



QUALITY EDUCATION COMMISSION

WEDNESDAY, APRIL 12, 2023

9:00 AM – 11:00 AM

ONLINE MEETING ZOOM

Commission Members: *Andrea Townsend, Cam Preus, Samuel Henry, Dana Hepper, Carlos Sequeira, Tricia Mooney, Whitney Swander, Reed Scott-Schwalbach, Monica Cox, Laurie Wimmer, Dan Farley (Staff), Evan Fuller (Staff)*

Meeting Scribe: *Katie Chandler*

Introductions and Commissioner Updates

Carlos Sequeira - Good morning, I am back in the states. I was in Nicaragua helping support my dad and brother who were sick, they are stable now. I transitioned out of the ESD in my role of superintendent back in February. I am doing some consulting work right now for Eugene SD, Bethel SD and Springfield. I am trying to figure out where I will land for the fall.

Tricia Mooney - Good morning, it's spring time so spring sports are wrapping up. We are planning for next year and in the midst of budget season and school board election.

Whitney Swander - Good morning, joining from Central Oregon. I've been shepherding a local United Way through. It's the next phase of work over the last year and there's an end in sight to that in June. On projects related to community engagement working with Better Together as they are thinking about how they bring data and evaluation as a tool. And then for those that aren't familiar which is a really beautiful early learning program that started in Portland area has been going strong in Central Oregon for about 4 years now and has expanded from a couple of sites in Bend and Redmond as pilot sites into Jefferson county and now every community is asking how they can move it there. I've been working with Gabby Pedon and her team on a participatory evaluation with her staff so that they are really owning what the outcomes of their programs are and being able to share what the benefits are because it's more than just a traditional preschool model.

Monica Cox - Good morning, she/her pronouns. I am based in Portland but I do some work across the state. I'm an experienced education researcher, evaluator, data strategist and most of my work spans K-12 education and higher. Locally I've been on staff at Education Northwest Chalkboard project, FBO Stanford and I am currently an independent consultant doing work supporting work across the state and education housing and criminal justice.

Lori Danzuka - We are in the middle of testing here in Jefferson county getting ready for end of the year events and also end of the year celebrations. We've tried to be really creative and how we are honoring our teachers and were especially working at retaining and recruiting . That's been difficult for us so we're going to continue to try to work and improve it.

John Rexford - Retired ESD Superintendent, K-12 educator. I spent a lot of time last month working with school business officials in the new business manager Institute sponsored by OSBO and a lot of what we talk about is the budget number. Most of them are building the budget at 9.9 billion dollars. Many of them, if not most of them are going to be in deficit and either burn reserved or make significant reduction at that level. If it turns out to be more like 10.3 so we're looking forward to that being the number that ultimately comes out of this

Governor's Office Check In

Melissa Goff - Good morning I am happy to be here. I want to give some updates on some items then if you have any questions regarding any of these or regarding something else I am here to answer that. Senate Bill 1045 ([SB 1045](#)) that is the bill that is built in responses. Secretary of stated education audit last year. It really does 3 things it communicates regarding division 22. Compliance for all of our districts. It creates access for all publishers to be considered for our adoptions of textbooks, statewide and creates a process for school districts who decide to adopt textbooks as part of the process and then it all addresses discriminatory practices against protected classes of students and staff and allows for the Department of Education to intervene when they discover on their own motion that something egregious is happening within a school system so they don't need to wait for a complaint from inside the school system. The bill is in the rules. We are trying to get it to move to ways and means as quickly as possible. So if you're interested in supporting that right now we are in conversations with Senator Leeber about getting the roles so that we can continue to move that bill forward in the process.

The next bill I will talk about is House Bill 3198 ([HB 3198](#)), that's our literacy bill still going through, it was supposed to be heard in ways and means on Thursday and I as you'll hear me say probably more than once, due to our Republican Senators not being at the capital, a lot of our schedule will have changed kind of dramatically for bills being heard, and we believe that 3198 where they're just waiting for more folks to be able to participate in that process. Senate Bill 283. This is Omnibus bill from Senator Denbrow and it is designed to address the workforce issues that we are seeing across the state whether you're in a rural area or an urban area it doesn't matter you're forcing a workforce issue. Were as a state recognize that the legislators have put together several legislators to look at prominent issues that they've discovered this session across the board. One of the tables is called the K-12 education workforce. We are meeting Friday morning. I'm going to share with them information regarding our workforce issues. Diving into specific areas such as special education hoping to go into accounts lane as well. So that they can get a feel for the gap that schools are currently experiencing. Either they don't have anyone in those roles or they're having to put emergency licensed individuals into those roles in order to keep our schools open.

