

**CORE 24 IMPLEMENTATION TASK FORCE MEETING**  
**November 2, 2009****AGENDA**

- 9:00-10:00**                    **Informal Conversation/Discussion**
- 10:00-10:10**                  **Welcome and Review of Agenda**
- 10:10-11:15**                  **School Funding and Finance Reform Update**  
*Isabel Muñoz Colón, Senior Budget Analyst, OSPI*  
*A review of the proposed funding reforms based on the prototypical school model*
- 11:15-12:00**                  **Phase-In Recommendations**  
*Jennifer Shaw and Mark Mansell will lead a discussion to seek consensus on phase-in recommendations that the ITF can forward to the SBE to consider and take to the Quality Education Council (QEC)*
- 12:00-12:30**                  **Lunch**
- 1:00-2:00**                    **Making CORE 24 Work for All Students (part 1)**  
*Small group discussion "revisited" (this time with worksheets):*
- *Within the SBE's graduation requirements authority, what policy changes need to be considered in order to make it possible for all students to meet CORE 24 requirements?*
    - *What policy flexibility do districts need in order to provide needed support for struggling students to meet the CORE 24 requirements? What does "support" look like?*
    - *What policy flexibility do districts need in order to provide needed support for students in advanced programs to meet the CORE 24 requirements? What does "support" look like?*
  - *One purpose of the state board of education is to provide advocacy and strategic oversight of public education. In what areas outside the SBE's authority is advocacy needed in order to further the aims of CORE 24?*
- 2:00-2:15**                    **Break**
- 2:15-3:00**                    **Making CORE 24 Work for All Students (part 2)**  
*Large group report out*
- 3:00-3:30**                    **Race to the Top: Creating a CORE 24 Incentive Plan to Include in the RTTT Proposal**
- 3:30-4:00**                    **Feedback on ITF Considerations: What Have You Heard?**

**Next Meeting Date: January 11, 2010, 10:00-4:00 at Puget Sound ESD**

**CORE 24 IMPLEMENTATION TASK FORCE MEETING NOTES  
NOVEMBER 2, 2009**

**ITF Members Present:** Michael Christianson, Jean Countryman, Linda Dezellem, Lynn Eisenhauer, Larry Francois, Lisa Hechtman, Sergio Hernandez, Julie Kratzig, Bridget Lewis, Karen Madsen, Dennis Maguire, Mark Mansell, Mick Miller, Alex Otoupal, Jennifer Shaw, Brad Sprague, Chuck Hamaker-Teals, Sandra Sheldon

**SBE Members and Staff:** Steve Dal Porto (Board Co-Lead), Jack Schuster (Board Co-Lead), Connie Fletcher, Bunker Frank, Bob Hughes, Kathe Taylor (staff)

**Observers:** Linda Lamb, Tim Knue

**Welcome and Review of Agenda.**

**School Funding and Finance Reform Update.** Isabel Muñoz-Colón provided an update on the latest information about school funding. Her PowerPoint presentation is on the SBE website at: [http://www.sbe.wa.gov/documents/SBE%20Core24%20Nov3%2009\\_Final.pdf](http://www.sbe.wa.gov/documents/SBE%20Core24%20Nov3%2009_Final.pdf)

The presentation walked through the factors contributing to a funding crisis and detailed the legislature's proposed solution: ESHB 2261. Since ESHB 2261 does not establish the prototypical school model values in statute, Isabel talked about a process for establishing proposed ending funding values, and shared Superintendent Dorn's proposed 2018 values, largely based on the work of the Basic Education Funding Task Force. She noted that the proposal would be updated after the Funding Formula Technical Workgroup (established by ESHB 2261) provided recommendations and better data was obtained. She concluded her presentation with Superintendent Dorn's rough estimate of the cost at that time.

**Phase-in Recommendations.** Jennifer Shaw and Mark Mansell facilitated a discussion about the phase-in recommendations the ITF could make. This discussion, originally scheduled for half an hour, consumed the rest of the meeting as ITF members grappled with the information they had just heard and the task of making a realistic recommendation.

The group struggled with sizing the task—whether they could focus on what resources would be needed to implement Core 24 or whether the resources for Core 24 could not be separated from those needed to address all of the education reform issues.

Discussion centered on:

- What funding of a 6<sup>th</sup> instructional hour (identified by the SBE as necessary for Core 24) represented
- Whether Core 24 should be linked or delinked to the funding of all of the systemic elements needed for education reform; whether all of education reform would need to be “fixed” before Core 24 could be phased in
- What aspects of education reform might be most closely linked with Core 24 (e.g., funding for low-income students, counselors, support for at-risk students, etc.)
- Whether funding for education reform would be driven by biennial budgets or statute

- Concerns that funding for schools would be going “backwards” due to the state’s budget crisis
- Concerns that the overall education reform price tag, based on Superintendent’s rough estimate, is going to be large, and the Core 24 piece of that needs to be realistic
- Concerns that if a clear message couldn’t be sent from this group that graduation requirements funding was important, it was unlikely to come from other sources
- The meaning of full funding—did that mean the full system was funded, and how likely was it that the full system would ever be funded? (Concern that if we were to wait until everything was funded, the system would never move forward.)
- Concern about ballparking a funding request too low—if we ask for X, we’re never going to get it. We’re going to get X minus something.)
- Whether middle school funding would be needed for Core 24.

Mark and Jennifer summarized the competing perspectives:

- The focus should be on the system—high schools don’t operate in isolation; the whole system needs to be funded.
- The focus should be on the high school implementation requirements; make a realistic recommendation for this part of the system

In the afternoon, Jennifer read the CORE 24 charter to the group. The charter included the Board’s original motion to “Affirm the intention of the Board to advocate for a comprehensive funding package and revision to the Basic Education Funding formula, which among other necessary investments, should link the implementation of Core 24 directly to sufficient funding to local school districts for a six-period high school day, a comprehensive education and career guidance system, and support for students who need additional help to meet the requirements.”

Jennifer asked each person to take a minute to write down what needs to be funded, and then share their comments.

Julie: In my district, if the state would support struggling students, then CORE 24 would work. Most of our students get 24+ credits (we require 23). We need a safety net. We also need increased FTE for extra teachers and guidance/counseling.

Jean: In my district, poverty, class size, funding of a 6 period day; 1 FT elementary counselor and 2-3 HS counselors to create 300 or less per counselor.

Lynn: For successful and sustainable implementation, increase teacher capacity, with multiple ways to get there and support for struggling kids, and a more open box for how we help kids learn.

Lisa: Provide allocations to let teacher load drop to 100 kids per year, access to 6 period day, comprehensive guidance from summer of 8<sup>th</sup> grade year, increase teacher capacity

Sandra: Flexible funding to implement this, with a variety of ways for students to get credits, flexible school day/year

Michael: competency-based instruction, recognizing programs of study that are credit-intensive, and allowing students to attend (pre-apprenticeship, trades). Fund it.

Alex: Flexibility, lower case loads for counselors (our 9<sup>th</sup> grade counselor has a case load of 615)

Linda: Flexibility of schedule, is it the length of the day? Funding for after-school tutoring programs.

Chuck: Expanded sense of cross-crediting, change strategies at teacher level to help students learn, support networks for teachers to develop better instructional strategies, giving teachers time to collaborate, etc.

Brad: Find a way to help all learners—peer teaching as one way. Students or volunteers to help students. Safety nets—tighten the mesh to capture them before they drop through.

Dennis: 20% bump in my budget with flexibility to decide what's best for my kids would be great; counseling; phase-in for teacher capacity, facility, etc.

Larry: Flexibility, however it's defined, legislature needs to fund it if they require it. Support system for students is crucial. Counselors, social workers, family advocates, crucial.

Bridget: Funding hits the key points. A first order piece; system must make fundamental shifts to make CORE 24 work for all kids. What does phase-in mean? Doesn't seem to be any stair steps built in.

Mick: Three tiers: 20% increase—pay for that 6<sup>th</sup> period over 2008-2009 funding. Implement guidance and counseling (Dorn component ). Materials, supplies and operational costs at 2/3 of Dorn model to build supports for struggling students.

Sergio: 20%. Plus Guidance \$82 million, plus Support for struggling students, \$88 million.

Karen: Good faith effort every day to fully fund all the parts of 2261. Recommendation #1, 6 years after funding, plus professional development, repurpose facilities, elaboration on who struggling students are, 8-12.

Several proposals were suggested to move the discussion forward. Superintendent Dorn's rough estimates of cost (slide #44 in Isabel Muñoz-Colón's presentation) were referenced.

