



**RHODE
ISLAND**

PPSD Turnaround Review

School Board Presentation & Consultation Discussion

August 21, 2024



Presentation Overview



**Review Relevant
Statutes &
Regulations**



**Review Key Findings
from Independent
Reports**



**Receive
Consultation
from PPSD
Board**



**1) Review Relevant Statutes
(RIGL § 16-7.1-5.1)
&
Regulations
(200-RICR-20-05-6)**



RIDE Rhode Island
Department
of Education

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Statutory Context: RIGL § 16-7.1-5.1

- Section D: Requires the Council on Elementary and Secondary Education to promulgate statewide regulations providing for when a district under state intervention exits turnaround status and returns to local control.
- Section E: Applies these statewide regulations to PPSD, enabling the Commissioner to make a recommendation to the Council on PPSD's continued turnaround status for their approval, after consultation with the Providence School Board.
- Comparable States: Statutory language comparable to language from MA.
- History: Legislative requirement enacted in 2022.

Guiding Principles for Developing Regulations



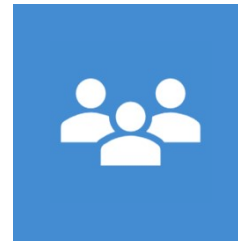
State-level regulations, applicable to the Council's role for any district under the Crowley Act



Leveraged Massachusetts' existing regulations as a model given similarities in statutes



Engaged local and national experts in school governance to help inform regulation development



Conducted a robust, statewide, public comment process, consistent with best-practices, going above regulatory requirements



Promulgation & Implementation Timeline

State-Level (Regulation Development & Promulgation)

Providence-Specific (Regulation Implementation)



Nov. – Dec. 2023

RIDE conducted a robust Statewide public comment process on the regulations



Jan. – Apr. 2024
Council approved updated recommendations (Feb.) and Secretary of State formally promulgated (April)



Aug. 2024
Reports released (8/16), RIDE consults PPSD Board (8/21), and Commissioner issues recommendation on PPSD's intervention status to the Council (8/29)

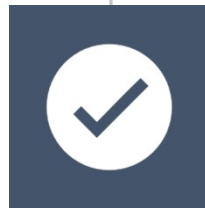
Sep. – Oct. 2023

Council reviewed and approved the draft regulations for public comment



Dec. 2023 – Jan. 2024

RIDE reviewed public comment and revised regulations based on third-party, expert recommendations (Dr. Wong, Brown)



May – Jul. 2024

Based on statewide regulations, RIDE launched the formal review process of the PPSD intervention

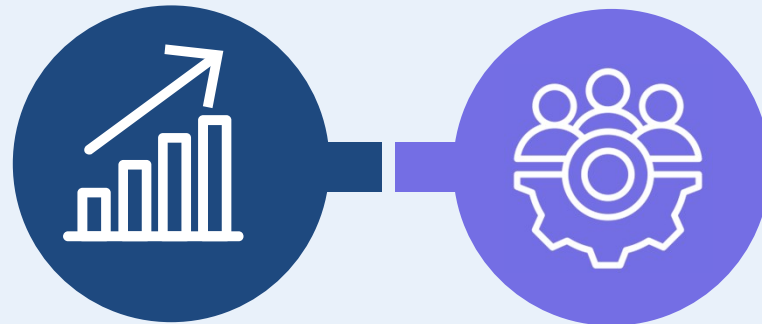


Regulation Components: Review Considerations

Informed by expert guidance and public comment, prior to the end of any order under the Crowley Act, the Commissioner must prepare a report and recommendation to the Council based on an analysis of the following two key conditions:

1) Progress

If the LEA has made sufficient progress based on the pre-defined academic and other progress measures within the turnaround plan



