Commission on Innovation and Excellence in Education

William E. Kirwan, Chair

Agenda

Session 1 and Session 2

August 30, 2017
9:30 a.m.-5:00 p.m.
120 House Office Building, Annapolis, Maryland

9:30 a.m. Chair's Opening Remarks

9:40 a.m. ESSA Consolidated State Plan

- Andrew Smarick, President, State Board of Education
- Karen Salmon, State Superintendent of Schools
- Mary Gable and Dara Shaw, Maryland State Department of Education

10:30 a.m. How Maryland Compares to Top Performing Systems – Building Block 9 – Governance and Accountability

- Marc Tucker and Betsy Brown Ruzzi, National Center on Education and the Economy (NCEE)

Commission Discussion of Building Block 9 Gap Analysis and Q&A

11:30 a.m. Breakout Group Discussions about Building Block 9 ***(see separate handouts for group assignments and discussion questions)***

Lunch Provided for Commissioners and Staff in Room 170/180

1:00 p.m. **What the PISA Survey Tells Us About Equity, Efficiency, Student Performance and Funding**

- Andreas Schleicher, Director, Directorate of Education and Skills, Organisation for Economic Cooperation and Development (OECD)

2:00 p.m. **Breakout Group Report Out (5-10 minutes each) and Commission Discussion**

3:00 p.m. **Commission Discussion of Next Steps**

4:00 p.m. **Public Comment**

4:30 p.m. **Chair's Closing Remarks and Adjournment**

Next Meeting: ***Thursday, September 14, 2017, 9:30 a.m.-5:00 p.m., Room 120 HOB***
Box Dinner Provided for Commissioners
Eastern Shore Public Hearing, 6:30-8:30 p.m., Stevensville Middle School, 610 Main St. Stevensville, MD 21666 (Kent Island)

Summary of State Board Actions on Maryland's Every Student Succeeds Act Consolidated State Plan

Kirwan Commission

August 30, 2017

Summary of Feedback Received June 29 to August 10

- 40 letters to State Board/MSDE
  - 8 local school system representatives
  - 12 Maryland education stakeholder groups
  - 12 advocacy or non-profit organizations
  - 4 government or government-related
  - 4 private individuals or others
- 447 online survey responses
  - Approximately 25 percent teachers, 20 percent parents, 17 percent students
  - All school systems represented (greatest number of responses from Prince George's, Charles, Anne Arundel, and Montgomery Counties)
  - 68 percent supportive or highly supportive of Maryland's ESSA plan

Adjustments to ESSA plan

1. Details of the summative rating system
2. Definition of chronic absenteeism
3. Expansion of "credit for completion of a well-rounded curriculum" at the high school level
4. Selection of indicators to identify Comprehensive Support and Improvement (CSI) and Targeted Support and Improvement (TSI) schools
5. Addition of consultation section
6. Addition of gifted and talented students as a student group
7. Commitment to the addition of early childhood growth to the accountability system

The feedback to MSDE included suggestions for additions, modifications, clarifications, etc. across various other topics of the ESSA plan.

Details of the Summative Rating System

- Feedback: Categories need descriptors in addition to (or in place of) stars.

- State Board Decision: **Add descriptors and arrows** to each category, to be developed in consultation with stakeholders. **Retain the 5-star system** for clear communication.

Details of the Summative Rating System: State Board Decision

Category	Possible assignment of category (Actual assignment system will be developed in consultation with stakeholders)	Possible description of school (Actual description to be developed in consultation with stakeholders)
★★★★★	85th percentile of schools and above	Academic and Non-academic indicators: ↑ Increasing; met annual measure of interim progress ↑ Increasing; did not meet annual measures of interim progress ↓ Decreasing; met annual measure of interim progress ↓ Decreasing; did not meet annual measure of interim progress ⇔ No change; met annual measure of interim progress ⇔ No change; did not meet annual measure of interim progress
★★★★	50th to 84th percentile of schools	
★★★	16th to 49th percentile of schools	
★★	1st to 15th percentile of schools	
★	Determination described in Section A.4.vi.a-c	Comprehensive Support and Improvement

Definition of Chronic Absenteeism

1. **Adjustments to definition** ("all students absent greater than 20 days and in membership at the school for at least 90 days")

   - Feedback: Decrease the number of days; do not include legally-excused absences; change from days to percent.

   - State Board Decision: **Adjust to align with the federal definition** ("The number of students absent 10% or more school days during the school year in membership at least ten days.")

2. **Medically-fragile students**
   - Feedback: Do not include "medically-fragile students" in chronic absenteeism.

   - State Board Decision : **Maintain the federal definition**, which does not count students as absent if they are participating in instruction-related activities at an approved off-grounds location (e.g. home study). Adjust plan language so that this is clear and establish uniform guidelines that will not jeopardize the validity of the chronic absenteeism measure.

From federal guidelines: "In accordance with the Office for Civil Rights' guidance, a student is absent if he or she is not physically on school grounds and is not participating in instruction or instruction-related activities at an approved off-grounds location for the school day. Chronically absent students include students who are absent for any reason (e.g., illness, suspension, the need to care for a family member), regardless of whether absences are excused or unexcused.

Expansion of "Credit for Completion of a Well-Rounded Curriculum" (High School)

- Feedback: Include Seal of Biliteracy* in the high school "Credit for" indicator.

- State Board Decision : **Include Seal of Biliteracy in the high school "Credit for completion of a well-rounded curriculum" indicator.**

*Seal of Biliteracy is a Maryland program that recognizes public high school graduates in the State who have attained proficiency in speaking, reading, and writing in one or more languages in addition to English.

Selection of indicators to identify Comprehensive Support and Improvement (CSI) Schools and Targeted Support and Improvement (TSI) Schools

1. Use of achievement and growth only to identify CSI schools

- Feedback: Legal and general concerns about not using all indicators. Per latest round of U.S. Department of Education letters and feedback from Maryland's Attorney General, all indicators must be used to identify CSI and TSI schools.

- State Board Decision: Include all indicators with the same weights to identify CSI and TSI schools.

2. Use of participation to identify TSI schools

- Feedback: Do not include participation in TSI criteria.

- State Board Decision : For schools that fail to achieve 95 percent participation, any student below the 95 percent threshold will be counted as "not proficient" in the calculation of proficiency rates even though they did not take the exam. Maryland is proposing to factor the participation rate into its school accountability system by applying the minimum requirements of Section 1111(c)(4)(E) of ESSA.

Addition of Consultation Section (Appendix F)

- Feedback: Requirement to describe consultation was removed by USED from the template in the revised version

- State Board Comment: Maryland has and will continue to engage stakeholders in the ESSA Consolidated State Plan development and implementation. The MSDE has added Appendix F to the Plan to describe Maryland's consultation with stakeholders in the development of Maryland ESSA Consolidated State Plan.

Addition of Gifted and Talented Students as a Student Group

- Feedback: Multiple respondents requested that gifted and talented students be recognized as a separate student group. Maryland has struggled with this because the definition allows for inconsistent identification criteria of a gifted and talented student across LEAs.

- State Board Comment: The MSDE will add the following language to the Plan: The State intends to take steps to add "gifted and talented students" as an additional student group by the end of school year 2017-2018.

Commitment to the Addition of Early Childhood Growth to the Accountability System

- Feedback: Maryland currently does not measure progress in K-2 at the statewide level.

- State Board Comment: The MSDE will add the following language to the Plan: Early Childhood is a priority for the State Board and State Superintendent of Schools. The MSDE will identify gauges for kindergarten readiness and academic growth through grade 3, to be deployed no later than school year 2018-2019, and incorporated into the ESSA accountability system as rapidly as feasible with the weights of the measures revised accordingly.

Maryland Commission on Innovation and Excellence in Education

SUMMARY
Gap Analysis for Building Block 9

Marc Tucker
National Center on Education and the Economy

30 August 2017

Overall Perspective on Governance

- The global top performers —
  - Buck stops at single agency—usually the Ministry of Education—that has responsibility for the entire system and the authority to act.
  - This fact enables them to put together systemic plans and to act on those plans.
  - Most of the top performers have faced some sort of existential economic threat at some point in their recent past that forced them to reassess the entire purpose and structure of their education systems.

Overall Perspective on Governance

- Global top performers (cont'd)
  - In most cases, major changes in system design and performance have been preceded by extensive public engagement designed to produce very broad consensus on the change in direction that provides continuity of policies through subsequent changes in party and politics. None of this has been true in the benchmark states except in the case of Massachusetts.
- In the United States
  - Governance of education typically deeply fractionated in the U.S. as a whole and at the state level, making it very difficult to build strong *systems* of education.

Education Governance in Maryland

- The state actors
  - Maryland State Board of Education
  - Maryland Higher Education Commission
  - Higher Education Governing Boards
  - County Boards of Education

Education Governance in Maryland

- Other state actors
  - P-20 Leadership Council
  - Professional Standards and Teacher Education Board
- No formal relationships between education governance and economic development system or the social services agencies at the state level
- ***Education actors in silos, arrangements for real coordination and alignment very weak***

Education Governance in Maryland

- Unlike most top performers, neither Maryland nor other states have comprehensive long-range plans for their education systems, with measurable goals, clear strategies for achieving them laid out in explicit sequential steps and milestones and measures for gauging progress.
- School systems are required to have master plans but the agencies that make policy for them are not.

Education Governance in Maryland

- Due to the fractionation of the governance of the system, the lack of a comprehensive public engagement system for producing widespread involvement in the development of a statewide consensus on direction and the lack of formal planning systems to create coherent, systemic strategies for moving forward, Maryland will find it very difficult to create and implement the kind of powerful, coherent, inclusive and systemic plans that have enabled an increasing number of countries the size of Maryland to outpace the state.

Accountability in Maryland

- School accountability
  - Framed by federal and state law in great detail since NCLB was passed in 2000
  - Federal framework
    - Reporting on math, English language arts and science at stated grade levels, by group
    - Reporting on student proficiency, growth in proficiency, high school graduation rate, progress of ELL students toward proficiency and non-academic indicator chosen by state

Accountability in Maryland

- Proposed state framework for school accountability under ESSA
  - A five star rating system based on a combination of school quality and academic achievement indicators
  - The measures of school quality are: chronic absenteeism, school climate and access to a well-rounded curriculum
  - The measures of academic achievement include: performance and growth on test scores; ELL proficiency; high school graduation rate; on track at 9th grade; and completion of a well-rounded curriculum
  - The composite score weights academic indicators 65 percent, and no one indicator less than 10 percent.

Accountability in Maryland

- Proposed State Framework for School accountability under ESSA
  - System for identification of low-performing schools
    - Lowest performing 5 percent of all schools (for Comprehensive Support and Improvement)
    - High schools with graduation rates of less than 67 percent (for Comprehensive Support and Improvement)
    - Schools with subgroups performing below lowest 5 percent and failing to improve after 2 years (for Targeted Support and Improvement)

Accountability in Top Performers Outside United States

- Accountability nowhere near as mechanistic as US system
- Based largely on public release of student scores on national/provincial tests at key transition points
- Falls mostly on students rather than teachers or principals

Accountability in Top Performers Outside United States

- Poor school performance typically produces visit from inspection team, which leads to recommendations made public and to help as needed, including from other schools, principals and teachers.
- Incentives for teachers and principals to improve their expertise and performance is a function of the way the career ladder system works, not of performance evaluations.
- Performance evaluations typically used to shape professional development, not personnel decisions.

Observations on Accountability Comparisons

- Most top performers concentrate mostly or exclusively on the bottom line: academic performance and the acquisition of key credentials by students; the U.S. mixes these desired outcomes with intermediate outcomes (conditions or indicators for producing final outcome – e.g., graduation rates, school climate) with the result that it is much clearer in the top performers what is truly important than it is in the United States.

Observations on Accountability Comparisons

- Formal accountability in the top performers is rarely used to punish, almost always to identify need for help, which is almost always provided; the converse is true in the U.S.
- Accountability in the U.S. falls mostly on the teachers and principals in the schools, whereas in the top performers it falls at least as much on the students and on the people who run the system.
- To the extent that accountability falls on teachers in the top performing countries, the line of accountability runs as much from teacher to teacher as it does from teacher to supervisor, just as in the high status professions.
- These differences in accountability system design seem to have their origin largely in the low status of teaching in the United States.

Recommendations

- Consider whether Maryland should establish a government body with senior executive responsibility for education in the state and for coordinating with other state agencies, including those related to economic development, on the design and implementation of closely coordinated strategies for reaching global standards in education and job training in the state.

Recommendations

- Whether or not Maryland chooses to act on the preceding recommendation, the state should consider establishing a government body to monitor and report on the degree to which the state is implementing the recommendations made by this Commission and its successors and achieving the milestones and goals it sets.

Recommendations

- To the degree permitted by federal law, Maryland should consider greatly simplifying its education accountability system to concentrate on final outcomes for students and their acquisition of key credentials, especially the new 10th grade qualification discussed at earlier meetings; other data should of course be collected to monitor the system and each school in it, but should not be used as direct measures of school accountability.

Recommendations

- At the same time, we recommend that Maryland redesign its accountability system so that, as it makes the transition to a full career ladder system providing strong incentives to teachers and school administrators to improve their performance:
  - More emphasis is put on all the measures advocated by the Commission for improving the quality of both teachers and school leaders
  - Less emphasis is put on evaluation of school personnel for the purpose of getting rid of poor performers
  - More emphasis is put on implementing systems in which strong school faculty will hold weak school faculty accountable for their performance
  - Inspection teams, not algorithms, are used to decide which schools are underperforming and what needs to be done to improve their performance
  - Strong educators are given strong incentives to help weaker educators improve their skills

Recommendations

- Use the Commission's report to stimulate a conversation in Maryland about the way the Commission's recommendations can help make Maryland one of the world's strongest economies and provide every Marylander with a bright economic future by powering an economy based on high-value-added products and services. The experience of other countries and states like Massachusetts shows that such a discussion can provide the basis of an enduring consensus on education goals and strategies that will outlast the normal changes in party and politics in the state.

Maryland Commission

Thank You!

BUILDING BLOCK 9

INSTITUTE A GOVERNANCE SYSTEM TO DEVELOP POWERFUL POLICIES AND IMPLEMENT THEM AT SCALE

High-performing education systems have governance systems with the authority and legitimacy to develop coherent, powerful policies and are capable of implementing them at scale. This means that:

- roles and responsibilities are clear;
- there are shared goals across the system;
- progress towards these goals are clearly tracked; and
- there are ways to identify parts of the system that are not performing well and to provide effective help so that they improve.

This analysis briefly reviews these aspects of Maryland's governance structure and accountability system, compares Maryland to top-performing states in the U.S. and to the benchmark international jurisdictions, and then provides a set of recommendations for Maryland to consider.

Overview of Maryland's Education Governance Structures:

Roles and responsibilities

Maryland's State Department of Education (MSDE) oversees pre-kindergarten to 12th grade, including career and technical education. The inclusion of early childhood education in MSDE is the result of a 2005 reform which was meant to better coordinate early childhood with the K-12 system. Maryland was one of the first states to do this, although it is now more common. The Department is accountable to the State Board of Education, which prepares draft agency budgets and sets education standards and graduation requirements.

Higher education is overseen by the Maryland Higher Education Commission which serves as the coordinating board and is a state agency. The Commission was created in 1988 to coordinate all segments of post-secondary education in Maryland including the public and private four-year colleges and universities, community colleges, and private career schools. The Commission conducts strategic planning every four years and implements policy set by the Governor and the General Assembly. It is also empowered to comment and make recommendations on the higher education budget for the state and advise the Governor and Assembly on policy. As in many other states, it serves as a coordinating board rather than a governing board.

There are several other state-level entities — the Professional Standards and Teacher Board and the Governor's P20 Leadership Council — that also play oversight and coordination roles. The Professional Standards and Teacher Board sets standards for the education and certification of teachers and teacher education programs. The P20 Council was initially created in 1995 and codified into statute in 2010 as a partnership between the state education system and business leaders to ensure that Maryland students are prepared for jobs in a new economy. It is authorized to make recommendations to the Governor and the legislature to do this. The P20 Council includes state, local and private partners from education, higher education, and economic and workforce development.

Goal setting & strategic planning

Unlike top performing international systems, Maryland does not have an agency or other authorized body that is responsible for connecting the goals of the education system to the economic development objectives of the state. Maryland's State Department of Education (MSDE) has a set of goals — close the achievement gap, increase college and career readiness, reduce the need for remediation, attract and develop great educators, support a fair system of evaluation, turn around the lowest performing schools, and expand high-quality

school models — but these goals do not have a set of benchmarks against which to measure progress, and it is not clear the extent to which they have been developed with input across agencies or with input from the public. Several other parts of the education system have strategic planning processes — including MSDE's ESSA planning groups, the Higher Education Commission, and the P20 Leadership Council which is charged with making recommendations across the broad education and workforce development system. A mechanism to coordinate these plans across systems would help to improve system efficiency and reduce duplication where it exists. In addition, a systematic process for collecting public and private sector input into this planning would help build public understanding of and support for the system. This type of outreach did occur in the recent ESSA planning process, which was required by the federal government.

Maryland has a planning process within its Department of Education put in place by the Bridge to Excellence in Public Schools Act. This process requires local school systems to create "master plans" that show how they will allocate their funds to raise student achievement for all groups of students, including at-risk populations. The State Superintendent must approve these plans annually and the Department of Education monitors whether local systems achieve their objectives. This is a commendable process, but different from a statewide plan with statewide goals.

Tracking performance

Maryland has K-12 report cards which provide state, county and school-level data on results for indicators of performance, demographics, state tests, graduation rates and college enrollment. The state also has the Maryland Longitudinal Data System, which was established in statute in 2010 and operationalized in 2014, with the express purpose of generating information about education performance and workforce outcomes that could be used to improve the system. Yet the state does not seem to be making use of this system to track major measures of system-level progress, such as the percent of students who enter high school and graduate on-time with a post-secondary degree or using the teacher demand information while accounting for teacher supply.

How Maryland Compares on Governance:

Benchmark states

Maryland's governance structures are typical of many states in the U.S. It is notably among only a handful that have integrated early childhood education into its education system, with the purpose of ensuring a better continuity of service. New Jersey and Massachusetts both include early childhood under the umbrella of their education department and have higher education overseen by separate state agencies. Like many other states, the lines of authority between and among agencies and commissions overseeing the education system are not completely clear. Of the benchmark states, only New Hampshire has invested responsibility for all key parts of the education system within the state education agency. This is likely because it is a such a small state. The fact that it allows a much greater level of local discretion in implementing policies than is typical of most states likely means that policies are still not always aligned and coordinated at the state level. Massachusetts notably has a state Executive Office of Education reporting to the Governor with a mission to coordinate policy among the various education agencies and commissions in the

state. The Office (led by a Secretary of Education) was created with the express purpose of implementing a comprehensive ten-year strategic plan for the state's education system.

Like Maryland, most states have broad goal statements outlining what they want their students to know and be able to do and state strategies to help districts, schools and teachers meet these objectives, but there is often no strategic planning process to set benchmarks to measure progress and little to no alignment with the goals in the states' ESSA plans and other strategic plans across and within state agencies or other authorized state bodies. Massachusetts again is an exception, at least within its education department. While there is no cross-agency broad strategic planning process in the state, the Massachusetts Department of Elementary and Secondary Education has a strategic plan, with state-wide benchmarks that are measured annually and after five years, that the state regularly revisits and updates.

International jurisdictions

The international jurisdictions differ from the U.S. in that their education governance is generally more centralized in a national or provincial ministry that oversees all parts of the education system. Singapore and Finland each have a national education ministry whereas Shanghai and Ontario have similar structures at the provincial level. The one exception to central governance is in Ontario where higher education is overseen by a separate Ministry of Advanced Education and Skills Development. It is not just the scope of oversight that is different, however. It is also that all four international jurisdictions set national or provincial frameworks for the systems, with national and provincial standards, curriculum frameworks across all subjects, syllabi and assessments. They also all oversee teacher education and development and licensing centrally. The scope of their authority allows an alignment of policies that is rare in the United States.

What is also distinctive about all four international jurisdictions is that they all have a broad strategic plan for education with agreed-upon benchmarks to measure progress. These plans are reviewed on a regular basis and are developed with public input as well as input from a range of public and private sector partners. Shanghai, for example, creates provincial-level 10-year education plans based on the famous national Chinese ten-year plans. Ontario's education ministry has also done this, in partnership with the teacher's unions in the province. Its plan and goals have been updated regularly. Singapore notably organized broad public "conversations" about education and other policy goals. The latest "National Conversation" gathered input on a vision for the country's economy and its education system going through 2030. These outreach strategies build public support and understanding about the education system and help sustain an agenda through changes in system and political leadership.

Overview of Maryland's Accountability System:

School accountability

Maryland, like all other states, is revamping its state school accountability system as required by the Every Student Succeeds Act (ESSA) of 2015. Under ESSA, each state must have an accountability system for schools that is based on five indicators: 1) proficiency on assessments; 2) growth in proficiency in elementary and middle school or another academic indicator; 3) high school graduation rate; 4) progress of English language learners (ELL) towards proficiency; and 5) a non-academic indicator

of school quality or success. Each state sets its own proficiency level. Maryland's legislature passed the Protect Our Schools Act in 2017, which laid out an additional set of requirements. Specifically, it required that the state's system:

- Include at least three measures of school quality, one of which must be a school climate survey;
- Include access to or credit for a well-rounded curriculum indicative of on-track progress at key transition points at elementary and secondary school as an academic indicator;
- Create a composite score including academic and non-academic indicators that must not weight academic indicators more than 65 percent; and
- Weight each academic indicator and non-academic indicator at least 10 percent.

The proposed new accountability system in the state's ESSA would be reported using a five-star rating system based on a composite score. The composite score is calculated by combining the academic and non-academic indicators.

The academic indicators are 65 percent of the composite scores and include:

- Academic achievement: 20 percent for elementary, middle and high school
- ELL academic proficiency: 10 percent for elementary, middle and high school
- Other academic for elementary and middle school is:
  - 25 percent for academic growth
  - 10 percent for completion of a well-rounded curriculum
- Other academic for high school is:
  - 15 percent for graduation rate
  - 10 percent for on track for 9th grade
  - 10 percent for completion of a well-rounded curriculum

The school quality/student success (non-academic indicators) are 35 percent of the score. For elementary, middle and high school, they are:

- 15 percent for chronic absenteeism
- 10 percent for school climate
- 10 percent opportunities/access to a well-rounded curriculum

The state is also required to set both long and short-term goals for schools. Maryland's long term goal is to reduce by 50 percent the number of students not proficient, including ELL students, by 2030 and raise the four-year high school graduation rate to 88.5 and the five-year rate to 90 percent by 2020. Maryland defines proficiency as a 4 or 5 on required PARCC exams.

In addition, ESSA requires states to identify low performing schools for two types of support: Comprehensive Support and Improvement (CSI) and Targeted Support and Improvement (TSI). States must establish a methodology for identifying CSI schools that includes:

- The lowest performing 5 percent of Title I schools
- High schools with graduation rates of less than 67 percent
- Schools with one or more subgroups performing below the lowest 5 percent and failing to improve after three years
- Other state-specified criteria

Maryland plans to include the lowest 5 percent of *all* schools, not just Title I schools, for CSI.

TSI schools are those with persistently underperforming subgroups. Specifically, states must identify schools with one or more subgroups performing the same as or worse than the lowest performing Title I schools or not meeting their targets for two or more consecutive years.

Based on Maryland's ESSA plan, each district with comprehensive support schools will receive an on-site visit from state officials to assess district staff capacity and fiscal responsibility. Available resources for technical assistance include support for analyzing performance data and developing improvement plans; a resource hub that will make available best practice tools, planning documents, templates and rubrics; targeted training for principals and teacher leaders; support for improving standards-based instructional practices and implementing MSDE-approved math and ELA curriculum; and coaching for school leaders of low-performing schools that do not improve over two years.

Teacher and principal accountability
Maryland requires that districts evaluate teachers and principals annually and lays out a framework for doing so, which districts can then adapt. The framework specifies that for teacher evaluation, both professional practices (measured by at least two classroom observations) and student growth (to be measured by multiple measures, one of which will be PARCC starting in 2017) each account for "significant" components of the evaluation results. Districts can adapt the framework from there: they can assign slightly different weights to student learning outcomes, set slightly different cut scores, and determine the rewards or sanctions associated with different levels of evaluation. Principals are evaluated within a framework set at the state level, again with indicators including both student growth and professional practice. The professional practice indicators reflect the domains specified on the Maryland Instructional Leadership Framework.

Teacher education accountability
The State Board of Education is responsible for setting the standards and general guidelines for approval of teacher preparation institutions, while the State Department of Education, with the advice of the 25-member Professional Standards and Teacher Education Board, manages the process of oversight, periodic program reviews (every five to seven years, depending on the quality of the program's previous review), approval and reaccreditation. The Maryland Higher Education Commission also reviews teacher education programs in the state. All teacher preparation programs must collect data on a variety of indicators (e.g., "on average, 80 percent of institutions' graduates must pass the Praxis"; "institutions can provide evidence that its graduates possess skills aligned with the Maryland College and Career Ready Standards," etc.) in order to prepare for their renewal with MSDE. To date, the State Board has not used its authority to raise the bar for entry into teacher education or certification of teachers into the profession. However, the legislature just passed a bill, HB715, this session that gives MSDE the authority to approve teacher preparation programs. Previously, most approved programs were required to have national accreditation. This is a big opportunity for the state to insist on higher standards.

How Maryland Compares on Accountability

Benchmark states
Maryland's accountability system is similar to that of other states, as they all are designed to meet the ESSA guidelines. The

Maryland system diverges from the other benchmark states in a few areas, however.

School accountability:

- The weighting of academic and non-academic indicators is very different in Maryland than in the benchmark states. Maryland weights academic indicators at 65 percent of the composite score, whereas both Massachusetts and New Jersey weight these indicators at 90 and 92.5 percent. New Hampshire's weights have not been specified but its draft indicators are all academic. Maryland's weight is also the lowest among the broader group of all states that have submitted their plans, with Iowa's 74 percent weight the next lowest. For high schools, this means that the graduation rate is weighted much lower in Maryland than in other states.
- Maryland's long range goal for its schools of reducing students not meeting expectations by half by 2030 is different from the benchmark states. Given that roughly 25 to 40 percent of Maryland students now meet or exceed expectations, depending on the subject and grade level, this means that the state's goal is ultimately up to 70 percent proficiency. New Jersey's goal of 80 percent proficiency for all students is the most ambitious of the benchmark states, and far more ambitious than most states. New Hampshire is notable in setting a goal of post-secondary certification as the goal of its schools, making the goal of the system not just doing well on high school tests but ensuring that students succeed after high school.
- Maryland and Massachusetts are the only two of the benchmarks states to include a measure of 9th graders being on track as part of school accountability. This seems key in making progress on student success in high school.
- In addition, Maryland, along with New Hampshire, include college and career readiness in their accountability systems.

For Maryland, it is part of its academic achievement measure. For New Hampshire, it is its only measure of school quality and student success. The Massachusetts school quality measure is different: it is focused on the percent of students who complete advanced coursework like AP, IB and dual enrollment options only. Massachusetts has defined a core curriculum that certifies college and career readiness but this is not part of its ESSA accountability system. New Jersey does not include a college and career readiness measure in its system either.

Chart 1: How States Compare on Goal Statements For School Accountability from ESSA Plans

State	Goal: Academic Achievement	Goal: Graduation Rate	Goal: English Language Proficiency
MA	Reduce the proficiency gap by one-third over the next six years for all student subgroups in all subjects on Next-Gen MCAS	Increase overall and subgroup four-year graduation rates by 5 percentage points and reduce the graduation gap for all student subgroups by 29 percent by 2020	Reduce students not making satisfactory progress toward proficiency (calculated using an algorithm set by the ACCESS exam) by 50 percent by 2022.
NH	65% of 25-63 year olds have a high quality post-secondary credential by 2025; 74 percent proficiency in English and 54 percent proficiency in mathematics by 2025 for all students (SBAC Level 3 or higher, or proficient on the Performance Assessment for Competency Education (PACE).	Four-year graduation rate of 93 percent by 2025	Did not set a goal yet because baseline data does not exist
NJ	By 2030, have 80 percent of all students and subgroups meet or exceed expectations on PARCC (4 or 5 score)	95 percent four-year adjusted cohort graduation rate for all students and subgroups by 2030	By 2023, 86 percent of English learners will achieve satisfactory progress toward proficiency (defined as a composite score of 4.5 on ACCESS assessment)
MD	Reduce by half the number of students who are not meeting expectations by 2030 (4 or 5 on PARCC)	4-year graduation rate of 88.5% and a 5-year graduation rate of 90% by 2020	Reduce by half the number of students not reaching proficiency (defined as a score of 5.0 on ACCESS assessment) within 6 years by 2030

Chart 2: Top Performing States and Maryland: School Accountability Academic and Non-Academic Indicators in ESSA Plans

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
MD (NOTE: Plan is in draft form and has not yet been submitted) Schools would be rated on a five-star scale.	**Elementary/ Middle School**	**Total Weight: 65%** Academic Achievement (20%): Performance Composite on PARCC ELA and mathematics (4 or 5) Academic Progress (35%): • Growth in ELA and mathematics (25%); • Credit for completion of a well-rounded curriculum (10%): percentage of grade students earning passing grades in social studies, fine arts, physical education and health, and 8th grade students earning passing grades in ELA, math, science and social studies; and passing MISA in science and Maryland EOC exam in social studies English Language Proficiency Progress (10%)	**Total Weight: 35%** School Quality or Student Success (35%): • Chronic absenteeism (15%); • Climate survey (10%); • Access to a well-rounded curriculum (10%): percentage of 5th or 8th grade students enrolled in science, social studies, fine arts, physical education, health and, for middle school only, computational learning

	High School	**Total Weight: 65%**
		
		Academic Achievement (20%): Performance Composite on PARCC ELA and mathematics (4 or 5)
		
		English Language Proficiency Progress (10%)
		
		Readiness for Postsecondary Success (20%):
		• On-track in 9th grade (10%);
		• Credit for completion of a well-rounded curriculum (10%): percentage of students graduating with one of the following:
		  ○ AP score of 3 or higher,
		  ○ IB score of 4 or higher,
		  ○ SAT math score of 530+ and reading score of 480+,
		  ○ ACT composite score of 21 or higher,
		  ○ Dual enrollment credit,
		  ○ Meeting University of Maryland entry requirements,
		  ○ CTE industry certification,
		  ○ Minimum score on ASVAB,
		  ○ A Maryland Certificate for Program Completion (for students with special needs) who have entered the world of work or higher education.
		
		Graduation Rate (15%)
			Total Weight: 35%
			
			School Quality or Student Success (35%):
			• Chronic absenteeism (15%);
			• Climate survey (10%);
			• Access to a well-rounded curriculum (10%): percentage of students graduating who:
			  ○ **Enrolled** in an AP or IB course,
			  ○ **Enrolled** in dual enrollment,
			  ○ **Completed** a CTE concentration,
			  ○ **Enrolled** in a general core high school course (for special education students pursuing a Certificate of Program Completion only).

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
MA Based on an index of 1-100, schools fall into one of six performance tiers.	**Elementary/ Middle School *with* Measureable English Learner Group**	**Total Weight: 95%** Academic Achievement (60%) Academic Progress (25%) English Language Proficiency (10%)	**Total Weight: 5%** School Quality or Student Success (5%): Chronic absenteeism
	Elementary/ Middle School *without* Measureable English Learner Group	**Total Weight: 95%** Academic Achievement (70%) Academic Progress (25%)	**Total Weight: 5%** School Quality or Student Success (5%): Chronic absenteeism
	High School *with* Measureable English Learner Group	**Total Weight: 92.5%** Academic Achievement (50%): Grade 10 ELA, math and science Next-Gen MCAS Academic Progress (20%) English Language Proficiency (5%) Graduation Rate (17.5%)	**Total Weight: 7.5%** School Quality or Student Success (7.5%) • Chronic absenteeism; • Success in grade 9 courses; • Successful completion of "broad and challenging coursework" (measured as percentage of students successfully completing AP, IB, or Honors courses)
	High School *without* Measureable English Learner Group	**Total Weight: 92.5%** Academic Achievement (50%): Grade 10 ELA, mathematics and science Next-Gen MCAS Academic Progress (25%) Graduation Rate (17.5%)	**Total Weight: 7.5%** School Quality or Student Success (7.5%): • Chronic absenteeism; • Success in grade 9 courses; • Successful completion of "broad and challenging coursework" (measured as percentage of students successfully completing AP, IB, or Honors courses)

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
NH (NOTE: Plan is in draft form and has not yet been submitted.) All indicators will be reported on an index scale of 1-4	**Elementary/ Middle School**	**Weights not yet specified** Academic Achievement: Smarter Balanced and PACE (NH competency assessment) performance levels will be reported on a scale of Levels 1-4 Academic Progress English Language Proficiency Progress School Quality or Student Success: Mean Student Growth Percentile (MGP) for the lowest-achieving quartile of students, reported on a scale of Levels 1-4	**None: All elementary and middle school measures are based in test scores.**
	High School	**Weights not yet specified** Academic Achievement: SAT and PACE performance levels will be reported on a scale of Levels 1-4 English Language Proficiency Progress Graduation Rate School Quality or Student Success: Career Readiness (CCR): Graduating seniors achieve CCR if they meet two of: • NH Scholars Standard, STEM or Arts program of study; • Grade of C or better in dual-enrollment course; SAT scores at or above CCR benchmark; • ACT scores at or above CCR benchmark; • AP exam score of 3, 4, or 5; • IB exam score of 3, 4, or 5; • CTE industry-recognized credential; • NH career pathway program of study; AFQT score of Level III	**None: All high school measures are based in test scores.**
NJ New Jersey's plan would use a summative score, which represents a	**Elementary/ Middle School**	**Total Weight: 90%** Academic Achievement (30%): Proficiency on PARCC in ELA and mathematics (Levels 4 and 5) Academic Progress (40%): English Language Proficiency Progress (20%)	**Total Weight: 10%** School Quality or Student Success (10%): Chronic absenteeism

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
percentile rank, to rate schools.	**High School**	**Total Weight: 90%** Academic Achievement (30%): Proficiency rates on PARCC in ELA and mathematics (grades 3-10) English Language Proficiency Progress (20%) Graduation Rate (40%)	**Total Weight: 10%** School Quality or Student Success (10%): Chronic absenteeism

Teacher and principal accountability:

- Maryland, like New Hampshire, provides an evaluation framework for teachers and principals that districts must use to design their own evaluation systems. Massachusetts and New Jersey have statewide evaluation systems whereas New Hampshire has only an optional state framework. All four systems use both teacher observations and student growth on standardized tests as components of the evaluation. Student achievement is weighted at 30 percent in New Jersey, 50 percent in Massachusetts and left to local districts to decide in New Hampshire. In Maryland, the state framework is 50 percent but there is flexibility for local districts to adjust that. In general, the focus of evaluation is on continuous improvement, with teachers using evaluation results to set goals for their own professional learning, but in each of these systems, teachers can lose their jobs as a result of persistently poor evaluation results.
- Although states are not required to identify districts for targeted support under ESSA, Massachusetts, New Jersey and Maryland identify districts with high numbers of underperforming schools and provide them with targeted professional learning opportunities. The level of support provided is most articulated and comprehensive in Massachusetts, where the best performing districts are granted considerable autonomy to innovate, and the lowest performing are put into receivership by the state.

For teacher education:

- All the states studied have a statewide body responsible for teacher preparation program approval. Reaccreditation takes place every five to seven years. Historically, almost all programs are reapproved. Massachusetts, New Jersey, and Maryland have recently proposed ways to begin making the program approval process more rigorous: tying teacher candidates' performance on exit assessments to program approval in Massachusetts, ensuring that programs provide sustained clinical experiences with diverse populations as a condition of program approval in Maryland, and launching a statewide report card with a range of indicators for teacher preparation programs in New Jersey.

Benchmark international jurisdictions

The accountability systems in the international jurisdictions are markedly different from those in any U.S. state. In general, they are much less mechanistic: none of the systems have such detailed formulas for exactly how teacher, school leader or school quality is measured. And none rely primarily, or to such a large extent, on test scores. Instead, they provide supports for teachers and school leaders who lack experience and to schools that are not high performing. For teachers and school leaders, the accountability system is tied to

the national career ladder, in jurisdictions where those exists. This is the case in Singapore and Shanghai. Support is often done by formally or informally relying on master teachers and school leaders for mentoring. New teachers have multiple years of mentoring in Singapore, Shanghai and Ontario. In Shanghai and Singapore, highly experienced school leaders mentor school leaders of struggling schools. In addition, there is much less focus on identifying individuals who are "low-performing" as so much of school organization and management relies on collaboration among teachers. Teachers are assessed on how well they help their peers succeed or contribute to the improvement of the whole school. Schools with high concentrations of struggling students are given extra teachers and the most experienced teachers. As mentioned in the analysis for Building Block 5, helping struggling schools improve helps teachers and school leaders advance in their careers.

