2012: THE YEAR FOR EDUCATION REFORM

THE TIME HAS COME FOR CHANGE IN CONNECTICUT’S SCHOOLS
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2012: THE YEAR FOR EDUCATION REFORM IN CONNECTICUT
The Time Has Come for Change in Connecticut’s Schools

A MESSAGE FROM THE GOVERNOR

Friends,

After decades as a national leader in education, Connecticut has more recently lost its edge. Our students’ overall performance has stagnated, and our achievement gap — the worst in the nation — has persisted.

With our public schools in this condition, we cannot fulfill our moral obligation to provide our children with the opportunity to succeed. Nor can we ensure they have the skills necessary to match the needs of Connecticut’s employers, which means we can’t sustain an economy in an era in which fielding a globally competitive workforce is increasingly paramount.

These facts are incontrovertible. But we can revitalize our public schools — provided we adopt a real sense of urgency and a willingness to embrace change.

To that end, this document is a roadmap for the many measures we must take in 2012 to restore public education in Connecticut to a position of excellence.

Before the holidays, I sent a letter to the leaders of the General Assembly to advance the conversation we’ve been having about how to reform and revitalize Connecticut’s schools.

I outlined key principles to guide our efforts:

- Enhance families’ access to high-quality early childhood education opportunities.
- Authorize the intensive interventions and enable the supports necessary to turn around Connecticut’s lowest-performing schools and districts.
- Expand the availability of high-quality school models, including traditional schools, magnets, charters, and others.
- Unleash innovation by removing red tape and other barriers to success, especially in high-performing schools and districts.

- Ensure that our schools are home to the very best teachers and principals — working within a fair system that values their skill and effectiveness over seniority and tenure.
- Deliver more resources, targeted to districts with the greatest need — provided that they embrace key reforms that position our students for success.

These principles are already animating our work in 2012. A major reorganization of the State Department of Education is underway, which will result in a Department structure based on strategic priorities, not compliance. We are also soliciting community feedback for Connecticut’s application for a waiver from No Child Left Behind.

The principles have also guided the design of my legislative proposal for the 2012 session.

Connecticut’s past efforts to fix our schools have been commendable, but they have failed the most basic test: they have not elevated our students’ aggregate achievement.

We have been too timid when our situation calls for boldness and real reform.

That’s why I have proposed the comprehensive package you will find described on these pages — because Connecticut will not improve outcomes for our students with more half-measures and repackaged versions of the status quo.

I look forward to working with the General Assembly in the coming weeks to pass these reforms. Connecticut’s students and families need our leadership. Let’s work together to make 2012 the Year for Education Reform — and restore Connecticut as a national model for creating academic excellence for all.

Dannel P. Malloy
Governor
On January 18, 2012, the Connecticut State Board of Education approved a full reorganization of the State Department of Education. The reorganization lays the essential groundwork for realizing reform by creating the structure and capacity to carry out legislation and other measures under consideration this year.

Newly configured divisions will support the Department’s leadership team, whose titles reflect each division’s new function within the Department.

The Chief Operating Officer will be charged with advancing priority projects and improving the effectiveness, responsiveness, and efficiency of the Department’s programs and services. The COO will also oversee the Governor’s goal of removing the unnecessary red tape and bureaucracy that can impede student learning. The COO will also oversee a new, cross-bureau function to study the creation and support of community schools providing support services linked to schools, as well as engaging families and communities.

The Chief Academic Officer will focus on the Governor’s goal of “creating academic excellence for all,” and will work to align efforts around preparing students for college and careers. The Chief Academic Officer will work with school leaders to fully align the instruction, ongoing assessment, curriculum and new Common Core standards to prepare students for college and career.

The Chief Talent Officer will implement strategies in pursuit of the Governor’s fifth principle: to develop and attract a first-rate, diverse corps of educators to Connecticut’s classrooms, principals’ offices, and district offices by improving the entire professional experience and human resource system for teachers and leaders. This would include working collaboratively around the state to develop and expand robust and meaningful professional development to prepare teachers for Common Core standards and the 21st century classroom. The Chief Talent Officer will also engage the state’s education stakeholders to produce a fair system of educator evaluation for State Board of Education consideration and approval.

