



State School Fund Advisory

August 31, 2022

Today's Agenda



Review of Previous Meetings

Researcher Contractor

Update on Timeline

Points for Clarification

Next Steps

HB 5006 - Budget Note



A one-time \$500,000 General Fund appropriation was approved for a study of the **impacts of State School Fund spending and to determine if this spending pattern results in disparities between students** who are black, indigenous or people of color (BIPOC) and those who are not BIPOC students.

The Oregon Department of Education will award a contract to an experienced researcher who has **done research on exploring and modeling education finance policy and practice including research on the effects of fiscal policies and implications on resources at the school and classroom levels.** The researcher awarded the contract should have completed at least one multi-year study of weighted student funding. The Department is to provide support and data for the researcher(s).

The Department should also **appoint an advisory committee** with representatives from various educational advocacy and community groups with experience working with historically underserved students. This **committee is to review variations in school level spending across multiple types of expenditures across 25 school districts, and to review the proportion of diverse teachers and students.**

The Department is to submit **a report with the results and findings of the study and advisory committee** by December 15, 2022.

Group Agreements



Leave positionality behind: *We come to this team as equals, we strive to bring our perspectives and knowledge forward while leaving our positional power behind.*

Clarification: *This does not mean we leave behind the organization or people that we represent. It means we all show up in this conversation with equal voices, regardless of our “rank” or title.*

Stay engaged: *Staying engaged means “remaining morally, emotionally, intellectually, and socially involved in the dialogue”. Setting our email and phones to the side in critical conversations.*

Speak your truth and hear the truth of others: *This means being open about thoughts, feelings, and what you think you know and not just saying what you think others want to hear. It also means listening closely to others and trying to understand their perspective without forming your next thought or response in your mind.*

Expect and accept non-closure: *This agreement asks participants to “hang out in uncertainty”, rumble with problems, and not rush to quick solutions, especially in relation to racial understanding, which requires ongoing dialogue.*

Commitment to building our trust: *All members hold trust or faith with one another to lead with integrity around our decisions. This also means when there is disagreement, discomfort, and hurt that our commitment is to care-front one another with.*

Group Agreements



Experience discomfort: *This norm acknowledges that discomfort is inevitable, especially, in dialogue about equity (race, ethnicity, disability, gender, sexual orientation, privilege, etc.), and that participants make a commitment to bring issues into the open. It is not talking about these issues that create divisiveness. The divisiveness already exists in the society and in our schools. It is through dialogue, even when uncomfortable, the healing and change begin.*

Focus on BIPOC and Tribal students: *The legislative charge of this Advisory Committee is to focus our work on BIPOC and Tribal students. We agree to center the impacts of BIPOC and Tribal students in reports to this committee and discussions among members.*

Data Requests: *All data and information requests will be made through advisory committee facilitators and not directly to ODE staff and results of that request will be shared with the entire committee.*

Starting fresh: *While we acknowledge that conversations around the State School Fund have happened for many years, this Advisory Committee is a new conversation and a new opportunity. We agree to let go of any “baggage” from previous conversations and not to rehash old arguments because we know that this gives us the best chance to forge consensus and agreement.*

Get caught up: *If a member misses a meeting of the Advisory Committee, that member will take personal responsibility to read all materials from the previous meeting and reach out to ODE facilitators as needed to catch up.*



Review of Previous Meetings

SSF Advisory - Topic Timeline

Overview: HB 5006/Budget Note, ODE Role, Advisory Process

Overview: State School Fund w/Breakout Groups

October 29, 2021

ELL Weight/HB 3499 w/Breakout Groups

Update on Researcher Contract

January 31, 2022

November 4, 2021

Summary of Feedback (*Oct Mtg*)
Student & Educator Data
School-level Expenditures
Researcher Contract

March 28, 2022

Teacher Experience Factor
Student Level Weights v. School-Level Spending
Criteria for Selecting 25 Districts w/Breakout Groups

October 29, 2021 - Agenda



- Group Agreements
- Overview of Legislation (HB 5006) and Budget Note Summary/Risk Assessment
- State School Fund Overview
- Essential Questions: Breakout Groups
 - What questions do you have about this budget note and committee?
 - What goals or hopes do you have for our work together?

