

SENATE COMMITTEE ON EDUCATION

April 23, 1991 Hearing Room 343 3:30 p.m. Tapes 65 - 66
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 Sen. John
Kitzhaber STAFF PRESENT: Jan Barga, Committee Administrator Angela
Muniz, Committee Assistant MEASURES HEARD: SB 805 - Education Reform
Commission - PH SB 961 - Work Permits Based on Academic Performance - 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 65, SIDE A

005 CHAIR GOLD: Calls the hearing to order at 3:35 p.m.

SB 805 - EDUCATION REFORM COMMISSION - PUBLIC HEARING: Witnesses: Sen.
Jeannette Hamby, District 5 Norma Paulus, Superintendent of Public
Instruction Sen. John Kitzhaber, District 23 Marilynne Keyser,
Governor's Office David J. Stevens-Allen, Citizen

CHAIR GOLD: Presents testimony from Rep. Vera Katz for the record
(EXHIBIT A).

022 SEN. JEANNETTE HAMBY, District 5: Drafted SB 805 as a response to
Measure 5 to look at how education is funded in the state. Would be
difficult to get something done this session, so this would move
education funding to the interim. The bill would intergrate educational
systems from prekindergarten to doctoral degrees and take an overall
look at what we are going to fund in education. The commission would
present proposals to the 1993 Legislative Session. The commission would
cover other areas such as the role of ESD's and pre-primary education
programs. The approach would be modeled after the Health Services
Commission. Presents a letter supporting SB 805 and suggesting
amendments from Associated Oregon Industries (EXHIBIT B). Something
needs to be in place before the Legislature adjourns to give assurance
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to the voters that we are squandering educational dollars.

085 SEN. MCCOY: Would you object to having the Superintendent's office
performing this mission?

HAMBY: It would be more limiting in scope if it is under that office. It
would eliminate higher education and community colleges. An outside,
objective look is better. The Office of Education Policy and Planning
would staff the commission.

SEN. MCCOY: Just wondering about the feasibility of having it in the
superintendent's office. Is wondering about the fiscal impact of having
11 members for 18 months. 102 HAMBY: The sponsors of the bill are
hoping for a small dollar amount from Ways and Means and then soliciting
contributions from business and industries. It is similar to current
higher education efforts. Urges support of the concept if not the bill.

SEN. DUKES: Is there a fiscal?

CHAIR GOLD: No, but it does have a referral to Ways and Means. 120
NORMA PAULUS, Superintendent of Public Instruction: Has asked the Agency Reorganization Committee to look at education reform; we need to re-evaluate educational governance. The public understands the need to reform the system and although the public thinks we spend too much on education, they don't think they get their monies worth. Should discuss coordination between K-12, higher education, and community colleges. That lack of coordination is not cost effective and is frustrating. When the Board of Education and the superintendent both consider early intervention a priority and the state system of higher education eliminates the only program that trains Early Childhood Development specialists, there is a lack of communication. A "superboard" may not be the answer, but it is a start. In K-12 need to address the issue of permanent funding. Have to address the role of local school boards. In wake of Measure 5, ESD's per se are not the problem; it is that there are overlapping functions among districts. We need more and improved regional coordination ~ not less. We have reached the point where good things have come out of the Legislature, but no leaders to say where that puts us at. 310 SEN. TROW: For 12 years we had the Oregon Education Coordination Commission that was suppose to look at the programs. That commission wasn't popular and was eliminated. We put the money into the Governor's office to do the overview work, but that staff now is changing its focus. The Legislature has put money into this purpose. The old commission was composed of non-educators as is suggested here, and made recommendations that were not realized in the Legislature. Do you want to re-establish that or do something different?

PAULUS: Measure 5 puts us in a different arena. The Education Coordinating Commission was another governmental agency. SB 805 establishes a legislative statutory committee to address the system of education. Her office could do it just for K-12 but couldn't address all the issues in the bill because of higher education. 362 SEN. TROW: The assignment is too large for a committee that will only operate 18 months. Thinks the results will be either the group suggesting their continuation or someone else to Senate Comtnittee oo Education April 23, 1991 - 1 - e 3

continue the assignment. If you accept the AOI recommendation that they are people outside of the process, then it will take them time to learn. Need to re-look at governance; Measure 5 encourages that, but where are we going with this proposal?

