Oregon Safe and Effective Schools for ALL Students Advisory Committee

Summary and Recommendations Report

JUNE 2018

This report was drafted by the American Institutes for Research (AIR), in collaboration with the Oregon Department of Education (ODE). The contents of this report reflect the statements, views, and recommendations provided by the Advisory Committee and do not necessarily reflect the views of AIR or ODE.

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Executive Summary

The Safe and Effective Schools for ALL Students Advisory Committee ("Committee") was created to provide recommendations to help ensure that every student in Oregon has the support they need to thrive. Governor Kate Brown has stated that her vision is for every student in Oregon to graduate from high school with a plan for their future; and that starts with creating safe, equitable classroom environments where everyone can learn. Helping ALL Oregon students graduate from high school ready for college and careers requires the state to promote and maintain the engagement and inclusion of ALL learners in healthy learning environments.

The Committee's goal was to create a series of recommendations to ensure that every Oregon student experiences an inclusive, safe and welcoming learning environment. Colt Gill, Director, outlined three objectives for the Committee: (1) advise on the need and development of school and community-based promising practices; (2) create policy recommendations for the State Board of Education, local school boards, and the Oregon Legislature; and (3) suggest investments related to the policy recommendations for consideration by the 2019 Oregon Legislature.

The Oregon Equity Lens guided the work of the Committee throughout the meetings. By continuously reflecting on and comparing their work to the Equity Lens standard, the Committee sought to embed equity across all educational programs and initiatives - including harassment and bullying prevention, social/emotional learning supports, trauma-informed practices and restorative justice practices - to better serve all students on their path to graduation.

The Committee was made up of a broad coalition of 45 stakeholders from across Oregon, representing Oregon's geographic and cultural diversity. The Committee consisted of students, parents, educators, researchers, legislators, tribal members, school board members, civil rights and equity experts, health care providers, school resources officers, and individuals representing statewide education associations, culturally-specific community based organizations, other state agencies, early learning, mental health providers, and students with disabilities. Members of the Committee brought decades of expertise working with Oregon schools, students, educators, and staff.

Overall, the Committee participated in a serious undertaking of the charge laid out to them by the Governor and the Director of the Oregon Department of Education. The Committee

determinedly resolved to center equity and the Oregon Equity Lens in their work. By engaging in well over 1,000 collective working hours, the Committee created nine policy recommendations that focused on professional learning, co-location of services, implementation, equity, early indicators, data, representative workforce, transitions, and student voice. The Committee concluded that the recommendations and recommended investments outlined in this report, constitute an imperative for the State of Oregon to reevaluate its approach to supporting ALL students and school staff in school.

Introduction

Helping ALL Oregon students graduate from high school ready for college and careers requires the state to promote and maintain the engagement and inclusion of ALL learners in healthy learning environments. To do so, the State of Oregon must seek comprehensive action at a state-level through involvement from key education and community stakeholders.

Beginning in March 2018, the Oregon Department of Education (ODE) convened the Safe and Effective Schools for ALL Students Advisory Committee (hereafter referred to as the "Committee"), which consisted of a group of stakeholders from across the state to discuss how to better support ALL students in schools. The Committee's goal was to create a series of recommendations to the Director of the Oregon Department of Education that *ensures every Oregon student experiences an inclusive, safe and welcoming learning environment.* We have the collective responsibility to ensure that current and future students are served by an education system that works to meet their diverse needs and supports their full access to a quality education that can help secure their future success.

The Committee was made up of a broad coalition of stakeholders from across Oregon. Members of the Committee brought decades of expertise working with Oregon schools, students, educators, and staff. The Committee created nine policy recommendations to present to the Director. The Committee developed these recommendations through a consensus-building process, in which stakeholders reviewed relevant research, engaged with national and state experts, and discussed their own areas of expertise to build and refine recommendations.

The Oregon Equity Lens guided the work of the Committee.[1] The Equity Lens articulates the shared goals of stakeholders across the state *to build, implement, and invest in a unified public education system in Oregon that meets the diverse learning needs of every prekindergarten through postsecondary student and provides boundless opportunities that support success*. Throughout the course of the meetings, Committee members continuously consulted the Equity Lens to inform their discussions and work.

The summary and recommendation report is organized in three sections: Background, Recommendations, and the Committee Process. The Background section provides an overview of the goals and objectives of the Committee and the makeup of the Committee. The Recommendations section includes the product of the Committee, including a description of the need, policy recommendations, and suggested investments. The Committee Process section

[1] A copy of the Oregon Equity Lens can be found in Appendix D.

includes information about the structure of the committee, the consensus-building process for the recommendations, key discussion topics, outcomes, and findings for each meeting. The report was drafted by the American Institutes for Research (AIR), in collaboration with ODE. however, the contents of the report reflect the statements, views, and recommendations provided by the Committee and does not necessarily reflect the views of AIR or ODE.

Background

Goals and Objectives of the Workgroup

The Committee's goal was to create a series of recommendations *to ensure that every Oregon student experiences an inclusive, safe and welcoming learning environment.* Colt Gill, Director, outlined three objectives for the Committee: (1) advise on the need and development of school and community-based promising practices; (2) create policy recommendations for the State Board of Education, local school boards, and the Oregon Legislature; and (3) suggest investments related to the policy recommendations for consideration by the 2019 Oregon Legislature.

Committee Membership

The Committee comprised 45 members representing Oregon's geographic and cultural diversity who engaged in full group and subcommittee meetings both in-person and online. The Committee consisted of students, parents, educators, researchers, legislators, tribal members, school board members, civil rights and equity experts, health care providers, school resources officers, and individuals representing statewide education associations, culturally-specific community based organizations, other state agencies, early learning, mental health providers, and students with disabilities. Committee members brought expertise and experience with the challenges facing Oregon's students today. Appendix A contains a full list of participants.[2]

Connections to Other Oregon Initiatives

The recommendations and the work of the Committee connects and aligns with multiple other initiatives across the state. Throughout the meeting series, several participants referenced other committees and workgroups which are charged with specific tasks that relate to or overlap the work of this Committee. Committee members expressed that the work of these other groups should be acknowledged and referenced where possible to minimize duplication of efforts and redundant recommendations.

These efforts and committees include the Oregon Task Force on School Safety, the Confederation of Oregon School Administrators (COSA) Workgroup on the Social Determinants of Health and Education, the Oregon Education Association (OEA) Forum Series on Disrupted Learning Environments, as well as various state and local efforts to implement trauma informed practices in education, childcare, healthcare, and human services.

[2] ODE contracted with AIR to provide facilitation services for the Committee and to summarize the activities, outcomes, and recommendations of the meeting series in this report.

A sample of additional Oregon initiatives mentioned in the Committee meetings is included below.

