

Education Policy Innovation Collaborative

# Third-Year Evidence from EPIC's Evaluation of the Partnership Model 

Presented to: Michigan Department of Education Office of Partnership Districts

September 1, 2021

## Agenda



## EPIC



## Research Questions

## EPIC's Year 2 Evaluation of the Partnership Model Asks Four Main Questions:



How did the COVID-19 pandemic affect Partnership schools and districts?


How have Partnership schools and districts
experienced shifts in enrollment, funding, and attendance in the 2019-20 school


How have accountability, culture and climate, and human capital been affected by Partnership and the COVID-19 pandemic?

Research Question \#1:
How did the COVID-19 pandemic affect Partnership schools and districts?

## COVID-19 in Partnership Communities

## Partnership Communities had Higher Test Positivity Rates and More Cases and Deaths Than the Rest of the State


COVID-19
Cases and Deaths
CASES PER 100K
Partnership Districts
8,036
DEATHS PER 100K
244
Partnership Districts
191
Non-Partnership Districts

## COVID-19 in Partnership Communities

## High Rates of Community Transmission Reverberated into the Homes of Students in Partnership Districts

Immediate Family Members Contracted COVID-19

Other (Non-Immediate) Family Member Contracted COVID-19

Students Contracted COVID-19

Students Have Suffered From
Continued Symptoms of COVID-19
Teachers' Perceptions of Students' Family and Personal Illness
Immediate Family Members
Contracted COVID-19
Other (Non-Immediate) Family
Member Contracted COVID-19
Students Contracted COVID-19
Students Have Suffered From
Continued Symptoms of COVID-19


Note: Bars provide estimated range of students experiencing each health-related challenge based on responses to the question, "In this
EPIC school year, approximately what proportion of your students have experienced each of the following as a result of COVID-19?" Response options were $<10 \%, 10-25 \%, 26-50 \%, 51-75 \%, 76-90 \%$, and $>90 \%$. This question was asked to teachers only. To create estimated ranges, we assign the minimum value of the selected response option as the lower bound and the maximum value as the upper bound. We then take the weighted mean of the lower and upper bounds, respectively. Source: Partnership teacher survey.

## Student Experiences With COVID-19

## Teachers Report that Socioeconomic Challenges Became More Resonant for Families in Partnership Districts



## Student Experiences With COVID-19

## Teachers Believe that Students Have Experienced Emotional Trauma Related to the Pandemic



[^0]
## COVID-19 and Schooling in Partnership Schools and Districts

## Partnership Districts Relied Heavily on Remote Instruction Throughout the 2020-21 School Year



Note: Marker heights represent the share of Partnership districts that reported plans to operate in a given modality in each month. Fully in-person option means districts have an option for students to attend in-person for all days. Hybrid classifies districts without a fully in-person option that have any students attending a hybrid model. Fully remote identifies districts in which all students attend remotely. Figures exclude virtual districts that were remote prior to the pandemic. Source: Reconfirmed Extended COVID-19 Learning Plans (ECOL).

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## Resource Constraints Were Evident For Students and Educators

## Teachers Reported That They Lacked the Information and Resources Needed to Educate Students



## Educators Reported That Students Did Not Make Desired Academic Gains

Educators Estimated that Their Students Started Behind and
Would End the School Year Without Meeting Content Standards

100


Note: Principals and elementary teachers were asked about each subject area; secondary teachers were asked about the subject area of their primary teaching assignment. Bar heights represent the percent of educators who agreed or strongly agreed that their students began on track with content standards in each subject and would end the school year proficient in content standards for each subject. Responses are pooled across principals and elementary and secondary teachers. Source: Partnership teacher and principal surveys.

Research Question \#2:
How did student outcomes differ in Partnership relative to near-selected schools during the 2019-20 school year?

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## Partnership and Graduation Rate

## Cohort 1 Progress on Graduation Rates Retreated in the First Year of the Pandemic



Cohort 2


Note: Markers represent coefficient estimates on interaction between Partnership and year indicators in event study models, with the identification year (2016-17 for Cohort 1 and 2017-18 for Cohort 2) as the omitted reference year. Dotted lines with shaded regions represent 95\% confidence intervals. Source: Administrative data from MDE and CEPI.