The Chief Performance Officer will ensure that across multiple indicators, Connecticut’s school districts receive actionable and timely information on student performance — fulfilling the Governor’s charge to use performance-based accountability to drive continuous improvement. The Chief Performance Officer will build a robust data infrastructure to help identify trends, problems, and opportunities in Connecticut’s schools — developing metrics for status, progress, and goals for every school, district, and student group in the state.

The Chief Turnaround Officer will lead the design and administration of intervention and support strategies in low-performing schools and districts (the Governor’s second principle). This office will seek out best practices from the state and the country and work to promote high-quality school models (the Governor’s third principle).

This organizational design, even with new leadership roles, will be accomplished within the Department’s existing budget and headcount limits.
Connecticut must ensure that our kids arrive at school ready to succeed. Governor Malloy established an Early Childhood Office to coordinate the state’s many efforts, across multiple state agencies, to develop and assist Connecticut’s youngest children. And in the last legislative session, the Governor worked with legislative leaders to enact a newly coordinated system for early childhood care and education.

In 2012, Connecticut can make a down payment toward building a system where every child has an opportunity to receive a high-quality early childhood educational experience. The Governor’s proposal calls for:

- Increasing the number of low-income children served by the system: As a prelude to future expansion and reform of early childhood education, and as an investment in the lives of Connecticut pre-k children, the Governor is proposing to provide 500 high-need children with opportunities to attend existing early childhood programs around the state.

- Tiered Quality Rating and Improvement System (TQRIS): The Governor is proposing a substantial investment to create a TQRIS for early childhood programs. The TQRIS will provide Connecticut families with critical information about early childhood care and education settings. The goal of the TQRIS will be to improve the quality of the entire child care system, including for those providers who are not currently licensed or accredited. Additional funds will go toward providing critical training opportunities to Connecticut’s early childhood workforce.

“Most Students Entering Kindergarten Are Not Ready”

| Percentage of incoming kindergarteners who require substantial instructional support (39.2%) |
| Percentage of incoming kindergarteners who require minimal instructional support (60.8%) |

Source: Connecticut State Department of Education. Fall Kindergarten Inventory Results for 2010-11

“When I was Mayor of Stamford, we led the way in making pre-k available to every child. Every childhood provider and the educators who run their programs need and deserve more support from the state. The work they do is critical to our children’s future, and indeed the future of our whole state.”

— Governor Dannel P. Malloy, February 2, 2012
PRINCIPLE 2: STATE SUPPORT AND INTERVENTION IN LOW-PERFORMING SCHOOLS

Connecticut is home both to schools that are succeeding and to schools that are struggling. Many schools in Connecticut face challenges that contribute to lower achievement among their students. But while some of these schools have begun to turn the corner in spite of these challenges, others are stagnant or even declining. When a school is failing its students and lacks the capacity to change, we as a state have a collective responsibility to intervene — strategically, supportively, and intensively — on behalf of our underserved students.

We know where the problems are. In the state’s lowest-performing elementary schools, almost half of third graders are far below grade level. The results at the high school level are just as stark: in 2010, 5 percent of high schools produced almost 1,300 of the state’s high school dropouts — nearly 40 percent of the total.

Dramatic underperformance requires a dramatic response. In an unprecedented effort to close the achievement gap statewide, Governor Malloy has proposed the creation of the Commissioner’s Network: a system of state supports and interventions to improve chronically low-performing schools.

In the Commissioner’s Network, the state will implement a set of approaches based upon best practices in the field.

Home districts’ overall capacity and track records, among other factors, will be taken into account when devising particular strategies to turn around struggling schools. Schools whose home districts have the strongest capacity may create and implement school intervention policies in partnership with the state’s Turnaround Team. These schools may retain district governance, with the Department providing resources, flexibility, and support for turnaround strategies spelled out in agreements with the local district.

For schools whose home districts are academically struggling or do not have the necessary capacity (among other factors), the State Department of Education may exercise authority to serve as a temporary trustee — administering turnaround strategies directly. The goal for these schools will be to drastically lift their performance and plan a successful transition back to local district governance within a few years.

