Closing the Opportunity Gap

2015 ANNUAL REPORT FROM THE EDUCATIONAL OPPORTUNITY GAP OVERSIGHT AND ACCOUNTABILITY COMMITTEE (EOGOAC)

http://www.k12.wa.us/WorkGroups/EOGOAC.aspx
2015 Annual Report

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Committee Background
The Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) was established by Second Substitute Senate Bill 5973 to address the opportunity gap in Washington State.\(^1\) The committee is charged by RCW 28A.300.136 to synthesize the findings and recommendations from the five 2008 Achievement Gap Studies into an implementation plan and continue to recommend policies and strategies to the Superintendent of Public Instruction, the Professional Educator Standards Board, and the State Board of Education in the following areas:

- Supporting and facilitating parent and community involvement and outreach.
- Enhancing the cultural competency of current and future educators and the cultural relevance of curriculum and instruction.
- Expanding pathways and strategies to prepare and recruit diverse teachers and administrators.
- Recommending current programs and resources that should be redirected to narrow the gap.
- Identifying data elements and systems needed to monitor progress in closing the gap.
- Making closing the achievement gap part of the school and school district improvement process.
- Exploring innovative school models that have shown success in closing the achievement gap.

The EOGOAC is committed to elevating student and community voice. The EOGOAC believes in modeling culturally responsive communication. In addition to regular monthly meetings, the EOGOAC has held community forums, with the intent to increase community understanding and involvement in the work of the EOGOAC through sharing their current recommendations with parents, students, and other members of the community. The first community forum was hosted by Heritage University in Yakima, then Federal Way School District, and more recently at Washington State University in Spokane.

The EOGOAC seeks every opportunity to share their recommendations. Members of the EOGOAC and staff regularly present at stakeholder meetings and local conferences. For example, in September 2014, five members accompanied by staff presented at the Race and Pedagogy National Conference. The focus of the conference was to engage local, regional, national, and international participants by discussing the impacts of race issues on education. The EOGOAC facilitated a private session to gather feedback on their 2014 recommendations and 2015 policy themes.

To achieve a multidisciplinary approach, statute encourages the committee to seek input and advice from other state and local agencies and organizations with expertise in health, social services, gang and violence prevention, substance abuse prevention, and other issues that disproportionately affect student achievement and student success.\(^2\) The EOGOAC is a policy group established by the legislature to focus on opportunity gap. Therefore, the EOGOAC should to be consulted regarding policy proposals on the opportunity gap.

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Committee Governance and Structure

**RCW 28A.300.136** Section (4)\(^3\) states the achievement gap oversight and accountability committee shall be composed of the following members:

a) The chairs and ranking minority members of the house and senate education committees, or their designees;

b) One additional member of the house of representatives appointed by the speaker of the house and one additional member of the senate appointed by the president of the senate;

c) A representative of the office of the education ombudsman;

d) A representative of the center for the improvement of student learning in the office of the superintendent of public instruction;

e) A representative of federally recognized Indian tribes whose traditional lands and territories lie within the borders of Washington State, designated by the federally recognized tribes; and

f) Four members appointed by the Governor in consultation with the state ethnic commissions, who represent the following populations: African-Americans, Hispanic Americans, Asian Americans, and Pacific Islander Americans.

**Committee Co-chairs**

**RCW 28A.300.136** (7) states the chair or co-chairs of the committee shall be selected by the members of the committee:

Representative Sharon Tomiko Santos

Senator Steve Litzow

Frieda Takamura

**Committee Staff**

Section (7) of **RCW 28A.300.136** states staff support for the committee shall be provided by the Center for the Improvement of Student Learning. However, due to removed funding from the Center for the Improvement of Student Learning (CISL), staffing is now provided through Special Programs within OSPI.

**Members**

<table>
<thead>
<tr>
<th>Wanda Billingsly</th>
<th>Commission on African American Affairs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frieda Takamura</td>
<td>Commission on Asian Pacific American Affairs (Asian American)</td>
</tr>
<tr>
<td>Fiasili Savusa</td>
<td>Commission on Asian Pacific American Affairs (Pacific Islander)</td>
</tr>
<tr>
<td>Raquel Ferrell Crowley</td>
<td>Commission on Hispanic Affairs</td>
</tr>
</tbody>
</table>

Representative Lillian Ortiz-Self  
House of Representatives, Additional member appointed by the Speaker of the House

Representative Sharon Tomiko Santos  
House of Representatives, Education Committee Chair

Representative Kevin Parker  
House of Representatives, Designee for Ranking Minority Member

Superintendent Randy Dorn  
Office of Superintendent of Public Instruction (OSPI)

Stacy Gillett  
Office of the Education Ombuds (OEO)

Senator Steve Litzow  
Senate, Senate Early Learning and K–12 Education Chair

Senator Pramila Jayapal  
Senate, Additional member appointed by the President of the Senate

Senator John McCoy  
Senate, Designee for Ranking Minority Member

Sally Brownfield  
Tribal Nations-Governor’s Office of Indian Affairs

Alternates

Dr. James Smith  
Commission on African American Affairs

Ben Kodama  
Commission on Asian Pacific American Affairs (Asian American)

Mele Aho  
Commission on Asian Pacific American Affairs (Pacific American)

Uriel Iñiguez  
Commission on Hispanic Affairs

Deputy Superintendent Dr. Gil Mendoza  
Office of Superintendent of Public Instruction (OSPI)

Summary of Recommendations

This report provides background on the Educational Opportunity Gap Oversight and Accountability Committee’s 2015 recommendations:

1) Reduce the length of time students of color are excluded from school due to suspensions and expulsions and provide student support for reengagement plans

2) Enhance the cultural competence of current and future educators and classified staff

3) Endorse all educators in English Language Learner/Second Language Acquisition

4) Transitional Bilingual Instructional Program Accountability for instructional services provided to English Language Learner Students

5) Analyze the opportunity gap through deeper disaggregation of student demographic data

6) Invest in the recruitment, hiring, and retention of educators of color

7) Incorporate Integrated Student Services and Family Engagement

8) Strengthen Student Transitions
Introduction

Closing the opportunity gap for our African American, Asian, Latino, Native American, and Pacific Islander students is a moral imperative and a civil rights obligation. The opportunity gap in Washington State is persistent, pervasive, and unacceptable. The opportunity gap has often been referred to as the “achievement gap.” Opportunity gaps and achievement gaps are not synonymous terms. Achievement gaps are the symptoms of a public school system that consistently provides different and unequal educational opportunities to students of color. Achievement gap language negatively focuses on the students of color and their families for being responsible for disproportionally low student achievement. It does not put the responsibility where it belongs on the public school system to provide an equitable education to all students. In reality, it is our public school system failing our students not our students failing the system.

The term “opportunity gap” acknowledges that there are still structural issues with institutionalized racism, disparate educational opportunities, and different treatment experienced by students of color. However, opportunity gaps can and have been closed through careful analysis of disaggregated student data, targeted strategies to provide equal opportunities to all students, and meaningful partnerships with communities and families. We need to acknowledge the success in our state – there are school districts and schools who have closed their opportunity gaps. Students of color, their families, and communities bring assets to schools, have deep strengths, and when given equitable opportunities by the public school system, are not in the opportunity gap.

Opportunity gaps are often attributed to the poverty status of students to avoid addressing race. However, as illustrated in the graphs below, the opportunity gap between racial groups persists even among low income and non-low income students of color. It is not acceptable for there to be a consistent 20–30 percentage point gap in student achievement between students of color and White and Asian* students. While poverty can compound the opportunity gap for students of color, we must acknowledge that our middle and upper income students of color are still in the opportunity gap. The system must address the needs of these students.

The Educational Opportunity Gap Oversight and Accountability Committee is composed of representatives of the very communities of color whose students are not receiving the same educational opportunities as other students. The recommendations within this annual report provide culturally responsive and relevant solutions to close the opportunity gap within Washington State. The recommendations are applicable to all public schools, including tribal compact and charter schools. The Educational Opportunity Gap Oversight and Accountability Committee’s recommendations are to be taken as a whole, as mutually reinforcing and interdependent structural policy changes which if implemented entirely, will close the opportunity gap.

The following charts show aggregate assessment data by subgroups from 2008–2013.  

