

SENATE COMMITTEE ON EDUCATION

March 12, 1991 Hearing Room 343 3:00 p.m. Tapes 35 - 37
MEMBERS PRESENT: Sen. Shirley Gold, Chair Sen. Bill McCoy, Vice-Chair
 Sen. Joan Dukes Sen. Peter Brockman Sen. Ron Grensky Sen. Paul
Phillips Sen. Cliff Trow VISITING MEMBER: Sen. Jeannette Hamby .
STAFF PRESENT: Jan Bargen, Committee Administrator Angela Muniz,
Committee Assistant

MEASURES HEARD: SB 515 - SCHOOL DISTRICT REPORT CARDS - PH SB 120 -
REPORT ON PUBLIC SCHOOLS - PH SB 661 - OREGON CLIMATE SERVICE - WS SB
116 - DARTS TRANSPORTATION - WS

These minutes contain materials which paraphrase and/or summarize
statements made during this session. Only text enclosed in quotation
marks report a speaker's exact words. For complete contents of the
proceedings, please refer to the tapes.

TAPE 35, SIDE A NOTE: The tape sequence is different for this hearing.

005 CHAIR GOLD: Calls the hearing to order at 3:15 p.m.

SB 515. SB 120 - REPORT CARDS AND PUBLIC SCHOOL REPORT - PUBLIC HEARING:
Witnesses: Sen. Jeannette Hamby, Bill Drew, Legislative Aide John
Danielson, Oregon Education Association Gary Carlson, Associated Oregon
Industries Lyn Horine, Citizen T.K. Olson, Citizen Wayne Neuburger,
Department of Education

015 SEN. JEANNETTE HAMBY, District 5: Introduces SB 515 which she
sponsored. It relates to SB 120 but expands on the idea of a report card
on school districts. Other states with a report card system find it
easier to identify specific areas of accountability.

033 BILL DREW, Legislative Aide: Presents testimony explaining purpose
and amendments to SB 515 (EXHIBIT A). Key problem the bill addresses is
to inform the public. The public is creating policy for the schools
through elections. Need to provide factual, reliable information Senate
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to the public. A report card would do that. Explains purpose of the
report card. SB 515 will give accessible information to the public that
can help them form their opinions on the school system. SB 515 would
gather information that would answer questions such as 'Where is my tax
dollar spent?' and 'How is my school doing?' The difference between SB
120 and SB 515 is that SB 515 defines the report card system in
statute. Presents reasons for statute and amendments in testimony
(EXHIBIT A).

154 SEN. MCCOY: Would you categorize this bill as being a bill to
collect information on how things are done today?

DREW: Yes, it's a way to inform the public about what is going on in the
schools. It is providing performance ratings that people agree on.

SEN. PHILLIPS: All the information you are suggesting is available and
is public information. Your theme is that you want to articulate the
standards and education levels better. However, your mechanism for doing
that is to release the report card to the newspapers. It seems to be
optimistic or naive to assure newspapers will cover it and will present
the information in the same way we want it. It runs into the same

problem of delivery of information that is already available.

SEN. HAMBY: Is confident that most local papers will print the basics of the reports. Can't mandate the printing of the report, but hopes the pertinent statistics would be reported. Has checked with the editors of some of the major paper in the state and they are committed to covering this information. The best we can do is offer the information in a public forum. 204 SEN. PHILLIPS: How much money and time will it cost for the agencies to collect the information for the report?

SEN. HAMBY: The majority of the information requested by SB 515 is already collected. The information is typically forwarded to the Department of Education, and the process usually ends there. The follow through is to publish the information. This format of publishing public information in a newspaper has seemed to have worked in other states.

SEN. PHILLIPS: Some of the standards that SB 515 requires the schools to report, such as two years of a foreign language, may be different for a smaller school districts. Are the criteria that are listed consistently used in the state now?

SEN. HAMBY: The information is already available. That section was put in to allow the districts to brag. Many districts encourage foreign language for their students. There is an open ended category so districts can add what they want. It is the choice of the committee to eliminate some of these criteria, but felt it was important to go beyond the expectation of simply meeting a minimum standard.

