DOCUMENT RESUME

ED 346 578 EA 024 008

TITLE	Defining a Standard Education for Oregon Students.
INSTITUTION	Oregon State Dept. of Education, Salem.
PUB DATE	90
NOTE	75p.
AVAILABLE FROM	Publications Sales Clerk, Oregon State Department of Education 700 Pringle Parkway S.E., Salem, OR 97310-0290 ($3.50).
PUB TYPE	Legal/Legislative/Regulatory Materials (090) -- Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Educational Change; Educational Development; Educational Finance; *Educational Objectives; Elementary Secondary Education; International Education; *State Standards; Vocational Education
IDENTIFIERS	*Oregon

ABSTRACT

Periodically, over a period of 20 years, the state of Oregon has drafted and discarded various definitions of basic education. As a result of House Bill 2132, the Oregon State Board of Education responded to the call to define by rule a basic education program to be available to all elementary and secondary students in public schools. This report defines basic (standard) education, recommends those services required to support basic (standard) education, and provides estimated costs for the above. Six sections comprise this report. The first is an introduction that gives the events leading to the report, the changes from basic education to standard education for Oregon students, the procedure to develop definition, and the executive summary. Section 2 details the definition of a standard education for Oregon students. It includes common curriculum goals, vocational-technical education, mandated federal and state programs, character education, student activities, international understanding, and necessary support services. Section 3 elaborates on a conceptual approach to fund a standard education for Oregon students. The fourth section describes the implementation of a statewide system of accountability on the assessment of programs and the verification of standardization. Section 5 details observations and recommendations, and section 6 gives a summary, bibliography, and appendices. (41 references) (RR)

Defining a STANDARD EDUCATION for Oregon Students

Spring 1990

Oregon Department of Education, 700 Pringle Parkway SE, Salem, Oregon 97310-0290
John W. Erickson, State Superintendent of Public Instruction

June 20, 1990

TO: Jane Reyneke, Chair, and Members of the State Board of Education
John Erickson, State Superintendent of Public Instruction

Submitted herewith is a report on the recommended definition of basic (standard) education for Oregon called for in HB 2132 of the 1989 Oregon Legislature.

The report defines basic (standard) education, recommends those services required to support basic (standard) education and provides estimated costs for the above.

The Board is scheduled to tentatively approve the definition and support services and forward the report to the 66th Legislative Assembly by submitting copies to the Speaker of the House of Representatives and the President of the Senate on or about July 1, 1990.

Subsequent to granting tentative approval to the definition and support services, the Board is scheduled to conduct public hearings concerning the report and then take final action by approving an Oregon Administrative Rule(s). Final action by the Board is expected to occur prior to the opening session of the 66th Legislative Assembly in January 1991.

Boyd L. Applegarth
Project Director

Attachment
cc: Norma Paulus
State Superintendent
of Public Instruction-Elect

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Oregon Department of Education
Salem, Oregon 97310-0290

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I. INTRODUCTION

Events Leading to the Report

Periodically, over a period of approximately twenty years, the State of Oregon has drafted and discarded various definitions of basic education. The definitions have been connected to a particular plan to fund public education and when the funding plan failed, the definition dissolved.

The current effort to define basic education was initiated by the 1987-88 Governor's Commission on School Funding Reform. The Commission prompted the approval of HB 2132 (Appendix A) in the 1989 Oregon Legislature. House Bill 2132, codified as ORS 326.400, .410, called for the Oregon State Board of Education to ". . . Define by rule a basic education program to be available to all elementary and secondary students in public schools in this state . . . ."

The following report is submitted in response to HB 2132 and direction from the State Board of Education.

Change from Basic Education to Standard Education for Oregon Students

The term "basic education" has proved to be both limiting and misleading. Basic education is traditionally interpreted to be a narrow body of knowledge and skills which reflects a minimum education or expectation for students. During the preparation of this report several lay and professional personnel were asked how they perceived basic education. They replied that basic education should consist of reading, writing and computation, plus one or two areas of special interest to the respondent. The reading, writing and computation components were always included; however, the special interest areas were different among the respondents. There was no common interpretation of the meaning of basic education.

Basic education is also synonymous with terms such as essential or fundamental. It is confusing, particularly among educators, to have a definition of *basic* education which contains *essential* learning skills. Questions arise such as, "Is essential more fundamental than basic, or is it the other way around?"

Finally, given public education in Oregon today, basic education in its narrow context is viewed as a step backward, rather than a move forward.

Since Oregon students' education should be comprehensive, challenging and relevant to a changing society and the demands of the 21st century, a more representative and less confusing descriptor would be a **Standard Education for Oregon Students**. **A Standard Education** conveys an impression of a uniform and general education available to all students. The term also carries a sense of quality and consistency — a standard to follow. Further, the term is compatible with current usage in other Department of Education contexts; e.g., standard school district, standardization visits to school districts, and language in the Board's Oregon Action Plan for Excellence.

The State Board of Education has accepted the term, a **Standard Education for Oregon Students**. Therefore, throughout the report, the above term or simply, **Standard Education**, will be used in lieu of "basic education."

Procedure to Develop Definition

The substance of the definition of a **Standard Education for Oregon Students** was largely designated by ORS 326.410 which states:

> ". . . it is essential that all elementary and secondary students in Oregon have access to an educational program that provides the essential learning skills and knowledge which all adults commonly need for *personal fulfillment, self-sufficiency and career success and which enables them to enter community colleges, institutions of higher education, vocational and technical programs or full-time employment upon completion of high school programs. . . .*" (Emphasis added)

The statute then instructed that the following program areas be included: language arts, mathematics, science, economics and social studies, health and physical education, music and visual arts, and career and vocational education. The education programs mandated by state and federal law were added, also.

The State Board of Education then identified its priorities for inclusion in the definition. The key ones were: (a) the six life roles* of the student cited in the Goals for Elementary and Secondary Education and (b) The Common Curriculum Goals which consist of Essential Learning Skills** and Common Knowledge and Skills***.

The Board also emphasized the need to incorporate in the definition, opportunities for students to (a) function in an international environment; (b) become technologically competent; and (c) be prepared for entry level employment. (A basic assumption is that students will be prepared to enter a variety of postsecondary educational programs, as well.)

Given the above direction from the Oregon Legislature and the State Board of Education and suggestions from informed and concerned significant others, the task became more one of assembling, sifting and organizing data, most of it already prepared, rather than actually creating a definition of a **Standard Education for Oregon Students.**

Selected literature was reviewed. Representatives from the states of Washington, Connecticut, North Carolina, South Carolina, Ohio, California and Georgia were contacted for data regarding their experiences in similar endeavors.

Counsel was provided by an advisory team from the Oregon Department of Education. (Appendix C)

Several discussions/interviews were conducted in seven Oregon cities to obtain suggestions and provide progress reports on the project with businesswomen and men; legislators and legislative staff; representatives from professional education associations; individual community leaders; people from community organizations; and newspaper publishers, editors and writers. In addition to representing their respective businesses, professions and communities, many of the above personnel were parents or grandparents of public school children.

It should be noted that in recent years many educators throughout Oregon participated in the development of the Board approved-Oregon Action Plan for Excellence which led to the Common Curriculum Goals. It can be accurately claimed that the core of the proposed **Standard Education for Oregon Students** has been developed by knowledgeable and committed Oregon educators, approved by a lay Board of Education, and is currently taught in the public schools of the state.

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* Individual, Learner, Producer, Citizen, Consumer, and Family Member (Appendix B)

** Skill and performance expectations for all students in the areas of reading, writing, speaking, listening, mathematics, reasoning and study skills. Essential Learning Skills are fundamental to all students' learning.

*** English language arts, mathematics, health, science, physical education, social studies, music, art, personal finance, second language and culture and career education. (The above Essential Learning Skills are incorporated into each of the subject matter areas.)

Executive Summary

The 1989 Oregon Legislature, in HB 2132, codified as ORS 326.400, .410, called for the State Board of Education to ". . . define by rule a basic education program to be available to all elementary and secondary students in the public schools in this state . . . recommend those services required to support the basic education program . . . and develop statewide accounting procedures to permit identification of actual costs . . ."

The following definition of a **Standard Education for Oregon Students** is inclusive, comprehensive and designed to serve the several needs of Oregon students in the future.

STANDARD EDUCATION FOR OREGON STUDENTS

A **Standard Education for Oregon Students** is comprised of:

A. Common Curriculum Goals
B. Vocational-Technical Education
C. Education Programs Mandated by State or Federal Law and Selected Other State Requirements Presently Constituted
D. Character Education
E. Student Activities
F. International Understanding
G. Support Services Necessary to Provide a **Standard Education for Oregon Students**

A. Common Curriculum Goals*

The Common Curriculum Goals consist of (1) skills essential to learning, and (2) facts, concepts, principles, rules, procedures and methods of inquiry relative to the subject matter areas of learning.

The Goals are stated in learner outcomes for students by selected grade level.

1. **Essential Learning skills.** The Essential Learning Skills are those skills essential to learning and necessary for understanding in the subject matter areas. The skills are: reading, writing, speaking, listening, mathematics, reasoning, and study skills.

2. **Common Knowledge and Skills.** The Common Knowledge and Skills component consists of facts, concepts, principles, rules, procedures and methods of inquiry associated with the following subject matter areas:

   - English Language Arts
   - Mathematics
   - Health Education
   - Science Education
   - Physical Education
   - Social Studies
   - Music
   - Art
   - Personal Finance
   - Second Language and Culture (proposed)
   - Career Education

B. Vocational-Technical Education

Vocational-technical education is occupational preparation which blends the interests and aptitudes of students with the skills and experience needed to become employed, sustain economic independence, and enter advanced education and training.

Programs at the middle school focus upon understanding technology and the role of work in one's life. The high school level is organized around technology concepts and families of related skilled occupations. Community college and other postsecondary programs provide advanced technical preparation.

In many ways, the Common Curriculum Goals and vocational-technical education are being merged to better serve the student's general education and preparation for the world of work. The key relationships are (1) utilizing applied academic instruction** in the areas of communication, mathematics,

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* The goals are presented in publications produced by the Oregon Department of Education, 700 Pringle Parkway SE, Salem, OR 97310-0290. This is a substantial body of materials; see Appendix F for more information.

** *Applied* academic instruction emphasizes preparation for employment and actual life situations.

and science, and (2) connecting job-specific knowledge and skills, and employability skills to the larger arena of Common Curriculum Goals.

Vocational-technical education is becoming more integrated into students' overall education.

C. Education Programs Mandated by State or Federal Law and Selected Other State Requirements Presently Constituted

A mandated program is interpreted to be one in which participation is compulsory.

State Law —

The approximately thirty programs mandated by state law are in two categories — instruction and support. They include a diverse range of requirements such as protection of trees and shrubs, commemorating women in history, providing free textbooks, programs for talented and gifted students, transportation and properly maintaining buildings and grounds.

Federal Law —

There are only three federally mandated programs. One of them, *The Asbestos Hazard Emergency Act of 1986, as amended*, is not considered "educational" for purposes of this report. The federal law, *The Education of Handicapped Children Act, PL 94-142* requires that all children with handicapping conditions have an opportunity for a free appropriate public education. The *Family Education Rights and Privacy Act, PL 93-380* as amended by PL 93-568, imposes certain requirements and restrictions on the release of student records.

The following state requirements* remain in force and become part of the **Standard Education for Oregon Students**:

- Goals for Elementary and Secondary Education
- Graduation Requirements
- Education of Talented and Gifted
- Required Days of Instruction
- Required Instructional Time
- Kindergarten Programs
- Standardization
- Alternative Education Program
- Special Education Program

Other state level requirements remain unchanged, but are not considered to be part of the definition of a **Standard Education for Oregon Students**.

D. Character Education

Acquisition of knowledge and skills alone will not adequately prepare today's students for a future which requires rational choices in a complex and demanding environment. It is incumbent upon a public education system to consciously and systematically contribute to the moral and ethical development of its students.

Following are some components of a character education program:

Compassion
Courtesy
Due process
Equality of opportunity
Honesty
Human worth and dignity
Integrity
Justice
Loyalty
Objectivity
Patriotism
Reasoned argument
Respect for others' rights
Responsibility
Rule of law
Self-respect
Tolerance
Truth

Character education must avoid indoctrination, whether political, theological, ideological or philosophical. Nor should morality and ethics focus in any way upon a particular student population.

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*_Oregon Administrative Rules_, Chapter 581, Division 22, adopted by the State Board of Education and published by the Oregon Department of Education.

E. Student Activities

Student activities, under the auspices of the secondary schools, include the following:

Student Government
Preparation of School Publications; e.g. newspaper, yearbook, literary magazine
Drama
Performing Music/Dance Groups
Interscholastic Athletics
Intramurals
Rally Squad/Dance Team/Flag Line
Competitive Speech and Debate
Instruction Program-related Clubs or Organizations; e.g. Distributive Education Club of America, Future Business Leaders of America, Future Farmers of America, Future Homemakers of America/Home Economics Related Occupations, Vocational Industrial Clubs of America

School activities make a significant contribution to students in their current and future roles as individuals, learners, producers, citizens, consumers and family members.

F. International Understanding

The State Board of Education is committed to making second language instruction available to all students, elementary as well as secondary, within a decade and much sooner if possible. Local school districts should decide the language(s) to be taught.

The Oregon Department of Education has not yet determined the goals and learner outcomes of second language instruction, but it is reasonable to expect that teaching at the elementary level will focus on speaking and understanding the language. Also in the elementary grades, students will be introduced to the culture, history and life patterns of the society in which the language is spoken.

The International Understanding component of an Oregon student's education is scheduled to become part of the Common Curriculum goals under second language and culture.

G. Support Services Necessary to Provide a Standard Education for Oregon Students

Support services provide personnel, administrative, technical and logistical support in order to make instruction possible or to make it more effective. The services are:

- Student Services
  - Improving attendance
  - Counseling
  - Providing physical and psychological health services
  - Treating speech and hearing impaired students
- Staff Services
  - Measuring student achievement
  - Providing library, audio/video, television and computer learning
  - Developing curriculum and training staff
- Administrative Services
  - Administering the district and individual schools
  - Planning, research, processing of data
- Business Services
  - Budgeting, payroll, inventory, internal audit
  - Buying and storing of supplies
  - Printing
- Transportation Services
  - Providing home-to-school transportation for both regular and special students
  - Transporting students to co-curricular activities
- Food Services
  - Offering students nutritional lunches and breakfasts
- Operation and Maintenance Services
  - Keeping buildings, equipment and grounds safe, working and in good condition

A Conceptual Approach to Fund a Standard Education for Oregon Students

ORS 326.410(3) calls for the State Board of Education to "Develop state-wide accounting procedures to permit identification of the actual costs in each school district providing the basic education program and each required support service."

Because of limited time to define a **standard education** and given the procedure currently used by nearly all school districts for financial reporting, it is not possible to comply with the section as stated. To do so would require several months of additional time and several hundred thousand dollars for school districts to develop a new level of specificity for financial reporting. However, a conceptual approach to fund the cost of a **Standard Education** for each district is included for consideration.

The conceptual approach to fund a **Standard Education for Oregon Students** has the following components:

The approach is more similar than dissimilar to the current structure of school finance in Oregon, in that the bulk of school funds continue to stem from local property taxes with the balance provided by the state and a few miscellaneous sources. There are, however, some important modifications proposed for consideration, such as increased funding for special education students (PL 94-142), greater acknowledgement of equity for students through weighted costs based upon specific needs, and a stipulated local effort for school districts, should they elect to apply it, which would provide equity to property taxpayers.

The approach provides an equity factor for both students and taxpayers.

The costs of Education Service Districts are included in the cost of a **Standard Education**.

II. DEFINITION OF A STANDARD EDUCATION FOR OREGON STUDENTS

A Standard Education for Oregon Students is comprised of:

A. Common Curriculum Goals*

The Common Curriculum Goals consist of (1) skills essential to learning, and (2) facts, concepts, principles, rules, procedures and methods of inquiry relative to the subject matter areas of learning.

This is a required set of goals toward which all school districts in Oregon will aim. School districts must decide locally on any additional goals, detailed scope and sequence for attaining the goals, instructional methods and strategies, materials to be used, and methods of monitoring student progress. The goals are stated in learning outcomes by selected grade level.

1. **Essential Learning Skills.**** The Essential Learning Skills are those skills essential to learning and necessary for understanding in the content areas. The skills are reading, writing, speaking, listening, mathematics, reasoning skills, and study skills.

   The skills have been written by educators as outcome goals. The performance expectations for students are placed at four grade-level check points throughout the 12 years of school — grades 3, 5, 8, and 11. The expectations reflect combined instruction in a particular skill at all previous grade levels.

   It is important to note that the expectations do not define minimum performances which could become meaningless to some students. Instead, the expectations will challenge many students to reach beyond what they thought they could do.

   Seven categories serve as organizers for the Essential Learning Skills, identifying the most general outcomes expected of students. Under each of the seven categories are listed specific skills that identify learning outcomes needed as a basis for success in other learning areas.

The Essential Learning Skills are:

1. Students will be able to demonstrate the use of vocabulary, speech, numerals and other symbol systems essential for effective communication, computation and problem solving.

   Students will be able to:

   1.1 Recognize words commonly used in grade level materials, including subject areas.

   1.2 Determine meaning of unknown words commonly used in grade level materials, including subject areas.

   1.3 Speak with standard pronunciation, appropriate volume, rate, gestures and inflections.

   1.4 Use number/numeral figures, letters, words, symbols and visuals to count, compute and communicate quantitative data.

   1.5 Recognize and use geometric patterns, relationships and principles to describe and classify.

   1.6 Recognize and use mathematical patterns, relationships and principles to quantify problems or make predictions.

   1.7 Estimate and measure quantities, define problems, develop hypotheses, select methods of computation, and solve problems.

2. Students will be able to interpret the *literal* meanings of information presented in written, visual and oral communication.

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* The goals are presented in publications produced by the Oregon Department of Education, 700 Pringle Parkway SE, Salem, OR 97310-0290. This is a substantial body of materials; see Appendix F for more information.

** The Essential Learning Skills are being reviewed by the Oregon Department of Education in order to streamline the skills and make them more efficient for use by school districts. Also, technological skills are expected to be added to the Essential Learning Skills. Department staff plan to make recommendations to the State Board of Education during the 1990-91 school year.

Students will be able to:

2.1 Identify main ideas, supporting details, and facts and opinions presented in written, oral and visual formats.

2.2 Use instructional materials as basis for gaining knowledge and improving comprehension.

2.3 Use oral communication to give or receive information and directions.

3. Students will be able to interpret the implied meanings of information presented in written, oral and visual communications.

Students will be able to:

3.1 Comprehend implied meanings of written, oral and visual communications.

4. Students will be able to evaluate content and use of written, oral, aural and visual communications.

Students will be able to:

4.1 Determine the significance and accuracy of information and ideas presented in written, oral, aural and visual communications.

4.2 Use oral communication to influence others and to respond to persuasion.

4.3 Distinguish and interpret sounds of nature, language, music and environment.

4.4 Listen, read, view and evaluate presentations of mass media.

5. Students will be able to generate, organize, express and evaluate ideas in oral and written forms.

Students will be able to:

5.1 Use a variety of techniques to generate writing and speaking topics (prewriting).

5.2 Organize ideas in understandable format (prewriting and planning).

5.3 Select appropriate form of writing based on audience and purpose (prewriting and planning).

5.4 Present ideas in understandable sequence on the topic selected (drafting).

5.5 Select and use language, gestures and symbols appropriate to audience, purpose, topic and setting when making oral presentations (planning and drafting).

