OREGON STATE BOARD OF EDUCATION

DEPARTMENT OF COMMUNITY COLLEGES AND WORKFORCE DEVELOPMENT
255 Capitol St. NE, Salem, OR 97310

April 15, 2003

To: Members, Ways and Means Sub-Committee on Education
From: Cam Preus-Braly, Commissioner
RE: Questions from the 4/15/03 Hearing

Enrollment Declines

Representative Bates asked for an explanation of the declines in enrollment.
The short answer is that with fewer resources colleges can offer fewer sections and with fewer seats available, fewer students can be served. The decline in enrollment is not the result of a decline in demand but rather a decline in supply.

The presentation of detailed information about the community college support fund and related student and program data has been rescheduled and will be presented to you during Thursday's hearing (4-17-03).

Support Fund

Representative Bates asked how the policy of open access aligns with the current reality of reduced enrollment and higher tuitions.
The statutes in 341.009 Section 6 state that the colleges should be open to all who can profit from the instruction and further, in section 17, that the cost of a community college education should be sufficiently low to permit students of low-income families to attend. The funding reductions already made and the potential for further reductions, combined with rising tuitions do raise questions about access and cost policies currently in statute.

Funding Formula

Senator Messerle indicated that he had questions about the funding formula.
ORS 341.009, Section 11, assigns to the State Board of Education the responsibility for preparing the community college allocation request and for determining the distribution formula for community college funding. The presentation on Thursday will address the community college support fund request and the distribution formula.

Benchmarks

Senator Gordly asked what the specific question was, that people were asked in the Progress Board's population survey, to determine the ranking of public services.

1

The question is:
How good a job do you think Oregon is doing providing government services?

<div style="margin-left:3em">

1   (Very good job)
2   (Somewhat good job)
3   NEUTRAL **[DO NOT READ]**
4   (Somewhat bad job)
5   (Very bad job)

</div>

The telephone surveyors read the list of services and rank the services based on the respondent's answers. This question is part of a much larger survey that asks a number of demographic and other personal information questions.

The following link summarizes other information and has some good information on the entire survey. http://www.oea.das.state.or.us/ops/presentation_05.ppt

Senator Gordly also asked why the 2000 data were used in the Benchmark Targets slides rather than the data from the most recent Progress Board Report.
Slides 14 and 15 are in the 2005 Targets format required by the Progress Board, for which the agencies were directed to use the 2000 data. (Please see Attachment A for the Progress Board's Review of CCWD's 2005 Goals and Measures.)

For Oregon Benchmark Measures (OBMs) 3, 23, 24, 25, 27, 28 and 29 the Progress Board uses information from CCWD's measures and may use additional information from other data sources to calculate the percentages reported in the Benchmark Performance Report. As you can see from slides 14 and 15 CCWD supplies data from multiple measures for individual OBMs.

The 2003 Benchmark Performance Report for OBMs 23, 24, 25, 27, 28 and 29 is captured for your convenience on Attachment B. If the data for CCWD's specific measures for these Benchmarks are of interest, we can provide those data by Thursday.

GED
Representative Smith asked whether the GED program was truly supported only by fees.
The administration of the testing program (test scoring, issuing credentials and record maintenance) by CCWD is completely supported by fees; however, the provision of GED preparation and testing center services provided by the community colleges are supported locally with general fund and federal Title II resources.

Representative Bates asked for more information about those pursuing and earning the GED, particularly those of high school age.
Those states with a GED Option allowing high school students to test for the GED, must follow guidelines that say a 16 or 17 year old may take the GED only if:
- the school district or ESD has a GED Option Waiver **OR**

- the school has issued the student a signed release from Compulsory Attendance.

85 schools/ESDs have applied for the GED Option in Oregon. SB 217 ensures passed in 1997 that youth GED completers not be reported as "drop outs". The GED Option assists schools in providing alternatives, including GED preparatory instruction and provides the option to youth to take one test at a time and remain in school. Senate Bill 217 changed the GED completion from a "dropout" to a "completer" for the Oregon Dropout Report.

