Joint Report: Progress Markers and Annual Reporting for the 202324 Academic Year

August 2025





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Executive Summary

- Two separate data collections—Progress Markers and Annual Reporting—illuminate both the successes and challenges for grantees as they implement their Integrated Programs (IP) funded plans
- Progress Markers show most grantees having established lower order systemic changes and making steady progress towards higher order changes, largely following the expected timeline for implementation
- Annual Reporting responses highlighted positive changes and challenges alike as grantees work to faithfully implement Integrated Program grant agreements
- Academics (including career connected learning), data systems, and community engagement stand
 out as areas of great success; hiring, especially for mental and behavioral health professionals in
 rural areas, and 9th grade on track/course scheduling are highlighted as areas of ongoing work

Introduction

ODE's Integrated Programs (IP)¹ grantees are statutorily required to submit data at regular intervals that assist the Oregon Department of Education (ODE) and the Oregon Legislature with tracking the success and progression of IP implementation. Grantees presently submit this data to ODE in two formats:

- Progress Markers: submitted quarterly (every three months), Likert Scale (0-4 rank), 15 items
- Annual Reporting: submitted annually (every twelve months), narrative response, 2 items

Progress Markers provide a granular view of Integrated Program implementation, whereas Annual Reporting provides a broader overview of the landscape of implementation across a longer period. Taken together, these two bodies of data illuminate common successes and challenges across the state. These data are important in informing how ODE should prioritize supporting IP implementation among grantees.

This joint report summarizes key findings from the 2023-24 Progress Markers and Annual Reporting responses grantees provided. Each body of data is first treated and analyzed separately, followed by a conclusion section that draws from both reports.

https://www.oregon.gov/ode/StudentSuccess/Documents/ODE_IntegratedGuidance25-27.pdf

¹ ODE's Integrated Programs initiative combines nine previously separate funding streams into one consolidated grant application process. For more information, see:

Progress Marker Report for the 2023-24 Academic Year

Introduction to Progress Markers

Progress Markers (PMs) are examples of the kinds of changes that the ODE expects investments and integration will lead to over time. Progress markers are intended to show how grantee's plan implementation eventually led to changes in the five common metrics via the Longitudinal Performance Growth Targets (LPGTs) and integration with the four common goals (Equity Advanced, Engaged Community, Well-Rounded Education and Strengthened Systems and Capacity). The framework shared in Appendix 1 provides greater detail on Progress Markers. At the time of analysis, response rate per quarter, per Progress Marker fluctuates from a maximum of 288, to a minimum of 287 grantees responding. ² Grantees submitted ratings for the 15 Progress Markers across quarters 1 through 4 also include narrative responses to three questions for quarters 1 through 3; for the purposes of this report, analysis was limited to quarters 1 and 4, resulting in a maximum of 30 rankings per grantee between these two quarters. We compared the changes between quarter 1 and quarter 4 rankings to gain an overview of plan implementation impacts in this first year of Progress Marker reporting. We also did not focus on the narrative responses in each quarter since the narratives focused on quarter-to-quarter shifts rather than progress across the whole year and, these were not available for quarter four and were replaced by the Annual Report questions that asked grantees to focus on holistic assessment across the academic year. Future reporting throughout the 2025-27 biennium will comprise quarters 2 and 4 instead of every quarter.

Although Progress Marker tracking and reporting are required, grantees are not required or expected to meet all Progress Markers.³ The information provided via Progress Marker reporting informs the technical assistance and coaching ODE provides throughout the year and supports ODE in keeping the educational field, the public, and the legislature informed regarding the important progress being made with significant taxpayer investments that might not otherwise be illuminated by slower moving metrics. ODE uses these Progress Markers to partner with applicants in determining and assessing where changes occur. They may also be used to inform agency considerations on requiring grantees to participate in the continuum of supports as outlined in Section 7 of the Integrated Guidance.

2023-24 Progress Marker Summary by Timeframe of Implementation

Although not linear, the 15 Progress Markers are categorized into three different timeframes in which implementation may be expected (Integrated Guidance, Section 5). A full description of each Progress Marker can be found in the framework document in Appendix 1. This document produced by ODE, with input from school districts and Educational Service Districts (ESDs), describes each Progress Marker in alignment with the four common goals named in the Integrated Guidance; and cross-walks the markers with the Logitudinal Performance Growth Targets (LPGTs) and Cognia accreditation requirements. Table 1 below lists the Progress Markers and provides short descriptors.

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² Although required, not all grantees responded to every Progress Marker every quarter, likely due to input error.

³ Tracking and reporting were required as of October 2023.

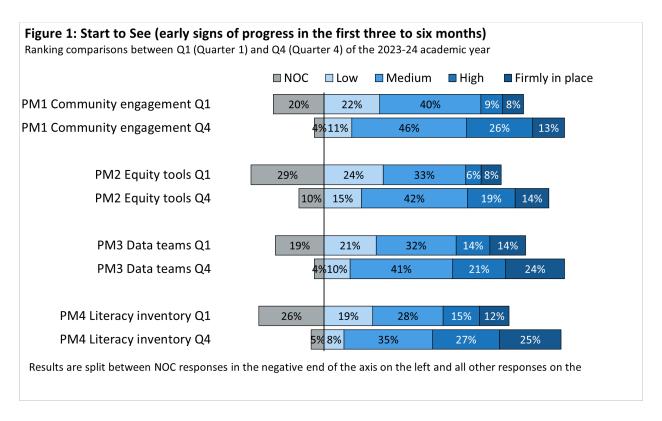
Table 1Summary of the 15 Progress Markers within the three major timepoints. Please see the <u>Progress Marker</u>
Framework in the appendix for greater detail.

