

# Senate Bill 315 Findings and Recommendations

May 2026



# Senate Bill 315 Findings And Recommendations

Executive Summary .....	2
Background .....	5
Findings .....	7
Recommendations .....	15
Shared Responsibility: Moving Forward .....	22

## Executive Summary

**Senate Bill 315 (SB 315)**, enacted during the 2025 regular legislative session, directs the Department of Education (ODE) to review, make recommendations and develop best practices related to:

- The recording of student absences and school district responses to student absences that exceed 10 days,
- How school districts respond to student absences, and,
- A common coding system for school districts to use for student absences, ORS 339.065, with consideration of the size and geographic location of the school district.

SB 315 directs ODE to submit a report to the interim committees of the Legislative Assembly related to education and the State Board of Education no later than May 31, 2026. This report includes a summary of the methodology, best practices, findings, the recommended common coding system, and recommendations for related changes to administrative rules and legislation, including identifying any funding needed for implementation.

In implementing SB 315, ODE adopted a multi-tiered approach that leveraged existing statewide engagement networks and incorporated a review of national practices to inform the findings and recommendations outlined in this report. ODE engaged in cross-office collaboration by establishing an Attendance Cross-Office Workgroup, which included colleagues from the Office of Research, Assessment, Data, Accountability, and Reporting (RADAR), Office of Education, Innovation and Improvement (EII), Office of Indian Education, Office of Teaching, Learning and Assessment, Office of the Director, Government & Legal Affairs, and the Office of Enhancing Student Opportunities.

ODE also utilized established networks to gather input from education partners across the state. This included engagement with the Government-to-Government Education Cluster and existing networks such as Education Service Districts (ESDs), key partners already positioned to address attendance, district leaders participating in COSA's attendance initiative, and with partners identified in HB 3199. Further, ODE engaged a cross-section of educators, district administrators, attendance practitioners, school counselors, civil rights experts, and program leaders to examine current school/district responses to student absences exceeding 10 days. Through these forums, ODE collected qualitative and operational feedback on attendance coding practices, implementation challenges, and system needs.

The following findings and recommendations emerged across partner input, review of current practice, and analysis of existing statutes and administrative rules.

## Senate Bill 315 Findings And Recommendations

#	Finding
1	Variability in how districts operationalize Oregon’s compulsory attendance statute and classify absences has produced inconsistent practices statewide, creating potential administrative and access barriers.
2	The 10-day un-enroll rule, initially created for State School Fund reporting purposes, creates unintended disincentives for districts to continue supporting students during periods of prolonged absences.
3	Some Oregon districts use unique “excused” or “exempt” codes to capture student attendance during participation in tribal activities.
4	Current attendance requirements create administrative burden and confusion for districts across various instructional models and data systems.
5	Non-Traditional instructional models are underutilized and/or inconsistently applied.
6	Current practices create heightened risk of civil rights violations for students.

  

#	Recommendation
<a href="#"><u>1</u></a>	Repeal ORS 339.010 through 339.095, adopt revised attendance laws, and amend or adopt related Oregon Administrative Rules outlining school responses to student absences.
<a href="#"><u>2</u></a>	Adopt common attendance codes through the State Board of Education rule-making process.
<a href="#"><u>3</u></a>	ODE will review the 10-day un-enroll rule, impact on school district practices, and determine future policy directions, including changes to statutes and rules.
<a href="#"><u>4</u></a>	Review and make recommendations to ensure and sustain coordinated capacity to implement a statewide attendance framework, including the best approach for cohesive student information systems.
<a href="#"><u>5</u></a>	Establish and fund statewide implementation of adopted attendance codes adopted, related reporting, and support for implementation of related legislation (anticipated in the 2028-29 school year).

## Senate Bill 315 Findings And Recommendations

SB 315 directs ODE to develop common absence codes to improve consistency in attendance reporting and minimize procedural barriers that disproportionately impact focal student groups and align with best practices. The recommendations in this report are intended to support and align with a coordinated, phased approach to improving attendance data collection, reporting, and accountability established by [HB 3199](#) (2025), [SB 141](#) (2025), [HB 2508](#) (2025), and [HB 4154](#) (2026). The recommendations in this report may proceed, in whole or in part, through legislative authorization, administrative rulemaking, adoption by the State Board of Education and actions by ODE that do not require new legislation or rules.

## Background

Historically, Oregon statute framed absences through a lens of “excused” and “unexcused”. Districts and schools would refer to these unexcused absences as “truancy”, which often involved the court system and a system to penalize families who were experiencing barriers to attendance. The application of these practices disproportionately impacts historically underserved students in Oregon schools and perpetuates the belief that “excused” absences are not counted toward absenteeism and do not impact student outcomes. Absences of all kinds disrupt access to instruction, shape school climate, reinforce inequitable learning conditions, and are a signal of underlying root causes.

