# Commission on Innovation and Excellence in Education

***William E. Kirwan, Chair***

**Agenda**

Session 1 and Session 2

**October 12, 2017**

**10:00 a.m.-3:30 p.m.**

**120 House Office Building, Annapolis, Maryland**

---

**10:00 a.m. Chair's Opening Remarks**

**10:10 a.m. Achieving Proficiency for All**

- Robert E. Slavin and Nancy A. Madden
  Center for Research and Reform in Education, Johns Hopkins University and Success for All Foundation

**11:00 a.m. Reaching Consensus**

- Building Block 7 – Career and Technical Education

**11:30 a.m. Lunch Followed by Breakout Group Discussions (*Lunch Provided for Commissioners and Staff in Room 180)***

**12:30 p.m. Breakout Group Report Out (5-10 minutes each)**

**1:00 p.m. Invited Stakeholder Panels**

1. **Maryland Association of Boards of Education (MABE) and Public School Superintendents' Association of Maryland**
   - Tolbert Rowe, Caroline County Board of Education and MABE President-Elect
   - Superintendent D'Ette W. Devine, Cecil County Public Schools
   - Superintendent Theresa R. Alban, Frederick County Public Schools

2. **Maryland State Education Association (MSEA) and Baltimore Teachers' Union (BTU)**
   - Betty Weller, President, MSEA
   - Sean Johnson, Assistant Executive Director of Political and Legislative Affairs
   - Steven Hershkowitz, Policy and Research Specialist

- Marietta English, President of the AFT-Maryland and BTU
- Kenya Campbell, Secretary-Treasurer of the AFT-Maryland and Teacher Chapter Chair of the BTU
- Todd Reynolds, Political Coordinator for the AFT-Maryland

3. **Maryland Education Coalition**
   - Rick Tyler, Maryland Education Coalition Co-chair
   - Bebe Verdery, ACLU of Maryland Education Reform Project
   - Latisha Corey, President, Maryland PTA
   - Ellie Mitchell, Executive Director, Maryland Out of School Time Network
   - Shamarla McCoy, Education Policy Director, Advocates for Children and Youth

4. **Arts Education in Maryland Schools Alliance**
   - Mary Ann Mears, Sculptor, Founder, and Trustee
   - Martin Knott, Trustee

5. **Career Apprenticeships**
   - Secretary Kelly Schulz, Department of Labor, Licensing, and Regulation
   - Tim Bojanowski, Zest Social Media Solutions

6. **Child Care/Prekindergarten Providers**
   - Tracy Jost, Kid's Campus Early Learning Center
   - Crystal Hardy-Flowers, Little Flowers Early Childhood and Development

**3:15 p.m. Chair's Closing Remarks and Adjournment**

***(Box dinners available for Commissioners attending Baltimore City public hearing beginning at 5:00 p.m.)***

***Next Meeting: Wednesday, October 25, 2017 9:30 a.m. – 5 p.m. followed by Central/Southern Maryland public hearing 6:30-8:30 p.m., Largo High School, Upper Marlboro, Maryland***

# Achieving Proficiency for All: Maryland's Opportunity

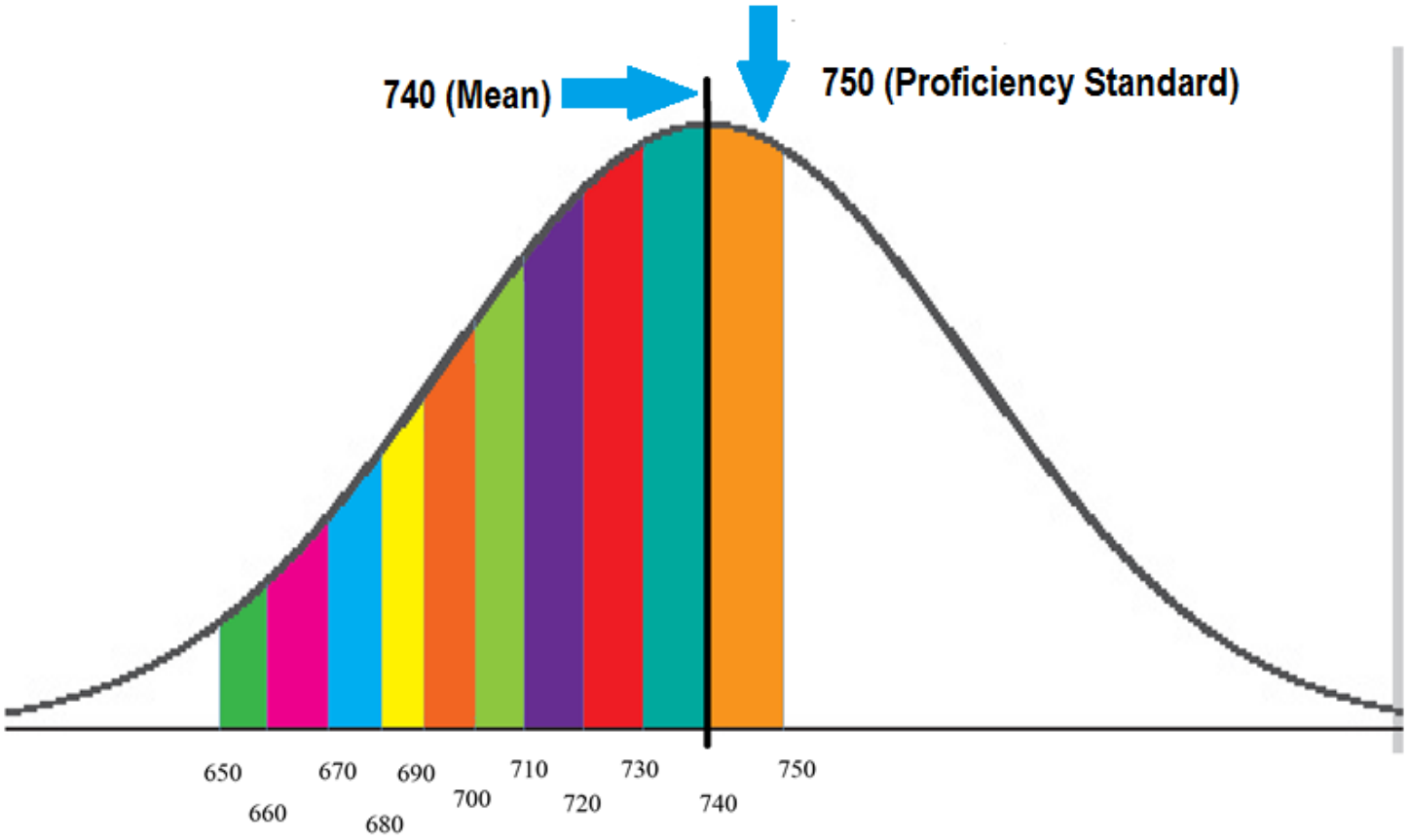
Robert E. Slavin
Center for Research and Reform in Education
Johns Hopkins University

# The Problem

- Maryland is among the top 3 states in household income
- Yet its NAEP achievement is mediocre:
  - 30th in 4th grade reading
  - 19th in 8th grade reading
  - 30th in 4th grade math
  - 26th in 8th grade math

<u>This must change</u>

# Approximate Distribution of Maryland PARCC Scores




- Many approaches can improve students by one band
- Only tutoring can improve by two bands or more
- For students in lower bands, multiple years of tutoring will be needed

| The Job to be Done: Proficiency for All | | |
|---|---|---|
| **Proficiency goal in reading and math on PARCC: 750** | | |
| **Average PARCC Score** | **Distance to go (in effect sizes)** | **Proportion of All MD Students (Approx.)** |
| 747 | +0.06 | 4.0 |
| 740 | +0.20 | 7.9 |
| 730 | +0.40 | 7.9 |
| 720 | +0.60 | 7.6 |
| 710 | +0.80 | 7.0 |
| 700 | +1.00 | 6.2 |
| 690 | +1.20 | 5.3 |
| 680 | +1.40 | 4.4 |
| 670 | +1.60 | 3.4 |
| 660 | +1.80 | 2.6 |
| 650 | +2.00 | 1.9 |
| <650 | | 1.8 |
| TOTAL | | 60.0 |

# Proven Programs as the Core of Response to Intervention

**<u>Tier 3</u>: Intensive, individual programs**

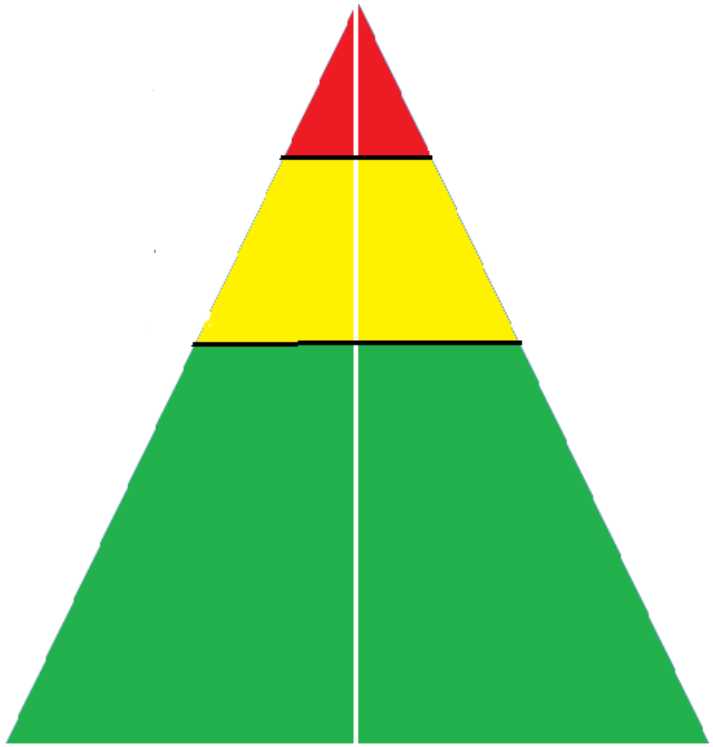
- **Proven one-to-one tutoring**

**<u>Tier 2</u>: Targeted group programs**

- **Proven one-to-small-group tutoring**

**<u>Tier 1</u>: Core instruction**

- **Proven classroom programs**



# Tier 1 Approaches

- Proven programs can add one band-but for all students.
- Proven programs can reduce need for tutoring.
- Examples:
  - School turnaround approaches
  - Cooperative learning approaches
  - Some technology approaches

# Proven Classroom Approaches for Tier 1

| Numbers of Reading and Math Programs Meeting Evidence for ESSA Standards | | | | |
|---|---|---|---|---|
| | Strong | Moderate | Promising | Total |
| Reading | | | | |
| Elementary | 33 | 7 | 13 | 53 |
| Secondary | 14 | 1 | 4 | 19 |
| Total Reading | 47 | 8 | 17 | 72 |
| Mathematics | | | | |
| Elementary | 11 | 2 | 7 | 20 |
| Secondary | 4 | 1 | 4 | 9 |
| Total Math | 15 | 3 | 11 | 29 |
| | | | | |
| Total-Both Subjects | 62 | 11 | 28 | 101 |

# Proven Tier 2 Reading Approaches: One-to-Small Group Tutoring

| | Grades | Studies | Average ES | Study-Weighted Means |
|---|---|---|---|---|
| Butterfly Phonics (1-6) | 7 | 1 | +0.30 | |
| QuickReads (1-2) | 2-5 | 2 | +0.21 | |
| Lightning Squad (1-6) | 1-3 | 1 | +0.20 | |
| Tutoring with Alphie (1-6) | 1-3 | 2 | +0.43 | +0.30 |

# Proven Tier 3 Reading Approaches: One-to-One Tutoring

| | Grades | Studies | Average ES | Study-Weighted Means |
|---|---|---|---|---|
| Reading Recovery | 1 | 4 | +0.43 | |
| Lindamood | K-2 | 2 | +0.68 | |
| Targeted Reading | K-1 | 2 | +0.21 | |
| Alphies Alley | 1 | 1 | +0.53 | |
| Reading Rescue (Teacher) | 1 | 1 | +1.08 | |
| Perry Beeches | 7 | 1 | +0.36 | |
| Sound Partners | K-1 | 4 | +0.58 | |
| Reading Rescue (Para) | 1 | 1 | +0.89 | |
| SMART | 1-2 | 1 | +0.48 | |
| REACH | 7-8 | 1 | +0.42 | +0.54 |

# Tutoring Resources and Schedules

## Tutoring Sessions

- One-to-one: 30 minutes (10 30-min. sessions per tutor = 10 students per day).
- One-to-small group: 45 minutes (7 45-min. sessions per tutor = 7 x 4 = 28 students per day).