Selection of Researcher: Risk & Challenges



The Oregon Department of Education will award a contract to an experienced researcher who has done research on exploring and modeling education finance policy and practice including research on the effects of fiscal policies and implications on resources at the school and classroom levels. The researcher awarded the contract should have completed at least one multi-year study of weighted student funding.

Risks and challenges:

- Timeline
- Procurement backlog at ODE, DAS and DOJ
- Limited number of researchers with expertise

Support for Researcher: Risk & Challenges

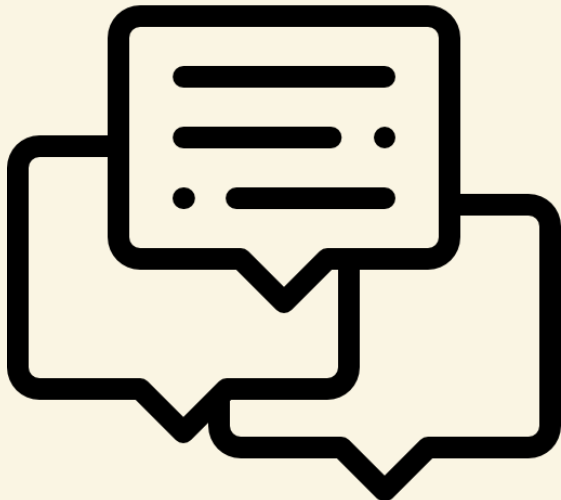


The Department is to provide support and data for the researcher(s).

- ODE stands ready to provide required data to both the contract researcher and the advisory committee
- Risks and challenges:
 - Data requests may need to be prioritized due to staffing or time to pull data
 - Limited data at the school level
 - Consistency of data across the state
 - Consistency varies depending on the data collected and the purpose
 - 2020-21 school year was anomalous and has incomplete data in many areas due to pandemic
 - Data suppression rules to protect student privacy

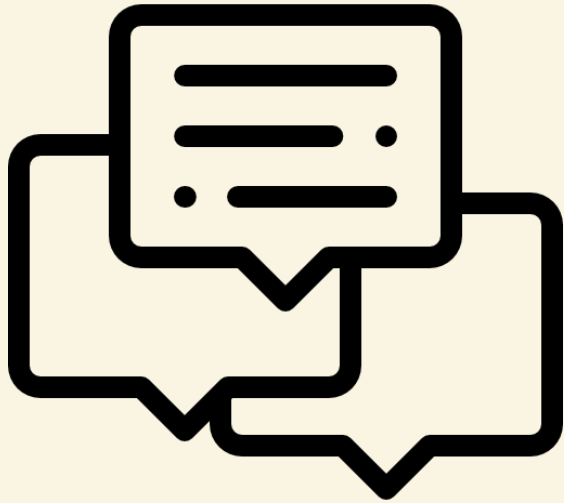
Summary of Feedback

- What questions do you have about this budget note and committee?
- What goals or hopes do you have for our work together?



- **Clarification of Charge:** Is this work focused on spending or allocation? How do we define “impacts” and “spending pattern” as described in the budget note?
- **School-Level Spending:** How do we determine how dollars are being spent and whether that spending is effective? Do locally-adopted equity lenses impact spending patterns?
- **State School Fund Formula:** How does the formula impact different variables, and vice versa? E.g. BIPOC and Tribal students; teacher experience factor; teacher diversity; rural schools; SPED population; etc. How and why was the funding formula created? Does the Constitution allow weights/funding based on race?

Summary of Feedback



- **Other models:** What can be learned from or incorporated from other policies/initiatives, including the Student Success Act/Student Investment Account, House Bill 3499 (English Learner School & District Improvement Program), and the Educator Advancement Council (EAC).
- **Process:** How will the researcher be selected? How will the researcher's scope be determined? What role will committee members have in that process?
- **Small Groups:** The breakout rooms provide a sense of comfort and safety for more free expression.

