

**Department of Legislative Services**  
 Maryland General Assembly  
 2022 Session

**FISCAL AND POLICY NOTE**  
**Enrolled - Revised**

Senate Bill 362

(Senator Pinsky, *et al.*)

Education, Health, and Environmental Affairs

Ways and Means

**Primary and Secondary Education - Virtual Education - Requirements**

This bill establishes requirements related to virtual education for public schools, including requirements for (1) virtual schools; (2) teacher preparation programs; (3) addressing and mitigating the effects of learning loss; and (4) expanding computer and Internet security infrastructure for virtual education. The bill also authorizes virtual education days for severe weather conditions under specified circumstances. No virtual schools for the elementary band may be approved for operation before December 1, 2024. A virtual school may not include classes for prekindergarten or kindergarten students. The bill also requires Maryland State Department of Education (MSDE) to establish a universal learning management system (LMS) by September 1, 2022, that *may* be adopted by a local board. A virtual school established prior to the bill’s effective date may continue to operate through the 2023-2024 school year, as specified. The bill includes various reporting requirements for MSDE. **The bill takes effect July 1, 2022.**

**Fiscal Summary**

**State Effect:** MSDE expenditures increase by at least \$220,000 in FY 2023 and \$646,400 in FY 2024 to hire staff and increase computer security. Future years reflect the elimination of one-time computer security costs. Additionally, expenditures may increase by up to an estimated \$3.7 million annually for user fees for a statewide LMS (not shown); however, these costs cannot be reliably estimated as participation by local school systems is optional. Federal COVID-19 funds may be available to cover these costs into FY 2025; general fund expenditures increase in future years.

| (in dollars) | FY 2023     | FY 2024     | FY 2025     | FY 2026     | FY 2027     |
|--------------|-------------|-------------|-------------|-------------|-------------|
| Revenues     | \$0         | \$0         | \$0         | \$0         | \$0         |
| GF/FF Exp.   | 220,000     | 646,400     | 150,400     | 154,400     | 158,300     |
| Net Effect   | (\$220,000) | (\$646,400) | (\$150,400) | (\$154,400) | (\$158,300) |

*Note: () = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate increase; (-) = indeterminate decrease*

**Local Effect:** As explained below, other expenditures are likely optional or can be handled with existing resources including significant federal COVID-19 funds but cannot be reliably estimated.

**Small Business Effect:** None.

---

## Analysis

### Bill Summary:

#### *Virtual Education Days for a Severe Weather Event*

A local board of education may authorize the local superintendent, in cases of severe weather conditions, to provide virtual education days to students instead of closing the public schools in the county. Before a local board of education may authorize the local superintendent to provide these virtual education days to students, the local board must (1) discuss this topic at an open meeting and (2) vote affirmatively to authorize the local superintendent to provide virtual education days to student during a severe weather event.

A local board must publish the local board's plan for the use of virtual education days on the school system's website. The local board's plan must include (1) a plan to ensure that attendance will be taken for all students and teachers during each virtual education day; (2) a plan to provide opportunities for students to make up work missed during virtual education days when they return to in-person school; (3) a plan to ensure that all staff and students, including students with disabilities, homeless students, and English language learners, have the necessary devices at home for virtual education days, including access to Wi-Fi; and (4) specific strategies for the continued implementation of Individualizes Education Programs during the virtual education day, including specially designed instructions, related services, supplementary aids and services, and accommodations.

A local superintendent may decide to provide a day of virtual education for public school students in the county only if (1) the local school system has used all the days incorporated into its calendar for school closures for severe weather conditions; (2) the local board of education has authorized the local superintendent to provide virtual education days to students; and (3) the local superintendent determines that severe weather conditions are likely to prevent normal attendance at the public school.

If a local superintendent decides to provide a virtual education day for public school students in the jurisdiction, the superintendent must notify the school principals as soon as possible after the decision is made. A school principal who receives notice of a virtual

education day immediately must notify the students, parents, and school staff of the implementation of the virtual education day.

A virtual education day must consist of not less than four hours of synchronous instruction and asynchronous instruction designed to maximize the advantages of online access. A local superintendent must adequately design the virtual education day model before implementation of the first virtual education day.

