

Tennessee Commission on Education Recovery and Innovation

July meeting

July 7 & 8, 2021

Day 1

We have two goals that we'll be working toward over the next two days

We have two goals for our time together:

- 1) Begin driving to early decisions on the policies that the commission wants to recommend
- 2) Identify a targeted set of questions that need to be answered to facilitate final decision-making

Day 1: Wednesday, July 7th					
Start	Duration	Activity			
10:30	10 min	Gaveling, roll call, business items, voting rules			
10:40	15 min		Discuss year 1 report addendum + vote		
10:55	10 min	Overview o	Overview of goals and agenda		
11:05	30 min	Review module content			
11:35	30 min	Develop decision-making			
		framework	We'll unpack this block		
12:05	30 min	Lunch of time on the nex			
12:35	4 hours	Policy ideas discussions			
4:30	20 min	Formal voting			
4:40	10 min	Closing			
5:30		Dinner			

Day 2: Thursday, July 8th			
Start	Duration	on Activity	
8:30	45 min	Breakfast	
9:15	10 min	Gaveling, roll call, business items	
9:25	5 min	Overview of goals and agenda	
9:30	60 min	Teacher panel/discussion	
10:30	30 min	Overflow/break	
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We've structured this afternoon's four-hour work block around the four buckets from the Year 1 report

There are many different ways to organize the 70+ recommendations that have surfaced across previous meetings, 1:1s, and in the content modules. We're going to use the four buckets from the year 1 report as a starting point for our conversation, recognizing that we may decide to add or revise the existing buckets/categories. To get us started, we've grouped the eight content module topics into those four categories and summarized commissioners' <u>survey responses</u> on separate handouts.

Postsecondary & career preparedness	Technology gaps	Learning Recovery & Acceleration	Well-being
 High school redesign Support for students' long-term planning Postsecondary redesign for lifelong learning School finance 	System flexibility and adaptability	 High-quality educators Pandemic response 	Student well- being



We'll spend time on each of the four buckets, working to align on which recommendations are "on" and "off" the table

For each bucket, we'll follow a similar discussion format:

Discussion

- Where is there already considerable alignment among commissioners on this topic (based on survey data)?
- What questions or concerns need to be raised and discussed?
- On which recommendations is there emerging alignment among commissioners?
- Where can we address questions to determine which recommendations are on and off the table?

Next steps

- Identify clear next steps for moving forward:
 - Are there pieces the commission is ready to vote on?
 - Are there specific questions that still need to be answered?

We have a lot to cover today, so we're going to do our best to keep moving. If the conversation is moving productively toward consensus, we'll adjust the discussion timing in real-time. If we're getting bogged down, we'll move on and revisit that topic on Thursday afternoon and in follow-up 1:1s as needed.

Recap: Where we've been since May

The May ERIC meeting included two guest speakers...

Designing Tennessee's Workforce for the Next Decade, Dr. Bill Fox

Dr. Fox reviewed the current state of the economy and job loss and unemployment rates in Tennessee compared to national averages. He focused on rapidly changing technology and shared data that suggest that less-educated workers will experience greater job change from automation. He concluded with four steps for enhancing Tennessee's labor force:

- Expand the number of TCATs joint with high schools
- Expand non-tuition assistance programs at TCATs and two-year institutions
- Use AI to identify the types of jobs being created, necessary skills, and available labor force
- Train workers to accept and work with automation

Work-Based Learning in Tennessee, Julie Lammers

Ms. Lammers shared how work-based learning can address two parallel challenges: workforce skills gaps and student engagement. She shared the results of a 51-state review of WBL policies, including how Tennessee fared. She concluded with some key takeaways for Tennessee:

- Allow widespread, equal access and equal opportunity for students
- Develop explicit supports for high-need student groups
- Support employers in offering WBL
- Ensure adequate funding for all parties
- Create a system to assess and track measures of quality and accountability
- Strengthen data collection and analysis
- Establish a strong communications infrastructure



...and discussion sessions on the kindergarten-to-workforce spectrum...

Vision: Every Tennessean will have high-quality education necessary for life and career.

Commissioners discussed the measurable characteristics of a successful Tennessee graduate.

Success looks like individuals who:

- are lifelong learners
- gain employment in a field related to their field of study
- earn a livable, family-supporting wage
- have dignity and a sense of self-worth
- have critical thinking and teamwork skills
- are good citizens

A successful **system** would:

- be tied to current needs
- be student-centric and serve all students
- be nimble, flexible, and adaptable
- be hospitable to families
- expose students to a variety of options
- result in decreased poverty and unemployment
- result in increased education levels and readiness for next steps

Commissioners discussed the fact base we shared on the landscape of the kindergarten-to-workforce spectrum.

