QUALITY EDUCATION MODEL

Identifying Best Practices and Calculating the Cost of a Quality Education

August 2024

Quality Education Commission

Quality Education Commission

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Quality Education Commission

JOHN REXFORD, CHAIR

Superintendent, High Desert Education Service District, Retired

John Rexford served as Superintendent for the High Desert Education Service District from 2012 to 2017. He previously worked with Bend-La Pine Schools for 23 years, most recently as Deputy Superintendent. After a 32-year career in school business and education administration, John's focus now is leadership coaching and support. He completed a BS in business at Oregon State University and earned an MBA from Portland State University. His Educational Administration credentials were earned at the University of Oregon. In addition to serving as Chair of the Oregon Quality Education Commission, John is Vice Chair of the MidOregon Credit Union Board of Directors and serves as Trustee Emeritus on the PACE school risk pool.

LAURIE DANZUKA

Native American Success Coordinator, High Desert Education Service District

Laurie started her education journey 24 years ago as a Head Start parent to serve as a voice for my own children. In her role at High Desert ESD, she focused on Tribal History/Shared History implementation through professional development, classroom presentations (K-12), youth leadership and support, and career/college readiness for Native American/Indigenous families. Laurie served as a Board Director for 15 years for Jefferson County School District 509J and currently represents the Central Region on the state school board. Laurie is an enrolled tribal member of Confederated Tribes of Warm Springs. She has a passion for bridging communities and creating a mutual understanding between different cultures or ways of life.

MONICA COX (COMMISSIONER THROUGH JUNE 14, 2024)

Independent Consultant

Monica Cox (she/her) is a public policy and program development researcher, evaluator, and data strategist who works with community members, practitioners, and policymakers to develop and improve equitable and inclusive education, workforce, and public health systems. She honed her skills and expertise while on staff at Chalkboard Project, Stand for Children Oregon, Education Northwest, Washtenaw Community College, the Institute for Community Inclusion at UMass Boston, and Harvard Business School. Monica was a first-generation college student and earned degrees from the University of California at Davis and the University of Michigan. She previously served on the Oregon Council on Developmental Disabilities.

DANA HEPPER

Director of Policy & Advocacy, Children's Institute

Dana Hepper works for the Children's Institute where she has been the Director of Policy & Program since 2013. She previously worked for nine years at Stand for Children, where her most recent position was as National Director of Policy Development. Before that, she was Stand's Advocacy Director and played a leading role in winning several key pieces of legislation to improve Oregon schools. Dana started her career as a pre-K and elementary school teacher. She graduated from Barnard College with a BA in Political Science and a minor in Elementary Education.

TRICIA MOONEY

Superintendent, Hermiston School District

Dr. Tricia Mooney has been the superintendent of Hermiston School District since 2017, overseeing Eastern Oregon's largest school district. With 29 years of experience in education, including roles as a teacher, principal, and assistant

superintendent, she is profoundly dedicated to student success. Dr. Mooney holds a bachelor's degree in Elementary Education, a master's degree in educational leadership, and an Ed.D. in Educational Leadership. Actively involved in the community, she serves on statewide commissions and local organizations supporting students and teachers.

CAMILLE PREUS

Executive Director, Oregon Community College Association, Retired

Dr. Camille (Cam) Preus, retired after a 30+ year career in community college and workforce policy. Cam is currently a leadership coach for student success for several community colleges in the NW. Cam was the Executive Director of the Oregon Community College Association 2018-2021 and served as President of Blue Mountain Community College (BMCC) from 2013 to 2018. Prior to Blue Mountain, Cam served for 20 years as a statewide administrator for community colleges and workforce development. Cam earned her bachelor's degree in Biology, master's in business administration and an EdD in Community College Leadership.

REED SCOTT-SCHWALBACH

President, Oregon Education Association

Reed Scott-Schwalbach is a Spanish teacher from Centennial High School in East Multnomah County, where prior to her election to OEA office in 2017 she established the programs for AP Spanish and Spanish for Heritage Speakers and taught Community College dual credit. Her work at OEA has included organizing for the passage of the Student Success Act, SB 283 and advocacy around educator recruitment and retention with paid apprenticeships, mentor programs and developing educator leaders. She grew up in small rural communities in Alaska and the Commonwealth of the Northern Marianas and holds a master's degree in Spanish from Portland State University and her teaching license and bachelor's degree in Spanish from Pacific University.

WHITNEY SWANDER

Independent Consultant

Whitney Swander works as an independent consultant, strategist, and evaluator based in Central Oregon. Over the last twelve years, she has worked in roles spanning local government and public education to regional and statewide nonprofits, including the Foundations for a Better Oregon, Better Together Central Oregon, High Desert Education Service District, Latino Community Association, and the Baltimore Mayor's Office. She is recognized for her work bridging the preK-12 system, higher education, community, and business and industry sectors to collaboratively develop shared priorities and solutions. Whitney holds a Master's Degree in Public Policy with a concentration in Evaluation and Analytic Methods from the University of Maryland, where she was a Shriver Peaceworker Fellow.

ANDREA TOWNSEND

School Improvement Coordinator

Andrea was born and raised in Santiago, Chile, and began learning English in college while studying education. After college, she moved to the United States and has worked in education at many levels serving as a teacher assistant in alternative education, an ELD teacher in middle and high school, a district ELL/Migrant Education Program Coordinator, and a Director of Teaching and Learning before her current role at the SOESD. She has also served on many regional and state work groups and committees, including the COSA Equity Board. Andrea is committed to working with education systems to support staff in their efforts for continuous improvement; especially for student focal groups which have traditionally been underserved.

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Preface

This 2024 report is the 14th biennial report since the first Oregon Quality Education Model (QEM) report was released in 1999. It describes the latest version of the model, and it also describes the QEM's structure and parameters. For the first time since the report's inception, the workbook used to develop the Current Service Level (CSL) and Full QEM projections for the 2025-27 biennium is published with the report. The Quality Education Commission (QEC) expects this to increase transparency and facilitate information-sharing for the upcoming third-party QEM evaluation by the Legislative Policy and Research Office (LPRO).

The QEM was initially developed to estimate the base level (not optimal level) of funding required to operate a system of effective schools in Oregon in 1999. The model utilizes evidence-based practices and extensive data on school district expenditures to estimate the cost of implementing those practices. Over the years, the model has been improved by integrating current data with emerging research on best practices. The QEM is a resource for education and community partners and policymakers to improve educational outcomes for Oregon's K-12 students.

The QEC and its Commissioners author the biennial reports with support from Oregon Department Of Education (ODE) staff who facilitate meetings, perform analysis, visualize data, and synthesize research. The Best Practices: Equity in Action section of the report describes current research and its benefits for Oregon schools. These best practices were reviewed by Oregon educators using a survey administered in the spring of 2024.

Quality Education Commission Mission

The Legislature created the 11-member Quality Education Commission in 1999 (codified in 2001) to research best education practices and determine the resources needed to provide a K-12 public education system that meets Education Goals identified in ORS 327.506:

"(1) The Legislative Assembly believes that education is a major civilizing influence on the development of a humane, responsible and informed citizenry, able to adjust to and grow in a rapidly changing world. Students must be encouraged to learn of their heritage and their place in the global society. The Legislative Assembly concludes that these goals are not inconsistent with the goals to be implemented under this chapter.

(2) The Legislative Assembly believes that the goals of kindergarten through grade 12 education are:

(a) To equip students with the academic and career skills and information necessary to pursue the future of their choice through a program of rigorous academic preparation and career readiness;

(b) To provide an environment that motivates students to pursue serious scholarship and to have experience in applying knowledge and skills and demonstrating achievement;

(c) To provide students with the skills necessary to pursue learning throughout their lives in an ever-changing world; and

(d) To prepare students for successful transitions to the next phase of their educational development."

The Quality Education Model (QEM) is used to estimate the costs of meeting these education goals.

Executive Summary

The Quality Education Model (QEM) was developed as a research and data-driven tool to evaluate educational practices and estimate the level of state school funding required to meet Oregon's education goals. The model provides key data, national research, and lessons learned from Oregon schools to promote more informed dialogue among policymakers, educators, the public, and other community partners. The legislatively-mandated Quality Education Commission (QEC) develops the QEM and assists others in using it for policy analysis and decision-making. The goal is for the report to inform decisions for a more equitable system that prepares students for postsecondary success in higher education, meaningful employment, and/or enlistment in the military. For the 2024 QEM Report, the QEC uses estimates of implementing school- and district-based activities focused on the following best practices:

- Foundational Skills Development;
- Regular School Attendance;
- English Language Learner Success;
- Creating a Supportive Student Learning Environment;
- Being on Track to Graduate High School;
  - Career and Technical Education Success; and
- Educator Recruitment and Retention.

This report, written by the QEC, also describes the current environment in K-12 public education in Oregon, supported by data on funding, enrollment, attendance, 4-year graduation rates, 5-year completion rates, and state test scores for Oregon's focal student groups. These data add context for a more accurate evaluation of Oregon's K-12 progress and remaining challenges. Leveraging extensive research and current school data, the QEM estimates costs for two scenarios:

1. Maintaining current practices and resource levels ("Current Service Level" or "CSL") for the 2025-27 biennium; and
2. Enacting the "Fully-Implemented QEM," which represents the State School Fund allocated dollars (SSF; general funds, lottery funds, and other funds) resource levels needed to complement other available school funding to achieve a system of effective schools.

The CSL and Full QEM have never represented the totality of funding that is available to districts and Education Service Districts within the State of Oregon, only those funds which were allocated to districts by the State School Funding formula. Other sources of funding, such as federal funding, local revenue (generated outside the formula distribution), Food Service Enterprise revenues, and PERS Side Account Earnings net of Debt Service obligations reduce the totality of funding needs that the legislature is asked to appropriate to the State School Fund. The CSL and Full QEM projections have historically represented the Legislatively-appropriated SSF funds. The recent addition of the Student Success Act transfer to the SSF is also now included in these projections. In addition to all other sources of funding, the Full QEM funding model requires a $12.705 legislative State School Fund appropriation, combined with an $822 million Student Success Act Transfer, for a total of $13.526 billion.

In this biennial report, the QEC elected to make no additions or changes to the model inputs in relation to best

practices. However, there were several changes to the model due to actual expenses. These changes impact both the CSL and the Full QEM. Future QEM reports and the CSL and Full QEM projections may change as a result of findings and recommendations from a planned third-party QEM evaluation, to be conducted by the Legislative Policy and Research Office (LPRO). Historically, the Commission incorporates evidence-based inputs that are feasible and demonstrate meaningful benefits for Oregon's students. These inputs have been added over time to ensure that recommended best practices are implemented in the public K-12 education system. The Commission also tracks potential system inputs that are not incorporated, as it is also mindful of the system's ability to evolve toward more equitable funding structures and the fact that this process takes time.

The QEC continues its commitment to demonstrate the connections between the model and the referenced best practices. In 2024, this included engagement with Oregon educators, a best practices survey completed by Oregon educators, and analyzing experiences in Oregon schools. The Fully-Implemented QEM includes funding for the resources necessary to implement the best practices contained in this report. If the Fully-Implemented QEM is not funded, Oregon districts will not have sufficient funds sufficient for implementing these best practices that lead to attainment of Oregon's education goals. As the state collectively works toward that end, the QEC has identified several programs and activities that are aligned with the best practices conveyed in this report, and reinforce key systems change principles that should be carried forward in service of Oregon's students, including the following:

- Consistent with the analyses provided by recent Secretary of State audits, support for the Student Success Act (SSA) and High School Success program must continue. Changing system outcomes requires consistency and time. The pandemic disrupted the state's ability to fully implement the SSA initially. Oregon districts now have plans in place and have set Longitudinal Performance Growth Targets (LGPTs) with regard to five central indicators: 1) regular attendance, 2) 3rd Grade English language arts (reading), 3) 9th Grade On Track, 4) 4-year graduation rates, and 5) 5-year completion rates. Targets are set for all student focal groups, orienting the system to focus its attention on student groups who have been, and continue to be, marginalized by Oregon's K-12 public education system.
- Attendance is a serious challenge for Oregon, as it is with other states. Continued support for the Every Day Matters Program and the best practices it leverages is necessary to ensure that Oregon students attend school to benefit from the instruction and supports provided.
- The state must continue to promote co-development of policy implementation and related practices for local and state education leadership and reciprocal responsibility, as modeled by the Integrated Guidance project. Decisions driven by individual schools, districts, and their communities are critical as they are highly contextualized and nuanced, but without a consistent framework and protocols for implementing effective practices and processes, Oregon's schools and students cannot reach their full potential.

The QEC continues its focus on the structure of the educational system as a whole and the processes required to make it function more effectively in serving the broad range of student needs in Oregon schools in this report.

KEY FINDINGS

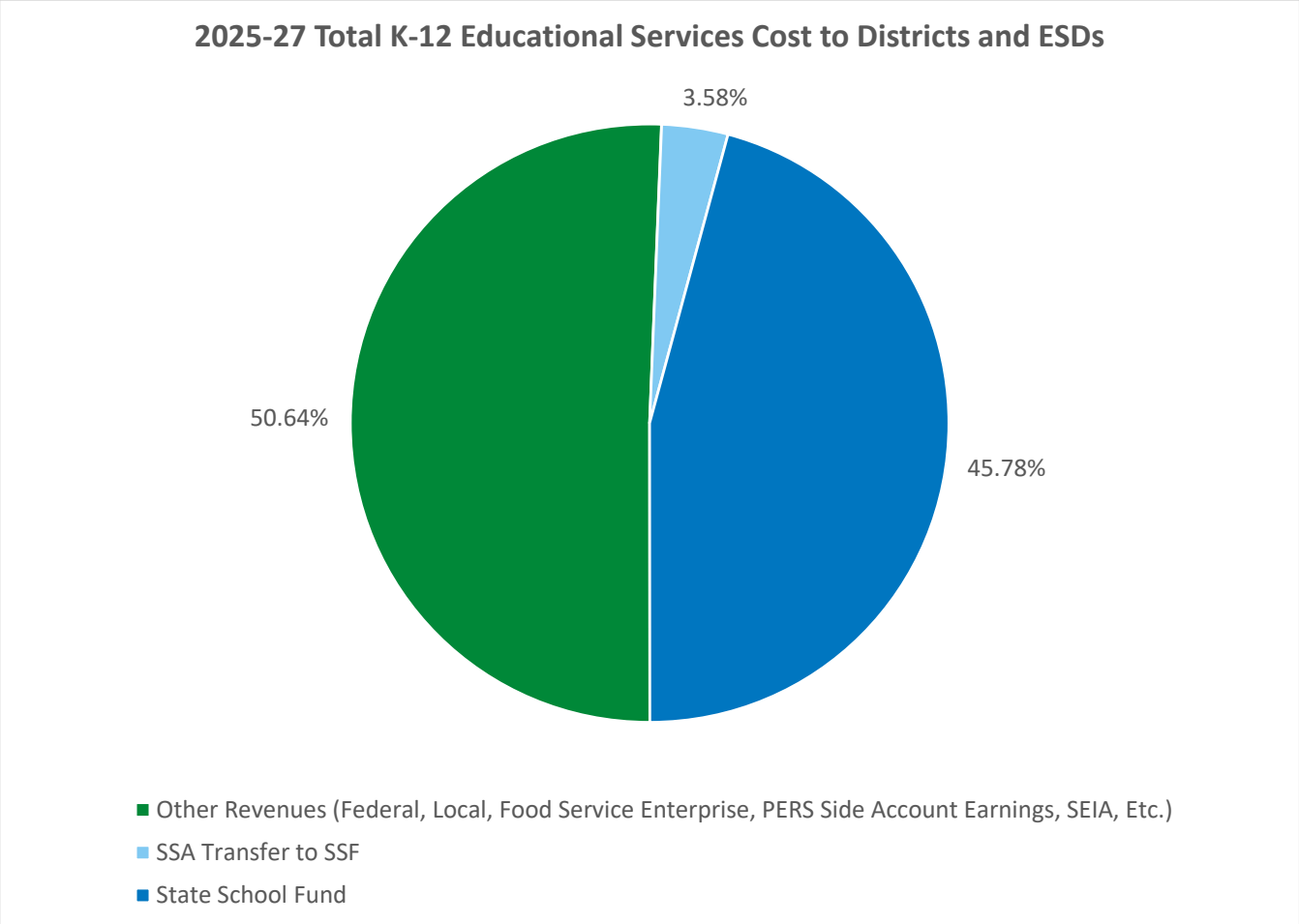
- The funding gap between the state's proposed 2025-27 Current Service Level (CSL) and the fully implemented QEM as a percentage of total K-12 school funding is the smallest amount in the history of the QEM.
- The Governor's Office and DAS partnered to ensure consistent CSL determination, contributing to better system alignment and additional funding for Oregon's schools.

- For the upcoming 2025-27 biennium, the QEM estimates that it will require a State School Fund (SSF) investment of $12.705 billion and Student Success Act (SSA) transfer of $822 million, for a total Full QEM model projection of $13.526 billion. This is $2.252 billion more than the $11.275 billion investment the state forecasts to maintain the current service level provided during the 2023-25 biennium. This is a 9.9% gap in comparison to total public K-12 funding ($22.849 billion).
- Due to tax revenue barriers and decreased prioritization of K-12 public education funding over the past 25 years, Oregon is projected to fund its K-12 system close to two billion dollars less per biennium than is needed to run a system of effective schools.
- According to US Census data from 2022, Oregon ranked 13th in state-sourced per pupil funding. If Oregon were to fund its schools at the level recommended in this report, our national ranking would rise to 6th. Oregon ranked 18th in state-sourced per-pupil funding in 1999, when the first Full Implementation QEM projection was conducted.
- The Full Implementation of the QEM is not aspirational. It is attainable. There are several important funding needs that are not represented in the 2024 Full QEM. The Commission continues to analyze new inputs for future integration in the model, including, but not limited to, transitioning to a 180-day school year.

Oregon's education system funding requirements are demonstrated in Exhibit 1 below. The table shows the CSL level of total funding from all key sources, including federal revenues, local revenues, and those that are distributed by the SSF.

Historically, the QEM has modeled only the portion of funding that supports Oregon's public K-12 schools that is distributed through the SSF; a new source of SSF revenue was put in place with the adoption of the Student Success Act in 2019 (SSA), in the form of an SSA transfer. Oregon's total public K-12 funding and revenue sources are shown in Exhibit 1 below. The portion shaded in dark blue, the SSF, is what has been historically modeled by the QEM. The SSA transfer that is distributed through the SSF has been added since 2019. This SSA transfer is shaded in light blue. All other revenue sources are shown in dark green. The Full QEM projection of $13.526 Billion fills the gap between other revenue sources and overall need. It includes both the legislatively-appropriated SSF ($12.705 Billion) and the anticipated SSA transfer to the SSF ($822 million).

EXHIBIT 1: 2025-27 TOTAL K-12 EDUCATIONAL SERVICES COST TO DISTRICTS AND ESDS



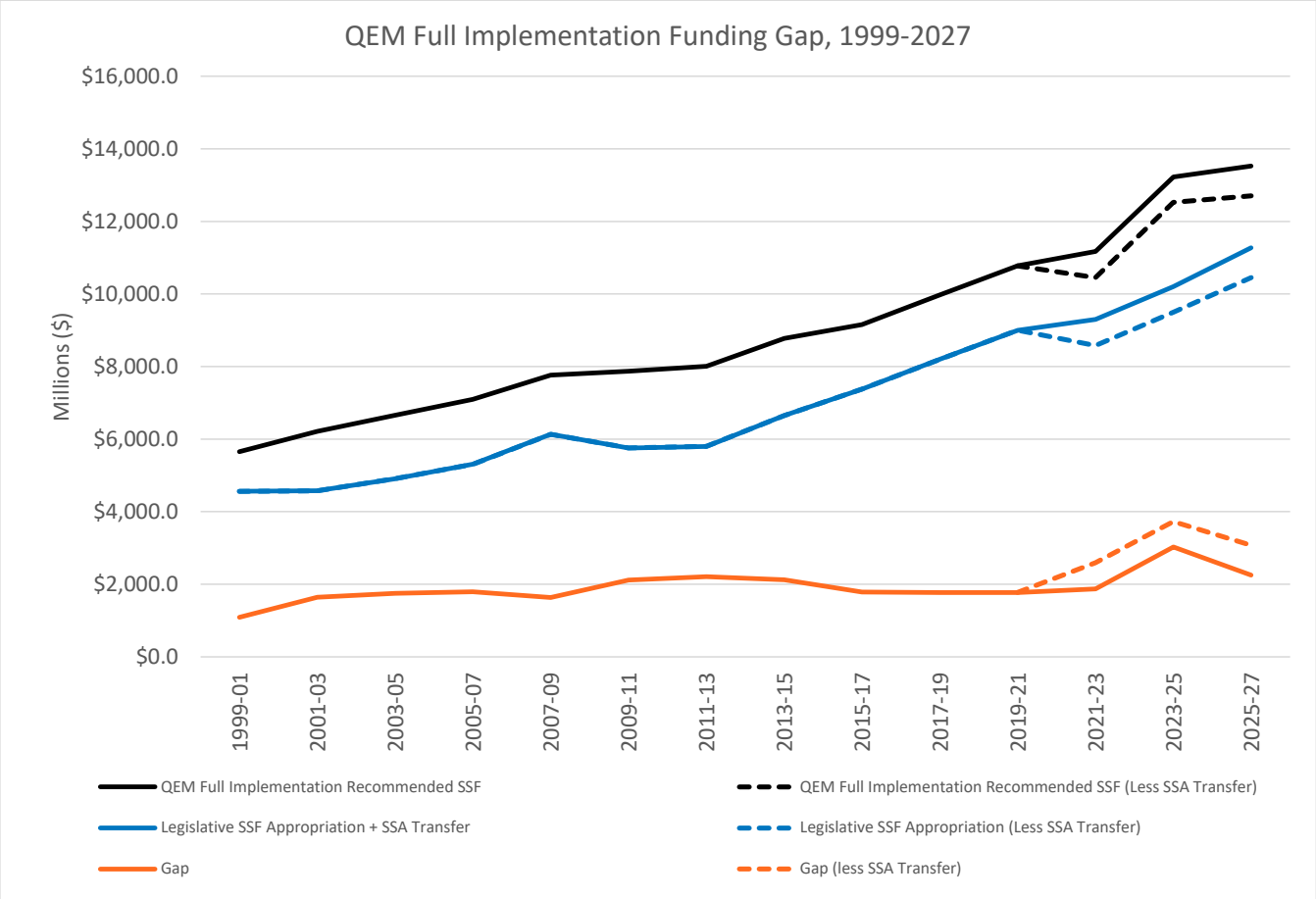
Note: The federal dollars represented in the dark green portion in Exhibit 1 above include expiring ESSER III funds that were expended during the 2023-25 biennium. Non-SSF/SSA Transfer sources of revenue also include Corporate Activities Taxes and local revenues that are expected to increase.

EXHIBIT 2: OREGON EDUCATION SYSTEM FUNDING REQUIREMENTS ($ IN MILLIONS)

Description	2021-23	2023-25	2025-27
Current Service Level Total Funding Requirements from All Sources	$16,980.20	$19,217.80	$22,848.70
▪ Less: Local, Federal, and Non-State School Fund Sources	$7,819.80	$8,508.00	$11,516.60
QEM CSL Estimate	$9,160.40	$10,709.80	$11,332.10
▪ Percent Change from Prior Biennium	4.4%	16.9%	5.8%
State School Fund Appropriation	$9,300.00	$10,200.00	$11,274.50*
▪ Percent Change from Prior Biennium	3.3%	9.7%	10.5%
Fully-Implemented Quality Education Model Funding Requirements from All Sources	$18,990.30	$21,735.00	$25,043.50
▪ Less: Local, Federal, and Non-State School Fund Sources	$7,819.80	$8,508.00	$11,516.60
State School Fund Allocated Funding Requirements for Fully-Implemented Quality Education Model	$11,170.50	$13,227.00	$13,526.90
▪ Percent Change from Prior Biennium	3.7%	18.4%	2.3%
Funding Gap: Amount Fully-Implemented Model is Above Current Service Level	$1,870.50	$3,027.00	$2,252.40
▪ Percent Change from Prior Biennium	5.4%	61.8%	-25.6%
▪ Gap as a Percent of the Current Service Level SSF Appropriation	20.1%	29.9%	19.98%
▪ Gap as a Percent of the CSL Total Funding Requirements from All Sources	11.0%	15.8%	9.9%
* For 2025-27, the State School Fund Appropriation (Including SSA Transfer to SSF) is assumed to be the DAS SSF CSL Projection, as the QEC Report is published before the budget is legislatively adopted.			

Historical data that show the relationship between the Full QEM and Legislative State School Fund (SSF) appropriations is provided in the line graph below. The SSF has been steadily increasing across this time period, and the SSA investments have been substantial. However, the appropriations have not been sufficient to support statewide implementation of best practices and related increases in Oregon's education goals.

EXHIBIT 3: QEM FULL IMPLEMENTATION FUNDING GAP, 1999-2027



The 2024 QEM Report sets a new standard for transparency, with the complete workbook, including inputs and algorithms used for calculations, now available to the public. The work of the Commission is complex, as is the data analysis, research, and facilitation support provided by ODE. The Commission, and the modeling and reporting process, would benefit from the provision of additional staff for ODE, in the form of an additional Senior Research Analyst to assist with data visualization and model validation, and a Policy Analyst to help manage meeting and report design, facilitation, and related planning.

The Commission wants to emphasize that the Full Implementation of the QEM is not aspirational. It is attainable. There are several important funding needs that are not represented in the 2024 Full QEM. The Commission continues to analyze new inputs for future integration in the model, including, but not limited to, transitioning to a 180-day school year.

Introduction

The Quality Education Commission

A strong public education system is essential to Oregon and the diverse communities that call our state home. Public education is the building block of an informed and engaged community, and society benefits when we ensure that every student has access to a high-quality education.

> *The QEC believes that learning is always happening for all of Oregon's children. We have an ethical and moral responsibility to ensure an education system that provides optimal learning environments that lead students to be prepared for their desired individual futures and a prosperous future for the collective Oregon community.*

With these important values in mind, the Oregon Legislature established the Quality Education Commission to identify the best practices for delivering a quality K-12 education to all students and calculating its associated costs, as defined by the education goals listed in the Mission Section. The QEC report then informs state policymakers in determining education policy and budgets. To carry out this responsibility, the Commission continuously reviews and enhances the Quality Education Model (QEM). The QEM is an educational costing model that is informed by the QEC Commissioners' professional judgment anchored in research, data, and expertise.

This is the 14th report issued by the Commission, written as the state continues to recover from the impact of the global COVID-19 pandemic. The pandemic led to declining student enrollment and heightened inflation, which combined have substantially impacted the QEM. Access to high quality instructional experiences for many of Oregon's students was negatively impacted by the pandemic, as well. The pandemic also increased economic stressors and spurred greater challenges in the areas of student and staff physical and mental health. The 2024 QEM Report has benefited from some recent system stabilities that have returned to the state. The data collections are generally reliable and complete, allowing for realistic benchmarks based upon previous data trends in district spending for skilled labor costs, services, and supplies required to provide a quality education to the average student in a prototype brick and mortar school.

To set an appropriate stage for interpreting the QEM, the QEC wants to be clear that the Full Implementation QEM projection is not an aspirational sum. It is what is needed to fundamentally ensure that all of Oregon's students have a viable opportunity to learn and make progress toward Oregon's educational goals. The model uses prior expenses and analyses of enrollment and inflation to make predictions for future funding. The model has not defined what dollars are needed to accelerate learning for all students in all schools, only what was needed to advance graduation rates for students to a 90% threshold. All statistical models, including econometric models like the QEM, provide a simplified estimate of a complex situation. It is not possible to account for all of the variables that affect student outcomes in modeling. That said, the modeled estimates provided by the QEM can inform investment decisions and are more reliable than other sources of information that policymakers might use in this context. The QEC has used statistical models for verification of the model's projections. For example, we use a regression formula to view the general accuracy of the full QEM projection in this 2024 report.

Best Practices: Focus on Equity Across Systems

The Quality Education Commission believes focusing on equity is fundamental to meet the needs of all students, especially those who have been and continue to be marginalized by our K-12 public education system.

Standardized tests at the national and state level continue to show academic achievement gaps among student groups compared to overall group average performance. The QEC believes that while K-12 education in Oregon has been underfunded for decades, the consideration of policies that target and deploy resources in ways that reflect the diversity of our state are needed. Funding from the Student Success Act was intended to narrow the funding gap by ensuring that traditionally marginalized students are the priority of district efforts to support learning gains for all students. The Student Success Act and its component programs aim to reduce disparities and improve equity. The Student Investment Account grant program within the SSA includes a process that requires educator and community engagement in decision making to set spending priorities at the district level, important best practices codified by the SSA and now being applied to other state education investments through the Integrated Guidance process. The SSA's Statewide Education Initiatives Account increases funding for culturally specific Student Success Plans along with other system-wide equity initiatives, such as expanding access to free meals and the Early Literacy Success initiative.

> *Public schools should provide equitable access and ensure that all students have the knowledge and skills to succeed as contributing members of a rapidly changing, global society, regardless of factors such as race, gender, sexual orientation, ethnic background, English proficiency, immigration status, socioeconomic status, or disability.*

These equity-focused changes have been called for by students, education organizations, state boards of education, community-based organizations, direct service providers, the Legislature, and Governor Kotek. In order to incorporate the student perspective, the Oregon Department of Education surveys students in grades 3 to 11, asking them about their activities, supply needs, and their views of how the school year has gone in terms of their learning. This "Student Educational Equity Development" (SEED)2 survey guides ODE in its efforts to develop appropriate resources and supports for districts and to better target those resources where most needed. Due to legislative action in the 2023 session (House Bill 2656) Oregon districts are now required to ensure that students have an opportunity to participate in the SEED Survey.

The QEC supports the direction of these efforts and calls for the work to continue engaging and nurturing relationships with community leaders who represent the needs of those most impacted by inequity, in order to reach the state's equity imperative.

Funding

In addition to early progress on strategies to eliminate educational inequities, the Quality Education Commission finds that the state has made progress in recent years to narrow the investment gap between what it has historically budgeted for K-12 and what that system needs to achieve the state's educational objectives. Some notable funding efforts are shown below:

- The Student Success Act transferred $2.246 billion dollars to the State School Fund in 2022 to 2024 to supplement K-12 funding:
  - $722.3 million in 2021-23;
  - $702.0 million in 2023-25; and
  - $822.0 million in 2025-27 (projected).

- Targeted grants supporting Early Learning and K-12 education were funded from the SSA Funds, outside the State School Funding formula.
  - The 2023 Legislature committed $90,000,000 to Early Literacy; and
  - The 2024 Legislature committed $30,000,000 to Summer Learning Programs.
- Governor Kotek convened key partners from state agencies, organizations, and districts to substantially align practices related to the Current Service Level (CSL) calculation.
- The calculation of the current service level (baseline) budget does not reflect all of the rising costs of school districts, only those that can be directly tied to prior expenditures.
- Given the growing reliance on the corporate kicker money to support K-12 education, the QEC is concerned that this dependence on "one-time" monies is likely unsustainable over time. This issue warrants further study and possible modification.
- The Quality Education Model's costing approach relies on a set of "prototype schools" that were established in 1999 and based on research regarding optimal school sizes for traditional brick and mortar schools within each grade band of Elementary, Middle and High School. Changes in the delivery of education, student and community needs, technological advancements, and significant demographic shifts means that these prototypes no longer fully account for the diverse conditions and communities present across Oregon. These system shifts present an opportunity to enhance future models to more accurately reflect the complex system of K-12 in Oregon and more precisely estimate the resources needed to provide a quality K-12 education to today's students and schools.

The State School Fund and Student Success Act resources necessary to fund K-12 schools at a level recommended by the QEC for the 2025-27 biennium will require a State School Fund (SSF) investment of $12.705 billion and Student Success Act (SSA) transfer of $822 million, for a total Full QEM model projection of $13.526 billion. This is $2.252 billion more than the funding required to maintain the current service level provided during the 2023-25 biennium. The June 2024 Legislative Revenue Office Forecast predicts that the Corporate Kicker will add $588 million to support K-12 Education in the 2023-25 Biennium.

To reinforce the stance that the Full QEM is not aspirational, but attainable, the QEC is providing one example with respective costs that the legislature could consider funding beyond the Full QEM level. For example, Oregon has one of the shortest school years in the United States. This Full QEM projection does not include the costs of moving toward a 180-day school year, which is what most states provide according to research conducted by the Pew Research Center in 2023, in the model for the Current Service Level or Full QEM. However, the QEC modeled what those costs would be if the legislature is able to move that direction in Exhibit 4 below:

EXHIBIT 4: PREDICTED COSTS OF 180-DAY SCHOOL YEAR WITH FULL QUALITY EDUCATION MODEL

Cost to Extend School Year (Full QEM)	
Current Instructional Days	$ 13,526,932,450.25
180 days	$ 14,178,099,410.70
Additional Cost	$ 651,166,960.45
Add'l cost per ADMw/Year	$ 489.05

Moving to a 180-day school year would give Oregon's students approximately two additional weeks of learning time; however, that would cost over $325 million dollars per year to implement within the Full QEM.

Recommendations

In order to achieve lasting educational gains for all students and close persistent systemic gaps for student focal group populations, the QEC recommends continuing to target and deepen investments in systems that support Oregon's most marginalized students.

Oregon's focal student groups[1] , bring a wealth of diversity and strength to Oregon's public schools. These same students face injustice and inequity inside and outside of school that impede learning, such as houselessness, poverty, discrimination, and other adverse childhood experiences. By increasing the public school system's investment in and attention to the needs of these students in particular, the overall system will improve for all students.

Additionally, the QEC recommends the following best practices, which are feasible to implement with Full QEM funding levels and are also aligned with current ODE initiatives and programs, many of which are reflected in the Integrated Guidance (Early Literacy Success

Initiative, the Student Investment Account, Every Day Matters, Career and Connected Learning, Career and Technical Education, and High School Success):

- Foundational Skills Development;
- Regular School Attendance;
- English Language Learner Success;
- Creating a Supportive Student Learning Environment;
- Being on Track to Graduate High School;
    - Career and Technical Education Success; and
- Educator Recruitment and Retention.

[1] **Focal students:** Focal student groups are defined within the Student Success Act as students from racial or ethnic groups that have historically experienced academic disparities; students who identify as American Indian/Alaska Native, alone or in combination with other races and ethnicities, and are enrolled members of federally-recognized tribal nations; students with disabilities; students who are navigating houselessness; students in foster care; economically disadvantaged students; students who may identify as LGBTQ2SIA+; students recently arrived; migratory students; students navigating the justice system; emerging bilingual students; and students who are currently pregnant and/or parenting. ORS 581-014-0019

Conclusion

For 25 years, this report has examined the inputs needed to ensure Oregon students receive a high-quality K-12 public education by determining what practices are necessary to achieve those ends. In these reports, the QEC has also determined the level of investment the state would need to make in order to achieve those results.

Much has changed in the education landscape in those decades, however. The QEC believes that the model should be fully funded and also reviewed and updated to incorporate such considerations as capital needs, early education access, the cost of ameliorating the impacts of low socio-economic status on students, transitioning to a 180-day school year, and successful strategies to address the growing crisis of student behavioral and mental health challenges. An updated QEM should incorporate additional prototype schools, adding a second high school prototype school and a virtual school prototype, account for regional differences in terms of cost impacts (rural/urban), and incorporate multiple outcome measures in addition to 4-year cohort graduation rates.

Oregon's Current Status

Oregon's public K-12 education system includes 197 districts and 19 regional education service districts and nine federally recognized tribes. There are currently 547,424 students in Oregon's public schools based on Fall 2023 enrollment data. Federal racial and ethnic summary data for this student population is provided in Exhibit 5. Federal regulations for reporting race/ethnicity mask some of the diversity in the students served in Oregon's K-12 public education system. All students who identify as Hispanic are reported as Hispanic, regardless of other race(s) they identify. Non-Hispanic students who identify with two or more races are reported as multiracial. This means students who identify as Black, for example, might be reported as Black, Multiracial, or Hispanic. Expanded race/ethnicity data that account for the federally-required practice of ignoring additional racial and ethnic identities recorded for students who are Hispanic or multiracial is provided in Exhibit 5.