2002 Test Takers: 10,644

16	457
17	1,371
18	1,502
19	1,121
20	814
21	656

Test Takers by Age

16-17 12%

18-19 17%

All Other Test Takers 71%

□ 16-17
■ 18-19
□ All Test Takers
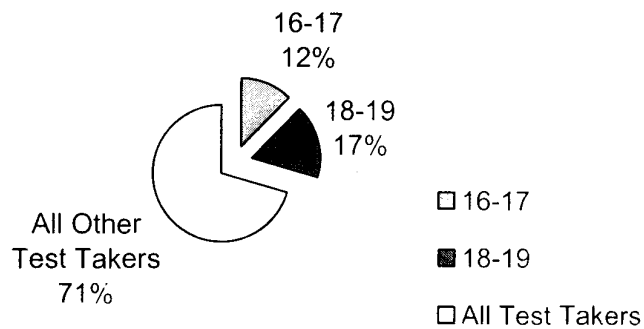
2002 Credentials Issued: 6,030

16	300
17	868
18	964
19	721
20	460
21	350

Credentials Issued

16-17 13%

18-19 19%

All Others 68%

□ 16-17
■ 18-19
□ All Credentials
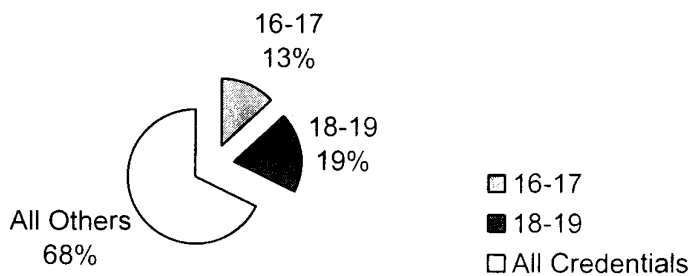
People report undertaking the GED for many reasons; among the 2001-2002 test takers the reasons include:
- 24% report they wanted to have a secondary credential to enroll in a postsecondary education program
- 30% reported a job related reason, 15% said the GED was an employer requirement

- 22% cited personal satisfaction

Other information may help to understand the 2001-2002 GED test takers:
- 30% report that their last school attendance was in the past year or two before taking the GED
- 17% have completed the 9th grade, 31% the 10th grade and 33% grade 11
- 20% didn't finish high school because they got a job
- 24% report preparing for the GED in an adult education class; 9% prepared in a correctional facility; 7% prepared in a GED Option program; 11% were home schoolers; 7% had a private tutor and 10% report being self-taught.

Out of 27,605 participants in 2001-2002 Adult Basic Education Programs reported serving:
- 1500-16 year olds
- 4424-17 to19 year olds
- 5763-20 to 24 year olds
- 435 had completed only 1 year of school; 2448 had completed grade 5; 4748 had completed grade 11.

Please see Attachment C for a table detailing participant ages and highest year of school completed at the start of the program.

Carl Perkins

Senator Gordly asked why the Perkins GPA target was set at 2.0.

The GPA was set at 2.0 by the state group of high school and community college faculty and administrators who developed the state plan. The plan was developed at a time that academic standards were being raised and people wanted to be conservative in setting targets until curriculum adjustments could be made in professional technical educational programs. Without experience with performance against new standards the group decided that rather than risk critical federal funding, they would adopt the traditional C or better rubric for the baseline requirement for GPA. This standard will be reviewed when the new plan is developed in 2003-04.

Representative Morgan and Senator Gordly asked about the Perkins Performance measures, specifically the 3P1 and 3P2 which refer to Placement and Retention.

These two measures are very specific to those participants who complete a degree or certificate. 3P1 reports on those degree or certificate recipients who are employed one year after completing the credential *or* who have gone on for further education. 3P2 reports on retention in employment *or* in further education for that same cohort of degree or certificate completers in the second year after completion of the initial degree or certificate.

