SREB’s Challenge to Lead 2020

Goals for Education

All children entering school will exhibit the knowledge and the social and developmental skills needed for success in first grade.

Student achievement for all groups in the early grades will exceed state standards and national averages — at rates that close achievement gaps between groups.

Student achievement for all groups in the middle grades will exceed state standards and national averages — at rates that close achievement gaps between groups.

Eighty percent of ninth graders will graduate from high school ready for college and career training. (This likely means more than 90% will need to graduate from high school and more than 80% will need to meet readiness standards for college and career training.)

Sixty percent of working-age adults will have a postsecondary credential: an associate or bachelor’s degree, or a career certificate. Public postsecondary institutions will make it a top priority to help states meet state needs by increasing graduates, public service and research.

Increasing percentages of adults without high school or postsecondary credentials will pursue opportunities to earn high school alternative certificates, college degrees or career certificates.
Tennessee
An Early Path

2023 State Progress Report
on the Challenge to Lead 2020
Goals for Education

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A Message From the President of SREB

The Southern Regional Education Board has played a critical role in helping states improve education and strengthen the economy across the South for over 75 years.

For the last 20 years, SREB’s state progress reports have helped policymakers gauge their state’s performance in relation to other SREB states, the region and the nation on a common set of adopted goals and key indicators that span pre-K through the workforce. The 2023 progress report details each state’s progress and challenges on a host of indicators from pre-K to middle school that will impact college- and career-readiness into the next decade.

In a recent report from the Georgetown Center for Education and the Workforce, researcher Anthony P. Carnevale juxtaposes his concerns about “the growing doubt about the value of a college degree” with the reality that “postsecondary education and training has become the threshold requirement for access to middle-class status and earnings. It is no longer the preferred pathway to middle-class jobs; it is increasingly the only pathway.”

I could not agree more that postsecondary credentials or degrees are critical to viability in a Southern workforce.

As SREB pointed out five years ago in Unprepared and Unaware, 18 million adults across SREB states could be unemployable by 2030 due to the rapid increase in automation and artificial intelligence. Many of the new jobs created out of this fourth industrial revolution will require some postsecondary credential. Georgetown estimates that by 2031, 72% of jobs will require some postsecondary education or training, and 42% of all jobs will require at least a bachelor’s degree.

The pandemic may be in the rearview mirror, but the data in this report highlights the resulting challenges we must grapple with immediately. For the first time since SREB began monitoring National Assessment of Educational Progress data, greater percentages of eighth graders performed at the Proficient and Basic levels in Reading than fourth graders. Why? It is not because eighth graders made greater improvement. Eighth graders received their literacy foundation in the school years before the pandemic. Fourth graders who took the NAEP in 2022, on the other hand, were in second and third grade during the pandemic. Fourth graders who took the NAEP in 2022, on the other hand, were in second and third grade during the pandemic.

As a result of the pandemic, we can see that greater percentages of fourth graders in 2022 performed below Basic in reading across all student groups when compared to fourth grade students in 2019:

- 41% of all students (up from 37% in 2019)
- 54% of students from low-income families (up from 48% in 2019)
- 52% of Hispanic students (up from 46% in 2019)
- 57% of Black students (up from 52% in 2019)
- 68% of English Language Learners (up from 62% in 2019)
- 74% of students with disabilities (up from 71% in 2019)
- 29% of white students (up from 25% in 2019)

If we do not provide sufficient support to them, thousands of students may not be prepared to succeed in the workforce in the next decade.
The NAEP definition of Basic performance is partial mastery of prerequisite knowledge and skills that are fundamental for proficient work at the grade level assessed. In other words, students whose performance meets the Basic level on NAEP in reading are not on grade level. This also means that students who were below Basic on NAEP are well below grade level. Below grade level performance should be a matter of great concern for all of us as we look ahead to the next decade. Lower reading performance is accompanied by lower comprehension and critical thinking.

