



**Quality Education Council**

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## **QEC Issue Papers**

**Prepared for the QEC by the Office of  
Superintendent of Public Instruction**

**September 29, 2009**



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# 1.1 – Class Size

## The Importance of Class Size

In manageable classes students have greater access to their teachers. Teachers can interact with their students on a one-on-one basis, and provide the individualized support that students need to excel. When class sizes are reduced there are positive structural and environmental impacts on schools; students are more engaged, behavior issues are fewer, teachers can accommodate a broader range of learning styles, and can more easily vary their approach to instruction.<sup>1</sup>

## Washington Context

Washington provides funds to districts for certificated instructional staff (CIS) based on a ratio of staff for every 1000 full-time equivalent (FTE) students. In grades K-4 districts receive funding for up to 53.2 CIS for each 1000 FTE students (districts with actual ratios lower than 53.2:1000 receive funding for their actual CIS to FTE student ratio). In grades 5-12 districts receive funding for 46 CIS per 1000 FTE students. The formula used to generate CIS staff also specifies a minimum number of CIS for small districts and remote schools.

However, certified instructional staff ratios are used for allocation purposes only and districts must determine how much of the ratio is used to employ classroom teachers versus teacher librarians, nurses, counselors or instructional coaches. Table 1 below details the funded CIS student to ratios and planning time adjusted class sizes. The number represented for classroom teachers in Column 2 is based on district practice by grade band, except all extra CIS above 46/1,000 students are assumed to be utilized for class size reduction.

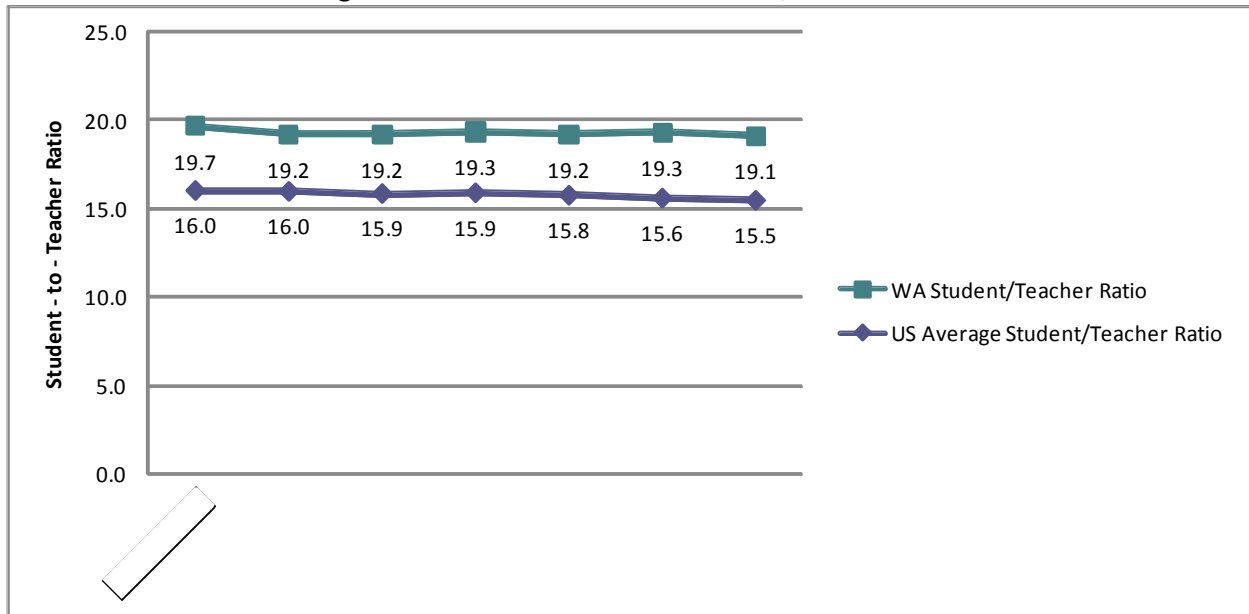
**Table 1: Certificated Instructional Staff Allocations, 2008-09**

1	2	3	4	5	6
Grades		Funded CIS per 1,000 FTE Students	CIS Allocated for Classroom Teachers per 1,000 FTE Students	Planning Time Expressed as % of day	State Funded Class Size After Adjusting for Planning Time
K-3	minimum	49	45.58	15	25.23
4	minimum	46	42.58	15	27.01
K-4	maximum	53.2	49.78	15	<b>23.10</b>
5-6		46.0	42.58	20	27.01
7-8		46.0	41.81	20	28.70
9-12		46.0	41.19	20	29.13

Once adjusted to recognize planning time, Washington’s true average class size is exceedingly high compared to the national average. Our overall student to teacher ratio is currently the 46<sup>th</sup> highest in the nation at 19:1, much higher than the US average of 15.5:1.<sup>2</sup> A comparison between the average U.S. student to teacher ratio and the average Washington State ratio for the period between the fall of 2000 and the fall of 2006 is detailed in Figure 1.

# 1.1 – Class Size

Figure 1: Student – to – Teacher Ratio, 2000 – 2006

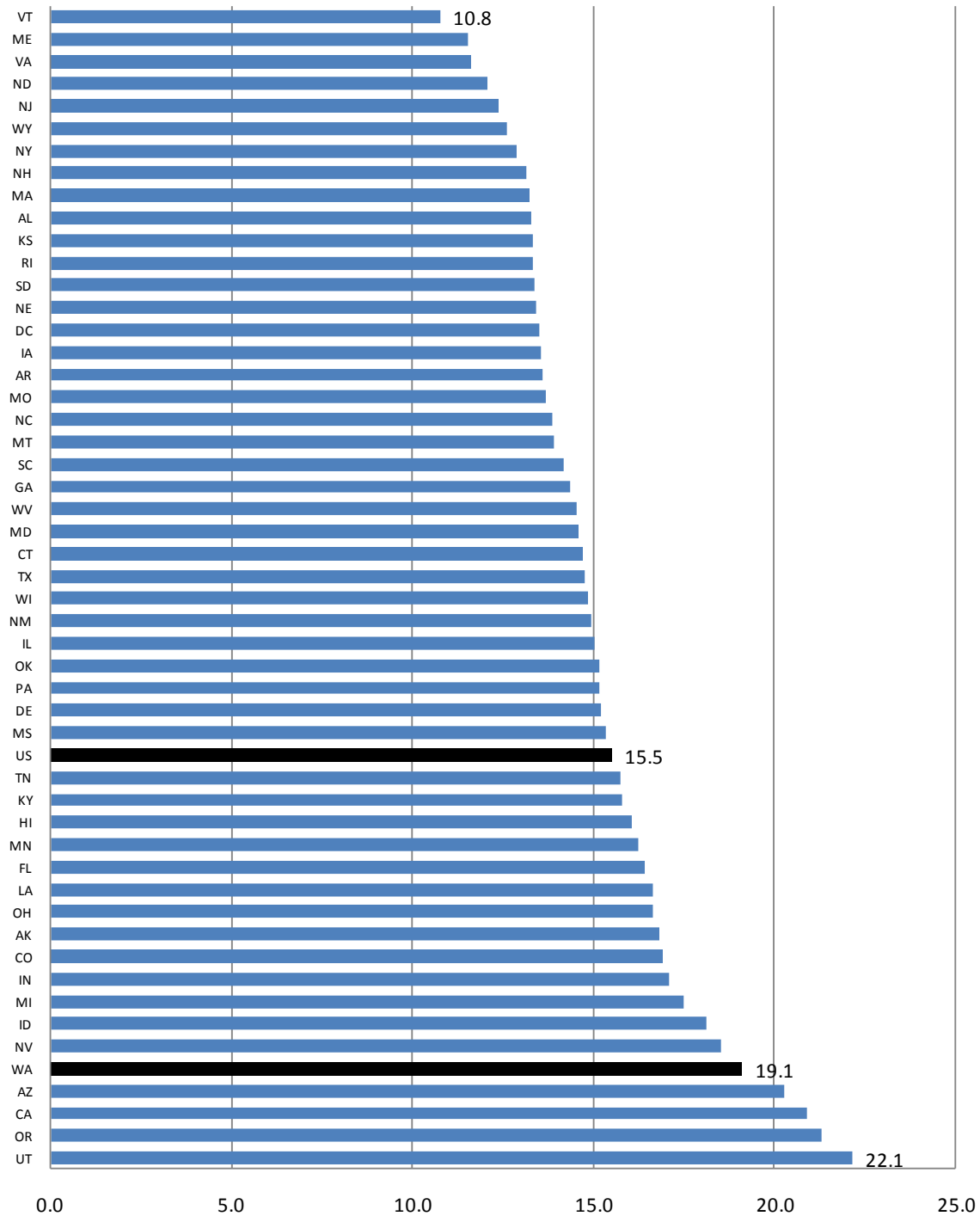


Source: National Center for Education Statistics, Schools and Staffing Survey (SASS), Public Teacher Questionnaire, 2003-04 (prepared in July 2006), in Digest of Education Statistics 2007 (Table 66).

## 1.1 – Class Size

Figure 2 lists in rank order average student to teacher ratio for the 50 states and the District of Columbia. Washington is 46<sup>th</sup> on the list ahead of Arizona, California, Oregon and Utah.

**Figure 2. National Ranking of Student/Teacher Ratios (2006-2007)**



Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education" (prepared in October 2008, published in Digest of Education Statistics 2007, Table 66.)

## 1.1 – Class Size

### Research Basis

Research identifies a positive relationship between reducing class size at the elementary level and improving student achievement, with the largest gains coming in the lower elementary grades. While there are few studies to draw from that analyze the benefits of small classes at the secondary level, there is some evidence to suggest that there is a benefit to lowering class size, especially for low-achieving students.

Several studies have revealed quantifiable evidence of the impact that class size reduction (CSR) has on student achievement. The Tennessee Student-Teacher Achievement Ratio (STAR) program found that K-3<sup>rd</sup> grade students in classes of 13-17 performed .24 and .26 standard deviations higher on reading and math assessments than their peers in classes of 22-25 students.<sup>3</sup> There is also evidence to suggest that these gains endured through later years. Researchers found that students who had been enrolled in small classes in grades K-3 earned higher high-school grades, and were more likely to complete advanced academic classes, take college admissions tests, and ultimately graduate.<sup>4</sup> Wisconsin’s SAGE program targeted class size reductions to low-income schools and found that student achievement increased faster in test schools than in similar schools with larger classes. Enrolling low income students in smaller classes is one way to accelerate their learning, and to work toward close the achievement gap that is present as early as the time when students enter kindergarten.

Scholars continue to debate the merits of class size reduction in secondary schools. Secondary teachers have multiple classes, which inhibits the creation of in-depth relationships between students and teachers; one factor thought to boost student achievement when class sizes are reduced in lower grades. A secondary teacher with five classes of 29 students will have 145 students in their classes each day while elementary school teachers have the same small group of students each day. More research is needed to determine when smaller classes have a noticeable impact on student achievement at the secondary level, but common logic says that the more attention a teacher can provide to students, the more likely it is that students 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. However, the impact of these reductions is still subject to debate.

### Recommendation History

**Washington Learns:** The expert consultants for Washington Learns recommended that certified instructional staff allocations be sufficient to fund class sizes of 15 for grades K-3 and 25 for grades 4-12.

**Table 2: WA Learns Class Size Recommendation by Classification and School Type**

Classification	Elementary	Middle	High
Grades K-3	15	–	–
Grades 4-12	25	25	25

**Basic Education Finance Task Force:** The BEFTF recommended class sizes by classification and school level as detailed in Table 3. The Task Force recommends that K-3 classes be reduced to 15, and that secondary classes be reduced to 25 students. The Task Force also recommends that classes in high poverty schools be reduced further to 22 in grades 4-6, 23 in grades 7-8, and 22 in grades 9-12 in order to realize the achievements gains that studies attribute to CSR in high poverty schools. Further, the Task Force recommended that exploratory Career and Technical Education (CTE), Advance Placement and lab science course be reduced further to 19, in order to give students greater access to teachers in the process of mastering challenging and technical subjects. Finally, the Task Force recommended that preparatory CTE courses be reduced to a class size of 16 (including Skills Centers).

## 1.1 – Class Size

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**Table 3: BEFTF Class Size Recommendation by Classification and School Type**

Classification	Elementary	Middle	High
Grades K-3	15	–	–
Grades 4-12	25	25	25
Grades 4-12 in high poverty school	22	23	22
Career & Technical Ed. (CTE) Exploratory/ Advance Placement/ Lab Science	–	19	19
CTE Preparatory Programs	–	–	16

**ESHB 2261:** The bill does not specify class sizes, but it stipulates that the omnibus appropriations act shall at a minimum specify:

- Basic average class size;
- Basic average class size in schools where more than fifty percent of the students are eligible for free and reduced-price meals;
- Average class size for exploratory and preparatory career and technical education, laboratory science, advanced placement, and international baccalaureate courses; and
- Average class size in grades kindergarten through three.

# 1.1 – Class Size

## Recommendation Summary

Class Size						
		Elementary (400)		Middle (432)	High (600)	Notes
		K-3	4-6			
<b>1</b>	QEC Recommendation					
<b>2</b>	Dorn Proposal 9/29/09					
	Standard	15	25	25	25	
	high poverty school	15	22	23	23	
	MS or HS Exp. Voc.			19	19	
	MS or HS Preparatory Voc / Skills Center			16	16	
	Lab Science			19	19	
	AP/IB				19	
<b>3</b>	Finance Task Force					
	Standard	15	25	25	25	
	high poverty school	15	22	23	22	
	MS or HS Exp. Voc.			19	19	
	MS or HS Preparatory Voc / Skills Center			16	16	
	Lab Science			19	19	
	AP/IB				19	
<b>4</b>	Washington Learns	15	25	25	25	
<b>6</b>	Operating Budget Level	K-4:23.1	5-6: 27.01	28.70	29.13	
<b>7</b>	Basic Education Level (RCW 28A.150.260)	25.23	27.01	28.70	29.13	
<b>8</b>	Oregon Quality Ed Model	20	24	22*	21*	29 student maximum
<b>9</b>	National Studies	15	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.			

<sup>1</sup> Englehart, J. M. (2007). The Centrality of Context in Learning from Further Class Size Research. *Educational Psychology Review*, 19, 455-467.

<sup>2</sup> Source: National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public

<sup>3</sup> Hanushek, E. (1999). Some Findings from an Independent Investigation of the Tennessee Star Experiment and from other Investigations of Class Size Effects. *Educational Evaluation and Policy Analysis*, 21(2), 143-163.

<sup>4</sup> Krueger and Witmore (2001). As cited in Ready, D. (2008). *Class-Size Reduction: Policy, Politics, and Implications for Equity*. A Research Initiative of the Campaign for Educational Equity: Teachers College, Columbia University.

## 1.2 – Teacher Librarians and Media Specialists

### Importance of Teacher Librarians and Media Specialists

Libraries provide students with access to engaging reading materials that are the foundation of literacy; libraries are especially critical for poorer students who do not have such access in their home. Libraries are a learning tool that assists teachers in creating powerful links between the curriculum and the real world.

Importantly, libraries have become the incubator for information-technology skills that society expects of tomorrow's employees. 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, and communication tools. If our system is aligned to educate students for more than entry-level positions, then students must be educated to identify information problems, gather the right information, use information to develop solutions, and then communicate the process and outcome to implement solutions.

While communities want students to have equitable access to quality libraries in order for them to develop a deep interest in reading, and to learn technology-based research skills, school districts are under significant funding pressure to reduce support for libraries due to general budget cuts.

### Washington Context

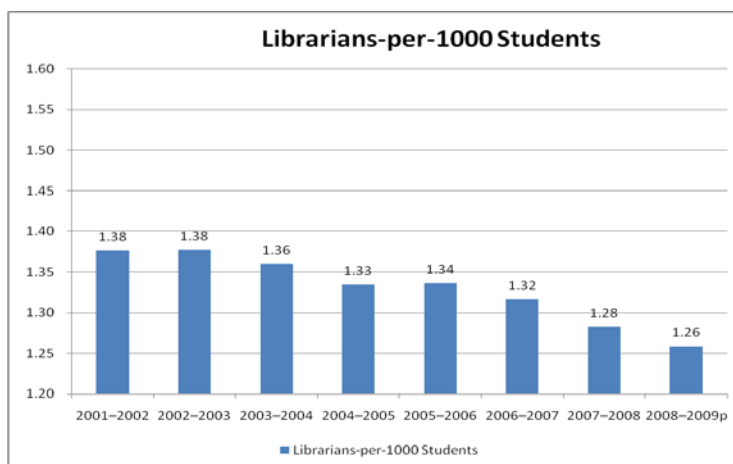
Currently, there is no specific policy in Washington school finance or education policy that addresses staffing for librarians and media specialists, or supplies and maintenance of library collections. School libraries are funded as part of the general educator staffing formula, i.e., through the Certified Instructional Staff (Teacher Librarians) and Classified Staff (Media Specialists and Aides) funding ratios and the Non-Employee Related Cost<sup>1</sup> allocation (collections, database subscriptions and supplies). Based on a proposed method to crosswalk current funding into a more specific set of allocations, Washington funds a teacher librarian and media specialist-to-student ratio of 1.24 librarians for every 1000 students.

A 2007 report<sup>2</sup> on school finance adequacy in Washington State noted that 8.3% of Washington schools did not have a media center in 1999-2000; of those schools that had a library media center, only 78.3% of them had a paid state-certified library media specialist.<sup>3</sup> The Office of Superintendent of Instruction does not collect separate data on expenditures for libraries; however fewer certificated librarians are employed by school districts.

Graph 1 presents the number of librarians districts hire per 1000 students. As the graph shows, this ratio has been declining from a high of 1.38 librarians in the 2001-02 school year, to 1.26 librarians per 1000 students in the 2008-09 school year.

