



ESSA TITLE II-A

Preparing, Training, and Recruiting High-Quality Teachers, Principals, and Other School Leaders

September 2016





Chiefs for Change is a nonprofit network of diverse state and district education Chiefs dedicated to preparing all students for today's world and tomorrow's.

We advocate for the policies and practices working for students, facilitate a robust system of peer-to-peer advising among our members, and sustain a pipeline of the next generation of Chiefs.

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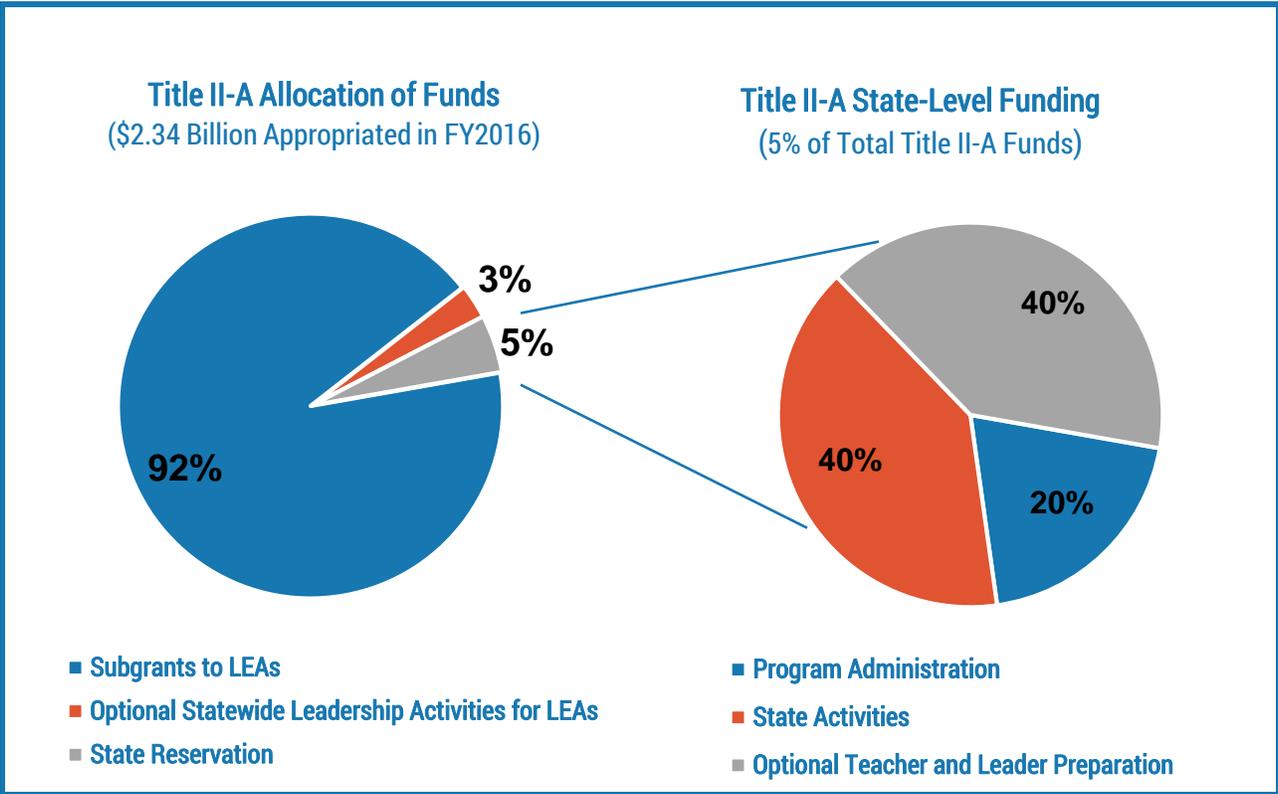
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EXECUTIVE SUMMARY

Over the past decade, important work has been done at the state and local levels to improve our education systems: state and local education leaders have introduced higher standards, improved assessments, rolled out new systems of accountability, and set dramatically higher expectations for instruction. This work has required a focus on teacher and school leader quality, including high-quality professional development to help educators meet ambitious goals for teaching and learning.

The reauthorization of the Elementary and Secondary Education Act (ESEA) by the Every Student Succeeds Act (ESSA), provides opportunities for state and local Chiefs to use federal Title II funding in even more effective and innovative ways to help improve teacher and leader quality and, ultimately, increase student success. These opportunities are significant; in 2016, \$2.34 billion was federally appropriated for Title II, with funding available at both the state and district levels.

Title II, Part A Distribution of State Funding (\$2.34B in FY16)



The Title II program under ESSA continues to focus on raising student achievement by improving the quality of teachers, principals, and other school leaders, and affords significant flexibility for states

and districts to carry out a wide variety of activities, consistent with their specific needs. In addition, it also provides specific pathways for states and districts to develop and implement programming in a strategic and collaborative manner in order to better prepare, develop, recruit, retain, and ensure equitable access to our strongest educators. Chiefs at every level should consider using these funds to provide a coherent continuum of supports for educators throughout their careers—from preparation and residency through recruitment and selection, mentoring and induction, and including career ladders—rather than implementing short-term programs, initiatives, or discrete aspects of their human capital systems. Through a focus on multiple levers at once – improving the preparation of educators, promoting strategic compensation and innovative staffing models, and ensuring that all teachers and leaders have access to high-quality, targeted coaching and development – Chiefs can focus their Title II funds on strategies that aim to ensure that all students have access to the most effective teachers and principals. Such a focus will help to establish or enhance a performance culture that can fundamentally improve the supply and retention of the more effective educators and give these educators opportunities to expand their influence over student learning.

To do this well, state and local Chiefs will need to ensure that addressing the need for improvement in their human capital systems is part of a comprehensive approach to using Title II to improve the quality and diversity of educators under Title II programming. And, state educational agencies should implement Title II in close coordination with other state efforts, such as [school improvement](#) activities and [Direct Student Services](#) under Title I. Chiefs have an important and unique opportunity to better align various federal funding streams under ESSA in a comprehensive manner, in order to ensure that states realize the full potential of federal education programs. This policy brief makes recommendations as to how states and districts can work together, learn from successful efforts already underway around the country, and ultimately ensure that family income, race, and other student demographics do not determine the likelihood of a student having access to effective teachers and principals.

The table below highlights examples of how state and local Chiefs can leverage the expanded use of funds through the Title II program under ESSA to support educators at each stage of their careers. More details on these examples are provided in the “Work in Action” sections throughout the brief.

NEW OPPORTUNITIES UNDER ESSA

EXPANDED USES OF FUNDS TO SUPPORT A COMPREHENSIVE APPROACH TO HUMAN CAPITAL MANAGEMENT:

Under ESSA, State and local Chiefs have the ability to support new and innovative uses of Title II-A funds that will allow them to focus on developing advanced human resource and development systems that provide a continuum of supports for educators throughout their careers—beginning with preparation and residency and proceeding through recruitment and selection, mentoring and induction, and professional growth and career ladders—rather than using Title II for the implementation of short-term programs, initiatives, or discrete aspects of a human capital system. Some key components that can be integrated into a comprehensive strategy are:

- supporting teacher and school leader residency programs;
- providing incentives to recruit and retain the most effective educators;
- improving equitable access to effective teachers (e.g., through career ladders);
- measuring the effectiveness of professional development programs; and
- incorporating career and technical education (CTE) content into instruction.

	DESCRIPTION	THE WORK IN ACTION
<p>1. ESTABLISH EDUCATOR PREPARATION ACADEMIES</p> 	<p>State Chiefs now have the ability to prioritize support for innovative teacher and school leader preparation programs (not more than 2 percent of state funds).</p>	<p>Relay Graduate School of Education was formed to revolutionize the way teacher education is delivered and to better prepare more high-quality teachers for urban schools. Varying by location, Relay, a non-profit, accredited Institution of Higher Education, offers an innovative program that includes teaching residency, master’s degree programs for novice and experienced teachers, alternative certification, special education credentials, programs for school leaders, and free online courses.</p>
<p>2. RECRUIT, RETAIN, AND ENSURE EQUITABLE ACCESS TO EXCELLENT EDUCATORS</p>	<p>State and local Chiefs have the ability to support effective human capital management systems under the updated Teacher and Leader Incentive Fund (TIF) program to better recruit, retain, and ensure equitable access to excellent teachers and principals.</p>	<p>District of Columbia Public Schools (DCPS) Leadership Initiative For Teachers (LIFT) program, Denver Public Schools Teacher Leadership & Collaboration (TLC) model, and the Tennessee State Equity Plan serve as exemplars for how Chiefs can use Title II funds to implement strategies to recruit,</p>