Commissioners raised questions and requested some additional data and information on the landscape. Bellwether shared answers to these questions following the meeting.

- Where do VPK students end up enrolling in kindergarten? Do they end up in lower-performing schools?
- Why is there a loss of preK gains throughout grades K-2?
- How do Tennessee's proficiency scores in ELA and math compare to those in other states?
- How do Tennessee's and the U.S.'s scores compare internationally?

...and challenges and emerging policy solutions

Commissioners discussed where along the kindergarten-to-workforce system students are diverging from the end goal.

Commissioners shared and discussed a variety of challenge points along the spectrum, including:

- Inconsistency in preparing for the next level
- Challenges at key transition points (i.e., pre-K to K; 8th to 9th; high school to postsecondary)
- Length of the school day/year and use of time
- Soft skills and when/how those are introduced and taught
- Lack of adequate mentoring

Commissioners shared and discussed policy ideas that they wanted to learn more about

- Applied learning and linkages with industry (WBL, CTE, TCATs)
- High-quality educators
- Educator certification flexibility
- Technology, including device access and broadband
- Mental and behavioral supports
- Addressing key transition points

- Creating a continuous improvement loop within the education system
- Diversified delivery models
- Rethinking high school (use of time, senior year service year)
- Curriculum, instruction, and high-quality virtual teaching and learning
- Supporting low-performing schools



The May discussions, along with the December and February meetings and 1:1s with commissioners, informed the learning modules you've reviewed over the last six weeks

Module	Topic		
	Competency-based education		
High school redesign	Improving linkages between K-12, postsecondary, and industry		
	Senior year service year		
Redesigning	Addressing non-tuition-based barriers (e.g., cost of materials)		
postsecondary for lifelong learning	Transferability and stackability of credentials to enable continuation of learning/training over time		
loaning	Supports for nontraditional students		
Support for	Individual learning plans		
students' long- term planning	Mentoring		
Wall bains	Social-emotional learning		
Well-being	Trauma-informed education		
Sunta m	Alternative scheduling/use of time (e.g., year-round school, four-day weeks)		
System flexibility and	Technology and online learning		
adaptability	School-level autonomy		
	System coordination		
High-quality educators	Expanding, diversifying, and strengthening the educator workforce		
	Early literacy		
Othor	Incentives in funding and accountability policies		
Other	Pandemic response		

As a reminder, we pulled these topics from the December and February meetings, our initial conversations with each of you, the May meeting, and the 1:1s we've had since May meeting.

We're going to spend about 30 minutes reorienting you to the content in each module, focusing on a high-level overview of the information and the potential policy recommendations that surfaced in the content

Module 1: High school redesign (1/2)

Overview

- CBE allows students to move through content at their own pace, requiring students to demonstrate mastery of material before moving on.
- Research on CBE is limited; some studies have found that CBE strategies are correlated with proficiency gains in ELA and math at the elementary and middle school levels.
- There are real equity concerns with CBE, primarily that poor implementation will exacerbate existing inequalities and widen achievement gaps.
- There are also structural challenges that need to be addressed, such as teacher certification and PD, standards and assessments, HS graduation requirements, and transcript reporting
- Tennessee has a CBE pilot program in place and noted in its ESSA plan that the department will continue to explore options to integrate competency-based instructional models

Potential Policy Recs

- Review the existing competency-based education (CBE) pilot program for strengths, weaknesses, and outcomes across student groups to determine if it should be scaled
- Create a waiver policy to allow schools to adjust policies related to teacher certification, curriculum, assessments, or transcripts in order to implement a competency-based education model



Education-workforce

Module 1: High school redesign (2/2)

	Overview		Potential Policy Recs	
Education-workforce linkages	•	Strengthening linkages across these systems can help students find a coherent pathway from education into further training that results in a family-sustaining wage Tennessee has a number of structures in place to facilitate these linkages, including TN Pathways, WBL, a handful of EPSOs, and the Move on When Ready Act	•	Develop a data collection system that links K-12, postsecondary, and workforce data systems to help policymakers access timely, accurate, robust data to create new and adjust existing pathways as industry and economic needs shift Expand TCATs into every high school Conduct research to identify challenges with the Move on When Ready Act and identify opportunities to strengthen it Create a state-level entity to own the development of partnerships among schools and businesses to facilitate work-based learning, CTE programming, and other industry pathways
Senior year service year	•	Some states and districts are beginning to rethink senior year to find ways to make it more productive There's limited research on service years at the HS level, but research on gap years finds them beneficial – but there are equity issues	•	Create a senior year capstone that includes a service year option