## Partnership and Student Mobility

## Students in Partnership Schools Were Less Likely Than Students

 in Comparison Schools to Leave their Schools in 2019-20


Students in Partnership schools left their districts at similar rates to their peers in comparison schools, but less often than in prior years.

## Partnership and Student Mobility

## Though Less Likely to Leave their Schools, Students in Partnership Schools Were More Likely to Leave MI Public Education in 2019-20




EP|C Note: Markers represent coefficient estimates on interaction between Partnership and year indicators in event study models, with the identification year (2016-17 for Cohort 1 and 2017-18 for Cohort 2) as the omitted reference year. Dotted lines with shaded regions represent 95\% confidence intervals. Source: Administrative data from MDE and CEPI.

## Partnership and Student Achievement

Prior to the Pandemic, the Lowest Achieving Students in Both Cohorts Made the Strongest Achievement Gains



Research Question \#3:
How have Partnership schools and districts experienced shifts in enrollment, funding, and attendance in the 2019-20 school year?

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## Student Enrollment Changes During the Pandemic

## Declines were Starkest in Partnership Elementary Schools



Note: Figures represent share of total enrollment in 2013-14 in the listed grade band for the year. A value above 100 indicates that enrollment is higher than in 2013-14, while a value below 100 indicates that enrollment is lower. Treatment is assigned as ever treat (e.g., a school that was in Cohort 1 but exited would be counted as Cohort 1 across all years). Sample restricted to 3,154 schools that were open for all eight years of the period from 2013-14 through 2020-21. Source: Administrative data from MDE and CEPI.

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## Student Absenteeism in Partnership Districts

## Absenteeism Was Pervasive in 2020-21, With Partnership Schools Experiencing Even Higher Rates Than Other Schools in Their Districts



[^1]
## Student Absenteeism in Partnership Districts

## Most Teachers Reported that Educating Students Who Do Not Consistently Attend Class Was the Greatest Classroom Challenge in 2020-21



Note: Teachers were asked, "To what extent have each of the following been challenges for you in the classroom this school year?" Response options were "not a challenge," "a minimal challenge," "a moderate challenge," "a major challenge," and "the greatest challenge." Bar heights provide the mean response on a 1-5 scale, with 1 representing "not a challenge" and 5 representing "the greatest challenge." Figures to the right provide the percent of teachers who reported that "Educating students who do not consistently attend class" was the greatest challenge. Source: Partnership teacher survey.


# Student Absenteeism in Partnership Districts 

## Educators Responded by Redoubling School Focus on Attendance



Minimal Focus (2) $\qquad$

Not a Focus (1)

| 2018-19 | 2019-20 | 2020-21 | 2018-19 | 2019-20 | 2020-21 |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  | All | Partnership Schools $\quad$ Non-Partnership Schools |  |  |  |

[^2]Research Question \#4:
How have accountability, culture and climate, and human capital been affected by Partnership and the COVID-19 pandemic?

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## © Accountability

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"It's a new frontier, new horizon, new situation we're in right now. I thought about that. I'm like, 'We're scheduled to go through our review in the fall. How do you account for some of the things that we're dealing with?' At the end of the day, we still have to have our students grow and achieve..."
-Hurricanes Charter Leader

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## Educator Views of Partnership

## Partnership continued to shift from a high-stakes accountability policy to a supportive capacity-building intervention

$f 6$
"I just think the term 'partnership,' it has allowed us, when you talk about the evolution, it starts off on a positive note as opposed to starting off with a School Improvement Grant or it's a turnaround."
-Lightning Charter Leader

> "It's given us resources and communications with the [state] Department of Education, not only through our liaison, but through when we did have the face-to-face kinds of meetings that [PAL] held. We were able to do workshops together and focus on areas. It's increased our... participation and relationship with [ISD]. It's been very supportive and good for us."
-Oilers District Leader

