Public Hearing 29Nov18 3-5

F Name	L Name	Affiliation	Written Testimony
Sharnice	Barnett	The Maryland Alliance on Racial Equit	•
Catherine	Carter	Let Them See Clearly (LTSC)	✓
Linda	Chinnia	Baltimore City Board of School Comm	•
Anne	Dardarian	MCAAP	•
Sarah	Davis	Parent Advocacy Consortium	•
Julia	Di Bussolo	Arts Every Day	•
Ricarda	Easton	Maryland Alliance for Public Charter	•
Marietta	English	Baltimore Teachers Union	•
Jessica	Fauntleroy	Coalition of Black Leaders in Educatio	•
Joe	Francaviglia	Strong Schools Maryland	•
Jan	Gardner	MACo	•
Michael	Garman	Talbot County Board of Education	•
Ann	Geddes	Maryland Coalition of Families	
Kate	Gentry	MSCCA - Cedarcroft School	•
Kensington	Hand	Frederick County	•
Lee	Harris	International Montessori Society	•
Justin	Hartings	Biaera Technologies, LLC	✓
Kim	Hurlock	Judy Center Salisbury University BSW	•
Kevin	Kinnally	Maryland Association of Counties	•
Christopher	Lloyd	Professional Standards and Teacher E	•
Rachel	London	Maryland Developmental Disabilities	•
Christina	Lopez	MDAEYC	•
Maria	Maisto	Committee for Montgomery	•
George	Mayo	Maryland Agricultural Education Fou	✓
Tracy	McGuire	School Board of Calvert County	✓
Mary Ann	Mears	Arts Education in Maryland Schools A	✓
Bella	Migdal	Frederick County Public Schools	✓
Elizabeth	Miller	Judy Center Salisbury University BSW	•

F Name	L Name	Affiliation	Written Testimony
Christina	Peusch	Maryland State Child Care Associatio	•
Elyse	Preston	Maryland Out of School Time (MOST)	•
Laura	Price	Maryland Association of Counties - Ta	
Mark	Procopio	FreeState Justice – Maryland's LGBTQ	•
Doug	Prouty	MCEA	
C. Tolbert	Rowe	MABE	•
Ayize	Sabater	MD-IAF	•
Laura	Schultz	Decoding Dyslexia Maryland	•
Lori	Scott	Education Advocacy Coalition	•
Lori	Snyder	Arts Education in Maryland Schools A	•
Renee	Spence	The Public School Superintendents' A	•
Laura	Stewart	MCCPTA	
Danielle	Susskind	Montgomery Board of Education	•
Rev. Marlon B.	Tilghman	BRIDGE Maryland	•
Rick	Tyler	Maryland Education Coalition	•
Bebe	Verdery	ACLU of Maryland	•
Javonna	Walker	Advocates for Children and Youth	•
Pat	Yongpradit	Code.org	•
Rudi	Zelman	Literacy Lab	✓



Inequities in Achievement in Maryland

TOP TAKEAWAYS IN ACHIEVEMENT AND OPPORTUNITY

- **1:** Schools prepare fewer students of color for success than their White peers.
- 2: Racial disparities persist regardless of family income.
- **3:** Racial/ethnic and income gaps exist in postsecondary enrollment rates.
- 4: Disparities in opportunity begin before children enter kindergarten and continue through K-12.
- **5:** Schools serving the most students of color rely far more on inexperienced teachers.

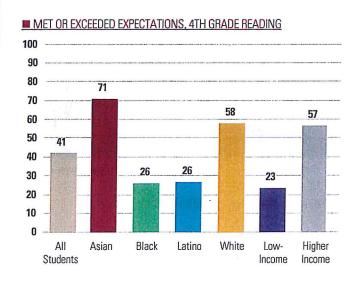
Maryland has long prided itself on its education system. A deeper look at the data, however, shows that statewide averages mask deep inequities in opportunity and achievement for certain groups of students. Across measures, gaps exist between students of color and White students, as well as between low-income students and higher income students. What's more, racial inequities persist among students of similar family income levels.

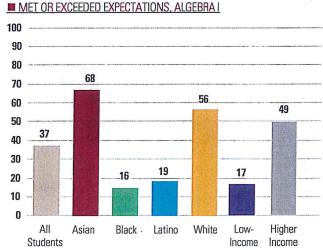
To be clear, these disparities are in no way a reflection of differences in students' ability to learn — rather, they are a reflection of how we organize our schools and shortchange certain students when it comes to critical educational opportunities/resources from early childhood through high school. With the pending recommendations from the Kirwan Commission, the state has the opportunity to reshape the education system to eliminate persistent income and racial inequities. The future of the state depends on it.

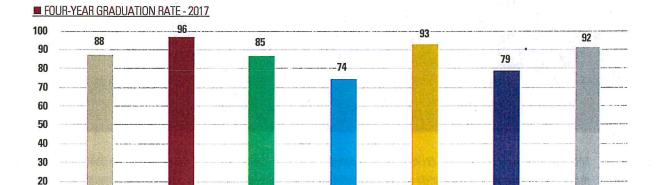
STATEWIDE ASSESSMENTS AND GRADUATION

Schools prepare fewer students of color for success than their White peers.

On both state assessment results and graduation rates, schools demonstrate lower outcomes for Black, Latino, and low-income students than for their White and higher income peers.







Racial disparities persist regardless of family income.

Asian

10

All Students

In fact, racial disparities are sometimes largest among higher income students. For example, in Algebra I, 11% of Black students from low-income families met benchmarks, compared to 29% of White students from low-income families. Among students from higher income families, 22% of Black students met benchmarks, compared with 62% of White students. Racial disparities are two times larger among higher income than among low-income students.

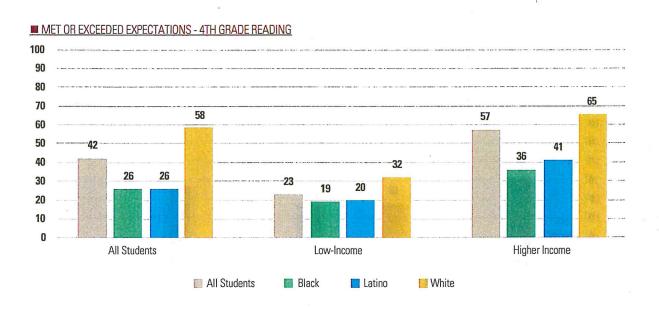
Latino

White

Higher Income

Low-Income

Black



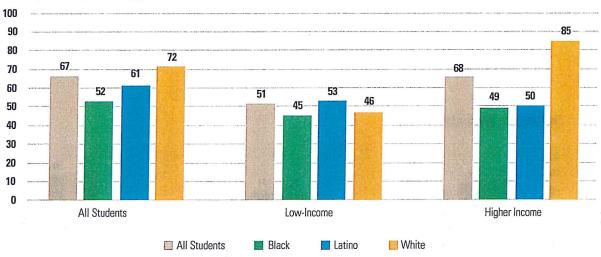
POSTSECONDARY ENROLLMENT

A postsecondary degree is becoming increasingly important to compete in today's economy. A postsecondary education can lead to higher earnings, greater wealth over time, and thus pathways to the middle class.

Racial/ethnic and income gaps exist in postsecondary enrollment rates.

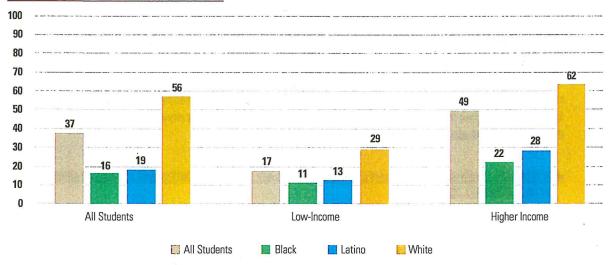
In the graduating class of 2016, White students were more likely than other racial groups to enroll in college within one year of graduation. This disparity is even greater among higher income students, where 85% of White students enrolled in college compared with only 49% of Latino students and 50% of Black students. Low-income students on average enroll in college at lower rates than their higher income peers, but Black low-income students are more likely to enroll in postsecondary education than low-income students of other racial/ethnic backgrounds.

■ PERCENTAGE OF HIGH SCHOOL GRADUATES WITH POSTSECONDARY ENROLLMENT WITHIN ONE YEAR AFTER GRADUATION, BY RACE/ETHNICITY, 2015-16

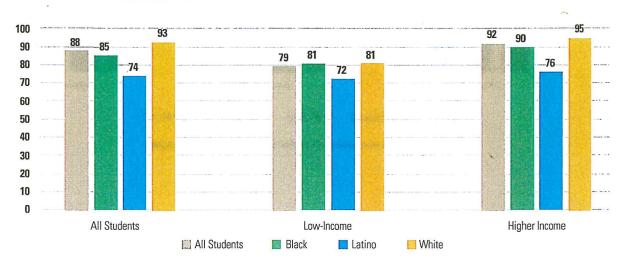


Source: Maryland State, College Status, Nationwide College Enrollment.

■ MET OR EXCEEDED EXPECTATIONS - ALGEBRA I



■ FOUR-YEAR GRADUATION RATES 2017



Source: Maryland State Department of Education, 2017 Maryland Report Card.

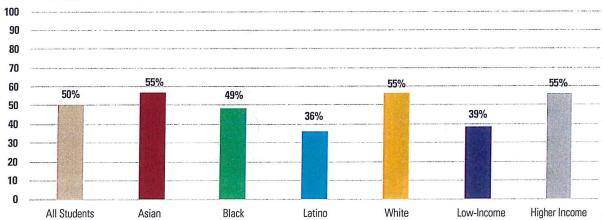
INEQUITIES IN OPPORTUNITY IN MARYLAND

These disparities in outcomes in Maryland are directly related to disparities in opportunity to learn. Students of color are much less likely to receive access to the resources they need.

These disparities begin before children enter kindergarten.

Latino children are much less likely to have access to early childhood education than their White peers.

■ PERCENT OF 3- AND 4-YEAR-OLDS ENROLLED IN EARLY CHILDHOOD EDUCATION



Source: National Kids Count Data Center, Young Children Not In School 2012-2016.

And the inequities continue through K-12.

The more students of color a district serves, the more underfunded the district is. As the percentage of students of color increases, the gap between the funding amount the state considers adequate and the amount a district actually receives gets worse. The two districts that serve the greatest percentages of students of color, Baltimore City and Prince George's County, have gaps in funding that are more than \$3,000 less per pupil than what the state considers adequate per pupil expenditure.

■ DIFFERENCE BETWEEN DISTRICT ACTUAL AND TARGET FUNDING PER PUPIL BY PERCENTAGE OF STUDENTS OF COLOR. 2015



Percentage of Students of Color (Black, Latino & Native)

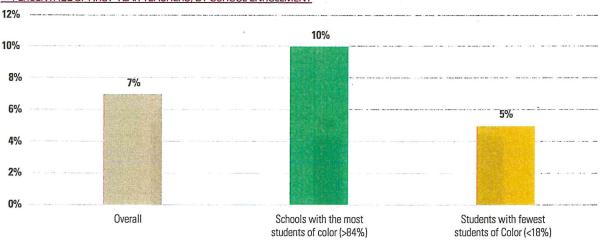
Source: Adequacy of Education Funding in Maryland, <u>Presentation to the Commission on Innovation and Excellence by Department of Legislative Services</u>

Office of Policy Analysis, January 9, 2017.

Schools serving the most students of color rely far more on inexperienced teachers.

Schools serving the most students of color have more than twice the share of first-year teachers than the schools serving the fewest students of color.



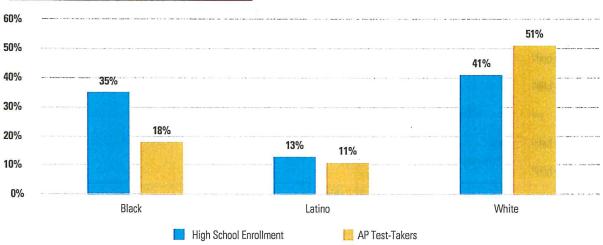


Source: The Education Trust analysis of data from the 2015-16 Civil Rights Data Collection and the 2015-16 Common Core of Data.

Black students are less likely to have access to Advanced Placement programs.

Black students represent 35% of high school students, but only 14% of AP test-takers in Maryland. White students, on the other hand, are 41% of high school students, but represent 54% of AP test-takers.

■ HIGH SCHOOL ENROLLMENT AND AP TEST TAKERS



Source: College Board, Archive Data-2016, AP Program Participation and Performance Data, Student Score Distributions 2016.

A RACE-FOCUSED EQUITY FRAMEWORK FOR EDUCATION REFORM IN MARYLAND

The state must explicitly address these inequities in opportunity and achievement by, for example:

- ✓ Ensuring that districts and schools serving high concentrations of students of color and low income students have the resources they need — from early childhood education opportunities, to a strong and diverse teacher workforce, to sufficient per pupil funding and equitable access to college and career readiness pathways.
- ✓ Making timely data on racial inequities in achievement and in access to critical resources transparent and readily available to parents, community members, researchers, and policymakers.
- ✓ Holding adults at every level accountable for disrupting these patterns of inequity through the state's school rating system, governance responsibilities, and other levers.

This document outlines inequities in opportunities in Maryland schools at only the highest level. Please see our fact sheets on inequities in access to early childhood education, high quality teachers and leaders, equitable funding, and rigorous college and career pathways for more detailed data documenting the problems, and for policy recommendations in each area.

My name is Catherine Carter from Let Them See Clearly Let Them See Clearly, a grassroots advocacy that works on policy and legislative changes. We successfully got all vision disorders recognized by schools in Maryland and nationwide. This past 2018 Maryland legislative session, we got passed bipartisan legislation to improve parent vision awareness (Atticus Act) and parent following up after a screening fail (Screening Reporting Bill). Our goal to improve identification of vision disorders and access to vision care. Imagine:

- A second-grade student squinting your eyes struggling to see the board, using the same trick to pass your kindergarten and first grade vision screenings. The next time you will be screened is 8th grade.
- A Health department screener each year keeps seeing the same students fail the vision screening and referred to an eye exam but say they still didn't get one.
- A nurse and calling parents telling them the child needs an eye exam and still the student lacks access to vision care, and you have no resources getting to child to see an eye doctor.
- A second teacher who has students who break, lose, never get their glasses and you can't find an eye
 doctor to take the vouchers or resources to bring the eye exams/ glasses to the school.
- An IEP team leader missing a student's vision disorder because you are following MSDE guidelines to use their K/1st/8th grade limited school vision screenings that misses more than 50% of vision disorders that an eye exam could diagnose.
- Being born with a cataract that causes visual strain and headaches, and fighting for four years for vision
 accommodations because your school was violating federal IDEA law because they thought only blindness
 and low vision were vision disorders.
- Imagine being one of the 98% visually impaired incarcerated youth at the Hickey School Facility whose vision problem was never discovered, accommodated, or treated.

Finally imagine being a child who fell on the playground at two and when you start kindergarten has words go blurry, double, and move on a page, whose parents are medicating you for ADHD, you pass the acuity screenings, teachers are telling you to concentrate, IEP teams are implementing behavior plans, and you fail at school thinking you are a bad kid. You don't know that your vision and pain isn't normal. That child was my son Atticus.

Eye exams/glasses need to be an integrated part of school-based health centers. We should never find it acceptable that any Maryland student is struggling because they don't have something as simple as a pair of glasses. However, that is exactly what is happening in our schools.

A John Hopkin's three-year study is finding in just Baltimore City alone:

- -11,768 out of 35,078 students screened failed a limited vision screening
- -6,041 got an eye exam / 5,727 students still need an eye exam
- -4,734 were found to need glasses. For many older students, this was the first time they had an eye exam/glasses.

The solution school district can refer students who failed a vision screening, referred by staff, or receiving special ed services via 504/IEP are referred for a comprehensive eye exam as defined. If the student lacks access to vision care, the school can use the eye exams/glasses program school-based health centers. It seems like a simple solution to a significant problem. I am asking that the Kirwan Commission send a very clear message to the General Assembly that making our students' vision should be an educational priority. If we continue to ignore that thousands of Maryland students who don't have glasses will equal diminished returns on educational outcomes.



Mission Statement

Let Them See Clearly, grassroots advocacy that works on policy and legislative changes to improve identification of vision disorders and access to vision care. We successfully got all vision disorders recognized by schools in Maryland and nationwide. We also initiated a Department of Defense Taskforce to study Tricare coverage for visual rehabilitation. This past 2018 Maryland legislative session, we got passed bipartisan legislation to improve parent vision awareness (Atticus Act) and parent following up after a screening fail (Screening Reporting Bill). We applaud Maryland and US Department of Education, Department of Defense, and lawmakers for seeing the importance of ensuring our students can see clearly.

For many struggling students, the answer may be as simple as a pair of glasses.

Vision disorders are the most common disability. However, 70% vision disorders are treatable/preventable, resulting in significant state cost savings. Increasing the number of students getting eye exams through health initiatives and school/health department/eye care provider partnerships will improve student performance, special education cost, and quality of life. Baltimore City created partnerships to provide eye exams and glasses to students. Doctor Leana Wen, former Health Commissioner at the Baltimore City Department of Health states, "25 percent of our schoolchildren needed glasses, but were not getting them. That's estimated to be 15,000 to 20,000 of our kids who'll end up having to look at the blackboard, and it's blurry, and they don't know why, and think that it's normal."

However, access to vision care isn't just a Baltimore City issue. School districts throughout the state have numerous students who lack access to vision care and do not have resources to initiated vision care partnerships. In Maryland, 15% of students fail the basic vision screening and ONLY 34% of report getting an eye exam. Studies show that 25% of children, 70% of students receiving special education services, and 98% of incarcerated youth at the Hickey School have a vision disorder.

Eye Exam Referrals for Students receiving Special Ed Services

Improve the number of eye exams for students receiving special ed services to avoid misidentification and undiagnosed vision disorders. Currently MSDE policy is to check a K, 1, 8/9th screening to rule out a vision disorder. Maryland screenings miss at least 50% of vision disorders, vision can change at any time, and most vision disorders develop in 2-4th grade, vital years for learning to read. Studies in Boston and Baltimore found that 85% of students failed a vision screening for at least one vision disorder that impacts learning, with highest numbers for students receiving special ed services.^{2 3}

A state public health initiative on vision, enabled through policy changes and allocated resources, will have significant impact on both quality of life and cost savings. Since 80% of learning is visual, we need to ensure a student can see what we are teaching by improving access to vision care. For many struggling students the solution may be as simple as a pair of glasses. It is time for state and federal lawmakers to enact change to address our vision needs.

¹ https://www.politico.com/magazine/story/2017/08/17/how-free-eyeglasses-are-boosting-test-scores-in-baltimore-215501

² Orfield, Antonia, OD, MA, FCOVD, "Vision Problems of Children in Poverty in an Urban School Clinic: Their Epidemic Numbers, Impact on Learning, and Approaches to Remediation", 2001

³ Harris, Paul, OD, "Learning-Related Visual Problems in Baltimore City: A Long-Term Program", 2002



BALTIMORE CITY BOARD OF SCHOOL COMMISSIONERS

Testimony of
Linda Chinnia, Vice-Chair of the
Baltimore City Board of School Commissioners
Before the
Commission on Innovation and Excellence in Education

November 29, 2018

The Baltimore City Board of School Commissioners appreciates this opportunity to present comments on the proposed draft recommendations of the Commission on Innovation and Excellence in Education ("Kirwan Commission"). The Kirwan Commission will shape the future delivery of education for many years to come.

As you are aware, Baltimore City Public Schools has a student population with enormous potential. As a Board we have set high expectations for our students. We expect all of our students to either graduate college and/or be career ready; this is why the Kirwan Commission's work is so important.

The school board would like to again bring attention to the Kirwan Commission that the Commission heard from the state's Department of Legislative Services that if the original Thornton funding was realized and not capped in 2008, as of fiscal year 2015, City Schools would have received, at a minimum, an additional \$290 million more. The State's sanctioned Adequacy Report found during that same time frame that City Schools needed an additional \$358 million to address adequacy. These numbers are startling and if received would have made a significant difference in the delivery of educational services in Baltimore City.

We are encouraged that the Kirwan Commission has recognized the need for a concentration of poverty weight. The Kirwan Commission understands that educating students in areas with concentrated poverty requires more resources, and by endorsing a concentration of poverty weight the Kirwan Commission shows it understands the unique challenges schools with concentrated poverty face. We look forward to further working with the Kirwan Commission in developing the actual weight and identifying the additional resources that are necessary for success, such as extended day, academic coaches, mental health supports and general healthcare, to name a few.

The school board strong recommends that in order for a school to qualify for additional concentrated poverty funding the floor be set at 50%, with even more additional support provided in schools where the rate reaches 75% and beyond. Implementing a sliding scale is imperative in order to substantially augment resources and account for relative degrees of concentrated poverty within schools.

While not yet finalized, \$236,784 was previously suggested as the amount that would be provided for each school in which a certain percentage of students are eligible for free or reduced price meals, with the mandate that these funds be used to hire a community schools coordinator and/or health practitioner. Additionally, \$2394 was suggested as the per pupil amount to provide services such as extended day and transportation aides, among others. The school board is alarmed by these amounts, as they are inadequate of what is needed to ensure the success of our most vulnerable students.

We are also encouraged that the Kirwan Commission is looking to identify a proxy for poverty. This is of utmost importance to City Schools because the prior determination of poverty has been the collection of free and reduced-price meal forms. The school district no longer collects such forms because it participates in the Community Eligibility Provision program. This program allows all students to eat for free. Under this program the school district relies on direct certification, which means low income is classified as the percentage of our students who receive federal and state assistance in programs such as Temporary Assistance for Needy Families and Supplemental Nutrition Assistance.

We know the Kirwan Commission will need to rectify how to count poverty because under direct certification a school district only needs to meet a 40% threshold of participation in the state and federal programs to allow all students to eat free. Using direct certification, Baltimore City's participation to establish the low-income percentage is approximately 55% in the 2017-18 school year. We all know this number is far too low. When the school district was collecting free and reduced-price meal applications, it was approximately 84% low income, which we believe is the more accurate number. One reason for this drop is that it may be reflective of our immigrant population not participating in the federal and state aid programs.

The school board found that when we went to direct certification four years ago, the poverty rate for Latino students dropped at twice the rate for other students, and over the past year, the poverty rate for this student population has declined even more. We all need to think through how to capture all low-income students, particularly the immigrant population. The school board has floated the idea of using a multiplier to aid in capturing low income students and a slightly higher multiplier to capture immigrant students. We have also suggested expanding the types of direct certification allowed in Maryland. Under federal law, states may include as part of the direct certification count families who qualify for WIC, Medicaid and Federal Foster Care; however, Maryland currently does not allow these programs within its count. Such a change may not capture all of the students, but by adding the additional indicators coupled with the multipliers it will aid in identifying the most needy.

The school board is further encouraged that the Kirwan Commission has recognized the importance of offering pre-k services. City Schools notes that funding for early childhood should be captured in the student base and allow for inclusion of all appropriate weights. An additional add-on to account for the cost of smaller class sizes and para-educators is equally important.

Additionally, the school board cannot discuss the recommendations without urging the Kirwan Commission to work with local school systems to identify facility challenges that may prevent them from implementing the recommendations in a robust manner.

As the Kirwan Commission grapples with the question of governance and accountability, we urge the Commission to encompass the need for a "like school" comparison. Specifically, any comparison of schools must be made with consideration to the student population. As an example, schools with similar poverty rates and special education student populations should be compared with similar schools. Without this, the ensuing result will be an inequitable governance and accountability system.

It should be noted that student transportation represents another issue that the Kirwan Commission has not yet fully addressed. As an urban district, City Schools faces significant costs and challenges associated with specialized transportation, particularly as these relate to homeless and special needs student populations. Again, this is a tremendous cost-driver that needs to be taken into consideration as a new funding formula is developed.

We are concerned that the Kirwan Commission's focus has been on attracting the best and brightest to the teaching profession, but lack any recommendations on retention strategies, other than the salary on the career ladder. We are also concerned that recommendations presented suggest the removal of the Praxis and to adopt a highly rigorous but untested exam such as edTPA or PPAT. While some Kirwan Commission members feel the current Praxis is not sufficiently rigorous, we remain concerned about the disproportionate screening effect that Praxis exams are having on candidates of color. Some national Praxis Core data show that Black and White test-takers have alarmingly different passage rates. While we would not want the state to lower the bar across the board for teachers, given the scale of their impact on students, we also would not want to prevent students from accessing effective teachers who are only held back by a test. We would like to see a two-prong approach with (1) more flexible standards and more local educational agency autonomy for issuing initial/conditional licenses followed by (2) raised standards for professional licensure that include evidence of effective practice and impact on student learning.

We are concerned that under the current recommendations those students that are not college and career ready by the end of 10th grade will not have the same opportunities as others that pass the examinations. There are many students that may have academic challenges but would excel in a CTE environment and provide them with the encouragement to stay in school.

Again, the Baltimore City Board of School Commissioners appreciates this opportunity to present its perspective and looks forward to working with the Kirwan Commission on these important issues.

Linda Chinnia Vice Chair 443-642-4095(o) Dawana Merritt Sterrette Director, Legislative and Government Affairs 443-642-4095(o) 443-250-0290(c)



Leading and Learning...Our Mission

Montgomery County Association of Administrators and Principals

30 West Gude Drive, Suite 100, Rockville, Maryland 20850 ❖ Tel: 301-762-8174 ■ Fax: 301-762-8179

Commission on Innovation and Excellence in Education November 29, 2018

Good afternoon Dr. Kirwan. My name is Anne Dardarian. I am the Vice-President of the Montgomery County Association of Administrators & Principals (MCAAP). Previously I served as the principal of Highland View Elementary in Silver Spring for nine years. MCAAP represents over 750 school-based, central office, and business operations administrators in Montgomery County Public Schools (MCPS). I offer this testimony on their behalf. We are grateful to you and to the commissioners for your commitment to education of our children in the State of Maryland.

MCAAP fully supports the on-going efforts of this commission. We would like to address the recommendation from Workgroup 2 that assistant principals and principals should teach 20% and 10% of their working hours respectively. While we recognize the Workgroup's intention to assure that administrators are fully involved and connected with teaching and learning in a school, it is our belief that these recommendations do not take into account the significant workload and responsibilities that administrators currently face. Administrators are not only responsible for ensuring there is high quality teaching and learning in order to maximize student achievement, they also are charged with a myriad of other responsibilities including safety and security, data analysis, planning for professional learning, school improvement, collaborating with staff to ensure a strong school climate, and addressing stakeholder concerns. Administrators assume a huge responsibility and their work routinely extends well beyond the regular school day as a result of the complexity of this role. By assigning administrators teaching responsibilities, which would include instructing, planning and potentially grading, administrators will not be able to complete their tasks in a timely manner and this will have a negative impact on the overall functioning of the school and an already less than optimal work-life balance.

As administrators we take our role as instructional leaders seriously. One recommendation from the Workgroup is for administrators to stay connected to teaching and learning. The best way to have that happen is for administrators to spend time observing and working with teachers and teacher leaders to identify appropriate supports for differentiated professional growth. An important administrative responsibility is to observe and analyze teaching, providing both positive and critical instructional feedback in the spirit of continuous improvement. MCPS' Professional Growth System (PGS) has been rightfully lauded by Work Group 2 as a model system. This system not only focuses on evaluation, but also on the attraction and retention of our workforce through job-embedded support and professional development. Teacher leaders and administrators are utilizing the PGS and supports to positively impact student achievement. In order to demonstrate our commitment to outstanding teaching and learning, the State of Maryland should seek to replicate this type of supportive system rather than reducing the amount of time administrators are available to provide instructional feedback to teachers.

MCAAP will continue to partner with all stakeholders committed to elevating outcomes and achievement for all Maryland students.



Parent Advocacy Consortium (PAC)

October 10, 2018

Dear Kirwan Commission,

The Parent Advocacy Consortium (PAC) is a grassroots organization of parents of children with disabilities. Our mission is to promote and protect the civil rights of our children.

In addition to our previous concerns presented to the Commission, we strongly urge the Commission to ensure that Local Education Agencies (LEA) are required to maintain current spending for special education through including a Maintenance of Effort (MOE) provision within the special education funding formula weight. All too often LEAs fail to prioritize equitable outcomes and high expectations for children with disabilities. We hold significant concern that without a MOE provision LEAs will redistribute spending currently allocated to special education and outcomes for our children will continue to remain well below that of their nondisabled peers. Our children with disabilities experience unconscionable delays in supports and decreased lifetime outcomes. Children with disabilities graduate at a fraction of the rate of children without disabilities, attend college at far fewer rates, and go on to experience decreased lifetime earning.

We strongly urge your support for closing the achievement gap and creating polices to fund special education at an amount that will improve rather than maintain the current unacceptable outcomes for these children. Effective interventions can alter the course of our children's futures.

Sarah Davis, F

Sarah Davis, Founder 3416 Blandford Way Davidsonville, Md. 21035 Cell: (702) 994-7848 sarah.rh.davis@gmail.com



Commission on Innovation and Excellence in Education Testimony: Julia Di Bussolo, Arts Every Day

Dr. Kirwan and Members of the Commission, my name is Julia Di Bussolo and I am the Executive Director of Arts Every Day, a non for profit that works in partnership with the Baltimore City Public School District, city arts organizations, and city-based teaching artists. I am here today to share the work of the Baltimore Arts Education Initiative.

For the past ten years, arts education in Baltimore City Public Schools has been on the decline. Currently, less than 20% of PK-8 students are enrolled in both visual art and music. Less than 7% of students are enrolled in dance or theatre courses. In neighboring Anne Arundel County, a district of similar enrollment, 100% of students receive a base of visual art, general and instrumental music instruction taught by a certified teacher every year.

In June 2018 the district adopted the Baltimore Arts Education Initiative (BAEI) Strategic Plan and five year implementation goals to meet COMAR standards and achieve equity and excellence in arts education for all Baltimore City public school students. The BAEI is the result of six months of dedicated work between October and June 2018 by more than 100 stakeholders, including students, parents, community members and organizations, principals, teachers, artists, City Council, and City Schools central office staff. Through direct engagement with the development and implementation of the plan, CEO Dr. Sonja Santelises and her staff have taken a proactive stance in addressing the gross inequities in arts education for City Schools. Arts education is seen as essential to the whole child component of the City Schools *Blueprint for Success*.

What is also clear, is that the inequities cannot be addressed without adequate state funding. All Maryland students deserve access to a world class education. Arts education – dance, media arts, music, theatre and visual arts – is an essential element of a well-rounded world class education. Maryland's educational funding formula should reflect and support what the State Board of Education, Maryland Department of Education (MSDE), and the legislature through COMAR recognize as part of that well-rounded education for every student. The state board in 1997 and again in 2017, confirmed standards-based Fine Arts in COMAR, as essential to a complete education for Maryland students. Unfortunately, the requirements remain an

unfunded mandate. The Commission on Innovation and Excellence in Education has the opportunity and responsibility to change that.