Module 2: Redesigning postsecondary for lifelong learning (1/2)

Non-tuition barriers

and **Credit transferability** stackability

Overview Potential Policy Recs

- Many low-income students face non-tuition-related barriers to completing postsecondary education, such as food, rent, or transportation
- Most current non-tuition support comes via federal programs (e.g., SNAP, TANF, childcare assistance)
- Tennessee does not have any state-sponsored programs designed to help students address these barriers

- Develop a non-tuition assistance program for postsecondary students
- Incentivize nonprofits or other community-based organizations to develop programs to address students' non-tuitionbased needs
- More than 1/3 of students transfer to a different postsecondary institution; whether or not their credits transfer to that new institution can mean the difference between a student completing or leaving a postsecondary program
- Credit stackability refers to whether credits earned creating one degree can count toward completion of a more advanced degree in the same field
- Tennessee has strong policies in place for both, including articulation agreements among institutions, the Tennessee Transfer Pathways program, a Reverse Transfer program, and a credit prior learning policy
- Develop a communications plan to ensure young people and adults understand existing credit transferability and stackability policies

Module 2: Redesigning postsecondary for lifelong learning (2/2)

Overview

- Nontraditional students are those who are over the age of 24 and typically have life circumstances (e.g., families, full-time jobs) that can make postsecondary completion difficult
- Key barriers for these students include course availability, credit for prior learning, support services, and financial aid
- Tennessee has a HOPE scholarship for nontraditional students, the TN Reconnect Grant, and Timewise TN

Potential Policy Recs

- Create a pilot program at a set of community colleges to test the success of alternative scheduling, such as block scheduling or yearround scheduling, to address the needs of nontraditional students
- Create wraparound service programs that include housing, childcare, and/or transportation to address the needs of nontraditional students
- Reduce the number of credit hours required for students to be eligible for the Tennessee Student Assistance Award
- Change how funds are distributed for the Tennessee Student Assistance Award (they are currently distributed on a first-come, firstserved basis)



Module 3: Support for students' long-term planning

Overview **Potential Policy** Recs ILPs are both a **document** that aligns students' course-taking to Create a career goals and a process the helps students engage in selfwidespread ILP policy exploration, career exploration, and transition and career planning There's no rigorous, causal research documenting the impacts of ILPs, but some studies suggest that, when implemented effectively, ILPs can foster student motivation, increase attendance, improve students' academic self-efficacy, and lead to more thoughtful decision-making about careers TN currently uses ILPs for English learners and students completing WBI Formal mentoring programs show promise, but data suggests there Support or are nowhere near enough mentors available to meet student needs incentivize Mentoring School-based mentoring programs that begin in middle school can the expansion be particularly beneficial for students at risk of dropping out of existing Tennessee has a variety of community-based mentoring programs mentoring like BBBS and CASA as well as some school-based programs such programs as Meet + Mentor in Nashville and Communities in Schools in Nashville, Memphis, and in 23 rural high schools

Module 4: Student well-being

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Overview

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Frauma-informed education

SEL is the process through which young people and adults acquire and apply the "soft skills" that employers

- SEL can foster academic performance and reduce behavior problems
- TDOE has created a "social and personal competencies" toolkit, a measure of school climate, and teacher PD learning modules
- CASEL rated TN one of the most comprehensive states for SEL

Potential Policy Recs

- Strengthen the alignment of the state's character and PBIS initiatives to its SEL efforts
- Strengthen statewide messaging around SEL
- Expand SEL-related PD
- Create a curated, evidencebased list of SEL resources

- ACEs are traumatic events that occur in childhood
- ACEs are common across all groups, but women and minorities are at greater risk for experiencing multiple ACEs
- States can support trauma-informed education strategies through training, special task forces, school discipline policies, and funding
- TN has legislation in place to support the implementation of trauma-informed discipline practices and recently launched the trauma-informed schools initiative, which includes 176 schools in its most recent cohort

- Strengthen trauma-related PD
- Create additional funding streams to support schools in implementing trauma-based initiatives
- Develop and distribute best practices and resources related to ACEs
- Incentivize schools' connections to mental and behavioral health systems