Senator Gordly asked if we could "unpack" these data to look at retention in employment and in education.

4

It may be possible to disaggregate these data but the difficulties arise from the fact that almost everyone in these programs is working while they are going to school, so, the task of sorting out which of the students are pursuing further education as their primary endeavor and which are pursuing further education as a part-time or secondary endeavor is not a definitive exercise. One of the problems with the various state and federal performance measures is that there are very specific definitions of elements of the measures for each program and those same elements have very different definitions across the programs. What is meant by retention in one program for example can be quite a different definition in another program.

Setting WIA Performance Measures
Representative Morgan asked about the process for setting the federal performance measures.
The Department of Labor, the federal agency that administers the Workforce Investment Act, Title IB, is interested in a continuous improvement model and also requires that no state's targets fall below a specified level as defined by the Federal Government. These parameters make a difficult framework for the performance of a state during an economic crisis. For Oregon to set performance targets for the wage gain measures that would be below federal level or that would not meet or raise the previous targets, it was necessary that Oregon bring forward a compelling rationale.

Obviously, the first consideration in negotiating new performance targets is past performance. However, when economic and demographic factors in the state change in dramatic ways, past performance is only part of the complex set of factors to be considered in setting new targets in the new environment created by those changed factors. Statisticians have developed a methodology for regression models to factor the influences of certain factors on past performance to predict future performance. To demonstrate the rationale for our proposed targets we have employed a regression model, developed in the state of Washington. With the assistance of an economist loaned to us from the Washington workforce system, we have been able to use Oregon data and coefficients relevant to factors that include the state's trade earnings, unemployment rate and change in unemployment to project performance targets for the problematic measures of Adult Earning Wage Gain, Dislocated Worker Post Program Earnings and Older Youth Earnings Gain. Please see Attachment D for the regression model data.

Performance Measures Review
FINAL

Agency: Community Colleges and Workforce Development, Department of

Date: 2/21/03 (revised 3/25/03)

Reviewer: Jeff Tryens

Approved: George Dunford

Mission: Contribute leadership and resources to increase the skills, knowledge and career opportunities of Oregonians.

SUMMARY

The department performance measures meet the five DAS criteria. The department presents 12 performance measures linked to three broad goals and seven Oregon Benchmarks. The measures will gauge progress toward department goals. Targets are provided for all measures and appear ambitious. The measures are few in number and data sources appear accurate and reliable.

COMMENTS AND RECOMMENDATIONS SPECIFIC TO BASIC CRITERIA

1. Gauge progress towards goals and pertinent benchmarks

The department presents 12 performance measures linked to three goals and seven Oregon Benchmarks. The goals are clearly stated and flow out of the agency's mission statement. The seven benchmarks are relevant to the agency's mission. The measures appear to gauge the department's contribution to the broadly stated goals in each instance. The measures include four that relate to improving basic competencies or reaching some standard of attainment.

2. A few key measures

With just 12 measures, the department has admirably few. Two measures the department should consider adding for 2005-07 are: 1) an additional measure under access for all Oregonians that measures access for other potentially underserved populations in additional to racial and ethnic minorities; and 2) a measure relating to the success in finding appropriate employment for students enrolled in job skill enhancing courses.

3. Conforms to standard concepts and definitions

The department's goals and measures conform to the DAS standards. Measures are a mix of outputs and intermediate outcomes.

4. Targets

Most targets either maintain a current level of service or strive for a higher level of service. Some targets appear quite ambitious to an outside observer. The target for PM 5 is incomplete but the agency is researching the correct denominator to allow the comparison with the U.S.

5. Accurate and reliable data

Data sources are well documented and should provide accurate and reliable data.

