OREGON LEARNS

Report to the Legislature from the Oregon Education Investment Board

December 2011

Acknowledgements and Outreach

The Oregon Legislature established the Oregon Education Investment Board by passing Senate Bill 909 in June 2011, "for the purpose of ensuring that all public school students in this state reach the education outcomes established for the state. The board shall accomplish this goal by overseeing a unified public education system that begins with early childhood services and continues throughout public education from kindergarten to post-secondary education."

Members were formally confirmed by the Oregon Senate in November. The short timeline since then understates the many months and the broad participation that went into the creation of this plan and report – starting a year ago with the Governor's transition teams on early childhood and family investment, K-12 and post-secondary education – and continuing with these additional precursors to the OEIB, including:

- *The Oregon Education Investment Team, created by executive order, which met from February to September of 2011.*
- *The Early Learning Design Team, which met from March through June 2011,*
- *The Education Budget Design Team, which met from April to August 2011, and*
- *The Senate Bill 909 Work Group, including the nominees to the OEIB, which met from September through November prior to confirmation.*

Each of those groups met publicly, solicited feedback from stakeholders and the public and posted their materials and reports on the Governor's Office website.

Outreach by the Governor, members of the OEIB and Early Learning Council, and the Governor's Office staff has taken them to communities across Oregon, where they have heard from teachers, professors and educators at every level, visited schools, daycare centers and colleges and met with members of statewide organizations. News coverage in dozens of papers has highlighted the issues, and a survey on K-12 student achievement and accountability has attracted 6,000 responses. Public testimony has been a featured part of the OEIB meetings, which are all streamed live on the web, with video posted later. (See Appendix # for a summary of community engagement and communications efforts, and the Early Learning Council report for more detail on the broad stakeholder engagement behind its recommendations.)

Outreach will continue in December and January, with targeted engagement of communities around the waiver application for flexibility under the federal Elementary and Secondary Education Act, and with community meetings around the achievement compacts and education investment strategies.

This engagement has underscored the necessity of staging our work — laying out a thoughtful and deliberate integration of our educational institutions into one coordinated public education system. This report presents the first phase of our plan — with legislative action proposed for the February 2012 session -- and outlines the next phase, which will be brought to the Legislature in 2013 for full implementation in the following biennium.

The Oregon Education Investment Board

Under Senate Bill 909, Governor John Kitzhaber chairs the Oregon Education Investment Board. The 12 additional members, nominated by the Governor and confirmed by the Oregon Senate on November 18, are:

Richard C. "Dick" Alexander, Bank Board Chair of Capital Pacific Bank, entrepreneur, Board member of the Children's Institute, leader in the Ready for School campaign to ensure early childhood success and member of the Early Learning Council

Julia Brim-Edwards, Director for U.S. states/global strategy for NIKE, Inc., Government and Public Affairs, Co-Founder of the NIKE School Innovation Fund, and former Co-Chair of the Portland School Board

Dr. Consuelo Yvonne Curtis, Superintendent of Forest Grove School District and former member of Oregon Quality Education Commission for eight years

Matthew W. Donegan, Co-President of Forest Capital Partners and President of the Oregon State Board of Higher Education

Dr. Samuel D. Henry, professor at Portland State University, former Chair of the Oregon Commission on Children and Families, and member of the Oregon Board of Education

Nichole Maher, Executive Director of the Native American Youth and Family Center in Portland and Co-Chair of the Communities of Color Coalition

Dr. Mark Mulvihill, Superintendent of InterMountain Education Service District in Pendleton and member of the Oregon Quality Education Commission and the Vision and Policy Superintendent Task Force

David Rives, President of the American Federation of Teachers-Oregon and teacher of English to speakers of other languages at Portland Community College

Ron Saxton, Executive Vice President and Chief Administrative Officer of JELD-WEN Inc., and former Chair of the Portland School Board

Dr. Mary Spilde, President of Lane Community College and Co-Chair of the Post-Secondary Quality Education Commission

Kay D. Toran, President and Chief Executive Officer of Volunteers of America - Oregon and Board member of the Oregon Community Foundation, University of Portland, and Chalkboard Project

Johanna "Hanna" Vaandering, Vice President Oregon Education Association, Elementary Physical Education teacher, and Chair of the OEA Foundation

Dr. Nancy Golden, Superintendent of Springfield Public Schools, serves as chair in the Governor's absence.

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Executive Summary

Never has education been more important to the lives and fortunes of Oregonians and our communities. Yet Oregon is falling behind. Our current generation of young adults — ages 25-34 — is less educated than their parents' generation, with fewer earning a certificate or degree beyond high school. And almost a third of our students are failing to graduate after four or even five years in high school.

These are troubling trends, made all the more challenging by increasing rates of poverty among households with children and persistent achievement gaps for children of color. But there are encouraging signs of progress in schools throughout the state. At every level of education in Oregon, leaders and teachers are challenging the status quo and pioneering new practices that have enabled students to achieve their potential as lifelong learners and contributors to our economic and civic life. We need to connect these "islands of excellence" to create a culture of excellence across the system.

The 2011 Oregon Legislature addressed these challenges and opportunities head on, marshalling strong bipartisan majorities to enact:

- Senate Bill 253, which established the most aggressive high school and college completion goals of any state in the country; and,
- Senate Bill 909, which called for the creation of a unified, student-centered system of public education from preschool through graduate school (P-20) to achieve the state's educational outcomes.

SB 253 defines our goal: By 2025, every Oregon student must earn a high school diploma, and 80 percent must continue their education beyond high school — with half of those earning associate's degrees or professional or technical certificates, and half achieving a bachelor's degree or more. We refer to this formulation as our "40/40/20" goal.

SB 909 created the Oregon Education Investment Board and charged us, its members, with the responsibility of "ensuring that all public school students in this state reach the education outcomes established for the state." It directed us to report to the legislature with recommendations for the February 2012 legislative session.

The reference to "all public school students" is SB 909 is central to our mission and essential to the achievement of our 40/40/20 goal. Children of color are the fastest growing demographic group in Oregon. By addressing and overcoming the barriers that too often deter students of color and economically disadvantaged backgrounds from achieving success in our education system, we can accelerate progress to our goal. Indeed, we cannot get there otherwise.

This report summarizes where we are today and how much of a stretch it will be to reach the state's educational goals. It identifies critical elements and strategies, and proposes decisions for the Legislature to consider in 2012. It describes excellent educational practices in place today and

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proposes new ideas for improving student success in the future. And it outlines the next steps that will allow the state to invest in better outcomes for learners.

The sense of urgency that motivated the passage of Senate Bill 909 animates this report as well. If we are to fulfill the promise of educational opportunity and keep pace with the world around us, we must find ways to improve the teaching and spark the learning of all students, now and every year hereafter.

Key Strategies

Our plan is founded on three key strategies.

1. Create a coordinated public education system, from preschool through college and career readiness, to enable all Oregon students to move at their best pace and achieve their full potential. At the state level, this will require better integration of our capacities and smarter use of our resources to guide to encourage and support successful teaching and learning across the education continuum.

2. Focus state investment on achieving student outcomes. We must define the core outcomes that matter in education. These will then drive our investment strategies, as we ask ourselves how to achieve the best outcomes for students. In turn, we must provide educators with the flexibility, support and encouragement they need to deliver results. That mutual partnership — tight on expected outcomes at the state level, loose on how educators get there — will be codified in annual achievement compacts between the state and its educational entities.

3. Build statewide support systems. The state will continue to set standards, provide guidance and conduct assessments, coordinated along the education pathway. To enhance these efforts, SB 909 commits the state to build a longitudinal data system — tracking important data on student progress and returns on statewide investments from preschool through college and into careers. This data will help guide investment decisions and spotlight programs that are working or failing. As this system is integrated with school-based systems, it will enable teachers to shape their practice and students and families to take charge of their education. Beyond data systems, we envision the state will expand on the successful local model of professional learning communities to increase support for collaboration among educational entities and their educators. And we look forward to new efforts that will bridge the gaps that now exist between classrooms and community service providers, as the state and local governments work to coordinate health and human services with the needs of students and their families.

Work Underway

Our plan to meet Oregon's new education goals begins today. The remaining 18 months of this biennium will be the foundation-building period for improving teaching and learning across the education continuum.

We have developed a demanding job description for the state's new Chief Education Officer. We have launched a national search to fill that position. And we will ask the legislature to give the Chief Education Officer the authority that leader will need to draw on the resources and capacities of the state's education agencies to organize a newly-integrated state system of education from pre-school to college and careers. (See "Legislation for 2012.")

With approval of the legislature, we will launch initiatives to better organize, connect and upgrade a diversity of programs now serving infants and early learners, beginning in July 2012.

Every year about 45,000 children are born in Oregon. Roughly 40 percent of these children are exposed to a well-recognized set of socio-economic, physical or relational risk factors that adversely impact their ability to develop the foundations of school success. These include poverty, unstable family backgrounds, substance abuse, criminal records and negative peer associations. Moreover, Oregon's history of delivering results for children of color is particularly disappointing, as exhibited in the well-known "achievement gap."

SB 909 created the Early Learning Council under the OEIB to improve learning outcomes for children through the age of 5. As part of this effort, the Council will inaugurate the use of kindergarten readiness assessments to better align early learning with the goal of having young children enter kindergarten ready for school, beginning with eight to 12 pilot projects in 2012-13.

At the same time, we will start receiving measures of the state's return on investments in early childhood and K-12 from the implementation of a new longitudinal data system. This system will be built out over time to form the backbone of a coordinated information system to guide state investments and support all learners from pre-school to graduate school.

Legislation for 2012

Our Board has approved and describes herein two package of legislation for the February 2012 session.

1. Organize an Efficient and Aligned System of Early Childhood Programs
   - Transfer programs operated by, and funds managed by, the state Commission on Children and Families (Healthy Start, Great Start, Relief Nurseries, and Home Visiting) and the Child Care Commission under the Early Learning Council.
   - Establish a Youth Development Council under the Oregon Education Investment Board and transfer all functions of the Juvenile Crime

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Prevention Advisory Committee and Juvenile Justice Advisory Committee.

- Remove all statutory requirements currently imposed on counties related to county Commissions on Children and Families, including requirements for establishment, operation, membership and planning.
- Establish accountability hubs to serve as administrative agents for coordination of early learning services across Oregon, beginning July 1, 2012.

2. **Organize a System of Accountability and Support to Ensure Student Success from Pre-K to College and Career Readiness**
   - Achievement Compacts: Beginning in the 2012-13 school year, we propose to have in place a system of achievement compacts that will engage all educational entities in the state in a coordinated effort to set goals and report results focused on common outcomes and measures of progress in all stages of learning and for all groups of learners. These achievement compacts would become new partnership agreements with our educational institutions, and living documents that will continue to evolve and improve over time. These achievement compacts will enable us to:
     - Foster communication and two-way accountability between the state and its educational institutions in setting and achieving educational goals;
     - Establish a mechanism to foster intentionality in budgeting at the local level, whereby governing boards would be encouraged to connect their budgets to goals and outcomes; and,
     - Provide a basis for comparisons of outcomes and progress within districts and between districts with comparable student populations.
   - Chief Education Officer: Give the Chief Education Officer the authority needed to organize the state's integrated P-20 education system from pre-K to college and careers.

Plans for 2013-15

During 2012 and in preparation for 2013 Legislative Assembly, we will:

- Work with the Chief Education Officer to reorganize and focus state resources and management systems on the needs and priorities of the P-20 system, streamline governance and administration, arrive at one entity for the direction and coordination of the university system, develop legislation for independent boards for universities that opt to establish them and free up resources to better support teaching and learning;
- Develop budget models for the 2013-15 biennium that provide sustainable baselines of funding for all educational entities and investment models that encourage innovation and reward success;

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- Continue to reach more of our neediest children and prepare them to enter kindergarten ready for school; and,
- Develop agendas for student success by promoting the expansion of best practices and pursuing promising new ideas to motivate students and engage communities.

Our hope is that this new direction for Oregon offers to the student, a promise; to the educator, an invitation to lead; to the taxpayers, a return on investment; and to legislators, employers, community leaders and educational organizations, a new partnership.

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1. The Challenge and Our Goal

"Oregon has got to do better to keep up with our changing world. We want employers to know they can locate and grow in Oregon, and find highly skilled productive employees right here in our state. We want Oregon graduates to be ready to contribute to our state and to our economy, and we want them to feel confident that they are on the path to those careers that produce family wage jobs. And we envision an Oregon where our per capita income is driven back up above the national average, in every part of our state, urban and rural, and where we have erased the income disparity within our communities of color…We will not get there if we hold tight to the status quo, set our sights low and continue to let school funding be the only statewide education debate that matters. The path forward in this new century requires innovation, requires the willingness to challenge assumptions, requires the courage to change."

-- Governor Kitzhaber, State of the Schools speech, Sept. 6, 2011

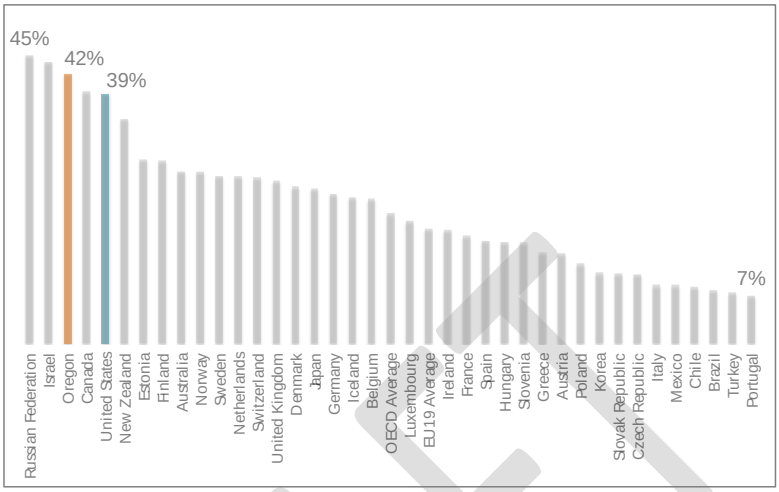
An urgent challenge

Never has education been more important to the lives and fortunes of Oregonians and our communities. Education cements shared values, enriches our culture, and expands the personal horizons of individuals. It advances family life, civic stability, and democratic ideals. It provides opportunity for all, no matter their race, home language, disability, or family income. And as knowledge and innovation become the prime capital in our global economy, education increasingly determines the fortunes of individuals, communities, and nations. To revitalize our Oregon economy, our workforce needs higher levels of knowledge and skills than ever before.

Yet Oregon is falling behind.

