3. Best next steps to student success

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. These will involve the transfers of 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 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 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;
- 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.

Phase One

Early Childhood Services

The next step in developing a seamless system is advancing the organization of our early childhood system. Decades of research widely confirm that some of the best returns on investment at any level of learning come early. Less than 9 percent of all public investments in education focus on the early years, when young brains are in early critical development and readiness to learn is optimal.[i]

Oregon does have a system, of sorts, directed at early childhood learning and development, but it is hardly a coherent strategy. Almost $400 million is spent every year, but little if any tracking of results follows. The system is neither integrated nor accountable, and the state 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 significantly enhanced accountability system will focus the system on kindergarten readiness and first-grade reading.

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 Sciences 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;

Comment [t1]: 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.

Comment [SCA2]: EARLY LEARNING Needs update

Comment [t3]: 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.

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- 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.

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.

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The Education Enterprise Steering Committee (EESC), comprised of representative school administrators, ESD superintendents, and staff from the Oregon Department of Education staff 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, extensive consultation with stakeholders and a survey that solicited input from the public and educators on the characteristics the board should seek in the hire. (The Job Description is in Appendix ##)

Comment [s4]: APPENDIX

A national search is now underway, and we will make our best effort to fill the position 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 systems' 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

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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 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 [s5]: 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: 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:

- Commissioner for Community College Services and Workforce Development;
- Chancellor of the Oregon University System;
- Executive Director of the Oregon Student Assistance Commission;
- Early Childhood System Director;
- Executive Officer of the Higher Education Coordination Commission;
- 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: Early childhood learning

Comment [s6]: EARLY LEARNING Needs update

I. Element of their legislation
II. Element of their legislation
III. Element of their legislation

Phase Two

Streamlining and Consolidation of Governance Functions

The Oregon Education Investment Board will develop legislation for the 2013 session to complete the organizations of the state's integrated education system, to consolidate

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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
- Recognize the independence of local boards and their role in the integrated education system
- 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 and the Workforce Investment Board 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

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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 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

Comment [SCA7]: EARLY LEARNING: possible update

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 records of success, they promise to raise student academic growth and achievement.

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

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leaders in designing, developing, implementing and assessing professional development opportunities.

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.

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.

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.

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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.

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, 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.

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

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