

Commission on Innovation and Excellence in Education 2018 Interim Membership Roster

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Commission Staff

Rachel H. Hise
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Commission Working Groups*

Working Group 1 Early Childhood Education		Working Group 2 High Quality Teachers and Leaders		Working Group 3 College and Career Readiness Pathways		Working Group 4 More Resources for At-risk Students	
Member		Member		Member		Member	
Craig Rice (Moderator)		Paul Pinsky (Moderator)		Chester Finn (Moderator)		Joy Schaefer (Moderator)	
Margaret Williams		David Helfman		Steve Waugh		Buzzy Hettleman	
David Brinkley		Steve Guthrie/Karen Couch		Scott Dorsey		Richard Madaleno	
Adrienne Jones		David Steiner		Anne Kaiser		Maggie McIntosh	
Nancy King		Bill Valentine		Elizabeth Leight		Morgan Showalter	
Leslie Pellegrino		Bob Caret		Karen Salmon		Alonzo Washington	
				CTE Subgroup – Salmon/Dorsey Co-moderators (see page 2 for membership)			
*Chair Brit Kirwan will float among groups							
	Staff	Staff	Staff	Staff	Staff	Staff	Staff
DLS Primary	Kelsey Fung	Rachel Hise	Sara Fidler, Michael Rubenstein	Erika Schissler, Vicki Gruber			
NCEE	Jackie Kraemer	Betsy Brown Ruzzi	Marc Tucker	Nathan Driskell			
APA	Bob Palaich	Mark Fermanich	Bob/Justin	Justin Silverstein			
MSDE	Kristy Michel, Steven Hicks	Sarah Spross	Carol Williamson	Donna Gunning, Steve Brooks			

CTE Subgroup Members

Dr. Karen Salmon and Mr. Scott Dorsey (Moderators)

1. Lynne Gilli
2. Kristine Pearl
3. Jennifer Bodensiek
4. Sharon Markley
5. Chris MacLarion
6. Senator Jim Rosapepe
7. Robert Sheets
8. Bob Aydukovic
9. Dr. Daniel P. Mosser
10. Michael R. DiGiacomo
11. Grant Shmelzer
12. Jeff Guido
13. Michael Thomas
14. A. Duane Arbogast
15. Donald C. Fry
16. Dr. Carol A. Williamson
17. Dr. Chester E. Finn*
18. Senator Steve Waugh*
19. Delegate Anne R. Kaiser*
20. Elizabeth Ysla Leight*

*Members of Working Group 3 are invited and encouraged to participate in the CTE subgroup

Policy Area -1. Early Childhood Education

Element 1a: Expand full-day Pre-K at no cost for four-year-olds and three-year-olds from families with incomes up to 300% of the federal poverty level (FPL) (approximately \$75,000 for a family of four), and for four-year-olds from families with incomes between 300% and 600% FPL (approximately \$75,000 to \$150,000 for a family of four) using a sliding scale.

Design Assumptions:

1. Research shows that investing in the early childhood learning and development of disadvantaged children yields a high return to society, offsetting taxpayer costs for poor health, dropout rates, poverty, and crime. Other benefits include reductions in special education costs, grade retention rates, teacher turnover and absenteeism costs, and costs for tutoring and other supports.
2. Expansion efforts must be accomplished in partnership with, and with significant investment from, the local jurisdictions and community-based providers.
3. The State, local jurisdictions, and local education agencies will expand access to publicly funded full-day pre-K for four-year-olds so that there will be no charge for low-income families (a family with an income up to 300% FPL/\$75,000 based on a family of four). Full funding will be made available no later than the year in which the full-day pre-K requirement takes effect (e.g. year 4 for four-year-olds). Public funding will be provided to assist with the cost of pre-K for families with incomes between 300–600% FPL/\$75,000–\$150,000 based on a family of four, however, these families will still be expected to pay a portion of the cost using a sliding scale. Families with incomes above \$150,000 will pay the full cost to attend a four-year-old pre-K program. This will be phased-in on a 10 year timeline.
4. The State, local jurisdictions, and local education agencies will expand access to publicly funded full-day pre-K for all three-year-olds from low-income families (a family with an income up to 300% FPL/\$75,000 based on a family of four). This will be phased-in on a 10 year timeline with full funding made available no later than the year in which the requirement takes effect (e.g. year 10 for three-year-olds from low-income families).
5. Family enrollment in pre-K will be voluntary.
6. All publicly funded full-day pre-K programs will be a minimum of 6.5 hours and at least 180 school days.
7. Provision of publicly funded pre-K will include both public school-based pre-K programs and participating community-based pre-K programs. [All participating programs must be licensed to operate in the State.](#) In order to participate in publicly funded pre-K, a provider may not charge more tuition for any student who receives public funding for the 6.5 hour school day than the total amount of public funding provided for the school year for a student from a low-income family (i.e. “cost of quality” amount).

8. A participating provider may not engage in explicitly religious activities during the portion of the day supported by publicly funded pre-K (6.5 hours), consistent with federal regulations governing use of funds. Any such activities must be offered separately in time or location, and participation must be voluntary.
9. A participating provider will not be required to adopt any rule, regulation or policy that conflicts with its religious or moral teachings. However, participating providers accepting public funds must agree not to discriminate, and may not discriminate, in either student admissions *or retention* on the basis of race, color, disability, national origin, or sexual orientation of the student or the student's parent or guardian. Any provider found to be in violation of this requirement will be required to return any public funds and may not participate in the program. The placement of a student with a disability will be made based on an individualized assessment about where the student may be best served in accordance with federal and State laws and whether the provider can meet the particular needs of the student with reasonable accommodations without fundamentally altering its program or posing an undue burden.
10. In order to ~~receive~~ access the new public pre-K funding associated with these recommendations, all participating programs, whether based at public schools or in community settings, will be immediately required to ~~follow~~ meet the definition of a high-quality publicly funded pre-K program. This will require some changes to the Code of Maryland Regulations (COMAR). A high-quality publicly funded pre-K program means an early learning program that includes structural elements that are evidence-based and nationally recognized as important for ensuring program quality, including at a minimum:
 - a. High staff qualifications, including teachers who hold a State certification for teaching in early childhood education or a bachelor's degree in any field pursuing residency through the Maryland Approved Alternative Preparation Program, a State-approved alternate pathway, which includes coursework, clinical practice, and evidence of knowledge of content and pedagogy relating to early childhood, as well as teaching assistants who have at least a Child Development Associate (CDA) certificate or an associate's degree;
 - b. High-quality professional development for all staff;
 - c. A child-to-instructional staff ratio of no more than 10 to 1;
 - d. A class size of no more than 20 with, at a minimum, one teacher with high staff qualifications as outlined in paragraph (a);
 - e. A full-day program;
 - f. Inclusion of children with disabilities to ensure access to and full participation in all opportunities;
 - g. Developmentally appropriate, culturally and linguistically responsive instruction and evidence-based curricula, and learning environments that are aligned with the State Early Learning and Development Standards, for at least the year prior to kindergarten entry;

- h. Individualized accommodations and supports so that all children can access and participate fully in learning activities;
- i. Instructional staff salaries that are comparable to the salaries and benefits of local public K–12 instructional staff;
- j. Program evaluation to ensure continuous improvement;
- k. On-site or accessible comprehensive services for children and community partnerships that promote families’ access to services that support their children’s learning and development; and
- l. Evidence-based health and safety standards.

~~State pre-K standards, which will require some changes to the Code of Maryland Regulations (COMAR). These will include requiring publicly funded pre-K teachers (for three-year-olds and four-year-olds) to have a BA with ECE certification. Pre-K classrooms must have an average staff to student ratio of 1 to 10 with a maximum of 20 students per classroom, including one pre-K teacher and one assistant teacher or aide per classroom. Assistant teachers/aides must have at least a Child Development Associate (CDA) certificate or an associate’s degree.~~

~~10.~~ 11. In addition, community providers must publish at least at a level 3 ranking on the EXCELS quality scale with a plan approved by MSDE to achieve level 5 within five years. Public school-based pre-K programs must publish in EXCELS at least at a level 4 with a plan approved by MSDE to achieve level 5 within five years. Beginning in year 5, all new programs will be required to meet the definition of a high-quality publicly funded pre-K program outlined in Item #10 and publish at level 5 to participate.

~~11.~~ 12. Although the time it will take for a provider to move up the EXCELS levels depends on individual circumstances, on average, it currently takes a provider one year to move from EXCELS level 1 to 2, up to two years to move from EXCELS level 2 to 3, two to three years to move from EXCELS level 3 to 4, and two to three years to move from EXCELS level 4 to 5.

~~12.~~ 13. The costing out process should reflect the “cost of quality” funding levels recommended by APA in its Pre-K Report that incorporate the requirements detailed above in Item #10.

~~13.~~ 14. Income-eligible families will have access to extended day (before and after care) services through the State’s child care subsidy program. Chapters 563 and 564 of 2018 require the State to increase the program’s provider reimbursement rates for each region to the 60th percentile of child care provider rates by fiscal year 2022. Recently promulgated regulations expand the number of families who will be eligible for child care subsidies by updating eligibility for the program to reflect 65% of the State median income.

Implementation Decisions:

1. Expansion of full-day pre-K will be focused on making full-day pre-K available for all four-year-olds from low-income families ~~in half-day slots, as while~~ half-day slots are being converted into full-day slots and new slots are coming on line.

- By year four, all four-year-olds from low-income families will be offered high-quality, full-day pre-K. This will occur at the same time as full-day pre-K is expanded gradually for three-year-olds from low-income families.
2. Full-day pre-K for three-year-olds from low-income families will be phased-in over the 10 year period by a minimum of 10% per year. Therefore, by year 10, all three-year-olds from low-income families will be offered full-day pre-K.
 3. The State will require that a minimum percentage of full-day pre-K slots in each local education agency be provided in participating community-based settings. This minimum requirement will begin at 30% to reflect the current balance between public school-based and community-based settings.~~will be phased-in over the 10-year period.~~ The minimum percentage will increase in 5~~10~~% per year increments in years one through four, and remain constant at 50% beginning in year five. It may be met by serving three-year-olds from low-income families and/or four-year-olds. Local education agencies will be given flexibility through waiver provisions if the local education agency annually demonstrates to the State: (i) that the agency already provides full-day pre-K to all four-year olds who enroll in public pre-K or (ii) that not enough community-based providers exist in the jurisdiction to meet the minimum percentage, even after reasonable cross-jurisdiction or regional efforts. A local education agency may receive an annual waiver until the applicable requirement takes effect (e.g. year 4 for full-day pre-K for four-year-olds, year 10 for full-day pre-K for three-year-olds from low-income families).
 4. Priority in expansion of high quality pre-K for four-year-olds and three-year-olds will be given to: (a) students from families with the lowest incomes; (b) students with special education needs, regardless of income; and (c) students who are English Learners, regardless of income. Public funding to support special education students and English Learners will follow the student and go to the provider that is serving the student.
 5. Local education agencies will enter into agreements with community-based providers to provide publicly-funded pre-K programs to four-year-olds and three-year-olds, including the provision of services for students with special needs, in accordance with federal education laws. The agreements may also include a process for parents to register four-year-olds and three-year-olds for pre-K and to indicate a preference for the program setting, if any (e.g. Denver allows a parent to rank his or her top 3 program choices).
 6. Priority in expansion of high-quality pre-K programs through technical assistance, coaching, and workforce capacity building efforts (Element 1b) will be given to areas and regions where there are fewer providers and programs available to serve the four-year-old and three-year-old populations in the area or region. The State and local education agencies must prioritize these areas as part of accountability requirements. The State and local education agencies will be encouraged to collaborate to explore and possibly replicate innovative ways that

may currently exist to address child care deserts, including regional cross-jurisdiction programming and reciprocity with border states.

7. It is assumed that the target participation rate for the voluntary enrollment of four-year-olds in publicly funded pre-K will increase from 70% to 80% over the implementation period~~Year one of the implementation schedule will use 70% of families as a starting target for the voluntary enrollment of four year olds in publicly funded pre-K,~~ as more families take advantage of available publicly funded pre-K programs. However, it is assumed that the participation rate will not exceed 80% as some families will make other child care arrangements or keep children at home until kindergarten.
- ~~7. The target participation rate will increase to 80% in year five and continue at 80% through year 10 as more families take advantage of available publicly funded pre-K programs.~~
8. The implementation schedule will use 80% of families as the target for the voluntary enrollment of three-year-olds from low-income families in publicly funded pre-K, as some families will make other child care arrangements or keep children at home.
9. Publicly funded pre-K for four-year-olds will be available at no charge for families with incomes up to 300% FPL/\$75,000 based on a family of four. Beginning in year five, public funding will be provided to assist with the costs of pre-K for families with incomes between 300–600% FPL/\$75,000–\$150,000 based on a family of four. Even with this public support, these families will still be expected to pay a portion of the cost to attend a pre-K program so that as a family's income increases, the amount of public support decreases (sliding scale). Families with incomes above 600% FPL/\$150,000 based on a family of four will pay the full cost. Income levels will be adjusted for family size. There will be administrative costs associated with implementing the sliding scale.
10. The State will prioritize public school construction funding requests for high-quality pre-K classrooms.
11. Local jurisdictions will be encouraged to partner with the State to develop innovative ways to meet physical space constraints during the phase-in period, such as utilizing available space at senior or community centers for early education programs, while meeting the standards of a high-quality pre-K program.
12. For K–12 students, all school systems are currently required to provide transportation to and from school for all public school students, including disabled students. State aid for K–12 students is currently distributed according to a formula that is adjusted for enrollment. It is assumed that pre-K students will be included in a transportation formula. The State, local education agencies, and community-based providers will partner to address transportation needs for pre-K students. As the State transitions to full-day pre-K that better aligns with parents' working schedules, there may be a reduced need for transportation. In addition, child care subsidy funds will be available for eligible families to use for

before and after care, which may include transportation services to and from a pre-K program.

Phase-in Timeline Decisions

1. EXCELS: To receive full-day public funding, all participating programs will be immediately required to ~~follow State pre-K standards~~ meet the definition of a high-quality publicly funded pre-K program. In addition, a community provider must achieve at least a level 3 with a plan approved by MSDE to achieve level 5 within five years. Public school-based pre-K programs must achieve at least a level 4 with a plan approved by MSDE to achieve level 5 within five years. Beginning in year 5, all new programs will be required to meet the definition of a high-quality publicly funded pre-K program and publish at level 5 to participate. Note: Through the phase-in period, local education agencies must continue to at least meet the current requirement of providing a minimum half-day program for children from families with incomes at or below 185% FPL.
2. Minimum Percentage of Pre-K Slots in Community-based Settings: Starting in year 1, there will a requirement that a percentage of pre-K slots (for four-year olds and/or three-year-olds) are provided in community-based settings. This minimum requirement will begin at 30% to reflect the current balance between public school-based and community-based settings. The minimum percentage will increase in 5~~will be phased in over the 10 year period in 10~~% per year increments in years one through four, and remain constant at 50% beginning in year five. A local education agency may be able to receive an annual waiver from this minimum requirement in specified circumstances.
3. Expansion of slots for four-year-olds and three-year-olds from low-income families (Family income below 300% FPL/\$75,000 for a family of four) will be phased-in over a 10-year period. One potential phase-in schedule is shown in the exhibit below, however, jurisdictions may select to begin implementing mixed-delivery, full-day programs for four-year-olds and three-year-olds that meet the requirements of publicly funded pre-K beginning in year 1. Pre-K will be available at no charge for four-year-olds and three-year-olds from low-income families. The following will be required in the year it takes effect:
 - In year four, all four-year-olds from low-income families will have access to full-day pre-K.
 - In year 10, all four-year-olds from low-income families will continue to have access to full-day pre-K. 100% of three-year-olds from low-income families will have access to full-day pre-K.
4. Sliding Scale for Four-Year-Olds (Family income between 300–600% FPL/\$75,000–\$150,000 for a family of four): Beginning in year five, public funding will be provided to assist with the cost of pre-K for families with incomes between 300–600% FPL/\$75,000 and \$150,000 for a family of four. Even with this public support, these families will still be expected to pay a portion of the cost to attend a pre-K program so that as a family’s income increases, the amount of public

support decreases (sliding scale). To avoid a cliff effect whereby a small increase in income results in a significant loss of public support, there will be approximately 15 steps, with a 6-7 percentage point difference between each step. Families with incomes above 600% FPL/\$150,000 for a family of four will pay the full cost for four-year-old pre-K.

5. Workforce building for ECE: As the number of slots and students increase, additional capacity building of the early childhood workforce system, including credentialing, recruitment, and retention of educators and staff, will be needed to meet increased workforce demand (Element 1b).

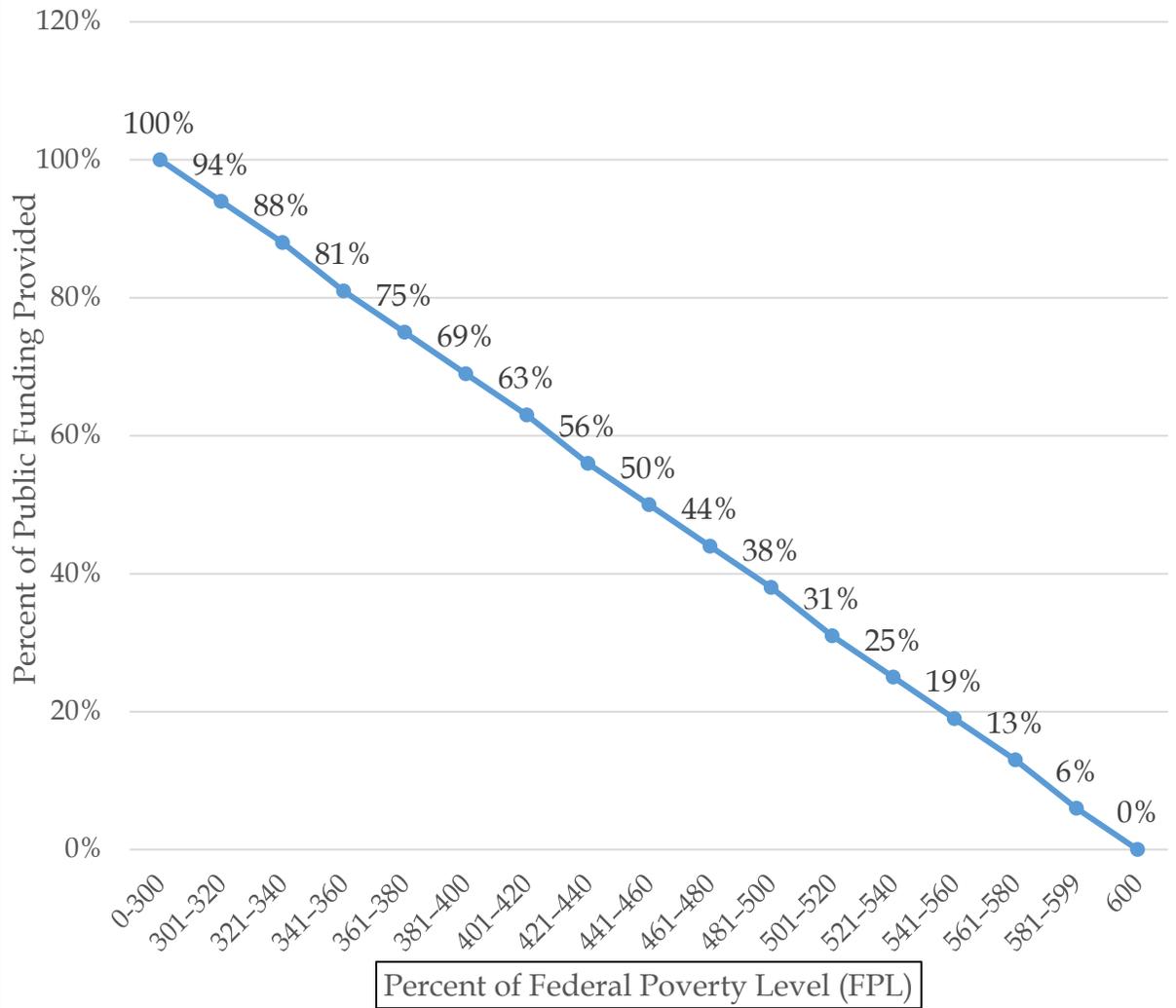
Publicly Funded Prekindergarten Costing Out Phase-in Schedule

		1	2	3	4	5	6	7	8	9	10
	FY1920	FY2021	FY2122	FY2223	FY2324	FY2425	FY2526	FY2627	FY2728	FY2829	FY2930
4 year olds	All below 185% FPL offered ½ day	All below 300% FPL offered ½ day. 25% of half-day slots convert to full day	All below 300% FPL offered ½ day. 50% half-day slots convert to full day	All below 300% FPL offered ½ day. 75% half-day slots convert to full day	All below 300% FPL offered full day	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.	All below 300% FPL offered full day. Sliding scale for families between 300% and 600% FPL.
3 year olds	None required	10% below 300% FPL offered full day	20% below 300% FPL offered full day	30% below 300% FPL offered full day	40% below 300% FPL offered full day	50% below 300% FPL offered full day	60% below 300% FPL offered full day	70% below 300% FPL offered full day	80% below 300% FPL offered full day	90% below 300% FPL offered full day	All below 300% FPL offered full day
Community-based (3 or 4 year olds)	None required	Min 30% in Community-based settings	Min 35% in Community-based settings	Min 40% in Community-based settings	Min 45% in Community-based settings	Min 50% in Community-based settings	Min 50% in Community-based settings	Min 50% in Community-based settings	Min 50% in Community-based settings	Min 50% in Community-based settings	Min 50% in Community-based settings

Footnote: This exhibit represents a potential phase-in for costing out purposes. The items in RED are the only requirements that will be recommended to be codified in law. A local education agency could choose to phase-in these requirements on a more aggressive timeframe.