*White and Asian student subgroups have historically had the highest levels of proficiency in Washington State. However when Asian is disaggregated into subethnic groups, there are many “Asian” students in the opportunity gap. See recommendation #5 for more information.
1) Reduce the length of time students of color are excluded from school due to suspensions and expulsions and provide student support for reengagement plans

**Background**

In January of 2014, the U.S. Department of Education released new guidance for developing School Climate and School Discipline Policies and Practices. The guidance, “grounded in recognized promising practices and research” is intended as a resource for states, school districts, schools, parents, students, and other stakeholders. However, it is non-regulatory guidance and does not require specific actions by any entities. The three guiding principles and action steps are as follows—

1. **Create positive climates and focus on prevention.**
   - Engage in deliberate efforts to create positive school climates.
   - Prioritize the use of evidence-based prevention strategies, such as tiered supports.
   - Promote social and emotional learning.
   - Provide regular training and supports to all school personnel.
   - Collaborate with local agencies and other stakeholders.
   - Ensure that any school-based law enforcement officers’ roles focus on improving school safety and reducing inappropriate referrals to law enforcement.

2. **Develop clear, appropriate, and consistent expectations and consequences to address disruptive student behaviors.**
   - Set high expectations for behavior and adopt an instructional approach to discipline.
   - Involve families, students, and school personnel, and communicate regularly and clearly.
   - Ensure that clear, developmentally appropriate, and proportional consequences apply for misbehavior.
   - Create policies that include appropriate procedures for students with disabilities and due process for all students.

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• Remove students from the classroom only as a last resort, ensure that alternative settings provide academic instruction, and return students to class as soon as possible.

3. Ensure fairness, equity, and continuous improvement.
• Train all school staff to apply school discipline policies and practices in a fair and equitable manner.
• Use proactive, data-driven, and continuous efforts, including gathering feedback from families, students, teachers, and school personnel to prevent, identify, reduce, and eliminate discriminatory discipline and unintended consequences.

There are inconsistencies in districts’ implementation of existing discipline policy. Therefore, careful dissemination of new laws and policies is critical to ensure equitable implementation of changes to indefinite expulsions and reengagement meetings across districts.

The Washington State School Directors Association (WSSDA), Washington Association of School Administrators (WASA), and the Association of Washington State Principals (AWSP) are associations responsible for the guidance and dissemination of information for entities to implement law into practices, policies, and procedures. Although these associations have the authority to charge for their services and collect membership fees, alternate options need to be arranged for school districts and schools unable to receive services due to participatory cost. RCW 28A.345.010 authorizes WSSDA to coordinate programs and procedures pertaining to policymaking and to control and management among school districts. Washington State Legislature. (1969). RCW 28A.345.010. Retrieved from: http://apps.leg.wa.gov/rcw/default.aspx?cite=28A.345.010


The Student Discipline Task Force was charged by RCW 28A.600.490 to develop standard definitions for causes of student disciplinary actions taken at the discretion of the school district to be used in Comprehensive Education Data and Research System (CEDARS). These definitions will serve as collection standards for discretionary disciplinary actions resulting in the exclusion of a student from school. CEDARS will include the recommended discipline data collection standards in the 2015–16 school year publication manual. School districts may choose to update their current policies to align with the standards between spring and summer of 2015.

The collection of student disciplinary data must result in substantial improvements to collection standards and the ability to reduce the number of discretionary discipline incidents for students of color. The task force was not charged to mandate common policy adoption by school districts.

The resulting consequences for student behavior vary widely. The decisions made regarding out of school suspensions and expulsions can affect student achievement. Exclusionary discipline which
removes a student from an educational setting (suspension or expulsion) contributes to the opportunity gap when students are denied the opportunity to receive education while out of school. Students of color are excluded from school through long term suspensions, expulsions, and emergency expulsions at disproportionate rates.\(^8\)

ESSB 5946, Section 2 addresses the use of best practices and strategies as a way to increase student achievement for LAP participating students\(^9\). OSPI is in the process of convening a panel of experts to develop a menu of best practices and strategies proven to increase student achievement (ELA and mathematics) and classroom behavior.

Districts and schools need guidance on preventions and interventions to use prior to the student being excluded (for suspension and expulsion) and then to use in the reengagement plan for return to school. The 2014 Supplemental Budget included a proviso directing $28,000 of the 2015 general fund to OSPI to create a clearinghouse of research-based best practices\(^10\). Engrossed Substitute Senate Bill 6002, Section 501 (w) states the clearinghouse will inform districts on academic and nonacademic support practices for students while they are subject to disciplinary action and after their reengagement.

The elimination of indefinite expulsions was authorized by the Revised Code of Washington (RCW) 28A.600.490 and further defined by WAC 392-400-275. However the length of time students are excluded from school due to a suspension or expulsion, particularly students of color, still must be reduced. Also, support is needed for reengagement plans when students return to school.

The amount of time lost during the exclusionary discipline varies, from 10 days to an entire year. Alternative educational services could prevent lost educational time; however these services are not widely used. WAC 392-121-108 states, “A student whose consecutive days of absence from school exceed twenty school days, or a part-time student that has not attended school at least once within a time period consisting of twenty consecutive school days, shall not be counted as an enrolled student


until attendance has resumed.” After 20 consecutive days of absence, a student cannot be claimed for funding.

The vetoed intent section (Section 304) within Engrossed Second Substitute Senate Bill (E2SSB) 5946 from 2013 provided the perspective from various experiences of schools and students. The Governor’s veto message stated that the intent section was not necessary to interpret or implement the law; however the intent section provided context for the loss of learning that occurs when students are excluded from school due to suspensions and expulsions.

**Recommendation**

The EOGOAC advises mandatory, culturally responsive, and relevant training to implement discipline policy changes. Training should include minimally, but not be limited to: school district staff, school building staff, and colleges of education teacher preparation and principal leadership programs. Trainings should also be offered on a regular basis to ensure every candidate has the opportunity to attend. The training should be culturally responsive and relevant to the students’ communities served. The EOGOAC further recommends the mandatory dissemination of the school discipline changes to families and communities. Students need a positive school culture and climate during school and extracurricular activities. This should expand past the physical school building to buses and after school activities. Training should be provided to all adults interacting with students, including both instructional and non-instructional staff.

For districts choosing to opt out of or unable to pay for discipline policy services offered by WSSDA, alternate options of technical assistance must be provided. The EOGOAC recommends that WSSDA employ a policy sharing agreement with alternate service providers to ensure consistency in policy adoption.

The EOGOAC recommends that the revised elements of the Comprehensive Education Data and Research System be used to drive improvements at the school and district level to foster a positive and

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supportive school culture that reduces the disproportional discipline of students of color. The Legislature must establish equity in mandatory and discretionary consequences across districts to decrease disproportionality for students of color and the length of time a student is excluded from school. The EOGOAC would like to see the removal of discretionary definitions from district codes of conduct (e.g. dress code, electronics, etc.) entirely. However at a minimum, the Legislature should prohibit long term suspension or expulsions for discretionary discipline offenses.

The EOGOAC further recommends that long term suspensions and expulsions should be limited to mandatory disciplinary offenses and last no more than one academic term (trimester or semester, dependent on the academic calendar of the school). The EOGOAC urges educators to pay attention to loss of credits, ensuring that the suspension/expulsion does not result in a loss of credits or academic standing students. Regardless of mandatory or discretionary consequences, appropriate education services must be provided during the period of the exclusionary discipline. The EOGOAC encourages schools and school districts to make greater use of alternative educational settings which are comparable, equitable, and appropriate to the regular educational services a student would have received without the exclusionary discipline. These settings may include but are not limited to: alternative high schools or placements, one-on-one tutoring, online learning, etc. Overall, the EOGOAC urges careful consideration in dispensing the amount of time a student is out of the classroom or out of school with every effort made to limit that amount of time.

The requirement for reengagement plans (authorized in RCW 28A.600.490 and WAC 392-400-420) does not mandate family engagement in the creation of the plan. Families must have access to, provide meaningful input, and participate in a culturally sensitive and responsive reengagement plan. The EOGOAC recommends the mandate of school, family, and community partnerships be included in the whole discipline process. This solution-based approach should involve: decision-making, creating policy, attending the meeting, participating in the process, readmission as part of due process, language access, notification of issue, and reengagement. Finally, Reengagement plans must include comprehensive social-emotional and academic student supports centered on systemic, highly effective, research-based practices (including but not limited to: Positive Behavioral Interventions and Supports and Restorative Justice).
2) Enhance the cultural competence of current and future educators and classified staff

Background

In previous recommendations, the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) has stated, “regarding strategies to close achievement gaps, the Committee recommends that our state recruit, develop, place, and retain educators who are culturally competent and possess skills and competencies in language acquisition.” Moreover, as demographics change in the student population served by Washington educators, the increase in students of color requires changes in the services and supports provided in schools to ensure the success of all students.

