Long and Short-Run Role of States in Educational Equity

Dr. Kenneth Shores
University of Delaware School of Education

Council of State Governments Midwestern Legislative Conference
April 8, 2022
Talk Outline

Student educational outcomes are very unequal
• Gaps in test scores between racial/ethnic minoritized students are large and rate of decline has stalled
• Gaps in test scores between income groups are large and have increased

Inequality in K-12 inputs is more complicated
• Spending is modestly favorable to disadvantaged students in nearly all states
• Non-monetary resources tend to be unequally distributed:
  • Policing
  • Support services and advanced classes
  • Teacher quality

Obstacles to equity that remain:
• Spending differences across state borders
• Modest levels of spending progressivity likely insufficient to increase quality of educational inputs, i.e., teachers
• Consequences of Covid will be felt for a long time
Talk Outline

Student educational outcomes are very unequal

- Gaps in test scores between racial/ethnic minoritized students are large and rate of decline has stalled
- Gaps in test scores between income groups are large and have likely increased

Obstacles to equity that remain:
- Spending differences across state borders
- Modest levels of spending progressivity likely insufficient to increase quality of educational inputs, i.e., teachers
- Consequences of Covid will be felt for a long time
Student educational outcomes are very unequal

• Gaps in test scores between racial/ethnic minoritized students are large and rate of decline has stalled
• Gaps in test scores between income groups are large and have likely increased

Inequality in K-12 inputs is more complicated

• Spending is modestly favorable to disadvantaged students in nearly all states
• Non-monetary resources tend to be unequally distributed:
  • Policing & Discipline
  • Support services and advanced classes
  • Teacher quality

Obstacles to equity that remain:

• Spending differences across state borders
• Modest levels of spending progressivity likely insufficient to increase quality of educational inputs, i.e., teachers
• Consequences of Covid will be felt for a long time
Student educational outcomes are very unequal

- Gaps in test scores between racial/ethnic minoritized students are large and rate of decline has stalled
- Gaps in test scores between income groups are large and have likely increased

Inequality in K-12 inputs is more complicated

- Spending is modestly favorable to disadvantaged students in nearly all states
- Non-monetary resources tend to be unequally distributed:
  - Policing & Discipline
  - Support services and advanced classes
  - Teacher quality

Obstacles to equity that remain:

- Spending differences across state borders
- Modest levels of spending progressivity unlikely to increase quality of educational inputs, i.e., teachers
- Consequences of Covid likely to be felt for a long time
Income achievement gaps have increased

Black-White gaps declined and now steady
Black-White and Hispanic-White achievement gaps vary among cities
Racial/ethnic achievement gaps explained by racial/ethnic differences in economic advantage.
Public policies still matter

- Increased K-12 spending increases graduation rates
- Increased K-12 spending + early childhood education increases educational attainment
- Increased teacher quality increases wages
Public policies still matter

Increased K-12 spending increases graduation rates

Increased K-12 spending + early childhood education increases educational attainment

Increased teacher quality increases wages
Public policies still matter

Increased K-12 spending increases graduation rates

Increased K-12 spending + early childhood education increases educational attainment
Public policies still matter

- Increased K-12 spending increases graduation rates
- Increased K-12 spending + early childhood education increases educational attainment
- Increased teacher quality increases wages
States are an increasingly important component of K-12 education.
States are an increasingly important component of K-12 education.
States are an increasingly important component of K-12 education.
States are the primary mechanism to equalize funding
Total revenues per pupil are greater for students in poverty in nearly all states.
This is accomplished via the distribution of state revenues.
State revenues compensate for local revenues
Black students do not benefit equally from state funding formulae.

Many more states spend less on Black students than White students.
Hispanic students do not benefit equally from state funding formulae.

Even more states spend less on Hispanic students than White students.
Important to distinguish *within* and *between* state spending.
State A spends more than State B

<table>
<thead>
<tr>
<th>District 1</th>
<th>District 2</th>
<th>District 1</th>
<th>District 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>$12,000</td>
<td>$8,000</td>
<td>$8,500</td>
<td>$6,500</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>District 3</th>
<th>District 4</th>
<th>District 3</th>
<th>District 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>$12,000</td>
<td>$8,000</td>
<td>$8,500</td>
<td>$6,500</td>
</tr>
</tbody>
</table>

State A $10,000

State B $7,500

Nation $8,750

State A spends more than State B
There are more Orange students in State B than in State A.

More orange students in State B

<table>
<thead>
<tr>
<th></th>
<th>State A</th>
<th>State B</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nation</td>
<td>$8,750</td>
<td>$7,500</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>District</th>
<th>State A</th>
<th>District 2</th>
<th>District 1</th>
<th>District 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>$12,000</td>
<td>$8,000</td>
<td>$8,500</td>
<td>$6,500</td>
</tr>
<tr>
<td>2</td>
<td>$13,000</td>
<td>$11,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>$13,000</td>
<td>$11,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>$13,000</td>
<td>$11,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>$13,000</td>
<td>$11,000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Across the country, Orange receives less than Blue

Orange students have less revs than Blue
In State A, more Orange attend school in high spending districts.
In State A, Orange receives more revenues than Blue.
In State B, more Orange also attend school in high spending districts, and Orange also receives more than Blue