**Graph 1:** Librarians per 1000 students, 2001-02 to 2008-09

P= preliminary



## 1.2 – Teacher Librarians and Media Specialists

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The following aspects are observed about school libraries in Washington State:

- While the state allocated \$7 per student for library materials and equipment, districts spent an average of \$17 per student on library materials and equipment in 2007-08.
- Even with districts spending local money on libraries, school library collections are very old, with many average publication dates ranging from 1979 to 1993.
- With fewer and fewer certified librarians being employed by school districts; there is currently one librarian per 786 students, up steadily over the past 20 years (the ratio was 1:670 in 1988).
- The 2008 Legislature provided one-time funding of \$4.09 per student to help school districts boost their library investments.

### Research Basis

Research shows that students with access to high-quality libraries score higher on standardized achievement tests. Having access to a larger library staff and a library staffed for more hours may increase student's test performance or grades, and also improve reading comprehension, research skills and the ability of students to effectively express their ideas.<sup>4,5,6,7,8,9,10</sup> The benefits of these library resources were found to apply across all school levels,<sup>11, 12</sup> and additionally, it was found that the amounts schools spent on libraries were associated with improvements in student reading achievement.<sup>13,14</sup>

Since 1990, a number of research studies have been conducted in order to examine the relationship between effective school library programs and student achievement. These studies have shown a positive relationship between library resources and the academic outcomes of students. The following are selected highlights from some of these studies:<sup>15</sup>

- Elementary school students with the most collaborative teacher-librarians scored 21% higher on the Colorado Student Assessment Program reading than students with the least collaborative teacher librarians.
- In Florida elementary schools where library programs were staffed 60 hours per week or more, there was a 9% improvement in test scores over those staffed less than 60 hours; for middle schools there was a 3.3% improvement, and for high schools a 22.2% improvement.
- At the elementary and middle/junior high school levels, students have been noted to score higher on the Massachusetts Comprehensive Assessment System test when there is a school library program.
- In Minnesota, twice as many schools with above-average scores on grade 3, 5 and 8 reading tests had full-time library media specialists.
- Scores on standardized reading and English tests in North Carolina schools tended to increase when libraries in the schools had newer books, and were open and staffed for more hours during the school week.
- Middle schools with the best Pennsylvania System of School Assessment reading scores spend twice as much on their school libraries as the lowest scoring schools.
- Over 10% more students in schools with librarians than in schools without librarians met minimum expectations in reading on the standardized Texas Assessment of Academic Skills test.

## ***1.2 – Teacher Librarians and Media Specialists***

- The size of a library media center’s staff and collection is the best school predictor of academic achievement. Research findings from more than 4,000 schools in more than a dozen U.S. states indicate links between academic achievement and strong school libraries as measured by library staffing levels, librarian activities, collection size, technology integration and library usage.
- Other research into the relationship between school library staffing and student outcomes has found a significant correlation between the total paid school library staff hours in a typical week and student achievement. Study results additionally indicated that student achievement tended to increase as the total paid school library staff hours increased. 16,17

These studies do not prove a causal relationship; other factors may be influencing the student achievement scores. However, a positive relationship is clear.

### **Recommendations History**

**Washington Learns:** Drs. Picus and Odden recommended that each prototypical school be provided a librarian. In addition, a high school should be provided a library media technician.

**Finance Task Force:** The 2007-2008 Basic Education Finance Task Force (BEFTF) recommended that each prototypical school have one librarian/media specialist; one for every 400 students at the elementary level, 432 students at middle school, and 600 students at the high school level.

**ESHB 2261:** Bill specifies that the minimum allocation for each level of prototypical school shall include allocations for staff in addition to classroom teachers. Among these additional staff are teacher librarians, whose functions include information literacy, technology, and media in order to support school library media Programs.

### **Recommendation Values Summary**

<b>Teacher Librarian and Media Specialist FTEs</b>						
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	2.16	1.0	1.0	1.0	
<b>3</b>	Finance Task Force	2.16	1.0	1.0	1.0	
<b>4</b>	Washington Learns	2.07	0.93	0.96	1.0	
<b>5</b>	Basic Education Level (RCW 28A.150.260)	1.24	0.66	0.52	0.52	
<b>6</b>	Oregon Quality Education Model		*	0.86	1.0	*Part of 5.3 FTE for specialists in areas such as art, music, PE, reading, math, TAG, library, ESL and child development.

<sup>1</sup> NERC refers to funding for Non-Employee Related Costs. This category of funding is allocated for purposes of covering 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.

<sup>2</sup> Conley, D.T., & Rooney, K.C. (2007). Washington Adequacy Funding Study. Educational Policy Improvement Center. Eugene, Oregon.

## 1.2 – Teacher Librarians and Media Specialists

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- <sup>3</sup> Holton, B., et al. 2004. *The Status of Public and Private School Library Media Centers in the United States: 1999-2000*, U.S. Department of Education: National Center for Education Statistics: Washington, DC.
- <sup>4</sup> See Lance, K.C. (1994).
- <sup>5</sup> Haycock, K. 1995. *Research in Teacher-Librarianship and the Institutionalization of Change*. SLMQ, 23(4).
- <sup>6</sup> Lance, K.C., Hamilton-Pennell, C., Rodney, M.J., Petersen, L., & Sitter, C. 1999. *Information Empowered: The School Librarian as an Agent of Academic Achievement in Alaska Schools*. Alaska State Library: Anchorage, AK.
- <sup>7</sup> Baumbach, D. 2002. *Making the Grade: The Status of School Library Media Centers in the Sunshine State and How They Contribute to Student Achievement*. Hi Willow: San Jose, CA.
- <sup>8</sup> Baxter, S.J. & Smalley, A.W. 2003. *Check it Out! The Results of the School Library Media Program Census, Final Report*. Metronet: St. Paul, MN.
- <sup>9</sup> Smith, E.G. 2001. *Texas School Libraries: Standards, Resources, Services, and Students' Performance*. Texas State Library and Archives Commission: Austin, TX.
- <sup>10</sup> Lance, K.C., M.J. Rodney, and C. Hamilton-Pennell, *Measuring Up to Standards: The Impact of School Library Programs & Information Literacy in Pennsylvania Schools*. 2000, Pennsylvania. Citizens for Better Libraries: Greensburg, PA.
- <sup>11</sup> Baumbach, D. 2002. *Making the Grade: The Status of School Library Media Centers in the Sunshine State and How They Contribute to Student Achievement*. Hi Willow: San Jose, CA.
- <sup>12</sup> Smith, E.G. 2001. *Texas School Libraries: Standards, Resources, Services, and Students' Performance*. Texas State Library and Archives Commission: Austin, TX.
- <sup>13</sup> See Lance, K.C. (1994).
- <sup>14</sup> Baxter, S.J. & Smalley, A.W. 2003. *Check it Out! The Results of the School Library Media Program Census, Final Report*. Metronet: St. Paul, MN.
- <sup>15</sup> Look, D. (2006). Impact of School Libraries on Student Achievement. Discussion Paper prepared for the Pleasanton Unified School District (PUSD – California) Excellence Committee.  
<http://www.pleasanton.k12.ca.us/superintendent/Downloads/School%20Libraries.pdf>
- <sup>16</sup> Burgin, R & Bracy, P.B. (2003). *An Essential Connection: How Quality School Library Media Programs Improve Student Achievement in North Carolina*. RB Software & Consulting. Rocky Mount, NC
- <sup>17</sup> It's important however to note that these results describe a correlational, and not a causal relationship. Also, the study sample was drawn from North Carolina, and may thus not be a nationally representative sample.

## 1.3 –Guidance Counselors and Parent Outreach

### The Importance of Guidance Counselors

School counselors act as a bridge between parents and schools, students and teachers, and students and their futures. Counselors work to involve parents in their children’s academic success, and to convey the needs of families to school administrators. Counselors are trained to meet the needs of diverse populations, and often play an especially important role in the lives of both first generation college students and new immigrants who may find it difficult to understand the myriad of available postsecondary pathways and opportunities.

Counselors act as a buffer between students and teacher, and often mitigate the negative effects that students’ behavioral and emotional challenges may have on the classroom. As trained professionals counselors assess students’ needs and recommend interventions that help to promote students’ success.

Counselors help students to make informed choices about their futures by encouraging them to define goals, understand their abilities and preferences, and prepare accordingly. In recent years Washington’s education reform efforts have increased the academic rigor and the number of requirements that students must meet before graduating. Tracking students’ progress toward meeting these standards requires significant staff time and logistic support that school counselors provide.

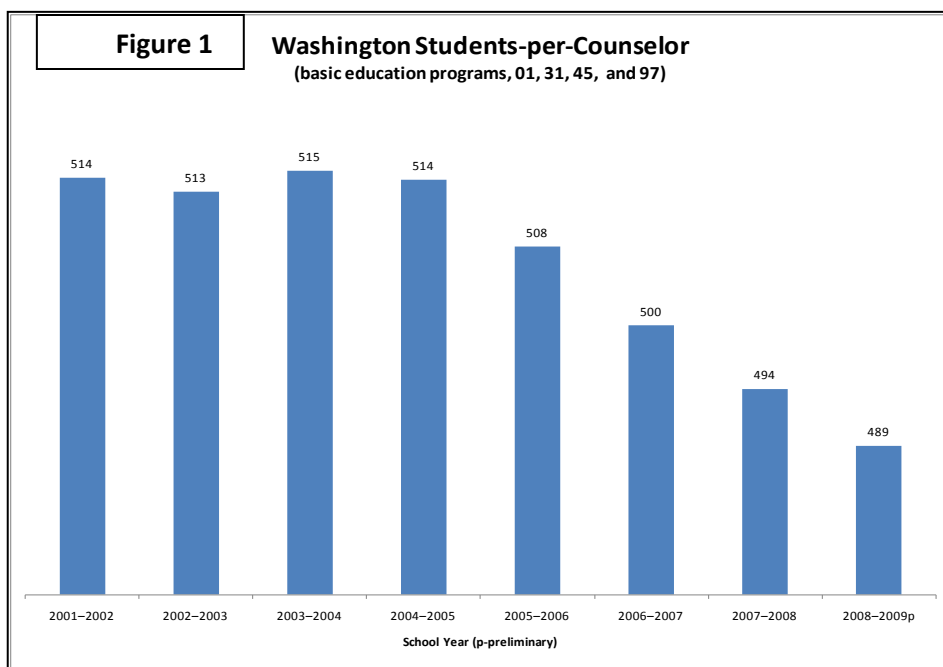
### Washington Context

The current basic education funding model does not designate funding for guidance counseling staff. Schools are expected to hire counselors from their certified instructional staff (CIS) allocation. Based on a proposed method to crosswalk current funding into a more specific set of allocations, Washington’s current counselor-to-student ratios are 1:455 in and 1:508 at both the middle and high schools. Figure 1 details the overall counselor to student ratios for the last eight academic years. Counselor-to-student ratios have declined steadily since 2005 from a ratio of 1:508 students to 1:489 in the 2008-2009 academic year.

### Research Basis

In 2003 the American School Counselor Association (ASCA) put forth a national model for comprehensive school counseling programs (CSCP), and in this model ASCA recommends a 1:250 professional counselor-to-student ratio.<sup>1</sup> When fully implemented, CSCPs significantly improve student achievement. In a 2008 study of CSCPs and

academic achievement in Washington State middle schools researchers found that students in schools that have fully implemented longstanding CSCPs score higher on both the Iowa Test of Basic Skills (ITBS) and the Washington State Assessment of Student Learning (WASL).<sup>2</sup>



## 1.3 –Guidance Counselors and Parent Outreach

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A separate analysis of the impacts of CSCPs reveals that students who attend schools where guidance curriculum materials are used tend to score about one-third of a standard deviation higher on assessments than students at schools without any guidance curriculum; these effects are significant for all levels of schooling.<sup>3</sup> The study notes that although computer programs may be useful in vocational planning, counselor involvement is essential in facilitating career planning. The study also reveals that compared to small group sessions, workshops, and career classes individual planning is the most effective way to guide high school student as they create career plans.

### Recommendation History

Washington Learns: The K-12 Advisory Committee of WA Learns recommends that allocations provide for one teacher (counselor) position for every 100 Washington adjusted students eligible for free and reduced price lunch, with a minimum of one for each of the prototypical school models (432 student elementary, 450 student middle and 600 student high school). In addition, WA Learns recommended providing an additional 1.8 guidance counselor positions and an additional 2.4 guidance counselor positions in the prototypical middle and high school models, respectively, based on the ASCA standards.

Basic Education Finance Task Force: The BEFTF recommends that funding be provided for professional guidance staff in middle and high schools. The Task Force recommends that categorical funding for 1.0 guidance counselor positions per 432 student middle school, and 1.5 guidance counselor positions per 600 student high school become part of the basic education funding model.

ESHB 2261: The bill stipulates that the minimum allocation for each level of prototypical school include an allocation for guidance counselors performing functions including parent outreach and graduation advisor.

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<sup>1</sup> [www.schoolcounselor.org](http://www.schoolcounselor.org). Accessed August 17, 2009.

<sup>2</sup> Sink, C. A., Akos, P., Turnbull, R. J., & Mvududu, N. (2008). An Investigation of Comprehensive School Counseling Programs and Academic Achievement in Washington State Middle Schools. *Professional School Counseling*, (12) 1, 43-53.

<sup>3</sup> Whiston, S.C. & Quinby, R.F. (2008). *A Review of School Counseling Outcome Research*. *Psychology in the Schools*, 46(3), 267-272.

## 1.4 – Student Health Services

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### **The Importance of Student Health/Social Services**

One purpose of student health and social services is to remove students' non-academic barriers to academic success. Students do not leave their issues at the school door; instead, they come to school with life-threatening health conditions like diabetes and asthma that impact their academic performance. Many students enter the classroom burdened by mental illness, instability resulting from homelessness, or from being moved from home to home in foster care system. School nurses and school social workers help students through their non-academic obstacles so that they can fully engage in the classroom.

Many schools in Washington do not provide adequate nursing or social services to their students. Districts have seen an increase in the number of students with chronic conditions such as asthma and diabetes, and face new mandates stipulating how those conditions must be managed in schools. Chronic conditions affect communities of color and low-income communities at higher rates than white and affluent communities; and studies indicate a relationship between these health disparities and the academic achievement gap, between whites and racial and ethnic minorities, and children living in poverty.<sup>1</sup> School nurses follow-up with parents regarding student immunizations, develop care plans for student with life-threatening or chronic health conditions, are critical first responders in a health emergency at school, and are overall managers to ensure the health and well-being of both faculty and students.

School social workers have a unique perspective to lend to policymakers regarding school organization because they are members of a profession that focuses on eliminating social and emotional barriers to change.<sup>2</sup> School social workers are often assigned to work with students who are at risk of academic failure, and they contribute greatly to schools efforts to alleviate academic achievement gaps. School social workers help to improve school climate so that all students can excel.

### **Washington Context**

Historically, the Washington basic education funding model has provided funds for schools to employ health and social services staff through the certificated instructional staff and classified staff funding allocations. The funding model does not specifically delineate funding for school nurses or social workers, but in the 2008-2009 school year we can identify state funding at about 1 certificated school nurse per 2,572 students and 1 school social worker per 14,643 students. At this allocation level, most school districts do not have high enough enrollment to generate even part of a FTE school nurse or social worker.

Increasing federal and state requirements regarding the management of health conditions in schools has amplified the need for school nursing services. 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. What was an adequate nursing allocation in the 1970's, is inadequate today. The following table displays these changes:

## 1.4 – Student Health Services

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
<b>Contagious Diseases</b>	RCW 28A.210.010— Contagious diseases, Limiting contact—Rules and regulations.	Continuing requirement.	Continuing requirement.
<b>Vision and Auditory Screening</b>	RCW 28A.210.020 through .040—Visual and auditory screening of pupils.	Continuing requirement.	Continuing requirement.
<b>Scoliosis Screening</b>	28A.210.220 through .250—Screening program for scoliosis.	Continuing requirement.	Continuing requirement.
<b>Medication Administration</b>	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).
<b>Nurse Delegation</b>  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.

## 1.4 – Student Health Services

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

## 1.4 – Student Health Services

School mandates requiring Professional Registered Nurse (RN)	1978	1990s	Today
<b>Emergency Care Planning/Life Threatening Conditions</b>	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.
<b>Diabetes</b>	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.
<b>Asthma</b>	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.

## 1.4 – Student Health Services

<b>Anaphylaxis</b>	No requirements	No requirements	SSB 6556: School Districts must develop policies to prevent Anaphylaxis, by Sept 1, 2009.
<b>School mandates requiring Professional Registered Nurse (RN)</b>	<b>1978</b>	<b>1990s</b>	<b>Today</b>
<b>Clean, Intermittent Bladder Catheterization (CIC)</b>	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.
<p><b>Nursing dependent students</b></p> <p>These students require 24 hours/day, frequently one-to-one, skilled nursing care for survival.</p> <p>Without effective use of medical technology and availability of nursing care, the student will experience irreversible damage or death.</p>	<p>Nursing dependent students were not typically served in schools: often did not survive or were in other settings e.g. home or institutions.</p> <p>Section 504 of the Federal Rehabilitation Act of 1973 was not yet implemented in schools for medically fragile students.</p>	<p>Cedar Rapids Court case heightened parents and schools recognition of expected accommodations for students with health conditions.</p> <p>Reference:  <a href="http://caselaw.lp.findlaw.com/scripts/getcase.pl?court=US&amp;vol=000&amp;invol=96-1793">http://caselaw.lp.findlaw.com/scripts/getcase.pl?court=US&amp;vol=000&amp;invol=96-1793</a></p>	<p>Based on recent survey, in 06-07 roughly 160 students were classified as nursing dependent and roughly 4100 students were classified as medically fragile</p> <p><a href="http://www.k12.wa.us/HealthServices/pubdocs/SchHealth.pdf">http://www.k12.wa.us/HealthServices/pubdocs/SchHealth.pdf</a></p> <p>Accommodations must be provided for students with a health condition that impacts a major life function.</p> <p>Reference:  <a href="#">A Parent &amp; Educator Guide to Free Appropriate Public Education (Puget Sound ESD) (under section 504 of the Rehabilitation Act of 1973)</a></p>
<p><b>Medically fragile students</b></p> <p>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</p>			

The state created the School Nurse Corps (SNC) in 1999 to try and support districts in their efforts to provide nursing services. The SNC is a regional delivery system of school nursing services, managed by the nine Educational Service Districts (ESD). Regional nurse administrators provide consultation to all school districts and place 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

## 1.4 – Student Health Services

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services to all students, but rather provide services to districts without the means to provide school nurses on their own. The program was originally funded at \$2.5 million in 1999, and after a 3% reduction in 2001, the program budget has remained constant while costs related to nursing services and transportation costs for nurses traveling long distances have increased each year. As a result, School Nurse Corps service hours have declined by more than 25% since 2002-2003 and 17 school districts have been dropped from program coverage.

