

*Prepared by  
Legislative Policy and  
Research Office*

**Joint Committee on  
Student Success**

## **Report on 2018 Activities**

January 2019

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January 22, 2019

To Speaker Kotek and President Courtney:

Submitted herewith is the report of the Joint Committee on Student Success on its activities in 2018. This committee was created in January 2018 for the purpose of studying Oregon's education system and recommending legislative action to improve the state's schools.

It is our belief that Oregon must do more to ensure that the 580,000 children enrolled in our schools are receiving a first-class education. Oregon's graduation rate remains one of the lowest in the nation and there are significant opportunity gaps for students of color, low-income students, English language learners, students with disabilities, and students in rural schools. A student's achievement should be a result of their own efforts, not their parents' income or their race, ethnicity, or zip code. Unfortunately, factors entirely outside of a young person's control too often determine their access to a high-quality education. Oregon's students deserve a public education system that sets them up for success.


Although funding is not the only issue facing our schools, Oregon has chronically underfunded its public education system. The most recent Quality Education Commission Report stated that Oregon needs to spend more than \$10.7 billion in the next biennium to meet the standards of a quality education system, \$1.96 billion more than the current service level.

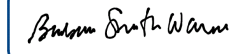
In addition to insufficient funds, resources to support Oregon's schools and teachers have been unstable for too many years. Before 1990, schools were predominantly funded by local property taxes, a relatively stable source of revenue. For the 1990-1991 school year, the state's share of district operating revenue was less than 30 percent. Between 1990 and 1997, property tax ballot measures eroded the local tax base for education and shifted the main funding responsibility to the state without providing any replacement source of revenue. In the 2017-2019 budget, the state was responsible for nearly 60 percent of districts' operating revenue inclusive of federal

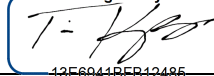
dollars, a near reversal of the funding distribution in the early 1990s. Most state funding for education comes from income tax revenue, a less stable funding source than property taxes. When the economy dips, the revenue from income taxes falls and schools are left making hard choices about what programs and positions to cut.

In light of these systemic issues, you appointed us and charged the committee to better understand the challenges and opportunities facing Oregon schools and students. This report includes a summary of what we heard from Oregonians on our statewide tour, as well as our broad recommendations on moving forward with a multi-tiered approach of outcomes-based targeted investments with clear, measurable accountability mechanisms to build and support the public education system that Oregon students deserve.

Sincerely,

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Senator Arnie Roblan, Co-Chair

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Senator Tim Knopp, Co-Vice Chair

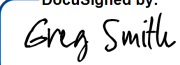
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Representative Greg Smith, Co-Vice Chair

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## EXECUTIVE SUMMARY

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The Joint Committee on Student Success was established in January 2018 and tasked with creating a plan to improve outcomes for students throughout Oregon. The committee met four times during the 2018 session and conducted nine tours through every region of the state, where it met with students, teachers, administrators, school employees, school board members, parents, business leaders, and other stakeholders.

In July 2018, the committee split into three work groups:

1. Students Ready and Able to Learn
2. College and Career Readiness
3. High Quality Classrooms

The work groups met intermittently throughout the summer and fall, listening to presentations from experts and soliciting the input of stakeholders. The work groups brought recommendations to the full committee on November 8 (Appendices D-F), and the estimated costs of those recommendations were presented to the committee by the Legislative Fiscal Office on December 13.

Broadly, the work group recommendations represent a large investment in Oregon's early learning and K-12 education systems. The committee does not intend for all of the work group recommendations to be enacted; rather, these recommendations are a framework for how the legislature can structure its proposal to improve outcomes for the state's students.

The committee's leaders propose a system of targeted investments based on progress toward outcomes, increased accountability, and cost containment guided by the principles of equity, stable and sufficient funding, flexibility, and transparency.

## PROCESS

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### Committee Charge

The Committee's charge was distributed shortly after the announcement of its creation on January 4, 2018. The charge tasked the committee with creating a plan to improve outcomes for students throughout Oregon, and stated five key principles for the committee's work:

1. The early childhood experience is critical to all future outcomes. Every child in Oregon should have the support needed to be ready to learn when they enter kindergarten.
2. Students need to be in school to learn. Oregon instructional days and hours, as well as student attendance, must be on par with those of high-achieving schools around the country.
3. The pathway to career success starts with high school graduation. Every Oregon school should provide the support needed for students to graduate and transition toward careers or further education.
4. Students, parents, and taxpayers deserve an accountable and transparent school system that is focused on student success at every level.
5. Achieving these goals will only be possible with stable, sufficient, and accountable resources.

### 2018 Session

The committee met four times during the 2018 legislative session. Agenda items included panels representing students, educators, business leaders, statewide education agencies, school districts, and national organizations. The committee heard presentations from state agencies, legislative staff, and school districts as well as national organizations including the National Conference of State Legislatures, the Education Commission of the States, and the Harvard University Graduate School of Education. These presentations related to the following topics:

- Roles and responsibilities of Oregon's state education agencies
- High-performing K-12 accountability systems
- School district fiscal transparency
- Best practices for data quality and availability
- Time and credit requirements in Oregon
- Instructional time
- College and career readiness
- State spending on education and Oregon's school funding formula
- School district budgeting process

During its May legislative days meeting, the committee heard a presentation from Dr. Marguerite Roza, Director of the Edunomics Lab at Georgetown University, on issues related to equity and funding.

## Roadshows

After the 2018 legislative session, the Joint Interim Committee on Student Success traveled to Eugene, Springfield, Marcola, Baker City, Hermiston, Boardman, Irrigon, Pendleton, Arlington, Milwaukie, Happy Valley, Clackamas, Woodburn, Gervais, Medford, Eagle Point, Phoenix, Grants Pass, Beaverton, Hillsboro, Forest Grove, Bend, Redmond, Hood River, Portland, Coquille, Coos Bay, North Bend, and Reedsport. The committee traveled over 2,700 miles and conducted:

- 14 student listening sessions with 331 students from 77 schools;
- 10 education stakeholder roundtable discussions, attended by a total of 232 teachers, administrators, parents, community members, school employees, business leaders, school board members, public safety officials, school health practitioners, and early learning specialists;
- 55 site tours at high schools, middle schools, elementary schools, statewide programs, and early learning sites;
- 5 roundtable discussions with 61 business leaders;
- 2 issue-specific roundtable discussions on school safety and school health services; and
- 10 public hearings.



The committee visited some of Oregon's smallest schools as well as large ones; a district with one of Oregon's lowest graduation rates, and another with one of its highest; districts that are struggling, and a district that is doing so well its Superintendent has won prestigious national awards.

*"We know our kids by their names, and their strengths and their needs."*  
-Redmond, September 13, 2018

Site tours included dual language immersion programs, magnet schools, neighborhood schools, charter schools, career and technical education (CTE) programs, Preschool Promise sites, Head Start classrooms, a Tribal Education program, urban schools, rural schools, suburban schools, a Tribal Attendance pilot school, an Oregon Youth Authority juvenile corrections school, the Oregon Youth Challenge Program, migrant education programs, Advancement Via Individual Determination (AVID) programs, and special education programs.

*"It's hard to be innovative without stable funding."*  
-Beaverton, July 11, 2018



Students spoke about their experiences and impressions of Oregon's education system. They discussed homelessness, disengagement, teacher effectiveness, family challenges, opportunity inequities, access to special programs, and shortened school weeks.

*"Schools are the social service hub of every community."*

*-Hermiston, April 25, 2018*

The stakeholders spoke about funding challenges, educator workforce needs, declining opportunities for students, student behavioral health, facility needs, and other topics.

*"The economy has recovered, but our schools haven't"*

*-Redmond, September 13, 2018*

## **Takeaways**

Throughout the tour, the committee gained a broader perspective and a statewide view of Oregon's education system. That view includes clear and consistent messages from the public and stakeholders at every stop on the tour.

- Schools need stable and adequate funding to meet the needs of their students.

*"Money spent in education is good money spent."*

*-Hermiston, April 25, 2018*

- Every school is different and there can be no one-size-fits-all policy to improve Oregon's public education system.

*"Even in high-resource schools, we don't have enough."*

*-Portland, September 27, 2018*

- Too few young children in Oregon have sufficient access to high-quality early childhood education programs and too many young children are showing up on the first day of Kindergarten not ready for the challenges and demands of that year.

*"Investing early in kids is the most effective strategy to ensure that children will thrive in school and life."*

*-Baker City, April 24, 2018*

- Students are facing severe challenges outside of the classroom and need a stronger network of mental and physical health supports to be able to learn while they are in school.

*"We need more counselors and support systems to expand access to mental health services."*

*-Woodburn, May 24, 2018*

- Students do not have sufficient access to career learning programs that help engage them in school and prepare them to achieve their goals.

*“CTE requires alignment between middle school, high school, and community college.”*

*-Bend, September 12, 2018*

- Opportunity gaps persist, especially for students of color, linguistically diverse students, low-income students, students with disabilities, and rural students.

*“Rural schools are really lagging behind urban schools. We have less resources which results in less opportunities for us students.”*

*-Salem, February 9, 2018*

- Oregon faces a shortage of teachers, particularly shortages of racially or linguistically diverse teachers, qualified math and science teachers, and qualified special education teachers.

*“Our future teachers are in our classrooms now.”*

*-Hermiston, April 25, 2018*

*“At Cesar Chavez, my middle school, the teachers I had were people of color and they respected my culture and my traditions and I had great memories with them. Then, I learned that many of my peers have never [had a teacher of color].”*

*-Salem, February 9, 2018*

## **Work Groups**

During the summer and fall, the committee split into three work groups to study possible solutions for Oregon’s education challenges. One work group focused on policies to ensure that Oregon students are ready and able to learn, one work group focused on college and career readiness, and one focused on ensuring that all the state’s classrooms are high-quality environments.

At the November 8 committee meeting, the three work groups presented their policy recommendations, which included a broad range of policies chosen in response to the concerns shared with the committee during its travels.

The full recommendations of each work group are included as appendices D through F to this report.

The Students Ready and Able to Learn work group recommended policies to improve the quality of Oregon’s early learning system, increase access to early learning opportunities, increase schools’ ability to serve students who have mental and behavioral health



needs, improve the integration of school- and community-based services, increase instructional time, and reduce chronic absenteeism.

The College and Career Readiness work group recommended policies to increase career-centered learning, require districts to do better at intervening in the lives of students at risk of dropping out, solicit student input about their school environments, reduce chronic absenteeism, increase family engagement, reengage students who have dropped out, and improve students' and teachers' interactions with the statewide assessment system.

The High Quality Classrooms work group recommended policies to improve conditions for the state's educator workforce, increase funding for statewide programs to improve school facilities, provide funding for lower class sizes and an increased number of school-based specialists, provide funding for alternative programs, alter the state's accountability system so that more resources are directed toward schools serving large numbers of students, intervene with struggling students, establish and fund statewide TAG requirements, raise the cap on the percentage of students with disabilities for whom districts can be reimbursed, and add additional staff focused on complying with Title IX.

The Legislative Fiscal Office did a preliminary cost analysis of all the work group recommendations, which was presented at the December 13 meeting and is included as Appendix G to this report.



## COMMITTEE CHARGE 1: EARLY LEARNING

Throughout its travels, the Joint Committee heard about the lack of available, affordable early learning slots and the challenges faced by Oregon's early learning programs. For example, early learning specialists in Coos Bay reported that the community there has 12 slots for every 100 children that need child care. Statewide, early learning stakeholders reported that these challenges include:

- the pay differential between Head Start teachers, Oregon Pre-K teachers, and Preschool Promise teachers leading to difficulties in recruiting;
- the adverse childhood experiences (ACEs) that Oregon's youngest students must overcome in order to learn;
- the mental and behavioral health needs of Oregon's preschool population;
- the lack of available child care slots in many communities; and
- the financial, addiction, and child-rearing struggles faced by many Oregon parents.



*"There is so much unmet need – we have families on waiting lists for every program we have."*

*-Woodburn, May 24, 2018*

*"Early childhood education provides a strong foundation for kids to be successful throughout their K-12 career and beyond."*

*-Baker City, April 24, 2018*

The Students Ready and Able to Learn work group focused on these and related issues. The group recommended expanding access to home visiting programs and intensive early childhood services, full funding of Early Intervention/Early Childhood Special Education programs, exploring the creation of an integrated birth-to-five system to support children and families, expanding Oregon's public preschool programs, and expanding the early learning workforce.

## COMMITTEE CHARGE 2: INSTRUCTIONAL TIME

During the 2018 session, the committee heard a presentation from Jennifer Davis of the National Center on Time and Learning at Harvard University's Graduate School of Education. The presentation focused on the need for expanded learning time to be well-thought-out and provide academic enrichment for students and increased collaboration time for teachers in order to provide academic benefits.

**Current Law**

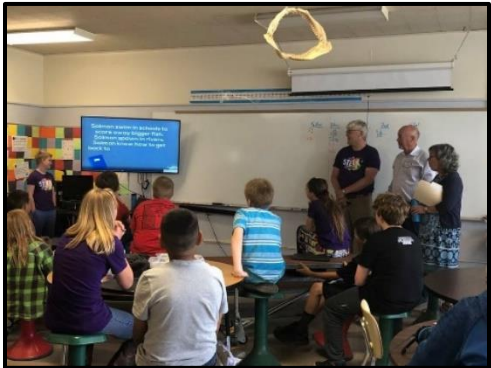
Current law gives the State Board of Education (SBE) the authority to determine what minimum requirements school districts must meet to be considered a standard district. One of the requirements set out by the SBE is the minimum required instructional time districts must offer, listed in administrative rule 581-022-2320. The current minimum requirements are listed in Table 1.

**Table 1: Current Instructional Time Requirements**

Grade Level	Required Hours
K-8	900 hours
9-11	990 hours
12	900 hours

Source: Legislative Policy and Research Office  
Data: Oregon Secretary of State, Oregon Administrative Rules

Assuming a 6-hour school day, these hourly requirements equate to 150 school days in grades K through 8 and grade 12, and 165 school days in grades 9 through 11. The administrative rule contains a number of exceptions to these minimums, including seniors who have earned all the credits they need to graduate, seniors who are on track to graduate, students taking accelerated courses, students in alternative high schools, up to 30 hours for staff professional development, up to 30 hours for parent-teacher conferences, and time for emergency school closures.



The Students Ready and Able to Learn work group recommended adding additional days to the school year; clearly defining a school day; allowing districts to schedule four-day weeks; providing resources for districts to add summer learning programs initially targeted at students performing below grade level; and providing for teacher preparation, planning and enrichment.

**COMMITTEE CHARGE 3: HIGH SCHOOL GRADUATION**

**Graduation Rate**

Despite recent improvements, the rate at which Oregon’s students graduate from high school remains among the lowest in the nation. Yet, there are bright spots. Beaverton High School’s principal reported to the committee that the school’s summer bridge program for at-risk incoming 9<sup>th</sup> graders, coupled with changes to the school’s curriculum, have led to remarkable improvements. Rapid improvements in the graduation rate in North Clackamas led to that district’s superintendent being named National Superintendent of the Year. The committee toured several schools throughout the state where early warning systems, summer bridge programs, and improved student engagement have led to significantly improved graduation rates. In response, the College and Career Readiness work group recommended providing early warning systems to all school districts, so that teachers and administrators are aware when

students show signs of veering off track to graduate. These systems provide timely information about students' progress to teachers and administrators. The work group also recommended increasing the number and capacity of summer bridge programs to ease the transition to high school.

*"High expectations are the belief that every student can learn and succeed."*

*-Woodburn, May 24, 2018*

### **Career and Technical Education**

Career and Technical Education (CTE) was lauded by teachers and students alike as a way of increasing student engagement and therefore keeping students in school and on track to graduate. Stakeholders in Bend told the committee that CTE should be aligned from middle school through high school and on to community college. The College and Career Readiness work group recommended fully funding Measure 98 (2016) in order to increase the state's CTE offerings for students.

*"Let's establish pathways for local business needs and connect kids to those jobs."*

*-Medford, June 5, 2018*

### **Reengagement**

The committee met with several students who had dropped out and returned to school via a reengagement program. Following up on work completed by a related legislative work group, the College and Career Readiness work group recommended creating a statewide reengagement program to encourage more school districts to begin offering reengagement programs in cooperation with community partners.

*"Education is a relational business."*

*-Coos Bay, October 10, 2018*

## **COMMITTEE CHARGE 4: ACCOUNTABLE, TRANSPARENT SYSTEM FOCUSED ON STUDENT SUCCESS**

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### **Accountability**

Oregon's education system currently has a multi-faceted approach to accountability. The state plan created by the Oregon Department of Education as required by the Every Student Succeeds Act (ESSA) lists certain accountability measures designed to help its lowest-performing schools. Additionally, state law requires each district to have a continuous improvement plan (CIP), although there is no link between the CIPs and the improvement required for the bottom-performing schools under ESSA. Furthermore, Division 22 of the Oregon Administrative Rules (OAR) contains minimum standards for school districts, which are required to self-report their compliance with those standards each year. There are also report cards issued for each school and district annually, although there is no connection between the report card, the self-reported compliance with OAR standards, and the CIPs.



*“You should tie money to results.”*

*-Eugene, March 22, 2018*

## **Transparency**

State law and administrative rules require school districts to send a great deal of information to the Oregon Department of Education (ODE). There is a gap, however, between the reports that are sent to ODE and what is available to the public for review. For example, the Continuous Improvement Plans that each district is required to have are not distributed publicly. Additionally, the school report cards are distributed as discrete PDF files for each school and each district, preventing citizens from easily comparing schools with one another.

Data users report problems with accessibility, data quality, and missing data. Some student records in the state’s system may be duplicates. The quality of record-keeping varies from district to district, with some districts creating a new record for a student who transfers in when there may already be an existing record for that student. In addition, the state does not collect course-level data, so it is impossible to know how many credits Oregon’s students have when they drop out of high school, for example, or to track students’ GPAs.

