Going
the extra
mile

A FINANCE SYSTEM FOR STUDENT SUCCESS

Basic Education Finance Task Force proposal:

Executive summary

In 1993, Washington citizens and their leaders boldly embraced a new goal for our K-12 education system: Increase the relevance and rigor of our public schools to ensure that every student who earns a high school diploma is prepared for his or her next step in a competitive and challenging 21st century world.

In the ensuing 15 years, we have made remarkable progress, and just this month, we are graduating what I believe is the best-prepared class of students ever, thanks to the commitment of thousands of educators, parents, and community and state leaders who have held true to our vision and worked heroically to support our students.

As we celebrate unprecedented student achievement success, however, we also face unprecedented financial problems. We have created ambitious learning goals for our children, and now, more than ever, we need a school funding system that fully supports those goals. It is time for our money to follow our values.

The following proposal outlines a completely restructured K-12 education funding system that provides the kind of support and incentives needed to fully realize the goals we set for ourselves and our children back in 1993. The proposal includes three core elements:

1. **Enhancing support for educators**
   The research is clear: The single biggest factor driving student achievement is the quality of the teacher in the classroom. If we want all of our students to reach their full potential, we need highly skilled educators to teach them. We currently fall short in two key areas that need immediate attention: We must provide stronger professional support for our beginning teachers as they start their careers and hone their classroom skills, and we must restructure our compensation system to better reflect teacher knowledge, skills and leadership. Also, to personalize education and make a teaching career manageable, we must reduce class sizes and offer more educational support from librarians, nurses and counselors.

2. **Enhancing student support systems**
   Our students have diverse needs. Some are new to our country and still learning English. Some face life challenges that affect their performance in school. Others are academically gifted and need additional academic challenges. All of our students come to our schools at different starting points, and with different hopes and dreams for their futures. Secondary students need academic and career guidance as they navigate complex choices and requirements. We need broad systems in place to support and guide each of these students.

3. **Fully funding school operating costs**
   Running our schools is expensive. We bus children to school, and feed them while they are there. We make sure our schools have heat, lights and clean, safe water. And we work hard to keep textbooks updated, and to provide students access to ever-changing technology they must master to live successfully in the modern world. Over the past 20 years, our local schools districts have taken on a greater and greater share of the funding burden for these basic operational costs. The state needs to fully fund school non-employee operational costs so that local school levies can return to supporting what they were originally intended to support – enhancements to basic education programs.

This funding proposal outlines each of these goal areas in more detail, and a process for phasing in additional state financial support over the next eight years. The problems in our school funding structure have been years in the making, and there are no quick fixes. We can, though, begin to address these funding challenges in the same focused way we have addressed the need to raise student achievement levels over the past decade. We owe it to our students, our educators and our citizens to succeed in creating a new, sustainable funding structure for our schools.

June 2008

K-12 School Funding for the 21st Century

Superintendent Bergeson proposes to provide funding for:

1. A two-year program of support for beginning educators,
2. Additional support for teachers working toward Professional Certification,
3. Regional coordination,
4. An allocation of eight additional professional development days to support teacher growth and learning improvement, and
5. A study of program impacts

Guiding Beliefs

Superintendent Bergeson's proposal is based on the belief that Washington's schools and districts must offer beginning educators robust and comprehensive support so they:

- Develop into highly capable practitioners who positively affect student learning;
- Thrive in a culture that encourages them to contribute their expertise, while learning from their more experienced colleagues; and
- Remain invested in the profession and in our public schools.

1. Proposal for New Teacher Support

The Superintendent proposes a model for new teacher support that includes:

- Assistance for the first two years of a teacher's or ESA's career, allowing for a seamless transition to Professional Certification candidacy;
- Required participation of all new teachers and ESAs;
- Administrative capacity at the school and district levels to support the unique needs of novices;
- Carefully selected, well-trained, highly skilled mentors who are released from other assignments so they have at least 2 to 2.5 hours every week for each new teacher or ESA they support;
- A paid orientation before school begins, and a second orientation for beginning educators hired after the start of the school year;
- Timely, on-going, job-embedded professional development that is relevant to the needs of beginning professionals;
- Release time for the mentee to observe exemplary peers;
- Standards-based, formative assessment of new teacher/ESA growth to ensure a focus on student learning;
- Assignments which are an appropriate match for novices in terms of class load, number of preps, student needs, or other considerations; and
- Assistance in developing a personal plan for growth that is aligned with the instructional standards and criteria required for Professional Certification.

	Mentor-Mentee Ratio	Professional Development For New Teacher/ESA	Release Time for Mentee to Observe Exemplary Peers
First Year (Tier I on Compensation Model)	1:15	3 Days	1 Day
Second Year (Tier I)	1:20	1 Day	1 Day

Special Considerations for Educational Support Associates (ESAs)

Because the needs of beginning school counselors, social workers, psychologists, speech/language pathologists, nurses, occupational therapists, and physical therapists are complex, and the individuals who fill these roles isolated, the Superintendent proposes the following additional support components for ESAs:

- $1,000 to districts per first-year ESA; $800 per second-year ESA to pay for mentor stipends, specialized training and/or release time;
- Establishment of a pool of 200 days available on a grant basis to districts or professional organizations to provide ESA training and job-specific professional development.

Professional Development for Mentors

Completion of a Mentor Academy; five days of follow-up training; engagement in continuing mentor professional development, and participation in 8 half-day regional Mentor Roundtables is proposed for initial mentor training.

Establishment of a Mentor Certificate

Research on the characteristics of effective mentors has been able to define the specific knowledge, skills, and dispositions considered essential in promoting teacher growth. This articulation makes it professionally responsible to pursue development of a Mentor Certificate for educators who demonstrate attainment of these professional standards. Because the knowledge and skills can be standardized, taught, learned, and assessed, children in Washington State can benefit from a systemic, state-supported system of mentors with the ability to help improve teaching and learning statewide. Districts will be able to employ certificated mentors and know that the people that they put in these roles can effectively help teachers measurably improve student achievement. It also will be possible to recognize and compensate teachers for their work in this role. This would establish a new career path for teachers so that those who are highly qualified and interested in taking on leadership roles and greater responsibilities have career options other than administration. The development of a statewide mentor credentialing process will provide a uniform high standard for teachers statewide.

2. **Proposal for Support for Professional Certification Candidates**

Just as education in Washington State moved to a performance-based system, so did professional certification for teachers. In recent years, the focus has shifted from evaluating teacher actions to evaluating teacher effectiveness by looking at evidence of student learning. The Professional Certificate (ProCert) requires demonstration of teaching practice measured against rigorous standards that describe what accomplished teachers know and are able to do to

foster student achievement. Professional Certification is required of all teachers entering education in Washington State. Teachers may begin work toward Professional Certification at the beginning of their third year and must achieve certification before the end of their seventh year in order to continue teaching in our classrooms.

Candidacy is divided into two parts:
1) *Pre-assessment Program* during which the candidate (the practicing teacher holding a Residency Certificate), in collaboration with members of his or her professional growth team, identifies specific competencies, knowledge, skills, and/or experiences needed to meet the 13 criteria described in the three required standards for Professional Certification – Effective Teaching, Professional Development, and Professional Contributions; and the
2) *Core Program* during which the candidate, in the context of his or her classroom, collects evidence over time and in multiple ways to demonstrate positive impacts on student learning.

Recognizing the clear benefits to students and teachers, Superintendent Bergeson proposes the following support components:

- Assistance throughout the period of ProCert candidacy;
- Required participation of all teachers and ESAs;
- Administrative capacity at the school and district levels to support candidates, including assistance with development and implementation of the candidate's professional growth plan (aligned with the standard)s;
- Carefully selected, well-trained facilitators who are released from other assignments;
- Timely, on-going, job-embedded professional development that is relevant to the needs of candidates;
- Release time for candidates to observe exemplary peers;
- Standards-based, formative assessment of the candidate's growth to ensure a focus on student learning;

	Facilitator-Candidate Ratio	Professional Development for Candidate	Release Time per Candidate
First Year of ProCert Candidacy (Tier I)	1:30	1 Day	1 Day
Second Year of ProCert Candidacy (Tier I)	1:30	1 Day	1 Day

Professional Development for ProCert Facilitators
Attendance at a Mentor Academy, a seminar on the Professional Certification process and requirements, engagement in continuing facilitator professional development, and participation in regional facilitator networks is proposed.

3. Regional Coordination of Educator Growth Opportunities

This proposal includes 1 FTE Regional Coordinator at each ESD whose responsibilities would include:

- Providing technical assistance and training to district/building personnel in setting up their programs;
- Monitoring the activities of those programs;
- Utilizing technology to enhance support for teachers in rural/remote areas;
- Developing consortia among districts to share mentoring, facilitation, and training resources or expertise; and
- Providing professional development targeted toward novice teachers (Years 1-5) where that capacity does not exist.

4. Professional Development

Superintendent Bergeson recommends a bank of eight days for all staff to allocated to districts to be used for:

- Development of individual educators to gain teaching and content expertise;
- Development of the building/grade level/department teams; and
- Support for leaders (instructional coaches or mentors) to develop educators using job-embedded techniques

5. Study of Program Impacts

An outside organization should be contracted to study the effectiveness of the system of support and professional development impacts on teacher retention and student learning.

Historical Funding and Practice in Washington

For the past decade, Washington has been shifting its educator preparation and development system from one that is based on *inputs* (credits and courses) to one that is based on *outcomes* (student achievement). Although much work remains to be done to achieve the full vision, the certification system is now firmly grounded in demonstrated knowledge and skills based on clearly articulated standards and focused on student achievement.

Additionally, the state has reconceived the way we think of teaching careers. Traditionally, teaching has been characterized by a "flat" career trajectory, based on the assumption that teachers would be performing essentially the same activities throughout their careers. Hence, they needed considerable training at the beginning of their careers, but after several years on the job, would require only periodic "refreshing" or "updating." However, increased public expectations and rapidly changing conditions in schools mean that teachers (and other professional educators) have to master a learning curve that is challenging, continuous, and lifelong. For that reason, we have re-envisioned the teaching career as a lifelong *continuum* that requires on-going development—and appropriate support—throughout an educator's career. The new assumption is that teachers may serve a variety of educational and leadership roles over the course of their careers, with each role requiring a particular set of skills. Many Washington school districts are already creating these innovative roles for teachers and many of these ideas are discussed in the Compensation proposal.

Entry into the Profession

Since 1987, the Legislature has funded a visionary Teacher Assistance (Peer Mentoring) Program (TAP) for first year teachers in the amount of $2,348,000, based on a pilot program in the 1985-87 biennium. Under current RCW requirements, TAP provides funding and resources to districts for the support of first year teachers and educational support associates (school counselors, social workers, psychologists, speech/language pathologists, nurses, occupational therapists, and physical therapists). This support includes:

- Orientation to school and district culture and expectations;
- Mentoring from a skilled, exemplary teacher or ESA, as appropriate;
- Release time for the mentor to observe the mentee and for the mentee to observe exemplary peers;
- Professional development on topics relevant to the needs of beginning teachers (e.g. classroom management, assessment for learning, tailoring instruction to individual learners, etc.); and
- Assistance in developing a plan for professional growth which functions as a personalized "roadmap" to Professional Certification.

Since 1987 the steady increase in the number of new teachers funded each year, and a TAP appropriation that has remained constant, have decreased the per new teacher (or ESA) amount allocated to districts from $1,700 in 1986-87 to $790 in 2007-08. Magnified by the 20-year impact of the increased cost of living, the result is that some districts, unable to afford to meet the RCW criteria, do not apply for funding. Many more districts must supplement the state allocation in order to provide effective programs. Still other well-intentioned districts are forced to cobble programs together which fall short of the level of support that research indicates can make a difference in improving both teacher retention and student achievement.

Research and Prior School Finance Recommendations

	New Educator Support
Primary Research	The identified components of effective beginning teacher support include skilled mentoring; a teaching assignment appropriate for a novice; common, collaborative planning time; tailored professional development; administrator support and communication; and a supportive, collegial peer network (Strong). According to the research, this framework of comprehensive support is associated with increased retention of novice teachers and can also reduce the movement between districts and turnover within schools. Money saved from reducing teacher attrition and turnover could be used to support induction (new teacher support) programs (p. 4). Villar and Strong found that investing $1 on teacher induction programs brings a $1.50 benefit in saved recruitment costs and accelerated teacher development. Finally, the Center for Strengthening the Teaching Profession and OSPI, worked with a state-wide advisory panel to develop and implement five standards for high-quality beginning teacher support programs in Washington State. These standards have been since been used by Oregon and Rhode Island to inform development of the new teacher support programs in place in those states. The standards include: **Hiring** Students, schools and districts are well served by hiring policies and practices that honor the unique needs and powerful potential of beginning teachers when they are appropriately matched to teaching assignments. **Orientation** Before their teaching responsibilities begin, new teachers benefit from participation in an orientation to the school district beliefs and practices. **Mentoring** A strong relationship with a highly qualified mentor is essential to facilitating maximum growth in new teachers. **Professional Development** New teachers benefit from engagement in purposeful, ongoing, formal and informal learning opportunities that promote reflection, collaboration and professional growth. **Assessment for Teacher Growth** New teachers benefit when districts have a carefully developed formative assessment system focused on improving teaching practice and enhancing student achievement.
Other States	Recognizing new teacher support as a key leverage point for increasing student achievement, Oregon recently implemented a program of new teacher support. Since 1993, Michigan has required three years of mentoring and intensive professional development. Virginia focused funding to novice teachers in hard-to-staff schools. California provides a comprehensive, mandatory 2-year system of beginning support with demonstrated results in retention and teacher growth.
GCERF, 1992	Mentor Program to provide 1 mentor for every 15 first year teachers (p. 16)
Picus/Odden for WA Learns, 2006	2.5 FTE instructional facilitators/ school-based coaches/mentors for every 500 students

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New Compensation Model for Certificated Instructional Staff

Proposal Summary

Superintendent Bergeson's proposal for educator compensation has three parts: (1) a fair and adequate base salary, (2) a state compensation model with incentives to reward excellence, and (3) "additional pay" to address single-purpose system issues. This document proposes a framework for parts 2 and 3—the new compensation model for certificated instructional staff and "additional" pay for staff meeting certain conditions. The proposed system reflects new research and ideas regarding compensation models being implemented around the country. The PESB has been a consistent voice for a compensation system that is aligned to our new systems of educator development and reflective of research on teacher quality, qualifications, and career growth. The proposed compensation model emphasizes staff expertise as well as staff education and experience, while the additional pay is in response to educator shortages and a desire to provide fair recognition school-wide for significant improvement in student outcomes. Part 1 of the Superintendent's proposal—a fair and adequate base salary—will be incorporated into this proposal in August after the Washington State Institute for Public Policy (WSIPP) completes its research on how teacher salaries compare to similar occupations.

Current System

The current salary system has two parts: a beginning salary amount and a set of "multipliers" that increase this amount based on the number of years of experience and level of college education, including credits toward the next degree. This system applies to certificated instructional staff (CIS). These staff include teachers, teacher-librarians, and educational staff associates: counselors, nurses, physical & occupational therapists, psychologists, reading resource specialists, social workers, and speech pathologists.

The current state certificated salary schedule (known as the "LEAP" schedule) uses the number of years of experience and education degree/credits to determine CIS salary funded by the state (see Table 1). The schedule has 9 increments (columns or "lanes") for education (from BA only to doctorate) and 17 increments (rows or "steps") for experience (0 to 16 years).[1] In school year 2007-08, the lowest beginning salary ($32,746) is for staff with no experience and only a BA and counts as 1.00 on the staff mix table. The highest salary ($61,720) is for staff with 16 years of experience and a doctorate or MA+90 credits. This counts as 1.88482 on the staff mix table, or 88.482% more than the lowest beginning salary. The schedule had previously reached 1.99959 (double the beginning salary), but the Legislature lowered this multiplier in both 2003 and 2005 because it increased the beginning salary amount but wanted to keep higher salaries the same. With 16 years of experience as a maximum on the schedule, staff who begin their career immediately after completing an undergraduate degree would not receive any increase after about age 40. ***Since the retirement system keeps staff until age 65, there is no increase over the last 25 years.*** The salaries associated with the current LEAP schedule are shown in Appendix A.

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[1] The Legislature added the 16th year to the schedule in 1999.

# New Compensation Model for Certificated Instructional Staff

The salary allocation schedule is not linear in its trajectories. The staff mix factor increases at about the same rate in the first six years, regardless of education level, and begins to increase more rapidly after year 6, continues at about the same rate for staff with 8-16 years of experience, depending on the degree held. The lower the degree held, the sooner a teacher reaches max salary. The schedule slows slightly in the last year and flattens after staff have 16 years of experience (salaries for staff with BA+45 or less flatten sooner). Figure 1 shows these trajectories for each of the nine education levels (BA+135 is no longer used). Staff do not exit the system if they do not reach a higher level of education.

Table 1: Table of Staff Mix Factors for Certificated Instructional Staff

Years of Service	BA	BA +15	BA +30	BA +45	BA +90	BA +135	MA	MA +45	MA+90 or Ph.D.
0	1.00000	1.02701	1.05499	1.08304	1.17303	1.23099	1.19891	1.28891	1.34693
1	1.01346	1.04084	1.06918	1.09846	1.18939	1.24704	1.21224	1.30317	1.36079
2	1.02628	1.05393	1.08257	1.11411	1.20478	1.26303	1.22566	1.31632	1.37458
3	1.03950	1.06741	1.09636	1.12890	1.21940	1.27905	1.23838	1.32881	1.38850
4	1.05246	1.08160	1.11072	1.14439	1.23542	1.29551	1.25171	1.34274	1.40286
5	1.06585	1.09513	1.12454	1.16008	1.25077	1.31206	1.26526	1.35599	1.41728
6	1.07961	1.10825	1.13866	1.17597	1.26623	1.32785	1.27915	1.36942	1.43100
7	1.10379	1.13286	1.16367	1.20301	1.29461	1.35793	1.30517	1.39673	1.46008
8	1.13919	1.16984	1.20138	1.24398	1.33681	1.40246	1.34610	1.43896	1.50458
9	"	1.20814	1.24125	1.28538	1.38038	1.44826	1.38747	1.48253	1.55041
10	"	"	1.28158	1.32891	1.42517	1.49532	1.43104	1.52733	1.59744
11	"	"	"	1.37371	1.47207	1.54362	1.47584	1.57423	1.64574
12	"	"	"	1.41708	1.52023	1.59391	1.52240	1.62236	1.69607
13	"	"	"	"	1.56956	1.64544	1.57060	1.67169	1.74756
14	"	"	"	"	1.61913	1.69890	1.62022	1.72451	1.80105
15	"	"	"	"	1.66126	1.74310	1.66233	1.76934	1.84788
16+	"	"	"	"	1.69447	1.77794	1.69557	1.80472	1.88482

Figure 1: Current State Staff Mix Factors
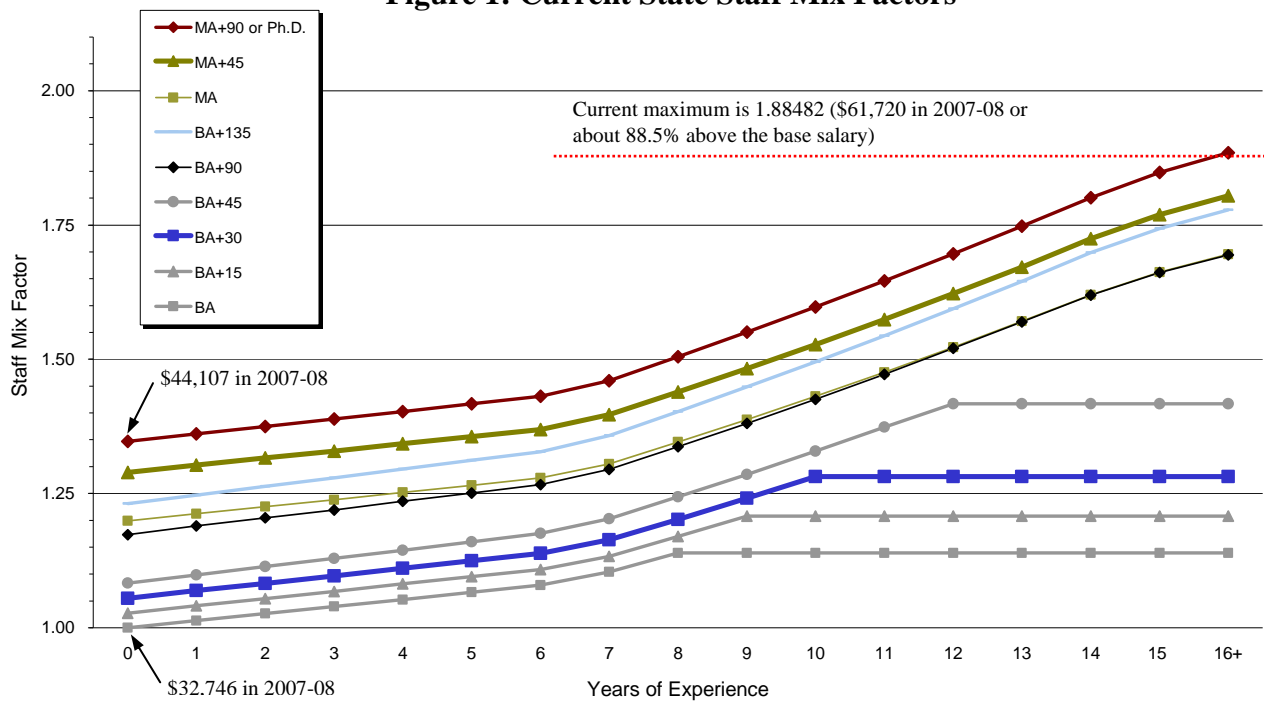
Many states use the education and experience level of staff to determine salaries based on the assumption that these factors reflect improved teaching skills, resulting in better student outcomes. However, in other states, additional pay is not given for as many increments toward the next educational degree as Washington. In Washington, a district's actual average salary cannot exceed the district's average salary on the LEAP schedule, except through a separate contract with their local bargaining units for additional time, additional responsibilities, or incentives (TRI).[2] In contrast, in most other states that have state-level salary schedules, the amounts are minimums rather than maximums. Differences in reporting by states makes it difficult to compare salary and total compensation levels.

Using a single salary system has some advantages. It is a simple way to ensure uniformity and objectivity in pay across districts based on education and experience levels,[3] which help protect staff from bias. It also allowed districts to hire more experienced staff rather than focusing on hiring less experienced staff to save money. Finally, a single salary system is relatively easy to administer and has relatively low operating costs.

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[2] TRI pay was introduced in 1987 and allows districts to supplement teachers' base contracts with additional pay for duties completed outside regularly contracted basic instruction hours. Supplemental contracts are subject to collective bargaining, cannot exceed one year, and cannot be for services that are part of basic education.

[3] Some districts have been grandfathered at a higher base level. In 2007-08, 21 districts had a higher base pay than the amount shown on the LEAP schedule ($32,746). In 2008-09, 12 districts will have a higher base salary. "Uniformity" does not mean "equal" because the cost to live in a particular geographic area differs across the state.

Overview of Research and New Systems

Teacher quality is widely regarded as the most important determinant of student learning. Effective teachers know their content, use effective methods to explain that content, and relate well to students. Thus, teacher *quality* is not the same as teacher *qualifications*. However, there is no agreement about how to measure teacher quality.[4]

New research about teacher quality has stimulated thinking about new compensation models. Specifically, research has found that teacher performance evaluations have the strongest link to improved student learning and that having a master's degree only influences student performance when the degree is directly related to the subject being taught, particularly in math and science. Research has also found that the additional impact of teaching experience on student learning slows after the first 4-5 years.[5] (Washington's current salary schedule provides relatively greater funding as the increase in teaching effectiveness slows.)

Some have argued that a single salary schedule is out of step with the labor market and strips districts of a key management tool. Many organizations in the private sector have created new compensation systems based on knowledge and skills. These systems increase base pay when staff demonstrate they have acquired and can use specific knowledge and skills effectively in the workplace. In addition, staff shortages in key areas are due to market forces and are sometimes addressed through differential compensation. Professionals who want to enter the education workforce in mid-career and those working in other states and private schools may be discouraged if they must "start at the bottom" of a rigid salary scale. Finally, much research has found that less-qualified teachers are usually assigned to the most challenging classrooms and schools. Many believe that it is not sound human resource policy to assign less-qualified staff to high-need areas or to treat all staff the same, regardless of their knowledge, skill, ability to improve student learning, or availability in the marketplace.

This new research about the importance of teacher quality has helped generate new compensation models. Some districts and states have implemented or proposed new models that focus on "knowledge and skills-based pay" and sometimes include bonuses when certain student performance goals are met. These systems are intended to provide incentives to improve teachers' instruction, attract and retain teachers who develop the desired knowledge and skills, and discourage those who do not. The high cost of living in some urban areas and the difficulty recruiting staff to remote rural areas have prompted some states to provide higher pay to staff working in these areas. The new systems are usually accompanied by increasing overall funding amounts so the changes are "worth the effort." [6]

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[4] See King, "From Highly Qualified to High Quality" in <u>Education Finance and Policy</u>, Spring 2008.

[5] For a summary of the research on these topics, see Goldhaber, "Teachers Matter, But Effective Teacher Quality Policies Are Elusive" and Boyd, Lankford, & Wyckoff, "Increasing the Effectiveness of Teachers in Low-Performing Schools," in <u>Handbook of Research in Education Finance and Policy</u> (2008), Ladd & Fiske (Eds.).

[6] For more information on these types of systems, see Odden, "An Early Assessment of Comprehensive Teacher Compensation Change Plans" in <u>School Finance and Teacher Quality</u>, (2003), Plecki & Monk (Eds.); Odden & Wallace, <u>How to Create World Class Teacher Compensation</u> (2008); and Odden, "Teacher Compensation" in the Picus & Associates analysis for Washington Learns (2006).

Finally, while compensation has an impact on who enters the profession, where they work, and why they leave, other factors influence these decisions as well. Staff want strong leaders, a collaborative culture, adequate resources, and working conditions that help them succeed. Many teachers depart the profession because of lack of support for challenging students, a negative environment, or inadequate school leadership.[7]

Assumptions for a New Compensation Model and the "Additional" Pay Component

The following general principles and assumptions guided the development of the proposal for certificated instructional staff compensation. The principles aim to provide incentives to improve teachers' instruction, attract and retain teachers who develop the desired knowledge and skills. Some of the principles are not addressed below, and the details for each would need to be developed.

<u>Key Assumptions of the New System</u>

New Compensation Model
- Emphasize compensation for more knowledge and skills and more experience.
- Link pay with knowledge and skills by using "tiers" with "steps" within the tiers.
- Advance to the next step based on years of experience and to the next tier based on demonstrated expertise; provide sizeable increases when moving to the next tier with smaller pay increases from step-to-step.
- Staff exit the profession if they do not show sufficient competence to progress beyond the first tier (existing law).
- Provide additional compensation for additional training (e.g., master's degree in subject area), but de-emphasize education by reducing the number of education-related columns.
- Add more room at the top of the salary schedule for educators performing at the highest levels.
- Ensure the proposed system is consistent with other state requirements (e.g., Professional Certification requirements, clock hours and endorsement criteria, collective bargaining laws).
- Adopt the new system in statute to ensure a permanent commitment.
- Increase the starting salary at 1.000 on the staff mix schedule, informed by the WSIPP study that is underway.

Additional Pay Components
- Continue National Board certification and Challenging Schools bonuses.
- Provide Challenging Schools bonuses to other Tier II and Tier III teachers who are not National Board certified.
- Provide school-wide awards to schools with high levels of growth on student outcomes.
- Attract staff to positions where shortages exist through conditional college loans that are forgiven by working in that shortage area.
- Adopt the additional day in statute to ensure a permanent commitment.

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[7] See Berry, <u>Recruiting and Retaining Quality Teachers for High-Needs Schools</u> (2007); NCES, <u>Characteristics of Schools, Districts, Teachers, Principals, and School Libraries in the United States</u> (2006); and Goldhaber, <u>Teacher Pay Reforms</u> (2006).

Key Assumptions of the Transition to the New System

Current Salary Allocation Model and New Model

- I-732 is retained and continues to drive cost-of-living adjustments (COLAs).
- Salaries are equalized across school districts.
- The educators compensated under the current model can remain in this system for the life of their career (grandfathered staff); teachers entering the system after the new model was implemented would be compensated under the new model.
- Similar to the current system, districts may distribute their state salary allocation provided by the new compensation system as they choose, as long as their actual average salary is equal to their average salary as determined by the new compensation system.

Implementation

- The new system will be phased in over several years after careful consideration by stakeholders and examination of other stable systems.
- Districts and their staff can opt-in before statewide implementation is required.
- Once implemented, grandfathered staff can opt into the new system; under no circumstances would salaries be reduced when staff are placed on the new schedule, but salaries can increase over time within the new model.

Current Model Corrections—Experience Levels of Education Staff Associates, National Board Certificate Bonuses, and Professional Certification

Many teachers will choose to remain on the current model.   This is a critical promise to current teachers, but it is a hollow promise if several corrections are not made. First, Education Staff Associates (ESAs) must be placed on the current schedule (and new schedule) including their prior relevant experience. Currently ESAs can only count up to two years of prior relevant experience. So, nurses who have worked with pediatric patients for 10 years, and then become a school nurse, receive limited recognition of their experience. Consistent with career and technical education teachers, the system needs to accommodate up to six years of prior relevant experience for such cases.

Second, the National Board bonuses should inflate consistently. The foundation bonus will inflate in the 2008-09 school year based on IPD, rather than inflating with the I-732 COLA. This inconsistency, while minor, detracts from a cohesive system of compensation. More importantly, the Challenging Schools bonus will not inflate at all. In the immediate future, the Challenging Schools bonus will still represent a significant incentive to retain excellent teachers, but over time that incentive will erode and undermine the purpose of the bonus. Both bonuses should inflate with the I-732 COLA.

Third, the current compensation model is disconnected from certification requirements and must be corrected to restore the compensation increases teachers would have received under the old certification requirements. Under old certification requirements, teachers with a BA would progress on the salary schedule via the

accumulation of the 45 credits needed to obtain their continuing certification. Masters-level teachers had <u>no</u> additional work to obtain their continuing certification.[8]

When the State Board of Education adopted the new certification requirements (ProCert), they implemented a performance-based system that is not driven solely by the accumulation of credits. ProCert candidates typically complete coursework that generates 15 credits (though it may be less). The new requirements have an added classroom- and portfolio-based component, unconnected with college coursework, where teachers must submit evidence of a positive impact on student learning.

Submitting evidence of student learning requires analyzing student work, reflecting on their teaching practice and students' learning, collaborating with colleagues, participating in a variety of professional development activities, and intensive writing to document the process and evidence—most of which occurs outside of a course setting. Since "student voice" is the essence of the portfolio, candidates must be very intentional in how they teach in order to positively impact the learning of *each* student and collect/document the appropriate student evidence for all 12 of the required ProCert Standards.

Bachelors-level teachers complete valuable professional development explicitly linked to evidence of student learning, invest just as much or more work than under the old system, but accumulate only 15 credit hours. Bachelors-level teachers can now move only 1 column on the schedule, and make 6.5 to 7 percent less than teachers under the old certification requirements.

A teacher who enters the profession with a MA degree used to have no additional continuing certification requirements; now these teachers must complete the same certification requirements as Bachelors-level teachers. Just as for BA-level teachers, the intensive process equates to only 15 credits. Because the current salary schedule structure increases in increments of 45 credits at the MA level, teachers at this level receive no additional compensation for the additional work associated with continuing certification.

The current system must be corrected to permit teachers to move on the salary schedule once they obtain their ProCert. The correction is simply to grant teachers 300 clock hours when they obtain their ProCert. The change can be implemented with a rule adopted by the Professional Educator Standards Board. With the 300 clock hours combined with the 15 credits that teachers typically earn,

- Teachers with a BA who attain their Professional Certification, and retain their grandfathered status on the current Salary Allocation Model (SAM) would progress to at least the BA+45 column.
- Teachers with a MA who attain their Professional Certification, and retain their grandfathered status on the current SAM would progress to the MA+45 column.
- There are several nuances that must be included in the rule to accommodate different sequences of obtaining the Pro Cert. Generally, the rule must be designed to restore the compensation teachers could expect when the certification requirements and SAM were still aligned.

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[8] Teachers who obtained a MA were awarded their continuing certification after 180 days of teaching.

Proposed Salary Schedule/Model

The proposed salary schedule retains many of the elements of the current system: additional pay for more education and years of experience, but it adjusts these dimensions by (1) reducing the number of education columns, (2) increasing the number of rows, and (3) creating a third dimension to reward increasing knowledge and skill. This third dimension is in the form of three tiers: *Entry*, *Career*, and *Leader*. The reduction in education columns and the increase in rows through the use of the three tiers reflects the shift in policy to provide higher compensation based on higher staff quality and reduces the incentive to increase salaries by accumulating more education credits or a higher degree. The staff mix and corresponding salaries for this proposal are shown in Table 2 and are explained in greater detail below. The amounts in Table 2 in **bold** are above the current maximum for that education level on the LEAP schedules (noted at the bottom of the table). Figure 2 shows the staff mix amounts graphically. (As an alternative, the lowest salary can begin at the bottom of the schedule rather than at the top—see Appendix C)

Education Levels   The proposed system continues to provide extra compensation for more education but provides less incentive than the current system to move horizontally across the schedule by acquiring higher levels of education. This proposal has fewer increments (5 columns rather than 9) and retains the state requirement that the extra pay only applies if the credits/degree relate to the staff assignment. Moreover, the size of the increase at the next higher level of education is smaller than the current system. The incremental increases are 7.5%, so the staff mix for the BA+30 is 1.075, the MA is 1.15, the MA+45 is 1.225, and the MA+90/Dr is 1.30. These increments for additional credits (+30 and +45) represent roughly the half-way point to the next higher degree. Education needs to remain part of the compensation system because the state requires continuing clock hours in order to maintain their Professional Certificate, acquiring more education has a cost, and research has found that more education has a positive impact on student learning.[9]
The BA+30 column is used in the model to encourage teachers to be professionally active and pursue additional education after they have met their Professional Certification (ProCert) requirements. The BA+30 level reflects half the credits necessary to reach a typical Masters degree (usually 60 credits). Using a higher number of credits (e.g., BA+45) could encourage staff to pursue a series of credits that may be disconnected

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[9] Various studies have found a positive relationship between a teacher's education level and student achievement. For example, an analysis of 60 well-designed studies found that increasing the teacher education level had more than five times the impact per dollar spent than lowering the student-teacher ratio (see Greenwald, Hedges, & Laine, "The Effect of School Resources on Student Achievement," Review of Educational Research, 1996). A JLARC study of factors affecting student achievement on norm-referenced tests in Washington found that the level of teacher education at every grade level had a greater positive influence than having a smaller student-teacher ratio (see JLARC, K-12 Finance and Student Performance Study, Report 99-9, September 1999). WSIPP concluded that there is no consistent relationship between teachers with graduate degrees and increased student outcomes as measured by test scores. Specifically, WSIPP found some studies with positive effects, some with negative, and some with no effects. Three of the four studies in their report that examined results in Washington State found that having a graduate degree had a relatively high positive impact on student test scores (see WSIPP, Report to the Joint Task Force on Basic Education Finance: School Employee Compensation And Student Outcomes, December 2007). This may be due, in part, to the state requirement that higher education credits will only count on the SAM if they relate to the staff assignment (WAC 392-121-262). Together, these findings are consistent with the larger body of research that has found teacher quality is the most significant education-related contributor to student achievement. The quality of training and professional development that are provided also have a major impact on staff quality.

from each other rather than a cohesive Master's program with core expertise and a self-reflective performance component. If higher credits were used, staff could get close to the Masters-level compensation without enrolling in a Masters program.

Table 2: Proposed Staff Salary Allocation Model

		Staff Mix Factor					Minimum Salary Level (2007-08)				
		Education Level					*Education Level*				
Tier	Year in Tier	BA	BA+30	MA	MA+45	MA+90/Dr	BA	BA+30	MA	MA+45	MA+90/Dr
Entry I	1	1.0000	1.0750	1.1500	1.2250	1.3000	$32,746	$35,202	$37,658	$40,114	$42,570
	2	1.0325	1.1099	1.1845	1.2618	1.3325	$33,810	$36,346	$38,788	$41,317	$43,634
	3	1.0661	1.1460	1.2141	1.2933	1.3592	$34,909	$37,527	$39,757	$42,350	$44,507
	4	1.0980	1.1804	1.2384	1.3192	1.3795	$35,956	$38,653	$40,552	$43,197	$45,174
	5	1.1255	1.2099	1.2601	1.3422	1.3968	$36,855	$39,619	$41,262	$43,953	$45,626
	6	1.1480	1.2341	1.2790	1.3624	1.4142	$37,592	$40,412	$41,881	$44,393	$46,082
	7	1.1652	1.2526	1.2982	1.3828	1.4319	$38,156	$41,018	$42,509	$44,615	$46,543
Career II	1	1.2380	1.3309	1.3861	1.4765	1.5175	$40,541	$43,581	$45,388	$48,348	$49,692
	2	1.2690	1.3642	1.4207	1.5134	1.5554	$41,554	$44,671	$46,523	$49,557	$50,934
	3	1.3007	1.3983	1.4562	1.5512	1.5943	$42,593	$45,788	$47,686	$50,796	$52,207
	4	1.3300	1.4297	1.4890	1.5861	1.6302	$43,552	$46,818	$48,759	$51,939	$53,382
	5	1.3599	1.4619	1.5225	1.6218	1.6669	$44,531	$47,871	$49,856	$53,108	$54,583
	6	1.3871	1.4911	1.5530	1.6542	1.7002	$45,422	$48,829	$50,853	$54,170	$55,675
	7	1.4148	1.5210	1.5840	1.6873	1.7342	$46,330	$49,805	$51,870	$55,253	$56,788
	8	1.4396	1.5476	1.6117	1.7169	1.7646	$47,141	$50,677	$52,778	$56,220	$57,782
	9	1.4648	1.5747	1.6399	1.7469	1.7954	$47,966	$51,564	$53,702	$57,204	$58,793
	10	1.4868	1.5983	1.6645	1.7731	1.8224	$48,686	$52,337	$54,507	$58,062	$59,675
	11	1.5091	1.6223	1.6895	1.7997	1.8497	$49,416	$53,122	$55,325	$58,933	$60,570
	12	1.5279	1.6425	**1.7106**	**1.8222**	1.8728	$50,034	$53,786	**$56,016**	**$59,670**	$61,327
	13	1.5470	1.6631	**1.7320**	**1.8450**	**1.8962**	$50,659	$54,459	**$56,717**	**$60,416**	**$62,094**
	14+	1.5625	1.6797	**1.7493**	**1.8634**	**1.9152**	$51,166	$55,003	**$57,284**	**$61,020**	**$62,715**
Leader III	1	Not applicable	1.6402	**1.7083**	**1.8197**	1.8702	Not applicable	$53,712	**$55,939**	**$59,587**	$61,242
	2		1.6731	**1.7424**	**1.8561**	**1.9076**		$54,786	**$57,057**	**$60,779**	**$62,467**
	3		**1.7023**	**1.7729**	**1.8885**	**1.9410**		**$55,745**	**$58,056**	**$61,842**	**$63,560**
	4		**1.7279**	**1.7995**	**1.9169**	**1.9701**		**$56,581**	**$58,927**	**$62,770**	**$64,514**
	5		**1.7495**	**1.8220**	**1.9408**	**1.9948**		**$57,288**	**$59,663**	**$63,554**	**$65,320**
	6		**1.7713**	**1.8448**	**1.9651**	**2.0197**		**$58,004**	**$60,409**	**$64,349**	**$66,137**
	7		**1.7890**	**1.8632**	**1.9847**	**2.0399**		**$58,584**	**$61,013**	**$64,992**	**$66,798**
	8+		**1.8069**	**1.8819**	**2.0046**	**2.0603**		**$59,170**	**$61,623**	**$65,642**	**$67,466**
Current maximum			1.6945	1.6956	1.8047	1.8848		$55,487	$55,523	$59,097	$61,720
Amount above current maximum			+6.6%	+11.0%	+11.1%	+9.3%		+$3,683	+$6,100	+$6,545	+$5,746

Note: No educator will experience a salary reduction when moving to a new tier. When a move to Tier III occurs in the last 3 years of the Career level, the step in Tier III would correspond to the next higher salary amount. Cells in **bold** are above the current maximum on the LEAP schedule for that degree level.