Start To See: Early Signs of Progress (3-6 months) Represents initial, easy-to-achieve changes likely occurring in the first three to six months of program implementation put forward in integrated planning	Gaining Traction: Intermediate Changes (6-18 months) Represents the kinds of changes occurring within six to eighteen months of implementation, when more significant changes in engagement and student and educator learning conditions occur	Profound Progress: Substantial and Significant Changes (18+ months) Describes the kinds of transformational changes that would occur in the first 18 months to four years of implementation
PM 1: Community engagement	PM 5: Two-way communication	PM 11: Strengthen
PM2: Equity tools	PM6: Student agency	partnerships PM12: Financial stewardship
PM3: Data teams	PM7: Action research	PM 13: Balanced use of assessment systems
PM4: Literacy inventory	PM8: Literacy plans	PM 14: Address systemic barriers
	PM 9: 9 th grade course	PM 15: Schools create places
	scheduling	and learning conditions
	PM 10: Foundational learning	
	practices	

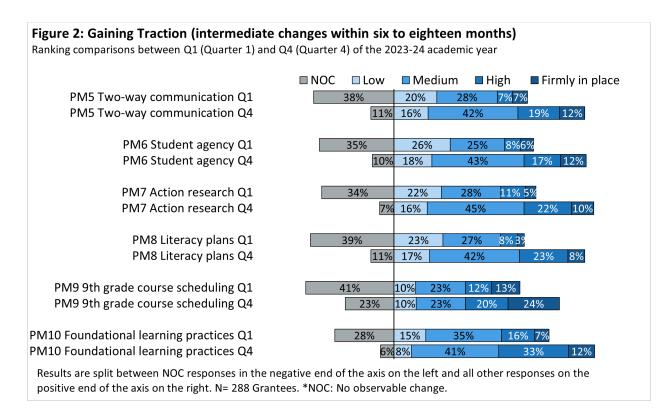
For each Progress Marker within each quarter, we examined how many grantees ranked that Progress Marker at each level. These levels ranged from low to high as follows:

- NOC (No Observable Change)
- Low = small, incremental changes have been observed
- Medium = bigger changes observed, but still work to be done
- High = significant change observed, but not yet fully in place
- Firmly in place = no additional work needs to occur in this area

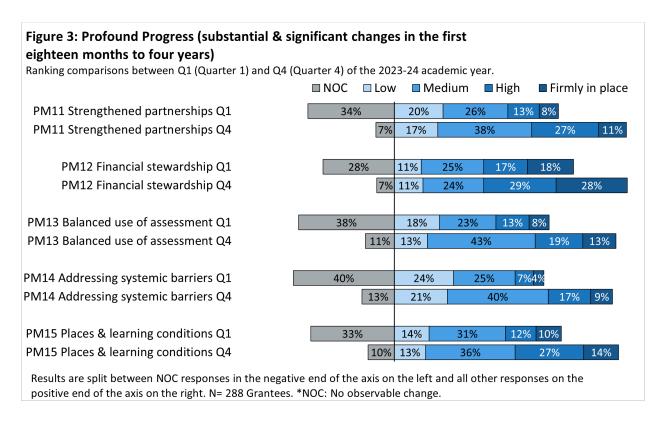
The changes in rankings between quarter 1 and quarter 4 of the 2023-24 academic year were summarized from the grantee responses and are grouped by each of the three time points in the following graphs with summaries of the percentage change in rankings listed in appendix table 1. In general, across all fifteen Progress Markers, the trend was for grantees to report increased degrees of change in the areas described by each marker. These increases were indicated by reductions in both the number of "No Observable Change" rankings (average reduction of 23%) and the number of "Low" rankings (average reduction of 6%) from quarter 1 to quarter 4. These were coupled by gains from quarter 1 to quarter four across the "Medium" (average gain of 10%), "High" (average gain of 12%) and "Firmly in place" (average gain of 6%) rankings across all Progress Markers. Below we describe Progress Marker trends in the context of the three stages in the timeframe of implementation (Start to See, Gaining Traction, and Profound Progress) set out in Section 5 of the Integrated Guidance.



In the Start to See Progress Markers (Figure 1 and Appendix Table 2, the examination of the first four Progress Markers (see Table 1) showed that the highest responses within both quarters 1 and 4 were at the Medium level of change for all four makers. Finally, in quarter 4, both PM4 (Literacy inventory) and PM3 (Data teams) had the highest number of rankings at the Firmly in place level.



In the Gaining Traction Progress Markers (Figure 2 and Appendix table 2, the examination of markers 5 to 10 (See Table 1) showed the highest responses for quarter 1 were primarily in the No Observable Change ranking for all Progress Markers except PM10 (Foundational learning practices). These had their highest number of rankings in the Medium rank. For quarter 4, the highest number of rankings shifted to Medium for all but PM9 (9th grade course scheduling) which had its highest counts at the Firmly in place ranking by a margin of 1% but was essentially equal to No Observable Change and Medium at 23% each. All markers gained in the Medium, High and Firmly in place rankings from quarter 1 to quarter 4 except for PM9 where Medium remained stable but lost in the No Observable Change rank and gained in the High and Firmly in place rankings. It is also worth noting that PM 9 and 10 also had comparable or higher rankings at the High and Firmly in place rankings as some of the PMs in the Start to See timeline category.

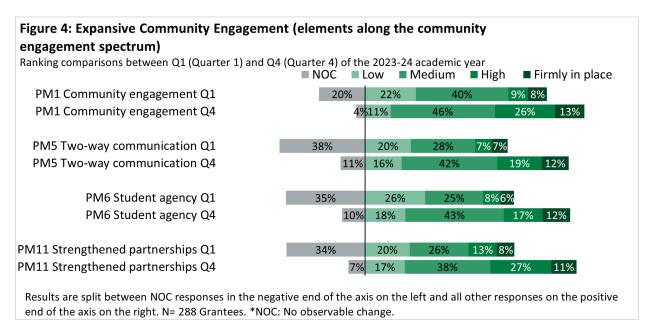


In the Profound Progress markers, the examination of markers 11 to 15 (See Figure 3 and Appendix Table 2) as with Gaining Traction, the highest responses for Quarter 1 were in the No Observable Change ranking. For quarter 4, the highest number of rankings shifted to Medium for all but PM12 (Financial Stewardship) which had its highest counts at the Firmly in place ranking. All markers gained in the Medium, High and Firmly in place rankings and lost in the No Observable Change rankings from quarter 1 to quarter 4 except for PM12 where Medium stayed relatively stable but gained in the High and Firmly in place rankings and lost in the No Observable Change ranking, with Firmly in place being the most selected ranking for this Progress Marker in this quarter. As with the Gaining Traction category, Progress Markers 11, 12 and 15 had nearly the same or more rankings at the High change and Firmly in place ranks in quarter 4 as compared to Progress Markers in the Start to See category.

When considering the fifteen Progress Markers both as a whole and in the context of the three stages in the timeframe of implementation, the general pattern for the 2023-24 academic year was for rankings to shift to greater levels of change and implementation (ranging from No Observable Change at the lowest level of change to Firmly in place). Although, the Progress Markers are clustered by three phases in a timeframe of implementation and more grantees were beyond the No Observable Change category in quarter 1 in the Start to See category than markers in the Gaining Traction and Firmly in place categories (appendix table 1), the differences in the other ranks (Low change to Firmly in place) across both quarters and between all PMs were not large. This indicates that in the context of this year of reporting, grantees were addressing change in implementation across all these integrated Progress Markers.