### *Virtual Schools*

The bill significantly alters the definition of, and approval process for, virtual schools.

*Defined:* A “virtual school” is defined as a public school established by a local board or multiple local boards that uses one or more technologies to deliver instruction to its students entirely or primarily online and in which students and instructors participate remotely from separate locations. Only a local board of education or multiple local boards of education under a written agreement may establish a virtual school. MSDE’s authority to establish a virtual school is repealed.

The bill’s requirements for virtual schools do not apply to (1) a virtual learning opportunity offered by MSDE or a local board of education under the Maryland Virtual Learning Opportunities (MVLO) program; (2) an upper-level high school program that has online components and designs a student’s schedule to accommodate the student’s work schedule; or (3) a public school operating under a virtual education plan during a prolonged state of emergency.

*Authorization:* Subject to the approval of MSDE, a local board may establish one virtual school for the elementary, middle, and high school grade bands. MSDE may provide preliminary authorization to a local board of education to establish one additional virtual school on a showing of just cause, as determined by MSDE. Each virtual school must receive final approval from the State Board of Education (SBE).

MSDE may revoke approval of a virtual school, subject to final approval of SBE, if during the previous school year the virtual school fails to meet the standards established by MSDE in regulation.

*Accountability and For-profit Entities:* Each approved virtual school must have a school accountability code assigned by MSDE.

A local board of education may not contract with a for-profit entity, but may contract with a nonprofit entity, to operate or administer a virtual school; however, this may not be

construed to prohibit a local board from contracting with a for-profit entity for goods and services for a virtual school.

*Student Enrollment:* In addition to the criteria established by MSDE or a local board, an application for enrollment in a virtual school must require an applicant to describe why instruction in a virtual learning environment will lead to successful academic outcomes for the applicant. Not more than 10% of the students from a single public school in the county in any school year may enroll in a virtual school established by a local board of education; however, MSDE may authorize a local board to exceed the cap on a showing of just cause.

If a local board of education receives more applications than there are available spaces in a virtual school, the local board must admit all students on a lottery basis. A local board must give greater weight to a student's lottery status based on demographic diversity and any other criteria established by the local board. To the extent practicable, the student body of a virtual school must reflect the socioeconomic, racial, ethnic, cultural, and gender diversity of the students enrolled in the county's public school system.

The local board must develop an outreach campaign to provide information to the public on the availability of the virtual school option.

*Services and Curriculum:* A virtual school must provide each enrolled student with access to the following services: (1) to the extent practicable, extracurricular activities at the public school the student would otherwise attend; (2) notwithstanding any other law or regulation and subject to a participation agreement between the public school and the parent or guardian of the student, participation in organized athletics and on athletic teams at the public school the student would otherwise be required to attend; (3) wraparound services; (4) food and nutrition services; and (5) health care services equivalent to services available to students who receive in-person instruction in the county's public schools. A virtual school must provide informational material on specified school policies. A virtual school curriculum must have an interactive social and emotional wellness component designed for a virtual school environment. If required, a virtual school must provide the appropriate digital device to a student to participate in the virtual school.

A virtual school is strongly encouraged to hold in-person orientation sessions. If the virtual school is unable to hold in-person orientation sessions, it must hold online orientation to provide specified information.

MSDE must establish in regulations specified standards for a virtual school. MSDE and a local board must adopt policies for the mandatory return to in-person instruction for students enrolled in a virtual school, including students who are failing academically after receiving the appropriate supports.

*Teachers and Staff:* In addition to a current requirement to have a teaching certificate or any other relevant professional certification authorized under Maryland regulations (COMAR 13A.12.01), a teacher or education support personnel assigned to a virtual school must (1) be an employee of the county, or collaborating county, that established the virtual school; (2) be subject to the collective bargaining agreement of that jurisdiction; and (3) have access to professional development.

A collective bargaining agreement may include provisions specific to employees who work in a virtual school in consideration of the conditions and requirements relevant to that work environment. An employee assigned to a virtual school may not be required to provide virtual and in-person instruction or support to students simultaneously.

