Blueprint for Maryland's Future
Accountability and Implementation Board

Isiah Leggett, Chair

Monday, November 29, 2021
1:00 p.m.
Agenda

I. Chair's Opening Remarks

II. The Work of the Commission on Innovation and Excellence in Education

William E. Kirwan, Commission Chair

III. National Center on Education and the Economy (NCEE) Briefing on the Ideas Behind the Blueprint for Maryland's Future in Four Parts

Marc Tucker, President Emeritus
Betsy Brown Ruzzi, Vice President Emeritus

IV. Closing Remarks and Adjournment

Public notice of meetings will be posted in the Public Hearing Schedule on the Maryland General Assembly's website (http://mgaleg.maryland.gov/mgawebsite/Meetings/Month***).***

THE IDEAS BEHIND THE BLUEPRINT FOR MARYLAND'S FUTURE

A Presentation To The Accountability And Implementation Board

Marc Tucker
Betsy Brown Ruzzi

November 29, 2021

Agenda and Process

Plan for the Afternoon

Four Part Agenda:

- What's at Stake for Maryland
- Gap Analysis
- Special Analyses
- Role of the AIB

Process:

- Start each part with slide presentation
- *Each presentation followed by open discussion*

NOTE: Important for AIB to see the whole picture today

- More details on any part can be addressed at future meetings.

PART ONE

PROLOGUE

PART 1: Prologue

For Years, the U.S. Led the World In Public Education.

- The story begins more than 150 years ago.
- U.S. led the world in building the world's first mass education system, first in elementary education, then in secondary education, then in higher education.
- The elementary and secondary system we have now was pretty much in place by the 1930s. It made us the world's leading industrial power.
- That education system design was perfectly matched to the needs of the world's leading mass production, "smokestack" industrial economy.

PART 1: Prologue

For Years, the US Led The World In Public Education

- In the1970s, more than half of high school students were in general track.
- They had little more than the basic skills needed to do most work
- This is the same system we have today, and it is producing the same results
- But, at least through the 1960s, that was still enough to make the U.S. workforce the best educated in the world.

PART 1: Prologue

This All Fell Apart in the 1970s.

- But, by the 1970s, many nations whose workers had been mostly illiterate after WW II, had overtaken us in attainment and provided a better quality of education.
- Manufacturers shifted production to countries offering better educated workers whose wages, in the 1990s, were 1/10th to 1/100th of the wages made by American factory workers.
- The data now show that young American workers—once the best educated— are now among the *least well educated* in the industrialized world.
- As far back as the year 2000, for every job that was being outsourced, 10 were being automated.

PART 1: Prologue

What The Future Holds for the US and Maryland

- Now, half the jobs in the U.S. economy can be automated with currently available equipment. Many high school grads are increasingly in danger of being replaced by machines as their cost declines.

- Future of Maryland economy is very bright if it can offer employers a rapidly growing number of well educated and highly skilled workers

PART 1: Prologue

What The Future Holds for the US and Maryland

If Maryland does not move in this direction:

- The cost to the state of providing support to increasing numbers of unemployed and under employed as a result of foreign competition and increasing automation will rise even as revenues decline.

- These costs, and a low-quality workforce, will make the state very unattractive to employers, forcing a downward spiral in Maryland's economy.

PART 1: Prologue

What "High Performing Systems" Means

So Maryland Has a Choice:

- Either compete by fielding one of the best educated workforces in the world;

OR

- Lower Maryland wages to the wages paid by other countries that offer workers with the same level and quality of education as our current workforce *but who get paid less.*

The latter course could result in widespread poverty and political chaos.

PART 1: Prologue

What makes a system "High Performing"?

Maryland must match the performance of the top performers. It must begin by identifying them.

- NCEE used data from NAEP (US) and PISA (OECD) to compare Maryland's education system to the top performing states and nations on:
    - student performance
    - equity
    - productivity

PART 1: Prologue

The Findings:

We compared Maryland to:

- Massachusetts, New Hampshire and New Jersey, the three top performing states on NAEP, and
- Finland, Ontario, (Canada), Shanghai (China) and Singapore, four of the highest performing jurisdictions on OECD's PISA surveys.

U.S. performance overall is mediocre. In the OECD rankings, the US was:

- 15th in reading in 2000 and 13th in 2018,
- 14th in science in 2000 and 19th in 2018.
- 19th in math in 2000 and 38thh in 2018, and

PART 1: Prologue

The Findings for Maryland:

Maryland students performed right at the U.S. average on NAEP:

- Even though Maryland is one of the richest states and its adult population is among the best educated in the country.

Although Maryland has schools of which any state could be proud, student performance on average is just as mediocre as U.S. performance as a whole.

PART 1: Prologue

The Findings for Maryland:

Algebra I is a middle school course in MD. But only

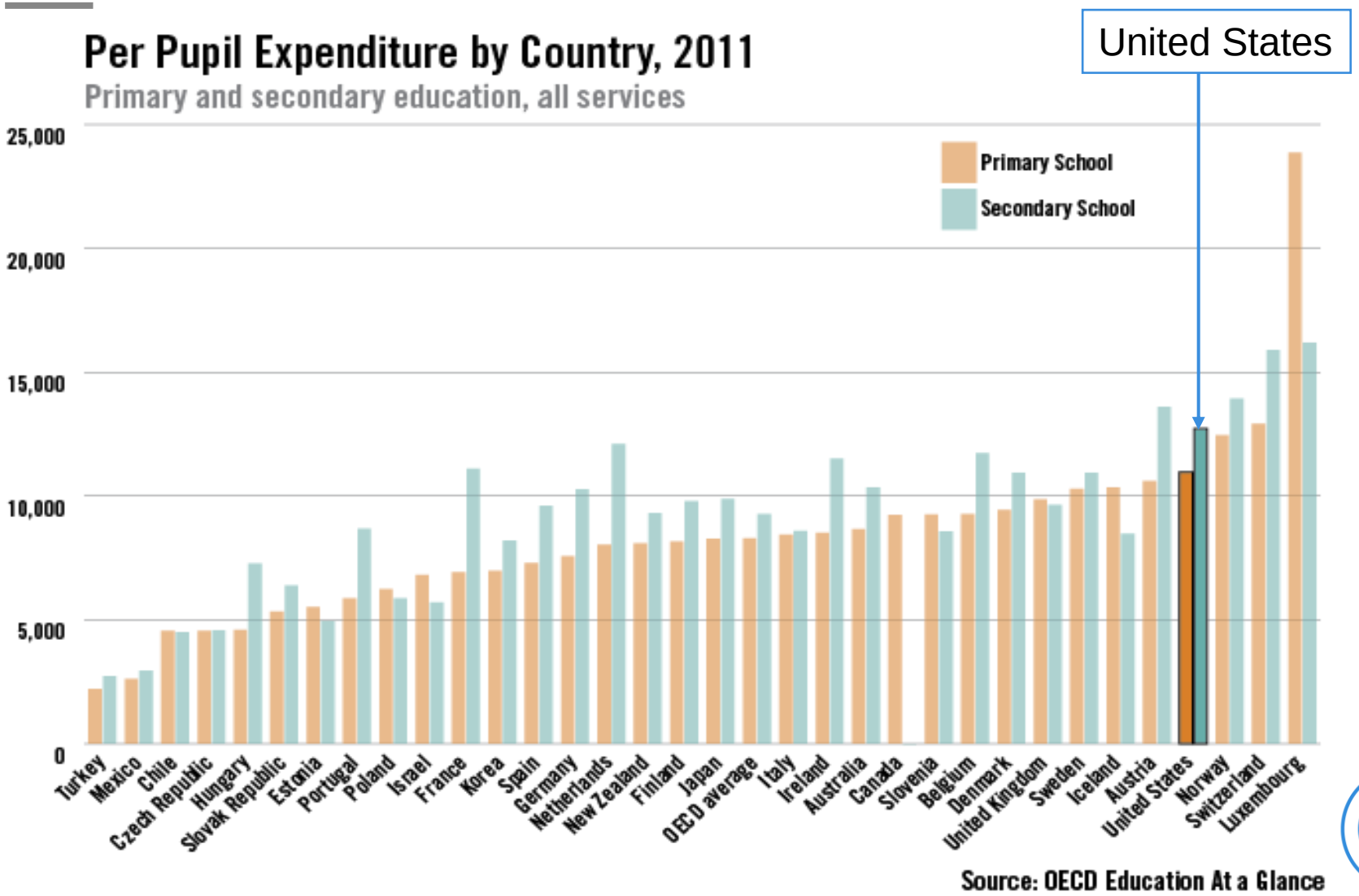
- 50% of White graduates;
- 12.5% of Hispanic graduates; and,
- 11.4% of Black graduates…

…are proficient in math at the level of Algebra I when they graduate from high school.

The data also show that the Maryland education system produces *less* for each dollar invested than most other states.