Percent of Federal Poverty Level	Approximate Income Level for Family of Four	Number of Four-year-olds (Year 5)
0 - 200%	\$0 - \$49,999	24,531 24,663
201% - 300%	\$50,000 - \$74,999	12,653 12,733
301% - 400%	\$75,000 - \$99,999	9,923 9,988
401% - 500%	\$100,000 - \$124,999	7,785 7,836
501% - 599%	\$125,000 - \$149,999	5,430 5,470
600% and above	\$150,000 and above	13,402 13,491

Level of ECE Public Funding for Increments of FPL between 300% and 600% (Based on 15 Steps)



Percent of Federal Poverty Level	Percent of Public Funding Provided
0-300	100%
301-320	94%
321-340	88%
341-360	81%
361-380	75%
381-400	69%
401-420	63%
421-440	56%
441-460	50%
461-480	44%
481-500	38%
501-520	31%
521-540	25%
541-560	19%
561-580	13%
581-599	6%
600 and above	0%

Element 1b: Capacity building for new and current programs (tuition assistance for prospective staff; training; support of peer networks; integration with career ladder)

Design Assumptions:

1. The State will encourage pre-K programs to invest in helping teachers to become certified in early childhood education.
2. The State will offer increased coaching and technical assistance through EXCELS and Child Care Resource Centers to support the efforts of community providers in improving the quality of their programs. The State will prioritize supporting providers in high-need communities in meeting ~~EXCELS level 5~~[the definition of a high-quality publicly funded pre-K program and EXCELS level 5](#).
3. The State will support ECE staff [and teachers](#) in attaining CDA credentials, ~~and~~ [associate's degrees, and bachelor's degrees](#) to serve as [teachers or](#) aides and assistant teachers in publicly funded pre-K programs. This support will include [tuition assistance and](#) financial support to help cover [tuition,](#) course and exam fees, and coaching by mentor teachers.
- ~~4. Additional credentialing and professional development of ECE staff will be needed to match the pace of the expansion of pre-K slots. The current MSDE Credentialing Program (6 staff levels and 4 administrator levels) serves as a career ladder for community provider staff. The levels are based on the education and experience of the individual, and the State awards monetary bonuses at each level to incentivize professional development.~~
- ~~5.4.~~ Public pre-K teachers will be part of the Maryland K-12 teacher career ladder. Master public pre-K teachers will be a level on the career ladder. In order to become a master teacher on the career ladder, the teacher must earn National Board Certification.
- ~~6.5.~~ A local education agency and a provider may both choose to enter into a Memorandum of Understanding to enable pre-K teachers in community-based settings to participate in the public pre-K teacher career ladder as employees of the local education agency. Such agreements currently exist under the State Pre-K Expansion Grant Program.
- ~~7. As part of its effort to increase the pool of qualified teachers and assistants, the State will significantly expand tuition assistance and financial support for individuals to earn CDA credentials, associate's degrees, and bachelor's degrees with specialized training in ECE.~~

Implementation Decisions:

1. The State will implement initiatives developed under MSDE's Master Plan on Professional Development for Teachers and Providers of Early Childhood Education, such as aligning high school early childhood CTE program standards with CDA credential requirements and community college ECE programs; expanding online professional development courses with job-embedded

- coaching; requiring coursework and clinical work in ECE programs to include training in diverse child care environments and working with children with special needs; creating pathways that accept prior learning experience; creating an ECE bachelor's degree program and dual certification programs; and creating a public awareness campaign for recruiting ECE teaching staff and promoting quality child care.
2. The State will set targets so that the percentage of teachers certified in ECE and staff with CDA credentials increases and keeps pace with the 10 year implementation period. At full implementation of pre-K for three-year-olds from low-income families and four-year-olds, the State will need 8,800 pre-K teachers and assistants (4,400 each).
 3. The State will expand and increase the amount of training vouchers and credentialing bonuses to encourage providers to continue professional development. The amounts of the vouchers and bonuses will be tiered with the credentialing levels to incentivize movement towards higher quality.
 4. The State will provide financial assistance for students who complete the high school early childhood CTE program to take the CDA assessment so the student can work as an aide or assistant teacher. To promote a more diverse workforce, the State will also expand access to ECE CTE programs, focusing on jurisdictions where the greatest disparities exist between student demographics and ECE staff.
 5. The State will increase MSDE's capacity to provide technical assistance [and professional development](#) to [participating and prospective pre-K programs](#)~~publicly funded pre-K programs~~ through EXCELS quality assurance specialists, regional offices, and onsite monitoring and licensing staff to keep pace with the increase in participating providers. It is assumed that this additional support will expedite the abilities of providers to move from level 3 to level 5 in EXCELS.
 6. The State also will expand the coaching infrastructure/model developed by the Child Care Resource Center Network to provide training and mentoring for community providers to meet EXCELS requirements.
 7. The State will identify ECE teachers as a workforce shortage area to enable tuition assistance through the Workforce Shortage Student Assistance Grant Program.
 8. The State will create a full tuition scholarship program for students who become lead pre-K teachers and commit to work in high-needs schools for a certain number of years.
 9. The State will significantly increase funding for the Child Care Center and Professional Development Fund to support ECE staff who are already working in child care programs in obtaining associate's degrees, bachelor's degrees, and CDA credentials.
 10. The State will focus outreach and recruitment efforts so that the ECE teachers and staff mirror the diversity of the community.

11. The State will require that all pre-K teachers have training on cultural competency and restorative practices through teacher preparation programs or professional development programs.

Element 1c: Implementation of a **school readiness assessment** for all students entering kindergarten

Design Assumptions:

1. ~~This assessment or any successor assessment~~ A racially and culturally unbiased assessment that will be used for diagnostic purposes, curriculum development, and early detection of learning challenges will be given to all kindergarteners as a census.
2. To minimize the amount of duplicative testing for our youngest learners, the State's goal should be for the Kindergarten Readiness Assessment (KRA) or any successor assessment to serve as the sole diagnostic assessment for kindergarten readiness.
3. The State will continue to provide every kindergarten teacher with training or a refresher course on administering the KRA or its successor assessment each year.
4. The State will continue to provide professional development funds for jurisdictions that administer the KRA or its successor assessment as a census assessment.
5. The assessment tool will provide information for kindergarten teachers to use for lesson planning and identifying students who may need additional assistance.
6. The assessment tool will not be cumbersome for teachers to administer and teachers will be given time to administer the assessment within the school day.
7. A protocol will be put in place to enable teachers to use and act on the information produced by the assessment tool, such as referring students for case management or in-class or out-of-class supports.

Implementation Decisions:

1. Since a portion of the KRA requires the teacher to observe how the student interacts with other students in a classroom, the full KRA cannot be administered before students enter kindergarten. Therefore, local education agencies will have flexibility to administer a portion of the KRA or its successor assessment before students enter kindergarten and during the first two months of the school year.
2. The State will require the KRA or its successor assessment to be administered to every kindergarten student as a census and not as a random sample to ensure equity and accountability.
3. The State will extend the administration window from October 10 to October 30 to reduce the operational impact of conducting the KRA or its successor assessment as a census assessment.

4. A survey of kindergarten teachers who administered Version 2.0 of the KRA will be conducted after it is fully implemented in fall 2018 to get feedback on the usefulness and usability of the new version of the KRA.
5. The survey will include questions such as: (i) the usefulness of the KRA data to inform kindergarten instruction; (ii) whether the KRA data enhances a teacher's ability to identify challenges that a student may be experiencing, especially those indicating that a child may need special education services; and (iii) whether the teacher administers a separate, locally mandated kindergarten diagnostic assessment and if so, whether the KRA is duplicative of that assessment.
6. The State (entity to be determined) will review the results of the survey and review Version 2.0 for usefulness and usability and, in consultation with MSDE, make any recommendations for changes, if needed.
7. The data collection system of the KRA or its successor assessment will include a standardized process for reporting a kindergartener's prior care setting.
8. The KRA or its successor assessment will be implemented as a census statewide by school year 2020-2021.

Element 1d: Expand **Judy Centers, Family Support Centers, and the Maryland Infants and Toddlers Program** to provide and coordinate access to education and support services for at-risk children ages 0-5 and their families

Design Assumptions:

1. The State will expand the number of Judy Centers over time to match the number of Title I elementary schools.
2. The State will expand the number of Family Support Centers over time, with the goal of ensuring that every underserved neighborhood has a Family Support Center or similar set of programs and services.
3. The State will increase funding for the Maryland Infant and Toddlers Program that provides support to families with special needs children.

Implementation Decisions:

1. a. The expansion of Judy Centers will be phased-in over 10 years, with a priority in opening new Judy Centers in the neediest communities. MSDE will be required to consider geographic diversity when selecting a Title I school within which to locate a new Judy Center. MSDE will be required to coordinate placement of new Judy Centers in order to serve multiple, closely located Title I schools in a high needs area or region.
b. There are currently 54 centers, with one or more located in each jurisdiction, and ~~more than 300~~³²³ Title I elementary schools. The State will significantly reduce this gap and increase the number of centers over time so that ~~42~~⁴⁵ new Judy Centers open in the first 5 years and ~~80~~⁹⁰ open in the next 5 years. By year 10, there will be ~~122~~¹³⁵ new Judy Centers.

2. a. The expansion of Family Support Centers will be phased-in over 10 years, with a priority in opening new Family Support Centers in the neediest communities. MSDE will be required to consider geographic diversity [and the location of existing/future Judy Centers](#) when selecting regions [within which](#) to locate a new Family Support Center. MSDE will be required to coordinate placement of new Family Support Centers in order to serve multiple, closely located counties or areas in need of a Family Support Center. There are currently 9 counties (Calvert, Charles, Garrett, Harford, Howard, St. Mary's, Somerset, Wicomico, and Worcester) where there are no Family Support Centers.
b. There are currently 25 Family Support Centers. The State's goal should be to open 3 new centers each year so that by year 10, there will be 30 new Family Support Centers.
3. The State will increase funding for the Maryland Infants and Toddlers Program to support the increase in the number of children eligible for these services.

Policy Area 2: High Quality and Diverse Teachers and Leaders

Element 2a: Teacher preparation will be much more rigorous, and induction will be integrated with teacher preparation more systematically

Design Assumptions:

1. Universities offer teacher training programs and evaluate their students' competencies at a level of rigor comparable to the countries with the top student performance by:
 - a. Requiring all future teachers to pass a set of courses and demonstrate competencies in basic research skills and methods and training on how to routinely evaluate and use research and data to help teachers improve student performance
 - b. Requiring future teachers to take courses and demonstrate competencies, [including racial awareness and cultural competence](#), designed to enable them to teach the Maryland curriculum frameworks, including how to teach students from different racial, ethnic, and economic backgrounds as well as different learning abilities and social/emotional needs and how to implement restorative practices in such a way to enable students to reach the college and career readiness standards
 - c. Requiring elementary teachers to take courses in the core subjects they will teach in order to have deep content knowledge in the core subjects in elementary school
 - d. Requiring future teachers to take courses and demonstrate competencies to enable them to conduct expert assessment of the typical deficits students have as they work to succeed in courses, as well as the techniques most likely to help students with those deficits
 - e. Requiring future teachers to take courses and demonstrate competencies to enable them to recognize and effectively use high-quality instructional materials (including online) and to adapt existing curriculum to make it stronger using standards-aligned tools, including the ability to use digital resources and computer technology
 - f. Requiring future teachers to learn the skills necessary and demonstrate competencies to effectively manage student behavior
 - g. Requiring teacher candidates to pass edTPA, PPAT or a similar performance based assessment in order to exit a Maryland teacher preparation program no later than 5 years following implementation of the legislation
2. The practicum in teacher training will produce teachers whose knowledge and skill is comparable in every way to the knowledge and skills of the teachers produced by the teacher training institutions in the top-performing countries

- a. Prospective teachers will complete a full school year of practical experience prior to completing an undergraduate teacher education program no later than 5 years following implementation of the legislation. [Master’s degree programs in teaching must have a practicum of at least 100 days, but universities are encouraged to offer a full–year practicum.]¹
- b. All practicum (internship) experiences will be the shared responsibility of the public school district partners and institutions of higher education. Shared responsibility means that the school districts will share accountability for finding placements for qualified candidates and will compensate qualified “supervising” or mentor teachers (using career ladder criteria as a major criteria for selection). Institutions will collaborate with supervising/mentor teachers to evaluate teacher interns and ensure the interns demonstrate all necessary competencies required of teachers. .
- c. The practicum can be consecutive or occur throughout the teacher training program. Extended induction programs beyond the required practicum are encouraged, with special attention to authentic (financial and accountable) partnerships between universities and school districts. Teacher education majors should have an opportunity to have a classroom observation experience early in the program to determine if they have the aptitude and temperament for teaching and universities are encouraged to allow students to have experiences in different school settings.
- d. Institutions and schools/school districts are encouraged to be creative and flexible in incorporating the additional practicum requirement into the existing program of study. Institutions must show cause to expand the teacher preparation program by up to 12 credits, but in no case should more than 132 credits be required to receive a teaching degree.
- e. Further, MSDE, MHEC, and the institutions should review the current State requirements for teacher preparation programs to ensure that they are aligned with the Commission’s recommendations. To the extent they are not aligned and are extraneous, redundant, or no longer necessary, those requirements should be eliminated to allow students to complete the practicum within the existing 120 credits required to earn a degree.
- f. The instructional system and work organization of schools where teachers in training will be placed for their practicum will be designed to reflect the recommendations of the Commission
- g. Mentors of practicum programs will be highly competent teachers (e.g. Master Teachers on the career ladder) selected by the district to instill in the next generation of teachers the kinds of skills, attitudes, values and knowledge they want in the people they hope to attract to teaching in their district.

¹ The Working Group was split 3–3 on whether master’s programs should be required to have 100 day or full year practicum

3. Prospective teachers will develop strong action research skills through their university training as well as through completing their practicum
 - a. The schools in which they practice will have all of their improvement strategies accompanied by research projects designed to gauge the extent to which those strategies achieve their goals
4. Mentors for induction programs, like those of practicum programs, will be highly competent teachers selected by the district to instill in the next generation of teachers the kinds of skills, attitudes, values and knowledge they want in the people they hope to attract to teaching in their district. The design of the induction program should build on the TIRA program currently being piloted in the State and utilize teachers in the Teacher Leadership Track of the career ladder.
5. Teacher training programs and districts must collaborate regularly and develop closer working relationships to strengthen teacher preparation, induction, and ongoing professional development, including financial MOUs. MSDE must increase its capacity to provide technical assistance and support to teacher training programs and develop a systematic means of providing feedback to ensure that the universities are better informed about the content and expectations of preK-12 classrooms.
6. Universities offering graduate level courses in school administration for certification must ensure (through the MSDE/MHEC program approval process) that they carefully evaluate the potential of candidates to be effective school leaders and that the curriculum will enable graduates to successfully organize and manage schools and systems in such a way as the top-performing systems, including managing highly skilled professionals in a modern professional work environment and effectively conducting peer observation and evaluation of other personnel. This will include both a clinical experience and an assessment to determine if candidates demonstrate the skills described above.

Implementation Considerations:

1. At first, collaboratives of districts, university-based teacher training institutions, and exclusive employee representatives will be seed grant funded, including an evaluation component, to create 21st Century practicums that build on the professional development schools currently in the State but may be offered at a broader, more diverse set of schools that will be affiliated with the universities and organized and managed to provide state-of-the-art professional education for prospective teachers that reflects the best practices of the top-performing countries.
 - a. The schools offering practicums will be organized in a career ladder system with a work organization consistent with the description of high performance work organizations provided in the Commission report.

- b. Those members of the school faculty serving as Professor Master Teachers on the career ladder will hold appointments as clinical or adjunct faculty at the university and may teach in both institutions.
 - c. The members of school faculty serving in the Lead Teacher and Master Teacher rungs of the career ladder will be responsible for designing the school's induction program for new teachers and mentoring new and struggling teachers. Districts will be responsible for making time available for Lead and Master Teachers to perform these roles, as described in Element 2i, during the normal work day as part of their professional responsibilities for which they are being compensated under the career ladder.
 - d. Both university faculty and district-based school faculty will be expected to be fully conversant with the policies and practices of professional development schools in the top-performing countries and to have the skills and knowledge needed to adapt those policies and practices to the needs of their own students.
2. The State will make seed grant awards available to the strongest applicants in the first year of the collaborative. Future awards will be contingent on strong performance and implementation of the design laid out in the applications.
 3. These schools offering practicums will be public schools with student bodies reflecting the diversity of public schools in the State or, if not possible, the diversity of the geographic area in which the school is located.
 4. The State will make additional grants available in years 2 through 5 as word spreads and the initial grantees become proof points for the success of the effort.
 5. In year 5, an evaluation will be done. Results of the evaluation will determine whether to continue the competitive grant program or whether to require all institutions throughout the State to meet the grant criteria through legislation, with some modifications based on the experiences of the pilot program grantees.

Element 2b: Raise **standards for licensing** new teachers in MD to levels comparable to the standards for teachers in the top performing nations

Design Assumptions:

1. Teachers will be required to pass a test of teaching ability to earn an initial Maryland license (e.g., PPAT, edTPA) no later than 5 years after implementation of legislation. This requirement applies to all new teachers, including alternative preparation programs, except those who are teaching CTE courses. Teachers coming from out of state must pass the assessment within 18 months of being hired by a Maryland district or hold an active National Board Certification. After sufficient data has been collected that demonstrates that one assessment is more valuable than another, the State should adjust the licensure requirement.

2. Teachers will be required to pass State-specific exams of teacher mastery of reading instruction and content that will be at least on par with the rigor of Massachusetts for elementary education (K-6) and for the middle and high school grade levels by a date certain.
3. The competencies laid out in Element 2a, Design Assumption 1 will also be evaluated throughout the teacher education program and practicum.
4. Teacher candidates who are midcareer changers and taking the one-year alternative certification option will participate in a three-year mentorship and induction program under an experienced mentor.
5. Alternative teacher preparation programs must require a minimum teaching practicum of at least 100 hours within 1 year of enactment of the legislation (no earlier than the summer of 2020), and at least a full school year no later than 5 years after enactment. The teaching practicum includes preparing lesson plans, teaching, debriefing, and observing a class of students to which the student teacher is assigned and must include at least 40 hours of teaching during class periods.
6. The State Board of Education and the Professional Standards and Teacher Education Board, under their existing authority, shall adopt regulations to implement these new requirements.

Implementation Considerations:

1. The State will require a Basic Literacy Skills Test as soon as the test is developed (first-time pass rate in Massachusetts is currently 84 percent) and allow teacher candidates to retake the test as many times as needed to pass.
2. The State will roll out more challenging special subject tests tailored to the subjects teachers will teach (for example, English for High School, Math for High School, History for High School, etc.) after implementation of the literacy test. The State or the contracted vendor will develop standards for these exams first and release these standards to teacher preparation institutions four years in advance of when the exam will take effect, so that preparation programs can adapt accordingly.
3. Once subject tests are required, test takers can retake the test as many times as needed to pass, if desired. (First-time pass rate in Massachusetts is currently 64 percent).

Element 2c: Expand teaching scholarships and loan assistance for **highly skilled and diverse candidates** to teach in high-need schools.

Design Assumptions:

1. HB 1415 provides funding for the Maryland Teaching Fellows scholarship program, which was created in 2014 but never funded, for prospective teachers who commit to teaching in high-need Maryland schools for at least two years if enrolled in a graduate program or the number of years the candidate received an incentive fund award if enrolled in an undergraduate program

- a. The scholarship is available to either high school seniors, current college students or graduate students, who:
 - i. are Maryland residents or attended a Maryland high school
 - ii. earned either:
 1. a GPA of at least 3.0, increasing to 3.3 beginning after 5 years³
 2. a combined math and reading SAT score of at least 1100 with neither reading nor math lower than 500
 3. a composite ACT score of at least 25 or
 4. the 50th percentile on the GRE
 - iii. have demonstrated aptitude for teaching or exceptional dedication to teaching
 - b. HB 1415 defines a “high-need Maryland school” as one in which 50% of students qualify for free and reduced-price meals
 - c. The incentive fund award covers 100% of tuition, room, board and fees at a Maryland public institution of higher education, or 50% of these costs at a Maryland private nonprofit institution, and fees for exit and licensure exams
 - d. HB 1415 requires teacher training programs that enroll 15 or more fund recipients to develop an enriched program of study for such recipients
 - d.e. The Maryland Higher Education Commission should make best efforts to award scholarships to eligible students in a manner that reflects the geographic and racial diversity of Maryland’s public school students
2. Enhance the existing loan assistance repayment program to serve more teachers.
 3. Increase awareness of the availability of these programs for teachers.

Implementation Considerations:

1. HB 1415 has passed the General Assembly and been signed by the Governor. It requires \$2 million annually for the Teaching Fellows scholarship. Funding should be increased to \$4 million in year 2, \$8 million in year 3, \$12 million in year 4 and \$18 million in year 5 and thereafter. Funding should continue at this level until a sufficient number of qualified teachers are produced and remain in the Maryland teaching profession. At such time that this occurs, the State may consider reducing the required amount of funding, but some level of scholarship funding should be maintained to ensure a diverse and qualified cadre of teachers in the State.