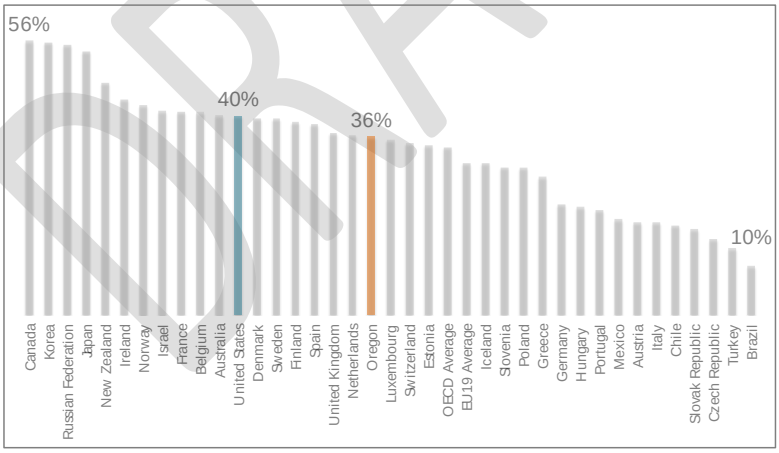
Our current generation of young adults — ages 25-34 — are less educated than their parent's generation, with fewer earning a certificate or degree beyond high school. In addition to being less educated than older Oregonians, they are less educated than the national average and are falling behind compared to other countries (see Figures 1 and 2).

Figure 1. Percentage of 55- to 64-Year-Olds with an Associate's Degree or Higher, 2007



Source: OECD

Figure 2. Percentage of 25- to 34-Year-Olds with an Associate's Degree or Higher, 2007



Source: OECD

The 2011 Oregon Legislature faced this challenge head on, passing the most ambitious package of education reforms in 20 years. In Senate Bill

909, the Legislature called for the development of a coordinated system of public education — from preschool through graduate school — overseen by the Oregon Education Investment Board (OEIB) and a Chief Education Officer.

And in Senate Bill 253, the Legislature raised the bar for educational attainment in Oregon. The goal: By 2025, every Oregon student, 100 percent, must earn a high school diploma –one that represents a high level of knowledge and skills. And 80 percent must continue their education beyond high school — with half of those earning associate's degrees or professional or technical certificates, and half achieving a bachelor's degree or more. This is often referred to as the 40/40/20 goal.

To reach that goal, we must have the courage to change.

The high school graduates of 2025 start kindergarten next September; the college graduates of 2025 are already several years into their elementary education. Improving Oregon's educational achievement starts with them, and there is no time to waste.

By most measures, student achievement in Oregon has been stagnant. Oregon students' performance is basically flat, both on the National Assessment of Educational Progress (NAEP), and on our own Oregon Assessment of Knowledge and Skills (OAKS). According to the November 2011 NAEP, Oregon now is one of five states where the overall achievement gap widened between 2003 and 2007. Additionally, low-income students in Oregon rank among the lowest performing in the nation, and have lost ground since 2003.

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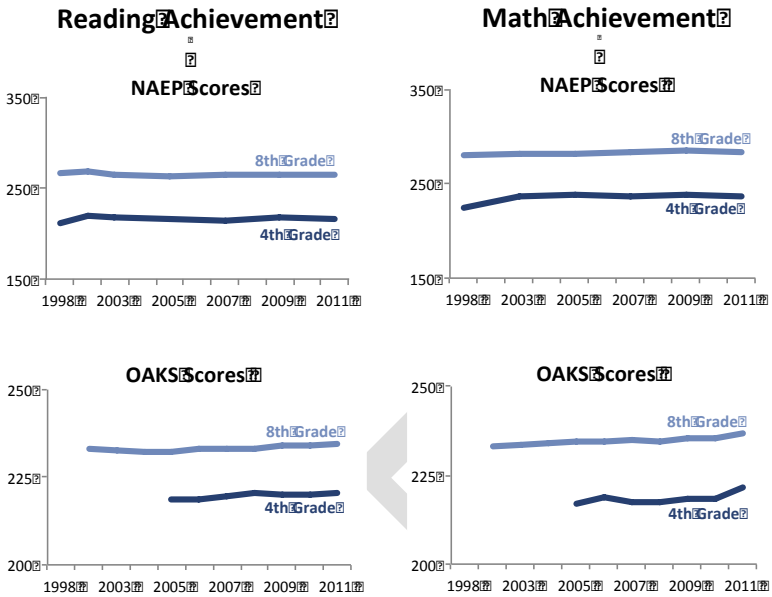


But if you look closely, there are signs of innovation at work and hard-won student gains across the state. At every level, educational leaders and teachers are challenging the status quo and shifting their funding to deliver services, programs, and efforts that do better for our learners:

- In early childhood services, Oregon increased the number of young children in the early Head Start program by 11 percent in the last year alone.
- In our public schools, many districts have greatly increased their investment in practices such as early intervention, full-day kindergarten, and support for high school students to graduate and go on to college.
- In higher education, our community colleges and universities,are increasingly investing in partnerships with high schools to offer dual credit, to provide first-in-their-family students with college opportunities, and to retain students through to graduation.

We have islands of excellence throughout our public education system — now we need to create a culture of excellence across the system.

This report summarizes where we are today and how much of a challenge it will be to reach the state's educational goals. It identifies critical elements and strategies, and proposes decisions for the Legislature to consider in 2012. It describes excellent educational practices in place today — ones ripe for replication — and proposes new ideas for improving student success in the future. And it outlines the next steps that will allow the state to invest in better outcomes for learners. We are committed to creating a true system

Comment [t1]: SIDEBAR: University of Oregon first-year students are all assigned to a faculty advisor and are also encouraged to work with professional advisors in the Offices of Academic Advising (OAA) and Multicultural Academic Success (OMAS), or, if eligible, advisors associated with specialized programs such as Pathway Oregon, McNair Scholars, TRiO, Undergraduate Support, Disability Services, and intercollegiate athletics. The UO has a faculty-mandated advising policy that requires all entering students to meet with an advisor prior to registration. The policy is strictly enforced and advising is part of the orientation program that proceeds each term. In addition, advising is offered year-round by academic departments and by the programs listed above.

of public education, one that sets Oregon's students and communities on track to achieve the ambitious, yet critical, goals we have set for ourselves.

The Long-Term Goal

Oregon intends to become one of the best-educated citizenries in the world. The Oregon Legislature has set an ambitious goal to ensure that by 2025:

- 40 percent of adult Oregonians have earned a bachelor's degree or higher;
- 40 percent of adult Oregonians have earned an associate's degree or postsecondary credential as their highest level of educational attainment; and
- 20 percent of all adult Oregonians have earned at least a high school diploma, an extended or modified high school diploma, or the equivalent of a high school diploma as their highest level of educational attainment.

Why aim so high? Oregon's economy is shifting. We see dwindling numbers of well-paid jobs that require only a high school diploma — the millwork or manufacturing jobs of the past — and new jobs in this information age that increasingly demand post-secondary education. The shift in our Oregon economy is happening quickly: Nearly two-thirds of all jobs in Oregon by 2020 will require a career certificate or college degree, a proportion that is only going to accelerate by 2025. Students emerging into this market need skills and education to compete.

Today, Oregonians with associate's degrees earn at least $5,000 per year more than those with high school diplomas, and those with bachelor's degrees earn $17,000 per year more. Over the next decade, 61 percent of all Oregon jobs will require a technical certificate/associate degree or higher level of education. And for Oregonians who strive for "family wage" jobs that pay more than $18 per hour, 89 percent of those jobs will require a technical certificate/associate degree of higher level of education.

Employment rates in this difficult economy shine another light on the need for higher education: the national unemployment rate for adults with a college degree is 4.4 percent — half that of those with only a high school diploma, and one-third of the 13.2 percent unemployment rate for high school dropouts.

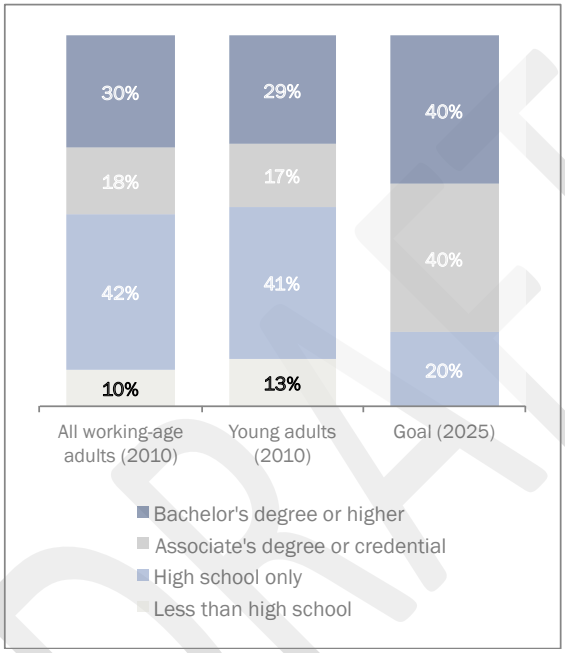
Comment [s2]: SOURCE: Bureau of Labor Statistics, "Employment status of the civilian population 25 years and over by educational attainment," December 2, 2011. http://www.bls.gov/news.release/empsit.t04.htm

But education is not just about improving one's income or job security. Higher levels of education are associated with better health, longer lives, greater family stability, less need for social services, lower likelihood of involvement with the criminal justice system and increased civic participation. All are benefits not only to the educated individual and his or her family, but also help support healthy, thriving communities across Oregon.

So we have a goal. Now we need to set a course to meet it. Oregon needs to substantially improve student success rates and performance among our

own students — in-migration of better-educated adults from other states is not going to meet our goal. This will require a thoroughgoing system transformation that highlights student success and progress from earliest learning to entry into workforce and career. The needed transformation has been set in motion through the creation of the OEIB, which is charged with ensuring that educational dollars are distributed to programs and practices where they have the most impact on student success.

Figure 3. Current educational attainment of Oregon adults, versus the 40/40/20 goal



Notes: Working-age adults are 25-64 years old; young adults are 25-34 years old. High school includes GED, adult diplomas, and those accepted into a college degree program without a high school diploma.

Data: U.S. Census Bureau (American Community Survey), Oregon Department of Education, National Student Clearinghouse

To shrink from the challenge at hand is to accept that Oregonians will continue to fall farther behind and earn less than their fellow citizens. Right now, Oregonians as a whole are not sufficiently well educated: about 30 percent of working-age adults report that they have completed a bachelor's degree or more, 18 percent have an associate's degree or postsecondary certificate, 42 percent have only a high school diploma, and 10 percent have not completed a high school level program[1] (see Figure 3).

There are pockets of our state where far fewer Oregonians have high school degrees, and areas where our lack of progress is masked by better-educated new arrivals from other states. Our communities of color are the

fastest growing in the state – and those that have the greatest disparities in outcomes. We must work closely with our communities of color and intentionally invest in student achievement for these populations if we are to achieve 40/40/20.
Projecting current rates of enrollment and degree completion into the future, and holding all else equal, attainment rates will likely remain relatively flat between now and 2025. In short, native Oregonians with lower incomes and more educational needs than earlier generations could have even lower high school and college attainment rates, offsetting the gains expected through the arrival of educated in-migrants.

So, absent a significant change in policy and investment, Oregon is likely to continue to have high school dropouts make up 10 percent of the adult population – at huge cost to those individuals and to our society. Absent significant change, we are headed for 30/18/42/10 rather than 40/40/20/0.

What It Will Take

According to the language of Senate Bill 253, by 2025 all adult Oregonians should hold degrees, certificates, and diplomas in the proportions stated. A rigid interpretation of this goal would imply a massive effort in adult education. We would have to push even older adults, perhaps at the ends of their working careers, into retraining, whether or not that benefited them or the state. We also would have to be concerned with whether newly arrived Oregonians met our goals for educational attainment. That rigid interpretation would apply the letter, but not the spirit, of the law.

That is not to say that working-age adults do not deserve attention. Particularly in these economic times, we must support and encourage additional education among those who wish to progress in their careers and those who need retraining to find work. Our post-secondary institutions must continue to embrace those learners and find more flexible ways to meet their needs.

But our first priority to fulfill Oregon's goals in Senate Bill 253 should be to focus on the educational success of Oregon's currentstudents— those in the education "pipeline." Rather than aspiring to reach the entire working age population, a more realistic and modest,but still substantially ambitious, approach is to ensure that the educational system is graduating young adults at the stated levels by 2025.

Achieving this goal will challenge the will and capacity of our education systems. It will require the kind of commitment and investment that Oregon made in the 1950s and 1960s, when it dramatically increased the number of students in our university system and developed the community college system. And while strengthening the pipeline for young learners, we can and should expand adult education initiatives that are closely tied to economic development and workforce needs.

If by 2025 the state can tell the nation and the world that at least 40 percent of the emergent adult population has a university education, another 40 percent has a degree or credential that links to good jobs, and all have earned a meaningful high school diploma, Oregon will have made major strides in educational success, with the corresponding benefits to our families, communities, and state economy. To reach 40/40/20 for young adults by 2025, the state must reduce its high school dropout rate as close to zero as possible. We recognize that our data provide different calculations of that dropout rate – and that in the Census young adults report far greater success in earning a high school credential than our own graduation numbers would imply.

Graduation rates are a relatively new and still-muddled statistic, and Oregon, like most states, only adopted a true measurement a few years ago. Our "cohort" graduation rate tells us what percentage of students who entered our high schools — as freshman or as later arrivals — graduated on time, or in a fifth year. From that measure, we know that more than one quarter (26 percent) of students don't graduate within five years. Some may well earn their diploma or GED later in life, in their 20s or beyond, (This could explain part of the gap between 74 percent and young adults' self-reported rate of 87 percent in the Census.) But we also know that staying in high school through to graduation — no matter how long it takes — gives a student far better odds of eventual success than dropping out and trying to catch up later.

To improve our graduation rates, we need to do important work at the district and school level—identifying which schools are beating the odds, which aren't, and why.

Decades of research widely confirm that early investments are key to later educational success. Investing early and focusing on the basics should go a long way toward improving graduation rates in Oregon.

Middle and high schools also will have to be more rigorous about predicting the likelihood of dropping out on a student-by-student basis and understanding which conditions—inside and outside the school—raise the odds of graduation. Many students signal an intention to drop out well before they formally leave school. Chronic absenteeism—missing more than 10 percent of the school year—is one way they do that. Chronic absence rates start to pick up after elementary school and rise gradually into high school. Districts and schools need to monitor this early indicator, pinpoint why some students drop out, and offer them support to achieve learning goals.