*“Let us demonstrate growth in test results, attendance, and other factors.”*

*-Medford, June 4, 2018*

## **Student Success**

A major theme that all stakeholder groups consistently relayed to committee members was the extent to which Oregon’s students are not ready or able to learn when they attend school. For example, in both Hermiston and Hood River, stakeholders spoke about the extent to which schools serve as the social service hubs of the community. School employees in Coos Bay spoke about suicide plans expressed by elementary school students. Factors such as adverse childhood experiences (ACEs) lead very young students to disrupt their classrooms at a rate that teachers, school staff, and administrators reported as alarming. The lack of funding to hire additional school counselors and psychologists combined with overall shortages of these professionals leaves schools unequipped to handle the behaviors exhibited by many students. To make matters worse, access to mental health care outside of schools is a major challenge in many of Oregon’s communities. The Students Ready and Able to Learn work group focused on this issue during its meetings and recommended increasing access to behavioral and physical health services by increasing the number of mental health and nursing staff available to students and



establishing a funding source or formula separate from the State School Fund for school health and wraparound support services.

*“Kids who are in survival mode cannot learn.”*

*-Coos Bay, October 10, 2018*

*“We need to teach behavioral skills just like we teach reading and math.”*

*-Beaverton, July 11, 2018*

Another major theme stakeholders brought to the committee’s attention is the overall shortage of teachers in Oregon. The state’s teaching workforce does not reflect the racial and ethnic diversity of Oregon’s student population, and there is a shortage of teachers specializing in math and science, special education, and bilingual education. The High Quality Classrooms work group discussed this issue at length, and recommended a number of proposals to attract and retain qualified teachers, including funding for grow-your-own programs, a comprehensive mentorship and professional development system, and scholarship or loan forgiveness programs.

*“It’s difficult to recruit teachers when the cost of training is so high and salaries are so low.”*

*-Baker City, April 24, 2018*

*“[In high school graduates seeking work], math skills beyond adding, subtracting, and multiplying whole numbers are quite rare.”*

*-Eugene, March 22, 2018*

The committee’s tours and discussions with education stakeholders also revealed disparities in the environments in which students attend school each day. While some communities in Oregon have successfully passed bonds to fund school improvement and new construction, many more struggle to maintain their facilities with low tax bases and failed bond campaigns. One example is Arlington, where students and staff relayed to the committee that their school went without hot water for a significant period of time. The High Quality Classrooms work group recommended increased funding for the state’s two grant programs designed to help districts improve school facilities – the Oregon School Capital Improvement Matching (OSCIM) grant program, and the Seismic Rehabilitation grant program.

Class size, though not problematic in Oregon’s rural communities, presents serious challenges for teachers and students in the state’s urban and suburban districts. One teacher reported to the committee that he had 45 students in a math class, but only 40 desks in his classroom. Students reported not having access to sufficient art, music, or library teachers. The committee’s High Quality Classrooms work group recommended funding to cap class sizes at levels listed in the 2018 Quality Education Model report, as well as funding to increase the number of specialists in schools.



*“At present, the most in-demand courses have the least qualified teachers or are non-existent. Software programming is not available in most middle schools.”*  
*-N. Clackamas, May 9, 2018*

Student safety was a major issue brought to the committee’s attention by stakeholders. Parents in Eugene told the story of their child’s suicide while on a waiting list to see a school psychologist. School staff throughout Oregon spoke about threats, suicides, and safety drills. A school principal in Coos Bay told the committee that 20 years ago, doing one safety plan for one student was frightening, but in the current year the school had already done 19 safety plans in the first five weeks of the school year. The High Quality Classrooms work group recommended implementing the School Safety Task Force’s recommendations to create a statewide safety network for students, focused on suicide prevention and focusing the attention of multi-disciplinary support teams for students who may threaten themselves or others.

*“High poverty brings with it unique challenges that are not often recognized.... Children come to school suffering from many factors including hunger, severe trauma, and lack of medical and dental care.”*  
*-Medford, June 5, 2018*

Many parents spoke to the committee about the lack of resources for Talented and Gifted (TAG) programs. The High Quality Classrooms work group recommended a series of measures designed to increase the equity of TAG programs and provide a minimum level of service to all TAG students throughout the state.



## **COMMITTEE CHARGE 5: STABLE, SUFFICIENT, ACCOUNTABLE RESOURCES**

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Throughout its travels, the Joint Committee heard a nearly unanimous series of requests for stable and sufficient resources. School board members, administrators, teachers, parents, students, and school employees all spoke to the committee about how the shortage of funding in recent decades has affected their schools.

Funding was the issue most discussed in the committee’s roundtables with education stakeholders, as well as at its public hearings. Participants in the stakeholder roundtable in Eugene spoke to the committee about the differences in opportunities available to students before and after the passage of Measures 5 and 50. School library employees in Coos Bay spoke to the committee about how lack of funding hampers their students’ ability to learn.

## GENERAL RECOMMENDATIONS

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As the Joint Committee transitions into the 2019 legislative session, its leaders propose a multi-faceted approach to addressing the issues that the public described:

- a new dedicated revenue stream for education, with increased funding for schools and districts tied to outcomes;
- accountability measures that include ongoing communication among school districts, the state, and local constituents; and
- controlling costs to ensure that every possible dollar stays in the classroom.

While final plans are far from settled, we propose allocating additional funds to districts based on progress toward outcomes in specific areas.

As the committee progresses in its work, it will be guided by the following principles:

### 1. Equity

Recipients of new investments must demonstrate how their expenditures will help close opportunity gaps for students of color, low-income students, English language learners, students with disabilities, and rural students.

### 2. Stable and Sufficient Funding

Schools need stable and sufficient funding to plan for student success. Implementing a new program that increases educational success cannot effectively serve students in the long term if it must be cut during the next economic downturn.

### 3. Flexible Spending

There is no one-size-fits-all policy to address the needs of Oregon's students. Schools and districts need flexibility in how they spend new investments. A system that ties funding to outcomes allows each community to determine how best to help its students succeed.

### 4. Transparency and Accountability

Until now, efforts at accountability in Oregon's education system have meant a mostly one-sided communication between school districts and the Department of Education. Local communities have a significant role to play in holding school district leaders accountable for improved results, but they need to be provided with timely, accessible information about how their schools are doing in comparison to others around the state.

The committee will next prioritize options from among the recommendations of the work groups as it develops a proposal to tie outcomes to funding. The committee's strategy of breaking into smaller groups worked well and it intends to continue its work by establishing three subcommittees to meet during the 2019 legislative session.

## APPENDIX A: PARTICIPANTS IN THE COMMITTEE'S ROUNDTABLE DISCUSSIONS

### Education Stakeholder Roundtable Participants

Name	Affiliation
Roxy Neri-Wong	Adelante Mujeres
Carina Quintanilla	Adelante Mujeres
Anthony Veliz	State Board of Education/Woodburn School District
Glenn Izer	Woodburn Arthur Academy
Jennifer Spurgeon	Athena-Weston School District
Kevin Cassidy	Baker School District 5J Board of Directors
JR Streifel	Baker Chamber of Commerce
Bill Harvey	Baker County Commission
Annie Fale	Baker School District 5J
Mark Witty	Baker School District 5J
Sara Schmitt	Beaverton Education Association
Lindsay Ray	Beaverton Education Association/Beaverton School District
David Williams	Beaverton School District
LeeAnn Larson	Beaverton School District/Oregon School Boards Association (OSBA)
Janelle Rebick	Bend Education Association
Trave Overly	Bend Education Association
Shay Mikalson	Bend-LaPine Schools
Erin Bartsch	Blue Mountain Early Learning Hub
Bob Savage	Blue Mountain Community College
Dawn Kennison-Kerrigan	Blue Mountain Community College - Early Childhood Education
Tim Rusk	Early Learning Leadership Council/Mountain Star Relief Nursery
Kyrsti Sackman	Beaverton School District/SPED/Oregon School Employees Association (Oregon School Employees Association)
Shannon Ugaitafa Omura	Beaverton School District/SPED/Oregon School Employees Association (Oregon School Employees Association)
Charles Hegewell	business owner
Darin Drill	Cascade School District
Adrian DeLeon	Coos Bay School District Board
Amelia Edd	Coos Bay School District/Oregon Education Association
Mary-Margaret Stockert	Coos Bay School District/Oregon Education Association/ORAEYC
Ann Marineau	Coos Bay School District/Oregon Education Association
Paul Coakley	Centennial School District
Celine Buczek	Central Point School District #6
Michelle Vo	Corbett School Board/Oregon School Boards Association Board
Cindy Canul	Clackamas Council PTA
Chelsea Hamilton	Early Learning Hub of Clackamas County
Karen Rush	Early Learning Hub of Clackamas County
Jada Rupley	Clackamas ESD
Linda Brown	Clackamas ESD
Shirley Metcalf	Central Oregon Community College

Name	Affiliation
Vikki Ricks	Central Oregon Community College
Bryan Trendell	Coos Bay School District
Michelle Johnstone	Confederation of Oregon School Administrators (COSA)/Dallas School District
Mary Pearson	David Douglas School District
Michael Lasher	Douglas ESD
Hank Perry	Douglas ESD
Yenifer Ramirez	East Gresham Elementary School
Tammie McEnroe	Eastern Oregon Head Start
Dan Mielke	Eastern Oregon University
Jay Farr	Farr's Hardware
Dave Parker	Forest Grove School District
Rep. Betty Komp	Former state representative, House Dist. 22
Craig Hudson	Garmin
Molly Stewart	Gresham-Barlow School District
Bob Stewart	Gladstone School District
Courtney Crowell	Governor's Office
Andrea Ferreira	Grand School District 3 / Oregon Education Association
Chris Cronin	Grant County School District #3 Board
Curt Shelley	Grant School District #3
Susan Zottola	Grants Pass School District #7
Kim Beggs	Grants Pass School District #7
Bianca Sema	Gresham-Barlow School District
Renni Ferguson	Gresham-Barlow School District
John Hartsock	Gresham-Barlow School District
John Hartsock	Gresham-Barlow School District Board
Doug Nelson	High Desert ESD
Brenda Comini	High Desert ESD/Early Learning Hub
Debbie Pedro	Hermiston Chamber of Commerce
Karen Sherman	Hermiston School Board
Tricia Mooney	Hermiston School District
Ronda Wright	Hermiston School District
Jessica Ramirez Vas	Hillsboro School District
Mark Mulvihill	InterMountain ESD
Ken Parshall	Jefferson County ESD
Melissa LaCrosse	Jefferson School District 14J
George Mendoza	La Grande School District
Merle Comfort	La Grande School District
Liz Hartman	Lake Oswego School Board
Ana Muñoz	Latino Network
Sadie Feibel	Latino Network
Cecilia Diaz	Latino Network
Sheryl Zimmerer	LOGOS Public Charter School

Name	Affiliation
Ken Madden	Madden Industries
Mark Redmond	Malheur ESD
Kelly Poe	Malheur ESD/Eastern Oregon Early Learning Hub
Dayna Jung	Marion/Polk Early Learning Hub
Phillip Blea	Marion/Polk Early Learning Hub/Marion County Health & Human Services - Children's Behavioral Health
Dirk Dirksen	Morrow County School District
Karen Starchvick	Medford School Board
Troy Pomeroy	Medford Education Association
Michael Campbell	Medford School Board
Sam Breyer	Multnomah ESD
Susie Jones	Multnomah ESD
Kathy Clevenger	Microchip Technology
Rob Clark	Milton-Freewater
Barney Lindsay	Morrow County School Board
Maryalice Russell	McMinnville School District
Molly ...	Multnomah Early Learning Hub
Julianna Seldon	North Bend School District
Robin Troche	North Clackamas Education Association
Kathy Wai	North Clackamas School Board/Asian Pacific American Network of Oregon
Deb Barnes	North Clackamas School District
Matt Utterback	North Clackamas School District
John Scanlan	National Education Association/Oregon Education Association
Patty Wilson	Neighbor Impact
Susan Huffman	North Marion School District
Tass Morrison	North Santiam School District Board
Rob Saxton	Northwest Regional ESD
Jana Iverson	Nyssa School District
Scott Parrish	Oregon Business & Industry/A-Dec
Bill Thorndike	Oregon Business & Industry/Oregon Business Council
Chris Demianew	Oregon Education Association
Renae Corn	Ontario School District Board
Stephen Rylant	Oregon PTA Grants Pass Council
Jaime Cale	Oregon PTA
Candice Henkin	Oregon City Early Learning Hub
Kristi Dille	Oregon PTA
Sharon Meigh-Chang	Oregon PTA
Jai Thomas	Oregon PTA
Kevin McHargue	Oregon PTA
Noelle Studer Spevak	Oregon PTA
Kristi Dille	Oregon Pediatric Therapy Services /North Clackamas School District #12
Betty Reynolds	Oregon School Boards Association
DJ Anderson	Oregon Trail School Board

Name	Affiliation
Steve Werlein	Oregon Virtual Academy
Scott Rogers	Oregon School Boards Association
Steve Lowell	Oregon School Boards Association/Klamath County School District
Melanie Garrison	Oregon School Employees Association
Mariela Carrillo	Oregon School Employees Association
Kristen Croft	Oregon School Employees Association
Corbett Ryder	Oregon School Employees Association
S... Fuller	Oregon School Employees Association
MaLena Wirth	Oregon School Employees Association / Baker 5J ESL
Ruth Woodworth	Oregon School Employees Association / Baker Middle School
Janet Baker	Oregon School Employees Association Ch. 2/ Para Educator
Christie Sanders	Oregon School Employees Association/Phoenix Talent Schools
TJ Jessup	parent, Josephine County
Valerie Schiller	Parkrose HS
Michael Lopes Serras	Parkrose School District
Chris Fritsch	Pendleton
Ryan Neal	Port of Morrow
Elizabeth Thiel	Portland Association of Teachers
Jamie Clary	Portland Council PTA
Susie Silva Strommer	Portland School District
Emily Markewitz	Portland Public Schools
Suzanne Cohen	Portland Public Schools
Rita Moore	Portland Public Schools
Guadalupe Guerrero	Portland Public Schools
Harmony Quiroz	Portland Public Schools Community Budget Review Committee
Sara Kerr	Portland Public Schools/Community Budget Review Committee
Madeleine Allen	Portland Public Schools/Portland Association of Teachers
Ronda White	Preschool Promise/Masterminds Preschool
Cathy Kemper Pelle	Rogue Community College
Jordyn Coleman	REAP
Anderson DuBoise	REAP
Kalie Self	REAP
Mark Jackson	REAP
Abraham Facher	REAP
Eileen Evan	Redmond School District
Danna Diaz	Reynolds School District
Valerie Tewksbury	Reynolds School District
Frank Caropelo	Reynolds School District
Tim Carpenter	Reynolds School District Board
Mindy Merritt	Salem-Keizer Education Association
Christy Perry	Salem-Keizer Public Schools
Sheronne Blasi	Salem-Keizer Public Schools/Oregon School Boards Association

<b>Name</b>	<b>Affiliation</b>
Julia Romanelli	Salud Medical Center
Tenneal Wetherell	South Coast ESD
Jenny Pratt	Second Home
Leah Gottheiner	Sheridan School District
Curt Schell	Sisters School District
Annalivia Palazzo-Angulo	Salem Keizer Coalition for Equality
Amy Solis	Salem-Keizer Education Association
Rene Brandon	Southern Oregon Early Learning Hub
Scott Beveridge	Southern Oregon ESD
Jason Boldt	Stand for Children
Scott Perry	Stand for Children
Brent Barry	Superintendent, Phoenix Talent Schools
Celeste Pellicci	teacher, Gladstone School District
Max Williams	The Greenbrier Companies
Kate Dwyer	Three Rivers School District Board (Chair)
Eva Manderson	Tillamook School District
Maureen Wolf	Tigard-Tualatin School District/Oregon School Boards Association
Dana Young	Treasure Valley Community College
Chris Early	Umatilla School District
Dave Eyler	Vale High School
Bret Uptmor	Wallowa School District
Josh Burns	Walmart Supply Chain
Adam Freer	Washington County
Luis Nava	Early Learning Washington County Parent Advisory Council
Larry Trott	Willamette ESD
Kathy Ludwig	West-Linn Wilsonville School District
Dave Novotney	Willamette ESD
Chuck Ransom	Woodburn School District
Elizabeth Ramirez	Woodburn School District
Constancio Guevara	Woodburn School District
Anthony Medina	Woodburn School District
Virginia Perez	Unknown
Stuart Rodgers	Unknown

### Business Leaders Roundtable Participants

<b>Name</b>	<b>Affiliation</b>
Bill Harvey	Baker County Commission (Chair)
Bob Savage	Blue Mountain Community College
Clint Morrison	Behlen Manufacturing Co.
Craig Reeder	AgriNorthwest
Debbie Pedro	Hermiston Chamber of Commerce
Dr. Dan Koopman	Baker County Chamber of Commerce/Blue Mountain Community