Element 2d: Encourage higher education institutions to take advantage of national foundation efforts to develop **highly qualified teachers and leaders from diverse backgrounds**

Design Assumptions:

1. State will provide matching funds, as needed, to institutions that secure grants to increase the quality and diversity of the teacher training applicant pool available to teacher training institutions, up to some maximum amount
2. Teacher preparation institutions engaged in one of the collaboratives described in Element 2a will be required to apply for these grant funds

Implementation Considerations:

1. State will provide technical assistance with grant writing to those institutions

Element 2e: Launch statewide public relations and communications initiative to **rebrand teaching as an attractive career** and attract students from **diverse backgrounds**

Design Assumptions:

1. HB 1415 establishes a teacher outreach and recruitment campaign to be run by the State Department of Education. (requires \$250,000 annually)
2. The outreach program will be targeted toward the top 25% of high school students in each county to encourage them to consider teaching
3. The State Department of Education shall establish a steering committee and consult with that committee on the outreach program and recruitment campaign. The steering committee must include faculty and student representatives of the State's historically black colleges and universities and other institutions as well as the Maryland State Education Association

4. The program will include:
 - a. A digital recruitment platform comprising free public service and paid media
 - b. Email and social media
 - c. Targeted outreach to interested candidates, with a focus on talented candidates who are historically underrepresented in teaching, particularly teachers of color, and teacher shortage fields
 - d. Opportunities to connect candidates to resources about teaching and supervised experiences in schools to get them excited about teaching, including an increased awareness of racial disparities between student demographics and the teaching population

Implementation Considerations:

1. HB 1415 has passed the General Assembly and signed by the Governor.
2. After the Commission report is completed and adopted by the State, consider launching a statewide outreach effort to promote all of the Commission's recommendations, including a high quality media campaign to rebrand teaching as an attractive career. Consider strategies used by top systems such as pro bono services from leading communications firms in the state and region.
3. The State may consider modifying the campaign by:
 - a. Decreasing the amount of funding provided as recruitment becomes less challenging and prestige increases
 - b. Targeting or limiting the funding provided to certain critical shortage areas or demographic targets, as needed

Element 2f: Raise teacher pay to make it equitable with other highly trained professionals with the same amount of education

Design Assumptions:

1. Teacher wages and salaries will continue to be negotiated collectively at the local level including for cost of living increases and increases beyond the State Framework for the Educator Career Ladder.
2. The State will conduct periodic benchmarking studies of teacher salary to include comparability with other professionals with similar education and experience levels at the State and regional levels based on the Economic Policy Institute's list of comparable occupations. Each county and local union will receive from the State at the start of each collective bargaining process the average salary of comparable professionals as identified by the Commission including accountants, architects, and registered nurses (**see exhibit with exclusion of specific occupations**) in the State and region.
3. Over the first three years of implementation, teacher salaries will be increased by 10% to reach the average salary of teachers in Massachusetts and New Jersey (as

of 2017) as a head start to improve teacher salaries and make teaching a more attractive profession prior to full implementation of the career ladder. This salary increase is intended to be a base adjustment and not a replacement for annual cost of living increases, which will continue to be the subject of collective bargaining.

4. Pay increases above and beyond these initial increases and annual cost of living increases will largely be a function of movement up the career ladder, described in Element 2g, with the goal that the average teacher salary will reach the average salary of comparable professions in Maryland.

Implementation Considerations:

1. State and local formula funding will support increases to teacher pay in accordance with implementation of the career ladder.
2. All pay increases will go hand in hand with higher teacher standards.

**Maryland Occupations/Salaries: Economic Policy Institute Comparable Occupations List
2017**

AREA	ST	STATE	OCC_CODE	OCC_TITLE	OCC_GROUP	TOT_EMP	Mean Annual Salary	Median Annual Salary
24	MD	Maryland	13-1075	Labor Relations Specialists	detailed	1,380	\$67,770	\$70,440
24	MD	Maryland	13-1151	Training and Development Specialists	detailed	1,140	130,630	121,630
24	MD	Maryland	13-2011	Accountants and Auditors	detailed	26,230	80,930	72,900
24	MD	Maryland	15-1131	Computer Programmers	detailed	4,710	89,090	82,320
24	MD	Maryland	17-1011	Architects, Except Landscape and Naval	detailed	2,440	90,740	84,260
24	MD	Maryland	19-1031	Conservation Scientists	detailed	470	75,940	65,450
24	MD	Maryland	25-4011	Archivists	detailed	340	68,850	61,750
24	MD	Maryland	25-4012	Curators	detailed	160	58,670	55,970
24	MD	Maryland	27-3041	Editors	detailed	2,230	61,870	57,290
24	MD	Maryland	27-3042	Technical Writers	detailed	2,180	78,260	77,290
24	MD	Maryland	29-1122	Occupational Therapists	detailed	3,300	85,620	87,750
24	MD	Maryland	29-1123	Physical Therapists	detailed	4,930	86,840	89,010
24	MD	Maryland	29-1141	Registered Nurses	detailed	53,700	75,250	74,120
24	MD	Maryland	13-1041	Compliance Officers	detailed	7,510	76,000	73,530
				Mean			\$80,461	
Note: Excludes clergy and inspectors, testers, sorters, samplers, and weighers								
24	MD	Maryland	25-2021	Elementary School Teachers, Except Special Education	detailed	24,670	\$67,340	\$65,740
24	MD	Maryland	25-2031	Secondary School Teachers, Except Special and Career/Technical Education	detailed	19,830	69,070	67,830
24	MD	Maryland	25-3097	Teachers and Instructors, All Other, Except Substitute Teachers	detailed	9,570	58,150	53,290
24	MD	Maryland	21-1012	Educational, Guidance, School, and Vocational Counselors	detailed	6,170	63,840	61,050
				Mean			\$64,600	
% Difference from Comparable Occupations								
				Mean			-24.6%	

Source: U.S. Bureau of Labor Statistics, Occupational Employment Statistics; Economic Policy Institute

Element 2g : Develop career ladders for teachers and school leaders comparable in design to the career ladders found in Singapore and Shanghai, with respect to standards for advancement and relationship to the system for compensating teachers and school leaders.

Design Assumptions:

1. The State will provide a set of design parameters for the career ladder system. Although districts can implement the ladder in different ways, they must remain within these parameters or they will not be eligible for additional State funding tied to implementing the career ladder (see exhibit **Maryland Career Ladder for Educators**).
2. There are many more teachers at the bottom rungs of the ladder than at the top.
3. Movement up the ladder is a function of performance and experience, (i.e., knowledge, skills and responsibilities) as well as availability of the position the teacher is seeking.
4. The ladders will have two tracks: Teacher Leadership Track and Administrative Track.
5. Teachers can move laterally across the tracks if their interests change.
6. The first two levels will be common to both tracks: State Licensed Teacher and National Board Certified Teacher
 - a. Roughly 50% of all teachers will be on one of these two levels and another 20% will be National Board Certified (NBC)
 - b. During the first years of implementation, roughly 10% of all teachers will opt not to participate in the career ladder and will continue on the Advanced Professional Certificate (i.e. Master Degree/30 credits) path.
 - c. At least five years after passage of legislation implementing a career ladder, *and* when the Maryland NBC pass rate reaches the national average (currently 65%), new teachers receiving a Maryland teaching certificate must participate in the Educator Career Ladder and are not eligible for salary increases based on years of experience and degrees or credits. By the tenth year of teaching, they must achieve National Board Certification (*i.e., pass all four modules*). Until a National Board Certification *module* is achieved, their salary is frozen except for COLA. Teachers with 20 or more years of experience must pursue/complete NBPTS within five years of the legislation's enactment.
 - d. During the transition period (after passage of legislation but prior to the threshold requiring all new teachers to pursue NBC), existing teachers may pursue NBC and if they achieve NBC ~~module(s)~~, they will go onto the career ladder, receive the associated NBC salary increase, and are not eligible for salary increases based on years of experience and degrees or credits. ~~Salary increases for~~ existing teachers who already hold NBC and are receiving a stipend will immediately receive the NBC salary increase

~~(and no longer receive the stipend) have not been addressed by the Working Group yet.~~

- e. Teachers for whom there is no assessment comparable to NBC in their subject area may earn a Master's Degree/30 credits in an approved program of study.
 - ~~f. The timeline for implementing the career ladder and minimum salary increases associated with moving up the career ladder and other assumptions for costing out purposes are contained in the Implementation Considerations. After the career ladder is fully implemented, and after all new teachers entering the State will be expected to pursue NBC because of its performance-based approach, local education agencies (LEAs) should continue to encourage master's degrees in fields that require special expertise, shortage areas, and enhance educators' professional skills and their qualifications to teach dual enrollment courses as adjunct faculty at colleges and universities. In appropriate areas, LEAs, through collective bargaining, should provide additional compensation for achieving a master's degree teachers may choose to pursue a Master's Degree/30 credits (in addition to NBC) to enhance their professional skills. Districts and collective bargaining units may negotiate salary and benefit increases (e.g. tuition reimbursement) associated with degrees/credits that they consider valuable~~
 - ~~g.f.~~ Once the career ladder is fully implemented, NBC teachers must renew their certification every 5 years in order to continue to hold a Maryland teacher certificate and to receive the salary increase associated with NBC renewal under the proposed career ladder. NBC teachers who fail to earn renewal will be given a one-year grace period to complete the recertification (and will not receive the associated salary increase until renewal is completed). If they do not receive NBC, their salary is frozen except for any COLA. After 25 years or more of experience, NBC renewal is optional.
7. Roughly 12% of all teachers are on the Teacher Leadership Track.
 8. Teachers on the Teacher Leadership Track are responsible for mentoring their peers and serving as expert resources on content and pedagogy for their school, their district, and the State.
 - a. There will be three levels on the Teacher Leadership Track: Lead Teacher, Master Teacher and Professor Master Teacher.
 - b. Districts will draw their mentor teachers for induction programs and teacher training practicums from this track .
 - c. Districts will draw experts to write curriculum and assessment items and develop model lessons from the highest levels of this track.
 - d. For the purposes of costing, we will assume that most teachers in the Teacher Leadership Track will be Lead Teachers (Level 4A-1) with a small

number of Master Teachers (Level 4A-2) and very few Professor Master Teachers (Level 4A-3).

- e. *Lead Teacher:* This step on the ladder certifies that the holder has:
- All the knowledge and skill required for the previous steps on the ladder;
 - The capacity to lead other teachers working in teams to improve the curriculum, instruction and assessment in the school in an effective and disciplined way ;
 - The skills and knowledge needed to mentor new teachers and other less skilled teachers to enable them to develop their skills;
 - Sufficient expertise in research, especially action research, to:
 - Lead teacher teams that will use research to develop programs, curriculum, teaching techniques and other interventions, and
 - Conduct formal evaluations to determine the extent to which those interventions are successful, correcting course as necessary to produce the outcomes for students they want.
- f. Lead teachers will teach roughly 50% of their working hours, and spend most of the additional time mentoring newer and struggling teachers and leading workshops and demonstrations at the school level. In countries with well-developed career ladders, teachers are not able to ascend the career ladder without showing that they are constantly learning from their fellow teachers and sharing their expertise with others. School leaders in the top performing countries are held responsible for identifying teachers with leadership potential and giving them opportunities to grow and develop.
- g. Consistent with other professional occupations in which labor and management assume mutual accountability for success, the selection of lead teachers will be made from a list of candidates proposed by master and professor master teachers and, in the short-term until there are a sufficient number of master and professor master teachers in each school system, by other lead teachers, and approved by the school principal and superintendent .
- h. *Master Teacher:* Teachers on this step of the ladder have demonstrated exceptional skill in all the areas described for Lead Teacher to the degree that they are ready to assume responsibility for leading the work of other Lead Teachers. Ways of demonstrating this skill include:
- The people they have mentored will be unusually capable;
 - The teams they will have led will have consistently produced unusually effective improvements in curriculum, instruction and assessment;
 - Their research will be published in refereed journals and they will be in great demand within and beyond their school and district to counsel and guide others on the basis of their achievements;

- They will have high ethical standards and know how to promote a school culture in which all students are expected to achieve at high levels and all professionals are expected to do whatever it takes to make their students successful; and
 - They are widely admired “teachers of teachers” who can inspire, guide and develop others to achieve real competence.
- i. These teachers will teach roughly 40% of their working hours, and spend most of the additional time mentoring Lead Teachers and leading workshops and demonstrations at the school and district level.
- j. Consistent with other professional occupations in which labor and management assume mutual accountability for success, the selection of master teachers will be made from a list of candidates proposed by professor master teachers and, in the short-term until there are sufficient professor master teachers in each school system, by other master teachers, and approved by the school principal and superintendent .
- k. *Professor Master Teacher:* The top step on the teachers’ ladder is reserved for a very small number of professionals whose exceptional accomplishments entitle them to very special recognition. They are:
- They are among the very best teachers, leaders of teachers and developers of leaders;
 - Researchers who have as many published research papers to their credit as university professors, hence the title; and
 - Equally qualified to teach in university and in school, and to play leadership roles in both places.
- l. This step is particularly appropriate for key senior faculty members in professional development schools, particularly senior teachers in those schools that hold a doctorate and are also qualified to serve as clinical professors in the university.
- m. These teachers will be primarily based at universities, serving as the mentors and instructors of teachers in training, mentoring new teachers in induction, and designing and leading professional development across the State.
- n. Professor Master Teachers will be selected by LEAs in partnership with IHEs.
- o. Standards for Level 4 will be set by a local oversight board made up of advanced teachers and other stakeholders will use statewide criteria as minimum criteria and has the option to add additional criteria to their vetting process. To achieve Level 4 certification, they must take on additional roles, responsibilities and utilize advanced knowledge such as:
- Consulting teachers (those used in Peer Assistance and Review Programs);
 - Staff Development Teachers;
 - Elementary team leaders;

- Secondary department chairs or resource teachers;
 - Mentors;
 - Curriculum developers; and
 - School-based educators facilitating collaborative efforts.
- p. Serving in these roles requires some continued teaching responsibility (e.g. teaching approximately 40–50% of working time) unless they are out of the classroom (i.e. a consulting teacher providing assistance, doing observation and/or evaluations) for a full year or longer, in which case, after a time specific, they must return to the classroom.
- q. To achieve this level, among other requirements, teachers must have the following competencies:
- Teaching diverse communities (this includes low performance, high poverty schools or possibly low performing, high-poverty students within predominantly middle class schools);
 - Leadership in professional development and mentoring;
 - Successful passing of objective assessments (grading videos, etc.);
 - Demonstrating accomplished instruction (to diverse populations);
 - Credibility among peers; and
 - Can demonstrate success in advancing colleagues instructionally.
9. Roughly 5% of all teachers are on the Administrative Track.
10. Teachers on the Administrative Track are responsible for managing administrative functions in the school. This track develops teachers to be school principals.
- a. The primary way to become a school principal is to advance along this track. Similarly, the primary way to become a director-level staff of a district department is to advance along this track. However, districts must allow some flexibility in order to ensure that uniquely talented individuals from backgrounds outside education may still become school leaders. To that end, Assistant Principals are required to achieve either NBC or APC for administrators.
- b. There will be two levels on the Administrative Track: Licensed Principal and Master Principal.
- c. Additional levels may be added to this track for district office directors depending on the structure of the district central office and the staffing needs
- d. For the purposes of costing, we will assume that about 4% of teachers will become a Licensed Principal with very few (less than 1%) will become a Master Principal.
- e. *Licensed Principal:* This step on the ladder will be attained by candidates who meet the requirement set by the state for full certification as principals.
- f. This is sometimes not attained until after new principals complete an induction program or training program for newly serving principals.
- g. *Master Principal:* Applicants who meet this standard will have shown that they have the skills and knowledge needed to:

- Effectively identify, attract, lead and retain highly professional teachers ;
 - Organize and manage their school so as to support those teachers in a way that provides them strong incentives and support to do the best work of which they are capable;
 - Set high standards for themselves, their faculty and their students;
 - Get all the stakeholders on board with their vision and the strategic skills needed to execute on that vision;
 - Identify teachers with the highest potential and to help them develop that potential;
 - Help students, parents and teachers embrace the conviction that all of the students can reach internationally competitive standards and do whatever it takes to get there;
 - Develop other principals;
 - Support other principals; and
 - Lead other principals to very high levels of performance
11. Master Principals will be selected from a list of candidates who have earned NBC as proposed by teacher leaders and other master principals, and approved by the superintendent.
 12. Teachers can move between tracks with approval from their principal.
 13. Teachers cannot be promoted up the ladder without receiving positive evaluation of instruction by at least the principal and others, as required by the district, and unless there is an opening for the position into which they wish to move
 - a. Promotion requires mutual agreement with their principal or supervisor and others, as required by the district, that they are ready to take on the responsibilities at the next level and the understanding that they must complete those responsibilities to remain in good standing
 - b. Because promotion happens only when there is an opening for the position in question, promotion is not guaranteed.
 14. In general, the highest levels of the ladder should be reserved for exceptional teachers and leaders, with no more than 1% attaining the highest levels
 15. The highest level of the Teacher Leadership Track should have salary parity with principals
 16. Although individual bargaining units may have different salary scales (and salary sublevels within each rung of the ladder, if needed), the State expects that moving up each level in the career ladder will result in at least a minimum pay increase as defined in the State framework.
 17. The State should use its program approval powers to require IHEs that offer programs leading to school leadership certifications to carefully evaluate the potential of candidates to be effective school leaders, including evidence that the identified candidate has a record of successful teaching and has performed well in teacher leadership roles.

18. IHEs wishing to offer graduate level courses in school administration for certification should present evidence their curriculum will enable their graduates to (1) successfully organize and manage schools and school systems as recommended by the Commission; (2) manage highly skilled professionals working in a modern professional work environment; (3) effectively conduct peer observation and evaluation of other school personnel.
19. As the success of a school leader grows as demonstrated by positive evaluations and movement up the career ladder, more autonomy should be provided to that school leader for making school-level decisions.
20. Successful school leaders should have significant experience and success in schools that represent the demographic and economic diversity of the school system, and in the upper levels of the career ladder school leaders should serve as mentees to new leaders of schools serving large proportions of low-performing students.

Implementation Considerations:

1. The State framework provides design parameters, including titles and criteria for movement up the ladder, to districts as outlined above and described below. Districts and unions are free to implement a wide variety of designs (including determining pay scale, roles for teachers within schools, the process for grandfathering in teachers and process for posting and hiring for needed positions) as needed as part of collective bargaining, provided they remain within the design parameters outlined by the State, or they risk losing out on State funding.
2. The Guiding Principles for the Maryland Career Ladder for Educators are:
 - a. Salary that attracts new teachers to the profession;
 - b. Salary that incentivizes existing teachers to opt-in to the career ladder (higher salary earlier in career, greater lifetime earnings, meet/exceed MA@30);
 - c. Progressing in teacher salary as performance increases as demonstrated by pursuing/achieving National Board Certification;
 - d. Career ladder incentivizes teachers to stay in the classroom without moving to the Administrator Track (Lead/Master/Professor Master teachers); and
 - e. These principles must work in all 24 school systems.
3. Other than a minimum teacher salary of \$60,000 by year 5 of implementation, specific salaries will be left up to districts.
4. NBC fees (including initial and renewal fees) will be provided by State and local funds and the district will serve as the payor to the NBC organization.
5. Existing teachers holding NBC ~~or completing 1-3 components~~ and having received positive performance evaluations can move up the career ladder upon

implementation of the career ladder and receive the designated salary increase; current NBC stipends will terminate at that time.

Assumptions for Costing Out the Career Ladder:

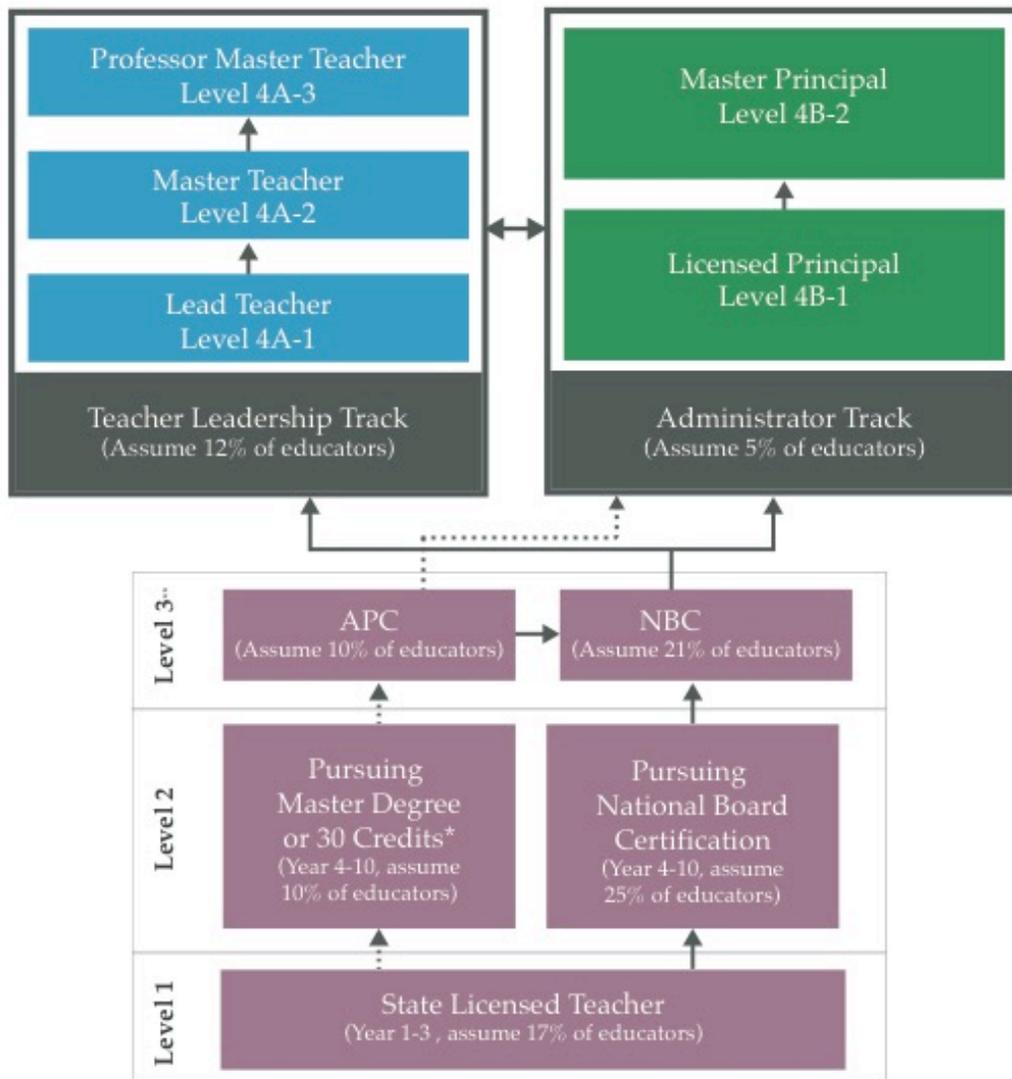
1. Minimum salary of \$60,000 for all teachers by year five of implementation of the recommendations (10% salary increase in years 1 through 3 plus any COLAs will also be used to raise the minimum salary to \$60,000.
- ~~2. Salary increase for earning NBC recertification is: \$8,000 for the first recertification; \$7,000 for the second; and \$6,000 for the third and subsequent recertification.
 - ~~o Includes the additional cost of master principals, assuming a maximum of 360 FTE master principals and a salary increase of \$15,000.~~~~
- ~~3.~~2. The model includes all teachers, assuming a similar teacher-student ratio to actual ratios from recent years, as well as guidance counselors and librarians/media specialists. It also includes the additional public prekindergarten teachers required for expanded age 3 and 4 prekindergarten programs recommended by Working Group 1. It does not include administrators or any expanded staffing proposed in other work groups, which may be accounted for in other elements.
- ~~4.~~3. Student enrollment estimates through 2026 from Maryland Department of Planning projections, *Public School Enrollment Projections 2017-2026* (September 2017). Estimates for 2027-2029 based on ~~four~~three-year average enrollment increases for the years 2024~~3~~-2026.
- ~~5.~~4. Estimates of the total number of teachers beyond 2018 based on the actual average ratio of all teachers to student enrollment for the years 2014-2018.
- ~~6.~~5. Statewide average teacher salaries by years of experience and educational attainment calculated for 2018 using MSDE staffing data for all staff categorized as Teacher/Instructor (implied statewide salary schedule). Base salaries used for career ladder projections are 2018 salaries inflated to 2020 using inflation factor provided by the Department of Legislative Services.
- ~~7.~~6. Statewide costs of baseline and opt-out teacher salaries are estimated by progressing teachers across the implied statewide salary schedule. The model assumes an annual teacher turnover rate of 7.0%. The salary schedule cells from which teachers leave and are hired into are based on averaged actual staffing data provided by MSDE. The annual number of teachers earning advanced credits and degrees is also based on averaged actual staffing data provided by MSDE.