263 CHAIR GOLD: Have you contacted fiscal about potential impact?

SEN. HAMBY: Thought it was premature until the committee reviewed the bill and decide if it wanted to accept some of the amendments proposed. Senate Committee on Education March 12, 1991- Page 3

CHAIR GOLD: Could you highlight some of the comparisons between SB 120 and SB 515. DREW: Sections 2, 3, and 4 in SB 120 deal with the accountability report card idea. Section 2 in SB 120 provides for a summary document with some of the same information in SB 515. Section 3 in SB 120 calls for on-site visits and self-evaluations. On-site visits are not in SB 515, but the self-evaluation is. The critical question in SB 120 is how the information will be collected and who will collect it. It is left up to rule in SB 120, in SB 515 it is put in statute. That is the biggest difference. Section 4 in SB 120 is a school profile. This is kept in SB 515, and how the information is collected is expanded.

360 SEN. TROW: In the states that have report cards like this, is there a track record about how well they work and is it a positive thing?

SEN. HAMBY: It has been a positive thing because it gives the districts the window to review the document, respond to it and refocus programs.

SEN. TROW: Can see how it might be good, but is there evidence that proves it is working? Are there any studies like that?

SEN. HAMBY: Doesn't know of any studies. Will check with the National Conference of State Legislators to see if there is any information.

SEN. TROW: How many states have these report cards?

DREW: Thinks there are about 34.

SEN. TROW: How long have they been in place?

DREW: Doesn't know.

SEN. TROW: Need to know what is happening in states that have tried this idea. We get things that are fads and fluff. If this is going to have any staying power, we need to see the track record of other states.

SEN. HAMBY: Is committed to getting that information for the committee. Has been in contact with New Mexico. Shares some of the comments from the public when the New Mexico legislature tried to repeal its report card system. The public was happy with the information it was getting.

435 JOHN DANIELSON, Oregon Education Association: Recognizes the national trend toward establishing a report card system for schools. Doesn't think there is any evidence that shows it is productive and improving education. Concerned about the timing. Doesn't want to impose heavy accountability requirements at a time when school finance is sinking because of Measure 5. The system will fail if it is underfunded. If the Legislature is going to do a report card accountability system, it should do it as part of a finance reform system. The public is nce reform system. The public is willing to pay more for schools if they believe that the funding will lead to a better product. No objections to SB 120 except for some of the sanctions in Section 6 if the schools do not comply with standards: . Senate Committee on Education March 12, 1991- Page 4

-- Page 3, Line 29: Would allow students of a non-standard school district to attend another school district with a tuition for the student. A functional school district should not be penalized by having extra students added. -- Page 3, Line 32: Orders the non-standard school district to merge with another school district if the merger will correct deficiencies. That may correct the non-standard district's deficiencies, but cause deficiencies in the district that was merged upon. -Page 3, Line 34: Orders the school district to operate under the management of the state. This sanction has merit. It is what should happen.

TAPE 36, SIDE A

050 CHAIR GOLD: The sanction that would require forfeiture of a portion of state school support is less stringent than current law.

DANIELSON: The current law relates to being a non-standard school district. If a district is found non-standard then the district school board must submit a program of compliance to the standards. Normally nothing else happens if they follow that program. But there is the potential penalty of losing all basic school support. The option in SB 120 is more practical. On SB 515: -Section 3, Line 19: Asks for a mission statement of the school district. Is important that school districts have the mission statement and establish what they want to accomplish. The statements are not the same for every districts. -- Looking at some of the items listed in Section 3, has to ask why they want them and what use the information will be to the general public. It may be important for the State Board to know how a school performs in bilingual programs, but what will the general public gain? Some schools do not have these programs. There is the implication that if you don't have it, there is something wrong. -- Doesn't see value in having teacher salaries reported. There are a lot of variables in districts

that don't relate to the teacher salary schedule. -- Have to recognize that the state is full of small districts with one teacher and one administrator. Those things don't look good on paper in a ratio format. - The number of students per teacher is straight forward but can be deceptive. What are you trying to establish with those numbers? Those numbers change a lot in districts with migrant children or whether it is a P.E. versus special education classroom. Want to identify the kind of classes that are offered. - Length of school day and instruction: Are converting from a rule that said had to have so many days of school per year to one that requires so many hours. Question is what is an hour of instruction? Better statement would be how many hours it takes a child from time he or she leaves home to the time he or she returns. There is not much on transportation and that is significant in performance expectations. - Comparable national data: Doesn't know how small districts would be expected to come up with comparable data when the state can't come up with it. - If expect small districts to develop the type of report you are asking, then need to provide an appropriation to pay for it. -Releasing the data: Need to do something like a stockholders report instead of relying on the volunteer press. The base document should be available to the general public. It will probably have to be done, but don't expect great gains. Senate Committee on Education March 12, 1991- Page 5

