SB 909 Work Group

Oct. 10, 2011
Conference Room 1B
800 NE Oregon Street, Portland 97232

Work Group Members Present
Gov. John Kitzhaber; Nancy Golden, Chair Designee; Richard Alexander; Julia Brim Edwards; Yvonne Curtis; Matt Donegan; Samuel Henry; Nicole Maher; Mark Mulvihill; David Rives; Ron Saxton; Mary Spilde; Kay Toran; Hanna Vaandering

Advisors Present
George Pernsteiner, Chancellor, OUS; Susan Castillo, Supt of Public Instruction; Camille Preus, Commissioner of Community Colleges

Members/Advisors Excused
Josette Green, Director, Oregon Student Assistance Commission

Staff/Other Participants

Tim Nesbitt	Mgr, Education Investment Project	Sarah Ames	Communications, Ed Inv. Proj.
Ben Cannon	Gov's Education Policy Analyst	Jan McComb	Interim Work Group Admin.
Margie Lowe	Policy Ad., Education Investment Proj.	Cheryl Yehling	Exec. Support, Ed Inv. Proj
		Whitney Grubbs	Gov's Education Policy

Convening/Organizational Matters
The Governor convened the SB 909 Work Group at 1:05 pm and welcomed members and visitors. The nominees will not be meeting as a board until they are confirmed, but work needs to begin given the timelines in SB 909 for reports and legislation. The work teams have started their work.

He observed that education has not gotten any easier this year; while there may be opportunity for one-time federal money, education is underfunded at all levels. In the short term, we have to do better with the resources we have. The stage has been set with SB 909 and the 40-40-20 Goal. We will be meeting with the Secretary of Education on Wednesday this week regarding the state's waiver request and the direction the state is headed.

The Governor noted that the work of Ron Saxton's work team on outcomes-based investment strategies is very closely linked to the formulation of the state's No Child Left Behind waiver application. He stated that he would like the group to move forward with a plan that would enable the state to put in place achievement compacts for all education institutions by 2012-13. That will align with the NCLB waiver timelines and with the intent of SB 909.

The Governor reviewed the agenda. The work group will hear from postsecondary education about outcomes. K-12 outcomes will be discussed at the next meeting. The Early Learning Council will report at the November 10 meeting on their grant progress. He stated that we were at an amazing point in time—an intersection of policy and politics—that may enable us to make significant progress.

Nesbitt distributed the proposed initial goals and objectives for the Oregon Education Investment Board.

Nesbitt recapped the charge and deliverables as directed by SB 909:
- Ensure early childhood, K-12, and postsecondary education are streamlined and connected.
- Recommend strategic investments in order to ensure that the public education budget is integrated and targeted to achieve state education outcomes.

- Provide an integrated, statewide, student-based data system that monitors expenditures and outcomes to determine the return on statewide education investments. Mulvihill is heading up a work team on this topic.
- Appoint a Chief Education Officer. Brim-Edwards is heading up a work team on this.
- Report to the Legislature by Dec. 15, 2011 on possible 2012 legislative proposals. The report may include the following:
    - The merging, redesigning, or improving the coordination of early childhood services and aligning early childhood services with child-centered outcomes;
    - Implementing early childhood systems and services that meet early learning goals;
    - Merging duties of the State Board of Education, the State Board of Higher Education and the State Commission on Children and Families with the OEIB by June 30, 2012;
    - Requiring the Commissioner for Community College Services, the Chancellor of the Oregon University System, and the executive director of the Oregon Student Assistance Commission to function under the direction and control of the Chief Education Officer of the OEIB by June 30, 2012.
    - Consolidating, aligning, and coordinating governance, programs, and funding for youth development and training, including the Oregon Youth Investment Foundation, juvenile crime prevention programs and services, the Oregon Youth Conservation Corps, and the Youth Standing Committee of the Oregon Workforce Investment Board.

The budget outcomes work team and the data base work team will meet for the first time following this meeting. Josette Green will present on the ASPIRE program at a future meeting.

MINUTES ADOPTION

MOTION: The Governor moved adoption of the SB 909 Work Group minutes for the meeting of Sept. 30, 2011.
VOTE: Hearing no objection, the motion passed unanimously.