In addition, teacher education is much more tightly controlled in the international jurisdictions. As described in Building Block 5, teacher preparation programs are held to rigorous standards for program content, the quality of instruction, and criteria for entering and exiting the programs. International jurisdictions can and do exercise their authority for program approval to control for quality, such as when Finland closed all of its teacher preparation programs and reopened them in just eight research universities. Furthermore, they use province or nationwide policy to set and update requirements for program content, such as when Ontario doubled the length of the required practicum to 80 days for all candidates.

Recommendations for Maryland:

1. The state should consider whether and how it should create some governmental mechanism that will enable it to coordinate the development and implementation of a carefully designed plan for the development of Maryland's people that cuts across the responsibilities of many Maryland agencies and departments of government. No jurisdiction that NCEE knows of anywhere has produced world-class outcomes for students without the capacity to develop and implement highly aligned plans that cut across the jurisdictions of what are now completely independent Maryland agencies.

2. Whether or not Maryland creates a new body to provide direction and coordination for its education and training activities, the state should consider what institutional arrangement would be appropriate for oversight of the implementation of the plan against goals and milestones and for periodic reporting of progress against the goals. This oversight should provide for recommendations on measures to be considered by the legislature to address shortfalls in implementation of the plan. Oversight should emphasize assessments of progress toward the state's college and career readiness goals for vulnerable students.

3. Maryland's accountability system is now structured with an array of outcomes and measures which do not convey a clear picture of what Maryland really wants for its students. NCEE recommends that, if the state adopts the college and career ready qualification system recommended and discussed at earlier meetings, the attainment of that qualification by Maryland students before they graduate from high school be made the touchstone of the accountability system. It does not

matter what the school climate is or what the graduation rate is if the graduates are ready for neither college or career. The reporting system, once the new system is in place, should be focused on what proportion of students, by group, are college and career ready by the end of 10th grade, by the end of 11th grade and by the end of 12th grade. It should also focus on the progress made toward these goals year-to-year. The new qualification is meant to be the threshold of achievement that all but a few students in all schools are supposed to meet. In addition—not instead of reporting on the qualification—schools should report on what happens in high school after the qualification is received, including the proportion of students who achieve external diplomas (e.g., AP, IB and Cambridge), industry-recognized occupational certificates, and credit for college level courses.

4. If Maryland wants to build a professional workforce in its schools on par with the best in the world, it needs to redesign its accountability systems to put much less emphasis on personal accountability for student success and much more emphasis on creating a work environment more like that of high status professionals in other occupations. That system of accountability would use progress up a career ladder to create incentives for constant improvement of skills and expertise in ever-widening arenas and on accountability to peers as well as to supervisors. Therefore, we recommend that Maryland redesign its accountability system so that, as it makes the transition to a full career ladder system providing strong incentives to teachers and school administrators to improve their performance, more emphasis is put on all the measures advocated by the Commission for improving the quality of both teachers and school leaders. Less emphasis is put on evaluation of school personnel for the purpose of getting rid of poor performers. More emphasis is put on implementing systems in which strong school faculty will hold weak school faculty accountable for their performance. Inspection teams, not algorithms, are used to decide which schools are underperforming and what needs to be done to improve their performance. Strong educators are given incentives to help weaker educators improve their skills.

5. Use the report of this Commission as the centerpiece to stimulate a conversation about Maryland's economic goals and the kind of education system that Maryland needs to achieve those goals. The goal would be to develop deeper understanding of the dynamics of the global economy and advancing automation and, based on that understanding, a broad consensus to support the agenda being developed by the Commission that will outlast any particular administration or the program of any one party. The state should be prepared to amend the plan adopted in response to the Commission's proposals in light of the results of this process. The product should be a five- to ten-year plan that has very broad support in Maryland.

BUILDING BLOCK 9:
SUPPORTING DATA

INSTITUTE A GOVERANNCE SYSTEM TO DEVELOP POWERFUL POLICIES AND IMPLEMENT THEM AT SCALE

DATA

INDICATOR 9: INSTITUTE A GOVERNANCE SYSTEM THAT HAS THE AUTHORITY AND LEGITIMACY TO DEVELOP COHERENT, POWERFUL POLICIES AND IS CAPABLE OF IMPLEMENTING THEM AT SCALE

Are there shared goals across the system?

- Are goals known to all partners in the system?

Is there a place where the buck stops?

- Who has responsibility for pre-school, K-12, teacher education, higher education and vocational education?
- Is it clear what the roles of various partners are?
- Are there clear lines of authority to make and implement policies?
- Is system progress tracked, publicized and easily located?

Is there an effective way to hold the other parts of the system accountable and to provide effective help to non-performing parts of the system?

- Does the system have an effective way of identifying non-performing teachers, principals, schools, districts and schools of education?
- Does the system have a way to help less successful teachers and principals?
- Does the system have a way to help less successful schools and districts?

Are there shared goals across the system?

Are goals known to all partners in the system?

International Jurisdictions:

The top performing international jurisdictions are notable for their development of broad, widely shared visions for their education systems accompanied by specific goals and benchmarks to measure progress towards these goals. Top performing international systems tie the goals for education to economic development objectives and build public support for the goals, plans for carrying them out and benchmarks to measure whether or not the goals were reached.

- **Finland**
  The idea that a free and equal common education should be available to all students is a deeply held belief in Finland, and one that is widely shared by the public. As stated in their Constitution, everyone in Finland has the right to free education and the principle of equality is strongly held and reflected across all policy areas. The Ministry's website states: "The same opportunities to education should be available to all citizens irrespective of their ethnic origin, age, wealth or where they live."[1] More specific goals for education are identified in the Education Research and Development Plan, which is created every four years by the Ministry of Education and Culture and adopted by the Government. Each goal in the plan is accompanied by specific policy initiatives, has specific benchmarks, and is reported on annually. Goals are broadly discussed: Helsinki conducted a yearlong city-wide discussion of education in shaping its municipal goals for 2012.[2]

- **Ontario**
  Since 2003 the Ministry of Education has worked closely with the teachers' unions to develop goals for the education system, recognizing that they are better able to meet these goals as partners. The three priority goals are:
  - Increase student achievement;
  - Reduce gaps in student achievement; and
  - Increase public confidence in publicly funded education.[3]

  Targets were established for each goal and the Ministry structured itself and its strategies around reaching these goals. These goals were and still are widely known and shared. In 2013, the Ministry released a new strategic plan, *Achieving Excellence*, based on "…input from representatives within the education system, including parents and students, teachers, support staff and school and system leaders, as well as input from individuals and groups outside the education sector, including businesses and non-profit organizations." The 2013 plan set new goals, building on what had been accomplished in the previous decade:
  - Achieving excellence;
  - Ensuring equity;
  - Promoting well-being; and
  - Enhancing public confidence.[4]

- **Shanghai**
  The Ministry of Education of China sets 10-year plans for education that are broadly communicated across the country, and sets education in the context of building a strong nation. China envisions comprehensive development of students that includes social participation, knowledge and culture, and self-management.[5] Each municipality creates its own local plan and reports yearly on progress towards national goals. The current plan, *The National Outline for Medium and Long-Term Education Reform and Development for 2010 to 2020*, aims to "build a country rich with human resources". It sets a series of concrete goals to be achieved by 2020, including:
    - Universalizing preschool education;
    - Improving nine-year compulsory education;
    - Raising the senior high school gross enrollment rate to 90%; and
    - Increasing the higher education gross enrollment rate to 40 percent.[6]

  Shanghai reports annually on progress toward these goals and its own provincial goals.

- **Singapore**
  Singapore's education system is explicitly tasked with building the future of the country, both preparing workers who can drive the economy and building good citizens. The mission of the Education Service is to "mold the future of the nation, by molding the people who will determine the future of the nation. The Service will provide our children with a balanced and well-rounded education, develop them to their full potential, and nurture them into good citizens, conscious of their responsibilities to family, society and country."[7] Singapore aims to give students three sets of skills: 1) communication, collaboration and information; 2) civic literacy, global awareness, and cross-cultural; and 3) critical and inventive thinking. These will help students become confident people, concerned citizens, active contributors, and self-directed learners.[8] These goals are widely shared. Broad consensus is sought for specific reforms, with year-long public discussions and wide dissemination of agreed upon goals. In 2012, a "National Conversation" was initiated about what Singapore education in 2030 should look like. Over 300 forums were held throughout the country. These were documented and will, according to the Ministry, inform future education planning. Themes emerge that focus education planning, such as *Teach Less, Learn More* which was the organizing idea for pedagogical reforms from 2006.

States:
Most U.S. states have a vision statement or goal statement, articulated by the State Education Agency or another executive branch agency, that describes the kind of graduates they want their students to be. While many states have report cards to measure progress on state tests and graduation rates, not many have benchmarks of progress towards broader goals like success in post-secondary education.

The Every Student Succeeds Act (ESSA) requires states to set ambitious, long-term goals for academic achievement, the student graduation rate and English

language proficiency for English-language-learners, and to describe how they will measure them. These new state goals, laid out in the states' draft or final 2017 ESSA plans, are described below. In general, these goals are focused on the accountability system and not connected to the broader vision statements the states already have in place.

State	Goal: Academic Achievement	Goal: Graduation Rate	Goal: English Language Proficiency
MA	Reduce the proficiency gap by one-third over the next six years for all student subgroups in all subjects on Next-Gen MCAS	Increase overall and subgroup four-year graduation rates by 5 percentage points and reduce the graduation gap for all student subgroups by 29 percent by 2020	Reduce students not making satisfactory progress toward proficiency (calculated using an algorithm set by the ACCESS exam) by 50 percent by 2022.
NH	65% of 25-63 year olds have a high quality post-secondary credential by 2025; 74 percent proficiency in English and 54 percent proficiency in mathematics by 2025 for all students (SBAC Level 3 or higher, or proficient on the Performance Assessment for Competency Education (PACE).	Four-year graduation rate of 93 percent by 2025	Did not set a goal yet because baseline data does not exist
NJ	By 2030, have 80 percent of all students and subgroups meet or exceed expectations on PARCC (4 or 5 score)	95 percent four-year adjusted cohort graduation rate for all students and subgroups by 2030	By 2023, 86 percent of English learners will achieve satisfactory progress toward proficiency (defined as a composite score of 4.5 on ACCESS assessment)
MD	Reduce by half the number of students who are not proficient by 2030 (proficient is 4 or 5 on PARCC)	4-year graduation rate of 88.5% and a 5-year graduation rate of 90% by 2020	Reduce by half the number of students not reaching proficiency (defined as a score of 5.0 on ACCESS assessment) within 6 years by 2030

- **MA:**
  The Executive Office of Education (EOE) is an arm of the Governor's Office and led by a State Secretary of Education. It was created to oversee the broad education system including early childhood education, K-12 and higher education. The EOE describes the goals of the comprehensive system as "Realizing a more rigorous, comprehensive and successful 21st century education system that expands on our achievements so that we ensure all Massachusetts students are prepared to succeed in the global economy. By investing in research-based strategies, raising standards and accountability, improving assessments, increasing the quality of teaching, promoting innovation, enhancing student supports and rewarding excellence, Governor Baker is ensuring that all Massachusetts students not only remain at the head of the class nationally, but are positioned to successfully compete internationally and to realize the American Dream."[9]

  The EOE was created in 2008 following Governor Deval Patrick's Readiness Project. The Project was created to develop "fundamental and systemic reforms to education" to meet the demands of a global economy.[10] The Project was co-chaired by leaders of the K-12 system, higher education and business and involved a yearlong planning process that resulted in a pre-K to workforce strategic plan. The EOE was created to implement this plan.

  The two key agencies for education in the state — the Department of Elementary and Secondary Education and the Board of Higher Education — have their own sets of goals. The Massachusetts Department of Elementary and Secondary Education, which oversees K-12 education, has a strategic plan, released in 2015 which identifies its mission as: "to ensure that all students have the requisite knowledge, skills and experiences in the academic, workplace readiness, and personal/social domains to successfully navigate to completion an economically viable career pathway in the 21st century economy. Put simply, we aim to prepare all students for success in the world that awaits them after high school." It details a set of core strategies with specific goals and one-year and five-year benchmarks for these goals.[11]

  In addition, the state's ESSA plan lays out a set of three separate goals:

  - *Academic Achievement:* Reduce the proficiency gap by one-third over the next six years for all student subgroups in all subjects on Next-Gen MCAS.
  - *Graduation Rate:* Increase overall and subgroup four-year graduation rates by 5 percentage points and reduce the graduation gap for all student subgroups by 29 percent by 2020.
  - *English Language Proficiency:* Reduce students not making satisfactory progress toward proficiency by 50 percent by 2022.

- **NH:**
  The mission of the Department of Education is: "… to provide educational leadership and services, which promote equal educational opportunities and quality practices and programs that enable New Hampshire residents to become fully productive members of society."[12] This mission is not translated

into a specific set of goals that drive specific system-wide policies nor does there appear to be public or system-wide input in the creation of the mission or a goals statement. There is no current strategic plan for education in the state.

The state's ESSA plan lays out goals in two of the three areas required. The state does not yet have a goal for English language learners as it does not yet have baseline data. New Hampshire is the only one of the benchmark states to include a goal related to postsecondary attainment within its achievement goals.

- *Academic Achievement:*
  - 65% of 25-63 year olds have a high quality post-secondary credential by 2025;
  - 74 percent proficiency in English and 54 percent proficiency in mathematics by 2025 for all students (SBAC Level 3 or higher, or proficient on the Performance Assessment for Competency Education (PACE).
- *Graduation Rate:* Four-year graduation rate of 93 percent by 2025
- *English Language Proficiency:* Did not set a goal yet because baseline data does not exist

- **NJ:**
Governor Christie outlined a package of reforms to improve New Jersey public schools in 2010, with the intent of making teacher effectiveness and student achievement the driving force behind every policy and practice. This has been the mission of reforms during his tenure as Governor and his office has been consistent in disseminating this message.[13] While policies of the Department of Education have reflected this goal, the Department has not developed, or worked with other agencies or the public to develop, a system-wide set of goals.

The New Jersey State Board of Education does have a draft mission, which is to "Provide leadership to achieve excellence in New Jersey public education. Engage legislators, school administrators, teachers, students, parents, and other stakeholders in formulating policies that enhance education, empower families, and broaden opportunities for students."[14] This mission has not been translated into a specific set of goals. As the state developed its draft ESSA plan and school performance reports, it has solicited public input, often through surveys.

The state's ESSA plan lays out a set of goals in the three required areas:

- *Academic Achievement:* By 2030, have 80 percent of all students and subgroups meet or exceed expectations on PARCC (4 or 5 score)
- *Graduation Rate:* 95 percent four-year adjusted cohort graduation rate for all students and subgroups by 2030.
- *English Language Proficiency:* By 2023, 86 percent of English learners will achieve satisfactory progress toward proficiency.

- **MD:**
  There are a number of different goal-setting bodies and processes in Maryland that have developed sets of separate but overlapping goals. The State Department of Education, the State Board of Education and the P-20 Leadership Council all have different goals and benchmarks for success. In addition, the state's required ESSA Plan lays out a separate set of goals and measures for them.

  The Maryland State Department of Education does not have a mission statement or state-wide strategic plan, but does have a set of goals and objectives: close the achievement gap, increase college and career readiness, reduce the need for remediation, attract and develop great educators, support a fair system of evaluation, turn around the lowest-performing schools, and expand high quality school models. In addition, it has a "master planning process" for local school districts that was put in place by the Bridge to Excellence Act of 2002. Districts are required to submit "master plans" to MSDE that detail how they will use their funds to improve student achievement for all groups of students in their district, including at-risk populations. The Secretary must approve these plans and, if they do not meet their achievement goals, can require districts to change their plans.[15]

  The State Board of Education's mission also includes a set of goals: "Provide every student with highly effective teachers, educational leaders, and all other school personnel necessary to achieve success consistent with measurable goals; Promote standards of quality and conduct for all adults in school-based contact with students consistent with the state's mission and goals for all students; Promote a safe, healthy and orderly environment in which all students have positive experiences every day; Provide for meaningful engagement with parents, families and community members to support academic achievement and individual success; Be innovative leaders in integrating evolving technologies, instructional strategies, and emerging skills that enable all students to reach their fullest potential in a globally competitive environment; Be accountable by operating under objective measures of success determined by state and national standards with data driven actions to enhance learning for every student; Promote an environment in which all students, teachers and school based personnel achieve personal growth and fulfillment; Promote student physical and mental health and fitness to help students achieve academically and develop the habits of healthy living." There does not appear to be a process for soliciting public input or benchmarking against goals.

  The state's ESSA plan also lays out goals in the three required areas:

  - *Academic Achievement:* Reduce by half the number of students who are not proficient by 2030 (proficient is 4 or 5 on PARCC)
  - *Graduation Rate:* 4-year graduation rate of 88.5% and a 5-year graduation rate of 90% by 2020.

- *English Language Proficiency:* Reduce by half the number of students not reaching proficiency within 6 years by 2030.

The Governor's P-20 Leadership Council was created to provide a "forum" for the various parts of the broad education and workforce system to come together and discuss priorities and alignment. It was initially created in 1995 but put into statute in 2010. The MSDE, the Higher Education Commission, the University System of Maryland and the State Department of Commerce are all partners. They are required to submit an annual report with recommendations to the Governor and the legislature on broad system policy, as well as progress towards career and college readiness and college completion. They have structured their work around seven areas of focus — at-risk students, college and career readiness implementation, Maryland College and Career Readiness/PARCC, GED and adult education, the Maryland longitudinal data system, teacher induction and retention and workforce development. Their 2016 report issued recommendations in each area, with suggestions for implementation of each.[16]

Is there a place where the buck stops?

Who has responsibility for K-12 education, teacher education, higher education, pre-school and vocational education?

International Jurisdictions:

The top-performing international jurisdictions generally have a more centralized governance structure of the broad education system than does any state in the United States. Although all systems have school districts with some authority for overseeing schools, a centralized decision-making body at the level of the province or nation has oversight of broader decisions related to K-12 education, such as curriculum frameworks and staffing, and coordinates those decisions with oversight for teacher education, higher education, early childhood, and vocational education.

- **Finland:**
  The Ministry of Education and Culture oversees all publically funded education in Finland, including early childhood education, vocational education and higher education. It develops national education policy, prepares education legislation and oversees the education budget. The Finnish National Board of Education operates under the Ministry's authority but is semi-autonomous; it is responsible for implementing national education policies. It develops national core curricula and requirements for qualifications for primary, secondary, adult and vocational schools and provides support services to teachers, schools and municipalities. Teachers have the flexibility to use instructional strategies and lessons of their choice but they adhere to the national curriculum. The National Board works with employer organizations and trade unions to develop the qualifications for vocational education. At the local level, municipal authorities operate compulsory schooling within their jurisdictions. Municipal councils are awarded funding by formula by the national government but then can allocate national funding and the funds they raise at the municipal level to schools as

they think best. Municipal councils also hire principals (and, in some cases, teachers) for schools. The Ministry of Education and Culture also oversees higher education, including teacher education, and approves training curricula for teachers as well as certifies teachers.

The Finnish Education Evaluation Centre is an autonomous agency tasked with carrying out evaluations related to education from early childhood education to higher education. The Centre is comprised of an Evaluation Council, a Higher Education Evaluation Committee and units for the evaluation of general education, vocational education and training (VET) and higher education.

- **Ontario**:
  The Ontario Ministry of Education oversees all primary and secondary public education in the province. The Ministry develops and implements both broad education policy and specific education curricula for all school levels and subjects. The Ministry provides rubrics for formative assessments teachers are expected to give. Beginning in 9th grade, schools administer school-based summative assessments for all subjects. The MOE develops education materials for educators and provides professional development, either directly or through designated funding given to school boards or teachers' unions.

  There are two independent agencies that play key roles in the education system. The Education Quality and Accountability Office is an independent agency of the Ontario government created to provide independent scrutiny of the quality and standards in the Ontario education system. It is accountable to the Minister of Education. The Ontario College of Teachers is an independent group that accredits teacher education programs and licenses teachers in the province.

  The Council of Ministers of Education is a Canada-wide advisory group that plays an informal but key role in sharing best practices and benchmarking across provinces. Ministers of Education in each province are members of the Council.

  The Ministry of Advanced Education and Skills Development (MAESD) oversees postsecondary education and skills training. MAESD develops policies for universities and colleges of applied arts and technology; plans and administers policy related to basic research; authorizes universities to grant degrees; distributes funding to postsecondary institutions; provides financial assistance programs; and registers private colleges. The Ministry of Children and Youth Services is responsible for childcare.

- **Shanghai:**
  China's Ministry of Education (MOE) has authority for the implementation of national laws and regulations related to the educational system in China. The MOE oversees regulations related to educational reform and development at all levels of the educational system including early childhood education, the nine-year compulsory "basic education," secondary education, vocational education, and tertiary education which includes colleges, universities, and other adult education opportunities. The MOE has overall management responsibility for the national education funds and supports local

governments in their ability to raise local funds and, recently, has also focused on ensuring more equity in resources across the system by supplementing funding in areas with fewer resources. While the MOE typically monitors and evaluations the implementation of education directives and programs, Shanghai is often given the privilege of experimenting with reforms before they are endorsed by other parts of the nation. Since 1988, Shanghai has undertaken curriculum reforms designed to encourage conceptual and experiential learning. Shanghai has also been one of the pilot experimental regions for reforming the *gatka* (the national college entrance examination).[17]

The MOE's Department of Teacher Education oversees and regulates teacher education programs and the certification exams for teachers. The National Education Inspectorate is the agency that monitors and assesses educational activities and the work of primary and secondary schools. The National Inspectorate office hires inspectors from local provinces and liaises with local governments' departments of inspection. For higher education, the MOE approves all programs and monitors student enrollment.

Shanghai is one of four province-level municipalities in China. Governments at the provincial, municipal, and county levels each have Education Commissions responsible for the administration of education programs and compliance with national laws and regulations. The regional Education Commissions make local implementation decisions about regional development plans, provide local funds to subsidize national funding, make curriculum choices with approval from the national level, provide professional development and training for teachers, and administer school programs. The Shanghai Municipal Education Commission is responsible for ensuring compliance with national laws and setting provincial-specific policy. The curriculum framework is developed at the municipal level so there is a Shanghai-wide compulsory curriculum for all schools in all subjects. Shanghai was granted special authority to create its own college admission examination.[18]

- **Singapore:**
The Ministry of Education oversees all education in Singapore including preschool, primary school, secondary school, and higher education (both vocational and academic). The Ministry sets standards and course syllabi for all primary and secondary education and sets and scores national examinations. It develops a list of approved texts. There are five polytechnics and several statutory boards/institutes under the direction of the Ministry. These include the National Institute of Education; the Institute of Technical Education; Singapore Examinations and Assessment Board and the Council on Private Education. The National Institute of Education is the sole teacher education provider in Singapore and also develops and provides professional development for teachers and does ongoing research on all aspects of education. The Institute of Technical Education is a principal provider of career and technical education and principal authority in developing national occupational skills certification and standards. The Singapore Examinations and Assessment Board (formerly the Examinations Division of the Ministry of Education) was formed in 2004 to develop and administer national

examinations in Singapore, and to provide other examination and assessment services and products.

The more than 350 schools in Singapore are grouped into 30 clusters. A Cluster Superintendent leads each cluster. The Cluster Superintendents develop, guide and supervise the school leadership teams to ensure that schools are effectively run.

The Early Childhood Development Agency (EDCA) was launched in 2013 to oversee childcare and kindergartens. The ECDA is an autonomous agency jointly overseen by the MOE and the Ministry of Social and Family Development (MSF), and is hosted under the Ministry of Social and Family Development.

Global Top Performers and the U.S.: Roles and Responsibilities for Parts of the Education System

	Early Childhood Education	Primary and Secondary Education	Secondary Vocational Education	Higher Education	Schools of Education
Finland	Ministry of Education and Culture	Ministry of Education and Culture, National Board of Education	National Board of Education, Employer organizations and labor unions	Ministry of Education and Culture	The Ministry of Education and Culture approves training programs and sets national credentialing criteria. Professional development is managed at the school and municipal level.
Ontario	Ministry of Education (kindergarten for ages 4-5), Ministry of Children and Youth Services (childcare)	Ministry of Education	Ministry of Advanced Education and Skills Development	Ministry of Advanced Education and Skills Development	The Ontario College of Teachers accredits teacher education programs and licenses teachers.
Shanghai	Ministry of Education, Shanghai Municipal Education Commission (kindergarten for ages 3-6)	Ministry of Education, Shanghai Municipal Education Commission	Ministry of Education, Shanghai Municipal Education Commission	Ministry of Education, Shanghai Municipal Education Commission (authority for university entrance exam)	The Ministry of Education licenses teacher education programs, approves training content and licenses teachers. SMEC develops provincial higher education examination.
Singapore	Ministry of Education (kindergarten for ages 4-6), Ministry of Social and Family Development (childcare)	Ministry of Education	Ministry of Education, Institute of Technical Education	Ministry of Education, Institute of Technical Education	The National Institute of Education (NIE) conducts teacher training and professional learning. Ministry of Education approves course content and certifies teachers.

	Early Childhood Education	Primary and Secondary Education	Secondary Vocational Education	Higher Education	Schools of Education
United States	U.S. Department of Health and Human Services (Head Start, childcare for low-income parents), U.S. Department of Education (pre-k), state departments of education and of health and human services	U.S. Department of Education, State Departments of Education	U.S. Department of Education, U.S. Department of Labor, State Departments of Education and of Labor	U.S. Department of Education, various state agencies and accreditation boards	State Departments of Education typically license teachers based on the completion of an accredited program. States usually have an accreditation board or office that uses state developed accreditations or the national Council for the Accreditation of Educator Preparation (CAEP) standards.

States:

All states in the United States are responsible for maintaining their education system. Although the federal U.S. Department of Education is responsible for enforcing federal law related to education in the states, the recent passage of The Every Student Succeeds Act (ESSA) in 2016 has sharply circumscribed its authority. The role of the state government varies, but, in general, all states have a strong tradition of local control. Individual school district offices do most of the oversight of individual schools. District superintendents who are appointed by elected or appointed local school boards lead these offices. Local school boards also have authority for funding, procurement, and some curricular decisions, although these are subject to standards and other requirements laid out in state board regulations and state statute.

- **MA:**
  The Executive Office of Education reports to the governor and organizes the work of the Department of Elementary and Secondary Education; the Department of Higher Education; the Department of Early Education and Care; and the University of Massachusetts system. Although the Commissioner of Elementary and Secondary Education is considered the Chief State School Officer of Massachusetts, the Secretary of Education is an appointed head of the Executive Office of Education within the Governor's Office and the authority on all education matters in the state. The relationship between the Commissioner and the Secretary is somewhat unclear.

  The Department of Elementary and Secondary Education has oversight of K-12 school districts, charter school authorizing, teacher licensure and teacher education programs (through their Office of Educator Licensure). A 12-member Board of Elementary and Secondary Education (which by law includes the Commissioner of Elementary and Secondary Education) can vote on and set policy for licensure, assessment, teacher quality, interventions for underperforming schools, governance, and other matters. Ten members are elected (including one student member), the chair is appointed by the governor, and the governor also appoints the Secretary of the Board, who by

law also serves as the Commissioner of the Department of Elementary and Secondary Education.

The Department of Early Education and Care reports to the Executive Office of Education and is led by a Commissioner appointed by the Governor. It is responsible for licensing and regulating childcare providers and adoption and child placement agencies, providing professional development to early education and care providers, distributing financial assistance to families for early education and out-of-school-time programs, and matching needy families with additional services, as required. It is also accountable to a Board of Early Education and Care, consisting of 11 members appointed by the governor (including the Secretary of Education).

The state Board of Higher Education is theoretically the ultimate authority on higher education in the state of Massachusetts. It consists of 11 voting members: nine are appointed by the governor (including the State Superintendent of Education,) and two are university representatives elected by the trustees for University of Massachusetts and the State Community Colleges and Universities. There are also two nonvoting student members. The Department of Higher Education reports to the Executive Office of Education and the state board, and implements the policy set by the board in partnership with the UMass system. The state board also oversees the University of Massachusetts Board of Trustees and the Board of State Colleges and Universities. The University of Massachusetts and State College Boards have broad authority for setting programmatic, strategic and fiscal policy for their organizations, but they are expected to submit all of their five-year plans, including strategic plans and budgets, to the Board of Higher Education for approval. However, they also report to the Executive Office of Education.

- **NH:**
  The Department of Education has oversight of K-12 education, vocational education, teacher licensure and higher education. The Department also has oversight of pre-school special education. The state does not have a state-funded pre-kindergarten program. The Department develops model curriculum frameworks but districts and schools can develop or choose their own materials and lessons. The State Board of Education provides oversight to the Department of Education. A Professional Standards Board advises the state board of education on professional growth, certification, and governance of the education profession in the state. A Higher Education Commission under the Division of Higher Education within the Department is responsible for regulating institutions of higher education.

  The Department of Health and Human Services oversees child care.

- **NJ:**
  The New Jersey Department of Education oversees K-12 education as well as early childhood education and career and technical education. The Board of Education adopts education policy regulations in all of these areas and advises on the Commissioner's proposals. In addition, the State Board advises on educational policies proposed by the Commissioner and confirms Department of Education staff appointments made by the Commissioner. The Secretary of

Higher Education oversees higher education and its Secretary is the primary advisor to the Governor on higher education issues. A Higher Education Council gives advice to both the Governor and the Secretary. The State Board of Examiners is the educator-licensing agency in New Jersey. The Commissioner of Education appoints board members.[19] The New Jersey Department of Human Services has oversight of childcare.

- **MD**:
  The Maryland State Department of Education oversees PreK-12 education, vocational education, and educator certification and preparation program accreditation. It is responsible for developing curriculum resources to support Common Core implementation, administering statewide assessments, running the school and educator evaluation system, producing data reports and analysis for the public based on evaluation and assessment data, designing supports for school turnaround interventions, certifying educators, managing food and nutrition programs in schools and overseeing special education identification and support. It also administers all state grants to schools and districts, although the State Board is responsible for developing the budget. It does not have direct oversight of charter schools, as local school boards serve as charter school authorizers, but it does provide some support and guidance to charter school operators and local school systems. Furthermore, although it is not directly responsible for higher education, it does have a Division of College and Career Readiness that collaborates with the Higher Education Commission to ensure that students are meeting readiness benchmarks and graduation requirements and receive additional support if they do not do so.

  The Department of Education is accountable to the State Board of Education, and the State Board appoints the Superintendent to a renewable four-year term. The Maryland State Board of Education is in charge of oversight of all school districts, preparing the draft state education budget, setting education standards and graduation requirements, identifying schools that are at risk of not meeting standards and developing performance improvement plans, drafting legislative proposals and hiring the State Superintendent.

  The Maryland Higher Education Commission (MHEC) is the higher education coordinating board responsible for establishing statewide policies for Maryland public and private colleges and universities and for-profit career schools.

  Maryland also has a P-20 Leadership Council that was initially created in 1995 and put into statute in 2010 to provide a "forum" for the governor, legislators and stakeholders from elementary and secondary education, postsecondary education and workforce and economic development to discuss "policy priorities and the alignment of the various elements of our education and workforce systems." The Council is also charged with ensuring that college and career readiness strategies are implemented. The Council is required by the 2013 College and Career Readiness and College Completion Act to submit an annual report summarizing its activities and providing recommendations

to the Governor and the legislature. It is also required to submit a biennial report on progress on college and career readiness and college completion.[20]

Are there clear lines of authority to make and implement policy?

International Jurisdictions:

- **Finland**
  In Finland, the Ministry of Education and Culture is responsible for all publically funded education in the country and prepares all education legislation, makes national decisions and prepares and oversees the national budget for education. The Ministry is then accountable to the national Government for the performance of the education system. Municipalities are given authority to set their own funding priorities and manage inspections of schools, and organize district-level professional development. Schools are also given a great deal of authority in the management of resources, how they implement the national curricula, and how they organize their schools.

- **Ontario:**
  In Canada, responsibility for education is vested in the provinces. The Ontario Ministry of Education is the primary actor in setting education policy in the province on funding, curriculum, assessment and accountability. The Ministry also proposes education legislation to the Prime Minister's Office. The Ministry is a partner with the teacher's unions in setting strategies and goals for the system and negotiating with them to come to province-wide agreements on teacher pay and other school-level issues. Elected district boards are required to implement the policies of the Ministry.

- **Shanghai:**
  The Shanghai Municipal Education Commission (SMEC) oversees all public and private education in Shanghai, except for higher education, which is overseen nationally by the Ministry of Education in Beijing. SMEC implements the broad directives of the national Ministry. Shanghai has been granted special status within China to shape its system with more autonomy than other regions; as the leading school system in the country, it is a model for reforms nationally. For example, in 1985 Shanghai was allowed to design its own university entrance examination.[21]

- **Singapore:**
  In Singapore, the Ministry of Education makes and implements policy throughout the jurisdiction. The Ministry is accountable to the government for the outcomes of the system and it controls all aspects of policy within the system. At the district and school level, where there is discretion granted to teachers and administrators, it is always within a framework set by the Ministry (for example, course syllabi and a national evaluation system). The independent or semi-autonomous agencies that partner with the system, like the National Institute for Education (teacher training), the Examinations and Assessment Board (national assessments) and the Institute of Technical Education (developing course syllabi for vocational education), have clearly defined areas of responsibility and work closely with the Ministry.

States:

- **MA**
  In Massachusetts, the appointed State Boards (of Elementary and Secondary Education; of Early Education and Care; and of Higher Education) are responsible for setting the strategic and budgetary priorities of the departments under their purview. However, the Executive Office of Education, which is a part of the governor's office, also has oversight of each department. In addition, the University of Massachusetts system maintains significant autonomy despite reporting to the Board of Higher Education and the Executive Office of Education. In theory, the Executive Office of Education consolidates authority for education with the governor, so that there is one clear line of accountability. However, duplicative lines of authority with the various boards mean that the authority for making policy is not always clear.

- **NH**
  The state has a strong tradition of local control. While the Department of Education has statutory authority to set policy and budget priorities for the system, the state education department leaves a great deal of discretion to local districts and schools. For example, some schools and districts have adopted a competency-based system and the use of performance-based assessments, while others are still using traditional teaching and testing methods. The state, unlike most others, is allowing districts to define their own teacher and principal evaluation and accountability systems.

- **NJ**
  The New Jersey Board of Education has authority to make proposals to the Governor on education policy and budget priorities and adopt state curriculum, standards, assessments and accountability systems as well as define qualifications for professional development providers and accredit local schools and teacher preparation. The Department of Education is charged with implementation of these policies. But the lines of authority are not always clear. For example, while the State Board can set criteria for professional development providers, oversight of the quality or appropriateness of the professional development content provided is not clearly assigned to the state, the district or the school (nor are criteria provided).

- **MD**
  In Maryland, the Governor appoints members of the State Board of Education, who, in turn, appoints the Superintendent of Schools. The State Board of Education, in general, sets policy and regulations for the schools, and the Department implements these policies and regulations. The Board approves the Department's budget as well as the budget for state aid to the schools. In some areas, the lines of authority are not completely clear. An example is overseeing teacher training and certification. The State Board is responsible for developing regulations that lay out what is required to be certified as a teacher, but the Department is responsible for program review and approval and managing the certification process which gives it wide latitude. Furthermore, the semi-autonomous 25-member Professional Standards and Teacher Education Board, with members also appointed by Governor, is

responsible for setting standards for teacher education programs. The Maryland Higher Education Commission also plays a role in the review of teacher education programs. Recent legislation (HB715) added approval authority over teacher education programs to the MSDE.[22]

Top Performing States and Maryland:
Roles and Responsibilities for Parts of the Education System

	Early Childhood Education	Primary and Secondary Education	Secondary Vocational Education	Postsecondary / Higher Education
MA	Department of Early Education and Care, Board of Early Childhood and Care	Department of Elementary and Secondary Education, Board of Education	Department of Elementary and Secondary Education	Department of Higher Education, Board of Higher Education, Board of Trustees: UMass System, Board of Trustees: Community Colleges and Public Universities
NH	Department of Health and Human Services	Department of Education, Board of Education	Department of Education, Board of Education	Department of Education, Division of Higher Education
NJ	Department of Education (preschool), Department of Health and Human Services (childcare)	Department of Education, Board of Education	Department of Education, Board of Education	Department of Higher Education
MD	Department of Education, State Board of Education	Department of Education, State Board of Education	Department of Education, State Board of Education	Maryland Higher Education Commission

Is system progress tracked, published and easily located?

International Jurisdictions:

The top-performing international jurisdictions generally determine broad indicators of system success, and track progress on those indicators to measure whether the system is on track to meet goals laid out in the system's ongoing strategic plan. This tracking informs policy-making, and enables policymakers to design interventions if the system is not on track and to inform the public of progress and celebrate successes.