To this end we request that The Commission on Innovation and Excellence in Education consider the following:

- 1) include arts education within the base adequate funding formula to enable districts to provide an instructional program in Dance, Media Arts, Music, Theatre, and Visual Art as outlined in the Code of Maryland regulations (COMAR 13A.04.16);
- 2) Support a base funding formula that enables districts to support a student to arts teacher ratio:
 - o 150-450:1 per arts discipline at elementary school level;
 - o 750-900:1.5/2 per arts discipline at middle school level;
 - o 1200-2000:3/5 per arts discipline at high school level;
- 3) Align instructional systems to include standards, or curricular frameworks with embedded standards as stipulated in COMAR for core subjects. In Maryland, a core academic subject is one where students receive core content credit which includes Fine Arts: dance, media arts, music, theatre and visual arts.

As a Baltimore City parent, an arts advocate, and as a believer in public education I humbly ask you to make the COMAR arts education regulations a funded mandate so all of Maryland's children have the opportunity to learn in and through the arts.

Julia Di Bussolo, Executive Director
Julia@artseveryday.org
410-685-1172
www.artseveryday.org



TESTIMONY OF RICARDA EASTON ON BEHALF OF THE MARYLAND ALLIANCE OF PUBLIC CHARTER SCHOOLS

Public Hearing of the Commission on Innovation and Excellence in Education

November 29, 2018

Good afternoon. My name is Ricarda Easton and I am the President of the Board of the Maryland Alliance for Public Charter Schools. I am here today to speak on behalf of the 50 public charter schools in Maryland and the 22,000 students we educate every day in our state.

I would first like to thank each of you for your work and commitment to a bold vision of making "Maryland a top performing education system in the world." The Alliance applauds and supports this vision.

As you finalize your recommendations, however, I ask the Commission to include public charter schools in your final report for the following reasons:

- First, if you are to achieve your stated goal of addressing adequacy and equity for all public school student in Maryland, public charter schools must be included in your recommendations. There are 50 public charter schools in Maryland, serving 22,000 students across the state. As a result, if charter schools were a district, we would be the 16th largest district in the state! Your charge is to support all public schools and charter schools are public schools. Not to include public charter schools in your recommendations ignores 22,000 Maryland students and their families.
- Second, the Commission's name includes the words excellence and innovation, two
 words that are often used for public charter schools. Public charter schools have
 demonstrated excellence. In addition, since 2003, public charter schools have been
 innovating new educational models including innovative Montessori, STEM, college
 preparatory and international school models. In short, public charter schools have been
 innovating in Maryland for well over a decade. Let's acknowledge and build on this
 success!



• Finally, in your recent meetings, the Commission has had many discussions on how to ensure equity in all of your recommendations. In your discussions, the Commission has struggled to come up with specific recommendations on this critical issue. We believe that a recommendation that supports the sustainability and growth of public charter schools in Maryland would be a powerful way to address the tough issues of inequity in our public education system. Public charter schools in Maryland and the nation have demonstrated the ability to achieve results for low-income students of color. In addition, it allows all families to choose the educational model and academic climate they feel best fits the needs of their children. This is a choice that middle- and upper-income families have due to economics but, without the choice public charter schools provide, we are limiting the options for our low income students and their families.

The Alliance has specific recommendations for your report that I will not detail here but will share with you in writing. I conclude by asking the commission not to ignore the 22,000 public schools students and their families that are served by public charter schools and include recommendations to insure that all families have the option to choose the public school that is best for their child.

Thank you.

Career Pathways

every student. that City Schools is able to raise the academic achievement of career and seek ways to improve their effectiveness as a teacher so intervals encourages teachers to take control of their professional Under the current contract, a system of career pathways and salary





percent of African American Teachers

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Number and Percent of Teachers* by Race/Ethnicity and Gender Maryland Public Schools - October 2001

reported at the central office level	*Includes to the	Wicomico	Washington	Talbot		Somerset	St Manne's	Prince George's	Montgomery		Kent	Harrord	Garrett	Frederick		Dorchester	Cecil	Carroll	Caroline	Caledit	Baltimore Calvort	Baltimore City	Anne Arundel	Allegany	otal State	Agency	Local Education	■ Laboratory Control
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Table 5
Number and Percent of Teachers' by Race/Ethnicity and Gender
Maryland Public Schools: October 2007

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Table 5
Number and Percent of Teachers* by Race/Ethnicity and Gender
Maryland Public Schools: October 2017

Local Education			TW.	White			Black or African American	an Americ	3	or Alask Other P	acific Islan	or Alaska Native, Native Hawaiian or Other Pacific Islander, Two or More	allan or r More
Agency	Total	Total	Percent	Male	Female	Total		Allente und	3		Races)	es)	6
State Total	60,740	44,657	73.5	9	34 830	1000	LALCOM	Male	Female	Total	Percent	Wale	Female
Allegany	590	582	98.6	183	450	10,/33	17.7	2,445	8,310	5,328	00	1,014	4,314
Anne Arundel	5 505	A 050		1	0.74	C.	0.5	0	ω	O1	200	3	,
Baltimore City	0,000	4,009	86.8	883	3,976	370	6.6	74	296	388	n c	3 4	2
	4,818	2,233	45.4	605	1,628	2,021	411	AEO	100	000	0.0	0/	299
Baltimore	7,366	6,296	85.5	1,407	4.889	752	2	400	1,563	665	13.5	127	538
Calvert	998	920	92.2	177	743	7	10.2	1/2	581	317	4.3	72	245
Caroline	418	390	93.3	3	3	2	5.1	13	38	27	2.7	4	23
Carroll	1 233	1	00.0	70	308	17	4.1	ω	14	-1	08		
Caril	1,024	1,770	1.78	369	1,401	20	1.1	တ	14	3	5		,
Charles	1,180	1,095	92.8	220	875	40	3.4	12	28	i 6	1.0	0.10	22
Criaries	1,762	1,385	78.6	336	1,049	303	173	2	0.7	45	3.8	8	37
Dorchester	393	350	89.1	83	267	33	2.71	04	239	74	4.2	14	60
Frederick	2,646	2,464	93.1	539	1 925	3 8	0.4	14	19	10	2.5	ω	7
Garrett	286	282	98.6	3	300	02	2.3	8	\$	120	4.5	24	96
Harford	2,556	2,394	93.7	485	1 000	3 0	0.0	0	0	4	1.4	ω	_
Howard	4,294	3,520	82.0	708	3 700	8	3.7	23	72	67	2.6	12	55
Kent	149	133	80.3	27	7177	425	9.9	82	343	349	8.1	61	288
Montgomery	11 180	2005	1		106	10	6.7	3	7	တ	4.0	s	
Prince George's	9000	0,200	74.1	1,811	6,474	1,277	11.4	284	993	1,620	14.5	280	4 6
D	0,220	2,766	30.0	710	2,056	5,020	54.4	1.164	3 255		1.6	707	1,338
Anne's	520	490	94.2	99	391	1 55	۵	1	3,000	1,440	15.6	285	1,155
St. Mary's	1,077	962	89.3	204	758	65	5 -	5 -	9	14	2.7	4	10
SEED School	4	26	59.1	œ	1 A	1 8	0.0	13	52	50	4.6	9	41
Somerset	238	209	87.8	4	à	4	31.8	6	00	4	9.1	_	w
Talbot	318	295	000	4 8	165	26	10.9	11	15	ω	1.3	0	s (
Washington	1 430	1 201	26.0	00	229	16	5.0	4	12	7	3	,	
Wicomico	1 140	1,00	90.7	321	1,070	12	0.8	6	6	25	2		4
Worcester	580	1,026	0.80	214	808	77	6.7	14	ගු	43	מ מ	1 -	29
			0.20	108	432	29	5.0	4	SE.				90

^{*} Includes teachers reported at the central office level

EXPERIMENTAL ESTIMATES OF EDUCATION PRODUCTION FUNCTIONS*

ALAN B. KRUEGER

This paper analyzes data on 11,600 students and their teachers who were randomly assigned to different size classes from kindergarten through third grade. Statistical methods are used to adjust for nonrandom attrition and transitions between classes. The main conclusions are (1) on average, performance on standardized tests increases by four percentile points the first year students attend small classes; (2) the test score advantage of students in small classes expands by about one percentile point per year in subsequent years; (3) teacher aides and measured teacher characteristics have little effect; (4) class size has a larger effect for minority students and those on free lunch; (5) *Hawthorne* effects were unlikely.

I. INTRODUCTION

The large literature on the effect of school resources on student achievement generally finds ambiguous, conflicting, and weak results. Even quantitative summaries of the literature tend to reach conflicting conclusions. For example, based on the fact that most estimates of the effect of school inputs on student achievement are statistically insignificant, Hanushek [1986] concludes, "There appears to be no strong or systematic relationship between school expenditures and student performance." By contrast, Hedges et al. [1994] conduct a meta-analysis of (a subset of) the studies enumerated by Hanushek and conclude, "the data are more consistent with a pattern that includes at least some positive relation between dollars spent on education and output, than with a pattern of no effects or negative effects."

Much of the uncertainty in the literature derives from the fact

^{*} I thank Helen Bain, a founder and principal director of Project STAR, for providing me with the data used in this study, Jayne Zaharias, DeWayne Fulton, and Van Cain for answering several questions regarding the data, and Jessica Baraka, Aaron Saiger, and Diane Whitmore for providing outstanding research assistance. The STAR data have been collected and maintained by the Center of Excellence for Research in Basic Skills at Tennessee State University. The STAR data are available from www.telalink.net/~heros. Helpful comments on my research were provided by Charles Achilles, Jessica Baraka, Ronald Ehrenberg, William Evans, Jeremy Finn, John Folger, Victor Fuchs, Joseph Hotz, Lawrence Katz, Cecilia Rouse, James P. Smith, two referees, and seminar participants at the Milken Institute, Massachusetts Institute of Technology, National Bureau of Economic Research, Princeton University, Vanderbilt University, University of California at Los Angeles, the Kennedy School (Harvard University), the London School of Economics, Stockholm University, the Econometric Society, World Bank, and Society of Labor Economists. Financial support was provided by the National Institute of Childhood Health and Development.

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that the appropriate specification—including the functional form, level of aggregation, relevant control variables, and identification—of the "education production function" is uncertain. Some specifications do consistently yield significant effects, however. Notably, estimates that use cross-state variation in school resources typically find positive effects of school resources, whereas studies that use within-state data are more likely to find insignificant or wrong-signed estimates (see Hanushek [1996]).2 Many of these specification issues arise because of the possibility of omitted variables, either at the student, class, school, or state level. Moreover, functional form issues are driven in part by concern for omitted variables, as researchers often specify education production functions in terms of test-score changes to difference out omitted characteristics that might be correlated with school resources (although such differencing could introduce greater problems if the omitted characteristics affect the trajectory of student performance). A classical experiment, in which students are randomly assigned to classes with different resources, would help overcome many of these specification issues and provide guidance for observational studies.

This paper provides an econometric analysis of the only large-scale randomized experiment on class size ever conducted in the United States, the Tennessee Student/Teacher Achievement Ratio experiment, known as Project STAR. Project STAR was a longitudinal study in which kindergarten students and their teachers were randomly assigned to one of three groups beginning in the 1985–1986 school year: small classes (13–17 students per teacher), regular-size classes (22–25 students), and regular/aide classes (22–25 students) which also included a full-time teacher's aide. After their initial assignment, the design called for students to remain in the same class type for four years. Some 6000–7000 students were involved in the project each year. Over all four years, the sample included 11,600 students from 80 schools. Each school was required to have at least one of each class-size type, and random assignment took place within schools. The students

^{1.} There is also debate over what should be the appropriate measure of school outputs (see Card and Krueger [1996]). Whereas education researchers tend to analyze standardized test scores, economists tend to focus on students' educational attainment and subsequent earnings.

^{2.} Hanushek attributes this difference to omitted state-level variables that bias the state-level studies, although it is possible that endogenous resource decisions within states (e.g., assignment of weaker students to smaller classes as required by compensatory education) bias the within-state micro-data estimates, and that the interstate estimates are unbiased.

were given a battery of standardized tests at the end of each school year. In a review article Mosteller [1995] described Project STAR as "a controlled experiment which is one of the most important educational investigations ever carried out and illustrates the kind and magnitude of research needed in the field of education to strengthen schools."

The STAR data have been examined extensively by an internal team of researchers. This analysis has found that students in small classes tended to perform better than students in larger classes, while students in classes with a teacher aide typically did not perform differently than students in regular-size classes without an aide (see Word et al. [1990], Finn and Achilles [1990], and Folger and Breda [1989]). Past research primarily consists of comparisons of means between the assignment groups, and analysis of variance at the class level. In this research, little attention has been paid to potential threats to the validity of the experiment or to the longitudinal structure of the data.

As in any experiment, there were deviations from the ideal experimental design in the actual implementation of Project STAR. First, students in regular-size classes were randomly assigned again between classes with and without full-time aides at the beginning of first grade, while students in small classes continued on in small classes, often with the same set of classmates. Re-randomization was done to placate parents of children in regular classes who complained about their children's initial assignment. Because analysis of data for kindergartners did not indicate a significant effect of a teacher aide on achievement in regular-size classes, it was felt that this procedure would create few problems. But if the constancy of one's classmates influences achievement, then the experimental comparison after kindergarten is compromised by the re-randomization.

A second limitation of the experiment is that approximately 10 percent of students switched between small and regular classes between grades, primarily because of behavioral problems or parental complaints. These nonrandom transitions could also compromise the experimental results. Furthermore, because some students and their families naturally relocate during the school year, actual class size varied more than intended in small classes (11 to 20) and in regular classes (15 to 30). Finally, as in most

^{3.} If a school had more than one small class, students could be moved between small classes.

longitudinal studies of schooling, sample attrition was common—half of students who were present in kindergarten were missing in at least one subsequent year. And some students may have nonrandomly switched to another public school or enrolled in private school upon learning their class-type assignments. These limitations of the experiment have not been adequately addressed in previous work.

This paper has three related goals. First, to probe the sensitivity of the experimental estimates to flaws in the experimental design. Second, to use the experiment to identify an appropriate specification of the education production function to estimate with nonexperimental data. Third, to use the experimental results to interpret estimates from the literature based on observational data. The conclusion makes a rough attempt to compare the benefits and costs of reducing class size from 22 to 15 students.

II. BACKGROUND ON PROJECT STAR AND DATA

A. Design and Implementation

Project STAR was funded by the Tennessee legislature, at a total cost of approximately \$12 million over four years.4 The Tennessee legislature required that the study include students in inner-city, suburban, urban, and rural schools. The research was designed and carried out by a team of researchers at Tennessee State University, Memphis State University, the University of Tennessee, and Vanderbilt University. To be eligible to participate in the experiment, a public school was required to sign up for four years and be large enough to accommodate at least three classes per grade, so within each school students could be assigned to a small class (13-17), regular class (22-25 students), or regular plus a full-time aide class.⁵ The statewide pupil-teacher ratio in kindergarten in 1985-1986 was 22.3, so students assigned to regular classes fared about as well as the average student in the state [Word et al. 1990]. Schools with more than 67 students per grade had more than three classes. One limitation of the comparison between regular and regular/aide classes is that in grades 1-3 each regular class had the services of a part-time aide 25-33

^{4.} This section draws heavily from Word et al. [1990] and Folger [1989].
5. Participating schools had an average per-pupil expenditure in 1986–1987 of \$2724, compared with the statewide average of \$2561.

percent of the time on average, so the variability in aide services was restricted.⁶

The cohort of students who entered kindergarten in the 1985–1986 school year participated in the experiment through third grade. Any student who entered a participating school in a relevant grade was added to the experiment, and participating students who repeated a grade, skipped a grade, or left the school exited the sample. Entering students were randomly assigned to one of the three types of classes (small, regular, or regular/aide) in the summer before they began kindergarten. Students were typically notified of their initial class assignment very close to the beginning of the school year. Students in regular classes and in regular/aide classes were randomly reassigned between these two types of classes at the end of kindergarten, while students initially in small classes continued on in small classes. Notice, however, that results from the kindergarten year are uncontaminated by this feature of the experiment.

Because kindergarten attendance was not mandatory in Tennessee at the time of the study, many new students entered the program in first grade. Additionally, students were added to the sample over time because they repeated a grade or because their families moved to a school zone that included a participating school. In all, some 2200 new students entered the project in first grade and were randomly assigned to the three types of classes. Another 1600 and 1200 new students entered the experiment in the second and third grades, respectively. Newly entering students were randomly assigned to class types, although the uneven availability of slots in small and regular classes often led to an unbalanced allocation of new students across class types.

A total of 11,600 children were involved in the experiment over all four years. After third grade, the experiment ended, and all students were assigned to regular-size classes. Although data have been collected on students through ninth grade, the present study only has access to data covering grades K-3. Data were

^{6.} The reason that regular classes often had a teacher aide is that the ethic underlying the study was that students in the control group (i.e., regular classes) would not be prevented from receiving resources that they ordinarily would receive.

^{7.} The procedure for randomly assigning students was as follows. Each school prepared an alphabetized enrollment list. Algorithms were centrally prepared which assigned every kth student to a class type; the algorithm was tailored to the number of enrolled students. A random starting point was used by each school to apply the algorithm. The schools were audited to ensure that they followed procedures for random assignment.

collected on students each fall and spring during the experiment. Class type is based on the class attended in the fall. All students who attended a STAR class in either the fall or spring are included in the database.

Unfortunately, the STAR data set does not contain students' original class type assignments resulting from the randomization procedure; only the class types that students actually were enrolled in each year are available. It is possible that some students were switched from their randomly assigned class to another class before school started or early in the fall. To determine the frequency of such switches, we obtained and (double) entered data on the initial random assignments from the actual enrollment sheets that were compiled in the summer prior to the start of kindergarten for 1581 students from 18 participating STAR schools. 8 It turns out that only 0.3 percent of students in the experiment were not enrolled in the class type to which they were randomly assigned in kindergarten. Moreover, only one student in this sample who was assigned a regular or regular/aide class enrolled in a small class. Consequently, in the analysis below, we will refer to the class type in which students are enrolled during the first year they enter the experiment as their initial random assignment.

A limitation of the experiment is that baseline test score information on the students is not available, so one cannot examine whether the treatment and control groups "looked similar" on this measure before the experiment began. Nonetheless, if the students were successfully randomly assigned between class types, one would expect those assigned to small- and regular-size classes to look similar along other measurable dimensions at base line. Tables I and II provide some evidence on the differences among students assigned to the three class types.

Table I disaggregates the data into waves, based upon the grade the students entered the program, because this was the first time the students were randomly assigned to a class type. The sample consists of all students who were enrolled in a STAR class when the fall or spring data were collected. Sample means by class type for several variables are presented. As one would expect, students assigned to small classes had fewer students in their class than those in regular classes, on average. There are small

^{8.} I thank Jayne Zaharias for providing the enrollment sheets. The sample I analyze excludes twins; schools were allowed to assign twins to the same class if that was the school's ordinary practice.

TABLE I
COMPARISON OF MEAN CHARACTERISTICS OF TREATMENTS AND CONTROLS:
UNADJUSTED DATA

A. Students who e	ntered ST	'AR in kind	ergarten ^b	
Variable	Small	Regular	Regular/Aide	Joint P-Valueª
1. Free lunch ^c	.47	.48	.50	.09
2. White/Asian	.68	.67	.66	.26
3. Age in 1985	5.44	5.43	5.42	.32
4. Attrition rated	.49	.52	.53	.02
5. Class size in kindergarten	15.1	22.4	22.8	.00
6. Percentile score in kindergarten	54.7	49.9	50.0	.00
B. Students who	entered S	TAR in firs	st grade	
1. Free lunch	.59	.62	.61	.52
2. White/Asian	.62	.56	.64	.00
3. Age in 1985	5.78	5.86	5.88	.03
4. Attrition rate	.53	.51	.47	.07
Class size in first grade	15.9	22.7	23.5	.00
6. Percentile score in first grade	49.2	42.6	47.7	.00
C. Students who en	ntered ST	AR in seco	nd grade	
1. Free lunch	.66	.63	.66	.60
2. White/Asian	.53	.54	.44	.00
3. Age in 1985	5.94	6.00	6.03	.66
4. Attrition rate	.37	.34	.35	.58
5. Class size in third grade	15.5	23.7	23.6	.01
6. Percentile score in second grade	46.4	45.3	41.7	.01
D. Students who e	ntered S7	AR in thir	d grade	
1. Free lunch	.60	.64	.69	.04
2. White/Asian	.66	.57	.55	.00
3. Age in 1985	5.95	5.92	5.99	.39
4. Attrition rate	NA	NA	NA	NA
5. Class size in third grade	16.0	24.1	24.4	.01
6. Percentile score in third grade	47.6	44.2	41.3	.01

a. p-value is for F-test of equality of all three groups.

b. Sample size in panel A ranges from 6299 to 6324, in panel B ranges from 2240 to 2314, in panel C ranges from 1585 to 1679, and in panel D ranges from 1202 to 1283.

c. Free lunch pertains to the fraction receiving a free lunch in the first year they are observed in the sample (i.e., in kindergarten for panel A; in first grade in panel B; etc.) Percentile score pertains to the average percentile score on the three Stanford Achievement Tests the students took in the first year they are observed in the sample.

d. Attrition rate is the fraction that ever exits the sample prior to completing third grade, even if they return to the sample in a subsequent year. Attrition rate is unavailable in third grade.

TABLE II
P-values for Tests of Within-School Differences among Small, Regular,
AND REGULAR/AIDE CLASSES

Variable		Grade entered	STAR program	
	K	1	2	3
1. Free lunch	.46	.29	.58	.18
2. White/Asian	.66	.28	.15	.21
3. Age	.38	.12	.48	.40
4. Attrition rate	.01	.07	.58	NA
5. Actual class size	.00	.00	.00	.00
6. Percentile score	.00	.00	.46	.00

Each p-value is for an F-test of the null hypothesis that assignment to a small, regular, or regular/aide class has no effect on the outcome variable in that grade, conditional on school of attendance.

All rows except 4 pertain to the first grade in which the student entered the STAR program. The attrition rate in row 4 measures whether the student ever left the sample after initially being observed.

differences in the fraction of students on free lunch, the racial mix, and the average age of students in classes of different size, although some of these differences are statistically significant (see rows 1–4).⁹ Because random assignment was only valid within schools, these differences suggest the importance of controlling for school effects as is done in Table II.

Table II presents *p*-values for joint *F*-tests of the differences among small, regular, and regular/aide classes for the variables presented in Table I. Unlike results reported in Table I, these p-values are conditional on school effects. None of the three background variables displays a statistically significant association with class-type assignment at the 10 percent level, which suggests that random assignment produced relatively similar groups in each class size, on average. As an overall test of random assignment, I regressed a dummy variable indicating assignment to a small class on the three background measures in rows 1-3 and school dummies. For each wave, the student characteristics had no more than a chance association with class-type assignment. Furthermore, if the same regression model is estimated for a sample that pools all four entering waves of students together, the three student characteristics are still insignificantly related to assignment to a small class (p-value = .58). Within schools, there

^{9.} To be precise, the fraction on free lunch actually measures the fraction who receive free or reduced-price lunch.

is no apparent evidence that initial assignment to class types was correlated with student characteristics.

To check whether teacher assignment was independent of observed teacher characteristics, I regressed each of three teacher characteristics (experience, race, or education) on dummies indicating the class type the teachers were assigned to and school dummies, and then performed an *F*-test of the hypothesis that the class-type dummies jointly had no effect. These regressions were calculated for each of the four grade levels, so there was a total of twelve regressions. In each case, the *p*-value for the class-type dummies exceeded .05.¹⁰ These results are as one would expect with random assignment of teachers to the different class types.

There was a high rate of attrition from the project. Only half the students who entered the project in kindergarten were present for all grades K-3. For the kindergarten cohort, students in small classes were three-four percentage points more likely to stay in the sample than those in regular-size classes. This pattern was reversed among those who entered in first grade, however. Attrition could occur for several reasons, including students moving to another school, students repeating a grade, and students being advanced a grade. Although I lack data on retention rates for the early grades, Word et al. [1990] report that over the four years of the project, 19.8 percent of students in small classes were retained, while 27.4 percent of students in regular classes were retained. This is consistent with the lower attrition rate of students in small classes. Some of the analysis that follows makes a crude attempt to adjust for possible nonrandom attrition.

It is virtually impossible to prescribe the exact number of students in a class: families move in and out of a school district during the course of a year; students become sick; and varying numbers of students are enrolled in schools. As a result, in some cases actual class size deviated from the intended ranges. Table III reports the frequency distribution of class size for first graders, by assignment to small, regular, or regular/aide classes. Although students assigned to small classes clearly were more likely to attend classes with fewer students, there was considerable variability in class size within each class-type assignment, and some overlap between the distributions.

^{10.} In two cases the *p*-value was less than .10. Third grade teachers assigned to small classes were less likely to have a master's degree or higher than were teachers assigned regular-size classes, and first grade teachers in small classes had two more years of experience than those in regular-size classes (although less experience than those in regular/aide classes).

TABLE III

DISTRIBUTION OF CHILDREN ACROSS ACTUAL CLASS SIZES BY RANDOM ASSIGNMENT
GROUP IN FIRST GRADE

Actual class size	Assig	Assignment group in first grade					
in first grade	Small	Regular	Aide				
12	24	0	0				
13	182	0	0				
14	252	0	0				
15	465	0	0				
16	256	16	0				
17	561	17	0				
18	108	36	0				
19	57	76	57				
20	20	200	120				
21	0	378	378				
22	0	594	329				
23	0	437	460				
24	0	384	264				
25	0	175	225				
26	0	130	234				
27	0	54	108				
28	0	28	56				
29	0	29	58				
30	0	30	30				
Average class size	15.7	22.7	23.4				

Actual class was determined by counting the number of students in the data set with the same class identification.

It is also virtually impossible to prevent some students from switching between class types over time. Table IV shows a transition matrix between class types for students who continued from K-1, 1-2, and 2-3 grades. If students remained in their same class type over time, all the off-diagonal elements would be zero. The re-randomization of students in regular classes in first grade is apparent in panel A. But in second and third grades, when students were supposed to remain in their same type of class, 9-11 percent of students switched class-size types. Students were moved between class types because of behavioral problems or, in some cases, parental complaints. Obviously, if the movement between class types was associated with student characteristics (e.g., students with stronger academic backgrounds more likely to move into small classes), these transitions would bias a simple comparison of outcomes across class types.

TABLE IV
TRANSITIONS BETWEEN CLASS-SIZE IN ADJACENT GRADES
NUMBER OF STUDENTS IN EACH TYPE OF CLASS

A. Kindergarten to first	grade	il v = +		ı			
	First grade						
Kindergarten	Small	Regular	Reg/aide	All			
Small	1292	60	48	1400			
Regular	126	737	663	1526			
Aide	122	761	706	1589			
All	1540	1558	1417	4515			
B. First grade to second	grade						
		Second	l grade	т _			
First grade	Small	Regular	Reg/aide	All			
Small	1435	23	24	1482			
Regular	152	1498	202	1852			
Aide	40	115	1560	1715			
All	1627	1636	1786	5049			
C. Second grade to third	grade						
±1		Third	grade	,			
Second grade	Small	Regular	Reg/aide	All			
Small	1564	37	35	1636			
Regular	167	1485	152	1804			
Aide	40	76	1857	1973			
All	1771	1598	2044	5413			

To address this potential problem, and the variability of class size for a given type of assignment, in some of the analysis that follows *initial* random assignment is used as an instrumental variable for actual class size.

B. Data and Standardized Tests

Students were tested at the end of March or beginning of April of each year. The tests consisted of the Stanford Achievement Test (SAT), which measured achievement in reading, word recognition, and math in grades K-3, and the Tennessee Basic Skills First (BSF) test, which measured achievement in reading and math in grades 1-3. The tests were tailored to each grade level. Because there are no natural units for the test results, I scaled the test scores into percentile ranks. Specifically, in each grade level the regular and regular/aide students were pooled

together, and students were assigned percentile scores based on their raw test scores, ranging from 0 (lowest score) to 100 (highest score). A separate percentile distribution was generated for each subject test (e.g., Math-SAT, Reading-SAT, Word-SAT, etc.). For each test I then determined where in the distribution of the regular-class students every student in the small classes would fall, and the students in the small classes were assigned these percentile scores. Finally, to summarize overall achievement, the average of the three SAT percentile rankings was calculated. If the performance of students in the small classes was distributed in the same way as performance of students in the regular classes, the average percentile score for students in the small classes would be 50.

An examination of the correlations among the tests indicates that the strongest correlations typically are between tests of the same subject matter; for example, in second grade the SAT and BSF reading tests have a correlation of .80. Tests of the same subjects tend to have a higher correlation from one grade to the next than tests of different subjects. The SAT and BSF tests are also highly correlated with each other: the correlation between the average SAT percentile and average BSF percentile is .79 in first grade and .85 in second grade. For most of the subsequent analysis, the SAT exam is the primary focus of study because this test has been used on a national level for a long period of time. The main findings are similar for the BSF test, however.

The average of the three SAT exams by class type is presented in the last row of Table I. Figure I displays the kernel density of the average test score distributions for students in small and regular classes at each grade level. ¹² In all grades, the average student in small classes performed better on this summary test measure than did those in regular or regular/aide classes. There does not seem to be a very strong or consistent effect of the teacher aide, however. The rest of the paper probes the robustness of these findings.

12. Note that because we have averaged over three percentile scores, the distributions are not uniform for students assigned to regular classes.

^{11.} Formally, denote the cumulative distribution of scores on test j (denoted T^j) of students in the regular and regular/aide classes as $F^R(T^j) = \operatorname{prob} [T^j_{Ri} < T^j] = y^j$. For each student i in a small class, we then calculated $F^R(T^j_{Si}) = y^j_{Si}$. Naturally, the distribution of y^j for students in regular classes follows a uniform distribution. We then calculated the average of the three (or two for BSF) percentile rankings for each student. If one subtest score was missing, we took the average of the two percentiles that were available; and if two were missing, we used the percentile score corresponding to the only available test.

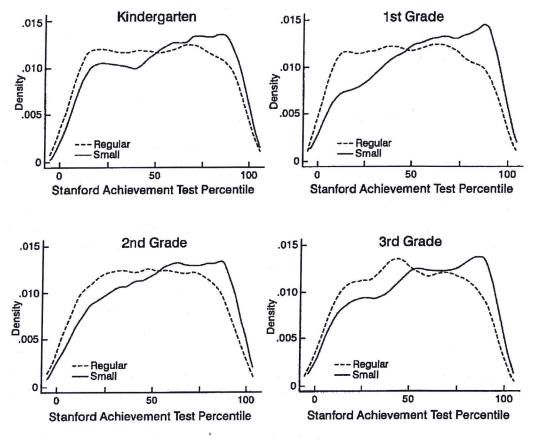


FIGURE I
Distribution of Test Percentile Scores by Class Size and Grade

Observe also that the average test score of students in all class types tends to be lower for those who entered the experiment in higher grades. This pattern is likely to reflect the fact that kindergarten was optional and higher-achieving students were more likely to attend kindergarten, as well as the tendency of lower-achieving students to be retained and disproportionately added to the sample at higher grade levels. Because of this feature of the data, I control for the grade in which the student entered Project STAR in some of the analysis below.