Some of these students don't even get captured in our dropout rates – because they leave school before the ninth-grade starting point for those calculations. Oregon has a particular challenge with Native American, Latino, Slavic and impoverished rural students dropping out of our school system in seventh and eighth grades. These students cannot simply be coaxed or dragged back to public school. These students may require alternative strategies that meet them where they are and support them in

Comment [t3]: SIDEBAR: The Tigard-Tualatin School District is one of Oregon's lead districts in the successful implementation of the Response to Intervention program. Under RTI, Tigard-Tualatin provides early, effective assistance to children having difficulty learning to ensure that every student has mastered basic reading skills by the end of second grade. Tigard-Tualatin screens all students to identify struggling readers, and then seeks to prevent academic failure through early intervention, frequent progress measurement, and increasingly intensive researched-based instructional interventions for children who continue to struggle. Since 2006 Tigard-Tualatin has raised student performance on OAKS reading tests at all grade levels, and has reduced its racial achievement gap by 36%.

Comment [t4]: SIDEBAR: Beyond Lebanon High School is a dual-enrollment partnership between Lebanon High School and Linn-Benton Community College. Now in its seventh year, Beyond LHS enrolls about 170 Lebanon students each year at Linn-Benton, where they earn high school and college credits simultaneously. Many of the students are non-traditional home-school students; a few are returning drop-outs. A coordinating counselor works with students "one at a time" to ensure they have education plans to suit their individual needs. Lebanon High also offers students the opportunity to earn an "expanded high school diploma." This program allows students to bypass Oregon's standard high school graduation requirement of 24 credits and enroll at LBCC. Students earn the "expanded diploma" after earning 37 credits (13 over the standard 24) while simultaneously earning credits toward a college degree. About 80 students take advantage of the program each year. A high school counselor describes them as students ready to "step outside the four-year box."

charting education pathways that lead them to career and community fulfillment.

One size does not fit all. Many of our out-of-school youth – those who have stopped out of school or dropped out for good – might have been successful students in a different environment. Schools and organizations around the U.S. have experienced success with these students through culturally-specific parent engagement, tailored attendance initiatives developed in community partnerships, and robust tracking systems that identify challenges and embrace a wraparound mindset in matching public and private services to diverse student needs.To reach 40/40/20, we must offer alternative programs to re-engage these youth, ones that are culturally appropriate, offer relevant curriculum and provide wrap-around supports to meet their needs.

Once students graduate from high school, many more of them need to enroll in college. By one estimate, Oregon ranks 47th among states in the share of high school graduates who head to college.[2] If 80 percent of students are going to attain a postsecondary degree, almost all young students will have to aspire to postsecondary education. Today about half of students do. Oregon will have to tackle this "aspiration gap."

One aspect of this challenge is that many of the new generation of students come from families with no college-going experiences. Oregon must work on this from all fronts. First, the state should work toward a wider definition of what achievement means, getting beyond the minimal standards on reading and math. Those are gateway skills, to be sure. But Oregon should reach beyond the gate to see the wider path to a range of knowledge and skills that line up with differentiated interests and aptitudes of students. College readiness extends well beyond content knowledge. Some students may fare reasonably well on standardized tests but lack academic habits — a mix of skill and discipline — that they need to survive in a less supervised college environment. We need to support and encourage the development of more meaningful assessements of such higher-order thinking skills and academic behaviors, so that we may diagnose college readiness and make progress in college enrollment and persistence.

To reach our 40/40/20 goal, the state must be more strategic in instilling a college-going culture. If we expect 80 percent of young adults to move beyond the high school diploma, the postsecondary conversation will have to start early. Savings accounts issued at birth, college pennants in elementary schools, need-based aid agreements that start in middle school, targeted financial aid counseling, and pervasive exposure to college coursework in secondary schools could be powerful ways to increase attainment rates.

Boosting enrollment is a multi-faceted challenge that requires setting tuition within reach of all high school graduates and persuading a much larger share of learners that a postsecondary degree brings returns in the job market. State and local support of institutions is squeezed in lean times, and boards typically respond by raising tuition. Only by linking and

integrating tuition flexibility within a clear state policy on affordability can we make sure that increases in tuition get matched by increases in aid to protect those least able to afford higher education.

And college retention rates must improve. The work of the Postsecondary Quality Education Commission (PSQEC) indicates the first and most important step to boost overall degree production is retention and completion of those who do start college.

To reach 40/40/20, we need to double the number of students who receive associate's degress and postsecondary certificates. But first, we must define them. Current data do not supply a reliable count of Oregonians with certificates or credentials. Community colleges report that they are awarding about 5,000 certificates per year, but some of those go to learners who have associate's or bachelor's degrees, and some people earn more than one certificate. The Census does not track certificates, and the one survey in Oregon that asked about certificates was discontinued in 2008. Not only do we not know how many people have certificates today, we also don't know how many certificates are issued by other employment training entities besides community colleges, or which types of certificates would or should count toward the 40/40/20 goal.

Nationally and in Oregon, a little more than one quarter of associate's degree-seeking students earn a degree within three years. While statistics are debated at this level, few argue with the fact that far too many students are enrolled with no clear educational goal in mind. A significant share of Oregonians (27 percent by one measure[3]) have completed some college but did not earn a certificate or degree. Depending on the credits or coursework they have completed, the state might offer those individuals a way to apply for and receive a certificate or degree that matches the work completed, or to earn additional credits to take them the final step toward graduation.

Finally, Oregon needs to generate a third more bachelor's degrees by 2025. Universities are on their way to achieve this ambitious goal, but they and our community colleges face several challenges: offering classroom space and teaching staff to keep up with growing enrollment demand, improving affordability as state funding shrinks, and serving the rapidly growing population of students from low-income and minority families and families with no college-going experience. Improving the retention and eventual success of college students would decrease costs to students and the state and make better use of existing investments in facilities. (Students who leave without graduating spend their own money and the state's resources without yielding a degree.) Expansion of online learning offers great potential in this regard. And success at lower levels of education—so that students are truly prepared for college --will greatly help the universities meet their goals.

Overall, the state will need both more educational capacity and better performance of the capacity it has.

Outcomes

Achieving the 40/40/20 goal will require a strong effort by learners, parents, educators, and local communities to improve educational outcomes at every stage of the continuum. This is not just a challenge for our students, our high schools, or our colleges — it is a challenge for the entire community. We need to set a course that motivates students to pursue their own education with dedication and persistence, no matter their race, home language, disability or family income. We need to engage families in their children's education, and community organizations and employers in supporting educational entities and their students. Our preschools, public schools, community colleges, and universities must reach out and help bridge the gaps for students, helping them along a seamless pathway to their success.

We must work together to support all Oregonians in achieving key state-level outcomes:

- All Oregon children enter kindergarten ready for school
- All Oregonians move along the learning pathway at their best pace to success
- All Oregonians graduate from high school and are college and career ready
- All Oregonians who pursue education beyond high school complete their chosen programs of study, certificates or degrees and are ready to contribute to Oregon's economy

These outcomes will drive necessary changes in policy and investment and will shape the state's 10-year plan for education. But they also need to work at multiple levels — allowing individual learners to gauge their own progress, helping schools or colleges to judge their own teaching success, galvanizing communities around key outcomes, and challenging school districts or university systems to appraise their own performance and recalibrate their efforts.

Challenges and Shortcomings

Oregon's youngest children—the next generation who will be entering our public schools—face greater challenges to their learning than in the past:

- Almost one in four (23 percent) of Oregonians under six years old live in poverty. Among African-American children, 46 percent live in poverty.
- More than one in four (29 percent) live in households where no English is spoken.
- More than one in three of our youngest Oregonians — 37 percent — are students of color.

Poor children. English language learners. Racial and ethnic minorities. These are the groups who are least well-served by Oregon's current public education system — and the challenge is only going to increase.

Comment [t5]: SIDEBAR: Project GLAD is a professional development program for teachers in language acquisition and literacy. Developed by the Orange County, California Department of Education, Guided Language Acquisition Design (GLAD) engages children in listening, speaking, reading and writing as they learn a variety of subjects like history and science. Under GLAD students are guided through five sequential components in which they learn background information, participate actively in direct instruction, engage in team tasks, and exercise creative thinking. With the support of the Oregon Community Foundation's North Coast Leadership Council, Over 85 teachers from Astoria to Tillamook participated in GLAD training, and then put it to work in their classrooms. Teachers called it the "best professional development experience" they ever have had, and testify that literacy skills are up, attendance is up, and behavioral referrals are down. Nationally Project GLAD is initiating a comprehensive evaluation of program effectiveness. GLAD is a U.S. Department of Education "Project of Academic Excellence" and a California Department of Education "Exemplary Program."

Comment [t6]: SIDEBAR: Clackamas Middle College (CMC) is a four-year high school-college transition program that opened in 2003. Operating as a public charter school, CMC gives students opportunities to earn both high school and college credits simultaneously with the goal of earning a high school diploma, a transfer degree, or a certificate of completion. Students begin in the College Prep Program on the CMC campus and transition to college classes through the Cohort and College Extended Options Programs at Clackamas Community College. CMC provides every student personalized teaching, counseling ar ...

Comment [t7]: The Youth Transition Program (YTP) prepares youth with disabilities for employment or career-related post-secondary education and training. A partnership between Oregon Vocational Rehabilitation Services, the Oregon Department of Education, and the University of Oregon, YTP currently serves youth with disabilities in 115 high schools in 55 school districts. During the 2009-11 biennium, YTP provided transition services for 1,415 youth, and of those, 86% exited the program with a high school completion document, and 78% still were engaged in employment or post-secondary training 12 months after exit. YTP ...

Comment [t8]: Rogue Community College President Dr. Peter Angstadt and his board are developing a different metric of institutional success. In addition to retention, transfer and graduation rates, RCC is compiling data on job placements under a metric titled, "Creating New Taxpayers." According to the metric, RCC graduated 161 students this year into manufacturing, electronics, dentistry and three other select fields, with a per hour wage range of $13-$24 and a combined annual income of about $6 million.

Comment [s9]: Updated with most recent, 2010 American Community Survey numbers.

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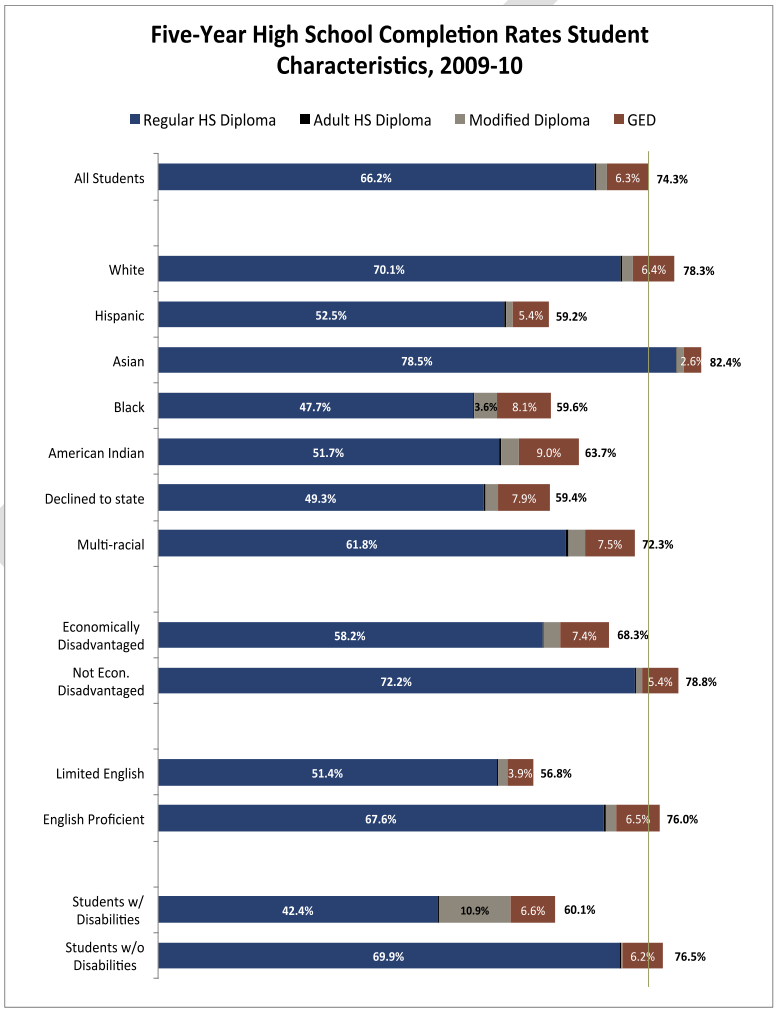
An examination of key points along the education continuum shows Oregon can and must do better.

Of the 45,000 children born in the state each year, an estimated 40 percent carry significant risk factors — ranging from family poverty and instability to parents engaged in substance abuse or criminal behavior.

Only two thirds of Oregon students graduate from high school in four years — and only about half of African American, Hispanic, and limited-English-proficient students meet that mark. Add in those who earn GEDs, modified diplomas or regular diplomas within a fifth year, and the overall graduation rate still stands at only 74 percent.

Comment [t10]: SIDEBAR: Since Forest Grove High School moved to proficiency-based teaching and learning, with student evaluation based on performance on the recognized essential skills for each course, FGHS reached its highest graduation rate ever in 2008-2009, raised students' average scores on SAT and ACT tests, raised the value of scholarships to FGHS graduates from $1 million to $5 million, and raised the rate of FGHS graduates attending community colleges or universities from 40 percent to 70 percent.



Data: Oregon Department of Education

Comment [s11]: This is actually the four-year grad rate chart. This will be corrected Monday.

Only 60 percent of Oregon's high school graduates enroll immediately in college, even now with record high enrollments in in Oregon's public universities and community colleges. Low income high school graduates are roughly one-third less likely to enroll in college immediately after graduation than their more advantaged peers (38 percent of low income students vs. 59 percent of student with higher family incomes). That gap is fairly consistent at just about every level of student achievement.

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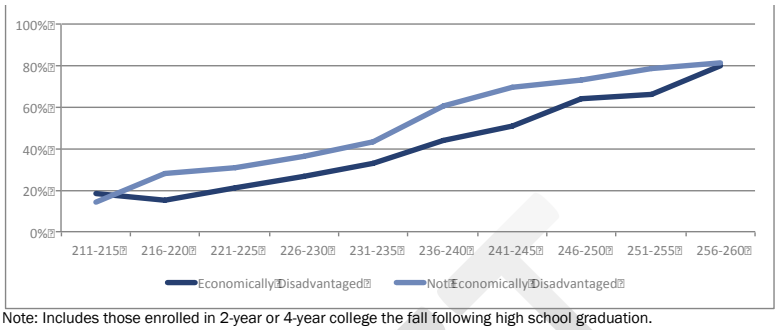
Figure 5. College-going rates of Oregonian high school graduates in 2009, by economic status and math score on Oregon Assessment of Skills and Knowlege Math



Note: Includes those enrolled in 2-year or 4-year college the fall following high school graduation.
Data: Oregon Department of Education; National Student Clearinghouse

And of those who do enroll in college, too few continue on to earn a degree (especially in community colleges). Students of color and English language learners are even less likely to finish.

