

## 2019-21 Biennial Budget Decision Package

**Agency:** 350 – Supt of Public Instruction

**DP code/title:** Comprehensive Supports for All

**Budget period:** 19-21 Regular Session

**Budget level:** PL

**Agency RecSum text:**

Many schools do not have the staffing capacity to implement a comprehensive system of support for students. This is especially true for nonacademic supports such as counseling, health services, and partnerships with families and community providers. In order to be successful in school, students’ basic physical, social, and emotional needs must be met. The Superintendent requests funding to build district capacity to implement a system of comprehensive supports in each school by increasing essential staffing. This system will help ensure each student, no matter their personal circumstance, has the supports needed to succeed. This request will increase funding allocations for school counselors, nurses, and family and community engagement coordinators.

**Fiscal detail: To be completed by budget staff**

Operating Expenditures	FY 2020	FY 2021	FY 2022	FY 2023
Fund 001-1	\$26,916,000	\$34,873,000	\$35,496,000	\$36,135,000
<b>Total Expenditures</b>	<b>\$26,916,000</b>	<b>\$34,873,000</b>	<b>\$35,496,000</b>	<b>\$36,135,000</b>
<b>Biennial Totals</b>	<b>\$61,789,000</b>		<b>\$71,631,000</b>	
Staffing	FY 2020	FY 2021	FY 2022	FY 2023
FTEs	1.5	1.5	1.5	1.5
<b>Average Annual</b>	<b>1.5</b>		<b>1.5</b>	
Object of Expenditure	FY 2020	FY 2021	FY 2022	FY 2023
Obj. A	\$102,000	\$102,000	\$102,000	\$102,000
Obj. B	\$43,000	\$43,000	\$43,000	\$43,000
Obj. C	\$50,000	\$0	\$0	\$0
Obj. E	\$30,000	\$29,000	\$29,000	\$29,000
Obj. G	\$9,000	\$9,000	\$9,000	\$9,000
Obj. J	\$10,000	\$0	\$0	\$0
Obj. N	\$26,672,000	\$34,690,000	\$35,313,000	\$35,952,000
<b>Biennial Totals</b>	<b>\$61,789,000</b>		<b>\$71,631,000</b>	

## Package description

There are academic and non-academic barriers that prevent students from achieving academic success. Currently, whether or not a student receives the support they need to be successful depends on a number of factors. First, someone must identify that the student needs additional support. Next, an educator must correctly identify the source or sources of the student's struggle, and finally, the school must have sufficient staff and resources to connect students with appropriate support within the school or community.

House Bill 2261 (2009) and House Bill (2010) created and further defined the prototypical school funding model. A prototypical school is a fixed theoretical school size used to drive out funding to school districts. The intent of this model is to provide minimum funding for the operation of schools. As student enrollment increases or decreases from prototypical size, the staff units change proportionately. Unfortunately, the funding formulas do not correlate to the real cost of providing all students with an opportunity to access a basic education program.

This request seeks to increase funding for school-level staff in three key areas in order to provide some of our schools most in need with the capacity to implement systemic approaches to addressing student needs. These specific positions include nurses, family and community engagement coordinators, and middle school counselors.

### **School Counselors**

The role of the school counselor is multifaceted, with a focus on students' mental health and career and college guidance needs. School counselors work with developing and leading a comprehensive guidance and counseling program to focus on the academic, career, personal, and social needs of all students (Revised Code of Washington [RCW] [28A.320.280](#)). House Bill 2224 (2017) elevated the role of the High School and Beyond Plan (HSBP) in guiding all students to graduation and beyond. Students must now begin working on their HSBP in the 7th or 8th grade and schools are required to use the HSBP as documentation of the student's "personalized pathway." The HSBPs are created through a partnership between the student, parents or guardians, and school staff.

### **School Nurses**

School nurses are integral to providing comprehensive support to students. State law charges school nurses with providing direct services to students with chronic health conditions, responding to emergent student and staff health needs, assisting in providing health education, and creating professional development opportunities that address the changing context around providing health services in schools (see attached—school mandates requiring a professional registered nurse).

