State of Washington
Joint Legislative Audit and Review Committee (JLARC)

K-12 Data Study

Report 07-6

February 21, 2007

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JLARC staff, under the direction of the Committee and the Legislative Auditor, conduct performance audits, program evaluations, sunset reviews, and other policy and fiscal studies. These studies assess the efficiency and effectiveness of agency operations, impacts and outcomes of state programs, and levels of compliance with legislative direction and intent. The Committee makes recommendations to improve state government performance and to correct problems it identifies. The Committee also follows up on these recommendations to determine how they have been implemented. JLARC has, in recent years, received national recognition for a number of its major studies.

K-12 DATA STUDY

REPORT 07-6

REPORT DIGEST

FEBRUARY 21, 2007

STATE OF WASHINGTON

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Study Background

The Joint Legislative Audit and Review Committee (JLARC) conducted this study to enhance both the Legislature's and school districts' ability to **make informed resource commitments**. A JLARC review of school spending and performance in November 2005 found that while schools are increasingly held accountable for the performance of their students, **school-level expenditures are <u>not</u> reported to the state**.

Study Objectives

To explore the connection between school expenditures and student and school outcomes, this study focuses on the following four objectives:

1. Describe existing (and planned) data systems and accounting practices;
2. Identify data elements that may prove helpful for evaluating the relationship between resource commitments and performance;
3. Propose potential models for collecting and reporting resource and performance information; and
4. Describe associated changes to information systems and accounting practices under various data models.

Types of Data that Are Necessary

The relationship between expenditures and outcomes is complex. To help explain why a dollar expended a certain way either produced or did not produce the desired outcome, four types of data are necessary:

1. School-Level Expenditure Data;
2. Descriptive Data about Teachers and Other Staff;
3. Descriptive Data about Students and Student Outcome Data; and
4. Descriptive Data about Schools and Communities.

Conclusions

JLARC staff reviewed the literature, surveyed other states, and consulted with researchers, school staff and administrators, and state agency staff and concluded that:

Fairly reliable data already exist that account for most staff salaries and benefits expended by school. These data could be improved by:

- Requiring that the same set of school codes be used to report both salary and benefit expenditures and school outcomes; and
- Requiring that end-of-year total expenditures be reported by school and by staff member for all salaries and benefits.

Actual expenditures for activities related to teaching and its support should be reported by school. **All other expenditures should be allocated to schools using a standardized statewide methodology.**

Better data about teachers and staff are needed, including:

- Teacher schedules, including grade(s) and subject area(s) for courses being taught;
- Types of certifications and endorsements;
- Academic degrees, majors, and routes to certification;
- Professional growth plans and progress toward meeting goals; and
- Reasons for additional pay for certificated staff.

OSPI collects most of the student descriptive and outcome data identified in research literature as essential, but these data could be improved by adding:

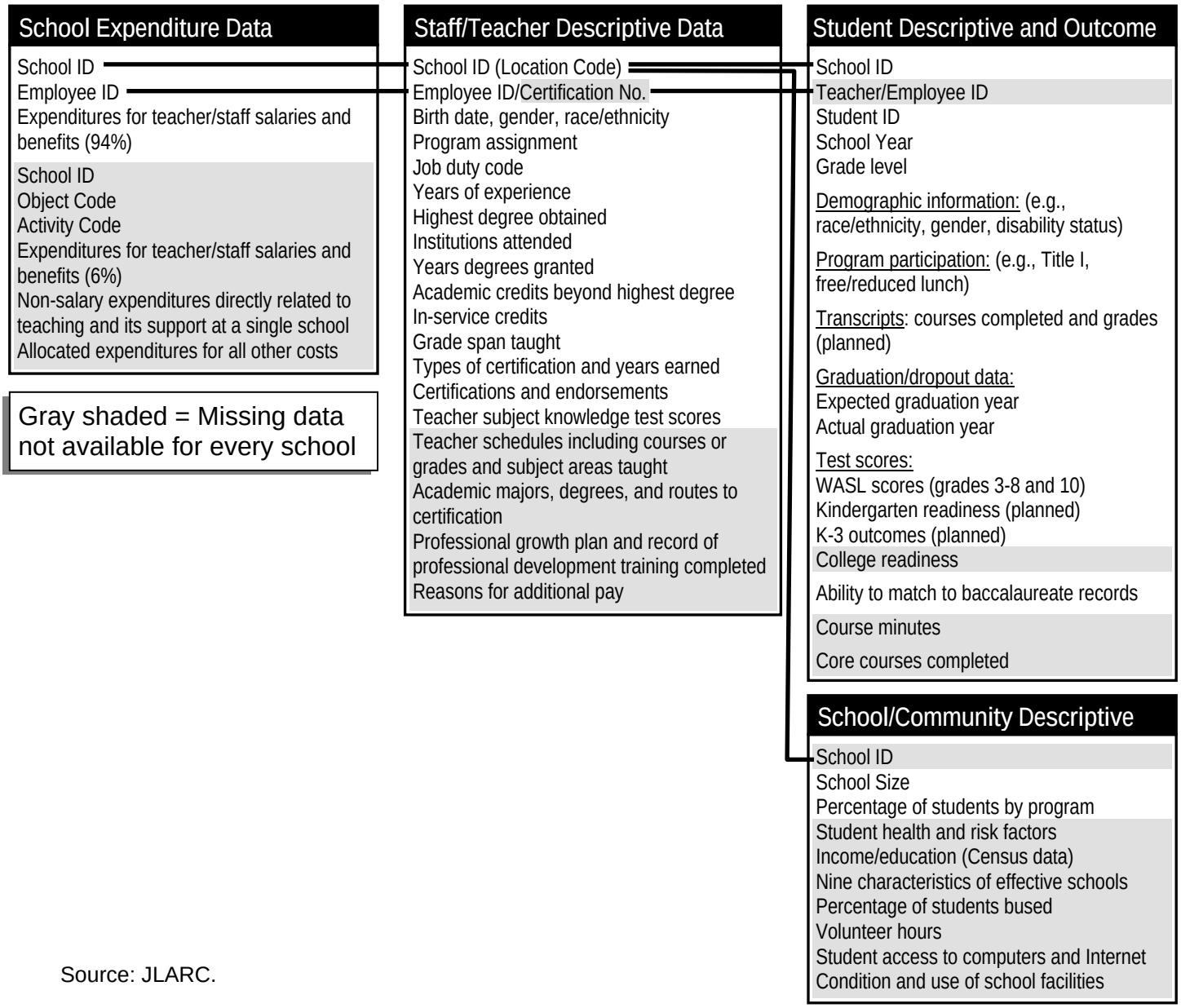
- Routine data audits to assess the comparability of student data collected from the districts;
- College readiness test scores; and
- Better information about courses, including course minutes and core coursework completed, and standard conventions for naming courses.

Further consideration and analysis are needed to determine the costs and benefits of reporting additional school and community information. Some of these data are now collected via surveys and not always collected by individual schools. Because of the complexities involved with collecting and reporting some of these data, we identify these data elements as "useful" rather than "necessary."

Summary of Recommendations:

- OSPI, in consultation with others, should develop state standards and methodologies for reporting and allocating school-level expenditures.
- OSPI should collect improved information about teachers and staff, including teacher schedules, qualifications, professional growth, and reasons for additional pay.
- OSPI should conduct regular audits of the student data it collects.
- OSPI should collect better information about courses, including course minutes, and core coursework completed by students in preparation for college. OSPI should also develop statewide conventions that districts adhere to when naming courses.
- OSPI should conduct an analysis to determine the college readiness test that best fits the state's needs.

The diagram shown on the following page provides a summary of the current status of K-12 data collected by the state, with the gray-shaded areas indicating a need to collect additional data. The diagram also shows how data could be linked together. By linking the different types of data together, researchers and policymakers can learn how teacher, staff, and student characteristics affect the relationship between expenditures and outcomes.



Source: JLARC.

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CHAPTER ONE: INTRODUCTION

STUDY OVERVIEW

Over the past decade, efforts to improve education have taken place both nationally and within Washington State. The attention on student achievement and school accountability has brought with it a greater need to understand school-level expenditures and their effects on student outcomes. The Joint Legislative Audit and Review Committee (JLARC) conducted this study to enhance both the Legislature's and school districts' ability to **make informed resource commitments**. This study identifies critical data necessary to connect school-level expenditures with student outcome data and reviews related changes to information systems and accounting practices to support decision-making.

JLARC initiated this study of K-12 data as a follow up to a JLARC review of school spending and performance presented in November 2005 (Report 05-19). The 2005 study described how school spending decisions are made and how districts use different methods of tracking expenditures. The 2005 study also found that while schools are increasingly held accountable for the performance of their students, **school-level expenditures are <u>not</u> reported to the state**.

In comments appended to the previous JLARC report, members noted that there may be costs and implementation challenges associated with collecting uniform and reliable school-level expenditure information from all school districts. However, legislators asserted that being able to assess how policy choices and uses of instructional resources impact student outcomes is important.

SCOPE AND OBJECTIVES

To further explore the connection between school expenditures and student and school outcomes, this study focuses on the following four objectives:

1. Describe existing (and planned) data systems and accounting practices;
2. Identify data elements that may prove helpful for evaluating the relationship between resource commitments and performance;
3. Propose potential models for collecting and reporting resource and performance information; and
4. Describe associated changes to information systems and accounting practices under various data models.

JLARC pursued these objectives with the purpose of recommending data collection and reporting changes that would provide legislators, school board members, and district administrators with the ability to make better resource allocation and policy choices. We focused our analysis on missing data necessary to understand the relationship between expenditures and outcomes at the school level.

METHODOLOGY

JLARC followed the work of Washington Learns, a review of Washington's education system, and worked with representatives from local school districts and boards. (See Appendix 3 for map.) JLARC surveyed school district business officers for input related to education data systems and data needs; surveyed education agencies in other states; and reviewed education research studies, state and federal statutes, and information related to state and district data systems. As a primary means of understanding data needs and system capabilities, JLARC conducted **interviews with more than 140 people** from the following groups:

- Local school board members, principals, superintendents, and business officers;
- Washington Learns K-12 Advisory Committee members and staff;
- Washington State legislators and legislative staff;
- The State Board of Education members and staff;
- The Professional Educator Standards Board members and staff;
- National and local education researchers; and
- Staff from:
    - The Office of Superintendent of Public Instruction;
    - Education associations and organizations; and
    - The Office of Financial Management.

Washington Learns, created and led by Governor Christine Gregoire, completed an 18-month review of Washington's entire education system in November 2006. The effort included a steering committee and three advisory committees (Early Learning, K-12, and Higher Education). The final report can be found at www.washingtonlearns.wa.gov. It recommends five major initiatives:

1) Investing in early learning so that children start off as lifelong learners;
2) Improving math and science teaching so that our citizens have a competitive edge;
3) Personalizing learning so that every student has the opportunity to succeed;
4) Offering college and workforce training for everyone; and
5) Holding the system accountable for results.

The report pointed to a need for more information to assist in decision-making and called for:

- "Improved and more transparent reporting and accounting systems that can track student outcomes and show taxpayers exactly how dollars are spent." (p.38)
- Better financial information that "allows every participant in the education system to make informed decisions about how to use resources to support student learning." (p.49)

DATA CATEGORIES AND COLLECTION LEVELS

Collecting the right data elements and developing data systems that can be used to analyze resource commitments and assist in making decisions that produce the desired outcomes can be difficult. **Understanding the relationships between expenditures and outcomes is complex**. To aid in our discussion of data, we divide the data into four categories and discuss the data on three levels of collection and reporting.