<table>
<thead>
<tr>
<th></th>
<th>Nation</th>
<th>State A $10,000</th>
<th>State B $7,500</th>
</tr>
</thead>
<tbody>
<tr>
<td>District 1</td>
<td>$12,000</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 2</td>
<td>$8,000</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 3</td>
<td>$12,000</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 4</td>
<td>$8,000</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 1</td>
<td>$8,500</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 2</td>
<td>$6,500</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 3</td>
<td>$8,500</td>
<td>$11,000</td>
<td></td>
</tr>
<tr>
<td>District 4</td>
<td>$6,500</td>
<td>$11,000</td>
<td></td>
</tr>
</tbody>
</table>
Individual states can be progressive but the totality is still regressive
Important to distinguish *within* and *between* state spending

nearly 50% of Hispanic students attend school in these 12 states
On average within states, spending favors disadvantaged groups.

<table>
<thead>
<tr>
<th>Comparison</th>
<th>Average Gap in a State</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor to Nonpoor</td>
<td>$438</td>
</tr>
<tr>
<td>Black to White</td>
<td>$391</td>
</tr>
<tr>
<td>Hispanic to White</td>
<td>$205</td>
</tr>
</tbody>
</table>
On average within states, spending favors disadvantaged groups.

On average between states, spending is much less favorable or disfavorable.

<table>
<thead>
<tr>
<th></th>
<th>Average Gap in a State</th>
<th>Average Gap in the US</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor to Nonpoor</td>
<td>$438</td>
<td>$155</td>
</tr>
<tr>
<td>Black to White</td>
<td>$391</td>
<td>-$36</td>
</tr>
<tr>
<td>Hispanic to White</td>
<td>$205</td>
<td>-$796</td>
</tr>
</tbody>
</table>
Unequal distribution of non-monetary inputs

Policing & School Discipline
- Black and Hispanic students are 2 and 1.5 times more likely to have police officers in their school than White students.
- School resource officers increase exclusionary discipline outcomes for everyone, but rates for Black students are more than 2 times those of White students.

Support Services & Specialized Courses
- School counselors have large effects on postsecondary outcomes.
- Hispanic students have less access to counselors than White students; Black students have similar access as White students.
- White students are approximately 3 times more likely to have Gifted classes; 2.2 times more likely to have AP classes.

Teacher Quality
- Black, Hispanic, and low-income students are approximately 2-6 times more likely than White or non-low-income students to have low-quality teachers.
Unequal distribution of non-monetary inputs

**Policing & School Discipline**

- Black and Hispanic students are 2 and 1.5 times more likely to have police officer in their school as White students
- School resource officers increase exclusionary discipline outcomes for everyone, but rates for Black students more than 2x White students

**Support Services & Specialized Courses**

- School counselors have large positive effects on postsecondary outcomes
- Hispanic students have less access to counselors than White students; Black students have similar access as White students
- White students ~3x Black students to have Gifted classes; 2.2x to have AP

**Teacher Quality**

- Black, Hispanic, and low-income students ~2-6x more likely than White or non-low-income students to have low quality teacher
- Financial incentives have been shown to only weakly incentivize high quality teachers to move
- Current levels of progressivity will not move teachers
Unequal distribution of non-monetary inputs

### Policing & School Discipline
- Black and Hispanic students are 2 and 1.5 times more likely to have police officer in their school as White students.
- School resource officers increase exclusionary discipline outcomes for everyone, but rates for Black students more than 2x White students.

### Support Services & Specialized Courses
- School counselors have large positive effects on postsecondary outcomes.
- Hispanic students have less access to counselors than White students; Black students have similar access as White students.
- White students ~3x Black students to have Gifted classes; 2.2x to have AP.
## Unequal distribution of non-monetary inputs

<table>
<thead>
<tr>
<th>Policing &amp; School Discipline</th>
<th>Support Services &amp; Specialized Courses</th>
<th>Teacher Quality</th>
</tr>
</thead>
</table>
| • Black and Hispanic students are 2 and 1.5 times more likely to have police officer in their school as White students | • School counselors have large positive effects on postsecondary outcomes  
• Hispanic students have less access to counselors than White students; Black students have similar access as White students  
• White students ~3x Black students to have Gifted classes; 2.2x to have AP | • Black, Hispanic, and low-income students ~2-6x more likely than White or non-low-income students to have low quality teacher  
• Financial incentives have been shown to only weakly incentivize high quality teachers to move  
• Current levels of progressivity will not move teachers |
Taking stock

• States more important than ever at equalizing resources
• State efforts have been, for the most part, successful at equalizing or providing additional spending to disadvantaged students
• Resource gaps persist:
  • Between states, Black, Hispanic, and low-income students reside in lower-spending states
  • Within states, unequal access to quality teachers persistent feature of K-12 schooling
  • School disciplinary policy continues to penalize Black and other minoritized students
Effects of Covid are astronomical

Covid and the year+ of remote instruction have devastated student learning

• Plausible estimates put learning loss at 0.25 to 0.48 SD for low-income students and 0.21 to 0.35 SD for non-low-income students

• Corresponds to about 40-80% of the Black-white achievement gap in one year

• School finance literature suggests $1,000 per year = 0.012 SD of achievement, or about $20K to $40K per pupil

• Total spending needed to offset learning loss far exceeds ESSER
Looking forward to discussion and questions