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| *Oregon achieves . . . together!***Colt Gill, Deputy Superintendent****SB 1537: Post Graduate Scholar Program***November 1, 2018**Catherine Thompson, Educational Specialist**Office of Teaching, Learning & Assessment**Jennifer Patterson, Asst. Superintendent**Office of Teaching, Learning & Assessment* |
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# Executive Summary

In 2016, the Oregon State Legislature passed the Post-Graduate Scholar (PGS) program [(Senate Bill 1537)](https://olis.leg.state.or.us/liz/2016R1/Downloads/MeasureDocument/SB1537) that establishes criteria for school districts to utilize State School Funds to develop programs that provide additional financial support for post-graduate students to obtain community college credits. Such academic services assist post-graduates in the successful transition to post-secondary education. Students are qualified to receive services provided by the PGS program if they have satisfied the requirements for a high school diploma but have received lower than a 2.5 GPA and are ineligible to apply for a federal PELL Grant or other financial grants.

A copy of this legislation can be found in the appendix of this report and online [here](https://olis.leg.state.or.us/liz/2016R1/Downloads/MeasureDocument/SB1537).

The Oregon Department of Education (ODE) and Higher Education Coordinating Commission (HECC) are required by the legislation to report on the status and future needs of the PGS program. ODE is requested to report the amount of State School Funds school districts received under this program and how many students participated in the PGS programs. ODE is also requested to recommend to the legislator how to establish an equitable, sustainable and appropriate permanent funding mechanism for the post-graduate scholar programs. The recommendations must consider input from participating school districts, HECC and other stakeholders. In making this report ODE is requested to consider funding sources separate from the State School Fund, how these funds would be distributed to school districts, equity, and cost to administer alternative funding sources.

The purpose of the PGS program is to help students successfully transition to post-secondary opportunities. ODE is committed to ensuring students from rural communities, students of color, students living in poverty, and students with disabilities, have equitable access to program funds. The PGS program is meeting the needs of a larger proportion of the Hispanic and American Indian/AK Native students compared to the overall high school populations of these students. (see appendix Figure 1). The PGS program is in alignment with [ODE’s mission, vision, and strategic plan](https://www.oregon.gov/ode/about-us/Pages/Mission-Values-and-Strategic-Plan.aspx) that supports implementation of Governor Brown’s Future Ready Oregon plan to close the gap between the skills of Oregon workers and the needs of Oregon businesses. The PGS program accomplishes this by connecting high school students with professionals who can help guide students with college or career pathway decision making and training.

# ODE REPORT

## Funding Accountability (Table 1-4)

During the 2016-2017 school year, the total allocation of PGS funding was $572,020[[1]](#footnote-1) distributed among 20 participating school districts. These funds impacted 124 students who were able to participate in their high school’s Post-Graduate Scholars program to receive additional academic and counseling support. Of this cohort, 80 students (64.5%) had completed the PGS program and earned college credit by spring 2017.

For the 2017-2018 school year, the PGS allocation dropped to $228,2132 and was distributed among 16 participating school districts. Preliminary data for this academic year would indicate that 71 students were able to participate in the program. Completion rates for this cohort is not available. Finalized data will not be available until January 2019.

## ODE Summary of Stakeholder Input

The intent of the PGS program is to create an option for post-graduate students that did not meet minimum GPA requirements for the Oregon Promise Grant to have access to community college courses paid for through State School Funds. Students who qualify for the PGS program would then benefit from additional financial and academic support from their high schools to make the successful transition to post-secondary education feasible. Disaggregated student data who utilized PGS programs offered at their high schools is summarized in the attached appendices (Figure 1-5).

Discussions with stakeholders highlighted a variety of students who this program served. The majority of the students served by the PSB program were ones who struggled with the traditional education opportunities during high school. However, several of the participating students were on-track to meet the Oregon Promise requirements, but experienced a situation in their lives that negatively impacted their education which in turn affected their performance in high school. Participating students often have demonstrated personal tenacity to meet all the Oregon diploma requirements and likely benefited from substantial support from their school personnel. However, these students may view themselves as having limited probability of success despite the desire and need more education to be future ready.