SREB is committed to helping states identify the policies and programs that will ensure a sound educational and economic future for our states and their residents. Considering the impact and demands of automation and artificial intelligence on the workforce over the next decade, we must act immediately.

Performance in the areas of literacy, math and science are not simply about performance on a state or federal test. Rather, performance is about ensuring that all students are adequately prepared for a rapidly changing workforce, so they can pursue the education and training they need to succeed. Accordingly, SREB states must use the best research and adopt the best practices to support schools, teachers and students.

SREB is approaching the critical work of improving the vitality of the South by thinking about the entire system of education, from kindergarten through the workforce. SREB believes that students, parents, policymakers and educators must see public education as a system that affects people throughout their entire lives, from beginning through adulthood. For students and their families, the path should be clear from the start.

The Challenge to Excel Goals 2030 were designed around a single-system focus. We will be looking for connections across the education-to-workforce continuum to ensure that state efforts support a brighter future for all our students.

Stephen Pruitt
# Table of Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Message From the President of SREB</td>
<td>1</td>
</tr>
<tr>
<td>Middle Grades</td>
<td>4</td>
</tr>
<tr>
<td>Early Grades</td>
<td>7</td>
</tr>
<tr>
<td>Early Learning</td>
<td>10</td>
</tr>
<tr>
<td>Demographics</td>
<td>12</td>
</tr>
<tr>
<td>References</td>
<td>14</td>
</tr>
</tbody>
</table>
Overall, the percentages of eighth graders in both the nation and SREB region scoring at or above the NAEP Basic level were lower in 2022 than in 2011. In reading, these rates dropped by 8.3 points for the nation and 5.4 points for the region. In math, they dropped by 11.8 points and 12.8 points.

Fewer percentages of eighth graders performed at or above the Proficient level in 2022 than in 2011. In reading, this group of eighth graders declined by 2 points in the nation and 3.1 points in the SREB region; in math, it declined by 8 points in the nation and 7.6 points in the region. Together, these changes mean that the group of eighth graders performing at the Basic level or below in 2021 grew compared to 2011.

Each state in the SREB region experienced declining reading and math performance from 2011 to 2022, which follows the national trend as well. The Challenge toLead 2020 goal for middle schoolers emphasizes the need for SREB states to close NAEP performance gaps between student groups. Differences in the percentages of two different groups of students performing at a given level on NAEP are an indicator of how well — or poorly — states are doing at supporting students who face additional barriers to learning.
In 2022, Asian eighth graders in the SREB region outperformed their peers on NAEP. White eighth graders outperformed their Black and Hispanic peers. In reading, the gap between the percentage of white students in SREB states and their Black peers meeting the Proficient benchmark fell between 2011 and 2022; however, all racial groups experienced declines. The gap shrank slightly between white eighth graders and their Hispanic peers. In math, gaps decreased between white and Black eighth graders but increased between white and Hispanic eighth graders performing at Proficient or above. The gap between Asian and white students grew from 2011 to 2022.

In 2022, smaller percentages of eighth graders from low-income families in SREB states met either benchmark in reading or math than their national peers. In the SREB region, the gap in performance on NAEP between students from low-income families and their peers remained constant in reading at the Proficient benchmark and grew in math at both the Basic and Proficient benchmarks.

English learners in SREB states no longer outperformed their national eighth grade peers in reading at both performance benchmarks in 2022. They met the Proficient benchmark at about the same rate as their national peers in math and met the Basic benchmark at a slightly lower rate. The gap between ELs and their peers in SREB states fell significantly between 2011 and 2022 in both subjects and at both performance benchmarks; however, declines across the board may explain this narrowing gap.

Eighth graders with disabilities in SREB states did not do as well as their national peers on NAEP in 2022. The percentages of eighth graders with disabilities meeting Basic and Proficient benchmarks on NAEP in reading and math declined from 2011 to 2022. The gaps between these students and their peers fell at the Proficient benchmark in both subjects due to falling test scores nationally.