Figure 7. Three-year full-time student graduation rates for associate's degrees at public colleges in Oregon, by race, compared to high and low rates among 33 states

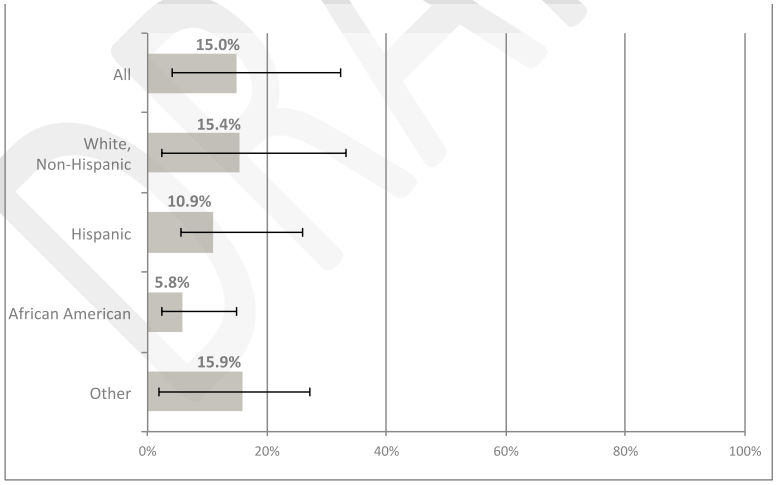
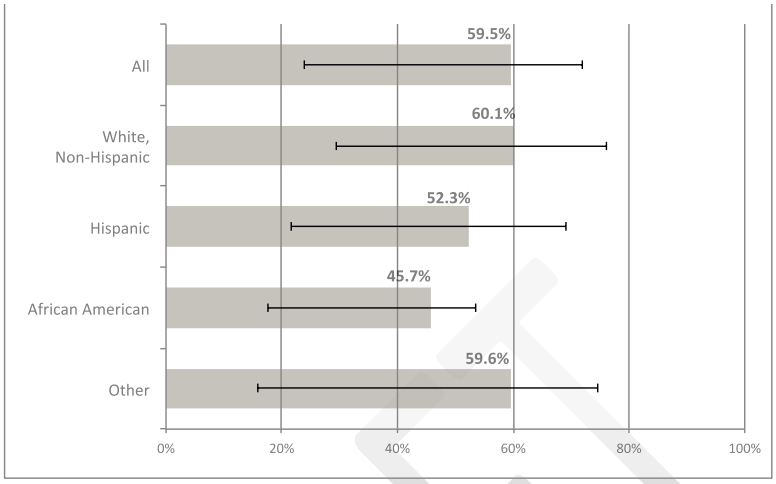


Figure 8. Six-year full-time student graduation rates for bachelor's degrees at public colleges in Oregon, by race, compared to high and low rates among 33 states



The Task Force on Higher Education Student and Institutional Success, created by House Bill 3418, has identified significant barriers to post-secondary education attainment, including inadequate high school preparation, support services such as advising and tutoring, support for career and technical education programs, data on students, management of transitions between institutions, faculty resources, physical infrastructure and instructional equipment to meet students' needs and students' ability to pay.

By most measures, Oregonians' educational achievement is stagnant, the gaps for low-income learners and students of color are significant, and we are not meeting the needs of English language learners. The end results are not what we want, nor what we need to meet our goals.

It will take greater resources to reach our goals — and the constraints of our recovering economy are likely to be felt in the state budget for some time. But even as we work to improve education funding, we must work to improve education. We cannot afford to wait. Our students have one chance at their education. We must move forward with the resources we have. Only then can we determine how much progress we can make together by investing for outcomes and improving educational practices, and how much will require new resources. By improving educational outcomes we will make the best case for more resources that will help us reach our goals.

Principles

Most states—and for the past decade the nation as a whole—have tried to get substantially better education results by defining the challenge strictly as a performance problem. Strategies have focused on tougher standards and specific consequences for inadequate yearly progress; today there are calls for principals and evaluation systems to push teachers to be more effective.

Simply put, the results have fallen short. Testing, largely for school accountability purposes, has consumed enormous amounts of time and money. Students disengage from a narrowed curriculum, as relevant and motivating classes, projects and opportunities disappear from constrained schools. Too many teachers, feeling blamed for broader societal trends, set back by budget reductions, and indicted by high-stakes standardized testing, report they are demoralized and disrespected. The post-secondary picture is not much brighter. Students struggle with higher tuition, often cannot schedule into overbooked courses they need and are burdened with crushing debt loads. Faculty face steep competition for tenured positions, and must deal with pay freezes and long-term budget uncertainty.

As this next effort to improve educational outcomes begins, we must be clear about some of the core approaches that we believe will lead to greater success for Oregonians:

- *Motivating learners and teachers.* Performance will never rise enough unless and until the circumstances under which students experience school are designed to arouse their motivation, until funding and investments follow priorities, and until teachers have an environment in which they are supported to do what they do best, to try what they believe will work, and have both the authority and the accountability for getting better results.

  For performance to be better, the system must support motivation and talent among teachers and students. It must overcome barriers such as fear of costs and uncertainty about the value and route to higher education for many citizens who could benefit the most from its opportunities.

- *Committing to equity*. Oregon must commit to success for all learners, including all racial and ethnic groups, economically disadvantaged students, English language learners, and students with disabilities. To meet our 40/40/20 goal, we need every group of learners to maximize their potential. We simply cannot meet our vision for Oregon if the most educated Oregonians remain disproportionately white, native English speakers, relatively affluent and without disabilities. The very promise of the American Dream, of opportunity available to all who strive for success, demands that we include all Oregonians in our goal, and that we very specifically and intentionally plan for an education system that meets our varied students' needs equitably and effectively.

- *Supporting high-quality teaching.* Of all the in-school factors of a student's success, effective teaching is the most significant. Our education investment should support teachers, professors and all educators in doing their best work to raise student achievement, at every stage of their careers. These efforts should be aligned, including: educator training and licensing or credentialing; recruiting, training and mentoring new teachers; and ongoing, meaningful

Comment [t12]: SIDEBAR: Each year State Schools Superintendent Susan Castillo recognizes public schools for their significant progress in closing the achievement gap that separates low income and minority students from their peers. The Department of Education uses a data screen to identify schools where student subpopulations (minority groups, students with limited English, special education students, etc.) make significant progress in relation to comparison groups. Castillo notes that gains often are attributable to strong leadership, engaging families and communities, high quality instruction, and high expectations for students. In 2011 Castillo recognized schools in the Tigard-Tualatin, Salem-Keizer, Forest Grove, David Douglas, Klamath County and Woodburn School Districts for "continuing success" in closing gaps, and schools in the Portland, North Clackamas, Redmond, Grants Pass, Tigard-Tualatin, Salem-Keizer, and Woodburn School Districts for first-time recognition in closing gaps.

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performance evaluations and professional development opportunities for all educators.

- *Promoting individualized learning.* We recognize that all students learn at their own pace and that individualized teaching and learning helps students achieve their potential and creates a culture of lifelong learning for all Oregonians. Islands of excellence around the state—identified by graduation rates, statewide assessments, and success at the next level of learning —will provide helpful information about improving educational outcomes for all students.

Comment [t13]: SIDEBAR: With the support of the Center for Educational Leadership at the University of Washington, the Oregon Business Council and Employers for Education Excellence established the Oregon Proficiency Project in 2009. Education leaders conducted extensive field research to develop guiding principles for proficiency-based education, and provided intensive training and technical support in proficiency-based education at two pilot sites – Beaverton's Health and Science School and Woodburn's Academy of International Studies. A by-product of the project is the establishment of a network of proficiency practitioners, both teachers and administrators, across Oregon.

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2. Strategies for building a culture of student success

The sense of urgency that motivated the passage of Senate Bill 909 animates this report as well. Every year that passes without further improvement means that one of every three high school students will leave school without a diploma, and another year that Oregon students will finish school with less education than their parents' generation. If we are to fulfill the promise of educational opportunity and keep pace with the world around us, we must find ways to improve the teaching and spark the learning of all students in every grade, now and every year hereafter.

Senate Bill 253 gives us the most ambitious high school and college completion targets of any state in the country — and sets a deadline of 2025 to achieve them. But the trajectories needed to meet that deadline must begin at the earliest opportunity, with the 2012-13 school year. We are not hoping to find the end of an aspirational rainbow in 2025, we are determined to plot a path that takes us to new heights of student success.

Senate Bill 909, which charges our Board with the responsibility to meet the state's educational goals, demands nothing less. That legislation asks us to bring forward action plans for improvements to our educational system that take effect as early as next July.

We have no time to lose. Every year between now and 2025 must be measured for success. But we must also be careful not to pursue hastily-conceived initiatives that distract us from charting the best path forward.

For these reasons, we begin with a focus on state level resources–the $7.4 billion of state dollars that flows to education, pre-K to college, in the current budget--as we consider the state's capacities to invest in, direct, coordinate and support the missions of literally hundreds of educational entities from pre-K programs to school districts and colleges. We recognize that these educational entities and their employees are the key to our success. A command and control model will serve us poorly. We will need the engagement of educators and leaders, students and families, communities and employers to achieve the educational excellence we envision for our students.

We know that excellence is achievable, based on the many successes we find in our schools that are making progress despite the fiscal and social challenges they face today. Thus, we are confident that, if we are able to sharpen our deployment of resources among our educational entities, promote collaboration, encourage innovation, establish clear measures of accountability for results and lend assistance to their efforts, we can build a system that moves all of our students forward to high school diplomas and to success in the colleges and careers of their choosing.

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Our plan is founded on three key strategies.

- **Create a coordinated public education system,** from preschool through college and career readiness, to enable all Oregon students to move at their best pace and achieve their full potential. At the state level, this will require better integration of our capacities to guide and support the activities of educational entities at the local level and smarter use of our resources to encourage and support teaching and learning across the education continuum.

- **Focus state investment on achieving student outcomes.** We must define the core outcomes that matter in education. These will then drive our investment strategies, as we ask ourselves how to achieve the best outcomes for students. In turn, we must provide educators with the flexibility, support and encouragement they need to deliver results. That mutual partnership — tight on expected outcomes at the state level, loose on how educators get there — will be codified in annual achievement compacts between the state and its educational entities.

- **Build statewide support systems.** The state will continue to set standards, provide guidance and conduct assessments, coordinated along the education pathway. To enhance these efforts, Senate Bill 909 commits the state to build a longitudinal data system — tracking important data on student progress and returns on statewide investments from preschool through college and into careers. This data will help guide investment decisions and spotlight programs that are working or failing. Then, as the state system is integrated with school-based systems, it will enable teachers to shape their practice, and students and families to take charge of their education. Beyond data systems, we envision the state will expand on the successful local model of professional learning communities to increase support for collaboration among educational entities and their educators. And we look forward to new efforts that will bridge the gaps that now exist between classrooms and community service providers, as the state and local governments work to coordinate health and human services with the needs of students and their families.

Each of these strategies is presented in greater detail below.

Strategy 1: Create an integrated, aligned system from pre-K to college and career readiness

From the perspective of the participating learner, Oregon's education system should look like one system, not a disjointed collection of schools, learning centers, colleges, and universities. For learners to move further toward their potential, and for educational institutions to operate more

effectively, we need integration and consistency in our standards, assessments and data systems.

Comment [t14]: SIDEBAR: Access to Student Assistance Programs In Reach of Everyone is a pre-college mentor program that helps students create a "plan of choice" to access education and training beyond high school. Established in 1998, ASPIRE has expanded to 125 sites across Oregon. Under the direction of a site coordinator, volunteer mentors support students in researching careers, schools and scholarships, and completing financial aid and admissions processes. At Chiloquin High School 50% of students are Native American and 85% are on the free and reduced lunch program. Since joining ASPIRE, Chiloquin's rate of graduating seniors moving on to post-secondary education has increased from 20% in 2004 to 65% in 2011.

This does not imply centralization or consolidation of the educational organizations — quite the contrary. The state's role will be one of coordination, holding all parties accountable to the overarching goals for students, but not infringing on local control as long as students are progressing. A strength of Oregon's many and varied educational organizations is their ability to tailor their education to their local students' and community's needs and interests. Along with accountability for outcomes, educational entities under a coordinated system will have increased freedom in how to produce those outcomes.

A new understanding of achievement at every stage of learning — what it takes to move successfully along the education pathway — should apply to all Oregonians, from toddlers to those working toward college degrees.

Curriculum, assessments, and exit and entry criteria should be built into learning from the beginning and aligned so that learners advance as efficiently as possible.

Oregon is moving in the right direction.

- Common Core Standards — We are one of 45 states to adopt the national Common Core Standards for K-12, English language arts and mathematics, and Oregon is collaborating with other states to define science standards. These evidence-based standards specify what students should know and be able to do when they complete high school. They are designed to help ensure that all students have the essential concepts, knowledge, skills and behaviors they need to succeed in college and careers.

- The Oregon Diploma — The State Board adopted new high school graduation requirements in 2008 to better prepare students for success in college, work and citizenship. To earn a diploma, students will need to complete successfully more stringent credit requirements and demonstrate proficiency in essential skills. For example, this year's seniors must pass an assessment of reading skills in order to earn a diploma and graduate.

- Core Teaching Standards — At the direction of the 2011 Legislature under Senate Bill 290, the State Board of Education this month adopted core teaching standards, administrator standards and rules for teacher and administrator evaluation — all to improve student academic growth and learning. The standards are designed to guide educators' professional development efforts and, in doing so, strengthen their knowledge, skills and practices.

- Easing postsecondary transfers — Oregon's community colleges and universities have developed articulation agreements that spell out how credits from one institution can transfer with a student to

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another campus. This has greatly increased the number of students starting their college studies in the more accessible and more affordable community colleges, while transferring to Oregon's public universities to earn their bachelor's degrees.

By passing Senate Bill 909, the Legislature committed to creating and sustaining a coordinated and integrated public education system. That legislation established the Oregon Education Investment Board, chaired by the Governor, to oversee all levels of state education, improve coordination among educators, and to pursue outcomes-based investment in education.

As directed by the legislation, an early task of the board is to recruit and appoint a Chief Education Officer, who will lead the transformation of Oregon's public education system from preschool through high school and college.

The Chief Education Officer will serve as the board's chief executive in the creation, implementation and management of an integrated and aligned public education system. This work will require visionary leadership, skillful collaboration with legislators, educators, parents and education stakeholders at the state and local level and the effective engagement of community leaders and citizens to build and implement the education system. (See the job description in the appendix.)

