

2019-21 Biennial Budget Decision Package

Agency: 350 – Supt of Public Instruction

DP code/title: Dual Language for All

Budget period: 2019-21 Regular Session

Budget level: PL

Agency RecSum text:

Washington’s public K–12 schools are not taking full advantage of the opportunity to support students to become bilingual and biliterate. As our state and country become more diverse and more globally interdependent, there is a growing need for all of our students to learn a second language. The Superintendent requests \$13.6 million for the 2019–21 biennium to support school districts and tribal compact schools in building and sustaining effective dual language programs. Funds will support expansion of the dual language grant program, workforce development through incentives for bilingual teachers and paraeducators, and recognizing students for achieving bilingualism and biliteracy.

Fiscal detail: To be completed by budget staff

Operating Expenditures	FY 2020	FY 2021	FY 2022	FY 2023
General Fund – State 001-01	6,841,000	6,774,000	6,774,000	6,774,000
Total Expenditures	6,841,000	6,774,000	6,774,000	6,774,000
Biennial Totals	\$13,615,000		\$13,548,000	
Staffing	FY 2020	FY 2021	FY 2022	FY 2023
FTEs	3.5	3.5	3.5	3.5
Average Annual	3.5		3.5	
Object of Expenditure	FY 2020	FY 2021	FY 2022	FY 2023
Obj. A – Salaries	244,000	244,000	244,000	244,000
Obj. B – Benefits	85,000	85,000	85,000	85,000
Obj. E – Goods & Services	123,000	66,000	66,000	66,000
Obj. G – Travel	21,000	21,000	21,000	21,000
Obj. J – Equipment	10,000	0	0	0
Obj. N – Grants, Benefits & Client Services	6,358,000	6,358,000	6,358,000	6,358,000

Package description

Dual language education is basic education taught in two languages. The goals of dual language programs are for students to become both *bilingual* (able to speak two languages) and *biliterate* (literate in two languages) and attain high levels of academic achievement and sociocultural competence. Longitudinal research on the outcomes of dual language education show students who participate in dual language programs outperform their peers in academic assessments in English, have higher levels of cognitive flexibility and memory, and are more competent to engage in the global economy. Additionally, when English Learners (ELs) develop strong literacy in their home language, they develop English literacy faster and with greater proficiency. Dual language programs have dramatically stronger long-term outcomes for ELs than other program models designed to support English language acquisition.

For these reasons, every student should begin learning a second language in kindergarten instead of middle or high school. This can be accomplished by building school district and tribal compact school capacity to support first and second language development at every K–12 grade level – with the local district deciding the specific languages based upon community input and student demographics – by 2030.

If we begin second language acquisition in kindergarten, we can improve academic outcomes for ELs and Native American students while simultaneously giving native English speakers the skills to compete in a multilingual world.

In 2002, W. Thomas and V. Collier conducted a study comparing enrichment and remedial dual language program models and the effects of those models on the achievement of over 700,000 English Learners (ELs) from low-socioeconomic status (SES) homes. The results concluded that over time, ELs from low-SES homes in dual language programs outperformed the average performance of their native English-speaking peers. Not only did ELs who participated in a dual language program outperform English learners served through English-only instruction and models that do not develop literacy in English and the student’s home language (remedial models), they also outperformed native English speakers.

Supporting school districts and tribal compact schools in implementing a dual language enrichment model is of significant importance as the EL population in Washington is growing. In May 2014, there were 102,339 ELs. The number had grown to 124,663 in May 2017 (Washington State Report Card). As cited in the above study, students that learn two or more languages outperform those that are either immersed in an English-only model (termed a “one-way” model), or are served in a remedial model, such as being pulled out of the regular classroom for language-only instruction.

As outlined in Revised Code of Washington (RCW) [28A.630.095](#), the Office of Superintendent of Public Instruction (OSPI) administers the K–12 dual language grant program to support public school districts and tribal compact schools as they build or expand dual language programs. The agency also facilitates a statewide dual language professional learning network to foster the exchange of effective practices. In collaboration with partners at the Professional Educator Standards Board and the Department of Children, Youth, and Families, OSPI is documenting lessons learned and

evidence-based practices for sustainable, effective dual language programs. The grants are used to help prepare teachers to instruct in the dual language program, to help recruit bilingual teachers, and to purchase supplementary instructional materials.