The Appendix presents means for several variables that are available in the data set.

III. STATISTICAL MODELS

To see the advantage of a randomized experiment in estimating the effect of school resources on student achievement, consider the following general model:

$$(1) Y_{ij} = aS_{ij} + bF_{ij} + \varepsilon_{ij},$$

where Y_{ij} is the achievement level of student i in school j, S_{ij} is a vector of school characteristics, F_{ij} is a vector representing the family background of the student, and ε_{ij} is a stochastic error component. In principle, S_{ij} and F_{ij} include information cumulated over the student's life; for example, classroom size and teacher qualifications for each year the student attended school. The entire history of family background variables and school resources may contribute to students' achievement in a given year. In addition, children's unobserved inherent ability may contribute to their achievement. In any actual application we will generally lack data on some relevant school, family, or student characteristics. These omitted variables will then appear in the error term. If the omitted variables are correlated with the included variables, then the estimated parameters will be biased.

If a school characteristic such as class size is determined by random assignment, however, it will be independent of the omitted variables. Thus, with random assignment, a simple comparison of mean achievement between children in small and large classes provides an unbiased estimate of the effect of class size on achievement.

We begin analyzing the STAR data by estimating the following regression equation for students in each grade level:

(2)
$$Y_{ics} = \beta_0 + \beta_1 SMALL_{cs} + \beta_2 REG/A_{cs} + \beta_3 X_{ics} + \alpha_s + \varepsilon_{ics},$$

where Y_{ics} is the average percentile score on the SAT test of student i in class c at school s, $SMALL_{cs}$ is a dummy variable indicating whether the student was assigned to a small class that year, REG/A_{cs} is a dummy variable indicating whether the student was assigned to a regular-size class with an aide that year, and X_{ics} is a vector of observed student and teacher covariates (e.g., gender). The independence between class-size assignment and other variables is only valid within schools, because randomization was done within schools. Consequently, a separate dummy variable is included for each school to absorb the school effects, α_s .

The equation is estimated by ordinary least squares (OLS). In calculating the standard errors, however, the error term ε_{ics} is modeled in a components-of-variance framework. Specifically, ε_{ics} is assumed to consist of two components: $\varepsilon_{ics} = \mu_{cs} + \varepsilon'_{ics}$, where μ_{cs} is a class-specific random component that is common to all members of the same class, and ε'_{ics} is an idiosyncratic error term. The class-specific component μ_{cs} may exist because of unobserved

teacher characteristics, or because some students may exert a common influence over others in the class.

Because several students were reassigned to different classes after their initial random assignment, in part based on their performance, equation (1) was also estimated using dummies indicating students' *initial* assignment the first year they entered the program, rather than their actual assignment each year. Models including initial assignment are labeled "reduced-form" models, because one can think of initial assignment as an excluded variable that is correlated with actual class size. The initial assignment and actual assignment variables are identical in kindergarten, so the OLS and reduced-form estimates are identical for kindergarten students.

Regression results are presented in Table V.¹³ Columns 1–4 use actual assignment, and columns 5–8 use initial class assignment. Columns 1 and 5 omit the school dummies. As earlier analyses of the data have found, students in small classes tend to perform better than those in regular and regular/aide classes. Here, the gap in average performance is about 5 percentile points in kindergarten, 8.6 points in first grade, and 5–6 points in second and third grade. Columns 2 and 6 add unrestricted school dummies to the model. In three of four grades, including the school dummies leads to a slight increase in the effect of being assigned to a small class.

If class size were truly randomly assigned, including additional exogenous variables would not significantly alter the coefficient on the class-size dummies. In fact, including covariates seems to have a very modest effect on the class-size coefficients conditional on school effects. The student characteristics in columns 3 and 5 add considerable explanatory power. White and Asian students tend to score eight percentile points higher than black students in kindergarten, and this gap is about six points in third grade. Students on free lunch score thirteen percentile points less than those not on free lunch, and girls score three—four points higher than boys in each grade level.

The teacher characteristics have notably weak explanatory power. Teacher education—as proxied by a dummy indicating

^{13.} The robust standard errors are about two-thirds larger than the OLS standard errors. The estimated standard deviation of the class effects (μ_{cs}) is about 8 in the models in column 4.

^{14.} Ninety-nine percent of the students are white or black. The small number of Asian students are included with white students in the analysis. The small number of hispanic students and others are included with the black students.

whether the teacher has a master's degree—does not have a systematic effect. Hardly any of the teachers are male, so the gender results are not very meaningful. Teacher experience has a small, positive effect. Experimentation with a quadratic in experience indicated that the experience profile tends to peak at about

TABLE V
OLS AND REDUCED-FORM ESTIMATES OF EFFECT OF CLASS-SIZE ASSIGNMENT ON
AVERAGE PERCENTILE OF STANFORD ACHIEVEMENT TEST

. d - n - 3	0	LS: act	ual class	size	Reduced form: initial class size			
Explanatory variable	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
			A. Kinde	rgarten				
Small class		5.37 (1.26)	5.36 (1.21)		4.82 (2.19)		5.36 (1.21)	5.37 (1.19)
Regular/aide class	.12 (2.23)	.29 (1.13)	.53 (1.09)		.12 (2.23)	.29 (1.13)	.53 (1.09)	.31 (1.07)
White/Asian (1 = yes		, - ,	8.35 (1.35)	8.44 (1.36)	_	_	8.35 (1.35)	8.44 (1.36)
Girl (1 = yes)		-	4.48 (.63)	4.39 (.63)	1 2	- , .,	4.48 (.63)	4.39 (.63)
Free lunch (1 = yes)	rd .	_	-13.15 (.77)	(.77)	_		-13.15 (.77)	-13.07 (.77)
White teacher	_	-		57 (2.10)		. —	-	57 (2.10)
Teacher experience		×	1	.26 $(.10)$		_	ē	.26 (.10)
Master's degree	, 	_	_	51 (1.06)		_		51 (1.06)
School fixed effects R^2	No .01	Yes .25	Yes .31	Yes .31	No .01	Yes .25	Yes .31	Yes .31
			B. First	grade				
Small class	8.57	$8.43 \\ (1.21)$	7.91 (1.17)	7.40	7.54 (1.76)	7.17 (1.14)	6.79 (1.10)	6.37 (1.11)
Regular/aide class	3.44	2.22 (1.00)	2.23 (0.98)	1.78	1.92 (1.12)	1.69	1.64 (0.76)	1.48 (0.76)
White/Asian (1 = yes)	_	_	6.97 (1.18)	6.97 (1.19)		_	6.86 (1.18)	6.85
Girl(1 = yes)	_	1-1	3.80	3.85 (.56)	_	-	3.76 (.56)	3.82
Free lunch (1 = yes)	-			-13.61 (.87)	-	. -		-13.77 (.87)
White teacher	· —	_		-4.28 (1.96)		_		-4.40 (1.97)
Male teacher	_		_	11.82 (3.33)		_	-	13.06 (3.38)
Teacher experience	_	_	–	.05 (0.06)	_	_	_	.06
Master's degree		×		.48	3.		_	.63 (1.09)
School fixed effects \mathbb{R}^2	No .02	Yes .24	Yes .30	Yes .30	No .01	Yes .23	Yes .29	Yes .30

TABLE V (CONTINUED)

f			(001,11					
Eleve et e	C	LS: ac	tual class	size	Redu	ced for	m: initial (class size
Explanatory variable	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
			C. Secon	d grade				
Small class	5.93 (1.97)	6.33 (1.29)	5.83 (1.23)	5.79 (1.23)	5.31 (1.70)	5.52 (1.16)	5.27 (1.10)	5.26 (1.10)
Regular/aide class	1.97	1.88 (1.10)	1.64 (1.07)	1.58	.47 (1.23)	1.44	1.16	1.18 (0.81)
White/Asian (1 = yes)		_	6.35 (1.20)	6.36 (1.19)	-	_	6.27 (1.21)	6.29 (1.20)
Girl(1 = yes)	-	_	3.48 (.60)	3.45	_	-	3.48 (.60)	3.44 (.60)
Free lunch (1 = yes)	_	-	-13.61 (.72)	-13.61 $(.72)$	_		-13.75 (.73)	-13.77 (.73)
White teacher	· -			.39 (1.75)	_	-	_	.43 (1.76)
Male teacher	_	_	;	1.32 (3.96)	_	77		.82 (4.23)
Teacher experience	_	_	_	.10		-	_	.10
Master's degree		_		-1.06 (1.06)	_	_	_	-1.16 (1.05)
School fixed effects \mathbb{R}^2	No .01	Yes .22	Yes .28	Yes .28	No .01	Yes .21	Yes .28	Yes .28
			D. Third	grade				
Small class	5.32 (1.91)	5.58	5.01 (1.19)	5.00 (1.19)	5.51 (1.46)	5.42 (1.08)	5.30 (1.03)	5.24 (1.04)
Regular/aide class	22 (1.95)	16	33 (1.11)	75	30 (1.17)	.12	.13 (0.81)	10 (0.78)
White/Asian (1 = yes)	_	_	6.12 (1.45)	6.11 (1.44)	_	_	5.97 (1.44)	5.96 (1.43)
Girl(1 = yes)	_		4.16 (.66)	4.16 (.65)	_	-	4.17	4.18 (.66)
Free lunch (1 = ves)	_			-12.96 (.81)	_	_	-13.21 · (.82)	-13.16 (.81)
White teacher	-		-	.64 (1.75)	-	_		.19 (1.75)
Male teacher		_	_	-7.42 (2.80)	_	_		-6.83 (2.76)
Teacher experience	_	_	_	.04	_	_	: —	.03
Master's degree	-	_	_	1.10 (1.15)		_	_	.88
School fixed effects R^2	No .01	Yes .17	Yes .22	Yes .23	No .01	Yes .16	Yes .22	Yes .22

All models include constants. Robust standard errors that allow for correlated residuals among students in the same class are in parentheses. Sample size is 5861 for kindergarten, 6452 for first grade, 5950 for second grade, and 6109 for third grade.

twenty years of experience, and students in classes where the teacher has twenty years of experience tend to score about three percentile points higher than those in classes where the teacher has zero experience, all else being equal. As a whole, however, consistent with much of the previous literature, the STAR data suggest that measured teacher characteristics explain relatively little of student achievement on standardized tests.

Estimates of the effect of being in a small class which use initial assignment (columns 5–8) are only slightly smaller than the estimates which use the actual class assignment (columns 1–4), and are always statistically significant. This finding suggests that possible nonrandom movement of students between small and regular classes was not a major limitation of the experiment.

To summarize these results, based on column 4 it appears that students in small classes score about five—seven percentage points higher than those assigned to regular-size classes. Students assigned to a regular/aide class perform slightly better (one or two percentile points, on average) than students assigned to a regular class without a full-time aide, but the gap is only statistically significant in one grade level. Thus, it is possible that a teacher aide has only a trivial effect on student achievement, or that the availability of part-time aides in regular classes confounds the true effect of an aide.

Is the impact of attending a small class big or small? Unfortunately, it is unclear how percentile scores on these tests map into tangible outcomes. Nevertheless, a couple of comparisons are informative. First, relative to the standard deviation (S.D.) of the average percentile score, the effect sizes are .20 in kindergarten, .28 in first grade, .22 in second grade, and .19 in third grade (based on the model in column 4). Second, one could compare the estimated class-size effects with the effects of other student characteristics. For example, in kindergarten the impact of being assigned to a small class is about 64 percent as large as the white-black test score gap, and in third grade it is 82 percent as large. By both metrics, the magnitudes are sizable.

A. Effects of Attrition

Table VI provides some simple evidence on the impact of sample attrition. As is common in longitudinal studies of education, attrition was very high from Project STAR classes. If the students originally assigned to regular classes who left the sample

TABLE VI
EXPLORATION OF EFFECT OF ATTRITION DEPENDENT VARIABLE: AVERAGE
PERCENTILE SCORE ON SAT

	Actual test data		Actual and imputed test data		
Grade	Coefficient on small class dum.	Sample size	Coefficient on small class dum.	Sample size	
K	5.32 (.76)	5900	5.32 (.76)	5900	
1	6.95 (.74)	6632	6.30 (.68)	8328	
· 2	5.59 (.76)	6282	5.64 (.65)	9773	
3	5.58 (.79)	6339	5.49 (.63)	10919	

Estimates of reduced-form models are presented. Each regression includes the following explanatory variables: a dummy variable indicating initial assignment to a small class; a dummy variable indicating initial assignment to a regular/aide class, unrestricted school effects; a dummy variable for student gender; and a dummy variable for student race. The reported coefficient on small class dummy is relative to regular classes. Standard errors are in parentheses.

had higher test scores, on average, than students assigned to small classes who also left the sample, then the small class effects will be biased upwards. One reason why this pattern of attrition might occur is that high-income parents of children in larger classes might have been more likely to subsequently enroll their children in private schools over time than similar parents of children in small classes. At heart, adjusting for possible nonrandom attrition is a matter of imputing test scores for students who exited the sample. With longitudinal data, this can be done crudely by assigning the student's most recent test percentile to that student in years when the student was absent from the sample. ¹⁵

The sample used in the first panel of Table VI includes the largest number of students with nonmissing data available each grade. These results correspond to the model estimated in column 7 of Table V, except the free lunch variable is omitted because it

^{15.} In the case of a student who left the sample but later returned, the average test score in the years surrounding the student's absence was used. Test scores were also imputed for students who had a missing test score but did not exit the sample (e.g., because they were absent when the test was conducted). This technique is closely related to the "last-observation-carry-forward" method that has been used in clinical studies.

changes over time.¹⁶ For simplicity, only the coefficient on the dummy variable indicating initial assignment to a small class is reported in the table. The sample used in the second panel is larger than the sample in column 1 because it includes the column 1 sample plus any student who entered the program in an earlier grade and exited the sample by the current grade, assigning imputed test percentiles to students who exited the sample. To be included in the sample, it is necessary to have test data in at least some year. (Because kindergarten students could not have previously exited the sample, the sample size is the same in the first row.) The estimates using imputed test percentiles for missing observations are qualitatively quite similar to the estimates using the subsample of observations who were present in each particular grade.¹⁷ Thus, nonrandom attrition does not appear to bias the estimated class size effects in Table V.

The sample used in column 2 of Table VI excludes students who were listed on the enrollment logs for kindergarten but withdrew from school prior to the start of school. For example, if a parent chose to withdraw a child from a STAR public school and enroll him or her in a private school immediately upon learning that the child was assigned to a regular-size class, the student is excluded from the sample. This type of behavior appears to have been rare (based on our inspection of notes on a sampling of enrollment sheets), but 12 percent of students who were listed on the enrollment logs and assigned to a class prior to the start of school were not actually enrolled in the school the following fall. These students moved to another school zone, enrolled in private school, or were withdrawn from kindergarten over the summer for some other reason. Using data for eighteen of the participating schools for which we were able to obtain initial kindergarten enrollment sheets, we calculate that 10.4 percent of students who were listed on the enrollment sheets and assigned to small kindergarten classes were missing from our sample by the start of kindergarten; the corresponding figures for regular/aide and regular classes are 12.2 percent and 14.3 percent, respectively. The differential withdrawal rate between the regular and small classes is statistically significant (t = 1.86), while the difference

^{16.} The estimated model uses initial class assignment to avoid imputing actual class size for missing observations. The sample in column 1 is a little larger than that in column 7 of Table V because Table V uses a balanced sample, and some observations were excluded due to missing data on free lunch status and teacher characteristics.

^{17.} The coefficient on the regular/aide initial assignment dummy is also quite similar if the model is estimated with or without the imputed data.

between the regular/aide and small class is not (t = 0.86). These findings suggest that 2 to 4 percent of students may have been withdrawn from the STAR schools because they were not assigned to a small class.

An upper bound estimate of the impact on test scores of the higher kindergarten withdrawal rate for students in regular and regular/aide classes can be calculated. Suppose that the 2-4 percent extra students who withdrew from regular and regular/ aide classes all would have scored in the one-hundredth percentile of the SAT exams. With this intentionally extreme assumption, the average score of students in the regular and regular/aide classes would only have increased by one-two percentile points if the extra students had not withdrawn from kindergarten. At the opposite extreme, if the higher withdrawal rate is due to the lowest achieving students leaving regular-size classes, the regularsize class students would have scored one-two points lower, on average, if they had remained. The actual impact is probably even smaller, however, because the extra withdrawals probably would have scored closer to the average student if they remained in the STAR schools. But even the upper and lower bounds estimates suggest that the higher withdrawal rate from regular-size classes does not have much impact on the results.

B. Two-Stage Least Squares (2SLS) Models

As noted, students in the Project STAR experiment who were assigned to small classes had varying numbers of students in their classes because of student mobility and enrollment differences across schools. Similarly, students in the regular-size classes had variable class sizes. A more appropriate model of achievement would take actual class size into account. A natural model for this situation is a triangular model of student achievement in which the actual number of students in the class is included on the right-hand side, and initial assignment to a class type is used as an instrumental variable for actual class size. Specifically, we estimate the following model by 2SLS:

(3)
$$CS_{ics} = \pi_0 + \pi_1 S_{ios} + \pi_2 R_{ios} + \pi_3 X_{ics} + \delta_s + \tau_{ics}$$

$$(4) Y_{ics} = \beta_0 + \beta_1 C S_{ics} + \beta_2 X_{ics} + \alpha_s + \varepsilon_{ics},$$

where CS_{ics} is the actual number of students in the class, S_{ios} is a dummy variable indicating assignment to a small class the first year the student is observed in the experiment, R_{ios} is a dummy variable indicating assignment to a regular class the first year the

TABLE VII	
OLS AND 2SLS ESTIMATES OF EFFECT OF CLASS SIZE ON ACHIEV	EMENT
DEPENDENT VARIABLE: AVERAGE PERCENTILE SCORE ON SA	Г

Grade	OLS	2SLS	Sample size
2 -	(1)	(2)	(3)
K	62	71	5,861
	(.14)	(.14)	
1	85	88	6,452
	(.13)	(.16)	
2	59	67	5,950
	(.12)	(.14)	
3	61	81	6,109
	(.13)	(.15)	

The coefficient on the actual number of students in each class is reported. All models also control for school effects; student's race, gender, and free lunch status; teacher race, experience, and education. Robust standard errors that allow for correlated errors among students in the same class are reported in parentheses.

student is observed in the experiment, and all other variables are defined as before. Again, the error term (ε_{ics}) is treated as consisting of a common class effect and an idiosyncratic individual effect, and the standard errors are adjusted for correlation in the residuals among students in the same class.¹⁸

In this setup, only variation in class size due to *initial* assignment to a regular or small class is used to provide variation in actual class size in the test score equation. Due to the random assignment of initial class type, one would expect that this excluded instrumental variable is uncorrelated with ε_{ics} , as required for 2SLS to be consistent.¹⁹ If attending a small class has a beneficial effect on students' test scores, β_1 would be negative.

Table VII presents OLS and 2SLS estimates of equation (4). The 2SLS estimates tend to be a little larger in absolute value, especially in third grade. According to the 2SLS estimates, a reduction of ten students is associated with a seven-to-nine point increase in the average percentile ranking of students, depending on the grade. There is no obvious trend over grade levels in the effect of class size in these data.

18. Because the teacher aide was found to have a small effect in Table V, we do not hold constant the availability of an aide in equation (4). One could, however, add a dummy indicating the presence of a full-time aide to equation (4).

19. To interpret this model as yielding the causal effect of current class size on achievement, it is necessary to assume that initial class assignment only affects current test scores by affecting current class size. If previous class sizes affect current performance, initial assignment will be correlated with the error term in equation (4). Of course, in the kindergarten year this assumption is not controversial, but it may not hold in later grades.

Table VIII presents additional 2SLS estimates of the effect of actual class size on achievement, disaggregating the sample by the grade the student entered Project STAR and current grade. The model and identification strategy are the same as in Table VII, column 2. The results indicate that for each cohort of students, those attending smaller classes tend to score higher on the standardized test by the end of the first year they entered the experiment. If assignment to small or regular classes was somehow nonrandom, then the initial assignment would have to have been skewed in the direction of producing higher test scores in the small classes for each wave of students who entered the program—an unlikely event. Interestingly, for the wave of students who entered in kindergarten, the beneficial effect of attending a small class does not appear to increase as students spend more time in their class assignment. For students entering the experiment in first or second grade, however, the test score gap between those in small- and regular-size classes grows as students progress to higher grades. The effect of time spent in a small class is explored further by pooling students in all grades together below.

C. Models with Pooled Data

To explore the cumulative effects of having been in a small or regular class, several models were estimated with the data pooled

TABLE VIII

2SLS ESTIMATES OF EFFECT OF CLASS SIZE ON ACHIEVEMENT,

BY ENTRY GRADE AND CURRENT GRADE

DEPENDENT VARIABLE: AVERAGE SCORE ON STANFORD ACHIEVEMENT TEST

Current grade	Entering grade						
	K	1	2		3		
K	71						
	(.15)						
1	89	49					
	(.17)	(.23)					
2	49	70	24				
	(.16)	(.29)	(.21)				
3	66	-1.21	71		66		
	(.17)	(.34)	(.28)		(.21)		

The coefficient on the actual number of students in each class is reported. All models also control for school effects; student's race, gender, and free lunch status; teacher race, experience, and education. Robust standard errors that allow for correlation of residuals among students in the same class are reported in parentheses. Sample size in column 1 begins at 5901 and ends at 3124; sample size in column 2 begins at 2190 and ends at 1110; sample size in column 4 is 1110.

over students and grades. The general model was of the form,

(5)
$$Y_{ig} = \beta_0 + \beta_1 S_{io} + \beta_2 REG/A_{io} + \beta_3 N_{ig}^S + \beta_4 N_{ig}^A + \beta_5 X_{ig} + \alpha_g + \alpha_f + \alpha_s + \epsilon_{ig}$$

where g indicates grade level (K, 1, 2, or 3) and i indicates students, Y_{ig} is the test score, S_{io} and REG/A_{io} are dummy variables indicating a student's class type in the first year he or she participated in the program, N_{ig}^S and N_{ig}^A are the cumulative number of years (including the current grade) the student has spent in a small or regular/aide class, X_{ig} is a vector of student, teacher, and class characteristics, α_g is a set of three current grade dummies, α_f is a set of three dummies indicating the first year the student entered the STAR sample, and α_s is a set of school fixed effects. Estimation is done by OLS, and robust standard errors that allow for a random individual component in the error term are reported.

Results including various sets of explanatory variables are reported in Table IX. Estimates shown in column 1 exclude student, teacher, and classmate characteristics. In column 2, regressors for measured student and teacher characteristics are included. Both of these models indicate that achievement of students in small classes jumps up by about four percentile points the first year a student attends a small class ($\beta_1 + \beta_3$), and increases by about one percentile point for each additional year the student spends in a small class thereafter. Both the initial effect of being in a small class and the cumulative effect are statistically significant in these models.

Column 3 adds four variables reflecting the composition of a student's classmates. Students in small classes were more likely to remain with their classmates in first grade because students in regular classes were randomly reassigned between regular classes with and without full-time aides. Two variables are included to control for the impact of the constancy of one's classmates. First, the fraction of each student's classmates who were in that student's class the preceding year is included. If a student is new to the school in a particular grade, this variable will have a value of 0; and if a student attends a class that consists only of students who were in that student's class the preceding year, the variable will have a value of 1. As a second measure of the environment in the class, we take the average of this variable over all the other students in the class. This variable might influence achievement because the extent to which other students in a class know each other could influence one's adjustment to the class.

TABLE IX
ESTIMATES OF POOLED MODELS
DEPENDENT VARIABLE: AVERAGE PERCENTILE RANKING ON SAT TEST
COEFFICIENT ESTIMATES WITH ROBUST STANDARD ERRORS IN PARENTHESES

Variable	(1)	(2)	(3)
Initial class small (1 = yes)	2.87	3.16	2.99
	(.83)	(.80)	(.80)
Initial class regular/aide $(1 = yes)$.29	.49	.58
	(.69)	(.67)	(.67)
Cumulative years in small class	1.19	1.05	.65
•	(.39)	(.38)	(.39)
Cumulative years in reg/aide class	.37	.25	.14
	(.39)	(.37)	(.37)
Fraction of classmates in class previous year	1	_	.60
			(1.03)
Average fraction of classmates together previous		-	46
year			(1.52)
Fraction of classmates on free lunch	-		-2.73
			(1.62)
Fraction of classmates who attended kindergarten			6.85
			(1.67)
Student and teacher characteristics	No	Yes	Yes
3 current grade dummies; 3 dummies indicating	Yes	Yes	Yes
first grade appeared in sample; school effects			
R^2	.18	.23	.23
Sample size	25,249	24,350	24,349

Student and teacher characteristics are as follows: student race, gender, and free lunch status; and teacher race, gender, experience, and master's degree or higher status. OLS estimates are reported, with robust standard errors that adjust for a possible correlation of residuals for the same student over time in parentheses.

In addition to these two "class constancy" variables, the regression includes the fraction of students in a class who receive free lunch and the fraction of students in the class who were present in the experiment during kindergarten. Because students on free lunch score lower on standardized tests than other students, a higher proportion of classmates on free lunch in a class may lower overall performance. The fraction of a class that attended kindergarten could affect achievement because kindergarten attendance is likely to make the class more socialized for school, which should enable the teacher to convey more material. Due to the random assignment of students, these variables should be uncorrelated with any omitted variables within schools.

Including these four variables hardly changes the initial jump in test scores associated with attending a small class (see column 3), although the cumulative effect of time spent in a small

class is reduced by one-third when they are included, and is only on the margin of statistical significance (t = 1.66). Also notice that attendance in classes with a higher proportion of classmates who attended kindergarten has a large, positive effect on a student's own achievement. A two-standard-deviation change in the fraction of one's classmates who attended kindergarten is associated with about a three-percentile-point change in test scores. Test scores are not significantly related to the variables measuring the constancy of one's classmates. However, these variables are set to zero in kindergarten as all kindergarten students are new to the class. If the model in column 3 is estimated using the subsample from first grade on, students who are new to classes that include many students who were together the previous grade tend to score significantly lower on the SAT exam (t = -3.2). Thus, if a student is new to a class, he or she does better if most of the other students are new to the class as well. A higher fraction of classmates on free lunch has a negative, marginally statistically significant effect on achievement in this sample.

The pooled models in Table IX allow for a one-time, discrete improvement in test scores from attending a small class, and for a constant increase for each additional year the student spends in a small class. One could estimate a more general model. Most obviously, the initial effect of being in a small class could vary by grade level (i.e., interact grade dummies and SMALL), and the linear effect of cumulative years in a small class could be generalized by including a set of unrestricted dummies indicating the number of past years spent in a small class. In results not presented here, such a less restrictive model was estimated. The estimates in Table IX are nested in this model, so they can be tested against it. An F-test rejects the parsimonious specification in Table IX at the .01 level. However, inspection of the coefficients suggests that the main reason for the rejection is that the initial effect of being in a small class is smaller in grades 2 and 3 than in kindergarten and first grade; the linear trend appears to be a plausible representation of the cumulative effect of time spent in a small class. Despite this rejection, the parsimonious model is a convenient way to summarize the dynamic effects of attending a small class in the early grades.

The relationship between the pooled model and the "value-added" specification, which Hanushek and Taylor [1990] suggest is superior to other specifications of the education production function, should be emphasized. The value-added model only identifies the cumulative effect of time spent in a small class; the

initial effect is differenced out. This can be seen by taking the first-difference of equation (5). If the estimates in Table IX had indicated that there was no effect of the initial year spent in a small class, the value-added specification would capture the only parameter of interest. But the pooled estimates and the results in Table VIII indicate that perhaps the most important benefit of attending a small class occurs the first year a student is placed in a small class. This benefit is missed in the value-added specification.

This point is illustrated by estimating the following valueadded specification by OLS:

(6)

$$Y_{ics,g} - Y_{ics,g-1} + \beta_0 + \beta_1 SMALL_{ics,g} + \beta_2 X_{ics,g} + \alpha_g + \alpha_s + \varepsilon_{ics,g}$$

where the dependent variable is the change in students' percentile test scores between the end of grade g and g-1, and $SMALL_{ics,g}$ is class size during grade g. The coefficient β_1 essentially corresponds to the coefficient on cumulative time spent in a small class in equation (5). When this specification is estimated, the estimate of β_1 is 1.2, with a t-ratio of 3.1. 20 This value-added effect is of similar magnitude to the coefficient on the cumulative years in a small class variable in the models in Table IX. Thus, although the estimated value-added specification indicates that students gain from attending small classes, the benefit is less than the full effect that accounts for the discrete gain that occurs the first year students are in a small class.

Prais [1996] and Hanushek [1998] interpret the STAR experiment as providing evidence that smaller classes did not improve performance because previously published cross-sectional results do not show the achievement test gap between students in small and regular classes expanding significantly over time. For example, Hanushek [1998] writes: "If smaller classes were valuable in each grade, the achievement gap would widen. It does not. In fact, the gap remains essentially unchanged through the sixth grade. . . . The inescapable conclusion is that the smaller classes at best matter in kindergarten." This conclusion strikes me as questionable for two reasons. First, the mix of students compared at various grade levels in the results cited by Hanushek changes over time; half of the students exit or enter the sample after kindergarten. When the same students are tracked over time, the value-added and pooled specifications show students in small

^{20.} The other covariates in this regression are the same as in column 3 of Table IX.

classes gaining about one percentile rank per year relative to students in regular classes. Second, students appear to benefit particularly from attending a small class the first year they attend one, whether that is in kindergarten, first, second, or third grade (see Table VIII). The discrete jump in scores occurring the first year students attend a small class, combined with the entry of new waves of students over time, can distort the simple cross-sectional comparison of gains for the changing mix of students.

D. Heterogeneous Treatment Effects

The effect of being in a small class may vary for students with different backgrounds. Table X presents OLS estimates of the pooled model (equation (5)) for several subsamples of students. The pooled model was selected to summarize the class-size effects over all grade levels, although a less restrictive model would fit the data better.

Smaller classes tend to have a larger initial effect, but a smaller cumulative effect, for boys as compared with girls. Students on free lunch and black students tend to have both a larger initial effect and larger cumulative effect than those not on free lunch and white students. Finally, inner-city students tend to have a more beneficial effect of attending a small class in the first year they attend one than students from other areas, and a sharper gain over time from remaining in a small class.²¹ Word et al. [1990] similarly found that smaller classes had a more beneficial effect for black students, students on free lunch, and inner-city students, but did not examine whether these differences were due to the initial effect or cumulative effect of time spent in a small class. In general, the pattern of effects reported in Table X suggests that the lower achieving students benefit the most from attending smaller classes. Summers and Wolfe [1977] also find that attending a small class is more beneficial for low achieving students than for high achieving students.