222 SEN.GRENSKY: The arguments you make are the same arguments you could use for not releasing damaging information or information that could be misconstrued to the media. There is a legitimate desire to know what is going on in the schools. Even though people may misconstrue or not understand it, it is a legitimate goal. How can you say that we shouldn't have accountability? DANIELSON: Said we shouldn't rely solely on the media. Should have a base document that the public can refer to for more information than they would get through the media. In terms of accountability, thinks it is fair that the public know what the bill asks to be reported. Questions the usefulness of some of the things in the bill. The reporting could be done better to provide useful information to the public. CHAIR GOLD: Are you speaking to SB 515 or SB 120 or both? DANIELSON: Doesn't have a problem with SB 120 except for the penalty section. SB 515 does a more thorough job and may serve as a good starting point. Must recognize that this will have some financial impact and will have to decide if this is something you want to spend money on. SEN.GRENSKY: It is easy to come in and say this is a bad idea. How come the OEA hasn't come up with any kind of report or accountability procedure that provides the information the bill asks for? DANIELSON: Have come forth with proposals for accountability in local districts for accountability, evaluation and how to improve programs. There are many good evaluation programs in place now. SEN.GRENSKY: But not with accountability to the people. DANIELSON: You're talking about accountability being a report card. There are other methods to assess accountability. Accountability of students in the Portland Public Schools was established through testing, Beaverton has a system that measures the progress of students. Is not embarrassed about students in the state. The question is 'Is this going to be useful to education in the state?' It probably will be at some point. 295 SEN.GRENSKY: You said your only problem with SB 120 is the finance problem. All SB 120 asks is that the superintendent provide general information about what is going on in the schools. Troubled that you are saying the superintendent isn't doing that now. The superintendent should already be doing what SB 120 asks. You are saying you need more money to do things that are already being done. DANIELSON: Didn't say that. Supports SB 120 except for the penalties. SEN.GRENSKY: Thought you were saying there were financial constraints on both bills. DANIELSON:

There are limited constraints. Only opposes the penalty sections of SB re limited constraints. Only opposes the penalty sections of SB 120 that would create problems in school districts through merging that didn't have problems before. Likes the idea of having the team of experts reconcile the problems. Senate Committee on Education March 12, 1991- P - e 6

SEN. GRENSKY: Isn't that what we are doing with the standard school inspections already?

DANIELSON: No, doesn't interpret the bill that way.

SEN. GRENSKY: You are generally not opposed to SB 120.

DANIELSON: Not opposed to SB 120 and the suggested amendments. On SB 515, we will need to move in that direction, but the bill needs work. It also should be a part of the financial restructuring campaign. If don't make schools whole, then don't need the bill.

345 SEN. TROW: Is this going to be a grade report card where we give the schools and A, B, C, D or F? Or is it going to be a statement of data?

DANIELSON: If it is going to be used for the general public it will have to be broken down. May have to use that grading system.

367 GARY CARLSON, Associated Oregon Industries: Supports SB 515. There is a need for more accountability in the public schools. In society think about a successful product as one that has high quality for a reasonable price. That should be our goal in public education. If we inform the public about what schools are doing, they will take action and support the public school product. Need to create a new vision of what we want from our school system. Have promoted the new vision for public schools through a video and manual for schools.

SEN. TROW: What was that video called?

TAPE 35, SIDE B

005 CARLSON: "Partners for Success: Business and Education." It is a product of meetings with 22 outstanding school principals from around the country. The video identifies the ten characteristics of an excellent school in their opinion. After viewing the video, the State Board of Education adopted the principles in the video as goals. Has copies if the committee would like to view it. Also created an excellence awards program with Payless Drugstores. The next step is to bring the people who win the awards together to create an Oregon vision and road map. In SB 515, Section 3, Line 31 talks about comparable state and national data. Should also include international data. We are low on the international scale and need to have a goal of becoming internationally competitive.