## Educator Views of Partnership

## Principals Reported Positive Views of Partnership; Those in Partnership Schools and Charters Reported Particularly Positive Perceptions



## Educator Views of Partnership

## Educators Reported Positive Perceptions of Their Improvement Goals, But Were Less Confident That They Had the Resources They Needed to Achieve Those Goals



[^3]
## Accountability During the Pandemic

## Educators Continued to Monitor Goals, Though Monitoring was Muddled by the Pandemic



Note: Teachers and principals were asked, "To what extent do you agree with the following statements?" Response options were or strongly agreed. Percentages at right show the share of educators who agreed or strongly agreed that their school was monitoring goals. Source: Partnership teacher and principal surveys.

## ⿴囗大ㄴ Climate and Culture

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＂Our teachers－they＇ve been through it． When I say they＇ve been through it，it＇s been brutally challenging for them．You have teachers who chose a profession because they love being with kids and the interaction with the kids is a part of what keeps them motivated and thriving and energized．They＇ve relied on each other a lot，right？They＇re a close staff．＂
－Oilers District Leader

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## Climate and Culture in Partnership Districts

## Educators Reported Positive Perceptions of Many Elements of Climate and Culture



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> Note: Educators were asked the extent to which they agreed with each statement related to climate and culture. Response options were "strongly agree," "agree," "neither agree nor disagree," "disagree," and "strongly disagree." Percentages represent the share of educators in Partnership districts who agreed or strongly agreed. Source: Partnership teacher and principal surveys.

# Climate and Culture in Partnership Districts 

## Educators Reported Challenges Related to Parent Engagement—and Responded by Amplifying School Focus on Parent and Community Engagement

"We have to focus on engagement because it's very easy for us to lose contact with our families. The school, the admin team, they've done a phenomenal job... We really had to think out of the box in order to keep our families engaged... I think that's where we are right now... all those things I think are helpful with keeping engagement because if you don't have the students there, you certainly can't teach them."
-Rangers Charter Leader


Note: Educators were asked to indicate the extent to which lack parent engagement was a hindrance to achieving improvement goals. Response options were "not a hindrance," "a slight hindrance," "a moderate hindrance," "a great hindrance," or "the greatest hindrance." Percentages reflect the share of educators selecting "a great hindrance" or "the greatest hindrance" in each year of the survey. Source: Partnership teacher and principal surveys.

## Q Human Capital

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"If I was a teacher, I wouldn't leave my school and try another school in the middle of a pandemic, but I think [turnover's] been a problem. It's been getting worse every year anyway, so it's kind of hard to say."
-Rangers Charter Leader

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## Teacher Turnover in Partnership Schools

## Partnership Schools and Districts Did Not Experience More Overall Turnover Than in Prior Years, But Partnership School Teachers Were More Likely to Exit the Profession in 2019-20

(1) Cohort 2 teachers were 3.6 percentage points less likely to leave their schools than in the Partnership identification year
(1) Cohort 1 teachers were 4.4 percentage points more likely to leave Michigan public education than comparison school teachers
(1) Teachers in both cohorts were more likely to leave Michigan public education than in the identification year

- Cohort 1:8.4 percentage points more likely
- Cohort 2: 4.9 percentage points more likely


## Teacher and Principal Turnover in Partnership Schools and Districts

## Educators Largely Reported Plans to Stay in Their Current Positions



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# Teacher and Principal Turnover in Partnership Schools and Districts 

## Malleable Factors Such as Leadership and Culture and Climate Were Most Salient to Educator Decisions to Stay



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Note: Teachers were asked the extent to which a variety of items factored into their plans to stay in their current positions in the 2021-22 school year. Response options were "not a factor," "a minor factor," "a moderate factor," "a major factor," or "a primary factor." Percentages represent the weighted share of respondents reporting the item was a "major" or "primary factor." Bars present top two items

## Educator Job Satisfaction

## Teachers Reported Growing Job Satisfaction Over the Course of the Pandemic, While Principal Job Satisfaction Tapered Off



## Teacher Recruitment

## Principals Reported That Malleable In-School Factors Were Somewhat Positive While Fixed Out-of-School Factors Remained Challenges in Hiring

