

COSA WORKGROUPS

Report to the Oregon State Legislature

December 2018

Includes Policy Proposals on:

- Early Learning
- Education Workforce Development
- Social and Emotional Determinants of Health and Education



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Foreword

The recommendations described in this report are proposed by the Confederation of Oregon School Administrators (COSA) based on the feedback and participation of over 200 workgroup participants, but that does not imply the endorsement or support of any organization or individual aside from COSA.

We are currently working with workgroup participants to find final consensus on the policy proposals and build a coalition of supporters for the 2019 Legislative Session. There is broad consensus among stakeholders about making significant state investments in the three areas detailed below: early learning, the education workforce, and the social and emotional determinants of health and education.

Each of the three policy proposals will be drafted as either a House Education Committee bill or Senate Education Committee bill for the 2019 Legislative Session.

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Introduction

Background

In the summer of 2017, a representative group of Oregon superintendents held a retreat. Seeing some serious challenges on the horizon for Oregon's education system, they decided to identify three key policy areas that they could tackle to make a significant positive impact on the lives of Oregon students.

They conducted a series of regional meetings across the state and asked the same question to school leaders in every region: what are the policy issues we should focus on to most positively impact students? After five months of ongoing conversations with superintendents, principals, and other administrators, they landed on three issue areas to prioritize during the upcoming 2019 legislative session: early learning, the education workforce, and the social and emotional well-being of children.

Instead of writing their own policy proposals and bringing them to the legislature, COSA convened three open-invitation workgroups to collaboratively develop plans to address the challenges in each area. The workgroups were each given a charge to guide the work.

Early Learning Charge

Develop policy proposal(s) to: 1) create and deepen partnerships between K-12 and early learning, and 2) expand school-based early learning programs in Oregon, potentially centering on children who are not currently served by Head Start, EI/ECSE or private preschool programs, but who otherwise enter kindergarten without needed academic and social-emotional preparation.

Education Workforce Development Charge

Develop policy proposal(s) to: 1) diversify and expand the current K-12 workforce through incentives, licensure opportunities and universal mentoring, and 2) create incentive strategies for new and second-career employees, potentially including grow-your-own programs, and scholarship or debt-forgiveness programs.

Social and Emotional Determinants of Health and Education Charge

Develop policy proposal(s) to encourage healthcare organizations, CCOs, county health programs and health-focused nonprofits to partner with school districts to meet the social, emotional, mental and physical health needs of Oregon students and families.

Process

In March of 2018, the workgroups were convened. Over 200 people from across the state and across different professional industries participated in the process. Over half of the workgroup participants were not COSA members: they came from institutions of higher education, early learning partners, CCOs, government agencies, federally recognized tribes, healthcare companies, nonprofits and community-based organizations, and more.

The workgroups met monthly, in March, April, May, June, and August. The three workgroups agreed on six norms to guide the meetings and the interactions among participants: fully present, student centered, collaborative, equity of voice, active listening, and active participation. Workgroups learned together with large group speakers, worked collaboratively in small groups to brainstorm, and submitted ideas in writing.

The workgroups also agreed that equity should be front and center throughout the workgroup process. Each workgroup adopted an equity lens, utilizing the following questions:

- Whom does this decision affect, both positively and negatively?
- Does this decision ignore or worsen existing disparities or produce other unintended consequences?
- Considering the relevant data, what gaps, barriers, or opportunities can we identify?
- Are those being affected by this decision included in the process?
- Is the decision/outcome sustainable and systemic?

Subsequently, the workgroup leadership teams met to distill the input, vision, and ideas of the workgroups into policy proposal drafts. The drafts were reviewed twice by all workgroup participants, and dozens of revisions were provided in-person, over the phone, and in writing. Most of these revisions were incorporated in this current version, in an attempt to create a final product that reflected the preferences and ideas of as many workgroup members as possible.

This broad participation from dozens of stakeholder groups has created unprecedented potential for policy alignment with the Joint Committee on Student Success (JCSS). We know that the JCSS heard about the need for greater access to early learning, an expanded and diversified educator workforce, and greater investment in addressing the social and emotional needs of students all across the state. The proposals detailed in this report present a real opportunity to make major systems-level changes for Oregon's students in the 2019 Legislative Session.

Executive Summary

Below are the policy and investment recommendations of the workgroups for the 2019 Legislative Session in early learning, the education workforce, and the social and emotional determinants of health and education.

Early Learning

In 2019-21, Oregon will fund a \$190 million expansion of the Preschool Promise program to provide preschool access to 10,000 three and four-year-olds whose families have incomes at 200 percent or less of the federal poverty level and other underserved students. By 2025, all eligible children up to 200% of the poverty line will have access to high quality preschool programs.

Education Workforce Development

In 2019-21, to grow and diversify the education workforce, Oregon will invest \$16.7 million in the “Next Generation Educator Recruitment and Development Fund” to facilitate the expansion of “Grow Your Own” educator pipeline programs.

The Fund will support local and regional consortiums led by school districts and education service districts to support “Grow Your Own” programs that recruit, educate, train, and mentor individuals to become licensed K-12 educators or enter the Pre-K workforce.

Social and Emotional Determinants of Health and Education

In 2019-2021, Oregon will invest \$85 million in a Student Social and Emotional Health and Development Fund to:

- Hire and/or contract youth/student and family support professionals to work directly with students and their families to serve their health needs
- Facilitate the implementation of high quality professional development and training on social and emotional learning (SEL), mental health, and trauma-informed care (TIC) that is culturally responsive; develop recommendations for and state adoption of high quality SEL and mental health curriculum and standards; and implement other programs and initiatives that support student social and emotional development
- Form partnerships and build infrastructure between school districts and healthcare organizations for co-location/coordination of health services
- Create a statewide Data Sharing Implementation Team to eliminate barriers between healthcare and education service providers and improve data collection processes

Early Learning Workgroup

Problem Statement

Today, Oregon is serving only one-third of the children who most need preschool.