053 LYN HORINE, Citizen: As a professional program and proposal developer uses a lot of the data that is generated by public schools. There is a need for consistency in definitions, specifically for students and student outcome. There is a lack of consistent definition among federal and state levels for special needs populations. When there is money attached to a definition, people pay attention and collect data on the subject. Oregon has no consistent definition of a student for whom English is a second language and when the becomes proficient in

English. Recommends amending SB 515 on Page 2, Line 19. If only measure number of students mber of students completing grades 8-12 are going to miss a sign)ficant number of students with English as a second language who have already dropped out of public schools. Are losing students in counts if don't catch them in the lower levels. Senate Committee oo Education March 12,1991- Page 7

100 T.K. OLSON, Citizen: Presents written testimony (EXHIBIT B). Suggests amendments to SB 515: -Section 3, Lines 22-24: May need some clarification about what federal and non-federal programs need to be listed. -Lines 25-26: Teacher salaries will be influence by seniority and credentialing. Numbers won't tell much without that background. - Line 27: definitions will need to be addressed by rule to maintain consistency. - Page 2, line 2: Groupings for the number of students per teacher are odd and won't give much useful information. -- Line 22: The data about first-time college freshmen does not come from the districts. They have no capacity to collect it. -- line 24: Finds general requirements asked for confusing.

293 SEN. TROW: Will it be possible to get the comparable state and national data and make a comparison with school districts?

OLSON: If you could get the data, need to do it for comparable districts. It doesn't do any good to compare districts with different characteristics.

SEN. TROW: You prepare a lot of reports. The bill requires the superintendent to prepare all the reports and distribute the data. Isn't that a lot of work?

OLSON: Didn't perceive it that way. Thought the Department of Education would prepare a statewide profile and would assure that the districts submitted the data by going through the superintendent.

SEN. TROW: The bill says the superintendent is responsible for compiling the report card data.

OLSON: Thought that it would be a form the superintendent gives to districts that then provide the data.

SEN. TROW: It is not clear. And data is one thing, but a useful analysis is another.

370 WAYNE NEUBURGER, Associate Superintendent of School Improvement, Department of Education: The Education Department is taking a new look at how it deals with issues of standardization. Moving toward an outcome approach to standards. Rather than looking at input and process within school districts, will look at outcomes such as student achievement and drop out rates. Want to establish some standards, level of performance, for school districts. Inherent in that goal is the need to have information about schools. If both SB 120 and SB 515 pass, will have a problem. They deal with the same issues, but are not on the same track. SB 120 is the bill that closely reflects the goals of the department. SB 120 is focused on the standardization process and outcomes, SB 515 is mostly a collection of data. Major concern about the bills is that there is some information that is not currently being gathered by the department in the form described. The department is not required to try to break that information out from the school level. Describes some of the information the department does not collect that is requested in the bill. It will require additional resources to gather the information.

078 SEN. DUKES: It doesn't seem that it would be difficult for a school to track students who started the ninth grade and graduated, eliminating those that transfer.

NEUBURGER: Can't eliminate those that transfer. There is a high rate of transfer. A student who stays in the same school from ninth grade on is more likely to graduate. It is the students who are mobile who are more apt to drop out. One of the statistics not requested in the bill that the department collects is the mobility factor in schools.

SEN. DUKES: You are saying the biggest factor in the drop out rate is the moving around from school to school? Mobile students are more likely to drop out?

NEUBURGER: The research done on that shows that the more a child changes the schools, the more likely they will drop out. There are a number of factors that interact with this.

SEN. DUKES: Would like to see some of that research. It seems that a motivated child will stick with the system despite moving. Has heard of other factors such as drugs, low-income and learning disabilities.

NEUBURGER: What you have is those factors rolled up together and tied in to the fact that a lot of those children are mobile.

SEN. DUKES: Can't categorize highly mobile families as families with children who are drug users or disabled. Wants to see the information.

NEUBURGER: Will give her the study they did with Oregon information. The probability that a child will drop out after a certain number of moves is high.

SEN. DUKES: Am looking for the why behind the statistic. Hopes the state is looking at the reasons why when they try to find an answer to the problem.

NEUBURGER: The issue here is that if we don't include the students that do move around from school to school in the information, then the graduation rate is going to look a lot better than it is.

