



# Oregon's Quality Education Model (QEM)

Joint Committee on Public Education Appropriation

John Rexford, Chair

September 8, 2023

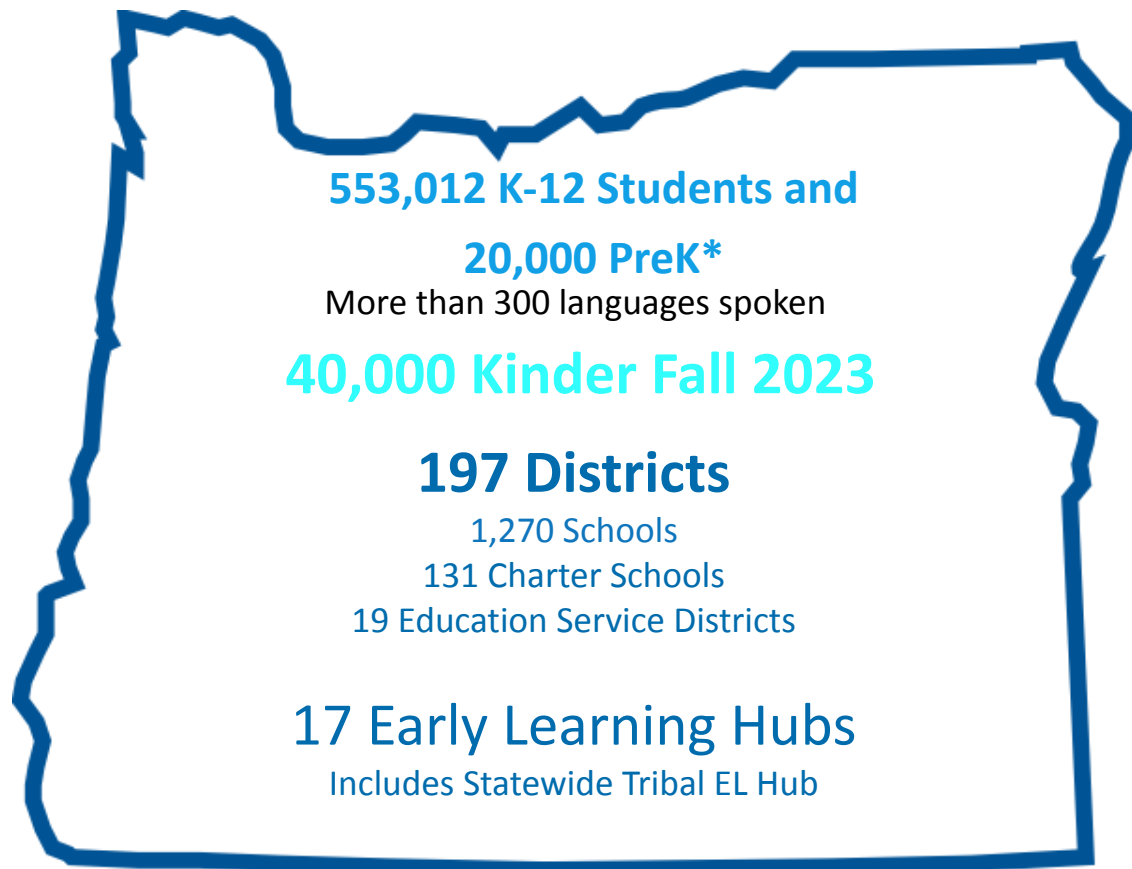
2:00 PM

# Oregon's System Serves

“We just came out of a pandemic and our students need all the support we can give them. We also just came out of the session that has multiple layers of legislation. And so I think, as a state agency, we do need to lean more towards accountability and support to ensure that we deliver on the promise of a high-quality education for our students.”

- Dr. Charlene Williams, Director,  
ODE

2022-23 Data



# Student-Centered

ODE began piloting the Student Educational Equity Development Survey ([SEED Survey](#)) in the spring of 2021; the survey centers students and their lived experiences in Oregon's Education system. [House Bill 2656](#) (2022) requires districts to provide students in Grades 3-11 an opportunity to participate in the SEED Survey.

One example, from an ODE Research Brief, titled, "[In Their Own Words](#)"

- "Is there anything else about your school that you would like to share?"

**"Everyday I look forward to coming to school. The teachers are nice and smart. The students are entertaining. My friends are so kind and supporting. I love it very much!"**

**"The school is very negative, a lot of the students spew hate instead of kindness and we don't learn enough about topics such as race and racism, [N]ative [A]mericans, and other stigmatized communities."**

**My school is not very safe for LGBTQ people (who face [harassment] daily with acts of physical violence, verbal harassment), microaggressions, and vandalization) and generally most people that aren't heterosexual, white, and male.**

# QEM Topical Agenda

- Statutory Requirements
- State Educational Goals
- Quality Education Model (QEM)
  - Report
  - Education Costing Models
  - Methodology Review
  - Funding Estimates
- Quality Education Commission (QEC) Priorities for the 2024 Report
- Questions