- ~~8.7.~~ Local teacher retirement rates use state-provided projections through 2029. (State retirement costs are not directly affected.) Non-retirement fringe benefits are estimated to be 11% of salary for all years through 2029 plus \$11,939 for health insurance.
- ~~9.8.~~ The rate at which teachers attempt to complete NBPTS modules (e.g. whether a teacher attempts 1, 2, 3, or all 4 modules in a given year) is based on data on the distribution of the number of modules purchased by individual teachers in a year provided by the NBPTS.
- ~~10.9.~~ NBPTS module passing rates are assumed to be 50% through 2022 (the current state passing rate), 55% in 2023, 60% in 2024, 67% in 2025, 67% in 2026, 69% in 2027, 73% in 2028, and 75% in 2029. The same passing rate is assumed for all modules.
- ~~11.10.~~ The rate at which teachers opt into the NBPTS track starts at 20% in 2023 for all teachers except those with more than 30 years of experience (which is held constant at 1% for all years), increasing to 25% in 2024, 35% in 2025, 40% in 2026, 45% in 2027, 55% in 2028, and 65% in 2029. 100% of new teachers are required to opt-in beginning in 2025.
- ~~12.11.~~ The total number of teachers opting into the NBPTS track by year, including those already in the pipeline prior to 2023 is: 11,574 in 2023, 14,496 in 2024, 20,214 in 2025, 25,662 in 2026, 29,460 in 2027, 35,300 in 2028, and 40,627 in 2029.
- ~~13.12.~~ Teachers with 20 or more years of experience must pursue/complete NBPTS within five years.
- ~~14.13.~~ Assumes a maximum of 360 master principal FTEs. The number of master principals is phased-in between 2023 and 2026. Master Principals earn extra pay of \$15,000 annually.

Cost estimates will be made for the following scenario: PENDING

	Salary Increase
Total raise for earning NBPTS certification	\$12,000
Module 1	\$4,000
Module 2	\$2,000
Module 3	\$2,000
Module 4	\$4,000
Modules 1 & 2	\$6,000
Modules 1, 2 & 3	\$8,000
Modules 3 & 4	\$6,000
Modules all 4	\$12,000
Additional raise for low-performing Schools	\$5,000
Raise for earning 1 st recertification	\$8,000
Raise for earning 2 nd recertification	\$7,000
Raise for earning 3 rd + recertification	\$6,000
Raise for lead teacher	\$5,000
Raise for master teacher	\$10,000
Raise for professor master teacher	\$15,000
Raise for earning MA/APC	3.0%
Raise for master principal	\$15,000

Maryland Career Ladder for Educators



* 30 Credits in an approved program of study

** Educators in Level 3 include Assistant Principals
Dotted lines are transition plan for existing teachers and administrators.
Teachers pursuing NBC may also be pursuing a Master's Degree.

Element 2h: Train the State Superintendent and the 24 local superintendents, their senior, instruction-related staff, State and local board of education members, and school principals to give them the vision, motivation, skills, and knowledge they will need to implement the recommendations made in the Commission's report.

Design Assumptions:

1. The training program for superintendents should include the following content:
 - a. A review of U.S. education relative to top performers and the implications for students, the country's economic security, and quality of life;
 - b. A model for strategic thinking that will help leaders transform their districts;
 - c. A working knowledge of the research on how students learn and its implications for instructional redesign, curriculum and professional learning;
 - d. A research-based model for coaching school leaders; and
 - e. Lessons in transformational leadership.
2. The training program for school leaders should include the following content:
 - a. Understanding of how to organize schools for high performance, including how to build instructional leadership teams, implement career ladders for educators, oversee induction and mentoring systems, and identify, recruit and retain high quality school leaders;
 - b. A model for strategic thinking that will help the school leaders drive redesign efforts in their schools;
 - c. A deep understanding of standards-aligned instructional systems;
 - d. A working knowledge of the research on how students learn and its implications for instruction, curriculum and PD in the content areas;
 - e. A research-based model for instructional coaching;
 - f. An overview of ethical leadership directly tied to the school leaders' responsibility to drive equitable learning in their school; and
 - g. Lessons in transformational leadership.
3. Both training programs should include the following characteristics:
 - a. Sustained, lasting at least 12-24 months;
 - b. Cohort-based so leaders can collaborate and learn from their peers;
 - c. Job-embedded; focused on applying learning to problems of practice;
 - d. Tailored using self-diagnostics and school-level diagnostics; and
 - e. Evidence-based according to ESSA guidelines.

Implementation Considerations:

1. A national program that trains school leaders in these arenas estimates an average cost of \$12,000 per school over three years.

Element 2i: Change the way **schools are organized and managed** to increase the amount of time available for teachers to tutor students who need intensive help and work together in teams to use data and observation to identify students who are falling behind and collaborate on getting them back on track, develop highly engaging and effective lesson plans, mentor new and struggling teachers and systematically improve the school's instructional program using applied research. This element also includes more support for *existing* teachers, who will not benefit from the comprehensive teacher preparation and induction recommendations made earlier in this report. Professional development and teacher evaluation systems can play a pivotal part in providing that support.

Design Assumptions:

1. Following implementation of the career ladder and reforms to teacher preparation in Maryland, schools will begin to look very different from their current form. The system of work organization in future schools is an advanced leadership development system in which people with more expertise are mentoring those with less expertise (as measured in part by effective evaluation systems) and professional development is primarily embedded within the reorganized school day in which teachers have additional time to engage in professional learning.
2. Effective teacher evaluation systems that provide rigorous, reliable and relevant feedback for educators is key. An effective system must be aligned with the 5 core propositions of the National Board for Professional Teaching Standards and include a Peer Assistance and Review model. It must include defined expectations of what evaluators must know and be able to do, calibrated methods to measure performance and provide personalized feedback that is aligned with individual strengths, needs and contexts. To be effective, observations that are used to evaluate teachers should include: documented, observable evidence and be linked to student learning and not consist of simple check-lists; post-observation conferences that encourage teacher reflection of their teaching practice; requirements to assess observer competency; and full inclusion of stake-holders in developing and understanding the evaluation process, including thorough training for evaluators and parallel training for teachers who will be observed and evaluated. The "strategic plans" submitted by each LEA for review and approval by an independent entity (to be determined) must include the teacher evaluation system.
3. In most top performing education systems, the work of professional teachers demands constant learning, which is mostly woven into the work they do. Teams of teachers spend substantial time working in teams to develop better lessons and improve their teaching. Supplemental professional development opportunities for existing teachers should be provided to support National Board Certification and the content and pedagogical training proposed in Element 2a for new teachers, specifically the training and competencies described in Design Assumption 1.

4. Assumptions for how teachers will allocate their time in an advanced leadership development system within reorganized schools follow.
5. At full implementation, teachers at the Licensed Teacher or National Board-certified level of the career ladder (roughly half of all teachers) will teach classes roughly 60% of their working hours.
 - a. Currently, they are teaching about 80% of their time, so this is a 25% reduction in teaching time.
 - b. That 20% of their time will be used to work in teams with other teachers to improve instruction; identify, work with, and tutor students who are falling behind; manage a caseload of the most challenging students and those from concentrated poverty; and participate in professional learning.
6. Teachers at the Lead Teacher level will teach roughly 50% of their working hours and at the Master Teacher level will teach roughly 40% of their working hours.
 - a. The additional time will enable them to mentor newer and struggling teachers and lead workshops and demonstrations at the school level.
7. Lead and Master Teachers will play a critical role in the induction and mentoring of new teachers and ongoing support of experienced teachers who need help. This work should be guided by partnerships between the school system and teachers' unions such as the successful Peer Assistance and Review (PAR) program, which should be scaled up across the State as quickly as possible. The State should make grants available through the collaboratives (of LEAs, teachers unions, and IHEs) to support the development of PAR programs.
8. Seed funds should also be made available through the collaboratives to support the creation of rigorous professional development programs focused on pedagogy and content knowledge, including training in culturally responsive pedagogy and practice.
9. Teachers at the Professor Master Teacher level on the teaching track (less than 1% of all teachers) will teach roughly 20% of their working hours
 - a. These teachers will be primarily based at universities, serving as the mentors and instructors of teachers in training, mentoring new teachers in induction, and designing and leading professional development across the State
10. Assistant Principals will teach roughly 20% of their working hours.
 - a. In addition to teaching, they will set priorities for the subject level departments of the school and also fulfill certain specialized roles (for example, the Head of Professional Development at a school would be an Assistant Principal responsible for monitoring the overall professional learning needs of the school staff and strategizing how to meet those needs).
11. Principals and Master Principals may teach roughly 10% of their working hours in order to keep them connected to teaching and learning within the school.

Implementation Considerations:

1. Phasing in these reductions in teaching time and new forms of work organization will need to be done over 10 years in tandem with implementation of the career ladder and will begin with newly Licensed Teachers, particularly new teachers in low performing schools and schools with high concentration of poverty. Low performing schools and schools with high concentration of poverty and/or large achievement gaps between subpopulations of students will also be a priority during the phase in, with the phase in accelerating over time and in coordination with the phasing out of the transitional tutoring program in Element 3c.
2. Teachers will need training in how to collaborate and implement their roles in the career ladder, including:
 - a. How to lead and mentor teams of professionals to promote professional learning among colleagues;
 - b. How to collaborate with colleagues to improve student performance; and
 - c. Advanced training in the science of learning specific to individual disciplines.
3. A national program that trains existing teachers in a research-based understanding of how students learn costs \$25,000 per cohort of 25 teachers, plus an additional \$12,000 per school to provide ongoing support and technical assistance to individual schools.

Policy Area 3. College and Career Readiness Pathways

Develop a world class instructional system that will enable Maryland high school graduates to match students in the highest achieving countries in the world in academic attainments, equip them with the complex skills they will need to be successful in a technologically sophisticated economy, contribute to their communities, and play their roles as informed and thoughtful citizens in the world's oldest democracy.

In the United States today, these goals cannot be fulfilled for most adults without at least some postsecondary education, often at the community college level. In that sense, the ability to succeed in the first year of a regular, credit-bearing community college program is the keyhole through which the vast majority of high school graduates will have to pass to achieve their dreams and to make the contributions of which they are capable to their family, their employer, their community, their state, and their nation.

Toward that ambitious but critical end, the State of Maryland will establish a standard of literacy in English and mathematics (and when practicable also science) at the level needed to assure a high probability of success in the first-year programs of the State's community colleges and other open-enrollment postsecondary institutions. This will be called the College and Career Readiness or CCR standard. The Commission believes that its recommendations, if fully implemented, will yield a K-12 education for Maryland that succeeds, approximately ten years after serious implementation starts, in getting nearly 80 percent of the high school cohort to CCR – 65 percent by the end of grade 10, 75 percent by the time they are 18, and several percent more thereafter.

Since a standard of this sort is met by fewer than half of Maryland's students today, the Commission's plan envisions massive improvement in performance and this will open opportunities to most of our young people that are far out of reach now. It will also provide an enormous boost in the capacity of the Maryland work force to compete effectively in the state, national and global economies. If the State continues to implement the Commission's recommendations with fidelity and determination, the Commission believes that, once a cohort of 3- and 4-year-old children experience the full education system recommended by the Commission and reach high school age, all but the most severely disabled will leave high school with a CCR endorsement on their diploma.

One might wish that all students could immediately achieve CCR by the end of 10th grade. But it is very important to recognize that today, in Maryland, fewer than half the cohort leaves high school having attained a comparable standard. More than doubling the proportion of students who do so within ten years would be a remarkable achievement. Sustaining such gains over the following ten years so that those not able to meet the

standard will shrink to a small number of young people with significant disabling conditions would be another remarkable – yet feasible – achievement.

These estimates are deliberately conservative. The targets set forth above are goals that other countries have both met and gone on to exceed. It is entirely possible that Maryland will be able to match, perhaps even surpass them. Typically, reports and legislation of this kind are unrealistic and set lofty goals that have never proven achievable at scale in any U.S. state. (Consider, for example, the “universal proficiency by 2014” goal of No Child Left Behind.) Once everyone concludes that no such thing will actually happen, the entire report’s credibility is compromised and many don’t even try very hard to carry it out. The Commission does not want its report to fall into this trap of overreaching and thereby dooming its recommendations. To repeat, the goals we have set are credible because entire nations have achieved them – and Massachusetts has approached them.

It is important to recognize that one’s educational achievement depends on more than schooling. Indeed, study after study shows that other factors – in particular the education and socio-economic circumstances of a student’s parents – greatly outweigh the influence of the school on educational achievement. Closing the gap entirely between what students can achieve and what they actually achieve will, realistically, involve making changes in the environment in which many students grow up, changes that are beyond the reach of the schools. The Commission’s goals and recommendations, in total, take this reality into account.

It is also important to bear in mind that many who do not achieve CCR by age 18 will still be able to receive high school diplomas. In the new system, students will get a diploma by passing high school courses and assessments required for graduation by the State Board of Education. Except for students with severe special needs, there will be no alternative to these requirements.

Many decent jobs in the Maryland economy that enable a person to support a family above the poverty level are available to those who can show that they have the grit, determination, self-discipline, basic literacy, numeracy, and overall work ethic needed to do those jobs. The measures described below will not only greatly increase the proportion of students who leave high school with a CCR endorsement, they will also greatly increase the proportion who do not drop out, and who go on to earn a high school diploma that employers will value.

The creation of an “early warning system” based on formative evaluations is critical to enable teachers to identify students who are beginning to fall behind and have teachers work together to get such students back on track. This process should be done in all grades, but will be particularly important for students who do not meet the CCR standard by the

end of 10th grade. They will need additional interventions in 11th and 12th grade, building on the State's current transition course model. Any student who meets the standard before 12th grade will have opportunities to participate in the post-CCR pathways described below. But those who do not meet the CCR standard even by 12th grade will still have opportunities to participate in career counseling and hands-on career exploration.

The immediate benefit for those who meet the CCR standard is access to a set of ambitious and rewarding **post-CCR pathway programs**. These include 1) programs that enable students to earn one of the following: ~~an AP Diploma or AP Scholar award (including Advanced Placement courses specified by the College Board)~~, the International Baccalaureate Diploma, ~~or~~ the Cambridge Advanced International Certificate of Education (AICE) Diploma, ~~or completion of a comparable program consisting of a series of Advanced Placement courses specified by the College Board (such as the AP Capstone Diploma)~~; 2) a program that enables students (at no cost to them or their parents) to earn an Associate's Degree to be awarded along with or subsequent to graduation from high school, or to commence work towards a baccalaureate degree with the possibility of transfer to a Maryland four-year college; and 3) access to robust career and technical education (CTE) programs offered by Maryland high schools, two- and four-year colleges, and training providers that allow students to explore and prepare for various career options and, via apprenticeships wherever feasible, to acquire technical credentials with significant value in the labor market.

We encourage most students who attain a CCR endorsement to choose one of the three options described above and energetically pursue the additional endorsement that comes with its successful completion. Others will embark upon a fourth pathway that involves components of some or all of the other three pathways: for instance, AP courses, IB courses, Cambridge AICE courses, and community college courses (academic and/or CTE). This fourth pathway may consist in large part of advanced academics with one or two CTE certificates added, or it may be a strong CTE program that keeps other college options open. Students in this fourth pathway may not achieve an Associate's degree, industry certification or other advanced CTE credential but they will obtain some college credit for advanced courses taken (e.g., AP courses or dual enrollment classes at a postsecondary institution) or some CTE certificates for courses completed and/or successful work experience.

Elective courses, extra-curricular activities and other programs, services and academic opportunities typically offered by Maryland high schools will remain available to students no matter which post-CCR pathway program they select.

Element 3a: Develop a **fully aligned instructional system**, including curriculum frameworks, course syllabi and assessments, together with clear examples of standard-setting work and formative assessments to ensure that students stay on track

This system will include:

1. **Standards, or curriculum frameworks with embedded standards**, in core subjects (English language arts, mathematics, sciences, history/social studies, music and fine arts) that are sensitive to cultural diversity and that map out the core learning goals of each subject at each grade level, laying these out in a logical sequence reflecting the content that students should previously have acquired as well as solid developmental science on how students absorb new skills, knowledge, and ways of thinking
2. **Curriculum resources** for each subject at each grade level, built on the aforementioned frameworks and standards. These should include, for each subject or subject cluster:
 - a. State-developed course syllabi for each course at each grade level, with sample lessons for teachers to use as models.
 - b. State-approved model curriculum units for all subjects and grade levels, aligned with the curriculum frameworks. These units may be gathered from courses and units developed by teachers and others in and beyond Maryland, and will be reviewed and approved for quality by MSDE and the State Board of Education.¹ Curricula approved by MSDE must be designed as complete courses, which, when properly implemented and taken in sequence, will enable students to meet the CCR standard by the end of grade 10.
 - c. Examples of student work in each grade that meet the standards for each required subject, and commentaries explaining why the work meets the standards so that teachers and students know exactly what is required.
3. Schools identified as low-performing by their scores on statewide assessments will:
 - a. Be visited by expert review teams assembled and working under the supervision of MSDE; based on what they find, and consistent with Maryland's ESSA plan for dealing with such schools, those teams will recommend courses of action for addressing the problems revealed by the review. (See further discussion in Element 5b.)
 - b. In situations where curriculum issues are among the problems, the review teams' recommendations may include requiring a school to use the State-developed syllabi and curriculum units until such time as its students are on

¹ MSDE will use accepted benchmarks such as approval by EdReports or Tier 1 and Tier 2 evidence-based standards established by the federal Every Student Succeeds Act.

track to meet the CCR standards by the end of 10th grade. In such cases, the review team will also recommend appropriate forms of training and technical assistance for the designated schools, including possibly pairing them with schools that more successfully serve similar students.

- c. Other schools (i.e. those not low-performing) will be encouraged but not obligated to use the State-approved curricular frameworks and units.
4. **In the core subjects of English, math, science, and history/social studies, an assessment system** designed to assess students' acquisition of the qualities specified in the curriculum standards and frameworks must include:
 - a. Summative assessments that meet federal requirements;
 - b. Assessments (which may be State and/or local) that provide means by which to determine whether students have met the State CCR standard and "early warnings" by which teachers and school leaders can identify those who are beginning to fall behind, which will enable them to work together more successfully to diagnose the issues and help get those students back on track to meet the CCR standard (See Element 2 recommendations on use of the school day and teachers' time); and
 - c. Evidence of meeting high school graduation requirements.

Implementation Considerations:

1. The work should start with an inventory of the current instructional system and then build on curriculum review processes already in place at MSDE (notably, the Maryland District Curricular Support Materials Collaborative) to develop curriculum frameworks and lesson "seeds", which are lesson outlines for teachers to expand, although much work will be needed to accomplish this goal.
2. Designing this system will be a multi-year effort that will involve the development and piloting of each component by teachers and incorporating their feedback.
3. The system will require an online platform to house this set of tools.
4. The strongest teachers in each content area and grade level should play key roles in this work, which could tie into the teacher career lattice framework discussed in Element 2.