Categories of Data – To help explain why a dollar expended a certain way either produced or did not produce the desired outcome, additional descriptive data about teachers and staff, students, and schools and communities are needed. The four categories of data used in this report to describe and discuss necessary data elements and their collection and reporting are:

1. Expenditure Data at the School Level – These include costs for items such as salaries and benefits, instructional materials, technology, and staff development.
2. Descriptive Data about Teachers and Other Staff – These include teacher and staff characteristics that may influence or help explain what contributes to effective teaching.
3. Descriptive Data about Students and Student Outcome Data – These include student characteristics that may influence or help explain student outcomes. The outcome data include assessment results (such as the Washington Assessment of Student Learning[1]), graduation rates, drop-out rates, and other indicators of student achievement.
4. Descriptive Data about Schools and Communities – These include school and community characteristics that may influence or help explain the teaching and learning environment.

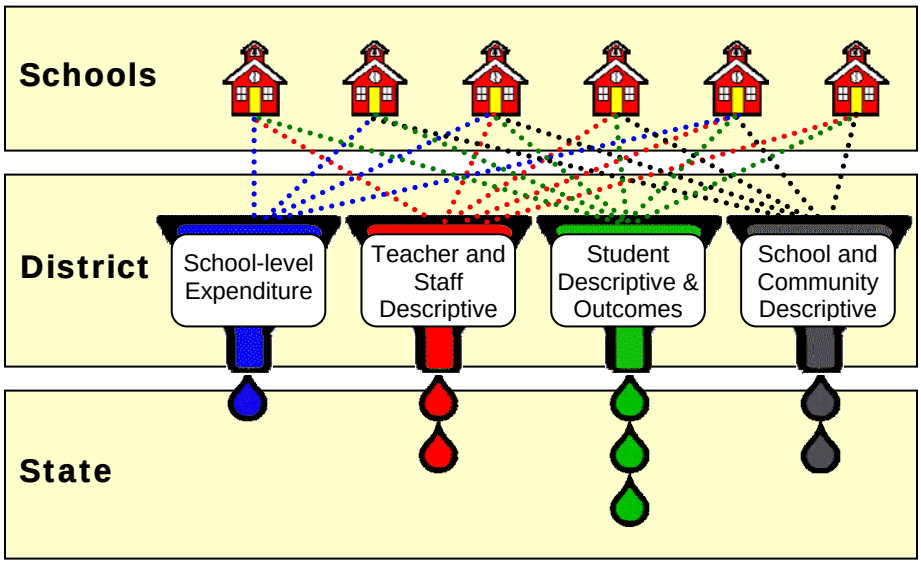
Current Levels of Data Collection and Reporting – School districts already collect a substantial amount of data in all these categories, but not all of these data are reported to the state and not all of the data needed to connect school-level expenditures and outcomes are collected by districts. JLARC used the following levels in assessing availability and potential effort and cost of data collection and reporting:

1. School data currently collected by districts and reported to the state.
2. School data currently collected by districts, but NOT reported to the state.
3. School data NOT collected by districts, and therefore, NOT reported to the state.

Through the WASL, OSPI has a great deal of student descriptive and student outcome data. Less data related to staff and schools are available at the state level. School-level expenditure data are severely lacking. Figure 1 on the following page provides a visual picture of the four categories of data and the three levels of data collection and reporting.

[1] In 1993, the Washington State Legislature passed the Education Reform Act that required the development of common learning standards and a testing system, the Washington Assessment of Student Learning (WASL), to measure student learning related to those standards. The WASL is a series of standardized tests used to measure student skills and knowledge in reading, writing, mathematics, and science. Students in grades 3-8 and 10 are tested each spring. The WASL is also used for federal No Child Left Behind Adequate Yearly Progress requirements.

Figure 1 – Districts Collect Substantial School-level Data but Not All Data are Reported to the State



Source: JLARC.

For purposes of this report, we define a school as an entity reporting enrolled students and having a building or school code. These schools often report WASL results or other outcomes. However, not all of these schools have reported staff. These schools are not always separate facilities, but are typically special programs or what are sometimes referred to as "schools within a school" drawing from staff the larger school.

ORGANIZATION OF THE REPORT

In the remainder of the report we discuss the results of our investigation into what should be collected and reported to the state in the four categories of data for each school. Chapters Two through Five are organized around the following questions:

- What data are necessary for evaluating relationships between resources and performance;
- What data are already reported to the state;
- What data are missing and why they are important; and
- What does JLARC recommend to improve data collection and reporting.

Chapter 2 examines **expenditure data** at the **school level**.

Chapter 3 reviews **descriptive data** about **teachers** and other **staff**.

Chapter 4 investigates **descriptive data** about **students**, and **student outcome data.**

Chapter 5 discusses **descriptive data** about **schools** and **communities**.

Chapter 6 provides a **summary** and **recommendations** for making improvements to existing data collection and reporting.

CHAPTER TWO: EXPENDITURE DATA AT THE SCHOOL LEVEL

Annual school performance reports, which include per-pupil expenditures, are required by RCW 28A.655.110, passed in 1993 (attached as Appendix 4). This information is required to be made available to the community serving the school. The statute suggests that the Office of Superintendent of Public Instruction (OSPI) website be used to the extent feasible to make school performance reports broadly accessible to the public. However, while the state Report Card located on OSPI's website reports Washington Assessment of Student Learning (WASL) results by school, it does not report expenditure information by school. Instead, expenditure information is reported as a summary for each district.

To better understand how school-level expenditure reporting might be accomplished, JLARC staff:

- Reviewed the relevant research, including research completed by consultants to Washington Learns;
- Surveyed other states and how they report expenditures; and
- Surveyed district business officers.

SUMMARY OF SCHOOL-LEVEL EXPENDITURE DATA AND COLLECTION STATUS

Figure 2, on the following page, summarizes the data elements necessary for associating school-level expenditures with outcomes, and the collection status of each data element. The remaining sections of this chapter provide more detail on the rationale for determining which data are necessary, an analysis of data currently collected and missing, and recommendations for collecting missing data.

Expenditure data generally fall into three categories: staff salaries and benefits; non-salary expenditures directly related to teaching and its support; and district-wide or shared expenditures that cannot easily be attributed to a single school.

While most staff salaries and benefits are now reported at the school level to the state, non-salary expenditures are not reported to the state at the school level. Some districts currently collect at least some of these types of expenditures for their own use at the school level, while others do not. District-wide and shared expenditures are currently reported to the state by each district. In order to associate these expenditures to schools, the state would need to develop a common allocation methodology.

The main purpose of this report is to identify data elements necessary to associate school-level outcomes with school-level resources. However, some schools report student enrollments and/or outcomes, with no associated costs. In order to relate school-level expenditures with outcomes, the state needs to develop a common definition for a "school," with a common set of school codes so that expenditure and outcome data can be linked together.

Figure 2 – School-Level Expenditure Data and Collection Status

Necessary Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
School-level expenditures for staff salaries and benefits for all staff working within each school	☑ 94% of actual expenditures are reported for teacher/staff who were on the payroll as of October 1	☑ 6% of actual expenditures are available through district payroll records but not reported to the state	
School-level non-salary expenditures directly related to teaching and its support		☑ Some data are collected at the school level by some districts	☑ Some data are collected at the school level by some districts
District-level expenditures for all other costs, allocated to schools using a common methodology developed by the state	☑ All districts report these expenditures to the state but no statewide methodology has been developed for allocating these expenditures to schools		
A common definition for "school" and corresponding school codes used to report expenditures and outcomes	☑ About 89% of schools reporting student enrollments/outcomes can be linked to staff costs reported by school		☑ About 11% of schools reporting student enrollments/outcomes do not match to school codes used to report staff costs

Source: JLARC.

WHAT SCHOOL-LEVEL EXPENDITURE DATA ARE NECESSARY?

In order to compare schools in terms of resources, it is necessary to know about all of the expenditures attributed to each school, and it is important that the expenditures be reported to the state using a common methodology. Research on expenditure reporting emphasizes that actual costs be reported by school, particularly for salaries, but also recognizes that some costs cannot easily be attributed to a single school. For example, some costs are shared between schools (e.g., itinerant nursing staff), while some are district-wide (e.g., transportation).

We surveyed other states to determine their requirements for expenditure reporting and found 12 that now require school-level expenditure data. In the 12 states requiring school-level expenditure reporting to the state, some actual expenditures are reported, while some

expenditures are allocated to schools. Typically, actual expenditures are reported for costs directly related to teaching and its support. Other expenditures, such as those for district-wide activities related to transportation or food services, are allocated to schools, or sometimes reported at the district level to the state. Each state that allocates district-wide expenditures to schools uses different methodologies for allocating the expenditures.

Based on our research, districts should report the following expenditures to the state:

- *School-level* expenditures for salaries and benefits for all staff working within each school;
- *School-level* non-salary expenditures directly related to teaching and its support expended at each school; and
- *District-level* expenditures for all other costs to be allocated to schools using a common methodology developed by the state.

In order to associate student and school outcomes with expenditures, all expenditures should be reported using a common definition for identifying a school with codes that match to outcome data.

WHAT SCHOOL-LEVEL EXPENDITURE DATA ARE ALREADY REPORTED TO THE STATE?

Districts report estimated expenditures for all salaries and benefits as of October 1 each year, by school and by teacher/staff member, on a form known as the S-275. The S-275 is used by the Office of Superintendent of Public Instruction (OSPI) to allocate funds to districts. Each district maintains payroll records and after the school year is complete, districts submit actual salary and benefit expenditures to OSPI for the staff that were originally included on the October 1 report. According to an OSPI analysis comparing the S-275 to end of year financial reports, the S-275 captures about 94 percent of all of the salary expenditures made throughout the year. The six percent of expenditures missing are mainly due to staff added to the payroll after the October 1 report date.

There are also more than 250 schools (about 11% of all schools) that report student enrollments and outcomes such as WASL scores that do not match to any school codes used to report staff salaries on the S-275.

Besides salary and benefit information, there are no other school-level expenditure data currently reported to the state. Instead, expenditures summarized by district are reported to the state at the end of the year. The codes used for reporting district expenditures are published in the Accounting Manual for Public School Districts. Washington Administrative Code (WAC) 392-123-010 states that the manual shall govern the accounting procedures of each school district, and that it shall be distributed by OSPI and the State Auditor's Office. The manual is developed by the School District Accounting Advisory Committee, which includes representation from school and district staff, State Auditor staff, and OSPI staff.

According to the Accounting Manual, activity codes numbered in the 20 series are used to report expenditures "dealing directly with or aiding in the teaching of students or improving the quality of teaching." On the following page, activities in the 20 series are listed, with the percentage each activity contributes towards total K-12 expenditures.