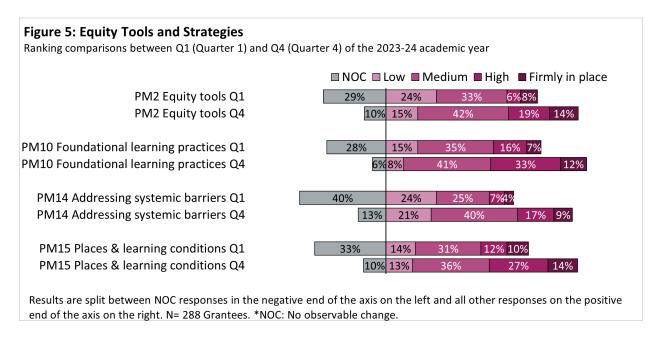
2023-24 Progress Marker Summary by Theme

Although considered based on timeframe to implementation as described above, Progress Markers are also ultimately integrated with one another as a holistic set that collectively illustrates change. This integration may be considered on the basis of shared themes rooted in the <u>four common goals</u>. When considered in that context, five Progress Marker themes emerge. Again, a detailed description of each progress marker may be found in the <u>Progress Marker Summary</u>. These themes are as follows:



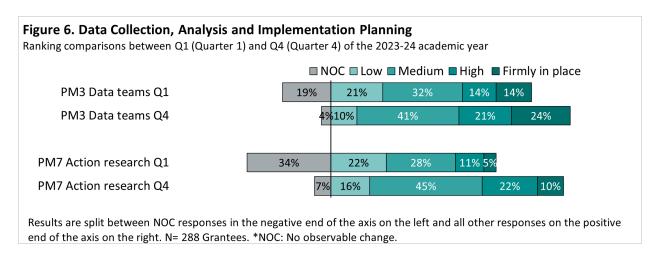
Expansive Community engagement Practices (Figure 4). This category contains progress markers 1, 5, 6, and 11. All of these progress markers gauge different aspects of the Community engagement spectrum as described in the Community Engagement Toolkit of the Integrated Guidance, from the establishment of engagement as measured by PM 1, to established lines of communication and exchange as well as a centering of student voice as measured by PM 5 (Two-way communication) and PM6 (Student agency) and finally, encompassing collaborative partnerships with communities as measured by PM 11 (Strengthen partnerships). When comparing the rankings by grantees across these four Progress Markers, the following trends are observed.

First, Community engagement was changed early for most applicants who reported that they were at the Medium level of change in the highest numbers in quarter 1. By quarter 4, that Medium level had increased somewhat, but most of the increases came in the High change to Firmly in place rankings. In contrast, the markers representing deeper levels of engagement, such as those tracking two-way communication, student agency and strong community partnerships (PMs 5, 6 and 11) were primarily in the No Observable Change (the largest proportion of grantees ranked themselves this way), Low and Medium change rankings in quarter 1. By quarter 4, these PMs saw collective increases to the Medium, High and Firmly in place rankings, with some gains in the High to Firmly in place categories. Markers 5 and 6 were similar in their pattern of change potentially due to their shared timeline category (Gaining Traction) or due to similarities and overlaps in engagement strategies and outcomes.

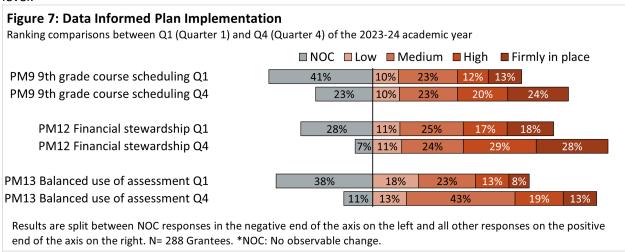


Equity tools and Strategies (Figure 5). This category contains Progress Markers 2, 10, 14, and 15. These markers all gauge the establishment and iterative/continual use of equity tools broadly applied across all processes and structures as measured by PM2 (Equity tools) and in targeted areas such as learning climate as measured by PM 10 (Foundational learning practices), the identification and mitigation of systemic barriers present in systems and practices as measured by PM 14 (Addressing systemic barriers), and the development of inclusive school communities as measured by PM 15 (Places and learning conditions).

In quarter 1, most grantees had established change in Equity tools (PM2) and Foundational Learning Practices (PM10) to some degree (as exemplified by both the lowest numbers of No Observable Change; 29% and 28% respectively). In contrast, PMs 14 (Addressing Systemic Barriers) and 15 (Places and Learning Conditions) had more change in quarter 4. It is worth noting that PMs 2 and 10 are in the Start to See and Gaining Traction timeline categories respectively, therefore a faster rate of change is to be expected than that seen in PM14 and 15 which are in the Profound Progress category. By quarter 4 however, all four markers had largely converged, with reductions by more than half in reporting of No Observable Change in these markers and increases in the Medium, High, and Firmly in place categories.

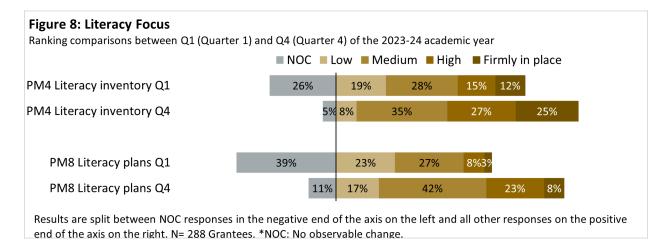


Data Collection, Analysis, and Implementation Planning (Figure 6). This category, containing Progress Markers 3 and 7, focuses on the establishment of structures and systems to regularly review data to inform decisions as measured by PM 3 (Data teams) and couples these with a cycle of analysis and decision-making to support student needs in real time as measured by PM 7 (Action research). This category also feeds directly into the theme of Data Informed Plan Implementation discussed below. These two markers largely move together across the academic year in rankings with PM3 (Data teams) showing somewhat more change in quarter 1 and having the largest percentage of districts ranking it as Firmly in place by quarter 4—likely due to the foundational nature of forming data teams as part of the Start to See timeline category. However, by quarter 4, most grantees reported change in Action research (PM7) to some degree and many reported that changing at the Medium and High level.



Data Informed Plan Implementation (Figure 7). This category containing Progress Markers 9, 12 and 13 builds on the preliminary use, understanding and impact of data and focuses on targeted uses of data as measured by PM 9 (9th grade course scheduling), PM12 (financial stewardship) and PM13 (balanced use of assessment) to address student progress and needs as well as make strategic and responsible financial decisions. These Progress Markers are part of the Gaining Traction (PM9) and the Profound Progress (PMs 12 and 13) timeline categories and as such, it makes sense that in quarter 1, 28-41% percent of grantees placed these markers in the No Observable Change rank. However, it is notable that Financial Stewardship (PM9) was the most changed of the three markers in quarter 1 (the lowest number of rankings at no observable change) and by quarter 4 had the highest number of grantees that

assessed themselves as having financial stewardship Firmly in place. By quarter 4, however, all three markers had shifted most of their ranking numbers to either the Medium (highest in PM 13) or High and Firmly in place ranks.