November 4, 2021- Agenda



- Student & Educator Demographics
- School-Level Expenditure Reports
- Researcher Contract

Nov 4, 2021 Agenda: Student and Educator Demographics

Students/Teachers of Color

19-20 Teachers: 10.8%

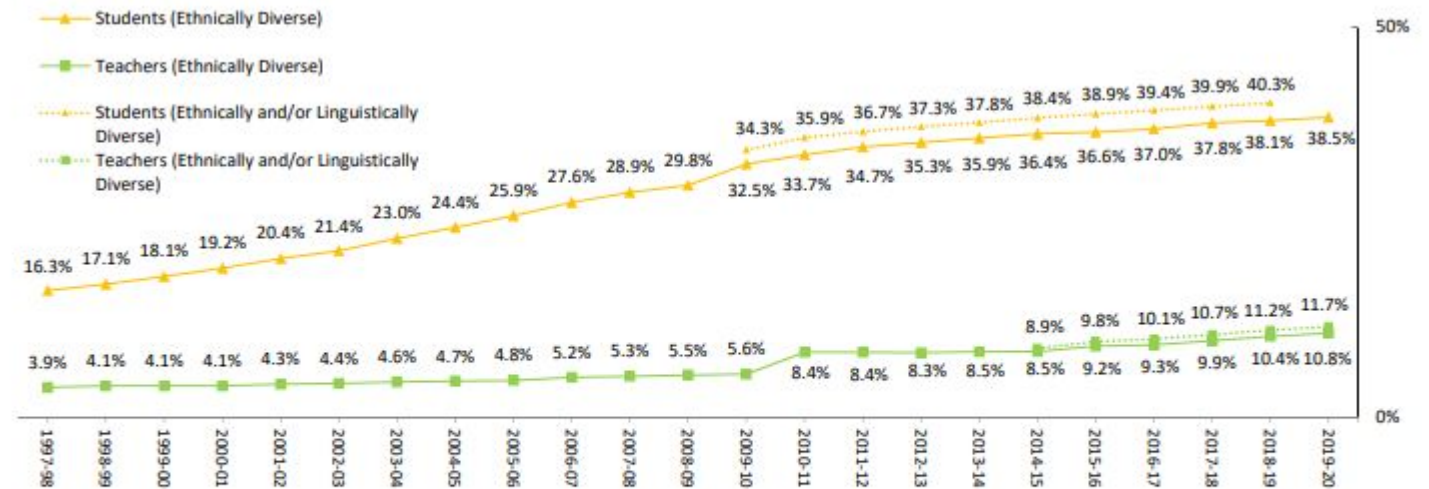
19-20 Students: 38.5%

Updated Data:

20-21 Teachers: 11.4%

20-21 Students: 39.6%

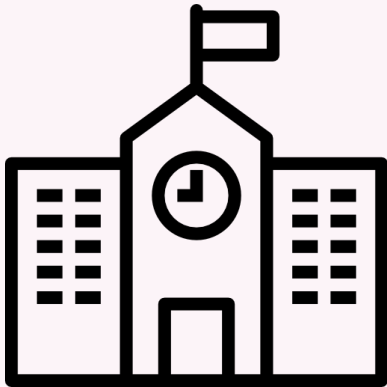
Figure 2. Longitudinal Data Report on Oregon Student and Teacher Demographics



Source: Data provided by the Oregon Department of Education.

Note: Data reflect Fall Membership and Staff Position Collections. In 2009-10 for students, and 2014-15 for teachers, the guidelines for reporting race and/or ethnicity changed – see the Federal Race and Ethnicity Reporting Assistance Manual for details. These data may not be comparable to prior years.

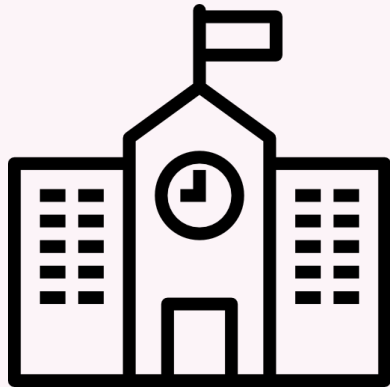
Nov 4, 2021 Agenda:
**Summary of
School-level
Expenditures**



What have we learned from this work in the past few years?