Figure 2: Proposed Staff Salary Allocation Model
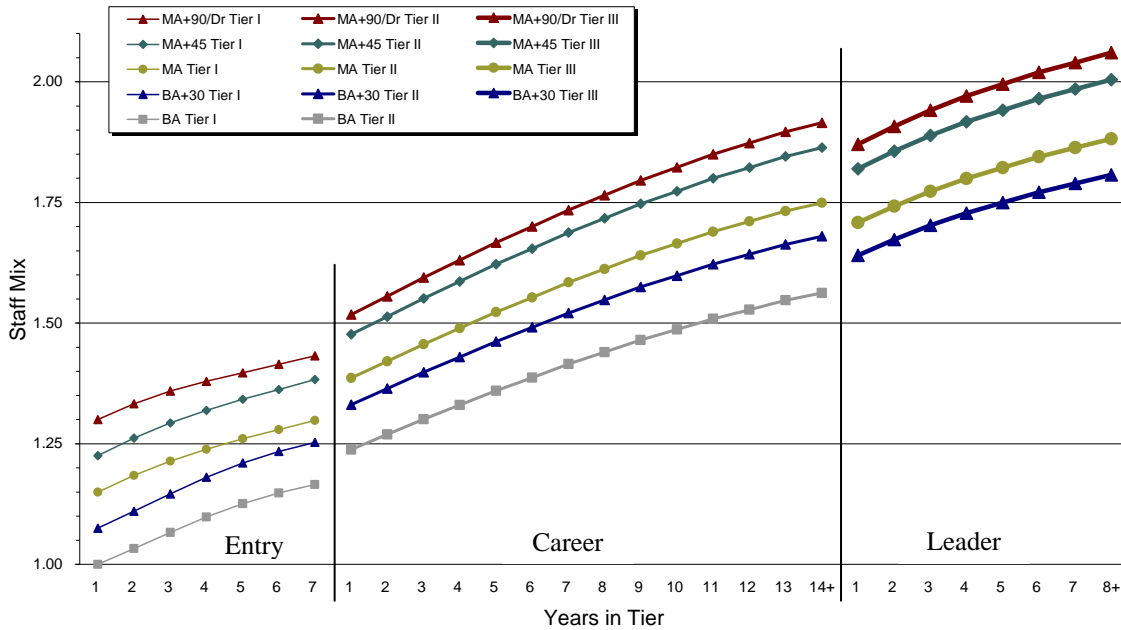
Tiers   The proposed system has three tiers which reflect different levels of staff knowledge and skill.

- The *Entry* tier is for beginning staff and typically runs 7 years. As with the current model, and with some exceptions, if a teacher has not earned his or her Professional Certification (ProCert) in this time period, they would be required to exit the system. See Appendix E for further details on how the certification process links to the compensation system.

- The *Career* tier is for established professionals who have attained their ProCert and has no limit in the number of years a teacher remains in this status.

- The *Leader* tier is for staff who have achieved the highest level of proficiency in the classroom and who have demonstrated leadership in impacting student learning through work with colleagues, professionals, and families, and through their own continued learning. Staff below the BA+30 level are not eligible to reach this tier. Staff can move to the *Leader* tier at any time if they meet the requirements to serve at that level.

The details for how staff would move to the *Leader* tier must still be developed but should focus on evidence that a teacher's work outside the classroom has been driven by a conscious and deliberate focus on improving teaching and learning as opposed to merely fulfilling job requirements. Examples of this kind of work include but are not limited to, facilitators of professional learning communities, leaders in school improvement planning, mentors, department or curriculum leaders whose work focuses on teaching and learning, coaches or teachers on special assignments (TOSA).

Input from stakeholders, including a focus-group of teachers and National Board Certified teachers, revealed strong support for the concept of recognizing an advanced level of expertise based on teacher leadership and believed it would be a valuable addition to the profession. Often teachers become recognized experts of teaching and learning within their district, but they have to establish this reputation again if they move

elsewhere. Having "leader" status would establish a teachers' expertise system-wide and would indicate that the staff have demonstrated their capacity to serve in leadership roles that produce a positive effect on teaching and learning. Moreover, having a Tier III with higher salaries would encourage teachers to stay in the classroom and in the profession rather than move into other positions (usually administrative) that offer more pay.

The focus group also expressed the view that initial National Board Certification should not be the required method to enter Tier III. One of the benefits of National Board certification is that it is a voluntary process that teachers can access at almost any time in their career. Teachers already have the choice of pursuing ProCert or National Board certification to move from Tier I to Tier II. Making it the entry point to Tier III diminishes the Board's voluntary nature and the value of pursuing it anytime during a teacher's career.

Stakeholders also said staff evaluations, as they are conducted now in a typical school, should *not* be the method to enter Tier III. These evaluations are too uneven and often too superficial to provide the rigor and objectivity to document true expertise in the classroom and leadership potential.

Instead, stakeholders believe that moving to Tier III should be based on a certification and demonstration process. This should take multiple forms, including the renewal of National Board Certification (the *renewal* process for National Board emphasizes teacher leadership). Other entry points into Tier III could include renewing the Professional Certification or through a newly created "Leader" certificate that certifies a teacher has demonstrated the necessary knowledge and skills to lead or mentor other adults or demonstrate curriculum or program leadership. Certification-based systems require teachers to demonstrate their positive impact on students and their ability to reflect on their own expertise in the process. Including an external review would add objectivity to the certification process.

Further work with stakeholders is required to define the exact details of the criteria and processes by which a teacher could enter the Tier III portal. The following core principles must be maintained throughout the development and implementation process:
- That the Tier III portal is accessible to all teachers whatever their work conditions or job assignment.
- That the entry criteria into Tier II focus on accomplished teaching of children and that the entry criteria into Tier III focus on extending the professional focus of a teacher's practice to include accomplished leadership of**/**with other adults with a primary focus on improving teaching and learning.
- That although the criteria for entry into Tier III will encourage a teacher to focus on school improvement leadership in their own school or district, the evaluation of whether or not a teacher meets the threshold criteria for entry into Tier III is designed so it is *external* to the school or district.

- While teachers may choose to take on a coaching or mentoring role and leave the classroom for a period of time, teacher leadership should never be defined in such a way that teachers must leave their classroom in order to meet the criteria.
- That the renewal of the National Board Certification is retained as an alternative to whatever route the state defines as the entry criteria into Tier III

<u>Steps</u>   The current system provides increases based on years of experience. The increases are small at the beginning of the pay schedule (usually 1.3% but sometimes less than 1%) and much larger increases after year 7 (as high as 3.4%), as shown in Appendix A (Table 2). The proposed system does the opposite: the largest increases occur early and become smaller over time. This creates an incentive to move to the next higher tier by demonstrating greater knowledge and skill. It will also help attract and retain staff who show higher levels of proficiency. The size of the increases are shown in Table 3.

- The largest increases occur in the *Entry* tier. The initial increase is 3.25% at the BA level and smaller at the higher education levels (3% for MA and 2.5% for MA+90/Dr).
- All the step increases within the *Career* and *Leader* tiers are equal. The increases are largest at the beginning of the tier and slowly get smaller over time. The final increase would be 1% in the last year of the tier, after which there would be no more increases (i.e., the salary flattens out as in the current schedule). This provides an incentive for staff in the *Career* tier to move to the next tier in order to continue achieving salary increases into the future.
- A 10% increase occurs when moving from tier to tier to provide an incentive to perform at a higher proficiency level as soon as possible. Moving from the *Entry* to the *Career* tier, the increase is from the 5th year amount at the BA and MA levels (even if the jump to the *Career* tear occurs before the 5th year). At the MA+90/PhD levels, the increase to the *Career* tier is from the 4th year. All the increases from the *Career* to *Leader* tier are based on the amount from the 6th year (even if the move to the next tier occurs before then).
- In the *Career* tier, the salary levels in the last three years are below the first step of the *Leader* tier. To prevent a pay cut, if staff move to the *Leader* tier while in the last three steps of the *Career* tier, they would move to the *Leader* step that is the closest amount above their current salary. For example, staff with an MA in their 12th and 13th step have a multipliers of 1.7106 and 1.7320, so they would move to the 2nd year of Tier III (1.7424) because year 1 (1.7083) is below their current pay level.

Maximum Salary

The highest amounts on the proposed schedule ends above current levels. Staff at the highest *Leader* level with a BA+30 would reach a salary 6.6% above the current maximum possible (achieved by staff with a BA+90 credits). Staff at the highest *Leader* levels with a MA and MA+45 would reach a salary 11% above the current maximum possible. Staff at the *Leader* level with an MA+90/doctorate would reach a salary 9.3% above the current maximum. The number of pay steps is also more since the steps are the number of years *within the tier*, not the total number of years of experience. (Note: Beginning staff are in year 1, which is different from the current schedule which shows a 1st year staff with 0 years of experience.) So staff receiving their Professional Certification after their 5th year and who move to the *Career* tier could have increases for a total of 19 consecutive years, with another 8 years if moving into the *Leader* tier after year 14 (a total of 27 years of

increased base salary). The highest salary is more than double the beginning salary (2.06), or nearly $67,500 as of school year 2007-08. Appendix D shows how three hypothetical staff might move up the system and how their base salaries compare to the current LEAP schedule.

Increasing the maximum salary is justified in order to help attract and retain high-quality staff in a competitive labor market. An analysis of salaries nationwide in 16 comparable occupations found that the distribution of teacher salaries was more tightly constrained. Unlike teachers, many workers in comparable occupations had incomes that ranged well above the average for their occupation. So compared to other professions in general, teachers have less opportunity to earn a very competitive salary.[10] Salaries in Washington are even more compressed, so staff must become administrators if they want to increase their salary beyond the maximum amount on the current salary schedule. In 2004-05, 37% of the certificated instructional staff (more than 22,000 staff) in Washington had more than 16 years of experience and did not get any increase (except for a COLA) unless they gained more education or took an administrative position. More than 10,000 of these staff were in the highest education level (MA+90/doctorate) and had no way to improve their base salary.

Table 3: Proposed Percent Increase in Staff Salary Allocation Model

Tier	Years in Tier	Education Level				
		BA	**BA+30**	**MA**	**MA+45**	**MA+90/Dr**
Entry	1	Start	BA+7.5%	BA+15%	BA+22.5%	BA+30%
	2	3.25%		3.00%		2.50%
	3	3.25%		2.50%		2.00%
	4	3.00%		2.00%		1.50%
	5	2.50%		1.75%		1.25%
	6	2.00%		1.50%		1.25%
	7	1.50%		1.50%		1.25%
Career	1	10% of year 5				10% of yr 4
	2	2.50%				
	3	2.50%				
	4	2.25%				
	5	2.25%				
	6	2.00%				
	7	2.00%				
	8	1.75%				
	9	1.75%				
	10	1.50%				
	11	1.50%				
	12	1.25%				
	13	1.25%				
	14	1.00%				
	15+	0%				
Leader	1	Not applicable	10% of year 6			
	2		2.00%			
	3		1.75%			
	4		1.50%			
	5		1.25%			
	6		1.25%			
	7		1.00%			
	8		1.00%			
	9+		0%			

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[10] See Swanson, "Teacher Salaries, Looking at Comparable Jobs," in Quality Counts 2008.

Proposed System for "Additional" Pay

The new third element of the proposed compensation system is optional "additional" pay that would be given annually under certain conditions. This compensation is in addition to base pay described in the above schedule. With additional pay, staff could receive more compensation for:

- Obtaining National Board certification (which lasts 10 years, worth $5,000), with an extra $5,000 for serving in Challenging Schools (current WA policy);
- Serving in Challenging Schools without having National Board certification;
- A one-time schoolwide award for meeting certain student achievement growth targets (e.g., attaining certain levels of improvement in graduation rates); and
- Paying for higher education courses through loan forgiveness when teachers attain credentials and endorsements in hard-to-staff subjects (e.g., math and science).

The amount of funding for each condition would need to be determined (suggested amounts are shown in Appendix B). Once provided, these components should be a stable and predictable form of compensation and not subject to annual change by policy-makers. The prospect of additional compensation would provide an incentive to meet any or all of the above conditions. Theoretically, some staff could meet all (or nearly all for ESAs) of the conditions listed above annually. To be an acceptable incentive, the additional pay must promote improved student learning, must be clearly defined and perceived to be fair, attainable, and promoting teamwork and collaboration.

Implementation Issues

Given the complexity of changing the existing system, a new system will need to be well-planned and phased in over time. We recommend implementation over several years, with some parts beginning sooner and the more sensitive and complex parts implemented after significant planning work and discussion have occurred.

- Some parts of the proposed system could be put into place by the 2009-10 school year. These include adopting the new salary schedule for Tiers I and II and the some components associated with "additional" pay. The 2009 Legislature could approve these parts of the system.
- The more sensitive parts of the proposed system—creating appropriate methods to establish expertise of staff to advance to Tier III and rewarding staff in schools based on growth in student outcomes—will require significant stakeholder input and design time prior to implementation. The criteria must be external to the school building, objective, sound, credible, uniform, and rigorous to determine if staff attained the desired knowledge and skills. A number of other issues would need to be resolved as well (e.g., leadership capacity and training required, alternative routes to Tier III, roles staff are expected to take, how much time can still be devoted to classroom work). Rewards for improved student outcomes should be available to all staff in the form of compensation or extra school resources (e.g., technology investments) when certain targets are met. But which outcomes are used, how much improvement is enough, and whether rewards are available to any school that meets the target would need to be determined. After a year of study, the 2010 Legislature could approve these aspects of the system, with 2010-11 as the initial year for implementation.

As part of the design and implementation process, stakeholders and policymakers will need to determine the new system relates to other parts of the K-12 educational system. For example, stakeholders and policymakers would need to determine:

- How to fund and implement additional professional development activities that would help improve staff quality and provide the opportunity for staff to move to the next tier;
- How the system would align with existing tenure practices and state requirements (e.g., collective bargaining requirements, professional growth plans and clock hours required by the Professional Educators Standards Board—see Appendix E for more information on issues related to the alignment of current certification requirements and the proposed compensation system);
- When additional education/credits would merit a salary increase;
- How much additional data and infrastructure are needed and how they would be financed.

In the end, the new system would ensure staff are compensated based on their knowledge and skills.

Appendix A
Current LEAP Salary Schedule, School Year 2007-08

Table 1 displays the grid for salaries associated with years of service vertically and education experience horizontally for certificated instructional staff. The table is sometimes called the *salary allocation model* (SAM). Table 2 shows the level of increase from the previous year. (BA+135 no longer is applicable.)

Table 1: Table of Total Base Salaries for Certificated Instructional Staff

Years of Service	BA	BA +15	BA +30	BA +45	BA +90	BA +135	MA	MA +45	MA+90 or Ph.D.
						Education Experience			
0	32,746	33,630	34,547	35,465	38,412	40,310	39,260	42,207	44,107
1	33,187	34,083	35,011	35,970	38,948	40,836	39,696	42,674	44,560
2	33,607	34,512	35,450	36,483	39,452	41,359	40,135	43,104	45,012
3	34,039	34,953	35,901	36,967	39,930	41,884	40,552	43,513	45,468
4	34,464	35,418	36,372	37,474	40,455	42,423	40,988	43,969	45,938
5	34,902	35,861	36,824	37,988	40,958	42,965	41,432	44,403	46,410
6	35,353	36,291	37,287	38,508	41,464	43,482	41,887	44,843	46,860
7	36,145	37,097	38,106	39,394	42,393	44,467	42,739	45,737	47,812
8	37,304	38,308	39,340	40,735	43,775	45,925	44,079	47,120	49,269
9	"	39,562	40,646	42,091	45,202	47,425	45,434	48,547	50,770
10	"	"	41,967	43,516	46,669	48,966	46,861	50,014	52,310
11	"	"	"	44,984	48,204	50,547	48,328	51,550	53,891
12	"	"	"	46,404	49,781	52,194	49,853	53,126	55,540
13	"	"	"	"	51,397	53,882	51,431	54,741	57,226
14	"	"	"	"	53,020	55,632	53,056	56,471	58,977
15	"	"	"	"	54,400	57,080	54,435	57,939	60,511
16+	"	"	"	"	55,487	58,220	55,523	59,097	61,720

Note: 21 districts had a beginning salary above $32,746. In 2008-09, 13 districts will have a beginning salary above the base level ($34,426).

Table 2: Percent Increases from Previous Year

Years of Service	BA	BA +15	BA +30	BA +45	BA +90	BA +135	MA	MA +45	MA+90 or Ph.D.
						Education Experience			
0	Start	Start	Start	Start	Start	Start	Start	Start	Start
1	1.346%	1.347%	1.345%	1.424%	1.395%	1.304%	1.112%	1.106%	1.029%
2	1.265%	1.258%	1.252%	1.425%	1.294%	1.282%	1.107%	1.009%	1.013%
3	1.288%	1.279%	1.274%	1.328%	1.213%	1.268%	1.038%	0.949%	1.013%
4	1.247%	1.329%	1.310%	1.372%	1.314%	1.287%	1.076%	1.048%	1.034%
5	1.272%	1.251%	1.244%	1.371%	1.242%	1.277%	1.083%	0.987%	1.028%
6	1.291%	1.198%	1.256%	1.370%	1.236%	1.203%	1.098%	0.990%	0.968%
7	2.240%	2.221%	2.196%	2.299%	2.241%	2.265%	2.034%	1.994%	2.032%
8	3.207%	3.264%	3.241%	3.406%	3.260%	3.279%	3.136%	3.023%	3.048%
9	0.000%	3.274%	3.319%	3.328%	3.259%	3.266%	3.073%	3.028%	3.046%
10	0.000%	0.000%	3.249%	3.387%	3.245%	3.249%	3.140%	3.022%	3.033%
11	0.000%	0.000%	0.000%	3.371%	3.291%	3.230%	3.131%	3.071%	3.024%
12	0.000%	0.000%	0.000%	3.157%	3.272%	3.258%	3.155%	3.057%	3.058%
13	0.000%	0.000%	0.000%	0.000%	3.245%	3.233%	3.166%	3.041%	3.036%
14	0.000%	0.000%	0.000%	0.000%	3.158%	3.249%	3.159%	3.160%	3.061%
15	0.000%	0.000%	0.000%	0.000%	2.602%	2.602%	2.599%	2.600%	2.600%
16	0.000%	0.000%	0.000%	0.000%	1.999%	1.999%	2.000%	2.000%	1.999%
17+	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%

Appendix B
Components of the Proposed Compensation System

BASE PAY

					Leader Tier III (8 years)
					Career Tier II (14 years)
					Entry Tier I (7 years, up or out)
BA	BA+30	MA	MA+45	MA+90/Dr	

ADDITIONAL PAY
(GIVEN ANNUALLY)

- National Board certification (lasts 10 years):
  Current levels: $5,000 (with an additional $5,000 when serving in a Challenging School)
- Serving in "challenging schools"
- Meeting student outcome growth targets (all school staff receive extra pay)
  Example: $20 to $50 per student FTE
- Credits for teaching hard-to-staff subjects
  Example: 1 year of loan forgiveness for every 2 years of teaching in the shortage area

Appendix C
Revised Structure for Proposed Salary Schedule

The current LEAP schedule begins with the lowest staff mix and salary at the top of the schedule, with the highest staff mix and salary at the bottom. We propose reversing the order so the schedule reflects the same order as the staff mix and salary, i.e., the lowest salary is as the lowest point of the table and the top salary appears at the top of the schedule. The proposed salary schedule is shown below using this revised structure.

Tier	Year in Tier	Staff Mix Factor — Education Level					Minimum Salary Level (2007-08) — Education Level				
		BA	BA+30	MA	MA+45	MA+90/Dr	BA	BA+30	MA	MA+45	MA+90/Dr
Leader	8+		**1.8069**	**1.8819**	**2.0046**	**2.0603**		**$59,170**	**$61,623**	**$65,642**	**$67,466**
	7		**1.7890**	**1.8632**	**1.9847**	**2.0399**		**$58,584**	**$61,013**	**$64,992**	**$66,798**
	6		**1.7713**	**1.8448**	**1.9651**	**2.0197**		**$58,004**	**$60,409**	**$64,349**	**$66,137**
	5		**1.7495**	**1.8220**	**1.9408**	**1.9948**		**$57,288**	**$59,663**	**$63,554**	**$65,320**
	4		**1.7279**	**1.7995**	**1.9169**	**1.9701**		**$56,581**	**$58,927**	**$62,770**	**$64,514**
	3		**1.7023**	**1.7729**	**1.8885**	**1.9410**		**$55,745**	**$58,056**	**$61,842**	**$63,560**
	2		1.6731	**1.7424**	**1.8561**	**1.9076**		$54,786	**$57,057**	**$60,779**	**$62,467**
	1		1.6402	**1.7083**	**1.8197**	1.8702		$53,712	**$55,939**	**$59,587**	$61,242
Career	14+	1.5625	1.6797	**1.7493**	**1.8634**	**1.9152**	$51,166	$55,003	**$57,284**	**$61,020**	**$62,715**
	13	1.5470	1.6631	**1.7320**	**1.8450**	**1.8962**	$50,659	$54,459	**$56,717**	**$60,416**	**$62,094**
	12	1.5279	1.6425	**1.7106**	**1.8222**	1.8728	$50,034	$53,786	**$56,016**	**$59,670**	$61,327
	11	1.5091	1.6223	1.6895	1.7997	1.8497	$49,416	$53,122	$55,325	$58,933	$60,570
	10	1.4868	1.5983	1.6645	1.7731	1.8224	$48,686	$52,337	$54,507	$58,062	$59,675
	9	1.4648	1.5747	1.6399	1.7469	1.7954	$47,966	$51,564	$53,702	$57,204	$58,793
	8	1.4396	1.5476	1.6117	1.7169	1.7646	$47,141	$50,677	$52,778	$56,220	$57,782
	7	1.4148	1.5210	1.5840	1.6873	1.7342	$46,330	$49,805	$51,870	$55,253	$56,788
	6	1.3871	1.4911	1.5530	1.6542	1.7002	$45,422	$48,829	$50,853	$54,170	$55,675
	5	1.3599	1.4619	1.5225	1.6218	1.6669	$44,531	$47,871	$49,856	$53,108	$54,583
	4	1.3300	1.4297	1.4890	1.5861	1.6302	$43,552	$46,818	$48,759	$51,939	$53,382
	3	1.3007	1.3983	1.4562	1.5512	1.5943	$42,593	$45,788	$47,686	$50,796	$52,207
	2	1.2690	1.3642	1.4207	1.5134	1.5554	$41,554	$44,671	$46,523	$49,557	$50,934
	1	1.2380	1.3309	1.3861	1.4765	1.5175	$40,541	$43,581	$45,388	$48,348	$49,692
Entry	7	1.1652	1.2526	1.2982	1.3828	1.4319	$38,156	$41,018	$42,509	$44,615	$46,543
	6	1.1480	1.2341	1.2790	1.3624	1.4142	$37,592	$40,412	$41,881	$44,393	$46,082
	5	1.1255	1.2099	1.2601	1.3422	1.3968	$36,855	$39,619	$41,262	$43,953	$45,626
	4	1.0980	1.1804	1.2384	1.3192	1.3795	$35,956	$38,653	$40,552	$43,197	$45,174
	3	1.0661	1.1460	1.2141	1.2933	1.3592	$34,909	$37,527	$39,757	$42,350	$44,507
	2	1.0325	1.1099	1.1845	1.2618	1.3325	$33,810	$36,346	$38,788	$41,317	$43,634
	1	1.0000	1.0750	1.1500	1.2250	1.3000	$32,746	$35,202	$37,658	$40,114	$42,570

Note: No educator will experience a salary reduction when moving to a new tier. When a move to Tier III occurs in the last 3 years of the *Career* level, the step in Tier III would correspond to the next higher salary amount. Cells in **bold** are above the current maximum on the LEAP schedule for that degree level.

Appendix D
Examples of How Staff Could Progress Using the Proposed Salary Schedule

Example 1 1st year staff enters with BA and remains in BA Level
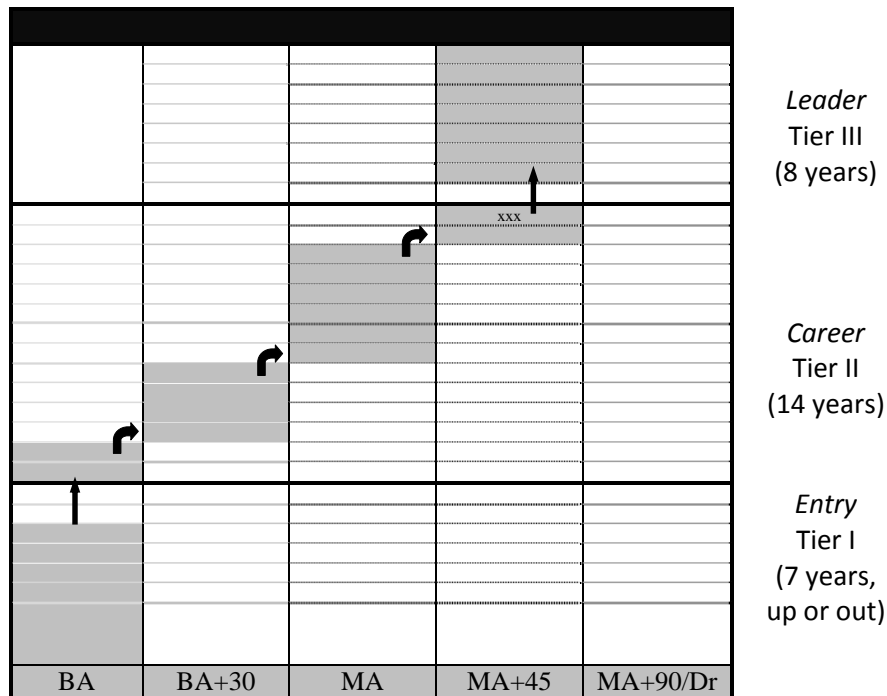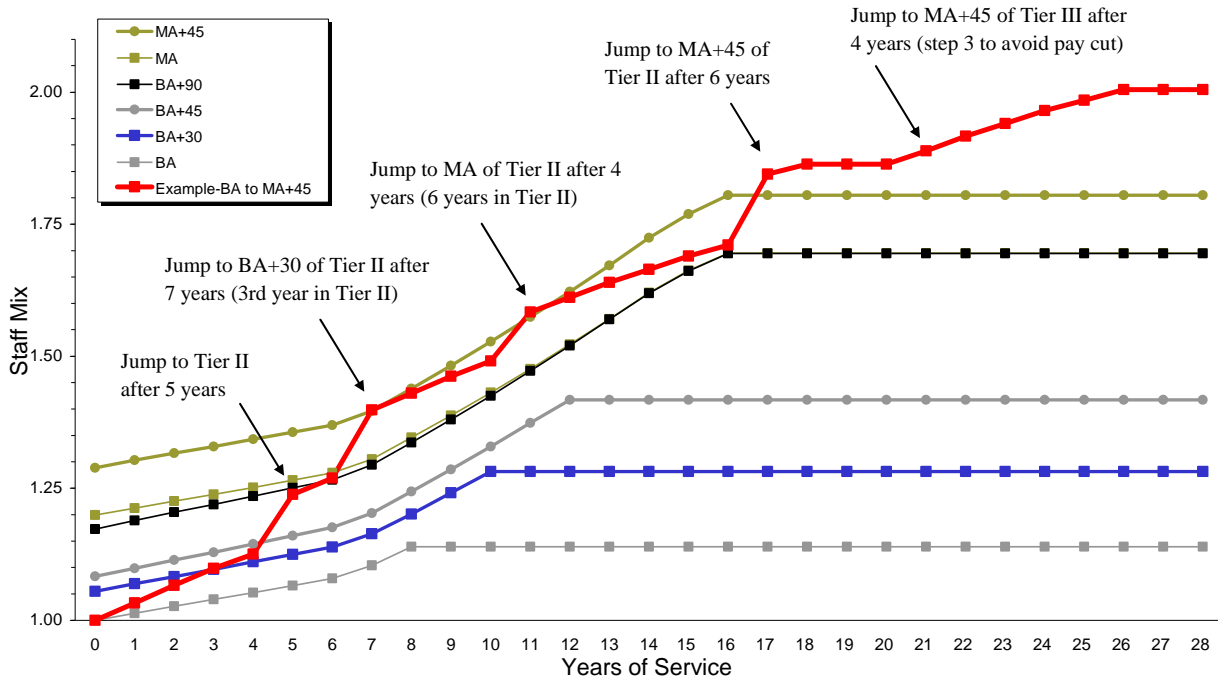Moves into first row of Tier II in 6th year after ProCert
Moves into BA+30 column of Tier II in 8th year (3rd year of Tier II)
Moves into first row of Tier III in 18th year of service

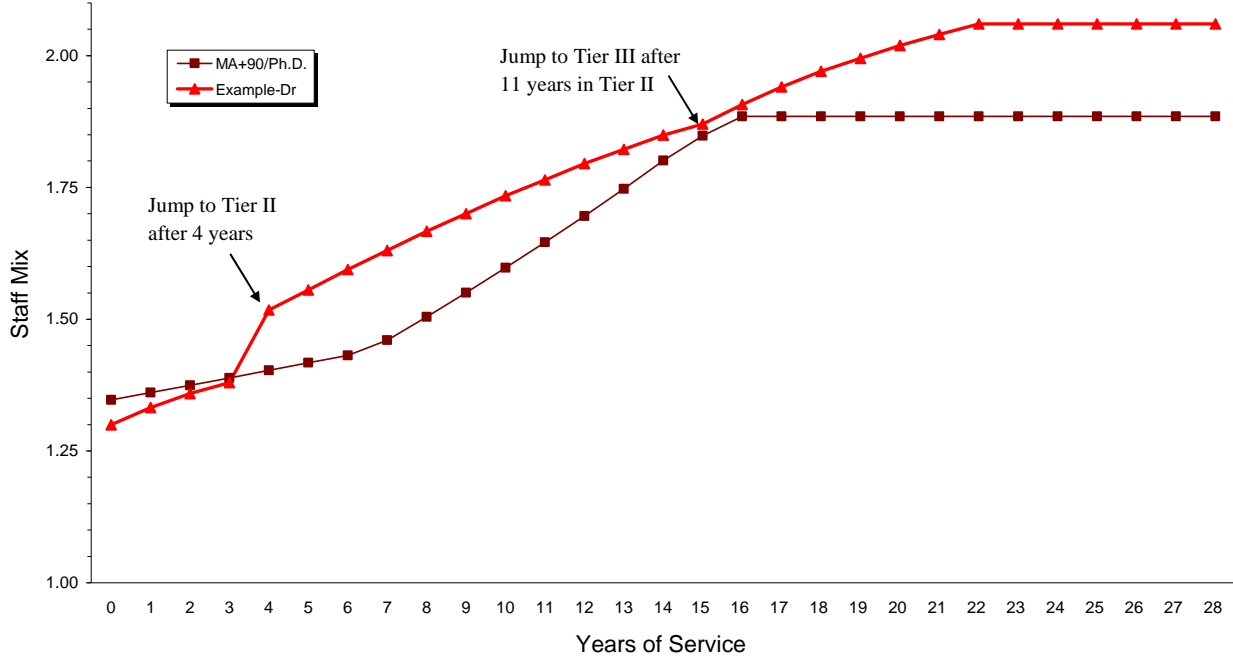**Example 2** 1st year staff enters with BA and eventually receives MA

Moves into first row of Tier II in 6th year after ProCert

Moves into BA+30 column of Tier II in 8th year (3rd year of Tier II)

Moves into MA column of Tier II in 12th year of service (7th year of Tier II)

Moves into MA+45 column of Tier II in 18th year of service (13th year of Tier II), two years of no increase

Moves into Tier III (Step 3) in 22nd year of service

Example 3 1st year staff enters with PhD (mid-career professional)

Moves into first row of Tier II in 4th year after ProCert

Moves into Tier III in 16th year of service

Serves 8 years in Tier III, then another 6 years without an increase

Appendix E
Linking Professional Certification and Professional Development Systems
to the Proposed Compensation System

A good knowledge and skills-based compensation system rewards teachers for using instructional strategies that are known to improve student learning. In such a system, teachers are encouraged to continually learn and improve and are rewarded appropriately. Over a life-long career, it is assumed that teachers working in this system will be motivated to take on more responsibilities that require greater professional expertise.

In the past 10 years, Washington has revised its teacher certification and professional development systems to make them more focused on teacher performance and its impact on student learning. The state's teacher compensation system is currently not aligned with the state's performance-based systems for professional development or certification. Without this alignment, teachers lack the financial incentives that would encourage them to grow professionally and continually focus on the knowledge and skills that are directly related to improvements in student learning.

To capture these missed opportunities, the proposed salary model ties compensation to required levels of certification and uses performance standards currently in place. The proposed system also introduces a new level of certification, the Leader level that would reward teachers who demonstrate excellent teaching skills in the classrooms and leadership in improving student achievement in the larger learning community.

To better understand how this linkage might work, Tables 1-3 show how the different levels of certification correspond to the three tiers and 23 rows in the proposed compensation system. Following the tables is a discussion of the advantages of linking the current performance-based certification system to a compensation system and some areas that would need further attention. The discussion surrounding these considerations is not meant to be exhaustive, but rather a first look at the feasibility of the linkage.

Linking Certification Levels and Compensation Tiers

The current certification requirements provide a logical means for advancing from one tier to the next. However, there are still some gaps in the requirements what would need to be addressed. This includes creating a professional development system that ensures teachers have the ability to meet the certification requirements and a new certification process for staff who want to reach the Leader tier and acquire a newly-created "Leader Teacher Certificate." This section discusses the current certification system and how it could be aligned with the proposed compensation system.

The *Entry Level* **(Tier I)** is for teachers new to the profession and encompasses the first issuance of the residency certificate as well as the re-issuance of the residency certificate once the teacher achieves non-provisional status (see Table 1). Teachers typically earn their Professional Certificate (ProCert) by their seventh year and would then advance to the *Career Level* (Tier II).

During the *first two years* in Tier I, teachers are expected to begin focusing on the three main standards and their 12 specific criteria that lead to professional certification. The three main standards require teachers to demonstrate:

(1) the knowledge and skills for <u>effective teaching</u> which ensures student learning,
(2) the knowledge and skills for <u>professional development</u>, and
(3) <u>professional contributions</u> to the improvement of the school, community, and profession.

No statewide professional development system currently exists to ensure that teachers participate in a thorough induction program and gain familiarity and experience with the 12 specific performance-based criteria. Some districts have received state grants to adopt the Teacher Assistance Program (TAP), an induction program that provides mentors for new teachers.

In years 3-7 of Tier I, teachers are expected to complete a program, either through the state's Professional Certification program (ProCert) or the National Board Certification program (NBC), to become professionally certified.

- The ProCert option requires teachers to enroll in one of several colleges that offer ProCert programs as a stand alone option or as part of a Master's program. The first step in a ProCert program is for teachers to evaluate their teaching performance using the 3 standards and 12 criteria to determine which ones have not been fully met. For these standards, teachers develop a *professional growth plan* that would allow them to meet these standards through a variety of professional development experiences. Teachers must provide evidence that the knowledge and skills they gained had a positive impact on their students. Representatives of the approved program assess the evidence of student impact to determine if the teacher has demonstrated competency in all 12 criteria.

- The National Board Certification process requires teachers to complete two major components. The first is a portfolio documenting how the teacher's classroom practice achieved NBC's performance-based standards. The second is an assessment of content knowledge administered at a computer-based testing center. NBC's performance standards are based on five core propositions: (1) teachers are committed to students and their learning; (2) teachers know the subjects they teach and how to teach those subjects to students; (3) teachers are responsible for managing and monitoring student learning; (4) teachers think systematically about their practice and learn from experience; and (5) teachers are member of learning communities. Trained NBC assessors review the evidence submitted in the portfolios against these standards. These results, together with the computer assessment score, determine whether the teacher achieved certification.