ODE began validating regular attender data with [Senate Bill 1581](#) (2012), which set up broader achievement measures by requiring school districts and ESDs to enter into achievement compacts with the Oregon Education Investment Board (OEIB), starting in 2012-2013. The original measure defined students as “on track” if they were both regular attenders and had sufficient credits to be considered on track to graduate from high school in four years. This work aligned with the Oregon’s Elementary and Secondary Education Act (ESEA) flexibility waiver, which served as a central component of the state’s accountability system.<sup>1</sup> In Fall 2013, the measure’s two components were split. Regular attenders (formerly identified as students not chronically absent) data are now extracted from Cumulative Average Daily Membership (ADM) attendance data, and reported separately. During the 2016-17 reporting window, the validation name changed from Not Chronically Absent to Regular Attenders.

The 2015 Every Student Succeeds Act (ESSA) requires each state to adopt indicators of school quality and student success in its accountability system and report yearly progress in its state plan. All states are required to submit annual EdFacts reporting to the US Department of Education, including absenteeism data. Most states (36 states) adopted measures of attendance and chronic absenteeism in their federal accountability plans. Across states, there is wide variation in frequency of collection of data and reporting, including collecting data annually, quarterly, monthly, and daily.<sup>2</sup> Additionally, there is wide variation among states in how long a student must be enrolled to be included in the regular attender rate or chronic absenteeism calculation and what constitutes an absence within a school day.

---

<sup>1</sup> This work also reflected the findings of the 2012 Report Card Redesign Steering Committee who advocated for meaningful and accessible measures of performance, based on focus groups, surveys, and extensive interest holder feedback.

<sup>2</sup> Stemming the Surge in Chronic Absences: What States Can Do. Attendance Works, June 2024. [Policy-Brief-2024-062524.pdf](#)

## Senate Bill 315 Findings And Recommendations

The recommendations outlined in this report include consideration of legislative actions enacted between 2025 and 2026 that collectively establish a phased approach to improving attendance data collection, reporting, and accountability in Oregon.

- [SB 141 \(2025\)](#): Within the Student Investment Account and Oregon’s Reimagined Accountability Framework, attendance, including the measures for regular attendance and K-2 attendance, is a leading indicator of student success. The recommendations outlined in this report support standardized attendance coding and reporting practices to ensure that attendance data are reliable and comparable statewide and nationally.
- [HB 3199](#)<sup>3</sup> requires the Legislative Policy Research Office to conduct a study on Oregon attendance initiatives, and for ODE to convene an advisory committee to review the study and to recommend for adoption by the State Board of Education a policy to improve school attendance, with an emphasis on student groups that have historically experienced academic disparities, and to inform the development of interagency practices. ODE must submit a preliminary report on the progress of the advisory committee by November 30, 2026, and a final report by February 15, 2027.
- [House Bill 2508](#) (Legislative Session 2025), directs the ODE to develop and implement a standardized method to be used by school districts, Education Service Districts and the department to electronically create, collect, use, maintain, disclose, transfer and access student data, including daily attendance data and data on removals of students from the classroom setting, abbreviated school days and exclusionary discipline practices. House Bill 2508 improves system interoperability, helping districts and ESDs access student data across student information systems, and reducing the burden of reporting to ODE, and is expected to be fully implemented by 2035.
- [HB 4154 \(2026\)](#) directs ODE, beginning in the 2026–27 school year, to report attendance using data submitted through existing Average Daily Membership (ADM) collections, which occur four times per year. This requirement increases the frequency and visibility of attendance reporting while maintaining the current ADM-based reporting structure.

These legislative measures establish the statutory conditions for improving attendance data collection and reporting. A growing body of research suggests that attendance patterns reflect interrelated individual, family, school, and community-level factors. Within a larger data system, attendance helps identify system-level patterns, inform differentiated supports, and monitor whether policies and investments are improving student experiences and outcomes over time.

---

<sup>3</sup> HB 3199 (2025) also directs the Legislative Policy and Research (LPRO) Director to conduct a study of statewide attendance initiatives implemented since the 2017-2018 school year and of statewide policies for the collection of attendance data. Findings are due to the Legislative Assembly by September 30, 2026.

## Findings

Through internal meetings and soliciting feedback from a variety of education partners, ODE identified the findings below on statutes, rules, practices, implementation of attendance, and alignment opportunities for systems and accountability measures.

### **Finding 1: Variability in how districts operationalize Oregon’s compulsory attendance statute and classify absences has produced inconsistent practices statewide, creating potential administrative and access barriers.**

Compulsory attendance laws (ORS Chapter 339.010-339.095) have been amended incrementally over seven decades, resulting in a statutory structure that is fragmented, difficult to interpret, and misaligned with current research on student engagement and attendance. The existing framework emphasizes compliance and enforcement but does not sufficiently reflect trauma-informed and culturally responsive practices or the realities facing students and families today. Ambiguity in existing and seemingly conflicting statutes contributes to inconsistent district practices and confusion about obligations.

There are inconsistencies in definitions of regular and irregular attendance and district-defined attendance thresholds. For example, ORS 339.065 establishes a statutory definition of irregular attendance (previously operationalized as truancy) as “eight unexcused one-half day absences in any four-week period which the school is in session.” However, current national research and ODE practices operationalize “regular attendance” as attending school for more than 90% of the days a student is enrolled.