Literacy Focus (Figure 8). This category also associated with Data Collection, Analysis and Implementation Planning has a specific focus on literacy. PM4 (literacy inventories) focuses on gathering relevant and effective resources to support literacy, whereas PM 8 (literacy plans) gauges where grantees are in their planning for the use of those resources. The literacy inventory (PM4) is part of the earlier timeline category (Start to See) and its lower levels of rankings in quarter 1 indicate a higher level of implementation than literacy plans as represented by PM8. By the 4th quarter, literacy inventories are more often ranked as High change or Firmly in place than literacy plans, but those have significant gains from quarter 1 and hold the higher percentage in the Medium change ranking. The somewhat staggered movement of these two markers is likely due to the need for establishing literacy inventories either prior to or in tandem with literacy plans for the newly-implemented Early Literacy Success School District Grant.

As with the examination of the Progress Markers by timeframe, the general pattern of holistic increases in implementation from quarter 1 to quarter 4 of the 2023-24 academic year remains. However, it is in the context of the thematic review that impacts of the timeframe positions occupied by certain markers emerge. In almost all the themes except Data Informed Plan Implementation, the Progress Markers falling into the earlier timeframe (Start to See) are ranked by fewer grantees as being in the No Observable Change category in quarter 1 than the ones that fall into the later timeframes (Gaining Traction and Firmly in place). However, by the 4th quarter, the degrees of change are more uniform. The Expansive Community engagement theme (Figure 4) is an example. In quarter 1, PM 1 (Community engagement) has the lowest percentage of grantees in the No Observable Change rank at 20% versus markers encompassed in later time frames in this theme. PM 5 (Two-way Communication) at 38%, PM6 (Student Agency) at 35% and PM 11 (Strengthened Partnerships) at 34%, all have higher percentages in the No Observable Change rank in quarter 1. By quarter 4 most of these progress markers are more closely aligned in degrees of change in the Medium to Firmly in place range. This pattern suggests that although progress markers are not linear, and establishing one is not a requirement for progressing in others because they tend to move in tandem, the ease of implementation may be reflected here. Conversely, some thematic groupings do not follow this pattern. In Data Informed Plan Implementation, PM 12 saw more change in quarter 1 and quarter 4 than PM 9 (9th Grade Course Scheduling) and PM13 (Balanced use of Assessment) and this may be due to significant ODE support and structure around budgeting of funds.

Joint Report: Progress Markers and Annual Reporting for the 2023-24 Academic Year

Ultimately, this report is a snapshot of the shift in progress marker changes in implementation in a single academic year. As detailed in the Integrated Guidance, Progress Markers serve as check points for long-term system shifts. Given that the 2023-24 academic year was the first year of Progress Marker data, year-to-year comparisons may reveal different patterns as change is monitored between years in a biennium rather than within a single year.

Annual Reporting Report for the 2023-24 Academic Year

Introduction to Annual Reporting

In addition to reporting on Progress Markers, Integrated Program grantees are also required to annually submit narrative responses summarizing their IP implementation as part of their grant agreement. The annual reporting questions have evolved over time to become more streamlined, reducing administrative burden for grantees while simultaneously focusing on the most important aspects of implementation. In 2023-24, grantees provided narrative responses to two questions asking them to highlight one or more areas of progress, and one or more challenges or barriers they faced or continued to face to full implementation.

In the 2023-24 school year, 181 grantees⁴ submitted narrative responses to the Annual Reporting questions. ODE researchers coded responses according to common successes and challenges grantees faced. The coding analysis was used primarily in the annual SIA legislative report⁵ provided to the Oregon Legislature; this section is derived from that report.

IP Grantees Reported Impacts, 2023-24

As part of ODE's efforts to improve accountability and transparency, grantees receiving IP funds are required to complete annual reporting that outlines successes and challenges alike. The following themes reflect the changes that IP grantees most often reported over the course of the 2023-24 school year. These data have been pulled from the narrative sections of IP grantees' annual reporting submissions and analyzed into themes. We include direct quotes from IP grantees throughout to provide more context and background to each theme. Quotes provided are representative selections and do not represent all grantees. This section is broken into two subsections: progress themes and challenge themes.

Progress Themes

When analyzing grantees' documentation of areas of progress, ODE noted a variety of thematic areas that were frequently mentioned. Given space constraints, we chose to highlight the top themes, which each were mentioned 25 times or more and are listed in order from the most numerous to the least.

Literacy

54 grantees (30%) reported seeing progress in students' literacy skills and knowledge. While grantees use IP funds for literacy-focused activities, the high number of grantees noting literacy improvements is likely due to the integration of the Early Literacy Success School District Grants into the Integrated Programs. Grantees used Early Literacy Success funds on research-aligned literacy strategies within the

⁴ District-sponsored charter school annual reporting is contained within the district report; progress markers are separate. This is why this number is smaller than that of the Progress Markers sample size.

⁵ https://digitalcollections.library.oregon.gov/nodes/view/299057

following allowable use areas: adoption and implementation of curricula, employment of literacy specialists, coaches, or interventionists, professional development and coaching, extended learning programs, and high-dosage tutoring.

"Our efforts in enhancing literacy instruction and providing students with individualized additional learning time provided us the opportunity to meaningfully assess each child's reading abilities and difficulties. This data can now be used to tailor instruction to the specific needs of each student in each grade level. It has set the stage for us to continually assess and monitor more accurately students' reading abilities."

Attendance

50 grantees (28%) named attendance as an area of progress. Grantees noted that IP investments that expand well-rounded education, support students' well-being, and create a more welcoming school environment contribute to higher attendance rates.

"We met our district-wide LPGT for attendance for the 23-24 school year. Importantly, we also have fewer students missing more than 25% of the school days and have closed the gap in attendance rates for students from focal groups. We attribute this to the investments we are making in social-emotional supports for our students, well-rounded educational opportunities (including access to art, band, PE, project-based learning, and CTE) and flexible learning opportunities. These investments are now braided with REN grant funds that emphasize equipping our staff to more fully support students and their families."

Professional Development

47 grantees (26%) cited progress in implementing educator professional development. Grantees used funding to increase their professional development capacity, hire instructional coaches, and improve systems to make professional development more impactful. Grantees noted that better equipping and supporting educators contributes to progress in a wide variety of academic indicators.