- **Finland**
  The Education Research and Development Plan that the Ministry of Education and Culture develops every four years covers all part of the education system from early childhood to adult education as well as research conducted in universities and polytechnics. This is the key document in Finnish education and research. After the Ministry prepares it, Parliament adopts it. The Ministry then directs the implementation of its goals over a four-year period, with a set of policies to implement and benchmarks to measure progress towards those goals. The focus in the period 2011–2016 (the latest available) is on alleviation of poverty, inequality and exclusion, stabilizing the public

economy and fostering sustainable economic growth, employment and competitiveness.[23]

Finland also monitors system progress through sample testing of students. Almost every year samples of students are tested across the country in Finnish and mathematics to assess overall progress. Other subjects are tested when the Ministry is conducting an evaluation of a particular curriculum area. The results of national sample testing are not publicized or meant to be for the public. They are meant to inform national policymaking.[24]

In 2014, Finland integrated the evaluation functions of three different organizations — the National Board of Education, the Finnish Education Evaluation Council and the Finnish Higher Education Evaluation Council — into a new Evaluation Center. The aim was to assess the progress of the system overall in a more comprehensive way. The new Center will produce overall evaluations every three years, combining the information from participation in international assessments like the OECD's PISA, the national sample testing and curriculum reviews done by the Finnish National Board of Education as well as the reviews of higher education done by the Higher Education Evaluation Council.[25]

- **Ontario**
  The Ministry of Education monitors progress annually against a set of overall goals and indicators it developed in its current strategic plan. An example was the goal of raising the high school graduation rate in the province to 80 percent, which the province has now exceeded. It was reported on each year for almost a decade before it was reached. There is a published report each year. In addition, all school districts publish annual school board progress reports on ten indicators: reading results on 6th grade provincial tests; progress on 6th grade provincial tests; percentage of students passing the grade 10 literacy test; progress in the percentage of students passing the grade 10 literacy test; credit accumulation by the end of grade 10; progress in credit accumulation at the end of grade 10; credit accumulation at the end of grade 11; progress in credit accumulation at the end of grade 11; percent of primary grade classes with 20 or fewer students; progress in percentage of primary classes with 20 or fewer students.[26] There is also information showing statewide achievement on provincial reading and mathematics exams at tested grade levels and the percentage change in each over three years.[27] Ontario also participates in the Pan Canadian Assessment and in international comparisons like OECD's PISA.

- **Shanghai**
  The Shanghai Municipal Education Committee publishes an annual report on progress towards the goals set out in the National Ten Year Educational Development and Reform Plan and towards its own goals for the municipality. Shanghai also was the first province in China to participate in the OECD's PISA in 2009. The PISA data give Shanghai a way of benchmarking their educational performance against OECD and other participating countries. Standardized test scores are not made available to the

public by school although secondary schools publish "cut" scores on the *zhongkao* entry exam required for admittance to their school.[28]

- **Singapore**
  Singapore's Ministry of Education, along with its research arm at the National Institute of Education, continuously monitors system progress and benchmarks Singapore's system against the leading systems in the world. Every new policy is benchmarked internationally. They participate in international assessments like PISA and TIMSS and the results are widely shared in the media.

  Singapore's School Information Service provides parents with information about schools but does not publish outcome data. In fact, publishing test scores is specifically banned. For secondary schools, it does publish a Primary School Leaving Exam score average for acceptance to each school.[29]

States

The Every Student Succeeds Act (ESSA) includes requirements for states and districts to prepare and disseminate annual report cards that provide information on state, district, and school performance and progress towards long-term goals. The report cards must be widely accessible to the public. State report cards are required to report on student achievement, high school graduation rates, English learners achieving English language proficiency, student progress towards long-term goals and measures of interim progress, educator qualifications, per-pupil expenditures, postsecondary enrollment, and more. The data must be disaggregated by student subgroup. Districts must report district-level and school-level reports.

- **MA**
  The state makes detailed school and district profiles available to the public online. These report on proficiency rates on standardized tests, the progress of subgroups toward proficiency targets, student demographics, teacher licensure, student-teacher ratios, total and per-pupil expenditures, and other data for each school and district.[30] According to the draft ESSA plan, the state will use a hybrid approach of normative and criterion-referenced school rankings.[31]

- **NH**
  The New Hampshire Department of Education produces annual school and district profiles. They currently provide information on the percent of students proficient by grade level in reading and mathematics on the Smarter Balanced assessments and the SAT.[32] According to the draft ESSA plan, New Hampshire will rate schools using percentile rankings.

- **NJ**
  The New Jersey Department of Education prepares annual reports of school performance. One of the state's goals is to empower parents to make more informed decisions about their children's education by providing greater transparency and accountability.[33] In addition, the Department's NJ Standards Measurement and Resource for Teaching (NJ SMART) is a comprehensive statewide longitudinal data system with published district level data

including high school graduation rates and district and statewide reports on assessment performance.[34] ESSA plans include enhancements to school and district reporting that add information on pre-school, pre-K and K access and enrollment; suspensions; post-secondary outcomes; per-pupil expenditures; teacher experience and credentials; and more. This broader set of indicators helps to inform and empower students, parents, and communities.[35]

- **MD**
  The state has a website that publishes data on the following indicators for all schools and districts:
  - English Language Arts, Mathematics and Science assessments for Grades 3-8 (typically PARCC)
  - High School End of Course Assessments in English 9, 10, 11, Algebra 1, 2, Geometry, Government, and the MISA Science Assessment.
  - Graduation rates
  - Demographic and enrollment data
  - Attendance and graduation rates

  In 2017, the state passed the Protect Our Schools Act, legislation limiting testing-based academic indicators of success to no more than 65 percent of a school's accountability score. This includes PARCC proficiency and growth to graduation rates and English-language proficiency. The other 35 percent of a school's score is made up of school quality indicators.[36] Most states are choosing to give academic indicators more weight (usually in the range of 70 to 90 percent). The state's draft ESSA plan adheres to the 65/35 divide. The ESSA plan also includes an online performance management system so that the state, schools and districts can monitor needs and resources.[37]

Is there an effective way to hold parts of the system accountable and to provide effective help to non-performing parts of the system?

Does the system have an effective way of identifying non-performing teachers, principals, schools, districts, and schools of education?

International Jurisdictions:
The international jurisdictions identify non-performing individuals and schools, but the focus of the system is on providing supports, not just to under-performers, but to all educators, to help them succeed. These supports are often in the form of coaching and mentoring from high performing peers. Because these systems are focused on continuous improvement, receiving additional help in certain areas is not stigmatized the way it can be in the United States. In addition, the problem of under-performing teachers is not as common because teachers and principals have met much higher standards to enter the profession. These systems are able to recruit much stronger teachers and principals because the schools of education are held to very high standards for program approval, as described below, and in more detail in Building Block 5.

- **Finland**
  Teachers/Principals: Finland relies on professional accountability for teachers and principals and does not have formal evaluations since the national

inspectorate was abolished in 1990. Teachers and principals work together and are expected to maintain a high level of practice. Still there is an expectation that principals will evaluate teachers annually. The structure of these evaluations is left to the discretion of principals. In Helsinki, there is an agreed upon format used citywide that requires principals to evaluate teachers based on: personal performance, versatility, initiative and ability to cooperate.[38]

Districts/Schools: In Finland, the system does not label schools as "high performing" or "low performing," but collaboration across all schools is the norm. Municipalities (districts) are responsible for inspections of schools and also organize schools into networks to encourage them to collaborate and support each other. School staffs are expected to regularly collaborate, with the more experienced leaders and staff becoming mentors to those with less experience.[39]

Schools of Education: There are eight research universities in Finland that are approved by the Ministry of Education to offer the official teacher training curriculum. The Finnish Higher Education Evaluation Council (FINHEEC) monitors all higher education institutions. Legislation requires all universities and polytechnics to perform external evaluations of their institutions and to publish the results. FINHEEC is an independent expert body that audits the quality systems and evaluations of all higher education institutions in Finland.[40]

- **Ontario:**
  Teachers: Ontario's Teacher Performance Appraisal (TPA) is structured by the Ministry of Education and administered by principals. Teachers are rated every five years on 16 competencies aligned to three standards of practice: professional knowledge; professional practice and leadership in learning communities; and on-going professional learning. The emphasis is on providing recommendations for ongoing growth, rather than on punitive accountability.[41]

  Principals: Ontario's principal/vice-principal performance appraisal process, an essential component of the Ontario Leadership Strategy, is designed to ensure that school leaders are well supported in their growth and development. It was implemented across the province in 2010. The goals are to encourage principals and vice principals to engage with their supervisors in frequent and meaningful dialogue about their performance; consider the supports they need in order to achieve their goals and identify ways in which they can enhance their professional growth. Principals and vice principals create annual performance plans that must include a goal of increasing student achievement. Supervisors create a summative report at the end of the year with a satisfactory or unsatisfactory rating.[42]

  Districts/Schools: The Education Quality and Accountability Office (EQAO) is responsible for the creation and administration of provincially administered examination programs, intended to provide accurate and reliable student achievement information to parents, teachers, and the public. The Literacy and Numeracy Secretariat (LNS) was established as an arm of the Ministry to provide coaching and support to low performing schools.[43] The LNS works

with school boards (districts) to identify ways to improve student achievement, shares successful practices within and across school boards, and provides funding.[44]

Schools of Education: The Ontario College of Teachers accredits teacher education programs. Accreditation panels review applications from teacher education programs for initial accreditation and then review their status to ensure that they continue to meet required standards. In fall 2015, Ontario's teacher education program changed. The two-year program has increased practicum (residency) of 80 days and includes an enhanced focus in areas such as special education, teaching using technology, and student diversity.[45]

- **Shanghai:**
  Teachers: Principals conduct annual evaluations of teachers, primarily based on classroom observation. This observation is done at least three times a year providing formative, midterm and summative feedback. This feedback (including collecting data from students) is focused on developing performance goals for each teacher.[46]

  Principals: Principals are chosen from among the highest performing teachers. Once made principal, they are largely held accountable by their peers and regarded by teachers and parents as experts in what they do. There are, however, appraisals of performance done at specific promotion points on the principal career ladder. (See Building Block 8). When promoting a principal to the master level, the municipality conducts the appraisal. The Shanghai Education Commission conducts "master level" appraisals every three years.[47]

  Districts/Schools: The Shanghai Municipal Education Commission inspects all schools at least every three years and identifies schools that are struggling.[48] School district officials are responsible for matching low- and high-performing schools under the Empowered Management Program. The high performing school is contracted (usually for a two-year period) to turn around the performance of a low-performing school by having teachers and leaders develop capacity of their peers.

  Schools of Education: Shanghai has two teacher training institutions, Shanghai Normal University and East China Normal University. Both are accredited by the Ministry of Education and operate under its auspices. The Ministry oversees teacher training guidelines and holds all teacher training programs accountable through regular inspections.[49]

- **Singapore:**
  Teachers: Singapore's Educational Performance Management System (EPMS) includes an annual evaluation of all teachers. Teachers receive a set of competencies for effective teaching at the beginning of each year and must set personal targets for improvement that must include qualitative goals for professional improvement and quantitative goals for student improvement. A supervisor evaluates the teacher against these goals at mid-year and at the end of the year.[50]

  Principals: Singapore's Educational Performance Management System (EPMS) includes an annual evaluation of all principals in addition to teachers.

Cluster superintendents evaluate principals in three areas: Professional Practice, Leadership Management and Personal Effectiveness. The evaluation takes into account: vision for the school, strategic planning and administration, development and management of staff and management of resources and school processes. Principals who are not performing are counseled, coached, and if need be, redeployed.[51]

Districts: Schools are grouped into geographic clusters intended to provide local support for the Ministry's education policies and initiatives. These clusters can help determine how the curriculum will be implemented and can chose teaching materials, though the Ministry makes recommendations. The cluster superintendents, who are successful former principals, are responsible for providing leadership to principals and to facilitate the sharing of resources and best practices between cluster schools.

Schools: in Singapore set their own goals and do self-assessments each year, against nine functional area using the School Excellence Model framework. They have external assessments every six years by the School Appraisal Branch of the Ministry of Education. During these external assessments, outstanding teachers and principals are identified who are tapped to serve as mentors and coaches for other teachers and principals. Within each cluster, certain schools are designated as "autonomous." These schools are typically the top-performing government schools, and due to their success, they are allowed to take greater responsibility for their governance. Autonomous schools are allowed to choose some of their staff and to set their own admissions policies.[52]

Schools of Education: Singapore has only one teacher training institution, the National Institute for Education (NIE). The Ministry of Education oversees NIE and the training programs for teachers are tightly regulated by the Ministry, which also controls the numbers of teachers allowed admittance to programs by gauging the need for teachers across the nation. NIE also serves as the national education research institute for Singapore and is continually evaluating school curriculum and integrating new research into recommendations for school curriculum and teacher training.[53]

States

In general, all states have adopted teacher and principal evaluation systems designed to hold educators accountable for performance. Race to the Top grant funding from 2009 to 2014 encouraged many states to incorporate student achievement measures into these evaluation systems, but the passage of the Every Student Succeeds Act and the end of the Race to the Top grant period gives states an opportunity to revisit these systems.

Under the requirements of ESSA, all states are required to track the performance of schools using: student academic performance, disaggregated by federally recognized student subgroups, graduation rate (for high schools only) and at least one additional indicator of school quality or student success, to be measured using something other than standardized test scores. States determine their school rating systems based on this federal framework.

ESSA also requires states to identify low-performing schools and to offer them support. The law requires the states to identify criteria for two groups of low-performing schools: those eligible for Comprehensive Support and Improvement (CSI) and Targeted Support and Improvement (TSI). The criteria for CSI schools must include the lowest-performing five percent of Title I schools and any public high school with less than a 67 percent graduation rate. The criteria for TSI schools must include any schools with one or more subgroups of students performing at or below the performance of all students in the lowest performing schools in the states, or with one or more subgroups that are underperforming for two or more years. States can add additional criteria. The definitions of CSI and TSI schools are similar to the Priority and Focus schools that states identified as a condition of receiving a waiver under NCLB. All of the benchmark states as well as Maryland received NCLB waivers and had already been identifying Priority and Focus schools for support.

States are not required to track the performance of school districts, but typically states will aggregate the results of schools within a given district using their school rating system in order to assign ratings to districts as well. States typically have a division of the Department of Education, or an independent commission, in charge of accrediting teacher education institutions. The extent to which these bodies have, or choose to exercise, the authority to require teacher education institutions to make improvements varies by state. See the chart below for a comparison of how Maryland and the benchmark states have constructed their school rating systems. This chart shows the percentage of academic, or test score-based, measures, as compared to the percentage of non-academic, or non-test-based, measures in the school accountability systems. We constructed the chart in this way in order to align with Maryland's Protect Our Schools Act, which requires that the accountability system limit the weight of academic (that is, test-based) measures to 65 percent.

Top Performing States and Maryland: School Accountability Academic and Non-Academic Indicators in ESSA Plans

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
MD (NOTE: Plan is in draft form and has not yet been submitted) Schools would be rated on a five-star scale.	**Elementary/ Middle School**	**Total Weight: 65%** Academic Achievement (20%): Performance Composite on PARCC ELA and mathematics (4 or 5) Academic Progress (35%): • Growth in ELA and mathematics (25%); • Credit for completion of a well-rounded curriculum (10%): percentage of grade students earning passing grades in social studies, fine arts, physical education and health, and 8th grade students earning passing grades in ELA, math, science and social studies; and passing MISA in science and Maryland EOC exam in social studies English Language Proficiency Progress (10%)	**Total Weight: 35%** School Quality or Student Success (35%): • Chronic absenteeism (15%); • Climate survey (10%); • Access to a well-rounded curriculum (10%): percentage of 5th or 8th grade students enrolled in science, social studies, fine arts, physical education, health and, for 8th grade only, computational learning

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused

	High School	**Total Weight: 65%**
		Academic Achievement (20%): Performance Composite on PARCC ELA and mathematics (4 or 5)
		English Language Proficiency Progress (10%)
		Readiness for Postsecondary Success (20%):
		• On-track in 9th grade (10%);
		• Credit for completion of a well-rounded curriculum (10%): percentage of students graduating with one of the following:
		  ○ AP score of 3 or higher,
		  ○ IB score of 4 or higher,
		  ○ SAT math score of 530+ and reading score of 480+,
		  ○ ACT composite score of 21 or higher,
		  ○ Dual enrollment credit,
		  ○ Meeting University of Maryland entry requirements,
		  ○ CTE industry certification,
		  ○ Minimum score on ASVAB,
		  ○ A Maryland Certificate for Program Completion (for students with special needs) who have entered the world of work or higher education.
		Graduation Rate (15%)
			Total Weight: 35%
			School Quality or Student Success (35%):
			• Chronic absenteeism (15%);
			• Climate survey (10%);
			• Access to a well-rounded curriculum (10%): percentage of students graduating who:
			  ○ **Enrolled** in an AP or IB course,
			  ○ **Enrolled** in dual enrollment,
			  ○ **Completed** a CTE concentration,
			  ○ **Enrolled** in a general core high school course (for special education students pursuing a Certificate of Program Completion only)

MA Based on an index of 1-100, schools fall into one of six performance tiers.	**Elementary/ Middle School *with* Measureable English Learner Group**	**Total Weight: 95%** Academic Achievement (60%) Academic Progress (25%) English Language Proficiency (10%)	**Total Weight: 5%** School Quality or Student Success (5%): Chronic absenteeism
	Elementary/ Middle School *without* Measureable English Learner Group	**Total Weight: 95%** Academic Achievement (70%) Academic Progress (25%)	**Total Weight: 5%** School Quality or Student Success (5%): Chronic absenteeism

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
	High School *with* Measureable English Learner Group	**Total Weight: 92.5%** Academic Achievement (50%): Grade 10 ELA, math and science Next-Gen MCAS Academic Progress (20%) English Language Proficiency (5%) Graduation Rate (17.5%)	**Total Weight: 7.5%** School Quality or Student Success (7.5%) • Chronic absenteeism; • Success in grade 9 courses; • Successful completion of "broad and challenging coursework" (measured as percentage of students successfully completing AP, IB, or Honors courses)
	High School *without* Measureable English Learner Group	**Total Weight: 92.5%** Academic Achievement (50%): Grade 10 ELA, mathematics and science Next-Gen MCAS Academic Progress (25%) Graduation Rate (17.5%)	**Total Weight: 7.5%** School Quality or Student Success (7.5%): • Chronic absenteeism; • Success in grade 9 courses; • Successful completion of "broad and challenging coursework" (measured as percentage of students successfully completing AP, IB, or Honors courses)
NH (NOTE: Plan is in draft form and has not yet been submitted.) All indicators will be reported on an index scale of 1-4	**Elementary/ Middle School**	**Weights not yet specified** Academic Achievement: Smarter Balanced and PACE (NH competency assessment) performance levels will be reported on a scale of Levels 1-4 Academic Progress English Language Proficiency Progress School Quality or Student Success: Mean Student Growth Percentile (MGP) for the lowest-achieving quartile of students, reported on a scale of Levels 1-4	**None: All elementary and middle school measures are based in test scores.**

State	Level	Academic/Test-Focused	Non-Academic/Non-Test-Focused
	High School	**Weights not yet specified** Academic Achievement: SAT and PACE performance levels will be reported on a scale of Levels 1-4 English Language Proficiency Progress Graduation Rate School Quality or Student Success: Career Readiness (CCR): Graduating seniors achieve CCR if they meet two of: • NH Scholars Standard, STEM or Arts program of study; • Grade of C or better in dual-enrollment course; SAT scores at or above CCR benchmark; • ACT scores at or above CCR benchmark; • AP exam score of 3, 4, or 5; • IB exam score of 3, 4, or 5; • CTE industry-recognized credential; • NH career pathway program of study; AFQT score of Level III	**None: All high school measures are based in test scores.**
NJ New Jersey's plan would use a summative score, which represents a percentile rank, to rate schools.	**Elementary/ Middle School**	**Total Weight: 90%** Academic Achievement (30%): Proficiency on PARCC in ELA and mathematics (Levels 4 and 5) Academic Progress (40%): English Language Proficiency Progress (20%)	**Total Weight: 10%** School Quality or Student Success (10%): Chronic absenteeism
	High School	**Total Weight: 90%** Academic Achievement (30%): Proficiency rates on PARCC in ELA and mathematics (grades 3-10) English Language Proficiency Progress (20%) Graduation Rate (40%)	**Total Weight: 10%** School Quality or Student Success (10%): Chronic absenteeism

- **MA**
  Teachers: To date, teachers in Massachusetts have been evaluated based on student growth measures, observations, artifacts and student and staff feedback. Student growth measures, including the results of teacher designed assessment and statewide standardized test scores, account for 50 percent of the total evaluation score. Growth on PARCC tests are only one of several measures of student growth. Teachers are rated on performance (exemplary, proficient, needs improvement or unsatisfactory) and on student impact (high, medium and low). Under ESSA, the state intends to calculate educator equity gaps, noting which sub-groups of students are taught by ineffective, inexperienced, and out-of-field teachers. The state is encouraging districts to

implement robust evaluation systems to promote teacher professional leaning and growth and as a means to close gaps in equitable access.[54]

Principals: Principals are assessed on four Standards established by state regulation. The four Standards are: Instructional Leadership, Management and Operations, Family and Community Engagement, and Professional Culture. No administrator can be considered to be Proficient unless his or her rating on Instructional Leadership is Proficient. Principal evaluation includes Mid-Year Reviews. Principals develop a Self-Assessment and goals for professional practice, student learning and school improvement.

Schools: Massachusetts has a framework for school accountability and assistance that includes "school turnarounds" for Level 4 and 5 (the lowest of five levels) schools. Level 4 schools are identified by the Department of Elementary and Secondary Education as both low performing on MCAS over a four-year period and not showing signs of substantial improvement or strong positive annual student growth over that interval. Level 5 is the most serious category. Level 4 schools that do not improve by the expiration of their redesign plans may be placed into Level 5, which requires receivership by the state.[55] The state ESSA plan includes a school performance index for classifying schools into performance levels that equates them with percentiles. The state will use those percentiles to identify schools for Comprehensive Support and Improvement (CSI) and Targeted Support and Improvement (TSI).[56]

Districts: Massachusetts identifies low performing districts using statewide test data and graduation rates and puts districts into one of five categories. The state has tiered requirements and supports for districts based on these categorizations, ranging from level 1 districts which are granted considerable autonomy and flexibility and have access to online tools and resources to level 5 districts which results in the district being taken into receivership.[57] A district's accountability is determined by its lowest performing school. When a district has one or more Level 4 schools, it receives a district designation of Level 4 as well. However, this would change under the state's ESSA plan. Under ESSA, a district's accountability level would be determined by its overall performance of its students rather than the level of its lowest performing school.

Schools of Education: The Department of Elementary and Secondary Education is responsible for program review and accreditation of schools of education. In the past, it has accredited based on a review process that includes site visits every five years. However, Massachusetts was chosen by the Council of Chief State School Officers to participate in the two-year pilot Network for Transforming Educator Preparation (NTEP). The goal of the initiative is to implement CCSSO recommendations for improving licensure, one of which is the use of data for program approval, continuing accreditation, and continuous improvement. All preparation programs are required to assess candidates' readiness for licensure using a state-defined Candidate Performance Assessment (CPA).[58] Successful completion of the CPA will be required for program completion. The state also intends to encourage

preparation programs to partner with school districts to improve pre-service and induction programs.[59]

- **NH**

  Teachers: A state evaluation model for teachers was implemented in 2014-2015. Local districts can implement the state model or adapt their own teacher performance evaluation system.[60] The model includes classroom observations done annually by principals in addition to multiple measures of student learning, including portfolios and standardized test results. Teachers who receive the lowest rating for two years in a row may not renew their teaching license. The frequency of summative evaluation is tied to educators' length of time teaching and previous evaluation rating. Highly effective, experienced teachers undergo a summative evaluation at least once every three years, while new and/or teachers previously rated ineffective are evaluated every year. All teachers, however, are expected to receive formative feedback and participate in SLOs and the professional portfolio process each year.[61] The draft ESSA plan does not discuss changes to teacher evaluation.[62]

  Principals: Principals are evaluated against eight standards: educational leadership, school culture and instructional practice, school management, school and community, integrity and ethics, social and cultural context, local district goals, and student growth. They are required to have regular meetings with supervisors (beginning of the year, mid-year and year end) and are rated Unsatisfactory, Emerging, Proficient and Distinguished based on observations and a portfolio of evidence principals put together. Supervisors are supposed to discuss supports and help principals throughout the year to achieve the goals in the plan. Novice principals are evaluated every year and experienced principals are evaluated every three years.[63] The draft ESSA plan does not discuss changes to principal evaluation.[64]

  Schools: According to New Hampshire's draft ESSA plan, the state will identify four levels of low-performing schools. The four levels are:

  1. Not identified;
  2. Comprehensive Support and Improvement (CSI);
  3. Targeted Support and Improvement (TSI-CUS) for schools with chronically underperforming subgroups; and
  4. Targeted Support and Improvement (TSI-LPS) for schools with one or more low-performing subgroups.

  New Hampshire will use the required federal criteria for these levels: CSI schools are Title I schools that score in the bottom fifth percentile in the state according to its combined indicators or whose graduation rates are below 67 percent; TSI schools are those with either one or more subgroups of students underperforming for two or more years or with one or more subgroups of students performing at or below the bottom fifth percentile of all schools.[65]

  Districts: New Hampshire does not publically identify low performing districts currently. Schools, not districts, are the focus of support under ESSA.

Schools of Education: The state approves teacher preparation programs based on program approval standards. Approvals are for up to seven years. There is a Council on Teacher Education that acts in an advisory role to the Department's Bureau of Credentialing and participates in site visits. However, the state has not set minimum standards for program performance and therefore is not holding teacher preparation programs accountable for the quality of the teachers they produce. No programs have been identified as low performing in the past three years. There is no report card or way for the public to review and compare program performance.[66] The draft ESSA plan does not outline any new approaches to program approval, only that programs will continue to meet the state's standards.[67]

- **NJ**

  Teachers: The AchieveNJ System for teacher evaluation and support requires annual evaluations of teachers. The system relies on multiple measures of performance for teacher practice and student achievement. For teachers in grade and subjects tested in state tests (PARCC), teacher evaluation is 30 percent student achievement and 70 percent teacher practice. For teachers in grades or subjects not tested statewide, the ratio is 20 percent student achievement and 80 percent teacher practice. The evaluations include observations and "value-added" measures of student growth on standardized tests. Results are high stakes and can cause teachers to lose tenure. Value added measures based on standardized tests account for 10 percent of a teachers rating although that will change to 30 percent. There are four levels of teacher ratings: highly effective, effective, partially effective or ineffective. To maintain tenure, teachers need to receive a rating of effective or highly effective.[68] The state will continue using AchieveNJ under ESSA.

  Principals: The AchieveNJ System also evaluates principals. Principals are evaluated annually based on 50 percent student achievement and 50 percent principal practice. Student achievement is measured by: student growth goals (10 percent); student growth percentile (10 percent) for those principals whose students are tested; and administrator goals (30 or 40 percent). Principal practice is measured by observation by the superintendent (30 percent) and leadership (20 percent) in implementing the new teacher evaluation plans.[69]

  Schools: Currently, New Jersey releases annual School Performance reports. These snapshots provide data on how each school performs in relation to state averages and to "peer schools" in terms of academic achievement, college and career readiness, graduation rates, and postsecondary enrollment. There is also detail on the achievement gap that exists within a school in comparison to the state gap.[70]

  According to New Jersey's ESSA plan, the state will identify low performing schools for Comprehensive Services and Improvement (CSI) and Targeted Service and Improvement (TSI) using its summative ranking of schools. As required by ESSA, Title 1 schools with school wide performance in the bottom five percent of all schools as well as high schools with graduation rates less than 67 percent will be identified for CSI and schools with low performing or consistently underperforming subgroups will be identified for TSI. Schools will be sorted into three tiers of support (universal, comprehensive, and

targeted) with an emphasis on building district capacity to help low performing schools.[71]

Districts: New Jersey requires school districts to report on student performance on state tests, graduation rates and attendance. The state places districts into three performance levels based on an extensive list of indicators created by the 1988 School Intervention Law. If districts are placed in the lowest performance level, the state can take them over if they fail to improve within two year.[72] This will continue under ESSA.

Schools of Education: New Jersey Department of Education approves teacher education programs in the state if they are accredited by one of a list of regional and national accrediting bodies but does not have a state accreditation or approval process.[73] Starting in 2014, NJDOE began releasing annual Educator Preparation Provider Performance Reports that include information on certification and hiring rates, persistence rates, evaluation results, and more. The state also created an online approval system for educator preparation programs. ESSA plans include partnering with the Council for Accreditation of Educator Preparation (CAEP) to research teacher preparation best practices.[74]

- **MD**

Teachers: Maryland requires that districts evaluate teachers, principals and schools annually. The Council for Educator Effectiveness was convened in June 2010, at the same time the Common Core State Standards were adopted, in order to provide recommendations on a teacher evaluation system. The Council provided a statewide framework for educator evaluation that could be adapted slightly according to district needs. The framework specifies that both professional practices (measured by at least two classroom observations) and student growth (to be measured by teacher designed assessment and PARCC) each account for "significant" components of the evaluation results. Districts can adapt the framework from there: they can assign slightly different weights to student learning outcomes, set slightly different cut scores, and determine the rewards or sanctions associated with different levels of evaluation. The system was piloted in 2011-2012 and 2012-2013, with full implementation in 2013-2014. Also in 2014, the state convened an advisory board of teacher's union representatives, state officials, and other stakeholders to recommend improvements to the framework. Teacher evaluations will begin having high stakes for teachers, with some teachers eligible to be dismissed for poor performance, this year. In 2015, 97 percent of teachers were rated effective or highly effective.[75] The draft ESSA plan does not suggest changes to the educator evaluation system.

Principals: Principals are measured by 50 percent qualitative measures and 50 percent quantitative measures. The qualitative measures must include the domains of the state's Professional Standards for Educational Leaders. These focus on mission, vision, and core values; ethics and professional norms; equity and cultural responsiveness; curriculum, instruction, and assessment; community of care and support for students; professional capacity of school personnel; professional community for teachers and staff; engagement of

families and communities; operations and management; and school improvement. Local districts can add additional measures. The other component is based on student test scores and student growth.[76] The draft ESSA plan does not change the educator evaluation system.

Schools: Maryland currently designates two types of schools in need of improvement: Priority Schools, which are the 5 percent of lowest-achieving Title I schools as measured by the Maryland School Assessment or PARCC, and Focus Schools, which are the 10 percent of Title I schools that have the largest gaps in performance between all students and traditionally underachieving subgroups, or schools with graduation rates of 60 percent or lower. These schools receive additional funding and staffing supports from the state. According to the state's draft ESSA plan, the state will begin identifying schools needing support according to the new requirements. Schools that will receive Comprehensive Support and Improvement (CSI) services will be all schools in the lowest five percent of performance. The state will include all schools, not just Title I schools. High schools with less than a 67 percent graduation rate will also be identified for CSI. Schools will be identified for Targeted Support and Improvement (TSI) services if they have subgroups performing at or below the level of the lowest five percent of all schools on the state's academic indicators. Maryland has also proposed a new five-star school rating system for schools. The state will submit a final ESSA plan to the federal Department of Education in September 2017.[77]

Districts: Under ESSA, each district that has schools identified for Comprehensive Support and Improvement (CSI) services will receive an on-site visit to assess LEA capacity, commitment and fiscal responsibility. Available resources for technical assistance include a resource "hub" with best practice tools and information including templates, rubrics, research articles and planning documents

Schools of Education: The State Board of Education is responsible for setting the standards and general guidelines for approval of teacher preparation institutions, while the State Department of Education, with the advice of the 25-member Professional Standards and Teacher Education Board, manages the process of oversight, periodic program reviews (every five to seven years, depending on the quality of the program's previous review), approval and reaccreditation. The Higher Education Commission plays a role in review of teacher education programs as well All teacher preparation programs must collect data on a variety of indicators (e.g., "on average, 80 percent of institutions' graduates must pass the Praxis"; "institutions can provide evidence that its graduates possess skills aligned with the Maryland College and Career Ready Standards," etc.) in order to prepare for their reaccreditation. ESSA plans include enhancing clinical experience requirements to ensure teacher candidates have exposure to diverse school populations. The plan also calls for examining Institutional Performance Criteria (designed in 2014) to assure the use of evidence-based assessment of teacher candidates.[78] The Maryland General Assembly just passed a new bill,

HB 715, that gives the MSDE authority to approve teacher education programs directly rather than just approve any program with national accreditation. This gives the MSDE more authority to raise and enforce teacher education program standards. The P20 Council's Teacher Workgroup and more recently the Task Force on Teacher Education that was created as part of the 2016 Act on Teacher Induction, Retention and Advancement (SB 493) has been studying teacher education redesign and making recommendations over the last three years. The Task Force is releasing a final report this fall on strengthening the teacher development system in the state, including initial training, induction, and professional development.

Does the system have a way to help less successful teachers, principals, schools, and districts?

International Jurisdiction:

- **Finland**

  Teachers: Principals and teachers jointly come up with professional development plans for individual teachers. There is extensive mentoring of new teachers, which again is done informally. Teachers are generally evaluated by their principals which is generally done informally with one-on-one conversations about goals and professional development. In Helsinki, a common form is used for evaluation which is focused on four key features of teaching — personal performance, versatility, initiative and ability to cooperate.[79]

  Principals: The strong self-evaluation culture means that principals themselves and their schools should identify what supports a struggling principal might need. Assistance for principals is often informal: other principals in the district provide coaching, teachers within the school might help, or the municipal leadership might provide training or support.[80]

  Schools: While municipalities inspect schools, there is no clearly proscribed set of actions to take if a school is thought to be low performing. The district is expected to organize supports and work with the school to improve.[81]

- **Ontario**

  Teachers: As part of the Teacher Performance Appraisal system, teachers complete Annual Learning Plans with goals for growth and principals coach them to meet their goals annually even though formal evaluations are every five years.[82]

  Principals: Principals or vice principals who receive an unsatisfactory rating develop an improvement plan with a timeline in partnership with their supervisor. A second unsatisfactory rating results in a review of the improvement plan and the principal or vice principal being placed on review status. A third unsatisfactory rating results in the case being sent to the board to determine next steps.[83]

  Schools: Low performing schools are assigned Student Achievement Officers, who are high performing former teachers or school leaders who provide ongoing coaching and support to schools.[84]

- **Shanghai**
  Teachers: Shanghai teachers who are thought to need assistance are assigned mentors for at least three years, often more, and receive support from peers and others to improve their performance.[85]

  Principals: Each year, the Shanghai Education Commission assigns high performing principals from a pool of 200 master principals to mentor their low performing peers.[86]

  Schools: Schools that the Shanghai Education Commission identifies as struggling sign contracts with high performing schools. As a result of these contracts, the principal of a high performing school either takes sole responsibility for both the high performing and the low performing school (receiving funding, time and support to do so), or instead mentors the low performing school's current principal. The Shanghai Education Commission monitors these partnerships closely, and will revise, renew or terminate them as needed.[87] Shanghai also establishes programs of "sister schools" where staff across two schools—typically one higher performing and one lower performing—partner with one another to observe each other, give feedback on lessons, and communally develop tools, lesson plans, and other materials. The Education Commission reviews these partnership arrangements every two years; partnerships that demonstrate positive outcomes and satisfy both parties may be renewed indefinitely.[88]

- **Singapore**
  Teachers: Teachers are encouraged to take professional development courses if they do not meet the goals developed as part of the Enhanced Performance Management System (EPMS). Extensive professional development is provided through NIE courses as well as on-site coaching and mentors.

  Principals: Cluster Superintendents are in charge of monitoring the performance of all principals within their cluster, mentoring them, giving them opportunities to collaborate, and giving them appropriate professional development opportunities. Principals that score poorly on the Enhanced Performance Management System (EPMS) receive more structured mentorship experiences; principals who score well have less oversight from their cluster superintendents. As Cluster Superintendent is the next rung of the leadership track, all cluster superintendents are former principals who were highly effective themselves.[89]

  Schools: Principals are assigned to schools centrally by the Ministry of Education, which systematically rotates principals among schools. As such, the most experienced and highly accomplished principals are rotated between and among the most challenging schools.[90]

States:

In the United States, each state develops their own educator evaluation system. Some states may create evaluation systems that are common across the state, including setting specific professional development requirements for teachers at certain levels. Other states allow districts to determine their own evaluation systems within a given

statewide framework, including what supports and/or sanctions are given to teachers based on the results of the evaluations.

States are required by ESSA to designate any school with any subgroup of students consistently underperforming for "Targeted Support and Improvement" from the state, and a second group of schools, including no less than the lowest-performing Title I schools and any high school with lower than a 67 percent graduation rate, for the more intensive "Comprehensive Support and Improvement." They are required to provide additional supports to these schools, including additional funding and support opportunities, but states have the autonomy to determine exactly what form this support takes.