EDUCATION

Benchmark	90	91	92	93	94	95	96	97	98	99	00	01	02	Targets 05	Targets 10
Kindergarten - 12th grade															
18. Percent of children entering school ready-to-learn								58%			67%		76%	85%	87%
19. Percent of 3rd graders who achieve established skill levels															
a. reading	52%		59%		61%	70%	79%	78%	81%	82%	84%	85%		90%	97%
b. math	35%		51%		50%	53%	63%	67%	70%	75%	75%	77%		81%	90%
20. Percent of 8th graders who achieve established skill levels															
a. reading		40%		35%		48%	53%	56%	55%	56%	64%	62%	64%	71%	80%
b. math		40%		48%		49%	49%	51%	52%	56%	55%	56%		69%	80%
21. Percent of high school graduates who attain a Certificate of Mastery												26%	31%	Not enough data	Not enough data
22. High school drop out rate	6.6%	6.5%	5.8%	5.7%	6.6%	7.4%	7.2%	6.7%	6.9%	6.6%	6.3%	5.3%	4.9%	5.4%	4.0%
Post Secondary															
23. Percent of Oregon adults (25+) who have completed high school or equivalent	85%		82%		89%		91%		91%		92%		89%	93%	95%
24. Percent of Oregon adults (25+) who have completed some college	53%		53%		58%		60%		62%		58%		58%	70%	79%
25. Percent of Oregon adults (25+) who have postsecondary professional-technical credentials											25.7%		29.3%	Not enough data	Not enough data
26. Percent of Oregon adults (25+) who have completed:															
a. bachelor's degree	23%		25%		26%		29%		29%		29%		30%	38%	45%
b. advanced degree	7%										11%		11%	10%	12%
Skill Development															
27. Percent of adult Oregonians with intermediate literacy skills															
a. prose	41%													51%	55%
b. document	36%													51%	55%
c. quantitative	39%													51%	55%
28. Percent of adult Oregonians who use a computer or related electronic device to:															
a. create docs/graphics or analyze data														65%	70%
b. access the Internet			10%		13%		24%		35%		63%		70%	75%	80%
29. Percent of Oregonians in the labor force who received at least 20 hours of skills training in the past year					35%		30%		37%		31%		38%	56%	75%

ABE FOR 2001-02 BY AGE
FOR HIGHEST YEAR OF SCHOOL
COMPLETED AT START OF PROGRAM

Highest Yr	Age16	Age17_19	Age20_24	Age25_29	Age30_34	Age35_39	Age40_44	Age45_49	Age50_54	Age55_59	Age60	Unk Age	TOTAL
1	5	29	66	73	78	49	44	34	28	17	12	1	436
2	0	13	27	30	27	25	35	25	16	11	14	0	223
3	0	22	51	58	60	54	56	40	33	8	13	0	395
4	2	16	57	59	64	56	32	34	19	10	11	0	360
5	11	30	70	94	66	50	44	28	13	9	15	0	430
6	34	160	524	574	411	303	182	132	53	38	37	0	2448
7	42	67	105	105	96	64	43	28	20	13	17	0	600
8	253	289	376	232	216	147	107	72	51	21	40	0	1804
9	499	755	986	742	578	373	276	134	75	42	50	0	4510
10	399	1070	944	502	396	344	309	161	54	45	50	0	4274
11	59	1243	1120	644	513	435	368	194	92	30	50	0	4748
12	7	235	633	531	520	359	289	188	115	61	83	0	3021
13	0	12	72	57	44	28	35	18	15	5	5	0	291
14	1	7	71	60	50	54	48	31	26	18	13	0	379
15	1	6	47	52	33	40	24	16	15	7	12	0	253
16	0	0	46	83	77	81	69	44	36	11	23	0	470
17	0	0	15	42	32	24	17	2	9	5	7	0	153
18	0	1	8	22	15	18	13	6	6	6	4	0	99
Unknown	191	469	545	439	335	236	182	141	75	48	47	3	2711
TOTAL	1504	4424	5763	4399	3611	2740	2173	1328	751	405	503	4	27605