Table 1: *Entry* Level Compensation (Tier I) and Teaching Certificates		
Entry	1	**First Issue Residency Certificate (good until completion of two years with the same employer**
	2	Teacher is typically in Provisional Status for two years.
		• Teacher is subject to non-renewal of contract by superintendent & school board (may be denied following year's contract without showing cause).
		• Districts may apply for TAP, an induction program that provides mentors and coaching to 1st year teachers.
		• Based primarily on principal's evaluation, superintendent converts teachers to continuing status and they become eligible to enroll in a ProCert program.
	3	**Reissuance of Residency Certificate (good for 5 years)**
	4	Prior to the expiration of the Residency Certificate:
	5	• Teacher must complete professional certification via state's ProCert program or the National Board of Professional Teaching Standards (NBPTS) program
	6	
	7	• Teachers may renew residency certificate for another 2 or 5 years.
		➢ 2-year renewal is for teachers who are enrolled but have not finished a ProCert or NBPTS program.
		➢ 5-year renewal is for teachers who are ineligible for ProCert Program but have completed 15 quarter credits NOT clock hours. (Ineligibility is due to not having a current teaching position, i.e., started teaching overseas or out-of-state or took time off for family.)
		Current and Proposed: Teachers who do not receive professional certification after 5 years or are in-eligible for a renewal will exit the system.

The **Career Level** **(Tier II)** is for teachers who have met the requirements for professional certification in Tier I (see Table 2). At this level, teachers are expected to continue their professional development. To renew their professional certificate, the current law requires teachers to achieve 150 clock hours every five years.[11] (NBC teachers are exempt from this requirement while their 10-year certificate is still valid.) Some clock hours must relate to the same three standards and 12 criteria used in professional certification, and some must meet the criteria for earning educational credit on the state single salary schedule. For example, some credits should be consistent with a school-based plan for mastery of student learning goals or with the requirements necessary to obtain an endorsement.

In an option that allows any certificated teacher to be more purposeful in their professional development, the state allows teachers to develop a *professional growth plan* that would help improve the learning of the teacher's students <u>and</u> help the school or district achieve various goals in their improvement plans. The professional growth plan may identify a mixture of professional development experiences to meet 60 of the 150 clock hours required for renewal.

In a similar way, NBC teachers seeking renewal of their certificate are required to develop a professional growth profile that targets specific areas of interest to the teacher and may serve to improve student learning not just in the teacher's classroom but in the larger learning community as well.

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[11] Each 60 minutes of approved in-service, including reasonable time for breaks, equals one clock hour of continuing education credit. Any regionally accredited two- or four-year college credit at the 100 (freshman) level or above may be used toward maintenance. One quarter hour of college credit is the equivalent of 10 clock hours, and one semester hour of college credit is the equivalent of 15 clock hours.

Table 2: *Career* Compensation (Tier II) and Certification Requirements		
Career	1	**Professional Certificate (Good for 5 years if successfully completed state's ProCert Program)**
	2	• Teacher must complete 150 clock hours every 5 years to maintain professional certificate.
	3	• Clock hours must count towards renewal of the professional certificate.
	4	• Clock hours must include course work that
	5	➢ Relates to the same three standards used in professional certification, and
	6	➢ Meets the criteria for giving educational credit on the state salary schedule.
	7	• In districts that have met OSPI's criteria for a professional development system, teachers may
	8	develop a *Professional Growth Plan* that enables teachers to earn up to 60 clock hours every 2
	9	years through completion of the approved plan.
	10	➢ Educator submit the plan with supervisor input to a professional development committee,
	11	whose members include a school educator, a school administrator, and a district representative.
	12	➢ Review criteria include whether the plan is based on current student learning needs,
	13	whether it is aligned with the district's or school's improvement plan, and additional criteria
	14+	as called for in the district/school professional development.
		OR
		Professional Certificate (Good for 10 years if successfully completed the National Board Certification program)
		• No clock hour requirement for teachers holding valid NB certificates.
		• NBC teachers may renew their NB certificate, but renewal process must occur by 8th or 9th year of certificate. The renewal process includes developing a Profile of Professional Growth that describes four Professional Growth Experiences (two in detail) that demonstrate the teacher's continued commitment and contributions to the kinds of professional activities that improve student learning.

Teachers who seek to renew their professional certificates with a more deliberative plan in mind are more likely to acquire the kind of experience that would make them eligible for the Leader Level of certification. Ideally, renewal candidates would be looking to take on leadership opportunities that directly or indirectly affect student learning beyond their classrooms.

The PESB will ultimately determine the process for renewal of the ProCert. Depending on that process, evaluation by the districts' professional development committees in the case of the ProCert-renewal candidates or by the National Board for Professional Teaching Standards in the case of the NBCT-renewal candidates could provide the basis for deciding whether the candidates are ready to be promoted to the Leader level.

Reaching the **Leader Level** **(Tier III)** would involve achieving a newly-created "Leader Teacher Certificate" that recognizes those accomplished teachers who have had a positive impact on student learning beyond their own classrooms. This is a standard that becomes more important as teachers progress through their career and strive to contribute to their larger learning communities in creative and meaningful ways (see Table 3). The details about how staff would achieve this certificate and the length of time it would be valid would need to be determined.

The goal is to recognize teachers who demonstrate highly effective classroom skills and have demonstrated the ability to take on leadership roles when working with their colleagues in their school or district to improve student learning, particularly if their leadership helps achieve school and/or district improvement goals. Teachers might show leadership in curriculum development, assessing student performance, professional development, mentoring other teachers, student transition, extended learning opportunities, or community outreach among other areas.

Table 3: *Leader* Compensation (Tier III) and Proposed Certification		
Leader	1	*Proposed:* **Leader Teacher Certificate (Good for X years)**
	2	
	3	This certificate recognizes accomplished teachers who have both highly-effective classroom skills
	4	and the ability to have a positive impact on student learning beyond their own classrooms.
	5	
	6	The method for promoting staff to the Leader level could include current and new requirements.
	7	Evaluation by the districts' professional development committees in the case of the ProCert-
	8+	renewal candidates or by the National Board for Professional Teaching Standards in the case of the NBCT-renewal candidates could provide the basis for deciding whether the candidates are ready to be promoted to the Leader level. Other criteria for promotion to the Leader level may need to be included as well.
		In order to prepare for promotion to the Leader level, teachers developing professional growth plans for both the ProCert-renewal program and the NBC-renewal program may deliberately choose to take on leadership opportunities that would contribute to their learning communities in ways that improve student learning beyond their immediate classroom. This would demonstrate their ability to have a positive impact on student learning and school/district improvement goals, which would help them qualify for the Leader Teacher Certificate.

Advantages and Concerns in Linking Certification System to Compensation System

One of the advantages of using existing performance-based standards used by both the state's ProCert program and the National Board Certification program is that the standards already meet criteria considered essential to a good knowledge and skills-based compensation system. That is, the standards are based on skills that are directly linked to improvements in student learning; are clear, specific and measurable; are external to the school district evaluation; and are achievable. Another advantage is that many teachers in this state are already familiar with the ProCert or NCB performance-based standards.

The evaluation system for determining whether teachers have met the performance-based standards needs to be objective and credible. Teachers may prefer to have evaluators who are external to their building so as to avoid damaging workplace relationships and negatively impacting collegiality. Most current certification evaluation is completed by individuals external to the teacher-candidate's building. For example:
- The evaluators for the Professional Certificate and the initial and renewed NBC are all external; ProCert evaluators are university representatives and NBC evaluators are NBC-trained teachers located across the nation.

- To protect new teachers and encourage honesty in their relationship with mentors, the state was careful in keeping mentors for the Teacher Assistance Program separate from the evaluation process that principals use to determine whether a teacher is ready to begin the second phase of residency.

To address the need for consistency, objectivity, and credibility, the PESB has let an RFP per legislation seeking a vendor to develop, pilot and implement a uniform and external assessment process for completion of Professional Certification. The anticipated implementation date is January 2010.

In times of tight funding, districts and the state have had limited capacity to provide the mentors, the professional development, the technical materials, the model examples of evidence, and other resources that support teachers in their pursuit of certification. Such system-wide support would be essential to ensure a teacher compensation system is of high quality and accessible to all candidates. Connected to the system-wide support is the need for an organizational structure where the roles and responsibilities of teachers, principals, district administrators, ProCert evaluators, and state administrators are clearly defined. This is in part to ensure that communication among the responsible parties is timely and accurate.

Staffing Model, Part A: Effective, Manageable Class Sizes

Resource Proposal

Improving student achievement involves many complex factors. A strong teacher development system and compensation that incentivizes knowledge and skills will have major impact. But manageable, appropriate class size must also be attained. Washington's class size ranks almost at the bottom in the nation, and must be addressed.

Superintendent Bergeson proposes to improve the state's funded class sizes consistent with the national average class sizes. Washington's teachers and students should not have to work/learn in classrooms so far beyond the national average. The proposed class sizes, which represent substantial reductions, are justified in light of the research on the cost-effectiveness of such reductions, fairness to teachers and students (see Appendix A for more information). However, by reaching the national average class size, rather than push class sizes down further, Washington can also invest resources in improving teacher compensation and enriching student learning opportunities. In doing so, schools must continue to have the authority and flexibility for schools to staff for classes appropriately depending on age, content, and student performance.

The proposed class size in a typical classroom for the various grade levels are as follows:
- The lowest student-teacher ratio for **K-3** classes is an average class size of 20.5 students.
- The lowest student-teacher ratio for **grades 4-5** is an average class size of 22.5 students.
- Overall, elementary schools (**K-5**) would average class sizes of 21.2 students using state funding for these ratios, which is still larger than the national average (estimated to be 20.4[1]).
- The best student-teacher ratio data available for **grades 6-12** is 19.1 FTE students per teacher, which yields an average class size of 25.5 students.[2]
- For all grades together (K-12), the average class size produced using the proposed ratios would likely have 23.5 students.

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[1] National Center for Education Statistics, "Schools and Staffing Survey (SASS), Public Teacher Questionnaire, 2003-04" (prepared in July 2006), in <u>Digest of Education Statistics 2007</u> (Table 64).
[2] The secondary ratio is similar to what is found in other states and programs. The average secondary class size nationally is about 25 students, and comprehensive school reform models are developed using 25 as the typical class size.

Staffing Model, Part A: Effective, Manageable Class Sizes

Table 1 displays the current funded class size compared to recommended class size.

Table 1: Current and Recommended Students per Teacher Allocations, 2007-08

Students Per Teacher	Grades K-5	Grades 6-8	Grades 9-12
Step 1: Current ratio of students per staff per teacher after ESAs are deducted; assumes only 5 periods and 0 planning time for teachers	20.6	24.2	24.2
Step 2: Class size that is possible for 6 periods of instruction and 1 hour of planning time	24.7	29.0	29.0
Step 3: Impact of I-728 on improving class size	22.9	26.6	26.6
SPI Recommendation	**21.2**	**25.5**	**25.5**

Instructional coaches should be funded at a rate of 1 per 1,000 students.

The proposed funding structure differs from the current system in several ways.
- The state allocation for certificated instructional staff will continue to be a single allocation from the state to a school district based on staff to student ratios.
- The state allocation will be "unblocked" in a legislative document (presumably a LEAP document) that identifies:
  - The teachers needed to fund a stated class size assumption at grades K-5, 6-8 and 9-12, and
  - The workload assumption for librarians, instructional coaches, nurses, guidance counselors, and pupil support. (These staffing recommendations are contained in additional issue papers.)
- I-728 funds that are currently used to reduce class size would be incorporated into the funding formula driving class size staffing.

The proposal also assumes that additional staff will be funded to address the needs of struggling students, students eligible for special education, and English Language Learners.

Washington: Current Class Size

Washington provides state funds to districts for basic education certificated instructional staff (CIS) using different ratios for different grades (allocations for administrators and classified staff have separate ratios).[3] The basic education CIS allocation ratios are shown in Table 2. Districts receive funding for grades K-4 at a ratio of 53.2 per 1000 students only if they demonstrate an actual ratio of at least that ratio. Districts with a lower ratio receive the funding for that ratio (or the minimum ratio). For small districts and remote schools, the formula also ensures a minimum number of CIS. The ratios are only for state allocation purposes. Districts are

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[3] Basic education certificated instructional staff means certificated teachers and certificated educational staff associates (ESAs) in the following programs: basic education, secondary vocational education, skills centers, general instructional support, and general supportive services.

responsible for determining staff levels and must employ at least 46 CIS units per 1000 FTE students. *These ratios are for all certificated instructional staff, not just teachers.* As a result, the student-teacher ratio is higher than these ratios.

Table 2: Current Certificated Instructional Staff Allocations, 2007-08

Grades	Funded CIS per 1000 FTE students	Funded FTE Students per CIS
K-4	53.2	18.80
5-12	46.0	21.74

These ratios also are not the same as class size because the state allocates staff to cover 5 hours of instruction, and does not accommodate planning periods within the ratio allocation. Most school districts offer 6 hours of instruction, and most districts provide some planning time, frequently 1 hour. Districts must either hire more staff than the state funds in order to accommodate the six period day and planning time, or must increase class sizes in order to live within the number of staff that the state funds.

Other funds are used to help reduce the class sizes. I-728 funds can be used for several purposes, including lowering class sizes.[4] These funds reached $450 per FTE student in 2006-07. Each district determines how I-728 funding should be used. In addition, local and federal funds are often used to hire more staff, which reduces the ratios and class sizes even more.

The class size effects of various funding assumptions breakdown as shown in Table 3, for the true funded class size in basic education in step 3.

Table 3: Current Student per Teacher Allocations, 2007-08

Students per Teacher	Grades K-5	Grades 6-8	Grades 9-12
Step 1: Current ratio of students per staff per teacher after ESAs are deducted; assumes only 5 periods and 0 planning time for teachers	20.6	24.2	24.2
Step 2: Class size that is possible for 6 periods of instruction and 1 hour of planning time	24.7	29.0	29.0
Step 3: Impact of I-728 on improving class size	22.9	26.6	26.6

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[4] In November 2000, Washington voters approved Initiative 728 that dedicated a portion of the state property tax and state lottery revenues to the Student Achievement Fund. School districts can use the funds for six purposes: class size reductions in grades K-4, selected class size reductions in grades 5-12, extended learning opportunities for struggling students, professional development for educators, support for early learning activities, and improved or additional facilities to support smaller classes and extended learning opportunities.

Washington does not explicitly fund an allocation for instructional coaches. This form of instructional improvement must also be deployed out of the overall ratio of 1 staff per 21.7 students (18.8 students at K-4). At the class sizes listed above (step 2 and 3), and based on how many ESAs and teacher-librarians that districts purchase, districts can deploy 1 instructional coach for each 1,250 students. At this ratio, at the elementary level, 1 coach would be assisting 47 teachers with improving curriculum and instruction and with their struggling students. At the secondary level, coaches would be assisting 9 teachers and the portion of 1,250 students that are struggling.

Instructional coaches are a component of class size improvement because the services they provide to teachers and students have a more tangible and immediate effect on instruction and student achievement than many other interventions. Research in other states is consistent with Washington's experiences with Reading First, a federal program that provides a range of assistance including coaches, in our lowest performing elementary schools. The coach provides the content expertise to assist all building teachers to identify the needs of struggling students and differentiate instruction accordingly.

Ratios in Other States

Compared to other states, Washington is seriously understaffed. Our overall student-*teacher* ratio continues to be one of the highest in the nation. As of 2006 (the most recent data available), Washington had 19.3 students per FTE teacher, which ranked 46th in the nation. Only Oregon, California, Arizona, and Utah had higher ratios. The ratio for the nation was 15.7 and the average for seven Global Challenge states was 15.1. (See Appendix B and C)

While the state has taken steps to reduce the ratio in grades K-4 over the years, other states have reduced their ratios as well. According to the National Center for Education Statistics (NCES), the student-teacher ratio in the United States has declined from nearly 27 to 1 in 1955 to 15.7 in 2006. Some of this decline is due to the increased availability of special programs where a teacher works with students individually or in small groups. Nevertheless, real declines have occurred in the average number of students in most classrooms across the nation. Some states have mandated smaller classes in elementary grades, and most of these efforts focused entirely on the primary grades (mainly K-3). For example, California initiated an effort in the late 1990s to reduce the size of all K-3 classrooms from about 29 to no more than 20 students.

Over the past five years, Washington's ratios have stayed about the same but those in other states have become slightly smaller. The figures below show the trends for Washington, the nation, and the Global Challenge states[5]. These ratios are based on funding for staff from all sources.

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[5] Washington Learns identified seven states as being our competitors in the global economy. The "Global Challenge" states were California, Connecticut, Colorado, Maryland, Massachusetts, New Jersey, and Virginia. According to the final Washington Learns report, Washington ranks second among all fifty states for its potential to compete on the New Economy Index, trailing only Massachusetts. But our high ranking is based on our potential, but our ability to reach our potential depends on education. These Global Challenge states have highly rated and well funded education systems.

- Figure 1 shows the student-teacher ratios from 2001 to 2006 (Global Challenge state ratios both include and exclude California, which has very high ratios). Washington's ratio is 23% larger than the nation and 36% larger than the Global Challenge states (excluding California).
- Figure 2 shows the estimated average class size assuming that class sizes are 33% larger than the student-teacher ratios shown in Figure 1.
- Figure 3 shows the student-staff ratios from 1999 to 2006.

Washington's low per pupil expenditure rankings contribute to our above average class size.[6]

Figure 1: Student/Teacher Ratios, 2001-2006
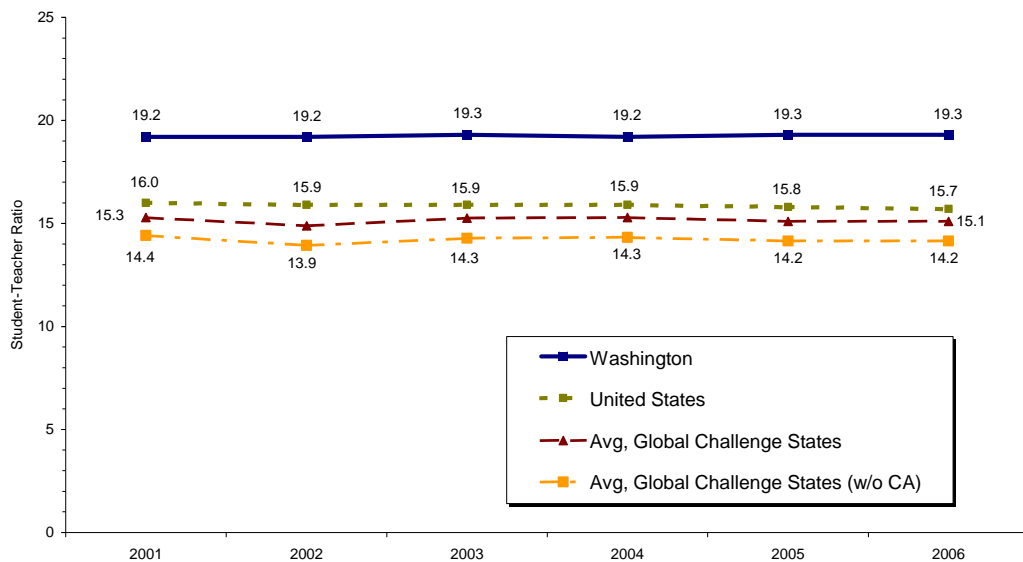
Note: Students are measured in terms of headcounts while teachers are in FTE. If students were measured in terms of FTEs, all the ratios would be smaller but the differences would stay the same.

Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education" (prepared in July 2007).

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[6] In 2005, Washington spent 17.2% less than the national average and ranked 44th in total per pupil expenditures. Our spending was 22.2% less than the average of the seven Global Challenge states (25.4% less if California is excluded). The amounts and rankings adjusted for a state's cost of living using the NCES Geographic Cost of Education Index. The relatively low level of expenditures in Washington is surprising in light of the state's above-average per capita personal income. See NCES, Revenues and Expenditures for Public Elementary and Secondary Education: School Year 2004-05, April 2007; Education Week, Quality Counts, January 2008; and U.S. Dept. of Commerce, Bureau of E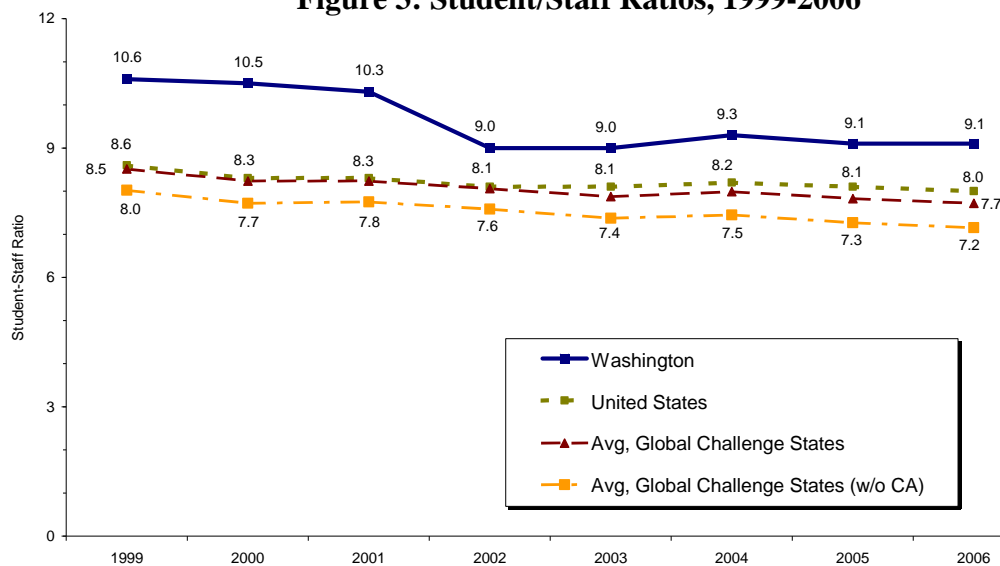conomic Analysis, "State Personal Income 2007," March 2008 (http://www.bea.gov/newsreleases/regional/spi/2008/pdf/spi0308.pdf).

Figure 2: Estimated Class Sizes, 2001-2006
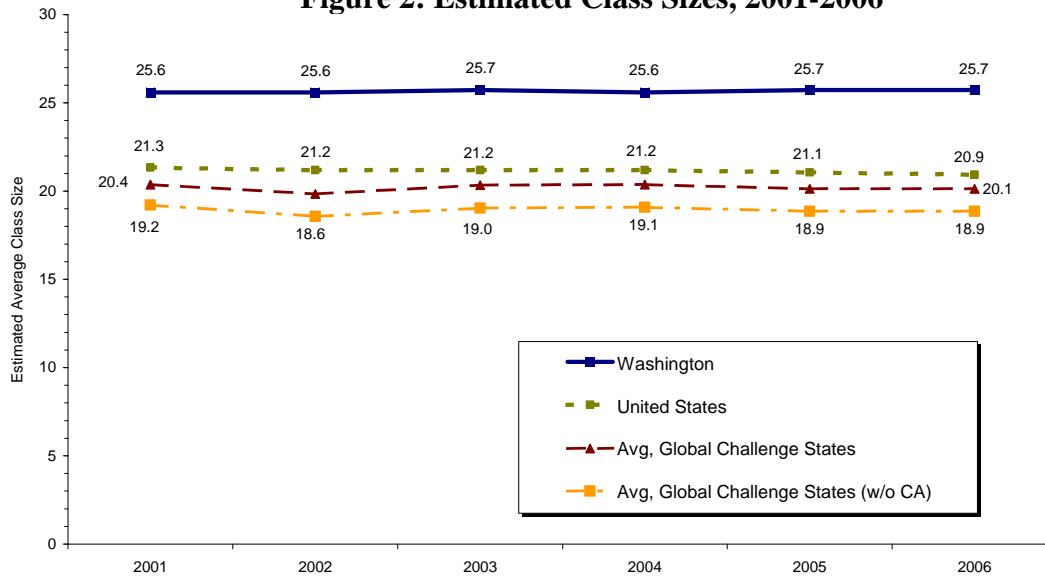
Note: The estimated class size assumes it is 33% larger than the student-

Figure 3: Student/Staff Ratios, 1999-2006

Note: Students and staff are both measured in terms of headcounts.

Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education" (prepared in July 2007).

Implementation Issues

Given the increased cost of reducing class sizes, the potential for perverse outcomes, and the shortage of additional qualified teachers to fill the positions, any reductions should be phased over a period of several years. Initially, the reductions should occur in areas with the largest numbers of low-achieving students that are in large classes. Given the strong relationship between poverty and student achievement, implementing the smaller classes should begin in schools with the highest numbers of low-income students in large classes, particularly in the early grades where research has shown the smaller classes have the greater impact. (Many low-income students are already enrolled in schools with small classes.)

Implementation also needs to have flexibility and not mandate schools have a maximum class size. If, for example, the desired K-3 class had 20 students and there were 42 students in a grade, a school would be forced to have 3 classes with an average of 14 rather than two classes of 21 if a 20-student maximum was mandatory. This type of inflexibility would create havoc at the school level where space may be in short supply and would be prohibitively expensive. A better alternative is to allocate funds based on a district average in order to permit variation to occur within and between schools. One researcher concluded that "establishing an appropriate class size is, at the very least, a balancing act between contemporary fiscal realities and children's developmental needs, which vary considerably depending upon their life circumstances" (Ready, 2008, op cit.).

Appendix A

Research on Class Size

Most research on the effects of reduced class sizes has focused on the primary grades (K-3) and for disadvantaged students. This research has generally found that smaller classes for these grades and students help improve student performance. For example, the Tennessee Student-Teacher Achievement Ratio (STAR) program used a true experimental design to study the impact of smaller classes and found that student performance improved in smaller K-3 classes, and the gains endured through later years. After one year in kindergarten, classes with 15 students performed 5-8 percentile points better on standardized tests than students in classes with 22-24 students (roughly one percentage point per student reduction). Wisconsin's SAGE program, another program with an experimental design, targeted class size reductions to low-income schools and found that student achievement increased faster than in similar schools with larger classes. Students who live in low-income families often begin school with fewer academic skills and lose more ground during the summer months compared to their more advantaged peers, so addressing the initial achievement gap means *accelerating* learning among these children over a several year period. Research has demonstrated that having smaller classes for these students is one way to accelerate their learning.[7] As a result, reducing the student-teacher ratio in the early grades has become a popular initiative among states.

Relatively little research has been done on the impact of smaller classes at the secondary level, and this research has found the impact is relatively small. However, a 2008 study found that smaller classes also have benefits at the secondary level, especially for low-achieving students. According to this research, "adding five pupils to a class increases the odds of less academic pupils being 'off task' by 40 per cent." This requires a teacher to spend more time in classroom management and less time on instruction. Off-task behaviors had a much larger negative impact at the secondary level than in the primary grades.[8]

Although smaller classes may have an impact in upper grades as well, the issue is more complicated. Secondary staff have multiple classes with different students, which inhibits the creation of in-depth relationships between student and teacher that often occur at the elementary level. A secondary teacher with five classes of 27 students will have 135 different students. So the scarcity of research on class size effects at the secondary level does not mean smaller classes would not result in better student outcomes. Much more research is needed to determine when smaller secondary classes have a noticeable impact on student achievement. Common sense says that the more attention a teacher can provide to a student, the more likely the student will perform at higher levels. The movement to make high schools smaller in order to establish better relationships is a movement that recognizes the need for more "smallness" at the secondary level.

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[7] For a recent summary of this research, see Ready (2008), Class-Size Reduction: Policy, Politics, and Implications for Equity at http://www.schoolfunding.info/policy/Poverty/Ready-ClassSizeResearchReview.pdf.
[8] See Blatchford (2008), University of London Institute of Education, http://ioewebserver.ioe.ac.uk/ioe/cms/get.asp?cid=1397&1397_1=18878.

Staffing Model, Part A: Effective, Manageable Class Sizes

There is not enough research to establish the optimum class size. Estimates of the ideal class size range from as low as 15-17 students per class (mainly because of the size of the classes in the Tennessee study) up to 23-25 students per class. High-performing Asian countries have very large classes but students are generally well-behaved and focused on their work, so teachers can have more one-on-one interactions with students and not worry as much about classroom management. Moreover, the total number of students they teach may also be fewer because teachers have fewer classes.[9] The class-size reduction programs that have been experimental in design have not examined reductions from large to medium-sized classes. However, research that has looked at reductions from large to medium-sized classrooms has found benefits for students in smaller classes.[10] After examining many studies on class size, some researchers concluded that it takes large reductions to substantially improve performance.[11]

Reducing class sizes is a cost-effective educational investment. Research by the Washington State Institute for Public Policy (WSIPP) found that K-2 class size reductions yield $2.79 in benefits for each $1 of cost, which is nearly double the rate of return of the S&P 500 stock market index. Reductions in grades 3-6 also yield rates of return exceeding the S&P 500 index—$1.38 in benefits for each $1 in cost, according to WSIPP's analysis. Moreover, the benefits increased rapidly as the level of students from low-income families in a school increased.[12]

However, when researchers control for external factors and then compare the influence of education-related factors to each other, teacher quality had a more powerful influence on student performance compared to reducing the student-teacher ratio.[13] Ferguson (1991) found that the effects of teacher expertise in Texas were so great that when controlling for socioeconomic status, the differences in achievement between black and white students were almost entirely explained by differences in teacher qualifications. Investments in

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[9] See Kang and Hong, "Achieving Excellence in Teacher Workforce and Equity in Learning Opportunities in South Korea," in Education Researcher, May 2008) for more information about the differences between the U.S. and South Korean education systems. For example, lower secondary teachers in Korea averaged 36 students per class but taught fewer classes because they spent much more time in planning. Overall, these South Korean teachers were in the classroom 3-4 periods a day (out of 6-7 periods) and spent about half the time teaching compared to U.S. teacher at the lower secondary level. The student-teacher ratio in Korea is much larger in the primary grades compared to the secondary grades, according to OECD Education at a Glance 2007.

[10] See Ready and Lee (2007), "Optimal Context Size in Elementary Schools: Disentangling the Effects of Class Size and School Size," in Loveless & Hess (Eds.), Brookings Papers on Education Policy, 2006/2007.

[11] See Odden (1990), "Class Size and Student Achievement: Research-Based Policy Alternatives," in Educational Evaluation and Policy Analysis; Hanushek (1999), "Some Findings From an Independent Investigations of the Tennessee STAR Experiment and From Other Investigations of Class Size Effects," in Educational Evaluation and Policy Analysis; Ferguson & Ladd (1996), "How and Why Money Matters: An Analysis of Alabama Schools," in Ladd, Holding Schools Accountable; and Odden & Busch (1998), Financing Schools for High Performance.

[12] See Washington State Institute for Public Policy (March 2007), "Benefits and Costs of K-12 Educational Policies: Evidence-Based Effects of Class Size Reductions and Full-Day Kindergarten" at http://www.wsipp.wa.gov/rptfiles/07-03-2201.pdf.

[13] See Darling-Hammond (2000), "Teacher Quality and Student Achievement: A Review of State Policy Evidence," in Education Policy Analysis Archives; Greenwald, Hedges, & Laine (1996), "The Effect of School Resources on Student Achievement," in Review of Educational Research; and Ferguson (1991), "Paying for Public Education: New evidence on How and Why Money Matters," in Harvard Journal on Legislation.

teacher quality are also more cost effective. An analysis of 60 well-designed studies found that increasing the teacher education level had more than five times the impact per dollar spent than lowering the student-teacher ratio.[14] WSIPP also found that teacher quality had a much stronger impact.[15]

Making substantial reductions in class sizes can also be quite expensive and create undesired consequences if not done carefully. In most cases, reducing the size of class in a significant manner means hiring more teachers and increasing capital costs. The addition of more teachers becomes progressively more expensive as the student-teacher ratio decreases. More facilities and a different use of space may also be required to accommodate the extra classes, which could create higher capital costs. When California reduced class sizes in K-3 classes from 29 to 20, school districts turned libraries, gyms, and other spaces into classrooms and purchased portable classrooms to provide space for more classes. Its reduction program also resulted in an increase in uncertified teachers, a shortage of substitute and bilingual teachers, movement of more experienced teachers to schools and districts perceived to have better teaching environments, and a shift of teachers from secondary to primary schools and from special education to regular education. If lowering class sizes result in a less-qualified teaching force in schools that need high-quality teachers the most, the impact of having smaller classes in these schools will be reduced.

Finally, other factors besides student-staff ratios have been shown to improve student learning. Research has found common characteristics in schools that have high levels of student achievement. These relate to the school's leadership, culture and expectations, the alignment of standards and instruction, effective professional development, and the involvement of family members and the community.[16] Various schoolwide reform models have been used to help create the necessary changes. The combination of three factors—smaller classes, better teacher quality, and schoolwide reforms—can work together to make substantial improvements in student achievement.
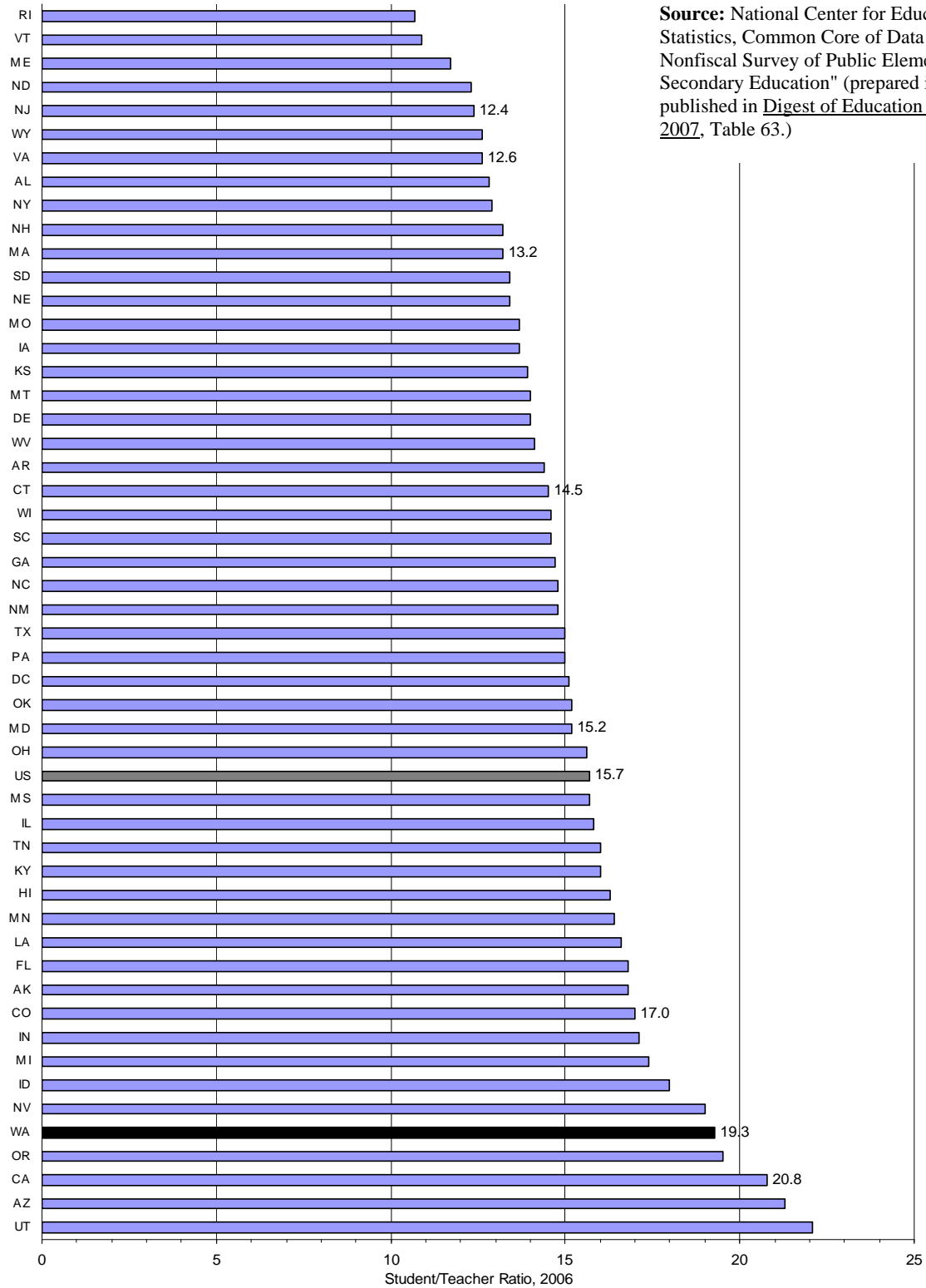
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[14] Greenwald, Hedges, & Laine, op cit.

[15] See the effect sizes in WSIPP's March 2007 study (op cit.) and its December 2007 report, "Report to the Joint Task Force on Basic Education Finance: School Employee Compensation and Student Outcomes" at http://www.wsipp.wa.gov/rptfiles/07-12-2201.pdf.

[16] See OSPI's publication Nine Characteristics of High-Performing Schools (2007).

Appendix B
National Ranking of Student/Teacher Ratios (2005-06)

Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/ Secondary Education" (prepared in July 2007, published in Digest of Education Statistics 2007, Table 63.)

Bar chart: Student/Teacher Ratio, 2006 by state.

State	Value
RI	
VT	
ME	
ND	
NJ	12.4
WY	
VA	12.6
AL	
NY	
NH	
MA	13.2
SD	
NE	
MO	
IA	
KS	
MT	
DE	
WV	
AR	
CT	14.5
WI	
SC	
GA	
NC	
NM	
TX	
PA	
DC	
OK	
MD	15.2
OH	
US	15.7
MS	
IL	
TN	
KY	
HI	
MN	
LA	
FL	
AK	
CO	17.0
IN	
MI	
ID	
NV	
WA	19.3
OR	
CA	20.8
AZ	
UT	

Student/Teacher Ratio, 2006

Appendix C
National Ranking of Student/Staff Ratios (2005-06)

Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/ Secondary Education" (prepared in July 2007, published in <u>Digest of Education Statistics 2007</u>, Table 81.)