Element 3b: Establish and implement a **CCR standard** set to global standards. This standard will certify that students have the requisite literacy in English and mathematics (and when practicable science) needed to succeed in first-year credit-bearing courses in open enrollment postsecondary institutions in the State. This standard must be periodically reviewed to ensure that it remains internationally competitive.

Design Assumptions:

1. Setting the standard:
 - a. At the outset, the CCR standard will be a score of 4 or higher on PARCC Algebra 1 and English 10 exams.
 - b. When Maryland moves from PARCC to the Maryland Comprehensive Assessment Program (MCAP), the State should base its CCR standard on NCEE's empirical study of community college curriculum, which can be found here: <http://ncee.org/college-and-work-ready/>
 - c. The State should subsequently conduct the research needed to establish whether the CCR literacy and numeracy standards set by the NCEE study are comparable to the global standard in top-performing countries for the same age cohort as in Maryland and whether they also align with the workforce needs of Maryland. This entails doing an equating study in which a sample of Maryland students take the assessments of top-performing jurisdictions as well as Maryland assessments and comparing the results. It also requires continuing coordination (as described in the section below on Career & Technical Education) with Maryland employers and with the bodies charged with economic and workforce development.
 - d. The State should put in place a process for reviewing the CCR standard periodically to ensure that it continues to align with the academic demands of first-year courses of open-enrollment institutions as well as with global standards and the State's workforce needs.
 - e. At such time as it is practicable to include science in the CCR standards, the State ~~should~~will follow similar procedures with respect to standards and assessments.
2. Assessments
 - a. The State will use PARCC until the State's new tests, MCAP, are fully implemented (estimated to be in the 2020-21 school year).
 - b. Those designing MCAP should incorporate the findings from NCEE's empirical study of community college curriculum in order to ensure that students have the opportunity to meet the desired CCR standard by grade 10.
 - c. Middle school students and 9th grade students should be able to take the CCR mathematics and English literacy tests at the end of any year they wish, and, if they reach the CCR standard, should be eligible to pursue the post-CCR options at any point thereafter.
 - d. Districts should develop accelerated pathways and enrichment programs to support elementary and middle school students who are gifted and talented and others performing above grade level in English and math to enable them to achieve the CCR standard before 10th grade and to pursue the post-CCR options immediately. Districts should engage in universal screening in the

early grades to identify students for this purpose.

3. Once the empirical study has been conducted to establish the mathematics and English literacy standard for the CCR endorsement, Maryland community colleges and other open-enrollment post-secondary institutions should be required by law to enroll—in credit-bearing courses leading to certificates and degrees—students who have met that standard.
4. [MSDE should](#) develop a communication strategy to explain the new CCR standard, the new State assessment system, and the implications for college entry and career readiness to parents, students, educators and the wider public.

Element 3c

As a guiding principle, all students who are below proficiency in the foundational skills of literacy and math should receive additional support using a wide variety of evidence-based programs and strategies. The Commission’s Preliminary Report—and the paragraphs above—call for creating an early warning system as soon as possible based on formative evaluations, including school readiness and other assessments, that enable teachers to identify students who are beginning to fall behind so that teachers will be able to work together to get students back on track. This process should be done in all grades. The Commission’s Preliminary Report—and this report—also recommend reorganizing schools so that teachers trained to diagnose and address students’ learning needs will work collaboratively to monitor students and intervene when they are struggling. Teachers will meet regularly to compare notes on student progress, decide on any needed interventions or additional supports—academic or referral to services—and assign a single teacher to take responsibility for following the student until he or she is back on track.

Transitional Supplemental Instruction (TSI), including tutoring, for all K-3rd grade students identified as struggling learners.

As it will take time to put the new system proposed by the Commission in place, it is necessary to develop a transitional program to address the needs of struggling learners in grades K-3 while the systemic approach is being implemented for all students. This transitional program will provide additional academic support through supplemental instruction, using evidence-based programs and strategies in reading. All such strategies should meet the expectations of “strong” or “moderate” evidence as defined in the federal Every Student Succeeds Act, and may include tutoring as well as other evidence-based supplements. These are intended to bring them up to proficiency in reading by 3rd grade. Funding will be provided for a lead teacher in each school who will be in charge of this transitional program. The design of the program will be up to the school so that it can determine how best to address the unique needs of its pupils and to take advantage of local

resources. MSDE will be responsible for developing a statewide professional development program for the lead teachers.

Design Assumptions for TSI Program:

1. Many components of the Commission's reform program are intended to provide a deep web of systemic support for students who now achieve far less than they could and should in school. Although many elements of this program will yield results early, it will take years before the new system is fully in place and produces the kind of transformative results envisioned. When that happens, the Commission expects the State to see a dramatic reduction in the proportion of its students assigned to special education because of a dramatic improvement in the performance of many who would now be assigned to special education.
2. The priority for the TSI program should be literacy in grades K-3 since literacy is the gateway to academic success. Reading is the key to achievement, in school and out. Students who cannot read will not be good at mathematics, science, history or automotive repair and maintenance. Those who cannot decode text and comprehend what they have decoded by the end of grade three will find it extremely difficult to learn to read at grade level by the time they graduate high school. Funds provided through the TSI program may also be used to support supplemental math instruction if a local school system determines that this is a priority need of their students. Other available funds may also support math interventions.
3. Supplemental instruction may include (but is not limited to) one-on-one tutoring using certified teachers; tutoring in small groups by a certified teacher, teaching assistant, or other trained individual; and cross-age peer tutoring. The Commission encourages school and district experimentation and piloting to determine the most promising means of screening, identifying, and addressing literacy deficits. Because students in K-2 do not take the PARCC exam, grade 3 PARCC levels will be used as a proxy for estimating resources needed to serve all K-3 students needing additional reading support.
4. As the new system is implemented, school leaders and teachers should be trained in new approaches to supporting students. This will involve three strands of training: for school leaders on the system of supports; for veteran teachers already working in schools; and for new teachers going through preparatory programs.
5. Students who continue to need additional support after the transitional program is phased out will be tutored by their regular teachers, and resources for at-risk students and the formula funds for disadvantaged students will provide funding for additional supports and services.

The Commission recommends that the General Assembly fund the TSI program based on an estimate of the cost of providing each school with a certified teacher who would be responsible for coordinating it, as well as funds for tutors initially based on a ratio of one for every 125 students. The cost of the tutors will be estimated based on a blended tutoring model, i.e. one that includes a range of models in levels 1 and 2 of the ESSA proven programs, from cross-age peer tutoring models to highly structured models using fully certified teachers.

Implementation Considerations:

1. HB 1415, which authorizes funding for evidence-based early literacy intervention in grades K-8 with a priority for K-3rd graders, in a school with a high concentration of students living in poverty has been enacted, so implementation of reading tutors will likely begin this year. The bill mandates \$2.5 million in each of fiscal 2019 through 2022 for the program.
2. HB 1415 funding for these interventions expires after fiscal 2022, with a requirement to evaluate the effectiveness of the program at that time. Because tutors are considered a transitional program, needed until teachers have time and capacity to provide this support themselves, HB 1415 funding will have to continue in order to cover the full 6 to 8 years required to fully implement the new forms of school organization and professional development that will make it possible for regular teachers to take over the tutoring function.

Element 3d: Develop alternative educational approaches for students in middle school and early high school who are not likely to meet the CCR standard by the end of 10th grade that gives them extra time and more supports to help them meet that standard as soon as possible. Such approaches may include allowing students to progress at their own pace; individualized instruction tailored to students' different learning styles; and targeted supports that address barriers to academic success.

Design Assumptions:

1. Given the availability of supplemental instruction in the early grades, the number of students who are not on track to meet the CCR standard when they reach middle and high school will gradually decrease.
2. Students in middle and high school who are not progressing to meet the CCR standard by 10th grade do not need "more of the same." Instead, they require alternative approaches that are tailored to their specific circumstances and needs. Differentiation may include culturally responsive lessons, adjustments in pedagogy (especially project- and problem-based applied learning), and varied instructional timing.

3. Such alternative approaches will work towards the *same standards*, but spend *more time* (and supply more varied support on the content) in order to assure student success.
4. Teachers will recommend students for this option, informed by standardized assessments, formative assessments, and their experience in the elementary and middle-school curricula. Parents can appeal this recommendation and request that students not be placed in an “extended” curriculum so long as they make adequate progress toward the CCR standard in the standard curriculum.
5. If any student placed in the extended curriculum makes more progress than expected, he or she should be transferred into the standard stream of classes.
6. Students can be placed in the extended/differentiated option for specific subjects, not necessarily their entire curriculum. (As CCR is based on ELA and math, those are the subjects where such differentiated options are most needed.)

Element 3e: Require all local school systems to provide all students who meet the CCR standard with access to a set of post-CCR program pathways that includes: 1) ~~an AP Diploma or AP Scholar program (consisting of Advanced Placement courses specified by the College Board)~~, the International Baccalaureate Diploma program, ~~or~~ the Cambridge International AICE Diploma Program, or a comparable program consisting of Advanced Placement courses specified by the College Board (such as the AP Capstone Diploma); 2) a program that enables students (at no cost to them or their parents) to earn an Associate’s Degree to be awarded along with or subsequent to graduation from high school, or to commence work towards a baccalaureate degree with the possibility of transfer to a Maryland four-year college; and 3) access to robust CTE programs offered by Maryland high schools, two-year and four-year institutions, and training providers that allow students to explore various career options and (via apprenticeships wherever feasible) to acquire technical credentials with significant value in the labor market. Electives, extra-curricular activities, and the full range of courses and services typically offered by Maryland high schools will remain available to students no matter which post-CCR pathway they select.

Design Assumptions:

1. Local school systems will ensure that all high schools that offer at least one of the selective college preparatory programs will be certified by the organization that provides and scores their examinations, and will train staff to deliver the curriculum.
2. Local school systems will partner with Maryland colleges, community colleges, and out-of-state institutions approved by the Maryland Higher Education Commission (MHEC) to offer programs leading to Associate’s degrees or coursework pointed toward four-year degrees. Students can take college credit courses at their high school or at a postsecondary institution, depending on specific agreements between

districts and those institutions. There is also the option of using technology (online or distance learning) to assist with delivery of courses in whole or in part to increase student access. Some courses may count for both high school and college credit under dual enrollment agreements.

3. Schools will be encouraged to introduce students to career and advanced academic options early, beginning in elementary school. During the initial implementation period, this can include giving students the opportunity to take introductory CTE coursework before meeting the CCR standard in order to engage their interest and retain them in high school. It may also include selected AP, IB or Cambridge courses. When the Commission's recommendations are fully implemented, continuation into CTE courses required as part of sequences leading directly to approved occupational credentials will be available only to students meeting the CCR standard.² Similarly, students who plan to take a full AP, IB or Cambridge Diploma program will not be able to begin those programs until they have met the CCR standard.

Implementation Considerations:

1. Maryland will need to set a date by which all local school systems must offer students access to the post-CCR pathways specified above.
2. It is the Commission's intent that there should be statewide uniformity in the way postsecondary courses taken during high school, and regular high-school courses, are paid for. This includes but is not limited to Associate's Degree programs, certificate programs and dual enrollment programs. All such programs should be offered to high school students who have attained CCR at no cost to the student or the student's parents and without regard to ability to pay. Because many students may be expected to take such programs and courses, the State cannot be expected to pay both the high school and the postsecondary institution for the same instruction, as is sometimes currently the case. A determination must be made as to whether the funds appropriated for this purpose flow to the school district or the postsecondary institution or some combination of these institutions. In addition to tuition, this decision will need to take into account any applicable fees and necessary textbooks.
3. Postsecondary courses and programs offered as part of the high school program may continue to be offered on the postsecondary institution campus or the high school campus, but preference should be given to the latter so as to minimize the need for student travel, accommodate students' desires to participate in sports and other extracurricular activities in their high school, and in recognition of parents' concerns about children who may not yet be ready for the social environment of college.

² There will be a limited number of special circumstances where the industry sponsors of CTE programs require students to start coursework earlier than 10th grade.

4. Legislation should require Maryland school boards to give high school graduation credit for college-level courses taught by postsecondary instructional staff if those courses are integral to the post-CCR program options described in this report.
5. Maryland may need to provide start-up funds for AP, IB and Cambridge programs in situations where these programs are not already available.

Element 3f: The State Board of Education will revise high school graduation requirements so that students who achieve CCR will be able to enter any of the post-CCR pathways and still earn high school diplomas. This includes retaining the expectation that students will satisfactorily complete four years of English and math, which is the admission standard for the University System of Maryland. All courses required for graduation, including those in history, science and social studies, should be organized such that students can, by the end of their senior year, satisfy both the requirement for post-CCR pathways described in Element 3e and the State high school diploma requirements. Students who participate in one of the post-CCR pathways may take as many of the other courses offered by their high school as their schedules will allow and may participate in high school extracurricular activities.

Design Assumptions:

1. Any high school graduation requirements in mathematics or English that go beyond the CCR requirements and that have not been met by the time a student achieves CCR will need to be made available by the providers of the pathway on which the student progresses. Requirements not yet met in other subjects will have to be provided by the high school at times worked out in collaboration with the pathway provider.
2. Students who complete all course requirements will still earn a Maryland high school diploma upon graduation. Award of the high school diploma will require successful completion of these courses and any tests associated with required courses or otherwise required by the State Board of Education.
3. The State Board of Education is considering whether to ~~will~~ create diploma “endorsements” that acknowledge students with attainments that go beyond the course-completion requirements, which could, if implemented, include endorsements for including meeting the CCR standard and post CCR pathway completions such as, getting an AP, IB, or Cambridge diploma, getting an Associate’s Degree, and/or earning an industry-recognized credential or completing a youth or other apprenticeship program.
4. While students pursue any of the post-CCR pathways, they will remain enrolled at least part-time in their high school and the high school remains responsible for them

until their diplomas are awarded; this includes the range of services that a student may need, such as academic, career and personal advising.

5. College courses meeting high school graduation requirements and approved by MSDE must also count for high school credit.

Element 3g: Develop **11th and 12th grade programs** for students who do not meet the CCR standard by the end of 10th grade. At the outset, this will probably include many young people but their number will diminish over time, as the many Commission recommendations take effect that are designed to improve the performance of students at every stage of their education. Yet there will always be some students who do not meet the CCR standard by the end of grade 10 and who may benefit from programs designed to provide the content and develop the skills that they need to reach the CCR standard by the end of 12th grade.

1. The State and school districts must develop a set of programs and curriculum options specially designed to support and advance students who have not achieved CCR by the end of grade 10. The goal is to equip them to achieve CCR by the end of grade 12. Though aimed at the same standard, these options will be much more applied, experiential and “hands on,” including curriculum focused on the arts. They should yield courses and curricula that are project- and problem-based and highly engaging. (Consultants from countries that have built highly engaging curriculum of this sort may be engaged to help develop this curriculum.) Students will not be required to retake the courses in which they have not succeeded. It will in that sense not be a remedial curriculum at all. It may be occupationally focused. Many of these courses will be similar to—maybe even the same as—introductory Career and Technical Education courses, but enhanced to provide more opportunities for learning the necessary literacy and numeracy skills, enabling these students both to meet the CCR requirements and to make some progress toward meeting the requirements for progressing toward a CTE credential. Though helping students to achieve CCR will be a high priority, students will not be focused exclusively on English literacy and mathematics but will have a well-rounded curriculum designed to achieve the CCR endorsement, meet the State Board’s requirements for a high school diploma, and enable them to take electives that interest them.
2. For students who are close to meeting the CCR standard in 10th grade, the necessary instruction could be provided in the following summer to allow the student to participate in one of the post-CCR pathways beginning in 11th grade. Such programs must also enable students to satisfy all high school graduation requirements by the end of 12th grade.
3. Any student who has not achieved CCR by 10th grade will be assigned a teacher who acts as case manager for that student, with overall responsibility for the success of that student, supported by all the other teachers of that student, assembled as a team

under the leadership of the cognizant teacher to monitor that student's progress and do whatever is needed to get and keep that student on track, including visits to the student's parents or guardian, collaboration with public and private agencies providing various forms of support to that student and his or her family. Students who are struggling in schools benefit greatly from individual attention from their teachers and other adults. The Commission's proposals include giving teachers much more time to work with individual students and small groups of students, which will enable their regular full-time teachers to provide extensive one-on-one and small group tutoring and other forms of assistance to students that is closely tailored to their individual needs.

4. Students who have not achieved CCR by grade 10 will be given priority access to a greatly enhanced career counseling system designed in part to make the connection between the hopes they have for themselves and what they need to achieve in school in order to achieve those hopes. The Commission is proposing to develop a statewide system of career counseling and opportunities for job shadowing and internships that could dramatically increase young people's knowledge about work and jobs and the skills needed to get those jobs and give them solid opportunities to get a first-hand feel for what is out there and what it will really take to realize their dreams. In particular, these students will be provided access to organizations that provide volunteer mentors to young people, especially struggling learners, to help them over the humps and placing them on track for success.

~~4. [Checker cut a bunch of Implementation Considerations related to calculating costs and savings]~~

Career and Technical Education

Maryland can lay claim to having one of the better versions of career and technical education in the United States. It has dedicated leaders and instructors and one can find high schools and community colleges that provide engaging programs and lead to rewarding careers.

But the numbers of students who leave our State's schools with a credential – the kind of credential that employers value enough to pay higher wages to young people who have it – are far too small. In Maryland, as in much of the United States, despite the best efforts of dedicated educators and employers that want to help, career and technical education is widely viewed as the place students go who are struggling academically. Such programs are often viewed as successful if they keep students who might otherwise drop out of school. As a result, too many of today's high school students leave without either a solid work credential to launch them on a career or the academic standing to have a decent chance of going to college and succeeding there.

That is unacceptable. Maryland's economy cannot long remain competitive if half of its workforce is uncompetitive in a labor market that is suffering from surpluses of people with low skills and severe shortages of people with high skills. That is the situation today in our State – as in most other states.

The future of our economy, and of many of our citizens, depends on a massive upgrading of the skills of the workforce, not so much among those who earn professional degrees in a university as among everyone else, from cosmetologists to medical technicians using advanced medical technology, specialty welders to farmers programming driverless tractors, from people who build and maintain factory automation systems employing advanced robotics technologies to automotive repair and maintenance technicians who are now dealing with computers on wheels.

What We Envision: A world-class career and technical education system for Maryland

No economy can long survive employing only university-educated professionals. We envision a Maryland economy in which, by 2030, close to half our students are in apprentice and apprentice-like programs that involve much work-based learning supported by classwork tied to what is being learned in the work place. Students will constantly apply in the workplace what they are learning in class, using state-of-the-art equipment under the supervision of expert practitioners. These programs will lead to occupational credentials that are gateways to rewarding careers that do not necessarily require professional degrees. Because the standards for these credentials will be defined by employers, students will know that, at the end of their program, there is a good job leading to a rewarding career. Some of these credentials will qualify students to take the first step into a good career right out of high school, while others will choose careers in which the first job comes after a round of postsecondary education. These programs will include registered apprenticeships as well as many other opportunities for advanced technical training. The distinction will be much clearer than now between what students have to do to make the transition between programs that offer beginning skills in high-skill fields and programs that offer more advanced skills in those (and other) fields. For many careers, students will be able to start that progression earlier and complete it faster and at much less expense to them and their families than they can now.

There will be no dead ends. Students will have much better opportunities, beginning in elementary and middle school, to learn about the varieties of work that adults do and to explore careers that might interest them. Once they have chosen a path to follow, students will be able to start out getting enough knowledge to begin at the bottom of the ladder, go to work and then go back to get a more advanced credential if they wish. They will be able to go down one path and then shift to another without returning to square one. They will

be able to start out in a CTE direction and then shift to a university path—or start on a university-bound path and pick up a CTE credential, too. There will be smooth transitions among high school CTE programs, community college programs, post-high school apprenticeship programs, and university-based technical programs. Far from being a refuge for the academically challenged, the CTE route will be chosen by many academically strong students who prefer a hands-on approach to their education and can see that CTE is as good a route to the board room or corner office as the university.

To produce those outcomes for almost half of Maryland’s young people will require a *whole system* that is carefully designed for this purpose. Our purpose here is to describe the essential elements of such a system. Its crucial foundation is the Commission’s bold proposal to get Maryland students to a solid college-and-career-ready standard by the end of grade 10 (or earlier, or later). At that point, many will be able to pursue credentials that employers will be willing to pay for. When that system is in place, no one will be able to say that CTE is for weak students. It is where you go for compelling, absorbing and exciting education and training that lead to limitless possibilities. It is where you go to master complex technical skills in an economy that provides rich rewards for people with such skills but also where you go for an education broad and deep enough to enable you to turn your career around on a dime, as well as an education for citizenship.

This is no dream. There are countries that are doing exactly this right now. There is no reason why Maryland cannot do it, too. Fortunately, there is much to build on. Officials at MSDE; the Governor’s Workforce Development Board; the Department of Labor, Licensing and Regulation; the Department of Commerce; the Maryland Higher Education Commission; the community colleges; the Maryland Economic Development Commission; the P-20 Council; and many local leaders, employers, trade unions, and professional educators have all been working on pieces of this problem. The highlights of our proposed plan follow.

The Commission recommends designating the Governor's Workforce Development Board (GWDB) as “home” for direction and governance of the proposed new CTE system for Maryland. The GWDB is a business-led board of 53 members that serves as the State's chief policy-making advisory body for workforce development. Federally mandated by the Workforce Innovation and Opportunity Act (WIOA), the GWDB works to address the challenges of Maryland's workforce needs in the 21st century. Members include the governor, cabinet secretaries, college presidents, the state superintendent of schools, elected officials, business people, labor, and representatives of nonprofit organizations.

The GWDB is already responsible for developing policies and strategies to form a variety of education, employment, and training programs. It is charged to bring together and focus various workforce development partners and stakeholders on two key outcomes—a

properly prepared workforce that meets the current and future demands of Maryland employers, and opportunities for all Marylanders to succeed in the 21st century workforce.