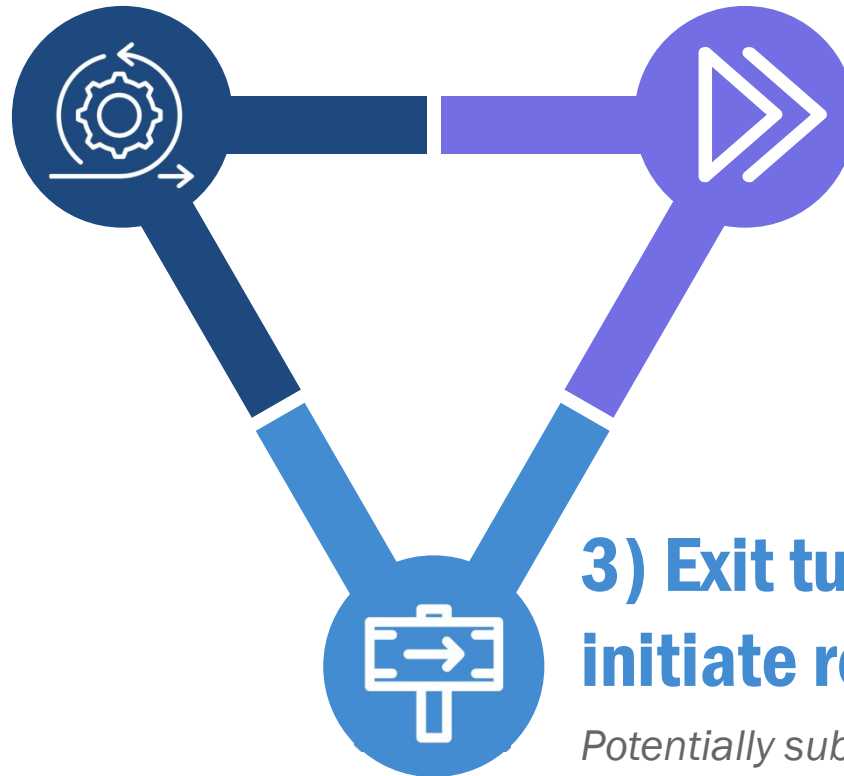
2) Capacity

If the LEA, school board, and municipal entity possess the capacity and readiness to sustain the LEA's progress if the LEA is returned to local control

Regulation Components: Recommendation Options

Per state law and regulations, the Commissioner's recommendation to the Council for their approval will align to one following three options:

1) Renew the existing turnaround plan



2) Create a new turnaround plan

3) Exit turnaround status and initiate return to local control

Potentially subject to a transitional period

2) Review Key Findings from the Independent Reports



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Department
of Education

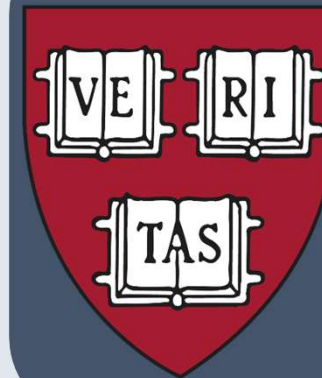
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Overview of Independent Reviews

RIDE engaged two highly-qualified organizations to conduct expert, third-party, independent evaluations of progress and capacity to inform the Commissioner's recommendation regarding PPSD's intervention status.



SchoolWorks
Assessing Quality, Building Capacity



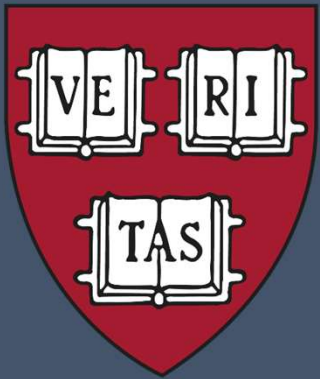
Center for Education
Policy Research
HARVARD UNIVERSITY



2) Review Key Findings from the Independent Reports

Harvard Graduation School of
Education - Center for
Educational Policy Research
(HGSE-CEPR)

About the Center for Education Policy Research



Center for Education
Policy Research
HARVARD UNIVERSITY

- CEPR: Nationally-recognized, rigorous research center at HGSE, dedicated to transforming education through the power of quality research and evidence.
- Led by Professor Tom Kane: Faculty Director for CEPR, renowned education economist and Walter H. Gale Professor of Education at HGSE. National leader and expert on evaluating the impact of the COVID-19 pandemic on student learning.

HGSE-CEPR: Key Questions for Review

1

How did PPSD's learning loss during the pandemic (as measured from 2019 to 2022) compare to similar districts in RI, MA, & CT?

2

How did PPSD's post-pandemic learning recovery (as measured from 2022 to 2023) compare to these similar districts?

3

When considering the whole period, 2019 to 2023, how does the change in achievement in PPSD compare to these similar districts?

Quick Recap: Pandemic Context

The New York Times

SCHOOLS IN THE PANDEMIC: A REPORT CARD

Providence Kept Classrooms Open, and the Students Came Back

Unlike in many Northeastern cities, a majority of families in Rhode Island's capital have sent their children back to school.