Participation in the PGS program has shown these students can be successful with a safety net of support in place. Survey data from participating schools in the PGS program indicated that 79% of the respondents benefited or greatly benefited their students (Figure 6) with 84% of the schools indicating they plan on continuing the program (Figure 7).

## ODE Recommendation

Per section 9 of Senate Bill 1537, as of June 30th, 2021 school districts will no longer be able to use State School Funds to support their Post Graduate Scholar program. This would mean many programs would be terminated. Of the surveyed schools, 42% said they could not continue the program if funding was no longer available with 37% stating they might continue if they could find other sources of funds. (Figure 8). Specific comments from the participating school district personnel can be found in the appendix.

The Oregon Department of Education conferred with the participating school districts, Higher Education Coordinating Commission, Office for Student Access & Completion, and a variety of Oregon Department of Education’s offices to determine the most effective way to continue funding the Post Graduate Scholar Program.

 Goal 2 of the Department of Education’s Strategic Plan is to “expand ODE’s coherent support for the pre-K-20 system to ensure every student transitions successfully”. Governor Brown’s [Future Ready Oregon](https://www.oregon.gov/gov/policy/Documents/Future%20Ready%20Oregon%20Governor%20Kate%20Brown.pdf) report emphasis the need to successfully transition secondary students to post-secondary education or career connected learning.

Thus, based on all information collected, the Oregon Department of Education recommends the legislature fully fund measure 98 to provide support to districts in creating secondary/post-secondary transitions. With legislative action, these funds could be distributed under the umbrella of the High School Success Program.[[2]](#footnote-2) High School Success is a fund initiated by ballot Measure 98 in November 2016. The measure passed with 65% of voter support. The spirit of the measure was to provide funding to establish or expand programs in three specific areas:
•Dropout Prevention
•Career & Technical Education
•College Level Education Opportunities

High School Success is currently administered through the Department’s Office of Teaching and Learning (OTLA). The OTLA has a secondary/post-secondary transition team (SPST) and the High School Success team (HSS) already in place that would oversee the Post Graduate Scholar programs thus no additional cost would be accrued. Through these existing structures, the Department would administer the fund and provide guidance and oversight to the participating schools to ensure their programs are quality programs with high outcome standards that: (1) are equitable & accessible to ALL Oregon students (2) creates close partnerships between the high schools, community colleges, or career connected learning opportunities which gives students ample support as they transition into career pathways (3) create a supportive bridge for the student to continue into a second year of post-secondary education or into the world of work (4) provide a reporting mechanism to assure programs are meeting desired goals. This would provide Oregon’s high school graduates a seamless transition to post-secondary opportunities with the support they need to become Future Ready Oregonians.

## Cost Calculations

The following calculations estimate the cost to continue the PGS program in its current form if made accessible to every Oregon high school student and continues to be funded based on ADM. ODE surveyed participating schools to find what percent of their 2018 graduating seniors earned a 1.5 to 2.5 grade point average (potential participants in the Post Graduate Scholars Program based on GPA). The results varied from 11% up to 28% of a graduating class that fit this scenario. Oregon has 35,000 potential graduates in 2019. Thus approximately 6,800 students will have earned a 1.5-2.5 cumulative GPA (using an average of 19.5%). Estimating that the ADM average is $7,200, If 100% of these students entered into their school’s PGS program then state funds distributed to schools to run the Post Graduate Scholars programs in Oregon would be $48,960,000. If 60% of these students utilized the program then $29,376,000 would be needed. If 15% of these students would utilized the program then $7,344,000 would be needed.