Onto Senate Bill 281 ([SB 281](#)). The big number is still 9.9 billion which is the governor's recommended budget and what I want to just state is that the governor said that is the minimum budget and would gladly support our legislators if they came in at a higher number. I know that conversation is still ongoing again, very difficult to get anywhere with our republican senators not on the campus. 281 was the bill that would have the comprehensive review and updating the quality ed model. So it's sitting in ways and means. But everything in ways and means should get a conversation. So when we think about the entire discussion around that number and how they are building that number it's part of what I would love to talk to you guys about. John and I talked about maybe having that discussion later in a future meeting because we do have, it feels like 33 methodologies right now existing like coexisting and not coexisting and the fact that none of them align with each other is kind of mind boggling and even more frustrating coming out of the system of education in to the governance area and understanding more of the background of the numbers and how everybody getting to the numbers they are getting to. I want you to know that so regardless of where the bill goes the conversation I think is going to happen regardless of where the bill goes that makes sense. And to expand for the other commissioners in my correspondence with Melissa she talked about the need to understand more about our thoughts on current service level (CSL). CSL, you know a little bit more about our methodology coming up with a number and recommendation every other year out of the quality education model and of course just funding that happens through the K-12 system itself and school support fund. So I am looking forward to that longer conversation and in some ways there are just 3 different approaches. We're ready for that conversation to begin. Pooja and I are excited to get into that conversation and see if we might be able to get some alignment. I did want to go back to senate bill 283 for those of us who are in the room who are still in school systems. The bill is not limited to certified staff. It includes classified staff as well. So really, looking at the entire workforce from education assistant through administrator and has different supports depending on your role. There have been several amendments so feel free to take a look at those.

Staff Updates

Dan Farley - I was trying to narrow it down to what would be relevant. Evan and I are partnering with a couple internal staff at ODE with a grant that we apply for and that is a partnership with results forward America. They are actually helping us develop an internal data dashboard. One of the things I've been concerned about at ODE is we do so much work collecting data, making sure the data are accurate and then reporting data that we never learn from the data we don't have built into our system so we're trying to basically put an internal dashboard together. In short time, long term goal after this first phase of the project is to have something that just facing that's similar but we can't include all the data on the planet so were also having to build a data server an extra data server so that doesn't interfere with our operational data warehouses and processes cause the data visualization software apparently pulls a lot of bandwidth if you will and it can interfere with daily operations if were doing to many data programs at the same time. So part of what I've been challenged with is to create a research architecture for the agency. Part of that architecture includes partnerships with other data users, particularly in the education space. So OLDC is part of that conversation. It is still under development so its very much at the early stages includes an institutional review board wherein HECC would be a