Oregon is also on the right track in its focus on early learners. Decades of research widely confirm that early investments are key to later educational success and are the most cost effective investments we can make. Investing early and focusing on the basics should go a long way toward improving graduation rates in Oregon.

Strategy 2: Focus Education Investments on Outcomes

A new budgeting paradigm

Almost $7.5 billion in state General Fund and Lottery dollars goes toward education at all levels, preK through college, in every two-year state budget. (Local property tax dollars, federal funding, grants, tuition payments and others sources contribute roughly $10 billion more.) How that money is invested becomes one of the chief strategies to drive better outcomes for students — and to achieve Oregon's 40/40/20 goals.

Comment [t15]: SIDEBAR: Two years ago Portland Public Schools worked with Multnomah County Library, Multnomah County's Schools Uniting Neighborhoods program, and Head Start to help children with no pre-school experience make a successful transition to kindergarten. In summer 2009 PPS piloted a three-week experience for 40 students at two PPS elementary schools — Woodmere and Whitman. The students attended their neighborhood elementary Monday thru Friday for about three hours to begin developing their communication, collaboration and literacy skills. Students were supported by kindergarten teachers, education assistances and interpreters. In addition, parents of these students attended parenting classes for about three hours per day twice each week over the three-week period. Parents were immersed in their children's curriculum and built relationships with school educators and each other. Program officials say the experience was radically empowering for children and parents. In the first year parents were attending school meetings and volunteering in kindergarten classrooms, while students were leaders in their classrooms, modeling appropriate behaviors. In fall 2009 students who participated in the pilot program performed on average 10% higher on literacy assessments than their classmates who did not attend the program, and still averaged 5-8% higher when re-assessed in spring 2010. This past summer the program expanded to five schools and 120 students. The program is associated with Multnomah County's Linkages Project.

Comment [t16]: SIDEBAR: The Tigard-Tualatin School District is one of Oregon's lead districts in the successful implementation of the Response to Intervention program. Under RTI, Tigard-Tualatin provides early, effective assistance to children having difficulty learning to ensure that every student has mastered basic reading skills by the end of second grade. Tigard-Tualatin screens all students to identify struggling readers, and then seeks to prevent academic failure through early intervention, frequent progress measurement, and increasingly intensive researched-based instructional interventions for children who continue to struggle. Since 2006 Tigard-Tualatin has raised student performance on OAKS reading tests at all grade levels, and has reduced its racial achievement gap by 36%.

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Oregon's Public Education Investment
2011-13 Budgeted (In Millions)

	General/ Lottery*	Local Property Taxes	State and Local Subtotal	Tuition, Fees, Other	Federal	Total	
Early Learning	$316	-	$316	$55	$456	$827	**
K-12 Education	$5,816	$3,151	$8,967	$61	$861	$9,889	
Post-Secondary	$1,286	$284	$1,570	$2,006	$117	$3,694	***
Total	$7,418	$3,435	$10,853	$2,122	$1,435	$14,410	

Source: State Budget and Management Division and Oregon Department of Education

*General Fund budgets exclude the 3.5% Set-Aside for the Ending Fund Balance for all programs except the School Fund Formula.

**Includes programs in Education, Employment, Human Services, the Health Authority, Commission on Children and Families, State Library, and Governor's Office. Also includes $130 million in Federal Head Start Funds that pass directly to local programs.

***Does not include tuition and fees for community colleges or OHSU.

****Does not include OUS Non-Limited Gifts, Grants and Contracts funds.

A sound education investment strategy is especially critical in these difficult economic times. Parents struggle to pay for high-quality childcare and preschool, our public schools face larger class sizes, shorter school years, fewer enrichment opportunities that help engage and motivate students. As discussed above, children today arrive at school with greater needs than ever due to the impact of poverty -- hunger, homelessness, lack of stability and security in their lives — with schools being expected to make up the difference. And the costs of college and career training have escalated to make access even more difficult.

It is widely accepted that education in Oregon is underfunded at all levels. The Governor shares this view and is working to bend the cost curves of health services and prisons, which are taking up an ever larger percentage of Oregonians' personal income. Because of these cost pressures, investment in education has declined over the years – as a share of Oregonians' personal income, and as a share of the state discretionary budget.

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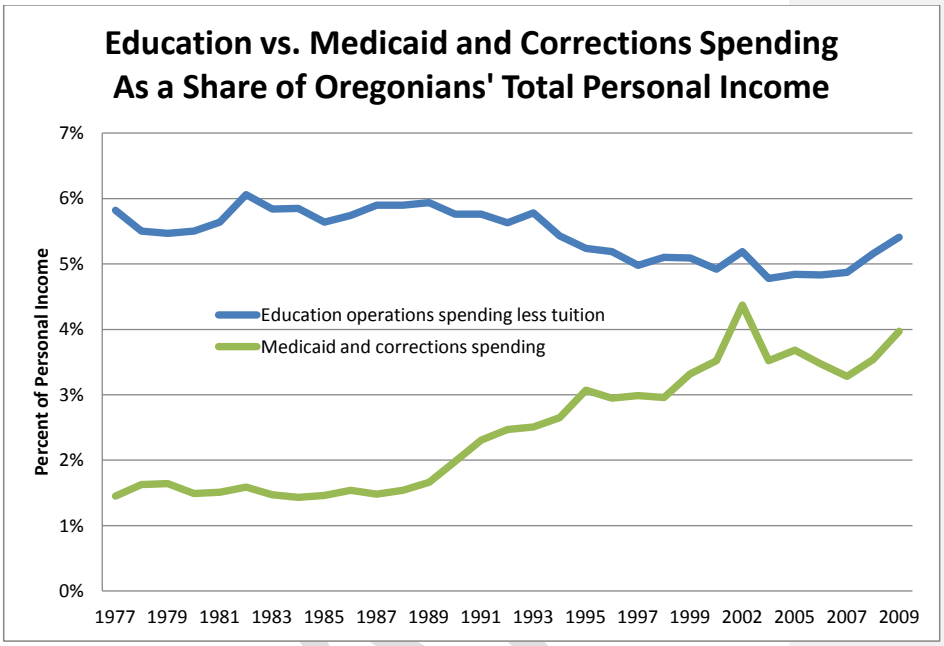

Data: Census Survey of State and Local Government, State & Local Government Finance Data Query System

It will take significantly more investment to reach the goals of 40/40/20. But it will also take better investment of the dollars we have.

To fully appreciate the paradigm shift to a focus on outcomes, it may be helpful to draw connections with other parts of state government. In health care, Oregon is working to redefine the central challenge: Not "How do we expand the health care system?" but "How do we improve health?" Or look at the public safety system. Not, "How should we manage our corrections system?" but "How do we improve public safety?"

Likewise, in education we must become much more intentional about investing not in agencies, institutions and silos but in outcomes: in the programs, the leverage points, and the community strategies that will make the biggest difference for learning.

Today, Oregon's education funding is centered on inputs and enrollments: *how many* students are served plays a much larger role in an institution's fiscal position than *how well* students are served. Funding levels for school districts, colleges, and universities are based on existing staffing ratios and inflation expectations for salaries, benefits, materials, and supplies. Contracts with Oregon Pre-Kindergarten programs are based on the number of children served, not how well those children progress in their readiness for school. Essentially our budget makers ask: What does it cost to continue educating students in the same way?

Outcome-based investing reorients the conversation. The question becomes: For a given amount of resources, what outcomes can the system deliver, and are those the outcomes we want? The model assumes that service is constantly innovating and improving. Focusing on outcomes will help eliminate the barriers between educational institutions (including day care centers, schools, colleges, and universities). The more Oregon's education providers view themselves as jointly serving learners, the more seamless, efficient, and effective the system will be.

It is hoped that this shared ownership of learner success will lead to closer examination of the best use of resources. The longitudinal student data system and the educational return on investment data it produces will help policy makers within each sector and across sectors examine the system attributes that produce the strongest gains for learners with the available funding. The best instructional practices and the most efficient support systems across the state will emerge from these facts, and should lead to even greater system collaboration and streamlining.

This approach was also contemplated for Oregon's post-secondary education system with the passage of Senate Bill 242. That bill, which also provided greater autonomy for Oregon's seven public universities, established the understanding that future budgets would be based on performance compacts with our universities. These compacts will include more explicit expectations about progression to degrees and completion.

On some level, our K-12 school districts already offer evidence for an outcomes-based investment strategy.

As the state assumed responsibility for funding schools after Measure 5, overall funding dropped. But it also became far more equal. There are outliers, particularly among the smallest school districts, but total per-student spending, including local property taxes and federal funding, clusters closely around the median of $10,000, with a slight increase in funding for districts serving higher shares of low income students. Well over 90 percent of Oregon students attend school in districts that spend within $2,000 of the median per-student spending.

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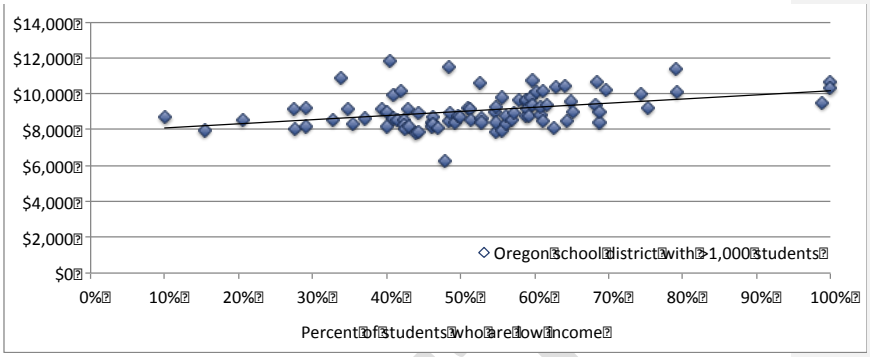
Figure 10. Annual spending per K-12 student, by school district's share of low-income students, 2009-10



Notes: Low-income students are those who receive free or reduced-price meals. Spending includes all forms of revenue (state, local, federal, and other).
Data: Oregon Department of Education

Yet even with similar funding, school districts choose to invest their money differently. There are islands of excellence around the state that prove that, with equal resources and similar student populations, it is possible to get better results.

- Woodburn, Parkrose and other school districts are offering full-day kindergarten — because dollars invested in a great start for all students helps to close the gap and cuts the expenses of remediation later in school. The number of Oregon students in full-day kindergarten has more than tripled in the last seven years.
- Starting in Tigard-Tualatin and spreading throughout the state, school districts are investing in Response to Intervention efforts — with professional development and a system of interventions that help keep students on track academically and behaviorally. Tigard-Tualatin's special education identification is significantly below the state average, more than 92 percent of third graders read at grade level, and the district staff are leaders in spreading that best practice to other districts. Again, this is a strategic investment in student success, in a time of tight resources.
- Many school districts have carved out time for teachers to collaborate in professional learning communities, even as they struggle to maintain a full school year. Vital planning and professional development time helps our dedicated teachers to do their best for students.
- Language immersion programs — showing positive outcomes by helping English language learners in reading and math — are expanding in Portland, Woodburn, Canby, Bend-La Pine, Salem, North Clackamas and other communities.
- Many districts have protected and even expanded critical supports to help high school students graduate and go on to college — through

dual-credit courses, summer and extended day programs, and programs such as AVID that help first-in-their-family students head to college.

Each of these is a conscious and deliberate investment by thoughtful school boards considering how they can use the limited dollars they have to deliver the best education possible for their students. All school districts receive about the same dollars per student, but some have distinctly better results — in state assessments, graduation rates and post-secondary success. Our longitudinal student data system will help us identify the districts and institutions that deliver the best student outcomes given the investment made, the "return on investment," taking into account the demographics of the learners served.

These are examples of the sort of investment and vision the Oregon Education Investment Board needs to take to scale — embracing our youngest learners through our doctoral candidates, across the span of state education funding.

Outcomes and Indicators

As a state, we must define the core outcomes that matter in education and hold them stable over time. We must provide educators with flexibility, supports, and the encouragement to think outside the box about how they use time, technology, and community resources. And we must provide relief from the rules, mandates, and the narrow-minded focus on standardized testing that can straitjacket the profession.

To reach the outcomes we want for students, we must focus on key learning stages along their educational journey:

- *Ready for school:* Oregonians from birth through to kindergarten entry. Oregon's youngest learners — at home, in childcare of preschool — should gain the necessary cognitive, social, emotional, and behavioral skills to be ready for kindergarten.
- *Ready to apply math and reading skills:* By the end of third grade, or about age 9, students should develop fluency in reading and understanding, and should have a solid foundation in numeracy.
- *Ready to think strategically:* By the early high school years, or roughly age 14, student should be be ready to tackle a rigorous and more diversified curriculum.
- *Ready for college and career training*: High school students should demonstrate career and college readiness through multiple measures. Beyond the academic knowledge or courses taken, they should demonstrate critical thinking, communication, collaboration and creativity — all skills that prepare them for postsecondary education or employment.
- *Ready to Contribute in Career and Community:* Graduates of Oregon's post-secondary institutions should be well prepared to be responsible and productive citizens in our communities.

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For each learning stage, the Oregon Education Investment Board will define indicators of progress toward the desired outcomes. Not every student will move through these stages at the same pace; some will take more or less time. But our educational system — from early childhood through college and career — should ensure that learners keep progressing along the continuum, offering greater support or acceleration based on individual needs. Example: If we hope to achieve our high school and college completion goals by 2025, we may have to plan for scenarios in which ten percent of high school students take five years to graduate but as many as half of all high school students graduate in four years with a full year of college credits.

A focus on investing in critical leverage points, maintaining an openness to trying different approaches and learning from what does not work will move the state toward the 40/40/20 goal. Across the continuum, Oregon needs to learn more about what works and do more of it.

Early Learning

Decades of research widely confirm that the seeds of adult success are planted early. Young brains are in early critical development and readiness to learn is optimal. A strong start in learning well before formal schooling can pay off long term in educational attainment, job stability and even less dependence on social services and less involvement in the criminal justice system. Some of the best returns on investment at any level of learning come early.

Oregon has a fractured collection of programs, policies, and structures connected to early learning, but it is hardly a coherent system, it is not focused on outcomes, and there is no tracking or accountability to ensure that those young children most in need receive even the limited support that is available. Early childhood is not a focus of the state's education investment: Less than 5 percent of state and local funding for education funds early learning.

Overall, early childhood receives more than $400 million in state and federal dollars every year, but little if any tracking of results follows. Dozens of uncoordinated programs exist in at least six state agencies, but the system is neither integrated nor accountable. (See Appendix #)

Comment [s17]: APPENDIX: budget charts

Oregon is highly unlikely to raise achievement levels without more systematic investment in and monitoring of early learners. Using an outcomes- and data-driven approach, the state can position itself to know where to invest for the largest, most enduring returns, smoothing out what today is an abrupt, even awkward transition for learners moving from prekindergarten to kindergarten and beyond.