EXHIBIT 5: FEDERAL RACE/ETHNICITY REPORTING COUNTS AND PERCENTAGES

Count and Calculation	American Indian \ Alaska Native	Asian	Native Hawaiian / Pacific Islander	Black / African American	Hispanic / Latino	White	Multi-Racial	Total
Total for Fall 2023	6,150	22,288	4,720	13,114	141,060	319,798	40,294	547,424
Percentage of Each Group in Fall 2023	1.12%	4.07%	0.86%	2.40%	25.77%	58.42%	7.36%	100%

Federal racial and ethnic categories do not capture the full diversity of students in Oregon. Federal reporting currently requires that all students who are Hispanic are reported as such, regardless of race, and that all non-Hispanic students reporting two or more races be reported as multiracial. These two categories mask the full racial identities of many students.

Exhibit 6 below shows the distinction. The second column indicates the racial counts that follow federal requirements. The last column indicates the number of students who identified with each race, regardless of other racial identifications or Hispanic ethnicity.

EXHIBIT 6: EXPANDED RACE/ETHNICITY COUNTS FOR OREGON STUDENT GROUPS

Race	Federal Designation Counts	Expanded (+)
American Indian/ Alaska Native	6,150	40,943
Asian	22,288	41,754
Black/ African American	13,114	32,334
Native Hawaiian/Pacific Islander	4,720	12,885
Note* Count includes students who are federally reported as Hispanic or multiracial.		

Oregon's spring 2023 graduation rate was 81.3 percent for all students and has generally been trending upward for all students and student groups over the past decade. Our 2022-23 State Report Card shows that the statewide class size median was 22. In the 2022-23 school year, Oregon's students of color accounted for 41.0 percent of the overall population, while Oregon educators of color represented 12.9 percent of the overall educator population.

The closing of school buildings and the shift to online learning was a dramatic change in schools' operations. The pandemic has had an effect on students' and educators' mental health, as well. Trauma, stress, and isolation—sometimes affecting cognitive functioning—have been widely experienced during this crisis.[34] As a result, student data was affected and data collection was impaired. Comparing 2020 and 2021 data to prior years could not be done with any validity, given the historic impacts of the pandemic. This report contains available data that are important to consider in discussions of education best practices and funding.

Enrollment

Enrollment fell in Oregon schools in the last year, which is largely explained by not only impacts from the pandemic, where many students moved to homeschooling, but also due to decreases in birth rates (OHA, 2023 Birth and Pregnancy Dashboard) and net decreases to Oregon's immigration rates. Districts reported a total of 547,424 students in October of 2023. This represents a drop of 4,956 students compared with fall 2022 and a decline of 5,588 since the fall of 2021. Declines are centered in grades 1-8, but increases are seen at the secondary level. Changes to student enrollment are conveyed by race/ethnicity in Exhibit 7 below. Oregon's white student population decreased substantially, as did the population of students who are federally identified as American Indian/ Alaskan Native. The remaining student populations by federal race/ethnicity categories experienced substantial growth, such as Oregon's Hispanic/Latino student group, or mild growth.

EXHIBIT 7: CHANGES IN STUDENT RACE/ETHNICITY DEMOGRAPHICS

Student Group	Fall 2021	Fall 2022	Fall 2023	Change 2021 to 2022	Change 2022 to 2023	Students in 2023
White	59.7%	59.0%	58.4%	3,894	-6,302	319,798
Hispanic/Latino	25.0%	25.3%	25.8%	1,816	1,132	141,060
Multi-Racial	7.1%	7.3%	7.4%	805	270	40,294
Asian	4.0%	4.0%	4.1%	36	107	22,288
Black/African American	2.0%	2.4%	2.4%	251	132	13,114
American Indian/ Alaskan Native	1.2%	1.2%	1.1%	175	-382	6,150
Native Hawaiian/ Pacific Islander	.8%	.8%	.8%	179	87	4,720
All Students	---	---	---	-632	-4,956	547,424

The trend in greater student diversity continues in Oregon. Students who are federally-identified as Black/African American and Asian held steady in terms of enrollment, while students identified as Hispanic/ Latino Multi-racial, and Native Hawaiian/Pacific Islander enrollment has continued to increase since 2021-22. American Indian/Alaska Native and White student enrollments continue to decline.

The most rapid growth in enrollment has been among students who are federally-identified as Hispanic, which leveled off in 2023. The share of students who are identified as White has declined from 94 percent to 58 percent over a 46-year period. The Multi-ethnic category, first used in 2004-05, has grown to over 7 percent of the total in 2023-24.

The increasing student diversity and loss of enrollment has funding implications. More than 30,000 students, primarily in the lower grades, have left the public school system over the four years of the pandemic. This decline affects school funding in the districts experiencing significant losses. Student enrollment counts across the last decade for students' federally-identified race/ethnicity category are provided below in Exhibit 8

EXHIBIT 8: 2013-14 AND 2023-24 STUDENT ENROLLMENT COUNTS

Year	American Indian / Alaska Native (Non-Hispanic)	Asian (Non-Hispanic)	Native Hawaiian / Pacific Islander (Non-Hispanic)	Black / African American (Non-Hispanic)	Hispanic / Latino	White (Non-Hispanic)	Multi-Racial (Non-Hispanic)	Total
2013-14	9,161	22,344	3,907	13,699	124,701	363,770	29,516	567,098
2023-24	6,150	22,288	4,720	13,114	141,060	319,798	40,294	547,424

Student enrollment for focal groups within the Student Investment account was impacted substantially across the pandemic. Exhibit 19 and 10 below convey data for students experiencing houselessness and poverty, students with disabilities, and students who come from diverse language backgrounds.

EXHIBIT 9: PERCENTAGES OF STUDENTS EXPERIENCING HOUSELESSNESS FROM 2019 TO 2023

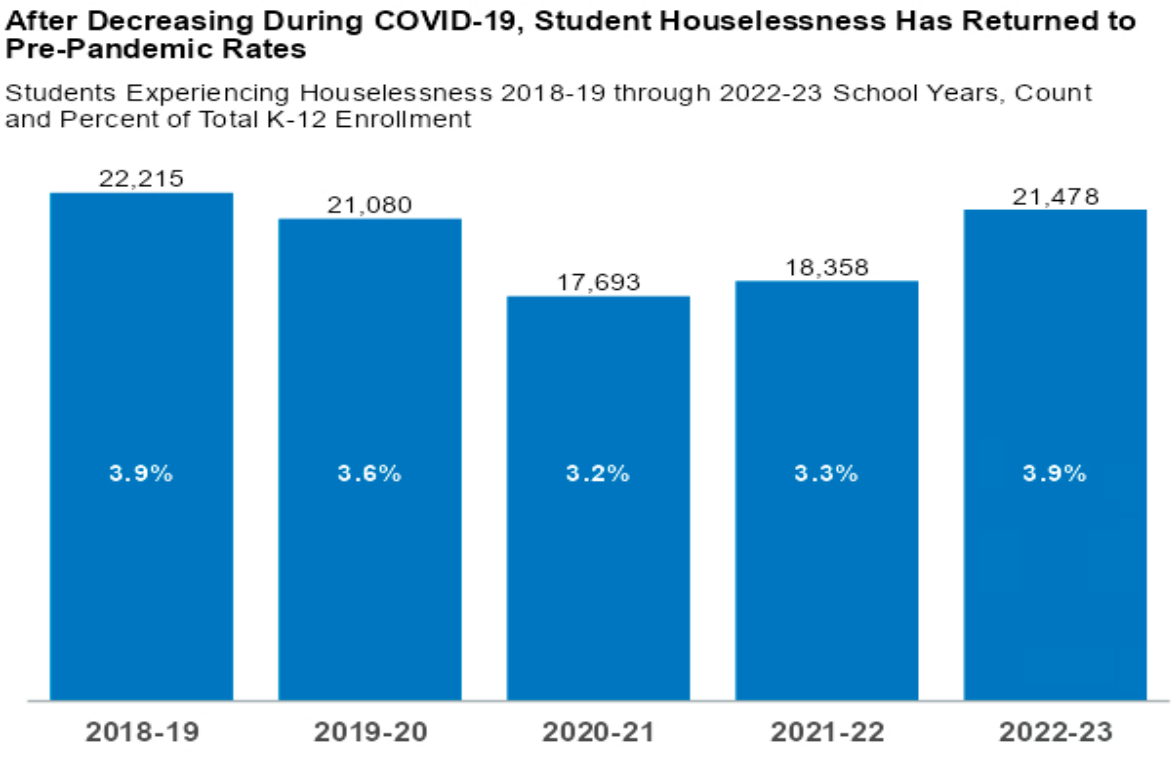
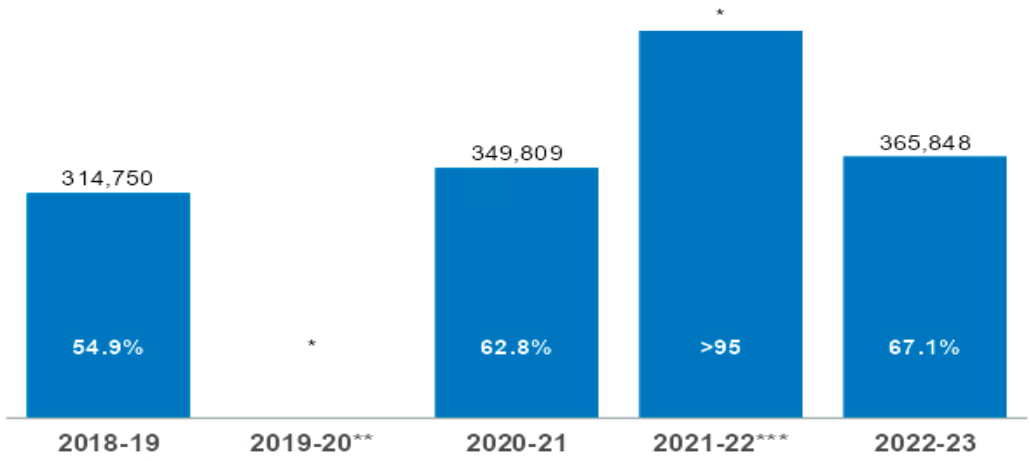


EXHIBIT 10: PERCENTAGES OF STUDENTS EXPERIENCING POVERTY FROM 2019 TO 2023

Economic Disadvantage Percents Dramatically Increased During the Pandemic Due to Expanded Nutrition Eligibility

Economically Disadvantaged Students 2018-19 through 2022-23 School Years, Count and Percent of Total K-12 Enrollment

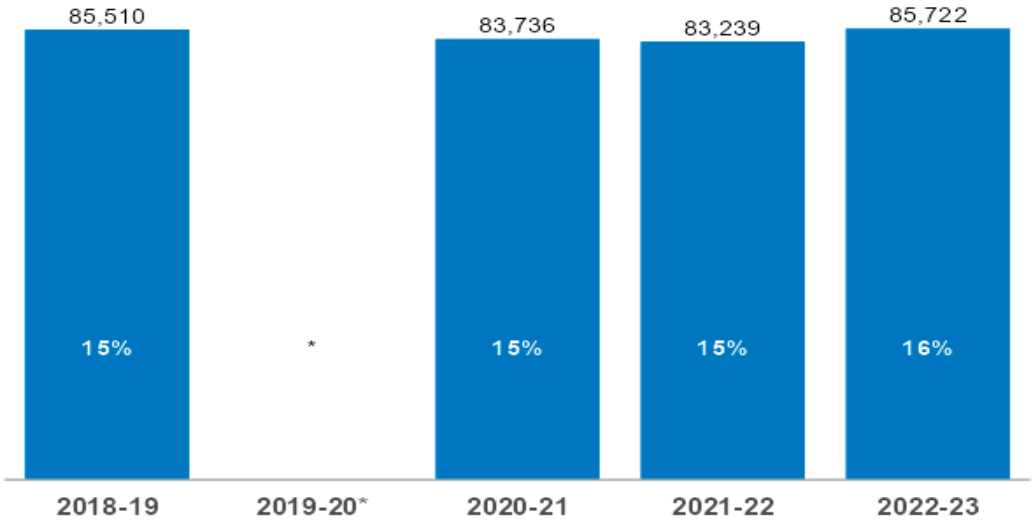


*Data Unavailable or Suppressed to Protect Student Privacy.
**Data Unavailable for 2019-20 School Year.
***More than 95% of Students Eligible for Free or Reduced-Price Lunch Due to Expanded Eligibility

EXHIBIT 11: PERCENTAGES OF STUDENTS WITH DISABILITIES FROM 2019 TO 2023

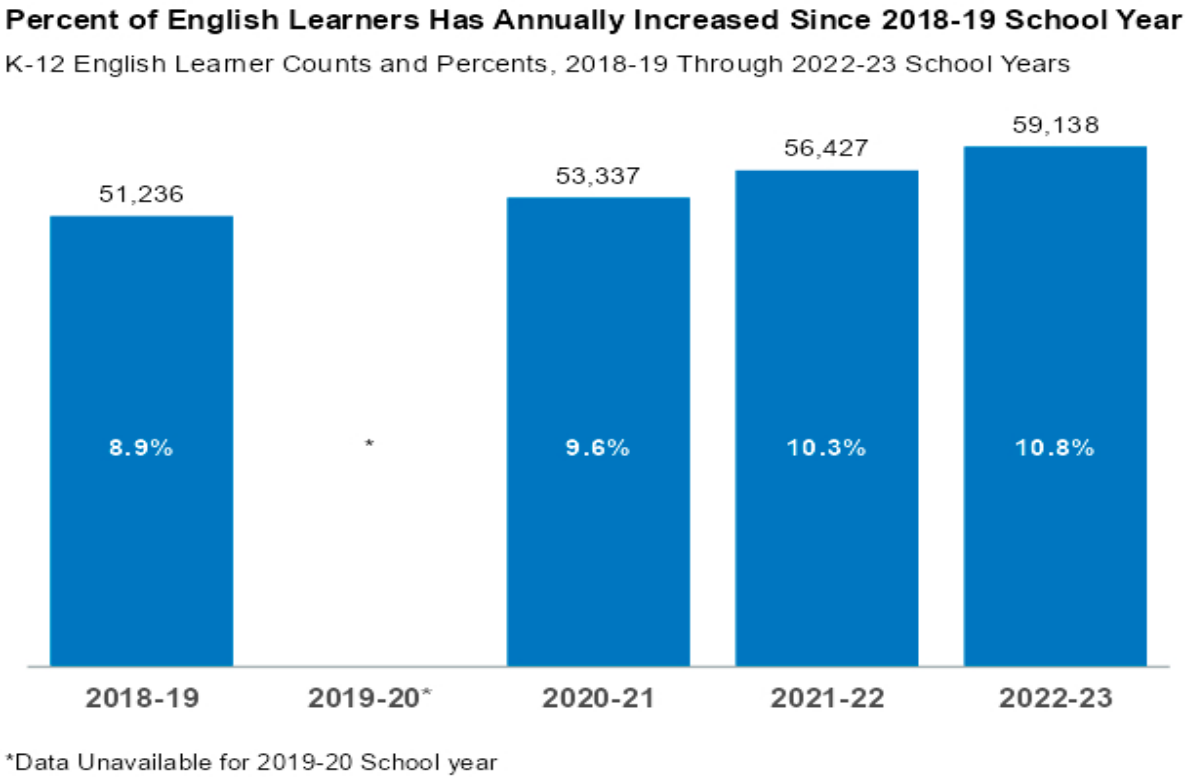
Proportion of Students with Disabilities Was Stable From 2018-19 to 2021-22, but Increased 1% in 2022-23

K-12 Special Education Counts and Percents, 2018-19 Through 2022-23 School Years



*Data Unavailable for 2019-20 School year

EXHIBIT 12: PERCENTAGES OF STUDENTS WHO ARE FEDERALLY-IDENTIFIED AS ENGLISH LEARNERS FROM 2019 TO 2023



Oregon students are becoming increasingly diverse with regard to race/ethnicity, and also in terms of language diversity. Exhibit 13 below conveys the counts and percentages of students with diverse linguistic backgrounds being served in Oregon's K-12 education system. English is the most common language of origin for Oregon's students, followed by Spanish, Chinese, Vietnamese, Russian, Arabic, Chuukese, Ukrainian, Japanese, and Somali in the top ten.

EXHIBIT 13: LANGUAGE OF ORIGIN COUNTS AND PERCENTAGES FOR OREGON'S K-12 STUDENTS

Language of Origin	Number of Enrolled Students by Language of Origin*	Number of English Learner Students**	Percent of Enrollment***	Percent of English Learner Student Enrollment***
English	431,545	598	78.4%	1.0%
Spanish	85,969	47,189	15.6%	75.6%
Chinese	3,590	1231	0.7%	2.0%
Vietnamese	3,530	1199	0.6%	1.9%
Russian	3,475	1626	0.6%	2.6%
Arabic	1,802	890	0.3%	1.4%
Chuukese	1,196	865	0.2%	1.4%
Ukrainian	1,196	797	0.2%	1.3%
Japanese	1,033	393	0.2%	0.6%
Somali	1,003	630	0.2%	1.0%
Korean	940	293	0.2%	0.5%
Marshallese	584	415	0.1%	0.7%
Telugu	564	157	0.1%	0.3%
Tagalog	552	206	0.1%	0.3%
Romanian	497	205	0.1%	0.3%
Hindi	492	133	0.1%	0.2%
Amharic	390	184	0.1%	0.3%
Mam	389	369	0.1%	0.6%
Swahili	385	262	0.1%	0.4%
Hmong	381	167	0.1%	0.3%
Tamil	361	82	0.1%	0.1%
French	330	99	0.1%	0.2%
Thai	326	136	0.1%	0.2%
German	300	66	0.1%	0.1%
Karen	298	198	0.1%	0.3%
Persian	297	211	0.1%	0.3%
Portuguese	267	114	0.0%	0.2%

Attendance

Regular Attenders is the measure of the percentage of students who were present for more than 90 percent of their total enrolled days in a school year (this is sometimes referred to as Chronic Absenteeism, which is the other side of the definition that is based on absence instead of attendance). It is important to note that this rate includes both excused and unexcused absences. In the 2017-18 school year, the Oregon Department of Education (ODE) established measures of interim progress (MIP) for the indicator and a statewide long-term goal of 93 percent. The Regular Attender measure is typically displayed at the school and district level on Oregon's At-A-Glance School and District Profiles and included in ODE's accountability system. The Regular Attenders rate includes students in programs with attendance being tracked daily. Hourly programs such as tutorial instruction are not included. Being enrolled on the first school day in May and for at least 75 days by that date for the 2022-23 school year are the other requirements for inclusion in this rate and for incorporation into the data visualizations provided below.

The following figures demonstrate that regular attendance continues to trend down in Oregon's public schools, after achieving a high point in 2019 (see Exhibit 14 below). The following figures also demonstrate that attendance rates are lowest in high school and among the student groups who experience significant barriers to their opportunities to learn.

EXHIBIT 14: PERCENTAGE OF STUDENTS THAT ATTEND REGULARLY 2019 TO 2023

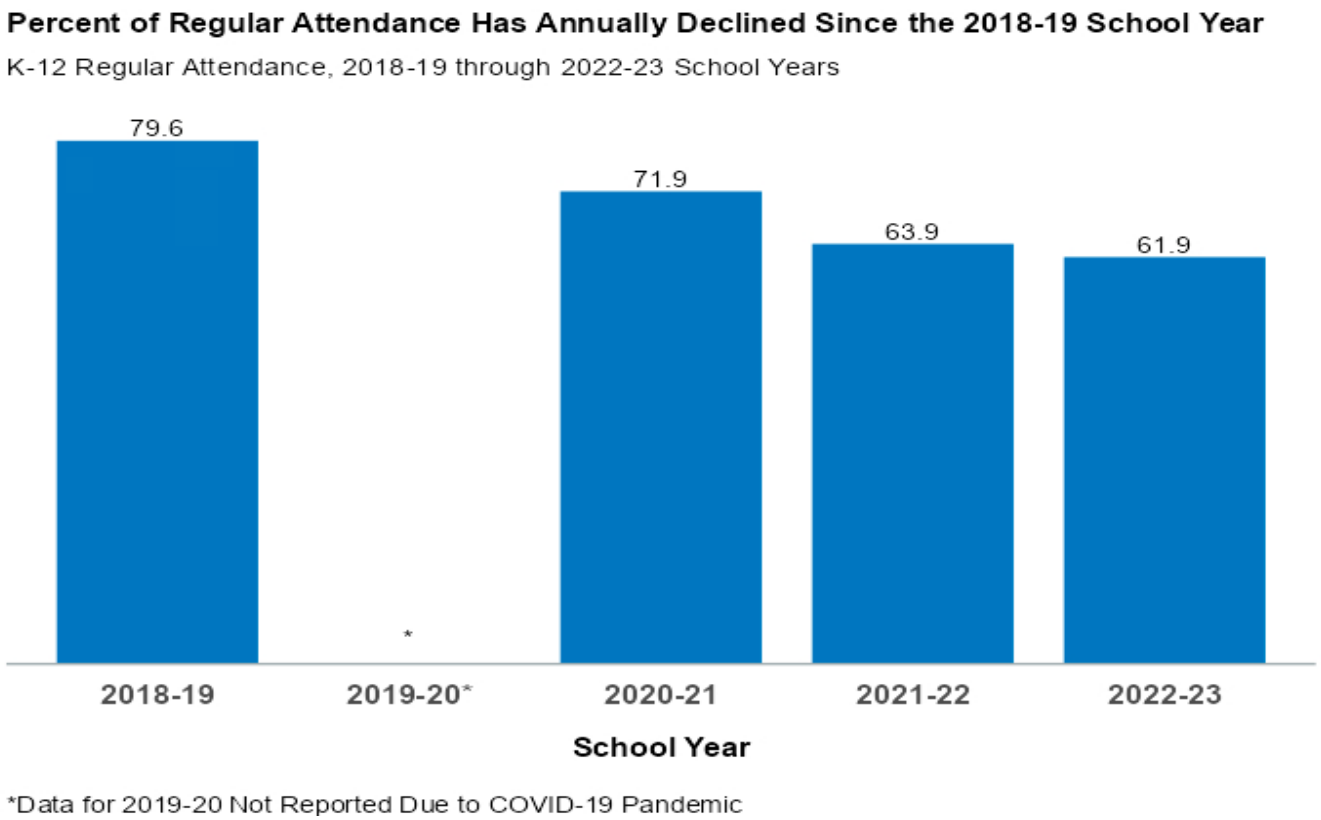


EXHIBIT 15: PERCENTAGE OF STUDENTS WHO ATTEND REGULARLY BY GRADE BAND IN 2019 AND 2023

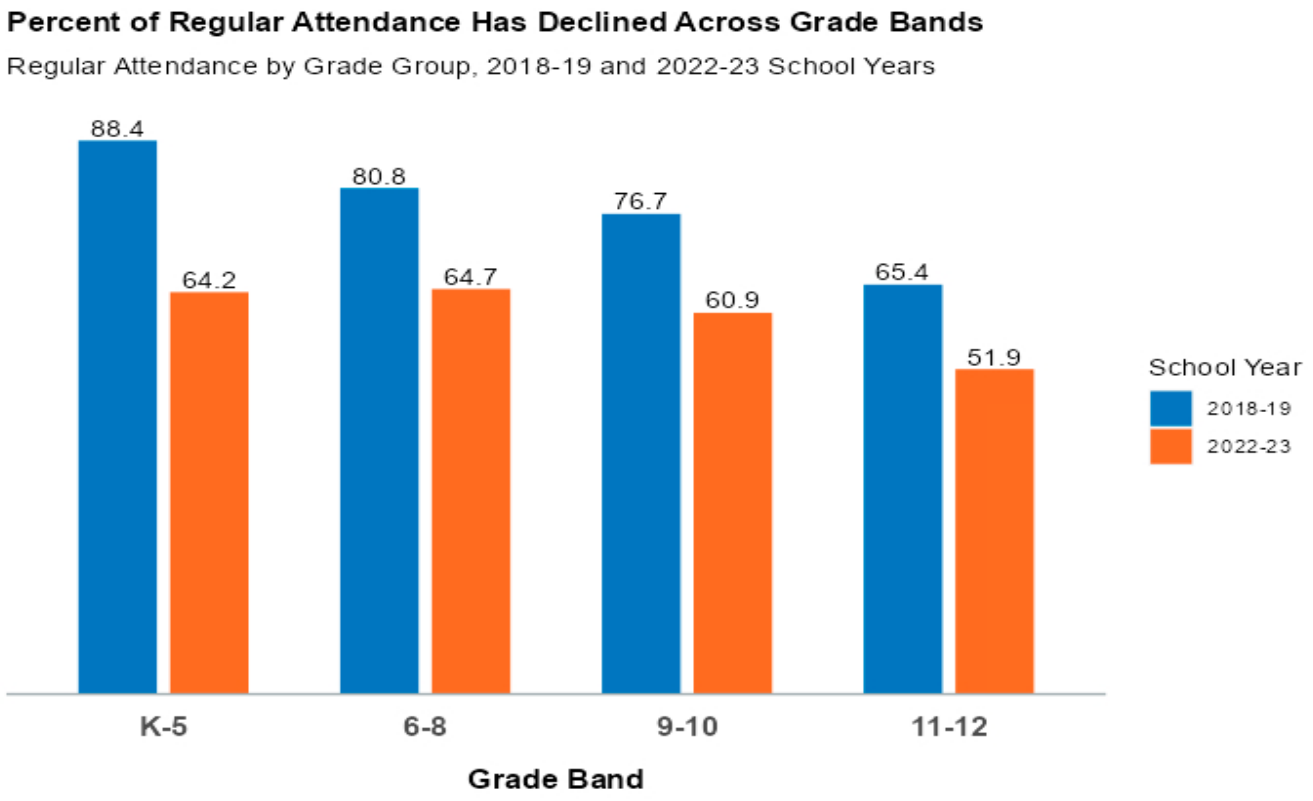


EXHIBIT 16: LOWEST FIVE STUDENT GROUP ATTENDANCE RATES IN 2023

Five Focal Student Groups Had the Lowest Regular Attendance Rates Compared to Peers in the 2022-23 School year

K-12 Regular Attendance, 2022-23 School Year

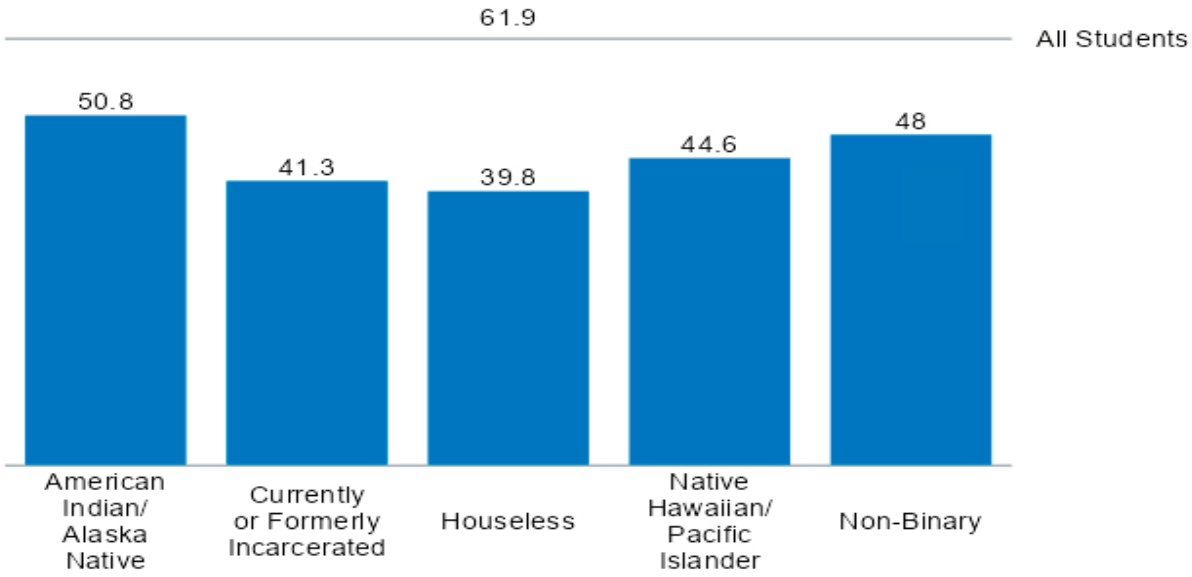
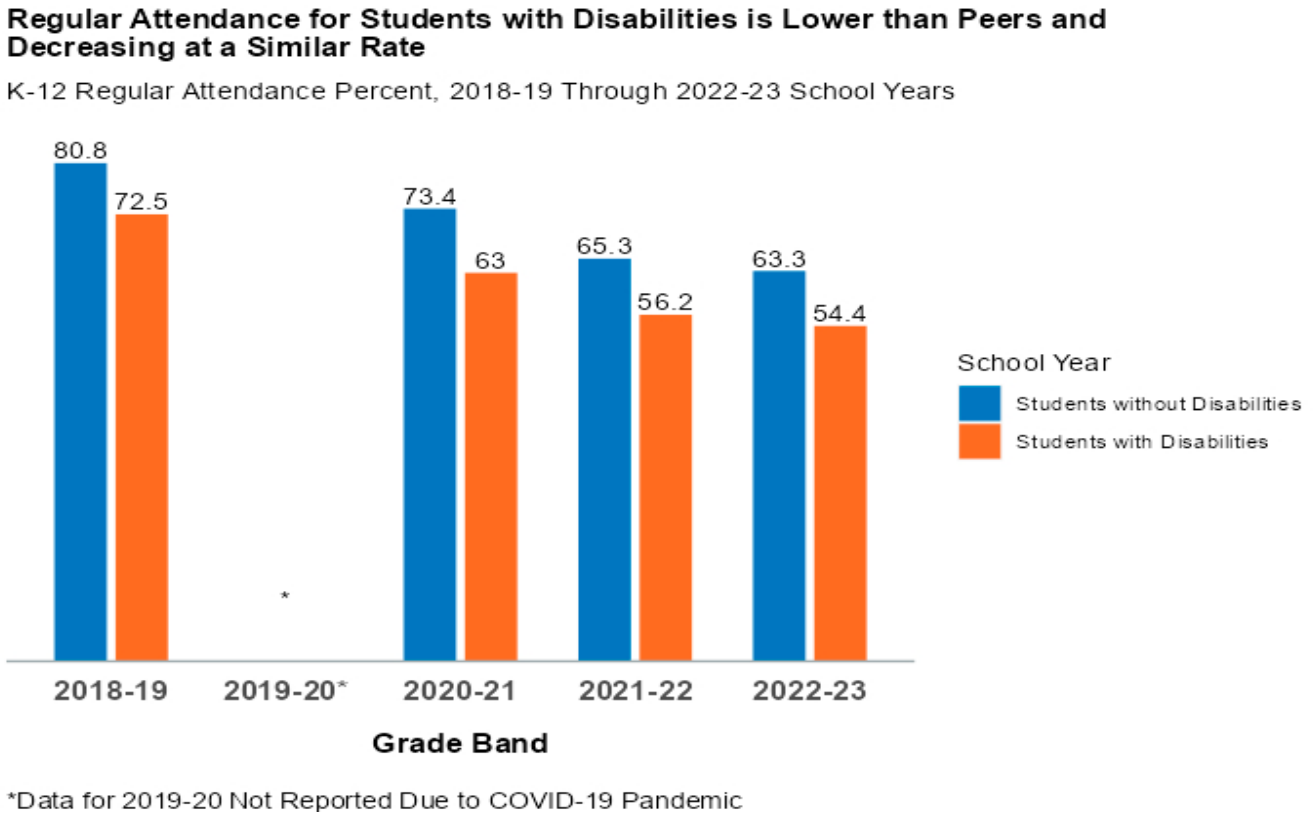


EXHIBIT 17: PERCENTAGE OF STUDENTS WITH IEPS WHO ATTEND REGULARLY IN 2019 AND 2023



*Data for 2019-20 Not Reported Due to COVID-19 Pandemic

Ninth Grade On-Track Results

Oregon's 9th Grade On-Track data are a central marker for Oregon students and educators, as the indicator is highly predictive of students graduating on time with their four-year cohort. In Oregon, a student is on-track to graduate at the end of their 9th grade year if they have accumulated 6.0 of the required 24.0 credits. In 2023, 9th Grade On-Track data were lower than those generated by Oregon's education system prior to the pandemic. The Oregon Department of Education partnered with researchers at the University of Oregon to help determine the efficacy of 9th Grade On Track coaches in helping increase 9th Grade On-Track rates. Study results, available on ODE's Research and Data Briefs webpage, suggest that rates have stabilized after the pandemic. There is also some initial evidence that hiring 9th Grade On-Track coaches has a beneficial impact for schools that implemented High School Success Plans.

The 9th Grade On-Track data contrasting pre-pandemic patterns and the most currently available data from 2023 are provided below in Exhibit 18. Ninth Grade on Track data trends are presented in Exhibits 19 and 20 for Oregon students by race/ethnicity and by focal groups for 2019 and 2023, respectively.

EXHIBIT 18: NINTH GRADE ON-TRACK DATA BY RACE/ETHNICITY FOR 2018-19 AND 2022-23 SCHOOL YEARS

Student Group	2018-2019	2022-2023	Difference
American Indian/ Alaska Native	74.4	71.3	-3.1
Asian	>95	>95	*
Black/ African American	79.0	76.6	-2.4
Hispanic/ Latino	80.4	77.1	-3.3
Multiracial	84.5	82.9	-1.6
Native Hawaiian/ Pacific Islander	79.3	72.1	-7.2
White	86.9	84.9	-2.0

EXHIBIT 19: 9TH GRADE ON TRACK TRENDS BY STUDENT RACE/ETHNICITY

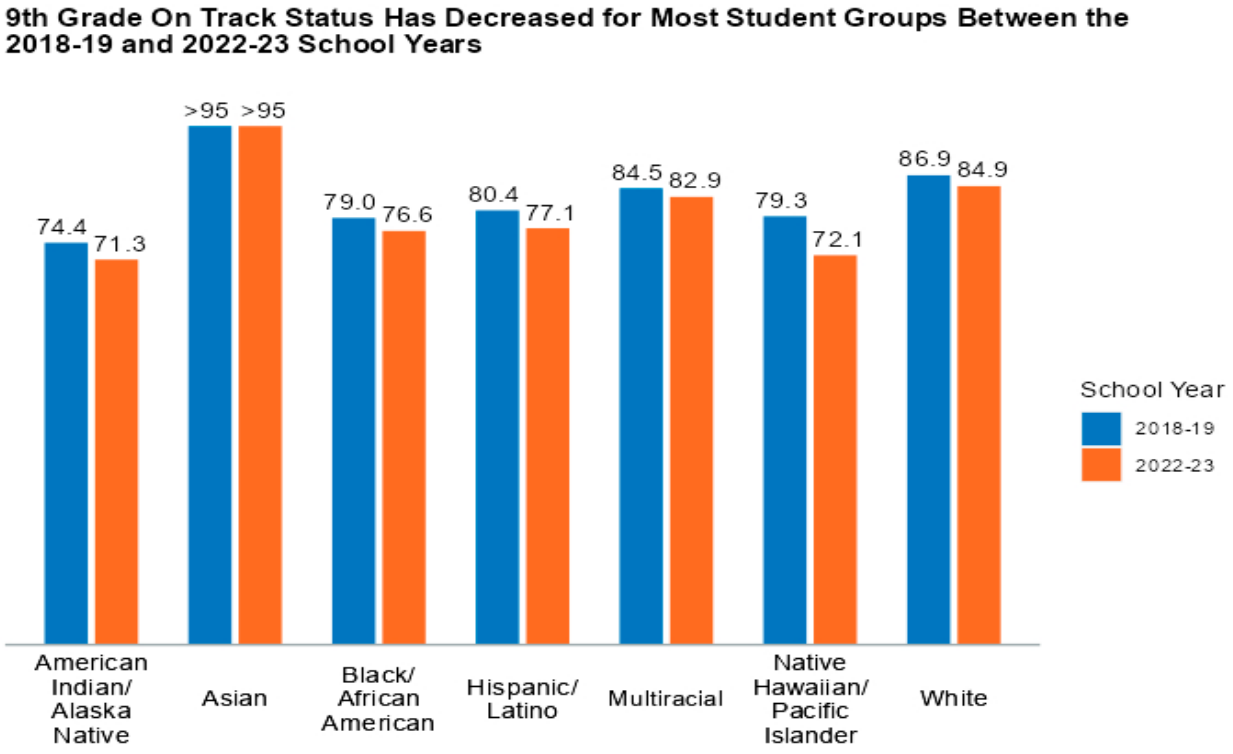
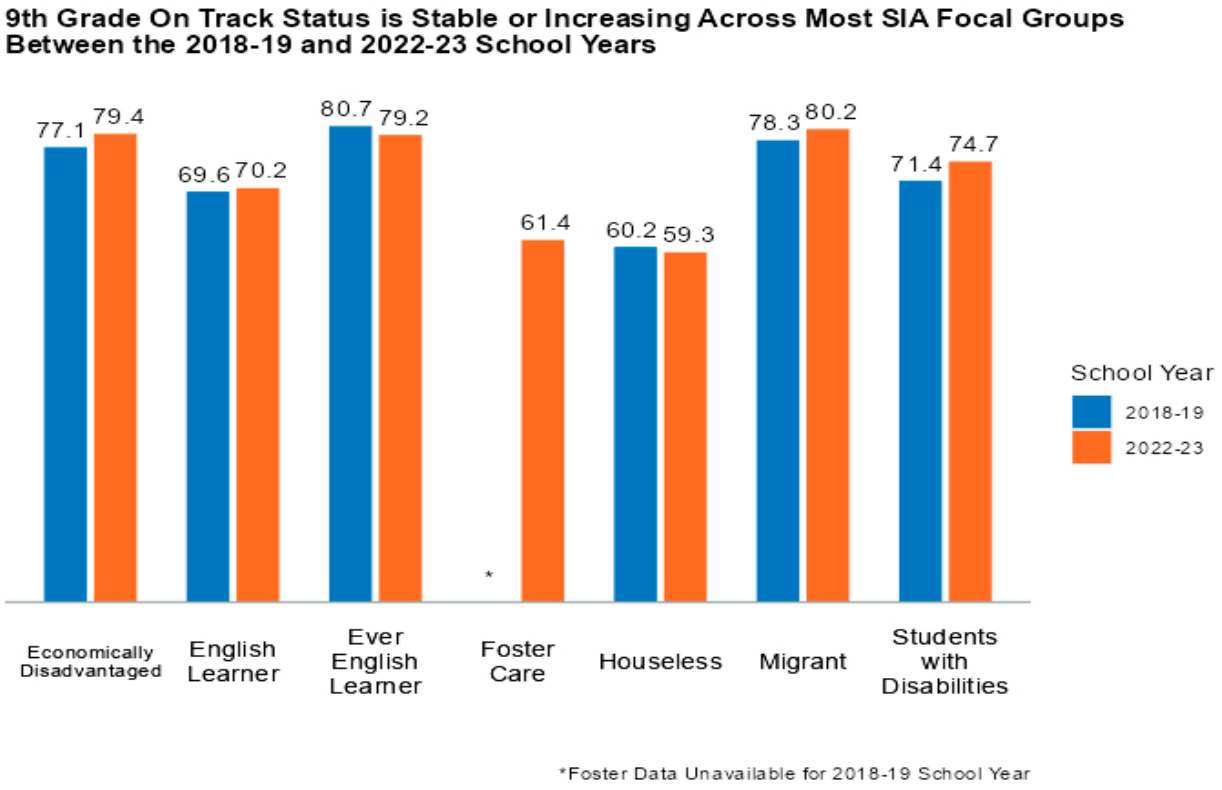


EXHIBIT 20: 9TH GRADE ON TRACK TRENDS BY STUDENT FOCAL GROUP



Graduation Rates

Graduation rates are a critical metric for measuring student success and the state's equity goals. Despite the challenges school communities still confront, in 2023, Oregon's four-year graduation rate was 81.3 percent. This is the second-highest graduation rate in Oregon's recorded history, and higher than the most recent, pre-pandemic graduation rate of 80.0 percent for the class of 2019. It is lower than 2020's 83 percent graduation rate. In recent years, with a coordinated statewide focus on improving graduation rates, Oregon has made steady progress both in increasing graduation rates and narrowing inequalities, resulting in graduation rates much higher than the Class of 2014's rate of 72 percent. Graduation rates for the Class of 2014 and 2023 are presented in Exhibit 21.

