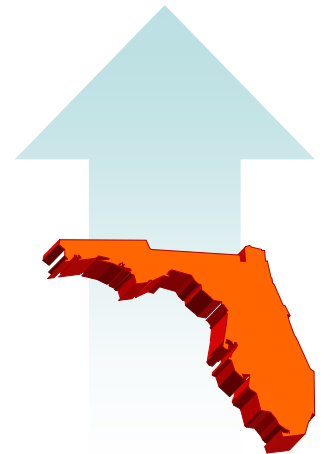


K-20 Education Performance Accountability: Progress and Recommendations



**State Board of Education
November 16, 2004**



Key Dates



Section 1008.31, F.S.

By **December 1, 2003**, the State Board of Education shall adopt common definitions, measures, standards, and performance improvement targets.

During the **2003-2004 fiscal year**, the Department of Education shall collect data required to establish progress, rewards, and sanctions.

By **December 1, 2004**, the Department of Education shall recommend to the Legislature a formula for performance-based funding that applies accountability standards for the individual components of the public education system at every level, kindergarten through graduate school. Effective for the 2004-2005 fiscal year and thereafter subject to annual legislative approval...

Genesis of the K-20 Education Performance Accountability System

- 1 1999-2001 -The Governor's Transition Task Force recommended a "tiered" K-20 performance accountability system, with high level system measures and related sector measures
- 2 2001-2002- The Commissioner appointed a K-20 Performance Accountability Advisory Council to sort through the myriad of accountability requirements in state and federal laws to forward recommendations regarding a system of measures
- 3 2002-2003- Legislature passed HB 915 based on the work of the Advisory Council
- 4 Summer 2003 - The Commissioner appointed a K-20 Education Performance Accountability Task Force to recommend how HB 915 would be implemented
- 5 December, 2003 -The State Board of Education approved recommendations developed from the Task Force regarding general principals and measures
- 6 2003-2004 - Staff has continued to work with sector interests to develop measures
- 7 2004- The University Board of Governors approved 7 performance measures that address Florida's K-20 Education Goals during the work of its accountability committee

Guiding Principles:

"Yardsticks" for Performance Measures

Focus on Student Success



- Assess individual performance or progress of diverse students
- Valid expressions of desired educational results

Actionable



- Reflect performances that local educators can affect through policy, programmatic, & management decisions
- Relevant to all sector or institution missions

High Quality and Efficient

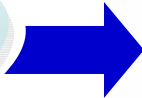


- Use valid, reliable, timely, & comparable data
- Affordable and cost effective to measure
- Minimize unintended consequences

Guiding Principles:

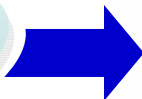
"Yardsticks" for Performance Measures

Measurable Over Time



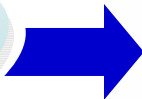
- Allow for making consistent comparisons over time
- Provide ongoing basis for evaluating performance

Simple



- Few in number
- Easy to calculate & interpret
- Easy to explain to non-specialists & the public

Aligned



- Align with & complement other measures
- Support a coordinated system for kindergarten through graduate school
- Meet legislative intent

Section 1008.31, F.S.

Goals

The State Board of Education must maintain an accountability system that measures student progress toward the state's education goals:



- ▶ **Highest student achievement**
- ▶ **Seamless Articulation & Maximum Access**
- ▶ **Skilled Workforce & Economic Development**
- ▶ **Quality, Efficient Services**

Evidence of Student Achievement

K-12

- ▶ Proportion of students having math learning gains in grades 4-10
- ▶ Proportion of students having reading learning gains in grades 4-10
- ▶ Proportion of students proficient in reading, math, and writing

Workforce

- ▶ Proportion of students earning an Occupational Completion Point within one year
- ▶ Proportion of Adult General Education students earning any Literacy Completion Point within one year

Community College

- ▶ Proportion of Associate in Arts students moving out of remediation, transferring to university, or moving between ranges of hours
- ▶ Proportion of Associate in Science students moving out of remediation, transferring to university, or moving between ranges of hours

University

- ▶ Increase access to & production of bachelor's, master's, doctoral, & professional degrees.
- ▶ Proportion of test takers who pass required licensure/certification exams
- ▶ Academic Learning Compacts in every discipline

Evidence of Access

K-12

- ▶ Average number of credit hours in acceleration courses
- ▶ Ratio of acceleration credit hours taken by targeted students
- ▶ Proportion of leavers who are **not** prepared for the next educational level