		<p>retain, and ensure equitable access to excellent educators.</p>
<p>3. DESIGN PROFESSIONAL LEARNING FOR IMPACT</p> 	<p>ESSA supports state and local Chiefs in providing and measuring the effectiveness of professional development that will have the most impact on educators and students. In addition, funds can now be used to better incorporate CTE content into academic instructional practices, including training on best practices in understanding workforce needs and transitions to postsecondary education and the workforce.</p>	<p>Louisiana’s teacher leadership and advocacy model, centered on a core group of Teacher Leader Advisors, serves as an exemplar for SEAs seeking to empower educators to lead the development of the entire educator workforce.</p> <p>The National Research Center for Career and Technical Education (NRCCTE) CTE professional learning models help support educators in enhancing reading, writing, and math instruction within CTE curriculum.</p>
<p>4. STRENGTHEN SCHOOL LEADERSHIP</p> 	<p>SEA and LEA Chiefs have the ability to prioritize support for school leadership activities, including a new optional reservation of funds (not more than 3 percent of the amount available for local subgrants) for statewide school leadership activities.</p>	<p>New Mexico created the Principals Pursuing Excellence (PPE) program in 2013 as an opportunity to build leadership capacity and provide professional development and mentoring to principals. Through this program, principals at schools that have received school accountability grades of C, D, or F receive support and coaching from turnaround leaders and mentors to include monthly visits, individualized school-based supports, and regular check-ins.</p>
<p>5. ESTABLISH A COMPREHENSIVE APPROACH TO HUMAN CAPITAL MANGEMENT</p> 	<p>The updated Title II program will support Chiefs in their efforts to integrate components of their human capital system into a comprehensive plan. As part of these efforts, Chiefs can use funds to train teachers, principals, and other school leaders on the effective use of data to improve student achievement, as well as to understand how to ensure that</p>	<p>The New York Strengthening Teacher and Leader Effectiveness (STLE) program provided competitive grants to districts to raise the quality of teaching and learning through the implementation of comprehensive human capital management systems in order to ensure that all students have equitable access to the most effective educators. Participants locally designed and implemented comprehensive strategies that addressed multiple components of the human capital</p>

	<p>individual student privacy is protected.</p>	<p>system, referred to as the TLE Continuum, including preparation, recruitment and placement, induction and mentoring, evaluation, ongoing professional development, and career ladders.</p> <p>Summit Basecamp provides teachers and schools across the US with the resources they need to bring personalized learning into the classroom. Basecamp provides educators access to the Summit Personalized Learning Platform, a free online tool developed by teachers that helps students set and track goals, learn content at their own pace, complete deeper learning projects and reflect on their experiences. The platform comes with a comprehensive curriculum, also developed and maintained by teachers. Teachers are provided with comprehensive supports, rigorous training, and job-embedded professional development.</p>
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INTRODUCTION

ESSA Title II-A – Preparing, Training, and Recruiting High-Quality Teachers, Principals, and Other School Leaders

The key to improving academic achievement and supporting student success is ensuring that all students have access to an effective teacher in every classroom and effective school leaders in every school. Research demonstrates¹ that teacher effectiveness contributes more to improving student academic outcomes than any other school characteristic and that effective school leaders are essential to recruiting and supporting teachers and leading school improvement. The most effective principals raise the achievement of a typical student in their school by between two and seven months of learning in a single school year;² ineffective principals lower achievement by the same amount. In addition, research suggests that more than half of a school's impact on student gains can be attributed to a combination of principal and teacher effectiveness, with principals accounting for 25 percent and teachers 33 percent of the effect.³

Over the past decade, important work has been done at the state and local levels to improve our education systems. State and local education leaders have introduced higher standards, improved assessments, implemented new systems of accountability, and dramatically raised levels of expectation for instruction. This work has required a focus on teacher and school leader effectiveness, including high-quality professional development to help educators

OPPORTUNITIES UNDER ESSA TITLE II-A

Establish Educator Preparation Academies – State Chiefs have the ability to prioritize support for innovative teacher and school leader preparation programs (not more than 2 percent of state funds).

Recruit, Retain, and Ensure Equitable Access to Excellent Educators – Under the revised Teacher and Leader Incentive Fund, state and local Chiefs have the ability to support effective human capital management systems for teachers and principals in order to better recruit, retain, and ensure equitable access to excellent educators.

Design Professional Learning for Impact – Title I's 'highly qualified teacher' requirements are eliminated, freeing up Title II funds for activities that support *effective* teachers, as defined by the state. Funds can be used to provide and measure evidenced-based professional learning models. In addition, funds can now be used on training to incorporate career and technical education (CTE) content into instructional practices.

Strengthen School Leadership – State and local Chiefs have the ability to prioritize support for school leadership activities, including through a new option for states to reserve funds for statewide school leadership activities (up to 3% of the funds otherwise earmarked for local subgrants).

¹ For additional information, see ED report on [Great Teachers and Leaders](#).

² For additional information on the impact of highly effective principals, see [School Leaders Matter](#) from Education Next.

³ For additional information, see [Leadership Matters](#) from New Leaders.

meet ambitious goals for teaching and learning; however, there is more work to be done. Improving the quality of our teachers and school leaders will require more than just flexibility and funding under Title II; ultimately, it will require state and local Chiefs to commit to effective implementation to ensure that Title II contributes to improved student outcomes.

The reauthorization of the Elementary and Secondary Education Act (ESEA) by the Every Student Succeeds Act (ESSA) provides opportunities for state and local Chiefs to use Title II funding in even more effective and innovative ways to help improve teacher and leader quality and ultimately increase student success.

Consideration should be given to how activities under Title II could complement other efforts, such as [school improvement](#) activities, aligning instructional practices to personalized learning, and [Direct Student Services](#); incorporate applicable lessons learned and best practices from prior law to inform new programming; and engage local stakeholders, including through a robust consultation process, to help encourage broad participation at the local level.

OPPORTUNITIES UNDER ESSA TITLE II-A
(CONTINUED)

Integrate Components into a Comprehensive Approach to Human Capital Management – State and local Chiefs have the ability to support new and innovative uses of funds. These discrete strategies that focus on one or more components of the human capital system should be integrated as part of a comprehensive systems approach. Allowable uses of funds include: supporting teacher and school leader residency programs; providing incentives for the recruitment and retention of the most effective educators; improving equitable access to effective teachers, such as through career ladder pathways; measuring the effectiveness of professional development programs; training on how to incorporate career and technical education (CTE) content into academic instructional practices; and training for teachers on the appropriate use of student data.

Past Performance

Since Fiscal Year (FY) 2002, Title II of ESEA has provided an average of approximately \$2.69 billion annually⁴ to support formula grants to state educational agencies (SEAs) and subgrants to local educational agencies (LEAs) to increase student achievement by improving teacher and principal quality. However, there is evidence that past spending was not as effective as intended.

⁴ Funding for Title II reached a high of \$2.94 billion in fiscal years 2009 and 2010; in FY2016, Title II received \$2.34 billion.

The Every Student Succeeds Act and Revised Use of Title II-A Funds

PAST PERFORMANCE

<ul style="list-style-type: none"> • Past Title II formula grants to SEAs and LEAs attempted to improve educator quality through a requirement that teachers be "highly qualified."
<ul style="list-style-type: none"> • Uneven spending of Title II-A funds failed to yield effects that positively impacted teacher preparation, recruitment, retention, and compensation.
<ul style="list-style-type: none"> • Title II-A spending was not often coordinated with other related policies, leading to limited impact.
<ul style="list-style-type: none"> • State activities funds did not include any specific priorities or focus areas for states to consider.
<ul style="list-style-type: none"> • Significant spending on professional development at both the state and district levels with limited evidence of effectiveness.



NEW OPPORTUNITIES

<ul style="list-style-type: none"> • Eliminating the "highly qualified" teacher mandate in favor of state-level measures of teacher quality and effectiveness that require states to set meaningful goals based on state standards.
<ul style="list-style-type: none"> • Allowing LEA and SEA Chiefs to implement high-quality human capital and professional development systems that consider the entire continuum from preparation to continuous improvement and career ladders.
<ul style="list-style-type: none"> • Aligning policy with other key ESSA activities including school improvement and Direct Student Services to leverage impact.
<ul style="list-style-type: none"> • Reserving an optional 40% of state funds (2% overall) for teacher and leader preparation academies and reserving an optional 3% of overall funds for statewide activities for principals and other school leaders.
<ul style="list-style-type: none"> • Implementing professional development with a focus on impact such as through better incorporating CTE content into academic instruction and aligning instruction to personalized learning.

The main measure of teacher quality under ESEA under the No Child Left Behind Act was the Title I requirement that teachers be "highly qualified," and a significant amount of state and local attention was devoted to this purpose. According to the U.S. Department of Education (ED), SEAs and LEAs were very successful in meeting the "HQT" requirement, with over 96 percent⁵ of teachers in classrooms

⁵ For additional Title II, Part A performance information see pages C-20 through C-25 in the [FY 2017 Department of Education Justifications of Appropriation Estimates to the Congress](#) for School Improvement Programs.

nationwide meeting the definition. However, ED's "Educator Equity Profiles"⁶ for states indicated that for the 2011-2012 school year, teachers in the highest poverty quartile and highest minority quartile schools were more likely to be uncertified, inexperienced, considered not highly qualified, at the low end of the salary scale, and absent 10 or more days during the school year.

Ultimately, the federal requirement that teachers be highly qualified placed too much emphasis on credentials, degrees, and other inputs, instead of focusing on the quality of the educators and their ability to improve teaching and learning. During consideration of ESSA, there was widespread bipartisan agreement that the highly qualified teacher requirement under the prior law was not the best measure of teacher effectiveness and that this narrow focus limited Title II's effectiveness. As the Education Policy Center at the American Institutes for Research noted, in spite of the tens of billions of federal dollars allocated through Title II and the fact that nearly all teachers in the nation were highly qualified, significant challenges⁷ related to teacher and school leader quality persist:

- Inexperienced teachers are still disproportionately concentrated in high-need schools;
- Hard-to-staff schools remain hard to staff;
- Principal churn is persistently high across the country; and
- U.S. students continue to fare poorly in international comparisons of achievement.