# Appendix

## Table 1: 2016-2017 Participating Schools & Number of students

| District ID | District Name | School ID | School Name | Count of Students | Full Year Participants |
| --- | --- | --- | --- | --- | --- |
| 2100 | Greater Albany Public SD 8J | 3950 | Albany Options School | 32 | 12 |
| 2057 | Klamath County SD | 482 | Bonanza Junior/Senior High School | 1 | 0 |
| 1974 | Brookings-Harbor SD 17C | 237 | Brookings-Harbor High School | 4 | 4 |
| 1901 | Corvallis SD 509J | 40 | Corvallis High School | 9 | 9 |
| 1901 | Corvallis SD 509J | 41 | Crescent Valley High School | 5 | 5 |
| 1970 | Crook County SD | 225 | Crook County High School | 7 | 7 |
| 2190 | Dallas SD 2 | 995 | Dallas High School | 4 | 4 |
| 2082 | Eugene SD 4J | 537 | Eugene Education Options | 19 | 13 |
| 2137 | Gervais SD 1 | 808 | Gervais High School | 1 | 0 |
| 2057 | Klamath County SD | 485 | Henley High School | 4 | 2 |
| 2056 | Klamath Falls City Schools | 2056 | Klamath Falls City Schools | 9 | 5 |
| 2101 | Lebanon Community SD 9 | 2101 | Lebanon Community SD 9 | 6 | 3 |
| 2057 | Klamath County SD | 486 | Lost River High School | 1 | 1 |
| 2053 | Jefferson County SD 509J | 434 | Madras High School | 6 | 4 |
| 1900 | Philomath SD 17J | 22 | Philomath High School | 2 | 0 |
| 1946 | Rainier SD 13 | 174 | Rainier Jr/Sr High School | 3 | 3 |
| 1977 | Redmond SD 2J | 263 | Redmond High School | 5 | 4 |
| 1977 | Redmond SD 2J | 5058 | Ridgeview High School | 4 | 3 |
| 2102 | Sweet Home SD 55 | 669 | Sweet Home High School | 1 | 0 |
| 2146 | Woodburn SD 103 | 4544 | Woodburn Success | 1 | 1 |
|  |  |  |  | 124 | 80 |

## Table 2: 2017-2018 Participating Schools & Number of students

| District ID | District Name | School ID | School Name | Count of Students |
| --- | --- | --- | --- | --- |
| 2100 | Greater Albany Public SD 8J | 3950 | Albany Options School | 27 |
| 1974 | Brookings-Harbor SD 17C | 237 | Brookings-Harbor High School | 1 |
| 1901 | Corvallis SD 509J | 40 | Corvallis High School | 8 |
| 1901 | Corvallis SD 509J | 1901 | Corvallis SD 509J | 1 |
| 1901 | Corvallis SD 509J | 41 | Crescent Valley High School | 2 |
| 1970 | Crook County SD | 225 | Crook County High School | 8 |
| 2190 | Dallas SD 2 | 995 | Dallas High School | 1 |
| 2137 | Gervais SD 1 | 808 | Gervais High School | 2 |
| 2101 | Lebanon Community SD 9 | 688 | Lebanon High School | 1 |
| 2057 | Klamath County SD | 488 | Mazama High School | 1 |
| 1900 | Philomath SD 17J | 22 | Philomath High School | 1 |
| 1977 | Redmond SD 2J | 263 | Redmond High School | 7 |
| 1977 | Redmond SD 2J | 5058 | Ridgeview High School | 1 |
| 2103 | Scio SD 95 | 678 | Scio High School | 1 |
| 2102 | Sweet Home SD 55 | 669 | Sweet Home High School | 2 |
| 2146 | Woodburn SD 103 | 2146 | Woodburn SD 103 | 2 |
| 1994 | South Umpqua SD 19 |  |  |  |
|  |  |  |  | 66 |

## Table 3: Financial Data 2016-17



## Table 4: Financial Data 2017-2018



## Figure 1: Ethnicity of PGS Participants

Figure 2: Demographic Comparison by Year

Figure 3: Economic Status

## Figure 4: Special Services

## Figure 5: Gender

Figure 6



Figure 7



Figure 8



## Participating School Survey Comments

 “This is a great resource to bridge the gap between high school and continued education, and an incredible resource when addressing the poverty cycle and how we can break it to better serve our students and our community.”