Additionally, there are inconsistencies in absence definitions across Oregon districts and how students are supported when returning to school. While districts adopt reasons for excused absences under ORS 339.065, some districts adopt additional examples of excused and unexcused absences. ORS 339.065 also allows districts to interpret procedures on how to address unexcused absences. This can include requiring students to provide documentation to excuse absences or requiring absences be excused by caregivers within a specific timeframe, despite a lack of guidance on this practice in ORS and OAR. Further, ORS 339.065 does not address the myriad reasons for a student absence, including absences for religious or cultural observances. These variations in procedure create barriers with disproportionate effects on students experiencing systemic inequities.

Moreover, there are gaps between nationally recognized standards and Oregon’s compulsory attendance laws due to the narrow definition of excused absences provided in ORS 339.065. The National Forum on Education Statistics (NFES), part of the National Center for Education Statistics (NCES), outlines a standardized taxonomy of 16 attendance and absenteeism codes organized into two categories.

**Finding 2: The 10-day un-enroll rule, initially created to support State School Fund reporting, creates unintended disincentives for districts to continue supporting students during periods of prolonged absences.**

The 10-day rule is an important requirement that ensures accurate reporting to ODE for the purpose of maintaining valid ADM/ADM<sub>r</sub> membership counts, which are used to generate accurate distribution of State School Fund (SSF) allocations. The framework for this rule predates the 21st Century and has been updated over time as part of Oregon’s student accounting and membership reporting system.

[OAR 581-023-006<sup>4</sup>](#), commonly referred to as the 10-day rule, requires that students be moved to inactive enrollment status after ten consecutive days of absence, which ensures state funding reflects true student enrollment and prevents students from being claimed by more than one district simultaneously. This process is commonly referred to as the “10-day drop rule.” For the purposes of this report, this is referred to as the “10-day rule” or “10-day un-enroll” to emphasize both the enrollment requirement and the districts’ responsibility to provide educational support and access to students.

[OAR 581-021-0255](#), requires districts enrolling a student transferring from another school to request records from the previous school within 10 days, which indicates withdrawal from the prior district and ties to accurate enrollment reporting and state funding processes.

While the 10-day threshold originates in ADM funding and reporting rules (not compulsory education or attendance statute), the current systems for attendance, funding, and service delivery are intertwined and create confusion around the 10-day rule. ADM reporting requirements are frequently treated as a proxy for:

- Whether instruction **may** be provided
- Whether staff **may/should** continue outreach
- Whether students **may** participate in learning activities, including online activities/learning platforms

Some districts discontinue services because they believe providing instruction to students on the inactive roll is prohibited or “unfunded.” ADM was designed to allocate State School Fund resources and not to define who may learn. Using ADM status to determine access creates disincentives for districts and discourages innovation. ODE’s engagement with ESDs, districts,

---

<sup>4</sup> The provision requiring withdrawal after 10 consecutive absences, under OAR 581-023-0006’s, was suspended for the 2019-20 and 2020-21 school years due to emergency conditions during the pandemic. At that time, districts navigated extended closures and evolving virtual instructional models. This suspension significantly disrupted ODE’s ability to calculate dropouts and other accountability and reporting measures. Even when the 10-day rule was reinstated in 2021-22, the transition years were not comparable to previous years, due to the changes in attendance procedures, exit adjustments, and data reporting processes.

## Senate Bill 315 Findings And Recommendations

and schools has revealed that when students are formally unenrolled for reporting purposes, students experience a loss of access to instructional platforms or school services, even if students need access to a temporary remote or hybrid instructional model<sup>5</sup>.

ODE's guidance with the 10-day un-enroll process is to move students to an "inactive roll" to support students' transition back to school. SIS platforms will frequently automatically remove access when students move to an inactive status, and these systems lack the structure or fields necessary to document substantive interaction. Districts report that these settings are the "default" settings and changes to the settings require coordination with IT staff and the vendor to remedy, if remedy is possible at all.

Districts also face challenges to support student re-entry and to connect them with other educational services. For example, districts often struggle to coordinate with re-engagement providers, many of whom operate outside of the K-12 system. Barriers in data sharing (data system limitations and FERPA compliance) between districts and organizations needing district referrals, such as GED programs, or alternative education partners, limit a district's ability to notify or collaborate with external partners, including Tribes. District capacity also varies significantly across districts, with smaller districts lacking staff or technical support to manage unenrollment, re-entry, and student data and family information.

The resulting consequences of these practices have far-reaching implications for students. Automatic withdrawal after 10 days disrupts relationships between students and schools and can unintentionally signal to families that the student is no longer welcome. Some of the more immediate consequences include extended interruptions in learning opportunities as well as lack of connection with the social-emotional supports needed by students in trying to re-integrate into the school system after navigating prolonged absences, especially those due to complex family/social situations. This impact increases the likelihood that a temporary absence becomes permanent disengagement. The more extended, long-term consequences of these practices include an increased level of student disengagement that can be difficult to reverse. Students most disproportionately impacted include students experiencing disability, chronic illness, pregnancy/parenting, housing instability, immigration-related fear, or bullying and harassment.

---

<sup>5</sup> While ODE created a new ADM Program Type 17, which districts may use once a student meets the 10-day withdrawal requirement, some districts report that there is no option in their SIS to access the student's files, document interaction or document supports or services provided to students once the student is moved to the inactive roll. Program Type 17 allows districts to continue documenting and serving students without misreporting enrollment and membership to ODE as this program type does not generate ADM/ADM<sub>r</sub> for the purpose of the State School Fund. [The Cumulative ADM Calculations by Program Type](#) guidance outlines the ADM calculations by Program Type, Multiplier, and Session Days by Period.