Gaps between student groups remained in all 16 SREB states in 2022. Policies that help all students meet standards and reach higher academic levels are crucial. States should keep in mind that the roots of academic problems in the middle grades often extend back to children’s first years in school. Support that begins there and continues into the middle grades ensures that more students are prepared to move into high school.
Understanding a state’s challenges in moving more students to higher levels on NAEP requires a closer look at all the data. Helping students rise from Basic to Proficient on NAEP is critical, but it often first requires helping them improve from below Basic to Basic.

While 26% of eighth graders in the median SREB state performed at or above the Proficient level on NAEP in reading in 2022, another 35% fell below Basic. These students did not demonstrate even partial mastery of grade-level skills. They are far from being prepared for high-school level subjects and are likely to struggle, even with extra support.

Overall percentages of eighth graders performing below Basic on NAEP obscure large gaps between student groups. In 2022, much larger proportions of Black and Hispanic eighth graders fell below the Basic benchmark on NAEP in reading than their white and Asian peers. Gaps were also large between students from low-income families, English learners and students with disabilities and their peers. These large differences in performance should motivate states and schools to better support all students in the middle grades, and especially those most at risk of academic struggles.
Smaller percentages of fourth graders scored at or above the NAEP Basic level in 2022 than in 2011 in both the nation and SREB region. In reading, these figures dropped by 5.0 points for the nation and 5.7 points for the region; in math, they dropped by 8.1 points and 8.7 points.

Together, these changes mean that the group of fourth graders performing at the Basic level in 2022 shrank compared to 2011, while the gaps between students based on income, English-language ability and race/ethnicity increased because of the COVID-19 pandemic.

The Challenge to Lead 2020 early grades goal emphasizes the need for SREB states to close NAEP performance gaps between students of racial and ethnic groups, between students from low-income households and those whose families earn higher incomes, and between English learners and their peers. Performance gaps are an indicator of how well — or poorly — states are doing at supporting students who face additional barriers to learning.
In 2022, Asian fourth graders in the SREB region outperformed their peers on NAEP. White fourth graders outperformed their Black and Hispanic peers. In reading, the gaps between the percentages of white and Asian students in SREB states and their peers meeting the Proficient benchmark grew between 2011 and 2022. In math, the gap between white and Black students shrank although still large, but it grew between white and Hispanic and white and Asian students.

Academic outcomes related to household income contribute to some of the largest and most pervasive achievement gaps across the nation and SREB region. In 2022, fourth graders from low-income families in SREB states performed at or above the Basic and Proficient benchmarks at lower rates than their national peers in both reading and math. The gap in performance on NAEP between these two groups grew in both subjects and for both benchmarks.

English learners often enter school with little to no exposure to the English language and struggle in U.S. classrooms, especially in subjects that are reading-dependent. This group is projected to account for an increasing proportion of enrollments in SREB states in the immediate future. In 2022, ELs in SREB states met the Basic benchmark at a slightly higher rate than their national peers in reading. They also outperformed their national peers in math at the Basic level and above. The gap between ELs and their peers in SREB states grew between 2011 and 2022 in reading and for both performance benchmarks, but the gap narrowed in math only at the Basic level.
Despite growing enrollments, demographic changes and the persistence of achievement gaps, some SREB states made promising gains in reading and math achievement between 2011 and 2022. Fourth graders in Mississippi and Florida made significant progress in both subjects and at both benchmark levels. Louisiana and Tennessee also saw gains in both subjects and for both benchmarks. But too few fourth graders in all SREB states are meeting benchmarks that put them on track for successful academic careers.

Understanding a state’s challenges in moving more students to higher levels on NAEP requires a closer look at all the data. Helping students rise from Basic to Proficient on NAEP is critical, but a preliminary step is helping them improve from below Basic to Basic.