Proposal #1-- roughly \$700 million

1. We believe the whole system should be funded and you should work toward funding the whole system.
2. Class size standard for grades 8-12 to hire more staff (5/13 of \$733.2)
3. Guidance counselors (all of \$82.1)
4. Class size poverty reduction. (all of \$88.2)
5. Related MSOC costs to accompany class size reduction. (5/13 of 754.9)

Proposal #2—5/12 of the following costs from Superintendent Dorn's list:

1. class size poverty reduction
2. guidance counselors
3. professional development coaches
4. instructional aides
5. LAP/ELL

Plus ½ of NERC brings total to: \$476 million from base year of 2008-2009

Proposal #3: (\$1.3 billion, based on Superintendent Dorn's rough estimates)

1. Link to 2261
2. 5/12 of all categories (slide #44)
3. Includes restoration of I-728 funds
4. Budget must be in statute

In the end, the ITF underscored that:

- Secondary schools are part of a K-12 system and that the ultimate success of Core 24 would depend on full funding of the entire system.
- Funding would need to extend to middle school
- Funding must start 6 years before the first Core 24 graduating class

## DRAFT Proposal for CORE 24 Incentive Funding for Review by ITF

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The CORE 24 Graduation Requirements Framework builds on Washington's long-term education reform movement to create a college and career ready system. It responds to the Governor's *Washington Learns*<sup>1</sup> call for a world class education system, particularly in the areas of math and science. In concert with Washington's adoption of more rigorous math (2008) and science (2009) standards, and the addition of one graduation credit of math, with the content specified<sup>2</sup> (2008), Washington is well-poised to make substantive changes to improve all students' achievement.

For the past several years, key partners<sup>3</sup> serving on the State Board of Education's (SBE) Meaningful High School Diploma Advisory Work Group, and hundreds of stakeholders, have provided critical input and feedback as the SBE developed a new framework of minimum credit requirements, a culminating project, and a high school and beyond plan. The CORE 24 requirements were approved in July 2008.

After researching postsecondary education preparation and alignment, workforce/career-ready requirements, national trends in graduation requirements, Washington's current district requirements, applied, 21<sup>st</sup> century skills, and international standards, the SBE determined the breadth and depth needed for a well-rounded high school education. The new requirements are aligned with the state's minimum four-year public admissions requirements.

CORE 24, in concert with other system improvements underway (more rigorous standards, aligned curriculum materials and assessments, better prepared teachers) is intended to improve student preparation for postsecondary education and the 21st century world of work and citizenship. This coherent set of requirements is designed to help students prepare adequately for their next step after high school—whether it's enrollment in an apprenticeship, certificate, two year-degree or four-year degree program.

The opportunity to complete 24 credits for high school graduation is part of the state's new definition of basic education,<sup>4</sup> "subject to a phased-in implementation of the 24 credits as established by the legislature." The SBE has also stated clearly that the 24 credits will not be implemented until funding is secured, and in the current economy, it is unlikely that funding will begin before 2011. Race to the Top (RTTT) funds would help the state move forward on this critical part of its college and career ready agenda by encouraging some districts to align district graduation requirements to CORE 24 requirements with the assistance of grant funds.

The state would set aside \$\_\_\_\_\_ of the RTTT grant funds to support graduation requirements. Districts could apply for RTTT funds to make the changes needed to support CORE 24 graduation requirements. In exchange for the funding, districts would be expected to change their graduation policies to conform to the CORE 24 graduation requirements.

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<sup>1</sup> Washington Learns (2006). Final Report. <http://www.washingtonlearns.wa.gov/report/FinalReport.pdf>

<sup>2</sup> Algebra I, Geometry and Algebra II or Integrated Mathematics I, II, III

<sup>3</sup> Association of Washington School Principals (AWSP), Higher Education Coordinating Board (HECB), Office of Superintendent of Public Instruction (OSPI), Partnership for Learning (PFL), State Board for Community and Technical Colleges (SBCTC), Washington Association of School Administrators (WASA), Washington Education Association (WEA), Workforce Training and Education Coordinating Board (WTB), and school district representatives

<sup>4</sup> ESHB 2261, passed by the 2009 Legislature. <http://apps.leg.wa.gov/documents/billdocs/2009-10/Pdf/Bills/Session%20Law%202009/2261-S.SL.pdf>

# DRAFT Proposal for CORE 24 Incentive Funding for Review by ITF

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## Uses of RTTT Funds: What Districts Could Apply For

### Personnel

- Hire additional teachers or paraprofessionals needed to provide more rigorous course work in impacted areas

### Support for Struggling Students

- Hire additional paraprofessionals to support content teachers and provide intervention support
- Provide professional development opportunities for teachers and staff to develop their expertise to support struggling students in research-based ways (e.g., AVID training)
- Provide professional development to core academic teachers to develop strategies to assist English Language Learners in core content classes (e.g., SIOP—Sheltered Instruction Observation Protocol; GLAD—Guided Language Acquisition Design)
- Hire a graduation coach/retention specialist to actively support struggling students

### Counseling staff/systems

- Hire additional counselors or college/career counselors
- Support for comprehensive academic and career guidance models (e.g., Navigation 101, advisories, etc.)
- Provide professional development to teachers and administrative staff to guide students to create HS&B plans aligned with students' interests and dispositions

### Professional Development

- Expand existing staff endorsements or alternative certification—pay tuition of current employees to pursue teaching certificates in needed areas

### Materials/Supplies

- Provide materials needed to equip additional sections of courses needed to fulfill CORE 24 requirements

### Flexibility to Provide Expanded Learning Opportunities

- Expand availability of online learning opportunities through participation in Digital Learning Department or other organizations
- Define core competencies and assessments associated with credits of key content courses
- Establish course equivalencies for CTE and academic courses

### Middle School/High School Systems Alignment to Increase the Pipeline of Prepared Students

- Enhance opportunities for students to meet graduation requirements at the middle school
- Begin educational and career awareness programs in middle school, connected to development of High School and Beyond Plan

#### ***For Discussion***

RTTT funding, once awarded, needs to be spent in 4 years and lead to sustainable change. This sub-proposal for CORE 24 incentive funding would permit interested districts to apply for funding to use in the designated categories listed above to make the changes needed to implement CORE 24 requirements.

- Are these the “right” categories/uses?
- Would you add/change any of the categories/uses?
- How would you determine how much money a district could qualify for?

## CORE 24 Implementation Task Force Work Plan<sup>1</sup>

Date	Topics/Outcomes
March 2, 2009	Orientation to charge and scope of task; identification of questions and strategies in topic areas identified by Board
April 13, 2009	<b>ITF Board charge:</b> Make recommendations about ways to provide appropriate career preparation options, as well as career concentration options <b>Outcomes:</b> Preliminary recommendations/considerations for: <ul style="list-style-type: none"> <li>• operational definitions of career concentration</li> <li>• “two for one” or “credit plus” policy</li> </ul>
May 18, 2009	<b>ITF Board charge:</b> Make recommendations about: 1) scheduling approaches to 24 credits that can meet the required 150 instructional hours and 2) ways to operationalize competency-based methods for meeting graduation requirements <b>Outcomes:</b> Preliminary recommendations/considerations for: <ul style="list-style-type: none"> <li>• What might be needed from the state level to increase the practice of awarding competency-based credit</li> <li>• Instructional hour definition of a credit</li> <li>• Ways to make CORE 24 work with different types of school schedules</li> </ul>
August 14, 2009	<b>ITF Board charge:</b> Make recommendations about ways to phase in CORE 24, addressing issues such as teacher supply, infrastructure, etc. <b>Outcomes:</b> Preliminary recommendations/considerations to analyze realistic phase-in scenarios for CORE 24 (This information will assist the Board as it reflects on phase-in recommendations to be considered by the Quality Education Council established by the legislature.)
September 28, 2009	<b>ITF Board charge:</b> Make recommendations about phase-in and begin discussion of ways to assist struggling students with credit retrieval and advancing their skills to grade level [and flexibility to accommodate all students] <b>Outcomes:</b> Preliminary recommendations/considerations concerning phase-in; preliminary discussion on ways to assist the system to support particular groups of students
November 2, 2009	<b>ITF Board charge:</b> Make recommendations about ways to assist struggling students with credit retrieval and advancing their skills to grade level [and flexibility to accommodate all students] <b>Outcomes:</b> Preliminary recommendations/considerations to analyze ways to assist the system to support particular groups of students
January 11, 2010	<b>ITF Board charge:</b> Begin the High School and Beyond Plan in Middle School; recommend a process for students to elect an alternative to the default CORE 24 requirements <b>Outcomes:</b> Preliminary recommendations/considerations to analyze: <ul style="list-style-type: none"> <li>• The advisability and logistics of satisfying high school requirements in middle school</li> <li>• What needs to happen in middle school to increase the likelihood students will enter high school prepared for high school level work</li> <li>• Guidelines for the High School and Beyond Plan</li> <li>• Process for electing alternative requirements</li> </ul>
February 5, 2010	Coming to consensus on ITF recommendations to forward to Board
March 15, 2010	Coming to consensus on ITF recommendations to forward to Board

<sup>1</sup> Revised October, 2009



# CORE 24 Implementation Task Force Discussion and DRAFT Phase-In Recommendations

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## ***For Discussion:***

***Why should funding graduation requirements be a priority in education reform?***

### **Recommendation #1**

Make the 24 graduation requirements funding a priority in the overall basic education funding reform. Begin the funding needed to support the increased instructional hours July 1, 2011 for all high school students to enable the Class of 2016 to graduate under the State Board of Education's CORE 24 requirements.

### **Recommendation #2**

The overall basic education funding needs to provide systemic support for struggling students, comprehensive counseling and guidance, curriculum, and materials. Support in these areas for prototypical high schools should be a priority.