- **Intervention/Pandemic Timeline:** The global pandemic started in early March 2020, four months after the launch of the PPSD intervention in November 2019.
 - March 7, 2020: TAP Community Design Day
- **Pandemic Response National Recognition:** PPSD and Rhode Island received national recognition for safely returning students to in-person learning.
- **Academic Impact:** A 2022 statewide report from the National Center for the Improvement of Educational Assessments concluded that reaching pre-pandemic levels of student achievement will take at least 3-5 years of accelerated learning strategies.



CEPR: Review Methodology and Process



Data Sources

Analyzed RICAS and MCAS scores for comparisons between Providence and similar districts in Rhode Island and Massachusetts, and the Stanford Education Data Archive (SEDA) data, based off of NAEP results, for RI, MA, and CT comparisons.



Time Periods

CERP evaluated three time periods, from 2019-2022 (pandemic learning loss), 2022 to 2023 (pandemic learning recovery), and 2019 to 2023 (overall change). Did not include 2020 and 2021 data due to pandemic disruption and incomplete data from different states.



Comparison District Selection

CEPR created an index based on grades 3-8 enrollment and the share of low-income, Black or Hispanic, and Multilingual Learners to identify suitable comparison districts for PPSD in RI, MA, and CT.

CEPR: Comparison Districts to PPSD

Below is a list of the CEPR comparison districts used to compare the relative performance of Providence Public School District from 2019 to 2024.



Rhode Island

- Johnston
- Pawtucket
- Newport
- West Warwick
- Woonsocket



Massachusetts

- Brockton
- Chelsea
- Everett
- Holyoke
- Springfield



Connecticut

- Hartford
- New Britain
- Windham
- Waterbury
- Bridgeport



CEPR: Key Findings



Question 1: Pandemic Learning Loss (2019 – 2022)

- **Reading:** PPSD experienced less learning loss in mean reading achievement than the comparison districts in RI, MA, and CT comparison districts.
- **Math:** PPSD experienced less learning loss in mean math achievement than the MA and CT comparison districts, and similar loss as the RI comparison districts.



Question 2: Post-Pandemic Learning Recovery (2022 – 2023)

- **Reading:** PPSD experienced greater post-pandemic recovery in mean reading achievement than the comparison districts in RI, MA, and CT comparison districts.
- **Math:** PPSD experienced greater post-pandemic recovery in mean math achievement than the RI and MA comparison districts, and similar gains to the CT comparison districts.

CEPR: Key Findings (Continued)



Question 3:
Overall Changes
in Performance
(2019 – 2023)

- **Math & Reading:** Overall declines were smaller in PPSD in math and LEA achievement between 2019 and 2023 than comparison districts in all three states – RI, MA, and CT.

- **Black, Hispanic, Differently-Abled, and Low-Income Students:** PPSD experienced smaller overall declines for both reading and math these student subgroups from 2019 to 2023 than comparison districts in both RI and MA.

- **Multilingual Learners - Pandemic Loss:** For math and reading, PPSD experienced less learning loss (2019-2022) than MA comparison districts, but more than RI comparison districts.

- **Multilingual Learners - Post-Pandemic Recovery:** For math and reading, PPSD experienced greater learning recovery (2022-23) than both RI and MA comparison districts.

**Additional
Student Subgroup
Findings**



CEPR: Key Findings (Summary Table)

The below table summarizes how PPSD's performance compared to comparison districts in RI, MA, and CT

		PPSD's Performance vs. Comparison Districts		
HGSE-CEPR Research Question	Subject	Rhode Island Comparisons	Massachusetts Comparisons	Connecticut Comparisons
Question 1: Pandemic Learning Loss (2019 - 2022)	Reading	✓	✓	✓
	Math	~	✓	✓
Question #2: Post-Pandemic Learning Recovery (2022 - 2023)	Reading	✓	✓	✓
	Math	✓	✓	~
Question #3: Overall Change (2019 - 2023)	Reading	✓	✓	✓
	Math	✓	✓	✓

Key: For PPSD, Green/✓ means performance gains were higher, Gray/~ means the gains were similar, and a red/X means gains were less, than comparison districts in RI, MA, and CT

CEPR: Caveats and Future Analysis

CEPR identified that while their results suggest PPSD is moving in the right direction, the evidence prevents them from drawing definitive causal conclusions due to two analytical limitations:



Analytical Limitations:

1. Two years of reliable student assessments post pandemic (and a single year change in annual scores)
2. Decline in PPSD enrollment from 2019 to 2023

