

INAUGURAL EDITION

TOP 10 EDUCATION ISSUES IN LOUISIANA



EDUCATION'S
NEXT HORIZON

2016 - 2017



Orleans Public Education Network (OPEN)

www.opennola.org

OPEN informs and mobilizes the community to achieve excellence and equity for every child in public schools in New Orleans.

- Conducts public convenings to support participatory policymaking
- Collects and disseminates quality data to support informed decision-making in communities and schools
- Conducts and disseminates independent policy analysis
- Develops leaders and collaborates with networks of leaders to identify and address targeted policy interventions
- Develops and convenes a network of organizations to advance public policy in support of high quality education for all students



Education's Next Horizon

www.ednexthorizon.org

Founded in 2007, Education's Next Horizon is a statewide non-profit organization that is dedicated to researching and advocating policies to improve PreK-12 education and better prepare students for post-secondary education and careers. The organization convenes and collaborates with policymakers, education reform advocates, and other stakeholders to advance research-driven policies and best practices that will improve education outcomes. Its primary focus areas are PreK, College & Career Readiness, and Filling the Skills Gap.



TOP 10 EDUCATION ISSUES IN LOUISIANA

Table of Contents

Introduction	5
Issue 1: Expanding Access and Quality in Early Childhood	6
Issue 2: The Meaning of Every Student Succeeds Act (ESSA)	9
Issue 3: Filling the Workforce Gap	16
Issue 4: From Common Core to Louisiana Student Standards	20
Issue 5: The Rise of Afterschool Programs.....	25
Issue 6: Teacher Preparation and Effectiveness	29
Issue 7: The State of Choice	34
Issue 8: School Discipline	40
Issue 9: School Funding and the Changing Demography of Public Education	44
Issue 10: Higher Education and Postsecondary Education Funding	49
Contributing Authors.....	54
Endnotes and Sources	56



Introduction

Welcome to the Inaugural Edition of *Top 10 Education Issues in Louisiana*. With a state budget crisis and severe threats to vital public services still looming, Louisiana's education systems are at a crossroad – they will either continue to think forward and improve or they will literally take giant steps backward. In many respects, the economic growth and development that is a product of education and which drives the quality of life and well-being of our families and children is being threatened. This Inaugural Edition is both a study and a conversation about the ten education issues that are currently shaping the future of Louisiana. Our aim is to better inform legislators, policymakers, educators, parents, business leaders, and community leaders about Louisiana's most important education policies, practices, and trends.

Budgetary constraints and challenges notwithstanding, Louisiana's policymakers and practitioners, from Pre-K and Elementary to Secondary and Higher Education, have made progress in improving the measures of success for children and adults. On every front, from kindergarten readiness to higher education attainment, the state's education vital signs are moving in a positive direction. Louisiana must not only continue on this positive trajectory, but also accelerate its pace. We have miles to go to significantly improve life outcomes for our children and families.

This report examines the progress and challenges of our most important education issues through three lenses:

- **SECTION 1: ISSUE OVERVIEW** – This section frames the issue at a national level and outlines the key themes, major trends and what is happening on the public policy level. This section also provides a basic understanding of the historical context, research and other factors influencing the topic.
- **SECTION 2: STATE OF THE STATE** – This section frames the Louisiana context for each issue. It specifically outlines any descriptive statistics, current progress, or efforts underway within Louisiana.
- **SECTION 3: WHAT'S NEXT FOR LOUISIANA** – This section summarizes specific policy action or considerations that should influence our next steps in advancing each issue in our state.

We are very grateful to the outside policy analysts and education professionals who contributed by writing various sections or sub-sections of the report. They include:

- Melanie Bronfin, J.D., Executive Director, Louisiana Policy Institute for Children
- Barry Erwin, President, Council for A Better Louisiana
- Andrew Ganucheau, Director, Louisiana Center for Afterschool Learning
- Jeanne M. Burns, PhD, Associate Commissioner for Teacher and Leadership Initiatives, Louisiana Board of Regents
- Deirdre Johnson Burel, Principal, A. Johnson Sr. Consulting Group (AJCG)

We hope that these conversations will inform and frame the debate on education policies that we believe matter most to the future of Louisiana.

Nahliah Webber, Executive Director
Orleans Public Education Network

John Warner Smith, Chief Executive Officer
Education's Next Horizon

Issue #1

Expanding Access and Quality in Early Childhood

Issue Overview

The research is now clear: high quality early care and education can have profound long term positive effects on children, including less referrals for special education services, fewer grade retentions, higher test scores and graduation rates, and decreased likelihood of involvement in the juvenile justice system.¹ The science of brain development explains the connection between early learning experiences and long-term success. Ninety percent of brain development takes place from birth through age four. Neural circuits formed in the brain in these years lay the groundwork for future learning and behavior. High-quality early learning experiences rich in stimulation nurture the development of robust brain circuitry, while adverse experiences weaken it. A child's experiences from birth through age four wire a child's brain for success or failure in school, work and life.² Meanwhile as more and more children have both parents in the workforce, the need for high quality, affordable, early care and education becomes more critical. In Louisiana, 66% of children age 5 and under have both, or their only parent, in the workforce and must spend significant time in child care.³ However, child care costs almost as much as a public college tuition in Louisiana and across the nation.⁴

The research is equally clear that public investment in early childhood provides a greater return than any other time of life. Nobel Prize-winning economist James Heckman of the University of Chicago describes investing in the care and education of young children as "the most efficient use" of a state's financial resources. Similarly, the U.S. Chamber of Commerce cites a return-on-investment of as much as 8-to-1 for each \$1 in funding for high-quality early childhood programs.⁵

However, for states to gain the full benefits of an early learning program — both in terms of educational outcomes for children and financial savings—they must do two things: 1) promote and sustain high-quality standards, and

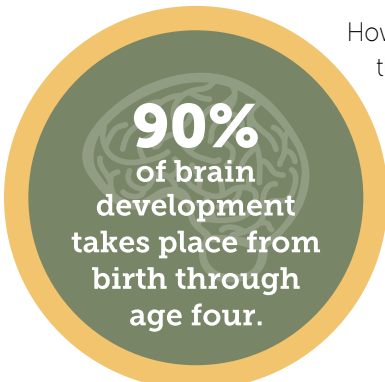
2) ensure children have access. In short, both quality and quantity are key ingredients of a successful early care and education system.

Given the compelling research, the federal government and states across the country have expanded their early childhood initiatives. Over the past decade, governors from both political parties have pushed for the creation and expansion of publicly funded preschool programs. Since 2003, states have increased their investment in preschool by more than 200 percent. The federal government has undertaken important efforts both to improve the quality of early learning programs and to expand the number of children served. For example, in 2011, for the first time, new rules required Head Start programs that did not meet specific quality benchmarks to re-compete for their grants. Also, since 2008, Congress has increased funding for the Head Start and Early Head Start programs by about 12 percent. Furthermore, to expand Pre-K for 4 year olds, in 2014 Congress created the Preschool Development Grants program, a 4-year, federal-state partnership to expand the number of children enrolled in high-quality preschool programs in high-need communities. Louisiana was one of only 18 states to win one of these competitive grants in its initial year of implementation.⁶

The State of the State

In Louisiana almost half of our children (46%) enter kindergarten already behind.⁷ Even with the infusion of the federal dollars described above, Louisiana's early care and education system is underfunded and out-of-reach for most children under age 4, and the funding for the 4 year olds is inadequate and unstable. In stark contrast to other states and the federal government, Louisiana has substantially decreased its spending on early care and education in the last eight years—to the point that we now appropriate \$0 state general fund dollars on early care and education slots for children under age 4, and the appropriated funds for Pre-K for 4 year olds has been, and continues to be, seriously threatened.

Louisiana has a number of high quality, public Pre-K programs for at-risk 4-year-olds, including the Cecil J. Picard LA 4 Early Childhood Program, the 8(g) Student



90%
of brain
development
takes place from
birth through
age four.

**46%**

Enter kindergarten already behind

<15%

of at-risk children under age four have access to any publicly funded program

-\$7M

Funding for LA 4 has decreased by \$7 million dollars from 2008 to 2015

\$0

State general fund dollars are currently appropriated for early care and education slots for children under age 4

Enhancement Block Grant Program, and the Nonpublic School Early Childhood Development Program. Combined with the federally funded Head Start 4-year-old slots and the Preschool Development Grant described above, 87% of at-risk 4-year-olds in Louisiana can access a 4-year-old Pre-K slot.⁸ These Pre-K programs are generally of high quality. LA4, the largest Pre-K program, is ranked 8 out of 10 based on national standards, and a longitudinal study of children who participated in LA4 identified long-term benefits that included significantly fewer special-education placements, significantly higher on-time arrival in 4th grade, and significantly higher test scores in the spring of 3rd grade on the iLEAP test.⁹ Yet, funding for LA4 has decreased from \$82.5 million in 2008 to \$75.5 million in 2015. Funding for the 8(g) program and the NSCED Pre-K programs also have been reduced. Pre-K funds in Louisiana are not part of the K-12 school funding formula, and therefore need to be separately appropriated each year.

For children under age 4 in Louisiana, especially at-risk children, high quality early care and education is severely underfunded. Overall, less than 15% of at-risk children under age four have access to any publicly funded program, including only 35% of at-risk three year olds, 9% of at-risk two year olds, 7% of at-risk one year olds, and 4% of at-risk infants.¹⁰ This is in spite of the fact that 66% of children birth through age five in Louisiana have both parents – or their single parent – in the workforce.¹¹ Funding for the only state administered early care and education program for children under age four, the Child Care Assistance Program (CCAP), has been cut by over 60% in the last six years, and the number of children served has gone from over 40,000 to under 15,000.¹² Although the state has recently substantially increased the amount of the subsidy per child—to allow programs to actually meet the quality standards the state has set—Louisiana is using reserved federal funds to pay for the increase, which will run out in two years.¹³ Numerous reports continue to show high quality child care is unaffordable for most low-income working parents in Louisiana.¹⁴

Meanwhile, the Early Childhood Education Act (Act 3) of 2012 created sweeping reforms to early care and education with the goal of improving school-readiness among Louisiana's children. Act 3 provided for the formation of one early childhood system uniting all publicly funded early care and education programs under the direction of the Department of Education and the state board of education. The Act mandated the development of aligned program standards; a new accountability system that is required for

all programs receiving state and/or federal funds; a unified professional development system; birth-through-five early learning and development standards¹⁵; and later legislation mandated a common enrollment system¹⁶. Much progress has been made in the implementation of Act 3, including the transition of all early care and education programs to the Department of Education. Other developments include adoption of Louisiana's Birth to Five Early Learning and Development Standards¹⁷, a new accountability system based on the CLASS assessment¹⁸, a new Birth to Kindergarten Teaching Certification, a new Early Childhood Ancillary Teaching Certification in Louisiana¹⁹, and a common enrollment system for all publicly funded early care and education programs statewide²⁰. However, progress has been hampered by the fact that Act 3 was essentially an unfunded mandate, providing few dollars for implementation, and no funding for programs to meet the new higher standards.

What's Next for Louisiana

After three years of major policy development with Act 3, the next few years are most likely to be focused on implementation and on refining these policies. However, the most critical issue is funding. Without stable, sufficient funding for both early care and education slots and the infrastructure to support the system, it will be difficult for Louisiana to move forward—and not move backward—in supporting our children at this critical time of life when there is the greatest return on our public investment.

"Without stable, sufficient funding for both early care and education slots and the infrastructure to support the system, it will be difficult for Louisiana to move forward—and not move backward—in supporting our children at this critical time of life when there is the greatest return on our public investment."

Specific recommendations for Louisiana include:

Increase investment in early childhood programs:

- 1) Expand the number of children under 4 served by the Child Care Assistance Program.
- 2) Stabilize funding for LA4 and increase the amount per child to provide equity between Pre-K and kindergarten.
- 3) Utilize new revenue streams to better fund early care and education for children birth through age 4.

Support programs to meet Act 3's higher standards:

- 1) Develop supports for continuous quality improvement for child care centers as now exists for LA4 and Head Start.
- 2) Ensure continuing access to mental health consultation as a critical source of support to child care centers.
- 3) Sustain the statewide network of Child Care Resource and Referral organizations that provide local leadership, technical assistance and support for child care.

Promote family choice in early care and education:

- 1) Use private centers as a fundamental part of Louisiana's Pre-K program by expanding the mixed delivery model.
- 2) Ensure that access to quality care for at-risk children actually expands under Act 3's implementation by tracking its impact on at-risk children under age four.
- 3) Require licensing of small centers to safeguard the health and safety standards of all children in care outside the home.



Issue #2:

The Meaning of Every Student Succeeds Act (ESSA)

What is the Every Student Succeeds Act (ESSA)?

On December 10, 2015 President Barack Obama signed into law the eighth reauthorization of the Elementary and Secondary Education Act (ESEA). The newest reauthorization, titled the Every Student Succeeds Act (ESSA), replaces the No Child Left Behind Act (NCLB), signed into law by President George W. Bush in 2002. On the whole, ESSA aims to fix NCLB – which many criticized for over-emphasizing testing and its strict federal accountability practices and sanctions.

President Lyndon B. Johnson signed the original Elementary and Secondary Education Act (ESEA) into law in 1965, and it became the largest source of federal funding for elementary and secondary education nationwide. The original goal of this legislation (a major facet of Johnson's War on Poverty), was to ensure equal access to the opportunity to learn for all students, regardless of race, income, or other status; and that all states provide a comparable level of education for all American students. This law became one of the most important civil rights bills for ensuring academic achievement for all American children.

Over the course of ESEA's fifty year history, its major growing pain has fallen under one category: accountability. In other words, how does the federal government give states billions of dollars in aid for education, and in turn measure the extent to which the funds realize the intended outcomes (i.e. equal opportunity and success for all students)?

Although much of the newest reauthorization of ESEA remains the same including the core tenets of **accountability, assessment, and teacher quality**, ESSA

changes "how" those tenets are addressed. According to The Council of State Governments, "[ESSA] empowers state and local decision makers to develop their own systems for school improvement based upon evidence, rather than imposing the cookie cutter federal solutions set forth in the NCLB." In addition to expanded freedom in how states are allowed to intervene in failing or struggling schools, ESSA also expands the definition of student success away from strictly test scores and high school graduation rates to a more comprehensive and well-rounded model of assessment. The following tables provide a comparison of how the new ESSA compares to its NCLB counterparts:

Accountability:

How will the federal government hold states accountable for adequately educating all students regardless of subgroup?

Teacher Quality:

How will state and local governments ensure that all students are being taught by highly qualified teachers, and that certain subgroups of students are not disproportionately taught by inexperienced, unqualified, or out-of-field teachers?

Assessment:

How do states prove that students are learning and what tools are they using to do so?

"[ESSA] empowers state and local decision makers to develop their own systems for school improvement based upon evidence, rather than imposing the cookie cutter federal solutions set forth in the NCLB."



Table 1 – Comparison of NCLB and ESSA on measures of Accountability

Policy	No Child Left Behind Act (NCLB)	Every Student Succeeds Act (ESSA)
Goals for Student Achievement	States required to set annual measurable objectives (AMOs) for demonstrating adequate yearly progress toward the goal of 100% proficiency in math and ELA.	States required set long-term student achievement goals with measurements of interim progress.
Goals for High School Graduation Rates	States required to set a long term goal and annual targets for meeting that goal that are “continuous and substantial” (as defined in federal regulation).	States required to set a long-term goal for 4-year high school graduation rate with measurements of interim progress. States may set goals for extended-year graduation rates, but those goals must be higher than the 4-year graduation rate goal.
Accountability Indicators	Elementary and middle schools: • test scores • one indicator selected by the state High schools: • test scores • graduation rates	Elementary and middle schools: • test scores • a “measure of student growth” or other academic indicator that allows for differentiation among student groups • English language proficiency • at least one indicator of school quality or success that allows for differentiation among student performance High schools: • test scores (states may also use student growth based on annual assessments) • 4-year graduation rate (states may also use an extended-year graduation rate) • English language proficiency • at least one indicator of school quality or success that allows for differentiation among student groups
Schools Identified for Comprehensive Reform Based on Performance of All Students	No such requirement.	States must : • identify the lowest performing 5% of Title I schools for comprehensive support. • identify all high schools with a graduation rate at or below 67% for comprehensive support. • identify these low-performing schools and low-graduation-rate high schools at least once every 3 years.
Schools Identified for Targeted Reform Based on Performance of Subgroups of Students	Any school that misses a performance target for any subgroup for two or more consecutive years is identified for improvement.	Any school with a subgroup of students that is consistently underperforming based on all of the indicators in the state accountability system is identified by the state for targeted intervention and support. States must identify these schools annually.

Policy	No Child Left Behind Act (NCLB)	Every Student Succeeds Act (ESSA)
Intervention and Support for Struggling Schools	Interventions escalate based on the number of years a school is identified for improvement. Interventions include: • public school choice, • supplemental educational services (i.e., tutoring), • corrective action, and • restructuring.	There are two categories of interventions and support: comprehensive and targeted. The following schools must implement comprehensive, locally-determined, evidence-based interventions: • lowest-performing 5% of Title I schools; • high schools with graduation rates at or below 67%; and • schools with a subgroup performing at the level of the lowest-performing 5% of all Title I-receiving schools that do not improve within a state-set period of time. Districts may allow students in these schools to transfer to other public schools in the district. Schools with a low-performing subgroup must implement evidence-based, locally determined targeted interventions. These schools must also identify resource inequities and address them in their improvement plans.
Timeline	Schools must meet increasingly rigorous targets each year or implement interventions that escalate annually.	Schools implementing comprehensive interventions have 4 years to meet state-set criteria and exit comprehensive interventions status. If they do not meet these criteria, they must implement more rigorous state determined interventions, which may include school-level operations. Any school with a subgroup performing at the level of the lowest-performing 5% of all Title I-receiving schools that is implementing targeted intervention must reach state-set exit criteria by a state-set time period or the school will be identified for comprehensive support.
Student Assessment Opt-Out	States must assess 95% of all students.	States must assess 95% of all students.
School Improvement Funding	A separate federal funding stream is authorized for school improvement. States are required to implement specific intervention models to receive funding.	States must use 7% of Title I funding for school improvement activities. States may use 3% of Title I funding for "direct student services," including Advanced Placement, International Baccalaureate, and other advanced course work; career and technical education leading to an industry-recognized credential; credit recovery; and personalized learning.

Table 2 - Comparison of NCLB and ESSA on measures related to Teacher Quality

Policy	No Child Left Behind Act (NCLB)	Every Student Succeeds Act (ESSA)
Requires equitable distribution of highly qualified teachers	Yes - Requires 100% of teachers in core academic subjects to be "highly qualified," which is defined as follows: - Existing teachers must have a bachelor's degree, demonstrate subject-matter knowledge in the areas they teach, and hold a certification or license in the subject they teach. - New teachers must have a bachelor's degree and pass subject-matter tests.	No - Eliminates highly qualified teacher requirements. Requires state plans to provide assurance that all teachers and paraprofessionals working in programs supported by Title I-A funds meet state certification and licensure requirements.
Requires teacher and leader evaluation systems	No – did not require any type of teacher evaluation system	No - States may use federal professional development funds to implement teacher and leader evaluation systems based on student achievement, growth, and multiple measures of performance and to inform professional development; however, states are not required to implement such systems.
Professional Development	Requires states to provide scientifically based professional development for teachers of core academic subjects.	Expands access to professional development under Title II to include teachers of all subjects, not just core subjects as under NCLB, as well as school leaders, administrators, and other school staff. In addition, although the funds have been decreased slightly for professional development under ESSA, a lot more flexibility in how states use these funds now exists.

Table 3 – Comparison of NCLB and ESSA on Student Assessments

Policy	No Child Left Behind Act (NCLB)	Every Student Succeeds Act (ESSA)
Annual Assessments	Requires state testing in reading and math annually in grades 3–8 and once in high school.	Same as NCLB but with the following changes: • Allows states to use a single annual summative assessment or multiple statewide interim assessments throughout the year that result in one summative score. • Allows districts to use other tests for high schools with state permission. • Allows states to develop and administer computer-adaptive assessments. • Allows states to limit the aggregate amount of time spent on assessments for each grade. • Prohibits the Secretary from specifying any aspect of assessments. • Requires districts to publicly post information on all required assessments, including the amount of time students spend taking the assessments.
Opt-Out	Requires states to administer assessments to at least 95% of students and 95% of each student subgroup.	Maintains requirement that assessments be administered to at least 95% of all students. Allows states to establish their own laws governing “opt-outs” and requires parents to be notified regarding their children’s participation rights in assessments. Consequences for schools that miss this threshold are determined by states and districts.
Special Education	Requires states to provide reasonable adaptations and accommodations for students with disabilities. Allows states to administer alternate tests to students with disabilities; however, these alternate tests may be used by no more than 1% of the total number of students being assessed.	Requires states to provide reasonable accommodations for students with disabilities. Allows states to administer alternate tests for students with the most significant cognitive disabilities; however, these alternate tests may be used by no more than 1% of the total number of students being assessed.
English Language Learners	Requires districts to annually assess all students with limited English language proficiency.	Shifts accountability for English language learners into Title I; allows schools to phase in the use of English language learners’ test results for accountability purposes.