In addition, Congress recognized⁸ that Title II funding is often spent on activities that are not supported by evidence and that are unlikely to improve achievement or other student outcomes, including professional development that is not coordinated or aligned with state efforts and other related activities in school districts. As the Center for American Progress⁹ noted, tangible results from these Title II efforts are limited, and there is little evidence that these funds are driving the sort of changes needed to help schools prepare, recruit, develop, retain, and compensate quality teachers.

New Vision for Title II

ESSA attempts to address both of these issues. First, it eliminates the highly qualified teacher requirement so that teacher qualifications are no longer defined at the federal level and no longer serve as the proxy for teacher quality. Instead, states, in collaboration with district leaders and other stakeholders, will develop their own measures of teacher quality and effectiveness and report on ineffective, inexperienced, or out-of-field teachers. This change will allow SEAs and LEAs to rethink their Title II spending. However, eliminating federal requirements for teacher qualifications will not, alone, ensure that Title II funds are spent on activities that actually improve teacher quality and increase student achievement. Likewise, simply increasing funding or introducing new programs is unlikely to produce actionable data and real results. Substantial progress on improving teacher quality

⁶ For additional information, see [State Plans to Ensure Equitable Access to Excellent Educators](#).

⁷ For additional information on teacher and leader quality issues, see [Title II, Part A: Don't Scrap It, Don't Dilute It, Fix It](#).

⁸ For additional information, see pages 33-39 in [S.Rept. 114-231, The Every Child Achieves Act of 2015](#).

⁹ For additional information, see Center for American Progress report on [Ineffective Uses of ESEA Title II Funds](#).

and student achievement will require prioritization based on meaningful goals for improved student and system outcomes.

To do this right, state and local Chiefs will need to ensure that their human capital systems and professional development programs are part of a comprehensive system to improve the quality and diversity of the teaching force under Title II programming. To better inform new programming, SEAs and LEAs should consider coordination with other state efforts, such as Title I [school improvement](#) activities, school redesign efforts, and [Direct Student Services](#), along with the use of applicable lessons learned and best practices from prior law. Family income, race, and other student demographics should not determine the likelihood of a student having access to the most effective teachers and principals. Ensuring that all students have equal access to the most effective educators will put students on a pathway that can equip them with skills that will make them successful in college and in their careers.

New Opportunities Under Title II

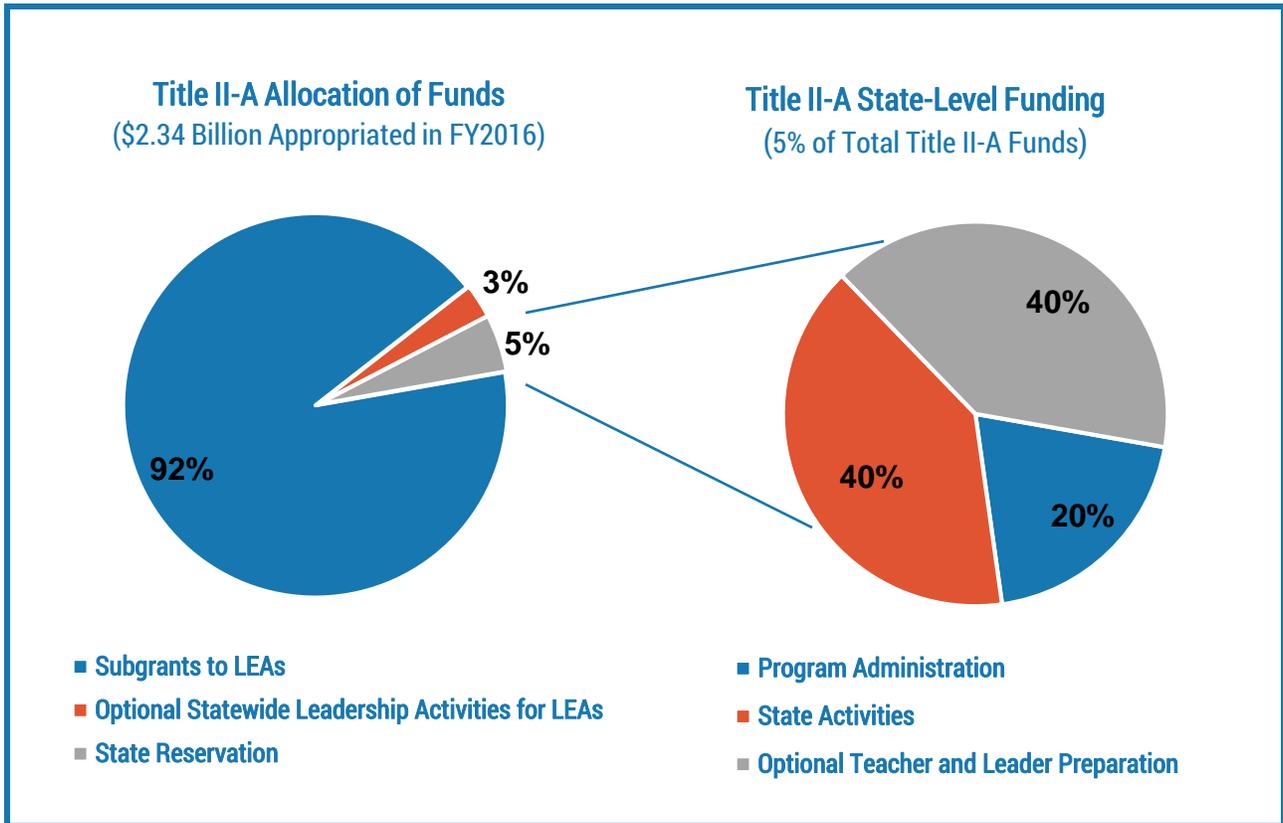
The Title II program under ESSA continues to focus on raising student achievement by improving teacher, principal, and school leader quality, and maintains significant flexibility under the program for SEAs and LEAs to carry out a wide variety of activities. Title II remains a federal program of formula grants to SEAs that, in turn, make formula grants to LEAs. [See [Appendix A](#) for a summary of ESSA Title II formula changes.] The amended program provides an opportunity to streamline the trajectory and strengthen the impact of Title II efforts through new (and improved) evidenced-based activities, including statewide school leadership development and support, innovative approaches to teacher and school leader preparation, and targeted efforts to support human capital management systems. [See [Appendix B](#) for a summary of key changes to Title II in ESSA].

New State Funding Reservations

Under the amended Title II, Part A, states can reserve up to 5% of their funding for state activities. States may use some of this reservation for administration (up to 1% of the total Title II-A allocation, which is 20% of the state-level funds). States can then use the remaining 4% of funds for various state-level activities. One of these state activities – expanding teacher, principal, or other school leader preparation academies – is subject to a cap; SEAs may only use up to 2% of the total Title II-A allocation (which is 40% of the state-level funds) for this activity.

The remaining 95% must be subgranted to LEAs except that the state has the option to reserve 3% of these funds for state-level activities for principals and other school leaders (leaving approximately 92% for LEA subgrants). This reservation is over and above the 5% for state activities described above.

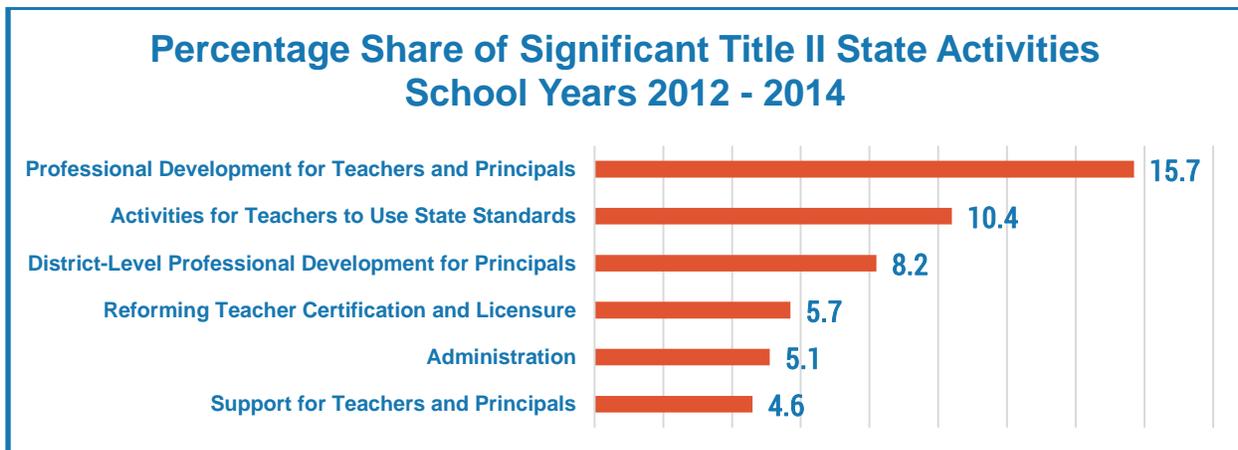
Title II, Part A Distribution of State Funding (\$2.34B in FY16)



Expanded State Activities

While NCLB's Title II program permitted states to carry out a variety of activities, ED surveys showed top state spending categories across the 2012-2014 school years:¹⁰

Breakdown of Expanded State Activities



¹⁰ "Administration" funding includes technical assistance to LEAs and "support for teachers and principals" includes professional development and other supports such as mentoring, team teaching, and using standards and assessments.