RCW 28A.320.170 provides an example of cultural curriculum required by existing statute that is not consistently implemented. This statute encourages the incorporation of tribal history and culture in school curriculum. However, without expectations or requirements, the implementation cultural curriculum varies statewide. Adding to the inconsistencies of tribal curriculum is the improper certification of First People’s endorsements. RCW 28A.410.045 established the First Peoples’ teacher certification program to provide subject area endorsements in language, culture, and oral tribal traditions. Section 3(a) states, “only a participating sovereign tribal government may certify individuals who meet the tribe’s criteria for certification.” Only the tribes can provide First People’s endorsements, however there is increasing confusion with other language endorsements offered through colleges of education.

As defined by the Legislature in RCW 28A.410.260, cultural competency, “includes knowledge of student cultural histories and contexts, as well as family norms and values in different cultures; knowledge and skills in accessing community resources and community and parent outreach; and skills in adapting instruction to students’ experiences and identifying cultural contexts for individual students.” Culturally competent community and parent outreach includes equitable language access to all families.

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The 2014 Supplemental Budget included two provisos related to the development of a cultural competence content outline. In section 501(1)(x), $49,000 was apportioned to OSPI to develop a content outline for professional development and training in cultural competence which school staff, school districts, and Educational Services Districts are encouraged to use. The proviso directs OSPI to develop the outline in collaboration with the EOGOAC, Professional Educator Standards Board (PESB), Colleges of Education, diverse communities, and community-based organizations. Additionally, in section 511(16), a one-time appropriation of $27,000 was directed to update the TPEP training to align with the cultural competence elements of PESB and reflect the content outline that is developed in accordance with section 501(1)(x).

RCW 28A.410.260, enacted by the 2009 Legislature, charged the Professional Educators Standards Board (PESB) with identifying model standards of cultural competence for educators. The Professional Educators Standards Board regulates the certification of teachers within the state of Washington, setting standards for teacher development.

The Cultural Competency Work Group developed cultural competence components for educators which included:
1. Professional Ethics within a Global and Multicultural Society
2. Civil Rights and Nondiscrimination Law
3. Reflective Practice, Self-Awareness and Anti-Bias
4. Repertoires of Practice for Teaching Effectiveness for Culturally Diverse Populations

The cultural competence components are integrated in the requirements related to the entry level Residency Certification through Teacher Preparation Programs. Under PESB’s Standard V – Knowledge and Skills, all teacher candidates must “develop competencies related to effective communication and collaboration with diverse populations represented in Washington State public schools and communities.” The components were integrated into Standard V as part of the preparation for all Residency Certification candidates, as well as principles of second language acquisition. Teacher candidates in Washington teacher preparation programs are now required to take coursework related to the cultural competence components as part of Standard V.

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Additionally, under the Teacher and Principal Evaluation Program (TPEP), in the 2013–14 school year, all teachers and principals in Washington State will be evaluated on eight criteria including cultural competence.

**Teacher Evaluation Criteria 3:**
“Recognizing individual student learning needs and developing strategies to address those needs” which is defined as “The teacher acquires and uses specific knowledge about students’ cultural, individual intellectual and social development and uses that knowledge to adjust their practice by employing strategies that advance student learning.”

**Principal Evaluation Criteria 2:**
“Effective leaders who have a commitment to closing identified gaps in achievement between groups of students, monitor subgroup data and develop and encourage strategies to eliminate those gaps. Student growth data must be a substantial factor utilizing OSPI approved growth rubrics.”

However, current career level teachers who received their Residency Certification prior to the addition of cultural competence components are not required to complete coursework or professional development. The American School Counselor Association (ASCA) outlines the knowledge, attitudes, and skills required for school counselors to meet student needs. According to ASCA, competencies of an effective school counselor include multicultural competencies in planning, organizing, implementing and evaluating the comprehensive school counseling program. In addition, counselors understand the legal and ethical nature of working in a multicultural society and understand multicultural trends when developing and choosing school counseling core curriculum.

In House Bill 1709 (2014), the legislature directed the Office of the Education Ombuds to investigate the feasibility of a state foreign language education interpreter training program. Additionally, Section 3, directed WSSDA to partner with the Office of the Education Ombuds to develop a model family language access policy and procedure for school districts. However the fulfillment of the model policy mandate was subject to funding and it was not funded in the Supplemental Budget.

**Recommendation**

The Educational Opportunity Gap Oversight and Accountability Committee recommends that teachers who received their Residency or Professional Certification before the cultural competence standards were enacted receive additional cultural competence training. Additionally, certificated administrative

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and classified staff are recommended to receive cultural competence training based on the cultural
competence standards.

All teachers and principals will be required by 2016–17 to receive training under the Teacher Principal
Evaluation Program; therefore the EOGOAC recommends this as a primary vehicle for delivering cultural
competency training for in-service teachers. To the extent that this training is phased in, the EOGOAC
recommends that cultural competence training is provided first to challenged schools in need of
improvement (as identified under RCW 28A.657.020). These schools are prioritized due to their need;
however, the EOGOAC adamantly urges that this recommendation be implemented to include all
schools and educators as quickly as possible.

In line with the requirements for pre-service teachers, all staff members need to complete a
foundational course in multicultural education and one in language acquisition strategies for English
Language Learners as preliminary training. Ongoing cultural competence training should be provided for
all staff in public schools, as part of the requirements for continuing education, and be measured in the
evaluation process. Included in such training should be information regarding best practices to
implement the tribal history and culture curriculum.

The EOGOAC encourages partnerships for cultural competence training between diverse community
organizations, families, schools, tribal governments, and institutions of higher education. Cultural
competency and cultural responsiveness cannot be siloed, and must be integrated in all professional
development content areas and pedagogy.

The EOGOAC urges further accountability of district superintendents and school board members.
Training should be provided through Washington State School Directors’ Association (WSSDA) to school
board members, through Washington Association of School Administrators (WASA) to superintendents,
and through Association of Washington School Principals (AWSP) for principals. However, WSSDA,
WASA, and AWSP should collaborate with the EOGOAC when developing cultural competency trainings
to ensure it’s culturally appropriate.

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3) Endorse all educators in English Language Learner/Second Language Acquisition

Background
In Washington State, students served by the Transitional Bilingual Instructional Program spoke a total of 202 languages in the 2012–13 school year. The majority of students spoke Spanish, with the other most common languages spoken being Russian, Vietnamese, Somali, Chinese, Ukrainian, Arabic, Korean, and Tagalog. Sixteen districts had 50 or more languages spoken by English language learner (ELL) students, while many districts only served ELLs whose primary language was Spanish.

The student’s home language must be respected and valued. An unknown number of students speak nonstandard English dialect. Both nonstandard English and non-native English speakers experience impacts on learning.

2012–13 Top 25 Languages Spoken by Students in the Transitional Bilingual Instructional Program

<table>
<thead>
<tr>
<th>Language</th>
<th>Students</th>
<th>Language</th>
<th>Students</th>
</tr>
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<tbody>
<tr>
<td>Spanish</td>
<td>70,174</td>
<td>Samoan</td>
<td>753</td>
</tr>
<tr>
<td>Russian</td>
<td>4,573</td>
<td>Japanese</td>
<td>578</td>
</tr>
<tr>
<td>Vietnamese</td>
<td>4,090</td>
<td>Nepali</td>
<td>560</td>
</tr>
<tr>
<td>Somali</td>
<td>2,750</td>
<td>Hindi</td>
<td>395</td>
</tr>
<tr>
<td>Chinese*</td>
<td>2,185</td>
<td>Tigrinya</td>
<td>387</td>
</tr>
<tr>
<td>Ukrainian</td>
<td>1,999</td>
<td>Mixteco</td>
<td>355</td>
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<tr>
<td>Arabic</td>
<td>1,562</td>
<td>Rumanian</td>
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<tr>
<td>Korean</td>
<td>1,531</td>
<td>Swahili</td>
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<td>Tagalog</td>
<td>1,509</td>
<td>French</td>
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<td>Marshallese</td>
<td>1,098</td>
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<td>298</td>
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<tr>
<td>Punjabi</td>
<td>1,001</td>
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<td>292</td>
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<tr>
<td>Cambodian</td>
<td>888</td>
<td>Chuuk</td>
<td>279</td>
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<tr>
<td>Amharic</td>
<td>753</td>
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</table>

*Includes Cantonese, Fukienese, Mandarin, Taiwanese, and unspecified Chinese. Parent waivers included.


1) The Transitional Bilingual Instructional Program (TBIP) is defined in WAC 392-160-005 as, “a system of instruction which:
   a) Uses two languages, one of which is English, as a means of instruction to build upon and expand language skills to enable a student to achieve competency in English;
   b) Introduces concepts and information in the primary language of a student and reinforces them in the English language; and
c) Tests students in the subject matter in English.”