As schools' ability to provide student health services declines, schools are seeing an increase in the number of students with serious and life-threatening chronic health conditions. Asthma, the most prevalent health condition, shows a similar trend. In the early 1980's about 3% of youth were diagnosed with asthma. Today the asthma rate is 8.5%. In Washington State, 1 in 10 children under the age of 18 have been diagnosed with asthma.<sup>3</sup>

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. In Washington State, an estimated 3,762 children and young adults under the age of 20 have been diagnosed with diabetes.<sup>4</sup> Type 1 diabetes usually strikes children and young adults, although the disease can appear at any age. There is no known way to prevent this type of diabetes. Type 2 diabetes, accounts for 90 to 95% of all diagnosed cases of diabetes nationally. Now, Type 2 diabetes is occurring more often in young people; and is being diagnosed more frequently among African-American, Latino, and Pacific Islander populations.

Barriers to learning include more than just students' physical health, mental health, lifestyle choices, and criminal history. For instance, approximately 40.3% of all WA public school students experience poverty to the degree that they received Free or Reduced-price meals through the National School Lunch and Breakfast program in 2008-09 school year. The effects of such poverty on learning, including inadequate food, shelter, and clothing, are well documented.

Roughly 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.

Many students are also dealing with substance abuse challenges, and 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 were heavy drinkers, and 7% of middle school students and 19% of high school students reported recent marijuana use.

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,

## 1.4 – Student Health Services

students with non-academic barriers to learning drop out of school more frequently than their peers who do not experience such barriers. For the 2007-08 school year, approximately 5.6% of all high school students dropped out of school.

Districts are under significant pressure to utilize resources from certificated funding ratios to meet instructional needs rather than reducing non-academic barriers for students. Thus, districts typically fund support activities like health and social services in other ways, using local levy funds, local, state, and federal competitive grants, and collaborative partnerships with community-based service providers. This funding instability results in an ever-changing patchwork quilt of student support services 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:

<b>Program</b>	<b>Grant Type</b>	<b>Year Established</b>	<b>Initial Annual Funding</b>	<b>Current Funding</b>	<b>Number of Districts Partially Served</b>
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	Competitive—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.

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 funded 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

## 1.4 – Student Health Services

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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 most districts to provide sustained student support through competitive grants.*

### **Research**

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 JLARC survey 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 many districts used non-nursing personnel to provide health services to their students. In addition, the survey identified that some advanced medical procedures, such as catheter insertions and tube feedings, were being performed in the school setting by non-medical personnel. The lack of school nurses in schools is cause for great alarm because of student safety and the increase in statutory requirements over the last 30 years regarding the management of life-threatening conditions and chronic and acute illnesses in schools.

In 2008, a study of school nurse case management of children with chronic illnesses found improved health and academic outcomes for students.<sup>5</sup> School nurses from five school districts tracked the outcomes of 114 students with chronic illness such as asthma, diabetes, life-threatening allergies, seizures and sickle-cell anemia. These school nurses then provided regular case management for each of these students that included training on how to manage their illness and recognize signs of problems, monitoring classroom participation, and communicating with teachers, parents, and primary care providers. School nurses also collected data on grades, standardized test scores, attendance, and participation in extracurricular activities. The study found that among the students failing in the previous school year, more than half improved their grades. Though the improvements may have resulted from instructional interventions, there is some anecdotal information from the school nurses suggesting the case management did have a possible impact on student performance. The study sites an example of a high school student with Type 1 diabetes who missed 29 days the previous year and struggled in class. The school nurse showed the student how to manage her diabetes instead of letting her illness control her. While part of the study, the students missed fewer days and her grades improved significantly.

## 1.4 – Student Health Services

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### Recommendation History

**National Recommendations:** The American Academy of Pediatrics, the American School Health Association (ASHA), Healthy People 2010 and the National Association of school Nurses recommends a ratio of one nurse for every 750 general population students. In schools with significant populations of students with chronic illness or developmental disabilities, a ratio of 1 to every 125 students may be needed.

The School Social Work Association of America and the ASHA recommend a 1:400 ratio for school districts.

**The Washington State Staff Model for Delivery of School Health Services (2000):** Establishes the nursing staff needed by the students within a school building utilizing severity coding. In addition to the nursing staff required by the severity coding, the *Staff Model* recommends a 1:1500 ratio of school nurses to students.(School Nurse Study 2006).

**Washington Learns (2006):** The Washington Learns K-12 Advisory Committee prototypical school recommendation included an allocation for pupil support staff for every 100 students eligible for free and reduced price lunch in each prototypical school. The pupil support allocation, in this model, was intended to fund guidance counselors, nurses, and social workers to address the specific needs of struggling students.

**Interim Legislative Task Force on Comprehensive School Health Reform (2007):**The Comprehensive School Health Reform Task Force in their report to the legislature recommended a ratio of one school nurse for every 1,500 regular education students in districts larger than 2,000 students and should review appropriate nurse to student staffing ratios in smaller districts.

**The Basic Education Funding Task Force (2008):** The BEFTF recommended one student health services staff per prototypical school. The allocation will be used for nurses and social workers.

**ESHB 2261 (2009):** The ESHB 2261 creates a student health services staff allocation that includes school nurses and social workers.

## 1.4 – Student Health Services

### Recommendation Values Summary

Health Services FTEs						
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	2.16	1.0	1.0	1.0	
<b>3</b>	Finance Task Force	2.16	1.0	1.0	1.0	
<b>4</b>	Washington Learns	3.80	1.52	1.64	2.28	Based on 1 FTE per 100 FRPL students, with a minimum of 1 FTE per school
<b>5</b>	2007 Interim Legislative Task Force on Comprehensive School Health Reform	.67	.27	.29	.40	Recommended nurse ratio of 1/1,500 students for districts greater than 2,000 students
<b>6</b>	Basic Education Level (RCW 28A.150.260)	.36	0.14	0.08	0.32	
<b>7</b>	School Social Workers Association of America	2.50	1.0	1.08	1.50	Recommended SW ratio of 1/400 students
<b>8</b>	National Association of School Nurses	1.33	0.53	0.58	0.80	Recommended nurse ratio of 1/750 students

<sup>1</sup> See, for instance:

[http://www.cdc.gov/HealthyYouth/health\\_and\\_academics/index.htm](http://www.cdc.gov/HealthyYouth/health_and_academics/index.htm); <http://www.gettingresults.org/> ;  
[http://www.activelivingresearch.org/alr/alr/files/Active\\_Ed.pdf](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.

<sup>2</sup> Lagana-Riordan, C. & Aquilar, J. (2009). What's Missing from No Child Left Behind? A Policy Analysis from a Social Work Perspective. *Children and Schools*, 31(3), Pg. 145-144.

<sup>3</sup> Washington State Department of Health (2007). *State Healthy Youth Survey 2006*. Pg 31.  
[https://fortress.wa.gov/doh/hys/Documents/HYS2006\\_AnalyticReport.pdf](https://fortress.wa.gov/doh/hys/Documents/HYS2006_AnalyticReport.pdf)

<sup>4</sup> Washington State Department of Health (2007). *State Healthy Youth Survey 2006*. Pg 31.  
[https://fortress.wa.gov/doh/hys/Documents/HYS2006\\_AnalyticReport.pdf](https://fortress.wa.gov/doh/hys/Documents/HYS2006_AnalyticReport.pdf)

<sup>5</sup> Engelke, M., Guttu, M., Warren, M., and Swanson, M. (2008). "School Nurse Case Management for Children with Chronic Illness: Health, Academic, and Quality of Life Outcomes." *The Journal of School Nursing*. 24; 205-215.

## 1.5 – Professional Development Coaches

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### The Importance of Professional Development

Teacher effectiveness is not fixed. Teachers must continue to study and to adjust their practices in ways that resonate with their audience, stay current with learning standards, adopt new curriculum into their lesson plans, and learn better approaches to differentiating instruction for each of their students based on students' needs. In recent years teachers have had to become more nimble in their approach to instruction as Washington's schools have seen an increase in their student of color, low-income, limited English proficiency and special education populations. Participating in meaningful professional development (PD) activities help teachers respond to the challenge of educating all students to high standards.<sup>1</sup>

### Washington Context

Beginning in the 2007-08 school year, the Legislature funded math and science professional development; specifically providing funding for 2 days per 4<sup>th</sup>– 5<sup>th</sup> grade teacher; 3 days per secondary math and science teacher; and for 5 days of PD, intended to be used to design new more rigorous math and science curriculum, for 2 teachers from each secondary school. State appropriations for specific math and science professional development were discontinued beginning with the 2009-10 school year.

Current state funding provides for one Learning Improvement Day (LID) for teacher professional development each year. Learning Improvement Days are not part of basic education and over time funding has been reduced. In 1994, Student Learning Improvement Grants (SLIGs) paid for about 4 days of teacher professional development. In 1999, SLIG funding was re-packaged as LID, and funding was provided for 3 days. Starting in the 2002-2003 SY LIDs were reduced to 2, and in response to the economic crisis in our state, the Legislature reduced the number of LIDs to 1 for the 2009-10 school year.

In a 2009 study, researchers compared states' professional development programs along the lines of the access teachers have had to various types of professional development activities in the previous 12 months. The study revealed that in most cases the access Washington teacher have to professional development is not statistically different from that of the average teacher across the nation. However, the study notes that the average number of hours of professional development teachers have access to is less than the 50 hours thought to be needed in order to result in changes in teacher practices.<sup>2</sup>

### Research Basis

Studies show that teachers need to engage in on-going meaningful professional development in order to achieve the greatest outcomes with their students.<sup>3</sup> These experiences provide teachers with opportunities to connect with their colleagues, learn from master teachers, and devise strategies for implementing best practice methods of instruction into their classrooms.

Professional Development has an indirect effect on student achievement. Effective professional development changes teacher practice and effective teachers help students to realize high levels of achievement. There is a growing body of literature seeking to identify the elements and types of professional development that actually lead to changes in teacher practices in order to better predict that impact various professional development activities will have on student achievement.

Effective professional development programs are not haphazardly thrown together or conducted in piecemeal fashion. They are solid learning structures built within school and districts, with seven key design elements in mind. These elements include:

- Structure; reform type or traditional activity<sup>4</sup>

## ***1.5 – Professional Development Coaches***

- A focus on content, and how students learn content
- In depth, active learning opportunities
- Links to high standards
- Opportunities for teachers to take on leadership roles
- An extended duration
- An emphasizes on the collective participation of teachers from the same school, department, or grade level<sup>5</sup>

A 2002 longitudinal study set out to quantify the effect that these seven elements have on teachers' use of specific teaching practices when they are incorporated into professional development activities. These practices have all been connected to student achievement, and including the use of technology, higher order instruction and alternative assessments. Professional development that was structured as a reform-type activity and employed collective participation had a significant impact on teacher's use of higher order instruction; PD aligned with high standards had a significant effect on teachers' use of alternative assessments.

### **Recommendation History**

**Washington Learns:** The K-12 committee of WA Learns recommended that the number of teacher "learning improvement days" should be extended by 8 days to provide a total of 10 days for intensive summer institutes. WA Learns also recommended that instructional facilitators provide instructional coaching; collaborative work should be conducted during planning and preparation time; and an additional \$100 per student, or about \$43,000 in the prototypical elementary, \$45,000 in the prototypical middle schools and \$60,000 for the prototypical high school, should be provided for training and other miscellaneous professional development costs.

**Basic Education Funding Task Force:** The BEFTF recommended increasing the number of LID days from 2 to 10 as part of the state funded salary allocation model.<sup>6</sup> This change would increase teacher contract days from 180 to 190 and shield LIDs from future legislative budget cuts. In addition the task force recommended that district receive funds to support .75 FTE professional development coordinators in high schools, and .5 FTE coordinators in middle and elementary schools and an additional \$100 per student for training costs.

**ESHB 2261:** The bill does not identify a specific quantity of professional development and stipulates funds appropriated for Learning Improvement Days shall not be considered part of the definition of basic education.<sup>7</sup>

### **Recommendation Summary**

<b>Professional Development (Learning Improvement Days)</b>					
		Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation	Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	10	10	10	Becomes part of 'Basic Education'
<b>3</b>	Finance Task Force	10	10	10	Becomes part of 'Basic Education'
<b>4</b>	Washington Learns	10	10	10	Becomes part of 'Basic Education'
<b>5</b>	District Practice	Varies	Varies	Varies	
<b>6</b>	Operating Budget Level	1	1	1	
<b>7</b>	Basic Education Level (RCW 28A.150.260)	0	0	0	

## 1.5 – Professional Development Coaches

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<sup>1</sup> Desimone, L.M.; Porter, A.C.; Garet, M.S.; Yoon, K.S.; & Birman, B.F. (2002). Effects of Professional Development on Teachers; Instruction: Results from a Three-year Longitudinal Study. *Educational Evaluation and Policy Analysis*, 24(2), 81-112.

<sup>2</sup> Chung Wei, R., Darling-Hammond, L., Andree, A., Richardson, N., & Orphanos, S. (2009). *Professional Learning in the Learning Profession: A Status Report on Teacher Development in the US and abroad*. A publication of the National Staff Development Council available at:  
[http://www.srnleads.org/resources/publications/pdf/nsdc\\_profdev\\_tech\\_report.pdf](http://www.srnleads.org/resources/publications/pdf/nsdc_profdev_tech_report.pdf)

<sup>3</sup> Desimone et al. (2002)

<sup>4</sup> Reform type include: study groups, teacher networks, mentoring relationships, committees or task force.  
Traditional activities are workshops, courses, or conferences.

<sup>5</sup> Desimone et al. (2002).

<sup>6</sup> Final Report of the Joint Task Force on Basic Education Finance, January 19, 2009. The report called for an increase from 2 to 10 LID days, but as a result of a change made by ESHB 1244 current funding provides for 1 LID Day.

<sup>7</sup> ESHB 2261 § 403(1)

## 1.6 – Instructional Aides

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### **The Importance of Instructional Aides**

Instructional aides are an integral part of our education system. Instructional aides work in every district in the state, and support certified staff by working with students one-on-one, and assisting with classroom management.

According to the most recent national statistics, ninety-one percent of elementary and secondary schools employ at least one instructional aide. These individuals provide support to certified staff in most educational programs, and about half of all instructional assistants nationally work with special needs students.<sup>1</sup>

### **Washington Context**

There is no specific allocation for instructional aides in the state's basic education funding model. Districts hire aides out of their classified staff allocation, and in the 2008-2009 school year district employed approximately 12,420 FTE aides disbursed throughout the 295 local school districts in the state.<sup>2</sup> Aides represent 12% of total school district personnel and 5% of staff working in basic education programs.<sup>3</sup> (About 2,000 are employed in the basic education program; the remainder are largely employed by the Title I, Special Education, Learning Assistance and and State Transitional Bilingual Programs.)

As part of the 1993 education reform bill, the legislature created the paraprofessional training program. The purpose of the program was to provide paraprofessionals with the training and skills they needed to support instruction aligned with the student learning goals established in the basic education act. In addition, the program was to provide training to certificated personnel who work with classroom aides.<sup>4</sup> Initial allocations for the program were approximately \$2.1 million for the 1993-95 biennium, and when funding for the paraprofessionals training program was eliminated in 2009 program funds totaled roughly \$1.1 million.

In addition to funds allocated for the paraprofessional training program the state also invests in the development of paraprofessionals through the Pipeline for Paraprofessionals Conditional Scholarship Program.<sup>5</sup> The Pipeline Program was created in 2007, and is currently funded at a level of \$500,000 for the 2010 and 2011 fiscal years. The goal of the program is to increase the number of paraprofessionals that complete their associate of arts degree at a community or technical college in two years or less and become eligible for mathematics, special education, or English as a second language endorsement via route one of the Alternative Routes to Teacher Certification Program. The program also aims to relieve some of the teacher shortages identified by the Washington Professional Educators Standards Board in the broad categories of mathematics, special education, English as a second language, and the sciences.

### **Research Basis**

There is little evidence to suggest that paraprofessionals in standard classrooms have a significant positive effect on student achievement. The Tennessee STAR study, designed to measure the impact of class size reduction on student achievement, found that student outcomes were not statistically different in classes with instructional aides from those that did not have aides.<sup>6</sup> However, this study did not control for aides' credentials, and recent literature suggests that aides must be highly qualified in order to have a positive impact on student achievement. This study also used aides as a proxy for reducing class sizes, so the results more accurately state the merits of reducing class size over adding aides as opposed to stating the relative merits of having aides in classrooms that are similarly sized.

## 1.6 – Instructional Aides

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Section 1119 of Title I of the Federal Elementary and Secondary Education Act (ESEA), as amended by No Child Left Behind (NCLB), outlines standards paraprofessionals must meet in order to be considered highly qualified. The legislation states that each local educational agency receiving Title 1 funding shall ensure that all paraprofessionals working in programs supported by Title 1 funds shall have:

- Completed at least 2 years of study at an institution of higher education;
- Obtained an associate's (or higher) degree; or
- Met a rigorous standard of quality and can demonstrate, through a formal state or local academic assessment, knowledge of, and the ability to assist in instructing, reading, writing, and mathematics or knowledge of, and the ability to assist in instructing, reading readiness, writing readiness, and mathematics readiness, as appropriate.