# ORS 329 - QEC & QEM Statutes

- 11-Member QEC appointed by Governor Kitzhaber in 2000 to refine the recently-developed QEM
- Professional judgement model based on three prototype schools Elementary (360 students), Middle (500 students), and High (1,000 students) and best practices,
  - *“Those best practices shall be based on research, data, professional judgment and public values.”*
- Incorporates actual prior costs accounting for inflation & enrollment changes, combined with regression models, to predict cost of moving Oregon’s K-12 public education system to Oregon’s quality goals

# ORS 329.015 Oregon's Educational Goals

**329.015 Educational goals.** (1) The Legislative Assembly believes that education is a major civilizing influence on the development of a humane, responsible and informed citizenry, able to adjust to and grow in a rapidly changing world. Students must be encouraged to learn of their heritage and their place in the global society. The Legislative Assembly concludes that these goals are not inconsistent with the goals to be implemented under this chapter.

(2) The Legislative Assembly believes that the goals of kindergarten through grade 12 education are:

*(a) To equip students with the academic and career skills and information necessary to pursue the future of their choice through a program of rigorous academic preparation and career readiness;*

*(b) To provide an environment that motivates students to pursue serious scholarship and to have experience in applying knowledge and skills and demonstrating achievement;*

*(c) To provide students with the skills necessary to pursue learning throughout their lives in an ever-changing world; and*

*(d) To prepare students for successful transitions to the next phase of their educational development.*

# ORS 327.506 - QEM Report

- [ORS 327.506](#) - QEM Report is due to the legislature no later than August 1 of each even-numbered year and must present,
  - “...at least two alternatives for meeting the quality goals. The alternatives may use different approaches for meeting the quality goals or use a phased implementation of best practices for meeting the quality goals.”

# QEM Estimates

The QEM estimates the statewide cost of delivering a system of K-12 education for:

## Current Service Level (CSL)

- A baseline case that is based on providing status quo levels of school expenditure, adjusted for input cost and enrollment changes
- Incorporates actual costs not reflected in DAS's CSL calculations

## The fully implemented QEC model scenario

- Reflects the cost of providing the QEC's recommended levels of educational inputs to achieve the statutory quality goals.
- The fully implemented model takes into account effective educational practices in determining the level of resources required to run highly effective schools and estimates the costs of getting to high levels of achievement in all Oregon schools.



# Education Costing Models

*“...it is particularly important to understand that statistical modeling of the type used herein yields estimates. These estimates are imperfect but useful. They are guideposts where previously there were none. But, one must be careful not to overinterpret these estimates, or assume them to be exact or perfect targets for the amount of money that must be spent to precisely achieve an exact outcome.”*

- *How We Developed the National Education Cost Model (Baker, 2020)*

# QEM Methodology

## **The QEM is a Professional Judgment Model Enhanced with Statistical Analyses**

- The costing component of the model is based on student, staffing, and financial data
- The student performance component is based student performance data
- The link between funding and student performance is based on professional judgment
- Statistical analyses are added to supplement the professional judgment

## **Prototype Schools**

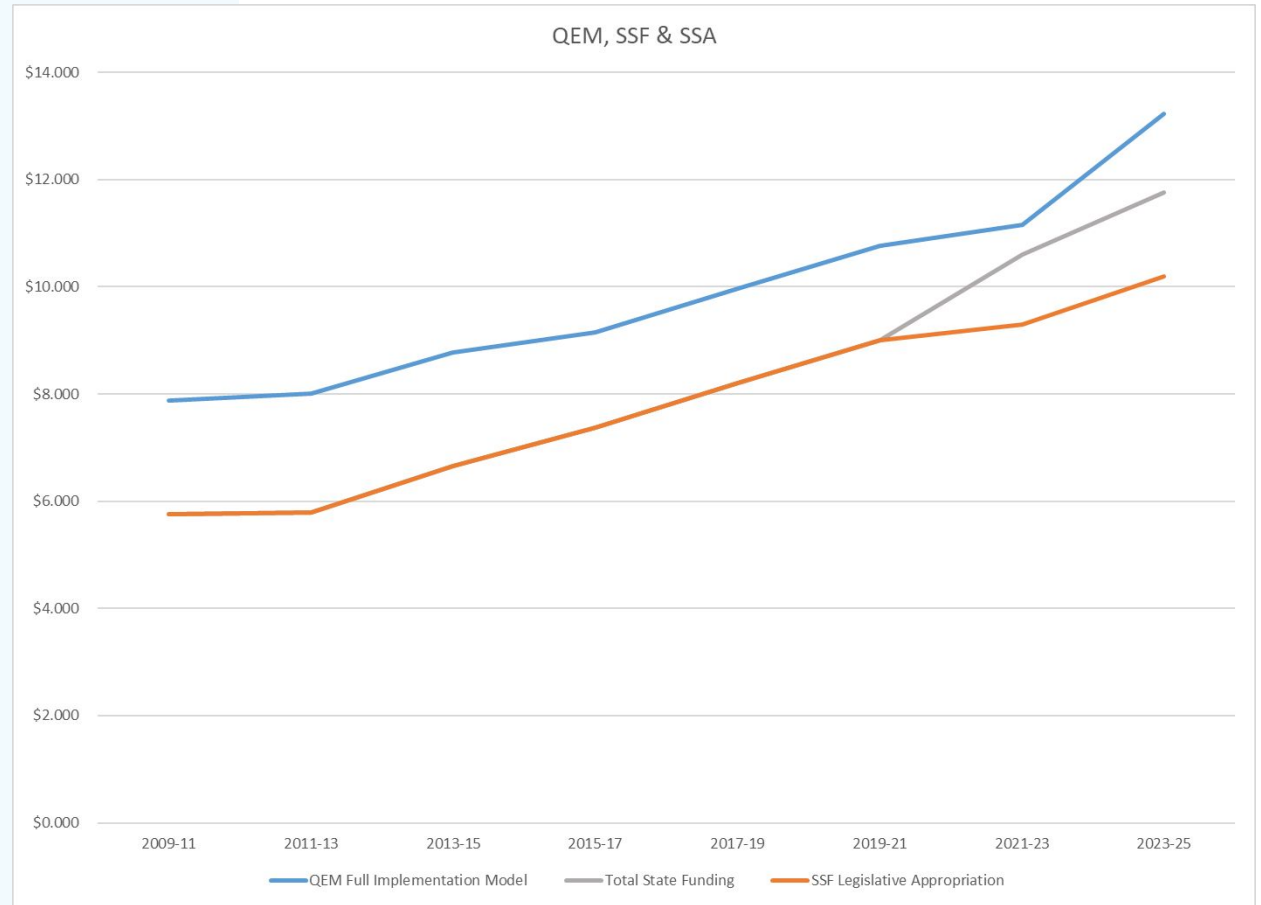
- Three prototype schools: Elementary, Middle, and High
- Estimate per-student costs at the school level, then scale up to the state level