There are more than 40,000 three- and four-year-old children in Oregon whose families have incomes 200 percent of the federal poverty level or less. Decades of research clearly shows that children in low-income households benefit from access to quality preschool experiences that result in greater kindergarten readiness and success in school and in life.¹ Today, however, only about 15,000 receive quality preschool services. This means that as many as 30,000 Oregon children will enter kindergarten over the next two years without needed academic, social, and emotional preparation – and with achievement gaps already developed.²

The need for expanded preschool access for low-income children becomes more acute each year. Since the 2015 implementation of full-day kindergarten in Oregon, there is an even greater need to ensure we have supported children and families prior to kindergarten entry, and that preschool and kindergarten teachers have the tools they need to support the success of kindergarten students in a longer classroom day.

The research is clear: high-quality preschool has significant and long-lasting benefits, particularly for children experiencing poverty.³ It not only improves kindergarten readiness, but significantly reduces gaps in opportunity and achievement, including reduction in required special education services.⁴

The benefits from preschool extend far beyond just improving educational outcomes; high quality preschool programs have shown lasting benefits throughout the lifetimes of the students who attended. Students who complete a high-quality preschool program are more likely to graduate from high school and earn higher wages upon entry into the workforce, and they are less likely to engage in criminal activity and rely on social services.⁵ Expanding access to preschool, particularly for underserved children, is a financially sound investment, with the potential for three to seven dollars to be saved for every dollar spent.⁶

¹ Ansari, A., & Winsler, A. (2016). Kindergarten readiness for low-income and ethnically diverse children attending publicly funded preschool programs in Miami. *Early Childhood Research Quarterly*, 37, 69–80.

² Nores, M., & Barnett, W.S. (2014). Access to High Quality Early Care and Education: Readiness and Opportunity Gaps in America. " Center for Enhancing Early Learning Opportunities and National Institute for Early Education Research. Retrieved from http://ceelo.org/wp-content/uploads/2014/05/ceelo_policy_report_access_quality_ece.pdf

³ Gormley, W.T. Jr., Gayer, T., Phillips, D., & Dawson, B. (2005). The Effects of Universal Pre-K on Cognitive Development. *Developmental Psychology*, 41(6), 872-884. Retrieved from <http://www.iapsych.com/wj3ewok/LinkedDocuments/Gormley2005.pdf>

⁴ Barnett, W. S. (2008). Preschool education and its lasting effects: Research and policy implications. Boulder and Tempe: Education and Public Interest Center & Education Policy Research Unit. Retrieved from https://nepc.colorado.edu/sites/default/files/PB-Barnett-EARLY-ED_FINAL.pdf

⁵ Isaacs, Julia (2008). Impacts of Early Childhood Programs. *The Center on Children and Families at the Brookings Institution*. Retrieved from https://www.brookings.edu/wp-content/uploads/2016/07/09_early_programs_brief4.pdf

⁶ Yoshikawa, H., Weiland, C., Brooks-Gunn, J., Burchinal, M. R., Espinosa, L. M., Gormley, W. T., Ludwig, J., Magnuson, K.A., Phillips, D., Zaslow, M. J. (2013). Investing in our future: The evidence base on preschool education. *Society for Research in Child Development*. Retrieved from <http://srcd.org/policy-media/policy-updates/meetings-briefings/investing-our-future-evidence-base-preschool>

Policy Goal

Significantly expand access to high-quality preschool opportunities for Oregon 3-and-4-year-olds whose families have incomes at 200 percent or less of the federal poverty level, so that by 2025, 100% of all preschool-age children from low income families are enrolled in an early learning program.

All Oregon 3-and-4-year-olds should have access to high-quality preschool. Most critical, however, is providing access to high-quality preschool for our children with the greatest needs – those whose families live in communities where incomes are largely at 200 percent or less of the federal poverty level, those with developmental difficulties, and those who are traditionally underserved or furthest from opportunities. This policy aims to serve all eligible students as quickly as possible through Head Start, nonprofit providers, private providers, and school districts.

Logic Model

- Quality preschool is necessary to prepare students to succeed academically, socially, and emotionally in the K-12 system
- There are more than 40,000 eligible low-income preschool-age students, whose families have incomes at 200% or less of the federal poverty level
- The current state and federal preschool programs in Oregon (including Head Start, Oregon Pre-Kindergarten, and Preschool Promise), using a combination of public, non-profit, and private providers, only serves about 15,000 eligible low-income students
- Increasing access by 10,000 students per biennium will achieve universal coverage for the 40,000 eligible students by 2025
- Accomplishing this goal will require a significant partnership with and commitment from the K-12 public-school system; in addition to and in partnership with Head Start, nonprofit, and private provider participation increases under this proposal, extensive school district participation in the preschool expansion is needed to serve a dramatically increased preschool population in a short timeframe
- The expansion will require local and regional flexibility, collaboration, and coordination, as well as resources and infrastructure, including an investment in constructing preschool classrooms and facilities, as districts and other providers ramp up their capacity with increased state investment

Proposed Policy and Investment for Implementation

In 2019-21, Oregon will fund a \$193 million expansion of the Preschool Promise program to increase access primarily for 3 and 4-year-olds whose families have incomes at 200 percent or less of the federal poverty level and other underserved students.

Cost and Oversight

At a cost of \$11,000 per full-time child per year, about 10,000 more children can receive early childhood education by the end of the next biennium, 2021. In the first year of the biennium (2019-2020), 4,000 new children will be enrolled in a preschool program; in the second year, an additional 6,000 will be enrolled.

For the first two biennia (2019-21 and 2021-23), funds will be distributed from two accounts: planning grant funds and programmatic funds. Planning grant funds will sunset in 2023; all remaining funds will be transferred to the programmatic funding account. Planning grant funds are to be spent on developing the capacity, infrastructure, and plans for implementing a high-quality preschool program that meets each of the components of a high-quality program by full implementation in 2025. Plans should demonstrate an increase in program quality over time that corresponds with an increase in state funding. Planning grants will be capped at \$50,000 and distributed on a first-come, first-served basis to school districts and nonprofit providers for site-and-district-level planning (regional planning will be funded by Early Learning Hubs); \$2.5 million will be allocated to planning grants in the first biennium. Planning funded by these grants must include participation by school districts and community early learning partners. Applications for planning grants must be submitted to ELD by August 1, 2019 in the first year, and August 1, 2020 in the second year.