In-School Challenges
(5) Very

Positively
an 릋
(4) Somewhat
Positively
$\underset{\text { U }}{\text { U }}$ Positively
(3) Does Not


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## School Leadership

## School Leadership Continued to be a Bright Spot in Partnership Districts



Percent Reporting Principal to be Very or Extremely Effective

## School Leadership

## Perceptions of Principal Effectiveness Were Highest in Partnership Schools and Continued to Climb Over Each Year of the Intervention




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## Key Takeaways: <br> COVID-19; Mobility

- The pandemic undercut opportunity to learn in Partnership districts
- Progress toward improving graduation rates in Cohort 1 appears to have stalled during the pandemic
- Students in low-performing schools across the state moved to new schools and districts at lower rates than previous years but left public education at higher rates
- The share of teachers leaving their schools and districts dipped slightly while the share of teachers leaving public education altogether ticked upward
- Leaving was highest among early career and Black teachers


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## Key Takeaways: Accountability, Leadership, and Climate

- Partnership continued its evolution from a sanctions-based accountability policy to a supportive capacity-building intervention-though schools continued to monitor accountability goals during the pandemic
- School leadership continued to be a bright spot in Partnership districts, and especially in Partnership schools
- School climate and culture appeared to improve over time on average, but student motivation and parent engagement declined
- Cohort 1 educators in particular reported continued improvements in climate and culture


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## Policy Implications



State and local policymakers will need to focus on accelerating learning in the 2021-22 school year and beyond


Students in Partnership districts will need supports beyond academics


Continued funding will be critical to help
Partnership and other low-performing schools and districts meet the academic and socioemotional needs of students


There needs to be increased efforts to recruit and retain teachersespecially Black teachersin Partnership and other
low-performing schools and districts

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## Supplemental Slides

## Data and Methods

## EPIC's multi-method evaluation relies on several sources of data to address the research questions

| Data Type | Description | Analysis Method |
| :--- | :--- | :--- |
| Administrative Data (MDE and CEPI) |  |  |
| Person level | Student administrative records <br> (Analytic $N=1,132,033$ student-years) | Regression-based <br> analyses (event studies) |
|  | Educator administrative records <br> (Analytic $N=50,601$ educator-years) |  |
| Organization level | District revenue <br> (5,805 district-years) | Descriptive analyses |
|  | School enrollment |  |
| (27,853 school-years) |  |  |

## Data and Methods

EPIC's multi-method evaluation relies on several sources of data to address the research questions

| Data Type | Description | Analysis Method |
| :--- | :--- | :--- |
| COVID-19 Data |  |  |
| Case, death, and <br> positivity rates | County-level COVID-19 cases and <br> deaths per 100,000 population, test <br> positivity rates (MDDHS) <br> (N=83 counties) | Descriptive analyses |
| Instructional modality <br> plans | District monthly plans to educate <br> students (Reconfirmed Extended <br> COVID-19 Learning Plans [ECOL]) <br> (N=799-814 districts per month) | Descriptive analyses |
| Qualitative Data | LEA/Charter leader interviews | Descriptive and thematic <br> coding |
| Interviews with <br> Partnership district <br> leaders | N=19; 70\% RR |  |
|  |  |  |

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## COVID-19 in Partnership Communities

Partnership Communities Had Higher Confirmed Case Rates For 2 of 3 Peaks and Slightly More Confirmed Cases Overall


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## COVID-19 in Partnership Communities

## Partnership Communities Experienced More COVID-Related Deaths



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## COVID-19 Challenges are most Pronounced in Cohort 1 Schools

Cohort 1 schools are among the most disadvantaged in the state and experienced even more salient challenges related to COVID-19 than other Partnership schools


## Resource Constraints Were Evident For Students and Educators

## While Partnership Leaders Worked to Provide Resources to Close the Digital Divide, Students Still Grappled With Resource Constraints