5.6 Evaluate and revise own writing for meaning, clarity, and comprehensiveness (revising and rewriting).

5.7 Apply the conventions of writing to produce effective communication (editing and proofreading).

6. Students will be able to use reasoning skills.

Students will be able to:

6.1 Recognize, construct and draw inferences concerning relationships among things and ideas.

6.2 Generate and test interpretations, explanations, predictions, and hypotheses.

6.3 Identify problems and approach their solutions in an organized manner.

6.4 Make reasoned evaluations.

6.5 Formulate and support a position using appropriate information and sound argument.

6.6 Reflect upon and improve own reasoning.

7. Students will be able to manage personal habits and attitudes, time and instructional resources constructively in order to accomplish learning tasks.

Students will be able to:

7.1 Clarify purposes of assignment.

7.2 Use resources beyond the classroom.

7.3 Select and use appropriate study techniques.

7.4 Practice appropriate and positive health behaviors to enhance learning.

2. **Common Knowledge and Skills.** The Common Knowledge and Skills component consists of facts, concepts, principles, rules, procedures and methods of inquiry associated with the following programs or subject matter areas: English language arts, mathematics, health education, science education, physical education, social studies, music, art, personal finance, second language and culture and career education.

The knowledge and skills are stated as learning outcomes expected of students by the end of grades 3, 5, 8, and 11.

The Essential Learning Skills cited above are incorporated into each of the subject matter areas listed under Common Knowledge and Skills. When reference is made to a particular subject matter area (e.g. English Language Arts), the broader term of "Common Curriculum Goals for English Language Arts" is used because of the inclusion of the learning skills.

English Language Arts

1.0 Students will use listening, reading and literature skills to understand and appreciate human experiences and to share cultural commonalities and differences.

Students will be able to:

1.1 Recognize words commonly used in grade-level materials, including subject areas.

1.2 Determine meaning of unknown words commonly used in grade-level materials, including subject areas.

1.3 Identify main ideas, supporting details, and facts and opinions presented in written, oral and visual formats.

1.4 Use instructional materials as basis for gaining knowledge and improving comprehension.

1.5 Comprehend implied meanings of written, oral and visual communications.

1.6 Distinguish and interpret sounds of nature, language, music and environment.

1.7 Use a variety of listening skills.

1.8 Determine the significance and accuracy of information and ideas presented in written, oral, aural, and visual communications.

1.9 Listen, read, view and evaluate presentations of mass media.

1.10 Demonstrate an appreciation of reading and literature as life-long sources of recreation and learning.

1.11 Generate and test interpretations, explanations, predictions and hypotheses about reading and literature selections.

1.12 Make reasoned evaluations about reading and literature selections.

1.13 Demonstrate knowledge of a variety of literature.

1.14 Demonstrate knowledge of literary conventions and elements of structure.

1.15 Clarify purposes of assignment.

1.16 Use resources beyond the classroom.

1.17 Select and use appropriate study techniques.

2.0 Students will use writing and speaking skills in a variety of modes of communication and self-expression.

Students will be able to:

2.1 Speak and read orally with standard pronunciation, appropriate volume, rate, gestures and inflections.

2.2 Use oral communication to give and receive information, directions, and for enjoyment.

2.3 Use group discussion skills appropriately.

2.4 Use a variety of techniques to generate writing and speaking topics (prewriting).

2.5 Organize ideas in understandable format in planning written and oral presentations.

2.6 Select and use language, gestures and symbols appropriate to audience, purpose, topic and setting when planning oral and written presentations.

2.7 Select appropriate form of writing based on audience and purpose in prewriting and planning.

2.8 Present ideas in understandable sequence on the topic selected in planning and drafting written and oral communication.

2.9 Make reasoned evaluations about oral and written communications.

2.10 Recognize, construct and draw inferences concerning relationships among things and ideas in planning and drafting written and oral communication.

2.11 Evaluate and revise own writing for meaning, clarity, and comprehensiveness.

2.12 Apply the conventions of writing to produce effective communication when editing and proofreading.

2.13 Determine the significance and accuracy of information and ideas presented in written, oral, aural, and visual communications.

2.14 Listen, read, view and evaluate presentations of mass media.

2.15 Use oral communication to influence others and to respond to persuasion.

2.16 Demonstrate an appreciation of writing and oral communication skills as a life-long means of self-expression, learning and personal development.

2.17 Describe the developments and changes which language has undergone and continues to undergo.

2.18 Recognize the beauty and rhythm of language.

2.19 Generate and test interpretations, explanations, predictions and hypotheses in written and oral communication.

2.20 Formulate and support a position orally and in writing using appropriate information and sound argument.

2.21 Reflect upon and improve own reasoning in oral and written communications.

2.22 Select and use appropriate study techniques.

Mathematics

1.0 Number and Numeration. Students demonstrate an understanding of number and numeration concepts and use these understandings to interpret and solve problems.

Students will be able to:

1.1 Read, write, order, compare and use numbers.

1.2 Use concrete and pictorial models to demonstrate number and numeration concepts.

1.3 Recognize and use number property concepts.

2.0 Appropriate Computational Skills. Students select and use the most appropriate form of computation — manipulative, mental, paper/pencil, estimation or calculator usage to solve problems and check all computations for reasonability.

Students will be able to:

2.1 Use mental, paper and pencil, estimation and calculator computations to solve appropriate problems.

2.2 Demonstrate computational algorithms with concrete materials or real-world examples.

3.0 Problem Solving. Students use problem-solving skills and strategies to solve routine and nonroutine problems.

Students will be able to:

3.1 Identify problems and approach their solution in an organized manner.

3.2 Create and solve word problems appropriate to the grade level.

4.0 Geometry and Visualization Skills. Students recognize geometric patterns and relationships and apply them in solving problems and making predictions.

Students will be able to:

4.1 Recognize and use geometric patterns, relationships and principles to describe and classify.

4.2 Make and use geometric drawings and models, including tessellations.

4.3 Understand and use perimeter, area and volume concepts.

5.0 Measurement. Students measure quantities and use measurements to keep records, solve problems and make predictions.

Students will be able to:

5.1 Pose and solve problems that involve time and money.

5.2 Select and use appropriate instruments and units to estimate and measure length-weight; volume and capacity; and temperature.

5.3 Determine indirect measurements.

6.0 Statistics and Probability. Students collect, organize, record and interpret data and predict probable outcomes based on collected data.

Students will be able to:

6.1 Recognize and use mathematical patterns, relationships and principles to quantify problems or make predictions.

6.2 Generate and test interpretations, explanations, predictions and hypotheses.

7.0 Mathematical Relationships. Students recognize and use number patterns, relationships and logical thinking skills to make predictions and to solve problems.

Students will be able to:

7.1 Sort and classify; use logical thinking.

7.2 Comprehend meanings of written, oral and visual communications involving number patterns and relationships.

7.3 Recognize, construct and draw inferences concerning relationships among things and ideas.

7.4 Reflect upon and improve own reasoning.

8.0 Oral and Written Communication Skills. Students use vocabulary, speech, numerals and other symbol systems essential for effective individual and group problem solving and effective oral and written communication of mathematical concepts, problem-solving processes and results.

Students will be able to:

8.1 Recognize and use mathematics vocabulary commonly used in grade-level materials.

8.2 Determine meaning of unknown words commonly used in mathematical materials.

8.3 Speak with standard pronunciation, appropriate volume, rate, gestures and inflections.

8.4 Use oral communication to give or receive information and directions.

8.5 Determine the significance and accuracy of information and ideas presented in written, oral, aural and visual communications.

8.6 Use oral communication to influence others and to respond to persuasion.

8.7 Listen, read, view and evaluate presentations of mass media.

8.8 Select appropriate form of writing.

8.9 Present ideas in understandable sequence on the topic selected.

8.10 Select and use gauge, gestures and symbols appropriate to purpose, topic and setting when making oral presentations.

8.11 Evaluate and revise own writing for meaning, clarity and comprehensiveness (revising and rewriting).

8.12 Apply the conventions of writing to produce effective communication (editing and proofreading).

9.0 Appropriate Study Skills. Students select and use appropriate study skills in order to accomplish mathematical learning tasks.

Students will be able to:

9.1 Identify main ideas, supporting details, and facts and opinions presented in written, oral and visual formats.

9.2 Use instructional materials as basis for gaining knowledge and improving comprehension.

9.3 Clarify purposes of assignment.

9.4 Use resources beyond the classroom.

9.5 Select and use appropriate study techniques.

Health Education

1.0 Students live a lifestyle which reflects appropriate safe living behaviors.

Students will be able to: Design and implement a plan to create an environment for safe living.

2.0 Students live a lifestyle which reflects appropriate management of stressor/risk-taking behaviors.

Students will be able to: Design and implement a plan to manage lifestyle stressors and risk-taking behaviors.

3.0 Students live a lifestyle which reflects appropriate physical fitness behaviors.

Students will be able to: Design and implement a safe personal physical fitness plan adaptable to lifelong needs.

4.0 Students live a lifestyle which reflects appropriate eating behaviors.

Students will be able to: Design and implement a nutrition plan based upon an individual's lifelong dietary needs.

Science Education

1.0 Concepts. Students apply an understanding of fundamental concepts on which science is based.

Students will be able to:

1.1 Demonstrate cause and effect: related series of two or more events that lead one to believe that nature is predictable (e.g., acid rain affecting plant growth, changing the temperature of a material, chemical reactions).

1.2 Demonstrate change: the process of things becoming different over time (e.g., aging, growth, metamorphosis, fire, mountains breaking up).

1.3 Demonstrate cycle: a pattern in which events or conditions repeat at regular or irregular intervals (e.g., day and night, seasons, reproductive cycles, nitrogen and carbon cycles).

1.4 Demonstrate energy-matter: mutually convertible equivalents ("stuff") from which the universe is made. Matter contains energy in many forms (e.g., states of matter are determined by energy in motion, nuclear energy comes from the nucleus when atoms split or fuse).

1.5 Demonstrate organism: a system living or once living characterized by the processes of life (e.g., plants and animals: unicellular/bacteria).

1.6 Demonstrate population: a group of structural or functional units that have specific or common characteristics (e.g., organisms).

1.7 Demonstrate equilibrium: a state of balance of equality between opposing forces (e.g., seesaw, diffusion of molecules from high to low concentration) after rates reach a balanced state.

1.8 Demonstrate evolution: a series of changes that can be used to explain how something has become the way it is or to predict what it might become (e.g., simple animal and plant forms to more complex forms).

1.9 Demonstrate force: a push or pull against resistance which causes action, inaction or change (e.g., catapult, gravity, change the speed or direction of motion, stop motion).

1.10 Demonstrate fundamental entities: units of structure and function useful in explaining phenomena (e.g., organism in populations, methods of measurements).

1.11 Demonstrate interaction: two or more things influencing each other (e.g., population/food, hot/cold, acid/base, force/movement, volume/pressure).

1.12 Demonstrate order: the tenet that there is order in nature or that order can be described in the various schemes or patterns of nature (e.g., periodic table, tides, sunrise/sunset).

1.13 Demonstrate quantification: a number and unit resulting from a measurement of some real or abstract thing, situation or event (e.g., distance, time, mass, metric system (meter/second/gram), density, solubility, probability).

1.14 Demonstrate system: a set of parts that function together as a whole. The parts can be discussed or studied individually for more effective learning (e.g., parts of a flower, digestive system of the body, electric motors).

1.15 Demonstrate theory: a plausible or scientifically acceptable explanation made up of models, con-

cepts, and principles of some observed thing, phenomenon or thought (e.g., development of earth, atom, universe).

1.16 Demonstrate field: a region around something that influences some other thing often without touching (e.g., magnetic, electrical, gravitational).

1.17 Demonstrate gradient: a situation in which the intensity of something increases or decreases in a more or less regular pattern (e.g., temperature changes as distance from heat source is varied, stream flow, light intensity changes as distance from light source is varied).

1.18 Demonstrate invariance: a characteristic of an object or a situation which stays constant even though other characteristics may change (e.g., number of protons in nucleus, life (time related), total mass in chemical reaction).

1.19 Demonstrate model: proposed idea of the composition and relationships present in something that cannot be observed directly (e.g., black box, black hole).

1.20 Demonstrate perception: the mind's interpretation of sensory input (e.g., illusions, use of sensory limitations to extend perception of scientific equipment).

1.21 Demonstrate probability: an expression of the likelihood that a situation or event will occur (e.g., flipping coins for heads or tails, cards, numbers, genetics, types of organisms, electron orbits).

1.22 Demonstrate replication: repeating the same condition in expectation that the same results will be produced (e.g., same soil condition produces same size plant, same ingredients in same product).

1.23 Demonstrate scale: the understanding that characteristics may change as a system's dimensions are increased or decreased (e.g., maps, globes, models of cars or planets, or houses).

1.24 Demonstrate symmetry: structurally balanced (e.g., snowflakes, airplane body, right and left side of human body, sphere).

1.25 Demonstrate time-space: the timing of an event moving from point A to point B (e.g., MPH, or KM/H, automobiles separated by space of 3 seconds, velocity or vector, speed of nerve impulse).

2.0 Processes. Students apply problem-solving and inquiry processes.

Students will be able to:

2.1 Observe: make accurate observations of objects and events using the senses or instruments to aid the senses.

2.2 Measure: Use measuring devices to collect data.

2.3 Use numbers: use number/numeric figures, letters, words, symbols and visuals to count, compute and communicate quantitative data.

2.4 Relate time-space: describe spatial relationships and their change with time.

2.5 Infer: recognize, construct and draw inferences concerning relationships among things and ideas.

2.6 Classify: use the characteristics of objects or events to group them by ordering similarities.

2.7 Define operationally: use the common characteristics of sets of objects or events observed or experienced to develop definitions of those objects or events.

2.8 Question: identify problems and develop testable questions relating to the problems.

2.9 Hypothesize: use information and questions to generate statements that describe expected results of investigation.

2.10 Design experiments: plan and conduct data gathering operations to test hypotheses or answer questions.

2.11 Control variables: identify and manage factors that may influence an experiment.

2.12 Interpret data: find patterns or meanings in experimental results.

2.13 Predict: use information and data to generate and test predictions.

2.14 Formulate models: use problem-solving and questioning skills to develop mental models that explain phenomena.

2.15 Communicate: use a variety of techniques to share the results of investigations.

3.0 Manipulative Skills. Students use a variety of materials and equipment in a safe and scientific way.

Students will be able to:

3.1 Construct: set up, shape or build the equipment and apparatus necessary for scientific activities (e.g., grid squares, microscope slides, glassware).

3.2 Handle materials: demonstrate the proper safe use and maintenance of laboratory equipment and materials (e.g., pointed scissors, safety glasses, microscopes, chemicals, power tools, living materials, models, measuring devices).

3.3 Practice Behavior: practice appropriate and positive health behavior to enhance learning.

4.0 Interests. Students develop interest in science.

Students will be able to:

4.1 Develop vocational and avocational interests in science by using many sources (e.g., media, or-

ganizations, conducting own research activity in and beyond the classroom).

4.2 Recognize words and symbols commonly used in written materials.

4.3 Determine meaning of unknown words and symbols commonly used in instructional materials.

4.4 Use instructional materials as basis for gaining knowledge and improving comprehension.

5.0 Values. Students apply the values that underlie science.

Students will be able to:

5.1 Recognize that seeking knowledge and understanding is a worthy investment of time and resources.

5.2 Question information and ideas by determining their significance and accuracy as presented in written, oral, aural, and visual communications (e.g., listening, reading, viewing, evaluating presentations of mass media).

5.3 Recognize the importance of systematically acquiring and ordering data as the basis for scientific explanations and theories.

5.4 Recognize that scientific explanations must b replicable (e.g., supporting evidence obtained by other investigators working in different places at different times under similar conditions) and made public in order to be accepted as valid.

5.5 Apply logic by reflecting upon and improving own reasoning.

5.6 Recognize the importance of considering the consequences (e.g., possible, actual) of investigations and actions before deciding to continue, change, or stop the process.

6.0 Interactions. Students describe interactions among science, society, technology and earth's environment.

Students will be able to:

6.1 Describe how society influences science and technology.

6.2 Describe how science and technology influence society.

6.3 Recognize the limitations as well as the usefulness of science and technology in advancing human welfare.

6.4 Describe and predict the effects of science, society and technology on the earth's environment and its ability to support all forms of life.

6.5 Evaluate the explanations by scientists, needs of society and possible impacts on the earth's environment to make responsible personal decisions regarding the uses of technology.

7.0 Characteristics. Students describe the characteristics of scientific knowledge.

Students will be able to:

7.1 Describe the tentativeness of scientific knowledge (i.e., notion that it is subject to change, not truth in an absolute and final sense).

7.2 Explain the importance of objectivity and subjectivity in scientific thought, including similarity of conclusions reached by different individuals from the same information.

7.3 Analyze scientific predictions and explanations for their probability (i.e., science permits reasonable but not certain predictions and explanations).

Physical Education

1.0 The student lives a lifestyle which reflects efficiency and expressiveness in movement activities.

The students will demonstrate the ability to:

1.1 Perform a variety of efficient and expressive motor skills.

1.2 Perform and analyze efficient movement patterns.

1.3 Apply rules, strategies and concepts for a variety of activities.

1.4 Evaluate opportunities for a variety of physical/recreational activities available in the school and community.

2.0 The student lives a lifestyle which reflects an understanding and regular practice of positive fitness behaviors.

The students will be able to:

2.1 Demonstrate a knowledge of fitness.

2.2 Demonstrate ability to maintain and improve physical fitness.

2.3 Demonstrate a positive attitude toward personal fitness and wellness.

3.0 The student lives a lifestyle which reflects understanding and regular practice of appropriate self-management and social behaviors.

The students will be able to:

3.1 Demonstrate appropriate and positive behavior management skills.

3.2 Participate safely in movement activities.

3.3 Understand factors that contribute to a positive self-perception.

3.4 Demonstrate appropriate social skills.

3.5 Understand career development opportu. ities relevant to fitness and movement activities.

Social Studies

1.0 Economic Understandings

Students will be able to:

1.1 Describe how the scarcity dilemma requires people to make choices related to the use of natural, human and capital resources.

1.2 Explain the ways in which economic systems, including that found in the United States, work to produce, distribute and exchange goods and services.

1.3 Identify the role of financial institutions in the United States and world economics.

1.4 Explain and interpret various economic indicators to determine the current state of the United States economy and to predict economic change.

1.5 Describe the interdependence of the global economy and the role played by the United States.

1.6 Explain the interrelationships among economic, political and social systems, events and/or situations.

2.0 Political Understandings

Students will be able to:

2.1 Explain the origins, purposes, and functions of government.

2.2 Explain how government is influenced and changed by the support and dissent of individuals, interest groups and international organizations.

2.3 Compare the major political systems of the world.

2.4 Define and analyze the concepts of political power, authority, conflict and conflict management.

3.0 Geographic Understandings

Students will be able to:

3.1 Use geographic skills to describe the absolute and relative location of people and places on the earth's surface.

3.2 Define a place by identifying its physical and human characteristics.

3.3 Explain the ways in which people and environments are interrelated and interdependent.

3.4 Explain the movement of people, ideas, materials and technological innovations.

3.5 Identify regions and their distinguishing characteristics.

4.0 Historical Understandings

Students will be able to:

4.1 Define the concept of time and explain the chronological relationship of events in Western and non-Western societies.

4.2 Recognize that historical events have multiple causes and effects.

4.3 Identify and analyze diverse perspectives on and interpretations of historical issues and events.

4.4 Analyze continuity, change and other major concepts of history (e.g., migration, colonization, industrialization, diversity, racism).