The State of the State

Louisiana was one of the 43 states that applied for, and received, an NCLB waiver in the interim period between the bill's reauthorization due date in 2007 and its actual reauthorization in 2015. Louisiana's ESEA Flexibility Request, created under the supervision of Superintendent John White, was approved in May of 2012 and essentially took the form of an intermediary plan between the federal mandates of NCLB, and the much looser, more flexible, federal regulation under ESSA. The Louisiana Department of Education plan included the following major amendments:

College and Career Readiness:

- Louisiana adopted new English language arts and math standards already in place in 45 other states and the District of Columbia, with a transition plan that included developing implementation checklists for districts, coordinating work around standards implementation with work on teacher and principal evaluation and support systems, and working with the Gates Foundation on preparing materials aligned with the new standards.

State and District Accountability:

- **A-F Grading System:** Louisiana created a system in which each school was given a letter grade (A-F) based on an index that included student achievement, graduation rates, and ACT scores. Louisiana also included measures to report on a number of other college-readiness measures, including AP/IB participation and performance, dual enrollment, industry certifications, EXPLORE/PLAN performance, and educator effectiveness. Louisiana also chose to focus on the growth of students who scored below proficient by giving bonus points in a school's grade when these students exceed expected growth.
- **Performance Targets:** Although during the waiver request Louisiana intended to maintain the expectation of 100% proficiency by 2014, it also set additional targets for improvement based on its index and the growth of non-proficient students.
- **Plan for Turning Around the Lowest-Performing Schools:** Louisiana promised to identify the lowest-performing schools in the State as "Priority schools" and ensure that districts implement meaningful interventions in these schools. Louisiana identified Priority schools as any school that was reassigned to the State Education Agency (SEA) operated Recovery School District (RSD) because of consistent low performance (4 consecutive years of F performance).

The RSD was set as the authority to address all aspects of a school's performance, including building a high quality instructional team, modifying the instructional program, and adjusting the use of time. Schools in the RSD were set up to be operated directly by the RSD, as charter schools, as university partnerships, or through management agreements with service providers. The State also passed a parent trigger provision that allowed a majority of parents whose children attended persistently failing schools to transfer to the RSD.

- **Renewed Focus on Closing Achievement Gaps:** Louisiana planned to identify additional schools with the greatest challenges as "Focus schools" and demand interventions to improve student performance. Louisiana chose to identify as Focus Schools any F school not in the RSD and high schools with a graduation rate less than 60%. Focus schools were required to examine data and complete a needs assessment, with assistance from the State to identify appropriate interventions. In addition, any school in the state not meeting its performance targets for a particular group of students would not receive incentive funding for growth in performance.
- **Building Capacity for School Improvement:** Louisiana set out to build Network Teams to support districts in analyzing data, setting goals, and targeting supports to low-performing schools and students with a focus on closing achievement gaps. The Network Teams, staffed by education experts, were to work collaboratively with districts and schools to: (a) Set goals using student performance data summarized for all students and broken out into specific subgroup performance – particularly those subgroups for which significant achievement gaps exist; (b) Organize and target financial and human resources to more effectively support student growth for students performing below proficiency and students included in low-performing subgroups; (c) Support cross-district planning; and (d) Strategically support capacity-building in schools and classrooms focused on implementing new high standards, educator evaluation systems, and addressing school/district performance gaps.
- **Transparently Reporting on Students' Progress:** Under the waiver, Louisiana planned to continue to report all current data by subgroups, including AYP (annual yearly progress), on report cards and school performance reports, as well as letter grades, index scores, achievement of growth targets, college- and career-readiness measures (AP/IB participation and performance, dual enrollment, industry certifications, EXPLORE, PLAN), and educator effectiveness.

Teacher Quality and Evaluation:

- Louisiana developed guidelines for local teacher and principal evaluation and support systems that were implemented for all educators in the 2012-13 school year. The system incorporated multiple measures for evaluating teachers and principals including classroom observations, teaching artifacts, State-certified common assessments, expanded State benchmark assessments aligned to college- and career-ready standards, and periodic assessments and/or goal-setting. Evaluation results were meant to inform professional development, certification decisions, teacher placement into high-needs schools, and teacher preparation programs.

Louisiana renewed its flexibility plan in 2015 again before the full reauthorization of ESEA in December, but was placed under “high risk status.” Although much of the renewal matched its original plan laid out in the 2012, there were several ways in which Louisiana was no longer adequately meeting the needs of students according to the US Department of Education. The main contention within the renewal was the issue of how well the plan addressed the needs of both students with disabilities and English Language Learners. Additionally, the federal government found Louisiana’s plans for college and career readiness beyond the 2015-16 school year to be insufficient, and therefore mandated it be altered as soon as possible. Therefore, in order to be granted renewal in 2015 and no longer be labeled under “high risk status” The Department of Education required Louisiana to submit a plan by May 1, 2016 that included improvements in the previously mentioned areas: assessments and standards for students with disabilities, English language learner standards, and career and college readiness standards in math and science. In the midst of this renewal, however, ESSA was signed into law, and now Louisiana must tailor its assessment and accountability plans moving forward not to the flexibility waiver requirements, but to the newest ESEA reauthorization.

What’s Next for Louisiana?

The timetable for the roll-out of ESSA changes by states is as follows. All previous legislation connected to NCLB waivers will be void August 1, 2016; therefore, Louisiana must submit a state plan to the U.S. Department of Education by the spring of 2017. These new plans, after review by the federal government, will then be placed into effect in the 2017-18 school year.

In July and August 2016, State Superintendent John White held a series of community meetings across the state to

brief citizens on ESSA requirements and to present (1) the state’s ESSA implementation timeline and (2) the key considerations that will guide the development of a state plan. The timeline and guiding considerations can be found at <http://www.louisianabelieves.com/resources/about-us/every-student-succeeds-act-essa>. On its most basic level, ESSA requires the creation of statewide accountability systems that shall include:

- Long-term goals and annual indicators of proficiency and growth toward those goals
- Annual meaningful differentiation of schools including identification of schools in need of improvement

Besides testing, the state is now required to add alternative forms of assessment including indicators that can be broken down by subgroup, four-year high school graduation rates, and English language proficiency. Different possibilities for indicators that can be broken down by subgroup include growth measured over time, student engagement, educator engagement, access to and completion of advanced coursework, post-secondary readiness, school climate/safety, etc.

At the crux of the Elementary and Secondary Education Act (ESEA) and all its subsequent reauthorizations lays the issue that propels much of the contention in the American educational and political landscape – states vs. federal rights. The No Child Left Behind Act left states with little flexibility surrounding the questions of assessing student success and achievement. ESSA’s freedom and flexibility give Louisiana the room and the immense responsibility to innovate, transform and improve its education system. Louisiana is faced with the incredible opportunity to consider how to best leverage federal resources to propel the state’s approach to accountability in ways that expand our understanding of student success to consider a whole child approach.

Research has shown the incredible impact of social emotional development on other important measures of success (i.e. completion and persistence rates). How, then, can Louisiana expand its accountability system to give greater consideration to non-traditional measures of student success that are equally as important in improving student outcomes? How well are our schools doing in this area? How can we better invest our resources to ensure that education leads to the ultimate goal – improved life outcomes (students with a high school degree, ready to engage in the world as productive citizens)? ESSA’s greatest promise lies in how well we leverage this new opportunity to strengthen our accountability system to include but not be solely limited to testing as a critical measure of success.

Issue #3: Filling the Workforce Gap

Issue Overview

State and local economies all across the United States are experiencing a mismatch between workers' skills, education levels, and job requirements. Of the 46.8 million U. S. jobs that will be open by 2018, 64% will require some kind of postsecondary education, yet 60% of employers report that candidates applying for jobs lack the necessary skills to fill available positions.¹ Filling those jobs will require that states across the country do two things: 1) graduate more high school students who are ready for postsecondary education and careers, and 2) better train and educate the adult learning population.

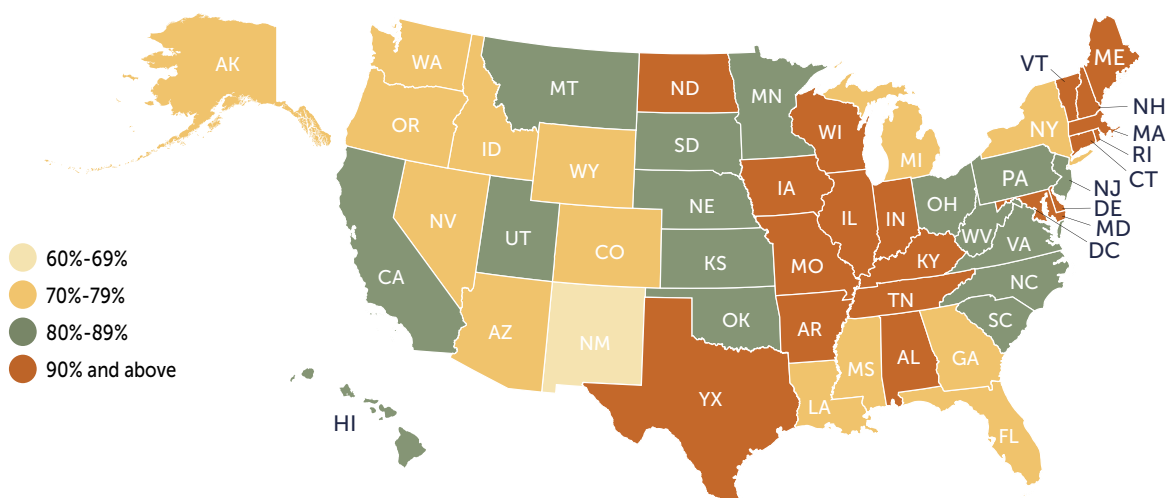
Building on dropout prevention summits that were convened across the country starting in 2008, America's Promise Alliance launched the Grad Nation campaign in 2010 to raise awareness and inspire action to increase high school graduation rates.² According to the *2016 Building a Grad Nation Data Brief*, the national high school graduation rate hit a record high of 82.3 percent. But two issues remain. First, for the first time in four years, the nation is not on track to reach its goal of a 90 percent on-time graduation rate by 2020. Second, in spite of significant increases for some groups, the nation continues to suffer from severe gaps in graduation rates affecting students of color, students from low-income families, students with disabilities, and English-language learners.³ Below is a state-by-state snapshot of Adjusted Cohort Graduation Rate (ACGR) ranges taken from the *2016 Building a Grad Nation Data Brief*.⁴

Despite increasing graduation rates, the nation continues to suffer from severe gaps in graduation rates between students of color, students from low-income families, students with disabilities, English-language learners, and their white and more affluent counterparts.

- 33 states graduate less than 70 percent of their students with disabilities; seven of those states graduate less than 50 percent of students with disabilities.
- 11 states graduate less than 70 percent of Hispanic/Latino students.
- 17 states graduate less than 70 percent of African American students.
- 16 states graduate less than 70 percent of low-income students. In those states, researchers estimate that nearly 191,000 low-income students did not graduate on time with a regular diploma.
- 35 states graduate less than 70 percent of English-language learners; seven of those states have ELL graduation rates under 50 percent.
- 10 states graduate less than 70 percent of all five subgroups. They are Colorado, Georgia, Michigan, Minnesota, Nevada, New Mexico, New York, Ohio, Oregon, and Washington.⁵

In 2013-2014, Louisiana was among the states graduating less than 70 percent of African American students, economically disadvantaged students, and students with disabilities. Based on the 2014-2015 cohort rates released in April 2016, Louisiana has made modest improvements in the statewide cohort rate and the rate for sub-groups.

US ACGR Ranges by State, 2013-14



The State of the State

High School Graduation Rates

Louisiana's 2014-2015 cohort graduation rate stands at 77.5%, a gain of nearly 13 percentage points over the prior nine years. Twenty-two of Louisiana's 69 school districts (excluding Recovery School Districts), have a cohort rate of at least 85%. In 2005, only two districts had achieved that distinction. Conversely, 22 districts have a cohort rate below the state rate. The most dramatic improvement occurred in relatively small school districts:

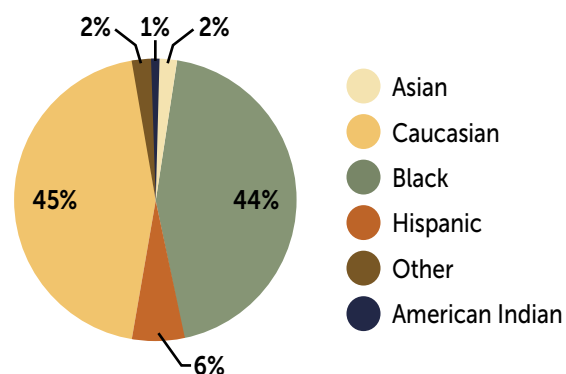
District	2013-2014 Cohort Rate	2014-2015 Cohort Rate	Percentage Change ⁶
Evangeline	67.1%	79.5%	12.4
Red River	76.5%	88.8%	12.3
Union	67.0%	79.2%	12.2
Pointe Coupee	61.8%	71.0%	9.2
Natchitoches	71.9%	79.9%	8.0
Plaquemines	82.6%	90.6%	8.0

Louisiana experienced graduation rate gains among African Americans, economically disadvantaged students, and students with disabilities.

Student Group	2013-2014 Cohort Rate	2014-2015 Cohort Rate	Percentage Change ⁷
African American	67.9%	71.4%	3.5
Economically Disadvantaged	68.8%	70.8%	2.0
Students with Disabilities	42.8%	44.3%	1.5

The state's five largest school districts, Caddo, East Baton Rouge, Jefferson, Lafayette, and St. Tammany Parish, account for 29.3% of the state's total graduating cohort.⁸ All but one of these districts (St. Tammany) has a cohort rate below the statewide rate. Together, these districts comprise 27.6% of the 725,606 students that were enrolled in the state's public schools as of October 1, 2015 and 30.8 percent of the state's total African-American student enrollment.⁹

2015 Louisiana Student Enrollment: 725,606



Enrollment and Cohort Rates of the Five Largest School Districts

District	Enrollment	Cohort Rate	African American Enrollment	African American Cohort Rate ¹⁰
Caddo	40,720	75.2%	26,010	70.2%
East Baton Rouge	42,040	67.2%	34,450	64.9%
Jefferson	48,737	73.3%	20,530	72.9%
Lafayette	30,315	75.9%	13,380	69.1%
St. Tammany	38,439	82.9%	7,100	74.4%
Total	200,251		98,880	
Total Statewide	725,606		320,981	

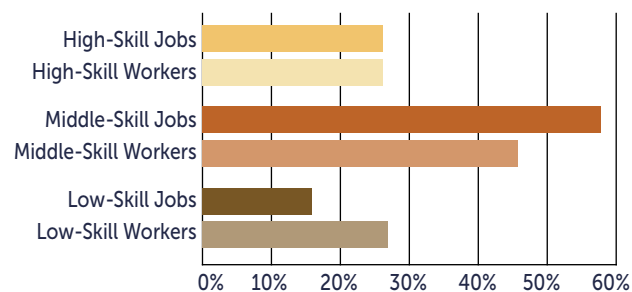
Nationwide, 72.5 percent of African American students graduated in 2014. The gap between graduating White and African American students was 14.7 percentage points.¹¹

- For the class of 2014, African-American students in Louisiana public schools had a statewide cohort graduation rate of 71.4 percent—11.3 percentage points below the graduation rate for White students.¹²
- Among African-American male students in Louisiana, the high school graduation rate is 64.1%, a gain of nearly 4 percentage points over the prior year, but still 13.4 percentage points below the statewide rate for all students.¹³

Middle-Skills Attainment Gap

In addition to exacerbating the state's high-poverty condition and incarceration rate, low cohort graduation rates hamper economic growth and development. Middle-skill jobs, which require education beyond high school but not a four-year degree, currently account for 58% of Louisiana's labor market, but only 46% of the state's workers are trained to the middle-skill level.¹⁴

Jobs and Workers by Skill Level, Louisiana 2012



Source: NSC analysis of Bureau of Labor Statistics Occupational Employment Statistics by State, May 2012 and American Community Survey data, 2012

According to the Georgetown University Center on Education and the Workforce, by 2020, 55.6% of all job openings in Louisiana will require some form of postsecondary education.¹⁵ The widening "skills gap" makes it increasingly difficult for businesses to find qualified workers in high-demand occupations.

Louisiana's human capital and economic growth capacity is further diminished by low achievement among its adult citizens. According to a Board of Regents 2011 Master Plan, approximately 56% of all adults in Louisiana have not attended college.¹⁶ Approximately 100,000 (21%) of Louisiana citizens ages 18 to 24 do not have at least a high school diploma, ranking the state 45th in the United States for 18 to 24 year olds with a high school diploma or equivalent.¹⁷

There are approximately 600,000 adults ages 25-64 years old in Louisiana who do not have a high school diploma or GED. It is estimated that 44% of these individuals are not participating in the workforce.¹⁸

In a recent presentation to a statewide group of Louisiana business leaders and community stakeholders, Ben Kennedy, President and Founder of Kennedy & Company Education Strategies LLC, noted the following about the education levels of Louisiana's adult population:

- Between 2010 and 2013, the adult population in Louisiana holding a bachelor's degree or higher

increased 8.8 percent, from 598,000 adults ages 25 and older in 2010 to over 650,000 in 2013.

- Although Louisiana's share of adults with a bachelor's degree or higher is increasing, the state continues to house a larger, "latent" population of adults with an associates degree or less (2.3 million).
- Nearly three in four adults in Louisiana do not have a postsecondary credential.
- One in five adults has college experience, but no degree.
- More than half of adult learners ages 24 and older attending four-year public institutions in Louisiana fail to graduate in six years.¹⁹

Kennedy suggests that states that are successful in mobilizing their adult learner populations are those that streamline their transfer process and implement more student-friendly student services operations.²⁰

What's Next for Louisiana

Jump Start

In 2014 Louisiana established Jump Start, an initiative designed to better prepare public school students to graduate from high school with the knowledge and skills required for employment. Jump Start programs fulfill and replace Career and Technical Education (CTE) areas of concentration by prescribing the academic preparation and CTE courses and training experiences by which students will meet the requirements to attain a high school diploma and earn industry credentials. Jump Start programs are designed to prepare students to earn statewide industry-based certifications (IBCs) aligned with high-growth, high-wage job sectors as approved by the Louisiana Workforce Investment Council (WIC). Pathways preparing students to earn statewide IBCs are augmented by regionally-relevant CTE programs jointly developed by local stakeholders and approved by the State Board of Elementary and Secondary Education. Thus, Jump Start prepares students to participate in high-growth, high-wage and regionally-relevant job sectors while also enabling them to continue their post-secondary education and career development.²¹

Louisiana is expected to fully implement Jump Start by the start of the 2017-2018 school year. To ensure that students make the best possible career choices and course selections, both students and parents must be well-informed about career options. In 2015 the Louisiana Department of Education launched "All Things Jump



Start,” a new online portal to give students and teachers greater access to career counseling and career education resources. Among these are online systems such as Nepris (www.Nepris.com), Kuder Navigator (www.KuderNavigator.com), and Career Compass, a Louisiana

non-profit organization that works through local districts to provide career counseling to students.

Needed are career awareness resources tailored specifically to parents, as well as strategies to better engage regional business and community partners in career awareness efforts. These tools and strategies must be tailored specifically to Louisiana regional economies and occupations. In addition, efforts must be in place to adequately “market” available tools and provide on-the-ground intervention to ensure greater access to career information while increasing parent engagement in the career awareness process.

Increasing Cohort Rates and Closing the Graduation Gap

While the state’s college and career-ready metrics are moving in the right direction and Jump Start is a good step forward, the state remains challenged by the “graduation gap” between white and black students, particularly in large, urban districts. It is quite possible that, without a comprehensive strategy of intensive intervention and support aimed at combating the factors resulting in students dropping out, the recent implementation of higher, more rigorous academic standards will widen the gap.

As has already been shown, the strongest gains in cohort rates have been among smaller districts. This would suggest that district-specific variables or factors are more at-play than state-level variables or interventions. The same can be said for the state’s five largest districts. Because the state’s largest districts account for 29.3% of the state cohort rate, and district performances (as opposed to state factors) weigh so heavily, these districts are and can be real drivers of change for African American students and families and for the state as a whole.

Louisiana and its local school districts would do well to examine and implement some or all of the policy

recommendations of Grad Nation for increasing high school graduation rates:

- Adopt district policies and ensure the availability of district administrative capacity to formatively and constructively use data to enhance student performance.
- Review and revise district codes of conduct regarding attendance, truancy and discipline to reflect “best practices” and rewrite provisions which data indicates contribute to racial, ethnic and gender disparities in outcomes.
- Fund a “data interpreter” staff position to work side-by-side with school leaders to translate data into needed intervention strategies.
- Ensure the existence of a “real time” data maintenance and reporting system for school-based early warning indicators (Attendance, Behavior, and Course Performance).
- Provide professional development and technical assistance to district and school personnel for interpretation and use of early warning systems.
- Adequately fund early education, health, and wellness initiatives to counter the effects of poverty.
- Enhance state accountability systems and report cards to capture and publicize district and school progress in achieving equity on a set of indicators related to gender, race, ethnicity, Limited English Proficiency, special education status, and early warning indicators.
- Require teacher-preparation programs and alternative-path teacher programs to incorporate data interpretation and intervention strategies into teacher preparation.²²

Filling the skills gap is one of Louisiana’s most important challenges because it defines and shapes the quality of life for the state as a whole. The issue is big, complex and multifaceted, and it requires no less than a sustained, comprehensive, interagency and multi-stakeholder response that addresses all the key factors and levers of change. Louisiana would do well to go beyond PreK-12 and workforce programmatic initiatives and establish a Governor-led public-private task force that identifies and oversees the implementation of a “total government” response: a comprehensive, interagency set of outcome-based skills gap policies and strategies that are accountability-driven and adequately funded.

