

# Compensation Technical Working Group Final Report

*June 30, 2012*

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# Acknowledgements

The Compensation Technical Working Group would like to thank all of the K-12 public school employees within Washington for their dedication to the students, families and communities which they serve. Our state is beholden to your service.

The Compensation Technical Working Group also wishes to thank the following organizations and individuals who assisted throughout the last year to make the work of the group possible.

- **Community and Family Involvement Panel** –Wanda Billingsley (Commission on African American Affairs), Joel Domingo (Office of the Education Ombudsman Parent Advisory Committee), Novella Fraser (Washington Parent Teacher Association), Mystique Hurtado (Governor’s Office of Indian Affairs), Lillian Ortiz-Self (Commission on Hispanic American Affairs), Frieda Takamura (Commission on Asian Pacific American Affairs)
- **Employment Security Department (ESD)**- David Wallace, Greg Morgan, Tim Norris, Sharon Williams
- **Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC)**
- **Education Research and Data Center (ERDC)**-Carol Jenner and Katie Randall-Weaver
- **Dr. Lori Taylor**- The Bush School of Government and Public Service, Texas A & M University
- **Human Resource Professionals Panel** –Marc Brouillet (Yelm School District), Lynn Evans (Everett School District), Missy Hallead and Angela O’Leary (Vancouver School District), Greg Roberts (South Kitsap School District), Jay Rowell (Central Valley School District), Ray Tolcacher (Prosser School District), Don Waring (Highline School District), Bill Welk (retired)
- **Legislative Evaluation & Accountability Program Committee (LEAP)**-Michael Mann
- **Office Superintendent of Public Instruction (OSPI)**-Jackie Hansman, Becky Dillon, Michaela Miller, Cathy Walker, Sydney Therese, Liz Lewis-Lee, Niquette Kelcher, T.J. Kelly, Lorrell Noahr, Becky McLean, Ramona Garner, Ross Bunda
- **Professional Educator Standards Board (PESB)**-Mea Moore, Joseph Koski,
- **Puget Sound Educational Service District (PSESD)**- Jane Murray
- **State Board of Education (SBE)**-Sarah Rich, Jack Archer
- **Washington Association of School Business Officials (WASBO)**-Mitch Denning, Nancy Moffat
- **Washington School Information Processing Collective (WSIPC)**- Mark Schultz, Pamela Allen-Bowles, Maureen Kwant
- **Washington State Institute for Public Policy (WSIPP)**- Annie Pennucci

The Compensation TWG expresses its appreciation and respect for the staff that made this report possible. **Kelci Karl-Robinson, Kathy Hodges, and Maria Flores** are each honored for their dedication, commitment and effort throughout a consuming process.

The group would also like to acknowledge the work that has come before this report and thank those involved in previous workgroups that informed this report: the Washington Learns Committee, the Basic Education Finance Task Force, the Funding Formula Technical Working Group, the Levy and Local Effort Assistance Technical Working Group, the Classified Staffing Adequacy Working Groups, the Learning Assistance Program Technical Working Group, the Transitional Bilingual Instructional Program Technical Working Group, and the Highly Capable Program Technical Working Group.

# Compensation Technical Working Group Membership

<b>Names &amp; Titles</b>	<b>Affiliations</b>
<b>John Boesenberg</b> Human Resources Director	State Board for Community and Technical Colleges (SBCTC)
<b>Tim Fries</b> Principal, Horizons Elementary School, North Thurston School District	Association of Washington School Principals (AWSP)
<b>Chip Kimball</b> Superintendent, Lake Washington School District	Washington Association of School Administrators (WASA)
<b>Jim Kowalkowski</b> Superintendent, Davenport School District	Washington Association of School Administrators (WASA) & Rural Education Center
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# EXECUTIVE SUMMARY

The Compensation Technical Working Group (TWG) was authorized as part of Engrossed Senate Substitute House Bill 2261 (RCW 28A.400.201), a landmark education reform bill passed during the 2009 legislative session that redefines basic education in the State of Washington. The Compensation TWG is the last workgroup identified in law to weigh in with the essential and most sizeable components of the financing and implementation of a redefined program of basic education.

## FINDING

From supporting and engaging students, to providing leadership at the school and district level, to organizing the processes of the district and maintaining the school buildings – the Compensation TWG emphasizes that public school employees in our schools are fundamental in providing basic education to all students in the state, and as such, the state has a responsibility to establish an equitable and adequate allocation system for their compensation.

## CONSTITUTIONAL MANDATE

Public education for all children in Washington is mandated in the Washington State Constitution. In Article IX, Section 1 it states,

*“It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction or preference on account of race, color, cast or sex.”<sup>1</sup>*

## LEGISLATIVE INTENT

As the Washington State Legislature has already recognized, “providing students with the opportunity to access a world-class educational system depends on our continuing ability to provide students with access to world-class educators. The Legislature also understands that continuing to attract and retain the highest quality educators will require increased investments.”<sup>2</sup>

## SUPREME COURT RULING

The *McCleary v. State of Washington* Supreme Court Decision confirmed that Article IX, Section 1, “confers on children in Washington a positive constitutional right to an amply funded education.”<sup>3</sup> Many constitutional rights are negative in their orientation, “framed as negative restrictions on government action.”<sup>4</sup> Conversely, a positive constitutional right, like the right of children within Washington State to receive an amply funded education, uses a different lens “where the court is concerned not with whether the State has done too much, but with whether the State has done enough. Positive constitutional rights do not restrain government action; they require it.”<sup>5</sup>

## RECOMMENDATIONS SUMMARY

The Compensation TWG provides the following recommendations to ensure that Washington fulfills its paramount duty and its ethical imperative to provide all students within its borders the opportunity for an amply funded public education.

Statutory Charge	Recommendation	Explanation
<p><i>RCW 28A.400.201(4)(c)</i>  <i>“Include a comparison of salaries and other compensation to the appropriate labor market for at least the following subgroups of educators: Beginning teachers and types of educational staff associates.”</i></p>	<p><b>1) Increase the Starting Salary for Teachers and Educational Staff Associates to \$48,687</b></p>	<p>The number one priority of the Compensation Technical Working Group is to increase the starting salary of educators to attract a wider pool of the highest quality candidates. By using a comparative labor market analysis based on Bureau of Labor Statistics data, the starting wage for a beginning teacher and educational staff associate (ESA) with a Bachelor’s degree should be increased from \$33,401 to \$48,687- an additional \$15,286 of state funding per beginning educator. Current salary compliance laws will ensure that every beginning teacher and ESA makes at least this amount.</p>
<p><i>RCW 28A.400.201(3)</i>  <i>“conduct or contract for a preliminary comparative labor market analysis of salaries and other compensation for school district employees to be conducted and shall include the results in any reports to the legislature.”</i></p>	<p><b>2) Provide Fair Market Based Salary Allocations for all K-12 Staff</b></p>	<p>The comparative labor market analysis unequivocally confirms that the state does not provide an adequate salary allocation level to attract and retain high-quality staff; therefore, local school district funds must make up the difference to pay competitive wages. The Compensation TWG asserts that K-12 employees require a state salary allocation level comparable to occupations with similar knowledge, skills, abilities and education and training requirements. The detailed recommendations are provided in Exhibit 2.</p> <p>The Compensation TWG also recommends that the non-school related experience for ESAs be recognized on the state salary allocation model and not be limited to two years as it is in current statute.</p>

Statutory Charge	Recommendation	Explanation
<p><i>RCW 28A.400.201(3)</i>  <i>“conduct or contract for a preliminary comparative labor market analysis of salaries and other compensation for school district employees to be conducted and shall include the results in any reports to the legislature.”</i></p>	<p><b>3) Maintain Comparable Wage Levels through an Annual Cost of Living Adjustment and Periodic Wage Analyses</b></p>	<p>To ensure that the K-12 salary allocations keep pace with the wages of comparable occupations, the Compensation TWG recommends that the comparable wage analysis be conducted every four years and allocations be adjusted accordingly, if necessary. In the interim, state allocations should be adjusted annually with the Seattle-Tacoma-Bremerton Consumer Price Index as per the provisions of Initiative 732.</p>
<p><i>RCW 28A.400.201(2)</i>  <i>“recommend the details of an enhanced salary allocation model that aligns state expectations for educator development and certification with the compensation system... (a) How to reduce the number of tiers within the existing salary allocation model”</i></p>	<p><b>4) Align the Salary Allocation Model to the Career Continuum for Educators</b></p>	<p>As illustrated in Exhibit 1, the recommended state salary allocation model is roughly structured according to the stages of the career continuum for educators, recognizing the movement from a residency certificate to a professional certificate and potentially to a National Board for Professional Teaching Standards (NBPTS) certificate. The certification process provides an objective measure of teacher development against professional standards as outlined by the Professional Educator Standards Board and the National Board for Professional Teaching Standards. The Compensation TWG emphasizes that the increasingly rigorous, performance-based certification process coupled with the movement to a robust, four-tiered evaluation system will ensure that Washington’s students are served by high-quality educators.</p> <p>The proposed state salary allocation model has 10 cells compared to the 119 cells in the current model, providing a more attractive career progression to recruit and retain educators in the profession.</p>

Statutory Charge	Recommendation	Explanation
<p><i>RCW 28A.400.201(2) “recommend the details of an enhanced salary allocation model that aligns state expectations for educator development and certification with the compensation system.”</i></p>	<p><b>5) Invest in 10 Days of Professional Development Time</b></p>	<p>The state certification and evaluation system expects educators to grow professionally. However, the state only funds 180 days of instruction. The 180 school day calendar is focused on student’s academic development and does not provide time for educator-focused development. Current practice often involves taking school time away from students, through early release days or late arrival days, in order to provide time for educator professional development. The Compensation TWG recommends that the state include ten professional development days for certificated instructional staff in the definition of basic education.</p> <p>The Compensation TWG recognizes that certain classified positions may also require additional funding for targeted professional development, but further work is necessary before development of a recommendation for non-certificated instructional staff positions.</p>
<p><i>RCW 28A.400.201(2) “the technical working group shall make recommendations on the following: (d) The role of and types of bonuses available”</i></p>	<p><b>6) Allocate Mentors and Instructional Coaches in the Basic Education Funding Formula</b></p>	<p>Many of the necessary roles and responsibilities required in a successful school are currently being provided, in part, through local funds. The Compensation TWG asserts that the roles of mentor teacher and instructional coach are essential activities for providing a basic education program and a state-funded obligation. The group recommends that funding for mentor teachers be provided as a needs-based allocation and instructional coaches be funded as a prototypical job category through the basic education funding formula.</p>

Statutory Charge	Recommendation	Explanation
<p><i>RCW 28A.400.201(1) “continuing to attract and retain the highest quality educators will require increased investments.”</i></p>	<p><b>7) Provide Appropriate Staffing Levels and Increased Program Support for Basic Education</b></p>	<p>Working conditions and workload play a significant role in the attraction and retention of staff. The Compensation TWG maintains that sufficiently funded staffing levels and increased program support for struggling students will improve learning opportunities for students and also lead to higher retention of educators. The group proposes that their compensation recommendations occur in tandem with the statutory requirements in SHB 2776 and the basic education funding recommendations proposed by the Quality Education Council (QEC).</p>
<p><i>RCW 28A.400.201(2) “(b) How to account for labor market adjustments; (c) How to account for different geographic regions of the state where districts may encounter difficulty recruiting and retaining teachers”</i></p>	<p><b>8) Amply Fund State Basic Education Salary Allocations and Limit Locally Funded Salary Enhancements to No More than 10% of the State Allocation</b></p>	<p>The state is responsible for fully funding the salaries of staff performing basic education activities. The Compensation TWG affirms that average comparable wages are sufficient to recruit and retain high-quality staff. However, the group acknowledges that local school districts may have unique circumstances that lead to difficulties recruiting and retaining staff. The group recommends that districts be allowed to provide locally funded salary enhancements for non-basic education functions. However, to address equity concerns, the locally funded expenditures for these salaries should be limited to 10% above the state allocation.</p>

Statutory Charge	Recommendation	Explanation
<i>RCW 28A.400.201(2)(f)            “including a recognition that staff on the existing salary allocation model would have the option to grandfather in permanently to the existing schedule.”</i>	<b>9) Ensure School Districts Receive the Same or Higher State Salary Allocations per State-Funded Employee</b>	The Compensation TWG recommends that the legislature fully fund the recommendations immediately. At full implementation of the proposed salary allocations, no later than 2018, school districts will receive a higher state salary allocation for every employee and there will be no need for any individual to grandfather into the existing state allocation model. Until the new allocation model is fully funded, school districts should receive the higher allocation from either the old or new state salary allocation model for every state-funded employee.

The Compensation TWG examined comparable wages for all prototypical job categories using multiple methodologies and Washington average wages for similar occupations. These analyses were conducted by outside experts from within and outside Washington State as detailed in Appendix 4. The recommended starting salary in the salary allocation model for certificated instructional staff and the recommended salary allocations for certificated administrative staff and classified staff is based on the comparable wage analysis performed by the Washington Employment Security Department (ESD). The ESD methodology utilizes Washington average wages from the Bureau of Labor Statistics as of May 2011 for similar occupations for each prototypical job category.