Name	Affiliation
Ryan Neal	Port of Morrow
Heidi Dalton	Baker County YMCA
Jacque Noland	Lamb Weston
Jeff Nelson	Small Business Development Center-Blue Mountain Community
John Murray	Murray's Drug
John Qualls	Bank of Eastern Oregon
Josh Burns	Walmart Supply Chain
Julee Hicks	Baker County Economic Development Council
Martin Arritola	Baker County Economic Development Council
Melisa Drugge	Business Oregon
Mike Cooper	Lamb Weston
Randy Daugherty	Baker County Economic Development Council
Sean Murray	Murray's Drug
Shelly Cutler	Baker County Chamber of Commerce
Gary Neal	Port of Morrow
Norm Kester	Quantum Innovations
Russ Batzer	J.B. Steel, Inc.
Colleen Padilla	Southern Oregon Regional Economic Development, Inc. (SORED)
Steve Vincent	Avista Utilities
Laz Ayala	KDA Homes
Scott Beveridge	Southern Oregon ESD
Brian McQuade	Junior Achievement
Mary Gardiner	Ashland Chamber of Commerce / Southern Oregon University
Bill Thorndike	Medford Fabrication
Lyn Hennion	Umpqua Investments
John Underwood	Timber Products Co.
Jessica Gomez	Rogue Valley Microdevices
Tonia Holowetzki	Oregon Business & Industry (OBI)
Jeff Gaus	Oregon Business & Industry (OBI)/Young Entrepreneurs Business
Ken Thrasher	Oregon Business Council/College Possible
Pam Leavitt	Northwest Credit Union Association
David Noble	RiverMark Community Credit Union
Annie Herbert	Kaiser Permanente
Kimberly Howard	Portland General Electric
Heather Ficht	East Cascades Works
Becky Johnson	OSU Cascades
Ryan Comingdeer	Five Talent
Whitney Swander	Better Together Central Oregon
Lisa Dobey	St. Charles Health System
Gary North	R & H Construction Co.
Wallace Corwin	Jeld-Wen Windows & Doors Inc.
Sam Meier	East Cascades Workforce Board
Larry Holeman	Economic Development for Central Oregon (EDCO) Youth Career



<b>Name</b>	<b>Affiliation</b>
Brook Rick	High Desert ESD
Joanie Moore	Shasta Administrative Services
Cheri Helt	Bend-LaPine Schools
Teri Hockett	Technology Association of Oregon
Marie Simonds	Wild Rivers Coast Alliance
Jim Seeley	Wild Rivers Coast Alliance/Bandon Dunes Golf
Drew Farmer	Bay Area Enterprises/Coos Bay City Council
Dick Leshley	Yellow Cab, retired
Michele Hampton	Banner Bank/Bay Area Chamber of Commerce
Marcia Hart	Barrett Business Services, Inc (BBSI)/United Way Southwestern
Ron Kutch	West Coast Contractors
Timm Slater	Bay Area Chamber of Commerce
Kyle Stevens	Southern Oregon Workforce Investment Board

### School Safety Roundtable Participants

<b>Name</b>	<b>Affiliation</b>
Wes Girardi	Tualatin Police/OSROA
Jay Prall	Keizer Police/OSROA
Craig Roberts	Clackamas County Sheriff's Office/OSSA
Dave Novotney	Willamette ESD/Task Force on School Safety
Jessica Jacks	Deschutes County Health Services
Julianne Repman	BLS
Scott Bojanowski	Bend-LaPine Schools
Jim Blake	Bend Fire
Elizabeth Lawrence	Bend PD
Ashley Beatty	Deschutes County Victims Assistance

### School Health Roundtable Participants

<b>Name</b>	<b>Affiliation</b>
Sasha Grenier	ODE
Jamie Smith	OHA
Flurry Stone	HRCSD
Lisa McConachie	Columbia Regional Program / PPS
Judy Snodgrass	NWESD
Penny Grotting	Columbia Gorge ESD
Rose Velasquez	HRCSD
Anne Carlos	HRCSD
Fiona Mains	High Desert ESD OT
Melissa Bentley	HRCSD
Kate Dilworth	Columbia Regional
Ely Sanders	ODE

<b>Name</b>	<b>Affiliation</b>
Jenna Krensky	MVES
Maja Addington	SBHC
Tyson Rittenmeyer	Mid-Columbia Center for Living
Maureen Hinman	OSBHA
Ali Donnelly	School Nurse
Sue Jepson	School Counselor
S. Putnam	CRP Vision
Chrissy VanOsdol	Virtual School/Connections Academy
Andrea Strauss	Virtual School/Connections Academy
Kristin Nicolson	SBHC/One Community Health
Mason Rivers	Oregon School Psychologists Association
Jill Kornelis	Oregon School Psychologists Association
Shira Skybinskyy	MCCFL

## **APPENDIX B: SCHOOLS PARTICIPATING IN THE STUDENT LISTENING SESSIONS**

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Academy of International Studies (at Woodburn)  
Alder Creek Middle School  
Ashland High School  
Baker Charter School  
Baker High School  
Baker Web Academy  
Bend High School  
Burns High School  
Central Medford High School  
Clackamas High School  
Clackamas Middle College  
Clackamas Web Academy  
Cleveland High School  
Community Transition Program - Portland  
Coquille High School  
Corbett High School  
Cottage Grove High School  
Crane Union High School  
Creswell Middle School  
Crook County High School  
Crow High School  
Culver High School  
Eagle Cap Innovative High School  
Eagle Point High School  
Echo High School  
French Prairie Middle School  
Gateways High School  
Grant Union High School  
Grants Pass High School  
Happy Valley Middle School  
Harding Learning Center  
Helensview School  
Hermiston High School  
Hood River Valley High School  
Irrigon Junior/Senior High School  
Joseph High School  
Junction City High School  
Kalapuya High School  
Lane County schools  
Marshfield High School  
Milwaukie High School  
Morrow Education Center

Mountain View High School  
New Urban High School  
North Eugene High School  
North Medford High School  
Nyssa High School  
Parkrose High School  
Phoenix High School  
Pine Eagle High School  
Prairie City School  
Real Middle School High School  
Realms High School  
Redmond High School  
Rex Putnam High School  
Ridgeview High School  
Riverside Junior/Senior High School  
Rock Creek Middle School  
Silvies River Charter School  
Skyview Middle School  
South Medford High School  
Springfield High School  
Stanfield Secondary School  
Summit High School  
Thurston High School  
Triangle Lake High School  
Umatilla High School  
Valor Middle School  
Wallowa High School  
Wellness, Business and Sports School (WeBBS)  
Wilbur Rowe Middle School  
Willamette High School  
Willamette Leadership Academy  
Woodburn Academy of Art Science and Technology (WAAST)  
Woodburn Arts and Communications Academy (WACA)  
Woodburn Success Alternative High School

## APPENDIX C: SITES VISITED BY THE JOINT COMMITTEE

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Date, Area	Locations
03/02/2018 Lane County	Lane Education Service District Churchill High School Maple Elementary Preschool Promise Hamlin STEM Middle School Mohawk Middle/High School
04/24/2018 – 04/26/2018 Eastern Oregon	Baker County Public Library Baker School District Admin. Office Baker Technical Institute Baker Web Academy Baker Technical Academy Baker High School Hermiston School District Office Umatilla Morrow Head Start Morrow School District Pendleton Tribal Alliance Pilot Program Arlington High School
05/09/2018 North Clackamas	North Clackamas District Office Happy Valley Middle School Clackamas Middle College Milwaukie/El Puente Elementary Schools Putnam High School
05/24/2018 Woodburn	Gervais School District Pre-K / CTE program Heritage Elementary Woodburn High School
06/4/2018 - 06/06/2018 Southern Oregon	SOU & RCC Higher Education Center Southern Oregon ESD Medford School District Office Kids Unlimited Charter School McLoughlin Middle School Eagle Point High School KidTime Preschool Promise Phoenix Elementary Central Medford High School Grants Pass High School New Bridge High School
07/11/2018 Washington County	Forest Grove High School Witch Hazel Elementary School Vose Elementary School Echo Shaw Elementary School South Meadows Middle School Sunset High School

Date, Area	Locations
09/12/218 – 09/14/2018 Central Oregon	Oregon Youth Challenge Program Pilot Butte Middle School Bend High School Mountain View High School High Desert Middle School Sky View Middle School Ridgeview High School Redmond Proficiency Academy Gregory Middle School Tumalo Community School Edwin Brown Education Center Hood River Valley High School
09/27/2018 Portland	Roosevelt High School Community Transition Program Alliance High School at Meek Hogan Cedars Elementary Springwater Trail High School Reynolds Middle School Parkrose Middle School
10/10/2018 – 10/11/2018 South Coast	Lincoln School of Early Learning Coquille High School Marshfield High School Reedsport High School North Bend School District Office Coquille Tribal Learning Center

## APPENDIX D: RECOMMENDATIONS OF THE STUDENTS READY AND ABLE TO LEARN WORK GROUP

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Because students' ability to learn in the K-12 system starts long before they set foot in our schools, the work group looked broadly at its charge, and established four overall goals:

- Support healthy, attached family relationships to help ensure every child is ready to learn when they enter school by providing access to services for all children and families who need them. This includes, but is not limited to, prenatal care, home visiting, education and engagement for new parents, and school readiness programs.
- Provide all children with access to affordable high-quality preschool programs.
- Provide sufficient resources to schools and families to meet the behavioral health, physical health, nutritional and support needs so students can reach their full potential to learn.
- Maximize learning time for students.

To achieve all these goals, the work group believes that the following implementation principles are necessary to develop specific strategies to meet the goals:

- A rational and thoughtful examination of whether the existing set of services and programs best meet the need of students and families;
- Using existing organization, including community partners, and coordinating structures whenever possible instead of creating new delivery systems;
- Maximizing and coordinating the role of existing non-education entities such as Community Care Organizations (CCOs) or public health agencies to meet the goals, whenever appropriate;
- Programs identified to serve more children will likely need to be scaled up over time, given the need to expand both the available workforce and facilities;
- As programs are scaled up over time, expansions should be prioritized based on need, family income and risk level;
- Strategies must use an equity lens and address the need to provide services in a culturally appropriate way; and
- Strategies must be cost-effective and whenever possible maximize the use of federal funding.

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**GOAL 1:** Support healthy attached family relationships to help ensure every child is ready to learn when they enter school by providing access to services for all children

and families who need them; including but not limited to, prenatal care, home visiting, education and engagement for new parents, and school readiness programs.

## **POLICY RECOMMENDATIONS**

- 1. Expand home visiting programs to move toward voluntary universal home screening and ensure that families with identified service needs are directed to the appropriate service providers.**

One home visiting program currently funded by the state is the Healthy Families Oregon program. Its goals are to reduce child maltreatment, increase positive health outcomes, and improve school readiness. Currently, Healthy Families Oregon serves roughly 10% of the estimated 30,000 eligible families at a cost of \$24 million General Fund (2017-19). The program could be scaled up over multiple biennia serving lower income at-risk households first. There are programs like Family Connects which would also address these goals. There should be a review of how this program relates to home visiting programs under the Oregon Health Authority including Babies First and CaCoon to avoid duplication and overlap.

- 2. Increase access to intensive early childhood services such as Early Head Start and Relief Nurseries.**

Early Head Start is currently funded (2017-19) at \$1.6 million General Fund for 64 state slots in addition to approximately 2,000 federally funded slots. This program serves low income families through both home visiting and center-based services to support healthy parent/child relationships, child growth and development, and self-sufficiency. The Early Learning Division (ELD) estimates the number of eligible children for this program at approximately 25,000. Based on the numbers above on who is currently served, each 1,000 additional slots would cost roughly \$25 million General Fund.

Relief Nurseries support families in crisis -- generally for children at risk of abuse. Services include therapeutic preschool services and support services. Current funding for Relief Nurseries is \$8.9 million General Fund and \$2.1 million Other Funds. An estimated 3,310 children and families are served from an estimated eligible population of over 36,000.

- 3. Fully fund Early Intervention (EI) and Early Childhood Special Education (ECSE) services for children with disabilities and delayed learning.**

The program funds services for over 26,000 eligible children. Current 2017-19 funding is \$175 million General Fund and \$33.6 million Federal Fund. Funding has not kept pace with increasing costs of services, so overall service levels have not kept pace with need. This is a federally mandated program and the Oregon Department of Education estimates the cost of fully funding the program



at the current cost of programs would be an increase of approximately \$75 million for 2019-21.

**4. Explore additional policy options to build an integrated birth-to-five system that supports children and families.**

While the work group acknowledges that these additional policy options may be outside the formal scope of the Joint Committee on Student Success, they are critically important to creating healthy, attached families and in developing a unified, integrated birth-to-five early learning system that ensures children arrive at kindergarten ready to learn. Options include:

- provide state resources to expand the capacity of parenting education programs like the Oregon Parenting Education Collaborative programs; and
- increase Oregon's supply of high-quality infant/toddler child care, and ensure that the investments in child care and Pre-K are coordinated to meet the needs of working families.

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**GOAL 2:** Provide all children with access to affordable high-quality preschool programs.

**POLICY RECOMMENDATIONS**

**1. Increase access to state subsidized preschool programs for children aged 3 to 5 who have not entered kindergarten, particularly for children living at or below 200% of the federal poverty level.**

Currently the State has two major programs providing financial assistance with preschool – Oregon Pre-K (OPK) and Preschool Promise. OPK, which serves 8,100 children out of approximately 20,000 eligible with household incomes of 100% of the federal poverty line (FPL) or lower, is a companion program to the federal Head Start program which serves roughly another 4,400 of the same population. The 2017-19 budget for this program is \$150.7 million General Fund. According to the ELD, the average annual cost of the program per child is approximately \$9,100. The Preschool Promise program serves 1,300 children and families with household incomes of 200% of FPL or less. The number of children eligible for this program is approximately 40,000. The 2017-19 budget for this program is \$35.7 million General Fund. The average annual cost of the program according to ELD per child is approximately \$11,500.

In developing options to increase access to preschool, the following factors should be considered:

- Programs should include those that promote strong educational outcomes for all preschool aged children including children of color and children of

immigrants and refugees. One option is an Equity Fund (like what was proposed in HB 4006 - 2018), which could be used for grants to organizations and providers that provide culturally specific preschool opportunities, other early learning programs, and parent support programs.

- There should be a review of other models for delivering preschool based on quality and effectiveness as well as the cost per child.
- Any proposal should include addressing the issue of expanding facilities to meet the growing number of children participating in programs as well as investments in the early childhood workforce to meet the demand for preschool teachers and other staff. Also, steps should be taken to minimize competition for workers between preschool programs.
- Rules and requirements for each program should be reviewed with the intent to have as similar a set of rules across all related programs.

## **2. Expand the early learning workforce by increasing the capacity of training and certification programs across the state.**

There is a shortage of available staff for many early learning programs. The state should take a more active role in supporting and expanding programs to increase and diversify the early learning workforce, including those at community colleges, public universities, and potentially high school CTE programs. Since many of the existing early learning programs require a four-year degree for some staff, one alternative could be an effort between community colleges and public universities to develop a four-year early learning/preschool related degree that would be centered at a community college but with ties to a public university. Another alternative is to establish an 18- to 24-month program at community colleges that would qualify workers as interim or supporting teachers. Any actions under this strategy should include increasing the diversity of this workforce to serve a culturally diverse preschool population.

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**GOAL 3:** Provide sufficient resources to schools and families to meet the behavioral health, physical health, nutritional and support needs so students can reach their full potential to learn.

## **POLICY RECOMMENDATIONS**

- 1. Increase access to behavioral and physical health services by increasing the number of counseling, mental health, school nurses, and other staff available to students. These services could be provided directly by school staff or in partnership with other organizations such as School-Based**

**Health Centers, Community Care Organizations (CCOs), community groups, and county mental health and public health agencies.**

Throughout the hearings of the Joint Committee on Student Success, one common theme has been the need to provide a variety of mental and physical health services that support learning by students. In most schools, classroom teachers spend an increasing amount of time and effort dealing with issues that are better dealt with by other professionals. This also takes teaching time (and quality) away from all students as a teacher must spend more time dealing with the issues of one or a few of their students.

Each school district needs to determine what level of each type of service is right for their schools and how each service is delivered in the most cost-effective way (e.g., directly by school employees or in partnership with other providers) to best meet the needs of the district's students. There may be a shortage of available professionals in some of the required fields, at least initially. The state's role, other than as a funding source, may be to offer technical assistance and information-sharing for approaches like trauma-informed practices.

**2. Establish a funding source/formula separate from the State School Fund specifically for school physical and mental health as well as for other “wraparound” and support services.**

This concept would create a separate formula stream for a specific set of programs/services related to supports to assist in the learning skills/activities of students. There could be a set of weights in the formula to better distribute the funds to those districts most in need. Funding distributed through this formula stream could only be used for a specific set of programs and services. Issues that would have to be considered include:

- How to account for those resources currently used for these services that are part of the existing school formula revenues or funded in other public agency budgets (e.g., county mental health agencies).
- How to hold school districts accountable (e.g., perhaps by enforcing staffing ratios for select professions like school nurses or counselors).
- How to factor local revenue into the distribution.
- What factors or weights to you use in the distribution formula (e.g. number of special education students, measure of poverty, and others).

**3. Provide greater access and connections for students and their families to wraparound and support services that address issues that prevent a student from reaching their full potential.**

The delivery model for these types of services should be local in design – what works well in Portland may not work as well in Burns or other communities. One important factor is to somehow link the schools with the various service models.

Examples of models include the Family Access Network in the Bend area, Service Integration in Polk county, or the SUN school model in Portland.

**4. To address hunger of school-aged children, expand the eligibility for free/reduced lunches or make it easier for more schools to use a school wide free breakfast/lunch program.**

Research and experience show us that school meals boost student achievement, attendance, graduation, and earnings later in life. For the 2016-2017 school year, approximately 47% of students were eligible for free breakfast/lunch (130% or less of FPL), 5.5% were eligible for reduced lunch (130% to 185% of FPL) and 47% were not eligible for any subsidy. For the 2017-19 biennium, the ODE budget assumes \$397 million total funds for nutrition programs of which 98% is federal funding. Options for this strategy include:

- Providing funding for a universal program where all students are eligible;
- Ensuring all schools that are federally eligible for the Community Eligibility Provision can participate by funding the gap to make the program cost effective. This program allows schools with a large proportion of low-income students to provide all students in the school with meals at no cost;
- Increasing the income threshold to a level higher than 185% to make more students eligible for free or reduced meals.

None of these options would increase federal funding, so each would have to be funded with state resources. Any actions under this strategy should help encourage and support the Farm-to-School program, when possible.

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**GOAL 4:** Maximize learning time for students, including instructional time, through a longer school year, summer learning programs and increased student attendance.