Student/Staff Ratio, 2006
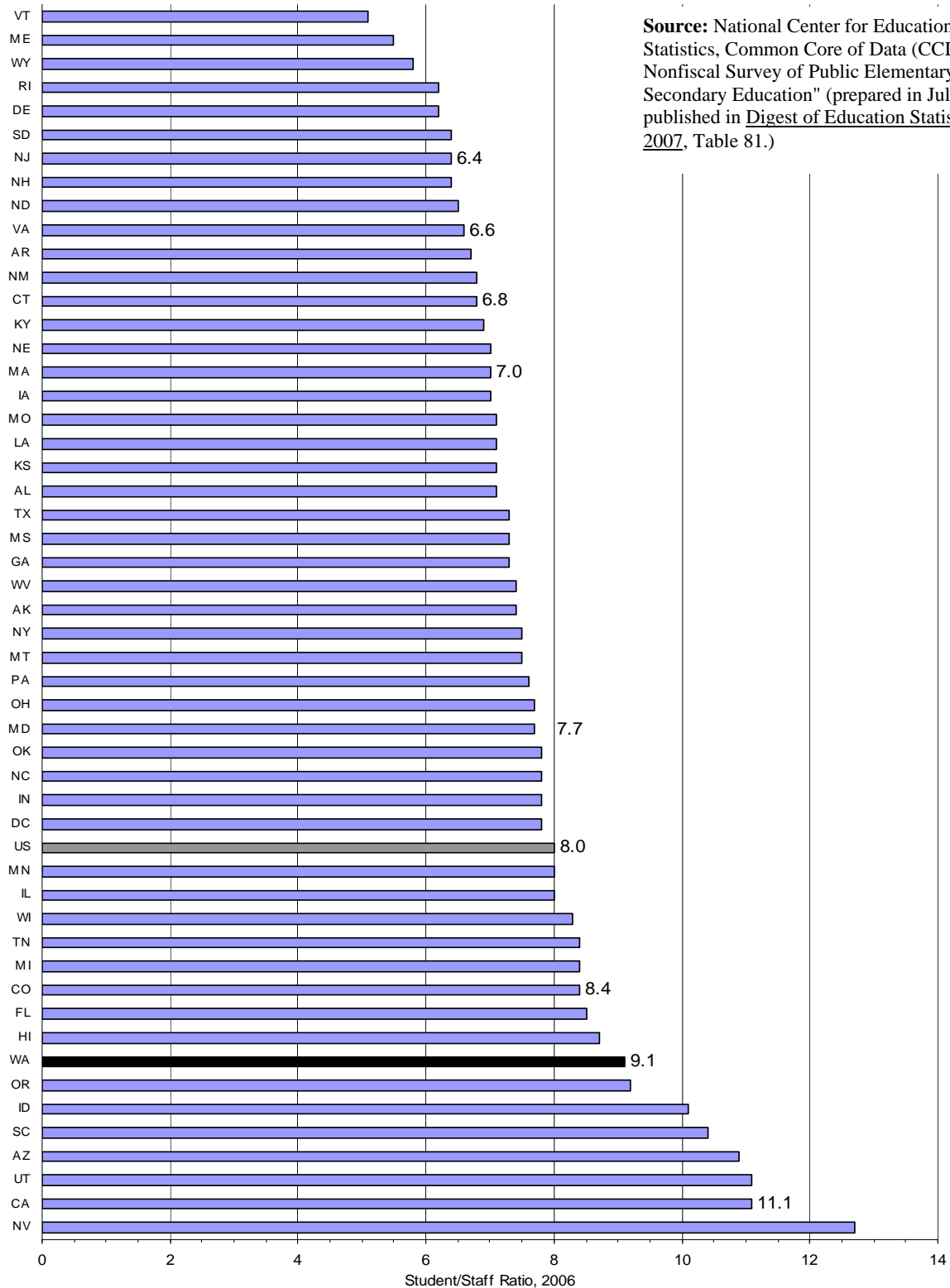
Staffing Model, Part B: Libraries for the 21st Century, Learning and Resource Centers for the School

Proposal Summary

Provide funding for 21st Century Libraries by improving funding for Teacher Librarians, Library Aides, and resources to improve library collections, research resources and databases, and equipment. Libraries provide critical support for the state's four academic learning goals by improving student access to information to solve problems and use technology applications to improve their learning.

Specifically, state funding should include a Librarian ratio allocation of 1 per 500 students; a Library Aide ratio allocation of 1 per 500 elementary students, 1 per 750 middle school students, 1 per 1,000 high school students; and $25 student funding for library collections and equipment. The funding allocations are embedded in the Certificated Instructional Staff ratio, Classified Staff ratio, and Non-Employee Related Cost (NERC) ratio respectively. Policy: Expand the state's learning goals to include that students are skilled in the application of technology to obtain and evaluate information/data to problem solving; reevaluate Librarian certification standards in cooperation with the Professional Educators Standards Board.

Background and Historical Funding and Practice in Washington

Historically Washington funding formulas have provided funds for schools to employ librarians and aides and buy and replace collections; the key formulas are Certificated Instructional Staff and Classified Staff funding ratios and the NERC allocation. However, the funding formulas have not delineated funding for these components. School districts under a myriad of funding pressures are reducing support for libraries; policymakers have no tools to evaluate whether or not libraries are adequately or under-funded; communities want students across the state to have equitable access to quality libraries to enhance reading skills and feed a love of reading and to teach technology-based research skills.

However, libraries in Washington have experienced a reduction in resources. Some information is anecdotal because the Office of Superintendent of Public Instruction (OSPI) does not collect data on expenditures for libraries separate from other instructional expenditures. We do not know how much districts have spent over time to build or maintain collections, access to data bases, or equipment; we do not know the average hours students have access to a library each week.
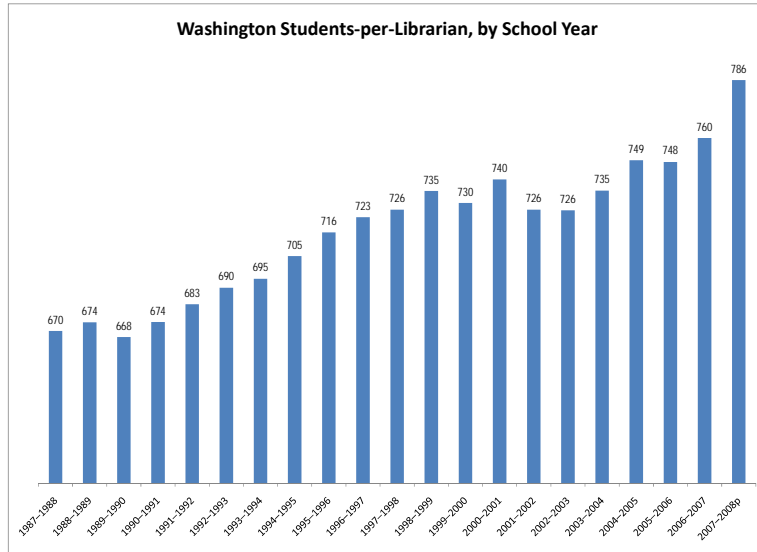
We do know that districts spent $11 per student on library materials and equipment in 2006-07[1] (including some donations). This may be understated because district practices vary in how library materials from Parent Teacher Association and other gifts are recorded (some gifts are made directly to the library and are not run through the districts' accounting system). If the current NERC allocation per student is proportionately divided among the necessary NERC categories, the state allocated $2 per student for library materials/equipment.   Even with districts investing so much more than the state, we know anecdotally that school library collections are very old, several range from an average published date of 1979 to 1983. While collections will always include

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[1] Data based on survey information from 69 school districts representing 37 percent of the student FTE population.

older literature, materials for science, technology, and social studies must be kept up-to-date and these ranges would suggest that they are not.

We also know that fewer and fewer certificated librarians (Library Media Specialists) are employed by school districts; we cannot identify at the state level if districts are employing more library aides to replace librarians as we do not collect employment data on library aides separate from other instructional/administrative aides.

Washington Students-per-Librarian, by School Year

School Year	Students-per-Librarian
1987–1988	670
1988–1989	674
1989–1990	668
1990–1991	674
1991–1992	683
1992–1993	690
1993–1994	695
1994–1995	705
1995–1996	716
1996–1997	723
1997–1998	726
1998–1999	735
1999–2000	730
2000–2001	740
2001–2002	726
2002–2003	726
2003–2004	735
2004–2005	749
2005–2006	748
2006–2007	760
2007–2008p	786

A critical component of school library funding, Title V Federal funding, has been cut annually for several years, and will be fully eliminated for the 2008-09 school year. (Title V could be used for more than libraries, but libraries were a specific allowable use of the funding. Districts may have a small amount of Title V carry forward to use in 2008-09, but no new funds will be allocated.)

Title V Allocations per Student Used for Libraries, by School Year:

2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
$6.71	$7.03	$6.92	$6.86	$5.21	$3.45	$1.72	$1.73	$0.00

The 2008 Legislature responded to alarming information regarding library reductions and inequitable access to libraries and provided $4.09 per student in one-time funding in the 2008-09 school year to augment current district library investments (districts cannot supplant current state funds with the new funding).

School libraries do more than inspire reading and literacy through great books. Libraries are the nexus between information and technology literacy. Technology is commonly thought to be the purview of either elective courses in computers or incorporated into classroom curriculum. "Information" is a school-wide responsibility (gathering, processing, and communicating information). However, information literacy "is the set of skills and knowledge that not only allows us to find, evaluate, and use the information we need, but perhaps more importantly, allows us to filter out the information we don't need."[2] The two must be combined as a skill set because technology has driven up the volume and complexity of information retrieval and evaluation. No single teacher can teach both content (several at the elementary level) and the skills and processes for the use of technology to identify, evaluate, and communicate information about content.

Libraries provide the tools and skill sets surrounding information literacy for students to apply to other curriculum areas and begin practicing and demonstrating their knowledge. Libraries become a learning tool to assist teachers in creating powerful links between curriculum and the real world.

Libraries have become the incubator for skills that society expects. Almost every occupation requires the use of technology; even entry-level employees must be able to acquire and use information. Information is most often linked to technology: search engines, analysis tools, communication tools. If our system is aligned to educating students for more than entry-level positions, they must be educated to identify information problems, gather the right information and use information to develop solutions, and then communicate the process and outcome to implement solutions.

Research and Funding/Practice of Other States
What we know from common sense is indicated by research also. Research on the impact of access to high quality libraries on student achievement indicates that such students score higher on standardized tests.

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[2] Michael B. Eisenberg, Information Literacy: Essential Skills for the Information Age, DESIDOC Journal of Library & Information Technology. Vol. 28, No. 2, March 2008, page 40.

	Research Summary	Comment or Note
Primary Research		
Several researchers for 19 states [3]	School library services are linked to improved student achievement; student achievement improves with increased accessibility to quality libraries; several studies identify a statistically significant impact; several also control for school and community demographics.	
Resources in Other States		
New Jersey (based on new 2008 reform results)	1.0 Librarian allocated to every school with 400 or more students.	
Virginia	0.5 Librarian for schools with less than 300 students; 1 Librarian for schools with more than 300 students; 1 Librarian per 500 students for middle and high schools with more than 1,000 students.	
Oklahoma	Elementary: 0.5 Librarian for schools with less than 300 students; 1 Librarian for schools with more than 300 students; after 500 students, a half-time Library Assistant is added. Middle and High Schools: same as Elementary, but after 1,000 students, schools are expected to provide 1.0 Librarian and 1.0 Assistant. Schools are expected to spend $7-9 per student on resources.	
NW Accreditation	Schools with enrollment of 250 to 500 should have a full-time qualified Librarian; schools with more than 500 students should also have additional library media staff.	
School Finance Researchers		
Picus/Odden for Wa Learns	Recommend 1.0 Librarian for each prototype school plus 1.0 Library Technician for each high school. Prototype schools are identified as elementary 430; middle school 450; high school 600. The Picus/Odden recommendation is scalable with school enrollment and does not include a funding floor.	This recommendation converts to a district-level per student allocation of about 1:476 for Librarians and 1:2,000 for Technicians (or 1:600 for HS students).
Conley, 2007	Recommend 1.0 Librarian for each prototype school plus 1.0 Library Aid for each elementary/middle school; 2.0 aides for each high school. Prototype schools are identified as elementary 475; middle school 681; high school 1,323.	
Library Materials		
Picus/Odden for Wa Learns	Allocate $20 per elementary and middle school student; $25 per high school student.	
Conley, 2007	Adds $30 per student for library materials.	This amount is added to what districts currently spend.
School Library Journal, 2003	Median expenditures for school library media centers: Elementary, $10,475; middle, $14,600; high, 22,250.	Without more detail, it is difficult to accurately identify per pupil expenditures. Using the prototype school size of Conley, elementary expenditures per pupil are $22; middle school are $21; and high school are $17.

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[3] Research Foundation Paper, U.S. National Commission on Libraries and Information Science, 2008.

Resource Proposal

Provide funding for 21st Century Libraries in several components of our funding formulas---a Librarian ratio allocation of 1 per 500 students; a Library Aide ratio allocation of 1 per 500 elementary students, 1 per 750 middle school students, 1 per 1,000 high school students; and $25 per student funding for library collections and equipment. The funding allocations are embedded in the Certificated Instructional Staff ratio, Classified Staff ratio, and Non-Employee Related Cost (NERC) ratio respectively. Library collections funding of $25/student will permit a district to provide four research databases (cost is estimated at $3.50 - $4.00 per student, assuming a statewide subscription level), leaving at least $21 for books (about $20 each), subscriptions to periodicals and other databases, library equipment (computers), and incidentals.

Key policy embedded in funding---libraries should not always be a mechanism to provide teachers with planning time. In many schools, the library (and art, music, physical education) provides the planning time for teachers, so teachers do not accompany their students into the library to divide students and provide more students with one-on-one attention. This proposal assumes that teacher planning time is largely accomplished through other funding mechanisms and will encourage more frequent interaction between the teacher/librarian/students. This interaction is critical to ensure that libraries are an extension of classroom learning; they are linked to lesson plans and learning standards; and that what students do in the library contributes directly to work assigned in the classroom.

Staffing Model, Part C: Coordinated Resources for Student Health

Proposal Summary

Healthy kids learn better. Research shows that schools with adequate nursing coverage have fewer absences, decreased dropout rates, and higher academic success. Research also makes clear the relationship between heath disparities and the academic achievement gap among racial and ethnic minorities, and children living in poverty [1]. Many schools in Washington, however, do not have adequate nursing services available to their students. As delineated above, districts have faced an increase of students with chronic conditions, new mandates on how those conditions should be managed in schools, and steadily growing statewide nursing shortage.

A comprehensive funding system includes resources for adequate staffing, professional development, and systems for monitoring student progress. The proposed funding level for school nurse staffing includes funding of a composite ratio of 1 school nurse per 750 students in all schools. Typically, this would provide 1 school nurse per 500-student elementary school, 1 nurse per 750-student middle school, and 1 nurse per 1,000-student high school. Resources for professional development for school nurses are included in the proposed professional development model, and resources for monitoring systems is included in proposed operating costs model (non-employee related costs).

As with other certificated instructional staff, the allocation would be embedded in a single CIS staffing allocation from the state to school districts and delineated for school nurses in a legislative document (typically a LEAP document). Districts could continue to hire a range of employee skill sets, based on the unique needs of their district and community. The recommendations are in the context of additional staffing for pupil support and additional resources for guidance counseling at the secondary level.

Resources must be available in the Educational Service Districts for a regional delivery model similar to the School Nurse Corps to assist small and rural school districts with the provision of school health services, and to provide ongoing professional development and technical assistance to all schools.

Coordinated School Health is a ten-year-old model of health improvement identified by the Centers for Disease Control and many other public health entities as a successful model to improve health, not just respond to health deficits. The model includes family and community involvement; counseling, psychological and social services; nutrition improvement; health services; physical education; health education; health promotion for staff; and a healthy school environment. The proposal for small grants

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[1] See, for instance:
http://www.cdc.gov/HealthyYouth/health_and_academics/index.htm;http://www.gettingresults.org/ ; http://www.activelivingresearch.org/alr/alr/files/Active_Ed.pdf;
Telljohann, S. ; Drake, J. A.; and Price, J. H. (2004). *Effect of full-time versus part-time school nurses on attendance of elementary students with asthma*, The Journal of School Nursing, 20,331-334.
Currie, Janet. 2005. "Health Disparities and Gaps in School Readiness." *The Future of Children* 15(1): 117-138.

to schools, based on a per student amount of $6, will provide the resources to start up and coordinate a school health improvement plan. Schools would combine this resource with resources in other components of the Superintendent's recommendations, as follows:

Health Improvement Plan Development and Implementation	Coordinated School Health Grant
Family & community involvement	Coordinated School Health Grant
Counseling, psychological, an social services	Pupil Support allocation of 1:1000 students and 1:500 students in poverty
Nutrition Services	Current Resources
Health Services	Nursing ratio of 1:750
Physical Education	Current Resources
Health Education	Current class schedules plus recommendation for Instructional Materials (Non-Employee Related Costs-NERC)
Health Promotion for Staff	Coordinated School Health Grant
Healthy School Environment	Recommendation for Facilities Maintenance (NERC/Classified Staff)

Schools would be required to submit a health improvement plan in order to receive the grants.

Background and Historical Funding in Washington
The practice of school nursing dates back to the early 1900's, when nurses functioned primarily to reduce absenteeism by intervening with students and families regarding health care needs related to communicable diseases. Over the years the school nurse role has expanded so that today school nurses support student success by providing health care assessment, intervention, and follow-up for all children in the school setting.

The National Association of School Nurses (NASN) defines a school nurse in the following way:

> *A specialized practice of professional nursing that advances the well-being, academic success, and life-long achievement of students. To that end, school nurses facilitate positive student responses to normal development; promote health and safety; intervene with actual and potential health problems; provide case management services; and actively collaborate with others to build student and family capacity for adaptation, self management, self advocacy, and learning.* (See NASN Issue Brief: School Health Nursing Services Role in Health Care)

While this definition is consistent with the current training, credentialing and practice of school nurses in Washington State, there are also specific requirements related to school nursing that are unique to our state. Under rules of the State Professional Educator Standards Board (WAC 181-79A), anyone holding the title of 'school nurse' must be a Registered Nurse and possess an Educational Staff Associate

certificate. However, Washington State law allows Class II districts (those districts with enrollment under 2000 students) to employ a regularly licensed physician or a licensed public health nurse to provide school health services.

A survey of districts conducted in 1979 identified that about 50% of Washington school districts had nurses on staff, about 38% utilized local public health nurses to provide school health services, and about 12% had no nursing services at all. During this time, state and federal rules and laws related to school health were limited to addressing communicable diseases, and providing visual and auditory screening and scoliosis screening. And, in 1979, the State Legislature required that children provide proof of immunization as a condition of attending school. Thus, in the late 1970's school nurses typically provided required vision and auditory screenings, conducted scoliosis screening, ensured appropriate immunization status of school children—including documenting and monitoring immunization status and actually providing immunizations—and provided first aid and other emergency services as needed.

As identified in the 1979 survey, during the late 1970's and through the 1980's, public health nursing was an important health service resource for local school districts. The provision of direct public health services such as immunizations and certain screenings was an important aspect of the local public health delivery system.   However, over the past 30 years the there has been a substantial reduction in direct public health nursing services in most Washington communities. In 2008, it is rare for schools to receive direct public health nursing services like those provided in 1979.

In 1996, the Washington State Legislature required the Joint Legislative Audit and Review Committee (JLARC) to conduct a survey of school nurses and other health workers providing health services in Washington's public schools, and their funding sources. The resulting JLARC report (Survey of School Nurses Report 97-5) provides an excellent overview of the provision of school health services at that point in time. The JLARC survey also identified significant concerns regarding the provision of health services in Washington public schools. At least 45 districts reported not having any nursing services on staff (18 of these districts contracted out for health services), and that many districts used non-nursing personnel to provide health services to their students. In addition, the survey identified that some advanced medical procedures were being performed in the school setting by non-medical personnel. Because of how school districts track and report expenditures, JLARC was unable to identify the discrete funding sources and relative percentages of funding for school nurses.

One result of the JLARC survey was the establishment by the 1999 State Legislature of the Washington School Nurse Corps funding proviso. The School Nurse Corps is a regional delivery system of school nursing services (managed via the nine Educational Service Districts) that places nurses in primarily rural districts and schools that lack local school health services and have demonstrated health services need. The program was never designed to provide services to all students, but rather provide services where districts could not. The original funding proviso in 1999 was $2.5 Million, and after a 3% reduction in 2001, that amount has remained the same while costs have increased each year since. The program can

no longer cover the students originally intended; direct School Nurse Corps service hours have declined by 25% since 2002-2003; 17 school districts have been dropped from program coverage. The scope of the program—the number of students enrolled in served schools—covers 82,836 students (8% of all students).

Over the past 30 years, the need for school health services has been influenced by fairly dramatic changes in the health status of school-aged youth, and by a significant expansion in school health mandates.

Generally speaking, school-aged youth are less healthy today than they were 30 years ago across several key dimensions. According to national data gathered by the Federal Centers for Disease Control (CDC), the youth obesity rate in 1980 was approximately 6%. Today the rate is 15%. Asthma shows a similar trend. In the early 1980's about 3% of youth were diagnosed with asthma. Today the asthma rate is 8.5%. The asthma prevalence among African-American students is 38% higher than the prevalence among white students. Diabetes is another chronic health condition that has seen dramatic increases in prevalence in recent years. According to the CDC, diabetes prevalence increased from 25 per 1000 in 1975 to 55 per 1000 in 2005. Type 2 diabetes, which accounts for 90% to 95% of all diagnosed cases of diabetes, involves insulin resistance – the body's inability to properly use its own insulin. Type 2 used to occur mainly in adults who were overweight and ages 40 and older. Now, as more children and adolescents in the United States become overweight and inactive, Type 2 diabetes is occurring more often in young people. And, diabetes prevalence is increasing disproportionally faster among African-American, Latino, and Pacific Islander populations.

Advances in health care practice and medical technology also play a role in determining the need for school health services. Children with severe and/or chronic illness or special health care needs have benefited from these advancements so that, in many of these cases, children who would not have been able to attend school 30 years ago because of the nature of their conditions can and are fully engaged in their education. However, many of these children need ongoing specialized health services over the course of a school day or week, such as GI tube feeding, catheterization, and breathing treatments.

As indicated earlier, school health requirements 30 years ago dealt primarily with management of communicable diseases, immunizations, and certain health screenings. The school health regulatory landscape is substantially different today. The following table displays these changes:

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
Contagious Diseases	RCW 28A.210.010—Contagious diseases, Limiting contact—Rules and regulations.	Continuing requirement.	Continuing requirement.
Vision and Auditory Screening	RCW 28A.210.020 through .040—Visual and auditory screening of pupils.	Continuing requirement.	Continuing requirement.
Scoliosis Screening	28A.210.220 through .250—Screening program for scoliosis.	Continuing requirement.	Continuing requirement.
Medication Administration	Minimal monitoring or guidance. Informal and non-regulated.	1982 RCW allowing RN delegation of oral medications. RCW 28A.210.260 Public and private schools — Administration of oral medication by — Conditions.	Majority of districts have Medication Policies and Procedures. RN may not authorize (delegate) unlicensed individuals to administer non-oral medications, such as Diastat (commonly prescribed rectal medication used for life-threatening seizures).
Nurse Delegation RN transfers and supervises performance of selected nursing tasks to competent individuals in selected situations. References: RCW 18.79—Nursing Care RCW 18.130—Uniform Disciplinary Act WAC 246-840-705—Functions of a Registered Nurse and a Licensed Practical Nurse.	Rarely addressed in WA schools.	Washington State Board of Nursing recommendations informed nurse delegation in all settings. Also heightened awareness of providing nursing services in schools and how, what, and when nursing tasks are delegated. See Washington State Board of Nursing Unlicensed Practice Task Force (UPTF), Recommendations Guideline Sheet, 1991.	Initial guidance to districts on nursing delegation in the schools by OSPI and the Nursing Care Quality Assurance Commission. The School Nurse Corps provides technical assistance to all school districts. Oral medication and CIC statutes allow for limited exception for nurses to delegate tasks in schools which may not be delegated in typical clinical care settings.

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
Immunizations	School Immunization Program effective April 5, 1974. Immunizations required for school attendance includes 6 vaccines: diphtheria, tetanus, pertussis, measles, rubella, mumps, and poliomyelitis. References: WAC 248-100-162 Immunization of school children.	Increased requirement. School Immunization Program effective Sept 1, 1979 RCW 28A.210.040 through 07—Immunization Program. Immunizations required for school attendance includes 7 vaccines: diphtheria, tetanus, pertussis, measles, rubella, mumps, and poliomyelitis Reference WAC 248-100-166—Immunization of day care and school children	Increased requirement. 9 vaccines (15 doses): hepatitis, diphtheria, tetanus, pertussis, polio, measles, mumps rubella, & varicella. State Board of Health preparing to add pneumococcal vaccine for attendance. References: RCW 28A.210.060 through 170—Immunizations required for school attendance. WAC 246-100-166 Immunization of child care and school children against certain vaccine-preventable diseases.
Section 504 of the Federal Rehabilitation Act of 1973	Not yet implemented in schools.	Cedar Rapids Court case heightened parents and schools recognition of expected accommodations for students with health conditions. Reference: http://caselaw.lp.findlaw.com/scripts/getcase.pl?court=US&vol=000&invol=96-1793	Accommodations must be provided for students with a health condition that impacts a major life function. Reference: A Parent & Educator Guide to Free Appropriate Public Education (Puget Sound ESD) (under section 504 of the Rehabilitation Act of 1973)

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
Emergency Care Planning/Life Threatening Conditions	Plans rarely developed.	Schools beginning to develop plans in response to the Section 504 obligations.	In addition to the 2002 life-threatening Conditions (LTC) statute, see diabetes, asthma and anaphylaxis. Reference: RCW 28A.210.320 Children with life-threatening health conditions -- Medication or treatment orders -- Rules.
Diabetes	No requirements and rare interventions.	Schools beginning to address diabetes in light of Section 504 obligations.	Statutes established requiring individual health plans, emergency care plans and all staff training about diabetes. References: RCW 28A.210.330—Students with diabetes -- Individual health plans -- Designation of professional to consult and coordinate with parents and health care provider -- Training and supervision of school district personnel. RCW 28A.210.340 Students with diabetes -- Adoption of policy for inservice training for school staff.
Asthma	No requirements and rare interventions.	Schools beginning to address asthma in light of Section 504 obligations.	Statutes established requiring individual health plans, emergency care plans and all staff training about asthma. References: RCW 28A.210.370—Students with asthma.
Anaphylaxis	No requirements	No requirements	SSB 6556: School Districts must develop policies to prevent Anaphylaxis, by Sept 1, 2009.

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
Clean, Intermittent Bladder Catheterization (CIC)	No requirements	RCW 28A. 210.280—Catheterization of Public School Students. Requires schools to provide clean, intermittent bladder catheterization to students who need it.	RCW 28A.210.280 and 290 modified in 2003; changes address delegation issues; requires specific training.
Nursing dependent students These students require 24 hours/day, frequently one-to-one, skilled nursing care for survival. Without effective use of medical technology and availability of nursing care, the student will experience irreversible damage or death. **Medically fragile students** These students require a full time nurse in the building. Students face daily the possibility of a life threatening emergency requiring the skill and judgment of a professional nurse	Nursing dependent students were not typically served in schools: often did not survive or were in other settings e.g. home or institutions. Section 504 of the Federal Rehabilitation Act of 1973 was not yet implemented in schools for medically fragile students.	Cedar Rapids Court case heightened parents and schools recognition of expected accommodations for students with health conditions. Reference: http://caselaw.lp.findlaw.com/scripts/getcase.pl?court=US&vol=000&invol=96-1793	Based on recent survey, in 06-07 roughly 160 students were classified as nursing dependent and roughly 4100 students were classified as medically fragile http://www.k12.wa.us/HealthServices/pubdocs/SchHealth.pdf Accommodations must be provided for students with a health condition that impacts a major life function. Reference: A Parent & Educator Guide to Free Appropriate Public Education (Puget Sound ESD) (under section 504 of the Rehabilitation Act of 1973)

Historically Washington basic education funding formulas have provided funds for schools to employ health services staff through the Certificated Instructional Staff and Classified Staff funding ratios. Although these funding formulas do not specifically delineate funding for school nurses, we can identify state funding at about 1 certificated school nurse per 2,660 students. At this allocation level, most school districts do not have high enough enrollment to generate even part of a school nurse FTE.

We know that the number of school nurses that districts feel compelled to deploy has increased. However, at the state level we do not collect adequate data to see the full picture of school health services staffing, as we do not separately identify other categories of health services providers such as non-ESA registered nurses, licensed practical nurses and other health practitioners.

What we do know is that districts are under significant pressure to utilize resources from these funding ratios to meet instructional needs rather than health services needs. Thus, districts often have limited health services which are being funded in other ways, using local levy funds, local, state, and federal competitive grants, and collaborative partnerships with community-based health service providers. This results in an ever-changing patchwork quilt of health services funding across the state, which leads to health service inequities and likely contributes to disparities in academic achievement.

As indicated earlier, funding for the School Nurse Corps (SNC) has remained static since its inception in 1999, at $2.5 Million. Due primarily to inflation, the purchasing power of this program has declined significantly over this period of time. Over just the past five years, direct nursing hours purchased through the SNC have declined by 25%. While student enrollment in schools served by SNC has decreased by 15%, the number of student health conditions increased by 16%. As a result, the scope of this program has shrunk significantly, severely impairing its mission.

Estimates of Necessary Resource Levels

Changes in student characteristics and school health mandates over the past 30 years make clear that our current funding levels do not adequately resource school health requirements, and that we need to draw from other researchers and district practice to identify an appropriate resource level for a new funding system. The table below summarizes resource level recommendations and experience:

	Summary
School Finance Researchers	
Picus/Odden for Wa Learns	Grouped across all support categories (nurse/counselor/social worker/etc): 1 FTE for 100 poverty students, with a minimum of 1.0 for a prototypical school; provides enough funding for 1 nurse per 750 students plus adequate social supports.
Conley, 2007	1 school nurse FTE at every school.

Staffing Model, Part D: Counseling and Responsive Services for Learning Support

Resource Proposal

Provide funding for student support staffing to include social workers, counselors (including guidance counselors), family advocates, and/or psychologists at ratio of 1 staff per 500 elementary students and 1 staff per 350 secondary students. School districts will use the allocation to staff schools with a combination of social workers, counselors, family advocates, and psychologists, depending on school need. Also provide a regional support system in the nine ESDs to provide direct student support services, technical assistance and coordination of related initiatives. Implementation of these proposals will have a direct positive impact on graduation rates and other educational outcomes for students, particularly children in poverty.

This paper describes student support recommendations, which should be viewed in relation to other proposals for school safety, and school health. The staffing ratios included in this proposal provide the foundation for guidance counseling in middle and high schools and must be integrated with student graduation support and Navigation 101 (see Part II, 4).

Background on the Need for Learning Support

Washington public schools need adequate support personnel that, based on an ongoing local assessment of need, can provide the range of support services and resources necessary for all students to achieve our state's learning expectations. Ideally, student support is delivered using a comprehensive approach that spans student health, safety, and support, and include school guidance and counseling. Evidence-based practices suggest that a tiered system of intervention is an effective model for student support. At the foundation is a safe, healthy, supportive learning environment, and a core set of knowledge and skills for all students; then for a subset of students with identified needs—generally 15-20% of the student population—a range of services and other resources specifically designed to identify and mitigate what are essentially non-academic barriers to learning; and finally for a small group of students with significant social, emotional, or behavioral needs—generally 3-5% of the student population—a set of intensive direct services and/or case management.   In many cases, student support personnel will refer these students to community service providers; too frequently, referral is not an option because of a lack of adequate community resources, and the school is left as the sole service provider for students with intensive needs.

Barriers to learning take on many different forms. For instance, approximately 38% of all WA public school students experience poverty to the degree that they receive Free or Reduced-price meals through the National School Lunch and Breakfast program. The effects of such poverty on learning, including inadequate food, shelter, and clothing, are well documented. While substance abuse rates have declined somewhat over the past 30 years, in 2006 approximately 5% of middle school students and 16% of high school students are heavy drinkers, and 7% of middle school students and 19% of high school students reported recent marijuana use. About 4% of Washington children and adolescents suffer from a diagnosed mental illness or mental disorder that results in either inpatient or outpatient

services from Washington's public mental health system. Mental health problems are the leading cause of hospitalization among WA school-aged youth, and nearly 1 in 4 adolescent deaths are the result of suicide. Although the juvenile arrest rate has declined over the past 20 years, fewer of those juveniles who are arrested are incarcerated, and of those who are incarcerated, the length of stay in detention is shorter. This trend, along with strengthened truancy laws in the past 10 years, means that an increasing number of juvenile offenders are actually attending school. In addition to decreased academic achievement, students with non-academic barriers to learning drop out of school more frequently than their peers who do not experience such barriers. For the 2005-06 school year, approximately 5.7% of all high school students dropped out of school.

To change these outcomes, Washington must invest in the systematic delivery of student support, counseling, and guidance and graduation advising. Traditionally, schools rely upon counseling staff to provide assistance to students, but with hundreds of students per counselor, it is virtually impossible for school counselors alone to be responsible for all the needed advice and guidance. To provide students more access to adult assistance, schools turn to educator-advisors to create a school-wide atmosphere of support. While children naturally turn to their parents for help when problems arise, they frequently turn to trusted teachers as well. This may be increasingly true as students mature, and certainly among students with disrupted homes, or in families without experience in Washington schools.

The resources proposed for Navigation 101 and graduation advising will increase the number of adults keyed into helping students through school. But merely naming an advisor for each student proves insufficient. Structured activities – a curriculum of skill building – provide a focus to the advisor-student relationship. The curriculum helps educators know what skills to teach and helps students know what outcomes are expected.

To organize all these services, districts need more staff. They need guidance counselors who can help teacher-advisors as they support student learning. Counselor's specialized knowledge can be extended with the use of educator-advisors, but even this cannot be effective for all students given the current critically low number of counselors. They need counselors and support at the elementary level to address barriers to learning.

Student support staff, combined with Navigation 101, new graduation advisors, additional resources for struggling students and English Language Learners, and regional support from ESDs will permit districts to knit together a support system that reduces barriers to learning.

Staffing Model, Part D: Counseling and Responsive Services for Learning Support

Historical Funding Levels in Washington

Historically, Washington funding formulas have provided funds for schools to employ counselors as part of the Certificated Instructional Staff (CIS) ratio of 1 CIS per 21.7 students (l:18.8 grades K-4). No specific allocation or policy establishes how many counseling staff are intended for schools. In fact, statutes pursuant to public education in Washington require only high schools to provide counseling.

Although state funding formulas do not specifically delineate funding for support components, we can identify state funding at about 1 pupil support per 3,922 students and 1 guidance/counselor at 1 per 498, district-wide. The counselor to student ratio is distributed across grade bands differently: 1:652 at elementary schools, 1:445 in middle schools and 1:371 in high schools (based on head-count data).

Districts are under significant pressure to utilize resources from certificated funding ratios to meet instructional needs rather than support needs. Thus, districts typically fund support activities in other ways, using local levy funds, local, state, and federal competitive grants, and collaborative partnerships with community-based service providers. This results in an ever-changing patchwork quilt of student support funding across the state, which leads to support service inequities and likely contributes to disparities in academic achievement.

The following table identifies major student support funding initiatives in Washington State:

Program	Grant Type	Year Established	Initial Annual Funding	Current Funding	Number of Districts Served
Readiness to Learn	Competitive—2 years	1993	$3.6M	$3.6M	117
Sub. Abuse Prev/Intervention	Formula—2 year contracts	1989	$4.8M	$4.9M	69
Fed. Safe Schools – Healthy Students	Competititve—4 years	2001	Variable	Variable	Unknown

The Readiness to Learn (RTL) Program was established in 1993 as part of the Education Reform Act. This program was created to reduce barriers to student success in school associated with factors outside of the school setting. RTL grants are administered competitively on a biennial basis. Funds are used primarily for hiring of ESA certificated and classified staff that provide direct services to students and their families. Funding has remained static since the program's inception, despite enrollment increases and inflation. These factors have significantly diminished the scope of the program. Recent RTL program evaluations are demonstrating program effectiveness across both academic and non-academic variables.

Staffing Model, Part D: Counseling and Responsive Services for Learning Support

The Substance Abuse Prevention/Intervention Services Program (P/I) was established in 1989 as part of the Washington's Omnibus Drug Act. Originally funded with state general fund dollars, it is now primarily funding via a Federal substance abuse prevention block grant. Funding is distributed on a formula basis to 13 regional grantees (9 regional consortia and 4 large school districts). These grantees use funds to place intervention specialists, in high need schools to provide direct services to students, including screening and referral, brief counseling, prevention education, and case management. Intervention specialists are a mix of ESA certificated school counselors and social workers, or classified paraprofessionals holding specialized drug/alcohol counseling credentials. Program evaluation data for the P/I program demonstrate reductions in substance abuse and increased attendance, better grades and improved school engagement among those students served by the program.

Like RTL, the P/I program funding is used primarily for personnel, and funding has remained static since its inception in 1989. Again, the effects of enrollment increases and inflation have seriously eroded the scope of this program.

The Safe Schools / Healthy Students program (SSHS) is a Federal initiative.   Since its inception in 2001, a number of Washington school districts have received SSHS grants, either as individual districts or as a part of an ESD-led consortium. Individual districts that have received grants include Seattle, Spokane, and North Thurston. Grants are competitively administered on a national basis. Potential funding amounts are tied to enrollment, with a high end potential of up to $2.5M per year for four years. However, grantees are no longer eligible for funding after these 4 years.

Little to no funding is available for districts to provide sustained student support through competitive grants.

Estimates of Necessary Resource Levels
What we know from common sense is that society has changed in the last 30 years, our current funding levels do not address student support issues, and that we need to draw from other researchers and district practice to identify an appropriate resource level for a new funding system. The table below summarizes resource level recommendations and experience:

	Summary
Resources in Other States	
Tennessee	1 Social Worker per 2,000 average daily membership (ADM, students), 1 Psychologist per 2,500 ADM
School Finance Researchers	
Picus/Odden for Wa Learns	Grouped across all support categories (nurse/counselor/social worker/etc): 1 FTE for 100 poverty students, with a minimum of 1.0 for a prototypical school; an additional 1:250 guidance counselor at the elementary and high school level.
Conley, 2007	1 counselor for every 250 students; 1 Social worker per school.

Resources to Address the Needs of Struggling Students

Proposal Summary

Provide funding for struggling students who need remediation in the core content areas of reading and math. The funding is based on a model of services proven to address <u>student need</u>. The funding would replace the current Learning Assistance Program, and remain a categorical program for allocation purposes, with components based on both poverty and on research on the number of children needing remediation. The program components address class size reduction district-wide in extreme high poverty districts, provide for a tiered set of small group tutoring with teachers for struggling students, and a foundation of support with professional development and instructional materials:

Class Size Reduction for Severe Poverty

1. **Class size reduction district-wide** – districts with 75% or greater poverty are provided additional resources for district-wide class size ratios of 1 to 15 in grades K-3 and 1 to 25 in grades 4-12. (As basic education class size is phased down to these levels, this component would be phased-out.)