"In 2023-24 we gained significant traction around increasing academic achievement and reducing disparities for focal groups across the district (Outcome C), which we credit to the addition of instructional coaches at all grade bands and changing up our strategy for planning professional development to be more teacher-driven. The result of these strategies is a teaching staff with significantly more support and agency. They also have more time and tools to collaborate with each other, specialists and caregivers to identify academic and/or behavioral needs, develop interventions and monitor progress. The result of this work is more attention focused on students who need it the most, helping us address opportunity gaps. However, all students benefit from building cultures that value and pursue professional learning."

9th Grade On-Track, Credit Recovery, & Graduation

45 grantees (25%) reported progress on their 9th grade on-track metric. This early warning indicator helps grantees assess if first-year high school students are "on-track" to graduate within four years.

Additionally, 42 grantees reported progress on graduation rates. Grantees noted that dedicated staff time and improved systems supported 9th grade on-track. Investments in student support, increased access, culturally responsive pedagogy, and reduced class size contributed to improvements in graduation rates for all students and focal groups.

"Having a dedicated, full-time staff member in this role has allowed us to more effectively track student progress toward meeting graduation requirements and academic success. As a result, our 9th Grade On-Track metric has improved significantly, rising from 61.5% in the 2022-2023 school year to 100% in 2023-2024. The consistent, daily support provided by this position has been instrumental in achieving this positive outcome."

Data

45 grantees (25%) named progress in collecting, analyzing, and utilizing data. Grantees use data in a number of different ways to inform IP programmatic areas such as attendance, literacy, engagement, graduation, and more. Grantees across the state maintain a wide spectrum of data supports that vary based on district size, with larger, more well-funded districts having more capacity. Improvements in implementing data systems are an important contributor to progress in many other areas.

"The district continues to improve at our data teams processes at the building and district level. Staff are provided time to meet regularly to review disaggregated student data in multiple categories including but not limited to: attendance, behavior/discipline, common formative assessments, universal screener data, etc. The district has a robust data portal (Educlimber) where staff can access this data daily, weekly, etc."

Community Engagement

41 grantees (23%) cited progress with their community engagement efforts in annual reporting. Many of these grantees described successful efforts at engaging students, families, community members, and community-based organizations such as nonprofits and businesses. Related, 20 grantees described ongoing progress with cultivating relationships to community-based organizations, and 12 indicated ongoing collaboration and communication as an area of progress. Strong community engagement is vital to the full spectrum of activities that make up the Integrated Programs. The frequent mention of community engagement in progress reporting is an important sign that grantees are rising to the challenge of creating a more equitable and engaged educational environment.

"One area of success has been in family and community engagement. Initiatives such as the [Todos] Juntos program, translation services, and literacy nights have strengthened the relationship between families and schools, particularly for Latino families. These efforts, along with the establishment of the Equity Advisory Committee and the implementation of the Student Six initiative, have empowered student voices and fostered an inclusive school culture."

Well-Rounded Education & Career Technical Education

38 grantees (21%) noted progress in expanding Well-Rounded Education opportunities. Common Well-Rounded Education investments include expanding electives, dual-credit opportunities, art and music education, and interactive, project-based, or applied learning. A key aspect to a Well-Rounded Education is access to high quality Career and Technical Education Programs of Study, and Career Connected Learning and Work-Based Learning opportunities. 32 grantees noted progress in improving access to CTE Programs of Study or improving career connected and work-based learning experiences. Culturally-relevant learning experiences contribute to a Well-Rounded Education by ensuring students are known and seen in their learning and school experiences.

"A focus on providing enrichment activities has helped the district make progress in providing well-rounded and meaningful opportunities for all students. Through thoughtful planning, these activities have contributed to the culture of belonging in our schools by creating partnerships with the community and parents and offering students and staff insight into the tribal legacy and traditions of our region."

Strengthened Systems of Support

36 grantees (20%) noted progress in strengthening systems of support. Strengthened systems of support include improvements to grantees' use of MTSS (Multi-Tiered Systems of Support), building data-informed systems, and ensuring systems are in place to meet student needs and support students' well-being.

"One of our largest Outcomes to show great progress is through our MTSS work with students, staff, and community around behavior expectations. The work we have done to build this system has taken some time, but with our implementation this Fall, and data work through our SWIS program, has opened the doors for further district-wide growth. We are now working with student behavioral data, which has moved us into working together on data teams. This has also opened the door to working on identification processes for Tier 2 and Tier 3 development.

Overall, this work is transforming our district into becoming a more data informed district."

Educational Equity

33 grantees (18%) identified progress in equity in their annual reporting; relatedly, 22 grantees specifically named improvements in student focal group achievement and outcomes as a result of Integrated Program spending. Educational equity is one of the two key focus areas of the IP. Many grantees specifically named improvements among focal groups on the five common metrics used for Longitudinal Performance Growth Targets as a result of spending.

"[O]ur focus on DEI has had many positive effects on both student engagement (increased "voice") and overall staff comfort level and skill in working with ESL students. Additional administrative staff meant more capacity to meet with groups of focal students (Latino, African-American, LGBTQ+) and parents and more opportunities for engagement by our

underrepresented populations. Continued efforts for equity-focused training remained in place and specific trainings for staff supporting multilingual students increased."

Increased Capacity

31 grantees (17%) named increased capacity as an area of progress. Grantees often reported increased capacity associated with hiring classified and certified staff. This hiring often leads to reduced class size and increased instructional time. These investments positively impact students by allowing educators to provide more one-on-one instruction and tailor lessons and interventions to students' needs. Additional staffing also increases grantees' capacity to add additional courses and electives. Grantees also noted an increased capacity to implement strategic areas of focus such as professional development or Career and Technical Education.

"Funding from the Integrated Programs have helped us as a school district to think differently, try new approaches, and scale up pilot projects to the next level. For example, we have long had a focus on using instructional coaches to deliver the bulk of our professional development, but IP funding allowed us to add even more coaches and increase personalized attention. We believe this has aided teacher retention even at a time of increased turnover due to COVID burnout and heightened behavior challenges in the classroom. Another area where we have made significant progress is continued advancement on CTE initiatives within our schools. [Our] Director of College and Career Readiness was able to help develop and improve CTE pathways. We added a full program of study in Education. We added computer science, and added partial programs of study in Education and Criminal Justice."