- **MA:**
  Teachers: The rating the teacher receives determines the length, level of proscription and content of the professional growth plan. Teachers with high ratings follow a two-year self-directed professional development plan. Teachers with lower ratings follow one year self-directed or proscribed professional development plans. All of these action plans require teachers (and, in the case of proscribed plans for lower performing teachers, their supervisors) to set goals for both student performance and professional practice, describe the actions they will take (including professional development) to achieve those goals, the resources they will need to take advantage of, and the Professional Development Points (required for recertification) that these activities will earn them.[91] In this way, the plans are linked to 5-year recertification. State policy does not mandate that evaluation results be used for high-stakes personnel decisions, but state guidance encourages individual districts to do so if they wish.[92]

  Principals: Principals develop an annual professional development plan based on their annual evaluation results in partnership with the superintendent. In these plans, they set goals for improvement and lay out the professional development resources they will need from their districts to meet those goals.[93] This system would not change under ESSA.

  Schools: The state has a history of intervening with low-performing schools through supports ranging from increased technical assistance to more significant interventions such as mandated personnel changes (including requiring all staff to reapply for their jobs) and loss of funding. State law requires that districts with a Level 4 school develop a Turnaround Plan for the school that identifies strategic initiatives and benchmarks towards achieving Measurable Annual Goals that are used as the basis for exiting Level 4 status.[94] In 2010, the state Department of Education announced that it would partner with local school districts to assist with recruiting and placing teachers at specific low performing schools through the website amazingteachers.org. Massachusetts has also taken specific low performing schools into receivership, meaning that the State Department of Education can determine who will be the leaders of those schools.[95] Under ESSA, struggling schools will implement a turnaround plan to improve student performance with the state providing schools greater access to direct, expert assistance, research-based resources and preferred access to professional development.[96]

Districts: Under the current system, districts that are categorized as low performing based on statewide test data and graduation rates have tiered supports and requirements:

- Level 1 districts are granted considerable autonomy and flexibility and have access to the online tools and resources available to all districts.
- Level 2 districts are granted some autonomy but must perform an annual needs assessment based on the state's Conditions for School Effectiveness to implement and/or improve conditions in their schools that are not effectively supporting the needs of all students.
- Level 3 districts receive priority assistance from the regional District and School Assistance Center (DSAC) and engage with the DSAC in both the needs assessment process and in the identification of interventions.
- Level 4 districts must rapidly implement all 11 Conditions for School Effectiveness in their Level 4 schools, are assigned a liaison from ESE to engage their leadership team in system-level analysis of district support activities, and are closely monitored for efficacy and impact.
- If a school is placed in Level 5, the most serious designation on ESE's framework, ESE will engage a receiver to oversee management of the school.[97]

Currently, three districts are in receivership, Southbridge, Lawrence and Holyoke. Level 5 districts are assigned a new leader called a receiver, with equivalent authority to a superintendent, who reports directly to the Commissioner. They must engage a Local Stakeholder Group (of parents, teachers, principals, union leaders, higher education, and social service agency representatives) to produce a turnaround plan for raising student achievement and graduation rates. In some cases, teachers must reapply for their jobs, and parents are granted the authority to transfer their kids to public schools outside their home district.[98]

Under ESSA, the state will continue Commissioner's Districts, the state's 10 largest, highest poverty school districts. They are supported through full-time liaisons, program specialists, and content experts. ESE has also established a network of regional assistance to support small to medium districts through six regional District and School Assistance Centers.[99] Other state supports for districts include webinars, technical assistance calls, online self-assessment tools, grants, District Analysis and Review Tools (DARTS) which are online data dashboards, PD programs, and an Early Warning Indicator System for students at risk of dropping out. These supports are coordinated by six Regional Assistance Directors throughout the state, each of whom is a recently retired superintendent who is assigned a portfolio of districts (of various levels) to support. Each Regional Assistance Director has a data specialist, a math specialist and a literacy specialist on his or her staff to deploy to support districts in planning, as needed.[100]

- **NH:**
  Teachers: The teacher evaluation system was designed to ensure that teachers with low evaluation ratings are supported by a directed professional growth plan that includes receiving targeted mentoring and support in order to

improve their teaching performance. If the teaching performance, as reflected in the evaluation scores, is low for a second year, the level of support is intensified for at least another year. If the teaching performance has not improved after two years of progressively more intensive support, the educator's contract may be non-renewed. In other words, severe consequences cannot be applied unless multiple tiers of support have been provided.[101]

Principals: Like teachers, principals given ineffective ratings are supported by a directed professional growth plans that include receiving targeted mentoring and support.[102]

Schools: The state has in place a process of integrating all technical assistance to low performing schools and using a statewide technology platform to deliver support services.[103] Department of Education staff assigned to each Priority and Focus School work with a school's leadership team to develop an innovation plan. This plan is submitted through the Indistar Online Tool to allow state agency staff to identify classroom practices, organizational structures, and policies and programs showing evidence of success in local schools. This tool also enables school improvement staff to identify common challenges across schools and to direct available resources through a networked strategy of support. For example, networks have included educator effectiveness, principal leadership, data collection and use, curriculum alignment, and performance-based assessments.[104] According to New Hampshire's draft ESSA plan, low-performing schools will be required to work with their district leadership to establish an improvement plan with strategies for improving the performance of underperforming subgroups. The state will support districts with identified schools in developing personalized learning approaches, including participation in the PACE competency-based initiative, the development of personalized learning plans, opportunities for extended learning, etc.[105]

Districts: Currently, New Hampshire does not provide supports focused specifically on districts. The draft ESSA plan indicates that the state will support districts serving low-performing schools through a variety of means, including the tri-annual review process, quarterly innovation meetings, needs assessment and gap analysis tools, and professional learning opportunities. Districts may also attend PACE training to shift towards competency-based educational approaches.[106]

- **NJ:**
  Teachers: Schools are required to develop professional development plans (PDP). These plans are required to include goals related to observations and evidence in the teacher evaluation as well as additional goals related to district initiatives and teachers "role as a member of a collaborative community". Effective and Highly Effective teachers are encouraged to include leadership activities in the plans such as grant-writing, mentoring, serving on school teams, developing curriculum or teaching new courses. Teachers must provide a narrative and evidence that they have met the goals of their PDP. Teachers who are rated Ineffective or Partially Ineffective develop a "corrective action plan" (CAP) rather than a professional development plan

with specific goals related to improvement. Teachers with a CAP are required to meet with their supervisor mid-year to check on progress.[107]

Principals: Principals whose rating on AchieveNJ indicate a need for improvement are required to create a corrective action plan which specifies additional supports for the principal, a timeline for improvement and clear responsibilities for who is to provide what supports. Principals with corrective action plans are observed an additional time each school year.[108]

Schools: New Jersey Regional Achievement Centers were created to assist low performing schools in the state with turnaround strategies. Strategies include ensuring that school leaders have the authority to lead the turnaround effort; ensuring that teachers use research-based instructional strategies and instructional materials necessary to help students learn; making effective use of time to give teachers more time to collaborate and to better meet student needs; and increasing academically based parent and community involvement. New Jersey also received a Teacher Incentive Fund grant in 2012 to fund the School System Improvement Project to develop a comprehensive "human capital development system" with a performance-based pay system with four levels of performance for high need schools in the state to help them attract and retain high quality teachers and principals.[109] There are currently 17 charter schools participating in the project which is slated to release an evaluation in 2018.[110] Under ESSA, low-performing schools will follow a systematic process of data-needs assessment, improvement plan development based on the needs assessment, implementation of evidence-based practices, and evaluation of the plan's effectiveness. The state will issue tools and models for schools to focus their improvement efforts on evidence-based interventions.[111] Schools not making progress within two years would be subject to intensive data review by the state and could be paired with an outside turnaround partner. The education commissioner could also intervene by reworking teachers' collective-bargaining agreements, directing staff retraining or assignment, revamping curriculum and programs, and more.[112]

Districts: Currently, the state department of education monitors districts and places them in the following categories:

- Level I: County superintendents monitor districts by conducting desk audits and on-site evaluation visits. The Commissioner recommends the certification status of each school district to the State Board based on this on-site evaluation.
- Level II: Districts not certified upon their initial review are subject to the second monitoring level. These failing districts are required to develop a plan to address their shortcomings-districts progress is monitored every three months, and failure to achieve the stated performance goals would lead to level III monitoring. Those in level II go through an on-site evaluation by the county superintendent to determine compliance with all requirements. The district board of education must report the results of the district monitoring at a public meeting. If the district is placed in Level II, the board must approve the district's corrective action plan. The county superintendent is responsible for informing the district of its monitoring responsibilities.

- Level III: This level requires the development of corrective action plans by an external review team. Failure to implement this program could result in a state takeover of the school district. Districts with schools which continue to fail have also fallen under New Jersey's "academic bankruptcy law," under which a district can be taken over by the state.[113]

Under ESSA, districts in Levels II and III must draft improvement plans that address instruction, personnel, operations management, governance and fiscal management. If the districts fail to improve after two years of reviews, the state commissioner can take corrective action, including providing direct oversight over district budgets and staffing. The state commissioner also has the authority to demand more rigorous interventions for schools that fail to make progress over time, including staffing and curriculum changes or reallocation of budgets.[114]

- **MD**

Teachers: The teacher evaluation framework for the state requires that all teachers be evaluated based on 50 percent qualitative "professional practices" measures (planning, instruction, classroom environment and professional responsibilities) and 50 percent quantitative measures which are based on student growth on test results but different for level of schools and subjects taught. The state allows districts some room to adapt this framework to local needs. The state framework for educator evaluation requires that low-performing teachers develop professional learning plans to address their weaknesses. These plans are co-designed by teachers and principals. The state also requires that mentoring and support are available to all low-performing teachers.[115]

Principals: The state framework for educator evaluation requires that low-performing principals develop professional development plans to address their weaknesses.[116] The state also provides targeted supports for principals of low-performing schools. According to the draft ESSA plan, principals of schools identified for CSI and TSI support will receive "targeted professional learning experiences". CSI schools that do not improve and are identified for more rigorous intervention will be assigned a leadership coach who will "provide guidance on the implementation of school improvement strategies.[117] In addition, Maryland currently has an Aspiring Leaders Academy, which is designed to build leadership capacity in low-performing schools. Participants are nominated by principals at these schools and the program involves a leadership project, coaching and the development of a network of peers.[118]

Schools: Under ESSA, the state will identify low-performing schools for Comprehensive Support and Improvement (CSI) and Targeted Support and Improvement (TSI) services. Once identified, these schools are required to develop a school action plan. To develop these plans, schools must do a school level needs assessment and a root cause analysis. The plan development will include engagement with a broad range of stakeholders (parents, students, community partners, etc.) and, according to ESSA requirements, will include assessing allocation of resources to determine if there are inequities to be corrected. CSI and TSI schools will be required to use

MSDE vetted curriculum in ELA and mathematics. Principals and other school leaders will participate in MSDE professional learning experiences. Finally, MSDE will develop a resource hub that contains evidence-based research and other resources for schools to use.[119] For schools needing more rigorous interventions, local school superintendents will be required to assign experienced and effective leaders and teachers to these schools and use MSDE school leadership coaches to help them develop improvement plans and oversee their implementation. MSDE will conduct monthly school visits to monitor progress.[120] Schools are required to submit monthly quarterly data reports on student achievement and student culture and climate indicators, as well as monthly financial reports.[121] The Protect Our Schools Act, legislation passed in 2017, allows three years to improve low-performing schools before the state steps in to intervene. The legislation also says that no school turnaround plan can overrule an existing collective bargaining agreement.[122]

Districts: Under ESSA, each district with schools identified for Comprehensive Support and Improvement (CSI) will be visited on-site to assess LEA capacity, commitment, and fiscal responsibility. This can include leadership team interviews, school support plan review, and review of district-wide support of the implementation of evidence-based strategies to address prioritized needs. The state will develop a "resource hub" that districts can access with evidence-based tools, resources and documents to help with school improvement. If more intensive support is needed, a Central Support Team in the district will meet monthly and a Turnaround Executive Support Team will meet three times per year with MSDE.[123]

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Commission on Innovation and Excellence in Education
Breakout Group Discussion
August 30, 2017

BREAKOUT GROUPS (Brit Kirwan will float among the groups)

One breakout session. All will meet in Room 170/180 during lunch.

Group A	**Group B**	**Group C**
Leslie Pellegrino	Paul Pinsky*	~~Margaret Williams~~
Scott Dorsey	~~David Steiner~~	Robert Caret
Buzzy Hettleman	Stephen Guthrie	Chester Finn
Anne Kaiser	~~Maggie McIntosh~~	David Helfman
Nancy King	Craig Rice	Adrienne Jones*
Elizabeth Ysla Leight	Karen Salmon	Richard Madaleno
Steve Waugh	Joy Schaefer	Morgan Showalter
David Brinkley*	Alonzo Washington	Bill Valentine

* is group leader/reporter for today

BUILDING BLOCK 9: Institute a governance system to develop powerful policies and implement them at scale.

ALL BREAKOUT GROUPS

1. Should Maryland develop a multi–year, statewide *implementation* plan to achieve the goal that Maryland's education system become one of the best in the world with goals and strategies to achieve those goals? Likewise, should each local school system develop an implementation plan to achieve the State's goals? If so, what would that look like?

    a. Should such a plan be linked to Maryland economic growth goals? Any specific goals?
    b. Who should develop the plan?
    c. What existing or new entity should be responsible for monitoring implementation of the plan? Should the same entity write the plan and monitor its implementation?
    d. Should the plan identify the specific responsibilities of various State and local agencies to implement the plan, collect and analyze data and monitor success, and hold them accountable for meeting goals and benchmarks?

2. Should Maryland's school and school system *accountability* plan be focused on most students being college and career ready for open enrollment postsecondary institutions by the end of 10th grade, and nearly all students by the end of 12th grade?
    a. If so, what would this require? e.g., hold students and the education system itself accountable for performance at least as much as teachers and principals
    b. If not, what should the focus be?

3. Should Maryland alter or add to its current education governance systems to create a more coherent and aligned preK–20 governance structure? If so, what changes/additions should be considered?

PISA

Seeing education through the prism of international comparisons

Maryland Commission on Excellence and Innovation in Education

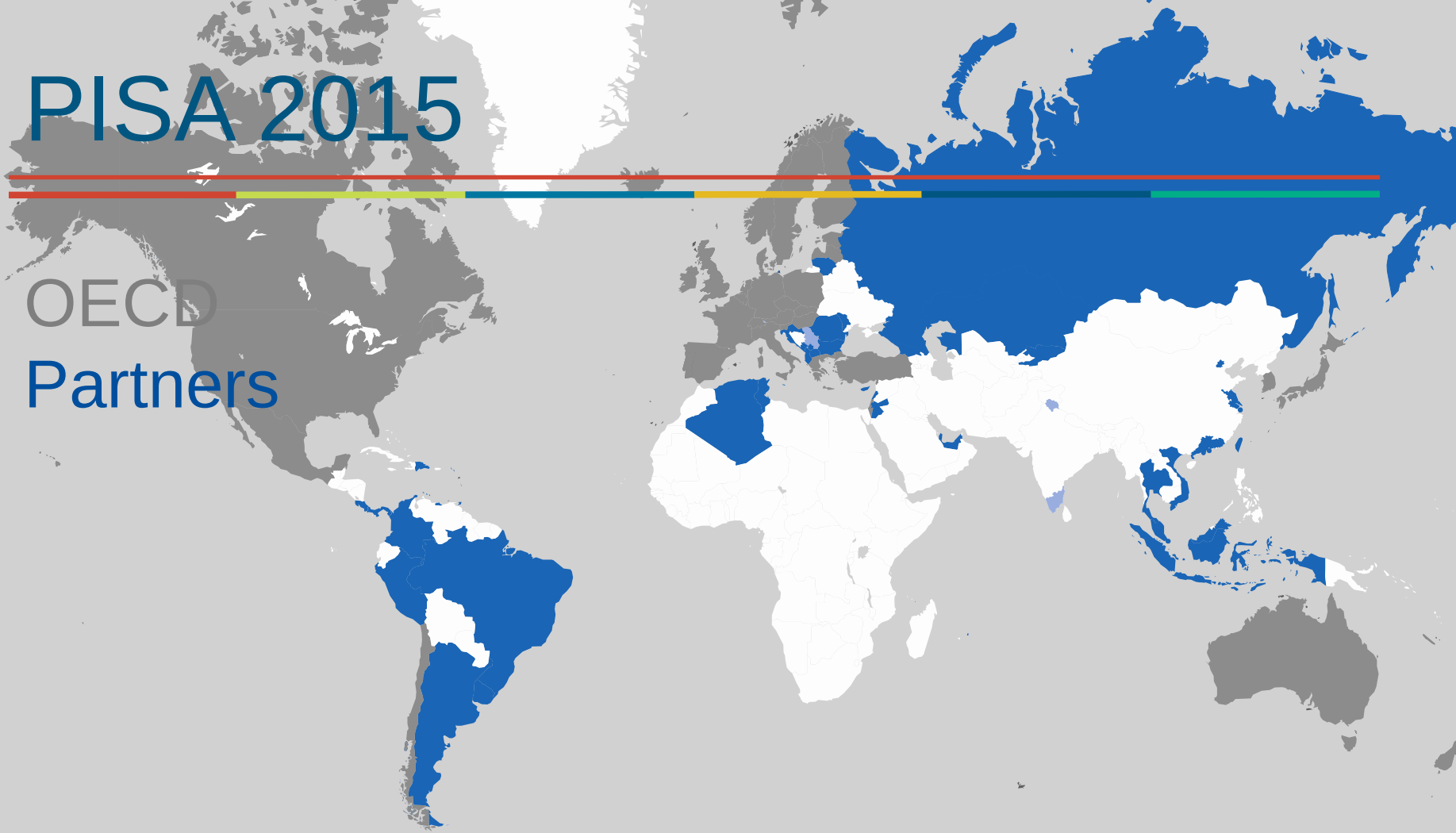
Andreas Schleicher

Director for Education and Skills

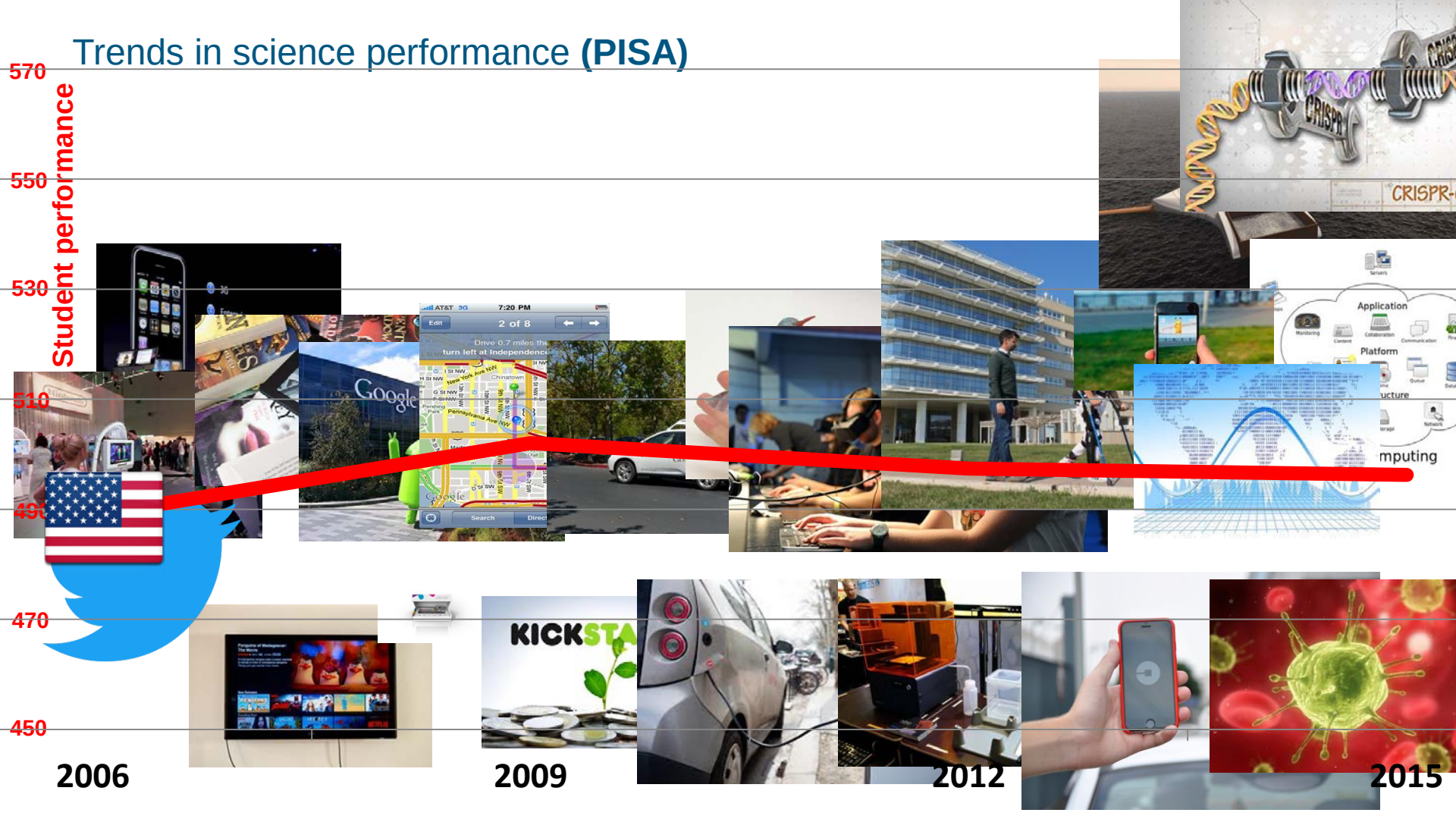
OECD

BETTER POLICIES FOR BETTER LIVES

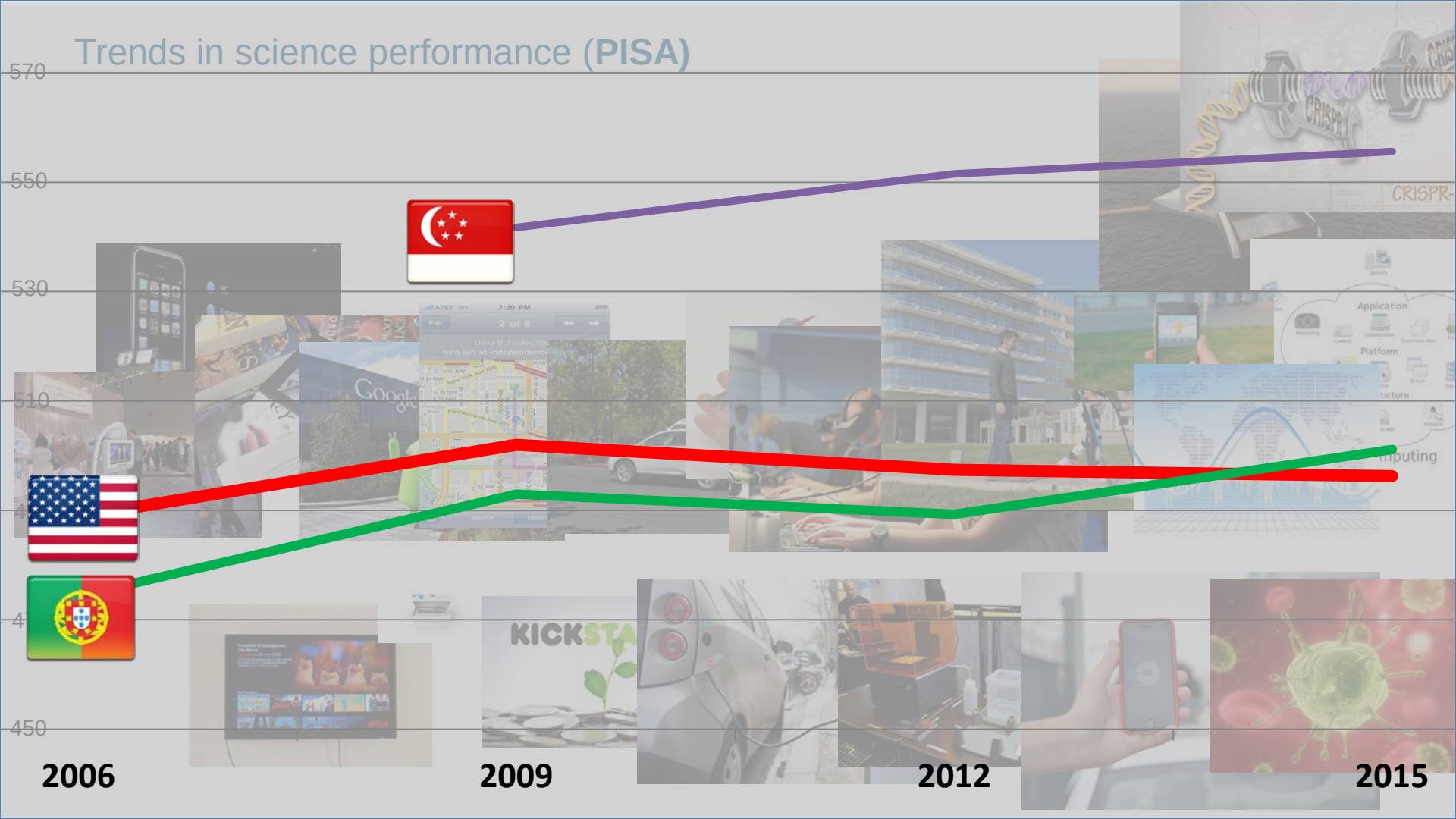
PISA 2015



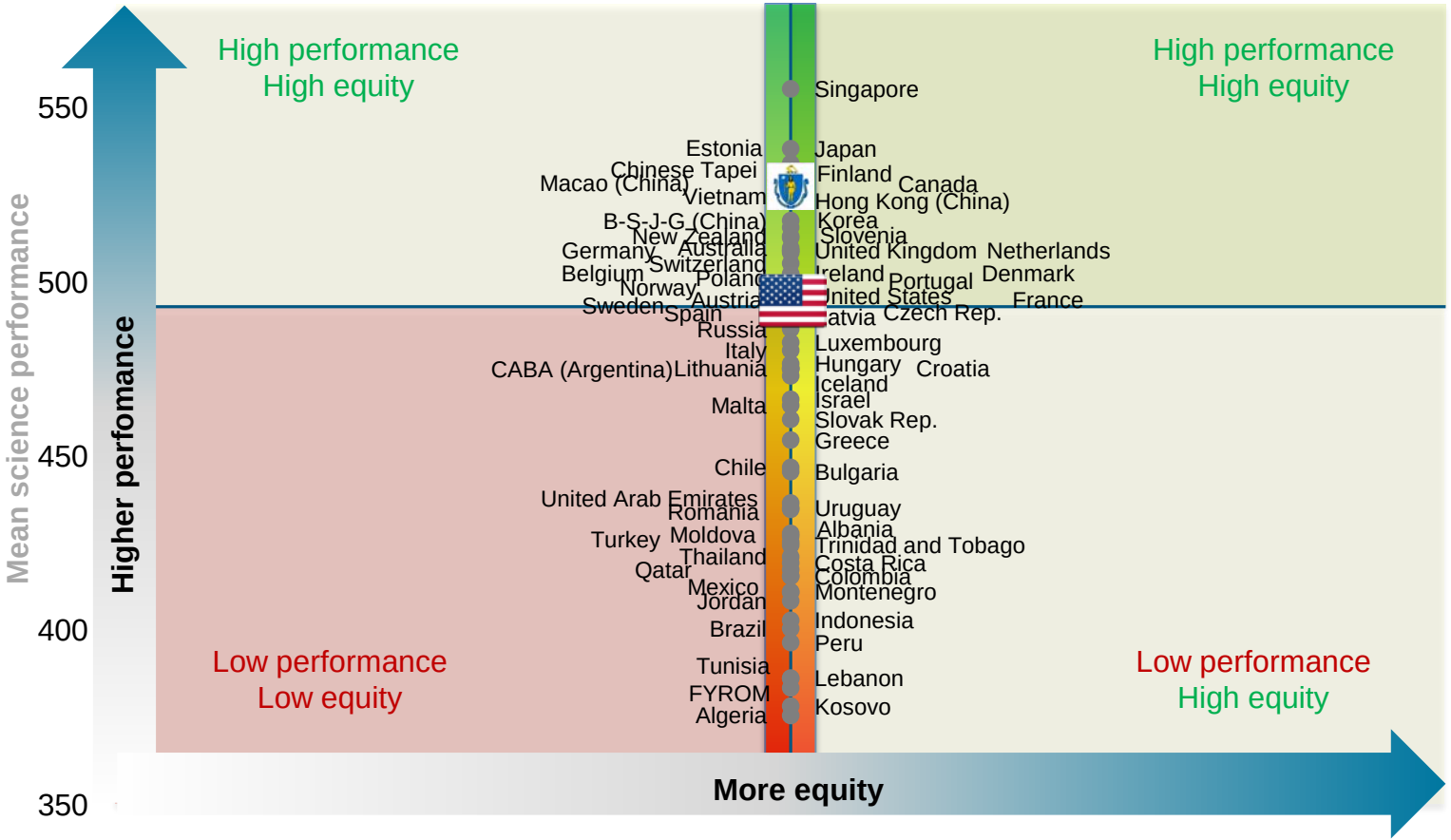
Trends in science performance **(PISA)**



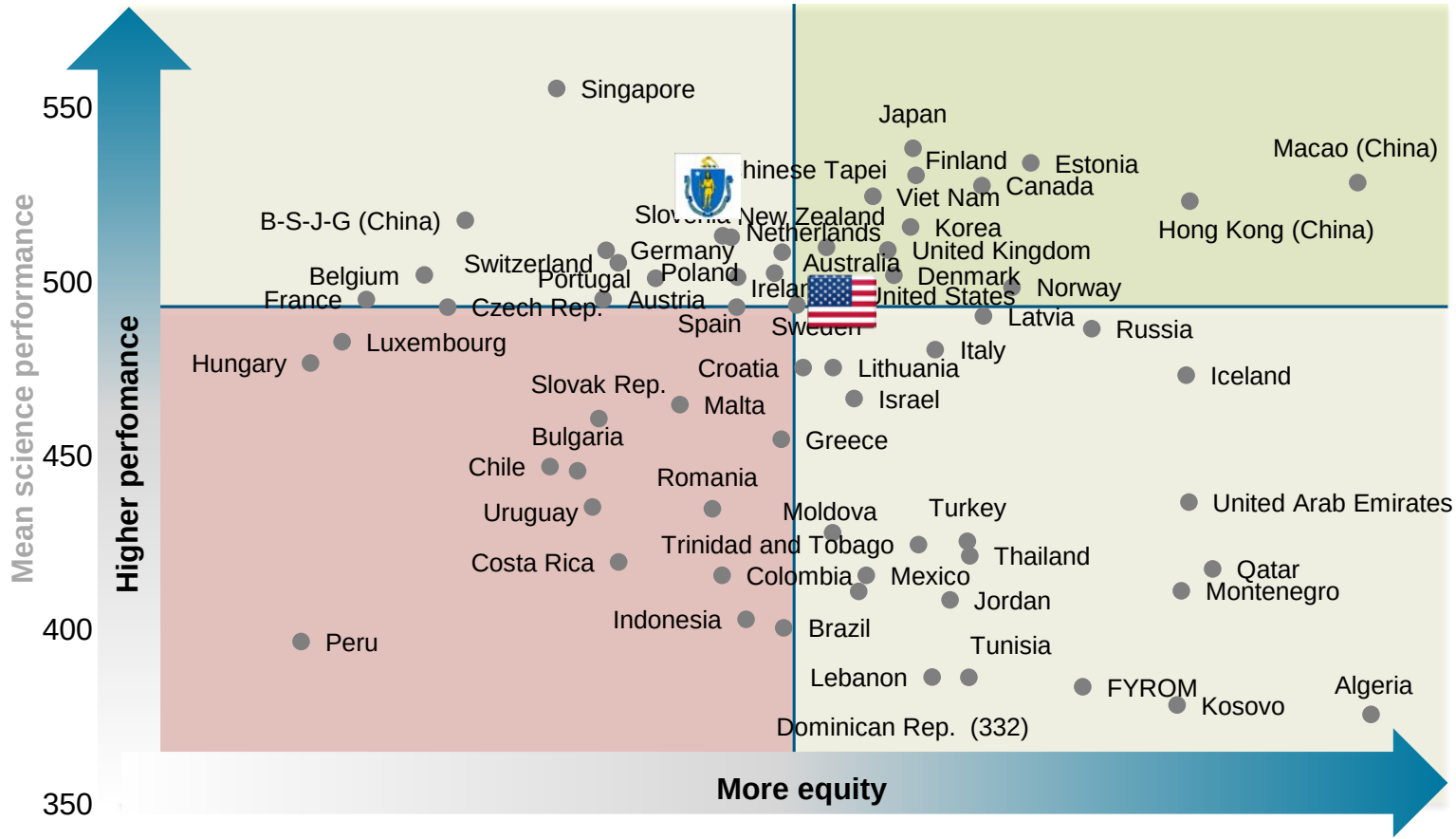
Trends in science performance (**PISA**)



Science performance in PISA (2015)



Science performance and equity in PISA (2015)

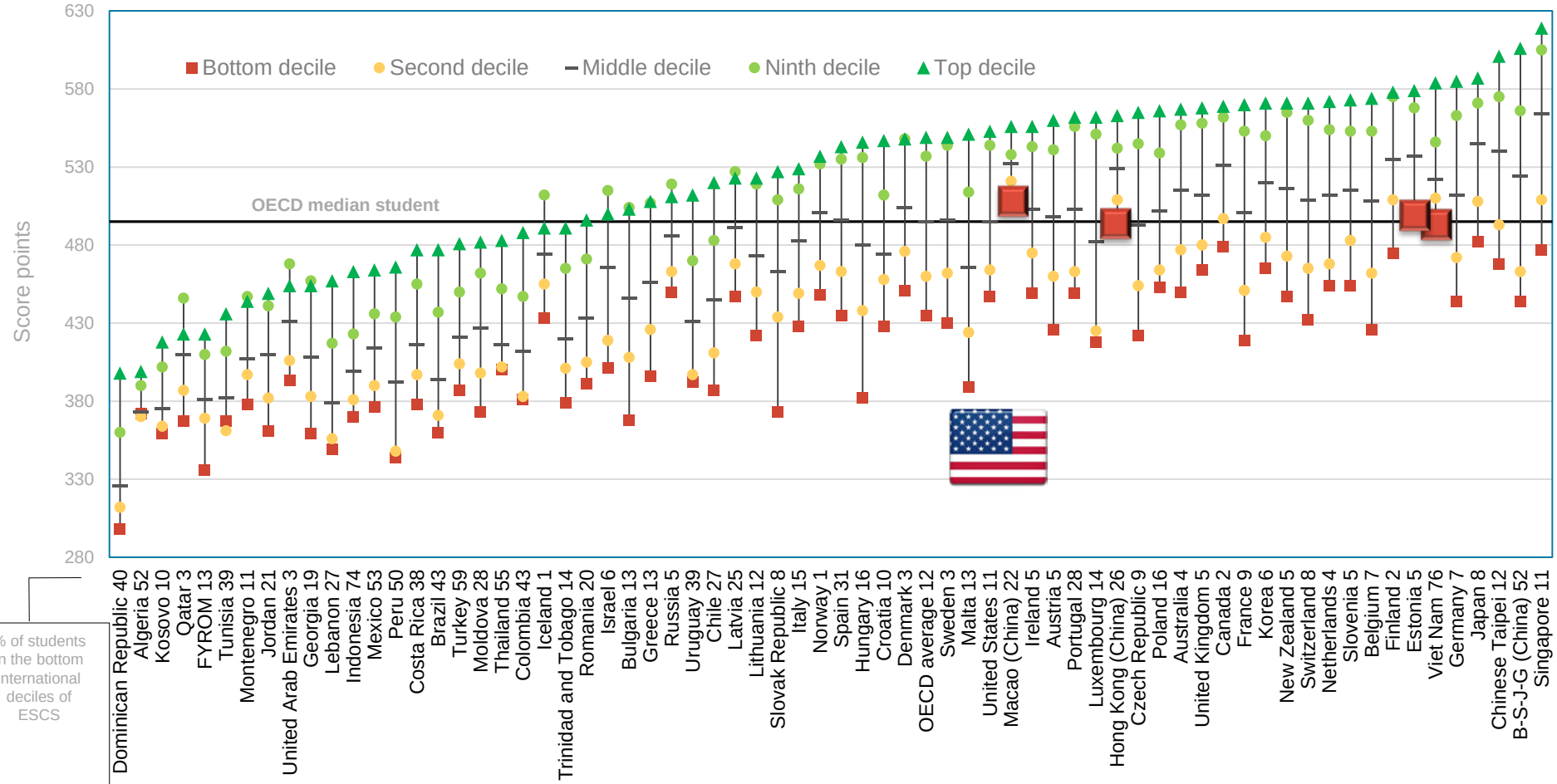


Some countries combine excellence with equity

Poverty is not destiny – Learning outcomes

by international deciles of the PISA index of economic, social and cultural status (ESCS)

Figure I.6.7

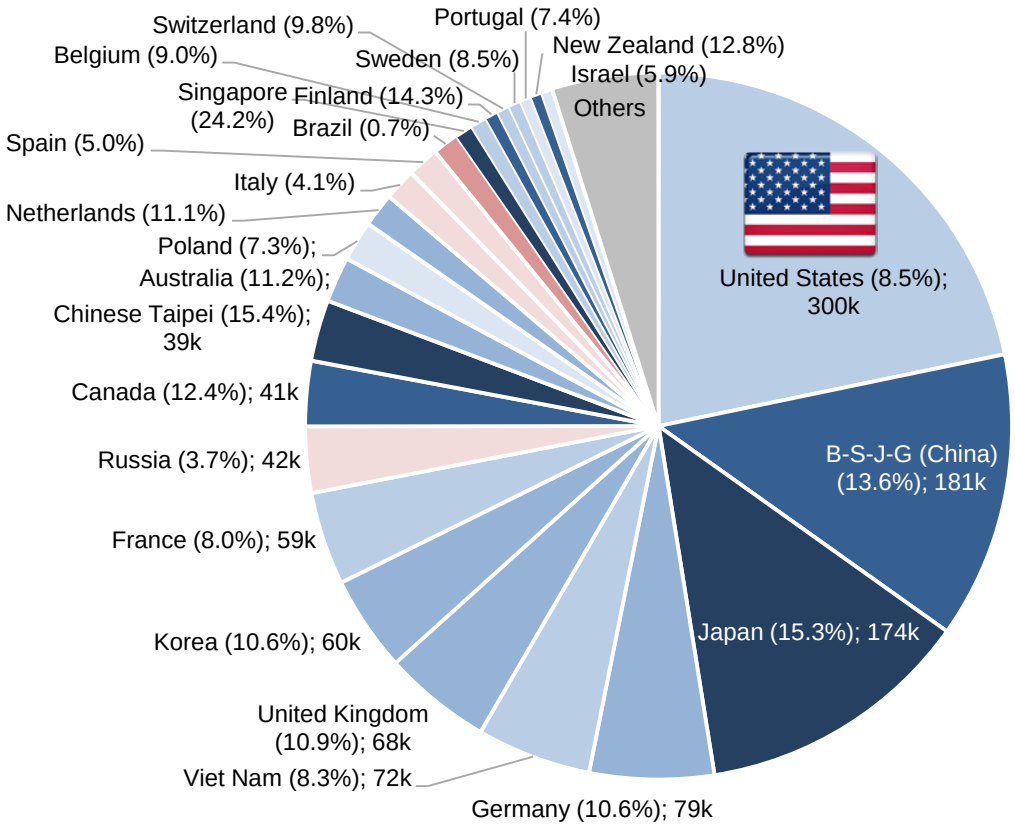


Top performers

Students who can develop and work with models for complex science situations, identifying constraints and specifying assumptions. They can select, compare and evaluate appropriate problem-solving strategies for dealing with complex problems related to these models.