Authorized state activities under ESSA are similar to those authorized under the prior law, with a few exceptions. ESSA outlines the following new activities:

- Reform and improve teacher, principal, and other school leader preparation programs;
- Establish or expand teacher, principal, and other school leader preparation academies;
- Provide state assistance to LEAs to design and implement teacher, principal, and other school leader evaluation systems (note that these systems were required under ESEA waivers, but are now completely optional);
- Improve equitable access to effective teachers;
- Provide professional development on how to better incorporate career and technical education (CTE) content into academic instructional practices;
- Provide training for teachers on the appropriate use of student data;
- Support school library programs;
- Provide training to recognize child sexual abuse; or
- Support joint efforts to address transitions to elementary schools.

In addition, and as noted above, states have the option to reserve up to an additional 3 percent of funds (that would otherwise be allocated to LEAs) to support statewide activities for principals and other school leaders consistent with authorized state activities.



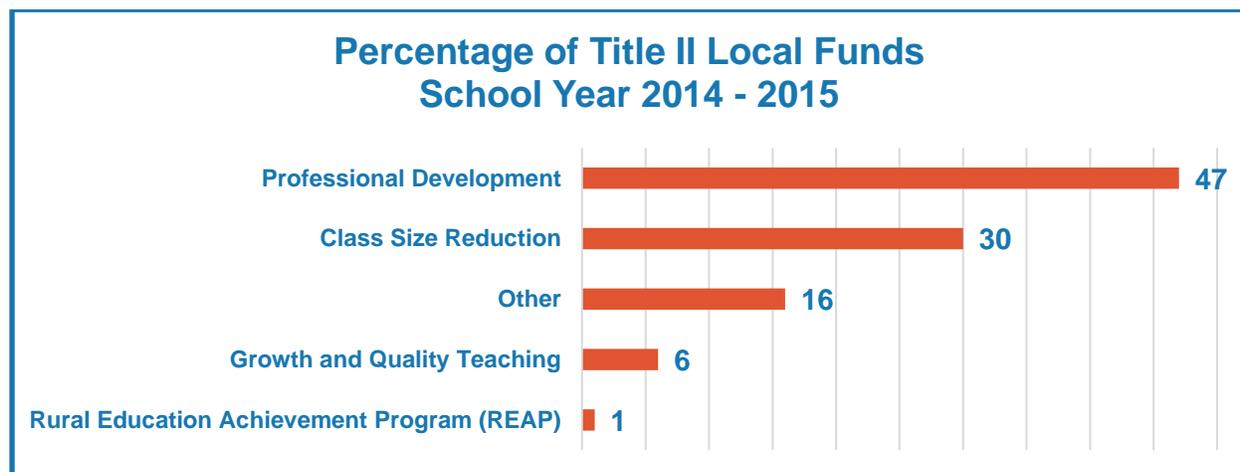
Point for Consideration

The most successful strategies for Title II must be based on data. As research shows, there is not a silver bullet or one-size-fits-all approach to increasing student academic achievement through improving the quality of educators. Chiefs can use their Title II funds to engage multiple levers at once – ensuring higher standards for preparation providers, improving the diversity and the quality of the teaching force through career ladders, promoting strategic compensation and innovative staffing models, and ensuring all teachers and principals have access to high-quality, targeted coaching, mentoring, and professional development.

Expanded Local Uses of Funds

At the local level, ED reported that LEAs used¹¹ Title II, Part A funds in the following manner during the 2014-2015 school year:

Percentage of Title II Local Funding



Class size reduction has continued to remain a prominent activity under Title II-A at the local level, although the percentage of funds allocated for it has decreased over the years. According to ED, the percentage of funds used for reducing class size decreased from 57 percent in 2002-2003 to 30 percent in 2014-2015, and the percentage of funds used for professional development increased from 27 percent in 2002-2003 to 47 percent in 2014-2015.

Under ESSA, local uses of funds are similar to many of the activities authorized at the state level. ESSA authorizes the following new local allowable activities:

- Recruiting, hiring, and retaining teachers (particularly in low-income schools)— *no longer limited to highly qualified teachers*;
- Developing and improving evaluation and support systems for teachers, principals, and other school leaders;
- Professional development on science, technology, engineering, and mathematics (STEM) content areas and how to better incorporate CTE content into academic instructional practices;
- Supporting joint efforts to address transitions to elementary schools;
- Supporting the identification of gifted and talented students;
- Training to recognize child sexual abuse;
- Supporting school library programs; and
- Feedback mechanisms to improve school working conditions.

¹¹ For the 2014-2015 school year, ED administered surveys to a nationally representative sample of school districts. The data in this [brief](#) represent data collected from 800 LEAs.



Point for Consideration

LEAs can continue to use Title II funds for class size reduction under ESSA, but only to a level that is “evidence-based, to the extent the state (in consultation with local educational agencies in the state) determines that such evidence is reasonably available.”

While class-size reduction has been a popular use of Title II funds, evidence on the effectiveness of this approach is quite limited. While research shows that class size reduction may generate some modest achievement gains in math and English for some populations, it has a very high cost and modest effect relative to other options. Research has shown small impacts of class-size reduction in grades K-3 when implemented with effective educators, though not all research has found similar effects.¹² The scale of these effects is modest and similar in nature to far less expensive interventions such as volunteer tutoring.¹³ Any class-size reduction efforts should be limited to those grades and subjects where the research demonstrates that there will be a measurable impact on student outcomes. ESSA now requires that class size reduction spending be evidence-based (to the extent evidence is “reasonably available”) and support the hiring of additional effective teachers.

For example, Florida’s class-size-reduction program cost an estimated \$20 billion over the first eight years and \$4 billion during each subsequent year.¹⁴ By contrast, changing from low- to high-quality instructional materials exacts minimal cost and can help bring about large student gains. (Note that instructional materials are not an allowable use of Title II, Part A funds, but are allowable in many circumstances under Title I, Part A.)¹⁵ In fact, a longitudinal study from North Carolina showed that effective teachers were effective even with larger class sizes.¹⁶ Public Impact’s studies on class size conclude that placing more students under the leadership of highly effective teachers, rather than reducing class size, is academically beneficial.¹⁷

¹² Hill, C. J., Bloom, H. S., Black, A. R., & Lipsey, M. W. (2008). Empirical Benchmarks for Interpreting Effect Sizes in Research. *CDEP Child Development Perspectives*, 2(3), 172–177.

¹³ Hattie, J. (2015). The applicability of Visible Learning to higher education. *Scholarship of Teaching and Learning in Psychology* *Scholarship of Teaching and Learning in Psychology*, 1(1), 79–91.; Whitehurst, G. (2009). Don’t Forget Curriculum (Brown Center Letters on Education) (p. 12). Brookings.

¹⁴ Chingos, M. M. (2012). The impact of a universal class-size reduction policy: Evidence from Florida’s statewide mandate. *Economics of Education Review*, 31(5), 543–562. <http://doi.org/10.1016/j.econedurev.2012.03.002>.

¹⁵ Boser, U., Chingos, M., & Straus, C. (2015). The Hidden Value of Curriculum Reform (p. 51). Washington, D.C.: Center for American Progress. Retrieved from <https://cdn.americanprogress.org/wp-content/uploads/2015/10/06111518/CurriculumMatters-report.pdf>.

¹⁶ Hansen, M. (2013). Right-Sizing the Classroom: Making the Most of Great Teachers. Washington, DC: Thomas B. Fordham Institute. Retrieved from <http://edex.s3-us-west-2.amazonaws.com/publication/pdfs/20131119-Right-Sizing-the-Classroom-Making-the-Most-of-Great-Teachers-FINAL.pdf>.

¹⁷ Public Impact. (2012). Class-Size Increases (Redesigning Schools: Models to Reach Every Student with Excellent Teachers). Retrieved from http://opportunityculture.org/wp-content/uploads/2012/04/Class-Size-Increases_School_Model-Public_Impact.pdf.

Opportunities Under ESSA Title II

While ESSA maintains the flexible nature of the Title II, Part A program generally, it also provides specific opportunities for SEAs and LEAs to develop and implement programming in a strategic and collaborative manner to better prepare, recruit, develop, and retain our strongest teachers, principals, and other school leaders. An approach that considers the full human capital continuum is most likely to be effective.

In developing state and local applications, ESSA requires SEAs and LEAs to consult with teachers, principals (including charter school leaders), and other stakeholders to determine the best uses of Title II-A funds. This provides states with an opportunity to engage educators in an iterative, continued engagement and improvement process that is likely to foster more effective implementation and encourage buy-in. It is important that Chiefs think critically about sustaining educator voice and breaking out of the cycle of implementing traditional teacher workgroups that are primarily limited in duration and provide one-way feedback. Since Chiefs' needs and contexts vary, partnerships with organizations like [Teach Plus](#) can help leaders with their plans to engage teachers in initial policy discussions and beyond, to efforts around implementation and educator practice.

