Surprising Strengths and Substantial Needs: Rural District Implementation of Common Core State Standards

Thomas Timar
Allison Carter

June 2017

PACE
Policy Analysis for California Education
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Pivot Learning Partners

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Introduction and Overview

In August 2010, the California State Board of Education adopted the Common Core State Standards (CCSS). Three years later, the president of the State Board, Dr. Michael Kirst, noted that CCSS “changes almost everything,” including what teachers teach, how they teach, and what students are expected to learn (Kirst, 2013). Echoing his sentiments, Dr. Milbrey McLaughlin argued that “the practices and activities that faithful implementation of the CCSS would require are a long stretch for most California educators, and run contrary in many respects to deep-rooted features of teaching and learning in the United States” (McLaughlin, 2014). The adoption of ambitious new standards marked a dramatic change after many years of stability in state education policy.

With over six million students, California is the nation’s largest education system. The sheer number of districts (1,000) and schools (10,000) militates against one-size-fits-all policy implementation strategies. In addition, standards implementation is invariably influenced by a long list of community-, district-, and school-level contextual factors including geography, history, demographics, location, local politics, teacher capacity, human resources, and wealth. In California, moreover, implementation of the CCSS has been further complicated by the recent adoption of two other major policy initiatives—the Local Control Funding Formula (LCFF) and the Local Control Accountability Plan (LCAP). The simultaneous implementation of CCSS, LCFF, and LCAP continues to pose significant capacity challenges to local educational agencies (LEAs). These reforms demand major changes in districts, schools, and classrooms, while shifting the primary responsibility for decision-making and resource allocation to local actors. This is a radical change in a governance system that was previously highly centralized, and it is clear that not all LEAs are fully prepared to meet their new responsibilities.

The successful implementation of CCSS needs to be anchored in mutually agreed norms as well as in common practices, purposes, methods, and language. Establishing this level of shared understanding and uniform practice within and across districts requires a complex and demanding skill set—one that neither County Offices of Education (COEs) nor school and district practitioners have had to possess prior to the implementation of these ambitious state initiatives. Not surprisingly, therefore, several studies of CCSS implementation have found a great deal of variation in access to the ongoing district, school, and classroom supports necessary to enable changes in instruction. In a 2016 WestEd survey, all groups of educators—teachers, administrators, and support personnel—complained of a lack of high-quality CCSS-aligned instructional materials, especially for English Language Arts (ELA). Teachers also confirmed a need for more consistent and coherent job-embedded professional development to assist them in their implementation efforts. In the absence of these supports, teachers often
relied on their peers as a primary source of support for curriculum development (Makkonen & Sheffield, 2016).

All California school districts face obstacles in their efforts to implement CCSS, and virtually all will need support if the new standards are to be implemented successfully. In general, however, suburban and urban districts are likely to have readier access to all kinds of supports, as compared to their counterparts in isolated and under-resourced parts of the state. The purpose of this paper is to assess whether small and rural districts in California face unique challenges in CCSS implementation because of their size and location. We seek to answer the following questions:

- Do capacity limitations related to central office staffing, budget, and geography limit the ability of small and rural districts to provide comprehensive support for principals and teachers?
- Do rural districts have access to the same kinds of support services as other districts?
- Are rural districts limited by size and sparseness of services?
- Are the implementation challenges of rural districts sufficiently different from those of suburban and urban districts to require special attention?

Our answers are based on our work with the nine districts in the Rural Professional Learning Network (RPLN), which brought the districts together to work on shared problems in CCSS implementation.