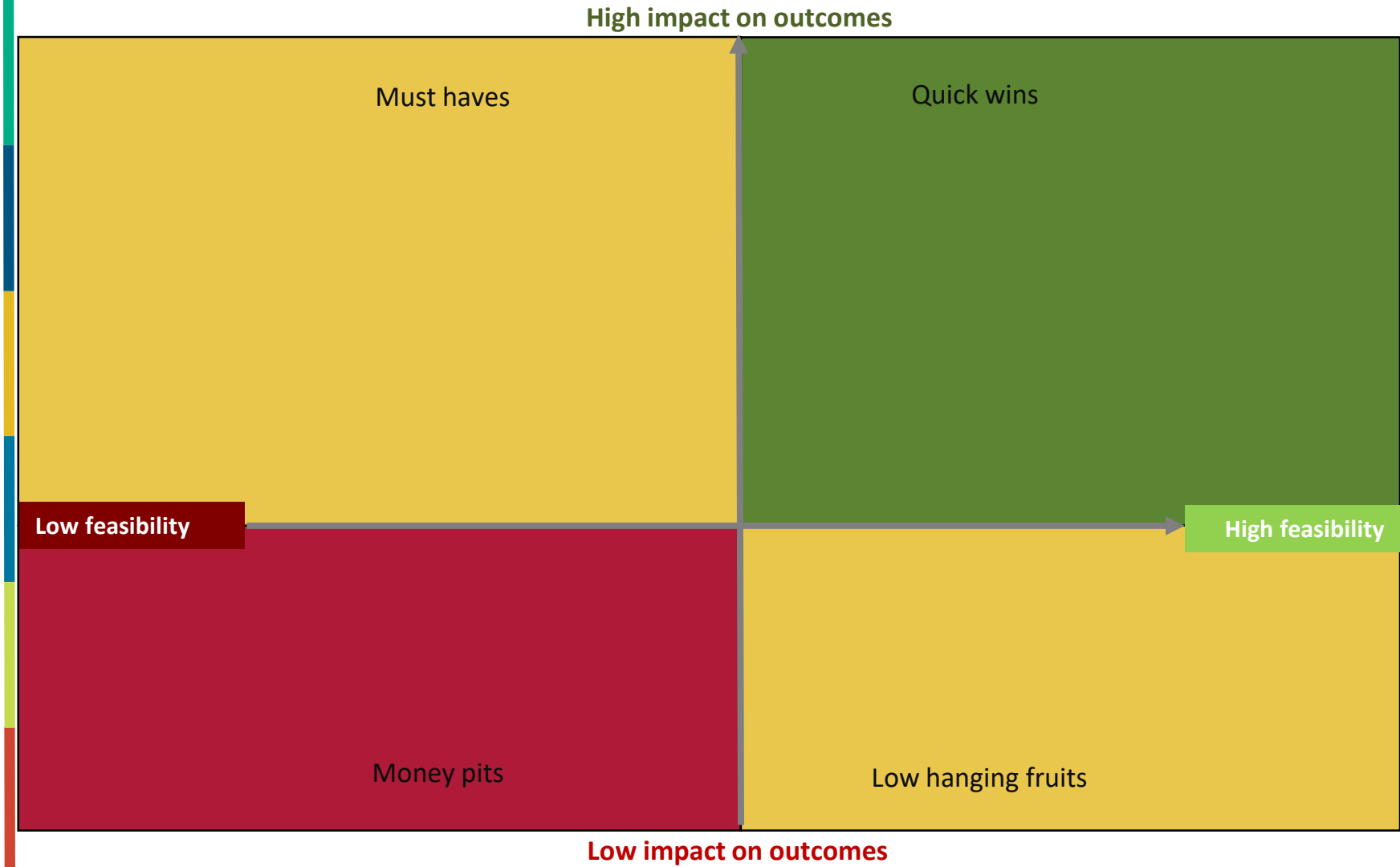
Figure I.2.18

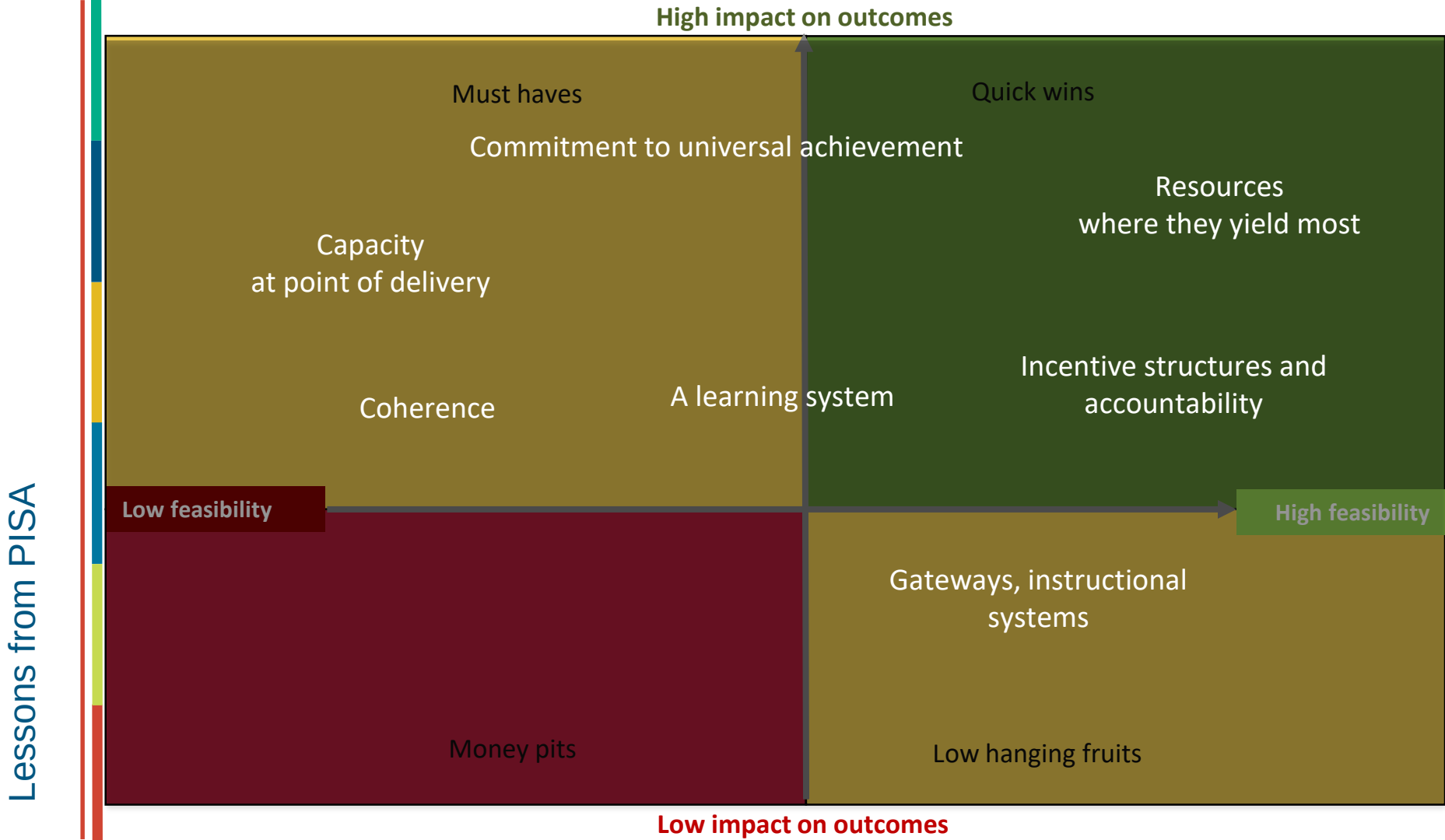
The global pool of top performers: A PISA perspective



Share of top performers among 15-year-old students:

- Less than 1%
- 1 to 2.5%
- 2.5 to 5%
- 5% to 7.5%
- 7.5% to 10%
- 10% to 12.5%
- 12.5% to 15%
- More than 15%


High impact on outcomes
Must haves
Quick wins
Low feasibility
High feasibility
Money pits
Low hanging fruits
Low impact on outcomes


High impact on outcomes
Must haves
Quick wins
Commitment to universal achievement
Resources
where they yield most
Capacity
at point of delivery
Incentive structures and
accountability
Coherence
A learning system
Low feasibility
High feasibility
Gateways, instructional
systems
Money pits
Low hanging fruits
Low impact on outcomes
Lessons from PISA

Spending per student from the age of 6 to 15 and science performance

Figure II.6.2

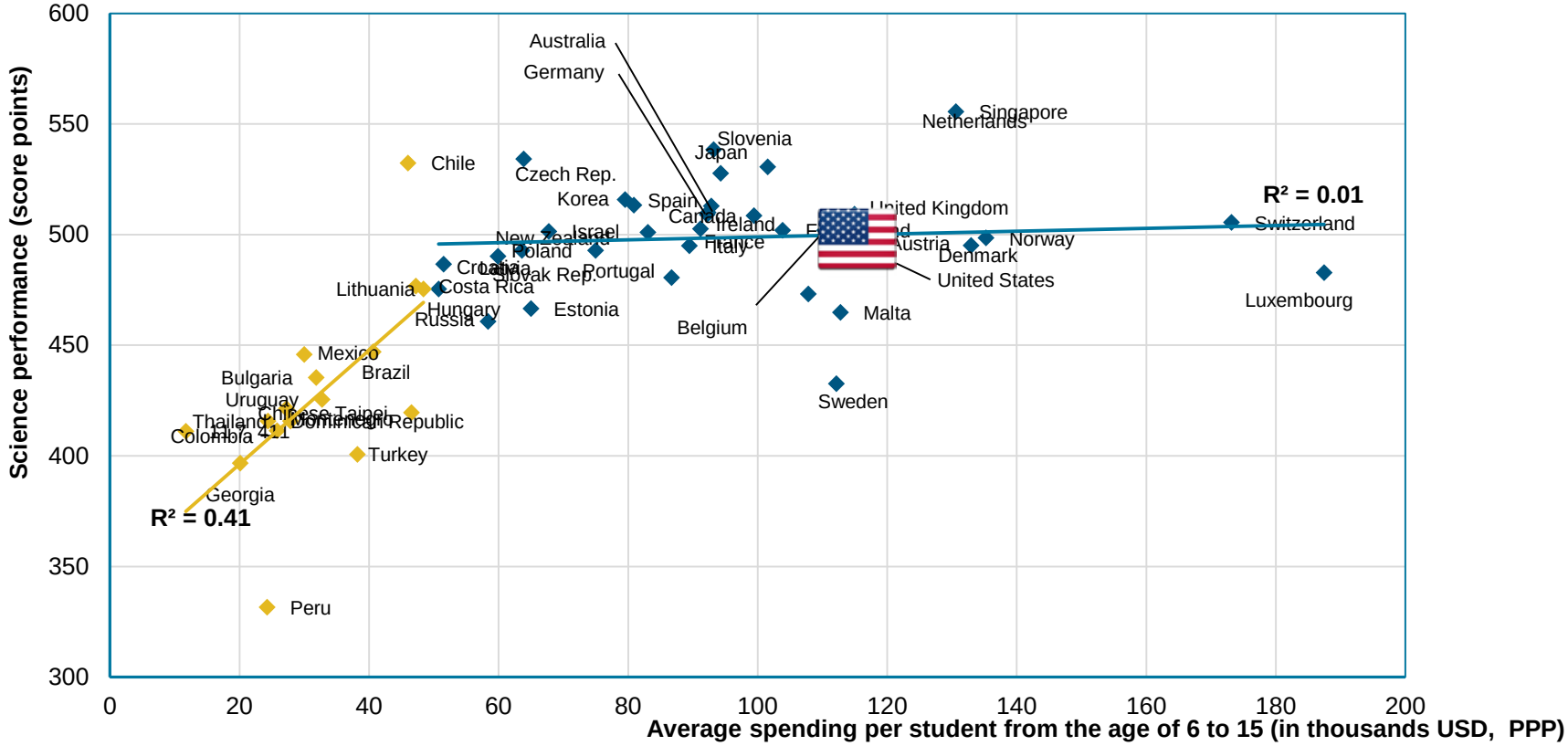
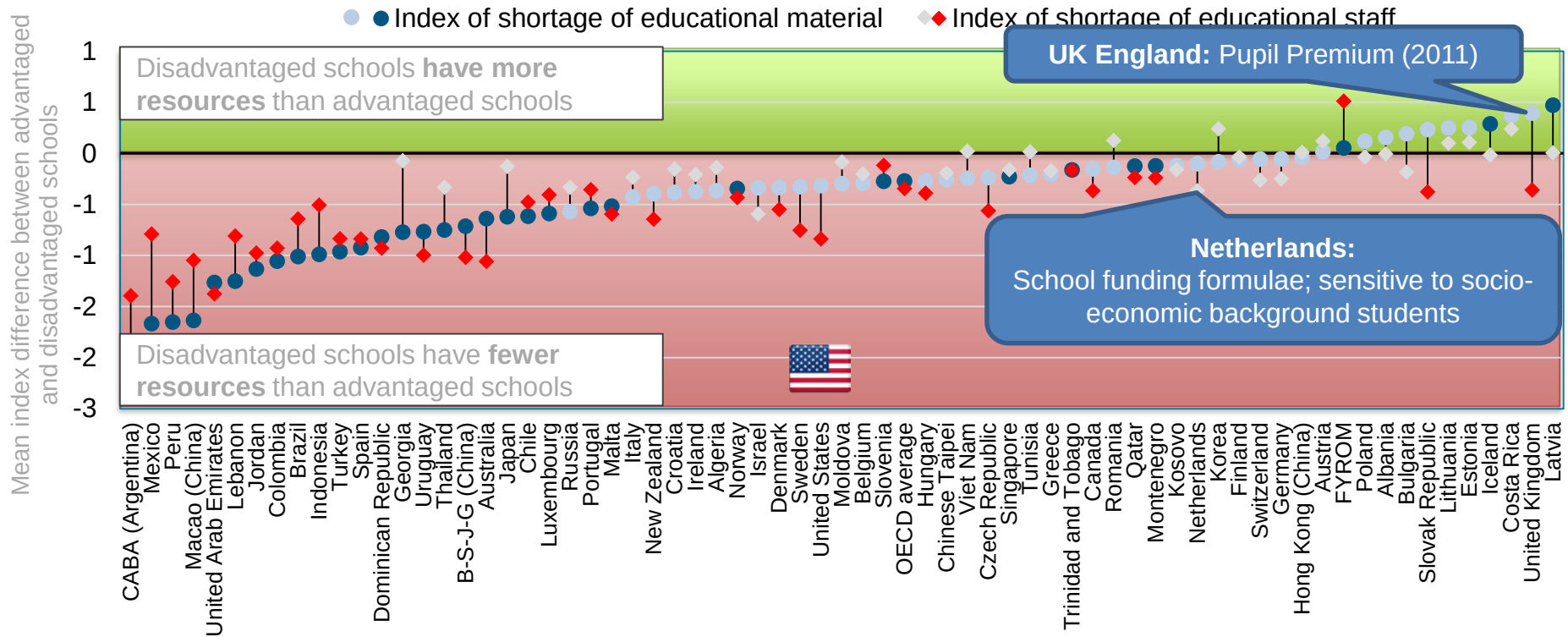


Figure I.6.14

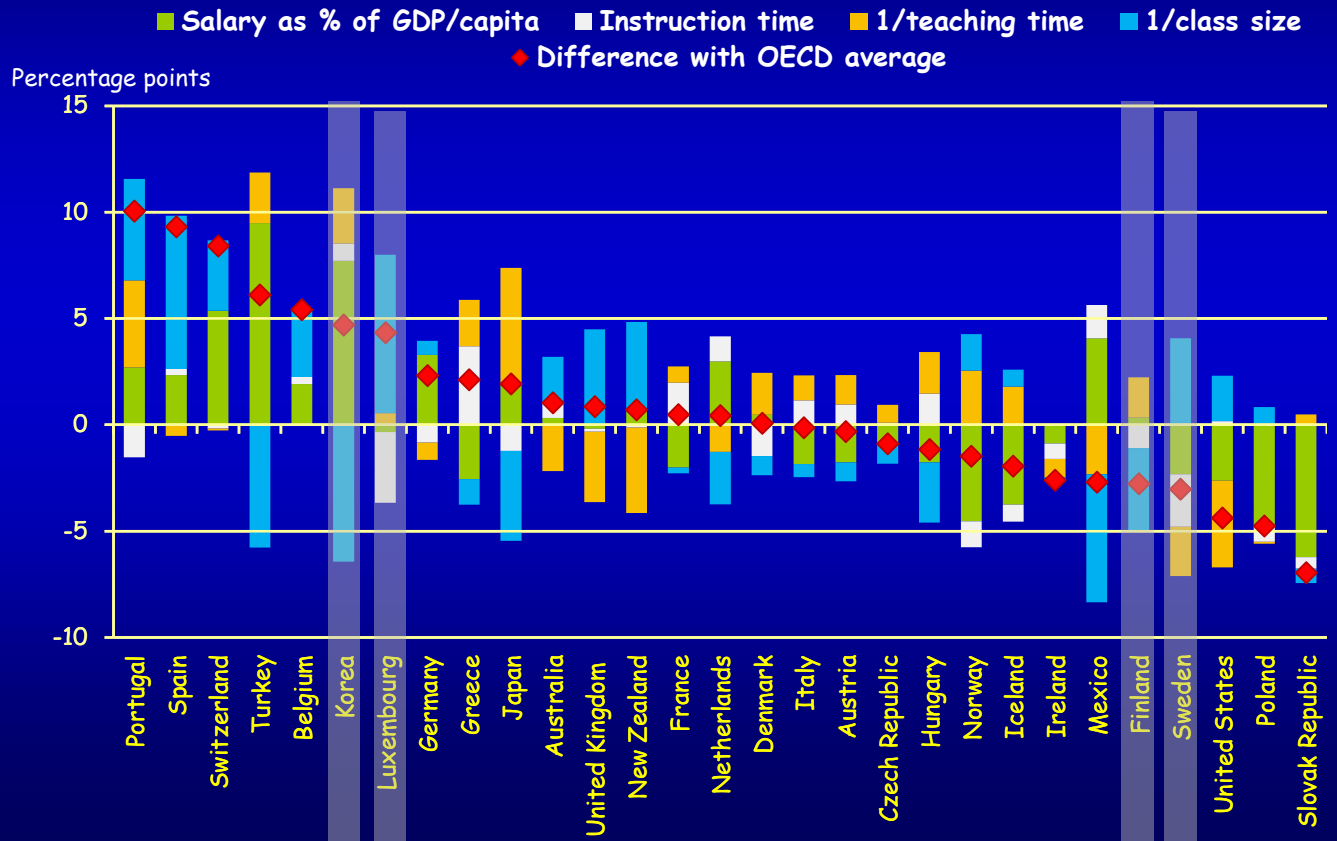
Differences in educational resources

between advantaged and disadvantaged schools



Spending choices on secondary schools

Contribution of various factors to upper secondary teacher compensation costs per student as a percentage of GDP per capita



Countries that invest more public funds in privately managed schools tend to have less of a difference between the socio-economic profiles of publicly and privately managed schools

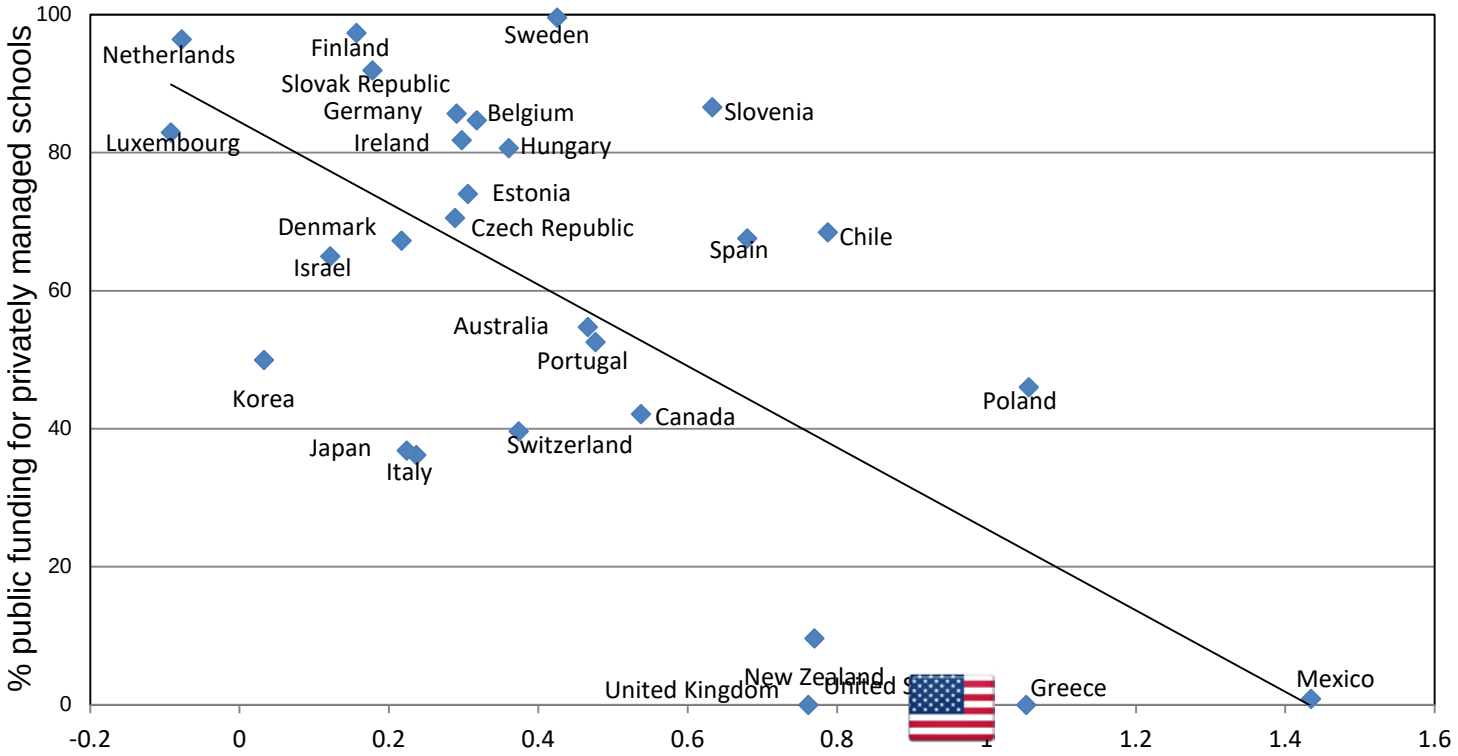
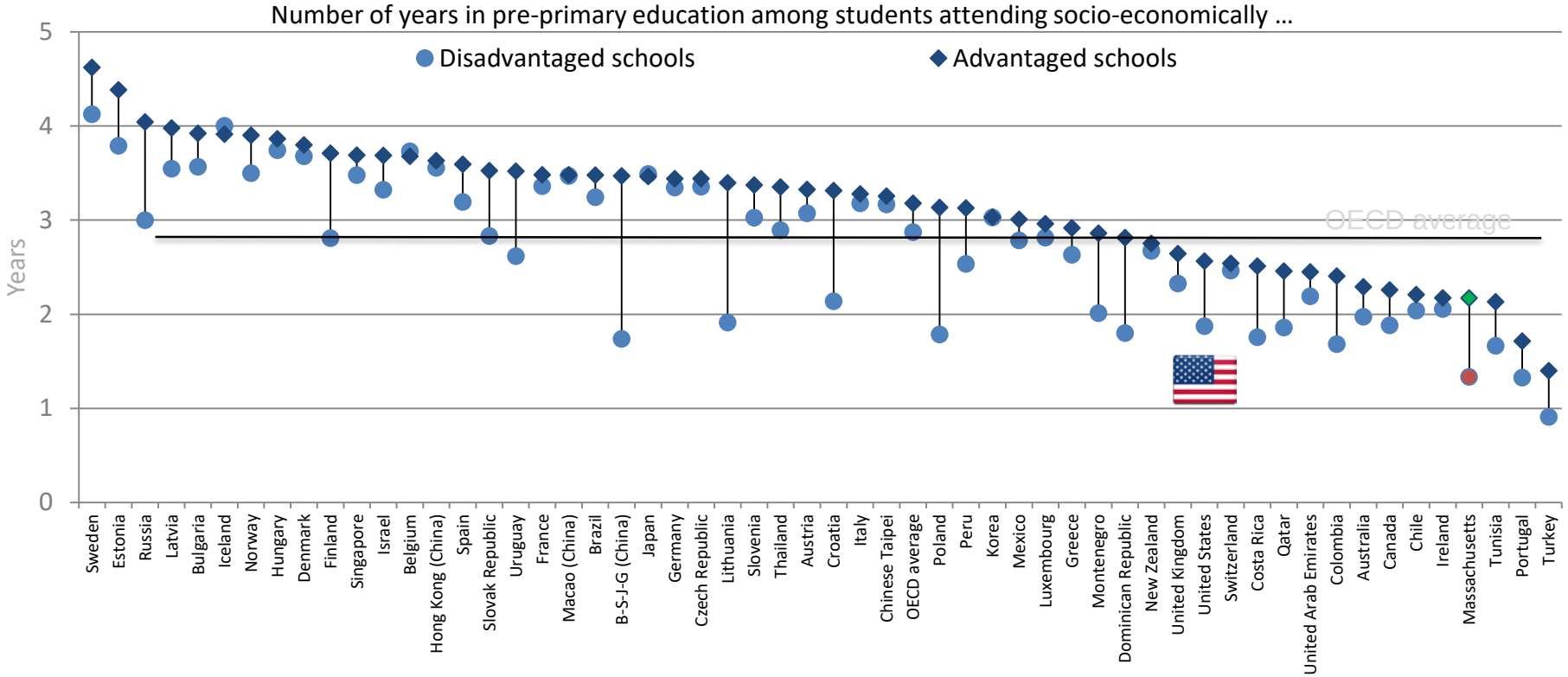