**Finding 3: Some Oregon districts use unique “excused” or “exempt” codes to capture student attendance during participation in tribal activities.**

In several Oregon districts, locally developed attendance practices recognize that participation in Tribal activities occurs within the jurisdiction of sovereign Tribal Nations. Participation in these activities reflects the exercise of inherent rights held by Tribal citizens and descendants of federally recognized tribes.<sup>6</sup>

Districts have developed attendance codes that reflect the government-to-government relationship between the State of Oregon and the nine federally recognized Tribes. These approaches acknowledge that participation in Tribal activities does not require additional justification to be recognized as valid educational participation. Participation in a tribal activity is reported using either an “excused” absence code or an “exempt” code.

The Tribal Attendance Promising Practices (TAPP) program has supported Oregon districts since the 2016-2017 school year. Through this sustained work, districts have engaged in formal partnerships with one or more Tribal Nations, as required under the TAPP grant. Over nearly a decade of implementation, these partnerships have informed local attendance practices grounded in ongoing collaboration, shared problem-solving, and responsiveness to Tribal community priorities.

The TAPP program currently supports 10 Oregon districts in addressing root causes of chronic absenteeism among American Indian and Alaskan Native students; positive impacts of the program are seen across a variety of student groups in these schools. The 2023-25 biennium reports submitted by TAPP grantees documented how many districts developed unique attendance coding approaches through their partnerships.

To gather further insight into the implications for American Indian/Alaska Native+ students and the Tribal Attendance Promising Practices Program, the Office of Indian Education engaged the Government-to-Government Education Cluster to identify needs and considerations related to how school districts record student absences under SB 315.

Tribal feedback emphasized the following:

- The code should be named the Tribal Education Sovereignty Code to reflect that all tribal activities engaged in by tribal students are inherently educational.

---

<sup>6</sup> At the state level, districts collect Tribal affiliation data through ODE’s statewide data collection system, implemented in the 2024-2025 school year. This information is self-disclosed by a family at the time of registration to the school district. At the federal level, districts receiving Title VI Indian Education formula funds are required to collect ED-506 Indian Student Eligibility Certification Forms, which establish eligibility based on federal criteria.

## Senate Bill 315 Findings And Recommendations

- Eligibility should explicitly include both tribal members and descendants, consistent with how Tribal Nations define citizenship.
- The code should apply broadly to American Indian and Alaska Native students served in Oregon, including those from Tribal Nations outside the state.
- The definition of qualifying activities should not be limited to formally designated or sponsored events. Qualifying activities are determined through Tribal Nations, families, and communities, and may reflect cultural, ceremonial, subsistence, civic, or community-based practices.
- Clear communication and local coordination between Tribal Nations and school districts will be important to support consistent understanding and implementation.

### *Example: TAPP School District*

In partnership with school administrators, and Title VI Indian Education tribal staff, a TAPP Family Advocate, worked with their school district to develop a “school event” code which is primarily used for educational field trips and participation during cultural events that occur during school hours. Students are given adequate time to make up missing work or the work that was missed. The student and parent must complete a “cultural event” form in advance. The district works in coordination with Tribal partners and families to determine qualifying activities, recognizing that these are not limited to formally organized events.

These locally developed approaches demonstrate an emerging trend in recognizing participation in Tribal activities as distinct from other forms of student absence. Determination of what constitutes a tribal activity is locally defined through relationships between districts, Tribal Nations, and families honoring the inherent rights of Tribal citizens to participate in activities designated by their Tribal government.

### **Finding 4: Current attendance requirements create administrative burden and confusion for districts across various instructional models and data systems.**

Attendance coding needs differ across school configurations and instructional models. In Oregon, regular attendance is calculated as a proportion of days enrolled. However, there is wide variation in instructional calendars, including four-day and five-day school weeks, and number of instructional days. This variation indicates a need for differentiated attendance coding that reflects local instructional context within a common framework.

Districts currently utilize a variety of Student Information Systems (SIS) across the state. ESD ability to access and analyze district and school level data varies widely, which is necessary to provide SIS technical assistance as well as robust data support. Additionally, SIS capabilities, default settings, user-accessibility, and other factors are partially impacted by the vendor cost. The number of contracted SIS vendors across districts also creates a barrier for both ESD and

## Senate Bill 315 Findings And Recommendations

ODE staff to provide the technical knowledge needed in order to ensure accurate data reporting and monitoring.

Early Indicator and Intervention Systems (EIS) support systemic tracking of attendance patterns alongside additional student-level indicators that may signal emerging barriers to engagement and allow schools to respond proactively. These systems coordinate data from interim assessments, on track to graduate, early literacy progress monitoring, and other data sources to support schools to keep all students on track for success. Some districts currently invest ODE's EIS grant-in-aid allocation in data analysis or on-track components of their SIS. However, the current legislatively approved budget means grant awards often cannot fully cover the costs of these components of student data tracking software, and software is just one allowable use of the EIS funds. The EIS allocation can also contribute to staffing to maintain the system, training on how to utilize the system with fidelity, engaging with students and families to improve school systems, and/or Tribal Consultation.

