



## **REGULAR MEETING AGENDA ITEM**

TAB 3

Sept. 12, 2007

Discussion     Action (Resolution 07-09-29)

### **Topic**

Task Force Proposal for an Initiative to Measure Colleges and Award Funding to Them for Improving Student Achievement

### **Description**

In response to the Board's directive, the Student Achievement Initiative Task Force was formed with involvement from State Board, college trustees, presidents, and faculty representation to develop a proposal to bring to the Board for a new initiative to measure and award funding to colleges for improving student achievement.

### **Major Considerations**

- Is the final proposal for measuring colleges' improvements in student achievement and awarding funding to them for the gains consistent with the Board's System Direction goal for raising educational attainment?

### **Analysis**

The Student Achievement Initiative Task Force, with input from a system advisory group and State Board staff, heard from national experts, studied the literature and conducted its own data analyses to build a data set that can be used to measure student achievement and award funding to colleges for improvement. The approach heeds lessons learned from other states to focus on areas that colleges can directly control, and to have a system that is simple and straightforward to understand. The measures emphasize earning college credits and building college readiness in order to help students gain momentum for college success. The data set can be used to measure all students from those who come in the least prepared, to those who enter college-ready. National experts and the college system view the measures as important and meaningful, i.e. the right things are being measured.

It is proposed that 2007-08 is a "Learning Year" for SBCTC staff and the colleges to work together as colleges learn how to use the new measures to develop their achievement strategies. 2008-09 would be the first "Performance Year".

Columbia University is interested in evaluating the initiative. Two key questions will be addressed. Does measuring student momentum result in higher attainment across the variety of student groups served by community and technical colleges? What role does funding play in how the initiative is carried out?

Principles were established to guide how to award funding to colleges. Colleges would compete against themselves for how much they improve. Performance gains could be adjusted to consider and offset declines in a college's FTE enrollments. Once awarded, the funding would be permanently added to the college's base. The funding would be awarded for improvements in student success and would subsequently become a resource for adopting and expanding

practices for further success. New funds were considered to provide the greatest incentive. The proposal recommends that in Sept 2008, \$500,000 be distributed equally to the colleges' allocation on a one-time basis to support strategies in the first performance year and that in 2009, \$500,000 be distributed permanently to colleges' base funding on the basis of their performance. Additional funding will be needed after 2009-10 to carry forward those awards for the first performance year.

Throughout the process there has been strong support for the proposed new measures and the value they would add to the system's abilities to demonstrate its effectiveness as well as support its inherently strong commitment to student success. There is concern that has been expressed by college presidents and faculty representation regarding the use of funding and whether or not it is necessary to put increased attention on student achievement. There is also concern that attaching funding benefits "stronger colleges" who will get stronger, but does not assist weak colleges which may need more resources to improve. National research on performance funding finds that while incentive funding in other states has helped in getting increased legislative support, there is no clear evidence it has actually increased performance.

These concerns are taken into account by allocating permanent seed money in the current biennium, making incentive rewards permanent, having colleges compete against themselves rather than each other, being more clearly focused on what is being measured, and committing to an evaluation of the initiative.

### **Background Information**

Task Force Proposal (Attachment A)  
Task Force Members (Attachment B)

Several representatives from the task force will present the recommendation and the Board will have opportunity to discuss it with them.

### **Recommendation/Outcomes**

Staff recommend approval of Resolution 07-09-29, adopting the Student Achievement Incentives Task Force proposal.

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**STATE OF WASHINGTON**  
**STATE BOARD FOR COMMUNITY AND TECHNICAL COLLEGES**  
**RESOLUTION 07-09-29**  
**(REVISED)**

A resolution relating to the award of funding to colleges for increasing student achievement.