Issue #4:

From Common Core to Louisiana Student Standards

Issue Overview

The effort to develop the Common Core State Standards was launched in 2009 by state leaders, including governors and state commissioners of education from 48 states, two territories and the District of Columbia, through their membership in the National Governors Association Center for Best Practices (NGA Center) and the Council of Chief State School Officers (CCSSO). State school chiefs and governors recognized the value of consistent, real-world learning goals and launched an effort to ensure all students, regardless of where they live, are graduating from high school prepared for college, careers, and life. The result was as new, “common” set of K-12 English Language Arts (ELA) standards and math standards. The CCSSO and NGA released the final Common Core State Standards in June 2010. Shortly thereafter, and in the years that followed, states and territories underwent their own processes for reviewing and adopting Common Core. During this time, critics challenged the standards as being an attempt to federalize local education. Some critics argued that the standards would eliminate our core knowledge in math and ELA. Today, 42 states, the District of Columbia, four territories, and the Department of Defense Education Activity have adopted the Common Core.¹

According to Achieve, Inc., a lead founder of the American Diploma Project and a contributing developer of Common Core, the new standards were designed to guarantee the following benefits.

- **Preparation:** The standards are college- and career-ready. They will help prepare students with the knowledge and skills they need to succeed in education and training after high school.
- **Competition:** The standards are internationally benchmarked. Common standards will help ensure our students are globally competitive.
- **Equity:** Expectations are consistent for all – and not dependent on a student’s zip code.
- **Clarity:** The standards are focused, coherent, and clear. Clearer standards help students (and parents and teachers) understand what is expected of them.
- **Collaboration:** The standards create a foundation to work collaboratively across states and districts, pooling

resources and expertise, to create curricular tools, professional development, common assessments and other materials.²

Assessments

States and territories adopting the Common Core in 2011 and 2012 looked to several standardized assessment tools aligned to the new standards to test students of all achievement levels on what they are learning. Many states migrated to one of two primary assessments: Smarter Balanced Assessment Consortium or the Partnership for Assessment of Readiness for College and Careers (PARCC).

In the 2014-15 school year, 5 million students in 11 states and the District of Columbia took the PARCC annual assessments in grades 3-11, although not all participating states had students in all grades taking the test. Students in the following states took PARCC assessments in the 2014-15 school year: Arkansas, Colorado, District of Columbia, Illinois, Louisiana, Maryland, Massachusetts, Mississippi, New Jersey, New Mexico, Ohio, and Rhode Island.³

Governing and affiliate members of Smarter Balanced include California, Connecticut, Delaware, Hawaii, Idaho, Iowa, Michigan, Montana, Nevada, New Hampshire, North Carolina, North Dakota, Oregon, South Dakota, The Bureau of Indian Education, U.S. Virgin Islands, Vermont, Washington, West Virginia, and Wyoming.⁴

Implementation: Lessons Learned

In February 2010, Kentucky became the first state to adopt the Common Core State Standards and subsequently incorporated them into the Kentucky Academic Standards. The new English Language Arts and mathematics standards were first taught in Kentucky schools in the 2011-12 school year. Initial statewide test results were reported in November 2012. On January 31, 2014, Kentucky gave written notice to PARCC that it was withdrawing from the consortium.⁵

EdSurge, an education technology firm that helps schools fund, select and use appropriate technology to support student learning, cites three keys to Kentucky’s success in implementing higher K-12 standards:

1. **Communication.** Because the Kentucky General Assembly (state legislature) supported the adoption of Common Core, Kentucky was marked by nearly universal buy-in that few other states have enjoyed. Additionally, the state's implementation plan included clear communication of the General Assembly's vision to every educator in the state, as well as other stakeholders—with the opportunity to provide feedback in standards development. Teachers were heavily involved in the development process.
2. **Alignment.** To build the capacity for integrating the standards within each district, Kentucky created cross-district leadership networks consisting of 20 to 25 district teams, with each district team made up of ELA and math teacher leaders, school leaders and district-level leaders. To make sure the standards were implemented with fidelity in every school, these alignment meetings were facilitated by university professors and other content specialists with expertise in math and ELA.
3. **Support.** To make sure educators received ongoing, on-demand training, the Kentucky Department of Education developed the Continual Instructional Improvement Technology System, or CIITS—an online repository containing thousands of resources to help with Common Core implementation. Through CIITS, Kentucky educators had 24/7 access to thousands of professional learning resources from School Improvement Network and other providers.⁶

After visiting and observing a number of schools and districts, Andrew Miller, an educational consultant and instructional coach, had these lessons to share about teacher success in implementing the higher standards:

- **Ongoing and Job-Embedded Professional Development.** Those teachers who felt successful spoke of instructional coaches that supported them, planning time to work on lessons and units with other

teachers, reflection protocols, and common meeting times to look at students.

- **Clear Connection to Instruction.** Teachers who were successful received instructional tools like text-dependent questioning or close-reading strategies, enabling them to align to the Common Core through practical strategies and curriculum design.
- **Focus on Assessment, Not Testing.** Teachers focused more on great assessment practices rather than the high-stakes tests themselves. They assessed how their students were learning and used that information to inform their instruction. They helped their students set goals, and they set clear outcomes for learning. They created their own more engaging assessments of learning. They focused on what assessment should be, not how to react when it gets out of hand.
- **Leverage Teacher Leaders.** In addition to providing professional development to all teachers, volunteers and selected teachers served as leaders. These teachers in turn led professional learning, invited other teachers to visit their classrooms, and built exemplar lessons and units to support their colleagues.⁷

While there has been much debate about the Common Core, a linchpin toward ensuring the standards meet their promise rests in how states address *implementation of the standards* and the how states integrate such implementation into *a balanced-system of accountability* that gives thoughtful consideration to the increased demands related to its implementation.

State of the State

The Louisiana Timeline

Louisiana adopted Common Core State Standards in English Language Arts and math in 2010. The standards were implemented at the start of the 2014-15 school year.

Below are key implementation milestones:

- **Higher Education Teacher Preparation.** The state set up several collaborative opportunities to provide professional development and learning opportunities for educator preparation programs.⁸
- ◆ August 2011 – The Louisiana Board of Regents hosted a leadership summit for college and university leaders, during which participants discussed the state's transition to the Common Core and PARCC.
- ◆ Starting with the fall 2013 semester, all Louisiana colleges and universities integrated the Common



Core State Standards into their teacher preparation curricula. Fall 2012 – The Louisiana Department of Education conducted two-day training for faculty from all campuses. The program mirrored training that had been delivered by the state to its K–12 teachers.

- **1st Quarter 2013** – The Louisiana Department of Education launched a comprehensive teacher-support program including (1) a Classroom Support Toolbox to provide increased clarity and support for teachers and districts, and (2) a Teacher Leader program in which thousands of educators were trained and empowered to lead in the transition to Common Core.
- **December 2013** – The Board of Elementary and Secondary Education adopted transition accountability policies to guide the last two years of transition to the higher standards. The policies were developed in collaboration with educators, parents, and other stakeholders.
- **March 2014** – Louisiana students in grades 3-11 successfully completed PARCC field testing, allowing a “dry run” for schools and students one year in advance of the state’s move toward the new standards and tests.
- **Legislative Session of 2014** – In spite of Louisiana Governor Bobby Jindal’s opposition to Common Core, education advocates and business leaders across the state joined forces to soundly defeat all legislative proposals that sought to repeal Common Core and PARCC.
- **June 2014 – March 2015** – Lawsuits were filed to halt or delay Common Core and PARCC were soundly defeated in the courts. This included a lawsuit by seventeen (17) lawmakers and the Governor that alleged the Louisiana Department of Education’s violation of the Administrative Procedures Act in the procurement of PARCC.
- **March 2015** – Approximately 320,000 students (99% participation) completed the PARCC Phase I assessments in grades 3 through 8.
- **Legislative Session of 2015** – The Louisiana State Legislature passed legislation that stuck a “compromise” on Common Core, requiring a formal, comprehensive review of the standards by an independent review panel, and the abolishment of PARCC in 2015-2016.
- **October 2015** – The Louisiana Department of Education released a “Parent Guide to PARCC Results” and other resources designed to support parents’ understanding of the initial PARCC results. Through extensive outreach, the guides were disseminated

to tens of thousands of parents through principal-led parent nights, engagement of more than 100 partners (education, community, and business organizations), and social media.⁹



- **October 2015** – The Louisiana Department of Education released the first PARCC assessment results.
- **February 2016** – The Standards Review Committee submitted recommended changes to the ELA and Math standards for 2016-2017 to the Board of Elementary and Secondary Education.

Standards Review

After several years of contentious debate over the fate of Common Core, the Louisiana State Legislature struck a “comprise” through several bills enacted during the 2015 Legislative Session, elements of which included:

- A requirement that the Board of Elementary and Secondary Education (BESE) commence a review and development of Louisiana Student Standards in English (ELA) and math no later than July 1, 2015, and adopt proposed standards no later than March 4, 2016. In July 2015, BESE established the Standards Review Committee comprised chiefly of educators. The core standards committee, which guided the process and made final recommendations to BESE, consisted of 26 members. The three subcommittees, K-2, 3-12 ELA, and 3-12 math, were comprised of 26 members each. Following action by BESE, the standards were subject to a legislative rule-making process.
- Beginning 2015-2016, the Department of Education will not participate in the PARCC consortium of states. No more than 49.9 percent of English and math test questions used in the 2015-2016 assessment shall be developed through the PARCC process or through other federally funded consortia of states.
- A dozen other Common Core and PARCC-related bills filed during the 2015 Legislative Session were suspended.¹⁰

After six months of review, the Standards Review Committee submitted proposed changes to one in five of the state’s 1,287 standards, mostly in math for grades three through eight.¹¹ On March 4, 2016, BESE approved the standards revisions recommended by the Standards Review Committee. On May 27, 2016, BESE held a public

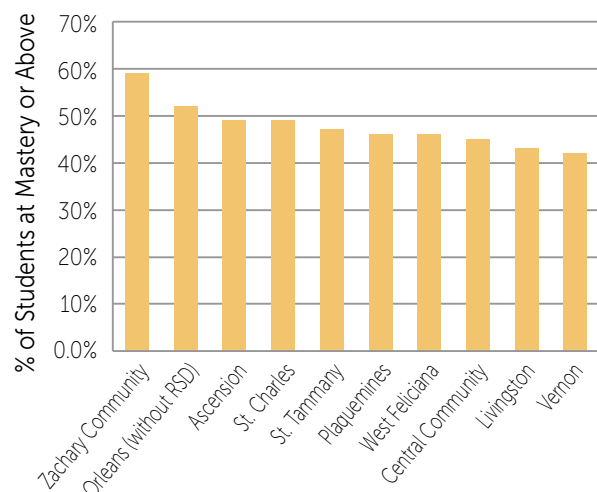
hearing pursuant to the Administrative Procedures Act and adopted new regulations establishing the revised math and ELA standards. The Louisiana House Education Committee and Senate Education Committee met and approved the new regulations on June 7, 2016.

Assessment Results

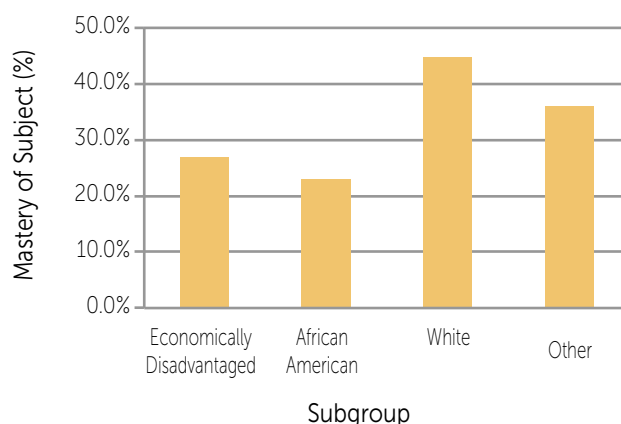
In March 2015 Louisiana tested approximately 320,000 students in grades 3 through 8 using the PARCC assessment. Louisiana released its initial PARCC assessment results in late October 2015 and issued individual student reports in early November. Summary results were as follows:¹²

- In ELA, for various grades, 64 to 74 percent of Louisiana students scored Basic and Above.
- In math, for various grades, 55 to 67 percent of students scored Basic and Above.
- In most grades, in both subjects, typically 30 to 40 percent of students showed "Mastery" command of skills needed in community colleges and universities.
- The percentages of Louisiana students demonstrating at least "Mastery" command skills and "Basic" command skills needed in community colleges and universities were generally consistent with evidence from other tests (LEAP 2014 and NAEP).
- Higher performing students showed more evidence of "Mastery" than in the past, while lower achieving students tended to show less evidence of even Basic skills. Whereas nearly half of students performed at Basic on the LEAP test, PARCC scores were distributed to a greater degree across the spectrum.

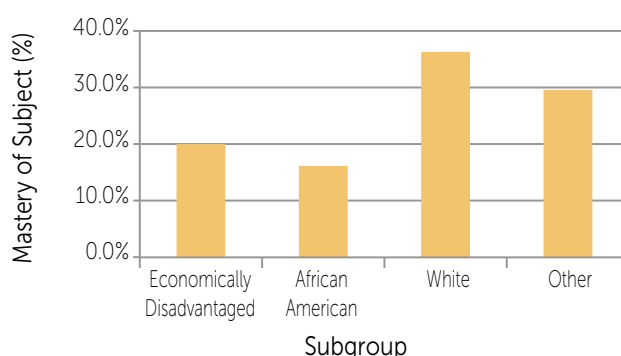
Top Performing Districts: Mastery and Above Grades 3 -8¹³



Louisiana 2015 PARCC Statewide ELA Results by Subgroup (Grades 3 - 8)¹⁴



Louisiana 2015 PARCC Statewide Math Results by Subgroup (Grades 3-8)¹⁵



In March 2016, Louisiana administered the second year of assessments under the higher standards. In accordance with state law, no more than 49.9 percent of English and math test questions used in this assessment were developed through the PARCC process or through other federally funded consortia of states. Results of the 2016 assessments were released in early August of 2016.

According to a news release by the Louisiana Department of Education, "Students improved performance in English language arts (ELA) and math, increasing from 33 percent of all ELA and math test in those subjects scoring "Mastery" or above in 2015 to 38 percent in 2016 and from 65 percent scoring "Basic" or above in 2015 to 67 percent in 2016. Performance also improved among historically disadvantaged student populations, though not at the same rate as the general population in every case. While overall student performance improved, achievement gaps between peers persist. The achievement gap between African-American students and white students

at the “Mastery” level is 26 percentage points. Likewise, the achievement gap at the “Mastery” level between economically disadvantaged students and those who are not economically disadvantaged is 28 percentage points. Both gaps are larger today than they were under less challenging standards, prior to the transition.”

What’s Next for Louisiana

Achieving Excellence with Equity

State Superintendent of Education John White acknowledges the significant gaps that remain in academic performance between historically disadvantaged students and other students. White notes that the state has the opportunity to address these challenges through Louisiana’s plan for implementation of the Every Student Succeeds Act.

According to the 2015 National Assessment of Education Progress (NAEP) test results, Louisiana ranked 48th nationally in 8th grade reading and 49th in 8th grade math.¹⁶ As the PARCC test results show, only 23.5% of Louisiana’s 8th grade students scored at Basic level in math and 31.5% of 8th graders scored at Basic in ELA.¹⁷ These outcomes have significant implications for the state’s ability and capacity to grow a qualified workforce through the PreK-12 pipeline. While the state’s high school cohort graduation rate has climbed from 67.2% in 2009-2010 to 77.5% in 2014-2015, questions remain:

- What must state and local education systems do to raise achievement levels of elementary and middle school students?
- How prepared are Louisiana’s high school graduates to succeed beyond high school?
- Given the increased rigor of higher K-12 standards, can the state and local school districts prevent subgroup achievement gaps from widening?

Recent studies by the Achievement Gap Initiative at Harvard University show that efforts to narrow the racial achievement gap need to begin at or before birth and continue at least into early adulthood. Early life experiences play key roles in creating achievement gaps. At age one, group-level differences in children’s cognitive development relative to parents’ education levels are minimal. However, by age two the gaps are apparent.¹⁸

If, in the long-term, Louisiana is to fulfill the expectations of higher K-12 standards and better prepare its students to succeed in post-secondary education and compete in the global economy, the state has to ensure educational

“equity” beginning at birth. This will require adequate funding for full implementation of the state’s evolving early care and education reforms (Early Childhood Education Act of 2012).

Support for Teachers, Students, and Parents

In addition to strong early intervention, Ronald F. Ferguson, director of Harvard’s Achievement Gap Initiative, suggests that in order to achieve excellence with equity, district and school leaders have to engage all segments of the community on goals that seek to raise the bar for all students rather than on closing achievement gaps between groups inside particular schools and districts. Gap-closing goals should focus on gaps between local groups and external benchmarks such as exceeding state-level averages.¹⁹ In order to achieve these educational equity goals, district and community leaders should focus on embedding the following key principles in all of the interventions:

- Adults responsible for teaching and caring for children should have the tools, supports, and inducements necessary for doing their work well — interventions that will equip parents and teachers with state of the art skills, social supports, and tools to do their work well, including appropriate forms of accountability.
- Learning experiences across multiple settings need to help children overcome identity-related mindsets that can limit self-realization for individuals and perpetuate inequity for the society. Parents, teachers, and out-of-school-time providers need to help children from all backgrounds understand:
 - ◆ Students’ racial, ethnic, neighborhood, or social class origins do not limit what careers, life options, or interests they are entitled to choose.
 - ◆ Students’ abilities are not determined by their social origins. No matter what skills they may have today, abilities can be developed — the brain actually changes physically — with hard work and determination.
 - ◆ The world is just as much theirs as anyone else’s, so they should feel entitled to participate fully, even where they feel unwelcomed.
- Local, state, and national systems that support children and families need development and maintenance. Often, diagnosing problems, monitoring progress, or mobilizing people to respond to a particular challenge or opportunity, are no one’s main job and they go undone. That’s why we need local movements with strong leadership.²⁰

Issue #5: The Rise of Afterschool Programs

Issue Overview

High quality afterschool programs increase student achievement outcomes, reduce youth participation in high risk behaviors, and provide safe adult-supported environments for children during afterschool hours in support of working families. The data are clear on the value of high quality programs on academic and youth development outcomes, and there is increased demand for such programs. However, the data continues to show a significant number of young people are unsupervised during the critical hours of 3 – 6 p.m. This gap between supply and demand amplifies the increasing need for local communities to develop partnerships to expand access to high quality afterschool programs as an anchoring strategy to support youth development in our state.

The past decade has featured a steady increase in afterschool programs, as more students take advantage of the opportunities and educational activities that these programs have to offer. This increase was highlighted in the recent edition of the America After 3pm study. The report also details the level of parent satisfaction with afterschool programs, barriers to participation, and disparities by income, race, ethnicity and community type.¹

National Participation in Afterschool Programs ²	
2014	10.2 million children (18%)
2009	8.4 million children (15%)
2004	6.5 million children (11%)



Overall participation in afterschool programs increased by nearly 60 percent over the past 10 years, with nearly four million more children in afterschool programs. This spike in participation includes high levels of parent satisfaction. In 2014, 89 percent of parents were satisfied with their afterschool program, a similar rate to the 89 percent documented in 2009 and the 91 percent in 2004.

More time spent in afterschool is associated with:



- + Better Work Habits
- + Gains in Self Efficacy
- + Improved Academic Performance
- + Improved Grade Point Average
- + Increased School Attendance

Unstructured time with peers during after school hours are associated with:

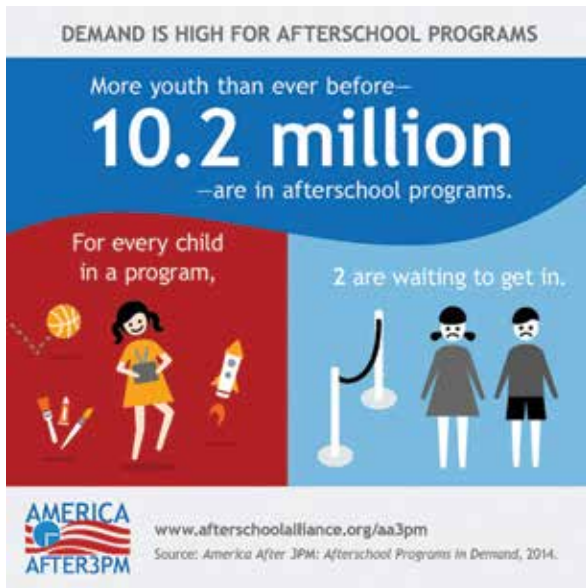


- Greater Misconduct
- More School Absences
- Lower Grade Point Average
- Reductions in work habits and self efficacy

Despite the sizeable gains in afterschool participation and program quality, the number of children unsupervised during afterschool hours remains high. In 2014, 11.3 million children were without supervision between the hours of 3 and 6 p.m. The total was down from 2009 and 2004 figures, but 1 in 5 children still do not have someone to care for them afterschool.³

Unsupervised During Afterschool Hours	
2014	11.3 million children
2009	15.1 million children
2004	14.3 million children

The unsupervised figures are accentuated by the unmet demand for afterschool programs, a figure that continues to rise throughout America. In 2004, the parents of 15.3 million children indicated that they would enroll their child in an afterschool program if one were available, but in 2014 that number increased to 19.4 million children. For every child in an afterschool program, approximately two more children would be enrolled if a program were available to them.