A total of 10 public school districts and two tribal compact schools were awarded grants in 2017–18 to support K–12 dual language programs. The Legislature increased those funds for 2018–19 to support 12 additional grant recipients and increase the total number of funds awarded to each school district or tribal compact school. Figure 1 shows grant awards for the 2017–18 and 2018–19 school years.

New Dual Language Grant Partners, 2017–19			
District / Tribal Compact School	2017–18 Grant Award	2018–19 Grant Award	Notes
Quileute Tribal School	\$19,000	\$39,000	Received the language bonus (Quileute). Preserving the Tribal language to build a K–12 language program.
Wa He Lut Indian School	\$19,000	\$39,000	Received the language bonus (Quilshootseed). Building educator capacity to use Tribal language in the classroom.
Chief Kitsap Academy	N/A	\$39,000	Received the language bonus (Lushootseed). Building educator capacity to use Tribal language in the classroom.
Chief Leschi Schools	N/A	\$39,000	Received the language bonus (Lushootseed). Building educator capacity to use Tribal language in the classroom.
Muckelshoot Tribal School	N/A	\$39,000	Received the language bonus (Muckelshoot). Building educator capacity to use Tribal language in the classroom.
Bremerton School District (SD)	\$16,000	\$34,000	Redesigned their dual language program to include and prioritize English learners and plan to expand to middle school.
East Valley SD (Yakima)	\$16,000	\$34,000	Expanding dual language program to middle school.
Franklin Pierce SD	\$16,000	\$34,000	New dual language program.
Highline SD	\$19,000	\$39,000	Received the language bonus (Vietnamese). Expanding their dual language programs into middle and high school.
Mount Vernon SD	\$16,000	\$34,000	Expanding dual language program to middle school.
Arlington SD	N/A	\$34,000	New dual language program.
Evergreen SD (Clark)	N/A	\$34,000	Expanding their dual language programs into middle and high school.

Kent SD	N/A	\$34,000	Expanding their dual language programs into middle and high school.
Nespelem SD	N/A	\$39,000	Received the language bonus (Colville). Preserving the Tribal language to build a K–12 language program beginning in preschool.
Puyallup SD	N/A	\$34,000	New dual language program.
Shoreline SD	N/A	\$34,000	New dual language program.
Wahluke SD	N/A	\$34,000	New dual language program.
Walla Walla SD	N/A	\$34,000	Expanding their dual language programs in the middle and high schools.
Woodland SD	N/A	\$34,000	New dual language program.

Figure 1. Dual Language grant recipients for 2017–19.

Continuing Dual Language Grant Partners from 2015–17			
District	2017–18 Grant Award	2018–19 Grant Award	Notes
Bellevue School District (SD)	\$15,800	\$24,000	Expanding their dual language programs in the middle and high schools.
Bethel SD	\$15,800	\$24,000	Expanding dual language program within the elementary school and planning for middle school program.
Mabton SD	\$15,800	\$24,000	Expanding dual language program within the elementary school and planning for middle school program.
Selah SD	\$15,800	\$24,000	Expanding dual language program to intermediate school and planning for middle school.
Wenatchee SD	\$15,800	\$24,000	Expanding dual language program to middle school and another elementary school.

Figure 2. Continuing Dual Language grant recipients from 2015–17.

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

The barriers currently preventing Washington from scaling dual language programs statewide include the following:

- **Educator level:** There is an insufficient number of bilingual educators in the state.

- **Student level:** There are large numbers of English learner (EL) students and few dual language programs available to support them.
- **Systems level:** Currently, there is not a clearly articulated pipeline to produce the bilingual educators needed.