**POLICY RECOMMENDATIONS**

**1. Increase learning time by adding additional days to the school year including factoring in those districts with alternative school periods such as four-day weeks.**

One key question is whether learning time should be increased for all students or whether the resources that fund increased time should be focused on those students who are not achieving at desired levels. While all students will likely benefit, the cost of increasing instructional time can be substantial (the estimate cost of adding one day is \$52 million per biennium). There also has been some discussion about increasing learning time for specific age groups such as in the

early grades to strengthen reading skills. Likely just as important as the amount of instructional time is how that learning time is used. According to the Education Commission of the States, “Shorter more focused instructional periods may be as effective as longer yet less productive periods, but research on how instructional time is used is limited.”

Whatever approach is taken, a recommendation of increasing the school year should be accompanied by a clear definition of a “school day”. Currently, some school days are used for non-student contact time (e.g., professional development days). Other considerations include teacher preparation, grade-level team planning, and sufficient teachers and class time for art, music, and library in elementary schools.

**2. Provide resources so students have access to a three- to six-week summer learning program starting initially with low income students who are behind current education benchmarks.**

The long summer break makes it difficult for students to retain the skills they learn during the school year. The break can also lead to increasing the achievement gap among students. The 2018 QEM report included an estimate of \$33 million for the needed additional resources over current levels for summer school for struggling students.

**3. Support statewide and district level efforts to reduce chronic absenteeism.**

Chronic absenteeism is defined as when a student misses at least 10 percent of the school year. ODE estimates that over 20% of students across all grades are chronically absent. Options for investments that could be explored include:

- Funding for districts to address some of the barriers that keep students from attending school including transportation, mental health services, and communication with parents;
- Expansion of current efforts for high-absenteeism districts to additional school districts if these efforts provide positive results.
- Continued investments in student information systems, in part to provide exchange of information between districts as students transfer from one district to another.

## APPENDIX E: RECOMMENDATIONS OF THE COLLEGE AND CAREER READINESS WORK GROUP

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***Problem 1: Students throughout Oregon do not have access to sufficient opportunities for career learning.***

**GOAL:** Support and promote career-connected learning by leveraging the assets of the community. Career connected learning may occur through career and technical education (CTE) or career and technical student organizations (CTSOs). Community assets include (but are not limited to) businesses, local community colleges, and universities.

### POLICY RECOMMENDATIONS

#### 1. Fully fund Ballot Measure 98

Ballot Measure 98 was approved by the voters in 2016 and allocates funding to school districts to increase high school graduation rates. It identifies three specific areas for funding:

- career and technical education programs in high schools;
- college-level educational opportunities for students in high schools; and
- dropout-prevention strategies in high schools.

Ballot Measure 98 is funded at \$170 million for the 2017-2019 biennium, representing approximately 60 percent of the amount the state would spend if it adhered to the \$800 per high school student listed in the ballot measure itself.

#### 2. Support Career Technical Student Organizations (CTSO), incentivizing districts to create and continue chapters of these organizations. Use the list of organizations currently approved by the State Board of Education and add a method by which districts can ask to have additional CTOS recognized by the state.

Career and Technical Student Organizations (CTSOs) provide career-connected learning and leadership opportunities for students at the local, state, and national levels. Each organization sponsors events such as state and national skill competitions and leadership training. The current list of organizations recognized by the State Board of Education includes:

- Distributive Education Clubs of America (DECA);
- Educators Rising;
- Future Business Leaders of America (FBLA);
- Family, Career and Community Leaders of America (FCCLA);
- Future Farmers of America (FFA);
- Health Occupations Students of America (HOSA);
- SkillsUSA; and

- Technology Student Association (TSA).

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***Problem 2: Oregon does not meet its own 40-40-20 goal and is not on track to meet that goal.***

**GOAL:** Meet the statewide 40-40-20 goal by 2025 for those 25 and under in that year and every subsequent year.

#### **POLICY RECOMMENDATIONS**

- 1. Establish or continue culturally, linguistically, and disability responsive college and career navigation programs in every middle and high school, to include programs such as ASPIRE, AVID, and/or career counselors.**

The goal of college and career readiness programs and services is to assure that high school students have the knowledge, skills, and behaviors to succeed in the workplace, career training or college courses leading to certificates and degrees. School districts currently fund these programs through their operating budgets.

- 2. Require every school district to adopt an intervention strategy and equip every district with an early warning system for students at risk of dropping out, including students who are chronically absent.**

Identifying students who are at risk of dropping out is a key component for improving graduation rates. Schools that have a strong culture of using data to inform instruction and programming can help foster relationships and supports needed for student success. Early Warning Systems use longitudinal, student level data to identify students with academic problems, chronic absenteeism, and behavior problems; and collect and document accurate information on student withdrawals. ODE estimates that it will cost approximately \$6 million to provide early warning systems to all Oregon school districts.

- 3. Require every school district to have an intervention program for 8<sup>th</sup> graders at risk, such as a summer bridge program.**

Intervention programs that support students and families during the transition between middle and high school assures that more students stay on track to graduate. Summer Bridge programs are one of the strategies to help build freshman success by building strong relationships and student support structures before high school begins. High school summer bridge programs may:

- use student data to identify students for the program;
- acclimate students to the high school environment;
- focus on foundational skills such as organization, study habits, goal-setting, self-regulation, improved sense of belonging, college and career planning, and building supports within the high school;

- embed social and emotional development into the learning experience;
- engage both students and families into the orientation program; and
- build relationships between students and the adults who will support them during high school.

**4. Create a statewide network of students, supported by Education Service Districts, to advise policymakers.**

Currently two high school students serve as official advisors to the State Board of Education. In addition, non-profits, such as Oregon Student Voice, Oregon Association of Student Councils, and other K-12 student organizations have shared their perspectives on education issues. A statewide network of student advisors, supported through the state's Education Service Districts, would provide a structure for wider student participation.

**5. Direct ODE to work with OHA to combine current student surveys into a valid, reliable statewide student and school climate survey.**

The Oregon Healthy Teens (OHT) survey is administered by the Oregon Health Authority (OHA) to 8<sup>th</sup> and 11<sup>th</sup> graders throughout the state in odd-numbered years. OHT focuses on tobacco, alcohol, and drug use; physical health; sexual risk behaviors; mental health; risky behaviors; access to health care; and basic demographics. OHA also oversees the Oregon Student Wellness Survey, given to 6<sup>th</sup>, 8<sup>th</sup>, and 11<sup>th</sup> graders, which asks students about physical and mental health, gambling, substance abuse, and school climate. ODE's Safe and Effective Schools for All Advisory Committee recommended addition of another survey, designed by students.

**6. As resources are available, support nonprofit community organizations at work on improving student achievement through literacy programs. Direct the State Board of Education to create a list of recommended programs for districts to engage as partners.**

Oregon has many community-based literacy programs that partner with families, pre-school programs and K-12 schools to support children to become proficient readers. Examples of these programs include: Black Parent Initiative, the Children's Book Bank, Metropolitan Family Service, Oregon Public Libraries, Reach Out and Read Oregon, Reading Results, the Shadow Project and Start Making a Reader Today (SMART).

**7. Require and incentivize districts to establish district- and school-level attendance teams to work with the ODE technical assistance staff and resources outlined in the state's Chronic Absenteeism Statewide Plan. Require and incentivize ESDs to establish ESD-level attendance teams to support districts.**



HB 4002 (2016) directed the Oregon Department of Education (ODE) and the Chief Education Office to develop a statewide plan to address chronic absenteeism. HB 4002 appropriated \$25,000 to ODE to develop the plan and \$500,000 to the Chief Education Office to distribute to school districts for pilot programs. The legislation neither required nor provided statewide funding for districts themselves to take any action.

**8. Require districts to create and implement family engagement plans. Direct ODE to establish a list of recommended practices for districts.**

Although the U.S. Department of Education requires schools receiving Title I funding to have a family engagement plan in place, Oregon does not currently have state requirements regarding family engagement programs, nor does it track existing programs and practices.

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***Problem 3: Too many Oregon students never finish high school.***

**GOAL:** Establish a statewide reengagement plan for youth who have left high school.

**POLICY RECOMMENDATIONS**

- 1. Direct the Youth Development Division to develop and administer a statewide reengagement system for youth between the ages of 16 and 21 who have either left school or are not making sufficient progress toward meeting the requirements for a high school diploma. Under this system, school districts or community college districts can provide youth reengagement programs. Programs must offer academic instruction either for credit toward a diploma or to help prepare for the General Educational Development (GED) test, as well as services such as academic and career counseling or coaching, and assistance with accessing services or resources that support at-risk youth. Funding will be provided via the State School Fund. The State Board of Education will be authorized to establish, by rule, criteria for participating districts or community colleges to receive funding. Establish policies within Oregon's accountability system that will not penalize school districts for attempts to reengage students.**

This recommendation is based on Washington's Open Doors program, which allows school districts to partner with community colleges or community-based organizations to reengage youth between the ages of 16 and 21 who are no longer in school. Currently, Oregon has no statewide program to reengage youth who are no longer in school.

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***Problem 4: Oregon does not have sufficient career and technical education teachers to meet the growing demand for these courses.***

**GOAL:** Establish a certification program for Career and Technical Education (CTE) teachers that is standardized and transferable across districts.

**POLICY RECOMMENDATIONS**

- 1. Establish a task force, led by the Oregon Association for Career and Technical Education (CTE), that will examine the barriers to CTE licensure and make recommendations to the legislature.**

Currently, Oregon's CTE licensure process depends on partnerships among the Department of Education, the Teacher Standards and Practices Commission, and local instructor appraisal committees (IACs). IACs are committees of business, industry, and education professionals convened by the school district and the regional coordinator to evaluate the education and work experience of a CTE applicant. The work group would like to establish a task force to identify areas where the CTE licensure process may be streamlined and improved for prospective CTE teachers.

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***Problem 5: Current statewide assessments do not provide teachers or students with information about students' progress in a timely manner.***

**GOAL:** Evaluate the effectiveness of assessments for informing teacher practices in real time and for giving students information about their progress in a timely manner.

**POLICY RECOMMENDATIONS**

- 1. Require districts to share scores with teachers immediately upon receipt.**

School districts receive Smarter Balanced Assessment Consortium (SBAC) scores approximately two weeks after testing is completed, but many districts do not share these results with teachers until the following school year, after a quality control process conducted by ODE.

- 2. Encourage the use of formative assessments.**

Formative assessments monitor student learning during the school year. Teachers use formative assessments to identify any learning gaps and modify instruction, as needed. The purpose of a formative assessment is to inform real-time teaching and learning, rather than to evaluate end-of-the-year student achievement.

**3. Fund resources to mitigate the disruption to schools caused by testing, such as additional computers and test proctors to speed the process.**

Schools report that administering SBAC can cause weeks of disruption to the regular classroom and learning schedule. The SBAC is a computer-based test, yet many schools have limited access to computers. Often, schools are cycling students through one computer lab causing the adjoining school library to be inaccessible for weeks. In addition, regular classroom teachers are often assigned as exam proctors, increasing the impact of these tests on instruction time.

**4. Include growth information (past years' scores) on individual student reports in order to give context for current scores.**

At present, individual student SBAC reports only include the most recent SBAC scores. In the past, ODE has provided the current and past scores on the reports. Having several years of scores allowed teachers and parents to identify trends in the child's performance. Recently, ODE modified the individual reports to provide only the current year score.

## APPENDIX F: RECOMMENDATIONS OF THE HIGH QUALITY CLASSROOMS WORK GROUP

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*Problem 1: Oregon faces a shortage of teachers; in particular, a shortage of racially or linguistically diverse teachers. Many potential teachers do not finish their educator preparation program, and many teachers leave the profession after only a few years.*

**GOAL:** Make the teaching profession more appealing by recruiting, retaining, and supporting qualified teachers in every classroom.

### POLICY RECOMMENDATIONS

3. **Establish \$20.7 million in new funding for grow-your-own programs in which districts partner with educator preparation programs to fill gaps in the educator work force. Ensure that these programs meet the following requirements:**
  - a. Needs-based;
  - b. Require recipients to remain in public schools in Oregon for a period of time or repay the scholarship amount;
  - c. Limit the first 1,000 slots to those seeking to become teachers, with remaining slots available to those who are candidates in other licensure categories

Currently, districts that partner with educator preparation programs at higher education institutions fund these programs out of their State School Fund allocations. There are at least 13 grow-your-own and teacher residency programs operating within the state.

4. **Support the goal of creating networks for professional learning, establishing the Educator Advancement Council inside ODE to maximize funds for teacher training.**

The Educator Advancement Council, currently housed within the Chief Education Office, is working toward the creation of local educator networks, aligning early learning professional development efforts with those in K-12, and researching and addressing issues related to the educator workforce. The Council is made up of teachers, administrators, and other stakeholder groups.

5. **Align collective bargaining agreements to the length of the biennium.**

There is currently no state policy aligning school districts' collective bargaining authority with the legislature's biennial budget cycle, allowing districts to allocate funds in future years without knowing the amount they will receive from the State School Fund.

- 6. Establish a comprehensive mentorship and professional development system among Oregon's teachers, examining Iowa's Teacher Leadership and Compensation (TLC) statute (Iowa Rev. Stat. 284.15) as a possible model.**

Several Oregon school districts have established mentorship programs upon receipt of grant funding, only to discontinue those programs when the grants ran out. Currently, Oregon allocates \$11.5 million for mentorship grants to districts out of statewide funding for the Network for Quality Teaching and Learning.

- 7. Establish a needs-based loan forgiveness or scholarship program for individuals who commit to teach in Oregon's public schools for 10 years.**

The Chief Education Office reports that the cost of higher education is a major barrier for many individuals who wish to become teachers. Requiring recipients to teach in Oregon's public schools for 10 years ensures that Oregon schools will benefit from the state's investment.

**GOAL:** Oregon's educators and administrators are prepared to teach to changing demographics and should reflect their local communities.

#### **POLICY RECOMMENDATIONS**

- 1. Support the Oregon Teacher Scholars Program**

Currently, the Office of Student Access and Completion within the Higher Education Coordinating Commission funds scholarships for 68 racially and linguistically diverse teacher candidates at a cost of \$340,000 for the 2017-2019 biennium.

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***Problem 2: Oregon's schools and school buildings are not sufficient in quality or quantity to meet the needs of the state's growing student population.***

**GOAL:** Schools have facilities that are accessible, safe, healthy, secure, and meet the comprehensive educational needs of students.

#### **POLICY RECOMMENDATIONS**

- 1. Increase funding for the OSCIM grant matching program.**

The Office of School Facilities and Oregon School Capital Improvement Matching (OSCIM) grant program were established in 2015. Since its establishment, the program has been accessed by 40 districts that have used the matching funds to help pass bonds.

## **2. Increase funding for the Seismic Rehabilitation Grant Program.**

The Seismic Rehabilitation Grant Program, run by Business Oregon, will award \$75 million for school projects in its current grant cycle. School districts access technical assistance from the Oregon Department of Education to assist in obtaining the needed assessments of their buildings, which they then use to apply for the Seismic Rehabilitation Grant funds.

## **3. Implement the recommendations of the School Safety Task Force, establishing a statewide school safety and prevention system with four elements: 1) effective bullying and harassment prevention programs; 2) effective youth suicide prevention; 3) multi-disciplinary statewide student safety net system; and 4) promote use of the SafeOregon tip line.**

The 16-member School Safety Task Force was established to ensure the safety of Oregon's students. In 2015, the Task Force recommended standardized terminology for response to school-based incidents and creation of the SafeOregon tip line. The Task Force's current recommendation builds on the nationally-recognized school safety efforts underway in the Salem-Keizer school district.

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***Problem 3: Many of Oregon's schools and classrooms are overcrowded and do not provide sufficient learning opportunities for students.***

**GOAL:** Implement the policy goals of the Quality Education Model.

### **POLICY RECOMMENDATIONS**

- 2. Provide funding to limit class sizes as recommended in the Quality Education Model and include these limits in ODE's Division 22 standards as long as funding is provided at the level recommended by the Quality Education Commission, and allowing some flexibility for districts in the rule-making process:**
  - a. 20 students in kindergarten and grade 1;**
  - b. 23 students in grades 2 and 3;**
  - c. 24 students in grades 4 and 5; and**
  - d. 29 students in core academic classes in grades 6 to 12.**

Large class sizes pose significant challenges to students and to teachers. The Quality Education Commission recommended in its 2018 report that the legislature fund districts at a level that would allow for class sizes to be reduced to the figures listed above. The report estimates that lowering class sizes in elementary schools would cost \$454 million and lowering class sizes in middle and high schools would cost \$273 million, for a total of \$727 million. This amount does not include costs for capital construction or the addition of portable classrooms.

**3. Provide funding to support specialists in every elementary school:**

- a. Art teacher;**
- b. Music teacher;**
- c. Physical Education teacher;**
- d. Talented and Gifted teacher;**
- e. Teacher Librarian;**
- f. English Language Learning teacher; and**
- g. School Counselor or Psychologist.**

The Quality Education Commission's 2018 report recommends that 4.5 FTE for specialists be in place elementary schools containing 340 students.

**4. Provide sufficient funding for alternative programs for special needs and at-risk students in every middle and high school**

The Quality Education Commission's 2018 report recommends allocation of an additional \$242 million for special education and alternative education.

**GOAL:** Implement effective programs and interventions in order to create high-quality educational experiences for Oregon's students.

**POLICY RECOMMENDATIONS**

**1. Require ODE to develop a list of evidence-based and promising practices, strategies, and programs that districts can select from for their school improvement efforts**

The Oregon Department of Education's Safe and Effective Schools for All Advisory Committee recommended that ODE be tasked with developing a list of evidence-based interventions that districts can choose from, similar to the way textbooks are approved for use in Oregon schools.

**2. Require ODE to establish a separate accountability system for alternative schools.**

- a. **Require ODE to provide targeted assistance and interventions to all alternative schools and programs.**
- b. **Require ODE to change the standard for identifying schools as Comprehensive Support and Improvement or Targeted Support and Improvement to include more non-alternative schools.**

Under Oregon's accountability system, for the 2017-2018 school year, nearly all the high schools identified in the Comprehensive Support and Intervention (CSI) and Targeted Support and Intervention (TSI) categories were alternative schools. While the Every Student Succeeds Act (ESSA) requires states to have a single accountability system, it would not prohibit Oregon from establishing an additional accountability system for alternative schools or changing the way resources are allocated.