**Exhibit 1: Proposed State Salary Allocation Model for Certificated Instructional Staff**

Certification Level	Bachelor's Degree	Advanced Degree
Residency/Initial Certificate	\$48,687	\$52,582
Professional/Continuing Certificate with a minimum of 4 years of experience	\$58,424	\$63,098
Professional/Continuing Certificate with NBPTS and a minimum of 4 years of experience	\$63,098	\$68,146
Professional/Continuing Certificate with 9 years of experience	\$70,109	\$75,718
Professional/Continuing Certificate with NBPTS and 9 years of experience	\$75,718	\$81,775

		Residency/Initial Certificate		Professional/Continuing Certificate		Professional/Continuing with NBPTS Certificate	
Year of Teaching	Minimum Years of Experience	Bachelor's Degree	Advanced Degree	Bachelor's Degree	Advanced Degree	Bachelor's Degree	Advanced Degree
1 <sup>st</sup>	0	\$48,687 1.0000	\$52,582 1.0800	[Hatched Area]			
2 <sup>nd</sup>	1						
3 <sup>rd</sup>	2						
4 <sup>th</sup>	3						
5 <sup>th</sup>	4			\$58,424 1.2000	\$63,098 1.2960	\$63,098 1.2960	\$68,146 1.3997
6 <sup>th</sup>	5						
7 <sup>th</sup>	6						
8 <sup>th</sup>	7						
9 <sup>th</sup>	8						
10 <sup>th</sup> +	9+			\$70,109 1.4400	\$75,718 1.5552	\$75,718 1.5552	\$81,775 1.6796

*Note: Movement on the salary schedule from Residential/Initial Certification to the Professional/Continuing Certification columns requires attainment of a Professional or Continuing Certificate through the Washington Professional Educators Standards Board (PESB) and a minimum of 4 years of experience. Within the Professional/Continuing Certification columns, a second salary increase occurs after nine years of experience with retention of the Professional/Continuing Certificate. Years of experience represent the earliest progression to the Professional/Continuing Certification column on this model; the actual amount of time for an individual to attain the Professional or Continuing Certificate may vary from 3 to 9 years.*

The two salary allocation models above represent the same values presented in different formats for purposes of comparison.

**Exhibit 2: Recommended Comparable Wage Levels Compared to Current State Allocation and Current Average Salaries for Certificated Administrative and Classified Staff**

	<b>2011-12 Average State Allocation per 1.0 FTE</b>	<b>Additional Average Salary paid by Local School Districts</b>	<b>2011-12 Actual Average 12-month Salary (All Fund Sources)</b>	<b>Comparable 12-month Salary</b>
<b>Certificated Administrative Staff</b>				
Principals, Assistant Principals, and other Certificated Building-Level Administrators	\$58,175	\$43,685	\$101,860	<b>\$105,374</b>
Central Office Certificated Administrators	\$58,175	\$55,960	\$114,135	<b>\$105,374</b>
<b>Classified Staff</b>				
Teaching Assistance (Instructional Aides/Para-educators)	\$31,699	\$1,197	\$32,896	<b>\$45,386</b>
Office Support and other Non-instructional Aides	\$31,699	\$6,037	\$37,736	<b>\$40,949</b>
Custodians	\$31,699	\$5,070	\$36,769	<b>\$39,454</b>
Classified staff providing student and staff safety	\$31,699	\$5,651	\$37,350	<b>\$44,040</b>
Family Involvement Coordinator	N/A	N/A	N/A	<b>\$45,386</b>
Technology	\$31,699	\$23,249	\$54,948	<b>\$83,253</b>
Facilities, maintenance, and grounds	\$31,699	\$15,616	\$47,315	<b>\$50,057</b>
Warehouse, laborers, and mechanics	\$31,699	\$10,743	\$42,442	<b>\$36,522</b>
Central Office, Classified	\$31,699	\$22,872	\$54,571	<b>\$56,374</b>
<i>Note: All values represent a 12 month salary. The state salary allocations are based on the prototypical school FTE allocation. While a 1.0 FTE allocation for classified staff represents a 12-month employee working an 8 hour day, 260 days a year, actual K-12 employee salaries paid by local school districts are adjusted to reflect the actual hours and days worked. Average state allocation based on June 2012 OSPI apportionment; current average total salaries reported in 2011-12 OSPI S275 Personnel Reports; comparable salaries updated with BLS data as of May 2011.</i>				



### Exhibit 3: Annual Fiscal Estimate of Compensation TWG Recommendations

Exhibit 3 details the estimated annual state cost of the recommendations from the Compensation TWG using 2011-12 school year data. As illustrated in the previous table, Exhibit 2, a large portion of this cost estimate is being provided by local school districts through other fund sources.

<b>Summary of Estimated Additional Annual Costs Tied to Recommended Salary Allocations (Current Dollars)</b>		
	<b>Total</b>	<b>Total with Benefits</b>
Certificated Administrative Staff (CAS)	\$188,089,000	\$217,600,000
Certificated Instructional Staff (CIS)	\$804,848,000	\$931,129,000
Classified Staff	\$240,390,000	\$277,001,000
Professional Development Days, CIS	\$192,264,000	\$222,431,000
Mentor Allocation	\$32,866,000	\$42,857,000
Instructional Coach Allocation	\$157,029,000	\$204,627,000
Substitutes	\$13,321,000	\$13,321,000
Special Education Impact	\$137,078,000	\$155,204,000
<b>Total Additional Annual Cost</b>	<b>\$1,765,885,000</b>	<b>\$2,064,170,000</b>
<i>Note: Additional costs compare current allocations with recommended allocations at June 2012 OSPI apportionment staffing levels.</i>		

# I. INTRODUCTION

The Compensation Technical Working Group (TWG) began its work in July of 2011, meeting over the course of the year to meet the statutory requirements outlined in RCW 28A.400.201.

The Compensation TWG affirms the following recommendations as part of the state's basic education funding obligations.

- 1) Increase the Starting Salary for Teachers and Educational Staff Associates to \$48,687
- 2) Provide Fair Market Based Salary Allocations for all K-12 Staff
- 3) Maintain Comparable Wage Levels through an Annual Cost of Living Adjustment (COLA) and Periodic Wage Analyses
- 4) Align the Salary Allocation Model to the Career Continuum for Educators
- 5) Invest in 10 Days of Professional Development Time
- 6) Allocate Mentors and Instructional Coaches in the Basic Education Funding Formula
- 7) Provide Appropriate Staffing Levels and Increased Program Support for Basic Education
- 8) Ample Fund State Basic Education Salary Allocations and Limit Locally Funded Salary Enhancements to 10% of the State Allocation
- 9) Ensure School Districts Receive the Same or Higher State Salary Allocations per State-Funded Employee

The Compensation TWG reviewed and analyzed the elements of the current salary allocation model, which includes additional compensation for years of experience and levels of education (degree attainment and additional clock hours and credits). The Compensation TWG researched different salary allocation models from other states and school districts, including models that focus on knowledge and skills attainment, create career ladders with multiple options for career enlargement and incentivize specific educator characteristics or student outcomes. Additionally, the group examined the current certification system and research about the best practices for educator development in order to ensure that the new model aligns with the competencies educators are expected to demonstrate in their jobs. Potential bonuses were also researched as part of differential compensation structures provided at the school district level.

A labor market analysis was conducted, focusing on both a comparable wage analysis and a regional labor market analysis. The comparable wage analysis examined the wages of employees in professions similar to each of the prototypical job categories, determining levels of adequate compensation for each job category. As part of the regional labor market analysis, the regional variance of compensation in labor markets around the state was examined, in

order for the group to define regional labor markets and provide recommendations about whether regional adjustments should be made in salary allocations.

Given the momentum of both historical and recent court decisions, legislative actions and education reform, the Compensation Technical Working Group believes that there has never been such a ripe opportunity for the State of Washington to fully fund basic education salary allocations. Employee salaries and benefits are the largest portion of public school expenditures, accounting for \$8.0 billion, or 83.1% of total expenditures in the 2009-10 school year. As noted by the Levy and Local Effort Assistance Technical Working Group, in the 2009-10 school year, it is estimated that 53% of local revenue (including levies, levy equalization and miscellaneous revenues) was used to pay for the salaries, benefits and payroll taxes of K-12 employees.<sup>6</sup>

As indicated in the Supreme Court case, *McCleary v. the State of Washington*, the Court highlighted the progress of the workgroups authorized under ESHB 2261, specifically noting that the Washington State Legislature had “already developed a promising reform package in ESHB 2261,” with the belief that “if fully funded, will remedy deficiencies in the K-12 funding system.”<sup>7</sup>

The recommendations included in this report represent the final aspect of the basic education finance reform necessary to meet the requirements as outlined in ESHB 2261. However, the promising reforms will be just that- a promise- unless the Legislature fully funds the basic education program through the prototypical schools funding model and provides comparable wages as part of the state salary allocations.

The Compensation TWG remains eager to assist in the implementation of the recommendations contained within this report.

# II. RECOMMENDATIONS

## 1) Increase the Starting Salary for Teachers and Educational Staff Associates to \$48,687

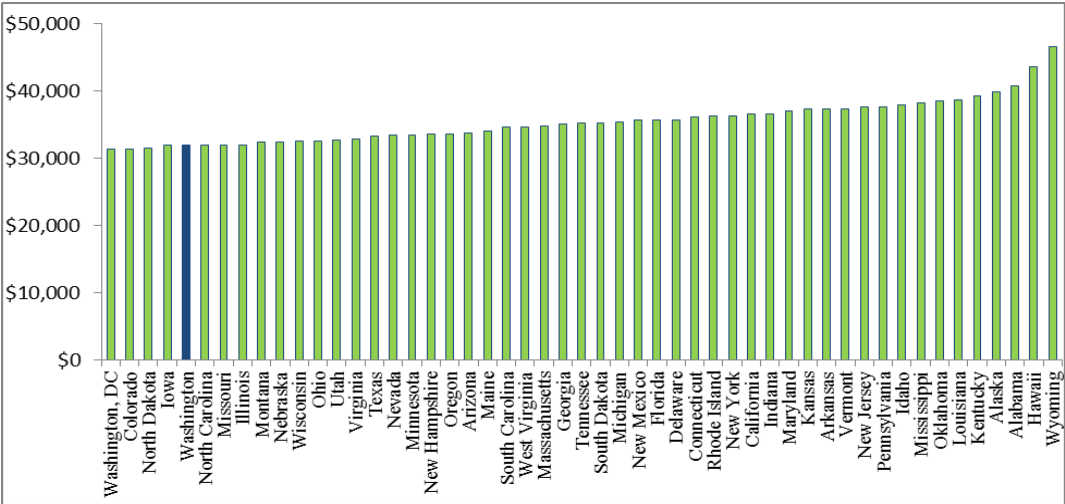
*RCW 28A.400.201(4)(c) "Include a comparison of salaries and other compensation to the appropriate labor market for at least the following subgroups of educators: Beginning teachers and types of educational staff associates."*

The number one priority of the Compensation Technical Working Group is to increase the starting salary of educators to attract a wider pool of the highest quality candidates. By using a comparative labor market analysis based on Bureau of Labor Statistics data, the starting wage for a beginning teacher and an educational staff associate (ESA) with a Bachelor’s degree should be increased from \$33,401 to \$48,687- an additional \$15,286 of state funding per beginning educator.

The Compensation TWG analyzed multiple factors that affect recruitment and retention. Extrinsic and intrinsic rewards, as well as the working conditions and workload issues in particular schools, contribute to individual decisions to stay or to leave the profession. A potential deterrent to entering the teaching profession and the public school system is the relatively low starting salaries. A research study on undergraduate student opinions of teaching as a profession indicated that 53 percent of the students surveyed rated a good starting salary as important when choosing a career, but only 6 percent of the same students agreed that teaching offered a good starting salary.<sup>8</sup>

As illustrated in Exhibit 4, the State of Washington provides one of the lowest starting salaries in the nation.

**Exhibit 4: Cost-Adjusted Starting Base Teacher Salaries by State, 2007-08**



Source: U.S. Department of Education, National Center for Education Statistics, Schools and Staffing Survey (SASS), "Public School District Data File," 2007-08 and author’s calculations using the updated CWI. Starting teachers have a bachelor’s degree and zero years of teaching experience.

The Compensation TWG recommends that salary allocations for all K-12 prototypical job categories be based on the Employment Security Department (ESD) analysis of comparable occupations. Additional information regarding the comparable labor market analysis can be found in Appendix 4. The analysis results in a fair entry-level wage that is commensurate with the skills, responsibilities, and knowledge needed in comparable professions in Washington State. The starting wage of comparable occupations provides the baseline for attracting a wider and more diverse group of educators into the K-12 industry.

Section 2 of RCW 28A.400.200 requires that the minimum salary paid to certificated instructional staff not be less than the state allocated salary level for employees with a baccalaureate degree and zero years of service and employees with a master’s degree and zero years of service. The Compensation TWG affirms that the current law should remain and the increased state salary for educators be paid to beginning educators.

## 2) Provide Fair Market Based Salary Allocations for All K-12 Staff

*RCW 28A.400.201(3) “conduct or contract for a preliminary comparative labor market analysis of salaries and other compensation for school district employees to be conducted and shall include the results in any reports to the legislature.”*

The comparative labor market analysis unequivocally confirms that the state does not provide an adequate salary allocation level to attract and retain high-quality staff; therefore, local school district funds must make up the difference to pay competitive wages. The Compensation TWG asserts that K-12 employees require a state salary allocation level comparable to occupations with similar knowledge, skills, abilities and education and training requirements.

The group considered the following comparative labor market analysis options and recommends using the analysis prepared by the Washington Employment Security Department (ESD). Further discussion can be found in Appendix 4.

### Exhibit 5: Comparable Labor Market Analysis Options

Analysis	Data Source	Methodology
Dr. Lori Taylor Comparable Wage Index	2000 Census Data, with growth in the occupational employment statistics used to grow baseline wages.	Hedonic wage analysis matches demographic characteristics of K-12 employees to employees in comparable occupations.
Washington Employment Security Department Comparable Occupations	Bureau of Labor Statistics weighted average Washington wages as of May 2011, occupations with greater than 90 percent match.	Compares knowledge, skills, abilities, and work context, along with minimum education and experience requirements of K-12 occupations to all other occupations.
Washington Private Industry	Bureau of Labor Statistics, Occupational Statistics Unit as of June 2011.	Exact job match with private industry occupations.