To make progress, the state will develop and invest in core infrastructure: standard assessments to measure kindergarten readiness and first-grade reading, professional development for the early childhood workforce, and a longitudinal, learner-level database that tracks the learner experience and outcomes starting from birth. With the new infrastructure in place, a

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significantly enhanced accountability system will focus the system on kindergarten readiness and first-grade reading.

Significant streamlining and consolidation of boards, commissions and functions will start the overdue integration of a coordinated early childhood system. But more important, the Early Learning Council will provide policy direction, planning, and alignment of early learning programs in the Employment Department, the Department of Education and the Department of Human Resources around Readiness for School. Those programs and budgets will remain in the various departments, but for the first time they would all be aligned to achieve a outcome for students.

Achievement Compacts

Outcomes and measures of progress will serve as the cornerstones of achievement compacts that we envision between the state and each of Oregon's educational entities. These compacts will define the outcomes we expect for students, given our state investment.

Beginning with the 2012-13 school year, we propose to require that all 197 school districts, 19 education service districts, 17 community colleges, the Oregon University System and the Oregon Health & Science University enter into achievement compacts in exchange for receipt of state funds, based on then current state appropriations.

These achievement compacts will define the outcomes that each educational entity will commit to achieve in categories defined by the Board to track completion (e.g. diplomas and degrees), validation of knowledge and skills (e.g. state test scores) and connections to the workforce and civic society (e.g. career pathways), to be tracked with aggregate data for students in each of the learning stages identified above. Achievement compacts will include outcomes that speak directly to closing achievement gaps. The compacts will also express each educational entity's role and responsibilities across the educational continuum and attempt to quantify the entity's completion targets to contribute to achievement of the state's overall 40/40/20 goals. In many cases, our educational institutions will want to enlist community support in achieving their compact goals, whether from non-profit service providers, health organizations, employers or others. Wraparound support and community opportunities can play a large role in helping every student succeed.

Representatives of Oregon's educational entities have worked with our Board to develop sample compacts for their districts and systems. Samples of compacts with K-12 schools, Education Service Districts, community colleges and the university system are contained in Appendix #.

We hope that these achievement compacts encourage collaboration not only among aligned levels of education, from pre-K through post-secondary, but also among like institutions. With so many students moving from one school district to another, or transferring among colleges, we need to integrate support and accountability for even highly mobile students.

Comment [t18]: SIDEBAR: Three years ago the Gladstone School District was offered a vacant Thriftway grocery store. District Superintendent Bob Stewart sat down with his board and asked "What if…." Today the Gladstone Center for Children and Families gives meaning to the concept of early childhood "wrap-around" services. The Center houses eleven agencies under one roof, including a community health clinic, a relief nursery for at-risk children, Healthy Start services for children ages 0-3, classes for youth with autism and other mental and physical disabilities, nutritional services under the federal Women, Infants and Children program, mental health services, evening classes for Latinos seeking GEDs through Clackamas Community College, Head Start classes and kindergarten classes. The Center is part of an area transition team studying how to effectively transition children from pre-school to kindergarten, and is in the early stages of compiling data on transition success.

Comment [s19]: APPENDIX: Sample compacts

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The achievement compacts will be living documents, renewed and adjusted annually, that will constitute new partnership agreements between the state and the governing boards of its educational entities. These compacts will reflect a mutual effort to set goals and be accountable for results — the state for its commitment of funds and the educational entity for its use of those funds.

Comment [t20]: SIDEBAR: Colorado's new Unified Improvement Planning (UIP) process reduced the total number of separate plans required of schools and districts to a single plan combining the improvement planning components of state and federal accountability requirements. For Colorado, the process represents "a shift from planning as an 'event' to planning as a critical component of 'continuous improvement.'" The end goal of the process is to "Ensure all students exit the K-12 education system ready for postsecondary education, and/or to be successful in the workforce, earning a living wage immediately upon graduation." All schools and districts must engage in the UIP process.

With compacts in place next year, the 2012-13 school year will establish a baseline, in which goals are set, data are collected and results are compared to investments. Over time, comparisons will be made both within districts and between districts with similar student populations, with particular attention to achievement gaps for racial/ethnic, English language learners and economically-disadvantaged groups of learners. School districts and post-secondary institutions that demonstrate success may be rewarded with increased flexibility in the form of freedom from state mandates and reporting requirements. But, for districts that fail to meet reasonable expectations of improvement and success, it is recognized that any reduction of state funding would penalize students and be counterproductive. For such districts, therefore, there will be systems of diagnosis, interventions and supports to be applied by the state and, potentially, more state direction over a district's budget. Supports could include help implementing best practices, peer-to-peer mentoring, leadership and professional development and capacity building. The role of local boards will be more important than ever with the use of achievement compacts, as those boards will be one-to-one partners with the state in goal setting, planning and problem solving.

As we move forward with Achievement Compacts we must recognize that some students are not subject to them because they no longer are in the education system. These disconnected youth are not in school and they are not working. Some in their late teens and early twenties reach a point where they are unable or unwilling to return to high school, yet are unprepared for community college. Strategies are needed to identify these students and get them in school or provide them viable education alternatives. In communities like Minneapolis, Boston and Seattle these students are receiving workforce training, earning high school diplomas and finding success.

Local control and mandate relief

The compacts will embody a "tight-loose" model. We will be tight on outcomes as investors of state dollars. But we will be loose in providing the flexibility our school districts and our institutions need to achieve better outcomes for all students–no matter their race, home language, disability or family income.

The state must resist the temptation to dictate policies and strategies for local districts or educational institutions — holding true to the "loose" aspect of the compacts. The Legislature in 2011 passed Senate Bill 800, eliminating the first round of least compelling mandates on school districts, and this year the Oregon Department of Education suspended the reporting requirements of a host of laws collected in "Division 22" reports. While the

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school districts still must comply with the underlying laws, eliminating the reporting relieved administrators of the burdensome chore of paperwork, freeing significant time.

We anticipate and hope that a federal ESEA waiver will provide similar relief from federal requirements.

The Educational Enterprise Steering Committee, created by legislation in 2005, and the Oregon Department of Education are working to bring forward the next round of mandate relief, hoping to eliminate further requirements that — however well intentioned — can be a drag on innovation and stifle creativity at the local level.

Budget redesign

The Governor is directing executive agencies to approach the budget differently for the next biennium. Instead of presenting a current service level and add and cut packages, he is challenging each of the seven areas of state government to focus on outcomes and to create cohesive investment plans with a ten-year horizon. What kind of state do we want to live in? And how can we use the state's investment to get there?

These are exactly the conversations the Oregon Education Investment Board is embarking on in the area of education. The board will attempt to define and achieve a stable and sustainable baseline of funding to maintain the capacity of our schools and pre-K/early childhood programs in 2013-15 and thereafter. Low performance would not mean that base funding would be removed, but it could well mean greater state direction on how the money is budgeted. Higher performance brings greater flexibility, lower performance, greater direction.

Additional investments will be intended to provide incentives for innovation, the adoption of evidence-based best practices and higher performance. Investments might take the form of strategic grants to focus on particular learning stages or learner groups. The board might also propose shifting to performance grants, perhaps offering funding based on rates or numbers of students earning certificates or degrees, or the number of students who achieve English proficiency and exit from ESL programs. These are ideas to be fully discussed and vetted in 2012, as the Governor's 2013-15 budget proposal is developed and then presented for the Legislature's consideration.

While revamping the overall budget design, the Board does not want to lose sight of the potential for more efficient and effective education service delivery. Board members continue to see opportunities for shared services at the regional level — with school districts sharing central functions such as human resources, information technology, purchasing or other vital business operations. Educational Service Districts and K-12 school districts are interested in pursuing such opportunities, and the OEIB would like to be a catalyst for continuing improvement.

Comment [t21]: SIDEBAR: When Coquille School District Superintendent Tim Sweeney began work 18 months ago, Coquille managed all its own services. Today, Coquille, Myrtle Point and North Bend School Districts share 15 services, including food service, bus transportation, school psychologist services, and information technology services. As a result of these shared services, Coquille is saving over $338,000 per year, over 4 percent of its annual budget. Coquille has rolled all of this savings into a new alternative high school, Winter Lakes, that serves students from the Coquille, Bandon and Myrtle Point School Districts.

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Strategy 3: Build System-wide Standards, Guidance, and Support

Developing a more effective public education system depends on the ability of the state to develop our own coherent framework to support this goal. We have many different agencies, task forces, committees, boards and executives — all of whom bring valuable expertise and resources to the effort. We must connect our existing resources, streamline our efforts and become more effective.

More than two dozen early childhood programs, for example, are scattered through a half-dozen agencies. The Early Learning Council proposes legislation for 2012 that will start to bring those programs together for greater coordination — but more important, for easier and expanded access for those families that need help the most.

In the K-12 and post-secondary arena, we must connect existing resources in the Oregon Department of Education, the Chancellor's Office, the Oregon Student Access Commission and the Department of Community Colleges and Workforce Development.

Through a coordinated effort under the OEIB and Chief Education Officer, the state will establish system-wide standards and assessment, a longitudinal data system, and coherent support and guidance.

Standards and assessment
Through the work of the Early Learning Council and key education partners, Oregon is aligning statewide early learning and development standards to promote school readiness and to ensure a seamless transition to public schools. The state will promote standard screening practices with referrals to ensure families are connected to community services, and will educate families about how they can support young children in the home and how to access services.

Oregon is in the process of adopting standard early childhood assessment tools and a universal statewide kindergarten readiness assessment to help ensure all children are on track and prepared for school. These assessments will help identify children who need additional support early and will make sure that support is effectively targeted to meet individual needs. The new assessment tool will be piloted in 8 to 12 districts in 2012-13 with statewide implementation the following year. The early childhood data system – already called for in Senate Bill 909 – will provide service providers and policy makers the information they need to ensure better outcomes for children by sharing of key data related to each child's specific needs and progress. Programs will also gain insights that can help improve overall program delivery through identification of developmental areas that lagged the performance of students served by like programs.

Oregon is one of 45 states to adopt the Common Core Standards – and is a leader in aligning those K-12 standards with post-secondary standards. We are also a leader in the "Smarter, Balanced Coalition" developing next-

generation student assessments designed to support proficiency in content and higher level thinking skills, transition skills and academic behaviors.

The assessment question is critical. A successful outcomes-focused system depends on identifying the right outcomes but then also having the tools to measure them.

In the short run, the achievement compacts for K-12 may rely on data already available: OAKS scores, graduation rates, indicators of college-level work in high school, student retention and certificate and degree achievement in post-secondary. Over time, Oregon can improve our content-based summative assessments. We will in time replace OAKS with Smarter Balanced assessments. We will also need to develop local formative assessments to be used in our classrooms to evaluate evidence of student's proficiency, and which are normed at the state level using common rubrics and external validation.

When one asks Oregonians — not just educators or researchers — what outcomes matter most to them, they don't talk about a student's OAKS score. In fact, when the Board's staff posted a survey to solicit responses to this question, it attracted more than 6,000 responses from across the state. Overwhelmingly, respondents said the best indicator of student achievement was "Higher-level thinking skills (such as critical reasoning) and habits of success (such as persistence, collaboration, creativity)." Educators in Oregon and in other states already are developing model qualitative assessments that measure critical thinking skills, life and career skills, and the habits of effective learners. Over time, the achievement compacts will need to incorporate new measures to report whether our students are making progress in the ways that matter most.

And as we pursue innovative assessments, there is one additional tool we need: surveys of next-level teachers, professors and employers. Only they can validate whether our students are truly prepared as they move through the educational continuum and on to the world of work.

The longitudinal data system

Senate Bill 909 directs our board to provide an integrated, statewide, student-based data system. The first phase is to allow the state to monitor expenditures and outcomes to determine the return on statewide education investments. But the value goes beyond that macro-level accountability and investment function. As the system develops, the second phase should provide powerful new tools and data to support teaching and learning, and to provide information to students and parents.

As anticipated by legislators, Project ALDER in the Oregon Department of Education (and funded by the U.S. Department of Education) will help meet the requirements for this new, comprehensive data system.

Project ALDER envisions the creation of a prekindergarten through postsecondary education (PreK-20) data system and research function that will compile longitudinal student data (without student identities attached) from every level of education. This will allow the state to chart the progress of students with varying backgrounds and learning experiences as they enroll and complete programs. Student inputs and funding effects can be measured against student outcomes — delivering the "return on investment" called for in the legislation.

The return on education investment is built on two primary data elements: student test score outcomes and expenditures; the data for K-12 schools is adjusted to control for differences in student poverty, cost of living, and enrollments in special education and English Language learning. The net return on investment of each program will be driven by the their students' progress as well as the cost of instruction and all other supports. The programs that have demonstrated the greatest gains in student learning will improve their standing in one aspect of the formula, but the most outstanding will have also achieved the gains while carefully spending. This data will be measured annually allowing programs to monitor and improve their specific student gains and spending patterns.

Kentucky is at the forefront of collecting education data and supporting educators in using the data to improve teaching and raise student achievement. As one example, the feedback from Kentucky colleges about students' preparedness has that state's high school teachers rethinking their practice, adding rigor and challenging students in new ways. Recent research has also highlighted the need to connect student information across institutions in higher education because of the increasing proportion of non-traditional students, who are more likely to attend part-time and enroll in multiple schools. States, like New York, that have restructured their programs to help students balance jobs and school have seen much higher graduation rates. In California, community colleges are shortening and redesigning developmental English and math courses based on longitudinal data that has found these remediation courses can serve as education dead ends rather than educational preparation for more rigorous degree course requirements.

The longitudinal data system is a critical tool that will help inform educators across each learning stage about the paths that lead to student success and help identify emerging trends, gaps and opportunities that must be addressed by state and local education policy makers and educators to achieve Oregon's education goals. Future phases of the education data system will add tools that provide key information to classroom and program educators that improve identification of specific student needs and trends to improve instruction and individual learner outcomes.

Guidance and Support

Comment [t22]: SIDEBAR: Kentucky is a national leader in collecting and sharing education data, pre-school through graduate school. Five years ago Kentucky started the Data Quality Campaign, an effort to make the student performance data it tracked since the 1990s more user-friendly. The resulting college and career-readiness feedback reports are a tool for superintendents, principals, guidance counselors, school board members, college administrators, parents and students to make decisions about education. Education Week notes some of the impacts: University professors and high school teachers are comparing notes about class expectations. Transition courses are being developed to help lagging high school students avoid remediation in college. Advanced Placement restrictions are being lifted to expose more students to college-level courses. The larger impacts — The percentage of college-going students has risen, and the need for remediation in college has fallen.