Across the country, the majority of paraprofessionals work with special education students and English language learners (ELL). Paraprofessionals working in these fields play critical roles in schools that are unable to find or retain a sufficient number of certified special education and ELL teachers. In a 2006 study, researchers observed that in response to these shortages several programs have been developed, in urban areas, to train bilingual paraprofessionals.<sup>7</sup> The study found that once trained bilingual/bicultural paraprofessionals not only possess the skills needed to work effectively with all students, but they also possess skills that make them uniquely qualified to work with English language learners in particular. These skills including:

- A personal understanding of cultural complexities;
- A learned knowledge of language systems;
- An ability to communicate with students and families; and
- A keen awareness of their responsibility as role models.

### Recommendation History

**Washington Learns:** Washington Learns recommended that 2.0 FTE non-instructional aide positions be provided to prototypical elementary and middle schools<sup>8</sup>, as well as 3.0 FTE aide positions for the prototypical high school, to be used for relieving teachers from lunchroom, playground and other non-teaching responsibilities. No recommendation was made to allocate instructional aides to the prototypical schools.

**Basic Education Finance Task Force (BEFTF):** The final report of the BEFTF did not recommend a specific allocation for instructional aides or non-instructional aides. The BEFTF model was intended to provide resources on an allocation basis only; the task force recognized in discussion that districts would use a portion of their classroom teacher allocation to employ either instructional or non-instructional aides in the core program.

**ESHB 2261:** The bill stipulates that the minimum allocation for each level of prototypical school include an allocation for teaching assistance which includes any aspect of educational instructional services provided by classified employees.

## 1.6 – Instructional Aides

### Recommendation Values Summary

Instructional Aides (Classified FTEs)						
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Notes
1	QEC Recommendation		Pending	Pending	Pending	
2	Dorn Proposal 9/29/09	2.99	2.0	1.0	1.0	
3	Finance Task Force	0	0	0	0	
4	Washington Learns*	1.67	0	0	1.0	1.0 FTE for library tech. at high school level
5	Basic Education Level (RCW 28A.150.260)	1.8	1.26	0.48	0.68	
6	Oregon Quality Ed Model (caution, includes Office Support)	19.38	7.06	8.64	12.30	FTEs for secretary, spec ed. asst's, records clerk, parent involvement, playground supervisor, technology specialist and other classified positions

\*The Washington Learns report included recommendations for non-instructional aides at 4.88 staff per 1,000 students (or 2.0 elementary; 2.0 middle; and 3.0 high school).

<sup>1</sup> Source: U.S. Department of Education, National Center for Education Statistics, Institute of Education Sciences, (2007). Issue Brief: Description of Employment Criteria of Instructional Paraprofessionals.

<sup>2</sup> See OSPI School District Personnel Summary Report, 2008-2009 available at <http://www.k12.wa.us/safs/PUB/PER/0809/ps.asp>

<sup>3</sup> Figures derived from OSPI School District Personnel Summary Report, 2008-2009 available at <http://www.k12.wa.us/safs/PUB/PER/0809/ps.asp>

<sup>4</sup> See RCW 28A.150.210 or ESHB 1209 §408(1)

<sup>5</sup> See RCW 28A.660.042

<sup>6</sup> Achilles (1999) & Gerber, Finn, Achilles & Boyd-Zaharias (2001) as cited in Odden, A; Picus, L. O.; Goetz, M.; Mangan, M. T.; & Fermanich, M. (2006). *An Evidence-Based Approach to School Finance Adequacy in Washington*: prepared for the k-12 committee of Washington Learns.

<sup>7</sup> Lenski, S. D. (2006). Reflections on Being Biliterate: Lessons From Paraprofessionals. *Action in Teacher Education*, 28(4), 104-13.

<sup>8</sup> Assuming prototypical schools sizes of 432 elementary, middle and 600 high school students

## ***1.7 – Maintenance (Custodians, Building, and Grounds)***

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### **The Importance of Facilities Maintenance**

The quality of school facilities has a direct affect on teacher performance and student achievement. “Poor school conditions make it more difficult for teachers to deliver an adequate education to their students, adversely affect teachers’ health, and increase the likelihood that teachers will leave their school and the teaching profession. Our nation’s school facilities are a critical part of the educational process. Their condition and upkeep must be addressed in the ongoing discourse about student achievement, teacher effectiveness, and accountability.”<sup>1</sup>

Budget constraints force districts to make decisions that pit day-to-day operating costs against long-term investments in facilities maintenance. Unfortunately, activities usually take precedent, and the cost of deferred maintenance rises until large scale investments are required in order to return buildings to safe and healthy conditions. The cost of deferred maintenance alone is high, but when districts also consider the opportunity costs of deferring maintenance that leads to teacher dissatisfaction, and undermines student achievement the budget constraints that lead them to prioritize day-to-day operations over routine and preventative maintenance seem even more limiting.

### **Washington Context**

According to Washington State law school districts have an obligation to ensure that all school buildings are properly heated, lighted, ventilated and maintained in a clean and sanitary condition. In addition districts must maintain, repair, furnish and insure their school buildings.<sup>2</sup> Lawful facilities maintenance requires both routine and preventative action. The Washington State Board of Health has recently adopted a new set of rules regarding the maintenance of safe and healthy buildings. The rules will not be fully in effect until the Legislature allocates resources so that districts can afford to maintain buildings to this level. The cost of the rules is estimated at \$45 in one-time capital costs; about \$29 million in annual on-going capital costs; and about \$15 million in annual ongoing operating costs.

Funding for facilities maintenance is currently allocated to districts as part of the classified staffing allocation and the non-employee related cost (NERC) allocation. Facilities maintenance does not have a specific, isolated allocation.

In the 2007-2008 school year the per-pupil NERC allocation was \$511. Of this allocation, distributed proportionally based on district spending, the state allocated \$72.35 per student for facilities maintenance supplies. In 2007-08 districts spent an average of \$161 per on facilities maintenance supplies.

In 2007-08, districts employed 5.87 facilities maintenance, grounds keepers and custodians per 1,000 students (35.22 % of the state allocation for classified staff).

Based on district expenditures for supplies and employment levels, compared to state funding, the state pays for about 60 percent of facilities maintenance. Districts pay for the remaining 40 percent with local funds; largely local levy funds.

Custodians play an import role in carrying out day-to-day facilities maintenance. The U.S. Department of education establishes benchmarks for how much space can be assigned to one properly supplied custodian in order to meet specified levels of cleanliness.<sup>3</sup> The 1 – 5 scale specifies benchmarks for (1) spotless cleaning, (2) intensive cleaning, (3) cleaning required to ensure the health and comfort of building users, (4) cleaning not generally acceptable for a school environment, and (5) cleaning that is not considered healthy. As of 2007, building operations personnel across the state were responsible for

## 1.7 – Maintenance (Custodians, Building, and Grounds)

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maintaining an average of 28,172 square feet per shift.<sup>4</sup> This operations staff-to-square feet ratio ranks the averaged Washington school's cleanliness at a level 4; cleanliness that is generally not acceptable for school environments. It would take an average decrease of more than 3,000 sq. ft. per staff to bring schools up to the minimum acceptable level of cleanliness.

Beginning in 2006 the districts received access to additional maintenance funding through the Small Schools Repair Grant Program. The program is intended to help cover the cost associated with urgent health and safety repairs and projects. Total annual appropriations for the program are \$3 million for the 2009-2011 biennium. Each year of the program, requests have exceeded available resources by millions of dollars. In January 2009, the Office of Superintendent of Public Instruction conducted a survey to identify the outstanding need for school repairs. With 206 districts reporting, the identified need for school repairs was \$1.9 billion.

### Research Basis

There is a growing body of literature examining the effect that school facilities have on student achievement, and teacher effectiveness. Studies show that school comfort factors like air quality, lighting, noise, and the condition of furniture and lockers have a significant effect on student achievement.<sup>5</sup> Poor indoor air quality can cause "sick building syndrome," that then leads to higher absenteeism and reduces student achievement.<sup>6</sup> Daylight has been correlated with student achievement and one study notes that "students in schools with the most classroom daylight progressed 20% faster in one year on math test and 26% faster on reading test than those student who learned in environments that received the least amount of natural light."<sup>7</sup> External noise is also linked to student achievement as it distracts both students and teacher and causes stress in students.<sup>8</sup>

A 2003 study found that the quality grade teachers assigned to their school facilities has a statistically significant relationship with teachers' decision to stay in the profession. Researchers considered the effect that various factors have on teachers' decision to continue teaching for one additional year, and among these factors were: facilities grade, participant age, gender, and level of dissatisfaction with pay. The study found that improving a school facility's grade from an F to an A has a greater effect on the average teacher's decisions to stay in the profession than a similar change in their satisfaction with pay. The study concludes that in some cases, while costly, one-time investments in deferred facilities maintenance can be a more cost-effective teacher retention strategy than permanent salary increases.<sup>9</sup>

### Recommendation History

**Washington Learns:** The K-12 Advisory Committee of WA Learns recommended that districts receive a per pupil allocation for grounds and maintenance staff, and that school receive a per pupil allocation for custodial staff. The committee's suggested allocation amounts are:

- Custodians \$ 182 per pupil
- Maintenance \$ 77 per pupil
- Groundskeepers \$ 55 per pupil
- Maintenance and Operations supplies \$ 39 per pupil

Translating the above per pupil recommendations into a staffing recommendation, it amounts to approximately 5.2 custodians, 1.6 grounds keepers, and 1.8 maintenance crew per 1,000 students.

**Basic Education Finance Task Force:** The BEFTF recommends that funding be provided for 4 maintenance/cleaning staff at each level of prototypical school and about \$130 to \$150 be allocated for

## **1.7 – Maintenance (Custodians, Building, and Grounds)**

facilities maintenance supplies (the exact amount is not known, as facilities maintenance supplies was combined with other allocations in the Central Office allocation).

**ESHB 2261:** The bill stipulates that the minimum allocation for each school district shall include allocations per annual average full-time equivalent student for the following materials, supplies, and operating costs: student technology; utilities; curriculum, textbooks, library materials, and instructional supplies; instructional professional development for both certificated and classified staff; *other building-level costs including maintenance, custodial, and security; and central office administration.* The bill also stipulates as staffing model that includes maintenance crew (including custodial and grounds crew).

### **Recommendation Values Summary**

Facilities Maintenance FTEs						
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Amount per Student for Supplies
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	8.64	4.0	4.0	4.0	\$161
<b>3</b>	Finance Task Force	8.64	4.0	4.0	4.0	\$130-150
<b>4</b>	Washington Learns	8.60	3.44	3.72	5.16	\$39
<b>5</b>	District Practice	5.87	2.35	2.54	3.52	\$161
<b>6</b>	Operating Budget Level	5.99	1.70	3.25	3.72	\$72.35
<b>7</b>	Basic Education Level <sup>10</sup> (RCW 28A.150.260)	5.87	1.67	3.18	3.64	\$72.35

<sup>1</sup> Schneider, M. (2003). Linking School Facilities Conditions to Teacher Satisfaction and Success. A publication of the National Clearinghouse for Educational Facilities. Available at: <http://www.edfacilities.org/pubs/teachersurvey.pdf>.

<sup>2</sup> Source: RCW 28A.335.010

<sup>3</sup> U.S. Department of Education, National Center for Education Statistics, National Forum on Education Statistics. *Facilities Information Management: A guide for State and Local Education Agencies*, NCES 2003-400, prepared by the Education Facilities Data Task Force. Washington, DC: 2003.

<sup>4</sup> Moberly, D. (2007) Study of School Deficiency Repair Grant and Facilities Maintenance Operations in Washington School Districts. Available at: <http://www.k12.wa.us/SchFacilities/Publications/pubdocs/FacilitiesMaintenanceInWASchools.pdf>

<sup>5</sup> Buckley, J., Schneider, M., & Shang, Y. (2004). The Effects of School Facility Quality on Teacher Retention in Urban School Districts. A publication of the National Clearinghouse for Educational Facilities. Available at: <http://www.edfacilities.org/pubs/teacherretention.pdf>

<sup>6</sup> See: Environmental Protection Agency document at: <http://www.epa.gov/iaq/pubs/sbs.html>

<sup>7</sup> Hescong Mahone Group (1999) as cited in Buckley, J., Schneider, M., & Shang, Y. (2004).

<sup>8</sup> Buckley, J., Schneider, M., & Shang, Y. (2004).

<sup>9</sup> Schneider, M. (2003).

<sup>10</sup> Based on preliminary Crosswalk guidance by Funding Formula Technical Workgroup; September 2009.

## 1.8 – Student, Staff, and Facilities Security

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### **The Importance of Safe Schools**

It is commonly believed that children do not progress academically or socially if they do not have a sense of personal safety. Schools must therefore be safe environments if students are to attain learning goals. Unfortunately, national statistics indicate that at least 5% of secondary students are afraid of fear or harm while at school.<sup>1</sup> In Washington, 20% of 8<sup>th</sup> grade students and 18% of 10<sup>th</sup> grade students reported not feeling safe at school.<sup>2</sup> In a national survey conducted in 2005, 6 percent of high school students did not attend school on one or more days in the previous month because they feared for their safety.<sup>3</sup>

Concern about the safety and security of school campuses has been heightened by violent events such as the Columbine High School shooting, the September 11, 2001 attacks, and increasing gang and drug-related violence. A The Department of Education reported that nationally, 78 % of public schools reported at least one incident of violence to the police.<sup>4</sup> School violence is not limited to urban or suburban schools. The percentage of schools that report violent crime varies by school demographics: a larger percentage of urban schools report high numbers of violent incidents than do urban fringe schools or rural schools.<sup>5</sup>

“School safety” encompasses a much broader domain than security issues related to crime and violence, however. The public expects that schools are prepared to care for students emotionally and physically, no matter the crisis or disaster that may affect the school. The school safety field therefore must address issues as broad as school climate, bullying, internet safety, disaster preparedness, crime prevention, threat assessment, and student discipline. As a result of this increased concern regarding student and staff safety, mandates for the K-12 public school system to improve school safety and security programs have been generated in an effort to keep campuses safe, including passage of SSB 5097 by the 2007 Washington Legislature.

### **Washington Context**

#### *Increasing Legislative Requirements*

Substitute Senate Bill 5097 requires public schools to develop and implement comprehensive safety planning and preparation programs. These requirements were implemented as a result of violent, high-profile school incidents and the general perception that schools did not have viable disaster plans coordinated with local emergency preparedness and response agencies. SSB 5097 required schools to develop and have in place safety plans by September 1, 2008. The plans must address the full spectrum of safety and security measures, including prevention, intervention, disaster preparedness, emergency response and post-incident recovery. This legislation also implemented new training requirements for school principals and additional emergency drill and exercise requirements.

These requirements result in district expenditures to (a) hire personnel to manage emergency preparation efforts and work directly with community emergency-response agencies, (b) purchase emergency equipment and supplies for school campuses, (c) hire substitute staff 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.

## ***1.8 – Student, Staff, and Facilities Security***

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While the requirements of SSB 5097 impose additional direct costs on school districts, recent experience with grant recipients demonstrates that schools also need professional guidance and support in order to develop and implement effective safety practices; many districts currently lack staff with special expertise in emergency preparations and security. It is therefore important that there be a state-level or regional school safety support network to provide schools the guidance they need on school safety; in short, experience shows that at the current level of preparation and planning, schools need on-site assistance as much as they need funding for equipment and supplies.

### *School Safety Factors in Washington*

Many varied factors affect school safety and security in Washington, including juvenile crime trends, overall crime levels, societal dynamics, technological advances, environmental or man-made hazards, and even terroristic threat levels.

Juvenile arrest and incarceration continue to be at relatively low levels, although anecdotal evidence indicates that juvenile crime has increased 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 within 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 for such arrests on school grounds for Washington State.

Gang activity in most communities is on the rise, with law enforcement agencies reporting gang presence even in rural areas previously unaffected by gangs. Counties particularly impacted by the rise in gang activity include King, Pierce, Skagit, Snohomish, Lewis, Spokane, Benton, Franklin, and Clark Counties. Information from the Washington Healthy Youth Survey (HYS) mirrors anecdotal information from law enforcement: between 2002 and 2006, the percentage of 10<sup>th</sup> grade students self-identifying as members of a gang more than doubled. Extrapolation from HYS data generates an estimate of approximately 20,000 gang-involved youth in Washington's schools. Among other factors, economic downturns are a strong predictor of increased gang activity, and authorities expect both gang and extremist group activity to continue to rise.<sup>6</sup>

Possession of weapons on school grounds – especially firearms – is one indicator of the likelihood of violent crime in or near a school. Eight percent of high school students reported in 2008 that they had carried a weapon at school in the last 30 days.<sup>7</sup> The rate of weapons incidents in the last decade has remained relatively constant, while the rate of firearm incidents has been reduced by 50%.<sup>8</sup> School districts reported more than 3,000 weapons incidents for 2007-2008, including 74 firearm incidents and 1912 knife or dagger incidents. The rate of knife possessions and other (mostly martial arts) weapons have gradually increased over the past decade.

## ***1.8 – Student, Staff, and Facilities Security***

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Washington schools must prepare for a number of natural and man-made hazards, including earthquake, tsunami, severe weather, and flooding. Unlike the hurricane Katrina scenario, earthquakes strike without warning and schools must be prepared to shelter, treat, and house students during the crisis. Most recently, schools have been challenged to plan for the H1N1 Influenza pandemic, and districts in the Kent Valley have been preparing for the possible breaching of the Howard Hansen Dam.

### *Decline in School Safety Funding*

As necessary school safety expenditures are increasing, available funding to cover new requirements has been limited and mostly derived from one-time grants. 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 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 mapping system (i.e., the Critical Infrastructure Planning and Mapping System), none of these funds support the training and response planning associated with the technology. 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; these funds were not renewed for the 2009-11 biennium.