## Amount of Tutoring Per Child

- As much as needed, up to multiple years if necessary.

## Professional Development

- Initial training from provider of proven program.
- Ongoing coaching from provider's staff and lead tutor in school.

## Tutoring Need and Numbers of Students in an Elementary School of 450 With 60% Below Proficient (n=270)

| Actual or Predicted PARCC | N | Tier 2 Tutor/Years per Student | Tier 2 Tutor Years | Tier 3 Tutor Years Per Student | Tier 3 Tutor Years |
|---|---|---|---|---|---|
| 747 | 18 | 0 | 0 | 0 | 0 |
| 740 | 36 | 1 | 36 | 0 | 0 |
| 730 | 36 | 2 | 72 | 0 | 0 |
| 720 | 34 | 3 | 102 | 1 | 34 |
| 710 | 32 | 4 | 128 | 2 | 64 |
| 700 | 28 | 3 | 84 | 3 | 84 |
| 690 | 24 | 3 | 72 | 3 | 72 |
| 680 | 20 | 3 | 60 | 3 | 60 |
| 670 | 15 | 3 | 45 | 3 | 45 |
| 660 | 12 | 3 | 36 | 3 | 36 |
| 650 | 9 | 3 | 27 | 3 | 27 |
| <650 | 6 | 3 | 18 | 3 | 18 |
| Total | 270 | | | | |
| Daily tutoring need per year | | | 680 tutor years | | 440 tutor years |
| Divided by 6 years | | | ÷ 6=113 students tutored daily, groups of 4 | | ÷ 6=73 students tutored daily |
| Tutors needed | | | Seven 45-min sessions daily= 28 students served per tutor=4 tutors | | Ten 30-min sessions daily per tutor = 7.3 tutors |
| Total | | | | 11.3 tutors<br>+ 1 lead tutor<br>12.3 tutors | |

# Tutoring Need and Numbers of Students in a Middle School of 450 With 60% Below Proficient (n=270)

| Actual PARCC Score | N | Tier 2 Tutor/Years per Student | Tier 2 Tutor Years | Tier 3 Tutor Years Per Student | Tier 3 Tutor Years |
|---|---|---|---|---|---|
| 747 | 18 | 0 | 0 | 0 | 0 |
| 740 | 36 | 0 | 0 | 0 | 0 |
| 730 | 36 | 1 | 36 | .5 | 18 |
| 720 | 34 | 1 | 34 | .5 | 17 |
| 710 | 32 | 2 | 64 | 1 | 32 |
| 700 | 28 | 2 | 56 | 1 | 28 |
| 690 | 24 | 3 | 72 | 1 | 24 |
| 680 | 20 | 3 | 64 | 1 | 20 |
| 670 | 15 | 3 | 45 | 1 | 15 |
| 660 | 12 | 3 | 36 | 1 | 12 |
| 650 | 9 | 3 | 27 | 1 | 9 |
| <650 | 6 | 3 | 18 | 1 | 6 |
| Total | 270 | | | | |
| Daily tutoring need per year | | | 448 tutor years | | 781 tutor years |
| Divided by 3 years | | | ÷ 3=150 students tutored daily | | ÷ 3=60 students tutored daily |
| Tutors needed | | | Groups of 4, seven 45-min sessions daily= 28 students per tutor=5.4 tutors | | Ten 30-min sessions per week per tutor = 6 tutors |
| Total | | | | 11.4 tutors<br>+ 1 lead tutor<br>12.4 tutors | |

| Estimated Annual Costs of Proposed Plan to Increase Student Success Statewide | | | |
|---|---|---|---|
| **Category** | **Unit Costs (Salary + Benefits)** | **Number** | **Total Cost** |
| Teachers | $84,000 | | |
| Elementary (400,000 students) | | 12.3 per 450 students =10,934 | $918,456,000 |
| Middle (200,000 students) | | 12.4 per 450 students =5512 | $463,008,000 |
| | | | |
| Proven programs for Tier 1 ($200 x 60% students below "proficient") | | | $72,000,000 |
| | | | |
| TOTAL | | | $1,453,464,000 |

# Cost

- Total cost for all schools in Maryland: $1.46 billion/year (at full implementation)

Offsets: Resources and Savings

- APA already has $519 million for tutoring
- Potential special ed savings estimated at $379 million

Net Cost

- $555 million
- 4.5% of current expenditures

# Resources and Savings to Support Tutoring

| Resources in APA Plan | Number of Teachers | Cost @ $84,159 |
|---|---|---|
| | | |
| Tutors | | |
| 1 per 450 students | 1956 | $164 mil |
| 1 per 125 low-performing students | 4224 | $355 mil |
| Total savings from APA plan | | $519 mil |
| | | |
| Special Education | | |
| 1 teacher, 1 aide per 150 students-reduce need by half | Teachers 5920/2=2960<br><br>Aides 5920/2=2960 | $249 mil<br><br>$130 mil |
| Total savings from special ed | | $379 mil |
| | | |
| Total resources and savings | | $898 million |

# Phase-In

- Start with early grades, disadvantaged schools
- Study and improve process over time

# Why Will This Matter?

- While the proposed approach is unprecedented, tutoring using proven models is virtually certain to improve achievement.
- Proven tutoring and Tier I models are ready to go. Impacts will be seen quickly.
- Tutoring is expensive, but cost-effective, and will save money now being spent ineffectively.

# Robert E. Slavin

- Director, Center for Research and Reform in Education, Johns Hopkins University
- Published more than 300 articles, 22 books
- Winner of many awards, including the Thorndike Award, highest award made by APA for Educational Psychology
- Co-developer of the Success for All whole school improvement model, and many other proven programs, working in more than 1000 schools worldwide
- For more information:

rslavin@jhu.edu
www.evidenceforessa.org
www.bestevidence.org

# Achieving Proficiency for <u>All</u>:

# Maryland's Opportunity

**Robert E. Slavin**

**Johns Hopkins University**

**-Concept Paper –**

**October, 2017**

## Executive Summary

Maryland has one of the highest household incomes in the U.S., yet its achievement levels on the National Assessment of Educational Progress (NAEP) are mediocre, falling behind much less wealthy jurisdictions. Our state needs major, rapid reform to enable its students to achieve higher college and career standards.

This proposal outlines a statewide approach intended to enable virtually all students in Maryland to reach the rigorous "proficient" level on PARCC. The core of the approach is one-to-one and small-group tutoring in a Response to Intervention (RTI) framework. The proposal envisions using proven tutoring models and providing funding to enable all schools to hire sufficient teachers to ensure that all students reach the "proficient" standard, some within just one year and almost all of the rest over a period of years.

The proposal lists specific proven classroom and tutoring models, the impact they have had, and the amount using these models could advance Maryland's students toward proficiency. The proposed project is unprecedented in its estimates of the costs necessary to implement RTI statewide in a systematic attempt to ensure proficiency for all, reduce special education placements, and add to knowledge. However, the key components of the approach, particularly proven classroom and tutoring approaches, already exist today, and are ready to be implemented immediately and on a substantial scale. Maryland schools need other reforms as well, but use of proven tutoring approaches in an RTI framework is uniquely capable of being effectively implemented statewide within a relatively brief phase-in period and to show powerful effects in reducing achievement gaps, reducing need for special education, and increasing statewide academic performance.

## Introduction

The Kirwan Commission, to fulfill its charge to review adequacy of state funding and to make other recommendations to ensure excellence in K-12 public schools, has an extraordinary challenge, but also an extraordinary opportunity. The report by Augenblick, Palaich, and Associates (APA) does a good job in describing the goals and laying out key investments, with associated costs. The plan could maintain Maryland's status as a good state for education, commensurate with its wealth and current commitment to educate its students.

However, Maryland needs, as the Commission has indicated, a vision for a rapid and substantial improvement in its outcomes. One of the wealthiest states, Maryland scores far below its peers on NAEP reading and math. The charge to the Kirwan Commission reflects this urgency: "to ensure all students have an opportunity to meet the state's proficiency standards and be prepared for college and/or careers."

Today, the state is very far from this goal. On the 2017 PARCC tests, only about 40% of students reached "proficient" in reading and math. Is "all children proficient" merely an aspirational goal, or could it be attained?

This proposal illustrates how Maryland, mostly using funds already proposed by APA, could in fact enable almost all of its students to achieve proficiency. This assertion is based on the use of programs already in existence and proven to be effective, especially one-to-one and small-group tutoring programs in a Response to Intervention (RTI) context. In addition, the plan assumes an ongoing process of effective implementation, monitoring, evaluation, and incremental continuous improvement over time, so that the ultimate goals can be successfully met. I understand the Commission is considering strong accountability oversight of the process and its outcomes, and this should be part of the process as well.

==========

TABLE 1 AND FIGURE 1 HERE

==========

The Job to be Done

At each tested grade level (3-8), proficiency on the state's PARCC reading and math tests is defined as a score of 750. Available tests in grades K-2 can be scaled to correspond to this standard. Table 1 shows how much students scoring below that level (60% of students in the state) would have to gain in order to meet the criterion. The amounts assume approximate statewide mean scores of 740 and a standard deviation of 50. They also assume that students have Tier 1 (classroom) instruction that uses proven approaches that can add to the impact of tutoring (see below). Figure 1 shows the same information according to the percent of students at each point on a normal curve.

To understand Table 1, consider students scoring 740. They only have to gain 10 points to achieve proficiency. In effect size terms, this is 20% of a standard deviation, or effect size = +0.20. Most educational programs that have been researched to date cannot routinely produce effect sizes of +0.20, but there are some that can do so for entire classes and schools. These are described on the Evidence for ESSA website (see www.evidenceforessa.org), from our Center for Research and Reform in Education at Johns Hopkins University.

==========

TABLE 2 HERE

==========

Now consider students scoring 730, who must gain 20 points on PARCC, an effect size of +0.40. Only one type of educational intervention frequently produces outcomes that large in

rigorous evaluations: one-to-one and one-to-small-group tutoring (up to one-to-six). Table 2 lists tutoring programs in reading and math that have been evaluated in high-quality evaluations. One-to-one tutoring is almost twice as effective as small group tutoring in reading, but both are far more effective than providing no tutoring. Many tutoring approaches do reach an effect size of +0.40.

Now consider students scoring around 720, who need 30 points to reach proficiency, or an effect size of +0.60. Some tutoring programs reach this level, but few if any non-tutoring programs do.

The students scoring 710 (needing 40 points) and 700 (needing 50 points) need levels of success that have never been attained before on a statewide level, effect sizes of +0.80 and +1.00, respectively. How do we reach this group, about 13% of Maryland children?

The answer for these students, and many others, would appear to be *multiple years of tutoring.* Much of the rhetoric about tutoring has assumed that students struggling in reading just need one great year of one-to-one tutoring and they will achieve proficiency and maintain it. Yet research does not support this. In order to achieve and sustain substantial gains, beyond ES=+0.60, students may need multiple years of tutoring. No one has studied the provision of tutoring to the students who need it most over many years during their elementary and middle school careers, but it seems logical that this would be a powerful means of helping the lowest achievers attain, or at least closely approach, proficiency on PARCC or similar assessments, especially if combined with other interventions (see below). For example, one study of one-to-one tutoring by teachers over 2 ½ years found particularly large impacts (effect size = +0.68).

The students with the greatest difficulties, those scoring below 700, represent about 19% of all Maryland students. These students can also achieve proficiency, but it will require multiple years of one-to-one tutoring targeted to their needs.

Response to Intervention (RTI)

Response to Intervention (RTI) is a widely known organizing scheme for providing educational services for struggling students. RTI suggests three "tiers" of service. Tier 1 is improving classroom instruction, Tier 2 providing less intensive remedial services, and Tier 3 providing very intensive services.

This concept paper advocates a very specific application of RTI. First, it emphasizes use of *proven programs* in all tiers. These are programs that have been compared to control groups in rigorous experiments and found to be significantly more effective than ordinary practices.

Second, in Tiers 2 and 3, this RTI model specifies use of proven tutoring approaches. As noted earlier, no other approach has such powerful impacts. Tier 2 is assumed to mean small-group tutoring, averaging one to four, but no more than one to six, and Tier 3 is assumed to mean one-to-one tutoring. Other services may be necessary for struggling students, such as services to solve social-emotional or behavioral problems, reduce truancy, ensure that students have eyeglasses if they need them, and so on, but the core RTI service stream proposed here is use of proven programs in classrooms and schools (Tier 1), small group tutoring for students who need it (Tier 2), and one-to-one tutoring for students for whom small group tutoring is not sufficient (Tier 3). Figure 2 depicts this organization of services.