The effect of attending a small class can also be estimated for each of the 80 schools in Project STAR. To estimate school-level small-class effects, I pooled the data for students across grades, and for each school regressed the percentile score on dummies indicating attendance in small and regular/aide classes, current

^{21.} Inner-city schools were defined as schools in metropolitan areas in which more than half of students received free lunch; suburban was defined as the balance of metropolitan area schools; towns were defined as areas with more than 2500 inhabitants; and rural was defined as areas with fewer than 2500 inhabitants.

TABLE X
SEPARATE ESTIMATES FOR SELECT SAMPLES
DEPENDENT VARIABLE: AVERAGE PERCENTILE RANKING ON SAT TEST
COEFFICIENT ESTIMATES WITH ROBUST STANDARD ERRORS IN PARENTHESES

		Boys		Girls
Small		4.18		1.28
Cumulative years in small class		(1.11) .60		(1.13) .92
Cumulative years in sman class		(.56)		(.54)
Sample size		12,576		11,773
		Free lunch		Not on free lunch
Small		3.14		2.85
Cumulative years in small class		(1.10) .94		(1.12) .55
Cumulative years in small class		(.59)		(.51)
Sample size		12,064		12,285
		Black		White
Small	_	3.84		2.58
		(1.29)		(1.02)
Cumulative years in small class		1.04		.66
		(.68)		(.48)
Sample size		8,150		16,069
	Inner city	Metropolitan	Towns	Rural
Small	3.74	2.92	3.09	2.58
	(1.68)	(1.55)	(2.83)	(1.23)
Cumulative years in small class	1.71	.57	-1.35	1.03
	(.90)	(.83)	(1.50)	(.56)
Sample size	5,154	5,906	1,872	11,417

Model and covariates are the same as column 3 of Table IX.

grade dummies, and dummies indicating the grade the student entered project STAR. A parsimonious model was estimated for simplicity and to preserve degrees of freedom. A kernel density for the coefficients on the small-class dummy is shown in Figure II. Two-thirds of the school-specific small-class effects are positive, while one-third are negative. Furthermore, 2.5 percent of the 80 coefficients had t-ratios less than -2, while 30 percent had t-ratios

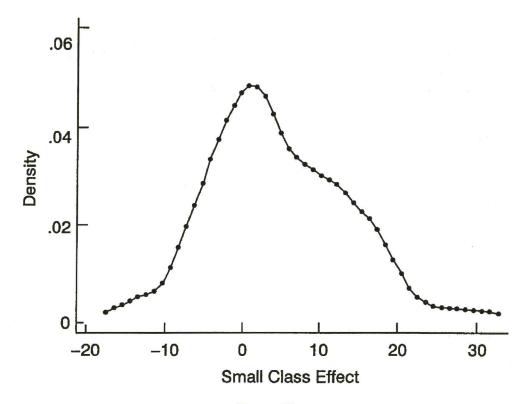


FIGURE II
Kernel Density of School-Level Small-Class Effects

exceeding +2. The mean coefficient estimate is 4.6. The standard deviation of the coefficients (after adjusting for sampling variability) 7.5 percentage points.²² Thus, some schools are more adept at translating smaller classes into student achievement than are other schools.

E. Hawthorne and John Henry Effects

It has been suggested by some that the effectiveness of small classes found in the STAR experiment may have resulted from "Hawthorne effects," in which teachers in small classes responded to the fact that they were part of an experiment, rather than a true causal effect of small classes themselves.²³ Others have suggested that the effect sizes might actually be larger than measured by the STAR experiment because teachers in regular classes provided greater than normal effort to demonstrate that

^{22.} To adjust for sampling variability in the coefficient estimates, the average squared standard error was subtracted from the variance of the estimated coefficients.

^{23.} For an interesting study that finds little evidence of Hawthorne effects in the original Hawthorne experiments, see Jones [1992]. One could argue in the current context that each individual teacher in small classes has an incentive to free ride rather than work extra hard.

they could overcome the bad luck of being assigned more students: a "John Henry" effect. Either set of responses could limit the external validity of the results of the STAR experiment.

As a partial check on these potential "reactive" effects, I examined the relationship between class size and student achievement *just* among students assigned to regular-size classes. Recall that there is considerable variability in class size even in the regular-size classes (see Table III).²⁴ Obviously, Hawthorne and John Henry effects do not apply to a sample in which all teachers were randomly assigned to the control group. On the other hand, variability in class size is likely to be due primarily to idiosyncratic factors in this sample, such as integer effects in assigning classes and student mobility during the school year. Moreover, there is limited variability in class sizes within schools because many schools had only one regular-size class per grade.

To estimate the effect of class size on achievement for the control sample, I pooled the sample of students in regular-size classes across all grade levels, and regressed the average SAT test score on the number of students in the class, grade level dummies, and student and teacher characteristics. 25 The coefficient on class size in this regression is -.55, with a t-ratio of -4.3. If school dummies are added to this model, the coefficient on class size falls to -.39, but remains statistically significant (t = -3.1). Based on these estimates, an eight-student reduction in class size is associated with a three-to-four-percentile increase in test scores, which is insignificantly different from estimates derived from the experimental variations in class size. These regression results do not provide much evidence of either Hawthorne or John Henry effects. And given that much of the variability in class size in the control group may be due to measurement errors (e.g., students moving in and out of class during the school year), it is noteworthy that these regressions find any evidence of class-size effects.

F. Separate Subject Test Results for SAT and BSF

Table XI presents estimates of the pooled data model corresponding to column 3 of Table IX for each of the main subsections of the SAT test, as well as for the subsections of the BSF test and the average of the math and reading percentile scores on the BSF test. These results indicate relatively minor differences in the initial and cumulative effects of attending a small class on the

^{24.} The standard deviation of class size in the sample of students assigned to regular classes is 2.3, as compared with 4.1 among all students in the experiment. 25. These regression results are reported in Table 12 of Krueger [1997].

TABLE XI

ESTIMATES OF POOLED DATA MODEL BY SUBJECT TEST

DEPENDENT VARIABLE: PERCENTILE SCORE ON SAT OR BSF TEST

COEFFICIENT ESTIMATES WITH ROBUST STANDARD ERRORS IN PARENTHESES

	Stanfor	d Achievem	Basic Skills First			
	Math	Reading	Word	Math	Reading	Avg.
Small	2.83	3.52 (.88)	2.97 (.87)	1.09 (1.05)	3.04 (1.08)	2.02 (.96)
Cumulative years in small class	.45 (.42)	.43 (.43)	.80 (.42)	1.23 (.44)	.41 (.46)	.83 (.41)
Sample size	23,794	23,461	23,630	18,174	18,010	18,250

Model and covariates are the same as in column 3 of Table IX.

math, reading and word recognition tests. Furthermore, the BSF test shows the same basic pattern as the SAT test—a discrete increase in performance for attending a small class, with a small (statistically insignificant) increase thereafter. On the whole, little seems to have been lost by focusing on the average of the SAT tests as the mainstay of the analysis.

IV. CONCLUSION

One well-designed experiment should trump a phalanx of poorly controlled, imprecise observational studies based on uncertain statistical specifications. The implementation of the STAR experiment was not flawless, but my reanalysis suggests that the flaws in the experiment did not jeopardize its main results. Adjustments for school effects, attrition, re-randomization after kindergarten, nonrandom transitions, and variability in actual class size do not overturn the main findings of Word et al. [1990], Folger and Breda [1989], and Finn and Achilles [1990]: students in small classes scored higher on standardized tests than students in regular-size classes. The results also indicate that the provision of a full-time teacher aide has only a modest effect on student achievement, although this effect may be attenuated because of the frequent availability of part-time aides in regular classes.

Interestingly, at least for the early grades, my analysis suggests that the main benefit of attending a small class seems to arise by the end of the initial year a student attends a small class. After the first year, additional time spent in a small class has a positive but smaller effect on test scores. One possible explanation for this pattern is that attending a small class in the lower grades

may confer a one-time, "school socialization effect" which permanently raises the level of student achievement without greatly affecting the trajectory.

Because much of the previous literature estimates class-size effects using a "value-added" specification that uses student test score gains as the dependent variable and current class size as the main explanatory variable, much of the past research may miss the main benefit of smaller classes. More research is needed to develop an appropriate model of student learning. But for now, one should be concerned that the value-added specification may miss much of the value that is added from attending a smaller class. Moreover, studies that identify class-size effects by comparing differences in the *level* of test scores between students who were subject to different class sizes for exogenous reasons, such as Angrist and Lavy's [1999] clever use of Maimonides' law, may stand a better chance of uncovering the total effect of class size than estimates based on the value-added specification.

No single study, even an experimental one, could be definitive. The STAR results suggest that the magnitude of the achievement gains from attending smaller classes varies across schools and student characteristics. It is possible (though probably unlikely) that Tennessee has a much higher concentration of students or schools that benefit from smaller classes than other states. It is also possible that reducing class size does not have a beneficial effect for students after the third grade. Obviously, more experimentation would help resolve these issues. It would also be helpful to compare the STAR findings with the rest of the literature. Before concluding that the weight of the literature suggests that attending a small class does not matter for the average student, it would be useful to know how many of the studies enumerated in Hanushek's [1986, 1996] surveys have sufficient power to reject either the level effect (for level specifications) or cumulative effect (for value-added specifications) of attending a small class that is implied by the Project STAR data.

Experiments of the scale and quality of Project STAR are disappointingly rare in the education field. When these experiments are conducted, they should be analyzed and followed up to the fullest extent possible. The students who participated in Project STAR were returned to regular classes after third grade, and have been followed up through the ninth grade. Nye et al. [1994] find that students who were placed in small classes have lasting achievement gains through at least the seventh grade, although it is difficult to compare the magnitude of the benefits

with those at earlier grades because of changes in the tests that were administered. The students studied in Project STAR are currently in high school. To learn more about the long-term benefits of attending smaller classes, it would be useful to continue studying the academic—and just as importantly, nonacademic—outcomes of the STAR participants as they enter early adulthood.

In the meantime, we can perform the following rough benefitcost analysis to gauge the likely order of magnitudes of the economic effects of reducing class size in the early grades. The STAR experiment reduced class size by seven or eight students, or about by one-third. Folger and Parker [1990] estimate that the cost of reducing class size in Tennessee (including capital costs) would be proportional to the total annual educational expenditures per student. In 1995–1996 total expenditures per enrolled public school student in the United States were \$6459 [National Center for Educational Statistics 1996, so reducing class size by one-third would increase costs per student by about \$2151 per year. We discount all benefits and costs to the present. Using a 3 percent real discount rate, the present value of the additional costs of reducing class size by one-third for the wave of entering kindergarten students for four years would be approximately \$7400.

The economic benefits of the STAR experiment are much more difficult to assess than the costs. The Table V results suggest that test scores for students in small classes rose by about 0.22 standard deviations. I am not aware of any study that links achievement on the Stanford Achievement Test to later economic outcomes. Furthermore, it is possible that the cognitive gains from attending smaller classes will dissipate or grow by the time the STAR students enter the labor market. As a rough assumption, suppose that the 0.22 S.D. gain persists. How does this translate into economic benefits? Estimates based on the High School and Beyond sample in Murnane, Willet, and Levy [1995] indicate that male high school seniors who score 0.22 S.D.'s higher on the basic math achievement test in 1980 earned 1.7 percent higher earnings six years later. The comparable figure for females was 2.4 percent. Average earnings for workers age 18 and older in the United States in 1996 were \$34,705 for men and \$20,570 for women [U.S. Census Bureau 1996]. If we assume that real earnings will be unchanged in the future and that Murnane, Willet, and Levy's estimates can be applied to the STAR experiment, then the present value of the earnings gain from raising

test scores .22 S.D.'s is \$9603 for men and \$7851 for women, assuming that students enter the workforce at age 20 and retire at age 65, and using a real discount rate of 3 percent.

Many assumptions underlying this cost-benefit calculation could turn out to be wrong, including the following: real earnings may grow or shrink; the effect of test scores on future earnings may be different than assumed; class size may influence other economic outcomes, such as crime and dependency; the cost of reducing class size may be different than assumed. There is no substitute for directly measuring the economic outcomes that may be affected by reducing class size. Nonetheless, these calculations suggest that the benefit of reducing class size in terms of future earnings is in the same ballpark as the costs.

APPENDIX: SUMMARY STATISTICS
MEANS WITH STANDARD DEVIATIONS IN PARENTHESES

	3		Grade	lig A	
Variable	K	1	2	3	All
Class size	20.3	21.0	21.1	21.3	20.9
	(4.0)	(4.0)	(4.1)	(4.4)	(4.1)
Percentile score avg. SAT	51.4	51.5	51.2	51.0	51.3
	(26.7)	(26.9)	(26.5)	(27.0)	(26.8)
Percentile score avg. BSF	NA	51.8	51.6	51.4	51.6
		(26.1)	(26.2)	(26.1)	(26.1)
Free lunch	.48	.52	.51	.50	.51
White	.67	.67	.65	.66	.66
Girl	.49	.48	.48	.48	.47
Agea	5.43	6.58	7.67	8.70	7.12
	(0.35)	(0.49)	(0.56)	(0.59)	(1.31)
Exited sample ^b	.29	.26	.21	NA	.43
Retained	NA	NA	NA	.04	NA
Percent of teachers ^c with MA+ degree	.35	.35	.37	.44	.38
Percent of teachers who are White	.83	.82	.79	.79	.81
Percent of teachers who are male	.00	.00	.01	.03	.01
No. of schools	79	76	75	75	80
No. of students	6,323	6,828	6,839	6,801	11,599
No. of small classes	127	124	133	140	524
No. of reg. classes	99	115	100	89	403
No. of reg/aide classes	99	100	107	107	413

a. Age as of September of the school year they are observed.

b. The fraction that exited the sample in the next year, for K-2; for All it is the fraction that ever exited the sample.

c. Teacher characteristics are weighted by the number of students in each teacher's class.

PRINCETON UNIVERSITY AND THE NATIONAL BUREAU OF ECONOMIC RESEARCH

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Jessica T. Fauntleroy, co-chair

Jamal Jones, co-chair

baltimorecble@gmail.com

November 29, 2018

Good afternoon members of the Commission on Innovation and Excellence in Education; Senators,

Delegates; colleagues, neighbors and friends. My name is Jessica T. Fauntleroy, LCSW-C and I am a

Baltimore City resident, licensed mental health provider, mother of three children at Thomas Jefferson

Elementary/Middle School and founding co-chairperson of the Coalition of Black Leaders in

Education (CBLE).

I am here to deliver testimony of behalf of the Coalition of Black Leaders in Education (CBLE). We are a Baltimore based collective of community leaders working to empower the community to direct the education and educational outcomes of its children. Our membership includes parents, community members, community organizers, business owners, educators and education equity experts. Leadership is primarily defined by willingness to invest time and thought partnership in building great schools for our children. We envision a fair and equitable school system that provides high quality, culturally relevant education and resources to Black students.

In regards to the final policy recommendations of the Commission, CBLE's position is as follows:

- 1. Working Group 4: Considering racial disparities to ensure policies are implemented equitably should be one of the primary considerations of the Commission. Funding cannot be proxy for those disparities to the extent all of Maryland's people of color aren't in poverty.
- 2. Working Group 2: Historically Black Colleges and Universities (HBCU's) should be prioritized for funding as it relates to creating centers of excellence in recruiting a more diverse workforce.
- 3. Working Group 2: Teacher and principal credentialing and annual evaluations should require metrics showing proficiency in using culturally relevant pedagogy.
- 4. Regarding Accountability and Governance: Any accountability system established must Include mechanisms for community input and include membership of the grassroots community on any formal body that is established.

Thank you for your time. We appreciate this opportunity to provide testimony regarding the future of education for students all over Maryland.



Strong Schools Maryland Kirwan Commission Testimony, November 29, 2018

Thank you Chairman Kirwan and members of the commission for the opportunity to speak to you today. My name is Shannen Coleman Siciliano and I serve as Co-Executive Director of Strong Schools Maryland. To date, Strong Schools Maryland has over 150 teams in 17 counties, representing over 1,500 Marylanders across the state committed to ensuring a world-class, equitable education for Maryland students.

I sit before you today to stress 3 important things: the timeline, race equity and your advocacy.

As you are well aware, the legislative session begins on January 9th. The commission's original task only required that you reevaluate the funding formula. We recognize and applaud that the commission chose to focus substantially and programmatically instead of just fiscally. Many did not anticipate the complexity and the amount of time this would require. With that said, we urge you to complete your work and pass it along to others to build upon your efforts in the coming weeks. Given the magnitude of the policy recommendations, the legislature needs time to review and consider all of the recommendations. We anticipate that this Commission will have finalized the report and submitted it to the legislature by the start of the session.

We continue to organize and engage leaders across the state and one point is clear, a final report is necessary. Just last week, Strong Schools Maryland convened a small group of business leaders to stress the importance of their engagement and advocacy. The sentiment in the room remained, "We need something to respond to. We need a final report." We all need to know the bottom line. Without final numbers, important partners, ready to advocate for children in Maryland, remain hesitant to engage due to a lack of details. While all of the details may not be fully determined, the legislature and the identified oversight board will continue to work on the new system and the details of implementation.

While we urge you to complete your work soon, there is an area that needs your continued focus- race equity. The Commission examined its work from a race equity lens but there's still more work to do. Data shared from our partners of the Equity Alliance prove that a student's race, particularly Black and Latino students, regardless of income, results in differences in educational outcomes and opportunities. "At risk" does not just embody kids in poverty, it also includes Black and Latino students. Poverty is not a proxy to barriers due to racial discrimination and bias or institutional race-based barriers. We ask that you make race more pronounced in your work by framing the case that race is an independent variable.

Finally, we call upon the Commission to play an active role during the legislative session. The commission needs to encourage the legislature to hold onto the commitment of systems change in order to build a world-class education. All of the recommendations, working in concert, are necessary to achieve the goal of a world class education, but we worry that the legislature might take a siloed/piecemeal approach to the recommendations. Your continued advocacy is critical to the success of the next legislative session.

Thank you for the time you've dedicated over the last two years and the work you have in front of you in the coming months!

FREDERICK COUNTY GOVERNMENT



OFFICE OF THE COUNTY EXECUTIVE Raymond V. Barnes, Jr., Chief Administrative Officer

November 29, 2018

Dr. William E. Kirwan, Chair Maryland Commission on Innovation and Excellence in Education c/o Office of Policy Analysis Department of Legislative Services 90 State Circle Annapolis, Maryland 21401

Dear Dr. Kirwan,

I am providing comments on the Commission's preliminary recommendations on behalf of the Maryland Association of Counties.

As the County Executive of Frederick County, education is a top priority of my administration. Public education lifts our students, their families, our property values and ensures our long-term economic prosperity by providing the workforce for the future.

The counties and the state have a shared responsibility to keep the promise of public education and ensure that all students receive a high quality and equitable education no matter their zip code or circumstance. MACo appreciates the work of the Commission and looks forward to partnering with the Commission to ensure adequate, fair, and feasible funding for all of Maryland's students.

As the Commission sharpens its focus on education funding formulas, counties request to be an integral part of those conversations. Most Maryland counties spend as much on education as they do on everything else put together. In fact, in 2018 more than half of Maryland's counties exceeded the required education funding, also called "maintenance of effort," for a total of more than \$174 million in additional education funding.

For example, in 2014 when I took office, Frederick County had the lowest teacher starting salary in the entire state due to years of flat funding following the recession. Immediately upon taking office, I began to fund a new pay scale for teachers and equitable increases for our other school system employee groups. After 4 years of a phased implementation, which added \$32M over maintenance of effort for salary improvements all while facing growing enrollment, our starting teacher salary is no longer last in the state.

However, even with this significant investment, specifically for salaries, we are not close to bringing starting teacher pay to \$60,000 per year, as is being suggested by this Commission. It would take a significant and sustained investment to achieve this goal. Plus, we have not begun to examine the impact this potential recommendation would have on our other school system employee groups, not to mention other public workers such as police, firefighters, EMTs, etc.

In Frederick County, education funding accounts for nearly 52% of the Frederick County budget. This past year, Frederick County Public Schools grew by nearly 800 additional students. The County is provided \$5 million in mandated funding increases to meet our maintenance of effort obligation, and we funded \$7.2M more for salary improvements for teachers and staff. Our capital budget reflects a \$240 million investment in school construction over the past four years.

Although these examples are specific to Frederick County, many counties are making similar financial commitments to Maryland schools and students and are proud to do so. Further, each year counties spend millions more that is not even incorporated into the "maintenance of effort" calculation, such as commitments through their health departments, law enforcement agencies, and other programs not technically inside the school budget, including pre-kindergarten.

MACo urges the Commission to avoid making recommendations that create a "winners and losers" situation for county governments. For example, mandating pre-kindergarten for all four year-old students must also include capital funding to accommodate this mandate. Creating a voucher system for outside pre-kindergarten providers without also ensuring proper oversight will compound the complexity of this issue.

Counties recognize that a strong commitment to public education is an investment in our state's future prosperity. As the Commission finalizes their recommendations, MACo remains concerned with the lack of specificity regarding the pattern and role of county funding required to effectuate the Commission's recommendations. The Commission has developed or received documents that make vary vague references to "shared responsibilities" and "reallocation of funds", but there has been no funding estimates or specific details regarding how those goals will be achieved and funded. Specific details are very, very important in being able to reach the academic goals the Commission has in mind, and counties must be to be a central part of that conversation.

MACo appreciates that the Commission's recommendations are looking toward educational excellence for every Maryland school. We must bring the whole state together toward that goal, ensuring that the counties are able to strive for educational excellence and meet imposed financial obligations without sacrificing public safety, public infrastructure, or other critical services our citizens rely upon.

Maryland is a diverse state with vast differences between our counties geographically and economically. I urge the Commission to finalize goals that respect those differences.

Sincerely,

Jan H. Gardner
County Executive



Talbot County Education Center 12 Magnolia St Easton, MD 21601

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Comments to the Kirwan Commission on Innovation and Excellence by Michael Garman, Board President, Talbot County Board of Education, **MABE** Board of Directors Member

November 29, 2018

Mr. Chairman and members of the Commission, I am Michael Garman, President of the Talbot County Board of Education, and a member of MABE's Board of Directors. I appreciate this opportunity to speak to the decisions being considered by the Kirwan Commission regarding local board governance and accountability.

Local boards of education strongly oppose the Commission's adoption of a recommendation for a new governance and compliance body to oversee the implementation of the Commission's recommendations and subsequent legislation. Local boards do not believe that an independent oversight body is necessary or appropriate to coordinate, monitor, and evaluate implementation of the Commission's recommendations, as these functions are already within the purview of MSDE and the State Board.

Local boards urge the Commission to recognize that accountability is a two-way street. and involves the provision of adequate and equitably available state and local funding. We believe that in order to succeed, the Commission's bold set of innovative recommendations must garner the shared commitments of the Governor, General Assembly, State Board, local governments, and local school systems.

State and local officials must commit to providing constitutionally adequate and equitable funding to support the world class education for all students envisioned by the Commission. Then, commensurate with available funding, including capital funding to support world class school facilities, local boards and school systems commit to implementing the personnel and educational programs envisioned by the Commission.

Given the uneven, wealth-equalized, role of state funding in local school system budgets, and the proposal to phase in increased state funding for Commission initiatives, local boards strongly oppose proposals to reduce or eliminate the governance and decision-making authority of local boards and school systems as a condition for receiving increased state funding.

Local boards are extremely concerned about the proposal to grant an independent body the authority to withhold state funding, when the Commission has a clear mandate to close the funding adequacy gap. Likewise, local boards are troubled by any proposal to

Kelly L. Griffith, Ed.D. Superintendent of Schools

Michael T. Garman President, Board of Education

Susie Hayward Vice President, Board of Education Kirwan Commission November 29, 2018 Page 2

restrict additional funding through a competitive grant system. Such a system would pose a potential threat to equity, and the access of all school systems to additional funding. Most importantly, this could limit equitable access of all students to innovative and enriched learning opportunities.

Again, local boards urge the Commission to not adopt the recommendation relating to withholding funding, and instead focus efforts on developing a rigorous system of local school system accountability for student performance including comprehensive local school system master plans with budgetary alignment to demonstrate that the Commission's innovative plan elements are implemented in accordance with available state and local funding.

Similarly, local boards support the Commission's focus on expanding and strengthening the system of comprehensive high schools with specialized Career and Technology Education (CTE) programs, and specialized CTE high schools. However, we oppose the separate proposal to remove governance and decision-making control from local school systems and program oversight from MSDE.

The CTE initiatives envisioned by the Commission should be developed in accordance with local board decisions that reflect local school system priorities, and collaborative partnerships with community colleges and employers, and available state and local funding.

In conclusion, I respectfully request that the Commission shift its focus away from a new governance system and develop much clearer proposals to dramatically increase state funding to support the recommended expansion of CTE programs, and the many other educational programs recommended for innovative expansion across the State. Local boards stand ready to govern and oversee the implementation of the Commission's recommendations and forthcoming legislation.

Respectfully,

Michael T. Garman
President, Talbot County Board of Education
Member, MABE Board of Directors
mgarman@talbotschools.org

My name is Kate Gentry and I am the owner and operator of Cedarcroft School in Baltimore, Maryland. We care for and educate children aged 2 years to Kindergarten. I spent 25 years in the Financial and Insurance Industry as an executive. My experience includes taking a private insurance company public as their Senior Vice President of Operations and IT, Vice President of MetLife and MetraHealth's Fortune 100 and 500 corporate insurance plans with office and service sites around the country. I served as the Chief Operating Officer for United Health Group's AARP's Insurance group, a 5 million member group of enrollees at the time and achieving the Baldridge Quality Award with AT&T's Universal Card as their Information Technology Quality Manager.

Cedarcroft School is a private nursery school founded in 1947 by Edith Shallenberger Gentry prior to her marriage and continued throughout marriage, children and 60 years of teaching. This was not an easy task in 1947, just as it is not easy to launch and maintain a small business as a woman in 2018. Cedarcroft has always been owned and operated by women, employing primarily women throughout our 71 year history. I have been the director of Cedarcroft School since 2006. I have chosen to work in this industry at a vastly reduced salary because I believe passionately in what we do with our programs.

As a small school and business we, along with many other nursery schools, child care centers and family child care providers are now facing a new and serious development that threatens our continued existence. The current recommendations for the rollout of Universal Pre-K for all will result in serious hardship and cause many, if not the majority, of programs to close. Resulting in thousands of women out of work, severe economic impact to churches who receive rent from their spaces, as well as other land lords while tax dollars are used to build additional space to provide child care and Early Childhood Education in the Public School setting. We are also facing school districts requesting waivers to avoid partnerships with current Early Childhood Education providers. A second area of serious concern are the staff qualifications under the proposal. This will make it impossible or cause extreme hardship for women who have been successfully caring for and teaching for years, if not decades, to continue working in this industry. A further result of the providers closing will be a vastly increased cost for infant, toddler and two year old care. These age groups have extremely slim "break even" margins and many cases are a "loss leader" balanced out by the three and four year olds in our schools, centers and homes. This is due primarily to the staffing ratios for these young age groups and trying to maintain the "affordability of infant, toddler and two year old care for parents.

After the dismal picture I have just presented, what would we propose for an alternative? We believe the focus should be on refundable tax credits and assistance for middle class families to help offset the cost of child care and early childhood education. We support the doubling of

the number of Judy Centers and family support centers as addressed in the report and hope to have our schools and programs partner with more Judy Centers. Our private nursery schools and child care centers currently provide superior, high quality care and Early Childhood Education. The children graduating from our programs are well prepared at a higher level for Kindergarten.

On the behalf of small business owners, many of whom are female business owners and the many female employees in this industry, I ask you to reconsider the approach for rollout as currently presented, reconsider the current proposed qualifications for teachers and aides, as well as Work group 2's career ladder recommendations that include a minimum of \$60,000 annual salary for certified teachers in MD. We agree with pay increases for teachers but this amount of state funding is not included in the per pupil rubric for quality.

Thank you for this opportunity to speak with you regarding my concerns and for your consideration how the proposals will actually impact our businesses, students, their families, future generations and the tax payers of the state of Maryland.

Holle, my mame is Kondington Lam' 9 Yers old and I anin 4th grad. I think your Should schren Perol Py because I was scien by t. and I ma not get the Help I med to Lrn and the mould Hillping being bslexix in the class-you stack out. wen the tech sais to you'se Suthing in the class that now one else hase,
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than x for yor time

Hello, my name is Kensington Hand. I am 9 years old and I am in 4th grade. I think you should screen people early because I was screened late and I may not get the help I need to learn and the materials that would help me. Being dyslexic in the class- you stick out. When the teacher says to use something in the class that no one else has, they start asking questions of why you use them and why can't they use them? That makes me stick out. It is hard because everyone else in the class gets it and I don't. When I ask for help from a fellow classmate to spell a sight word, they say "you should know this by now." They also say that to me with math facts. The dyslexia affects me because I have to pause to figure out which way the numbers go- for example, is it 2-1 or 1-2? When I write my numbers down I have to figure out which was they face. In math, when they say to do it on paper, I have to write down the numbers which I write down wrong, which gets me the wrong answer. If we were screened early we would not have the hard time I am having because I would have had help earlier and I would have the rules already in my head. I would also not be writing a letter to the president asking for help.

Thank you for your time.

Maryland State Board of Education



200 WEST BALTIMORE ST. / BALTIMORE, MD 21201-2595 / (410) 767-0467

29 November 2018

Testimony to: Commission on Innovation and Excellence in Education

From: Dr. Justin M. Hartings, President, Maryland State Board of Education

Chairman Kirwan and Commissioners,

I am Justin Hartings, President of the Maryland State Board of Education. First, I want to thank each of you for your work on this commission and on behalf of the students of Maryland. The three Commissioners who also serve on our Board, Drs. Finn, Steiner, and Salmon, have provided us with regular updates on the Commission's work. We are deeply appreciative of the time, passion, and commitment you all have brought to the Commission's work.

On September 4th, I sent a letter to Dr. Kirwan on behalf of, and with the approval of, our Board. That letter addressed the State Board view on governance and accountability. I speak today to reinforce that perspective from the State Board.

We are enthusiastic about bringing the Commission's recommendations to life in Maryland schools. Count the State Board as a partner committed to seeing the working group recommendations implemented across the State.

As we also said in our September 4th letter, we believe that the existing State structures of government offer the best mechanism to provide the governance and accountability that we all are seeking. MSDE, under the oversight of the State Board, has the staff, expertise, and experience to ensure that the recommendations are implemented with fidelity both at MSDE and in each of Maryland's 24 LEAs. We would embrace that role.