### **Family and Community Engagement Coordinators**

Research consistently shows that across the preschool through grade 12 (P–12) spectrum, when students of all races and socioeconomic backgrounds have parents or adult family members that are engaged in their education, they are more likely to attend school regularly, feel connected to school, and graduate on time than their peers whose parents are not engaged. In recent years, the field of research on family engagement has made great strides in determining the kind of engagement that makes a difference for students. This research shows that in order for investments in family engagement to be impactful, they must be implemented in ways that are systemic; they must be linked to learning; and connected to a school's overall improvement plan. In order to facilitate this

type of engagement, schools require staff who are dedicated to this work. When schools have systems of prevention, early identification, and intervention in place, academic gains follow.

**What is the problem, opportunity or priority you are addressing with the request?**

**The problem**

In many cases, schools do not have the staffing capacity to implement a comprehensive system of support that would allow staff to make connections with each individual student, assess their strengths and needs, and partner with them and their family to develop a plan for their future.

Washington’s ratio of school counselors to students is well below the national recommendation. The American School Counselor Association recommends a ratio of counselors to students of 1:250 in order to support the implementation of comprehensive counseling and guidance programming. Currently, the prototypical school funding model provides 1.216 middle school counselors per prototypical middle school campus or the equivalent of 0.704 full-time equivalent (FTE) counselors for every 250 students. With the increased emphasis on career planning and the growing need for social and emotional supports, staffing levels for school counselors are inadequate. Additionally, there is a need to expand professional development for middle and high school staff in counseling students on academic and career planning.

Research shows family engagement is an essential component for school improvement. Research also shows individual students are more likely to succeed in school, regardless of their background, when their families are engaged in their education. The prototypical school funding model provides 0.083 FTE parent involvement coordinators (referred to in this document as “family and community engagement coordinators”) to elementary campuses. No allocation for family and community engagement coordinators is provided to middle or high schools.

The prototypical school model provides an allocation of 0.076 FTE for nurses at elementary campuses, 0.060 FTE for nurses at middle school campuses, and 0.096 FTE for nurses at high school campuses.

<b>Current Prototypical School Values</b>			
<b>Category</b>	<b>Elementary (K–6)</b>	<b>Middle (7–8)</b>	<b>High (9–12)</b>
<b>Average annual FTE students</b>	<b>400</b>	<b>432</b>	<b>600</b>
<b>School counselors</b>	0.493	1.216	2.539
<b>Nurses</b>	0.076	0.060	0.096
<b>Parent Involvement Coordinators</b>	0.0825	0.00	0.00

**Figure 1.** Prototypical values for counselors, nurses, and parent involvement coordinators.

## Relevant History

The Legislature adopted the prototypical school funding model in House Bill 2261 (2009). This legislation created the Quality Education Council (QEC) and charged the Council with making recommendations for implementation of a new program of basic education and the funding necessary to support this program. The bill also created several other technical working groups each charged with completing various tasks associated with transitioning from the state's previous basic education funding model to the new prototypical model.

The QEC's [final report](#) was submitted to the Legislature in 2014. The Legislature then adopted the QEC's recommendations in House Bill 2776 (2010). These recommendations represented a translation of 2009–10 funding levels for the basic education act into the prototypical school funding structure, and it outlined target dates to achieve full funding of several additional components of basic education including full-day kindergarten; K–3 class size reduction; maintenance, supplies, and operating costs (MSOC), and basic transportation. The Legislature met those targets, and has since made other enhancements to areas of the prototypical school model.

However, funding levels for nurses and family and community engagement coordinators have not changed from 2009–10 levels. While the Legislature has increased funding for school counselors beyond the 2009–10 levels, current funding is inadequate to meet the need for comprehensive guidance and counseling staffing support in all of our middle schools. Nearly 10 years after the Council began their initial work, the state has made great strides in meeting their constitutional obligation to fully fund our public schools. As the Office of Superintendent of Public Instruction (OSPI) contemplates next steps with regard to larger staffing considerations, we also recognize a sense of urgency to provide direct support to our schools most in need of additional support.

## What is your proposed solution?

While the Quality Education Council's (QEC's) report still exists as an aspirational report outlining staffing allocations, there are aspects to consider before implementing their model.

This request includes funding to increase and supplement the current staffing allocations provided through the prototypical school funding model. This proposal seeks to leverage what we know from research by targeting these investments to schools that are actively implementing school improvement plans and in a strong position to incorporate their family engagement approach into their overall improvement plan.