While 30% of fourth graders in the median SREB state performed at or above the Proficient level on NAEP in reading in 2022, another 41% fell below Basic. These students did not demonstrate even partial mastery of grade-level skills. They are far from the target reading benchmark and are likely to struggle in future grades even if they receive extra support. The COVID-19 pandemic has exacerbated struggles amongst this group, while Proficient and Advanced students are not as affected.

Overall percentages of fourth graders performing below Basic on NAEP hide large gaps between student groups. In 2022, much larger proportions of Black and Hispanic fourth graders fell below the Basic benchmark on NAEP in reading than their white and Asian peers. Gaps were also large between students from low-income families, English learners and students with disabilities compared to their peers. These large performance gaps should compel states and schools to do more to support all students in the early grades, and especially those most at risk of academic struggles.
States in the SREB region still face the challenge of providing earlier access to pre-K programs. Research underscores the importance of two years of pre-K for children at risk of struggling in school.

While access to pre-K is important, quality is the key to achieving lasting gains for young children. The National Institute for Early Education Research, or NIEER, has identified 10 standards of quality for pre-K programs. Aspects of structural quality include class size limits, low child-to-staff ratios and state monitoring requirements. NIEER has also identified aspects of process quality, which include learning standards aligned through grade three, regular classroom observations and well-qualified teachers who receive ongoing coaching.

Alabama and Mississippi are two of only four states nationwide that met all 10 of NIEER’s standards in the 2021-22 school year; another four programs in SREB states met nine of these standards.

The 2020 goals emphasize strong teacher qualifications and continues professional development for early learning teachers. Research shows that students with pre-K teachers who have a bachelor’s degree and specialized training in early childhood education tend to have better outcomes.

Ongoing, hands-on professional development — at least 15 hours per year — and coaching are also important for all classroom teachers. Four of the 10 NIEER standards of quality spell out minimum requirements in these areas. Alabama, Georgia and Mississippi were among just five states in the nation that met the four NIEER teacher qualification standards in 2021-22.

A 2017 SREB policy report, Ready to Read, Ready to Succeed: State Policies That Support Fourth-Grade Reading Success, stresses that kindergarten is a critical link between early childhood and the early grades, especially for children at risk of academic struggles. As expectations for later grades have increased, so has the importance of kindergarten as a transition point to help young children build on pre-K education and be prepared for success in elementary school and beyond. Despite this, only 10 SREB states require kindergarten as children’s first program of study in school.
Research shows that children who attend full-day kindergarten programs, compared with half-day programs, make more academic progress during the kindergarten year, and are therefore better prepared for first grade. The minimum number of instructional hours for full-day kindergarten programs varies widely across SREB states — from as few as 680 annual hours to as many as 1,260.

Researchers also find benefits for smaller class sizes in the earliest school years. Policymakers in nearly every SREB state have set class sizes or student-to-teacher ratio maximums for kindergarten classrooms. These maximums ranged from 18 to 30 students per kindergarten teacher in 2022. The median SREB state allowed no more than 22 kindergartners per teacher.

Developmentally appropriate assessment in kindergarten provides important information for teachers and for states. A readiness assessment at kindergarten entry helps teachers plan instruction that meets the needs of their students. As of spring 2022, 11 SREB states required a kindergarten entry assessment for all entering kindergartners.

In 2015, SREB’s Commission on Early Childhood Education published *Building a Strong Foundation: State Policy for Early Childhood Education*. The report emphasized that pre-K and kindergarten provide the foundation for K-3 education, especially for at-risk children. It also urged SREB states to make early investments that prepare children for school so they can succeed in life. If states commit to the report’s recommendations, they can ensure that children have the solid start they need for academic success.