172 SEN. TROW: Do not have a fiscal impact for SB 515 yet. The fiscal impact for SB 120 is about \$350,000. Would it be more or less expensive for SB 515? NEUBURGER: It would probably be about the same. The piece that is more expensive in SB 120 is the follow up of graduates. It would require some sort of study. SEN. TROW: Reads SB 515 to say that the department collects the information and produces the report. Do you see yourself doing the work of the report or are you just expecting to distribute a form? Who would do the report? NEUBURGER: Reads the bill to say the department would be responsible for collecting the bill to say the department would be responsible for collecting the information, preparing the report and distributing the report to the media. information, preparing the report and distributing the report to the media. SEN. TROW: That's a lot of work and generally data isn't any good without an analysis. Senate Committee on Education March 12, 1991- Page 9

Would you do an analysis?

NEUBURGER: Probably not. Would provide some basic information to the schools and the schools would need to supplement that information with their own information and provide an analysis. A lot of the work needs to happen at the school level.

SEN. TROW: Not every school district is prepared to do that. Wouldn't there be a tremendous range of quality among those reports?

NEUBURGER: Yes. There are some districts that are prepared to submit the reports. Part of our responsibility would be to provide training to the schools to be able to do those reports.

CHAIR GOLD: May need an informal work group to work out some of the concerns in the bills.

SB 661- OREGON CLIMATE CONTROL PROGRAM - WORK SESSION: 245 JAN
BARGEN, Committee Administrator: Presents SB 661-1 amendments that change the name of the program from Oregon Climate Control Program to Oregon Climate Service and corrects two typos (EXHIBIT C).

MOTION: Sen. Trow moves to adopt SB 661-1 amendments. VOTE: In a voice vote there were no objections. MOTION: Sen. Trow moves for passage of the amended SB 661 with a subsequent referral to Ways and Means by prior reference. VOTE: In a roll call vote the motion carried 6-0-1. Voting AYE: Sen. Brockman, Sen. Dukes, Sen. Phillips, Sen. Trow, Sen. McCoy and Chair Gold. Excused: Sen. Grensky.

SB 116 - DARTS TRANSPORTATION - WORK SESSION:

287 BARGEN: SB 116 would extend transportation for pre-school aged children in the DARTS program. It only adds about 40 children statewide. Spoke with the Senate President's office. The referral to the Rules Committee is likely not necessary because it adds little to a current mandate.

CHAIR GOLD: The Oregon School Boards Association did not object to this bill and were not concerned about potential costs. Suggests that the subsequent referral be rescinded.

MOTION: Sen. McCoy moves for passage of SB 116 with the subsequent referral to Rules Committee rescinded. rescinded. VOTE: In a roll call vote the motion carried 6-0-1. Voting AYE: Sen. Brockman, VOTE: In a roll call vote the motion carried 6-0-1. Voting AYE: Sen. Brockman, Sen. Dukes, Sen. Phillips, Sen. Trow, Sen. McCoy and Chair Gold. Excused: Sen. Grensky. Sen. Phillips will lead the floor discussion. Senate Committee on Education · March 12, 1991- Page 10

BARGEN: Presents written testimony on SB 120 from D.J. Stevens-Allen for the record (EXHIBIT D).

331 SEN. BROCKMAN: Do the possible cuts in the DARTS program affect this measure in any way? BARGEN: If the DARTS funds were cut then even fewer children would be served. SEN. BROCKMAN: Is worried about some of the cuts that are already existing and now are transporting extra children. CHAIR GOLD: The testimony presented at the public hearing said that if there are budget cuts then the DARTS program will be gone. SEN. TROW: If the budget cuts stay as they are in the governor's budget, yes,

the program will be transferred to the Mental Health Division. That would mean the program would only apply to Medicaid-eligible people which would reduce the number served. 374 CHAIR GOLD: Adjourns the hearing at 5:00 p.m. Submitted by: Reviewed by: Angela Muniz Jan Barga Assistant Administrator

EXHIBIT LOG:

A - Testimony on SB 515 - Bill Drew - 5 pages B - Testimony on SB 515 - T.K. Olson - 4 pages C - Amendments to SB 661 - Staff- 1 page D - Testimony on SB 120 - D.J. Stevens-Allen - 6 pages

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