<b>Analysis</b>	<b>Data Source</b>	<b>Methodology</b>
K-12 Actual Total Salaries	2010-2011 OSPI S275 Personnel Data, excluding extracurricular pay	Total final salary includes state allocations and TRI for certificated instructional staff; total base salary was used for classified staff to eliminate potential overtime that is reported in total final salary.

Because the ESD analysis matches requisite knowledge, skills, and abilities along with the education and training requirements for all jobs, the resulting salaries represent those offered by occupations that compete with school districts for staff with the desired attributes for each job. By offering a wage competitive with comparable occupations, the state is able to attract and retain individuals into the K-12 industry. Currently, school districts must rely on the availability of local funds to pay competitive wages. Unfortunately, the school district capacity to raise local funds is inequitable across the state. Therefore, the state should provide salary allocations that allow all school districts to offer competitive wages with occupations outside of education that compete for individuals with similar attributes.

**Exhibit 6: Proposed Salary Allocations for CAS and Classified Staff**

	<b>2011-12 Average State Allocation per 1.0 FTE</b>	<b>Additional Average Salary paid by Non-State Funds</b>	<b>2011-12 Actual Average 12-month Salary (All Fund Sources)</b>	<b>Comparable 12-month Salary</b>
<b>Certificated Administrative Staff</b>				
Principals, Assistant Principals, and other Certificated Building-Level Administrators	\$58,175	\$43,685	\$101,860	<b>\$105,374</b>
Central Office Certificated Administrators	\$58,175	\$55,960	\$114,135	<b>\$105,374</b>
<b>Classified Staff</b>				
Teaching Assistance (Instructional Aides/Para-educators)	\$31,699	\$1,197	\$32,896	<b>\$45,386</b>
Office Support and other Non-instructional Aides	\$31,699	\$6,037	\$37,736	<b>\$40,949</b>
Custodians	\$31,699	\$5,070	\$36,769	<b>\$39,454</b>
Classified staff providing student and staff safety	\$31,699	\$5,651	\$37,350	<b>\$44,040</b>
Family Involvement Coordinator	N/A	N/A	N/A	<b>\$45,386</b>

	<b>2011-12 Average State Allocation per 1.0 FTE</b>	<b>Additional Average Salary paid by Non-State Funds</b>	<b>2011-12 Actual Average 12-month Salary (All Fund Sources)</b>	<b>Comparable 12-month Salary</b>
Technology	\$31,699	\$23,249	\$54,948	<b>\$83,253</b>
Facilities, maintenance, and grounds	\$31,699	\$15,616	\$47,315	<b>\$50,057</b>
Warehouse, laborers, and mechanics	\$31,699	\$10,743	\$42,442	<b>\$36,522</b>
Central Office, Classified	\$31,699	\$22,872	\$54,571	<b>\$56,374</b>
<i>Note: All values represent a 12 month salary. The state salary allocations are based on the prototypical school FTE allocation. While a 1.0 FTE allocation for classified staff represents a 12-month employee working an 8 hour day, 260 days a year, actual K-12 employee salaries paid by local school districts are adjusted to reflect the actual hours and days worked. Average state allocation based on June 2012 OSPI apportionment; current average total salaries reported in 2011-12 OSPI S275 Personnel Reports; comparable salaries updated with BLS data as of May 2011.</i>				

The Compensation TWG recognizes that benefits, including retirement and health benefits, are part of the total compensation package offered to K-12 employees. Because of the uncertainties in comparing benefit information across employers, the conflicting research on the role of benefits in recruitment and retention of the K-12 workforce and the evidence that overall benefits are competitive with similar employers, the Compensation TWG does not suggest any adjustments in comparable wage recommendations due to a difference in “other compensation” or benefits.

The state currently provides an allocation for substitutes; each school district receives \$151.86 per day for four days per allocated teacher. The Compensation TWG recommends the rate be increased by the same percentage as the recommended starting salary allocation for teachers to a daily allocation of \$221.36. In addition, the Compensation TWG recommends a substitute allocation for instructional aides due to their critical work in the classroom. The daily rate for instructional aides should be \$174.56 based on the comparable wage recommendation of this category. The Compensation TWG recommends an allocation of four days per allocated instructional aide at the comparable daily rate.

RCW 28A.150.410 does not recognize more than two years of non-school related work experience of Educational Staff Associates (ESA): occupational therapists, physical therapists, nurses, speech-language pathologists, audiologists, counselors, psychologists, and social workers. Based on the group member’s experience and feedback from human resource professionals, the Compensation TWG asserts that this is a huge barrier in the recruitment and retention of ESAs. Local districts often have to supplement their pay or contract out for the work. The Compensation TWG recommends that the non-school related experience for ESAs be

recognized on the state salary allocation model and not be limited to two years as it is in current statute.

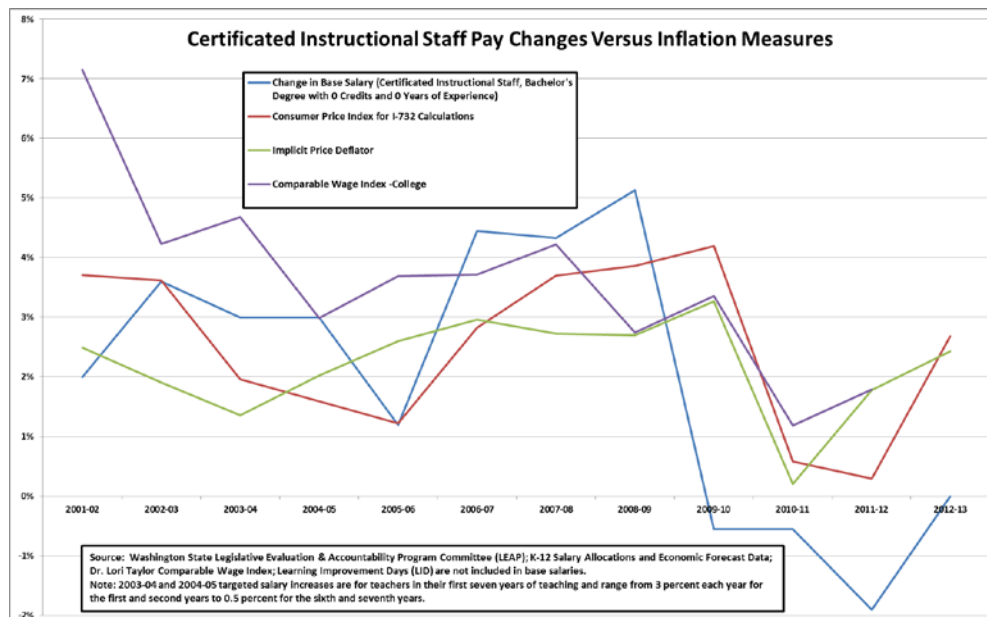
### 3) Maintain Comparable Wage Levels through an Annual Cost of Living Adjustment (COLA) and Periodic Wage Analyses

RCW 28A.400.201(3) “conduct or contract for a preliminary comparative labor market analysis of salaries and other compensation for school district employees to be conducted and shall include the results in any reports to the legislature.”

To ensure that the K-12 salary allocations keep pace with the wages of comparable occupations, the Compensation TWG recommends that the ESD comparable wage analysis be conducted every four years and allocations are adjusted accordingly, if necessary. In the interim, state allocations should be adjusted annually with the Seattle-Tacoma-Bremerton Consumer Price Index (Seattle CPI) in accordance with the original provisions of Initiative 732.

K-12 employees have not received a state-funded cost of living adjustment since 2009. In addition, state-funded compensation for one professional development day (Learning Improvement Day) for certificated instructional staff was removed in the 2009-10 school year and all Learning Improvement Days were eliminated in 2011-12. The 2011-13 legislative budget reduced certificated and classified staff salary allocations by 1.9 percent and certificated administrative staff salary allocations by 3 percent. Exhibit 7 compares the annual percent change in the base salary allocation for certificated instructional staff versus multiple inflationary measures considered by the group. Further discussion can be found in Appendix 4.

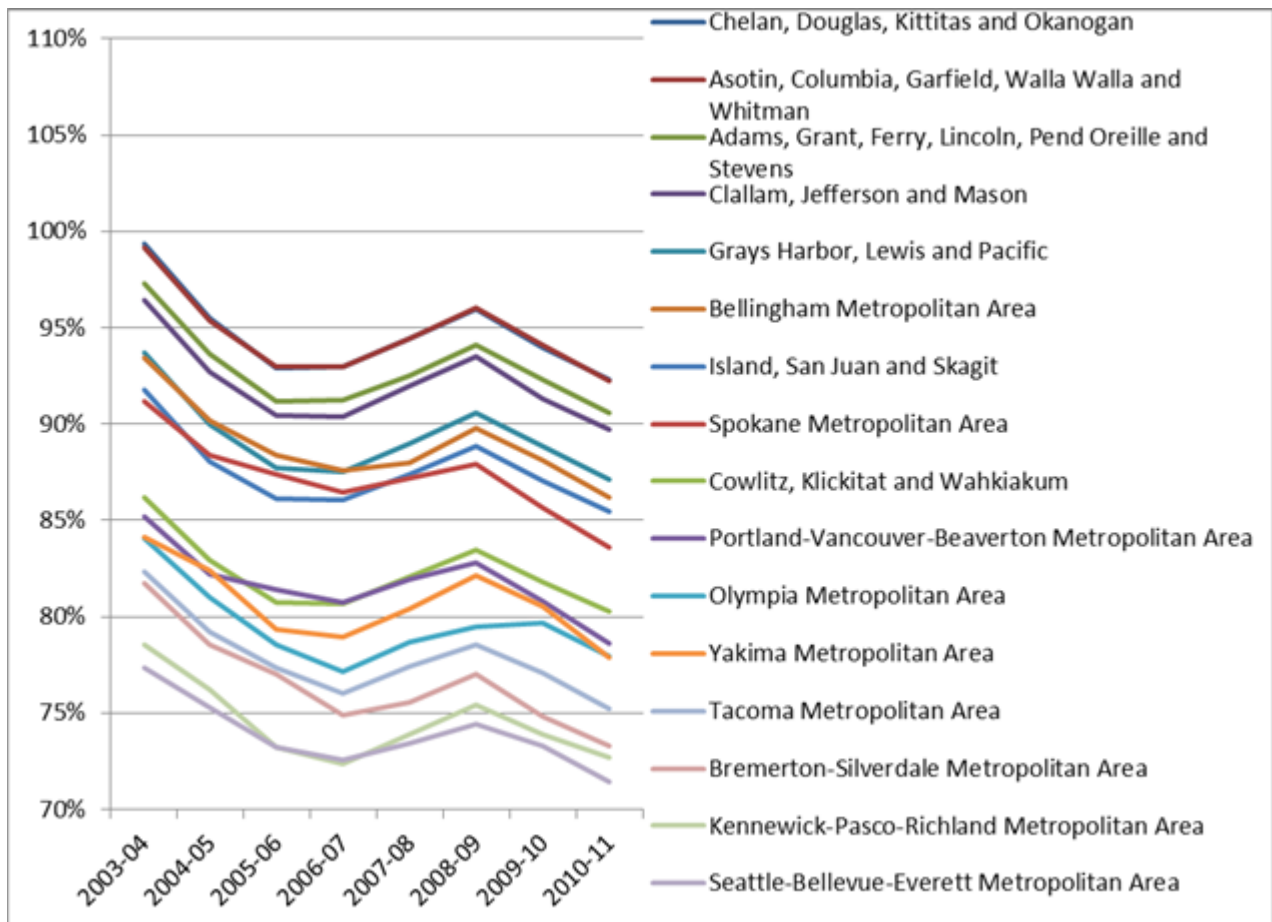
**Exhibit 7: Base Pay for Certificated Instructional Staff Compared to Inflation**





As a result of state funding decreases, the state salary allocations for teachers have not kept pace with comparable non-teaching salaries as illustrated in Exhibit 8. In order to remain competitive, school districts must rely on local funding and other available sources to attempt to keep salaries at an equitable level and to make up for employees' loss of purchasing power, which shifts a greater percentage of the salary burden onto individual school districts instead of the state. Without cost of living adjustments, the recommended state salary allocations will soon lag other occupations and school districts will again have to rely on local funding or other adjustments to continue to pay competitive wages.

**Exhibit 8: Relative State Salary Allocation Trend for Washington Teachers, 2003-04 through 2010-11**



Source: Taylor, Lori, "But Are They Competitive in Seattle? An Analysis of Educator and Comparable Non-educator Salaries in the State of Washington." April 2012. Retrieved from: <http://www.k12.wa.us/Compensation/pubdocs/CompetitiveSeattle.pdf>.

It is important to note that the Seattle CPI is a market basket inflationary factor that measures the change in the cost of goods and services, not wages. While the COLA is intended to compensate K-12 staff for changes in purchasing power, an updated comparable wage analysis will ensure that K-12 salaries remain competitive with like occupations and the state and all school districts can continue to attract and retain the highest quality educators and other K-12 staff.

## 4) Align the Salary Allocation Model to the Career Continuum for Educators

*RCW 28A.400.201(2) “recommend the details of an enhanced salary allocation model that aligns state expectations for educator development and certification with the compensation system...(a) How to reduce the number of tiers within the existing salary allocation model”*

The recommended state salary allocation model is roughly structured according to the stages of the career continuum for educators, recognizing the movement from a residency certificate to a professional certificate and potentially to a National Board for Professional Teaching Standards (NBPTS) certificate. The certification process provides an objective measure of teacher development against professional standards as outlined by the Professional Educator Standards Board and the National Board for Professional Teaching Standards. The Compensation TWG emphasizes that the increasingly rigorous, performance based certification process coupled with the movement to a robust, four-tiered evaluation system will ensure that Washington’s students are served by high-quality educators.