In the last six months the State Board has shown its commitment to holding local systems accountable. We have promulgated regulations that direct the 24 school systems to conduct yearly audits of grade changes and report the results to MSDE; strengthened the regulations governing identification of gifted and talented students and the programs to serve them; reviewed closely and reversed local board decisions denying charter school applications. And perhaps most significantly to this Commission's governance and accountability considerations, the State Board has twice in the last month voted to withhold State funds from local systems when they have failed to comply with requirements of State law – once for failing to comply with the State's audit requirements, and once for failing to comply with the State's ESSA plan. I think this demonstrates that when the law is clear, we will use the tools at our disposal to enforce accountability in Maryland's education system.

Rather than creating new government structures, make the metrics and accountability measures clear. Recommend that the legislature pass those metrics and measures into law. And let the existing structures of State government, including the State Board of Education, bring that accountability to life. We are enthusiastic about playing that role. We have shown that we are willing to cast the hard votes to do so. And we are accountable to the State's elected branches of government.



International Montessori Society

9525 Georgia Ave #200 ♦ Silver Spring, Maryland 20910 ♦ USA

November 29, 2018

Commission on Innovation and Excellence in Education c/o Office of Policy Analysis
Department of Legislative Services
Legislative Services Building
90 State Circle
Annapolis, MD 21401

Dear Dr. Kirwan and Commission Members,

I'm writing to offer recommendations for your report on behalf of innovation and excellence in education. As director and founder of the *International Montessori Society* (IMS) in Maryland since 1979, I have a long experience with Maryland education, especially as related to its regulation and involvement in the non-government sector. Besides my leadership of IMS, I am also founder and director of an in-home tutoring program, *Trust Tutoring*, which has been operating in its present form in Maryland since 1992. In both positions, I have observed and experienced first-hand the operation of education in Maryland, which has afforded much opportunity to study its various problems and how to improve quality and value in this area.

The main problem with Maryland education has been its heavy reliance on top-down, centralized government control through such means as academic content censorship and monopoly operation in the field. Needed instead is accountability through the normal functioning of personal choice and competition at the grassroots level. While public funding requires government oversight and accountability, parents, educators and local jurisdictions need more space to assume their own direct accountability for quality results, to learn through their own experience how to change and adjust educational activity to meet the needs of their own particular situation. With this greater freedom naturally comes innovation and personal responsibility for quality and value, which will ultimately assure excellence in Maryland education for the benefit of all. My recommendations reflect this conviction as related to various specific issues.

Funding and expanding pre-k education

Rather than expanding the operation of direct government programs, such as through the current public school system, use the existing network of successful pre-k programs that function around the state by allowing parents to freely choose what best suits their own need and situation. In this way, parents assume a leading role and responsibility in the education of their children, which is the best assurance of quality in every situation. Where parents are unable to pay, the government could qualify parents for welfare assistance based on availability of taxpayer funds, and specific level of poverty. In dysfunctional family circumstances, employ the greater involvement of social services in making these choices, such as through the operation of local foster care agencies.

Repeal Compulsory School attendance law

Current compulsory school laws threaten parents with punishment for failure to send their children to some type of government approved schooling. Since government holds a monopoly over public education, parents are forced to attend only the local public school, or some equivalent non-government alternative which it controls through licensing approval or special interest accommodation. Repealing compulsory school attendance would free parents from this intimidating power and control of government, and force the public schools to compete for parents to enroll their child with them.

Uniform Funding of Public Schools

At present, the funding of public schools is conducted through a complex combination of specific state level allocations and sharing taxes at the state and local level. In this situation, funding is considerably political, with each jurisdiction fighting for its own issues with the General Assembly from one year to the next. Recommended is



a uniform per-pupil funding for ALL jurisdictions through an objective mathematical formula, with some percentage differential to adjust for local funding effort and available tax base. Within this system, each jurisdiction should have freedom to experiment with its own manner of spending, with the caveat of state level accountability to prevent waste, fraud and abuse.

Financial Accountability in Public Education

Support the Governor's commission on accountability over all public schools in the state. Such a commission should be empowered to investigate fraud, interview educational personnel in confidence, and inspect documents, as well as refer cases for prosecution or other action where deemed suitable.

De-centralize Public School operation and control

Empower each local jurisdiction with freedom to experiment with its own delivery of curriculum and format. Reduce state mandates for programmatic content and approach, so that uniform testing is the main essential means of quality control of content at the state level. Coupled with other choice and competition enhancements at the state level, such as ease of charter school formation and operation, objective per-pupil funding formula, and greater availability of options in the free market economy, individual parents will have sufficient practical means to find better educational options when the existing public school system fails to deliver adequate quality.

Expand freedom for non-government education

At present, the government imposes burdensome, restrictive, and unfair licensing control over the operation of non-government education. It is recommended, therefore, to lift these unnecessary burdens, such as special interest benefits to one group over another, and the censorship of academic content. In this way, parents have a wider field of options outside the public school system, and this creates competition for better quality and value among all schools, both public and private.

Expand choice in charter school operation

In Maryland, forming and operating charter schools is especially difficult due to such factors as hiring staff that is confined to state-approved certification only. It is recommended to change this, for example, by using a less restrictive condition for hiring, such as "skilled and competent" rather than state certificate. In addition, charter schools should be able to more easily obtain approval to operate, since a local board of education may resist approval for political reasons, such as fear of "competition."

More simple, objective state testing

Current state testing is so detailed and time-consuming that it interferes with classroom instruction. It is recommended to replace the current testing with a simpler, more objective format, based on essential basic skills only. Whatever further testing for quality and curriculum content should be left to the discretion and judgment of the local jurisdiction.

Reduce Excessive Administrative Costs and Salaries

Maryland has a serious problem of bloated administrative personnel and high salary levels than misallocate taxpayer funds away from actual instruction needs and basic facility maintenance. In Maryland higher education, for example, excessive salary levels are common, approaching 1 million dollars per year, even while student tuition and other costs to students grows higher all the time. It is recommended to cap all salary levels of education personnel, such as no greater than the highest paid public officer in the jurisdiction.

Finally, let me thank you for this opportunity to offer these recommendations to consider in preparing the Commission's final report. Please contact me if you have questions or wish further discussion on these matters.

Lee Havis

Director, International Montessori Society

Director, Trust Tutoring

Kirwan Commission Statement Kimberly Hurlock Salisbury University Social Work Intern Judy Center Partnership of Queen Anne's County

Good Afternoon, Kirwan Commission Members, Esteemed Guests, and Members of the Public:

My name is Kimberly Hurlock, and I am a Salisbury University Social Work student, and I am currently a Bachelor of Social Work Intern for the Judy Center Partnership of Queen Anne's County (Judy Center). Thank you for allowing me to speak to you today.

I have had the privilege and pleasure of being assigned to the Judy Center, during my internship. The particular Judy Center I have been assigned to, is located in the Northern region of Queen Anne's County in a Title I school zone. During my assignment as a Social Work Intern, I have come to realize the incredibly important function of the Judy Center in our rural area, where public transportation is sparse, and other public agencies are twenty (20) miles away. I would like to explain a little of what I have come to realize, during my time as a Social Work Intern for the Judy Center.

I have seen first-hand, the time, attention, and dedication it takes for the Judy Center staff to identify young children, and their families, who reside in a rural community; to offer them an array of services the program, and partners are able to provide to them, if they so desire. The services are voluntary, and families are encouraged to take advantage of the services, available to them, in an effort to prepare their children for "school success" which is the program's number one goal.

You ask, how do the Judy Center staff and I do this? We do this by building relationships with families, prior to their children entering school, through home-visiting services, playgroup opportunities, field trips, and parent education events, sponsored by the Judy Center, at their neighborhood elementary school. The Judy Center staff also provide referral services, and conduct follow-up through internal case management, and service coordination with partnering agencies, in an effort to ensure families linked to other agencies and programs obtain the much needed service, or services. Case management and service coordination ensure all referrals to other agencies, and/or programs result in the appropriate outcome, services.

The Judy Center staff also use an evidenced-based curriculum, and follow the Maryland common language standards, to ensure all activities are aligned with the Kindergarten Readiness Assessment.

In conclusion, the Judy Center's mission is to assist <u>all</u> families in preparing their children for "school success" by providing families with access to important resources, families may need in the course of rearing their children. Often times, the Judy Center staff are the first individuals to meet families, and many times, are the first individuals to realize a child may not be "on target"

developmentally. Children are referred to partners for further assessment, assisting families in obtaining access to much needed services, well in advance of their child entering Kindergarten.

Kirwan Commission Members, esteemed guests, and members of the public. It is crucial that the important work of the collective Judy Centers continues, in the effort of preparing <u>all</u> children for "school success" in the state of Maryland. The efforts and interventions are much more cost-effective in the beginning of a child's life, rather than later in life. From my front row seat, as a Social Work Intern at a Judy Center, the efforts of the Judy Center, are making a difference, and the work needs to continue.

My concern is, how are the Judy Centers going to be funded by the state?

5



MACo Testimony:

The Commission on Innovation and Excellence in Education

Date: November 29, 2018 From: Kevin Kinnally, Policy Analyst, MACo

The Maryland Association of Counties (MACo) supports a multi-stakeholder review of education funding requirements and formulas, many of which could benefit from updating and reconsideration. MACo also appreciates the inclusion of two county representatives on the Commission, analogous to those on the "Thornton" Commission during the last major review.

Counties are the principal unit of local government in Maryland, and – unlike in many states – Maryland counties share responsibility with the State for funding public schools, libraries, and local community colleges. While local boards of education develop local school budgets and oversee education-related spending, they are dependent on financing from county governments. In fiscal 2018, local governments provided 49% of total revenues for local school systems.

In fact, in 2018, more than half of Maryland's counties exceeded the required education funding, also called "maintenance of effort," for a total of more than \$174 million in *additional* education funding. Further, each year counties spend millions on schools – money which is not accounted for in the "maintenance of effort" calculation – with commitments through their health departments, law enforcement agencies, after-school activities, and other programs not technically inside the school budget.

As the Commission sharpens its focus on education funding formulas, counties continue to be concerned with the lack of specificity regarding the pattern and role of county funding required to effectuate the Commission's recommendations. These details are vital for counties and other stakeholders to fully understand the impact of any changes to State education aid formulas.

Accordingly, MACo urges the Commission to provide this information, as well as any underlying data necessary to independently evaluate costs and fiscal impacts, as soon as possible so that counties may provide feedback and insight on draft recommendations.

MACo advocates for a partnership approach to meeting the education needs of Maryland's students, one that fairly balances state responsibilities with local obligations and seeks equitable and efficient solutions to meet current expenses and future goals. With this approach in mind, MACo urges the Commission to avoid creating a "winners and losers" situation for county governments. The Commission's recommendations must be the proverbial "rising tide that lifts all boats."

County governments share other concerns regarding current education funding law, including the State's wealth calculation, funding of jurisdictions with declining enrollment, and the effect of nonrecurring costs on "maintenance of effort" calculations. MACo will continue to advocate on these issues through the county membership on the Commission.

MACo reiterates its willingness to provide testimony, data, and any other information requested by the Commission. Maryland's counties appreciate and value this relationship and the Association looks forward to working with the Commission to ensure adequate, fair, and feasible funding for all of Maryland's students.

November 29, 2018

Dear Dr. Kirwan and Commission members,

On behalf of the Professional Standards and Teacher Education Board (PSTEB), we appreciate the opportunity to provide feedback on Elements 2A and 2B.

Element 2A

PSTEB believes effective teacher preparation programs and impactful induction are vital to the success of educators. We agree a 180-day practicum that is representative of all elements and seasons of a school year would be beneficial, and consistent with the recommendation of the Teacher Induction, Retention, and Advancement (TIRA) workgroup.

PSTEB believes this 180-day practicum should be embedded into the regular coursework of a 4-year course of study (with the flexibility for locals and IHEs to potentially expand this to a 4 ½-year program). PSTEB also concurs with the recommendation that such a practicum should be cost neutral to students, with associated charges split between LEAs and IHEs, so as to avoid placing additional financial barriers on candidates.

Element 2B

PSTEB shares an interest in having high standards for licensing new teachers in the State of Maryland, comparable to those found in high-performing countries. Under our existing authority, in partnership with the State Board of Education, we desire to not only adopt regulations to implement any new requirements stemming from the Commission's report, but to engage in robust discussion as to how best to implement new requirements. Given the expertise and experience of PSTEB members, who represent a wide cross-section of the educational community in Maryland, we stand ready to engage in this critical work.

PSTEB supports the use of PPAT or edTPA as an exit requirement from an IHE program for instate candidates, with the understanding it would not place an additional financial hardship on candidates. PSTEB would support the use of these assessments for out-of-state candidates but is concerned the 18-month window for such candidates to complete the assessment could have a deleterious impact on hiring and retention in LEAs. The Board believes an analysis would have to be completed following implementation, to determine the impact of this requirement on out-of-state candidates.

In addition, while the Board recognizes the powerful impact of content-specific tests developed and implemented by the State of Massachusetts, we also believe that Maryland is uniquely

different from Massachusetts. Given this, PSTEB supports an analysis of available contentspecific tests, which would present Maryland with the opportunity to choose an existing set of exams, or to create assessments uniquely curated for Maryland's population and needs.

We appreciate your thoughtful and dedicated discussions and recommendations and thank you for the opportunity to provide feedback on Elements 2A and 2B. We know young scholars will benefit from our collective work, and continued commitment.

Christopher W. Lloyd, NBCT

Church W alal

Chair, PSTEB



EMPOWERMENT · OPPORTUNITY · INCLUSION

November 29, 2018

William E. Kirwan, Chair
Maryland Commission on Innovation and Excellence in Education
c/o Office of Policy Analysis
Department of Legislative Services
Legislative Services Building
90 State Circle
Annapolis, Maryland 21401

Dear Chair Kirwan and members of the Commission:

The Maryland Developmental Disabilities Council (DD Council) works to advance the inclusion of people with developmental disabilities in all facets of community life and seeks to ensure that people with developmental disabilities have the same rights, opportunities, choices, and protections as other citizens. With the following comments, we seek to ensure that the needs of students with developmental disabilities and their families are addressed as the Commission's recommendations move forward.

Access to prekindergarten for children with disabilities: We are pleased the recommendations expand access to early childhood education as well as services and supports for children with and without disabilities and their families. The DD Council strongly supports the following recommendations because they provide young children with disabilities more opportunity to learn and play alongside their peers without disabilities:

- 1. Priority in prekindergarten expansion be given to children receiving special education services, in a variety of settings, regardless of income. (Element 1a, pg. 4). This is important not only because Maryland is required by state and federal law to provide special education and related services for eligible preschool children with disabilities, ages three through five; but, because doing so in a way that supports children with disabilities alongside children without disabilities leads to improved child outcomes on critical school readiness skills, resulting in a narrowing of the performance gap with non-disabled peers.
- Participating providers accepting public funds must agree not to discriminate, and may not discriminate, in either student admissions or retention on the bases of disability. (Element 1a, pg. 3).
 By including disability in the anti-discrimination language, the Commission is reiterating a critical requirement that already exists for early childhood education programs, including child care programs.
- 3. Expand access to support to children with disabilities and their families by increasing funding for the Maryland Infants and Toddlers Program (MITP). (Element 1d, pg. 12). The Maryland State Department of Education reports that the MITP has remained level funded since State Fiscal Year 2009. A 30.5% increase in the number of children eligible for services has resulted in a 23.4% decrease in State General Fund dollars per child.¹

Funding for students with disabilities: The DD Council and the Education Advocacy Coalition (EAC) both previously submitted comments and participated in discussions regarding the funding formula and the proposed stop-gap weight for students with disabilities. While we do not believe the stop-gap weight is enough to adequately address the needs of all students with disabilities, we acknowledge this is considerably more State money. However, we are concerned that the increase in State funding will be used to supplant local funding instead of supplement it. Encouraging school districts to "reinvest a portion back into special education as appropriate" does not go far enough to ensure the needs of students receiving special education are met. Funds should remain within the school districts to build capacity and ensure students with disabilities receive appropriate services and supports in the least restrictive environment, alongside their peers without disabilities that meet the legal requirements set out by state and federal law as well as Endrew F. v. Douglas Council School District. (See Element 4c, Design Assumptions 4 and 5).

Therefore, we propose the following language to amend Working Group 4's recommendation that "although school districts will have discretion in repurposing approximately \$529 million in local funds, they are encouraged to reinvest a portion back into special education as appropriate to provide a robust level of services to meet the needs of the special education students": (See Element 4c, Implementation Consideration 2)

- A certain amount of the money that may otherwise be "repurposed" shall be placed in a fund designated for student support and capacity building in local school buildings or local school jurisdictions.
- 2. A jurisdiction may seek money from this fund to provide "extra" supplementary aids and services and programmatic supports to individual children in an amount or frequency not currently available within the jurisdiction. In its written request for release of money from the fund, the jurisdiction must explain what services or supports, and the amount and frequency of provision of the services or supports the child will receive, as well as why the amount/frequency of the service or support is not currently available within the jurisdiction.
- 3. A jurisdiction may seek money from this fund to undertake activities to increase the ability of its staff to serve children appropriately within its general education classrooms and schools. These activities may include partnerships with institutions of higher education for professional development, long-term engagements with consultants for technical assistance and training, partnerships with nonpublic schools for training and support, and other activities.
- 4. The Department of Education shall implement regulations addressing the disbursement of funds under this Section.
- 5. Monies obtained through this fund for the provision of services are additional funds designed to assist local schools and local districts in meeting the needs of their students and in building their capacity to serve students in less restrictive settings. Such monies may not be used to replace lost funds or to supplant general or special education revenue that is otherwise received.

Additional assurances are needed to make sure school districts provide a robust level of services to meet the needs of students receiving special education services.

<u>Career readiness</u>: When determining how the State can better prepare students to be competitive in the workforce, addressing the needs of students with disabilities is critical. Marylanders with disabilities and their families clearly express their desire for jobs in the community, earning living wages with benefits, and with opportunities for career advancement. However, the unemployment and under-employment rate of people with developmental disabilities is disproportionately higher than the general public.

Working Group 3 proposes a new Committee of the Governor's Workforce Development Board to be created, the Career and Technical Education (CTE) Committee. The DD Council recommends that at least one member of that new CTE Committee be someone with the skills and knowledge to ensure students with disabilities have equal access and opportunity to participate in CTE programs throughout Maryland.

In addition, the Skills Standard Advisory Board should include employers who train, hire, and employ people with disabilities as well as parents of students with disabilities and community organizations that support people with disabilities to be employed. This will help create more career options for people with disabilities and ensure the needs of people with disabilities are addressed as different standards and credentials are developed and considered.

For the reasons stated above, it is important to be explicit and use language in each recommendation that creates opportunities for all of Maryland's students, including students with disabilities.

Thank you for the opportunity to provide comments and please contact me with any questions. I can be reached at RLondon@md-council.org or 410-533-1929.

Respectfully submitted,

Rachel London Deputy Director

Moving Maryland Forward: Building a Birth through Five System of Services for Children with Disabilities and Their Families, MSDE, January 2018. Pg. 11.



Maryland Association for the Education of Young Children

Testimony Submitted to the Commission on Innovation and Excellence in Education November 29, 2018

Christina Lopez, Co-President, MDAEYC http://christina.lopez@mdaeyc.org, 301-751-1626

Maryland Association for the Education of Young Children is the state affiliate of the National Association for the Education of Young Children (NAEYC). The National Association for the Education of Young Children (MDAEYC) is a professional membership organization that works to promote high-quality early learning for all young children, birth through age 8, by connecting early childhood practice, policy, and research. We advance a diverse, dynamic early childhood profession and support all who care for, educate, and work on behalf of young children.

MDAEYC comprises nearly 2,400 individual members of the early childhood community across all sectors, all committed to delivering on the promise of high-quality early learning. Together, we work to achieve a collective vision: that all young children thrive and learn in a society dedicated to ensuring they reach their full potential. We are grateful for the opportunity to speak to you today.

We support the Commission's recommendation to provide funding for full-day Pre-K funding for 3- and 4-year-olds from low-income families as the top priority, to be followed by a sliding scale for 4-year-olds based on family income.

We also support the recommendation of a mixed delivery system, as we believe this will provide a means to bring the programs to scale and also encourage important and critical partnerships between diverse sectors of the field; ultimately creating communities of practice around the important work of educating and caring for our youngest citizens.

We appreciate that the commission also acknowledges the critical importance of the earliest years of life, from birth to three. We represent early childhood educators and professionals working with the youngest children, and know that they also need quality services and supports. We support your recommendation for expansion of Judy Centers and Family Support Centers to serve all low-income families with children who need them. Increasing funding for child care subsidies to help working families access high-quality child care, and expansion of infant and toddler program services for these youngest children with special needs and their families.



Maryland Association for the Education of Young Children

We support to teacher compensation and preparation. Early childhood education teachers are starkly underpaid, yet perform important work. We are pleased and encouraged to see the work of *Power to the Profession*, reflected in the commission's recommendations. We encourage the commission to stay connected to the work to elevate the profession with the release of decision cycles 3, 4, and 5.

MDAEYC applauds your call to elevate the teaching profession, so that we may retain and attract the best and brightest into this very important and crucial work. Teachers working in the early childhood years also have a need for career ladders, and increased compensation. Creating pathways for those that provide direct services ensures future leaders that are knowledgeable of the practical and realistic implications educational policies and decisions have on the children and families they serve.

We commend your call for quality measures and standards and hope for an improved alignment of Pre-K to third grade by ensuring developmentally appropriate education approaches. Early childhood education is birth to age eight, and an excellent education system should reflect that. Structure educational settings accordingly, considering all aspects of the systemic structures, both local and state, that may interfere with the implementation of the recommendations or the delivery of equitable programming. Therefore, we need to continue to build on the steps MD has already taken to align preschool with K-3rd, including the development of the R4K assessment system and the summer symposiums. Ensure young children in K thru third have developmentally appropriate education that will best prepare them for eventual college and career success and later life success. Massachusetts, best in the nation on education, as your commission has noted, has adopted a similar approach to early elementary years in Boston, including a developmentally appropriate curriculum for K and now expanding up to 2nd and 3rd, and NAEYC accredited public prekindergarten programs. We encourage you to look to Boston as you move forward in development of a comprehensive plan.

We are in a critical time that could define a new era for early childhood education. We must be clear-eyed both about the challenges we face and the solutions we must offer, along with a courageous commitment to elevating the voices of early childhood educators themselves as we collectively define and advance this most important profession. Together, we know so much about how to do this right. So let's go! It's time to build it better. Again, we commend you for your work and its reflection of the findings and suggestions of the leaders in the field, such as NAEYC and the National Academy of Sciences. Furthermore, we are hopeful for a strong partnership moving forward as the work to create an innovative comprehensive plan.

November 29, 2018

Kirwan Commission Open Hearing Testimony

Committee for Montgomery (CfM)

Good afternoon Members of the Commission. My name is Maria Maisto and I am the new Executive Director of Committee for Montgomery (CfM). On behalf of our Board Chair, David Rodich and the rest of the board, I thank you for the opportunity to testify before you.

CfM is a unique, broad coalition of community leaders representing business, labor, education, civic, and community groups that advocates to the Maryland State Government on behalf of the people of Montgomery County. Our priority is to support initiatives that serve Montgomery County as well as the state as a whole.

During the 2019 Maryland General Assembly Session, CfM will focus its efforts on the Kirwan Commission recommendations and implementation. While the Commission has yet to release its recommendations, we have been following its work closely. We have already determined that we will advocate for funding formula metrics that are based on more accurate assessments of the demographics and needs of our student population. These demographics and needs are more similar to those of students in other counties than is often acknowledged.

We have also been closely following discussion of investment in early childhood education, wraparound services that are crucial to student success, and support that extends from "K through J" – early education through higher education and job training.

The values that inform our decision making about our advocacy include cooperation, inclusiveness, and community. We want to work across county lines and with other organizations on shared interests in order to ensure fair and equitable education funding not only for Montgomery County, but for the State as a whole.

As the Kirwan Commission recommendations are developed, CfM will be evaluating their implications for effective, practical legislation and policy that can advance the Commission's, the state's, and CfM's goals of truly improving public education for all. We look forward to working with the delegation on this important project and encourage active communication and cooperation in pursuit of our common goals.

Thank you very much for your time and we look forward to working with you this upcoming session.



MARYLAND AGRICULTURAL EDUCATION FOUNDATION, INC.

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Commission on Innovation and Excellence in Education House Hearing Room 120 House Office Building 6 Bladen Street

Annapolis, Maryland 21401

Dear Commissioners

November 29, 2018

SUBJECT: Working Group 3 – College and Career Readiness Pathways

The Maryland Agricultural Education Foundation, Inc. (MAEF) is pleased to offer the following comments regarding the Working Group 3 – College and Career Readiness Pathways draft report dated October 31, 2018. For nearly 30 years MAEF has worked very closely with every school system in Maryland and particularly with the Career and Technology Education programs (CTE).

The Working Group 3 report reflects a considerable amount of investigative and assessment work before outlining the recommendations. We appreciate that agriculture is mentioned as one of the high-tech career pathways. From our close working relationship with the MSDE's Division of Career and College Readiness we have gained considerable insight related to CTE and MSDE's commitment supporting quality career and college readiness programs. Our close work with the teachers and administrators has also been very informative for recognizing the needs and concerns that affect CTE.

We understand and appreciate the recommendations outlined in the working group's report. We are concerned that schools are already challenged by limited budgets, standardized testing, and inadequate facilities resulting in diminished support for CTE programs in their schools. These constraints also affect the amount of support the schools provide for CTE leadership trainings and student educational events that occur off campus.

We hope the Commission's final recommendations will help to relieve or at least not further congest the school systems' ability to fund, accommodate and support CTE in the schools. We also recognize the challenges middle school students face when being asked to decide on high school academic & career preparation pathways without first being formally introduced to careers in school. Formally providing significant exposure to career pathways while in

middle school will allow students to make informed decisions about their future education.

Thank you for the opportunity to address the Commission and for your efforts to improve the educational experiences and outcomes for Maryland students. Please contact me if you have questions or if you need additional information.

Best wishes for success.

Sincerely,

George mayo

Executive Director

November 29, 2018

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

Dear Chairman Kirwan and Commission Members:

On behalf of the Calvert County Board of Education, I offer the following comments to the work group recommendations before the Commission for consideration.

Calvert County is not Denmark, nor is it Shanghai, nor does either of those countries resemble Montgomery or Somerset Counties. We had hoped the Commission framework would reflect Maryland's diverse students, staff, and community educational goals and aspirations. We were hopeful that the Commission would come up with a plan for education reform that would reflect the needs of each school system to ensure excellence in education for all students. Unfortunately, the recommendations before you assume all systems have the same needs.

For example, although Calvert County's Board of Education agrees with the recommendation that attention and resources should be directed to at-risk students; work group 4's identification of poverty and special education as the only subgroups needing additional resources does not capture the varied ways students may be at-risk academically. We ask that the Commission use a framework to allocate additional resources to support students at-risk, as identified by local system student achievement data.

Calvert County's Board of Education believes that teachers in Maryland are highly skilled professionals and that State and local counties should allocate resources to support compensation accordingly. Workgroups 2 and 3's recommendations for teacher development and advancement ignores the fact that each county's Board of Education and public school employee associations have negotiated agreements that clearly delineate teacher and administrator authority and responsibilities. We recommend the Commission revise its recommendations to more closely align to public school employee labor law. To consider any changes in teacher authority and responsibility will have to be negotiated by the county's Board of Education and employee associations, which may create outcomes very different from the Commission's goals.

Finally, we are surprised that policy area 5 creates an additional level of bureaucracy, an oversite body that duplicates the duties and responsibilities of the Maryland Department of Education and State Board of Education. We believe establishing a duplicative office is not the best use of limited resources and may risk educators receiving conflicting guidance. We ask, that instead, the Commission place responsibility for governance and accountability with MSDE.

Sincerely,

Tracy H. McGuire

President, Calvert County Board of Education



November 29, 2018

Dear Members of the Commission on Innovation and Excellence in Education,

We commend you, Chairman Kirwan and members of the Commission on Innovation and Excellence in Education in Maryland for the excellent work and open process that has taken place as you have undertaken this daunting charge. Arts education in Maryland Schools (AEMS) Alliance supports your work and agrees that all Maryland students deserve access to a world class education. AEMS also believes that Arts education – dance, media arts, music, theatre and visual arts--is an essential element of a well-rounded world class education. AEMS supports the language from the current draft of the report in that:

aligned instructional systems should include standards, or curricular frameworks with embedded standards core subjects we would add as stipulated in COMAR (English language arts, mathematics, sciences, history/social studies, music and fine arts) that map out the core learning goals of each subject at each grade level and lay these out in a logical sequence reflecting the content that students should previously have acquired as well as solid developmental science on how students absorb new skills, knowledge, and ways of thinking.

When we talk about acquiring knowledge and college and career readiness, the arts play a key role. The arts are vital to innovation at all levels.

Our educational funding formula should reflect and support what the State Board of Education, Maryland Department of Education (MSDE), and the legislature through COMAR recognize as part of that well-rounded education for every student. Funding for arts staffing and arts instructional programs should be included in the foundation (base) formula.

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

AEMS also supports the need for accountability that ensures that every child, in every school, in every district is provided the quality arts education that as stipulated in COMAR and ensures districts are using the funding they receive to staff and implement these programs.

AEMS is in the process of developing a pilot for statewide arts education data platform that will expand our capacity to monitor and evaluate access to arts instruction in schools across the state. Data including the number of arts instructors, amount of arts instructional time students receive, arts course offerings, specific types of programming, and arts partners at each school, will be presented on a searchable on-line database that can be used by district and school leaders, funders and stakeholders, and arts partners and communities to make informed decisions about where to target resources to improve equitable and high-quality education for our students. Data presented on *artlook*® Maryland will also demonstrate how schools are aligned with the Maryland State Department of Education's Fine Arts rubric, thereby providing school leaders with concrete and actionable steps to improve the quality of arts instruction in their schools as defined by state standards for a well-rounded education. And the data platform will support the work of the MSDE Fine Arts Advisory Panel in monitoring school by school compliance with regulation per COMAR as amended a year ago.

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



Testimony

Commission on Innovation and Excellence in Education

October 12, 2017

Mary Ann Mears:

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

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

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

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

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

When you look at the disparities you hear certain themes: "these kids need tough love—we will worry about arts education once they learn to read and compute," "we can deal with the arts in after school programs" and "the arts community can provide some free programs until we can afford arts teachers—something is better than nothing."

The state board is in the process of amending COMAR Fine Arts regulations to update standards and specify state requirements more clearly. Adequate funding needs to provide the program inputs that enable schools to comply with the regulations. Viewing the graphic on the screen/attached, you can see the components of a strong arts education program. Note that by far the single most important part is instruction that is sequential, standards based and delivered by highly qualified teachers, usually with certification in their art discipline.