**RPLN District Introduction and Overview**

It is widely acknowledged that urban school districts face daunting challenges in their efforts to improve the educational opportunities they provide for their students. The obstacles facing rural schools are less widely recognized, but also critical. In 2015, Pivot Learning, with the support of the S.H. Cowell and Hewlett Foundations, established the Rural Professional Learning Network (RPLN). The RPLN project seeks to identify and alleviate local capacity and statewide infrastructure issues that affect rural districts. It does so by establishing a network that leverages both in-person meetings and virtual collaboration tools to support standards implementation. As a part of this network structure, education leaders identify their main implementation challenges (known as problems of practice, or POPs) and develop and share solutions. Under this model, districts and COEs identify, employ, and disseminate best practices in CCSS, ELA, English Language Development (ELD), and implementation of the Next Generation Science Standards, both within and ultimately beyond the network. This paper is based on data collection from nine districts that participated in the first year of the RPLN project. A list of participating districts and some key demographic data are presented in Table 1.
Table 1: RPLN Participating Districts

<table>
<thead>
<tr>
<th>District</th>
<th>County</th>
<th>Grade range</th>
<th>Average daily attendance</th>
<th>Additional demographic data Hispanic/White/ELL/FRPM (In percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Biggs USD</td>
<td>Butte</td>
<td>K–8</td>
<td>540</td>
<td>38/56/14/20</td>
</tr>
<tr>
<td>Durham USD</td>
<td>Butte</td>
<td>K–8</td>
<td>960</td>
<td>21/74/11/40</td>
</tr>
<tr>
<td>Grass Valley SD</td>
<td>Nevada</td>
<td>K–8</td>
<td>1,733</td>
<td>15/73/6/56</td>
</tr>
<tr>
<td>Manzanita ESD</td>
<td>Butte</td>
<td>K–8</td>
<td>284</td>
<td>36/51/14/46</td>
</tr>
<tr>
<td>Nevada JUHSD</td>
<td>Nevada</td>
<td>9–12</td>
<td>3,003</td>
<td>9/84/2/32</td>
</tr>
<tr>
<td>Paradise USD</td>
<td>Butte</td>
<td>K–12</td>
<td>4,265</td>
<td>12/77/2/61</td>
</tr>
<tr>
<td>Penn Valley UESD</td>
<td>Nevada</td>
<td>K–8</td>
<td>717</td>
<td>10/80/4/50</td>
</tr>
<tr>
<td>Sebastopol UESD</td>
<td>Sonoma</td>
<td>K–8</td>
<td>898</td>
<td>26/64/13/36</td>
</tr>
<tr>
<td>Willows USD</td>
<td>Glenn</td>
<td>K–12</td>
<td>1,443</td>
<td>50/39/24/64</td>
</tr>
</tbody>
</table>

ELL: English Language Learners  
ESD: Elementary School District  
FRPM: Free and Reduced Price Meals  
JUHSD: Joint Union High School District  
SD: School District  
UESD: Union Elementary School District  
USD: Unified School District

Findings of CCSS Implementation and Technology Readiness Assessments

Methodology

The Rural Professional Learning Network project began with a CCSS Implementation Assessment and a Technology Readiness Assessment. These assessments included surveys, interviews, and a review of other data focused on district capacity to support high-quality implementation of Common Core State Standards. For example, the Implementation Assessment asked teachers and administrators to answer questions related to (a) their school and district context; (b) student engagement and support systems; (c) district and site leadership around CCSS implementation (specifically around curriculum, professional development, collaboration, and coherence); and (d) teacher professional development and
collaboration. The Technology Assessment asked respondents to report which technology tools were currently used within the district and how each technology tool was primarily used. In addition, the Pivot team made multiple site visits to the participating districts to interview and observe district leaders and classroom teachers. The data revealed both surprising strengths and substantial needs in the nine districts.

Defining the Challenges

All the RPLN districts and counties believe that their status as small, rural districts creates additional challenges to their implementation of CCSS. Respondents noted:

*We* lack time to plan, meet with staff, etc., and the personnel to complete the tasks at hand... to reach our goals with CCSS implementation.