Subject to standards set by MSDE, the local board must determine the appropriate student-teacher ratio for the size of a class in a virtual school based on multiple factors. The size of class in a virtual school must be consistent with the countywide average class for in-person classes.

A virtual school must provide teachers and any other employees employed to teach or provide direct instruction in a virtual school the technology and equipment required and if necessary, a physical space to conduct teaching or provide direct instruction.

A virtual school must have a planned staffing model, including provisions for staff recruitment, training, evaluation, and professional development.

*Oversight:* The State Superintendent of Schools may assign the duties related to the oversight of virtual schools to the appropriate office or division within MSDE. These duties must include (1) the development, compilation, and updating of best practices for teaching and learning in a virtual environment, provision of services, and the operation and administration of a virtual school and (2) liaising with local boards that operate virtual schools or other stakeholders.

### *Virtual Education Teacher Preparation*

Each teacher preparation program must include training in the skills and techniques for teaching effectively in a virtual learning environment.

### *Universal Learning Management System*

By September 1, 2022, MSDE must (1) establish a statewide universal LMS for eventual use in all public schools in the State and (2) hire a dedicated employee to implement and manage the universal LMS.

If a county board has not, by August 31, 2022, contracted to license an LMS other than the universal LMS established by MSDE, the local board *may* adopt the universal LMS established by MSDE. MSDE must provide technical support, aid with professional development, and financial support to a county board that adopts the universal LMS established by MSDE; however, MSDE may not provide technical support to a county board that does not adopt the universal LMS.

Beginning with the 2024-2025 school year, MSDE must make the State curriculum standards developed as part of the Blueprint for Maryland's Future (Chapter 36 of 2021) available through the universal LMS.

### *Computer and Internet Security*

MSDE must expand computer and Internet security infrastructure for virtual education, including staff to maintain security. Each local school system must dedicate at least one staff member to oversee computer and Internet security infrastructure for virtual education.

### *Regulations*

SBE must adopt regulations to carry out the provisions of the bill, including establishing minimum criteria for the adoption and implementation of virtual education plans by a local board during a prolonged state of emergency.

### *Reporting Requirements*

By December 31, 2022, the State Superintendent of Schools must submit a report to SBE and the General Assembly on findings and recommendations regarding the appropriate balance of the number of hours of synchronous learning and asynchronous learning for instructional effectiveness of students in virtual schools based on research that has systematically examined this issue and collaboration with local school systems.

By July 1, 2024, MSDE, in consultation with current public school teachers, current public school administrators, academic experts, and State and national experts in online education must (1) study best practices for virtual education, including those specified and (2) develop criteria for the establishment of virtual schools that incorporate the data gathered and are as least as rigorous as the criteria established by the bill. By September 1, 2024, MSDE must report to the Governor and the General Assembly on the results of the study and criteria developed.

## *Community School*

In addition to existing responsibilities, a community school must address the effects of learning loss caused by the effects of the COVID-19 pandemic and chronic absenteeism caused by school closure and lack of in-person instruction.

### **Current Law:**

#### *Blueprint for Maryland's Future*

House Bill 1300 of 2020 implemented the Blueprint for Maryland's Future, which was first established by Chapter 771 of 2019, substantially altering State aid and State policy for public schools. The bill, which incorporated policies and accountability recommendations of the Commission on Innovation and Excellence in Education, passed the General Assembly in March 2020 and was vetoed by the Governor for policy reasons. The veto was overridden in 2021, thus becoming Chapter 36. For a full description of the Blueprint for Maryland's Future, including a description of the Foundation Program, Guaranteed Tax Base Program, and Concentration of Poverty grants, see the [Fiscal Note for HB 1300 of 2020](#), Chapter 36. Chapter 55 of 2021 revised the provisions and timeline for the implementation of the Blueprint in light of the delayed effective date of Chapter 36; the [Fiscal Note for Chapter 55](#) (HB 1372 of 2021) describes these changes.

#### *Teacher Preparation Programs*

In addition, Chapter 36 establishes requirements for teacher preparation programs at institutions of higher education and alternative teacher preparation programs, including course content, teacher training practicums, and mentor teacher selection criteria.