### **Advantages**

- Conveys a strong message that funding the opportunity to develop the knowledge and skills necessary to meet the state-established graduation requirements, established in ESHB 2261 as instruction that provides students the opportunity to complete 24 credits for high school graduation, should be a high priority in basic education reform.
- Funding that begins in 2011 will enable the SBE to achieve its intent to implement CORE 24 requirements for the graduating class of 2016.
- Most districts are already providing the minimum of six instructional hours needed to offer "instruction that provides students the opportunity to complete 24 credits for high school graduation." (ESHB 2261) However, they must use levy money to supplement the state's resources to do so.
- Five years allows one-year of planning for implementation, which the ITF believes is needed to prepare for the more rigorous requirements

### **Disadvantages**

- Funding to support additional instructional hours alone is sufficient to begin implementing CORE 24, but funding for struggling students, comprehensive guidance, and curriculum and materials will need to be phased in, as well.

**GROUP:** \_\_\_\_\_

## Making CORE 24 Work For All Students

**ITF Board Charge:** Make recommendations about the policy flexibility needed to make CORE 24 work for all students, with particular attention to ways to assist struggling students with credit retrieval and advancing their skills to grade level.

**Issues:** While providing for the opportunity to earn 24 credits to graduate, some students will:

1. Fail courses.
2. Need schedules that include support classes—ESL, AVID, content-specific supplements, etc.
3. Be in private schools where 4 credits of religion are required.
4. Earn International Baccalaureate diplomas.
5. Want to earn more than 24 credits.
6. Not want to earn credits in some of the requirements.
7. Want to attend skills centers and comprehensive high schools.
8. Enter the system in their junior or senior year.
9. Enter the system unprepared for high school level work.
10. Enroll in alternative learning experiences.
11. Pursue Running Start/Tech Prep
12. Be on IEPs.
13. Other?

**Flexibility** is built into CORE 24 requirements through:

- Statutes that
  - create opportunities to earn credits through CTE course-equivalents and apply them to graduation.
  - create opportunities to earn credits in middle school.
  - enable districts to waive physical education graduation requirements.
- WACs that
  - enable districts, under limited circumstances, to waive WA State History graduation requirements.
  - define procedures for granting high school graduation credits for students with special educational needs
  - give students the option of electing a different third credit of math.
- CORE 24 career pathway that would waive world language, and the senior year quantitative requirement for students pursuing that pathway

**Your task: Thinking “inside the box” and “outside the box,” what state-level policy flexibility is needed to make CORE 24 work for all students?**

**Inside the Box: 6 Periods Per Day x 4 Years  
@ 150 hours Per Credit  
or Competency**

<b>Year 1</b>						
<b>Year 2</b>						
<b>Year 3</b>						
<b>Year 4</b>						

**Outside the Box: Zero Hour Periods, Extended Days, Requirements Met in Middle School, Online Learning, Competency-based Learning, Block Schedules, “Two for One” Policies, etc**



### Possible "Out of the Box" State-Level Policies

1. The ITF has identified the possibility of creating a new "2 for 1" policy that would enable students to earn 1 credit and satisfy 2 requirements when taking a CTE course that has been designated by the district to be equivalent to a core academic course: One credit is recorded on the transcript, while two graduation requirements are "checked off" as having been met. This policy would not decrease the total number of credits required—the student must still earn 24 credits—but would increase flexibility by enabling a student to choose an elective credit. The ITF also talked about limiting students to one "two for one" opportunity.

Based on the feedback you have gathered to date, what are you thinking now about this policy?

Advantages	Disadvantages	New Thoughts
<ul style="list-style-type: none"> <li>• Provides greater flexibility for students to build other courses into their schedules</li> <li>• Provides greater flexibility for students in skills centers</li> <li>• Will encourage districts to establish course equivalencies, and the process of collaboration among teachers to establish equivalencies could contribute to professional learning communities</li> </ul>	<ul style="list-style-type: none"> <li>• Without clear state parameters, the policy could be interpreted inconsistently across districts and make it difficult for students to transfer credits across schools</li> <li>• Might require changes to standardized transcript</li> </ul>	

Under what circumstances would you apply the "2 for 1" policy to two academic courses?

2. The ITF has discussed the possibility of eliminating the time-based requirement for a credit as a way to create more flexibility within a 24-credit requirement. Based on the feedback you have gathered to date, what are you thinking now about this policy?

Advantages	Disadvantages	New Thoughts
<ul style="list-style-type: none"> <li>• Consistent with the state's direction toward standards-based learning</li> <li>• Does not artificially connect learning to time</li> <li>• Creates more flexibility for districts to focus on student-centered learning that will enable students to progress at their own rates</li> <li>• Eliminates existing inconsistencies created by differences in schedules; evidence suggests that the time-based requirement varies across districts, depending on the type of schedule the schools are following, and is not being met by all districts</li> <li>• Eliminates inconsistencies in the ways districts define and count "instructional hours"</li> </ul>	<ul style="list-style-type: none"> <li>• May be viewed as less objective, measurable and easy to understand</li> <li>• Lacks the power of a time-based requirement to act as an equalizer—a form of standardization that reduces the likelihood that districts will cut corners</li> <li>• Creates no minimum, measurable threshold of expectation</li> </ul>	

Any decrease in the number of hours needed for a credit—much less the elimination of the time-based requirement completely—may be viewed unfavorably by some stakeholders who may see it as decreasing teacher-student contact time, or watering down the meaning of a credit. If that argument has merit, why? How would you counter it?

Why the argument has merit:

How we would counter it:

3. Under current statute and WAC, flexibility to waive credit is very limited and proscribed. Still, the SBE transcript study showed that despite those limitations, some 2008 students graduated without having met minimum state-mandated graduation requirements for which no waiver exists. Would you recommend that local administrators be authorized to waive credit? If so, under what circumstances would you allow those waivers to occur, and what parameters would you put around them? Take a position and describe the advantages/disadvantages of your perspective.

\_\_\_ No, we would not recommend that state policy authorize local administrators to waive state-mandated graduation requirements.

\_\_\_ Yes, we would recommend that state policy authorize local administrators to waive state-mandated graduation requirements, under these conditions:

Advantages	Disadvantages

4. Should students pursuing an International Baccalaureate diploma (“full IB” students) be required to meet state-mandated graduation requirements? (IB is a two-year (junior/senior) educational program designed to provide “an internationally accepted qualification for entry into higher education.” Students take 6 IB courses, pass six exams, and write an extended essay. In 2008, 339 Washington students graduated with an IB diploma.). Take a position and describe the advantages/disadvantages to your perspective.

\_\_\_No, we would not recommend that state policy authorize local administrators to waive state-mandated graduation requirements for students pursuing an IB diploma.

\_\_\_Yes, we would recommend that state policy authorize local administrators to waive state-mandated graduation requirements for students pursuing an IB diploma, under these conditions:

Advantages	Disadvantages

5. Write Your Own! What policy modifications would you make to assure that all students could meet CORE 24, thinking particularly about policies that would assist students with credit retrieval and advancing their skills to grade level.

Recommendation:

Advantages	Disadvantages



Office of Superintendent of Public Instruction  
K-12 Financial Resources

# Update of Education Finance Reform Bill

November 2, 2009

Core 24 Implementation Task Force

Isabel Muñoz-Colón, Senior Budget Analyst

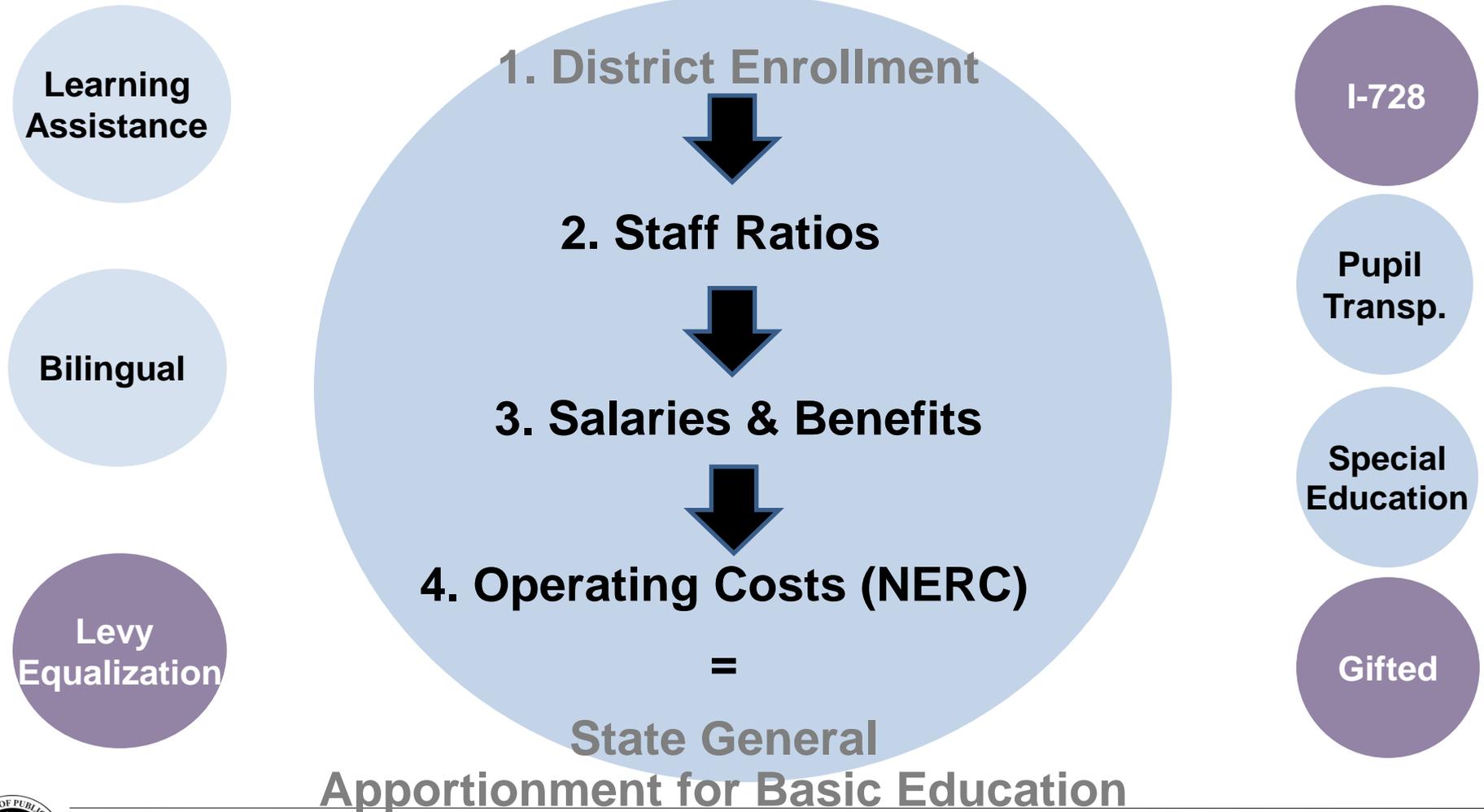
# Agenda

- **Background and Dynamics of the Crisis**
  - Staffing
  - Compensation
  - Operating Costs
- **Proposed Solution: ESHB 2261**
  - Educational Program Changes
  - Governance and Working Groups
- **Crosswalk Funding Values**
  - Funding Metrics and Assumptions
- **Proposed Ending Values**



# **BACKGROUND AND DYNAMICS OF THE CRISIS**

# Of \$6.5 Billion in State funds, \$4.6 Billion is driven through a single simple formula



# Factors That Contribute to the Crisis

1. District Enrollment



2. Staff Ratios



3. Salaries & Benefits



4. Operating Costs (NERC)

=

State General

Apportionment for Basic Education

#2 Districts do not have enough staff to provide ample opportunity to all students and keep the district running

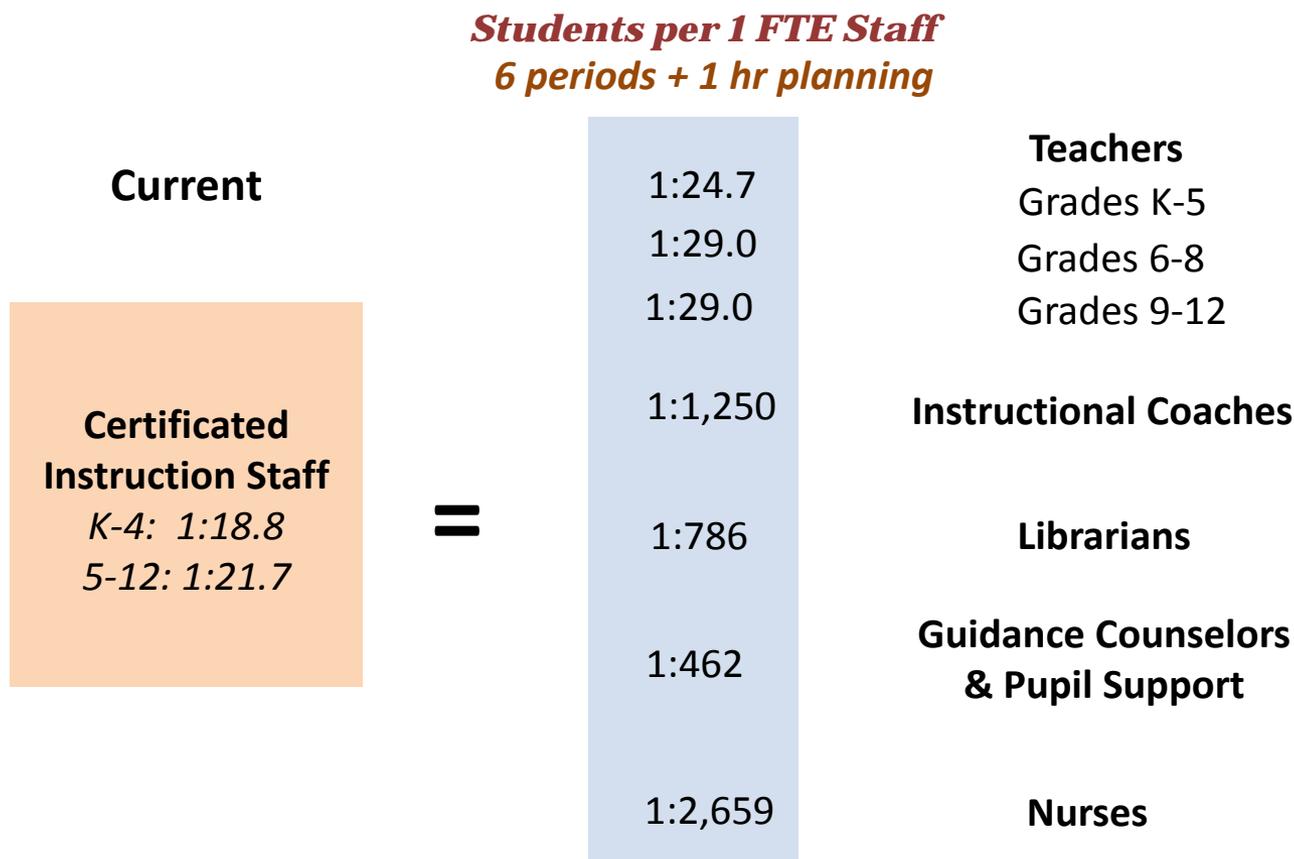
#3 Districts heavily subsidize compensation costs

#4 Districts heavily subsidize basic operating expenditures

→ Costs increase faster than state revenue and faster than local revenue

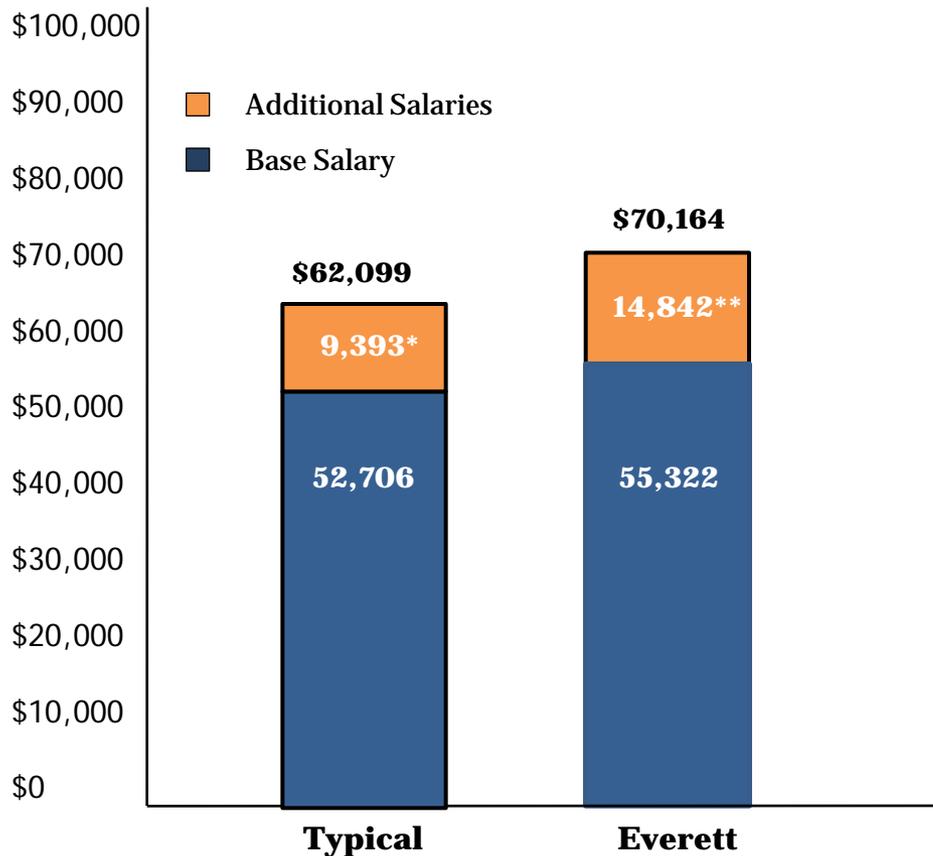


# Factor #2 (Instruction): Districts Choose Between Lower Class Sizes and Student Support



# Factor #3: Differences in Teacher Salary Impacts Morale and Retention

2008-09 Teacher Salaries  
(average experience and education)