Tiered Small Group Tutoring

2. **Small group intervention** – allocation to serve 10% of students, with additional funding for districts whose poverty exceeds 10%; resources provided for small-group instruction with teacher to student ratios of 1 to 8 in grades K-5 and 1 to 15 in grades 6-12.
3. **Intensive intervention** – allocation to serve 1% of students with teacher to student ratios of 1 to 3, all grades.
4. **Program support** – for every 10 teacher units generated by parts 2 and 3, an additional 1.0 FTE, with a minimum of 0.2 FTE for the smallest districts.

Foundation Support for All

5. **Professional development** – for each funded teacher unit driven by parts 1, 2, 3 and 4, additional professional development equivalent to 3 days. (As basic education professional development phases up, this component would be phased-out.)
6. **Instructional materials** – $72 per struggling student (10% of students).

Proposal Specifics

The allocations would be based on two factors: poverty and student enrollment. Funding will cover two content areas, reading and math. Additional funding for science is not included; if adequate funding for reading and math interventions are allocated, students will have the foundational skills needed to meet standard in science, and other content areas.

The formula would be comprised of:

1. <u>Class Size Reduction for Severe Poverty</u>

This component drives additional teachers for districts that have 75% or more free and reduced lunch rates to significantly reduce class size district-wide.

- Class size ratios of:
    - Grades K-3   1 to 15
    - Grades 4-12   1 to 25
    - This is in addition to funding received in parts 2-6 of this allocation.
- A hold harmless provision would be in effect for this component of the allocation, where funding would end after 2 years of not meeting the poverty thresh hold. (To prevent small changes in poverty from wildly changing a district's class size number of teachers the district would employ.)
- Funding would phase out as basic education is enhanced.

2. <u>Small Group Intervention (Tier II in RTI model)</u>

This recommendation drives additional teaching units for districts to deploy small group tutoring for students struggling with math and reading content, and includes an adjustment for poverty.

- The group-size recommendations are larger than those recommended by the RTI model:
    - 8 students in a group for elementary students
    - 15 students in a group for middle and high school students
- Sessions per week:
    - Five 30 minute sessions per week for elementary
    - Five 50 minute sessions per week for middle and high school (equal to one period/day)

Grade	Teacher to Student Ratio	Number of minutes served per day	Number of students served per day per teacher
K–5 (elementary)	1 to 8	30 minutes	80
6–12 (middle and high school)	1 to 15	50 minutes	75

- Student to staff ratios and time drive certificated staff to a district.
    - Districts deploy staff to schools and determine program model, based on district need.
- Adjustments for poverty:
    - Allocation is driven by the assumption that 10% of a district's enrollment need remediation assistance. Further, the 10% enrollment foundation is adjusted up for

district poverty rates that exceed 10%. Table 1 displays the impact of the poverty adjustment factor.

Table 1: Example if District has 1,000 Elementary Students (no Secondary Students), with Variable Poverty

Poverty	Funding Formula	Struggling Student Units	Small Group Assumption	Staff Units
4%	1,000 (students) X 1.0 (poverty factor adjusted for poverty > 10%) X 10% (base assumption of 10% need)	100	100/80*	1.25
9%	1,000 X 1.0 X 10%	100	100/80	1.25
25%	1,000 X 1.15 (25% poverty – 10% poverty) X 10%	115	115/80	1.44
55%	1,000 X 1.45 (55% poverty-10% poverty) X 10%	145	145/80	1.81

*With a small group of 8, across 5 periods per day at 30 minutes per session 1 teacher would serve 80 students per day.

3. Intensive Intervention (Tier III in RTI model)

This component is to recognize that a small portion of students, who are not eligible for special education services, need much more intensive work with a teacher in very small groups (e.g. students with 504 plan or dyslexic students). Funding is provided to reduce the pressure to inappropriately eligibilize students for special education (often pressure by parents), to obtain appropriate services for the student. This portion of the allocation is not poverty based.

- For 1% of district enrollment, intensive tutoring ratios of:
    - Grades K-12   Teacher to Student Ratio of 1 to 3
- This recognizes that the majority of the 5% of students needing intensive tutoring (i.e. in Tier III) are students with IEPs (special education students) and separate special education funding is provided for those students.

4. Program Support

Too often funding allocations to not recognize the full cost of programs. This component of the allocation addresses the need for critical program support, such as: administration, assessment of students, planning differentiated instruction and deployment of staff, and support staff.

For every 10 teacher units generated by parts 2 and 3 of the allocation, an additional 1.0 FTE would be allocated, with a minimum funding level of 0.2 FTE.

5. Professional Development

Students struggle in reading and/or math for a myriad of reasons; in a single class there will be many different student needs (i.e. phonemic awareness, decoding, numbers sense). Teachers helping these students need additional professional development in order to identify the specific issue and differentiate instruction to address so many possible issues.

- For each funded staff unit driven by parts 2, 3, and 4, three additional Learning Improvement Days (LID).
- Districts are currently funded for 182 days (2 LID).
- 182 days + 3 additional days = 185 days.
- Policy assumption – these additional days would be required to be used for the teacher units generated in the allocation.
- As basic education funding for professional development ramps up, these days would phase-out.

6. Instructional Materials

This component funds the cost of additional instructional materials needed for classroom diagnostic and screening assessments remediation of students. The per student amount is based on current instructional material pricing lists[1] from successful models like Reading First.

- Includes components for:
  - Student materials
  - Teacher materials
  - Classroom materials

Formula Comparison

Table 2 identifies the number of staffing units generated by the following recommendations compared to current funding and that recommended by other researchers.

Table 2: Comparison of the number of staff units funded for struggling students:

Finance Study/Proposal	Number of Teacher Units (FTEs)	Number of Students That Can Be Served in the Proposed SPI Model Given Respective Funding Assumptions
Current LAP Funding	1,439	68,575
Superintendent's Recommendation to Basic Education Finance Task Force	5,740	273,468
Picus and Odden for WA Learns	3,608	171,885
Conley, 2007	7,216	343,771

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[1] http://www.k12.wa.us/CurriculumInstruct/reading/ReadingProgMasterPriceAgrmnt.aspx

Policy Proposal

This recommendation continues to define LAP as a categorical program. Educators in the workgroup that developed this proposal felt strongly that the resources will not be directed to the poorest and most struggling students unless they are earmarked as such. Educators reported anecdotally that students with the greatest needs often get too few resources because these students have the fewest and least powerful advocates. This recommendation continues to define the LAP as a categorical program, available only for assistance to struggling students, but does not mandate allocations by school.

Background and Historical Funding and Practice in Washington

To earn a high school diploma, a student must meet state standards in reading, writing and mathematics content areas of the Washington Assessment of Student Learning (WASL) or demonstrate achievement of state standards in these same content areas using alternative assessments or methods. From educational, moral and legal standpoints, the state must provide all students a reasonable opportunity to learn the state standards. Opportunity to learn, as outlined in case law, consists of ample prior notice to students of the requirement(s), the alignment of the state assessment(s) to the state standards, substantial opportunities for students to retake the assessment(s) and sufficient opportunities for students to participate in instructional remediation targeted at students' academic deficiencies.

Historically Washington has provided an allocation for struggling students, students who need remediation in reading and math, the Learning Assistance Program (LAP). The LAP program provides interventions for students not meeting standard in reading and/or math. The current allocation is based on district poverty (free and reduced lunch percentages, FRPL); with an additional enhancement for districts whose poverty rate exceeds 40%. The 2008 Legislative Session added an English Language Learner (ELL) enhancement (beginning in school year 2008-2009) to the LAP program for districts whose poverty rate exceeds 40% and has more than 20% ELL students.

For the 2006-07 and 2007-08 school years Washington provided resources for each 11th and 12th grade student for extra remediation tied specifically to not meeting standard on one or more of the WASL content areas via the Promoting Academic Success program (PAS). Beginning with the 2008-09 school year, the PAS was eliminated and most of this resource was transferred to LAP. The LAP allocation for school year 2007-2008 is $228, and increases to $286 for school year 2008-2009. While the transfer was nearly-neutral (a $3 million reduction statewide), the impact on districts varied significantly; districts with lower poverty but average or high rates of students not meeting standard lost resources.

Current funding in Washington is based on 3.46 certificated staff per 1,000 students eligible for FRPL (plus adjustments for concentration for some districts), and bears no relationship to a model of services that could be provided with an expectation of improved student learning.

Research on Remediation Models

While there are many successful programs that address the needs of underachieving students, the two programs that the workgroup used to base these recommendations on are the federal Reading First program and the Response to Intervention Model (RTI).

The federal Reading First Program's results, which targets funding to high poverty districts and schools, provide data[2] that irrefutably proves that districts and schools who receive adequate funding for reading remediation show student assessment results that far outpace other districts, in even the lowest poverty and highest need schools.

Response to Intervention (RTI) is one research-proven model and is used here as a funding model but not a mandate for service delivery. Based on the RTI model, which is supported by scientifically based research[3], an average 10% of a district's students need small group tutoring (i.e. Tier II in RTI).

- RTI, Tier II, recommends small group tutoring of:

  - Grades K-5   3 to 6 students in a group
  - Grades 6-12   6 to 12 students in a group

- RTI recommends 3-4 sessions per week at 30-60 minutes per session
- Additionally, on average 5% of a district's students need intensive tutoring (i.e. Tier III in RTI)

  - Grades K-12   1 to 3

Figure 1, shown below displays the RTI tiers of intervention upon which this funding model is based:

Figure 1: RTI Tiers of Intervention

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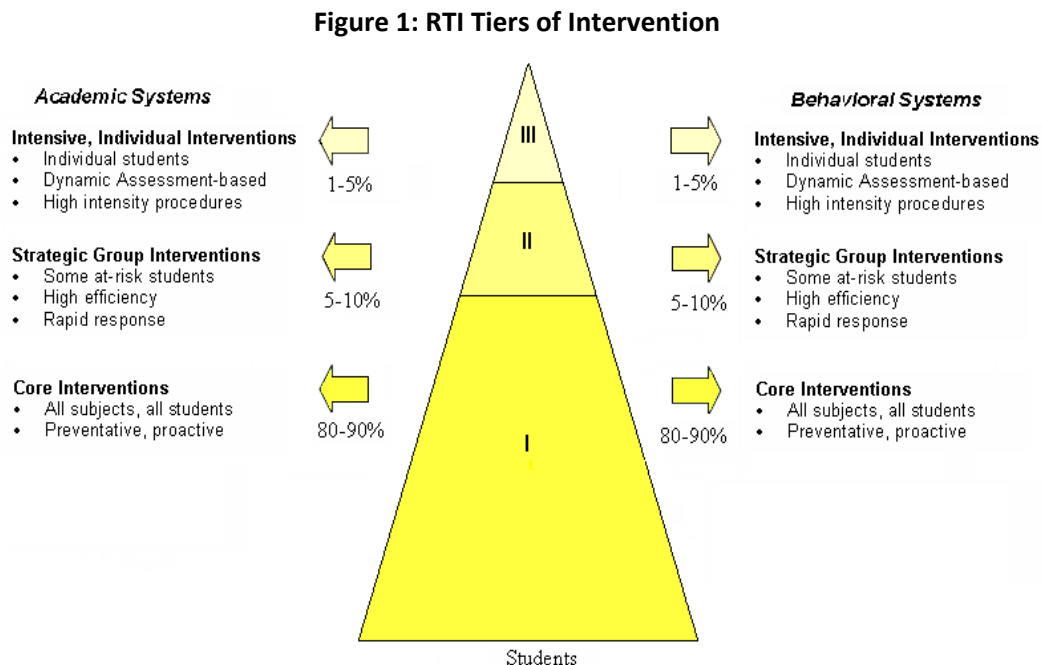
[2] Reading First Report: Response to the *Reading First Impact Study: Interim Report* (Draft), OSPI, 2008.
[3] See http://www.k12.wa.us/SpecialEd/RTI.aspx

In addition to using information from intervention models, other school finance research was reviewed. The following are recommendations made by other school finance studies for Washington State's struggling students:

	Research Summary
School Finance Researchers	
Picus/Odden for Wa Learns	References one-to-one teacher tutors as the most effective strategy to help struggling students. Reviews of the most effective programs identify that: • Professional teachers are the best tutors • Tutoring should initially provided to students on a one-to-one basis • Tutors must be trained in specific tutoring strategies • Tutoring must be tightly aligned to the regular curriculum and to the specific learning challenges, with appropriate content specific scaffolding and modeling • Sufficient time must be provided for the tutoring • Programming should be highly structured Recommend 1.0 tutor FTE for every 100 students eligible for free and reduced poverty, with a minimum of one in every prototypical school.
Conley, 2007	Recommends 1 teacher unit for each 50 poverty student FTEs.

Washington Resources Compared to Other States and School Finance Recommendations

Picus/Odden's recommendations for struggling students drive 3,608 teacher staffing units (see Table 2). These recommendations for struggling students assume that other recommended basic education foundational resources, such as full day kindergarten, smaller classes and appropriate curriculum, are also funded. Conley's 2007 recommendation would drive 7,216 staff units (see Table 2).

In contrast, Washington's LAP funding will drive 1,439 staff units in the 2008-09 school year (after the increases associated with the transfer of PAS funding to the program).

While we do not know how much Washington districts spend in total on remediation of students (due to accounting policies that require districts to match expenditures to categorical state and federal programs, and incentives to code teachers to basic education), we know anecdotally that districts are not able to provide the appropriate level of services to students in need of remediation.

The current LAP allocation is equal to 5% of the average basic education allocation (BEA). Based on a survey of other states, Washington State's LAP funding as a percentage of BEA is significantly lower than all other states surveyed.

Table 3: Per Student Funding for Remediation in School Year 2007-2008 (based on phone interviews in April 2008):

	Washington	Oregon	Texas	Colorado	New Jersey
Lap/Poverty	$228	$997	$650	$908	$4,535
LAP/Poverty funding as % of BEA (WA) or general education	5%	25%	20%	14%	47%

Resources Necessary for English Language Learners to Access Basic Education

Proposal Summary

Provide adequate funding for students who are English Language Learners (ELL) and who need require additional resources and support not only to become proficient in English, but also to learn the same academic content as English-only students.

The funding proposed remains a categorical program, and is based on a model of service to address the full resource needs that appropriately give ELL students the opportunity to meet academic standards. The model contains six allocation components are:

1. Core staffing enhancement – smaller class sizes for ELLs with a teacher to student ratio of 1 to 18.
2. "Floor" funding for districts with few ELL students of 0.2 FTE.
3. High ELL/Multiple language enhancement – districts with 75% or greater ELL or who serve more than 9 languages.
4. Middle/High school enhancement – additional money for secondary schools with greater resource needs.
5. Professional development – for each funded teacher unit, an additional 2 days, plus additional days for all BEA funded staff when the ELL population exceeds 20% of total enrollment.
6. Instructional materials and assessments

Resource Proposal

The proposed funding remains a categorical program, with six components of the allocation. These six components address all aspects of a program that appropriately give ELL students the opportunity to meet academic standards. A base support is provided to districts serving ELL students to provide ELLs with smaller class sizes than generated by basic education funding.

When districts have a large number of languages, additional resources are needed to address each language. For example, having to hire interpreters for each language to accommodate the needs of each group of students requires extra resources. Therefore, the proposal includes a component to "supersize" the base support in these cases.

The ELL workgroup also identified that more resources needed at the middle and high school levels. Most students in the ELL program are in elementary school (see Figure 1) and enter the program in elementary school (see Figure 2):

Figure 1

ELL total population as of April 2007: 76,966

Grades 9-12
12,564
(16%)

Grades 4-8
23,237
(30%)

Grades K-3
41,165
(54%)

Figure 2

Entry Grade for ELL Population

April 2007 Total ELLs: 76,966

9-12
4,882
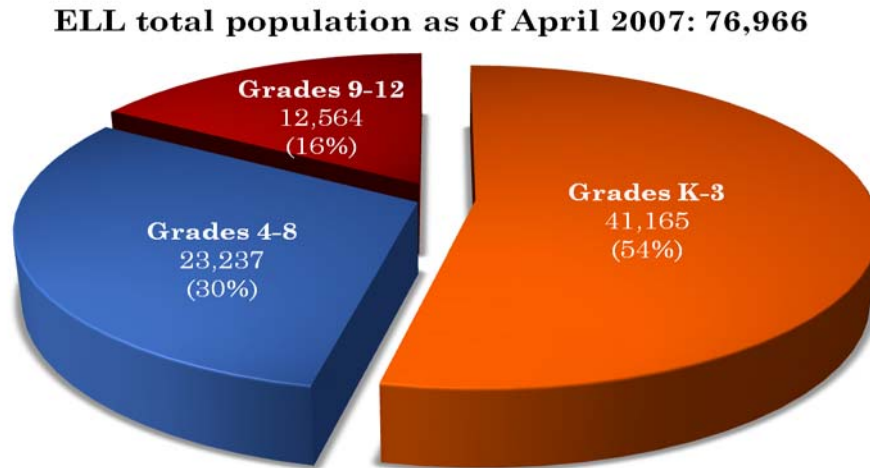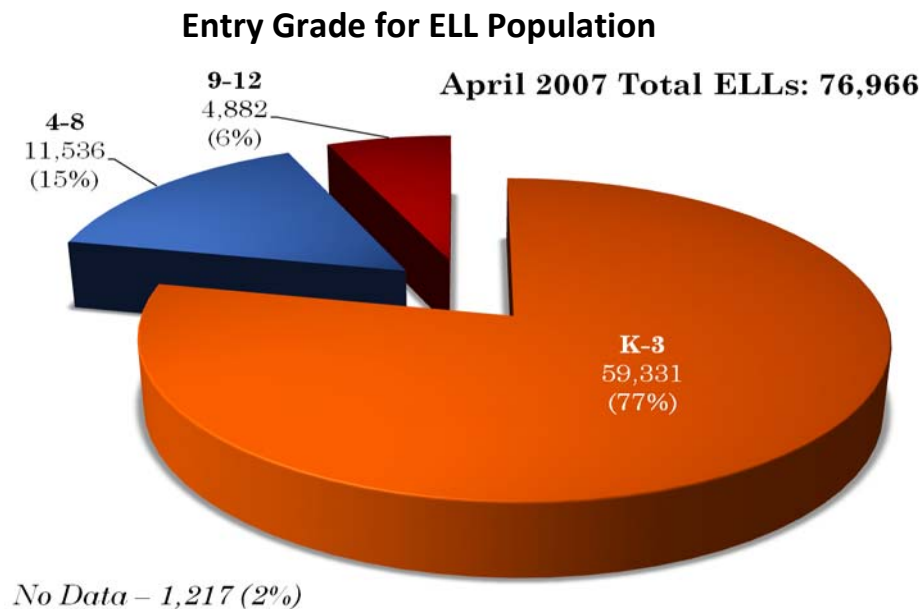(6%)

4-8
11,536
(15%)

K-3
59,331
(77%)

No Data – 1,217 (2%)

While a much smaller number of students in the ELL program are in middle and high school, these students need more resources than an elementary ELL student, as on average, they are further behind than their elementary counterparts in English language proficiency and have less formal education in their home language. The "gap" that middle and high school students have to close is simply bigger.

Resources Necessary for English Language Learners to Access Basic Education

To address the needs of districts with multiple languages and districts with middle and high school ELL students, this allocation funds program support and other necessary staff, such as:

- Intake/reception centers
- Parent/community liaisons
- ELL specialists to coordinate general education services with ELL services
- ELL assessment/data staff
- ELL administrator
- Interpreters

Table 1 identifies the number of staffing units generated by the following recommendations compared to current funding and that recommended by other researchers.

Table 1: Comparison of the number of staff units funded for ELL students:

Finance Study/Proposal	Number of Teacher Units (FTEs)
Current ELL Funding	**1,074**
Superintendent's Recommendation to Basic Education Finance Task Force	**2,246**
Picus and Odden for WA Learns*	**1,074**
Conley, 2007	**3,220**

*Picus and Odden recommend current funding level, given additional resources allocated in other components of their recommendation.

Components of the Resource Proposal Recommendation

1. <u>Core Staffing Enhancement</u>
   Research has shown that smaller class sizes are beneficial for all students, but especially for ELL students.
   - Smaller class sizes, with teacher to student ratios of 1 to 18.
   - Funding would phase out as replaced by enhanced BEA.
     - Current BEA teacher to student ratio is approximately 1 to 24 for grades K-5 and 1 to 29 for grades 6-12.

2. <u>"Floor" Funding for Districts with few ELL</u>
   This part of the allocation recognizes that districts need a minimum amount of resources to serve every ELL student and that districts must provide an appropriate program (and receive adequate state funding) even when there are very few ELL students.
   - For districts that have least 1.0 FTE they would receive a minimum of 0.2 teacher unit FTE.

3. High ELL/Multiple Language Enhancement

   This part of the allocation recognizes the additional costs that districts incur when there are a large number of different languages (more than 10 languages), or more than 75% of the district is ELL.

   - For every 36 ELL student FTEs, an additional 1.0 teacher unit FTE (Teacher to student ratio of 1 to 36) would be allocated for high need districts who meet the criteria of 75% or more of total enrollment is ELL, or have 10 or more languages.
   - For qualifying districts, this factor increases base resources in part 1 by 50%, providing an additional 1.0 teacher FTE for every 2 base FTE provided.

4. Middle /High School Enhancement

   To recognize the additional costs of middle or high school ELL students:

   - Students in grades 6-8 would generate a 1.25 factor of the base allocation in part 1 (this is a 25% increase over the base).
   - Students in grades 9-12 would generate a 1.50 factor of the base allocation in part 1 (this is a 50% increase over the base).
   - These factors are built recognizing the vast majority of ELL students are in elementary school, that the average length of time in the ELL program is 3 years, and reflects actual resource needs in districts.

5. Professional Development

   ELL teachers need specialized professional development to understand the structure of language, its development in the first and second languages, and how to support and enhance it. Teachers of ELL students must also know how to use assessments to measure language proficiency and to monitor student progress.

   - All funded staff units would receive 2 additional days, for a total of 184 funded days.
        Plus
   - Additional days for all basic ed instructional staff, based on ELL enrollment.

District ELL Enrollment	Additional PD Days
20% – less than 50%	1 day
50% – less than 75%	2 days
75% or more	3 days

   - Policy assumption – the additional days would be required to be used for the teacher units generated in the allocation.
   - Policy assumption – As contract days for BEA are enhanced, the extra days for all basic ed instructional staff are phased out.

6. <u>Instructional Materials</u>
   This component funds the cost of additional instructional materials needed for ELL students. In addition to the core instructional materials, ELL students need both strong English Language Development materials and tests; and bridging material that allows them to access the core curriculum with their more limited vocabularies and knowledge of English language structure.

   - The per student amount is based on current instructional material pricing lists[1] from OSPI's Master Price Agreements.
   - Includes components for:
     - Student materials
     - Teacher materials
     - Classroom materials

Policy Proposal

The allocation for ELL students remains a categorical program due to federal requirements. Regardless of federal requirements, educators in the workgroup that developed this proposal felt strongly that the resources will not be directed to ELL students unless they are earmarked as such. Educators reported anecdotally that these students often get too few resources because these students have the fewest and least powerful advocates. This recommendation continues to define ELL as a categorical program, available only for assistance to English Language Learners, but does not mandate allocations by school.

Background and Historical Funding and Practice in Washington

Linguistic minorities represent one of the largest and fastest growing segments of the school-age population in the United States. Over the last 25 years, the linguistic minority population has exploded relative to the English-only populations. Between 1980 and 2005, the linguistic minority population in the United States more than doubled, while the English-only population actually declined.[2]

To earn a high school diploma, all students, including ELL students, must meet state standards in reading, writing and mathematics content areas of the Washington Assessment of Student Learning (WASL) or demonstrate achievement of state standards in these same content areas using alternative assessments or methods. From educational, moral and legal standpoints, the state must provide <u>all students</u> a reasonable opportunity to learn the state standards.

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[1] http://www.k12.wa.us/CurriculumInstruct/reading/ReadingProgMasterPriceAgrmnt.aspx

[2] See Ladd and Fiske, <u>Handbook of Research in Education Finance and Policy</u> (2008)

Resources Necessary for English Language Learners to Access Basic Education

Historically Washington State has provided an allocation for ELL students, the State Transitional Bilingual Instructional Program (STBIP). The current allocation is based on the number of ELL students a district reports. The STBIP allocation for school year 2008-2009 is $904. This funding assumption is driven by the assumption that each 75 ELL students need the support of 1 certificated teacher.

In Washington State, ELL children are given an annual English proficiency assessment, the Washington Language Proficiency Test (WLPT-II). Students are assessed in four areas: reading, writing, listening and speaking. The WLPT-II is not an academic test. Students who pass this assessment are considered "transitional", and exit the ELL program. On average students exit the program in three years.

Components of Successful Programs for ELLs

To develop a new funding model, a workgroup comprised of school district staff, higher education staff and statewide experts on ELL students was convened. This workgroup reviewed research on effective ELL models, compiled a list of resources needed to provide services to students that give them the opportunity to meet state academic standards and developed an allocation to address students' needs.

The key element of any educational program for English learners is at minimum an instructional program that addresses at least two goals: English language proficiency and access to the core curriculum. A key feature of the instructional program is ensuring that instructional services are specifically designed for English learners. To acquire English and master the core curriculum, English learners need additional instructional time. Another key feature of the instructional program concerns class size. Research has shown that small classes improve student achievement, especially for minority students (Finn, Gerber, Achilles & Boyd-Zaharias, 2001)[3].

Meeting the educational goals for ELL students requires more than an instructional program, even an extensive program based on the primary language. ELL students, especially those who come from socioeconomically disadvantaged backgrounds, may require other programmatic services beyond those found in the regular classroom during the regular school day. Such supplemental programs may include student support (counseling or intake centers) and family support (parent/community liaisons, interpreters). These additional programmatic services provide ELL students with critical resources.

Research tells us there are three crucial academic resources needed to educate ELL students: well qualified teachers, and appropriate instructional materials and assessments.

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[3] See Ladd and Fiske, Handbook of Research in Education Finance and Policy (2008)

Resources Necessary for English Language Learners to Access Basic Education

Teachers

ELL teachers need to know a great deal about the structure of language, its development in the first and second languages, and how to support and enhance it. Teachers of ELL students need to know how to use assessments to measure language proficiency and to monitor student progress (Genesee, Lindholm-Leary, Saunders, & Christian, 2006). One study found that 40 percent of all teachers of English learners had received no in-service training in the previous five years.

Instructional Materials

A comprehensive and appropriate instructional program requires appropriate instructional materials. In addition to the core instructional materials, ELL students need both strong English Language Development materials and tests; and bridging material that allows them to access the core curriculum with their more limited vocabularies and knowledge of English language structure. National data show that relatively few ELL students receive appropriate materials. Only 57% of ELL district coordinators in a recent national survey reported that ELL teachers in their districts were provided curriculum materials for their ELL students to help them align their instruction to state standards (Zehler et al., 2003, p. 62).

Valid, Comprehensive Assessments

To provide an adequate education for ELL students requires valid diagnostic, formative, and summative assessments. Diagnostic assessments are needed to evaluate their skills and abilities of ELL students when they first enter school, in both their primary language and English; formative assessments are needed to provide teachers with ongoing information on the progress of ELL students in both language development and subject matter competence; and summative assessments are needed to measure the progress of ELL students in reaching standards and other outcomes.

In addition to using to reviewing program research, other school finance research was reviewed. The following are recommendations made by other school finance studies for Washington State's struggling students:

	Research Summary
School Finance Researchers	
Picus/Odden for Wa Learns	ELL students need: • Qualified teachers • Adequate instructional materials and good school conditions • Good assessments of ELL students so teachers know in detail their English language reading and other academic skills • Professional development <u>for all teachers</u>, focusing on sheltered English teaching skills. Additional assistance is needed when students are both low income and ELL (small classes, English as a second language classes and "reception" centers for districts with large numbers of ELL students who arrive at different times during the school year). These recommendations for ELL students assume that other recommended basic education and struggling students foundational resources are provided, such as:

	Research Summary
	• full day kindergarten; • Classes of 15-18 students for the first four years of school, K-3; • At least 90 minutes of regular reading instruction daily; • An evidence-based reading curriculum; and • Individual and small group tutoring for struggling students. Therefore, no increase in funding is recommended, given the additional basic ed and struggling student resources already recommended.
Conley, 2007	Recommends : ELL student-teacher ratio of 25 to 1 ELL student –classified ratio of 180 to 1 $170 per ELL student for materials and supplies

The current STBIP allocation is equal to 17% of the average basic education allocation (BEA). Based on a survey of other states, Washington State's ELL funding as a percentage of BEA is in the middle of other states surveyed.

Per Student Funding in School Year 2007-2008:

|	Washington	Oregon	Texas	Colorado	New Jersey
ELL	$846	$1,993	$344	$96	$4,825
ELL funding as % of BEA (WA) or general education	17%	50%	11%	1%	50%

While we do not know how much districts spend in total on ELL students, due to accounting policies that require districts to match expenditures to categorical state and federal programs, we know based on data from school districts that districts are not able to provide the appropriate level of services to ELL students with current state ELL funding:

Spokane School District
- Serve more than 1,000 ELLs, out of a total district size of 29,000 students.
- 48 language groups represented in the district.
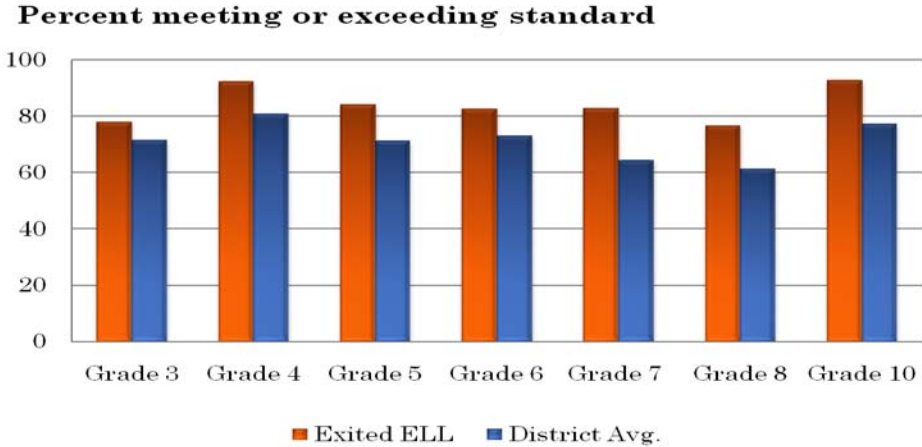- Russian, Spanish, and Marshallese are the top three languages.

Total ELL Program Budget for Spokane Public Schools: $2.475 Million

Local Dollars, $1,630,000

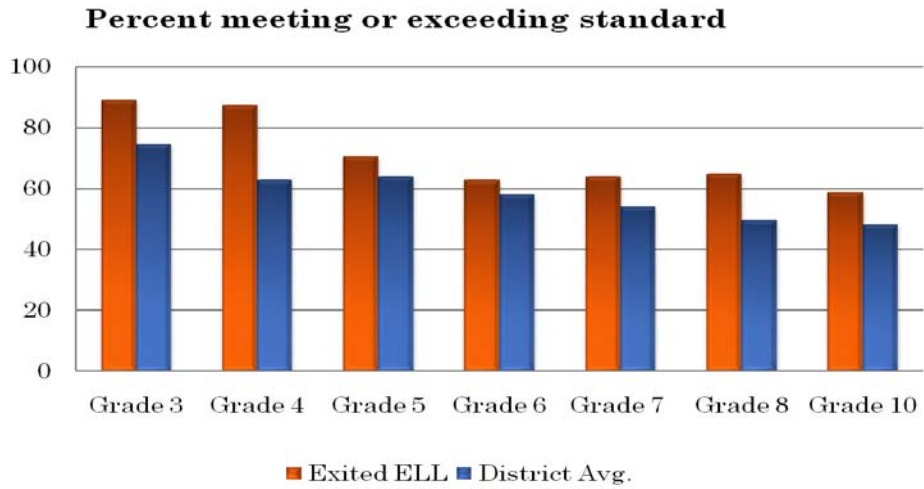State Transitional Bilingual Instructional Program, $845,660
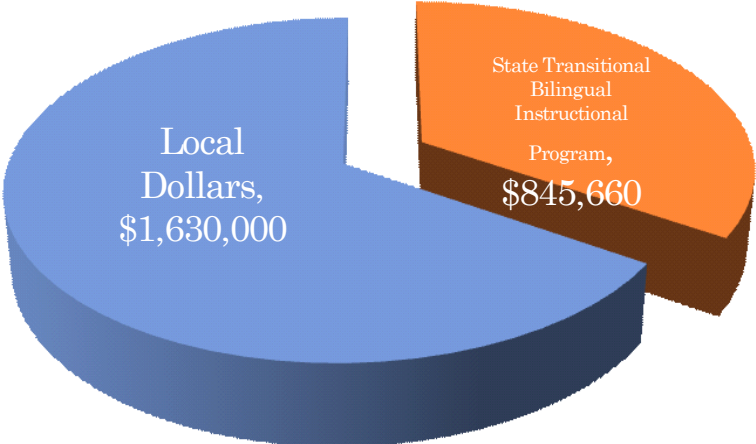
And Spokane Public Schools are seeing a return on their investment; ELL students who exit the program meet standard on state assessments at higher rates than non-ELL students.

Spokane School District, Exited ELLs vs. District Average Achievement on 2007 Reading WASL

Percent meeting or exceeding standard

■ Exited ELL   ■ District Avg.

Spokane School District, Exited ELLs vs. District Average Achievement on 2007 Math WASL

Percent meeting or exceeding standard

Proposal Summary

For secondary CTE programs, Superintendent Bergeson proposes that funding be provided for CTE students in grades 7 through 12. A richer staffing ratio of 1:18.5 compared to the current ratio of 1:19.5 would be provided with a "use it or lose it" provision for certificated administrative staff (CAS) who have an oversight role of CTE programs. The NERC allocation would include equipment replacement in the instructional materials allocation and add a Student Leadership Organization allocation. Finally, the Superintendent proposes that funding be provided for summer school math, science, and technology courses and the High demand program grant total should be adjusted to the demand in the field. See table below.

Current	Proposed
Serve students 9-12	Serve students 7-12
Staffing ratio of 1 (.92 CIS/.08 CAS):19.5	• Staffing ratio of 1:18.5 • Use it or lose it provision for CAS allocation
NERC of $23,381/CIS	• NERC categories following basic education model; $1,383/FTE • Vocational equipment allocation; $683/FTE • Equipment replacement allocation; $75/FTE • Student Leadership Organization allocation; $50/FTE • Total: $2,191/FTE
Equipment replacement of $75/student	Include in NERC allocation
No summer school funding	Summer School for CTE rich in math, science, and technology
High demand program grants; $1.7 million	Grant amount adjusted to demand

The funding proposal for Skills Centers would continue the current certificated instructional (CIS)/CAS staffing ratio of 1:16.67. The NERC allocation would match the secondary CTE allocation. This proposal also provides guidance counselors and pupil support at the Skills Centers at the same allocation provided to basic education. Also, in order to meet the demand of the English Language Learners, those programs involved in the I-BEST program would be provided an additional CIS person for every 25 English language learners. Finally, the Superintendent proposes that the High demand program grant total should be adjusted to the demand in the field. See next page.

Current	Proposed
Staffing ratio of 1 (.92 CIS/.08 CAS):16.67	Use it or lose it provision for CAS allocation
NERC of $18,489/CIS	• Match Secondary CTE allocation of $2,191
Equipment replacement of $125/student	Include in NERC allocation
No allocation for guidance counselors and pupil support	Same allocation as basic education proposal
Grant dollars to start I-BEST programs in 5 skills centers	Change staffing ratio to additional 1:25 English Language Learners for those classes involved in I-BEST
Extended Day/Barrier Reduction --Maximum of $485,000 each fiscal year may be expended to provide skills training for secondary students enrolled in extended day school-to-work programs. $500 per student FTE (SHB 1128)	No change
Summer school funding	No change
High demand program grants; $1.7 million	Grant amount adjusted to demand

Historical Funding and Practice in Washington

State Funding

In 1919, the Legislature established a vocational program and provided additional funding for vocational education classes via a weighted pupil formula. When the Legislature passed the Basic Education Act, they included vocational education as part of their definition of basic education. In the 1979-80 school year, the state provided a staffing ratio of one instructor for every 16.67 vocational education students (1:16.67) and an allocation of $6,893 per instructor to cover non-employee related costs (NERCs), such as equipment, supplies, utilities, etc. This same school year, the state provided a staffing ratio of one instructor for every 20 regular education students (1:20) and an allocation of $3,910 per instructor to cover NERCs. Currently, districts receive funding for a staffing ratio of 1:19.5, a NERC allocation of $23,831, and equipment replacement funding of $75 per student for their secondary education programs in high schools. Skills centers received funding for a staffing ratio of 1:16.67, a NERC allocation of $18,489, and equipment replacement funding of $125 per student.

The 2007 Legislature passed legislation that provides funding for a skills center student to count for up to 1.6 of a full-time equivalent (FTE) student. In addition, now all skills centers receive Initiative 728 money for the number of FTE students that attend through an agreement with their sponsoring district.

The 2008 Legislature made numerous programmatic changes to the CTE program. These changes provide a roadmap of how the improve CTE in the future and fall into three categories: Quality, rigor and links to postsecondary education; Academic instruction through CTE; and Expanding access and awareness. For more specific information on these important changes, please refer to 2SSB 6377.

Federal Funding

The Perkins Act, reauthorized in 2004, provides over $1 billion to states for career and technical education programs. For 2008-09, Washington will receive $24 million. OSPI will receive $9.5 million and the agency uses $1.2 million for administration, oversight and leadership. Then, $8.3 million is allocated in the form of grants to high needs districts via a formula based on the free and reduced price lunch percentage. The remainder of the federal funds is allocated to the State Board of Community and Technical Colleges ($13.6 million) and the Workforce Training and Education Coordinating Board ($0.6 million).

Prior Finance Study Recommendation

Picus/Odden for WA Learns, 2006	Weight CTE students by about 0.3 and divide by a high school class size of 25 to produce additional teacher resources; $7,000 for every vocational education teacher for equipment purchase, update and replacement

Student Planning and Graduation Support for Secondary Students

Resource Proposal

Provide *a comprehensive guidance program* that organizes crucial services to middle and high school students, and their parents, as they navigate credit and graduation requirements, credit retrieval, requirements to meet standard in reading, writing, mathematics, and science, five[1] alternative routes to meeting standard, career and technical education, and requirements for a Culminating Project and High School and Beyond Plan. Personalizing education through sustained planning support for students and including their families' involvement pays dividends in improved education achievement and post secondary success.

