

Department of Legislative Services
Maryland General Assembly
2024 Session

FISCAL AND POLICY NOTE
First Reader

House Bill 1181
Ways and Means

(Delegate Wilson)

Education – Curriculum Standards – Antihate and Holocaust Education
(Educate to Stop the Hate Act)

This bill requires, by January 1, 2025, the State Board of Education (SBE) to adopt curriculum standards and curriculum resources for instructional content on (1) comprehensive antihate education using historical contexts that have led to contemporary racism and prejudice, as specified and (2) the Holocaust. Beginning in the 2025-2026 school year, all public schools and all nonpublic schools that participate in State-funded education programs must include the revised and enhanced instructional content in school curricula. Each local board of education must dedicate a portion of federal Title II funds for substantive professional development on teaching the curriculum developed under the bill. Teachers participating in professional development on the requirements (1) must be paid or reimbursed at locally negotiated rates and (2) may be eligible for continuing professional development credits. **The bill takes effect July 1, 2024.**

Fiscal Summary

State Effect: Potential minimal operational effect in FY 2025 to develop the standards, as explained below. Revenues are not affected.

Local Effect: Local school system expenditures increase, potentially meaningfully, in FY 2025 and 2026 as they develop new curriculum based on the updated guidelines and provide training for teachers. In future years, the impact on expenditures may be minimal, as discussed below. Revenues are not affected. **This bill may impose a mandate on a unit of local government.**

Small Business Effect: None.

Analysis

Bill Summary: The Maryland State Department of Education (MSDE) must:

- revise and enhance the high school history framework to include instruction on the history and contributions of historically disadvantaged racial and ethnic groups, including those specified;
- revise and enhance the elementary school social studies framework for grades 4 and 5 to incorporate instruction addressing the Holocaust within the grade 5 unit;
- revise and enhance the middle school social studies framework for grades 6 and 7 to incorporate a study of the roots of antisemitism that led to the Holocaust to help students contextualize the study of the Holocaust in high school; and
- revise and enhance the high school history framework to strengthen the required Holocaust instruction in (1) the U.S. History curriculum, to require students to study the American response to the Holocaust by first understanding the origins of the Holocaust and (2) the Modern World History curriculum, to require students to evaluate the cause, course, and consequences of the Holocaust.

The curriculum standards and curriculum resources adopted must be age-appropriate, interdisciplinary, and consistent with other required grade level instruction. The revised and enhanced history and social studies frameworks developed may not expand the total amount of instruction required for any given course.

It is the intent of the General Assembly that (1) the curriculum standards adopted by SBE be the minimum required for teaching these essential topics to students in public schools across the State. All schools in the State are encouraged to incorporate antihate education into the full range of subjects taught in schools to provide the most benefit to students.

Each nonpublic elementary, middle, and high school in that does *not* participate in State-funded education programs is encouraged to include in the school's curriculum at least a unit of instruction on the comprehensive antihate education and the Holocaust using, or based on, the curriculum standards adopted by SBE.

Current Law: The [Maryland Social Studies Framework](#) addresses or alludes to the Holocaust in several units, specifically, High School Modern World History, High School United States History, and the Social Studies Standards and Framework for Grades 6-8. State Frameworks are defined as supporting documents and provide guidance for implementing the State Standards in Social Studies, which are reviewed and adopted by MSDE every eight years.

With the advice of the State Superintendent of Schools, SBE establishes basic policy and guidelines for the program of instruction for public schools. Subject to State law and the regulations, bylaws, policies, and guidelines established by SBE, each local board of education must establish the curriculum guides and courses of study for schools in its jurisdiction. Policies, rules, and regulations for the graduation of students from Maryland public schools are established by local boards of education and SBE.

State-funded Education Programs

“State-funded education programs” is not defined in statute. The State provides aid to eligible nonpublic schools in the operating budget including funding for textbooks and technology and the Broadening Options and Opportunities for Students Today program. Capital funding is also provided to eligible nonpublic schools.

Title II

According to information published by MSDE, Title II, Part A of the Every Student Succeeds Act is intended to increase the academic achievement of all students by improving the quality and effectiveness of educators and providing low-income and minority students greater access to effective educators. This includes new educator recruitment and hiring, effective induction programs, continued professional learning, educator retention strategies, and leadership development.

In accordance with federal regulations, each local school system must:

- implement a system of professional growth and improvement for educators, including opportunities to develop meaningful teacher leadership;
- prioritize Title II, Part A funds to schools that have been identified for comprehensive and targeted support and improvement;
- provide equitable services to eligible nonpublic school teachers; and
- ensure Title II, Part A funded activities address the learning needs of all students, including children with disabilities, English learners, and gifted and talented students.