For the GWDB to shoulder the additional responsibility of leading the State's new CTE system, its duties and responsibilities will need to be expanded. It will also require authority to create and/or amend regulations, review agency budget requests, issue grants and create advisory structures. This will fundamentally alter the board from primarily an advisory role to an executive board but is consistent with the Commission's intention to create a powerful engine of change and leadership for Maryland's future CTE system.

Element 3h: A new Committee of the Governor's Workforce Development Board (GWDB) will be created, to be known as Career and Technical Education Committee (CTE Committee). It will be charged with building a world-class career and technical education system for Maryland, taking into consideration the priorities established by the Economic Development Commission. Its members—drawn from the GWDB itself--will include the heads of MSDE, MHEC, DLLR, and Commerce; a representative of the community colleges, which provide much of the State's postsecondary training; the Chair of the Skills Standards Advisory Committee (see below); and will include at least four additional representatives of employers, industry associations, and labor. The Committee's members—and its chair, who should be a business representative--will be selected by the Governor, the President of the Senate, and the Speaker of the House. As future appointments are made to the GWDB, consistent with applicable federal and State law, the Commission recommends including additional representatives of K-12 and postsecondary education (including community colleges) as well as parents and community leaders, the intention being to make it possible for such individuals also to serve on the CTE Committee.

The Committee will be tasked with creating a system focused on developing the talent needed for staffing the high-tech industries on which Maryland's future depends, from health care and agriculture to cybersecurity and precision manufacturing. It will take the lead in developing the framework for the State's CTE system, mobilizing the business community to become a central player in developing opportunities for apprenticeship and work-based learning, approving CTE programs and standards, bringing the schools and colleges and universities together to align their offerings, assuring that Maryland's entire CTE system is fully aligned with the State's priorities for economic and workforce development and benchmarking that system against the best CTE systems in the world, to make sure that Maryland's workforce is—and can remain—among the most competitive in the world.

Design Assumptions

1. The CTE Committee chair will be selected jointly by the Governor, the President of the Senate, and the Speaker of the House. The chair of the Committee will serve on the Governor's P-20 Leadership Council, which will be tasked with paying heightened attention to the improvement and coordination of CTE throughout Maryland's education system. The CTE Committee will have the authority to issue whatever regulations are required to implement the statewide framework that it develops for CTE, allocating roles and responsibilities to agencies, mandating required offerings and resolving conflicts that arise among agencies in the course of carrying out those responsibilities. This includes, but is not limited to, deciding which institutions set qualifications for instructors and whether credit is awarded for a course or program. The Committee will issue regulations describing all approved course sequences for CTE.
2. The CTE Committee will address operational issues incident to the development of a modern work-based learning system, such as transportation to and from work-based learning venues and insurance for firms providing places for young people.
3. The CTE Committee will (in transparent, public meetings) review all agency budget requests for CTE-related programs and make recommendations to the Governor and General Assembly.³
4. The CTE Committee will have a budget of its own, intended to give it the capacity to make start-up grants, invest in promising innovations and experiments, contract for needed research and analysis, and more.
5. Assisted by its staff, the CTE Committee will monitor the progress of Career and Technical Education in Maryland, including timely implementation of this Commission's recommendations, and will obtain and analyze data on the CTE system's performance and that of participating students. See also element 5C.
6. The CTE Committee may create such advisory structures as necessary to ensure essential input from educators, parents, community organizations, local workforce boards, and other key stakeholders such as local school boards and superintendents.
7. The CTE Committee, through the GWDB, will provide annual public reports to the Governor and the General Assembly on the performance of the Maryland CTE system and, in those reports, will recommend statutory, regulatory, budgetary and structural

³ This includes middle-and-high school career exploration and development programs, comprehensive CTE high school programs (where every student is in a focused program of study leading to an approved credential), and postsecondary career pathway options, including college credit-bearing certificate programs, two-year associate's degree CTE programs, and four-year technical CTE degree programs. It also includes postsecondary non-degree, non-credit options, including workforce training programs, non-credit certificate and licensure programs, registered apprenticeship training and other programs that lead to credentials approved by the CTE Committee.

changes based on its analysis of Maryland's needs and the performance of the evolving CTE system.

Element 3i: The CTE Committee will create an advisory group to provide advice on skills standards that can be used to drive the new Maryland CTE system. To be called the Skills Standards Advisory Committee, it will be comprised primarily of employers from a diverse mix of industries, leaders of industry associations, and labor groups. It will be charged with setting the standards for a greatly strengthened statewide system of work-based learning and apprenticeships that will form the backbone of the new system. Employers and labor will be asked to play the key role in defining Maryland's system of occupational standards. They will also take the lead in creating a robust array of opportunities for students to earn such credentials in workplace settings provided by employers all over the State and creating a quality-assurance system to ensure that those employers supply the experiences that students need to earn the credentials they seek. Finally, they will be asked to play a key role in developing a coherent framework for occupational standards, and, within that framework, organizing appropriate industry groups to establish the standards and criteria by which candidates will be evaluated for credentials. When the CTE system is fully operational, all programs leading to credentials needed for rewarding mid-level skill jobs will include major work-based learning/apprenticeship components, offered either on the students' high school or community college campus, or, preferably, at the work site of a private or public sector employer or provider of registered and/or youth apprenticeships.

Design Assumptions

1. The Skills Standards Advisory Committee will be comprised of senior business executives, association leaders, a representative of the Maryland Apprenticeship Training Council and representatives of labor, all to be appointed by the Chair of the CTE Committee. Insofar as possible, the membership of the Skills Standards Advisory Committee will consist of GWDB members who are not already on the CTE Committee, but it may also include others, such as educators, parents, and community representatives. The Skills Standards Advisory Committee, supported by the staff of the CTE Committee, will adopt and, where appropriate, develop and regularly update a comprehensive, cohesive system of occupational skills standards to drive the Maryland CTE system, including a comprehensive array of career progressions, standards for each occupation and steps in those progressions, for the credentials to be issued to individuals when they achieve the standards, and the criteria to be used for awarding those credentials. The Advisory Committee need not develop new standards for occupations or industries that have already developed standards (such as registered apprenticeships) that the Committee finds well-matched to Maryland's needs, but should strive to build a system of standards which, when taken together, is coherent and makes it possible for students and

workers to move between careers with credit given for relevant skills and knowledge they already possess.

2. Standards and other components will comprise a comprehensive, unified system of career progressions for a wide range of occupations at various skill levels that embrace grades 11 through 14 and beyond, with particular attention to the industries and occupations prioritized by the CTE Committee.
3. The Skills Standards Advisory Committee will recommend to the CTE Committee whatever regulations may be needed to determine which credentials will be approved for award by Maryland high schools and postsecondary institutions; it will set the standards and criteria by which those credentials will be awarded to individuals, based, wherever possible, on performance assessments conducted (and where necessary developed) by expert industry practitioners. The standards (specifying both technical skills and generic employability skills) approved by the Skills Standards Advisory Board will, wherever possible, represent not average industry practice but state-of-the-art practice, designed to keep Maryland globally competitive.
4. The Skills Standards Advisory Committee will recommend to the CTE Committee the criteria under which employers will be authorized to offer various forms of work-based learning experiences, except that the existing authority vested in the Maryland Apprenticeship and Training Council and the Department of Labor, Licensing and Regulation to regulate registered apprenticeships will not change.
5. The Skills Standards Advisory Committee will be responsible for regularly updating all the skills standards components to reflect changes in technology and work organization.

Implementation considerations

1. The first phase of this system will focus on high priority occupations and industries and will be in place no later than two years after passage of the enabling legislation.
2. Local workforce development boards will be expected to interpret state policies and priorities in light of local needs.

Element 3j: Every middle and high school student should have ready access to individuals who can counsel and advise them on CTE pathway options and help them navigate among the available and emerging opportunities. This can happen in several ways.

One option is a school counselor in every middle and high school whose primary focus is on those students who might be interested in pursuing some combination of CTE and further education. These counselors must be deeply knowledgeable about career options, have strong links to employers and apprenticeship providers, and understand all of the available CTE pathways.

A second option is offered by the State's American Job Centers, community colleges, public libraries and other sources of information and counseling such as Junior Achievement. The American Job Centers were created to provide information to adults about job openings, careers, training opportunities and financial support for further occupational training. Properly resourced, these Centers could also serve high school students and graduates to provide information on jobs and careers and make connections for young people to employers offering opportunities for work-based learning, youth and registered apprenticeships, internships and job shadowing. Today, however, these centers are under-resourced for their current task and do not have the bandwidth to offer their services to school-age youth. Nor are all middle and high schools located near Job Centers.

We propose that the State create a grant program under the CTE Committee that local school districts and/or county governments would apply for, describing their approach to providing career counseling to their middle and high school students. This program would encourage districts and counties to determine how best to deploy available funds from federal, state and local sources for these purposes, including, for example, an additional counselor position at the high school or augmenting a local American Jobs Center, community college, or other entity to develop the capacity to serve area students. Alternatively, the district and/or county could develop innovative approaches that best meet its students' needs in other ways. Every district and/or county would have access to the dollars but would be able to frame the delivery of counseling services as they like. Schools providing direct services to their students would also be encouraged to use data from career assessment tools such as Naviance and ASVAB. The grant funds would be sufficient for communities using non-school services to provide for student travel between their schools and Job Centers, community colleges, etc.

Design Considerations

Districts and/or county governments will be responsible for ensuring that grant recipients:

1. Arrange to have firms, associations, apprenticeship sponsors, and other representatives of the employer community make presentations to students in the schools at appropriate times;
2. Arrange to have students (with parent permission) visit the Job Centers or community colleges for presentations, counseling and information gathering
3. Provide counseling to individual students;
4. Arrange with firms for exploratory visits from students, internships, apprenticeships and other work-based learning opportunities; and
5. Obtain and create materials and software programs for students enabling them to access a wide range of information about jobs and careers.

Element 3k: The Commission's CTE proposals contemplate a CTE system in which classroom education and training (the theory) is combined with learning in a workplace (the practice). The schooling would take place in high schools, community colleges and other post-secondary institutions.

The Commission encourages the continued development of Comprehensive CTE High Schools, [of which there are many examples in the State, schools](#) that ~~also~~ provide [both](#) the theory portion of the technical training leading to credentials approved by the Skills Standards Board, ~~plus~~ [and](#) the [academic training](#) ~~education~~ needed to assure that the student leaves high school with the knowledge and skills needed to be a responsible citizen, learn quickly throughout his or her life, and develop fully as a person. [The Commission recommends that funds to create more such schools, whether within individual districts or jointly operated by several districts, be given priority in future capital budgets, along with funds to enable the conversion of existing schools and CTE centers into Comprehensive CTE High Schools.](#)

The workplace-learning or apprenticeship portions of the CTE learning experience will be provided outside the school in an authentic job setting wherever possible. In most cases, students in CTE programs will be expected to spend at least two days a week in workplace settings in structured workplace training leading to the relevant Skills Standards- Advisory-Committee-approved credential program. When that is not possible, the workplace-based or apprenticeship portion of the program will be provided by the school. The CTE Committee, in partnership with the Department of Labor, Licensing and Regulation and State and local workforce development boards, will be responsible for engaging employers and developing employer-based opportunities for apprenticeship and workplace-based learning throughout the state and for issuing regulations governing the provision of workplace-based learning.

The CTE Committee will also be responsible for working with employers, apprenticeship sponsors, and secondary and postsecondary educators to define a system of course and program progressions that incorporate the standards developed by the Skills Standards Advisory Committee. These progressions will be used to develop course sequences that begin in high school and continue seamlessly through community college and other post-secondary occupational programs (and sometimes into the programs of four-year institutions). The sequences will be designed so that students can earn credentials at various points, get a job with that credential and then, if they wish, go on later to acquire a more advanced credential in the same sequence.

Students in Comprehensive CTE High Schools will be able to take community college certificate programs in their high schools, so they can do college-level CTE work while

remaining involved in high school courses and extracurricular activities while they earn both a high school diploma and a credential leading toward a rewarding career. These programs will include both youth and registered apprenticeship programs of the kinds already offered in Maryland.

The Commission recognizes that the CTE system it proposes will take years to implement fully. It envisions full implementation of the structures, programs and policies that it is proposing—including a complete system of occupational standards and credentials, a full complement of institutions, a full set of course progressions defined, and a full set of approved courses on offer—within about ten years of the enactment of enabling legislation. Its goal for Maryland is for 45 percent of high school graduates to earn CTE Committee-approved credentials, to be awarded along with the high school diploma and the CCR endorsement (in most cases along with college credits for courses taken in high school). Of that 45 percent, the Commission expects more than half to be in Comprehensive CTE High Schools, with a greater proportion in later years.

The Commission is recommending (see Element 3m below) formula funding for CTE at an enhanced level to cover the cost of specialized instructors, equipment, and facilities. At the same time, the Commission places a high priority on provision of these specialized instructors, equipment and facilities by employers at the workplace wherever possible. The CTE Committee should consider the need for additional [financial incentives](#) ~~funding strategies~~ (e.g. tax credits, direct subsidies) to ~~incentivize~~ [encourage](#) employers ~~rapidly~~ to scale youth apprenticeship opportunities [in rapid fashion](#).

Element 3l: The entire CTE system will be informed by a close relationship between CTE providers and the State’s economic development, workforce development and labor agencies. While the CTE system will continue to prepare future carpenters, auto mechanics and cosmetologists, it will also prepare young people with the complex skills needed for success in an economy permeated by artificial intelligence, robotics, neural networks and machine learning. This will involve not just the technical skills specific to an occupation, but also the generic employability skills that cut across occupations. But mastery of these skills will be just part of a student’s career and technical education. The curriculum will also emphasize ethics, the qualities needed to collaborate with others in teams but also to work independently on finding solutions for real problems, as well as the habits of mind needed to learn new things quickly and well. Not least, the CTE programs will be designed to provide the insights and skills needed to play an active role as an informed citizen, engage with our cultural world and be a fully contributing member of society.

Element Detail 3m: Funds from local, State and federal sources will be used to support development and delivery of the course and program progressions approved by the Committee that lead to industry credentials. Funding formulas will need to be modified to provide more money for CTE students to pay for costlier facilities, equipment and – sometimes –required faculty. In addition, special grant programs (currently established in law as CTE Innovation Grants) will need to be expanded to make funds available to teams of schools, community colleges, apprenticeship sponsors, employers and others, often building on good work already going on, to develop occupational standards, curriculum, and new forms of assessment that will be needed as key parts of the infrastructure of the new system. The aim, as much as possible, is to grow the new system from the bottom up, building on the points of excellence already present in Maryland, guided by the framework provided by the CTE Committee and meeting the standards established by the Skills Standards Advisory Committee.

Policy Area 4

More Resources to Ensure Success for All Students

Updated Cost Estimates

December 18⁹, 2018

Compensatory Education: Provides additional resources for instructional and intervention support, social and emotional support from counselors and social workers, and extended learning time through before and after school programming as well as summer school (referred to as “pupil supports”).

APA identified resources: The following table shows the additional resources identified by APA under the evidence based and professional judgement study panels. These are resources in addition to the resources identified in the recommended base per pupil amount of \$10,880 (fiscal 2015 dollars).

	Elementary School of 450 students 50% Comp. Ed. (225 students)	Middle School of 720 students 50% Comp. Ed. (360 students)	High School of 1,200 students 50% Comp. Ed. (600 students)
Personnel (FTE)			
Instructional Staff			
Teachers	2.0	3.0	5.0
Instructional Facilitator (Coach)	1.0	1.0	2.0
Teacher Tutor/ Interventionist	1.0	2.0	3.0
Pupil Support Staff			
Counselor, Social Worker, PPW, Behavior Specialist, etc.	2.0	3.0	5.0
Administrative Staff			
Dean		1.0	1.0
Other Staff			
School Based Site/Service Coordinator	1.0		
Other Costs (per student amounts)			
Supplies, Materials and Equipment	\$100	\$100	\$100
Additional Programs (Summer School, Before and After School, etc)	\$1,537	\$1,537	\$1,537
District-Level (Alternative School)	\$125	\$125	\$125

Element 4a: Add a concentration of poverty weight to support intensive services for students and families to meet the additional needs of students in schools located in distressed communities. Add fixed, categorical funding amounts for community schools and health and behavioral health services.

Baseline: A compensatory education funding formula provides additional resources for kids who are at-risk of not succeeding. FRPM status is used as a *proxy* for students at-risk of not succeeding. Chapter 361 of 2018 established the Learning in Extended Academic Programs (LEAP) grant which provides a total of \$4.5 million in grants to schools within certain poverty levels (at least 80% FRPM) to provide after school, weekend, or summer programs to students at risk of falling behind on academic requirements.

Assumptions:

Schools with 55% concentration of poverty will receive 0% of a per pupil amount rising such that schools with 80% concentration of poverty receive 100% of a per pupil amount. This is based on the following observations from the MLDS presentations to the full commission in July and August of 2018:

- Beginning at 60% concentration, the gap in performance between students who are never in poverty compared to students who are usually in poverty is widest. Above 60% poverty, the performance of students who are never in poverty declines faster than the decline in performance of students usually in poverty.
- Actual dropout rates of all students, including those who aren't FRPM eligible, sharply increases in schools with at least 80% poverty concentration; actual HSA algebra scores, enrolling in postsecondary school and on-time graduation sharply declines in schools with at least 80% poverty.

Schools with at least 55% FRPM students will receive funding for: 1) community school coordinator; 2) health services practitioner; and 3) per pupil amount for each student in the school regardless of individual poverty status (for schools above 55%).

There are 557 schools with at least 55% FRPM students. For costing out purposes only, assume this remains steady.

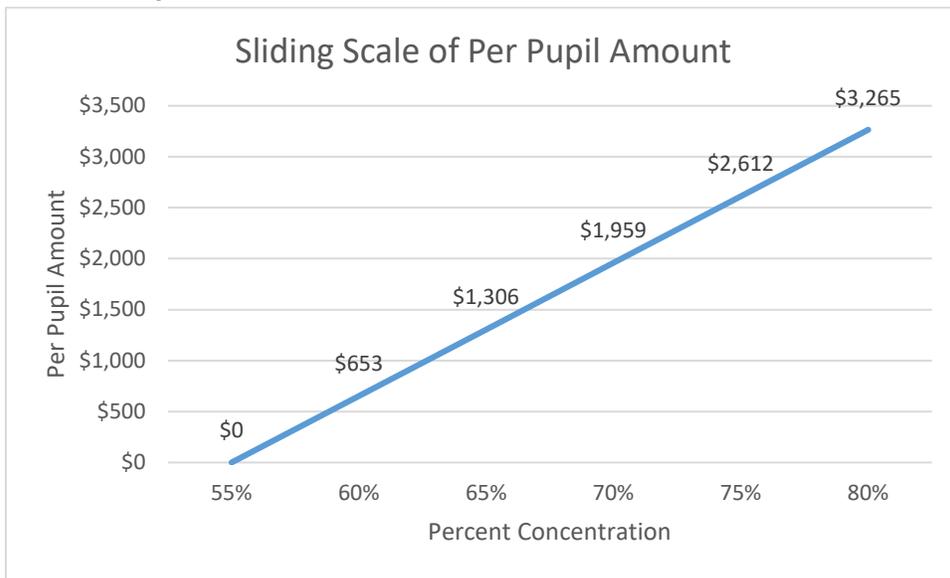
Of the 557 schools, 375 are elementary schools or combined elementary/middle schools. Although the compensatory education weight already provides resources for 1 school-based coordinator at elementary schools, this estimate provides a community school coordinator at every school.

Community school coordinator priced at social worker salary with benefits – \$106,968 in fiscal 2020. These positions are phased in over two years beginning with 219 schools with 80% or more concentration.

Health services practitioner priced at physician's assistant salary with benefits – \$141,865 in fiscal 2020. These positions are phased in over two years.

Per pupil amount –

- Two per pupil amounts: \$2,455 for FRPM kids and \$3,940 for non FRPM kids in FY2020 dollars.
- Combined per pupil amount \$3,265 in FY2020 dollars. This combined amount incorporates the resources needed to serve non FRPM kids.
- Phase in the per pupil amount beginning with 0% of the amount for schools with at least 55% concentration up to 100% of the amount for schools with 80% or higher concentration.
- Per pupil applied to all FRPM students.
- This amount begins in fiscal 2022 and is phased-in reaching full funding in fiscal 2024.



Note: Sliding scale amounts as shown from 60% to 80% are identical to the sliding scale amounts of the original proposal of tipping point at 60%.

Below reflects the total amount of funds a school with 450 students would generate at the given poverty concentrations as well as the total amount on a per pupil basis.

	Concentration of Poverty	
	Total Concentration	Total Concentration Per Pupil
50% FRPM	\$0	\$0
55% FRPM	\$248,833	\$553
60% FRPM	\$425,224	\$945
70% FRPM	\$866,012	\$1,924
80% FRPM	\$1,424,341	\$3,165
90% FRPM	\$1,571,280	\$3,492
95% FRPM	\$1,644,749	\$3,655

Note: At 55% FRPM a community coordinator and a physician's assistant are provided, but 0% of the per pupil amount is provided.