Workforce

- ▶ Proportion of targeted students enrolled in a High Skill/High Wage program
- ▶ Proportion of targeted students earning any Occupational Completion Point in a High Skill/High Wage program
- ▶ Proportion of targeted students enrolled in adult high school or GED
- ▶ Proportion of targeted students earning an adult high school diploma or a GED

Community College

- ▶ Proportion of targeted students earning an Associate in Arts or Associate in Science degree or a Postsecondary Vocational certificate
- ▶ Proportion of targeted students enrolled in Associate in Arts, Associate in Science, or Postsecondary Vocational programs

University

- ▶ Proportion of targeted students enrolled in baccalaureate programs
- ▶ Proportion of targeted students earning baccalaureate degrees

* "Targeted" Populations: Hispanic, African-American, economically disadvantaged, disabled, limited English

Evidence of Progression & Readiness

K-12

- ▶ 4-year graduation rate (NCLB)



Workforce

- ▶ Proportion of students who become full-program completers within two years
- ▶ Proportion of students who earn a diploma, a significant Literacy Completion Point, transfer to a higher educational level



Community College

- ▶ Proportion of first-time-in-college Associate in Arts on-time graduates
- ▶ Number of Associate in Arts and Associate in Science degrees
- ▶ Proportion of on-time Associate in Science graduates



University

- ▶ Graduation rates for first-time-in college students and community college transfers

Evidence of Economic Development & Employment

K-12

- ▶ Number of high school graduates who, in the fall following their graduation, are not continuing education and are earning $>$ or $=$ to \$7.00/hour

Workforce

- ▶ Proportion of prior-year Career/Technical Education students with Occupational Completion Points who have earnings of \$10.05 per hour or more
- ▶ Proportion of prior-year Adult General Education students with Literacy Completion Points who have earnings of \$7.00 per hour or more

Community College

- ▶ Proportion of prior-year Associate in Arts graduates, not continuing to the next educational level, who have earnings of \$10.05 per hour or more
- ▶ Proportion of prior-year Associate in Science graduates, not continuing to the next educational level, who have earnings of \$13.86 per hour or more

University

- ▶ Meet statewide professional & workforce needs in teacher preparation, the health professions, economic development, emerging technologies, and high skill/high wage demands

Hourly earnings for all but University will be regionally adjusted.

Evidence of Efficiency

Return on Investment indicators for K-12 have been developed and are available on the Department's website. Comparable measures have not been developed at this time for adult and postsecondary programs.

K-12

- ▶ Show K-12 return on investment as a ratio of the educational outcome represented by high school graduation divided by the money used to achieve the outcome



Workforce

- ▶ Show return on investment for career and technical education and adult education as a ratio of the educational outcome represented by attainment of a completion point divided by the money used to achieve the outcome



Community College

- ▶ Show community college return on investment as a ratio of the educational outcome represented by earning an Associates in Arts and Science Degree, vocational certificates and adult diplomas divided by the money used to achieve the outcome



University

- ▶ Total research expenditures
- ▶ Federal research expenditures
- ▶ Doctoral degrees awarded
- ▶ Patents awarded

Section 1008.31, F.S.

Performance Funding



The State Board of Education proposals must provide that at least **10 percent of the state funds** appropriated for the K-20 education system are conditional upon **meeting or exceeding** established **performance standards**.

Florida is Experienced with Performance Funding

K-12 Public Schools

- ▶ In K-12, appropriations include performance dollars through the school recognition program which rewards districts for making improvements in school grades or sustaining high performance - \$137,643,774 in '04-'05



- ▶ In K-12, appropriations reward districts for student performance in Advance Placement, International Baccalaureate, and Advanced International Certificate of Education - \$59,373,047 in '04-'05



Florida is Experienced with Performance Funding

Workforce Education

- ▶ S. 1011.80, FS, requires a process that places 15% of the funding for workforce education at risk. The prescribed formula has been rarely used to appropriate dollars since its inception in 1997. HB 769, passed in 2004, aligns the workforce statute with K-20 requirements for 10% at risk.




- ▶ New dollars appropriated for school district workforce education programs (career & technical, adult general education) were based on performance – learning gains, services to targeted populations, placements in high skill/high wage jobs - \$9.8 million in '04-'05.