*We wear many hats in our small district and could benefit from specific coaching in the areas of positive collaboration practices that directly address student performance.*

*We rely on teachers getting together and talking about what to do in regards to our programs.*

*We don’t really have the expertise on site so we rely on working with other small school districts and the curriculum department at our [county] office of education.*

Districts noted that they mostly rely on existing state and regional support providers, who may themselves lack the capability to provide the kind of ongoing district- and school-based help necessary to fully implement CCSS.

Despite these challenges, most of the RPLN districts believed that they were making steady progress toward implementation of CCSS. Respondents were positive about CCSS, and all districts have adopted various implementation strategies. There were no systematic, consistent support structures in place to help districts, however, and there was considerable variability both procedurally and substantively among districts in their implementation efforts.

One district, for instance, stated that they are implementing CCSS across all grade levels in 2016–17, which suggests that it has taken the district six years to get the new curriculum in language arts and math in place. Other districts have adopted pilot curriculum implementation projects, but not a coherent curriculum across the district. Some districts have focused principally on instructional materials and assessments to drive implementation, while others focused on professional development and strategies for institutionalizing CCSS—working with teachers and site leaders on more comprehensive and ground-up implementation as opposed
to simply adopting a “common-core aligned” textbook. Some focused on curriculum alignment and a common approach to implementation by training teachers and students in the use of technology for accessing curriculum materials and assessments. One district stated that it has engaged in a curriculum alignment project with school-level department colleagues to ensure that implementation is “done in a uniform way.”

The implementation lag that we perceive among many RPLN districts is due mainly to uncertainty and lack of expertise and experience on the part of teachers and administrators in implementing new standards and curriculum. In addition, evidence from our surveys and interviews suggests that the relative lack of progress in curriculum adoption arises because districts are not rushing to implement a curriculum for the sake of compliance, but rather attempting to implement the CCSS in a thoughtful, deliberate manner.

**Findings**

In recent years, a number of studies have documented the human capital challenges facing rural districts including difficulties in recruiting qualified teachers and rapid turnover among teachers and administrators.¹ In contrast to this generally bleak view, however, the RPLN districts have stable leadership and teaching staff with significant experience and very little turnover, with over half of teachers remaining in the classroom for more than six years and almost half of school leaders staying in their roles for more than six years. In fact, 37 percent of teachers had worked at their school sites or districts for 10 or more years. Superintendent positions were not as stable, although somewhat more stable than in suburban and urban districts.²

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¹ Human capital challenges such as attracting high-quality teaching staff and preventing excessive teacher and leader turnover often result from frustration with the limitations of teaching in or leading a rural school or district; lack of support from school, district, and county leaders; competitive financial opportunities in suburban/urban areas; and other factors such as a dearth of resources in rural areas (Dean & Hassel, 2015; Kamrath & Brunner, 2014; Dixon, 2012).

² Among 215 superintendents studied beginning in 2006, 45 percent exited within three years (Grissom & Andersen, 2012).
Table 2: *Years of Experience by Role*

<table>
<thead>
<tr>
<th>Years of experience</th>
<th>Percentage of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Teachers</td>
</tr>
<tr>
<td>1-3</td>
<td>6</td>
</tr>
<tr>
<td>4-5</td>
<td>10</td>
</tr>
<tr>
<td>6-10</td>
<td>22</td>
</tr>
<tr>
<td>11-20</td>
<td>28</td>
</tr>
<tr>
<td>21+</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Principals</td>
</tr>
<tr>
<td>1-3</td>
<td>3</td>
</tr>
<tr>
<td>4-5</td>
<td>7</td>
</tr>
<tr>
<td>6-10</td>
<td>17</td>
</tr>
<tr>
<td>11-20</td>
<td>27</td>
</tr>
</tbody>
</table>