Comment [t23]: SIDEBAR: Oregon's Direct Access to Achievement (DATA) Project is an Oregon Department of Education initiative to teach educators how to use student achievement data to inform instruction. DATA provides training and coaching on unwrapping learning standards, creating common formative assessments, lesson plan design, and conducting "fidelity checks" on staff implementation of best practices. In Eastern Oregon's Canyon City, teachers at Humbolt Elementary analyzed student test results and identified a problem area — writing conventions. They discussed ways to improve students' skills, implemented a strategy for change, and then evaluated the results, using data to adjust their instruction. Halfway through the 2009-2010 school year teachers already had exceeded their annual goals for student improvement. In the Redmond School District data teams exist across all grade levels and subject areas. Between the 2006-2007 and 2008-2009 school years, OAKS data show a 16% gain in math and a 12% gain in language arts for all students; for students with disabilities, a 47% gain in both math and language arts. "We have teachers now who can't do their lesson plans without looking at their data," says Becky Stoughton, an Oregon DATA Project certified trainer. The DATA project is funded through a federal grant and currently is in its fourth and final grant year.

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Under the new model, the state would shift its focus from compliance to improvement, offering new levels of guidance and support.

The state should become the broker and supporter of successful practices. Teachers need reliable and vetted resources proven to be effective with the learners in their classrooms, particularly those that are at risk for low achievement. This will require support for initiatives that meet students where they are and chart education pathways to address their unique needs. For too long, educators in Oregon have been left without a central way to collaborate with other educators across the state facing common challenges. The state will promote collaboration, innovation, and critical thinking about practices by connecting educators with each other. The collection and distribution of a high-quality, comprehensive body of knowledge, expertise, and research on proven or promising practices would support an education system that continually improves itself.

The Oregon Department of Education could shift resources to support and facilitate regional improvement networks to engage higher and lower performing districts around professional development and continuous improvement. In postsecondary education, the Higher Education Coordinating Commission and the Taskforce on Higher Education Student and Institutional Support — both created by 2011 legislation — should identify and support best practices and guide and support improvements among Oregon campuses.

The state could support greater individualized learning and proficiency-based advancement. Students would earn credit for what they know and are able to do — for their mastery of content and skills -- rather than time spent in the classroom. In this vision, a transcript would reflect specific learning outcomes acquired, not merely courses completed.

Successful redesign and implementation will require work in three key areas: making the use of time a flexible variable rather than a controlling element; improving professional development; and developing and using formative assessment tools.

Beginning with policies adopted in 2002, the State Board of Education has supported the move towards permitting schools to grant credit for students who demonstrate defined levels of proficiency or mastery of recognized standards. The Department makes policy and guidance documents available to assist districts with implementation, and has supported the Oregon Proficiency Project, the Business Education Compact, and the ExEL Algebra Project to bring proficiency-focused professional development to thousands of educators around the state.

The state should build partnerships to provide wraparound services to students.
Numerous state-provided social and health services—DHS, the courts, foster care, food stamps, welfare, child protection, behavioral health treatment—serve Oregon children. The support that learners receive — whether keeping

Comment [t24]: SIDEBAR: In 2010 Massachusetts established a framework for holding school districts accountable and assisting districts when they struggle to meet expectations. The framework focuses state assistance on building district capacity to support and guide improvement efforts in individual schools, establishes a system of assistance and intervention to secure continued strong improvement, matches accountability and assistance to the severity and duration of identified problems, and targets districts for support in proportion to the state's capacity to assist and intervene. The framework also identifies Conditions for School Effectiveness districts must consider when planning school improvement.

Comment [t25]: SIDEBAR: Minnesota has regional support agencies comparable to Oregon's Education Service Districts. Beginning in 2012-13 Minnesota wants to reform these "co-ops" into Regional Centers of Excellence that will provide assistance and support on local levels. Minnesota envisions these centers being best-practice clearinghouses that place educators from effective schools and districts in rooms with educators from less effective schools and districts to learn from each other.

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them fed, housed, healthy and safe — make an enormous impact on their ability to learn.

Sometimes these related services, or their lack, become ready explanations for education failure. They should become bridges that reinforce learning in a seamless way, especially for children and families facing poverty, unstable family backgrounds, substance abuse, criminal records, and negative peer associations. Roughly 40 percent of Oregon's youngest children face such risk factors, and are far less likely to arrive in school ready to learn, and less likely to continue on to high school graduation and college. Providing the wraparound support should start early. Family resource managers could act as service brokers, in areas organized around elementary school boundaries.

For school-aged children, the challenge continues to find ways to ensure coordination of social and health services, linked to schools, to ensure the students' continued educational success. We know the need is there, and we have some demonstrated success. For example, Oregon Healthy Kids has partnered with schools across the state to reach out to families to greatly expand health coverage. Programs such as these will challenge us not only to reach across educational silos, but to connect our educational system to larger systems of community supports.

Our plan to meet Oregon's new education goals begins today. The remaining 18 months of this biennium will be the foundation-building period for improving teaching and learning across the education continuum. We have developed a demanding job description for the state's new Chief Education Officer. We have launched a national search to fill that position. And we will ask the legislature to give the Chief Education Officer the authority that leader will need to draw on the resources and capacities of the state's education agencies to organize a newly-integrated state system of education from pre-school to college and careers.

Six months from now, we will launch initiatives to better organize, connect and upgrade a diversity of programs now serving infants and early learners. If the Legislature approves, this will involve transferring duties and responsibilities from existing commissions to the Early Learning Council and the integration of early childhood services. As part of this effort, we will inaugurate the use of kindergarten readiness assessments to better align early learning with the goal of having young children enter kindergarten ready for school.

At the same time, we will start receiving measures of the state's return on investments in early childhood and K-12 from the implementation of a new longitudinal data system. This system will be built out over time to form the backbone of a coordinated information system to guide state investments and support all learners from pre-school to graduate school.

Further, in the 2012-13 school year, we propose to have in place a system of achievement compacts that will engage all educational entities in the state in a coordinated effort to set goals and report results focused on

Comment [t26]: SIDEBAR: Passed by the 2009 Oregon Legislature, the Statewide Children's Wraparound Initiative (SCWI) integrates and streamlines state youth health care and education services to reduce costs and deliver better outcomes. A partnership between the Oregon Department of Human Services, the Oregon Health Authority, the Oregon Department of Education and the Oregon Youth Authority, the SCWI currently is focused on reducing the amount of time a child is in foster care with a multi-system approach to meeting the needs and capitalizing on the strengths of the child and family. SCWI was launched at three demonstration sites in July 2010: Mid-Valley WRAP, serving 180 youth in Linn, Marion, Polk, Tillamook, and Yamhill Counties; Rogue Valley Wraparound Collaborative, serving 100 youth in Jackson and Josephine Counties; and, the Washington County Wraparound Demonstration Project, serving 60 youth in Washington County. Early analysis shows significantly improved outcomes within 90 days of a child receiving services and supports. SCWI hopes eventually to serve all Oregon children in the care and custody of the state's child welfare system.

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common outcomes and measures of progress in all stages of learning and for all groups of learners.

Finally, as we focus on the 2013-15 biennium, we will:

- Work with the Chief Education Officer to reorganize and focus state resources and management systems on the needs and priorities of the P-20 system, streamlining governance and administration, arriving at one entity for the direction and coordination of the university system, creating the option for independent university boards, and freeing up resources to better support teaching and learning;
- Develop budget models that provide sustainable baselines of funding for all educational entities and investment models that encourage innovation and reward success;
- Continue to reach more of our neediest children and prepare them to enter kindergarten ready for school;
- Reach out to disconnected youth with viable initiatives to support them in achieving their education goals and becoming contributing members of our workforce and communities.
- Develop agendas for student success by promoting the expansion of best practices now isolated in islands of excellence across the state, and pursuing promising new ideas to motivate students and engage communities.

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3. Best next steps to student success

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Further, in the 2012-13 school year, we propose to have in place a system of achievement compacts that will engage all educational entities in the state in a coordinated effort to set goals and report results focused on common outcomes and measures of progress in all stages of learning and for all groups of learners.

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- Work with the Chief Education Officer to reorganize and focus state resources and management systems on the needs and priorities of the P-20 system, streamlining governance and administration, arriving at one entity for the direction and coordination of the university system, creating the option for independent university boards, and freeing up resources to better support teaching and learning;
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- Continue to reach more of our neediest children and prepare them to enter kindergarten ready for school;
- Reach out to disconnected youth with viable initiatives to support them in achieving their education goals and becoming contributing members of our workforce and communities.

Phase One

Early Learning

The Early Learning Council's plan to improve Oregon's early childhood system focuses first on these recommendations, many of which are contained in legislation to be considered in the Feburary 2012 session:

Adopt Universal screening practices. To identify and support Oregon's children with high needs, the Early Learning Council recommends streamlining existing processes and assessements into a signle, common screening tool. The ELC would work with the Oregon Health Authority, along with schools, counties and community organizations, to select and implement the tool, for voluntary use at natural touch-points for families.

Improve the quality of child care and preschool. If the Legislature agrees, the Child Care Division will implement a quality improvement system for all early learning and development programs. Oregon's model has five tiered ratings, with strong supports and incentives to encourage programs to improve quality. These ratings will help families making decisions about care and education for their children, and will help direct the state's investments so children in need have access to high quality early learning programs.

Align learning framework from birth through kindergarten. The federal Head Start Child Development Early Learning Framework lays out clear standards and expectations for learning from age 3 to 5. The Early Learning Council proposes to:

- Revise Oregon's existing Birth to Three standards to align with the Head Start framework
- Adopt the Head Start framework for all Head Start and Oregon Pre-K programs, and
- Link early childhood outcomes and learning with the K-12 Common Core State Standards.

Pilot a "Ready for School" assessment. The Early Learning Council plans to pilot a kindergarten readiness assessment in eight to 12 pilot school districts in 2012, with statewide deployment in 2013. This is a key step to evaluate student outcomes and guide investment in early childhood programs that are most effective in increasing children's learning.

Build a strong accountability and investment system. Oregon statute should reflect compliance and alignment with the Federal Head Start Act. This includes re-competition for Oregon Pre-Kindergarten programs in a manner that aligns with new federal processes and expectations for outcomes. Programs will have incentives to improve quality and deliver results for children.

Design a true system of early learning support. Under a new system design, the Early Learning Council will integrate and align services and sets

Comment [t27]: SIDEBAR: (Should follow final bullet of prior section.) Last Year LCC joined Achieving the Dream, a national consortium focused on closing achievement gaps and raising achievement levels for low-income students and students of color using evidence-based interventions that are sustainable and scalable. Lane strives to establish an ongoing campus-wide focus on academic behaviors, with all students and faculty dedicated to the development of study skills. Achieving the Dream was established in 2004 with support from the Lumina Foundation and seven partner organizations. Today it supports 3.5 million students at 160 community colleges in 30 states.

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outcomes, standards, policies, and requirements consistent across all early childhood programs. "Accountability Hubs" will coordinate the delivery of services locally to families. Those "hubs" will be selected through a request for proposal bid process, and could be service providers, newly created partnerships, or existing entities, provided they meet ELC statewide standards. Family resource managers working for the hubs will work with families to ensure they receive the coordinated support they need.

Streamline government agencies and programs for more effective use of taxpayer dollars. The ELC proposes to eliminate the state Commission on Childcare and Commission on Children and Families. The ELC would take on the programs and staff of the state Commission on Children and Families, while leaving up to counties the decisions on whether to maintain their local commissions.

Oregon has submitted a federal Race to the Top – Early Learning Challenge Grant application for $40.6 million. That funding would lend strong support to the strategies outlined above, allowing Oregon to move toward a high-quality, aligned and more effective early childhood system more quickly.

Achievement Compacts

The Oregon Education Investment Board is proposing legislation for the 2012 session to require achievement compacts for receipt of state funding in 2012-13. This would apply to:

- All 197 K-12 districts
- 19 Education Service Districts
- 17 community colleges
- The Oregon University System (which in turn would develop agreements with its seven universities)
- Oregon Health & Science University's health professions and graduate science programs

The achievement compacts would not change the allocation of funding for these institutions in 2012-13 from that set by the Legislature and approved by the Governor.

As discussed above, these achievement compacts would become new partnership agreements with our educational institutions, and living documents that will continue to evolve and improve over time. These achievement compacts will enable us to:

- Foster communication and two-way accountability between the state and its educational institutions in setting and achieving educational goals;
- Establish a mechanism to foster intentionality in budgeting at the local level, whereby local boards would be encouraged to connect their budgets to goals and outcomes; and,
- Provide a basis for comparisons of outcomes and progress within districts and between districts with comparable student populations.

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With achievement compacts in place, we will be better able to spotlight the "islands of excellence" and best practices that have proven to be most effective in our educational institutions and to better diagnose and intervene to overcome obstacles that are impeding progress in others. Educators will be able to use many different strategies, as long as measures of student progress demonstrate strong consistent learning gains.

Federal ESEA Flexibility Waiver

Since October, Oregon has been preparing its application for a waiver from certain provisions of the Elementary and Secondary Education(ESEA)/No Child Left Behind (NCLB) Act. The waiver is not only an opportunity to obtain relief from the rigid Adequate Yearly Progress targets and one-size fits all sanctions that NCLB mandated, but also a fortuitous opportunity to align the state's system of accountability directly to our work on achievement compacts. The NCLB waiver will propose measures that are consistent with (though likely more detailed) than the Achievement Compact and a state system of support and interventions aimed at supporting the goals of the Achievement Compact.

Concurrent with the waiver process, the 2011 Legislature appointed a Joint Task Force on Accountable Schools (House Bill 2289) to examine Oregon's school and district report cards, the state's primary tool to communicate student achievement and other information to students, families and the broader school community. The Governor's office is informing and coordinating with the task force to ensure that the achievement compacts, accountability system and state report cards are consistent, aligned and mutually reinforcing.

K-12 Regulatory Relief

As we proceed to establish achievement compacts in 2012-13, it will be reasonable to provide greater flexibility and relief from unnecessary regulatory burdens for our educational institutions. This is consistent with the "tight-loose" model of oversight in which the state will be tight on defining and securing its educational outcomes but loose in how our educational institutions are expected to achieve those outcomes. Senate Bill 800 (2011) made significant progress in reducing outdated and redundant regulations affecting our K-12 school districts. But more can be done to reduce reporting requirements and to continue to review existing regulations for modification, suspension or repeal.

The Education Enterprise Steering Committee (EESC), comprised of representative school administrators, ESD superintendents, and staff from the Oregon Department of Education and Governor's Office, has taken up this charge. The EESC developed a list of mandates recommended for repeal or amendment, which formed the basis for a bill that is currently being put forward by the House Education Committee.

Superintendent Susan Castillo and the Oregon Department of Education are also reviewing Division 22 reporting and the Continuous Improvement Plan requirements of school districts, with the goal of offering additional, and much anticipated relief. (Federal regulations and the ESEA waiver will impact these discussions.)