# History of QEM Funding Estimates 2009 to Present

Biennium	QEM Full Implementation Model	SSF Legislative Appropriation	SSA Funding*	Total State Funding	Funding Gap	Gap as Percentage of Total State Funding
2009-11	\$7.872	\$5.756		\$5.756	\$2.116	36.8%
2011-13	\$8.004	\$5.799		\$5.799	\$2.205	38.0%
2013-15	\$8.775	\$6.650		\$6.650	\$2.125	32.0%
2015-17	\$9.158	\$7.376		\$7.376	\$1.782	24.2%
2017-19	\$9.971	\$8.200		\$8.200	\$1.771	21.6%
2019-21	\$10.773	\$9.000		\$9.000	\$1.773	19.7%
2021-23	\$11.163	\$9.300	\$1.306	\$10.606	\$0.557	5.3%
2023-25	\$13.227	\$10.200	\$1.558	\$11.758	\$1.469	12.5%

\*Total SSA Grants to Districts from State Revenues + Measure 98 General Fund Grants to Districts

# The QEM/SSF/SSA Funding Gap



# QEC Priorities for the 2024 QEM Report

- Incorporating Student Success Act Indicators
- Targets to Reduce Disproportionality by Student Focal Group
- Investments Needed to effect Culturally Responsive Curriculum
- Incorporating Regional Cost Variations as Weights in the Model

# Thank you

For links to QEC reports and more information:

- Visit the [QEC Webpage](#)
- Chair John Rexford



## QEM CSL versus DAS CSL

- Dividing the two-year budget
- Health insurance cost assumptions
- PERS rates assumptions
- Personnel cost assumptions

# Oregon Constitution

## **Article VIII, Section 8**

- Establishes that the Legislative Assembly shall appropriate in each biennium a sum of money sufficient to ensure that the state's system of public education meets the quality goals established by law.
- Requires the Legislature to publish a report that either demonstrates that the appropriation is sufficient, or identifies the reasons for the insufficiency, its extent, and its impact on the ability of the state's system of public education to meet those goals.

## **Article IX, Section 14 (3)**

- If the revenues received by the General Fund from corporate income and excise taxes during the biennium exceed the amount estimated to be received from corporate income and excise taxes for the biennium, by two percent or more, the total amount of the excess is to be appropriated to K-12 education as "additional funding" for its budget "as soon after the biennium as is practicable"



# QEM Timeline

- The Legislative Council on the Quality Education Model (QEM) was appointed by Speaker of the House Lynn Lundquist in 1997
- The QEM report was first published in June of 1999 and is now published every two years, in August of even-numbered years
- In 2001, the legislature created the Quality Education Commission (QEC) in statute
- 2002 through 2022, the QEC has updated and enhanced the QEM to incorporate current effective practices and evaluate education policy proposals

# Historical Updates to the QEM

- Added a “Base Case” scenario to the model (2002)
- Added more detail in the expenditure categories to increase accuracy (2004)
- Extended the model so it can forecast out two biennia (2008)
- Added more detail to staffing and compensation data (2012)
- Added a simple Pre-K component to the model (2014)
- Adopted high school graduation as the key outcome measure for the model (2014)
- Improved the accuracy of the model by improving estimation methods for key parameters used in the model (2018)