# Resource Constraints Were Evident For Students and Educators 

## Educators Made Extraordinary Efforts to Support Students but Reported Challenges Related to Remote Instruction



# The Pandemic Introduced and in Some Cases Intensified Challenges For Partnership Educators 



## Resource Constraints Were Evident For Students and Educators

Resource Constraints Were Especially Prevalent in Traditional Public Schools


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# Challenges were Especially Prevalent for Students with Special Needs 



- Our district is doing a great deal to assist our students and families during the pandemic. They are offering a variety of ways for students to participate in school, delivering food and work packets to homes in addition to providing computers and hotspots. The problem is that this does not work for many of the SXI (Severely Multiply Impaired) students. Many of them can't use a keyboard or click or drag with a mouse because of their impairments. Their immune systems are weak and they have several underlying conditions so their parents prefer for them to stay home.
-Teacher


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## The Pandemic Introduced and in some cases intensified challenges for Partnership Educators

These Challenges Were Especially Prevalent in Traditional Public Schools


## Student Enrollment Changes During the Pandemic

Principals in Partnership Schools Reported more Turbulent Enrollment Trends


## School funding in Partnership and non-Partnership Districts

Partnership Districts Rely More Heavily on State and Federal Dollars, Which Are Tied to Student Enrollment


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## Partnership and Student Achievement

While There Was No Effect of Partnership on Cohort 2 on Average, the Lowest Achieving Students Made Gains


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## A Shifting Understanding of Accountability

## Partnership Continued its Evolution Away from a High-Stakes Accountability Policy to a Supportive Capacity-Building Intervention



## Educator Views of Partnership

## Partnership continued to shift from a high-stakes accountability policy to a supportive capacity-building intervention

Partnership continued its evolution away from a high-stakes accountability policy to
a more supportive capacitybuilding intervention

$C$"I just think the term 'partnership,' it has allowed us, when you talk about the evolution, it starts off on a positive note as opposed to starting off with a School Improvement Grant or it's a turnaround."

## -Lightning Charter Leader

"It's given us resources and communications with the [state] Department of Education, not only through our liaison, but through when we did have the face-to-face kinds of meetings that [PAL] held. We were able to do workshops together and focus on areas. It's increased our... participation and relationship with [ISD]. It's been very supportive and good for us."

## Accountability during the pandemic

Concerns about School and Personal Accountability for Pandemic Learning were Salient


## Accountability during the pandemic

Uncertainties Loomed About How Learning Would be Measured Pervaded 2020-21 School Year—Especially Among TPS Teachers


## Climate and Culture in Partnership Districts

Perceptions of Climate and Culture Ticked Upward During the Pandemic, with Especially Evident Increases in Cohort 1 Schools


# Climate and Culture in Partnership Districts 

## While Perceptions of Climate and Culture Became More Positive Overall in 2020-21, Educators Reported That Students Were Less Enthusiastic to Learn




## School and District Turnover in Partnership Schools

Teachers in Partnership Schools Were Similarly Likely to Leave Their Schools and Districts as Those in Comparison Schools in 2020-21



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## Exiting the Teaching Profession

## Cohort 1 Teachers Were More Likely to Exit the Profession Than Those in Comparison Schools in 2020-21

Cohort 1


Cohort 2

-Cohort 1 ….. Cohort 1 Upper and Lower Bound

- Cohort 2 ..... Cohort 2 Upper and Lower Bound


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## Turnover in Partnership Schools

But Cohort 2 Teachers in Particular Were Less Likely to Leave Their Schools Than in Prior Years but Teachers in Both Cohorts Were More Likely to Leave MI Public Schools

|  | Leave School | Leave District | Leave Profession |
| :--- | :---: | :---: | :---: |
| Cohort 1 | -0.007 | 0.022 | $0.084^{* * *}$ |
|  | $(0.022)$ | $(0.019)$ | $(0.013)$ |
| Cohort 2 | $-0.036^{+}$ | 0.001 | $0.049^{* * *}$ |
|  | $(0.020)$ | $(0.016)$ | $(0.012)$ |