The Commissioner’s Network will:

- Provide leadership to schools selected from among the state’s lowest-performing schools.
- Restructure schools to provide more learning time, including extended school day and extended school year programming.
- Provide startup and operational resources to enable the ramp-up of new strategies.
- Offer funds for enhanced compensation to attract talented professionals to schools that need them most.
- Establish a community schools approach by establishing or strengthening wraparound services for students, with linkages and referrals to health and social service providers.

These steps will support Connecticut’s effort to qualify for a No Child Left Behind waiver from the federal government. States seeking this flexibility must develop measures to drive the improvement in their lowest-performing schools (among other reforms).

Almost Half of 3rd Graders in the Lowest-Performing Elementary Schools Are Far Below Grade Level

Source: Connecticut State Department of Education.
Based on CMT Results by Performance Level Reading Grade 3, 2010-11
The US Department of Education’s waiver process for states to attain flexibility from certain strictures of the 2001 No Child Left Behind law represents an historic opportunity for Connecticut. As part of the waiver process, Connecticut has an opportunity to engage its entire range of stakeholders — parents, teachers, civil rights organizations, and the rest of the spectrum of interested parties — to define a new accountability system for schools, one based upon smart measures of student performance and outcomes. This voluntary opportunity will allow the state to implement a rigorous and comprehensive plan to improve student achievement, close achievement gaps among student subgroups, increase equity, and improve the quality of instruction statewide.

This flexibility waiver is intended to build on and support the significant state and local reform efforts already underway in critical areas such as (1) transitioning to college- and career-ready standards and assessments; (2) developing systems of differentiated recognition, accountability, and support; (3) evaluating and supporting teacher and principal effectiveness; and (4) reducing regulation and unnecessary red tape.

Connecticut’s decision to pursue this flexibility request rests in part on the belief that the proposed policy changes will move our state closer to the goal of achieving better results for all students and ambitious levels of growth for our lowest-performing students.
The Governor’s proposal introduces measures to attract, expand, replicate, and emulate effective school models that can offer more and better options to our students. The package increases the resources available to magnet schools, charter schools, CommPACT schools, and Agricultural Science schools.

Magnet Schools
Magnet schools, including those that serve students from multiple towns, make up an important component of Connecticut’s system of parent choice. The proposal provides additional funding to make magnet schools’ per-pupil expenditures more equitable across the state.

Charter Schools
Certain high-quality charter schools are among the most effective in terms of closing the achievement gap for students of color and students in poverty. The Governor’s proposal improves Connecticut’s infrastructure for supporting high-performing school models, strengthens charters’ accountability for results and inclusiveness, and limits new charter schools to the state’s 30 lowest-performing districts.

At present, charters are underfunded relative to their traditional public school counterparts. The Governor’s legislative package raises the state’s per-pupil financial contribution, and requires a small contribution from local districts, making Connecticut more competitive for attracting high-performing charter operators. The proposal also moves funding for charters from a stand-alone allocation into the main state funding structure.

The legislative package also requires charters to implement strong plans to recruit underserved student populations. The State Board of Education will prioritize applications to open new charter schools that propose high-quality models for underserved student groups. The state’s financial support for new local charters, CommPACT schools, and other successful school models will also increase.

CommPACT Schools
In 2008, a number of Connecticut education organizations joined forces with the UConn Neag School of Education to launch CommPACT Schools. The CommPACT model is rooted in the theory of site-based management where much of the day-to-day decision-making is decentralized to the school site. CommPACT schools remain accountable to their home district, but are granted more autonomy over curriculum, operations, and staff contracts. CommPACT is eligible for new school funding under this package.

Agricultural Science Schools
Connecticut’s Agricultural Science schools have a history of impressive academic performance and leadership opportunities for their students. Unfortunately, these Connecticut gems have been underutilized due to a lack of funding at the same time that many of our students in Priority School Districts are looking for high-quality options. To enable these schools to realize their full potential, the Governor’s package includes competitive grants for Agricultural Science schools with ambitious plans to recruit students from Priority School Districts.