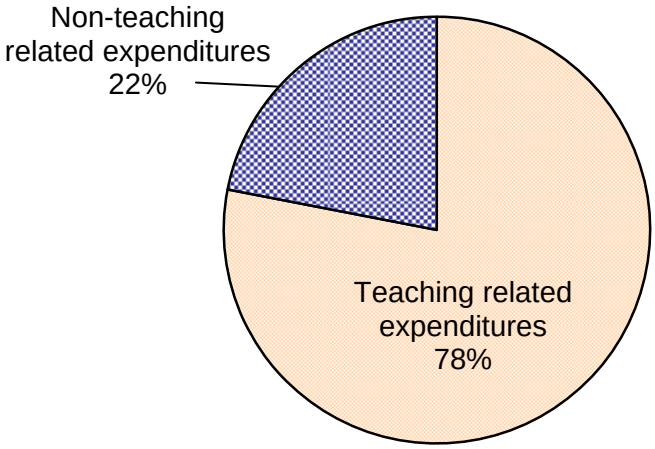
Activity Code and Description	Percentage of Total K-12 Expenditures
21: Instruction Supervision	2.6%
22: Learning Resources	2.0%
23: Principal's Office	6.1%
24: Guidance & Counseling	2.5%
25: Pupil Management & Security	0.8%
26: Health/Related Services	3.1%
27: Teaching	58.7%
28: Extracurricular	1.9%
29: Payments to School Districts	0.4%
Total	78.1%

In addition to the codes already used for reporting, the Accounting Advisory Committee has discussed creating two new activity codes that would be used to report expenditures for professional development and technology. These two activities are also related to teaching and its support.

Other activity codes used to report expenditures are not directly related to teaching and its support. These codes include district administration, school food services, pupil transportation, operations and maintenance, debt service, information systems, printing, warehousing and distribution, motor pool, and public activities (e.g., community service programs).

Figure 3 illustrates the distribution of expenditures by activity. Overall, activities directly related to teaching and its support account for 78 percent of all expenditures. The remaining activities account for 22 percent of all expenditures. Over three-fourths of all expenditures across all activities are made for salaries and benefits.

Figure 3 – K-12 Expenditures Related to Teaching and Non-Teaching Activities



Source: JLARC analysis of OSPI data.

Some districts can associate actual non-salary expenditures for some activities not related to teaching and its support to individual schools, while others cannot. For example, school maintenance and operations includes utility costs. If a particular school has been assigned its own utility meter, then a district knows exactly how much that school spends on utilities. Some schools share meters and in that case, the district would need to allocate the cost to each of its schools using some type of formula. Currently, each district uses its own formulas to allocate costs if they choose to do so for their own purposes.

Seventy-two of the 296 districts in the state are comprised of only one school, and therefore currently account for all expenditures at the school level. Washington School Information Processing Cooperative (WSIPC) financial reporting software is used by the majority of districts and can accommodate school-level reporting. Non-WSIPC software is used by the largest districts (those with the most schools and students). Appendix 5 provides a breakdown of the different reporting software used by the districts.

The districts using non-WSIPC software already capture most salaries and benefits at the school level for reporting to OSPI. However, these districts vary as to their reported capabilities for tracking non-salary and benefit expenditures that are directly related to teaching and its support. For example, JLARC staff surveyed the districts and asked whether they whether they:

- Were already tracking expenditures for instructional materials by school;
- Were not currently tracking expenditures for instructional materials by school, but could with their current system if required;
- Could not currently track expenditures for instructional materials by school, but could with an upgraded system if required; and
- Could not currently track expenditures for instructional materials by school and were not planning any system upgrades.

Kennewick School District reported that it already tracked expenditures for instructional materials by school. Everett and Kent school districts reported that they are not currently tracking these expenditures but could do so with their current system if required. Bellevue, Central Valley, Northshore, Puyallup, and Tacoma school districts reported that they could not track these expenditures by school and were not planning any system upgrades. The remaining districts using non-WSIPC software did not respond to the survey or did not answer the survey question.

WHAT SCHOOL-LEVEL EXPENDITURE DATA ARE MISSING AND WHY ARE THEY IMPORTANT?

JLARC examined the gap between necessary data and existing data and determined the following data are missing and should be reported to the state:

- *School-level* expenditures for salaries and benefits for all staff working within each school which are not currently reported on the S-275 (missing costs are estimated to total approximately 6 percent of salary and benefit expenditures);
- *School-level* non-salary expenditures directly related to teaching and its support expended at each school; and
- *A statewide methodology* for allocating all other costs to schools.

In addition, a common set of school codes are necessary to link together expenditures and outcomes.

These data are important for associating resources with outcomes at the school level. It is important that *all* expenditures be accounted for, or allocated, at the school level for truly accurate comparisons between schools. Although about six percent of salary and benefit expenditure are missing, some questions can be answered using existing salary and benefit data reported on the S-275, and linking it to WASL data. Researchers have already used these data to evaluate teacher mobility throughout the state, and to correlate teacher pay with WASL results. While the missing six percent of salary and expenditure data are necessary for the sake of complete accuracy in making school comparisons, JLARC encourages the use of existing S-275 data until better data are available.

WHAT DOES JLARC RECOMMEND?

Recommendation 1: OSPI should collect actual, total end-of-year salary and benefit expenditure data on an updated S-275 using school codes that can be linked to WASL scores and other outcomes. Reporting and coding definitions and requirements should be developed by OSPI in consultation with the Accounting Advisory Committee and published in the State Accounting Manual.

Recommendation 2: OSPI should collect actual non-salary expenditures directly related to teaching and its support expended at each school. Reporting and coding definitions and requirements should be developed by OSPI in consultation with the Accounting Advisory Committee and published in the State Accounting Manual. OSPI should report the proposed methodology to JLARC prior to publication and implementation.

Recommendation 3: OSPI should develop statewide standardized methodology for reporting and allocating shared and district-wide expenditures not directly related to teaching and its support, in consultation with the Accounting Advisory Committee. OSPI should report the proposed methodology to JLARC prior to implementation.

CHAPTER THREE: DESCRIPTIVE DATA ABOUT TEACHERS AND OTHER STAFF

A substantial amount of education research indicates that **teacher effectiveness** is the **single most important factor in student outcomes** that falls **within a district's control**. Some of the research concluded that effective teaching and a strong learning environment can overcome challenging student and family characteristics.

WHAT DESCRIPTIVE DATA ABOUT TEACHERS AND STAFF ARE NECESSARY?

JLARC interviewed a wide array of school district representatives, national experts, and other state level education association and program representatives about necessary and existing data elements and system capabilities. Figure 4 below contains the descriptive data related to teachers and other staff that JLARC has determined are necessary for evaluating the relationships between expenditures and student achievement and therefore should be collected and reported to the state.

Figure 4 – Summary of Descriptive Data about Teachers and Staff Data and Collection Status

Necessary Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
Employee identification number or certification number	☑		
Location codes including the schools in which staff are employed	☑		
Demographic information about staff including birth date, gender, and race/ethnicity	☑		
Programs to which salary and benefits are charged	☑		
Duty codes describing the type of work performed	☑		
Years of experience	☑		
Highest degree obtained	☑		
Institutions attended and years degrees granted	☑		
Academic credits beyond highest degree	☑		
In-service credits	☑		
Grade span in which a teacher teaches	☑		
Teacher subject knowledge test scores	Reported to PESB by the testing companies.		

Necessary Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
Types of certification and areas of endorsement including years in which earned	Largely complete, but some data may be incomplete and possible new data.		
Academic degrees, majors, and routes to certification			Some data may be collected but not uniformly.
Teacher schedules including courses being taught (with grade and subject information)		105 of the 108 districts responding to a JLARC survey said they could or currently do collect teacher schedules.	Some data about teacher schedules are available at the school, but are not reported to the district.
Professional development and professional growth plans (and progress on meeting plan goals)		Some data are collected by districts as the data relates to salary steps.	Most districts do not have formal professional growth plans in place.
Reasons for additional pay for certificated staff		☑	

Source: JLARC.

WHAT DESCRIPTIVE DATA ABOUT TEACHERS AND STAFF ARE ALREADY REPORTED TO THE STATE?

JLARC identified which of the necessary staff related data elements are currently collected by school districts and which of these data are reported to the state by reviewing databases at OSPI and surveying districts about data currently collected and system upgrade plans. Many of the necessary data are already reported to the state, but we found they were **spread across several data bases and systems making analysis extremely difficult**.

At the state level there are three primary statewide data systems containing teacher and staff characteristics. The most useful of these is the S-275 school personnel report, which includes data related to teacher and staff characteristics as well as the salary and benefit expenditure data described in Chapter Two. Additional descriptive information about teachers and staff can be found in OSPI's statewide Educators Database which contains certification data and the Professional Educator Standards Board's data base of certificated staff test results.

OSPI is working on a Professional Development Management System (PDMS) that, if completed as currently planned, will have five components that will assist teachers and improve information about them. Data collected by the PDMS will include:

- Teacher schedules including courses being taught;
- Certifications, endorsements, and academic majors (via the on-line *e*Cert certification application system);
- A centralized professional development registry (the Events Registration System), which will include a common tool for evaluating courses and presenters; and
- A professional growth planner for certificated staff, pre-service teachers, and paraeducators.

WHAT DESCRIPTIVE DATA ABOUT TEACHERS AND STAFF ARE MISSING AND WHY ARE THEY IMPORTANT?

JLARC staff evaluated the difference between the necessary data elements and data system capabilities and the existing data elements and system capabilities to determine what additional staff related data are missing at the state level. Some of the data elements listed above are in OSPI plans for collection but are described in this section because of their importance and the fact that their collection depends on funding and the success of system development.

Types of Certification and Areas of Endorsement Including Years in Which Earned: It important for state purposes as well as federal No Child Left Behind requirements that information about certifications and endorsements be readily available and accurate. The data should include all existing and planned certifications and endorsements such as Pro-Cert, NBPTS, and Mentor/Coach. OSPI has recently developed an on-line certification application process, the *e*Cert system. This system contains information such as certifications and endorsements for most all certificated staff. However, teachers who earned their certificates prior to 1987 are not required to renew their certificates on a regular basis. OSPI says there are plans to import the information, but currently data on an estimated one-eight of teachers are not in the system. Further, many of the data elements are self-reported and the information is not verified or updated by school districts.

Academic Degrees, Majors, and Routes to Certification: Academic degrees, majors, and routes to certification are also important data for assessing preparation and qualifications of teaching staff.

Teacher Schedules Including Courses Being Taught (with grade and subject information): Research shows that experienced teachers who know effective instructional strategies and the subject matter produce higher achievement outcomes among their students. Teacher schedules, including a **teacher identification number**, which can be linked to student records through the use of **course codes,** would provide the greatest amount of useful information in gaining a better understanding of student outcomes. However, at a minimum, information about **teacher assignments** in terms of **specific grade levels** and **subject areas** taught are necessary. The lack of this information is a **major deficiency** in the current data collection systems. These data are critical in terms of connecting teacher expenditures with student outcomes, especially with the amount of focus on WASL results by grade level and by subject area. In addition, the federal No Child Left Behind Act requires that all students be taught by "highly qualified" teachers. Highly qualified teachers must hold full state certification and have demonstrated subject matter knowledge and teaching skills in each core academic subject in which they are assigned to teach. Without specific grade level and subject area information state researchers and analysts cannot answer the following questions:

- Which teachers are teaching which grade levels?
- Which teachers are teaching which subjects?
- How many teachers are teaching out-of-endorsement or in subjects different than their degrees or majors?