It is important that Title II-A activities are coordinated with other related strategies, programs, and activities being conducted in the state or local community. Complementary approaches can reduce administrative burden and ensure that there is full-system alignment around the state's vision for education.

Chiefs are currently using their funds to support initiatives that are enhancing the quality and diversity of the teaching force and improving teaching and learning for students. In many cases, the strongest efforts began, or were expanded, under the Race to the Top (RTTT) program.

RTTT provided an opportunity for states and districts to move their human capital systems forward, including by reforming certification and licensure requirements, developing stronger residency-model preparation programs, building better career ladders for recruiting effective educators, and developing strong retention strategies such as increased pay. Below are some examples of how Title II funds at the state and local levels can be used to support similar or enhanced efforts to reform various components of the human capital continuum as part of a comprehensive systems approach to human capital management.

1. Establish Educator Preparation Academies

ESSA permits states to use up to 2 percent of their funds for establishing or expanding "teacher, principal, or other school leader preparation academies" (academies) if allowed by state law. Similar to charter schools, these new academies would be held accountable for the results of their candidates, but would be freed from having to satisfy antiquated, input-based requirements currently found in our teacher and school leader preparation system.

In states that wish to establish these academies, the governor would be required to designate a state authorizer of academies (similar to charter school authorizers for elementary and secondary schools). This authorizer would set goals for the academies and revoke the authority for those that fail to “produce the minimum number or percentage of effective teachers or principals.”

REQUIREMENTS UNDER ESSA FOR PREPARATION ACADEMIES		
<p style="text-align: center;"><i>Establishment of Academies</i></p> <p><u>States are permitted to establish or expand academies if:</u></p> <ol style="list-style-type: none"> 1. It is allowable under state law; 2. Those attending the academy are eligible for state financial aid in the same manner as those attending other state-approved preparation programs; and 3. The state permits those enrolled in an academy to teach or work in the state while on alternative certificates, licenses, or credentials. 	<p style="text-align: center;"><i>Academy-Authorizer Agreements</i></p> <p><u>Academies are required to enter into an agreement with their state authorizer on the following matters:</u></p> <ol style="list-style-type: none"> 1. Ensuring that prospective educators are required to receive a “significant” part of their training through clinical preparation that partners the educator with another “effective” educator, with effectiveness demonstrated through a record of increasing student achievement; 2. The number of educators prepared that will demonstrate success in increasing student achievement; 3. Ensuring that the academy will award a certificate of completion only after the enrolled educator demonstrates a record of increasing student achievement as a student teacher or teacher of record; and 4. Timelines for completion and graduation if the academy is affiliated with an IHE. 	<p style="text-align: center;"><i>Prohibitions</i></p> <p><u>Academies must not place restrictions on the training of prospective educators, including:</u></p> <ol style="list-style-type: none"> 1. Requiring faculty to hold advanced degrees (or prohibiting them from holding such degrees); 2. Regulating the physical infrastructure of the academy; 3. Limiting the number of course credits or type of courses; and 4. Obtaining accreditation from an accrediting body.



Point for Consideration

To ensure that we adequately prepare future teachers and school leaders, preparation programs should focus on recruiting the most promising teacher and school leader candidates; provide significant, hands-on clinical training; and ensure that candidates become graduates – and preparation programs are deemed effective – once candidates have demonstrated a record of success in the classroom.

SEAs should consider reserving funds to support innovative approaches to teacher, principal, or other school leader preparation that are based on outcomes and directly tied to work in schools and classrooms.

In addition, SEAs may want to consider approaches that build pipelines of effective instructional leaders and that create or improve career ladders for the most effective teachers that provide opportunities for teacher leadership to support the professional learning of their colleagues.

The Work in Action

Innovative Preparation Approaches

Relay Graduate School of Education, an accredited Institution of Higher Education, was established in 2011 when its charter was authorized by the New York Board of Regents; from 2007 to 2011, it was operated as Teacher U of the City University of New York's (CUNY) Hunter College of Education. Founded through collaboration between Achievement First, KIPP, and Uncommon Schools, Relay was formed to revolutionize the way teacher education is delivered and to better prepare a larger number of high-quality teachers for urban schools.

Unlike more traditional programs, Relay eschews orthodoxy, using innovative pedagogical models that prioritize mastery over seat time including deliberate practice, online coursework, and rapid feedback loops to help teachers quickly and effectively build their knowledge and skills. Using these non-traditional methods, and varying by location, Relay offers a teacher residency, master's degree programs for novice and experienced teachers, alternative certifications, special education credentials, programs for school leaders, and free online courses.

Relay now operates in 12 cities across the country and trains more than 2,000 teachers and 400 school leaders each year. Relay's candidates and graduates teach in both charter and traditional district public schools across the country.

2. Recruit, Retain, and Ensure Equitable Access to Excellent Teachers

The Teacher and Leader Incentive Fund (TIF) will provide SEAs and other recipients with funds to implement human capital strategies that will recruit, retain, and ensure equitable access to excellent educators. While the Teacher and Leader Incentive Fund was not authorized under prior law, it has received funding through past appropriation bills. The program provided competitive grants to school districts, states, or partnerships of a school district, a state, or both and at least one non-profit organization. The funds were used to develop and implement teacher and principal compensation systems.

ESSA authorized, updated and renamed the program the Teacher and Leader Incentive Fund¹⁸ (under section 2212 of Title II, Part B). While funds can still be used to improve teacher and principal compensation systems (that base compensation in part on demonstrated improvement in student academic achievement), the updated program also focuses more broadly on the implementation or expansion of improved human capital management systems for teachers, principals, and other school leaders. Under ESSA, a human capital management system is defined as “a system by which a local educational agency makes and implements human capital decisions, such as decisions on preparation, recruitment, hiring, placement, retention, dismissal, compensation, professional development, tenure, and promotion; and that includes a performance-based compensation system.”

Teacher and Leader Incentive Fund grant recipients, such as the District of Columbia Public Schools, Denver Public Schools, and the Tennessee Department of Education, have used grants to provide incentives and supports to increase the number of effective educators who are recruited and retained in high-need schools; implement career ladders to give educators opportunities for leadership and advancement; and implement a salary system where increases are based in part on effectiveness.

Even without a Teacher and Leader Incentive Fund grant, Chiefs may use their Title II-A funds to pay for the types of initiatives, outlined in the “work in action” box below, that have shown to help recruit, retain, and ensure equitable access to excellent educators.

¹⁸ ESSA Title II, Part B contains all National Activities and is split into four subparts (Teacher and Leader Incentive Program; Literacy Education for All, Results for the Nation (LEARN); American History and Civics Education; and Programs of National Significance), with each receiving a specific percentage allocation of the overall National Activities authorization.



Point for Consideration

Education has been a traditionally “flat” profession, with few opportunities for teachers to advance professionally without leaving the classroom, or for school leaders doing something other than central office administration. A recent study of four large, geographically diverse urban school districts¹⁹ across the nation found that 50 to 80 percent of high-performing teachers reported that they would stay longer if they had expanded career opportunities that allowed them to remain in the classroom.

In response to this expressed desire, Chiefs can design new collaborative teaching models that enable the most effective teachers to “extend their reach” by putting the most effective teachers in charge of more students’ learning and other teachers’ development, for increased pay.

Using Title II funds as part of an overarching theory of action connected with ESSA plans creates an opportunity for schools to analyze how they are currently staffing and using resources to meet student needs, and identify where they could redesign roles and re-align resources to more effectively meet their goals and sustain career ladders as part of a comprehensive human capital management strategy.

¹⁹ For additional information, see TNTP report on [The Irreplaceables](#).

The Work in Action

Ensuring Equitable Access

Tennessee State Equity Plan – Through its Race to the Top plan, Tennessee has focused on a set of ambitious goals to address achievement gaps and ensure academic growth for all students. Efforts to address issues of inequity are evident in many of the human capital strategies and initiatives Tennessee has implemented in pursuit of these goals.

The Tennessee plan maintains an emphasis on rigorous standards, aligned assessment, and strong accountability, and a focus on five priority areas in a new strategic plan entitled Tennessee Succeeds. The strategic plan's focus areas include early foundations and literacy, high school and the bridge to postsecondary, all means all, educator support, and district empowerment.

As part of this new plan, Tennessee will continue to refine the ways it examines equity issues, reexamine the state's key levers in addressing these issues, and develop a set of new data metrics to consider and share. See the section on [Human Capital Data Reports](#).

3. **Design Professional Learning for Impact**

In seeking to improve their school systems, states and districts must also occupy themselves with questions on professional development. With significant resources in Title II available for the implementation of professional learning for educators, it is of the utmost importance that the offerings available to teachers are not only of high quality, but also grounded in the tenets research has found to be effective in elevating pedagogy and raising student achievement.

Examining states whose students demonstrated growth on the National Assessment of Educational Progress (NAEP), researchers from the Stanford Center for Opportunity Policy in Education²⁰ found that teachers in Colorado, Missouri, New Jersey, and Vermont – despite varying contexts in their schools – experienced professional learning that had a number of commonalities. More specifically, their professional development had:

- A common and clearly articulated vision,
- Effective quality monitoring and control,
- A foundation for ongoing learning through mentoring and induction requirements,
- An infrastructure of facilitating organizations, and
- Stability of resources.