Updates and Work Team Reports

No Child Left Behind Waiver
Ben Cannon, Governor's Education Policy Advisor

Cannon updated the work group members on the efforts of Oregon to secure a waiver from the federal Elementary and Secondary Education Act (aka No Child Left Behind act). Oregon must tell the US Dept. of Education this week whether the state will seek a waiver. They are looking to preliminarily submit the waiver application in December to get feedback on the proposal for the official February submission. He has been meeting with education leaders to establish a vision for Oregon's accountability system. Other work groups will begin meeting next week. Concerning the intersection of the OEIB and the federal waiver, the overlapping issues are identifying what outcomes are desired, how to measure the outcomes, and how the state will intervene if outcomes are not achieved. There's considerable overlap and intersection. We should look for opportunities to bring the two efforts together. The waiver is an opportunity to talk about the long-term view of K-12 education, and will enable us to talk about achievement compacts. We are looking at more flexibility for high performing districts. The feedback from districts is that they want more support for high quality teaching and learning, so we are looking at that. The question is how the state can assure high quality in every district. The meeting with Sec. Duncan will enable us to showcase the direction Oregon is headed.

Discussion:
- What districts mean by "support." Small districts, especially, are asking for support. How can the state support districts and align education with the workforce needed?
- Whether central offices in districts also drive requirements on teachers that hamper flexibility.
- The desire to make decisions locally, but have better access to best practices.

Chief Education Officer Selection Process
Julia Brim-Edwards, Chair
(Members: Hanna Vaandering, Kay Toran, Lynne Saxton, John Minahan; Staff: Nesbitt, Cannon)

Brim-Edwards stated that her team planned to meet in the next few weeks; they have an aggressive timeline for recruitment. They hope to have someone by March 2012. Once the board is confirmed, she will return with a position description for feedback and then regularly check in with the full board. One of the issues they will be considering is whether to use an internal or external resource for recruitment.

Outcomes-Based Investment Strategies Work Team
Ron Saxton, Chair
(Members: David Rives; Duncan Wyse, Oregon Business Council; Sue Hildick, Chalkboard Project; Sandy Husk, Salem-Keizer School District; Roger Bassett, Office of the Governor; David Yaden, State Board of Higher Education; Staff: Ben Cannon, Tim Nesbitt; Resource persons: Ed Dennis, Camille Preus, John Tapogna.)

Saxton stated that the work team will meet following adjournment of the work group. The mechanism the team is looking at is the use of an "achievement compact." The team will discuss what those will look like. Also discussed will be the desired key outcomes, how this approach will evolve over time, and how will it connect to budgets immediately and over the longer term.

Database Project
Mark Mulvihill, Chair
(Members: Yvonne Curtis, Nichole Maher; Staff: Margie Lowe; Krissa Caldwell, CCWD; Bob Kieran, OUS)

Mulvihill stated that the team is getting its bearings on the task before it. Everyone has a different definition of "data system," so first, we need a shared set of definitions. There's been a lot of work on this over many years. The team plans to build on the ALDER grant. We are now in the second year of a four-year grant. The intent of ALDER is to build a 0-20 data system. There's been quite a bit of work on the K-12 side; OUS has also begun data tracking. The state already has some information regarding incoming freshmen. We still need to connect with community colleges and the workforce. Among the issues the team will address:

- What are the expected outcomes/funding streams for this biennium? Next biennium?
- What will be included in the December report?
- How will the team vet its proposals?

Testimony: Outcomes and Measures of Progress for Post-Secondary Education
Camille Preus, Commissioner, Dept. of Community Colleges and Workforce Development
Connie Green, President, Tillamook Bay Community College
George Pernsteiner, Chancellor, Oregon University System

Commissioner Preus reviewed the Student Persistence and Completion Initiative. For two decades, the state has had benchmarks and strategic plans. Agencies use those benchmarks to track how they are achieving the larger societal goals. Community Colleges and Workforce Development had been reporting a single number for all 17 community colleges on various data points. In 2007, the Legislature requested more detail. A budget note was added to the CCWD budget to disaggregate data for each college, then analyze who is doing a good job and share those practices with the other colleges.