### Early Learning Policies in Tennessee

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<thead>
<tr>
<th>Policy Elements</th>
<th>Status</th>
<th>Comments</th>
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<tbody>
<tr>
<td>Minimum amount of instructional time for kindergarten</td>
<td>720 hours per year — at least 4 hours per day for 180 days</td>
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</tr>
<tr>
<td>Maximum number of students per teacher in kindergarten classrooms</td>
<td>25</td>
<td>Schools must maintain average class size of 20 students. LEAs may apply for waiver to allow a larger class size average, but not class size maximum.</td>
</tr>
<tr>
<td>Requires comprehensive early childhood learning and development assessment at kindergarten entry</td>
<td>✓</td>
<td>Requires <em>Kindergarten Entry Inventory</em> or a comparable tool; KEI piloted in 2017-18 and required statewide in 2018-19</td>
</tr>
<tr>
<td>Requires screening for dyslexia in kindergarten</td>
<td>✓</td>
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*Source: SREB analysis of state documents and Center on Enhancing Early Learning Outcomes*
Demographics

The Challenge to Lead Goals target high achievement for all groups of students, while emphasizing the need to shrink achievement gaps. Efforts to meet these goals must address rising enrollment and dynamic population changes: more students in public schools, more families struggling economically and more children whose primary language is not English.

The SREB region has been home to more than a third of the nation’s population for decades and continues to grow. Growth in the region represented more than half of the nation’s total population growth between 2016 and 2021. The overall population in SREB states rose 4% from 2016 to 2021. Enrollment in SREB states decreased by almost 1% over this period, but enrollment fell nationwide by over 2%.

Enrollment Changes
Public Elementary and Secondary Enrollment in Tennessee

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<th>2016</th>
<th>2021</th>
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<tr>
<td>For every 100 K-12 students</td>
<td>TN had 99 K-12 students</td>
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Source: SREB, based on data from the National Center for Education Statistics

Six SREB states had higher enrollment in fall 2021 than in fall 2016. The other 10 states saw enrollment decline. The changes ranged from a 3% increase to an 8% decrease. More students means more schools, teachers, buses and books — in short, larger education budgets are needed to meet the growing demand for basic education services.

Nationally, public school enrollment is projected to increase at a slower rate from 2016 to 2026. While three SREB states may continue to experience decreases in enrollment through fall 2026, enrollment projections for the South suggest an overall increase of 7% over the same 10-year period.

Public school enrollment has seen an increase in students from various backgrounds and ethnicities. In fall 2021, 45% of public pre-K-12 students in the United States were white — down 7 points from fall 2011. The proportion of Black students also declined slightly, to 15%. But the proportions of Asian and Hispanic students rose over the 10-year period, to 5% and 28%, respectively.

Racial and ethnic diversity also increased in SREB states between 2011 and 2021. In fall 2021, American Indian, Asian, Black and Hispanic students made up more than half (60%) of public school enrollment in SREB states. Hispanic students, the fastest-growing group, increased as a proportion of student enrollment in the region by 5.4 points during this time.

The U.S. Department of Education projects that this trend of rising diversity will continue. The proportion of White public-school students in the nation is expected to continue to decline through 2026. On the other hand, the proportions of Asian and Hispanic students and students who identify as multiracial are projected to increase further.
Demographics

Key Terms

**Poverty:** The U.S. Census Bureau measures poverty by income and household size. The poverty threshold in 2022 was $29,678 in annual income for a household with two adults and two children.

**Food insecurity:** Defined by the U.S. Department of Agriculture as households that are uncertain of having, or unable to acquire, at some time during the year, enough food to meet the needs of all their members because they had insufficient money or other resources for food.

Children Living in Poverty
Percentage of Residents Under 18 Years Old in Poverty, 2021

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<tr>
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<th>TN</th>
<th>High SREB State</th>
<th>SREB</th>
<th>Low SREB State</th>
<th>U.S.</th>
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<td>18%</td>
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<td>28%</td>
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<td>20%</td>
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<td>13%</td>
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<td>17%</td>
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Source: The Annie E. Casey Foundation

Schools must address the barriers to learning experienced by different and diverse groups of students. For example, children growing up in households whose incomes are near or below the poverty line face an increased likelihood of difficulties, including academic struggles. Research indicates that low family income can cause frequent family relocation and lead to higher absenteeism, disrupting student learning. It can also result in low-quality nutrition, inadequate health care and weak family engagement with schools — all factors that affect student achievement.