Professional Development and Professional Growth Plans: Given the magnitude of possible professional development expenditures and the impact quality professional development can have on effective teaching, there is a need to know more about the types of professional development taking place (e.g., workshops or embedded instruction) and its effect on student learning. Research shows that developing professional growth plans (detailing professional development activities geared toward identified growth areas) and tracking progress on those plans is a demonstrated way of increasing teaching effectiveness.

Reasons for Additional Pay for Certificated Staff: Washington will soon have more than 1,500 National Board for Professional Teaching Standards (NBPTS) certificated teachers. In addition to what many districts provide, the state pays NBPTS certificated teachers an annual bonus of $3,500. Besides the annual bonus, teachers receive education credits for completing the NBPTS assessment process and for each NBPTS certificate which increases the salaries they earn.

Washington State does not provide teachers with additional pay for teaching in challenging schools or for knowledge and skills, but these ideas have been discussed in a variety of settings including Washington Learns. If these types of additional pay are offered to teachers, it is important that data be collected and reported so these factors can be related to student outcomes.

WHAT DOES JLARC RECOMMEND?

While the largest educational expenditure is for staff, there are several necessary data elements that are missing and many of the necessary data already reported to the state are spread across several data bases and systems making analysis extremely difficult. A unified staff data system would greatly enhance districts' and the state's ability to make informed resource commitments. We believe this effort could be coupled with OSPI's current work on the Professional Development Management System to collect and make available additional necessary staff data.

Recommendation 4: OSPI should develop a plan to create a unified staff data system that includes all certificated staff, pre-service teachers, and paraeducators. The plan should be reported to JLARC by September 2007. The plan should include estimated costs, timelines for completion, relationship to efforts under way and plans for the Professional Development Management System. The staff data system should contain all descriptive data currently collected and should address the collection of additional data that includes:

- Teacher schedules including grades and subject areas or courses being taught;
- Types of certifications and endorsements including but not limited to Pro-Cert, NBPTS, and Mentor/Coach;
- Academic degrees, majors, and routes to certification;
- Professional development and professional growth plans;
- Progress toward meeting professional growth plans including how Learning Improvement Days are utilized and methods of achieving professional growth plan goals such as courses taken, workshops attended, and embedded training; and
- Reasons for any additional pay for certificated staff.

CHAPTER FOUR: STUDENT DESCRIPTIVE AND OUTCOME DATA

Descriptive data about students provides context that helps in understanding the relationship between outcomes and resources. School outcomes can vary because of the characteristics of their respective student populations even if the schools have similar levels of expenditures. Student data also provide categories for comparison groups, such as gender or race/ethnicity. Student outcome data are the key to understanding school performance. Although WASL results are the state's primary outcome measure, this chapter will include a discussion of other possible outcome measures.

SUMMARY OF STUDENT DESCRIPTIVE AND OUTCOME DATA AND ITS COLLECTION STATUS

Figure 5 lists student descriptive and outcome data that are necessary to collect, and the degree to which they are now collected by districts and/or reported to the state. The remaining sections of this chapter provide more detail on the rationale used to identify data as necessary, current data collected by the state, missing data, and recommendations for collecting it.

Detailed student data are collected by the Office of Superintendent of Public Instruction (OSPI) through the Core Student Records System (CSRS). These data include information about student enrollment and participation in programs such as eligibility for free and reduced lunch. Demographic information such as gender and race/ethnicity are also collected. CSRS includes longitudinal data, or data collected about students over time as they progress through the K-12 system. OSPI also collects detailed information about student performance on the Washington Assessment of Student Learning (WASL), and about students who graduate or drop out of school.

CSRS could be improved by including better information about the courses students take, especially course minutes and core courses completed that prepare students for college. Currently, there are no standard conventions for naming courses among the districts or schools. A statewide course catalogue containing information about courses that is standardized statewide would be useful for conducting analyses of core course completion. Better audits of student data submitted to OSPI by the districts would be useful as well, to ensure that each district is interpreting data definitions the same way. The state should also consider a college readiness test, since there are no outcome measures beyond the 10th grade WASL.

Figure 5 – Summary of Student Descriptive and Outcome Data and Collection Status

Necessary Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
A unique statewide student identifier that allows matching of student records from grade to grade and across campuses and/or districts	☑		
Student-level enrollment, demographic and program participation information	☑		
Information on untested students	☑		
Student-level transcript information, including information on courses completed and grades earned	☑ (planned)		
Student-level graduation and dropout data	☑		
A state data audit system assessing data quality, validity and reliability	☑ (technical standards only – no system in place to audit comparability of data)		
The ability to match individual students' test records from year to year to measure academic growth	☑ WASL results for grades 3-8 and grade 10		
The ability to match student records between the K-12 and higher education systems	☑		
Student-level college readiness test scores		☑ Some districts and schools may administer these tests for their own use.	☑ Some districts and schools do not administer these tests.
Family income (estimated using free/reduced lunch)	☑		
Course minutes		☑ Some districts collect this information on student schedules.	☑ Some districts do not collect this information.
Core courses completed			OSPI is planning to collect transcript information from districts, but there are no current conventions for naming courses.

Source: JLARC.

WHAT STUDENT DESCRIPTIVE AND OUTCOME DATA ARE NECESSARY?

This section will describe the most critical elements of a state data system. This topic has received a great deal of attention recently, since many states are developing systems to comply with federal No Child Left Behind reporting requirements.

To determine which data are necessary to collect, we reviewed research on education data systems, focusing on the ten standards proposed by the Data Quality Campaign which is managed by the National Center for Education Accountability (NCEA) and includes an assessment of data systems in all states. We also reviewed past JLARC reports, standard education research and methodology, and research by the consultants to Washington Learns.

The Data Quality Campaign recommends the following elements of a statewide longitudinal data system:

1. A unique statewide student identifier that allows matching of student records from grade to grade and across campuses and/or districts;
2. Student-level enrollment, demographic and program participation information;
3. Information on untested students;
4. Student-level transcript information, including information on courses completed and grades earned;
5. Student-level graduation and dropout data;
6. A state data audit system assessing data quality, validity and reliability;
7. The ability to match individual students' test records from year to year to measure academic growth;
8. The ability to match student records between the K-12 and higher education systems; and
9. Student-level college readiness test scores.[2]

In addition to the data recommended by the Data Quality Campaign, the following data elements are also emphasized in education research studies:

1. Many researchers (and a JLARC study completed in 1999) emphasize the importance of a **student's family background** in understanding student outcomes. Data elements most often used for family background include mother and father's educational status and income. Because of the difficulty of collecting accurate data on a student's family background, participation in free and reduced lunch is often used as a proxy. Student participation in free and reduced lunch programs is currently collected by OSPI.
2. The consultants to Washington Learns identified **course minutes** as important in understanding student performance. For example, students spending 30 minutes in an intensive reading class might perform much differently than students spending 90 minutes in the same class.

[2] The Data Quality Campaign also lists a teacher identifier system to match teachers to students as essential. This element is discussed in Chapter 2 of this report.

3. **Core course completion** is also an important element to many researchers. It is used in national reports, such as "Measuring Up," to grade and compare states on their level of student preparation for college. Core course completion patterns related to preparation for college include the percentage of students completing algebra by 8th grade, the percentage of 9th to 12th graders who complete upper-level math or science, and the percentage of 12th graders taking at least one upper-level math course. Course completion patterns have also been emphasized as important to collect in well-regarded studies completed by the National Center for Education Research.

WHAT STUDENT DESCRIPTIVE AND OUTCOME DATA ARE ALREADY REPORTED TO THE STATE?

This section describes data that are currently reported or planned to be reported to the state.

The primary source of student level data in the state is the Core Student Record System (CSRS), for which the Legislature provided $2.9 million in the 2006 Legislative Session. OSPI is currently implementing the third version of CSRS. It now includes data elements that meet, or partially meet, seven of the standards listed by the Data Quality Campaign, as follows:

1. A unique statewide student identifier that allows matching of student records from grade to grade and across campuses and/or districts;
2. Student-level enrollment, demographic, and program participation information;
3. Information on untested students;
4. Student-level transcript information, including information on courses completed and grades earned;
5. Student-level graduation and dropout data;
6. A state data audit system assessing data quality, validity, and reliability; and
7. The ability to match individual students' test records from year to year to measure academic growth.

OSPI has implemented a unique statewide identifier for K-12 students. OSPI already collects student-level descriptive data on enrollment, demographic and program participation information on untested students, and student-level graduation and dropout data through the Core Student Records System (CSRS).

OSPI plans to collect detailed student transcript information from all districts, including courses completed and grades earned, which will also be included in CSRS.

A state data audit system is partially in place now for CSRS data. OSPI has implemented a series of data edits that check whether the student data collected from the districts meet certain technical standards. OSPI has also developed a statewide data manual that defines the data that districts are required to report. However, there are no audits in place that analyze whether the data provided meet those definitions.

OSPI is able to match students' state test records (WASL results) over time. In addition, OSPI staff are now experimenting with adding new test items to better measure individual student growth over time, and expect to be able to report preliminary results by 2008. The final report issued by Washington Learns includes recommendations for a kindergarten readiness test, and

for demonstration project grants to implement best practices for K-3 learning. These efforts, while not specifically listed in the Data Quality Campaign requirements, would be helpful in supplementing the existing assessments now in place since the WASL is first administered to students in third grade.

The State Board for Community and Technical Colleges (SBCTC) currently matches K-12 records to postsecondary education records (including records from baccalaureate institutions) for analyses on remedial education and transfer students.

OSPI is attempting to collect information through CSRS about **course minutes**. This information can be obtained through student class schedules. **Core courses** completed by students could be collected from the transcripts as long as there are statewide naming conventions for courses meeting certain criteria (e.g., "Algebra I"). The next section will classify these data as "missing." While OSPI staff are planning to collect the data, they are currently reporting difficulties that prevent them from proceeding with their plans.

WHAT STUDENT DESCRIPTIVE AND OUTCOME DATA ARE MISSING AND WHY ARE THEY IMPORTANT?

Comparing the necessary data identified in current research to the data currently collected or planned by OSPI reveals the following gaps in data collection:

- Data audits focusing on whether districts are interpreting data definitions correctly;
- Student-level college readiness test scores;
- Course minutes (which can be collected from student schedules); and
- Core courses completed (which can be collected from student transcripts and a statewide course catalogue).

While OSPI has developed a manual for CSRS that provides definitions for the data elements collected, there are no routine audits in place that collect data from different districts and compare whether the data definitions are interpreted by the districts in the same way so that the data are comparable.

WHAT DOES JLARC RECOMMEND?

Recommendation 5: OSPI should conduct regular data audits on Core Student Records System (CSRS) data to assess the comparability and quality of the data provided by the districts.

Recommendation 6: OSPI should conduct an analysis to determine the college readiness test that best fits the state's needs and report its findings to the Legislature.

Recommendation 7: OSPI should collect better information about courses, including course minutes and core courses completed by students. OSPI should develop statewide conventions for naming courses.