2) "Primary language" means the language most often used by a student (not necessarily by parents, guardians, or others) for communication in the student’s place of residence.

3) "Eligible student" means any student who meets the following two conditions:
   a) The primary language of the student must be other than English; and
   b) The student’s English skills must be sufficiently deficient or absent to impair learning.

4) "Alternative instructional program" means a program of instruction which may include English as a second language and is designed to enable the student to achieve competency in English.”

### ELLs as a Percentage of Total Students by School Year

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Oct. 1 Enrollment</th>
<th>ELL Oct. 1 Head Count</th>
<th>Percent ELL</th>
<th>Distinct ELL Enrollments</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005–06</td>
<td>1,020,081</td>
<td>76,213</td>
<td>7.5%</td>
<td>85,314</td>
</tr>
<tr>
<td>2006–07</td>
<td>1,019,295</td>
<td>74,650</td>
<td>7.3%</td>
<td>83,463</td>
</tr>
<tr>
<td>2007–08</td>
<td>1,021,834</td>
<td>80,590</td>
<td>7.9%</td>
<td>88,128</td>
</tr>
<tr>
<td>2008–09</td>
<td>1,027,625</td>
<td>83,058</td>
<td>8.1%</td>
<td>90,450</td>
</tr>
<tr>
<td>2009–10</td>
<td>1,024,721</td>
<td>86,417</td>
<td>8.4%</td>
<td>93,197</td>
</tr>
<tr>
<td>2010–11</td>
<td>1,040,382</td>
<td>92,084</td>
<td>8.9%</td>
<td>98,472</td>
</tr>
<tr>
<td>2011–12</td>
<td>1,043,304</td>
<td>88,703</td>
<td>8.5%</td>
<td>94,728</td>
</tr>
<tr>
<td>2012–13</td>
<td>1,050,900</td>
<td>94,940</td>
<td>9.0%</td>
<td>104,025</td>
</tr>
</tbody>
</table>

*Waived students are excluded.


However, not all teachers (paid from Transitional Bilingual Instructional Program funds) who provide instruction to English language learners hold an appropriate endorsement in Bilingual Education or English Language Learner. There is no requirement for instructors (neither teachers nor instructional aides) to have an endorsement or other professional development in research-based instructional strategies for language acquisition.

The Office of Superintendent of Public Instruction has provided the following guidance on which instructional models can be used with Transitional Bilingual Instructional Program funds:23

**Dual Language Program (Two-Way Immersion or Two-Way Bilingual Education)**

Dual Language Programs (also known as Two-Way Bilingual Education and Two-Way Immersion) integrate language development with academic instruction for both native speakers of English and new speakers of English (ELL students). The goal is for students to become highly proficient in both their native language and their second language while simultaneously gaining high academic achievement in

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both languages. Additionally, dual language programs seek to foster student success in becoming bilingual, biliterate, and bicultural.

**Developmental Bilingual Education (DBE or Late-Exit)**

Developmental Bilingual Education (DBE) or Late-Exit Bilingual programs are similar to Dual Language programs in that instruction is carried out in both English and the student’s native language. Typically, Late-Exit programs begin in kindergarten or first grade with 90% of instruction occurring in the native language and 10% in English. Instruction in English incrementally increases, while instruction using the native language gradually decreases until there is an equal balance of instruction occurring in both languages. The 50/50 division of instructional time continues through the completion of the program, which is usually in the 6th grade. Students then transition into regular mainstream instruction in English.

**Transitional Bilingual Education (Early-Exit or TBE)**

The purpose of a Transitional Bilingual Education or Early-Exit model is to use the student’s native language as a foundation to support English language development. TBE models generally begin by initially providing 90% of instruction in the native language and 10% in English, increasing English instruction systematically until all instruction is provided in English. TBE (Early-Exit) models differ from Developmental Bilingual (Late-Exit) models in that students move to English-only instruction more quickly, with students generally moving into mainstream English-only classes within three or four years.

**Content-Based Instruction or Sheltered Instruction**

Content-Based Instruction (CBI) and Sheltered Instruction (SI) models both integrate English language development with academic content learning using English as the language of instruction. CBI and SI models are used in classes comprised predominantly of English language learners with instruction delivered by teachers specially trained in the field of second language acquisition and instructional strategies to support both English language development and academic grade-level content. CBI and SI vary slightly in their focus. SI models focus primarily on content learning with a secondary focus on language development. CBI models focus primarily on English language development, using academic content as the vehicle of instruction.

**English as a Second Language Pull-out/Push-in Program**

ESL or ELL instructional models provide instruction to English language learners either through pull-out/push-in support. Instruction is delivered or overseen by teachers who have been specifically trained in the field of second language acquisition and strategies. Instruction is delivered in English but may include primary language support. Instruction may occur either individually or in small groups with the focus of supporting English language development.

**Newcomer Program**

Newcomer Programs provide specialized instruction to beginning level English language learners who have newly immigrated to the United States and are especially useful for districts with large numbers of students with limited or interrupted formal education who may have low literacy in their native language. Such programs typically are employed at the secondary level, but could go as low as 3rd grade.
to provide a foundation of both basic English language skills and content instruction to facilitate students’ transfer into a district’s regular TBIP program while additionally serving to familiarize newcomers with American culture and educational settings.

RCW 28A.300.575 established the Washington State Seal of Biliteracy to recognize public high school graduates who have attained a high level of proficiency in speaking, reading, and writing in one or more world languages, in addition to English. OSPI was charged to adopt criteria for students to demonstrate proficiency in English and a world language through proficiency tests and competency-based world language credits.

Recommendation
The EOGOAC recommends the Transitional Bilingual Instructional Program focus on the connection of language acquisition and student learning through dual language programs. Dual language supports the ability for ELL students to succeed in school while teaching everyone that the language they bring is an asset.

The Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) recommends that the Educator Retooling Grant Program at the Professional Educator Standards Board receive increased funding to enable all certificated staff to receive a bilingual or ELL endorsement, in order to effectively provide instruction to ELL students.

The EOGOAC strongly recommends that, certificated staff paid through the Transitional Bilingual Instructional Program (TBIP) must hold a bilingual or ELL endorsement. Additionally, classified staff providing instructional services to students (paraeducators) should receive ELL/Second Language Acquisition training.

The EOGOAC has concerns with the implementation of the Washington State Seal of Biliteracy. The EOGOAC finds proficiency tests to be exclusive and a limited measure of language skills. Although the initiative has the potential to acknowledge and encourage biliteracy in students, the criteria may be a barrier for students. The EOGOAC believes that multiple language individuals are high achievers, and contribute to a well-educated and economically advanced society.

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4) Transitional Bilingual Instructional Program Accountability for Instructional Services Provided for English Language Learner Students

Background
In previous years, the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) recommended new English Language Learner Accountability Benchmarks be created by the Office of Bilingual and Migrant Education within the Office of Superintendent of Public Instruction. The EOGOAC recommended that an English Language Learner Accountability Benchmark taskforce be created to review research and best practices for ELL instructional programs in order to identify appropriate performance benchmarks. The taskforce would include diverse representation from families, community members, and educators in schools with different languages spoken by students. The EOGOAC intended these benchmarks to be used to assess the instructional programs and interventions being employed by schools and school districts using TBIP funds. Although this specific recommendation was not passed, the legislature included and funded the Transitional Bilingual Instructional Program (TBIP) Accountability Task Force through a 2014 budget proviso.

The Transitional Bilingual Instructional Program (TBIP) Accountability Task Force was established in Washington State’s 2014 Supplemental Budget. ESSB 6002 Section 501 (y) directed $117,000 of the 2015 general fund to the Office of Superintendent of Public Instruction to convene a task force to design a performance-based assistance and accountability system for the Transitional Bilingual Instruction Program. The task force must submit a report with recommendations to the education and fiscal committees of the legislature by January 15, 2016.

RCW 28A.180.030 defines an “exited pupil” as a student previously enrolled in the Transitional Bilingual Instructional Program who is no longer eligible for the program based on his or her performance on an

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English proficiency assessment approved by the Superintendent of Public Instruction.\textsuperscript{26} Districts are funded based on the average monthly headcounts reported to the Office of the Superintendent of Public Instruction on the P-223 form. Beginning in the 2014–15 school year, the funding formula for TBIP students exited within the two previous years is an average of 3 hours per week of additional instruction in a group of 15 students.\textsuperscript{27}

**Recommendation**

The members of the EOGOAC look forward to reviewing and will respond to the recommendations of the TBIP Accountability Task Force in 2016. The EOGOAC recommends the TBIP Accountability Task Force engage with the EOGOAC as they develop recommendations over the 2015 year.