We also found that these rural districts have a robust technology infrastructure. Each of the districts completed a technology assessment, the purpose of which was to determine whether technology infrastructure, planning, and resources were barriers for rural districts’ implementation of CCSS, and to identify potential areas of support for the districts’ participation in the online supports being developed for the rural network. While there has been national attention\(^3\) to the absence of a technology infrastructure in rural districts, with specific concern about internet access and bandwidth, RPLN districts indicated that they have access to reliable technology to support CCSS implementation. About 80 percent of survey respondents used technology for continuous/blended learning, instructional support for CCSS, support for special needs populations, and assessment. The state has recently invested significant resources to both build and maintain technology infrastructure throughout California, with the primary goal of supporting the new California Assessment of Student Performance and Progress (CAASPP) online assessments, and these efforts have clearly had a widespread and beneficial impact in these smaller districts.

As noted in Table 3, site leaders, staff, and teachers reported using a broad range of technology solutions, including iReady to support CCSS implementation, Renaissance Learning

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\(^3\) Articles in Education Week by Diette Courrége Casey (2012) and Ian Quillen (2012) address the issues of internet access and bandwidth. Bryan C. Hassel and Stephanie Dean’s “Technology and Rural Education,” published through the Rural Opportunities Consortium of Idaho, speaks to these challenges and offers recommendations for overcoming them, while explicitly disavowing that technology is a “silver bullet” (Dean & Hassel, 2015).
to support assessment, and Illuminate for Data Visualization. (For a full list of tools used and their purposes, see Appendix A.)

Table 3: Primary Use Categories Indicated for Site Staff, Site Leaders and Teachers

<table>
<thead>
<tr>
<th>Primary user</th>
<th>Number of primary use categories</th>
<th>Primary use categories specified</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site leaders</td>
<td>3</td>
<td>Content Management System or Learning Management System, General Administration/Productivity, Support Special Needs Populations</td>
</tr>
<tr>
<td>Site staff</td>
<td>8</td>
<td>Content Management System or Learning Management System, Continuous/Blended Learning, Data Visualization, General Administration/Productivity, Library Software, Emergency Management, SIS, Support Special Needs Populations</td>
</tr>
<tr>
<td>Teachers</td>
<td>7</td>
<td>Assessment, CMS or LMS, Continuous/Blended Learning, General Administration/Productivity, Support CCSS, Support Science, Support Special Needs Populations</td>
</tr>
</tbody>
</table>

Examples of Continuous/Blended Learning tools include Accelerated Math and Khan Academy. For a full list of tools, see Appendix A.
Respondents were also asked to specify the percentage of intended primary users for each reported tool who were actively implementing the tool. As noted in Table 4, a large percentage of users—and particularly teachers—was not fully utilizing the technology they were offered. While most districts both have and use a variety of technology tools, there appears to be a need for support to increase and improve technology utilization.

Table 4: Percentage of Tool Implementation by Primary Users and Number of Tools Reported

<table>
<thead>
<tr>
<th>Number of tools reported</th>
<th>Tool implementation by user</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1–25%</td>
</tr>
<tr>
<td>Site leaders</td>
<td>6</td>
</tr>
<tr>
<td>Site staff</td>
<td>23</td>
</tr>
<tr>
<td>Teachers</td>
<td>46</td>
</tr>
</tbody>
</table>

We also found that rural districts have had difficulty in identifying high-quality instructional materials that are aligned with CCSS. As we have learned from other studies, some school districts have purchased instructional materials that are designated “CCSS aligned,” only to discover that they are the same old materials with a new label. RPLN districts expressed their frustration with the need to sift through the large number of available resources without the kind of support that would help them to identify the highest quality materials effectively and efficiently. Some of the districts are looking for math and language arts programs to adopt, while others are still in the planning stages—“identifying key learning objectives.”