**3. Establish categorical funding and require schools to establish before- or after-school tutoring and supports for struggling students.**

Thirty-three states require or recommend that school districts offer some type of intervention or remediation for struggling readers in kindergarten through third grade.

**4. Establish categorical funding and require the following elements of a statewide Talented and Gifted (TAG) program:**

- a. **Universal screening prior to 3<sup>rd</sup> grade using the potential-to-perform eligibility standard, identifying TAG students at every school with consideration of the state's equity lens;**
- b. **Periodic ODE evaluation of TAG identification disparities in each school district with recommendations to remedy those disparities;**
- c. **Program requirements for schools and districts, including teacher training requirements and consideration of school schedules.**

In the 2016-2017 school year, 70 percent of the Talented and Gifted (TAG)-identified students in Oregon were white, while white students made up only 63 percent of the statewide student population. Additionally, identification standards vary from district to district and Oregon does not currently require districts to provide any specified interventions to students who have been identified as Talented and Gifted.

**5. Identify students early in high school that should be placed in honors, Advanced Placement, or International Baccalaureate classes.**

Students who have not been tracked into high-level classes in middle school may have an aptitude for those higher-level classes in high school.



**6. Add sufficient funding to raise the cap on funding for students identified as special needs to 14 percent, and add funding to the high-needs disability account.**

The formula for distributing State School Fund monies currently caps the number of students with disabilities for which a district can claim added weights at 11 percent. Districts are obligated under federal law to provide services to all students who qualify. The legislature established a carve-out in the state school fund for district reimbursement for high-needs disability students of \$70 million for the 2017-2019 biennium.

**7. Add 1.75 FTE to ODE for Title IX Coordinator positions.**

Currently, ODE has one .25 FTE position to coordinate Title IX issues in Oregon. Adding 1.75 FTE additional FTE brings the total to 2 FTE.

## APPENDIX G: COST ESTIMATES FOR WORK GROUP RECOMMENDATIONS

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**State of Oregon  
Legislative Fiscal Office**

900 Court St. NE, Rm. H-178  
Salem, OR 97301  
503-986-1828



Ken Rocco  
Legislative Fiscal Officer

Paul Siebert  
Deputy Legislative Fiscal Officer

To: Members of the Joint Committee on Student Success

From: Doug Wilson and Tim Walker, Legislative Fiscal Office

Date: December 12, 2018

Please find attached the recommendations of the three Joint Committee on Student Success's work groups and the preliminary cost estimates of the recommendations. As you review this information please consider the following:

1. Overall, the estimates in the attached document should be thought as preliminary giving the reader an idea of the size or magnitude of the costs. One reason for this is that many of the recommendations were not specific enough, so assumptions had to be made of the scale of the program or services a recommendation was addressing. Some recommendations were quite specific (e.g., decreasing class sizes), while others recommended an expansion in a specific service or program without stating specifically what the target was of that expansion.
2. Where applicable, the Quality Education Model or QEM was used for estimating the costs of a recommendation. Alternatively, some of the estimates rely on proposals already being discussed or had been part of other efforts such as the Agency Request budget or in some cases the Governor's budget.
3. Many of the estimates are based on state-wide numbers and averages. This means that districts are treated proportionally even though there may differences between schools or districts that could affect the costs. The law of averages is assumed.
4. Many of the recommendations will require additional building space and require new construction or remodeling. For example, many districts could face space shortage if class size is reduced. This will be a district by district issue and is not addressed directly in the pricing of these recommendations.

5. Similarly, many of these recommendations will require additional teachers, nurses, early learning/child care professionals, and other staff. Many of these are already in short supply, a problem only added to by some of these recommendations.
6. These recommendations have been “priced” independently, meaning they do not consider the potential impact of other recommendations.
7. In some cases, the pricing of some these recommendations assume a phase-in during the first biennium while others do not. As the Joint Committee moves forward with its decisions, LFO will assist in pricing these at the recommended phase-in schedule.
8. It is assumed that any additional costs are funded with General Fund resources. There may be opportunities for federal funds or other funds in some cases and these will be explored as the process moves forward.
9. Many schools or districts have implemented some of these recommendation in whole or in part. A district might have determined that class size is a priority and invested in teachers sacrificing investments in other areas. One issue that will need some discussion by the Joint Committee is how to treat these districts that have already made the investment -- the more specific a program or service is for a funding stream the more important this is an issue.

If you have any questions, please call me (503-986-1837).

## High Quality Classrooms Work Group

**GOAL: Make the teaching profession more appealing by recruiting, retaining, and supporting qualified teachers in every classroom.**

### **Recommendation #1**

*Establish \$20.7 million in new funding for grow-your-own programs in which districts partner with educator preparation programs to fill gaps in the educator work force. Ensure that these programs meet the following requirements:*

- a. Needs-based;*
- b. Require recipients to remain in public schools in Oregon for a period of time or repay the scholarship amount;*
- c. Limit the first 1,000 slots to those seeking to become teachers, with remaining slots available to those who are candidates in other licensure categories*

The Confederation of School Administrators (COSA) has a similar proposal which provided up to 1,000 students in each “cohort” up to \$5,000 annually to offset tuition and other costs of attending college with the intent of being awarded a degree from a teacher preparation program. It would require districts or groups of districts participating in the program to provide \$1 for each \$3 for the assistance. This component of the proposal would cost up to \$15 million for the first biennia (2019-21) representing three cohorts growing to \$35 million for 2021-23 for seven cohorts. Other biennial costs in the COSA proposal included \$500,000 for planning grants to a district(s) to establish the program, \$250,000 to districts for creating teacher cadet programs, \$350,000 to ODE for administrative costs, \$300,000 to the Teacher Standards and Practices Commission to support the program and “barrier busting”, and \$300,000 to the new Educator Advancement Council to support their efforts around the program. The total cost of the COSA program was \$16.7 million for 2019-21. The Workgroup recommendation was \$20.7 million and LFO assumes that each cohort would increase to 1,333 and 2019-21 cost would increase to \$19 million for the student assistance portion of the cost.

### **Recommendation #2**

*Support the goal of creating networks for professional learning, establishing the Educator Advancement Council inside ODE to maximize funds for teacher training.*

The 2019-21 Governor’s budget includes funding for the Educator Advancement Council (EAC) within the ODE budget. The Council would be an independent entity but would use ODE’s finance, personnel and other central office staff. This is like the relationship that the Early Learning Division and the Youth Development Division have with ODE.

The 2019-21 Governor’s budget for the EAC is \$60.9 million total funds. General Fund represents \$19.6 million of this total with the Network for Quality Teaching and Learning (NQTL) accounting for the remaining \$41.3 million. \$8 million of the \$60.9 million is to be transferred to HECC for early learning related assistance and the Oregon Teachers Scholars program both of which relate to other recommendations in this document. NQTL is a carve-out

from the State School Fund which is to be dedicated to the EAC starting in the 2019-21 biennium based on 2017 Legislative action. Currently NQTL funds mentoring, school district collaboration, assistance for low performing schools and districts, grants for dyslexia screening, trauma informed pilots, leadership training, and a few ODE positions.

### **Recommendation #3**

*Align collective bargaining agreements to the length of the biennium.*

There is not a feasible way to “price out” this proposal since there are several factors that affect bargaining including the term of the agreement. It is very difficult to separate the impact of just one of the many factors that go into a negotiated labor agreement.

### **Recommendation #4**

*Establish a comprehensive mentorship and professional development system among Oregon’s teachers, examining Iowa’s Teacher Leadership and Compensation (TLC) statute (Iowa Rev. Stat. 284.15) as a possible model.*

Iowa established a program which pays for the costs to school districts to provide for professional development and mentoring in each district. A teacher career pathway or ladder is established with five teacher designations -- initial, career, model, mentor and lead, the last three designations each having a reduction in the time they spend in the classroom, so they can assist other teachers or provide other professional development. Each of the three last designations have reduced instruction time assignments, have longer annual contracts, and receive additional salary.

<b>Designation</b>	<b>Required % of Teachers to Designate</b>	<b>Reduced Instructional Time Requirement</b>	<b>Salary Supplement</b>
Model Teacher	10%	10%	\$2,000
Mentor Teacher	10%	25%	\$5,000
Lead Teacher	5%	50%	\$10,000

There are two cost components in this estimate -- the increased compensation for the three designations of teachers, and the cost of replacing the lost instructional time of the model, mentor and lead teachers. Assuming just under 30,000 teachers statewide, average statewide teacher compensation (based on 2016-17 salary information adjusted to 2019-21 costs), and the need to backfill the lost instructional time, the annual cost of this proposal is \$234.6 million General Fund (\$470 million General Fund biennial cost). If the assumption that the teachers hired to replace the lost instructional time are all beginning teachers and paid at a beginning salary, the annual cost is reduced to \$189.8 million (\$380 million per biennium). These estimates assume that all districts participate in the program in Oregon and would be reduced proportionately as the number of participating districts fall. If the school districts are responsible for the backfill in instructional time and the State covers the additional compensation costs of the

model, mentor and lead teachers, the State costs fall to \$41.8 million General Fund annually or \$83.6 million for the biennium.

### **Recommendation #5**

***Establish a needs-based loan forgiveness or scholarship program for individuals who commit to teach in Oregon's public schools for 10 years.***

The cost of a scholarship program depends on the number of participants, the size of the scholarship, tuition amount, and the anticipated annual increase in the scholarship amount. In addition, there will be some staff and other costs to administer the program.

Over the past four years there have been an average of 3,889 new teachers who did not teach in the state in the prior year. Not all of these received their teaching degrees from institutions in the state. One factor to consider is the capacity of the teacher preparation programs in the state which have decreased over number in the past few years. For the purpose of the cost of this recommendation, I have used 500 new participants in this scholarship program each year. There are estimates for both a two-year year scholarship which tracks to the time they actually spend in the teacher preparation programs, and a four-year scholarship assuming the entire four-year span a student would spend in college.

The amount of the scholarship of course is a primary driver. Tuitions range from roughly \$7,500 to \$8,500 (annual for 15 credits a quarter) for an Oregon public university, to over \$40,000 for an Oregon private college. For the purpose of this pricing, an annual scholarship amount of \$5,000 is assumed and an annual increase in the award amount of 5%.

Under these assumptions, the 2019-21 estimate for a two-year and four-year scholarship program is \$7.8 million. For the 2021-23 biennium, the cost of the two-year scholarship program increases to \$11.3 million while the four-year program increases to \$19.5 million. These estimates do not include the cost of operating the program including staff costs and initial programming costs. Another factor to consider is whether this is the final piece of a student aid package or not. If it is, the cost would likely decrease as various public and private financial aid is factored in.

A comparable loan forgiveness program would likely have a lower net cost since some of the participants would not fulfill the 10-year requirement and there would be revenues as the "loan" is paid off. A loan forgiveness program would have significantly higher administrative costs since each participant would have to be tracked for ten years and a loan payment program would have to be established or contracted out.

**GOAL: Oregon's educators and administrators are prepared to teach to changing demographics and should reflect their local communities.**

### **Recommendation #1**

***Support the Oregon Teacher Scholars Program***

Current 2017-19 funding for this program is \$424,000 in Network for Quality Teaching and Learning (NQTL) resources (carve-out from State School Fund). This provides scholarships for racially or linguistically diverse teacher candidates accepted and enrolled in a state-approved educator preparation program. Up to 68 individuals may receive \$5,000 scholarships. The Governor's budget for 2019-21 increases the amount for the program to \$1 million General Fund of which most of the funds should be directed to the scholarships. If all the \$1 million is used for the scholarships, the total number awarded could be 200.

**GOAL: Schools have facilities that are accessible, safe, healthy, secure, and meet the comprehensive educational needs of students.**

### **Recommendation #1**

***Increase funding for the OSCIM grant matching program.***

The Oregon School Capital Improvement Matching Program (OSCIM) provides matching funds for school districts passing local General Obligation (GO) bonds. The OSCIM Program will match a school district's local GO bond one-to-one up to \$4.0 million of local GO bond, or the amount approved in the local bond sale, whichever is less. After that, the OSCIM Program will match the local district's GO bonds between \$4.0 million and \$8.0 million based on the funding formula and priority list established by the Office of School Facilities. All grants are predicated on the successful passage of local bond measures.

In the 2015 - 17 biennium, the OSCIM Program was provided authorization to issue \$125.0 million and in 2017-19 biennium \$100.00 million. School districts requested an additional \$216.1 million over and above the budgeted levels. There were four districts that passed their bond measures that were not funded totaling \$20.8 million. Another 49 districts applied for but did not receive grants. The priority list is meant to provide funding for districts with high poverty levels and low assessed values. The real cost of this program is the General Fund debt service to pay back the bonds. Generally speaking (and depending on interest rates at the time issuance), each \$100 million of bonds require \$15.1 million General Fund debt service per biennium for ten biennia.

As to further need over and above these requests, the Office of School Facilities estimates (based on a survey of schools) that there is roughly \$5.7 billion in deferred maintenance needs in schools across the state. In addition, some of the recommendations from this Committee's work groups could increase the need for this program (e.g., smaller class size). If there is a significant increase in this program's authorized bonding amount or the next recommendation's program, there will be less bonding authority for other areas such as public universities, community colleges, and state government projects.

### **Recommendation #2**

***Increase funding for the Seismic Rehabilitation Grant Program.***

The Seismic Rehabilitation Grants program was established by the 2009-11 Legislative Assembly with an initial \$15.0 million bond authorization. Each applicant must provide a seismic engineering study and provide a cost benefit analysis. A matrix is developed ranking the projects that are most in need of rehabilitation to those of least need. In general, the 20-person Advisory Committee awards grants to those projects that are most critical, and the committee also attempts to award geographically diverse projects, considering both rural and urban projects.

The Legislative Assembly authorized \$100 million in bonds for the program in 2017-19. In November 2018, the program had \$75 million available for schools and received 86 applications totaling \$200 million. The Seismic Fund has consistently been over-subscribed and has always awarded the full amount of the fund authorized by the Legislature. For perspective, the unmet need in the November 2018 cycle totals \$125 million and the General Fund debt service for each biennium would be roughly \$18.9 million.

Since 2009-11 a total of \$304.7 million has been authorized for Seismic Rehabilitation Grants. The Department of Geology and Mineral Industries (DOGAMI) did a survey in 2007 that estimated the total need for seismic retrofitting to be \$750.0 million. ODE is working on developing a survey for the current needs. The DOGAMI figure is thought to underestimate the total need for seismic rehabilitation.

### **Recommendation #3**

***Implement the recommendations of the School Safety Task Force, establishing a statewide school safety and prevention system with four elements: 1) effective bullying and harassment prevention programs; 2) effective youth suicide prevention; 3) multi-disciplinary statewide student safety net system; and 4) promote use of the SafeOregon tip line.***

The 2019-21 Agency Request budget for ODE included a proposal to address the recommendations of the School Safety Task Force including the elements listed above. The proposal requests \$1.9 million General Fund with \$1.7 million for grants to Education Service Districts and others to assist their area districts in establishing multi-disciplinary teams to develop intervention plans for students at risk of violence. The funding would be used to hire regionally based school safety and prevention specialists, youth suicide prevention specialists, and contracted services for student threat assessment training and technical assistance. The funding for the grants represent one year of the 2019-21 biennium so the two-year cost of this package increases to roughly \$3.7 million. The remaining requested funding would be used for statewide coordination of the system, the costs of a state-wide steering committee and technical assistance resources.

**GOAL: Implement the policy goals of the Quality Education Model.**

### **Recommendation #1**

***Provide funding to limit class sizes as recommended in the Quality Education Model and include these limits in ODE's Division 22 standards as long as funding is provided at the level recommended by the Quality Education Commission, and allowing some flexibility for districts in the rule-making process:***



- *20 students in kindergarten and grade 1;*
- *23 students in grades 2 and 3;*
- *24 students in grades 4 and 5; and*
- *29 students in core academic classes in grades 6 to 12.*

Using the QEM, the following are 2019-21 costs of implementing the recommended class sizes:

• 20 students in kindergarten and grade 1	\$110.6 million
• 23 students in grades 2 and 3	\$ 53.2 million
• 24 students in grades 4 and 5	\$ 64.1 million
• 29 students in core academic classes in grades 6 to 12	<u>\$142.0 million</u>
• <b>Total</b>	<b>\$369.9 million</b>

**Recommendation #2**

**Provide funding to support specialists in every elementary school:**

- **Art teacher;**
- **Music teacher;**
- **Physical Education teacher;**
- **Talented and Gifted teacher;**
- **Teacher Librarian;**
- **English Language Learning teacher; and**
- **School Counselor or Psychologist.**

The QEM and its recommended staffing levels for these specialists are used for this estimate. This model assumes that the equivalent of 4.5 FTE of a combination of these specialist is provided to the representative elementary school in the QEM. An elementary school of 360 pupils is the size of the representative school so larger or smaller schools would receive a correspondingly proportionate amount. Currently, the statewide average staffing level for these specialists is the equivalent of 3.0 FTE, so this estimate assumes the addition of 1.5 FTE for each representative school. The total cost for adding this additional 1.5 FTE across the state is \$250.4 million General Fund for 2019-21.

**Recommendation #3**

***Provide sufficient funding for alternative programs for special needs and at-risk students in every middle and high school***

The 2018 QEM report has an estimate that addresses this recommendation. This estimate assumes that 2.0 FTE would be added to each prototype middle school to assist these students while 1.75 FTE would be added to high schools. The estimated biennial cost for this is \$192.4 million General Fund.