CEPR identifies that future analysis using 2024 and 2025 data and longitudinal student level data will allow a fuller appraisal

2) Review Key Findings from the Independent Reports

SchoolWorks

About SchoolWorks



- SchoolWorks is a nationally recognized education consulting company
- SchoolWorks has extensive experience conducting similar district, school, and state level reviews (e.g., Massachusetts and Colorado)
- SchoolWorks also has experience within Rhode Island, having supported school improvement and school redesign efforts, and conducted other Council review processes

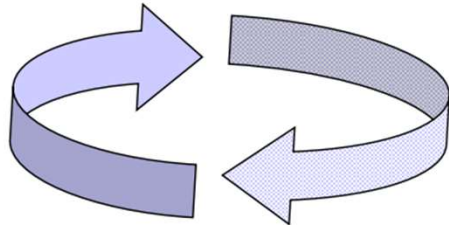
How SchoolsWorks Conducts Reviews

SchoolWorks uses a comprehensive, criterion-driven, evidence-based system and an iterative analysis process with professional judgement to come to consensus on findings.

Figure 2: An iterative process

4. **Findings:** Professional determinations based on **evidence** and **trends** and grounded in the protocol criteria

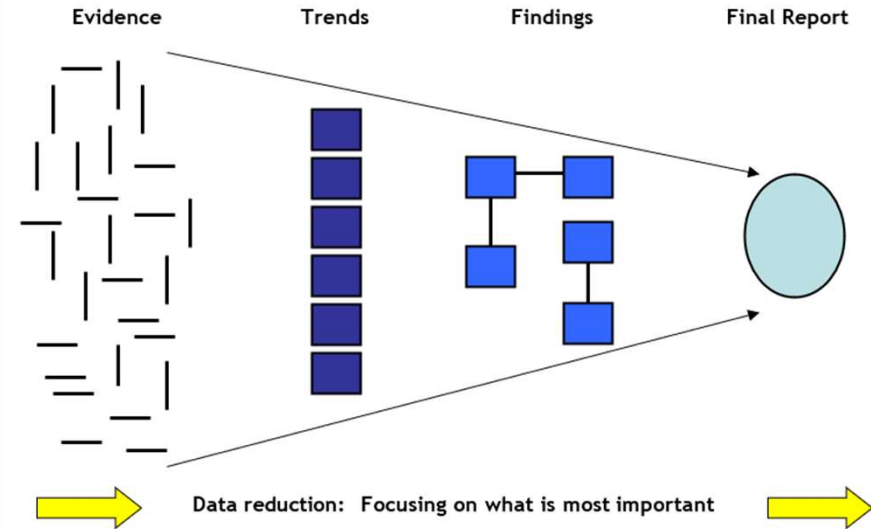
1. **Evidence:** Documents and interviews



3. **Feedback:** Trends provided to the client for comment and redirection and, eventually, **findings** reported orally to the client.

2. **Trends:** Developing themes that are based on the **evidence** collected; trends are anchored in the protocol's criteria and indicators that relate to the protocol review focus questions

Figure 3: Moving from evidence to findings



See SchoolWorks' LEA Turnaround Review Protocol for a complete description of SchoolWorks' process and how it was applied to PPSD's review

SchoolWorks: Overview of PPSD's Review

In June 2024, SchoolWorks completed a comprehensive, standards-based independent analysis of turnaround progress and capacity within Providence.



Review Standards and Framework Development

Standards and process framework for review developed with expert external guidance from Dr. Kenneth Wong of Brown University.



School Visits

6 schools visited (all also participated in Johns Hopkins review), with 2 across each grade level. 30 total random classroom observations.



Stakeholder Interviews

Over 280 total stakeholder interviews at both the district and school levels, including approximately 85 educators, 40 students, and 40 family and community members, as well as district, school board, city, and state officials.



Evidence Collection & Review

In depth evidence and document collection and review, with evidence submitted by the district, school board, city officials, and RIDE. Data metrics reviewed based off of SY22-23 (most recent year of complete data).