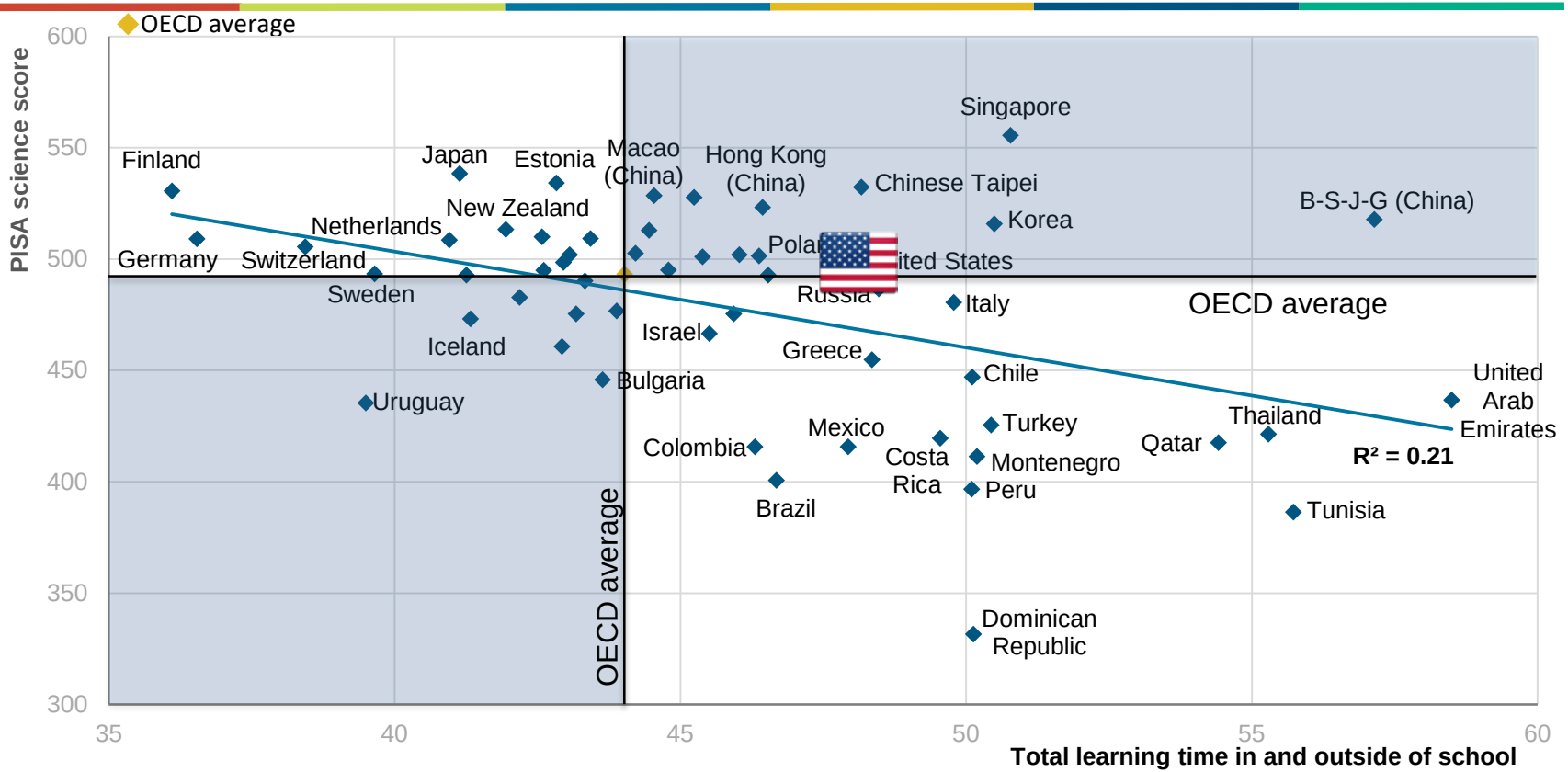
Table II.6.51

Attendance at pre-primary school

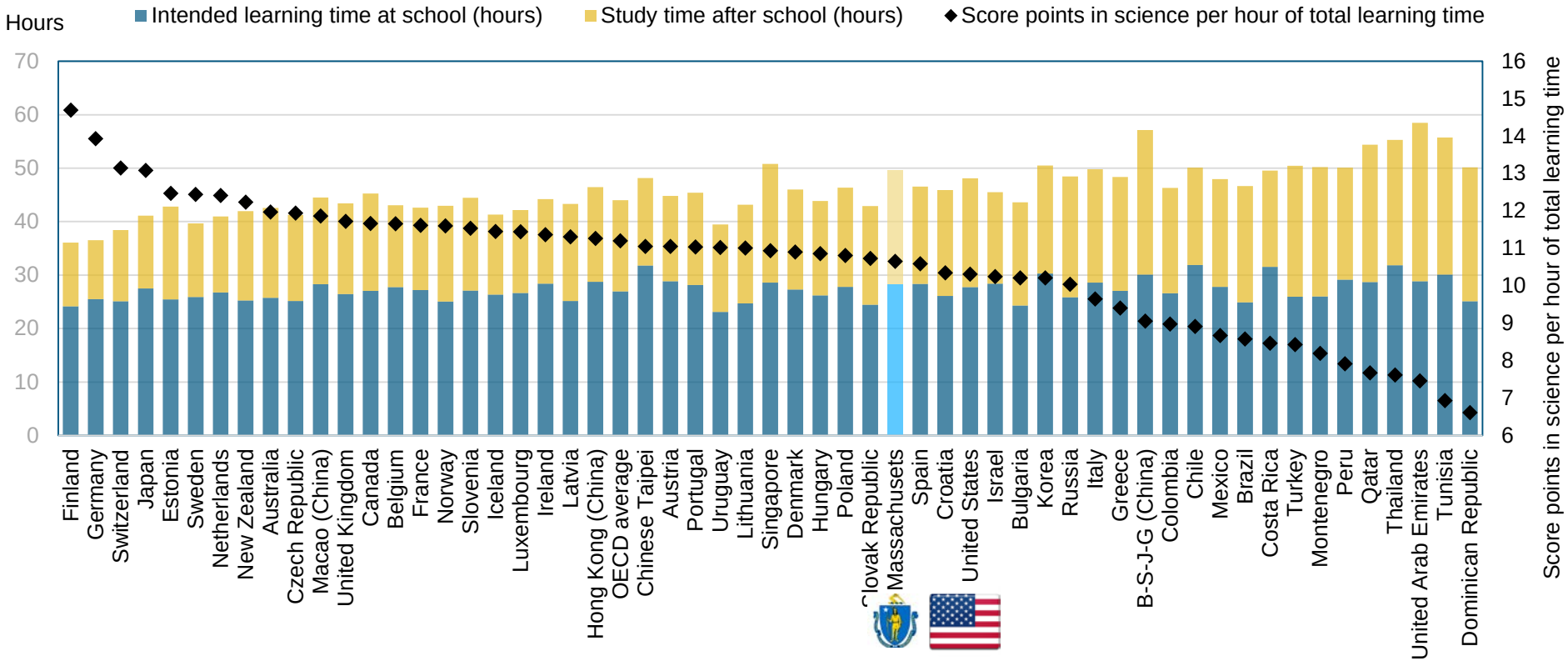
by schools' socio-economic profile



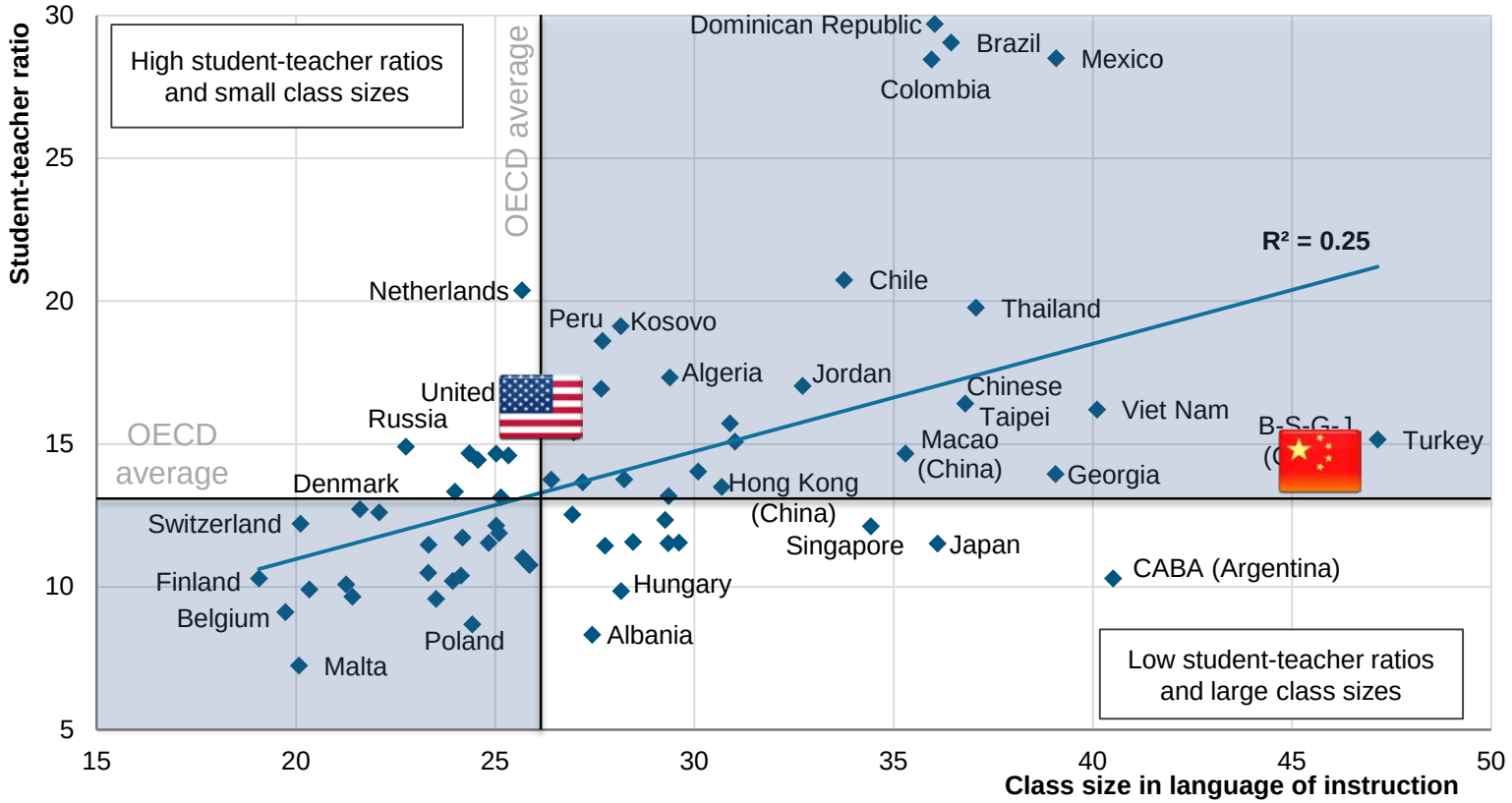
Learning time and science performance



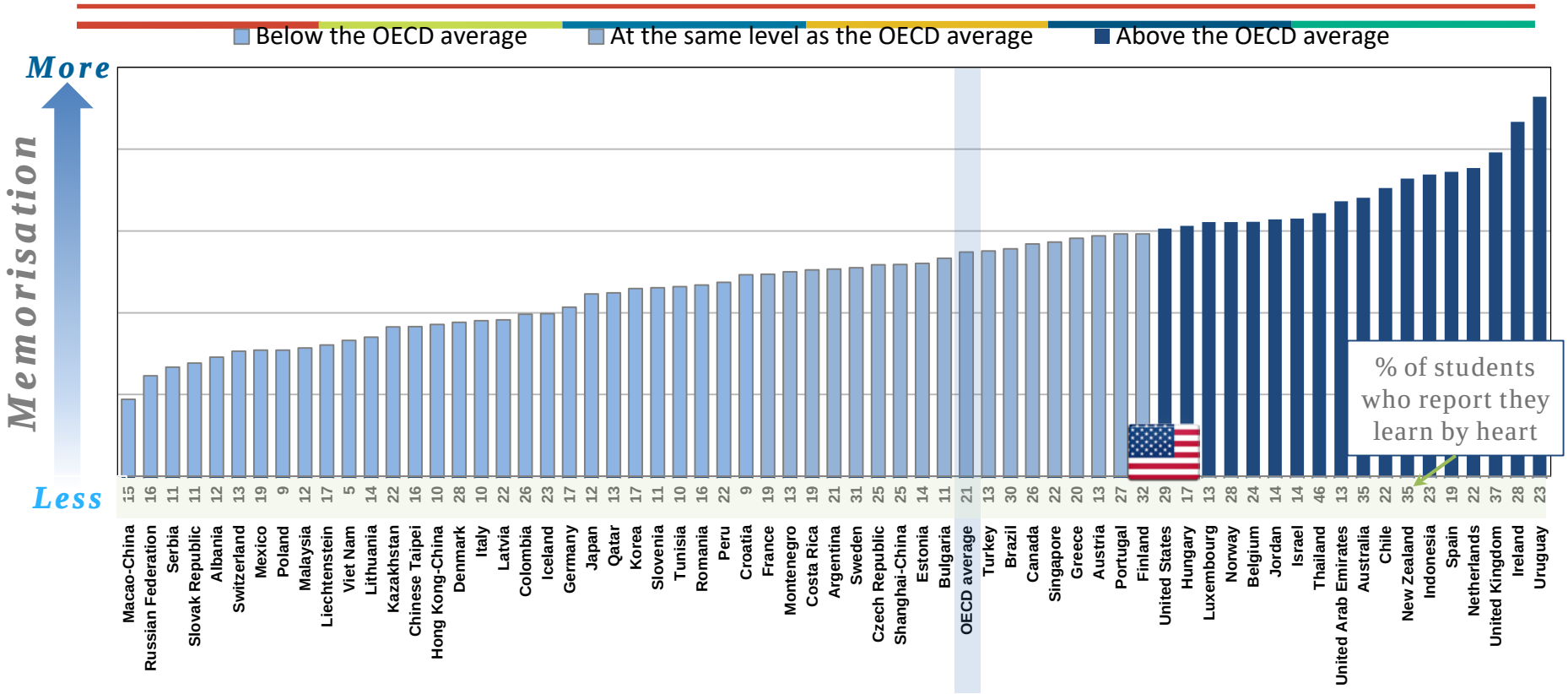
Learning time and science performance



Student-teacher ratios and class size

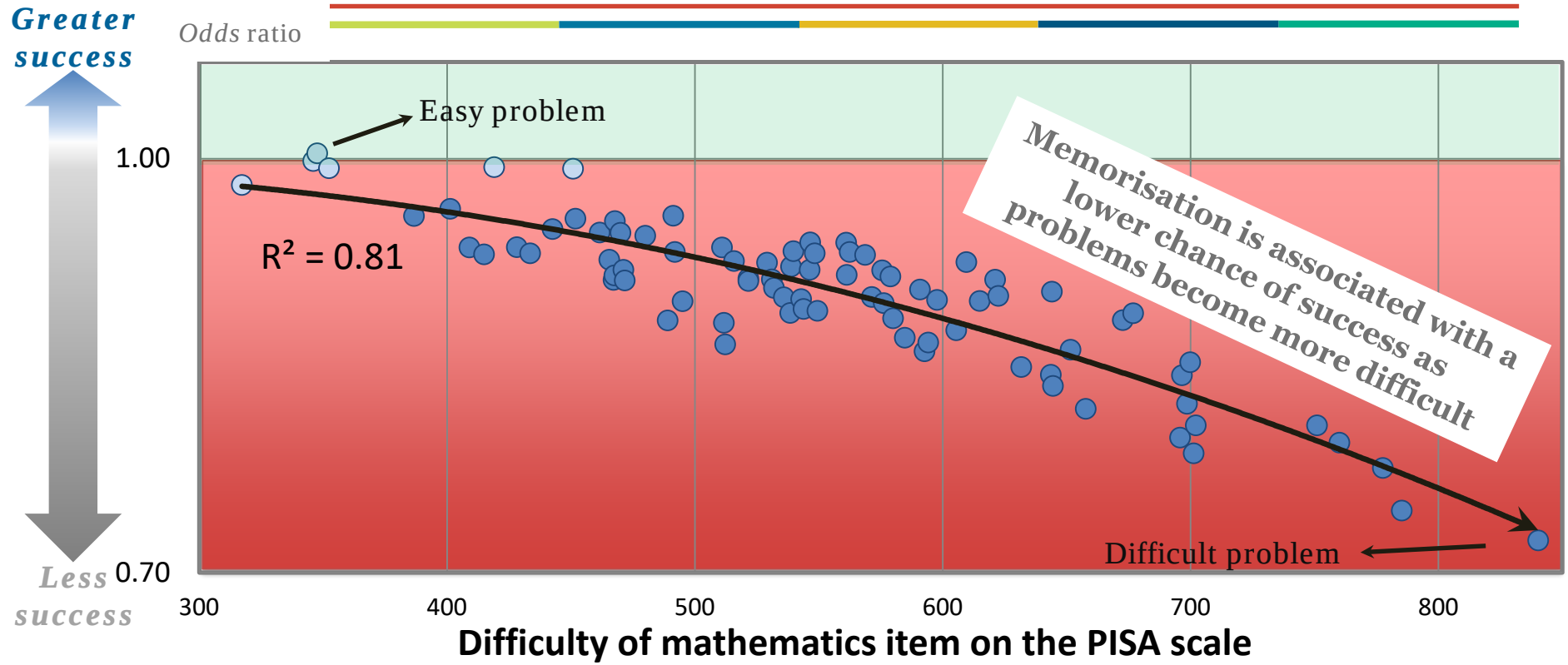


Students' use of **memorisation strategies**



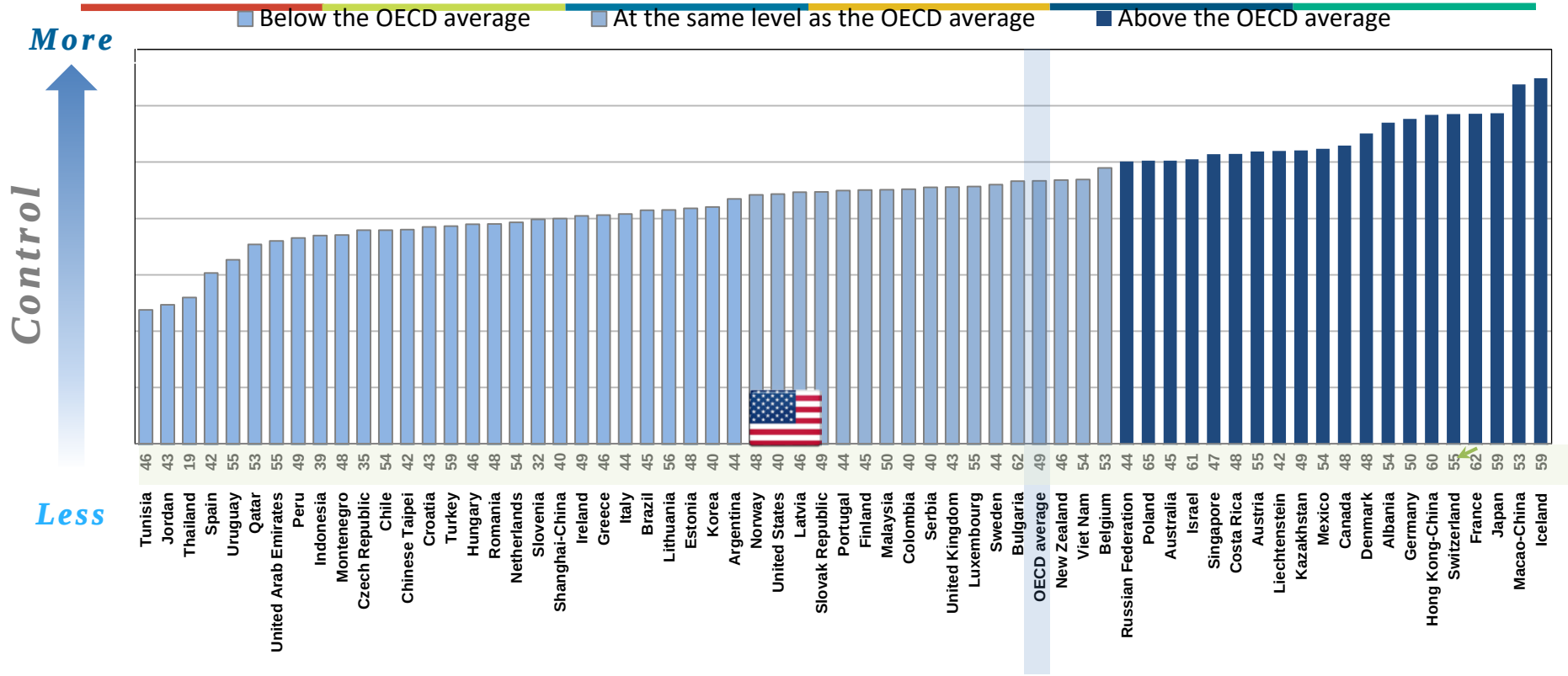
Source: Figure 4.1

Memorisation is **less useful** as problems become **more difficult** *(OECD average)*



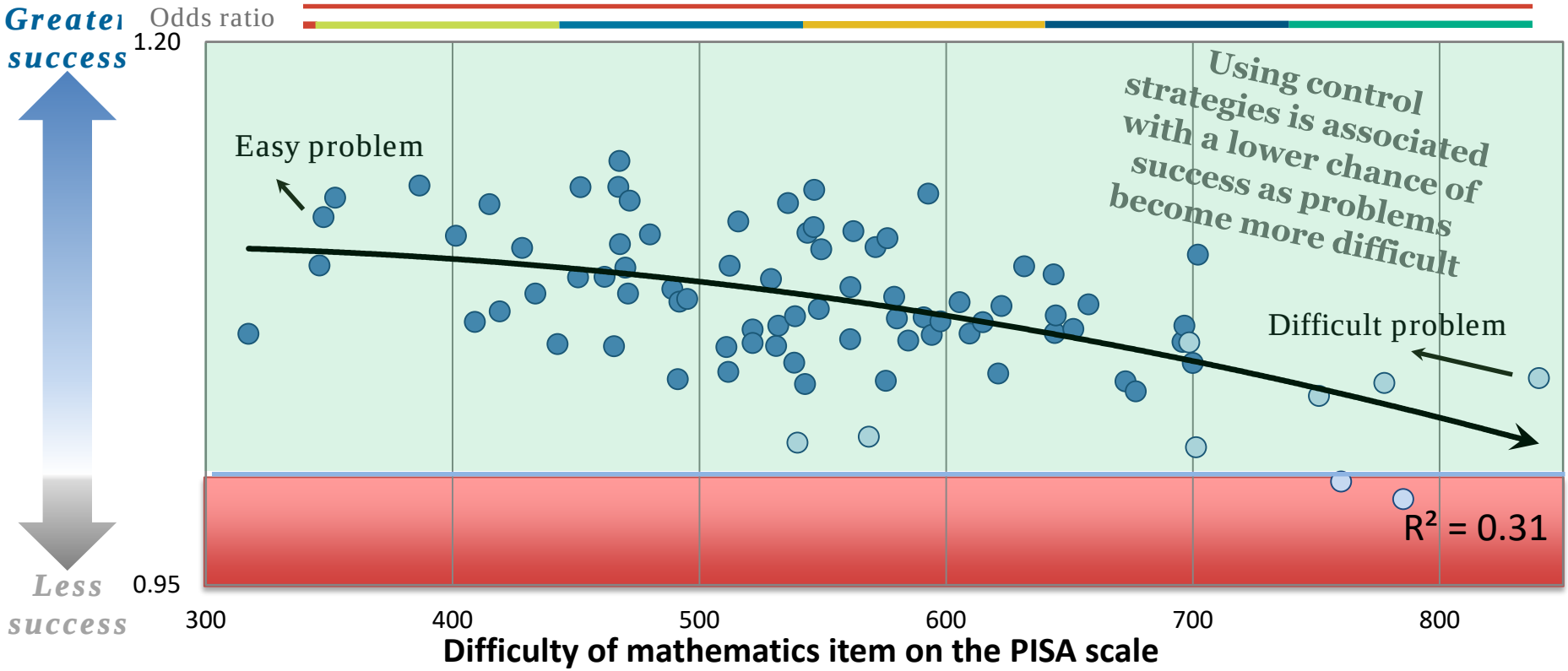
Source: Figure 4.3

There are large international differences in the use of **control strategies**



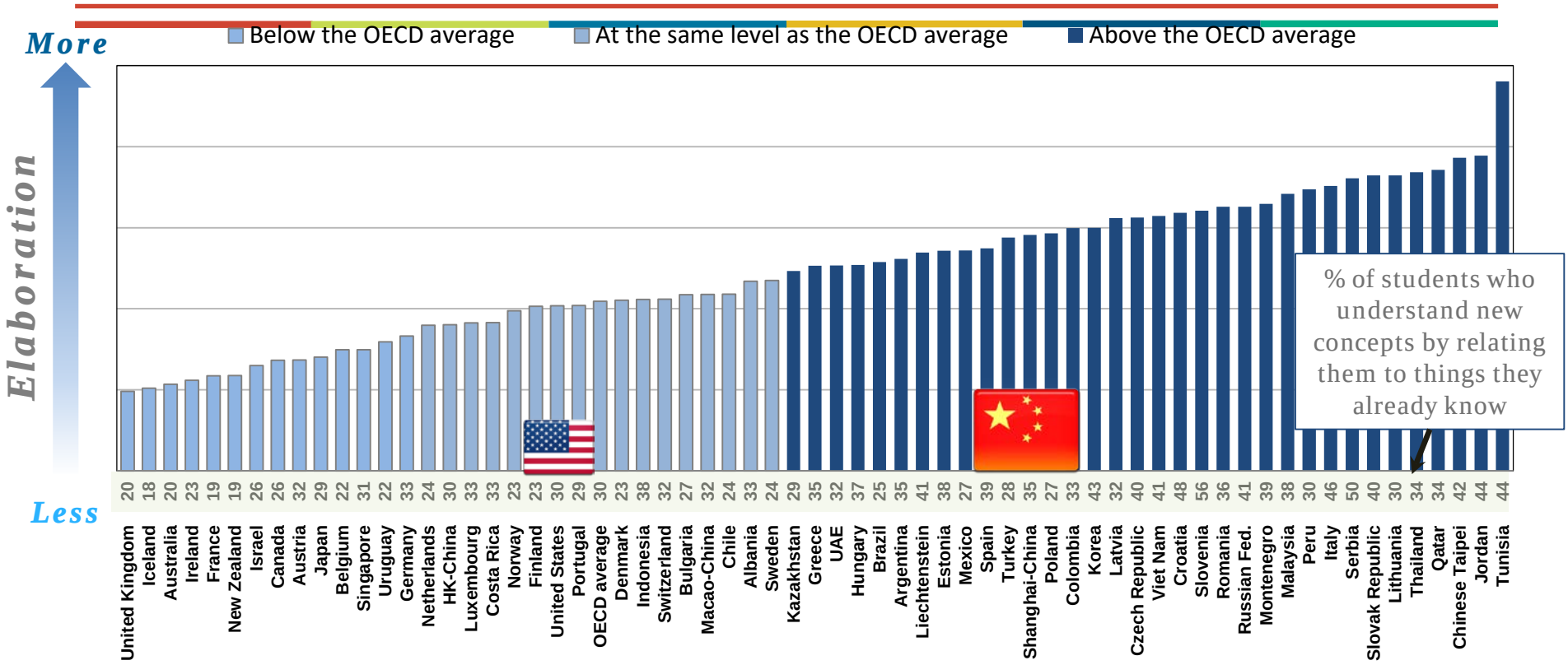
Source: Figure 5.1

Control strategies are **always helpful** but **less so** as problems become **more difficult** *(OECD average)*



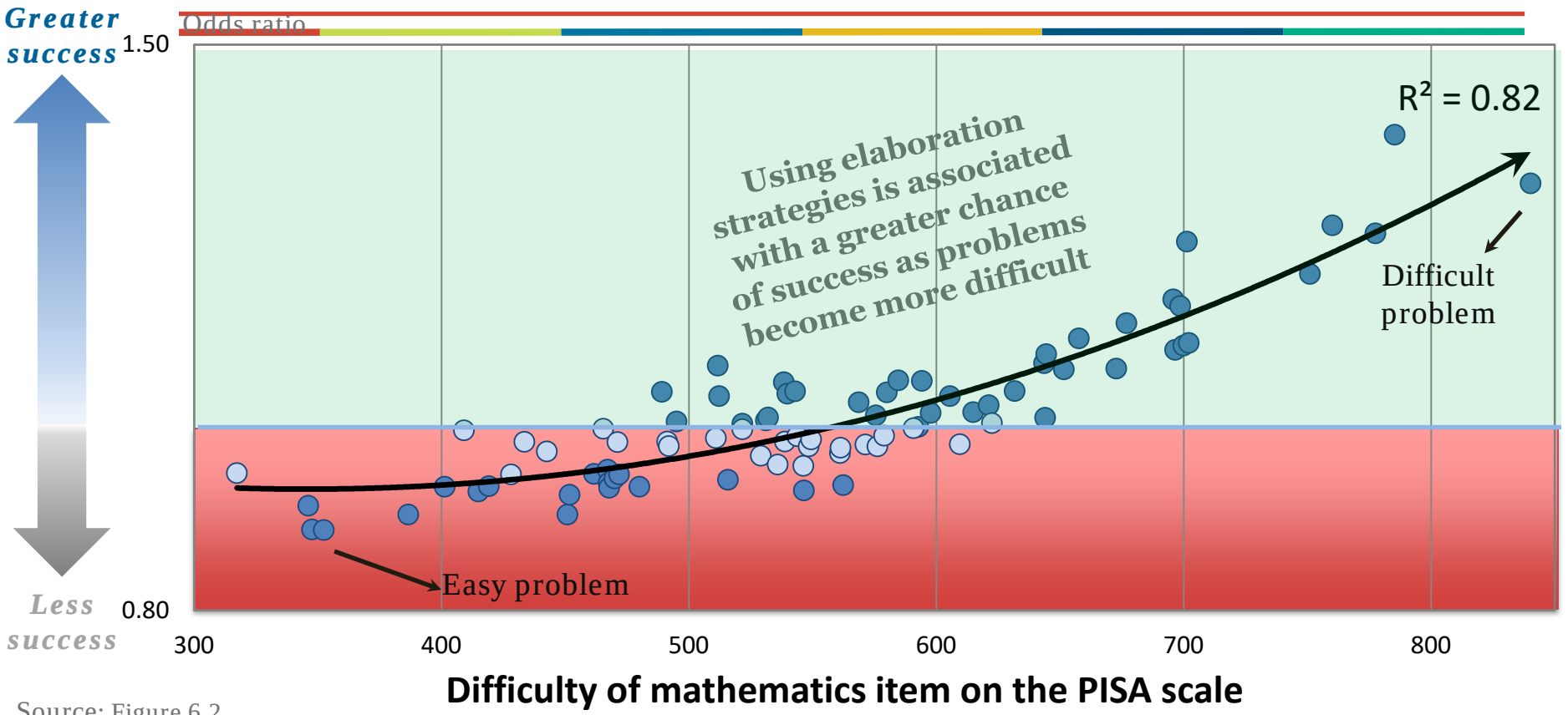
Source: Figure 5.2

Students' use of **elaboration strategies**



Source: Figure 6.1

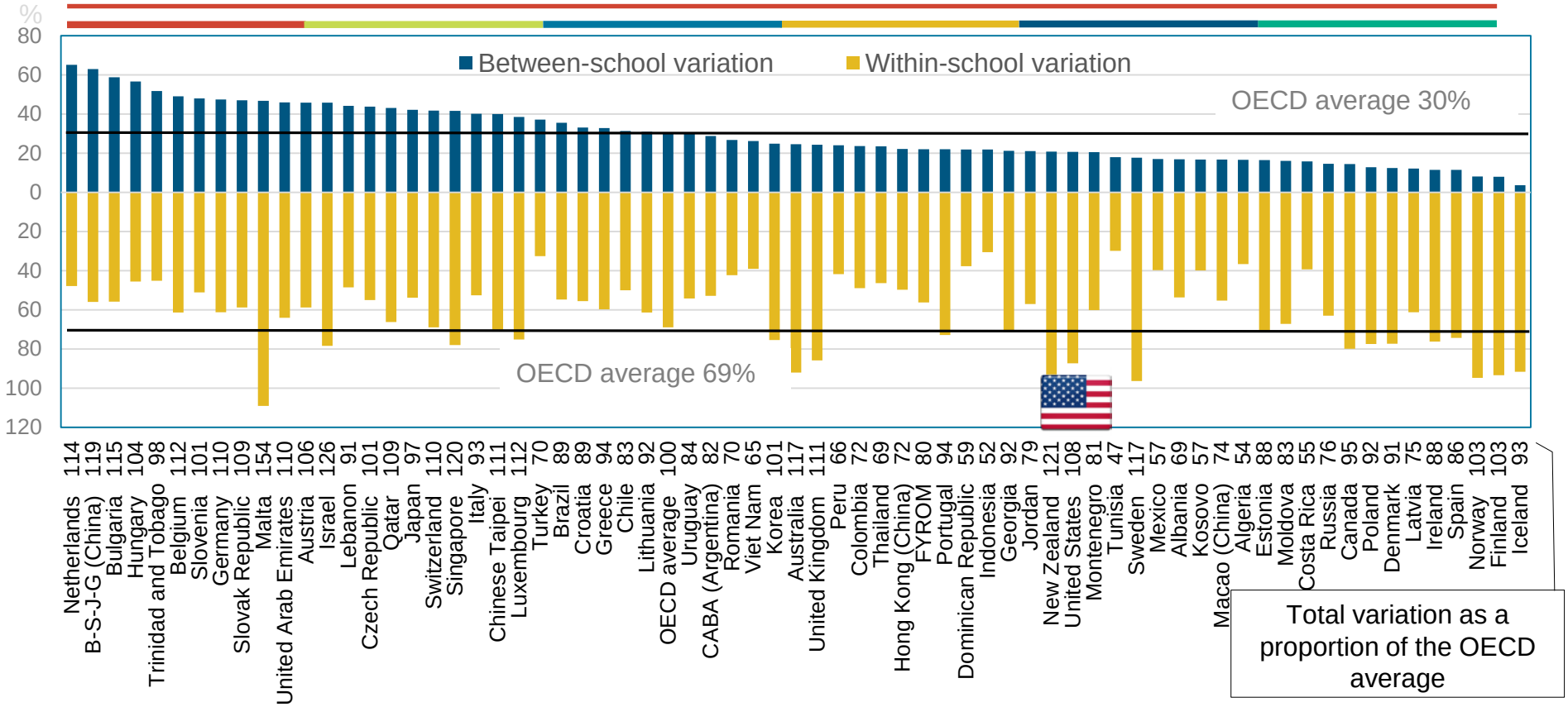
Elaboration strategies are **more useful** as problems become **more difficult** *(OECD average)*



Source: Figure 6.2

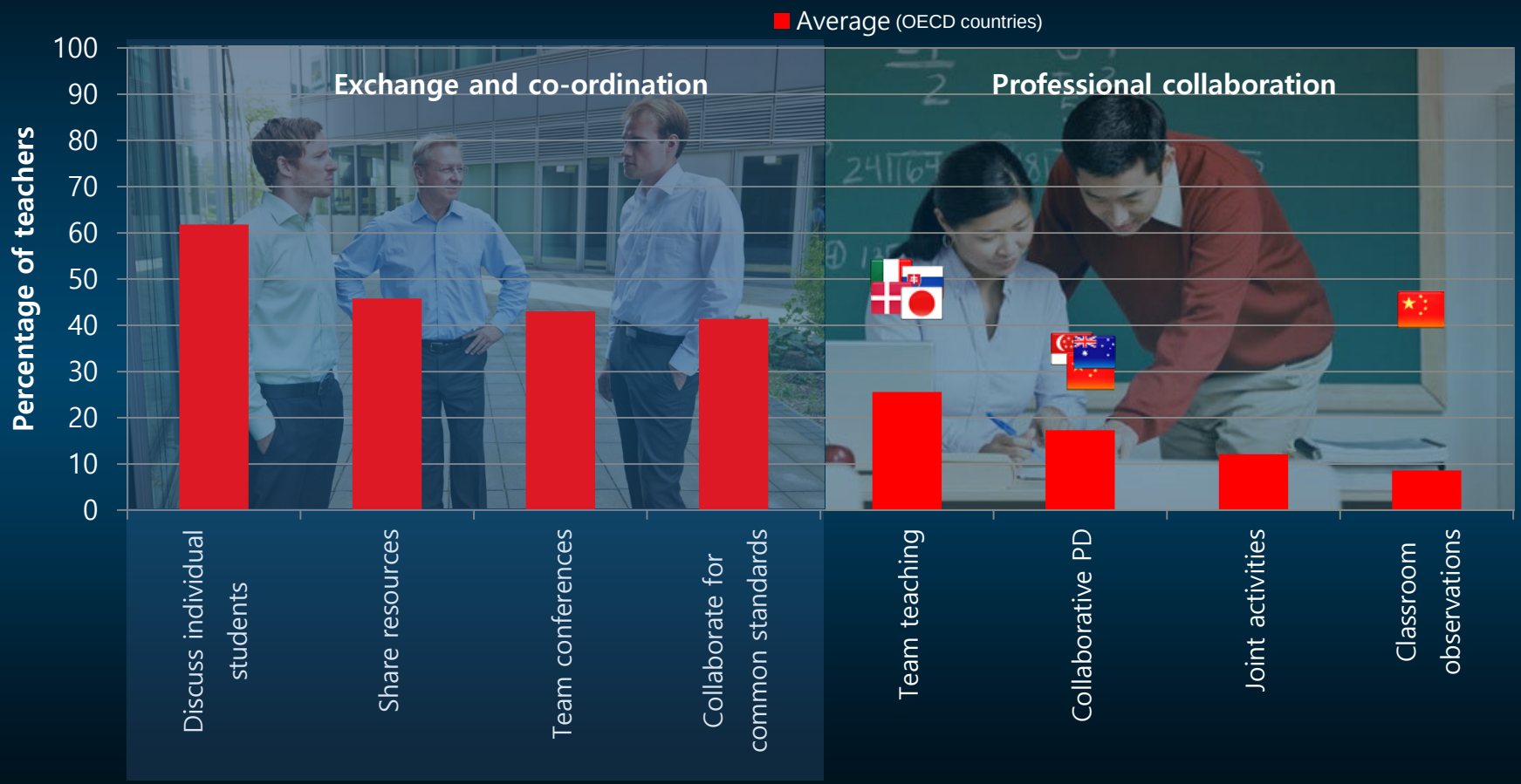
Figure I.6.11

Variation in science performance between and within schools

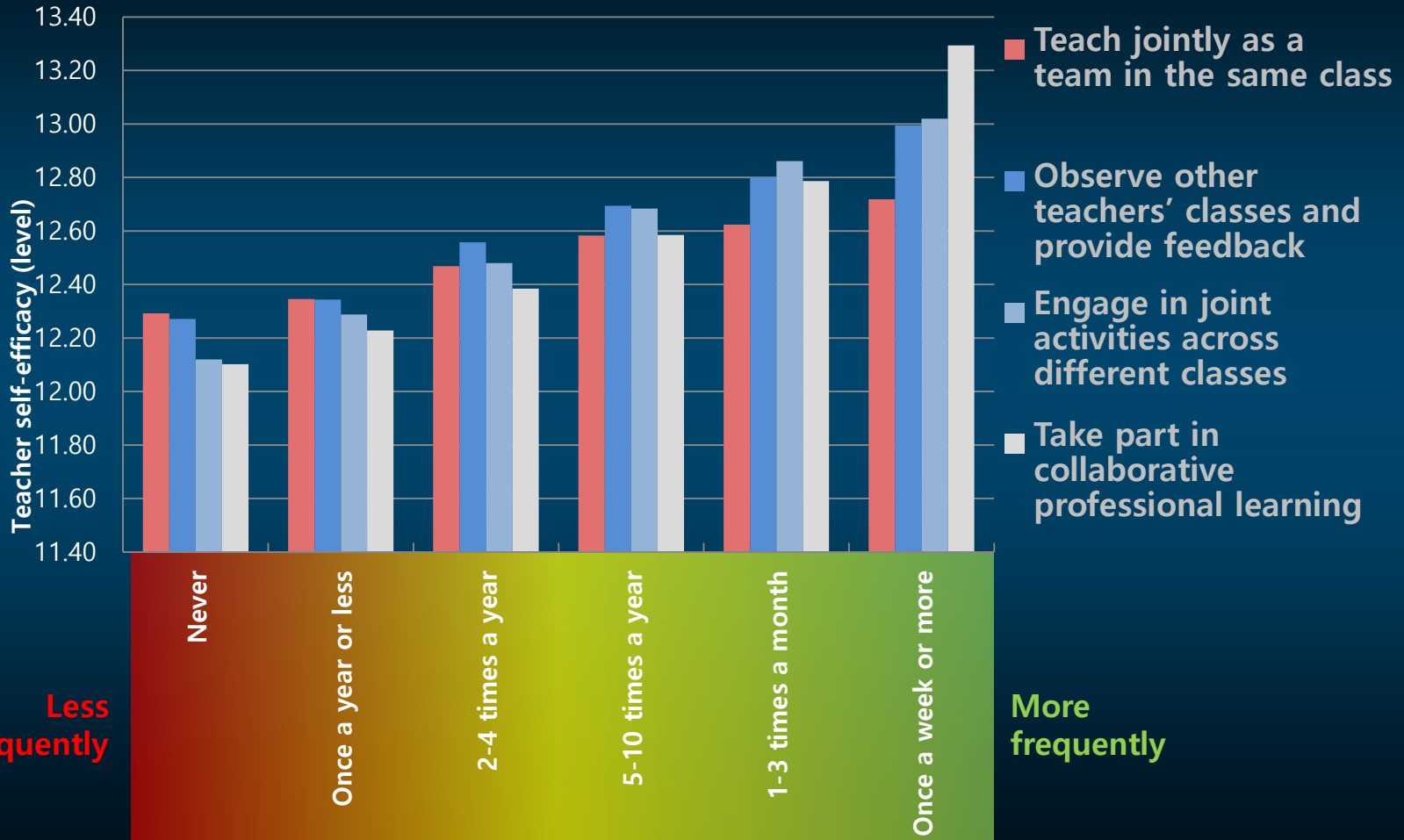


Professional collaboration among teachers

Percentage of lower secondary teachers who report doing the following activities at least once per month