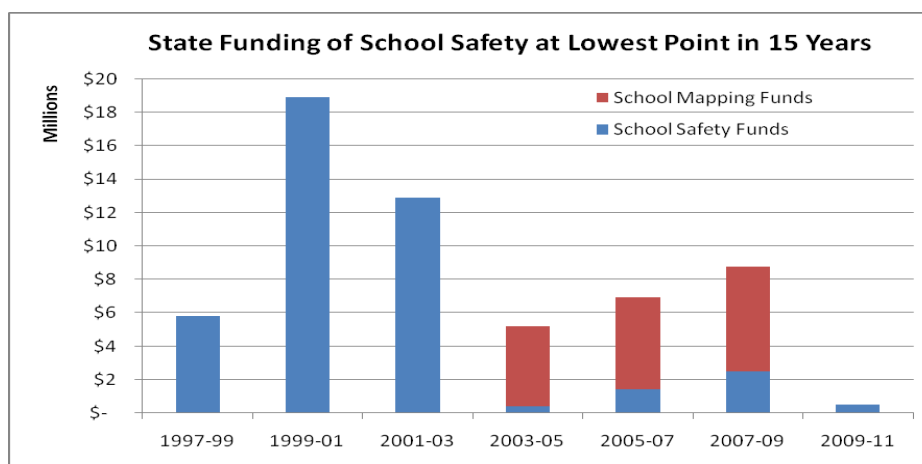
Due to cuts in funding streams, there has been a decrease in the number of school resource officers (SROs) and school security officers (SSOs) in Washington. Federal funding for SROs has been eliminated, forcing many jurisdictions to remove officers from school assignments. Because of declining school budgets, some districts have let go both SROs and security officers, and currently it is estimated that only 20 percent of Washington schools have security or law enforcement officers.

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 has seen a 29% reduction in funding over the last 15 years taking it from a high of \$13.8 million in the 1997-99 biennium to \$9767,000 in the 2009-11 biennium. Title IV funds are primarily used by most districts to provide drug/alcohol prevention services for students, rather than for emergency preparation and security. At this juncture, all indications are that Safe and Drug Free School funding will be eliminated in the 2010 federal budget.

## 1.8 – Student, Staff, and Facilities Security

The graph below displays total state funding for school safety for the past 15 years.



### School Climate Research

School safety and security are crucial components in the organization of schools. While other characteristics of schools, such as the physical structure of a school building and the interactions between students and teachers are important and help to define the school climate,<sup>9</sup> feelings of safeness are an integral part of a safe school environment that helps to support student learning.<sup>10</sup> Educators are constantly seeking to improve the school learning environments in order to ensure teachers and students have positive interactions conducive to learning.

Research in school safety acknowledges that school violence can impact the social, psychological, and physical well-being of both students and teachers and disrupt the learning process. New research has focused on the mechanisms by which the school environment determines the likelihood of school violence. Studies from this research show that schools with less violence are more likely to have students who are aware of school rules that they believe are fair, have positive relationships with their teachers, feel that they have ownership in their school, feel that they are in a classroom and school environment that is positive and focused on learning, and in an environment that is orderly. What this research suggests is that the school's social and physical environment offers opportunities to reduce school violence.<sup>11</sup>

Other research pertaining to school safety and security examines the role of teachers in creating a safe school climate. This research examines the mediating role of teachers in the relationship of the organizational-level factors of management and job autonomy with school violence. Results from the research indicate that the breadth of teacher roles mediates the relationship between participative management and job autonomy and school violence. These results point to the fact that schools which encourage staff members to see themselves as an integral part of all aspects of a school's functioning, involve teachers in the decision making process, and provide teachers with opportunities for discretion - will benefit teachers who believe that student safety can be accomplished. Such teachers are willing to tackle school violence as part of their overall duties.<sup>12</sup>

### Recommendations History

**Washington Learns:** Dr. Picus and Odden, consultants for Washington Learns, recommended an expenditure of \$13 per student for safety related costs. At the time this translated to .2 FTE staff per

## ***1.8 – Student, Staff, and Facilities Security***

1,000 students. 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.

**Basic Education Finance Task Force (BEFTF):** The BEFTF made suggestions for student at 1 FTE per school.

**ESHB 2261:** The minimum allocation for each school district shall include allocations per annual average full-time equivalent student for the following materials, supplies, and operating costs: Student technology; utilities; curriculum, textbooks, library materials, and instructional supplies; instructional professional development for both certificated and classified staff; other building-level costs including maintenance, custodial, and **security**; and central office administration .

### **Recommendation Value Summary**

<b>16. Security FTEs</b>						
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	1.27	0	0.75	1.25	
<b>3</b>	Finance Task Force	2.16	1.0	1.0	1.0	
<b>4</b>	Washington Learns	.2	.08	.09	.12	Funded as part of Maintenance, Supplies, and Operating Cost allocation (\$13/student); equivalent to .2 staff per 1.100 students.
<b>7</b>	Basic Education Level (RCW 28A.150.260)	.63	0.18	0.34	0.39	

<sup>1</sup> Department of Education. (2007). Indicators of school crime and safety. Washington (DC): U.S. Government Printing Office.

<sup>2</sup> Healthy Youth Survey 2008. Washington Department of Health.

<sup>3</sup> Center for Disease Control and Prevention. National youth risk behavior survey 1991-2005: trends in the prevalence of behaviors that contribute to violence on school property. Available at: [http://www.cdc.gov/healthyouth/yrbps/pdf/trends/2005\\_YRBS\\_Violence\\_School.pdf](http://www.cdc.gov/healthyouth/yrbps/pdf/trends/2005_YRBS_Violence_School.pdf).

<sup>4</sup> Ibid.

<sup>5</sup> Fifty-three percent of urban schools reported 20 or more violent crime incidents, compared to 42 percent of urban fringe schools and 43 percent of rural schools. Bureau of Justice Statistics (BJS) and the National Center for Education Statistics (NCES). Indicators of School Crime and Safety: 2008.

<sup>6</sup> National Gang Threat Assessment 2009. National Gang Intelligence Center. Washington, D.C.

<sup>7</sup> Healthy Youth Survey 2008.

<sup>8</sup> 2008 Report to the Legislature: Weapons in Schools. Office of Superintendent of Public Instruction.

<sup>9</sup> Marshall, M. L. (2004). *Examining School Climate: Defining Factors and Educational Influences*

## 1.8 – Student, Staff, and Facilities Security

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Retrieved (9/23/2009 from) Georgia State University Center for School Safety, School Climate and Classroom Management website: <http://education.gsu.edu/schoolsafety/>

<sup>10</sup> Freiberg, H. J. (1998). Measuring school climate: Let me count the ways. *Educational Leadership*, 56(1), 22-26.

<sup>11</sup> Lindstrom, S. (2009). [Improving the School Environment to Reduce School Violence: A Review of the Literature.](#) *Journal of School Health*. Vol.79(10) p.451-465

<sup>12</sup> Oplatka, I. (2009). Coping With School Violence through the Lens of Teachers' Role Breadth: The Impact of Participative Management and Job Autonomy. *Educational Administration Quarterly*. 45(3) p.424-449

## 1.9 – Student Technology

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### Importance of Student Technology

Students need curricula that integrate two critical areas of knowledge: **digital citizenship**, which includes safe behavior online, and **technology literacy**—both based on a set of standards necessary to succeed in college and on the job. This reality of 21st century education is borne out by research that connects an increase in student performance with regular classroom access to computers and highly effective instructional practices enriched by technology.

### National and Washington Context

#### *Digital Divide*

With the growing integration of technology within the workplace and at home, student access to computers at school has also increased. “In 2005, the ratio of students to instructional computers with Internet access in public schools was 3.8:1 compared to 12:1 in 1998.”<sup>1</sup> Despite the overall increase in technology in the classroom, schools with high minority enrollment continue to have less computers available to their students as compared to schools with fewer minority students.<sup>2</sup> Even at home, low-income African American (76%) and Hispanic (72%) families are more likely not to have internet access at home compared to low-income White (68%) households.<sup>3</sup>

#### *Washington State Funds*

School districts currently use Non-employee Related Cost (NERC) dollars 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 2008-09 school year, this source of funding generated \$10,178 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 through telecommunications discounts, and provides money for some low-income schools to install network infrastructure. 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 SLD for E-rate funds. Over the past five years, districts in Washington have received an average of over \$18 million annually in E-rate reimbursements, although the amount of funding per district has varied widely.

### Research

In a randomized study of three urban school districts, Barrow, Markman, and Rouse (2007) found a positive correlation between students’ math scores and the use of computer-aided instruction (CAI). The study involved randomly assigned students to either traditional “chalk and talk” pre-algebra and

## 1.9 – Student Technology

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algebra classes or to classes where students were taught with the assistance of a computer-based mathematics program. The researchers found that:

- Students in classrooms with computer-aided instruction scored at least 0.17 standard deviation higher on pre-algebra/algebra exams than students assigned to traditional instruction.
- When using the growth-normed test scores, the study indicated that students assigned to classrooms with CAI achieved 26% more of grade level learning standards at the end of the semester than their peers.

Barrow, Markman, and Rouse (2007) believe that **computer-aided instruction offers students more individualized instruction at their own pace**. The statistically significant higher achievement among students in larger classes with CAI versus those in chalk and talk classes supports their hypotheses. Mouza (2008) conducted a study comparing low-income third and fourth grade students in classrooms that provided each with a laptop against students in classrooms where no laptops were provided.<sup>4</sup> It is important to note that the teachers instructing students with laptops were provided professional development around how to best integrate technology with their instruction. The study gathered data by using surveys, focus groups, and one-on-one interviews with teachers and their students. Mouza (2008) found that:

- Although there was little statistical difference in the academic performance between the two groups of students, the interviews with teachers and the student focus groups indicated that the quality of work being submitted in both writing and math was significantly better from students with access to laptops.
- Teachers indicated that the students with laptops used them as a way to delve deeper into the topic areas being discussed in class. These students used tools to track and manipulate data in the math classes. Students without laptops had a more limited view of the use of computers. They saw computers as a word-processing or an information gathering tool and less as resource to help them understand or learn new ideas.

As this study shows, providing access to computers and teachers well-prepared in using technology in the classroom can provide less advantaged students with a richer learning environment that enhances their motivation and engagement in school.

### Recommendation History

**Washington Learns:** Washington Learns recommended that each school receive \$250 to purchase and maintain computers, servers and software, including security, instructional and management software, in order to have an overall ratio of one computer to every two to three students.

**Basic Education Funding Task Force:** The BEFTF recommends a per pupil allocation of \$200 for student technology, with additional funding for technology support and professional development in other funding streams.

**ESHB 2261:** The bill requires the development of an allocation for student technology that will be part of basic education funding.

## 1.9 – Student Technology

### Recommendation Matrix:

		\$ per Student	Notes
1	QEC Recommendation	Pending	
2	Dorn Proposal 9/29/09	\$223	
3	Finance Task Force	\$200	
4	Washington Learns	\$250	Purchasing, upgrading, and maintaining computer technology hardware and software. No dedicated staff. The Model assumes that instructional facilitators will provide technology training, install software and fix minor computer issues.
5	District Practice	\$113.80	
6	Basic Education Level (RCW 28A.150.260)	\$53.75	
7	Consortium for School Networking	\$250	Includes costs for hardware and software, external applications providers, and direct labor costs for installing & repair.

<sup>1</sup> Wells, J., & Lewis, L. (2006). Internet access in U.S. public schools and classrooms: 1994-2005. National Center for Education Statistics, Institute of Education Sciences. NCES 2007-020.

<sup>2</sup> Wells, J., & Lewis, L. (2006). Internet access in U.S. public schools and classrooms: 1994-2005. National Center for Education Statistics, Institute of Education Sciences. NCES 2007-020.

<sup>3</sup> Pew Research Center's Internet & American Life Project (2003). *An Ever-Shifting Internet Population: A new look at Internet Access and the Digital Divide*. Downloaded 09/13/09. Available at: <http://www.pewinternet.org/Reports/2003/The-EverShifting-Internet-Population-A-new-look-at-Internet-access-and-the-digital-divide/03-Why-non-users-do-not-go-online/04-The-cost.aspx?r=1>

<sup>4</sup> Mouza, C. (2008). "Learning with Laptops: Implementation and Outcomes in an Urban, Under-Privileged School." *Journal of Research on Technology in Education*. 40, 447-472.

## 2.1 – Learning Assistance Program (LAP)

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### The Importance of the Learning Assistance Program

Struggling students must be provided with more time with an educator who can diagnose and address their specific weakness in order to improve their outcomes. Without extra time with an educator in a small-group or one-on-one setting, or a longer school year, struggling students will continue to fall behind and will not be able to catch up with their peers. This is particularly true in the areas of math and science, where currently 38.1 and 55.1 percent of 5<sup>th</sup> grade students; 49.2 and 48.9 percent of 8<sup>th</sup> grade students; and 63.5 and 61.6 percent of 10<sup>th</sup> grade students do not meet standard on the Washington State Assessment of Student Learning (WASL).<sup>1</sup>

### Washington Context

The Legislature defines struggling students as those who have the greatest academic deficits in basic skills (reading, writing, and math) as identified by statewide assessments.<sup>2</sup> The current basic education funding model provides for additional instruction and services for struggling students through the Learning Assistance Program. These instruction opportunities and services include:

- Extended learning time through extended day, week or year activities;
- Instructional services for eleventh and twelfth grade students who are at risk of not meeting local or state graduation requirements as well as eighth grade students not meeting standard and the WASL or needing assistance for a successful entry into high school;
- Professional development for certified and classified staff;
- Consultant teachers to assist in implementing effective instructional practices;
- Tutoring support for students; and
- Family outreach.<sup>3</sup>

Combined with federal Title I funds, these resources represent the bulk of resources intended to ensure that struggling students have an opportunity to learn state standards.

LAP funds are allocated to districts based on two components. The first component is the district's rate of poverty as measured by the percentage of students in the district that qualify for Free or Reduced Priced Lunch (FRPL), and the second component allocates additional funds to districts based on their poverty concentration. A district's poverty concentration is measured by the percentage of students that qualify for FRPL in excess of the state average; roughly 40 percent. For the 2009-2010 school year districts will receive \$281.71 per qualifying LAP student, and in the 2010-2011 school year districts will receive \$282.63 per student. Anticipated LAP eligibility for the 2009-2010 and 2010-2011 school years is 436,691 and 439,235 students, respectively. In the 2008-09 school year, the State expended \$123.7 million on the LAP, including \$15.8 million for students in districts with a concentration of poverty.

While poverty drives the resources to a school district, schools can use the resources to serve **any** struggling student, targeting the neediest students first.

Washington's appropriations for the LAP have grown from \$53 million in the 1992-93 school year to \$125 million in the 2009-10 school year. The buying-power of the program has remained roughly constant. In 1992-93, the program resources were sufficient to provide 14.1 hours of one-on-one help with a teacher for each student eligible for Free and Reduced Price Lunch. In 2009-10, we estimate that 14.5 hours can be provided.

### Research Basis

Sustained participation in supplemental educational programs has a positive effect on students' academic, social/emotional, disciplinary, and health and wellness outcomes.<sup>4</sup> In a 2007 study

## 2.1 – Learning Assistance Program (LAP)

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researchers found that over the course of two year period, regular participation in a high-quality after school enrichment program was associated with 12 percentile point gains on mathematics achievement tests for elementary and middle school students.<sup>5</sup> Additionally, students who participate in before school, after school, and summer programs also have:

- Better attitudes toward school and higher educational aspirations
- Higher school attendance rates and less tardiness
- Less disciplinary action (e.g., suspension)
- Lower dropout rates
- Better performance in school, as measured by achievement test scores and grades
- Greater on-time promotion
- Improved homework completion
- Engagement in Learning.<sup>6</sup>

Studies also show that academic enrichment programs have the greatest impact on student achievement when services are provided by certificated educators.<sup>7</sup> In short, engaging students in learning opportunities outside of the regular school day where they are taught by certified educators is an effective way to increase student achievement.

### Recommendation History

**Washington Learns:** The K-12 Advisory Committee of WA Learns recommends that districts and schools design a powerful sequence of additional and effective strategies for struggling students, *i.e.*, students who must work harder and who need more time and help to achieve to the state standards. These strategies should include:

- Tutoring, *i.e.*, immediate, intensive assistance to keep struggling students on track
- Sheltered English and ESL instruction for English Language Learning (ELL) students
- Extended day programs
- Summer school for struggling students still needing extra help to achieve to state standards
- An alternative school mainly for secondary students who need an environment outside of the regular school structure to succeed.

**Basic Education Finance Task Force:** In their final report the BEFTF outlines an afterschool and summer tutoring schedule to address the additional instructional needs of struggling students. The Task Force’s proposal would require funding for certified instructional staff tutors to provide 2 additional hours of instruction each week to groups of 5 students during the school year, and 10 additional hours to groups of 10 students for 4 weeks in the summer. Groups are intentionally small so that schools will have the resources required to provide students with more one on one attention than they are able to receive in larger classes during the regular school day. The formula is based on the percent of students eligible for FRPL; districts will serve any student that is struggling, regardless of income; and the program is a categorical program (funds generated by the formula can only be expended on struggling students). Furthermore, the program design is not mandatory. Districts have the flexibility to use resources in a different programmatic design entirely. Table 1 summarized the Task Force’s recommendation.

## 2.1 – Learning Assistance Program (LAP)

**Table 1. Assistance for Struggling Students**

Extended-Day Tutoring Assistance	Additional Hours per Week	Size of Class	
Elementary School	2	5	
Middle School	2	5	
High School	2	5	
<b>Extended Year (summer school)</b>			
Extended Year (summer school)	Additional Hours per Week	Size of Class	Number of Weeks
Elementary School	10	10	4
Middle School	10	10	4
High School	10	10	4

**House Bill 2261:** The bill stipulates that in the future LAP allocations shall be based on the percentage of students in each school who are eligible for free and reduced-price meals. The minimum allocation for the Learning Assistance Program shall allocate staff to provide an extended school day and extended school year for each level of prototypical school and a per student allocation for maintenance, supplies, and operating costs.<sup>8</sup>

### Recommendation Values Summary

**Table 2. Learning Assistance Program FTEs Allocated by the Formula Scheme of Each Funding Level (Costs Below Do Not Include Value of Instructional Materials Recommendations )**

		Imputed Value of Program in 2008-09 \$	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09(*)	\$527.6 M	3.10	3.34	4.64	
<b>3</b>	Finance Task Force(*)	\$527.6 M	3.10	3.34	4.64	FTEs for extended day and summer school
<b>4</b>	Washington Learns	\$688.2 M	4.04	4.36	6.06	FTEs for extended day, summer school and tutors
<b>5</b>	Basic Education Level (RCW 28A.150.260)	\$123.7 M				I-728 and federal Title I funding is not included here
<b>6</b>	Oregon Quality Ed Model		Assumes additional instructional time for 20% of students; but cost not included in model.			