Programmatic funds are to be used to provide preschool to eligible students. When possible, these funds can be used to serve more children or to make progress toward plans to achieve high quality preschool standards, including degree attainment for early childhood educators. Additionally, districts may use programmatic funds to contract with nonprofit and private providers to meet any or all of the components of a preschool program.

Funding for the preschool expansion will be administered by the Early Learning Division (ELD) of the Oregon Department of Education (ODE). The ELD shall create a Pre-K Funding Advisory Committee that includes equal representation from early learning partners and K-12 schools (superintendents, elementary principals, and elementary teachers) to advise fund distribution until full implementation in 2025. Funds allocated to school districts will be dispersed directly to school districts.

The ELD will provide quality assurance expertise and oversight of preschool programs to support continuous improvement.

Additionally, \$10 million shall be allocated to an Equity and Community Innovation Fund. This Fund shall be distributed to school districts and nonprofit providers that offer early learning programs, including: a) early learning experiences delivered by community-based organizations with a focus on culturally-specific programming; b) innovative school and community early learning partnerships between districts and local providers; or c) existing early learning models that demonstrate evidence of success in serving 3 and/or 4 year olds whose families have incomes at 200 percent or less of the federal poverty level and other underserved students. Programs eligible for this Fund are not required to meet the target or beginning components listed below. Funding recommendations shall be made by the Pre-K Funding Advisory Committee. The ELD shall report on the impact of the funds, including on building the capacity of culturally specific organizations, the effectiveness of innovative school and community early learning partnerships, and the expansion of existing and successful early learning models.

Up to \$7 million per biennium may be used by ODE and the ELD for programmatic support and implementation assistance. Up to \$7 million per biennium may be distributed to Early Learning Hubs to provide regional collaboration, implementation, and support and to create community master plans to fund preschool and other early programs. Additionally, the Early Learning Hubs shall help coordinate enrollment across all pre-K programs to leverage all available funding streams and assist families in choosing programs that best meet their needs. An additional \$10 million will be available to districts and other providers for start-up costs, including: hiring and training staff prior to the start of the school year, renovating and furnishing facilities, and purchasing curriculum.

Additionally, up to \$2.5 million per biennium may be used among the ELD, ODE, Educator Advancement Council, community-based organizations, professional associations, and other organizations, to provide statewide and regional P-3 professional development.

Eligibility and Requirements

To be eligible for programmatic funds in first year, districts and other early childhood education providers must submit a plan to ODE by August 1, 2019 that demonstrates:

- a) how they will meet the components of a high-quality preschool program, delineated below, by the time the program is fully funded by the state by 2025, and;
- b) immediate early learning program readiness, including access to sufficient facilities, staffing, and curriculum, and;
- c) the application of an equity lens in determining which students will be served and how they will be served, and;
- d) participation in coordinated outreach and enrollment efforts with other providers in their region coordinated by the Early Learning Hubs.

To be eligible for programmatic funds in the second year, districts and other early childhood education providers must submit a plan to the ELD at ODE by March 1, 2020 that demonstrates the same qualifications.

In the event that there are more applicants than there are funds available, the ELD at ODE shall consult with the Pre-K funding advisory committee to select districts or providers based on the application of an equity lens that considers the demographics and needs of each district or provider's students. This shall include consideration of students from traditionally underserved communities and students' socioeconomic status.

High-Quality Preschool Components

Required Components – must be satisfied prior to distribution of programmatic funds

- **Class Size**
 - No more than 20 children per class
- **Adult-to-Student Ratio**
 - Two adults for each class of 18-20 students
- **Pre-K-Knowledgeable Instructional Leaders**
 - Elementary principals and preschool directors participate biennially in professional learning on early childhood education best practices
- **Facilities**
 - Facilities meet essential standards for safety and developmental appropriateness

Target and Beginning Components – Beginning Components must be met prior to distribution of programmatic funds; Target Components must have a plan for completion by 2025 with full funding

- **Qualified Teachers**
 - *Beginning Component:* Two adults, at least one of whom is working toward an AA or BA, or will be within the first year
 - *Target Component:* Lead teacher with a BA or AA degree in early childhood education or related degree, and assistant teacher with or working toward a degree in early childhood education or related degree
- **Instructional Time**
 - *Beginning Component:* Half day equivalent to kindergarten, approximately 450 hours annually
 - *Target Component:* Full day equivalent to kindergarten, approximately 900 hours annually
- **Compensation Parity**
 - *Beginning Component:* Plan to achieve compensation parity (preschool teachers with bachelor's or master's degree and teaching licenses) by 2025

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- *Target Component:* Compensation parity between preschool teachers and elementary school teachers
 - **Professional Learning Plan for Teachers**
 - *Beginning Component:* Plans developed to provide ongoing professional development and degree attainment support for new teachers
 - *Target Component:* Ongoing professional development, including coaching and mentoring provided to new teachers; support for teachers to obtain their BA and AA degrees
 - **Curriculum**
 - *Beginning Component:* Plan to align curriculum with the Head Start Early Learning Outcomes Framework⁷ and use formative assessments to inform instruction by the 2020-2021 school year
 - *Target Component:* All Pre-K curricula aligned to early learning standards with formative assessments used to inform instruction
 - **Culturally Responsive Practices**
 - *Beginning Component:* Plan developed to ensure all teachers are trained in culturally responsive practices that honor and represent the cultures, languages, and practices of the children and families they serve
 - *Target Component:* All teachers trained in culturally responsive practices
 - **Dual Language Learners (DLLs) Support**
 - *Beginning Component:* Plan developed to ensure instructional practices are research-based and appropriate for DLLs; plan to support families in developing their children's home/native language skills at home
 - *Target Components:* Instructional practices are research-based and appropriate for DLLs; programs support families in developing home/native language skills
 - **Inclusion**
 - *Beginning Component:* Plan developed to achieve target component
 - *Target Component:* All children with developmental delays and disabilities are served in the least restrictive environment with appropriate support; instances of suspension and expulsion should be minimized
 - **Family Engagement and Support**
 - *Beginning Components:* Plan developed to implement family engagement strategies, connect families to support services, provide adequate transportation for students, and work in partnership with families to support children's learning and development
 - *Target Components:* Implemented family engagement strategies, including home visits, system that connects families to support services, and transportation for all students
 - **P-3 Alignment/Transition to Kindergarten**
 - *Beginning Component:* Plan to align pre-K with K-3 curriculum and instruction and smoothly transition students and families from pre-K to K