Relevant History

In January 2018, the Office of Superintendent of Public Instruction (OSPI) surveyed school district superintendents about their interest in dual language education and readiness to begin programs. Seventy-five percent of the 53 respondents expressed interest in beginning or expanding dual language programs. Responses indicated the top barrier was the inability to hire enough bilingual educators to staff the programs.

Washington currently has 55 schools in 24 school districts operating dual language programs. In the past two years, more than 40 districts requested dual language start-up technical assistance from OSPI's Bilingual Education department. Based on the number of current programs (that are expanding to include additional grades) and the potential number of new programs, OSPI estimates that the state will need at least 75 bilingual teachers each year over the next two years to address staffing needs. If the demand for dual language programs continues at this same rate, OSPI predicts the annual need for bilingual educators could triple in 3–5 years.

In 2016, the Legislature passed House Bill 1541, a comprehensive bill aiming to close the educational opportunity gap, based on recommendations by the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC). One of the recommendations was to expand Washington's capacity to offer dual language instruction and increase the number of teachers endorsed in bilingual education and English language learning ([EOGOAC 2017 Annual Report](#)).

In 2018, OSPI convened a dual language task force to design a K–12 dual language framework and strategic plan to support Superintendent Chris Reykdal's vision for dual language education. The task force includes statewide representation from urban, small, and rural school districts; tribal compact schools; educator preparation programs; students; families; and community members. In order to close educational opportunity gaps, this vision prioritizes English learners and Native American students for dual language education while providing all students access to these programs by 2030.

The opportune time for this request is now. As a result of grant funding from House Bill 1445 (2017), Washington currently boasts 12 dual language programs across the state with an additional 12 beginning this year. It will take a number of years to build the bilingual teaching force needed to implement dual language programs statewide, so while we continue to grow and expand dual language programs, the educator pipeline needs to be created simultaneously.

What is your proposed solution?

This request takes on a five-point approach to closing educational opportunity gaps by scaling dual language programs statewide. The five points are:

1. Extend and expand the K–12 dual language grant program.
2. Provide stipends to bilingual educators.

3. Provide stipends to bilingual instructional paraeducators.
4. Expand access to the Seal of Biliteracy.
5. Develop and adopt Spanish Language Arts K–12 Learning Standards.

K–12 Dual Language Grant Program

This request seeks funding to extend and expand the dual language grant program created in House Bill 1445 (2017) in order to develop statewide capacity to deliver dual language programs in Washington’s K–12 schools. In 2017–18, 10 public schools and two tribal compact schools received these grants and in 2018–19, 12 additional grants have been awarded. Grants are awarded through a competitive process to school districts and tribal compact schools that propose to create or expand a two-way or one-way dual language program in schools with predominately English learners or Native American students. Through the grant program, Office of Superintendent of Public Instruction (OSPI) staff organize and support a statewide dual language professional learning network for grantees. School districts and tribal compact schools interested in beginning dual language programs are also invited to participate in the professional learning network.

Bilingual Teacher Stipends

This request seeks funding to provide an incentive for certificated teachers to obtain a bilingual endorsement. Any teacher would have the opportunity to earn a stipend of \$5,000 per year in addition to their base salary if they obtain the endorsement. The rationale for the provision of an incentive is based upon the shortage of qualified staff and the need to build the state’s capacity to make quality dual language education available to every student. A financial incentive is necessary to attract bilingual individuals into the teaching profession and retain dual language educators. The estimated cost for this request is \$5.96 million in 2020–21.

Bilingual Instructional Paraeducator Stipends

This request seeks funding to provide stipends of \$1,500 per year to instructional paraeducators who are bilingual; are skilled in English Language Learner (ELL) acquisition strategies; and can speak, read, and write in both English and another language. Instructional paraeducators are a critical partner in a student’s learning team.

This request seeks to incentivize instructional paraeducators who earn the English Language Learner paraeducator certificate as per Washington Administrative Code (WAC) [179-13-020](#), [179-13-030](#), [179-13-040](#) and [179-13-050](#) and meet the bilingual standard of proficiency aligned with the Washington State Seal of Biliteracy as per WAC [392.410.350\(2\)\(b\)\(v\)](#). Paraeducators holding both credentials would earn a \$1,500 annual stipend.