Connecticut Technical High School System
The Governor’s plan strengthens the Connecticut Technical High School System by introducing a new system of governance designed to strengthen linkages between these schools and leading employers. Private sector representatives will join appointees of the State Board of Education on a new governing board, and the system will be benchmarked against national and global models in vocational and technical education. The Governor’s proposal also includes additional funding for trade supplies in the Connecticut Technical High School System, providing teachers and students with needed resources.

Minority Students Are Three Times as Likely to Be Far Behind in Math

Our state's school districts should be focused on raising student achievement and preparing our students for success in college and career, and the state should be a partner in that effort. But where state mandates, regulations, circular letters, and other requirements create unnecessary and overly burdensome barriers to districts' work, the state needs to examine its practices — and find ways to get out of the way.

The Governor’s plan to reduce red tape draws on the input of the state’s superintendents, teachers, members of boards of education, and other stakeholder groups.

**Teacher certification**
Please refer to the section on reforming the state’s talent system for an outline of how the Governor’s proposal elevates the teaching profession while removing bureaucratic requirements for teachers.

**Data Reporting Requirements**
While many of the Department’s data requests have origins in state or federal law, the Department has implemented some of its requests in ways that create unnecessary burden and expense for district central offices and schools. Going forward, the Department will consolidate the forms it issues to request data from districts, including by identifying and eliminating one-third of the 35 forms used to collect data whose collection is required by state law.

The Governor will also convene a Red Tape Review Task Force to examine additional and comprehensive solutions to unnecessarily burdensome state regulations and mandates. The Task Force will meet over the next year to solicit input from superintendents, members of local boards of education, district and school business administrators, subject area experts, and others on ways to streamline state regulations. The task force will develop recommendations ahead of the 2013 legislative session.

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**Superintendents Think the State Has too Many Regulations and too Little Focus on Closing the Achievement Gap**

<table>
<thead>
<tr>
<th>Percentage of Superintendents Who Think the State Is Helping to Close the Achievement Gap</th>
<th>Percentage of Superintendents Who Think the State Issues too Many Regulations</th>
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<tbody>
<tr>
<td>8.8</td>
<td>67</td>
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“The number of items/statutes/regulations that parents need to be informed about each school year is so voluminous as to be a disincentive for parents to want to engage in the process.”

— Comment from CSDE survey of superintendents, December 2011

“Regulations have taken away time from the job of being an instructional leader for teaching and learning in the district.”

— Comment from CSDE survey of superintendents, January 2012
Excellent schools begin with great school leaders and teachers. The Governor’s reform package creates high expectations for educator preparation, frees districts to offer individualized and meaningful job-embedded professional development, and creates new career pathways for our most accomplished educators. To meet the needs of our teachers and leaders, the Governor is proposing a comprehensive approach to the entire talent system so that Connecticut can prepare, recruit, hire, support, develop, and retain the best.

**Preparing and Certifying the Best**

Ensuring that we have the best teachers in our classrooms starts with raising the bar for preparation programs. Too many teachers start the job without the key skills and tools they need. The Governor’s reform package addresses the need to improve educator preparation by:

- Raising the bar for entry into teacher preparation programs.
- Creating tuition and loan forgiveness programs to attract top graduates to high-need schools.
- Reforming the accreditation process so educator preparation programs are reviewed based on multiple factors, including their graduates’ skill and effectiveness.

The Governor’s package also streamlines and simplifies the certification process by creating three certification levels (an “initial,” a “professional,” and a “master” educator certificate) that focus on performance instead of seat time-based regulations. Our new “master” educator certificate will be earned based on exemplary work and professional practice and will open doors to teacher leadership and new career opportunities, including additional compensation. To further reduce the burden on the highest-performing teachers, the legislation creates a fast track to both obtain and renew professional certification.

**Attracting and Hiring the Best**

Attracting high-quality applicants to teacher and leadership positions in Connecticut, especially to our hard-to-staff locations, requires deliberate planning and action. The Governor’s proposal focuses on recruiting effective teachers and leaders to our schools by:

- Raising the bar for entry into teacher preparation programs.
- Creating tuition and loan forgiveness programs to attract top graduates to high-need schools.
- Reforming the accreditation process so educator preparation programs are reviewed based on multiple factors, including their graduates’ skill and effectiveness.