Cost:

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
Coordinator	\$23,425,992	\$59,581,176	\$59,581,176	\$59,581,176
Practitioner	\$31,068,435	\$79,018,805	\$79,018,805	\$79,018,805
Per pupil	\$0	\$0	\$483,353,593	\$483,353,593

**Schools With At Least 55%, 70%, and 80% of Students Qualifying for FRPM
2016-2017 School Year**

County	Total Schools	Sum of Schools >=55%	Sum of Schools >=70%	Sum of Schools >=80%	Total FRPM Students	Sum of FRPM Students >=55%	Sum of FRPM Students >=70%	Sum of FRPM Students >=80%	Total Students	Sum of All Students at >=55% Schools	Sum of All Students at >=70% Schools	Sum of All Students at >=80% Schools
Allegany	24	14	5	2	4,780	2,732	1,090	279	8,630	4,150	1,433	305
Anne Arundel	119	22	11	2	25,836	6,993	3,657	968	82,832	10,219	4,658	1,092
Baltimore City	177	161	145	130	67,023	63,404	58,110	51,145	80,920	71,348	62,867	53,643
Baltimore County	166	75	17	4	49,941	27,232	7,297	1,809	114,055	41,613	9,612	2,178
Calvert	23	0	0	0	3,159	0	0	0	16,009	0	0	0
Caroline	11	5	3	2	3,202	1,328	540	176	5,963	1,878	659	183
Carroll	41	3	0	0	4,923	566	0	0	25,313	939	0	0
Cecil	31	8	4	2	6,792	2,105	1,134	351	15,421	3,016	1,446	437
Charles	38	7	1	0	9,776	2,407	308	0	27,242	3,823	440	0
Dorchester	12	8	6	6	3,458	2,851	2,186	2,186	4,793	3,272	2,288	2,288
Frederick	66	7	3	2	10,901	2,260	1,341	901	42,206	3,181	1,569	974
Garrett	14	5	2	2	1,881	428	117	117	3,963	634	120	120
Harford	55	13	6	3	11,542	5,118	2,442	953	37,875	7,527	3,199	1,145
Howard	75	6	0	0	12,553	1,668	0	0	56,500	2,786	0	0
Kent	5	2	0	0	1,070	387	0	0	2,001	612	0	0
Montgomery	208	51	21	8	55,202	22,385	10,917	4,817	162,095	32,410	13,839	5,701
Prince George's	203	123	77	45	81,055	58,439	38,391	24,851	133,053	77,971	46,804	28,724
Queen Anne's	15	1	0	0	1,987	196	0	0	7,840	310	0	0
Somerset	9	8	6	4	2,417	2,411	2,132	1,705	2,921	2,910	2,409	1,812
St. Mary's	28	5	1	0	5,819	1,586	495	0	18,190	2,503	635	0
Talbot	9	1	0	0	2,098	679	0	0	4,646	1,040	0	0
Washington	47	13	3	1	10,081	4,493	606	119	22,254	6,977	759	119
Wicomico	25	15	8	6	8,956	6,276	3,333	2,396	14,970	8,894	4,050	2,747
Worcester	13	4	0	0	2,816	751	0	0	6,695	1,164	0	0
Grand Total	1,414	557	319	219	387,268	216,695	134,096	92,773	896,387	289,177	156,787	101,468

Element 4b: Train school staff in all schools to recognize mental health issues as well as other issues related to trauma and coordinate access to needed mental health and other services for students, as part of effort to increase school safety.

Baseline: SB 1265 of 2018 requires each LEA to appoint a mental health services coordinator to ensure students are properly referred, maximize external funding, and develop plans to deliver services to students. Most LEAs have assigned those duties to existing staff instead of hiring additional staff, leaving little or no capacity to expand behavioral health services to the extent envisioned by the commission.

Assumptions:

2 staff at MSDE to coordinate with school behavioral health coordinator and staff in LEAs. One would be support staff.

Each LEA must hire a full-time behavioral health coordinator; the average salary for individuals hired as behavioral health coordinators is assumed to be \$95,000 (plus benefits). ~~SB1265 required each LEA to have at least one licensed behavioral health coordinator. Because this is current law existing resources would be used.~~

Assumed \$25,000 per LEA to train school staff to recognize student behavioral health issues. Assumed \$100,000 for LEAs to implement any coordination with the MSDE health coordinator.

Existing resources are sufficient for screening students to identify behavioral health needs.

Providing access to behavioral health programming and services assumes increasing the ratio of guidance counselors, psychologists, social workers etc. to industry recognized ratios: 500–700 students per psychologist, 400 students per social worker, and 250 students per guidance counselor. (Note: social workers are currently staffed at better ratios than industry standard). Because these ratios are already accounted for in the APA recommended base per pupil amount and the compensatory education weight, this item has no additional cost.

The addition of full-time behavioral health coordinators, combined with ~~E~~existing resources, are sufficient for schools to develop partnerships with community resources and experts.

Increase State funding of school based health centers to \$9 million beginning in fiscal 2021.

- In the late 1990's the State committed to providing \$6 million to expand SBHC.
- \$2.5 million in State funds, along with other funding sources, supports 83 SBHCs in FY19.
- Adjusted for inflation the original State commitment equates to \$9 million.
- This additional \$6.5 million would support up to 216 additional SBHCs in combination with other funding sources that exist currently.

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
MSDE staff to coordinate	\$150,000	\$150,000	\$150,000	\$150,000
Licensed health coordinator in each LEA	<u>\$2,818,632</u> NA	<u>\$2,818,632</u> NA	<u>\$2,818,632</u> NA	<u>\$2,818,632</u> NA
Trained staff in each LEA	\$700,000	\$700,000	\$700,000	\$700,000
Screening students	NA	NA	NA	NA
Industry recognized ratios	NA	NA	NA	NA
School based health centers	\$6,500,000	\$6,500,000	\$6,500,000	\$6,500,000

Element 4c: Revise funding formula weight for special education students.

Baseline: Actual State and local expenditures in fiscal 2015 equaled \$1.567 billion, or \$14,982 per special education student. Of this amount, the State provided \$272 million, or 17.3% of the total.

Assumptions:

A temporary per pupil weight is calculated as a placeholder measure in anticipation of the special education study required by HB1415 of 2018.

Based on analysis of actual State and local expenditures, and accounting for the contribution of the base, a weight of 1.88 based on the current law per pupil foundation amount is recommended. Current law weight is 0.74. APA recommended the equivalent of a 1.40 weight.

After completion of the study required by HB 1415, a new weight will be calculated and incorporated into the funding formulas. It is anticipated this new weight would first be implemented by fiscal 2023. However, for costing out purposes only, no assumption of a new weight is incorporated. Instead, the assumptions below are continued through fiscal 2030.

Given that this was costed out using actual expenditures, the difference between current law and proposed is as follows:

- the current law weight was multiplied by the current law base in fiscal 2020 dollars
- the proposed placeholder weight was multiplied by the current law base in fiscal 2020 dollars.

Enrollment of special education students is projected to be 108,407 for fiscal 2020 and increase to 112,242 for fiscal 2030.

Full funding of this placeholder amount is phased-in over two years.

Cost:

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
\$447,626,360 373,179,028	\$902,239,203 3763, 579,284	\$920,423,882 163	\$926,923,129 1,169

Federal education law (IDEA) has two provisions that prevent a decrease in the amount of funding that a state provides for and an LEA spends on special education from year to year: a maintenance of fiscal support and maintenance of effort requirement. Maintenance of fiscal

support pertains to the funds the state provides for special education. If a state fails to satisfy this requirement and did not receive a waiver, then federal IDEA funding is reduced. Maintenance of effort pertains to how much each LEA spends on special education. If an LEA fails to satisfy this requirement or meet an allowable exception, then federal IDEA funding will have to be repaid to the federal government.

Element 4d: Revise funding formula weight for English learner students.

Baseline: Additional funding is provided based on the number of English learners. The current weight is for both language acquisition and pupil supports.

APA identified resources: The following table shows the additional resources identified by APA under the evidence based and professional judgement study panels. These are resources in addition to the resources identified in the recommended base per pupil amount of \$10,880 (fiscal 2015 dollars).

	Elementary School of 450 students 7% ELL (32 students)	Middle School of 720 students 7% ELL (50 students)	High School of 1,200 students 7% ELL (84 students)
Personnel (FTE)			
Instructional Staff			
Teachers	1.3	2.0	3.4
Instructional Facilitator (Coach)	0.3	0.4	0.7
Other Costs (per student amounts)			
Supplies, Materials and Equipment	\$100	\$100	\$100
District-level Support (Center Program, Contracted Translation Services)	\$100	\$100	\$100

Assumptions:

~~The APA recommended base of \$10,880 was inflated to \$11,490 in fiscal 2020 dollars using the actual inflationary amounts that were applied to the existing funding formula. This amount was held steady beyond fiscal 2020.~~

~~The APA recommended English learner weight plus the family liaison identified by Work Group 4 results in each student being funded at \$16,890 in fiscal 2020.~~

~~The family liaison weight assumes one staff in each school.~~

~~Current law base is \$7,244 in fiscal 2020. Current law weight results in each student being funded at \$14,415 in fiscal 2020.~~

~~Per pupil cost is an additional \$2,474 in fiscal 2020 dollars and then held steady.~~

~~Enrollment of English learner students is projected to be 85,280 for fiscal 2020 and increase to 162,551 for fiscal 2030.~~

~~Full cost is phased in over three years.~~

~~**Cost:**~~

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
\$69,633,831	\$149,046,447	\$291,917,538	\$402,206,239

Staff recommendation:—Workgroup 4 stated, “The workgroup is concerned that changes at the federal level relating to immigration status of documented and undocumented students will result in an undercounting of students for compensatory education purposes. It may be necessary to adjust the EL weight to ensure that students who would otherwise qualify for compensatory education would receive the resources they need to be successful. It will be important to establish methods to identify low income immigrant students.”.

Therefore, staff is recommending that the pupil supports identified for compensatory education students be incorporated in the weight for EL students. This would mean that simply qualifying as an English learner would ensure that the students receive *both* language acquisition and the supports provided for FRPM students.

Assumptions:

The APA recommended base of \$10,880 was inflated to \$11,490 in fiscal 2020 dollars using the actual inflationary amounts that were applied to the existing funding formula. This amount was held steady beyond fiscal 2020.

The APA recommended English learner weight for language acquisition only plus the pupil supports that compensatory education students receive results in each student being funded at \$18,614 in fiscal 2020.

The pupil supports provide resources for a family liaison function.

Current law base is \$7,244 in fiscal 2020. Current law weight results in each student being funded at \$14,416 in fiscal 2020.

Per pupil cost is an additional \$4,198 in fiscal 2020 dollars and then held steady.

Enrollment of English learner students is projected to be 85,280 for fiscal 2020 and increase to 162,551 for fiscal 2030.

~~Full cost is phased in over three years.~~

Cost:

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
\$ 118,136,585 <u>357,989,650</u>	\$ 252,863,269 <u>383,126,166</u>	\$495,249,800	\$682,359,001

~~If this alternative is used, then~~This results in a concomitant adjustment would be made for the compensatory education formula. Specifically, the enrollment count used to calculate the compensatory education formula would only include those students who are not also EL students (unduplicated). About 76% of EL students are also compensatory education

students. It should be noted that APA recommended using an unduplicated count of FRPM and EL students.

Compensatory Education: Provides additional resources for instructional and intervention support, social and emotional support from counselors and social workers, and extended learning time through before and after school programming as well as summer school (referred to as “pupil supports”).

APA identified resources: The following table shows the additional resources identified by APA under the evidence based and professional judgement study panels. These are resources in addition to the resources identified in the recommended base per pupil amount of \$10,880 (fiscal 2015 dollars).

	Elementary School of 450 students 50% Comp. Ed. (225 students)	Middle School of 720 students 50% Comp. Ed. (360 students)	High School of 1,200 students 50% Comp. Ed. (600 students)
Personnel (FTE)			
Instructional Staff			
Teachers	2.0	3.0	5.0
Instructional Facilitator (Coach)	1.0	1.0	2.0
Teacher Tutor/ Interventionist	1.0	2.0	3.0
Pupil Support Staff			
Counselor, Social Worker, PPW, Behavior Specialist, etc.	2.0	3.0	5.0
Administrative Staff			
Dean		1.0	1.0
Other Staff			
School Based Site/Service Coordinator	1.0		
Other Costs (per student amounts)			
Supplies, Materials and Equipment	\$100	\$100	\$100
Additional Programs (Summer School, Before and After School, etc)	\$1,537	\$1,537	\$1,537
District-Level (Alternative School)	\$125	\$125	\$125

Baseline: Additional funding is provided based on the number of free and reduced price meal students.

Assumptions:

~~Two scenarios were costed out:~~

- ~~• scenario A assumes that the staff alternative proposed under the English learner section, element 4d, is NOT adopted~~
- ~~• scenario B assumes that the staff alternative IS adopted. Therefore an unduplicated count of FRPM students is used.~~

~~Scenario A assumptions:~~

~~Current law: Total funding generated by all FRPM students was calculated under current law resulting in a total of \$5.4 billion in fiscal 2020. This includes the foundation amount.~~

~~Scenario A proposed: Total funding generated by applying the APA recommended base and the APA recommended compensatory education weight to all FRPM students results in a total of \$5.8 billion in fiscal 2020. This includes the foundation amount.~~

~~Taking the difference between scenario A proposed and current law results in an additional funding of \$467 million in fiscal 2020.~~

~~Scenario B assumptions:~~

Current law: Total funding generated by all FRPM students was calculated under current law resulting in a total of \$5.4 billion in fiscal 2020. This includes the foundation amount.

Scenario B proposed: Total funding generated by applying the APA recommended base to all FRPM students and the APA recommended compensatory education weight to an unduplicated count of FRPM students who are not also EL student results in a total of \$5.6 billion in fiscal 2020. This includes the foundation amount.

Taking the difference between scenario B proposed and current law results in additional funding of \$208 million in fiscal 2020.

Full cost ~~for both scenarios~~ is phased-in over three years.

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
Scenario A	\$154,109,407	\$310,026,508	\$471,833,438	\$474,242,372
Scenario B	\$68,605,863	\$124,239,082	\$113,386,029	(\$19,627,171)

Policy Area 5

Governance and Accountability

Policy Area:

Research shows that, beyond a threshold level, how funds for education are spent is at least as important as how much is spent in determining student achievement and funding equity. The Commission on Innovation and Excellence in Education's recommendations call for a substantial increase in funding for Maryland schools in order to implement strategies for greatly improving student achievement and equity. These recommended strategies have proven to be highly successful in the top performing countries and, for the most part, in Massachusetts, the only state in the US that performs at a high standard internationally.

Almost two decades ago, a predecessor commission, the Thornton Commission, recommended increased funding for PreK-12 education in Maryland. While there was some increase in student achievement on state standardized tests as the funding was phased in, unfortunately this funding did not produce significant increases in student outcomes, especially on NAEP where Maryland students continue to rank in the middle of the pack in comparison to students in the other 49 states. Moreover, the Thornton funding did little to eliminate achievement gaps based on income, race and disability. This must not be replicated with the Commission on Innovation and Excellence in Education's recommendations. It is imperative that a strong system of accountability be put in place to give the public confidence that its increased investment in PreK-12 education will lead to a system that performs as well as the best education systems in the world.

The recommendations of this Commission amount to a proposal to substantially redesign Maryland's education system for high performance. Many agencies and institutions at all levels of Maryland government have key roles to play in bringing this new system into being. Fundamental changes in institutional culture and in established ways of doing things will be required. Some will resist these changes and would prefer to use new funds to do more of what they have been doing. This must not be allowed to happen. All of the institutions and agencies involved will have to work in concert within the context of one coherent plan and be held accountable for playing their respective roles in implementing the Commission's redesign of the PreK-12 education system in Maryland. The governance and accountability proposals that follow are based on the idea that this will happen only if there is an Oversight Board with the authority to make certain that the new funds are used to implement the Commission's recommendations with fidelity and effectiveness.

Element Detail 5a

Element: There will be an Independent Oversight Board with authority to develop a comprehensive plan for implementing the Commission's recommendations and then hold all the State and local institutions and agencies involved in that plan accountable for carrying out their assigned roles. It will monitor the implementation of the plan and evaluate the outcomes achieved by all involved agencies against the goals set by the Commission. The Independent Oversight Board will sunset at the end of the implementation period specified in the enabling legislation.

1. *Membership and appointments:* The Oversight Board will consist of seven members, appointed by the Governor with the consent of the Senate. The members will include experts in preK-12 and postsecondary policy, including individuals with teaching experience, with knowledge of the strategies used by the top performing states and countries to get to world class performance, and leaders with proven records of implementing systemic change in complex organizations. The seven individuals will be chosen from a slate presented by a nominating committee of six individuals, two appointed by each of the Governor, the President and the Speaker. Members of the nominating committee should also have knowledge of pre-K-12 policy, the strategies used by the top performing states and nations and systemic change in complex organizations. Should any member of the Oversight Board be unwilling or unable to serve until the Body sunsets, the same procedure would be used to select replacements as was used to create the initial membership.
2. *Staffing:* The Oversight Board will have an executive director and a staff of about 15 people with sufficient funding to hire expert consultants to fulfill its duties.
3. *Authority and Functions:* The Oversight Board is not intended to usurp the operational authority of the MSDE, GWDB, MHEC, Commerce, DLLR, higher education institutions, or any other State agency or entity that will be involved in implementing the legislation. Likewise, it is not intended to replace day-to-day decision-making by local boards of education and superintendents. It is instead intended to develop, with input from those State and local agencies and entities, a comprehensive plan for implementing the legislation and then to hold these State and local agencies and entities accountable for their assigned roles in implementation by reviewing and approving the policies, plans and operations of each agency and entity for compliance with the overall plan; monitoring implementation; and gathering and analyzing data on results. It will also assess the adequacy of resources available to achieve the plan's goals on student achievement. The Oversight Body will report on those results and recommend appropriate actions to the Governor, the General

Assembly, local governments, and the public. If, in the judgement of the Oversight Board, action by the Governor and legislature is needed to improve implementation of the enabling legislation while implementation is underway, it will say so.

Specifically, the Oversight Board will:

- a) With input from the State and local agencies and entities charged with implementing the legislation, including those named above, **develop a Comprehensive Implementation Plan**—including a timeline with key milestones for the year-by-year implementation of the enabling legislation.
- b) **Develop guidelines and criteria for State agencies, local school systems, and other entities to submit detailed implementation plans** consistent with the Comprehensive Implementation Plan to the Oversight Board
- c) **Review and approve State agency, local school system, and other entity implementation plans** and related instruments for consistency with legislative intent and the Comprehensive Implementation Plan. Among such plans and instruments will be, *for example*:
 - 1). Plans from MHEC and MSDE for (i) redesigning the process for accrediting teacher education programs in the State using criteria consistent with the Commission’s proposals for strengthening teacher education in Maryland and (ii) making awards to collaboratives of teacher education institutions and school districts for the purpose of working jointly on improving the quality of beginning teachers in Maryland
 - 2) MSDE’s plans for expansion and coordination of Judy Centers and Family Resource Centers and for building capacity to expand preK for four- and three-year-olds
 - 3) MSDE’s plan for the selection, assembly, deployment and oversight of Expert Review Teams (see Element 5b) to, among other responsibilities, review in detail the operation of schools and districts in which the average student or groups of historically underserved students are not making progress at a rate likely to enable them to achieve a CCRR endorsement by the end of grade 10.
 - 4) Criteria on which MSDE will review and recommend approval (or disapproval) of local school system implementation plans and release of funds, including how LEAs plan to adapt curriculum, instruction and the organization of the school day to enable more students to achieve the CCR endorsement by the end of grade 10 and to identify students who are falling behind and develop a plan

- to get them back on track for CCR endorsement (see Element 5e)
- 5) MSDE plan for training Maryland teachers, school leaders, administrators, school boards, superintendents, deans of teacher preparation programs and members of the Professional Standards Board on the Commission's recommendations
 - 6) GWDB/CTE Committee standards and strategies for the development of rigorous CTE pathways, including apprenticeships or other meaningful workplace experiences leading to industry-recognized credentials, integrating and redeveloping high school and postsecondary career and technical education programs into rigorous and articulated pathways, and benchmarks and targets to measure the success of CTE programs against state CTE goals and international standards
- d) Monitor implementation efforts against the comprehensive plan and schedule, coordinate between agencies, and work with the respective agencies and entities to resolve implementation issues as they arise;
 - e) Gather and analyze data that reflects how the implementation plans are being implemented and their effects on student performance over time, with special emphasis on progress in closing achievement gaps based on income, race, ethnicity, and disability, including the authority to investigate whether local education agencies or schools are making sufficient progress; the Oversight Board will have authority to gather and use data from all related government agencies, including the Maryland Longitudinal Data System;
 - f) Contract, as necessary, with independent experts;
 - g) Report progress at least annually to the Governor, legislature, and the public; describe implementation problems as they arise, and make recommendations as to changes in legislation, including on the adequacy of resources and accountability necessary to ensure the strategic plan will meet the objectives of the enabling legislation on schedule; these progress reports will include, in addition to a commentary on the degree to which the State and local agencies and institutions are carrying out their assigned roles, an analysis of the degree to which the funds provided by the State and by the localities are consistent with the Commission's estimates of what would be needed to fully implement the Commission's proposals;
 - h) Coordinate through MSDE the State's participation in the OECD's PISA survey program; and

- i) Conduct or contract with others to conduct a study of the capacity of MSDE to assume the roles and responsibilities assigned to it in the enabling legislation.
4. *Evaluation:* In addition to its own annual assessment and reporting, the Oversight Board will contract for an evaluation of the implementation of the Commission's recommendations at the mid-point and end of the implementation period, including the use of additional funding to meet the goals, progress toward the goals and whether the goals have been achieved, and any recommendations to alter the goals or strategies to reach the goals. Design of the evaluation should begin as soon as possible.
5. *Sunset provision:* The body will sunset at the end of the implementation period specified in the enabling legislation.
6. *Recommendations of Oversight Board on redesign of government agencies to support to support high performance system for Maryland education and career development:* Prior to sunseting, the Oversight Board will submit to the Governor and the Assembly a report on its work that includes recommendations for changes in the design of the functions, structure and authority of the state agencies responsible for education and the job training and career development of young people in the state. The Commission believes that, once the new system is in place, an Oversight Board will no longer be necessary if the relevant Maryland agencies and the relationships among them are redesigned on the basis of the implementation experience to function effectively and efficiently in support of the new high performance system of education, job training and career development.