Florida is Experienced with Performance Funding

Community Colleges

- ▶ New funds for workforce education were allocated based on performance, similar to school district programs - \$7.9 million in '04-'05.
- ■ ■
- ▶ Two-part performance funding calculation
 - Part 1 focuses on the Associate in Arts program - \$6.8 million in '04-'05.
 - Part 2 on successful college preparation programs – \$880,815 in '04-'05.
- 

Florida is Experienced with Performance Funding

The University System

- ▶ **FY 1995-96 appropriations proviso – instructional performance incentive fund, \$15.3 million; '96-'97, \$10.1 M;**
 - ▶ **FY 1997-98, performance incentives, \$3.3 million; '98-'99, \$2.5 million**
 - ▶ **FY 1999-2000 appropriations proviso provided \$3 million in incentive dollars to universities based on:**
 - Graduation rates
 - Time-to-degree
 - Bachelors degree recipients to graduate school
 - Externally-generated research funds
 - ▶ **Annual appropriations are based on enrollment plans negotiated with institutions with penalties when enrollments fall beneath planned thresholds**
- 

Performance Funding

Lessons Learned I

Accountability measures have changed behavior:

- ▶ K-12 continues to show significant improvement in student achievement
- ▶ Adult general education students show improvement in student achievement
- ▶ Workforce programs have been redirected to productive programs, especially high skill/high wage programs
- ▶ Community colleges experience improvements in degree productivity and access to degree programs for targeted populations
- ▶ University enrollments have increased per plans, performance improved per performance incentives

Performance Funding

Lessons Learned II

Performance funding has played a role

- ▶ Funding incentives for K-12 do not cut into basic services, are directed to improving performance
- ▶ Performance funding for workforce education was implemented in a way that, while responsive to measures, did not provide for performance improvement and deterred managers from taking risks
- ▶ The community college process rewards high performance and performance improvements with very little money
- ▶ While University performance has been impacted, the incentive funding process has been inconsistent

Public reporting and the possibility of sanctions has played a role

Steps Taken to Define the 10% Amount

K-12 Public Schools

- ▶ Exclude certain targeted funding: discretionary local effort, charter school revenue, class-size reduction, student transportation
- ▶ “Equalize” base funding to account for differences in the amount of local support to school districts
- ▶ Exclude funding that is already performance directed – school recognition money, student success in Advanced Placement/International Baccalaureate/Advanced International Certificate of Education
- ▶ Calculate & Divide the 10% into portions based on weights assigned to goal areas

K-12 Funds At-Risk Calculation I: Exclude Certain Funding (Sample Districts, State Totals)



		Adjustments to Funding				Adjusted Total State and Local Funding	
Total State and Local Funding		Total Discretionary Local Effort	Charter School Revenue	Class Size Reduction Funding	Student Transport Funding		
1	Achua	152,904,356	(5,224,204)	(5,476,289)	(4,875,025)	(6,366,503)	130,962,335
2	Baker	23,129,948	(335,932)	0	(741,965)	(1,079,140)	20,972,911
3	Bay	136,697,746	(5,278,408)	(3,407,966)	(4,536,490)	(4,312,531)	119,162,351
4	Bradford	20,359,376	(412,249)	0	(630,838)	(870,567)	18,445,722
5	Brevard	385,684,169	(14,331,433)	(7,787,418)	(12,846,988)	(10,827,794)	339,890,536
State Totals		13,940,143,652	(604,646,026)	(306,870,550)	(467,013,707)	(430,326,357)	12,131,287,012



K-12 Funds At-Risk Calculation II: Equalize for local effort, Calculate 10%

(Sample Districts, State Totals)



- **Local funding as a proportion of adjusted total funding to school districts ranged from ~9% to ~86% for 2003-2004.**
- **The State average was ~42%.**
- **Total state funding was “equalized” for these differences in local effort.**
- **This reduced the adjusted total for performance calculation purposes from \$12,131,287,012, to \$7,064,651,810.**
- **10% of this amount is \$706,465,181.**