This request includes grant funding that would provide additional school nurses and family and community engagement coordinators in our middle-level (grades 7 and 8) Comprehensive schools, as identified through OSPI's Every Student Succeeds Act (ESSA) K–12 accountability framework. Given the variety of grade spans that exist among districts, this method will allow us to capture some elementary-like and high school-like buildings, as well as alternative schools. In coordination with school counselors, the family and community engagement coordinators will assist school leadership teams with engaging students' families in efforts to develop and implement student and school success plans. Additional school nurses will provide a stable and consistent resource whose focus is on addressing the mental and physical health related barriers that students face.

The reasoning behind this targeted approach is threefold. First, when we look at our statewide assessment data we see a dip in the middle grades. This dip is relatively consistent across school districts and has persisted for years. Second, the middle grades do not receive some of the enhancements that the elementary and high schools do through the prototypical school funding model. This includes K–3 class size reduction in the elementary schools and maintenance, supplies, and operating costs (MSOC) enhancements in the high schools. Lastly, we know many students begin to experience mental health challenges in the middle school years, so this supports our priority around investing in preventative strategies related to behavioral health. This step is necessary to target resources that close opportunity and achievement gaps that exist within our system. Ensuring school nurses are in place, combined with the other school improvement interventions, will create more equitable supports for all students.

To address the expanded purpose and requirements related to the High School and Beyond Plan (HSBP), enhanced staffing levels are needed in all middle schools to establish a robust education plan involving students and families. Increasing the funding allocation for middle school counselors to 1.728 in the prototypical middle school funding formula will achieve a ratio of 1 counselor for every 250 students. These additional counselors will increase resources to meet the intention of House Bill 2224 (2017) in the establishment of a meaningful HSBP.

By expanding online training modules, we can create a consistent knowledge base to produce equity across the state in the type of counseling and support students are getting relative to their HSBP. This request includes ongoing funding of \$100,000 per year to hold regional workgroups, provide technical assistance training, and purchase online training modules to support middle and high school counselors in their work.

The development and dissemination of counseling resources, such as templates and curricula in Career Guidance Washington, is essential to guide schools in their work with students and families, while aligning graduation course requirements, state assessments, alternatives for assessments, and transition planning. This request includes one-time funding of \$50,000 in fiscal year (FY) 2020 to contract for the development of materials, resources, and curriculum aligned with new requirements outlined in House Bill 2224 (2017).

There is also a need for grants to school districts to provide schools with resources to rethink and retool existing HSBP processes to meet the heightened function they serve moving forward. This request includes ongoing funding to support 55 grants of \$10,000 each (per year) to help schools with implementing internal procedures, training, evaluation, and to develop communications to convey new requirements to students and families.

### **What are you purchasing and how does it solve the problem?**

This request will provide additional funding through the prototypical model for school districts to hire additional school counselors at all middle school campuses. Funding for the High School and Beyond Plan (HSBP) components will provide additional resources to districts in the form of templates and curricula, professional development for middle school counselors, grants to school districts to redesign their HSBP processes, and support staff at OSPI. OSPI staff will provide technical assistance to school districts, develop professional learning opportunities, and administer the grant program.

OSPI proposes grant funding that supports implementation of family engagement coordinators and school nurses in our middle level (grades 7 and 8) comprehensive schools as identified through our ESSA accountability framework. This step is necessary to target resources that close opportunity and achievement gaps that exist within our system. Ensuring family engagement coordinators and school nurses, combined with the other school improvement interventions, will create more equitable supports for all students.

<b>Costs in this Request</b>			
<b>Item</b>	<b>FY 2020</b>	<b>FY 2021</b>	<b>Biennium</b>
Middle school counselors	\$16,639,000	\$21,769,000	\$38,408,000
Nurses	\$5,458,000	\$7,137,000	\$12,595,000
Family & community engagement coordinators	\$3,925,000	\$5,133,000	\$9,058,000
Development and dissemination of counseling resources	\$50,000	\$0	\$50,000
Professional development to school districts	\$100,000	\$100,000	\$200,000
Grants to school districts	\$550,000	\$550,000	\$1,100,000
Staff at OSPI	\$194,000	\$183,000	\$377,000
		<b>Total</b>	<b>\$61,789,000</b>

**Figure 2.** Breakdown of costs included in this request.

**What alternatives did you explore and why was this option chosen?**

The Office of Superintendent of Public Instruction (OSPI) also explored providing resources for family and community engagement coordinators and nurses through the prototypical school funding model, in lieu of providing funding through a grant. While OSPI believes increasing values in the prototypical model for these positions is the right strategy long-term, we recommend funding these enhancements through a grant, in the short-term, so that funding can be prioritized to schools that are most in need. In addition, this will ensure the long-term strategy aligns with any legislative action that that comes out of the recommendations put forward by the Staffing Enrichments taskforce created by House Bill 2242 (2017). These are initial investments in what we hope will be a long-term approach to increasing staffing ratios so schools have the resources they need to comprehensively address the needs of all students.