4.5 Describe the significant contributions of individuals and groups as an intrinsic part of Western and non-Western history.

5.0 Cultural and Social Understandings

Students will be able to:

5.1 Demonstrate an understanding of the concept of culture.

5.2 Demonstrate knowledge of the multicultural character of the United States as a nation of immigrants and indigenous people.

5.3 Identify purposes, structures and functions of groups that people form.

5.4 Analyze various forms of social interaction.

5.5 Describe the nature of contemporary change.

5.6 Explain ways in which cultures, institutions and groups influence perceptions of self and others.

5.7 Recognize the relationship among values, ideology and behavior.

6.0 Communication and Study Skills

Students will be able to:

6.1 Acquire information by reading various forms of printed material (e.g., books, magazines, newspapers, journals, directories, schedules).

6.2 Acquire information by observing (e.g., photographs and drawings, landscapes, climate, film, cultural components) and listening (e.g., cultural and environmental sounds).

6.3 Acquire information from maps/globes and graphics.

6.4 Use writing, speaking and illustrating to express ideas.

6.5 Select and use appropriate study techniques.

7.0 Thinking/Decision-Making Skills

Students will be able to:

7.1 Evaluate the reliability and relevance of information.

7.2 Demonstrate the organizing skills of thinking: classifying, ordering (serialization), and placing items spatially.

7.3 Demonstrate the processing skills of thinking.

7.4 Apply the organizing and processing skills of thinking to the operations of problem solving and decision making.

7.5 Reflect upon and improve their own thinking and reasoning.

8.0 Interpersonal/Participation Skills

Students will be able to:

8.1 Demonstrate appropriate interpersonal skills.

9.0 Constitutional/Democratic Heritage

Students will be able to:

9.1 Describe the origins and basic principles of the U.S. Constitution and system of government.

9.2 Describe the American ideals of freedom, equality, democracy and human dignity.

9.3 Develop an understanding of U.S. history as an essential component of citizenship.

9.4 Explain the structures and functions of the government of the U.S. at all levels.

10.0 Civic Values and Responsibilities

Students will be able to:

10.1 Demonstrate knowledge of the rights and responsibilities of individual citizens in the U.S.

10.2 Demonstrate an understanding of the electoral process and the importance of civic participation locally, nationally and globally.

10.3 Recognize and demonstrate ethical behavior consistent with the principles of American democracy.

Music

The Common Curriculum Goals for Music Education have been organized into four content strands.

1.0 Valuing Music

Students will be able to:

1.1 Demonstrate an open-minded attitude toward listening to and performing many types of music.

1.2 Demonstrate a sense of accomplishment in and a commitment to high quality performance.

1.3 Understand the diversity and influence of music careers, music avocations, and music consumer products in our society.

1.4 Recognize the use of music as an avenue of communication leading to a better understanding of cultures, people, and nations.

2.0 Developing Music Literacy

Students will be able to:

2.1 Identify pitch, register, melodic intervals, major and minor mode, meter and tempo, form, timbre, and style.

2.2 Read and notate music.

2.3 Develop the ability to describe music with increasingly precise musical terminology.

2.4 Develop an understanding of the expressive qualities of music.

2.5 Develop a cultural and historical perspective of music.

3.0 Performing Music

Students will be able to:

3.1 Develop the ability to sing and/or play an instrument with appropriate tone, rhythm, technique, and maintain awareness of intonation, musical feeling, balance in the ensemble.

3.2 Perform a variety of musical works alone or in an ensemble, either by rote/memory or reading notation.

4.0 Creating Music

Students will be able to:

4.1 Develop the ability to improvise and/or compose music as a vehicle for understanding music.

4.2 Manipulate the elements of music — rhythm, melody, harmony, form, timbre, tempo, and dynamics — for expressive purposes.

5.0 Developing Essential Learning Skills

Students will be able to:

5.1 Recognize words, commonly used in grade-level materials, including subject areas.

5.2 Speak with standard pronunciation, appropriate volume, rate, gestures and inflections.

5.3 Identify main ideas, supporting details, and facts and opinions presented in written, oral and visual formats.

5.4 Use oral communication to give or receive information and directions.

5.5 Comprehend implied meanings of written, oral and visual communications.

5.6 Distinguish and interpret sounds of nature, language, music and environment.

5.7 Listen, read, view and evaluate presentations of mass media.

5.8 Organize ideas in understandable format (prewriting and planning).

5.9 Select and use language, gestures and symbols appropriate to audience, purpose, topic and setting when making oral presentations (planning and drafting).

5.10 Recognize, construct and draw inferences concerning relationships among things and ideas.

5.11 Identify problems and approach their solution in an organized manner.

5.12 Make reasoned evaluations.

5.13 Clarify purposes of assignment.

5.14 Select and use appropriate study techniques.

Art Education

1.0 Students will be able to develop the technical and problem solving skills necessary for creative communication and personal expression in art production.

Students will be able to:

1.1 Define and use the elements of design and principles of composition in creating works of art.

1.2 Recognize that ideas come from a variety of sources (observations, experiences, emotions and imagination) and use this knowledge in creating works of art.

1.3 Create two-and three-dimensional works of art by using a variety of materials, tools, and techniques.

1.4 Create fine art, functional art, and environmental art works.

1.5 Identify the roles and functions of visual artists.

2.0 Students will be able to explain/demonstrate ways that artists and art work record and reflect cultures and values.

Students will be able to:

2.1 Distinguish the variety of visual art objects (fine, functional and environmental) of past and present cultures.

2.2 Recognize the purposes and meanings of the visual arts (fine, functional and environmental) in different past and present cultures.

2.3 Recognize how and why the visual arts (fine, functional and environmental) change over time.

2.4 Identify contributions of people who assist in the preservation and interpretation of the visual arts.

3.0 Students will be able to develop the knowledge and skills necessary to make informed responses to works of art.

Students will be able to:

3.1 Demonstrate ways elements of design, principles of composition, technical properties and expressive content contribute to meanings and the interpretations of a work of art.

3.2 Develop and/or select multiple criteria for art criticism.

4.0 Students will be able to express individual understandings of art by developing perceptual and thinking skills.

Students will be able to:

4.1 Perceive and respond to visual characteristics (e.g., design, physical, functional, etc.) of objects and surroundings.

4.2 Identify and describe factors that influence personal taste and values about art works.

4.3 Reflect upon and express personal values and feelings about art.

4.4 Inquire about the different meanings of art.

5.0 Students will be able to acquire appropriate communication skills to gain information and express ideas about art.

Students will be able to:

5.1 Acquire information about art and artists by reading various forms of printed material (e.g., books, magazines, newspapers, journals, directories, schedules).

5.2 Acquire information about art and artist by observing (e.g., photographs and drawings, landscapes, climate, from cultural components).

5.3 Use writing, speaking, and illustrating to express ideas and reflect knowledge about art and artists.

5.4 Select and use appropriate study techniques.

Personal Finance

Students will be able to comprehend information, perform skills and make decisions relative to:

1.0 Financial Planning

1.1 Employment Benefits
- A. Summarize the effects of payroll deductions and employment benefits on financial security
- B. Evaluate the adequacy of payroll deductions and employment benefits in given situations

1.2 Financial Services
- A. Explain how financial institutions provide multiple services that aid in financial planning (e.g., loans, safe deposit boxes, currency conversion, savings, annuities)
- B. Write a check, balance a checkbook and reconcile a bank statement
- C. Choose a financial institution by comparing services offered

1.3 Budgeting and Recordkeeping
- A. Give examples of how the budgeting process can help individuals and families
- B. Prepare a budget to meet individual or family needs
- C. Modify a budget based on a review of financial records

1.4 Taxation
- A. Give examples of various kinds of taxation and their benefits
- B. Prepare federal and state tax forms (Federal 1040EZ and 1040; Oregon 40S and 40)
- C. Compare the effects of different types of taxation on specific situations (e.g., progressive vs. regressive, sales vs. property, direct vs. indirect)

1.5 Savings and Investments
- A. Give examples of savings and investments and factors involved in making savings and investment decisions
- B. Prepare savings/investment plans for different financial situations (e.g., singles, families, retirement years)
- C. Establish criteria and verify the adequacy of savings and investment decisions in meeting present and future needs (e.g., risk, diversification, liquidity, costs)

1.6 Insurance
- A. Give examples of insurance available (e.g., auto, life, health, property)
- B. Design insurance plans for individuals and families in different situations
- C. Establish criteria and verify the adequacy of insurance decisions in meeting present and future needs

2.0 Credit

2.1 Credit Availability and Selection
- A. Explain how personal and economic factors influence the use and availability of credit (e.g., credit worthiness and rating)
- B. Use characteristics of different types and sources of credit to make credit selections in various situations
- C. Justify using or not using credit in given situations

2.2 Credit Problems
- A. Summarize factors leading to credit problems and their possible consequences (e.g., family stress, wage garnishment, bankruptcy)
- B. Design a plan to eliminate credit problems (e.g., communicate with creditor, establish a budget, obtain help from consumer credit counseling agencies, make use of consumer credit laws)

3.0 Purchase of Goods and Services

3.1 Factors Affecting Consumer Purchases
- A. Explain how personal and external factors (e.g., tastes and preferences, income, resource costs, technology, advertising) influence purchasing decisions and impact financial stability
- B. Distinguish appeals used in specific ads (e.g., emotional, rational, persuasive, target group appeals) as a basis for making wise purchasing decisions
- C. Evaluate advertisements in terms of their informational, promotional or economic value

3.2 Consumer Purchases
- A. Outline steps involved in making a decision (e.g., define problem, obtain information, compare alternatives, select an alternative, take action, evaluate decision)
- B. Summarize effective purchasing techniques (e.g., investigate warranties, sources of information, retail outlets and services, cost/quality ratios)
- C. Use consumer purchasing techniques and decision-making skills to assess the quality of a product or service
- D. Compare and contrast characteristics of specific products or services to make purchasing decisions (e.g., housing, transportation, food, appliances)

4.0 Rights and Responsibilities in the Marketplace

4.1 Rights and responsibilities of buyers and sellers
- A. Explain how buyers' and sellers' rights and responsibilities interact in market transactions (e.g., buyers' right to be heard and informed, right to safety and choice; sellers' right to profit and fair treatment)
- B. Summarize fraudulent and deceptive practices in the marketplace
- C. Explain the proper procedures to receive redress in the marketplace
- D. Demonstrate the use of consumer redress techniques

4.2 Legal documents
- A. Describe various types of legal documents
- B. Explain the essential elements of a contract
- C. Explain the legal implications of contractual agreements and resulting responsibilities

4.3 Sources of consumer assistance
- A. Summarize consumer services provided by several government and non-government agencies

B. Explain protection provided the consumer by major federal and state laws
C. Illustrate ways consumers can gain assistance

Second Language and Culture (Proposed)*

See Part F of this chapter (page 30) for a discussion of "International Understanding."

Learning outcomes in terms of knowledge and skills are to be developed at the direction of the State Board of Education.

Career Education

1.0 Students will demonstrate an understanding of themselves by:

- 1.1 Recognizing the effect that a positive self-concept has on the life roles.
- 1.2 Identifying the interpersonal and social skills required for positive interaction with others.
- 1.3 Demonstrating how physical, emotional, intellectual and social development relates to career decision making.

2.0 Students will be able to apply their interests, aptitudes and abilities to educational and career development as individuals, learners, producers, consumers, citizens and family members by:

- 2.1 Recognizing how individual interests, aptitudes and abilities are used in educational achievement and career success.
- 2.2 Demonstrating the attitudes necessary for success in work and learning.
- 2.3 Identifying the skills necessary for locating, understanding and using educational and career information.
- 2.4 Identifying how career and educational development relates to the needs and functions of society.

3.0 Students will apply physical, mental, social, emotional and decision making skills to career planning and exploration by:

- 3.1 Recognizing how to make decisions and choose alternatives related to tentative educational and career goals.
- 3.2 Explaining the relationship of life roles to career exploration and planning.
- 3.3 Identifying how bias, discrimination and stereotyping limit career choices, opportunities and achievements.

4.0 Students will be able to enter the workforce, continue education and advance training in keeping with their individual career goals by:

- 4.1 Demonstrating the personal, educational and technical skills needed for preparing, locating, obtaining, maintaining and advancing a career.
- 4.2 Demonstrating the skills used in career exploration and planning.

The Common Curriculum Goals outlined above contribute to the knowledge and skills necessary for learning across the entire curriculum and within the several academic or program areas in grades K-12. The next element in the definition of a **Standard Education for Oregon Students** is Vocational-Technical Education.

B. Vocational-Technical Education

The Board has identified preparation for entry-level employment as a salient feature in the development of a **Standard Education for Oregon Students**, both in terms of the number who do not finish high school and those who graduate and do not immediately enroll in postsecondary education or enter the military,** and their readiness for the world of work.

In the conduct of the study, discussions were held with representatives from the business community in seven cities*** in the state. The business personnel were selected by local chambers of commerce, and represented small and large businesses, manufacturing and agricultural interests, public and private based firms, and both blue and white collar industries. Information was also received from organizations such as the Associated Oregon Industries and the Oregon Business Council. Without exception, the message from these people was consistent, sincere and forceful.

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* As of the date of this report, the State Board of Education has not formally added Second Language and Culture to the Common Curriculum goals.

** Approximately 51 percent of the high school graduating class of 1989 did not immediately continue their education or graduate, re: data from Office of Educational Policy and Planning as cited in "What Happened to the Oregon High School Class of 1989?," *Spotlight*, State Advisory Council for Career and Vocational Education, Salem, Oregon, Spring 1990.

*** Portland area, Coos Bay, Grants Pass, Roseburg, Medford, Ontario, Pendleton

In the judgment of the above business men and women, high school students and recent high school graduates are, for the most part, not adequately prepared for entry-level employment. Current literature reflects a similar concern nationally.

The business people expressed awareness that (1) they often did not see the most capable students because those students went directly to universities or other destinations rather than seek entry-level employment, (2) schools are faced with more challenges than probably at any time in their history given the changing nature of society and the broad expectations to not only teach, but raise children, (3) the system of financing Oregon schools has not provided adequate and stable funds which affects a school's ability to develop strong programs in all areas, and (4) they probably saw students who were academically in the lower half of their class standing. Nevertheless, they believe the students who did approach them for employment needed to be, indeed, must be, better prepared than they are currently.

Oregon business men and women stated the same concerns as their counterparts in other states. Specifically, employers believe that applicants for entry-level positions do not have sufficient skills to:

- read and comprehend policy and instructional manuals as well as technical materials
- write with correct sentence form, spelling, punctuation, and other matters of mechanics (More than one Oregon business person used the term "atrocious" when describing a student's spelling on a job application.)
- perceive errors and rewrite
- speak and explain ideas clearly
- answer and ask questions and follow verbal direction
- add, subtract, multiply and divide, use ratios, or work with fractions and decimals.

Employers also identified deficiencies in the following more technical skills:

- use metric measurements
- type with accuracy and speed
- work accurately with computers and computerized programs.

Finally, employers noted that they needed — but were frequently unable to recruit — employees with positive attitudes and the ability to:

- learn, be flexible and respond to change quickly
- deal with complexity; that is, learn and perform multiple tasks and analyze and deal with a wide variety of options
- identify problems, perceive alternative approaches, and select the best approach
- operate independently after a brief, but intensive orientation period or after an initial training period
- work cooperatively with people of different personalities, race, sex, across different authority levels and organizational divisions
- be punctual and dependable as well as show pride and enthusiasm in performing well.*

After discussing their disappointments regarding the level of student performance in the essential learning skills of reading, writing and computation, most Oregon employers wanted to talk about what they called the "work ethic." The work ethic meant many of the items cited above, but

* Oregon employers registered concerns consistent with the findings of the U.S. Departments of Labor, Education and Commerce. *Building a Quality Workforce* — A Joint Initiative of the U.S. Department of Labor, Education and Commerce, July 1988, pp. 17-18.

they described it as "just knowing how to work." One employer said, "People don't automatically know how to work, they must be taught." The schools were not held primarily responsible for teaching students to work because that is a shared responsibility among parents, schools and the employers. Nevertheless, young people were deficient in skills and attitudes in knowing how to go about getting a job done and employers expect schools to be more active in this dimension of preparation for employment. Incidentally, the business people in more than one community said that students from farms and ranches had the best work ethic.

Concern about a student's readiness for employment is heightened when employers report that preparation for employment, to include entry-level occupations, is becoming more comprehensive and more rigorous. The transformation of the economy from a manufacturing base to an information/ technology base has caused a significant shift in the kinds of jobs available and in the way work is performed. It is no longer sufficient for a student to enter the workforce in a technological environment with minimal reading, writing and computational skills and no understanding of the nature of work. Indeed, the courses of study and knowledge and skills to be mastered for successful employment, have become more similar than dissimilar to education programs leading to the freshman year at a college or university. Today's workers need a higher level of knowledge and skill than ever before.

Additional evidence of the rigor and diversity required in preparation for employment is offered by the prestigious College Entrance Examination Board. The Board recently released a report* stating:

> ". . . academic preparation is not just for the college bound. Students who enter the workforce directly from high school need many of the same academic competencies as do those going on to college. This conclusion, surprising to some educators, emerged from a series of dialogues co-sponsored by the College Board, local business groups, and educational institutions in five major cities in the United States.
>
> "The 200 business leaders and educators who participated in the dialogues enthusiastically endorsed the six Basic Academic Competencies — reading, writing, speaking and listening, mathematics, reasoning, and studying — that were identified and described by the College Board Educational Equality Project. These competencies, say business people are as necessary for success in the world of work as they are for success in college. The message to the schools is clear: work-bound students, whether following vocational or general education courses of study, shouldn't be taken off the academic track."