Module 5: System flexibility and adaptability (1/3)

Overview

- The research on four-day school weeks is mixed, with some finding positive effects on ELA and math, and others negative. There's some evidence that it can lead to declines in student discipline rates and improvements in attendance
- How districts use of the fifth, non-instructional day seems to be very important (e.g., for PD or support for struggling students versus just a day off)
- Year-round schedules include short, periodic breaks throughout the year and can help combat summer learning loss
- Current TN policy allows for 4-day weeks only in the event of natural disaster or illness; and only about 60 schools in TN have some form of yearround school

Potential Policy Recs

- Incentivize districts to move to a year-round school
- Adjust existing policy to allow broader adoption of a four-day school week

Module 5: System flexibility and adaptability (2/3)

Overview Potential Policy Recs There are a number of important considerations for Develop teacher qualifications and/or implementing high-quality virtual schools, including PD specific to online schools teacher recruitment and retention, student attendance, Establish a virtual school- specific funding and enrollment, and accountability funding formula Adjust state attendance and On the whole, evidence on virtual schools shows they lag brick-and-mortar schools in terms of student enrollment policies to capture what it means to "enroll" in and "attend" a outcomes The pandemic has shed some light on best practices, virtual school including the importance of incorporating online learning Establish quality standards and strategies into educator preparation programs strengthen accountability TN's Virtual Public Schools Act sets some basic Cultivate and share high-quality online requirements for virtual schools teaching resources Develop and codify best practices As of 2018, 89% of TN households had a computer and Revise laws restricting where EBP 82% had internet access, 43rd and 41st in the nation and other providers can provide The challenge is particularly acute in rural areas internet TN has some innovative projects, including EBP Ensure high-quality evaluation and accountability plans for current and becoming the first electric company to provide internet future internet infrastructure access The state has put a lot of money toward this issue and investments TDOE supported both internet and device access during the pandemic

Module 5: System flexibility and adaptability (3/3)

School autonomy

Overview

- States grant autonomy to certain schools (e.g., highperforming, low-performing) to have school- level decisionmaking over various elements of their program (e.g., budget, curriculum, hiring)
- There's no conclusive evidence that school autonomy "works" given the variation in policy design, however there are some encouraging trends in places like Denver and Massachusetts
- Tennessee policy currently provides school-level autonomy to persistently low-performing schools that are part of either the ASD or iZones
- The results of the schools in the ASD have been largely disappointing, while that of iZone schools has been more mixed

Potential Policy Recs

- Conduct additional research on the ASD and iZones to understand challenges and strengthen existing policies
- Expand eligibility for school-level autonomy to schools outside of the ASD or iZones

System coordination

- P-16 and P-20 councils started in the 1990s as an effort to address fragmentation across agencies and streamline education experiences from early childhood to career
- While there are few examples of high-performing P-20 councils, there are certain indicators that can support success (who is involved, what authority do they have, what is their agenda, how are they resourced)
- TN previously had a P-16 council; THEC has an office of P-16 initiatives

 Establish a new council or body to coordinate across the education and workforce systems

Module 6: High-quality educators

Educator workforce

Early literacy

Overview

- School and district leaders are facing teacher shortages and a growing diversity gap
- Strategies to address these challenges include adjusting entrance requirements for EPPs, creating alternative certification pathways, teacher residency programs, grow your own programs, and targeted fellowships and scholarships
- TN has all of these programs in place, albeit some are small or just beginning

Potential Policy Recs

- Support development of highquality residencies
- Strengthen field experience requirements
- Use data on EPPs to inform program approval
- Expand existing minority fellows program
- Increase support of GYOs
- Require EPPs to set and report on diversity goals

Reading on grade level by third grade is a predictor of later outcomes (e.g., HS graduation)

 TN has recently prioritized early literacy through legislation, partnerships, and innovative uses of funding

- Ensure existing literacy programs maintain financial viability and coordinated oversight
- Establish regular evaluation of early literacy programs