These efforts are aligned with the initiation of achievement compacts, so that school districts are given more leeway to focus their efforts on the goals and objectives of those compacts.

Chief Education Officer

On December 7, 2011, the Oregon Education Investment Board formally adopted a job description for the Chief Education Officer, following a public hearing and consultation with a broad spectrum of stakeholders on the characteristics and experience the board should seek in the hire. (See Appendix ## for job description)

Comment [s28]: APPENDIX

A national search is now underway, and we will make our best effort to hire the new Chief Education Officer by April 2012.

Student Longitudinal Data System Development and Application

Effective student data systems will help students meet their individual learning goals and will also help the state meet its goals of investing in greater educational outcomes. Senate Bill 909 specifically charged that we determine the education return on investment throughout our education delivery system. To do so, we will use research tools and methods that have been developed to evaluate and compare education institutions in multiple states. At present, these measures focus on the traditional institutional sectors (e.g. preschool programs, K-12 districts, community colleges and universities). Using these national tools will allow the OEIB to compare student outcomes and system productivity across programs within Oregon and with similar institutions in other states. The Legislature allocated funding for data systems; we will use a portion of that budget to produce the first education return-on-investment reports by the July 1, 2012 deadline set in Senate Bill 909.

As the student longitudinal data system matures with student outcome data spanning multiple learning stages, there will be opportunities for long term evaluation of the broader system's effectiveness. This will help the state identify patterns of success, detours to avoid, and critical gaps that need to be filled.

To build effective systems that provide constructive input and feedback, educators and technology professionals need to agree on the information that should be collected, shared, compared and evaluated. In addition to the OAKS examinations that are required for NCLB compliance, more than 100 different student assessment tools are used in K-12 schools in Oregon today. Use of student evaluation tools is essential to provide effective

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instruction, but overuse or uncoordinated use takes time away from instruction and learning. The lack of coordination also makes systematic collection and evaluation difficult, inhibits program continuity for students who change classrooms or schools, and increases costs for professional development. Future systems development needs to garner input from educators at each level to develop consensus and prioritize the data system expansion and continuing support needs.

Comment [s29]: APPENDIX: Margie memo that specifically articulates what work has been completed, is underway, not yet started. She also identified where additional resource will need to be garnered before work can move forward. (Per Yvonne's suggestion)

2012 Legislation

Senate Bill 909 enumerates six policy areas that the Oregon Education Investment Board may address in legislative proposals for the 2012 session. The Governor's Office is filing two bills that address all of these key policy areas.

Bill One: *Initiated by the Oregon Education Investment Board*

Creating an integrated public education system,

I. Institutes achievement compacts as requirement for receipt of state funding (SB909, Section 6(2)a)
II. Establishes that six education executives will serve under the direction and control of the Chief Education Officer for the purpose of organizing the state's public education system:

- Commissioner for Community Colleges and Workforce Development;
- Chancellor of the Oregon University System;
- Executive Director of the Oregon Student Assistance Commission;
- Early Childhood System Director;
- Deputy Superintendent of Public Instruction (upon appointment per Senate Bill 552);
- Executive Director of the Higher Education Coordinating Commission (upon appointment per Senate Bill 242).

(SB909, Section 6(2)e)

Bill Two: *Initiated by the Early Learning Council*

Coordinating, streamlining and improving early childhood service

I. Streamlines the administration of state programs related to youth and children:
    - Eliminates Oregon Commission on Children and Families, and the statutory requirements related to county Commissions on Children and Families (county commissions may continue under their own county board's direction). Transfers programs and funding for the OCCF to the Early Learning Council.

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- Establishes a Youth Development Council under the OEIB, replacing and consolidating functions of the Juvenile Crime Prevention and Juvenile Justice advisory committees.
- Eliminates the Commission for Child Care, assigning its responsibilities and half-time staffing to the Early Learning Council.
- Grants the Early Learning Council responsibility for policy direction, planning and alignment of several programs toward a common outcome, children's readiness for school. The ELC does not become a state agency and does not assume budget authority for those program within other departments.

II. Directs the Early Learning Council to oversee an RFP process to establish accountability hubs as administrative agents coordinating early learning services across Oregon.

III. Directs the Child Care Division of the Employment Department to implement a "Tiered Quality Rating and Improvement System" for child care providers, by January 2013.

IV. Directs the Early Learning Council and the Department of Education to take steps necessary to implement a kindergarten readiness assessment in public schools by November 2013, with earlier pilot programs.

Phase Two

Streamlining and Consolidation of Governance Functions

The Oregon Education Investment Board will develop legislation for the 2013 session to complete the organization of the state's integrated education system, to consolidate boards and commission and streamline management, and ultimately, to free up resources to better support teaching and learning.

Form must follow function. The board will identify the appropriate roles of the state in the system – largely those of investment, direction and coordination, and support. The board will then determine the top executive and management positions needed to staff the system and the boards and commissions that will provide optimal oversight of the system. In this endeavor, the board will create a work group of its members and other appointees, including legislators, to work with the Chief Education Officer.

That work group shall be guided by the following principles and goals:

- Focus on the functions needed
- Streamline and consolidate governance and management to improve decision-making and maximize resources
- Commit to a flat organizational structure that meets the needs of the system and promotes student success

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- Emphasize the independence of local boards, their role in the integrated education system and their importance as partners in achievement compacts
- Arrive at one entity for the direction and coordination of the university system
- Work within existing resources and free up resources to support teaching and learning

With the creation of the OEIB and SB 242's creation of the Higher Education Coordinating Commission starting in July 2012, Oregon increased the number of education-related boards and commissions and executive leadership positions without identifying reductions elsewhere. The OEIB will identify consolidations in the education governance structure that can reduce the number of boards and executive directors to no more than the number in existence in 2010 and, preferably, to a lesser number.

In particular, the Governor has called on the following boards and commissions, and their chief executives, to collaborate with the Chief Education Officer to align and integrate their post-secondary governance functions:

- The State Board of Higher Education and the Chancellor
- The State Board of Education, the Workforce Investment Board, the Superintendent of Public Instruction and the Commissioner of Community Colleges and Workforce Development; and
- The Oregon Student Access Commission and its Executive Director.

Those boards, commissions and executives will also work with the Higher Education Coordinating Commission to arrive at a recommendation for a single entity to carry out those functions.

The Oregon Education Investment Board and Chief Education Officer will report regularly to the appropriate legislative committees, and will propose legislation by December, 2012, to carry out the necessary statutory changes in executive positions and boards.

Institutional Boards at Universities

Governor Kitzhaber intends to develop an option by which universities could establish independent boards with clearly demarcated powers for proposal to the 2013 legislation session. The Chief Education Officer shall work with representatives of the OEIB and the Oregon State Board of Higher Education to develop recommendations for terms, conditions and authorities for independent boards for one or more OUS universities, beginning in the 2013-14 fiscal year. The Chief Education Officer will consult with the administration, faculty, staff, students and supporters of each university with an interest in an independent board, and will deliver recommendations to the Governor by September 15, 2012. The manner by

which institutional boards and universities will meet statewide objectives, such as the 40/40/20 goal, will be addressed in the Chief Education Officer's recommendations.

Outcomes-based budgeting for 2013-15

The Oregon Education Investment Team, created by executive order and convened from February to September 2011, provided a framework for advancing outcomes-based budgeting in its August report. As the Oregon Education Investment Board looks forward to the budget process for 2013-15, the board will define outcomes and guide the budget development process for our education continuum in the context of a ten-year planning horizon.

In this work, the Governor and the board will propose to establish a sustainable baseline of funding for the state's educational institutions going forward, with additional resources to achieve the best possible outcomes across the education continuum. In the latter category, it will be important to find ways to incentivize the identification and adoption of best practices and to direct investments to initiatives with the highest returns.

Early Childhood System Implementation

Much of the early childhood system work proposed in Phase One above continues through 2012, as the Early Learning Council works to align Oregon's early childhood programs toward common standards and expected outcomes. Two additional 2012 priorities for developing the system are called out in the ELC's report:

Engage and support parents. Parents are a child's first teacher. The state intends to empower and support families to make choices about programs and services that will best help their children be ready for school. The Early Learning Council plans to focus on providing resources and coordinating efforts for parent education and resources, and to work with the Oregon Community Foundation, the Ford Family Foundation and other community partners to increase access to parent education resources.

Support special needs children. The Early Learning Council should engage in a joint planning process with the State Interagency Coordinating Council on Early Intervention/Early Childhood Special Education to consider the unique complexities of these services and make recommendations to the OEIB and legislature related to these services.

An Agenda for Excellence

Throughout this report, we have noted "islands of excellence" within our current education system – areas where Oregon students are achieving and

meeting our hoped-for outcomes, thanks to new approaches to education and the dedication and innovation of their educators. We believe that these examples can serve as inspiration and models for replication as we work to create a culture of excellence across our system.

We will also need to pilot new approaches, and look for additional opportunities to reach our 40/40/20 goal. The following are several new programs and initiatives we consider such opportunities – some of which are in their infancy, and some not yet in place in Oregon. While they do not yet have sustained records of success, they promise to raise student academic growth and achievement.

The Eastern Promise – A collaboration between the InterMountain Education Service District, Eastern Oregon University, Blue Mountain and Treasure Valley community colleges, and 20 area public school districts, The Eastern Promise creates opportunities for students to participate in college-level courses and earn college credits while in high school. The goal is to increase the number of students who are prepared for and attend college directly from high school. Current pathways to college education in high school include Advanced Placement testing, dual credit programs and dual enrollment programs. Starting in the spring of 2012, the Eastern Promise will offer students an alternative pathway in which they demonstrate skill and content proficiency based on curriculums and assessments designed jointly by high school and college educators.

The Promise of Affordable College – The Oregon Opportunity Grant's shared responsibility model, developed in 2005, was designed to establish the promise of affordability for all Oregon residents enrolled in Oregon colleges. The model defines affordability based on cost of attendance (tuition, fees, books and living expenses) and a student's personal and household income and resources. Students are expected to pay "first dollars" toward their educations, but the state commits to achieving affordability for students by covering the "last dollars" needed after student and family contributions and federal financial aid and tax credits. Borrowing in four-year institutions was set at an affordability level not to exceed approximately $3,000 per year. State funding for the Oregon Opportunity Grant program tripled after adoption of the shared responsibility model. It is now at $100 million for the 2011-13 biennium. But this approximates only a third or so of the funding needed to fully implement its affordability promise. Proposals have been discussed to increase funding for the program by targeting students who go straight from high school to college and implementing the affordability promise for these students for the first two years of college.

CLASS – The Chalkboard Project's Creative Leadership Achieves Student Success (CLASS) is an innovative education initiative designed to empower teachers and raise student achievement. It is built around four components linked to effective teaching: expanded career paths, effective performance evaluations, relevant professional development, and new compensation models. CLASS is "tight" in requiring that programs contain all four components and increase student achievement, but "loose" in empowering

educators at the local level to design programs that utilize local resources and address local needs. Since 2006, the initial CLASS districts of Tillamook, Sherwood and Forest Grove have out-performed state averages and comparison districts significantly in terms of gains in math, science, reading and writing scores, reductions in high school drop-out rates, and increases in four-year cohort graduation rates. Nearly 130,000 students and 7,000 teachers in 17 Oregon school districts have participated in the CLASS project, and additional districts are inquiring about it.

Oregon STEM Education Partnership -- This new partnership's goal is to increase students' readiness for college and career success in the fields of science, technology, engineering and mathematics. To achieve this, the partnership will establish common measures for student achievement, teacher effectiveness and program performance, and engage teacher leaders in designing, developing, implementing and assessing professional development opportunities.

Western Governors University – Western Governors University is an online university driven by a mission to expand access to higher education through online, competency-based degree programs. It provides a means for individuals to learn independent of time and place and earn degrees and credentials credible to both academic institutions and employers. With credit for proficiency, WGU students earn four-year degrees in 30 months. WGU, a non-profit organization, was founded by the governors of 19 U.S. states, including Oregon, and is supported by more than 20 major corporations and foundations. Today it is a national university serving almost 29,000 students from all 50 states. WGU has established state-based programs in Indiana, Texas and Washington and is interested in doing the same in Oregon.

School District Collaboration Grant Program – This program was born out of Senate Bill 252 in June 2011 and seeded with $5 million. It will provide funding to school districts to improve student achievement through the voluntary collaboration of teachers and administrators to design and implement new approaches to teacher leadership, evaluation, professional development and compensation. This builds on evidence of success in many districts, including the Chalkboard CLASS project participants.

Toward a truly successful education system – and the promise it offers

As we continue on the journey toward our 40/40/20 goals, we must realize that 2025 is not that far away – a scant 13 years, or roughly the time it takes for a kindergarten student to achieve a high school diploma.

To reach that goal we must cultivate new ways of thinking about our educational resources, and a new partnership connecting state investments and local education delivery. We must think of the entire education pathway, from preschool through to college and careers. That pathway then becomes the architecture to which districts, campuses, special programs,

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state policy, teacher organizations, non-profit partners, business interests and other resources commit and adapt.

This report discusses governance, outcomes, data systems and structures. Those are critical means, but not the end. We must ensure that all of our efforts are informed by our overriding commitment to the learning process, from early childhood through college and career.

Our hope is that this new direction for Oregon offers to the student, a promise; to the educator, an invitation to lead; to the taxpayers, a return on investment; and to legislators, employers, community leaders and educational organizations, a new partnership.

Together, our students' success will also be our success.

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[1] High school, associate's degree, and bachelor's degree attainment rates are draft results from a partially calibrated model using data from PUMS, Oregon Department of Education, and the National Student Clearinghouse. High school includes GED, AHS, and those who are accepted into a college degree program without a high school diploma. Depending on the method used, on-time graduation rates in 2009 fell between 66 and 75 percent. And yet, self-reported Census figures suggest that 90 percent of working-age adults eventually earn a diploma or the equivalent.
Associate's degrees account for 9 percent of the 18 percent with an associate's degree or certificate. Reliable postsecondary certificate attainment rates are not available. Community colleges report that they are awarding about 5,000 certificates per year, but some of those go to learners who have associate's or bachelor's degrees, and some people earn more than one certificate. Based on data from the 2008 Oregon Population Survey, we estimate that 62 percent of certificates go to people without an associate's or bachelor's degree, and that 9 percent of young working-age adults have a certificate as their highest level of attainment. We were not able to estimate the number of certificates or credentials issued by institutions other than community colleges, so 18 percent with an associate's degree or certificate is probably a conservative estimate.

[2] U.S. Dept of Education, National Center for Education Statistics, Common Core of Data, 2008.

[3] http://completionagenda.collegeboard.org/state-performance/state/oregon

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