The EOGOAC urges the TBIP Accountability Task Force to consider accountability of funding for students exiting the Transitional Bilingual Instructional Program. Funds should be targeted to supporting academic supports for recently exited students from TBIP eligibility two years beyond exiting services.


5) Analyze the opportunity gap through deeper disaggregation of student demographic data

**Background**
As the demographics of students in Washington State public schools change, the collection of accurate and relevant ethnic and racial data has become increasingly important. The ability to self-identify one’s racial and ethnic identity requires categories that allow for the vast differences between specific sub-ethnic groups. This data is used to guide instruction, inform decision making, and address accountability to State and Federal requirements. We need everyone to understand what the gaps are before they can be eliminated.

During the 2010–11 school year, the Office of Superintendent of Public Instruction (OSPI) reduced the N-size of 30 to 20 to detect gaps among subgroups. With the loss of the Elementary and Secondary Education Act (ESEA) waiver, OSPI maintains an N-size of 20, but is required to use an N-size of 30 to calculate Adequate Yearly Progress (AYP) under ESEA. A smaller N-size would enable the state, districts, and schools to better determine opportunity gaps. Current student data is still collected for subgroups including at least 20 students, however most states show data of students in even smaller subgroups. According to Department of Education’s Minimum N-Size Report, some states are using an N-size as low as 5 students per subgroup.28

![Minimum N-Size for Reporting](image)

<table>
<thead>
<tr>
<th>Minimum N-Size</th>
<th>Number of States</th>
</tr>
</thead>
<tbody>
<tr>
<td>30</td>
<td>3</td>
</tr>
<tr>
<td>25</td>
<td>1</td>
</tr>
<tr>
<td>20</td>
<td>4</td>
</tr>
<tr>
<td>16</td>
<td>1</td>
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<td>15</td>
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<tr>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>5</td>
<td>6</td>
</tr>
</tbody>
</table>


This data not only allows families to accurately describe their children, but also allows schools and school districts to evaluate their instructional needs in order to provide an equitable education for all students and identify opportunity gaps among specific ethnic and racial populations. We have small rural and limited language groups that become invisible when their population is less than 20.

OSPI currently collects student racial and ethnic data in the Comprehensive Education and Data Research System (CEDARS) in accordance with the federal guidance from the U.S. Department of Education. In 1997, the Office of Management and Budget published new standards for federal agencies on the collection of racial and ethnic data. As part of the new standards and guidance for the collection of racial and ethnic data, respondents self-identify his or her race and ethnicity and are provided with the option to select more than one racial or ethnic designation. Additionally, the new standards require the use of a two-part question, focusing first on ethnicity and second on race when collecting data from individuals. The minimum requirements for the two-part question to be used for collection of racial and ethnic data is as follows:

What is your ethnicity?
Hispanic or Latino
Not Hispanic or Latino

What is your race? Mark one or more races to indicate what races you consider yourself to be.
American Indian or Alaska Native
Asian
Black or African American
Pacific Islander or Native Hawaiian
White

A response is required for both questions. Federal requirements specify that the categories of “unknown” and “not provided” are not valid responses. Additionally, a high school student may self-identify his or her ethnicity and race categories, but it is recommended for parents or guardians report ethnicity categories for students who are not yet high school age.

While self-identification (through student, parent, or guardian) is the preferred method of gathering a student’s ethnic and racial data, the federal guidance requires the use of observer/third party identification of students’ ethnicity and race, as a last resort, if such information is not provided by parents, guardians, or students. There are problems with language access and guidance in school forms, leading to issues with data credibility. School districts and staff are not trained on how to identify a student’s race/ethnicity. This is a challenge as we become an increasingly diverse and multiracial society. We cannot identify a students’ race/ethnicity based on their physical appearance.

The Office of Superintendent of Public Instruction (OSPI) is authorized in statute under RCW 28A.300.500\(^{10}\) to establish a longitudinal data system for and on behalf of school districts in the state. The purpose of this data system is to better aid research into programs and interventions that are most cost effective in improving student performance. Student growth data is a requirement of the teacher and principal evaluation process, as well as part of the school improvement process with Priority, Focus, and Emerging schools.

The Office of Superintendent of Public Instruction (OSPI) has adopted standards that allow one or more selections from 57 sub-racial categories as well as special education and students covered by Section 504. A sample data collection form was developed by OSPI, however school districts are not required to use it or the categories included.

While school districts are required to report data in the federal ethnicity and race categories, they are not required to provide the sub-ethnic or sub-racial information. In districts that have included sub-ethnic and sub-racial categories in their data forms and systems, the rate of completion by parents/guardians and students varies, as not all individuals choose to self-identify their sub-ethnic or sub-racial identity. Additionally, school districts have differing capacity to gather and interpret data. Many districts have expressed interest in receiving professional development on how to use data to inform decisions and improve teaching.

**Recommendation**

The Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) recommends that school districts gather and report expanded sub-ethnic and sub-racial categories in addition to the minimum federal ethnicity and racial categories.

The EOGOAC recommends that a revision of the race and ethnicity guidance is completed by a taskforce convened by OSPI with representation from the EOGOAC, the Ethnic Commissions, Governor’s Office of Indian Affairs, and diverse parents. The task force should utilize the U.S. Census and the American Community Survey in the development of the guidance.

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The EOGOAC further recommends that under the federal race category of Black/African American, that the following sub-ethnic categories are included to provide for disaggregation of that category: Black: National origin from a country in the continent of Africa (indicate Country of Origin) African American: National origin from the United States of America, with African ancestors.

The EOGOAC recommends that the race category Asian be disaggregated into the following categories: Burmese, Cambodian/Khmer, Cham, Chinese, Filipino, Hmong, Indian, Indonesian, Japanese, Korean, Lao, Malaysian, Mien, Pakistani, Singaporean, Taiwanese, Thai, Vietnamese, and Other Asian. The EOGOAC recommends that the race category of White is disaggregated to include sub-ethnic categories that include Eastern European nationalities that have significant populations in Washington (Russian, Ukrainian, Polish, Romanian, etc.). The EOGOAC recommends that students selecting two or more races are reported not only as “two or more races” but in discrete categories for their racial and ethnic combination (See Appendix A).

Additionally, the EOGOAC recommends that OSPI reduce the N-size requirement for reporting and school accountability of subgroup data from an N-size of 20 students to an N-size of 10 students. This will allow the opportunity gap to be visible in schools with smaller groups of students of color. Adjusting subgroups to count populations less than 20 students would assist in holding schools accountable to individual student level support.

When schools and districts receive this data, they must regularly utilize in improvement plans to inform instructional decisions and differentiated for student needs. The EOGOAC recommends that OSPI provides technical assistance, guidance, and reporting guidelines for school districts to report and disaggregate student data. Under Principle Five of the Seven Turnaround Principles, the EOGOAC recommends guidance be developed on the required use of data to inform instruction for Priority, Focus, School Improvement Grant (SIG), and Required Action District (RAD) schools. Additionally, attention to district responsibility is needed to effectively meet the needs of identified Priority and Focus schools, particularly in districts with clusters of identified subgroups. Focus school plans should appropriately reflect accountability for subgroups and include technical assistance to support the unique needs of students identified in particular racial/ethnic, students in poverty, ELL, and SPED subgroups.
6) Invest in the recruitment, hiring, and retention of educators of color

Background
In Washington public schools, the majority of educators do not reflect the racial and ethnic demographics of the students they serve. The EOGOAC recognizes that educators occupy many roles, included but not limited to administrators, principals, teachers, and paraeducators. The racial and ethnic identity of students in Washington differs significantly from their teachers.

Within the last ten years, the demographics of the student population served by Washington educators has shifted, with an increase of many students of color as the majority population in our schools. Many of the students of color also qualify for services under the Transitional Bilingual Instructional Program (TBIP), as their primary language is not English.

![2012-13 Comparision of Racial and Ethnic Demographics of Educators to the Student Population](image)


The varied cultural backgrounds and experiences of students of color should inform educator practice and school/school district policies and procedures. Educators of color can contribute to deeper understanding of the “funds of knowledge” of students and their families, informing both the practices of their colleagues and the institutionalized structures within a school or a school district. The field of K-
12 education is currently female dominated and there is a need for additional males, particularly males of color in the teaching profession.

The capacity for schools to understand the broad range of experiences that students bring into the classroom and how those experiences impact student learning will be increased by creating an educator workforce that is representative of the students served. It is essential for students to see mentors and adults they trust as successful teachers. All teachers must develop meaningful relationships with students and families, and there is a growing need for educators who are representative of their students and students’ families.

Highly qualified credentials are not the sole or foremost criteria for determining effective teachers. It is important for students to be taught by someone who looks like them and shares their experiences, acts as a role model, and inspires other students to become teachers. There is a lack of training in culturally responsive recruitment strategies.