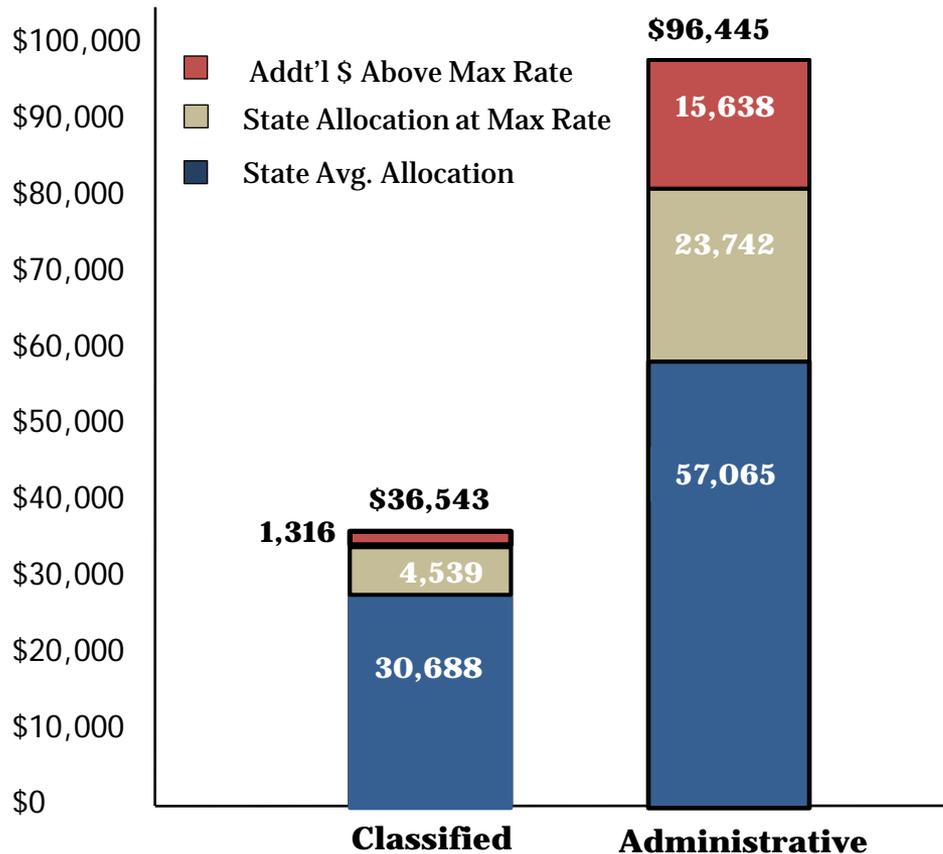
1. Base salary most districts
2. Base salary of Everett
- Equalizing will cost \$167 million and raise most teacher salaries by 5%
3. Additional (supplemental) salaries average nearly \$9,400 per teacher statewide

\*2008-09 is projected from 2007-08  
\* \*2007-08 reported; full-time teachers only, no outliers



# Factor#3: Districts Must Subsidize Classified/Admin Salaries by \$366 Million

2007-08 Building Blocks of K-12 Staff Average Salaries

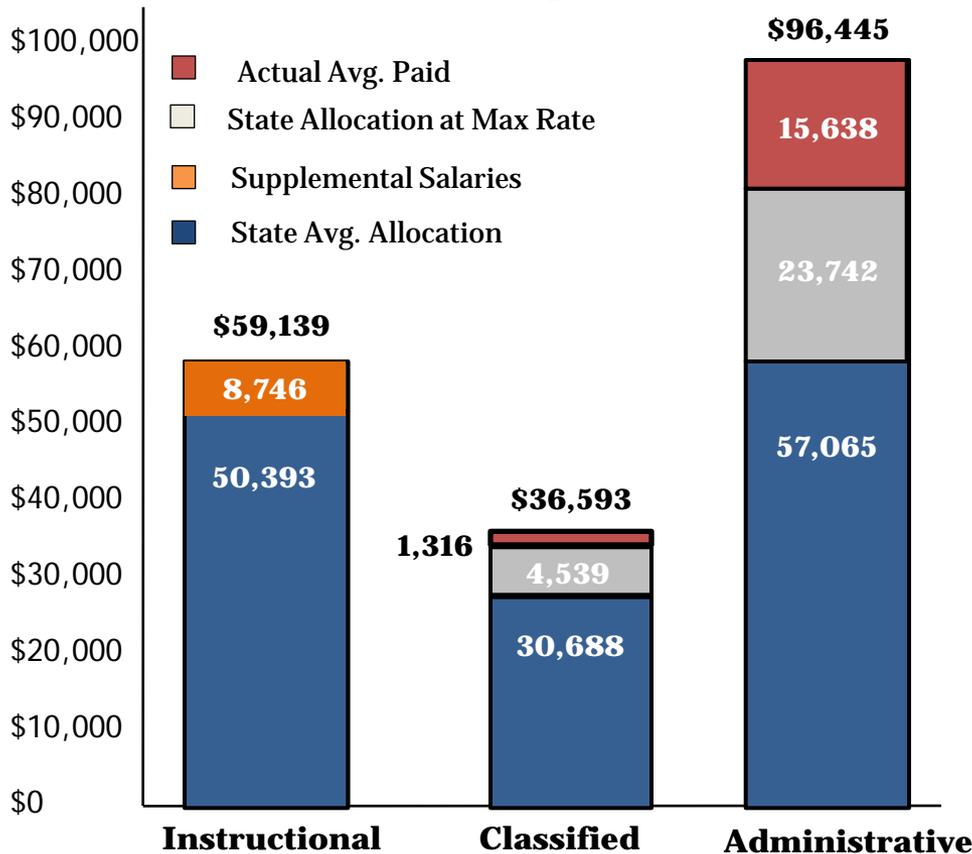


1. Average total salary
  2. State average allocation
  3. District allocations vary, first step is to equalize salary allocations (\$226 million state cost to equalize)
  4. After equalization, the state still must identify an appropriate method to address true costs districts experience (\$140 million difference between equalized allocations and district costs)
- **Districts must support the salary underfunding, and any associated pension costs and COLA**



# Factor #3: Districts Cannot Afford COLAs

2007-08 Building Blocks of K-12 Staff Average Salaries



## Local Funds COLA Effect (4.1% in 2009-10)

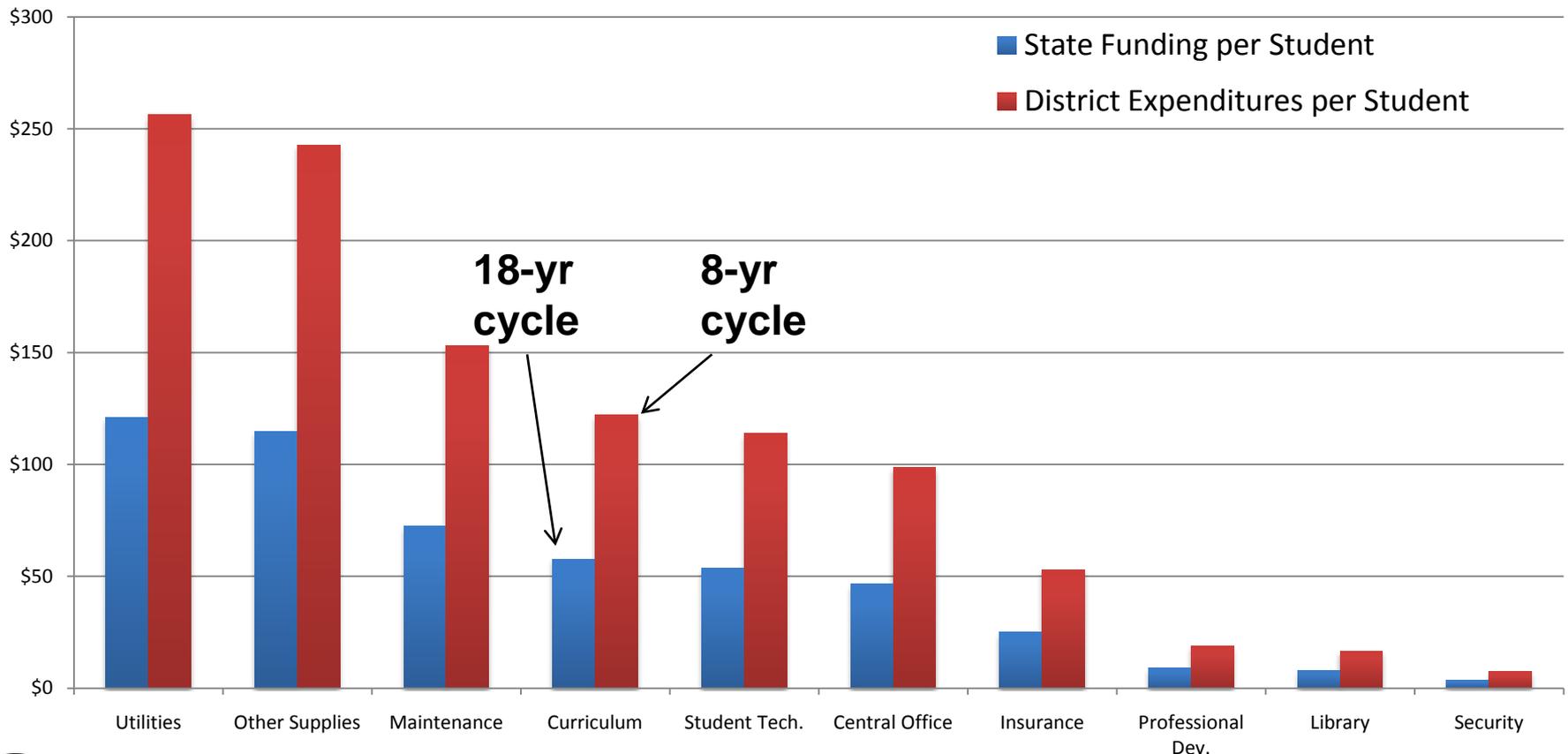
1. COLA on average salary paid for “local staff units” (**\$44 million**)
2. COLA on all supplemental salaries, all staff (**\$20 million**)
3. COLA on unequalized portion of Classified and Administrative salaries, all staff (**\$10 million**)
4. COLA on difference between the state maximum allocation and the salary districts actually pay, all staff (**\$5 million**)