The proposed state salary allocation model has 10 cells compared to the 119 cells in the current model, providing a more attractive career progression to recruit and retain educators into the profession. In the current salary allocation model shown in Exhibit 9, additional compensation can only be obtained through gaining up to 16 years of experience, earning additional academic degrees and clock hours or academic credits.

**Exhibit 9: Current K-12 Salary Allocation Model for Certificated Instructional Staff (LEAP Document 2)**

Years of Service	BA + 0	BA +15	BA +30	BA +45	BA +90	BA +135	MA + 0	MA +45	MA +90 or PhD
0	33,401	34,303	35,238	36,175	39,180	41,116	40,045	43,051	44,989
1	33,851	34,765	35,712	36,690	39,727	41,652	40,490	43,527	45,452
2	34,279	35,202	36,159	37,212	40,241	42,186	40,938	43,966	45,912
3	34,720	35,653	36,620	37,706	40,729	42,722	41,363	44,384	46,377
4	35,153	36,127	37,099	38,224	41,264	43,271	41,808	44,849	46,857
5	35,600	36,578	37,561	38,748	41,777	43,824	42,261	45,291	47,339
6	36,060	37,017	38,032	39,279	42,293	44,352	42,725	45,740	47,797
7	36,868	37,839	38,868	40,182	43,241	45,356	43,594	46,652	48,768
8	38,050	39,074	40,127	41,550	44,651	46,844	44,961	48,063	50,254
9		40,353	41,459	42,933	46,106	48,373	46,343	49,518	51,785

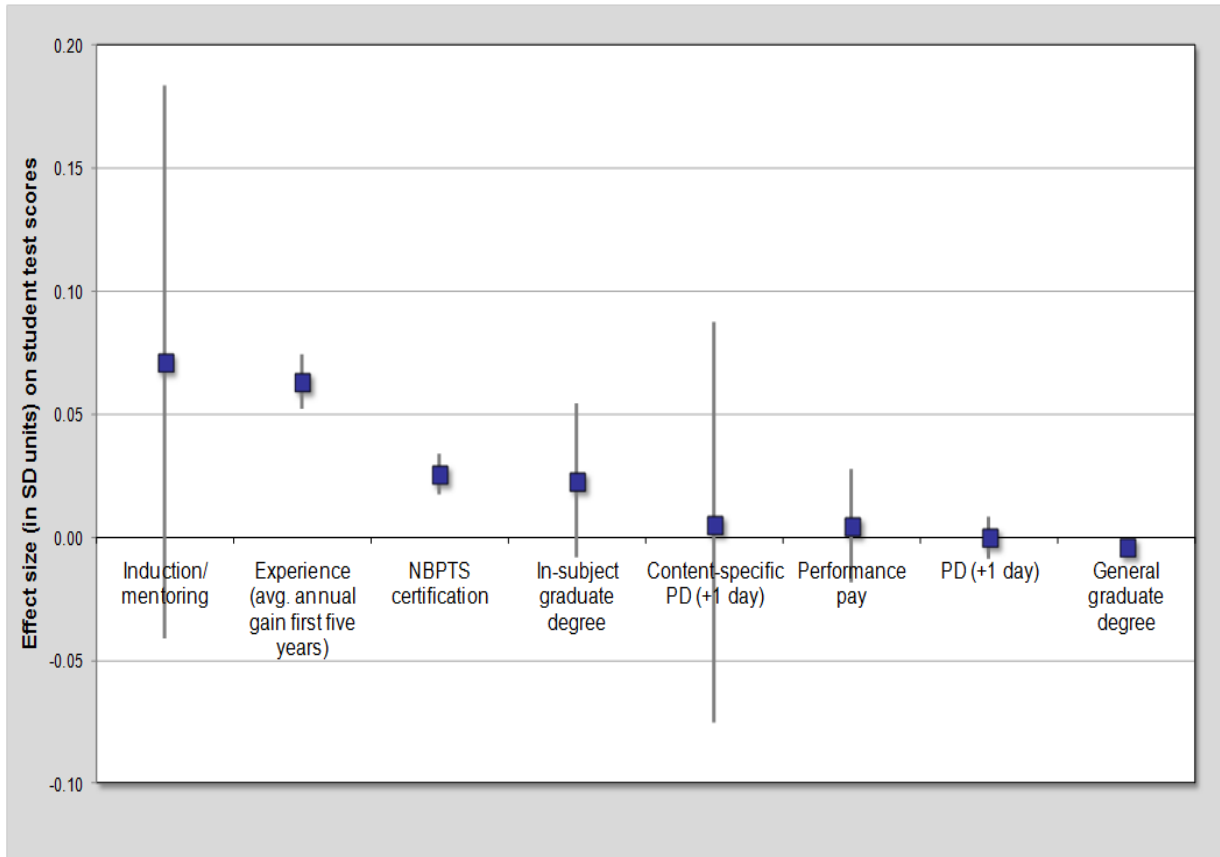
<b>10</b>			42,806	44,387	47,602	49,945	47,798	51,014	53,356
<b>11</b>				45,883	49,169	51,558	49,295	52,581	54,969
<b>12</b>				47,332	50,777	53,238	50,850	54,188	56,650
<b>13</b>					52,425	54,959	52,460	55,836	58,370
<b>14</b>					54,081	56,745	54,117	57,600	60,157
<b>15</b>					55,488	58,221	55,523	59,098	61,721
<b>16 or more</b>					56,597	59,385	56,634	60,279	62,955

In order to create a new salary allocation model, the Compensation TWG reviewed research and deliberated on which elements should be included in the base salary allocation model. The new salary allocation model should be clear, with a logical progression of steps for increases in compensation that are aligned to the career and certification progression of an educator. The salary allocation model should provide incentives for educator characteristics that research indicates result in more effective teaching and greater gains in student achievement. It should also serve as a potential aid in the recruitment of potential teachers, in that it would clearly define the state expectations for a teacher’s career progression and demonstrate the capacity for financial advancement.

The Compensation TWG was informed by various research (see Appendix 5- Salary Allocation Model Supplemental Information) in order to determine which elements to include in the salary allocation model. The Compensation TWG received presentations on multiple meta-analyses conducted by the Washington Institute for Public Policy (WSIPP). The WSIPP meta-analyses focused on the effect size on student test scores of various teacher characteristics including:

- Induction and Mentoring Programs
- Experience (average annual gain in the first five years)
- National Board for Professional Teaching Practices (NBPTS) Certification
- In-subject Graduate Degrees
- Content-Specific Professional Development (1 additional day)
- Performance Pay
- Professional Development (1 additional day)
- General Graduate Degrees

### Exhibit 10: Summary of Meta-Analytic Findings Regarding Impacts on Student Test Scores from Different Policies Related to Teacher Compensation and Training



Source: Exhibit 12. Pennucci, A. (2012) *Teacher compensation and training policies: Impacts on student outcomes*. (Document No. 12-05-2201). Olympia: Washington State Institute for Public Policy

The WSIPP meta-analyses indicated that several compensation elements had differing effect sizes on student achievement as measured by student test scores. However, it is important to note that the meta-analyses are limited to the studies included in each analysis and it is difficult to draw definitive conclusions based on it.

The salary allocation model recommended by the Compensation TWG recognizes the following elements:

- State Certification Level
- Years of Experience Tied to Certification Level
- National Board for Professional Teaching Standards (NBPTS) Certification
- Level of Education

**Exhibit 11: Proposed State Salary Allocation Model for Certificated Instructional Staff**

Certification Level	Bachelor's Degree	Advanced Degree
Residency/Initial Certificate	\$48,687	\$52,582
Professional/Continuing Certificate with a minimum of 4 years of experience	\$58,424	\$63,098
Professional/Continuing Certificate with NBPTS and a minimum of 4 years of experience	\$63,098	\$68,146
Professional/Continuing Certificate with 9 years of experience	\$70,109	\$75,718
Professional/Continuing Certificate with NBPTS and 9 years of experience	\$75,718	\$81,775

		Residency/Initial Certificate		Professional/Continuing Certificate		Professional/Continuing with NBPTS Certificate	
Year of Teaching	Minimum Years of Experience	Bachelor's Degree	Advanced Degree	Bachelor's Degree	Advanced Degree	Bachelor's Degree	Advanced Degree
1 <sup>st</sup>	0	\$48,687 1.0000	\$52,582 1.0800	[Hatched Area]			
2 <sup>nd</sup>	1						
3 <sup>rd</sup>	2						
4 <sup>th</sup>	3						
5 <sup>th</sup>	4			\$58,424 1.2000	\$63,098 1.2960	\$63,098 1.2960	\$68,146 1.3997
6 <sup>th</sup>	5						
7 <sup>th</sup>	6						
8 <sup>th</sup>	7						
9 <sup>th</sup>	8						
10 <sup>th</sup> +	9+			\$70,109 1.4400	\$75,718 1.5552	\$75,718 1.5552	\$81,775 1.6796

*Note: Movement on the salary schedule from Residential/Initial Certification to the Professional/Continuing Certification columns requires attainment of a Professional or Continuing Certificate through the Washington Professional Educators Standards Board (PESB) and a minimum of 4 years of experience. Within the Professional/Continuing Certification columns, a second salary increase occurs after nine years of experience with retention of the Professional/Continuing Certificate. Years of experience represent the earliest progression to the Professional/Continuing Certification column on this model; the actual amount of time for an individual to attain the Professional or Continuing Certificate may vary from 3 to 9 years.*

The two salary allocation models above represent the same values presented in different formats for purposes of comparison.

## **State Certification Level**

The certification process is designed to allow teachers to gain additional knowledge and skills and demonstrate them in an objective assessment. The stages of a teacher's career are recognized through the certification levels, with an entry level residency certificate, a middle level professional certificate and an optional advanced National Board for Professional Teaching Standards (NBPTS) certificate. As a certificate is the "license to practice" for certificated instructional staff members, aligning compensation increases to the tiers of certification encourages employees to develop professional competence in the knowledge and skills measured by the standards and to successfully progress through the certification continuum. The cost of certification is absorbed at the individual level; therefore, once the certification and minimum years of experience is attained, the salary allocation model recognizes this cost and compensates the achievement with a 20 percent increase.

The Compensation TWG recognizes that there should be some accommodation made for educators entering Washington from other states. The Professional Educator Standards Board (PESB) is aware of this need and is currently working on reciprocity agreements with other states and rule-making to provide a one-year transitional window for a provisional professional certificate for out-of-state educators to complete the ProTeach Portfolio.

## **Years of Experience Tied to Certification Level**

The Compensation Technical Working Group recommends that a minimum of four years of experience be tied with the progression from the residency certification to the professional certification columns. This recommendation recognizes both increased experience and the attainment of the professional competencies required of the professional certificate. The 20 percent increase in compensation after the fourth year of experience will create an incentive for certificated instructional staff to stay in the K-12 system. National research indicates a relationship between turnover and experience, "with the least and most experienced teachers most likely to depart their schools."<sup>9</sup> According to the Professional Educator Standards Board (PESB), in Washington this pattern holds true with, "most of the teachers who leave a district do so earlier in their careers. There is also a bump for those who leave at about 30 years of experience, presumably to retire."<sup>10</sup>

However, this recommendation was not unanimous, with concerns raised by the Professional Educator Standards Board (PESB) and several other members regarding the increase being delayed until after the fourth year of experience. The Washington State Legislature and PESB designed a continuum of teacher development that encourages teachers to pursue professional certification post-induction with achievement of the certification by the end of their third year of teaching. The concern is that a delay in the percentage increase until the fifth year of teaching, after the individual has attained four years of experience, will cause educators to delay gaining the knowledge and skills competencies represented by the professional certificate one year. Thus the recommendation from some members was a smaller increase for teachers attaining the professional certificate at year four, after three years of experience, which would join with the 20 percent retention-related increase at year five, after four years of experience.

Within the Professional/Continuing column, a second salary increase occurs after nine years of experience with retention of the professional/continuing certificate or NBPTS certificate. Years of experience represent the earliest progression of the Professional/Continuing column on this model; the actual amount of time for an individual to attain the professional certificate may vary from 3-9 years. The proposed salary allocation model compresses the years of experience in the current model, allowing employees to maximize their compensation earlier in their career and increase the recruitment of additional employees into public education. The Compensation TWG recommends that an annual cost of living adjustment (COLA) be applied to all salary allocations. It is important to note that this additional increase in the salary allocation will be provided every year, regardless of the employee's placement on the salary allocation model.

### **Level of Education**

The proposed salary allocation model recognizes the level of education the employee attains. The salary allocation model provides an increase in salary for a graduate degree (Master's or PhD), but reduces the premium from the current 21 percent (highest in the nation) to 8 percent.<sup>11</sup> The group lowered the premium to a similar level that other states pay educators for advanced degrees as well as to a level recognized by comparable occupations. The research on graduate degrees and teacher effectiveness is mixed and limited to studies that measure the effect on student achievement in limited subjects and grade levels. Some research has found that an in-subject Master's degree leads to increased student achievement in those particular subjects. The Compensation TWG recommends that the advanced degrees must be relevant to current or future assignments, as locally determined by the school district, in order to be eligible for placement on the proposed tier on the salary allocation model. This recommendation is aligned with the current statutory requirement that credits be aligned to the individual's current or future assignment. Additional credits and clock hours are removed from the salary allocation model, but the group recommends that the state pay for additional time for professional development activities.