Other: School finance and pandemic response

School finance

Pandemic response

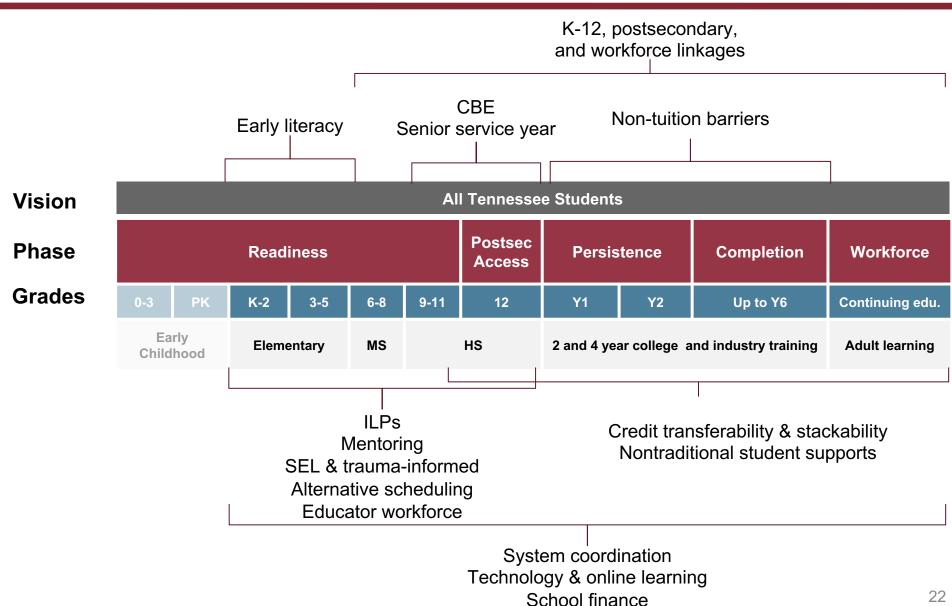
Overview

- For K-12, TN's BEP determines both how much funding a district gets and the relative share of state and local funds for each LEA
- TN's formula is based largely on staffing ratios, which is relatively rare across the country -- most states use student-based funding
- The current funding structure is designed around a traditional school model
- CCs and public universities are funded by the state (~40%) and tuition and fees (~60%)
- Formulas for directing state funding for higher ed include some outcomes-based metrics, but there are opportunities to design incentives to focus on other priorities

Potential Policy Recs

- Align funding incentives across PK-12 and post-secondary public funding systems to encourage systems to transparently inform, advise, and proactively assist students in accessing non-traditional and flexible pathways to completing high school, transferring credits and applying credentials and degrees earned for credit in subsequent programs (i.e. moving from TCATs to 2-year institutions or from 2-year to 4-year institutions) in ways that minimize the cost and time to degree or credential for students and maximize flexibility in pathways to attainment.
- Many of the strategies covered in previous modules can support students through the next disaster (e.g., improved internet access and online options, strong SEL programming, etc.)
- Addressing this disaster through extended learning time, high-dosage tutoring, and other approaches can help with learning recovery
- Create high-dosage tutoring programs to address pandemic-related learning recovery
- Expand learning time
- Create "emergency curricula" with multiple delivery options for secondary courses

These topics and corresponding recommendations impact various points on the kindergarten-to-workforce spectrum



Decision-Making Framework

Before diving into the potential recommendations, let's align on the "grain size" of what we're aiming for

A few guiding principles:

- For the purposes of this report, having more recommendations is probably better -even if it feels like too many!
- We can organize recommendations topically, with a top-line recommendation/principle and more detailed recommendations that could be part of that larger goal/recommendation beneath
- The commission's recommendations <u>do not</u> need to address the details of implementation

Let's look at an example together...

1. Strengthen coordination across programs serving families with children ages birth to 3 years old.

- a. Connect data systems across programs and agencies to enable system-wide coordination of services and client identification (home visiting programs, nutrition support programs, etc.)
- b. Develop case management approach for families served by multiple programs to improve efficiency and service delivery

C.

Top-line recommendation; the "big idea"

Related, smaller grain-size recs that address specific challenges

General recommendations to "connect systems" and "develop processes" without getting specific about the "how"

Additional reminders as you consider recommendations...

- The Commission's recommendations can envision adoption over time (not everything has to be a policy that can or should be implemented immediately)
- You could envision a set of recommendations that are organized around a set of cohesive themes, but that include a menu of ideas that are not mutually exclusive
- The report we are building toward now is Part I. Your ideas and recommendations will have the opportunity to be vetted publicly and additional ideas, perspectives, and input can influence the final report (June 2022)

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To structure deliberation, let's align on a framework for whether an option or idea should be included, refined, or eliminated

We asked you for suggestions on criteria. This is what you said....