In systems operating as intended, the SIS applies state reporting rules to generate present and absence determinations within the parameters established by the state, including half-day, full-day, and membership days. However, there is wide variation in how districts configure their SIS, which impacts how districts record and report attendance by period and by morning (AM) and afternoon (PM) attendance blocks. In districts where the SIS is fully configured to support Oregon's attendance rules, districts may automate attendance rules, including automatically tracking consecutive days with no attendance and flagging when a student reaches the 10-day threshold. Conversely, some districts monitor attendance patterns manually or through locally created reports. This might include manual attendance inputs, applying the rules manual in the SIS system, or tracking data through spreadsheets.

Additionally, feedback from educational partners highlighted how ODE's current policy, including ADM reporting requirement of counting a student present by attending at least one half of each half of the school day, is overly complicated, requires too much calculation, and results in inconsistent application across students and schools. Districts across the state operate different SIS platforms and systems, and those systems have different capabilities. Smaller districts with smaller vendor contracts report that customizing their SIS is a barrier due to cost. Less resourced districts with limited staff and vendor support may rely on default vendor configurations or find alternative processes. At the classroom and school level, teachers, attendance secretaries, or other school staff record attendance in the SIS.

*Districts report adapting their practices to system limitations rather than student needs.* District feedback has surfaced that specific SIS functionalities create a barrier to appropriately accounting for – and thus serving – students with prolonged absences. In a fully implemented system, an SIS can be connected to a district's learning platform, or Learning Management System (LMS). However, districts have indicated that in some districts where the SIS is connected to the district's LMS, enrollment status controls access to the LMS. When students are moved into an inactive status, the integration between the SIS and LMS automatically removes their access. This creates unnecessary barriers for students experiencing

hospitalization, prolonged seclusion due to illness, a death in the family, or other acute causes of absences. As a result, students may lose access to the LMS or district's learning platform, access to digital resources and even previously completed learning. These technological challenges create barriers to easy reactivation or re-enrollment, as well as ongoing engagement during prolonged absences. In these cases, a student may be engaging in short, interactive learning and social-emotional connections that help maintain an important connection to school, rather than engaging in a full program of study.

In cases where the student has been enrolled in a remote or virtual program of instruction, staff may also lack a process to record "present" based on online participation, or substantive interaction, making it difficult to capture attendance for remote or virtual learning.

**Finding 5: Non-traditional instructional models are underutilized or inconsistently applied.**

Non-traditional instructional models can be useful bridges to maintain student engagement in meaningful instruction while working to re-engage students and re-establish regular attendance. Oregon has some structures to support these kinds of models. Many districts lack clarity on when and how to use temporary online or remote instruction, hybrid or asynchronous learning, tutoring or home instruction, and virtual classroom participation. The implication is that participation in school related activities might be coded as absent<sup>7</sup> even when districts provide direct services to students. Where these models are used effectively, students are more likely to maintain connection to school, remain actively enrolled, and return to in-person, regular attendance when barriers are resolved.

Prolonged physical absence from school does not equate to inability or unwillingness to learn. Failure to leverage flexible instructional models disproportionately impacts students with medical and mental health needs, disabilities, pregnancy or parenting responsibilities, and safety concerns.

ODE's engagement with districts, educational partners, and community members has been ongoing since the inception of the Chronic Absenteeism Program (2017). Engagement post-pandemic has highlighted a variety of ways that schools are implementing substantive interaction, in alignment with ODE's remote learning guidance, and with the flexibility built into Oregon rules and guidance. For example, some schools have adopted hybrid and short-term remote instructional practices to address transportation, weather-related emergencies, or health- and safety-related student and family emergencies, demonstrating how flexible

---

<sup>7</sup> Current ORS (ORS 339.065) does not distinguish between types of instructional delivery, such as participation in school-approved high-quality remote programs or home instruction, or disciplinary interventions in schools.

instructional approaches can sustain engagement during periods of prolonged physical absence. Districts have noted that the documented substantive interaction guidance within a remote instructional model can satisfy attendance and avoid the 10-day unenroll, similar to the way participation in remote instructional activities may maintain active enrollment when appropriately recorded.

**Finding 6: Current practices create heightened risk of civil rights violations.**

Students may be absent for a variety of reasons, including, but not limited to, absences related to health conditions and treatment (including pregnancy and/or childbirth), disability, harassment, gender-based discrimination, or national origin discrimination. Students who need the greatest flexibility are often the most impacted by rigid systems. Specific focal student groups may be especially impacted by the loss of educational access, which then interrupts student access to a free and appropriate public education (FAPE). Attendance responses that do not account for civil rights protections can compound harm and expose districts to legal risk.

Education partners expressed that 10-day rule practices encourage districts to prioritize compliance rather than maintenance of educational access for students with prolonged absences beyond their control. When districts remove a student from enrollment to remain compliant with ADM reporting, the student's access to educational services and support is limited. This creates potential risk of violating student rights under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973 and Title IX of the Education Amendments of 1972, which require schools receiving federal funding to ensure that students are not denied participation in educational programs on the basis of their protected rights.