“We would love to see PGS broadened to include opportunities such as internships, work study, etc. Also, if it is broadened, we would love to see students on a modified diploma be able to access PGS.”

“Dallas High School once had one of the most successful extended campus programs in the state and it was a model of supporting students transitioning from high school to community college. We boasted a greater than 50% of our students yearly would forego their diploma to continue on in our 5th year program. As evidenced by our numbers now, the decision to go to the post graduate scholars program has all but negated the positive steps we made as a district. If the goal was to reign in the loophole of districts receiving ADM for those continuing students, going to the post graduate scholar’s program model was a success...albeit at the expense of schools and incredibly successful programs like ours.”

 “The toughest part is trying to track students when they are no longer enrolled with us.”

“Someone at the community college that will consistently assist in choosing classes and help to work toward a degree/certificate etc.”

“When students don't have a monetary buy-in to the process, they lack the drive to make it successful. In addition, the parameters of PGS (below a 2.5 GPA) sets us up to deal with students who have not been successful in high school, yet we require them to take at least 12 credits in college. Transitioning to college for a 3.00+GPA student is hard. It's almost impossible for a low GPA student. I would like to see the program allow a student to take less credits when starting. Let them build on their success”

“Most of our students are able to use Oregon Promise. For students who do not I do believe internships, apprenticeships would be valuable”

“Although the PGS program provides many supports for student success, our students did not seem to embrace the value of having their first year of college paid for. Students didn't access the help desks, free tutoring or advising/counseling supports available to them.”

“Good thought, but it really is so few kids”

“Now that the Oregon Promise is available, our district has said that students who are eligible for the OP must sign up for that option instead of PGS. This has narrowed our pool of kids who are eligible for PGS so our numbers have gone down. This isn't necessarily a bad thing, just students have other options now.”

# 78th OREGON LEGISLATIVE ASSEMBLY--2016 Regular Session

## Enrolled

## Senate Bill 1537

Printed pursuant to Senate Interim Rule 213.28 by order of the President of the Senate in conformance with presession filing rules, indicating neither advocacy nor opposition on the part of the President (at the request of Senate Interim Committee on Education)

### CHAPTER .................................................

### AN ACT

Relating to payment for community college courses by school districts; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

#### SECTION 1. Section 2 of this 2016 Act is added to and made a part of ORS 327.006 to 327.133.

SECTION 2. (1) As used in this section, “post-graduate scholar” means a student who: (a) Has been in grades 9 through 12 for more than a total of four school years; and (b) Has satisfied the requirements for a high school diploma as provided in ORS 329.451 (2).

(2) A school district may establish a program under this section to allow: (a) A post-graduate scholar who satisfies the requirements of subsection (3) of this section to:

(A) Enroll in courses at a community college that are part of a course of study approved by the school district and that may lead to a certificate or diploma;

(B) Enroll in the courses described in subparagraph (A) of this paragraph for one school year after the post-graduate scholar has satisfied the requirements for a high school diploma as provided in ORS 329.451 (2); and

(C) Have the school district pay the costs incurred for the courses described in subparagraph (A) of this paragraph, including tuition, fees and books.

(b) A school district that satisfies the requirements of subsection (4) of this section to receive and expend moneys distributed from the State School Fund under ORS 327.013 for the purpose of paying the costs described in paragraph (a)(C) of this subsection.