EXHIBIT 21: GRADUATION RATES FOR OREGON STUDENT GROUPS

Student Group	Class of 2014	Class of 2023	Difference
All	72.0	81.3	+9.3
Asian	85.9	92.1	+6.2
Native Hawaiian/ Pacific Islander	68.8	75.9	+7.1

Student Group	Class of 2014	Class of 2023	Difference
American Indian/ Alaskan Native	53.5	68.2	+14.7
Black/African American	60.2	73.1	+12.9
Hispanic/Latino	64.9	78.2	+13.3
Former English Learners	69.9	87.6	+17.7
English Learners in High School	51.7	68.1	+16.4
Special Education	51.1	68.6	+17.5

Prior to the pandemic, Oregon's high school graduation rates for all student groups over the past decade have risen impressively. Differences remain, however, in graduation rates for students of color, students experiencing poverty, students who are English language learners, and students with disabilities. For students who fall into more than one of these groups—and fully one third of Oregon students do—the challenges are even greater. Research over the past eight years by the QEC points to the implementation of continuous improvement processes that increase effective instructional practices and personalize education for students as factors in Oregon's improving graduation rates.

A good example of effective instructional practices can be seen in the graduation rates of students who complete state-approved courses in Career and Technical Education (CTE) Programs of Study. CTE instruction incorporates standards-based academic content, technical skills, and workplace behaviors necessary for success in careers of the 21st century. Among students beginning high school in 2016-17, the four-year graduation rate was 12.2 percentage points higher for CTE concentrators than for all students statewide, with graduation rates nearing 95 percent; students in every racial/ethnic student population graduated at higher rates than the state average.

Going forward, findings from statewide community visits also highlight a need for outreach to students, youth, parents, and families, to build relationships, integrate culturally responsive practices, and to provide wrap- around services. These are state investments the QEC would recommend in future biennia.

High School Completer Rates

Students sometimes encounter systems that do not make appropriate resources available and life hurdles that make it infeasible to graduate in four years. Districts and schools continue to support these students and ODE reports their progress as being high school completers; this means that they graduate in five years. This is another critical metric for measuring student success and the state's equity goals, and how educators do not give up on student learning for those who cannot fit inside the typical box.

In 2023, Oregon's five year completer rate was 86.8. As with the four-year cohort graduation rate, Oregon's K-12 education system has seen notable progress in terms of meeting the needs of students who take a little longer to clear the graduation hurdle. Five-Year Completer Rates data are presented below in Exhibit 22.

EXHIBIT 22: FIVE-YEAR COMPLETER RATES FOR OREGON STUDENT GROUPS

Student Group	Class of 2014	Class of 2023	Difference
All	82.1	86.8	+4.7
Asian	90.3	94.5	+4.2
Native Hawaiian/ Pacific Islander	77.0	81.7	+4.7
American Indian/ Alaskan Native	70.3	76.2	+5.9
Black/African American	72.5	82.2	+9.7
Hispanic/Latino	75.0	84.4	+9.4
Former English Learners	-	90.3	-
English Learners in High School	65.1	73.3	+8.2
Special Education	63.4	75.4	+12

State Tests

Oregon's federal assessment requirements within the Every Student Succeeds Act (ESSA) were waived in Spring 2020, providing no results for how well our education system was serving students in learning reading/language arts, mathematics, or science. Pursuant to a successful waiver request in 2021, state testing was based on shortened test blueprints and limited to specific grade levels and content areas. Participation rates hovered in the 25-35 percent range for most grades. Test results from these two years are not defensible for use in evaluation of programs at the state level. A comprehensive set of summative tests was back in place in spring of 2022, but participation rates remained below the federally-required 95 percent minimum in all grades and content areas. Notably, Oregon's Grade 11 summative test results were not possible to use for evaluation purposes in 2022 or 2023, having fallen below the 80 percent threshold required for usefulness according to Oregon's Technical Advisory Committee (TAC).

Participation rates post-pandemic are on the rise for all content areas, grades, and student groups, increasing by 2.7 percent in English language arts (ELA), 3.0 percent in mathematics, and 2.8 percent in science, across all tested grades. These levels are not yet sufficient to meet federal participation requirements in any content area, nor at any grade level. Participation is highest in the early grades and steadily declines toward high school, where the lowest participation rates are experienced. High school participation rates in 2022-23 ranged from 63.1 percent in Science to 70.7 percent in English language arts, well below the required threshold. Complete participation rates by grade and student group for the 2018-19 (pre-pandemic) to spring 2023 time period are provided in Appendix A, Tables A.1 and A.2.

Oregon's state proficiency rates for Oregon's general state summative tests in English language arts, mathematics, and science demonstrate that our education system has stabilized after the pandemic, but Oregon's education system is not yet on the road to recovery. Full proficiency results are provided in Appendix A, Table A.3. In Oregon, proficiency means that a student is on track to graduate college and career ready, meaning that they should be able to begin college or university coursework without having to take remedial courses. Oregon state summative test results for student groups required for federal reporting in English language arts, mathematics, and science from 2018-19 (pre-pandemic) to spring 2023 are provided in Appendix A, Table A.4.

Oregon Extended Assessment results for students with significant cognitive disabilities by grade for English language arts, mathematics, and science, from 2018-19 (pre-pandemic) to 2023 are shown in Appendix A, Table A.5. Results demonstrate that achievement has fallen across almost all grade levels and content areas, that students with significant cognitive disabilities have been impacted substantially by the pandemic and have not begun the recovery process. The Oregon Extended Assessment is an alternate assessment based on alternate academic achievement standards for students with the most significant cognitive disabilities.

Students who are federally-identified as English learners (ELs) participate in the English Language Proficiency Assessment in Grades K-12. Students who earn proficiency are exited from eligibility for English language development services. English language proficiency results are published in Appendix A, Table A.6.

Class Size

Reducing class size is a big cost driver in education. Research indicates that children in smaller classes are more successful, both academically and otherwise, particularly in elementary grades, and that class size reduction can be an effective strategy for closing racially or socioeconomically-based achievement gaps.[2]

The largest class size study, the Tennessee's Student Teacher Achievement Ratio (STAR) was a four-year longitudinal study that found smaller class sizes had a positive effect on student learning.[3] The STAR research shows that small classes (15-17 pupils) in kindergarten through third grade (K-3) provide short- and long-term benefits for students, teachers, and society at large.

Although all students benefit, poor, minority, and male students reap extra benefits in terms of improved test scores, school engagement, and reduced grade retention and dropout rates. Oregon educators continue to cite large class size as an impediment to student learning.[4] Class size continues to be a topic of conversation as a potential, yet costly, solution for improving learning for Oregon's students (see page 8, 2023 Oregon Educator Survey Report).

Oregon began collecting class size data in 1997, but the collection has been refined over the years to include more detailed data elements. In 2013, the calculation was improved to use teacher staffing numbers in schools rather than the number of adults in the school, the use of which had artificially lowered class size calculations.

[2] C.M. Achilles, et al, Tennessee's Student Teacher Achievement Ratio (STAR) project, 2008. https://doi.org/10.7910/DVN/SIWH9F, Harvard Dataverse, V1, UNF:3:Ji2Q+9HCCZAbw3csOdMNdA== [fileUNF]

[3] Achilles, C.M. et al (2012). Class-size Policy: The Star Experiment and Related Class-size Studies. NCPEA Policy Brief, 1.2. 43

[4] TELL Survey results. https://telloregon.org/results/.

Class size data for 2020-21 is difficult to compare from prior years, given changes in course scheduling and record keeping in some districts. For 2020-21, almost all class size medians decreased at the state- level contrasted to all previous years.

Self-contained classes decreased by 1.5 to 5.5 students per class. Departmentalized classes decreased by 7-9 students per class. These changes were expected due to schools following the Ready Schools, Safe Learners guidance to schedule smaller class cohorts to prevent COVID-19 transmission through adequate social distancing within enclosed classrooms. Individual schools also showed overly large class sizes and increased medians in some cases. These increases may indicate that the school was offering comprehensive distance learning on the first weekday in May.

Funds available through the Student Success Act may be used to reduce class sizes. For 2022, the QEC has changed its class size assumptions in elementary grades to better meet the social/emotional and learning needs of students.

Poverty and Houselessness

The impacts of socio-economic status on student learning are well-documented[5] . Researchers have demonstrated a strong connection between family income and student achievement. In 2018, after eight years of uninterrupted economic growth, Oregon's poverty rate stood at 13 percent, meaning that more than one in 10 Oregonians met the federal definition of poverty and likely lacked one or more basic needs, representing more than 516,000 Oregonians, including 134,000 children.[6]

Education equity is the equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families including civil rights protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and marginalized.

Office of Equity, Diversity & Inclusion
Oregon Dept. of Education

Child poverty stands at 13.8 percent, a reduction from past years.[7] Between January and April of 2020, this rate dropped nearly five points, following the release of federal pandemic relief funds, such as the Child Tax Credit.[8] That tax credit expired in December 2021, sending many recipient families back into poverty. When measured by eligibility for free and reduced lunch programs, Oregon's low-income students exceed 50 percent of enrollment.

Oregon's 22,000 homeless students suffer some of the greatest barriers to learning, due to trauma, insecurity, frequent school moves, and inability to study in a home environment. Several state and federal programs support some relief for these children, but Oregon's housing crisis has grown so large that these resources cannot fully address the size of the problem. While the overall statewide number of students experiencing houselessness, or who are

[5] Baker, B.D., Farrie, D. and Sciarra, D.G. (2016), Mind the Gap: 20 Years of Progress and Retrenchment in School Funding and Achievement Gaps. ETS Research Report Series, 2016: 1-37.

[6] Audrey Mechling, A Portrait of Poverty in Oregon, Oregon Center for Public Policy, August 7, 2021. https://www.ocpp.org/2020/08/07/ poverty-oregon/

[7] Annie E. Casey Foundation, Kids Count Data Center, 2019. https://datacenter.kidscount.org/data/tables/2564-childhood-poverty#detailed/2/any/false/1729,37,871,870,573,869,36,868,867,133/any/5332

[8] Ashley Walker, Children's Institute, Federal Aid Programs Brought 60K Children Out of Poverty. Jan. 7, 2022. https://childinst.org/federal-aid-program-brought-60k-oregon-kids-out-of-poverty/

unaccompanied, decreased, the COVID-19 pandemic and the closure of schools provided challenges for districts to identify and re-engage youth and students who are experiencing houselessness and provide services.

Language Diversity

Bilingualism of students is a benefit to students, families, and the State of Oregon. The current prototype schools model does not allow for consideration of potential differences in cost for operating a variety of bilingual school models, which could be something to consider in future iterations. For now, the QEM includes updated estimates on the need for English Language Learner (ELL) educators and professional development of all teachers. Rates of English Learner (EL) students impact QEM estimates, and districts that have students identified as English Language Learners receive additional weight in the school funding formula.

Oregon schools see a diversity of languages spoken. The largest district, Portland Public Schools, reports 60 different languages spoken in their schools.[9] According to Oregon's Statewide Report Card for 2022-23, there were 62,390 students who are federally defined as English Learners. This is an increase of 3,052 students having federal EL status from the prior report. In 2021-22 about 10.8 % of Oregon's K-12 students held federal English learner status, compared to the over 11.3% students in 2022-23.

As of May 1, 2019, there were 102,786 students (about 18 percent of all Oregon students) who had direct experience with the state's English learner programs, as current or former English Learners (ELs). Within this student population, there was tremendous diversity in the cultural and linguistic assets they brought to their schools and districts. About half of those students (51,122 or 8.9 percent of all Oregon students) were classified as current ELs, meaning they were still developing their proficiency in English. A similar number (51,664 or 9.0 percent of Oregon students) were classified as former ELs, students who were at one time classified as current ELs, but had developed proficiency in English.[10]

[9] Portland Public Schools Multilingual and Multicultural Center, accessed May 2022. https://mlc.portlandschools.org/about#:~:text=Since%20then%2C%20Portland's%20multilingual%20community,speak%20over%2060%20different%20languages.

[10] Oregon Dept. of Education, English Language Learners in Oregon Annual Report 2018-2019, June 2020. https://www.oregon.gov/ode/reports-and-data/LegReports/Documents/Oregon%20English%20Learners%20Report%202018-19%20Final.pdf

Special Education

The Individuals with Disabilities Education Act (IDEA) makes a free appropriate public education available to eligible students aged 5-21 and ensures special education and related services to those students. The percentage of Oregon students receiving special education services under IDEA has averaged 13.9 percent of total enrollment over the last five years, despite the fact that each school district's special education weight is capped at 11 percent in the distribution formula. A high- cost disability grant supplements some of the difference for students whose support needs exceed $30,000 per year. Special education enrollment has been stable in recent years and was 14.5 percent in the spring of 2023. Special Education enrollment trends from 2017 to 2023 are shown in Exhibit 23 below.

EXHIBIT 23: SPECIAL EDUCATION ENROLLMENT

	2016-17	2017-18	2018-19	2019-2020	2020-21	2021-22	2022-23
Special Education	77,964	78,867	80,436	82,485	79,782	78,716	79,998
Total Enrollment	578,947	580,684	581,730	582,661	560,917	553,012	552,380
% of Enrollment	13.5%	13.6%	13.8%	14.2%	14.2%	14.2%	14.5%

Workforce Diversity

In the 2020-21 school year, Oregon employed 31,951 teachers, of which 11.4 percent were teachers of color (teachers who were identified in state reporting as Asian, Black or African American, Hispanic or Latino, American Indian or Alaska Native, Native Hawaiian or Pacific Islander, or Two or More Races). The overall teacher workforce increased by 1,908 teachers over the ten-year span, and representation of teachers of color increased by 3 percent (from 8.4 percent in the 2010-11 school year).[11]

The benefits of a teacher workforce that mirrors its student demographics are multifold. Studies investigating the impact of racial matching for teachers and students found positive results on racially, ethnically and/or linguistically diverse student test scores and improved perceptions of teachers of color for White students, a key facet of developing anti-racism in today's schools and society (Clotfelter, Ladd, & Vigdor, 2007). Another longitudinal study provided evidence that Black students taught by a Black teacher at least once between third and fifth grade were less likely to drop out of high school and more likely to aspire to go to college (Gershenson, et al., 2017). Most recently, results suggest that Black students are more likely to take advanced coursework if taught by a Black teacher (Hart, 2020).[12] Policymakers and education leaders are challenged to redefine policies, structures and practices that invest in

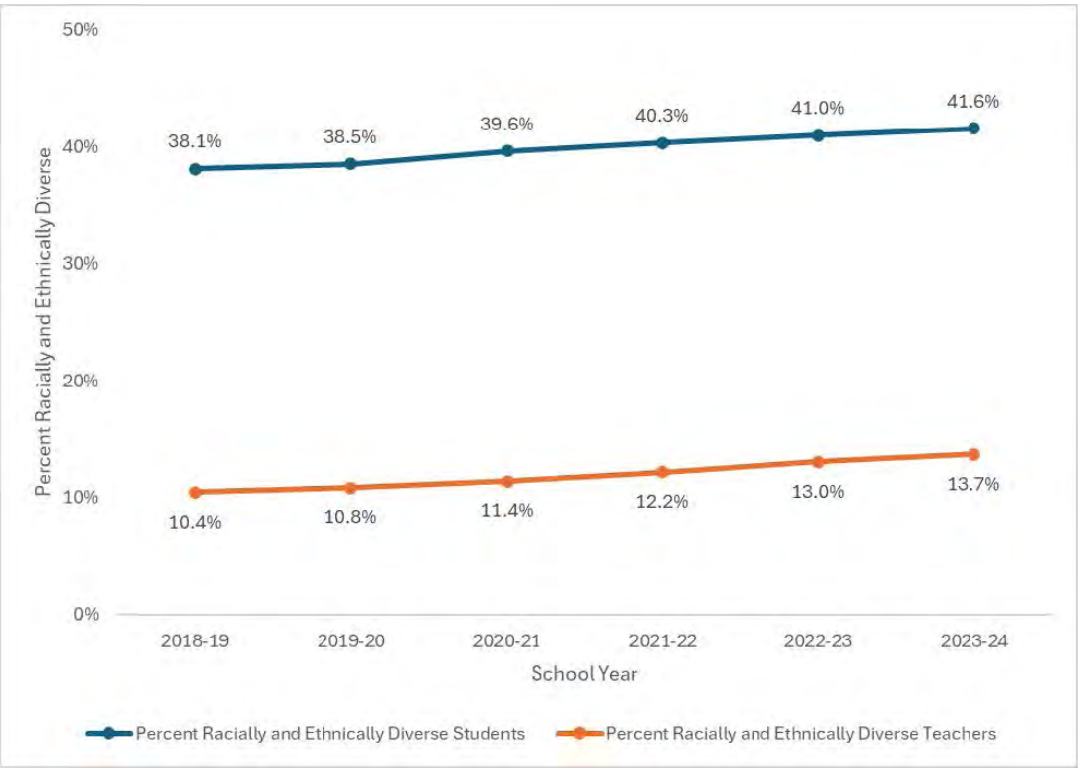
[11] Educator Advancement Council, Oregon Dept. of Education, Data Brief: Teacher Workforce Demographic Changes Over the Last 10 Years, updated 2/24/2022. https://core-docs.s3.amazonaws.com/documents/asset/uploaded_file/2764/EAC/2063658/EAC_newsletter_ode_staff_positions_data_Feb_2022.pdf

[12] Educator Advancement Council, Oregon Dept. of Education, Oregon Educator Equity Report, November 2020, 14. https://core-docs.s3.amazonaws.com/documents/asset/uploaded_file/1719960/2020_Ed_Equity_Report.pdf

community-based professional learning for ethnic studies, multicultural education, and culturally sustaining pedagogy, and anti-racist practices in schools.[13]

The percentage of Oregon's teachers who are racially and ethnically diverse continues to increase, slowly and steadily. As shown in Exhibit 24 below, the gap between teacher and student diversity has been stable since 2018-19 .

EXHIBIT 24: OREGON TEACHER AND STUDENT DIVERSITY TRENDS



Additional analyses based upon multiple positions within K-12 public education from 2019-20 and 2022-23 are conveyed in Exhibits 25 and 26 below, respectively. It is notable that administrative-level positions, such as Superintendent, are generally less diverse by race/ethnicity compared to support-level positions, such as non-licensed staff.

[13] Oregon Educator Equity Report, 15

EXHIBIT 25: STUDENT AND EDUCATOR WORKFORCE DEMOGRAPHICS FROM 2019-20

Demographic Group	White	Hispanic/ Latino	Asian	Multi-Racial	Black	American Indian/ Alaskan Native	Native Hawaiian/ Pacific Islander
District Administration	91.76%	5.24%	0.00%	1.12%	1.50%	0.37%	0.00%
Non-Licensed Staff	81.06%	12.01%	2.21%	1.66%	1.77%	0.94%	0.36%
Other Licensed Staff	87.26%	6.80%	1.48%	1.77%	1.69%	0.74%	0.26%
School Administration	86.68%	6.89%	1.40%	1.87%	2.49%	0.41%	0.26%
Special Education Support Staff	84.05%	8.89%	2.10%	2.04%	1.66%	0.90%	0.35%
Teachers	89.18%	5.60%	1.85%	1.85%	0.71%	0.59%	0.23%
All Staff	85.14%	8.64%	1.98%	1.80%	1.37%	0.77%	0.30%
K-12 Students	61.49%	23.73%	3.98%	6.57%	2.26%	1.20%	0.76%

EXHIBIT 26: STUDENT AND EDUCATOR WORKFORCE DEMOGRAPHICS FROM 2023-24

Demographic Group	White	Hispanic/ Latino	Asian	Multi-Racial	Black	American Indian/ Alaskan Native	Native Hawaiian/ Pacific Islander
District Administration	88.03%	5.28%	0.35%	1.76%	2.46%	1.76%	0.35%
Non-Licensed Staff	75.44%	14.79%	2.89%	1.80%	3.51%	1.01%	0.55%
Other Licensed Staff	82.57%	8.97%	1.90%	2.27%	3.08%	0.80%	0.43%
School Administration	85.07%	7.89%	1.95%	1.95%	2.38%	0.43%	0.33%
Special Education Support Staff	80.99%	11.28%	2.78%	2.20%	1.45%	0.88%	0.42%
Teachers	86.99%	7.21%	2.17%	1.99%	0.79%	0.60%	0.25%

Demographic Group	White	Hispanic/ Latino	Asian	Multi-Racial	Black	American Indian/ Alaskan Native	Native Hawaiian/ Pacific Islander
All Staff	81.06%	11.02%	2.52%	1.96%	2.21%	0.82%	0.41%
K-12 Students	59.04%	25.33%	4.02%	7.25%	2.35%	1.18%	0.84%

Educator Workforce Shortage

In addition to educator workforce diversity challenges, Oregon is facing a drastic educator crisis that may become even graver. According to the Educator Advancement Council's 2022 report, Oregon's educator workforce shortage impacts class sizes and the quality of student learning experiences,

"In Oregon, the impacts of teacher shortages include a greater number of students being taught by substitute teachers and teachers who are not certified in the area assigned to teach, and, in the most extreme cases, disruptive school closures" (p. 6).

The report also highlights the need to invest not just in recruitment and related strategies, but also by addressing workforce conditions in schools for educators of color in order to help nurture and sustain their commitment to the vocation.

Developed during the 2023 long session, Senate Bill 283, Section 1, required ODE to partner with educators, educator preparation programs, the Higher Education Coordinating Commission, Educator Advancement Council, and the Teacher Standards and Practices Commission to develop a business case for an Educator Workforce Data System that could help define the teacher shortage problem accurately and allow for longitudinal comparisons. The draft business case is due to the legislature by September 15, 2023. The bill also requires the development of a new Education Staff Workforce Survey, to be piloted by June of 2025.

Historically, the Oregon Statewide Educator Survey and Teaching, Empowering, Leading and Learning (TELL) Survey have served as valuable resources for education policy makers in assessing teaching and learning conditions. An anonymous online survey of licensed educators regarding their teaching environment, the results are one component of school improvement planning. The longitudinal data has conveyed incredible value for Oregon. For example, the 2023 survey, the most recent one to have been completed, showed data that the pandemic has exposed more broadly. In 2023, only 39 percent of teacher respondents agreed that non-instructional time provided was sufficient.

In response to workforce concerns, the 2022 Legislature passed House Bill 4030, the Educator Workforce Bill, that features a number of short-term policy changes and a $100 million, one-time investment focused on helping to address Oregon's educator workforce shortages. The bill provided for training opportunities, relaxed reciprocity agreements, recruitment and retention grants, and additional support for Teachers Standards and Practices Commission (TSPC). The 2021 Legislature enacted HB 2166, which allows the Teacher Standards and Practices Commission to permit accredited educator preparation providers to offer nontraditional pathways to licensure and

increases the scholarship amount for diverse teacher candidates from $5,000 to $10,000.

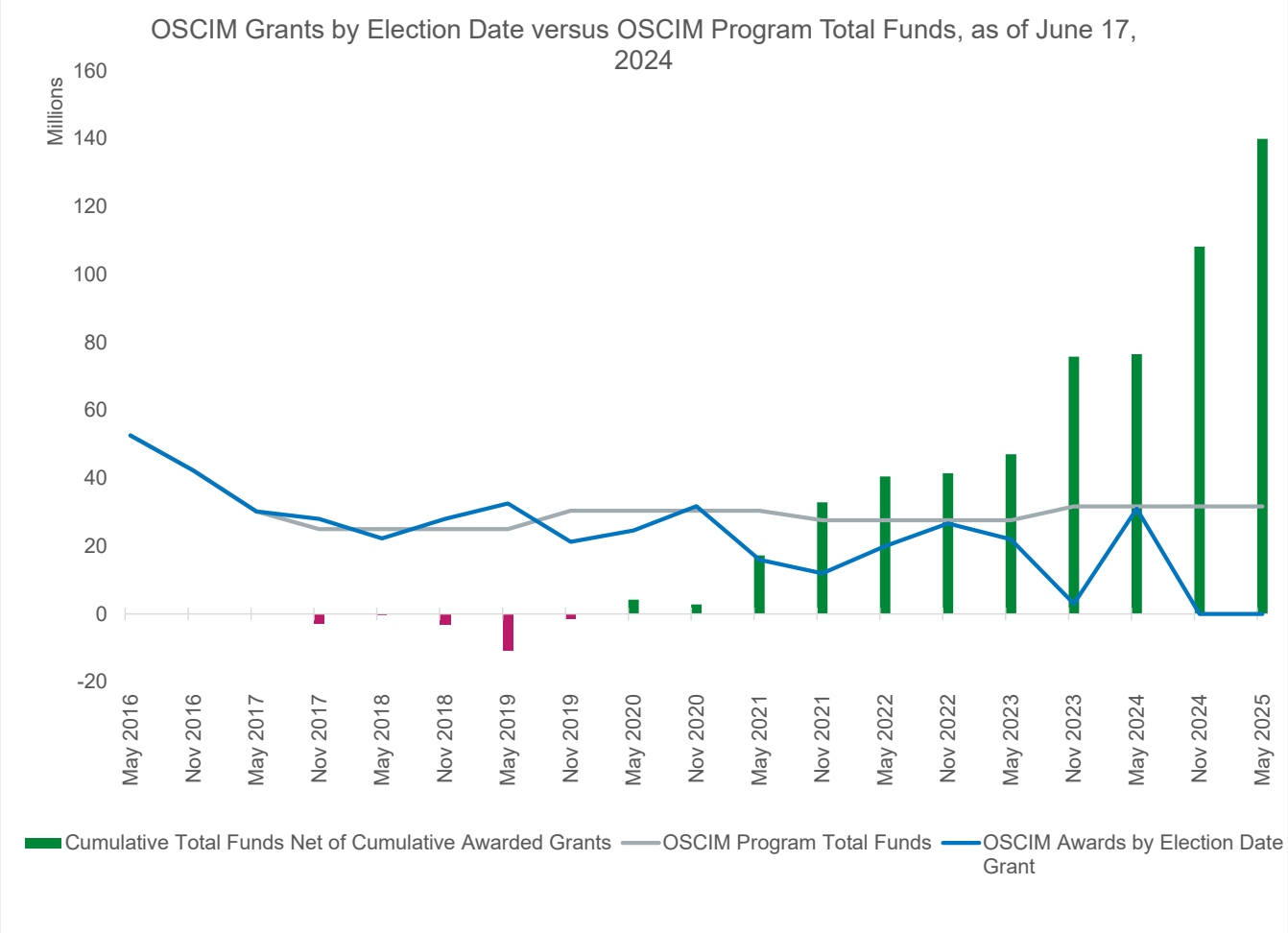
Funding School Facilities

The 2014 Task Force on School Capital Improvement Planning found that the condition of Oregon's K-12 schools, "reflects a national pattern of under-investment: crumbling buildings, obsolete systems, and deteriorating site conditions. Oregon's school facilities are falling into obsolescence and failing to provide our children with environments for achievement and success."

The 2013 Legislature created the Oregon School Capital Improvement Matching (OSCIM) Program. This state program, though an important aspect of state support for facilities, contributes a relatively small share of the total capital spending of school districts and the state should consider additional ways to support districts in improving their facilities. These data are presented in Exhibit 27 below.

The OSCIM Program performed successfully in the early years, but following the COVID-19 pandemic, $139.9 million of available bond matching funds were legislatively authorized without any corresponding grants being awarded. These authorized bond funds do not roll forward to the next biennium. If districts are unable to pass a local general obligation bond in a OSCIM grant election cycle, then the remaining OSCIM funds pass to the next district in line for OSCIM grants. If the total of district grants requested and awarded is less than the legislatively authorized OSCIM grants for that election cycle, any unawarded OSCIM matching funds authorized for that election cycle expire.

EXHIBIT 27: OREGON SCHOOL CAPITAL IMPROVEMENT MATCHING DATA



Student Health Survey Snapshot

Oregon 6th, 8th, and 11th graders participate in the Student Health Survey, which asks a variety of questions about students' general well-being. Survey results from 2022 that speak to student mental, physical, and emotional wellness are provided below. Student self-assessment demonstrates that emotional and mental health challenges increase from Grades 6, to 8, to 11, as evidenced by the increasing percentages of students who describe their current state of emotional and mental health as "Poor," with 18.4% of 11th Graders responding in this manner and 22.9% reporting that they experienced emotional or mental support needs that were not met. With regard to physical health and services, students reported that 6.2% were in "Poor" physical condition in 11th Grade, with 10.1% of these high schoolers having physical support needs that were not met.

Would you say that in general your emotional and mental health is…

	6th	8th	11th
Excellent	15.4%	12.3%	6.9%
Very Good	21.1%	17.5%	13.1%
Good	27.8%	26.3%	25.3%
Fair	15.6%	21.5%	29.7%
Poor	7.2%	12.9%	18.4%
I am not sure	6.3%	5.4%	4.5%
I don't know what this question is asking	1.2%	0.4%	0.2%
I prefer not to answer	5.4%	3.7%	2%

Would you say that in general your physical health is…

	6th	8th	11th
Excellent	19.9%	16.7%	12.0%
Very Good	25.8%	24.6%	22.6%
Good	29.7%	31.7%	34.2%
Fair	12.5%	17.1%	22.0%
Poor	2.8%	4.3%	6.2%
I am not sure	4.9%	3.3%	2.0%
I don't know what this question is asking	1.6%	0.4%	0.2%
I prefer not to answer	2.9%	2.0%	0.9%

During the past year, did you have any physical health care needs that were not met? (Count any situation where you thought you should see a doctor, nurse, or other health professional.)

	6th	8th	11th
Yes	n/a	6.4%	10.1%
No	n/a	67.5%	72.6%
I am not sure	n/a	17.1%	12.8%
I don't know what this question is asking	n/a	5.1%	1.4%
I prefer not to answer	n/a	3.9%	3.0%

During the past year, did you have any emotional or mental health care needs that were not met? (Count any situation where you thought you should see a counselor, social worker, or other mental health professional.)

	6th	8th	11th
Yes	n/a	16.1%	22.9%
No	n/a	59.0%	58.2%
I am not sure	n/a	14.4%	12.9%
I don't know what this question is asking	n/a	3.9%	1.1%
I prefer not to answer	n/a	6.6%	4.8%

Student Success Plans

Oregon has implemented several programs that are designed to improve K-12 educational outcomes for student focal groups in our state education systems, including Student Success Plans for students who identify as American Indian/Alaska Native, African American/Black, Latino/a/x & Indigenous, LGBTQ2SIA+, and Native Hawaiian/Pacific Islander. For example, our students who are multilingual learners are served by our English Learner Strategic Plan. ODE's Office of Enhancing Student Opportunities (OESO) creates the conditions for collective responsibility for students with Individualized Education Programs (IEPs) and students who are served by Section 504 plans with technical assistance, guidance, monitoring and evaluation efforts.

The Oregon Legislature expanded support for Student Success Plans in the 2024 long session by charging ODE with the development and implementation of an Immigrant and Refugee Student Success Plan as part of Senate Bill 1532. This new SSP will be aligned with other efforts to support students who have been, and continue to be, marginalized by Oregon's K-12 education system.

The Student Success Act

Through the Student Success Act (SSA), passed by the legislature in 2019, Oregon is investing in programs that serve students who have been and continue to be underserved. Of note, the Integrated Guidance and related school improvement efforts support district efforts to thoughtfully engage with their communities and develop sound, flexible, and coordinated plans while reinforcing central tenets of our federal accountability system defined by ESSA. The goals and anticipated growth toward attainment within the district Integrated Guidance plans are called Longitudinal Performance Growth Targets, which are described below.

Longitudinal Performance Growth Targets (LPGTs) were established in statute within the Student Investment Account (SIA) portion of the Student Success Act of 2019. The Student Investment Account was created as a set of funds to disperse non-competitive grants to eligible school districts, charter schools, Juvenile Detention Education Programs, and Youth Correctional Education Programs. The central goals of the SIA grant dollars are to:

1. Meet student's mental or behavioral health needs; and
2. Increase academic achievement for students, including reducing academic disparities for focal student groups.

To measure the increase in academic achievement for students as well as the reduction in academic disparities for focal student groups, grantees set five years of targets that align with the outcomes approved in their plan. There are five common metrics that make up the LPGTs:

1. Regular Attender Rate;
2. 3rd Grade English Language Arts Proficiency Rate;
3. 9th Grade On Track to Graduate Rate;
4. 4-Year Cohort Graduation Rate; and
5. 5 Year-Cohort Completion Rate.

Grantees also had the option to set Local Metrics, also named in statute, to show a fuller picture of education in their schools—these metrics could be additional academic measures such as 8th grade math or course pass rates, or they could include non-instructional measures such as school climate or student mental health and well-being.

Each grantee, with at least 80 resident average daily membership, was required to co-develop with the ODE three types of targets for each common metric: Baseline, Stretch, and Gap-Closing. Baseline Targets include all students and indicates the minimum rates the grantee is satisfied to meet or maintain over a five-year period. Stretch Targets also include all students. These represent significant improvement and go beyond baseline expectations but should still be attainable. The final target type, Gap-Closing, is based on a Combined Focal Student group and is required to make progress toward closing the gap between the Combined Focal Student group and all students.