CHAPTER FIVE: DESCRIPTIVE DATA ABOUT SCHOOLS AND COMMUNITIES

Various research studies have indicated how characteristics of a student's school and the surrounding community can affect academic performance. Descriptive school and community data help explain the environment in which teaching and learning take place. However, **because of the complexities** involved with collecting and reporting some of the **school and community descriptive data,** we are offering this chapter more as a discussion of **what would be "useful" rather than "necessary."** We describe what data currently are available at the state level that can be used now and areas where further work can be done to determine the feasibility and cost-effectiveness of collecting additional data.

WHAT DESCRIPTIVE DATA ABOUT SCHOOLS AND COMMUNITIES ARE USEFUL?

In order to determine which school and community data are useful in helping explain relationships between expenditures and student and school outcomes, we reviewed research studies, interviewed school and district administrators and staff, and interviewed national and state researchers. Figure 6 below shows the data elements that are considered useful.

Figure 6 – Summary of Descriptive Data about Schools and Communities and Collection Status

Useful Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
School enrollment	☑		
Aggregate student demographic factors such as gender, race/ethnicity, primary language spoken at home	☑		
Aggregate student mobility rates and time in district/school	☑		
Percentages of students who participate in various programs, such as free and reduced lunch, Title 1, Learning Assistance Program (LAP), gifted and highly capable, migrant, and bilingual	☑		
Student health and risk factors	DOH and DSHS surveys, for some schools and districts		

Useful Data Elements	Data Currently Collected by Districts and Reported to the State	Data Currently Collected by Districts, but NOT Reported to the State	Data NOT Currently Collected by Districts
Characteristics of the community surrounding the school, such as indicators of the income and education level of the population	Census data are available by district.		
Nine Characteristics of High Performing Schools		Use of this assessment tool/process is not uniform. Varying information is collected.	
Percentages of students who are bused		Districts have varying degrees of information about bus ridership.	
Volunteer hours spent at each school		Collected by some schools.	
Student access to computers and internet	District level data are reported annually on OSPI technology surveys.	Some school-level data are available for some, but not all schools.	
Condition and use of school facilities		Districts are required to report this information as part of their school performance reports, but there are inconsistencies.	

Source: JLARC.

WHAT DESCRIPTIVE DATA ABOUT SCHOOLS AND COMMUNITIES ARE ALREADY AVAILABLE TO THE STATE?

Aggregated student data such as school enrollment and demographics and percentages of students who participate in various programs are currently collected through OSPI's Core Student Records System and can be reported by school.

Student health and risk factors are collected through other state agencies, including:

- The Department of Social and Health Services (DSHS) Profiles on Risk and Protection for Substance Abuse Prevention Planning – by School Districts are available at http://www1.dshs.wa.gov/rda/research/4/53/2006/sd.shtm.
- The "Healthy Youth Survey" surveys students in grades 6, 8, 10, and 12 about safety and violence, physical activity and diet, alcohol, tobacco and other drug use, and related risk and protective factors. State level data are available for 2002 and 2004 and local data may also be available for certain school districts and schools. See http://www3.doh.wa.gov/HYS/.
- Census data by school district (but not necessarily by school service area) are available that can be used to estimate the socioeconomic status (education and income levels) of a student's surrounding community. See http://nces.ed.gov/surveys/sdds/tablemain.asp.

WHAT USEFUL DESCRIPTIVE DATA ABOUT SCHOOLS AND COMMUNITIES ARE MISSING?

Deliberate and consistent collection of school and community data, especially data gathered through surveys and other assessment, are necessary if making cross school comparisons. The following data items are included because school district staff, especially school principals, spoke of the impact these items had on teaching and learning:

Nine Characteristics of High Performing Schools – WAC 180-16-220 requires that each school district receiving state basic education funds develop a school improvement plan or process. The "Nine Characteristics of High Performing Schools" is an assessment tool OSPI developed to work with schools that had failed to make Adequate Yearly Progress and were in Title 1 school improvement status. This assessment tool can be used to guide the process required of all schools. Participants in this process set and prioritize goals, based on areas of greatest need and highest potential for impact. Implementation of the plan is monitored, including any observed impacts on student achievement. School staff spoke of the positive value of assessing a school and focusing attention around these characteristics.

Bus Ridership – Several principals talked about the challenges of trying to provide before and after school instruction for struggling students because of pupil transportation challenges. The principals believe that the higher the percentage of students in a school that must ride a bus, the greater the challenge in helping all students meet standards. OSPI has requested additional funding for transportation and mentioned this problem as part of the rationale for that funding. School bus ridership logs are currently maintained in some form for all school districts busing students. For most districts these logs include information about how many students ride buses, where they are picked up and dropped off each day, and the school where they attend. However, only district-wide numbers of students riding buses and distances traveled are reported to OSPI.

Volunteer Support – Again in interviews with principals, the volunteer support schools receive from parents was considered an important factor in school success. Volunteer assistance can provide teachers with more time to focus on instruction and interaction with students, as well as giving students one-on-one tutoring from a caring adult. Some principals reported that having volunteers, if used effectively, was almost like having additional staff. Some schools track volunteer support hours, while others do not.

Computer and Internet Access Available to Students – Technology and computer use in society, as a tool on the job, and as an important part of teaching and learning, is expanding rapidly. Student access to computers and the internet are now integral parts of preparing students for the future. Knowing how to use computers and find information on-line are essential skills and can provide greater access to educational materials to enhance learning in all subjects. Increased technology is one requirement under the federal No Child Left Behind law. Funding comes from federal, state, local, and private sources.

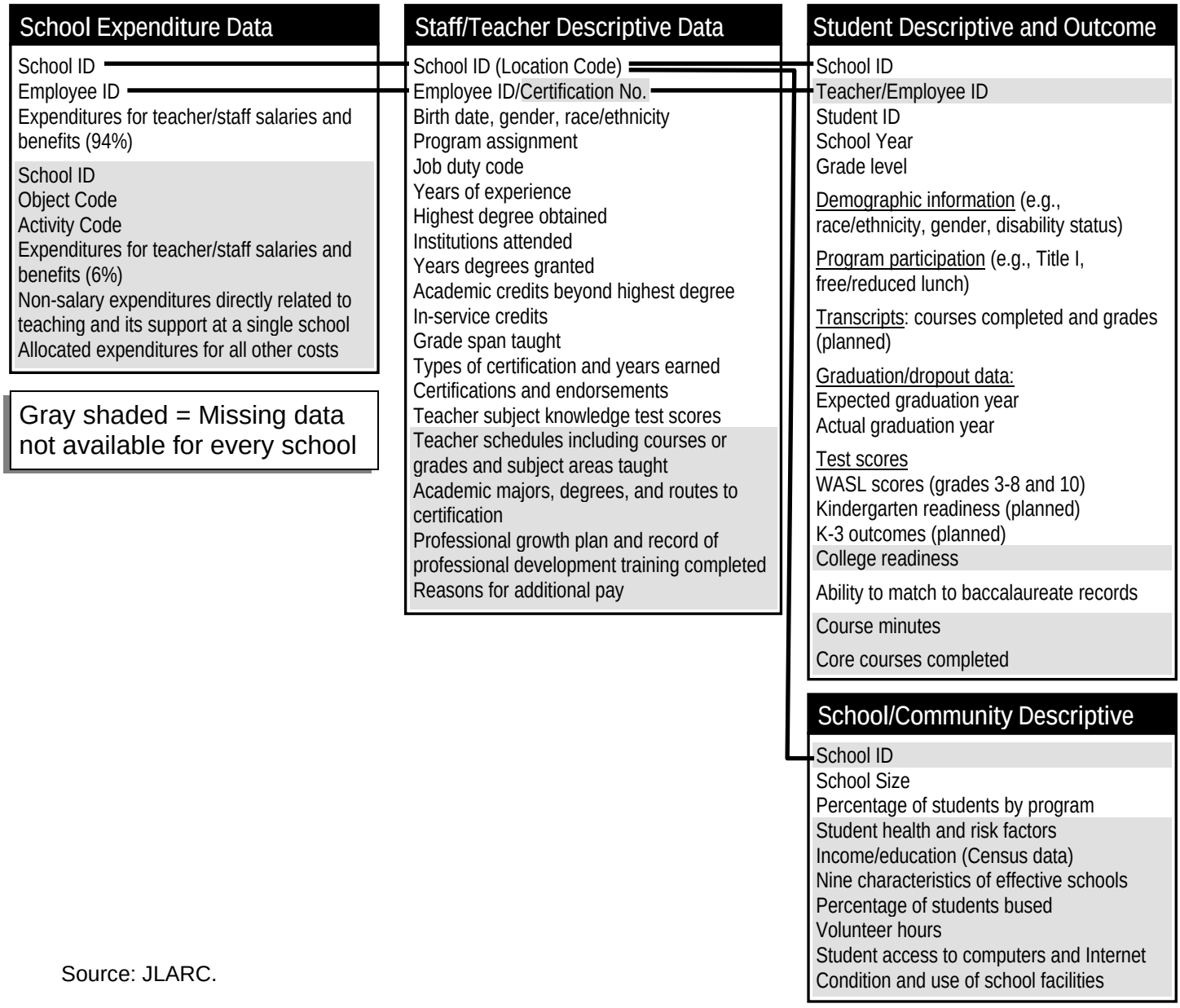
Condition and Use of School Facilities – RCW 28A.655.110 (2)(g) requires that schools provide annual reports to parents and other interested parties that include information about the use and condition of school facilities. Some studies have shown that the condition of school facilities can have an effect on student learning; for example, in our interview with one principal, she mentioned a lack of air conditioning as the primary reason the school was unable to offer remediation courses during the summer. As required by law, this information should be regularly reported.

CHAPTER SIX: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

After studying what expenditure, outcome, and descriptive data are necessary, reviewing data currently available at the state and district levels, and considering additional data elements needed, we conclude that a data system designed to evaluate the connections between expenditures and outcomes and aid in making resource commitments, does require additional data be collected.

The ultimate use of all of the data described in this report would be a linked, comprehensive database that includes school-level expenditures, outcomes, student characteristics, teacher/staff characteristics, and community/school characteristics.

Figure 6 – Summary of Data Currently Collected and Missing



Source: JLARC.

The areas shaded gray include data not currently collected, while the areas not shaded reflect data now collected and reported to the state, by school.

As the diagram shows, there are substantial school-level data now available to the state. Ninety-four percent of actual compensation expenditures are now reported by building, as are WASL scores and certain teaching staff, school, and student characteristics. By making use of data already collected and linking current data sets using school codes, questions including the following can be answered:

- How does student performance on the WASL at each school vary with teacher compensation at each school?
- How does student performance on the WASL at each school vary with the use of certificated vs. classified staff at each school?

By including and linking additional data for expenditures, teachers, staff, students, and schools, more comprehensive questions can be answered, such as:

- How many teachers are teaching outside of their endorsement area? How does this impact student performance?
- How do school-level expenditures, combined with other descriptive data, impact student (and school) performance?
- How do schools with similar student, staff/teacher, and school characteristics compare on WASL scores?

In addition, we recommend that the Legislature and school districts would be best served by prioritizing efforts to collect building level data as follows:

First, **concentrate on the collection and reporting of expenditures at the school level**. Attention to outcomes is largely focused on WASL results and on-time graduation rates. Data for these outcomes are readily available. Also, there is a fair amount of information about students already collected (or soon to be collected). It is school-level expenditure data that are most lacking. Districts are not required to report school-level expenditure data to the state. However, according to RCW 28A.655.110, school building expenditures must be reported to parents and interested citizens. Collecting school-level expenditure data and linking it to WASL results now reported by school would be helpful in answering questions such as:

- How do schools with similar levels of expenditures compare in terms of WASL scores?
- Are higher or lower expenditures on particular activities related to differences in WASL scores?