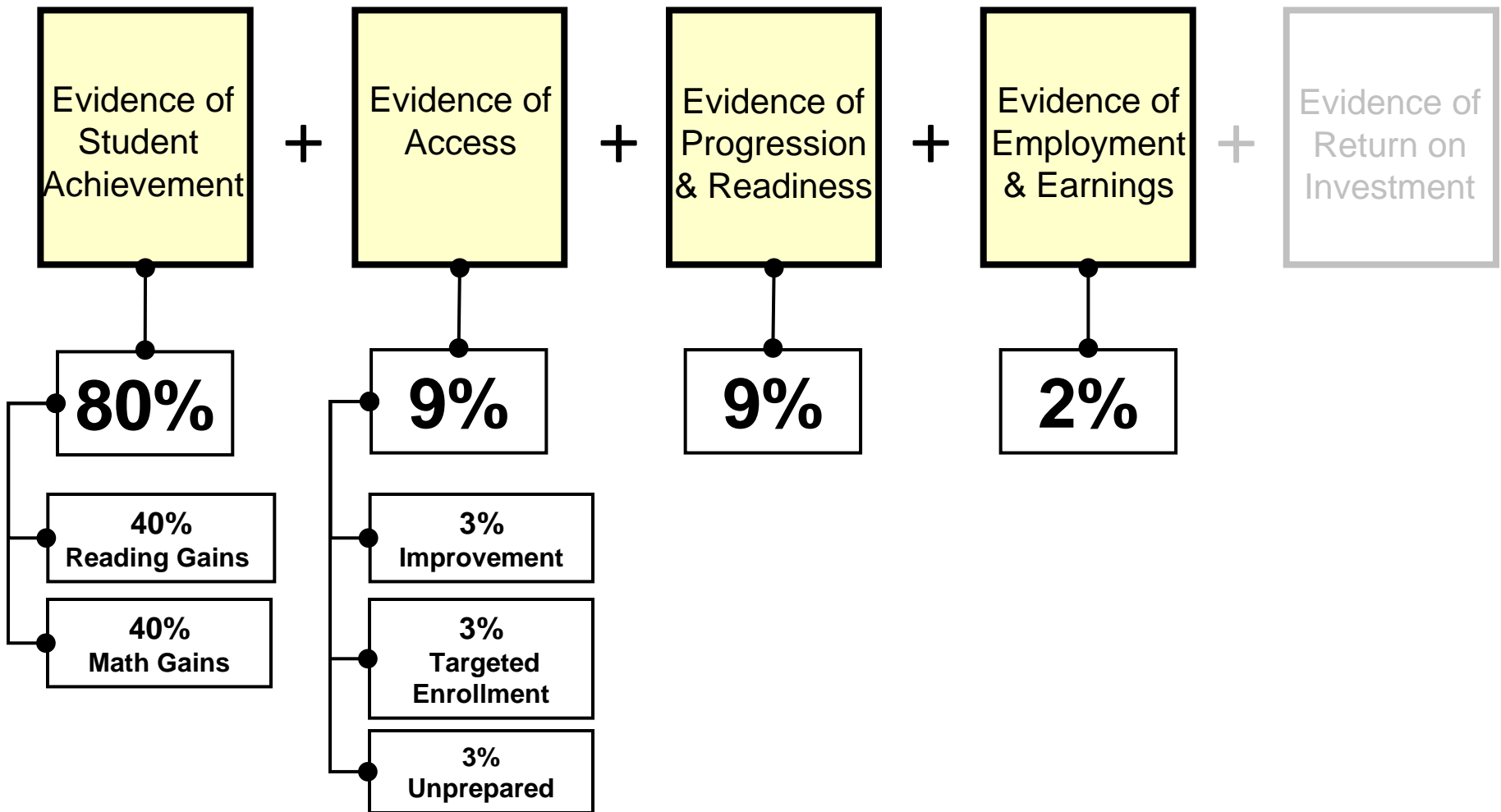
K-12 Funds At-Risk Calculation III: Exclude Existing Performance Funds

(Sample Districts, State Totals)

		Funds at Risk 10%	Current Performance Funding Earned	Adjusted Funds at Risk
1	Alachua	7,626,588	4,338,191	3,288,397
2	Baker	1,221,357	299,468	921,889
3	Bay	6,939,416	2,755,783	4,183,633
4	Bradford	1,074,186	103,000	971,186
5	Brevard	19,793,516	7,831,719	11,961,797
	State Totals	706,465,181	197,216,821	509,248,360

Performance Calculation IV

Proposed K-12 Weights



K-12 “Unearned” Performance Using K-20 Performance Measures and Assigned Weights

Funds at Risk Allocated to the Following Performance Categories:



	Learning Gains Reading	Learning Gains Math	Access			Progression & Readiness Improvement	Employment & Earnings of HS Grads	Funds Available for Redirection
			Acceleration Programs		Not Col Ready			
			Increase	Ratio				
1	Alachua	●	●	●	●	●	●	No
2	Baker	●	●	●	●	●	●	Yes
3	Bay	●	●	●	●	●	●	No
4	Bradford	●	●	●	●	●	●	Yes
5	Brevard	●	●	●	●	●	●	No

K-12 “Unearned” Performance Using K-20 Performance Measures and Assigned Weights

Funds at Risk Allocated to the Following Performance Categories:

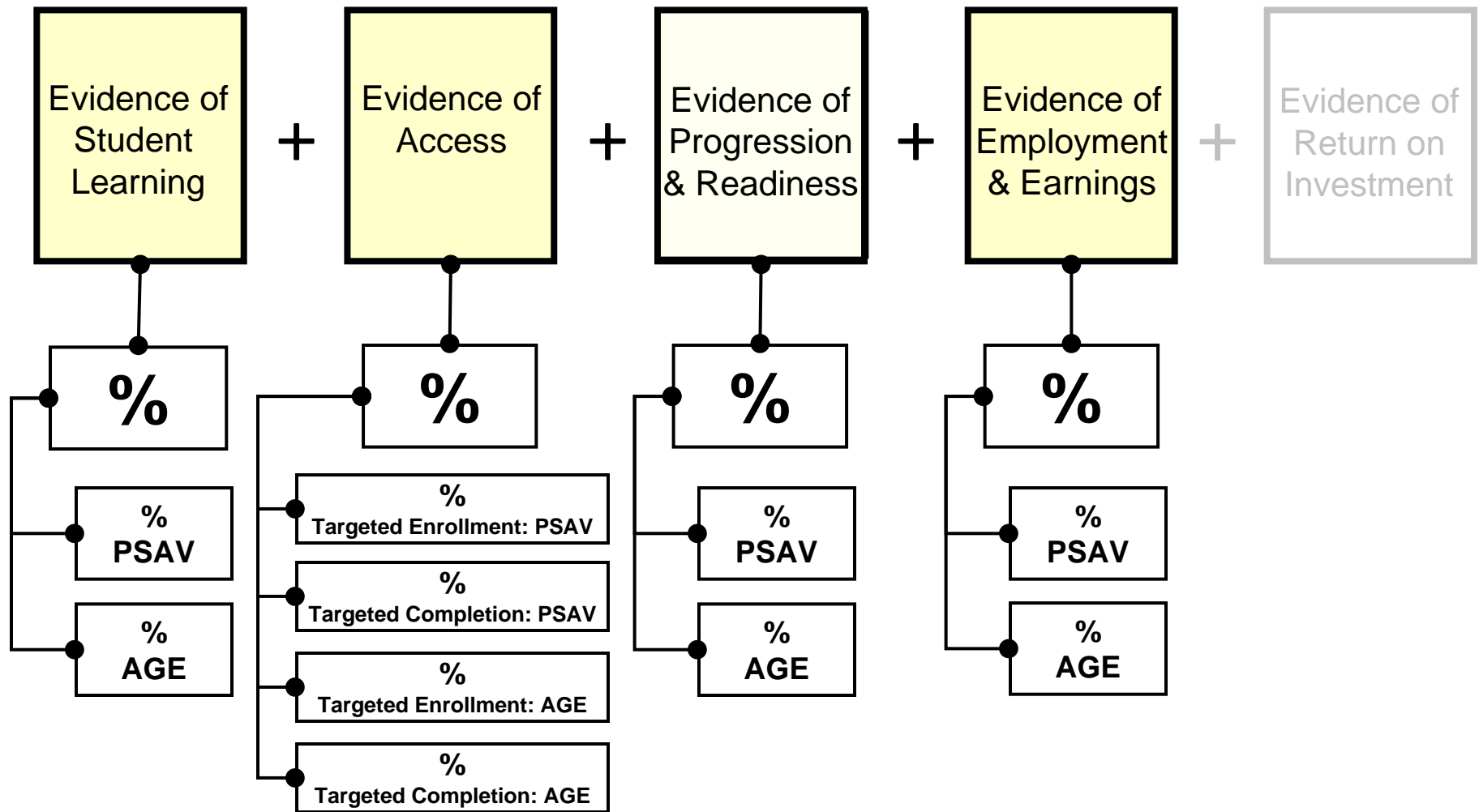
Zeros mean that assigned at risk funds were earned...