Additionally, the Department of Education has increased their expectations for accountability with highly qualified educators. The State Equity Plan guidance; issued November 10, 2014; outlined the requirements of the Excellent Educators for All Initiative and the requirement for states to ensure that “poor and minority children are not taught at higher rates than other children by inexperienced, unqualified or out-of-field teachers.” The Educational Opportunity Gap Oversight and Accountability Committee recommends that the state Equity Plan include strategies regarding the equitable distribution of teachers of color.

The Annual Report from the Professional Educator Standards Board states that on average 5 – 5.5 percent of teachers leave the workforce each year.\(^3\) However this rate is on the rise, particularly for teachers of color. As shown in the following chart, 5.2 percent of Black/African American teachers left the teaching workforce in the 2008-09 school year. This has grown increasingly to 10.3 percent of Black/African American teachers leaving the teaching workforce in 2012–13.

The EOGOAC asked veteran teachers from their communities’ reasons for leaving the profession. Responses were that teachers felt isolated, marginalized, unsupported professionally, and unsupported financially which was challenging as a first generation teacher of color.

**Recommendation**
The Educational Opportunity Gap Oversight and Accountability Committee recommends that the educator workforce more closely reflects the students they teach by creating a cohesive and comprehensive career path to provide incentives and greater access for candidates of color to become educators. The EOGOAC would like to broaden their recommendations to all educators and staff, including but not limited to: paraeducators, teachers, counselors, principals, superintendents and other school employees.

The EOGOAC recommends that criteria one and two under the TPEP model embrace a focus on hiring and retaining educators of color within the building:
1) Creating a school culture that promotes the ongoing improvement of learning and teaching for students and staff.
2) Demonstrating commitment to closing the opportunity gap.
The EOGOAC has concerns with the limited culturally responsive support mechanisms in school districts to retain teachers and administrators of color. There is especially a shortage of male teachers of color represented in the profession. Support mechanisms may include but are not limited to: mentorships, professional affiliations/networks, community linkages, Martinez Foundation scholars, and professional development. Mentor programs require additional funding and release time, and the EOGOAC would like to see further support of the Martinez Foundation Scholars and the BEST program.

Unfortunately, some communities resist sending students to colleges of education. There are multiple disincentives to completing pre-service programs; one example is: the difficulty of completing certification/licensure requirements. The EOGOAC encourages more mentoring and support throughout the process of becoming a teacher—from the program to placement in the classroom. The EOGOAC heard from panels of pre-service teacher programs in Washington State. St. Martin’s College provided an illustrative example of the attitudinal and cultural biases of teacher candidates. Many who choose to pursue the teaching profession don’t yet fully appreciate the diversity of today’s classrooms. This encapsulates the problem with the system and the need for more family engagement and interactions with communities.

The EOGOAC encourages federal loan forgiveness to ease burden for first generation students of color to join the teaching profession. The EOGOAC recommends Stafford and Perkins loans be used as an incentive to serve in low performing schools or teacher shortage areas. The EOGOAC sees partnerships between communities and colleges of education that offer scholarships to local community members as a great opportunity. Existing federal grants (e.g. TEACH) and loan repayment options are valuable to students beginning a career in teaching. However, there are less financial assistance programs at the state level and those available have limited funds. Therefore, the EOGOAC recommends additional funding for the Recruiting WA Teachers program through the Professional Educators Standards Board (PESB).
7) Incorporate Integrated Student Services and Family Engagement

**Background**

Integrated student supports (ISS) are described as “a school-based approach to promoting students’ academic success by developing or securing and coordinating supports that target academic and non-academic barriers to achievement.” Resources may include tutoring and mentoring, physical and mental health care, and connecting their families to parent education, family counseling, food banks, or employment assistance. Integration of these supports into the policies and operation of the school is key to ensuring that all student needs are met and that they are able to learn in school.

The integration of community resources improves academic outcomes for students. Integration of services doesn’t happen naturally and shouldn’t happen haphazardly; integration needs to be thoughtful for student academic success. ISS focuses on the needs of the whole child and can impact student achievement and behavior. In presentations to the EOGOAC, OSPI’s Data Governance has stated, “so far, we are finding that the outlier districts focus on providing an environment that is welcoming for students and they strategizing how to make the parents and community even more welcome.”

Integration of family and community involvement in decision-making strengthens our education system. Family Engagement can influence cultural competence of teachers, administrators, and building staff. Parents and family members are kids’ first teachers, especially on their cultural background. Teaching kids their background as an asset to the system is a strength-based approach.

Schools are the centers of communities and we need to do everything possible to engage communities and families in schools. Community based organizations have the capacity to work with schools to engage local community stakeholders in conversation and decision-making. This is essential to sustain culturally responsive services to a diverse population of students.

The role of Parent Involvement Coordinator is included in the prototypical schools funding model, however an allocation value has not been set in statute and is still listed as zero. In the 2014 Supplemental Budget, Section 502, Part 4 of ESSB 6002 - Classified Staff Allocations, states “the allocation for parent involvement coordinators in an elementary school shall be 0.0825 and enhancement is within the program of basic education.” Currently, the Budget only provided a parent involvement coordinator allocation to elementary schools.

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<th>Staff Position</th>
<th>Elementary School</th>
<th>Middle School</th>
<th>High School</th>
</tr>
</thead>
<tbody>
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<td><strong>Principals, assistant principals, and other certificated building-level</strong></td>
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<td>1.353</td>
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</tr>
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<td><strong>administrators</strong></td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Teacher librarians, a function that includes information literacy, technology,</strong></td>
<td>0.663</td>
<td>0.519</td>
<td>0.523</td>
</tr>
<tr>
<td><strong>and media to support school library media programs</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Health and social services:</strong></td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>School nurses</strong></td>
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<td>0.060</td>
<td>0.096</td>
</tr>
<tr>
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<td>0.006</td>
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<tr>
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<td>0.002</td>
<td>0.007</td>
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<td><strong>Guidance counselors, a function that includes parent outreach and graduation</strong></td>
<td>0.493</td>
<td>1.116</td>
<td>1.909</td>
</tr>
<tr>
<td><strong>advising</strong></td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Teaching assistance, including any aspect of educational instructional services</strong></td>
<td>0.936</td>
<td>0.700</td>
<td>0.652</td>
</tr>
<tr>
<td><strong>provided by classified employees</strong></td>
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<td></td>
</tr>
<tr>
<td><strong>Office support and other non-instructional aides</strong></td>
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<td>2.325</td>
<td>3.269</td>
</tr>
<tr>
<td><strong>Custodians</strong></td>
<td>1.657</td>
<td>1.942</td>
<td>2.965</td>
</tr>
<tr>
<td><strong>Classified staff providing student and staff safety</strong></td>
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<td>0.092</td>
<td>0.141</td>
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<tr>
<td><strong>Parent involvement coordinators</strong></td>
<td>0.00</td>
<td>0.00</td>
<td>0.00</td>
</tr>
</tbody>
</table>

**Recommendation**

**Family Engagement**

The EOGOAC recommends that the Legislature review the prototypical schools funding model and determine an appropriate allocation for parent involvement coordinators. In order to be more inclusive of the diversity of families within the state and to reflect national research, the title of the position should be changed to Family and Community Engagement Coordinator. Due to the nature of the prototypical funding model, many small districts will receive less than 1 FTE allocation and cannot hire for this position unless there are additional fund sources to support family engagement.

The EOGOAC recommends that each school district receive the allocation determined in the prototypical funding model with the condition that no district receives less than 1 FTE allocation per district. Additionally, the allocation must be used for the purposes of family engagement and not for other duties. Family engagement coordinators should be required to engage in cultural competence training and have the appropriate background to act as a liaison between the complex expectations of schools and unique families.
Every school district must be required to adopt a family engagement framework based on national research and evidence-based models. The EOGOAC recommends that the Legislature adopts family engagement standards to define and measure family engagement strategies used in schools and districts. As family engagement is a required component of both federal (Title I, Part A, Title III and school improvement for Priority, Focus and School Improvement Grants) and state (Learning Assistance Program) programs, it essential that schools use culturally responsive research and evidence-based family engagement models and standards tailored to the community being served.

**Integrated Student Supports**

It is essential that culturally responsive and relevant student support services are integrated and linked with resources in the community that provide supports to families with health, mental health, poverty, and academic needs. Integrated multidisciplinary teams composed of school psychologists, social workers, nurses, and counselors must work with teachers and principals to triage and provide necessary supports to struggling students. The EOGOAC recommends that programs providing students with multiple supports be integrated into schools with adequate funding.