- The Gap-Closing Targets are set by fewer grantees because the Combined Focal Student group is generally a subset of students and any targets with fewer than 10 students were not set to preserve student confidentiality.
- Targets above 95% are suppressed for future student confidentiality as ">95%" and for the purposes of this analysis are calculated at 95%. If a grantee has set targets as >95%, it will appear as no increase in targets, and the lower end of the range will be 0.

When co-developing the first set of targets in 2023, grantees and ODE staff met either virtually or in person and reviewed the ODE-provided historic data, talked through the outcomes, strategies, and activities of the grantee's plan, and considered the top growth seen historically for each of the metrics. Co-developed targets then had a final review

by ODE staff and were put into SIA grant agreements, which the grantee's governing board approved.

It's worth noting that when grantees and ODE staff were co-developing these targets in summer and fall 2023, Early Literacy School Success District Grants were in the early phases of implementation. Grantees may have increased their investments in early literacy because of those grants, and that is likely not reflected in these targets.

Regular Attender Targets (historical data)

Type of Target	Student Population Included	Count of Grantees Required to Set
Baseline	All Students	188
Gap-Closing	Combined Focal Students	188
Stretch	All Students	188

Target Type	Average change over 5 years	Range of change over 5 years	Median change over 5 years
Baseline	5.82%	0.0% to 27.0%	4.7%
Gap-Closing	8.89%	0.0% to 40%	7.8%
Stretch	9.24%	0.0% to 27.0%	8.0%

If all grantees met their baseline targets by 2027-28, the estimated statewide rate for regular attenders would be 71.0 percent, an increase of 9.1 percent since the 2022-23 school year when rates were 61.9 percent.

3rd Grade ELA Proficiency (historical data)

Type of Target	Student Population Included	Count of Grantees Required to Set
Baseline	All Students	175
Gap-Closing	Combined Focal Students	142
Stretch	All Students	175

Target Type	Average change over 5 years	Range of change over 5 years	Median change over 5 years
Baseline	7.9%	0.8% to 22.0%	7.7%
Gap-Closing	11.1%	2.8 to 23.0%	10.5%
Stretch	12.8%	0.8% to 44.5%	12.0%

If all grantees met their baseline targets by 2027-28, the estimated statewide rate for 3rd Grade ELA Proficiency would be 49 percent, an increase of 10 percent since the 2022-23 school year when rates were 39 percent. This is a best-guess estimation as student enrollment, opt-out testing rates, and student mobility all factor into the inclusion of student performance in the statewide rates.

9th Grade On Track to Graduate Targets (historical data)

Type of Target	Student Population Included	Count of Grantees Required to Set
Baseline	All Students	174
Gap-Closing	Combined Focal Students	155
Stretch	All Students	174

Target Type	Average change over 5 years	Range of change over 5 years	Median change over 5 years
Baseline	5.63%	0.0% to 21.5%	5.0%
Gap-Closing	7.99%	0.0% to 25.5%	8.0%
Stretch	7.68%	0.0% to 24.0%	8.0%

If all grantees met their baseline targets by 2027-28, the estimated statewide rate for 9th grade on track to graduate would be 88.61 percent, a 6.01 percent increase from the 2022-23 school year when rates were 83.6 percent.

4 Year Cohort Graduation Targets (historical data)

Type of Target	Student Population Included	Count of Grantees Required to Set
Baseline	All Students	174
Gap-Closing	Combined Focal Students	158
Stretch	All Students	174

Target Type	Average change over 5 years	Range of change over 5 years	Median change over 5 years
Baseline	5.56%	0.0 - 35.0%	4.8%
Gap-Closing	8.34%	0.0 - 37.0%	8.0%
Stretch	7.14%	0.0 - 35.0%	6.0%

If all grantees met their baseline targets by 2027-28, the estimated statewide rate for 4 year cohort graduation would be 88.1 percent, a 6.8 percent increase from the 2022-23 school year when rates were 81.3 percent.

5 Year Cohort Completion Targets (historical data)

Type of Target	Student Population Included	Count of Grantees Required to Set
Baseline	All Students	174
Gap-Closing	Combined Focal Students	158
Stretch	All Students	174

Target Type	Average change over 5 years	Range of change over 5 years	Median change over 5 years
Baseline	3.69%	0.0 - 24.0%	3.4%
Gap-Closing	6.24%	0.0 - 26.0%	6.0%
Stretch	4.51%	0.0 - 24.0%	3.8%

If all grantees met their baseline targets by 2027-28, the estimated statewide rate for five year cohort completion would be 91.6 percent, a 4.8 percent increase from the 2022-23 school year when rates were 86.8 percent.

The Early Learning Transition Check In

The pandemic disrupted the administration of Oregon's Kindergarten Assessment in the fall of 2020, an opportunity that allowed the State Board of Education to request a substantial review of the test and related administration challenges. It was determined that the assessment was largely redundant with district assessment practices and that the behavioral components of the tool yielded results that conveyed dominant cultural expectations rather than inappropriate behavioral development. ODE and the Department of Early Learning and Care connected with families, community members, educators, and early learning researchers to determine what information was needed to inform the important transition from early learning and home contexts into Kindergarten. The fruits of that discussion are initially framed by the Early Learning Transition Check In, which is a project that begins with discussions with families about their and their child's strengths, interests, goals, and anticipated supports. It is possible that the set of resources will be expanded over time to include academic information and socio-emotional learning information.

Student Educational Equity Development Survey (SEED Survey)

Pursuant to House Bill 2656, passed in the 2023 legislative session, Oregon student voice is now part of our student experience conversations. The bill requires ODE to make a student survey available, which the department has operationalized as the Student Educational Equity Development Survey (SEED Survey). The SEED Survey captures information about student's access to learning resources, opportunities to learn, self-efficacy/beliefs, and sense of belonging as its cross-grade constructs. It also looks at well-rounded education, post-graduation planning, career/technical education participation, and extracurricular engagement.

Starting in spring 2024, all students in Oregon in Grades 3-11 must be afforded an opportunity to participate in the SEED Survey. The SEED Survey is delivered through Oregon's state Test Delivery System, which allows students to leverage all accessibility supports they might need to be able to respond. The SEED Survey is currently available in the most commonly used languages in Oregon (i.e., Traditional Chinese, Simplified Chinese, Vietnamese, Russian, Spanish, and English). The SEED Survey has been piloted in the state since the spring 2021 school year and several research briefs have been developed and published to show how student voice can be centered in our discussions about how well our education systems are meeting the needs of Oregon students, from their own perspective and in their own voice. Here are some examples of statements that students shared related to their sense of belonging:

Oregon Students on Feeling a Sense of Belonging

"By far the best [school I] have ever been to. [I] feel like the teachers truly care for the student[s] and it has been a welcoming and good [environment] to transfer into"

"I don't feel very confident or valued here. I've had…to take time off school….None of it was my fault, and It wasn't in my ability to take care of. I was treated like my missing work and lack of understanding was my fault."

"[I] just wish people were more kind is all"

ODE has published four briefs as of the writing of this QEM Report, which are listed below.

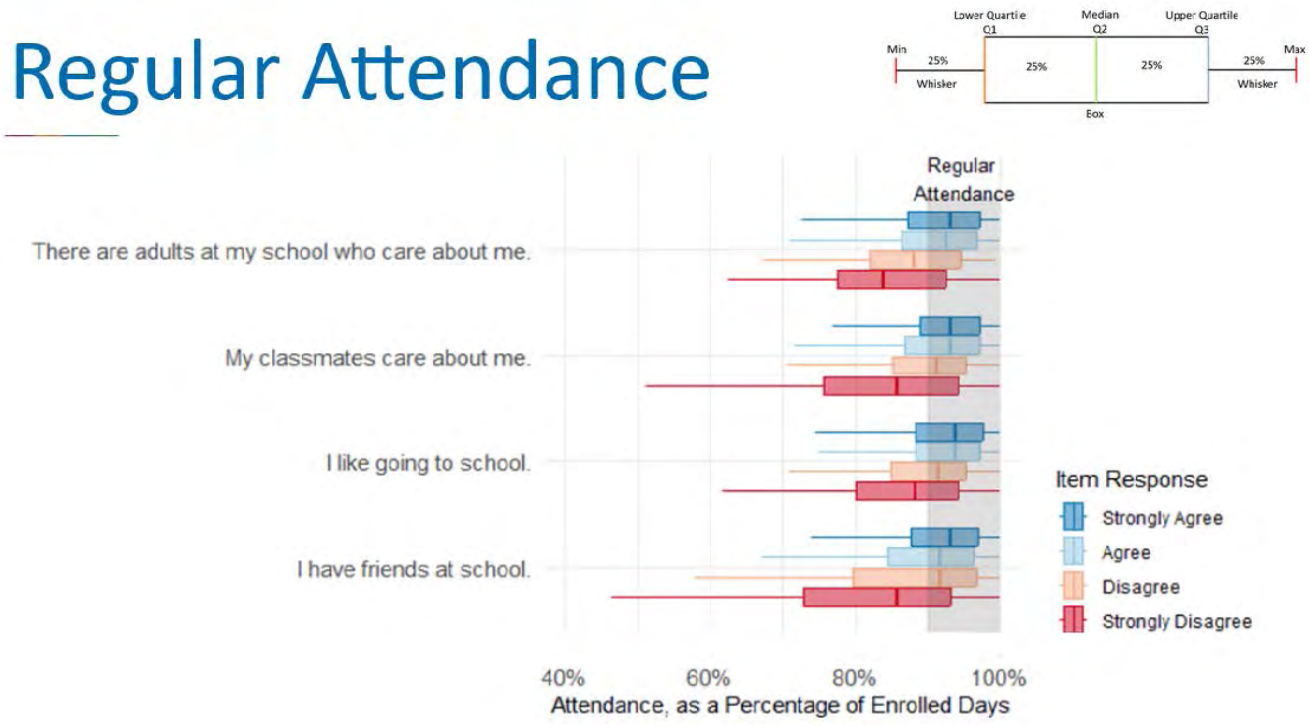
- In Their Own Words
- Sense of Belonging predictors and outcomes
- Extracurricular Participation and Barriers.

The department will also be reviewing the following topics on research briefs that will be developed in the coming year, including:

1. Student Sense of Self-Efficacy;
2. Student Access to Learning Resources; and
3. Student Future Plans.

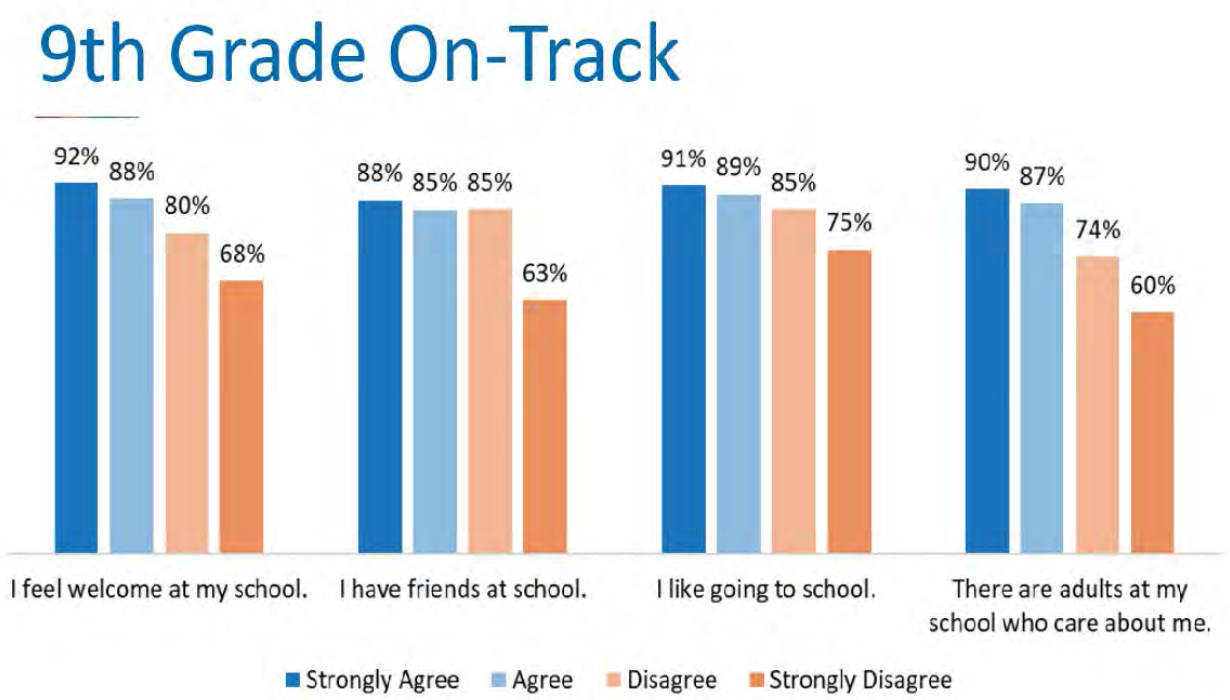
Some examples of the types of research questions that the SEED Survey results allow the department to address are provided below. These data displays convey the relationships between student sense of belonging and indicators that are central to the Student Investment Account (and also part of Oregon's federal accountability system). Exhibit 28 shows the relationship between student sense of belonging and attendance.

EXHIBIT 28: IMPACT OF SENSE OF BELONGING ON ATTENDANCE



Oregon's regular attendance indicator represents students who are present in school 90 percent of the time. It is a critical aspect of our view of education system quality, as Oregon's education system needs students to be in school, all day, every day in order to maximize academic learning opportunities and student achievement. The SEED Survey data above demonstrate that students who feel like they agree or strongly agree that they belong in school, as indicated by having friends, liking school, having classmates and adults who care about them, makes them want to go to school. The opposite is the case for students who strongly disagree, very few of whom are regular attenders.

EXHIBIT 29: IMPACT OF SENSE OF BELONGING ON NINTH GRADE ON TRACK



Similarly, students who agree or strongly agree that they generally belong in their schools have higher attainment of being on track to graduate by the end of their 9th Grade school year (meaning that they have earned at least 6.0 course credits)

The Quality Education Model

- The Quality Education Commission was established in statute (ORS 327.497 (4)) in 2001 with the responsibility to:
- Determine the amount of money sufficient to meet the educational goals for Oregon's K-12 public education system for each biennium (ORS 329.015, ORS 329.025, ORS 329.045, and ORS 329.065).
- Identify best practices, based on research, data, professional judgment and public values, that lead to high student performance in K-12 public schools, and the costs of implementing those practices.
- For each upcoming biennium, issue by August 1st of even-numbered years a report to the Governor and Legislature that (ORS 327.506):
  - Identifies current practices in the state's K12 public school system, costs of continuing those practices, and the expected student performance under those practices.
  - Identifies best practices for meeting the quality educational goals, the costs of implementing those practices, and the expected student performance under those practices.
  - Provides at least two alternatives for meeting the quality goals using either different approaches or phased implementation of best practices.

To carry out that responsibility, the Commission adopted and has continuously enhanced the Quality Education Model (QEM) to be a research-based tool to evaluate best educational practices and the costs of implementing those practices (QEM Final Report, 2020).

Prototype Schools

Elementary School—360 Students

All-day kindergarten
Class size average of 20
1 librarian per school
1 school nurse per school
1 PE and music specialist per school
1 Family Resource staffer per school
Computers for students & staff

Middle School—500 Students

Class size average of 20.8
1.5 additional teachers for math, English, and science
Alternative programs for special needs and students whom the system places at risk
Volunteer coordinator and community outreach worker
One counselor for every 250 students
Adequate campus security
1 school nurse per school
1 librarian per school
Computers for students & staff
1 Family Resource staffer per school

High School—1,000 Students

Class size average of 20.8
3.0 additional teachers for math, English, and science
Alternative programs
Volunteer coordinator and community outreach worker
One counselor for every 250 students
Adequate campus security
School-to-work coordinator
1 school nurse
1 librarian per school
1 Family Resource staffer per school
Computers for students & staff

The QEM is a professional judgment model, enhanced by a more detailed "Costing Model" component that takes advantage of detailed financial and other data collected by the Oregon Department of Education over the past 25 years. The model uses the professional judgment of the Commission, informed by research and relevant evidence, regarding the system of best practices necessary to implement in order to achieve the Quality Education goals of the state, the level of inputs and resources necessary to implement those best practices in schools, and statistical analysis of the costs of those inputs and resources and other sources of funding to estimate the level of State School Funding formula distributed fiscal support required to implement those best educational practices in schools for the upcoming biennium.

Article VIII, Section 8 of the Oregon Constitution establishes that the Legislative Assembly shall appropriate in each biennium a sum of money sufficient to ensure that the state's system of public education meets the quality goals established by law. It further requires the Legislature to publish a report that either demonstrates that the appropriation is sufficient, or identifies the reasons for the insufficiency, its extent, and its impact on the ability of the state's system of public education to meet those goals.

The cost estimates are used to determine an adequate level of funding needed each biennium to achieve the state's quality education goals. The Commission provides two cost estimates:

- **Current Service Level:** Estimates the costs to maintain the same level of resources and implement the same level of service in schools as the previous biennium. Historical appropriations which have been below this level of funding have led to cuts in the level and quality of educational services which schools are able to deliver in the next biennium and lower the beginning current service level in the next round of budget forecasting.
- **Full Implementation of the QEM:** Estimates the costs to maintain the same level of service in schools as the previous biennium and to obtain the resources necessary for schools to implement the educational best practices recommended by the Commission. Historical appropriations above the CSL estimate have provided schools with resources sufficient to make strategic investments in education that improve progress towards meeting the quality education goals of the state and increase the beginning current service level in the next round of budget forecasting.

The QEM associates state funding and performance of the K-12 educational system; however, local school districts retain the ability to determine the educational best practices they implement and then how they expend their resources. The model assumes that if the state made sustained investments to fully fund K-12 education at the level recommended by the

Commission and local school districts implemented the recommended educational best practices, 90 percent of students would graduate from high school within four years of ninth grade enrollment.

It is important to understand that statistical models cannot perfectly capture all the factors associated with expected outcomes. Models are simplified representations of complex realities that yield inexact but useful estimates. For the QEM, this means that the cost estimates do not represent the exact amount of money needed to achieve exact educational outcomes. Instead, the model provides a reasonable framework based on data, research, professional judgment, and public values, for estimating an adequate level of funding to achieve the state's quality education goals.

Model Description

The model was developed in 1999 uses three prototype schools as a basis for generalizing the costs to operate schools statewide. The prototypes represent typical characteristics and resources of an elementary school, middle school, and high school in Oregon. The prototypes do not represent any actual schools but are composites representing an average school for its category. A research synthesis conducted by Education Northwest (Cotton, 1996) indicates that an effective size for elementary schools is between 300-400 students and that middle schools that are effective range from 400-800 students. The ideal high school, according to Lee & Smith, 1997, is between 600-900 students. The prototype schools are thus informed by related research.

The characteristics and resources defining each prototype school include operational costs, quality indicators, and best practices determined by the Commission using a combination of approaches:

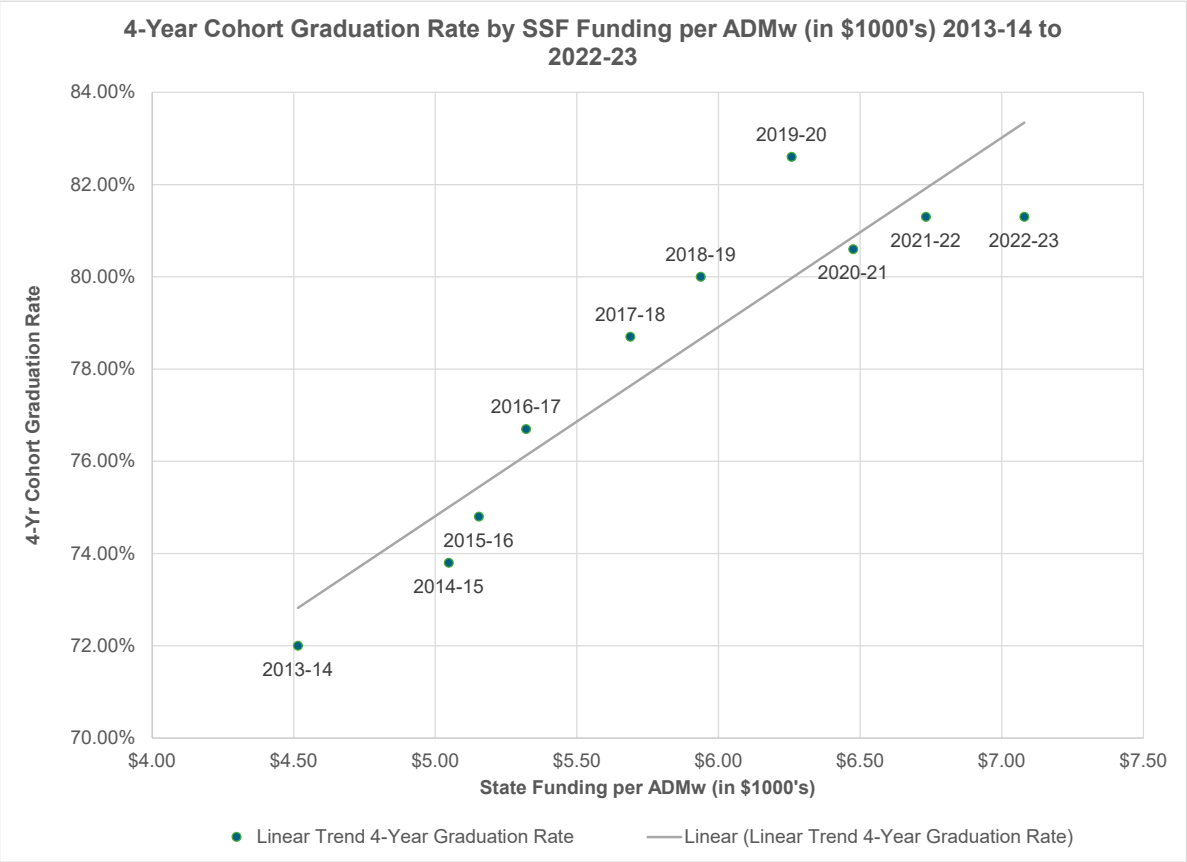
- **Professional Judgment**. With this approach, the Commission leverages current research and evidence of best practices, as well as the expertise of its own members and input from other local education experts, to define the resources schools need to achieve the quality education goals.
- **Research.** With this approach, the Commission reviews research that demonstrates effective educational practices, identifies the resources needed to implement those practices, and determines costs for those resources.
- **Statistical Analysis.** With this approach, the Commission analyzes administrative data to identify the actual historical site-based and per-pupil expenditures of schools, districts and educational service districts within the State of Oregon as well as staffing levels and other characteristics of the categorical expenditures in order to estimate the per-pupil costs of instruction in efficiently-scaled elementary, middle and high schools within the State of Oregon.
- **Public Values.** With this approach, the Commission developed and administered a survey seeking input from educators, education leaders, students, families, and community members about educational best practices.

Operational costs include teachers, administrators, support staff, supplies, and utilities. Quality indicators are those factors that indicate organizational functioning and efficiency and serve as measures of whether a school employs effective practices and uses resources efficiently. They fall into four broad categories: school-level, teacher-related, classroom-focused, and student-centered factors. Best practices are strategies and programs that effectively promote high levels of student achievement. In all, the model is complex and includes nearly 500 factors or “inputs” that are used to estimate educational costs.

Model Strengths

The QEM takes advantage of detailed financial and other administrative data collected by the Oregon Department of Education. The Commission has refined the model each biennium to reflect current research, data, and best practices, otherwise it has made no substantial changes to the QEM or how costs are estimated since it was adopted in 1999. Regression analyses confirm that there is a statistically significant relationship between per-pupil expenditures and graduation rates over time, as well as consistency with the Full QEM predictions for 2025-27. These analyses help illustrate the strengths of the QEM’s cost estimations and the associated recommendations for adequate funding levels. Exhibits 30 and 31 below show these analyses with 4-year graduation rate as the outcome predicted, as well as 5-year completer rate.

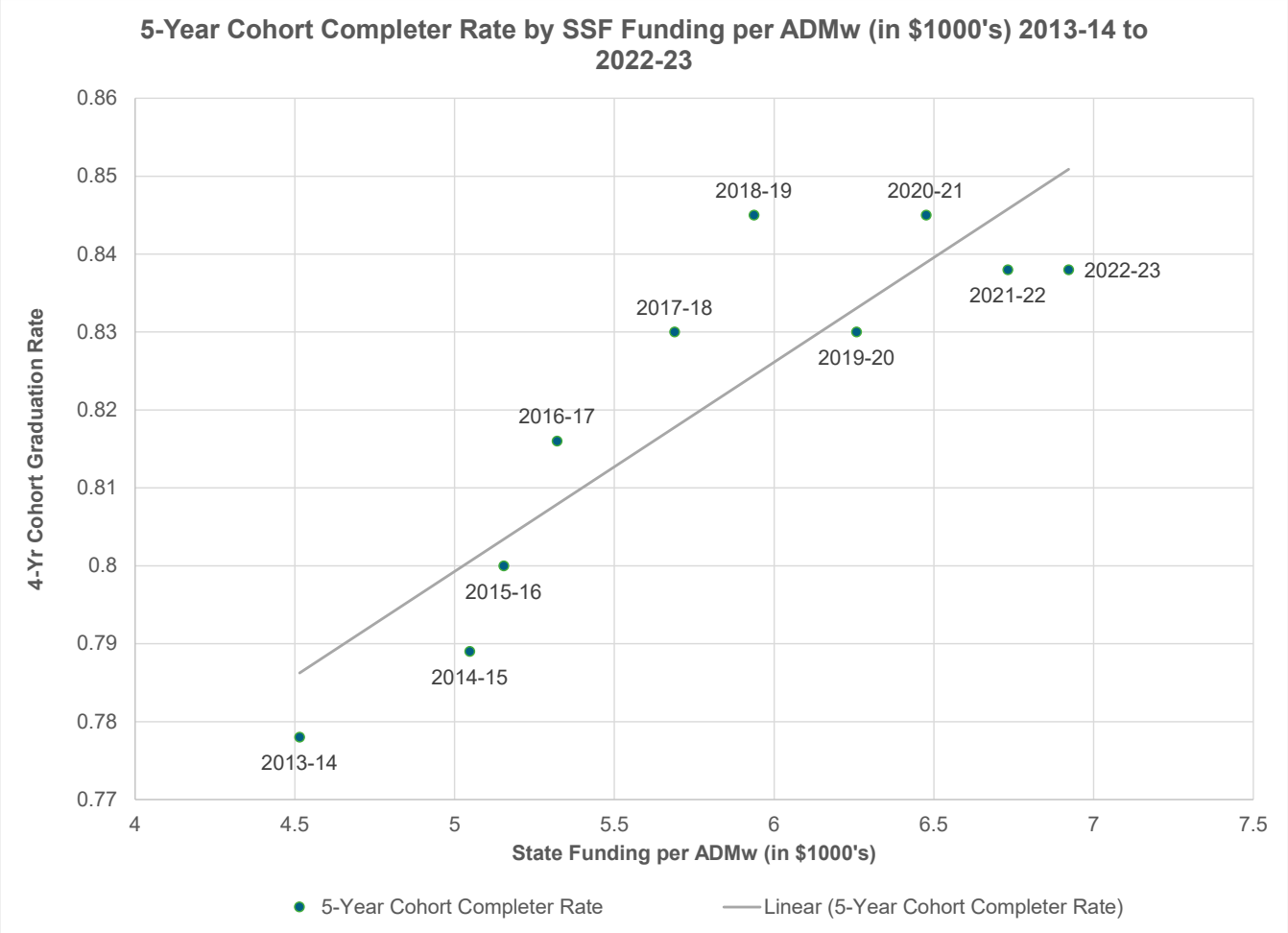
EXHIBIT 30: 4-YEAR COHORT GRADUATION RATE REGRESSION



4-Year Graduation Rate Growth Rate Assumption	Estimated 90% Graduation Rate Year
Current Long-run growth Graduation Rate	2030-31
Current CSL Funded Predicted Graduation Rate	2027-28
90% Target Funded Predicted Graduation Rate	2025-26

Exhibit 30 shows that if funding had reached Full QEM levels for Oregon students' entire K-12 experience since 2012-13, that we would have been in position to attain a 90 percent graduation rate by 2025-26.

EXHIBIT 31: 5-YEAR COHORT COMPLETER RATE REGRESSION



5-Year Completer Rate Growth Rate Assumption	Estimated 90% Completer Rate Year
Current Long-run Completer Rate Growth Rate	2030-31
Current CSL Funded Predicted Completer Rate	2030-31
90% Target Funded Predicted Completer Rate	2025-26

Exhibit 31 shows that if funding had reached Full QEM levels for Oregon students' entire K-12 experience since 2012-13, that we would have been in position to attain a 90 percent 5-year completer rate by 2025-26.

Model Limitations and Opportunities for Improvement

The Commission strives for a QEM that produces the highest quality cost estimates; however, the current model has some notable limitations and areas for improvement.

1. Limitation: The QEM uses a single outcome to inform the professional judgment of the Commission – the 4-year graduation rate. However, graduation rate alone is not a sufficient indicator of progress toward the quality education goals across the K-12 continuum.
    - Opportunity: Include other outcomes like 3rd grade ELA proficiency, 9th grade on-track, regular attendance, and 5-year completion, where feasible, within the model. This information can help inform the Commission's professional judgment.
2. Limitation: The model uses three prototype schools as a basis for the estimating costs to provide a quality education. Because the prototypes represent average schools, the model does not capture the variations in costs associated with the unique challenges facing different school settings, such as small rural schools and larger schools in metropolitan areas. It also means the model does not capture cost variations based on the characteristics of student populations and school communities.
    - Opportunity: Update the model to better capture cost variations based on school settings and student/community characteristics. Options include adding additional prototype schools, especially at the high school level, and/or using the spectrum of urban/rural context to adjust the model.

In order to support transparency and give third-party evaluators seamless access to specific information about how the QEM is calculated and sources for data points where available, are provided. Complete information regarding the QEM cost assumptions is provided in Appendix B, including model inputs and procedures. The workbook used to calculate Current Service Level and the Full QEM is provided in Appendix C (all cells have been protected so the workbook functions as designed).

Recommended 2025-27 Full QEM Funding Levels

Since the beginning of the QEM calculation, analysts have used the State School Fund appropriation as the education funding number to compare with the QEM funding requirement. For the 2023-25 biennium, the Full Implementation Quality Education Model called for a funding level of $13.227 billion; the Legislature appropriated $10.200 billion for the SSF, resulting in a gap of $3.027 billion. For the upcoming 2025-27 biennium, the QEM estimates that it will require a State School Fund and Student Success Act transfer of $13.526 billion, $2.252 billion more than the $11.275 billion investment the state forecasts will be required to maintain the current service level provided during the 2023-25 biennium.

Exhibits 32 and 33 below show the historical CSLs and Full QEM amounts for each biennial report since 1999. A notable shift occurred in the 2021-23 biennium, where the QEC incorporated the Student Success Act transfer to the State School Fund in addition to the sum that has been historically modeled by the QEM.

The funding gap is also represented in two ways in this 2024 report:

1. as a percentage of the State School Fund and;
2. as a percentage of all of the funding that Oregon schools receive.

As a percentage of the State School Fund Appropriation, the funding gap percentages are the second lowest in the history of the QEM for the 2025-27 biennium (second only to the 2019-21 projections, which were largely impacted by substantial decreases to student enrollment during the pandemic).

As a percentage of the overall funding requirement, it is the smallest gap since the establishment of the Quality Education Commission.

EXHIBIT 32: FULL QEM IMPLEMENTATION MODEL 1999 TO PRESENT

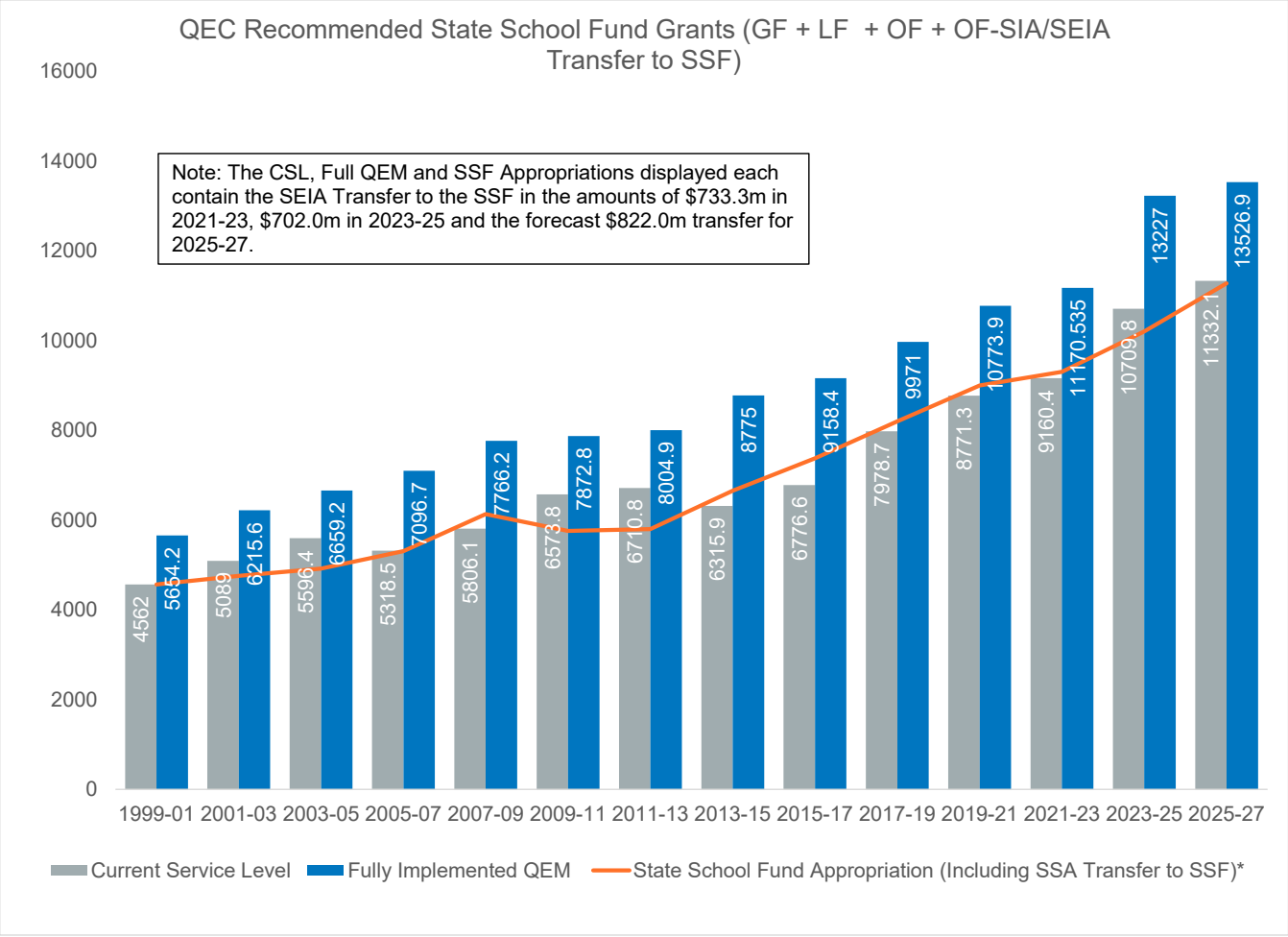


EXHIBIT 33: FULL QEM IMPLEMENTATION MODEL 1999 TO PRESENT

Quality Education Model Funding Requirements ($ in Millions)

	QEM Full Implementation SSF	Legislative SSF Appropriation (Non-SSA)	SSF Funding transfer from SSA	Total State Funding Appropriation	Gap ($)	Gap (% of SSF)	Gap (% of All Funding)
1999-01	$5,654.2	$4,562.0		$4,562.0	$1,092.2	23.9%	16.7%
2001-03	$6,215.6	$4,753.9		$4,753.9	$1,641.7	35.9%	20.2%
2003-05	$6,659.2	$4,915.9		$4,915.9	$1,751.6	35.7%	21.9%
2005-07	$7,096.7	$5,305.2		$5,305.2	$1,791.5	33.8%	19.9%
2007-09	$7,766.2	$6,131.0		$6,131.0	$1,635.2	26.7%	16.7%
2009-11	$7,872.8	$5,756.9		$5,756.9	$2,115.9	36.8%	17.9%
2011-13	$8,004.9	$5,799.0		$5,799.0	$2,205.9	38.0%	18.0%
2013-15	$8,775.0	$6,650.4		$6,650.4	$2,124.6	31.9%	16.6%
2015-17	$9,158.4	$7,376.3		$7,376.3	$1,782.1	24.2%	13.6%
2017-19	$9,971.0	$8,200.0		$8,200.0	$1,771.0	21.6%	11.8%
2019-21	$10,773.9	$9,000.0		$9,000.0	$1,773.9	19.7%	11.2%
2021-23	$11,170.5	$8,577.7	$722.3	$9,300.0	$1,870.5	20.1%	11.0%
2023-25	$13,227.0	$9,498.0	$702.0	$10,200.0	$3,027.0	29.7%	15.8%
2025-27	$13,526.9	$10,452.6	$822.0	$11,274.6	$2,252.0	20.0%	9.9%

Updated 2024 Model Assumptions

The QEM is reviewed and refined each biennium to reflect current practices and costs. Sources for information within the model and a small correction were made for the 2024 calculation. No inputs were added, nor were new assumptions evaluated within the professional judgment purview for the 2024 QEM Report. There are thus no itemized cost estimates for changes provided.