- Oregon Educator Advancement Council
- Oregon Social and Emotional Learning Workgroup
- Oregon Educator Equity Advisory Group
- Oregon English Learner Advisory Group
- Advisory Committee on Transition
- Confederation of Oregon School Administrations (COSA) Early Learning and Educator Workforce Workgroups

Recommendations and Supporting Evidence

The Need for School and Community-Based Solutions

At the outset of the meeting series, Director Gill provided an overview of the needs facing students in schools across Oregon. The issues were summarized as (1) an apparent rise in disruptive, possibly dangerous, behavior among very young students; (2) harassment, intimidation, bullying, and marginalization based on protected class status; and (3) life circumstances impacting students' ability to participate in learning.

The Committee was aware and recognized the urgency of the work and the critical needs facing students in schools across Oregon. Throughout the meeting series, the Committee reviewed and discussed data that informed the Committee's work. Committee members also relied on their extensive expertise in a variety of school, early learning, health, nonprofit, legislative, and statewide settings to drive recommended solutions.

Based on their review of data and their experience in Oregon schools and communities, the Committee identified multiple needs to resolve through the recommendations and policy investments. Across Oregon, both students and educators report their physical and emotional safety is challenged, and how the lack of safety impacts the effectiveness of instruction in schools. For example, some students do not obtain the necessary supports to de-escalate disruptive behavior. Similarly, school staff may not receive sufficient training or resources to support students' social and emotional well-being. These issues are not the fault of individual students, groups of students, or individual staff members; instead, these issues manifest from a variety of risk factors and inadequate training and resources. In addition, the Committee and its student representatives expressed that the curriculum in many schools is not reflective of students' diverse backgrounds, needs, and interests.

Overall, the Committee noted that the way to mitigate these concerns was through promotion of preventative approaches, outlined in further detail throughout this report. Members of the Committee stated that educators and other school staff must be provided adequate training, resources, and implementation support to understand community and individual risk and protective factors that can improve the learning environment for ALL students.

The Committee also expressed a shared understanding that education in Oregon should (1) be holistic, culturally responsive, equitable, and accessible for ALL students; (2) promote protective factors for students, families, and communities; (3) build strong, positive relationships between adults and students, as well as among students; and (4) use restorative approaches to maximize

student access to instruction with an understanding of each student's unique needs and strengths.

Policy Recommendations and Recommended Investments for the State Board, Local School Boards, and Oregon Legislature

Many strategies can support the creation of positive, equitable learning environments and address the needs of ALL students. The Committee discussed multiple strategies, actions, and activities that could best address the identified needs of ALL students in Oregon. Some of the policy recommendations also require resource investments by the Oregon Legislature to be implemented effectively.

Through the consensus-building activities across the Committee working sessions, the Committee decided upon a series of high-leverage actions that policymakers shall take to accomplish the goal of creating safe and effective schools for ALL students. The Committee emphasized the critical need for these recommendations to be taken under advisement by using language such as "shall" and "must."[3] The Committee provides the following nine recommendations, in no particular order, for the State Board and the Oregon Legislature to consider.[4]

Recommendation 1: Professional Learning

All recommendations require adequate and sustained professional learning for those responsible for implementation—specifically, for those in day-to-day contact with children, students, and youth. Without adequate and sustained professional learning, the recommendations will remain ideas and aspirations.

In the state of Oregon, educators for prekindergarten to age 21 shall be trained in multiple inclusive and equitable approaches to support Oregon's children, students, and youth. These multiple approaches shall include culturally responsive pedagogy, social and emotional learning, restorative practices, trauma-informed practices, differentiated instruction, universal design for learning, and family engagement.

- The State of Oregon shall adopt the Learning Forward Standards of Professional Learning and ensure ALL professional learning for educators and school personnel is aligned to these standards. Preservice programs shall be developed, reviewed, and

[3] ODE and AIR emphasize that the Committee sought to use this language as opposed to softer language such as "should."
[4] It is important to note that the following recommendations were combined and elaborated upon by the final subcommittee after the third full Committee meeting. The draft recommendations from the third Committee can be found in Appendix C. ODE and AIR did not make substantive changes to either set of recommendations, and the recommendations come from the Committee

approved by the Oregon Teacher Standards and Practices Commission and must provide detailed evidence that each of the approaches mentioned above are included in the academic program.

- School boards and superintendents shall be responsible for ensuring ALL educators – including classified staff, licensed staff, and administrators – are provided ongoing differentiated professional learning in each of the approaches listed previously.
- Culturally relevant frameworks shall be informed and guided by the recommendations and best practices named in Senate Bill 13 (Tribal History/Shared History), House Bill 2016 (African American/Black Student Education) and House Bill 2845 (Ethnic Studies).
- The Educator Advancement Council must work to include the recommendations of this committee in their work on professional learning, mentorship, and teacher leadership. Professional learning for preservice and in-service staff shall focus on the promotion of protective and resilience factors for ALL students in the following areas of prevention:
  A. Bullying/harassment
  B. Bias-based bullying/harassment
  C. Youth suicide
  D. Child abuse
  E. Substance abuse

Recommendation 2: Co-Location of Services

The State of Oregon shall increase co-location of physical, mental, and behavioral health services at schools so that students and families receive the supports they need. The State shall provide technical assistance, break down barriers when needed, provide ongoing support, and identify promising practices across the state. The Oregon Department of Education, the Oregon Health Authority, and the Oregon Department of Human Services shall identify and implement models of collaboration to support co-location that will provide key services within individual school communities.

Recommendation 3: Implementation

The State of Oregon shall develop a framework of criteria to select, adopt, and implement evidence-based and promising practices, strategies, and programs. In development of the criteria, the state shall use the Oregon Equity Lens or another racialized equity lens and ALL student and family voices, which includes traditionally and historically underserved students and families, such as students of color; lesbian, gay, bisexual, transgender, questioning, intersex, asexual, or two spirit (LGBTQIA2) students; female students; students with disabilities; American Indian/Alaska Native students; as well as other protected classes of individuals.

- The framework shall include universal, targeted, and individualized intervention practices, strategies, and programs that address disproportionality in local communities

(e.g., over and under representation of specific groups). In addition, the framework must acknowledge and respect the government-to-government relationship with Oregon's federally recognized tribes.

- In order to support the implementation of the framework, the State of Oregon shall develop policies, procedures, and guidance including evaluation of implementation and efficacy informed by and responsive to the needs of local communities. Adequate resources will be provided to support the development and implementation. Training and implementation support (across ALL school personnel and students, families and community members as relevant) include the following:
    - Restorative practices
    - Inclusive practices
    - Proactive behavior support/strategies for de-escalation of crisis
    - Trauma-informed practices
    - Culturally responsive and sustaining teaching/practices
    - Community, families, and student engagement/responsiveness
    - Social, cultural, and emotional learning
    - Bullying/harassment prevention
    - Bias-based bullying/harassment prevention
    - Youth suicide prevention
    - Child abuse prevention
    - Substance abuse prevention
    - Developmentally appropriate practices
    - De-escalation practices

Recommendation 4: Equity

School districts shall be aligned with the Oregon Equity Lens with regard to school safety, student discipline, and prevention programs to mitigate the impact on students of color; students who identify as lesbian, gay, bisexual, transgender, questioning, intersex, asexual, or two spirit (LGBTQIA2); female students; students with disabilities; American Indian/Alaska Native students; as well as other protected classes of individuals. The State of Oregon shall acknowledge and respect the government-to -government relationship with Oregon's federally recognized tribes.