⁷ Oregon Department of Education Early Learning Division (2017). "Early Learning Standards." Retrieved from <https://oregonearlylearning.com/parents-families/kindergarten-ready/early-learning-standards/>

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- *Target Component:* Fully aligned curriculum and instruction; established transition program between pre-K and K
 - **Home Visits**
 - *Beginning Component:* Plan to implement universal home visiting that includes social-emotional and behavioral developmental screening for children, including coordinated referrals to family support and early learning programs to intervene early in addressing developmental gaps in young learners
 - *Target Component:* Implemented home visiting program including agreements with local service providers and other agencies conducting home visits

Districts and other providers may submit a request for a component waiver to ELD at ODE in the event that special circumstances prevent them from complying in the first two bienniums.

Desired Outcomes and Investment Principles

This policy aims to develop a robust early childhood education system that will provide developmentally appropriate preschool to underserved children – a big step toward a universal statewide pre-K. With sustained investment, over half of all eligible children will be enrolled in a preschool program by 2023; all eligible children will be in a high-quality preschool program by 2025.

By investing in an expansion of the Preschool Promise program, we will:

- Embrace and develop the cultural and linguistic strengths of each community’s children.
- Allow communities and regions to have the flexibility to design and implement programs that meet the needs of their families and children.
- Encourage local and regional partnerships between K-12 and early learning, including Head Start, EI/ECSE, community-based organizations, Early Learning Hubs, schools, districts, and ESDs.
- Support implementation of effective parent and family engagement strategies, including home visits.
- Find opportunities for preschoolers and their families to benefit from partnerships with health and human services providers.
- Remove barriers to access, including lack of transportation and lack of affordable before- and after-school childcare.
- Serve children throughout Oregon, regardless of geographical challenges.
- Develop and expand Oregon’s preschool workforce.

Education Workforce Development Workgroup

Problem Statement

The Pre-K-12 education workforce in Oregon is heading for a crisis on two major fronts.

On one front, early education providers, school districts, and education service districts are experiencing greater difficulties finding qualified educators to fill open positions. Staff retirement trends and high levels of attrition within the first five years of entering the profession are creating unfilled openings without enough qualified applicants. There are acute shortages in crucial academic content areas and geographic regions across Oregon⁸. Many high quality potential candidates are choosing to forego the field of teaching altogether in favor of other professions because of increasingly challenging classroom conditions, often due to unmet social and emotional needs of the students they serve. While there is not one single reason that explains why teachers and educators leave the profession, commonly stated reasons include: not enough time and support to do the job well, placement of the least experienced educators with students who need the most supports, growing class sizes, a feeling of undue focus on testing and data and a feeling of diminished respect for the profession. Add in a competitive job market with better economic prospects for similar levels of education and the cycle of turnover is perpetuated.

On another front, culturally and linguistically diverse students make up more than a third of our current students and demographic trends show this increasing significantly in the near term; the vast majority of teachers and educators in Oregon are white. While some progress has been made closing the diversity gap in our workforce⁹, without significant emphasis on recruiting and retaining the next generation of diverse educators, this gap will persist and grow. In addition to not adequately representing the changing demographics and diversity of Oregon, this gap has serious consequences for Oregon's students. Research has shown that teachers of color can improve academic and social outcomes, particularly for students of color, including reducing the dropout rate and improving students' sense of happiness and motivation¹⁰¹¹.

Almost 28% of Oregon's K-12 education workforce is eligible to retire today¹² and there is not a statewide plan to significantly increase the number of licensed educators in the development pipeline. Failure to address this gap will negatively impact the educational outcomes and opportunities of Oregon's students.

⁸Oregon Department of Education (2014). Understanding and identifying teacher shortage areas in Oregon. Retrieved from <https://www.ode.state.or.us/wma/researchteacher-shortage-final-report.pdf>

⁹ Chief Education Office (2018). 2018 Oregon Educator Equity Report. Retrieved from http://education.oregon.gov/wp-content/uploads/2018/06/CEdO_Educator-Equity-Executive-Summary_2018-WEB.pdf

¹⁰ Gershenson, S., Hart, C.M.D., Lindsay, C.A. & Papageorge, N.W. (2017). The long-run impacts of same-race teachers. *IZA Institute of Labor Economics*. Retrieved from <http://ftp.iza.org/dp10630.pdf>

¹¹ Egalite, A. & Kisida, B.(2016). The effects of teacher match on academic perceptions and attitudes. Retrieved from <https://ced.ncsu.edu/wp-content/uploads/2015/07/Egalite-Kisida-Teacher-Match-WorkingPaper-June-2016.pdf>

¹² Taylor, Marjorie (2018). Senate Bill 5537 (2013) Budget Note - Q2 2018 Retirement Data and Annual Report. Public Employees Retirement System.

There is no “quick fix” to this challenge. Oregon needs to make a significant, ongoing investment in developing our educator workforce to better serve the needs of our students. Classroom conditions will not improve until Oregon makes progress toward Quality Education Model Funding, invests significantly in programs to improve the social and emotional health of children, provides high quality preschool opportunities to the nearly 30,000 three and four year olds in Oregon who desperately need it, and fully funds the mentoring and professional development needs of all Oregon educators.