If the academic and youth development impact of afterschool programs were not alone compelling, the growing trends and needs of working parents make an additional case for afterschool programs as a critical workforce development issue. A recent Gallup study indicates adults working full time in United States are working an average of 47 hours per week. The seven hour expansion is almost a full workday longer than what the standard five-day, 40-hour work week use to entail. The expansion includes half of all full-time workers indicating that they typically work more than 40 hours, and nearly 40 percent working more than 50 hours.

The impact of the limited availability and accessibility of afterschool programs is felt most by working parents. When parents with a child in an afterschool program were asked if afterschool programs helped working parents keep their jobs, 83 percent of parents agreed, with 55 percent completely agreed, and only 3 percent of parents disagreed. These figures included 85 percent of these parents agreeing that afterschool programs give working parents a peace of mind about their children when they are at work. The expansion of the American work week coincides with the need for increasing the number of afterschool programs. These programs not only support positive youth behavior, they also give parents a peace of mind and support their sustained engagement in the workforce.

State of the State

America After 3PM revealed that 115,540 children (15%) in Louisiana participate in an afterschool program, and 91% of Louisiana's parents are satisfied with their child's afterschool program. Louisiana's satisfaction rate was two points above the national average and 79% of Louisiana parents agree that afterschool programs help reduce the likelihood of youth engaging in risky behaviors, such as committing a crime or using drugs. However, 147,333 of Louisiana's school-age children (19%) are alone and unsupervised during the afterschool hours.⁵

Nineteen percent (147,333) of Louisiana children were unsupervised afterschool in 2014 for an average of 5.7 hours per week.

The unsupervised percentage is underscored by the crime statistics displayed in *Crime in Louisiana 2012*. The publication is a product of the Louisiana Uniform Crime Reporting Program, a joint publication of the Louisiana Commission on Law Enforcement, the Administration of Criminal Justice, and the Louisiana Sheriff's Association. The report shows where Louisiana ranks compared to the rest of the nation. These rankings are based on crime rates, not complete numbers of actual crimes.⁶

Louisiana's National Crime Rankings

National Crime Index Totals					
2010 Rank	2010 Crime Rate per 100,000	2011 Rank	2011 Crime Rate per 100,000	2012 Rank	2012 Crime Rate per 100,000
4	4,002.1	3	4,238.5	4	4,037.5

Murder and Non-Negligent Manslaughter Totals					
2010 Rank	2010 Crime Rate per 100,000	2011 Rank	2011 Crime Rate per 100,000	2012 Rank	2012 Crime Rate per 100,000
1	11.0	1	11.1	1	10.8

Larceny and Theft Totals					
2010 Rank	2010 Crime Rate per 100,000	2011 Rank	2011 Crime Rate per 100,000	2012 Rank	2012 Crime Rate per 100,000
5	2,425.8	2	2,473.9	2	2,435.7

Even though these totals include all juvenile and adult crimes, a comparison of the 2009 and 2013 reports demonstrate significant increases in a variety of juvenile crime categories. These statistics are compared with the juvenile crime statistics presented Crime in Louisiana 2009.^{7,8}

Juvenile Crime in Louisiana

Under 18	Total All Classes ^a	Violent Crime ^b	Property Crime ^c	Rape ^f	Aggravated Assault
2010	16,582	1,438	4,336	34	1,167
2013	16,666	1,122	4,274	65	867

Under 18	Other Assaults ^d	Burglary	Motor Vehicle Theft	Arson	Weapons; Carrying
2010	3,159	855	145	31	233
2013	3,337	854	234	36	266

Under 18	Sex Offenses ^e	Drug Abuse Violations	Gambling	Drunkenness	Disorderly Conduct
2010	86	1,480	8	21	1,765
2013	129	1,603	47	35	2,168

- a. Does not include traffic arrests.
- b. Violent crimes are offenses of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault.
- c. Property crimes are offenses of burglary, larceny-theft, motor vehicle theft, and arson.
- d. The rape figures are an aggregate total of the data submitted using the revised and legacy Crime Report Definitions.
- e. Other assaults are unlawful physical attacks where neither the offender nor the victim displays a weapon.
- f. Sex offense figures in this table exclude forcible rape and prostitution.

Cost Benefit Analysis

Prior to 2010, local communities in Louisiana were able to leverage resources from the state by way of the Temporary Assistance for Needy Families (TANF) Afterschool for All (AFSA) programs. TANF AFSA provided grants to local providers to support implementation of afterschool programs across the state. Despite the successful gains in academic and behavioral outcomes for youth in afterschool programs, funding for Louisiana's afterschool programs is often neglected to fill budget shortfalls. Ironically,

afterschool programs offer cost effective solutions to many of the adolescent problems that plague the state's budget, including grade retention and juvenile detention costs. According to the Louisiana Center for Children's Rights, the state's juvenile prisons spend \$419 a day to hold a youth in secure custody. This is a staggering figure when compared to the daily afterschool cost of \$9 per participant – One week in juvenile detention costs more than one year in a quality afterschool program.

Another fiscal component involves a retention rate that continues to plague Louisiana's education system. Nearly 15% of students who enter Louisiana high schools drop out, with each student costing the state \$10,500 a year in grade retention. Yet quality afterschool programs address the root of these problems at a fraction of the cost - \$1,500 per year. According to John Hopkins University, students with the greatest risk for academic failure show significant gains in afterschool programs. These gains include increases in school attendance and reductions in behavior incidents and suspension, primary factors that contribute to the drop-out rate and grade retention costs. Their research further contends that two-thirds of the achievement gap between lower- and higher-income youth can be explained by unequal access to afterschool opportunities. The achievement gap also features a variety of other costs that encompass the strong return on investment for afterschool programs. These costs combine for a \$9 dollar return on every dollar invested in afterschool program.¹⁷

AFTERSCHOOL PROGRAMS SAVE TAX DOLLARS

Every **\$1** invested in afterschool programs saves **\$9** by

- ✓ Reducing crime and welfare costs
- ✓ Improving kids' performance at school
- ✓ Increasing kids' earning potential

AMERICA AFTER3PM

Learn more at www.afterschoolalliance.org/AA3PM

Brown, W.D., et al. (2002). The Costs and Benefits of After-School Programs: The Estimated Effects of the After-School Education and Safety Program Act of 2002. The Brookings Institute of Clemson University College.

The Louisiana Center for Afterschool Learning (LACAL) champions a quality-based framework as a cost-effective solution. The organization facilitates a statewide network that is focused on improving afterschool programs through quality standards and measurements tools. Both have been focal points of the Louisiana Program Quality Initiative (LAPQI), a collaboration between LACAL, the Dallas Afterschool Network and the Louisiana Department of Education.

In 2014, the LAPQI established a quality improvement system designed around the nation's best practices for afterschool. The quality framework is supported through coaching, training, curriculum and other resources. These resources include the LAPQI tool kit, which prescribes a series of benchmarks for each best practice. The LAPQI has infused Louisiana's afterschool community with high-quality resources, and the initiative is an essential part of the policy recommendations outlined in the following section.

What's Next for Louisiana

Today, the 21st CCLC is the only federal funding source dedicated solely to afterschool programs. The program currently provides \$1.15 billion in afterschool funding, but President Obama recently proposed a \$167 million cut.¹⁰ The budget cut will have a significant impact on Louisiana, since most of the state's afterschool funding was eliminated in 2010, with the dismantling of the Temporary Assistance for Needy Families (TANF) funding for afterschool programs. Based upon the state's limited funding, LACAL is implementing the following strategies to foster quality afterschool programs in Louisiana through community partnerships, creating more professional development opportunities, and cultivating broader support for the concept:

More Community Partnerships

Currently, 325,780 kids in Louisiana are eligible to participate in a 21st CCLC program, but just 22,316 students attend a 21st CCLC program. Participation is often hindered by the cost per child, as 21st CLCC programs struggle with the required cost of \$1,500 per participant. However, many of Louisiana's high quality programs offer a variety of academic enrichment that requires additional funding. LACAL is working with these quality based programs to leverage additional resources, which stimulates afterschool participation and academic achievement. Building municipal coalitions is an essential part of the strategy, with collaborations recently established in Alexandria, Baton Rouge, Monroe, and Shreveport.

Professional Development

The afterschool field is filled with people that have an intuitive sense for helping kids overcome their disadvantages. The field is also plagued by high staff retention rates, with programs having few resources to support development of these key staff members. LACAL is working with Louisiana Tech University to establish a professional credential system. The twelve credit credential includes four colleges course designed for those interested in working in afterschool programs with school-age children. The credential program will start in the fall of 2016 and open Louisiana's program directors' minds to the range of best practices for afterschool hours.

Broader Support for the Concept

Afterschool is more than a time to nurture the intellectual, physical, and social/emotional development of Louisiana's youth. A quality afterschool program is a cost-effective solution to the staggering costs of juvenile detention and grade retention. This cost-benefit analysis nurtured the development of a quality afterschool program in Pineville, Louisiana. In 2010, the city invested \$75,000 for starting an afterschool program at the Pineville Youth Center. The project was led by Mayor Clarence Fields. Today, the program has expanded well beyond initial investment and offers a variety of academic enrichment opportunities to 94 students from the Pineville area. Cost-benefit analysis is the focus of most mayors in Louisiana, and afterschool programs offer a variety of solutions that might peak their interest.

Issue #6:

Teacher Preparation and Effectiveness

Issue Overview

There is no question that teacher quality and effectiveness matters greatly and makes a difference, both in the academic life of a student and in the student's ability to succeed beyond high school. Teacher preparation programs and teacher evaluation policies across the country are designed for that purpose -- to ensure that every classroom has a teacher who is equipped and competent enough to teach.

In an editorial on "the problem of teacher education," Marilyn Cochran-Smith, a noted teacher education scholar and practitioner, suggests that over the last 50 years we have defined the problem in three different ways: as a training problem, a learning problem, and a policy problem.¹ The latter is the trend since the start of the 21st century, that being the emphasis on positive-effect "policy" as the solution to problems of teacher retention, teacher quality, and student achievement. Cochran-Smith postulates that folded into the current policy approach is the argument that subject matter, which can be assessed on a standardized teacher test, is what teachers need to know to teach well. Thus, the focus is on training and testing to ensure that all teachers have basic subject matter knowledge and the technical skills to raise student academic achievement.¹

Noted educational scholar and researcher Michael G. Fullan argues that to have effective teachers, systems must focus more on a strategy of building "professional capital" instead of the traditional "business capital" approach. According to Fullan, a business capital approach suggests that teaching can be driven by data and technology. In contrast, the professional capital approach builds on the expertise of teachers "individually and collectively" to make a difference in the learning and achievement of all students.²

Fullan goes on to delineate three kinds of professional capital: human capital (the talent of individuals), social capital (the collaborative power of the group; and decisional capital (the wisdom and expertise to make sound judgments about learners). Human capital development is the work of education

preparation programs and district efforts to attract and prepare individuals to become teachers. According to Fullan, the most effective strategy is the social capital strategy, in which opportunities are developed for teachers to respond to the needs of individual students "as a team," and conditions are created "where teachers can be effective day after day, together."²

In December 2012, the Council of Chief State School Officers issued a report on teacher preparation that urges states and school districts to commit to ten action steps to ensure an education workforce that is ready to teach and learn.³

Licensure

1. Revise and enforce their licensure standards for teachers and principals to support the teaching of more demanding content aligned to college- and career-readiness and critical thinking skills to a diverse range of students.
2. Work together to influence the development of innovative licensure performance assessments that are aligned to the revised licensure standards and include multiple measures of educators' ability to perform, including the potential to impact student achievement and growth.
3. Create multi-tiered licensure systems aligned to a coherent developmental continuum that reflects new performance expectations for educators and their implementation in the learning environment and to assessments that are linked to evidence of student achievement and growth.
4. Reform current state licensure systems so they are more efficient, have true reciprocity across states, and so that their credentialing structures support effective teaching and leading toward student college- and career-readiness.

Program Approval

5. Hold preparation programs accountable by exercising the state's authority to determine which programs should operate and recommend candidates for licensure in the state, including establishing a clear and fair performance



rating system to guide continuous improvement. Act to close programs that continually receive the lowest rating and provide incentives for programs whose ratings indicate exemplary performance.

6. Adopt and implement rigorous program approval standards to assure that educator preparation programs recruit candidates based on supply and demand data, have highly selective admissions and exit criteria including mastery of content, provide high quality clinical practice throughout a candidate's preparation that includes experiences consistent with the responsibilities of a school year, and that produce quality candidates capable of positively impacting student achievement.
7. Require alignment of preparation content standards to PK-12 student standards for all licensure areas.
8. Provide feedback, data, support, and resources to preparation programs to assist them with continuous improvement and to act on any program approval or national accreditation recommendations.

Data Collection, Analysis, and Reporting

9. Develop and support state-level governance structures to guide confidential and secure data collection, analysis, and reporting of PK-20 data and how it informs educator preparation programs, hiring practices, and professional learning. Using stakeholder input, address and take appropriate action, individually and collectively, on the need for unique educator identifiers, links to non-traditional preparation providers, and the sharing of candidate data among organizations and across states.
10. Use data collection, analysis, and reporting of multiple measures for continuous improvement and accountability of preparation programs.



State of the State

Louisiana's teacher preparation program is handled by two state agencies: the Board of Elementary and Secondary Education (BESE) and the Board of Regents (BoR). BESE is responsible for determining what it takes to get a teacher certificate. Thus, it regulates any teacher program that results in eligibility to teach. BESE's teacher preparation policies are promulgated in Bulletin 996: Standards for Approval of Teacher and/or Educational Leader Preparation Programs. The Board of Regents is responsible for regulating public institutions that prepare teachers and ensures that these programs carry out BESE policy.

Louisiana has not been afraid to embrace efforts to create more rigorous teacher preparation programs that produce effective new teachers whose students demonstrate growth in student learning.

Louisiana's reform efforts started in 1999-2000 and were spearheaded by the BoR, BESE, and Louisiana Department of Education (LDOE), who formed a State commission that recommended State policy changes that resulted in the adoption of more rigorous teacher certification policies from 2001-2010, the redesign of all teacher preparation programs through partnerships with school districts, and the termination of all pre-redesign programs. Three new alternate pathways for individuals who possessed non-education baccalaureate degrees were also created. All new programs were required to align their curriculum with State teacher standards/competencies and K-12 student content standards for students. All public and private universities were also required to possess national program accreditation (e.g., NCATE/TEAC/CAEP) or lose State approval of their programs. All programs have since realigned their programs to new State college- and career-ready standards for K-12 students and new State Compass teacher evaluation competencies. Discussions are now occurring to identify ways to better connect content, theory, pedagogy, and practice within high quality clinical experiences to help new teachers feel confident when assuming full responsibility for their own classrooms at the beginning of a school year.⁴

To ensure that the public was provided accurate data about the quality of the redesigned teacher preparation programs, a Teacher Preparation Accountability System was implemented from 2002-2005, and a Teacher Preparation Value-Added Assessment Model was piloted and then implemented from 2003-2011 to examine growth of learning of children being taught by completers

of individual teacher preparation programs. Programs that were performing below or significantly below other teacher preparation programs entered into Programmatic Intervention until 2011 and had to demonstrate improvement or risk losing approval of their teacher preparation programs. Documents pertaining to the reforms and accountability systems can be found at the following URL: <http://www.regents.la.gov/page/teacher-education-initiatives>.⁵

In 2011, teacher preparation programs adopted the same value-added assessment model that was being used by the LDOE for the State Compass evaluation of *all* teachers in the state. Teacher Preparation Data Dashboards were voluntarily made available to the public during 2014 and 2016 by all public universities, all private universities, and three private providers to provide the public with access to specific data about the quality of the teacher preparation programs. The data dashboards and fact books are available at the following URL: <http://www.regents.la.gov/page/teacher-preparation-data-dashboards-fact-book>.

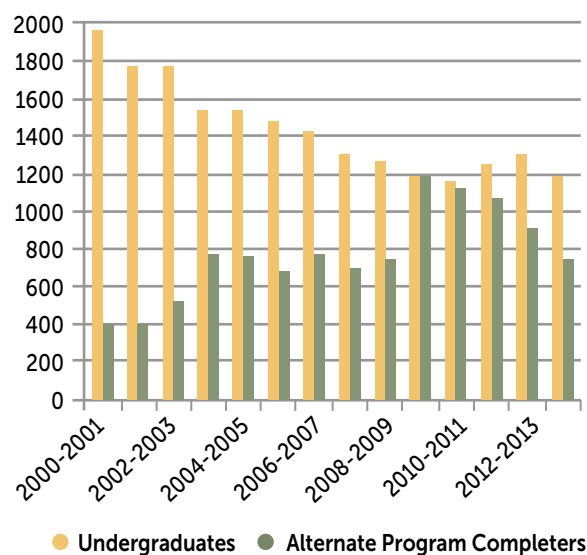
Examples of evidence on the 2014 and 2016 data dashboards that indicate that the reforms have resulted in positive impact include the following:⁶

- **Median Entrance and Exit GPAs of Completers.** The median GPA of all candidates entering and completing undergraduate and alternate teacher preparation programs are 3.0 or higher.
- **Licensure Passage Rates.** 100% of completers of undergraduate and alternate teacher preparation programs now pass all licensure assessments and meet all certification requirements at the point of completion of their programs.
- **Compass Teacher Evaluation Scores of New Teachers.** 84% of the undergraduate completers and 86% of the alternate completers scored at the two highest levels (i.e., Effective Proficient; Highly Effective) for the Compass Final Evaluation scores when used for the first time to examine the teaching performance of 2012-13 program completers. New data became available during July 2016 for 2013-14 program completers who taught during 2014-15.

Teacher Preparation Completers from 2000-01 to 2013-14⁷

As more rigorous undergraduate programs have been implemented, a decrease has been observed in the number of university-based candidates completing undergraduate

teacher preparation programs and an increase has occurred in candidates completing non-education baccalaureate degrees and entering the teaching profession through university-based alternate pathways.



Although districts indicate that their first choice is to hire graduates of university-based undergraduate teacher preparation programs, over 700 fewer undergraduates were available to be hired by districts for 2014 when compared to 2000-2001. Many of the universities now offer some or all of their secondary education certifications as a content major in the college of arts/sciences/humanities with a concentration in secondary education. Graduates now have additional job opportunities when they graduate beyond teaching secondary education since their major is a content major. Thus, districts have had to turn to alternate programs to have a sufficient number of teachers each year to address teacher shortages.⁸

In 2013-2014, 1,202 candidates completed undergraduate programs and 1,323 completed alternate programs (e.g., 745 university-based alternate programs; 578 private provider alternate programs) for a total of 2,525 completers. As noted in the following table, many of the candidates completed their programs certified to teach in more than one area (e.g., elementary education plus special education). In that districts usually hire alternate candidates to teach subject areas where the districts cannot find a sufficient number of certified undergraduate completers, the following chart demonstrates that alternate teachers were needed in all areas of certification and not just areas that are viewed as teacher shortage areas.⁹

Number of 2013-14 Undergraduate and Alternate Completers by Grade Spans and Subject Areas

Grade Spans and Subject Areas for Certification		Number of Undergraduate Completers for Areas of Certification (2013-14)		Number of Alternate Completers for Areas of Certification (2013-14)		Total Number of Completers for Areas of Certification (2013-14)
Early Childhood (Grades PK-3)		210		134		344
Elementary Education (Grades 1-5)		469		438		907
Middle School (Grades 4-8)		81		130		211
Secondary Education (Grades 6-12)	Math	53	282	105	528	810
	Science	44		117		
	Other Subject Areas	185		306		
Multiple Levels (Grades K-12) (i.e., Art, Music, Dance, Health & Physical Education)		183		57		240
Special Education		55		165		220
Totals		1280		1452		2732

What's Next for Louisiana

A recent teacher preparation program analysis by the National Council on Teacher Quality (NCTQ) ranked two Louisiana teacher preparation programs in the top 10 of 788 programs nationally: Northwestern State University's elementary teacher program (ranked 4th), and Louisiana State University's elementary teacher program (ranked 6th). The NCTQ also rated Louisiana as a "B" overall, in large part due to the strength of the teach preparation policy on identifying and retaining effective teachers.¹⁰

In spite of these positive ratings and steady improvements in cohort graduation rates, ACT scores, Advanced Placement assessments and End-of-Course test results, Louisiana remains at the bottom nationally in student achievement results in reading and math.