	Learning Gains Reading	Learning Gains Math	Access			Progression & Readiness Improvement	Employment & Earnings of HS Grads	Funds Available for Redirection
			Acceleration Programs		Not Col Ready			
			Increase	Ratio				
1 Alachua	0	0	0	0	0	0	0	
2 Baker	368,756	0	0	0	27,657	0	18,438	414,850
3 Bay	0	0	0	0	0	0	0	0
4 Bradford	0	0	0	29,136	0	0	0	29,136
5 Brevard	0	0	0	0	0	0	0	0
State Totals	3,427,408	120,319	946,833	4,132,206	2,831,349	11,590,596	3,624,643	26,673,355

Performance Calculation

Proposed Workforce Weights*



**Yet to be determined*

Workforce Funds At-Risk

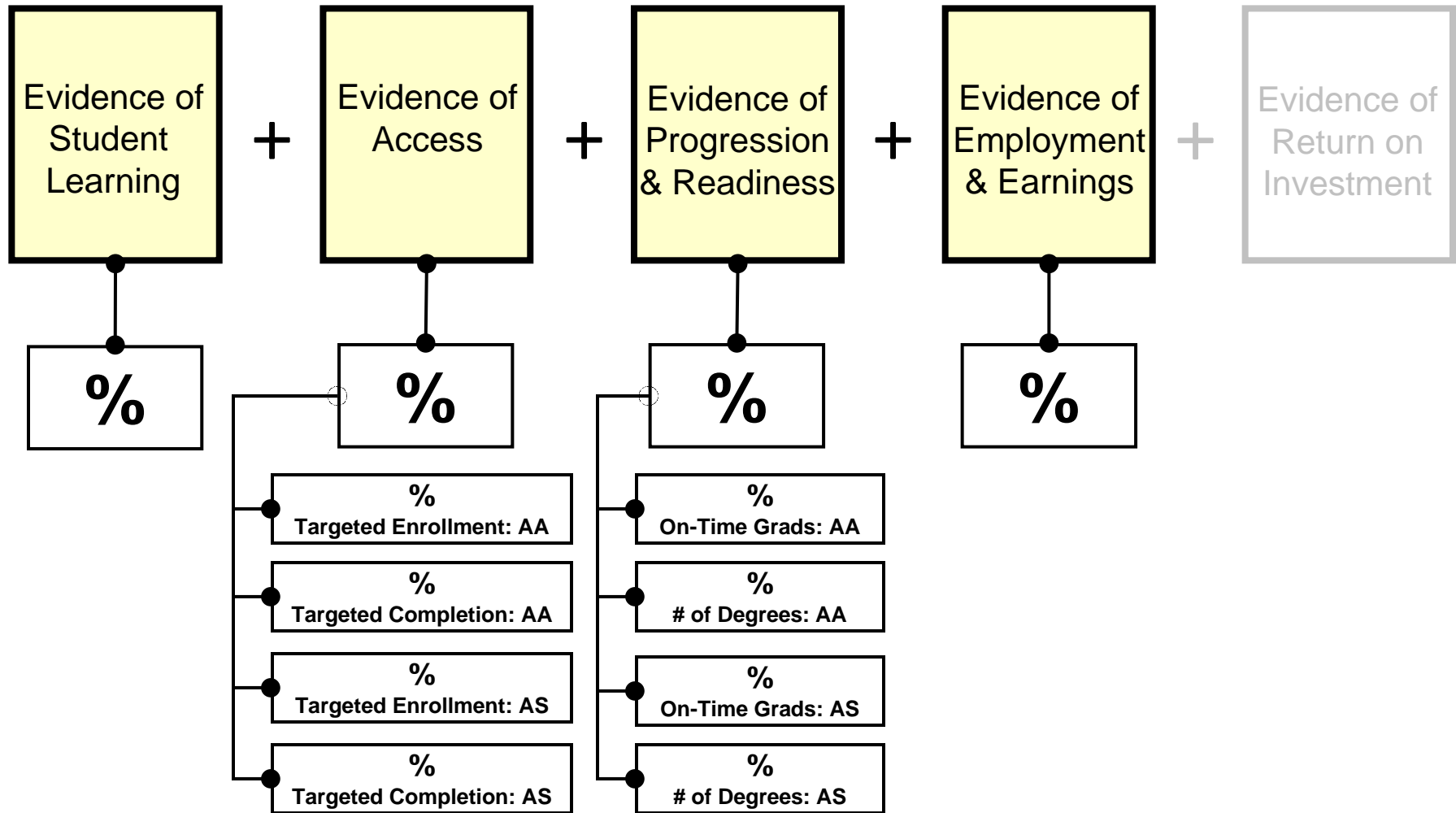
(Sample Districts, State Totals)