**Assumptions and calculations**

**Expansion or alteration of a current program or service**

This proposal seeks to increase existing funding for middle school counselors provided through the prototypical school funding model.

**Detailed assumptions and calculations**

Increased funding for family and community engagement coordinators:

- FY 2020 – provide an allocation of 1.0 full-time equivalent (FTE) family and community engagement coordinator to each of the 77 schools serving grades 7 and 8, identified for comprehensive support.
- FY 2021 – provide an allocation of 1.0 FTE family and community engagement coordinator to each of the 77 schools serving grades 7 and 8, identified for comprehensive support.

Increased funding for school nurses:

- FY 2020 – provide an allocation of 1.0 FTE school nurse to each of the 77 schools serving grades 7 and 8, identified for comprehensive support.
- FY 2021 – provide an allocation of 1.0 FTE school nurse to each of the 77 schools serving grades 7 and 8, identified for comprehensive support.

Increased funding for middle school counselors:

- FY 2020 – increase 1.728 FTE per 432 students.
- FY 2021 – increase 1.728 FTE per 432 students.

Development and dissemination of counseling resources:

- One-time funding of \$50,000 in fiscal year (FY) 2020 to contract for development of materials, resources, and curriculum aligned with new requirements outlined in House Bill 2224 (2017).

Professional Development:

- Ongoing funding of \$100,000 to hold regional workgroups, provide technical assistance training, and to purchase online training modules to support middle and high school counselors in their work.

Grants to School Districts:

- On-going funding to support 55 grants of \$10,000 each to help schools with the process of implementing internal procedures, training, evaluation, and to develop communications to convey new requirements to students and families.

OSPI Staffing:

- 1.5 additional FTE (1.0 FTE Program Supervisor and 0.5 FTE Administrative Assistant) at OSPI.
- Costs are projected to be \$194,000 in FY 2020 for compensation, goods and services, travel, and one-time office set-up costs. Ongoing costs are projected to be \$183,000 per year.

**Workforce assumptions**

This request includes 1.5 full-time equivalent (FTE) staffing at the Office of Superintendent of Public Instruction (OSPI). This includes 1.0 FTE Washington Management Service (WMS) Program Supervisor with an annual salary cost of \$79,000 and benefits cost of \$27,000. This also includes 0.5 FTE Administrative Assistant 3 with an annual salary cost of \$23,000 and benefits cost of \$16,000. In addition, this request includes one-time office set-up costs of \$11,000 in FY 2020.

## Strategic and performance outcomes

### Strategic framework

This request supports the Results Washington goals related to K–12 education because the request aims to increase the number of students who graduate and reduce opportunity gaps for all students. In addition, this request supports OSPI's strategic goal of ensuring all students have multiple pathways to high school graduation.

### Performance outcomes

Additional support, resources, and training are necessary to help schools strengthen their supports in counseling and guidance for students in preparation for post-secondary aspirations and career readiness. In addition to the interventions and special focus for students from families experiencing poverty who would be the first in their families to pursue education after high school, there will also be increases in the numbers of:

- school districts supporting a meaningful High School and Beyond Plan,
- students who graduate on-time career and college ready, and
- students enrolling in post-graduation training opportunities.

OSPI would track data for the following:

- College-ready transcripts
- Post-secondary enrollment for 4-year and 2-year colleges
- Post-secondary remediation rates for math and English
- Dual credit programs
- Graduation rates
- 9th grade success rates
- SAT and ACT scores
- Financial aid for college

## Other collateral connections

### Intergovernmental

School districts would welcome additional resources to provide comprehensive supports to students. Additional support could facilitate and improve community partnerships.

### Stakeholder response

The Washington School Counselor Association and the School Nurse Organization of Washington have expressed strong support for proposals that increase funding for school counselors and nurses in the basic education program in the past. We anticipate that they would continue to support similar proposals moving forward.

With regard to family engagement, there are several key organizations that have been working at the local, regional and state levels to encourage schools to develop stronger partnerships with their

families. These organizations support efforts to increase allocations for family engagement personnel and are listed in Figure 3 below.