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“The time has come for change in Connecticut’s schools. Elevating the profession means doing a far better job of preparing, attracting, developing, evaluating, coaching, recognizing, rewarding, and advancing quality teachers and leaders in our school system. Under the Governor’s plan, that’s exactly what we will do.”

— Commissioner of Education
Stefan Pryor, February 7, 2012
• Initiating an intensive and deliberate recruitment campaign targeting top talent.
• Working with leading nonprofits to attract and develop outstanding candidates to teach in and lead our schools.
• Building a community of practitioners focused on improving leadership through a Connecticut School Leadership Academy for current and aspiring leaders.

Evaluating, Supporting, and Retaining the Best
Based on the work of the state’s Performance Evaluation Advisory Council (PEAC), the state is in the process of creating a standard and fair model of teacher and administrator evaluation based upon student learning. Following State Board of Education approval and the building out of the PEAC framework, districts will be allowed to develop local evaluation and support systems consistent with state guidelines or adopt a state-developed model. Multiple indicators of student learning account for a substantial portion of an educator’s evaluation — giving student achievement the priority it deserves. This approach will ensure that across the state, districts have common and high expectations and that educators are evaluated in a fair and consistent way.

Districts will also be required to provide effective and job-embedded professional development. This professional development must be focused on strengths and needs that are identified through our evaluation system. Delivered by coaches, mentors, and peers in teams and small groups, our educators will benefit from a system of continuous feedback and professional improvement.

To support this reform, the Governor’s package eliminates the current, outdated system of continuing education units. These CEUs are currently required of teachers in the state, yet at present amount to little more than seat-time and don’t give teachers the individualized help they need to raise student achievement. Instead, under the new system, districts will have greater flexibility to design and deliver customized professional development based upon evaluation data and focusing on the needs of each teacher. In exchange for that flexibility, districts will be held accountable for providing effective professional development, especially to the teachers that have the greatest need for support.

The Governor’s proposal will also reform tenure laws in a way that reflects the importance of student performance-centered evaluation. We will require that tenure is earned on the basis of solid practice, rather than time on the job, and make tenure a mark of distinction within the profession. The package defines ineffectiveness, not mere incompetence, as a cause for termination, while also creating an accelerated tenure process for our exemplary teachers. When dismissals must occur, proposed reforms will streamline the time and reduce the cost required to uphold our commitment to due process.
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Maintaining his commitment to education even in some of the state’s toughest fiscal times, the Governor’s proposal ensures that no district loses any of its funding from the Education Cost Sharing (ECS) grant. In fact, the proposal provides more, targeted resources to districts with the greatest need.

Performance Alliance Between Districts and the State
State funding will increase by $39.5 million for the lowest-performing 30 districts conditioned on clear plans for reform and efficiencies developed with key stakeholders. These districts will participate in a Performance Alliance within which they will partner with the state to undertake reforms including:

- Tiered approach to intervening in and supporting schools based on their performance.
- Plan to strengthen their foundational reading programs to ensure reading mastery in kindergarten through Grade 3.
- Extended learning opportunities.
- Development of recruitment, career ladder, and compensation strategies for teachers and school leaders.
- Coordinate community health, social, and wraparound services or coordinate with early childhood education providers to ensure alignment with expectations.
- Address other requirements developed by the Department.

Competitive Funding
An additional $4.5 million competitive fund has been created to award a subset of districts with the most innovative and promising plans to make dramatic improvements to student outcomes. The Department will give preference to Alliance Districts to take their reform plans to the next level, but any district may apply for these funds.

Common Chart of Accounts
The Governor’s proposal establishes a common chart of accounts to guide how districts account for funds, enhancing accountability by enabling parents and taxpayers to understand better how public dollars are being spent across the state.

Taxpayer Savings Through Regional Efficiencies
The Department of Education will offer legal and technical support to encourage districts to move toward regionally shared services and procurement. The proposal also includes a phased-in plan for the smallest school districts to bring their spending in line with state average.