Cells provide the linear combination of the coefficient on 2019-20 and 2019-20 x Partnership and the associated standard error. Estimates reflect the estimated deviation from the omitted reference year (2016-17 for Cohort 1 and 2017-18 for Cohort 2). $+\mathrm{p}<.1$, * $\mathrm{p}<.05$, ** $\mathrm{p}<.01$, *** $\mathrm{p}<.001$

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# Exiting the Teaching Profession Exits Were Especially Prevalent Among Black and Early Career Teachers 



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# Teacher and Principal Turnover in Partnership Schools and Districts 

## Educators Largely Reported Plans to Stay in Their Current Positions

|  | Partnership |  | Non-Partnership |  |
| :---: | :---: | :---: | :---: | :---: |
|  | 2019-2020 | 2020-21 | 2019-20 | 2020-21 |
| TEACHERS |  |  |  |  |
| Same School | 75.1 | 84.3 | 79.6 | 84.9 |
| Different School | 7.7 | 5.1 | 5.2 | 4.2 |
| Different District | 8.7 | 2.6 | 9.2 | 5.7 |
| Leave Education or Retire | 8.5 | 8.0 | 5.9 | 5.2 |
| PRINCIPALS |  |  |  |  |
| Same School | 84.6 | 97.2 | 93.8 | 91.4 |
| Different School | 0.0 | 0.0 | 2.6 | 0.0 |
| Different District | 7.6 | 0.0 | 2.2 | 5.5 |
| Leave Education or Retire | 7.7 | 2.8 | 1.4 | 3.2 |

## Educator Job Satisfaction

## While Educators Felt Supported on Average, There Was Also Evidence of Demoralization and Burnout

Educator Perceptions that Teacher Demoralization Was a Great Hindrance to School Improvement


## Teacher Recruitment

In Partnership Schools, Malleable In-School Factors Became More Positive Over Time While Out-of-School Factors Remained More Negative Than in Non-Partnership Schools


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## Teacher Absenteeism and Substitute Availability

## Partnership Districts Grappled with High Teacher

 Absenteeism and Struggled to Find Qualified SubsEstimated Teacher Absenteeism Each Day


Availability of Substitutes


## Teacher Absenteeism and Substitute Availability

Despite Shallow Substitute Pool, Educators Largely Did Not Perceive Sub Availability and Quality as Hindrances to School Improvement


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[^0]:    Note: Teachers were asked, "To what extent have each of the following been a challenge for your students this school year?" Response options were "not a challenge," "a minimal challenge," "a moderate challenge," "a major challenge," and "the greatest challenge." Bar heights provide the percent of teachers across Partnership districts who reported that each item was either a major challenge or the greatest challenge. Range at right provides response to question asking teachers to estimate the proportion of their students who experienced socioemotional trauma as a result of COVID-19? Response options were $<10 \%, 10-25 \%$, $26-50 \%, 51-75 \%, 76-90 \%$, and $>90 \%$. To create the estimated range, we assign the minimum value of the selected response option as the lower bound and the maximum value as the upper bound. We then take the weighted mean of the lower and upper bounds, respectively. Source: Partnership teacher survey.

[^1]:    EPIC
    Note: Bars provide estimated range of daily student absenteeism in February 2021 based on responses to the question, "Think about student absences over the last month. Approximately what percentage of your students were absent from school (for all or part of the day) each day?" Response options were $<10 \%, 10-25 \%, 26-50 \%, 51-75 \%, 76-90 \%$, and $>90 \%$. To create estimated ranges, we assign the minimum value of the selected response option as the lower bound and the maximum value as the upper bound. We then take the weighted mean of the lower and upper

[^2]:    EPIC Note: Teachers and principals were asked, "In the [current] school year, to what extent are each of the following areas a focus in your school?" Bar heights provide means of teacher (left panel) and principal (right panel) responses to the response item "Student attendance interventions." Source: Partnership teacher and principal surveys.

[^3]:    EPIC Note: Teachers and principals were asked the extent to which they agreed with a series of statements about their school or district's improvement goals. Response options were "strongly disagree," "disagree," "neither agree nor disagree," "agree", or "strongly agree." Bars show the percent of educators who agreed or strongly agreed. Source: Partnership teacher and principal surveys.