\*Finance Task Force and Superintendent Dorn proposals include resources for reduced class size in high poverty schools which contributes to the efforts to assist struggling students; these resources are not displayed here.

<sup>1</sup> Source: OSPI, (2009). Washington State Report Card.

<sup>2</sup> ESHB 2261.SL § 702(5)

<sup>3</sup> WAC 392-162

## 2.1 – Learning Assistance Program (LAP)

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<sup>4</sup> Little, P., Wimer, C., & Weiss, H. B. (2008). *After school programs in the 21st century: Their potential and what it takes to achieve it*. Cambridge, MA: Harvard Family Research Project.

<sup>5</sup> Vandell, D., Reisner, E., & Pierce, K. (2007) *Outcomes linked to high-quality afterschool programs: Longitudinal findings from the study of promising practices*. Irvine, CA: University of California and Washington, DC: Policy Studies Associates.

<sup>6</sup> Ibid.

<sup>7</sup> Ibid.

<sup>8</sup> ESHB 2261.SL § 106(5)a

## 2.2 – English Language Learners (ELL)

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### **Importance of the English Language Learner (ELL) program**

The past two decades have witnessed the second largest wave of immigration in the history of the United States. This immigration has brought large numbers of non-English-speaking children into American schools. Similarly, Washington State has become more diverse, with the state’s Transitional Bilingual Instruction Program (TBIP) serving 9.2% of the total student population in Washington State during the 2007-2008 school year.<sup>1</sup> In addition to immigration, other factors that highlight the growing need for a strong program of ELL education are the challenges associated with the federal No Child Left Behind (NCLB) Act<sup>2</sup> of 2001, and the insufficient levels of preparation for teachers working with ELL students.

The importance of the ELL program is reflected in both Federal and State statutes. The Office for Civil Rights (OCR) at the United States Department of Education enforces several federal civil rights laws that prohibit discrimination in programs or activities that receive federal financial assistance from the Education department. As such, recipient school districts are required to take affirmative steps that help to open up their instructional programs to national origin minority group students by rectifying language deficiencies among such students.

Though the OCR does not require a particular educational approach or model for the ELL program, districts are required to provide services to ELL students until they are proficient enough to participate meaningfully in the regular program of education. This means that districts should ensure that ELL students are not inappropriately placed in special education services due to their English language deficiency. Rather, ELL students should be provided with the opportunity to access other district programs such as, basic education, Gifted and Talented Services, and Honors and Advanced Placement programs.

In Washington State, the ELL instruction program was created by the state’s Transitional Bilingual Instruction Act of 1979. The Act defines the State Transitional Bilingual Instruction Program (STBIP) as: *“a system of instruction which uses two languages, one of which is English, as a means of instruction to build upon and expand language skills to enable the pupil to achieve competency in English Concepts and information are introduced in the primary language and reinforces in the second language: PROVIDED, that the program shall include testing in the subject matter in English...”*<sup>3</sup> It is expected that as the student learns more English, there is a corresponding reduction in the use of the student’s primary language – hence the transitional nature of the program.

### Purpose of an ELL program

There are two key elements to any educational program for English learners. (i) English language proficiency and (ii) access to the core curriculum and mastery of academic content. English learners need additional instructional assistance utilizing research-based practices to ensure that they are given the opportunity to access and learn the Essential Academic Learning Requirements (EALRS) and meet Washington State’s high academic standards.

## 2.2 – English Language Learners (ELL)

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 that can eventually help students to transition out of the TBIP once they meet standard (score at level 4) on the Washington Language proficiency Test-II.

### Washington Context

In Washington State, a total of 94,726 ELLs were served statewide in the 2007-2008 school year. Of these, 80,648 ELLs were funded at a rate of \$848.87 per student through the STBIP, representing a five percent increase from the previous year.<sup>4</sup> For the same year, the total state appropriations for bilingual expenditures were \$68.2 million.<sup>5</sup> Though the growth rate of ELL students has not been even across the state, a large number of school districts, 191 of 295, now serve students that are eligible for TBIP services.<sup>6</sup>

To support the Transitional Bilingual program, Washington State provides an allocation for each ELL student through the STBIP. A smaller amount of supplemental funds is available from the federal Title III program.<sup>1</sup>

School Year	ELL Students as a Percent of Total Students*	Total State ELL Allocation**	State ELL Allocation Per Student***
1999-2000	6.6%	\$38,439,509	\$691
2000-2001	7.1%	\$42,298,909	\$711
2001-2002	7.2%	\$44,183,895	\$707
2002-2003	6.9%	\$47,275,493	\$713
2003-2004	7.8%	\$51,132,565	\$721
2004-2005	8.7%	\$55,752,465	\$762
2005-2006	9.1%	\$58,538,894	\$805
2006-2007	8.7%	\$61,570,645	\$806
2007-2008	9.2%	\$68,210,601	\$846
2008-2009	-	\$74,969,804	\$905

Table 1 shows the growth in the number of ELL students and allocations in the last ten years.

The current 2008-2009 STBIP allocation of \$905 per eligible student is approximately equal to 17% of the average basic education allocation.

**Table 1:** ELL students and state ELL allocations over the last 10 years.

\*Source: Malagon, H. and De Leeuw, H. (2008) *Educating English Learners in Washington State, 2007-08* (pg 15). A report to the Washington State Legislature prepared by the Office of Superintendent of Public Instruction. Olympia, WA

\*\* Malagon, H. (2009). Office of Superintendent of Public Instruction. Olympia, WA

\*\*\*Source: Deussen, T., and Greenberg-Motamedi, J. (2008). *External Evaluation of the Washington State Bilingual Program*. Northwest Regional Educational Laboratory. Portland, OR. (pg 14). (NB: These per student amounts are unadjusted for inflation)

### Research Basis

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

### Teachers

ELL students require highly knowledgeable teachers who are skilled in first/second language acquisition theory, English as a second language, and sheltered instruction methodologies.<sup>7</sup> While research on best practices in the instruction of ELL students is not abundant, there is research that provides some insight

## 2.2 – English Language Learners (ELL)

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into what mainstream and ELL specialist teachers of ELL students should know. For mainstream teachers, research that reveals beneficial effects for ELL students when teachers promote structured and supported student interaction, and when they provide multi-faceted and intensive vocabulary instruction that's focused on words that are academically useful.<sup>8</sup> Additionally, teachers of ELL students need to know how to use assessments to measure language proficiency and to monitor student progress.<sup>9</sup>

Specialist ELL teachers play an important role in assisting ELL students to develop English language proficiency. Most research on the benefits of ELL specialists indicates that ELL students are best served when mainstream and ELL specialists collaborate to deliver coherent, supportive instruction. Ultimately the education system needs to support ELL teachers as they seek to deliver a program of instruction for ELL students. A key element of this support is access to high-quality professional development opportunities, followed up by ongoing support.<sup>10</sup>

### 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.<sup>11</sup>

### Small Class Size

Just as is the case with student who are not ELL, ELL students too may benefit from smaller class sizes. Research has shown that small classes improve student achievement, especially for minority students.<sup>12</sup>

### **Recommendations History**

**Washington Learns:** Having observed that the current Washington program provides about 1.35 FTE positions for every 100 ELL students, Drs. Picus and Odden recommended that the ELL formula provide an additional 1.0 FTE teacher positions for every 100 ELL students. However, since the ways of determining these numbers can be unique to each state, Drs. Picus and Odden indicated they would be comfortable if the current Washington ratio of 1.35 was retained.

**The Basic Education Finance Task Force:** The Task Force proposed that specialized instruction funding for ELL students continue to be funded categorically, and that it remain part of the basic education program. Further, it was recommended that all ELL students be provided small group instruction (in groups of 8) with an ELL teacher for part of their day.

**ESHB 2261:** As a follow-up to the recommendations of the BEFTF, Section 106(5) (b) of ESHB 2261 makes provision for the enhancement of basic education instructional allocations by making provisions for supplemental instruction and services for students whose primary language is not English.

## 2.2 – English Language Learners (ELL)

### Recommendation Values Summary

English Language Learner Program FTEs Allocated by the Formula Scheme of Each Funding Level (Costs Below Do Not Include Value of Instructional Materials Recommendations )						
		Imputed Value of Program in 2008-09 \$	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09*	\$155.0 M	1.00	.88	1.22	
<b>3</b>	Finance Task Force*	\$155.0 M	1.00	.88	1.22	Assumes 8% ELL
<b>4</b>	Washington Learns	\$54.6 M	.32	.35	.48	Assumes 8% ELL; 1 per 100 students
<b>5</b>	Basic Education Level (RCW 28A.150.260)	\$75.0 M				
<b>6</b>	Oregon Quality Education Model		1.18	.65	.30	Assumes 11% ELL

<sup>1</sup> Malagon, H. and De Leeuw, H. (2008). Educating English Learners in Washington State, 2007-08. A report by the Office of the Superintendent of Public Instruction to the Washington State Legislature. Olympia, WA

<sup>2</sup> The NCLB requires schools to ensure that 100 percent of students meet state standards in reading and mathematics in 2014. This includes any ELL student who has been in the country for a year, even if that student is not yet proficient in English.

<sup>3</sup> Office of the Superintendent of Public Instruction. (2008).

<sup>4</sup> Office of the Superintendent of Public Instruction. (2008). Educating English Learners in Washington State, 2007-08. A report to the Washington State Legislature prepared by Malagon, H. and De Leeuw, H. Olympia, WA.

<sup>5</sup> The total state and local expenditure for the bilingual program in the 2007-08 school year was \$79.1 million.

<sup>6</sup> Deussen, T., Autio, E., Miller, B., Lockwood, A. & Stewart, V. (2008). What Teachers Should Know about Instruction for English Language Learners. A Report to Washington State by the Northwest Regional Educational Laboratory. Portland, OR.

<sup>7</sup> Malagon, H. and De Leeuw, H. (2008).

<sup>8</sup> Deussen et al. 2008. Op cit.

<sup>9</sup> Genesee, F., Lindholm-Leary, K., Saunders, W. & Christian, D. (2006). *Educating English Language Learners: A Synthesis of Research Evidence*. New York, NY: Cambridge University Press.

<sup>10</sup> Deussen et al. 2008. Op cit.

<sup>11</sup> Zehler, A.M., Fleischman, H.L., Hopstock, P.J., Stephenson, T.G., Pendzick, M.L. and Sapru, S. (2003). *Descriptive Study of Services to LEP Students and LEP Students with Disabilities*. Volume I: Research Report. Submitted to the U.S. Department of Education, OELA (Arlington, VA: Development Associates Inc.).

<sup>12</sup> Finn, J. D., Gerber, S. B., Achilles, C. M., & Boyd-Zaharias, J. (2001). The enduring effects of small classes. *Teachers College Record*, 103 (2), pp. 145-183.

## 2.3 – Full-Day Kindergarten

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### Importance of Full Day Kindergarten

Full-day kindergarten has grown considerably in the United States during the past three decades beginning in the 1960s and 1970s. Initially conceived as a program to improve the educational outcomes of at-risk children from disadvantaged backgrounds, participation in full-day kindergarten has broadened significantly to include children from less disadvantaged backgrounds. This growth in the full-day program has resulted in growing similarities between half- and full-day kindergarten student populations in aspects such as baseline test scores, student, and even in school characteristics.<sup>1</sup>

More importantly, participation in full-day kindergarten can be expected to help children, especially those living in poverty, learn better as they begin their elementary education, and ultimately to have a positive impact on a child's long term educational attainment.<sup>2</sup>

### Washington Context

In Washington State, 70% of children under age five are in care outside the home before attending kindergarten. Participation in a full-day kindergarten program offers continuity to this care within a learning environment. Washington State funds half-day kindergarten, which is paid for through the state's general apportionment formula.<sup>3</sup>

Like many states, Washington has chosen to first focus its full day kindergarten resources on children living in poverty. The state recently began funding full day kindergarten for 20% of schools, all ranked as our highest poverty schools. In providing a full-day kindergarten program, some eligible school districts in the state have faced unintended challenges as well as benefits. Some of these challenges are related to space limitations within schools, while benefits have been observed through costs savings in transportation, and the opportunity for low-income children to access school breakfast and lunch programs.

The following aspects of a full-day kindergarten program serve to enrich full-day kindergarten in various ways:<sup>4</sup>

- Full day kindergarten increases the consistency of kindergarten programs from district to district by providing a standard expectation that schools receiving state funds use developmentally appropriate, student centered methods of instruction.
- It enhances transitions and reduces the potential “fade out” of gains made by children in preschool by requiring funded schools to create or enhance partnerships with early learning providers.
- A full day kindergarten program creates equitable access to full-day kindergarten for *all* age eligible children attending funded schools by requiring enrollment of any age eligible child (regardless of income) whose parents request it.

In 2007, the Washington Legislature passed Senate Bill 5841 in response to recommendations by the Washington Learns Commission. The bill funded voluntary full-day kindergarten for the 2007-2008, and 2008-2009 school years for schools with the highest percentage of students living in poverty (as measured by the number of students eligible for free and reduced-price lunch). In both school years, a total of 109 districts received funding for full-day kindergarten. These districts represented approximately 21.5 percent of statewide kindergarten students.<sup>5,6</sup> Beginning with the 2008 -2009 school year, funding was provided to schools in which student poverty rates were 67% or higher. Current funding covers 20% of student enrollment for the 2009-10 and 2010-2011 school year.

## 2.3 – Full-Day Kindergarten

### Research Basis

Research has suggested that full-day kindergarten students have better academic outcomes than their half-day counterparts. Specifically, some studies have found that full-day kindergarten results in greater gains in mathematics and reading even after holding constant factors such as race, income, gender, and class size among other factors,<sup>7,8,9</sup> A summary by the Washington State Institute for Public Policy of 23 high quality studies found that full-day kindergarten was associated with significantly positive effects by the end of kindergarten.<sup>10</sup>

There is also research indicating that the benefits of full-day kindergarten are more pronounced for low-income, minority or LEP students, though the afore-mentioned summary of studies by the Washington State Institute for Public Policy found that the effects of full-day kindergarten for disadvantaged students were similar to those of the larger sample of students. In addition to academic outcomes, research has also suggested that full-day kindergarten may result in more positive behavioral, emotional and social outcomes for children.<sup>11,12,13,14,15</sup>

### Recommendations History

**Washington Learns:** Drs. Picus and Odden, together with the Early Learning Advisory Committee recommended funding for full day kindergarten for all students, beginning with those from lower income families.

**Basic Education Finance Task Force:** The BEFTF proposed an allocation of 1000 hours per year for voluntary full-day kindergarten.

**ESHB 2261:** ESHB 2261 declares full-day kindergarten as a basic education responsibility and requires full funding for all schools by the 2018-19 school year.

### Recommendations Summary

Support Full-Day Kindergarten?		
1	QEC Recommendation	
2	Dorn Proposal 9/29/09	Yes - voluntary
3	Finance Task Force	Yes - voluntary
4	Washington Learns	Yes
5	Operating Budget Level	20% of schools
6	Basic Education Level (RCW 28A.150.260)	Not included
7	Oregon Quality Ed Model	Yes

<sup>1</sup> Decicca, P. (2007). Does Full-Day Kindergarten Matter? Evidence from the First Two Years of Schooling. *Economics of Education Review*. 26(1) 67-82.

<sup>2</sup> Early Learning in Washington Schools. (2008). Office of Superintendent of Public Education. Olympia, Washington.

<sup>3</sup> Aos, S., Miller, M., & Mayfield, J. (2007). *Benefits and Costs of K-12 Educational Policies: Evidence-Based Effects of Class Size Reductions and Full-Day Kindergarten*. Washington State Institute for Public Policy. Olympia, Washington.

## 2.3 – Full-Day Kindergarten

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- <sup>4</sup> Office of the Superintendent of Public Instruction. 2008. *Early learning in Washington Public Schools Report*. Olympia, WA
- <sup>5</sup> This percent is based on the total number of kindergarten students that were reported by school districts for the 2007-2008 school year.
- <sup>6</sup> Hough, D. and S. Bryde, *The Effects of Full-Day Kindergarten on Student Achievement and Affect*, in *American Educational Research Association*. 1996: New York.
- <sup>7</sup> Conley, D.T., & Rooney, K.C. (2007). *Washington Adequacy Funding Study*. Educational Policy Improvement Center. Eugene, Oregon.
- <sup>8</sup> Walston, J. and J. West, *Full-Day and Half-Day Kindergarten in the United States: Findings from the Early Childhood Longitudinal Study, Kindergarten Class of 1998-99*. *Education Statistics Quarterly*, 2004. **6** (1 & 2)
- <sup>9</sup> Fairfax County Public Schools: Office of Program Evaluation, *Full-Day Kindergarten Study*. 2004, Author: Fairfax, VA.
- <sup>10</sup> Plucker, J.A., et al., *The Effects of Full-Day versus Half-Day Kindergarten: Review and Analysis of National and Indiana Data*. 2004, Center for Evaluation and Education Policy: Indianapolis, IN.
- <sup>11</sup> Plucker, J.A. and J.S. Zapf, *Short-Lived Gains or Enduring Benefits? The Long Term Impact of Full-Day Kindergarten*. 2005, Center for Evaluation and Education Policy; see, also, Fairfax County Public Schools (2004), op. cit.
- <sup>12</sup> See Elicker, J. and S. Mathur (1997), op. cit.
- <sup>13</sup> WestEd, *Full-Day Kindergarten: Expanding Learning Opportunities*, in *Policy Brief-Early Education*. 2005, Author: San Francisco, CA.
- <sup>14</sup> Cryan, J.R., et al., *Success Outcomes of Full-Day Kindergarten: More Positive Behavior and Increased Achievement in the Years After*. *Early Childhood Research Quarterly*, 1992. **7**(2): p. 187-203.
- <sup>15</sup> Hough, D. and S. Bryde, *The Effects of Full-Day Kindergarten on Student Achievement and Affect*, in *American Educational Research Association*. 1996: New York.