**\$79 million total**



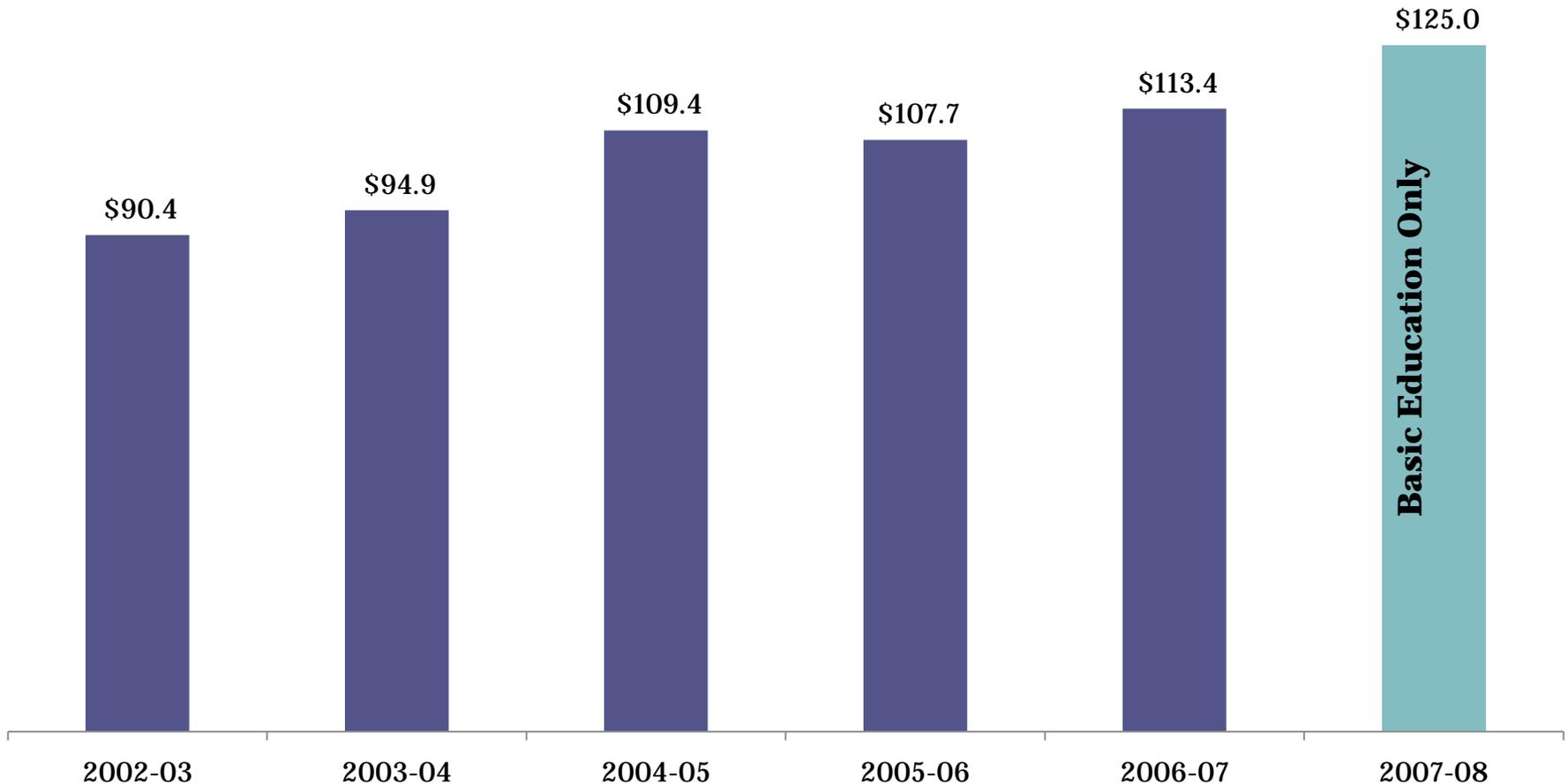
# Factor #4: Districts Spent \$517 Million More on NERC Than the State Funds

## Non-Employee Related Costs 2007-08 Funding vs. District Expenditures



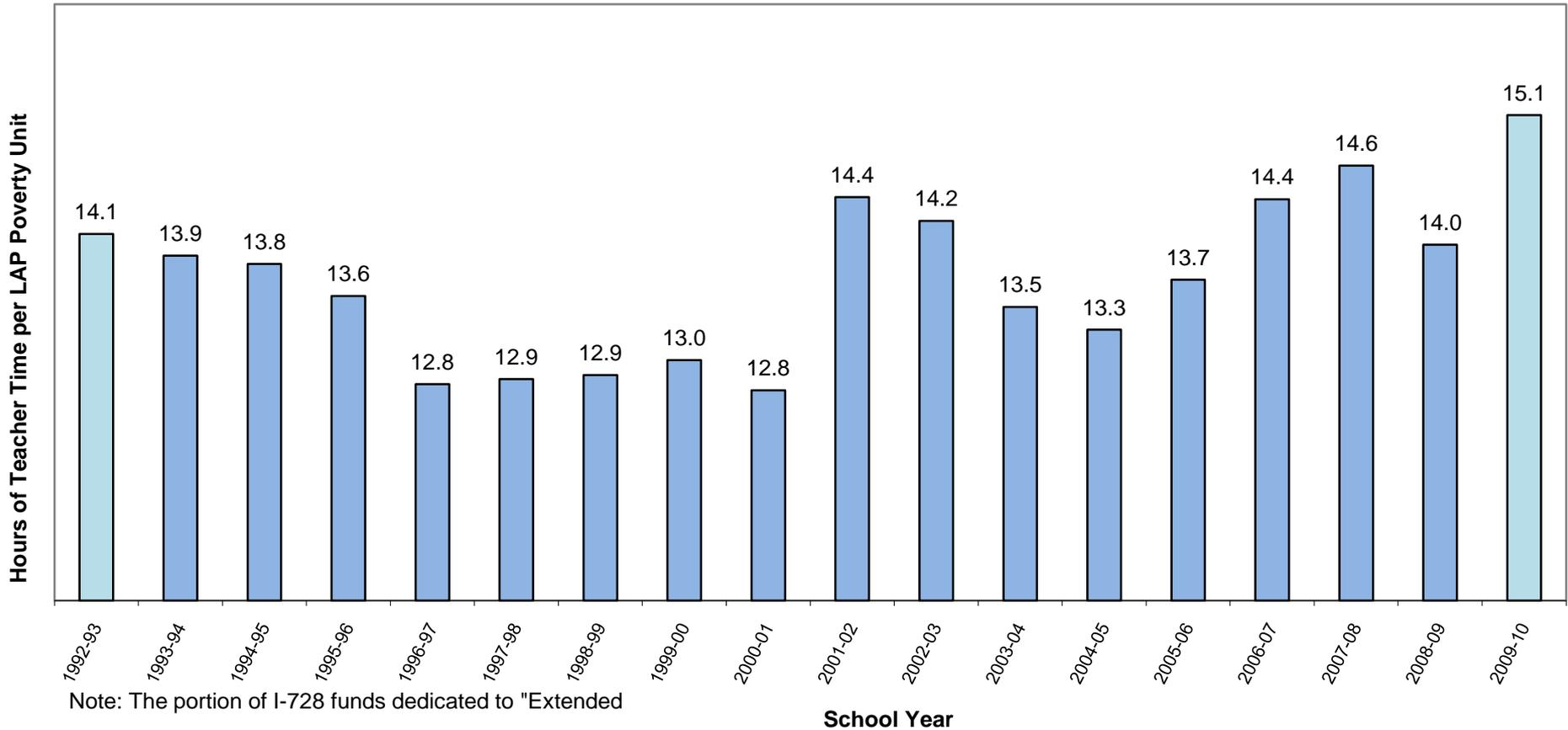
# Transportation Costs Exceed State Revenue

Statewide (Expenditures minus Revenues) in Millions



# Without Extra Title I from ARRA, 2009-10 Buying Power Would Be 12.3 Hours

Annual Hours of Instruction Purchaseable Per LAP Unit at 1 to 1 Ratio  
(Includes LAP, Title I, ARRA Title I, I-728, & PAS funding)



**PROPOSED SOLUTION**

# ESHB 2261 - State Education System

- Elements of an expanded “Program of Basic Education” and the funding to support it are phased-in and intended to be fully implemented by 2018
- This legislation includes the following:
  - Increased Instructional Hours
  - Enhanced High School Diploma requirements
  - New Transportation Funding Formula
  - All-Day Kindergarten added to basic education
  - New Finance Structure for Transparency
  - Governor vetoed:
    - the designation of Early Learning for disadvantaged students as basic education
    - Highly Capable safety net structure



# Legislature and Governor

## OSPI and/or OFM Work Groups

- Funding (12/01/09)
- Data Governance (12/01/10)
- Levy and Levy Equalization (12/01/11)
- Compensation (12/01/12)
- Early Learning