The proposal has two components: resources to implement Navigation 101 at the middle and high school level based on grants of $20,000 per secondary school and a staffing allocation for a graduation advisor in high schools (a ratio of 1:1000 students in grades 9-12). The two components provide critical help with managing new requirements and routes to meeting requirements for graduation, staffing for Navigation coordination at the district and building levels, resources for extra time spent on Navigation responsibilities by educator-advisors, and support for the logistical costs of added activities, such as the student-led conferences. Funding would support activities and costs driven by the portfolio/planner used to meet the High School and Beyond Plan and Culminating Project and the myriad of options for meeting graduation requirements.

This proposal primarily addresses educational and career planning guidance. It complements the guidance, counseling and social work support provided by certificated counselors, social workers, and/or family advocates requested for all students in Component D of the staffing model.

Background on Student Requirements and System Changes

More Rigor, More Relevance: In 1992, the Governor's Council on Education Reform and Finance (GCERF) called for more rigor in Washington schools resulting in new high school graduation requirements. Students must now meet standard on mathematics, reading, and writing through the Washington Assessment of Student Learning (WASL) or five different available alternatives. They must also complete a Culminating Project and a High School and Beyond Plan. And the effort continues as the State Board of Education considers adding more math requirements and increasing the total credits required for graduation.

The increased graduation requirements are not satisfied by academic class work alone. A High School and Beyond plan is a student's individual statement of intent, experience and goals. Similarly a

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[1] Alternatives include attain a specific score level on the SAT/ACT/PSAT college entrance tests; attaining high scores on Advanced Placement tests; Grade Point Average comparisons and benchmarking; meeting standard on a Collection of Evidence (COE); and continuing to take math courses (applies to meeting standard on the mathematics WASL only).

Culminating Project is an encapsulation of the individual students' learning and experience. These tasks are intentionally defined to personalize education and motivate student performance. But each complicates the job of supporting educational success, expanding the school work load and the kinds of resources it needs.

HB 1209 also noted students' need for greater connection between their school work and their working futures, an observation that resulted in Goal 4 "**Understand** the importance of work and finance and how performance, effort, and decisions directly affect future **career and educational opportunities**."   Helping students set career and education goals has only been supported financially through career and technical education (CTE).

Understanding Choices: Further, students preparing for life after high school face diverse options. Beyond higher graduation standards, students and parents now face more choices in high school than in the decades when the current staffing/funding formula was developed. To choose well, they must know their goals, their abilities, their preferences – and prepare accordingly. To avoid choices that limit their futures, they must begin considering options in middle school. Even choosing "college" presents complicated choices, because preparing for a highly competitive university can be different from preparing for a one to three-year technical certification. Skills Center? Running Start? These opportunities are a boon for motivating and preparing students only if they have the information and perspective to make sound choices.

*Keeping Track of Student Progress to Graduation***:** Schools have always had to monitor student progress toward graduation requirements. Specific requirements such as mandatory courses (Washington State history or occupational credits) and the fact that students can accumulate some credits in middle school have always complicated the task. Requirements for a culminating project and post-secondary plan have added a new layer of detail.

The requirement to meet standard on reading, writing, mathematics, and science, and the options to meet these requirements through several simultaneous routes make accurate tracking of student progress very intensive. Students must meet standard on two WASL assessments (reading and writing), they must meet standard on the WASL mathematics assessment or keep taking courses, and soon students will also have to meet standard in science. Students can take each assessment up to five times, and pursue any one or all of six alternatives to the WASL, for one more of the WASL components. A 10th grader who does not meet standard in a content area has at least twenty opportunities in the 11th and 12th grade to demonstrate they have met standard in that content area (4 retakes, 4 COE submissions, 1 or 2 WASL/Grades comparison, and 13 college admission tests).

Tracking student progress became a management struggle for schools as the Class of 2008 prepared for graduation and as they attempted to help the Class of 2009 address potential deficiencies during their junior year. In the 2007-08 school year, districts assisted students with over 60,000 retakes, at least 2,300 portfolios of student work, nearly 400 WASL/grades-comparisons, 1460 test scores on the SAT, PSAT, or ACT to demonstrate meeting standard, and 1250 out-of-state waivers for students new to this state. Districts also assisted many of the 174 students who filed appeals to the state regarding their WASL scores.

Tracking student progress must begin when high school credits are first awarded. In a 2007 report, the National Center for Education Statistics reported a strong correlation between lower than average credits earned in the 9th grade and leaving school before graduating.

Background on Navigation 101
***Navigation 101 Model*:** Navigation 101 first emerged from the experimentation of one Washington school district, Franklin Pierce, which faced performance disparities among its students, and between its students and those in other districts. They sought to better connect students and parents to high school, implement a comprehensive guidance program, help students plan their course needs, and connect students with other non-academic support where needed -- all to assist more students to make their time in high school meaningful and ensure that they graduated on time.

To date, Navigation 101 is the only model for a comprehensive guidance program in Washington schools for which there is proven effect upon student outcomes. While districts have chosen to implement Navigation 101 for a variety of reasons, most responded to its direct approach to improving performance among minority and disadvantaged youth. In fact, Navigation is particularly lauded by families who find it difficult to advise and support their students. The exceptional turnout of parents and guardians for student-led conferences is evidence of that. While Navigation 101 districts previously averaged a 40% parent attendance at conferences, some individual schools struggled to achieve a 20% attendance rate. Yet in 2007 among the Navigation 101 schools, 93% of the students holding a student-led conference had a parent or guardian attend. And students, parents and educator-advisors routinely give the conferences high marks for their value.

Details of Navigation 101 implementation vary among schools. Some districts emphasize the development of the advisor-student relationship, so Navigation classes meet several times a week, even daily. Other districts focus more on the delivery of the Navigation 101 curriculum and opt for fewer but longer Navigation sessions. No district meets less often than eight times a year (essentially, once a month). Yet every Navigation 101 district has five program elements in common. All districts:

♦ <u>Assign students an educator-advisor</u> with whom they will meet consistently throughout their time in that building (one advisor during middle school; one advisor during high school.)

- Require students to create a planner/portfolio reflective of their work across time and indicative of their educational and career planning. In many district, this portfolio has the depth and rigor to meet the graduation requirements of both the High School and Beyond Plan and the Culminating Project.
- Hold student-led conferences at least annually, in which the students present their portfolio of work to their parents (or significant adult), display their work from the past year, explain their course choices for the coming year, and discuss their academic and career plans.
- Create "student-driven schedules", meaning that the districts schedule the courses students request as needed to progress on their individual education plans. Some districts, like Vancouver, have been adjusting their schedules to student requests for years. Some districts struggle to find the teachers needed to meet growing student demand. But all Navigation 101 districts are committed to helping students reach their educational and career goals.
- Use data to make program improvements and contribute to the state's understanding of the program.

To achieve these goals, districts need resources at the state, regional and school level. Essential elements include:

a) Motivated staff: In short, students do not just need an advisor. They need an advisor who cares and who knows how to help. Fortunately, experience with Navigation 101 creates educator commitment. Data that demonstrates how students change and how performance improves helps sustain that commitment. Staff in many places, however, feel beleaguered by the number of changes in their schools, no matter how worthy the initiative. Districts must make sure they are uniting rather than fragmenting the changes. Many districts need time for more staff development so that educators understand how Navigation activities contribute to learning, and how Navigation skills meet the graduation requirements. Many districts need time for more educators to develop advisor skills: educators want to be good at what they teach.

b) Logistical support: Engaging parents in successful student-led conferences demands organization before, during and after the event. Students need tools (portfolios as well as preparation). Parents need translators, take-away tools, and more communication with schools than one annual event. The delivery of the Navigation curriculum, while provided by the state, must be tailored to the school, timed with the school schedule, and given just-in-time support for educator-advisors. Students who transfer in, miss sessions, or otherwise fall out of sequence must be afforded opportunities to catch-up. All these operational details require staff time and materials.

c) State-level leadership: It is not cost-effective for every district to create a comprehensive guidance curriculum for itself nor to create the tools (like a model portfolio) each district needs. Local innovation has been a hallmark of Navigation 101, but state leadership replicates and disseminates emerging and promising practices across the state. State-level support for technical assistance and evaluation is also essential.

Navigation 101 Historical Funding and Costs: On its own, Franklin Pierce attracted others to its model and now, with state assistance, over 100 districts have adopted or begun adopting it.

The newest districts to implement Navigation 101 were able to utilize a state-funded grant, authorized by the legislature in 2006. The temporary grants (averaging $ 10,000 per building for three buildings per district) were intended only to defray the costs of organizing and initiating Navigation 101.   The temporary, two-year grants are now ending for the first round of districts, funded in 2006-2007. Districts funded in 2007-2008 will end this school year.

There is more to sustaining Navigation 101 than the initial work. With two years experience with wider implementation, it is clear that Navigation requires staff to serve as district and building leaders on an on-going basis. In most districts the part-time duties of many staff equate to a single FTE for Navigation 101 coordination. Additionally, many districts have chosen to recognize the added responsibilities of advising beyond the previously contracted duties of teachers. Further, Navigation 101 increases parental involvement. The time required to organize successful student conferences is well worth the effort, but when 93% of a schools' students have at least one family member attend a conference, the logistics are daunting. The positive outcome is more parent-school interaction throughout the year. These are admirable outcomes that drive real costs

Research on Effectiveness of Navigation 101: The Social & Economic Sciences Research Center (SESRC), Washington State University, has initiated an evaluation system for Navigation 101 districts. They are tracking: participation and satisfaction for student-led conferences (students, parents and educators); course-taking patterns (whether students take more chemistry, physics and algebra 2, key courses for college preparation); WASL pass rates; graduation rates; dropout rates; and remedial rates. They will also be analyzing demographics for each of these outcomes.

To date, however, the only districts with Navigation 101 programs mature enough for a reasonable evaluation are the "lighthouse" districts: Bremerton, Franklin Pierce, Grandview, Mead and Vancouver. Since these districts were not tracking a common set of data until recently, different outcome data are available at each site. Collectively, however, they indicate positive changes in student behavior for students who graduate after several years' of Navigation experiences.

Examples of the Navigation-related changes include:
- substantial participation in student-led conferencing (71% of students in high schools implementing Navigation 101 held a student-led conference in 2007)
- remarkably high parent participation (averaged 93% of students with one or more adults attending)
- consistent approval of conferences: all parents average 94%; high school students average 84% and educators at comprehensive high schools average 87%. (Educators at multi-age and alternative schools actually gave a 100% approval rating.)
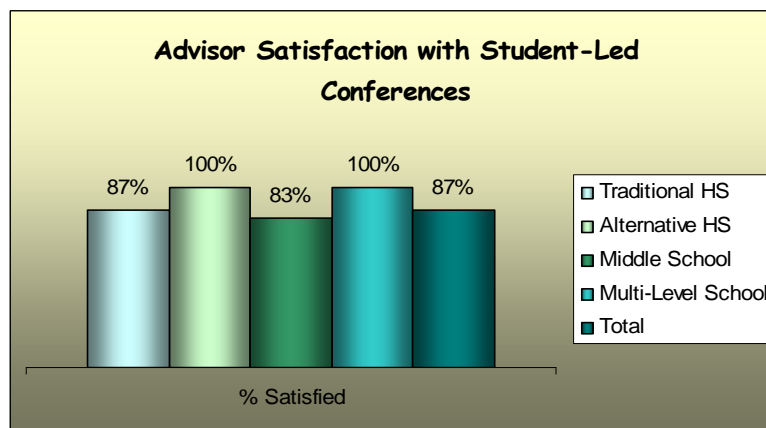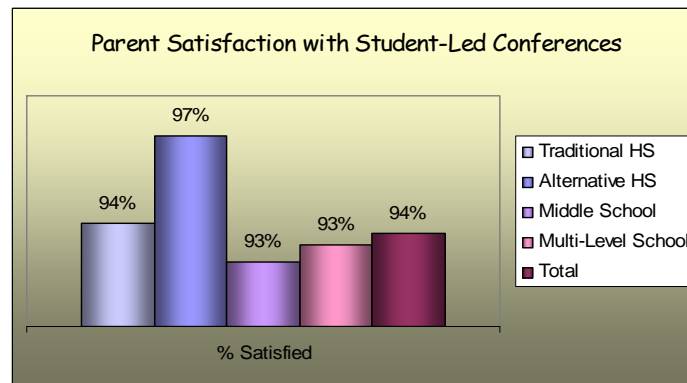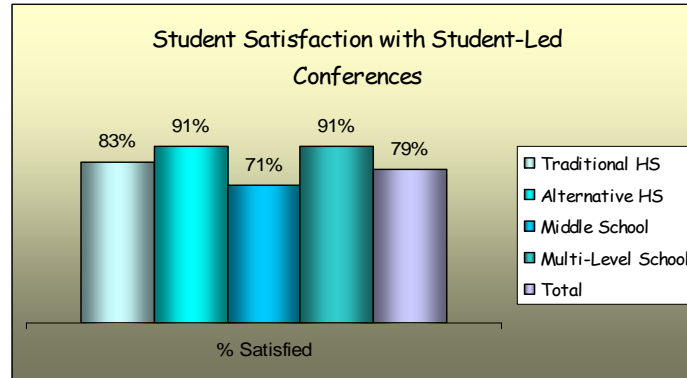
♦ reduced remediation among students attending college from the Franklin Pierce School District (a decline from over 70% to 52%, which is only 5% above the state average.)

For additional evidence of Navigation 101 effectiveness see Appendix A.

APPENDIX A
Navigation 101 Evidence of Success

The first goal of Navigation 101 is personalizing education. The Student-Led Conference is the focus around which much of the educator-advisor and student relationship forms. This annual event demonstrates students' skills as planners, articulating both their educational experience and goals, and directly involves parents and family with the school as the students' support.

Student Satisfaction with Student-Led Conferences

- Traditional HS: 83%
- Alternative HS: 91%
- Middle School: 71%
- Multi-Level School: 91%
- Total: 79%

% Satisfied

Parent Satisfaction with Student-Led Conferences

- Traditional HS: 94%
- Alternative HS: 97%
- Middle School: 93%
- Multi-Level School: 93%
- Total: 94%

% Satisfied

Advisor Satisfaction with Student-Led Conferences

- Traditional HS: 87%
- Alternative HS: 100%
- Middle School: 83%
- Multi-Level School: 100%
- Total: 87%

% Satisfied

While Navigation 101 has operated in several districts for five years or more, the systematic evaluation of the program is more recent. SESRC/WSU, the program evaluator, uses a combination of data submitted directly by the districts (including parents, students, and educators satisfaction with the student-led conferences) and data derived from OSPI reports (such as WASL scores and graduation rates) to provide the districts with feedback on the effectiveness of Navigation statewide and locally. In the example below, for example, districts that implemented Navigation 101 before the state grants were available can see that they:

♦ Continue to meet or beat the state average in WASL math passage;

♦ Continue to gain in math achievement;

♦ Improved their reading performance, which used to be lower than the state average but now surpass it.

To date, however, few graduating classes have progressed through high school entirely engaged in Navigation. Measuring the effectiveness of a program implemented across multiple years is a daunting task, but some districts now show us how they are faring. An example is this representation of 10th grade WASL pass rates for those districts that implemented Navigation in 2005.

Grade 10 Pass Rates for the NAV2005 Implementers

		Math WASL						Reading WASL			
	2003	2004	2005	2006	2007		2003	2004	2005	2006	2007
Nav Districts	0.4	0.47	0.48	0.54	0.51		0.55	0.64	0.74	0.83	0.83
State	0.39	0.44	0.48	0.51	0.5		0.6	0.65	0.73	0.82	0.81
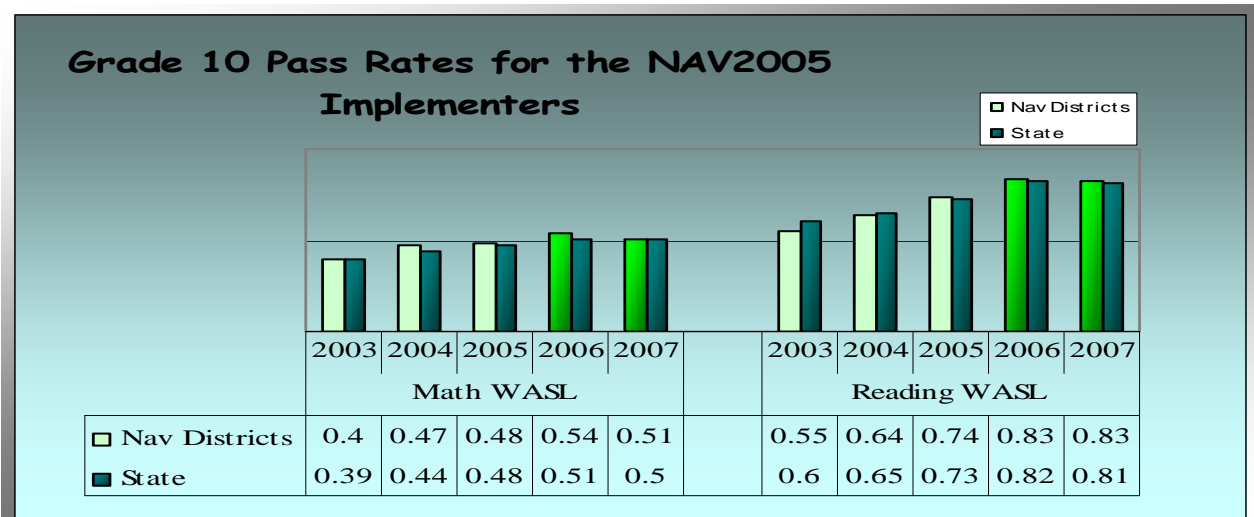
Further, those Navigation districts that implemented in 2005 graduated a higher proportion of their students than the state overall. Both these Navigation districts and the state saw slight improvement and then decline in the graduation rate in 2006, but the decline among the Navigation districts was slightly less than the rest of the state and their graduation rate continued to improve against the state rate:
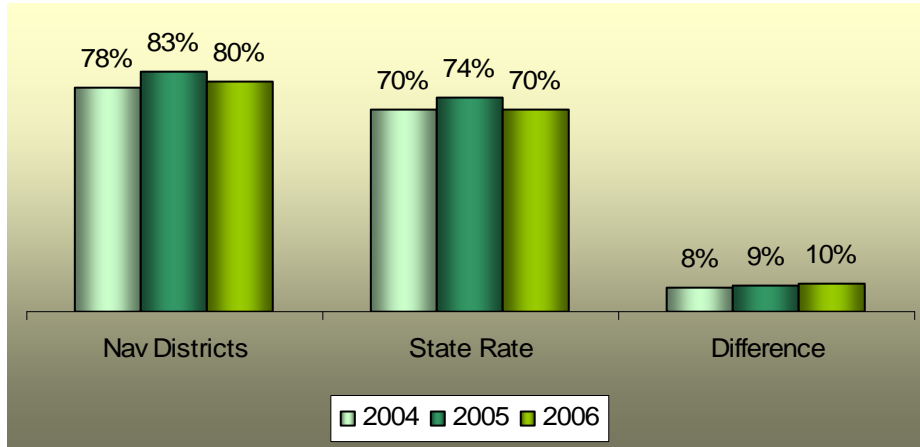
APPENDIX B

Other States Implementation of Comprehensive Guidance Models

Navigation 101 was developed in the Franklin Pierce School District and is unique to Washington. No other state implements it, although it is being implemented in individual districts in other states (e.g., Paterson, New Jersey)[2]. Navigation 101 derived, however, from guidance models and programs utilized in other states, particularly Missouri and Utah.   Both were, in turn, based upon the work of the two most well-known advocates of comprehensive guidance and teacher advisory: Norm Gysbers and Robert Myrick. Both advanced the idea that guidance is an integral part of a school's educational mission rather than an auxiliary service to the academic curriculum.

Gysbers' guidance model tightly integrates the guidance function with the academic mission of schools. It emphasizes the centrality of guidance to the total education program, and defines the relationship between guidance and other aspects of the student's education. Essential elements include: a) a guidance curriculum, including structured classroom activities; b) individual student planning, including activities that help student understand their own growth and development; c). responsive services, including assessment, counseling and teacher/parent/specialist consultation; and d) system support, which include those activities that support the program and its operations. Dr. Gysbers has been an advisor to Navigation 101 as well as the chief architect of the guidance standards adopted by the American School Counselors Association.

The assumption behind Robert D. Myrick's Teacher Advisor Program (TAP) is that each student needs a friendly adult in the school who knows and cares about him or her in a personal way. The advisors help their advisees deal with the problems of growing up and getting the most out of school. A teacher-advisor is usually responsible for an advisee's cumulative folder, work folders, teacher-student conferences, parent conferences, group guidance experiences and follow-up on academic progress reports. Advisors also consult with other teachers, school counselors, and support personnel about their advisees.

TAP is designed to provide an opportunity for all the students in a school to participate in a small and cohesive group of 15 to 25 peers led by a caring teacher who promotes and monitors individual students' educational and developmental experiences as they progress through school. Teacher-advisors meet with their advisees on a regular basis through a "homeroom" or "homebase" group. This becomes,

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[2] Paterson School District newsletter, winter 2008.

in effect, the students' home within the school, where they have a supportive teacher and group of peers with whom they can explore personal interests, goals, and concerns.

Since many high school teachers have never had a guidance course, they are unsure of how to lead a non-academic group discussion with adolescents. Counselors therefore assist teachers as they plan and prepare for advisory. In some structures, counselors and teachers work as together as teams to deliver advisory curriculum. Administrative support and periodic evaluation are also essential.

Utah currently provides $8.7million of state funding for a Comprehensive Counseling and Guidance Program (CCGP). To qualify, districts must demonstrate that they meet state CCGP standards. Funds are then awarded to districts at a base level of $19,227 for the first 400 students and on a prorated basis for 500-1200 students, where they are capped. The maximum any single district receives is just under $500,000. In total, the $8.7 million serves 226,206 students at an average of $38.84 per student. Utah tallied the guidance expenditures made by local districts on counselors, administrative support, career centers and material, extended day contracts, and counseling inservice. The total exceeded $50 million. With the state CCGP funding at only 13.7% of that total, they are requesting an increase for the next biennium to add $8.2 million to the CCGP specifically to lower the counselor ratio to 1:350. That would increase state-level spending in Utah to over $75 per secondary student.

In comparison, Virginia averages 1 guidance counselor to 500 students in its elementary schools; 1 per 400 in middle schools; and 1 per 350 students in its high schools. Tennessee's ratios are 1 per 500 in elementary schools and 1 per 350 in secondary schools.

APPENDIX C

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Classified Staffing Model

Resource Proposal

For Classified Staff ratios funding:

a) allocate classified staffing resources in a single allocation from the state to districts;

b) break the current classified staffing ratio into common-sense categories, to be established in a legislative document; and

c) identify an increased allocation of staff by category.

Ratio recommendations are as follows:

Staff per 1,000 Students	Current Funding	2007-08 Actual	Picus/Odden Recommended	*SPI Recommended*
Aides	2.8	3.3	5.3	4.6
School Secretaries	3.0	3.6	4.7	4.0
Supervisors/Cntrl Admin	4.0	4.8	2.6	4.5
Service Workers/Other	0.9	1.1	-	1.1
Student and Staff Safety	0.1	0.1	0.2	1.2
Custodians	4.3	5.1	5.2	5.1
Grounds Keepers	0.5	0.6	1.6	TBD
Maintenance Workers	1.1	1.3	1.8	TBD
Technology	0.5	0.5	0.9	0.9
Graduation Advisor	-	-	-	.32
Total Staff per 1,000 Students	17.1	20.3	21.6	**25.1***

*Total Staff per 1,000 Students assumes Picus/Odden staffing levels for Grounds/Maintenance. A facilities maintenance funding proposals has not been finalized; several policy and study efforts are underway that impact this proposal.

Background

Basic education funding formulas drive 1 classified staff for each 58.75 students. The 1:58.75 ratio represents an enhancement over the 1:60 ratio that had been in place for nearly 30 years. Districts hire many more classified staff than basic education staffing ratios drive; the state drives 16,546 classified FTE staff as of March 2008; districts employed 19,720 as of October 2007 in basic education (general apportionment).

For the staff that districts hire that are in excess of K-12 staffing ratios, school districts expend $635 million in the 2007-08 school year. (For the state-funded classified staff units, districts expend an additional $75 million for salaries in excess of state salary allocations.)

Unblocking the single allocation into categories will allow the state to identify the appropriate number of staff (staff per students) that the state should allocate based on state education system priorities. Further, the state can maintain the formulas over time by comparing how many staff districts must employ to how many the state allocates (are new categories emerging?) and by comparing appropriate

salary benchmarks to keep salary allocations current with district reality (actual salaries paid, local market drivers, state salary schedule).

A workgroup of school district staff identified the following categories as the best representation of the staffing that schools must employ:

- Instructional and Non-instructional aides
- School secretaries
- Grounds keepers
- Maintenance workers
- Professional/director/supervisor

- Technology
- Central administration
- Custodians
- Service Workers / All Other
- Student and Staff Safety

Several workgroup members felt that state allocations should be identified at a school level and central administration level, and rolled up to a single allocation from the state to a school district.

The following chart displays the number of staff districts employ in the basic education program, compared to state funding (distributed across the categories proportionally) compared to recommendations by school finance researchers Picus and Odden for Washington Learns in 2006.

Chart 1: Classified Staff per 1,000 Students Funded, Employed and Recommended by Category
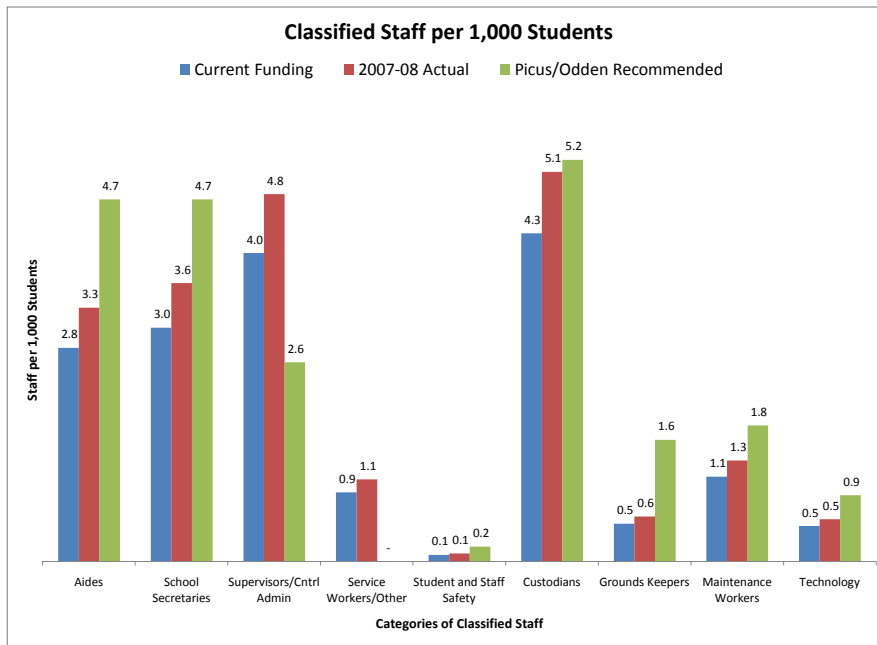
In most categories, current state funding is the lowest data point. In total, current state funding totals to 17.1 staff per 1,000 students; districts actually employ 20.3 staff per 1,000 students; and Picus/Odden recommend about 21.6 staff per 1,000 students.

Background and Recommendations by Category

School Security Staff (see separate recommendations on this issue, Part III, 1, B)
In summary the Superintendent recommends .5 FTE for each prototypical middle school (750 students) and 1.0 FTE prototypical high school (1,000 students) for districts to employ school security officers (salary allocations would be at the school security officer salary, districts could augment state funds to contract with local law enforcement officers).

In addition, .75 FTE per 1,000 students would be allocated for district-wide support of staff and student safety planning. Of this amount, .5 FTE per 1,000 students would be used to make resources available for supplemental contracts related to emergency planning and drills; a district would utilize .25 FTE to hire central safety staff.

These levels total to 1.23 staff per 1,000 students, and is well above the levels recommended by Picus and Odden and above what districts are hiring now.

Maintenance Workers and Grounds Keepers

This staffing category includes the staff who maintain school facilities and grounds, including equipment repair, building repair, and preventive maintenance. Districts spend far more on facilities maintenance than the state funds; districts need to spend far more than they do spend. The staffing level recommendation for this category of staffing is critical to having a safe and healthy school environment for staff and students.

The recommendation for these categories of staff is not complete. There are currently several groups conducting interim work around this topic, and any recommendation will benefit from such work.

Custodians

The custodian category is an integral part of facilities maintenance; cleaning carpets, minor repairs, preventing the need for maintenance all are routine job tasks for custodians. Therefore, the facilities maintenance work efforts that are underway may impact the requirements for custodial staff. For time-being, and based on workgroup input, the custodial recommendation is for a ratio of 5.1 custodians for each 1,000 students. This provides 2 custodians in an elementary school of 500 students; provides 3 custodians in a middle school of 750 students; 4 custodians in a high school of 1,000 students; and 4 custodians at the district central office (for a 3,500 student district). This recommendation is consistent with the number of custodians that districts currently employ and slightly less than the level recommended by Picus/Odden.

School Secretaries

On a day-to-day basis, school secretaries typically manage enrollment of students and data entry into student systems, daily attendance and accompanying absentee tracking, phones, activities scheduling, orient substitute teachers, maintain cumulative files, answer phones, greet visitors, compiles lunch counts, distribute/collect immunization forms, assist with minor injuries and administers student medications, handle cash deposits (field trips, student store, fines), compile truancy (BECCA bill) data, monitor students sent to office for discipline, and assist with emergency drills.

The school secretary recommendation is for 4 staff per 1,000 students. This provides 2 school secretaries in an elementary school of 500 students; provides 2 in a middle school of 750 students; 2 in a high school of 1,000 students. This recommendation is less than the level recommended by Picus/Odden.

Instructional and Non-instructional Aides

Aides perform critical functions in schools. In a typical day a school must have coverage for lunch and recess, transitions to and from buses, and classroom help for small groups that need help but do not qualify for special programs. Aides maintain playground equipment, assist with behavior issues, and assist teachers by copying, preparing materials, gathering supplies, helping with classroom displays, and correcting papers. Aides often contact parents on behalf of educators, coordinate volunteers in the building, and assist school secretaries as needed.

The aide recommendation is for 4.5 aides per 1,000 students. This provides 2 instructional aides and 1 non-instructional aide in an elementary school of 500 students; provides 2 instructional aides and 1 non-instructional aide in a middle school of 750 students; 2 instructional aides and 1 non-instructional aides in a high school of 1,000 students. These recommendations include 1 library aide per prototypical school.

Given a recommendation of 3 aides in an elementary school of 500 students (with a class size of 25, there are 20 classes/teachers), what level of service does this really buy for teachers? One of the aides is assumed to be a library aide. This aide will assist the librarian with checking in and checking out at least 500 books per week, shelving this many or more books, binding and repairing materials, cataloging new materials, assisting library volunteers, assisting with equipment maintenance, helping students with research, and being a resource for teachers and students. This aide will assist with moving at least 4 classes in and out of the library each day of the week, leaving 1 hour for open library time, and 1 hour of time in the library with no students.

The remaining 2 aides will be able to provide the 20 teachers in the building with 3.5 hours of assistance per week. Correcting papers, working in small groups while the teacher assists struggling students, copying, creating displays, helping parent volunteers, coordinating student conferences, answering e-mail for a teacher.

This recommendation, at 4.6 staff per 1,000, is greater than the number of aides that districts currently employ and less than the aides recommended by Picus/Odden (5.3 staff per 1,000).

The recommendations do not cover paraprofessionals serving in a classroom for English Language Learners, working with an assigned group of students who are struggling, and assisting teachers with students eligible for special education services. These tasks are typically paid for by the associated categorical program and funding recommendations are covered elsewhere.

Directors, Supervisors and Central Administration

This category includes the supervisors of staff across all other categories (e.g., Maintenance Supervisors); the category also includes directors of programs and departments who are not certificated staff (e.g., Family Involvement Coordinator) and the personnel, accounting, and budget and finance staff in central office.

The proposed resource level is 4.5 staff per 1,000 students; an increase of .5 FTE per 1,000 staff from current funding levels.

Note: The salary levels of staff in this category may be very diverse. The category could be broken into Supervisors/Directors and Central Administration to more precisely allocate salaries based on state employee job classifications.

Service Workers/All Other

This category of staff includes primarily warehouse, motor pool, and mail delivery staff. Picus/Odden do not have a category of staff associated with this function of a school district. Clearly, school districts employing nearly 100,000 staff and serving 1,000,000 students do need to store materials and deliver materials to schools, including mail.

The proposed resource recommendation is to fund the staff that districts currently employ, at 1.1 staff per 1,000 students.

Technology

This category includes the staff to maintain hardware, software, and building infrastructure for administrative and instructional technology.   Picus/Odden recommended that districts be funded at $250 per student for all technology costs. In addition, they recommend 3 technology workers for a district of 3,500 students (.9 FTE per 1,000 students).

The SPI proposal has a similar construction related to technology funding; staffing is included in the Classified Staff ratio, hardware and software costs are covered by a per student funding allocation for instructional technology.

The proposed classified staffing level is set at the Picus/Odden recommendation. This is a preliminary recommendation that requires further study.

E2SSB 5843 Section 6 (2007) requires OSPI to complete a Data Feasibility Study by November 2008. For this study, OSPI will estimate the cost of development and implementation of new requirements, including the staffing and related impacts, on schools and school districts for the collection of data elements needed to produce state and federal reporting. The study outcome will inform a final recommendation regarding technology-related staffing.

Graduation Advisor
New graduation requirements for high school students has placed a significant burden on staff to ensure that they are assisting students in meeting new requirements. Students must now accumulate credits, complete a High School and Beyond Plan, complete a Culminating Project, and meet standard on the reading, writing, and mathematics portions of the Washington Assessment of Student Learning (WASL). Specifically, students must meet standard on two WASL assessments (reading and writing), they must meet standard on the WASL mathematics assessment or keep taking courses, and soon students will also have to meet standard in science. Students can take each assessment up to five times, and pursue any one or all of six alternatives to the WASL, for one more of the WASL components. A 10th grader who does not meet standard in a content area has at least twenty opportunities in the 11th and 12th grade to demonstrate they have met standard in that content area (4 retakes, 4 COE submissions, 1 or 2 WASL/Grades comparison, and 13 college admission tests).

The proposed classified staffing level includes 1 Graduation Advisor per 1,000 high school students. This averages to .32 staff per 1,000 K-12 students. (More information about how the Advisor is integrated into a system of guidance is contained in Part I, 3, C.)

Proposal Summary

Provide funding for safety staffing, equipment and incidental costs, as well as a regional support system in the nine ESDs to provide technical assistance and coordination of state and federal mandates. The staffing component is embedded in the Classified Staff Ratios funding formula; a recommendation for equipment and incidental costs is embedded in the Non-Employee Related Costs (NERC) formula; and a recommendation for regional support is embedded in the Regional Support formula. This paper describes the combined safety recommendations.

Resource Proposal

School-based Security Personnel: The Classified Staffing Ratio should include an allocation for staff to support student and staff safety in secondary schools. There is little research on an optimal level of support, and we do not have adequate data at the state level to evaluate district practice. Based on Conley's recommendation and the fact that districts actually expend resources on security staff, the Superintendent of Public Instruction (SPI) recommends an allocation of 0.5 FTE for each prototypical middle school (750 students) and 1.0 FTE for each high school (1,000 students).

Salaries would be allocated based on current security officers (districts pay $41,000 annualized per 1.0 FTE). Districts would have the option to augment this resource with local funds or community partnerships in order to utilize Student Resource Officers (commissioned law enforcement) in schools, instead of employing security personnel (such expenditures will be contracts rather that salaries/benefits).

Security Equipment: Conley recommends $10 per student for security-based equipment. Two districts expended triple this amount; the 71 districts participating in the NERC survey expended only $5 per student. However, we know that districts would spend more on safety and security if they weren't having such a difficult time prioritizing safety expenditures among curriculum adoption, technology, and facilities maintenance. Therefore, the SPI recommendation is for $10 per student to be included in the NERC allocation.

Central Office Safety Planning: Based on recently added state requirements, districts must have resources to plan, train, drill, and implement safety programs. They must also have staff to supervise programs associated with improved student climate (anti-bullying programs) and monitor the crime activity and trends at all schools. The SPI recommendation includes 0.25 FTE per 3,500 student district to implement state and federal requirements and 0.5 FTE per 3,500 students in compensation resources for safety drills and training (districts would use this approximate $23,000 for supplemental contracts associated with training days to cover all emergency preparedness, about $100 per district employee).

Regional Support: Provide funding for a corps of regional school safety consultants in the Educational Service Districts (ESDs), 0.5 FTE per ESD. These consultants will assist schools with safety planning, school mapping (updating), coordinating with regional emergency response efforts, and with regional

and statewide disaster preparedness and Homeland Security efforts. They will also coordinate school safety training for school administrators and harassment, intimidation, and bullying prevention and intervention trainings for staff and students in their service region, as well as coordinate with existing trainings on sexual harassment prevention, the educator Code of Conduct, and other efforts.

Background and Historical Funding in Washington
The mandates for the K-12 public school system to upgrade school safety and security programs have been generated by increased concerns and incidents in schools, including gang and drug-related violence, increased incidence of students with mental and emotional problems resorting to violence, and the community-based hazards that impact schools. Those hazards include the threat of terrorism, technological emergencies (power or technological failures impacting daily operations of a facility), and natural disasters.

Juvenile crime is increasing slightly. The Washington State juvenile arrest rate for most violent crime categories increased from 2004 to 2005 (the latest year for which data is available), including between 4 to 6 percent increases in rape, murder/manslaughter, and robbery. The proportion of drug arrests of the total juvenile arrests for drugs/alcohol increased each year between 2003 and 2005, with drug arrests amounting to 36 percent of drug/alcohol arrests in 2003, 38 percent in 2004, and 40 percent in 2005. Yakima County was singled out as having twice the juvenile violent offense rate compared with the state average. There is no reliable database on such arrests on school grounds for Washington.