Mental/Behavioral Health & Social Emotional Learning

28 grantees (16%) identified mental and behavioral health as an area of improvement; 37 identified social emotional learning (SEL). SEL is a core component of mental and behavioral health for many grantees being a frequently proposed strategy aimed at improving mental health outcomes. Alongside educational equity, mental and behavioral health is one of the two key focus areas of the Integrated Program. Using Integrated Program funds, many grantees have named improvements in hiring mental and behavioral health professionals or contracting with community-based organizations to provide these services. Some grantees cited software or professional development purchases as making a significant contribution to this area.

"[W]e have increased mental and behavioral health support across the district. Through the Behavioral Health Coaching & Training Academy, we are equipping staff to support students' social-emotional learning needs and provide comprehensive, trauma-informed care. Partnerships with community-based mental health clinicians have enabled over 150 students to access free, tiered mental health services, enhancing support and fostering equitable access to resources in an inclusive learning environment."

Academics

25 grantees (14%) named improvements in academics as an area of progress. Grantees named such improvements as being able to offer more advanced courses or a wider variety of electives and CTE options, improved academic support for students, and improvements in academic performance among students. The progress in academics was often tied to other areas of progress named in this report.

"The addition of a dedicated STEM room will give access to our rural remote students through a much needed and interactive program to promote and encourage 21st century skills and opportunities."

School & Career Counseling

25 grantees (14%) named school & career counseling as a progress area. Expanded opportunities to provide students with academic and career counseling was tied to progress in multiple areas, particularly CTE and progress on the five common metrics. This differs from aforementioned progress in mental & behavioral health supports in that school & career counseling focuses on students' academic and related career planning needs. Overall, grantees reported being able to fund more of these sorts of positions, which in turn led to increases in student support and achievement.

"[Our] School District hired a part time academic counselor using HSS allocations. This counselor has tremendously helped students navigate class schedules while attending High School and also assisted in preparing them to be successful post-secondary school. Our academic counselor helps students determine strengths and interests for career paths. Students are then given hands-on class (CTE) opportunity or college level course options in order to determine if this path would be a great fit post-secondary school."

Challenge Themes

When analyzing grantees' documentation of areas of challenges, ODE noted a variety of thematic areas that were frequently mentioned. Many of these parallel the themes in the above progress section. Overall, grantees devoted less space to discussing challenges, indicating continued improvements in the Integrated Program process and/or perceived pressure to report only improvement. We chose to highlight the top themes, which each were mentioned 11 times or more and are listed in order from the most numerous to the least.

Attendance

39 grantees (22%) reported student attendance as a challenge. Grantees discussed student engagement and belonging, attendance expectations, and evolving remote access to classwork as challenges to increasing attendance rates. Grantees described how chronic absenteeism disrupts continuity of learning, causes setbacks, and impacts progress toward academic and social-emotional goals.

"Despite implementing action research, professional learning, data teams, and intervention systems, we are still struggling to reach all students with chronic absenteeism. Through empathy

interviews, high school students shared that they don't always feel the need to attend school in person because of access to Canvas. While our district's focus on evidence- and skill-based grading aligns well with our instructional practice and beliefs about learning. We have experienced some challenges on Canvas: For example, students can access learning materials from home, which may reduce their perceived need to attend class...On the flip side, Canvas benefits students who are sick or on vacation by keeping them connected to learning. This year, we are adding to our strategies listed above by focusing on increasing in-class engagement. Our theory of action is: If students are more engaged in onsite learning, they will be more motivated to attend school regularly."

Finances

34 grantees (19%) named finances as a challenge. Grantees reported that funding levels and rising costs may make it difficult to sustain IP investments or implement their IP plans to their full potential. Declining enrollment caused a financial challenge among some grantees. Grantees feel hesitant to commit to funding staff or large initiatives due to funding uncertainty. Grantees also reported that uncertainty around other grant funding sources makes it more difficult to effectively plan IP investments because they may need to use IP to make up for a loss of funding elsewhere.

"Our previous needs assessment, which involved feedback from students, staff, families, and community members, indicated a strong interest in expanded learning options, tutoring and more enrichment opportunities for students. However, due to past enrollment decline and increases in operational costs, we have not been able to expand and grow these options for students and families."

Literacy

33 grantees (18%) reported challenges making progress in students' literacy skills and knowledge and meeting their Longitudinal Performance Growth Target for achievement on the 3rd grade reading ELA assessment. Grantees noted that their young students had the start of their K-12 education disrupted by the COVID-19 pandemic. While some grantees noted that they did not see an immediate improvement to assessment scores, they are improving literacy instruction and systems and expect to see the impact of these improvements in the coming years.

"We recognized the need to increase professional learning in ELA. Looking deeper into identifying core standards, curriculum mapping, pacing, instructional strategies and analyzing state three-year trend data focused the work on ensuring that ELA materials are being implemented. Our teachers meet in PLC teams to share student work and discuss results of data gathered from daily and formative work. Another area of need we looked at was the process by which our families are included in learning strategies that might work for home activities and support."

Mental/Behavioral Health & Social Emotional Learning

31 grantees (17%) reported that mental and behavioral health remain a challenge; 10 also reported that social emotional learning is a barrier. Although this was also one of the key themes for progress, it is

important to recognize that not all grantees experience their progress and challenges uniformly, and many grantees continue to struggle with implementing systems of support in these areas. Many such grantees are small, rural districts, where there is a dearth of mental health providers. Some grantees have experienced challenges in hiring. Hiring and staff capacity are particularly acute challenges when it comes to implementing SEL programs. It is important to note that although mental health and behavioral health are associated with student behaviors, they are not the same thing; many grantees who named this as an area of concern described challenges relating most closely to student behavior and discipline. This suggests a need for continued focus by ODE and EII in supporting grantees with the integration of appropriate supports for student mental and behavioral health via positive and empathetic behavioral interventions as detailed in the School Discipline page in ODEs Health Safety and Wellness pages.

"Despite progress in SEL and equity practices, maintaining consistent implementation across schools is a challenge. Ensuring all staff members utilize SEL practices with fidelity remains a focus, as varying degrees of buy-in impact the overall climate and student engagement."

Hiring & Staffing

30 grantees (17%) cited difficulty hiring and retaining staff. Grantees named that it was particularly difficult to fill positions in mental and behavioral health, reading and literacy, and substitute positions. As more educators are leaving the profession, some grantees are unable to fill existing positions. Grantees who cannot fill current openings report a reluctance to include activities that would require additional staff in their IP plan. This limits what grantees can do to expand opportunities and support for students.

"Our most significant challenge during the 2023-2024 school year remains the lack of applicants for many posted positions. It continues to impact our ability to be fully staffed on a daily basis. We also have staff members handling multiple jobs at the same time. Furthermore, we are challenged by onerous requirements that have led staff members to consider retirement or leaving the profession. Lack of qualified staff has made it difficult to fully implement our plan."