==========

FIGURE 2 HERE

==========

RTI is very widely advocated. However, nowhere is RTI implemented at anywhere near significant scale with sufficient tutoring or a sufficient focus on proven programs to substantially improve achievement or reduce special education rates.

## Interventions Beyond Tutoring

This concept paper emphasizes tutoring because it is the most effective intervention we have in hand today, and because it has the clearest cost implications for the Kirwan Commission's charge. However, there are many much lower-cost interventions available that have strong evidence of effectiveness for all students, not just struggling learners. These should be used as classroom Tier 1 approaches, in the RTI framework.

Proven programs of all kinds, meeting the evidence standards of the federal Every Student Succeeds Act (ESSA), can be found at www.evidenceforessa.org. There are more than 100 proven programs in reading and math for grades PK-12. Among these are whole-school reform models for elementary schools, such as Success for All and Positive Action, and for secondary schools, such as Talent Development High Schools and Building Assets, Reducing Risk (BARR). Professional development for teachers in cooperative learning and metacognitive skills are another example. Some technology programs meet evidence standards. All of these programs are widely used, ready for replication, and known to be effective, with effect sizes usually in the range of +0.20 to +0.30 (to add to effects of tutoring). These can significantly increase total impacts for students who receive tutoring, and extend benefits to whole schools, not just struggling students.

RTI models in math and in social-emotional learning may also be used, to improve outcomes in these areas and reduce need for Tier 2 and Tier 3 interventions and special education placements.

In grades 9-12, tutoring is not currently anticipated as a component of this plan. There are no proven tutoring models at the high school level. Some tutoring of high school students might be of benefit, but development and research are needed to establish what kinds of approaches might be effective at this level. Based on currently existing research, high school reform models designed to improve graduation rates, prepare students for college and careers (such as Career and Technical Education), and deal with behavior and social-emotional problems, may be selected by schools. These could include whole-school high school reform models such as Talent Development High Schools, BARR, ISA, and other approaches.

Practicalities

The Kirwan Commission is charged with recommending adequate funding, not designing instructional strategies for the whole state. However, it is worth considering how a reform approach based on tutoring within an RTI context might work in practice, and how the details affect the costs.

Proven Classroom Programs (Tier 1)

In selecting programs to serve as Tier 1 (preventive) interventions, schools should be given resources based on the number of students scoring below "proficient" on PARCC. However, these programs may be used for all students in a given school or grade level. For example, a school might select beginning reading programs or middle school math programs or

schoolwide behavior management approaches proven to be effective, with a goal of increasing overall achievement and reducing the need for Tier 2 and Tier 3 tutoring and special education. Funding for such programs will generally be expected to be used for proven programs selected by school staffs and district leaders, which would enable schools to engage with providers who supply materials, software, and professional development.

## Proven Tutoring Models (Tier 2 and Tier 3)

This concept paper assumes that schools will select tutoring programs that have been shown to work in rigorous evaluations. These would include the programs listed in Table 2, plus additional programs to be successfully evaluated in the future. Districts or possibly MSDE could contract with providers to supply materials, software, training, and follow-up coaching to the tutors. Use of proven models, and adhering to the strategies they used in their successful evaluations, is an essential element of the plan outlined in this paper, as there is little evidence that simply hiring tutors and having them make up their own strategies will have the impact needed to accomplish the state's goals for underperforming students.

## Tutoring Schedules and Group Sizes

Tutoring would be scheduled throughout the day during times other than core reading and math instruction. One-to-one tutoring would be scheduled in half-hour blocks, and one-to-small group in 45-minute blocks. Small-group sessions may involve two to six students at a time. I have estimated a mean group size of four.

Tables 3A and 3B suggest amounts of tutoring to be provided to students over their time from kindergarten to eighth grade. The table shows the number of "tutor-years" for students at

given distances from proficiency*. A teacher of small-group sessions would be expected to see about seven groups, and therefore 28 students in groups of four, over a five-hour tutoring day (leaving time for planning, supervision, and breaks). A one-to-one tutor would see 10 students in 30-minute sessions, on the same basis.

A "tutor-year" is equivalent to service given to one struggling reader every day for a year, either individually or in a small group. Schools might decide, based on a student's needs, to provide varying amounts of tutoring at different times. For example, a student who qualifies for two "tutor years" might receive four half-years in each of grades 1, 2, 4, and 6. Although reading should be the primary focus of tutoring, because it is the key to virtually all school learning, schools may also decide to allocate tutoring services to math, if this is the greatest area of need for certain students.

Table 3A shows estimated needs for tutoring in grades K-5, and 3B shows needs in grades 6-8.

=======

TABLES 3A and 3B HERE

========

Table 3A estimates that 113 students in an elementary school of 450 would receive Tier 2 group tutoring each day in sessions of 45 minutes. Tier 2 groups would average 4 students. This would require a total of 4 tutors, seeing 28 students (7 sessions x 4 students per session) each day. In addition, approximately 73 students would receive Tier 3, one-to-one tutoring each day, in 30-minute sessions. If tutors teach 10 sessions per day, this requires 7.3 tutors, for a total of

* The data are actually "bands" around a given mean. For example, 730 represents students scoring 725-735.

11.3 tutors for a school of 450. A lead tutor would also be designated to help all tutors in the school.

For a model middle school (Table 3B), we estimate, using similar logic, that 150 students in a middle school of 450 students would receive Tier 2 tutoring each day in groups of 4, requiring 5.4 tutors. In addition, another 60 students would receive one-to-one tutoring for 30 minutes daily (or 3 times a week in 45-minute periods). This would require 6 tutors, for a school total of 11.4 tutors, plus a lead tutor, for a total of 12.4.

========

Table 4 Here

=========

Costs

The costs of the tutoring and other proven programs and services are estimated in Table 4. These costs would apply when the proposed model is fully implemented, and would of course be phased in over time.

The numbers of teacher tutors in Table 4 are drawn directly from Tables 3A and 3B. These estimates were based on average schools of 450 students, with 60% not achieving "proficient" on PARCC. To expand these to the whole state, I assumed 400,000 students in grades K-5 and 200,000 in grades 6-8, as shown in Table 4. I then multiplied the average compensation ($84,000) by the anticipated need for tutors.

I also included $200 for each student not meeting the "proficient" standard for use in adopting proven programs for grades PK-8. These are intended to serve as Tier 1 prevention programs. $200 x 360,000 students=$72,000,000.

Adding together these figures, I get an estimate of $1,453,464,000 when the plan is in full operation. Subtracting funding already in the APA plan for tutoring ($519 mil) and savings from reduced need for special education ($379 mil), the net cost would be $555,464,000. (See below and Table 5). Considering current state education costs of $13,890 x 880,000 students = $12,334,320,000, the proposed cost would be 4.5% more than current expenditures.

Resources and Savings to Support Tutoring

The APA plan, summarized on pp. 11-13 of Appendix F, already contains some tutoring resources. Also, intensive tutoring over multiple years is expected to reduce the need for special education services for high-incidence disabilities. These offsets are summarized in Table 5.

==========

TABLE 5 HERE

==========

Tutoring Resources in the APA Plan

The APA plan anticipates one tutor for every school of 450 students, plus one for every 125 at-risk students (I use the term low-performing, meaning scoring less than 750 on PARCC or similar assessments). These tutoring positions add up to 6180 teacher-tutors statewide, at an annual cost of $519 million.

Savings Due to Reduced Needs for Special Education

Special education is budgeted in the APA report, using their “evidence-based” (EB) formula, at one teacher and one aide for every 150 students, for a total of 5920 teachers and 5920

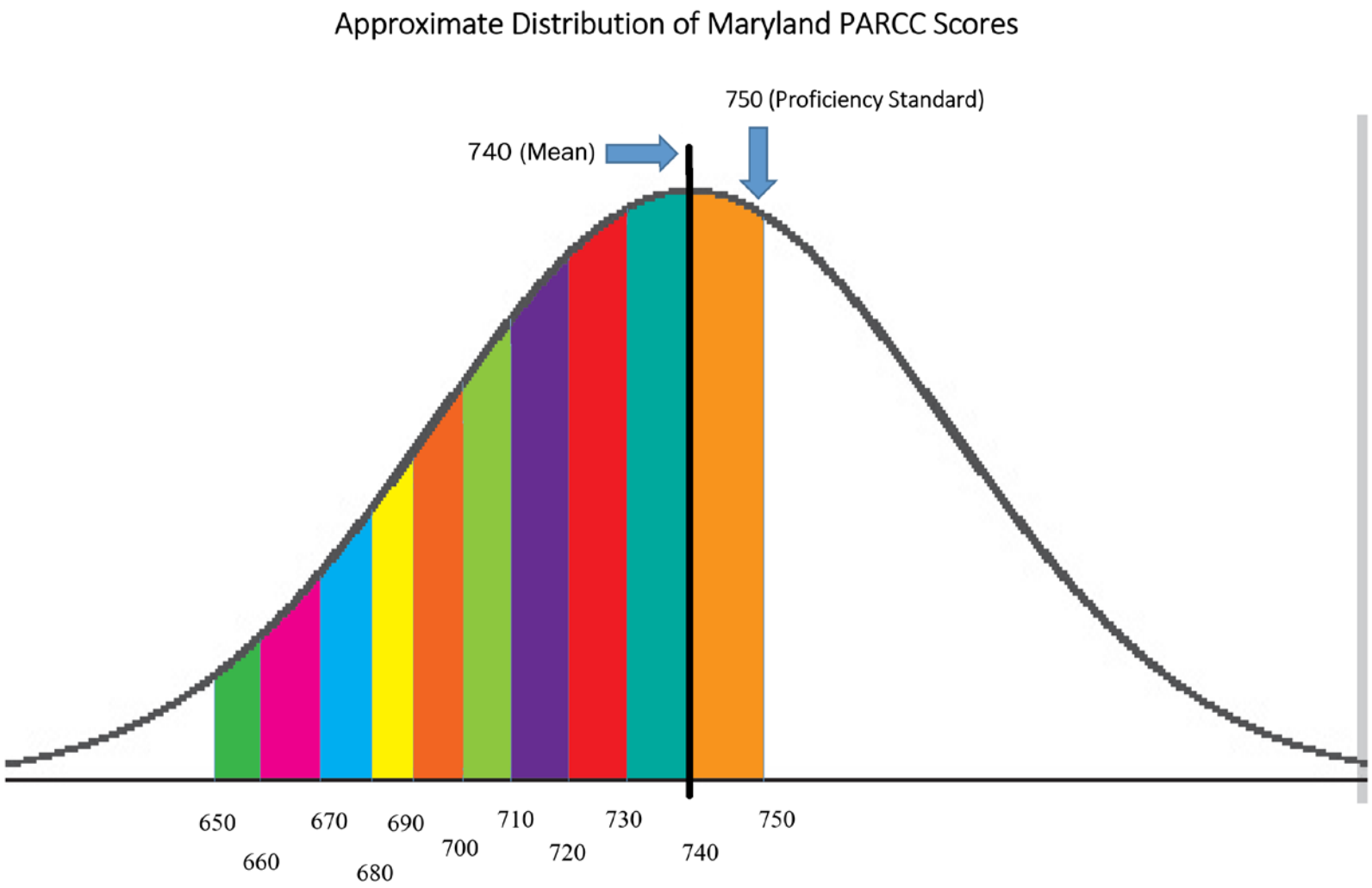
aides statewide, at a cost of $758 million. If special education placements are reduced, all costs of special education, including these, would be reduced.

Approximately 12% of Maryland students are now in special education. Most of these are in "high incidence" categories, especially learning disabilities, speech/language, and attention deficit disorders. With multi-year one-to-one tutoring, it is likely that these categories could be greatly reduced, perhaps by as much as 65% of all placements in special education. Because students in high-incidence categories are usually taught in regular classes all or part of the day, they cost less than students in low-incidence categories, so the economic impact is difficult to estimate. However, if the provision of multi-year one-to-one tutoring and other Tier 1, 2, and 3 services is able to reduce special education assignments by 65%, the impact on the APA estimates might be to cut costs in half, from $758 million to $379 million per year.