These challenges have not gone unnoticed by policymakers, educators, or the Legislature; there is important work happening across the educator pipeline. The Educator Advancement Council has been engaged in the work of improving systems of support for educators along the educator advancement continuum. The Teacher Standards and Practices Commission is actively engaged in removing barriers to the diversification of the workforce. The Higher Education Coordinating Commission coordinates Educator Equity Planning on a biennial basis with Oregon’s public university educator preparation programs and administers the Oregon Teacher Scholars Grant Program that provides financial support to linguistically and ethnically diverse teacher candidates. The Educator Equity Advisory Group is committed to diversifying the educator workforce and improving cultural responsiveness in schools and helps inform the Oregon Educator Equity Report.

Long Term Policy Goals

To grow and diversify the Pre-K workforce and K-12 licensed educator workforce statewide, utilizing the Oregon Equity Lens in the development and implementation of programs and practices that emphasize the need to recruit, retain, and mentor staff of color and bilingual staff in culturally responsive ways. The workgroup suggests a focus on four policy areas:

- Support For “Grow Your Own” efforts to develop teachers and staff – including the creation and expansion of district sponsored partnerships and pathways to employment in Pre-K and endorsement/licensure in K-12.¹³
- Identification and removal of barriers to expand and create new pathways for individuals, such as those seeking a second career, current school staff and paraeducators, retirees, professionals and other community members, to enter the Pre-K workforce or become licensed K-12 professionals.

¹³ We recognize that supporting the development of a quality early childhood workforce will require a more robust conversation in the future. To address the unique challenges of the early childhood workforce (compensation, higher education pathways, certification, and professional standards) will require long-term solutions in addition to “Grow Your Own” opportunities for pre-K employment.

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- Creation of, and funding for, incentive programs to remove financial obstacles to becoming a licensed educator. These could include, but are not limited to, loan or debt forgiveness, scholarships, internships, stipends or paid practicums.
 - Development, implementation and expansion of culturally responsive programs and practices to recruit, retain, and mentor staff of color and bilingual staff in the Pre-K workforce and for licensed K-12 professionals.

Proposed Policy and Investment for Implementation

In 2019-21, Oregon will invest \$16.7 million to facilitate the expansion of “Grow Your Own” licensed educator pathways with the creation of the “Next Generation Educator Recruitment and Development Fund.”

“Grow Your Own” licensed educator pathways help to develop and diversify the Pre-K-12 education workforce. There are many examples of successful partnerships and collaboration already in existence between local districts, institutions of higher education, and community organizations; Oregon must invest in existing programs and provide the resources to launch new partnerships to scale up statewide.

Program Description, Cost and Oversight

Oregon will create the “Next Generation Educator Recruitment and Development Fund,” to be administered by the Oregon Department of Education (ODE) as a grant-in-aid type program. Program structure will be similar to how the Office of School Facilities distributes grant monies, how Measure 98 funds are overseen and distributed, and how Regional Promise Grant funds are distributed. A school district, education service district, or any combination of the two must serve as the fiscal agent of the “Grow Your Own” consortium; they are encouraged to partner with early childhood education programs, public and/or private institutions of higher education including community colleges, community based organizations, nonprofits, Oregon’s federally recognized tribes or any combination of these organizations and institutions.

While there are significant workforce needs identified by the Educator Advancement Council and others, this program is specific to scaling up and expanding “Grow Your Own” type programs by providing a dedicated source of state funding for the first time and is meant to be complementary to all of the other work in this field. These programs are happening currently without state direction or funding; this proposal is about scaling up one proven solution to Oregon’s education workforce challenges.

It should be emphasized that this is not a “competitive” grant process. Funding is available if described standards are met, unless the program funds are oversubscribed. Only at this point will ODE staff engage the advisory committee to help prioritize funding requests based on set

program criteria (see Figure 1). The Fund will be used to allocate matching funds at a 3:1 match level, with up to \$3 from the state allocated for each \$1 spent by local partners. State funding maximum is \$5,000 per candidate per school year or academic year.

Funding needs for the 2019-21 biennium are \$16.7 million dollars to pay for initial planning and administration costs, funding for middle and high school cadet programs, and a 1,000-participant cohort during the 2019-20 school year and two 1,000-participant cohorts during the 2020-21 school year; each active educator cohort will receive \$5 million per year. Each cohort participant in a college credit bearing program (dual credit/accelerated learning, community college or university) would be eligible for up to \$5,000 from the fund per academic or school year for a maximum of 4 years or \$20,000 per candidate. For cohort participants enrolled in post-secondary programs, the consortium must demonstrate that the candidate has utilized all financial aid sources before receiving funds.

At this funding level, program requirements would be \$5 million during the first year, \$10 million during the second year, \$15 million during the third year and \$20 million during the fourth year and each subsequent year. The program would be capped at a maximum of four cohorts operating at a given period of time. During the 2023-2025 biennium, full implementation of the “Grow Your Own” Fund would require \$40 million (per biennium). Program scale up would look like:

- 2019-20 - 1 cohort (\$5 million)
- 2020-21 - 2 cohorts (\$10 million)
- 2021-22 - 3 cohorts (\$15 million)
- 2022-23 - 4 cohorts (\$20 million)
- 2023-24 and each subsequent year - 4 cohorts (\$20 million)

Up to \$500,000 of the fund in the first biennium may be allocated for planning grants, capped at \$25,000 each. These will be distributed to all eligible applicants. In the event of more requests than funding available, priority consideration will be given to applicants who are forming a new “Grow Your Own” partnership. Planning grants may be used for administrative work or staff time needed to develop proposals and facilitate partnership agreements to create “Grow Your Own” pathway programs. This is a one-time expenditure to help scale up the program.