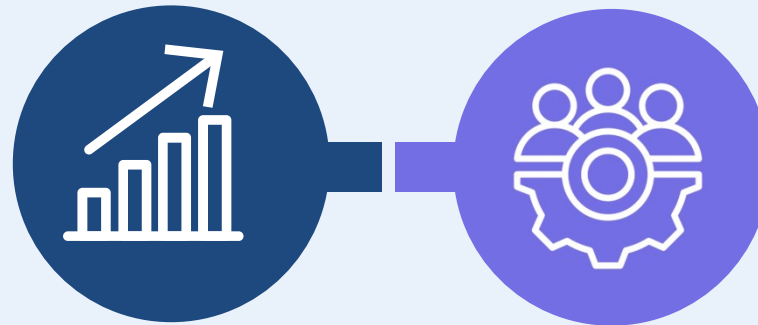
SchoolWorks: Review Standards

Statewide LEA review standards were developed with Dr. Wong to address two fundamental questions and designed to be aligned to RIDE's Basic Education Program (BEP), MA's District Review Protocol, and other best practices.

1) Progress

(Standard 1) If the LEA has made sufficient progress based on the pre-defined academic and other progress measures within the turnaround plan

LEA Progress (Standard 1) is directly aligned to PPSD's Turnaround Action Plan metrics



2) Capacity

If the LEA (Standard 2), school board (Standard 3), and municipal entity (Standard 4) possess the capacity and readiness to sustain the LEA's progress if the LEA is returned to local control

LEA Capacity (Standard 2) is aligned to the 7 Core essential Functions of an LEA within RIDE's BEP



Key Findings: LEA Progress (Standard 1)



TAP Pillar:
Engaged
Communities



TAP Pillar:
World Class
Talent



TAP Pillar:
Excellence in
Learning



TAP Pillar:
Efficient
District
Systems



Key Findings: LEA Progress (Standard 1)



TAP Pillar:
Engaged
Communities

TAP Metrics:

- 75% of metrics were fully met or on track to be met as of SY22-23

Highlighted Progress in SW Review:

- Increased the number of students who feel a sense of belonging
- Increased the number of families who have positive perceptions and interactions with their individual schools

Highlighted Areas for Future Phases of Improvement in SW Review:

- Despite the increase in the number of families who have a positive perception of their individual schools, the number who have a favorable perception of the district has decreased



Key Findings: LEA Progress (Standard 1, Continued)



TAP Pillar:
Excellence in
Learning

TAP Metrics:

- 32% of metrics were fully met or on track to be met as of SY22-23

Highlighted Progress in SW Review:

- PPSD has implemented activities and interventions in an attempt to improve scores on standardized state assessments
- PPSD has increased the number of Multilingual Learners (MLLs) in advanced academic courses

Highlighted Areas for Future Phases of Improvement in SW Review:

- Although activities and interventions to improve standardized test scores have increased, there is still work to be done to improve the percentage of students meeting and exceeding expectations on all assessments



Key Findings: LEA Progress (Standard 1, Continued)



TAP Pillar:
World Class
Talent

TAP Metrics:

- 60% of metrics were fully met or on track to be met as of SY22-23

Highlighted Progress in SW Review:

- Increased the percentage of teachers holding and using the English as a Second Language/Bilingual Dual Language (ESL/BDL) Certification
- Increased access to job-embedded professional development (PD) for teachers

Highlighted Areas for Future Phases of Improvement in SW Review:

- Despite PPSD's efforts and revamped HR systems, fully staffed classrooms, qualified external applicants, and the number of teachers of color are still below the identified TAP goal



Key Findings: LEA Progress (Standard 1, Continued)



TAP Pillar:
Efficient
District
Systems

TAP Metrics:

- 67% of metrics were fully met or on track to be met as of SY22-23

Highlighted Progress:

- Increased funding available for school-based decision making
- Increased access to district resources for school leaders
- Streamlined the process of working with contractors

Highlighted Areas for Future Phases of Improvement:

- The number of school leaders who have a favorable perception of PPSD has decreased



Key Findings: LEA Capacity (Standard 2)

Standards and indicators for LEA Capacity (Standard 2) were organized by the seven essential functions for an LEA identified within the BEP, and were aligned to requirements in the BEP, similar standards in MA, and other national best-practices.



Standard 2.1:
Leads Focus on Learning/
Achievement



Standard 2.2:
Recruits,
Supports,
Retains Highly-
Effective Staff



Standard 2.3:
High-Quality
Curriculum
Materials &
Instruction



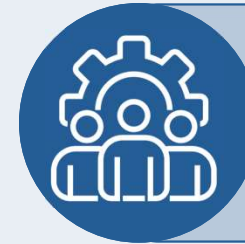
Standard 2.4:
Uses
Information for
Planning/
Accountability



Standard 2.5:
Engages
Families and the
Community



Standard 2.6:
Safe, Supportive
Environments
for Students &
Staff



Standard 2.7:
Equity &
Adequacy of
Fiscal/HR
Resources



Key Findings: LEA Capacity (Standard 2)

SchoolWorks' review finding statements for each standard:



Standard 2.1:

Leads Focus on Learning/
Achievement

- PPSD proves some onsite direction that guides site-based leadership.
- PPSD does not yet consistently identify expectations and accountability for implementation of proven practices and has only addressed some barriers to implementation of identified educational goals.