Enrollment and re-enrollment practices are generally governed by district policies and procedures. Examples of barriers to enrollment include requiring the parent or guardian to resubmit an enrollment packet, requiring the parent or guardian to come into the school to re-register their student again or meet with administrators, requiring an appointment at a specific enrollment center, delaying adequate language or accessibility support, and a variety of other barriers.

ODE has been working with districts to help eliminate barriers to re-enrollment, including the development of program codes (e.g. Type 17), to support students and families experiencing prolonged absences. This support is aimed at alleviating systemic barriers rooted in fragmented communication, limited cross-agency coordination, and district capacity and resource limitations, with consistent focus in guidance developed to make the return to active role as easy as possible.

## Recommendations

The following recommendations are proposed by ODE and reflect ODE’s ongoing engagement with key partners, including a variety of school district leaders and attendance specialists. The feedback gathered through this engagement directly informed recommendations, and the recommendations are rooted in building strong, student-centered, and equitable systems to impact student attendance and academic outcomes. The modifications and resources proposed are anticipated to better support accurate reporting, operational feasibility, and attention to the diverse needs of districts across varying sizes and geographic regions.

### **Recommendation 1: Repeal ORS 339.010 through 339.095, adopt revised attendance laws, and amend or adopt related Oregon Administrative Rules outlining school response to student absences.**

To ensure alignment between statute, rule, and research-based practices, it is recommended that the Legislature repeal ORS 339.010 through 339.095 and adopt an updated statute set to reflect current research and evidence-based practices. Attendance statutes have been layered on top of one another since the 1950s. Additionally, statutory requirements for homeschooling were embedded in compulsory attendance laws. Repealing this section of the chapter would allow the Legislature to address inconsistencies, eliminate outdated or duplicative provisions, and reset the statutory foundation for compulsory attendance in a way that better supports student access, equity, and educational continuity, while maintaining core, foundational statutes.<sup>8</sup> This approach allows Oregon to modernize attendance law without layering new provisions onto an outdated structure.

The details of practices and policies required by statute would be directed to the State Board of Education to create standards by rule. This would ensure that practices and policies that need more frequent updates than statute revision allows would be aligned with current evidence and state needs. Enacted statutes would include compulsory attendance requirements and exemptions, guardians’ responsibilities for a student’s attendance, district responsibilities for student attendance, and the school system responsibilities related to attendance.

Oregon’s current compulsory attendance statutes and rules are grounded in compliance-oriented definitions of attendance, static thresholds, and enforcement mechanisms. Maintaining compulsory attendance statutes rooted in compliance creates tension with this model, as they rely on fixed definitions of absence and enforcement responses that create conflict with attendance as a growth-based measurement.

---

<sup>8</sup> For example, ORS 339.071 which protects student safety

## Senate Bill 315 Findings And Recommendations

Repealing and replacing these statutes and rules would support alignment of statutory definitions to a more holistic approach to student engagement and regular participation in instruction, consistent with the direction outlined in SB 141. Under Oregon’s reimagined accountability framework, SB 141 establishes attendance as a performance growth indicator, requiring the development of attendance performance growth targets that measure improvement over time rather than compliance with minimum thresholds. This represents a shift from enforcing attendance through prescribed sanctions to using attendance data as a continuous signal for improvement, support, and system effectiveness.

### **Recommendation 2: Adopt common codes through the State Board of Education rule-making process.**

Repealing ORS 339.065 creates the opportunity for the *State Board of Education to adopt a Present/Absent framework for coding absences*. This is anticipated to minimize procedural barriers that disproportionately impact focal student groups facing the highest barriers to regular attendance and reflect national best practices. Shifting to a Present/Absent framework will reflect current state reporting standards as well as emphasize the support needed when a student is absent, regardless of absence status (excused or unexcused). Moving to a Present/Absent system also minimizes subjective practices that may be implemented when determining what counts as “excused” or “unexcused.”

Distinguishing between types of absence based on root causes recognizes that different types of absences require differentiated support and intervention. This helps ODE and other state agencies, ESDs, and districts identify and implement appropriate supports, particularly for focal student groups and also increases standardization of collecting and coding reasons for absences.

Adopting data codes that align with the standards adopted under HB 2508 (2025) would provide an existing field-tested data standard that improves system interoperability, helping student data move across SIS platforms, ESDs, and ODE. Adopting a common set of codes means that when students transfer across schools and districts, student data will be more accurate, redundant assessments of students will decrease, and support for students and families can happen immediately. For example, when the new district gets the attendance records from the prior district, they would quickly be able to determine that the student was frequently absent for transportation reasons and can proactively reach out to the family to discuss what support is needed.

The common codes proposed in this table align with national norms and standards, and if adopted by the State Board of Education, could bring Oregon more into alignment with national practices. Additionally, these codes could address the requirements of SB 315 by establishing a unified statewide system for schools to record student absences. The following table outlines a potential framework for common codes to record and report student absences. It is important to note that the codes in this report are a draft of a framework for the purpose of this report

## Senate Bill 315 Findings And Recommendations

only. Adopting common codes for Oregon will entail a rule-making process that includes broad community engagement.