		2004-05 Conference Allocation	90% Base	10% Performance
1	Alachua	1,386,553	1,247,898	138,655
2	Baker	175,073	157,566	17,507
3	Bay	3,467,934	3,121,141	346,793
4	Bradford	913,791	822,412	91,379
5	Brevard	2,764,031	2,487,628	276,403
	State Totals	388,695,114	349,825,603	38,869,511

Performance Calculation

Proposed Community College Weights*



**Yet to be determined*

Note: Workforce performance measures would also be aligned with each goal area to calculate community college funding

Community College Funds At-Risk

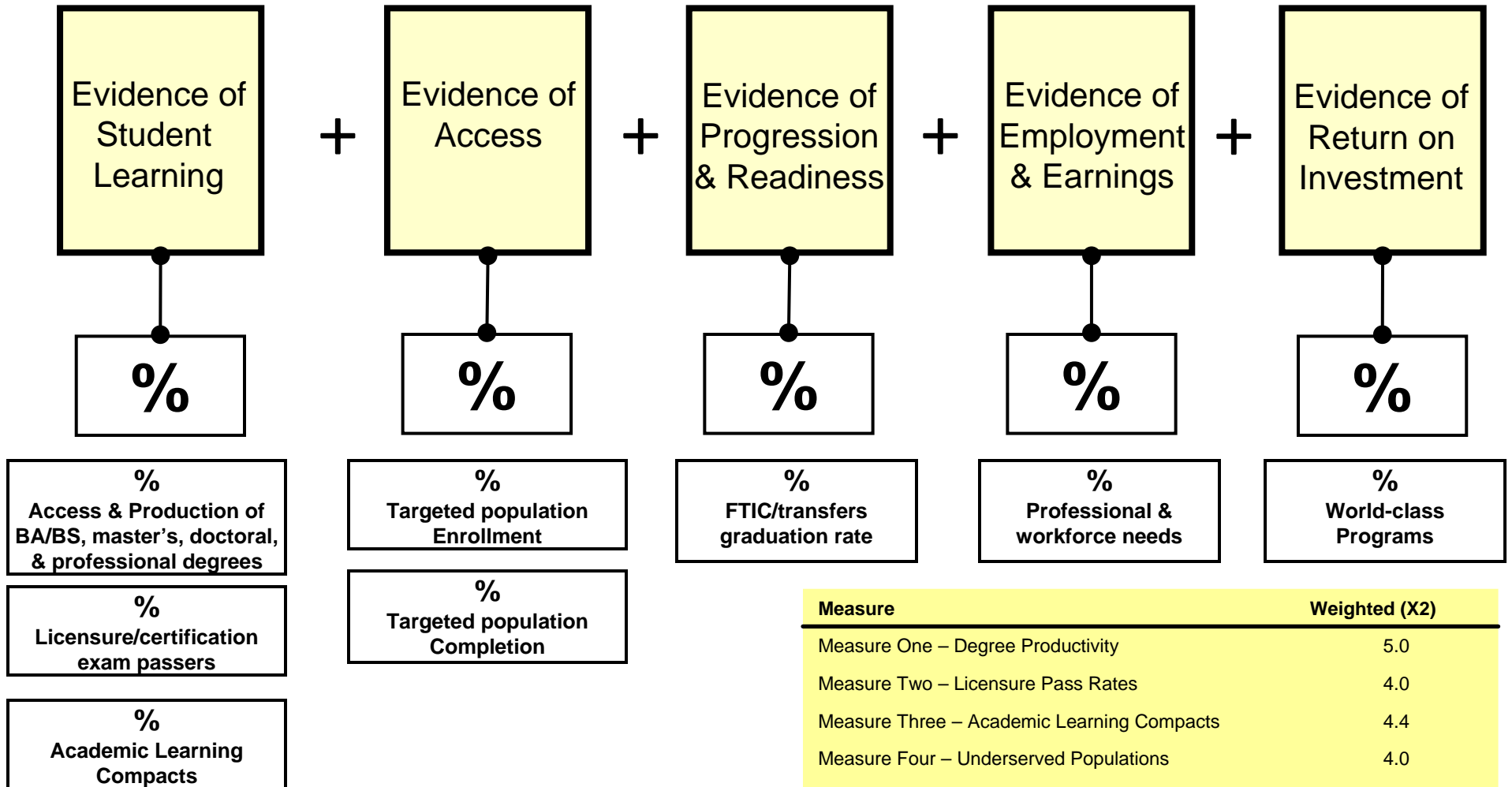
(Sample Institutions, State Totals)