Adult Earnings Gain Model
Estimated Impacts from Model

	Variable Means			Earnings
	Base	Report	Coeff	Impact
PreEarn	4224.79	5294.8695	-0.72035	-770.83
Thirties	0.3477	0.2662	370.0138	-30.16
Female	0.6045	0.5705	-958.78	32.60
AfrAm	0.0454	0.0525	-1011.55	-7.18
NativeAm	0.0274	0.0495	-752.49	-16.63
Food	0.5599	0.2115	-337.99	117.76
Home_less	0	0.0433	-2561.48	-110.91
Emp_disab	0.1958	0.1056	-465.55	41.99
Dropout	0.1488	0.0708	-1516.09	118.26
GED	0	0.0597	-723.42	-43.19
No_PreEarnings	0.317	0.2892	1004.52	-27.93
Quarter_1	0.2749	0.398	393.97	48.50
Quarter_2	0.2991	0.0734	-272.31	61.46
Quarter_4	0.2122	0.5256	432.96	135.69
UnrateQ2_3	5.499217	7.40539016	-82.77	-157.77
TradeQ2_3	1454.538	1561.25	0.847	90.39
N of Cases	1277	3050		

Total Impact		-517.97
Original Target		3500.00
Revised Target		2982.03

Number of exits dropped from 245 in PY99 to 108 in the first three quarters of PY02, suggesting the possibility of large changes in demographics.

***Based on Olmis CEP Query for Oregon 1998 compared with 2000
Converted to monthly amounts

Dislocated Worker Post Earnings Model
Estimated Impacts from Model

	Variable Means			Earnings
	Base	Report	Coeff	Impact
PreEarn *	10028.27	12600.18	0.38	989.67
Forties	0.3917	0.3182	-469.40	34.50
FiftyPlus	0.2314	0.2616	-1421.30	-42.92
Female	0.4680	0.4228	-2094.06	94.65
NativeAm	0.0200	0.0235	-866.00	-3.03
Disabled	0.1132	0.0989	-630.73	9.02
English	0.0573	0.0837	-809.11	-21.36
Some_College	0.2581	0.2093	861.52	-42.04
BA	0.0942	0.0670	2749.76	-74.79
MFC	0.3973	0.2480	-494.69	73.86
Exhaustee	0.0492	0.0508	-635.57	-1.02
UnrateQ2_3	5.5171	7.3527	-208.20	-382.18
TradeQ2_3 ***	1454.58	1561.25	0.34	36.51
Number of Cases	1953	1911		

Total Impact on Post-Program Earnings	671

Observed Change in Pre-Program Earnings	2572
Replacement Rate Adjustment (%)	-15.97
Original Target (%)	97.00
Revised Target (%)	81.03

**Based on Olmis CEP Query for Oregon 1998 compared with 2000 Converted to monthly amounts

Older Youth Earnings Gain Model
Estimated Impacts from Model

	Variable Means			
	Base	**Report**	**Coeff**	**Impact**
PreEarn	1515.212	1563.437	-0.67	-$32
Nineteen	0.482	0.500	-690.16	-$13
AfrAm	0.057	0.074	-785.76	-$13
NativeAm	0.033	0.046	-880.78	-$12
Offender	0.167	0.204	-489.15	-$18
Disabled	0.082	0.130	-966.41	-$46
Dropout	0.486	0.472	-1024.86	$14
UnrateQ2_3	5.500	7.375	-111.75	-$210
TradeQ2_3	1454.583	1561.250	1.07	$114
N of Cases	245	108		

Total Impact	-$216
Original Target	$3,200
Revised Target	$2,984

Number of exits dropped from 245 in PY99 to 108 in the first three quarters of PY02, suggesting the possibility of large changes in demographics.

***Based on Olmis CEP Query for Oregon 1998 compared with 2000 Converted to monthly amounts