**GOAL: Implement effective programs and interventions in order to create high-quality educational experiences for Oregon's students.**

**Recommendation #1**

***Require ODE to develop a list of evidence-based and promising practices, strategies, and programs that districts can select from for their school improvement efforts***

If this recommendation is just for ODE to develop the list it would be limited to some additional ODE staff time to research, compile, and distribute the list, likely less than one FTE (roughly \$200,000 or less). If the effort was to expand to include bringing together teachers and other educators to develop the list the cost would increase. This approach would not include any funding for financial assistance to districts for school improvement efforts.

The 2019-21 Agency Request budget included a related \$28.4 million General Fund package to expand school improvement efforts including; (1) \$19.7 million to assist additional ESSA designated Comprehensive Support and Improvement (CSI) schools and Targeted Support and Improvement (TSI) schools, (2) \$4.0 million of General Fund backfill for decreased funding in federal Title I funding for school improvement grants, and (3) \$4.7 million to backfill the Network for Quality Teaching and Learning (NQTL) funding for Low Performing Schools and School & District Turnaround grants as NQTL funds are redirected to the proposed new Educator Advancement Council programs.

**Recommendation #2**

***Require ODE to establish a separate accountability system for alternative schools.***

- ***Require ODE to provide targeted assistance and interventions to all alternative schools and programs.***
- ***Require ODE to change the standard for identifying schools as Comprehensive Support and Improvement or Targeted Support and Improvement to include more non-alternative schools.***

There have been discussions with ODE staff regarding this recommendation. ODE has begun to address this issue as it was as part of a recent Secretary of State audit. At this time, a cost estimate is not completed. LFO and ODE will continue to work on determining a cost estimate in the future.

**Recommendation #3**

***Establish categorical funding and require schools to establish before- or after-school tutoring and supports for struggling students.***

This is very similar to the previous recommendation to assist special needs and at-risk students in every middle and high school. The primary difference is that this recommendation is for all grades and not just middle and high school. Using the same assumptions in the previous recommendation of 2.00 FTE for middle schools and 1.75 FTE for high schools as well as 0.50 FTE for elementary schools, the estimate for all three levels increases to \$275.7 million General Fund for 2019-21.

## **Recommendation #4**

*Establish categorical funding and require the following elements of a statewide Talented and Gifted (TAG) program:*

- *Universal screening prior to 3<sup>rd</sup> grade using the potential-to-perform eligibility standard, identifying TAG students at every school with consideration of the state's equity lens;*
- *Periodic ODE evaluation of TAG identification disparities in each school district with recommendations to remedy those disparities;*
- *Program requirements for schools and districts, including teacher training requirements and consideration of school schedules.*

Under current practice, responsibility for identifying TAG students is left to the school districts and may consist of parental referrals, teacher referrals, or some form of standardized testing. There is a lack of uniformity across the state in identifying TAG students or the use of standardized testing. Results can vary from 30% of students identified as TAG students in a school district in the Willamette Valley to 2% of students identified as TAG eligible in a coastal school district. There are two tests that are nationally recognized. They are the Cognitive Abilities Test (CogAT) and the Naglieri Nonverbal Ability Test (NNAT). The average costs of the tests are \$10.50 per student and the test should be applied during second grade. There are roughly 45,000 second graders in any given year and it would cost \$472,500 per year to provide a consistent test to all second graders.

Periodic ODE evaluation to identify disparities in each district with ODE providing recommendations to address the disparities would require additional staff resources. Currently ODE has one position assigned to TAG responsibilities. It would likely take up to an additional two positions at a 24-month cost of \$296,694 each to meet this part of the recommendation.

The final part of this recommendation requires further work and further direction. Teachers would have to be trained in how to deliver educational services to TAG students. Some have estimated that one teacher per school on average would need to be certified for TAG expertise. This would be an expensive venture (1,400 schools at 88,000 per year) and Pacific University is the only school in the state that provides TSPC recognized TAG certification. The cost of certification is approximately \$9,000 and requires the successful completion of 13 credit hours of coursework. There are currently only 18 individuals with TAG certifications in the state. The larger questions include; (1) what direction should be taken on addressing TAG students, (2) the intensity of the instruction, and (3) what grade levels should be included. At the minimum, it is likely that additional professional development for all teachers is needed, possibly provided by teachers with the certification.

## **Recommendation #5**

*Identify students early in high school that should be placed in honors, Advanced Placement, or International Baccalaureate classes.*

This seems to be more of a recommendation for teachers to communicate with each other about individual students. ODE could provide guidance or suggested criteria on what type of student should be considered for these classes, but there should not be a significant cost to ODE to provide that guidance.

### **Recommendation #6**

***Add sufficient funding to raise the cap on funding for students identified as special needs to 14 percent and add funding to the high-needs disability account.***

It is important to note that both items mentioned here are funding mechanisms and do not necessarily cover all the costs of the student covered under the items.

Current law limits the number of students eligible for the Special Education or *special needs* weighting factor in the School Funding Formula to 11% of total district base ADM. For the 2016-17 school year, 159 districts exceeded the 11% while the remaining 38 districts were under the limit or had no IEP students. Currently the statewide percent of students eligible for this designation is 13.4%. If the limit or cap was increased to 14%, the annual cost of the increased is estimated to be \$81.4 million or \$163 million per biennium based on 2016-17 data. There would still be 79 school districts over the cap at 14%. This increase would mean changing the mix of distribution under the School Funding Formula benefitting some districts at the expense of others depending on their mix of students.

For the ***High Cost Disability Cost***, the carve-out from the State School Fund was increased from \$18 million annually to \$35 million annually starting in the 2015-16 school year. With that increase, the account has been able to cover roughly around 50% of the eligible costs (above \$30,000 per high cost eligible student). Based on the OED estimate for the 2017-18 school year, the \$35 million will cover 50.8% of the eligible costs. To cover all eligible costs based on the 2017-18 school year, an additional \$33.9 million annually would be needed or \$67.9 million for the biennium. There would also be some inflation that would increase that estimate some. The carve out from the State School Fund could be increased to cover these estimated increased costs, but that would mean less funding distributed to districts for the general grant through the formula.

### **Recommendation #7**

***Add a 1.75 FTE to ODE for Title IX Coordinator positions.***

This would add one full-time Operations and Policy Analyst 4 position and one part-time Operations and Policy Analyst 3 position who would need a good understanding of federal and state civil rights law. The 2019-21 estimated cost would be \$501,820 General Fund with a small increase in future biennium since the full-time position would be for 22 months as it will not be hired right at the beginning of the biennium.

## **College and Career Ready Work Group**

**GOAL: Support and promote career-connected learning by leveraging the assets of the community. Career connected learning may occur through career and technical education (CTE) or career and technical student organizations (CTSOs).**

**Community assets include (but are not limited to) businesses, local community colleges, and universities.**

### **Recommendation #1**

#### ***Fully fund Ballot Measure 98***

Ballot Measure 98 (2016) established the High School Graduation and College and Career Readiness Program to address issues relating to career and technical education, college-level educational opportunities in high schools, and dropout prevention strategies. The Legislature funded this program at \$170 million for 2017-19. The Ballot Measure's language (statutory) assumed greater funding based on \$800 annually for each student in grades nine through twelve, so the \$170 million represented roughly 60% of assumed amount. The \$800 is to be adjusted each biennium base on the growth in the State School Fund. To fully fund Ballot Measure 98 for 2019-21, it is estimated that \$303.2 million will be required based on the estimated number of high school students and the increase in the State School Fund at current service level.

### **Recommendation #2**

***Support Career Technical Student Organizations (CTSO), incentivizing districts to create and continue chapters of these organizations. Use the list of organizations currently approved by the State Board of Education and add a method by which districts can ask to have additional CTOS recognized by the state.***

The 2019-21 current service level includes \$727,000 General Fund in the Student Leadership Center program which provides funding for these types of organizations (e.g., DECCA, FFA) for statewide activities as well as grants to local school-based chapters. As of June 2018, there were 284 organizations at schools in Oregon with FFA representing the largest number at 103. For the 2017-18 grant cycle (first year of the biennium), there were \$131,800 in grants to local chapters (typically around \$1,000 each) which is less than in previous years where it has been around \$200,000. Roughly \$400,000 per biennium is allocated for local chapter grants, \$100,000 is reserved for statewide training, and some of the remaining is for administering the grants through a contract with an outside organization. Increasing the amount of funding would allow more funding being available for local district activities and programs. Students involved with these organizations still must pay fees and travel costs which may be keeping more students from participating.

There was a \$3 million proposal in 2012 which would have provided \$5,000 grants to local chapters which would have helped integrate the CTOS programs into school curriculum including supporting the CTOS teacher/advisor.

According to ODE staff there already exists a process for adding new organizations so more detail is required to determine the cost of this portion of the recommendation.

**GOAL: Meet the statewide 40-40-20 goal by 2025 for those 25 and under in that year and every subsequent year.**

### **Recommendation #1**

*Establish or continue culturally, linguistically, and disability responsive college and career navigation programs in every middle and high school, to include programs such as ASPIRE, AVID, and/or career counselors.*

Funding is the 2019-21 current service level budget for the Office of Student Assistance and Completion (OSAC) of HECC is \$634,951 total funds which will provide grants to 155 schools with ASPIRE sites at a grant size of just less than \$4,100 per biennium. The ASPIRE program is located in schools and provides a variety of services including mentoring students. The 2019-21 Agency Request budget for the ASPIRE program includes an additional \$1.1 million General Fund for grants to another 113 sites at the same grant level. Average grants have not changed for a few biennia. A further \$1.7 million General Fund in resources would add funding for another 71 sites (bringing the total number of sites to 339) and increase the average grant to \$5,120. In contrast there are approximately 435 middle and high schools.

Counselors are trained and licensed for a comprehensive counseling system in the schools involving academic, guidance and mental/behavioral health related counseling. The guidance related functions make up only a share of the work they do, and the amount varies from school to school. A recommendation from another work group found that meet the counseling standards set out in the OARs, an additional \$237.9 million is required, but that is for counselors covering academic, guidance and mental/behavioral health. A third of that cost may roughly be attributable to guidance related activities allocating \$79.3 million General Fund as the cost.

### **Recommendation #2**

*Require every school district to adopt an intervention strategy and equip every district with an early warning system for students at risk of dropping out, including students who are chronically absent.*

An Early Indicator and Intervention System (EIIS) combines the use of data and structured teams to proactively identify struggling students. EIIS is designed to signal in real time when a student begins to struggle. Not all districts have utilized the technology even as many have invested in their own systems. The 2019-21 Agency Request Budget included \$1 million for: (1) training on developing and implementing student focused teams, (2) developing and providing guidance on the necessary components for an EIIS, (3) training and guidance to districts on establishing an intervention tracking system, (4) funding to enable districts to evaluate their EIIS, and (5) resources for assisting districts in acquiring information technology solutions for creating an EIIS in the second year of the biennium. The first four items were allocated \$600,000 to assist 40 districts in the package while \$400,000 was allocated for the assistance in item #5. Overall,

ODE estimates that 103 districts would be assisted with the \$1 million. There is also a proposal to provide districts \$3.00 per ADM per year to fully fund the grants in item #5 for all districts. This would cost an estimated \$3.5 million General Fund in 2019-21.

### **Recommendation #3**

***Require every school district to have an intervention program for 8<sup>th</sup> graders at risk, such as a summer bridge program.***

Two programs were looked at that appear to meet the objectives of this recommendation. The target group for such a program were 8th graders that scored a 1 or a 2 on the English/language arts (ELA) or Math assessment. Just over 18,000 students met the criteria for English/language arts and approximately 24,300 students for Math. This estimate assumes roughly 50% of these students would participate and adjustments were made for those students that qualified for both ELA and Math. The estimate includes class time (15 hours per week) for each program area, transportation for some students, materials, and meals. This is based on a three-week program. The estimated cost of such a program is \$21.3 million General Fund. A four-week or five-week would roughly cost proportionately more. This estimate is also a statewide average, a more refined pricing would have to look at a district-level data.

### **Recommendation #4**

***Create a statewide network of students, supported by Education Service Districts, to advise policymakers.***

There are two approaches to this recommendation. A more formal robust effort would provide Education Service Districts (ESD) with funding for a part-time position in each region to organize and lead the students involved in this process, costs of holding regional meetings, and costs of participation in state-wide meetings including travel. This assumes several students in each region participating. This could cost as much as \$2.8 million with additional costs at ODE to hold the state-wide meetings and to assist with setting up the regional structure.

A second approach would be to have a selected group of students with one or more selected by each ESD with little or no regional based meeting time. The state-wide group would meet quarterly with limited ODE resources setting up the meeting and staffing it. Much of the cost would be travel reimbursement of students traveling to Salem or central location to meet with policy makers. This more limited approach would be less than \$100,000 General Fund.

### **Recommendation #5**

***Direct ODE to work with OHA to combine current student surveys into a valid, reliable statewide student and school climate survey***

Currently, the Oregon Health Authority - Public Health Division (OHA-PHD) administers the Oregon Healthy Teens (OHT) and the Student Wellness Surveys (SWS) in alternate years. Both surveys have similar content and topic areas but use different methodologies. Some of the key

content area differences between the two surveys are that the OHT contains questions related to reproductive and sexual health, physical activity and nutrition, while SWS contains more questions related to illicit drug use and attitudes and perceptions about substance use and other risk behaviors. Both surveys include questions related to tobacco, alcohol, and marijuana use, and also questions related to school success, school climate and safety, positive youth development and mental health. In 2020, OHA-PHD will launch a single integrated Student Health Survey to improve and streamline the survey.

### **Recommendation #6**

***As resources are available, support nonprofit community organizations at work on improving student achievement through literacy programs. Direct the State Board of Education to create a list of recommended programs for districts to engage as partners.***

In the 2019-21 current service level there is a small appropriation (\$51,850 General Fund) to provide state support to the Reach Out and Read Program which incorporates books into pediatric care and encourages families to read out loud. Books are distributed through medical provider's offices. Also, in the current service level is \$271,631 General Fund for the Start Making a Reader Today or SMART program. SMART is a volunteer driven tutoring program for at-risk K-3 readers. Currently, approximately 5,000 volunteers in Oregon read with over 10,000 young students. Funding also is used to purchase books. ODE estimates that the funding provided to SMART resulted in the purchase of over 10,000 books as well as funding other costs of the program. State funds are combined with other funds for these programs including donations. SMART's average cost per child is \$325 annually. These and other similar programs could be expanded to serve more preschoolers and those at-risk students in the early grades.

### **Recommendation #7**

***Require and incentivize districts to establish district- and school-level attendance teams to work with the ODE technical assistance staff and resources outlined in the state's Chronic Absenteeism Statewide Plan. Require and incentivize ESDs to establish ESD-level attendance teams to support districts.***

This is like a recommendation of the Students Ready and Able to Learn work group.

Chronic absenteeism is defined as "a student missing more than ten percent of enrolled school days for any reason". In 2016, the Legislature approved \$25,000 to develop a Chronic Absenteeism plan as well as \$500,000 General Fund for pilot projects. In 2017-19, \$6.2 million was approved for grants to districts to implement the plan and to hire "coaches" to help districts. This amount is carried forward in the 2019-21 current service level budget. In the 2019-21 Agency Request budget, ODE requested \$6.6 million General Fund in additional funding mostly for grants to make sure that districts with chronic absenteeism rates of 25% (state-wide average is 17%) are addressing the issue and to support regional consortiums to target culturally specific students in each region.



## **Recommendation #8**

***Require districts to create and implement family engagement plans. Direct ODE to establish a list of recommended practices for districts.***

School districts are currently required to put into operation programs, activities and procedures for the involvement of parents in all its schools with Title I programs under the Elementary and Secondary Education Act (ESEA). The parental involvement plan insures that parents play an integral role in assisting their child's learning; that parents are encouraged to be actively involved in their child's education at school; and that parents are full partners in their child's education and are included, as appropriate, in decision-making and on advisory committees to assist in the education of their child.

Any school district receiving Title I funds is required to have a district wide parental involvement policy. Of the 196 school districts in Oregon, 188 receive Title I funds and are therefore required to have district-wide parental involvement policies. In addition to schools, the district wide policy would also cover Head Start, Reading First, Early Reading First, Even Start, Parents As Teachers, Home Instruction Program for Preschool Youngsters, and State-operated preschool programs. ODE is responsible for ensuring that school districts receiving Title I funds have district wide parental involvement policies that meet the ESEA requirements. The districts not receiving Title I funds typically do not have enough students meeting the Title I requirements to make it worthwhile to accept the funds. ODE may have some limited costs to research and compile a list of recommended practices.

**GOAL: Establish a statewide reengagement plan for youth who have left high school.**

## **Recommendation #1**

***Direct the Youth Development Division (YDD) to develop and administer a statewide reengagement system for youth between the ages of 16 and 21 who have either left school or are not making sufficient progress toward meeting the requirements for a high school diploma. Under this system, school districts or community college districts can provide youth reengagement programs. Programs must offer academic instruction either for credit toward a diploma or to help prepare for the General Educational Development (GED) test, as well as services such as academic and career counseling or coaching, and assistance with accessing services or resources that support at-risk youth. Funding will be provided via the State School Fund. The State Board of Education will be authorized to establish, by rule, criteria for participating districts or community colleges to receive funding. Establish policies within Oregon's accountability system that will not penalize school districts for attempts to reengage students.***

It is unclear what is meant by funding being provided via the State School Fund (SSF). This could mean a carve-out from the SSF, but that would mean less being distributed for general educational purposes without additional SSF funding. The estimate below is priced with the

assumption that grants would be provided to schools or organizations to help create and implement qualified programs that enable eligible students to reengage in education. YDD staff at ODE estimate that there are between 23,000 and 40,000 youth state-wide that would be eligible for a program like this. Based on program experience, YDD staff suggested that 7% to 10% of the eligible population would participate with the percentage growing as time went on. This estimate assumes a 24-month period that includes 7% participation for the first year and 10% for the second year. Per student cost is set at \$7,000 per year so the estimated 24-month cost from \$27.8 million to \$53.5 million General Fund depending on size of the eligible population (between 23,000 and 40,000). There would be some YDD and ODE start-up costs to establish or identify qualified programs.