²⁰ [Teacher Professional Learning in the United States: Case Studies of State Policies and Strategies](#) (2010)

Further, research²¹ from Generation Ready also tells us that, contrary to the way in which it is typically delivered, teachers need and deserve thoughtful, data-driven, “ongoing, job-embedded, and collaborative” professional learning to raise student achievement.



Point for Consideration

State and local Chiefs should consider using Title II to provide meaningful professional development that is aligned to educator evaluation systems so that educators in high-need schools have targeted support to help them become more effective.

In addition, as part of efforts related to evaluation, reporting, and equity, SEAs and LEAs may want to consider ways to increase teacher and school leader diversity. To increase diversity in the education workforce, system-level leaders should set a clear vision and strategy to bring diversity to the forefront; align recruitment and professional development to that vision; develop strategies to retain teachers and leaders of color; support racial and cultural awareness and diversity training; and work to eliminate systemic barriers and bias to help ensure success.

The Work in Action

Creating Teacher Leader Advisors

Louisiana Teacher Leaders – Louisiana’s teacher leadership and advocacy work serves as an exemplary model for state education agencies seeking meaningful ways to elevate teacher voice and transform teaching and learning by empowering educators to lead and support the development of the entire educator workforce. At the center of their initiative is a core group of over 100 Teacher Leader Advisors. They ensure that educators across the state have access to high-quality curricula, on-going assessments, and professional development. In this critical role, serving as an extension of the department’s team, they lead a cadre of over 5,000 teacher leaders, roughly two teachers from every school in the state. Teacher Leader Advisors participate in the department’s Instructional Materials Review process, produce units for the state’s guidebooks, help create state assessment items, and develop and lead both virtual and in-person professional development. In addition, the department leverages the Teacher Leader Advisors and its resources effectively to directly engage teachers in every region of the state. The department hosts an annual kickoff event each summer, publishes monthly newsletters developed by teacher leaders, and provides regional one-day training in four locations around the state each quarter. These professional development opportunities support the state’s PD & Curriculum initiative, a strategy to incentivize districts to scale high-quality professional development and get the best resources directly to teachers. The state uses these events to bring in their Tier 1, highest quality, curricula and professional development vendors for teachers and districts to try out. Now exposed to higher-quality professional development and supports, districts have an appetite for and can access vendor services through cost-effective packages and have teacher leaders trained to support implementation.

²¹ [Raising Student Achievement Through Professional Development](#)

An important new opportunity in ESSA Title II is to provide high-quality professional development on how to better incorporate CTE content into academic instructional practices, including by providing training on best practices in understanding state and regional workforce needs and transitions to postsecondary education and the workforce. To help ensure that more students enter the workforce with the skills they need to compete for high-skilled, in-demand jobs, state and local Chiefs should focus efforts on professional development content that is aligned with ESSA, CTE, and other pertinent workforce development programs. This strategy can help support educators in integrating curricula to enhance students' college and career readiness.



Point for Consideration

SEAs and LEAs may want to consider the ways ESSA emphasizes the role of CTE in achieving positive outcomes for all students. Deeper integration of CTE and academic content will require effective professional development that helps teachers link curricula and develop engaging instruction to support students in graduating college and career ready.

The Work in Action

Integrating CTE and Academic Content

The National Research Center for Career and Technical Education (NRCCTE) at the Southern Regional Education Board (SREB) has developed evidence-based professional learning models called [Math-in-CTE](#) and [Literacy-in-CTE](#) that help support educators in enhancing reading, writing, and math instruction within CTE curriculum. The Math-in-CTE model involves a deep partnership with state and district leadership teams to provide teachers with job-embedded intensive professional development and work with leadership teams to develop their own internal capacity to support and sustain this work. In this work, CTE and math educators work together in professional learning communities to integrate their curricula and identify shared concepts. This support includes facilitation of frameworks, curriculum maps, and specific lesson plans to support this deep integration. Research has shown that this model supports improved math performance for students both in high school and in post-secondary institutions.

4. Strengthen School Leadership

Attention to the human capital continuum for principals is another important leverage point for improving educator quality. ESSA provides opportunities to strengthen school leadership, particularly in high-need communities. States can use their share (5 percent) of Title II funds to support school leadership activities. In addition, states now have the option of reserving up to an additional 3 percent of funds from the 95 percent allocated to LEAs for “principals and other school leaders” consistent with authorized state activities. This money can be used for systemic infrastructure improvements for principals and other school leaders, such as peer-to-peer learning sessions, collaborative initiative planning, collective program evaluation, and systemic investments. These types of activities and networks may be especially beneficial to smaller districts that would now have the means to tap into larger statewide programs and activities.



Point for Consideration

Strong school leaders are critical to educational success – from increasing academic rigor to evaluation and support for teachers. School leaders oversee the implementation of all education policies. Investments to develop and support effective school leaders will be particularly critical during implementation of ESSA.

State investments in principals and other school leaders are an efficient means to promote and sustain school improvement. Accordingly, SEAs should consider the new option to reserve 3 percent of LEA funding under Title II-A to support local school leaders through statewide efforts.

To help ensure success and engagement from the local level, SEAs intending to reserve funds for school leadership activities should build a case for how a statewide approach can help to better meet the needs of school leaders, and ultimately students, and why LEAs and schools should support this type of effort.

The Work in Action

Preparing Effective School Leaders

New Leaders is a non-profit organization whose multifaceted approach serves both individual practitioners and the districts they work for. For those in schools, New Leaders offers three different programs, ranging from those for teachers looking to expand their leadership skills and dip their toes in the water of administration to structured professional development for newly minted principals. For LEAs and states, New Leaders also offers training on creating conditions conducive to hiring principals, retaining quality administrators, and increasing future capacity.

Operating in a number of states and districts, New Leaders has partnered with Washington, DC, the San

Francisco Bay Area, Louisiana, Memphis, and Newark to train hundreds of school leaders. After controlling for other, external factors, research from the Rand Corporation examining New Leaders' impact on student achievement in schools within its partner districts and LEAs found that administrators in its programs produced statistically significant improvements. For example, results from partnerships in schools in Washington, DC indicated that students who had attended a school headed by a New Leaders participant made gains in math and reading.²²

Supporting Principals to Foster School Improvement

New Mexico created the Principals Pursuing Excellence (PPE) program in 2013 as an opportunity to build leadership capacity and provide professional development and mentoring to principals. Through this program, principals at schools that have received school accountability grades of C, D, or F receive support and coaching from turnaround leaders and mentors to include monthly visits, school-based differentiated supports, and regular check-ins.

The theory of action underlying this program is around effective leadership at all levels from districts to the classroom with school leaders having the skills to establish the conditions for effective teaching and learning.

Principals also participate in professional development to help develop their capacity as transformational leaders. Fundamentally, each mentee principal is challenged to focus on three tenets to drive change within their school: use of data, building cultures of learning, and solid practice related to observation and feedback with teachers. Mentee principals create 90-day plans and use them to accomplish critical actions identified through root cause analysis as related to these tenets.

Research from the initial implementation has shown positive outcomes for both principals and schools. Data from the first cohort found improved data-based decision-making, informed instruction, and use of distributed leadership in the PPE schools. As of August 2016, PPE school data doubled and tripled state growth rates. In total, these schools serve approximately 19,000 students, equivalent to the third largest district in the state. PPE schools increased math proficiency by 4.24% vs. the state average of 2.5%; PPE schools increased English language arts proficiency by 4.87% vs. the state average of 1.3%.

5. Establish a Comprehensive Approach to Human Capital Management

State and local Chiefs should use Title II funds to bolster and support aspects of their human capital management systems most in need of improvement based on their unique context and needs. Chiefs should commit to implementing activities or initiatives as part of a comprehensive systems approach to human capital management, rooted in educator effectiveness, in order to improve student outcomes and expand educational equity. Rather than solely focusing on the implementation of short-term programs or discrete components of the human capital continuum,

²² Gates, Susan M., et al. (2014). Preparing Principals to Raise Student Achievement: Implementation and Effects of the New Leaders Program in Ten Districts. RAND Corporation. Retrieved from: http://www.rand.org/content/dam/rand/pubs/research_reports/RR500/RR507/RAND_RR507.pdf

Chiefs should ensure that each component is integrated into an advanced system that supports educators throughout their career trajectory from preparation through retention. Proposed requirements and flexibilities outlined below under ESSA promote the comprehensive planning necessary for Chiefs to develop a complete systems approach to human capital management.

ESSA does not require states to carry out or report on teacher evaluations. However, states must include in their report cards data on:²³

- Professional qualifications of educators, including information (disaggregated by high- and low-poverty schools) on the number and percentage of inexperienced teachers, principals, and other school leaders;
- Teachers teaching with emergency or provisional credentials; and
- Teachers who are not teaching in the subject or field for which the teacher is certified or licensed.

While ESSA does not contain federal requirements related to teacher evaluation, the overall quality of teaching and learning can be raised through the implementation of comprehensive human capital systems that include sound implementation of teacher and leader evaluations. By implementing those systems, Chiefs can establish a performance culture that will fundamentally improve the supply and retention of the most effective educators and give these educators opportunities to expand their influence over student learning.