As background, remember each community college started and evolved within the context of its own community, with different focuses. State staff first wanted to know how the college was doing in its own community, and not compare the colleges. Also, the existing data points did not really tell the whole story. This work produced the *Measure What You Treasure* report. What matters is how many people start at a community college and how many fail to return. They focused on why students did not return. There are a number of places students can wander off the education path.

The age of the average community college student is 36; most are part-time, and some take as few as three credits. A group of faculty and students identified the major transition points where many students are lost:

- Pre-college Courses to College Level: Students not yet ready for collegiate work and remediation courses cause them to lose hope (about 20% not ready).
- First-Term to First-Year Completion: Many drop out the first year.
- Transition from Community College: Many fail to successfully transition from community college to a four-year university.
- Certificate or Degree Completion: While about 60,000 students have more than 90 college credits, they lack a certificate or degree. Many are very close to getting that certificate or degree. They are looking to focus on helping those students.

Washington State developed "tipping points" for students: what tips them over from leaving school to staying in school. CCWD is calling them "milestones and momentum points." She highlighted a few of these:

- Percentage of Oregon high school graduates who enroll at Oregon community colleges within 2 years of high school graduation.
- Percent of Oregon high school graduates enrolled at Oregon community colleges and earn 30 or more credits within 2 years of high school graduation.
- Completing two college-level or post-secondary remedial courses

Many students who start in remedial courses never emerge to take college-level classes. If students have to take more than two remedial courses, persistence in school drops dramatically. They get discouraged. Math is a problem. Many stop taking math in high school in their junior year; then they are tested at the community college and they fail because they have forgotten it. We need to change our system.

Another tipping point is successfully earning 15 college credits. It's not just the volume of credits, but how fast students earn them. The middle 40 (40-40-20 Goal) include nurses and trades journeymen; the number has increased but the number needs to be much higher—we need to quadruple the current rate to meet the 40-40-20 Goal.

We also track students transferring to OUS. The number is going up. Community colleges and OUS have invested a lot of time and resources in alignment work, so students do not lose credits when transferring. A student with junior standing is leaving with what they need for junior standing at OUS.

President Connie Green stated that many students enter community colleges for specific skills, not certificates or degrees. Many subpopulations have limited skills—such as English—upon enrollment. Most are working; most have children. Financial grants make a big difference for students of color, but we lack those resources. Many high school students who earned a 3.0 GPA still need remediation. Many high schools don't teach reading; they assume students can read, but many students do not read at a high enough level. Students need to take 2-3 dual credit courses; it teaches students the knowledge and skills to be ready for postsecondary education. Community colleges have become more focused and intentional on making students successful. We need to help students be persistent and motivated.

Discussion:

- Why students have so many credits but not a degree? Some get employed before degree completion; life gets in the way; they run out of money; they transfer to university and drop out there.
- How many now earn a degree or certificate? Less than 20% (goal of 40%).
- How Oregon compares with other states (average). Some states focus on high school students earning credit prior to enrollment; best state is 57% of students.
- Financial aid not set up for part-time students.
- How many community college students are prepared for university work? Transfer students have about the same success rate or better, as those that start at OUS.
- Students that are in dual credit or other accelerated options tend to do better.
- What data should be added to a state longitudinal system?
- Many students do not have a goal of a certificate—they aren't counted among the 40-40-20 Goal. Would like to include the number of students who meet their own individual goals.
- Effect of poverty on students. Don't have the same kind of job aspirations as other students; may not plan to go to a university. In what kinds of ways can we develop policies to address some of those needs?
- Native American achievement gap; some community colleges do better than others. Need to identify successful strategies and promising practices to assist those populations.
- Oregon is part of a national conversation to increase number of community college graduates.
- Access is the goal of community colleges; must be careful when moving toward creating more graduates that we don't stop serving that group.
- Must maintain quality in effort to increase completion rates.
- The Lumina Project's Degree Qualifications Profile is looking to define what a student needs to know.
- Whether community colleges assess incoming students (yes; placement test). More community colleges are prohibiting students from taking courses for which they do not test high enough in an effort to prevent disappointment.
- Whether to target funding to support leverage points.