- School districts continue to improve reporting expenses at the school level
- This is a substantial change in reporting culture
- It appears school districts are changing strategies for allocating resources
- We still have work to do in creating awareness around resource equity
- We would like to improve upon the current report and model
- It is anticipated there will be a federal mandate called the School Level Financial Survey, or SLFS, which will be part of our annual federal reporting

New Slide: Summary of School-level Expenditures



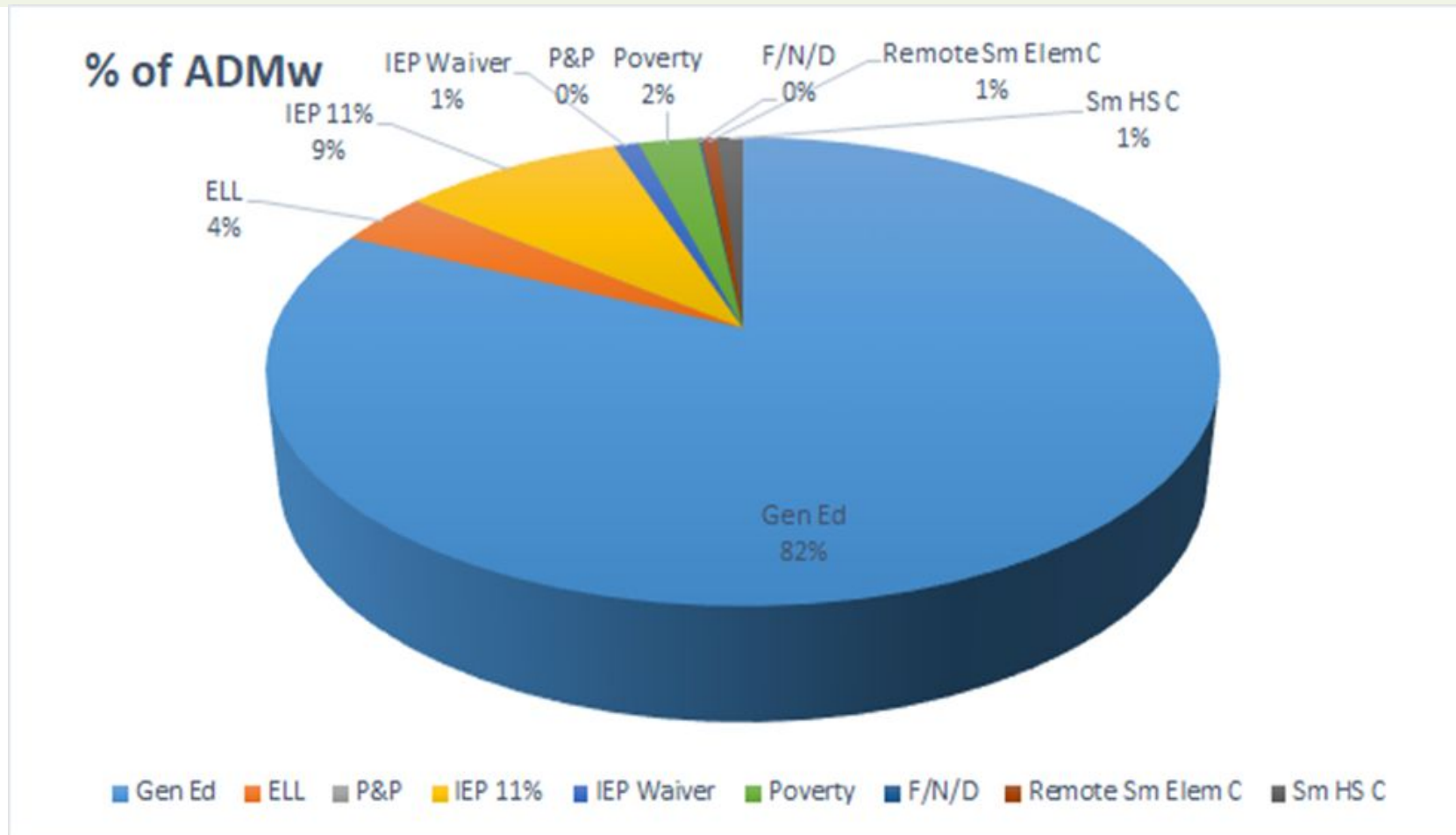
1. ODE distributes State School Fund (SSF) to school districts.
2. School districts blend the SSF with other resources such as State Grants, Federal and Local-Option revenues to use for district administrative costs and school-level expenditures.
3. School districts report school-level expenditures to ODE. ODE school-level reports represent “blended” funds. **Under the current system, ODE is not able to track SSF distribution to the school level.**