Next, **focus on the collection and reporting of descriptive information on teachers and staff**. Staff are the major expenditure in the K-12 education system (approximately 82 percent). Classroom teachers represent the most critical factor in the education system over which districts have some control. Staff data tend to be spread over several data systems and lack some important data elements especially for teachers. The current S-275 can provide a good understanding of expenditures for staff at the school level and can be linked with WASL results and other outcomes to answer many questions, such as:

- How do schools with similar teacher/staff characteristics compare in terms of WASL scores?
- How do salary and benefit expenditures vary with performance on the WASL?

Since the S-275 is a beginning of the school year snapshot of planned staff assignments and compensation, it does not reflect any changes in staffing that occur during the school year. Therefore, the data should be improved so that a complete end-of-year picture is provided. Also, the S-275 would be much improved if it included information about the subject area(s) and specific grade(s) taught. Adding this information would allow answers to questions including:

- Are subjects being taught by teachers certified in the subject area?
- Where are there shortages of qualified teachers in particular subject and geographical areas?

Additional information about teacher and staff characteristics such as professional development courses completed would allow for other analyses to be conducted that would assist in making decisions about how and where best to invest funding for staff and teacher training.

Third, **collect better student data**. OSPI has made significant strides over the past few years with the Core Student Records System (CSRS). CSRS is still lacking some of the elements recommended in research studies, but it can currently be used to answer questions about WASL performance by various student groupings and characteristics. It is important to collect better information about courses, and link teachers to courses, so that the state can better understand how these factors impact student performance. It is also important to identify outcomes in grades where the WASL is not currently administered.

Focus last on community and school data. The characteristics of a student's surrounding school and community are very important, but the tools to measure some of these characteristics are not completely developed for reporting at the school level.

As the data collected become better used and more reliable over time, it will be possible to support new initiatives with data on student performance, and relate resources and other variables to student performance.

SUMMARY OF RECOMMENDATIONS

Recommendation 1: OSPI should collect actual, total end-of-year salary and benefit expenditure data on an updated S-275 using school codes that can be linked to WASL scores and other outcomes. Reporting and coding definitions and requirements should be developed by OSPI and published in the State Accounting Manual, in consultation with the Accounting Advisory Committee.

Legislation Required:	No
Fiscal Impact:	OSPI has submitted a 2007-09 budget request for increased transparency in financial reporting which includes plans to report school-level expenditure data.
Implementation Date:	2007-08 school year and ongoing

Recommendation 2: OSPI should collect actual non-salary expenditures directly related to teaching and its support expended at each school. Reporting and coding definitions and requirements should be developed by OSPI in consultation with the Accounting Advisory Committee, and published in the State Accounting Manual. OSPI should report the proposed methodology to JLARC prior to publication and implementation.

Legislation Required:	No
Fiscal Impact:	OSPI has submitted a 2007-09 budget request for increased transparency in financial reporting which includes plans to report school-level expenditure data.
Reporting Date:	July 2007
Implementation Date:	2007-08 school year and ongoing

Recommendation 3: OSPI should develop statewide standardized methodology for reporting and allocating shared and district-wide expenditures not directly related to teaching and its support, in consultation with the Accounting Advisory Committee. OSPI should report the proposed methodology to JLARC prior to implementation.

Legislation Required:	No
Fiscal Impact:	OSPI has submitted a 2007-09 budget request for increased transparency in financial reporting which includes plans to report school-level expenditure data.
Reporting Date:	July 2007
Implementation Date:	2007-08 school year and ongoing

Recommendation 4: OSPI should develop a plan to create a unified staff data system that includes all certificated staff, pre-service teachers, and paraeducators, and report the plan to JLARC by September 2007. The plan should include estimated costs, timelines for completion, relationship to efforts under way and plans for the Professional Development Management System (PDMS). The staff data system should contain all descriptive data currently collected and should address the collection of additional data that includes:

- **Teacher schedules including grades and subject areas or courses being taught;**
- **Types of certifications and endorsements including but not limited to Pro-Cert, NBPTS, and Mentor/Coach;**
- **Academic degrees, majors, and routes to certification;**
- **Professional growth plans;**
- **Progress toward meeting professional growth plans including how Learning Improvement Days are utilized and methods of achieving professional growth plan goals such as courses taken, workshops attended, and embedded training; and**
- **Reasons for any additional pay for certificated staff.**

Legislation Required:	No
Fiscal Impact:	JLARC assumes this can be incorporated as part of the efforts to create PDMS.
Reporting Date:	September 2007
Implementation Date:	2010-11 school year and ongoing

Recommendation 5: OSPI should conduct regular data audits on Core Student Records System (CSRS) data to assess the comparability and quality of the data provided by the districts.

Legislation Required: No
Fiscal Impact: Indeterminate
Implementation Date: 2007-08 school year and ongoing

Recommendation 6: OSPI should conduct an analysis to determine the college readiness test that best fits the state's needs and report its findings to the Legislature.

Legislation Required: No
Fiscal Impact: Indeterminate
Reporting Date: January 2008

Recommendation 7: OSPI should collect better information about courses, including course minutes and core courses completed by students. OSPI should develop statewide conventions for naming courses.

Legislation Required: No
Fiscal Impact: Indeterminate
Implementation Date: 2007-08 school year and beyond

AGENCY RESPONSES

We have shared the report with the Office of the Superintendent of Public Instruction (OSPI) and the Office of Financial Management (OFM). Their written responses are included as Appendix 2. JLARC's comments on their responses follow as Appendix 2A.

ACKNOWLEDGEMENTS

We appreciate the assistance provided by school district and OSPI staff in conducting this study.

Ruta Fanning
Legislative Auditor

On February 21, 2007, this report was approved for distribution by the Joint Legislative Audit and Review Committee.

Representative Ross Hunter
Chair

APPENDIX 1: SCOPE AND OBJECTIVES

K-12 DATA STUDY

SCOPE AND OBJECTIVES

MAY 24, 2006

STATE OF WASHINGTON
JOINT LEGISLATIVE AUDIT AND REVIEW COMMITTEE

STUDY TEAM

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RUTA FANNING

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BACKGROUND

In 2005, the Joint Legislative Audit and Review Committee (JLARC) completed a study of school-level spending and performance assessment within the state's K-12 system.[3] JLARC members approved an addendum to the 2005 study which states:

> The Joint Legislative Audit and Review Committee recognizes there are significant costs and implementation challenges to develop a reporting system that would collect uniform and reliable school-level spending information from all local school districts. However, the Committee also believes that assessing how instructional resources and policy choices impact student learning outcomes is an important constitutional duty of the state. Therefore, the Committee recommends JLARC add a future study to our work plan, which would, in conjunction with the Governor's Washington Learns initiative, and with representatives from local school districts and boards, identify critical school performance data that would enhance both the Legislature's and districts' ability to make informed resource commitments. The study would also address related changes to information systems and accounting practices.

PREVIOUS JLARC WORK ON K-12 FINANCE

The 2005 JLARC study, and another JLARC study of K-12 finance and student performance completed in 1999,[4] included the following findings:

- Revenue and expenditure patterns are generally uniform across the state;
- Funding is allocated from districts to schools in various ways;
- The state collects spending data at the district level (not the school level);
- Districts use different methods of expenditure tracking, making it difficult to compare school spending across districts;
- Family factors are strongly related to student performance;
- Performance data are used by districts and schools in budgeting and decision-making; and
- Databases on students, staff, expenditures, and student performance information are not linked to one another.

[3] JLARC Report 05-19, K-12 School Spending and Performance Review, November 30, 2005.
[4] JLARC Report 99-9, K-12 Finance and Student Performance Study, September 15, 1999.

STUDY SCOPE

As directed by the addendum, JLARC staff will work with staff from Washington Learns and with representatives from local school districts and boards to identify critical school performance data that would enhance both the Legislature's and districts' ability to make informed resource commitments. The study will also address related changes to information systems and accounting practices.

STUDY OBJECTIVES

(1) Describe existing (and planned) data systems and accounting practices;

(2) Identify data elements that may prove helpful for evaluating the relationship between resource commitments and performance;

(3) Propose potential models for collecting and reporting resource and performance information; and

(4) Describe associated changes to information systems and accounting practices under various data models.

METHODOLOGY

Technical advisers from various stakeholder groups and agencies working on K-12 issues in Washington will provide input to JLARC regarding data elements and implementation issues associated with gathering and integrating information. In addition, JLARC staff will conduct a literature review and interview researchers and staff from various agencies and groups, as well as staff working with data systems in other states.

TIMEFRAME FOR THE STUDY

Staff will present a preliminary report in January 2007 and a final report in February 2007.

JLARC STAFF CONTACT FOR THE STUDY

Nina Oman	(360) 786-5186	oman.nina@leg.wa.gov
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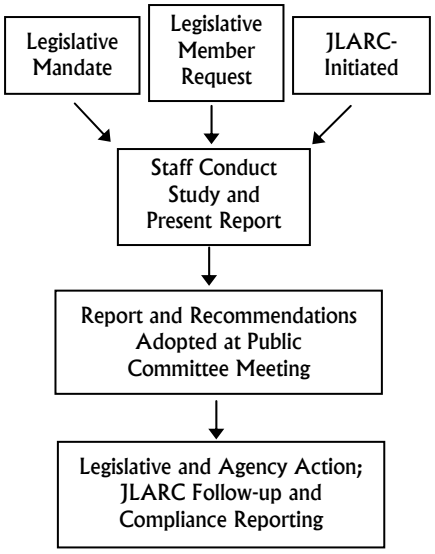
JLARC Study Process



Criteria for Establishing JLARC Work Program Priorities

- Is study consistent with JLARC mission? Is it mandated?
- Is this an area of significant fiscal or program impact, a major policy issue facing the state, or otherwise of compelling public interest?
- Will there likely be substantive findings and recommendations?
- Is this the best use of JLARC resources: For example:
  - Is the JLARC the most appropriate agency to perform the work?
  - Would the study be nonduplicating?
  - Would this study be cost-effective compared to other projects (e.g., larger, more substantive studies take longer and cost more, but might also yield more useful results)?
- Is funding available to carry out the project?

APPENDIX 2: AGENCY RESPONSES

- Office of Superintendent of Public Instruction
- Office of Financial Management

JLARC's comments on agency responses follow as Appendix 2A.

SUPERINTENDENT OF PUBLIC INSTRUCTION

RECEIVED
JAN 26 2007
JLARC

January 22, 2007

TO: Ruta Fanning, Legislative Auditor

FROM: Dr. Terry Bergeson
State Superintendent of Public Instruction

RE: OSPI Response to JLARC's K-12 Data Study

Thank you for the opportunity to review and comment on the JLARC K-12 Data Study. I believe the study provides us with a valuable compilation of K-12 data and background on the status of each component. As you have requested, this letter transmits my response to each of the seven report recommendations. In addition, I would like to express my views on key assumptions and findings of the report, as these have very significant impacts on our next steps.