Louisiana National Assessment of Education Progress (NAEP) Ranking Among 50 States and District of Columbia¹⁰

Subject	National Ranking 2011	National Ranking 2013	National Ranking 2015
Grade 4 Reading	47th	47th	43rd
Grade 4 Math	49th	49th	45th
Grade 8 Reading	49th	48th	48th
Grade 8 Math	47th	48th	49th

Clearly, challenges remain in effectively addressing all factors that impact student achievement, including the quality of classroom teaching. Recent reforms implementing more rigorous K-12 standards and a unified system of early childhood education, along with increasing focus on STEM and college and career readiness, are bringing new and greater challenges to the state's teacher preparation programs.

To better understand how teacher preparation is aligned with school and district needs, and to determine how preparation should change in the coming years, the Louisiana Department of Education surveyed new teachers, the programs that prepare them, and the schools and districts that hire them. In September 2014, the Louisiana Department of Education conducted the survey and focus groups with over 6,000 teachers, school leaders, and partner preparation programs. These were the key findings,¹¹

- School system leaders report challenges finding enough teachers to meet demand in all subjects and grade levels.
- Preparation program faculty report challenges finding enough classrooms for student teachers.
- New teachers do not consistently feel prepared for the realities of a classroom in their first year of teachers.

In response, school system and preparation partners joined the “Believe and Prepare” program, in which they are piloting new approaches to teacher preparation to ensure that aspiring teachers are equipped to teach all students. The state has awarded \$4.89 million to three cohorts. Cohort 3, the largest of the cohorts, was recently announced with the Department awarding \$2.85 million to 41 school systems and charter schools. The first cohort consisted of five school districts, two charter school organizations, and five preparation programs.

Policy Shift in Teacher Preparation Design, Licensure, and Accountability

In response to changes in student and teacher expectations, and to the results of new practices being piloted in the Believe and Prepare initiative, the Louisiana Department of Education has developed a new teacher preparation policy framework. Though still in the discussion phase, the policy changes will be considered by BESE in the fall of 2016 and spring of 2017. Key elements of the proposed policy changes are:¹²

- Updates to preparation program experience policies that ensure aspiring teachers are equipped for success in Louisiana classrooms, including competency-based program designs and a yearlong residency for all teacher candidates.
 - ◆ Programs must be competency-based around candidates’ mastery of essential knowledge and skills. Policy would shift away from discrete course requirements and isolated practice experiences.
 - ◆ Preparation programs include, at minimum, a yearlong residency for all teacher candidates to provide ample opportunity for competencies to be mastered.
- Formation of a workgroup to study updates to teacher licensure policies to ensure licensure is based on demonstrated ability to teach all students.
 - ◆ Required assessments measuring content knowledge needed for effective teaching in core subject areas such as English Language Arts and mathematics.
 - ◆ Required assessment of pedagogy measures teaching skill through observations of teaching practice and measures of impact on student learning.

- Updates to preparation program approval policies that establish consistent, high standards for all providers’ program approval eligibility, including:

- ◆ On-site reviews of preparation programs that take into account the quality of preparation experiences, licensure decisions, and district partnerships.
- ◆ A multi-measure accountability system to include on-site review ratings, production in high-need certification areas, graduates’ impact on student learning, and recruitment.

Action Steps for Louisiana

- More data are needed to know whether the candidates completing teacher preparation programs are obtaining a Professional license to teach in Louisiana and obtaining teaching positions in public schools in Louisiana after graduation. If they don’t obtain a Professional license after completing their programs, workforce needs will not be met.
- Since PreK-12 schools are indicating a desire to hire more undergraduate teacher candidates than the numbers being produced, incentives are needed to attract high school or college students to enter teacher preparation programs and return to their local communities to teach upon completion of their programs.
- Efforts are needed at the local level to retain highly effective new teachers who begin teaching in local school districts. Increasing the number of candidates entering programs will not address local hiring needs if efforts are not also being made to create positive working environments where effective new teachers are valued and supported.
- Louisiana might also benefit from an outside, independent study of its teacher preparation policies and programs and their relationship to teacher effectiveness in the classroom to determine what will work or is working and what needs to be changed.

Issue #7: The State of Choice

Issue Overview

As public education faces its most significant changes in demography in recent history - in 2013 public schools shifted to a new majority of children of color and for the first time in recent history, the majority of the nation's public school students are low-income - strategies for education reform are taking on increased attention. School choice has grown as a school reform strategy targeting low-income and minority students and families. In fact, in 2016 State of the State speeches delivered by the nation's Governors, ranked *choice* among the top seven issues included among their education priorities.¹

Choice as Governors' priority in State of the State Addresses (2016)²

Massachusetts Gov. Charlie Baker	Requested an expansion of charter school enrollment by lifting the cap on new charter schools to accommodate close to 37,000 students on waiting lists.
Mississippi Gov. Phil Bryant	Proposed allowing parents to use their tax dollars to send their children to a school of their choosing and removing some charter school attendance barriers to allow more students to attend charter schools.
New Jersey Gov. Chris Christie	Called on the state to prioritize greater freedom and flexibility for charter schools by: 1) exploring ways to create greater flexibility in teacher certification, 2) exploring ways to make it easier for charter schools to find facilities and 3) pursuing regulatory reforms to encourage development of more charter schools to serve at-risk youth, including students with autism or developmental delays.
Oklahoma Gov. Mary Fallin	Promoted legislation creating an education savings account program for the state that will allow students to personalize learning while protecting state education finances.
Rhode Island Gov. Gina Raymond	Proposed leveling the playing field between district schools and charters by revising the funding formula.

For purposes of this document, we are giving specific consideration to **school voucher-type programs** (including opportunity scholarships and tax credits) and **charter schools**. However, we are defining school choice as the range of **publicly funded options** that are provided to children and families that would grant them school options outside of their traditional neighborhood attendance zones. The primary initiatives that fall into this broad category are:

The Various Forms of School Choice

1. Charter schools

– publicly funded schools, independently operated by either a nonprofit or for-profit board of directors and are granted increased autonomy over school operations, calendar, hiring, curriculum, etc. in exchange for increased accountability. If the school fails to meet the terms of its charter agreement, then the school can be forced to close.

2. Vouchers aka Opportunity Scholarships

(including tax credits, education accounts) – public dollars made available to sub-groups of students and/or their parents to support sending a child to private schools.

3. Open-enrollment schools/zones

– public schools which allow attendance from an expanded geographic areas. These schools typically do not have admissions criteria and attendance zones. Open enrollment schools may expand to include an entire city or may even cross traditional district boundaries allowing students to attend from any, whether within a region or state.

4. Magnet Schools

– public schools with special themes are termed magnet, because they are intended to attract students from diverse racial and social-economic backgrounds into public schools. Magnet schools typically have some form of selective admissions criteria and such schools are usually diverse in their student enrollment.

In the 27 years since the first state created a modern voucher program (1989 – Wisconsin), and the 25 years since passage of the nation’s first charter school legislation in Minnesota (1991), there has been significant growth in both models. Today, nearly 3 million students attend public charter schools. Yet, the research on both models is mixed. Voucher/scholarship programs have come under considerable scrutiny in several states because of lack of clear accountability, questions in the quality of the schools participating in the program, and limited impact on student achievement.

The debate on school choice has several significant themes. **Charters** were initially viewed as incubators of innovation. In exchange for increased autonomy, charter schools would be given the freedom to explore creative approaches to learning with an aim of not only improving student achievement but also serving as models of best practices that could be shared with other traditional public schools. Moreover, the promise of charter growth and the availability of public school choice promised to break the monopoly of failure – because charters would be held accountable for results or be forced to close. This market-based approach would allow parents to vote with their feet leaving behind failure for more effective educational programs.

Opportunity scholarships offer a different, albeit, similar approach. Low income families (primarily) are afforded the option to choose a private school and vote with their feet in a manner available to their more affluent counterparts. Voucher programs argued that this market-based approach would help level the academic playing field.

With a quarter of century worth’s of implementation, each of these two types of school choice has a track record on which we can measure the extent to which they have – or – have not realized their ambitious aims. Even as policymakers and Governors are adding these strategies to their portfolio of education investment, the research on both methods is mixed. What we are learning is that it is not simply the provision of choice that improves student achievement but the quality of the school choices. Accordingly, the choice debate is growing more nuanced in its examination of how to build the most effective models and thus begging a deeper examination of how we approach these as policy solutions.



The Big Questions are:

1. Does choice (charter schools and opportunity scholarships) work in significantly improving student achievement? Specifically are these strategies effective in eradicating achievement gaps experienced between poor students, students of color and their more affluent and white counterparts?
2. As states like Louisiana grapple with a tightened budget, can/should they continue investing in scholarship programs that direct students and resources away from public schools?
3. As choice enters into its 25th and 27th years, respectively, do we know enough about the more effective elements of these strategies that policymakers should invest in tighter accountability and increased teacher certification requirements to assure the likelihood of success?

State of the State

Choice in Louisiana

Louisiana is 21 years into its journey with charter schools and nearly eight years into the implementation of opportunity scholarships. The state made its foray into charter schools in 1995, as a pilot project. In 1997, state law expanded access to every parish. By 2005, Louisiana had 17 charter schools across the state.³ Today Louisiana has 142 charter schools in 21 parishes comprising nearly **11 percent** of the state’s public schools.⁴

Parish	Number of Charter Schools
Avoyelles	2
Caddo	3
Calcasieu	3
Concordia	1
East Baton Rouge	25
East Feliciana	1
Iberville	1
Jefferson	8
Lafayette	3
Lafourche	3
Madison	1
Morehouse	1
Orleans	79
Ouachita	3
Plaquemines	1
Richland	1
St. Landry	1
St. Mary	1
Tangipahoa	1
Union	1
Washington	1

The exponential growth of charter schools in Louisiana has largely been driven by the expansion of charter schools in New Orleans and the use of charter schools as a primary strategy of the state's Recovery School District in driving school turnaround. In 2005, the legislature turned over the majority of the public schools in New Orleans to the



RSD. Over the next 10 years, the state takeover entity has employed charter schools as its primary strategy for turning around schools. While there is significant controversy in the New Orleans community about the efficacy of this strategy, overall student performance on state assessments has continued in a positive trajectory. Moreover, the Louisiana Recovery School District has become a model in education reform circles for its approach to governance by organizations like the education think-tank – Center for Reinventing Public Education. Policymakers have also aimed to replicate the model, including most recently Georgia's Governor Deal garnering support from state legislators to pass a RSD-like model called the Opportunity District.

The role of the Recovery School District in creating charter schools as a central strategy in the state's efforts to turnaround schools is best illustrated in how charters are distributed across the state. Currently, the majority of the state's charter schools are concentrated in New Orleans (79 schools or 55 percent) and East Baton Rouge (25 schools or 17.6 percent) and are largely the result of RSD intervention; the remaining 27 percent are distributed across the state.

With charter schools in their 21st year in Louisiana, significant questions are emerging about the nature, growth and type of charters in our state. Louisiana has seven different types of charters.

Types Of Charter Schools In Louisiana

TYPE 1	Charter with local school board (new start-up)
TYPE 1B	Charter with local authorizer (new start-up)
TYPE 2	Charter with BESE (new start-up or conversion)
TYPE 3	Charter with local school board (conversion)
TYPE 3B	Former Type 5 charter transferred from RSD back to local school system
TYPE 4	School board charter with BESE (new start-up or conversion)
TYPE 5	Charter with BESE (pre-existing public school under the jurisdiction of the RSD)

Charter schools in Louisiana were created as an effort to explore new and innovative strategies of teaching and to

increase student achievement among “at-risk” students. Several significant questions abound on whether charter schools in Louisiana have achieved their aim. What have we learned in Louisiana and how have or should our learnings shape our approach to chartering schools in the future? Arguably, we are well beyond those early years and our lessons move us well beyond a demonstration project. The letter of the law should reflect our lessons learned and shape the process of how we authorize, support and close charter schools.

Louisiana Charter School Law – Intent and Purpose

A. It is the intention of the legislature in enacting this Chapter to authorize experimentation by city and parish school boards by authorizing the creation of innovative kinds of independent public schools for pupils. Further, it is the intention of the legislature to provide a framework for such experimentation by the creation of such schools, a means for all persons with valid ideas and motivation to participate in the experiment, and a mechanism by which experiment results can be analyzed, the positive results repeated or replicated, if appropriate, and the negative results identified and eliminated. Finally, it is the intention of the legislature that the best interests of at-risk pupils shall be the overriding consideration in implementing the provisions of this Chapter.

Scholarships

The state’s journey with opportunity scholarships is much more recent. Louisiana piloted its first opportunity scholarship program in 2008 and the program focused only on serving families in Orleans Parish. The program is formally known as the *Student Scholarships for Education Excellence Program (SSEEP)* and was expanded statewide via Act 2 in 2012. Over the past six years, the program has experienced a steady increase in participants from an original pool of 628 participants in the 2008 – 2009 school year to its peak enrollment in 2014 – 2015 of 7,362 students. In order to participate in the program, there are two criteria to determine eligibility: 1) income eligibility - families must be at 250 percent of the federal poverty levels (\$59, 625 for a family of four) and 2) School type- either a child has to be entering kindergarten or attending a C, D or F school or a school in the Recovery School District. Likewise, participating schools must also meet certain eligibility

requirements including garnering approval by the state and serving a cohort of at least 50 participants.

The SSEEP has grown in its annual state appropriation from the time of the program’s inception as a pilot with \$10 million in state funds allocated to the program to a significant increase of \$40 million when the program grew to a statewide offering. In the 2015 – 2016 program year, 7,110 students participated in the program. Nearly 13 percent of program participants were kindergartners and more than a third of students transferred into the program from C-graded schools.

2015 -2016 Grade Distribution of Scholarship Participants

Grade	Total Enrolled
01	1094
02	1077
03	947
04	660
05	540
06	488
07	417
08	297
09	286
10	212
11	127
12	66
Kindergarten	902
Grand Total	7113

Source: Louisiana Department of Education

Scholarship Students* - Prior School Year Letter Grade		
Letter Grade	2015-16 School Year	2014-15 School Year
C	189 (32%)	229 (37%)
D	306 (52%)	272 (44%)
F	62 (11%)	98 (16%)
T or No Letter Grade	32 (5%)	27 (<5%)

Source: Louisiana Department of Education

*Does not include kindergarten students; only includes students new to the program this year who transferred from public schools.



- For the 2015-16 school year: 221 (37.5%) of new Scholarship recipients (non-K) would not have been eligible if the program's prior school eligibility was limited to D and F.
- For the 2014-15 school year: 256 (40.9%) of new Scholarship recipients would not have been eligible if the program's prior school eligibility was limited to D and F.

What's Next in Louisiana

With the installation of Governor John Bel Edwards, choice was among the major recommendations addressed by his K-12 Education transition team. The group gave significant consideration to ensuring local sovereignty in the effort to expand charter schools and called for tighter and more consistent accountability for the state's opportunity scholarship program.

Recommendations from K-12 Education Transition Team

- Local school-choice options should fall within the purview of local community governance.
- Eligibility of publicly funded charter schools should be granted to entities that adhere to serving all students, especially at-risk students as defined by law. Monitoring should be enforced.
- Voucher recipient schools should not be allowed to accept kindergarten students if students are zoned for an A-, B- or C-rated school. Voucher recipient schools should serve all students.
- Multiple measures of accountability should apply to all publicly funded education programs without variance.
- The same measures of accountability should be applied uniformly to voucher recipient schools and all charter schools without variance.
- Public-choice options should be offered in a manner that does not diminish the ability of any option for educational programming, especially in regard to finances.
- Locally approved funding for education programming should not be rerouted outside the parameters of the original local voter approval.

These recommendations serve as a bellwether marker of the critical issues facing charter schools and voucher programs in 2016. Specifically, lawmakers are concerned about how the state's current fiscal crisis, which has already reduced the voucher program by \$1.9 million for the 2016-17 fiscal year, will impact K-12 and the extent to which the voucher program can continue. In fact, several pieces of legislation were introduced calling for modifications to the state's voucher program – specifically curbing Kindergarten enrollment and limiting access to the program only to children who attend a failing school. Some lawmakers point to the original purpose of the law, an effort to redirect families from failing schools, in making the case that entry at Kindergarten or the allowance of transfers from C and above-graded schools are outside of the laws intent. As such, they suggest that these changes will not only honor the original purpose of the law but also achieve greater efficiency in use of state dollars.

Evaluation results on the program released by the Education Research Alliance in February 2016, indicated no significant positive impact on student achievement in English Language Arts or Mathematics, and are also likely to fuel discussions on decreasing or limiting the state's investment in the program. These data suggest that making these initial changes are merited until the program is able to achieve increased impact on student achievement especially for the most vulnerable and at-risk populations.

In 2016, as a result of SB 432, the Type 5 charter schools based in New Orleans will begin the journey toward return to local governance marking their transition from Type 5's to Type 3Bs. This transition and the passage of SB 432 marks the realization of another of the major recommendations of the K-12 Education Transition team – Protecting local control and ensuring that charter schools remain under local governance. However, this transition may also mark a shift in the state's approach to the expansion and growth of charter schools.

- As the state's Recovery School District has been the primary conduit and catalyst for the growth of charter

schools in the last 10 years, what is the future of charter school growth in Louisiana?

- Will the RSD continue to play a major and active role in directly taking over failing schools and converting them to charter schools or will it leverage the strategy of working in concert with local leaders via Memorandum of Agreements to design locally-driven approaches for school turnaround (which may or may not be chartering a failing school)?

Significant lessons have been learned in the past 21 years since the inception of the state's charter school law. As such, these lessons must be formally captured and inform the structure and process of Louisiana's charter school law. Louisiana has exercised significant leadership in the realm of chartering schools. It has been hailed as a robust authorizer and has demonstrated the willingness to revoke or close unsuccessful charter schools. These formal lessons should be captured in the law and evolve the language of the law from a demonstration project to a law that delineates guidelines for chartering that are in alignment with the state's current realities and lessons learned.

Considerations for Choice in Louisiana:

1. Given the fiscal situation facing the state, maximize the program's efficiency by limiting access to students coming from failing schools and exclude entry at Kindergarten.
2. Continue to evaluate the program to determine if it has an impact on student achievement and use these results to inform any future investment in the program.
3. A statewide commission should formally study and document the state's work with charter schools. The findings of this study and evaluation should be used to retool the language of the law in alignment with the state's current realities.
4. Eliminate the language of "demonstration project" in the state charter law. With 21 years of experience, the work of the state should consider and reflect the program's success and shortcomings and be revised accordingly.

Issue #8: School Discipline

Issue Overview

The issue of school discipline has taken on unprecedented national attention as a broader discussion about the linkage between school discipline policies and the nation's burgeoning incarceration rates has been clearly established – the school-to-prison pipeline. When students are suspended or expelled for subjective, non-violent violations, they are three times more likely to experience the juvenile justice system the following year, according to U.S. Department of Education Guiding Principles, 2014. "U.S. public school children lost nearly 18 million days of instruction in just one school year because of exclusionary discipline," suspension or expulsion. (Losen et al., 2015). The data further suggests that disproportionate discipline experienced by students of color, transgender or homosexual students or students with disabilities point to serious concerns about the civil rights of these populations. These groups not only experience disproportionate use of discipline but they also tend to be disciplined for more subjective reasons, dispelling the notion that these groups are somehow more disruptive than their counterparts.

Several national coalitions of social justice advocates, including Dignity in Schools and Alliance for Education Justice, comprised of young people, parents and social justice organizations have spent years working to draw attention to the problem of school push-out, the challenges facing school climate and the disparate impact of such policies on students of color and children with disabilities. The merits of the issues raised by these coalitions were further documented and amplified when the U.S. Justice Department and the U.S. Department of Education's Office of Civil Rights issued a "Dear Colleague" letter followed by national guidance in January 2014.

This move was unprecedented action with an aim of eliminating zero tolerance policies.

The guidance came after significant analysis of national data on exclusionary discipline policies and trends indicating disparate impact among certain populations. The Civil Rights Data Collection (CRDC)

report reveals several areas of significant disparate impact. A few examples include:

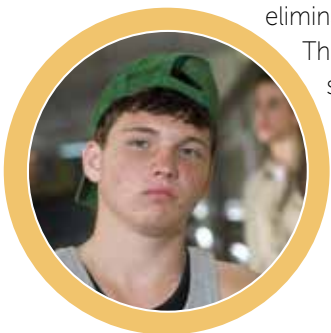
- LGBT students are three times more likely to be more severely disciplined than heterosexual students.
- African American males in secondary schools are three times more likely to be suspended or expelled than white males.
- African American females in secondary schools are suspended at rates 45 times higher than white females.

School discipline has moved to the forefront of discussions on school climate as educators, advocates, parents and young people alike are being called to explore new strategies to ensure schools are safe places for all to learn and thrive. The CRDC report delineates that this is an issue with implications for all areas of K-12 delivery directly impacting student drop-out rates, student achievement, and interaction with the juvenile justice system.