Finally, we found that the implementation of CCSS varies due to a lack of access to high-quality professional development supports. Some teachers said that they are “doing Common Core” but that it isn’t always showing up in all classrooms. They identified the primary barriers to CCSS implementation as professional development, curriculum and instructional materials, and an effective assessment system. When asked “Does the district have the resources to meet the goals for CCSS implementation?” teachers and administrators identified a need for problem-based professional development that focuses on the particular needs of individual schools and classrooms. They also identified a need for intervention specialists and coaches. Respondents consistently stated that their districts did not have the resources to provide this kind of support. One respondent noted:

We do not have a system from which to gather achievement data and from which to target interventions. We do not have the resources for this. Our site is a Title I school. We do not have the intervention support [Common Core
implementation] that we need for all grades. We need a full-time intervention teacher to coordinate services and support the RTI model.

As noted earlier, the magnitude and complexity of change that the trio of California reforms embodies is bound to be highly disruptive. Disruption is not the problem, however; these changes in education policy are meant to be disruptive. The problem lies instead in the capacities of districts and schools to deal with disruption, and some districts naturally find CCSS implementation more challenging than others. This raises the question of what kinds of support systems are available to districts to assist them in the process of whole system change?

Current Resources to Support CCSS Implementation

When asked “Does your district/school have the resources and personnel needed to address these goals? If not, what resources are most needed?” respondents stated:

*We are currently functioning well but could function at a higher level with funding for a few more teachers as well as curriculum coaches for the current teachers on staff. Professional development is also a need.*

*I am a superintendent/principal and have a principal at the middle school. I do not have a curriculum director (or CBO) right now; we are stretched thin and could use curriculum support to help locate the best materials and assessments.*

The data suggest that most RPLN districts lack the resources and capability to transform state expectations for high quality teaching and learning into effective instructional systems. These districts lack neither commitment nor effort. They simply lack the resources, particularly access to a support system for coherent and systemic standards implementation.

This conclusion raises the inevitable question of what kinds of resources outside of the school/district are now available to small rural districts (Warren, 2016; LAO, 2017). The two most obvious sources of help are their local County Offices of Education (COEs) and the California Department of Education (CDE). As noted in Figure 1, RPLN districts used both resources but also accessed private providers, open source materials, and their own internal resources.

There is little systematic information available regarding the capabilities of COEs in California to serve as a high-quality support system for schools and districts. What we do know, based mostly on anecdotal evidence, is that there is considerable unevenness among COEs in their abilities to provide professional development that is specific to a school or district’s problems of practice.
Some COEs have significant resources, but others—particularly in underserved rural parts of the state—may lack the capacity and expertise to support district efforts to deepen the professional knowledge and skills of their educators.

The CDE is another potential source of support for LEAs, but the CDE itself has few, if any, resources to provide a system of support. According to Bill Honig, the CDE had three math specialists for 10,000 schools in the 1990s. Today it has none (B. Honig, personal communication, 2013).

In some instances, when resources are available to LEAs, they are underutilized. The WestEd California Standards Implementation study found that the Smarter Balanced Assessment Consortium’s digital library, a collection of resources and lesson plans that California and other Smarter Balanced member states pay for, remains underutilized by educators. It features classroom exercises, called formative assessments, that teachers can use to diagnose students’ understanding of the CCSS as they teach them. In our focus groups, teachers expressed concern about their inability to measure their students’ progress in standards during the year, but fewer than a third of teachers reported that they had received training on how to use the digital library (Makkonen & Sheffield, 2016).

Similarly, when asked, “Of your current sources of professional development, which have you found the most beneficial?” three RPLN districts responded that they found their local COE combined with their own district-generated professional development to be the most
beneficial. One believed that their own district/school-generated professional development was the best. One found the CDE to be most beneficial, and one district found a combination of district-generated professional development combined with the services of a private provider to be the most helpful.

**Recommendations and Conclusion**

Our survey and interview data definitively show (a) that the RPLN districts face unique challenges to CCSS implementation and (b) that these challenges are related to limitations of central office staffing, budget (economies of scale), and geography. Rural districts do not have access to the same kind of expertise and support services as districts in more urbanized and prosperous regions of California. There are several factors unique to rural districts that limit their efforts to implement CCSS.