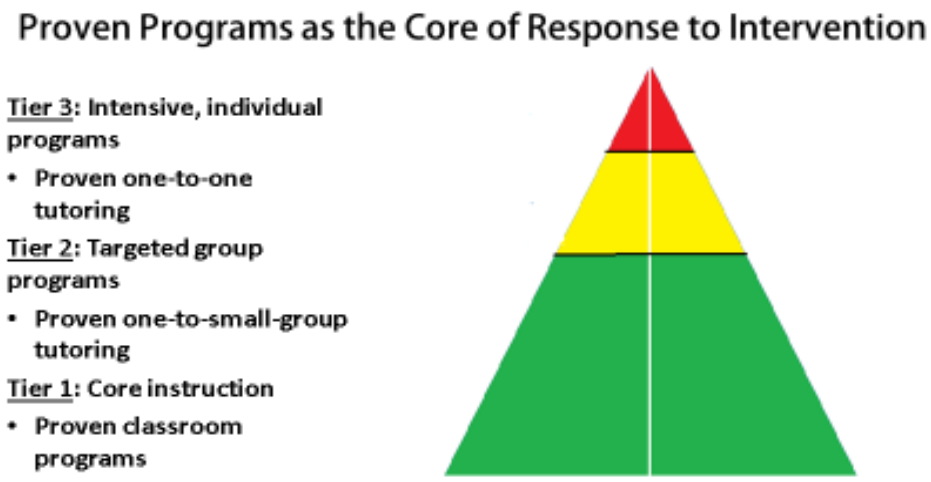
Phase-In

The investments and interventions outlined in this plan should be phased in over a period of time. This would soften the impact on state and local finances, enable MSDE, districts, and states to learn how to use the new resources effectively, and facilitate studies of the use and impacts of tutoring and other elements. This process would align with the Commission's preliminary discussion of strict management accountability to ensure effective use of new funding on faithful implementation of proven programs, to study ways to maximize impacts and ensure cost-effectiveness, and to evaluate overall impacts of the new policies as they roll out across the state.

Figure 1


Approximate Distribution of Maryland PARCC Scores
750 (Proficiency Standard)
740 (Mean)
650
660
670
680
690
700
710
720
730
740
750

# Figure 2


Proven Programs as the Core of Response to Intervention
Tier 3: Intensive, individual programs
• Proven one-to-one tutoring
Tier 2: Targeted group programs
• Proven one-to-small-group tutoring
Tier 1: Core instruction
• Proven classroom programs

| **Table 1**<br>**The Job to be Done: Proficiency for All** | | |
|---|---|---|
| Proficiency goal in reading and math on PARCC: 750 | | |
| Average PARCC Score | Distance to go (in effect sizes) | Proportion of All MD Students (Approx.) |
| 747 | +0.06 | 4.0 |
| 740 | +0.20 | 7.9 |
| 730 | +0.40 | 7.9 |
| 720 | +0.60 | 7.6 |
| 710 | +0.80 | 7.0 |
| 700 | +1.00 | 6.2 |
| 690 | +1.20 | 5.3 |
| 680 | +1.40 | 4.4 |
| 670 | +1.60 | 3.4 |
| 660 | +1.80 | 2.6 |
| 650 | +2.00 | 1.9 |
| <650 | | 1.8 |
| TOTAL | | 60.0 |

**Table 2**
**Tutoring Programs in Reading and Math Meeting ESSA Evidence Standards**

**Reading Programs**

| **One-to-One** | **Grades** | **Studies** | **Average ES** | **Study-Weighted Means** |
|---|---|---|---|---|
| Reading Recovery | 1 | 4 | +0.43 | |
| Lindamood | K-2 | 2 | +0.68 | |
| Targeted Reading | K-1 | 2 | +0.21 | |
| Alphie's Alley | 1 | 1 | +0.53 | |
| Reading Rescue (Teacher) | 1 | 1 | +1.08 | |
| Perry Beeches | 7 | 1 | +0.36 | |
| Sound Partners | K-1 | 4 | +0.58 | |
| Reading Rescue (Para) | 1 | 1 | +0.89 | |
| SMART | 1-2 | 1 | +0.48 | |
| REACH | 7-8 | 1 | +0.42 | +0.54 |
| | | | | |
| **One-to-Small Group** | | | | |
| Butterfly Phonics (1-6) | 7 | 1 | +0.30 | |
| QuickReads (1-2) | 2-5 | 2 | +0.21 | |
| Lightning Squad (1-6) | 1-3 | 1 | +0.20 | |
| Tutoring with Alphie (1-6) | 1-3 | 2 | +0.43 | +0.30 |
| | | | | |
| **Math Programs** | | | | |
| | **Grades** | **Studies** | **Average ES** | |
| **One-to-One** | | | | |
| Math Recovery | 1 | 1 | +0.30 | |
| Galaxy Math | 1 | 1 | +0.24 | |
| Catch-Up Numeracy | 2-6 | 1 | +0.21 | +0.25 |
| | | | | |
| **One-to-Small Group** | | | | |
| Number Rockets (1-3) | 1 | 1 | +0.34 | |
| Fraction Face-Off (1-3) | 4 | 2 | +0.51 | |
| Pirate Math (1-3) | 3 | 1 | +0.37 | |
| ROOTS (1-5) | K | 1 | +0.32 | |
| focusMATH (1-3) | 3-5 | 1 | +0.24 | |
| SAGA (1-2) | 9-10 | 1 | +0.23 | +0.36 |

| **Table 3A**<br>**Tutoring Need and Numbers of Students in an Elementary School of 450**<br>**With 60% Below Proficient (n=270)** | | | | | |
|---|---|---|---|---|---|
| Actual or Predicted PARCC | N | Tier 2 Tutor/Years per Student | Tier 2 Tutor Years | Tier 3 Tutor Years Per Student | Tier 3 Tutor Years |
| 747 | 18 | 0 | 0 | 0 | 0 |
| 740 | 36 | 1 | 36 | 0 | 0 |
| 730 | 36 | 2 | 72 | 0 | 0 |
| 720 | 34 | 3 | 102 | 1 | 34 |
| 710 | 32 | 4 | 128 | 2 | 64 |
| 700 | 28 | 3 | 84 | 3 | 84 |
| 690 | 24 | 3 | 72 | 3 | 72 |
| 680 | 20 | 3 | 60 | 3 | 60 |
| 670 | 15 | 3 | 45 | 3 | 45 |
| 660 | 12 | 3 | 36 | 3 | 36 |
| 650 | 9 | 3 | 27 | 3 | 2 |
| <650 | 6 | 3 | 18 | 3 | 18 |
| Total | 270 | | | | |
| Daily tutoring need per year | | | 680 tutor years | | 440 tutor years |
| Divided by 6 years | | | ÷ 6=113 students tutored daily, groups of 4 | | ÷ 6=73 students tutored daily |
| Tutors needed | | | Seven 45-min sessions daily= 28 students served per tutor=4 tutors | | Ten 30-min sessions daily per tutor = 7.3 tutors |
| Total | | | | 11.3 tutors<br>+ 1 lead tutor<br>12.3 tutors | |

| Table 3B<br>Tutoring Need and Numbers of Students in a Middle School of 450<br>With 60% Below Proficient (n=270) | | | | | |
|---|---|---|---|---|---|
| Actual PARCC Score | N | Tier 2 Tutor/Years per Student | Tier 2 Tutor Years | Tier 3 Tutor Years Per Student | Tier 3 Tutor Years |
| 747 | 18 | 0 | 0 | 0 | 0 |
| 740 | 36 | 0 | 0 | 0 | 0 |
| 730 | 36 | 1 | 36 | .5 | 18 |
| 720 | 34 | 1 | 34 | .5 | 17 |
| 710 | 32 | 2 | 64 | 1 | 32 |
| 700 | 28 | 2 | 56 | 1 | 28 |
| 690 | 24 | 3 | 72 | 1 | 24 |
| 680 | 20 | 3 | 64 | 1 | 20 |
| 670 | 15 | 3 | 45 | 1 | 15 |
| 660 | 12 | 3 | 36 | 1 | 12 |
| 650 | 9 | 3 | 27 | 1 | 9 |
| <650 | 6 | 3 | 18 | 1 | 6 |
| Total | 270 | | | | |
| Daily tutoring need per year | | | 448 tutor years | | 781 tutor years |
| Divided by 3 years | | | ÷ 3=150 students tutored daily | | ÷ 3=60 students tutored daily |
| Tutors needed | | | Groups of 4, seven 45-min sessions daily= 28 students per tutor=5.4 tutors | | Ten 30-min sessions per week per tutor = 6 tutors |
| Total | | | | 11.4 tutors<br>+ 1 lead tutor<br>12.4 tutors | |

| **Table 4**<br>**Estimated Annual Costs of Proposed Plan to Increase Student Success Statewide** | | | |
|---|---|---|---|
| Category | Unit Costs<br>(Salary + Benefits) | Number | Total Cost |
| Teachers | $84,000 | | |
| Elementary<br>(400,000 students) | | 12.3 per 450 students<br>=10,934 | $918,456,000 |
| Middle<br>(200,000 students) | | 12.4 per 450 students<br>=5512 | $463,008,000 |
| | | | |
| Proven programs for Tier 1 ($200 x 60% students below "proficient") | | | $72,000,000 |
| | | | |
| TOTAL (Before offsets) | | | $1,453,464,000 |
| | | | |
| Offsets (From Table 5) | | | |
| Tutoring in APA Plan | | | ($519,000,000) |
| | | | |
| Special education savings | | | ($379,000,000) |
| | | | |
| Total offsets | | | ($898,000,000) |
| | | | |
| **Net Cost of Plan** | | | **$555,464,000** |

| **Table 5**<br>**Resources and Savings to Support Tutoring** | | |
|---|---|---|
| Resources in Offsets: APA Plan | Number of Teachers | Cost @ $84,159 |
| | | |
| Tutors | | |
| 1 per 450 students | 1956 | $164 mil |
| 1 per 125 low-performing students | 4224 | $355 mil |
| | | |
| Total tutoring staff from APA Plan | | $519 mil |
| | | |
| Special Education | | |
| 1 teacher, 1 aide per 150 students-reduce need by half | Teachers 5920/2=2960<br><br>Aides 5920/2=2960 | $249 mil<br><br>$130 mil |
| | | |
| Savings from special ed | | $379 mil |
| | | |
| **Total resources and savings** | | **$898 million** |

The seventh NCEE Building Block to a world–class education system is to "create an effective system of career and technical education and training." While Maryland does require career and technical education (CTE) programs to lead to either an industry–recognized credential or college credit, NCEE points out that this standard is less rigorous than the standard in top performing systems. That standard is a program of CTE study that results in an industry–recognized *certificate* that signifies a student is ready to begin a job that leads to a rewarding career.

The Commission recommends that Maryland should have an education system in which, students who are on track for college and career readiness (by the end of 10th grade for most students) have the opportunity to pursue rigorous career pathways that meet employment standards for a rewarding work life after graduating high school *in addition to* being ready to enroll in credit–bearing courses at an open enrollment post–secondary institution. While there is a public perception that only students who do not excel in the traditional academic subjects should enroll in a CTE program, the Commission recommends that Maryland move expeditiously to dispel that notion. Maryland already has several examples of successful CTE programs, such as at Western Tech High School in Baltimore County, that combine the development of certified workforce skills with high academic standards. As a start in the effort, Maryland schools and other stakeholders should develop and implement a communication plan, drawing upon successful CTE programs both in Maryland and elsewhere, to better inform and ensure parents and students that participation in a rigorous CTE program in no way precludes the ability to attend college.

The State should engage with each CTE sector and licensed professionals in that sector to identify standards that are required for employment. Further, Maryland's CTE programs should be aligned with the economic goals and workforce needs of the State and regional employment needs. An opportunity to enroll in a rigorous CTE program focused on transportable skills should be available across the State in all counties or regions. CTE programs should work with employers to offer internships and apprenticeships that provide the enhancement of job skills in a real–world setting.

In addition to the "hard" skills that are needed for employment, the Commission recommends that all students, even those not enrolled in a CTE program, should be taught the "soft" skills that are needed in the workforce. This includes professionalism, attitude, timeliness, public engagement, cooperative team building, thinking creatively, problem solving, and adaptability to change.

The Commission recognizes that in order to develop rigorous CTE programs additional stakeholders need to have a seat at the table, including business leaders, representatives of industry sectors, community colleges, and workforce development programs in State and local governments. Therefore, the Commission recommends that a high-level group of stakeholders be appointed as an implementation and monitoring group to develop high performing CTE programs across the State. Concrete actions this group should undertake include:

- A state partnership with Pathways to Prosperity and Jobs for the Future to design rigorous and successful CTE programs;
- Systematic evaluation of schools not only on traditional academic subjects, but also on the CTE program through regular data collection;
- Partnerships between schools and school districts with the local community college to develop and provide seamless transfer into post-secondary CTE programs;
- Alignment of CTE programs with the economic goals and workforce needs of the State and regions within the State;
- Development of partnerships with federal and State government agencies to provide meaningful internship and apprenticeship opportunities; and
- Development of policies that would solve the current shortage of qualified CTE instructors.