The 2025-27 Full QEM Updates

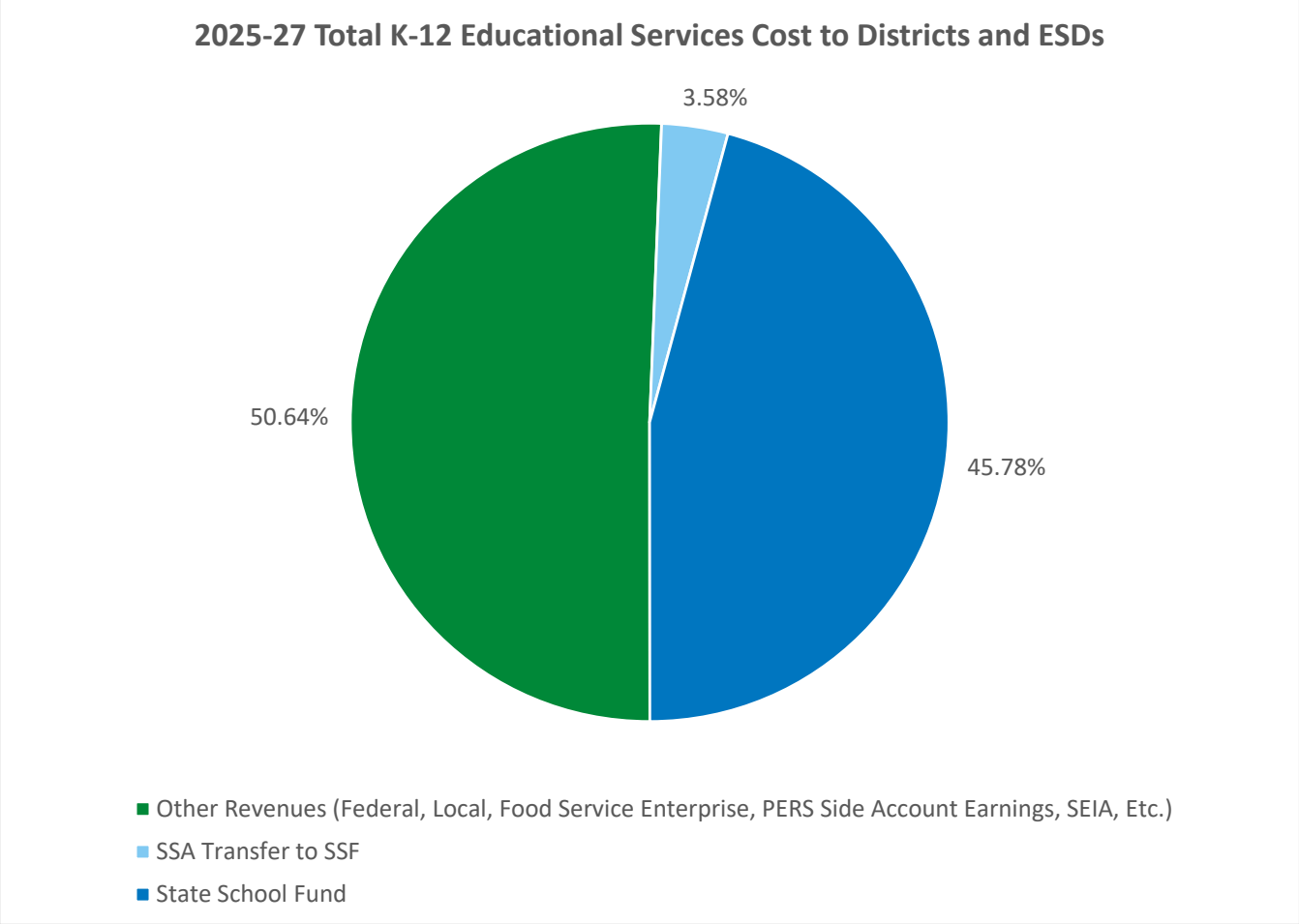
The Full QEM model projection for 2024 does not include any new inputs related to best practices. It does not include costs for 180-day school year, costs for expanding Career and Technical Education programs across the state, nor costs for fully funding Oregon's Talented and Gifted programs. While each of those areas is worthy of future discussion and possible action, the Commission determined that it is important to await the results of the third-party evaluation before making any model changes. Deciding what expenses not to include in the model is a critical function of the professional judgment that is afforded to the Commission and central to its work to increase capacity while maintaining a clear focus on the outcomes that our education system is producing for Oregon's students and educators.

The Full QEM model projection is intended to provide every student served in Oregon's K-12 public education system with an opportunity to benefit from a quality education. As has been made clear in prior reports, the model uses prior expenditures, not costs, as well as changes in enrollment and inflation, to generate the

Full QEM. The Full QEM models only those funds allocated to districts through the State School Funding Formula. The QEC has included the SSA transfer portion in this sum since it was fully implemented in the 2021-23 biennium. The Full QEM does not model available funds outside of the SSF, though they are accounted for in the model. Once the funds that are available from federal sources, some local revenues, Student Investment Account grants, etc., have been accounted for, the QEM determines what the SSF allocated funding level needs to be in order to fill the fiscal gap between all other available revenue sources and the total system cost of attaining our K-12 quality education goals. The total funds projected to be available to Oregon's K-12 public education system in the 2025-27 biennium are conveyed below in Exhibit 34. After accounting for all other sources of funding, the Full QEM model recommendation amount reflects only those state-funded dollars necessary for the State School Fund allocation (represented in dark blue), and the Student Success Act transfer to the State School Fund (represented in light blue).

Note: The federal dollars represented in the dark green portion in Exhibit 34 include expiring ESSER III funds that were expended during the 2023-25 biennium. Non-SSF/SSA Transfer sources of revenue also include Corporate Activities Taxes and local revenues that are expected to increase.

EXHIBIT 34: TOTAL K-12 EDUCATION FUNDING



Total Costs: Districts plus ESDs	$22,738,716,015
less Local Revenue not in Formula	$2,642,047,256
less Federal Revenue	$3,381,013,989
less Food Service Enterprise Revenue	$65,783,904
less PERS Side Account Earnings net of Debt Service Obligations*	$(190,918,604)
Total Formula Distribution	$16,840,789,468
less Local Revenue Distributed by Formula	$5,618,650,490
plus High-Cost Disability Fund	$110,000,000

QEM CSL Estimate	$11,332,138,978
less SSA Transfer to SSF	$822,032,000
State School Fund	$10,510,106,978
*Historically, PERS side account earnings have exceeded the District and ESD Debt Service Payments in PERS Bonds and this line item has reduced the demand for state-funded dollars. However, beginning in the 2025-26 school year, as a result of increasing debt service obligations and drastically decreasing PERS side account earnings rates, the annual District and ESD Debt Service Payments will be greater than the side account earnings and will create an additional need for state funding.	

The CSL typically underrepresents the costs of running a public education system. Districts can only spend what they have been appropriated; when the funding that is appropriated is insufficient, it influences the model as this under-investment necessitates cuts in the level of service that get carried forward, year after year. The Full QEM that we share with you in this report restores those historical cuts and keeps buses moving, keeps the lights on, keeps qualified educators paid at reasonable rates serving Oregon students in classrooms, and provides the resources necessary to ensure that educational outcomes improve over the coming years.

The QEC reports these findings to the Legislature and Governor every two years. The model is updated and enhanced to incorporate current effective practices and evaluate education policy proposals with each report. The Oregon Department of Education supports the QEC by providing data and administrative staff to support QEM improvements and the development of this biannual report. The QEC is the author of this report.

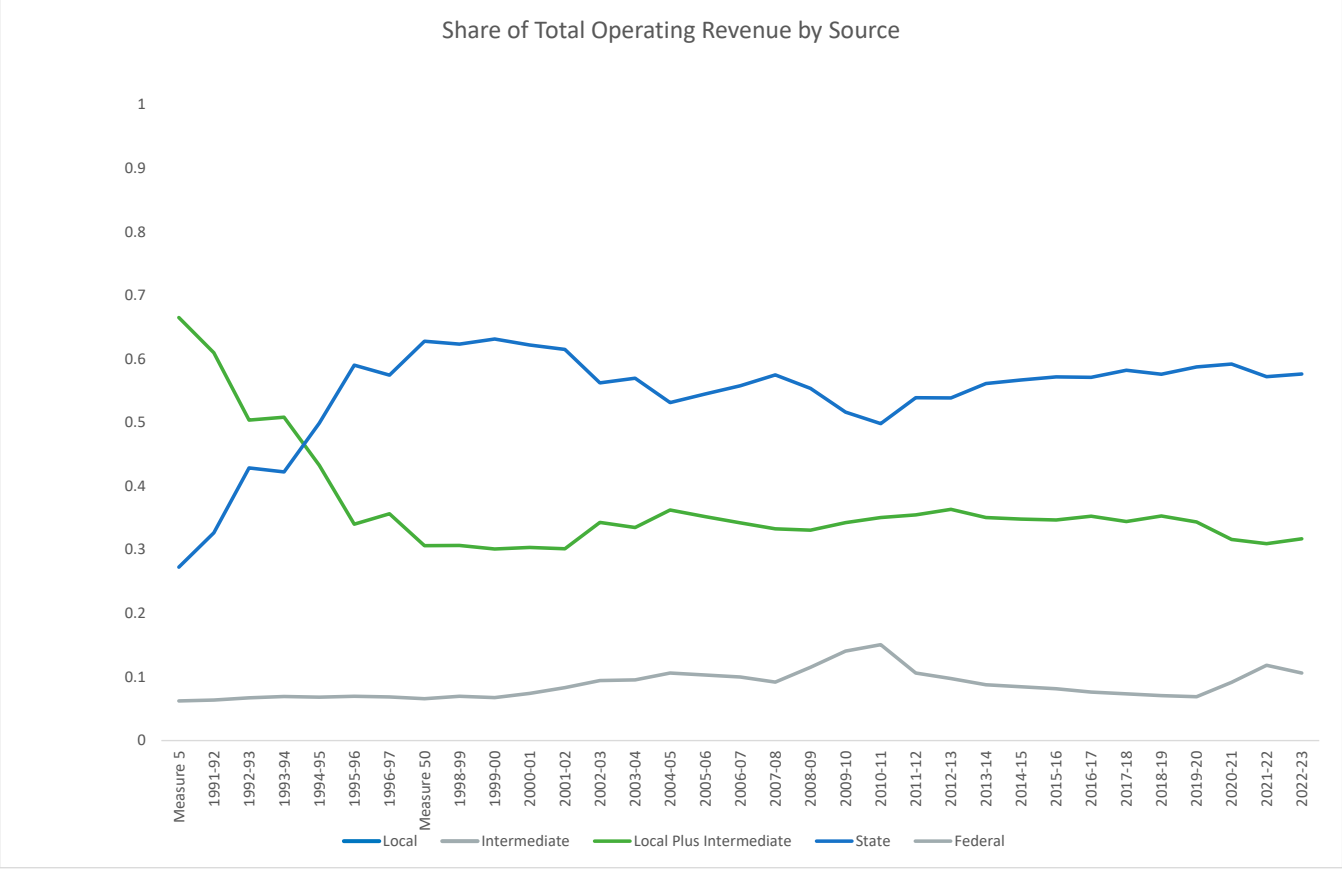
Context of Tax Revenue Impacts on Oregon Public Education Funding

The QEC acknowledges and honors the relatively unique situation that faces the Oregon Legislature when state school funding is addressed, namely, the adoption by Oregon voters of Measures 5 and 50, which have a substantial impact on funding for Oregon's public school system.

- Measure 5 (1990)
  - Limited tax rates for school funding to $5 per $1,000 of assessed value (which was equivalent to real market value)
- Measure 50 (1997)
  - Repealed Measure 47
  - Limited annual property tax growth to 3%
  - Decoupled assessed value from real market value; established 90% of the 1995-96 assessed/real market value as the assessed value

These measures substantially impact the funding available to support Oregon's public schools. Prior to 1990, approximately 30 percent of local school district funds came from the state; that figure is closer to 70 percent for modern legislatures (1990 Quality Education Model Report). This is a substantial new funding burden for Oregon's Legislature to assume and it has presented the legislature with several challenges. The impacts of Measure 5 and 50 on local and state funding are conveyed in Exhibit 35 below.

EXHIBIT 35: IMPACT OF MEASURE 5 AND 50 ON LOCAL AND STATE PUBLIC EDUCATION FUNDING



The impact of Measure 5 is conveyed in this line graph, as schools used to be funded at near 70 percent levels by local revenues and at near 30 percent levels by state revenues. That relationship flipped after the adoption of Measure 5. Federal revenues have been relatively consistent, but the share of funding from federal sources has historically increased during times of recession and during the pandemic.

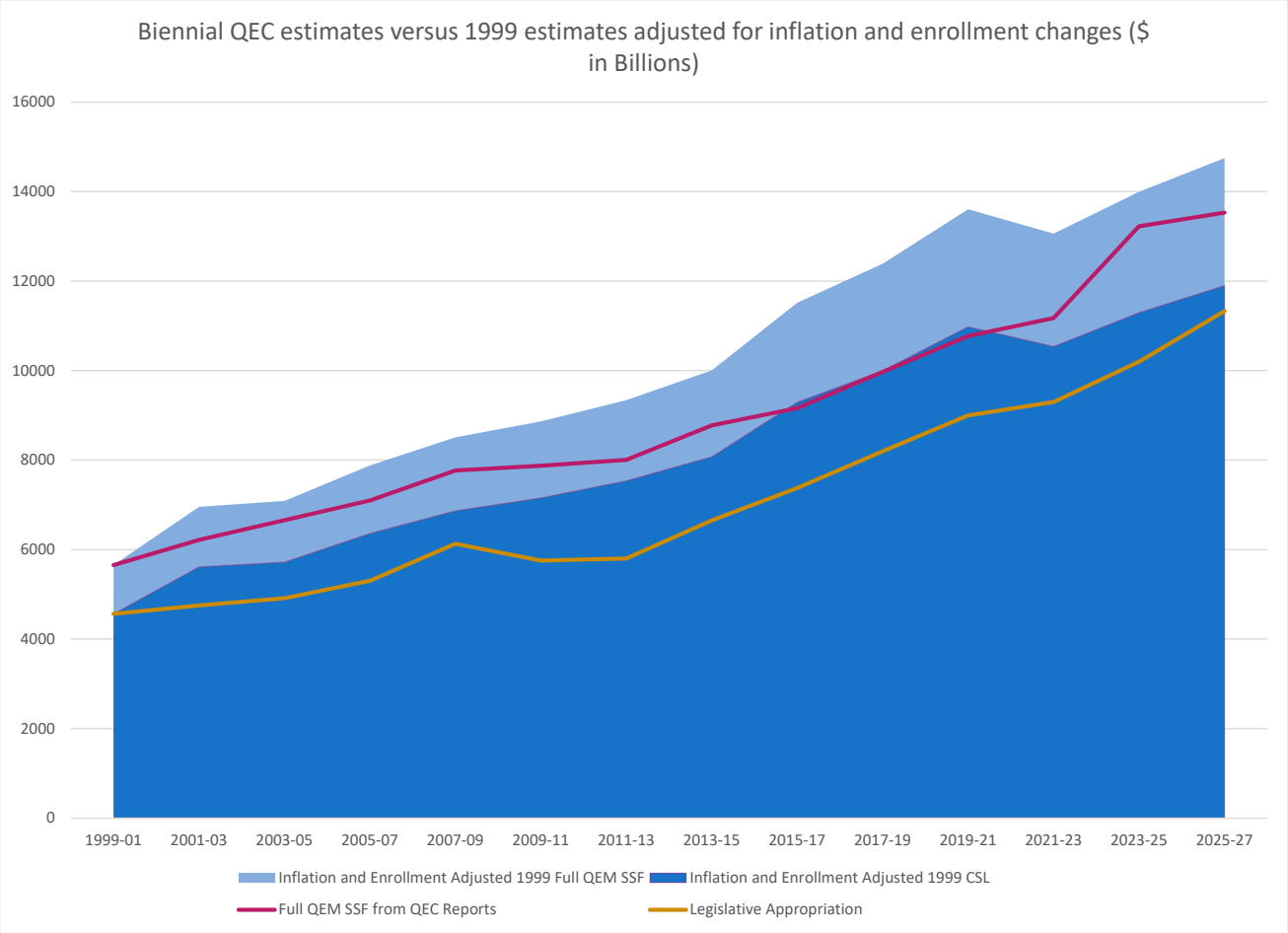
Compounding this funding dilemma is that Oregon does not have a sales tax, which further limits the state's ability to generate sufficient revenue to support our K-12 school system.

The Student Success Act Mitigates Some Oregon Public Schools Funding Impacts

The Oregon Legislature took bold action and identified a source of revenue to address this deficiency in 2019, in the form of the Student Success Act. While the QEC applauds this effort and education and community partners acknowledge that the funding has helped them fill some gaps, it remains the case that Oregon is not funding its K-12 public education system sufficiently. This stance is evidenced by the fact that funding of Oregon's K-12 system has never reached the original 1999 Full QEM amount, when accounting for inflation and changes to student enrollment, despite perspectives that it is the professional judgment of the QEC that has been the source of the gap between legislative appropriations and the Full QEM. This relationship is conveyed in Exhibit 36 below. Changes in the professional judgment of the QEC are clearly not the primary cause for the difficulty of hitting this mark for Oregon.

As shown in Figure 24 below, the 2025-27 Full QEM model projection still falls short of what the original 1999 Full QEM would have required, after accounting for inflation and changes in student enrollment. In fact, in 2015-17, 2017-19 and 2019-21 the Full QEM recommendation fell below what the 1999 CSL would have been after adjusting for inflation and changes in student enrollment, necessitating the review and revision of the best practices recommendations of the Commission included in the 2022 Report.

EXHIBIT 36: 1999 FULL QEM ACCOUNTING FOR INFLATION AND STUDENT ENROLLMENT CHANGES



2023-2024 K-12 Education

The global pandemic created many challenges for students, teachers, administrators, and parents that continue to impact Oregon's K-12 education system. The state is experiencing declines in enrollment, staffing shortages, a teacher's union strike in our largest district, and students whose behavioral and mental health needs require more intensive and pervasive support. Educational standards, curriculum, and pedagogical practices remain politicized. Schools and teachers faced unprecedented challenges coping with an under-resourced and heavily-burdened system.

Nationally, the Education Commission for the States (ECS) has noted several state educational trends across Governors' State of the State addresses. The trends point to education policy that will set the stage for ongoing

investments, pedagogical practices, and educational outcomes. Governor Kotek has named workforce development and career and technical education investments as central to Oregon's education policy, along with K-12 finance, teacher workforce, early care and education, academic achievement and literacy, and physical and mental health. These trends align with the Governor's multifaceted education initiatives, with the addition of support for after school and summer school programs, as well as a statewide review of Oregon's accountability framework.

Student Success Act as the Organizational Framework for the 2024 Report

The Student Success Act (SSA) passed in 2019, outlined an on-going commitment to utilizing public education resources to eliminate systemic disparities and work in collaboration with students, parents, educators, and the community to make decisions. The pandemic delayed implementation of the SSA, which interfered with the systems change levers that are slated to address academic achievement and related disparities for the following student focal groups:

1. Students experiencing poverty;
2. Students from racial or ethnic groups that have experienced academic disparities;
3. Students with disabilities;
4. Students who are English language learners;
5. Students who are foster children;
6. Students experiencing houselessness;
7. And, any other groups of students who have experienced academic disparities, as determined by the State Board of Education.

A central component of the SSA as it relates to K-12 education is the Student Investment Account (SIA). The SIA centers student mental and behavioral health. It also requires communities, districts, and ODE to partner in sharing responsibility for student focal group progress in relation to five key academic indicators, listed below:

1. 3rd Grade Reading (as measured by English language arts summative tests)
2. Regular Attendance
3. 9th Grade On Track to Graduate
4. 4-Year Cohort Graduation Rate
5. 5-Year Graduation Completer Rate

Longitudinal Performance Growth Targets (LGPTs) for student focal groups for each of these five indicators have now been established for Oregon's students and the system is poised to review progress toward increased attainment by student focal groups in these areas in the coming years. A summary of these data is provided in the Best Practices section.

While individual efforts and programs are critical to improving results for our students, the 2024 report focuses on systems-level requirements and processes that support student success, such as community engagement that drives the equity-centered practices in district Integrated Guidance Plans. Such systems are rooted in equity, aligned with the Department of Education's Integrated Model of Mental Health.

Model Review Needed

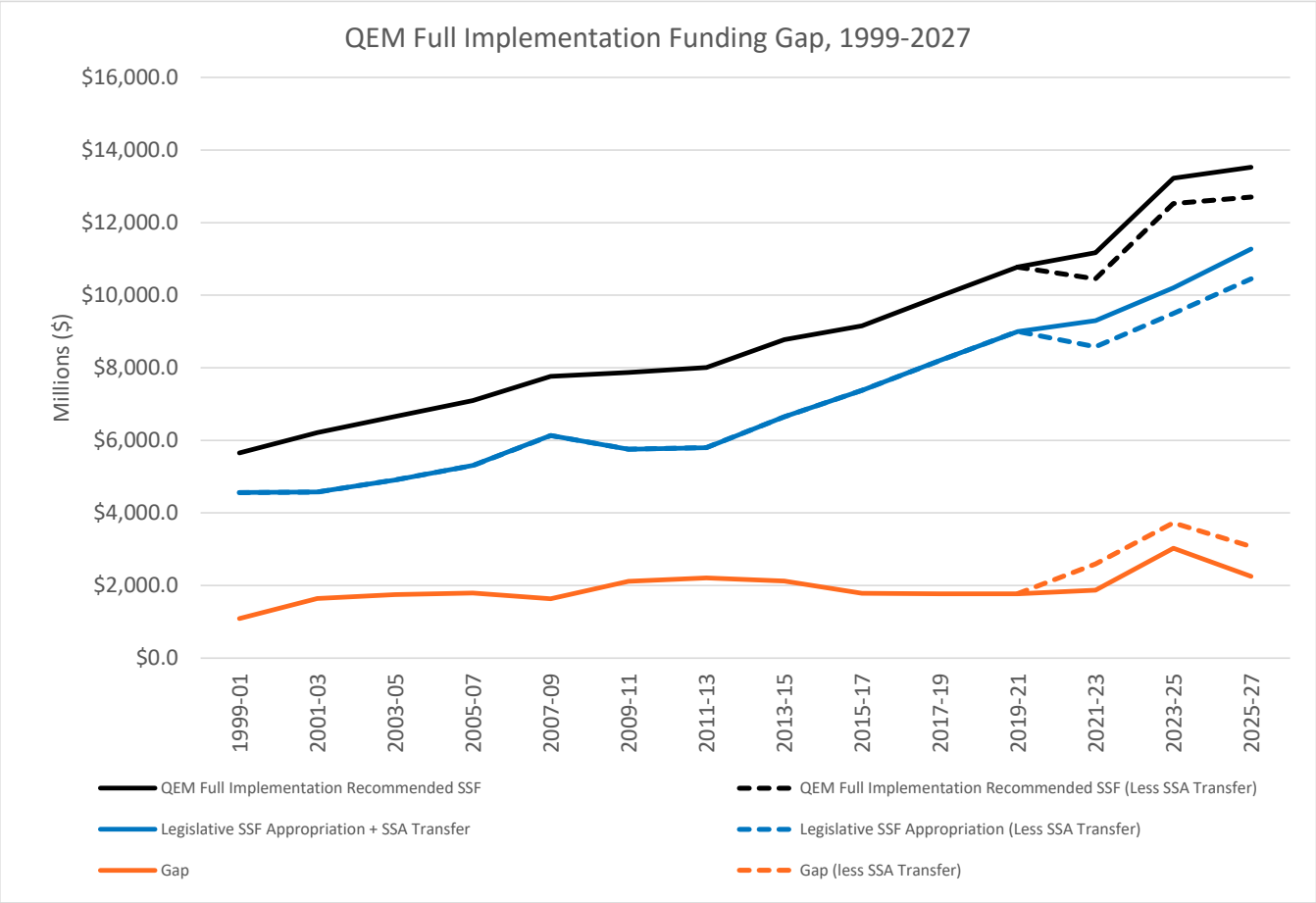
While the Quality Education Model has served Oregon well for the last 25 years, much has changed in the way schools operate. The Quality Education Commission appreciates the support of the Governor and Legislature in contracting with a third-party researcher to review the QEM. There are several ways in which Commissioners know the model must improve, including addressing different high school sizes and virtual schools, adjusting for costs associated with rurality, and incorporating additional outcomes. The Commission looks forward to incorporating changes recommended by the anticipated QEM evaluation report, which should expand the model's capability to more precisely capture the variability in costs that occur by region and the costs of meeting the unique needs of schools and districts. As mentioned in the Introduction section, the QEC did not incorporate new inputs into the 2024 QEM, as we await information about model improvements from this third-party evaluation before moving forward with any model changes.

Recommended 2025-27 Full QEM Funding Levels

For the upcoming 2025-27 biennium, the QEM estimates that it will require a State School Fund (SSF) investment of $12.705 billion and Student Success Act (SSA) transfer of $822 million, for a total Full QEM model projection of $13.526 billion. This is $2.252 billion more than the $11.275 billion investment the state forecasts to maintain the current service level provided during the 2023-25 biennium.

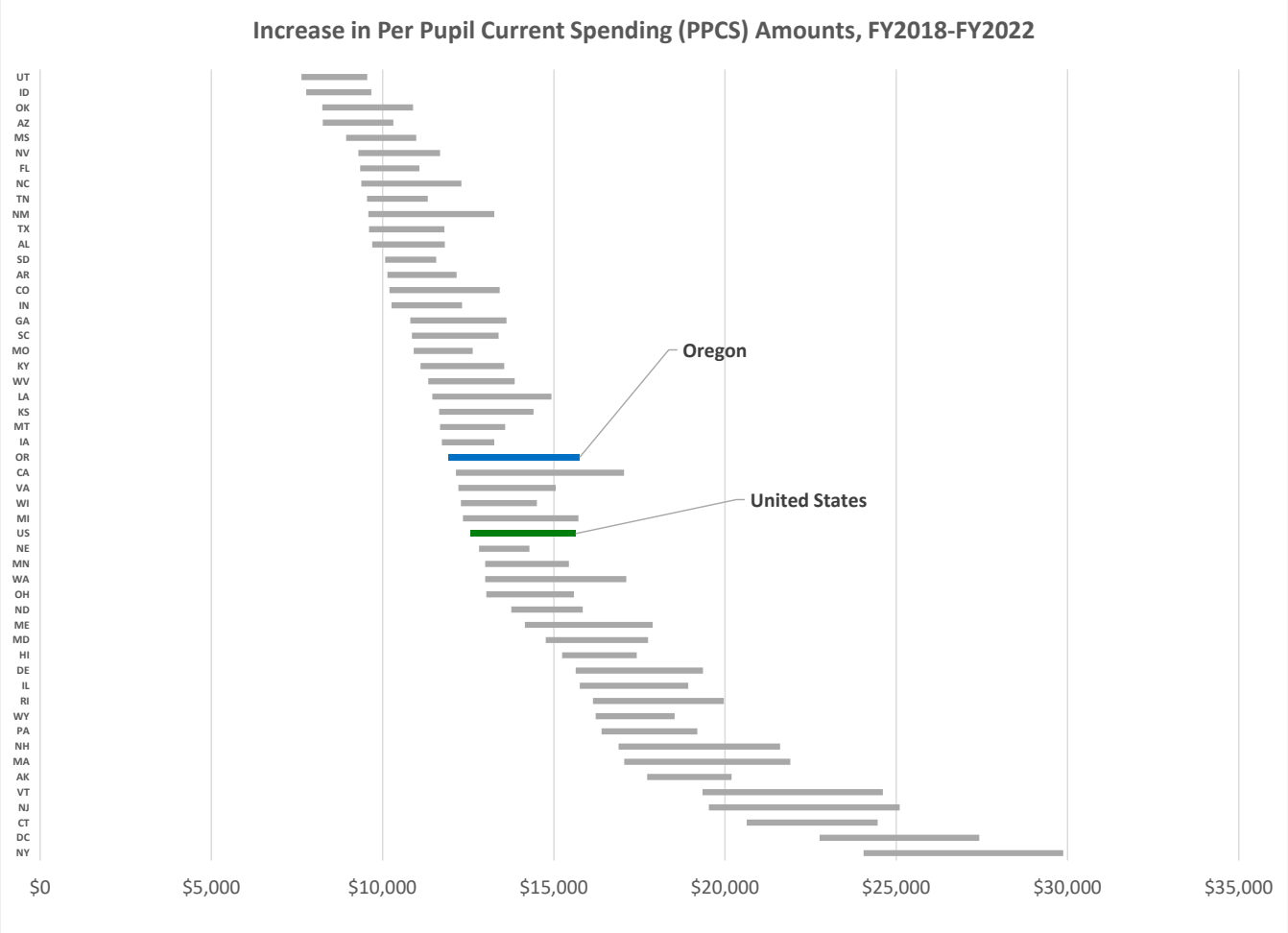
Historical data that show the relationship between the Full QEM and Legislative State School Fund (SSF) appropriations is provided below in Exhibit 37. The SSF has been steadily increasing across this time period, and the SSA investments have been substantial. However, the appropriations have not been sufficient to allow 90 percent of Oregon students to meet our quality education goals.

EXHIBIT 37: QEM FULL IMPLEMENTATION FUNDING GAP FROM 1999 TO PRESENT



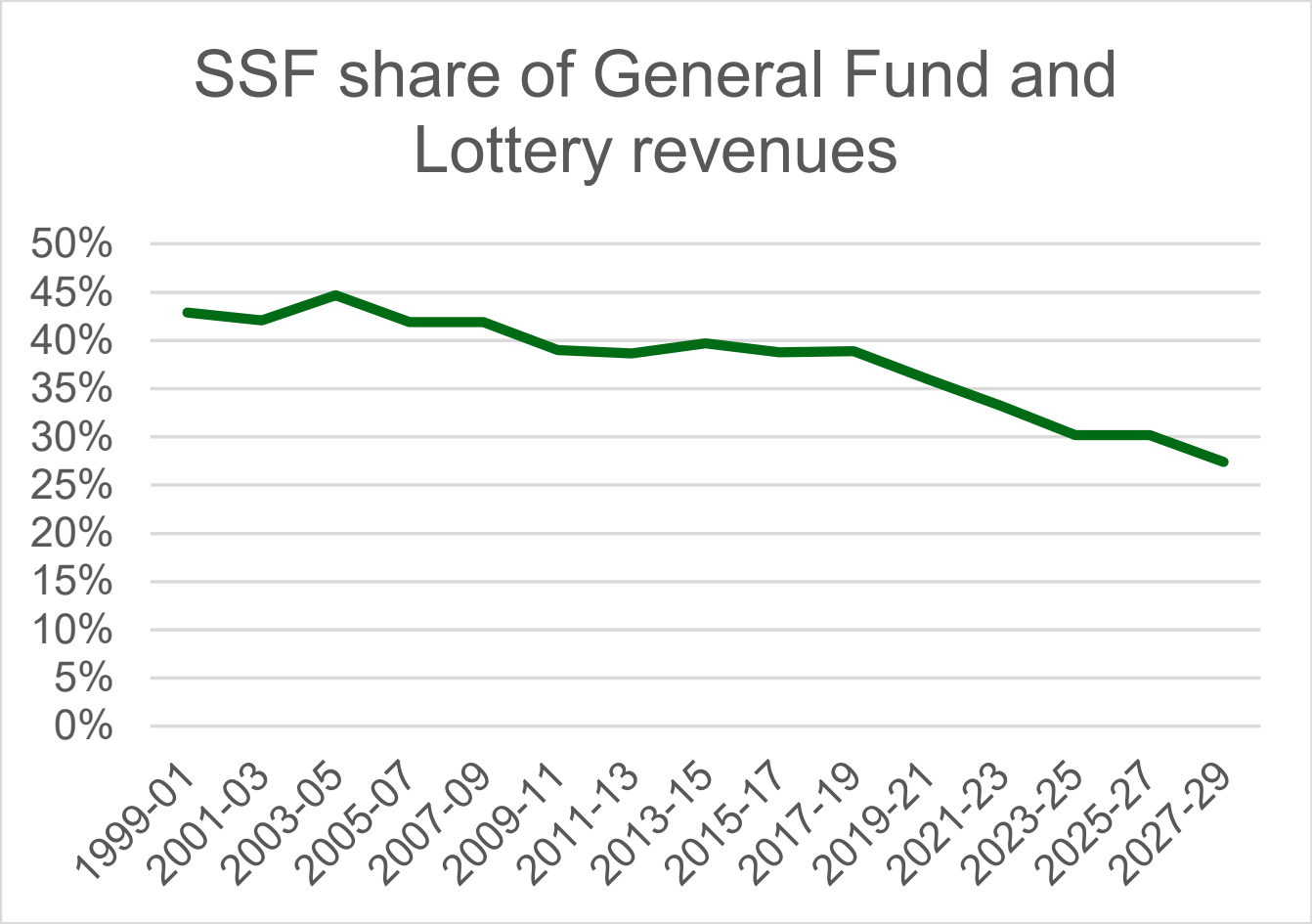
Despite these obstacles, the Oregon Legislature has focused much energy and discussion to increase funding for Oregon's K-12 public education system. Oregon's per-pupil expenditures are near the middle of the distribution both in terms of overall funding as well as how much funding has increased when compared to other states, as shown in Exhibit 38.

EXHIBIT 38: NATIONAL INCREASES IN PER-PUPIL SPENDING FROM 2018 TO 2022



However, it is also the case that Oregon has been investing less and less of its overall tax revenue in the State School Fund since the first Full QEM was published in 1999, as shown in Exhibit 39 below. Oregon invests less than 30 percent of its General Fund and Lottery revenues in the State School Fund, whereas over 40 percent was invested in 1999.

EXHIBIT 39: DECREASING OVERALL INVESTMENT IN PUBLIC EDUCATION IN OREGON SINCE 1999



Best Practices: Equity in Action

Equity-Centered Practices and Framework

The Quality Education Commission believes that focusing on student needs and building a system based on equity is essential for student success. Paying particular attention to focal student groups that show persistent achievement gaps increases the potential for success for all students. This means that best practices will look different depending on the student population and the current state of the K-12 system they are enrolled in.

Traditional assessments continue to highlight inequitable student access to learning opportunities and resources, resulting in achievement gaps between student groups. Oregon's education system outcomes generally reflect that trend, as evidenced by recent National Assessment of Educational Progress results in reading and mathematics (NAEP, 2022-23), and the QEC believes that more attention needs to be paid to the impact of persistent underfunding of public schools and the critical work to build systems that incorporate learners, educators and families in creating solutions to address student needs, build policies and deploy resources that reflect our diverse students.

Funding derived from the structure set up by the 2019 Student Success Act (SSA) was intended to narrow the funding gap by ensuring that focal student groups are the priority of district efforts to support learning gains for all students. Component programs of the SSA are designed to improve development of programs for students that include student, educator and family voice, such as the Student Investment Account grant program, which includes a process that requires educator and community engagement in decision making to set spending priorities at the district level. These important best practices codified by the SSA and now being applied to other state education investments through the Integrated Guidance process will continue to create improvements throughout the state if they are applied well. At the state level, the Student Success Act increases funding for culturally specific Student Success Plans along with other system-wide equity initiatives aimed at supporting students, such as expanding access to free meals.