In addition, Chapter 36 establishes requirements for teacher preparation programs. Specially, a teacher preparation program must (1) include specified components of instruction; (2) require program participants to demonstrate competency in each of the required components; (3) provide training in the knowledge and skills required to understand and teach the Maryland curriculum framework; and (4) on or after July 1, 2025, require passing a nationally recognized portfolio-based assessment of teaching ability as a requirement for graduation.

Further, each teacher preparation program must incorporate classroom observations in which the program participant is observed in different school settings at the beginning of the teacher preparation program to assist a program participant in determining if the program participant has the aptitude and temperament for teaching.

To further support and strengthen the profession of teaching in the State, MSDE must (1) provide technical assistance and other supports to teacher preparation programs at institutions of higher education; (2) develop a systematic method of providing feedback to teacher preparation programs to ensure that institutions of higher education have the most current information about the content, composition, and expectations for teachers of preK-12; and (3) assist teacher preparation programs in seeking and retaining highly qualified individuals, including individuals from groups that are historically underrepresented in the teaching profession.

SBE and PSTEB must, in consultation with the Accountability and Implementation Board, adopt regulations to implement these provisions.

### *Model Curriculum*

According to Chapter 36, MSDE, in consultation with experienced teachers, must develop specified curriculum standards and curriculum resources that include specified elements and meet specified standards, for each subject at each grade level, that build on one another in logical sequence in core subjects. MSDE must submit the curriculum resources and curriculum standards developed to SBE for adoption.

Using specified assessments in specified core subjects, SBE must identify low-performing schools. If MSDE, based on a recommendation by the Expert Review Team, determines that a low-performing school's performance is largely due to curricular problems, then the school must use the model curriculum. Otherwise, local school systems and public schools are not required to adopt the curriculum standards and resources developed by MSDE.

### *Maryland Virtual Learning Opportunities Program*

MSDE must provide MVLO that include (1) offering a distance learning program to provide Maryland public school students with equal opportunities to develop a strong academic foundation; (2) offering expanded educational choices not otherwise available to students through online courses and services; and (3) expanding the professional development opportunities available to educational staff in Maryland public schools through online courses and services.

MSDE must develop, or review and approve, online courses and services. MSDE must also (1) develop standards for teachers and other school system employees for the offering of courses or services on the Internet or through other developing technologies and (2) review courses and courseware to assure quality and alignment with the Maryland content standards and other appropriate standards. Further, the development, review, and approval of an online course or service as part of the MVLO program must include an assessment regarding the accessibility of the online course or service to individuals with disabilities, including the blind.



A local board of education may request that MSDE develop, or review and approve, online courses and services. MSDE may delegate this responsibility to a local board of education. If MSDE delegates this authority to a local board, the local board must request approval of the online course from MSDE once it has completed the development or the review and approval. A local board may impose reasonable fees to be paid by the vendor to cover the cost of reviewing and approving online courses and services and must remit 15% of the fees collected to MSDE. SBE may set reasonable fees for developing or reviewing online courses and services and for processing approvals for online courses and services.

### *Establishment of a Public School*

Subject to approval by the State Superintendent and in accordance with SBE regulations, a local board may establish a public school if, in its judgment, it is advisable. On approval by the State Superintendent, any school established becomes a part of the State program of public education. With the advice of the local superintendent of schools, a local board of education must determine the geographical attendance area for each school established.

### *Virtual Schools*

“Virtual school” is defined as a public school established by MSDE or by a local board in which the school uses technology to deliver a significant portion of instruction to its students via the Internet in a virtual or remote setting.

Subject to the approval of MSDE, a local board may establish a virtual school. A virtual school is subject to all applicable federal and State laws and regulations governing the operation of a public school. A student who is eligible for enrollment in a public school in the State may enroll in a virtual school.

Enrolled students must be provided with a sequential curriculum that meets or exceeds the local standards and is approved by SBE, as well as regular assessments. Enrolled students must also be provided with the same length of time for learning opportunities per academic year that is required for public school students unless the virtual school can show that a student has demonstrated mastery or completion of the subject area. A virtual school’s curriculum must have an interactive program with *significant* online components.