Professional Development

25 grantees (14%) reported challenges implementing planned professional development. Grantees name lack of time and capacity as the main challenges to increasing training and opportunities for educators to collaborate with each other. Particularly, a lack of substitutes has made it difficult for grantees to implement their plans to expand professional development with IP funds.

"[W]e face significant obstacles due to a shortage of substitute teachers, making it difficult to pull staff out of their buildings for committee meetings or to lead professional development. This

⁶ "We're Trying to be Superhuman: An Analysis of Integrated Program Funded Mental and Behavioral Health Programs at Oregon School Districts.

https://www.oregon.gov/ode/StudentSuccess/Documents/MHResearchReport.pdf

can be a barrier to fostering leadership development and implementing initiatives consistently across the district."

IP Administration

21 grantees (12%) named challenges related to the administration of the IP grant. Much of the challenge grantees describe focuses on the amount of time required to complete required reporting across numerous grants. Grantees also recognize that it takes time and capacity to engage their community and complete the application process with fidelity. The unpredictability of needs, the ability for contractors to deliver goods and services on time, and changes in final allocations create challenges in the budgeting process and can make it difficult for grantees to spend all IP funds by the annual deadline. While many grantees named this challenge, small and rural grantees particularly feel this administrative burden. Smaller administrative and teaching staff sizes limit small grantees' administrative capacity and rural grantees face additional challenges related to partnerships, transportation, on-time delivery of goods and services, and availability of resources.

"[Our] rural setting has been one of the greatest impediments in meeting one of our goals...The rural location results in increased travel costs to bring trainers to our school. This has resulted in travel costs that sometimes amount to more than the cost of the professional development session itself. Another hardship faced by our district is the small number of staff and a single district administrator. The number of grants, mandates, directives and reports continues to grow, while the number of staff remains the same. With only one district administrator, the district lacks the staff needed to adequately develop, research, develop, evaluate, monitor and complete required progress monitoring. The district has one full-time, administrator that performs the duties of both principal and superintendent, as well as many other duties vital to the day-to-day operations of the school. The growing number of grants and state reporting mandates has only increased the workload on single administrator districts."

Community Engagement

21 grantees (12%) cited ongoing challenges with community engagement. Frequently, this appeared as problems engaging families specifically, especially around attendance and discipline. While many grantees are finding their footing with regards to the IP's community engagement requirements, others are struggling to catch up. Issues with community engagement tend to have an impact on other areas, particularly attendance. Engaging focal group populations, especially migrant students and students who are economically disadvantaged, is especially challenging for small grantees.

"Our district will also at times have families move into the District, and are not familiar with our school culture, and for some it takes time to be acclimated to our small, rural school culture...especially for some students who come from much larger school districts. The challenge is to not only have the student invested in their own education, but also to have the parent(s) invested in their childs' education as well."

Systematic Change Takes Time

19 grantees (11%) named the long timespan it can take to implement systematic change as a key barrier. The IP is an ambitious and novel program whose goal is to fundamentally restructure how education is practiced in Oregon. These changes can take time periods longer than a single year to bear fruit, but the timelines for accountability may not be so generous. It may feel frustrating to some members of school communities when such substantial changes are required and do not feel as if they are transforming outcomes quickly. Time, patience, and additional data and support are needed to help the progress of systematic change, particularly in small school districts.

"The greatest challenge the district has experienced in achieving our goals is managing an implementation process that is incremental. We have identified outcomes to create comprehensive intervention systems; however, realizing those goals with a broad base of personnel is difficult. Creating a clear vision that resonates with staff to all work collaboratively with a common purpose and consistent operating procedures is crucial to success."

Data

13 grantees (7%) identified ongoing challenges with data collection, storage, analysis, and use as a core challenge. Often, grantees that face challenges with data are smaller, more rural, and located in parts of the state that are less affluent. Such grantees may struggle to fund full-time positions for data specialists, and those that do may face issues recruiting qualified candidates. Often, this results in data tracking being tacked onto existing position descriptions. Because data is an integral part of the IP, such grantees may require additional supports from ODE in order to set and track LPGTs.

"The biggest challenges we face as [a] small rural education system is our lack of student population and the effect that has on data. Each year our numbers vary and sometimes do not meet the minimum requirement for data to be given. This produces large gaps in data and make it hard to track consecutively. This lack of quantitative data each year makes tracking LPGTs in a small school difficult. The small school population is also a challenge when tracking LPGTs like 3rd Grade ELA. Each class is significantly different in size and academic strength which can skew data from year to year immensely."

Meeting Outcomes

13 grantees (7%) reported general challenges meeting their outcomes. Grantees described how specific challenges impeded progress toward their outcomes. Many of these challenges are captured within other themes. Grantees also named that state assessment scores may not capture the impact of their IP investments and the progress they are making toward meeting their outcomes.

"Our local assessments show our students are performing above state averages but this does not translate to state assessments where many of our students are opting out...Our local assessments show student achievement improving, but it is not being captured on SBAC with the number of opt outs we are receiving."

Student Engagement

12 grantees (7%) identified ongoing challenges with student engagement. As with community and family engagement, narratives surrounding this challenge frequently involved attendance.

"An ongoing challenge is continuing to identify barriers that disconnect students from their educational goals, engagement and attendance. While surveys and focal groups shed some light, as well as the work of our attendance teams at each school and counselors, engagement has improved over the past year but we realize bigger gains need to be made with our Tier 3 students."

9th Grade On-Track, Credit Recovery, & Graduation

11 grantees (6%) reported challenges with 9th grade-on track and graduation rates. Grantees discussed ongoing credit recovery efforts, and that the severity of credit deficiencies made it difficult to reach 9th grade on track and graduation targets. When naming this challenge, grantees often discussed ways that they were improving their 9th grade on-track and credit recovery systems moving forward.

"Credit recovery systems were engaged and helped identified freshmen to get credits but did not change [our 9th grade on-track] rate as many went from 0 to 3 credits or from 6 to 7 credits. Administration and counselors worked hard to track at-risk freshmen and visited with them regularly. We implemented study labs after school and formal 0/8 periods outside the school day for students to work on credit recovery courses or get more help in their current classes. Administration also realigned the freshmen Success 101 class to better meet the needs of students. Administration also adjusted parent-teacher conference schedule to provide several times for communication to happen prior to finalized semester grades."