LFO would suggest that a pilot program be first established and operated for at least a year to determine the effectiveness of the program and begin to establish best practices. This would also provide information of the potential number of participants as well as a more detailed estimate of the cost per student.

**GOAL: Establish a certification program for Career and Technical Education (CTE) teachers that is standardized and transferable across districts.**

#### **Recommendation #1**

*Establish a task force, led by the Oregon Association for Career and Technical Education (CTE), that will examine the barriers to CTE licensure and make recommendations to the legislature.*

As with other task force related recommendations, the estimated cost of this recommendation depends on how robust of a process is taken. If the intent is to have a series of meetings at a central location and have limited staff participation that would require backfill of current job responsibilities, the cost is not great (e.g., \$100,000). If there is greater staff participation and the need for research and other activities, the costs increase.

**GOAL: Evaluate the effectiveness of assessments for informing teacher practices in real time and for giving students information about their progress in a timely manner.**

#### **Recommendation #1**

*Require districts to share scores with teachers immediately upon receipt.*

This should not be a significant cost to ODE or to districts.

#### **Recommendation #2**

*Encourage the use of formative assessments.*

Oregon currently funds a federally mandated summative assessment with General and Federal Funds which is given once near the end of the school year for grades 3 through 8 and 11th. Summative assessments provide information how schools, districts and state-level programs prepare students to meet the state content standards. There are two other type of assessments which are more student-centered -- interim assessments and formative assessment practices. The 2019-21 Agency Requested Budget included funding to address the need for these other assessments and assessment practices. General Fund resources were requested to purchase the interim assessment for Math and English/language arts (ELA) from the Smarter Balance Assessment Consortium (SBAC) which provides the current summative assessment. ODE's \$3.4 million General Fund request assumes a rollout in the second year of the biennium with a student participation rate of 100%. Based on this assumption, the interim assessment cost would be \$2.0 million General Fund per year. Other components of the request costing an estimated \$400,000 General Fund includes funding for interim assessment for science for selected grades and training and technical assistance resources especially for use of formative assessment practices. In addition, \$725,000 General Fund was designated for assessment professional development and \$250,000 General Fund to support a systemic shift to a student-centered assessment system.

Based on recent conversations with ODE, the interim assessment component of this package could be rolled out the first year with a phased-in approach of student participation. The first year of the biennium would cost \$1.3 million General Fund for the interim assessment based on a student participation rate of 50%. The second year assumes a 75% participation rate costing \$1.5 million General Fund. A full two-year package with these assumptions would be \$5.55 million General Fund when you also include the other items above.

### **Recommendation #3**

***Fund resources to mitigate the disruption to schools caused by testing, such as additional computers and test proctors to speed the process.***

Disruption during the assessment testing occurs for several reasons including tying up computer labs, movement of students, and lost learning time. Testing generally happens around the month of May concentrating the disruptions over a short period of time. One solution may be to make available computers or devices which would allow students to take the tests in their own classroom. The American Institute for Research (AIR) who administers the assessments for Oregon says that devices like a Chromebook meets the technical needs. Providing resources to districts to purchase a set of these for a group of classrooms could prevent some of the disruptions and still allow for the tests to be taken within a given time frame.

Based on a set of devices for each five classrooms in the grade levels required to take the assessments and using 2017-18 class size and enrollment data, an estimated 63,164 devices would be required. At a per unit cost of \$220 with additional cost per unit for other equipment (e.g., transport cart) the total cost would be approximately \$14.5 million across the state. There would have to be consideration for those districts with limited broadband access (mainly smaller districts). These devices could be used for other uses during the year including the interim

assessment discussed in the recommendation above. There would still be disruptions including that in the classroom, but other disruptions in the school would be decreased.

#### **Recommendation #4**

*Include growth information (past years' scores) on individual student reports in order to give context for current scores.*

This should not be a significant cost to implement this. ODE will have some programming costs as the student report is changed, but they do make changes to these reports from time to time.

## Students Ready and Able to Learn Work Group

**GOAL: Support healthy attached family relationships to help ensure every child is ready to learn when they enter school by providing access to services for all children and families who need them; including but not limited to, prenatal care, home visiting, education and engagement for new parents, and school readiness programs.**

### **Recommendation #1**

*Expand home visiting programs to move toward voluntary universal home screening and ensure that families with identified service needs are directed to the appropriate service providers.*

The Early Learning Division's (ELD) primary home visiting program is the Healthy Families Oregon program funded at \$30.7 million total funds (\$25.7 million General Fund) in the 2019-21 current service level budget. Assuming the same number of recipients (families) as estimated that will be served in 2017-19 (3,237), the estimated average cost per family will be \$9,444 total funds. For 2017-19, between 10% and 11% of the total estimated 30,000 eligible families were served. Each additional 1,000 served will cost an estimated \$9.4 million. To serve 25% of the eligible population will cost an additional \$40.3 million.

As the Joint Committee considers this recommendation, it is recommended to look at the other home visiting programs administrated by the State. Another program may be more appropriate for some of the families than this particular program.

### **Recommendation #2**

*Increase access to intensive early childhood services such as Early Head Start and Relief Nurseries.*

For the 2019-21 current service level, **Early Head Start** is funded at just less than \$1.7 million (all General Fund) providing funding for 64 slots. In addition, federal funding provides for approximately 2,000 slots. The estimated need for services under this program is roughly 25,000 children. Adding another 1,000 slots would cost approximately \$25 million General Fund.

Current service level funding for **Relief Nurseries** is \$11.4 million total funds (\$9.3 million General Fund). Average funding per child is approximately \$7,700 and the anticipated 3,300 children served during 2017-19 represented under 10% of the children needing some level of service. Adding services for another 1,000 children is estimated to cost \$7.8 million General Fund for 2019-21.

**Recommendation #3**

***Fully fund Early Intervention (EI) and Early Childhood Special Education (ECSE) services for children with disabilities and delayed learning.***

The 2019-21 current service level budget for the Early Intervention program (up to age 3) and the Early Childhood Special Education program (age 3-5) totals \$227.5 million total funds (\$194.4 million General Fund). This federally mandated program serves all eligible children based on the need for services which is estimated at 26,000. In reality, the funding has not kept pace with the increasing costs, so service levels have been reduced over time. Based on the current estimated costs and student needs, it would take an additional \$75 million General Fund to fully fund the program for 2019-21.

**Recommendation #4**

***Explore additional policy options to build an integrated birth-to-five system that supports children and families.***

Without identification of what these options are it is impossible to provide a cost estimate. The 2019-21 Agency Request budget for ELD did include a \$10 million General Fund for a parenting education program to “support establishment, expansion and sustainability of community-based parenting education programs”. This proposal would build in part upon the foundation-funded Oregon Parenting Education Collaborative (OPEC) that is available to families in 32 counties through 15 parenting hubs. There are likely other options that meet the intent of this recommendation that can be explored.

**GOAL: Provide all children with access to affordable high-quality preschool programs.**

**Recommendation #1**

***Increase access to state-subsidized preschool programs for children aged 3 to 5 who have not entered kindergarten, particularly for children living at or below 200% of the federal poverty level (FPL).***

The State funds two primary preschool programs for children age 3 till they attend Kindergarten. Oregon PreK program serves 8,100 children out of the approximately 20,000 eligible children under 100% of the FPL (the companion federally funded Head Start program serves another 4,400) and costs \$9,100 annually per child (2017-19 cost). Preschool Promise costs \$11,500 annually per child and serves 1,300 children of the roughly 40,000 that are eligible. 2019-21 current service level funding for Oregon PreK is \$156.4 million and is \$37.1 million for Preschool Promise.

For **OR PreK**, if the assumption is to serve half of the remaining approximately 7,500 children, eligible but not served, the 2019-21 cost would be roughly \$70 million General Fund. This is a full 24-month cost and likely would be phased-in at a lower cost. This does not address issues including transportation and compensation issues that have been brought forward by advocates.

To illustrate the cost of adding additional **Preschool Promise** capacity, the Agency Request budget for ELD included a package which increased the number children served by 10,000 including a dedicated Tribal set aside (400 slots) by the end of 2019-21. This phased-in cost was approximately \$131 million General Fund plus additional funding for agency operations and capacity building. A fully phased-in two-year estimate for the 10,000-child expansion is \$239 million plus the operations and capacity building resources.

It should be noted that these cost estimates assume that there are sufficient quality providers which in many areas of the state is an issue. There may be alternative program designs for preschool programs available, but until they are identified they cannot be “priced-out”.

Another alternative that has been discussed is an **Equity Fund** to address the early learning needs of children and families of traditionally underserved populations to improve kindergarten readiness. The Governor’s Investment budget includes a \$15 million initial investment to the Equity Fund to provide early childhood services and supports to an estimated 3,500 children through partnerships with community-based and culturally specific organizations.

## **Recommendation #2**

***Expand the early learning workforce by increasing the capacity of training and certification programs across the state.***

Almost all the community colleges have some associates degree or certificate programs for early learning and education. The programs at the four-year institutions are also now very important given the recent federal and state quality efforts which require or recommend bachelor’s degrees for some of this workforce. The Governor’s budget for 2019-21 includes funding of \$7 million General Fund that would address this recommendation. Initial discussions indicate that \$1 million would be directed at efforts between community colleges and public universities to establish career paths for early learning workers seeking certificates and degrees in the subject area. This is to coordinate the programs between institutions, so students have a smoother transition. The remaining \$6 million would be for financial assistance to early learning and education students across the spectrum of programs.

**GOAL: Provide sufficient resources to schools and families to meet the behavioral health, physical health, nutritional and support needs so students can reach their full potential to learn.**

## **Recommendation #1**

***Increase access to behavioral and physical health services by increasing the number of counseling, mental health, school nurses, and other staff available to students. These services***

***could be provided directly by school staff or in partnership with other organizations such as School-Based Health Centers, Community Care Organizations (CCOs), community groups, and county mental health and public health agencies.***

The cost of this recommendation should be explored in more detail. This very rough estimate should be viewed as providing a perspective of what magnitude this recommendation's cost might be. For this first attempt, the estimate relies on standards for number of nurses or counselors in the Oregon Administrative Rules (OARs). For the general school population, the standards call for one nurse for each 750 students, while for counselors the standard is one counselor for each 250 students for a comprehensive counseling program. These ratios are used on a total school population of 580,000 (2017-18).

For nurses, there are several nurses assigned to medically fragile or complex students or students who are dependent on a nurse to be in school. This reduced the number of students to apply the ratio to since they already had a nurse allocated to them. Based on this, the ratio or standard drives the need for 738 nurses. After factoring out the number of current nurses, the result demonstrated the need for 637 additional nurses. Based on the state average for school nurses' compensation, the net cost for nurses after adjusting for cost increases since 2017-18 is \$126.1 million for the 2019-21 biennium. It should be noted that some of this could be offset by districts (possibly with state assistance) being more aggressive in seeking Medicaid reimbursement for some of the services.

OAR 582.022.2060 requires districts to have a comprehensive counseling system which would include both advising/guidance and mental health. The 250:1 ratio is a recommendation, not a requirement. Using the same type of calculation for counselors, the ratio or standard demonstrates the need for a net increase for 1,109 more counselors. The 2019-21 estimate for this is \$237.9 million. It is likely that any serious mental health issue would have to be referred to another staff professional with more mental health related training or to an outside entity. This number should not be considered as the total need for mental or behavioral health since many school districts currently contract out for mental health services, so it is difficult to factor that into this net estimate. On the other hand, the need for mental health services was repeated over and over again as one of the primary needs for the schools. The 250:1 ratio may date back several years and may not truly reflect current needs.

This very rough estimate assumes that these needs to be filled with district hired staff. A district may find it more effective and efficient to contract with a CCO, public health department or other provider for these services based on local factors. Regardless, this is one area there should be much more work in determining what level the need is and the resources required to meet that need.

## **Recommendation #2**

***Establish a funding source/formula separate from the State School Fund specifically for school physical and mental health as well as for other "wraparound" and support services.***



This is a recommendation to establish a separate funding stream for specific services. By itself this recommendation does not cost a specific amount but is a means of distributing funding to districts based on specific factors. Examples of the funding that could be distributed through this mechanism could include that outlined in recommendation #1 above or the following recommendation #3. There might be a cost to ODE to establish the initial formula and then the ongoing costs for calculating and distributing the funds like what is currently done for the general school revenue formula.

### **Recommendation #3**

***Provide greater access and connections for students and their families to wraparound and support services that address issues that prevent a student from reaching their full potential.***

In general, wraparound services can be understood as offering health, behavioral health, nutrition, social services, and other supports to families and children to assist in educational success. Wraparound services can be provided in several ways including focused teams assisting individual students, a community school setting, or where the school provides a staff person (contract or school staff) who works connecting services with the student and their family. Many schools and communities have their own models for providing wraparound services based on local views of what needed and what local services are available.

To illustrate what the cost might be statewide, the Family Access Network (FAN) model is used. FAN is a network of partners in Central Oregon including 52 K-12 public schools in Deschutes and Crook Counties and 100+ community partners including local churches, businesses, services clubs, non-profit organizations, and county departments. The school districts provide staffing in the schools to link students and families with referrals to local resources for food, clothing, stable housing, and healthcare. This model, or a similar model, could prove useful in having a resource within each school responsible for providing referrals to social services to ensure that students are ready and able to learn. The school districts in Deschutes and Crook Counties contribute 26 positions to staff the 52 schools.

There are approximately 1,410 schools in Oregon and placing a half-time advocate responsible for referrals and assistance would require 710 positions. Schools with smaller enrollments would need fewer resources while larger schools would need more. These positions would be at the instructional assistant level and it is assumed that one full-time position would staff two schools. Each FTE would cost approximately \$50,336 annually including compensation and all benefits. The total statewide cost estimate would be approximately \$71.4 million General Fund per biennium.

### **Recommendation #4**

***To address hunger of school-aged children, expand the eligibility for free/reduced lunches or make it easier for more schools to use a school wide free breakfast/lunch program.***

There are two options in this recommendation -- (1) increase the income threshold for eligibility of children to get free and reduced breakfasts and lunches and (2) make it easier for schools to

participate in the Community Eligibility program which provides the opportunity for schools to offer free breakfasts and lunches to all students in the school.

Currently, students are eligible for free breakfasts and lunches if their household income is at or below 130% of FPL and reduced priced meals if household income is at or below 185% of FPL. For breakfast, federal funds are used to reimburse schools \$1.75 for each free meal and \$1.45 for a reduced-price meal. For lunch, federal funds are used to reimburse school \$3.33 for each free meal and \$ 2.93 for a reduced-price meal. The first option would increase the threshold for reduced prices for students in households with relatively higher incomes. For those students in the households with higher incomes, state General Fund resources would have to be used since they are above federal eligibility levels. 2019-21 costs are:

*Breakfast*

Cost of covering households between 185 and 200%	\$8.5 million General Fund
Cost of covering households between 200% and 250%	\$12.9 million General Fund

*Lunch*

Cost of covering households between 185 and 200%	\$35.2 million General Fund
Cost of covering households between 200% and 250%	\$53.6 million General Fund

The second option is to make more schools elect Community Eligibility Provision (CEP) by providing funding so all meals served are reimbursed at a rate equivalent to the federal free rate. In the 2016-17 school year, 94 of 331 schools participating in CEP were eligible for all meals being reimbursed at the federal free rate since at least 62.5% of the students were included in the Identified Student Percentage (ISP). For those qualified schools where their ISP students make up is between 40% and 62.5%, it is estimated that \$3.9 million General Fund would be required for breakfast and \$13.3 million General Fund for lunch. This would enable 237 schools participating in the Community Eligibility program to have all meals funded at the federal free rate and add 124 schools which are eligible for Community Eligibility but don't participate because they would receive less federal meal reimbursements.

**GOAL: Maximize learning time for students, including instructional time, through a longer school year, summer learning programs and increased student attendance**

**Recommendation #1**

*Increase learning time by adding additional days to the school year including factoring in those districts with alternative school periods such as four-day weeks.*

The cost of adding a school day is \$51.6 million per day for 2019-21 based on the QEM. From information provided by ODE, the length of the school year in Oregon ranges from less than 140 days to over 185 days (some may be four-day per week schools). More importantly is the average length of the school day factoring in district enrollment. When this is factored in, the weighted length of the school year for the 2017-18 school year was roughly 170 days. Many policy makers would like to have a 180 school year Oregon's districts. That would mean a further investment of an additional \$516 million General Fund for 2019-21 to bring the average up to 180 days holding all other costs proportionately even

## **Recommendation #2**

***Provide resources so students have access to a three- to six-week summer learning program starting initially with low income students who are behind current education benchmarks.***

The 2018 QEM report included the cost of additional summer school for struggling students at \$33 million General Fund. This amount assumes that this is an increase over and above what is already spent for this purpose. This assumed that 20% of the students would participate (excluding kindergarteners) in a 5week/5 day per week session.

## **Recommendation #3**

***Support statewide and district level efforts to reduce chronic absenteeism***

. This is similar to a recommendation of the College and Career Ready work group.

Chronic absenteeism is defined as “a student missing more than ten percent of enrolled school days for any reason”. In 2016, the Legislature approved \$25,000 to develop a Chronic Absenteeism plan as well as \$500,000 General Fund for pilot projects. In 2017-19, \$6.2 million was approved for grants to districts to implement the plan and to hire “coaches” to help districts. This amount is carried forward in the 2019-21 current service level budget. In the 2019-21 Agency Request Budget, ODE requested \$6.6 million General Fund in additional funding mostly for grants to make sure that districts with chronic absenteeism rates of 25% (state-wide average is 17%) are addressing the issue and to support regional consortiums to target culturally specific students in each region.