partner, TSPC, ODE and DC would be a partner. So the educational agencies would have a shared institutional review board, as you might imagine what is going to be more complicated than I am even aware of. It would be more powerful and of a higher quality if we had all 4 agencies working in alignment instead of each of us building our own kind of separate processes. Amy Cox is also involved in that and she has prior direct experience on an institutional review board. So I have used them as a researcher and had to go through them and get the training. I'm not ever actually going to have to do it. So she'll be a wonderful resource for us in that part of the conversation. Part of the research architecture is working with the community to establish a research agenda. So I'm still trying to figure out what's the best way and most transparent and not over committing not over promising way to involve community in the research process is in terms of a data justice leaning on or driver and that is not resolved yet neither but I'm trying to figure out how to right size the request so that it pulls from community from their direct experience, their lived experiences and also is relevant to the work what were trying to do. We're planning on creating a justice advisory committee. We're still working on the constituency. But that group is going to literally review the research agenda that ODE proposes as a starting ground and also review all of our data collection maintenance analysis and reporting protocols. So that was another way that I felt that the community could be really helpful like helping us figure out the process. It's a difficult conversation to navigate because of areas of expertise that are required to really fully comprehend that schema like I barely have. I'm not expecting to be working with too many community partners who are going to really understand that. But they'll understand their experience and they'll understand how to help us set priorities, which is kind of part of the thinking. We also already have a data governance committee with ODE that has been managing both external and internal data requests. That group would be narrowed to focus on data requests that are internal for operational purposes and then external data requests for operational purposes. In other words when we get a data request from other agencies, the IRB would be situated to respond to data requests for research from external and internal partners. We have a research implementation team as well. We have researchers all over the agency already doing research and they need a support system and a professional network and a series of formal protocols to be able to do their work well like they are doing amazing work but they don't do that work as part of a coherent iterative system. It is a 3 year implementation plan. These are the initial design concepts. The executive team hadn't even heard those yet. But before we get into a review of the comments, the feedback that we got from the last meeting on, like what kinds of changes are needed to the QEM. I wanted to remind us about common law in the social sciences that's called Campbell's Law. It's just something that is present. And I'm putting it in the chat so that we all kind of keep track of it. This is a really important accountability concept. It basically states that the more we any quantitative social indicator is used for decision making, the more subject it will be to corruption pressures and the more apt it will be to distort or corrupt the social processes that it is intended to monitor. So basically from an accountability perspective, the indicators that we privilege in our system will be chased right there. They're going to be sought after graduation rates is one primary example. So we have to be really careful in how we select indicators so that they are broad and they're not hopelessly as gamable. If you, as some of the other indicators in our system, I just wanted to name that as kind of a backdrop for the conversation. But in reviewing the prior input, of course, Carlos and anyone who wasn't able to participate in the

last meeting, these questions are open for continued conversation, and input of course, this is something that we've like wrapped up and tied a bow around but I did want to make the connection between the feedback that we got.

QEM Updates Needed (see attachment)

Review of Feedback - We have a couple of questions about your feedback that we'd like to discuss as well. And did we miss anything? Are there other indicators in our educational system that you would like us to pay attention to? Are not reflected in the handout that I provided late. Sorry about that. And that'll set the stage for the conversation that comes next, which is, you know, given what we would like to see the Qem be able to do like what are the models that would best best situate us to be able to pursue those a particular outcomes there and indicators in the QEM so hopefully that kinda makes sense in terms of the architecture of the conversation, any questions about that. So there are 2 pages of responses for this first question. The question was, what K. 12 education systems outcomes? Should the QEM include the feedback that you can see on the slide? I'm gonna actually read them all because there aren't too many. And I want them to be present, and we have a couple of specific questions that we wanna look at student satisfaction with the education system. It kind of does stand to reason that you know students are actually the ones experiencing the outputs, the processes of our education system. We should be consulting with them about how that is working for them, how it's not working for them if we really want to lean into continuous improvement, we also there seem to be on the on the Commission a pretty strong leaning toward alright the Sia indicators so that we're already privileging within that space. So eighth grade math showed up in third grade reading. We wanted to look at outcomes to make sure, like one of the goals of the Commission is to try to address the fact that outcomes are currently predictable by demographic and geographic characteristics. So how do we conduct a model that reverses that trend in terms of funding structures? We wanted to look at increasing, and I say we loosely so. These are individual responses, and I'm just sharing them with the whole team. We wanted to look at graduation rate, the current kind of rule or pattern that we have fallen into for lack of a better framerate is the setting a 90% target for graduation rates like what would it cost to get us to 90% in the background of that conversation is the full awareness that the cost versus outcome model that we are adhering to is not linear so we've been modeling it in Linux, but to the amount of investment it takes to get from 85 to 90%. For example, it is not even close to the amount it's going to take to get from 90 to 95%, because the student needs in that population are so much more substantial. So it's going to be. It's gonna rise more persistently in terms of cost and impact to get from 90 to 95 in 95 to and beyond potentially as well. We also wanted to make sure we're not ignoring, or at least we're accounting for a particular student. Groups of students identified as totally identified as English learners. And their demonstrations of proficiency graduation rates, including social, social, social-emotional learning, skills, career readiness, right? So planning literacy, financial skills, people skills. So there's some changes in the legislature that are underway that might help us gain access to some of these. Indicators as well. So another conversation to be had eventually is, do we have sources for these data? That's another thing. We'll have to solve it, for there is a financial link credit requirement that is going through the legislature right now, and we didn't remove it. But that's Senate Bill 3. If you wanna look at that. The second one in terms of target, to reduce disproportionality I think what