- **1.** Scale of impact → how many students/people are affected?
- **2.** Equity of impact → which students/people are affected? how are students/people furthest from opportunity benefitting?
- **3. Evidence base** → what does research tell us about the idea? exemplars from other places?
- 4. Innovation → leave room for a lower evidence threshold and new ideas (not contraindicated by evidence? consider any guardrails?)
- **5.** Policy feasibility \rightarrow is this something that policy can reasonably address?
- **6.** Political feasibility \rightarrow is this something that we can envision as politically possible?
- **7.** Practical feasibility → can the idea be implemented?
- **8. Necessity** → is the idea additive to what's already in place?
- **9.** Cost \rightarrow does the idea meet some threshold of reasonableness in terms of cost?
- **10. Timeline of impact** → does the idea address an immediate or short-term challenge? does it contribute to long-term goals?
- **11. Measurability** → can we track impact? can we know it's working?
 - What would you add? Delete? Modify?
 - Are some criteria that are "must have" versus a "consideration"?

Policy Ideas Discussion

As a reminder, we'll be follow a similar format to work through the recommendations using the Year 1 buckets

Postsecondary & career preparedness

Technology gaps

- High school redesign
- Support for students' longterm planning
- Postsecondary redesign for lifelong learning
- School finance

System flexibility and adaptability

Learning Recovery & Acceleration

Well-being

- High-quality educators
- Pandemic response

• Student well-being

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Formal Voting

Closing

Day 2

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Policy Ideas Discussion Part 2

Let's revisit the recommendations related to online schools

During yesterday's conversation there was some emerging consensus around a thematic recommendation related to flexible delivery models with a few more specific sub-recommendations specific to online schools and virtual delivery models.

Create flexible, high-quality options for instructional delivery.

- Continue to hold online schools that receive public funding accountable through existing school accountability structures
- Incentivize educator preparation programs to incorporate best practices for online teaching into their programs and field experiences for all teachers
- Provide ongoing professional development to K-12 educators to support them in developing and strengthening online teaching skills
- Ensure K-12 curricula are integrated for both in-person and online delivery to allow districts to switch between delivery modes as necessary/require that when districts purchase a curriculum that it has an integrated technology-based capability
- Require that districts maintain infrastructure, through devices, integrated technology platforms, and connectivity solutions, to seamlessly transition modes of instruction
- Develop a process to determine where a student completes the majority of their high school credits (e.g., an out-of-state online school vs an LEA-operated virtual or brick-and-mortar school) to facilitate access to postsecondary programs (e.g., TN Promise) when possible

How does the commission want to address educator quality?

There are some outstanding questions related to educator quality that we need to address:

- Does the commission want to make a recommendation around K-12 teacher compensation?
- Does the commission want to make a recommendation around raising the entry requirements to educator preparation programs?
- If so, is there a particular order you think the state should implement these recommendations (considering the example of pharmacy school)?



We have a handful of topics that we'll be doing some follow-up research on over the coming weeks

Prior to the August meeting, Bellwether will provide commissioners with additional research and information on the following topics:

- Existing 8th grade course mapping requirements (to compare to ILPs)
- Financial aid (and how shifting full-time to 15 credits might intersect)
- Student remediation (best practices for bridge programs, doing some of this work in HS before students reach postsecondary, etc.)
- BEP funding related to social workers, nurses, school counselors, etc.
- An "innovation hub" to pilot and rigorously test good ideas and scale the ones that work
- State-level computer science policies
- Clarify the language related to teacher "residencies"
- Understand the CBE pilot
- Summarize existing research and best/promising practices on numeracy instruction





Stakeholder Engagement Strategies

How can you be thinking about broadening input and pressure testing ideas over the next several months?

Why?

- To gather additional perspectives to inform this group's thinking, particularly from stakeholders, communities, or constituencies likely to be affected
- To help assess support, avoid pitfalls (like unintended consequences), and make the work stronger

Who?

- Leverage your networks, and think broadly
- Seek different perspectives that can push the thinking. Who might disagree?
- Consider perspectives this group may be missing and think about how you might connect Are there touchpoints through communities you are a part of? Are there organizations you could reach out to in your communities? Outside expertise you could access?
- Some stakeholder groups that have come up in these conversations include: students, parents, educators (at all levels), employers

How?

- Be deliberate and intentional: set a goal, make a plan, have a short list of questions/topics in mind based on what you need to know
- You are encouraged take notes and/or debrief with the Bellwether team so that we can capture what you are learning for the group -- we will follow up in subsequent one-on-ones
- Remember that everything is draft, and everything is still open for discussion

Appendix