## Professional Educator Standards Board

- Teacher Standards (01/01/10)

## State Board of Education

- Accountability (12/01/09)
- Implementation of Core 24

## Quality Education Council (QEC)

- State Superintendent
- Governor Appointee
- SBE Member
- PESB Member
- DEL Director
- Legislators (8)



# Quality Education Council

- **Purpose:** To recommend & inform the ongoing implementation by the Legislature of an evolving program of basic education & financing.
- **In addition:**
  - Develop strategic recommendations that are then updated by QEC every 4 years
  - Identify measurable goals and priorities
  - Consider capacity of system to absorb additional resources (SPI is charged to conduct analysis)
- **Required Membership**
  - 8 Legislators (Split evenly by chamber and party)
  - Governor's Appointee
  - Chair of State Board of Education
  - Chair of Professional Educator Standards Board
  - Department of Early Learning Director
  - Superintendent of Public Instruction
- **Staffing**
  - OSPI and OFM staff QEC
  - Legislative and other agency staff help as needed



# Quality Education Council Initial Deliverables

- Initial report to include recommendations on:
  - Resolving issues requiring legislative action (2010 session)
  - A statewide teacher mentoring & support system
  - An early learning program for at-risk children
  - An implementation schedule for concurrent phase-in of changes to Basic Education Program and the funding to support changes
  - Phase-in of new transportation formula (beginning no later than Sept. 1, 2013.)
- Report due January 1, 2010



# Funding Formula Working Group

## Background Information

- OFM convenes group
- OSPI assists and supports
- First meeting in late August
- Working group required to:
  - Develop the details of the funding formulas
  - Recommend an implementation schedule
  - Examine possible sources of revenue
- Report due December 1, 2009

## Required Membership

- School District and ESD financial managers
- WASBO
- WEA
- WASA
- AWSP
- WSSDA
- PSE
- Stakeholders with expertise in education finance
- Legislative Evaluation & Accountability Program Com.



# K-12 Data Governance Group

## Background information

- **Purpose:**
  - To assist in the design & implementation of a data improvement system for financial, student & educator data
- **Working group required to:**
  - Focusing on financial & cost data to support new K-12 financial models & funding formulas
  - Conduct a gap analysis
  - Identify critical research & policy questions
- **Report due Nov. 15, 2009**

## Membership

- OSPI convenes & staffs group
  - Education Research and Data Center
  - PESB
  - SBE
  - LEAP
  - 3 School Districts
  - CSTP
  - Center for School Effectiveness
  - University of Washington
  - WEA
  - WA Institute for Public Policy
  - Washington School Information Processing Cooperative



# Levies and Equalization

- **Levy and Levy Equalization Working Group – Beginning July 2010** (convened by OFM with OSPI)
- **Purpose:** Develop a new system of supplemental school funding through local levies and levy equalization; recommend:
  - A phase-in to ensure no district suffers a decrease in funding from one school year to the next due to the new system of supplemental funding
- **Members:** Dept. of Revenue, LEAP, district financial managers, WASBO, WEA, WASA, AWSP, WSSDA PSE, and other interested stakeholders with expertise in education finance.
- **Report:** To the Legislature by December 1, 2011



# Teacher Compensation

- **Compensation Working Group – Beginning July 1, 2011**  
(convened by OFM)
- **Intent:** To begin the process of developing an enhanced salary allocation model that is collaboratively designed
- **Purpose:** Recommend the details of an enhanced salary allocation model that aligns educator development and certification with compensation, including:
  - A concurrent implementation schedule
  - How to reduce the number of tiers within the existing salary allocation model
  - How to account for regions of the state where it may be difficult to recruit & retain teachers
  - The role of and types of bonuses available
  - Ways to accomplish salary equalization over a set number of years
  - Cost estimates, including a recognition that staff on the existing salary allocation model would have the option to grandfather permanently to the existing schedule; and
  - Conduct a comparative labor market analysis of school employee salaries and other compensation



# Compensation Working Group Cont.

- **Members:** Dept. of Personnel, PESB, OSPI, WEA, WASA, AWSP, WASA, WSSDA, PSE, and other interested stakeholders with appropriate expertise in compensation related matters
- **Reports:** To the Legislature by **December 1, 2012**, including whether additional work is necessary



# What 2261 Does Not Do:

- Establish the Prototypical School Model values in statute
- Specify a new teacher compensation system
- Specify a new levy system (lid and/or equalization)
- Specify a new system for salary allocations
- Adopt an accountability system
- Specify the schedule of funding phase-in between now and 2018-19



# **CROSSWALK FUNDING VALUES**

# What is the Crosswalk?

- ESHB 2261 enacts a new funding formula 9/1/2011 without funding values
  - Funding formula values currently in RCW 28A.150.260 are repealed
- Whether for the budget construction or for statutory adoption:
  - *Must identify the method and result to distribute all current funding formulas into new staffing and operating costs (MSOC) funding structure in time for 2010 Legislature to adjust any formula structure in ESHB 2261*
  - *Without final formulas in 2010, OSPI cannot be ready for 9-1-11*



# Funding Metric of ESHB 2261

Current Metric	New Metric
Certificated Instructional Staff per 1,000 students; Classified Staff per 1,000 students; Administrators per 1,000 students	Class size by grade (and by subject in high school); Staffing ratios by prototype model
Staffing ratios of above are specified in Basic Education Act	Staffing ratios for prototype are specified in the operating budget
NERC Allocation per Certificated Staff	Per Student allocation by category of NERC (student technology, student supplies)
Instructional hours per year; Instructional days per year	Instructional hours per year; Instructional days per year; Teacher course load assumption
\$ per Student for LAP, Bilingual, Highly Capable	Hours of additional instruction for eligible students



# Goal: Cost Neutral Transfer of Old Funding Levels into the New Structure (DRAFT)

Current Law Funding (RCW 28A.150.260)	Elementary (400)	Middle (432)	High (600)
<b>Class Size</b>			
Class Size K-3	25.23		
Class Size 4-6; 7-8; 9-12	27.01	28.70	29.13
<b>Other Staff per Prototypical School</b>			
Principal (and Other School Administrators)	1.231	1.404	1.935
Teacher Librarians	.663	.519	.523
Guidance Counselors	.493	1.116	1.909
Nurses/Social Workers	.135	.068	.118
Professional Development Coaches	.00	.00	.00
Instructional Aides	1.26	.48	.68
School Office & Non-Instructional Aides	.798	.849	1.087
Custodians, Grounds Keepers, Maintenance	.534	.577	.801
Student and Staff Safety	.031	.033	.046
<b>Districtwide Support</b>			
Warehouse/Laborer	.024	.026	.036
Supervisors/Central Finance	.018	.019	.027
Certificated Administrators	.008	.007	.010
CTE Central Admin	.779 staff per 1,000		
Technology	.072	.078	.109



# Certificated Instructional Staff: Core Teachers

- FFTWG Planning Time assumption
  - At secondary level based on 1 period per day out of 6
  - At elementary level based on typical school day
- K-3 (and K-4) is a classroom teacher enhancement

	Staff /1,000 28A.150.260	Actual Classroom Teachers per 1,000 Students	Students per Staff w/ No Planning Time	% Increase in Teachers to Cover Planning	Students per Staff w/ Planning Time	Funded Class Size
Elem (K-3)	49	45.58	21.94	15%	25.23	<b>25.23</b>
Elem (4-6)	46	42.58	23.49	15%	27.01	<b>27.01</b>
Middle (7-8)	46	41.81	23.92	20%	28.70	<b>28.70</b>
High (9-12)	46	41.19	24.28	20%	29.13	<b>29.13</b>
K-4	53.2 (budget not law)	49.78	20.09	15%	23.10	<b>23.10</b>



# **PROPOSED ENDING FUNDING VALUES**

# Background

- **Superintendent Dorn's proposed 2018 Values largely based on BEFTF**
  - Updates for better data or information
  - Funding Formula Technical Workgroup recommendations may require revisiting some of proposal
- **Also based on review of prior studies**
  - Washington Learns
  - Oregon Quality Education Model
  - National Recommendations



# Class Size Proposed

1	2	3	4	5	6	7	8
2		Current Law		BEFTF		Dorn 9-29-09	
3		Non-high Poverty Schools	Poverty-Eligible Schools	Non-high Poverty Schools	>50% Free and Reduced Price Lunch	Non-high Poverty Schools	Poverty-Eligible Schools(1)
4	K-3 Class Size	25.23	NA	15	15	15	15
5	4-6 Class Size	27.01	NA	25	22	25	22
6	7-8 Class Size	28.70	NA	25	23	25	23
7	9-12 Standard Class Size	29.13	NA	25	22	25	23 (2)
8	MS or HS Exploratory Voc	23.83	NA	19	19	19	19
9	MS or HS Preparatory Voc / Skills Center	24.24/20.76	NA	16	16	16	16
10	Lab Science	29.13	NA	19	19	19	19
11	AP/IB	29.13	NA	19	19	19	19

[1] The FFTWG is defining an eligibility trigger; this proposal assumes a trigger aligned with the FFTWG recommendation once complete.

[2] Could not identify research that would indicate the High School class size should be lower than Middle School class size.