“The three Cs: committed funding, conditional funding, and competitive funding…It is important to continue to have committed funding, formulaic funding that flows to districts that need it…The second form of funding is conditional…the most effective practices ought to be carried out in the districts where…there hasn’t been an ability to attain momentum as of yet…Then third, competitive…to promote the greatest and deepest innovation in some districts so we can pilot the best practices.”

— Commissioner of Education Stefan Pryor, January 10, 2012

PRINCIPLE 6: DELIVER MORE RESOURCES TO DISTRICTS THAT EMBRACE REFORM
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ADDITIONAL REFORMS

In addition to the reforms matched with the Governor’s six priorities, there are additional steps the state can take to return Connecticut to a position of leadership in achieving academic excellence.

Common Core and International Standards
Over time, the nation’s students have fallen behind international students in reaching high learning standards in math and science. To improve Connecticut students’ international academic competitiveness, the Governor’s proposal includes funding to map Common Core standards with international standards and to provide aligned curricular materials online.

Parent Information and Involvement Pilot
The Department will pilot a program to enhance school/parent communications. As envisioned, this pilot program would provide for a frequent and real-time interface between teachers and parents regarding a student’s academic and overall progress. It is expected that the technology will use the latest devices, including home computers, cell phones, and other convenient forms of communication to foster dialogue and involve parents ever more in their children’s educational lives.

Personalized Learning Grants
Students need learning opportunities that are tailored to their learning preferences and needs. This is a major shift from the way schools are currently organized. In recognition of this, the Governor’s proposal provides funds for a few districts to pilot the design and implementation of personalized learning plans.

Enhancing College Access
To enhance the accessibility of a college education, the package provides nonprofit organizations, including Volunteer Income Tax Assistance groups, the opportunity to receive grants to assist families in preparing college financial aid forms, including the Free Application for Federal Student Aid (FAFSA).

College Readiness Assessment
With far too many Connecticut students entering college needing to take remedial courses to catch up with what they should have learned in high school, there is a need to have an assessment determine whether students are indeed ready for college. The Governor’s proposal includes funding for the development of an assessment to be administered to high school juniors to assess college readiness and assist in course-taking planning for their senior year.

Third-Grade Reading
Connecticut’s goal of preparing all students for college and career must begin with the assurance that students learn to read proficiently by Grade 3. One of the reform elements for the Performance Alliance Districts that are eligible for additional funding is a comprehensive plan for reading development in kindergarten through third grade. These districts will create reading plans for young students that include measurable student achievement goals; common assessments for screening, monitoring, and measuring progress; and intervention and remediation for struggling students.

Programs to Improve Student Health and Reduce Obesity
The Governor’s proposed budget includes funding for two programs designed to improve health and nutrition in a subset of school districts where there are higher numbers of students eligible for free and reduced priced meals. Childhood obesity is a significant problem and low-income children are less likely to have daily access to fresh, locally grown fruits and vegetables. These two programs begin to address the childhood obesity problem by helping students make healthy choices and have more access to healthy foods. With new funding, the first program will provide instruction on nutrition, assist students in the development of their own school or home gardens, and bring high-quality local food to the school cafeterias. And in a second initiative, a nutritional rating system will guide children’s food choices in their school cafeterias.

“We cannot fulfill our moral obligation to give every student a genuine chance to succeed — whether that child happens to live in Avon, Bridgeport, Greenwich, or Windham — if we do not make fundamental reforms to our schools.”
— Governor Dannel P. Malloy, December 20, 2011
We would like to thank the many individuals and organizations that provided feedback as the Governor’s legislative package was being crafted. These proposals reflect several months of consultations with stakeholders from across the state, including members of the General Assembly and the State Board of Education. Consultations also included education organizations such the Connecticut Education Association and American Federation of Teachers-Connecticut, as well as sessions with the Connecticut Association of Public School Superintendents, the Connecticut Association of Boards of Education, the Connecticut Association of Schools, the Connecticut Council for Education Reform, the Connecticut Coalition for Achievement Now, and other groups. Commissioner of Education Stefan Pryor also completed a listening tour that took him to school districts across the state. We are grateful for these groups’ — and many others’ — invaluable contributions and recommendations.
Dannel P. Malloy, Governor
Nancy Wyman, Lieutenant Governor
Stefan Pryor, Commissioner of Education