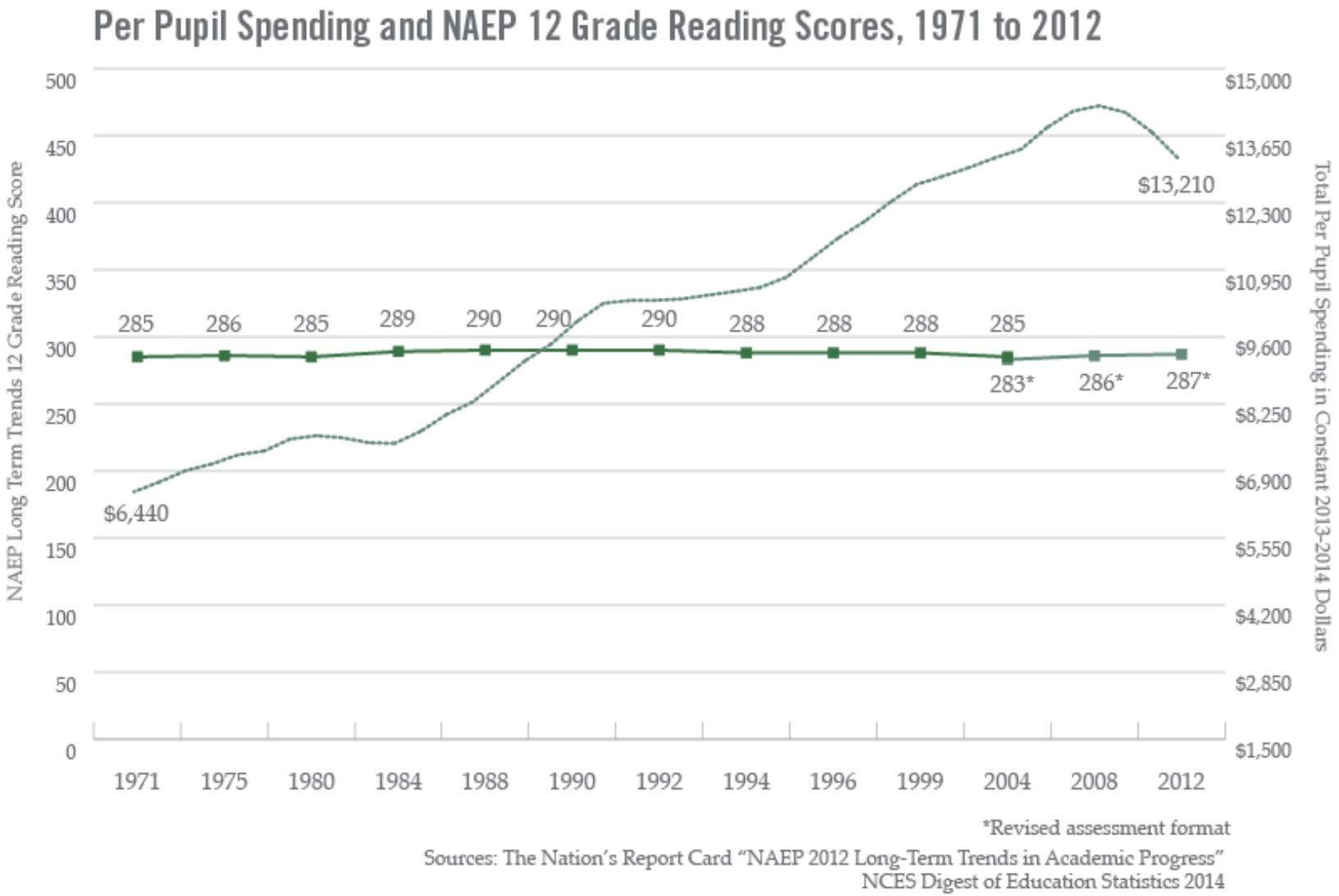
PART 1: Prologue

Cost Per Student—by Country



PART 1: Prologue

Skyrocketing Cost For Flat Performance in U.S



PART 1: Prologue

How Money Is Spent Is Crucial.

OECD Finding:

- Once a nation spends a TOTAL of $50,000 per student on the entire education of a student, from the beginning of elementary school to the end of high school, there is very little correlation between spending and achievement

How you spend money on education is much more important than how much you spend!

PART 1: Prologue

How Can MD Match The Top Performers?

- *Only one way to do this* -- study the policies and practices the high-performing countries have used to reach the top of the global league tables;

- *Then,* develop a system based on those policies and practices that will produce results in Maryland at least as good, if not better.

NEXT PART -- The results of just such a study.

The data are what we shared with the Commission.

DISCUSSION

PART TWO:

GAP ANALYSIS

Comparing Maryland to the Top Performers

PART 2: Gap Analysis

School Funding

Findings for School Funding in Maryland:

- Maryland spent more per student than any of the three top performing states in the U.S. or any top performing country.

- Maryland had one of the most regressive school funding systems in the U.S. -- the opposite of what the top performers do.

PART 2: Gap Analysis

School Funding

Maryland, like all U.S. states, has a funding system based on local property wealth, so:

- the rich get low tax rates to produce a particular amount of revenue; and,
- the poor get high tax rates to produce the same amount of revenue.

None of the top performing countries do this. Most…

- collect and spend funds at the state, provincial or national level; and,
- find different ways of providing more resources to schools with large numbers of students who will need them to get to common high standards.

PART 2: Gap Analysis

School Funding

- Top performing countries typically classify about half the proportion of their students as special education that the U.S. does, but the bottom tenth of their students are closer to the top tenth than in the U.S.
- They do this with measures designed to make sure that fewer students fall behind in the early years.
- The fact that the top performers spend much less than the U.S. per student on their schools must be offset against the fact that the U.S., which 40 years ago had the most equal distribution of income in the industrialized world, now has the least equal distribution and child poverty in the U.S. is far higher in the U.S. than in any of the top performers

PART 2: Gap Analysis

School Funding

Key Recommendations for Funding Formula:

- Add a new weight in the formula for concentrated poverty;
- Make the formula less regressive; and,
- Increase the special education weight now, provide more money for special ed now, but less later, as the performance of low income and minority students improves; then focus special education funds on students with specific cognitive and physical impairments

PART 2: Gap Analysis

Early Childhood Ed and Support for Families with Young Children

- The U.S. and MD, provide much less support to families with young children than do the top performing countries
- Non-means-tested support to families for each child from birth to their teens (e.g. Singapore: one-time baby bonus for each child at US$5,737 for 1st 2 children and US$7,172 for each additional
- Free health care, pre-natal care, home visits for new mothers, health screenings for newborns
- Paid parental leave for children 0-3
- Followed by high quality childcare and high quality early childhood education (children 0-5)

PART 2: Gap Analysis

Early Childhood Ed and Support for Families with Young Children

- All international jurisdictions we studied provide free or very low-cost preschool for 3-6-year-olds.
- Usually overseen by ministry of ed, so tightly coordinated with public school program
- Lead teachers typically have bachelors' degrees; teachers are typically certified and, in many countries, have bachelors' degrees

PART 2: Gap Analysis

Early Childhood Ed and Support for Families with Young Children

- Maryland is a leader in the U.S. in providing support to families with young children.
- However, the state is far behind the leading countries in Asia and Europe.
- Particularly important because the level of child poverty in Maryland is so much higher than other countries.
- Maryland does not offer most of the services and supports to families with young children that are offered by countries with much less child poverty