Up to \$250,000 of the fund may be distributed to middle school or high school “teacher-cadet” type programs at a maximum of \$500 per participant. (Ongoing funding requirement)

The Oregon Department of Education will receive up to \$350,000 per biennium to support the administration of the fund, including at least one full time program administrator. (Ongoing funding requirement)

The Teacher Standards and Practices Commission will receive up to \$300,000 per biennium to support local “Grow Your Own” efforts and licensure “barrier busting.” Additionally, the Educator

Advancement Council will receive up to \$300,000 per biennium to support regional “Grow Your Own” efforts and coordinate related Council work. (Ongoing funding requirement)

ODE shall coordinate program implementation with the work of the Educator Advancement Council and the Educator Equity Advisory Group in regards to efforts to diversify Oregon’s education workforce. ODE shall convene an advisory committee to provide counsel on program implementation, rulemaking, and guidance on distribution of funds (if necessary). At least quarterly, the Oregon Department of Education will convene an advisory committee consisting of 13 members, including:

- One member representing the Educator Advancement Council;
- One member representing the Teacher Standards and Practices Commission;
- One member representing Oregon public post-secondary education or schools of education;
- One member representing the State Advisory Council for Special Education (SACSE);
- One member representing the Educator Equity Advisory Group
- One member representing a community based, culturally specific African-American organization;
- One member representing a community based, culturally specific Latino organization;
- One member representing a community based, culturally specific Asian-Pacific Islander organization
- One member representing Oregon’s federally recognized tribes;
- One member representing the Oregon Education Association;
- One member representing the Confederation of Oregon School Administrators;
- One member representing school districts or education service districts that sponsor a “Grow Your Own” consortium; and
- One member representing students enrolled in a “Grow Your Own” program.

Eligibility and Requirements

A school district or education service district shall be the fiscal agent for all applications; they are encouraged to partner with early childhood education programs, public and/or private institutions of higher education including community colleges, community based organizations, nonprofits, Oregon’s federally recognized tribes or any combination of these organizations and institutions. To be eligible for funding, applications must meet the baseline standards outlined in Figure 1.

In the event that there are more eligible requests for funding than available funds, ODE shall, in coordination with the advisory committee, prioritize requests using the criteria for target standards outlined in Figure 1. Proposals that meet the most target standards shall be selected first.

Students eligible to be part of “Grow Your Own” cohorts include those enrolled at public high schools, community colleges, undergraduate programs, and graduate programs. In order to receive funding, the participant must be pursuing or intend to pursue a career as a pre-K educator or in a licensed educator field as determined by the Teaching Standards and Practices Commission, including: all types of licensed teachers, school and district administrators, school counselors, school social workers, school nurses, and school psychologists.

Funds may be spent on any costs related to the planning, development, and implementation of a “Grow Your Own” program, including: staff salaries and benefits, management services, tuition, books, academic supplies, travel stipends, technology stipends, paid internships, loan forgiveness, paid practicums, paid residencies, mentoring programs, and professional development.

Approved applicants will be required to report back to ODE the following data points:

- a) The demographics of the students/participants in the “Grow Your Own” program
- b) Retention rates of program participants as compared to other district staff
- c) Length of employment in a sponsoring district or consortium region

This data will be used by ODE to evaluate program effectiveness.

Examples of Programs that could be funded if they meet Baseline Standards include:

- Regional consortium facilitated by ESDs
- Early Childhood Pipeline
- Early Learning Professional Development Consortium - Connecting the early childhood workforce to higher education professional pathways
- Accelerated learning/dual credit courses for current high school students
- Education CTE programs at middle and high schools, such as “Teacher Cadet” programs, that have an articulated pathway to a community college or 4-year program of study
- Salem/Hillsboro/WOU models
- Paraeducator pathway models (SOU and KCC)
- Targeting high school juniors and seniors fluent in a second language to consider education as a profession
- EOU Oregon Teacher Pathway
- Paid teacher “residencies”
- Service scholarships and loan forgiveness programs
- New and aspiring superintendent and principal academies
- High school career pathway
- Rural Teachers Pathway Project: Lincoln County SD, Tillamook SD, Tillamook CC, Oregon Coast CC, and WOU

- CTE instructor apprenticeship program - Clackamas Community College
- Albina Head Start early educator program
- Portland Teacher Program (PSU - PCC - PPS) and other PSU partnerships to recruit diverse teachers

Figure 1: Required Components of “Grow Your Own” Proposals

Component	Baseline Standard	Target Standard - If Funds Are Oversubscribed
Candidate Recruitment	Racially and linguistically diverse candidates are intentionally recruited	Community organizations and/or Federally Recognized Tribes are formal recruitment and retention partners Program has developed a comprehensive wrap-around retention plan that includes community outreach
Mentoring	At least two years of culturally responsive mentoring is embedded for all participants	In addition to culturally responsive mentoring, program demonstrates commitment to developing and engaging affinity mentors
Meaningful Pre-Service and New Educator Experiences	All participants receive training to prepare them to meet the social and emotional learning needs of students All participants receive cultural competency training	All participants are exposed to Oregon’s culturally relevant programs in Oregon, including: ethnic studies requirements, Native American Tribal curriculum, the African American Student Plan, the statewide ELL Plan, and the American Indian/Native Alaskan plan.
Transferability of Credits	Demonstration of transferability of academic credits between all institutions participating in the program	Demonstration of expanded and/or universal transferability of academic credit through the Oregon Transfer Module (OTM) or other statewide transfer structure

<p>Improved Hiring and Human Resources Practices</p>	<p>Hiring practices in each participating consortium focus on training to recruit a diverse workforce, including implicit bias training or anti-bias training.</p>	<p>Participating consortiums demonstrate growth/progress toward a workforce that is reflective of the students that it serves</p>
<p>Service Commitment</p>	<p>Candidates shall agree to work in a sponsoring school district for at least two years*</p>	<p>Candidates shall agree to work in a sponsoring school district for at least four years*</p>

**Service commitment is voided if the sponsoring school district does not fulfill program requirements for length of term of service.*

Desired Outcomes and Investment Principles

A high quality teacher is one of the most important factors in improving educational outcomes for students. Second only to a high quality teacher in improving educational outcomes is a high quality school and district leader. Research has proven that diversification of the education profession increases the academic success of students of color and a racially and linguistically diverse workforce benefits all students.

But teachers and educators are not widgets - they are individuals with differing goals, motivations and dreams. We will not be successful in recruiting new educators and retaining the ones we have without improving the conditions and experiences of all educators, providing supports for current and future teachers and elevating the profession in the communities our educators serve. “Grow Your Own” programs are one piece of this complex puzzle.