Students earn the Seal of Biliteracy at a rate of 5.3 percent of the eligible graduating cohort. Assuming paraeducators would earn the Seal of Biliteracy at the same rate as students, approximately 1,452 paraeducators of the 27,387 total current paraeducators would become eligible to receive this stipend. Costs for FY 2020 are estimated to be \$2,178,000.

Seal of Biliteracy

This request includes \$250,000 per year to provide support for students who complete the world language assessments to demonstrate proficiency for the Seal of Biliteracy. Funds will be granted to schools to pay for approximately 6,000 test fees. Priority would be given to schools that are identified for support through the state’s K–12 accountability framework.

In order to receive the Seal of Biliteracy, students must demonstrate proficiency in both English and another language. The cost of the proficiency tests range in price depending on the language. For example, a student would pay \$60 for a Spanish test, \$120 for a Vietnamese test, and \$305 for a Chuukese test. The cost of the assessment creates a deterrent for school districts to offer the Seal of Biliteracy, and many families are unable to afford the test. There are many benefits for students who earn a Seal of Biliteracy, including academic credit toward graduation requirements, as well as future career opportunities through demonstrating mastery of their native or a second language.

Washington state’s diverse economic sectors – from aerospace to technology to agriculture – have one thing in common: they are all tied heavily to international trade. Washington’s economy is one of the most globally connected in the country and 40 percent of all jobs in the state are tied to international trade. It is critical for students to develop proficiency in English and other languages to maintain competitiveness. Biliterate students entering the workforce represent a tremendous potential resource to the state.

Development and Adoption of Spanish Language Arts K–12 Learning Standards

The funding in this request will support the travel and substitute costs of convening educators in FY 2020 to develop the new K–12 learning standards; the preparation of materials; a bias and sensitivity review of the proposed standards; and professional learning to help educators implement the standards.

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

Figure 3 outlines specifically what this request will fund.

Description and Cost of this Request	
Request	Total 2019–21 Biennial Cost
<p>Seal of Biliteracy</p> <p>This request of \$250,000 per year will fund the purchase of language proficiency tests for approximately 6,000 students to earn the Seal of Biliteracy and world language credits for high school graduation. Funds will be granted to schools to pay for approximately 6,000 test fees.</p>	\$500,000
<p>Development and Adoption of Spanish Language Arts K–12 Learning Standards</p> <p>This request will allow the Office of Superintendent of Public Instruction (OSPI) to support the travel and substitute costs of convening educators in FY 2020 to develop the standards; the preparation of materials; contract for a bias and sensitivity review of proposed standards; and begin professional learning outreach to help educators implement the standards. Meeting costs, including travel and substitute coverage, will cost \$50,000 in FY 2020.</p>	\$50,000
Bilingual Teacher Stipends	\$5.96 million

<p>This request will fund stipends of \$5,000 per year for teachers who obtain a bilingual endorsement.</p>	
<p>Instructional Paraeducator Stipends</p> <p>This request seeks funding to provide stipends of \$1,500 per year to instructional paraeducators who are bilingual; are skilled in English Language Learner (ELL) acquisition strategies; and can speak, read, and write in both English and another language.</p> <p>In order to be eligible for the stipend, paraeducators would need to both hold the ELL paraeducator certificate and meet the bilingual standard of proficiency aligned to the Seal of Biliteracy. Students achieve the Seal of Biliteracy at a rate of 5.3 percent of the eligible graduating cohort. Assuming paraeducators would achieve the Seal of Biliteracy at the same rate as students, approximately 1,452 paraeducators of the 27,387 current paraeducators would become eligible to receive this stipend.</p>	<p>\$4.4 million</p>
<p>Expansion of the K–12 Dual Language Grant Program</p> <p>Funding will support up to 12 additional school districts and tribal compact schools to create or expand a dual language program. Funds may be used for:</p> <ul style="list-style-type: none"> • recruitment of bilingual teachers and bilingual instructional paraeducators for the dual language program, • program evaluation, • instructional coaching, • school visits, • professional learning, and • supplemental instructional materials. <p>This request also includes funds to increase OSPI’s capacity to provide technical assistance to dual language programs by 3.5 full-time equivalent (FTE) employees. These employees will be:</p> <ul style="list-style-type: none"> • 1.0 FTE program supervisor for the rapidly increasing number of programs for English learners. • 1.0 FTE program supervisor to support tribal dual language programs as each of the 29 tribes in Washington have a commitment to preserve, restore, and grow their languages within the education system. • 0.5 FTE administrative assistant to support the two new program supervisor positions. • 0.4 FTE World Language program supervisor to provide state direction for world language education. • 0.6 FTE administrative assistant to support the World Language program supervisor. 	<p>\$2.7 million</p>