PART 2: Gap Analysis

Early Childhood Education and Support for Families with Young Children

- While Maryland's Judy Centers and Family Support Centers are well regarded nationally, they are not available to every family that needs them
- Child care is not affordable for many families in Maryland
- Fully universal early education is not available for ages three and four in Maryland.
- Maryland early childhood teachers are paid less and have fewer career growth opportunities than teachers in the public schools, which impacts the quality of education provided

PART 2: Gap Analysis

Early Childhood Ed and Support for Families with Young Children

KEY RECOMMENDATIONS:

- Expand Reach And Comprehensiveness Of Judy Centers And Family Support Centers
- Make Childcare For Working Families Affordable
- Add Early Childhood Educators To A Statewide Educator Career Ladder And Invest In The Early Childhood Ed Workforce
- Expand Enrollment Of All Children In Quality Pre-k Programs And Add Wrap Around Education, Health And Support Services

PART 2: Gap Analysis

Instructional Systems and Gateways

Maryland's expectations for students are very low:

- Half or more of MD high school graduates cannot do middle school math and read at only a 7th or 8th grade level.
- That's why typical 1st year college curriculum in the U.S. equals 1st year of high school curriculum in top performing countries
- If MD students are to graduate at world class level, they will have to jump 4 grade levels in reading, master algebra one and think and write far better then they do now by the age of 16.
- By the standards of the top performers, many of our high schools are not high schools at all.

PART 2: Gap Analysis

Instructional Systems and Gateways

- MD is widely regarded as having one of the better CTE programs in the united states
- But, when the OECD was assembling a report on the CTE programs of countries around the world, it decided not to include the U.S., because, by current global standards, the U.S. Does not meet the minimum standards for CTE programs
- Only 9% of MD students are in CTE programs, far below the number that will are needed in our highly technological society.
- But MD won't get more until CTE becomes a much more attractive option for students and their families.

PART 2: Gap Analysis

Instructional Systems and Gateways

- What is lacking in our CTE system?
  1. Leadership of CTE by employers
  2. Training locations furnished with the latest technologies and equipment
  3. Training in core subjects that is matched to the application of those theories in the workplace
  4. Investments in CTE that are carefully matched to the economic strategies of the jurisdiction
  5. A CTE system that is attractive to good students—*not a dumping ground*

PART 2: Gap Analysis

Instructional Systems and Gateways

What the top performers do:

1. Internationally benchmark desired outcomes, then clearly express the outcomes they want for their students
2. Design a credible system to get the vast majority to those standards, step by step.
3. Design the whole system to start students on the same start line and catch them as soon as they start to slide back.
4. Align all the components of their instructional systems—goals, standards, curriculum frameworks and assessments—with each other.

They never waive the standards, but do whatever it takes to help students achieve them

PART TWO: Gap Analysis

Instructional Systems and Gateways

Three Vignettes:

1. Talking with a 17-year-old youngster in an apprenticeship at ABB in Berne, Switzerland who is playing an important role in helping to build precision parts for ocean-going ship turbines;
2. Eating lunch prepared by a student chef in Singapore's culinary program, designed by its culinary program partner, French chef Paul Bocuse; and
3. Talking with students in a first-year Danish high school program for electricians, who were using their knowledge of English, physics and the calculus to write manuals for the use of the multimeters they had just built themselves.

PART 2: Gap Analysis

Instructional Systems and Gateways

KEY RECOMMENDATIONS—

Maryland needs to:

1. Conduct research needed to reset standards for CCR to global standards and actual requirements for success in 1st year of 2-year and 4-year colleges;
2. Expect students to achieve those standards by the end of their sophomore year in high school, with time for those who cannot do that to achieve them by the end of high school;
3. Redesign the whole instructional system to make it possible for all student to attain CCR on schedule; and,
4. Rebuild its CTE system to global standards.

PART 2: Gap Analysis

Teachers and School Leaders

The top performers know that the quality of student performance will never exceed the quality of their teachers, so they:

- routinely produce a surplus of highly qualified teachers.

But, In 2016, only:

- *1% of entering students at U of MD, College Park, and*
- *5% of students at Towson University*

…identified teaching as a career choice and applications to teacher education programs are plummeting in the wake of Covid.

PART 2: Gap Analysis

Teachers and School Leaders

The Top Performers:

- Source their teachers from the middle to the top of their high school graduating classes

  The U.S. and MD source their teachers from the middle to the bottom of their high school graduating classes

- Educate their teachers in their research universities

  The U.S. and MD educate their teachers mostly in lower tier universities, many with very low admission standards

PART 2: Gap Analysis

Teachers and School Leaders

The Top Performers:

- Raise the bar for becoming a teachers when faced with a teacher shortage, because they've learned that this raises the prestige of teaching and attracts more and better high school graduates

  The U.S. and MD, when faced with a teacher shortage, lower a bar that is already very low

- Train their teachers to do research, so that they can steadily improve the performance of their school and students in a disciplined way

  In the U.S. and MD, teachers are the subject of research done by university researchers rather than partners in that research

PART 2: Gap Analysis

Teachers and School Leaders

The Top Performers:

- Use their certified master teachers to train and mentor new teachers; the master teachers have an important role in determining whether the candidate teacher gets a license to teach

  There is no system for certifying master teachers in the U.S. or MD

- Pay their teachers at rates that are benchmarked to compensation for other occupations requiring the same amount of professional education

  In MD, teachers' compensation has often lagged other professions by as much as 30%

PART 2: Gap Analysis

Teachers and School Leaders

The Top Performers:

- Give teachers a lot of time to work in teams to pool their perceptions of students who are falling behind and collaborate on strategies to help them, work with individual students who need extra help, work with colleagues on long term projects to improve the curriculum and their skill in teaching it. Teachers are often in other teachers' classrooms, critiquing their work, demonstrating new techniques and learning

  U.S. and MD teachers are required to spend more time in front of students than in any other OECD country. There isn't time to systematically improve the program or provide much help to individual students

PART 2: Gap Analysis

Teachers and School Leaders

The Top Performers:

- Have created professional career ladders for teachers. Teachers get more authority, responsibility, autonomy, status and compensation as they show that they are getting more and more competent at:
  1. Teaching
  2. Contributing to the work of their teams
  3. Leading their teams
  4. Leading action research in the school
- *In the U.S. and MD, the job is the same on the last day as it was the first. The only way to move up is to move out. Compensation is largely based on time in service*

PART 2: Gap Analysis

Teachers and School Leaders

The Bottom Line:

- Top performers have created a professional model of teaching. The U.S. and MD are still stuck in a blue collar model.
- They pay for this model by having slightly larger class sizes.
- OECD data clearly show that the very large sums the U.S. has paid to reduce class size have brought little or no improvement in student performance.

If those sums had been spent on the model just described, that same data shows that there would have been major improvements in student performance.

PART 2: Gap Analysis

Teachers and School Leaders

On Leadership:

- The model of career development just described for teachers includes a branch for teachers who wish to become school leaders. In MD and the U.S., individual teachers decide whether they want to pursue an administrator's credential.
- Top performers are adopting a leadership development model they found in the U.S. military and the best managed U.S. corporations.
- They identify teachers who they think have high potential for leadership and invest heavily in their systematic development over a period of years

PART 2: Gap Analysis

Teachers and School Leaders

Recommendations:

- Develop internationally benchmarked career ladder system for MD;
- Benchmark teachers comp to occupations requiring similar level of preparation;
- Raise the standards for becoming a teacher, especially for assuring mastery of subject matter content; and,
- Create incentives for top performing high school students from diverse backgrounds to choose teaching as a career.

PART 2: Gap Analysis

Teachers and School Leaders

Recommendations:

- Create incentives for teacher prep institutions to adopt top performers' models of teacher preparation and professional development;
- Include a branch for school leaders in the new career ladder, indentify promising candidates for leadership positions and groom them for leadership positions,
- Move Maryland to a professional model of work organization, career development and performance management.

PART 2: Gap Analysis

System Governance

The governance systems of the top performers are very different from ours in 5 key ways:

1. In many of these systems, the school heads report to district heads who report up through the system to the chief executive of the ministry.

In our system, school superintendents report to a local or county school board. They have one school system; we have 14,000.

2. In most of these systems, all the functions related to education at every level are gathered together and coordinated in one ministry.

In our system, those functions are scattered among many agencies which often function at cross purposes.

PART 2: Gap Analysis

System Governance

3. In most top performing systems, there is one civil service structure, with school faculty at the bottom and the system CEO -- a professional educator -- at the top, in the highest paid position.

In our system, superintendents report to elected boards, not the state board of education or the chief state school officer officer, who often makes less than many superintendents.

Our elected boards are not required to have any education expertise.

PART 2: Gap Analysis

System Governance

4. Many top performing systems have 5 to 10-year long state or national education plans, each developed after years of research and wide consultation, and each coming with detailed timelines and implementation plans that all relevant government agencies have helped developed and are fully committed to. Because of the lengthy development period, wide involvement and detailed planning, commitment to the plan typically outlives changes in party and administration, providing continuity and continuing support for the plan. Far more attention is given to implementation planning and management than is the case in the US.

PART 2: Gap Analysis

System Governance

5. The top performers pay a lot more attention to inter national comparisons of student performance than the U.S. or Maryland. And they often have separate units in the ministry charged with benchmarking the strategies used by the top performers that enable those countries to perform at such high levels. They systematically test out the ideas they bring back in selected districts and then find ways to integrate their own version of those strategies systemwide.

The U.S. does not do this in any state.

PART 2: Gap Analysis

System Governance

Recommendation:

- Maryland needs to invent a way to achieve globally competitive results with its decentralized and fractionated system of governance.
- That starts with developing a coherent, powerful plan for implementing the legislation that includes all agencies of MD government that are involved and making sure that the plan lives not just on paper, but in practice, at every level of the system.

PART 2: Gap Analysis

"Systemness"

In a well-functioning system, all the parts and pieces work in close harmony with each other. Each is designed to support the rest.

We are often asked to pick a few priorities among the parts of the system just described. This misses the point.

The effects of good early childhood wash out if not followed up by a solid elementary school program. A good curriculum does will not produce good results if taught by poorly educated teachers. Well-educated teachers will leave if they have to work under poor leaders. Grand plans fail if the governance system is too weak to lead effectively.

Top performers are top performers because they've learned how to build effective systems.

DISCUSSION

PART THREE

SPECIAL ANALYSES

Key Points Of The Design

PART 3: Special Analyses

Heart of the Matter: The CCR System

Why is the new CCR system the *Heart of the Matter*?