Jan 31, 2022 - Agenda



- ELL Weight/HB 3499 w/Breakout Groups
- Researcher Contract (quick update)

English Learner weight in the State School Fund: 4%



EL Expenditure Coding

Two Elements to Explore:

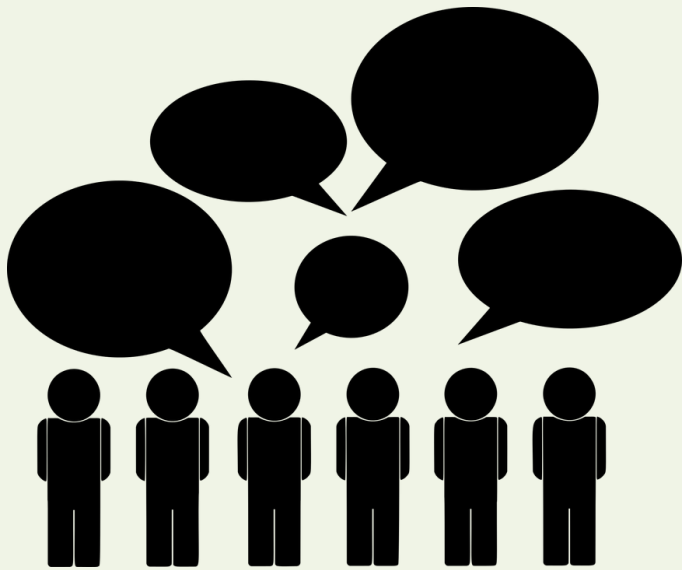
- Allocation amount per year
- Expenditure as a % of ELL Revenue (EL ADMw)

EL Expenditures: Over **90%** = staffing costs

- 57% Licensed Salaries
- 2% Classified Salaries
- 2% Administrators
- 14% PERS
- 15% Employee Benefits
- 5% Social Security

% of Total ActualExpAmt	
Row Labels	
⊕ Additional Salary	0.03%
⊕ Administrators	2.06%
⊕ Classified Salaries	2.25%
⊕ Communication	0.00%
⊕ Computer Hardware	0.10%
⊕ Computer Software	0.38%
⊕ Consumable Supplies and Materials	0.02%
⊕ Contractual Employee Benefits	14.78%
⊕ Dues and Fees	0.00%
⊕ Grant Indirect Charges	0.09%
⊕ Instructional; Professional; and Technical Services	2.44%
⊕ Licensed Salaries	57.43%
⊕ Non-consumable Items	0.01%
⊕ Non-instructional Professional and Technical Services	0.00%
⊕ Other Required Payroll Costs	0.90%
⊕ Periodicals	0.00%
⊕ Public Employees Retirement System	14.25%
⊕ Social Security Administration	4.66%
⊕ Student Transportation Services	0.04%
⊕ Substitute - Classified	0.00%
⊕ Substitutes – Licensed	0.00%
⊕ Temporary – Licensed	0.28%
⊕ Temporary - Classified	0.09%
⊕ Textbooks	0.15%
⊕ Travel	0.04%
Grand Total	100.00%

EL Weight Discussion Summary



Has there been success with the EL program? What is status of districts needing assistance? Are we sharing success with other districts? Can you use race as a funding category? Do other states use race as a category?

HB 3499 was not designed to be punitive; it was designed to identify how to serve EL students. It is not designed to take away funding.

The way the formula is fixed and the weights are set, an EL student in Portland would receive better services than a student in Eastern Oregon.

Does the money follow the student; accountability?

A point five rating is beautiful and necessary. But the reality is there might be only one teacher and a paraprofessional as the only ones supporting 40 or 50 students. Districts that don't have the people to do all the work may do different things to make up.

As a percent of the whole EL funding is not that much.

How will the researcher cope with the data? There is a lot of effort on the part of districts in coding consistency. Is money being inequitably spent on students who are not BIPOC?

March 28, 2022



Teacher Experience Factor

Student Level Weights v.
School-Level Spending

Criteria for Selecting 25
Districts w/Breakout Groups

Teacher Experience Factor in SSF



ORS 327.013(1)(b)(B)

(B) Teacher Experience Factor = $\$25 \times \{\text{District average teacher experience} - \text{statewide average teacher experience}\}$. As used in this subparagraph, “average teacher experience” means the average, in years, of teaching experience of licensed teachers as reported to the Department of Education.