The EOGOAC recommends that the allocation for the social workers, guidance counselors, psychologists, and nurses be revised to reflect professional guidelines for appropriate caseloads and staff to student ratios to improve the capacity of these positions to provide the supports to students in need. The FTE allocations must be aligned to the job descriptions and duties of individuals in those positions. The EOGOAC supports the increased allocation of staffing as established in Initiative 1351. Furthermore, social and emotional support skills need to be taught in the elementary schools and continue throughout high school to affect systemic change in student’s wellbeing and subsequent ability to be successful in school.

The EOGOAC recommends that the legislature invest in programs and strategies that are designed to provide student supports (multi-tiered interventions and supports, communities in schools, etc.). An adequate investment is needed to staff multiple programs/strategies. Furthermore, districts should be directed to an intentional use of funds to support this work. Allocations must be used for integrated student supports and resources to support integration. Funding should be presented to the community as an intentional budget item. Districts need to explain to communities how funds will be used to meet student needs, based on local/community needs, and in a culturally responsive manner.
8) Strengthen Student Transitions

**Background**

In order to close the opportunity gap, students must be supported during all of their developmental transitions from early learning through elementary and secondary and on to either college or career. Opportunity gaps emerge in early learning and elementary school and can widen if transitions are not appropriately supported with excellent educators, counseling, and support services.

There is an issue with a lack of resources for transitions. Although counselors should play a critical role in ensuring students’ success in pursuing a post-secondary career or college degree, counselors should not be the only ones involved in the managing the transition process. School counselors deal with more student needs than ever before. They are providing guidance counseling, social-emotional, and mental health supports. The American School Counselor Association recommends a school counselor to student ratio of 1:250 and that school counselors spend 80 percent or more of their time in direct and indirect services to students. However, with a growing number of needs and limited staff resources, counselors are often are tasked with paperwork and data collection duties on top of their regular work load.

Another aspect of transitions includes supporting students beyond school by elevating communities and families. Family and community must be involved through all transitions. There are differentiations in transitions (e.g. gender) and educators and policy makers need to pay attention to the data to understand what is really happening. Data analysis is the strongest tool to drive resources. This is part of this developmental process and must be considered as a role for communities and families.

The ideal public education system would guide students from the beginning to the end. Currently not all kids are ready to transition, but focusing on transitions allows the system to sustain support all the way to adulthood (college or career). Youth need assistance and an advocate for their goals and each student should be prepared to transition to a college and career readiness stage. Regardless of their experience, each student should get a modicum of independence, self-awareness, and feeling of success. There are existing exemplary programs in our communities recognizing the successes for each student as they advance through their educational process. For example, White Center Promise is a place-based

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initiative lead by the White Center Community Development Association established by the White Center Community Development Association, Southwest Youth and Family Services, and Highline Public Schools. White Center Promise offers a continuum of solutions on early learning, K–12, post-secondary pathways, and family and community. Early learning strategies and solutions include aligning home visiting, formal early learning, child care, and kindergarten programs and providing child development/kindergarten readiness guidance for families. K–12 strategies and solutions include strengthening school foundations, increasing personalized student supports, and ensuring relevant health programs are in place. Post-secondary pathways include incorporating school transition activities and checkpoints for all students and providing streamlined post-secondary preparation and persistence supports. Finally, family and community strategies and solutions include increasing family success opportunities and supporting community improvement.37

Other exemplary programs supporting middle and high school students through transitions include: Advancement via Individual Determination (AVID), Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR-UP), and Mathematics Engineering Science Achievement (MESA). These programs provide explicit college and career services. Programs providing basic college preparation skills, study skills, and financial education are also essential to students transitioning to adulthood.

The High School and Beyond Plan was established by the State Board of Education as a graduation requirement in 2000. Students begin planning for their future in middle school and continue to revise throughout their high school years. Although the guidelines for the High School and Beyond Plan are determined at a local level, there are recommended elements to attempt relevancy and consistency across districts. Recommended elements of the High School and Beyond Plan include, but are not limited to: personal interests, four-year plan, research and proposed budget for postsecondary training, education, and lifestyle.38 These elements are not authorized by legislation or funding to be mandated and districts are not uniform in local requirements.

A focus on academic guidance for high school and beyond, academic planning, transitions in high school is essential; and individuals performing this function must be adequately qualified. Remediation courses cover academic content that the student should have covered in high school. The effect of prolonged remediation in college often leads to students having to take additional years to complete their degree or be unable to complete their degree. This is costly and inefficient.

**Recommendation**

**Early Learning**
The EOGOAC supports the Early Achievers program and recommends that the Department of Early Learning create community an information and involvement plan to inform home-based, tribal, and

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family early learning providers of the Early Achievers program. Without effective dissemination of this information, we are constructing another gap. The EOGOAC supports culturally responsive and dual language early learning providers that can provide culturally appropriate instruction that honors the student’s family and prepares them for kindergarten. The EOGOAC also recognizes that learning is not just “academic” and often occurs through other developmentally appropriate activities.

The EOGOAC is concerned that varying levels of early learning experiences, lead to varying levels of success in students’ transitions to kindergarten. Abrupt decisions are made about behavior and academic issues in kindergarten which can create an early opportunity gap. WaKIDS can lead to a successful transition to kindergarten and set students up for success in elementary school. However, the EOGOAC believes that the kindergarten readiness assessment through WaKIDS can add pressure to kindergarteners and families to potentially widen the gap. The EOGOAC recommends that WaKIDS is implemented in a culturally responsive manner to supports families to engage in school and helps identify and connect students and families to support services.

K–12
In addition to the academic needs of students, the EOGOAC recognizes the complex social emotional context impacting the transitions of K–12 students. When a student is identified by a teacher to be in crisis, there is often an immediate referral to the counselor. This is reactionary when counseling should be proactive. As a committee advocating for integrated student services, the EOGOAC would like to encourage counselors to work as a team with other social-emotional and health service providers (e.g. school nurses, psychologists, social workers, etc.).

The EOGOAC recommends that the guidance counselor allocation is increased through the prototypical schools model to reflect the national standards for practice as outlined in the American School Counselors Association. Counselor to student ratios should be prioritized to reflect the ASCA model of 1:250. This would be an increase from the prototypical elementary school 0.493 FTE counselor for 400 FTE students, middle school 1.116 FTE counselor for 432 FTE students, and high school 1.909 FTE counselor for 600 FTE students. An appropriate counselor to student ratio would

prevent student success coordinators (usually classified staff or paraeducators) from being the only support to the neediest kids.

The EOGOAC strongly encourages the most qualified and culturally competent people be assigned to the kids with the most needs. All counselors must be required to demonstrate their cultural competence and responsiveness, as is currently required for both teachers and principals through Standard V of the Professional Educator Standards Board’s standards for teacher preparation and the Teacher and Principal Evaluation Program.

The EOGOAC recommends the development of an articulated pathway to recruit, train, and retain school counselors into the profession. Additionally, the Legislature must invest in more school counselor programs in Washington public universities.

High School to College and Career Readiness
The EOGOAC believes that all post-secondary options, including college, apprenticeships, and careers must be supported. The EOGOAC is concerned that the opportunity gap can persist from kindergarten to high school and then onto college. Many students enter college unprepared being required to take remediation course work in college.

The EOGOAC encourages opportunities for dual credits to reduce barriers and help students’ complete credits while in high school. The EOGOAC supports the Washington Student Achievement Council’s plan to provide dual credits to students in high school and recommends that the council focus on the retention and persistence of students of color in obtaining college degrees.

While the College Bound Scholarship administered through the Washington Student Achievement Council has benefited many students who would have not been able to afford to attend college, parent signatures remain a barrier for student sign up. The EOGOAC recommends the legislature remove the parent or guardian witness signature requirement. The signature is preventing some of the neediest students from signing up and the EOGOAC believes that any potential barrier to student sign up should be eliminated.

Additionally, the EOGOAC recommends that the Council refine their communication on scholarship requirements for undocumented students and other ineligible students. If a student is not eligible, they should not receive an acceptance certificate producing false promise. Finally, the EOGOAC recommends that the Washington Student Achievement Council focus on community and family training on how to pay for college (e.g. filing the FAFSA and applying for grants, scholarships, and loans). The council should develop and distribute materials about college and financial aid for Middle and High Schools to provide students. Members of the committee find that entities providing support and strategies for college admission and financial aid are eliminating barriers.

Conclusion: Systemic Accountability for Closing the Opportunity Gap

The Washington Legislature created the Educational Opportunity Gap Oversight and Accountability Committee in 2009 after commissioning studies from the very communities whose students are negatively affected by the opportunity gap. The Commissions of Hispanic American, African American and Asian American, and Pacific Islander Affairs, as well as the Governor’s Office of Indian Affairs, wrote comprehensive studies of the gap within their respective communities which informed the Legislature to create the committee.