### **National Board for Professional Teaching Standards Certification**

National Board for Professional Teaching Standards (NBPTS) certification is embedded in the salary allocation model, rather than provided as an additional bonus as it is currently structured. The recommended salary increase is 8 percent, which is similar to the current bonus of \$5,090. NBPTS certification is an objective measure of accomplished, effective educators and by being included in the base salary allocation model, compensation for achieving the rigorous certification will be guaranteed. The NBPTS certification process is time consuming and requires a personal financial investment of candidates. By embedding compensation for NBPTS in the salary allocation model, the group recommends that funding for NBPTS certification be guaranteed as part of the definition of basic education.

The Compensation TWG did not include the NBPTS challenging schools bonus in the salary allocation model. The group believes that fully funding the poverty enhancements in the prototypical schools funding model will improve working conditions in challenging schools and there will not be a need for additional state-funded bonuses provided to teachers working in

challenging schools. The Compensation TWG acknowledges that the prototypical schools funding model must be fully implemented in order for challenging schools to have enough resources to recruit and retain staff in challenging schools. Although the group does not recommend including the challenging schools bonus in the salary allocation model, they acknowledge that the challenging schools bonus is part of current statute and recommends that it remain.

### **Movement on the Salary Allocation Model for a New Teacher**

As outlined in the two tier certification system by the Professional Educator Standards Board, the entry level certificate is the residency certificate. A new educator can remain on a residency certificate for up to nine years, but will remain at the salary allocation levels of \$48,687 for a residency certificate with a Bachelor's Degree and \$52,582 for a residency certificate with an Advanced Degree.

A new educator pursues a professional certificate through submittal of a ProTeach Portfolio. The proposed salary allocation model provides a 20 percent compensation increase for the attainment of professional certification and at least four years of experience. If the professional certificate is earned with more than four years of experience but before the residency certificate expires, the same increase of compensation occurs.

Once professional certification is achieved, the salary allocation model recognizes an additional compensation increase of 20 percent after nine years of experience. The renewal process for the professional certificate occurs every five years, with the achievement of a Professional Growth Plan, or completion of 150 clock hours of professional development. The salary allocation model with an increase at nine years of experience is designed as a proxy for the renewal process.

An additional opportunity for educators to earn more compensation on the salary allocation model is through the achievement of certification through the National Board for Professional Teaching Standards (NBPTS). This third level of nationally recognized certification is embedded in the salary allocation model in order to ensure that all educators who achieve this rigorous distinction are given additional compensation for their increased effectiveness. In order to seek National Board Certification, potential applicants must meet the following requirements prior to applying; hold a bachelor's degree, have competed three full years of teaching/counseling experience and possess a valid state teaching/counseling license for that period of time.<sup>12</sup>

## **5) Invest in 10 Days of Professional Development Time**

*RCW 28A.400.201(2) "recommend the details of an enhanced salary allocation model that aligns state expectations for educator development and certification with the compensation system...(a) How to reduce the number of tiers within the existing salary allocation model"*



The state certification and evaluation systems expect educators to grow professionally. However, the state only funds 180 days of instruction. The 180 school day calendar is focused on student’s academic development and does not provide time for educator-focused development. Current practice often involves taking school time away from students, through early release days or late arrival days, in order to provide time for educator professional development. The Compensation TWG recommends that the state include ten professional development days for certificated instructional staff in the definition of basic education.

The state has recognized the importance of professional development in the past by compensating for additional professional development days, called Learning Improvement Days (LID). In 2002-03, three LID days were provided. In 2009-10, the number was reduced to two. In 2010-11, all funding for LID days was eliminated.

The proposed salary allocation model (SAM) moves away from compensation based on credits and clock hours and towards a career ladder compensating teachers for career advancement by attaining higher certifications. The certifications embedded in the SAM measure a teacher’s performance against national and state standards. These standards provide a benchmark for teachers to perform against; however, no compensated time is provided for teachers to improve their performance. In addition, time is needed for teachers to develop specific knowledge or skills required by changes in national, state and local policies. School districts are providing professional development through locally funded days or requesting waivers to the 180 school day calendar in order to replace a day of instruction with a professional development day. In addition, some local school districts are scheduling half days of instruction in order to provide time for professional development during the second half of the day.

**Exhibit 12: Proposed State Salary Allocation Model with 10 Additional Professional Development Days**

Certification Level	Allocation BEFORE 10 PD Days		Allocation WITH 10 PD Days	
	Bachelor's Degree	Advanced Degree	Bachelor's Degree	Advanced Degree
Residency/Initial Certificate	\$48,687	\$52,582	\$51,392	\$55,503
Professional/Continuing Certificate and a minimum of 4 years of experience	\$58,424	\$63,098	\$61,670	\$66,604
Professional/Continuing Certificate with NBPTS and a min. of 4 years of experience	\$63,098	\$68,146	\$66,604	\$71,932
Professional/Continuing Certificate and 9 years of experience	\$70,109	\$75,718	\$74,004	\$79,925
Professional/Continuing Certificate with NBPTS and 9 years of experience	\$75,718	\$81,775	\$79,925	\$86,319

School districts should have the flexibility to distribute the time in a manner that best fits their needs. The group discussed the possibilities of the time being used for professional learning communities, individual professional growth planning, and focused seminars.

The Compensation TWG also recognizes that professional development for instructional aides is critical as they work in partnership with teachers to provide a comprehensive education for K-12 students. The Compensation TWG affirms the FTE recommendations for instructional aides found in the Classified Staffing Adequacy Report that includes time for professional development.<sup>13</sup> The Compensation TWG recognizes that additional classified positions may also require additional funding for targeted professional development, but further work is necessary before development of a recommendation for non-certificated instructional staff positions.

## **6) Allocate Mentors and Instructional Coaches in the Basic Education Funding Formula**

*RCW 28A.400.201(2) "the technical working group shall make recommendations on the following: (d) The role of and types of bonuses available"*

Many of the necessary roles and responsibilities required in a successful school are currently being provided, in part, through local funds. The Compensation TWG asserts that the roles of mentor teacher and instructional coach are essential positions within the basic education program and a state-funded obligation. The group recommends that funding for mentor teachers be provided based on the number of new and probationary teachers. In addition, instructional coaches should be allocated based on the number of prototypical schools. Both allocations should be included in the basic education funding formula in 28A.150.260.

Instructional coaches provide rich, job embedded professional development and instructional coaching is critical to improving the instructional practices and strategies of educators throughout their careers. Mentors provide necessary instructional reflection, professional development and collaboration during the beginning of an educator's career, as well as assistance to educators in probationary status. Both instructional coaches and mentors are essential in order to support the more rigorous evaluation and certification systems and strengthen the effectiveness of educators.

### **Instructional Coaches**

The Compensation Technical Working Group recommends that instructional coaches are funded through the prototypical school funding model. As an allocation, the school districts can determine the appropriate use of the funding to best support the needs of their teachers and students. As an allocation, school districts could choose to spread the allocation to multiple teachers within a school or centralize instructional coaches at the district office.

Recommended allocation levels for instructional coaches are:

- 1.1 FTE for a prototypical elementary school
- 1.1 FTE for a prototypical middle school
- 1.1 FTE for a prototypical high school

The dollar allocation will be based on the average staff mix for each school district as determined by the salary allocation model for certificated instructional staff. Costs include salaries, health benefits, mandatory benefits, and substitute allocation.

**Exhibit 13: Fiscal Estimate for Instructional Coach Recommendation**

<b>Annual Cost of Instructional Coach Recommendation</b>			
<b>Prototypical School</b>	<b>FTE</b>	<b>Estimated Annual Cost</b>	<b>Estimated Annual Cost Including Benefits and Substitute Allocation</b>
Elementary School	1,427	\$98,610,000	\$128,501,000
Middle School	391	\$26,993,000	\$35,175,000
High School	455	\$31,426,000	\$40,951,000
<b>Total</b>	<b>2,273</b>	<b>\$157,029,000</b>	<b>\$204,627,000</b>
<i>Note: Estimated number of prototypical schools based on June 2012 OSPI apportionment. Each CIS FTE is allocated 4 substitute days. Additional FTE costs include health care and other benefits.</i>			

**Mentors**

In addition to funding instructional coaches in every prototypical school, the Compensation TWG recommends providing a separate mentor categorical allocation for school districts based on the number of first, second, and third year teachers as reported in the S275. An additional allocation should be provided for probationary teachers in accordance with ESSB 5895, Section 1 (4b), which states, “the evaluator may authorize one additional certificated employee to evaluate the probationer and to aid the employee in improving his or her areas of deficiency.” This recommendation will ensure that every Washington school district will have sufficient resources through reliable and regular state funds to support the need to mentor novice teachers. As a categorical allocation, the funding provided must be used for the mentor program; however, school districts can determine the appropriate use of the funding to best support the needs of their teachers and students. The Compensation TWG recommends the following levels of funding for a robust mentor program:

**Exhibit 14: Fiscal Estimate for Mentor Recommendation**

<b>Annual Cost of Mentor Recommendation</b>				
	<b>Mentor FTE Required</b>	<b>Average Number of Teachers 2007-2012</b>	<b>Estimated Annual Cost</b>	<b>Estimated Annual Cost Including Benefits</b>
First year teacher	.088	2,333	\$14,107,000	\$18,397,000
Second year teacher	.061	2,208	\$9,180,000	\$11,972,000
Third year teacher	.042	2,359	\$6,785,000	\$8,847,000
Probationary teacher	.088	459	\$2,794,000	\$3,641,000
<b>Total</b>		<b>7,359</b>	<b>\$32,866,000</b>	<b>\$42,857,000</b>
<i>Note: Average number of new teachers based on 2007-2012 average of 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> year teachers as reported in OSPI S275 Personnel Reports. Number of probationary teachers reported to OSPI. Each CIS FTE is allocated 4 substitute days. Additional FTE costs include health care and other benefits.</i>				

Allocation of dollar amounts will be contingent on the number of personnel reported in these categories to OSPI on the S275 Personnel Reports October 1 snapshots and the number of teachers placed on probationary status after completion of the evaluation process. As required in 28A.150.230, school districts must report the number of staff in each evaluation rating. As an allocation, smaller districts may have the opportunity to leverage capacity and infrastructure through partnerships with educational service districts. Implementation of this recommendation will assist the state in its paramount duty to provide a basic education to public school students through a stable funding source. While many school districts deliver beneficial mentor support to novice teachers through the use of local funds, the Compensation TWG believes that it is vital for the state to categorically fund these programs in order to provide regular and reliable funding to ensure the long-term viability of induction programs.

The allocation amounts shown in Exhibit 14 provide funding for an average of two hours of mentor support per week<sup>14</sup> for first year and probationary teachers and an average caseload of not greater than 15 novice teachers for a full-time mentor.<sup>15</sup> Mentor support is decreased to an average of 1.5 hours per week for 2<sup>nd</sup> year teachers and an average of one hour per week for 3<sup>rd</sup> year teachers, with the mentor caseload adjusted accordingly. This caseload is not cumulative. The allocation includes three additional professional development days for mentees in the first year and one professional development day in subsequent years, while probationary teachers also receive three additional professional development days. The FTE allocation also includes eight percent of the salary costs to cover district administrative costs. The total salary cost is calculated using each districts average salary allocation for certificated instructional staff based on the salary allocation model recommended in this report, as the Compensation TWG recommends that a mentor must be on a teaching contract. Additionally, the cost estimate includes health and mandatory benefits, as well as an OSPI allocation of four substitute days per 1.0 FTE.

## 7) Provide Appropriate Staffing Levels and Increased Program Support for Basic Education

*RCW 28A.400.201(1) "continuing to attract and retain the highest quality educators will require increased investments."*

The Compensation TWG recommends that their compensation recommendations occur in tandem with the statutory requirements in SHB 2776 and the basic education funding recommendations proposed by the Quality Education Council (QEC). Working conditions and workload play a significant role in the attraction and retention of staff. The Compensation TWG declares that sufficiently funded staffing levels and categorical program support will improve the workload of K-12 staff and lead to higher retention. Therefore, the Compensation TWG believes, if basic education is fully funded, there will not be a need for additional state-funded bonuses provided to teachers working in challenging schools. Although the group does not recommend including the challenging schools bonus in the definition of basic education, they do not recommend repealing current law.

SHB 2776 requires the state to fully fund full-day kindergarten, K-3 class size of 17 students, material, supplies and operating costs, and pupil transportation. In the 2010 Quality Education Council Final Report to the Legislature, the QEC provisionally recommended the lower class sizes and increased certificated staffing levels displayed in Exhibits 15 and 16. The QEC was informed by the work of the Washington Learns Committee and the Basic Education Finance Task Force, which cumulatively represents ten years of study by policy makers, research experts, and practitioners. The Compensation TWG re-affirms that improved staffing level allocations are critical to the task of amply funding basic education.