we'd be looking at is identification. Our rates for Ips, for example, and whether or not they are showing up in racialized race ethnicity patterns, but also with English learners that gets a little more complicated. But maybe whoever put that in wants to speak to it a little more. But I was thinking about in my mind's eye as I enter that is, recognizing that there is difference across across the disparities that we see in our system, and we don't necessarily it's not gonna take the same resources or the same interventions at the same timeframe, etc., to address all of those. So, instead of having a you know. A nice multiplier, or you know, whatever would go into a model to say, we just add this amount of money and all of these things will go away, you know, taking into account historical events that affect even different populations among by poc students, for example, you know, and you I think we can look to an evidence base for this. But you know not all experiences of all people of color are the same, and this country and those play out differently in our education system. So to the extent that we're not just saying all students of color need this one thing to achieve these white, dominant culture outcomes. That's my point. To say, perhaps to really make progress. We set intermediate targets, and we would recommend resources accordingly to you know. Not just say Oh, well, another 2 years have gone by, and these groups of students continue to lag behind and we'll try again. Better next time. So just be more specific with interventions, etc., and what they cost, what the time it takes. That makes sense to me. With me. I'm gonna try to repeat back what I heard, too. So this comment seems to be more about the like. The costing aspect of the model versus a particular outcome, and making sure that the model accounts for student demographic differences in different areas. So we only have 3 school models right now. We're clearly like, under representing the variance of school structures in the system. And that student demographics has to be a really central component of the redesign. Okay. Then, relatedly, the next question was around, what changes or updates to the QEM are needed. So if these are the outcomes that we really want to center the new approach around, what changes to the QEM might be needed. And of course we'll also have to consider what models are available in relation to this question. But I wanted to focus on what you wanted. It has to be done first, before we look at what models are available. And hopefully, this is legible for you all. But one idea is that additional prototypes or school models? So if we go with the like school prototypes, we know that we need to add a number of different school models in order to get deeper into the kind of variance or complexity that exists within Oregon in terms of school types that one so that one obviously is a need that's been kind of consistently identified by the Commissioners. Another is, are there ways to consider cultural responsiveness of the system in terms of the investments needed? So I think we probably need to have a little more conversation about how the QEM might be part of that conversation or not, and also how that might connect to best practices.

[QEM Statutes & Future Costing Model Options to Consider](#)

QEC Statutes - QEC Statutes actually require of us, and also require, in the report to set the stage for a conversation about cost models. So this is OS.3.29 is where most of the Qc. And QEM. Statutes are located by the legislature, so the QEC has 11 commissioners. However, in 2000, to refine a QEC. A model that had been recently developed at that time. So it's a professional judgment model that's based on only 3 prototype schools, an elementary school that has 360 students and a middle school that has 500 students, High School has a

1,000 and best practices that are based on research data, professional judgment, and also public values.

The Qem incorporates over 300 regression models to predict costs of moving organs. K12 Public education system to our quality goals with a pretty clear kind of fixation on graduation. So what are those educational goals, and should we be looking more broadly beyond graduation rates? So the Legislative Assembly defines the goals in Rules and Statues. . To 29015, as the following equipping students with the academic and career skills and information necessary to preview, pursue the future of their choices through a program of rigorous academic preparation and career readiness to provide an environment, that motivates students to pursue serious scholarships, and to have experience in applying knowledge and skills and demonstrating achievement, to provide students with the skills necessary to pursue learning throughout their lives in an ever-changing world, and to prepare students for successful transitions to the next phase of their educational development, so certainly graduation rates speak to some of that, and a lot of the work that you have done in improving the model over time to speak to the cost of implementing best practices is certainly in line with what these goals as well. I just wanted to make sure that we revisited them, and the Powerpoint has all of the links to these statutes in the notes section. So one of the aspects of the statute is looking at the characteristics of a school system. These are kind of the ways that the legislature has defined what it, what it means to be a school, and what schools are about, what's the work that schools are about? This kind of challenge, of estimating how much it costs, what kind of investment it takes to actually sustain and grow Oregon's education system. Evan has done some initial research, and synthesis, and is going to present if time allows. There are basically 4 different educational costing models that are used in practice. One is the professional judgment model, which is what we have currently, and within that context, we can maintain the status quo of the QEM as it exists. Now with ongoing minor revisions and adjustments to to, to kind of reflect. the changes in the landscape as well as the model, was able to incorporate them, or we could develop a new professional judgment model that's similar to the QEM that reflects current system features. The second type of model is an econometric cost model, which is a data-driven model on characteristics. Of districts, outcomes of students within districts, and of the costs that are incurred in the district, and it's usually a per pupil expenditure, which is the cost measure. The third is a successful school district model, which identifies districts within the educational system that are achieving outcomes which satisfy the educational goals of the State, and then, looking at what the expenditures of those districts are, the fourth is called an evidence-based model. In my estimation that that's actually just a professional judgment model that's informed by research and a statistical enhancement so it's kind of like what the QEM does. Now, but some people see it as a different model. There's drawbacks and benefits to to all of them. So the professional judgment model collect professional educators who are experts in education to identify the resources that are needed within a prototype school, and that within their professional judgment will make sure that the outcomes to achieve the state targets so then they're asking to determine the set of resources and inputs, which will are necessary in order to provide that adequate education and additional resources to help special populations of students. Then the costs for all of these resources for all schools in a state, including adjustments for different characteristics of schools and students, are estimated to determine