<u>For Further Discussion</u>

1. What entities should be represented on this group?

2. What should the role of the study group be in relation to monitoring implementation of the group's plan?

3. Should a separate, permanent group of business and industry representatives be created to regularly advise LEAs and community colleges on CTE and post–secondary certificate programs?

4. Should specific CTE programs be located in all LEAs or should some more expensive programs be provided regionally?

MABE
MARYLAND ASSOCIATION OF BOARDS OF EDUCATION

621 Ridgely Avenue, Suite 300, Annapolis, Maryland 21401
410-841-5414 · 800-841-8197 · Fax: 410-841-6580 · MABE.org

**Maryland Association of Boards of Education**
**Comments to the Commission on Innovation and Excellence in Education**
**C. Tolbert Rowe**
**MABE President-Elect**

October 12, 2017

Mr. Chairman and members of the Commission, I am Tolbert Rowe, a member of the Caroline County Board of Education and President-Elect of the Maryland Association of Boards of Education (MABE). On behalf of MABE, and representing Maryland's 24 local boards of education, I appreciate the opportunity to address the Commission to voice strong support for updating and enhancing Maryland's public school finance system.

MABE believes that significant funding increases are needed to support equitable access for all students to an excellent education. MABE also believes that local boards must be at the helm, fulfilling the responsibility to govern school systems in the best interests of all students.

MABE urges the Commission to fulfill its primary charge and address the adequacy study's overarching conclusion that there is an enormous statewide funding gap. Substantially more per pupil funding is required not only to prepare all students to succeed based on higher standards in reading, math and science, but also to fund new programs such as universal prekindergarten and more robust college and career readiness programs, including dual enrollment, career technology education, and apprenticeship programs.

The funding gap did not happen overnight. According to the General Assembly's analysis, in 2002 the statewide adequacy gap was $1.1 billion. The Bridge to Excellence Act closed this gap by 2008. But by 2015, there was a statewide adequacy gap of $1.6 billion. State funding increases flattened out by 2008 and have not been revisited – and that was nearly a decade ago.

Fortunately, we know that during the years of significant funding increases, Maryland's students outperformed the nation and achieved top national rankings. In 2008, a national consulting firm, MGT of America, conducted an evaluation of the effect of increased state aid to local school systems. They found that local school systems "demonstrated substantial improvements in the percentages of their student populations who were proficient in reading and mathematics." In other words, what they found was that money does, in fact, matter.

But the Bridge to Excellence Act was about more than just dollars – it was a nationally recognized success, built on four cornerstone principles of adequacy, equity, accountability, and flexibility. MABE believes that the Commission should apply the same principles to updating the State's public school finance system.

Therefore, MABE asks the Commission to develop recommendations to fully fund an excellent statewide system of public schools, equitably allocate state funding to local school systems to

benefit the teaching and learning of all students, continue to hold local school systems accountable for results, and to affirm the governance role of local boards.

The local governance role performed by local boards is vital to engaging the local community in policy-making and in advocating for annual budgets that effectively combine state and local resources to best serve our students. As the Commission considers any reforms to school system governance at the state or local level, MABE urges recognition of the considerable success Maryland has achieved by having a strong partnership between local boards and state policy makers, whether in the General Assembly, State Department of Education or State Board of Education.

On behalf of local boards, MABE led the advocacy effort to create this Commission precisely so that an updated adequacy study and other funding and accountability issues could be debated and transformed into legislation to update and improve Maryland's school finance system, not radically reform its governance system.

MABE believes that Maryland can and should move forward by adopting meaningful changes to our current school finance system – a system we can all be proud of – but which now dates back to 2002. Specifically, the Commission should develop comprehensive recommendations to enhance our school finance system by increasing the base amount of funding for all students, sustaining the additional "weighted" per pupil funding for our students learning English, and students living in poverty, and increasing the weighted funding amount for students receiving special education services. And it is time to enact a statewide program to expand access to high quality prekindergarten, especially for our most economically disadvantaged students and families.

A top priority for MABE is that state and local per pupil funding should be made available for all of the prekindergarten students we currently serve – and could serve if per pupil funding were provided. Local boards recognize the value of high quality early learning opportunities for all children, and especially students with special needs. The return on investment for each dollar spent is significant, benefitting individual students academically and increasing their lifelong earning potential. By not counting prekindergarten students as enrolled, and therefore not providing a per pupil amount of either state or local funding, Maryland is grossly underfunding a program widely recognized as the best investment we can make in our students' futures.

Maryland has a proven track record as the best statewide school system in the nation for many years. MABE sees no rationale for adopting a new governance model, or creating a new board or bureaucracy, when we know that Maryland's state and local boards of education and educational leaders are up to the task – and can and should be held accountable – for achieving excellence for all students when provided constitutionally adequate resources.

MABE is confident that through incremental implementation of funding recommendations developed by this Commission and enacted by the General Assembly, Maryland can renew its commitment to fulfilling its constitutional mandate to fully fund and support an excellent education for all students.

---

For additional information, contact John Woolums, MABE's Director of Governmental Relations at (410) 841-5414 or jwoolums@mabe.org.

maryland
state education
association

140 Main Street
Annapolis, MD 21401-2003
marylandeducators.org

Great Public Schools
for EVERY Child

msea

Dr. William (Brit) Kirwan, Chair
Commission on Innovation and Excellence in Education
Room 121, House Office Building
Annapolis, Maryland 21401

Dear Dr. Kirwan:

On behalf of the Maryland State Education Association and our 73,000 educators, I appreciate the work that you and the Commission on Innovation and Excellence in Education have done thus far. Your efforts to gather information and make recommendations to better link policy outcomes with school funding formulas will allow our members and our schools to better meet the needs of all students. Like you, we know this effort will take a long-term commitment to a shared vision of what our schools look like, but will also require substantial funding increases.

MSEA will continue to engage tens of thousands of our members in conversations around their needs and priorities for funding and innovation. We are prepared and committed to building a movement of our members to win passage for a bold new investment in and vision for public education. But even as that organizing takes place, I want to share our association priorities that are informed by testimony and data your Commission has collected and educator feedback from all across the state based on in-person meetings, leadership conversations, and member focus groups and polling.

**MEMBER FEEDBACK: BARRIERS TO STUDENT SUCCESS**

There were two overarching frustrations that came through as we have talked to members:

1. Our members are overworked and undervalued, and
2. They are overwhelmed by non-academic barriers to student success, namely poverty.

These two barriers to student success are backed up by strong academic research. According to the RAND Corporation "research suggests that, among school-related factors, teachers matter most. When it comes to student performance…a teacher is estimated to have two to three times the impact of any other school factor, including services, facilities, and even leadership."

However, in one-on-one interviews our members suggest that many of our best educators leave the profession because it offers lower compensation, poorer working conditions, and less respect than comparable careers.[1] This is caused by deprived service credit on their pay scales, unfunded contracts, understaffing, micromanaging via top-down mandates, insufficient time for planning and individualized instruction, worsening student behavior, a lack of promotion opportunities that involve working with students, lackluster professional development and early career support, and political attacks.

Our 24 school districts simply have not invested enough in their workforces to meet the needs of all students. Whether it was the psychologist we spoke to who has 2,400 students on her caseload, or the Career Technology & Education (CTE) department chair of her school who has lost half of her staff in the last few years, or the

[1] Feedback from our members is reflective of research from the Learning Policy Institute in Podolsky, A., Kini, T., Bishop, J., & Darling-Hammond, L. (2016). Solving the Teacher Shortage: How to Attract and Retain Excellent Educators. Palo Alto, CA: Learning Policy Institute. Available online at https://learningpolicyinstitute.org/product/solving-teachershortage (Accessed on October 11, 2017.)

chorus teacher who described her band teacher colleague trying to teach computer keyboarding because the school cut the position, our members described an overflowing workload that leaves students falling between the cracks.

But even if we created a school system that gets everything about academics right, we would still fall short of closing achievement gaps without also addressing challenges arising outside of our schools. The research linking socioeconomic status and poverty to student achievement is so concrete as to be completely daunting. RAND concludes that "compared with teachers, individual and family characteristics may have four to eight times the impact on student achievement."

Our members described systems unprepared to face the challenges low-income students bring with them every day. An alternative school teacher told us there's no mental health staff available for students who need to decompress from trauma or stress outside of school. A special educator told us about how his job responsibilities last year included convincing the apartment building property manager for many of his students' families to address a long-neglected black mold problem in their homes.

**PRIORITIES**

While MSEA strongly supports many of the priority areas discussed by the Commission, including universal pre-kindergarten for four-year-olds and career technology education expansion, we recommend that the Commission prioritize the following policy objectives:

1. Improve the salary and working conditions of all educator professions, and
2. Comprehensively address poverty through both academic and non-academic supports.

The workforce challenges fall into two policy objectives: bringing compensation in line with comparable professions (or for many education support professionals, or ESP members, a living wage) and increasing staff—both teachers and ESP (especially para-educators). To address poverty and achievement gaps, MSEA wants to significantly expand the number of community schools in Maryland, in addition to addressing student behavioral issues by providing appropriate training, programs, and resources.

PRIORITY 1: INCREASE SALARY

Teachers don't go into the profession to get rich—they do it to make a difference—and that influences the way our members talk about salary. But it is our job to speak up for educators and for the state to recognize that increasing salaries is a student issue. It remains one of the most effective strategies for ensuring that every student has access to qualified educators. Polling results show that Marylanders agree with that analysis when they identify teacher salaries as their top priority for improving schools with additional education funding.

Maryland has a solid ranking for teacher salary, but we still fall behind two of the three key comparison states used by the Commission.

| STATE | AVERAGE SALARY (2016) |
|---|---|
| Maryland | 66,456 |
| Massachusetts | 76,981 |
| New Hampshire | 56,616 |
| New Jersey | 69,330 |

After jumping up from $50,261 to $62,849 from 2003 to 2008, the average teacher salary for Maryland has remained relatively flat ever since—rising slightly to $64,546 in 2013 and $66,456 in 2016. This stagnation has

resulted in Maryland teachers falling behind other comparable professions, making 84 cents on the dollar according to the Economic Policy Institute (EPI). To erase the teacher pay penalty—or the money given up by teachers to stay in the profession—Maryland would have to bring its average teacher salary up to $79,126, or slightly more than the average Massachusetts teacher makes today.

MSEA is eager to engage in conversations with the Commission on how to structure a career lattice that allows educators to grow and earn more money without having to leave a profession they love and in which they are accomplished. We strongly recommend that the Commission allow plenty of time for the development and implementation of a teacher leader model in order to generate buy-in from staff and ensure for a smooth transition from current leadership structures. We are wary of Iowa's mixed results in implementing their statewide teacher leadership program and believe more transition time might help improve student outcomes. That being said, as we begin to encourage local boards of education and exclusive bargaining representatives to develop and implement early frameworks of local career lattices, it is imperative that we increase salaries starting immediately --- likely in the form of a cost of living adjustment to each step of the scale, and on each scale in the state. A phase-in of a significant pay raise should be structured to bring Maryland in line with the average salary of Massachusetts teachers and to eliminate the teacher pay penalty identified by EPI.

For ESP, MSEA requests the Commission support recommendations to implement a regionally-indexed living wage guarantee. It is clear that the second-class status feeling of many ESP is driven in large part by lower salaries, especially for food-service workers and others living in poverty. It should be a moral obligation for the state to ensure that every school employee can support a family on their salary.

PRIORITY 2: INCREASE STAFF

It was clear from all of our research and member feedback that schools are at their core on-the-ground staff, and right now, there are simply not enough people working in schools to give every student the individualized instruction they need. Increasing staff allows us to tackle a number of priorities, including:

- Expanding planning and professional learning time, especially for new educators;
- Implementing locally-developed career lattices;
- Release time for mentors;
- Time to communicate and engage with parents;
- Maximize individualized instruction with an increase in para-educators;
- More teachers in special content areas (music, CTE, computer science, etc.); and,
- Generally reduce class sizes and caseloads.

Our feedback from members is supported by comparison data. Maryland has a larger students per teacher ratio than the three comparison states, according to National Education Association data.

| STATE | STUDENTS/TEACHER (2016) |
|---|---|
| Maryland | 14.6 |
| Massachusetts | 13.2 |
| New Hampshire | 12.5 |
| New Jersey | 11.9 |

The Thornton funding formula initially made a significant difference in hiring more teachers, driving the students per teacher ratio from 15.7 in 2003 to 14.1 in 2008. But with the recession slowing the growth of education

funding, that ratio went up to 14.7 in 2013 and has plateaued to where it is now at 14.6—well behind other top-performing states.