	PBB	Lottery	GR	Baccalaureate	Total	10%
Brevard	347,714	3,897,478	33,163,071	N/A	37,408,263	3,740,826
Broward	618,863	6,861,470	58,383,242	N/A	65,863,575	6,586,358
Central Fla	121,783	1,829,363	15,565,784	N/A	17,516,930	1,751,693
Chipola	56,462	887,269	7,549,639	662,440	9,155,810	915,581
Daytona Beach	221,668	4,846,484	41,238,018	N/A	46,306,170	4,630,617
State Totals	7,674,371	98,900,000	841,525,586	7,767,160	955,867,117	95,586,712

Performance Calculation

Proposed University Weights



Measure	Weighted (X2)
Measure One – Degree Productivity	5.0
Measure Two – Licensure Pass Rates	4.0
Measure Three – Academic Learning Compacts	4.4
Measure Four – Underserved Populations	4.0
Measure Five – Graduation Rates	3.6
Measure Six – Skilled Workforce	5.0
Measure Seven – World-Class Programs	4.8

University Funds At-Risk

(Sample Institutions, State Totals)



	GR	Lottery	Total Approp.	Non-recurring (NR)	Total Less NR	10% Perf. Funding
FAU	128,042,323	10,492,348	138,534,671	(500,000)	138,034,671	13,803,467
UWF	\$54,450,242	3,765,403	58,215,645		58,215,645	5,821,565
UCF	212,168,936	15,277,538	227,446,474	(3,200,000)	224,246,474	22,424,647
FIU	159,533,720	12,249,129	171,782,849		171,782,849	17,178,285
UNF	64,246,479	4,234,344	68,480,823		68,480,823	6,848,082
State Totals	1,805,886,956	128,230,020	1,934,116,976	(14,293,218)	1,919,823,758	191,982,375

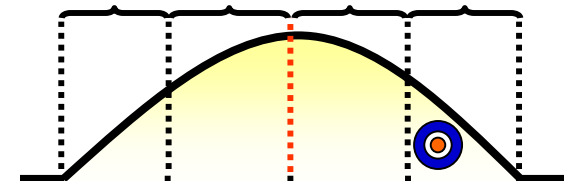
Performance Improvement

Setting Targets

- ▶ High Performers (in the top quartile) remain high performers



- ▶ Else – Performers must improve (in some cases at levels above the state average)



Performance Funding Options

- ▶ A proportion of appropriations are at risk

Certain dollars should not be included in the “at risk” calculation including certain categoricals, non-recurring funds, funds already allocated on performance



- ▶ A proportion of funds should be subject to redirection to improve inadequate performance

Dollars could stay with education entities and be focused on improving performance.



- ▶ Performance measures could drive the allocation of new money

All or part of new money could be allocated based on performance



- ▶ Performance measures could drive the allocation of funds targeted for performance

Any Combination



Recommendations

- ▶ Don't endanger basic services to students by putting too much funding at risk
- ▶ Choose an approach that has demonstrated success
- ▶ Establish a system that will continue over time
- ▶ Build in a system of rewards for high performance, not just sanctions for low performance
- ▶ Implement a system that is fair and clearly communicates performance expectations
- ▶ Use high quality, accurate data
- ▶ Build an understandable system of public reporting that promotes informed consumers
- ▶ Build a logical data access system of scalable measures with leading indicators to assist program managers in managing performance

Elements of a Strong Accountability System

Statutory Framework	✓
Mission, Goals, and Objectives	✓
Measures and Performance Standards	✓
Public Reporting	✓
Performance Incentives	✓
Intervention and Consequences	✓
Accountability Plan Linked to Budget	✓