Recommended investment: The Oregon Department of Education shall develop a process of routine school and district evaluation to ensure alignment with the Oregon Equity Lens. This will include the establishment of positions at both the state and district levels to support the integration of the Equity Lens locally and across Oregon. In alignment with current state law,

school districts shall implement the policies set forth in Senate Bill 13 (Tribal History/Shared History), House Bill 2016 (African American/Black), and House Bill 2845 (Ethnic Studies).

Recommendation 5: Early Indicators

The State of Oregon shall make available an Early Indicator and Intervention System (EIIS) for use by school districts to identify needs and intervene in real time.

Recommendation 6: Data

The State of Oregon shall collect and make available data about exclusionary and disproportionate practices, including specific data about children excluded from school due to behavior, put on an abbreviated school day, or those receiving in-school suspension. To support implementation, the State shall conduct an inventory of current data collections to identify existing data and gaps in data and review to inform policies and measure progress toward improved safe and effective environments and experiences for ALL students.

Recommended investment: The State of Oregon shall invest in resources to successfully enact this policy recommendation, which includes funding to review and develop data systems; professional development for school personnel to access, integrate, and use data; and Oregon Department of Education full-time equivalent staff dedicated to the collections and systems design, data review, update, and sharing of the data with stakeholders.

Recommendation 7: Representative Workforce

The State of Oregon shall use promising practices to recruit and retain a diverse educator workforce, reflective of the population of Oregon students. To support the implementation of this policy, the Oregon Department of Education shall partner with the Oregon Teacher Standards and Practices Commission on teacher preparation, certification requirements, and guidelines for teacher retention. The goals of this partnership shall be to develop recruitment strategies, create teacher retention mechanisms, and clear the pathway to certification for preservice teachers of diverse backgrounds.

Recommendation 8: Transitions

The State of Oregon must provide resources and supports to school districts to develop policies and procedures to support transitions throughout a student's educational experience, including transitioning between schools of the same grades or advancing grades; first contact with U.S. public education; reintroduction of incarcerated youth; and those transitioning between programs of support (e.g., special education, English language learner, homeschool, "brick and mortar" school building, or online school).

Recommended investment: The State of Oregon shall invest in resources to successfully enact this policy recommendation to include professional learning and technical assistance, the Oregon Department of Education compiles and shares promising practices and technical assistance to support school boards to draft policy and procedures related to these populations.

Recommendation 9: Student and Family Voice

The State of Oregon shall provide a process for students and families to have a voice to engage in all levels of decision-making and pathways (1) for feedback to build a community environment, (2) to build trust and relationships, and (3) for students to see their interests, values, and cultural heritage reflected in their school curriculum and their extracurricular activities. By recognizing student and family voices, stakeholders will likely find more value in, and engage with, their school environment.

Recommended investment: The Oregon Department of Education shall establish a statewide student board to provide input on Oregon Department of Education policy and express the concerns of students across Oregon. School districts shall establish student representative positions to provide input on local school policy and express concerns within the school district. School administrators shall create student and parent advisory committees and forums to assist in school-specific decisions that will affect quality of life, education, activities, and to express any concern. These representative positions shall fully represent the diversity of the Oregon student population, including the inclusion of students with disabilities. Teachers shall receive student feedback in classrooms routinely, through surveys or similar means.

Committee Process

This section of the report discusses how the Committee engaged in its work in early 2018 and how the Committee reached consensus on the recommendations outlined in the previous sections. Specifically, this section provides an outline of the structure of the Committee and meetings, the consensus building process, and key discussion topics, outcomes, and findings for each meeting.

Structure of the Committee and Meetings

Meetings of the Committee and it subcommittees were held between March and May 2018, with Committee members collectively volunteering more than 1,000 hours of service to the work. The Committee met three times as a large group in full-day meetings. Committee members also signed up for one of three content subcommittees—Engagement, Safety, or Environment[5]—to facilitate focused discussions with smaller groups. In addition, participants could sign up for an additional writing subcommittee that would edit this report to accurately reflect the content, tone and policy intents of the Committee. Each subcommittee met once for a half day. Committee members also engaged in study and development work outside of the meetings.

At the beginning of the Committee's process, Committee members reviewed an adapted version of the U.S. Department of Education School Climate model to focus discussion on the needs and associated strategies and policy recommendation. The U.S. Department of Education School Climate model includes three domains of engagement, safety, and environment and 13 subdomains (U.S. Department of Education, 2017). After much deliberation among Committee members, they developed a draft model of safe and effective learning environments[6] that better addressed the needs of Oregon students. Appendix B contains this draft visual of safe and effective learning environments.

Each meeting began with one or more presentations from Oregon leaders with content expertise in safe and effective schools. ODE invited presenters to familiarize Committee members with specific content and background about simultaneous initiatives happening across the state. In the final committee, ODE invited 14 school-climate related experts that afforded Committee members opportunities to obtain feedback on the policy

[5] Although the Committee was organized into three content-based subcommittees, the Committee recognized that the work of the three subcommittees overlapped substantially.

[6] Committee members used the draft visual to guide and organize discussion, needs, and polices. The draft visual does not reflect a finalized model of safe and effective learning environments.

recommendations and any additional research they wanted to include in their policy recommendations. Appendix A contains a list of Committee presenters.

Once a draft model of school climate was identified, Committee members worked through a task table to facilitate discussion and to achieve the goals set out by Director Gill. The task table helped Committee members to focus their discussions on identifying needs, priorities, strategies, and recommendations and to anchor these outcomes with supporting evidence. A copy of the task table can be found in Appendix C. At each meeting, Committee members participated in discussions and decision-making activities across different portions of the document and used the document to develop the policy recommendations through an iterative process. At the full-group meetings, Committee members interacted mostly within their subcommittees and also had opportunities to engage across groups to obtain feedback on their policy recommendations and provide feedback and suggestions to other groups.

Consensus-Building Process

With multiple opportunities to build consensus throughout the process the Committee engaged in targeted discussions with members of their subcommittee about the needs, strategies, and potential policy recommendations. Following this, Committee members wanted to engage with other subcommittees and their work to review, reflect, ask questions, and offer feedback on each other's work. In this way, Committee members could ensure there was consistency and consensus across the groups and avoid redundancies.