Another view of the high schools and the changing workplace from employers is offered by a Report of the Panel on Secondary School Education for the Changing Workplace. A committee on science, engineering and public policy reported that the largest segment of the American workforce consists of high school graduates who have not attended college. New graduates usually start in entry-level positions, but soon move into other occupations and other, often larger organizations. Today's graduates should expect many changes that will affect their ability to succeed in the workforce. These include demographic changes, the effects of foreign competition, the requirements of new modes of organization, and the impact of new technologies.**

While the beliefs of selected Oregon employers, supported by state and national literature, regarding students' readiness for employment is not positive, there is cause for encouragement. The Oregon State Board is

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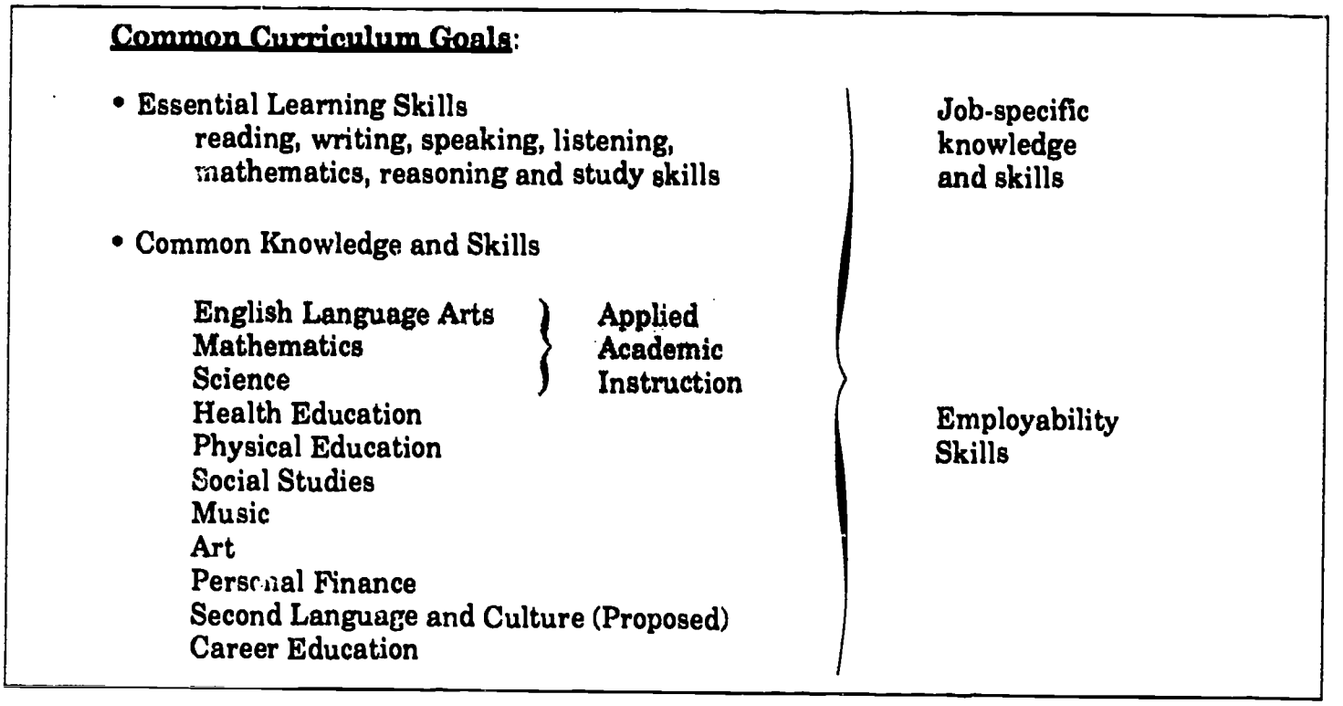
* "Academic Preparation for the World of Work," The College Entrance Examination Board, New York, 1984, p. 1.
** *Report of the Panel on Secondary School Education for the Changing Workplace*: "High Schools and the Changing Workplace — The Employers View," National Academic Press, Washington, D.C., 1984.

cognizant of the problem and is addressing the vocational-technical needs of its students through the combined efforts of Common Curriculum Goals and the Vocational-Technical program.

The needed preparation cited by the sampled Oregon business people; the necessary abilities mentioned by the U.S. Departments of Labor, Education and Commerce; and the basic academic competencies needed for successful employment reported by the College Entrance Examination Board are all also receiving increased attention. And *employability skills*, consisting of problem solving in the work place, group effectiveness at work and personal behavior on the job, is also being accentuated in schools.

All three components — applied academic instruction, job specific knowledge and employability skills focus directly on the needs identified by Oregon employers and the literature in preparing students for employment.



contained within the proposed **Standard Education for Oregon Students.**

Given the congruence of the Common Curriculum Goals and vocational-technical education currently, why, then is there general agreement that too many students are ill prepared for employment — and life? There may be several contributing factors, but two important ones appear to be the curriculum itself and its application. The following diagram illustrates some changes which are occurring. *Applied academic instruction*, which is instruction specifically designed to be relevant to actual life situations and employment, is being implemented in several schools in Oregon. A sharpened emphasis on *job specific knowledge and skills* is

Applied academic instruction is one-to-two years "new" in Oregon. It is too early for formal evaluation; however, empirical data from schools indicate the program is not only well received by teachers and students, but is also potentially effective in reducing or eliminating specific problems with entry-level employment.

Knowing the problems and addressing them as described should result in students who are much better prepared for entry-level employment and continued technical education.

Technological competence — Another issue relative to student employment and success as an adult is the need to become

technologically competent. (Computer literacy is considered to be part of technological competence.)

Technology is impacting society perhaps as dramatically and rapidly as any other component of modern experience. At the close of the 20th century, nuclear power, digital watches, super-sonic air travel, miniaturized television, telecopiers, satellites, microwave ovens, voice prints, artificial hearts, personal computers and telephones which can connect people throughout the world are commonplace.

One respected educator* believes the first priority should be to teach all students about the technological revolution. Students should understand how society is being reshaped by inventions just as tools of earlier eras changed the course of history. The challenge is not only learning *how* to use the latest piece of hardware but asking *when* and *why* it should be used. In terms of computers, it is expected that in the future computers will be so prevalent and so simple to operate that little technical skill will be required of the user. Few people will write a computer program and keyboard skills will be replaced with a system of voice activation. Therefore, the greater need is for students to learn about the social impact technology has played and will play in their lives.

The topic of technological competency for students is being addressed currently by the Oregon State Board. A statewide steering committee, under the direction of the Vocational Technical Division of the Department of Education, is working with school districts and community colleges in several regions of the state, plus Oregon State University, to redesign the vocational-technical education curriculum at the secondary and postsecondary school levels with a focus on technology education. The curriculum, for example, is intended to replace the existing industrial arts programs in the middle and high schools.

The restructured curriculum will be available to all students in the state — elementary, middle and high school. It is expected that the emphasis on technology will attract a broader range of learners than just those in the traditional vocational-technical programs.

The Department of Education staff is scheduled to present to the State Board during the 1990-91 school year a proposal relative to the above study. Some school districts in the state, which have participated in the above study, may have progressed to the point where they may be able to implement the technology curriculum as early as the 1991-92 school year.

Computer Literacy — While students need to understand the larger arena of technology and become competent in several skills therein, it is apparent that the computer is and probably will remain in the foreseeable future, the key ingredient in technology utilized by schools and students. The computer is a basic tool for acquiring knowledge, organizing systems and solving problems. Knowledge of the computer is necessary to an understanding of the full range of procedures that may be applied to solving problems in fields as diverse as mathematics, science, the social sciences, business, industry, languages, and the arts. For these reasons, students graduating from high school will profit from the following preparation:

- A basic knowledge of how computers work and of common computer terminology.
- Some ability to use the computer and appropriate software for:
  - self-instruction
  - collection and retrieval of information
  - word processing (including the development of keyboarding, composition, and editing skills)
  - problem solving both through the existing programs and through experience with developing one's own programs.

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* Ernest L. Boyer, *High School: A Report on Secondary Education in America*, New York, The Carnegie Foundation for the Advancement of Teacher, 1983, p. 195-197.

- An awareness of when and how computers may be used in the academic disciplines and various fields of work as well as in daily life.

- Some understanding of the problems and issues confronting individuals — and society generally — in the use of computers, including the social and economical effects of computers and the ethics involved in their use.*

For a small number of students, learning about computers also means advanced computer study. An upper level program could teach computer language usage to those students who will need such skills in their future work or studies.

Proposed requirements and expectations concerning computer literacy, are also in the educational pipeline and will be presented to the State Board by Department of Education staff in the near future.

Vocational-technical education, with its emphasis on technological competence in grades K-14 and its focus on applied academic instruction, technical skills and employability skills, reinforces the important direction Oregon is moving to prepare students to function in a technological environment, be better qualified for entry-level employment and strengthen the overall academic knowledge and skills of its students.

C. Education Programs Mandated by State or Federal Law and Selected Other State Requirements Presently Constituted

ORS 326.400, .410 requires the education programs mandated by state and federal law to be included in the definition of a **Standard Education**. A "mandated" program is interpreted to be one in which participation is compulsory.

Each of the mandated programs listed below carries a brief description and a legal reference.

State Law

For ease of identification, the mandated programs under state law are separated into two categories — instruction and support. The programs are referenced by Oregon Revised Statutes (ORS) or Oregon Administrative Rules (OAR).

Instruction

1. Activities to encourage planning, protection and preservation of trees and shrubs and a greater understanding of the environment during arbor week. ORS 336.015

2. Commemoration, instruction and activities of women in history including Frances E. Willard during second week in March. ORS 336.025

3. Courses of study prescribed by law and by the rules of the State Board of Education. ORS 336.035

4. Courses of instruction in the Constitution of the United States. ORS 336.057

5. Instruction in honesty, morality, courtesy, obedience to law, respect for the national flag, respect for all humans, humane treatment of animals, effects of tobacco, alcohol and drugs. ORS 336.067

6. Instruction in fire dangers. ORS 336.072

7. Kindergarten. ORS 336.095

8. Courses to teach speaking, reading and writing of English at each grade level to children unable to profit from classes taught in English. ORS 336.079

9. A comprehensive alcohol and drug abuse program. ORS 336.222

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* *Academic Preparation for College*, The College Board, New York, 1983, pp. 11-12.

10. Textbooks for free use for all resident pupils K-12. ORS 337.150

11. Education for children in Youth Care Centers including development of an educational plan for each students. ORS 339.195

12. Appropriate and accessible alternative programs of instruction combined with counseling for students in certain enumerated circumstances. ORS 339.250 to 339.605-625

13. Special education for children with disabilities. ORS Chapter 343 (Includes special education services for pregnant girls. ORS 343.187)

14. Programs for talented and gifted beginning in 1991-92 school year. ORS 343.409

15. Plans for career education in grades K-12. ORS 581-22-405

16. An age-appropriate plan of instruction about infectious diseases including AIDS, ARC, HIV and Hepatitis B. OAR 581-22-412

17. Instruction to all students re: the elementary curriculum. OAR 581-22-420

18. Instruction to all students re: the high school curriculum. OAR 581-22-425

19. A prevention-oriented health services program. OAR 581-22-705

Support

1. District school boards shall furnish their schools with supplies, equipment, apparatus and services essential to meeting the requirements of a standard schools. ORS 332.155(7)

2. Provide transportation to nearest standard high school or reasonable board and room for students enrolled in unified elementary school districts. ORS 335.090

3. Administer, record, report, etc., achievement tests. OAR 581-22-602, 606, 610

4. Provide a coordinated counseling and guidance program. OAR 581-22-702

5. Maintain a comprehensive safety program. OAR 581-22-706

6. Submit a management plan regarding asbestos. ORS 581-22-707

7. Provide a coordinated media program. OAR 581-22-710

8. If providing pupil transportation, comply with applicable rules. If operating a reimbursed food service program, comply with applicable rules. Maintain buildings and grounds properly. Maintain physical facilities, equipment and materials. OAR 581-22-720

Federal Law

Some federal laws require all states and school districts to implement a particular program and abide by certain conditions and regulations. An example is *The Education of Handicapped Children Act*. Other federal laws allow a state or school district to elect whether it wishes to participate in a certain program. If the state or district elects to participate, it must then follow the federally prescribed conditions and regulations. An example is the *National School Lunch Act*.

There are only three federally mandated programs operational in Oregon schools:

- The *Education of Handicapped Children Act, PL 94-142* requires that all handicapped children have an opportunity for public education, to include being "mainstreamed" with other students.

- The *Asbestos Hazard Emergency Response Act of 1986 as amended* requires the Department of Education to set conditions, review and eventually approve management plans from local districts to correct

hazardous asbestos conditions. (For purposes of the report, this act is not considered "educational.")

- The *Family Education Rights and Privacy Act, PL 93-380* as amended by PL 93-568.

It should be noted for background information, that Oregon voluntarily participates in several programs and consequently accepts the accompanying mandated conditions for implementation. Some examples are: National School Lunch; Chapter 1 regarding services for children of low income families, and also the education of migrant children, and Vocational Education. The funds received from the federal government for the above and similar voluntary programs total approximately $100 million annually.

Other State Requirements Presently Constituted

The following selected state requirements are taken from Oregon Administrative Rules, Chapter 581, Division 22 and are included in the definition of a *Standard Education for Oregon Students*. (Rule numbers are indicated in parentheses.)

- Goals for Elementary and Secondary Education (581-22-201)
- Graduation Requirements (581-22-316)
- Required Days of Instruction (581-22-502)
- Required Instructional Time (581-22-503)
- Kindergarten Program (581-22-803)
- Standardization (Schools must provide acceptable educational opportunities for all Oregon students) (581-22-807)
- Alternative Education (581-21-071)
- Special Education Programs (581-Division 15)

There are other additional state requirements, but only the above are included in the definition of a **Standard Education for Oregon Students.**

D. Character Education

Acquisition of knowledge and skills alone will not adequately prepare today's students for a future which requires rational choices in a complex and demanding environment. It is incumbent upon a public education system to consciously and systematically contribute to the moral and ethical development of its students.

The family and societal forces are the major contributors to moral and ethical behavior among students. While it may be inappropriate for schools to accept primary responsibility for developing moral and ethical behavior, it is also inappropriate to deny the critical importance of these factors to the development of an educated person.

"Historically, character education focuses on the teaching of values and of conduct that produces behavior necessary for the orderly functioning of a humane and democratic society. . . . Character education within the total curriculum will lead to the development of the individual as a literate, responsible, moral person ready to take a place in a free society."*

Character education is founded upon:

Values as principles or ideas in which groups or individuals may believe strongly and which guide behavior.

Morals as they relate to principles of right and wrong in behavior. Morality is the subject matter with which the discipline of ethics is concerned.

Ethics refer to sets of moral principles or values and are largely based on societal and legal prohibition, individual conscience and

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* "A Reawakening: Character Education and the Role of the School Board Member." Prepared by the Character Education Task Force of the California School Boards Association, August 1982.

** A "Report of the Task force on Values Education and Ethical Behavior of the Baltimore County Public Schools," Baltimore County, Baltimore, Maryland, circa 1984.

values developed in the course of a lifetime.**

Character education is being taught informally in Oregon schools at this time. The instruction is largely informal and occurs in the normal relationship between staff and students. Staff members teach and model positive values daily such as honesty, responsibility, fairness, and respect for others. In addition, Oregon schools are required, by statute (ORS 336.067), to give emphasis to ethical and moral behavior. However, it is believed that formal emphasis has for the most part, shrunk to a focus on drug and alcohol abuse and selected topics within the study of human sexuality.

When formal character education is considered and the subject of values and moral and ethical behavior are discussed relative to a school curriculum, caution lights illuminate and reservations are expressed about which values or whose values will be taught and by whom. Most reservations reflect concern about how to:

- Gain parent and community support

  Conflict between the schools and parents of children usually occurs given the presence of:

  - Any position which conflicts with family values, such as instruction in human sexuality — specifically sex education, to include premarital sex, family planning, abortion, homosexuality.

  - Some positions omitted by the schools which the parents believe should be taught to all children.

- Accommodate church/state differences

  Morality is considered by some to be the church's domain. However, many moral values endorsed by churches and synagogues are also included in the public schools, such as compassion (a value associated with many churches, but not considered to be "religious" teaching), self-control and responsibility.

- Avoid state indoctrination, e.g. teach "one world," "isms," such as creationism — for or against.

Some may have experienced or heard about a situation where the teaching of values went awry. It need not be that way. Several states and some school districts in Oregon are currently offering character education by formally teaching values and correct behavior with success.

The North Clackamas School District, to cite just one Oregon district, is currently including instruction in several character traits throughout its curriculum. While all traits are taught annually, three or four are identified for emphasis each year. See the character traits on page 27.*

The North Clackamas program has been in place for two years and has not yet been formally evaluated; however, reports from the district superintendent are positive. Staff and students, particularly at elementary and middle schools, and representatives from the community are very supportive of progress to date.

The Baltimore County (Maryland) School system has developed the following themes for teaching moral and ethical behavior:**

Compassion
Courtesy
Critical inquiry (e.g., scientific method)
Due process
Equality of opportunity
Freedom of thought and action
Honesty
Human worth and dignity
Integrity
Justice
Knowledge
Loyalty
(more on page 28)

* Character Education Program. North Clackamas (Oregon) School District, 1989.
** A Report of the Task Force on Values Education and Ethical Behavior of the Baltimore County Public Schools, Baltimore County, Baltimore, Maryland, circa 1984.

North Clackamas School District

CHARACTER TRAITS

PATRIOTISM
is knowing about and showing pride in one's country through responsible citizenship.

INTEGRITY/HONESTY
is being true to one's moral and ethical beliefs.
HONESTY is earning or accomplishing something in a fair manner.

COURTESY
is being polite, kind, civil, and thoughtful of others.

RESPECT FOR AUTHORITY
means showing appropriate consideration, regard, and honor to someone because of a special position.

RESPECT FOR OTHERS, PROPERTY, AND ENVIRONMENT
is acknowledging the worth and rights of all human beings, the value of others' property, and preserving the environment.

SELF-ESTEEM
is self-worth, self-respect, self-confidence and an ability to like and believe in oneself.

COMPASSION
is showing sympathetic attitudes and acts of kindness towards others.

SELF-DISCIPLINE
is knowing one's responsibilities and carrying them through faithfully without supervision.

WORK ETHIC
is a set of beliefs which develop productive work skills and attitudes.

APPRECIATION OF EDUCATION
is valuing learning as a means to understand the past, the present, and to prepare for the future.

PATIENCE
is a calm endurance of a trying or difficult situation, as well as an understanding of the beliefs or conditions of others.

COURAGE
is upholding what one believes to be right or just.

COOPERATION
is the ability to work with others for a common purpose.

Objectivity
Order
Patriotism
Rational consent
Reasoned argument
Respect for others' rights
Responsibility
Responsible citizenship
Rule of law
Self-respect
Tolerance
Truth

It is possible, within a pluralistic society, to identify a common core of values to be incorporated into a character education program. However, teaching and demonstrating character education must avoid indoctrination, whether political, theological, ideological, or philosophical. Nor should morality and ethics focus in any way upon a particular student population.

Implementation of character education programs usually follows one of two approaches — integrate the program into the curriculum at all grade levels or develop a separate course of study. The prevailing method favors integration.

The topic of character education is sensitive and important. A local school district program of character education should follow a policy or position statement by the local school board and reflect the extensive involvement of community and school personnel.

Character education, properly developed and taught/modeled, will enable Oregon students to become more completely educated, and more positively shape Oregon's future.

The State Board of Education has called for the appointment of a task force to study and make recommendations concerning the implementation of character education in all Oregon schools.

E. Student Activities

Student activities, under the auspices of the secondary schools*, are currently an integral part of many Oregon students' educational experience.

Student activities include, but may not be limited to, the following:

Student Government
Preparation of School Publications; e.g. newspaper, yearbook, literary magazine
Drama
Performing Music/Dance Groups
Interscholastic Athletics
Intramurals
Rally Squad/Dance Team/Flag Line
Competitive Speech and Debate
Instruction Related Organizations; e.g. Distributive Education Club of America, Future Business Leaders of America, Future Farmers of America, Future Homemakers of America/Home Economics Related Occupations, Vocational Industrial Clubs of America

The importance of student activities is evidenced by their presence in all public secondary schools in Oregon. The locally elected school boards have approved their inclusion in the education of their respective students, and the students have responded. It is estimated that a majority of Oregon middle and high school students are involved in one or more activities during their school experience. In recent years, when it has become necessary to reduce or eliminate some academic or activity programs in some school districts because of financial limitations, selected student activities were often reinstated with contributions from private funds.

The American public gives student activities high marks. The 1985 Gallop Poll of the Public's Attitude Toward the Public Schools

* Secondary schools are interpreted to be junior high and high schools. Some activities which may be appropriate for high school students may not be appropriate for junior high school students. Local school districts should determine activities appropriate for their students.

reported that 80 percent of the respondents said co-curricular activities are important — 39 percent deemed them "very" important, and 41 percent described them as "fairly" important.

The highest judicial body in one state recently declared school sports to be important to the overall education of a student. The New Jersey Supreme Court in a June 1990 decision, regarding how schools must be funded, ordered the State Legislature ". . . to raise aid for the poorest districts to levels that would permit them to offer all students a thorough and efficient education, defined as not just the basics, *but also programs like music and sports that complete the school experience.*"* (Emphasis added)

Many educators and parents believe that student activities keep some students in school and keep many students interested in school. At a time when Oregon is concerned about the number of students who do not finish high school and the performance of some who do, the importance of the activity program is reinforced.