- When these goals are met, Maryland students will be performing at world class levels
- Many more will be prepared to attend world class universities
- Many will get an Associates Degree with their high school diploma when they graduate high school
- Many will have a solid start on a rewarding career in a technical field
- And the whole system will be much more efficient, so the public will get much more for its money

PART 3: Special Analyses

Heart of the Matter: The CCR System

- The AIM: Get the vast majority of MD students to a standard in math and reading that will give them a high probability of succeeding in the first year of a 2-year or 4-year college program *by the end of their sophomore year in high school.*
- When they reach that standard, they will be able to choose among any of the following:
  - *A full IB program, a full AP program or a full Cambridge IGCSE program (all accepted by world's top universities)*
  - *A full associates degree program, in high school*
  - *A demanding 2-year technical education program resulting in an industry-recognized credential*

PART 3: Special Analyses

Heart of the Matter: The CCR System

- *These are the outcomes the whole system is designed to achieve*
- Legislation specifies procedure the Department of Education must use to set the CCR standards. To get to those outcomes, MD needs to ‘backward map’ from the CCR system goals and standards to develop a set of expectations for student trajectories from grade 1 through high school.
- MD teachers will need to develop curriculum for their school and their students that will enable them to get on that trajectory and stay on it.
- The whole system will have to be designed and managed to give them the resources they will need to succeed.

PART 3: Special Analyses

Heart of the Matter: The CCR System

- The legislation redesigns the whole MD system for career and technical education, shifting its governance from the Department of Education to the Governor's Workforce Board, which is intended to give employers the primary voice in the design of the system and to connect the design of the system to MD's goals for economic and workforce development
- The Workforce Board is empowered to set occupational standards and to organize a system for the widespread provision of opportunities for students to acquire strong technical skills in MD workplaces under conditions that will protect both the students and the employers

PART 3: Special Analyses

Heart of the Matter: The CCR System

- As the plan is implemented, more students get their Associates Degrees in high school and have opportunities to get forms of career and technical education in high school that they now get in MD community colleges, the community colleges will have to change their roles, with programs less like the high schools in the top performing countries and more like the programs of their academic colleges and polytechnics
- The AIB will need to work closely with the Department of Education, the Higher Education Board and Governors Workforce Board to align and coordinate their evolving development

PART 3: Special Analyses

Hallmark of the System: Equity

There is no separate equity initiative in the Blueprint.

The whole plan is designed to make education more equitable in Maryland.

The CCR design:

- abolishes the tracking system;
- establishes a high standard for all students; and,
- redesigns the system to enable all students to achieve that standard.

This is the opposite of a sorting system.

Even students who fail to achieve the CCR until they graduate will be achieving a standard now attained by fewer than half of today's high school graduates

PART 3: Special Analyses

Hallmark of the System: Equity

The following Features of the Blueprint are Key to Improving Equity:

- Create a new weight in the funding formula for students living in *concentrated* poverty;
- *Greatly* expand the Judy Centers and the Family Support Centers;
- Provide a big increase in funding for community schools;
- Establish a large new tutoring program;
- Increase funding for special education;

PART 3: Special Analyses

Hallmark of the System: Equity

Other Blueprint Features to Support Equity:

- Provide new incentives to attract a diverse group of top performing high school graduates to teaching, on the condition that they agree to serve for a specified period in schools serving students in low-income, mostly minority schools;
- Create a much better system for catching students who are falling behind much earlier and giving teachers more time to spend with those students;
- Institute measures to greatly reduce the need to label as special education students the students who have no identifiable physical or cognitive impairments;

PART 3: Special Analyses

Hallmark of the System: Equity

Other Blueprint Features to Support Equity:

- Provide new funds for parents to access high quality, affordable child care and early childhood education;
- Transform the state's career and technical education system from a dead end for many students into an opportunity to acquire the skills needed to begin a rewarding career;
- Make it possible for high school students to leave high school with an Associates Degree at no cost to the family, while living at home;

PART 3: Special Analyses

Hallmark of the System: Equity

Other Blueprint Features to Support Equity:

- Require that funds allocated to districts on the basis of the needs of at-risk students follow those students to the schools they attend;
- Provide extended learning time and on-to-one instruction to students who need it to achieve to high standards; and,
- Create, in the AIB, a powerful accountability system designed to make sure that all these features of the system are actually implemented.

The Commission did not choose between excellence and equity. It is designed to deliver both.

PART 3: Special Analyses

The Covid Context

- Some people have suggested that Covid has led to a crisis in the schools that should take a higher priority than implementing the Blueprint
- MD government needs to help the public better understand how the Blueprint addressed the issue of equity
- Covid laid bare the very kind of problems the Blueprint is intended to address. The Blueprint's enveloping concern for equity led it to propose the very kind of measures that will be needed to address the devastation caused by the virus.

PART 3: Special Analyses

The Covid Context

- Half of MD students did not attend school during Covid, making the state the sixth lowest in the nation in the proportion of students attending school
- MD students failed their courses at somewhere between twice to three times the rate during Covid than previous to Covid. High school students failed at rates about 800 percent higher than before for math and 300 percent higher for science.
- The *Baltimore Sun* estimates that 27,000 students, particularly at-risk students, just dropped out.

PART 3: Special Analyses

The Covid Context

Maryland needs to find the students who dropped out and get them back in school.

When students are back in school, what they will need is all the measures just described as equity features of the Blueprint…

… from intensive tutoring to extended learning time to wraparound support to great teachers to funding that is targeted to them and their needs.

PART 3: Special Analysis

A New Theory of School Finance

- U.S. and MD school finance system originated in the 1970s. Grew out of the civil rights movement. Based on the provision in most state constitutions requiring the state to provide an “adequate” education to its citizens. Cases established that the courts could compel them to do that
- Whether or not funding is “adequate” is established by convening panels of educators who opine about how much money would be required to provide a program for schools serving students from a variety of backgrounds to get them to a set of standards specified by the state. Legislatures rely on that estimate to set and contest state education budgets.