Category 1: Present		Category 2: Not-Attending/Absent	
A	In school, regular instructional program	A	Illness, injury, health treatment, or examination
B	Out of school, school-approved extracurricular or co-curricular activity	B	Family responsibilities or emergency, bereavement
C	Tribal Education Sovereignty	C	Family activity
D	Nontraditional school setting, regular instructional program	D	Religious or cultural observation
E	Out of school, regular instructional program activity	E	Student employment
F	Nontraditional school setting, temporary remote instruction	F	Transportation not available
G	Disciplinary action, receiving instruction	G	Out of school suspension
		H	Legal or judicial requirement
		I	Situation unknown
		J	Other

This recommendation aligns with the broader system development required under both SB 315 and HB 2508, ensuring that attendance reporting is both consistent and interoperable across Oregon’s data systems. In implementing this statewide structure, districts will continue to have flexibility to define and use local attendance codes, provided that these local codes can be reliably rolled up to the state-defined code set.

### ***Tribal Education Sovereignty Code***

The recommended codes include establishing a Tribal Education Sovereignty Code<sup>9</sup> to promote consistent statewide practice for documenting student learning and participation in Tribal activities<sup>10</sup>. The code would ensure that participation is counted as days present for the

---

<sup>9</sup> [ORS 182.162–182.168](#) establishes definitions and policies regarding state agencies’ relationships with tribes in Oregon, including promoting positive government-to-government relations between the state and tribes.

<sup>10</sup> Federal law recognizes classifications involving members of federally recognized Tribes as political rather than racial when they are tied to Tribal citizenship, self-government, or the unique government-to-government relationship between Tribal Nations and governmental entities.

## Senate Bill 315 Findings And Recommendations

purpose of membership, preventing reductions in State School Fund eligibility or impacts to other funding calculations tied to average daily membership (ADM).

For the purpose of this code, participation is not limited to activities formally sponsored by a tribal government. Tribal activities are defined through Tribal Nations, families, and communities, and may include cultural, ceremonial, subsistence, civic, or community-based practices. Participation in these activities reflects engagement in the civic, cultural, and educational life of sovereign Tribal nations and may support deeper connection to Tribal History/Shared History curriculum.

The recommendation applies to students who are members of or are descendants of federally recognized Tribes. This includes students served by the nine federally recognized Tribes in Oregon, as well as American Indian and Alaska Native students who reside in Oregon and who are members or descendants of other Tribal Nations.

### **Recommendation 3: ODE will review the 10-day un-enroll rule and guidance, impact on school district practices, and future policy directions, and potential statute recommendations.**

ODE recommends that this issue continues to be studied in the 2026-2027 school year, and that ODE provides recommendations for potential guidance, policy and statute changes. This allows more time for engagement across the agency and with a broader representation of education partners. The 10-day unenroll rule is not a part of Oregon Revised Statutes, and this timeline will still ensure a timely response to SB315.

Areas for additional engagement and research should include:

- Exploration of a case management program type which would allow districts to receive partial payments for students who reach 10 consecutive days of absences. This recommendation would likely require statutory changes related to State School Funding.
- Examination of the use of the Program Type 17 code across schools and districts to identify where additional funding, guidance and support may be needed to maximize this option. This would ensure districts continue to provide instructional access and support for students who are on the inactive roll.
- Exploration of how instructional models, including virtual, remote, and hybrid learning, intersect with the 10-day un-enroll rule, and existing instructional-minute requirements.
- Review of how existing Division 23 provisions related to half-day enrollment are interpreted and applied by school districts in the context of the 10-day un-enroll rule and attendance practices, including implications for ADM calculations and alignment with instructional hour requirements.

## Senate Bill 315 Findings And Recommendations

Additionally, ODE will develop and release guidance in Fall 2026 for school districts to support students with prolonged absences under the current 10-day rule. Guidance will utilize a student-centered lens, considering situations such as:

- Student missing school for extended family travel;
- Student missing school for recurrent hospitalizations; and
- Student missing school and not returning for unknown reasons

### **Recommendation 4: Review and make recommendations to ODE leadership to ensure and sustain coordinated capacity to implement a statewide attendance framework, including the best approach for cohesive student information systems.**

Within ODE, Every Day Matters (EDM) is staffed by 2.0 FTE Education Program Specialists who provide statewide capacity-building support and technical assistance. There are additional ODE staff who support various aspects of attendance including data collection, civil rights, school safety, alternative school options, and the student success plans. These efforts include support for attendance but do not focus solely on attendance. ODE's Strategic Plan<sup>11</sup> names increased regular attendance as a priority outcome with four high-leverage strategies that involve multiple offices within the agency.

With funds appropriated specifically for attendance at the state level, ODE currently supports ESDs with attendance through a minimum floor allocation of identified funds for attendance. ESDs deploy these resources in varied ways including staffing for attendance support, district capacity-building, and coordination with local partners. Across districts, capacity also varies. For example, in small and remote districts, attendance work is often an additional responsibility placed on staff whose job description includes many functions and the smallest ESDs do not receive enough funding to support a fully dedicated attendance support staff member. Because student absences arise from multiple intersecting factors that may be acute or persistent, sustained and coordinated capacity is required at the state, ESD, and district levels.