**WHEREAS**, one of the Board's paramount goals in the System Direction is increasing educational attainment for the economic development of Washington State, the vitality of the State's communities and the well-being of its residents; and

**WHEREAS**, the State Board established a system task force to study and recommend an incentive system for increasing student achievement; and

**WHEREAS**, that task force has empirically designed a methodology to measure gains and a structure to award funds to colleges for improvements;

**THEREFORE BE IT RESOLVED** that the State Board for Community and Technical Colleges adopt the task force proposal for measuring and awarding funds to colleges for improving student achievement. Funding is to include \$500,000 distributed equally among the colleges on a one time basis in September 2008; \$500,000 to be awarded permanently to the colleges' base allocation in September 2009 based upon their performance in 2008-09. Additional funding beyond 2009-10 will consider an analysis of the impact that the performance-based funding model had on improving student achievement.

**APPROVED AND ADOPTED** on September 12, 2007.

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Erin Munding, Chair

**ATTEST:**

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Charles N. Earl, Secretary

**Student Achievement Task Force Proposal to  
State Board for Community and Technical Colleges  
September 2007**

**Background**

Washington's community and technical colleges are at the forefront of providing postsecondary access to all residents of the state. Over the next two decades, fewer young adults will be entering the workforce, and more older, well-educated adults will be leaving. These demographic changes along with increased skill demands in Washington's workforce require that community and technical colleges achieve even greater success with their future students.

The State Board has three broad goals to guide the community and technical college system over the next ten years: 1) strengthen state and local economies by meeting the demands for a well educated and trained workforce; 2) increase educational attainment for all residents across the state; and 3) use technology, collaboration and innovation to meet the demands of the economy and improve student success.

To support its goals, the State Board has proposed the Student Achievement Initiative to financially reward colleges for advancing more students to higher levels of attainment.

A task force comprised of State Board members, college presidents, college trustees, and faculty union representation developed principles for the initiative and worked with State Board staff to develop proposed measures and a funding model over a series of meetings. They were assisted by a system advisory group and the Columbia University Community College Research Center as well as other with national experts on performance funding who further informed the group meetings and measure development.

**Overview of the Student Achievement Initiative**

The proposed initiative launches a new measurement system coupled with rewards to colleges for continuous improvements in student success. The initiative responds to the demographic shift underway and the resulting need to train and educate incumbent workers, older working-age adults and others to higher levels, so that they are able to maximize the opportunities afforded to them.

In this proposal, the task force is recommending seed funding to start the system, implement the measures, and share and test promising strategies. The task force is recommending a "learning year" for colleges to analyze their data and develop strategies.

This document summarizes the initiative's principles, measurements and funding model recommended by the Student Achievement Task Force.

## Student Achievement Initiative Principles

### Overall Principles:

- The initiative leads to improved educational attainment for students, specifically the goal of reaching the “tipping point” and beyond.
- The initiative allows colleges sufficient flexibility to improve student achievement according to their local needs.
- The initiative results in the identification and implementation of successful practices to improve student achievement system-wide.

### Principles for Measurement:

- Performance measures recognize students in all mission areas and reflect the needs of the diverse communities served by colleges.
- Performance measures must measure incremental gains in students’ educational progress irrespective of mission area.
- Measures are simple, understandable, and reliable and valid points in students’ educational progress.
- Measures focus on student achievement improvements that can be influenced by colleges.

### Principles for Incentive Funding:

- Colleges are rewarded for improvements in student achievement.
- Funding is structured so that colleges compete against themselves for continuous improvement rather than competing with each other.
- Funding is stable and predictable, and cumulative over time.
- Incentive funding rewards student success and becomes a resource for adopting and expanding practices leading to further success.
- New funds provide the greatest incentive.

## Student Achievement Initiative Momentum Points

### Description:

- Momentum points represent incremental gains students make toward college success and achievement of certificates, degrees and apprenticeships.
- Momentum points directly measure results. To achieve points, students must make progress toward their educational goals. That is, students must remain enrolled and accumulate college-level credits long enough to achieve a certificate or degree. Students starting at points less than college ready can garner points as they make progress towards preparing themselves for and earning college credit.