During the consensus-building process, the Committee also had an opportunity to clarify and come to consensus on the types of recommendations to provide. For example, the Committee agreed to avoid endorsing any specific products and to focus instead on high-level policy aspects of the work.

The last full Committee meeting provided an opportunity to engage in a comprehensive consensus building process with draft recommendations formed from the subcommittees. Using Poll Everywhere, an online site for collecting audience responses in real time, participants provided feedback on each of the draft policy recommendations developed using a 3-point scale: "Must be included in the report"; "Could be included in the report"; and "Should not be included in the report." The group discussed and came to consensus regarding any policy recommendation that received one or more instances of "Should not be included in the report" feedback. The group initially voted on eight policy recommendations. Table 1 shows the results of the Poll Everywhere.

Table 1. Results of Poll Everywhere

Recommendation	Percentage who voted "Must be included"	Percentage who voted "Could be included"	Percentage who voted "Should not be in the report"
"The State of Oregon shall work with its partners across early childhood, K–12, and higher education to ensure that educators are taught inclusive practices in preservice and have support to implement inclusive practices once employed."	77%	19%	4%
"The State of Oregon shall seek to foster alignment across multiple state initiatives and sectors, especially in the areas of health and education, including exploring the mechanisms for braiding or blending funding from state agencies."	72%	16%	12%
"The State of Oregon shall establish a framework or criteria to select and adapt evidence-based strategies, programs, and curriculum that incorporates equity and culturally responsive teaching, affording districts the option to adopt strategies, programs, and curriculum that meet their needs."	54%	42%	4%
"Existing organizations and state agencies shall work together with ODE to develop their own versions of the Equity Lens through blended funding. For example, the Oregon Health Authority would value ODE's support in how best to work through issues of equity and trauma in the school setting."	22%	11%	67%
"The State of Oregon shall develop additional policies and resources to support the implementation of social and emotional learning, including the development of competencies, implementation guides, and assessment strategies. Districts and staff shall be held accountable for implementation of programs and evaluations."	63%	26%	11%

Recommendation	Percentage who voted "Must be included"	Percentage who voted "Could be included"	Percentage who voted "Should not be in the report"
"The State of Oregon shall reexamine current data collections to identify which data can be used to inform policies and measure growth of implementation. If necessary, the State of Oregon may need to consider new data collections if current ones are not sufficient."	69%	19%	12%
"The State of Oregon shall consider mechanisms by which to recruit and retain a diverse teacher workforce, which is reflective of the population of Oregon students."	92%	4%	4%
"The State of Oregon shall consider multiple approaches to support the professional development needs of in-service and preservice teachers on culturally responsive pedagogy, social and emotional learning, restorative practices, and trauma-informed instruction."	77%	19%	4%

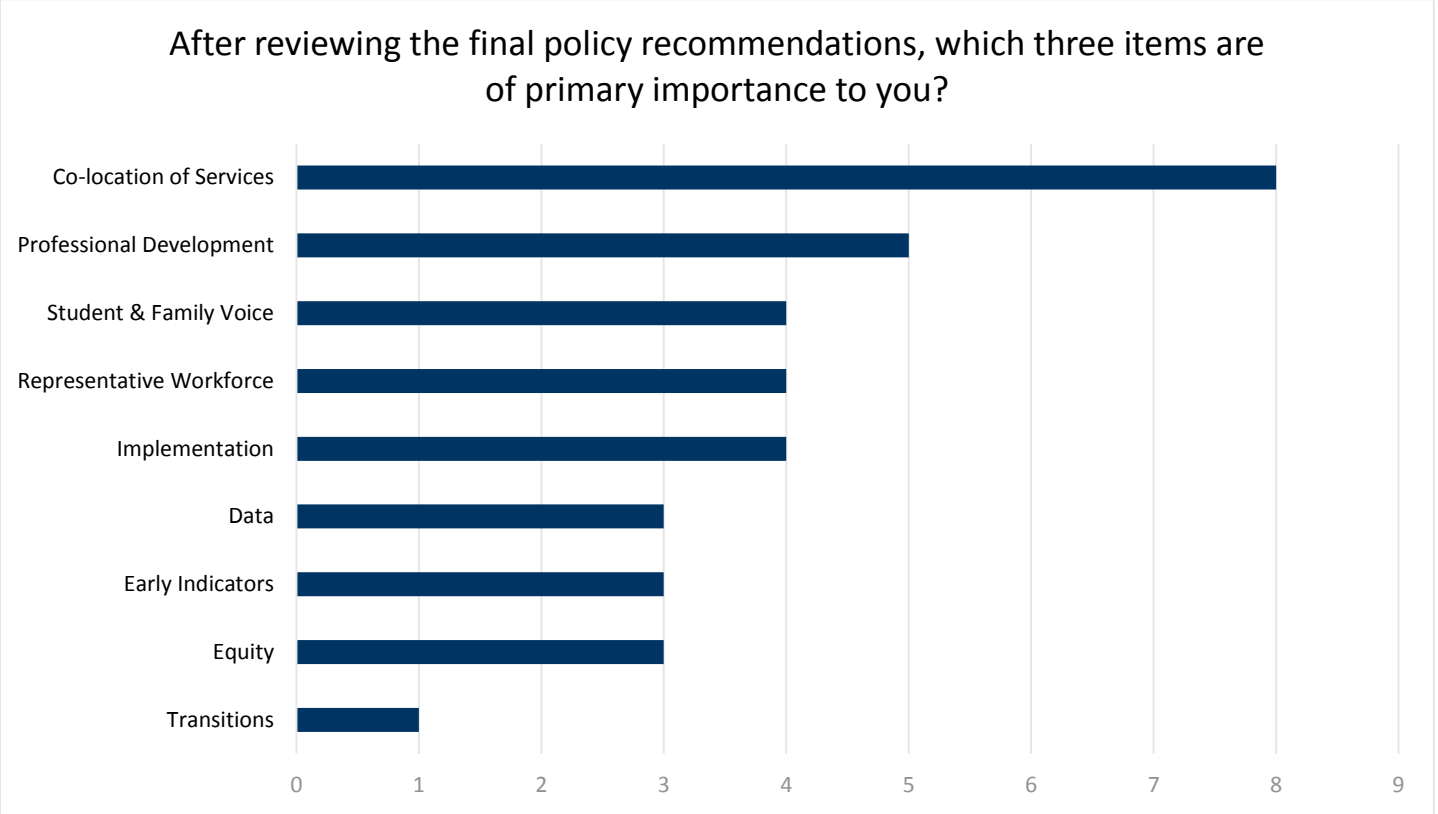
Based on the results of the Poll Everywhere voting process, the Committee engaged in dialogue about each of the recommendations because one or more Committee members voted that the recommendation "Should not be in the report". After the discussion, the subcommittees refined those policy recommendations based on the dialogue amongst the full committee, as well as wrote additional policy recommendations to fill in gaps that were discussed during the dialogue process. By the end of the meeting, Committee members shared their revised and added policy recommendations for inclusion in the report. To reach consensus on this version of the new draft policy recommendations, the Committee engaged in an open dialogue about whether the revised recommendations received any dissenting feedback. There were no dissenting votes at that time. The final writing subcommittee used these draft recommendations to create a final draft version.