Chief among those limitations is access to specialized expertise. The economies of scale in small districts leave those districts with fewer discretionary dollars compared to larger districts, which means that they cannot afford to hire consultants and educational staff serve as the chief budget officer, the curriculum specialist, and even as principal of a school. Larger and better-resourced school districts can afford to hire instructional coaches and curriculum specialists, or hire educational experts such as Michael Fullan or Peter Senge. Expensive consultants are not likely to travel to a school district with 500 students in a remote corner of the state.

Teachers and principals in rural districts do have the option of attending professional development workshops, but the cost of attending as well as the considerable driving distances to those workshops may be prohibitive for rural educators. Long driving distances often require an overnight stay, which adds to the cost. Districts also have to find and pay substitutes for teachers who attend professional development workshops, and small districts in remote parts of the state often find it difficult to find qualified substitutes. When UC Davis offered workshops in instructional rounds, some participants from rural districts drove 150 miles each way to attend those workshops.

There is considerable variation among “small, rural districts” in terms of English language learners, percentage minority, and percentage FRPM, but it is clear from the nine districts in our study that challenges to rural districts are sufficiently different from those of suburban and urban districts to warrant special attention.

1. *Support rural districts and schools to think strategically about time and use it effectively.*

While time for curriculum development—pacing guides, assessments, units, and lesson plans
for EL and math—is in short supply in most schools, districts indicated the need for more time for teachers to collaborate effectively with peers and administrators. These issues are particularly acute in small districts where leaders often take on multiple roles including superintendent, principal, and more. The state should incentivize the development and dissemination of novel approaches to the use of time to increase opportunities for teacher collaboration including alternative school schedules and years. It should also incentivize the development and dissemination of technology tools for teacher collaboration that also provide information on the nature and impact of the collaboration.

2. **Provide ongoing resources to small and rural districts to support teacher professional development that is innovative in its delivery and takes account of the challenges small, rural districts must overcome to gain access to the support they need.** When asked whether professional development for teachers had a particular emphasis in the past year, the majority of teachers did not know the answer. As with other matters related to CCSS implementation, rural districts have limited resources for professional development or ability to measure its impact. The state and/or COEs should give districts access to relevant exemplars of high-quality standards implementation, including professional development. They should provide the ongoing resources necessary to target professional development to specific teachers based on their needs and the needs of their students. State and local agencies should also have the resources necessary to measure the impact on both teacher practice and student learning.

3. **Redefine state and local roles for instructional and curricular support with specific consideration to the needs of small and rural districts.** State policy makers need to strengthen the state’s capacity to provide systematic, sustained support for instructional improvement. The current structure of state support was created in the early 20th century. Over the past 100 years the structure has not changed, but the capacity of the system to support LEAs in developing high-quality instructional systems has deteriorated. In the first half of the 20th century, the CDE was organized to provide instructional support to LEAs, and especially to rural LEAs. Beginning in the 1970s, however, the institutional role of the CDE shifted away from instructional support towards compliance monitoring. By the end of the 1970s, the largest unit in the CDE was not an instructional support unit but the Field Services division, which was responsible for the “monitoring and review” of federal and state programs.

With the enactment of the Local Control Funding Formula and the Local Control Accountability Plan, COEs have been pushed into the role of providing instructional support to LEAs. As a new study from the Public Policy Institute of California (PPIC) notes, however, COEs are themselves limited in the kind of support they can provide schools and districts, with a handful of exceptions (Warren, 2016). The study finds that the pervasive mind-set of COEs has been and continues to be compliance monitoring.
County offices are one logical source of support for small and rural districts, but COEs should not have to take on this challenge alone. Instead, California needs to construct a robust infrastructure of supports that includes the CDE, COEs, the California Collaborative for Educational Excellence (CCEE), and a broad range of non-profit providers and other resources, including digital resources. Given the challenges noted earlier that small and rural districts have in accessing a variety of high-quality resources and professional development to support standards implementation, it is crucial that they have access to these resources in an easily accessible digital format. It is similarly crucial that they can engage in online collaboration with their peers and support the development of resource libraries targeted at their specific needs. Fortunately, the California Department of Education has partnered with a technology company through the CDE Foundation to develop the Collaboration in Common (CiC) online tool where educators can collaborate on problems of practice and house a broad variety of online resources. The RPLN is an early adopter of the CiC tool.