Stakeholders	
Organization	Summary
Bilingual Education Advisory Committee	The Bilingual Education Advisory Committee (BEAC) supports bilingual education and its related services to help educators and families meet the unique needs of students whose primary language is other than English.
Black Education Strategy Roundtable	Works to achieve systemic changes in education that result in excellence and equity for Black/African American students at all levels of the education continuum and raise the bar for all students.
OneAmerica	OneAmerica is dedicated to improving education to ensure equity and parent engagement is one of the key strategies they leverage in that effort.
Open Doors for Multicultural Families	Nonprofit charitable organization dedicated to ensuring that families with family members with developmental disabilities and special health care needs have equal access to culturally and linguistically appropriate education information, resources, and services, including education-related.
Road Map Project	Strong family engagement practices and functions is one of the five equity essentials embedded in the project's theory of action.
Southeast Seattle Education Coalition	Southeast Seattle Education Coalition (SESEC) is a coalition of Community Based Organizations (CBOs), schools, educators, community leaders, parents and caregivers, and concerned SE Seattle residents working to improve education for all children, especially those in SE Seattle and those farthest away from opportunities.
Special Education Advisory Committee	Helps facilitate the provision of special education and related services to meet the unique needs of special education students
Title I, Part A Committee of Practitioners	The committee advises OSPI staff as they meet the responsibilities of a state educational agency under the provisions of federal Title I and state Learning Assistance programs. Both of these programs include Parent and Family Engagement components
Washington State Parent-Teacher Association (PTA)	WSPTA is the largest non-profit volunteer parent organization in the state.

**Figure 3.** Stakeholders involved in dual credit programs in Washington.

### Legal or administrative mandates

The components of this proposal related to the High School and Beyond Plan were prompted by the passage of House Bill 2224 (2017) and its focus on developing high-quality plans, beginning in middle school.

The components of this request related to family engagement are prompted by OSPI's goal to help school districts respond to a number of legislative changes in recent years that call for partnering with families to support student success. An example of these changes include the following:

- Inclusion of “communicating and collaborating with parents and school community” and “partnering with the school community to promote student learning” among the eight criteria used to determine the effectiveness of our teachers and principals as part of our [Teacher/Principal Evaluation Program \(TPEP\)](#) improvements made as a result of Senate Bill 6696 (2010).
- Adoption of [2SHB 1723](#) (2013) that allows district to use up to the first three days of the beginning of the school year to meet with parents and families as required in the family connection component of the [Washington Kindergarten Inventory of Developing Skills \(WaKIDS\)](#).
- Adoption of [ESSB 5946](#) (2013) that requires schools to provide parents of students in grades K-4 who are not reading at grade level with strategies to assist with improving their reading skills at home, and to meet with the families of 3<sup>rd</sup> grade students who are reading at the level of “below-basic” to identify intensive strategies for improvement.
- Adoption of [changes to the state’s discipline policies](#) that require school districts to provide families with the opportunity to provide meaningful input on and have the opportunity to participate in a culturally responsive reengagement plan following a long-term suspension or expulsion.
- Adoption of a series of recommendations put forward by the state’s [Educational Opportunity Gap Oversight and Accountability Committee \(EOGOAC\)](#) between 2010 and 2017 which call for increasing family and community engagement as a strategy for closing educational opportunity gaps and improving student learning. The most recent of which is House Bill 1541 (2016).

### **Changes from current law**

Revisions will be needed to Revised Code of Washington (RCW) [28A.150.260](#) to increase values in the prototypical model for school counselors. The Office of Superintendent of Public Instruction (OSPI) will also request to change the title of “parent involvement coordinator” in the prototypical model to “family and community engagement coordinator,” which is a more appropriate representation of the roles of this position.

### **State workforce impacts**

Not applicable.

### **State facilities impacts**

Not applicable.

### **Puget Sound recovery**

Not applicable to OSPI.

## Other supporting materials

- School mandates requiring a professional registered nurse (attached).
- Quality Education Council (QEC) 2014 [final report](#)

## Information technology (IT)

### Information Technology

Does this DP include funding for any IT-related costs, including hardware, software (including cloud-based services), contracts or IT staff?

No

Yes

Please download the [IT-addendum](#) and follow the directions on the bottom of the addendum to meet requirements for OCIO review. After completing the IT addendum, please upload the document to continue.