As a final step in the consensus building process, the full Committee received a draft of the policy recommendations once the writing subcommittee completed the final draft of the policy recommendations. The Committee members had an opportunity to review the recommendations and complete a survey about the policy recommendations. The survey asked the following feedback questions:

1. *After reviewing the final policy recommendations, which three items are of primary importance to you? (Pick three.)*
2. *Is anything missing from among these policy recommendations?*
3. *After Deputy Superintendent Gill reviews these recommendations, what do you envision for the next phase of this critical work?*
4. *Would you like to continue to be involved as the department moves this work forward?*

Eleven Committee members responded to the poll. Respondents voted fairly consistently across the policy recommendations in terms of primary importance (see Figure 1). In addition, minor modifications to the language were recommended to strengthen alignment of the final recommendations with the Equity Lens.

Figure 1. Results of Committee feedback form: Prioritizing recommendations



Key Discussion Topics, Outcomes, and Findings for Each Meeting

Using the process outlined in the previous section, Committee members engaged in key discussions around identified priorities, aspirations and strategies. The next section contains the outcomes and findings from the working sessions that drove the development of the recommendations.

Priorities and Aspirations

Each subcommittee prioritized three to four high-leverage areas that could impact how students experience school. The priority-setting activity narrowed the scope of discussions to key levers for change. Notably, the themes underlying the priorities varied only slightly across subcommittees.

The Committee selected the following priority areas for focus to build more safe and effective schools for ALL students. These represent a more refined version of the safe and effective schools visual attached in Appendix B:

- **Environment Subcommittee**
  - **Overarching vision statement:** "Students are valued, nurtured, and met where they are. Students own their own voice: they see themselves in their environment, curriculum, and leadership."
  - **Components**
    - Inclusive, safe, equitable, accessible, and welcoming environments
    - Social, emotional, and academic supports that are developmentally appropriate and culturally responsive which nurture trusting relationships
    - Equitable supports and responses to behavior which leave ALL parties more empowered and healthy
- **Safety Subcommittee**
  - **Overarching vision statement:** "Defined as the cultural, social, emotional, and physical conditions that provide the well-being that allow a child/student to thrive and learn. Safety must address both internal (school-based) and external (community-based) risks to learning."
  - **Components**
    - Resiliency-building and family/community belonging
    - Promotion of protective factors
    - Trauma-informed practices
    - Restorative practices
- **Engagement Subcommittee**
  - **Overarching vision statement:** "The environment is accessible to ALL students and equitably supports their academic, social, and emotional needs in a culturally and developmentally appropriate way."
  - **Components**
    - Relationships
    - Student-focused education
    - Participation in school
    - Culturally responsive, whole child instruction.

To determine the priority areas, each subcommittee spoke of various needs of students within the states, recognizing that groups of students faced specific but in many instances overlapping and connected challenges. Next the Committee provided overarching discussion topics focused on needs within each subcommittee.

Environment subcommittee members spoke in particular of the difficulties faced by students with disabilities, who may be isolated from their peers in general education classrooms. They identified a need for solutions designed for multiple tiers of students, beginning with a universal approach and moving toward more targeted approaches as behavior warrants. In addition, the Environment subcommittee focused on the need to start early and carry through to higher education because initiatives across the educational systems are tightly interrelated. The subcommittee discussed how each part of the school—playgrounds, hallways, cafeterias, and classrooms—needed inclusive and accessible spaces.

The Safety subcommittee spoke of the ways in which students across the state experience hardships in schools. Key needs included the problem of biased-based bullying, the criminalization of behavior in schools, the trauma that students have faced in their lives outside school, and the need for ALL staff in a school—not just instructional staff—to receive training and professional development. The Safety subcommittee members discussed extensive examples from their work across the state about school safety related incidences. Further, the Safety subcommittee contextualized the challenges; they focused on some of the root causes as to why students do not feel safe in schools. For example, general education teachers may not have the training on how best to interact with students with disabilities, who may have different needs. In addition, Oregon is currently facing a nursing shortage and a school counselor shortage, which impacts ALL students.

The Engagement subcommittee identified several needs based on their expertise related to creating an engaging environment. Members discussed chronic absenteeism as a major issue related to engagement, which can occur for multiple reasons. In addition, the subcommittee discussed the impact of abbreviated school days and exclusionary discipline on student attendance. Students who do not feel the school creates an environment that is rigorous, relevant, and culturally appropriate for ALL students, may not feel safe from bullying and harassment. One reason that schools are not creating a culturally relevant curriculum for ALL students the subcommittee noted is due to the lack of diversity in the teacher workforce. Participants also noted that an engaging learning environment may be perceived differently by various demographic groups. The group identified addressing implicit biases and mitigating threatening learning environments for students of color as a critical need. Members further

noted the importance of forming meaningful relationships as a key need to create engaging environments in which ALL students feel connected to at least one caring adult.

The Strategies and Solutions

The Committee brainstormed numerous strategies for how best to create, implement, and maintain safe and effective schools across the state. They had opportunities to engage in targeted discussions with the other subcommittees to review, reflect, ask questions, and offer feedback on each other's work. In this way, Committee members could ensure consistency and consensus across the groups and avoid redundancies. Members of the Committee were asked to offer evidence-based solutions or examples of strategies already working well at the local level, in Oregon and across the country. Solutions ranged from the classroom to the systems level. They created a comprehensive list of sample strategies, presented next.

- Committee members emphasized the importance of viewing families and communities as partners in the work of building safe and effective learning environments for ALL students.
    - To do so, use strategies such as developing community engagement plans, family trainings on individualized education programs and student rights.
- Include student voices and student decision-making at the school, local, and state level.
- Provide wraparound services to ALL students, including nurses/health clinics, counselors, and social workers.
- Welcome ALL students in the school environment; youth should not be pushed out.
    - To do so, schools should minimize the use of isolation techniques, especially for students with disabilities.
- Schools and districts should implement a graduated response to school discipline, after evaluating a student's behavior plan, disability, and language needs.
- A number of topical professional development activities were suggested, and the Committee stated that these activities should be offered to ALL adults in school buildings:
    - Implicit bias training
    - Child development
    - Empathy and other social and emotional skills
    - Resiliency for students and adults, including helping instructional staff manage stress
    - Restorative practices
- In all training and professional development activities, Committee members highlighted the need for the activities to be job-embedded and implemented with fidelity.
- Teachers should seek to engage students in curriculum that is culturally responsive, relevant to their lives, and relevant to real world practices. Students should be taught

with differentiated instructional techniques, and the use of "canned" curriculum should be minimized.