4. Ensure that all levels of the system—school, district, county, state—are pursuing an aligned and systematic approach to CCSS implementation based on a common definition of best practices and differentiated to the needs of small and rural districts. The overall perspective of teachers and most administrators is that CCSS implementation is locally idiosyncratic, lacking a systematic approach tying curriculum goals, assessment, instructional materials, and pedagogy together. Surveys and interviews make it clear that districts lack a coordinated system focused on both improving and aligning practices to improve teaching, learning, and leadership. These are the essential elements of a coherent system, but there is no indication that LEAs have the necessary resources, due to the limitations discussed above, to build coherent and integrated instructional systems.

This finding makes the problem of curriculum coherence and alignment even more acute as there is no assurance of commonality and continuity either horizontally among grade levels or vertically across grade levels within a school or school district. Teachers report that they often find themselves isolated from their peers, with little guidance or support. Among those teachers who say that they have received support, many note that they lack the time to follow up and integrate their learnings into their pedagogy in a cycle of continuous learning and improvement.

Districts should provide teachers with more guidance and support. These opportunities should happen in person, but districts should leverage their existing technology infrastructure to provide more on-demand learning and support targeted to individual teachers and teams. Most importantly, teachers should be deeply engaged in working together in teams to solve relevant problems of practice. They should be involved developing and selecting instructional materials, benchmark assessments, and strategies for standards implementation. But, as noted
earlier, teachers and administrators in the RPLN districts stated that they simply lacked the time and expertise to provide the needed support.

If small rural districts are to succeed in meaningful, deep implementation of CCSS, the state, COEs, and other support providers must provide small and rural districts with access to relevant exemplars of systemic standards implementation. They must identify and differentiate the types of supports available to these districts, and work closely with districts to leverage technology to facilitate best practice sharing and support their schools to work together in teams to solve relevant problems of practice. They should also work together to support districts to select high-quality instructional materials, benchmark assessments, and strategies for standards implementation. In 2016-17 the RPLN transitioned to a formal partnership with the Eldorado County Office of Education, which now co-hosts the network.

As all the recommendations above show, the major weakness in the support infrastructure available to schools—rural or otherwise—is that it remains institutionally fragmented and highly variable in both access and impact. Especially in the case of the smaller and more isolated districts, California needs a coordinated and aligned support system—from the state to the classroom—that brings together professional development, curriculum development, formative assessments, and articulation through grade levels. Our aim is to leverage the power of a network of similarly under-resourced, rural districts to push towards this goal and provide guidance to policy makers as they work to build such a system.
About the authors

Thomas Timar
California Institute for School Improvement | Executive Director

Thomas Timar’s areas of expertise include education finance, policy, and governance. In addition to his faculty responsibilities, he is also director of the UC Davis Center for Applied Policy in Education (CAP-Ed) and a member of the steering committee for Policy Analysis for California Education (PACE).