## APPENDIX H: COST ESTIMATES OF WORK GROUP RECOMMENDATIONS

### Recommendations of the Joint Committee on Student Success's Work Groups

Millions of \$\$

Goal and Recommendations	Assumptions	General Fund	Other Funds	Comments
<b>High Quality Classroom Work Group</b>				
<b>Supporting qualified teachers in every classroom</b>				
1. Grow-your-own program for educator workforce.	\$5,000 annual grants to offset tuition & other costs of attending college for 1,300 students.	\$ 20.7		Builds on \$16.7 million proposal from COSA.
2. Establish the Educator Advancement Council (EAC) as part of ODE.	Locate EAC in ODE -- costs are 2019-21 Governor's budget. Represents 10 positions and grants with \$8 million of the grants transferred to HECC for Oregon Scholars program and for student financial assistance to early learning students at post-secondary institutions.	\$ 19.6	\$ 41.3	Other Funds is Network for Quality Teaching and Learning (NQTL) carveout from State School Fund.
3. Align collective bargaining to biennial two-year time frame.	Not able to calculate because this is one of many issues or factors negotiated in labor agreement.			
4. Establish a comprehensive mentorship and professional development system.	Based on Iowa's system with a career path for teachers. There are two components to this cost -- (1) financial incentive for model, mentor, and lead teacher; and (2) backfill for lost instructional time of these teachers as they mentor and provide professional development.	\$ 379.6		This estimate assumes using the average beginning teacher salary for the backfill component. If the state only paid for the increased compensation portion of the cost, the estimate drops to \$41.8 million for 2019-21.
5. Establish needs-based loan or scholarship program for teachers committing to teaching in Oregon for 10 years.	Assumes 500 new participants per year for \$5,000 annual scholarships for 4 years.	\$ 19.5		Two-year scholarships would have an \$11.3 million two-year cost. 2019-21 costs would be less as program is phased-in.

#### Educators prepared to teach to changing demographics and communities

1. Support the Oregon Teacher Scholars Program.	Reflects Governor's 2019-21 budget for up to 200 scholarships of \$5,000 per year.	\$ 1.0		
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### Schools have facilities that are accessible, safe, healthy, secure and meet the needs of students

1. Increase funding for the Oregon School Capital Improvement Matching (OSCIM) program at ODE.	Assume \$216.1 million in unmet need in first two biennia of program. General Fund is the potential debt service on the \$216.1 million in bonds sold for a biennium.	\$ 32.6	\$ 216.1	Could grow substantially given other recommendations.
2. Increase funding for the Seismic Rehabilitation Grants for schools.	Pricing is based on \$125 million in unmet need for 2018 grant cycle. General Fund is the debt service on this unmet need for a biennium.	\$ 18.9	\$ 125.0	Need is likely much more than this. 2007 study by DOGAMI showed a need of \$750 million. ODE is working on updating that study.
3. Implement the recommendations of the School Safety Task Force.	2019-21 Agency Request budget included \$1.9 million General Fund package -- \$1.7 million would be sent to ESDs to hire/contract regionally-based school safety, youth suicide prevention, and student threat specialists.	\$ 3.7		Two-year biennial cost for this package is \$3.7 million General Fund.

### Implement policy goals of the Quality Education Model (QEM)

1. Reduce class size in elementary grades and in core academic classes in grades 6 to 12.	K-1 to 20 students - \$110.6M, 2-3 to 23 students - \$53.2M, 4-5 to 24 students - \$64.1M, 6-12 Core classes to 29 students - \$142.0M.	\$ 369.9		2019-21 biennium costs using QEM.
2. Provide funding for support specialists in elementary school including art, music, PE, TAG, Librarian, ELL, & counselor.	QEM assumes that 4.5 FTE of a combination of these specialists are required for elementary school of 360 students. Assume that 3.0 FTE already exists so this cost is for an additional 1.5 FTE.	\$ 250.4		2019-21 biennium costs using QEM.
3. Provide sufficient funding for alternative programs for special needs and at-risk students in middle and high school.	QEM estimate assumes 2.0 FTE for each prototype middle school to assist these students and 1.75 FTE for high schools.	\$ 192.4		2019-21 biennium costs using QEM.

### Implement effective programs and interventions for high-quality educational experiences

1. Require ODE to develop list of evidence-based practices, strategies, and programs for school improvement efforts.	If only providing list cost is \$200,000 GF or less. The 2019-21 Agency Request budget included a \$28.4 million GF package including additional school improvement grants (\$19.7M) and backfill of lost federal and NQTL funds (\$8.7M).	\$ 28.4		Need to check whether the grants are for one year of the biennium or two.
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2. Establish separate accountability system for alternative schools.	Discussions underway with ODE to design and price out recommendation.			
3. Establish categorical funding for before-or after-school tutoring and supports for struggling students.	Similar to recommendation above. QEM estimate assumes 2.0 FTE for each prototype middle school to assist these students and 1.75 FTE for high schools as well as 0.50 FTE for elementary schools.	\$ 275.7		2019-21 biennium costs using QEM.
4. Establish categorical funding for statewide TAG program.	Testing or assessment - less than \$0.5 million. Review of TAG disparities in districts up to \$0.6 million. Still working on grants for teacher training.	\$ 1.1		
5. Identify students early for placement in Honors, AP or IB Classes.	Seems to be more of a need for teachers to communicate more about individual students. ODE could provide some guidance on criteria but cost would not be significant.			
6a. Add sufficient funding to raise cap on special needs students from 11% to 14%.	Current statewide special needs students is 13.4% with 159 districts exceeding current 11% limit in 2016-17. With 14% cap, there would still be 79 districts over the cap.	\$ 163.0		Based on 2016-17 data. Is a two year biennial estimate. Cost assumes General Fund is added to State School Fund to cover this increase.
6b. Add funding to the High-Cost Disability Account.	Currently the Account is set at \$35 million annually as a carve-out from SSF. The estimate is to cover all additional costs based on 2017-18 need.	\$ 67.9		Based on 2017-18 data. Is a two year biennial estimate. Cost assumes General Fund is added to State School Fund to cover this increase.
7. Add staff (1.75) FTE to ODE for Title IX coordinator positions.	Add one full-time and one part-time position, both of which must have good understanding of federal and state civil rights law.	\$ 0.5		2019-21 cost with slight increase for 2021-23 because of phase-in of positions.

### ***College and Career Ready Work Group***

#### **Support career-connected learning by leveraging community assets**

1. Fully fund Ballot Measure 98.	2019-21 current service level has BM fully funded based on \$800 per high school student at \$303.2 million GF. 2017-19 budget had \$170 million.			Governor's budget includes the \$170 million maintaining the same level of funding as 2017-19.
2. Support Career Technical Student	A 2012 proposal would provide \$5,000 grants to local chapters to invest in their programs.	\$ 3.0		2019-21 current service level has \$727,000 General Fund for these organizations.

Organizations (CTSO) such as DECA and FFA.				
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**Meet the 40-40-20 goal by 2025 for those 25 and under in that year and subsequent****years**

1a. Establish or continue culturally, linguistically, and disability responsive college and career programs in middle & high schools through increase in the ASPIRE program.	Current ASPIRE funding serves 155 schools. A proposal to add \$2.8 million for these grants would fund an additional 184 ASPIRE sites and increase the average grants to \$5,020.	\$ 2.8		2019-21 current service level budget has \$634,951 GF for ASPIRE grants to schools. There are approximately 435 middle and high schools.
1b. Establish or continue culturally, linguistically, and disability responsive college and career programs in middle & high schools through increasing the number of high school guidance counselors.	State OAR standards for a comprehensive counseling program recommends one counselor for every 250 students. This estimate factors in the number of existing counselors so there is a need for approximately 1,100 more counselors. Guidance related functions make up only a portion of these activities so one third of the costs are allocated to this function.	\$ 79.3		This amount could overestimate the need for guidance related counselors since the 1:250 standard is for a comprehensive program including mental health, guidance and academic counseling and further analysis is needed to determine what share guidance related activities make up.
2. Require every school district have an intervention strategy and an early warning system for students at-risk of dropping out.	This calls for an Early Indicator and Intervention System (EIIS) to track students. The ODE 2019-21 Agency Request budget included a \$1 million package to assist districts in using EIIS systems with grants and technical assistance. Overall, 103 districts would be served.	\$ 1.0		There is also a proposal to assist all districts through a \$3 per ADM for grants to buy or develop systems. Total 2019-21 cost for this proposal is \$3.5 million General Fund.
3. Require every district have an intervention program for 8th graders at risk, such as a summer bridge program.	Based on two existing programs, a statewide amount was estimated for those students who scored a 1 or 2 on their ELA or Math assessment. Assumes a three-week program along with transportation and meals.	\$ 21.3		Assumes a 50% participation rate after accounting for those students who scored a 1 or 2 on both assessments.
4. Create a statewide network of students to advise policy makers.	A more robust effort would provide ESDs with funding to set up regionally based panels who would meet and then those panels would participate at the state level.	\$ 2.8		A less intense effort would be the selection of one or two students from each region and pay for their costs of attending quarterly statewide meetings. \$100,000 or

	Assumes a part-time position for each ESD.			less would pay for their travel costs.
5. Combine the two current student surveys into one survey.	OHA is planning to combine their Oregon Healthy Teens survey with the Student Wellness Survey in 2020.			
6. Support nonprofit community organizations to improve student achievement through literacy programs.	The 2019-21 current service level has over \$323,000 GF for the pediatric based Reach Out and Read program and for the Start Making a Reader Today (SMART) program. Expansion of these programs could reach a greater number of children.			
7. Incentivize districts to adopt attendance teams to carry out the state's Chronic Absenteeism plan.	The 2019-21 Agency Request budget includes an additional \$6.6 million GF to add to the CSL funding of \$6.2M for grants to districts so those districts with chronic absenteeism rates of 25% have resources.	\$ 6.6		Statewide chronic absenteeism rate is 17%. There is a similar recommendation in the Students Ready and Able to Learn work group.
8. Require districts to create and implement family engagement plans -- ODE to provide list of recommended practices.	Currently ESSA requires Title I districts to have some form of a parent involvement plan and implement it -- most districts are Title I districts. ODE may have some costs in providing the best practices to districts.			

#### **Establish a statewide reengagement plan for youth who have left high school**

1. Direct YDD to develop and administer a statewide reengagement system for youth who have left school or are falling behind.	YDD estimates that between 23,000 and 40,000 students are eligible. Assuming a participation rate 7% in the first year and 10% in the second year and an average annual cost of \$7,000 per student, the range for a 24-month cost is \$27.8M to \$53.5M depending on number of eligible youth.	\$ 53.5		Given that this is a newer concept for the state, a pilot program should operate for at least a year to determine the effectiveness of the program and to identify best practices.
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**Establish a certification program for CTE teachers that is standardized and transferable across districts**

1. Establish a task force that will examine barriers to CTE licensure and make legislative recommendations	The cost depends on the number of meetings and staffing needs. If there is limited staff needs and no need to backfill for staff attending to task force business, the costs should be small -- e.g., \$100,000 for travel and other expenses.			
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**Evaluate effectiveness of assessments for informing teachers practices in real time and giving student timely information**

1. Require districts to share assessment scores with teachers immediately upon receipt.	There should not be a significant cost to ODE or to districts.			
2. Encourage the use of formative assessments.	The 2019-21 Agency Request budget requested \$3.4 million GF for an interim assessment from SBAC available in the second year of the biennium; and funding for professional development, support a shift to student-centered assessment, and an interim assessment for science in selected grades.	\$ 3.4		A fully funded 24-month package like this with the interim assessments available for 24 months would cost \$5.5 million General Fund. Under this proposal, first year participation would be 50% and second year participation would be 75%.
3. Mitigate disruption to schools from assessments.	This estimate assumes that every five classrooms would get a set of Chromebooks that could be used for the giving the assessment in the classroom instead of a computer lab or other central area of the school.	\$ 14.5		Would represent over 63,000 devices purchased. They could be used for other functions including interim assessments. Initially a one-time cost but would need replacement schedule.
4. Include past years' scores on individual student reports.	There should be no significant cost to implement this. ODE will have programming costs.			

**Students Ready and Able to Learn Work Group**

**Support health attached family relationships to ensure every child is ready to learn**

1. Expand home visiting programs to move toward voluntary universal home screening.	The estimate is based on expanding the Healthy Families Oregon program to serve 25% of the eligible population. Currently about 10% or 11% of the population is served.	\$ 40.3		There are other home visiting programs at OHA that might be more appropriate for some families.
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2a. Increase access to Early Head Start.	Currently, the State funds 64 slots and the federal government funds approximately 2,000 slots. This estimate is based on the State providing another 1,000 slots.	\$ 25.0		There is an estimated population of 25,000 children who might need or would benefit from this program.
2b. Increase access to Relief Nurseries.	Current funding for this program is \$9.3 million GF and the anticipated 3,300 children served in 2017-19 represents 10% of the children. This estimate is based on adding resources for another 1,000 children.	\$ 7.8		There is also federal funding for this program, but at this time it is assumed no further federal funding is available.
3. Fully fund the Early Intervention (EI) and Early Childhood Special Education (ECSE) programs.	Current service level funding for 2019-21 is \$227.5 million TF (\$194.4 million GF). Total estimated cost to serve the needs of the 26,000 children is \$75 million GF higher based on most recent estimate.	\$ 75.0		This is a federally mandated program and service levels have been reduced in the past to keep within the programs' budgets.
4. Explore additional policy options of an integrated birth-to-five system.	The 2019-21 Agency Request budget for ELD included \$10 million GF for a parenting education program.	\$ 10.0		At least a portion of this request was to expand on the Oregon Parenting Education Collaborative.

**Provide all children with access to affordable high-quality preschool programs**

1a. Increase access to subsidized preschool programs aged 3-5 at or below 200% FPL -- OR PreK program.	The OR PreK program along with the federal Head Start program serves about 12,500 of the 20,000 children below 100% of the federal poverty level (FPL). This estimate assumes serving the remaining 7,500 children.	\$ 70.0		This likely overestimates the need as some families under 100% FPL still would not participate. This figure does not address other issues (e.g., compensation).
1b. Increase access to subsidized preschool programs aged 3-5 at or below 200% FPL -- Preschool Promise.	The Preschool Promise program serves children up to 200% FPL and current funding of \$37.1 million GF serves 1,300 children. The 2019-21 Agency Request budget included funding to serve another 10,000 children by the end of 19-21.	\$ 131.0		The propose package would be phased-in during the 2019-21 biennium. Full two-year funding is estimated at \$239 million GF. There would also be some costs for capacity building and limited ODE staff.
1c. Establish an Equity Fund to provide culturally responsive early learning services and supports to traditionally	The Governor's Investment budget includes a proposal for an initial investment of \$15 million for this Fund which is estimated to serve 3,500 children and families. Community-based and culturally specific organizations would be	\$ 15.0		

underserved child and families.	relied on to assist in these services and supports.			
2. Expand the early learning workforce by increasing capacity of training and certification.	The 2019-21 Governor's budget includes a package to address this recommendation by proposing \$1 million GF for grants to community colleges and public universities to partner in early learning career pathways. There is also \$7 million GF for financial assistance for those earning early learning related degrees and certificates.	\$ 7.0		Need to determine the phase-in of this package to get full two-year cost.

**Provide sufficient resources to school and families for behavioral health, physical health, nutritional and support needs**

1. Increased access to behavioral and physical health services by increasing counseling, mental health, and other staff available to students.	This estimate is priced by looking at the recommended standards in the OARs for school nurses and that for comprehensive counselors. The recommended standards for nurses for the general student population is 1:750 and for counselors is 1:250. The current number of nurses and counselors are factored in for the estimate. It is very possible that this is an underestimate, especially for behavioral and mental health.	see below		This is a rough estimate and requires significantly more work in identifying the current resources and what the needed resources are in this area. This is likely more difficult in the behavioral health area. This estimate assumes district staff, but each district needs to determine which works best depending on district staff or from some outside entity like a CCO or county public or mental health agency.
1a. Nurses 1b. Counselors		\$ 126.1 \$ 237.9		
2. Establish a funding source/formula separate from the State School Fund for physical, behavioral/mental health, and wrap-around services.	There is not a cost beyond the establishment and administrative costs associated with the distribution formula. This is a means of distributing funding such as that found relating to recommendations #1 and #3 under this goal.			

3. Provide access and connections for students and families to wrap-around and support services.	For this estimate it was assumed that each school should be provided resources equivalent to 0.50 FTE (half-time position) to assist students and families to connect with services in the district as well as in the wider community. This is based on a model used in Central Oregon.	\$ 71.4		This could be provided by district staff or the resources could be used to contract with other organizations to perform similar services.
4. Expand the eligibility for free/reduced lunches or make it easier for more schools to use a school-wide free breakfast/lunch program. 4a. Increase income threshold for eligibility to get free/reduced breakfasts and lunches. 4b. Enable more schools to elect to participate in the Community Eligibility Provision (CEP).	<p>Increase to 250% of FPL for breakfasts and lunches.</p> <p>Enables the number of schools participating to increase from 94 to 237 schools (based on 2016-17 information).</p>	<p>\$ 110.2</p> <p>\$ 17.2</p>		

**Maximize learning time for students through longer instruction time, longer school year, and increased student attendance**

1. Add additional days to school year to increase learning time.	Based on the QEM, each additional day costs \$51.6 million for 2019-21. Based on the current weighted number of school days of 170 days, this estimate assumes getting to 180 days per year.	\$ 516.0		Would need to adjust to allow for flexibility on how to achieve this for some districts (e.g., 4 day per week school year).
2. Provide resources for a three to six-week summer learning program.	The 2018 QEM report includes an estimate for a five week (5 days per week) for summer school for struggling students. This amount assumes that this is an increase of what is being provided for now.	\$ 33.0		
3. Support state-wide and district level efforts to reduce chronic absenteeism.	The 2019-21 Agency Request budget includes an additional \$6.6 million GF to add to the CSL funding of \$6.2M for grants to districts so those districts with chronic absenteeism rates of 25% have resources.	\$ 6.6		Current state-wide chronic absenteeism rate is 17%. Similar to recommendation in the College and Career Ready work group.