"Studies have suggested a correlation between exclusionary discipline policies and practices and an array of serious educational, economic, and social problems, including school avoidance and diminished educational engagement; decreased academic achievement; increased behavior problems; increased likelihood of dropping out; substance abuse; and involvement with juvenile justice systems.¹"

Over the past several years, more inclusionary strategies are being held up as effective alternatives to suspension and expulsion. Chief among them is the use of restorative approaches. This methodology to school climate is anchored in the value of all relationships and aims to address problems in the school building through a relational approach. The University of Maine defines and differentiates restorative approaches from restorative practices as follows:

- **The Restorative Approach** is a philosophy or guiding principle (not a program or specific activity) that sees *relationships* as central to learning, growth and a healthy school climate for students and adults.





- **Restorative Practices** enable us to integrate and *normalize* this approach within a school culture. Restorative practices focus on building, maintaining and, when necessary, repairing relationships among all members of a school community.

The Department of Education and other national organizations have continued to lift up toolkits, resource guides and multi-media tools to support school leaders, educators and parents in improving school climate while also working to reduce the use of exclusionary policies.² The growing diversity of public education students coupled with persistent gaps between demographic groups on most academic indicators make the issue of school climate a priority in the nation's efforts to improve educational outcomes for all children.

State of the State

In our state, the issue of school discipline and its linkage to young people's interaction with the juvenile justice system, a.k.a. the school-to-prison pipeline, has drawn significant attention over the past six years by various coalitions of education, juvenile justice and social justice advocates. Leading voices on this issue have included Families and Friends of Louisiana's Incarcerated Children, Juvenile Justice Project of Louisiana, Southern Poverty Law Center, Louisiana Center for Children's Rights, Equity in All Places, and a range of other nonprofit partners. Most recently, broad statewide coalitions of many of these organizations and others have continued to advance policy proposals to reform the state's high rates of exclusionary discipline – out-of-school suspensions and expulsions.

Their efforts are targeted at Louisiana's higher proportion of all students who experience exclusionary discipline. In fact, among male students across all race/ethnic groups,

Louisiana exceeds the national average across the seven racial/ethnic categories. The one ethnic group that does not exceed the national average is African American males. However, black males experience out-of-school suspensions at the highest rate among other ethnic groups in the state, with 18 percent (nearly one in five black males are likely to be suspended). This rate is nearly double the rate of white male students.

The state fares somewhat better among female populations when compared to the national average. Only two racial/ethnic groups have higher rates than the national average – white female students and American Indian students. However, there are significant disparities between black and white female students. African American females (11 percent) are three times as likely to receive an out-of-school suspension compared to their white female (3 percent) counterparts.

Out-Of-School Suspensions Among Males (By Race/Ethnicity) Non-Disability 2011 – 2012*

Locale	Amer. Indian/ Alaska Native	Asian	Native Hawaiian/ Other Pacific Islander	Black/ African Amer.	Hispanic	Two or more races	White
U.S.	13%	3%	7%	20%	9%	11%	6%
LA (male)	16%	5%	11%	18%	10%	15%	9%

Civil Rights Data Collection: Data Snapshot (School Discipline) March 21, 2014.

Out-Of-School Suspensions Among Females (By Race/Ethnicity) Non-Disability 2011 – 2012*

Locale	Amer. Indian/ Alaska Native	Asian	Native Hawaiian/ Other Pacific Islander	Black/ African Amer.	Hispanic	Two or more races	White
U.S.	7%	1%	3%	12%	4%	5%	2%
LA (female)	8%	1%	1%	11%	4%	5%	3%

*Civil Rights Data Collection: Data Snapshot (School Discipline) March 21, 2014.

In general, Louisiana students are more likely than their national counterparts to receive an out of school suspension. However, disabled students are twice as

likely as their non-disabled to receive an out-of-school suspension (19 percent).

Out-Of-School Suspensions By Disability Status 2011 – 2012*

State	What percent of students without disabilities (Non-IDEA) were suspended out of schools?	What percent of students with disabilities (IDEA) were suspended out of school?
United States	6%	13%
Louisiana	9%	19%

While national data provide for some comparability, Louisiana's own data highlight higher rates of suspension and expulsion and disproportionate rates among certain subgroups. Louisiana maintains the fourth highest suspension rate among students in grades K – 5. Moreover, the middle grades show burgeoning rates of out of school suspensions. Between 12 and 15 percent of 6th – 8th graders experience the more exclusionary discipline approach.

As these are critical years, the data beg the question on how might distinct strategies and approaches be taken to address the adolescent population. Likewise, among the high school (grades 9 – 12) population, ninth graders show the highest rate of out-of-school suspension with nearly 15 percent (14.9 percent or 1 of 6) are suspended during this critical transition grade. These data suggest additional exploration is required to determine the relationship between these exclusionary practices during this critical developmental year.

Louisiana's data reveal other areas of concern. The Times Picayune analysis of the report pointed out that "Black children made up 44 percent of the public student body but received 63 percent of in-school suspensions, 67 percent of out-of-school suspensions, and 68 percent of expulsions." The state's continued challenge of accelerating academic achievement, coupled with what the research indicates about the negative correlation between exclusionary discipline policies and student achievement, point to the serious nature of this problem and the critical need for action to support school leaders, educators and students in improving school climate.

School Year 2012 – 2013 LA School Suspension Data by Grade and Type

Grade	In-School Suspension	Out-of-School Suspension	In-School Expulsion	Out-of-School Expulsion	In-School Suspension Rate	Out-of-School Suspension Rate
PreK	54	159	<10	<10	<5%	<5%
K	805	1,040	11	<10	<5%	<5%
1	1,469	1,663	24	<10	<5%	<5%
2	2,010	2,042	29	<10	<5%	<5%
3	2,596	2,667	67	<10	<5%	<5%
4	3,950	4,015	144	<10	6.7%	6.9%
5	3,969	4,013	167	12	7.6%	7.7%
6	7,832	6,833	402	25	14.2%	12.4%
7	9,243	7,908	724	45	16.8%	14.4%
8	9,769	8,722	871	47	17.1%	15.2%
9	11,139	8,704	911	160	19.1%	14.9%
10	8,393	5,995	557	84	16.6%	11.8%
11	6,303	4,243	286	45	14.5%	9.8%
12	4,903	3,197	199	23	11.4%	7.4%

What's Next for Louisiana?

There have been numerous legislative efforts in recent years to streamline and bring greater uniformity to discipline policies in Louisiana's public schools. In 2011 State Representative Sharon Broome championed legislation to examine school discipline trends, in order that any policy-driven efforts to reform school discipline in the state would be data-driven. While the governor vetoed Senator Broome's original 2011 effort, a subsequent effort to garner data resulted in the development of the aforementioned report compiled by the Louisiana Department of Education. The report substantiates trends advocates have been pointing to for years. Louisiana ranks among the top four states in the percentage of students between grades K – 5 that receive out of school suspension.

During the Regular Legislative Session of 2016, a coalition of more than 66 organizations statewide came together in support of school discipline reform in Louisiana – Louisiana Youth Justice Coalition. Their primary advocacy tool for this issue was HB 1158/SB 833. This legislation builds on the efforts of the past six years and offers a comprehensive approach. The bill made significant progress in the 2016 session, but was not passed. We hold up the recommendations of this bill along with recommendations outlined in other legislative proposals as the appropriate path forward for our state.

Recommendations for addressing school discipline in Louisiana/Platform of LYJC:³

1. Creating a Statewide Commission on Safe Supportive Discipline that will gather representatives from our schools & communities to continue studying the issue of how to best reduce disciplinary removals from school to maximize student access to instructional time, and develop guidelines for evidence-based alternatives that high-suspending schools should begin implementing.
2. Setting a goal for all Louisiana schools to bring their suspension rates at or below the national average in the next two years. Any schools still suspending a disproportionate number of students over the state average would be asked to develop plans to lower those rates.
3. Requiring the Louisiana Department of Education to annually publish discipline data to foster greater public transparency and shared knowledge.

School climate is an important issue for students and educators. It is critical that the state via Louisiana Department of Education take leadership in capturing the concerns of educators while supporting efforts to eliminate the wide use of exclusionary discipline. Likewise parents, students and educators can take important steps in their local communities to address this chronic issue.

- **Employ other strategies beyond suspension** as a component of addressing student misconduct and violations including proactive strategies leveraging positive behavioral interventions and supports (PBIS) and relational approaches after an offense has occurred leveraging restorative practices.
- **Restrict the use of suspension and expulsion** excluding the state's youngest learners – K -3.
- **Report your local student discipline data to the public** (school or district level) and convene all stakeholders in framing an approach aimed at reducing use of out-of-school suspensions.

Promising Practice

In New Orleans, several schools have taken the holistic approach of employing restorative practices as a strategy aimed at curbing the use of exclusionary discipline practices. Restorative Approaches, inspired by the philosophy and practices of Restorative Justice, are processes and strategies used in workplaces, schools, organizations, and the justice system to repair harm and build or strengthen relationships. These processes focus on methods that help people to cooperate, to take personal responsibility for their actions, and to resolve conflict. Instead of focusing on blame and doing things to or for people, the restorative approach works with people to build problem-solving and decision-making skills that result in better connections, less conflict, and a healthier community. The New Orleans work is led by the Center for Restorative Approaches. The group employs a circle approach for both prevention and intervention. In 2015 the group indicates their work has saved over 1800 hours of instructional time since January due to elimination/reductions in suspensions.

Issue #9:

School Funding and the Changing Demography of Public Education

Issue Overview

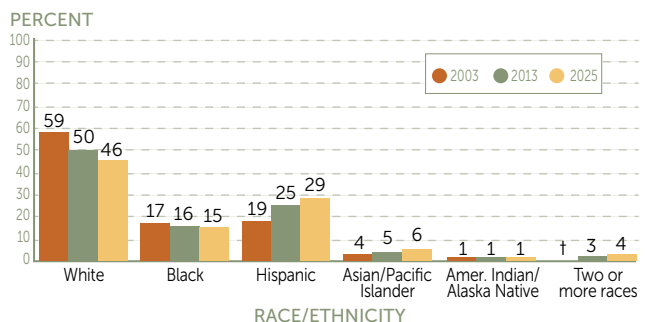
The nation's public school enrollment has shifted drastically over the past five years, becoming more diverse than perhaps any time in American history. According to data from the National Center of Educational Statistics (NCES), students of color became the new majority of public schools in school year 2014–2015. This, coupled with recent research published by the Southern Education Foundation, indicates further changes in K-12 demography. The nation's public schools now have a majority of its enrollments as low-income, for the first time in U.S. History.

These two trends raise significant concerns for the intersection of two of education's most perplexing problems – the nation's persistent challenge of educating minority and poor populations at comparable levels as their white and more affluent counterparts (historically defined as achievement and opportunity gaps) and the challenge of how we fund public education (including equitable funding), especially for the most disadvantaged.

How do we reconcile our nation's persistent challenge to address the various gaps that have been experienced by African American, Latino and disadvantaged students with our growing unwillingness to significantly redress

how we fund public education? Several national and education organizations including Rutgers Graduate School of Education, Education Law Center, and the Leadership Conference Education Fund examine how states are doing in addressing these converging issues in a series of reports: *"Cheating our Future: How Decades of Disinvestment by States Jeopardizes Educational Opportunity"* and a national report card – *Is School Funding Fair, A National Report Card*.

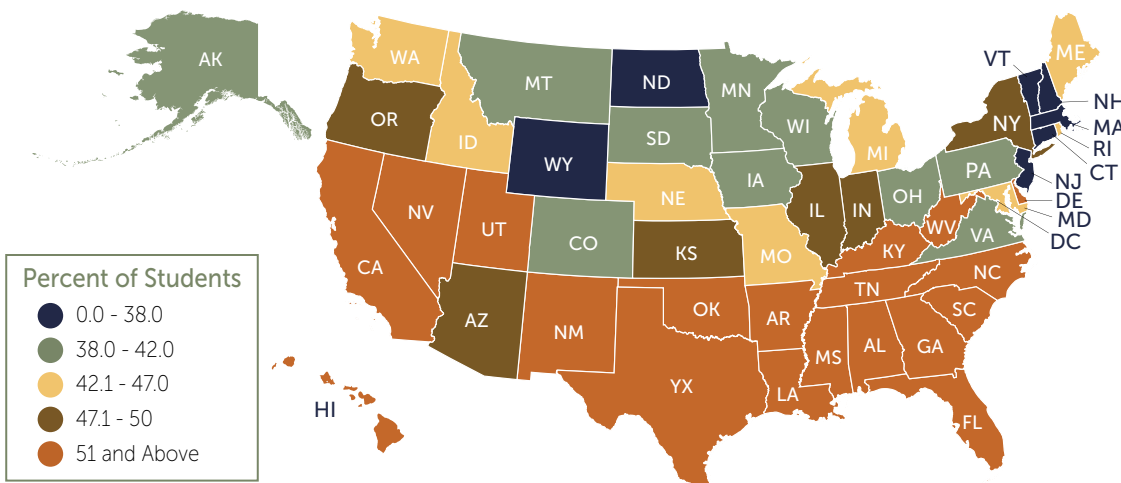
Percentage distribution of students enrolled in public elementary and secondary schools, by race/ethnicity: Fall 2003, Fall 2013, and Fall 2025



Published by NCES: Racial/Ethnic Enrollment in Public Schools (Last Updated: May 2016)

Percent of Low Income Students in U.S. Public School 2013

National Average 51%



“Public Education, then, is increasingly about educating our poorest, most disadvantaged, children. But our policies and funding formulas ignore this simple fact, leading us to a massive failure to meet the challenge before us.”

*-Foreword from “Cheating Our Future”
Wade Henderson*

This is a challenging and complex issue given our nation’s continued challenges with race, coupled with states’ limited pocketbooks. The issue of equitable school funding begs an examination of the role of public education in our democracy and its connection to our long-term economic future. In order to meaningfully grapple with this issue, we must place this issue in its historical context to better understand the structural and policy conflicts and barriers:

1. We believe educating poor and minority children costs more:

This premise is foundational to the passage of the Elementary and Secondary Education Act (ESEA). However, the availability of these funds mostly to address the needs of disadvantaged students has been riddled by the tension between the role of the federal government and states’ rights. While initially states were given latitude to use the funds as needed, significant concerns surfaced that states were using the funds for other purposes. The emergence of greater accountability and its related tensions about federal intrusion has been the result.

2. Property taxes are the primary vehicle of how we fund public education

- one legal decision has had the most significant impact on equity in educational funding: *San Antonio Independent School District vs. Rodriguez*. The district argued that use of property taxes was a violation of the equal protection clause of the 14th Amendment by presenting evidence that districts without the ability to tax themselves at levels as high as their more advantaged counterparts were being denied an equal right to a quality education. The U.S. Supreme Court ruled against the district. Their decision cemented and protected the continued use of property taxes as the primary funding vehicle of public education despite its inherent disparities. The decision had an even more, though less often talked about, impact. The ruling from the U.S. Supreme Court concurrently established issue number three.

3. Education is not a constitutional right - The most fundamental grounds for the court’s finding was rooted in its refusal to examine the system of funding with any strict scrutiny since there is no fundamental right to education in the Constitution.

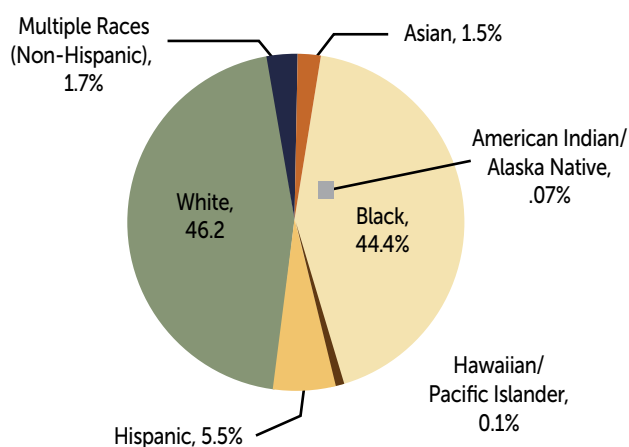
State of the State

How diverse is Louisiana’s K-12 enrollment? How many of our students currently live in poverty? What steps have we taken as a state to bring greater equity to how we fund public education? To begin grappling with these questions for our state, we first examine current demographic trends and how the state’s funding formula considers equity. Then we look more closely at whether the state actually goes far enough by seeing how Louisiana measures up in the four categories measured in the nation’s report card on school funding.

K – 12 Demographics

Louisiana reached a new majority several academic years ago. By the 2014- 2015 school year minority youth (youth of color) were 53 percent of the state’s K-12 enrollment. Likewise, nearly 70 percent of the state’s students were considered economically disadvantaged (67.5 percent).

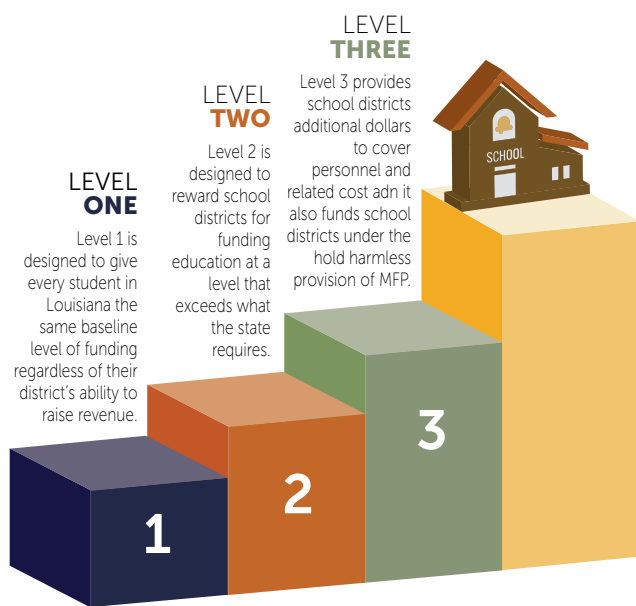
**Distribution K-12 Enrollment
As of October Count (2014 - 2015)**



How We Fund Schools: Minimum Foundation Program

The Minimum Foundation Program, or MFP, is Louisiana's funding formula; it determines how much financial support that the state will provide to local school districts. MFP is best characterized as a partnership between the state of Louisiana and local school districts. The formula identifies the cost of educating the children in a given school district. Then, based on the amount of sales and property tax wealth and the level of tax effort exerted by a school district, it determines what share of that cost the local school district should support and what share of the cost the state will pay. The state's share of the funding is subject to the rules that govern the MFP program, whereas local school boards make the rules governing the portion of school funding that they contribute.

The MFP's Three Funding Levels*



*Drawn from OPEN's Everyday Citizen's Guide to MFP

The MFP already gives some equity consideration to critical areas of need. In level one funding special weights are assigned to several categories: at-risk students, career and technical education students, special education/disability, gifted and talented and students in small districts.

At Risk Students

Students are considered to be at-risk if they are eligible for the federal free/reduced lunch program or if they have been identified as English Language Learners. Such students receive 1.22 times the base amount of funding.

Career and Technical Education Students

"Career and Technical Education consists of organized, educational training programs, services and activities that are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree." Such students receive 1.06 times the base amount of MFP funding.

Special Education Disability

The State of Louisiana recognizes 16 categories of disability; they cover physical impairments, speech impairments, emotional/behavioral disorders, learning disabilities and developmental disabilities, among others. Such students receive 2.5 times the base amount of MFP funding; the formula does not make distinctions between disabilities based on severity.

Special Education - Gifted and Talented

Gifted and Talented students receive 1.6 times the base amount of MFP funding.

Students in Small School Districts

Because so much of a school's overhead is fixed, very small school districts can end up with higher per-pupil costs than districts with higher enrollment counts. The MFP formula recognizes this and weights level 1 MFP funding accordingly. School districts with less than 7,500 students receive compensatory MFP funding on a sliding scale which ranges from 1.0 to 1.2 times the base amount of MFP funding.

Drawn from OPEN's Everyday Citizen's Guide to MFP

Is Louisiana's Funding Equitable?

To begin putting our state in context, we employ the data from the *Is School Funding Fair? A National Report Card*. The report delineates four measures of fairness: 1) Funding level, 2) Funding Distribution, 3) Effort and 4) Coverage.

In examining how our state fares on the indicators, there are areas in which Louisiana is doing slightly better than its counterparts and other areas that are in significant need of improvement. On the **funding level** indicator, Louisiana's per pupil state and local investment is compared to other states. This indicator is not a flat per pupil comparison, but is adjusted for interstate differences, regional wages, poverty etc. On this particular indicator, Louisiana ranked 27th with its 2013 predicted funding level of \$8,742 which means students in Louisiana have a little less than half the resources of their counterparts with similar needs as those in Alaska (#1 rank - \$17,331 per pupil) and students in Louisiana have nearly a one-third more resources as their counterparts with similar needs in Idaho (ranked 49th with \$5,746 per pupil).

On the **funding distribution** indicator, which measures the extent to which the state distributes funding based on need, Louisiana earned a Grade of C. The state allocates 103% more (or \$8,827) for students in poverty (30 percent of poverty) compared to students with 0% (\$8,574) poverty. In other words, Louisiana allocates \$253 more to address issue of poverty in education. Essentially this indicator measures how progressive, flat or regressive a state's funding allocation is in considering poverty.