PAULUS: Has several opinions on the composition of the membership. It must have strong leadership from the Legislature to be successful. Doesn't want to comment on the composition of the commission because she is too much a part of the process. 412 SEN. JOHN KITZHABER, District 23: Supports SB 805 and offers suggestions for the scope of the commission. Is concerned about how the recommendations are enacted. Draws analogies between education reform and reforms in health care. There is a parallel between basic levels of education and health care: eligibility, costs and benefits. When we run out of money in health care, we maintain the benefits and reduce eligibility. In education eligibility is defined as K-12, so we are dealing with cost and benefit definitions. Currently we are attempting to get an equal amount of money spent on each pupil regardless of the district they are in. The question is, then, what are we purchasing for the money spent on each pupil. Proposes that we will have to define basic education in the context of the resources available. We don't have a very educated debate about what a gain or a loss in school revenues and expenditures means in terms of

the services delivered to students in those districts. If a commission would evaluate the current dollars spent in education and then prioritize them, the Legislature would have a budgetary tool we could use to make the financial choices we face. SB 805 is an opportunity to set up such a process to demystify and categorize educational expenditures. Discusses Rep. Vera Katz' education reform bill. We need to prioritize education regardless of costs and based on the extent to which it is important to achieve a Certificate of Mastery.

TAPE 66, SIDE A

069 SEN. MCCOY: What about the idea to make this a legislative committee to do this task. Could legislatures be objective. It will cost either way, so why not have a committee with that charge?

SEN. KITZHABER: There is some advantage by having the task done by people without links to the system. Wouldn't object if you decided to make it a committee. The Health Services Commission dealt with priorities regardless of costs and state and federal mandates.

SEN. TROW: You can figure the costs of getting a Certificate of Mastery as suggested in Rep. Vera Katz' bill (HB 3565), but the programs needed in the next few years after that are more varied and complex. There will need to be a lot of cooperation and expense. That is where the real impact on costs will be.

112 SEN. KITZHABER: Do we know what those costs are? We know what we are spending but do not know how much results in education. If we are going to provide uniform opportunities for children, then need to break down the costs and make judgements on the most important factors. We need to define educational offerings and priorities in the context of the financial resources available and establish methods of tracking what results are obtained for the various ways educational dollars are spent.

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SEN. TROW: To define basic education as something definitive means making choices between important parts of the curriculum. Maybe Measure 5 is pushing us in the direction of having teachers working for and striking against the state. Maybe the commission should plan what education should cover and how it will be paid for.

SEN. KITZHABER: Doesn't believe we have the ability to decide the amount needed to adequately educate a student. The debate over Basic School Support isn't about the money spent on each student. 157 CHAIR GOLD: This committee has sent SB 120 to Ways and Means and deals with what you are talking about. The framework to define education is in that bill. The will is there in the Legislature, so maybe we don't need the commission. The Senate just passed a bill on district consolidation proposed by the governor's commission three years ago. The Legislature has had various education reform committee's before and has accomplished a lot. Agrees with the needs but questions another commission.

212 SEN. DUKES: Likes the idea of an outside group looking at the system. Not sure the state knows where it is going with education. Need to look at that first before a commission is started. What would the

commission look at when the state hasn't set it's priorities?

SEN. KITZHABER: State needs to know what it wants to accomplish. The bills from the House will set some goals about what students should have coming out of certain grades. We don't have the budgetary tools to make the hard choices Sen. Trow referred to. A commission process to provide that type of information to the next Legislature is important.

266 CHAIR GOLD: You would like a commission similar to the one on health care. That commission is made up of professional. Sen. Hamby suggested composing the commission of nonprofessionals. The superintendent suggested a third way. Likes to involve non-legislators in the process, but hesitates for this purpose. What are your thoughts?

SEN. KITZHABER: A mix would be best. Need educators involved in setting the goals for education.

304 SEN. TROW: When first joined the Legislature, had Governor Vic Atiyeh's SB 1 that was introduced every year. It was his definition of basic ed. Also other legislators have proposed definitions. Have had many ideas, but nothing has been established. Thinks the reason why is because it is not easily done.

SEN. KITZHABER: The reason why is because we have never linked the definition of basic education to funding. When you say what is basic education, you also say what is not basic education. You leave things out. It shortchanges some districts.

SEN. TROW: One reason for the discrepancy is that we rely on local funding for schools and local communities value education differently.