Arts Education in Maryland Schools Alliance

Turning to including the arts in the funding formula:

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

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

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

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

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

The Report of the Task Force on Arts Education in Maryland Schools includes an extensive literature review which outlines the most significant research done around arts education impacts, best practices and so on. I am going to share just a few interesting data points culled from multiple studies.

- 1) A student involved in the arts is four times more likely to be recognized for academic achievement.
- 2) Students with high arts participation and low socioeconomic status have a 4 percent dropout rate—five times lower than their low socioeconomic status peers.
- 3) Students who take four years of arts and music classes average almost 100 points higher on their SAT scores than students who take only one-half year or less.
- 4) Low-income students who are highly engaged in the arts are twice as likely to **graduate college** as their peers with no arts education.
- 5) 72 percent of business leaders say that **creativity** is the number one skill they are seeking when hiring.
- 6) 93 percent of Americans believe that the arts are vital to providing a well-rounded education.
- 7) The arts are recognized as a core academic subject under the federal Elementary and Secondary Education Act, and 48 states have adopted standards for learning in the arts.
- 8) Two-thirds of public school teachers believe that the arts are getting crowded out of the school day.
- 9) In 2008, African-American and Hispanic students had less than half of the access to arts education as their White peers.



This is an incredibly important moment for arts education policy:

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

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

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

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

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

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

- The Adequacy Study cites staffing ratios for the arts that are presumably based on the approach used 15 years ago. The ratios are in large part driven by provision of planning time for classroom teachers (a nice byproduct of having arts teachers). They are not aligned with the provision of instruction that will enable students to meet state standards in the fine arts per COMAR.
- Further in this report, the arts are lumped into a category called "specials" or "electives" which include a long list which varies and is modified by the phrase "such as." Staffing for the total number of specialist teachers is arrived at arbitrarily and in some cases referenced as "REQ," or "4" (note that there are 5 arts disciplines, never mind Educational Technology, World Languages, PE etc.) or a percentage of the number of classroom teachers. All of these methods ignore the State's policy that the arts are a core subject area and that there are standards in four disciplines (now being expanded to five to include media arts) for which schools are required to provide instructional programs that enable students to meet those state standards.



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

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

Martin Knott

I am a businessman.

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

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

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

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

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

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

We will now take any questions or comments.

Pagl. Rlee Sceening Hi Mynamais Bella and Iam I VI to ger ad, I go to Dear Cerosing e on Mere SE how In Expeick Concemation. I negdyou + Ddo You Agod to Help Stoon OS AND KINYIKE Me. I am Dy einoug I nove Disofer (en WICH MEh? I CONTSHE! and I hove torydle

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Bella's Kirwan Commission Speech

Early Screening

Hi, My name is Bella and I am in fourth grade. I go to Deer Crossing Elementary School in Frederick County Maryland. I need you to do your job to help students and kids like me. I am dyslexic and I have dysgraphia which means I can't spell and I have troubling reading big and some small words. I didn't know until third grade and it was horrible. I got really good grades and I was smart in third grade but I had my best friend spell for me. If they didn't I would have another person help me and on and on. I rigged the system and my teacher did not know. There are probably a lot of kids like me. They say 1 in 5. But many kids have problems and early screening is the answer.

If I was screened in Kindergarten then...

I would read more because I don't read at all.

I would not have as much trouble with spelling

I would not guess words when I read

I might not skip sentences a lot or lose my spot.

I would not feel frustrated because if I can't read and a teacher calls on me then it's the hardest sentence ever it makes me feel embarrassed. I don't like feeling embarrassed.

Then kids wouldn't stare at me in school when I need to use the computer with my headset, "They ask me if I am playing a game?" .Nobody wants to be stared at except teachers because that is what the teachers wants.

I would not try and read fast to get it over with.

I would not hate to read or write or spell.

I would have a better attitude.

I would not be here today talking to you and asking you to screen kids in kindergarten or earlier so they don't end up feeling angry and stressed at the age of 9. We are not supposed to be stressed at this age only parents are supposed to because they have to work.

There are two copies of my speech because my handwriting is hard to read. Please look at my handwriting. I am reading a typed copy and I had to practice a lot! I am 9 years old. Thank you for listening to me.

Kirwan Commission Statement Kimberly Hurlock Salisbury University Social Work Intern Judy Center Partnership of Queen Anne's County

Good Afternoon, Kirwan Commission Members, Esteemed Guests, and Members of the Public:

My name is Kimberly Hurlock, and I am a Salisbury University Social Work student, and I am currently a Bachelor of Social Work Intern for the Judy Center Partnership of Queen Anne's County (Judy Center). Thank you for allowing me to speak to you today.

I have had the privilege and pleasure of being assigned to the Judy Center, during my internship. The particular Judy Center I have been assigned to, is located in the Northern region of Queen Anne's County in a Title I school zone. During my assignment as a Social Work Intern, I have come to realize the incredibly important function of the Judy Center in our rural area, where public transportation is sparse, and other public agencies are twenty (20) miles away. I would like to explain a little of what I have come to realize, during my time as a Social Work Intern for the Judy Center.

I have seen first-hand, the time, attention, and dedication it takes for the Judy Center staff to identify young children, and their families, who reside in a rural community; to offer them an array of services the program, and partners are able to provide to them, if they so desire. The services are voluntary, and families are encouraged to take advantage of the services, available to them, in an effort to prepare their children for "school success" which is the program's number one goal.

You ask, how do the Judy Center staff and I do this? We do this by building relationships with families, prior to their children entering school, through home-visiting services, playgroup opportunities, field trips, and parent education events, sponsored by the Judy Center, at their neighborhood elementary school. The Judy Center staff also provide referral services, and conduct follow-up through internal case management, and service coordination with partnering agencies, in an effort to ensure families linked to other agencies and programs obtain the much needed service, or services. Case management and service coordination ensure all referrals to other agencies, and/or programs result in the appropriate outcome, services.

The Judy Center staff also use an evidenced-based curriculum, and follow the Maryland common language standards, to ensure all activities are aligned with the Kindergarten Readiness Assessment.

In conclusion, the Judy Center's mission is to assist <u>all</u> families in preparing their children for "school success" by providing families with access to important resources, families may need in the course of rearing their children. Often times, the Judy Center staff are the first individuals to meet families, and many times, are the first individuals to realize a child may not be "on target"

developmentally. Children are referred to partners for further assessment, assisting families in obtaining access to much needed services, well in advance of their child entering Kindergarten.

Kirwan Commission Members, esteemed guests, and members of the public. It is crucial that the important work of the collective Judy Centers continues, in the effort of preparing <u>all</u> children for "school success" in the state of Maryland. The efforts and interventions are much more cost-effective in the beginning of a child's life, rather than later in life. From my front row seat, as a Social Work Intern at a Judy Center, the efforts of the Judy Center, are making a difference, and the work needs to continue.

My concern is, how are the Judy Centers going to be funded by the state?

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Maryland State Child Care Association

2810 Carrollton Road Annapolis, Md. 21403 Phone: (410) 820-9196 Email: mscca1@comcast.net www.mscca.org

Caring For Maryland's Most Important Natural ResourceTM

Date: November 29, 2018

To: Commission on Innovation and Excellence in Education
Christina Peusch, Executive Director
Comments

Chancellor Kirwan and Members of the Commission:

My name is Chris Peusch and I am the Executive Director of the Maryland State Child Care Association (MSCCA) a non-profit membership Association representing approximately 4500 Maryland based providers working in licensed programs throughout the state. On behalf of MSCCA, thank you for your service to Maryland families, children and educators over the last two years. Your work is so important and the Commission has shared many excellent recommendations that will positively impact our state for many years to come.

I appreciate the opportunity to comment and thank Work Group 1 for engaging in discussion with MSCCA and for taking some of our concerns into consideration.

MSCCA supports the expansion of Judy Centers, Family Support Centers and the Maryland Infants and Toddlers Program knowing these important programs focus on a comprehensive two generational approach that includes parent education, family engagement, play groups, case management, health screenings, child care and much more. Funding and expanding these models in communities is best practice and aligns more with world class educational values. Racing to the top isn't the educational philosophy in early childhood in Denmark and Finland where taking time to engage families, valuing social pedagogy, allowing outdoor/nature play/exploration and a child centered system approach continues to prove to be a winning formula.

MSCCA is also excited about the recommendations to increase support in the areas of recruitment and retainment of the early childhood workforce by increasing the current credentialing bonus structure, increasing training vouchers for professional development, expanding online educational opportunities, creating more pathways that accept prior learning in order to build a strong workforce for the future.

Addressing cultural competencies, toxic stress and resiliency along with efforts to empower a diverse workforce that is trained and aware is also an important goal reflected in this report.

We also appreciate the call to use full census for assessment of children entering Kindergarten and the need to fine tune and choose a single assessment tool that can be used for planning and support for teachers, students and parents. KRA data shows that public Pre-K had 42% of children entering Kindergarten ready to learn. Clearly with the quality measures already accounted for in public Pre-K, which includes a certified teacher, a Level 4 or 5 EXCELS rating, vision and hearing screenings, early intervention resources, the most at risk students who benefit most from high quality with 44% enrolled in public Pre-K, isn't enough. The focus is now on what other quality components are missing. Full day Pre-K for those only providing half day, more money per child for quality and determining how best used with all other factors checked off. If you are adding more children into this system, it is not just the private providers who need time to build capacity and a qualified workforce. Is there not enough play with a purpose and child centered, project- based curriculum? Do we need more administrators with early childhood education backgrounds? Is there enough parent engagement? Or is the assessment tool flawed? The KRA is only a snapshot and doesn't define children or prior learning programs, but it is a component used to inform policy decisions.

We applaud Work group 2 for the respectful increases to teacher salaries in Maryland with a goal of an annual baseline at \$60,000.

MSCCA concerns related to recommendations specific to Work Group 1:

1. The diverse delivery of universal Pre-K phase in at minimum of 10% to 50% for community-based programs over first five years. It has been suggested by supporters of the phase in that a robust public school mandate is necessary in order to allow community based programs to develop the capacity to handle the influx of children. As of August 2018 there were 513 programs at Level 3 EXCELS, 70 programs at Level 4 EXCELS and 325 at Level 5 EXCELS for a total of 908, which has risen due to new bonuses offered. Additionally, there are 392 programs at Level 2 EXCELS. I am not sure if your researcher looked at the license capacity in the EXCELS levels in question, because many programs listed have license capacity for more than one classroom of 20 children. I have drilled down to the child care center and family child care numbers separately. MSDE charts are provided in written testimony. Child care centers have a total of 578 programs at levels 3, 4 and 5. If you only took the 578 and multiplied by 20 children the total capacity is 11,560. When you look at the list of programs and their license capacity, more than have capacity for two classrooms or 40 children. If you just take half of the 578 (289) and factor in an additional 20 slots, the total comes to 17,340. If you take only one third and added the additional 20 slots you can add another 4000 children totaling 15,560. If you factor in my colleagues in Family Child Care who also want to stay in businesses and who

can at least take 6 preschoolers, leaving space for 2 infant toddlers in each setting and you multiply the Levels 3, 4, and 5 by 6 children each equals an additional 1320 slots. The bottom line is that community -based settings have the developmentally appropriate space, many "assistant qualified teachers" already in place and we all must hire a certified teacher, unless a viable alternative is approved. If funding is equal per pupil for quality which includes salaries, we should all have a more level diverse delivery system to support the increase of 31,000 children at a bare minimum 50% mark. The report states you will need a total of 8800 Pre-K teachers (4400 assistants and 4400 lead teachers) You have not collected data on how many teachers already working in private programs have the degrees, CDA's. Many have CDA's, AA degrees and some BA degrees and few Master's degree. Not many have Maryland certification. Public schools do not have enough ECE certified teachers waiting in the wings to cover the first few years at such a large gap and they probably have less qualified assistant teacher ready and waiting. All programs providing Pre-K will have to hire. MSCCA respectfully recommends Kirwan Commission consider accelerating the community- based phase in to immediately require at least 40%/60% year one, 45%/55% year two and 50%/50% year three allocated between eligible community- based programs and public schools due to our ability to meet capacity within this timeline.

- 2. The changes to COMAR related to assistant teachers and the correlation to phase in addressed above will create the most negative unintended consequences to impact community- based programs due to this new requirement. MSCCA is not stating that a higher qualification isn't beneficial or an appropriate recommendation. We are stating that due to the less than equal phase in parameters with little requirement of public dollars/investments in community- based settings as a public school setting, many of our staff will choose to leave and go to work for the public school system as assistant teachers to better their income and receive benefits. This will create and even more critical workforce shortage, endangering children, closing classrooms and small businesses and creating more illegal/unlicensed child care.
- 3. Why would construction dollars be provided immediately before all community -based settings are fully exhausted? According to Maryland Family Network's Public Policy handbook, there are currently 221,117 spaces in regulated child care in our state. More than half of the slots are dedicated to 3 and 4 year- old's due to ratios and business models. Businesses in need of preschoolers for their business model to survive or those who choose only to take preschoolers because there is no revenue in infant toddler care because of strict ratios, limits to building requirements and additional qualifications for staff will be happy to provide the slots as a creative solution for public Pre-K. Your report suggests senior center space or libraries to partner with for space which will not meet EXCELS standards as quickly as existing licensed programs will easily comply.
- MSCCA would like to suggest clarification about granting waivers in specified circumstances is very unclear and subject to interpretation with no system of accountability addressed in this report.
- 5. The governance, oversight and accountability of universal Pre-K is not fully addressed in the report. Will stakeholders/businesses from community -based settings in each jurisdiction be represented in some way? We are not represented on Kirwan, although diverse delivery system is recommended and counted on in the timeline for phase in. MSCCA members experience with the Pre-K expansion model in many jurisdictions in Maryland has been that they are not always willing partners. Howard County has been a good role model for collaboration, MOU's and building bridges. Additionally, many child care programs are small businesses with very tight budgets and do not have access to surplus funds. Depending on each jurisdiction to allocate funds properly and timely causes concerns without strict governance and oversight. MSCCA recommends Kirwan Commission add language that addresses these issues more specifically.

Kirwan looks to expand to universal Pre-K at a time when Maryland is finally addressing the broken, woefully underfunded child care subsidy system, neglected for more than 10 years. Now called a child's first scholarship program, MSDE with a surplus of money designated for this sole purpose offers a family of 4 making \$71,525 (similar to your recommendations) (or a family of 8 making \$98,704) financial relief and access to more quality programs for children from birth to school age. Eligibility criteria has doubled and reimbursement rates which were at 9% less than 6 months ago in a state with the highest per capita income are now at 20% and will climb to 60% by 2022 (legislatively mandated) or before. Investments in this "scholarship" will make a difference for many children and families. Expanding Pre-K through this established system would be less expensive than creating a whole new one. Maryland also already has a Public Pre-K-Pre-K expansion program in place and can grow through this system into a 10- year universal, sliding scale initiative.

Child Care and private preschools will surely struggle without threes and fours. Many have suffered due to losing Kindergartners to public schools. Family child care programs cannot survive on 2-3 infant/toddlers and part time school agers. Regulation allows for a maximum of 6 children and only 2 infant/toddlers. The loss of Pre-K will close many viable classrooms and businesses. It will also increase the cost of infant and toddler child care and cause more unlicensed care situations where children are not as safe and are not ready for kindergarten.

MSCCA wants what is best for children and families above what is best for our own businesses. My members truly care about Maryland's most important natural resource, children. They also have proven to have children ready for kindergarten, keep them safe, contribute to the economy, employ tens of thousands of Marylanders and make sure they are open for businesses for long, necessary hours to support the parents in the workforce in Maryland. Parents earn while children learn. Providers continue to embrace quality initiatives and want to be partners in early education with parents and public schools.

Child Care Centers Quality Rated Programs

Number of Programs	1016	251	49	1845
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CHECK FOR QUALITY EARLY CHILDHOOD AND SCHOOL-AGE PROGRAMS

Family Child Care Quality Rated Programs

Number of Programs 1763	141 126	89
Qualfly Rating	3	. 5 Total





CHECK FOR QUALITY EARLY CHILDHOOD AND SCHOOL-AGE PROGRAMS

Maryland Child Care Scholarship

Do you need help with the cost of child care?

You may be eligible for financial assistance if:

- You are a resident of Maryland;
- You are working; attending school, participating in an approved activity, or Receiving Temporary Cash Assistance;
- You are receiving or pursuing voluntary or court-ordered Child Support from an absent parent; and
- You meet all other program requirements.

HAVE YOU APPLIED FOR A CHILD CARE SCHOLARSHIP?

For More Information
Contact
Child Care Central at
1-866-243-8796

Maryland Child Care Subsidy Program



A Child's First Scholarship

Family Size	Gross Countable Income
Family of 2	\$48,637
Family of 3	\$60,081
Family of 4	\$71,525
Family of 5	\$82,969
Family of 6	\$94,413
Family of 7	\$96,558
Family of 8	\$98,704
Family of 9	\$100,850
Family of 10	\$102,996







November 29, 2018

Dr. William E. Kirwan, Chairman Maryland Commission on Innovation and Excellence in Education

Re: Comments on Working Group 4 Draft

Dear Dr. Kirwan and Members of the Commission:

On behalf of the Maryland Coalition for Community Schools and the Maryland Out of School Time Network, we would like to commend the Commission for including Community Schools and Expanded Learning Time as key strategies in the Working Group 4 recommendations. Research shows that the thoughtful inclusion of opportunities for expanded learning time in community school models results in positive improvements in social and academic success for both individual students and the larger school community.

As the Commission and Working Groups finalize their recommendations, we propose strengthening the Implementation Considerations by recognizing that a fully realized Community School Strategy with Expanded Learning Time can be executed through a wide variety of models and approaches. Quality implementation will require local education agencies (LEA) to make well-researched decisions with systems of support at both the state and local level. While we recognize that all the variables and nuances of implementation cannot (and probably should not) be included in the recommendations, appreciating the complexity involved in implementation will be crucial to ensuring that both the state and local school district faithfully facilitate the transition to the new system and reduce any delays caused by confusion.

The designation of a full-time Community School Coordinator is just one aspect of developing a fully realized community school strategy. There are multiple operational models (lead agency, district led, and hybrid) to consider, with a variety of considerations around partnerships, leadership, and accountability. Community Schools are not the norm in Maryland, so districts not currently operating community schools may need guidance based on best practices. Additional supports within the implementation considerations should include:

- Development of a Community School policy created with input of key stakeholders and partners should be part of the of the plan required for each Local Education Agency. Baltimore City enacted a school board policy in 2016 and other examples are available across the country as models. The articulation of the policy will help engage critical partners and ensure that each knows their role and responsibility within the system.
- Establishing state level technical assistance based on national standards to support both planning and long-term implementation of a comprehensive Community Strategy, particularly to support those districts that have not begun to implement community schools.

Similarly, the implementation of extended day is considerably more complicated than simply adding additional instructional time—a practice which is not research supported. Working Group 4 currently uses the language "extended day" in its recommendations. We encourage the Commission to use the term "expanded learning" in the place of "extended learning." The former implies both the expansion of time and of the depth and types of

learning that takes place while the latter merely focuses on the extension of time. Research in this area is clear: it is not enough to add hours to the school day. To be effective, the time must be filled with high quality, targeted instruction.

In many cases, more focused afterschool and summer programs that are managed with collaborative partners provide the necessary expanded learning opportunities to improve student outcomes without requiring a costly, full-school redesign. The Commission and LEAs should consider how that programming will affect other aspects of the school and staff.

Considerations in full-school expanded learning models include:

- Impact on transportation
- Implementation of 504 and IEP
- Schedule redesign to avoid teacher and student burnout
- Union regulations
- Buy-in of families and students

Regardless of the model chosen by a school or an LEA, there needs to be careful and supported planning and consideration of all the variables in order to best serve students and create the desired impact. In addition to the necessary accountability measures, both Community Schools and Expanded Learning Time require ongoing professional development and technical assistance not currently articulated with the recommendations.

Lastly, we continue to be concerned that the currently proposed categorical and per-pupil funding within the Concentrated Poverty factor is insufficient to support both the necessary staffing and programming models. For example, simply expanding the school day by an additional hour for all students and providing summer programs would cost more than the \$2,394 per pupil amount without including things like transportation aides and other supports. Furthermore, larger schools may require more than the one coordinator and/or health practitioner allotted for in the \$236,784 figure.

In recognition of the complexity of accountability and implementation factors related to the recommendations made by Working Group 4, The Maryland Out of school Time Network and Maryland Coalition for Community Schools want to make ourselves available to the Commission to provide additional resources and tools related to implementation models, best-practices and standards, system and school level planning, and school-based needs assessment. Our state-level coalitions can also leverage the resources and expertise of the National Network of Statewide Afterschool Networks, the Afterschool Alliance and the National Coalition of Community Schools.

The strength and success of the Community Schools strategy blossoms when programming is fully implemented into the school building and culture. Getting it right takes time and resources. We urge the Commission to think holistically and strategically about policy and program integration so that these changes remain effective and cost efficient. We appreciate the Commission's time and commitment to getting their recommendations right. This opportunity to transform the educational experience for Maryland's youth will reverberate for generations.

Sincerely,

Maryland Out of School Time Network

www.mostnetwork.org

Maryland Coalition for Community Schools

http://mdoutofschooltime.org/initiatives/maryland_coalition_for_community_schools



MARYLAND'S LGBTQ ADVOCATES

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Mark Procopio Executive Director

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November 29, 2018

Dr. William E. Kirwan, Chairman Commission on Innovation and Excellence in Education

Dear Chairman Kirwan and Members of the Commission:

FreeState Justice, a statewide civil rights advocacy organization, represents the more than 180,000 Marylanders who identify as a part of the lesbian, gay, bisexual, transgender, and gender expansive (LGBTQ) community, many of whom are youth attending Maryland Public Schools. We would like to express our deeply held concern that the recommendations and work of the Commission do not address the specific needs and issues faced by LGBTQ students in Maryland schools. LGBTQ youth are some of the most vulnerable students in our school system, and we urge the Commission to ensure that their needs are also included in these critical conversations about ensuring an excellent education for all Maryland students.

LGBTQ youth are a sizeable population of our public school system's students. Relying on data from the Maryland Department of Health's 2016 Youth Risk Behavior Survey, it can be estimated that more than 10% of Maryland students identify as lesbian, gay, or bisexual (LGB) and about 3% of Maryland students identify as transgender. Due to a patchwork of varying policies and practices regarding LGBTQ youth in districts across the state, students and families experience wildly varied climates, from supportive and affirming to hostile.

A significant number of Maryland's LGBTQ students do not feel safe, supported, or accepted at school.¹ The 2016 YRBS found that students who identify as lesbian, gay, bisexual, or transgender face significantly increased risks of harassment and violence. These students were about twice as likely to have been bullied as their peers and have higher rates of suicidal ideation. In the same year, LGBTQ students were one and half to two times more likely to miss school. Undoubtedly, these circumstances are impacting the academic outcomes of this student community. Given these unique needs, the Commission must make sure LGBTQ student needs are considered and addressed in its recommendations.

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¹ According to the 2016 YRBS, as many as 80% of transgender students feel unsafe at school, and 77% of transgender students face some type of mistreatment in schools, 54% being verbally harassed, and 24% being physically attacked. The survey also finds that LGBTQ students are more likely to experience sexual violence, feel consistently sad or hopeless, and are three times more likely to seriously consider suicide than their peers.

We strongly urge the Commission to: (1) ensure LGBTQ youth issues are included in discussion of the cultural competency of highly qualified and diverse teachers and leaders; (2) consider LGBTQ student outcomes and experiences when determining the resources that all school districts need to adequately support LGBTQ students; (3) focus on addressing racial inequity throughout the funding formula and other proposed recommendations that impact student opportunity and achievement; and (4) recommend the adoption of standard LGBTQ student policies across districts.

As the Commission provided in its preliminary recommendation, highly qualified and diverse teachers and leaders are critical to an excellent education. Effective teachers and leaders are culturally competent so they can reach every student. Information about LGBTQ students' identities, the issues they commonly face, and strategies for building inclusive and affirming spaces must be included in our understanding of strong cultural competency to ensure these students thrive in every school. The state needs to provide both new and seasoned teachers and leaders with appropriate training and resources to equip our educators.

Not all LGBTQ students are "at-risk," but many are. Without strong data, it is hard to determine the population of LGBTQ students by district or determine which are in need of additional resources and support. In their recommendation, the Commission should consider what resources are needed by all districts to support their LGBTQ student populations whose needs may be different from other students. We also support implementing investments in curricula that are inclusive of diverse families and LGBTQ history. Another important investment is identifying and supporting culturally specific pedagogy and strategies for building affirming classroom and school climates. For instance, research has shown that the presence of a Gender and Sexuality Alliance (GSA) student group in a school positively effects both LGBTQ students and their peers.² These investments should be considered as the Commission discusses community schools models.

We emphatically call on the Commission to address racial equity in your final formula recommendation and in all of your policy recommendations. Our organization, which stands for equality and equity, joins this call from the community and from advocates for continued and increasing emphasis on racial equity throughout the rest of the Commission's process. Students of color, many of whom are also LGBTQ students, must receive opportunities to succeed and the schools that serve them need the resources to do so adequately.

Finally, we urge the Commission to recommend the adoption of standard LGBTQ student policies across districts. Student and family experiences vary from school to school and district to district. Standard policies regarding student documents, dress codes, gender-segregated activities, name and pronoun use, facilities access, data collection, and staff training should be standard. Districts should have streamlined policies and should develop specific plans for meeting LGBTQ students' needs.

I hope that the Commission's work will include discussions of our LGBTQ students' needs in your work moving forward in relation to educator quality, at-risk students, and racial equity. As an

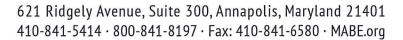
² Saewyc, E., C. Konishi, H. Rose, and Y. Homma. "School-Based Strategies To Reduce Suicidal Ideation, Suicide Attempts, and Discrimination Among Sexual Minority and Heterosexual Adolescents." International Journal of Child, Youth & Family Studies (2014).

advocate for my community, as a former Baltimore City Public Schools teacher, and as a Marylander, thank you for your service to our students.

Sincerely,

Mark a. Procogós Mark Procopio

Executive Director FreeState Justice





MABE Comments On the Draft Recommendations of the Kirwan Commission on Innovation and Excellence

November 29, 2018

Introduction

The Maryland Association of Boards of Education (MABE), representing all of the state's local boards of education, appreciates this opportunity to present our positions, priorities, and concerns regarding the pending policy and funding decisions being considered by the Kirwan Commission on Innovation and Excellence in Education.

MABE is honored to be represented on the Commission by former MABE President Joy Schaefer, and greatly respects the dedication and expertise of each member of the Commission. MABE has participated fully in the Commission's work, and supports the thrust of significantly increasing the State's investment in a high performing and innovative statewide system of public schools toward the goal of improving our schools so that our students are as well prepared as students educated in the highest performing school systems in the world.

Local boards of education, through MABE, led the advocacy effort to create the Commission precisely so that an updated adequacy study and other funding and accountability issues could be debated and transformed into legislation to update and improve Maryland's school finance system. Local boards believe that Maryland can and should move forward by adopting meaningful changes to our current school finance system, a system we can all be proud of, but which now dates back to 2002.

Specifically, MABE is supporting comprehensive recommendations to enhance our school finance system by increasing the base amount of funding for all students, sustaining and increasing the additional "weighted" per pupil funding for our students learning English, and students living in poverty, and significantly increasing the weighted funding amount for students receiving special education services. In addition, MABE strongly supports adopting a per pupil funding approach to supporting current, and expanded, prekindergarten programs.

MABE is confident that through incremental implementation of funding recommendations developed by the Commission and enacted by the General Assembly, Maryland can renew its commitment to fulfilling its constitutional mandate to fully fund and support the equitable access for all students to an excellent education in all twenty-four school systems. MABE also believes that local boards must be at the helm, fulfilling the responsibility to govern school systems in the best interests of all students.

MABE Positions on the Kirwan Commission's 5 Major Policy Areas

1. Early Childhood Education

MABE strongly supports high quality public and private early education programs with opportunities and access for all students to such programs, regardless of geography or income. Decades of research have confirmed that quality educational components to early child care arrangements have a positive impact on children's development, well-being, and academic potential. State school readiness research shows that children with formal child care experiences prior to entering kindergarten result in higher levels of school readiness than children without formal child care. To this end, Maryland has for many years provided financial assistance with child care costs to low-income families through local departments of social services. MABE recognizes and values the role of nonpublic providers of high quality childcare and early learning programs to meet the needs of all Maryland families. Therefore, MABE supports early childhood initiatives that enhance preschool teaching skills, credentials, and professional development opportunities of child care providers and other early childhood professionals to help ensure that participating children come to school ready to learn.

In this context, MABE supports the overarching goal of the Commission's recommendations regarding early childhood education and expanding prekindergarten programming for three and four year olds. MABE also supports the recommendations to assess all children to identify those who need supports to be ready to succeed in school; and provide funding necessary to increase the numbers Judy Centers, Family Support Centers, and the Maryland Infants and Toddlers Programs for children ages 0–5 and their families.

However, MABE is troubled by the narrow focus of the Commission's proposed approach to implementing and paying for the expansion of student access to prekindergarten. The recommendations would limit program expansion to high—quality prekindergarten to four-year-olds based on a sliding scale and three-year-olds from low-income families. Specifically, the Commission is recommending expanding full-day prekindergarten at no cost for three and four year olds from families with incomes up to 300% of the federal poverty level (FPL) (approximately \$75,000 for a family of four), but for four year olds from families with incomes between 300% and 600% FPL (approximately \$75,000 to \$150,000 for a family of four) using a sliding payment scale. To the best of MABE's knowledge, there has never been a public school program offered on a sliding scale basis. Local school systems are deeply concerned with the ramifications of this proposal on issues ranging from school budgeting to community perceptions of universal access to a free public education.

To avoid the need for income-adjusted tuition for publicly provided prekindergarten, MABE supports a phase-in of state and local per pupil funding to support the expansion of voluntary universal prekindergarten for all four year olds and low-income three year olds. MABE also opposes limiting state funding for the expansion of voluntary prekindergarten to slots for low-income three and four year olds.

Specifically, MABE supports a per pupil funding allocation for students attending prekindergarten, including a 0.5 FTE for half-day students and 1.0 FTE for full-day students, without any off-setting reduction in compensatory education funding, so that all school systems receive additional state aid and a per pupil local share of funding for their high quality prekindergarten programs.

Again, MABE supports statewide initiatives that provide funding for and access to affordable, high quality public and private early childhood programs, including child care services, which are aligned with state and local school system learning standards and goals. Therefore, MABE supports increased funding for the Child Care Subsidy Program and other state programs providing access to affordable, high quality child care and early education programs.

MABE is concerned with the implementation challenges of attempting to restrict the ability of a local school system to expend access to public programs contingent on the expansion of private options in the jurisdiction. Therefore, MABE supports local discretion to develop and implement early education programs in school facilities or in conjunction with private providers, and for this reason opposes state mandated agreements between school systems and private providers. MABE believes that the Commission recommendations recognize that a significant degree of local autonomy should be provided to determine the public school systems role in providing high quality early education programs within counties and Baltimore City.