The most illuminating of the four indicators is **effort**. This indicator examines how much a state invests in education in comparison to its gross state product (GSP). For 2013, state's ranged from a high of 5.3 % to a low of 2.5 percent. This is presented as a ratio and is a fair assessment of the level of priority a state places on education. **On the effort index, Louisiana scores a D with an effort index of 3.2 percent.**

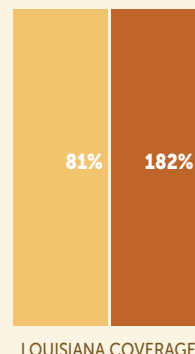
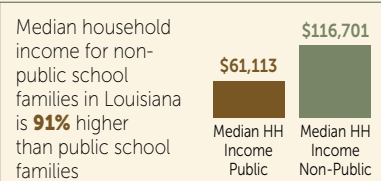
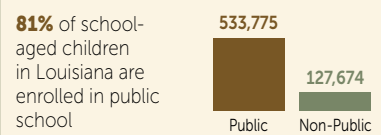
The final indicator, **coverage**, perhaps speaks to the amount of political will and investment there is in public education by examining the percent of school-aged children who attend public schools and the income disparity between the households of public and nonpublic school families. Louisiana ranks 50th in the country in this indicator with only 81 percent of eligible children attending public school but with an non-public/to public income ratio of 182 percent, indicating that the state's highest wage earners opt out of public education as these populations earn nearly two times the household income of their public school counterparts.

Coverage Indicator

The coverage indicator provides a measure of the proportion of the State's school-aged population that is enrolled in public schools and examines the income disparity between families that choose public vs. non-public school options.

88% of school-aged children in the U.S. are enrolled in public school

● % 6-16 Year Olds in Public School
● Non-Public/Public Ratio



2013 Data from Rutgers Graduate School of Education and the Education Law Center

These data when taken together highlight several of the major issues facing our state. From 2008 - 2015, MFP funding was flat (net increases in student enrollment). While our state considers equity categories in its initial allocation and further provides Minimum Foundation Program dollars to districts as a block grant, essentially allowing districts the ability to differentiate funds, the data from the Report Card suggest that the growing diversity of the state's K-12 enrollment, requires an even more intentional focus.

What's Next for Louisiana?

Recent efforts by BESE including the MFP Taskforce and the Special Education Taskforce, along with steps taken within the state's Recovery School District, suggest education stakeholders are aware of the need to examine K-12 funding with a consideration for equity.

Specifically, the state has offered a High Cost Students competitive grant which allows districts to apply for additional funds to support the needs of vulnerable students. The State leverages a component of its administrative funds as a state education agency (SEA) from the federal Individuals with Disabilities Education Act (IDEA) to secure funding of the program.

Additionally, for several years, the Recovery School District provided differentiated funding to support charter schools in addressing the critical needs of students with disabilities. In 2015, the Louisiana Legislature passed Act 467 to support consistent and differentiated funding for all schools in Orleans Parish. The legislation called for establishment of a local taskforce to make recommendations on categories to be considered in any differentiated funding formula and amounts of weights. The taskforce included representatives from both traditional public schools and charter schools in Orleans Parish. The group identified five categories: **special education (four tiers), overaged, high school, career and technical education and gifted and talented**. In March of 2016, the Board of Elementary and Secondary Education approved the categories and ultimately left the decision to determine the appropriate weight assigned to each category in the hands of the Orleans Parish School Board and its Superintendent. This approach is consistent with what happens in other parishes.

Act 467, the most recent MFP recommendations from the State Department of Education, the Special Education Taskforce, and the Governor's education transition team all point to a clear awareness that there is a need to invest more in public education, and that any increased investments must give consideration to a strategy of equitable investment. While Louisiana receives one of the largest per pupil allocation of federal dollars, the growing diversity of the state's student population with 65 percent of enrollment living in poverty, suggests that simply relying on federal dollars is insufficient if the state desires to significantly accelerate student achievement.

The state's economic future is inextricably linked to public school investment. The state's ability to attract and retain viable industry requires a quality workforce. However, the large percentage of children in poverty served by public education and the significant disparity in household income between public and private school students suggest that, in the absence of engagement of powerful political allies, increasing resources to support public education will be challenging.

While the state's budgetary challenges may limit our short-term ability to invest more dollars into public education there are several steps we can take at the state and local level to begin addressing the issue of equity in our state:

- (STATE/DISTRICT) **Publish statewide data** on how all dollars (state, federal and local) are leveraged to support equity (by parish, by subgroup).

- (DISTRICT/STATE) **Fund other programs** that support/ address equity. Early childhood education and extended day and extended year programs play a critical role in addressing academic gaps among children of poverty and other disadvantaged populations. This may include setting aside administrative funds from Title I/ESEA to provide supplementary programs like afterschool/ extended day programs at either the SEA or LEA level.
- **Cultivate new political allies** - Education leaders and advocates must cultivate stronger relationships with members of the business community and taxpayers to understand the importance of public education to the state's overall economic well-being.
- **Educate the public** - Provide quality data on a consistent basis on demographics of public education, how we spend state dollars, and how increased investment in public education can benefit the state's future economic growth.
- **Honor MFP Task Force Recommendations to Conduct a Three-Year Study of MFP Formula** - (LONG TERM) - Given our state's growth and changes, any long term strategy must include revisiting the weights in the MFP, as well as expanding the revenue sources available to support public education funding at both the local and state levels.

Issue #10:

Higher Education and Postsecondary Education Funding

Issue Overview

In many ways, higher education in the U.S. is at a critical juncture. On the one hand, all the evidence shows that the importance of some kind of postsecondary education degree or credential only continues to grow.

- In 1973, workers with postsecondary education held only 28 percent of jobs. That grew to 59 percent of jobs in 2010 and is projected to rise to 65 percent of all jobs by 2020.¹
- However, by 2020 it is estimated that at the current production rate, the U.S. will be short about 5 million of the workers it needs with a postsecondary education.²
- At the same time, since 2010, the U.S. economy has created 2.9 million new “good” jobs – those that pay \$53,000 per year or more and include benefits. Of those, 2.8 million were filled by individuals with a bachelor’s degree or higher.³

What the data indicates is clear: the need for increased postsecondary attainment is growing, individuals with college degrees are filling the most desirable jobs and earning the better salaries; and yet, even as these jobs continue to grow, the nation is falling short in producing the highly-skilled workforce needed to fill them.

In 2009 Lumina Foundation called solving this problem a “national imperative.” At that time it developed an agenda which set a national goal for increased education attainment. Goal 2025, as it is called, seeks to raise the number of citizens with a high-quality postsecondary credential to 60 percent of all working-age Americans. That is an ambitious goal and one that will be challenging to achieve. In 2011 the percentage of adults with some form of postsecondary degree was 38.7 percent. Today it stands at approximately 40 percent. While that does represent progress, the improvements to date have been incremental.⁴

Yet, as the nation seeks to address the daunting challenge of significantly accelerating improvement in postsecondary attainment across the country, higher education is facing its own challenges which could well undermine the very progress that so many deem as urgent. The Great

Recession which began in 2008 shook colleges and universities around the country, forcing severe budget cuts and triggering significant increases in tuition and student fees.

Even today, the fallout from the Great Recession continues to impact nearly every aspect of the current higher education landscape. While increased attainment remains an important goal at both the national and institutional levels, the predominant discussions in postsecondary education these days are about funding and affordability, with questions about access and accountability woven in. At the beginning of the Great Recession, state appropriations to higher education dropped precipitously, but over the last couple of years, states began reinvesting as revenues returned to their coffers. This is a positive development, but nationally states are still spending less per student on postsecondary education than they did seven years ago.

Today, state appropriations to higher education across the U.S. are 13.3 percent below 2009 levels, though it should be noted the drop in state support in Louisiana during that same period was 38.4 percent, the largest percentage decrease in the country.⁶

At the same time, tuition rates at both two- and four-year institutions have risen across the country. Over the last five years, tuition and fees at community colleges in the U.S. have increased 14 percent and universities are up 13 percent.⁶ This has led to a shift in the source of postsecondary education funding around the country. In 2008, 62 percent of funding for higher education came from state support, which has since fallen to 51.1 percent. This reduction has largely been made up by increased costs to students.⁷

All of this has prompted a national discussion about making college more affordable with a number of approaches being taken both across the country and from state to state. The one gaining the most attention has been President Obama’s plan to create a federally-funded program to offer citizens a free community college education. The proposal has not picked up much steam to-date, but some states have already begun similar efforts of their own.

Tennessee created a free community college program for recent high school graduates and some adults that basically pays tuition costs above those covered by PELL Grants and other state and local grant programs. Oregon has followed a similar tact and more than a dozen other states are said to be considering similar options.⁸

Approaches other states have taken to address the issue of affordability include:

- Tuition freezes
- Targeting state spending to students and need-based scholarships instead of institutions
- Shifting existing scholarship money away from merit-based aid and more toward need-based support
- Shortening the time to degree and even looking at the creation of three-year bachelor's degrees
- Competition among institutions based on pricing
- Reducing student debt
- More technology-based educational opportunities

Another strategy some states are using to hold down costs is to distribute funding based on performance or what some call outcomes-based funding. Under this approach, institutions receive at least a portion of their funding based on their success on a variety of metrics. These include such things as retaining students from one year to the next and graduating them on time and addressing important state priorities. To date 26 states are using some form of outcomes-based funding and Louisiana is currently redesigning its funding formula to include a stronger performance component.⁹

What all this indicates is that the Great Recession continues to have a significant impact on postsecondary education in the U.S. As a result, education policy leaders are in many ways rethinking the role of higher education for the coming decades. In doing so, they are suggesting it is more important than ever to make earning a degree or credential more affordable while ensuring that the institutions that offer them become more effective in meeting state and student needs.

State of the State

Affordability & Funding

Louisiana has four systems of higher education: University of Louisiana System, Louisiana State University System, Southern University System, and Louisiana Community &



Technical College System. A statewide map of all system institutions can be found at <http://www.regents.la.gov/page/colleges-and-universities>.

In many ways, higher education in Louisiana is like a microcosm of postsecondary education across the nation as a whole, but with one major exception – the issues are even more critical and chronic. This is evident on many issues, but nowhere more so than with regard to funding. While just about every state saw state support to higher education drop and tuition rise, Louisiana experienced the most dramatic changes of any state in the country.

Between 2009 and 2014, state support per full-time equivalent student dropped 38.4 percent, the largest decrease in the country.¹⁰ At the same time, tuition in Louisiana increased by 52 percent, by far the steepest increase in the country. Georgia, the state with the next highest percentage increase, was 20 percentage points behind.¹¹

This has had profound consequences for the way higher education is funded in Louisiana and a huge impact on students. In fiscal year 2009 roughly 60 percent of the cost of higher education in two- and four-year institutions was covered by the state while student tuition and fees accounted for the other 40 percent. By fiscal year 2016 those percentages have more than reversed. Today the state covers 30 percent of the cost while students are now bearing 70 percent.¹²

On a positive note, even with the large increase, tuition in Louisiana's four-year institutions remains relatively low compared to other states and the nation. Louisiana's 2015-16 average tuition and fees of \$7,870 are well below the national average of \$9,410 and right in the middle of the

pack of 13 states in the southeast. However, the cost of tuition and fees at Louisiana's two-year schools of \$3,970 exceeds the national average of \$3,430, though it, too, is roughly average for the region.¹³

Even if Louisiana tuition remains within reasonable regional averages, the rapid increases over the last several years have put a strain on institutions. While nationally, enrollment in postsecondary education grew by 4 percent between 2009-2014, Louisiana is one of only six states to experience a decline over that time period. Although the decrease was only about 1 percent, and there are indications enrollment may be rebounding some, this still represents a trend that differs from what most other states have been experiencing. It should also be noted that the decline of state support for postsecondary education in Louisiana has put a greater premium on student fees, which are driven by enrollment, to fund state colleges. Therefore, enrollment declines, if they do continue, further erode financial support for postsecondary education in Louisiana.¹⁴

Financial aid is one means of mitigating the affordability factor. This is another area where Louisiana stands out. Generally, there are two kinds of financial aid: merit-based aid and needs-based aid. Louisiana's major merit-aid program is the Taylor Opportunity Program for Students, commonly known as TOPS. Our primary needs-based aid is the Go Grant program.

Interestingly, TOPS awards on a per student basis far exceed similar grant programs at both the regional and national levels, though conversely, Louisiana's Go Grants are significantly below those same averages. In fact, while the cost to the state of fully funding the TOPS programs has steadily increased to more than \$265 million in fiscal year 2015-1016, appropriations to Go Grants have remained relatively steady at about \$25 million. Federal PELL Grants do help meet some of those financial needs for lower-income students, but it should also be noted that the value of Go Grants per student is only about \$1,000, down about \$600 from what it was in 2008-2009.¹⁵

Attainment & Accountability

Affordability issues also impact education attainment in the state. Louisiana has the fifth lowest percentage of adults who have earned a bachelor's degree. States we aspire to emulate such as Texas, Florida, Georgia and North Carolina far outperform us in that category.¹⁶

Breaking that down further:

- More than 70 percent of Louisiana's working age population has no college degree. That totals about 1.7 million people.¹⁷
- The percentage of African-American citizens with a degree is barely half that of whites which indicates a significant gap for a major segment of our population.¹⁸
- Almost 50 percent of the annual job openings in high-demand fields in Louisiana will require some sort of postsecondary credential.¹⁹

In addition, even with the steep downturn in oil prices that began in 2015, the state's long-term job needs remain acute. The Louisiana Workforce Commission projects that between 2016 and 2022, the state will need to fill more than 74,000 new and replacement jobs each year.²⁰

Even as policymakers stress the need to increase educational attainment, many stakeholders are also focusing on greater accountability in higher education. Louisiana has a number of critical job needs across numerous sectors, in occupations as diverse as welding and precision production to engineering and computer sciences. Part of postsecondary education's stated mission should be to produce a significant number of graduates in those fields. Institutions should be given incentives and held accountable for those types of outcomes.

Though accountability in Louisiana higher education is not an entirely new development, the outcome-based approach is somewhat more recent. In 2010 the Legislature passed the Louisiana Granting Resources and Autonomy for Diplomas Act, commonly referred to as the GRAD Act. This legislation gave postsecondary institutions the authority to adjust tuition rates by up to 10-percent per year in exchange for meeting certain performance requirements largely geared toward retaining and graduating students.

Various business and policy groups are also pushing for new metrics based on additional outcomes. Senate Bill 337 passed in the 2014 legislative session is indicative of this approach. It called for a study of the postsecondary education funding formula with a focus not only on student success factors, but also alignment with the state's economic development and workforce needs, degree production in high-demand fields, and research and innovation.

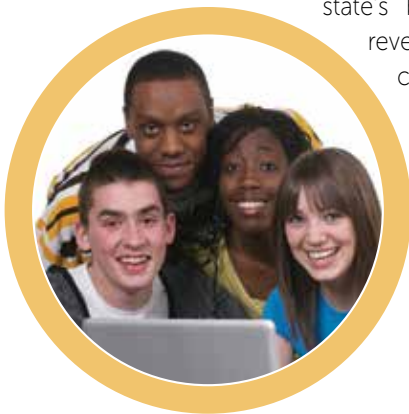
As part of this, the Louisiana Board of Regents is involved in initiatives to address these various needs. The Board has developed a plan called Elevate Louisiana: Educate and Innovate, through which the Board will focus more intently on meeting the state's education and workforce training needs while also investing strategically in research to support innovation and economic development. This includes development and implementation of a more targeted outcomes-based funding formula and a systematic reevaluation of the role, scope and mission of each institution as directed by recent legislation.

The state's four higher education systems have embarked on a similar agenda, which includes:

- Implementing an eight-year plan to increase degree and credential production by at least 14,000 graduates annually in high demand fields.
- Increasing research and innovation by 25 percent over the next eight years by focusing on R&D to spur investment in the state and future job growth.
- Implementing an eight-year plan to double the number of adult students and financially at-risk students who successfully earn a two-year degree/credential or transfer to earn a four-year degree.
- Increase accountability by establishing an interactive public dashboard report card.

Of course, many of these plans revolve around expectations of some state reinvestment in higher education over the next several years. And some will be challenging to achieve because completion trends across all of postsecondary education, while holding steady, have shown only about a 5-percent increase in total completers since 2010.²¹

Still, Governor John Bel Edwards has made higher education among his top priorities and there appears to be some sense of urgency both in the Legislature and the state's business community to reverse the recent funding cuts to colleges while also repositioning higher education for a future more focused on meeting Louisiana's needs.



What's Next for Louisiana?

Major budget cuts and significant increases in tuition over the last several years have sparked increased discussion about the future of higher education in Louisiana. Much of that has revolved around reinvesting in the state's colleges and universities in ways that reposition higher education to more effectively meet the state's economic development and workforce needs.

Governor John Bel Edwards has committed to increasing state support for higher education to 80-percent of the southeast regional average and creating a more appropriate balance between how much of a college education the state funds and how much students have to pay. But the budget cuts have also fostered a robust discussion of other issues, many of which have been promoted by public policy groups and various private-sector stakeholders.

A number of these are included in the report published in January by the governor's Higher Education Transition Committee. These recommendations can be broken down into several key areas:

- **Attainment** – It is widely understood that to meet the state's growing workforce needs, educational attainment in Louisiana must increase significantly. By necessity it must include several strategies to enhance the success of adults who do not have a postsecondary credential, those who need to enhance their skills or training, non-traditional students, first-generation college students, and African-American students.
- **Completion** – Not only is it important to enroll more students, but it is critical that students who do attend college earn a credential and transition to the workforce. Strategies to accomplish this must be put in place. They include enhancing student support services, improving transfers and articulation between institutions, and further developing alternative delivery systems such as increased online degree programs.
- **High Schools** – It is becoming more and more apparent that increasing postsecondary attainment does not necessarily begin when a student graduates from high school. State programs like Jump Start and other dual enrollment initiatives are now seen as key strategies to enhancing student success. If students can begin taking college courses while still in high school, they can shorten their time to a degree, smooth their transition to college, save money and decrease student debt.

All of these things benefit students and improve their chances of earning a credential.

- **Student Financial Aid** – For many low-to-moderate income families there is no question that recent spikes in tuition in Louisiana have created new obstacles to educational attainment. Though TOPS is one of the most generous financial aid programs in the country, its costs to the state have risen dramatically and to a large degree come at the expense of other higher education funding. In an effort to rein in those costs, lawmakers recently enacted legislation to decouple TOPS awards from future tuition increases. At the same time there is a growing understanding that Louisiana's Go Grants for needs-based aid are underfunded and not adequate to meet student needs.
- **Duplication** – Although the number of four-year institutions in the state remains an issue, the Legislature has shown little appetite for closing or merging any institutions, regardless of how they perform. But the question of duplication of programs and degrees, particularly among institutions within close proximity of each other, will likely continue. This is particularly true as online degree offerings continue to proliferate. Many private-sector stakeholders have advocated for the creation of "centers of excellence" within institutions as a means of enhancing existing quality programs, while reducing duplication of similar programs elsewhere that may be of lesser standing.
- **Autonomy** – Both the GRAD Act and more recent legislation have given institutions more flexibility in terms of how they manage their affairs. This has involved not only tuition and fees, but also some operational autonomies geared toward creating efficiencies and saving money. The discussion of both of these is likely to continue. While recent increases in tuition have pushed a number of institutions to the limits of what their markets can bear, that is not the case with other schools, particularly the LSU flagship. At the same time, institutions are seeking additional operational autonomies to add to some of the flexibilities they now have.
- **Accountability** – The passage of the GRAD Act in 2010 added a new level of accountability to the entire discussion of funding of higher education. In many ways, the GRAD Act appears to be only the first iteration. The issues around accountability are evolving

to include not only the primary goal of student success and graduation, but also alignment to a variety of state priorities including meeting workforce and economic development needs, both regionally and at the state level, as well as measuring research and innovation productivity. Key to all of it is developing an easy-to-understand series of metrics that measure what is important, are aligned to the appropriate priorities, and are transparent to the public and stakeholders.

- **Outcomes-Based Funding** – Tied to accountability is a stronger focus on some level of enhanced funding that is based on institutional performance and outcomes. While it is generally understood that some appropriate level of funding should be based on the cost of providing students an education, there is also a growing sentiment that a higher level of support should be given to institutions for demonstrating success in achieving goals tied to various state priorities. This could include a wide range of priorities such as increasing educational attainment, demonstrating greater success with African-American and non-traditional students, meeting workforce needs, and developing research that has a direct impact on the state's economy.

While higher education was not a front-burner issue a decade ago, one of the few things that did generate legislative discussion was increasing state support to come closer to regional averages. This is no longer the case. Postsecondary education around the country, as well as in Louisiana, is changing.

States are looking at higher education in different ways and creating new and more urgent expectations. Today the issues surrounding Louisiana's colleges and universities are being driven by losses in funding, better defined state priorities, new technologies, and the need to be more inclusive and educate more citizens regardless of their age or economic background.

Though much of the change in postsecondary education has come about because of declines in funding, issues such as improving delivery systems and focusing on outcomes and accountability are positive developments. The hope is that through it all higher education will rebuild and reposition itself under a newer model and emerge as a stronger force to improve the lives of all of our people and contribute to the economic prosperity of our state.