Best Practices in Action:

Education Support Professional of the Year Rafael Pelaez

Every educator plays a role in creating schools that are safe, welcoming, and supportive. No one knows this better than Rafael Pelaez, the 2024 Oregon Education Support Professional (ESP) of the Year. Mr. Pelaez has worked in North Marion School District for 23 years, most recently as a Family Outreach Advocate. His ability to quickly connect students and their families to teachers and services in the school district has been an invaluable way North Marion schools have been able to support students who otherwise may have become disconnected from school.

"His proactive approach to providing the support [students] need…generates access, opportunity, and success to many who may not otherwise experience it," said Superintendent Dr. Bill Rhoades. Thanks to Mr. Pelaez and the countless other ESP educators whose connections to students make a difference every day.

The continued collaboration between families, educators, administration, to identify and address systemic barriers to student success is imperative for our students - present and future. This calls for collective willingness to engage in careful planning based on multiple measures of student success, such as that described by design thinking (see

call-out box), which seeks to solve problems that are open-ended and ever evolving. Centering our best practices in what students need, as assessed by multiple measures, will mean that there will not be one best practice that can uniformly be applied across the state.

The QEC supports the direction of the efforts of the Legislature, students, educators, families, community-based organizations and the Governor to address the needs of our diverse students and calls for the work to continue following the leadership of communities most impacted by inequity to reach the state's equity imperative.

Equity-Centered Practices and Framework: Designing Solutions

Centering Student Needs and Assets

In 1954, the Supreme Court declared in its historical Brown v. Board of Education of Topeka that public education is, "a right which must be made available to all on equal terms." Yet integrating school buildings would prove to be just the first step in an ongoing journey toward educational equity in the nation. Almost 40,000 Black educators were removed from classrooms in the South alone as a result of this decision, as well, which continues to exacerbate educator workforce diversity challenges. Barriers still remain to making a world class public education, "available to all on equal terms." In addition, ideas about equity have evolved to encompass more than a guarantee that school doors will merely be open to every student; every student must be given the tools to succeed that meet their individual needs.

Equality and equity are not the same concepts (Center for Public Education, 2016). Equality in education is achieved when all students are treated the same and have access to similar resources. Equality-focused approaches to the provisions of educational services fail to recognize that students may face disparate challenges, barriers, and discrimination that may impact educational performance that require different levels of resources to achieve the same level of educational outcomes. In addition, equality-focused approaches can fail to recognize the unique assets that multilingual, multicultural, and other types of students bring to the learning environment. Equality-focused approaches did not result in success for all students, as demonstrated by traditional measurements of success such as standardized assessments, which continue to show academic gaps among student groups.

Equity-centered approaches to education services recognize that some students may have additional needs, assets and challenges that require a different approach. Equity is achieved when all students receive the resources they need so they graduate prepared for success after high school. As an example of what the difference means in practice, consider a district that has a policy of one reading specialist per elementary school. Everyone would agree that this is an equal distribution. However, School A has 15 students who are reading below grade level whereas School B has 250 students reading below grade-level. Equal distribution is therefore not providing adequate services to the children in School B because the needs in that school are much greater.

Design Thinking

*Design thinking is traditionally associated with the arts, design professions, and engineering education, but it is fast gaining ground in other fields like management, business, and education innovation (*Razzouk & Shute, 2012*).*

*Most authors agree that design thinking is human-centered, is fundamental to everyday human activity, and addresses complex or wicked problems (*Rittel & Webber, 1973; Smulders et al., 2014*).*

*The theoretical groundwork for design thinking was laid by the work of Herbert Simon and Rittel and Webber (*Di Russo, 2016*). They articulated wicked problems as open-ended and evolving issues that cannot be resolved with a definite solution. Parker, M., Cruz, L., Gachago, D., & Morkel, J. (2021). Design Thinking for Challenges and Change in K–12 and Teacher Education. Journal of Cases in Educational Leadership, 24(1), 3-14.* https://doi.org/10.1177/1555458920975467

Best Practices in Action:

2024 Teacher of the Year
Mandy Vance

Mandy Vance grew up in Portland, Oregon, and discovered her love for working with youth while serving as a student mentor at Franklin High School, and as a camp counselor during the summer. She graduated from Corban University, earning a Bachelors of Science in Social Studies Education, and other honors for her leadership and athletic achievements. Her global volunteer work and overseas teaching experiences led her to pursue a Masters of Science degree in English to Speakers of Other Languages. Upon graduation, she found her teaching home in Boring, Oregon, where she has taught a wide range of students and subjects. As a lifelong learner, Vance earned her Doctorate in Education from Concordia University, where her research focused on the relational needs of Generation Z athletes. With this knowledge she empowers students to be leaders in her classes, on her athletic teams, and in the clubs she advises.

Every educator plays a role in creating schools that are safe, welcoming, and supportive. No one knows this better than Rafael Pelaez, the 2024 Oregon Education Support Professional (ESP) of the Year. Mr. Pelaez has worked in North Marion School District for 23 years, most recently as a Family Outreach Advocate. His ability to quickly connect students and their families to teachers and services in the school district has been an invaluable way North Marion schools have been able to support students who otherwise may have become disconnected from school.

"Teachers like Mandy are so important to making sure that every child has a safe place to receive a high-quality public education. Her commitment to volunteerism and empowering students is incredible, and I'm thrilled to see her efforts to go above and beyond for her students being honored," said Governor Tina Kotek.

"Mandy Vance is an educator who has consistently demonstrated care for students in significant ways," said Dr. Charlene Williams, Director of the Oregon Department of Education. "This is a teacher who both empowers students and holds them accountable, who sees the unique identity of every scholar and helps them to see themselves and all they have to offer, and who will meet every student where they're at and then challenge them to do more than they ever thought they were capable of."

Working toward equity in schools involves the following actions:

- Ensuring equally high outcomes for all participants in our educational system, removing the predictability of success or failures that currently correlates with any social or cultural factor;
- Interrupting inequitable practices, examining biases, and creating inclusive school environments for adults and children; and,
- Discovering and cultivating the unique gifts, talents and interests that every human possesses.

Putting equity at the center of Oregon's education system enables these practices and investments—those that are well implemented and tailored to the circumstances of students in each individual school—to be fully integrated into each school's daily routine. Because needs may vary among districts and schools, each district should evaluate how best to invest their resources to maximize impacts in each of their schools, as identified in their needs assessments.

Education Equity

ODE's definition of equity *states the following;*

"Education equity is the equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families including civil rights protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and marginalized."

This definition is an elaboration of advances in public education systems, from Brown v. Board of Education to Harvard Researcher Ron Edmonds, as quoted by the National Equity Project:

"How many effective schools would you have to see to be persuaded of the educability of all children? If your answer is more than one then I submit that you have reasons of your own for preferring to believe that basic pupil performance derives from family background instead of school response to family background."

Measurements for Best Practices

To achieve Oregon's educational goals, schools must engage students in a way that clearly demonstrates that finishing high school is an essential interim step for students to achieve their life goals. High school graduation remains the Quality Education Model's key measure of K-12 system success, and this report seeks to highlight the best practices that address supports to ensure that students successfully finish high school.

Other measurements to inform the best practice that centering student needs and working in collaboration with practitioners are embedded in the Student Success Act, the Oregon Integrated Systems Framework and the Continuous Improvement Plan process, and in the establishment of the Educator Advancement Council and Regional Educator Networks, which aim to engage educators in establishing professional development priorities/systems. Developing and evaluating the effectiveness of best practices with the student population they are implemented with requires focus, persistence, and time. Schools need the flexibility and funding to tailor their teaching methods to the needs of students and make the time to examine methods for effectiveness and test new methods. The best practices in this report are suggestions, not mandates; schools need the ability to adopt those practices that best suit their student populations.

Best Practices to Achieve the Goals of Oregon's Quality Education Model: 2024 Focus

The QEC has selected the following areas to highlight for best practices. The Full QEM includes sufficient resources and staffing to support implementation of these best practices, given the assumption that those resources are used efficiently and in support of these best practices. For example, the QEC incorporated 1.0 FTE for family engagement in 2022 that can be used to support attendance. They all tie back to the overall goal of helping students graduate high school on time and ready for the next stage of life. They represent areas where data exists to measure Oregon's progress over time, and have backing in research that shows they are key issues that support student on-time graduation.

- The best practices areas the QEC is highlighting this year are:
- Foundational Skills Development;
- Regular School Attendance;
- English Language Learner Success;
- Creating a Supportive Student Learning Environment;
- Being on Track to Graduate High School;
    - Career and Technical Education Success; and
- Educator Recruitment and Retention.

In the spring of 2024, the QEC conducted a survey of school administrators, educators and parents. The survey was conducted from April 17, 2024 to May 10, 2024 using Google Forms. There were 208 responses received. Roles and sample responses are provided below. Data visualizations for all responses received are provided in Appendix D.

What is your primary role in education?	Count	Share
Educator, licensed	108	51.9%
Administrator	47	22.6%
Parent or caregiver	45	21.6%
Educator, non-licensed	6	2.9%
School Board Member	2	1.0%
	208	100.0%

Which perspective are you primarily sharing your feedback from?	Count	Share
Classroom	90	43.3%
Building	42	20.2%
District	41	19.7%
Community	32	15.4%
State	3	1.4%
	208	100.0%

Survey participants were asked a set of questions regarding sets of potential best practices to determine whether they believed them to be effective practices to address improvement in those practices and to determine whether those practices were being implemented in their districts.

For administrators and staff, in almost all of the areas surveyed, there were more respondents who felt the practice was effective than there were respondents who indicated the practice was being implemented in their district. In three cases, a higher number of respondents that felt they needed more information about the practice to determine if it was effective:

- Academic counseling in middle grades and access to curriculum that represents the students were effective at addressing chronic absenteeism;
- Grow Your Own programs for students or current employees seeking a teaching license were effective at addressing educator recruitment and retention; and
- Access to a 9th grade on track program and partnerships with community based organizations were effective at addressing on-time high school graduation.

In each of these cases, the difference was largely explained by a higher number of respondents that felt they needed more information about the practice to determine if it was effective.

Results were similar for community, student or parents responses, however a smaller percentage of respondents felt that the practices which were effective were being successfully incorporated within their districts, especially

with regard to the usage of frequent and individualized tutoring for students for addressing Foundational Skills Development. These results suggest that the best practices focused on in this report are acknowledged and accepted as important, and that there is work to do with regard to more fully implementing and incorporating these best practices into Oregon's classrooms and schools.

Best Practices to Support Foundational Skills Development

Foundational skills in literacy[14], numeracy[15] and social emotional learning[16] are essential for student success. Students with early development of foundational skills are well prepared to build deeper meaning, elevating their readiness to synthesize, analyze, and evaluate and experience agency in their learning lives. When students have solid fluency with foundational skills, it allows for integrated meaning making and seeds deeper relational context for belonging and collaboration. Together, foundational skills in the core areas of literacy, numeracy and social emotional learning provide essential groundwork for success in school and ensure students successfully live into their future.

Early Literacy

In May 2023, the ODE released Oregon's Early Literacy Framework: A Strong Foundation for Readers and Writers (K-5), and Governor Kotek issued Executive Order 23-12 related to strengthening educator preparation for literacy instruction. In June 2023, the Oregon Legislature passed the Early Literacy Success Initiative, a comprehensive investment in districts, communities, and Oregon's sovereign Tribes to uplift literacy statewide. Together, the Early Literacy Framework, the executive order, and the legislation have built a vision with coordinated capacity and dedicated funding for strengthening literacy instruction in classrooms and communities across Oregon.

Oregon's Early Literacy Framework, published in May 2023, highlights the best practices to promote literacy development in early grades. Across the PK-5 continuum, literacy instruction must systematically build students' foundational skills alongside the application of meaning-making skills and knowledge. Best practices in literacy instruction include a focus on phonemic awareness, phonics, fluency, vocabulary, comprehension, oral language, and writing. In early literacy, foundational skills specifically refer to the tightly interrelated but discrete sub-skills (e.g., phonics, phonological awareness, concepts of print, fluency) specific to each language. They are the smaller, interconnected pieces that allow a child's brain to break the alphabetic code in order to read fluently and make meaning of words on the page. Foundational skills in the teaching of literacy are essential. Once students receive instruction in particular skills based on a learning progression, they will progress more quickly when provided with opportunities to apply those skills in the context of connected text and authentic reading and writing.[17] Students need explicit and systematic instruction with frequent opportunities to respond and interact with each other and with text.

The Early Literacy Success Initiative is being implemented by ODE and the Department of Early Learning and Care (DELC). The purpose of the Early Literacy Success Initiative includes reducing literacy academic disparities for focal

[14] https://www.nichd.nih.gov/sites/default/files/publications/pubs/documents/NELPEarlyBeginnings09.pdf

[15] Raghubar KP, Barnes MA. Early numeracy skills in preschool-aged children: a review of neurocognitive findings and implications for assessment and intervention. Clin Neuropsychol. 2017 Feb;31(2):329-351. doi: 10.1080/13854046.2016.1259387. Epub 2016 Nov 23. PMID: 27875931; PMCID: PMC6208324.

[16] https://www.researchgate.net/profile/Ellen-Skinner/publication/232433417_Children's_Coping_in_the_Academic_Domain/links/56ba46c308ae2567351ec055/Childrens-Coping-in-the-Academic-Domain.pdf

[17] Armbruster et al., 2006; Blevins, 2016

student groups through, "research-aligned literacy strategies." These include strategies that are culturally responsive and based on long-term research derived from the science of reading and writing including foundational skills as described above.

The programs that comprise Oregon's Early Literacy Success Initiative are the:

- **Early Literacy Success School District Grants** - non-competitive, application-based, annual grant-in-aid to school districts and eligible public charter schools that support comprehensive early literacy efforts in elementary grades pre-K through grade 3, including professional development, implementation of high-quality instructional materials, high dosage tutoring, extended learning, and the hiring of literacy coaching and interventionists. The legislature allocated $90 million for the 2023-25 biennium.
- **Early Literacy Success Tribal Grants** - non-competitive grants to expand and develop literacy and language revitalization efforts by Oregon's federally recognized tribes and culturally and linguistically responsive literacy programs for children in early elementary grades through research-aligned professional training and coaching for direct service staff in early literacy.
- **Early Literacy Success Community Grants** - competitive grants to community-based organizations to expand culturally and linguistically responsive literacy programs for children in early elementary grades by encouraging family and caregiver engagement and providing research-aligned professional training and coaching for direct service staff in early literacy, develop and implement programs that engage parents and children in early elementary grades, and provide high-dosage tutoring programs.
- **Birth through Five Literacy Plan** - grants distributed through DELC to expand culturally specific early literacy programs for children from birth through five years of age by encouraging family and caregiver engagement and providing research-aligned, developmentally appropriate professional training and coaching for direct service staff in early literacy.

Numeracy Skills

Creating a robust numeracy foundation for students is not only associated with increased reading skills, it also equips them with the skills necessary for high level mathematics and post secondary success (NWEA, 2023). It is essential that students receive foundational skills within two broad mathematical content areas as a focus for mathematics instruction in the early years (NAP, 2009), which include:

Quote from White House

Research shows that school absences take a toll on grades and performance on standardized tests. Beyond test scores, irregular attendance can be a predictor of high school drop-out, which has been linked to poor labor market prospects, diminished health, and increased involvement in the criminal justice system. Students who are chronically absent are at higher risk for these adverse outcomes.

1. **Early Number:** Ensure a strong foundation of learning to count, which includes a strong understanding of whole numbers, as well as operations and relations which are an extension of one's understanding of numbers. Core operations in early math include addition and subtraction, and core relations include the construction of key ideas of more than, less than, and equal to.
2. **Geometry, spatial thinking, and measurement:** A strong foundational understanding of mathematics includes geometry where students learn about shapes in two and three dimensions and instruction involving spatial orientation. Knowledge of measurement can provide a way for students to connect early number concepts with geometric reasoning.

In addition to the core concepts of numeric and geometric reasoning, young children should engage in both general and specific mathematical processes that underpin all levels of math. Examples of general math processes include skills such as representing, problem solving, reasoning, connecting, and communicating mathematics. Examples of specific processes include student math practices such as unitizing, decomposing and composing, relating and ordering, looking for patterns and structures, and organizing and classifying information. By engaging in both these processes, children are afforded the opportunity to cultivate a strong conceptual understanding of mathematics that goes beyond mere rote memorization of facts. This understanding is further reinforced as they apply and refine their mathematical skills within the context of everyday experiences.

Social and Emotional Skills (SEL)

SEL helps young people – and adults – learn and practice skills that set them up for academic success, fulfilling careers, healthy relationships, and responsible civic engagement. Oregon's Transformative Social Emotional Learning (TSEL) standards, reinforces five broad, interrelated areas of competence are: self-awareness and identity, self-management and agency, social awareness and belonging, relationship skills and collaborative problem solving, and responsible decision-making and curiosity. The research is clear. Social and emotional learning in schools leads to positive outcomes, including better academic performance, and decreases in stress and anxiety.

Early Learning and Early Childhood Interventions

While early childhood education (ages 0-5) and higher education are outside the scope of the Quality Education Model, the QEC acknowledges the impact of the education that precedes and follows K-12 education, especially in terms of access to opportunity. Additionally, school districts like Beaverton and David Douglas have pre-K programs embedded in the school's offerings, and Education Service Districts (ESDs) provide services to pre-K students across the state.

The opportunity and achievement gaps found in K-12 have their roots in circumstances that exist long before students enter kindergarten. The first five years of life are a time of rapid brain development and the creation of foundational structures of the brain. High-quality preschool investments offer the greatest chance to improve long-term success for Oregon's focal student groups.[18]

Children ages 0-5 are the most racially and ethnically diverse and face the greatest poverty rates of any age group.[19] These students would benefit greatly from developmentally appropriate, culturally responsive, inclusive preschool and other early learning opportunities. In the last few decades, numerous studies have shown the increasing benefits of early childhood education. Developmentally appropriate pre-kindergarten and full-day kindergarten gives students appropriate preparation for their academic and social experiences later in school, including exposure to reading materials and social development through daily interactions with children and adults. Understanding its value, the Oregon Legislature directed school districts to offer half-day kindergarten in 1981 and provided funding for those that offer full-day kindergarten beginning in 2015 (Oregon Kindergarten webpage). The Student Success Act acknowledges the importance of early learning, dedicating a minimum of 20% of the revenue to birth to five programs in the Early Learning Account.

[18] Jorge Louis Garcia, et. al., The Life-Cycle Benefits of an Influential Early Childhood Program, NBER Working Paper 22993. December 2016. https://www.nber.org/papers/w22993

[19] State of Babies Yearbook: 2022. (2023, March 6). Oregon (OR) - State of Babies Yearbook 2023. State of Babies Yearbook 2023. https://stateofbabies.org/state/oregon/

Students who identify as non-binary: An at-risk population

The second highest group for chronic absenteeism in Oregon are students who identify as non-binary, as reported in the annual Oregon Statewide Report card. 52 percent of non-binary students are chronically absent, making them particularly at risk for not completing school. The Child Mind Institute is one of many mental health organizations that cite the deep importance of schools creating a gender-affirming environment for students. Using preferred names and pronouns, having culturally responsive curriculum, and working with the school community to create supportive and respectful cultures for differences can incentive non-binary students to improve attendance. According to a 2022 Trevor Project poll, non-binary students who don't have parents who advocate for them or attend schools that promote gender-affirming environments are at high risk for developing depression, anxiety, substance abuse, and even attempting suicide.

Despite the noted benefits of birth to five programs, ORS 327.506(4)(a) statutorily directs the Quality Education Commission to determine the cost of current practices in the state's system of kindergarten through grade 12 public education. Although current practices do include some district-level preschool expenditures, the model is not designed to estimate all preschool or other early learning investments that occur outside of the K-12 education system context.

Best Practices to Support Regular School Attendance

Regular attendance is one of most key factors in determining student success. Data collected over the decades by numerous sources, including the National Center for Education Statistics[20] and the Education Commission of the States [21] consistently show the students who are present and engaged in school have a great opportunity to succeed. Students who are chronically absent – defined in Oregon as missing 10 percent or more days in a school year – are at greater risk for not developing foundational skills and are more likely to drop out of high school.

Chronic absenteeism increased in the aftermath of COVID 19 nationwide. The long-term impact of chronic absenteeism in the K-12 system is so severe that in the Fall of 2023 the Biden-Harris administration released a report[22] and a national call to action.

Oregon's student absenteeism does not buck the national trend (OPB, 4/2/2024). Of particular concern is the high rate of Oregon students who are chronically absent, those students who are missing about three weeks of school. More than 38% of all Oregon students were chronically absent during the 2022-2023 school year (Oregon Statewide Report Card, 2022-23). Addressing the variety of reasons students are absent is a critical need to ensure the success of Oregon's students.

[20] https://nces.ed.gov/pubs2009/attendancedata/chapter1a.asp

[21] https://www.ecs.org/wp-content/uploads/Chronic_Absenteeism_-__A_key_indicator_of_student_success.pdf

[22] https://www.whitehouse.gov/cea/written-materials/2023/09/13/chronic-absenteeism-and-disrupted-learning-require-an-all-hands-on-deck-approach/

Every Day Matters

Oregon's Every Day Matters program is based on the best practice recommendations from John Hopkins University's Attendance Works and Everyone Graduates program to address chronic absenteeism.[23]

- Publishing comparable, timely and accurate data. Publicly available data helps everyone — educators, families, policymakers and potential community partners — understand where action is needed. States can ensure comparable data among districts by providing a common definition for a day of attendance and ensuring all absences (i.e., excused, unexcused and suspensions) are included in their chronic absence data calculations.
- Creating and promoting messaging about the importance of attendance every day for student success and well-being. Long periods of virtual learning may have led some to think in-person attendance no longer matters. However, state leaders (e.g., governors, state chief school officers, public health agency directors, policymakers and agency leaders) can collaborate on messaging that can be tailored locally to reinforce the importance of attendance.
- Building capacity to address chronic absence. This includes funding and staffing to address the root causes impacting student attendance.
- Integrating attention to chronic absence into existing initiatives. Existing programs and initiatives such as family engagement, expanded learning, intensive tutoring, community schools and science of reading efforts can incorporate efforts designed to increase engagement and attendance.
- Creating a tailored action plan based on current data and existing resources. To determine where additional capacity is most needed, states can take stock of existing resources and combine that analysis with data examining how much particular schools, districts and student groups are affected by chronic absence.

Gervais School District Reducing Chronic Absenteeism

In Gervais, the small school district has slashed chronic absenteeism rates among elementary and middle school students. Chronic absenteeism rates in kindergarten through fifth grade dropped from 40 percent to 28 percent in the 23-24 school year, according to district administrator data. In middle school, 70 percent of students are regular attendees, up from 53 percent in 22-23. Tactics include increasing parent and student awareness by sending home monthly postcards about attendance.

Gervais also offers incentives to students, like popcorn parties, for kids who attend more than 90 percent of class in a given month. There are also family game nights to strengthen families' connections to school. There are cases when incentives don't work. In those situations, staff meet with students. Then, they offer parenting classes, essentially sit-down meetings with parents to discuss the repercussions of missed school. "The biggest thing about all of this is trying to find a creative approach," Julie Powers, attendance specialist said. (Original reporting by KGW)

[23] Vaughan, T. (2024, April 9). Turning back the tide: The critical role of states in reducing chronic absenteeism. Education Commission of the States. https://www.ecs.org/attendance-works-reducing-chronic-absenteeism/

Tribal Attendance Promising Practices

Administered by the Oregon Department of Education, the Tribal Attendance Promising Practices (TAPP) program seeks to address the chronic absenteeism rate of American Indian/Alaska Native (AI/AN) students. In the 22-23 school year, nearly half of students identified as American Indian/Alaska Native were chronically absent. Through the 1.9 million funding provided by TAPP this year, ten school districts are funding a Family Advocate position, focusing on addressing the root cause of AI/AN absenteeism. Root causes identified have been a lack of stable housing, access to mental and physical health care, lack of transportation to school, and a lack of culturally representative curriculum. Simply put, students with consistent housing, medical care, and transportation who see themselves reflected in the learning materials attend school more often.

The Family Advocates maintain relationships with families to be able to quickly address absenteeism issues with AI/AN students, and help connect students and families to services they need that will address the causes of the absenteeism.

The QEM includes staffing for both school counselors, at the ratio recommended by the National School Counseling Association, and the addition of a family resource center staff at all grade levels. These elements of the Model can help meet the best practice recommendations to reduce chronic absenteeism.

Impact of Suspension and Expulsion

The QEC is concerned about the impact of suspension and expulsion on students, and especially on the historically underserved and where such discipline is disproportionate. Data reveal that disparities in discipline begin in pre-K and carry through secondary school. Oregon's 2022-23 discipline data show that more suspensions and expulsions happen in 7th (13.9%) and 8th grades (14.4%) compared to other grades, potentially impacting students' ability to be on track for 9th grade. Race and ethnicity data continue to show disproportionate disciplinary practices across all grade levels; students who are federally identified as Black/African American students and American Indian/Alaska Native are suspended, either in-school or out of school, or expelled at higher rates than other ethnicities (13.2% and 11.2% respectively).

A 2018 Government Accountability Office study found that students who experience exclusionary discipline are more likely to cite mental health and trauma as a reason for behavior issues, and that they are more likely to drop out of school or become involved in the juvenile justice system. A 2021 study by the National Institute of Mental Health found that disciplinary disparities based on race show up as early as preschool and follow students into elementary grades. This systemic issue must be addressed by schools in order to change the outcomes for our students of color.

The 2021 Legislature enacted Senate Bill 236, prohibiting licensed and publicly-funded early childhood care and learning providers from suspending or expelling a child and enacted House Bill 2166 to create the Early Childhood Suspension and Expulsion Prevention Program, funded with $5.8 million for the 2021-2023 biennium. The QEC has not been able to locate documentation that additional funding was allocated for this program during the 2023-25 biennium.

Our school systems must do a better job at supporting students in addressing the reasons for disruptive behavior at

school, and providing the resources and supports students need to address the mental health and trauma causing disruptive behaviors to allow students to stay in school and succeed.

Hermiston's ELD Approach

In the 2021-2022 school year, unsatisfied with the academic success and growth in language proficiency of their multilingual learners, Hermiston School District elementary EL teachers, instructional coaches, and administrators wrote a vision for the future of their elementary EL program. The driving force of the vision was to rightfully place English Language Proficiency (ELP) standards, content, and assessment at the center of EL instruction for multilingual students. Spurred on by the state adoption for EL materials, the Hermiston team:

- Developed a list of priorities and created an action plan to build a system.
- Included language instruction as part of the core curriculum by prioritizing the Oregon State Language standards for all students and additionally prioritizing the ELP standards for multilingual learners.
- Reframed EL instruction for multilingual learners - instead of an intervention, it was a part of the core curriculum, meaning that multilingual students receive grade level EL instruction with the ELP standards, rather than an intervention model that looks at student language deficiencies and only targets those. Instead, Hermiston treats EL instruction the same as any core subject by heterogeneously grouping students, teaching grade level content, and differentiating support for students based on need.

Once the priority ELP standards were identified by the district EL Committee (composed of district EL teachers, instructional coaches, and administrators), the same committee wrote a task specific rubric for each priority standard to determine what evidence a student would need to demonstrate to show they have mastered that standard. Weekly assessments are utilized to monitor progress relative to those rubrics and a benchmark assessment system was created to monitor progress districtwide. Multilingual students who are in the EL program receive 35 minutes of language instruction daily from a qualified EL instructor while students not served in the EL program receive grade level language instruction with the Oregon State language standards. Finally, the district implemented standards based grading for all core subjects, of which EL is included. This means EL teachers report student proficiency with the EL priority standards to parents, based on the aforementioned rubrics, at regular intervals. Professional development for EL teachers as well as expecting high-level collaboration practices between EL teachers has been critical to the success of these initiatives and will continue to be so.

The most promising aspect of this work is that it is teacher-led within a collaborative shared leadership model. In the 21-22 school year, the year prior to this plan taking effect, Hermiston elementary schools saw an EL proficiency rate of 8 percent (2 percent below the state average). In the 22-23 school year, the EL proficiency rate rose to 13 percent (3 percent above the state average) and for the 23-24 school year, they expect to see a proficiency of 14% (3-4% above the state average). Additionally, between the 21-22 school years and the 22-23 school, Hermiston elementary schools saw an increase of 11.8 percent of students on track for EL proficiency (52.9 percent to 64.7 percent). Hermiston students are achieving great results.

Best Practices to Support English Language Learner Success

As of May 1, 2023, 545,609 students enrolled in Oregon public schools and districts. Among those students, 18.4 percent were current or former English Learners (100,175 students). Composing a fifth of the general population, English learners form a vital part of our student communities and bring a variety of cultural and linguistic assets that enrich our schools and districts. Assuring English learners' access to instruction elevates outcomes for all students. Current English learners demonstrate a higher risk of being marginalized by our current education system as measured

by the following data. Attendance rates are lower among current English learners in high school. Current English learners are more likely to graduate with a modified diploma and are less likely to go to college than their peers.

According to the National Research & Development Center to Improve Education for Secondary English Learners, unless we look at educational efforts directed at English Learners in their complex reality, we misconstrue, and thus continue with practices that are insufficient to effectively address the realities that English Learners experience. Investments in capacity building for all teachers to serve English learners with evidence-based practices and programs is needed to properly address the variety of ideologies, institutions, systems, and individuals who influence English Learners.

Building capacity for all teachers with evidence-based practices for supporting English learners

- Culturally and linguistically responsive Integrated English Language Development
  - English learners' access to core and advanced high school courses (Rosenow, 2023)
  - High level language and literacy development for all students
  - Empowers EL student ownership and engagement; proven to positively impact attendance rates
  - Developing evidence-based programs that are proven to support the success and graduation of English learners
- Dual language immersion
  - Development of students' home language; proven to positively correlate with higher levels of English language & literacy development

Using Playful Inquiry to Create Joyful Learners

Angela Vargas, Beaverton, started her career in Head Start, working with children and their families to create developmental skill plans to support student learning. She noticed when she transitioned to the pK-12 public school system that schools weren't as student-centered or family based, even at the preschool level, and she set out to change that. As a playful inquiry expert, she works with Beaverton preK through 1st grade teachers to implement playful inquiry throughout the district. "Playful inquiry is asset-based," she explained, "it moves away from a pedagogy of poverty where a belief that a certain type of learning isn't as ambitious, and it fits better with the diverse learning needs of a diverse student population." As part of the method, students are taught empathy and self-reflection in order to develop their ability to explain their learning and communication needs. For example, two young children are playing and one does something to "help" the other. Instead of responding to the "help" with frustration, physicality or angst, the child "helped" has learned to state "that's not helpful." Children start to learn to ask, "Would this be helpful?" with each other, instead of assuming. This leads to better cooperation, less frustration for all students, and a strengthened learning community where needs are expressed and responded to productively. In training educators to use playful inquiry, Ms. Vargas has noted that many educators report a lack of training in child social and emotional development, which is key for structuring learning environments that support student self-awareness, or "habits of mind." She's proud to work in a district that has made a commitment to making time for educators to develop skills to help make students' thinking visible, create joy and curiosity within the schools, and support students in developing themselves as whole learners.

The QEC believes that tribal language revitalization is crucial for supporting inclusive multilingualism and addressing the ongoing harm caused by the erasure and loss of languages indigenous to Oregon. Across the state, various Native Language Revitalization efforts are being led by Tribes and community supporters, including linguists, cultural groups, community organizations, and governments. These initiatives are essential for healing the impacts of language

erasure, supporting overall student well-being, and reconnecting with place-based heritage and ancestral roots. ODE supports this work by developing curricula such as the 4th Grade Health Lesson on Language Revitalization, providing tribal language grants to the nine federally recognized tribes of Oregon and by establishing the incoming Tribal Language Advisory Committee and new Early Literacy Tribal Grant positions. However, additional resources are needed to provide targeted, culturally-specific supports that will further strengthen cultural identities and advance the revitalization of indigenous heritage languages.

Best Practices to Support Creating a Supportive Student Learning Environment

A supportive learning environment Oregon has adopted a number of ways to measure success of our students that follow the student-centered, equity-based approach emphasized by the Quality Education Commission. Among those are the Student Educational Equity Development Survey (SEED Survey), which is now a statewide requirement that measures student perspectives on factors that contribute to the development of supportive learning environments, including access to learning resources, opportunity to learn, self-efficacy/beliefs, and sense of belonging.

The QEC recommends district use of the SEED Survey results in order to address barriers students are identifying to creating supportive learning environments. Creating the conditions for learning, including the provision of food, shelter, and water within a safe and welcoming learning environment is critical in order to set the state for learning to be feasible. Addressing student mental health and sense of safety at school and outside of school deeply impacts their ability to learn.

Applying the Oregon SEED Survey

Oregon has a powerful tool for assessing our success in creating supportive learning environments. The Oregon SEED Survey should be used by districts to monitor student sense of wellbeing in schools, and make adjustments to better address the gaps students identify. Schools can address the issues that lead to unsupportive learning environments by building systems to help students build resiliency by recognizing their assets and develop metacognition skills in order to help students understand their own selves as learners and members of the school community, and the data the SEED survey presents is valuable and should be used.

The data the SEED survey gives districts is rich, providing information about student access to learning resources, opportunity to learn, self-efficacy/beliefs, and sense of belonging. The survey also provides information about CTE program implementation and access, Tribal History/Shared History implementation, and postsecondary planning. The QEC believes that a statewide commitment to having students complete the survey, working with staff and students to review the results and make plans for addressing issues students identify will support improvements in student success, from addressing reasons students feel disconnected to school (and as a result, are at greater risk for non-attendance) to addressing issues that impact staff effectiveness in supporting student achievement on state standards.

Addressing Mental Health: Implementation of 2024 Standards

The Quality Education Commission recognizes that sound mental health, which encompasses emotional, social, cognitive and behavioral functioning is critical to learning. An effective education system incorporates mental/behavioral health as a foundational element. About one in five youths in the United States experience some form of emotional, social or behavioral difficulty. Roughly 70 percent of American students who access mental health services

and supports do so in their schools.[24] Research has convincingly shown that children and teens do better in school when student and school staff mental/behavioral health and well-being needs are being met.

In March 2022, the Centers for Disease Control released a survey that found more than 4 in 10 teens reporting that they feel "persistently sad or hopeless," and 1 in 5 saying they have contemplated suicide. The CDC survey reflected a generation reeling from the pandemic, grappling with food insecurity, academic struggles, poor health and abuse at home. However, the issues impacting student mental health existed before the pandemic and have continued: over a third (36 percent) of students said they experienced racism before or during the COVID-19 pandemic.[25]

Youth who felt connected to adults and peers at school were significantly less likely than those who did not to report persistent feelings of sadness or hopelessness (35 vs. 53 percent); that they seriously considered attempting suicide (14 vs. 26 percent); or attempted suicide (6 vs. 12 percent).

In October 2021, the American Academy of Pediatrics, the American Academy of Child and Adolescent Psychiatry, and Children's Hospital Association declared a National State of Emergency in Children's Mental Health, citing rates of childhood mental health concerns and suicide rose steadily between 2010 and 2020 including the 2018 data point that suicide was the second leading cause of deaths for youths aged 10-24.[26]

The crisis of disrupted learning in all grades but particularly in elementary schools has been well- documented in Oregon. This is not a phenomenon of the pandemic's making; reports of student outbursts, fleeing, classroom violence, and other manifestations of trauma have been reported to be occurring at least weekly in schools across the state for more than six years. In 2021, the legislature recognized the importance of social-emotional learning and directed the State Board of Education to adopt K-12 social-emotional learning standards no later than September 15, 2023 (HB 2166), with school districts implementing the new standards no later than July 1, 2024.