A virtual school must provide the parents or guardians of enrolled students with instructional materials, including software, and information on the closest public facility that offers access to a computer, printer, and Internet connection. A virtual school may not provide funds for the purchase of instructional programs or materials to a student or to a student’s parent or guardian.

A teacher employed by a virtual school must have a teacher's certificate issued by the State Superintendent. A virtual school must maintain an administrative office in the State that must be considered its principal place of business.

A virtual school must be evaluated each year by its sponsor based on the following criteria: (1) the extent to which the school demonstrates increases in student achievement according to local and State academic standards; and (2) the accountability and viability of the virtual school, as demonstrated by its academic, fiscal, and operational performance.

SBE must adopt regulations related to virtual schools, including establishing minimum criteria for the establishment and approval of a virtual school.

### *Community School*

As defined by Chapter 529 of 2019, a "community school" is a public school that establishes a set of strategic partnerships between the school and other community resources that promote student achievement, positive learning conditions, and the well-being of students, families, and the community.

**State Expenditures:** As shown in **Exhibit 1**, *under one set of assumptions*, State expenditures increase for MSDE by at least \$220,000 in fiscal 2023 and \$646,400 in fiscal 2024 to hire staff and increase computer security. Fiscal 2023 expenditures reflect hiring one full-time staff dedicated to the implementation and management of the statewide LMS as required by the bill and a computer security contractor. This estimate accounts for a 90-day start-up delay following the bill's July 1, 2022 effective date. It includes salary, fringe benefits, one-time start-up costs, and ongoing operating expenses.

Additionally, expenditures *may* increase by up to an estimated \$3.7 million annually for student and professional staff user fees for the LMS; however, since local boards of education are not required to use the statewide LMS these costs cannot be reliably estimated. Thus, if all local school systems choose to participate in the universal LSM, total expenditures could increase by up to an estimated \$3.9 million in fiscal 2023, \$4.4 million in fiscal 2024, and by an estimated \$3.9 million in fiscal 2025 and beyond.

Federal funds from the American Rescue Plan (ARP) in 2021 that are set aside for MSDE, as discussed further below, can likely be used to cover some if not all of the estimated costs in fiscal 2023 through as late as fiscal 2025. To the extent federal funds cannot be used for the bill's purposes, general fund expenditures increase beginning in fiscal 2023 and when ARP funds are no longer available beginning in fiscal 2025 or 2026.

The information and assumptions used in this estimate are explained in further detail below.

---

**Exhibit 1**  
**Estimated State Expenditures**  
**Fiscal 2023 and 2024**

|   | <u><b>FY 2023</b></u> | <u><b>FY 2024</b></u> |
|---|-----------------------|-----------------------|
| Regular Position <sup>1</sup>           | 1                     |                       |
| Salary and Fringe Benefits <sup>1</sup> | \$112,663             | \$145,337             |
| Computer Security <sup>2</sup>          | 100,000               | 500,000               |
| Other Operating Expenses                | 7,343                 | 1,066                 |
| <b>Total State Expenditures</b>         | <b>\$220,006</b>      | <b>\$646,403</b>      |

<sup>1</sup> One full-time learning management system (LMS) administrator beginning in fiscal 2023.

<sup>2</sup> Reflects \$100,000 computer security consulting fee in fiscal 2023 and \$500,000 in upgrades in fiscal 2024.

Note: This estimate does not reflect costs for the statewide LMS as these costs cannot be reliably estimated at this time. If all local school systems choose to use the statewide LMS general fund expenditures increase by an estimated \$3.7 million per year due to user fees for all K-12 students and professional staff. If fewer local school systems choose to use the statewide LMS, costs are less. Additional expenditures related to computer security and the LMS are possible. Costs could include additional staff.

Source: Department of Legislative Services

---

*Universal Learning Management System and Computer Security*

By September 1, 2022, MSDE *must* (1) establish a statewide universal LMS for eventual use in all public schools in the State and (2) hire a dedicated employee to implement and manage the universal LMS. If a local board of education has not, on or before August 31, 2022, contracted to license an LMS other than the LMS established by MSDE, the local board *may* adopt the universal LMS established by MSDE.