Momentum points achieved by all students at the colleges for a given year are counted in four categories:

1. Momentum points that build to college-level skills (a student may earn multiple points each year).
  - One point each time a student makes a significant basic skills test score gain in math, listening, or reading, or earns a GED.

- One point each time a student passes a pre-college writing or math course, qualifying for the next level of instruction.
- 2. Momentum points at the college level that build to the tipping point and beyond (the first time a student reaches this point).
  - One point when a student earns the first 15 college level credits in the CTC system
  - One point when a student earns the first 30 college level credits in the CTC system
- 3. Momentum points for completing college level math meeting the requirement for computation (applied degree) or quantitative reasoning (transfer degree).
  - One point when a student earns the first five college level credits
- 4. Momentum points for completion of degrees and certificates.
  - One point when a student earns a degree, completes apprenticeship training or completes a certificate (at least 45 credits)

**Funding Distribution:**

- Colleges are rewarded for each momentum point earned by students above the previous highest annual level of performance. There is no upper limit to the number of points that can be earned by a college.
- Funding is set at a flat dollar amount per momentum point.
- The dollar value per point will be set conservatively such that funds available should cover all projected rewards. If funds available do not cover all earned rewards, the unfunded points will be “banked” for incentive rewards the following year.
- Incentive rewards earned are permanent and become part of the colleges’ base budgets.
- If a college’s FTE enrollments decline, the baseline momentum points are prorated accordingly. Momentum points earned above the prorated level are rewarded.

**Budget**

**2007-09 and 2009-10 Allocations:**

- \$500,000 of the \$4 million Student Persistence appropriation is reserved for the Student Achievement Initiative.
- In September 2008, the start of the first performance year (2008-09), the \$500,000 in reserve will be distributed equally to colleges as a one-time allocation to support local student achievement strategies.
- In September 2009, \$500,000 will be used to reward colleges for Student Achievement performance in 2008-09, the first performance year.

**Future Funding:**

- The \$500,000 awarded in 2009 will be added to the colleges’ base allocation, and additional funding will be needed beyond 2009-10 to carry-forward those awards.
- Beyond 2009-10, additional funds will be needed to reward colleges for additional Student Achievement success and further fund the implementation of successful strategies.

- To provide perspective, SBCTC's 2007-09 budget request for student advising was \$12.24 million, and was partially funded with a \$4 million appropriation.
- The Board will work with the college system to determine the level of funding to request for Student Achievement for the 2009-11 biennium.

### **2007-08 Learning Year**

#### **Learning Year Goals:**

- Ensure colleges' access to and ability to use their own data about students and momentum points.
- Complete a year's experience monitoring points - in real time and at the end of each quarter.
- Provide means for colleges to share practices that increase the number of students achieving momentum points.
- Lead to an actionable plan for the first "performance year."

#### **Learning Year Activities:**

- Release data twice per quarter—once at the beginning of the quarter for an "early look" at the data and again following the end of each quarter.
- Conduct quarterly teleconference meetings with college teams.
- Identify best practices in using and sharing the data with college teams.
- Share among colleges how the initiative is approached on each campus.
- Work with college researchers to resolve data access issues, and to train on baseline data and how to conduct data analyses during the year.
- Work with basic skills system group to improve transitions from basic skills to college-level work.
- Work with the Instruction Commission and Student Services Commission on ways to incorporate best practices into the design of a retention framework to assist colleges in assessing student retention and success.
- Develop standard reports that can be run on campus and at the State Board to monitor student achievement for points garnered and percent of goal reached.
- Use end of year data to finalize baselines and measurement approach after system has had a year to work with data.
- Plan an Initiative Evaluation by working with Columbia University Community College Research Center that addresses these questions:
  - How does the initiative improve student success, for example, on the number of degrees and certificates, and on transfer and employment?
  - How are students benefiting most?
  - Where are there gaps that are not resolved?
  - What can colleges learn from each other?
  - Does funding affect the initiative's success, or would reporting be enough?