- Teachers should have high expectations for ALL learners, with measurable outcomes.
- The Committee indicated a need for explicit instruction in social and emotional learning, along with social and emotional skill-building strategies, such as self-regulation and time management. In addition, the Committee suggested establishing statewide social and emotional learning standards.

Alignment with the Equity Lens

Aligning the work of the Committee to the Oregon Equity Lens was an important check and balance on the direction of the Committee. AIR qualitatively coded the written summaries of each meeting to align key takeaways with the Equity Lens. Then, AIR conducted a frequency analysis to determine which Equity Lens beliefs were most often reflected in the work of the group. Table 2 demonstrates how often each belief statement was addressed in the notes.

Table 2. Equity Lens Beliefs and Frequency

Equity Lens Belief Statement	Frequency of Occurrence in Summary Notes
"Everyone has the ability to learn and that we have an ethical and moral responsibility to ensure an education system…."	16
"Speaking a language other than English is an asset…"	2
"Students receiving special education services are an integral part of our educational responsibility…"	5
"Students who have previously been described as 'at-risk,' 'underperforming,' 'under-represented,' or minority actually represent Oregon's best opportunity to improve overall educational outcomes…"	9
"Intentional and proven practices must be implemented to return out of school youth to the appropriate and culturally sustaining educational setting…"	14
"Ending disparities and gaps in achievement begin in the delivery of quality Early Learner programs and culturally appropriate family engagement and support…"	1
"Resource allocation demonstrates our priorities and our values and that we demonstrate our priorities and our commitment to rural communities, communities of color, English language learners, and out of school youth…"	5
"Communities, parents, teachers, and community-based organizations have unique and important solutions to improving outcomes for our students and educational systems…"	9
"Every learner should have access to information about a broad array of career opportunities and apprenticeships…"	2
"Our community colleges and university systems have a critical role in serving our diverse populations, rural communities, emerging bi-lingual students and students with disabilities…"	4

Most often, the discussion points, strategies, and recommendations substantially aligned with the Equity Lens. Thus, the Committee is confident that its work is reflective of the diverse learning needs of students across the state.

Conclusion

Overall, the Committee participated in a serious undertaking of the charge laid out to them by the Governor and the Director of the Oregon Department of Education. The Committee determinedly resolved to center equity and the Oregon Equity Lens in their work. By engaging in well over 1,000 collective working hours, the Committee created nine policy recommendations that focused on professional learning, co-location of services, implementation, equity, early indicators, data, representative workforce, transitions, and student voice. The Committee thoughtfully considered the ways in which their work overlapped those of other existing statewide committees and initiatives and noted their work should not duplicate the efforts of other committees. The Committee concluded that the recommendations and recommended investments outlined in this report, constitute an imperative for the State of Oregon to reevaluate its approach to supporting ALL students and school staff in school

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Appendix A. Advisory Committee Participants and Presenters

Advisory Committee Participants

1. Ebado Abdi, Student, Westview High School, Beaverton, Oregon Student Voice
2. Karina Alcantara, Student, Benson High School, Portland, Oregon Student Voice
3. Kaylene Barry, Student, Willamina High School, Willamina, Oregon Student Voice
4. Tony Biglan, Senior Scientist, Oregon Research Institute
5. Rich Blum, Senior Vice President of Business Development & Provider Relations, Trillium Family Services
6. Bobby Bridges, Disproportionate Minority Contact Coordinator, Youth Development Division, Oregon Department of Education
7. Vincent Chirimwami, Special Education Teacher, David Douglas School District
8. Joel Cisneros, Director, School Based Programs , Latino Network
9. Winston Cornwall, Civil Rights Specialist, Oregon Department of Education
10. Roberta Dunn, Executive Director, Family Action Coalition Team Oregon
11. Amelia Ernst, Student, Grant High School, Portland, Oregon Student Voice
12. Diana Garcia, Education Support Professional/Classified, North Wasco County School District
13. Sara Gelser, Senator, Oregon State Senate
14. Joel Greenberg, Attorney, Disability Rights Oregon
15. Tina Gutierez-Schmich, Equity Director, Bethel School District
16. Nancy Haque, Co-Executive Director, Basic Rights Oregon
17. Joyce Harris, Community Outreach Manager, Co-Chair Advisory Committee Member, Education Northwest, African American-Black Student Success Advisory Committee
18. Julie Heffernen, Faculty Teacher Preparation, Master's Degree Program Director, University of Oregon
19. Tracie Hightower, Statewide Education Coordinator, Oregon Youth Authority
20. Cheng-Fei Lai, Trauma-Informed Specialist, Oregon Department of Education
21. Missy Love, Behavior Specialist, Newberg School District
22. James Manning, Senator, Oregon State Senate
23. Susan McLain, Representative, Oregon House of Representatives
24. Soren Metzger, Government Relations Specialist, Oregon School Employees Association
25. Judy Newman, Researcher, Practitioner, Faculty, Early Intervention and Early Childhood Special Education, University of Oregon
26. Chris Norman, Integrated Health Systems, Director, Oregon Health Authority
27. Dave Novotney, Superintendent, Willamette Education Service District, School Safety Task Force
28. Tammi Paul, Parent, Oregon Family Support Network, State Advisory Council for Special Education

29. Bradley Phelps, Student, Stayton High School, Stayton, Oregon Student Voice
30. Michele Raddish, Physician, Oregon Commission on Autism Spectrum Disorder, Providence Medical Group
31. Eric Richards, Director, Student Services, Salem-Keizer School District
32. Reginald Richardson, Deputy Director, Oregon Department of Human Services
33. Jada Rupley, Superintendent, Clackamas Education Service District, Oregon Association of Education Service Districts
34. Randy Schild, Superintendent, Tillamook School District, Confederation of Oregon School Administrators
35. Laura Scruggs, Parent of students with disabilities, Teacher, Springfield School District
36. Michael Shunk, Dean of Dropout Prevention, Central Medford (Alternative) High School
37. Janeen Sollman, Representative, Oregon House of Representatives
38. Carl Stubbs, School Resource Officer/School Safety, Eugene 4J School District
39. Carmen Urbina, Director, Coordinator, Oregon Center for Educational Equity and the Migrant Education Program, Lane and Douglas Counties with Lane ESD
40. Brett Walker, P-3 Alignment Specialist, Oregon Department of Education
41. Jeremy Wells, Safe and Drug Free Schools, Behavioral Mental Health, Oregon Department of Education
42. Bridgett Wheeler, Tribal Member, Coquille Tribe
43. Erin Whitlock, Consultant, Center for Great Public Schools
44. Kara Williams, Education Specialist, Collaborative for Academic, Social, and Emotional Learning, Oregon Department of Education
45. Maureen Wolf, School Board Member, Tigard-Tualatin School District, Oregon School Boards Association