For example, each LEA should have a strong and meaningful evaluation system that provides information that can help determine which:

- Teacher and principal preparation programs are best preparing educators to succeed in schools and classrooms;
- Recruitment, hiring, and placement strategies help identify the most skilled candidates;
- Professional development investments have the largest impact on teaching and learning;
- Promising practices are employed by the most effective teachers and school leaders to close achievement gaps; and
- Retention strategies ensure that the most effective educators are extending their reach and maximizing their impact on student learning.

²³ Prior law had somewhat similar language, including a similar disaggregation requirement, but specifically required reporting only on teachers serving with emergency or provisional credentials (as well as on teachers who were not “highly qualified,” a concept that is not continued under the updated law). States will need thus need to define “inexperienced” and collect and report data on the experience levels of teachers, principals, and other school leaders and on whether teachers are teaching “out of subject.” Note that there is no requirement that these data be reported at the LEA or school level.

On May 31, 2016, ED published a Notice of Proposed Rulemaking (NPRM)²⁴ on accountability and state planning, including new (proposed) requirements for consolidated state plans. The consolidated state planning authority under ESSA allows SEAs to submit a single, consolidated state plan covering the various ESEA state formula programs, in lieu of submitting a separate application for each program. Congress created this authority in order to reduce the burden on states and promote comprehensive planning that cuts across program areas. The following pertinent areas are addressed in the NPRM:

- Systems of Educator Development, Retention, and Advancement – The plan must include descriptions of: (1) the state’s system of certification and licensing of teachers, principals, and other school leaders; (2) the state’s system for ensuring adequate preparation of new educators, particularly for low-income and minority students; and (3) the state’s system of educator growth and professional development.
- Support for Educators – The plan must describe how the state will use Title II, Part A and other funds to support state-level strategies designed to: (1) increase student achievement; (2) improve the quality and effectiveness of teachers and principals or other school leaders; (3) increase the number of teachers, principals, or other school leaders who are effective in improving achievement; and (4) provide low-income and minority students with greater access to effective teachers, principals, and other school leaders.

The plan must also describe how the SEA will improve the skills of teachers, principals, or other school leaders in identifying students with specific learning needs and providing instruction based on the needs of such students, including strategies for teachers and principals, or other school leaders in schools with low-income students, lowest-achieving students, English language learners, and other categories of students.

- Educator Equity – The SEA must “demonstrate...whether” low-income and minority students enrolled in Title I schools are taught at disproportionate rates by ineffective, out-of-field, or inexperienced teachers compared to non-low-income and non-minority students in non-Title I schools. Toward that end, the SEA must:
 1. Include in the plan statewide definitions of “ineffective teacher,” “out-of-field teacher,” “inexperienced teacher,” “low-income student,” and “minority student” (and the definitions must be based on distinct criteria so that each definition provides useful information about educator equity and disproportionality rates);

²⁴ While the provisions in the NPRM are “proposed” and may not be included in the final regulations, Chiefs for Change believes that the NPRM provide opportunities for state and local Chiefs to exert leadership in increasing educator quality and equitable access. For additional information on the NPRM, see the May 31, 2016 issue of the [Federal Register](#).

2. Annually calculate and report the rates at which low-income and minority students in Title I schools (and non-low-income and non-minority students in non-Title I schools) are taught by ineffective, out-of-field, or inexperienced teachers; and
3. Calculate and report on the disproportionalities, as well as the percentages of teachers, by LEA, who are at each effectiveness level and the percentages, statewide, who are out-of-field or inexperienced.

If the SEA determines that low-income or minority students in Title I schools are taught at disproportionate rates by ineffective, out-of-field, or inexperienced teachers, the SEA must:

1. Describe the “root cause analysis” that identifies the factor(s) causing or contributing to the disproportionality; and
2. Describe its strategies, including timelines and funding sources, for eliminating the disproportionality, which must focus on the greatest or most persistent rates of disproportionality.



Point for Consideration

In order for state and local Chiefs to develop a comprehensive human capital management approach, they need to use data from valid and reliable systems to inform their human capital management decision-making. The updated Title II program supports efforts to train teachers, principals, and other school leaders on the effective use of data to improve student achievement, as well as to understand how to ensure individual student privacy is protected (as required under the General Education Provisions Act, commonly known as the Family Educational Rights and Privacy Act). As SEAs and LEAs develop strategies to implement Title II, they should consider ways in which authorized activities – across the board – can be focused on instructional quality and informed by data.

The Work in Action

Building Career Ladders as Part of a Comprehensive Systems Approach

Under RTTT, New York launched the \$83 million [Strengthening Teacher and Leader Effectiveness \(STLE\) grant program](#). The grant included four rounds and supported districts in their use of career ladder pathways as part of a comprehensive systems approach to prepare, recruit, develop, retain, and provide equitable access to effective educators. Participants utilized evaluation results in the design and implementation of comprehensive talent management strategies that addressed multiple components of the human capital system referred to as the [TLE Continuum](#).

Through the STLE grant program, the New York State Education Department (NYSED) was able to see how educator leadership in career ladder pathways, connected with the evaluation system and analysis of student learning, is an effective strategy to address educational inequities and close achievement gaps.

In the first three rounds of the STLE grant, LEAs could enhance their systems to support both teachers and principals. Recognizing the importance of school leadership, the fourth round of STLE was designed specifically with partnerships among principals and/or teacher leaders on principal career pathways for the purposeful dissemination of successful innovations. This provided the principals, and future principals, with the critical support necessary to facilitate stronger implementation of their human capital systems, therefore driving student achievement and addressing talent management needs. Aspects of these programs for teachers and principals are now sustained by LEAs through Title II-A funds.

Supporting Educators to Implement Personalized Learning

Summit Basecamp provides teachers and schools across the U.S. with the resources they need to bring personalized learning into the classroom. Basecamp provides educators access to the Summit Personalized Learning Platform, a free online tool developed by teachers that helps students set and track goals, learn content at their own pace, complete deeper learning projects, and reflect on their experiences. The platform comes with a comprehensive curriculum, also developed and maintained by teachers. Each course includes meaningful and customizable projects, playlists of content, and assessments that empower teachers to tailor instruction to meet their students' unique needs.

Basecamp also includes professional development and support for implementation as well as access to virtual communities of practice where educators can connect with teachers and administrators from across the country to share their experiences and ideas. In summer 2016, for example, 1,500 teachers and school leaders participated in Summit Basecamp training from 80 districts and Charter Management Organizations (CMOs).

Since 2014, Facebook engineers have been working alongside Summit educators to make the free platform a more powerful tool for students, teachers, and parents. As a result, Summit Basecamp is being implemented in over 100 public schools from 27 states and the District of Columbia to help them develop personalized learning in their classrooms with plans to expand to more schools in 2017-18. Summit Basecamp provides districts and schools with a comprehensive system approach to implement personalized learning at scale. Schools in the program represent the diversity of communities across United States, from rural to urban and suburban—and range in size from fewer than 100 students to more than 4,000 students.

Conclusion

As noted throughout this paper, the key to improving academic achievement and supporting student success is ensuring that all students have access to an effective teacher in every classroom, and effective school leaders in every school. ESSA bolsters these efforts by providing opportunities for state and local Chiefs to use Title II funding in more effective and comprehensive ways to help improve teacher and leader quality, and ultimately increase student success.

Instead of the top-down, federally prescriptive approach to teacher and school leader quality under prior law (such as under the highly qualified teacher requirement), the updated program provides an opportunity to change the trajectory of the impact of Title II efforts through evidenced-based activities, including statewide school leadership activities; innovative approaches to teacher and school leader preparation; and activities to support human capital management systems.

Chiefs have an important and unique opportunity to better align various federal funding streams under ESSA so that they are realizing the full potential of federal education programs in a comprehensive manner. Consideration should be given to how activities under Title II could complement other efforts, such as [school improvement](#) activities, school redesign efforts, and [Direct Student Services](#); use applicable lessons learned and best practices from prior law to inform new programming; and engage local stakeholders, including through a robust consultation process, to help encourage broad participation at the local level. In doing so, Chiefs can reduce administrative burdens and ensure that there is full-system alignment around the state's vision for education.

APPENDIX A: ESSA Title II Formula Change

NEW State Formula – ESSA changes the federal-to-state formula for Title II, Part A funds. Under prior law, states received:

- A “hold harmless” allocation that guaranteed states at least as much money as they received in 2001 under three (no longer authorized) programs related to Title II, and
- An allocation based partly on a state’s number of 5-17 year olds (population levels) and partly on a state’s number of low-income 5-17 year olds (poverty levels).

ESSA makes changes to this formula²⁵ over a period of years to better focus funding on children in poverty.

First, ESSA gradually reduces the “hold harmless” amount between 2017 and 2022 until it is eventually eliminated.

Second, ESSA changes the amounts generated by population versus poverty. Now, states generate 35% based on population and 65% based on poverty. The percentages shift between 2018 and 2020 until it is 20% based on population and 80% based on poverty.

NEW Local Formula – ESSA also makes a change to the state-to-local formula for Title II, Part A funds. Under prior law, LEAs were guaranteed to receive at least as much as they received under certain other programs in 2001 under a “hold harmless” provision. ESSA eliminates the hold harmless for LEAs. Now, LEAs generate funds based only on their number of 5-17 year olds (20%) and their number of low-income 5-17 year olds (80%).