**Appendix A: Points that Build Momentum to Tipping Point and Beyond  
(2005-06 Momentum Points Garnered by All Colleges)**

**Note: More updates are being done to the points. They will be final in mid September.**



<b>Increase Basic Skills</b>	<b>Become College Ready</b>	<b>Earn 1st 15 College Credits</b>	<b>Earn 1st 30 College Credits</b>	<b>Earn 5 college credits in college level computation (technical programs) or quantitative reasoning (math/logic) class</b>	<b>Advancement to tipping point and beyond (certificates degrees)</b>	<b>Total Points</b>
73,223	57,216	60,257	46,534	32,246	30,971	300,447
Multiple-every time a student makes a significant test gain in math, listening or reading on CASAS or earns a GED/HS diploma	Multiple-every time a student completes a level in pre-college English and/or math with the college's minimum grade necessary to advance	The first time each point is achieved			Single count for earning degree, certificate or completing apprenticeship during the year. Certificates counted if 45 or more credits also earned.	

**Appendix B: Learning Year System Activities and Support:**

SBCTC will schedule ITV's for colleges throughout the year to develop collective knowledge of the new measures and how to use them as a tool to garner improvements at each college. The first meeting will be to review the initiative and data for 2005-06 and 2006-07. Colleges will receive their own data before the meetings. Subsequent meetings will be to share and develop ways that colleges are applying the data with a goal that colleges can begin to plan for 2007-08.

The schedule below provides the ITV dates and times.

**ITV Schedule**

**ITV conferences (each college should plan to participate in one of the two dates for either a morning or afternoon session for each conference).**

**Morning meetings will be 8:30 - 10 am. Afternoon meetings will be 3 – 4:30 pm.**

Oct 3 or Oct 5, 2007

Oct 24 or Oct 26, 2007

Feb 6 or Feb 8, 2008

May 14 or May 16, 2008

Oct 15 or 17, 2008

Appendix C: Student Achievement Initiative: Proposed Funding Model

	2007-09 Biennium		2009-11 Biennium		2011-13 Biennium	
	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
What needs to be funded, and when: <ul style="list-style-type: none"> <li>• Legislative requirement to improve student retention</li> <li>• One-time investment for retention</li> <li>• Payment for 2009 achievement</li> <li>• Payment for 2010 achievement</li> <li>• Payment for 2011 achievement</li> <li>• Payment for 2012 achievement</li> </ul>	\$1,750,000	\$1,750,000 \$500,000	\$1,750,000 \$500,000	\$1,750,000 \$500,000 2010: \$TBD	\$1,750,000 \$500,000 2010: \$TBD 2011: \$TBD	\$1,750,000 \$500,000 2010: \$TBD 2011: \$TBD 2012: \$TBD
2007-09 Appropriation	\$1,750,000	\$2,250,000	\$2,250,000	\$1,750,000	\$2,250,000	\$1,750,000
Shortfall: Program vs. 2007-09 Appropriation	None	None	None	\$500,000 plus 2010 \$TBD	2010: \$TBD 2011: \$TBD	\$500,000 plus 2010: \$TBD 2011: \$TBD 2012: \$TBD

**Student Achievement Incentives Task Force Members**

<b>Name</b>	<b>Role</b>
Sharon Fairchild	State Board Member
Jim Bricker	State Board Member
Lyle Quasim	State Board Member
Gary Livingston	Chancellor, CC Spokane
David C. Mitchell	President, Olympic College
Richard A. Rutkowski	President, Green River CC
Jim Cunningham	Trustee, Bellingham Tech College
Katherine Kenison	Trustee, Big Bend CC
Wayne Martin	Trustee, Columbia Basin
Sandra Schroeder	President, AFT Washington
Ruth Windhover	President, Association for Higher Education-Washington Education Association
Mary Harding	Advisory Committee co-chair Lower Columbia CC
Charlie Earl	Executive Director, SBCTC
Jan Yoshiwara	Director, Education Division, SBCTC

SBCTC Staff: Tina Bloomer, David Prince, Loretta Seppanen, Deb Stephens, Mary Alice Grobins, Nani Jackins-Park