PART 3: Special Analysis

A New Theory of School Finance

- Sounds scientific, but it is not. There is no research that reveals how virtually all students can get to the standards states typically aspire to. If it had been done, state performance would be much better then it is. So, state education budgets keep going up, but student performance does not.
- There is another problem: Legislatures use the standard method to figure out how much money should be appropriated. Then they give it to school districts using their formula. But districts use it in any way they wish. There is usually no relationship between how the amount was calculated and how it is spent.

PART 3: Special Analysis

A New Theory of School Finance

- That was the problem with Thornton. The Thornton Commission asked for a big increase in funding over many years. Educators complained when funds were cut in a recession, but the increase in funding was still far in excess of inflation. But the improvement in student performance was marginal.
- The Commission was determined not to do this again. But what is the alternative?
- The alternative was embedded in the charge to the Kirwan Commission: Identify in detail the strategies used by the global top performers to get to the top and then cost out what it would cost Maryland to implement those strategies.

PART 3: Special Analysis

A New Theory of School Finance

- This approach to costing is far more scientific than the methods the courts have been using. It is exactly what the Commission did.
- To make this funding strategy work, though, the state will have to make sure that MD's version of the strategies used by the the top performers is *actually used*, not just to figure out how much should be appropriated, at the top level, but used to make policy and set practice in every district and every school in the state.

PART 3: Special Analysis

A New Kind of Accountability System

- For more than 20 years, accountability in the United States has meant threatening schools with takeovers and teachers with firing if their students failed to meet state targets for student performance.
- Makes sense if you believe that the educators knew all along what they needed to do for their students but didn't have strong enough incentives to do it, and that each teacher is alone responsible for the achievement of the students in his or her class. But neither is true.
- It did not work. We found that no top performer has accountability policies like that.

PART 3: Special Analysis

A New Kind of Accountability System

- The top performers don't need our kind of measure-and-punish accountability systems because they have the kind of structure described earlier. The ministry takes years, not a few hearings, to plan ahead. They involve a wide swath of advocates, stakeholders and experts.
- This results in broad ownership of the new goals and the strategies for reaching them, ownership that usually transcends changes in political leadership. Real change requires deep transformations in culture. That's what this long gestation process produces.

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- The ministry owns the whole system, so it can make sure that every agency with a role to play plays that role. It makes sure that the tools and training that everyone, at every level, will need to be successful are developed and used.
- It monitors subordinate agencies to make sure that the guidance they issue and the criteria they use for granting funds are consistent with the legislation.
- It makes extended visits to schools, to gauge whether the policies and practices that are supposed to be implemented are in fact being implemented. If that is not the case, they ensure that the schools get the help they need to fully implement the new policies and practices.

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- At the policy level, the ministry gathers a lot of data and sponsors a lot of research to monitor implementation at scale and judge whether the new policies are having the desired effect.
- If, as time goes by, the emerging data show that changes in policy are needed to reach the original goals, the minister goes back to the prime minister and the legislature to request those changes.
- At the same time, the ministry is benchmarking what the top performing countries in the world are doing to improve their performance and incorporating that information in their operations.

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- There is no agency in Maryland government that has the authority and mandate to do what was just described.
- The Kirwan Commission took three years to produce its report, doing far more research than is usually done and consulting far more widely throughout the state than is usual in American policy-making. But that is only the beginning of the often decades-long process just described.
- The Commission proposed that the AIB be created to take on the roles that a high level agency of government would routinely take on in the implementation of a major new plan of this sort in the top performing countries.

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Why is a new agency needed?

Why cannot the State Board of Education and the State Department of Education take on all these tasks?

- Successful implementation depends on the tightly coordinated action of many bodies in many branches of state government.
- The Department of Education is only one of those agencies.

PART 3: Special Analysis

A New Kind of Accountability

Accountability in the Blueprint means accountability for implementing the plan as legislated.

- The AIB was structured as a powerful agency, with powers to approve agency plans, grant announcement criteria, awards of funds and other functions related to implementation of the Blueprint.
- But the AIB is not intended to take over agency operations. Its job is to make sure that the agencies work together to carry out their assigned role in the Blueprint.
- The AIB's powers provide a strong incentive to the agencies to seek the AIB's advice and meet its expectations.

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- Legislation spells out metrics and indicators that the agencies must collect and issue reports on. AIB authorized to commission expert outside reviews and analyses of Blueprint operations and progress.
- While the AIB is the institutional guarantor of fidelity to the Blueprint, the CCR system was designed as the focus of accountability for all the actors

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A New Kind of Accountability

The primary focus of the metrics used by the AIB, the data collected by the AIB and the reports it issues on implementation and results should be the metrics of the CCR system:

- How many high school students, school by school and district by district, broken down by race, ethnicity, gender and parental income, are achieving CCR by the end of their sophomore year?
- How many by the time they leave high school?
- How many in the lower grades are on a pathway that will get them to CCR by the end of the sophomore year?

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- How many of those who are getting to CCR by the end of their sophomore year are selecting and successfully completing the options available to them?
- How do differences in implementation of the components of the Blueprint affect the degree to which students of different backgrounds in different schools in different systems get on track to achieve CCR by the end of their sophomore year?
- How does the system need to be changed to improve the prospects of all students for getting to CCR by the end of their sophomore year and for successfully completing one of the options then available to them?