Total	\$13.6 million
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Figure 3. Outline of what this request will fund and the amount of funding connected to each piece.

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

Two state policies bookend an educational system that is only beginning to support the development of bilingualism and biliteracy. Although both policies were created years ago, they are only coming to fruition now. The first law, full-time state-funded kindergarten, fully funded in 2017, requires districts to “provide experiences in...a world language other than English” ([RCW 28A.150.350](#)). The second policy, put in place by the Washington State Board of Education, requires the Class of 2019 to be the first graduates expected to earn two credits in world languages ([WAC 180-51-068](#)).

This request, like the law and policy cited above, recognizes that change takes time. Without deliberate investment and sustained commitment to this goal, we will only maintain the status quo. In this increasingly interconnected global economy, inaction will risk that we forego the considerable economic advantages that biliteracy and bilingualism will reap for Washington’s future leaders and workers.

This request is the best option because it takes a slow and methodical approach that:

- 1) Begins to build teacher and paraeducator capacity.
- 2) Leverages what we are learning from the current dual language grant program and slowly begins to expand capacity.
- 3) Lays the foundation for some of the student learning needed by establishing Spanish Language Arts K–12 Learning Standards.
- 4) Leverages the Seal of Biliteracy to incentivize students to formally demonstrate their English and second language skills.

Based on data regarding teacher credentials, a critical first step in implementing a large-scale dual language program is to build capacity. A cadre of teachers qualified to teach in dual language programs is needed. The stipends are intended to provide incentives for teachers to obtain their bilingual endorsements.

Washington’s schools must provide the opportunity for students to be bilingual and biliterate. Employment opportunities will expand, as well as global trade opportunities for the state when Washington’s workforce communicates with trade countries in the language of that nation.

As described above, Washington cannot maintain the status quo as we continue as one of the nation’s top global trade states. To remain as is would deprive students of the ability to contribute to their own and to the state’s economic success.

Assumptions and calculations

Expansion or alteration of a current program or service

The Legislature created the K–12 dual language expansion grant program in 2015 in a budget proviso [[Senate Bill 6052, Sec. 501 \(36\)\(a\)](#)], and then expanded it in House Bill 1445 (2017) ([RCW](#)

[28A.630.095](#)). The 2018 Supplemental Operating Budget increased funding to \$950,000 [[Senate Bill 6032, Sec. 501 \(33\)](#)]. This request would extend and expand the current dual language grant program.

Detailed assumptions and calculations

Expansion of Dual Language Grant Program

Provide funding for grants to 12 additional school districts and tribal compact schools, totaling \$950,000 per year.

Incentives for Bilingual Educators

Provide annual stipends of \$5,000 each to 569 certificated teachers holding bilingual endorsements, totaling \$2,980,000 per year.

Incentives for Bilingual Instructional Paraeducators

Provide annual stipends of \$1,500 each to 1,452 instructional paraeducators who hold an English Language Learner paraeducator certificate and pass the Seal of Biliteracy test, totaling \$2,178,000 per year.

Seal of Biliteracy

Provide grants to schools to pay test fees for approximately 6,000 students per year, totaling \$250,000 per year.

Development and Adoption of Spanish Language Arts K–12 Learning Standards

Provide funding to pay for meeting costs, including travel and substitute coverage, totaling \$50,000 in FY 2020 (one-time request).