In addition to receiving strong student and community support, student activities complement the student's formal education and contribute to the future development of the individual. Biernat and Kline offer several points for consideration:

> "The original purpose of student activities was to give students an opportunity to blend the various aspects of their academic learning into personal action. Life has no academic majors, yet we exist in an intellectually integrated society and we teach in segmented academic divisions.
>
> "Student activities offer young people a place to try out their academic skills in an elective, community-like environment. Here is the making of values and personalities that no single classroom can ever offer. . . . In all, the central theme remains the same: Use activities to educate for wholeness in human behavior.
>
> "Research studies have consistently shown that participation in student activities is beneficial to students. Success in college (achievement) can be more accurately predicted from levels of individual achievement in such activities as debate, speech, drama, and journalism than it can from any or all of the following: grades in high school, class rank, American College Testing (ACT) or Scholastic Aptitude Test (SAT) scores or grades in college.
>
> "Similarly, studies of school dropouts have consistently shown that students who leave school prior to graduation are students who are unlikely to participate in student activities, in short, co-curricular activities play a vital role on campus — they improve school climate, they teach valuable lessons in leadership, and they serve as a creative outlet that cannot be obtained inside the classroom."**

Students who are involved in activities generally have better grade point averages and attendance records than students who do not participate in the activities. Further, student activities allow for more opportunities to develop responsibility, citizenship and cooperation.

Participation in student activities is also a factor in college success. While academic success in college is still best predicted by class rank in high school and by admission test scores, college admissions officers note the nature and degree of involvement in activities by applicants to the college. A *Chronicle of Higher Education* article in 1985 stated colleges ". . . could improve their chances of recruiting students who will

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* Joseph F. Sullivan, "Legislature Told to Act," *New York Times*, June 5, 1990, p. A1.

** Nancy A. Biernat and Edward Kline, *The Third Curriculum: Student Activities*, National Association of Secondary School Principals, Reston, Virginia 1989, pp. 2 and 3.

succeed at their institutions by selecting applicants whose high school records show 'persistent and successful extracurricular accomplishments.'"*

The National Federation of State High School Associations has reported that the American College Testing Service compared the value of four factors in predicting success after high school. Success was defined as self-satisfaction and participation in a variety of community activities two years after college. The one yardstick that could be used to predict later success in life was achievement in school activities. Not useful as predictors were high grades in high school, high grades in college, or high ACT scores. The College Entrance Examination Board's scholastic aptitude test was examined in much the same way. It was found that having a high SAT score did not necessarily indicate success in a chosen career. The best predictor of later success, the study showed, was a person's independent, self-sustained adventures. Students who were active in school activities, had hobbies or jobs, were found to be most likely to succeed at their chosen profession and make creative contributions to their community.

The inclusion of student activities in the definition of a **Standard Education** will raise questions, particularly in relation to activities such as interscholastic athletics or a high school rally squad. While a case can be made for student activities as an integral part of a public school education, it must be emphasized that the primary purpose of a school is learning — the pursuit of academic excellence. A comprehensive and rigorous academic agenda provided by highly qualified and committed educators, precedes in importance any activity program, however popular the activities may become. Student activities are important to a student's preparation for the future, but they are a distant second to academic achievement.

In the final analysis, since school activities make a significant contribution to students in their current and future roles as individuals, learners, producers, citizens, consumers and family members, they thereby qualify to become an integral part of a **Standard Education for Oregon Students.**

F. International Understanding

The Far East has become the Near West; ideological differences in Europe have recently caused political and social systems to collapse and new ideas and governments to emerge; technology is bringing international issues into homes on a daily basis; travel from other countries to the United States, and into Oregon, by business people, students and tourists increases annually; Oregon is attempting to develop overseas markets for its agricultural products and industry; and educational partnerships are being formed between Oregon schools and schools in other lands. In these and other ways global experiences are formed and the need for international understanding is intensified.

Specifically, improved international understanding is important to Oregon students because:

- the world is interdependent
- the human race is diverse in terms of attributes, cultures and experiences
- world changes, both physical and human, impact our lives
- international cooperation is necessary in resolving world issues
- international issues require information analysis, decision making and participation
- the economies of Oregon and the nation are linked to world trade and influenced by international issues and events
- sensitivity to international perspectives and human rights increases the likelihood

* Biernat and Kline, p. 11.

of peaceful and harmonious relations among people of the world and

- knowledge of language and interaction with diverse cultures enhance global understanding.*

Many schools in Oregon are including international education or understanding in their curricula, particularly in courses such as history, geography and economics. "Instruction about and discussion of societies and cultures other than our own, add not only to understanding of issues we face as a nation, but also help us understand ourselves as members of the global community."**

It is believed that the most important way the schools can make a contribution to Oregon students' ability to function more effectively in an international environment is through extensive study of a second language and culture.

One cannot fully develop international understanding until he/she becomes proficient in one or more languages other than one's native tongue. Proficiency in a second language permits an exchange of information and ideas in such areas as commerce, technology, history and science. Knowledge of another language fosters greater awareness of opportunities for employment, understanding and enjoyment. "By learning a foreign language, a student can enter another world as a person who speaks only one language never can."***

At the present time, there are no requirements to study a second language to graduate from Oregon high schools. Approximately 12 percent of students in grades K-12 study a second language and most of them study for two years or less — in a secondary school. Only about six percent of Oregon's public elementary schools offer a second language. Nevertheless, there is a strong interest in language and culture instruction among many Oregon students. Oregon schools currently offer second language instruction in 23 different languages. More than 78,000 students studied languages in 1987. Also, Oregon ranks second in the nation in the number of public schools offering the Japanese language.

Language teachers writing in *Academic Preparation in Foreign Language* agree that language instruction should begin in the elementary grades, along with arithmetic, science, and social studies. They say the best preparation for language study in high school is to study language in elementary and middle/junior high schools. Language teachers are also universal in their agreement that time is a constant factor in learning a foreign language.

Recently, the grammar-translation approach to language teaching has yielded to new approaches that have in common the focus on the students' ability to use the language outside the classroom. Students emerge from their language programs able, to some degree, to operate in the language as it is written and spoken by native speakers. Such emphasis results in what linguists call "proficiency." Proficiency has many levels, but for high school students the objective is to become proficient enough to survive in another language, to converse on familiar topics, and to work within carefully defined areas.

High school graduates will need proficiency in a second language and culture that provides the following abilities:

- Ask and answer questions and maintain a simple conversation in areas of immediate need and on very familiar topics.
- Pronounce the language well enough to be intelligible to native speakers.
- Understand, with some repetition, simple questions and statements.
- Read and understand the information presented in a simple paragraph.

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* Adapted from "International Education Program," Beaverton (Oregon) School District, May 1990.
** "International Education Program," Beaverton School District.
*** *Academic Preparation in Foreign Language*, The College Board, New York, 1986, p. 3.

- Deal with some everyday situations in the culture such as greetings, leave-takings, buying food and asking directions.

Students with this first level of proficiency will also need some knowledge of the culture, history, and life patterns of the society or societies in which the language is spoken.

College entrants who expect to follow an advanced program of study in another language or in other subjects requiring language skills will need a greater proficiency that provides the following abilities:

- Engage in conversation about such subjects as school activities, personal interests, and autobiographical information.

- Understand the essential points of a lecture, narrative, or explanation delivered at moderate speed.

- Read and comprehend some literature and most factual information in non-technical prose such as newspaper articles addressed to the general reader.

- Write several paragraphs of reasonably coherent and correct prose to produce summaries, descriptions of events, or social correspondence.

- Handle routine social situations in a culturally correct manner showing understanding of common rules for how individuals behave toward one another.

Students with the higher level of proficiency also will need some knowledge of the history, geography, institutions, current political situation, and the intellectual and artistic achievements of the society or societies in which the language is spoken.*

Knowledge and skills of this sort aren't learned in one or two years in a secondary school. They require much more time — time that should begin in the elementary school.

In addition to providing more time for the study of a second language, the following advantages accrue to instruction beginning in the elementary schools. (1) When pronunciation is emphasized among the four basic skills of speaking, listening, reading, and writing, a wealth of research attests to the fact that preadolescents naturally and easily attain more native-like pronunciation. (2) These students can progress relatively rapidly to simple conversation. They can acquire a great deal of basic vocabulary in the foreign language, and are less inhibited about pronouncing unfamiliar sounds than are older students. In addition, their curiosity leads them to identify and learn the personalized vocabulary necessary to talk about their lives and interests. Younger learners will do less with syntax, but can be taught to use a limited number of structures as support for a more extensive vocabulary. In some of the new immersion and bilingual programs, students develop sophisticated listening skills, especially in programs where content is taught in the foreign language."**

Traditionally students in the secondary schools who enroll in second language courses are usually students who have proved themselves to be academically strong, particularly in the areas of verbal skills and language arts. However, there is a growing body of evidence that second language study would benefit students with a weaker background in language arts. There is a place in the study of a second language for the students who have demonstrated average or below academic ability as well as the brighter students. In addition, the opportunity to enjoy a more slowly paced first course, and to have a longer sequence, should enhance the chance of success for the more average student. Instruction in a second language can be profitable to students with a wide range of traditional academic ability.

Some of the current barriers to implementing a second language program in Oregon's

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* *Academic Preparation in Foreign Language*, 1986, pp. 16-25.
***Academic Preparation in Foreign Language*, 1986, p. 30.

elementary schools include (a) a shortage of teachers qualified to teach a second language in grades K-5; (b) a paucity of teachers prepared to teach languages other than French, German and Spanish, and there may be shortages of highly qualified teachers in these areas as well; (c) competition from other programs for time in the school day; (d) possible shortage of teachers in grades 6-12 qualified to deal with better prepared second language students emerging from grades K-5; (e) time involved to establish a statewide program; and (f) high start-up and maintenance costs. However, the task is manageable.

International understanding will be valuable, if not essential to a large number of Oregon students in the future. It is believed that learning a second language(s) and studying its relevant culture(s) beginning in elementary school, will do more to enhance international education and understanding by Oregon students than any other change in the instructional program.

The State Board of Education has called for the appointment of a task force to study and make recommendations concerning the implementation of second language instruction in the elementary schools. The task force should address approaches to instruction, learning outcomes, cost, timetable, relationship to other curricula, qualified staff and related topics. The program is to be implemented as early as sound planning and resources permit.

G. Support Services Necessary to Provide A Standard Education for Oregon Students

Support services provide personnel, administrative, technical and logistical support, in order to make instruction possible or to make it more effective.

The following support services reflect current services provided by schools and are deemed necessary to provide a **Standard Education for Oregon Students**.

Student Services — supplement instruction by improving the well-being of students.

Attendance and Social Work — improves attendance and prepares students for learning by dealing with problems both in and out of school.

Guidance — involves counseling of students, and also of parents, and consultation for staff members; involves assessing students' abilities as well.

Health Services — provide students with medical, dental and nursing care.

Psychological Services — provide psychological evaluation and counseling of students, as well as consultation with staff members.

Speech Pathology and Audiology — identify, assess and treat students with impairments in speech, hearing and language.

Instructional Staff Services — assist teachers with the content and process of teaching.

Improvement of Instruction — trains staff (in-service) and develops curricula.

Educational Media — includes libraries, films, television and instructional computers.

Assessment — measures students' scholastic achievement.

Administration — establishes policy and supervision, as well as planning and information, for districts and schools.

General Administration — supports the offices of Boards of Education, superintendents and other administrators at the district level.

School Administration — involves the offices of principals and other administrators at the school level.

Central Services — support other services with information, planning, research, and data processing.

Business Services — provide fiscal support, as well as procurement, storage and printing.

Fiscal Services — involve budgeting, receiving and disbursing, accounting, payroll, inventory and internal auditing.

Internal Services — include printing, and the procurement and storage of supplies.

Operation and Maintenance of Plant — keeps grounds, buildings, and equipment safe, in good condition, and ready for use.

Student Transportation — provide access to education by safe conveyance from home to school and to student activities, including the transportation of students with special needs. A trip can be classified as curricular or co-curricular, according to the event it serves.

Food Services — provide nutritious food to students, including school lunches, breakfast, and snacks for kindergarten.

III. A CONCEPTUAL APPROACH TO FUND A STANDARD EDUCATION FOR OREGON STUDENTS

ORS 326.410(3) calls for the State Board of Education to "develop state-wide accounting procedures to permit identification of the actual costs in each school district providing the basic education program and each required support service."

Because of limited time to define a **Standard Education** and given the procedure currently used by nearly all school districts for financial reporting, it is not possible to comply with the section as stated. To do so would require several months of additional time and several hundred thousand dollars for school districts to develop a new level of specificity for financial reporting. However, a conceptual* approach to fund a **Standard Education** for each district is included for consideration.

The conceptual approach is more similar than dissimilar to the current structure of school finance in Oregon, in that the bulk of school funds continue to stem from local property taxes with the balance provided by the state and a few miscellaneous sources. There are, however, some important modifications proposed for consideration, such as increased funding for special education students (PL 94-142), greater acknowledgement of equity for students through weighted costs based upon specific needs, and a stipulated local effort for school districts, should they elect to apply it, which would provide equity to property tax payers.

The suggested conceptual approach to fund a **Standard Education for Oregon Students** has the following components:

Cost of a Standard Education

Virtually all of the current total operating costs of educating a student consist of the cost of a **Standard Education**, which includes supporting services and state and federal mandated programs. Expenditures by the local education service district are also part of the total cost.

Costs vary among Oregon school districts because of factors such as organizational structure, number of students by grade level and students with special needs. State-approved transportation costs are included. Further, small, remote schools have costs unique to their size and geographic location.

Current expenditures range from under $3,000 to over $8,000 per student among Oregon school districts with a state average audited expenditure per student in 1988-89 of $4,164. The average cost of a **Standard Education** in 1988-1989 would have been higher at $4,403 because of the inclusion of student activities ($89) and costs of education service districts ($150).

State School Support Fund

The present state appropriation for public schools, which funds education at a state average of 29 percent, is slightly under $600 million a year. It is estimated that a full **Standard Education** will cost in excess of $2 billion a year in the 1991-93 biennium. A statewide **Standard Education** program could not be supported exclusively from existing state

Cost of a Standard Education	will be fully funded by	State School Support Fund	+	Stipulated Local Effort	+	Taxpayer Equity Grant (if needed)

* The conceptual approach identifies major components of a funding strategy and describes their relationships. It is, of course, not a thorough financial plan.

revenues. A combination of state and local revenues would be needed.

The proposed State School Support Fund would continue to be patterned after the old Basic School Support Fund. It would be a grant to the school district based upon the following:

- Enrollment, to include any growth from the previous year
- Inflation factor
- Small school factor, if applicable
- Student equity grant (new)

The student equity grant would provide equity because students with differing educational needs would be treated in a fair manner. Inasmuch as it costs more to educate some students than others, a weighted* cost per student is used in this proposal. For example, the cost of educating a "regular" elementary student is weighted at 1.00. The weightings for all students are:**

• Elementary School (Grades 1-5)	1.00
• Middle School (Grades 6-8)	1.10
• High School (Grades 9-12)	1.25
• Special Education (PL 94-142)	2.00
• Non-English Speaking	1.30

The 2.0 weight for special education (PL 94-142) students would increase state funding from $14 million to $38 million in 1989-90. The existing "excess cost" formula for special education and trainable mentally retarded students would be replaced with the new weighting system. The regional special education centers would remain unchanged.

The development of student weightings must not provide a fiscal incentive to categorize special education students or assign them into high cost categories. For this reason, the overall weighting of 2.00 was selected as an average cost for handicapped students, rather than have weightings up to 5.00 or 10.00 for specific high cost conditions such as multihandicapped or orthopedically impaired students. And we should continue to set aside a special reserve at the state level for districts with special and unusual high cost situations.

A state share of 35 percent of **Standard Education** costs could occur in 1991-93 if approximately $350 million in new state funds were allocated above the existing level of state support. This level of state support would assure all districts that **Standard Education** costs could be met with a stipulated*** local tax effort of approximately $17.00 per $1,000 of assessed valuation. The $17.00 includes the rate for education service districts. If additional state funds become available, the stipulated effort could be reduced.

Local District Effort

Local property taxes continue to provide the bulk of funds for a **Standard Education for Oregon Students**. Taxpayers continue to challenge the heavy reliance on property taxes, while they simultaneously reject changes in the tax structure which take the form of a sales tax or an increase in income tax. Instead of continuing the unequal school burden on Oregon property owners because of the number and mix of students in relation to the value of their communities' property, a voluntary property tax equity factor is proposed.

Equity for taxpayers occurs when districts across the state contribute at the same stipulated rate. The stipulated rate is not required to be levied, but stipulated as a means to establish taxpayer equity if districts wish to contribute at that level.

Local effort may take the form of any combination of property taxes and miscellaneous local,

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* Audited expenditure data for Oregon school districts and education service districts served as the basis for the weightings. National cost studies and Oregon expenditure data contributed to the weightings for PL 94-142 and non-English speaking students.

** Students from low-income families are not included in the weighting because they are covered by federal funds through various "Chapter" programs. Future weightings may need to be developed for specific groups of children such as those in early childhood education, children who are talented and gifted and children entering school who were addicted to drugs as infants.

*** The stipulated rate is the average statewide property tax rate. The stipulated rate is an amount equal to the local district rate plus the amount of the education service district rate.

state or federal revenues available to the school district to fund the **Standard Education** program.* Also included are Federal Forest Fees, Common School Fund and severance tax receipts.

Equity for Taxpayers

If the combination of the State School Support Fund and the Local Property Tax Effort (at the stipulated rate) does not equal the district's cost of a **Standard Education**, the state will make up the difference in the form of a Taxpayer Equity Grant.

If the district could meet its **Standard Education** cost with the combination of State School Support and Local Property Tax Effort (at the stipulated rate), it would not receive the Taxpayer Equity Grant.

To illustrate,

1. The district's cost of the **Standard Education** program is computed based upon the number of students, enrollment growth, mix of students by grade level and other weighted costs per special student needs (the student equity component), transportation and a small school factor, if applicable.

2. The legislature determines the percentage of the **Standard Education** cost to be covered by the State Support Fund.

3. The voters of the school district agree to tax themselves at the stipulated rate.

4. If funds from the combination of 2 and 3 above equal the cost of 1, no Taxpayer Equity Grant is received. If funds from 2 and 3 do not equal 1, the difference is provided by the state in the form of a Taxpayer Equity Grant.

Local Control Over Property Tax Levies

Districts would retain local control over property tax levies and expenditure levels. If a district contributes at less than the stipulated local tax effort rate, its spending level might fall below the **Standard Education** cost per student. The **Standard Education** funding concept recommended here would leave it up to the local voters to determine whether they would provide the necessary funding for a **Standard Education** program.**

Receipt of the Taxpayer Equity Grant will allow some districts to reduce property taxes. The primary beneficiaries of the Taxpayer Equity Grant will be the districts now taxing themselves above the state average level, yet spending less than the **Standard Education** cost per student. For example, the Centennial School District, which has a tax rate over $20 per $1,000, would have the option of reducing its tax rate or continue to use its current levy to provide improvements above the **Standard Education** program.

The above conceptual approach to funding does not limit a district's ability to set its own level of support. Districts can improve expenditure levels above the **Standard Education** level to recognize special local program needs, should they wish to do so.