It is unknown how many local school systems will choose to participate in the universal LMS. However, to the extent local school systems choose to participate, expenditures may increase significantly, up to an estimated \$3.7 million annually. This estimate is based on annual user fees of \$3.59 per student and \$6.79 per staff and 853,704 public school students (excluding preK students) and 96,885 professional staff (as of October 2021).

MSDE advises that it will need to collaborate with the Department of Information Technology (DoIT) on additional support required for the statewide LMS and to improve its computer and Internet security. It is unknown if the current technology infrastructure could support additional simultaneous users. MSDE estimates a \$100,000 contract in fiscal 2024 for a project manager to research current capacity and develop a plan for expanding the current infrastructure. The Department of Legislative Services estimates costs of approximately \$500,000 in fiscal 2025 with no ongoing costs to implement the plan's recommendations. An in-depth needs assessment by DoIT is necessary for a more accurate cost estimate. Thus, there may be additional expenditures related to establishing a statewide LMS and improving computer and Internet security that cannot be reliably estimated at this time; however, any such costs could be significant. Costs could include hiring additional information technology staff beyond the dedicated LMS employee required by the bill.

The bill also requires that the State Model Curriculum be available in the LMS by the 2024-2025 school year (fiscal 2025). According to the fiscal and policy note for Chapter 36, the model curriculum is anticipated to be completed in fiscal 2024, so there are no additional costs associated with that requirement.

#### *Teacher Preparation Programs and Reporting Requirements*

Public four-year institutions can meet the teacher preparation requirements using existing resources. MSDE can produce the required virtual education reports using existing resources.

#### *Federal COVID-19 Funds*

MSDE and local school systems received federal funding from three federal laws that were passed to address the impact of COVID-19 on K-12 public education, including the American Rescue Plan Act of 2021. In total, MSDE receives nearly \$303 million, including \$195 million due to ARP. Local school systems directly receive approximately \$3.0 billion in additional federal funds. All of the funds must be encumbered by September 30, 2023, (fiscal 2024) but may be spent potentially into fiscal 2025.

**Local Fiscal Effect:** A local school system that elects to establish a virtual school must meet specified requirements. A local board of education may authorize a local superintendent to provide virtual education days during a severe weather event during specified circumstances.

Overall, local school systems can likely meet the requirements of the bill using existing resources, although local school systems may make different choices about virtual education under the bill than under current law.

As explained below, all other fiscal impacts are generally due to local decisions or are absorbable within existing resources. As discussed above, local education agencies are receiving significant amounts of federal COVID-19 funds that can likely be used for many if not all of the purposes of this bill.

#### *Statewide Universal Learning Management System*

There may be costs associated with training staff on the new LMS. Any such costs are assumed to be minimal and absorbable. To the extent that the statewide LMS replaces the need for local LMSs, local school system expenditures decrease. However, any such decrease cannot be reliably estimated.

#### *Virtual Schools and Virtual Education Days*

It is assumed that a local school system that chooses to establish a virtual school will choose to do so by reallocating existing resources. Therefore, revenues and expenditures are not materially affected. Further, the establishment of a virtual school is primarily a local choice.

#### *Community Schools*

It is assumed that community schools will address and mitigate the effect of learning loss and chronic absenteeism caused by school closure and lack of in-person instruction using existing and future resources directed to community schools by Chapter 36.

---

### **Additional Information**

**Prior Introductions:** None.

**Designated Cross File:** None.

**Information Source(s):** Maryland Association of County Health Officers; Maryland State Department of Education; Maryland School for the Deaf; Department of Budget and Management; Maryland Department of Health; Department of Housing and Community Development; Department of Human Services; Baltimore County Public Schools; Talbot County Public Schools; Department of Legislative Services

**Fiscal Note History:**  
rh/mcr

First Reader - February 14, 2022  
Third Reader - March 29, 2022  
Revised - Amendment(s) - March 29, 2022  
Enrolled - May 9, 2022  
Revised - Amendment(s) - May 9, 2022

---

Analysis by: Caroline L. Boice

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