2. High Quality Teachers and Leaders

MABE greatly appreciates the Commission's attention to the critically important issues surrounding student access to high quality teachers and leaders in every school and classroom. Specifically, the Commission is recommending comprehensive reforms to make teacher preparation much more rigorous, raise standards for licensing new teachers in Maryland to levels comparable to the standards for teachers in the top performing states and nations, reduce the amount of time teachers would spend in the classroom, and provide significant pay raises to all teachers and teachers and administrators according to a new, statewide career ladder.

MABE supports teacher preparation programs becoming more rigorous, and induction programs being integrated with teacher preparation more systematically. However, MABE is concerned with the timing and implementation of raising standards for licensing new teachers in Maryland to levels comparable to the standards for teachers in the top performing states and nations. Maryland currently imports 60% of our new teachers from out of state. Therefore, MABE supports placing a high priority on ensuring an adequate supply of qualified teachers, in order to avoid worsening the teacher shortage, during the implementation of raising teacher education program admission and performance standards.

Regarding the bold proposals for increasing the numbers of teachers, and the compensation for all teachers, MABE supports local decision-making on the adoption of career ladders for educators, and the levels of compensation associated with tenure and performance. These two major recommendations result in separate cost estimates of \$1.3 billion, totaling \$2.6 billion. MABE is concerned that the Commission is recommending to raise teacher pay to make it equitable with other highly trained professionals with the same amount of education, while at the same recommending that teacher wages and salaries will continue to be negotiated collectively at the local level including for cost of living increases and increases beyond the state career ladder framework.

Specifically, the Commission is considering adopting a recommendation for a minimum salary of \$60,000 for all teachers by year five of implementation of the recommendations, with 10%

salary increase in years 1 through 3 plus any COLAs will also be used to raise the minimum salary to \$60,000. Local school systems must be able to negotiate in good faith with educator and non-educator bargaining units with the available combination of annually budgeted state and local funding. In this light, MABE believes more work is needed to clarify the role of local funding in equitably achieving the objectives identified by the Commission.

To be clear, MABE strongly supports significantly increased state and local funding to support significant increases in staffing levels and salaries for teachers, principals, para-educators, non-instructional support staff, and the array of other professionals including counselors, social workers, nurses, psychologists, and speech and occupational therapists. This wide array of highly educated and well-compensated professionals is essential to meeting the needs of students which extend beyond traditional teaching and learning needs.

School systems are increasingly being called on to provide or coordinate wraparound services to meet the social/emotional, behavioral and mental health, and social service needs of students and families. Therefore, MABE endorses the Commission recommendation to encourage higher education institutions to take advantage of national foundation efforts to develop highly qualified teachers and leaders from diverse backgrounds. MABE also supports teacher education and professional development programs that include instruction on diversity and inclusion, implicit bias, and cultural competency to ensure equity in the teaching and learning of all students.

3. College and Career Readiness Pathways

MABE endorses the Commission's overarching goal to develop a world class instructional system that will enable Maryland high school graduates to match students in the highest achieving countries in the world in academic attainments, equip them with the complex skills they will need to be successful in a technologically sophisticated economy, contribute to their communities, and play their roles as informed and thoughtful citizens in the world's oldest democracy. MABE firmly believes that much progress can and should be made in this area through state and local investments in high quality programs consistent with budget-aligned strategies and plans.

MABE strongly supports increased investments of state and local funding in expanding student access to college and career ready pathways. MABE agrees with the Commission that such pathways should include: 1) at least one of the following: an AP Diploma program (consisting of Advanced Placement courses specified by the College Board), the International Baccalaureate Diploma program, or the Cambridge International Diploma Program; and 2) a program that enables students to earn an Associate's Degree to be awarded along with or subsequent to graduation from high school, or to commence work towards a baccalaureate degree with the possibility of transfer to a Maryland four-year college.

However, MABE strongly supports the governance role of local boards and professional judgment of educators in developing and adopting policies, programs and educational strategies, in accordance with state standards, and reflecting local priorities, decisions, and allocations of available state, local and federal funding. In this context, MABE objects to the proposal to establish state-level inspection teams, particularly in any punitive or enforcement/compliance mode of operation. MABE appreciates the language added to the recommendations to align the identification and support of low-performing schools with the

intent and language of the Every Student Succeeds Act (ESSA). However, the one-sided approach described as an "inspection team" who will "recommend courses of action for addressing the problems revealed by the inspections…" should be further amended to align with the intent and spirit of the federal law, which requires this process be one of collaboration between the State, as the oversight body, and local education agencies and local schools.

The Commission is also poised to recommend a new fully aligned statewide instructional system, including curriculum frameworks, course syllabi and assessments, together with clear examples of standard-setting work and formative assessments to ensure that elementary and secondary students stay on track toward achieving a high standard of college and career readiness by the conclusion of 10th grade. MABE appreciates the Commission's clarification of that the curriculum will be developed as a model only, but reiterates our opposition to implementing these materials as state mandates.

MABE is concerned in light of the flexibility provided by ESSA, and the corresponding state law to guide our state accountability system, that the Commission is considering recommendations to place substantial weight on a student's performance on state assessments to determine each student's access to college and career readiness instruction in 11th and 12th grade. MABE has identified several concerns regarding these proposals.

First, MABE believes in a much broader definition of student success than test results on a single statewide assessment. This belief is further evidenced by the Every Student Succeeds Act's emphasis on student access to a well-rounded curriculum, and multi-faceted accountability system defined by Maryland's state law. MABE opposes rigidly linking student access to programs based on a single assessment, whether it is access to high quality college readiness programs such as the International Baccalaureate (IB) program, or career and technology programs (CTE) such as training in a trade leading to professional certification. Such limitations arbitrarily constrain the professional judgment of educators to provide such opportunities to students based on myriad other factors. MABE supports introducing students to career and academic options early, including during middle school to give students the opportunity to take introductory CTE coursework before meeting the CCR standard in order to engage their interest and retain them in high school.

Second, there has been little consistency in the form or content of state assessments in recent years, and major changes will be made next year. A brand new state assessment program will be administered for the first time in the 2019-2020 school year, with the PARCC assessments being replaced with as yet undetermined tests in math and English/language arts in all grade levels. MABE is deeply concerned that students not be treated punitively by an assessment program in flux.

Commission members and consultants have often cited Maryland's lackluster performance on the National Assessment of Educational Progress (NAEP) and Program for International Student Assessment (PISA). MABE takes this opportunity to emphasize that neither assessment has ever been universally or even widely administered to Maryland students, neither our state standards nor curriculum frameworks have been aligned with these tests, and these tests have certainly never been promoted or adopted as a standard measure of school or student performance in Maryland. By contrast, Maryland student outcomes on the SAT and AP assessments, and the diversity of students succeeding in this work, has garnered Maryland national recognition and accolades for many years.

Career and Technology Education (CTE)

Today, school systems are struggling and typically unable to meet the high demand from students and families for CTE programs. Therefore, MABE supports significantly increasing state funding to support high quality college and career readiness programs, including costs of assessments and professional certifications, professional development, student transportation, and CTE facilities and programs. MABE also supports expanding and strengthening the system of comprehensive high schools with specialized CTE programs, and specialized CTE high schools, in accordance with local school system priorities and local board governance.

MABE also recognizes the need for strong partnerships between state agencies and the private sector, and a role for the business community in establishing CTE program standards. However, MABE opposes granting unlimited governing and regulatory authority to a CTE Subcabinet and CTE Skills Standards Board in a manner that would conflict with State Board and local board governing authority.

MABE is alarmed by the radical, and we believe unwarranted, proposal to remove governance and decision-making control from local school systems and program oversight from MSDE's CTE program. The Commission has acknowledged that the quality and range of Maryland's CTE program offerings compare quite well among other states. And yet the Commission is recommending that a newly appointed body be placed in control of program and funding decisions to support CTE programs. Most troubling is the absence of any clear proposal to dramatically increase state funding to support the proposed expansion of CTE programs.

MABE urges the Commission to focus on the funding needed to sustain and expand local CTE programs, including the capital funding called for to renovate and newly construct high schools oriented toward CTE instruction.

4. More Resources for At-risk Students

MABE strongly, and perhaps most enthusiastically, supports the Commission's recommendations to provide a system that ensures all students are successful, regardless of income, language acquisition skills, or accommodations related to special education or physical disability. In addition, the Commission is calling for reforms to ensure that academic supports and case management supports are provided for these students and their families as soon as they arrive at school to address social, physical, mental, and family needs to enable success at school.

Consistent with these principles, and MABE longstanding advocacy for increased federal funding, MABE strongly supports significantly increasing the funding formula weight for students receiving special education services in accordance with an Individualized education program (IEP). MABE also supports maintaining a substantial funding formula weight for students with limited English proficiency (English Learners, as defined in the federal Every Student Succeeds Act (ESSA)). Similarly, MABE supports significant state funding to support local school system adopted evidence-based interventions and supports for struggling learners.

In recent years, Maryland has seen the increase in the enrollment of students who are economically disadvantaged based on family income; an increase from 35% to 45% of all students in the past 10 years. At the same time, Maryland is a wealthy state that has wide gaps in income among communities, and high concentrations of poverty is many areas. Therefore, MABE supports the Commission's recommendation to add a concentrated poverty weight to the funding formula to support intensive services for students and their families to enable them to succeed in school, that are coordinated and able to meet the additional needs of students in schools located in distressed communities.

MABE also supports the alignment of increased state and local funding for the groups of students described above with the requirements under ESSA for comprehensive school supports and interventions for our lowest-performing schools and targeted supports and interventions for low-performing student groups in all schools.

5. Governance and Accountability

MABE strongly opposes the Commission's adoption of a recommendation for a new governance and compliance body to oversee the implementation of the Commission's recommendations and subsequent legislation. MABE firmly believes in reciprocal accountability based on shared commitments to significantly improve student outcomes. The Kirwan Commission's bold set of innovative recommendations should garner the shared commitments of the Governor, General Assembly, State Board, local governments, and local school systems. State and local officials should commit to providing constitutionally adequate and equitable funding to support the world class education for all students envisioned by the Commission. Then, commensurate with statewide, wealth equalized, per pupil funding increases, and capital funding to support world class school facilities, local boards and school systems should commit to implementing the educational reforms envisioned by the Commission.

A key facet of accountability is the provision of adequate and equitably available state and local funding to make the education reform recommendations a reality. MABE does not believe that an independent oversight body is necessary or appropriate to coordinate, monitor, and evaluate implementation of the Commission's recommendations, as these functions are already within the purview of MSDE and the State Board. Most concerning is the proposed recommendation to grant this independent body the authority to withhold funding. MABE recognizes the role of the State Board and MSDE to require other State agencies and local school systems to respond to requests for information, and require changes to policies and implementation plans in accordance with the law implementing the Commission's recommendations.

MABE urges the Commission to not adopt the recommendation relating to withholding funding, and instead focus efforts on developing a rigorous system of local school system accountability for student performance including comprehensive local school system master plans with budgetary alignment to demonstrate that the Commission's innovative plan elements are implemented in accordance with state law and available state and local funding.

Given the wealth equalized role of state funding in local school system annual budgets, and the proposal to incrementally increase state funding for Commission initiatives, MABE strongly opposes proposals to reduce or eliminate the governance and decision-making authority of local boards and school systems as a condition for receiving increased state funding. To the extent that the Commission limits such conditions on increased funding to competitive grants for additional funding, MABE is greatly concerned with the potential negative impacts on equitable access of all school systems to additional funding, and equitable access of all students to innovative and enriched learning opportunities.

Similarly, MABE believes that the proposal to require school systems to demonstrate that no less than 75% of per pupil funding "follows the student" is fraught with implementation challenges and unintended consequences. Such proposals are typically associated with initiatives to privatize public education, through voucher programs, or to facilitate the expansion of public charter schools. By contrast, if the Commission intends to recommend school based budgeting on a statewide basis, the magnitude of this shift in public policy and school system budgeting and accounting practices has not be considered by the Commission thus far. MABE recognizes that neither of these outcomes may be intended by the Commission, as neither have been discussed, and therefore MABE urges that this terminology be removed from the Commission's recommendations.

Conclusion

MABE and each local board, on behalf of Maryland's nearly 900,000 public school students in grades prekindergarten through 12, greatly appreciates the opportunities presented by the breadth and scope of the Commission's landmark work, and the risks inherent in failing to grasp the opportunity to achieve consensus on key elements of the Commission's vision. Therefore, MABE pledges to support the Commission's final recommendations to the maximum extent possible within the bounds of advocating vigorously for the quintessentially American system of locally governed school systems accountable to local communities for the teaching and learning of each community's most valuable and cherished asset, our children and their futures.

Again, MABE appreciates this opportunity to present our perspectives and positions on the issues being considered by this Commission.

Respectfully.

C. Tolbert Rowe, MABE President

November 28, 2018

To: The Commission on Innovation and Excellence in Education

Attention: Dr. Brit Kirwan, Chair

From: Ayize Sabater (shsab1@morgan.edu)

Re: Strengthening the Family Engagement Components

My name is Ayize and I'm working with Md-IAF (Maryland Industrial Area Foundation). The Md-IAF is a conglomerate of county based organizing coalitions, such as BUILD who helped to rally over three thousand constituents who won over a billion-dollars in Baltimore school renovation dollars in 2013 and AIM who helped to rally over one thousand constituents in Montgomery County to win the establishment of high-quality afterschool programs in high poverty schools. I want to personally thank to the entire Commission for some bold and visionary educational work. Furthermore, I'd like to personally thank Delegate Alonzo Washington for taking time to meet and include some family engagement recommendations in working group 4's work. However, more is needed. I have literally just passed my dissertation defense where my research focused on family engagement, so I know a little bit about this subject, and I stand here today to strongly recommend that the Commission consider strengthening the family engagement components because effective family involvement can bolster student learning. Two key ingredients, for innovative family engagement, are missing:

- that a small but dedicated funding line item focus on training parents to evaluative their school's family engagement efforts as it specifically relates to influencing their students' learning, for each respective school for each school year; and,
- that intensive family support funding be made available to third party non-profit entities
 &/or to school districts who apply to a local governing body via a request for proposal (RFP) process.

Now, I'm not a wine connoisseur but Marylanders ought not to expect a new taste, drinking old wine. What I'm saying is that we cannot expect new results, using the same old tactics, so please give serious consideration to establishing bold and innovative family engagement policies, which some researchers (like Ron Edmonds & Ken Haskins) have called the "game-changer" for education.

Moreover, these two missing ingredients can help to strengthen the Commission's recommendations as it relates to family engagement. Specifically, training parents to be involved in evaluating their school's family engagement for student learning, is a bold step towards greater accountability and a step that empowers parents as full partners in education as demonstrated by Maryland's own Epstein (1995) and several other researchers (Auerbach, 2010; Stefanski, Valli &

Jacobson, 2016; Wasserman & Sabater, 2018). Furthermore, research has demonstrated that schools and school agents are not always neutral parties in working with parents in education. In fact, Mapp (2003) demonstrates that school staff and/or school climate actually sometimes stymie family engagement. Additionally, Jeynes (2011) found that in many communities "low-income families of color perceive school representatives as demanding much and offering little in return" (p. 38). Jeynes (2011) continues that this type of interaction may result from the perception of many parents, that <u>schools are neither welcoming nor responsive</u>, but instead are "takers" (Jeynes, 2011). Thus, by allowing more neutral third-party non-profit entities and/or school districts the opportunity to compete for family engagement funding dollars, then we may truly introduce innovation into the educational process. Thank you for hearing my observations and again please give serious thought to engaging parents in the evaluation process of family engagement and opening family engagement funding up to third-party non-profits and/or school districts for a stronger and more robust family engagement component.

References:

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- Mapp, K. L. (2003). Having their say: Parents describe why and how they are engaged in their children's learning. *School Community Journal*, *13*(1), 35-64.
- Stefanski, A., Valli, L., and Jacobson, R. (2016). Beyond involvement and engagement: The role of the family in school—Community partnerships. *School Community Journal*, 26(2), 135-160.
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November 29, 2018

Dear Commissioners:

Decoding Dyslexia Maryland is a parent-led, volunteer grassroots network of teachers, parents and students who want to ensure that Maryland's PK-12 system teaches all students to read, write and spell on grade level regardless of zip code, income, family background or experiences.

On behalf of our 13 local and regional chapters and thousands of members across the state, we would like to express our gratitude for your commitment to equity, improved student academic outcomes, and adequate funding for education.

In acknowledging the Commission's commitment to improved student outcomes, Decoding Dyslexia Maryland suggests amending the language in Working Groups 1 and 3 to fully address an early warning system for students and provide adequate funding and resources to prevent reading failure.

Universal Reading Screening is a Critical First Step in an Early Warning System

- According to MSDE, "Screening is a critical component of an education system designed to provide early intervention. Not only is it important to pick up on the early warning signs of students who are at risk of academic failure, but also to focus on appropriate instruction and use of evidence based interventions."
- 2. The Commission is focused on preventing reading achievement gaps -- education research supports universal reading screening as a critical part of a prevention model²
- Screening determines which students are at risk and will likely struggle to read on grade level -- it's like taking a temperature before you have a fever as opposed to waiting until a fever develops.
- 4. To intervene early when it's more effective and efficient.
- 5. Screening can identify where core reading instruction is not adequate and needs to be adjusted or revamped.

¹ MSDE Technical Assistance Bulletin, Specific Learning Disability and Supplement 2017

²Catts, Hugh W.; Nielsen, Diane Corcoran; Bridges, Mindy Sittner; Liu, Yi Syuan; Bontempo, Daniel E., <u>Early Identification of Reading Disabilities within an RTI Framework</u>, Journal of Learning Disabilities, v48 n3 p. 281-297 May-June 2015

Joseph Torgesen, Ph.D., Director Emeritus: Florida Center for Reading Research has testified for years that:³

"Using measures currently available, we can accurately determine which students are likely to struggle with reading starting in preschool or kindergarten." (Florida Center for Reading Research, 2010)

Dr. Torgesen further states:

"In fourth grade, students need 2 hours of instructional time to make the same gains as made in 30 minutes of instructional time in Kindergarten."

Suggested Amendments listed below, would: **Element 3a, 10.31, (no markup):**

1. <u>Element 3a policy statement:</u> change "formative" assessment to "student" assessment

a. Rationale:

- Using the term formative could preclude the use of valid and reliable screening measures that can predict if a student will struggle to attain academic skills like reading.
- ii. Using the term formative might indicate that the Kindergarten Readiness Assessment (KRA), included Working Group 1, Element 1c, is a psychometrically valid "early warning assessment," which it is not. The KRA doesn't provide educators with data they need to determine risks or plan instruction.
- iii. Adding "student" before assessment indicates that student information and not system information is sought in order to determine what a student needs to be successful.
- b. <u>Element 3a,</u> "Develop a fully aligned instructional system, including curriculum frameworks, course syllabi and assessments, together with clear examples of standard setting work and formative student assessments to ensure that students stay on track."
- 2. <u>Element 3a, 4b:</u> We suggest 1) listing the components of an an early warning system and 2) clarifying the language to emphasize prevention.
 - a. Rationale: Listing the components and adding specific language provides clarity of purpose and funding.
 - b. <u>Suggested Language (in red):</u> "In the core subjects of English, math, science, and history/social studies, an assessment system designed to assess students' acquisition of the qualities specified in the curriculum standards and frameworks must include: a. Summative assessments that meet federal requirements; b.

³ Torgesen, Joseph A., <u>Avoiding the Devastating Downward Spiral</u>: The Evidence That Early Intervention Prevents Reading Failure, *American Educator*, Fall 2004.

Assessments (which may be State and/or local) that provide means by which to determine whether students have met the State CCR standard and "early warnings" which includes universal screening, informal diagnostics, progress monitoring and other assessments by which teachers and school leaders can identify those who are at risk for beginning to falling behind, which will enable them to work together more successfully to diagnose identify the issues and help get those students back on track to meet the CCR standard (See Working Group 2 recommendations on use of the school day and teachers' time); and c. Evidence of meeting high school graduation requirements.

Additional Comments

- 1. We support the testimony offered by the Education Advocacy Coalition
- 2. We support the testimony offered by the Maryland Education Coalition
- 3. We support the language offered by Commissioner Hettleman on the tutor to student ratio, substituting "ratio to be further determined." The tutor to student ratio should be informed by universal screening results and the instructional needs of the students.
- 4. We support an increased compensatory education weight of 97% or higher to ensure equity.
- We support providing students in grades 4-12 with evidence based interventions as well as the materials and professional learning needed to provide reading instruction/interventions to students.

Respectfully,

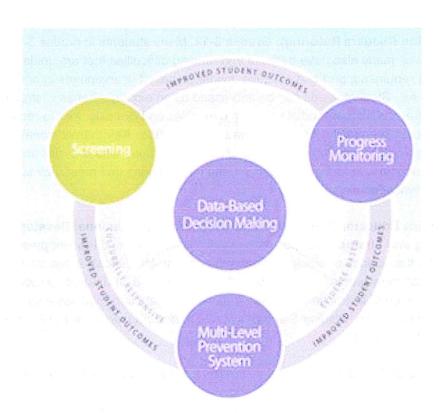
Karleen Spitulnik Laura Schultz Decoding Dyslexia Maryland

Attachment 1:

Summary of Prior Feedback

Summary of Prior Feedback and Testimony to the Kirwan Commission from Decoding Dyslexia Maryland:

Preventative Reading Framework. Universal screening is part of a fully aligned instructional system to prevent reading failure. Psychometrically valid and reliable screening measures can predict if a student will struggle to attain reading skills. Screening is a cost effective, first step in an aligned prevention model and is often part of a high quality, multi-level instructional program (see <u>Assessment, Curriculum and Instruction Bulletin, MSDE</u> and the <u>Maryland Comprehensive Literacy Plan</u>).



Center for Response to Intervention, American Institute for Research, AIR

 If Maryland is to prevent and eliminate reading achievement gaps, learning who is struggling before they fall behind is a key prevention component. (Center on Response to Intervention, Screening briefs. Washington, DC: American Institutes for Research (Retrieved from http://www.rti4success.org/resource/screening-briefs). Screen & Intervene Collaborative: Catts, H. W., Nielsen, D. C., Bridges, M. S., Liu, Y. S., & Bontempo, D. E. (2015). Early identification of reading disabilities within an RTI

framework. Journal of Learning Disabilities, 48(3), 281-297.)

- 3. Special Education: Funding must be increased to meet the needs of all students who are evaluated and subsequently identified for special education. DDMD supports comprehensive, professional learning for educators so they can provide comprehensive literacy instruction and interventions needed by at risk students and students with dyslexia in Maryland. Structured literacy refers to both the elements and principles of evidence based reading instruction and includes phonemic awareness, phonics, vocabulary, fluency and comprehension taught explicitly and systematically. See ESSA Subpart 2--Literacy Education for All, Results for the Nation: SEC. 2221. (20 U.S.C. 6641) PURPOSES; DEFINITIONS.
- 4. Struggling Readers (tutoring): Grades 3-12: Many students in grades 3-12 read below grade level; many also have dyslexia and reading difficulties that are unidentified. These students require support and effective, evidence-based interventions to bring them to grade level. Student needs can be addressed using a comprehensive, structured literacy framework to remediate reading difficulties and dyslexia. Key to remediation is professional learning in code based reading instruction. Key to transitional tutoring is ensuring an early warning system is in place to determine who is at risk and provide those students with further assessment and interventions that meet their specific needs in a general education setting.
- 5. In-Service Educator Preparation and Continuing Professional Development in Reading and Literacy: Support for professional learning and teacher preparation that includes the science of reading, information on learning difficulties like dyslexia, prevention frameworks, evidence based comprehensive, structured literacy instruction, intensification of instruction and interventions, and data informed assessments. The Working Group on Reading Standards Revision is supposed to be ready to release the Revised Standards.
- 6. Investing in Educators: Support increasing educator opportunities and pay.
- 7. Teacher Preparation, Schools of Education: Support for educator certification in the science of reading and best practices to teach reading to all students; accountability and oversight of teacher preparation universities, teaching faculty certification and credentialing in reading, and a practicum/mentoring year to increase classroom effectiveness.

Education Advocacy Coalition

for Students with Disabilities

November 29, 2019

William E. Kirwan, Chair
Maryland Commission on Innovation and Excellence in Education
c/o Office of Policy Analysis
Department of Legislative Services
Legislative Services Building
90 State Circle
Annapolis, Maryland 21401

Dear Chairman Kirwan and Commission members:

The Education Advocacy Coalition for Students with Disabilities (EAC), a coalition of more than 25 organizations concerned with education policy for students with disabilities in Maryland, has followed with interest the work of the Commission. We write to offer the following comments and additional recommendations to the Commission as final decisions are made.

First, the EAC is pleased that the Commission strongly supports the expansion of prekindergarten. Based on the most recent draft Elements of Working Group 1, revised September 25, 2018, the EAC strongly supports many of the recommendations, including the following:

- 1. Priority in prekindergarten expansion be given to children receiving special education services, in a variety of settings, regardless of income. (Element 1a, pg. 4). This is important not only because Maryland is required by state and federal law to provide special education and related services for eligible preschool children with disabilities, ages three through five; but also because doing so in a way that supports children with disabilities alongside children without disabilities leads to improved child outcomes on critical school readiness skills, resulting in a narrowing of the performance gap with non-disabled peers.
- Participating providers accepting public funds must agree not to discriminate, and may not discriminate, in either student admissions or retention on the basis of disability. (Element 1a, pg. 3).
 By including disability in the anti-discrimination language, the Commission is reiterating a critical requirement that already exists for early childhood education programs, including child care programs.
- 3. Expand access to support to children with disabilities and their families by increasing funding for the Maryland Infants and Toddlers Program (MITP). (Element 1d, pg. 12). The benefits of the MITP are clear. Maryland's 2016 longitudinal research confirms the benefits of early intervention services for children with developmental delays and disabilities, with 68% of children returning to general education by 3rd grade. The greater the intensity of early intervention services, the better prepared children are for kindergarten. Most children receiving early intervention services demonstrate progress in the areas of social-emotional development, learning new skills, and meeting their needs. In FY 2016, 74% of children who exited the program with at least 6 months of service made as much or more progress as their typically-developing peers. Yet, the MITP has remained level-funded since

William E. Kirwan, Chair November 29, 2018 Page Two

State Fiscal Year 2009. A 30.5% increase in the number of children eligible for services has resulted in a 23.4% decrease in State General Fund dollars per child.ⁱⁱⁱ

We also appreciate the decision to increase State funding to support students with disabilities. However, although the stop-gap weight presents an increase in funding from the current weight, the EAC does not believe it is enough to meet the needs of all students with disabilities. We believe the actual cost of adequately supporting and educating students with disabilities is much higher, but we understand the special education study required by HB 1415 will be underway soon. We expect that the Study will conclude that a larger amount of funding is needed and that the weight may be revised again based on the study recommendations.

We do want to flag a concern for the Commission as the stop-gap weight moves forward and more funds are provided by the State. We worry that the State funding will be used to supplant the current local funding instead of supplement it. The Implementation Considerations of Working Group 4 acknowledge that school districts "will have discretion in repurposing approximately \$529 million in local funds." Encouraging school districts to "reinvest a portion back into special education as appropriate" does not go far enough to ensure the needs of students receiving special education are met. We strongly recommend adding stronger language to assure that school districts do not use additional state aid to supplant current funding, but rather, use the additional state aid to supplement current funding, build capacity, and ensure that students with disabilities receive the services and supports they need to succeed.

To further address the needs of students with disabilities, it is critical to address explicitly the needs of students with disabilities within the career readiness recommendations. Working Group 3 proposes the creation of a new Committee of the Governor's Workforce Development Board, the Career and Technical Education Committee. The EAC recommends that at least one member of that new CTE Committee be someone with the skills and knowledge to ensure that students with disabilities have equal access and opportunity to participate in CTE programs throughout Maryland. In addition, the Skills Standard Advisory Board (Element 3i in Workgroup 3 Report) should include employers who have a successful track record of training, hiring, and maintaining individuals with disabilities in their workforce to ensure strong linkages to career options for people with disabilities and consider standards and credentials that can be met by people with differing abilities. If the Skills Stand Advisory Board is expanded to include educators, parents, and community representatives, the EAC recommends that parents of students with disabilities be included along with community organizations that support people with disabilities in their effort to work.

The EAC is aware that there is a finite amount of resources; however adequate and effective services and supports for students with disabilities is critical to ensure that <u>all</u> students reach their full potential and succeed in school and after. We appreciate the opportunity to provide testimony to the Commission and thank the Commissioners for the hard work you are doing on behalf of all students in Maryland.

Sincerely,

Leslie Seid Margolis, Chairperson Disability Rights Maryland William E. Kirwan, Chair November 29, 2018 Page Three

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The Arc Maryland

Laura Schultz Decoding Dyslexia Maryland William E. Kirwan, Chair November 29, 2018 Page Four

Ronnetta Stanley Loud Voices Together

Wayne Steedman Steedman Law Group

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Jessica Williams Education Due Process Solutions, LLC

¹ Moving Maryland Forward: Building a Birth through Five System of Services for Children with Disabilities and Their Families, MSDE, January 2018, pg. 3.

ii *Id.* Pg. 14.

iii*ld*. Pg. 11.



November 29, 2018

Dear Members of the Commission on Innovation and Excellence in Education,

We commend you, Chairman Kirwan and members of the Commission on Innovation and Excellence in Education in Maryland for the excellent work and open process that has taken place as you have undertaken this daunting charge. Arts education in Maryland Schools (AEMS) Alliance supports your work and agrees that all Maryland students deserve access to a world class education. AEMS also believes that Arts education – dance, media arts, music, theatre and visual arts--is an essential element of a well-rounded world class education. AEMS supports the language from the current draft of the report in that:

aligned instructional systems should include standards, or curricular frameworks with embedded standards core subjects we would add as stipulated in COMAR (English language arts, mathematics, sciences, history/social studies, music and fine arts) that map out the core learning goals of each subject at each grade level and lay these out in a logical sequence reflecting the content that students should previously have acquired as well as solid developmental science on how students absorb new skills, knowledge, and ways of thinking.

When we talk about acquiring knowledge and college and career readiness, the arts play a key role. The arts are vital to innovation at all levels.

Our educational funding formula should reflect and support what the State Board of Education, Maryland Department of Education (MSDE), and the legislature through COMAR recognize as part of that well-rounded education for every student. Funding for arts staffing and arts instructional programs should be included in the foundation (base) formula.

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

AEMS also supports the need for accountability that ensures that every child, in every school, in every district is provided the quality arts education that as stipulated in COMAR and ensures districts are using the funding they receive to staff and implement these programs.