Advisory and Subcommittee Meeting Presenters and Topics

- Anthony Biglan: Prevention Science Research
- Bobby Bridges, Youth Development Division
- Terra Hernandez, ODE: Chronic Absenteeism Work in Oregon
- Cheng-Fei Lai, Oregon Chief Education Office: Trauma-Informed Practices
- Kent McIntosh, University of Oregon: Oregon Context and National Context of Safe Schools
- Oregon Student Voice Representatives: Students' Experiences in School
    - Ebado Abdi, Westview High School, Beaverton
    - Karina Alcantara, Benson High School, Portland
    - Kaylene Barry, Willamina High School, Willamina
    - Amelia Ernst, Grant High School, Portland
    - Bradley Phelps, Stayton High School, Stayton

- Wesley Rivers, Oregon Health Authority: Oregon Healthy Teens Survey
- Beth Wigham, ODE

Advisory Committee Research/Content Expert Panel

- Chris Borgmeier, Professor of Special Education, Portland State University
- April Campbell, Advisor to Deputy State Superintendent on Indian Education, Oregon Department of Education
- Lillian Green, Equity Director, Early Leaning Division
- Julie Heffernen, Faculty Teacher Preparation, Master's Degree Program Director, University of Oregon
- John Lenssen, Consultant, John Lenssen & Association
- Charles Martinez, Professor, Educational Methodology, Policy and Leadership, University of Oregon
- Kent McIntosh, Professor of Special Education, University of Oregon
- Rhonda Nese, Research Assistant Professor, University of Oregon
- Katherine Pears, Senior Research Scientist, Oregon Social Learning Center
- Jimmy Synder, PhD Candidate, Critical and Sociocultural Studies in Education, University of Oregon
- Rita Svanks, Research Assistant, University of Oregon
- Mark Van Ryzin, Research Scientist, Oregon Research Institute
- Claudia Vincent, Research Associate, University of Oregon
- Nancy Willard, Director, Embrace Civility in the Digital Age

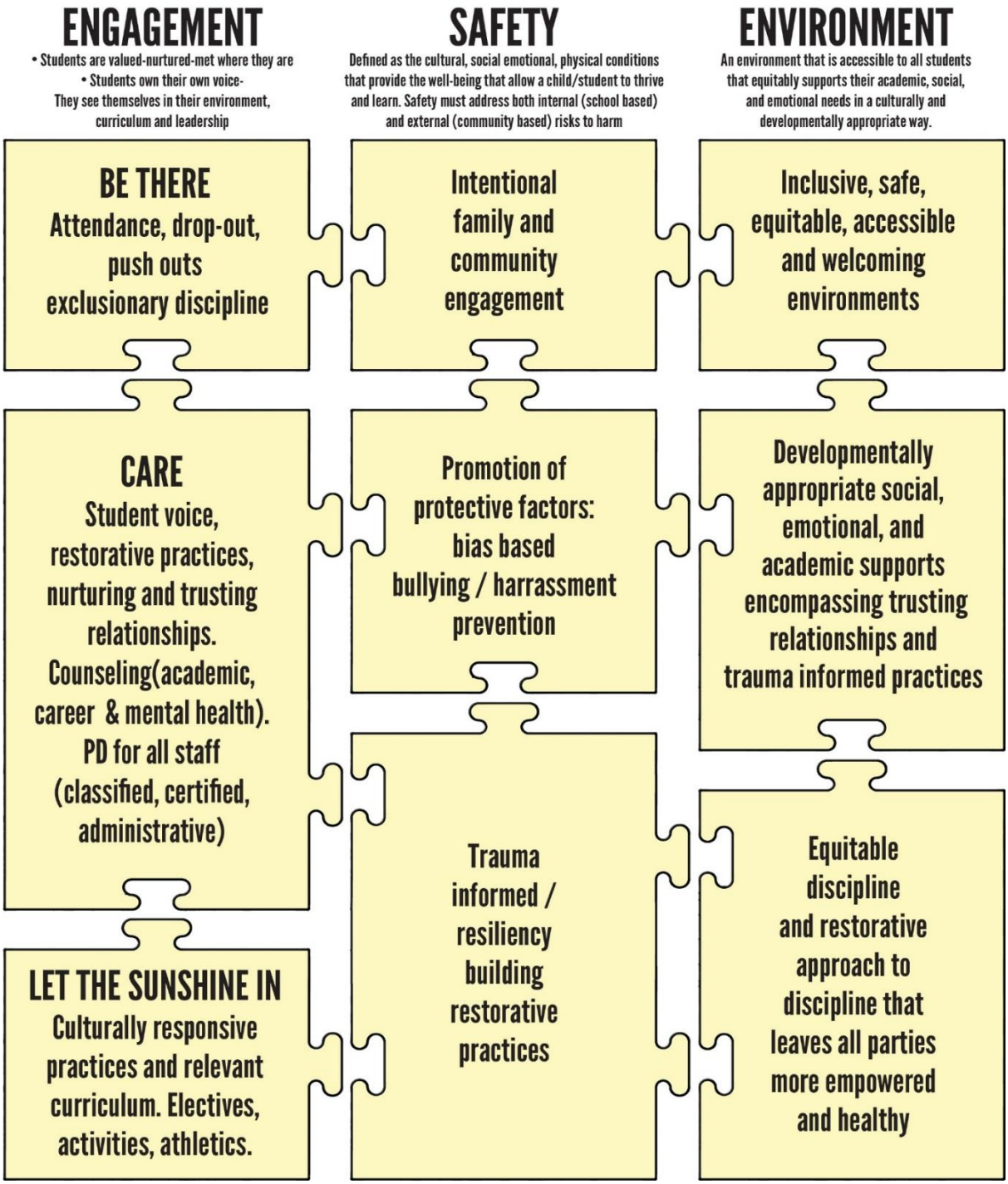
Oregon Department of Education Advisory Committee Project Coordination Staff

- Lisa Bateman, Education Program Specialist, Oregon Department of Education
- Terri Ward, Policy Analyst, Oregon Department of Education

American Institutes for Research Staff (Contracted)

- Elizabeth Nolan, Research Associate, American Institutes for Research
- Jaime Singer, Senior Technical Assistance Consultant, American Institutes for Research
- Nick Yoder, Senior Technical Assistance Consultant, American Institutes for Research

Appendix B. Draft Visual of Oregon Safe & Effective Learning Environments



Appendix C. Committee Task Table

Task Table: Creating Evidence-Based Policy for Safe and Effective Schools

In order to achieve the charge set out for the Committee, participants must clearly delineate what they expect policymakers to achieve as a result of their work. This table provides a structure for subcommittees to create recommendations based on student, school, and community need. Questions to prompt each section of the table are included below.