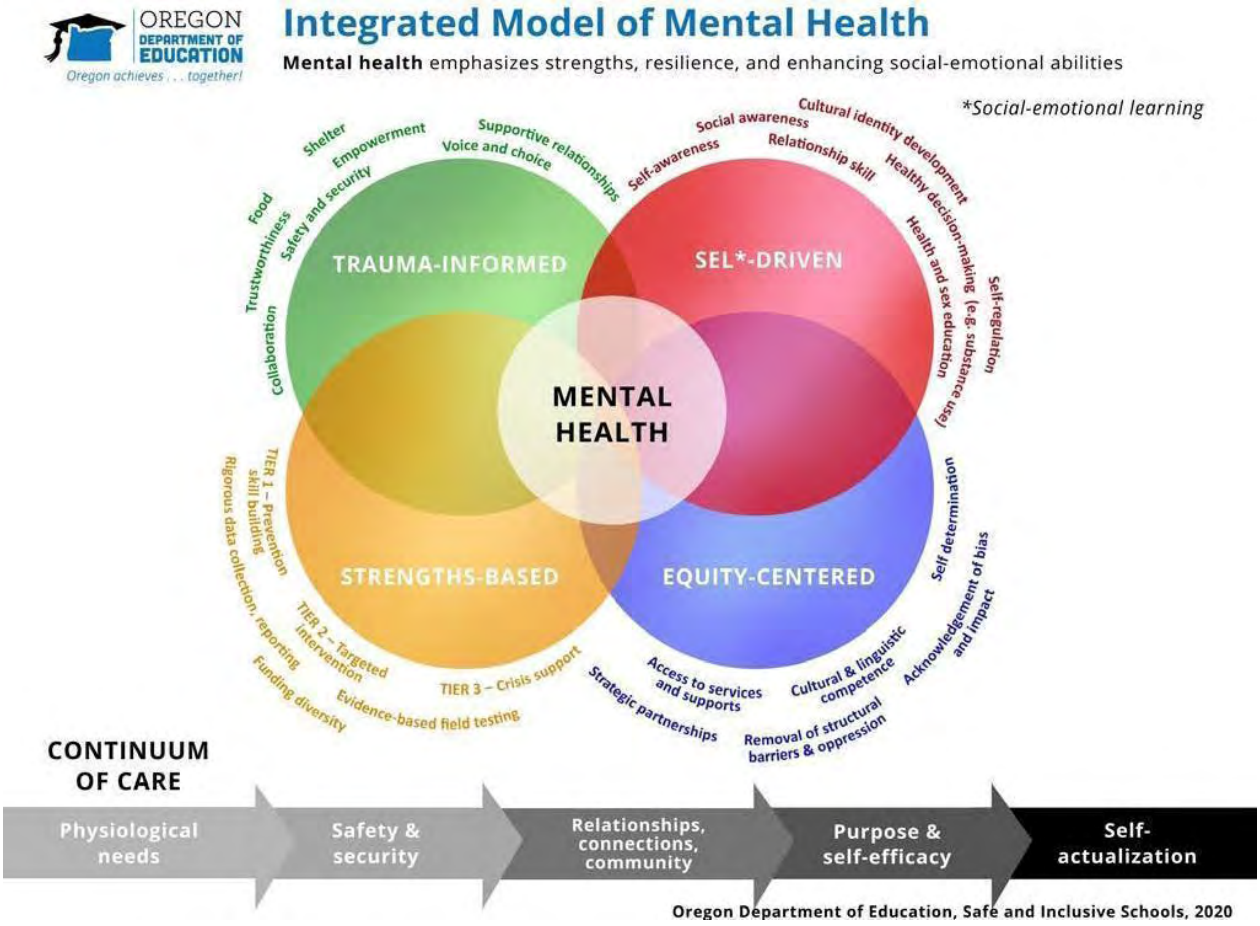
Monitoring the success of the implementation of the new standards is a critical element to best practices that create a supportive learning environment. Oregon's integrated model of mental health is demonstrated in Exhibit 40 below.

[24] Oregon Dept. of Education, ODE Mental Health Talking Points, February 2021. https://www.oregon.gov/ode/students-and-family/equity/SchoolSafety/Documents/ODE%20Mental%20Health%20Talking%20Points.pdf

[25] Centers for Disease Control, New CDC data illuminate youth mental health threats during the COVID-19 pandemic, 3-31-2021. https://www.cdc.gov/media/releases/2022/p0331-youth-mental-health-covid-19.htm

[26] Centers for Disease Control, American Academy of Pediatrics, AAP-AACAP-CHA Declaration of a National Emergency in Child and Adolescent Mental Health, 10-21-2021. https://www.aap.org/en/advocacy/child-and-adolescent-healthy-mental-development/aap-aacap-cha-declaration-of-a-nationalemergency-in-child-and-adolescent-mental-health/

EXHIBIT 40: INTEGRATED MODEL OF MENTAL HEALTH



Mental/behavioral health occurs within a continuum of care that supports students' physiological needs, safety, security, social connection, identity, diversity and purpose. Schools are primary providers of mental and emotional health supports for students. About one in five youths in the United States experience some form of emotional, social or behavioral difficulty. Roughly 70 percent of American students who access mental health services and supports do so in their schools. Research has convincingly shown that children and teens do better in school when student and school staff mental/behavioral health and well-being needs are being met.

Best Practices to Support Being on Track to Graduate High School

Oregon's High School Success program is built upon the best practices identified by state and national research. High School Success is a fund initiated by ballot Measure 98 in November 2016. The High School Success program is designed to help improve student progress toward graduation beginning with Grade 9, increase the graduation rates of high schools, and improve high school graduates' readiness for college and career.

Funding is provided to establish or expand programs in three specific areas:

- Dropout Prevention;
- Career & Technical Education; and
- College-Level Education Opportunities.

All High School Success recipients must meet eligibility requirements in order to receive and spend funds. These

eligibility requirements are a set of practices each recipient must have in place in the following areas: Teacher Collaboration Time around Data, Practices to Reduce Chronic Absenteeism, Equitable Assignment to Advanced Courses, Systems Ensuring On-time Graduation.

The research cited above suggests that having these structures in place helps increase graduation rates and ensures that high school graduates are ready for their next step. Allowing for time for teachers to look at specific student data, and using that data to inform decisions, increases the chances that a student will be on-track to graduate on time by the end of Grade 9. The last three years of High School Success (HSS) grant funding tells a story of collective commitment -- one where local schools and communities partner -- working together to create a more equitable, well-rounded, and engaging education system.

Springfield School District is Making a Good Idea Great

The Springfield School District (SPFD) experienced important gains in 9th Grade On Track during the 2022-23 school year, increasing by 5.7 percent compared to 2021-22. The district's rate was also above pre-pandemic levels (+1.6 percent). District administration and staff attributed some of their success to leveraging local context and data. At COSA's Seaside Conference in June of 2024, SPFD staff detailed their expanded definition of 9th grade on track; expanding on the ODE definition to one that effectively surfaces more struggling students for support, earlier, including a review of middle school data by their transition team. The district has developed a comprehensive early warning system that includes the specific credits that students have earned, as well as course grades. This leverages the understanding that not all credits are as critical as others in graduation conversations. Their more sensitive on-track criteria led them to develop timely interventions, which has yielded promising initial outcomes and encouraged them to plan for future improvements.

Impacts of Measure 98

Measure 98 is generating impacts that are important and as-intended. Stand for Children conducted a comprehensive analysis of the impacts of Measure 98 in April 2024. They found the following six key findings:

- The most significant single-year improvement (+3.27 percentage point growth) and the best-ever recorded high school graduation rate in Oregon (82.63 percent) occurred in 2019-20—the first year of full funding for Measure 98.
- During the first three years of Measure 98 funding, the graduation rate for Hispanic/Latino students grew at a faster pace than the "All Students" rate.
- The graduation rate for low-income students had grown at an average annual rate of +2.93 percentage points prior to Measure 98. Implementing the initiative accelerated growth for low-income students, with a +3.4 percentage point average annual growth rate between 2017-18 and 2019-20.
- Since full Measure 98 funding, Hispanic/Latino students graduate at a rate just 2.7 percentage points behind the all-student rate (compared to a 7.03-point opportunity gap in 2013-14).
- In the four years prior to implementation of Measure 98 (2013-14 through 2016-17), the average annual statewide dropout rate was 4 percent. Over the first four years of Measure 98 funding (2017-18 through 2020-21), the average annual statewide dropout rate decreased to 2.75 percent.
- 76.47 percent of students in the 2022-23 graduating cohort were classified as CTE participants, a substantial increase compared to a 60.6 percent rate in 2015-16.

Career and Technical Education Success

Data from the 2022-23 Statewide Report Card show that students who are CTE completers were graduated by Oregon's K-12 education system at a 93 percent rate in the 2018-19 school year (in contrast to the statewide graduation rate of 81.3 percent for this cohort). As conveyed in the draft 2024-27 CTE State Plan, career connected learning (CCL) and career and technical education (CTE) are central in addressing the gaps between education and workforce, as well as disrupting barriers towards a smooth transition between school and work. CCL and CTE programs build capacity in communities, helping ensure that all Oregon students have an opportunity to enroll in postsecondary institutions and gain meaningful employment. In addition, students from diverse racial/ethnic backgrounds who are CTE completers experienced tremendous success. All of these student groups in the 2018-2019 High School Cohort, from those who are federally identified as American Indian/Alaska Native, to Hispanic/Latino, to African American/Black, graduated at rates higher than the state average. Expansion of CTE programs is clearly an area that is worthy of further conversation in Oregon.

Best Practices to Support Educator Recruitment and Retention

In recognition of the critical role that educators play in supporting student success, the Oregon Legislature created the Educator Advancement Council (EAC) in 2017 with a vision to realize an equitable, sustainable model for coordinating educator support systems along the P-20 career continuum - from recruitment to career advancement. The EAC is a statewide intergovernmental coalition through which collaborative partnerships and educator networks aim to provide open access to evidenced-based educator support that reflects local contexts and priorities, promotes culturally responsive teaching practices, and leverages educator expertise and leadership.

Since 2018, the EAC and its members, including state and local education agencies, Tribes, and higher education partners, have collaborated to align, coordinate, and improve access to educator preparation, professional learning, and career advancement efforts. The EAC funds programs that are locally designed to address educator needs along the career continuum, as well as state scholarship and equity initiatives addressing educator preparation. Regional Educator Networks, Grow Your Own partnerships, and other grant-funded initiatives work towards outcomes which include:

- Representation (recruitment and retention) of educators of color and multilingual educators.
- Improved access to and completion of educator licensure preparation programs.
- Improved access to high quality professional development and mentoring opportunities for educators.
- Effective institutional partnerships and multiple, articulated pathway connections for educator career entry through advancement.
- Effective induction, onboarding, and mentoring for new and novice educators.
- Improved workplace conditions relating to school climate and culture, staffing, collaboration and planning time, evaluation and feedback practices.
- Increased use of evidence-based and culturally responsive instructional, engagement, and leadership practices.
- Increased engagement of teacher leaders in instructional decision-making.

Regional Educator Networks

Regional Educator Networks (REN) are regionally-based networks guided by Coordinating Bodies made up of educators and community members in ten regions across Oregon. RENs aim to improve local teaching and learning conditions in public schools through a structure of collaborative leadership that centers educator voices in prioritizing

and developing systems of support. Funding is awarded through a formula grant that ensures equitable access to resources across the state's rural and urban communities. In the 2023-25 biennium, RENs are funding 165 projects to support educators related to professional growth and development, support for novice educators, and educator preparation pathways. Each REN focuses on educator recruitment and retention relevant to the local needs and context. Some examples include:

- Southern Oregon REN (Jackson, Josephine, & Klamath Counties): runs a mentoring program for teachers and administrators, as well as supports a professional development and coaching program called "Teach from Your Best Self".
- Central Oregon REN (Crook, Deschutes, & Jefferson Counties): Hosts Amplify, an affinity space offering educators of color and students interested in becoming educators the opportunity to connect and learn together.
- Eastern Oregon Regional Educator Network (Harney, Grant, Malheur, Lake, Wallowa Counties): Convenes Rural Collaboratives through which rural teachers can find networks of support. This video provides a closer look at the purpose and impact of the REN.
- Western Regional Educator Network (Benton, Linn, Lane, & Lincoln Counties): hosts a year-long New CTE Teacher community of practice, aimed at providing professional support and mentorship to help retain new CTE teachers.

Grow Your Own Partnerships

National research suggests that "Grow Your Own" (GYO) educator partnerships present opportunities to address educator shortages, recruitment and retention issues, and educator diversity by engaging in a variety of strategies that aim to develop educators in their local communities (Garcia, 2024).[27] Since 2020, Oregon has invested in local and regional GYO partnerships as one of many promising models to address systemic educator workforce needs. Oregon's GYO programs are designed to support various types of activities, such as career and college exploration for high school students, opportunities to advance careers for current school classified and support staff, and targeting specific, high need areas such as bilingual, special education, culturally diverse, and rural/rural-remote educators. GYO partnerships have supported more than 500 participants in becoming newly licensed educators. GYO participants are candidates on emergency licenses, pursuing additional endorsements or credentials, completing prerequisite courses for entry into preparation programs, and high school students earning relevant college credit and/or exploring educator careers.

Building Future Educators: Medford School District Education Pathways Program

Click here to see the video: https://drive.google.com/file/d/1dTimhQMf4z490cjXIlQy2fbiI5CtN9kB/view?p

In Medford School District, students at both South and North Medford high schools have access to pathway programs that train students in education. Starting in 9th grade, students who choose the pathway programs can start to earn credits towards a degree in education. At South Medford, students can enter a three-year Pathways to pre-Education program that earns them 13 credits, which allows them to get a basic certificate in Early Childhood/Elementary Education.

"It gives students an opportunity to test drive teaching so they can see if it's for them," said teacher Sheri Smith. Students in Ms. Smith's class described their experience in her class, specifically related to learning about child development, as transformative to their lives. "Even if I don't become a teacher," one sophomore shared, "this class has made me a better listener and I'm more patient, which makes me a better sister, aunt, and person." North and South Medford High Schools are two of only 56 Oregon high schools offering education career pathways programs approved by ODE.

[27] Garcia, A. (2024). Grow Your Own Teachers: A 50-State Scan of Policies and Programs. https://www.newamerica.org/education-policy/reports/grow-your-own-teachers/

System Coherence: Protecting and Promoting the Student Success Act

Oregon's leaders demonstrated a historic financial commitment to Oregon's students, educators, schools, and the state by enacting in 2019 the Student Success Act, funded by a new corporate activities tax. The act created 12 new programs and expanded 16 existing educational programs, affecting students from early learning to 12th-grade graduation. The protection and promotion of the Act is key to ensuring the investments in student success defined under the Act continue to be supported and show their success.

A key element of the Student Success Act is its commitment to improving equity by increasing access and opportunities for historically marginalized students. It provides implementation guidelines designed to create long-term school improvement. That commitment is reflected in the allocation of added funding specifically for these high-priority focal groups and in the requirement that both education staff and community members be involved in the development of school district plans for use of the Student Investment Account grant funds.

When fully implemented, the 2019 Student Success Act was expected to invest $2 billion in Oregon K-12 education every two years, distributed into three accounts:

1. The Early Learning Account ($400 million/20 percent), to expand access to early education programs;
2. The Student Investment Account ($1 billion/50 percent), for noncompetitive grants to school districts to address student mental and behavioral health, class size, more time, well-rounded educational opportunities, and reducing academic disparities among students; and
3. The Statewide Education Initiatives Account ($600 million/30 percent).

Of particular interest to the QEC is the Statewide Education Initiatives Account, which receives 30 percent of the Student Success Fund and funds grants to school districts to implement ODE initiatives such as the following programs. The Education Initiatives Account since 2020 has increased or provided funding where none existed before for the following:

- African American/Black Student Success Plan (increased funding, expanded program)
- American Indian/Alaska Native Student Success Plan (provided funding); Latino/a/x and Indigenous Student Success Plan (provided funding)
- LGBTQ2SIA+ Student Success Plan (enacted 2021 provided funding)
- Refugee and Immigrant Student Success plan (enacted 2023, provided funding)
- Native Hawaiian and Pacific Islander Success Plan (enacted 2023, provided funding) Fully funding the "High School Success" program established by the 2016 ballot measure 98
- Expanding the funding of the Educator Advancement Council in order to diversify the educator workforce;
- Devoting some funding to the Youth Community Investment and Reengagement grants for 14 to 21 year olds;
- Increased access to school nutrition programs for over 20% of Oregon students
- Providing $3 million in funding for summer school programs in Title I schools
- Funded an early indicator/intervention system to support all ninth graders to be on track to graduate on time
- Supported ODE in increasing staffing for all SSA functions and program supports

The integration of federal and state requirements within the Student Investment Account and Integrated Guidance project, and their associated programs, has organized these efforts in a manner that is intended to reduce reporting burdens and align grant management within districts, as conveyed in the graphic below.

Integration is possible for these six initiatives because of what they have in common. While each program can be pulled apart (and has been historically), the Integrated Guidance project brings them together so applicants, schools, and programs can leverage multiple strategies and funding sources to implement more cohesive plans that positively impact students. The Quality Education Commission supports ODE initiatives and works to align its recommendations with ODE guidance as that guidance evolves

Measuring and Improving – Using the Continuous Improvement Process & Collaborative Practices

Schools and districts in Oregon are called upon to engage in continuous improvement work to improve student success. A continuous improvement process is the process by which districts and schools:

- Determine what is working and what needs to change;
- Establish a process to engage stakeholders to effect change;
- Leverage effective practices to implement a plan; and
- Use data to monitor and make timely adjustments to improve student success.

The continuous improvement process results in the development of an ambitious, priority-driven action plan where routine collaboration and decision-making among district leaders is reflected throughout implementation.

A key component to successful continuous improvement is a commitment to collaboration among all those involved. This commitment takes time and focus. In the 2023 Statewide Oregon Educator Survey, only 39 percent of teachers and 33 percent of administrators agreed that they have sufficient time to focus on instructional leadership topics. Too often classroom teachers, educational assistants, and other educational employees name a lack of agency in decision-making that increases the difficulty of their job. For example, a cafeteria worker may see issues being caused by the schedule designed for meal times at school, but if they are never given the opportunity to engage in the planning of the schedule that impacts their workday, their insight will be lost. Human-centered design thinking[28], in which the humans involved in the work are included in the planning, improves school functionality and gives agency to those who are doing the work. The increase in agency can lead to a greater sense of satisfaction at work, reducing factors that lead to high turnover.

Collaboration

Through work done at Rutgers University's Center for the Study of Collaboration in Work and Society, collaborative practices, specifically through formal union-management committees and partnership have helped improve student achievement. Notably the research shows that such collaborative practices show student gains as measured by standardized assessment in even high poverty schools, where typically students are the highest and most complex. Researching the impact of formal commitments to collaboration showed that collaborative practices increase between educators as well as between administrators and educators.

[28] Parker, M., Cruz, L., Gachago, D., & Morkel, J. (2021). Design Thinking for Challenges and Change in K–12 and Teacher Education. Journal of Cases in Educational Leadership, 24(1), 3-14. https://doi.org/10.1177/1555458920975467

Specifically they found that:

- Formal partnerships help improve student performance. The quality of formal partnerships between teachers unions, administrators, and teachers at the school level is a significant predictor of student performance, as well as performance improvement, after poverty and school type are taken into account.
- Partnerships lead to more extensive communication between teachers. Higher-quality, school-level teacher-administrator partnerships predicted more extensive school-level collaboration and communication around: student- performance data; curriculum development, cross-subject integration, or grade- to-grade integration; sharing, advising, or learning about instructional practices; and giving or receiving formal or informal mentoring.
- More extensive communication improves student performance. More extensive communications around: student-performance data; curriculum and integration; instructional practice; and mentoring all predicted large and significant gains in student performance or performance improvement.
- Partnership leads to more frequent and informal communication between union representatives and principals. Finally, the quality of partnerships predicted different communication patterns between union building representatives and principals, with the communication in high-partnership schools becoming more frequent and less formal than the communication in low- partnership schools.
- Union-management partnerships can enhance learning among schools and the adoption of innovation from one school to another. Tests can reveal deficiencies in student knowledge but can offer little more beyond alerting parents and teachers to a problem. Union-management partnerships, because they are problem focused, can take the critical next steps and help drive thinking about ways to increase student learning. These types of partnerships are designed to use collaboration among educators to find solutions to gaps in student achievement and then effectively implement those solutions because those closest to the problem—with tacit knowledge of it—are key stakeholders in the improvement process.

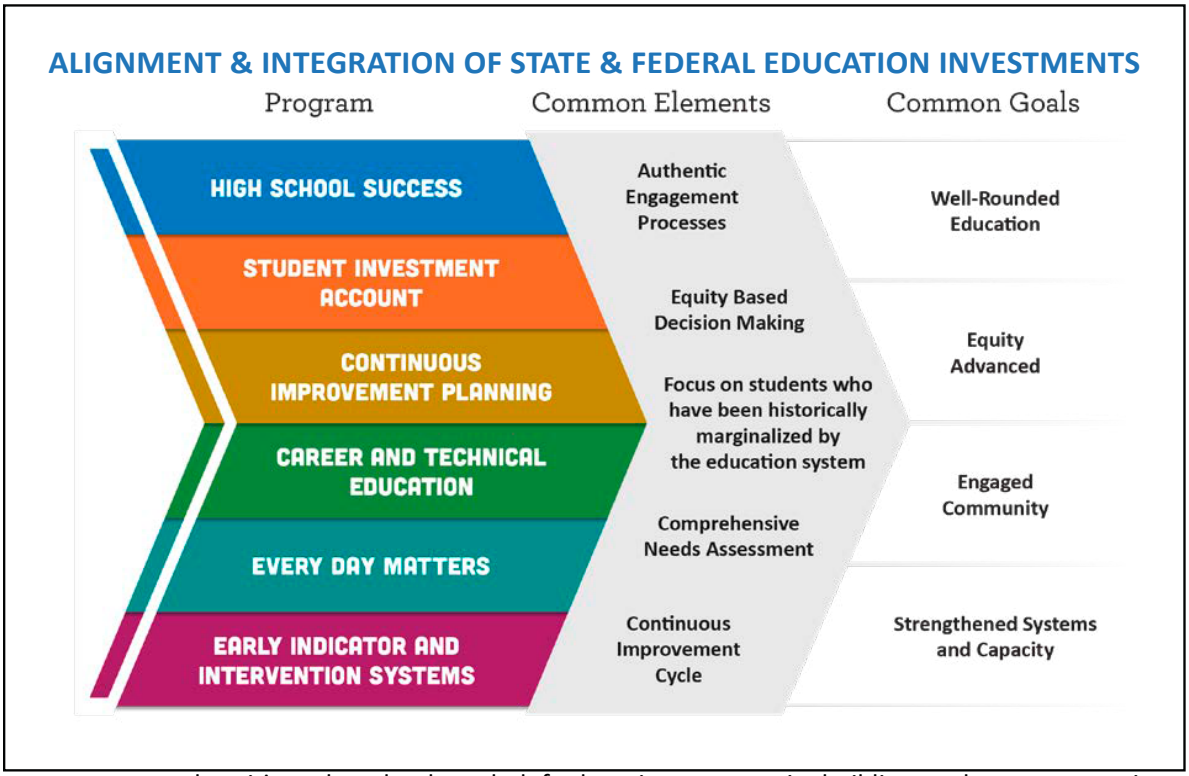
In Charles Heckscher's 2013 article, The Case For Collaboration, he found "… that this collaborative approach succeeds on several dimensions…the schools scoring high on standardized tests are not the ones with the tightest controls or the most market choice, but the ones highest in cooperative networking among teachers and across lines of school and hierarchy." Collaborative practices put equity into action, allowing all those involved in the educational system to have a voice, help identify issues that are causing barriers to student success, and have a role in implementing solutions to address those barriers.

> *(5) In addition, the commission shall provide in the report issued under subsection (4) of this section at least two alternatives for meeting the quality goals. The alternatives may use different approaches for meeting the quality goals or use a phased implementation of best practices for meeting the quality goals.*
>
> *ORS 327.506*

Community Schools & Community Engagement in the Integrated Guidance

Engaging with the community is a key part of the Integrated Needs Assessment, discussed earlier in this report. The Community Schools Model[29] is a researched-based approach to bridging the academic and holistic (cultural, health, social, etc.) needs of students toward academic success and overall thriving communities. Community Schools focus on the uniqueness of the students and families a neighborhood school services, and then strategically partners with a diverse range of partners to address the specific needs and opportunities present in each school. Often this looks like co-locating services that students and families are currently accessing in other parts of town (food assistance, health care, mental health, day care, etc.), thus reducing barriers to the critical supports that help students thrive. The Community Schools Model also is responsive to a robust culture of family and community

[29] Anne Maier, Julia Daniel, Jennie Oakes. Community Schools as an Effective School Improvement Strategy: A Review of the Evidence. Learning Policy Institute. December 2017. https://learningpolicyinstitute.org/product/community-schools-effective-school-improvement-brief



engagement, and positions the school as a hub for learning, community building, and access to services across the lifespan, with students as the focal point. Current emphasis of these factors in the SSA can serve as a foundation for Oregon to explore and test the effect of moving toward a more broadly adopted Community Schools Model approach.

Community Partnerships

Public education systems are stronger when they coordinate with community leaders and community- based organizations to identify and comprehensively address students and families' needs. Schools are important hubs for students and families to gather, learn, and access services, and public education is best able to help meet the needs of students when they can call on the expertise and capacity that exists in the community to respond. Partnering with culturally specific community organizations to shape district and school policies and programs, and directly provide culturally relevant services is an inclusive approach that can accelerate change. Community partnerships look

Community Partnerships Make a Difference

Oregon's districts and schools maintain many existing community partnerships, such as:

- Regional collaboratives like Central Oregon's Better Together, a regional, cross-sector partnership working collectively to improve education outcomes for children and youth from cradle to career. Made up of over 300 stakeholders from six school districts, two higher education institutions, and multiple early learning organizations, non-profits, businesses, and government agencies. Better Together convenes and facilitates these partners to close gaps and increase student success.
- Local partnerships with a district or school, for example, Adelante Mujeres, partners with districts in Forest Grove through the Chicas Youth Development Program, which partners with public schools to provide culturally relevant after-school programing, leadership, and community service opportunities to Latina youth and their families. The program begins in 3rd grade and provides developmentally appropriate learning opportunities through 12th grade. Chicas uses culturally relevant approaches to support academic progress, cultivate interest in STEM, and prepare youth and families to prepare for college.

differently from community to community, school to school, as they draw on the existing strengths of the community and forge mutuality between schools and community partners.

Beyond the current patchwork nature of community partnerships, the Community Schools Model has risen as a researched-based approach to bridging the academic and holistic (e.g., cultural, health, social, etc.) needs of students toward academic success and overall thriving communities. Community Schools focus on the uniqueness of the students and families and neighborhood school services, and then strategically engage with a diverse range of partners to address the specific needs and opportunities present in each school. This often looks like co-locating services that students and families are currently accessing in other parts of town, such as food assistance, health care, mental health, and day care, reducing barriers to the critical supports that help students thrive. Community Schools are responsive to a robust culture of family and community engagement, and positions the school as a hub for learning, community building, and access to services across the lifespan, with students as the focal point. Current emphasis of these factors in the SSA can serve as a foundation for Oregon to explore and test the effect of moving toward a Community Schools Model approach.

Alternatives for Meeting the Quality Goals

The recommendation of the QEC is that the legislature fully fund the QEM in the next and future biennia in order to achieve the state's education goals. This recommendation includes funding schools at a level that would allow for all of the recommended best practices to be implemented and for the staffing ratios and investments aligned with the prototype schools outlined in this report.

Oregon statute at ORS 327.506(5) directs the Quality Education Commission to identify at least two alternatives to meeting the quality education goals in the event the legislature does not fully fund the QEM. Any alternative method would also require a significant investment in Oregon's children. In addition to continuing the current targeted investments (i.e., early literacy, summer learning, high school success, etc.), following are the alternatives suggested by the QEC:

Option 1: Invest in Communities - make investments for children and families that support students in K-12 being ready to learn. Specifically, the legislature could make targeted investments to the ameliorate the impacts of child poverty[30] through:

1. A child tax credit, similar to what was provided to families during the COVID-19 pandemic that reduced child poverty rates to 5.2 percent in 2021 (Tax Policy Center, 2023). June 2023 Revenue impact analysis for the $1,000 per-child Refundable Oregon Kids' Credit created by the Legislature in HB3235 estimated the cost of issuing such a credit would be $74.1 million in the 2025-27 biennium and $77.5 million in 2027-29.
2. Expanded access to universal preschool programs and quality childcare. Oregon State University College of Health's 2022 Estimated Supply of Child Care and Early Education Programs in Oregon estimates that only 44% of preschool students in Oregon had access to any preschool slot in 2022, leaving 77,388 preschool age children without any access to quality pre-K childcare. While additional investment would be needed to staff and create new centers, that is not accounted for here, the QEC estimates that subsidizing full-time year-round center care for five percent of currently unserved pre-K students at the monthly statewide market rate from DELC's 2022 Market Rate Study and then adjusting for inflation would cost at least an additional $112.03 million in 2025-27.
3. Community-based learning opportunities. The 2022 Oregon Community Summer Grants (OCSG) Initiative allocated $50 million for community based organizations administered through the Oregon Community Summer Grant (OCSG) Initiative by Oregon Association of Education Service Districts (OAESD) which served 240,000 youth. The QEC estimates that expanding that investment to cover full K-12 enrollment levels of participation and adjusting for inflation would cost $248.9 million in the 2025-27 biennium and $260.7 million in 2027-29.

Option 2: Invest in Student Health Support Services - Make investments to support student mental, social, emotional and behavioral health that go beyond the current capacity of K-12 education (e.g., day treatment, residential treatment). Funding of targeted social-emotional and behavioral health programs meets the needs of the individual students in need of care and allows K-12 to provide increased focus and investment on academic goals. Additional investment to expand funding resources for the Mental Health Capacity Grant, the Youth-Led Project Grant, the School-Health Services Planning Grant and the School-Based Mental Health Partnerships Program administered by OHA would reduce the amount of K-12 Funding resources that schools and districts currently have to divert to funding

[30] Reardon & Portilla, 2016 https://journals.sagepub.com/doi/10.1177/2332858416657343

necessary mental, social, emotional and behavioral health services.

Fiscal Analysis from SB 549 and SB 552 introduced in the 82nd Oregon Legislative Assembly– 2023 Regular Session allocated $15.67 million from the General Fund to provide flexible funding for school-based community service hubs, fund school health supports statewide, expand school-based mental health care and SB 552 provided for $10 million bonding for school-based health center capital construction including pre-built modular clinics, for a total investment of $25.67 million in 2023-25. Adjusting that fiscal analysis forward for changes in enrollment and inflation, the QEC estimates that enacting the set of programs described in SB 549 and SB 552 in the 2025-27 biennium would take a state investment of $27.06 million, split between $10 million in lottery bonds and $17.06 million in general fund allocations.

Option 3: Targeted K-12 Investment - Phase in of the QEM with a focus on increasing the percentage of CTE concentrators for students in Oregon focal groups beginning with the graduating class of 2028. CTE concentrators graduate from Oregon's K-12 education system at a rate that is 13.15 percent higher than their peers, based on 2023 4-Year cohort graduation rates. Every 1 percent increase in the percentage of students attending school as CTE Completers is predicted to increase the statewide graduation rate by 0.131 percent and is estimated to cost an additional $1.5 million in 2025-27.

Methodology for Calculating the Current Service Level

When setting agency budgets and the State School Fund, legislative budget analysts take the prior biennium's appropriation, add inflation and other cost drivers, and develop an estimate that represents the number of dollars to maintain existing services. This is known as the current service level (CSL). The exercise is meant to communicate an appropriation level that would allow the subject agency to operate at a stable level biennium over biennium.

The Quality Education Commission has previously expressed concerns about this methodology, as it has been applied in recent years to the State School Fund (the primary budget for K-12). Its "ratcheting down" effect on the Quality Education Model was described in the 2022 report, as well as a QEC analysis published in 2018.

The net result over time was that the CSL failed to represent the cost of providing Oregon students with a stable education because prior years' cuts were essentially immortalized in each subsequent base budget.

Governor's Office Process

In November 2023, Governor Tina Kotek committed to an input process of reviewing and updating the method by which public schools are funded, in partnership with the State Chief Financial Officer (CFO) and Oregon Department of Education (ODE). The focus of this review is the State School Fund (SSF) calculation of current service level (CSL), which informs the Governor's Recommended Budget, and ultimately the Legislatively Adopted Budget. The Governor's Office worked through the spring of 2024 with representatives of education stakeholders including licensed associations, classified associations, superintendents, school boards, and school business officials.

The process addressed the following key issues:

1. Using historical salary and benefit cost data (state's current practice), rather than looking only at future data (education stakeholders request);
2. Inflation adjustments;
3. Annual distribution of a two-year legislatively adopted budget for SSF (i.e., 49 percent the first year of the biennium and 51 percent the second year versus an allocation of 50 percent both years);
4. Accounting for PERS and benefit costs; and
5. State policy changes that have impacted school budgets, often named as unfunded mandates.

Key Areas for CSL Alignment

The Governor's Office and partners found alignment on many of the key issues. The Governor's Office noted appreciation of the collaboration of education partners and state partners in helping to identify the points below.

1. Overall, the review and update process was deemed necessary. State and education partners learned about each other's perspectives and errors in assumptions were addressed.

2. There was agreement that the Current Service Level (CSL) calculation is intended to provide a cost estimate for the continuation of programs, services and staff that are currently being paid for by the State School Fund. There is also alignment that this CSL process was not intended to determine adequacy of funding, funding distribution, and weights, or a place to propose new investments.
3. It is sensible budgeting to ensure that the CSL is calculated in a way that aligns with the reality of how it is distributed – annually. This means shifting to a 49 percent first year and 51 percent second year distribution. This is a shift away from a 50 percent /50 percent calculation. This difference alone is an impact of about $217 million more for the CSL calculation compared to historical practice.
4. Compensation costs are the primary driver of the SSF CSL and therefore it is reasonable to build in any historical error rates of estimating these expenses into the model. There is no dispute that about 85 percent of the SSF CSL calculator assumption goes to personnel (salaries and benefits) and the remaining 15 percent goes toward supplies and services. The model that produces the CSL calculation has historically been within two percentage points of actual values for teachers and administrators. For classified staff, the model has overestimated actuals. These forecasting errors have not been included in the model. The Governor's Office has directed ODE and CFO to, for the first time, incorporate the historical error rate into the model. This shift has an impact that increases the CSL by nearly $243 million.
5. When there is turnover in a staff position at a district, there is agreement that the replacement is accounted for in the model in a way that does not assume the replacement comes in at an entry pay level. The state's historical and current practice is that any predicted vacant positions that are unfilled by new teachers are assumed to be filled by more experienced teachers and are modeled by the average salary of returning experienced teachers. In addition, another process change includes a more accurate accounting of local revenue during the second year of the biennium, which is estimated to have about a $55 million increase to the CSL that can support district costs.
6. An opportunity was also identified to better project cost estimates of new education programs and legislative requirements to anticipate resource needs for schools to implement them well.

Key Areas for CSL Funding Alignment Still Needed

Alignment was not reached on a few remaining key points:

1. The State does not employ school district employees, negotiate raises and COLAs, nor control district costs. Partners requested the state to rely on current and forecasted district labor contract data instead of historical data, which is past and current State practice. This request is not currently operable. The state is not able to forecast future local bargaining decisions and does not have data infrastructure developed to do so, including salary schedules.
2. School district investments and cost containment at a local level are just as important as State funding levels.
3. PERS and the historical compensation data continue to be a point of difference of perspective. Recognizing the concerns, this is both a local control issue with how districts choose to account for PERS and an opportunity for the partners to engage the Legislature if desired.
4. Declining enrollment is a key issue for some districts. Partners would like the state to hold harmless the CSL for the 2025-2027 biennium, by not accounting for enrollment data in the model. Further analysis of enrollment trends is needed for the upcoming biennium and beyond.

CSL Calculation Progress

The Commission is pleased with the significant progress made to aligning the funding calculations. It applauds the efforts of the education and community partners working with the Governor's Office to achieve this worthy result and the alignment changes are estimated to net approximately $515 million of additional funding for the CSL to be carried forward in future biennia. The Commission is interested in the outcomes for resolving the key areas of alignment that were not met.

Allocating the Corporate Kicker to K-12

The Quality Education Commission has been previously asked by Legislators to review its understanding of the Constitutional requirement that corporate kicker revenues be devoted to the General Fund and must be used to provide additional funding for public education, kindergarten through twelfth grade.

The constitutional language reads that the Legislature is to appropriate to K-12 education "additional funding" for its budget "as soon after the biennium as is practicable" [Oregon Constitution, Article IX, Section 14, (2) and (3)].

The 2013 Legislature added statutory language directing the appropriation of the money "to the State School Fund" and that this shall be "in addition to the total amount of revenues the Legislative Assembly would otherwise appropriate, allocate or make available for the biennium for funding kindergarten through grade 12 public education." (2013 HB 2325) ORS 291.345 (1) & (2). Exhibit 40 in Appendix A of the 2024 Edition of the Oregon Department of Revenue's Oregon Corporate Excise and Income Tax Statistics reports that the Corporate Kicker was transferred to the General Fund with surpluses of:

- $79 million in the 2013-15 biennium;
- $111 million in the 2015-17 biennium;
- $657 million in the 2017-19 biennium;
- $851 million in the 2019-21 biennium; and
- $1.810 billion in the 2021-23 biennium.