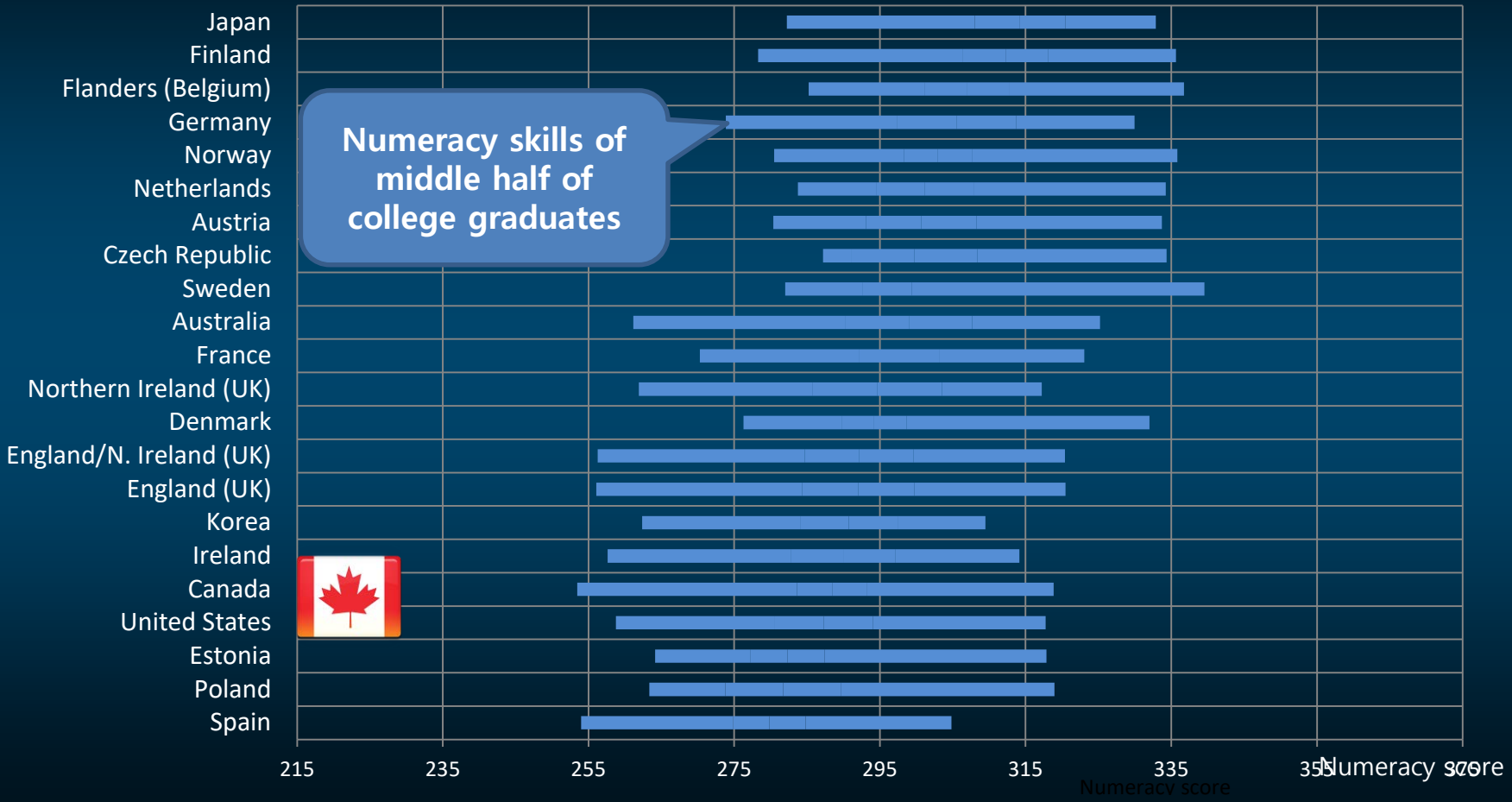


Teachers Self-Efficacy and Professional Collaboration



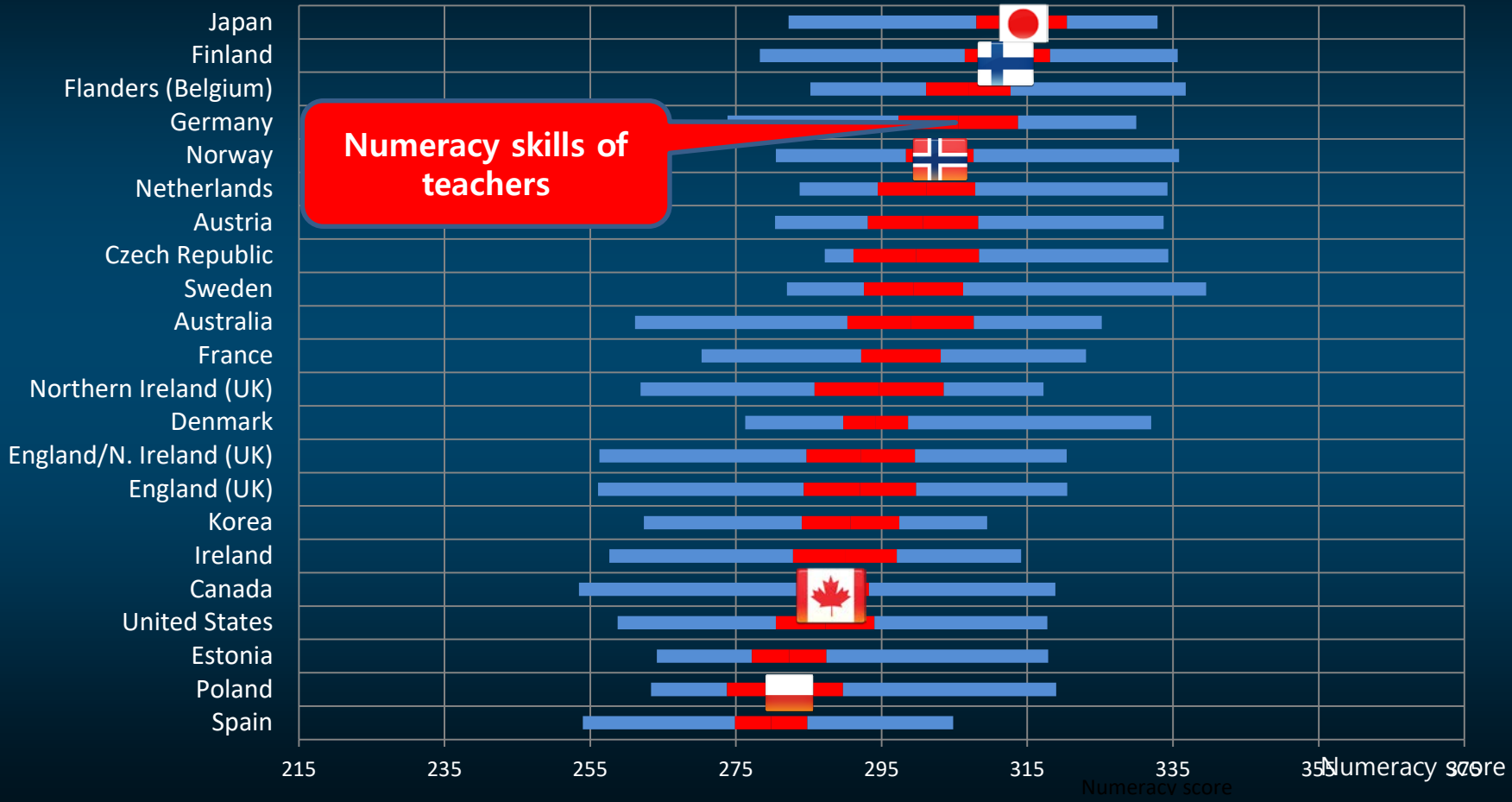
Teachers' skills

Numeracy test scores of tertiary graduates and teachers



Teachers' skills

Numeracy test scores of tertiary graduates and teachers

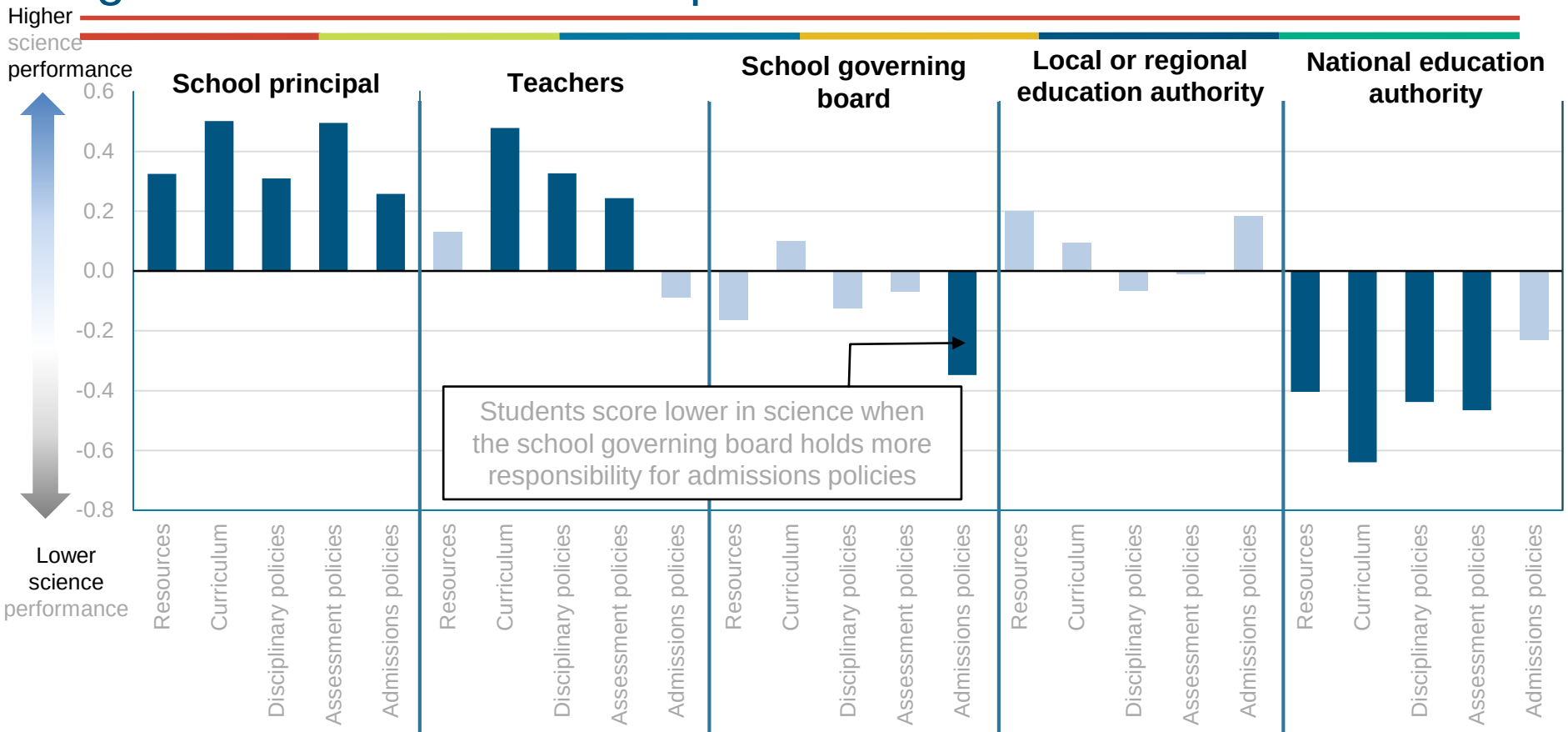


Governance

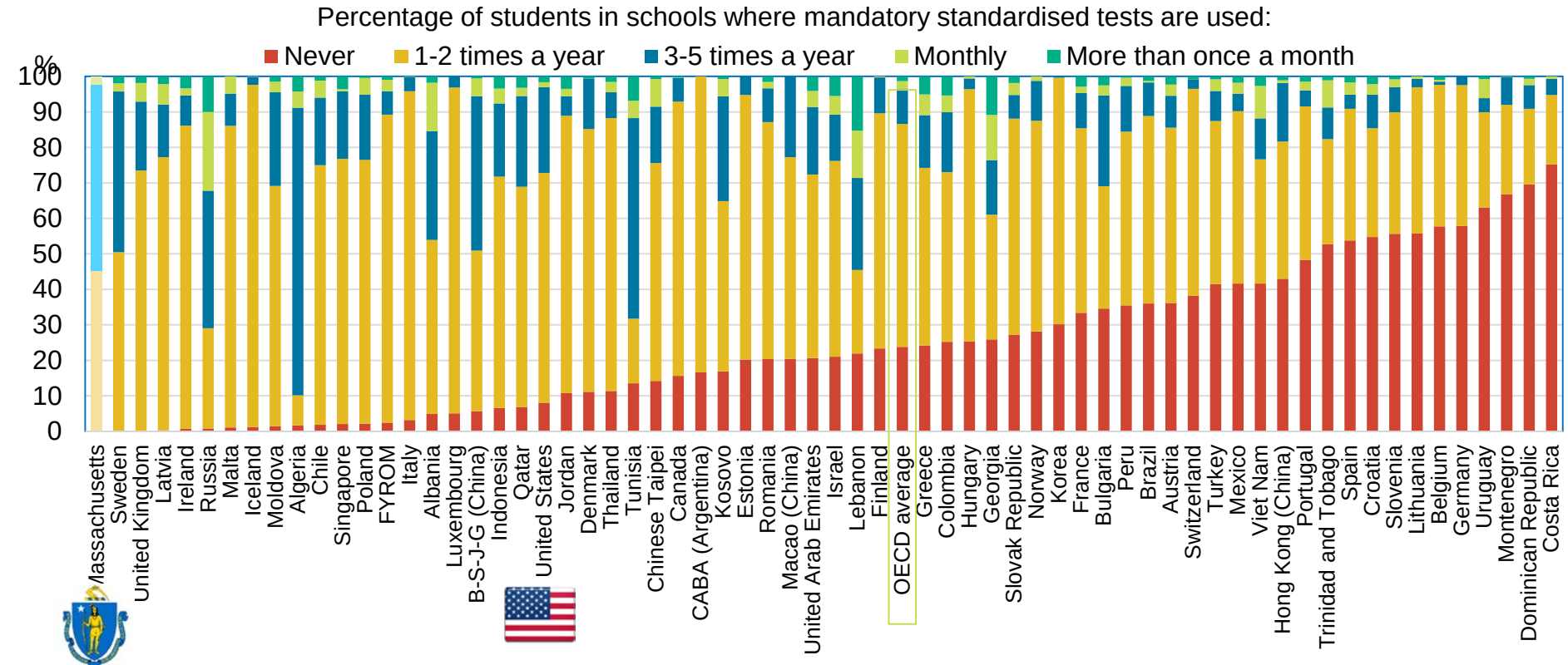
Across the OECD, 70% of students attend schools whose principals have considerable responsibility for hiring teachers, and in half the cases also over budget allocations within the school

Correlations between the responsibilities for school governance and science performance

Figure II.4.8



Frequency of mandatory standardised tests at school



System transformations

The old bureaucratic system		The modern enabling system
Some students learn at high levels (sorting)	Student inclusion	**All** students need to learn at high levels
Routine cognitive skills	Curriculum, instruction and assessment	Complex ways of thinking, complex ways of doing, collective capacity
Standardisation and compliance	Teacher quality	High-level professional knowledge workers
'Tayloristic', hierarchical	Work organisation	Flat, collegial
Primarily to authorities	Accountability	Primarily to peers and stakeholders

Thank you

Find out more about our work at www.oecd.org/pisa

- **All publications**
- **The complete micro-level database**

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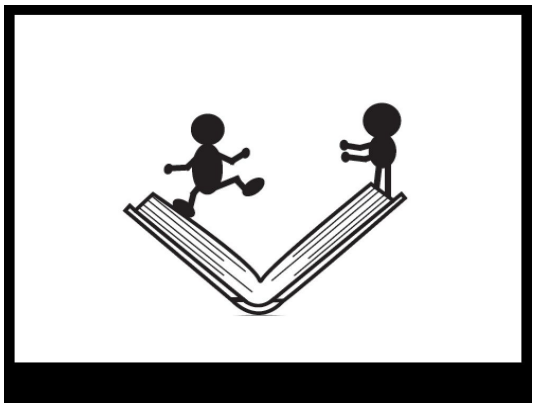
Twitter: **SchleicherOECD**

Wechat: **AndreasSchleicher**

We Know How to Close the Reading Gap



Findings & Recommendations of the **Maryland Task Force to Study the Implementation of a Dyslexia Education Program**

Dyslexia Task Force Members

- Maryland Legislature
- MSDE: MD State Dept. of Education
- MSEA: MD State Education Association
- MABE: MD Assoc. of Boards of Education
- PSSAM: Public Schools Superintendent's Assoc.
- MSPA: MD School Psychologists Assoc.
- Literacy Specialist/Teacher, Calvert Co. PS
- Teacher, Anne Arundel Co. PS
- Heads of Private Dyslexia Schools in MD: Jemicy, Odyssey & Summit
- Decoding Dyslexia MD/ parents

Exploring Best Practices for Reading

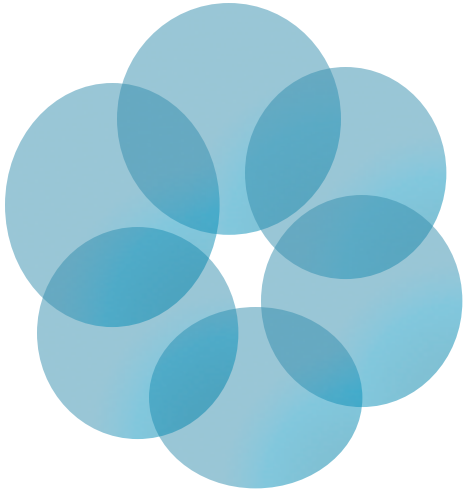
→English learners, students with reading disabilities, students in poverty and other at-risk communities

Researchers	Laurie Cutting, Ph.D., Vanderbilt
	William Stixrud, Ph.D., MD
	Emily Phillips Galloway, Ed.D., Vanderbilt
	Julie Washington, Ph.D., CCC-SLP, Georgia State University
	Margie Gillis, Ph.D., CCC-SLP, Literacy How, CT
	Carol McDonald Connor, CCC-SLP, Arizona State University
	Wayne Foster, Ph.D., CCC-SLP/A, Special Education Director, North Carolina
Consultants	Kelli Cummings, Ph.D., NCSP UMD
	Alan Dunklow, MSDE
	Linda Farrell, M.Ed., Readsters, VA
	Marsye Kaplan, MSDE
	Rebecca Silverman, AP, UMD

Dyslexia Task Force Recommendations

Implement & fund a READING PILOT program in a MD School District/s

Use evidence based, structured literacy reading instruction



Develop an effective multi-tiered system of supports (MTSS)

Identify Reading Difficulties in K

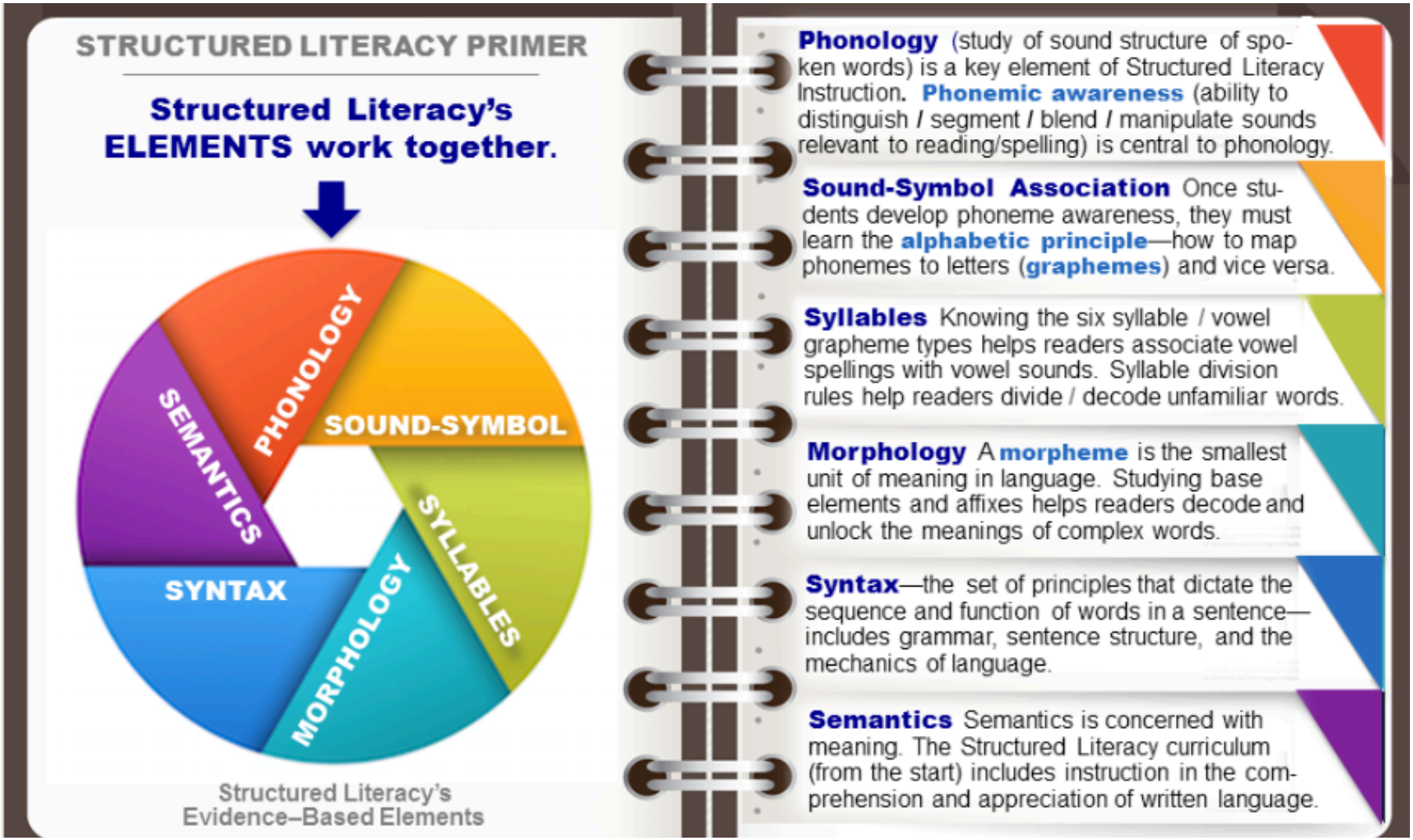
Recognize and address the needs of students with dyslexia

Transform pre-service & in-service teacher preparation in reading

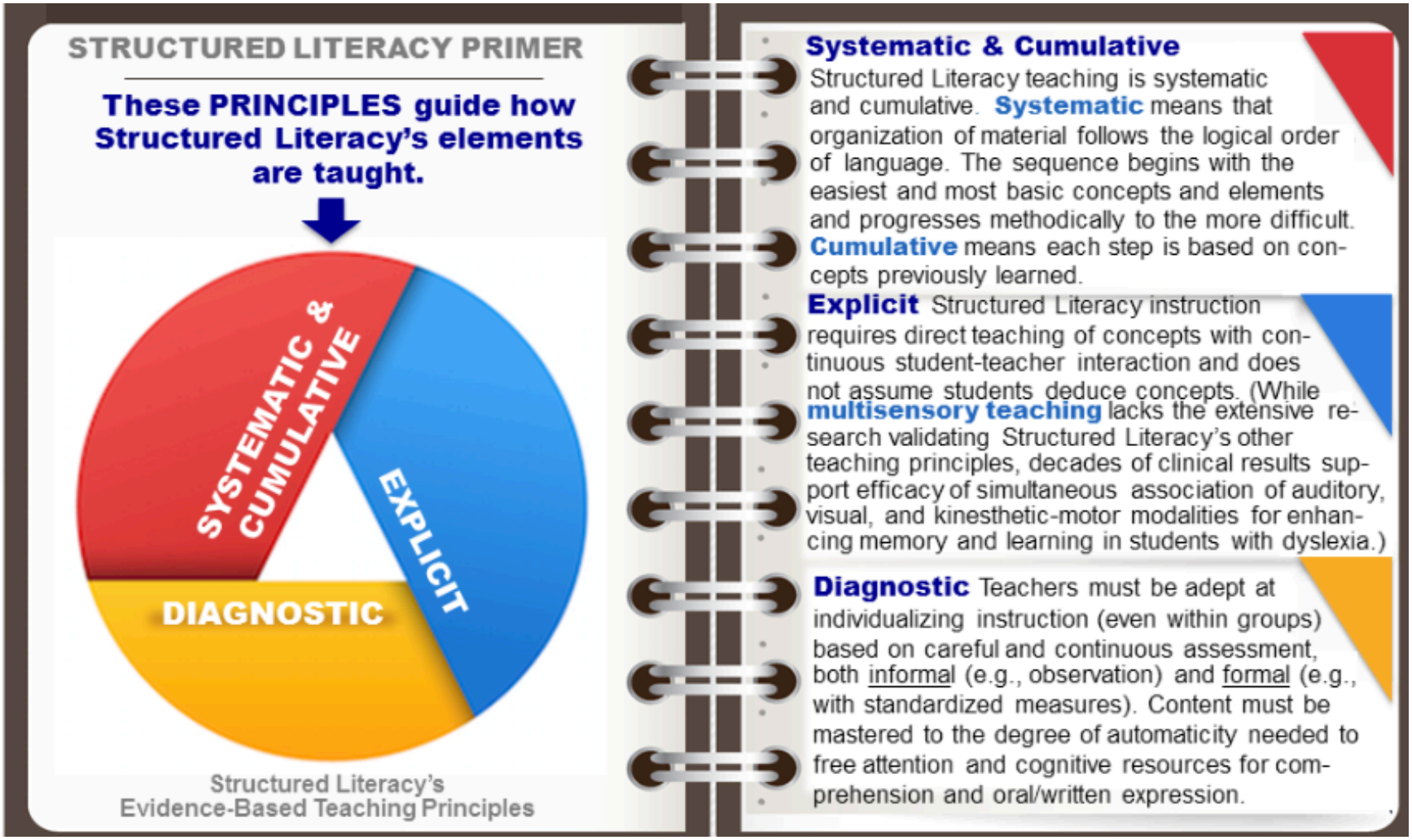
Links & Resources

Task Force Information
• Task Force Report: http://msa.maryland.gov/megafile/msa/speccol/sc5300/sc5339/000113/021600/021654/20170046e.pdf
• Task Force Research Presentations, school district surveys, handouts, minutes/agendas: http://www.livebinders.com/play/play?id=1817779
• Knowledge & Practice Standards for Teachers of Reading: https://dyslexiaida.org/knowledge-and-practices/
• What is Structured Literacy? https://dyslexiaida.org/what-is-structured-literacy/ (see slides 6,7)
• What are the Essential Components of Reading Instruction? https://www.law.cornell.edu/uscode/text/20/6368
• Pilot Program Information: Budget & Details available in the Task Force Report, p. 80 and slides 8,9
• Contact: Laura Schultz, Decoding Dyslexia Maryland: decodingdyslexiamd@gmail.com

Structured Literacy: Pt. 1: Elements of Instruction: What is taught



Structured Literacy, Pt. 2:
Principles of Instruction: How it's taught



The Reading Pilot

Scalable model to identify and teach students who struggle with reading

- 6 year program
  - Begins w/ a pre-year for teacher training
  - Three years of instruction: Year 1: K, Year 2: K,1 Year 3: K,1, 2
  - 2 years of data collection on progress
- Scalable for a 2 district or 3 district program

- Teacher Training
  - 45 hour paid summer institute
  - 174 teachers trained (2 district pilot)
  - Supervised Practicum to ensure fidelity
  - Monthly in-service workshop for entire school staff
  - Coaching by master teacher

The Cost of Early ID & Effective Instruction

Two District Pilot → $10.5 Million

- $1.9M teacher training
- $7M for personnel
- $1.6M administration and materials

- Three District Pilot→ $16.5M
  - $3.2M for teacher training
  - $11.7M for personnel
  - $1.6M for administration and materials

Illiteracy is costly: emotionally, socially, economically.
Change literacy, change lives.

What Is and What Could Be: The Reading Gap

A story repeated over and over in every district in every school in every classroom. We all know "a Jared."

Meet Jared

- This is Jared's first day in Kindergarten.
- He's happy.
- He likes school.

Now Meet Jared in Fourth Grade

- Jared is no longer smiling. He told his friends and family that he hated school.
- He was sad and detached
- His teachers said that he couldn't keep up with the other students.
- His friends laughed when Jared was called on to answer questions.
- His report card indicated that he was falling behind in reading and written language.
- Jared's parents didn't know what to do with him. They tried to get him to do his work but he was resistant most of the time, and began lying to them, telling them that he had no homework.

Jared in Late September of Ninth Grade

- Jared was told to leave his history class and sit in the hall for being disruptive in class.
- The teacher had called on him to read aloud from the text book.
- Jared refused and spoke disrespectfully to the teacher.
- The school had several meetings with Jared and his parents regarding his inappropriate behaviors.
- He was assigned to in-school suspension three times in the first month of school.

Jared in Ninth Grade After Intensive Reading Instruction

- Jared was called upon to read aloud in his reading class.
- His friends began to laugh at Jared, expecting him to begin his typical avoidance behaviors.
- One friend spoke up and stated, "We can't laugh at Jared any more. He can read now!"
- Jared had no discipline referrals for three months.
- His teacher's reported that he continued to read below grade level, but his reading skills had improved to a level that he needed minimal help in class to complete grade level work.

Jared Today

- Jared has been working in the construction field.
- He has a home and family.
- He has often had conversations with his family telling them that he wishes he had had more reading instruction in elementary school so that he could have done better in high school.
- He wants to set a good example for his son and is reading to him nightly.

Funding Priorities for Reading Instruction in MD

- **In-service education** must be a funding priority and must include foundational reading skills/structured literacy training, especially for K-2 teachers
  - Teachers must be able to recognize and identify the cascading indicators of reading failure;
  - Teachers must be able to teach the foundational elements of reading, writing and spelling;
  - Teachers must have excellent mentoring and a supervised practicum;
- Provide Funding for the Reading Pilot Program – the pilot will provide a sustainable teacher training pipeline with a practicum and mentoring. A six year program in two school districts, with 6 pilot schools and three control schools is estimated to cost $10.5M – this includes the costs of personnel, training, administration and materials.

We Know How to Close the Reading Gap

- What we've been doing for more than 20 years isn't working -- we have a responsibility to deliver effective, early reading instruction to all students.
- When teachers are provided training in structured literacy, they have the tools to identify and help "all Jareds". How might his life have been different had he received effective, early instruction?
- By funding teacher training in foundational reading instruction, training that includes mentoring and a practicum, we can help students attain grade level reading skills. Funding the pilot program will help get this process started.
- I cannot bear to watch one more Jared walk out the door of my high school.

KIPP BALTIMORE

TESTIMONY OF MAVIS JACKSON, KIPP BALTIMORE BOARD MEMBER

Commission on Innovation and Excellence in Education Meeting

August 30, 2017

Thank you Mr. Chairman and Members of the Commission for the opportunity to speak today and thank you for all the work you are doing on behalf of Maryland's children. My name is Mavis Jackson. I am a resident of Baltimore City and currently a board member and parent of a 7th grader at KIPP Baltimore, a public charter school that serves the children and families of Northwest Baltimore. In addition, my "day job" is serving as a public school teacher at Vivien T. Thomas Medical Arts Academy in Baltimore City.

Today, I speak on behalf of KIPP Baltimore and the parents and families of the 1,500 children and over 900 alumni we serve. For those of you who don't know KIPP, we are part of a national network of public charter schools and operate an elementary and middle school in the Park Heights community in Baltimore. Our commitment to our students is to ensure they get to and through college. I am proud to tell you that in the last 15 years, more than 90% of our students have graduated high school in four years and 70% have matriculated to college.

Unfortunately, despite that success, our future is far from certain. If we do not see a change in the public funding for K-12 education, in charter and traditional schools, KIPP Baltimore will not be able to continue to serving students and families in Baltimore.

The last three years have been the most challenging in our school's history:

- Baltimore City Schools cut their per pupil allocation for charter schools by a total of $393 per pupil which represented a reduction of $1.1 million dollars over the last two school years.
- In the 2016-17 school year KIPP Baltimore cut $1.2 million from its budget just to breakeven.
- In addition to these cuts, City Schools has announced new mandatory fees to charter schools for 2018. . The newly imposed mandatory fees represents $189,000 to KIPP, money which could be spent to have two additional educators supporting our students.
- Because students and families are our only priority, the KIPP Baltimore Board of Directors approved a budget with a $1.3 million deficit which we are covering with our limited reserves as we advocate for a better solution.

You are part of that solution. This Commission is leading the discussion on adequate funding of public education. That discussion must include all public schools and all public school students. As a public school educator and a charter school parent, please consider two specific recommendations:

1. School funding must be adequate, equitable and predictable. One path to this would be direct funding of schools. Should the Commission recommend direct funding, we ask that public charter schools be included in this recommendation. If this is not the path you choose, we recommend that the Commission codify the State Board of Education's funding formula for public charter schools and prohibit Districts from requiring fees or buy-backs of services beyond the 2% administrative fee adopted by the State Board.

2. Second, we ask that the Commission give charter schools direct and equitable access to state facility funding as well as a per pupil facilities allocation for charter schools. If we are to have adequate funding for our schools, it is critical that the Commission include the costs of creating safe, suitable learning environments for our students.

   KIPP currently has a 30-year lease with the District for a facility built in the late 1960s. KIPP's leadership and Board has raised over $6 million in private dollars to do basic renovations in the building – these are not bells and whistles – basic renovations to the building's heating and cooling systems, for example.

   However, without a facilities allocation or direct access to state improvement funds, every year we are forced to choose between teachers and building repairs.

   Too often, our Kippsters sit in 90 degree classrooms in February and 50 degree classrooms in May because we need a new HVAC system we cannot afford. No child can learn when overheated and effective instruction does not happen with 2nd graders in a hallway so they can cool off – Maryland has a responsibility to these children, and currently we're not meeting it.

Given my limited time today, I focused on two requests specific to public charter schools. However, I want to be clear that we support and are advocating for adequate funding for ALL students, ALL schools, and ALL teachers, and students in Maryland. The work is critically important and I respectfully request that you honor your charge and ensure that there is adequate funding for **all public schools including charter schools**. All of these students are our kids. We want to work with you to ensure they have the resources they need to thrive.

Thank you for your consideration.

Commission on Innovation and Excellence in Education

August 30, 2017

Robert Hull, M.A.Ed., Ed.S., M.H.S.

Without effective, sustainable interventions that focus on the economic hardships and other adversities that students struggle with additional funding for under resourced schools alone will not significantly impact longstanding issues facing so many of our students; such as chronic absenteeism, academic under performance, low literacy rates, social emotional concerns and dropout rates.

There has been a significant movement across the United States to respond to these issues by developing, distributing and providing support for the implementation of trauma informed education. It will require additional funding to, at the very least, add staff and training resources that would allow districts to take this approach to scale. Maryland could benefit from the efforts of other states by learning from their work and adapting trauma informed education to the unique needs of students in Maryland schools.

These efforts have been provided by state education agencies, the National Education Association, local districts, non-profits, universities and individuals such as myself in partnerships that have enabled them to move from trauma informed mental health supports to trauma informed education.

Maryland has existing resources that would enable them to implement these strategies. These include Johns Hopkins School of Public Health, various non-profits and local expertise.

I have enclosed three attachments that I believe establish the evidence of the effectiveness of trauma informed education as well as the prevalence of state level efforts to promote its use:

- A review of three pilot trauma informed education efforts that was published last year in a peer reviewed journal
- A state by state review of laws and resolutions by various states related to trauma informed education
- A PowerPoint that I delivered recently to the legal issues in special education conference that considered the impact of a recent lawsuit on trauma informed education

As a national expert on this issue, and with my professional roots in Maryland, I want to be a resource to you, local education agencies around the state, and my fellow educators in order to bring about the scaled implementation of trauma informed education.

Snapshot of ACEs/Trauma-Informed Statutes and Resolutions

(Compiled April 2017)

Statutes

Education Laws passed in Illinois, Massachusetts, Missouri, and Oregon

Illinois SB 565, Public Act 99-0927
Signed by Governor on January 20, 2017
Legislation to require social and emotional screenings for children as part of the their school entry examinations.
http://www.acesconnection.com/blog/illinois-governor-signs-law-to-include-social-emotional-screening-in-school-health-examinations

Massachusetts Safe and Supportive Schools No. 4376
Signed by the Governor August 13, 2014
https://traumasensitiveschools.org/wp-content/uploads/2015/11/MGL-Title-XII-Chap-69-Sec-1P.pdf
These provisions establish a statewide "safe and supportive schools framework" to assist schools to create safe and supportive learning environments "that improve educational outcomes for students."
http://acestoohigh.com/2014/08/13/massachusetts-safe-and-supportive-schools-provisions-signed-into-law-boosts-trauma-informed-school-movement/
Update on implementation of the law:
http://www.acesconnection.com/blog/massachusetts-implements-the-two-year-old-safe-and-supportive-schools-framework-law

Missouri Trauma-Informed Schools Initiative
Missouri Revised Statutes, Chapter 161,
Department of Elementary and Secondary Education, Sections 161.1050 & 161.1055.1
Missouri statute (2 sections)—Effective July 1, 2017
Section 161.1050.1 - Initiative established, department duties--definitions
http://www.moga.mo.gov/mostatu...tml/16100010501.html
Section 161.1055.1 - Pilot program established, selection of schools--fund created--definitions.
http://www.moga.mo.gov/mostatu...tml/16100010551.html
Bills as introduced (House bill Nos. 2565 & 2564)

http://www.house.mo.gov/billtracking/bills161/hlrbillspdf/6260H.02C.pdf

In 2016, Missouri enacted the "Trauma-Informed Schools Initiative" that requires the Department of Elementary and Secondary Education (DESE), in consultation with the Department of Mental Health and Department of Social Services, to provide information on the trauma-informed approach to all school districts, to offer training on the trauma-informed approach to all school districts, and create a website for schools and parents with information on the trauma-informed approach and a guide for schools to become trauma-informed.

The law's definition of trauma-informed approach says it "involved understanding and responding to the symptoms of chronic interpersonal trauma and traumatic stress across the lifespan." Other descriptors reflect the SAMHSA definition of trauma-informed.

The law also calls for a specific pilot program for five schools to receive intensive training in the trauma-informed approach. The legislature allocated $200,000 for implementation of the pilot but the Governor withheld the funds. The other directives to the DESE will be implemented using existing staff and volunteer resources. The website is under construction now but will be populated by the July deadline.

Oregon law to address "chronic absences of students" in the state's public schools

H.B. 4002 (Chapter 68)
Signed by Governor on March 29, 2016

The law requires two state education agencies to develop a statewide plan to address the problem and provides funding for "trauma-informed" approaches in schools.

https://acestoohigh.com/2016/04/03/oregon-governor-kate-brown-signs-landmark-trauma-informed-education-bill-into-law/

Preventing and Mitigating the Effects of ACEs in Washington State

Wash. Rev. Code § 70.305.005 et.seq.: (Finding- of Adverse Childhood Experiences Purpose/Definitions/Preventing and Mitigating the Effects of Adverse Childhood Experiences)

Washington State HB 1965
Enacted June 15, 2011
Click here to view legislative history.