By investing in “Grow Your Own” teacher and educator pathways we will:

- Improve student outcomes by creating a workforce more reflective of student demographics.
- Improve the teaching experience for new educators.
- Grow and expand the available pool of Pre-K-12 educators.
- Diversify the workforce by increasing the number of educators of color and bilingual educators and educators of other underrepresented groups that are recruited and retained.
- Improve the visibility and status of educators in the communities they serve.

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- Ensure that the needs of districts and programs in high poverty and rural, remote parts of Oregon can develop educators to address recruiting challenges.
 - Improve mentoring for racially and linguistically diverse underrepresented educators and ensure that mentors are appropriate affinity matches.
 - Provide more supports for new educators entering the system.
 - Improve pre-service and new educator experiences by integrating culturally responsive practices and the skills to better serve the social and emotional needs of students.
 - By 2025, expand the number of educators entering Oregon's workforce by 1000 per year.
 - Build more meaningful relationships between students, families, and the educators who serve them.
 - Increase the retention of new educators, saving school district(s) resources.
 - Develop teachers with the capacity to incorporate the Oregon Equity Lens in their teaching and culturally relevant practices to meet the needs of the students, communities and districts they serve.

Social and Emotional Determinants of Health and Education Workgroup

Problem Statement

Oregon’s students face obstacles outside of the classroom that have major impacts on their ability to succeed academically and in life. Poverty, abuse, neglect, household dysfunction, and other traumatic experiences can not only impair students’ cognitive abilities, but they can have lasting negative social, emotional, and physical health consequences throughout the life of a person.¹⁴ Students experiencing trauma walk into Oregon classrooms every single day, and our schools lack the resources and infrastructure necessary to support them, leaving thousands of kids without adequate tools and strategies to deal with their experiences in a healthy and productive way.

In Oregon, the frequency of these traumatic experiences, and their consequences for students, are startling. According to OHA data, 62% of Oregonians have experienced at least one adverse childhood experience.¹⁵ Moreover, 315,000 kids are eligible for free or reduced lunch in Oregon, meaning their families have incomes at 185% of the federal poverty level or less.¹⁶ Furthermore, 18.2% of 11th graders report having seriously considered attempting suicide in the last year.¹⁷ Over 30% of 8th graders report being bullied at school and 21.7% of high school juniors report having been hit or physically injured by an adult.¹⁸ These traumatic experiences affect students across the socioeconomic spectrum and all across Oregon.

Our goal as a state is to support all students and to help every student be successful, in school and beyond. Today, many of our systems do not adequately support students aiming to achieve that goal. Our schools, if given the proper resources, can help end the cycle of trauma for students.

Policy Goal

To improve the social, emotional, mental, and physical health, well-being, and academic capacity of Oregon’s students by expanding school-based access to mental and physical health supports and services.

Every student in Oregon deserves to have access to the support and care they need to productively cope with trauma so they can succeed in school and in life. Adverse childhood

¹⁴ Felitti, V.J., Anda, R.F., Nordenberg, D., Williamson, D.F., Spitz, A.M., Edwards, V., Koss, M.P., Marks, J.S. (1998). Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults. *American Journal of Preventive Medicine*, 14(4), 245-258. Retrieved from [https://www.ajpmonline.org/article/S0749-3797\(98\)00017-8/abstract](https://www.ajpmonline.org/article/S0749-3797(98)00017-8/abstract)

¹⁵ Mandell, D. (2014). "The Adverse Childhood Experiences Study." *The Ford Family Foundation*. Retrieved from <http://www.tfff.org/sites/default/files/ACEStudyReport.pdf>

¹⁶ Partners for Hunger Free Oregon (2018). "Free School Meals." Retrieved from <https://oregonhunger.org/free-school-meals/>

¹⁷ Oregon Health Authority (2018). "Oregon Healthy Teens Survey State Report." Retrieved from https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2017/2017_OH_T_State_Report.pdf

¹⁸ Ibid.

experiences and traumatic events disproportionately impact low-income and historically underserved students and negatively affect their opportunities to learn and achieve academic outcomes;¹⁹ it is critical to not only stop the cycle of trauma for these students, but to provide the resources and teach the skills that they need to be successful and ensure there is equitable access for all students. Research has shown that arming students with the tools to deal with trauma, including teaching resilience, can negate some of its negative consequences.²⁰ Embedding social and emotional learning programs into school experiences can yield positive changes in the attitudes, behavior, and academic performance of students.²¹

While schools alone cannot address the unmet social and emotional needs of students, schools are uniquely positioned to deliver many of these critical services to children and their families -- but they need the resources to make it happen.

Proposed Policy and Investment for Implementation

In the 2019 legislative session, Oregon will improve student outcomes by supporting the social, emotional, mental, and physical health needs of underserved students by investing \$85 million in a Student Social and Emotional Health and Development Fund in the 2019-2021 biennium. The fund will be used to:

- 1) Hire and/or contract youth/student and family support professionals to work directly with students and their families to serve their health needs, including social and emotional health and well-being**
- 2) Facilitate the implementation of high quality professional development and training on social and emotional learning (SEL), mental health, and trauma-informed care (TIC) that is culturally responsive; develop recommendations for and state adoption of high quality SEL and mental health curriculum and standards; and implement other programs and initiatives that support student social and emotional development**
- 3) Form partnerships and build infrastructure between school districts and healthcare organizations, including state agencies, Coordinated Care Organizations (CCOs), county government, and community nonprofits for co-location or coordination of health services**
- 4) Create a statewide Data Sharing Implementation Team that will eliminate barriers between healthcare and education service providers**

¹⁹ Goodman, R. D., Miller, M. D., & West-Olatunji, C. A. (2012). Traumatic stress, socioeconomic status, and academic achievement among primary school students. *Psychological Trauma: Theory, Research, Practice, and Policy*, 4(3), 252–259. Retrieved from <http://psycnet.apa.org/record/2011-18534-001>

²⁰ Bethell, C.D., Newacheck, P., Hawes, E., & Halfon, N. (2014). Adverse childhood experiences: Assessing the impact on health and school engagement and the mitigating role of resilience. *Health Affairs*, 33(12), 2106–2115. Retrieved from <https://www.healthaffairs.org/doi/full/10.1377/hlthaff.2014.0914>