Indeed, in the intent section of the founding legislation, the Legislature affirmed that:

“(1) The legislature finds compelling evidence from five commissioned studies that additional progress must be made to address the achievement gap. Many students are in demographic groups that are overrepresented in measures such as school disciplinary sanctions; failure to meet state academic standards; failure to graduate; enrollment in special education and underperforming schools; enrollment in advanced placement courses, honors programs, and college preparatory classes; and enrollment in and completion of college. The studies contain specific recommendations that are data-driven and drawn from education research, as well as the personal, professional, and cultural experience of those who contributed to the studies. The legislature finds there is no better opportunity to make a strong commitment to closing the achievement gap and to affirm the state’s constitutional obligation to provide opportunities to learn for all students without distinction or preference on account of race, ethnicity, socioeconomic status, or gender.”

However, nearly six years have passed since this intent section was voted on and the opportunity gap still persists. The Educational Opportunity Gap Oversight and Accountability Committee insists that the gap can only be closed if we coordinate all aspects of the education system to accomplish systemic, structural accountability for closing the opportunity gap. The committee recommends that every portion of the system that is responsible for public education must explicitly address closing the opportunity gap and provide public strategies and progress reporting of their goals. The authorizing legislation was explicit about the role of the Educational Opportunity Gap Oversight and Accountability Committee to:

“(4 {e}) Sustain efforts to close the achievement gap over the long term by creating a high profile achievement gap oversight and accountability committee that will provide ongoing advice to education agencies and report annually to the legislature and the governor.”41

The authorizing legislation directed state education agencies to collaborate with the EOGOAC.

“(8) The superintendent of public instruction, the state board of education, the professional educator standards board, and the quality education council shall work collaboratively with the

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The EOGOAC has committed to regular communication and requests for information with the Office of Superintendent of Public Instruction, the State Board of Education, the Professional Educators Standards Board and the Quality Education Council. However, the EOGOAC would like a deeper collaborative relationship with these groups, both as is required by law and in the interest of working together in a systemic manner towards closing the opportunity gap. For a summary of educational agencies and organizations goals to close the opportunity gap, see Appendix C.

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Appendices

Appendix A: Sample Ethnicity and Race Data Collection Form

Appendix B: Integrated Student Supports: A Summary of the Evidence Base for Policymakers

Appendix C: Opportunity Gap Goals Presented to the EOGOAC by Educational Agencies and Organizations

<table>
<thead>
<tr>
<th>Organization</th>
<th>Presented Approaches to Closing the Opportunity Gap&lt;sup&gt;43&lt;/sup&gt;</th>
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<tbody>
<tr>
<td>Washington State School Directors’ Association (WSSDA)</td>
<td>Washington School Board Standards were adopted by the WSSDA Board of Directors, June 27, 2009. <em>Four of the five standards include board practices that support closing the opportunity gap.</em> Standard 1: Provide responsible school district governance by adopting policies based on well researched practices that emphasize a belief that all students can achieve at a high level and that support continuous improvement of student achievement. Standard 2: Set and communicate high expectations for student learning with clear goals and plans for meeting those expectations by articulating the conviction that all students can learn and the belief that student learning can improve regardless of existing circumstances. Set and communicate high expectations for student learning with clear goals and plans for meeting those expectations by ensuring non-negotiable goals for student achievement are established and aligned to the district plan. Standard 4: Hold school districts accountable for meeting student learning expectations by committing to continuous improvement in student achievement at each school and throughout the district. Standard 5: Engage local community and represent the values and expectations they hold for their schools by collaborating with families and community members, responding to diverse interests and needs, and mobilizing community resources.</td>
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<tr>
<td>Washington Association of School Administrators (WASA)</td>
<td>Goal 1—Leadership Offering growth opportunities for leaders Identify and develop knowledgeable and effective leaders who champion academic success for all children by enhancing safe, efficient, purposeful systems that yield powerful instruction and learning. Goal 2—Trust Building internal and external relationships Developing trust by building positive relationships focused on communication and collaboration. Goal 3—Advocacy Promoting Community and Legislative support for education</td>
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- Champion professional educator expertise and the fundamental role of public educators in the preservation of our democracy.

**Central Office Leadership Framework**
Developed in 2012–13 by WASA members:
- Designed to align with TPEP
- Refined and piloted in 2013–14
- Statewide introduction began late 2013–14

Four Criterion:
- Effective Leadership
- Quality Teaching and Learning Support
- System-wide Improvement
- Clear and Collaborative Relationships

Twelve Elements:
- Eight address improved learning for ALL students
- Two specifically address closing achievement gap

<table>
<thead>
<tr>
<th>Association of Washington State Principals (AWSP)</th>
<th>AWSP Leadership Framework - Criterion 8: Closing the Achievement (Opportunity) Gap</th>
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<tr>
<td>Strategic Plan Goal 4: Diversity &amp; Cultural Competence</td>
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<tr>
<th>Washington Education Association (WEA)</th>
<th>• Engaging in community outreach efforts</th>
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<tr>
<td></td>
<td>• Internal professional development centered around ELL/Cultural trainings</td>
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<td></td>
<td>• Working with National Board to increase National Board Certified Teachers (NBCT) in Title I schools with an increase of teachers of color</td>
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| State Board of Education (SBE) | The Washington State Achievement Index was developed to identify gaps and emphasize performance of targeted subgroups. This ensures that no school can receive a high rating if there is a student subgroup that is not being served. |

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<thead>
<tr>
<th>Office of Superintendent of Public Instruction (OSPI)</th>
<th>• TPEP – Demonstrating commitment to closing the achievement gap (RCW 28A.405.100 (6)(b))</th>
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<tbody>
<tr>
<td></td>
<td>• TPEP Student Growth Rubric</td>
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<td></td>
<td>• Priority and Focus methodology</td>
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<td>• Educational Effectiveness Surveys data conducted by the Center for Educational Effectiveness (CEE)</td>
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<tr>
<th>Professional Educator Standards Board (PESB)</th>
<th>Standard 4.E—Diversity in Learning Experiences</th>
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<tr>
<td>1. Candidates have significant interaction with diverse populations including colleagues, faculty, P–12 practitioners, and P–12 students and families.</td>
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<tr>
<td>A. Candidates reflect on interactions with diverse populations in order to integrate professional growth in cultural competency as a habit of practice.</td>
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<tr>
<td>B. Candidates integrate their cultural and linguistic backgrounds into classroom activities in order to build the multicultural capacity of the preparation program cohort.</td>
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<tr>
<td>2. Faculty model equity pedagogy through:</td>
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<tr>
<td>A. Interaction with diverse populations.</td>
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<tr>
<td>B. Reflective practice on their own professional growth in cultural competency.</td>
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<tr>
<td>C. Culturally relevant communication and problem solving.</td>
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</table>
D. Personalized instruction that addresses cultural and linguistic backgrounds.

Standard 4.B. Recruitment, admission, retention, and transition to the field
Programs recruit, admit, retain, and transition candidates to the field who:
1. Demonstrate the content and pedagogical knowledge and skills for success as educators in schools.
2. Address the program, state and partner districts’ goals for increasing underrepresented populations in the workplace.

Standard 4.C. Field experiences and clinical practice
The program(s) and its school partners design, implement, and evaluate field experiences and clinical practices.
1. Field experiences are integrated throughout the preparation program.
2. Field experience provide opportunity to work in communities with populations dissimilar to the background of the candidate.

Standard 4.D. Program and faculty collaboration
1. Faculty within the program and unit collaborate for continuous program improvement.
2. Faculty collaborate with content area specialists
3. Programs collaborate with P–12 schools to assess and respond to workforce, student learning, and professional development needs
4. Faculty collaborate with members of the broader professional community
5. Faculty collaborate with members of under-represented populations for program improvement

Standard 5.A. Effective Teaching
1. Using multiple instructional strategies including the principles of second language acquisition, to address student academic language ability levels and cultural and linguistic backgrounds.
2. Applying principles of differentiated instruction, including theories of language acquisition, stages of language, and academic language development, in the integration of subject matter across the content areas of reading, mathematical, scientific, and aesthetic reasoning.
3. Implementing classroom/school centered instruction, including sheltered instruction that is connected to communities within the classroom and the school, and includes knowledge and skills for working with others.
4. Planning and/or adapting learner centered curricula that engage students in a variety of culturally responsive, developmentally, and age appropriate strategies.
5. Informing, involving, and collaborating with families/neighborhoods, and communities in each student’s educational process, including using information about student cultural identity, achievement and performance.