Staffing

- 1.0 FTE program supervisor for the rapidly increasing number of programs for English learners.
- 1.0 FTE program supervisor to support tribal dual language programs as each of the 29 tribes in Washington have a commitment to preserve, restore, and grow their languages within the education system.
- 0.5 FTE administrative assistant to support the two new program supervisor positions.
- 0.4 FTE World Language program supervisor to provide state direction for world language education.
- 0.6 FTE administrative assistant for the World Language program supervisor.

Program supervisors will be designated as Washington Management Service (WMS). Administrative support will be at the Administrative Assistant 3 level. Total cost of compensation, goods and services, and travel is projected to be \$415,000 per year. There will be one-time costs of \$10,000 in FY 2020 for office set-up for two staff (the partial FTEs are expansions of existing positions, so one-time costs will not be needed).

Workforce assumptions

This request will fund 2.0 full-time equivalent (FTE) Washington Management Service (WMS) program supervisors to support the development of dual language programs (1.0 FTE Bilingual Education and 1.0 FTE Native Education); FY 2020 salaries of \$81,864 each and benefits of \$28,129 each.

The WMS World Language program supervisor position is currently staffed at 0.6 FTE. Funding for an additional 0.4 FTE would support a full-time professional to lead the expansion of the Seal of Biliteracy program and to provide state direction for world language education. The additional salary cost in FY 2020 is projected to be \$31,179 and additional benefits will cost \$6,493.

The Superintendent is also requesting funding for 1.1 FTE Administrative Assistant 3 (AA3) to be split across the World Language and Dual Language programs. The compensation in FY 2020 for an AA3 (Range 39L) is projected to be \$44,652 for salaries and \$20,496 for benefits.

Strategic and performance outcomes

Strategic framework

This request supports the Results Washington K–12 goals related to student success by providing students with a world-class education that prepares them for our interconnected global economy. Additionally, this request relates directly to the priorities that Superintendent Chris Reykdal has identified in OSPI’s strategic vision and priorities.

Performance outcomes

The goal of this request is to increase student access to dual language programs in order to close educational opportunity gaps and prepare students for a globally interconnected economy. This request will help to achieve those goals by increasing the number of dual language programs in Washington and increasing the number of teachers who are qualified to teach in a dual language program. While the short-term goal is to increase capacity and build demand, the long-term goal is that all children in Washington have access to dual language education by 2030.

Other collateral connections

Intergovernmental

School districts and tribal compact schools that wish to implement a dual language program may receive additional funding to provide stipends to teachers and paraeducators who meet the necessary requirements.

Stakeholder response

This request supports parents and families who may be interested in second-language acquisition for their children. Additionally, business and industry leaders who are in need of bilingual employees will see an increase in the number of young adults entering the workforce with the skill of bilingualism.

Legal or administrative mandates

Not applicable.

Changes from current law

Legislation would be required to authorize the stipend and to extend the K–12 dual language grant program.

State workforce impacts

Not applicable.

State facilities impacts

Not applicable.

Puget Sound recovery

Not applicable to OSPI.

Other supporting materials

Attach or reference any other supporting materials or information that will help analysts, policymakers and the public understand and prioritize your request.

- [Guiding Principles for Dual Language Education – Third Edition, Center for Applied Linguistics](#)
- [Language of Initial Literacy Instruction in Two-Way Immersion Programs, Center for Applied Linguistics \(2009\)](#)
- [Washington State Seal of Biliteracy Legislative Report, OSPI \(2017\)](#)
- [Global Education in Washington State, Global Washington \(2013\)](#)
- Thomas, W., & Collier, V. (2002). A national study of school effectiveness for language minority students' long-term academic achievement. Santa Cruz, CA and Washington, DC: Center for Research on Education, Diversity & Excellence (2002).

Information technology (IT)

ABS will pose the question below for *each* DP. If the answer is yes, you will be prompted to attach an IT addendum. (See Chapter 10 of the budget instructions for additional requirements.)

Information Technology

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

No

Yes

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