<table>
<tr><th colspan="5">Need and Development of Community- and School-Based Best Practices for Safe and Effective Schools for All Students</th></tr>
<tr><td colspan="5">Domain (This is the topic of the subcommittee: engagement, safety, or environment):</td></tr>
<tr><td colspan="5">Definition Statement (What is the domain? What does it encompass?)</td></tr>
<tr><td colspan="5">Identify the Need (Why is it important? What about Oregon students signals that this domain is a priority? What does state and district data say? What evidence do we have from the literature supports the need?)</td></tr>
<tr><td>Priority Area
What are the components of environment that can be leveraged for change?
What does this priority area encompass? How are we defining the priority area?</td><td>Priority Area 1 and Definition</td><td>Priority Area 2 and Definition</td><td>Priority Area 3 and Definition</td><td>Priority Area 4 and Definition</td></tr>
</table>

Evidence *Why is this domain important? How do you know?*	Evidence	Evidence	Evidence	Evidence
Evidence-Based Strategies *What strategies will help us achieve the priority for ALL students? Specify the level: Are these strategies school or community-based?*	Evidence-Based Strategies	Evidence-Based Strategies	Evidence-Based Strategies	Evidence-Based Strategies
Equity Lens Revisit what you've written above. Have the priorities, evidence, and strategies been considered through an equity lens? State how the priorities and strategies will consider and achieve greater equity for students.				
Policy Recommendations for the State Board of Education, Local School Boards, and Oregon Legislature				
Statewide Recommendations (*Specify which actions should be taken statewide to create more equitable learning environments, based on the information provided above. Include a rationale for each recommendation)*:				

District-Level Recommendations (*Specify which actions should be taken at the district level to create more equitable learning environments, based on the information provided above. Include a rationale for each recommendation)*:
Related policy investments for legislative consideration in the 2019 Oregon legislative session
Resources/Investments (*What will it take to achieve the recommendations outlined above? Money? Time? Personnel? Specify those resources here*).

Appendix D. Oregon Equity Lens

Oregon Equity Lens

Chief Education Office Vision Statement

Our vision is to build and coordinate a seamless system of education that meets the diverse learning needs of students from cradle to career, and ensures each student graduates high school with the support and opportunities to prosper.

Equity Lens: Preamble

In 2011, the Oregon Legislature created the Oregon Education Investment Board, which had a vision of educational equity and excellence for each and every child and learner in Oregon. The OEIB believed that we must ensure sufficient resource is available to guarantee student success, and that the success of every child and learner in Oregon is directly tied to the prosperity of all Oregonians. As the Chief Education Office, we continue this critical work started by the OEIB and reaffirm that the attainment of a quality education strengthens all Oregon communities and promotes prosperity, to the benefit of us all. It is through educational equity that Oregon will continue to be a wonderful place to live and make progress towards becoming a place of economic, technologic and cultural innovation.

Oregon faces many growing opportunity and systemic gaps that threaten our economic competitiveness and our capacity to innovate. The first is the persistent gap of student growth as measured by graduation rates, state assessments and daily attendance for our growing populations of communities of color, immigrants, migrants, and rural students navigating poverty. While students of color make up over 30% of our state- and are growing at an inspiriting rate- our opportunity and systemic gaps have continued to persist. As our diversity grows and our ability to meet the needs and recognize the strengths of these students remains stagnant or declines- we limit the opportunity of everyone in Oregon. The persistent educational disparities have cost Oregon billions of dollars in lost economic output[1] and these losses are compounded every year we choose not to properly address these inequalities.

The second opportunity gap is one of growing disparity between Oregon and the rest of the United States. Our achievement in state benchmarks has remained stagnant and in some

communities of color has declined while other states have begun to, or have already significantly surpassed, our statewide rankings. If this trend continues, it will translate into economic decline and a loss of competitive and creative capacity for our state. We believe that one of our most critical responsibilities going forward is to implement a set of concrete system changes and policies to reverse this trend and deliver a truly student-centric education system that improves outcomes and opportunities for students across Oregon.

The primary focus of the equity lens is on race and ethnicity. While there continues to be a deep commitment to many other areas, we know that a focus on race by everyone connected to the educational milieu allows direct improvements in the other areas. We are committed to explicitly identifying disparities in education outcomes for the purpose of targeting areas for action, intervention and investment. We are simultaneously committed to identifying strengths in communities and promising practices in our educational systems.

Beliefs:

1. **We believe** that everyone has the ability to learn and that we have an ethical and moral responsibility to ensure an education system that provides optimal learning environments that lead students to be prepared for their individual futures.
2. **We believe** that speaking a language other than English is an asset and that our education system must celebrate and enhance this ability alongside appropriate and culturally responsive support for English as a second language.
3. **We believe** students receiving special education services are an integral part of our educational responsibility and we must welcome the opportunity to be inclusive, make appropriate accommodations, and celebrate their assets. We must directly address the over-representation of children of color in special education and the under-representation in "talented and gifted."
4. **We believe** that the students who have previously been described as "at-risk," "underperforming," "under-represented," or minority actually represent Oregon's best opportunity to improve overall educational outcomes. We have many counties in rural and urban communities that already have populations of color that make up the majority. Our ability to meet the needs of this increasingly diverse population is a critical strategy for us to successfully reach our State education goals.
5. **We believe** that intentional and proven practices must be implemented to return out of school youth to the appropriate and culturally sustaining educational setting. We recognize that this will require us to challenge and change our current educational setting to be more culturally responsive, safe, and responsive to the significant number of elementary, middle, and high school students who are currently out of school. We must make our schools safe for every learner.
6. **We believe** that ending disparities and gaps in achievement begin in the delivery of quality Early Learner programs and culturally appropriate family engagement and

support. This is not simply an expansion of services - it is a recognition that we need to provide services in a way that best meets the needs of our most diverse segment of the population - 0-5 year olds and their families.

7. **We believe** that resource allocation demonstrates our priorities and our values and that we demonstrate our priorities and our commitment to rural communities, communities of color, English language learners, and out of school youth in the ways we allocate resources and make educational investments.
8. **We believe** that communities, parents, teachers, and community-based organizations have unique and important solutions to improving outcomes for our students and educational systems. Our work will only be successful if we are able to truly partner with the community, engage with respect, authentically listen, and have the courage to share decision-making, control, and resources.
9. **We believe** every learner should have access to information about a broad array of career opportunities and apprenticeships. These will show them multiple paths to employment yielding family-wage incomes without diminishing the responsibility to ensure that each learner is prepared with the requisite skills to make choices for their future.
10. **We believe** that our community colleges and university systems have a critical role in serving our diverse populations, rural communities, emerging bi-lingual students and students with disabilities. Our institutions of higher education, and the P-20 system, will truly offer the best educational experience when their campus faculty, staff and students reflect this state, its growing diversity and the ability for all of these populations to be educationally successful and ultimately employed.