Gang activity in many communities is on the rise, with law enforcement agencies reporting anecdotally that gang-related violence is resulting in fatalities in some communities, particularly Yakima, Skagit, Lewis and Pierce Counties. Information from the Washington Healthy Youth Survey mirrors anecdotal information from law enforcement: between 2002 and 2006 the percentage of 10th grade student self-identifying as members of a gang more than doubled. Economic downturn is a strong predictor of increased gang activity.

Possession of weapons on school grounds is a reliable indicator of the likelihood of violent crime in or near a school. The rate of knife possessions and other (mostly martial arts) weapons have gradually risen over the past decade. School districts are concerned because many of the students possessing weapons show signs of mental and emotional problems and are relatively unpredictable in their behavior patterns.

In response to a myriad of safety concerns, both Congress and the Washington State Legislature have passed laws that require schools to invest a large amount of time and resources to adopt and maintain new approaches to school safety. The funding provided to schools to support these efforts has been in the form of non-sustainable grants, where the funds appropriated have not been adequate to evenly distribute throughout the school system. The lack of funding puts schools in the position of having to

manage new programs without any fiscal support, forcing many districts to use funds intended for direct educational services to students.

Many of the safety requirements stem from three relatively recent safety events: an increase in the number of campus shootings following the Columbine shootings in 1999, the terrorist attacks on 9/11, and the 2001 Nisqually earthquake. In the past six years, the Legislature has enacted new requirements for safe schools planning, managing threats of violence at school, bullying policies and procedures, communication and planning with law enforcement regarding juvenile sex and kidnapping offenders attending school (including transfer of records and academic history from the juvenile justice system), development of suicide prevention programs in schools, and most recently, enactment of SSB 5097 in 2007 with specific planning and training requirements.

SSB 5097 requires the K-12 system to develop and maintain an array of complex safety planning programs. These requirements were added as a result of violent, high-profile school incidents and the general perception that schools do not have viable plans to coordinate with local emergency preparedness and response agencies. SSB 5097 requires schools to develop and have in place safety plans by September 1, 2008. The plans must address the full spectrum of safety measures, including prevention, intervention, preparedness, mitigation, emergency response and post-incident recovery.

These requirements result in district expenditures to (a) hire personnel to manage these efforts and work directly with community emergency-response agencies, (b) purchase emergency equipment and supplies for school campuses, (c) hire substitute teachers to provide for release time for school personnel to participate in training and drills (or provide supplemental contracts to extend the school day or year for permanent staff), and (d) contract with safety specialists to provide assessment and planning services.

School Safety Funding
At the same time as expenditures are increasing, available funding to cover new requirements has been small, one-time grants whose numbers and availability are dwindling. The gang and drug problems impacting schools in the late 1980's and 1990's prompted a series of state grants and saw a short-term increase after the series of shootings by students on school campuses in the late 1990's. In 2001, the Legislature established a regular funding mechanism for school safety, an allocation of $6.36 per student. The 2002 Legislature, however, eliminated all of these funds. These funds were never replaced, forcing districts to dismantle existing programs and use general educational operating budgets to support the limited programs they could afford. Although the Legislature has provided funds to support the school maping system, none of these funds support the training and response planning associated with a school map. In 2007, the Legislature appropriated $800,000 per year for small grants to help districts establish programs compliant with the 2007 passage of SSB 5097; whether or not these funds will carry forward is unknown.

Schools are also challenged by the increasing demands to work collaboratively with community agencies that have access to federal grants through the U.S. Department of Homeland Security. The Washington K-12 system has been unable to access these funds despite the fact that Congress determined that school districts are included in the definition of "local government" in the 2002 Homeland Security Act. While counties and
cities have been able to purchase supplies, personnel, training, and support for drills and exercises, schools have not been systematically included in these efforts, despite the fact that schools are obviously an important partner in violence prevention.

The only sustained school funding for these programs has been the federal Safe and Drug Free Schools (Title IV) funds, which was cut by 21 percent in 2005 and an additional 15 percent for the 2008-09 school year. This means that 164 districts will receive less than a $5,000 grant in the 2008-09 school year. Only 15 districts receive a grant of more than $50,000.

The graph below displays total state funding for school safety for the past 12 years.

State Funding for School Safety in Washington State – 1997-98 to 2008-09
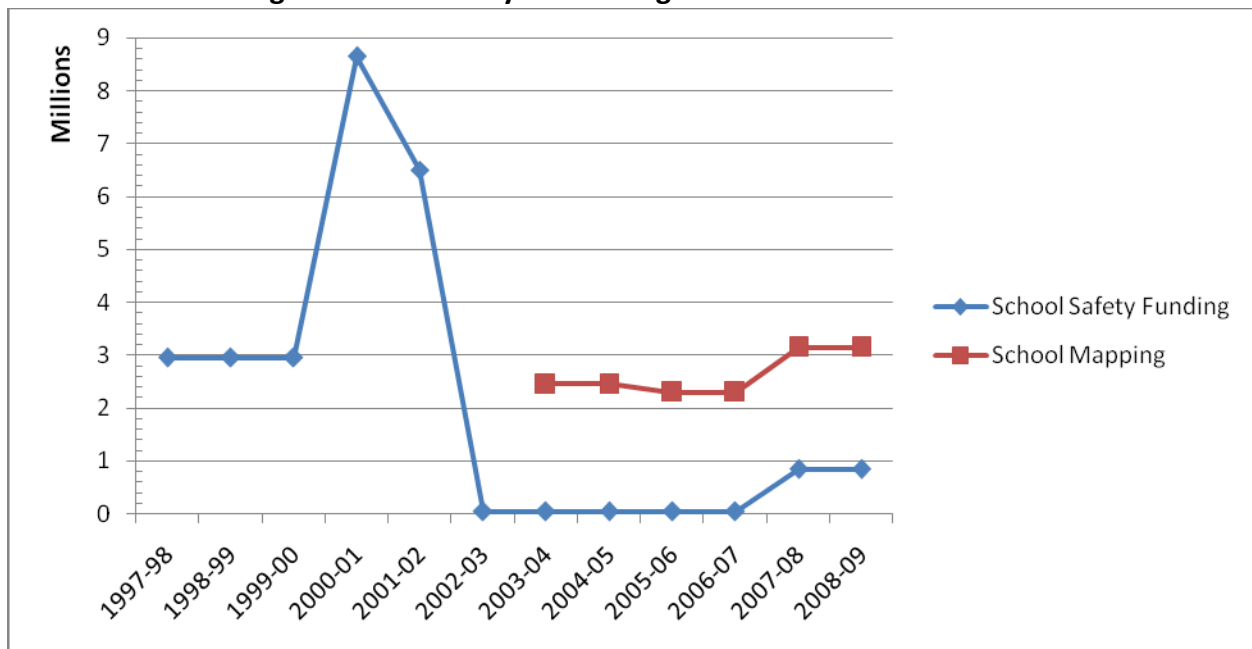
Resources Can Improve Staff and Pupil Safety
No expenditure of resources will ever make a school campus completely safe from violence or natural disasters. However, there are steps that a system can take to mitigate the impact of and recover speed after an incident. Building-based safety and security equipment measures include:
1.   Alarm systems (tone-based alerts and voice-over).
2.   Notification systems (to parents and staff at home).
3.   Closed circuit TV systems in high risk areas of campus.

4. Maintenance of school mapping.
5. Access control (key control system, interior door lock upgrades, Knox boxes (vandal-proof boxes at each building with master keys so that law enforcement and fire fighters can enter with no delay, $800 each).
6. Lighting systems (secluded areas prone to vandalism or crime).
7. Communication systems (intercoms, two-way radios district staff, transportation communication systems, two-way radios that with interoperability to local law enforcement).
8. Upgrades to fire code systems and HVAC systems, including training.

Staffing and programmatic investments include:
1. Staff to coordinate and/or provide: requirements of SSB 5097; conflict resolution and de-escalation training; student threat assessment management; on-going assessment and re-tooling regarding school climate, new threats, and community trends.
2. Staff to interact with students in hall-ways, off-campus after school, at school events; monitoring for student distress; prevent crime and intervene where appropriate. Special attention is needed to prevent gang activity.
3. Programmatic support to: prevent bullying, contribute to a culturally supportive school climate, and prevent suicide.
4. Recovery support after an incident: counseling for students and staff, stepped up security and climate monitoring.

There is little direct state and federal funding to support the activities and expenditures listed above. Accordingly, districts spend some local resources to meet mandates and keep schools safe. If the state allocation for NERC is disaggregated (see the issue paper/recommendation on NERC), the state allocates about $2 per pupil for safety equipment and supplies. Based on a survey of district expenditures, with 71 respondents, districts spent $5 per pupil in 2006-07 (including contracts for law enforcement officers to serve as student resource officers). (These figures do not include school mapping, which is a direct appropriation via the Capital Budget to the mapping company.)

We do not have good data on how many staff districts employ for safety purposes. Based on the accounting categories created decades ago, we know that 100 staff were employed statewide for "Building and Property Security". This is generally considered by district business officials to include night-time building security and not the planning, prevention and intervention staff the system employs (or contracts for). Safety staff and contracts for personnel are coded in summary categories in such a way that we cannot identify the investments that districts currently make.

Estimates of Necessary Resource Levels
What we know from common sense is that society has changed in the last 30 years, our current funding levels do not address safety issues, and we need to draw from other researchers and district practice to

identify an appropriate resource level for a new funding system. The table below summarizes resource level recommendations and experience:

	Summary
School Finance Researchers	
Picus/Odden for WA Learns	No recommendation. The researchers identified smaller schools (432, 450 and 600 for elementary, middle, and high school respectively), and expenditures for pupil support, as the best investment to address school climate.
Conley, 2007	0.5 FTE additional campus security personnel at the middle school level and 1.0 FTE at the high school level. $10 per student for equipment (primarily cameras to prevent crime).

Experience of Two School Districts

Some school districts have been successful in writing grant proposals, while others have found local methods for funding enhancements. Due to the lack of uniformity and data collected at the state level, one small and one mid-sized school district were surveyed to assess their safety and security needs and the attendant costs. These districts are relatively small, but represent the 88 percent of school districts in this state with fewer than 8,000 students. The data in these reports are estimates based on recent expenditures made by these districts.

PORT ANGELES SCHOOL DISTRICT, Port Angeles, WA: The Port Angeles School District (PASD) is a small school district (4,176 students) in a rural county (Clallam), with one high school, two middle schools, five elementary schools, and three alternate schools sites. PASD has a long history of collaboration with local law enforcement, fire and emergency services agencies in their efforts to develop safety plans. In 2004, they successfully applied for a federal grant that supported the implementation of major enhancements to the safety and security of their campuses, and supplemented this grant with local funds to address the listed projects. The figures represent an approximate total by grade-band.

Security / Safety Activity	High School (1)	Middle (2)	Elementary (5)	Total	$ per Student
SRO				$22,995	
Security Personnel	$29,500			$29,500	
TOTAL SECURITY PERSONNEL				**$52,495**	**$12.60**
Cameras and Install	$59,000	$29,000		$88,000	
FAST Alert System (software based system)	$3,500	$4,500	$2,500	$10,500	
Intercom Install and Maintenance	$2,500	$500	$750	$3,750	
Two-way Radios	$950	$1,915	$4,750	$7,615	
TOTAL EQUIPMENT				**$109,865**	**$26.30**
Plan Prep	$2,150	$2,150	$2,150	$6,450	
Drill Planning	$180	$360	$900	$1,440	
Drills	$300	$600	$1,500	$2,400	
Mapping Updates	$2,500	$1,250	$1,250	$5,000	
TOTAL EMERGENCY PLANS/DRILLS				**$15,290**	**$3.70**

The data above is for one school year, and does not address the district-funded system maintenance costs for the equipment and capital enhancements. Equipment investments are largely a one-time investment; two-way radios have a life-cycle of 5-6 years.

FRANKLIN PIERCE SCHOOL DISTRICT, Tacoma, WA: Franklin Pierce School District (FPSD) is a somewhat larger school district (7,325 students) in an urban/suburban environment (Pierce County), with two high schools, two alternative school sites, two middle schools, and eight elementary schools. It has been an active proponent of school safety planning with local emergency service agencies, and has worked with their local community to provide resources for school safety.   The data for this past year include:

Security / Safety Activity	Total	$ per Student
School Resource Officer (SRO) (commissioned law enforcement)	$75,000	
School Security Officer (SSO)	$35,000	
TOTAL SECURITY PERSONNEL	**$110,000**	**$15.00**
Upgraded E911 communication for 19 buildings	$200,000	
Nextel telephones w/ 2-way radio (annual)	$50,000	
Communication system for buses	$17,000	
TOTAL EQUIPMENT	**$267,000**	**$36.45**
Drill Planning	$5,000	
Drills (Staff Time)	$15,000	
TOTAL EMERGENCY PLANS/DRILLS	**$20,000**	**$2.73**

Classified Staffing Salary Allocation Method

Proposal Summary

Allocate resources to school districts for classified staff salaries based on state-employee job classifications. Specifically, districts would be allocated salary resources for state-funded K-12 classified units based on the weighted average salary of permanent full time state employees in a specified set of classifications for each group of school classified staff.

Background and Historical Funding and Practice in Washington

Basic education funding formulas drive 1 classified staff for each 58.75 students. The 1:58.75 ratio represents an enhancement over the 1:60 ratio that had been in place for nearly 30 years. School districts are allocated funding for salaries associated with these funded staffing units based on a **single** salary allocation; 225 districts receive the minimum salary allocation for their classified units of $31,865 in 2008-09, the remaining 71 districts receive a higher allocation ranging between $31,868 and $36,777.

Districts hire many more classified staff than basic education staffing ratios drive; the state drives 16,546 classified FTE staff as of March 2008; districts employed 19,720 as of October 2007 in the basic education program. (Districts employ many more classified staff in other education programs. In 2006-07, state funded units approximated 22,266 in all basic education programs; districts employed 36,883 staff, all basic education programs.)   In 2007-08, state salary allocations average $29,388 for the state-funded K-12 classified staff; school districts pay an average salary of $38,908 (preliminary data).

The state compensation system, for state employees, contains over 2,000 job classifications, each with a salary range of 12-13 steps, including variation for working conditions. Many state employees are represented by unions and bargain differential salary and working conditions. The state schedule is transparent and meticulously maintained by the Department of Personnel. The schedule is kept up-to-date with a biennial survey of state salaries compared to the private market; policymakers routinely boost the salary of specific categories when the state schedule is out of step with the larger employer market.

General Concept

Superintendent Bergeson's proposal:

a) allocates classified staffing resources in a single allocation with a single weighted average salary;

b) breaks the current classified staffing ratio into discreet common-sense categories, to be established in a legislative document;

c) links the state's salary allocation for K-12 classified staff to weighted average salaries of the permanent full time employees in a similar category (or set of categories) in the state classification system; and,

d) where no state salary schedule exists, the state K-12 allocation is re-based to the level districts are currently paying.

Breaking the current K-12 classified staffing ratio into discreet categories serves multiple purposes; the most important is the ability to allocate funds for salaries that are comparable to what districts must pay. Unblocking the single allocation into categories also will allow the state to identify the appropriate number of staff (staff per students) that the state should allocate based on state education system priorities. Further, the state can

maintain the formulas over time by comparing how many staff districts must employ to how many the state allocates (are new categories emerging?) and by comparing appropriate salary benchmarks to keep salary allocations current with district reality (actual salaries paid, local market drivers, state salary schedule).

Specifics of Proposal

Key assumptions of this proposal:

a) the proposal does not change the current system of full bargaining rights for classified employees paired with state funding for base salary and Cost-of-Living-Adjustments (COLA) for allocation purposes only;

b) salary allocations across districts will be equalized by the state over two years so that all districts will receive the top allocation in the 2010-11 school year;

c) benchmarking K-12 classified salary allocations to state salary schedules would begin in the 2011-12 school year after current allocations were fully equalized.

The categories identified for classified staff include:

- Instructional and Non-instructional aides
- School secretaries
- Grounds keepers
- Maintenance workers
- Professional/director/supervisor

- Technology
- Central administration (finance office)
- Custodians
- Service Workers / All Other
- Student and Staff Safety

Appendix A lists the potential K-12 classified staff categories and the potential associated state job classifications.

PRELIMINARY K-12 Actual Salaries Compared to State Employee Salaries

	K-12 Weighted Average Salary (2007-08 Preliminary)	K-12 Weighted Avg Salary as % of Max. State Allocation ($35,227)	State Weighted Average Salary (April 2008 Annualized)*	State Weighted Avg Salary as % of Max. State Allocation ($35,227)	K-12 Weighted Avg Salary as % of State Weighted Avg Salary
Instructional Aides	$29,574	84%	Too few employees	---	
Non-Instructional Aides	$29,681	84%	Too few employees	---	
School Secretaries	$35,234	100%	$31,367	89%	112%
Grounds Keepers	$38,840	110%	Need more data	---	
Maintenance Workers	$46,164	131%	$47,331	134%	98%
Technology	$53,853	153%	$68,561	195%	79%
Central Administration	$38,670	110%	$47,515	135%	81%
Custodians	$34,378	98%	$29,085	83%	118%
Service Workers / All Other	$44,998	128%	$38,044	108%	118%
Student/Staff Safety	$40,475	115%	$40,144	114%	101%
Professional / Director / Supervisor	$64,892	184%	$52,009	148%	125%

*Permanent full-time state employees, statewide; does not include higher education employees.

Findings of Comparisons of K-12 Salaries to State Employee Salaries—Additional Work Needed

1. Generally, aligning K-12 categories to state employee categories is a straight-forward comparison, fairly easily made. The proposal needs to be discussed with a workgroup of K-12 human resource officers and Department of Personnel resource officers. The specific categories proposed here should be reviewed in more detail to ensure best alignment.

2. Grounds Keepers, requires additional research with the Department of Personnel.

3. The Professional/Director/Supervisor category needs to be re-evaluated, and the data above should be considered preliminary. The state data does not include employees in the Washington Management Service, and likely should to more accurately reflect the mix of employees that school districts must employ.

4. Very few Instructional Aides are employed by the state. The K-12 salary allocation should be re-based to reflect actual salaries paid in the 2007-08 school year and then inflated with future COLAs.

5. Data on salaries paid for K-12 safety staff is preliminary. OSPI reports may not appropriately segregate this category of staffing and we must survey school districts to identify the appropriate annual weighted salary to compare to state employees.

Specific Proposal with Phase-in Recommendation

1. Allocate Classified Staff resources to school districts in the form of a single ratio allocation with a single weighted average salary.

2. Create the LEAP document to identify salary (and ratio) allocations by category. Equalize K-12 classified salary allocations across school districts in the upcoming biennium; in the 2010-11 school year all districts would be allocated the maximum allocation. (At this point, there is no difference by category in the allocations.)

3. In the 2011-12 school year, identify the goal for K-12 salary allocations based on state employee actual weighted salaries (with adjustments made for Aides) and fund at least 25% of the increase needed to reach this goal. Implement the remaining increases over the next three years, to fully implement the new structure in a total of six years.

NERC Foundation

Resource Proposal

Superintendent Bergeson proposes that funding for non-employee related costs (NERC) be allocated on a per student basis at a rate of $1,383. This rate includes the per student funding for a statewide technology program of $282 per student once fully implemented. The state would allocate a single amount per student for NERC. The single allocation would be paired with a legislative document (typically a LEAP document) breaking the allocation into common sense categories of costs for school districts. This allocation method retains simplicity but also provides transparency regarding the components of the state allocation. Additionally, by establishing the detail behind the NERC allocation, policymakers can and should apply specific inflation measures to each component to ensure that over time the formula will continue to provide adequate resources for operating costs.

For each category, a weighted student average expenditure was calculated using data from the F-196 or the survey. The table below summarizes the proposed resource allocation and inflation method by category, followed by any necessary background or explanation.

Category		SPI Proposal	
		Allocation	Inflation Method
Utilities		Average Expenditures in 2006-07; $252/student	Utilities rate increase analysis from UTC
Insurance		Average Expenditures in 2006-07; $49/student	More research needed
Security		$10/student	IPD
Instructional Professional Development		Picus/Odden recommendation; $103/student	IPD
Instructional Support	Curriculum	Curriculum Adoption Cycle Module, $126/student	Module inflates with materials on state curriculum menu
	Library	Industry standard of 1 book per student and digital learning needs; $25/student	IPD
	Other	Average Expenditures in 2006-07 plus $52 for annual consumables related to curriculum; $287/student	IPD
	Instructional Support Total	**$438**	
Technology	Administrative/ Infrastructure	Average Expenditures in 2006-07; $44/student	Market-basket inflation
	Instructional	OSPI drafted module based on state's technology plan; $282/student	Market-basket inflation
	Technology Total	**$326**	

Category		SPI Proposal	
		Allocation	**Inflation Method**
Facility Maintenance/ Operations/ Grounds		Average Expenditures in 2006-07 as a starting point; more research needed; $130/student	More research needed
Central Office	HR, Business office, Board, Communications, etc	Average Expenditures in 2006-07; $56/student	IPD
	Legal Services	Average Expenditures in 2006-07; $19/student	Asst. Attorney General rate increase
	Audit Services	Allocate directly to State Auditor's Office (SAO)	SAO rate increase
	Cen. Office Total	**$75**	

Total NERC Per Student	**$1,101**
Total NERC Per Student with 21st Century Technology Plan	**$1,383**

Utilities

Per pupil cost for utilities was calculated using F-196 data. Districts must cover these costs regardless of funding availability. Therefore, the proposed allocation should be equal to the weighted average expenditure, $252/student. To inflate this allocation, the Superintendent proposes the state rely on an analysis of rate increases approved by the Utilities and Transportation Commission (UTC) in the prior year.

Insurance

Per pupil cost for insurance was calculated using survey data. Districts were asked to exclude any expenditures from Insurance (Activity 68) related to pupil transportation, catastrophic student accident (excess medical insurance), foreign liability (student out-of-country travel), and workers compensation employer's liability and statutory benefits. Again, districts must fully cover insurance costs regardless of funding availability. Therefore, the Superintendent proposes an allocation equal to the weighted average expenditure in 2006-07, $49/student. Inflation options for this category require more research.

Security

The F-196 was used to determine the amount districts spend on pupil management and safety. However, this is a category where district expenditures do not reflect need; the expenditures are a reflection of available resources. The Superintendent recommends an allocation of $10/student for safety equipment and infrastructure, based on the recommendation of a small group of security personnel. This category can be inflated by Implicit Price Deflator (IPD). (Please see Part III, 1, B for the full Student and Staff Safety recommendation.)

Instructional Professional Development
Districts reported expenditures related to instructional professional development at $40 per student. Examples include travel, registrations, consultants/trainers, facility rental, materials (textbooks, reference materials/supplies), notifications (materials, postage), certifications (first aid, etc), magazine subscriptions, and professional dues. No personnel costs related to professional development (substitutes, extra days/hours, overtime, planning coordination, clerical services/tracking) were included in the survey. In addition, districts reported any Initiative 728 dollars spent on professional development. This is another category where expenditures do not reflect the actual need so the proposal is to allocate the amount recommended by the Picus/Odden report, using IPD to inflate the $100 recommendation based on the 2004-05 school year. The best way to inflate this allocation is to use IPD.

Instructional Materials
Districts reported expenditures for this category separated into three subcategories; curriculum, library, and other from the following activities: Learning Resources (Activity 22), Principal's Office (Activity 23), Guidance and Counseling (Activity 24), Health/Related Services (Activity 26), Teaching (Activity 27), Supervision (Activity 21), and the portion of Printing (Activity 73) related to instructional materials.

The proposed per student allocations for curriculum and libraries are detailed in separate papers. The recommendation for library-related NERC is $25/student funding for library collections and equipment. Library collections funding of $25/student will permit a district to provide four research databases (cost is estimated at $3.50 - $4.00 per student, assuming a statewide subscription level), leaving at least $21 for books (about $20 each), subscriptions to periodicals and other databases, library equipment (computers), and incidentals. (Please see Part I, 3, B for the full Libraries recommendation.)

The proposed per student allocation for curriculum and instructional materials is $126/ student. This will permit districts to adopt new curriculum on a 6-year cycle. (Please see Part III, 2, B for the full Curriculum Materials recommendation.)

The proposed allocation for all other instructional materials is based on the average of actual costs ($235/student) and the calculated annual cost for consumables related to curriculum ($52/student) for a total of $287/student.

The curriculum allocation inflation rate should be based on the increase of the costs for curriculum on the state curriculum menu. The allocations for libraries and all other materials NERC can be inflated by IPD.

Technology
Where districts were investing resources from capital levies technology, these expenditures were figured into the weighted average per student expenditures. These expenditures were combined with F-196 data for Technology (Activity 72) to calculate per student spending.

Because many districts contract with outside vendors to provide technology support, in order to calculate district expenditures for the administrative/infrastructure portion of technology, the costs for contracted services in Activity 72 were isolated to determine an allocation for technology administrative/infrastructure separate from instructional technology for a cost of $44/student, to be inflated using a market basket of related costs.

For instructional technology costs, please see Part III, 2, C for the full recommendation for 21st Century Technology for Teaching and Learning. In summary, the Superintendent proposes a new statewide program to separately allocate resources to buy instructional technology supplies. At full adoption, the program would cost $282/student to maintain the proposed replenishment cycle. The program would inflate based on a market basket of related costs.

Facility Maintenance/Operations/Grounds
In order to determine basic education expenditures, districts reported expenditures associated with athletics in each of the following activities: Grounds Maintenance (Activity 62), Operation of Buildings (Activity 63), Maintenance (Activity 64), Building and Property Security (Activity 67), Warehousing and Distribution (Activity 74), Motor Pool (Activity 75), and Supervision (Activity 61). These expenditures were subtracted from the NERC expenditures reported in the F-196 to get a basic education NERC.

Not all districts were able to provide this level of detail. Because of this, for the districts that were able to report athletic expenditures, the average percentage of total expenditures spent on athletics was calculated. Two percent was then deducted from the F-196 expenditures for all surveyed districts. After making this adjustment, staff found that districts spent $130/student in these activities.

Through research of maintenance and grounds expenditures only, staff found that according to the American School and University 37th Annual Maintenance & Operations Cost Study (April 2008), $294/student or $1.58/square foot is spent on only these two activities. The University of Washington spends $660/student or $1.82/square foot.

Anecdotally, we are aware that maintenance, similar to curriculum, is being delayed because of the lack of funding. A newspaper article earlier in the year reported that Seattle School District has at least $450 million in deferred maintenance costs. In order to determine the true costs to districts and an appropriate inflation factor, further study needs to be conducted. The study should also recommend whether districts should be allocated money on a per student basis or a square footage basis. As a starting point, $130/student should be allocated to districts and this amount should be inflated using IPD.

Central Office

Districts reported expenditures for the central office in the following subcategories:

- Central Office includes Board of Directors (Activity 11), Superintendent's office (Activity 12), Business office (Activity 13), Human Resources (Activity 14), Public Relations (Activity 15), and the remaining portion of Printing (Activity 73) not accounted for in instructional materials. Districts were asked to exclude legal and audit costs from these categories and report them separately.
- Legal Services include costs for general legal services and exclude legal costs for lawsuits against the state and settlements and fees when a district is found negligent.
- Audit Services includes only payments to the State Auditor for required audits; it does not include costs to the business office to assist state auditors.

The central office and communications allocation of $56/student should be increased by IPD annually.

Currently, the classified staff ratio probably does not, nor should it be adjusted to, include an allocation for attorney services. Instead, districts should be provided with a legal services allocation within the NERC. The legal services allocation of $19 per student is based on district expenditures for both contracted attorneys and staff attorneys in 2006-07. The allocation should be inflated annually by the state's assistant attorney general hourly rate increase.

Finally, the Audit Services allocation should be made directly to the State Auditor's Office, using revolving funds allocations similar to state agencies, and inflated according to their rate increases.

Overarching Allocation Method

To make the allocation more transparent for the public and policymakers and comparable to actual expenditures per student, NERC is proposed as a per-student allocation. However, the translation carries consequences for small schools and must be adjusted to ensure small districts benefit from the enhanced funding levels.

Further, the allocation from the state to districts will remain a single NERC allocation. However, the intended allocation by category should be contained in a legislative document, typically a LEAP-document (Legislative Evaluation and Accountability Program), in a manner similar to allocations for classified or administrative staff salary allocations (which are very detailed as they are specific to each district). Such a table would be no more complex than other LEAP documents, would permit the state to maintain a simple allocation yet provide transparency for state allocations for the public and policy makers, and permit research to track allocations against expenditures to check that inflation methods remain appropriate.

Background

The state currently allocates NERC resources at $9,951 per state-funded certificated instructional staff (CIS) unit (including the one-time $12 million allocation for technology investments).[1] For the general NERC, $9,951 per state-funded CIS translates to $492 per student FTE in 2007-08. This funding must cover all non-staff operating costs; including utilities, legal and audit services, security equipment, professional development (conference fees, speaker fees, and travel), student and staff supplies, technology (administrative and instructional), maintenance and operations of facilities and grounds maintenance, textbooks and curriculum, library materials and equipment, and many other costs.

Districts spent $1,029 per student on general operating NERC in the 2006-07 school year (which corresponds to $469 per student in state funding for the year). Districts widely report that while they must fully cover costs for utilities, legal services, and audit services regardless of funding level, most other investments are based on available resources, not appropriate investment levels. Instructional technology, facilities maintenance, curriculum and instructional materials adoption, library collections all are improved to the extent that local resources are available.

Based on recommendations for Washington Learns and other finance studies, and simple analysis of district expenditures compared total state funding, we have known for many years that NERC funding is inadequate. State funding is routinely and systematically subsidized by local funds; based on this survey data, the state covers only 46% of NERC expenditures. Given the significant local subsidy, it is fair to conclude that districts are trimming costs and implementing efficiencies where ever possible. We conclude that by forcing efficiencies through underfunding, it is appropriate to drive future allocations using current district expenditures.

Approach to Development

A workgroup of school and educational service district business officers and maintenance and operations specialists was formed and began meeting fall 2007. The group reviewed current accounting data, discussed where data was aggregated at too high a level to understand its contents, identified where non-basic education expenditures were likely coded, and settled on a survey of school districts to better identify how much districts spend on key basic education NERC components. The survey was used to inform appropriate resource allocations for some NERC components. By reviewing the survey, staff calculated the percentage of expenditures in each of the categories. These percentages were applied to the state NERC allocation to determine the funded amount in each of the categories.

We know from discussions with district officials that some components of NERC are always fully funded (e.g., utilities and insurance), while key investments in other components are resource-based rather than instructionally-based (e.g., curriculum adoption). To identify the appropriate state allocation for

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[1] Additional allocations are available for state CIS units generated for career and technical education and Skills Centers (at $23,831 and $18,489 per CIS respectively).   The SPI proposal will address these NERC rates as part of funding proposals for Career and Technical Education.

some NERC components, OSPI staff gathered input and developed modules for technology, facility/maintenance/operations/grounds, and curriculum.

Finally, even updated allocations for specific components will quickly become out-dated unless new allocations are inflated according to reality-based measures.

Survey

The survey was distributed April 2008 and 71 districts reported 2006-07 school year expenditures. Districts were asked to report non-employee related costs expenditures in Basic Education (Program 01) and Districtwide Support (Program 97). These expenditures include supplies, instructional resources and noncapitalized items (Object 5); purchased services (Object 7); travel (Object 8); and capital outlay (Object 9). Using the Picus/Odden report as a starting point, the NERC Workgroup created common-sense categories for NERC. These categories were linked to current activity codes.

After this exercise, the workgroup discussed which activities included expenditures that should be excluded when determining the state's responsibility for basic education NERC. For example, districts were asked to report expenditures spent on athletics in the facility maintenance/operations/grounds category so these costs could be excluded when determining the per student cost for this category. In a category that the workgroup determined was entirely basic education, staff used expenditure data from OSPI's Financial Summary Report (F-196).

The following table summarizes information on the 71 districts providing survey responses. The survey is based on 2006-07 school year data and there were 296 districts at this time.

Enrollment	Survey	71	Total	296
Under 100	4	5.63%	42	14.19%
100-500	9	12.68%	69	23.31%
500-1,000	9	12.68%	45	15.20%
1,000-5,000	32	45.07%	89	30.07%
5,000-10,000	5	7.04%	23	7.77%
Over 10,000	12	16.90%	28	9.46%
Levy	69	97.18%	271	91.55%
No Levy	2	2.82%	25	8.45%
ESD				
101	13	18.31%	59	19.93%
105	3	4.23%	25	8.45%
112	7	9.86%	31	10.47%
113	10	14.08%	43	14.53%
114	4	5.63%	15	5.07%
121	17	23.94%	35	11.82%
123	3	4.23%	23	7.77%
171	5	7.04%	29	9.80%
189	9	12.68%	35	11.82%
FTE Enroll.	357,422.66	39.56%	903,520.52	
# of districts	71	23.99%	296	

The following table compares current funding, funding recommendations by Picus and Odden for Washington Learns in 2006 and Conley in 2007, and per student weighted expenditures.

Category		Funded	Recommendations		Spent Weighted Average
			Picus/ Odden	Conley	
Utilities		$115	$216	Further analysis needed	$252
Insurance		$22	$49		$49
Security		$2	$13	$10	$5
Instructional Professional Development[1]		$18	$103	$40	$40
Instructional Support	Curriculum	$42	See Subtotal	See Subtotal	$92
	Library	$5	See Subtotal	$31	$11
	Other	$107	See Subtotal	See Subtotal	$235
	Instructional Support Total	**$154**	**$155**	**$313**	**$338**
Technology[2]	Administrative/ Infrastructure	$20	See Subtotal	**$43**	$44
	Instructional	$42	See Subtotal	$83	$92
	Technology Total	**$62**	**$258**	**$126**	**$136**
Facility Maintenance/ Operations/ Grounds		$59	$40	$307	$130
Central Office	HR, Business office, Board, Communications, etc	$25	See Subtotal	See Subtotal	$56
	Legal Services[3]	$9	See Subtotal	See Subtotal	$19
	Audit Services	$2	See Subtotal	See Subtotal	$4
	Cen. Office Total	**$36**	**$310**	**$61**	**$79**

Total NERC Per Student		**$469**	**$1,145**	**TBD**	**$1,029**

[1]Survey includes expenditures using I-728 dollars

[2]Survey includes expenditures using technology levies

[3]Survey includes staff costs

Technology for 21st Century Teaching and Learning

Proposal Summary

Superintendent Bergeson proposes a comprehensive statewide program for the **integration of technology into teaching and learning**. This proposal outlines a seven-year implementation that phases in a cost-per-FTE of $87 in the first year to $282 in 2015. Superintendent Bergeson proposes that the Legislature fund the *Technology for 21st Century Teaching and Learning Program* as a unique allocation not connected to NERC (non-employee related costs).

Superintendent Bergeson envisions five goals for the *Technology for 21st Century Teaching and Learning Program*. Each goal is **research-based** and **designed with high-impact strategies** that will bring the resources – instructional and technological – of a 21st century classroom to every K-12 public school student across Washington State.

1. Integrate digital technologies into teaching and learning as multi-modal support for the rigorous study of core subjects
2. Integrate state standards for the use of digital technologies. These proficiencies are necessary for life beyond the classroom.
3. Integrate a program of professional development that trains educators to shift their instructional practice from teacher-led to learner-centered. Use coaching as a medium to support technology integration.
4. Integrate digital technologies into the learning environment to enable rich and ample opportunity for students to interact, research, learn and create at any time.
5. Integrate digital technologies into school systems – professional, administrative, technological – that support powerful teaching and the development of 21st century skills.

Background – Funding & Practice in Washington

State funds. School districts currently use NERC as the primary state funding source for technology and its related expenditures. The NERC formula provides a dollar amount per certified staff member, instructional and administrative. For the 2006 school year, this source of funding generated $9,112 per employee. Each year, the Legislature adjusts the NERC allocation to the Implicit Price Deflator (IPD) rate. However, when the NERC formula was implemented over 20 years ago, technology was not a funding consideration and therefore has never been adequately supported by state funding. Some districts augment NERC funding with local technology bonds and levies.

Federal funds. There are two sources of funding for educational technology that supplement state and local support.

- Title II D of the No Child Left Behind Act (NCLB) – Enhancing Education Through Technology grant (EETT) generates an allocation based, in part, on the number of disadvantaged students in a district. In recent years, the allocation per student has averaged $1.64.
- The E-Rate program supports internet connectivity and provides money to build building-based networks. Administered by the Schools and Library Division (SLD) of the Federal Communications Commission (FCC), these dollars are critical for districts with high

concentrations of students from low-income households. The formula is based primarily on the percentage of disadvantaged students. Districts apply directly to the federal government for E-rate funds. Over the past five years, districts in Washington have received an average of nearly $17 million annually in E-rate reimbursements, although the amount of funding per district has varied widely.

Technology Planning. Eligibility for federal technology funding requires that each district develop a state-approved 3-year technology plan aligned with their school improvement plan. In these plans, districts must address the essential conditions required to create learning environments, which are equitable and conducive to powerful uses of technology.

Vision, leadership, support, infrastructure, instructional resources and professional development are some of the elements that form the essential conditions.

Research

Numerous studies have researched the positive effect of technology on learning and student achievement. See Appendix A for a list of studies and their key ideas.

The Vision – Every Classroom is a 21st Century Learning Environment

Superintendent Bergeson envisions schools that…

> ***Integrate a global perspective into learning*** *and teach responsible digital citizenship from the earliest grades.*
>
> ***Leverage the reach and power of digital technology*** *to create learning projects relevant to modern life – projects that solve real problems and demand scrupulous attention to research and study.*
>
> ***Empower learners to communicate and collaborate with the world beyond the classroom -- connect students to dynamic and creative learning communities that engage peers, leaders, artists, scientists and business people from around the world.*

Technology is the Price of Admission

Superficially, this proposal configures technology for a classroom environment – a schematic for equipment acquisition, placement and maintenance. However, what's at stake here is not the money to buy computers. It's the threshold we must cross to make 21st century teaching and learning a reality.

Technology integration without a corresponding shift in pedagogy will weaken the impact of *Technology for 21st Century Teaching & Learning*. The shift is already underway. Today, we see the stand-and-deliver pedagogy that sustained 19th and 20th century classrooms losing ground to a new kind of instructional practice. Surprisingly, this quiet evolution of teaching style does not belong solely to the new wave of educators in pre-service. Rather, we are seeing teachers with 10 months, 10 years and more, making a remarkable transformation from expert and lecturer to guide and co-learner.