Improving attendance is not solely the function or responsibility of one office in ODE and must be done in conjunction with ESDs, school districts, and community-based partners because the root causes of chronic absenteeism are varied and complex and often rooted in circumstances outside of the school system's control. The strategic plan offers the opportunity to coordinate and align efforts across the agency for a cohesive Oregon attendance framework that includes perspectives from the various offices and input from education partners. This recommendation names that these efforts are both currently underway and warrant increased efforts and attention to help Oregon reach its Statewide Performance Growth Targets for attendance.

---

<sup>11</sup> [Oregon's Roadmap to Student Success: Oregon Department of Education 2026-2028 Strategic Plan](#)

### ***Student Information System Recommendation***

To support systemic, holistic attendance efforts, ODE recommends working with education partners to identify approaches for a cohesive student information system that considers ongoing work at the local, regional and state level. The goal of identifying a set of best practices statewide for student information systems is to ensure consistent collection and reporting of attendance and absence data across the state, reduce reporting burdens for districts and ESDs, and enable the department to access more timely and dynamic student-level data to identify patterns and trends and provide focused support at the local, regional, and statewide levels.

Investments in strategic planning, agency alignment on an attendance framework, and best practices for student information systems will support a more holistic, proactive approach to attendance to move beyond recording and reporting absenteeism and attendance for the purpose of compliance. Building and sustaining coordinated capacity at the state, ESD, and district levels will ensure districts and schools receive tailored support that responds to the resources available and local needs. This alignment will support the shift to actively strengthening students' physical and emotional health and safety, enhancing belonging and connection, supporting adult and student well-being, and ensuring engaging and academically challenging learning opportunities.

#### **Recommendation 5: Establish a statewide training and calibration process, funded and time-limited, for uniform implementation of the SB 315 attendance code set, related reporting, and support implementation of related legislation.**

*Establishing a statewide training and calibration process* would ensure that schools and districts apply Oregon's attendance-related statutes, rules and guidance, as well as best practices, with fidelity. This will help produce consistent, comparable, reliable statewide data and ensure that districts, regardless of size or geography, benefit from extended capacity efforts. Further, this would ensure that students and families across the state encounter consistent support.

A multi-tiered training model should be accessible to ESD staff, district leaders, school teams, school office enrollment and attendance staff, and SIS/data personnel. Content should include SB 315 codes, ORS/OAR-aligned enrollment and attendance scenarios, and best and promising practices to identify and address absenteeism, among other identified learning needs. Partner feedback indicated that training should also include strategies and best practices related to the lived experience of focal student groups.

Additionally, training should include:

- Best practices for educational options when students experience absences due to short-term medical absence, mental health recovery, pregnancy/postpartum leave, and safety-related absences (e.g., harassment, immigration enforcement concerns).
- Training for school-level staff to support equitable attendance data entry and coding practices that accurately identify specific reasons for student absences, within and

## Senate Bill 315 Findings And Recommendations

respecting the privacy rights (e.g. FERPA and state-level protection) of students and caregivers.

- Developing a positive climate and building meaningful engagement in linguistically appropriate and culturally responsive ways to promote authentic and ongoing partnership with families.
- Training for districts to support students and families when students are nearing the 10-day un-enroll threshold.

## Shared Responsibility: Moving Forward

This report has been developed to capture the current landscape of attendance work across Oregon, and to make recommendations for system improvements anticipated to lead to stronger student outcomes through relationship-based, student centered, data driven systems. The recommendations in this report are advisory and are intended to inform future policy direction, guidance, and resource allocation. They are grounded in observations across the system, reflecting both areas of strength and opportunities where greater clarity, consistency, and alignment can improve implementation and outcomes.

From this collective work, three key themes emerged:

1. The need for greater clarity and consistency through shared definitions and expectations, enabling districts and partners to operate from a common understanding.
2. Stronger alignment across state and local efforts, with priorities, planning processes, and accountability structures intentionally connected and mutually reinforcing.
3. The need for more coherent supports, ensuring that guidance, tools, and metrics are aligned, actionable, and meaningful in practice.

Attendance barriers operate across multiple levels, including the individual, family, school, community, and broader societal systems which shape students' ability to be consistently engaged and to be present in school. Addressing the root causes of chronic absenteeism is a shared responsibility across the agency with all of ODE's work addressing root causes of chronic absenteeism. While there are specific programs with dedicated funds to address attendance supports, such as ODE's Integrated Programs, attendance is embedded across the agency from transportation to child nutrition to school counseling. Findings and recommendations emerging from this report reinforce the importance of coordinated, cross-system strategies, strengthened data use, clear statewide guidance and resources, and sustained funding to support effective attendance systems.

Addressing attendance challenges and the root causes of chronic absenteeism requires a coordinated, systemwide approach across the entire education system. Moving forward, ODE will continue to collaborate across the agency, in alignment with the Department's [2026-2028 strategic plan](#) and the Accountability Framework, to ensure consistency and clarity in statewide guidance, building on existing practices such as the annual review of the ADM Manual and the proactive development of supplemental guidance documents to address emerging issues and district and school needs. By strengthening coordination across statute, policy, practice, and technical assistance, Oregon can more effectively support districts and education partners in creating conditions where every student belongs, is engaged in meaningful learning and thrives.