It is especially important that initial funding dedicated to increasing staff be initially targeted at high-poverty schools, with funding becoming available to more schools throughout implementation based on the number of students coming from low-income households. We also want to stress the importance of increasing staff while implementing career lattices to account for the instruction time necessary for the development of teacher leaders.

PRIORITY 3: ADDRESS POVERTY

When we asked members to describe the biggest barriers to student learning, poverty and student behavior were the most common responses. They feel the burden of making up for inequities outside the school building without having any of the resources to make it happen. Many expressed a desire for school structures to change so students could have their non-academic needs met (mental health, nutrition, dental, vision, etc.) in the same place they are trying to learn. That is why MSEA is such a strong supporter of prioritizing community schools and training programs such as restorative practices as parts of the school funding calculation, especially as strategies to targeting low-performing schools and schools within concentrated areas of poverty.

MSEA is part of a strong coalition in Maryland pushing for community school expansion. At the same time, there is also a tremendous amount of momentum within our membership behind the use of restorative practices as an alternative to punitive discipline. Taking away expulsion and suspension as discipline options without providing a supportive alternative that addresses behavioral issues hurts student learning in our schools. That's why scaling up training programs, staffing, and additional support resources in our schools is an urgent need.

But we cannot just focus on students with behavioral problems if we want to close achievement gaps. Doing well in school—and in life—requires empathy for others, an ability to work well in teams, motivation, and self-respect. In many ways, these social and emotional skills are prerequisites for students to do well in math, reading, and writing. Maryland can follow the lead of Illinois in implementing social and emotional learning standards to address this need in our schools.

**RECOMMENDATIONS**

To summarize, we recommend the following policy priorities for the Commission:

Increase Salaries

1. Raise salaries for certificated professionals in every district and on every step of the pay scale to close the gap between Maryland's average teacher salary and Massachusetts' average teacher salary by the end of the Kirwan phase-in.
2. Enact a regionally-indexed living wage law for school employees that sets a family-supporting minimum salary.

Increase Staff

3. Reduce the statewide students-to-teacher ratio from 14.6 to 12.5 (average of three comparison states) by the end of the Kirwan phase-in by increasing instructional staff to give teachers more planning, training, and collaboration time; ensure students have access to quality non-core subject instruction; and implement locally-developed career lattices that allow teachers to move up in the profession without moving out of the classroom.
4. Increase para-educators, especially to lessen the burden on special educators and elementary school teachers.

5. Increase mental health staff—including psychologists, school counselors, and social workers—to create industry-standard student-to-staff ratios.[2]

Address Poverty

6. All funding for staffing increases should be made available to schools in order of poverty concentration, with the highest-poverty schools receiving funding for additional staff first.
7. Build community schools into the new funding formula in a way that significantly increases the number of high-poverty schools utilizing the model. The formula should feature a sliding scale of aid based on the number of schools with high percentages of low-income students.
8. Expand the use of prevention and intervention supports, such as restorative practices, Positive Behavioral Interventions and Supports (PBIS), and trauma-informed instruction through increased staff and ongoing job-embedded professional development for all educators that is linked to new local discipline policies.
9. Adopt statewide social and emotional learning standards for all students, with a gradual phase-in of necessary professional development, changes to educator preparation programs, curriculum and learning materials, and teacher-developed assessment tools.

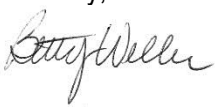
**CONCLUSION**

The implementation of Thornton catapulted Maryland to a leading position among states, becoming a model for high quality k-12 public education. But as we've seen, the formula has not kept up with a changing student body and increased poverty, with growing state and federal mandates, and with adequately supporting the professionals charged with one of the most important constitutional obligations in this state, that of providing a "thorough and efficient system of free public schools."

This commission has the opportunity to change that. If there is one thing I've learned in my time in education, it's that the practitioners in our classrooms and schools everyday know what works and what their students need. I am confident that the priorities of Maryland's educators as outlined here can dramatically improve our public schools, elevate the education profession, and most importantly, help Maryland better educate our next generation.

Thank you for the work you are leading and ensuring that educator voice is a part of your deliberations and final work product.

Sincerely,



Betty Weller, MSEA President

[2] Recommended school counselor ratios (and where Maryland ranks) can be found at www.schoolcounselor.org/asca/media/asca/home/Ratios13-14.pdf (Accessed on October 11, 2017).
Recommended school social worker ratios can be found at http://c.ymcdn.com/sites/www.sswaa.org/resource/resmgr/imported/Ratio%20Resolution%20StatementRev.pdf (Accessed on October 11, 2017).
Recommended school psychologist ratios can be found at www.nasponline.org/x27124.xml (Accessed on October 11, 2017).

*Advocates for Children and Youth (ACY) is a statewide non-partisan non-profit focused on improving the lives and experiences of Maryland's children through policy change and program improvement. Our multi-issue platform helps us to improve the entirety of children's worlds—the systems they touch, the people they interact with, and the environment where they live.*

# ACY'S EDUCATION FUNDING FORMULA PRIORITIES AND RECOMMENDATIONS FOR THE COMMISSION ON INNOVATION AND EXCELLENCE IN EDUCATION

October 2017

The Commission on Innovation and Excellence in Education (Commission) is a monumental opportunity to direct the future of education for Maryland and consequently the future of our communities, businesses, and more. There are many important aspects of the funding formula, but ACY wants to ensure that certain elements are not overlooked in the final recommendations. We believe the following topics must be addressed in order to provide an adequate and equitable education to all of Maryland's children and ensure they have a strong foundation, services and supports, and programming to be successful in college and careers.

## INCREASE BASE COST AND WEIGHTS

The Commission must substantially increase the base per pupil foundation amount to meet the increased costs of education since the passage of the Bridge to Excellence in 2002. The weights for special populations must remain high enough to address the additional resources and services needed to educate students in Maryland schools.

## ADDRESS CONCENTRATED POVERTY

Application of the student adjustment weights must be nonlinear in order to address the effects of concentrated poverty. Under a nonlinear approach higher weights would be applied to districts with higher concentrations of poverty. There could be a separate weight for schools where the concentration of poverty has reached a threshold or an escalator could be applied. The funding recommendations must also support strategies, such as Community Schools, that are equipped to address the increased needs of students in schools with high concentrations of poverty.

## EXPAND EARLY CHILDHOOD OPPORTUNITIES

The Commission must ensure access to universal, high quality early childhood programing and prekindergarten for 4 year olds, as well as low income 3 year olds. These programs must provide both academic lessons, but also social and emotional learning and supports to prepare young children for kindergarten and beyond.

## ADOPT AN EFFECTIVE POVERTY PROXY

The Commission must select an appropriate "Poverty Proxy" that is both efficient and reliable. We recommend using Direct Certification with a multiplier (perhaps 1.6 as used in the Community Eligibility Provision (CEP) of the federal Healthy, Hunger Free Kids Act). Using an alternative form, as proposed by the APA consultants, would undermine the intent of CEP to reduce the burden and stigma associated with forms. Direct Certification, however, counts those students already receiving services, while the multiplier acknowledges that there are other students who would qualify, but are not enrolled in those services.

**USE MULTIPLICATIVE CALCULATION FOR LOCAL WEALTH**

The Commission should recommend the adoption of a multiplicative wealth measure. This would mean that the product of income and property values determines the local share, rather than the sum of personal property, real property, utility operating property and net taxable income as currently calculated and leads to unrealistic, inaccurate reflections of local wealth. Moving to the multiplicative approach will promote equity by calculating realistic state and local contribution targets that ensure all students receive the same funding across the state.

**REJECT THE COMPARABLE WAGE INDEX**

The Commission should consider a geographic adjustment that will promote equity, which is not achieved with the Comparable Wage Index (CWI). The CWI will negatively impact jurisdictions were salary is not likely the most significant factor in teachers' location preferences, which often includes areas with high concentrations of poverty. These districts need additional funding to hire and retain quality teachers. While Geographic Cost of Education Index (GCEI) can be a more complex calculation, by incorporating multiple factors that affect teachers' decisions about where to teach, it is more likely to provide funding to districts that need the additional funds to attract and keep good teachers.

We understand that the Commission has much to consider as its work draws to a close in the coming months, but we hope that the Commission will take these recommendations into consideration when compiling its final report.

For additional information, please contact:

Shamarla McCoy, J.D., Education Policy Director
Phone: 410-547-9200 x3018
Email: smccoy@acy.org

# Maryland Education Coalition

**Rick Tyler & Bebe Verdery, Co-Chairs**

## Priority Recommendations for the Commission on Innovation and Excellence in Education

**October 2017**

Maryland stands on a threshold of a new era in the education of Maryland students as policymakers weigh their options for a new education funding formula. Their decisions will determine whether schools will be designed and funded to truly meet the needs of all children or continue to fail those who need the most support. In the years since the passage of the Bridge to Excellence Act of 2002 (BTE), Maryland schools have produced positive changes, including increases in graduation rates and test scores. Changes made to the BTE formula during the recession, however, slowed that progress; schools now receive far less funding than originally intended and less than is needed for students to meet the state's college and career-ready standards. As of FY 2015, Maryland's "adequacy gap" under the current formula was $1.6 B.[1] The Study of Adequacy of Funding for Education in Maryland conducted by Augenblick, Palaich, & Associates (APA) recommends an additional $2.9 B. to achieve adequacy. In light of APA's recommendations and "Building Block #2" of the National Center of Education and the Economy's (NCEE) "9 Building Blocks of a World Class Education," the Maryland Education Coalition (MEC) recommends the Commission address the following issues in crafting Maryland's funding formula:

**SUFFICIENT FUNDING FOR EVERY CHILD- INCREASE BASE AND WEIGHTS**: MEC agrees with the APA consultants that the base per pupil foundation amount needs to increase to prepare students for higher standards, including international standards the Commission is examining. The weights for special populations must remain high enough to address the additional resources and services needed to educate these students and reflect real costs in Maryland schools.

- The weights for special education, limited English proficiency (LEP), compensatory aid for low-income, and full day prekindergarten must be sufficient to provide those students the opportunity to meet state standards and reach their full potential.

MEC does not agree with lowering the weights as they exist in the current formula; while the weight for Special Education did increase in the APA recommendation, it must be raised further in order to address what school systems are actually spending to educate students. APA did not fully consider the additional services and staffing needed to serve children in these special needs categories. A higher base alone is insufficient.

**QUALITY PRE-K FOR LOW-INCOME 3 AND 4-YEAR OLDS**: MEC agrees with APA that weighted funding in the formula should be provided for full-day prekindergarten for four-year-olds and agrees with other Commission presenters on the importance of early education before age four.

- We urge that the Commission prioritize full-day programs for children from low-income families. Universal pre-k can be phased in with the sliding scale discussed by the Commission but long-standing achievement gaps will not be reduced unless funding is targeted first to programs and communities with the highest need.
- MEC strongly supports full-day programs for three-year-olds from low-income households as well. MEC observes that APA's methodology used to conclude a lesser "return on investment" for three's does not fully account for the benefits of a second year of pre-k for less advantaged children, echoed in testimony to the Commission.[2]

**CONCENTRATED POVERTY**: Where there is concentrated poverty in a school, the educational experiences and outcomes of all students, not just those from low-income families, are negatively impacted.

- Schools with high poverty face escalated challenges that could be addressed by de-concentrating poverty among schools. Failing that, placed-based solutions to address the real and damaging effects of concentrated poverty can be at least partly addressed by strong principal leadership and qualified teachers, additional staffing for a Community Schools' Coordinator and strategy, extended day and year, health and mental health, wraparound services, enrichment in art, music, drama, and sports, and other essential resources, and modern school buildings.
- MEC urges that the Commission's recommendations ensure that these services and staff are provided in the formula and that school districts be required to provide the designated programs and staffing.

---

[1] Adequacy of Education Funding in Maryland, Department of Legislative Services, December 8 ,2016 Commission meeting

[2] Dr. Sharon Lynn Kagan, Teachers College, Columbia University, June 1, 2017 Commission meeting

- MEC recommends the formula have a separate weight for concentrated poverty or an escalator above the .97 Compensatory Aid weight for schools/districts with higher poverty with a targeted allocation for the Community School strategy costs.