Questions that were covered:

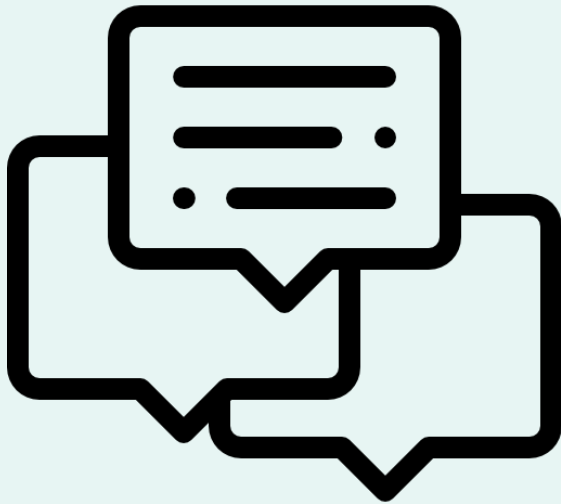
- What is the Teacher Experience Factor?
- What is the intent?
- How much money is involved?
- Does it play a direct role in the Educator Equity Act (HB 3375 (2015))?
- Are all teachers included?
- Is it working as intended?
- Have there been any proposals to change?

Selecting 25 school districts: Summary of Feedback



- Very small districts perhaps only include larger very small districts
- Take 25 districts with most BIPOC students, would get districts with more sophisticated systems, would pick up 70 percent of BIPOC students
- Start with top 25 then look at percentages. Since concentrated - over sample these districts. More important than geography
- Distortion due to districts deploy additional specialized dollars to BIPOC students, if just pull out SSF dollars may not show entire picture
- Must address special programs and anomalies, must figure out how to control for things like that, some schools have in catchment areas huge disproportionate number of students with disabilities
- Are charter schools included?
- YCEP and JDEP seems overlooked
- Larger districts may have more resources to respond to inquiries
- I wish there was space for superintendents to explain how things work. 85% of funding goes to staff. Earmarked dollars go to specific staff. Weights help you know how much of each staff. We also have contracts that impact this work. Targeted dollars pay for targeted staff that do targeted things.

Selecting 25 school districts: Summary of Feedback



- Do specific students need more resources? Yes. This is what you got, this is what you're supposed to do, is it being done? Those are the three questions. We spend the extra dollars as they're expected to be spent. You already have Poverty, ELL, SPED, and SSA – why aren't those sufficient?
- I'm not totally sure the formula is accurate. ODE will tell us that the formula exists for the distribution of funds, not the expenditure of those funds. Difficult to track whether districts are spending it on whom they are supposed to be. The formula is built on the assumption that 1.0 is the correct number for SPED, etc. But is that the right number? Is the SSF equitable?
- We have to do Title Reports, SPED reports. We already explain how we spend this money. We talk about how we spend these funds. They'll be able to show you. There are already ways to do this. You already have systems that we have to go through.
- You need to get the 25 school districts salary schedule. That is hugely important and dictates most of this. You also need any contractual language or agreements on teacher to student ratio. How many teachers, how many paras, and the level of programs you have—and maintaining those. That does not seem to be present in this conversation.
- There are too many categories. For example, for school size: we should collapse those size groupings. The geographic diversity: I don't know that the congressional districts are representative of geographic diversity—there are structural inequities in the way.

Selecting 25 school districts: Summary of Feedback



- Frustrating list of criteria that doesn't adhere to the charge. It's about state school fund. Need to be farther along. The goal is to look at disparities in how funds get to kids of color. Does state school fund do something different for kids of color than for other kids. Needs to be clarity on relationship between committee/researcher and ODE.
- Acknowledge limitations. Districts who get the highest amounts of dollars should be a part of the criteria. Don't know why congressional districts are included, makes sense to look at ESDs for geographic criteria. There is a lot more scrutiny placed on 3499 funding so it may be useful to take advantage of that to track SSF funding for language diversity. At least we should be tracking districts that are getting higher amounts of ELL dollars. There needs to be an understanding of how BIPOC teacher representation plays into funding.
- It was my understanding that we could dial down state school fund to the district. Reply: This is correct, but it sounds like today folks were saying its too hard. It is possible it's more challenging.
 - This is helpful to see what the state can see to give information to the researcher about what is needed to find out.
 - If it's impossible to drill down then that is something that needs to be surfaced. If we can't do that then ODE needs to
 - Second that. If we can't do what the charge says then that should just be clear in the report back and name the limitations.
- Spending connected to who is teaching - how it possible - exp, BIPOC, etc. low, middle, and high?