SEN. KITZHABER: It is imperative that we deal with the problem now.

SEN. PHILLIPS: Worked on SB 1 for Vic Atiyeh. Offers to bring his files for Sen. Trow. - Senate Committee on Education April 23, 1991- P - e S

363 MARILYNNE KEYSER, Director, Office of Educational Policy and Planning: Responds to the question about what would happen after attaining a certificate of mastery in the Katz bill. The Governor's Workforce Development Council would provide the oversight to determine vocational education curriculum. Business and labor need to drive the movement in vocational education because they provide the jobs. The governor plans to issue an executive order to get the joint board meetings moving on issues of mutual involvement such as the preparation of teachers and access to higher education. The role of local school and community college boards must also be addressed for school improvement. Presents written testimony (EXHIBIT C). Doesn't believe creating another commission for citizen input on education is necessary.

480 SEN. GRENSKY: "Are you campaigning or do you really expect us to believe that?" The state boards of education and higher education have been around for a long time and you expect us to believe we are going to reform the educational systems with those agencies?

TAPE 65, SIDE B

028 KEYSER: It is not an easy job. The boards have not been held accountable for what they have the responsibility to produce. With the leadership of the governor and commitment of the boards, we can address these issues.

SEN. GRENSKY: How come they haven't done it on their own then?

KEYSER: There hasn't been a directive, and doesn't think former governors have stood behind the boards. Prefers not to speak about other governors, but it would make a big difference to a board if a governor stands behind it and supports its recommendations.

SEN. PHILLIPS: Shouldn't speak for other governors. That statement is uncalled for.

KEYSER: Apologizes.

SEN. MCCOY: In the past appointed boards have acted completely on their own on their given charge. Need to accept that. Legislators also don't always follow the charge they are given by the people. In your defense, we haven't demanded anything of the education boards. They operate as they see fit.

SEN. TROW: A similar thing was asked from the Education Coordination Commission. It came back to the Legislature with proposals and recommendations, and the Legislature did not do anything. It has been as much the Legislature's fault as the boards'.

SEN. PHILLIPS: It is not appropriate to speak about past governors' administrations.

KEYSER: Accepts the advice.

SEN. TROW: If you look at the history, Gov. Goldschmidt had other priorities in the Legislature. Not criticizing that.

095 CHAIR GOLD: Has the same concerns that have been expressed about education. If this governor is trying to achieve what hasn't been achieved previously, that is great. Good luck. Senate Committee on Education April 23, 1991 - Page C

Need to use what is available.

KEYSER: Wouldn't move forward on the idea if the boards weren't willing to. Has received support from the boards. The boards are excited that the governor wants to work with them.

127 DAVID J. STEVENS-ALLEN, Citizen: Presents plan on education reform (EXHIBIT D). The commission should be free to recommend what it deems necessary. Should not restrict commission because you don't get original thinking if you prescribe what needs to be addressed. There is no possibility of equality in education because there are different opinions on what a basic education is. Explains his own educational experience and how he got through a oceanography class without studying. Need to approach education in an entirely different way.

214 SEN. TROW: You needed to approach that course in an entirely different way. You need to try to learn it. You signed up for it and must have had some interest in it.

STEVENS-ALLEN: Signed up because was required to take some science. Had no interest in science. Discusses what is necessary in education. The system should help people realize their capabilities. Wants to be part of the commission. If have the same thinker on the commission, will not

reach any solutions. Need to be more public people.

266 SEN. MCCOY: Have you been a teacher?

STEVENS-ALLEN: Yes. There needs to be more school attendance. There are too many days off for teacher conferences and report cards. SEN. MCCOY: Likes your definition of what a teacher is.

SEN. GRENSKY: Appreciates your effort to come up from Grants Pass and share concerns.

INFORMATIONAL HEARING - OREGON LITERACY SURVEY:

306 DUNCAN WYSE, Oregon Progress Board: Presents the results of the Oregon Literacy Survey (EXHIBIT E). It is the first literacy evaluation of adults ever done. Explains the testing procedure.

378 SEN. TROW: Is there one statistic for the number of literate and illiterate people in Oregon?

WYSE: No. It is not that simple because it depends on the difficulty of the question asked. It depends on how you define literacy.

SEN. TROW: So we don't know if we have any illiteracy.