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A New Kind of Accountability

- A relentless focus on these and similar questions should drive the AIB's approach to its role as keeper of the Blueprint flame
- The AIB is authorized to withhold funds from schools which fail, at the beginning of implementation, to file plans that are consistent with the Blueprint, or later, fail to implement such plans.
- This is not to save money or to deny needy students the resources they need to succeed. It is to provide a strong incentive to these schools to do what is necessary for their students to succeed. Those incentives come with help.

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The Blueprint requires Department of Education to assemble review teams composed of expert educators who will:

- visit schools with stats suggesting poor performance;
- assess the reasons for that performance;
- propose remedies and provide guidance for assistance that the district and state can use to provide the help the school needs to qualify for the escrowed funds, including recommendations that the school be required to fully implement a state curriculum designed to provide the support students need to get on the CCR trajectory and stay there.

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A New Kind of Accountability

- The biggest danger in this whole system is that it becomes accountability simply for compliance and the spirit of the Blueprint is lost.
- The AIB is not a compliance machine. It is responsible for creating, over time, a culture that fully supports the strategies underlying the Blueprint, a culture that is shared throughout the system. It can provide incentives for people to do the right thing, but it cannot make people do what is needed.

To fully implement the Blueprint, the AIB must help all the participants see why it is necessary and make sure they have all the help they need to make it work.

DISCUSSION

PART FOUR

Role of the Accountability and Implementation Board

PART 4: The Role of the AIB

Responsibilities

- There will be more discussion at a future meeting about what is included in the Blueprint for Maryland's Future, including the authority and responsibilities of the AIB

- NCEE's aim here is to convey some observations about how we view your responsibilities -- from our perspective as an authority on how other nations, states and provinces perform these functions.

PART 4: The Role of the AIB

Responsibilities

- Apart from getting staffed and organized, your first, and crucially important, responsibility is to lead all of the relevant agencies -- including the local education agencies, local governments, Department of Labor, Department of Commerce, Governor's Workforce Development Board, Department of Education, Department of Health, Department of Human Services, Department of Juvenile Services and the Higher Education Commission -- in the development of a detailed multi-year implementation plan for the Blueprint with milestones.

PART 4: The Role of the AIB

Responsibilities

- The plan is to be updated annually and made public.
- The plan must be faithful to the Blueprint and represent a coherent integrated and aligned program of activities.
- All agency components of the plan to be approved by AIB.
- The plan is not just a management tool.
- It is an opportunity to build a culture of understanding and support into the agencies that will be responsible for implementing it.

You will have to do for them what we are doing here for you today.

PART 4: The Role of the AIB

Responsibilities

- Many people in state and local agencies will need to understand not only what they are expected to do, but why it is important to do it, how their work fits into the whole.
- The plan itself will have to be designed to build support for the Blueprint outside state government.
- One aspect of that is making sure that, in addition to sequencing the actions to be taken in a logical progression, with each step laying the foundation for the next, actions taken early will produce successes that build broad support for later actions.

PART 4: The Role of the AIB

Responsibilities

- As pointed out above, the top performers do not rush this process; a process few education authorities in the U.S. ever engage in; when they do it, they rush it.
- You need to get the plan right, because it will set the tone and build the base for everything that follows.
- You have been created as a very powerful agency of state government, with authority to override legislated functions of the agencies that will be responsible for all the operational activities under the Blueprint.
- You will be tempted to usurp their operational functions when the going gets rough.

PART 4: The Role of the AIB

Responsibilities

- We urge you to resist that temptation.
- If you don't, you will get bogged down in the mechanics of implementation without the resources to do it well and you will fail. Better to remain relatively small, to develop a highly capable team and use them to get others to do the work that you organize and ask them to do.
- In that vein, the legislation gives you the authority and resources to engage others to collect data, do all kinds of analysis, share their expertise and share their views.
- Your job is to figure out what kinds of data, analyses and expertise you need, get the right people to do it and then figure out what it means when you get it.

PART 4: The Role of the AIB

Responsibilities

- You will need to understand how the agencies at every level work and where their key process points are as they do their work. You have all the authority you need to intervene in at those points to make sure that they are doing what they need to be faithful to the Blueprint.
- This includes approving budgets, grant announcements, release of funds and much more.
- If you find your self faced with having to confront them frequently at these touch points, you might make enemies.
- Better to let them know what you are looking for in advance and help them get there. You want them to be your partners.

PART 4: The Role of the AIB

Responsibilities

- Because implementation will take at least ten years, you will have to give much thought to building and maintaining strong public support for the Blueprint from one administration to the next, through many changes in faces and administrations.
- The enormous effort that Brit made to inform countless stakeholders of what the Commission was doing, to seek input from them and to bring them into the fold must be continued.
- This is not a public relations program. It means real involvement and careful attention to planning for early success that can be used to build public support for the next phase.

PART 4: The Role of the AIB

Responsibilities

- You will know you have succeeded when the number of students (aggregated and disaggregated) getting to CCR by the end of their sophomore year are going up year after year and increasing numbers of them are going on to get through the demanding college prep programs the state will offer, getting their Associates Degrees and completing demanding career and technical education programs.
- You will also know you are succeeding when the cream of the crop of your high school graduates decide they want to be teachers and you are producing a surplus of first rate teaches.

PART 4: The Role of the AIB

Responsibilities

And, finally, you will know you have succeeded when the numbers show that you've made it possible to greatly increase the proportion of highly educated Marylanders and just as greatly reduce the proportion of those who are only well enough educated to get a dead-end, low pay job that is about to be automated.

The flame you have been charged with igniting is the flame of broadly shared prosperity, for a long time to come.

DISCUSSION

Thank you!

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