Chancellor George Pernsteiner stated that with community college students, policy makers tend to focus on transfer students (those planning to transfer to a four-year university) and Career-Technical Education students; they don't think about all the other types of students and most of the metrics focus on those two types of students. Increasingly, OUS receives community college students. That was a deliberate policy decision of the state—to make it easier to transfer to OUS and 4-year degree programs. The community colleges and OUS have created one- and two-year transfer modules and have advising systems that interlock the systems.

Pernsteiner referred to the OUS 2011 Performance Report. Pernsteiner noted that university enrollment at an all time high. The Oregon University System is doing better on every measure except one: the student-faculty ratio is going in the wrong direction. These topics—diversity, student retention, graduation rates, number of degrees awarded, sponsored research—are what universities traditionally talk about. These are the areas in which universities rate themselves. The performance measures tracked are access and participation; student progress and completion; academic quality and student success; educated citizenry and workforce development; knowledge creation and resources; institutional mission. OUS has done this tracking to improve system performance. These measures help system management. But the state doesn't necessarily share the same goals. Last year, OUS had the opportunity to focus more on outcomes for the state. What does the state care about? The state cares about degrees awarded; degrees awarded to meet workforce needs; degrees awarded by socio-demographic, income, and geographic characteristics; affordability for Oregon students; research expenditures; employment of graduates in Oregon; and satisfaction of Oregon employers with graduates.

How much can Oregon students afford in tuition? How do we not price students out of college? The State Board of Higher Education decided that institutions would provide grant aid to supplement other financial aid.

Another important metric is whether our graduates find jobs and whether they are in Oregon. Also important is whether Oregon employers are satisfied with the graduates. OUS is attempting to measure quality. OUS also considers research activities—our faculty rate very high in getting research dollars. Another important measure is efficiency—we have to be able to show we are as efficient as the average state in the country. Are we paying more than the national average to earn a degree? Currently, Oregon is among the lowest spending and most efficient. The research enterprise brings in $400 million dollars/year. Much of that money could be used to improve the state economy.

The universities have a public service function, as well. We have connections in every county, through extension services, to meet the practical needs of communities.

How should we think differently about education in the context of SB 909? If a high school student comes to OUS with 28 college credits or more, that student is nearly guaranteed a bachelor's degree. That's a good predictor. We could focus on the momentum points and on the 11th and 12th grade—if the student is on track to graduate and earning college credit early. While we need to look at the kinds of outcomes we've identified as desirable—degrees, filling shortage areas—we also need to look at success at the connection points between the high schools, community colleges, and OUS. It is no accident that Oregon has received four grants to map high school standards and associate and bachelor levels. We have done a lot of work at the state level. We have asked chief academic officers at each university for a plan to meet the 40-40-20 Goal: working with community colleges, high schools, and private colleges and how much that will cost. We will examine fundamental questions, such as whether there anything magic about 180 college credits? Most care about proficiency.

Discussion:

- Proficiency standards for higher education. USDOE support of the Carnegie unit, rather than proficiency.
- Whether to ask for a federal waiver regarding Carnegie unit requirements.
- Whether OUS tracks graduates' employment and whether they are working in their field (degrees too broad to identify "field"). Now focusing on whether they are employed, and employed in Oregon.
- Whether students from out-of-state are more successful in OUS (about the same).
- Whether OUS accepts students based on proficiency (as opposed to credits). Some students have been admitted; not many.
- Should we measure the research function of universities within OEIB or should that be considered an economic development goal. The way the state invests in research (faculty time, grants) makes it difficult to measure investment.

Next Meetings

Tim Nesbitt, Education Investment Team Project Manager

Nesbitt reviewed the plans for the next (and final) meetings of the SB 909 Work Group on Oct. 26 and Nov. 10. They would both take place in Salem. On Oct 26, the Confederation of School Administrators (COSA) and the Oregon School Boards Association (OSBA) will present. On Nov 10, the Chalkboard Project and the Oregon Education Association will present.

Nesbitt noted that two work teams would be meeting following adjournment: The Outcomes-Based Investment Strategies Work Team will meet from 3:00-5:00 PM in this room and the Database Work Team will meet from 3:00-4:00 in the adjacent meting room.

The Governor adjourned the meeting at 3:00 PM.