**EQUITY BASED LOCAL AND STATE WEALTH CALCULATIONS:** The Commission must keep wealth equity as a fundamental goal of the state education formula. Two aspects of the current formula, (1) local wealth calculations and (2) local share for the special population weights, must be adjusted to strengthen equity, provide greater accuracy, and ensure that limited resources are directed where they could not otherwise be provided.

- Under the current formula, Income is a key factor when considering a locality's ability to raise property tax revenues but it is not appropriately weighted under the current formula, according to the APA study. The multiplicative approach, which would require the formula to multiply the components instead of adding them, is preferable because it places a greater weight on the income available and the substantial differences that impact a locality's ability to fund schools.
- The adequacy of the current formula is premised on local governments paying their allotted share of the weighted parts of the formula (special education, ELL, poverty). MEC agrees with the APA consultants that this should be required; otherwise, children are deprived of funding that has been determined to be needed.

**MEASURING POVERTY: SELECTING APPROPRIATE POVERTY PROXY:** The Commission must adopt an accurate method for counting low-income students for purposes of distributing state Compensatory Education aid that does not create additional burdens on schools and families nor compromise access to meals. Under the current funding formula, low-income students are counted through the collection of Free and Reduced-price Meals (FARMs) forms. That system is no longer sufficient since the adoption of the Community Eligibility Provisions (CEP) of the federal Healthy, Hunger-Free Kids Act which allows districts to provide meals to all students if a percentage of students fall below federal poverty guidelines; it also prohibits the use of FARMs forms, acknowledging that these forms are inefficient and create additional burdens for schools and families.

- Forcing CEP schools and districts to use alternative forms is inefficient and risks undercounting students.
- MEC believes that "direct certification" with a 1.6 multiplier[3] is a more efficient proxy. It directly counts students whose families are using income-based services (without the need for an additional form), but since not all eligible families use these services, a multiplier must be added to avoid undercounting.

**ADJUSTMENTS FOR GEOGRAPHIC VARIATIONS IN COSTS:** The current formula includes a Geographic Cost of Education Index (GCEI) in the base formula, which adjusts for the jurisdictional differences in costs it takes to attract and retain staff. The index was created based on variables that teachers might consider in choosing to work in a district including a measure of violent crime, percent of students on free and reduced lunch, district wealth, and property values.

- The Commission should reject the APA's proposed use of the Comparable Wage Index (CWI) because it only accounts for the wages of similar *non-teaching* professions in a jurisdiction and therefore, provides a limited view of what impacts teacher choices and educational costs in a jurisdiction.
- CWI would also be costlier for the state and offsets other proposed equity improvements.

**OTHER EDUCATIONAL COSTS**: MEC urges the Commission to factor in support of Gifted & Talented Education recommended by the APA[4] and supported by the State Board, as well as professional development, technology, instructional materials, supplies and other student needs within the recommendations for all students.

**EQUITABLE FACILITIES SUPPORT:** The Commission should also account for the different costs of operating and maintaining school facilities in school systems' operating budgets, including debt service. These costs vary across districts given the disparity in age and condition of school buildings. The Commission should propose a factor that considers the high cost of maintaining and operating old school facilities with aging mechanical systems and structures.



[3] The USDA uses a 1.6 multiplier to estimate the percentage of students eligible for FARMs in CEP schools using direct certification.

[4] Final Report of the Study of Adequacy of Funding for Education in Maryland, pages 13,15 & 148

Arts Education in Maryland Schools Alliance

Testimony

Commission on Innovation and Excellence in Education

October 12, 2017

Mary Ann Mears:

Chairman Kirwan and members of the Commission on Innovation and Excellence in Education in Maryland, I am a sculptor and arts education advocate. I am the founder of the Arts education in Maryland Schools (AEMS) Alliance -initiated as partnership of MSDE and /MSAC almost 30 years ago.

All Maryland students deserve access to a world class education. Arts education – dance, media arts, music, theatre and visual arts--is an essential element of a well-rounded world class education.

Our Educational funding formula should reflect and support what the State Board of Education, Maryland Department of Education (MSDE), and the legislature through COMAR recognize as part of that well-rounded education for every student.

In 2014, I co-chaired the Governor's P20 Leadership Council Task Force on Arts Education in Maryland Schools with Dr. Jack Smith. Chairman Brit was a member of the Task Force—thank you, Brit.

During the Task Force process, we reviewed research on arts education including its unique contributions to the education of the whole child including capacities in creativity, communication, critical thinking, and collaboration. We also held hearings around the state and examined data about school programs that confirmed our worst fears. While some school systems and individual schools delivered excellent arts instructional programs and even went beyond by providing arts enrichment experiences and arts integration across the curriculum—what we call arts rich schools, others provided no arts instruction whatsoever in the arts. As you expect, the students being systematically deprived of arts education and cultural literacy are those from the lowest socio economic levels and are often members of racial minorities. Further, special needs students are often pulled out from existing arts classes in their schools for remediation. All of this is in spite of abundant evidence that the arts yield even higher gains for low income, minority and special needs students than for more privileged students.

When you look at the disparities you hear certain themes: "these kids need tough love—we will worry about arts education once they learn to read and compute," "we can deal

with the arts in after school programs" and "the arts community can provide some free programs until we can afford arts teachers—something is better than nothing."
The state board is in the process of amending COMAR Fine Arts regulations to update standards and specify state requirements more clearly. Adequate funding needs to provide the program inputs that enable schools to comply with the regulations. Viewing the graphic on the screen/attached, you can see the components of a strong arts education program. Note that by far the single most important part is instruction that is sequential, standards based and delivered by highly qualified teachers, usually with certification in their art discipline.

Turning to including the arts in the funding formula:
Since 1997, when the State Board approved Maryland's Goal for arts education *that all students should have the opportunity to participate in fine arts programs that enable them to meet state fine arts standards,* having already defined the arts as core, I have been hearing the same refrain over and over, **arts education is an unfunded mandate**.

The Thornton – Bridge to Excellence Funding formula did not acknowledge the need for funding arts education as a part of an adequate education. And the refrain of unfunded mandate continued. There is deep injustice in our country – arts education is one of the places where it plays out most painfully. Think about it—the arts are central to our humanity—and our most awesome capacities.

Sixteen years ago, federal policy reduced the measure of success in education to the three R's. Happily, leadership in many parts of our country and especially here in Maryland has moved on to recognition of the full range of opportunities our students need and deserve.

We are so glad to see that this Commission understands that 21st century capacities-creativity, communication, critical thinking, and collaboration, as well as overall education of the whole child are vital to achieve the goals to which this Commission is dedicated.

Fine arts—dance, media arts, music, theatre and visual arts -- are germane to your goals of innovation and excellence. Arguably, the arts are uniquely suited to deliver 21st century capacities along with such personal traits of perseverance, resilience, self-reflection, and empathy. And I haven't even mentioned the arts as intellectual disciplines which afford overall cultural literacy as well as honing multiple lifelong skills in each art form.

The Report of the Task Force on Arts Education in Maryland Schools includes an extensive literature review which outlines the most significant research done around arts

education impacts, best practices and so on. I am going to share just a few interesting data points culled from multiple studies.

1) A student involved in the arts is four times more likely to be recognized for academic achievement.

2) *Students with high arts participation and low socioeconomic status have a 4 percent dropout rate—five times lower than their low socioeconomic status peers.*

3) Students who take four years of arts and music classes average almost 100 points higher on their SAT scores than students who take only one-half year or less.

4) Low-income students who are highly engaged in the arts are twice as likely to **graduate college** as their peers with no arts education.

5) 72 percent of business leaders say that **creativity** is the number one skill they are seeking when hiring.

6) *93 percent of Americans believe that the arts are vital to providing a well-rounded education.*

7) The arts are recognized as a core academic subject under the federal Elementary and Secondary Education Act, and 48 states have adopted standards for learning in the arts.

8) Two-thirds of public school teachers believe that the arts are getting crowded out of the school day.

9) In 2008, African-American and Hispanic students had less than half of the access to arts education as their White peers.

This is an incredibly important moment for arts education policy:

There is alignment between Federal policy (ESSA) and our state policy. The state board and ESSA define student success in terms of all of core subject areas including the arts, music, science, social studies, **and** foreign language among others.

Per our Task Force recommendation, the State Board will shortly vote to amend COMAR to update it and make it more specific. The amendments include revising the state standards to align with national standards including Media Arts as a fifth discipline, adding Pre-K to the regulation, and ensuring that all children will have access to instruction in all five arts disciplines during their elementary years, and the opportunity to focus more deeply on one or more arts disciplines during middle and high school.

Also per our Task Force Report, the state is reporting school by school program data in the arts. The COMAR Fine Arts amended language includes provision for the MSDE Fine Arts Education Advisory Panel to monitor that data and report to the

Superintendent. In addition, in partnership with MSDE, AEMS is developing an online mapping tool that will make that information readily available to the public in a user-friendly way. We are currently working under a National Endowment for the Arts grant to create the model with Baltimore City Schools. The map is initially focused on sharing inputs with some indications of program quality, but we hope to include data from the arts community as well, and whether or not the school uses arts integration as an instructional strategy. In a related part of our work, we look forward to partnering with MSDE and local systems on a framework for looking at student outcomes assessed by quantitative and qualitative means.

Equity of access must be accompanied by high quality arts instruction for all students.

The Commission needs to align adequate funding with what is required in COMAR for the Fine Arts. The goal should be to provide equity of access for students to an adequate education in the arts at a minimum. Indeed, it is our hope that the Commission will aspire to provide access for students to education that goes beyond adequate to building students' capacity for excellence and innovation through innovative and excellent teaching. The arts are vital to meeting those goals.

We have prepared a brief set of responses to the Adequacy study report. Our points may be summarized as follows:

- The Adequacy Study cites staffing ratios for the arts that are presumably based on the approach used 15 years ago. The ratios are in large part driven by provision of planning time for classroom teachers (a nice byproduct of having arts teachers). They are not aligned with the provision of instruction that will enable students to meet state standards in the fine arts per COMAR.

- Further in this report, the arts are lumped into a category called "specials" or "electives" which include a long list which varies and is modified by the phrase "such as." Staffing for the total number of specialist teachers is arrived at arbitrarily and in some cases referenced as "REQ," or "4" (note that there are 5 arts disciplines, never mind Educational Technology, World Languages, PE etc.) or a percentage of the number of classroom teachers. All of these methods ignore the State's policy that the arts are a core subject area and that there are standards in four disciplines (now being expanded to five to include media arts) for which schools are required to provide instructional programs that enable students to meet those state standards.

One of our suggestions is to refer to the arts and other electives as "Core Electives" taught by "Core Elective teachers."

To have the document which underpins adequate funding conflict with expectations that students meet state standards in all those subjects as codified in COMAR, sets up a legal conflict that threatens equity of access. COMAR as regulatory is trumped by statutory law (any legislation based on this study or ensuing budget bills).

Martin Knott

I am a businessman.

I was a member of the Governor's P20 Leadership Council Task Force on Arts Education in Maryland Schools. Further in my role as Chair of GWIB, I engaged business and institutional leaders in the Task Force outreach and deliberations.

Currently, I chair the 21st Century Schools Facilities Commission, which in parallel with this commission, is addressing the school facilities necessary to deliver the world class education to which this commission is dedicated.

My commitment to arts education is based on my sense of urgency about the capacities of our workforce. For Maryland to be competitive in a rapidly changing economy, we need the agility and creativity of people educated in the arts. I see in my own business as well as hearing from others that arts skills and capacities including the ability to work well with others are in high demand.

- When we talk about college and career readiness, the arts play a key role.
- The arts are vital to innovation at all levels.
- Another perspective I bring is understanding the role of the arts in making great schools, schools of choice, which are essential to attracting businesses, innovative individuals, and their families.

Our overall point is that adequate education funding should provide enough dollars to enable schools to be in full compliance with COMAR no matter whether the students are minority or from low income families. This should be the base.

We support compensatory funding, Pre-K expansion, community schools and other important initiatives layered over a base level of funding that provides access to high quality arts education for all students.