**Exhibit 15: QEC Provisional Recommendations for Class Size**

CLASS SIZE	Non-High Poverty Schools		Poverty Schools	
	Proposed	Change from Current	Proposed	Change from Current
Grades K-3	17.00	(8.23)	15.00	(9.10)
Grade 4	25.00	(2.00)	22.00	(5.00)
Grades 5-6	25.00	(2.00)	23.00	(4.00)
Grades 7-8	25.00	(3.53)	23.00	(5.53)
Grades 9-12	25.00	(3.74)	23.00	(5.74)
Career and Technical Education (CTE)	19.00	(7.57)	19.00	(7.57)
Skills Center	16.00	(6.76)	16.00	(6.76)

**Exhibit 16: QEC Provisional Recommendations for Staffing Levels, Certificated School Staff**

	Proposed Staffing Levels			Change from Current Allocation Levels		
	Elementary School (400 K-6 students)	Middle School (432 7-8 students)	High School (600 9-12 students)	Elementary School (400 K-6 students)	Middle School (432 7-8 students)	High School (600 9-12 students)
<b>Principals</b>	1.3	1.4	1.9	0.047	0.047	0.020
<b>Librarian/Media</b>	1.0	1.0	1.0	0.337	0.481	0.477
<b>Guidance Counselor</b>	0.5	2.0	3.5	0.007	0.884	1.591
<b>Health and Social Services</b>	1.0	1.0	1.0	0.865	0.932	0.882

In addition to the certificated instructional staff recommendations shown in Exhibit 16, the QEC recommended professional development coaches in every school as well as increased funding for new teacher support. Their recommendations helped inform the Compensation TWG’s Recommendation #6 – Allocate Mentors and Instructional Coaches in the Basic Education Funding Formula. In the 2011 Quality Education Council Report to the Legislature, the QEC provisionally adopted the recommendations of the Classified Staffing Adequacy Working Group:

**Exhibit 17: QEC Provisional Recommendations for Staffing, Classified School Staff**

	Proposed Staffing Levels			Change from Current Allocation Levels		
	Elementary School (400 K-6 students)	Middle School (432 7-8 students)	High School (600 9-12 students)	Elementary School (400 K-6 students)	Middle School (432 7-8 students)	High School (600 9-12 students)
<b>Teaching Assistance</b>	1.195	1.295	1.121	0.259	0.595	0.469
<b>Office Support</b>	3.220	3.029	3.382	1.208	0.704	0.113
<b>Custodians</b>	3.186	3.454	4.512	1.529	1.512	1.547
<b>Student Safety</b>	0.099	0.506	0.723	0.020	0.414	0.582
<b>Family Involvement</b>	0.676	0.676	0.676	0.676	0.676	0.676

**Exhibit 18: QEC Provisional Recommendations for Staffing, Classified District Staff**

Per 1,000 K-12 Students	Proposed Staffing Levels	Change from Current Allocation Levels
<b>Technology</b>	2.010	1.382
<b>Facilities/Maintenance/Grounds</b>	4.719	2.906
<b>Warehouse/Laborer/Mechanic</b>	0.571	0.239

In the 2011 Quality Education Council Report to the Legislature, the QEC supported strengthening the Transitional Bilingual Instructional Program, the Highly Capable Program, and the Learning Assistance Program based on the recommendations of the working groups. The working groups recommended the following changes:

**Exhibit 19: QEC Provisional Recommendations for Categorical Programs**

Categorical Program	Proposed			Change from Current Allocation Levels		
	Class Size	Hours	% Eligible	Class Size	Hours	% Eligible
Transitional Bilingual Instructional	15	8		0	3.222	
Highly Capable K-6	15	6.5	5%	0	4.341	2.686%
Highly Capable 7-12	15	3.1	5%	0	0.941	2.686%
Learning Assistance K-6	6	3.75		(9)	2.2344	
Learning Assistance 7-12	15	5		0	3.4844	

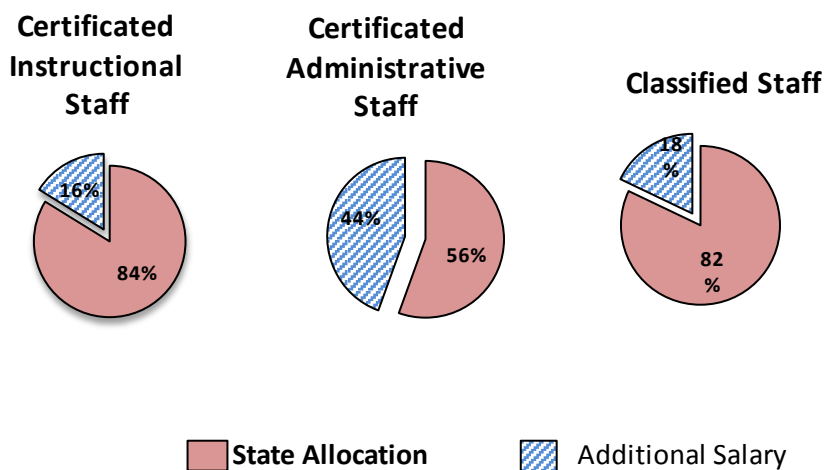
## **8) Amply Fund State Basic Education Salary Allocations and Limit Locally Funded Salary Enhancements to No More than 10% of the State Allocation**

*RCW 28A.400.201(2) “(b) How to account for labor market adjustments; (c) How to account for different geographic regions of the state where districts may encounter difficulty recruiting and retaining teachers”*

The state is responsible for fully funding the salaries of staff performing basic education activities. The Compensation TWG affirms that average comparable wages are sufficient to recruit and retain high-quality staff. However, the group acknowledges that some local school districts may have unique circumstances that lead to difficulties recruiting and retaining staff. The group recommends that districts be allowed to provide locally funded salary enhancements for non-basic education functions. However, to ensure equity around the state, the locally funded enhancements should be limited to 10 percent above the state allocation.

All 295 school districts in Washington offer additional compensation above the base salary allocation provided by the state for at least one basic education employee category. As displayed in Exhibit 20, the amount of average additional salary over the base state allocation is significant.

## Exhibit 20: Percentage of 2010-11 Average Additional Salary Above State Allocation



Supplemental pay for certificated instructional staff takes the form of Time, Responsibility and Incentive (TRI) contracts, in which salaries are allowed to exceed the average salary compliance standards, “only by separate contract for additional time, for additional responsibilities, for incentives or for implementing specific measurable innovative activities.”<sup>16</sup> Utilizing supplemental contracts for the purposes of basic education is prevented, specifically that “no district may enter into a supplemental contract under this subsection for the provision of services which are part of the basic education program required by Article IX.”<sup>17</sup>

However, after reviewing collective bargaining agreements and sharing professional experiences with TRI contracts, the Compensation Technical Working Group overwhelming concluded that TRI contracts are most often used to increase the salary allocations of staff performing basic education functions in order to provide a competitive wage to K-12 staff.

Upon full state funding of basic education salaries at comparable wage levels, the Compensation TWG recommends that the use of local funds for salaries of basic education staff be restricted to a salary limit no more than 10 percent above the state allocation. The use of local funds within the salary limit will be defined at the school district level and will provide districts an opportunity to address non-basic education functions. For purposes of determining the limit calculation, salary is compensation for the regular duties during the contracted year associated with that position. Pay for additional duties outside the contract, such as summer school or tutoring, is not salary for purposes of determining a district's limit.

In order to clarify the distinction between state and local funding of salaries, upon full state funding of their recommended comparable salary allocations, the Compensation TWG recommends that the Legislature repeal Section 3 of RCW 28A.400.200, which provides for average salary compliance and Section 4, which provides for TRI (Time, Responsibility and Incentive) contracts.



As part of the discussion of roles and types of bonuses, the Compensation TWG recognized the fact that each of the 295 school districts has unique needs that impact local recruitment and retention issues. Therefore, the salary limit recommendation allows the flexibility for school districts to provide locally funded salary enhancements for non-basic education needs. Further discussion is included in Appendix 7-Roles and Types of Bonuses.

## **9) Ensure School Districts Receive the Same or Higher State Salary Allocations per State-Funded Employee**

*RCW 28A.400.201(2)(f) "including a recognition that staff on the existing salary allocation model would have the option to grandfather in permanently to the existing schedule."*

The Compensation TWG recommends that the Washington State Legislature fully fund all of the recommendations immediately. At full implementation of the proposed salary allocations, every K-12 employee will receive a higher state salary allocation and there will be no need for any individual to grandfather into the old state salary allocation model.

During any phase-in of the new salary allocation levels, the Compensation TWG recommends that school districts should receive the higher allocation from either the old or new state salary allocation model for every state-funded employee.

# III. FISCAL ESTIMATES

## Salary Allocation Recommendations Fiscal Estimate

The Compensation Technical Working Group (TWG) recommends immediate implementation of the recommendations in this report in order to “attract and retain the highest quality educators” to Washington schools through full funding of competitive salaries with state revenue sources. Immediate implementation will ensure that salaries for basic education staff are paid with state funds as required by the Washington State Constitution; local funds can then be used for community programs and locally defined needs in school districts, as intended. Exhibit 21 displays the increased state allocation for current state-funded basic education staff based on the salary allocation levels recommended by the Compensation TWG. Proposed salary allocations for certificated instructional staff are calculated based on the new staff mix times the recommended base salary allocation of \$48,687.

Please note that Exhibit 21 is the cost estimate to increase the salaries of current state-funded staffing levels for each prototypical job category before implementation of the SHB 2776 or QEC recommendations. Total salaries are based on average salaries (excluding extracurricular assignment pay) as reported in the 2011-12 OSPI S275 Personnel Report times the current state allocated FTE levels. All amounts are in 2012 dollars and have not been adjusted for inflation. It is important to note that the non-state-funded column represents the amount that school districts rely on through non-state fund sources to supplement current basic education salaries.

**Exhibit 21: Annual Fiscal Estimate for Salary Recommendations**

<b>TOTAL ESTIMATED ANNUAL COST TO IMPLEMENT SALARY RECOMMENDATIONS IMMEDIATELY</b>						
<b>Total Current State Allocated FTE</b>	<b>Total Amount State Pays</b>	<b>Additional Amount Paid by Local School Districts</b>	<b>Total Actual Salaries of Current State Allocated FTE</b>	<b>Total Proposed Amount State Will Pay</b>	<b>Total Increase in State Payment for Salaries</b>	<b>Total Increase in State Payment Including Benefits</b>
<b>Certificated Administrative Staff (CAS)</b>						
<b>Principals, Assistant Principals, and other Certificated Building-Level Administrators</b>						
2,884	\$167,584,000	\$128,084,000	\$295,668,000	\$303,902,000	\$136,318,000	\$157,707,000
<b>Central Office Staffing, Certificated Administrators</b>						
806	\$46,827,000	\$47,811,000	\$94,638,000	\$84,916,000	\$38,089,000	\$44,066,000
<b>Career and Technical Education (CAS)</b>						
241	\$14,012,000	\$11,572,000	\$25,584,000	\$25,442,000	\$11,430,000	\$13,224,000
<b>Skills Center (CAS)</b>						
23	\$1,317,000	\$1,082,000	\$2,399,000	\$2,374,000	\$1,057,000	\$1,222,000
<b>Small Schools/Remote &amp; Necessary (CAS)</b>						
29	\$1,903,000	\$1,191,000	\$3,094,000	\$3,097,000	\$1,194,000	\$1,382,000
<b>Subtotal, Certificated Administrative Staff</b>						
3,983	\$231,643,000	\$189,740,000	\$421,383,000	\$419,731,000	\$188,088,000	\$217,599,000
<b>Certificated Instructional Staff (Averages based on projected and actual Staff Mix of 2011-12 staff) (CIS)</b>						
<b>Teachers</b>						
40,144	\$2,128,178,000	\$302,767,000	\$2,430,945,000	\$2,773,290,000	\$645,112,000	\$746,330,000

<b>TOTAL ESTIMATED ANNUAL COST TO IMPLEMENT SALARY RECOMMENDATIONS IMMEDIATELY</b>						
<b>Total Current State Allocated FTE</b>	<b>Total Amount State Pays</b>	<b>Additional Amount Paid by Local School Districts</b>	<b>Total Actual Salaries of Current State Allocated FTE</b>	<b>Total Proposed Amount State Will Pay</b>	<b>Total Increase in State Payment for Salaries</b>	<b>Total Increase in State Payment Including Benefits</b>
<b>Teacher Librarians</b>						
1,261	\$66,841,000	\$17,390,000	\$84,231,000	\$87,106,000	\$20,265,000	\$23,444,000
<b>Guidance Counselors</b>						
1,826	\$96,832,000	\$22,805,000	\$119,637,000	\$126,166,000	\$29,334,000	\$33,937,000
<b>All Health</b>						
248	\$13,153,000	\$756,000	\$13,909,000	\$17,140,000	\$3,987,000	\$4,613,000
<b>Career and Technical Education (CIS)</b>						
2,778	\$147,756,000	\$21,178,000	\$168,934,000	\$192,408,000	\$44,652,000	\$51,659,000
<b>Skills Center (CIS)</b>						
259	\$13,717,000	\$2,059,000	\$15,776,000	\$17,868,000	\$4,151,000	\$4,802,000
<b>Small Schools/Remote &amp; Necessary (CIS)</b>						
565	\$30,110,000	\$4,367,000	\$34,477,000	\$39,162,000	\$9,052,000	\$10,472,000
<b>Learning Assistance Program</b>						
1,746	\$92,578,000	\$13,976,000	\$106,554,000	\$120,641,000	\$28,063,000	\$32,466,000
<b>Transitional Bilingual Instructional Program</b>						
1,131	\$59,968,000	\$9,053,000	\$69,021,000	\$78,146,000	\$18,178,000	\$21,030,000
<b>Highly Capable Program</b>						
128	\$6,777,000	\$1,023,000	\$7,800,000	\$8,831,000	\$2,054,000	\$2,377,000
<b>Subtotal, Certificated Instructional Staff</b>						
51,255	\$2,655,910,000	\$395,374,000	\$3,051,284,000	\$3,460,758,000	\$804,848,000	\$931,130,000
<b>Classified Staff</b>						
<b>Teaching Assistance (Instructional Aides/Para-educators)</b>						
1,733	\$54,949,000	\$2,734,000	\$57,683,000	\$78,648,000	\$23,699,000	\$27,308,000
<b>School Office Support and Noninstructional Aides</b>						
4,789	\$151,820,000	\$31,803,000	\$183,623,000	\$196,088,000	\$44,268,000	\$51,010,000
<b>Custodians</b>						
4,066	\$128,914,000	\$21,326,000	\$150,240,000	\$160,429,000	\$31,515,000	\$36,315,000
<b>Classified staff providing student and staff safety</b>						
194	\$6,135,000	\$2,279,000	\$8,414,000	\$8,522,000	\$2,387,000	\$2,751,000
<b>Technology</b>						
578	\$18,331,000	\$40,942,000	\$59,273,000	\$48,134,000	\$29,803,000	\$34,342,000
<b>Facilities, maintenance, and grounds</b>						
1,669	\$52,920,000	\$26,355,000	\$79,275,000	\$83,551,000	\$30,631,000	\$35,297,000
<b>Warehouse, laborers, and mechanics</b>						
306	\$9,691,000	\$3,997,000	\$13,688,000	\$11,163,000	\$1,472,000	\$1,697,000
<b>Central Office Staffing, Classified</b>						
2,358	\$74,764,000	\$55,637,000	\$130,401,000	\$132,935,000	\$58,171,000	\$67,030,000
<b>Career and Technical Education (Classified)</b>						
1,001	\$31,610,000	\$6,365,000	\$37,975,000	\$45,881,000	\$14,271,000	\$16,443,000
<b>Skills Center (Classified)</b>						
80	\$2,504,000	\$511,000	\$3,015,000	\$3,658,000	\$1,154,000	\$1,330,000
<b>Small Schools/Remote &amp; Necessary (Classified)</b>						
209	\$6,549,000	\$1,392,000	\$7,941,000	\$9,568,000	\$3,019,000	\$3,478,000
<b>Subtotal, Classified Staff</b>						
16,981	\$538,187,000	\$193,341,000	\$731,528,000	\$778,577,000	\$240,390,000	\$277,001,000