Allison Carter
Pivot Learning | Deputy Director of Strategic Projects and Innovations

Allison works cross-functionally with teams implementing Research & Development initiatives and external partnerships to build and manage grant-funded programs. Through her work at Pivot, Allison has helped expand Pivot’s reputation as a national service provider and thought leader. In addition, she has played a key role in the development national partnerships between Pivot and several urban school districts. Earlier in her tenure at Pivot, Allison has served as a Program Manager on the District Redesign Workshop team. In this position, she informed and leveraged Pivot’s best practices in change design to help districts rethink and redesign procedures and initiatives. Allison has worked directly with districts including Houston Independent School District, Chicago Public Schools, Seattle Public Schools, Spokane Public Schools, San Francisco Unified School District, Los Angeles Unified School District, and Sacramento City Unified School District. Before joining Pivot, Allison worked with Alameda Unified School District as an Education Pioneers Fellow. She also taught elementary school for three years in New York City. Allison was a 2005 NYC Teach for America Corps Member. She earned an MA in Education Policy, Organization, and Leadership Studies from Stanford University and an MST in Elementary Education from Pace University.
**Appendix A**

**Tools Reported by Districts for Primary Use Categories**

<table>
<thead>
<tr>
<th>Primary use category</th>
<th>Tools selected (across districts)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessment</td>
<td>CAASPP, ConnectED, Interim Assessments, Renaissance Learning, Star Reader, STAR Reading Assessments</td>
</tr>
<tr>
<td>CMS or LMS</td>
<td>CatapultCMS, Illuminate, Schoology</td>
</tr>
<tr>
<td>Continuous/Blended learning</td>
<td>Accelerated Reader, Accelerated Math, ConnectEd, Cyber High, Digits, Dream Box, Edutype, English in a Flash, Front Row, FuelEducation, GeoGebra, Go Math, Khan Academy, Lexia Reading Core 5, STAR Reading, STAR Reading Spanish, ST Math, Type to Learn</td>
</tr>
<tr>
<td>Data visualization</td>
<td>Illuminate</td>
</tr>
<tr>
<td>General administration/productivity</td>
<td>Google Apps for Education, Google Platform, Google Apps, Google Docs, Google Mail, GoGuardian, Public School Works, PowerSchool, SurveyMonkey, SWIS</td>
</tr>
<tr>
<td>Incident management</td>
<td>SWIS</td>
</tr>
<tr>
<td>Library software</td>
<td>Alexandria, Library World</td>
</tr>
<tr>
<td>Library/Textbooks/Asset</td>
<td>Destiny</td>
</tr>
<tr>
<td>Other (Please specify)</td>
<td>CatapultEMS</td>
</tr>
<tr>
<td>SIS</td>
<td>Aeries SIS, PowerSchool SIS</td>
</tr>
<tr>
<td>Support CCSS</td>
<td>Accelerated Reader, GoMath Online, iReady, IXL Math, Lexia Core 5, MobyMax, Orchard, Pearson Online, Springboard Math</td>
</tr>
<tr>
<td>Support science</td>
<td>Zingy Learning</td>
</tr>
<tr>
<td>Support special needs populations</td>
<td>Accelerated Reader, Adaptive Behavior Assessment, BASC, Connors 3, Rosetta Stone, Read Naturally, Rosetta Stone, SIES, Read Naturally Live</td>
</tr>
</tbody>
</table>
References


Makkonen, R., & Sheffield, R. “California Standards Implementation Presentation to the California State Board of Education.” WestEd. 2016.


About

Policy Analysis for California Education (PACE) is an independent, non-partisan research center based at Stanford University, the University of Southern California, and the University of California – Davis. PACE seeks to define and sustain a long-term strategy for comprehensive policy reform and continuous improvement in performance at all levels of California’s education system, from early childhood to postsecondary education and training. PACE bridges the gap between research and policy, working with scholars from California’s leading universities and with state and local policymakers to increase the impact of academic research on educational policy in California.

Founded in 1983, PACE

- Publishes policy briefs, research reports, and working papers that address key policy issues in California’s education system
- Convenes seminars and briefings that make current research accessible to policy audiences throughout California
- Provides expert testimony on educational issues to legislative committees and other policy audiences
- Works with local school districts and professional associations on projects aimed at supporting policy innovation, data use, and rigorous evaluation