State Contribution

The state contribution to fund a **Standard Education** is critical to the education of Oregon students. The level or amount of the state contribution determines the degree to which communities must rely upon property taxes and other sources of income to educate their children. The following chart shows the relationship between state funds and a stipulated local district effort as of 1990-91.

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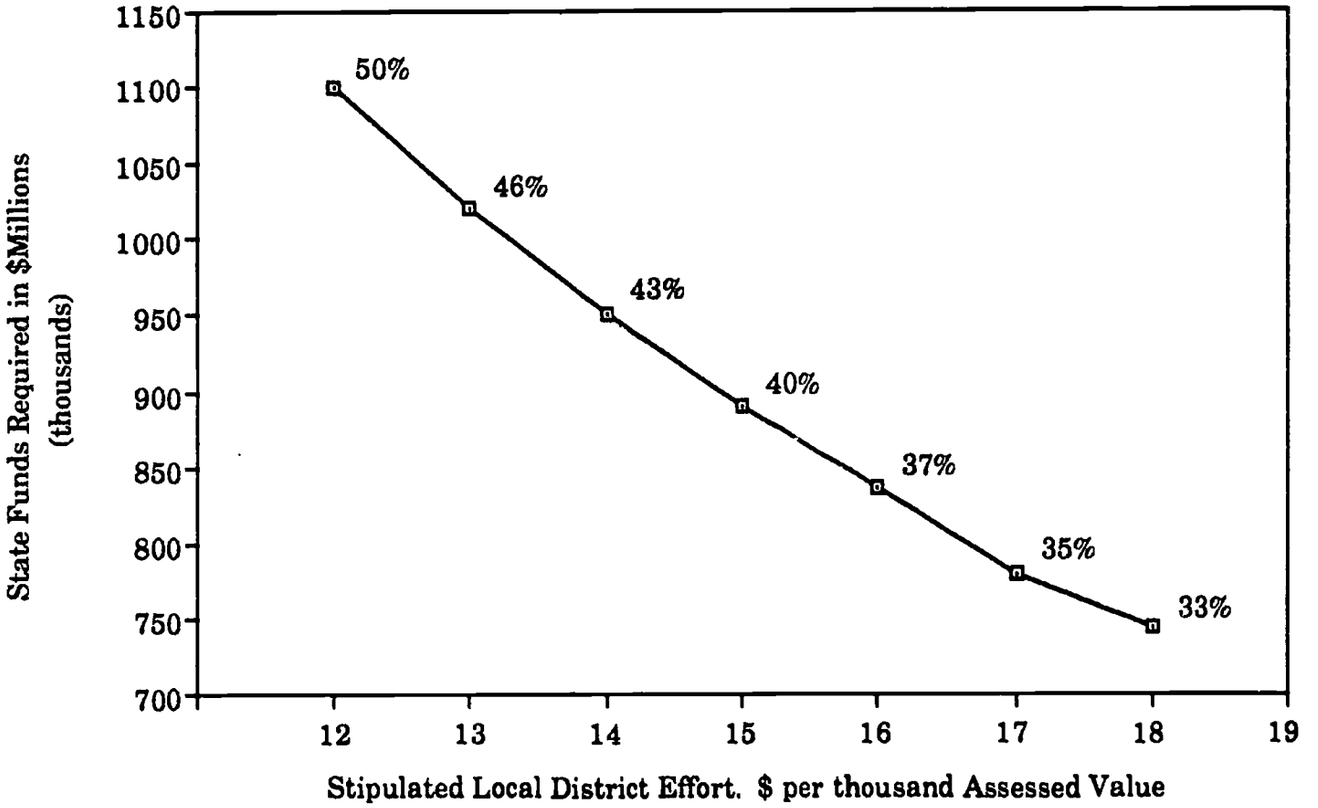
* Adjustments would be made for elementary and union high school districts and those districts without education service districts.

** Although local voters may have a choice as to providing a **Standard Education** program for students in the district, the district is still required to maintain a standard school in order to be eligible for Basic School Support monies. The requirements for a standard school are set forth in Oregon Administrative Rules, Chapter 581, Division 22.

Standard Education Funding: 1990-91
Funding Levels & Percentages of SE Cost



This preliminary estimate shows that if the state can pay for 35 percent of the total cost of a **Standard Education** for Oregon's school children, full funding of **Standard Education** can be guaranteed for all school districts who contribute at least the state average local effort of $17 per thousand of assessed valuation. Higher funding levels would allow for a lower stipulated local effort. For example, at 50 percent funding (the state funding $1.1 billion of the total **Standard Education** cost of $2.2 billion), full funding of **Standard Education** could be guaranteed for all districts with a $12 per thousand of assessed valuation.

Standard Education Cost: A Sample of Oregon School Districts

School District	1988-89 Enrollment	1988-89 Per Student: Audited Current Expenditure	1988-89 Per Student: Audited **Standard Education** Expenditure	1988-89 Per Student: Estimated **Standard Education** Cost
Ashland	2,880	$4,212	$4,534	$4,210
Astoria	1,584	3,893	4,497	4,343
Beaverton	21,440	4,274	4,383	4,341
Centennial	4,680	4,055	4,449	4,324
Corbett	681	4,321	4,800	4,491
Crow-Applegate-Lorane	459	5,841	6,148	4,795
Eagle Point	3,337	3,834	4,164	4,367
Eugene	17,044	4,801	5,009	4,330
Fossil	102	6,281	6,833	6,340
Hillsboro Elementary	3,809	3,350	3,419	4,000
Hillsboro Union High	5,513	4,615	4,814	4,704
Josephine County	5,541	3,412	3,476	4,402
La Grande	2,692	3,646	4,186	4,258
Lebanon Elementary	1,501	4,175	4,285	4,884
Lebanon Union High	1,208	4,823	5,073	5,289
Lincoln County	5,928	4,689	4,805	4,469
McKenzie	358	6,473	6,872	4,811
North Clackamas	11,216	4,365	4,668	4,374
Oregon City	6,072	4,133	4,372	4,432
Pendleton	3,100	3,606	4,002	4,179
Portland	47,707	5,046	5,436	4,413
Rainier	1,447	5,237	5,506	4,615
Reedsport	1,179	4,538	4,760	4,454
Roseburg	6,246	3,650	3,920	4,586
Salem-Keizer	25,393	3,783	3,928	4,295
Scappoose	1,767	3,725	3,905	4,301
Seaside	1,624	4,514	5,132	4,345
Stayton Elementary	863	2,927	3,092	4,199
Stayton UH	531	4,705	5,018	5,199
Tigard	6,998	4,437	4,605	4,315
Ukiah	45	8,353	8,882	8,473
Oregon	439,612	$4,164	$4,403	

This sample of 31 school districts has been selected to illustrate a variety of actual conditions in Oregon, and also to give a first look at the effects of the proposed **Standard Education** funding formula. The first column shows actual resident enrollment for the 1988-89 school year. The next two columns show *Actual Audited Expenditures* for the same year: *Current Expenditure* follows the traditional formula; *Standard Education Expenditure* adds to this the audited costs of co-curricular activities in both instruction and transportation, and also the net ESD services received by the district. The last column is the district's *Standard Education Cost* as defined earlier in this section. The estimate is based on Oregon's average *Standard Education Expenditure*, with adjustments for the district's actual transporta-

tion costs, grade profile, number of special education students, and, in the cases of Ukiah and Fossil, adjustments for remote small schools. These are the costs that would be guaranteed in a **Standard Education** funding formula.

Additional tables concerning assessed values and tax rates, special education funding and a proposed **Standard Education** funding formula are found in Appendix G.

IV. ACCOUNTABILITY

Assessment Program

Consistent with its public policy-making responsibility, the State Board determined to assess the performance of Oregon's educators and students by implementing a statewide system of accountability. While the testing of students' performance does not cover the entire range of the curriculum or student learning, it does include the skills deemed essential to learning and knowledge and skills in several academic or program areas. The results of the assessment will be reported to the public.

Beginning in 1991-92, and continuing annually thereafter, the Oregon Department of Education will assess all students in grades 3, 5, 8, and 11 regarding Essential Learning Skills — reading, writing, mathematics, listening, reasoning and study skills. The focus will be upon student performance in skill areas deemed essential to learning across the entire curriculum.

Also beginning in 1991-92, all students in grades 3, 5, 8, and 11 will be tested on knowledge and skills in specific subject areas. The initial test will be on English Language Arts. Tests in other areas will occur in subsequent years and continue on a rotating schedule: mathematics (1992-93), health (1992-93), science (1993-94), physical education (1993-94), social studies (1994-95), art (1994-95) and music (1994-95) and personal finance (1994-95). The dates for testing in career education are to be determined. Testing in second language and culture will be determined with it becomes part of the Common Curriculum Goals.

The focus of the assessment program will be upon student performance in academic disciplines and an assessment of the discipline itself.

While statewide assessment of student academic progress is not part of the **Standard Education for Oregon Students**, it is included here to declare its presence and to recognize it as a logical sequel to teaching the Common Curriculum Goals.

Further, the State Board of Education, through Oregon Administrative Rules, calls for local school districts to also conduct tests regarding each student's educational progress relative to the Essential Learning Skills and to conduct program evaluations in language arts, mathematics, science, health education, social studies and vocational education. The local school districts are to report annually to their respective students, parents and community.

Verification of Standardization

In addition to the above assessments, the State Board has established Standards for Public Elementary and Secondary Schools (OAR 581-22) and determined that local school districts must meet all of the standards.

Methods of verifying compliance and identifying practices or conditions needing improvement include:

- Annual assurance by the district's chief executive officer.
- Review of district materials through a desk audit by Department of Education staff.
- Review of district practices or conditions through a scheduled on-site visitation conducted by Department of Education staff.
- Periodic reports to the State Board of Education on the condition of school districts.

Through state administered tests and verification as to whether standards for public schools are being met, the State Board will have timely and useful data relative to all students in the public schools.

This information will be used to:

- Provide information for policy decisions by the State Board of Education, Legislature and Governor and for operational decisions by the State Superintendent of Public Instruction.
- Inform the public about student achievement in Oregon. (District and school results will be reported in the context of other information about the district and school such as student demographic data, mobility, attendance, etc.)

V. OBSERVATIONS AND RECOMMENDATIONS

Observations

Leadership From State Board of Education

The Common Curriculum Goals, developed by educators, reviewed by both lay and professional personnel and adopted by an elected board, will provide Oregon students a solid and comprehensive beginning to their life's education. Students who take advantage of Oregon's education in grades kindergarten through 12 will be well served for their present and future roles as individuals, learners, producers, citizens, consumers and family members. Further, the approved **Standard Education**, as defined here, will qualify Oregon students to continue their formal education in colleges, universities and other postsecondary institutions and for successful entry-level employment.

In addition to determining the nature and direction of education in Oregon, the State Board holds high expectations of the state's several districts and individual schools for the quality of the educational delivery system. The Board is continually increasing its service to local school districts, by helping create environments in which schools can exercise initiative and creativity to strengthen their professional staffs, develop curricula and teach children. Examples include State Board/Department of Education support for recent legislation — House Bill 2020 in 1987 and House Bill 2001 in 1989, both relating to school improvement.

Breadth of the Curriculum

The **Standard Education for Oregon Students** identifies the breadth of the curriculum and learning experiences; it does not address the quality of Oregon teaching or administration. The definition states what is to be taught/learned, not the level of student achievement.

The State Board of Education defines a **Standard Education** available to all students; the local school districts determine the delivery system, the quality of teaching and the depth of learning. Both the state and local education agencies will assess student achievement and evaluate instructional programs.

Oregon's local school boards, administrators, teachers and support personnel are the key to an effective **Standard Education for Oregon Students**. Without their commitment, resources and their own high expectations and care for students, the **Standard Education for Oregon Students** becomes simply another report. The **Standard Education for Oregon Students** needs to not only be planned; it needs to be experienced.

Fortunately, the schools in Oregon are already providing the Common Curriculum goals as the centerpiece in their curricula. The task is for the state and district school boards and educators to maintain the current direction, insist upon continued high quality delivery systems and make future adjustments as necessary.

Two observations are offered for consideration by educators in local school districts to enhance the effectiveness of the **Standard Education for Oregon Students**. Other suggestions could set forth, but the following are believed to be appropriate at this time. The first point relates to a school environment for teaching and learning; the second notes an important modification in curriculum and teaching.

1. Successful Schools

   Many educators will recognize the term "effective schools" or "successful schools" and be familiar with the undergirding research.* (Several school districts or individual schools in Oregon are utilizing the tested research and have applied it to their respective learning environments.)

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* Several publications address the topic; however, a beginning source and one which will lead to primary research documents is *Effective Schools Research Abstracts*, Effective Schools, PO Box 476, Okemos, Michigan 48864.

The "successful" or "effective schools" research has demonstrated that schools can and do make a difference in the educational attainment of students. It has been determined that the school makes a far larger contribution to learning than a student's background, ethnicity, socio-economic status or gender.

Characteristics associated with a school's effectiveness, and generally which are within the control of the school's principal and teachers, are:*

- Purposeful leadership from a principal who is actively involved in the school's work and in curriculum discussion; who is capable of influencing teachers' strategies, when necessary; and who monitors students' progress.

- Involvement of teachers who are active in curriculum planning, participating in the development of their curricular guidelines and consulted on policy issues. Teachers also participate in discussions on resource allocations.

- Consistency among teachers. In the more effective schools, there is continuity in staff and the teachers are consistent in applying guidelines to teaching.

- Intellectually challenging. In effective schools, teachers stimulate and challenge their students, communicate interest and enthusiasm, and have high expectations, believing that the students are capable of responding to their challenge.

- The classroom is a work-centered environment, with a high level of industriousness apparent. Students appear eager to commence new tasks.

- In effective classrooms, teachers focus on one curriculum area; within learning sessions, the focus is precise. Teachers are able to gear their level of work to individual needs.

- Maximum communication between teachers and students. Teachers gain from having frequent communication with other teachers, either as individuals or in groups.

- Record-keeping. Where teachers keep written records and use the information to monitor progress, the impact on student outcomes is positive.

- Parental involvement, both with the schools and with a student's educational development at home, has a positive influence.

- Positive climate. Effective schools place less emphasis on punishment. They give greater attention to praising and rewarding students. Teachers in effective schools obviously enjoy teaching and communicate this to students.

An analysis of the operation of schools with the above characteristics, revealed the following commonalities:**

- The recognized schools perform many functions, but their central mission is clearly that of providing academic instruction. The staff also has a clear and focused sense of the needs of their particular students. Teachers and administrators place great stress on extending and protecting instructional time.

- The recognized schools reflect a high level of expectation; they set and enforce high academic and behavioral standards and make high work demands upon students. High expectations are coupled with a systematic effort to monitor public progress. This system allows the schools to monitor and, more importantly, adjust in order to assure high levels of student success. Student achievements are recognized.

- The success of these schools reinforces the notion that effective visionary leadership is central to organizational success. Effec-

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* *Effective Schools Research Abstracts*, Vol. 2, No. 3, 1987-88 series, Effective Schools, PO Box 476, Okemos, Michigan 48864.

** *Effective Schools Research Abstracts*, No. 8.

tive leaders set the direction for their schools and model their beliefs and values. A key to the leaders' success seems to be their ability to appeal to the professionalism of their teachers. Teachers are encouraged to give maximum effort to their work of teaching and learning.

- The qualities of the workplaces of these schools reflected participation in decision making, reasonable teacher autonomy, a sense of shared purpose, an adequate physical site, and treatment of others with respect, dignity and recognition.

- The recognized schools take full advantage of all their resources — human and material. They cherish classroom instructional time; they depend on staff input and knowledge; they utilize outside volunteers.

- These schools make full use of the resources in their communities. They exhibit a strong communications system between the school and the community.

- The recognized schools behave in accordance with old-fashioned human commitment and stubbornness — an unwillingness to accept defeat or settle for mediocrity. They live by a "can-do" attitude about their work.

Effective schools research, like all research, is subject to constructive criticism; however, the evidence of success among schools utilizing the research is convincing.

2. Applied Academic Instruction

There are several approaches utilized in schools in America today to merge vocational-technical education with the "regular" curriculum and thereby improve a student's employability, and also to address the educational needs of the "neglected majority,"* the students who will probably not graduate from a four-year university or college. One promising approach which addresses the above objectives is identified by the term — *applied academic instruction.*

Applied academic instruction is an attempt to make learning applicable to more than the classroom environment. It brings together what is learned in the classroom with employment and life requirements outside of the classroom.

The disparity often present between classroom learning and what is needed to function in the several roles of a student beyond a classroom is noted in a recent publication.** School learning, in important ways, is often inconsistent with what is required on the job and the inconsistency contributes to limited or poor preparation for students. The key differences claimed are:

- School learning lays stress on individual cognition, while learning in virtually every other context tends to be a cooperative enterprise.

- School learning emphasizes "pure thought," while the outside world makes heavy use of tool-needed learning.

- School learning stresses the manipulation of abstract symbols, while non-school reasoning is heavily involved with objects and events.

- School learning tends to be generalized, while the learning required for on the job competency tends to be situation-specific.

- Students are ultimately judged on what they can do by themselves. Outside of school, each person's ability to function successfully depends on what others do and how several individuals' mental and physical performances mesh.

- Growing evidence points to the possibility that very little can be transported directly from school to out-of-school use. Both the structure of the knowledge and the social

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* Leno S. Pedrotti, *Science, Technology and Careers (Opportunities for the Neglected Majority)*, Center for Occupational Research and Development, Waco, Texas, 1986.

** Lauren Resnick, *Educational Research*, December, year unknown, as reported by William Raspberry, *Washington Post*, "Schools, Real World Don't Mesh," date unknown.

conditions of its use may be more fundamentally mismatched than we previously thought.

Applied academic instruction provides a bridge between school learning and work and life requirements.

Several Oregon secondary schools have recently initiated applied academic instruction in the following areas of study: principles of technology, applied mathematics, applied biology/chemistry, applied communication and materials science technology.

Essentially the curriculum and teaching/learning are modified to be more applicable to employment requirements and life situations. Often, academic and vocational teachers will combine their training, talent and experience to jointly teach the course. Videotapes, texts, laboratory demonstrations and tests and problem solving exercises serve as learning aids. Much of the student's time, in some cases a majority of their time, is spent in the laboratory.

For purposes of illustration, the scope and sequence of the applied mathematics course contains the following components:

- Learning problem-solving techniques
- Estimating answers
- Measuring in English and metric units
- Using graphs, charts and tables
- Dealing with data
- Working with lines and angles
- Working with shapes in two dimensions
- Working with shapes in three dimensions
- Using ratios and proportions
- Working with scale drawings
- Using signed numbers and vectors
- Using scientific notation
- Precision, accuracy and tolerance
- Solving problems with powers and roots
- Using formulas to solve problems
- Solving problems that involve linear equations
- Graphing data
- Solving problems that involve nonlinear equations
- Working with statistics
- Working with probability
- Using right-triangle relationships
- Using trigonometric functions

An emphasis in the applied mathematics is placed on hands-on experiential learning, with students helping one another, discussing approaches to problem-solving, and consulting with the teacher in a team spirit atmosphere.

The State Superintendent of Public Instruction recently corresponded with secondary school principals in the state to inform them that the Workforce 2000 Act had provided funds for applied academic instruction in Oregon schools. His letter stated:

> "Successfully pilot-tested, national testing models of applied academic programs in principles of technology, exploring technology education, applied communications, and applied mathematics have been implemented in Oregon. These programs offer a different method of instruction than traditional programs. They focus on more demonstration techniques, hands-on activities, and cooperative teaching and learning in applied settings. Studies indicate that students with varying learning styles are doing much better in applied programs which integrate technology (1989 Perris High School Study).