These powerful 21st century educators use technology as a teaching partner. In their classrooms:

- Knowledge is an open-ended, fathomless commodity, unbound by the limits of textbook facts and bias.
- The teacher doesn't have to know everything about a subject but must know how to hook, guide and coach students into the realm of deep, meaningful understanding of subject content.
- Academic standards come to life with learning projects that apply the core skills and disciplines of science, literature, mathematics, the arts, history and geography to solve real-world problems.
- Connected classrooms use the power of web presence – real-time dialogue with the scientists, artists, historians, politicians and writers whose ideas and actions are defining culture and society.
- Just as real world professionals do not partition writing from science, mathematics from archeology, reading from cartography, classrooms become a rich centrifugal hub where the integration of academic skills across subject areas is a natural outcome of the conversation taking place between students and the real-world.
- The artifacts of learning play to a real audience online – peers and experts who charge the learning experience with analysis, critique and new ideas.
- The teacher is free to learn along with the class – embodying by example – the joy and benefit of life-long learning.

There is an exciting opportunity here not to be lost to the short-sighted expediencies of funding and fast, promotable implementation. **The success of this proposal rests on professional development**. We have the teaching talent – our challenge is to empower each educator to deepen their expertise and transform state classrooms into powerful 21st century learning environments.

Superintendent Bergeson outlines a comprehensive program of professional development for teachers and administrators statewide in a separate proposal.

Principles

Superintendent Bergeson bases her funding proposal for educational technology on these principles:

- Washington students will encounter workplaces and institutions of higher education that integrate technology into every aspect of their operations.
- Digital technologies frame the infrastructure of 21st century life and, so, are critical to 21st century education.
  - Digital technologies support skill sets and competencies that have direct application to the world students will encounter at graduation.
  - Digital technologies have great potential to support powerful teaching and student-centered learning environments.

- Digital technologies must be broad-based across Washington's K-12 schools and used intensively by educators, administrators and students.
- Digital technologies produce the greatest gains in student achievement when they are an integral element of powerful teaching and classroom activities that support self-directed learning.
- Technology is critical if teachers and students are to communicate, collaborate, share new knowledge and extend teaching and learning beyond school walls and classroom hours.
- Students must become technologically fluent, able to create high-quality knowledge products that demonstrate what they know and can do.
- All students, regardless of socio-economic or cultural background, must be able to access technology at school. Technological fluency is the basic skill that enables participation in a global economy.

Operationally, this program is designed to develop and sustain:
- Results-oriented professional development.
- High-quality teaching and learning resources in every classroom.
- Robust technical support for classroom-based educational technology.

Strategic Planning

It is critical that Washington State moves forward with the highest attention paid to strategic planning for sustainability and success over time. Each school and its staff must be ready to benefit – committed fully to the program and its vision. For this reason, Superintendent Bergeson has structured the *Technology for 21st Century Teaching & Learning Program* with a seven-year implementation.

Superintendent Bergeson believes that the involvement of district library media specialists is essential to the success of *Technology for 21st Century Teaching and Learning*. These highly-capable staff members are often the driving force behind the promotion of ICT (Information & Communication Technology) and media literacy skills. The Superintendent envisions that library media specialists will support project planning, implementation and the documentation of best practices.

Pilot project

The program commences with a carefully designed pilot. Project staff will focus on the development of high-quality training targeted to specific teaching and learning initiatives. There will be a significant emphasis on activities that produce effective coordination among curriculum groups at all levels.

During the pilot, project staff will address critical infrastructure issues – wireless capability, bandwidth, security. Superintendent Bergeson regards these factors as foundational to sustainability.

Strategic Objectives

An important proviso. Digital technologies have transcended the boundaries and limitations of geography and culture. They have reset the speed of change and will not be tethered to the imaginative capacity we hold today. Will laptops as we know them be around in 2015? Maybe.

For this reason, Superintendent Bergeson positions the strategic objectives of the *21st Century Teaching & Learning Program* as well-considered projections that – in their totality – describe a 21st century learning environment. The building code for a sustainable program will comprise strategies that position K-12 public education to:

- Adapt quickly and intentionally to emerging technologies.
- Adapt quickly and intentionally to new ideas about digital technology that animate its value to education.

These strategic objectives reflect a seven-year implementation cycle. All equipment will comply with state standards for educational technology.

Equip all K-12 classrooms with a presentation station, and train the teachers to maximize the use of these resources for research-based instruction:

- Computer with internet connectivity.
- Mounted LCD projector.
- Document camera.

Equip all students in grades 9-12 with a personal laptop to use throughout high school:

- Load the laptops with engaging, high-quality curricular materials.
- Train teachers to maximize the use of these resources for research-based instruction.

Equip all students in grades 7-8 with a laptop device for school use as they study core subjects:

- Load the device with engaging, high-quality curricular materials.
- Train teachers to maximize the use of these resources for research-based instruction.

Equip all students in grades 4-6 with computers-on-wheels (portable computer lab) for 1:1 access, as needed:

- Time on the computer is directed to the study of core subjects.
- Load the computers with engaging, high-quality curricular materials.
- Train teachers to maximize the use of these resources for research-based instruction.
- Support a 3:1 ratio of computers to students, in the classroom if possible – if not, in the computer lab or library-media center.

Support computer-based instructional access for all students in grades K-3. The number of computers must reflect a 3:1 ratio of computers to students, in the classroom if possible – if not, apply the ratio to the computer lab or library-media center.

Equip all K-12 classrooms with interactive whiteboards:

- Load the devices with engaging, high-quality curricular materials.
- Train teachers to maximize the use of these resources for research-based instruction.

Support technology integration in all K-12 schools:

- Fund and implement peer coaching programs for teachers that support technology integration or comparable strategies such as building-based technology resource personnel.
- Fund adequate levels of technical support across districts and the build-out of critical network infrastructure for all districts.
- Identify and purchase key online educational resources to augment curricular materials.
- Take advantage of state purchasing agreements and leasing options to minimize hardware and software costs.

Implementation Plan

	Presentation Stations	7-12 Student Computers	K-6 Computers	Interactive Whiteboards	Support, Resources and Network Infrastructure
Year 1 - $87/ FTE	Deploy technology to 25% of all classrooms with training. Begin with classrooms that do not have standards-based computers, projectors or document cameras.	Pilot laptops (up to 5%) across grades 7-8 and 9-12. Develop and scale training. Select high-quality curricular materials.	20% of K-6 classrooms funded for 3:1 computer ratio. Pilot computers-on-wheels (up to 5%) across grades 4-6. Develop and scale training. Select high-quality curricular materials.	Pilot (up to 5%) to classrooms. Start with Grades K-3. Develop and scale training. Select high-quality curricular materials.	Initiate funding at a 20% level − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out Identify best practices for online resources, technical support and network infrastructure. State purchasing agreements and leasing options established to minimize hardware and software costs.
Year 2 - $195/FTE	Deploy technology to 25% more classrooms with training.	Add 20% more classrooms in grades 7-8 and 9-12.	20% more K-6 classrooms funded at 3:1 computer ratio. Add 20% more classrooms in grades 4-6.	Add 15% more classrooms.	Increase support to 40% − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out
Year 3 - $232/FTE	Deploy technology to 25% more classrooms with training.	Add 25% more classrooms in grades 7-8 and 9-12.	20% more K-6 classrooms funded at 3:1 computer ratio. Add 25% more classrooms in grades 4-6.	Add 20% more classrooms.	Increase support to 50% − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out
Year 4 - $256/FTE	Deploy technology to final 25% of classrooms with training.	Add 25% more classrooms in grades 7-8 and 9-12.	20% more K-6 classrooms funded at 3:1 computer ratio. Add 25% more classrooms in grades 4-6.	Add 20% more classrooms.	Increase support to 60% − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out

Year 5 - $258/FTE	Maintain the technology infrastructure, provide continued training.	Add the final 25% of classrooms in grades 7-8 and 9-12. Upgrade pilot technology.	Add the final 20% of K-6 classrooms funded at 3:1 computer ratio. Add the final 25% of classrooms in grades 4-6. Upgrade pilot technology.	Add 20% more classrooms.	Increase support to 80% − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out
Year 6 - $260/FTE	Maintain the technology infrastructure, provide continued training.	Maintain the technology infrastructure, provide continued training.	Maintain the technology infrastructure, provide continued training.	Add the final 20% of classrooms. Upgrade pilot technology.	Increase support to 100% − Technical support − Instructional practice/tech integration support − Online resources − Network infrastructure build-out
Year 7 - $282/FTE	Maintain the technology infrastructure, provide continued training.	Maintain the technology infrastructure, provide continued training.	Maintain the technology infrastructure, provide continued training.	Maintain the technology infrastructure, provide continued training.	Maintain support for technical support, instructional practice/tech integration, online resources and network infrastructure.

Notes on the Implementation Plan

Contingencies

Beginning with year 2, equipment rollout at the district level is contingent upon:

1. Completion of basic training by **all staff in each funded building**.
2. Commitment to use equipment as an **integral element of classroom instruction**.

Professional Development

Superintendent Bergeson positions this proposal as one of building blocks in a larger strategy designed to improve teaching and learning across Washington. For this reason, the FTE cost outlined in the implementation plan does not include funds for professional development beyond basic training on the hardware and software.

Superintendent Bergeson addresses the need for a **comprehensive program of professional development for teachers and administrators** in a separate proposal. This program will deliver professional development focused on instructional practice and targeted training that supports technology integration.

Absent funding, Superintendent Bergeson recommends the training outlined below as a minimum course of action for professional development:

- 3 days of technology integration training tailored to the subject and grade level of the teacher.
- 2 days of follow-up training.
- Membership in a learning community that involves all the teachers within each training group.

From page 4…

There is an exciting opportunity here not to be lost to the short-sighted expediencies of funding and fast, promotable implementation. **The success of this proposal rests on professional development***. We have the teaching talent – our challenge is to empower each educator to deepen their expertise and transform state classrooms into powerful 21st century learning environments.*

E-textbooks, Hardware Use, Grade-level Configuration
- There will be considerable savings with the transition to electronic textbooks. Those cost benefits are not reflected in the FTE costs in this proposal.
- Replacement cycle assumptions for hardware:
  - Presentation station: computer - 4 years, LCD projector – 5 years, document camera - 5 years
  - Grades 9-12 personal laptops, 7-8 laptop devices, 4-6 computers-on-wheels – 4 years
  - Grades K-6 computers – 4 years
  - Interactive whiteboard – 5 years
- All hardware included in this program is intended for **instructional use on a regular basis**, so administrative computers and their peripherals and computers dedicated to testing or other restricted uses are not included in this proposal's funding model. Superintendent Bergeson details her strategy for district data collection and its associated hardware in a different proposal to the Basic Education funding task force.
- The framework for the implementation strategy aligns with traditional grade spans – K-3, 4-6, 7-8 and 9-12. Districts with intermediate schools, middle schools and other grade-level configurations will be able to modify the targets and milestones of the final project plan to fit local needs.

Appendix A: Research

Confronting the Challenges of Participatory Culture: Media Education for the 21st Century, 2006
http://www.digitallearning.macfound.org/atf/cf/%7B7E45C7E0-A3E0-4B89-AC9C-E807E1B0AE4E%7D/JENKINS_WHITE_PAPER.PDF
Author: Henry Jenkins with Kate Clinton, Ravi Purushotma, Alice J. Robison, and Margaret Weigel
Key Ideas:

- Education leaders must reframe the digital divide. The issue is not *access* to technology. The issue is *opportunity to participate*.
- Children must develop the cultural competencies and social skills necessary for full involvement in a participatory culture.
- Participatory culture shifts the focus of literacy from individual expression to community involvement.
- Most new literacies involve social skills developed through collaboration and networking.
    - These skills are based on traditional notions of literacy and skill sets taught in the classroom – research, technological and critical thinking.

Effects of Using Instructional Technology in Elementary and Secondary Schools; What Controlled Evaluation Studies Say, 2003 http://sri.com/policy/csted/reports/sandt/it/Kulik_ITinK-12_Main_Report.pdf
Researchers: Kulik, James (SRI International)
Key ideas:

- PD for teachers and easy access to the Internet for students and teachers enhance the learning effectiveness of instructional technology.
- Student familiarity and knowledge of computers influences the effectiveness of technology-based instruction.
- "Integrated Learning systems (ILS) have been producing positive results in mathematics programs for decades, and computer tutorials in natural and social science classes have had an almost uniformly positive record if effectiveness over the last three decades." (taken from CARET Review of Kulik's 2003 work)

Student Learning, 2005
http://caret.iste.org/index.cfm?fuseaction=evidence&answerID=6
Researchers: CARET (Center for Applied Research in Educational Technology) staff
Key idea:

- Commitment to technology integration (equipment, software, access, teacher development) can lead to increased test scores.

Studies Validate Project-Based Learning, 2001

http://www.edutopia.org/project-based-learning-research

Researchers: Edutopia Staff, George Lucas Education Foundation

Key idea:

- A growing body of academic research supports the use of project-based learning in schools as a way to engage students, cut absenteeism, boost cooperative learning skills and improve test scores. Those benefits are enhanced when technology is used in a meaningful way in the projects. This synopsis describes 9 studies incorporating project-based learning implementations. Five of the studies included technology as a context.

Two examples:

- *Challenge 2000.* The project conducted a performance assessment designed to measure students' skills in constructing a presentation aimed at a particular audience. Students from Multimedia Project classrooms outperformed comparison classrooms in all three areas scored by researchers and teachers: student content, attention to audience, and design. The Multimedia Project involves completing one to four interdisciplinary multimedia projects a year that integrate real-world issues and practices. Researchers observed increased student engagement, greater responsibility for learning, increased peer collaboration skills, and greater achievement gains by students who had been labeled low achievers.
- *Co-nect.* Students using the Co-nect program, which emphasizes project-based learning and technology, improved test scores in all subject areas over a two-year period on the Tennessee Value-Added Assessment System. The Co-nect schools outperformed control schools by 26 percent.

ACOT Library, 1985 - 1995

http://www.apple.com/education/k12/leadership/acot/library.html

Researchers: David C. Dwyer, Ph.D., et al

Key ideas:

- In ACOT classrooms, students and teachers had immediate access to a wide range of technologies, including computers, videodisc players, video cameras, scanners, CD-ROM drives, modems, and online communications services. In addition, students could use an assortment of software programs and tools, including word processors, databases, spreadsheets, and graphics packages.
- In ACOT classrooms, technology was viewed as a tool for learning and a medium for thinking, collaborating and communicating.
- ACOT's research demonstrated that the introduction of technology into classrooms can significantly increase the potential for learning, especially when it is used to support collaboration, information access, and the expression and representation of students' thoughts

and ideas. Realizing this opportunity for all students, however, required a broadly conceived approach to educational change that integrated new technologies and curricula with new ideas about learning and teaching, as well as with authentic forms of assessment.

- ACOT's mission was to advance the understanding of teaching and learning in global, connected communities of educators and learners. This included investigating how teaching and learning change when people have immediate access to technology as well as helping people better understand how technology can be an effective learning tool and a catalyst for change.

Qualities Shared by Five Technology-Rich Schools, 1996
http://rand.org/pubs/monograph_reports/MR682/ed_ch2.html#RTFToC12
Researchers: Thomas K. Glennan, Jr., Arthur Melmed
Key ideas:
Five schools with different objectives, serve different populations, and use technology in quite different ways. But they share common practices important for public policy development.
We note the following:

- Each of the schools is "learner-centered," placing emphasis on the individual treatment of students according to their needs and capabilities. Perhaps the most explicit attention to this issue is found at the Taylorsville school where a computer-based instructional management system is used to support the development and use of individual student instructional strategies. Northbrook emphasizes clusters of students and teachers who stay together for several years so that they can know one another well. East Bakersfield has students develop individual portfolios that help them understand what they know and need to know to find productive roles after graduation.

- Each of the schools seemed to utilize and emphasize curriculum frameworks to ensure that the goals for student outcomes were clearly understood. The Christopher Columbus school program was put in place after an effort of several years to develop a curriculum framework and strategy by the Union City district. Taylorsville used standards developed by the Modern Red School House design team at the Hudson Institute to guide its educational offerings. Blackstock used the California frameworks that were in existence before the school reform started. In the view of the authors, the workshop was notable for the emphasis each of the school leaders placed on the learning that was to take place as opposed to focusing on the features of the technology that existed.

- Each of the schools had a density of computers that far exceeds that which is common in schools today. In fact, in all cases but one, the density exceeded the average density of the top 4 percent of schools, which is 3.9 students per computer. The ubiquitous access to computers in most of these schools makes many of their programmatic features possible.

- All the schools had restructured their programs substantially. Class periods were lengthened and interdisciplinary programs introduced to retain necessary subject coverage. Project-based

learning received considerable attention, but several of the schools also made use of more traditional drill and practice programs. Blackstock and Northbrook had substantially modified their buildings to facilitate and exploit the use of technology.

- Each of the school programs appeared to be the product of a fairly concentrated development effort. The character of the school had not simply evolved over time as more and more equipment arrived. Instead, explicit, focused development efforts were undertaken. Some were whole school developments, as was the case with Taylorsville, Northbrook, and Christopher Columbus. Alternatively, some had initially focused on one facet of a larger vision, as appears to have been the case in Blackstock and East Bakersfield.

- Each school's development was pushed forward by an initial increment of external funding. The sources were varied. The California schools received funds from a state technology program. The Christopher Columbus school had Chapter I and private sector funds. The Taylorsville school received funding from New American Schools Development Corporation. Northbrook got initial startup funds from its district and has sustained its development with additional grants and Chapter I funds. Thus the creation of a radically changed school (whether or not it is technology rich) requires an initial investment that defrays the exceptional costs of startup--both training and the technology itself.

- Relations among adults in the schools appeared changed. While this issue was not addressed by all the school leaders, several noted that there was considerably more consultation among teachers about the curriculum and about the progress of individual students. At Blackstock, the lead teachers in the smart classrooms appear to have adopted roles of assisting other staff with issues related to technology, curriculum, and instruction.

- School outcomes were described in rich ways. While it appears that all the schools showed some or major improvement against traditional accountability measures, many other indicators were used. Increased student and parent engagement, better job placement success, strong support from students and parents, and improved attendance were all cited.

- And not least, the annual per-student technology and technology-related cost for these pioneer technology-rich schools ranges between under three and over five times the average $70-$80 per student for all U.S. schools.

These schools model some of the best practices across the nation. The whole school has been involved, not just one or two teachers. The instructional program has been changed to exploit technology. Each of these schools is reported to have improved the learning of substantial portions of its students. Whether these schools are representative of high tech schools of the future is an open question, however. Technology is changing rapidly, and educators are still in the comparatively early stages of exploring ways in which learning can be enhanced by the application of technology.

Oversold & Underused: Computers in the Classroom, 2001
http://books.google.com/books?id=sdSutyVQfzYC
Author: Larry Cuban
Key Ideas:

- Even with large investments in technology in schools, it has not substantially changed the way teachers and students work in classrooms (p. 189).
- Students and teachers had access to technology and were not afraid of using it, but found that technology was not integrated effectively into the classroom (pp. 132-134).
- Changes in teacher's beliefs, practices, and infrastructure will… shift from the prevailing teacher-centered to a **student-centered practice** (p. 155).
- Offers solutions and policy recommendations which include speeding up process to make computers readily available to students, eliminate the gap in Internet access between urban and suburban schools, invest more in **online curriculum** and **distance learning**, increase on-demand technical support for teachers, and offer more **professional development** (pp. 179-180).

*Factors that Affect the Effective Use of Technology for Teaching and Learning, Lessons Learned from the SEIR*TEC Intensive Site Schools*, June 2007
http://www.seirtec.org/publications/lessondoc.html
Researchers: SEIR*TEC
Key ideas:

- Leadership is the key ingredient.
- If you don't know where you're going, you'll end up someplace else.
- Technology integration is a *s-l-o-w* process.
- No matter how many computers are available or how much training teachers have had, there are still substantial numbers who are "talking the talk" but not "walking the walk.
- Effective use of technology requires changes in teaching, and the adoption of a new teaching strategy can be a catalyst for technology integration.
- Each school needs easy access to professionals with expertise in technology and pedagogy.
- While many of the barriers to using technology to support learning are the same for all poor communities, some populations have some additional issues.
- In some schools, infrastructure remains a serious barrier to technology adoption.
- Educators can benefit from tools that help them gauge the progress of technology integration over time.

Foundations for Success: 4. Report of the Task Group on Instructional Practices, March 2008
http://www.ed.gov/about/bdscomm/list/mathpanel/report/ip.doc
Researchers: Russell Gersten, Joan Ferrini-Mundy, Camilla Benbow, Douglas H. Clements, Tom Loveless, Vern Williams, Irma Arispe, Marian Banfield
Key idea:

- Existing research, and the many available reviews of this body of research, suggests that specific categories and uses of educational technology can make a significant, positive contribution to students' learning of mathematics. The Task Group conducted its own meta-analyses to evaluate those conclusions of previous reviews.

An experimental study of the effects of Cognitive Tutor Algebra I on student knowledge and attitude, May 2002
http://www.carnegielearning.com/wwc/originalstudy.pdf
Researchers: Pat Morgan, Moore Independent School District and Steven Ritter, Carnegie Learning
Key ideas:

- An analysis of variance indicated that overall, Cognitive Tutor students did significantly better than students in traditional classes. This is true at all four of the schools that used Cognitive Tutor.
- A finer grained ANOVA focused on the six teachers who taught both types of classes reveals this is not consistent across teachers.
- The strongest advantage for Cognitive Tutor was found among the teachers with the lowest results in their traditional classes.

Analysis of 2005 MAP Results for eMINTS Students, January 2007
http://www.emints.org/evaluation/reports/map2005.pdf
Researchers: Lance Huntley and Tracy Greever-Rice
Key ideas:

- The analysis of student MAP scores in the FY04 cohort of eMINTS schools shows significant differences by eMINTS enrollment status on the MAP Communication Arts and Mathematics tests.
- Analyses of MAP scores for special education students, students receiving Title I services and students receiving free and reduced lunch suggest that eMINTS enrollment significantly increases their scoring on the MAP tests.
- These results support previous analyses of eMINTS cohorts.

Examining 25 years of technology in U.S. education, 2002

http://portal.acm.org/citation.cfm?id=545166&dl=GUIDE&dl=ACM

Norris, C., Soloway, E., and Sullivan, T. 2002. Examining 25 years of technology in U.S. education.
Commun. ACM 45, 8 (Aug. 2002), 15-18.Researchers: Norris, C., Soloway, E., and Sullivan, T
Key ideas:

- Conditions must be met for technology to have a positive effect on teaching and learning in primary and secondary grades. Conditions include sufficient access to technology, adequate teacher preparation, effective curriculum, supportive school/district administration, and supportive family/community.
- As the number of computers available in classroom increases, so does use of computers.
- The digital divide in the US continues to put children at considerable risk
- One option to address access issues – other than a 1:1 PC ratio might be handhelds

Educational Technology in Indiana: Is it Worth the Investment? Education Policy Brief. Volume 4, Number 4, Spring 2006, 2003

http://eric.ed.gov/ERICWebPortal/custom/portlets/recordDetails/detailmini.jsp?_nfpb=true&_&ERICExtSearch_SearchValue_0=ED491297&ERICExtSearch_SearchType_0=no&accno=ED491297

Researchers: Palozzi, Vincent J.; Spradlin, Terry E.
Key ideas:

- Grade 8 students in Cincinnati, Ohio, public schools are now able to apply to the district high school of their choice via computer, resulting in more educational options to better match students' long term career goals.
- Michigan requires high school students to take at least one credit or non-credit online course as part of their graduation requirements.
- Indiana reported that Maine found that providing home wireless networking and take-home laptops to students, who would otherwise be without access due to economic hardship, can increase student performance.

Teacher professional engagement and constructivist-compatible computer use, 2000, Report no. 7

http://www.crito.uci.edu/tlc/findings/report_7/report7.pdf

Researchers: Becker, H. J., & Riel, M. M. (2000).
Key ideas:

- Professionally engaged teachers who also train other teachers tend to involve students in communicating, producing, and presenting ideas using computers.

- Teachers who work in collaborative settings and who take the initiative to change their teaching environment create collaborative work settings and student-initiated activities in their classrooms.
- Teachers who exhibit traits considered important for effective teaching will make more effective use of technology. Those teachers seem to make more effective use of most any relevant educational resource.

Resource Proposal

Develop an allocation for curriculum and instructional materials that puts up-to-date curriculum and appropriate instructional materials in all classrooms to give Washington students the opportunity to learn state standards.

Ultimately, the state should provide funding for a 6–year, curriculum instructional material cycle by allocating a per student FTE allocation of $126 per year.

A per year allocation of $126/student will permit a district to update curriculum on a 6-year adoption cycle, which includes:

- Student textbooks and instructional materials, per adoption cycle
- Teacher materials, per adoption cycle
- Classroom costs incurred for each adoption cycle (i.e. Civil War kit, technology needs)

Further, this amount should be inflated by the increase in costs associated with items on the state curriculum menu rather than Implicit Price Deflator. The funding allocation is embedded in the Non-Employee Related Cost (NERC) allocation.

Curriculum Adoption Background

The need for current, up-to-date instructional materials is paramount. Researchers estimate that up to 90 percent of classroom activities are driven by instructional materials (Ravitch, 2004).   The type and cost of instructional materials varies across grade levels. Textbooks and classes with lab components are more complex and therefore more expensive in high school. Elementary grades use more workbooks, worksheets and other consumables than upper grades.   Best instructional strategies require aides, such as science supplies or a Civil War "kit" that help teachers demonstrate difficult concepts or gives students an enriched "hands-on" experience.

As districts use assessment data to identify student learning weaknesses, they must identify instructional materials to address these weaknesses and improve alignment with state standards. They must refresh consumable materials, and they must refresh text books that are too worn to be of use. However, districts have curriculum adoption policies that are more often driven by resource availability, not by data that suggests realignment is necessary.

Washington has just adopted new mathematics standards for K-8 and is on the verge of adopting new standards for high school. Office of Superintendent of Public Instruction (OSPI) is required to re-write science standards by December 2008. The mathematic standard revisions represent a significant re-structuring of the content and the grade that content is introduced/expected.

Curriculum and Instructional Materials

Every state has policies regarding the selection and purchase of K-12 instructional materials. To select materials, 20 states use a state-level process. Most states that use such a process formally adopt a list of approved instructional materials and districts must purchase materials from this list. A few states, however, adopt lists of "suggested" or "recommended" materials and/or grant districts some discretion to purchase materials not on the state lists. In contrast to these adoption states, 30 states use a local-level selection process. In these states, districts may purchase any instructional materials of their choosing.

Washington State has historically fallen into the second category. Recently the Legislature has required the OSPI to develop a curriculum menu for mathematics and science. The curriculum menu for mathematics is under development; the menu for science will be adopted once the standards are re-adopted in 2009. As a condition of receiving Federal Reading First funding, OSPI has developed and maintained a menu for K-3 reading materials for many years.

Importantly, the fact that many states have developed curriculum menus (many mandatory) and that Washington State is beginning to identify the materials that are best aligned with state standards, policymakers can identify how much it costs to adopt curriculum and to cover the annual consumables associated with the curriculum. Therefore, the only variable to determining how much the state should allocate for curriculum and instruction on a per student basis is the number of years a curriculum package should be in use before it is re-evaluated and potentially replaced, or at least updated.

OSPI recommends, based on national standards, a 6 year curriculum adoption cycle.

The following recommendations are from other school finance studies or actual allocations by other states for instructional materials:

Picus/Odden for Wa Learns	Textbooks and consumables annual allocation:
	• $120 per elementary student
	• $120 per middle school student
	• $150 per high school student
State of Tennessee	School year 2007-2008 allocation:
	• $69.44 per FTE for textbooks

Proposal Development

Washington's school funding formula has always provided an allocation for NERC costs that has presumably included some amount for curriculum and instructional materials.   If the current NERC allocation per student is proportionately divided among the necessary NERC categories, the state allocated $42 per student for curriculum and instructional materials in the 2006-07 school year.

Based on a survey of 2006-07 school year expenses, breaking down expenditures into more common-sense categories, 69 districts reported spending $92 per student on curriculum and instructional materials.[1]

Based on conversations with educators, review of district expenditure practices, and review of the cost of curriculum from master menus, we have identified a per student cost of curriculum and consumable instructional materials by grade and content area.[2] Further, we have estimated how many students participate in that content area by grade. *A per student cost for curriculum adoption and instructional materials are easily identified.*

Using this model, and the fact that districts invested $92 per student in curriculum and materials in 2006-07, districts can afford to re-adopt curriculum every 8 years. Curriculum adoption on a cycle faster than 8 years is subject to the availability of local funds.

Based on the fact that the state allocated $42 per student for curriculum and instructional materials in 2006-07, districts can afford to adopt curriculum every 18 years. (An additional $107 is funded out of the general NERC for consumable instructional materials and student supplies; districts spend $235 per year on these items.)

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[1] Data based on survey information from 69 school districts representing 37 percent of the student FTE population.
[2] http://www.k12.wa.us/CurriculumInstruct/reading/ReadingProgMasterPriceAgrmnt.aspx

Appendix A: Classified Staffing Salary Allocation Method

Service Workers / All Other

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
206L	Copy Center Lead A	30	114E	Procurement & Supply Specialist 1	39
206M	Copy Center Lead B	33	114F	Procurement & Supply Specialist 2	45
113I	Mail Carrier - Driver	28	114G	Procurement & Supply Specialist 3	51
113N	Mail Manager - DSHS	43	114H	Procurement & Supply Specialist 4	55
113J	Mail Processing - Driver	34	115E	Procurement & Supply Support Specialist 1	30
113K	Mail Processing - Driver Lead	36	115F	Procurement & Supply Support Specialist 2	33
113L	Mail Processing Manager	40	115G	Procurement & Supply Support Specialist 3	36
207K	Offset Press Operator	45G	116E	Stockroom Attendent 1	27
205N	Offset Printer Operator	35G	116F	Stockroom Attendent 2	29
205O	Offset Printer Operator Lead	38G	116G	Stockroom Attendent 3	32
205P	Offset Printer Operator Supervisor	42G	116I	Stockroom Supervisor	34
205E	Printing & Duplication Specialist 1	25G	117I	Warehouse Operator 1	29G
205F	Printing & Duplication Specialist 2	27G	117J	Warehouse Operator 2	32G
205G	Printing & Duplication Specialist 3	35G	117K	Warehouse Operator 3	36G
205I	Printing & Duplication Supervisor	39G	117L	Warehouse Operator 4	40G

Custodian

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
678I	Custodian 1	26	678M	Custodian 5	40
678J	Custodian 2	28	678E	Window Washer	31
678K	Custodian 3	32	678F	Window Washer Lead	34
678L	Custodian 4	36			

Aides

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
255M	Instruction & Classroom Support Tech	39	255O	Instruction & Classroom Support Technician 3	47
255N	Instruction & Classroom Support Tech	44	255Q	Instruction & Classroom Support Technician 4	51

Library Aide

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
261A	Library & Archival Professional 1	41	262J	Library & Archives Paraprofessional 2	33
261B	Library & Archival Professional 2	48	262K	Library & Archives Paraprofessional 3	35
261C	Library & Archival Professional 3	53	262L	Library & Archives Paraprofessional 4	39
261D	Library & Archival Professional 4	58	262M	Library & Archives Paraprofessional 5	42
262I	Library & Archives Paraprofessional 1	31	262N	Library & Archives Paraprofessional 6	46

Director, Supervisor, Professional

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
107M	Program Assistant	32	107K	Program Specialist 4	55
107N	Program Coordinator	37	107L	Program Specialist 5	59
107R	Program Manager A	48	Band 1	Washington Management Service	
107S	Program Manager B	51	Band 2	Washington Management Service	
107I	Program Specialist 2	41	Band 3	Washington Management Service	
107J	Program Specialist 3	52			

Maintenance Worker

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
602O	Boiler Operator	40G	596I	Maintenance Specialist 2	45G
592W	Electronics Technician	45E	596J	Maintenance Specialist 3	49G
592J	Electronics Technician 1	37G	596K	Maintenance Specialist 4	58G
592K	Electronics Technician 2	45G	596L	Maintenance Specialist 5	60G
592L	Electronics Technician 3	47G	596T	Maintenance Supervisor	54
592M	Electronics Technician 4	49G	598E	Maintenance Supervisor 3	63
592N	Electronics Technician Supervisor	51	596P	Maintenance Technician 1	36E
542X	Energy Facility Site Certification/Comp	64	596Q	Maintenance Technician 2	40E
542W	Energy Facility Site Specialist	60	596R	Maintencance Technician 3	44E
392I	Environmental Health & Safety Tech	42	596O	Maintenance Trainee	30E
618R	Equipment Operator	38E	617E	Mason Trade Trainee	37E
600I	Equipment Technician 1	33G	617F	Mason/Plasterer	43G
600J	Equipment Technician 2	42G	617G	Mason/Plasterer Lead	46G
600K	Equipment Technician 3	46G	617H	Mason/Plasterer Supervisor	50G
600L	Equipment Technician 4	49G	619F	Painter	42G
600M	Equipment Technician 5	54G	619H	Painter Lead	45G
528A	Facilities Engineer 1	50	619J	Painter Supervisor	49G
528B	Facilities Engineer 2	56	619E	Painter Trade Trainee	36G
528C	Facilities Engineer 3	62	595S	Plant Manager 1	48
528D	Facilities Engineer 4	66	595T	Plant Manager 2	50
596M	Facilities Operation Maint Specialist	48G	595U	Plant Manager 3	57
613E	Glazier	40G	598K	Plant Services Manager	58
613F	Glazier Lead	43G	569Q	Plant Services Specialist 1	37
621L	Heating, Ventilation & Air Conditioning	52E	569R	Plant Services Specialist 2	42
621J	Heating, Ventilation & Air Conditioning	48E	570J	Plant Technician 1	32
595I	Lighting Maintance Technician	32G	570K	Plant Technician 2	37
598P	Maintenance - Operations Assistant Su	52	570L	Plant Technician 3	42
598R	Maintenance - Operations Staff Assista	64	621F	Plumber/Pipefitter/Steamfitter	46G
598Q	Maintenance - Operations Superintend	58	621G	Plumber/Pipefitter/Steamfitter Lead	49G
678H	Maintenance Custodian 2	30	621H	Plumber/Pipefitter/Steamfitter Supervisor	53G
596S	Maintenance Lead Technician	50E	621E	Plumber/Pipefitter/Steamfitter Trainee	40G
626J	Maintenance Mechanic 1	42G	622E	Refrigeration Mechanic	46G
626K	Maintenance Mechanic 2	46G	622F	Refrigeration Mechanic Lead	49G
626L	Maintenance Mechanic 3	49G	622G	Refrigeration Supervisor	53G
626M	Maintenance Mechanic 4	53G			

Secretary

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
105E	Administrative Assistant 1	32	100J	Office Assistant 3	31
105F	Administrative Assistant 2	35	100K	Office Assistant Lead	33
105G	Administrative Assistant 3	39	106J	Office Manager	43
105H	Administrative Assistant 4	46	100S	Secretary	30
105I	Administrative Assistant 5	50	100U	Secretary Lead	36
100H	Office Assistant 1	25	100T	Secretary Senior	33
100I	Office Assistant 2	28	100V	Secretary Supervisor	40

Technology

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
481E	Computer Operations Analyst 1	44	481B	Information Technology Technician 2	42
481F	Computer Operations Analyst 2	50	480E	Information Technology Trainee/Intern	27
480F	Information Technology Data Processo	28	480R	Information Technology-Computer Operation	48
479I	Information Technology Specialist 1	48	480N	Information Technology-Computer Operator 1	31
479J	Information Technology Specialist 2	54	480O	Information Technology-Computer Operator 2	36
479K	Information Technology Specialist 3	58	480P	Information Technology-Computer Operator 3	40
479L	Information Technology Specialist 4	62	480Q	Information Technology-Computer Operator L	43
479M	Information Technology Specialist 5	66	480G	Information Technology-Data -Processor 2	34
479N	Informaiton Technology Systems/App	70	480H	Information Technology-Data -Processor 3	39
481A	Information Technology Technician 1	38	480I	Information Technology-Data Processor Lead	42

Central Office Admin

DOP Code	DOP Job Class Title	Sal Range	DOP Code	DOP Job Class Title	Sal Range
147A	Budget Anaylst 1	44	151E	Fiscal Specialist 1	39
147B	Budget Anaylst 2	50	151F	Fiscal Specialist 2	43
147C	Budget Anaylst 3	54	151H	Fiscal Specialist Supervisor	46
147D	Budget Anaylst 4	58	112I	Forms & Records Analyst 1	35
197I	Communications Consultant 1	37	112J	Forms & Records Analyst 2	41
197J	Communications Consultant 2	46	112K	Forms & Records Analyst 3	46
197K	Communications Consultant 3	50	112L	Forms & Records Analyst Supervisor	51
197L	Communications Consultant 4	55	166F	Health Insurance Advisor 1	55
197M	Communications Consultant 5	61	166G	Health Insurance Advisor 2	59
451E	Communications Officer	35SP	163G	Health Insurance Benefits Specialist 1	37
451F	Communications Officer 1	37SP	163H	Health Insurance Benefits Specialist 2	42
451G	Communications Officer 2	41SP	163I	Health Insurance Benefits Specialist 3	45
451H	Communications Officer 3	45SP	163J	Health Insurance Benefits Specialist 4	47
451I	Communications Officer 4	49SP	106K	Manager, Office Service 1	47
450I	Communications Officer Assistant	36	106L	Manager, Office Service 2	49
144E	Contracts Assistant	36	148F	Payroll & Benefits Coordinator	42
144F	Contracts Specialist 1	46	148E	Payroll Coordinator	41
144G	Contracts Specialist 2	52	148H	Payroll Supervisor	45
144H	Contracts Specialist 3	58	501E	Research Analyst 1	40
119E	Human Resource Consultant 1	45	501F	Research Analyst 2	43
119F	Human Resource Consultant 2	50	501G	Research Analyst 3	48
119G	Human Resource Consultant 3	54	501H	Research Analyst 4	51
119H	Human Resource Consultant 4	58	501I	Research Analyst 5	54
123E	Human Resource Consultant Assistant	35			
123F	Human Resource Consultant Assistant	41			
143I	Fiscal Analyst 1	40			
143J	Fiscal Analyst 2	44			
143K	Fiscal Analyst 3	50			
143L	Fiscal Analyst 4	52			
143M	Fiscal Analyst 5	56			

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