AEMS is in the process of developing a pilot for statewide arts education data platform that will expand our capacity to monitor and evaluate access to arts instruction in schools across the state. Data including the number of arts instructors, amount of arts instructional time students receive, arts course offerings, specific types of programming, and arts partners at each school, will be presented on a searchable on-line database that can be used by district and school leaders, funders and stakeholders, and arts partners and communities to make informed decisions about where to target resources to improve equitable and high-quality education for our students. Data presented on *artlook*® Maryland will also demonstrate how schools are aligned with the Maryland State Department of Education's Fine Arts rubric, thereby providing school leaders with concrete and actionable steps to improve the quality of arts instruction in their schools as defined by state standards for a well-rounded education. And the data platform will support the work of the MSDE Fine Arts Advisory Panel in monitoring school by school compliance with regulation per COMAR as amended a year ago.

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



Testimony

Commission on Innovation and Excellence in Education

October 12, 2017

Mary Ann Mears:

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

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

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

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

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

When you look at the disparities you hear certain themes: "these kids need tough love—we will worry about arts education once they learn to read and compute," "we can deal with the arts in after school programs" and "the arts community can provide some free programs until we can afford arts teachers—something is better than nothing."

The state board is in the process of amending COMAR Fine Arts regulations to update standards and specify state requirements more clearly. Adequate funding needs to provide the program inputs that enable schools to comply with the regulations. Viewing the graphic on the screen/attached, you can see the components of a strong arts education program. Note that by far the single most important part is instruction that is sequential, standards based and delivered by highly qualified teachers, usually with certification in their art discipline.



Turning to including the arts in the funding formula:

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

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

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

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

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

The Report of the Task Force on Arts Education in Maryland Schools includes an extensive literature review which outlines the most significant research done around arts education impacts, best practices and so on. I am going to share just a few interesting data points culled from multiple studies.

- 1) A student involved in the arts is four times more likely to be recognized for academic achievement.
- 2) Students with high arts participation and low socioeconomic status have a 4 percent dropout rate—five times lower than their low socioeconomic status peers.
- 3) Students who take four years of arts and music classes average almost 100 points higher on their SAT scores than students who take only one-half year or less.
- 4) Low-income students who are highly engaged in the arts are twice as likely to **graduate college** as their peers with no arts education.
- 5) 72 percent of business leaders say that **creativity** is the number one skill they are seeking when hiring.
- 6) 93 percent of Americans believe that the arts are vital to providing a well-rounded education.
- 7) The arts are recognized as a core academic subject under the federal Elementary and Secondary Education Act, and 48 states have adopted standards for learning in the arts.
- 8) Two-thirds of public school teachers believe that the arts are getting crowded out of the school day.
- 9) In 2008, African-American and Hispanic students had less than half of the access to arts education as their White peers.



This is an incredibly important moment for arts education policy:

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

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

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

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

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

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

- The Adequacy Study cites staffing ratios for the arts that are presumably based on the approach used 15 years ago. The ratios are in large part driven by provision of planning time for classroom teachers (a nice byproduct of having arts teachers). They are not aligned with the provision of instruction that will enable students to meet state standards in the fine arts per COMAR.
- Further in this report, the arts are lumped into a category called "specials" or "electives" which include a long list which varies and is modified by the phrase "such as." Staffing for the total number of specialist teachers is arrived at arbitrarily and in some cases referenced as "REQ," or "4" (note that there are 5 arts disciplines, never mind Educational Technology, World Languages, PE etc.) or a percentage of the number of classroom teachers. All of these methods ignore the State's policy that the arts are a core subject area and that there are standards in four disciplines (now being expanded to five to include media arts) for which schools are required to provide instructional programs that enable students to meet those state standards.



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

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

Martin Knott

I am a businessman.

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

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

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

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

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

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

We will now take any questions or comments.

Daniel D. Curry, Ed.D.

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November 29, 2018

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

Dear Chairman Kirwan and Commission Members,

On behalf of the Public School Superintendents of Maryland (PSSAM), I want to thank you and the Commission members for your tireless efforts to redefine Maryland's current educational policies and practices. We are grateful to be currently represented on the Commission by Dr. Karen Couch who succeeded Mr. Stephen Guthrie as PSSAM's member. Both of our representatives fully participated in the important work of the Commission and can attest to the commitment and dedication of all Commission members.

Together we lead school systems representing almost one million students, 1,400 school buildings, and 75,000 educators and other professionals who come under our responsibility on a daily basis. Maryland is one of the wealthiest states in our nation, yet our public school systems are educating students who are at risk and we are quickly approaching the 50% point of students requiring free and reduced priced meals. In addition, almost 12% of our students require special education services and our English Language Learner populations are rapidly growing and also need additional services.

We feel it is important to reiterate to all Commission members the need to reflect upon the diversity of our state and our 24 local systems that range in size from our smallest system educating approximately 2000 students to our largest system with almost 162,000 students. The ability of our systems to implement many of the policy recommendations that are being proposed will be largely dependent on our ability to provide oversight and technical assistance. Attracting and retaining highly effective educators to our systems varies greatly among our rural, urban and suburban areas. We would like to diminish the myth that our administrations are top heavy and able to conform to the numerous unfunded mandates that have come our way in recent years. As you continue to engage in this process to refine your recommendations, we ask that you please keep in mind the unique challenges faced individually by all 24 school systems.

During the past several years, PSSAM's top educational priority has been to support funding for the expansion of prekindergarten for all Maryland's 4-year-old children. We also would like to see the expansion of early childhood education for our most vulnerable 3-year-olds. This should be the Commission's first priority. We all recognize and validate the research that supports early childhood education as a strong indicator affecting the ability of our students to stay on track, complete high school, and be college and career ready upon graduation. From a fiscal standpoint, this may prove to be the Commission's best investment and well worth the expenditures it may take to quickly come to full implementation.

Dr. William (Brit) Kirwan
Commission on Innovation and Excellence in Education
Annapolis, Maryland 21401
November 29, 2018
Page 2 of 3

Another PSSAM priority is increasing our ability to attract, recruit and retain a quality workforce throughout our state. We are pleased with the Commission's recommendations for the implementation of career ladders and the ability to provide comparable salaries for our educational professionals. Teachers' salaries have long fallen below those of comparable professionals. We applaud the Commission's recommendations to professionalize our educators and increase their yearly wages to reflect their own academic achievements either by acquiring National Board certification or specialized Master's Degrees. Leaving the final salary decisions to the local boards is aligned with our belief that the local school systems are best prepared to address the diverse needs of their individual systems. We also believe that all Commission recommendations must include strong language addressing local fiscal accountability. Many of us are at the mercy of our local maintenance of effort funding and have not received cost of living increases for many years.

We are pleased that the Commission has recognized the changes to our student populations throughout the years. Today's at risk students come to our schools presenting a multiplicity of problems. We are hopeful the Commission will add weights to our local funding for all at risk students that are comparable to the funding weights used in our current state funding. In order to achieve equitable funding for our neediest students, this issue must be addressed.

Since the passage of the College and Career Readiness Act of 2013, our systems have continued to focus on preparing our students to exit our high schools ready for college and/or career. The number of our students participating in dual enrollment has increased significantly during the past few years. As the State Board is revising high school graduation requirements, we urge the Commission to keep in mind our individual local needs and the additional staff needed to provide transitional supplemental instruction including tutoring for struggling students. Many systems already have difficulty filling professional positions locally and we hope this recommendation will not further exasperate our ability to fill these much needed positions.

We also want to mention our support for a Council to focus specifically on Career Technology Education in Maryland. Originally, we were under the impression that this was one of the priorities of the P-20 Council. Our question is will the P-20 Council be replaced by the CTE Subcabinet? If yes, we believe this will become a more productive and useful Council.

School system leaders in Maryland have long supported accountability for all our students. Even prior to the introduction of the Master Plans in the Bridge to Excellence legislation, we have complied with numerous reporting requirements from the Maryland State Department of Education (MSDE). Please keep in mind that all federal grants require a massive amount of reporting. It is important to note that our school system specialists generally spend a larger portion of their time compiling reports rather than working directly with our staff and students. We feel a review and a revision of the current Master Plan process is long overdue and may help systems to consolidate much of our current reporting.

Dr. William (Brit) Kirwan
Commission on Innovation and Excellence in Education
Annapolis, Maryland 21401
November 29, 2018
Page 3 of 3

In addition, we would like to address the requirements in your work group reports for MSDE to provide direction and technical assistance to our 24 systems. We currently do not believe MSDE has the capacity or the professionals needed to fully assist our 24 systems in the areas that are required throughout the reports. It is important to note that the number of professional staff specialists at MSDE has greatly diminished over the years directly impacting their inability to provide this level of oversight. We believe MSDE will also need fiscal support to provide this level of direction and technical assistance.

Local School Board Governance is also a concern for many of our systems, especially systems where 50% or more of their educational funding comes from local government. Please keep in mind that our local school boards have educational priorities that they need to address which requires school leaders to be very flexible in addressing the numerous recommendations they receive from a wide variety of advocates and stakeholders.

Finally, there has been little consistency in the form or content of state assessments in recent years. In the 2019-2020 school year, yet another new assessment program will be administered for the first time, replacing the PARCC assessments. PSSAM strongly stresses the need to identify, implement, and sustain a valid and reliable testing program that provides timely results with item analysis that has continuity of time.

Our top priority at PSSAM has always been a laser focus on students first. We truly appreciate all of the Commission's dedication and commitment to public education in Maryland. The time you have spent will not be wasted when many of these policy recommendations are funded and fully implemented in the years to come!

Best regards,

Daniel D. Curry, Ed.D. President PSSAM and

Superintendent of Schools

Calvert County Public Schools

November 29, 2018

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

Dear Chairman Kirwan and Commission Members:

On behalf of Montgomery County Public Schools (MCPS), I would like to start by thanking each of you for your dedication and perseverance in updating the current education funding formulas and modernizing Maryland's PreK-12 system. We commend the dedication and devotion to public education in our State.

As we noted in our letter of November 1, 2018, we are pleased with the recommendations around early childhood and would strongly encourage the Commission to expand the goal to all four year olds, ultimately phasing in all three year olds. We appreciate the recommendations to increase the rigor in teacher preparation programs and strongly support initiatives to allow teachers more collaborative planning time. We agree it is imperative to increase efforts to rebrand teaching with a focus on recruiting and retaining diverse teachers. We strongly support the comments made by Dr. Ivory Toldson, that our teachers are not lacking intelligence, but rather the training and resources necessary to improve student outcomes and we support recommendations to accomplish this goal. MCPS believes all children can be college and career ready by the end of the tenth grade and concur that a robust set of pathway options for students is a must.

In Montgomery County, we believe in investing in early childhood, preparing all students to be college, career, and community ready; working together with communities and families; providing equitable opportunities to all students; supporting the physical, social, and psychological well-being of all students; creating a safe and secure environment for all students; preserving local autonomy over education; fully funding education; and protecting MCPS from any and all negative effects from statewide public education funding reforms. It is the last three belief statements that I want to focus on in my short testimony this afternoon.

First, Maryland is a large and diverse state with a population of over six million. Each jurisdiction is unique in population and in needs. One size does not fit all. As codified in law, each local school system and county board have the right and responsibility to govern education. As the largest county by population, Montgomery County educates approximately 163,000 students a year with an annual growth in enrollment of nearly 2, 500 additional students. Almost 54 percent of our students are Hispanic or African American. Thirty five percent participate in the Free and Reduced Price Meals program, 12 percent receive special education services, and almost 18 percent are English learners. It is imperative that we preserve our local autonomy over education; that we are allowed the flexibility to create and implement programs and policies that work for MCPS students; and we maintain the decision making authority that allows us to best balance education practices using available resources, appropriate public input, and measures of accountability.

Second, MCPS feels strongly that today's investments in education are crucial to a prosperous economy strong business growth, and students' ability to compete for good jobs in a global, high-tech economy.

We are aware that the Commission is currently costing out estimates for the recommendations. However, we are very concerned not only about the costs of implementing the recommendations, but also the sources of revenue. To date, the only analysis we have seen about revenue sources indicates that certain counties would lose large sums of State funding and be expected to increase local funding. This is not only unacceptable to the tax payers in Montgomery County, but unconscionable for the children of MCPS. As noted, with a growing enrollment and continuing diversity, MCPS requires continued State aid to keep pace with rising standards for student performance. Adequate funding includes providing equitable resources for all students in Maryland, not disadvantaging one school system over another.

Finally, we implore the Commission to consider the negative impacts of recommending unfunded mandates. We strongly oppose any and all recommendations that will not be supported with funding. These include significant additional workload burdens with no accompanying source of revenue, as well as unintended consequences of well-intentioned legislation. Furthermore, making State funding dependent on, or a condition of, relinquishing local decision making is unacceptable. As noted in our beliefs, we must protect our students and families from any negative effects of changes in these funding formulas. We ask the Commission to consider the different needs of school systems, the geographic cost index, the maintenance of effort requirements, and the fact that local school systems are also beholden to local government for local funds and require some flexibility from State mandates to incorporate the needs of all revenue sources and more importantly, the needs of all students. We support a revision of the funding formulas but believe that when those decisions are made, stakeholders must have the opportunity to review and respond to those recommendations.

Again, we in MCPS want to thank and commend the Commission members for their diligent efforts to update education policies and formulas in Maryland. We recognize the large amount of work and dedication this Commission has undertaken and look forward to continuing to work together to continue to provide the best education in the world to all of our students.



VISION - BRIDGE Maryland sees the state challenged by a history of inequity but engaged in community organizing for a more just tomorrow.

MISSION - BRIDGE Maryland uses intentional relationship building, organizing and intensive leadership development in order to strengthen congregations and faith leaders to demonstrate and advance justice in the world.

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⁷ For God has not given us a spirit of fear, but of power and of love and of a sound mind." -- 2 Timothy 1:7 (NKJV)

"my people are destroyed from lack of knowledge" --Hosea 4:6a (NIV)

Good Day,

My name is Rev. Marlon Tilghman, and I am a co-chair of Bridge Maryland, Inc. BMI has a current membership of over 30 churches in Harford County, Anne Arundel County, Caroline County, Talbot County, Baltimore County and Baltimore City. Those churches represent over 1500 citizens. I am also a U.S. Marine Corps Veteran of Operation Dessert Storm and the pastor of Ames UMC in Bel Air, Md., the oldest African American church in Bel Air. I am also a proud graduate of Baltimore Polytechnic Institute, a premier public high school in the state of Maryland in the country.

And I am here in support of the "Kirwan" Commission on Innovation and Excellence in Education and I want to offer a theological reflection on a problem that this Maryland General Assembly can resolve and that problem is F.E.A.R. —False Evidence Appearing Real.

This country is being pulled a part because if you tell a lie often enough, people begin to think it's true. The lie that we're being told is that poor people, black and brown people are a threat and a menace to the middle and upper classes. Yet, the reality is that poor people, black and brown people, are not the menace but the victims of the messengers that perpetuate F.E.A.R.—False Evidence Appearing Real.

You've already heard from other testimonies that spoke sincerely and eloquently about the specifics of the problems in our public-school systems. They offered reasonable solutions to remedy those programs, so I would like to offer a homiletical narrative to the Kirwan agenda that stems from two passage of scripture in the Holy Bible.

The Bible teaches us that ⁷...God has not given us a spirit of fear, but of power and of love and of a sound mind." Each of us in this room, regardless of your faith tradition or lack there of knows that earthy POWER comes from organized people and organized money. POWER comes from converting our visceral emotions into a meaningful cause. POWER comes from putting your money where your mouth is. Thus, there is POWER in this room and the Kirwan Commission is a tool to exercise that power.

Likewise, the prophet Hosea once told the rulers, "my people are destroyed from lack of knowledge." And I believe it was the United Negro College Fund who once coined the phrase, "a mind is terrible thing to waste." More recently their slogan is, "I AM Your Dividend." Both slogans reiterate that God gives us a sound mind when we invest in education for all citizens and not just those who can afford a private education or live in areas of opportunity where public schools are not only thriving but producing children who believe in themselves and haven't lost the ability to dream, create and care about others beyond themselves. The Kirwan commission is a platform for power and nurturing sound minds but we must put an end to our FEAR if power and knowledge is going to be equitable for all citizens of Maryland.

I close with a lesson I learned growing up in east Baltimore while walking through allies. Quite often dogs would bark at me as a means of fear when I walked past them; and I learned that there are three things you can do to overcome that fear. One, you ignore the dog and typically it would stop barking because you didn't give it any attention. You can also muzzle the dog or you put the dog in the house. Addressing the FEAR in this country, that is diving the classes and the masses, is long overdue, and the Kirwan Commission can put FEAR in its place and give Marylanders a brighter future through PUBLIC education.



Maryland Education Coalition

Rick Tyler & Bebe Verdery, Co-Chairs

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MEC STATEMENT - KIRWAN COMMISSION HEARING - November 29, 2018

The Maryland Education Coalition (MEC) thanks each of the Commissioners under the leadership of Dr. Kirwan, with support from Department of Legislative Services, contractors or advisors in what can result in the most important actions in Maryland since the implementation of the Thornton Commission recommendations.

Consistent with language throughout the federal *Every Student Succeeds Act (ESSA)*, we are key stakeholders, consistently providing meaningful contributions in the decision-making process throughout the Maryland public education community. As such, we briefly offer the following comments based on our understanding of the current recommendations and pending actions of the commission:

➤ MEC supports systematic accountability, has been directly involved in the development and review of master plans, local and state budgets and implementation of such at the state, local and school level. We are concern with statements by some that imply that Thornton failed to deliver significant student performance improvements and lack accountability.

Evidence shows that during the first several years of Thornton, lower performing school districts continuously improved and began closing gaps. This slowed down when the economic crisis began, and funds for some of our least wealthy school systems and students began to decrease. Several of these school districts also were held financially accountable with tens of millions held by the state for extended periods holding school systems, schools and students back, because underfunded districts with significant needs had to make nowin choices.

We believe any punitive accountability measures should be a last resort, pending adequate, equitable funding for all, paired with time for implementation and support services or resources as needed.

- MEC is in general agreement with the current contents of the Early Childhood Education recommendations with the following exception:
 - We urge the commission to move up the implementation timeline from ten, to 3-5, years for the expansion of full-day Pre-K for three- and four-year-olds for those school districts that have significantly below average academic performance, low wealth and high percentages children of color, low-income, special needs and ELL students (See attachment 1)
- > MEC also supports the expansion of Community Schools for those school communities with significantly high levels of poverty, especially if before and after school programs, additional academic supports, social, health or family services are less accessible within those communities.
- MEC strongly believes that recommendation 3a (College and Career Readiness Pathways) must be amended to ensure universal reading, hearing and vision screening is a requirement, especially in the early childhood and primary grades, so interventions and supports to ensure each student is on the path for College and Career Readiness. This is an investment that will provide cost savings and student improvements later on.

- > MEC believes High Quality Teachers and Leaders must have all the tools needed to be successful with all students in our diverse schools. This includes ensuring that each has in-depth understanding and develops research-based skills in cultural competency, classroom management, child development and different learning styles or abilities. Specific language for programs and funding to recruit and retain teachers of color should be explicit in your final report.
- > We also are encouraged with the development of Career Technology Programs at the secondary and higher education level that will give more students options to become career ready and develop the skills needed in a well-paying job market, to assist in improving the economy in Maryland and within each Maryland jurisdiction.
- > Several MEC organizations with extensive experience" have been most active with Work Group 4 More Resources for At-risk Students. In general, we agree with the recommendations, including provision of Community Schools, but urge adequate funding for the new Concentrated Poverty weight to:
 - provide the full, but diverse wrap-around services needed to address poor children, and
 - provide additional academic staff (not only socio-emotional staff) such as academic coaches, tutors,
 etc.

We remind the commission, the state definition for At-Risk students includes Special Needs, Limited English and students in poverty, but within some school districts and communities, children of color are also At-Risk. Therefore, we urge the commission to include racial equity within all recommendations of the commission.

We also remind the commission that state and federal law also defines Gifted & Talented Students, including twice-exceptional, students as an academic student group including reporting requirements. Therefore, we urge the commission to include this group within their policy and funding recommendations, especially if one of the goals is to ensure all students are college and career ready. Gifted & Talented or twice exceptional must have high quality, equitable access to those programs and services that will allow them to maximize their abilities regardless of what other student groups they may belong to, their income or community.

Lastly, we urge the Kirwan Commission to ensuring that funding is provided for all requirements in Maryland's COMAR, including the arts, health, physical education, etc.

About the Maryland Education Coalition (MEC)

The Maryland Education Coalition has been dedicated to improving education outcomes for all students in Maryland public schools by promoting equal access to high quality programs and services, adequate and equitable funding for public education, and vigorous systemic accountability for over three decades. Our activities helped stimulate the creation and activities of the Thornton Commission and passage of the Bridge to Excellence in Education Act. Our members have extensive experience as former superintendents, educators, civil rights activists, lawyers, social/family specialists, community advocates, and advisors on public education, family welfare, children of color, low-income, limited English, Special Needs and Gifted & Talented.

MEC believes Public schools are essential for teaching the knowledge, skills, and attitudes necessary for our children to be contributing members in our communities, without discrimination on the basis of race, gender, socioeconomic status, ethnicity, national origin, language, religion, age, physical and academic ability, and sexual orientation.

We also believe public funding must ensure adequate, equitable, and high-quality educational services for all children, including students with disabilities, English language learners, gifted and talented, children of color and those who are economically disadvantaged regardless of their family make up or where they live.

<u> ATTACHMENT 1 - Maryland 2017-18 FARMs and Minority Enrollment, plus At-Risk Student Index</u>

At-Risk student enrollment at the state and local level to show the high percentage in all categories in some districts that may impact Academic Performance, (Developed by Rick Tyler, Maryland Education Coalition to show the relationship between of FARMS, Minority &

Education Opportunity and due to the lack of school and community resources, sometimes historically)

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LEA Name	Total Enrollment *	FARMS Pct **	FARMS Cnt **	Black/ African American *	~	Hispanic *	*	Minority		At-Risk Student Index ***	*** !!!ded!	Loc	Local Wealth Per Pupil ****	****
				Number	%	Number	%	K K K	-		70000			
STATE	893,689	42.8	382,726	301,542	33.7	155,346	17.4	51.1		Statewide	64 4%		Statemide	1 20%
Allegany	8,629	59.6	4912	284	3.3	122	1.4	4.7	+	Baltimore City	110.4%	24	Tahot	300
Anne Arundel	82,777	33.0	27349	17,296	20.9	12,276	14.8	35.7	2		%2 66	23	Charles	46,000
Baltimore City	80,591	61.0	49135	63,976	79.4	8,362	10.4	89.8	3		92.1%	3	Allegany	%U U
Baltimore County	113,282	47.1	53342	44,297	39.1	10,979	9.7	48.8	4.		80.3%	2	Caroline	0 10°
Calvert	15,908	22.0	3497	2,044	12.8	933	5.9	18.7	5.	5. Wicomico	76.7%	200	Garrett	8
Caroline	5,787	54.5	3154	839	14.5	795	13.7	282	.9	Allegany	72.3%	19	Baltimore	% 0
Carroll	25,290	20.8	5262	983	3.9	1,619	6.4	10.3	7.	7. Kent	70.2%	18	Howard	%60
Cecil	15,364	46.1	7084	1,417	9.2	1,050	6.8	16.1	8.	Caroline	69.5%	17.	Kent	1 0%
Charles	26,891	36.9	0866	14,884	55.3	2,233	8.3	63.7	ю	Baltimore	63.7%	16	Montgomery	700/
Dorchester	4,767	68.4	3263	1,898	39.8	393	8.2	48.1	10.	Talbot	62.8%	15	Dorchester	1 10%
Frederick	42,140	27.3	11496	5,112	12.1	6,958	16.5	28.6	1	Montgomery	61.9%	14.	Washington	38.
Garrett	3,811	47.9	1827	10	0.3	20	ل ئ	1.6	12.	Washington	59.7%	65	Worcester	7.3%
Hartord	37,780		11895	7,203	19.1	2,704	7.2	26.2	13.	Worcester	56.8%	12	St. Marv's	1,6%
Howard	56,784		12393	13,411	23.6	980′9	10.7	34.3	14.	Garrett	55.5%	=======================================	Harford	2 0%
Kent	1,993	53.7	1070	457	22.9	169	8.5	31.4	15.	Cecil	55.2%	0	Anne Arundel	2000
Montgomery	161,546	36.3	58586	34,615	21.4	49,704	30.8	52.2	16.	Charles	49.8%	6	Frederick	2.0%
Prince George's	132,322	63.1	83475	76,881	58.1	43,860	33.1	91.2	17.	Anne Arundel	48.2%	89	Carroll	2 %
Queen Anne's	8//'/	26.9	2096	454	5.8	605	7.8	13.6	18.	Harford	44.8%	7.	Wicomico	2.2%
SEEU	400	20.2	91	379	94.8	15	3.8	98.5	19	St. Mary's	43.8%	9	Calvert	2 4%
Saint Marys	18,053	33.2	6001	3,314	18.4	1,280	7.1	25.4	20.	Frederick	43.3%	5	Queen Anne's	25%
Somerset	2,918	65.4	1907	1,313	45.0	277	9.5	54.5	21.	Queen Anne's	39.4%	4	Somerset	%0.0
lalbot	4,646	45.6	2118	753	16.2	930	17.9	34.1	22.	Howard	36.7%	3	Prince George's	3 7%
Washington	22,595	48.6	10980	2,979	13.2	2,083	9.2	22.4	23.	Carroll	32.1%	2	Cecil	3 40%
Wicomico	14,953	59.5	8894	5,478	36.6	1,476	6.6	46.5	24.	Calvert	30.0%	-	Ballimore City	, K
Worcester	6,684	44.0	2939	1,265	18.9	487	7.3	26.2						
											The state of the s	-		-

▶ Bold/above Average

LEAs with above average FARMS & Minority Index

Maryland defines At-Risk for Funding purposes as those students identified as Special Needs, ELL or FARMs

^{*}Enrollment in Maryland Public Schools by Race/Ethnicity: September 30, 2017, page 1 - MSDE

^{** 2017} Students Receiving Special Services Data – MSDE, Maryland Report Card 2017 - Data Downloads

^{***} Overview of Education Funding in Maryland, January 23, 2018, page 17 – DLS, At-Risk Index-Compensatory, Limited English & Special Ed enrollment ****Percentage of Total Enrollment of African-American & Hispanic Students (Developed by Rick Tyler using Maryland Report Card - Data Downloads)

^{*****} Overview of Education Funding in Maryland, Definition, page 3 - Data, page 17



November 26, 2018

To: The Commission on Innovation and Excellence, Kirwan Commission

Addressing Race Equity in Maryland's Education Funding Formula

Thank you for the opportunity to resubmit testimony on behalf of Advocates for Children and Youth (ACY). We appreciate the Commission for bringing Dr. Toldson on board as a consultant to push forward the race equity work in education. We would like to reiterate our concerns about the racial inequities in education.

ACY has been engaged with the work of the Kirwan Commission and has addressed ongoing concerns about equity in general, but more specifically as it pertains to race. We have addressed grave concerns over the lack of demographic diversity of commissioners as well as the lack of intentionality in looking at historic underfunding in predominately African American jurisdictions and what costs will be associated with remedying these inequities.

We have had ongoing concerns that community and family engagement has been lackluster as well as engagement with HBCUs in the state and other higher education institutions such as community colleges, that serve a predominate population of African American and Latino students.

LEAs in jurisdictions that have been gravely underfunded and have the most "at risk" schools in the State of Maryland should not have to choose between hiring a new teacher and sending someone to Annapolis to engage with the work of the Kirwan Commission. Therefore:

We urge the Kirwan Commission to require the State of Maryland to: FULLY FUND A RACE EQUITY COMMISSION that is comprised of a demographic more reflective of the State of Maryland, in order to create equity in the decision-making process, measure negative externalities in the Kirwan recommendations and proposed subsequent legislation, collect and analyze data and conduct intensive quantitative and qualitative research on racial inequities in Maryland and social impact analysis (SIA). This Commission should be housed in the GOVERNANCE AND ACCOUNTABILITY so that robust policies that address racial disparities can be a measure of accountability for school improvement and performance.

For more information, please contact Javonna Walker at jwalker@acy.org for a more detailed analysis of race equity in education funding.

Respectfully,

Javonna Walker
Policy and Communications Associate
Advocates for Children and Youth

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



1500 Union Ave., Suite 1400 Baltimore, MD 21211 443-340-5074 info@theliteracylab.org theliteracylab.org

Good afternoon, Dr. Kirwan and members of the Commission. My name is Rudi Zelman; I am the Program Manager for The Literacy Lab, a nonprofit organization committed to closing the literacy gap for Maryland's youngest learners. I am also a former Baltimore City Public Schools teacher.

We would like to thank the Commissioners for all of their hard work, and particularly for their commitment to providing additional resources to the students who need it the most. We know that building a world-class education system for all Maryland students will require a robust mix of evidence-based approaches, and we know intensive tutoring is a critical piece of that overall puzzle.

As the Commission makes its recommendations, it is imperative that it provide explicit guidance to ensure that school districts are implementing best practices that drive positive outcomes for children. A few of the key elements of a highly-effective tutoring program include evidence-based interventions, regular data collection to inform instruction, and services provided consistently and directly to students at least 3 times a week from a trained professional. It is imperative that these be requirements for tutorial programming if we hope to get the outcomes our children deserve.

Additionally, the 1:125 ratio that has been suggested seems disconnected from the reality of the need on the ground. We urge the Commission to lower the ratio to 1:35 to more accurately reflect the needs of Maryland's schools and ensure that all struggling learners have the opportunity to get the intervention they need. There is extensive research on tutoring and the 1:35 ratio represents, as presented to the Commission by Dr. Robert Slavin, the best evidence-based practices.

Finally, extensive evidence suggests that with intensive training and robust, expert coaching, caring adults from a variety of backgrounds are able to deliver strong academic outcomes for students in a cost-effective way. Full-time tutors who are trained to implement an evidence-based model with fidelity provide additional support for classroom teachers, freeing these teachers up to focus on driving classroom-wide student achievement. We also suffer from a statewide teacher shortage. Tutoring programs such as ours at The Literacy Lab attract skilled, motivated people who may not otherwise consider a career in education, building a critically important pipeline of talent.

We know this works and have examples of models that have successfully gone to scale. Specifically, The Literacy Lab's work is a precise replication of a program in Minnesota that provides 30,000 children a year with evidence-based early literacy intervention.

We are grateful that the Commission has recognized the value of tutoring. This aligns with the broad consensus backed by extensive evidence that tutoring is a critically important tool to addressing the achievement gap in our state. Merely providing funding for tutoring, however, is not sufficient: the Commission must ensure that any tutorial programming that is implemented has demonstrated that it can get outcomes in a cost-effective and replicable way. We must take into account implementation science and design this programming in a manner that encourages the proliferation of proven best practices. Thank you for your time and dedication to ensuring that all Maryland learners receive a world-class education.