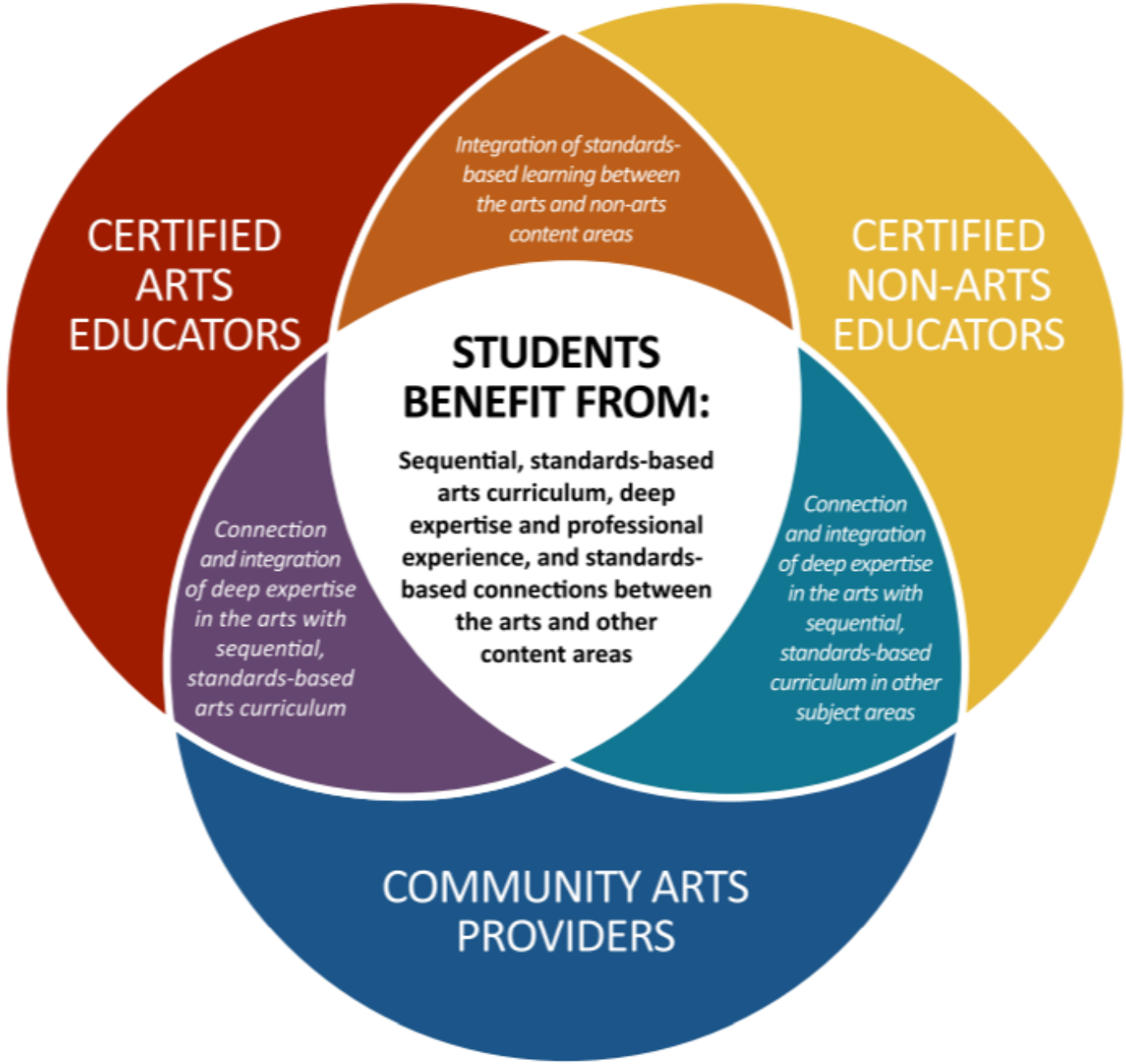
We will now take any questions or comments.

Arts Education in Maryland Schools Alliance

# Presentation to the Commission on Innovation and Excellence in Education

**Mary Ann E. Mears**, Sculptor, Founder and Trustee Arts Education in Maryland Schools (AEMS) Alliance, Co-Chair, Governor's P-20 Leadership Council Task Force on Arts Education in Maryland Schools

**Martin Knott**, Trustee Arts Education in Maryland Schools (AEMS) Alliance, Chair 21st Century Schools Facilities Commission


CERTIFIED ARTS EDUCATORS
CERTIFIED NON-ARTS EDUCATORS
COMMUNITY ARTS PROVIDERS
Integration of standards-based learning between the arts and non-arts content areas
Connection and integration of deep expertise in the arts with sequential, standards-based arts curriculum
Connection and integration of deep expertise in the arts with sequential, standards-based curriculum in other subject areas
STUDENTS BENEFIT FROM:
Sequential, standards-based arts curriculum, deep expertise and professional experience, and standards-based connections between the arts and other content areas

For more information on AEMS Alliance,

Visit:www.aems-edu.org

Call: 410-837-5500

E-mail: Lori Snyder, Executive Director, lsnyder@aems-edu.org

To view the Final Report of the The Governor's P-20 Leadership Council Task Force on Arts Education in Maryland Schools, visit:

http://www.aems-edu.org/PDFs/Task%20Force%20Final%20Report.pdf

LITTLE FLOWERS
EARLY CHILDHOOD AND DEVELOPMENT CENTER, INC.

Testimony Concerning Pre-Kindergarten and Early Childhood Education
Presented to the Commission on Innovation and Excellence in Eductation
By Crystal Hardy-Flowers, MSW, LGSW
October 12, 2017

Good afternoon, Commissioner Kirwan and other members of the Commission.

My name is Crystal Hardy-Flowers, and I'm the Director of Little Flowers Early Childhood and Development Center in the Sandtown-Winchester neighborhood of Baltimore City. If that neighborhood sounds familiar, that's probably because it's where violence erupted in April of 2015, after the death of Freddie Gray. That violence and all that ensued in the area immediately outside Little Flowers' doors put tremendous stress on our students and their families. Helping them cope and process their experiences put everything my staff and I know about child development and family engagement to the test.

I tell you this story to make a point: It's often said that it takes a village to raise a child, and that schools can't undertake all the challenges of educating our children alone. As Maryland moves to expand access to pre-kindergarten, I urge us all to recognize that parents, schools, and other public institutions have a valuable partner to work with. I'm referring to the child care programs that are already operating in our communities.

Public schools not only can but <u>should</u> embrace partnerships with child care to provide high-quality care and education for all Maryland 4-year-olds. I'm proud to say that Little Flowers is working this year under an agreement with Baltimore City Public Schools and our Judy Center to provide publicly funded pre-K for 13 students in our child care center. I realize that participating in a pre-K public-private partnership with our schools requires my child care center and many of my fellow providers to meet quality and accountability standards. I say "bring it on." I'm ready, willing, and able to help, not just for the good of my program but most importantly for the benefit of all the children in my care.

What do school systems gain through pre-K partnerships with programs like mine? I guess the most obvious thing is that we can help schools serve more children without incurring the tremendous costs of building more classrooms and covering transportation. But maybe even more important is that because the partner programs have to meet high quality standards to provide pre-K, they improve the whole pipeline of future students. Not just the four-year-olds but all the younger children in my program benefit when we raise our quality.

What do parents gain from pre-K partnerships? Again, I guess the most obvious thing is that my program and many others like mine are open from early morning till evening—much longer than a typical 6.5-hour school day lasts. So we can provide on-site before- and after-school care that

lines up much better with parents' workday schedules. We can also serve younger siblings from the same family in one location. Family engagement is one of our great strengths.
But there's also an educational benefit to pre-K students having continuity of care in a familiar setting, and in a program that focuses on kids from birth to age five, not primarily on Kindergarten to 6th or 8th grade.

Overall, I think that schools, parents, and the whole community benefit from partnering with providers who can embody and promote a better understanding of the developmental needs of our youngest learners and apply that understanding in pre-K classrooms wherever they may be. I assure you all that I'll continue to do what it takes to be the best partner I can be with parents and schools as we try to achieve our shared and most important goal—making Baltimore City and everywhere in Maryland a great place to be a young learner.

*Tracy Merriman Jost, 3420 Lancer Court, Dunkirk, MD 20754; 410-286-8960;*
*tracyjost@comcast.net*

**TESTIMONY to the Kirwan Commission on Universal PreK Expansion, October 12, 2017**

Good afternoon members of the Kirwan Commission. My name is Tracy Merriman Jost. Since 2006, I have owned and operated Kid's Campus Early Learning Center, a Maryland State Department of Education (MSDE) accredited early learning center that serves 150 students aged 6 weeks to 12 years old and that participates in Maryland EXCELS Quality Rating & Improvement System. Recently, I was a member of Maryland's Workgroup to Study the Implementation of Universal Access to Prekindergarten for 4-Year-Olds that submitted a report to this Commission. From 2014-2017, I worked at Maryland State Department of Education and managed the State and Federal PreK Expansion Grant. I have recently been hired by the Center on Enhancing Early Learning Outcomes in the role of Senior Policy Advisor through Rutgers University that currently provides technical assistance to the Department of Education on early learning initiatives including PreK expansion.

Several years ago, the thought of universal PreK worried me. It worried me for a few reasons. I built my early learning center with quality being at the forefront of my mind. I have an advanced graduate degree in education public policy and extensive continuing education in early childhood. I sought accreditation for my Center through Maryland State Department of Education. Accreditation is not an easy process. It usually takes approximately two years to accomplish and includes high-quality standards. To name just a few of the standards: implementation of a MSDE recommended curriculum, developmentally appropriate practices, on-going assessments of children, and continuous program improvement. In addition, my school participates in Maryland EXCELS, the State's Quality Rating & Improvement System. That system includes the accreditation process and builds on it with added components of quality administrative practices and continued education of staff and administration. As an education policy professional, it concerned me that most Public Prekindergarten programs were not accredited and not participating in the QRIS system and that I could possibly lose the 40 pre-kindergarten students to those schools. I worried whether those students were best served there. As a private business owner, that notion would also result in a significant loss in revenue.

I was fortunate to have the opportunity to work for MSDE for three years and managed the PreK Expansion grant. During that time, I needed to change my perspective. We already had in place the $4.3 million State PreK Expansion grant to serve low-income four-year olds in mixed delivery settings. We subsequently won the Federal PreK Expansion grant of $15 million/year over a four-year period. That grant was won on the model of a mixed delivery system which would provide funds for both public and private programs to support low income four-year old students. We worked to establish collaborative partnerships among the private providers and public-school systems. We looked for ways for the two systems to support one another including shared professional development, support for students with special needs and who are English language learners, and shared enrollment recruiting strategies. We knew that it was important to not only put children in seats but to put them in settings that provided quality early childhood education. So, we required the private centers to employ a certified teacher and pay them commensurate to the starting salary of a teacher in their school district (approximately $45,000/school year). We required the public PreK programs to achieve accreditation and

participate in Maryland EXCELS. The standards and measures of quality among the two systems are equivalent. Monitoring and technical assistance by the State staff occurred to help the two systems achieve quality and work together.

As I visited publicly funded PreK classrooms in both public and private schools around the State, I was over-joyed to see that both settings raised the bar of quality instruction to PreK Students. I was also happy to observe that systems were beginning to change. The systems are becoming more collaborative. School systems began inviting private providers to their professional development trainings and helped integrate enrollment recruitment strategies. Private programs were sharing how they accomplished accreditation and how to navigate the QRIS system. This process of collaboration is on-going today and is still receiving technical assistance from State staff as some districts have been more successful than others.

The opportunity of managing the PreK grant changed my perspective. The thought of universal access to PreK no longer worries me. In fact, it is what I think is needed for the children of our State. I was glad to hear that this commission is reaching consensus on some of those building blocks which include universal access for low income PreK students, mixed delivery system of public and private settings, and quality standards. I know you all are struggling with the price tag but I want to remind you that quality costs. Allow me to share with you some of the discussion of the PreK Workgroup. I shared that the parents of a four-year old at my center located in Calvert County pay approximately $10,000/student. Others reported that in Prince George's County it is approximately $15,000/student, and in Montgomery County upwards to $20,000/student. The APA report you have estimates quality PreK instruction for a student at approximately $12,000/student. Currently, PreK Expansion grants in Maryland are paying $7,344 per student per school year. For private programs to participate in Universal PreK, employ a certified teacher and pay the commensurate starting salary, it must be economically feasible for them to do so. However, as you work through your funding calculations, I hope you consider the following—the cost savings for school construction/capital improvement, bus transportation, administrative and management personnel and other factors that can be off-set by leveraging the private settings, and providing flexibility to scale as enrollments go up and down.

Today, I am an enthusiastic advocate for universal access to PreK because it is about the students. I believe these three principles are key to achieving that:

1. Universal access to PreK delivered through mixed settings including public and private schools. Require those settings to work collaboratively to maximize enrollment recruitment and opportunities for quality.
2. Quality standards are uniformly applied across settings because the students and their families have a right to expect the same quality in whatever setting they choose.
3. Investments must be sufficient to ensure both universal access and quality.