According to information published by MSDE, allowable uses of Title II, Part A funds include:

- providing high-quality, personalized professional learning that is evidence-based;
- developing and implementing initiatives to assist in recruiting, hiring, and retaining effective teachers, particularly in low-income schools with high percentages of

ineffective teachers and high percentages of students who do not meet the challenging State academic standards;

- developing feedback mechanisms to improve school working conditions;
- developing or improving a rigorous, transparent, and fair evaluation and support system for teachers, principals, or other school leaders;
- reducing class size to a level that is evidence-based; and
- carrying out other evidence-based activities that meet the purpose of Title II, Part A.

Title II, Part A, is a formula-based program. The amount of Title II, Part A funds allocated to local school systems is calculated using U.S. census data. Eighty percent of the local school system's Title II, Part A allocation is based on poverty and the remaining 20% is based on population. Title II, Part A funds must only be used to provide additional services, staff, programs, or materials that are not provided with State or local resources absent federal funds. Federal funds cannot pay for resources or services that would otherwise be purchased with State and/or local funds.

State Expenditures: In August 2019, MSDE received inquiries regarding Holocaust education in Maryland, which prompted it to seek feedback from stakeholders. To gather feedback, MSDE met with representatives from the Baltimore Jewish Council. The stakeholders provided various suggestions, including the need to include Holocaust education in the revised State Frameworks for elementary and middle school grades, to strengthen objectives in the High School United States History and Modern World History State Frameworks, and to provide ongoing professional development for teachers in Holocaust education.

In response to that feedback, revisions were made to the High School United States History and Modern World History State Frameworks, emphasizing the importance of teaching the causes, aftermath, and global impact of the Holocaust. Collaborations with the United States Holocaust Memorial Museum and the Jewish Museum of Maryland facilitated professional development for content specialists from 2019 to 2022, with additional teacher cohorts receiving yearlong training and resource development in 2021 and 2022. Subsequent revisions to the Grade 6 and 7 State Frameworks were approved by SBE in January 2024, aligning with the objectives outlined in the bill. These objectives span various grade levels, addressing topics such as the origins of the Holocaust, race-based slavery, civil rights movements, and global historical events.

Based on the current revision activities explained above, it is assumed that MSDE can, by January 1, 2025, adopt curriculum standards and curriculum resources for instructional content on antihate education and the Holocaust, as specified, at minimal cost in fiscal 2025. However, MSDE advises that sustained, robust professional development is needed for greater statewide implementation of the curriculum standards. MSDE advises

that in Massachusetts, \$1.5 million was provided by the state for the Genocide Education Trust Fund to support curriculum enhancement, stakeholder engagement, and professional development initiatives at the local level.

Local Expenditures: Under the bill, local school systems must implement the revised and enhanced comprehensive antihate and Holocaust instruction beginning with the 2025-2026 school year (fiscal 2026). Thus, local school system expenditures increase, potentially meaningfully, in fiscal 2025 and 2026 to develop curriculum based on the revised curriculum content and train teachers to implement the revised and enhanced comprehensive antihate and Holocaust instruction. Prince George’s County Public Schools has estimated costs of \$465,500 for fiscal 2025, with ongoing annual costs of \$381,500 thereafter. The fiscal 2025 costs include \$24,000 for curriculum writing stipends, \$331,500 for professional development stipends, \$50,000 for contractual services, and \$60,000 for supplies. In subsequent years, all these costs are expected to continue except for curriculum writing and supplies. St. Mary’s County Public Schools estimates annual professional development costs of \$77,760, which accounts for three hours of professional development per teacher per year. Anne Arundel County Public Schools advises that costs cannot be reliably estimated until the new curriculum content is developed.

It is assumed that future year impacts on curriculum and training are minimal in fiscal 2027 and beyond. However, if funds are available, annual training will be enhanced.

The bill requires local school systems to dedicate a portion of Title II funds for substantive professional development on teaching the comprehensive antihate education and Holocaust curricula. This estimate assumes that this is an allowable expenditure of these federal funds and that these revenues are not jeopardized. Any expenditures of Title II funds for the purpose required by the bill reduces federal Title II funds available for current activities. Thus, local school systems expenditures for other activities may increase. However, any such impact cannot be reliably estimated.

Additional Comments: Nonpublic school expenditures likely increase in fiscal 2025 and 2026 to develop and implement enhanced Holocaust instruction as required by the bill; however, a cost estimate cannot be reliably determined. Costs in future years are likely minimal.

Additional Information

Recent Prior Introductions: Similar legislation has been introduced within the last three years. See SB 837 and HB 1241 of 2023 and SB 416 of 2019.

Designated Cross File: SB 1058 (Senator Kramer, *et al.*) - Education, Energy, and the Environment.

Information Source(s): Maryland State Department of Education; Anne Arundel County Public Schools; Prince George's County Public Schools; St. Mary's County Public Schools; Department of Legislative Services

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Analysis by: Caroline L. Boice

Direct Inquiries to:
(410) 946-5510
(301) 970-5510