The law established a statutory definition of adverse childhood experiences that is consistent with the ACE study and codified the state's commitment to addressing ACEs in state policy. It also sunsetted two organizations devoted to children and

families—Washington State Family Policy Council and the Council for Children and Families—and provided a framework for a private-public initiative to address ACEs.

Trauma-Informed Training in Arizona, Minnesota, and Texas

Ariz. Rev. Stat. § 8-471: **D.** The department, in coordination with the Arizona peace officer standards and training board, shall provide child welfare investigators with training. The training shall be, at a minimum, in the following areas:
7. Impact and intervention practices related to adverse childhood experiences, culturally and linguistically appropriate service delivery, domestic violence, family engagement, communication with special populations and trauma informed responses.

Ariz. Rev. Stat. § 8-802: **D.** All child safety workers shall be trained and demonstrate competency in: 3. Impact and intervention practices related to adverse childhood experiences, culturally and linguistically appropriate service delivery, domestic violence, family engagement, communication with special populations and trauma informed responses.

Minn. Stat. § 245.4889. Children's Mental Health Grants
(b) The following services are eligible for grants under this section:
(12) training for parents, collaborative partners, and mental health providers on the impact of adverse childhood experiences and trauma and development of an interactive Web site to share information and strategies to promote resilience and prevent trauma;

Texas S.B. 1356, Juvenile Justice trauma-informed training
Statute
Signed by Governor 6/14/2013
Effective Sept. 1, 2013

Requires the juvenile justice department to provide trauma-informed care training for probation officers, juvenile supervision officers, and court-supervised community-based program personnel. The training "must provide knowledge, in line with best practices, of how to interact with juveniles who have experienced traumatic events."

Texas H.B. 2789 (https://legiscan.com/TX/text/HB2789/id/ 1160053)
Trauma-Informed Training for Employees
Passed 9/1/2015, 84th Legislature (2015-2016)
https://legiscan.com/TX/text/HB2789/id/%201160053
Statute
https://legiscan.com/TX/text/HB2789/id/1238251

Relating to trauma-informed care training for certain employees of state supported living centers and intermediate care facilities.
Law (Chapter 161 Human Resources Code) requires the Department of Aging and Disability Services to develop or adopt trauma-informed care training for employees who work directly with individuals with intellectual or developmental disabilities in living centers and intermediate care facilities.

ACEs in Healthcare in Oregon and Vermont

Or. Rev. Stat. § 414.629: (2) A community health improvement plan must be based on research, including research into adverse childhood experiences, and must identify funding sources and additional funding necessary to address the health needs of children and adolescents in the community and to meet the goals of the plan. The plan must also:
(a) Evaluate the adequacy of the existing school-based health resources including school-based health centers and school nurses to meet the specific pediatric and adolescent health care needs in the community;
(b) Make recommendations to improve the school-based health center and school nurse system, including the addition or improvement of electronic medical records and billing systems;
(c) Take into consideration whether integration of school-based health centers with the larger health system or system of community clinics would further advance the goals of the plan;
(d) Improve the integration of all services provided to meet the needs of children, adolescents and families;
(e) Focus on primary care, behavioral health and oral health; and
(f) Address promotion of health and prevention and early intervention in the treatment of children and adolescents.

Chronology of ACEs-related legislation in Vermont 2014-15

In 2014, the Vermont legislature passed a bill to require the Blueprint for Health (a state-led health care program that includes practices providing healthcare to the majority of Vermonters) to do a study to address "whether, how, and to what extent" ACE-informed medical practice should be incorporated into Blueprint practices and community health teams. This study was based on legislation introduced by Dr. George Till (H. 762) that also included a provision to require Blueprint practices in the state to use the ACE questionnaire as a tool to assess health care. Only the study authorization was included in the final legislation (S. 596, Act 144, signed by Governor on May 27, 2014). The text of that law follows:

"On or before January 15, 2015, the Director of the Blueprint for Health and the Chair of the Green Mountain Care Board or their designees shall review evidence-based materials on the relationship between adverse childhood experiences (ACEs) and population health and recommend to the General Assembly whether, how, and at what

expense ACE-informed medical practice should be integrated into Blueprint practices and community health teams. The Director and the Chair or their designees shall also develop a methodology by which the Blueprint will evaluate emerging health care delivery quality initiatives to determine whether, how, and to what extent they should be integrated into the Blueprint for Health."

As the result of that legislation, a report, "Integrating ACE-Informed Practice into the Blueprint for Health," (http://blueprintforhealth.vermont.gov/sites/blueprint/files/BlueprintPDF/ACES-Report-Final-1-14-15.pdf) was issued in January 15, 2015.

In subsequent legislation (H. 481, signed by the Governor on June 5, 2015, Vt. Act 54 of 2015, in Section 56.), the legislature directed the Blueprint for Health to "work collaboratively to begin including family-centered approaches and adverse childhood experience screenings consistent with the report entitled "Integrating ACE-Informed Practice into the Blueprint for Health." Considerations should include prevention, early identification, and screening, as well as reducing the impact of adverse childhood experiences through trauma-informed treatment and suicide prevention initiatives." Here is the link to the Act (see page 67 of 71): http://legislature.vermont.gov/assets/Documents/2016/Docs/ACTS/ACT054/ACT054%20As%20Enacted.pdf

Timeline:
—Legislation (H. 762) introduced by Dr. Till in 2014; the legislature passed a bill that included a provision to require a study about ACE-informed medical practice, but not to require Blueprint practices in the state to use the ACE questionnaire as a tool to assess health care (Act 144, Sec. 16, p.11-12, signed May 27, 2014)

See two 2014 reports in ACEs Too High.com:
http://acestoohigh.com/2014/03/17/vermont-first-state-to-propose-bill-to-screen-for-aces-in-health-care/

http://acestoohigh.com/2014/05/26/vermont-legislator-hopes-to-transform-his-adverse-legislative-experience-ale/

ACEs in Home Visiting in New Mexico

N.M. Stat. § 32A-23B-2
http://www.acesconnection.com/clip/new-mexico-home-visiting-accountability-act-docx
As used in the Home Visiting Accountability Act:
D. "home visiting" means a program strategy that:
(1) delivers a variety of informational, educational, developmental, referral and other support services for eligible families who are expecting or who have children who have not yet entered kindergarten and that is designed to promote child well-being and prevent adverse childhood experiences;

Brighter Futures in Wisconsin

Wis. Stat. § 48.545

Brighter futures initiative(2) Awarding of grants. (a) From the appropriations under s. 20.437(1)(eg), (kb), and (nL), the department shall distribute $2,097,700 in each fiscal year to applying nonprofit corporations and public agencies operating in a county having a population of 750,000 or more, $1,171,800 in each fiscal year to applying county departments under s. 46.22, 46.23, 51.42, or 51.437 operating in counties other than a county having a population of 750,000 or more, and $55,000 in each fiscal year to Diverse and Resilient, Inc. to provide programs to accomplish all of the following:

1. Prevent and reduce the incidence of youth violence and other delinquent behavior.
2. Prevent and reduce the incidence of youth alcohol and other drug use and abuse.
3. Prevent and reduce the incidence of child abuse and neglect.
4. Prevent and reduce the incidence of nonmarital pregnancy and increase the use of abstinence as a method of preventing nonmarital pregnancy.
5. Increase adolescent self-sufficiency by encouraging high school graduation, vocational preparedness, improved social and other interpersonal skills and responsible decision making.(am) From the amounts allocated under par. (a), the department may distribute an amount determined by the department to a nonprofit corporation or public agency to provide a program that accomplishes all of the following:

1. Prevents and reduces the incidence of ***adverse early childhood experiences*** in children 8 years of age and under and reduces the effects of those experiences through behavioral health and other services.
2. Provides professional development, training, and research in serving children 8 years of age and under for practitioners serving those children.
3. Provides direct services for children 8 years of age and under.
4. Provides child care, including a special care nursery, for children 8 years of age and under that has achieved the top rating provided under the child care quality rating system under s. 48.659.
5. Provides early intervention services under s. 51.44, early childhood education services, in-home treatment services, family services, and outpatient occupational therapy, physical therapy, and speech therapy services for children 8 years of age and under.

Priority for Trauma-Informed Services provided by Child Protective Services in Florida

Chapter 2015-79, Committee Substitute for SB No. 7078
Enacted March 21, 2015

Florida Law to require community-based organizations that provide child protective services for the state to "give priority to the use of services that are evidence-based and trauma-informed."

Click here for the complete legislative history including staff analyses

Resolutions

Resolutions approved in California, Utah, Virginia, and Wisconsin
California ACR No. 155
Approved August 18, 2014

"This measure would urge the Governor to identify evidence-based solutions to reduce children's exposure to adverse childhood experiences, address the impacts of those experiences, and invest in preventive health care and mental health and wellness interventions."

http://acestoohigh.com/2014/08/21/ca-senate-unanimously-approves-aces-reduction-resolution/

Utah H.C.R. 10
https://le.utah.gov/%7E2017/bills/static/HCR010.html
Signed by the Governor March 22, 2017
A concurrent resolution to encourage state policy and programs to incorporate ACEs science to address "severe emotional trauma and other adverse childhood experiences" in children and adults and implement evidence-based interventions to increase resiliency.

https://acestoohigh.com/2017/04/02/utah-gov-gary-herbert-signs-resolution-to-encourage-state-policies-and-programs-based-on-aces-science/

Virginia
House Joint Resolution No. 653
http://lis.virginia.gov/cgi-bin/legp604.exe?171+ful+HJ653ER+pdf

Tracker: http://lis.virginia.gov/cgi-bin/legp604.exe?ses=171&typ=bil&val=HJ653&submit=GO

To commend Trauma-Informed Community Networks for their work to promote best practices, to address childhood trauma and toxic stress, and to become trauma-informed, resilient communities

Wisconsin Senate Joint Resolution 59
Report enrolled 1/17/2014

https://docs.legis.wisconsin.gov/2013/proposals/sjr59

"Resolved by the senate, the assembly concurring, That policy decisions enacted by the Wisconsin state legislature will acknowledge and take into account the principles of early childhood brain development and will, whenever possible, consider the concepts of toxic stress, early adversity, and buffering relationships, and note the role of early intervention and investment in early childhood years as important strategies to achieve a lasting foundation for a more prosperous and sustainable state through investing in human capital."

Helping Students Heal: Observations of Trauma-Informed Practices in the Schools

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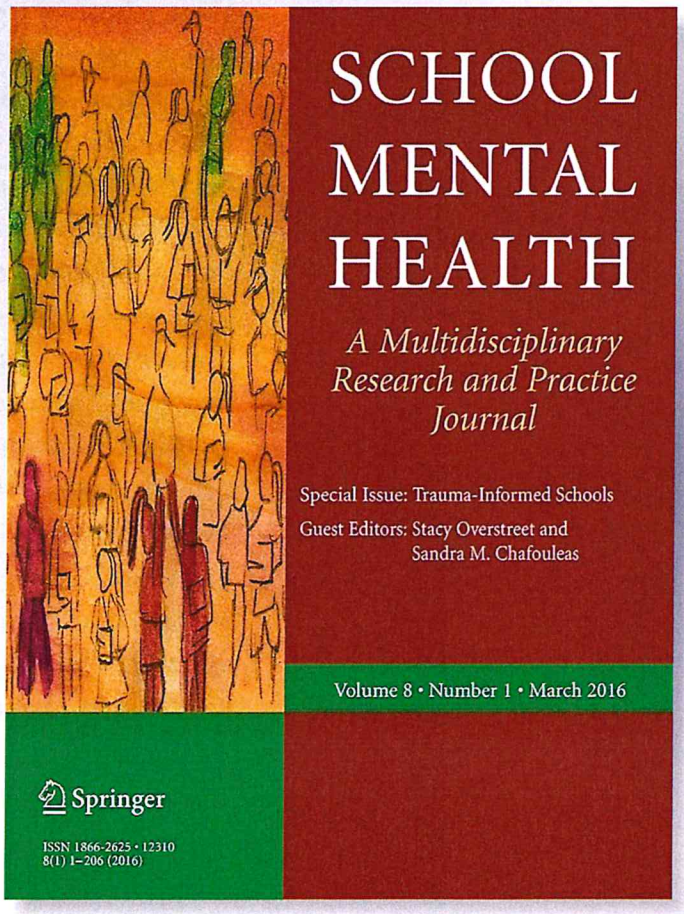

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ORIGINAL PAPER

Helping Students Heal: Observations of Trauma-Informed Practices in the Schools

Lisa Weed Phifer[1] · **Robert Hull**[1]

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Abstract From the city streets of New Haven, Connecticut, the rural mountains of Appalachia, and the heart of San Francisco, students across the nation are coming to school with traumatic histories that are greatly impacting their school performance. Schools are recognizing the impact of trauma and beginning to adopt trauma-informed practices. When school systems approach students through a trauma lens, they are better equipped to provide the educational and social–emotional supports necessary to help students reach their potential. The following commentary reviews the implementation efforts of three different trauma-informed school programs and their use of the multitiered interventions to address the differing needs of trauma-exposed students. Implications for future directions are addressed, including the need for support for more intensive educator professional development.

Keywords Trauma-informed schools · Multitiered system delivery · Trauma · Behavior interventions · Collaborative practices · Mental health

Introduction

The promotion and provision of trauma-informed practices are at the highest levels ever. A recent court ruling in California has brought national attention to the role of schools in educating students experiencing trauma. In addition, the recently signed Every Student Succeeds Act (2015) acknowledges the importance of schools using "trauma informed practices that are evidence-based" (section 4108). Exposure to complex trauma can inhibit an individual's ability to learn, and such impairment may make students eligible for services in the school setting (Turner, 2015). The promotion of trauma-informed education is supported by the National Education Association, which recognizes the importance of trauma-informed practices and the need for approaching students' behaviors from a more constructive manner (Cevasco, Rossen, & Hull, n.d.). The movement in schools has been spearheaded by leaders such as Ron Hertel with the Compassionate Schools Initiative in Washington State, Susan Cole with the Massachusetts Advocates for Children and the Trauma and Learning Policy Initiative, Nic Dibble with the Wisconsin Department of Public Instruction, and Jennifer Sanders with the Ohio Department of Youth Services. These agencies have developed guidelines for best practices and have been implementing organizational change across school systems and juvenile justice education settings. With the publication of the case studies in this publication, schools and practitioners can move evidence-based examples of trauma-informed education into the mainstream of educational interventions.

This commentary is a reflection on three different attempts to implement trauma-informed practices within school settings. The case studies demonstrate the potential for trauma-informed practices to improve school outcomes for students whose poverty and other adverse events have led to chronic stress. The targeted outcomes go beyond symptom relief and attempt to build capacities within students and schools that lead to changes in otherwise intractable problems such as the achievement gap. While the sources of trauma or stress may differ across region, city, or street, the impact is just as great. From the urban streets of New Haven, CT, to rural Appalachia, and to the

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heart of San Francisco, students are coming to school with traumatic histories and are walking around wounded in their school environment. Including case studies from very different locales provides the ability for school districts to connect with these case studies and leads to a greater understanding of the different needs, implementation strategies, and outcomes that are prioritized. These case studies allow us to understand various approaches and learn about their potential effectiveness through preliminary evaluation data.

They also provide a framework for understanding the meaning of what success looks like in working with students impacted by trauma. Often the first symptoms of exposure to trauma are acting out behaviors and defiance due to the inability of traumatized students to regulate emotions and trust others. In the typical school setting, these types of behaviors lead to discipline that can be impact self-worth, lead to social isolation, and can be retraumatizing to students. When school systems approach students with a trauma lens, they are better equipped to provide educational and social–emotional supports needed to help students reach their potential and enter schools ready to learn.

The success of the programmatic efforts reported in these case studies lies in part with the expertise of the implementation teams in understanding the context of school-based interventions. The programs were formed within existing structures in the school and community and implemented through a tiered approach developed for all students. They recognized that professional development is the gateway to trauma-informed practice and emphasized that relationship building is the guiding principal in trauma-informed service delivery.

Trauma in Schools

One common theme in this section of the special issue is the impact of childhood trauma on a student's ability to be resilient and overcome adverse experiences. Trauma exposure encompasses uncomfortable emotional experiences paired with physiological and behavioral changes, which often occur over a prolonged period of time. Layne et al. (2009) developed a list of 7 potential trajectories following traumatic experiences, which included decline, stable maladaptive functioning, severe persisting distress, post-traumatic growth, protracted recovery, resilience, and stress resistance. Students experiencing a stable yet maladaptive response are surviving, not thriving; they encounter significant challenges to learning and developing. The complex interactions between individual and environmental factors shape the trajectories, and trauma-informed schools can be an important environmental factor in determining how these trajectories develop and transform over time. Therefore, the priorities of schools should be to create a safe learning climate, identify students in need of support, and provide interventions to avoid retraumatization. Schools can help strengthen student's ability to cope with the effects of trauma. The rich descriptions and preliminary data provided by the case studies in this issue demonstrate that the adoption of a trauma-informed approach can potentially impact the trajectory of emotional, behavioral, and social responses to trauma.

Trauma-Informed Approaches within a Multitiered System

Adopting a trauma-informed approach means creating shifts of thought at the organizational level, no small task. It is more than rewriting discipline policies or in-servicing educators on the symptoms of trauma among students. SAMSHA (2014) defines the trauma-informed approach as one that realizes the impact of trauma, recognizes the symptoms of trauma, and responds by integrating knowledge about trauma policies and practices and seeks to reduce retraumatization. Six key concepts that need to be addressed include safety, trust, peer support, collaboration, empowerment, and cultural, historical, and gender issues (SAMSHA, 2014). Not all individuals experience trauma in the same way, and thus, different students require different levels of intervention.

An emerging trend in trauma-informed approaches in school is the use of a multitiered service delivery model (Chafouleas, Johnson, Overstreet, & Santos, 2015; Lane et al., 2007; Sugai & Homer, 2006). Each of the studies in this article used a leveled approach to meet the differing needs of the students. Similar to what is already used in schools and the public health system, the tiered approach provides effective practices to all students and intensive support to those who need it.

The primary tier focuses on preventive measures including system-wide measures to promote a safe learning environment in all classrooms. This includes informing school staff about the signs and impact of trauma on learning, implementing social–emotional components within the curriculum, teaching students positive coping skills, engaging teaching practices, etc. Ongoing data monitoring allows for the identification of at-risk students who are in need of targeted small group interventions, also referred to as secondary interventions. These interventions focus on psycho-education about trauma, reinforcing social support systems, and strengthening self-regulation skills. Tertiary interventions are individualized to the needs to the students who are in need of more intensive support such as cognitive behavior therapy, wrap around support, or other community-based strategies (Chafouleas et al., 2015).

Dorado, Martinez, McArthur, and Leibovitz (2016) modeled the HEARTS program on Blaustein's (2013) Attachment, Self-Regulation and Competency (ARC)-tiered intervention framework, a research-based approach that has been used in creating trauma-informed schools. The first level of intervention referred to as attachment, focuses on creating a safe learning environment by setting routines and maintaining consistency, being attuned to the function of a student's behavior, and being attuned to caregiver affect regulation. The HEARTS program accomplished this by providing training to both staff and students to increase their knowledge of trauma-informed practices and how to remediate stress symptoms in the classroom. The program complimented pre-established practices such as Positive Behavior Interventions and Supports. The secondary level of intervention, self-regulation, focuses on preventative measures to help students and teachers manage emotional, psychological, and physiological responses. The HEARTS program identified at-risk students and provided small group interventions to reinforce skill building. Tertiary intervention targeted individuals and families that needed more intensive therapy based on the ARC model. Crisis support was provided for teachers with students in need, and families were involved in therapy provided in the school.

Perry and Daniels (2016) took a slightly different approach within the service delivery system. The primary professional development focused on both direct instructions to staff but also to entire classrooms. Students were explicitly taught how stress can impact behavior and how to advocate for their own needs. These skills were taught over a 3-day intensive session, but not incorporated within the schools' curriculum. Secondary and tertiary interventions were provided by a Care Coordination Team that involved collaboration between school faculty and mental health clinicians. The team identified students in need of additional support and designed plans of care to meet specific needs. Additionally, research-based interventions such as Cognitive Behavior Intervention for Trauma in Schools (CBITS) were offered to a small group of students who needed additional trauma-informed support. The case study was in the pilot year of implementation, making strong steps to introduce trauma-informed approaches within the school setting but recognizing the challenges with implementing systems-level change.

The third case study by Shamblin, Graham, and Bianco (2016) implemented the tiered approach for trauma-informed instruction but within an early education setting. Collaboration was crucial to the sustainability of this program given the rural area the schools were located in and the need for specialized mental health support to children and families. Similar to the other case studies, the program included a trauma-informed training component; additionally, a social–emotional curriculum was implemented. The unique focus on this study was on relationship building with the teachers. While initial training focused on trauma signs and symptoms, it also taught teachers strategies to build teams among faculty members as well as recognizing and addressing their own needs in response to trauma. Further, targeted classroom consultation focused on arming teachers with proactive strategies to reduce the occurrence of negative behaviors. Consultants worked in collaboration with teachers to create plans to address issues. The tertiary tier provided assessment and on-site mental health support to children and families. Trauma-Focused Cognitive Behavior Therapy and Parent–Child Interaction Therapy were used as intensive research-based interventions.

Whether it be rural or urban areas, it is often difficult to connect families with trauma-informed mental health services. Particularly for the participants in the Shamblin et al. (2016) case study, the rural residents were experiencing greater levels of poverty and mental health issues than national averages. The need for services was high; however, access to resources was limited due to factors like physical distance. Urban families also faced difficulties accessing services despite being physically closer to facilities. The scarcity of trauma-informed mental health supports for children puts students at-risk for future negative outcomes. Providing these services in schools helps connect with families and increases factors such as program completion and in return, helps build stronger students. Furthermore, trauma-informed approaches build or reestablish a relationship of trust between the school and families who have experienced adverse events.

Real-Life Applications

Individual case studies can illustrate how a trauma-informed system can lead to significant improvement for individual students and the entire system. For example, many school districts struggle with the number of students in highly restrictive settings due to emotional/behavioral conditions. Consider how the use of a trauma lens can lead to appropriate interventions in the least restrictive educational setting.

A middle school student, age 12, was an average student who demonstrated a rapid decline in his engagement in school and started to exhibit externalizing behaviors. The school's initial response to his behavior was a discipline approach, when that was found to be ineffective he was referred to the school psychologist for intervention. With the trauma-informed approach in mind, the school psychologist consulted with the student's family regarding his pattern of behavior and any potential exposure to adverse events. The family disclosed that the student had been dealing his mother's chronically abusive boyfriend and financial instability in the home. With this knowledge, his teachers and building administrators were

about the potential impact of stress stemming from family factors and consulted on how to approach the problematic behaviors taking into account the student's ongoing traumatic experiences. For example, it was advised that the student not be suspended for minor offenses rather provide a student an alternative place in the school to calm down and complete his work. A mentor was assigned to complete weekly check-ins and provide encouragement. Additionally, the school psychologist completed targeted counseling following cognitive behavior strategies providing the student psycho-education pertaining to stress and trauma, recognizing emotions and triggers, and relaxation techniques that could be implemented in the classroom. Within 6 months the student's maladaptive behaviors decreased and his engagement in school had returned to the level it was prior to the adverse events. In the past, this student would have been referred for a psychological assessment and given his symptom level, likely identified as a student with an emotional disability in need of special education services. The three case studies in this issue offer various models for schools to provide these kinds of supports to schools to engage in trauma-informed decision making when students are exhibiting increased levels of social and behavioral problems rather than resort to a discipline or disability approach adding a "distress" model for responding to externalizing behaviors.

Future Directions

While the studies in the issue provide compelling arguments in support of trauma-informed practices in schools, there are several issues that need to be addressed before jumping into the movement. Adopting a trauma-informed approach involves system-level changes across the entire school, which requires changing mindsets, policy, and classroom practices. Schools need to develop a comprehensive plan to identify the needs of the school system, review strategies for how to approach behavior issues, and garner available funding and time (and patience) for implementation. Professional development is needed to understand how trauma impacts the classroom and to mobilize ongoing support to help create and sustain change. Furthermore, schools must review their staffing limitations and, when necessary, seek out collaborative relationships with available mental health professionals to best meet the needs of the school.

Systems-Level Change

Systems-level change can be difficult, but it is certainly not impossible. Each of the case studies reviewed programs that took several years to establish. The HEARTS program (Dorado et al., 2016) was implemented for 5 years in one school, while the program described by Perry and Daniels (2016) was in the pilot year, focusing on relationship building among staff to produce system-wide change in future years. Instead of looking at time as a barrier, consider it an investment. How many times does a school system adopt a new curriculum or program only to move on to the next big thing? A comprehensive plan and timeline developed through a collaboration of teams such as educators, administration, school board, and school mental health providers can create better buy in, help set realistic time frames, and lead to better sustainability.

Professional Development Needs

Current teacher pre-service training programs do not consistently address the social–emotional health of students or trauma-informed instruction. Teachers are left to learn on the job how to approach challenging behaviors and are not always cognizant of how trauma may be impacting students. Commitment to calm, matter-of-fact response to challenging behaviors enables teachers to avoid retraumatizing students through the all too common overly reactive responses to student noncompliance that often lead to social seclusion and peer ridicule.

One of the important next steps in the trauma-informed schools movement is to develop more intensive and sustained professional development opportunities and to assess whether the professional development leads to changes in educator behavior and decision making. As several researchers have noted, teacher professional learning can be of the highest quality and yet fail to lead to significant changes in teaching practice (Johnson, 2006), or improvements in student learning (Fishman, Marx, Best, & Tal, 2003). According to Darling-Hammond, Wei, Andree, Richardson, and Orphanos (2009), student achievement increases when professional learning is sustained over time and directly related to and embedded in the daily practice of teachers. In addition, research demonstrates that engagement in collaborative professional learning results in better student outcomes (Darling-Hammond et al., 2009; Poekert, 2012).

Collaboration

A key element in establishing trauma-informed practices is collaborating with school-based mental health professionals (i.e., school psychologists, school counselors, and social workers), universities, health systems, and/or community mental health agencies. All three case studies partnered with universities and mental health programs existing within the community (New Haven Coalition University of California, San Francisco, and the Partnerships Program for

Early Childhood Mental Health and Project Launch). Schools benefit from additional resources provided by master's level clinicians used as part of mental health initiatives. Better still is staffing with school-based professionals such as counselors, school psychologists, and school social workers in sufficient number to assist with delivery of multiple tiers of these needed interventions.

The case studies in this issue evaluated programs that aimed to support students who have a high probability of exposure to traumatic experiences. Although poverty is highly associated with trauma, there are other populations of students who also have a high probability of being exposed to trauma. We need to recognize that institutions that provide education to incarcerated juveniles probably have the highest number of traumatized students. These students typically receive minimal educational supports but have the most need. Other groups of students with a high trauma load include immigrants and refugee populations who have fled war torn countries and may have impaired abilities to assimilate and engage in school.

Conclusion

The three case studies showcased in this issue are strong examples of what it takes to move toward a trauma-informed educational system. It takes community partnerships, alignment with school goals, and the implementation of evidence-based interventions using qualified support staff. It also involves expanding the outcome measures of field research beyond symptom relief to examine how these practices can help close the achievement gap, support social–emotional health, and promote a positive school climate. Interventions need to be tiered and include a universal design to address the needs of all students, including those who have a trauma history, those who have a high probability of being exposed to trauma, and those who may experience vicarious trauma through family members with trauma histories. In order to establish a multitiered service delivery system, schools need (1) professional development for all school staff, students, and families, (2) provision of expert consultative services, and (3) direct clinical supports using evidence-based interventions.

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Compliance with Ethical Standards

Conflict of interest Lisa Weed Phifer declares that she has no conflict of interest. Robert Hull declares that he has no conflict of interest.

Ethical approval This article does not contain any studies with human participants or animals performed by any of the authors.

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April 23 - 26, 2017
Gaylord National
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B2: The Potential Impact of Trauma on Special Education Policies

Presented by: Robert Hull, M.A.Ed., Ed.S., M.H.S.

Monday, April 24, 2017
10:15 a.m. - 11:30 a.m.

Objectives

- Review recent updates on Compton, Calif., class-action lawsuit concerning trauma-related interventions for students
- Review current efforts in trauma-informed education
- Review evidence for impact of trauma-informed education on educational outcomes

P.P. v. Compton Unified Sch. Dist., 66 IDELR 121 (C.D. Cal. 2015)

The Court simply acknowledges the *allegations* that exposure to traumatic events *might* cause physical or mental impairments that *could* be cognizable as disabilities under the two acts. In other words, the District Court has determined that, for purposes of surviving a motion to dismiss, the allegations in the complaint suffice for now.

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Compton Unified School District

- One of the most socioeconomically distressed cities in southern California
- Experiences high rates of violent crime
- Complaint posits that trauma stems from multiple causes, including exposure to adverse childhood events associated with poverty and violent crime

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Plaintiffs and Class Members

- Mentions each individual student
- Lists the multiple exposures to adverse childhood events of a chronic nature
- States that these events have caused neurobiological effects, which have impacted
  - Learning
  - Thinking
  - Reading
  - Concentrating

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Plaintiffs Request that Compton Have Trauma-Sensitive Schools

- Training educators to recognize, understand, and proactively address the effects of complex trauma, in part through building students' self-regulation and social-emotional learning skills
- Developing restorative practices to build healthy relationships and resolve conflicts peacefully and avoid re-traumatizing students through the use of punitive discipline
- Ensuring consistent mental-health support is available to appropriately meet student needs

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Lawsuit Claim

Plaintiffs contend that defendants "have ignored and affirmatively breached their responsibility to accommodate students whose access to education is fundamentally impaired by reason of the trauma they have endured;" rather, defendants are alleged to have "subject[ed] trauma-impacted students to punitive and counter-productive suspensions, expulsions, involuntary transfers, and referrals to law enforcement that push them out of school, off the path to graduation, and into the criminal justice system."

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Violation of the ADA and Section 504

Section 504 provides, in relevant part: "No otherwise qualified individual with a disability ... shall, solely by reason of her or his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance. ..." 29 U.S.C. § 794(a).

Similarly, Title II of the ADA provides that "no qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefits of the services, programs, or activities of a public entity, or be subjected to discrimination by any such entity." 42 U.S.C. § 12132.

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DSM-5 and Trauma-Related Disability

- Criterion A2 (response involves "fear, helplessness, or horror") removed from DSM-5.
- Repeated or extreme indirect exposure to aversive details of the event(s), usually in the course of professional duties. This does not include indirect non-professional exposure through electronic media, television, movies, or pictures.
- Preschool Subtype: 6 Years or Younger.

www.istss.org/ISTSS_Main/media/Webinar_Recordings/RECFREE01/slides.pdf.

DSM-5 vs. the IDEA: Trauma-Related Disorder

Compton Unified

- Only amounts to "environmental, cultural, and economic disadvantages not considered a physical or mental impairment"
- Complaint is not a "mental disorder" because it "amounts to nothing more than expected, culturally approved responses to a 'common stressor or loss, such as the death of a loved one."

Advocacy Lawyers

- Plaintiffs further posit that "[t]he fact that a disability is caused by an external factor — and is not congenital or hereditary — does not make the impairment itself 'environmental'"
- Specifically, plaintiffs discuss the complaint's allegations that "complex trauma results in physiological impairments affecting the 'neurological' and 'endocrine' systems"

DSM-5 vs. the IDEA: Trauma-Related Disorder

"In light of such allegations, the Court concludes that Plaintiffs have adequately alleged, at least, that complex trauma can result in neurobiological effects constituting a physical impairment for purposes of the acts."

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Substantially Limits Life Activities

- The ADA includes "learning, reading, concentrating, thinking, [and] communicating."
- The court concludes that the complaint alleges sufficient facts regarding the consequences of complex trauma with respect to "major life activities" to survive a motion to dismiss.

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Substantially Limits Life Activities

- **Symptom list noted in court**
  - Flashbacks
  - Uncontrollable Anger
  - Problems with Concentration
  - Problems with Recall
  - Intrusive thoughts
- **"Student Plaintiffs have experienced particular limitations in their abilities to perform tasks such as learning, reading, concentrating, thinking, and communicating — limitations which are alleged to be causally related to the trauma"**

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Assessment Devices

- Flashbacks
  - What assessment measures are available?
- Uncontrollable Anger
  - Hostility, anger, and anger expression assessments
- Problems with Concentration
- Problems with Recall
  - Available, similar to ADHD, executive functioning
- Intrusive thoughts
  - What is available?

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Potential Trajectories of Trauma Response

- Post-traumatic growth
- Stress resistance
- Protracted recovery
- Temporary resilience
- Severe persisting distress
- ***Stable maladaptive functioning***
- Decline in functioning

Source: Layne, C. M., et. al (2009). Promoting "resilient" posttraumatic adjustment in childhood and beyond. "Unpacking" life events, adjustment trajectories, resources, and interventions. In Brom, D., et. al. *Treating Traumatized children. Risk, Resilience, and Recovery* (pp.32–33). Routledge.

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Limited Availability of Positive Outcome Assessment Devices

- **Post-Traumatic Growth Inventory**
- **Resiliency**
  - Limited to no formal measures
- **Pro-social thoughts, emotions, and behaviors**
  - Limited to no formal measures
- **Emotional Intelligence**
  - Multiple measures of variable validity

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Assessment Devices

- **Dissociative Experiences Scale**
  - Assesses most symptoms listed on the complaint
  - https://secure.ce-credit.com/articles/102019/Session_2_Provided-Articles-1of2.pdf
- **Anger Regulation and Expression Scale**
  - http://journals.sagepub.com/doi/pdf/10.1177/0734282912447762
- **Resilience**
  - What assessment measures are available?
- **Post-Traumatic Growth**
  - https://ptgi.uncc.edu/wp-content/uploads/sites/9/2015/01/A-short-form-of-the-Posttraumatic-Growth-Inventory.pdf

Short Form of Post-Traumatic Growth Inventory

- **Answer these questions in relationship to a highly stressful event in the last two years**
- **Rate the event severity on a 1-5 level; 1 is not stressful, 5 is extremely severe**
- **Rate each question on a 1-5 scale**

Short Form of Post-Traumatic Growth Inventory

- I changed my priorities about what is important in life
- I have a greater appreciation of the value of my own life
- I am able to do better things with my life
- I have a better understanding of spiritual matters
- I have a greater sense of closeness with others
- I established a new path for my life
- I know better that I can handle difficulties
- I have a stronger religious faith
- I discovered that I'm stronger than I thought I was
- I learned a great deal about how wonderful people are

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"Denied Meaningful Access"

- In the *Compton* case, "[t]he Court is satisfied that the Complaint alleges how the Student Plaintiffs have been denied meaningful access to CUSD's program as a result of their trauma-induced disabilities, as required for a violation of Section 504."
- "Further, it is clear from the allegations in the Complaint that, to the extent it is required, Plaintiffs are asserting that the educational services provided by CUSD do not and are not designed to meet the needs of students with trauma-induced disabilities as adequately as the needs of students without these disabilities."

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Trauma-Sensitive Schools

- Training educators to recognize, understand, and proactively recognize and address the effects of complex trauma, in part through building students' self-regulation and social-emotional learning skills
- Developing restorative practices to build healthy relationships, resolve conflicts peacefully, and avoid re-traumatizing students through the use of punitive discipline
- Ensuring consistent mental health support is available to appropriately meet student needs

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Current Available, Vetted Attempts at Meeting Expectations of Lawsuit

- Efforts developed by state departments of education
  - Washington State materials
  - Wisconsin Department of Public Instruction materials
- Public access clinical materials
  - TF-CBT materials Medical University of South Carolina
- Internal efforts by public agencies or non-profits
  - Prince Georges County Public Schools
  - Ohio Department of Youth Services
  - PESI

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Results of Three Field Trials

- **San Francisco**
  - Hearts Program. See video at https://drive.google.com/file/d/0B0A-6niGhKfLLVBQODN3MF9ka3c/view.
- **Connecticut**
  - Perry, D., & Daniels, M. (2016). Implementing trauma-informed practices in the school setting: A pilot study. ***School Mental Health***.
- **Ohio**
  - Shamblin, S., Graham, D., & Bianco, J. (2016). Creating traumainformed schools for rural Appalachia: The partnerships program for enhancing resiliency, confidence, and workforce development in early childhood education. ***School Mental Health.***

See: http://link.springer.com/article/10.1007/s12310-016-9183-2

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Aspects of Interventions

- **Focus on professional development for all staff**
- **Provide evidence of trauma-informed practices on educational outcomes**
- **Utilize a whole-school approach with a three-tiered system**
- **Adapt clinical approaches into educational practices**
- **Utilize a partnership between outside agencies and school-based services**

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Content vs. Delivery Mechanism

- Content is available and for the most part is free
- Hard to customize in order to focus on system-level data
- Comprehensive but to some degree scattered
- Not aligned with state requirements to use as recertification credits for staff
- Provided in a face-to-face format

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Current Suggestions

- Adapt trauma-oriented professional development to all educators
- Create a professional development plan that is comprehensive
- Assess local data before choosing professional development
- Develop a delivery mechanism that is workable
- Move to local sustainability
- Provide recertification credit for professional development

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