## 3.1 – Professional Development

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### The Importance of Professional Development

Teacher effectiveness is not fixed. Teachers must continue to study and to adjust their practices in ways that resonate with their audience, stay current with learning standards, adopt new curriculum into their lesson plans, and learn better approaches to differentiating instruction for each of their students based on students' needs. In recent years teachers have had to become more nimble in their approach to instruction as Washington's schools have seen an increase in their student of color, low-income, limited English proficiency and special education populations. Participating in meaningful professional development (PD) activities help teachers respond to the challenge of educating all students to high standards.<sup>1</sup>

### Washington Context

Beginning in the 2007-08 school year, the Legislature funded math and science professional development; specifically providing funding for 2 days per 4<sup>th</sup>– 5<sup>th</sup> grade teacher; 3 days per secondary math and science teacher; and for 5 days of PD, intended to be used to design new more rigorous math and science curriculum, for 2 teachers from each secondary school. State appropriations for specific math and science professional development were discontinued beginning with the 2009-10 school year.

Current state funding provides for one Learning Improvement Day (LID) for teacher professional development each year. Learning Improvement Days are not part of basic education and over time funding has been reduced. In 1994, Student Learning Improvement Grants (SLIGs) paid for about 4 days of teacher professional development. In 1999, SLIG funding was re-packaged as LID, and funding was provided for 3 days. Starting in the 2002-2003 SY LIDs were reduced to 2, and in response to the economic crisis in our state, the Legislature reduced the number of LIDs to 1 for the 2009-10 school year.

In a 2009 study, researchers compared states' professional development programs along the lines of the access teachers have had to various types of professional development activities in the previous 12 months. The study revealed that in most cases the access Washington teacher have to professional development is not statistically different from that of the average teacher across the nation. However, the study notes that the average number of hours of professional development teachers have access to is less than the 50 hours thought to be needed in order to result in changes in teacher practices.<sup>2</sup>

### Research Basis

Studies show that teachers need to engage in on-going meaningful professional development in order to achieve the greatest outcomes with their students.<sup>3</sup> These experiences provide teachers with opportunities to connect with their colleagues, learn from master teachers, and devise strategies for implementing best practice methods of instruction into their classrooms.

Professional Development has an indirect effect on student achievement. Effective professional development changes teacher practice and effective teachers help students to realize high levels of achievement. There is a growing body of literature seeking to identify the elements and types of professional development that actually lead to changes in teacher practices in order to better predict that impact various professional development activities will have on student achievement.

Effective professional development programs are not haphazardly thrown together or conducted in piecemeal fashion. They are solid learning structures built within school and districts, with seven key design elements in mind. These elements include:

- Structure; reform type or traditional activity<sup>4</sup>

## *3.1 – Professional Development*

- A focus on content, and how students learn content
- In depth, active learning opportunities
- Links to high standards
- Opportunities for teachers to take on leadership roles
- An extended duration
- An emphasizes on the collective participation of teachers from the same school, department, or grade level<sup>5</sup>

A 2002 longitudinal study set out to quantify the effect that these seven elements have on teachers’ use of specific teaching practices when they are incorporated into professional development activities. These practices have all been connected to student achievement, and including the use of technology, higher order instruction and alternative assessments. Professional development that was structured as a reform-type activity and employed collective participation had a significant impact on teacher’s use of higher order instruction; PD aligned with high standards had a significant effect on teachers’ use of alternative assessments.

### **Recommendation History**

**Washington Learns:** The K-12 committee of WA Learns recommended that the number of teacher “learning improvement days” should be extended by 8 days to provide a total of 10 days for intensive summer institutes. WA Learns also recommended that instructional facilitators provide instructional coaching; collaborative work should be conducted during planning and preparation time; and an additional \$100 per student, or about \$43,000 in the prototypical elementary, \$45,000 in the prototypical middle schools and \$60,000 for the prototypical high school, should be provided for training and other miscellaneous professional development costs.

**Basic Education Funding Task Force:** The BEFTF recommended increasing the number of LID days from 2 to 10 as part of the state funded salary allocation model.<sup>6</sup> This change would increase teacher contract days from 180 to 190 and shield LIDs from future legislative budget cuts. In addition the task force recommended that district receive funds to support .75 FTE professional development coordinators in high schools, and .5 FTE coordinators in middle and elementary schools and an additional \$100 per student for training costs.

**ESHB 2261:** The bill does not identify a specific quantity of professional development and stipulates funds appropriated for Learning Improvement Days shall not be considered part of the definition of basic education.<sup>7</sup>

### **Recommendation Summary**

<b>Professional Development (Learning Improvement Days)</b>					
		Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation	Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	10	10	10	Becomes part of ‘ Basic Education’
<b>3</b>	Finance Task Force	10	10	10	Becomes part of ‘ Basic Education’
<b>4</b>	Washington Learns	10	10	10	Becomes part of ‘ Basic Education’
<b>5</b>	District Practice	Varies	Varies	Varies	
<b>6</b>	Operating Budget Level	1	1	1	
<b>7</b>	Basic Education Level (RCW 28A.150.260)	0	0	0	

## 3.1 – Professional Development

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<sup>1</sup> Desimone, L.M.; Porter, A.C.; Garet, M.S.; Yoon, K.S.; & Birman, B.F. (2002). Effects of Professional Development on Teachers; Instruction: Results from a Three-year Longitudinal Study. *Educational Evaluation and Policy Analysis*, 24(2), 81-112.

<sup>2</sup> Chung Wei, R., Darling-Hammond, L., Andree, A., Richardson, N, & Orphanos, S. (2009). *Professional Learning in the Learning Profession: A Status Report on Teacher Development in the US and abroad*. A publication of the National Staff Development Council available at:  
[http://www.srnleads.org/resources/publications/pdf/nsdc\\_profdev\\_tech\\_report.pdf](http://www.srnleads.org/resources/publications/pdf/nsdc_profdev_tech_report.pdf)

<sup>3</sup> Desimone et al. (2002)

<sup>4</sup> Reform type include: study groups, teacher networks, mentoring relationships, committees or task force.  
Traditional activities are workshops, courses, or conferences.

<sup>5</sup> Desimone et al. (2002).

<sup>6</sup> Final Report of the Joint Task Force on Basic Education Finance, January 19, 2009. The report called for an increase from 2 to 10 LID days, but as a result of a change made by ESHB 1244 current funding provides for 1 LID Day.

<sup>7</sup> ESHB 2261 § 403(1)

## ***4.1 – General Maintenance, Supplies, & Operating Costs***

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### **Importance of Materials, Supplies and Operating Costs (MSOC)**

MSOC formerly known as non-employee related costs (NERC) provides funding for technology, textbooks, library and other supplies, professional development, utilities and insurance, central or districtwide support and facilities maintenance. In other words, it is the MSOC allocation that provides textbooks for students, keeps the lights on in a classroom, provides professional development for teachers, and insures that school buildings are clean and maintained.

This issue paper addresses NERC or MSOC overall. Individual issue papers are available for the specific background and research of technology, utilities and insurance, curriculum, maintenance, security, and central office.

### **Washington Context**

The state currently allocates NERC resources at \$10,178 per state-funded certificated instructional staff (CIS) unit. For the general NERC, \$10,178 per state-funded CIS translates to \$511 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.

Data on district expenditures for NERC is taken from a special survey conducted by the Office of Superintendent of Public Instruction (OSPI), as the structure of accounting data collected by OSPI does not permit us to isolate some expenditures into common-sense categories. The most recent survey was conducted in March 2009 and 94 districts reported 2007-08 school year expenditures. The survey represents approximately 61.6 percent of students in the state. 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 non-capitalized items (Object 5); purchased services (Object 7); travel (Object 8); and capital outlay (Object 9). These activity codes are grouped into common sense categories.

The survey results identify that districts spent \$1,083 per student on general operating NERC in the 2007-08 school year (which corresponds to \$511 per student in state funding for the year) on basic education expenditures. The survey specifically directs districts to exclude costs that are not a state responsibility (such as costs incurred to sue the state or payments the district made when it was found or admitted negligence).

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 47% of NERC expenditures as depicted in Table 1. Given the significant local subsidy, it is fair to conclude that districts are trimming costs and implementing efficiencies where ever possible. By forcing efficiencies through underfunding, district expenditures are as efficient now as they have ever been.

## 4.1 – General Maintenance, Supplies, & Operating Costs

**Table 1. The State Funds 47% of Non-Employee Related Expenditures**

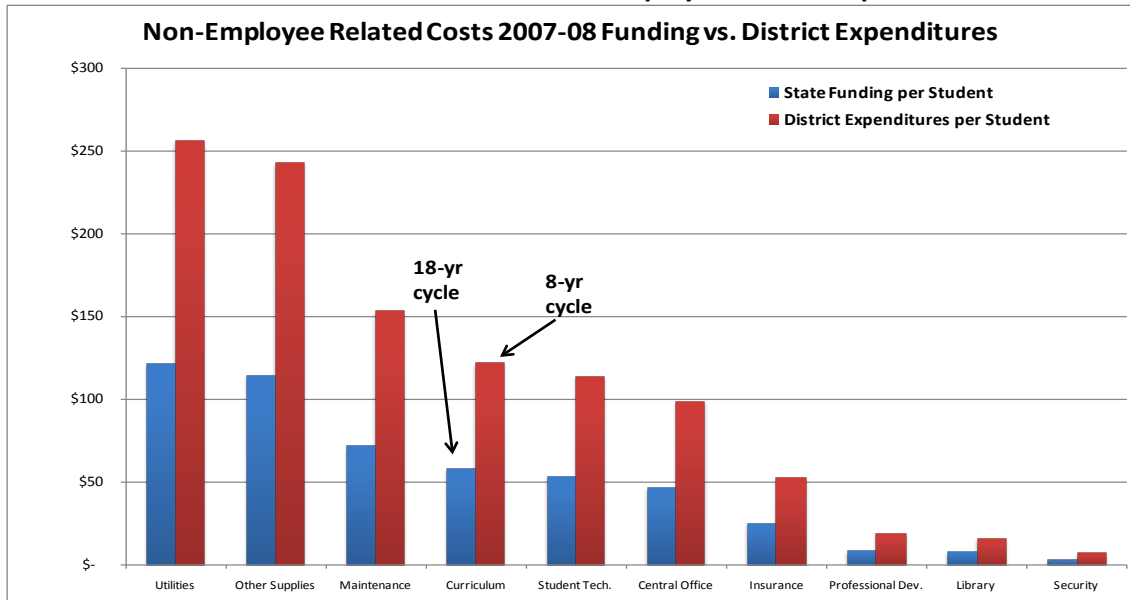
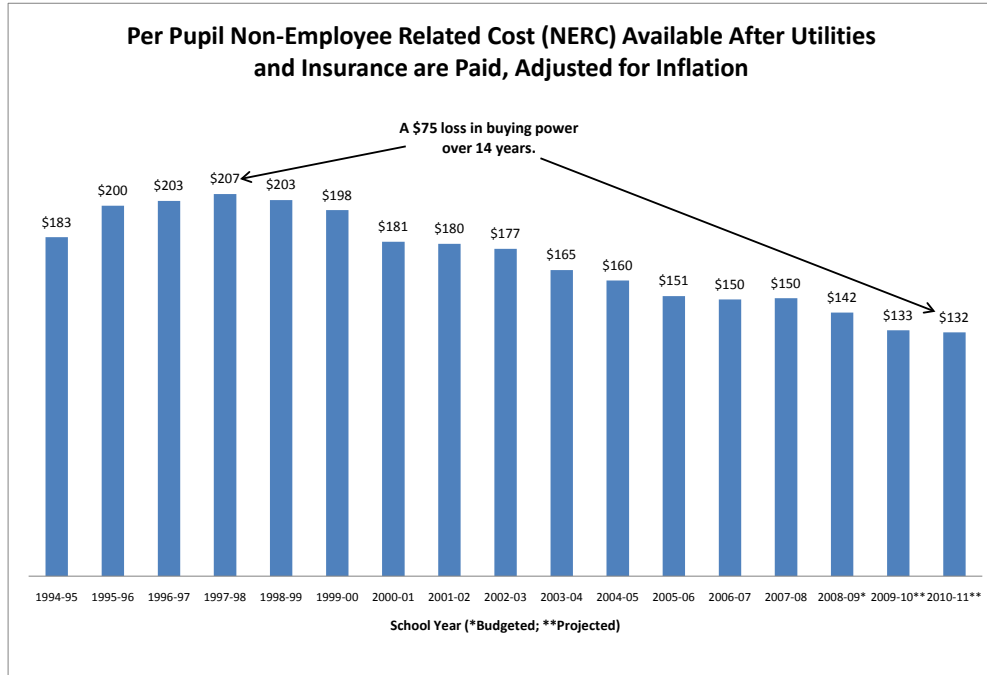


Table 1 depicts state funding a proportional amount of utilities and insurance. However, districts widely report that they must fully cover costs for utilities, legal services, and audit services regardless of funding level, most other investments are based on available resources, not appropriate investment levels. Table 2 illustrates that from its high in the 1997-98 school year to the projected low in the 2010-11 school year, the NERC per pupil funding amount **minus** utilities and insurance actual expenditures decreases by \$75 per pupil.

## 4.1 – General Maintenance, Supplies, & Operating Costs

**Table 2. State NERC Funds Remaining After Districts Pay Utilities and Insurance**



The table illustrates two issues. First, is the impact of one major district expense being inflated overtime based on a general inflation measure. Utilities and insurance inflate faster than the Implicit Price Deflator. Second, it illustrates the reality that districts experience. As a practical matter, the district must pay utilities. State law requires districts to buy liability insurance for all employees. Therefore, instructional technology, facilities maintenance, curriculum and instructional materials adoption, library collections all are improved to the extent that local resources are available after these two cost elements.

### Recommendations History

**Washington Learns:** Washington Learns K-12 Advisory Committee recommended moving away from an allocation based on the number of certificated instructional staffing (CIS) units to a per pupil allocation model. Washington Learns recommended creating a funding model based on common-sense category groupings that included professional development, technology, instructional materials and equipment, student activities, security, and central office expenditures related to operations and maintenance. In addition, the allocation for instructional materials is higher for high school (\$175) than it is for elementary and middle schools (\$140).

**Basic Education Funding Task Force (BEFTF) Recommendation:** Similarly to Washington Learns, the BEFTF also recommended a per pupil model for allocating resources. The BEFTF separates central office costs, utilities expenditures, and maintenance and other building costs. The BEFTF also recommend different values for the NERC elements.

## **4.1 – General Maintenance, Supplies, & Operating Costs**

**ESHB 2261 Task:** The legislation calls for the creation of a materials, supplies and operating cost (MSOC) allocation. Similar to Washington Learns and the BEETF, MSOC is based on a per pupil allocation. The Funding Formula Working Group and the Quality Education Council will recommend the elements that should be included in MSOC and the per student cost for each.

**Recommendation Matrix:**

1	2	3			5	6	7
2		Current Law	District Expenditure on Basic Education Elements	Picus and Odden for Washington Learns	BEETF	Dorn 9-29-09 (see notes below)	Dorn-Proposed Inflation Factor
3	Technology	\$53.75	\$113.80	\$258	\$200	\$223	Basket of Goods
4	Textbooks and Consumable Curriculum	\$57.70	\$122.17	\$155	\$155	\$190	Basket of Goods
5	Library and Other Supplies	\$122.52	\$259.39	Included above	Included above	\$260	Implicit Price Deflator
6	Professional Development	\$8.82	\$18.89	\$103	\$103	\$103	Implicit Price Deflator
7	Utilities/Insurance	\$146.05	\$309.21	\$265	\$216	\$309	Weighted for Utilities Index and Insurance Index
8	Central or Districtwide Support	\$50.12	\$98.64	\$320	\$310	\$99	Implicit Price Deflator
9	Facilities Maintenance	\$72.35	\$160.66	\$40	\$102	\$161	Implicit Price Deflator
10	Total	\$511.42	\$1,082.76	\$1,145	\$1,086	\$1,345	

## 4.2 – Textbooks and Consumable Curriculum

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### Importance of Instructional Resources

Textbooks and other instructional materials are one of the most important and basic component of teaching and learning. Textbooks are crucial to the learning process because in addition to providing students with access to knowledge, they are used as the primary tool for instruction.<sup>1</sup> Learning to read requires a text. Learning chemistry requires text, chemicals, and equipment to conduct experiments. For teachers, textbooks and instructional materials provide them a tool to organize their instruction, develop lesson plans, and ultimately make knowledge accessible to students. In order for Washington State students to meet academic standards, they must have access to up-to-date and aligned instructional materials such as textbooks.<sup>2</sup> Unfortunately, many students in the state do not have access to aligned or even current instructional materials.<sup>3</sup> Without aligned instructional materials, Washington state students will struggle to meet the standards that the state has set for them.

### Washington Context

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.

In 2008, Washington adopted revised K-12 mathematics learning standards and revised K-12 science learning standards in 2009. In tandem, the Legislature required the Office of Superintendent of Public Instruction (OSPI) to recommend specific basic, or core curricula (instructional materials) for mathematics and science. The Legislature, in the 2008 Second Substitute House Bill 2598, set the parameters by requiring that OSPI recommend “no more than three basic curricula at the elementary, middle, and high school grade spans.” The K-12 mathematics curricula recommendations were finalized in January 2009 following a thorough review of core/comprehensive instructional materials in 2008-09. The K-12 science curricula recommendations were finalized in September 2009. It should be noted that while OSPI made the mathematics and science curricula recommendations per the legislated requirement, it is not the role of OSPI to direct which curricula a school district may or should select. It is also not a state requirement for any district to specifically use the recommended curricula.

For non-employee-related costs (NERC), which include textbooks and other instructional materials, Washington provides a dollar amount for every formula-generated certified staff.<sup>4</sup> The 2007-08 NERC survey results identify that on average districts spent \$122 per pupil on textbooks and curriculum consumables (e.g., workbooks; not supplies). In contrast, the state provides \$57.70 per pupil for all instruction materials. Table 1 below breaks out the cost of textbooks and consumable materials using a percentage split of 70/30 respectively. The result is a district funded textbook adoption cycle of 8 years and the state adoption cycle of 18 years. The Calculations of the adoption cycle used above are based on a curriculum cost model developed by the OSPI. The model identifies the amount of per pupil funding needed to purchase consumable curriculum annually, textbooks on an adoption cycle, and science kits on a replenishment cycle for all grade levels and core content areas.