State	FY2016 Current Law	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Alabama	\$36,285	\$36,426	\$36,664	\$36,988	\$37,398	\$37,655	\$37,912	\$38,169
Alaska	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Arizona	35,496	38,035	40,681	43,427	46,271	48,940	51,608	54,271
Arkansas	22,040	22,320	22,671	23,084	23,559	23,924	24,288	24,652
California	254,340	257,796	261,381	265,149	269,099	272,724	276,350	279,968
Colorado	25,437	26,147	26,676	27,071	27,334	27,833	28,332	28,829
Connecticut	21,574	21,074	20,419	19,650	18,766	18,086	17,406	16,727
Delaware	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308

²⁵ For additional information on the ESSA Title II formula change, including estimates of State funding, see this [memo](#) distributed by Congressional Research Service (CRS).

District of Columbia	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Florida	102,926	106,400	110,000	113,734	117,602	121,232	124,861	128,482
Georgia	59,838	62,994	66,314	69,788	73,414	76,769	80,123	83,471
Hawaii	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Idaho	10,853	10,960	11,031	11,075	11,106	11,173	11,241	11,308
Illinois	93,723	92,446	91,023	89,511	87,909	86,466	85,023	83,583
Indiana	38,852	39,719	40,512	41,259	41,961	42,743	43,526	44,307
Iowa	17,873	17,785	17,581	17,290	16,913	16,689	16,465	16,242
Kansas	18,241	18,203	18,077	17,885	17,629	17,488	17,347	17,206
Kentucky	35,840	35,287	34,775	34,304	33,876	33,373	32,870	32,368
Louisiana	52,095	50,103	48,237	46,483	44,838	42,998	41,157	39,321
Maine	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Maryland	33,206	32,597	31,698	30,581	29,244	28,297	27,349	26,403
Massachusetts	41,946	40,775	39,389	37,845	36,143	34,722	33,301	31,883
Michigan	91,173	87,804	84,422	81,050	77,688	74,308	70,928	67,556
Minnesota	31,236	30,802	30,109	29,220	28,137	27,399	26,662	25,926
Mississippi	34,059	33,344	32,805	32,412	32,165	31,658	31,152	30,647
Missouri	39,456	39,526	39,545	39,537	39,500	39,513	39,526	39,539
Montana	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Nebraska	11,110	11,142	11,170	11,197	11,225	11,252	11,280	11,308
Nevada	11,417	12,559	13,684	14,802	15,912	17,036	18,159	19,280
New Hampshire	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
New Jersey	52,363	51,875	51,081	50,064	48,823	47,980	47,137	46,295
New Mexico	18,096	18,113	18,210	18,376	18,610	18,723	18,835	18,947
New York	188,307	179,526	170,781	162,102	153,488	144,758	136,028	127,316
North Carolina	49,793	53,016	56,318	59,703	63,172	66,493	69,813	73,127
North Dakota	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Ohio	85,802	84,639	83,411	82,155	80,871	79,636	78,402	77,170
Oklahoma	26,237	26,479	26,712	26,945	27,179	27,411	27,644	27,876
Oregon	22,084	22,318	22,498	22,641	22,748	22,920	23,091	23,262
Pennsylvania	93,503	90,300	86,825	83,159	79,300	75,783	72,265	68,755
Puerto Rico	70,448	67,687	65,610	64,085	63,109	61,156	59,203	57,253
Rhode Island	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
South Carolina	28,553	29,575	30,673	31,841	33,078	34,192	35,305	36,416
South Dakota	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Tennessee	38,844	40,178	41,590	43,078	44,642	46,072	47,501	48,927
Texas	186,990	192,226	197,744	203,547	209,635	215,217	220,798	226,368
Utah	14,923	15,647	16,197	16,617	16,906	17,427	17,948	18,468
Vermont	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308
Virginia	40,760	41,096	41,111	40,888	40,425	40,387	40,349	40,310
Washington	37,521	38,036	38,386	38,619	38,735	39,059	39,383	39,706
West Virginia	19,680	18,588	17,512	16,451	15,406	14,333	13,261	12,190
Wisconsin	37,733	37,105	36,320	35,422	34,413	33,603	32,792	31,984
Wyoming	10,833	10,905	10,972	11,039	11,106	11,173	11,241	11,308

APPENDIX B: Significant Changes Made to Title II by ESSA

- Federal-to-State Formula Change
 - Increasingly based on poverty beginning in 2018

- New State Reservation of Funds
 - Optional 3 percent reservation (in addition to the 5 percent state reservation of funds) for activities related to school principals or other school leaders

- New State Uses of Funds
 - Teacher, principal, and other school leader evaluation systems (optional under ESSA, required under waivers)

 - Improving equitable access to effective teachers

 - Reforming and improving teacher, principal, and other school leader preparation programs (including teacher and school leader residency programs)

 - Establishing or expanding teacher, principal, and other school leader preparation academies (up to 2 percent of the total Title II, Part A allocation, which is 40% of the state activities reservation)

 - Professional development for teachers, principals, and other school leaders on how to better incorporate career and technical education (CTE) content into academic instructional practices

 - Supporting school library programs

 - Training for school personnel to recognize child sexual abuse

 - Supporting teacher, principal, other school leader and paraprofessionals' joint efforts to address transitions to elementary schools
 - Training for teachers on the appropriate use of student data (including privacy issues)

- State-to-Local Formula Change

- Maintains previous allotment formula (20 percent population/80 percent poverty) but eliminates the “hold harmless” set to FY2001 level for local grants
- New Local Uses of Funds
 - Developing and improving evaluation and support systems for teachers, principals, and other school leaders
 - Reducing class size to a level that is evidence-based, to the extent the state (in consultation with LEAs) determines that such evidence is reasonably available, to improve student achievement through the recruiting and hiring of additional effective teachers (note that class size reduction activities must now be “evidence-based” and the state must determine if such evidence is “reasonably available”)
 - Supporting teacher, principal, other school leader and paraprofessionals’ joint efforts to address transitions to elementary schools
 - Identifying gifted and talented students
 - Training teachers, principals, and other school leaders as well as specialized instructional support personnel to recognize child sexual abuse
 - Supporting school library programs
 - Professional development for teachers, principals, and other school leaders on STEM and how to better incorporate career and technical education
 - Feedback mechanisms to improve school working conditions
- SEA and LEA Reporting
 - Each state must submit an annual report to the Secretary that describes how activities improved teacher, principal, or other school leader effectiveness; how funds were used to improve equitable access to teachers (as appropriate); results of teacher, principal or other school leader evaluations (as appropriate); and annual retention rates of effective and ineffective teachers, principals, or other school leaders.
 - Each LEA is required to submit the same information to the state.
- National Activities
 - National activities programming is now divided into 4 subparts (Teacher and Leader Incentive Program; Literacy for All, Results for the Nation (LEARN); American History and

Civics Education; and Programs of National Significance).

Note that Programs of National Significance include Supporting Effective Educator Development (SEED); School Leader Recruitment and Support; technical assistance; and STEM Master Teacher Corps.

- Teacher and Leader Incentive Fund – While not authorized under NCLB, the Teacher Incentive Fund (renamed the Teacher and Leader Incentive Fund under ESSA) received funding in past appropriation bills. ESSA authorizes the program and broadens activities to include “human capital management systems” for teachers, principals and other school leaders.
- Literacy for All, Results for the Nation (LEARN) – The purpose of this program is to support state and local literacy efforts from early education through grade 12. Under this program, the Secretary awards competitive grants to states which then subgrant 95 percent of funds to eligible entities for local activities that include high-quality professional development opportunities for early childhood educators, teachers, principals, other school leaders, paraprofessionals, specialized instructional support personnel, and instructional leaders.
- American History and Civics Education – Under this program, the Secretary awards up to 12 competitive grants to establish Presidential and Congressional Academies for American History and Civics to expand, develop, implement, evaluate, and disseminate innovative, evidence-based approaches or professional development programs in American history, civics and government, and geography.
- Supporting Effective Educator Development (SEED) – While not authorized under NCLB, the SEED program received funding in past appropriations bills. Under this program, the Secretary awards competitive grants to eligible entities to provide opportunities for professional development and to assist teachers, principals or other school leaders from nontraditional preparation and certification routes to serve in traditionally underserved LEAs.
- School Leader Recruitment and Support – ESSA updated the School Leadership Program. Under this program, grants are awarded to eligible entities to improve the recruitment, preparation, placement, support, and retention of effective principals or other school leaders in high-need schools.
- STEM Master Teacher Corps – Funds are awarded to SEAs, or a nonprofit organization in partnership with an SEA, to support the development of a statewide

STEM master teacher corps. Funds can also be used to support the implementation, replication, or expansion of effective STEM professional development programs in schools across the State through collaboration with school administrators, principals, and STEM educators.

- Prohibition Against Federal Mandates – The Secretary, or any other officer or employee of the Federal Government, is specifically prohibited from mandating, directing or controlling a state, LEA, or school's: (1) instructional content or materials, curriculum, program of instruction, academic standards, or academic assessments; (2) teacher, principal, or other school leader evaluation system; (3) specific definition of teacher, principal, or other school leader effectiveness; or (4) teacher, principal, or other school leader professional standards, certification, or licensing.

In addition, provisions under Title II of ESSA may not affect the rights, remedies and procedures afforded to school or school district employees under federal, state, or local laws (including applicable regulations or court orders) or under the terms of collective bargaining agreements, memoranda of understanding, or other agreements between such employees and their employers.