(3) A post-graduate scholar qualifies to participate in a program established under this section if the post-graduate scholar:

(a) Has completed and submitted the Free Application for Federal Student Aid, if eligible to file the application;

(b) Is not eligible for a grant under the Oregon Promise program described in ORS 341.522 because of failure to earn the minimum cumulative grade point average, or submitted a complete application for a grant under the Oregon Promise program by the established deadline but did not receive a grant;

(c) Is not eligible for a federal aid grant that is equal to or more than the average cost of tuition and fees at a community college, as determined by the Department of Education after consultation with the Executive Director of the Office of Student Access and Completion; and

(d) Retains a legal residence within the boundaries of the school district through which the post-graduate scholar satisfied the requirements for a high school diploma.

(4) A school district may receive and expend moneys distributed from the State School Fund under ORS 327.013 for a program established under this section if the school district meets all of the following criteria:

(a) Has a policy for the program that is adopted by the school district board and that describes:

(A) The goals of the program, including target high school graduation rates for underserved students;

(B) Minimum requirements for grade point average, attendance and participation in regular in-person meetings with school district staff to monitor student progress;

(C) The manner by which the results of the program will be measured and monitored; and

(D) The courses of study that are approved by the school district for the purpose of this section.

(b) Enters into a written agreement with the community college that has a service area within which the school district is located.

(c) Has dedicated staff to provide support services to post-graduate scholars, including regular in-person meetings to monitor student progress that occur at least twice each month.

(d) Ensures that a majority of students from the school district who are enrolled in courses at a community college meet at least one of the criteria identified in this paragraph. The student:

(A) Is not a post-graduate scholar; (B) Has received a modified diploma, an extended diploma or a General Educational Development (GED) certificate;

(C) Was enrolled in an alternative high school program within the preceding 12 months; (D) Is, or will be, a first-generation graduate of high school; (E) Is, or has been, a child in a foster home; (F) Is, or has been, placed in a facility or an education program by a court; (G) Is homeless; (H) Is a parent; or (I) Was identified as eligible for free or reduced price lunches within the preceding 12 months.

(5) Notwithstanding ORS 327.013, the weighted average daily membership assigned for each post-graduate scholar shall be adjusted as follows:

(a) By subtracting 0.25 from the average daily membership assigned for each post- graduate scholar participating in the program established under this section; and

(b) Without adding any amounts identified in ORS 327.013 (1)(c)(A). (6) For purposes of this section, a school district may not counsel or assist a student to delay receiving a high school diploma for the purpose of participating in a school-sponsored, post-secondary education program. (7) Nothing in this section: (a) Prohibits a school district from receiving or expending moneys related to the education of post-graduate scholars that are not received or expended for purposes of this section, as long as the school district does not receive or expend State School Fund distributions under ORS 327.013 for those purposes.

(b) Requires a post-graduate scholar to accept or use any federal grant moneys to offset costs of tuition, fees or books incurred by a post-graduate scholar at a community college.

(c) Requires a school district to add or extend existing bus routes or other transportation services for post-graduate scholars. Any transportation costs incurred by a school district to add or extend existing bus routes or other transportation services are not considered approved transportation costs for the purposes of ORS 327.013. Nothing in this paragraph prohibits post-graduate scholars from using existing bus routes or transportation services provided by the school district.

(8) Notwithstanding subsection (3) of this section, a post-graduate scholar may not accept or use any federal grant moneys to offset costs of tuition, fees or books incurred by a post- graduate scholar at a community college.

(9) A school district may receive or expend moneys distributed from the State School Fund under ORS 327.013 for post-graduate scholars who enroll in courses at a community college only if the post-graduate scholars are enrolled in the courses as part of a program established under this section.

SECTION 3. Section 2 of this 2016 Act applies to State School Fund distributions commencing with the 2016-2017 distributions.

SECTION 4. Notwithstanding section 2 (5)(a) of this 2016 Act, the weighted average daily membership assigned for each post-graduate scholar shall be adjusted as follows:

(1) For the 2016-2017 school year, no subtraction shall be made. (2) For the 2017-2018 school year, by subtracting 0.15.