TOTAL ESTIMATED ANNUAL COST TO IMPLEMENT SALARY RECOMMENDATIONS IMMEDIATELY						
Total Current State Allocated FTE	Total Amount State Pays	Additional Amount Paid by Local School Districts	Total Actual Salaries of Current State Allocated FTE	Total Proposed Amount State Will Pay	Total Increase in State Payment for Salaries	Total Increase in State Payment Including Benefits
<b>TOTAL</b>						
71,050	\$3,425,740,000	\$778,455,000	\$4,204,195,000	\$4,659,066,000	\$1,233,326,000	\$1,425,730,000
<i>Note: Totals based on state allocated FTE for June 2012 per OSPI apportionment. Total salaries are averages as reported in the 2011-12 OSPI S275 Personnel Reports for staff in all programs (except institutions). If a district did not report a salary for a prototypical job category, the district average was used. Non-state-funded salaries are paid from local, federal, and any other non-state funds available to school districts. State payment for CIS includes NBPTS bonus.</i>						

## Additional Recommendations Fiscal Estimate

In addition to the increased salary allocations for basic education staff, the cost estimate to the state for the mentor and instructional coach recommendations, the additional 10 days of professional development for certificated instructional staff, and the increased allocation for substitutes for both certificated instructional staff and instructional aides are shown in Exhibit 22. These estimates are in current dollars to reflect the cost of immediate implementation.

**Exhibit 22: Annual Fiscal Estimate for Additional Recommendations**

TOTAL ANNUAL COST TO IMPLEMENT ADDITIONAL RECOMMENDATIONS IMMEDIATELY		
	Total Additional Salary Allocations	Total Including All Benefits and Substitute Allocation
Professional Development Days, CIS	\$192,264,000	\$222,431,000
Mentor Allocation	\$32,866,000	\$42,857,000
Instructional Coach Allocation	\$157,029,000	\$204,627,000
Substitutes	\$13,321,000	\$13,321,000
<b>Total</b>	<b>\$395,480,000</b>	<b>\$483,236,000</b>
<i>Note: OSPI currently allocates 4 substitute days per 1.0 CIS FTE; amount is calculated at recommended substitute allocation. CIS allocations are based on projected new staff mix based on recommended salary allocation schedule. Benefits include Health Care for additional recommended FTE and other benefits for all salaries.</i>		

The recommendations in Exhibits 21 and 22 will lead to increased funding for Special Education at a total impact of \$155,204,000.

## 2776 and QEC Provisional Recommendations Fiscal Estimate

In addition to the recommendations outlined in Exhibits 21 and 22, the Compensation Technical Working Group recommends that the Legislature fully fund basic education, including the 2776 statutory requirements and the provisional recommendations adopted by the Quality Education Council (QEC). The total cost estimate based on current dollars is provided in Exhibit 23. The first column depicts the estimated annual cost of the 2776 and QEC recommendations prior to the increased salary allocations proposed by the Compensation TWG. The second column is the cost of adding the salary allocation recommendations to the 2776 and QEC recommendations.

**Exhibit 23: Annual Fiscal Estimate to Implement 2776 and QEC Provisional Recommendations**

	Annual Fiscal Estimate BEFORE Salary Recommendations	Annual Fiscal Estimate WITH Salary Recommendations
2776 Full Day Kindergarten	\$162,836,000	\$212,317,000
2776 K-3 Class Size Reduction	\$554,028,000	\$707,063,000
2776 MSOC	\$594,145,000	\$594,145,000
2776 Transportation	\$110,000,000	\$110,000,000
<b>Total 2776 Statutory Requirements</b>	<b>\$1,421,009,000</b>	<b>\$1,623,525,000</b>
Grades 4-12 Class Size of 25	\$281,675,000	\$359,122,000
CTE and Skills Center Class Size	\$85,832,000	\$111,751,000
Poverty K-3 Class Size Reduction	\$114,420,000	\$145,816,000
Poverty 4-12 Class Size Reduction	\$105,276,000	\$134,205,000
Principals	\$8,138,000	\$13,830,000
Librarians, Counselors and Health and Social Services	\$313,751,000	\$400,679,000
Classified Staffing Levels	\$746,279,000	\$1,044,495,000
Transitional Bilingual Program	\$53,792,000	\$70,176,000
Highly Capable Program	\$38,515,000	\$50,246,000
Learning Assistance Program	\$466,275,000	\$608,292,000
<b>Total QEC Provisional Recommendations</b>	<b>\$2,213,953,000</b>	<b>\$2,938,612,000</b>
<b>TOTAL ANNUAL FISCAL ESTIMATE</b>	<b>\$3,634,962,000</b>	<b>\$4,562,137,000</b>

# Total Basic Education Funding Fiscal Estimate

Therefore, the annual fiscal estimate for the state to fully fund basic education, including the 2776 requirements, the QEC provisional recommendations, and the Compensation Technical Working Group recommendations is \$6.6 billion. As noted in the Levy and Local Effort Assistance Report, \$2 billion of local revenue is already being spent on salaries, staff, special education, pupil transportation, and materials, supplies, and operating costs.<sup>18</sup>

**Exhibit 24: Annual Fiscal Estimate Including 2776, QEC and Compensation Recommendations**

	<b>Annual Fiscal Estimate WITH Salary Recommendations</b>
Certificated Administrative Staff (CAS)	\$217,599,000
Certificated Instructional Staff (CIS)	\$931,130,000
Classified Staff	\$277,001,000
Professional Development Days, CIS	\$222,431,000
Mentor Allocation	\$42,857,000
Instructional Coach Allocation	\$204,627,000
Substitutes	\$13,321,000
Special Education Impact	\$155,204,000
<b>Total Compensation Recommendations</b>	<b>\$2,064,170,000</b>
<b>Total 2776 Statutory Requirements</b>	<b>\$1,623,525,000</b>
<b>Total QEC Provisional Recommendations</b>	<b>\$2,938,612,000</b>
<b>TOTAL FISCAL ESTIMATE</b>	<b>\$6,626,307,000</b>

## VI. IMPLEMENTATION

The Compensation TWG recommends that the Washington State Legislature fully fund basic education immediately. At full implementation of the proposed salary allocations, school districts will receive a higher state salary allocation for every employee and there will be no need for any individual to grandfather into the existing state allocation model. Until the new allocation model is fully funded, school districts should receive the higher allocation from either the old or new state salary allocation model (SAM) for every state-funded employee.

While the Compensation TWG recommends immediate implementation of all recommendations, the group prepared an alternative five-year implementation plan of the proposed salary allocations to begin in the 2013-14 school year. This plan assumes a regular increase in the salary allocations each year until full implementation of all recommended salary allocations in the 2017-18 school year. The plan also includes cost of living (COLA) increases during the implementation phase for the old SAM, new SAM, and NBPTS base bonus amount. The Compensation TWG recommends that the state provide the higher of the existing salary allocation versus the proposed allocation to school districts for each individual certificated instructional staff (CIS), certificated administrative staff (CAS) and classified staff during this period.

Current law provides a base bonus for educators that attain National Board for Professional Teaching Standards (NBPTS) certification, and an additional bonus for NBPTS certified educators working in challenging schools. The Compensation TWG recommends the Legislature continue to pay the bonus for NBPTS educators serving in challenging schools. However, for the base NBPTS bonus, the group recommends that the bonus be eliminated for individual educators that would receive a higher allocation under the proposed salary allocation model that embeds the NBPTS certification within the model as compared to their existing salary allocation plus the NBPTS base bonus amount. The Compensation TWG affirms that school districts should receive at least the same amount from the state or more for every individual employee's compensation.

Exhibit 25 illustrates the base salaries and estimated implementation costs for the five year implementation period in excess of current allocations. The total cost estimate is based on the current state allocated FTE staffing levels for certificated instructional staff (CIS) in basic education programs. The total estimated cost in Exhibit 25 includes the average derived staff mix for the state for each year of the implementation period multiplied by the recommended base allocation compared to current allocations at the same staffing levels. Base allocations for amounts in each year include the COLA as shown in Exhibit 25.

**Exhibit 25: Fiscal Estimate for Five-year Implementation Plan – CIS**

<b>5-year Implementation Estimated Costs – Certificated Instructional Staff (CIS)</b>					
	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
Cost of Living Allowance (COLA)	2.080%	2.046%	2.519%	2.439%	2.271%
Recommended Base Allocation	\$39,297	\$42,755	\$46,553	\$50,475	\$54,472
Current Base Allocation (non-grandfathered districts)	34,096	34,793	35,670	36,540	37,370
NBPTS bonus	\$5,196	\$5,302	\$5,436	\$5,568	\$5,695
Total estimated salary additional cost, CIS	\$140,122,000	\$275,751,000	\$472,247,000	\$680,969,000	\$898,450,000
Average staff mix	1.4482	1.4204	1.4191	1.4190	1.4190
Number of grandfathered districts with higher current base allocation	4	2	0	0	0
<i>Seattle CPI values are provided by the Washington Economic and Revenue Forecast Council as of the June Forecast. The average staff mix includes all CIS reported on the 2011-12 OSPI S275 Personnel Reports weighted for FTE levels, except those staff reported in programs 26, 56, and 59 (institutions), with an estimated new staff mix that will produce the higher of the existing allocation or proposed allocation when multiplied by the recommended base allocation each year. For NBPTS certified CIS, the NBPTS base bonus is added to the existing allocation when creating the derived staff mix calculation.</i>					

Exhibit 26 displays a derived staff mix for the first three years of implementation of the proposed salary allocation model for non-NBPTS certificated instructional staff (CIS). This staff mix is developed by comparing the existing allocation model to the recommended salary allocation model and choosing the higher amount. The higher salary allocation for each cell is then divided by the recommended base salary for each year. These schedules will allow the state to allocate the higher amount for all CIS until full salary equalization is attained with the recommended salary allocation model. The charts in Exhibit 26 indicate that salary equalization occurs in year three of the five year implementation for all non-grandfathered districts. This means that allocations in each of the cells are higher in year three using the new salary allocation model and the state will no longer need to maintain the old salary allocation model for the non-grandfathered school districts.



**Exhibit 26: Recommended Staff Mix Factors for Five-year Implementation, CIS (Non-grandfathered school districts)**

Recommended Base Salary, 2013-2014 (adjusted for inflation)

**\$39,297**

**Best Staff Mix, 2013-2014, not NBPTS (283 non-grandfathered districts)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90			
0	<b>1.0000</b>				1.0178	1.0681	<b>1.0800</b>	1.1183	1.1687			
1					1.0320	1.0820		1.1307	1.1807			
2					1.0453	1.0959		1.1421	1.1926			
3					1.0580	1.1098		1.1529	1.2047			
4	<b>1.2000</b>						<b>1.2960</b>					
5												
6												
7												
8					1.2168		1.3054					
9	<b>1.4400</b>						<b>1.5552</b>					
10												
11												
12												
13												
14											1.4740	1.5627
15										1.4414	1.5124	1.6033
16 or more		1.4702	1.5426	1.5658	1.6353							

Recommended Base Salary, 2014-2015 (adjusted for inflation)

**\$42,755**

**Best Staff Mix, 2014-2015, not NBPTS (283 non-grandfathered districts)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90
0	<b>1.0000</b>					1.0018	<b>1.0800</b>		1.0961
1						1.0148			1.1074
2						1.0278			1.1186
3						1.0409		1.0814	1.1299
4	<b>1.2000</b>						<b>1.2960</b>		
5									
6									
7									
8	<b>1.4400</b>						<b>1.5552</b>		
9									
10									
11									
12									
13									
14									
15		1.4469							
16 or more			1.4469						

Recommended Base Salary, 2015-2016 (adjusted for inflation)

<b>\$46,553</b>
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**Best Staff Mix, 2015-2016, not NBPTS (283 non-grandfathered districts)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90
0	<b>1.0000</b>						<b>1.0800</b>		
1									
2									
3									
4	<b>1.2000</b>						<b>1.2960</b>		
5									
6									
7									
8									
9	<b>1.4400</b>						<b>1.5552</b>		
10									
11									
12									
13									
14									
15									
16 or more									

There are twelve school districts that currently receive a higher base allocation for certificated instructional staff due to previous grandfathering of these higher allocations. The group recommends that all school districts receive the same base salary allocation amount in the proposed model. However, comparing the current allocation amounts in each cell to the proposed model and dividing the higher value by the recommended base salary results in a slightly higher derived staff mix through the first several years of implementation. Exhibit 27 shows the derived staff mix for the Everett School District, which currently has the highest base salary allocation in the state. By the fourth year of implementation, the salary allocation amount in each cell for Everett School District is based on the proposed salary allocation model, and salary allocations for CIS are equalized across the state. The salary allocation model for all districts and all certificated instructional staff, including those with NBPTS bonuses, is converted to the recommended model for all cells of the current model by the 2016-17 school year in this five year implementation plan.