Over 12 million children under 18 years old in the United States lived in poverty in 2021 — about 17% of all children in the population. More than 44% of all children living in poverty in the nation resided in SREB states. However, the percentage of children living in poverty decreased from 2013 to 2021 in both the nation and the SREB region. This percentage fell in 15 SREB states and remained unchanged in one. However, 14 SREB states still had higher childhood poverty rates than the nation in 2021. These rates ranged from 13% to 28% of all children in states across the region.

Household Food Insecurity Rate
Percentage With Low or Very Low Food Security, 2019 to 2021


Source: Food Research and Action Center

In 2019-2021, food-insecure households numbered 13.6 million in the nation and 5.9 million in the SREB region. In the median SREB state, 13% of households reported experiencing food insecurity, compared to 11% for the nation. Rates in SREB states ranged from 8 to 15%.

Number of Living Veterans in the SREB Region
Number of Veterans (in Thousands) 2022


Source: Food Research and Action Center

The necessity for taking care of United States veterans will increase in the coming years. 43% of all living veterans in the nation reside in the SREB region. Almost 72% of living veterans are over 50 years old. This group will require additional services in the future as this population ages further. Over 30% of living veterans are over 50 and live in the SREB region. More services will be needed for this population in the region.
References

Pages 4-6 — Middle Grades

Online resources from websites at SREB state departments of education
Online statutory resources from websites at SREB state governments


Pages 7-9 — Early Grades

Online resources from websites at SREB state departments of education
Online statutory resources from websites at SREB state governments


Pages 10-11 — Early Learning

Online resources from websites at SREB state departments of education
Online statutory resources from websites at SREB state governments


Southern Regional Education Board. (2017). Ready to Read, Ready to Succeed: *State Policies That Support Fourth Grade Reading Success*. Atlanta, GA: Southern Regional Education Board.


Pages 12-13 — Demographics


Yale University Center for Dyslexia & Creativity. *What is Dyslexia?* [www.dyslexia.yale.edu](http://www.dyslexia.yale.edu)
## Standards vs. Curriculum

### What’s the difference?

### Standards

**are the goals for instruction.** Standards are developed at the **state** level.

- Created and approved by **state departments of education** and **state boards of education**. Standards are usually based on best practices and recommendations from experts.
- Standards go through an extensive process of review and rewriting until the creators and other stakeholders agree on their content and format.
- Adopted by **state boards of education**. The public is invited to review the standards and weigh in.
- Standards are **short statements** that describe what students should know and be able to do at each grade level.
  
  **Example of a standard:** Understand subtraction as an unknown-addend problem. For example, subtract 10 - 8 by finding the number that makes 10 when added to 8.

- Teachers use standards to **guide instruction**. Standards provide a **goal or focus** for each lesson.

### Curriculum

**is the content of instruction.** Curricula are selected **locally**.

- May be created by **teachers, publishers, states and other stakeholders**. Curricula provide content and instructional approaches for student learning.
  
  **Anyone can contribute to curricula. Commercial publishers may contract with educators who have experience with a given subject.**

- Adopted by **local boards of education**. Teachers review them and ensure alignment with standards.

- A curriculum may include **activities, lesson and unit plans, textbooks, virtual tools** and other resources.

  **Example of a curriculum resource:** Curricula might include practice problems such as the following: If Julie wants 10 apples but only has 8, how many more does she need?

- Teachers use curricula to help students develop the **skills and understanding** required by each standard.

  **Teachers might begin a lesson by having students read a passage from the textbook, then compare that passage with one from a novel. Both the textbook and novel are elements of the curriculum.**

### States

- **Assess students’ mastery of the standards starting in grade three using state-selected exams.**

  **Curricula may include assessments that are only used at the local level.**