SECTION 5**. No later than November 1, 2018, the Department of Education shall: (1) Provide a report to the interim legislative committees on education that includes: (a) The amount of moneys received by school districts from the State School Fund under ORS 327.013 for post-graduate scholars participating in a program established under section 2 of this 2016 Act.**

**(b) Subject to data available to the department, the number of post-graduate scholars for whom school districts received moneys from the State School Fund under ORS 327.013 for each of the preceding school years.**

**(2) Make recommendations for legislation to establish an equitable, sustainable and appropriate permanent funding mechanism for post-graduate scholar programs. The recommendations must consider:**

**(a) Input from school districts that have implemented, are implementing or are planning to implement a post-graduate scholar program.**

**(b) Input from the Higher Education Coordinating Commission. (c) The amount of moneys received by all school districts from the State School Fund under ORS 327.013 for post-graduate scholars participating in a program established under section 2 of this 2016 Act.**

**(d) The appropriate amount, if any, to be calculated for each post-graduate scholar participating in a program established under section 2 of this 2016 Act for purposes of calculating weighted average daily membership for State School Fund distributions under ORS 327.013.**

**(e) Consideration of appropriate funding sources that are separate from the State School Fund for post-graduate scholar programs. The consideration must include:**

**(A) Methods by which funds would be distributed to school districts; (B) The stability and sustainability of funding sources that would be used to support at- risk students who are not eligible for the Oregon Promise program established under ORS 341.522 because of failure to earn the minimum cumulative grade point average; and**

**(C) The estimated cost required to establish and administer alternative funding sources. (3) Provide a report to each school district that established a program under section 2 of this 2016 Act. The report shall include the following information for the 2016-2017 and 2017-2018 school years:**

**(a) The number of post-graduate scholars enrolled at the school district who participated in the program;**

**(b) The number of post-graduate scholars enrolled at the school district who completed a full year in the program; and**

**(c) The percentage of post-graduate scholars enrolled at the school district who participated in the program and enrolled in a second school year at a post-secondary institution of education after completing the program.**

SECTION 6. Section 5 of this 2016 Act is repealed on December 31, 2018.

SECTION 7. No later than November 1, 2018, the Higher Education Coordinating Commission shall make a report to the interim legislative committees on education that includes the costs incurred by community colleges and the amounts received by community colleges for post-graduate scholars who participated in a program established under section 2 of this 2016 Act. Community colleges shall cooperate with the commission for the purpose of making the report required by this section.

SECTION 8. Notwithstanding any other provision of law, the General Fund appropriation made to the Department of Education by section 1 (1), chapter 759, Oregon Laws 2015, for the biennium beginning July 1, 2015, for operations, is increased by $82,102.

SECTION 9. Section 2 of this 2016 Act is repealed on June 30, 2021.

SECTION 10. This 2016 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2016 Act takes effect on its passage.

Passed by Senate February 26, 2016 Received by Governor:

..............................................................................M.,.........................................................,2016 Lori L. Brocker, Secretary of Senate **Approved**

.............................................................................M..........................................................,2016 Peter Courtney, President of Senate

**Passed by House March 2, 2016**  ..................................................................................

 Kate Brown, Governor

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Tina Kotek, Speaker of House **Filed in Office of Secretary of State:**

........M.,........................................................,2016.................................................................................. Jeanne P. Atkins, Secretary of State

1. ,2 Calculations based on the Annual Cumulative ADM data collected on August 29, 2018 which stated the number of post-graduate scholars for whom school districts received moneys from the State School Fund and the State School Fund Equalization Formula under ORS 327.013 [↑](#footnote-ref-1)
2. This would likely require legislative action amending ORS 327.850-327.895 to allow districts to spend funds on students who have already satisfied the requirements for a high school diploma. [↑](#footnote-ref-2)