Each applied academic program is founded upon academic principles, and provides a solid foundation for learning basic concepts appropriate to each subject area. Extensive bibliographies citing valid research and consistent evaluations of the development process of these materials give substantial credibility to the curriculum."*

Applied academic instruction appears to be an effective way to (a) improve students' opportunity for success in the workplace, (b) respond to critics who believe students are ill-prepared for employment, and (c) position high school students to continue their postsecondary education.

Recommendations

Following are recommendations to the State Board of Education from the Project Director which, if implemented, would enhance the **Standard Education for Oregon Students**:

1. Review the definition of a **Standard Education for Oregon Students** every three years. Changes occur relatively quickly in the educational needs of students and the curriculum must precede or keep pace with the needs.

2. Continue to emphasize a variety of *learning outcomes* as the most valid and reliable indicators of what constitutes a **Standard Education for Students**, rather than the *input* side of the educational enterprise, such as cost per student, length of the school year, teacher/student ratio and the number of "credits" earned. Many of the input items are important and significantly influence the learning outcomes; others may be questionable. Be certain that what contributes most to a student's education is valued most highly.

3. Review the rationale for the current length of the school year and required instructional time in relation to the needs of students in the future. Examine the graduation requirements in regard to "units of credit" as a means of determining when a student has obtained a high school education or completed the **Standard Education.**

   Study the school calendar in relation to providing time for professional development for teachers, curriculum review by teachers and staff and for teachers' work experience with school/business partnerships.

4. Establish and maintain a formal liaison with postsecondary educational institutions. Specifically, participate in the implementation of recommendations contained in Task Force #5: Articulation, dated March 8, 1990, to the Chancellor of Oregon's State System of Higher Education.** (Appendix D)

   The Task Force proposed several approaches to connecting K-12 education to two-year community colleges and independent and four-year public colleges and otherwise enhancing the education of Oregon students. The recommendations are in five areas: (a) Curricular Articulation; (b) An Interagency Policy Council to Strengthen Educational Liaison; (c) An Annual Oregon Education Forum to Address Educational Issues; (d) Expansion of Interagency Education Committees; and (e) Nine Priority Issues to be Addressed.

   In addition to addressing the **Standard Education for Oregon Students**, the recommendations appear to be relevant to the Duties and Responsibilities of the Board*** and the Board's recently adopted mission and goals. (Appendix E)

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* Letter to Secondary School Principals from John W. Erickson, State Superintendent of Public Instruction, Salem, Oregon, April 24, 1990.

** While the recommendations are to the Chancellor of the State System of Higher Education, the executive director of the Oregon Independent Colleges Association was a member of the task force. An Assistant Superintendent of the Oregon Department of Education and the Commissioner for Community College Services were also on the task force. A representative from the Office of the Chancellor has recently confirmed that the Chancellor has accepted the recommendations from the task force.

*** *1989 State Board of Education Policies and Bylaws*, Policy Number 1110.

5. Establish and maintain a formal liaison with representatives from Oregon's business community.

   Many Oregon school districts have developed partnerships with businesses in their respective communities which are designed to assist the students' education. There are several advantages which accrue to both the student/school and the business; however, one valuable contribution to the school is the advice and counsel business personnel can provide relative to preparing students for employment. (Sensitive leaders from both the schools and business will insure that the business community does not unduly influence the content or methodology of a student's education.)

   Inasmuch as approximately 50 percent of the students in Oregon's public schools either do not graduate, or graduate but do not immediately continue their formal education, there is a strong need to help students prepare for entry-level employment as part of their general education. The State Board/Business Partnership could be an important component in preparing students for life after school.

   A partnership with representatives from the state's business community is needed in order to have periodic direct and personal contact to receive data, identify needs and develop ideas leading to public policy affecting Oregon schools. There are several organizations and individuals whose interests are congruent with the Board's regarding the future of Oregon education and who, it is believed, would welcome an opportunity to participate in a partnership. Examples include the Associated Oregon Industries, Oregon Business Council, Oregon Chamber of Commerce and representatives from individual business firms. There are also agencies such as the Oregon State Advisory Council for Career and Vocational Education, with which the Board is familiar, which could contribute to public policy decisions.

   It is recognized that the Board does communicate with the above organizations and others from time to time. The structure of a partnership however, would bring together carefully selected representatives on a regular and planned basis leading to data and recommendations useful to the Board and valuable to Oregon's students and teachers.

   The partnerships could also result in businesses providing scholarships to deserving students and teachers to continue their education and professional development. Prestigious awards from a State Board/Business Partnership would not only recognize worthy achievement, they would improve the visibility and stature of cooperation between the schools and the business community.

6. Appoint a task force to study and make recommendations concerning the implementation of second language and culture in the curriculum beginning in the elementary schools. (The Board has already called for the State Superintendent of Public Instruction to appoint such a task force.)

7. Appoint a task force to study and make recommendations concerning the implementation of character education throughout the curriculum. (The Board has already called for the State Superintendent of Public Instruction to appoint such a task force.)

8. Commission a task force of qualified and representative personnel to recommend every reasonable way to reduce the time and paper local districts must expend to comply with State Board/Oregon Department of Education requirements and expectations.

   Correctly or incorrectly, there continues to be a perception among local school personnel that the Department makes work rather than reduces work for people in the field. There is concern that adoption of a **Standard Education for Oregon Students** will raise the level of paperwork even though the definition encompasses largely what is already in place in the curriculum. A review of the state/local workload relationship will confirm or modify the perception.

Relationships between the local school districts and the Oregon Department of Education are not poor; in fact, they are believed to be productive. However, the above study could only help the school districts and possibly make relations better.

9. Review whether multi-ethnic/multi-cultural education should become a discrete part of the Common Curriculum Goals. The Common Knowledge and Skills of Social Studies (Strand 5.0) currently addresses the theme, but may not provide the focus of study and depth of learning needed by Oregon students. A knowledge of multi-ethnic/multi-cultural concerns and issues which lead to understanding and positive behavior will contribute to a productive and harmonious society.

10. Continue to support legislation such as the 1987 HB 2020 and the 1989 HB 2001 to establish school improvement, promote professional development and provide flexibility in the operation of the schools.

    The **Standard Education for Oregon Students** should be implemented with considerable local decision-making options. The delivery of the education system locally will be strengthened if the state encourages and makes possible efficient and effective local leadership.

11. Review whether disadvantaged children younger than five years of age should be eligible to enter the public school system to give them an early, safe and productive beginning within the **Standard Education for Oregon Students.**

    While it is preferable for a small child to spend as much time as possible with caring parents, demographic data indicate that an increasing number of children are not able to do so. Perhaps the public education system could better serve more of the children earlier than the normal kindergarten entry age.

12. Whenever additions to the curriculum are contemplated, such as in character education and second language and culture, carefully review their potential impact on the current curriculum, on time required to teach, and on the personnel expected to carry out the program.

13. Coordinate the curriculum for Oregon students with the work of the Oregon Progress Board and the Oregon Strategic Plan for Economic Development, as appropriate. Both the Progress Board and the Economic Development Plan reflect major efforts to improve the quality of life in Oregon and both have implications for public school education. Continual contact with key personnel from the projects will enable the State Board of Education to take action it deems necessary in a timely manner.

VI. SUMMARY

The task undertaken in response to ORS 326.400, .410 was to develop a definition of a **Standard Education** to be available to every student in the public schools in Oregon, identify support services necessary to provide the **Standard Education**, and provide financial data for consideration by the Oregon Legislature as resources are allocated to fund public education in the state.

The proposed definition of a **Standard Education for Oregon Students** is broad rather than narrow. The reasons for its breadth are: (a) the curriculum *should be* broad and comprehensive given the roles students must serve in the next decade and the twenty-first century, and (b) the conditions set forth in HB 2132, the prevailing document in the study, *required* a broad definition.

Upon approval by the most appropriate public policy making body — the State Board of Education — the proposed definition of a **Standard Education for Oregon Students** will have the following characteristics:

1. It stands on its own merits and is not dependent upon a particular procedure or formula to fund Oregon Schools.

2. It declares officially the nature of the curricular program and co-curricular activities to be made available to every public school student in the state. The definition is comprehensive and designed to prepare Oregon students for their roles as individuals, learners, producers, citizens, consumers and family members.

3. The thrust of the definition is embodied in essential learning skills which cross the entire curriculum, and principles, concepts, facts and methods of inquiry relative to several areas of academic discipline.

4. Vocational-technical education, in a to-be-restructured format, becomes a more integral part of a student's general education resulting in students becoming more technologically competent and better prepared for entry-level employment or postsecondary technical training.

5. Character education becomes a formal part of the curriculum for Oregon students.

6. Instruction in a second language and culture is available to all students beginning in the elementary schools as soon as is feasible, and better prepares students to function in an international environment.

7. Student activities, by their inclusion, are recognized as a vital link between the public school experience, and either work or postsecondary education.

House Bill 2132 was apparently intended to serve two purposes — educational and political. The educational side was served well given the above definition; however, the political dimension fared less well, at least in relation to generating a narrow definition of basic education for state funding purposes. The report, however, does include a conceptual approach to fund a **Standard Education** with the following salient features:

- Tax equity for students and taxpayers
- Continued significant reliance on local property tax
- Improved support for special education (PL 94-142)

Several recommendations stemming from the study, in addition to the proposed definition and recommended supporting services, have been presented for consideration by the State Board of Education.

* * *

There is no resource more precious than our children. There is no task more important than preparing our children for the future. The **Standard Education for Oregon Students** provides an essential component in their preparation for adulthood.

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Organizations

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APPENDICES

A. House Bill 2132

B. Goals for Elementary and Secondary Education (six life roles)

C. Basic Education Advisory Team

D. Task Force 5: Articulation

E. State Board of Education Mission and Goals

F. Goals Publications Available from the Department of Education

G. Additional Tables Concerning Funding

Appendix A

CHAPTER 968

AN ACT HB 2132

Relating to basic education.

Be It Enacted by the People of the State of Oregon:

SECTION 1. (1) Because schooling and public education are fundamental needs for preparing each generation for its future, as well as the future of Oregon and the nation, it is essential that all elementary and secondary students in Oregon have access to an educational program that provides the essential learning skills and knowledge which all adults commonly need for personal fulfillment, self-sufficiency and career success and which enable them to enter community colleges, institutions of higher education, vocational and technical programs or full-time employment upon completion of high school programs.

(2) It is also essential that all Oregon citizens share equitably in making the required educational program accessible to all elementary and secondary students in Oregon.

SECTION 2. To assist with developing the educational program and related funding system described in section 1 of this Act, the State Board of Education shall:

(1) Define by rule a basic education program to be available to all elementary and secondary students in the public schools in this state. The program shall include but is not limited to:

(a) Language arts, emphasizing reading, listening, speaking, written or alternative communication skills and instruction in foreign language.

(b) Mathematics, emphasizing fundamental numerical concepts, computational skills, problem solving, spatial concepts, measurement and statistics.

(c) Science, emphasizing basic scientific knowledge, principles, concepts and processes.

(d) Economics and social studies, emphasizing the history, geography, cultures and governments of Oregon, the United States and the world.

(e) Health and physical education.

(f) Music and visual arts programs, emphasizing knowledge and appreciation of the arts and developing basic skills therein.

(g) Career and vocational education, emphasizing a body of knowledge and skills pertaining directly to preparation for employment, family roles and applied academics.

(h) Education programs mandated by state or federal law.

(2) Recommend those services required to support the basic education program described in subsection (1) of this section.

(3) Develop state-wide accounting procedures to permit identification of the actual costs in each school district for providing the basic education program and each required support service.

SECTION 3. The State Board of Education shall report to the Sixty-sixth Legislative Assembly by submitting copies of the report to the Speaker of the House of Representatives and the President of the Senate for referral to appropriate interim committees or task forces on or before July 1, 1990:

(1) The basic education rules required by subsection (1) of section 2 of this Act;

(2) The recommendations on support services required by subsection (2) of section 2 of this Act;

(3) The accounting procedures required by subsection (3) of section 2 of this Act; and

(4) The amount of moneys needed to provide basic education and each of the recommended required support services for each school district.

Approved by the Governor August 3, 1989
Filed in the office of Secretary of State August 3, 1989

Appendix B

GOALS OF STATE BOARD FOR ELEMENTARY AND SECONDARY EDUCATION

The Board, in response to the changing needs of Oregon learners, sets forth six goals for public schools.

Conceived and reinforced by Oregon citizens, the statewide goals are designed to assure that every student in the elementary and secondary schools shall have the opportunity to learn to function effectively in six life roles: INDIVIDUAL, LEARNER, PRODUCER, CITIZEN, CONSUMER, and FAMILY MEMBER. Each goal suggests the knowledge, skills, and attitudes needed to function in these life roles.

The statewide goals shall be implemented through the district, program, and course goals of each local school district. These local goals are set by schools and communities together to fulfill a mutual responsibility for the education of every student. Because most of the knowledge and skills needed to function effectively in the role of LEARNER are acquired in school, the school has primary responsibility for helping students achieve this goal.

Each school and its community should establish priorities among the goals to meet local needs, and allocate their resources accordingly. This process should provide each student with the opportunity to achieve the requirements for graduation from high school, and as much additional schooling as school and community resources can provide.

Each individual will have the opportunity to develop to the best of his/her ability the knowledge, skills, and attitudes necessary to function as a (an):

1. "Individual": to develop the skills necessary for achieving fulfillment as a self-directed person; to acquire the knowledge necessary for achieving and maintaining physical and mental health and to develop the capacity for coping with change through an understanding of the arts, humanities, scientific processes, and the principle involved in making moral and ethical choices;

2. "Learner": to develop the basic skills of reading, writing, computing, spelling, speaking, listening, and reasoning; and to develop a positive attitude toward learning as a lifelong endeavor;

3. "Producer": to learn of the variety of occupations; to learn to appreciate the dignity and value of work and the mutual responsibilities of employees and employers; and to learn to identify personal talents and interests, to make appropriate career choices, and to develop career skills;

4. "Citizen": to learn to act in a responsible manner; to learn of the rights and responsibilities of citizens of the community, state, nation, and world; and to learn to understand, respect, and interact with people of different cultures, generations, and races;

5. "Consumer": to acquire knowledge and to develop skills in the management of personal resources necessary for meeting obligations to self, family, and society.

6. "Family Member": to learn of the rights and responsibilities of family members, and to acquire the skills and knowledge to strengthen and enjoy family life.

APPENDIX C

Project Staff and Advisory Team

Project Staff

Boyd Applegarth, Project Director

Clem Lausberg, Consultant, Financial Plan

Vere McCarty, Research Analyst

Advisory Team

Ardis Christensen, Assistant Superintendent
Division of School Improvement

Jan Coulton, Assistant Superintendent, Office of
Communications and Government Relations

Sandra Fink, Specialist, Compliance Monitoring, Special
Education, Division of Special Student Services

Marva Hutchins, Associate Superintendent
Office of State Board Relations

Walter Koscher, Coordinator, School Finance and
Data Information Services, Division of School Improvement

Phil Rice, Assistant Superintendent, School Business Services,
Division of School Improvement

Darrell Ward, Assistant Superintendent, Planning and Improvement,
Division of Vocational and Technical Education

Appendix D

RECOMMENDATIONS OF TASK FORCE #5: ARTICULATION

Members:
Mr. Bob Adams, Member, OSBHE
Dr. Gary Andeen, Executive Director, Oregon Independent Colleges Association
Dr. Robert Barr, Dean, School of Education, OSU
Dr. Bill Cowart, Provost, WOSC
Dr. Joseph Cox, President, SOSC ***(Chair)***
Mr. Roger Edgington, Interim President, PSU
Dr. Paul Holbo, Vice Provost for Academic Affairs, UO
Dr. Mike Holland, Commissioner, Office of Community Colleges, ODE
Ms. Marva Hutchins, Assistant Superintendent for Board Relations, ODE
Ms. Annette Matthews, Member, OSBHE

Staff:
Mr. Gary Christensen, Assistant Vice Chancellor for Student Services, OSSHE
Dr. Larry Large, Vice Chancellor for Public Affairs, OSSHE

Education is a logical progression that is not confined to individual disciplines in isolated elementary classrooms. Under the name "articulation" (literally, to be connected), the continuum also applies as students move from one educational level to another, e.g., from elementary school to middle school, or from a two-year community college to a four-year college or university. For education to be most effective, different levels of education should be articulated, that is, connected in such a way that students can "build" on their education from level to level, much as they did in learning to read and write.

How good is that articulation today? Where is it strongest? Weakest? How can the various segments of education work more closely to ensure the strongest articulation among themselves? What models exist that we can learn from? How can we identify, and overcome, barriers that slow down progress in this area? How can we involve interested publics such as business and labor?

Our recommendations offer sensible avenues for finding rational answers that we believe can win statewide support. Our recommendations for improving articulation have as their foundation these objectives:

- To encourage active cooperation among the several segments of education (K-12, two-year community colleges, independent and public four-year colleges).

  To ensure a logical progression as students move from one segment to the next.

- To ensure more effective use of budgets, facilities and personnel, reducing intersegmental duplication, conflict and confusion that frustrate students, staff, and the public.

- To give Oregon a reputation for a clearly defined and effective curriculum that meets the needs of students and of the larger community.

No state can afford to permit its educational segments to exist as feuding fiefdoms. Oregon has always recognized that, yet cooperation has often been passive or reactive rather than active.

Our recommendations aim at active cooperation among educational segments and the publics they serve in two areas: First, we recommend a network and a process for improving articulation; second, we define educational issues and policies that we believe deserve priority consideration and action.

The recommendations are in five areas: (1) curricular articulation; (2) an interagency policy council to strengthen educational liaisons; (3) an annual Oregon education forum to address educational issues; (4) expansion of interagency education committees; and (5) nine priority issues we believe should be addressed.

CURRICULAR ARTICULATION

A. Academic disciplines are at the center of articulation issues that confront Oregon education at all levels. Our objective is to develop structural and professional arrangements that promote maximum cooperation among faculty of given disciplines, regardless of their place in the educational system.

   Currently, for example, curricular policies in math and English composition are managed by the Oregon Mathematics Education Council and by the State Composition Advisory Committee. We believe similar committees are needed for other academic disciplines. Such committees would report to and advise the State System of Higher Education and the State Department of Education; the State System/Community College Coordinating Committee, and the Policy Council (see AN OEPP/OSSHE/OICA/CC/ODE POLICY COUNCIL). Each curriculum committee would report its findings and recommendations to the appropriate entity in the structural proposals that follow.

B. We recommend that affected educators establish curric im committees similar to those for mathematics and English composition in these disciplines: English/Language/Arts/Speech, Fine and Performing Arts, Foreign Language, Geography, Psychology, Science, Social Studies, Vocational-Technical. These committees should be composed of academic-curricular representatives of the State Department of Education, Oregon State System of Higher Education, Office of Community College Services, Oregon Independent Colleges Association, and faculty from the public schools, community colleges and state and independent colleges and universities.

AN OEPP/OSSHE/OICA/CC/ODE POLICY COUNCIL

A. In 1983, the Oregon State System of Higher Education and the State Department of Education formed a Policy Council to improve liaison between the two entities. We recommend that the Council be redefined and reactivated and be expanded to include membership from the Office of Community College Services, from the Office of Educational Policy and Planning, and from the Oregon Independent Colleges Association.

B. The Policy Council would be the primary overseer of intersegmental cooperation and statewide delivery of Oregon education. The Council would identify and review major policy issues, resolve problems of articulation and transition, develop and implement policy, and play a key role in planning for and responding to outcomes of the Oregon Education Forum and working with the two state boards of education.