# Student and Staff Schedule

1	2	3	4	5	6	7	8	9	10	11
2		Current Law			BEFTF			Dorn 9-29-09		
3		E	M	H	E	M	H	E	M	H
5	Instructional Blocks	NA			5	6	6	5	6	6
6	Teacher Course Load	NA			4	5	5	NA	5	5
7	Planning Time Expressed as %	NA			17%	17%	20%	15% (1)	20%	20%

[1] Based on initial feedback from FFTWG, but subject to final recommendations.



# Cost of Proposed Class Size

- Assumes All-day Kindergarten is already implemented
- Value of I-728 would reduce cost
- Technical issues:
  - Headcount to FTE translation
  - Cost is overstated slightly b/c of grade 4

	<b>Additional Teachers</b>	<b>Cost in Millions</b>
Standard Schools	10,416	\$733.5
High Poverty Schools	1,253	\$88.2
Subtotal	11,669	\$821.7
Reduce CTE, Lab, AP/IB Class Size Further	1,944	\$140.4
<b>Total</b>	<b>13,663</b>	<b>\$962.1</b>



# Educational Staff Support

- Principals and School Leadership
  - Teacher Librarians
  - Guidance Counselors
  - Nurses, Social Workers, and Other
  - Professional Development Coaching
  - Instructional Aides
1. Maintain leadership at current levels
  2. Return librarians to schools; keep libraries open
  3. Provide Guidance to prevent drop-out
  4. Increase health services in respond to extensive increases in requirements
  5. Coaches improve learning
  6. Include standard level of assistance via Instructional Aides



# Educational Support

1	2	3	4	5	6	7	8	9	10	11
2		Current Law			BEFTF			Dorn 9-29-09		
3		E	M	H	E	M	H	E	M	H
4	Principals and other School Administration	.95	1.40	2.06	1.2	1.3	1.8	1.0	1.4	2.0
5	Teacher Librarians and Media Specialists	.66	.52	.52	1.0	1.0	1.0	1.0	1.0	1.0
6	Guidance Counselors and Parent Outreach	.49	1.12	1.89	0	1.0	1.5	.5	2.0	3.5
7	Student Health, Social Workers and Other	.14	.08	.32	1.0	1.0	1.0	1.0	1.0	1.0
8	Professional Development Coach	.08	.10	.16	.5	.5	.75	.5	.5	.75
9	Instructional Aides	1.26	.48	.68	0	0	0	2	1	1
10	<b>Total</b>	<b>3.58</b>	<b>3.70</b>	<b>5.63</b>	<b>3.70</b>	<b>4.80</b>	<b>6.05</b>	<b>6.00</b>	<b>6.90</b>	<b>9.25</b>
11	<b>Increase over Current</b>				3%	30%	7%	68%	86%	64%



# Guidance Counselors

Guidance Counselor FTEs					
		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)
<b>1</b>	QEC Recommendation		Pending	Pending	Pending
<b>2</b>	Dorn Proposal 9/29/09	3.9	0.5	2.0	3.5
<b>3</b>	Finance Task Force	1.6	0	1.0	1.5
<b>4</b>	Washington Learns	2.57	0	1.6	2.4
<b>5</b>	Basic Education Level (RCW 28A.150.260)	2.32	0.49	1.12	1.89
<b>6</b>	Oregon Quality Education Model	2.57	0	1.6	2.4
<b>7</b>	American School Counselor Association	4.0	1.6	1.6	2.4
<b>8</b>	Dorn Proposed Cost Over 2.32 per 1,000	\$82.1 million annually			



# Professional Development Coaches

## 7. Professional Development Coach FTEs

		Staff per 1,000 Students	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09	1.22	0.5	0.5	0.75	
<b>3</b>	Finance Task Force	1.22	0.5	0.5	0.75	
<b>4</b>	Washington Learns	5.00	2.0	2.16	3.0	Staff also served as instructional technology trainers
<b>5</b>	Basic Education Level (RCW 28A.150.260)	0.23	0.08	0.10	0.16	
<b>6</b>	Oregon Quality Education Model	1.49	0.59	0.86	0.60	
<b>7</b>	Dorn Cost over .23 per 1,000 Students	\$68.7 million annually				



# Learning Assistance Model

- Provide opportunity for students to learn state standards
- LAP increases have not kept up with inflation; roughly constant buying power with 1994
- Poverty driven formula; but use not restricted to income-eligible

Assistance for Struggling Students			
Extended-Day Tutoring Assistance	Additional Hours per Week	Size of Class	
Elementary School	2	5	
Middle School	2	5	
High School	2	5	
Extended Year (summer school)	Additional Hours per Week	Size of Class	Number of Weeks
Elementary School	10	10	4
Middle School	10	10	4
High School	10	10	4



# Learning Assistance Program

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

	Value of Program in 2008-09 \$	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b> QEC Recommendation		Pending	Pending	Pending	
<b>2</b> Dorn Proposal 9/29/09(*)	\$527.6 M	3.10	3.34	4.64	
<b>3</b> Finance Task Force(*)	\$527.6 M	3.10	3.34	4.64	FTEs for extended day and summer school
<b>4</b> Washington Learns	\$688.2 M	4.04	4.36	6.06	FTEs for extended day, summer school and tutors
<b>5</b> Basic Education Level (RCW 28A.150.260)	\$123.7 M				I-728 and federal Title I funding is not included here
<b>6</b> Oregon Quality Ed Model		Assumes additional instructional time for 20% of students; but cost not included in model.			
<b>7</b> Dorn Proposed Cost	\$403.9 million annually				



# Assistance for English Language Learners

- Provide opportunity for students to learn state standards
- Funding has improved only slightly but roughly same buying power as in 1994
- Eligibility driven formula

1	2	3	4	5	6	7	8
2		Current Law		BEFTF		Dorn 9-29-09	
3		Elem	Middle/ High	Elem	Middle/ High	Elem	Middle/ High
4	Percent of Time in ELL Classroom	Crosswalk Not Complete		20%	17%	20%	17%
5	Class Size in ELL Classroom			8	8	8	8



# Assistance for English Language Learners

## English Language Learner Program FTEs Allocated by the Formula Scheme of Each Funding Level (Costs Below Do Not Include Value of Instructional Materials Recommendations )

		Value of Program in 2008-09 \$	Elementary (400)	Middle (432)	High (600)	Notes
<b>1</b>	QEC Recommendation		Pending	Pending	Pending	
<b>2</b>	Dorn Proposal 9/29/09*	\$155.0 M	1.00	.88	1.22	
<b>3</b>	Finance Task Force*	\$155.0 M	1.00	.88	1.22	Assumes 8% ELL
<b>4</b>	Washington Learns	\$54.6 M	.32	.35	.48	Assumes 8% ELL; 1 per 100 students
<b>5</b>	Basic Education Level (RCW 28A.150.260)	\$75.0 M				
<b>6</b>	Oregon Quality Education Model		1.18	.65	.30	Assumes 11% ELL
<b>7</b>	Dorn Proposed Cost	\$80.1 million annually				



# Materials, Supplies, Operating Costs

1	2	3		5	6	7
2		Current Law	District Expenditures on Basic Education	BEFTF	Dorn 9-29-09	Proposed Inflation Factor
3	Technology	\$53.75	\$113.80	\$200	\$223	Basket of Goods
4	Textbooks and Consumable Curriculum	\$57.70	\$122.17	\$155	\$190	Basket of Goods
5	Library and Other Supplies	\$122.52	\$259.39	Included above	\$260	Implicit Price Deflator
6	Professional Development	\$8.82	\$18.89	\$103	\$103	Implicit Price Deflator
7	Utilities/Insurance	\$146.05	\$309.21	\$216	\$309	Weighted for Utilities Index and Insurance Index
8	Central or Districtwide Support	\$50.12	\$98.64	\$310	\$99	Implicit Price Deflator
9	Facilities Maintenance	\$72.35	\$160.66	\$102	\$161	Implicit Price Deflator
10	Total	\$511.42	\$1,082.76	\$1,086	\$1,345	
	Total/Cost (Millions)	\$463.2	\$980.6	\$983.5	\$1,218.1	Total/Cost
	Increase (Millions)		\$517.4	\$520.4	\$754.9	Increase



# Professional Development

- Resources calculated based on Certificated Instructional Staff, available for expenditure for all Instructional Staff

1	2	3	4	5
2		Current Law	BEFTF	Dorn 9-29-09
3	Learning Improvement Day	1	10	10
4	Cost of 9 Learning Improvement Days	\$221.7 million annually		
5	1 Mentor for every <span style="background-color: cyan; color: black;">████████</span> teachers in their first 3 years of teaching	0	3	Unknown at this time



# Total Rough Estimate of Cost

	Annual Cost in Millions
Class Size Standard	\$733.2
Class Size Poverty Reduction	88.2
Enhanced Class Size for CTE, Lab Science, AP/IB	140.4
Teacher Librarians	59.7
Guidance Counselors	82.1
Health and Other	123.9
Professional Development Coaches	68.7
Instructional Aides	90.0
Facilities Maintenance	239.2
Security and Safety	26.0
LAP/ELL	484.0
Operating Costs (MSOC)	754.9
Professional Development	221.7
All Other	94.8
<b>Total</b>	<b>\$3,206.8</b>



# Contact Information

- QEC website:  
<http://www.k12.wa.us/QEC/default.aspx>
- Funding Formula Working Group website:  
<http://www.ofm.wa.gov/k12funding/>

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