Element Detail 5b

Element: MSDE will track and report on the progress of students in each Maryland school, as a whole and by and within subgroups, based on income, race, ethnicity, and disability, regarding their progress toward the CCR endorsement and the closing of achievement gaps. MSDE will use this data to identify schools in which students, especially groups of historically underserved students, are not making adequate progress toward a CCR endorsement by the end of grade 10. **MSDE will create and have sole responsibility for a system of Expert Review Teams** (see 5a above) to conduct on-site investigations of the causes of poor student performance and make recommendations for correcting the problems identified to the school faculty, the school board, the community and MSDE on measures the need to be taken by each of these bodies to improve the performance of these low-performing schools. These teams will be assembled, directed and report to MSDE. They, along with measures already underway as part of the statewide ESSA plan, should be regarded as a key element of the MSDE'S overall system for monitoring school and system performance and for taking corrective action where necessary.

1. Members of the Expert Review Teams will, when the Career Ladder is well established, be selected from among expert teachers and principals from those in senior positions on the career ladder and others whose expertise is directly relevant. Prior to that, MSDE will select Expert Review Team members from the ranks of highly regarded teachers, school leaders and senior Department staff members. All people appointed as members of Expert Review Teams will receive extensive training in the performance program described in the Commission report and on the rationale for that design, including extensive knowledge of the way similar systems work in the top performing systems elsewhere in the world.
2. The purpose of these reviews will be to conduct interviews, observe classes and use other data to analyze the extent to which the recommendations of the Commission are being implemented and determine reasons why the student progress is insufficient and to make recommendations to the faculty, school leaders, the school community, the school district administration and MSDE as to measures that need to be taken to address the issues identified by the Expert Review Team. While the reports of the Expert Review Teams will ultimately be used for accountability purposes and possible corrective actions, these outside reviews are intended to provide a strong, credible source of expertise that will prove supportive and helpful to the schools and districts they advise.
3. Expert Review Teams will begin to review school performance in Year 3 of implementation and will be staffed sufficiently to conduct comprehensive visits at approximately 10% of public schools each year (about 150 schools). The lowest performing schools (including schools with the lowest overall performance and

those with subgroups of students performing poorly on State accountability tests or based on other data produced by the new data monitoring system under ESSA) will be visited every year, with other low-performing schools visited less often but regularly. All other schools will be subject to visits from Expert Review Teams at intervals determined by a randomized selection process. Once the Expert Review Team system has been established, and prior to Year 5, schools that might not otherwise be selected for review may request a review from MSDE.

4. From Year 3 through Year 4, the Review Team reports and recommendations will be strictly advisory and will have no consequences for the schools and districts in terms of funding. They will be intended to provide collegial advice from peers that the schools and districts can use to improve their performance. The review team will be expected to make recommendations to the schools and districts for strengthening the program and management of both the schools and districts

5. Beginning in Year 5, the reports and recommendations made by the Expert Review Teams will be used by MSDE as the basis for a recommendation to the Oversight Board as to whether or not a portion of new (i.e. annual increase) funds should be withheld in year 6 until the schools and districts produce satisfactory plans for the use of those funds. MSDE recommendations on funding will go the Oversight Board for action. The aim should be to give the schools and districts every opportunity to submit a satisfactory plan before an adverse recommendation is made. Once such an action has been taken, MSDE will be expected to work as quickly as possible with the schools and districts to resolve the outstanding problems, so the funds can be released.

6. In cases in which multiple Expert Review Teams are needed for a particular district because of the number of low-performing schools in that district, the MSDE will assemble meetings of those teams to help them come to consensus on the problems they see at the district level and on recommendations made to the district for addressing those problems. MSDE will be expected to enter into ongoing discussions with the district about the ways in which the district will address the district-level problems identified by the review teams.

Element Detail 5c

Element: The CTE Committee will track and report on the progress of students in each Maryland school with a CTE pathway, as a whole and by and within subgroups based on income, race/ethnicity and disability, regarding their progress toward achieving industry credentials and related employment upon graduation or in successful transfer to a community college CTE program.

1. The CTE Committee will establish performance metrics for schools with a CTE pathway.
2. The CTE Committee will use State accountability data to identify schools in which insufficient numbers of students or groups of protected classes of students, are not making adequate progress toward completion of its CTE Pathway. The Committee will organize and be responsible for Expert Review Teams of representatives of employers and CTE educators to visit those schools and employer sites to analyze the problems preventing adequate student progress toward successful completion of the CTE pathway and issue recommendations to the school board, the school community and the State for actions needed to current those problems. This whole process will parallel the process described for the review of schools by MSDE above in Element 5b.
3. The CTE Committee will schedule the visits of the Expert Review Teams to inform the annual decisions made by the CTE Committee and MSDE on the release of school funds conditioned on school performance. Schools, districts and employers will be given adequate time to respond to the recommendations of the Expert Review Teams before any funds to which the schools would otherwise be entitled are sequestered.
4. The local school board, the school and the relevant employers and employer associations will review the expert review team's recommendations, which may include recommendations that require State action and submit a plan to the CTE Committee for addressing the expert review team's recommendations,.
5. Among the recommendations that might be made by these Expert Review Teams to the school board and the state would be pairing the struggling school with another school with similar demographics but considerably better performance with its CTE pathway in a way that would involve the principal of the high performing school taking responsibility for sharing his or her expertise and that of his or her staff with the faculty of the struggling school.

Element 5d

Element: MSDE and MHEC will track and report on the progress of the teacher preparation programs in upgrading the quality and standards of their programs in response to the Commission's recommendations. MSDE and MHEC will prepare for the Oversight Board an annual joint report on the progress made in implementing the Commission's recommendations on teacher education in Maryland. That report will include data on trends in 1) teacher quality as measured by the grades, class standing and accountability test performance of students applying to and admitted to Maryland teacher education institutions; 2) the number of applications to and acceptance by those institutions, as a whole and by gender and racial and ethnic background, 3) the proportion of graduates of teacher education programs (including those graduates expecting to teach at the elementary school level) who have majored as undergraduates in the subjects they plan to teach, 4) the proportion of new teachers hired in the state who were trained out of state to those trained in state, 5) the satisfaction of school district officials with the new teachers they hire just graduated from Maryland institutions as determined by their responses to questions on a form they helped to develop.

MSDE and MHEC will prepare for the Oversight Board as part of the same annual report a description all measures taken during the prior year by the schools and the universities to implement the Commission's recommendations concerning teacher quality in Maryland. Among these recommendations are those concerning:

1. Measures taken to increase the proportion of highly qualified applicants to teacher education institutions who come from minority backgrounds
2. Measures taken to increase the proportion of high students graduates with very strong academic backgrounds selecting teaching as a career
3. Measures taken to make teacher education in the underlying disciplines more rigorous
4. Measures taken to better align the program of the the teacher education institutions with state curriculum frameworks
5. Measures taken to improve the background of beginning teachers in research and research techniques
6. Implementation more rigorous licensing standards and measures for new teachers in both mastery of the subject or subjects being taught and the methods for teaching them
7. Implementation of incentives to attract high quality high school graduates into careers in teaching
8. Trends in the rates at which teachers are acquiring the credentials needed to go up the new career ladders, including National Board Certification and higher steps on the ladder
9. Trends in the distribution of teachers along the steps of the new career ladder

10. Trends in longevity in teaching in Maryland schools, and, in particular, in service in schools serving high proportions of students in historically underserved students.

Element Detail 5e

Element: Not less than 25 percent of new funds (i.e. increase over the prior fiscal year) available to the schools and school systems for *initial funding of implementation plans* will be released subject to approval by the Oversight Board, after consideration of the recommendations made by MSDE and the CTE Committee, of the implementation plans submitted by the school systems to implement the Commission recommendations.

Beginning in year 6, not less than 25 percent of new funds will be released only on approval by the Oversight Board, after consideration of the recommendations made by MSDE and the CTE Committee, that 1) the schools and district are appropriately implementing the Commission's recommendations, 2) the plans for the upcoming years are fully responsive to those recommendations and 3) the student body as a whole and student subgroups are making adequate progress toward CCR endorsement.

1. If increased funds are not used in ways likely to improve outcomes for students, students will lose their opportunity to learn and the public will become cynical about arguments that the schools need more money. This recommendation is intended to provide school districts and school faculties with strong incentives to implement the policies and practices the Commission believes will greatly improve student performance and close performance gaps between historically underserved populations of students and others. This recommendation is paired with the preceding recommendation concerning Expert Review Teams. MSDE and the CTE Committee are expected to field Expert Review Teams in schools and districts in which data gives them good reason to believe that students are not making reasonable progress toward earning diplomas, CCR endorsements and solid-employer-recognized credentials. It will be up to the Expert Review Teams to gather data and testimony from many sources and to produce sound recommendations for actions to be taken by the school, district, employers (where appropriate in the case of CTE) and the relevant state agencies.

2. The Commission expects that MSDE and the CTE Committee, when making recommendations about not releasing a portion of new funds in response to inadequate performance and plans, will lean heavily on the advice they receive from the Expert Review Teams. The Commission does not believe that funds should be withheld from any school simply because of poor student performance. Poor student performance should instead be used to trigger a visit from an expert review team. A portion of new funds should be withheld only when the district or school is not doing what it should be doing to improve student performance, and for only so long as it takes to produce a plan which, in the judgment of the expert

review team, is consistent with the Commission plan and likely to lead to the improvement that is needed. The Oversight Board has the final authority to withhold funds after consideration of the recommendations of MSDE/CTE Committee and based on its own judgment.

3. A recommendation to the Oversight Board from the MSDE or the CTE Committee to withhold funds will be made only after an Expert Review Team has made recommendations for changes, the school or district has had sufficient time to respond, and MSDE and/or the CTE Committee has determined that the response from the school and district is inadequate.

4. In no case will allocated funds be reduced once plans have been approved, but MSDE may, with the approval of the Oversight Board, release some funds while continuing to withhold others if the some parts of a plan are satisfactory and others are not.

Element Detail 5f

Element: Not less than 75 percent of enrollment-based formula funds allocated to school systems or schools on the basis of the needs of students enrolled in the school will flow down to the school for use by the school to educate the children in that school.

1. It is the intention of the Commission that the majority of all State and local formula funds allocated to school systems on the basis of student enrollment and student needs should follow students to their school for use in educating those students and providing the extra resources they may need.
2. The Oversight Board will monitor school-level spending (which will necessitate LEA reporting of student-level spending by school and likely a new financial reporting system for MSDE and LEAs) by LEAs, and may develop an appeal process by which LEAs may request flexibility in meeting this requirement, at least in the transition period as full implementation of the Commission's policy and funding recommendations are phased-in.

Working Group 4

More Resources for At-risk Students

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Policy Area:

System that Ensures At-risk Students are Successful that supports these students and their families as soon as they arrive at school with both academic supports and extensive case management to address social, physical, mental, and family needs to enable success at school.

Element Detail 4a:

- Add a **concentrated poverty weight** to the funding formula to support intensive services for students and their families to enable them to succeed in school, that are coordinated and able to meet the additional needs of students in schools located in distressed communities.
- Add fixed, categorical **funding amounts** for each school with concentrated poverty to be used to: 1) establish or enhance community schools and 2) establish or enhance school health and behavioral services.

Design Assumptions:

1. Achievement gaps between socioeconomic and racial populations are far too large in Maryland. Funding from the compensatory education formula and the concentration of poverty formula should be used to implement programs and provide resources that will close the achievement gap that exists between many student demographic populations.
2. Maryland provides substantial funding for at-risk students through its foundation and compensatory education funding formula which many schools utilize to provide wrap-around services to students in need of additional supports. However, top performing systems around the world provide additional funds to provide a greater degree of additional services for those students that are at the highest risk of not succeeding in school.
3. Additional funding would be available to schools with concentrated poverty will allow Maryland to provide funds to schools with high concentrations of poverty to enhance or establish programs and services to support the needs of students in those schools. The funding would be comprised of a fixed amount and a per pupil amount.
4. This additional funding would be available to every school with a high concentration (at least X%) of students living in poverty. This percentage must be set high enough so that the students with the most need will benefit. This percentage will be set by the full commission after the full commission has determined the proxy that will be used to identify students who are at-risk of not succeeding in school.
5. A fixed amount would be provided for each school with a high concentration (at least X%) of students living in poverty. This fixed funding would be used to provide a community schools coordinator and a health services practitioner, who may work under a school health services program, school-based health center, or community-partnered school behavioral health services program. In addition to the fixed amount of funding would be an amount per student enrolled at the school. This per pupil funding (in combination with the compensatory education funding formula) could be used to provide programs and services identified in a school's needs assessment. This would include, but not be limited to:

- a) additional extended learning time including before and after school, summer, and extended school year;
 - b) safe transportation to school;
 - c) vision and dental care services;
 - d) additional social workers, counselors, psychologists, and restorative practice coaches;
 - e) physical wellness including providing food for in-school and out-of-school time and linkages to community providers;
 - f) behavioral health services such as mental health practitioners and providing professional development to provide trauma informed interventions;
 - g) family and community engagement and supports including informing parents of academic course offerings, of opportunities for children, and of available social services as well as educating families on how to monitor a child's learning;
 - h) linkages to Judy Centers and other early education programs that feed into the school;
 - i) student enrichment experiences;
 - j) improving student attendance;
 - k) improving the learning environment at the school; and
 - l) other professional development for teachers and school staff to quickly identify students who are in need of these resources
6. The per pupil allocation should be provided on a sliding scale based on the concentration of students living in extreme poverty so that a "cliff" effect is minimized. For illustrative purposes only, a school with 50% of students living in extreme poverty would receive a proportion of the per pupil amount whereas a school with at least 75% of students living in extreme poverty would receive the full per pupil amount.
7. Schools could use existing staff to be the community schools coordinator or the health services practitioner. This will provide more flexibility for how a school can implement this item particularly if a school already is a community school or already provides health services.
8. The State should provide the full resources for the fixed amount while the per pupil amount should be wealth equalized as are all other per pupil amounts under current law.
9. The requirement to establish a community school will be phased in as follows: 1) in year one a needs assessment will be completed and the fixed amount will be provided so that the coordinator can be hired to complete this assessment; 2) by year three all schools that qualify as a concentration of poverty school must have established a community school and the per pupil amount will be provided once the community school has been established (even if earlier than in year three). For community schools that already exist, the fixed amount and the per pupil amount will be provided in year one.

Implementation Considerations:

1. For community schools, each school or school district would submit, as part of its master plan, an implementation plan based on an assessment of need. School or district level implementation plans should include but are not limited to:
 - a) A community based needs assessment process that may be conducted in partnership with a local capacity building organization to develop an implementation strategy for addressing the needs of the students and their families, building on and strengthening community resources near the school;
 - b) Ensuring that an experienced and qualified community schools coordinator at the appropriate administrative level is hired;
 - c) Inclusion, if possible and practicable, of community partners in geographic proximity to the school who can assist in meeting the needs identified;
 - d) Ensuring that time is made available to train staff on the support available, the need for the supports, and how to engage with the community school coordinator in accessing these supports; and
 - e) Development of strategies to maximize external non-State or local education funding.
2. Local school systems must demonstrate that funds provided under the weight are being provided to the schools in which the weight is applicable and are being used for the purpose of implementing the needs and implementation plans.
3. Local governments would be expected to demonstrate support through meaningful partnership and support that is supplemental to and does not supplant existing efforts.
4. Partner agencies such as local management boards should participate at the State level and provide necessary funding and support to enable local agencies to participate as partnering organizations.
5. Accountability measures should focus on indicators identified in the master plan that include, but are not limited to: successful implementation of the plan, number of students served and not served, time to receive services, attendance, enrichment opportunities, reduction in disciplinary actions, student and principal satisfaction, and meaningful family involvement. It is important that accountability measures and data points be clearly defined and developed locally in partnership with each school district.
6. Every year districts will be required to report on their program including progress on indicators. The full commission should include this element in their discussions of accountability and governance including whether there should be consequences and what those consequences should be if progress is not being made.
7. Schools with a lower poverty threshold could still provide wrap-around services, organize a community school, and/or provide health and behavioral health services using their compensatory education funding.

8. The full commission is responsible for making recommendations pertaining to the State requirement that county governments maintain their effort of school funding from year-to-year and, while doing this, should take into consideration the recommendations contained in this document.

Element Detail 4b (referred to full commission): Train school staff in all schools to recognize mental health issues as well as other issues related to trauma and coordinate access to needed mental health and other services for students, as part of effort to increase school safety (see SB 1265 – signed into law as Chapter 30)

Element Detail 4c: Revise funding formula weight for **special education students.**

Design Assumptions:

1. State and federal law require school systems to identify, locate, and evaluate all students who have or are suspected of having disabilities and in need of special education and related services.
2. To ensure students are not misidentified as being disabled, the law defines a list of eligible disabilities and students must meet one of those criteria.
3. The timeline for identifying, locating, and evaluating students for special education and related services is established in State and federal law and regulation. Parental consent is required for students to be evaluated. An Individualized Education Plan (IEP) must be developed within 30 days of the date a student is identified as a student with a disability.
4. Federal law (IDEA) requires that schools provide a free appropriate public education (FAPE) to students identified as having a disability. Federal law defines FAPE as the provision of special education and related services that are provided at public expense and without charge to the parent, that meet standards set by the state education agency, and that are provided in conformity with individualized education plans (IEPs) that meet the requirement of IDEA.
5. The United States Supreme Court, in *Endrew F. v. Douglas County School District*, 137 S. Ct. 988 (2017), held that FAPE must be tailored to the unique needs of a particular student and that the school system must offer an IEP that is reasonably calculated to enable a student to make progress appropriate in light of the student's circumstances. The court ruled that a student's education program must be "appropriately ambitious" in light of his or her unique circumstances. The court also held that a student's IEP must include a statement of measurable annual academic and functional goals and enable a student to be involved in and make progress in the general education curriculum.
6. HB1415 was enacted in the 2018 session and it required MSDE, in consultation with DBM and DLS, to contract for an independent study to evaluate funding

methodologies used nationally and internationally and make recommendations regarding the appropriate level of funding for special education students in Maryland.

7. Differentiated weights are preferred in principle, but APA proposed a blended weight. It is anticipated that the special education study required by HB 1415 will propose differentiated weights. In the meantime, the Commission will propose a single placeholder weight.
8. To provide special education resources, local school systems spend more than the current funding formula provides.
9. Total State and local expenditures on special education equaled \$1.567 billion in fiscal 2015. Of this, the State provided \$272 million, or 17.3% of the total. Thus the local funding accounted for the remaining \$1.296 billion.
10. A weight of 2.18 is recommended as the “stop-gap” weight until the completion of the special education study required by HB1415 and until any recommendations of the study are implemented in law. This weight is calculated based on the fiscal 2015 foundation per pupil base of \$6,860. For context, the weight in current law is 0.74. The weight will be recalculated once the Commission determines a new foundation base such that an equivalent amount of State funds are generated as the weight of 2.18 would generate.
11. The result of this stop gap weight is that State funding, in fiscal 2015 dollars, increases by 195% from \$272 million to \$800 million. This increases the State proportion of expenditures from 17% to 51%.

Implementation Considerations:

1. Because a special education study required by HB 1415 is due by December 2019, the new weight may be revised again in response to the study recommendations. It is anticipated that the placeholder weight recommended by the Commission may be in place for up to 3 years while the completed study is being reviewed and incorporated into State law.
2. Although school districts will have discretion in repurposing approximately \$529 million in local funds, they are encouraged to reinvest a portion back into special education as appropriate to provide a robust level of services to meet the needs of the special education students.

Table 1
Fiscal 2015 Special Education Expenditures

<u>Adjusted Total Expenditures*</u>	<u>Fall 2014 Enrollment</u>	<u>Per Pupil Expenditures</u>	<u>Equivalent Weight**</u>
\$1,567,335,305	104,618	\$14,982	2.18

* Fiscal 2015 Selected Financial Data, excluding federal funds, infants and toddlers, and nonpublic placements. Includes fixed charges.

** Weight assumes current law per pupil base of \$6,860 in fiscal 2015 (weight of 0.74). Assuming the APA recommended base of \$10,880, the equivalent weight is 1.38.

Table 2
Fiscal 2015 Special Education State Aid

	<u>State Aid</u>	<u>% of Adjusted Total Expenditures</u>
Actual	\$271,702,887	17.3%
Using 2.18 Weight	800,442,277	51.1%
Difference	\$528,739,390	33.7%
% Difference	194.6%	

Element Detail 4d: Revise funding formula weight for **English Learner** students.

Design Assumptions:

1. The Commission’s preliminary report recommends increasing support for at-risk students, including special education, low-income, and EL
2. Because most of EL students also qualify for compensatory education funding, the compensatory education weight will provide for academic and social/emotional supports. Therefore, the EL weight as recommended by APA is only reflective of resources needed to specifically support language acquisition.
3. In addition to what APA recommended, the EL weight should be increased to allow for the provision of a family liaison or services specific to supporting families and connecting home to school. The services that a family liaison would provide or coordinate could include: translation services for communication between school personnel and parents through a bilingual liaison, cultural competency training for school personnel, other family support and family engagement, and referrals to outside resources that a school may not be able to directly provide. A school can determine what services would best meet the needs of their students.
4. EL teachers must have specialized training, proficiency in the other language(s), and cultural competency.

Implementation Considerations:

1. The workgroup is concerned that changes at the federal level relating to immigration status of documented and undocumented students will result in an undercounting of students for compensatory education purposes. It may be necessary to adjust the EL weight to ensure that students who would otherwise qualify for compensatory education would receive the resources they need to be successful. It will be important to establish methods to identify low income immigrant students.