I want to state upfront that I support the committee's purpose for collecting additional data. Pertinent data analyzed correctly provides important information for school improvement and system accountability. Thus, we need to continue improving and refining our data collection to assist both local educators and policy makers. My concerns, covered in more detail below, stem from the details of the specific elements recommended for collection and the methods of collection of some of these elements. I would like to work with you to identify how to collect the most critical data without compromising the intended capability for policy makers to evaluate their investments, and without placing an unnecessary burden on school districts.

Prioritization

For the most part, I agree with the list of the data elements characterized in the report as necessary for evaluating relationships between resources and student performance. However, I believe that several data elements included as "necessary" are peripheral to a state-level effort to improve student achievement through analysis of resource expenditures. Several data elements are not readily available and/or cannot be reported in an electronic system and practically used at a macro level for policy making.

I urge the committee to direct that the data elements under consideration for collection be prioritized based on the practicality of use by policy makers to improve school achievement, the effort involved in data collection, and the potential impact on student achievement. Such a prioritization will assist me as my office moves forward on the recommendations to create plans and fiscal estimates related to the collection of staff, course and fiscal data.

Transparency

I was privileged for last 18 months to work with several Legislators and the Governor on the Washington Learns study. As a result of the research our consultants performed on how successful school districts allocate their resources we also were able to "unblock" our state allocations into common sense categories of allocation. I urge you to amend your recommendations to link transparency in state allocations with transparency in school district expenditure data. Unless the two efforts proceed in concert, we collect more data and have no context for how the state intends resources be expended; we provide more data that can be used to criticize how school districts expend resources without providing the state allocation parameters to the general public to use in evaluating school data. My proposal for additional data from school districts, such as school-level expenditures, is linked to enhanced transparency on both sides of the equation: allocation and expenditure.

Cost at the State and District Level

As mentioned above, I have requested the resources associated with collecting additional data from school districts and for implementing more specific state allocations. The budget request, of course, covers the upcoming two years which would cover the development of data definitions and system re-tooling. However, school district business officials report that the cost of implementing system re-tooling is not adequately recognized in my budget request. More important, they report that the staffing investment districts would need to support expanded data collection is very significant. Districts cannot absorb the cost. I appreciate the opportunity to re-cost these efforts as part of the planning you have required of my office in your report.

Response to JLARC Recommendations

Recommendation	SPI Response and Comments
1. OSPI should collect actual, total end-of-year salary and benefit expenditure data on an updated S-275 using school codes that can be linked to WASL scores and other outcomes. Reporting and coding definitions and requirements should be developed by OSPI and published in the State Accounting Manual, in consultation with the Accounting Advisory Committee.	**Concur** The S-275 system collects individual compensation and characteristics of school employees that are employed as of October 1st; importantly, districts already update the compensation of these staff at year end. It is reasonable to expect the use of common school codes for reporting achievement results and staffing assignments. My staff will adjust reporting requirements accordingly. Further, they will review current end-of-year compensation reporting requirements to identify where data accuracy could be improved and identify the cost to the state and school districts of making such improvements. Please see data collection timeline note at end of this letter. In this recommendation, and those following, we appreciate JLARC recognition of the critical role that the

Recommendation	SPI Response and Comments
	School District Accounting Advisory Committee plays in partnering with OSPI in defining this data.
2. OSPI should collect actual non-salary expenditures directly related to teaching and its support expended at each school. Reporting and coding definitions and requirements should be developed by OSPI in consultation with the Accounting Advisory Committee, and published in the State Accounting Manual. OSPI should report the proposed methodology to JLARC prior to publication and implementation. 3. OSPI should develop statewide standardized methodology for reporting and allocating shared and district-wide expenditures not directly related to teaching and its support, in consultation with the Accounting Advisory Committee. OSPI should report the proposed methodology to JLARC prior to implementation.	**Concur** There is a fine-line inherent in the collection methodologies employed to implement recommendation 2. Collecting school-level data directly vs. allocating the data among schools based on a reasonable method will hold significant implications for district resources associated with tracking and reporting expenditures. I will direct my office to place a high premium on methods that reduce the impact on district workload to reflect new details of school-level spending. I appreciate JLARC's direction to carefully consider which data should be collected at the school level and which expenditure data should be allocated among schools based on a reasonable and consistent method. I look forward to reporting to you options that distribute costs by school without unnecessarily burdening school district resources.
4. OSPI should develop a plan to create a unified staff data system that includes all certificated, pre-service teachers, and paraeducators, and report the plan to JLARC by September 2007. The plan should include estimated costs, timelines for completion, relationship to efforts under way and plans for the Professional Development Management System (PDMS). *(The JLARC report goes on to list the specific data to be included for collection.)*	**Concur with Reservations** The report notes that I have requested resources to implement a professional development management system (PDMS). Clearly I agree that part of the data listed for collection is an integral component of a PDMS. Further, I concur with this recommendation in that OSPI is required to develop a plan on how to collect such data and the associated costs. My reservations are a reflection of the specific data elements recommended for collection for teachers, pre-service teachers, and paraeducators. Several of these elements are useful for local decision making as they allow principals and staff to personalize improvement strategies based on individual professional growth plans. However, their collection at the state level will have little relevance to state-level policy making, create a tremendous bureaucracy to collect and centrally report in a standard format, and siphon valuable resources away from the investments in student learning research tells us makes a difference.
5. OSPI should conduct regular data audits on Core Student Records System (CSRS) data to assess the comparability and quality of the	**Concur** Audits are an appropriate component of a data system. However, audits hold two challenges. First, most if not all of the student information systems are not true

Recommendation	SPI Response and Comments
data provided by the districts.	transactional systems. Meaning that when a data element is changed within the system, there is not a trail of what the record was prior to the change. In some instances a change can happen multiple times for one student in a short period of time. Without knowing what has happened to that record over time, true auditing will be difficult. Second, once an audit is complete, improving data collection will remain very difficult. I believe that districts do want clean and accurate data but do not have the resources to support such tasks. Until funding to support data collection is addressed, we will continue to struggle with clean, timely and accurate data. With additional resources my office will develop a comprehensive audit plan: identifying the data appropriate for audit, the nature of the audit, and steps to assist districts with data reporting.
6. OSPI should conduct an analysis to determine the college readiness test that best fits the state's needs and report its findings to the Legislature.	**Partially Concur** It would not be appropriate for OSPI to unilaterally choose a test since the test must also be useful to colleges, but I support the development or identification of a single measure of college readiness. First, the report cites the fact that many school districts today administer the college *placement* test used by their local community and technical college so that their students know whether or not they are ready to be placed in college-level courses. This is a useful practice that could be expanded, but it must be based upon use of the test acknowledged by the local college. Schools do not use one test because the colleges do not use one test. If the colleges were to agree upon a single test, it would be logical for all school districts to administer that test. Second, placement tests assess the appropriate course into which a student should be placed in a specific subject area. They are not general "college readiness" assessments, which some readers might equate to the ACT or SAT and which are used as part of admissions decisions by baccalaureate institutions. They are not the only criterion for admission; they generally are not considered the best predictor of student success at a university; and they are not useful to students preparing to attend community and technical colleges. If the objective of the recommendation is to have a single reliable indicator of how well schools are preparing students for college-level work, I believe the

Recommendation	SPI Response and Comments
	appropriate action is to support the Phase 2 work of the state's Transition Math Project (TMP). The TMP is a joint project of higher education and my office. The project is now considering the development of an assessment aligned with Washington's learning standards that might also serve as a single placement test useful to the state's public baccalaureates and community and technical colleges. No currently available assessment can serve this function. Since mathematics performance is by far the largest cause of students' placement in pre-college courses, use of this test – when developed – would provide a useful measure of system improvement. Until that time, use of the currently available remediation report provides the best alternative since, regardless of the instrument used, the measure of success or failure of the system is placement of the student in a pre-college course.
7. OSPI should collect better information about courses, including course minutes and core courses completed by students. OSPI should develop statewide conventions for naming courses.	**Concur** Data on student courses is absolutely necessary for us to successfully implement the GPA Cohort alternative assessment, answer questions about successful interventions, and for data sharing between education sectors and agencies. I agree that collecting course data is necessary to undertake and will pursue the funding required to do so. With the many separate data systems throughout the state, collecting such information will be very complex. While technically collecting more detailed data is relatively simple, collecting more detailed data accurately is much more complex. Unless we are willing to fund school districts to properly code and track course data using statewide naming conventions, we will struggle with data accuracy. The collection of course minutes and more detailed data about what is happening in the classroom is information that would be useful to collect for research purposes or delivering data back to districts. I will direct my staff to be thoughtful about defining the research upfront in order to prioritize the collection of data. Again, some data may not be useful at the state level and we will need to weigh the cost of collection versus relevance.

Note on Data Collection Timelines

Collection of expenditure data in a different format, level, or new elements requires a large-lead time for school districts. Realistically it will take 9 months to define the accounting standards of building level expenditures working with the school district accounting advisory committee process. Once defined OSPI and school districts must

reprogram their systems to capture the new data elements in time to leave districts six months to prepare budgets according to the new data definitions; and then collect expenditure data in the implementation year based on budgets defined for the new elements.

For instance, if OSPI was charged with collecting building level information in April 2007, the new data elements and accounting rules must be defined by January 2008 or earlier, to allow school districts to reprogram systems to incorporate these revisions in their 2008-09 budgets. By September 2008 school districts must have their financial systems reprogrammed to enable them to create and track the school level expenditures. The reporting of expenditure data for the 2008-09 school year will be complete December 2009. This timeline, although long, is ambitious.

Where OSPI is required to report back to JLARC and/or the legislature prior to implementation of a data collection plan, or an appropriation is required to recognize the cost of new data collection, it is far more realistic that districts could begin collecting data for the 2009-10 school year.

In closing, I appreciate that your audit process includes a robust step for agency comments. In your recommendations you have been careful to give the school system time to plan for new data collection, and this planning will provide us all with better data once it is ultimately collected. I look forward to working with your staff and the committee to refine expectations, develop plans and cost estimates, and prioritize our efforts so that our investments can more readily improve accountability and student achievement.

RECEIVED
JAN 29 2007
JLARC

STATE OF WASHINGTON
OFFICE OF FINANCIAL MANAGEMENT
Insurance Building, PO Box 43113 • Olympia, Washington 98504-3113 • (360) 902-0555

January 24, 2007

TO: Ruta Fanning, Legislative Auditor
Joint Legislative Audit and Review Committee

FROM: Victor A. Moore, Director

SUBJECT: PRELIMINARY REPORT – K-12 DATA STUDY

Thank you for giving the Office of Financial Management (OFM) the opportunity to review JLARC's preliminary report on K-12 Data Study.

We share your interest in enhancing data systems to inform school and state resource decisions and look forward to working collaboratively toward this shared goal. Before the JLARC recommendations are put in place, however, we recommend further analysis of the impact that the new reporting requirements would have on schools and districts, so that the level of effort required can be weighed against expected usefulness. This additional information would assist state policy makers in prioritizing the key improvements to our data systems and the timing of those changes. Our partial concurrence on individual recommendations reflects this concern regarding usefulness versus cost.

As the state prioritizes new elements for data collection, we recommend that the Office of the Superintendent of Public Instruction (OSPI) continue to look for efficiencies in the reporting of current school district data, avoiding duplication where possible. In addition, we encourage OSPI to make recommendations to the Legislature concerning current data element requirements that could be removed from our systems.