## 4.2 – Textbooks and Consumable Curriculum

**Table 1: Summary of Curriculum Model Costs Per Student**

	Consumable Curriculum Annual Cost	Textbook Adoption (includes science kits and math manipulative)	Total Annual Cost per Student
Cost with 18-year Curriculum Adoption	\$17.83	\$40.65	\$57.70
Cost with 8-year Curriculum Adoption	\$27.83	\$94.17	\$122.00
Cost with 6-year Curriculum Adoption	\$125.09	\$64.96	\$190.05

Inadequate state funding of textbooks forces districts to use local funds to pay for new textbooks and, when levy funds are not available, districts must hold on to their textbooks for more many more than six-years. In addition, the lack of resources makes it difficult for districts to purchase curriculum aligned with new standards when the standards are revised. Survey data from the 2008 School District Mathematics Curricula Adoption and Usage report shows that of the districts surveyed 26 percent of elementary students are using math curriculum older than six years. Five percent of students are using a curriculum adopted before 1999. The same survey identifies that only about 5 percent of elementary students are using curriculum on the states recommended menu.

**Graph 1: Percent of K-5 Students by Year of Most Recent Mathematics Adoption**

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Source: 2008 OSPI Mathematics Curriculum Usage and Adoption Survey data.

### Research Basis

Researchers estimate that up to 90 percent of classroom activities are driven by instructional materials.<sup>5</sup> Additionally, research has found that schools with a smaller achievement gap in the performance of free/reduced-price lunch and African American students (i.e., these students were all scoring within 10 points of the school average) were observed to have more textbooks, and to use these text books more than schools in which this group of students scored at 10 points below the school average. The research also found that merely having workbooks/activity books within a classroom was not as important as actually using the books in the classrooms.<sup>6</sup>

The need for current, up-to-date instructional materials is paramount. Newer materials contain more accurate information and incorporate the most contemporary pedagogical approaches. To ensure that materials are current, twenty states have instituted adoption cycles in which they specify or recommend texts that are aligned to state learning standards.<sup>7</sup> Many states that adopt particular textbooks encourage districts to purchase the recommended texts by requiring that funds specified for instructional materials be used only to purchase approved texts. Other states, like Washington, allow districts “local control” to purchase texts approved by the local school board. Having adoption cycles that are attached to state funding provides the means for districts to upgrade their texts instead of forcing these expenditures to be postponed indefinitely.

The type and cost of textbooks and other instructional materials differs across elementary, middle school, and high school levels. Textbooks are more complex, and thus more expensive, at the upper grades and less expensive at the elementary level. Elementary grades, on the other hand, use more workbooks, worksheets and other consumables than the upper grades. Both elementary and upper grades require extensive pedagogical aides such as math manipulatives and science supplies that help

## 4.2 – Textbooks and Consumable Curriculum

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teachers to demonstrate concepts using different pedagogical approaches. As school budgets for instructional supplies have tightened in the past, consumables and pedagogical aides have typically been the first items to be cut as teachers have been forced to make do, or to purchase materials out of their own pockets. With the price of textbooks varying widely, and as more students move to take advanced placement courses, districts have been forced to purchase more college-level texts at college-level prices.<sup>8</sup>

### Recommendations History

**Washington Learns:** Doctors Picus and Odden recommended that a new Washington funding model should include \$140, \$140 and \$175 per pupil for instructional materials, books, supplies, including library resources, for elementary, middle and high schools, respectively.

**Basic Education Finance Taskforce (BEFTF):** As part of the core allocations under the program of basic education, the BEFTF recommended a total of \$155 per student be allocated for curriculum, textbooks, library materials, and instructional supplies. This category of expenditures is under the Non-Employee Related Costs (NERC) category and part of the maintenance, supplies and operating costs expenditure category.

**ESHB 2261:** This bill specifies that the minimum allocation for each school district shall include allocations per annual average full-time equivalent student for student technology; utilities; curriculum, textbooks, library materials, and instructional supplies; instructional professional development for both certificated and classified staff; other building-level costs including maintenance, custodial, and security; and central office administration.

**Other Related Policy:** A recent proposal by the State Board of Education suggested that the state increase the current number of required courses from 19 to 24. The proposal also calls for a more rigorous distribution of required subjects. Known as “Core 24,” this proposal recognizes the need for all students to graduate from high school ready for post-secondary education, and is a further indication of the need for the state to ensure that school curriculums are aligned to the new proposed standards for student performance.

## 4.2 – Textbooks and Consumable Curriculum

### Recommendation Matrix

MSOC – Textbooks and Consumable Curriculum \$/Student					
		Elementary (400)	Middle (432)	High (600)	Notes
1	QEC Recommendation	pending	pending	pending	
2	Dorn Proposal 9/29/09	190	190	190	Textbooks and consumable curriculum
3	Finance Task Force	155	155	155	Includes library books and other materials.
4	Washington Learns	140	140	175	
7	Basic Education Level (RCW 28A.150.260)	57.70	57.70	57.70	Textbooks and consumable curriculum
8	Oregon Quality Ed Model	167	172	230	Textbooks and Classroom supplies & consumables (not computers)

<sup>1</sup> Oaks, J. (2002). Access to Textbooks, Instructional Materials, Equipment, and Technology: Inadequacy and Inequality in California’s Public Schools. Available at: <http://repositories.cdlib.org/idea/www/www-rr001-1002/>

<sup>2</sup> Oaks, J. (2002). Access to Textbooks, Instructional Materials, Equipment, and Technology: Inadequacy and Inequality in California’s Public Schools. Available at: <http://repositories.cdlib.org/idea/www/www-rr001-1002/>

<sup>3</sup> OSPI. (2008). School District Mathematics Curricula Adoption and Usage.

<sup>4</sup> Odden, A., Picus, O., Goetz, M., Mangan, M. & Fermanich, M. (2006). An Evidence-Based Approach to School Finance Adequacy in Washington. Prepared for the K-12 Advisory Committee of Washington Learns.

<sup>5</sup> Ravitch, D. (2004). *The mad, mad world of textbook adoption*. Fordham Institute. Maryland: District Creative Printing. Also available at [www.edexcellence.net](http://www.edexcellence.net).

<sup>6</sup> Meehan, M.L., Cowley, K.S., Schumacher, D., Hauser, B., & Croom, N.D. (2003). Classroom Environment, Instructional Resources, and Teaching Differences in High-Performing Kentucky Schools with Achievement Gaps. Paper Presented at the 12<sup>th</sup> Annual CREATE National Evaluation Institute meeting. Louisville, KY.

<sup>7</sup> Ravitch, D. (2004). Op cit.

<sup>8</sup> Odden, A., Picus, O., Goetz, M., Mangan, M. & Fermanich, M. (2006). Op.cit.

## 4.3 – Utilities and Insurance

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### The Importance of Utilities and Insurance

Energy costs are a major component of school budgets. According to a Department of Energy report in 2004, schools spend on average \$8 million per year on energy nationwide, second to spending on books and computers.<sup>1</sup> Rapid increases in energy prices, as those experienced in the last several years, make it difficult for school districts to anticipate how much they will spend on utilities when determining their budgets. However, unlike other items in the budget, energy bills must be paid. In addition, state law requires districts to purchase liability insurance. That means less funding for teachers, textbooks, supplies, building repairs, or other programs that enhance education.

### Washington Context

Districts expend \$1,086 per pupil on Non-Employee Related Costs (NERC) or the operating expenditures that are travel, goods and services, contracts; NERC specifically does not include salary or benefit expenditures. Of this total, about \$309 is used for utilities and insurance.

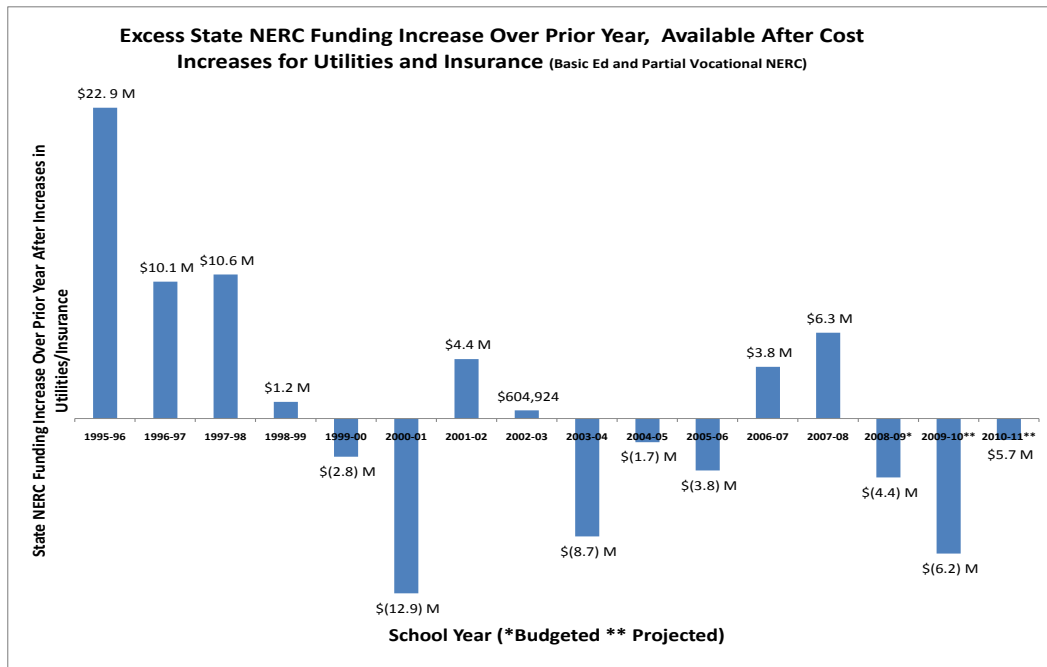
The state currently funds utilities and insurance as part of the basket of goods within the NERC allocation. NERC is currently funded at \$10,179 per state-funded certificated instructional staff (CIS) unit.<sup>2</sup> NERC can also be expressed as a per pupil allocation of \$511. State funding for utilities and insurance, proportionally calculated based on district expenditures, amounts to \$146 per student of the \$511 total.

The gap between state and local funding, in part, maybe based on the state's use of the implicit price deflator (IPD) to adjust the NERC allocation over time. Over time, utilities and insurance actual expenditures increase much faster than IPD. In the last 14 years, cost increases for utilities and insurance have averaged 4 percent annually. Recent events with hurricanes and turbulent global politics have resulted in spiraling energy inflation. In the last 3 years, cost increases for utilities/insurance has averaged 6 percent annually.

Districts must pay utilities and insurance costs before all other NERC activities. Graph 1 below displays that in 8 out of 16 years, utility and insurance costs increase more in total dollars than the total dollar increase in overall NERC funding. For example in 1999-00, school districts received an additional \$5.1 million in NERC funding; utilities/insurance cost them an additional \$7.9 million, a \$2.8 million deficit. Therefore, in a year displayed as a negative amount on the graph, districts had to dip further into local resources in order to make utilities/insurance payments because the IPD-driven increase in total NERC funding was too low; districts had to make even tougher choices about whether and how to invest in other basic education operating costs.

## 4.3 – Utilities and Insurance

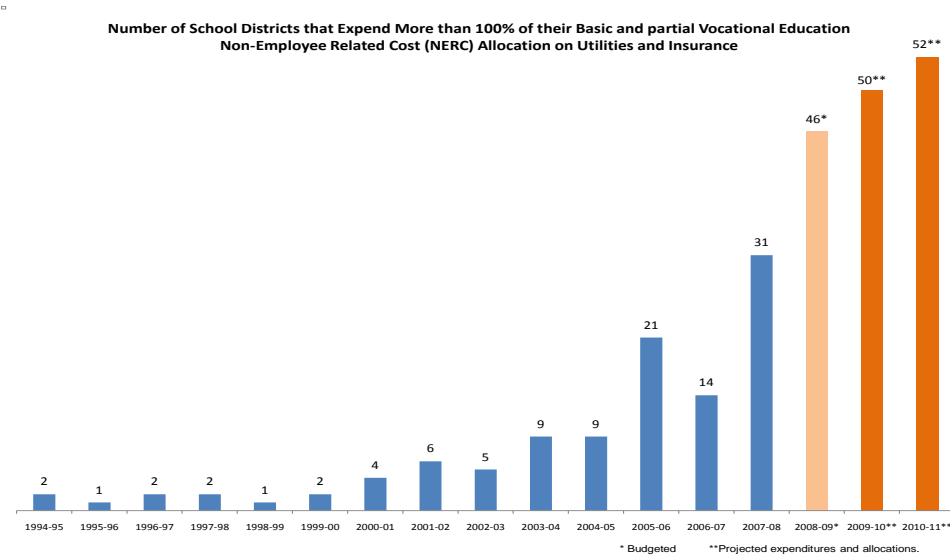
**Graph 1: In 8 Out of 16 Years, Increases in Utilities and Insurance Cost Exceed the Total Funding Increase for NERC**



Utilities and insurance costs have risen so dramatically that a growing number of districts must use their entire state NERC funding allocation to cover just these two cost elements. Therefore, such districts have no remaining resources for the most basic of costs associated with a school system: textbooks, paper/pencils, instructional technology, restroom supplies, facilities maintenance. In 2008-09, 17,000 students are enrolled in the 46 districts so dramatically impacted by inadequate state funding.

## 4.3 – Utilities and Insurance

**Graph 2: The Number of School Districts using 100% or More of State NERC Funding for Utilities and Insurance is Increasing**



### National Trends and Local Efforts to Improve Energy Efficiency

Schools across the country are experiencing the same pressure caused by significant increases in utilities and insurance Costs. According to the 2008 annual Maintenance and Operations Cost study of schools, Spending on energy/utilities remains high, reflecting skyrocketing costs to operate facilities. Rising prices also are forcing available fund to be redirected from other areas. For example, maintenance staff is being required to “do more with less” – the square footage maintained per full-time custodian workers jumped 14 percent to 26,786 from 23,408 the year before.<sup>3</sup>

The survey indicated a median per pupil dollar amount for energy (gas, electricity, and other fuels) and utility cost at \$286.97. No information was provided on the cost of insurance per student.

As the price of utilities continues to rise, school districts in Washington State are making an effort to improve their energy efficiency. King County for example has started the Greens Schools Program.<sup>4</sup> The program fosters the development of school teams that including teachers, principals, students, custodians, conservation managers, facilities managers and maintenance supervisor. These teams then identify strategies to improve among other things, energy usage at school. Currently there are more than 300 schools and 10 school districts that participate in the Greens Schools Program in King County; similar programs are being developed across the state.

While districts are attempting to reduce energy costs, some savings cannot be realized unless the district invests in significant small repairs or new equipment. The 2009 Legislature allocated \$16.9 million for districts to invest in energy efficiency projects. As of October 1, 2009 the application process for districts was not closed; based on submissions to date, applications will far exceed available resources.

## 4.3 – Utilities and Insurance

### Recommendation History

**Washington Learns:** Washington Learns recommendations provide for utilities and insurance funding within the maintenance and operations portion of the prototypical model. The report recommends an allocation of \$209 per pupil for utilities and \$47 per pupil for insurance for a total of \$256. However, Dr. Picus and Odden recommend that a single allocation for utilities will not adequately address differences in weather and utility companies price differentials. Therefore, they also noted that the state should simply cover the full cost of utilities on a cost reimbursement basis.

**Basic Education Finance Task Force (BEFTF):** The BEFTF recommended a separate allocation for utilities at \$216 per student but lumps insurance with other building-level costs such as maintenance, custodial, and security at a per student rate of \$102.

**ESHB 2261:** The minimum allocation for each school district shall include allocations per annual average full-time equivalent student for the following materials, supplies, and operating costs: Student technology; **utilities**; curriculum, textbooks, library materials, and instructional supplies; instructional professional development for both certificated and classified staff; other building-level costs including maintenance, custodial, and security; and central office administration. The legislation does not mention the inclusion of insurance but it is assumed to be included under building-level costs.

### Recommendation Matrix

MSOC – Utilities & Insurance \$/Student					
Student grade level:		Elementary	Middle	High	Notes
<b>1</b>	QEC Recommendation				
<b>2</b>	Dorn Proposal 9/29/09	\$309	Same	Same	Includes cost of insurance
<b>3</b>	Finance Task Force	\$216	Same	Same	Insurance not included. Lumped with “All Other” cost category
<b>4</b>	Washington Learns	\$216/209	Same	Same	Updated OSPI figures/Original Picus figures
<b>5</b>	District Practice	\$309.21	Same	Same	Includes both utilities and insurance
<b>6</b>	Basic Education Level (RCW 28A.150.260)	\$146.05	Same	Same	Includes both utilities and insurance
<b>7</b>	Oregon Quality Ed Model	\$700	\$737	\$785	Custodian, maintenance staff, <b>utilities</b> , security system, roof repair, general upkeep. Costs not broken out by staff & MSOC or by object.

<sup>1</sup> Department of Energy. (2004). School Operations and Maintenance: Best Practices for Controlling Energy Costs: A Guidebook for K-12 School System Business Officers and Facilities Managers. pg. 5

<sup>2</sup> Additional allocations are available for state CIS units generated for career and technical education and Skills Centers (at \$24,999 and \$19,395 per CIS respectively). The SPI proposal will address these NERC rates as part of funding proposals for Career and Technical Education.

<sup>3</sup> American School & Univeristy. (2008) 37<sup>th</sup> Annual Maintenance & Operations Cost Study – Schools available online at: [http://asumag.com/Maintenance/37th\\_annual\\_maintenance\\_schools/](http://asumag.com/Maintenance/37th_annual_maintenance_schools/)

<sup>4</sup> Information on Green Schools Program available at: <http://your.kingcounty.gov/solidwaste/greenschools/>