Standard 2.2:

Recruits,
Supports,
Retains Highly-
Effective Staff

- PPSD has developed some new systems to support the recruitment, identification, mentorship, support, and retention of effective staff.
- PPSD has not yet built the capacity of staff to meet organizational expectations, and they are in the beginning stages of providing job-embedded PD based on student need.



Key Findings: LEA Capacity (Standard 2, Continued)

SchoolWorks' review finding statements for each standard:



Standard 2.3:

High-Quality Curriculum Materials & Instruction

- PPSD has selected curriculum based on data and is beginning to focus on data-driven instructional strategies.
- PPSD is beginning to focus on job-embedded PD, culturally responsive practice, and the implementation of formative and summative assessments.



Standard 2.4:

Uses Information for Planning / Accountability

- PPSD is beginning to develop and implement proficiency-based comprehensive assessment systems.
- PPSD is beginning to distribute the results of measured school progress and student performance and beginning to develop responsive information systems.

Key Findings: LEA Capacity (Standard 2, Continued)

SchoolWorks' review finding statements for each standard:



Standard 2.5:
Engages Families
and the
Community

- PPSD is beginning to implement effective family and community communication systems.
- PPSD is not yet engaging families and the community to promote positive student achievement and behavior.
- PPSD is beginning to provide some adult & alternative learning opportunities that are somewhat integrated with community needs.



Standard 2.6:
Safe, Supportive
Environments for
Students & Staff

- PPSD has a plan that is beginning to address the physical, social, and emotional needs of all students.
- This plan has not yet resulted in the perception of entirely safe facilities and learning environments for all students and staff.
- Students have at least one adult accountable for their learning.



Key Findings: LEA Capacity (Standard 2, Continued)

SchoolWorks' review finding statements for each standard:



Standard 2.7:

Equity &
Adequacy of
Fiscal/HR
Resources

- PPSD identifies resources to meet student needs but does not provide requisite resources to fully meet those needs.
- PPSD is beginning to allocate fiscal and human resources based on student need by implementing systems to overcome barriers to effective resource allocation at the school level.



Key Findings: School Board Capacity (Standard 3)

School Board Capacity and Readiness standards (Standard 3) were developed in consultation with Dr. Wong, and a review of national best-practices and legislative requirements.

Standard 3.1:

Focus on improving outcomes for students



Standard 3.2:

Establishes a culture of collaboration



Standard 3.3:

Fulfills legal and fiduciary responsibilities



Key Findings: School Board Capacity (Standard 3)

SchoolWorks' review finding statements for each standard:



Standard 3.1:

Focus on improving outcomes for students

- The School Board has a limited focus on improving outcomes for students.



Standard 3.2:

Establishes a culture of collaboration

- The School Board does not establish a culture of collaboration.



Key Findings: School Board Capacity (Standard 3)

SchoolWorks' review finding statements for each standard:



Standard 3.3:

Fulfills legal and fiduciary responsibilities

- The School Board does not adequately fulfill legal and fiduciary responsibilities as defined in Rhode Island state law.



Key Findings: Municipal Capacity (Standard 4)

Municipal Entity Capacity and Readiness standards (Standard 4) were developed in consultation with Dr. Wong, and a review of national best-practices and legislative requirements.



Standard 4.1:

Ensures Fiscal
and Legal
Compliance



Standard 4.2:

Demonstrates
Community
Leadership



Key Findings: Municipal Capacity (Standard 4)

SchoolWorks' review finding statements for each standard:



Standard 4.1:
Ensures Fiscal
and Legal
Compliance

- While the municipal entity fulfills most of its legal responsibilities to support the success of the LEA, it is unclear whether it fulfills its fiscal responsibilities to the LEA.



Standard 4.2:
Demonstrates
Community
Leadership

- The municipal entity is beginning to provide value-added leadership in galvanizing community and municipal assets to effectively support the LEA.

3) Receive Consultation from the PPSD School Board