Selecting 25 school districts: Summary of Feedback



- Very small districts don't have good data. So maybe exclude. We are looking at disparities - and we don't have a lot of impact on small districts, unfortunately.
- Small and very small equal 92 school district - about half the state.
- EL learners - may be better focus on BIPOC - and not EL because there is already a connection which will be captured BIPOC numbers.
- Title I - we can break out at the district level.
- We don't frivolously do things. We do things with purpose. Mike's presentation shows the total amount given to each school, but it doesn't take into account allocated funds, contracts, etc. that drive what you can and can't do. There is also statutory or contractual language that dictates this. Bringing up money without talking about contracts means a lack of understanding of how decisions are made.
- The process continues to miss the point of the question. The heart of the question that was posed is whether or not the state school fund funds BIPOC students at different levels than the rest. If we think about it in terms of the formula as it's built, is that inherently underfunding BIPOC students in the state. Is the state school fund unfairly treating BIPOC students?
- Agree on collapsing (very small and small should go together). The medium and large should go together. And then combine very large and 10k. You need to hear from rural and remote—there equity gap is falling further behind.

Selecting 25 school districts: Summary of Feedback



- Spending connected to who is teaching - how it possible - exp, BIPOC, etc. low, middle, and high?
- IT could impact student performance - and somehow we need to take into consideration the staffing BIPOC teachers - how many counselors by building is difficult to get - because they are the district level. It is important to understand the counts -because of the impact on the BIPOC teacher on BIPOC student outcomes.
- Students that go to smaller districts don't get the same Title 6 benefits.
- Should the Tribal students be a separate consideration? Title 6 Districts?
- Was the information on teacher info - district or school level numbers?
- Yes you should include districts with a very low BIPOC percentage.
- Low BIPOC population would be among the least importance – it wouldn't be a priority. If you can make it work, great, but not a priority.

Review Selecting 25 District Feedback



Please review the Selecting 25 School District feedback (previous 5 slides) for the next ten minutes.

Let us know if there are any additional comments you would like to share with the Contractor.

Timeline of RFP/Contract



July 2021- Jan 2022: Prioritization of funding to directly support students and time-limited federal grants; Negotiation with DAS

Jan 2022: RFP process begun

Feb 2022: Form B Submitted

March 2022: Assigned to Procurement Specialist

April 2022: Delegation of Authority request sent to DAS

May 2022: Delegation of Authority approved

May 2022: DOJ Review

June 2022: RFP Issued

July 2022: RFP Closed

Aug 2022: RFP Selection Process

Aug - Sept 2022: DOJ Review

Sept 2022: Contract executed

Research Contractor: ECONorthwest

Key People:

Andrew Dyke, Project Director & Partner

Melissa Rowe, Project Manager,

Jade Aguilar, Stakeholder & Community
Engagement Lead

John Tapogna, Senior Advisor



ODE had 3 applications in response to the Request for Proposal for the Research Contractor. ODE awarded the contract to **ECONorthwest**

The contract includes the following deliverables:

Attend SSF Advisory meetings

Literature review

Review of current research, from Oregon and elsewhere, on the relationship between resources and educational outcomes. The summary will serve as a common reference to inform study design and to provide context for interpreting analytical findings.

State-level Engagement

- Conduct approximately 20 interviews, 3 to 5 focus groups with Agency staff, and other state-level stakeholders from educational advocacy and community groups *Will provide stipends as needed, excluding school district and school employees.*
- Goals are:
 - Clearly define disparities and outcomes of most interest.
 - Gather real or perceived gaps and limitations in data availability gathered
 - Effects of local resource allocation and spending decisions including non-monetary policies and practices that contribute to disparities in student outcomes identified.
 - Begin survey development.
 - Explore potential data request to Agency.