how much is needed to fund the adequate educational program. So the advantages of this are that it's easy to explain to the public like we have experts that know what it takes to provide an education and we know the things that it costs to provide those resources and it scales up the resulting estimates are based on the judgments of professional educators with experience in educating students, and it is easy to adjust for local characteristics and issues, such as special school student needs, and geographic price variations. We currently don't expect a lot of variations. We currently don't in our model account for the geographic price variations, but it is extensible to do that. Models generated by professional judgment may be very expensive. It's very costly, and in terms of time to go through all of the resources and inputs that might be required, and the universe of resources and inputs possible. So there's also an issue that it's potentially subjective of the process. So econometric cost models have a cost function which relates district district spending per student on student performance. The prices of inputs. Student characteristics and other relevant characteristics of the district. So rural urban scale issues like, is it 0 to 100 students, 100 to 300, 300 to 500, etc., and then the estimated cost function is used to predict the level of spending needed to reach a particular performance. Standard given prices, student characteristics, and other district characteristics. So the advantages are that they are seen by experts to be sound, statistical, appropriate, to estimating the variation, and required spending across districts and implicitly accounts for those regional variations. Because it considers the cost of all districts, expenditures, and not just in its hypothetical prototype, district or school. They use actual data on factors affecting spending to develop estimates of the cost of performance standards, and they allow a relatively straightforward calculation of alternative cost indices for policy analysis. So you can look at different performance targets and see what it would cost to reach those relatively, straightforwardly. Once the models are specified in the data, sources are located. Issues are that data on the full set of potentially important input prices for school districts is impossible to obtain. We could also look at student transitions, but like within Oregon's education system, so Trisha, we wouldn't be able to get ahead of a situation like that where you have an immigrant population that comes to a district. And another thing that's important to know about that is that since this is just the costing model, it's not the allocation model the State School fund that does do balancing that changes based on enrollment changes between the estimation and The true-up payment process, since it's not all just one time I'm done so there is some ability for it to for dollars to kind of track and real time. Once you've determined what the right amount of dollars in total should be. One of the reasons that I wanted to present these 4 ways of thinking about costing models to all today is not for you all to have to feel like you gotta solve for this right now, necessarily like these are questions that we can also ask a consultant to help us figure out and hybrid models, I'm combinations of these models are also possible. So maybe we can work with that consultant to figure out like, how do we get the most bang out of our book, if you will, for each of these models in combination, potentially, or even do them separately? And then we have a conversation like, why are they different? Well, this model is really good at accounting for this. This model is really good at accounting for that, so the true cost of providing this education that can achieve these outcomes is likely in between. Those are conversations that I think are work having. It also shows the field. These are estimates, these are. These are better than having no information at all. We're just trying to give legislators a better baseline, from which they can make decisions. There may be value to doing multiple methods like.

For example, I just ran using 2018 data because it was the last for the last Pre covid data. I used district level expenditures per pupil and performed a cost function model of it. And came up with a 2018 cost of 6.9 billion dollars, which is within 2 per one, within one and a half percent of the 2018 quality education models. Prediction of 7 billion dollars for that year. So we can use it as a validation, even if you don't use it as the main model. This article is by Baker it's how they looked at costing out education nationally. There are also our 12 additional articles that Evan is pulled into a folder that we've called education cost models.