**Exhibit 27: Recommended Staff Mix Factors for Five-year Implementation, CIS (Everett School District)**

Recommended Base Salary, 2013-2014, adjusted for inflation

**\$39,297**

**Best Staff Mix, 2013-2014, not NBPTS (Everett SD)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90		
0					1.0683	1.1210	1.0918	1.1738	1.2266		
1	<b>1.0000</b>				1.0004	1.0832	1.1357	1.1040	1.1868	1.2392	
2					1.0146	1.0972	1.1502	1.1162	1.1988	1.2518	
3					1.0281	1.1105	1.1648	1.1278	1.2101	1.2645	
4	<b>1.2000</b>						<b>1.2960</b>				
5											
6										1.2093	1.3032
7	1.2366	1.3297									
8	1.2174	1.2772	1.3104	1.3702							
9	<b>1.4400</b>						<b>1.5552</b>				
10											
11											
12										1.4515	1.5915
13										1.4985	1.6402
14										1.4745	1.5472
15	1.5129	1.5874	1.6113	1.6828							
16 or more	1.5431	1.6191	1.6435	1.7165							

Recommended Base Salary, 2014-2015 (adjusted for inflation)

**\$42,755**

**Best Staff Mix, 2014-2015, not NBPTS (Everett SD)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90
0					1.0020	1.0515	<b>1.0800</b>	1.1009	1.1505
1	<b>1.0000</b>				1.0159	1.0652		1.1131	1.1623
2					1.0291	1.0788		1.1243	1.1741
3					1.0416	1.0925		1.1350	1.1860
4	<b>1.2000</b>						<b>1.2960</b>		
5									
6									
7	<b>1.4400</b>						<b>1.5552</b>		
8									
9									
10									
11									
12									
13	1.4889	1.6099							
14	1.4473	1.5186	1.6099						

Recommended Base Salary, 2015-2016 (adjusted for inflation)

\$46,553

**Best Staff Mix, 2015-2016, not NBPTS (Everett SD)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90		
0	<b>1.0000</b>						<b>1.0800</b>	<b>1.0800</b>		1.0832	
1										1.0029	1.0944
2										1.0158	1.1055
3										1.0287	1.1167
4	<b>1.2000</b>						<b>1.2960</b>				
5											
6											
7											
8	<b>1.4400</b>						<b>1.5552</b>				
9											
10											
11											
12											
13											
14											
15											
16 or more											

Recommended Base Salary, 2016-2017 (adjusted for inflation)

\$50,475

**Best Staff Mix, 2016-2017, not NBPTS (Everett SD)**

Years	BA	BA+15	BA+30	BA+45	BA+90	BA+135	MA	MA+45	PhD/MA+90
0	<b>1.0000</b>						<b>1.0800</b>		
1									
2									
3									
4	<b>1.2000</b>						<b>1.2960</b>		
5									
6									
7									
8	<b>1.4400</b>						<b>1.5552</b>		
9									
10									
11									
12									
13									
14									
15									
16 or more									

Salary allocations for certificated administrative staff and classified staff should also be provided with inflation adjusted increases over the five year implementation period until

reaching the full recommended allocations in the 2017-18 school year. The recommended allocations are increased each year at a proportionate amount from the current allocations and include a cost of living adjustment. As recommended, the cost estimate assumes that each school district will receive the maximum of its existing state allocation versus the recommended allocation for each individual employee for each year of implementation. Exhibit 28 illustrates these allocations over the time period and the cost estimate based on current state allocated FTE staffing levels.

**Exhibit 28: Fiscal Estimate for Five-year Implementation Plan – CAS and Classified**

<b>5-year Implementation Estimated Costs – Certificated Administrative Staff and Classified Staff</b>					
	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
<b>Classified Administrative Staff (CAS)</b>					
Principals, Assistant Principals, and other Certificated Building-Level Administrators	\$74,133	\$84,179	\$95,044	\$106,319	\$117,895
Certificated District Administrator	\$74,133	\$84,179	\$95,044	\$106,319	\$117,895
Total estimated additional salary cost, all CAS	\$59,410,000	\$94,024,000	\$131,165,000	\$169,998,000	\$210,317,000
Number of grandfathered districts	14	0	0	0	0
<b>Classified Staff</b>					
Teaching Assistance (Instructional Aides/Para-educators)	\$36,717	\$39,920	\$43,440	\$45,955	\$50,778
Office Support and Noninstructional Aides	\$35,207	\$37,609	\$40,281	\$40,975	\$45,814
Custodians	\$34,699	\$36,831	\$39,217	\$39,678	\$44,142
Classified staff providing student and staff safety	\$36,259	\$39,220	\$42,482	\$43,658	\$49,273
Technology	\$49,602	\$59,643	\$70,400	\$77,698	\$93,145
Facilities, maintenance, and grounds	\$38,306	\$42,353	\$46,766	\$48,881	\$56,005
Warehouse, laborers, and mechanics	\$33,701	\$35,304	\$37,130	\$37,132	\$40,861
Family Involvement Coordinator	\$36,717	\$39,920	\$43,440	\$44,826	\$50,778
Central Office Classified Administrators	\$56,009	\$69,451	\$83,806	\$94,044	\$114,213
Central Office Support Staff	\$36,567	\$39,692	\$43,128	\$44,445	\$50,287
Total estimated additional salary cost, all classified staff	\$76,885,000	\$121,423,000	\$168,460,000	\$181,436,000	\$268,740,000
Number of grandfathered districts	5	2	0	0	0

**5-year Implementation Estimated Costs – Certificated Administrative Staff and Classified Staff**

	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
<i>Note: Seattle CPI values are provided by the Washington Economic and Revenue Forecast Council as of the June Forecast. Additional costs are calculated based on the higher of existing or proposed allocation for each category by school district on current FTE for all basic education staff, including CTE, Skills Center, Small Schools/Remote and Necessary, and Categorical Programs. All allocations are equalized by the 2015-16 school year.</i>					

During the 2013-14 school year, there are 14 districts that will be grandfathered at the current allocation amount for certificated administrative staff (CAS); however, all allocations for CAS are equalized by the 2014-15 school year. There are five grandfathered districts for classified staff allocations during 2013-14. This number drops to two districts during 2014-15, with full allocation equalization for classified staff achieved during the 2015-16 school year. The total estimated cost shown in Exhibit 29 is calculated using the higher of the proposed allocation versus the existing allocation for the state allocated staffing levels. All amounts are adjusted for inflation.

**Exhibit 29: Summary Chart of Estimated Five-Year Implementation Costs**

<b>5-year Implementation Estimated Costs – All K-12 Staff (Basic Education)</b>					
	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
Certificated Administrative Staff (CAS)	\$59,410,000	\$94,024,000	\$131,165,000	\$169,998,000	\$210,317,000
Certificated Instructional Staff (CIS)	\$140,122,000	\$275,751,000	\$472,247,000	\$680,969,000	\$898,450,000
Classified Staff	\$76,885,000	\$121,423,000	\$168,460,000	\$181,436,000	\$268,740,000
Total Additional Salary Allocations	\$276,417,000	\$491,198,000	\$771,872,000	\$1,032,403,000	\$1,377,507,000

**Exhibit 30: Summary Chart of Estimated Five-Year Implementation Costs Including Benefits**

<b>5-year Implementation Estimated Costs Including Benefits – All K-12 Staff (Basic Education)</b>					
	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
Certificated Administrative Staff (CAS)	\$68,732,000	\$108,776,000	\$151,744,000	\$196,670,000	\$243,316,000
Certificated Instructional Staff (CIS)	\$162,107,000	\$319,017,000	\$546,342,000	\$787,813,000	\$1,039,417,000
Classified Staff	\$88,595,000	\$139,915,000	\$194,116,000	\$209,068,000	\$309,669,000
Total Additional Salary Allocations	\$319,434,000	\$567,708,000	\$892,202,000	\$1,193,551,000	\$1,592,402,000

## VII. FURTHER WORK

The Compensation TWG was required by its authorizing statute to “include in its report recommendations for whether additional further work of the group is necessary.”<sup>19</sup> Given the fact that the group only had a year to complete complex work, there are several areas identified for further work.

### **Professional Development Needs for Principals, Probationary Teachers and Classified Employees**

The Compensation TWG finds that there is a need for further work to be completed on the mentoring and professional development needs of novice principals. Additionally, as the new evaluation system is implemented, there will be additional work in defining the professional supports provided for teachers who are placed into probationary status. While instructional aides were included in the Compensation TWG’s recommendation regarding professional development, other classified staff were not identified for additional professional development and additional work is needed to define the professional development needs of the classified staff categories in the prototypical model.

### **Research on Recruitment, Retention and Mobility Patterns of Staff Upon Full Funding and Implementation of Recommendations**

After the full funding and implementation of the recommendations, additional research is needed to determine if these policy changes have affected the recruitment and retention of staff in schools and school districts. The Compensation TWG believes that the review should happen at regular intervals.

### **Research on Certification in Washington and the ProTeach Portfolio**

The Compensation TWG recognizes that the Professional Educator Standards Board has contracted for research comparing teacher’s results on the ProTeach Portfolio to student learning gains. After the results are published in 2014, careful review of the findings of this research and the possible need to re-weight the exam and entry into professional certification is needed.

### **Effect of Retirement on Older Classroom Teachers**

The Compensation TWG affirms the need for Second Engrossed Senate Bill 6378 (2ESB 6378), which directs the select committee on pension policy, with the assistance of the office of the superintendent of public instruction, to study existing early retirement factors and job requirements that may limit the effectiveness of the older classroom employee.

# ENDNOTES

- <sup>1</sup> Washington State Constitution, Article IX-Education, Section 1. Retrieved March 5, 2012 from <http://www.leg.wa.gov/LawsAndAgencyRules/Pages/constitution.aspx>
- <sup>2</sup> RCW 28A.400.201-Enhanced salary allocation model for educator development and certification-Technical Working Group-Report and recommendation, Section (1). Retrieved June 20, 2012 from <http://apps.leg.wa.gov/rcw/default.aspx?cite=28A.400.201>
- <sup>3</sup> McCleary, et ux., et al. v State of Washington, Case No. 84362-7. Retrieved January 5, 2012 from: <http://www.courts.wa.gov/opinions/pdf/843627.opn.pdf>, pg. 2.
- <sup>4</sup> McCleary, Ibid p. 45
- <sup>5</sup> McCleary, Ibid. p. 45
- <sup>6</sup> McCleary, Ibid, p. 43
- <sup>7</sup> McCleary, et ux., et al. v. State of Washington, Case No. 84362-7. Retrieved January 5, 2012 from <http://www.courts.wa.gov/opinions/pdf/843627.opn.pdf>.
- <sup>8</sup> Elfers, Ana, Plecki, Marge, St. John, Elise and Wedel, Rebecca (Dec. 2008) Undergraduates' Views of K-12 Teaching as a Career Choice: A Report Prepared for the Professional Educators Standards Board. Center for Strengthening the Teaching Profession.
- <sup>9</sup> Johnson, Susan Moore, Jill Harrison Berg, and Morgaen L. Donaldson. "Who Stays in Teaching and Why: A Review of the Literature on Teacher Retention." (February 2005). Page 8. Retrieved from [http://assets.aarp.org/www.aarp.org/articles/NRTA/Harvard\\_report.pdf](http://assets.aarp.org/www.aarp.org/articles/NRTA/Harvard_report.pdf)
- <sup>10</sup> Experience Level-Teachers. Professional Educator Standards Board (PESB) Workforce Data. Retrieved June 26, 2012 from <http://data.pesb.wa.gov/workforce/demographic/experience/teacher>
- <sup>11</sup> Taylor, Lori. (April 2012) But Are They Competitive in Seattle? An Analysis of Educator and Comparable Non-educator Salaries in the State of Washington. Report to the Compensation Technical Working Group. P. 42 Retrieved May 28, 2012 from <http://www.k12.wa.us/Compensation/pubdocs/CompetitiveSeattle.pdf>
- <sup>12</sup> National Board for Professional Teaching Standards-Eligibility and Policies. Retrieved May 11, 2012 from [http://www.nbpts.org/become\\_a\\_candidate/eligibility\\_policies](http://www.nbpts.org/become_a_candidate/eligibility_policies)
- <sup>13</sup> "Classified Adequacy Staffing Reports" (December 2010). Prepared for the Office of Superintendent of Public Instruction. Page 66.
- <sup>14</sup> "Beginning Educator Support Team Program," Prepared by Office of Superintendent of Public Instruction (February 2011).
- <sup>15</sup> "Summary Lessons and Implications from the New Teacher Alliance of the Center for Strengthening the Teaching Profession," prepared by Inverness Research (May 2010).



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<sup>16</sup> RCW 28A.400.200-Salaries and compensation for employees-Minimum amounts-Limitations-Supplemental contracts. Retrieved June 10, 2012 from <http://apps.leg.wa.gov/RCW/default.aspx?cite=28A.400.200#>

<sup>17</sup> RCW 28A.400.200, Ibid

<sup>18</sup> Levy and Local Effort Assistance Technical Working Group Final Report. Office of Financial Management, Washington State. p.43. Retrieved March 12, 2012 from <http://www.ofm.wa.gov/levy/report/report.pdf>

<sup>19</sup> RCW 28A.400.201 Retrieved June 26 from <http://apps.leg.wa.gov/rcw/default.aspx?cite=28A.400.201>