²¹ Durlak, J.A., Weissberg, R.P., Dymnicki, A.B., Taylor, R.D., & Schellinger, K.B. (2011). The impact of enhancing students' social and emotional learning: A meta-analysis of school-based universal interventions. *Child Development*, 82(1), 405–432. Retrieved from <https://eric.ed.gov/?id=EJ927868>

Acceptable expenditures from the fund include:

- Programs to improve and/or assess school climate and culture, including initiatives to build school community and school relationships
- Programs or services that support historically underserved, marginalized, and oppressed students and their families, including students of color, students of underrepresented races and ethnicities, LGBTQ students, and students with disabilities
- Implementing early indicator and intervention systems or multi-tiered systems of support
- Developing partnerships with healthcare organizations, government agencies, and community nonprofits
- ACEs screenings conducted by trained professionals that are designed to connect students and families to services
- Professional development and training for staff
- Purchasing or developing relevant curriculum
- Assessment of social and emotional skills
- Expenses associated with co-location or coordination of health services with government agencies, CCOs, or healthcare providers
- Suicide prevention efforts
- Recognizing, prioritizing, and building student voice
- Fostering school employee health, well-being, and resilience, including improving physical space for staff, to improve working conditions
- Implementing home visit programs and other family engagement strategies
- Implementing and training staff on the use of data collection tools

Acceptable student support professionals that serve the social, emotional, mental, and physical health needs of students include:

- Counselors
- Social workers
- Behavioral specialists
- Child development specialists
- Mental health specialists
- Nurses
- System Navigators
- Family engagement specialists
- Youth and family support specialists
- School psychologists and psychologists

Fund Cost and Oversight

The Fund will be administered by the Oregon Department of Education (ODE) and be made available to both individual districts and consortiums of districts, including Education Service Districts (ESDs), to apply for.

ODE will oversee the distribution of funds and shall create an advisory committee that includes members from the Oregon Health Authority (OHA), associations of education professionals, research and implementation experts, and other relevant nonprofit organizations, including healthcare and community-based organizations, to advise ODE on fund distribution.

The funds will be allocated to districts and ESDs on a per-pupil basis using their Average Daily Membership (ADMw). No district shall receive less than \$10,000.

Districts, ESDs, or consortiums of districts applying together, may access the money allocated to them by submitting a proposal to ODE following the guidelines delineated below in the Eligibility and Requirements section.

Up to 5% of the fund may be used biennially by ODE to support and implement the funding program.

Eligibility and Requirements

To be eligible for an award, school districts, ESDs, or consortiums must submit a proposal to ODE by August 1st of each year. Proposals must demonstrate:

- a) An accounting of how the funds will be allocated;
- b) A rationale that explains the likely impact of the requested funds on the unmet social, emotional and mental health needs of students their district or districts;
- c) The application of an equity lens in the proposed allocation of fund dollars

In the event that there are unused funds available after fulfilling all eligible proposals, money shall be rolled over to the next biennium.

Curriculum, Training, and Professional Development on SEL and Mental Health

The Oregon Department of Education shall convene representatives from relevant state agencies, nonprofit associations, and content area specialists to create a list of recommended or approved curriculums and trainings for school employees, including teachers of all content

areas, related to social and emotional learning, trauma informed care, and other student mental health issues. Represented groups shall include: ODE, OHA, the Department of Human Services (DHS), Trauma Informed Oregon, community-based organizations, healthcare and mental health organizations, federally-recognized Native American tribes, the Confederation of Oregon School Administrators (COSA), the Oregon Association of Education Service Districts (OAESD), the Oregon Education Association (OEA), and student and family representatives (with focused outreach to students of color, LGBTQ students, foster youth, and other historically marginalized populations), among others. This group will consider existing state and national standards when evaluating curriculums and trainings, and the group will ensure that the lived experiences of students are considered in their recommendations.

Data Sharing Implementation Team

ODE shall convene a cross-sector, cross-agency team with representatives from OHA, DHS, healthcare providers, COSA, OAESD, OEA, and the Oregon School Boards Association, as well as others. This group is charged with four responsibilities:

- a) Breaking down the barriers that prevent communication between state agencies, healthcare providers, and schools about critical student information;
- b) Enhancing statewide participation in existing data collection tools, including the Oregon Healthy Teens survey and the Oregon Student Wellness survey;
- c) Improving the alignment, timing, and content of existing data collection tools.
- d) Encouraging the use of all available databases to help identify children in need of social, educational, and medical supports and provide timely intervention.

The team shall complete its work by 2021.

Desired Outcomes and Investment Principles

These policies aim to significantly expand the health services offered to students by providing resources designated specifically for meeting the social, emotional, mental, and physical health needs of their students.

By investing in building our schools' capacity to support their student's social and emotional needs, we will make progress to:

- Increase the 4-year cohort graduation rate and the 5-year completer rate
- Reduce chronic absenteeism and provide greater access to the full school day and full school year for all students
- Dramatically expand the workforce of student and family support professionals who are trained to support students experiencing trauma and other at-risk students and their families

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- Increase the frequency of co-location and coordination of mental health and other health services with schools and healthcare organizations
 - Address gaps in student learning and improve academic performance
 - Intervene and interrupt adverse childhood experiences
 - Build emotional resilience in students and family units
 - Decrease unnecessary special education referrals
 - Reduce behavior referrals and other forms of student discipline
 - Improve the climates and cultures of Oregon's schools and reduce the negative consequences of unmet student needs, including bullying and harassment, suicide, and abuse
 - Improve the health, safety, and happiness of students
 - Provide greater services to the most underserved students and promote equity
 - Improve the health and well-being of educators and school employees
 - Build meaningful relationships among students, their peers, and adults
 - Encourage school and district innovation for delivering social and emotional health services to students and staff
 - Serve students throughout Oregon, regardless of geography
 - Improve and coordinate state systems for delivering social, emotional, mental, and physical health services