District-level Engagement

Conduct data collection from the 25 selected school districts, including staff surveys and interviews.

Quantitative Analysis

Extrapolate and interpolate any apparent spending disparities identified through analysis of data from the 25 selected school districts.

Researcher Reports *(will also include ODE cover report on process)*

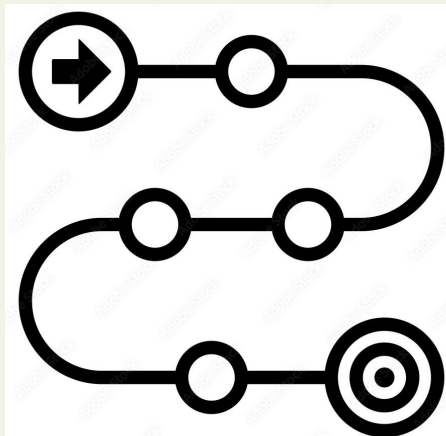
Interim Report - Nov 30, 2022 - will describe study progress to date, preliminary findings, and study methodology.

Final Report - June 22, 2023 - will include an executive summary of study findings and recommendations and a complete description of the study methodology, findings, and recommendations to the Committee.

Presentations to Legislative committees

January Interim JWM-Ed Sub & 2023 session (if invited)

Revised Timeline



Aug 2022: Research contract selected

Aug 2022: Committee meets to review work so far and process moving forward

Sept/Oct 2022: ECONorthwest meets with Committee

Nov 2022: Feedback incorporated into report, Interim report finalized

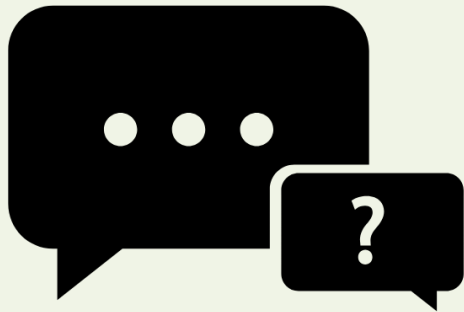
Dec 15, 2022: Interim report (developed by Contractor) with ODE cover process report submitted to Legislature *(This is mandated due date.)*

Jan 2023 - May 2023: ECONorthwest presents findings to the Legislature (if requested)

Jan 2023 - May 2023: Committee meets to inform Final report

June 2023: Final Report Completed

Points for further Clarification

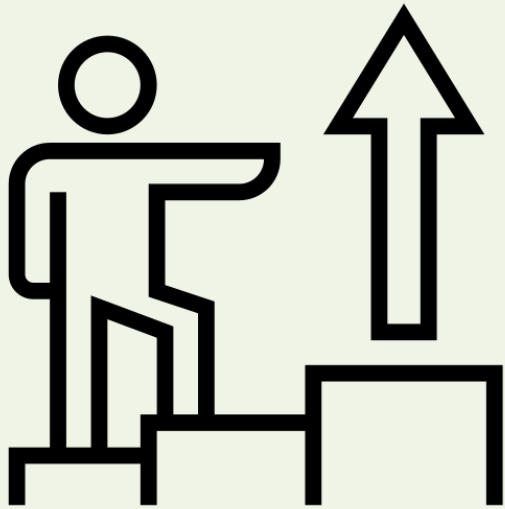


Are there results and findings based on information you have received/discussed so far that you want us to be sure to share with ECONorthwest?

Are there any clarifications or unanswered questions that you still have?

Anything else?

Next Steps



SSF Advisory Meetings:

- Wed, Sept 28, 2022 3pm-6pm - *if contract is executed*
- Wed, Oct 12, 2022 3pm-6pm
- Thursday, Nov 17, 2022 3pm-6pm
- **Dec - No Meeting**
- Friday, Jan 20 , 2023 3pm-5pm
- Friday, Feb 23, 2023 3pm-5pm
- Friday, March 17, 2023 3pm-5pm
- Friday, April 14 2023 3pm-5pm
- Friday, May 12, 2023 3pm-5pm

Sharing Literature Review for Input

State-Level Interviews and Focus Groups

Review of Draft Interim Report

Selection of 25 School Districts

District-Level Engagement