C. The Policy Council would integrate and supplement the roles of the individual education agencies; the Council would not supersede the responsibilities or authority of the state education boards and offices it would represent.

D. The Policy Council would be composed of 12 members: OEPP director, chair; State System chancellor and two appointments; OICA executive director and one appointment; community colleges commissioner and two appointments; state superintendent of public instruction and two appointments. We encourage the State System, OICA, Community Colleges, and State Department to make faculty appointments to the Council.

AN OREGON EDUCATION FORUM

A. We recommend an Oregon Education Forum that would convene a diverse group of Oregonians annually to address the shared educational issues and policies that represent all segments of the state's social, political and economic life. To improve the likelihood of making real educational progress, the Forum would stimulate awareness of educational needs and programs, promote consideration of policies and actions to improve education, and give shape and definition to the myriad of educational challenges confronting the state.

B. The Forum would be planned and organized by the Policy Council.

C. The Oregon Education Forum would consist of 100 representatives: 25 each from the State Department of Education, Oregon community colleges, Oregon State System of Higher Education, and 25 selected by the Policy Council (see III. below) from organizations such as the Oregon Legislature, Oregon Independent Colleges Association, the League of Women Voters, American Association of University Women, American Electronics Association, Oregon Education Association, Oregon AFL-CIO, Associated Oregon Industries, American Association of University Professors, Oregon Student Lobby.

EXPANSION OF STATE EDUCATION DEPARTMENT COMMITTEES

A. A State System/Community College Coordinating Committee currently exists, consisting of 14 representatives from the State System and from Oregon community colleges; they are appointed by the State System's vice chancellor for academic affairs and by the community colleges commissioner. The coordinating committee's purpose is to encourage and ease the transfer of students from Oregon's community colleges to its state colleges and universities, to coordinate programs and transfer policies, and to resolve transfer issues and problems as they arise.

B. To parallel the above committee, we recommend forming a 14-member State System/State Department coordinating committee to solve problems that hinder students' transition from one level to the next; the committee would also seek coordinated responses to educational issues, foster cooperation, share information about educational research findings, and suggest cooperative ventures such as faculty development centers. Committee members would be named by the State System's vice chancellor for academic affairs and by the state superintendent of public instruction.

C. Both steering committees would respond and report to the Policy Council. In addition, these committees would receive recommendations from and suggest areas of concern to the Professional Curriculum Committees.

PRIORITY ISSUES TO BE ADDRESSED

A. We have identified a number of educational issues requiring priority attention of the appropriate office or policy-making body. These issues are listed without priority. In some instances, we have included suggested courses of action.

- Improve basic academic skills and knowledge learning and preparation for post-secondary education.

- Develop a joint initiative with the public schools to develop and expand guidance and instructional efforts at the middle school and high school that (1) encourages basic academic skills and knowledge preparation for all levels of post-secondary education and training, and that (2) establishes a specific goal and timetable for increasing the percentage of graduating students who can qualify for regular admission to the state's four-year colleges and universities. Such a program could be called "College Head Start."

- Develop, through State System/State Department cooperation, a college-preparatory curriculum policy and program that provides curricular evaluation and development assistance to Oregon high schools.

- Obtain joint State System/State Department funding for a statewide math testing and advisory program for junior students. This program is already developed: "MAJIC" (for Mathematics Advice for Juniors Interested in College).

- Improve foreign language training and learning. Consider adopting a two-year foreign-language requirement for admission to the state's four-year colleges and universities, and consider developing other programs and policies to improve foreign-language education.

- Recognize teacher preparation as a joint public schools-higher education responsibility that requires adequate funding for the supervision of student teachers.

- Develop demonstration sites where teachers are empowered to develop and improve education, employing the cooperation of the State Department, Oregon Education Association and local schools.

- Form stronger partnerships, using the Policy Council as one vehicle, among the State System, Oregon Independent Colleges, Office of Community College Services and the public schools to address the urgent needs of at-risk youth and the associated drop-out problem.

- Review issues associated with the dramatic changes that are occurring as Oregon moves from a traditional undergraduate teacher-education programs and establishes four-year, five-year and fifth-year programs. We recommend that the State System and the Oregon Legislature review emerging challenges such as the current practice of offering required graduate-level summer sessions without state general-fund support; planned reduction of the number of teachers prepared in Oregon; lengthening of student-teaching practica from nine weeks to 15; and the impact of changing higher-education admission standards on issues of student access and educational quality.

We believe these recommendations will lend solid support to the objectives we outlined for improving articulation. Taken together, these recommendations focus increased attention and new energy on improving articulation, provide vehicles for bringing Oregon policy leaders together to address the issues, involve a wider spectrum of the state's citizens, and surface issues that we believe deserve early attention.

Appendix E

DRAFT

THE MISSION
OREGON STATE BOARD OF EDUCATION

THE MISSION OF THE STATE BOARD OF EDUCATION IS TO SECURE EXCELLENT AND EQUITABLE EDUCATIONAL OPPORTUNITIES FOR ALL OREGON STUDENTS. WE WILL BE A STRONG ADVOCATE FOR STUDENTS, BOTH CHILDREN AND ADULTS, AND FOR FAMILIES. THE STATE BOARD WILL IDENTIFY EMERGING ISSUES, ADVOCATE FOR INNOVATION, SEEK FUNDING AND POLITICAL SUPPORT AND DEVELOP EDUCATIONAL PRIORITIES. THE STATE BOARD WILL WORK IN PARTNERSHIP WITH LOCAL SCHOOL DISTRICTS AND CONCERNED CITIZENS TO ACHIEVE THESE EDUCATIONAL PRIORITIES.

WE ENDORSE AND PROMOTE THE FOLLOWING VALUES:

- HIGH EXPECTATIONS FOR STUDENTS, SCHOOL STAFFS, PARENTS AND COMMUNITIES
- A CLEAR VISION OF DESIRED RESULTS
- STRONG LEADERSHIP
- TEAMWORK
- STRONG STAFF DEVELOPMENT
- APPROPRIATE CURRICULUM
- SAFE, CLEAN, ORDERLY LEARNING ENVIRONMENTS
- ACCOUNTABILILTY
- RECOGNITION OF AND REWARDS FOR EXCELLENCE
- COMMUNITY AND FAMILY PARTICIPATION AND SUPPORT
- LIFELONG LEARNING

DC BRD117
6/1/90

BELIEF STATEMENT

The challenges now facing public education are fundamentally different than in the past. Not only has our country left its agrarian past and gone through changes in its industrial organization, but the structure of our families and the demographics of our population have dramatically changed as well. Those changes bring consequences that affect the goals we chart for public education:

- All children should have the opportunity to develop to their fullest potential regardless of circumstance.

- An excellent, multicultural, internationally competitive, equitable education for every Oregon child is critical to the preservation of our democratic society and to the state's strategy to achieve economic growth and viability in a global marketplace in the 21st century.

- Some (and any is too many) of Oregon's students fail to receive an education that will prepare them to be competitive, productive citizens in an increasingly complex, information-oriented, technology-based world. Without comprehensive and rapid improvements in the performance of our public education system during this last decade of the century, an increasing proportion of children will not be able to read, communicate, make critical judgments or write at the levels demanded by businesses for even entry-level jobs, and fewer still will possess the math and science skills sorely needed by our growing technology and manufacturing industries.

- An increasing percentage of our future workforce will come from those population groups historically least likely to succeed academically within the existing educational system. In some districts the last several years of educational reform have not significantly improved the plight or academic performance of these "at-risk" groups within the state. We must stimulate local districts to consider research-proven reforms and methodology to improve the academic performance of all Oregon students in essential skill and knowledge areas. We should evaluate successful school programs and foster their replication statewide.

- Today's diverse school populations and their families require more of the basic social services in addition to schooling. The State must meet those critical needs if we expect to tap the potential that Oregon's children represent to the state.

- A decreasing number of Oregon's citizens have children in school. It is imperative that schools be a significant factor in the lives of all Oregonians—those who have children and those who do not. Only when schools are regarded as relevant will they secure the financial, community, and political support necessary for an outstanding educational system.

- Every community already has a school which to some extent serves as a "community service center." From this fundamental base, services can best be provided to Oregon's children, parents, families and adults.

- Education is moving to prepare students for the employment challenges of the 21st century. It is vital that the partnerships between schools and businesses be increased and strengthened in order to provide instruction that is relevant to actual life situations and to future employment.

ELEMENTARY AND SECONDARY GOALS: OREGON STATE BOARD OF EDUCATION

GOAL I. Assure that local districts establish public schooling processes that produce citizens who have the essential skills, knowledge, and character to meet successfully the rapidly changing demands of a global multicultural society and work force.

- Establish high, specific, and appropriate skills and knowledge, performance expectations for all Oregon children at all grade levels in the state.

- Establish a statewide system of accountability which provides the Board of Education and the citizens of Oregon with a regular, consistent assessment of academic performance in every public elementary, middle, and secondary school in the state.

- Provide technical assistance to districts where annual performance assessments show students are performing below the established performance expectations for any grade level.

- Provide strong leadership to secure adequate resources that will give local districts the capacity to deliver fully on their promise to provide a comprehensive, coordinated, equal opportunity education to all students.

- Encourage districts and provide technical assistance to implement student education plans (EPs) for every child in every school in every district in the state. These plans will be developed with extensive assistance of school counselors and others particularly knowledgeable about a student, including the student and the family.

- Provide staff and course development opportunities for districts to design interdisciplinary courses that extend beyond the schoolroom to incorporate business and community resources. Provide to districts curriculum models, whose activities are managed creatively by skilled teachers, that prepare students to function in a multicultural society and work place, and motivate them to engage in community service and lifelong learning.

GOAL II. Provide the state leadership to reposition Oregon school districts to identify better, broker for, and coordinate through their buildings the delivery of basic social services needed by children and families in order for education to take place.

- Provide leadership in organizing a state committee that encourages the Department of Human Resources and other state agencies to provide the resources, directives and leadership to their local offices for participation with schools in providing for the social service needs of preschool and school-age children.

- Encourage districts to create a school improvement committee or social service coordination committee for each school district and/or school building which will identify those social services needed by the students and their families in order for all students to be academically successful.

- Encourage districts to develop partnerships/coordinate with the appropriate social service providers and community groups to deliver these important social services through the school buildings.

- Encourage schools at all levels to become critical participants in local and state interagency coordinating councils.

- Strongly advocate for the Legislature to provide supplemental/incentive capital construction funds to school districts that will develop the concept of "community service centers" for their schools as part of their building, remodeling, conversion, or consolidation plans.

GOAL III. Establish additional programs that offer incentives and rewards to schools, teachers, principals, administrators and districts. Rewards are for those programs that are successfully educating children at performance levels identified by the state as being critical for the demands of the 21st century. Incentives are for programs that offer a plan to reach performance levels identified by the state as being critical for the demands of the 21st century.

- Request the Legislature to provide incentive funding for the 21st Century Schools programs during the next legislative session.

- Have the Department of Education identify and show case school districts and individual schools from annual assessments that are successfully educating Oregon's children and use them to help/mentor other schools around the state that are not yet producing results which meet performance standards or which might benefit from similar programs.

- Take a leadership role in establishing an Institute for Educational Leadership. The institute might be independent of any educational entity but would draw on the expertise of postsecondary institutions, local school districts, and professional organizations. It would synthesize the best ideas, techniques, curriculum, and research from around the state and nation about excellence in education. The institute would then provide technical assistance and develop appropriate staff training toward raising the achievement levels of all children in the state.

COMMUNITY COLLEGE GOALS
OREGON STATE BOARD OF EDUCATION

GOAL 1V: Further enhance Oregon's community colleges as the state's leading resource for the delivery of high-quality, comprehensive workforce training programs.

- Encourage innovation and responsiveness to meet the rapidly changing needs of business and industry.

- Expand partnerships with other job training providers to effectively use available resources and reduce duplication.

- Encourage expanded partnerships between community colleges and public school systems to better coordinate vocational-technical programs, with particular emphasis on programs such as 2+2.

- Improve student support systems to enable Oregonians to participate in training programs regardless of personal, financial, or geographic circumstance.

- Secure resources that will give the community colleges the capacity to deliver fully on their promise as Oregon's workforce training leaders.

GOAL V: Further enhance Oregon's community colleges as the most comprehensive educational resource.

- Provide incentives and systems that encourage innovation with instructional programs. Such innovation includes telecommunications technology, multidistrict partnerships, and workplace-based instruction.

- Secure resources to provide easy access to high-quality remedial programs for Oregonians who lack basic reading, writing, and computational skills.

- Secure resources to provide Oregonians the opportunity to pursue a college degree regardless of personal, financial or geographic circumstance, and regardless of the service limitations of other educational delivery systems.

- Secure resources to enhance the flexibility of community colleges so they can better meet the students' increasingly diverse needs.

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APPENDIX F

Goals Publications Available from the Department of Education
(Contact the Publications Sales Clerk, telephone 378-3569)

Essential Learning Skills

This publication, done in conjunction with the Oregon Action Plan for Excellence, defines the essential skills expected to be achieved by all students at the end of grades 3, 5, 8, and 11. 1986, $2.00

Common Curriculum Goals

These publications provide the curriculum information needed for integration of the Essential Learning Skills and content goals/outcomes for local districts at the end of grades 3, 5, 8, and 11 for the various Board-approved subject areas.

Copies of the Common Curriculum Goals for individual subject areas are available from the Publications Sales Clerk.

Comprehensive Curriculum Goals

These publications provide a complete integration of the Essential Learning Skills, content goals and student outcomes for K-12. Local school districts can use these curriculum expectations along with their own for each subject area.

Model Comprehensive Curriculum Goals are available in *Health, Physical Education, English Language Arts, Mathematics* and *Scienc*.

Appendix G

ASSESSED VALUES and LOCAL SCHOOL TAX RATES
For a Sample of Oregon School Districts

SCHOOL DISTRICT	Grades Served	1989-90 Assessed Value Per Student ($1,000)	School Tax Rate
Ashland	K -12	228	16.89
Astoria	K -12	152	16.87
Beaverton	K -12	249	16.94
Centennial	K -12	124	21.79
Corbett	K -12	133	22.33
Crow-Applegate	K -12	155	23.29
Eagle Point	K -12	126	18.91
Eugene	K -12	202	19.24
Fossil	K -12	176	15.40
Hillsboro Elem.	K - 6	143	9.22
Hillsboro UH	7 -12	172	10.66
Josephine County	1 -12	189	12.24
La Grande	K -12	115	20.76
Lebanon Elem.	K -12	97	14.11
Lebanon UH	9 -12	115	7.93
Lincoln County	K -12	295	11.69
McKenzie	K -12	267	13.89
North Clackamas	K -12	233	16.02
Oregon City	K -12	147	19.41
Pendleton	K -12	147	19.73
Portland	K -12	276	18.43
Rainier	K -12	370	10.40
Reedsport	K -12	228	14.64
Roseburg	K -12	166	14.90
Salem-Keizer	K -12	153	17.02
Scappoose	K -12	138	14.44
Seaside	K -12	412	10.73
Stayton Elem.	K - 8	153	8.32
Stayton UH	9 -12	176	5.83
Tigard	K -12	288	14.80
Ukiah	K -12	138	16.40
OREGON		192	17.00

This table lists, for a sample of 31 Oregon school districts, assessed values per student, which is the most relied-upon indicator of a district's ability to raise local school revenues. In non-unified districts, AVs are adjusted for the number of grades served.

The school tax rate includes school district total levies, plus County School Fund and Educational Service District levies.

SPECIAL EDUCATION FUNDING
For a Sample of Oregon School Districts

SCHOOL DISTRICT	Percentage Special Ed Students	1989-90 Estimates ($1,000) Actual State Special Ed Funding	Proposed Special Ed Student Equity
Ashland	7.0%	80	165
Astoria	9.7%	49	124
Beaverton	10.3%	837	1,975
Centennial	10.1%	150	381
Corbett	10.7%	15	58
Crow-Applegate	14.3%	13	48
Eagle Point	9.4%	66	269
Eugene	10.5%	781	1,451
Fossil	15.4%	1	10
Hillsboro Elem.	9.6%	82	306
Hillsboro UH	10.3%	289	480
Josephine County	12.0%	141	522
La Grande	9.0%	92	207
Lebanon Elem.	23.5%	51	282
Lebanon UH	11.9%	29	115
Lincoln County	11.3%	217	555
McKenzie	17.0%	18	54
North Clackamas	9.9%	363	903
Oregon City	12.4%	232	606
Pendleton	3.7%	84	91
Portland	10.6%	1,989	4,099
Rainier	12.0%	50	138
Reedsport	11.7%	28	105
Roseburg	10.0%	171	499
Salem-Keizer	9.0%	645	1,912
Scappoose	7.9%	41	112
Seaside	8.5%	58	110
Stayton Elem.	12.7%	13	93
Stayton UH	14.2%	12	60
Tigard	8.9%	222	553
Ukiah	6.4%	1	2
OREGON	10.7%	$14,531	$38,387

Special Education students as a percentage of total student enrollment is listed for each of these 31 sample school districts. The second column gives estimates of state Special Education Funding, including the Handicapped Child and Trainable Mentally Retarded funds. The last column shows the results of the proposed Student Equity grant, as if it had been enacted in 1989-90. The Student Equity grant amounts do not yet include consideration of non-English speaking students.

A PROPOSED STANDARD EDUCATION FUNDING FORMULA
For a Sample of Oregon School Districts

SCHOOL DISTRICT	Proposed State Allocation: 1989-90 Per Actual Enrollment			
	Basic Support	Student Equity	Taxpayer Equity	Total
Ashland	859	55		$914
Astoria	1,485	78	297	1,860
Beaverton	861	88		949
Centennial	1,790	80	511	2,381
Corbett	1,792	86	440	2,318
Crow-Applegate	1,770	115		1,885
Eagle Point	1,586	76	553	2,215
Eugene	1,031	85		1,115
Fossil	1,662	108		1,770
Hillsboro Elem.	1,585	77	77	1,739
Hillsboro UH	1,247	85	644	1,976
Josephine County	1,256	96		1,352
La Grande	1,653	73	693	2,419
Lebanon Elem.	1,938	188	751	2,877
Lebanon UH	1,823	95	1,015	2,933
Lincoln County	906	91		997
McKenzie	1,034	141		1,175
North Clackamas	918	79		997
Oregon City	1,514	98	466	2,078
Pendleton	1,514	29	281	1,824
Portland	900	84		984
Rainier	1,006	95		1,101
Reedsport	958	93		1,051
Roseburg	1,122	80	1,122	2,324
Salem-Keizer	1,488	73	294	1,855
Scappoose	1,750	63	195	2,008
Seaside	947	70		1,017
Stayton Elem.	1,329	103	267	1,699
Stayton UH	1,183	110	880	2,173
Tigard	873	75		948
Ukiah	5,084	44	161	5,289
OREGON	1,254	85	215	$1,554

This table lists, for a sample of 31 Oregon school districts, the results of the proposed Standard Education funding formula if it had been enacted in the 1989-90 school year. The first column shows the Basic Support actually received by these districts. Student Equity, listed in the second column, involves the award of one Basic Grant ($798) to each Special Education student. This does not yet include consideration of non-English speaking students.

In many districts the sum of these two columns, plus local effort of $17 per thousand of Assessed Value, plus certain timber taxes, would have more than covered the cost of a Standard Education. In districts where there would still have been a shortfall, the state would have awarded the Taxpayer Equity listed in the third column. The total allocation for this formula would have been $701 million, compared with the Basic Support of $566 million actually paid in 1989-90.