The QEC has taken note that in the current biennium and the most recent four, the Corporate Kicker has triggered. The Corporate Kicker has been transferred to the general fund and been included in the SSF over these five biennia, but it does not appear to be providing additional resources as envisioned.

Given the growing reliance on the corporate kicker money to support K-12 education, the QEC is concerned that this dependence on "one-time" monies is likely unsustainable over time.

To the extent that these five kickers have provided additional resources to the state school fund, it has not moved the needle much in terms of meeting the Full QEM funding targets. This issue warrants further study and possible modification.

Findings, Recommendations, and Conclusions

Findings

The following are the key findings from the 2024 Quality Education Model Report:

- The funding gap between the State School Fund Current Service Level (CSL) and the fully implemented QEM as a percentage of total public school funding is the smallest amount in the history of the QEM for the 2025-27 biennium.
- The Governor's Office and DAS partnered to ensure consistent CSL determination, contributing to better system alignment and additional funding for Oregon's schools.
- For the upcoming 2025-27 biennium, the QEM estimates that it will require a State School Fund (SSF) investment of $12.705 billion and Student Success Act (SSA) transfer of $822 million, for a total Full QEM model projection of $13.526 billion. This is $2.252 billion more than the $11.275 billion investment the state forecasts to maintain the current service level provided during the 2023-25 biennium. This is a 9.9% gap in comparison to total public K-12 school funding.
- Due to tax revenue barriers and decreased prioritization of K-12 public education funding over the past 25 years, Oregon is projected to fund its K-12 system close to two billion dollars less per biennium than is needed to run a system of effective schools
- According to US Census data from 2022, Oregon ranked 13th in state-sourced per pupil funding. If Oregon were to fund its schools at the level recommended in this report, our national ranking would rise to 6th. Oregon ranked 18th in state-sourced per-pupil funding in 1999, when the first Full Implementation QEM projection was conducted.
- The Full Implementation of the QEM is not aspirational. It is attainable. There are several important funding needs that are not represented in the 2024 Full QEM. The Commission continues to analyze new inputs for future integration in the model, including, but not limited to, transitioning to a 180-day school year.

Recommendations

1. Fully fund the QEM or address the alternatives outlined in this report. Consider how to address funding for inputs that are not currently in the model, as well, in future biennia.
2. Incorporate the educational best practices recommended in this report at a system-wide level and continue to evaluate these practices over time. Oregon should avoid the temptation to rely on discrete and administratively heavy programs, activities, and interventions that treat only the symptoms, not the root causes, of educational achievement challenges. The system must also be clearly identified as the agent for change. Oregon must avoid the tendency to place responsibility for system outcomes, especially those that are aggregated at the student level, on the shoulders of those students.
3. Sustain targeted funding for the Student Success Act, which is focused on eliminating barriers and increasing access to high quality instructional experiences for Oregon's historically, and currently, marginalized student focal groups. Continued support for the Corporate Activities Tax will ensure Oregon students realize the vision set forth in the Student Success Act. The SSA was designed to provide much of the gap-closing investments our schools need, and it remains a once-in-a-generation opportunity to improve the effectiveness of our system on behalf of the students in our state.

4. Increase equal opportunity and access to high- quality early learning programs. This includes developmentally appropriate, culturally specific, and inclusive early learning programs. The research is clear that high-quality early learning has lifelong positive impacts on children because it prepares them to enter kindergarten ready to learn.
5. Continue to monitor and invest in the increasingly broad and complex student mental health needs. Our students need to be well in order to learn. Our public education system must support their health and well-being in order for them to effectively learn and thrive
6. Support social and emotional learning. Students need to develop social and emotional skills to be effective learners and to thrive in social settings.
7. Continue to build community partnerships. Schools and districts thrive in communities that partner with entities that are best-situated to provide key services to students, such as non-profits and social service agencies.
8. Continue support of transparency through efforts such as the fiscal transparency efforts underway at the direction of Governor Kotek through the Office of Transparency at ODE and the development of a business case for an Educator Workforce Data System that can highlight educator workforce challenges across the state and allow for longitudinal analyses sense-making (Senate Bill 283, Section 1).
9. Build learning systems that are designed to continuously improve at the state, Education Service District, and local levels. Education leaders need access to a central data dashboard and local decision-making teams and protocols that allow for timely review and careful responses to those data - identifying which students need what kinds of help and taking swift and well-informed action. These processes can be made most efficient by provision of a statewide data dashboard that includes fiscal, academic, and program information. Educators, policymakers, and the general public deserve ready access to information that is needed to make better-informed decisions at multiple levels.

Conclusion

For more than 25 years, this report has examined the inputs needed to sustain an effective public education system by determining what practices are necessary to achieve those ends. In these reports, the QEC has also determined the level of investment the state would need to make in order to achieve those results in the form of the SSF. Much has changed in the education landscape in those decades and the QEC looks forward to receiving and addressing the findings of the third-party evaluation conducted by LPRO.

The Quality Education Commission believes that the professional judgment econometric model currently used to predict future funding needs for Oregon's public schools is sufficient to generate useful projections for legislative decision making. The Commission also recommends that the third-party evaluation addresses the possibility of incorporating additional school prototypes (two high schools and virtual schools), providing weighting factors for funding rural schools, and allowing for the incorporation of multiple system outcomes in addition to 4-year graduation rates. The Commission, and the modeling and reporting process, would benefit from the provision of additional staff for ODE, in the form of an additional Senior Research Analyst to assist with data visualization and model validation, and a Policy Analyst to help manage meeting and report design, facilitation, and related planning.

Given the legislature's support of the evaluation of the model, the QEC is confident that future models will be better able to approximate the investment level and best practices needed to ensure that all students have the educational opportunities they deserve.

Quality Education Model Report Resources

2024 QEM Report Hyperlinks

- Oregon Department of Education
  www.oregon.gov/ode
- Oregon Law ORS 327
  https://www.oregonlegislature.gov/bills_laws/ors/ors327.html
- Oregon's focal student groups
  https://www.oregon.gov/ode/StudentSuccess/Documents/TargetedUniversalism.pdf
- Oregon Secretary of State audits
  https://sos.oregon.gov/audits/Documents/2022-33.pdf
- Student Success Act
  https://www.oregon.gov/ode/studentsuccess/pages/default.aspx
- High School Success program
  https://www.oregon.gov/ode/students-and-family/graduationimprovement/pages/hss.aspx
- Longitudinal Performance Growth Targets (LGPTs)
  https://www.oregon.gov/ode/StudentSuccess/Pages/Longitudinal-Performance-Growth-Targets.aspx
- Every Day Matters Program
  https://www.oregon.gov/ode/students-and-family/healthsafety/pages/chronic-absenteeism.aspx
- Integrated Guidance project
  https://www.oregon.gov/ode/studentsuccess/pages/innovation-and-improvement.aspx
- US Census data from 2022
  https://www.census.gov/data/tables/2022/econ/school-finances/secondary-education-finance.html
- Per-pupil funding in 1999
  https://www2.census.gov/govs/school/99tables.pdf
- Statewide Education Initiatives Account
  https://www.oregon.gov/ode/StudentSuccess/Documents/W00068679_ODE_SSA Program Funding Infographic_04-2024 v2.pdf
- House Bill 2656
  https://olis.oregonlegislature.gov/liz/2023R1/Downloads/MeasureDocument/HB2656
- $722.3 million in 2021-23
  https://www.oregonlegislature.gov/lfo/Documents/2021-23 LAB Detailed.pdf
- $702.0 million in 2023-25
  https://www.oregonlegislature.gov/lfo/Documents/2023-25 LAB Detailed.pdf
- Legislative Revenue Office Forecast
  https://olis.oregonlegislature.gov/liz/2023I1/Downloads/CommitteeMeetingDocument/284095
- Pew Research Center in 2023
  https://www.pewresearch.org/short-reads/2023/09/07/in-the-u-s-180-days-of-school-is-most-common-but-length-of-school-day-varies-by-state/

- Fall 2023 enrollment data
  https://www.oregon.gov/ode/reports-and-data/students/pages/student-enrollment-reports.aspx
- Oregon's 2022-23 State Report Card
  https://www.oregon.gov/ode/schools-and-districts/reportcards/Documents/rptcd2023.pdf
- OHA, 2023 Birth and Pregnancy Dashboard
  https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/VITALSTATISTICS/ANNUALREPORTS/Pages/index.aspx
- Oregon's immigration rates
  https://www.oregon.gov/das/OEA/Documents/OR_pop_trend2019.pdf
- ODE's Research and Data Briefs webpage
  https://www.oregon.gov/ode/reports-and-data/Pages/ODE-Research-and-Data-Briefs.aspx
- 2023 Oregon Educator Survey Report
  https://core-docs.s3.us-east-1.amazonaws.com/documents/asset/uploaded_file/2764/EAC/3817158/OSES_2023_Findings_DRAFT_V3_12.12.23.pdf
- Educator Advancement Council's 2022 report
  https://www.oregon.gov/tspc/about/Publications_and_Reports/2022_Oregon_Educator_Equity_Report.pdf
- Senate Bill 283
  https://olis.oregonlegislature.gov/liz/2023R1/Downloads/MeasureDocument/SB283/Enrolled
- 2014 Task Force on School Capital Improvement Planning
  https://www.oregon.gov/ode/students-and-family/Documents/final-report---task-force-on-school-capital-improvement-planning---october-2014.pdf
- Student Health Survey
  https://www.bach-harrison.com/SHSDataPortal/
- English Learner Strategic Plan
  https://www.oregon.gov/ode/students-and-family/equity/EngLearners/Pages/EL-Strategic-Plan.aspx
- ODE's Office of Enhancing Student Opportunities (OESO)
  https://www.oregon.gov/ode/students-and-family/specialeducation/pages/oeso.aspx
- Senate Bill 1532
  https://olis.oregonlegislature.gov/liz/2024R1/Downloads/MeasureDocument/SB1532/Enrolled
- Integrated Guidance
  https://www.oregon.gov/ode/StudentSuccess/Documents/ODE_Integrated Guidance.pdf
- Student Investment Account (SIA)
  https://www.oregon.gov/ode/studentsuccess/pages/studentinvestmentaccount.aspx
- Early Literacy School Success District Grants
  https://www.oregon.gov/ode/earlyliteracysuccessinitiative/pages/default.aspx
- Regular Attender Targets (historical data)
  https://www.oregon.gov/ode/reports-and-data/students/Pages/Attendance-and-Absenteeism.aspx
- 3rd Grade ELA Proficiency (historical data)
  https://www.ode.state.or.us/data/ReportCard/Media
- 9th Grade On Track to Graduate Targets (historical data)
  https://www.oregon.gov/ode/schools-and-districts/reportcards/reportcards/Pages/Accountability-Measures.aspx
- 4 Year Cohort Graduation Targets (historical data)
  https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx

- 5 Year Cohort Graduation Targets (historical data)
  https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx
- Early Learning Transition Check In
  https://www.oregon.gov/delc/families/pages/early-learning-transition.aspx
- In Their Own Words
  https://www.oregon.gov/ode/educator-resources/assessment/Documents/TestResults2122/InTheirOwnWords.pdf?utm_medium=email&utm_source=govdelivery
- Sense of Belonging predictors
  https://www.oregon.gov/ode/students-and-family/GraduationImprovement/Documents/SenseOfBelonging.pdf
- Sense of Belonging outcomes
  https://www.oregon.gov/ode/students-and-family/GraduationImprovement/Documents/SenseofBelongingOutcomes.pdf
- Extracurricular Participation and Barriers
  https://www.oregon.gov/ode/educator-resources/assessment/Documents/SEED_ExtracurricularParticipationAndBarriers.pdf
- ORS 329
  https://www.oregonlegislature.gov/bills_laws/ors/ors329.html
- QEM Final Report, 2020
  https://www.oregon.gov/ode/reports-and-data/taskcomm/Documents/QEMReport_2022_VERSION2_Revised2_8_23.pdf
- Cotton, 1996
  https://educationnorthwest.org/sites/default/files/SizeClimateandPerformance.pdf
- Lee & Smith, 1997
  https://doi.org/10.3102/01623737019003205
- Oregon Measures 5 and 50
  https://www.oregon.gov/DOR/programs/gov-research/Documents/303-405-1.pdf
- 1990 Quality Education Model Report
  https://www.oregon.gov/ode/reports-and-data/taskcomm/Documents/QEMReports/1999QEMReport.pdf
- State educational trends
  https://www.nga.org/news/commentary/state-education-trends-for-2024/
- Integrated Model of Mental Health
  https://www.oregon.gov/ode/students-and-family/equity/SchoolSafety/Pages/Integrated-Model-of-Mental-Health. aspx#:~:text=The%20ODE%20Integrated%20Model%20of,%2C%20choice%2C%20empowerment%20and%20transparency
- National Assessment of Educational Progress results in reading and mathematics (NAEP, 2022-23)
  https://www.nationsreportcard.gov/highlights/ltt/2023/
- Student Success Plans
  https://www.oregon.gov/ode/students-and-family/equity/Pages/default.aspx
- *Journal of Cases in Educational Leadership, 24(1), 3-14.*
  https://doi.org/10.1177/1555458920975467
- Brown v. Board of Education of Topeka
  https://www.oyez.org/cases/1940-1955/347us483

- 40,000 Black educators
  https://www.jstor.org/stable/2967189#:~:text=1954%20The%20Brown%20v.,in%20education%20declined%20by%2066%25.
- Oregon's Early Literacy Framework: A Strong Foundation for Readers and Writers (K-5)
  https://www.oregon.gov/ode/educator-resources/standards/ela/pages/early-literacy.aspx
- Executive Order 23-12
  https://www.oregon.gov/gov/eo/eo-23-12.pdf
- Oregon's Early Literacy Framework
  https://www.oregon.gov/ode/educator-resources/standards/ELA/Documents/Literacy Framework_2023.pdf
- NWEA, 2023
  https://www.nwea.org/blog/2023/everything-you-ever-wanted-to-know-about-early-numeracy-but-didnt-know-to-ask/
- NAP, 2009
  https://nap.nationalacademies.org/catalog/12519/mathematics-learning-in-early-childhood-paths-toward-excellence-and-equity
- Oregon's Transformative Social Emotional Learning (TSEL)
  https://www.oregon.gov/ode/educator-resources/standards/sel/pages/framework-standards.aspx
- Oregon Kindergarten webpage
  https://www.oregon.gov/ode/students-and-family/transitioning-to-kindergarten/pages/resourcesforfamilies.aspx
- Oregon's student absenteeism does not buck the national trend (OPB, 4/2/2024)
  https://www.opb.org/article/2024/04/02/oregon-school-districts-chronic-absenteeism-rate/
- Every Day Matters
  https://www.oregon.gov/ode/students-and-family/healthsafety/Pages/Chronic-Absenteeism.aspx
- 2018 Government Accountability Office study
  https://www.gao.gov/assets/gao-18-258.pdf
- 2021 study by the National Institute of Mental Health
  https://www.nimh.nih.gov/news/science-news/2022/study-furthers-understanding-of-disparities-in-school-discipline
- Early Childhood Suspension and Expulsion Prevention Program
  https://www.oregon.gov/delc/programs/Pages/sepp.aspx
- Building capacity for all teachers with evidence-based practices for supporting English learners
  https://files.eric.ed.gov/fulltext/EJ1428396.pdf
- Developing evidence-based programs that are proven to support the success and graduation of English learners
  https://www.ed.gov/raisethebar/multilingualism-pathways
- Dual language immersion
  https://civilrightsproject.ucla.edu/research/k-12-education/language-minority-students/bilingual-education-and-americas-future-evidence-and-pathways/bilingual-biliteracy-ed_06132023-082923-copyright.pdf
- Development of students' home language; proven to positively correlate with higher levels of English language & literacy development. https://files.eric.ed.gov/fulltext/EJ1248429.pdf
- 4th Grade Health Lesson on Language Revitalization
  https://www.oregon.gov/ode/students-and-family/equity/NativeAmericanEducation/Documents/G4 HLTH LP Language Revitalization.pdf

- Student Educational Equity Development Survey (SEED Survey)
  https://www.oregon.gov/ode/educator-resources/assessment/Pages/Student_Educational_Equity_Development_Survey.aspx
- Oregon's High School Success program
  https://www.oregon.gov/ode/students-and-family/GraduationImprovement/Pages/HSS.aspx
- Best practices identified by state and national research
  https://www.oregon.gov/ode/students-and-family/GraduationImprovement/Pages/HSSguidance.aspx
- 2024-27 CTE State Plan
  https://www.oregon.gov/ode/learning-options/cte/fedfund/pages/oregon-cte-state-plan.aspx
- Educator Advancement Council (EAC)
  https://eac.ode.state.or.us/
- Regional Educator Networks (REN)
  https://eac.ode.state.or.us/page/regional-educator-networks
- Teach from Your Best Self
  https://www.soesd.k12.or.us/soren/projects/teach-from-your-best-self/
- Amplify
  https://centraloregoneducators.org/amplify-2/
- Rural Collaboratives
  https://www.eoren.org/programsinitiatives/rural-collaboratives
- This video provides a closer look at the purpose and impact of the REN
  https://www.youtube.com/watch?v=su26k-sA1kM
- GYO partnerships
  https://eac.ode.state.or.us/page/grow-your-own-2023-25
- Medford School District Education Pathways Program
  https://drive.google.com/file/d/1dTimhQMf4z490cjXIlQy2fbiI5CtN9kB/view?p
- Youth Community Investment and Reengagement
  https://storymaps.arcgis.com/stories/16287ef7aaac454080c08e35a2857042
- School nutrition programs
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Appendix A – Oregon State Summative Test Results 2022-23

Table A.1: State Summative Test Participation Rates by Grade

	ELA				Math				Science			
Grade	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change
3	96.4	92.7	93.9	+1.2	96.2	92.3	93.7	+1.4				
4	96.3	92.2	93.6	+1.4	96.0	91.8	93.4	+1.6				
5	96.0	92.5	93.3	+0.8	95.7	92.0	93.0	+1.0	96.4	93.0	93.7	+0.7
6	96.1	90.8	92.4	+1.6	95.7	89.9	91.6	+1.7				
7	95.0	88.5	90.1	+1.6	94.4	87.0	88.7	+1.7				
8	94.3	86.2	88.5	+2.3	93.5	84.4	86.8	+2.4	94.7	88.0	89.2	+1.2
11	87.8	59.9	70.5	+10.6	85.0	55.8	67.6	+11.8	80.6	63.1	70.2	+7.1
All	94.6	86.1	88.8	+2.7	93.9	84.7	87.7	+3.0	90.7	81.5	84.3	+2.8

Table A.2 Oregon State Participation Rates by Student Group

	ELA				Math				Science			
Student Group	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change
Economically Disadvantaged^	95.3	86.3	90.6	+4.3	94.6	84.9	89.5	+4.6	91.0	81.8	86.1	+4.3
English Learners	97.3	93.1	94.0	+0.9	97.0	91.7	93.2	+1.5	91.9	87.1	87.8	+0.7
Students with IEPs	89.8	80.8	83.2	+2.4	89.0	79.2	81.8	+2.6	85.3	76.0	78.1	+2.1
American Indian/ Alaska Native	94.5	84.2	87.0	+2.8	93.8	82.9	86.2	+3.3	87.0	79.1	84.0	+4.9
Asian	95.7	89.6	92.6	+3.0	94.8	88.6	91.8	+3.2	89.7	83.6	86.0	+2.4
Black/African American	93.4	83.4	87.2	+3.8	92.0	81.8	85.9	+4.1	82.0	74.7	77.8	+3.1
Hispanic/Latino	96.7	89.9	92.0	+2.1	96.1	88.4	91.0	+2.6	91.9	84.9	86.9	+2.0
Multiracial	94.2	85.2	88.8	+3.6	93.3	84.0	87.4	+3.4	90.6	80.2	83.5	+3.3
Native Hawaiian/ Pacific Islander	96.9	89.1	92.5	+3.4	96.3	87.5	90.6	+3.1	90.9	83.4	85.6	+2.2
White	93.8	84.4	87.2	+2.8	93.1	83.0	86.1	+3.1	90.6	80.4	83.3	+2.9

^ The federal definition for economically disadvantaged changed due to expansion of federal nutrition program eligibility; these data do not accurately represent the impact of poverty.

Table A.3 Student Achievement by Content Area and Grade on General Assessment

	ELA				Math				Science			
Grade	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change
3	46.5	39.4	39.4	–	46.4	39.4	39.7	+0.3				
4	49.2	42.5	42.3	-0.2	43.2	36.1	37.6	+1.5				
5	54.0	46.8	47.1	+0.3	37.8	30.0	30.7	+0.7	34.7	30.3	30.3	–
6	51.5	40.5	41.0	+0.5	37.1	27.5	28.1	+0.6				
7	54.9	46.3	43.8	-2.5	40.1	29.5	29.6	+0.1				
8	53.2	43.9	41.9	-2.0	38.3	25.9	25.5	-0.4	37.5	27.2	26.0	-1.2
11	66.5	46.9	46.2	-0.7	32.1	20.4	20.4	–	39.5	31.0	32.7	+1.7
All	53.4	43.6	43.0	-0.6	39.4	30.4	30.6	+0.2	36.9	29.3	29.4	+0.1

Table A.4 Student Achievement by Content Area and Race/Ethnicity on General Assessment

	ELA				Math				Science			
Student Group	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change
Economically Disadvantaged^	40.5	43.5	35.2	-8.3^	27.0	30.3	23.0	-7.3^	25.2	29.2	23.3	-5.9^
English Learners	6.6	5.5	5.5	–	7.1	4.9	4.8	-0.1	2.3	2.1	1.8	-0.3
Students with IEPs	18.5	16.3	16.0	-0.3	12.7	11.6	12.1	+0.5	11.9	11.2	10.8	-0.4
American Indian/Alaska Native	35.8	26.4	25.6	-0.8	22.5	14.3	13.6	-0.7	21.9	15.0	16.3	+1.3
Asian	71.6	63.6	62.5	-1.1	66.1	56.8	56.4	-0.4	54.4	45.7	44.9	-0.8
Black/African American	31.3	24.3	24.0	-0.3	16.7	12.9	13.3	+0.4	15.1	12.5	12.1	-0.4
Hispanic/Latino	37.2	26.9	26.5	-0.4	23.6	15.1	15.1	–	20.2	14.9	14.7	-0.2
Multiracial	56.9	48.5	48.1	-0.4	42.7	34.4	35.4	+1.0	40.5	33.1	34.2	+1.1
Native Hawaiian/ Pacific Islander	36.3	25.1	22.9	-2.2	21.3	11.6	11.4	-0.2	18.1	12.2	12.6	+0.4
White	59.7	50.3	49.7	-0.6	45.0	36.0	36.4	+0.4	43.3	35.2	35.5	+0.3

^ The federal definition for economically disadvantaged changed due to expansion of federal nutrition program eligibility; these data do not accurately represent the impact of poverty."

Table A.5 Student Achievement for Students with Significant Cognitive Disabilities on the Alternate Assessment

	ELA				Math				Science			
Grade	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change	18-19	21-22	22-23	22/23 Change
3	38.2	30.4	28.5	-1.9	40.6	28.9	27.1	-1.8				
4	45.0	41.3	35.7	-5.6	28.5	28.5	20.1	-8.4				
5	41.9	31.2	31.6	+0.4	41.2	32.4	28.5	-3.9	44.7	43.0	37.2	-5.8
6	42.8	37.7	33.7	-4.0	41.2	38.5	38.4	-0.1				
7	41.3	41.7	34.1	-7.6	36.5	47.7	46.5	-1.2				
8	35.5	38.7	35.1	-3.6	35.4	36.2	33.2	-3.0	42.7	46.5	40.0	-6.5
11	50.3	42.0	36.1	-5.9	43.0	32.2	31.8	-0.4	60.9	55.7	48.9	-6.8
All	42.2	37.4	33.5	-3.9	38.0	35.2	32.4	-2.8	49.3	47.4	41.5	-5.9

Table A.6 Student English Language Proficiency

Grade	2018-19	2021-22	22-23	22/23 Change	# English Learners 22-23
KG	<5	<5	<5	-	6,454
1	6.5	6.0	7.5	+1.5	6,833
2	16.8	16.3	15.5	-0.8	6,428
3	16.9	12.5	14.1	+1.6	6,255
4	17.8	10.4	11.8	+1.4	5,410
5	15.4	10.3	10.7	+0.4	4,861
6	14.4	9.7	10.8	+1.1	4,463
7	8.6	5.3	5.1	-0.2	3,978
8	7.8	5.5	5.6	+0.1	3,983
9	5.4	<5	<5	-	3,805
10	6.6	7.6	5.8	-1.8	3,605
11	8.7	8.4	8.2	-0.2	3,116
12	6.0	5.4	<5	-	3,199

Appendix B – Quality Education Model Information

Background and Request

Oregon's Quality Education Commission (QEC) publishes a report every even-numbered year of the legislative biennium. These reports include predictions of what Oregon's public K-12 education system will cost for the subsequent biennium if the current service levels (CSL) from the prior biennium is maintained, as well as costs for full implementation (Full-QEM) of the model that goes beyond current service level provisions in intentional ways that align with current research and best practices are incorporated. These model predictions for CSL and Full-QEM have been made since 1999 by the Quality Education Model, a model that uses expenses incurred during the prior biennium, combined with expected rates of inflation and model-predicted trends for expenses, and the weighted Average Daily Membership (ADMw) used to distribute the State School Fund allocation to districts, to generate the CSL and Full-QEM sums.

The QEC wants to expand the transparency of the QEM and live into its commitment to ensure that the audiences for this report, including the Joint Public Education Appropriation Committee (JPEA), has full and complete accounting of the model, its inputs, processes, and assumptions. This appendix elaborates the costing assumptions that are reflected in the QEM, showing what is counted in the model and where it is counted, as well as the rationale supporting these decisions. As described within the body of this report, the Full QEM accounts for all sources of public K-12 funding, but is designed to use that information to estimate the SSF needed for the following biennium.

How the QEM Works

The model works by incorporating expenses leveraging two primary methods, **Method #1** and **Method #2**, which generate per-pupil expenditures in different ways that are combined for overall cost predictions.

Method #1

The model incorporates all expenses that can directly be framed as per-pupil expenditures, including district- and ESD-level staff, and school-site level expenditures like textbooks, that get multiplied by the State School Fund ADMw forecast.

Method #2

There are other costs that can not be directly estimated as per-pupil expenditures. These expenses include school-level salaries for instructional staff, such as teachers, administrators and classified support staff. When generating these model cost predictions, the model incorporates the actual observed staffing levels for these positions in schools at or near the size of the prototype schools to determine what those per-pupil expenses are and multiplies those figures by the salary assumptions. All of the expenses are then combined by the model for overall CSL and the Full QEM estimates of the Total District and ESD cost of delivering a K-12 system of education in the state of Oregon, regardless of funding source.

Non-State School Fund Allocated Funds Backed Out

Importantly, there are Non-State School Fund allocated funds that are then backed out of the model. These funds are backed out in order to include only funds that are distributed through the State School Fund (SSF) in the model. These funds were also identified and agreed to by the prior LFO in November of 2021, in consultation with ODE staff who run the model for the QEC. All non-SSF revenues from the General Fund (Fund 100), Special Revenue Fund (Fund 200),

Federal Sources (Fund 201), Non-Federal Sources (Fund 250), Student Investment Account (Fund 251), Measure 98 - High School Success (Fund 252), Child Nutrition Fund (Fund 299), and Enterprise Funds (Fund 500) are netted out of the total funding amount required in the following areas:

- **Local Revenue Outside Formula**
  - All District revenues reported under 1000 and 2000 series source codes or under source codes 3103, 3104, 3800, 3900, 4801, or 4899 (DISTRICT ONLY)
  - Does not include projected ESD revenues reported under source codes in the 1000 (excluding 1110, 1190, 1600) or 2000 (excluding 2101, 2103, 2800) source code series or under source codes 3800 and 3900
- **Federal Revenue**
  - All District or ESD revenues reported under source codes in the 4100, 4200, 4300, 4500, 4700 source code series or under source codes 4802, 4803, 4899, or 4900
- **Food Service Enterprise Revenue**
  - All District Revenues reported under source code 1600
- **PERS Side Account Earnings Amount**
  - Total Salaries x Pers Side Account Earnings Rate = PERS Side Account Earnings Amount - District and ESD Debt Service Payments in PERS Bonds

After subtracting these sources of funding which are not distributed through the SSF, the total formula distribution has been identified. Thereafter, the following three adjustments are made:

1. Local Revenue distributed by the State School Fund Formula is subtracted (-)
   - All District revenues reported under source codes 1110, 1190, 2101, 2103, 2800, 3103, 3104, 4801, or 4899
   - All ESD revenues reported under source codes 1110 , 1190, 4801, 3103, 3104, 2101, 2800, or 4899
2. The high cost disability fund is added (+)

Which all sum to the final SSF Requirement. There may be additional funding from federal special education funding that would need to be subtracted, as well, but this has not occurred during the most recent biennia. It is also important to note that the QEC reports the supplemental funds made available by the SSA that are eventually incorporated into the SSF, but those funds must be modeled separately from the SSF, which the QEM has been exclusively designed to model.

The tables in the following pages demonstrate the ESD- and district-level per-pupil expenditures data that are directly estimated as per-pupil expenditures for Method #1, as well as the expenditures that the prototype schools are used to generate per-pupil expenditure estimates for Method #2 with examples from the 21-23 biennium.

Method #1

Per-Pupil Expenditures that are Directly Estimated for Schools, Districts, and ESDs

School and District Level Expenditures included in Model					
Expenditure Description	**Function Codes**	**Object Codes**	**Subject Area Codes**	**2021-23 Biennium Amount**	**Reason for Exclusions**
Operations and Maintenance	2540	Excludes 420, 430, 440, 500-series, 610, and 620	All	$1,408,871,096	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately
Transportation	2550	Excludes 420, 430, 440, 500-Series, 610, 620, 700-Series, and 800-Series	All	$861,850,890	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), Transfers (Fund modifications, Transits and Other Transfers), Other Uses of Funds (Planned Reserves), which are accounted for separately
Food Service	3100	All	All	$531,113,022	
Technology Services	2660	Excludes 420, 430, 440, 610, and 620 (includes 500-Series: capital)	All	$435,695,743	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately. Includes Capital Outlay (Land Acquisition, Buildings Acquisition, Improvements other than buildings, Depreciable equipment, Depreciable technology and Other Capital Outlays)

School and District Level Expenditures included in Model					
Expenditure Description	**Function Codes**	**Object Codes**	**Subject Area Codes**	**2021-23 Biennium Amount**	**Reason for Exclusions**
Other Support Services	2220, 2570, 2610, 2620, 2670, 2690, 3300, and 3500	Excludes 420, 430, 440, 500-series, 610, and 620	All	$315,542,200	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately
Business and Fiscal Services	2510, 2520	excludes 420, 430, 440	All	$310,442,888	Excludes Textbooks, Library Books, Periodicals, which are accounted for separately
Assessment and Curriculum Development	2210, 2230	Excludes 420, 430, 440, 500-series, 610, and 620	All	$294,492,272	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately
Central Administration	2310, 2320	excludes 420, 430, 440	All	$220,936,631	Excludes Textbooks, Library Books, Periodicals, which are accounted for separately
Extra-Curricular	1113, 1122, and 1132	Excludes 100-Series	All	$209,396,583	Excludes Salaries/ Stipends, which are accounted for separately
Centralized Special Education	All	Excludes 100 and 200-Series	320	$205,127,357	Excludes Salaries and Associated Payroll Costs for School-Level Staff, which are accounted for separately
Classroom Supplies	1000-Series, excluding 1113, 1122, & 1132	410 and 460	All	$197,387,820	Excludes Extra-Curricular expenditures, which are accounted for separately

School and District Level Expenditures included in Model					
Expenditure Description	**Function Codes**	**Object Codes**	**Subject Area Codes**	**2021-23 Biennium Amount**	**Reason for Exclusions**
Personnel Services	2640	Excludes 420, 430, 440, 500-series, 610, and 620	All	$141,773,977	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately
Regular Substitutes	1000-Series, excluding 1113, 1122 and 1132, and 2100-series	121 and 122	Excludes 320	$111,954,849	Excludes Extra-Curricular expenditures, and Special Education substitute expenditures, which are accounted for separately. Includes Support Services for Students
Textbooks	All	420	All	$106,396,679	
Public Information	2630	Excludes 420, 430, 440, 500-series, 610, and 620		$43,198,248	Excludes Textbooks, Library Books, Periodicals, Capital Outlays, Redemption of Principal and Interest (Regular Interest and Bus Garage, Bus and Capital Improvement Interest), which are accounted for separately
Office of Principal	2410 and 2490	300- and 400- Series	All	$36,269,140	
Media Materials	2220	410, 420, 460, and 470	All	$18,810,459	Excludes Textbooks, which are accounted for separately
	All Other Function codes	430 and 440	All		
Special Education Substitutes	1000-Series, excluding 1113, 1122 and 1132, and 2100-series	121 and 122	320	$15,928,159	Excludes Extra-Curricular expenditures, and non-Special Education substitute expenditures which are accounted for separately. Includes Support Services for Students

ESD Level Expenditures included in Model					
Expenditure Description	**Function Codes**	**Object Codes**	**Subject Area Codes**	**2021-23 Biennium Amount**	**Reason for Exclusions**
Special Education	1000-, 2000- and 3000-Series	Excludes 370-series	320	$579,723,700	Excludes tuition (Tuition Payments to Other Districts Within the State, Tuition Payments to Other Districts Outside the State, Tuition Payments to Private Schools, Other Tuition). These tuitions are effectively transfers and the final expenditures are recorded at the institution where the student attends school.
	1220, 1250, 1260	Excludes 370-series	Excludes 320		
Instructional Support	1100-series, 1210, 1271, 1272, 1280, 1290-series, 1300, 1400, 2100-series, 2200-series, 2400-series	Excludes 370-series	Excludes 320	$260,409,469	Excludes tuition (Tuition Payments to Other Districts Within the State, Tuition Payments to Other Districts Outside the State, Tuition Payments to Private Schools, Other Tuition). These tuitions are effectively transfers and the final expenditures are recorded at the institution where the student attends school. Excludes Special Education Expenditures, which are accounted for separately.
Administration	2300-series, 2510, 2520, 2540, 2640, 2670, 2700	Excludes 370-series	Excludes 320	$146,356,676	
Technology Services	2660	Excludes 370-series	Excludes 320	$100,651,618	
Central Services	2550, 2570, 2610, 2620, 2630, 2690, 3100, 3200, 3300, 3500	Excludes 370-series	Excludes 320	$68,130,212	Excludes tuition (Tuition Payments to Other Districts Within the State, Tuition Payments to Other Districts Outside the State, Tuition Payments to Private Schools, Other Tuition). These tuitions are effectively transfers and the final expenditures are recorded at the institution where the student attends school. Excludes Special Education Expenditures, which are accounted for separately.

Method #2

2020 QEM Model School-Level Salary Expenditure Estimates Generated Indirectly Using the Prototype Schools

	Total Teachers	Teacher average salary assumption	Teacher Salary	
2021-22	32,428	$69,863	$2,265,517,364	
2022-23	32,590	$71,609	$2,333,737,310	
2021-23 Biennium Salary Expenditure on School-Level Teachers				$4,599,254,674

	Total Administrators	Principal average salary assumption	Assistant Principal salary assumption	Administrator Salaries	
2021-22	1,845	$120,030	$111,997	$209,991,989	
2022-23	1,850	$123,031	$114,797	$215,810,447	
2021-23 Biennium Salary Expenditure on School-Level Teachers					$425,802,435

	Total Classified Staff	Classified staff average salary assumption		Classified Salaries	
2021-22	13,812	$29,926	$413,332,387		
2022-23	13,881	$30,754	$426,901,826		
2021-23 Biennium Salary Expenditure on School-Level Support Staff					$840,234,214
2021-23 Biennium Salary Expenditure on School-Level Instructional Staff					$5,865,291,323

Appendix C - 2024 QEM Cost Model for Public Release

The 2024 QEM Cost Model for Public Release is made available through the link provided.

Appendix D - 2024 QEC Best Practices Survey Results

The 2024 QEC Best Practices Survey Results is made available through the link provided.

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