Here are our responses to your individual recommendations.

Recommendation	Agency Position	Comments
1. OSPI should collect actual, total end-of-year salary and benefit expenditure data on an updated S-275 using school codes that can be linked to WASL scores and other outcomes. Reporting and coding definitions and requirements should be developed by OSPI and published in the State Accounting Manual, in consultation with the Accounting Advisory Committee.	Concur	This recommendation builds upon and improves current data elements. In addition, we want to highlight the value of your recommendation to use the same set of school codes for reporting expenditures as well as outcome data. These combined changes would greatly improve the quality of data elements already collected by the state.

2. OSPI should collect actual non-salary expenditures directly related to teaching and its support expended at each school. Reporting and coding definitions and requirements should be developed by OSPI in consultation with the Accounting Advisory Committee, and published in the State Accounting Manual. OSPI should report the proposed methodology to JLARC prior to publication and implementation.	Partially concur	We agree that such school-level expenditure data would improve state data systems and analysis.
3. OSPI should develop statewide standardized methodology for reporting and allocating shared and district-wide expenditures not directly related to teaching and its support, in consultation with the Accounting Advisory Committee. OSPI should report the proposed methodology to JLARC prior to implementation.	Concur	
4. OSPI should develop a plan to create a unified staff data system that includes all certificated staff, pre-service teachers, and paraeducators, and report the plan to JLARC by September 2007. The plan should include estimated costs, timelines for completion, relationship to efforts under way and plans for the Professional Development Management System (PDMS). The staff data system should contain all descriptive data currently collected and should address the collection of additional data that includes: • Teacher schedules including grades and subject areas or courses being taught; • Types of certifications and endorsements including but not limited to Pro-Cert, NBPTS, and Mentor/Coach; • Academic degrees, majors, and routes to certification; • Professional growth plans; • Progress toward meeting professional growth plans including how Learning Improvement Days are utilized and methods of achieving professional growth plan goals such as courses taken, workshops attended, and embedded training; and • Reasons for any additional pay for certificated staff.	Partially concur	We concur that OSPI should develop a plan and consider including these additional data elements. The plan should weigh the costs and benefits of adding each additional data element and make recommendations regarding the inclusion of these elements based on that analysis.

5. OSPI should conduct regular data audits on Core Student Records System (CSRS) data to assess the comparability and quality of the data provided by the districts.	Concur	
6. OSPI should conduct an analysis to determine the college readiness test that best fits the state's needs and report its findings to the Legislature.	Concur	We concur that the state should establish one college readiness test. We also recommend that this determination be made through a collaborative effort between K-12 and higher education. Governor Gregoire, in her 2007-09 budget proposal, has recommended that the mathematics college readiness test be determined by Transitions Math Project, which includes representatives of the K-12 system, community and technical colleges, and public four-year institutions.
7. OSPI should collect better information about courses, including course minutes and core courses completed by students. OSPI should develop statewide conventions for naming courses.	Partially concur	Additional information about course offerings and completion that is linked to other data systems would enhance our policy analysis capabilities.

We look forward to your final report. If you have any questions, please contact Denise Graham at (360) 902-0572.

APPENDIX 2A: JLARC'S COMMENTS ON AGENCY RESPONSES

We are pleased that OFM and OSPI concur or partially concur with the study's seven recommendations, and appreciate very much the detailed comments provided by both agencies. We understand that OFM's three partial concurrences relate to cost concerns. OSPI's two partial concurrences require some clarification on our part.

Recommendation 4: This recommendation directs OSPI to develop a plan to create a unified staff data system. The plan should be reported to JLARC by September 2007.

OSPI concurs with developing a plan for a unified staff data system, but has reservations regarding specific data elements (unspecified in OSPI's response) stating that collection of these elements will have little relevance to state-level policy making while creating a tremendous bureaucracy to collect.

The JLARC recommendation does not require that new data be collected. It requires that a plan for collecting data be developed. The plan would include a cost benefit analysis for collecting the data.

Recommendation 6: With this recommendation we require OSPI to conduct an analysis to determine the college readiness test that best fits the state's needs and report its findings to the Legislature.

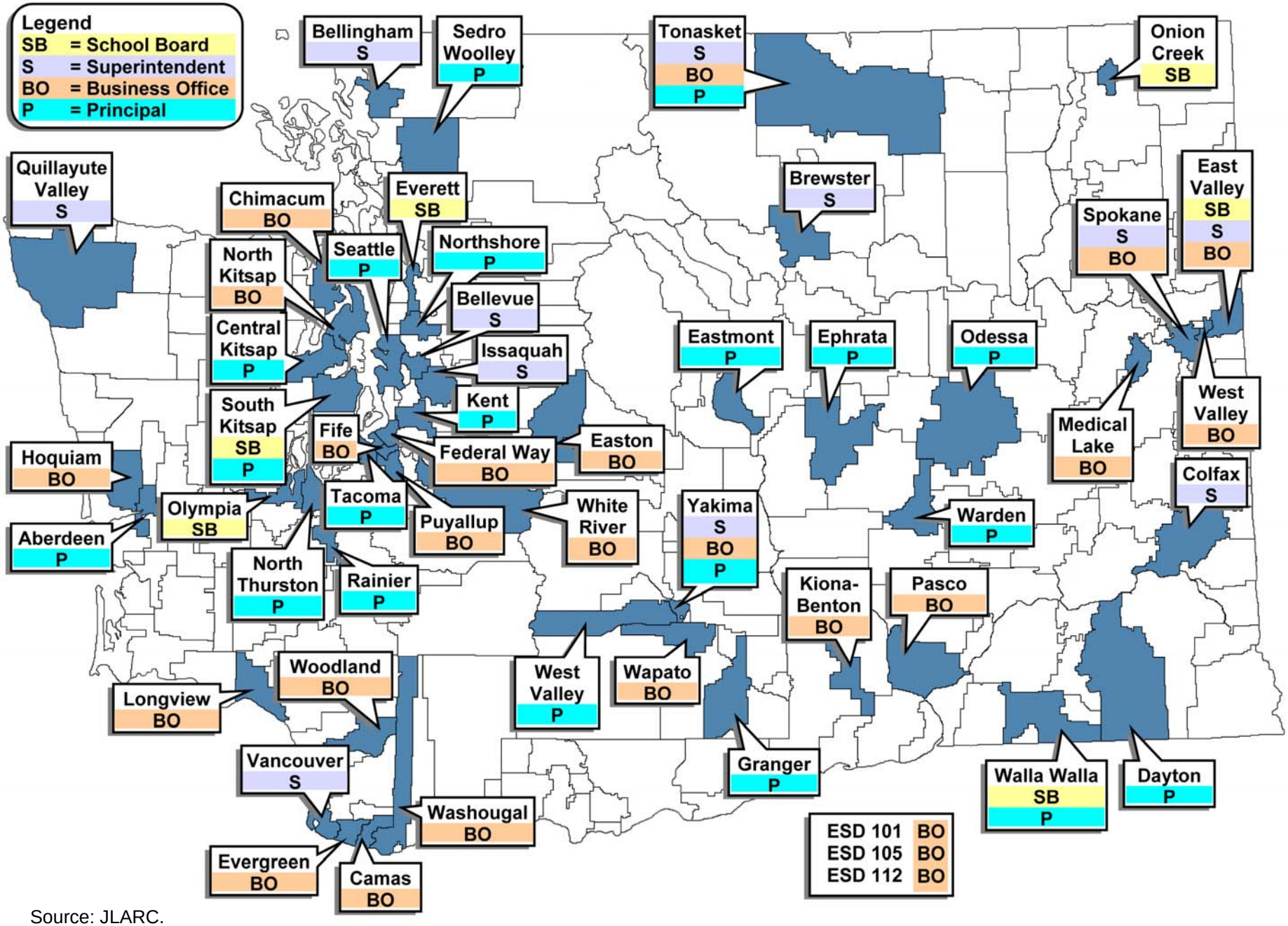
In its partial concurrence, OSPI supports a single measure of college readiness to be developed or identified jointly with representatives from institutions of higher education, and recommends focusing on a mathematics assessment test being considered for development by the Transition Math Project.

The JLARC recommendation does not prohibit OSPI from working with other agencies or partners. While we recognize that mathematics is an important indicator of college readiness, we urge OSPI to consider areas in addition to math in its analysis of an appropriate test.

APPENDIX 3: MAP OF INTERVIEWS WITH SCHOOL STAFF

See following page.

Interviews with School Board Members and Staff



Source: JLARC.

APPENDIX 4: ANNUAL SCHOOL PERFORMANCE REPORT (RCW 28A.655.110)

Annual school performance report -- Model report form.

(1) Beginning with the 1994-95 school year, to provide the local community and electorate with access to information on the educational programs in the schools in the district, each school shall publish annually a school performance report and deliver the report to each parent with children enrolled in the school and make the report available to the community served by the school. The annual performance report shall be in a form that can be easily understood and be used by parents, guardians, and other members of the community who are not professional educators to make informed educational decisions. As data from the assessments in *RCW 28A.655.060 becomes available, the annual performance report should enable parents, educators, and school board members to determine whether students in the district's schools are attaining mastery of the student learning goals under RCW 28A.150.210, and other important facts about the schools' performance in assisting students to learn. The annual report shall make comparisons to a school's performance in preceding years and shall include school-level goals under **RCW 28A.655.050, student performance relative to the goals and the percentage of students performing at each level of the assessment, a comparison of student performance at each level of the assessment to the previous year's performance, and information regarding school-level plans to achieve the goals.

(2) The annual performance report shall include, but not be limited to: (a) A brief statement of the mission of the school and the school district; (b) enrollment statistics including student demographics; (c) expenditures per pupil for the school year; (d) a summary of student scores on all mandated tests; (e) a concise annual budget report; (f) student attendance, graduation, and dropout rates; (g) information regarding the use and condition of the school building or buildings; (h) a brief description of the learning improvement plans for the school; and (i) an invitation to all parents and citizens to participate in school activities.

(3) The superintendent of public instruction shall develop by June 30, 1994, and update periodically, a model report form, which shall also be adapted for computers, that schools may use to meet the requirements of subsections (1) and (2) of this section. In order to make school performance reports broadly accessible to the public, the superintendent of public instruction, to the extent feasible, shall make information on each school's report available on or through the superintendent's Internet web site.

APPENDIX 5: FINANCIAL REPORTING SOFTWARE USED BY THE SCHOOL DISTRICTS

District Name	Software	Number of Districts	Number of Schools	Student FTE	% of Student FTE
Bellevue, Everett, Federal Way, Highline, Northshore, Puyallup, Spokane	BiTech	7	234	139,179	14.4%
Central Valley, Kennewick	Idaho Computing	2	44	24,640	2.6%
Clover Park	Munis	1	28	11,760	1.2%
Kent	Oracle, Cyborg	1	38	26,027	2.7%
Seattle	SAP	1	99	44,473	4.6%
Tacoma	Walker	1	59	30,242	3.1%
Damman, Orchard Prairie, Paterson, Shaw Island	Pen & Paper	4	4	209	0.0%
All other Districts	WSIPC	279	1,550	689,572	71.4%
	Total	***296***	***2,056***	***966,102***	***100.0%***

Source: WSIPC.