Contributing Authors

The following individuals wrote or contributed to various sections of the report:

Melanie Bronfin, J.D. (Issue #1)
Executive Director
Louisiana Policy Institute for Children
mmbronfin@policyinstitutela.org
www.policyinstitutela.org

The Louisiana Policy Institute for Children is a non-partisan, independent source of data, research and information for policy makers, stakeholders and the public at large on issues related to children birth through age four. The organization is dedicated to ensuring that Louisiana's young children are ready for success in school and in life.

Deirdre Johnson Burel (Issues #7, 8, and 9)
Principal
A. Johnson Sr. Consulting Group (AJCG)
deirdrejburel@gmail.com

Former Executive Director, Orleans Public Education Network (OPEN)
www.opennola.org

OPEN informs and mobilizes the community to achieve excellence and equity for every child in public schools in New Orleans.

- Conducts public convenings to support participatory policymaking
- Collects and disseminates quality data to support informed decision-making in communities and schools
- Conducts and disseminates independent policy analysis
- Develops leaders and collaborates with networks of leaders to identify and address targeted policy interventions
- Develops and convenes a network of organizations to advance public policy in support of high quality education for all students

Jeanne Burns, PhD (Issue # 6)
Associate Commissioner for Teacher and Leadership Initiatives
Louisiana Board of Regents
burnsj@regents.la.gov | www.regents.la.gov

Through statewide academic planning and review, budgeting and performance funding, research, and accountability, Regents coordinates the efforts of the state's 33 degree granting public institutions in addition to Louisiana State University & Southern University Agricultural Centers and Pennington Biomedical Research Center.

Barry Erwin (Issue #10)
President & CEO
Council for A Better Louisiana
Erwin@cabl.org | www.cabl.org

Unique among statewide organizations, CABL promotes ideas for the betterment of Louisiana that cut across political, social and ideological boundaries. The organization draws from a rich resource of citizen leaders who bring a wealth of experience, expertise and fresh ideas to the discussion of important public policies.

Andrew Ganucheau (Issue #5)

Director

Louisiana Center for Afterschool Learning (LACAL)

ganawhat@gmail.com | www.louisianafterschool.org

The mission of LACAL is to innovate learning in the out of school hours by ensuring a coordinated and uniform focus on high quality afterschool programs across Louisiana that improve outcomes for young people and support working families.

Eva Roodenrijs (Issue #2)

Program Associate

Orleans Public Education Network (OPEN)

eva@opennola.org | www.opennola.org

John Warner Smith (Issues #3, 4, and 6)

Chief Executive Officer

Education's Next Horizon

jsmith@lanexthorizon.org | www.ednexthorizon.org

Education's Next Horizon is a non-profit organization that is dedicated to advocating policies to improve Prek-12 education in Louisiana. Its primary work involves advocating research-driven policies and best policies in early childhood education and college/career readiness.

Issue 1: Endnotes

1. Reynolds, A. J., Temple, J. A., Robertson, D. L., & Mann, E. A. (2001, May 9). Long-term effects of an early childhood intervention on educational achievement and juvenile arrest A 15-year follow-up of low-income children in public schools. *Journal of the American Medical Association*, 285, 2339-2346; Schweinhart, L. J., Montie, J., Xiang, Z., Barnett, W.S., Belfield, C.R., & Nores, M. (2005). *Lifetime effects: The High/Scope Perry Preschool study through age 40*. Ypsilanti, MI: High/Scope Press; Barnett, W.S., & Masse, L.N. (2007). Comparative benefit-cost analysis of the Abecedarian program and its policy implications. *Economics of Education Review*, 26, 113 – 125.
2. National Research Council and Institute of Medicine. (2000). *From Neurons to Neighborhoods: The Science of Early Childhood Development*. Committee on Integrating the Science of Early Childhood Development. Jack P. Shonkoff & Deborah A. Phillips, eds. Board on Children, Youth, and Families, Commission on Behavioral and Social Sciences and Education, Washington, D.C.: National Academy Press. Retrieved from <http://www.nap.edu/openbook.php?isbn=0309069882> on March 14, 2016; Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M., Espinosa, L., Gormley, W., Zaslow, M. J. (2013).
3. Kids Count Data Center. (2015). *Children Under Age 6 With All Available Parents In The Labor Force* (Louisiana figures). Baltimore, Maryland: Annie E. Casey Foundation. Retrieved from <http://datacenter.kidscount.org/data/tables/5057-children-under-age-6-with-all-available-parents-in-the-labor> on March 20, 2016.
4. Economic Policy Institute. (2015). *High Quality Child Care Is Out of Reach for Working Families*. Retrieved from <http://www.epi.org/publication/child-care-affordability/#child-care-costs-and-epi's-basic-family-budget> on March 20, 2016.
5. U.S. Chamber of Commerce Foundation. (September 30, 2014). *The Rewards of Early Childhood Investment*. Retrieved from <https://www.uschamberfoundation.org/rewards-early-childhood-investment> on March 20, 2016.
6. *A Matter of Equity: Preschool in America*. (April 2015). US Department of Education. Retrieved from <https://www2.ed.gov/documents/early-learning/matter-equity-preschool-america.pdf> on March 20, 2016.
7. Data as shown on the Louisiana Department of Education website. Retrieved from <http://www.louisianabelieves.com/early-childhood> on March 20, 2016.
8. *Early Childhood Care and Education Annual Report*, presented by the Louisiana Department of Education to the Early Childhood Care and Education Advisory Council February 4, 2016, slide 25. Retrieved from <http://www.louisianabelieves.com/docs/default-source/early-childhood/2-4-16-ecce-ac-quarterly-and-annual-report-presentation-slides.pdf?sfvrsn=2> on March 20, 2016.
9. *The State of Preschool 2014*. National Institute for Early Education Research. Retrieved from http://nieer.org/sites/nieer/files/Louisiana_2014_0.pdf on March 20, 2016. Picard Center (August 2011). "LA 4 Longitudinal Study: The impact of LA 4 participation on academic achievement in 3rd and 4th grade: iLEAP and LEAP performance for cohorts 1-4."
10. *Early Childhood Care and Education Annual Report*, presented by the Louisiana Department of Education to the Early Childhood Care and Education Advisory Council February 4, 2016, slide 25. Retrieved from <http://www.louisianabelieves.com/docs/default-source/early-childhood/2-4-16-ecce-ac-quarterly-and-annual-report-presentation-slides.pdf?sfvrsn=2> on March 20, 2016.
11. Kids Count Data Center. (2015). *Children Under Age 6 With All Available Parents In The Labor Force* (Louisiana figures). Baltimore, Maryland: Annie E. Casey Foundation. Retrieved from <http://datacenter.kidscount.org/data/tables/5057-children-under-age-6-with-all-available-parents-in-the-labor> on March 20, 2016.
12. Analysis of data on the Louisiana Department of Children and Family Services website. Retrieved from http://www.dcfslouisiana.gov/assets/docs/searchable/OFS/Statistics/Stats14-15/CCAP/fy1415_CCAP_Totals_F.pdf on March 20, 2016.
13. *Early Childhood Education Programs- CCAP Provider Payments*. Focus

on the Fisc. Vol. 4 Issue 7 (February 2016). Retrieved from http://lfo.louisiana.gov/files/publications/February_2016_Volume4_Issue7.pdf on March 20, 2016.

14. Louisiana Alice Report (Fall 2015). Louisiana Association of United Ways. Retrieved from <http://www.launitedway.org/united-way-alice-report-louisiana> on March 22, 2016; Just South Index (2016). Jesuit Social Research Institute. Retrieved from http://www.loyno.edu/jsri/sites/loyno.edu.jsri/files/JustSouth%20Index%202016_1.pdf on March 20, 2016.
15. Act 3 of 2012 Louisiana Legislative Session. Retrieved from <http://www.legis.la.gov/Legis/ViewDocument.aspx?d=800894> on April 1, 2016.
16. Act 717 of 2014 Louisiana Legislative Session. Retrieved from <http://www.legis.la.gov/Legis/ViewDocument.aspx?d=915816> on April 2, 2016.
17. Louisiana's Birth to Five Early Learning and Development Standards. Retrieved from <http://www.louisianabelieves.com/docs/academic-standards/early-childhood---birth-to-five-standards.pdf?sfvrsn=7> on April 1, 2016. Also see Louisiana Bulletin 136- - The Louisiana Standards for Early Childhood Care and Education Programs Serving Children Birth-Five Years at <http://bese.louisiana.gov/documents-resources/policies-bulletins>.
18. See Louisiana Bulletin 140-Child Care and Education Network at <http://bese.louisiana.gov/documents-resources/policies-bulletins>.
19. See Louisiana Bulletin 140-Child Care and Education Network at <http://bese.louisiana.gov/documents-resources/policies-bulletins>.

Issue 2: Sources

Text Sources:

<http://www2.ed.gov/policy/eseaflex/highlights/la.pdf>
<http://www2.ed.gov/policy/elsec/guid/esea-flexibility/flex-renewal/larenewalreq11102015.pdf>

Chart Sources:

http://www.ascd.org/ASCD/pdf/siteASCD/policy/ESEA_NCLB_ComparisonChart_2015.pdf
<http://all4ed.org/essa/>

More General Sources:

http://blogs.edweek.org/edweek/campaign-k-12/2015/11/esea_reauthorization_a_look_at.html
http://www.ascd.org/publications/newsletters/policy_priorities/vol18/num01/The_Never-Ending_Story_of_ESEA_Reauthorization.aspx
http://blogs.edweek.org/edweek/campaign-k-12/2015/12/state_chiefs_applaud_essa_thr.html
http://blogs.edweek.org/edweek/campaign-k-12/2015/11/accountability_and_the_esea_re.html
http://blogs.edweek.org/edweek/campaign-k-12/2015/11/accountability_a_likely_hitch_in_ESEA.html
http://blogs.edweek.org/edweek/teacherbeat/2015/11/a_new_esea_what_the_deal_means.html
<http://www.edweek.org/ew/section/multimedia/the-nations-main-k-12-law-a-timeline.html>
<http://educationpost.org/issues/taking-responsibility/esea-reauthorization/>
<http://www.aft.org/blog/randi/real-purpose-esea>
<http://www.lsuagcenter.com/portals/communications/publications/agmag/archive/2013/winter/no-child-left-behind-in-louisiana-the-financial-and-organizational-implications>
<https://www.louisianabelieves.com/docs/default-source/links-for-newsletters/12-1-15-important-news-for-school-districts.pdf?sfvrsn=2>
<http://educationpost.org/black-children-wont-succeed-with-less-accountability-in-public-education/>
http://edworkforce.house.gov/uploadedfiles/esea_conference_report_summary.pdf
<http://www.naacpldf.org/press-release/ldf-statement-senate-passage-every-student-succeeds-act>

<http://www.theatlantic.com/education/archive/2015/12/the-bloated-rhetoric-of-no-child-left-behind-demise/419688/>
<http://www.ed.gov/essa?src=press-release>
http://www.csg.org/pubs/capitolideas/enews/cs46_1.aspx
<http://www.louisianabelieves.com/docs/default-source/accountability/january-2016-accountability-commission-presentation.pdf?sfvrsn=2>
<https://www.louisianabelieves.com/newsroom/news-releases/2012/05/29/u.s.-department-of-education-approves-louisiana-s-waiver-application>
<http://www2.ed.gov/policy/elsec/guid/esea-flexibility/flex-renewal/larenewalreq11102015.pdf>
[file:///Users/furyou/Downloads/superintendents-task-force-mtg-2-18-16%20\(1\).pdf](file:///Users/furyou/Downloads/superintendents-task-force-mtg-2-18-16%20(1).pdf)

Issue 3: Sources and Endnotes

1. Achieve, Inc. The Future of the U. S. Workforce. 2012.
2. www.americaspromisealliance.org.
3. Civic Enterprises and Everybody Graduated Center at the School of Education at Johns Hopkins University. Building a Grad Nation Data Brief. 2016
4. Ibid.
5. Ibid.
6. <http://www.louisianabelieves.com/newsroom/news-releases/2016/05/02/high-school-graduation-rate-vaults-to-all-time-high>
7. Ibid.
8. Civic Enterprises and Everybody Graduated Center at the School of Education at Johns Hopkins University. Building a Grad National Annual Update 2015.
9. <http://www.louisianabelieves.com/resources/library/enrollment-counts>.
<http://www.louisianabelieves.com/resources/library/high-school-and-college-and-career-data-center>.
10. Louisiana Department of Education.
11. Civic Enterprises and Everybody Graduated Center at the School of Education at Johns Hopkins University. Building a Grad Nation Data Brief. 2016.
12. Louisiana Department of Education.
13. Ibid.
14. National Skills Coalition. "Louisiana's Forgotten Middle."
15. Georgetown University Center on Education and the Workforce. "Recovery: Job Growth and Educational Requirements through 2010."
16. Louisiana Board of Regents 2011 Master Plan.
17. Louisiana Community & Technical College System, WorkReady U. "Moving Adult Education Forward."
18. Ibid
19. Kennedy & Company Education Strategies LLC. "Narrowing the Gaps in Louisiana's Adult Learner and Transfer Market. 2015
20. Ibid.
21. Title 28, Education, Part CLXIII, Bulletin, Louisiana Administrative Code.
22. Civic Enterprises and the *Everybody Graduates Center*, *Building a Grad Nation*.

Issue 4: Sources and Endnotes

1. Common Core State Standards Initiative. <http://www.corestandards.org/about-the-standards/development-process/>
2. Achieve, Inc. "Understanding the Common Core State Standards." March 2012.
3. <http://www.parcconline.org/>
4. <http://www.smarterbalanced.org/about/member-states/>
5. Kentucky Department of Education. <http://education.ky.gov/comm/ul/pages/kentucky-core-academic-standards.aspx>
6. Cameron Pipkin, Edsurge. "Three Keys to Kentucky's Common Core Success." <https://www.edsurge.com/news/2015-04-28-three-keys-to-kentucky-s-common-core-success>
7. "4 Lessons Learned from Common Core Implementation." Edutopia.

<http://www.edutopia.org/blog/lessons-learned-common-core-implementation-andrew-miller>

8. Center for Great Teachers & Leaders. "Preparing Teachers for the Common Core: Aligning Preparation Program Curricula." http://www.gtlcenter.org/sites/default/files/Teacher_Preparation_Common_Core.pdf.
9. Louisiana Department of Education. "Department Releases Resources To Support Parents' And Teachers' Understanding Of Individual Student Results On 2014-2015 State Assessments." October 6, 2015.
10. Louisiana Department of Education. www.louisianabelieves.org.
11. The Advocate.com. "Common Core Revisions win Praise, but Unclear When They Should Take Effect."
12. Louisiana Department of Education. "Spring 2015 ELA and Math Assessment Result." www.louisianabelieves.com.
13. Ibid.
14. Louisiana Department of Education. "Spring 2015 PARCC by Ethnicity and FRL."
15. Ibid.We
16. Council for A Better Louisiana. Louisiana Report Card on Major Education Indicators.
17. Louisiana Department of Education. "Spring 2015 PARCC by Ethnicity and FRL."
18. Harvard University, The Achievement Gap Initiative.
19. Ibid.
20. Ibid.

Issue 5: Sources and Endnotes

1. Afterschool Alliance. (2014). *America After 3PM: Afterschool Programs in Demand*. Washington, D.C.
2. Auger, A., Pierce, K. M., and Vandell, D. L. (April, 2013). Participation in Out of School Settings and Student Academic and Behavioral Outcomes. Unpublished paper presented at the annual meeting of the American Educational Research Association, San Francisco, CA.
3. Afterschool Alliance. (2014). *America After 3PM: Afterschool Programs in Demand*. Washington, D.C.
4. Saad, L. (2014). The "40-Hour" Workweek Is Actually Longer -- by Seven Hours. Gallup: Washington, D.C.
5. Afterschool Alliance. (2014). *America After 3PM: Afterschool Programs in Demand*. Washington, D.C.
6. Louisiana Uniform Crime Reporting Program. (2014). *Crime in Louisiana 2012*. Baton Rouge, LA.
7. Louisiana Uniform Crime Reporting Program. (2012). *Crime in Louisiana 2010*. Baton Rouge, LA.
8. Louisiana Uniform Crime Reporting Program. (2015). *Crime in Louisiana 2013*. Baton Rouge, LA.
9. Fashola, O. K. (2015). Review of Extended-Day and After-School Programs and Thier Effectiveness. John Hopkins University: Baltimore, MD
10. Barr, S. (February 10, 2016). "Leading After-school Group Disappointed by Obama Budget" Youth today.

Issue 6: Sources and Endnotes

1. Cochran-Smith, Marilyn. "The Problem of Teacher Education." *Journal of Teacher Education*, Vol.55, No.4, September/October 2004.
2. Hargreaves, Andy and Michael Fullan. "The Power of Professional Capital."
3. Council of Chief State School Officers. "Our Responsibility, Our Promise: Transforming Educator Preparation and Entry into the Profession." <http://scee.groupsite.com/page/preparation>.
4. Louisiana Board of Regents.
5. Ibid.
6. Ibid.

- 7 Ibid.
- 8 Ibid.
- 9 Ibid.
- 10 Louisiana Believes.com.
- 11 Louisiana Department of Education. "Believe & Prepared Louisiana's Best Generation of Educators."
- 12 Louisiana Department of Education. "Teacher Preparation Policy Framework."

Issue 7: Sources and Endnotes

- 1 Education Commission of the States,
- 2 Education Commission of the States, 2016 State of the State Addresses: Governors' top education issues. www.ecs.org/2016-State-of-the-States-Addresses.pdf
- 3 Louisiana Public Square, "Charter Schools in Louisiana" 2010, www.lpb.org
- 4 www.louisianabelieves.org indicates the state has 1303 public schools inclusive of charter schools

Issue 8: Sources and Endnotes

- 1 Department of Justice, Office of Civil Rights, "Dear Colleague" Jan. 2014.
- 2 Directory of Resources for school climate available at www2.ed.gov/policy/gen/guid/school-discipline/appendix-1-directory.pdf
- 3 LYJC, Fact Sheet on HB 1159/833, Spring 2016

Issue 9: Sources and Endnotes

- 1 Carnevale

Issue 10: Sources and Endnotes

- 1 Carnevale, A.P.; Smith, N. & Strohl, J. (2013) Recovery: Job Growth and Education Requirements through 2020, Georgetown University Center on Education and the Workforce.
- 2 Carnevale, A.P.; Smith, N. & Strohl, J. (2013) Recovery: Job Growth and Education Requirements through 2020, Georgetown University Center on Education and the Workforce.
- 3 Anthony P. Carnevale, Tamara Jayasundera and Artem Gulish (August 17, 2015), Good Jobs Are Back: College Graduates Are First in Line, Georgetown University Center on Education and the Workforce
- 4 Lumina Foundation, A Stronger Nation through Higher Education, (2015).
- 5 State Higher Education Executive Officers Association, State Higher Education Finance report, (2014).
- 6 College Board, Trends in Higher Education Series, Trends in College Pricing (2015)
- 7 State Higher Education Executive Officers Association, State Higher Education Finance report, (2014).
- 8 Sophie Quinto, The PEW Charitable Trusts, Stateline report, The High Cost of Higher Education (January 25, 2016)
- 9 Martha Snyder, HCM Strategists, Driving Better Outcomes: Typology and Principles to Inform Outcomes-Based Funding Models
- 10 State Higher Education Executive Officers Association, State Higher Education Finance report, (2014).
- 11 College Board, Trends in Higher Education Series, Trends in College Pricing (2015)
- 12 Governor John Bel Edwards Transition Committee Report, Board of Regents data, (January 22, 2016)
- 13 College Board, Trends in Higher Education Series, Trends in College Pricing (2015)
- 14 State Higher Education Executive Officers Association, State Higher

- Education Finance report, (2014).
- 15 Sujuan W. Boutte, Overview of Financial Aid and Affordability in Louisiana, Louisiana Office of Student Financial Assistance presentation (December 10, 2015)
- 16 U.S. Bureau of the Census, "2013 American Community Survey"
- 17 Lumina Foundation, A Stronger Nation through Higher Education, (2015).
- 18 Lumina Foundation, A Stronger Nation through Higher Education, (2015).
- 19 Dr. Monty Sullivan, Louisiana Community and Technical College System, Investing in Louisiana's Workforce presentation, Louisiana Workforce Commission Long-term Occupational Forecasts data (2015)
- 20 Curt Eysink, Louisiana Workforce Commission, Narrowing the Gap: Building Louisiana's Workforce Together presentation, (December 4, 2015)
- 21 Dr. Joseph C. Rallo, Dr. Larry Tremblay, Louisiana Board of Regents, The Landscape of Louisiana Higher Education presentation, (December 9, 2015)

Special thanks to these organizations for their generous support



REILY FOUNDATION
BOB AND MARGARET REILY



Orleans Public Education Network
332 Tulane Avenue
New Orleans, LA 70119
(504) 821-4004
www.opennola.org



Education's Next Horizon
412 N. 4th St., Suite 104A
Baton Rouge, Louisiana 70802
(225) 383-3844
www.ednexthorizon.org