WYSE: If you look at one question that has people read a newspaper article and find information it, 97% can do that. That is a good gauge to show that most people can read.

SEN. TROW: Of the prose literacy, is it safe to say that if 78% have basic literacy then 22% are illiterate?

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WYSE: No, you can say they don't have basic literacy.

SEN. TROW: If you have less than basic literacy are you illiterate?

WYSE: That is the question. It is a matter of defining literacy.

400 SEN. TROW: We are dealing in perceptions. If you are going to assess literacy, then people will want to know who is literate and who is not. That is the problem and need to know how broad it is.

SEN. MCCOY: We will find out that there are more literate people than we first realized.

WYSE: The question is: "What is literacy?" It depends on what level of literacy you believe is important. This gives you a tool to decide.

SEN. TROW: Did you pick a level?

WYSE: Yes, set standards, but they are arbitrary.

SEN. TROW: Did we establish a Benchmark?

WYSE: Yes, have set some baseline Benchmarks and now can set some goals about where the state wants to be.

451 SEN. PHILLIPS: It is easy to predict the most Oregonians can read and interpret simple documents and that skills will falter when the information gets more complex. That doesn't mean anything unless you can define basic literacy.

WYSE: Has defined basic literacy in the survey. Need to see the questions asked and we can create categories. Has defined basic literacy to set the Benchmarks. The definitions are arbitrary but they represent levels useful in tracking over time. TAPE 66, SIDE B

030 SEN. PHILLIPS: You have categorized and that is not definition.

CHAIR GOLD: The Progress Board is just trying to present a level of choices among the categories.

SEN. PHILLIPS: The report of the survey does not have a definition of any of the levels of education used in the survey. Could not interpret the findings.

WYSE: You need to go to the questions to gauge the levels of understanding.

SEN. PHILLIPS: There is no written, final definition. You categorized by drawing points on a scale.

WYSE: There is no background for tests like this. It is important for the Benchmarks because

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will be able to see how we have improved from this point.

SEN. DUKES: Whose standard of interpretation did you use for the poem?

073 WYSE: Used the Education Testing Service standard. That is a representative question.

SEN. DUKES: They determined who passed or failed. We need more information than what is here.

WYSE: Is summarizing because of time. Can provide more information if the committee wants it.

Sen. Dukes and Mr. Wyse discuss various aspects of testing.

106 SEN. TROW: Would feel better about the survey if it indicated whether Oregon had a literacy problem or not. How do we compare with other states?

WYSE: This test has only been administered once. Oregon comes out slightly better than the nation as a whole.

SEN. TROW: Do we have a lot of illiterate people? Do we need to focus

our attention here?

WYSE: The menu question that asks the person to find two items on the menu and to make change. Thirty-seven percent of Oregonians can handle that question on a regular basis. It appears that we have a quantitative literacy problem. The interpretation would be to set targets at the intermediate level of writing, math and computations.

SEN. TROW: Wants some evaluation of those areas so the state knows what to do.

WYSE: The whole point of the Benchmarks is to determine where the state is and to figure out what we need to do differently.

153 CHAIR GOLD: The testing instrument that was used, is it newer than what has previously been used?

WYSE: Yes, it was designed in the mid-80s. It is to develop profiles of populations. It is not a screening test like the SAT. It allows us to calibrate how we are doing over time.

BARGEN: In what ways is this test a first and on the leading edge in the country? WYSE: This is the first time the test has been given to an individual state and to a total adult population. It will receive national attention and a story about it will appear in tomorrow's New York Times.

183 CHAIR GOLD: Adjourns the hearing at 5:15 p.m.

Those rninutee contain materiala which paraphrase and/or surnrnalize atatemente rnade durinQ this session Only text enclosed in quotation rnarks report a speaker's exact word.. For complete content. of the proceedi gs, please refer to the tapes . Senate Committee on Education April 23, 1991- Page 9

Submitted by: Reviewed by: Angela Muniz Jan Barga Assistant
Administrator

EXHIBIT LOG: A - Testimony on SB 805 - Rep. Vera Katz - 1 page B - Testimony on SB 805 - Gary Carlson - 1 page C - Testimony on SB 805 - Marilynne Keyser - 4 pages D - Testimony on SB 805 - David J. Stevens-Allen - 98 pages E - Oregon Literacy Survey - Duncan Wyse - 27 pages

Three minute condensed 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.