Emergent Needs

11 grantees (6%) identified emergent needs as a challenge. Emergent needs refer to unforeseen, novel needs that may arise throughout the course of the year. This is ambiguous and challenging to define. An example of an emergent need may be technological progress: while cell phone and technology use is a well-documented challenge in education today, it has not always been so, and when new technologies are introduced there may be a lag time before grantees recognize and respond to the problem. Other examples of emergent needs might include natural disasters, tragic events, community transitions, or other similar occurrences that are hard to predict and classify.

"Sustaining and growing the systems and staffing to respond to the ever-growing needs of our students make Outcomes A and B moving targets... We are concerned that the needs of our community are growing faster than the services we will be able to fund."

Conclusion

Progress Markers and Annual Reporting, taken together, are useful for tracking IP implementation progress and barriers. The collection of these data is important in informing ODE's tailored supports to help grantees succeed. A few observations of commonalities emerge when looking at the two data sets.

- First, the IP's key goals—systemic change and sustained engagement—are long term processes that take a lot of time and true collaboration among many people with different backgrounds and priorities; at this stage of IP implementation, we are beginning to see substantial progress in these areas.
- Second, grantees are making significant strides in the early and intermediary Progress Marker groups, something which is also reflected in the qualitative responses they provide in their Annual Reporting.
- Third, some of the most substantial gains occurred at the high school level, particularly concerning 9th grade course scheduling and on track status.
- Fourth, grantees have done substantial work in setting up some of the foundations of systemic change, such as changing their approaches to equity or setting up data collection and reporting protocols for mental and behavioral health.
- Fifth and last, in spite of the support ODE provides, grantees often face a multitude of additional and often unforeseen fiscal challenges.

In the future, ODE will continue to collect Progress Marker and Annual Report data. Progress Marker data will shift to be collected semi-annually during quarters 2 and 4 instead of quarterly as part of ODE's commitment to reducing administrative burden. ODE will continue to collect this data in order to inform the Legislature and the public on the status of IP implementation, as well as to inform the provision of supports to IP grantees to better ensure success.

Joint Report: Progress Markers and Annual Reporting for the 2023-24 Academic Year

Appendix : Progress Marker Framework



Start to See: Early signs of progress (3-6 Months)

Based on your investments and activities, what changes or contributions are you noticing? What practices are improving?

PM 1

3GR 9GOT 4YG 5YC RA

Community engagement is authentic, consistent, and ongoing. The strengths that educators, students, families, focal groups, and tribal communities bring to the educational experience informs school and district practices and planning.

PM 2 3GR 9GOT 4YG 5YC RA

Equity tools are utilized in continuous improvement cycles, including the ongoing use of an equity lens or decision-tool that impacts policies, procedures, people/students, resource allocation, and practices that may impact grading, discipline, and attendance.

PM 3

3GR 9GOT 4YG 5YC RA

Data teams are formed and provided time to meet regularly to review disaggregated student data in multiple categories (grade bands, content areas, attendance, discipline, mental health, participation in advanced coursework, formative assessment data, etc.). These teams have open access to timely student data and as a result decisions are made that positively impact district/school-wide systems and focal populations.

PM 4 3GR

Schools and districts have an accurate **inventory of literacy** assessments, tools, and curriculum being used, including digital resources, to support literacy (reading, writing, listening, and speaking). The inventory includes a review of what resources and professional development are researchaligned, formative, diagnostic, and culturally responsive.

Gaining Traction: Intermediate Changes (6-18 months)

Based on your investments and activities, are you seeing any of these impacts?

PM 5

3GR 9GOT 4YG RA

Two-way communication practices are in place, with attention to mobile students and primary family languages. Families understand approaches to engagement and attendance, literacy strategy, math vision, what "9th grade on-track" means, graduation requirements, access to advanced/college-level courses and CTE experiences, and approaches to supporting student well-being and well-rounded education.

PM 6

9GOT 4YG 5YC RA

Student agency and voice is elevated. Educators use student-centered approaches and instructional practices that shift processes and policies that actualize student and family ideas and priorities.

PM 7

3GR 9GOT 4YG 5YC RA

Action research, professional learning, data teams, and strengths-based intervention systems are supported by school leaders and are working in concert to identify policies, practices, or procedures informed by staff feedback to meet student needs, including addressing systemic barriers, the root-causes of chronic absenteeism, academic disparity, and student well-being. These changes and supports are monitored and adjusted as needed.

PM 8 3GR

Comprehensive, evidence-informed, culturally responsive literacy plans, including professional development for educators, are documented and communicated to staff, students (developmentally appropriate), and families. Literacy plans and instruction are evaluated and adjusted to deepen students' learning. Digital resources are being used with fidelity to advance learners' engagement

with instruction.

PM 9 9GOT

A review of 9th grade course scheduling, as it relates to ontrack status for focal student groups, accounts for core and support core class placement. School staff ensure emerging bilingual students are enrolled in appropriate credit-bearing courses that meet graduation requirements.

PM 10

3GR 9GOT 4YG 5YC RA

Foundational learning practices

that create a culturally sustaining and welcoming climate are visible. This includes practices that ensure safe, brave, and welcoming classrooms, schools and co/ extra curricular environments. Strengths-based, equity-centered, trauma and SEL-informed practices are present and noticeable. Policies and practices prioritize health, well-being, care, connection, engagement, and relationship building. Multiple ways of being are supported through culturally affirming and sustaining practices for students, staff, and administrators.

PM 11

3GR 9GOT 4YG 5YC RA

Schools strengthen partnerships with active community organizations and partners, including local public health, mental health, colleges, workforce development boards, employers, labor partners, faith communities, Tribal nations, and other education partners in order to collaboratively support students' growth and wellbeing. Characteristics of strong partnerships include mutual trust and respect, strengths-based and collaborative approaches, clear communication around roles, and shared responsibilities and

PM 12

3GR 9GOT 4YG 5YC RA

decision-making power

Financial stewardship reflects high-quality spending with accurate and transparent use of state and federal funds in relationship to a comprehensive needs assessment, disaggregated data, and the priorities expressed by students, families, communities, business, and Tribal partners in resource allocation and review.

PM 13

3GR 9GOT 4YG 5YC

Profound Progress: Substantial and Significant Changes (18 months+)

Based on your investments and activities, are any of these more transformational changes noticeable?

Students and educators experience a well-rounded and balanced use of assessment systems that help them identify student learning in the areas of the Oregon State Standards. Educators understand how to assess emerging multilingual students' assets to inform gauging progress.

PM 143GR 9GOT 4YG 5YC RA

communities address systemic barriers. Schools and districts have a process to identify,

Policies, practices, and learning

have a process to identify, analyze, and address barriers that disconnect students from their educational goals, impact student engagement or attendance, and/or impede students from graduating ontime or transitioning to their next steps after high school. Staff members are consistently engaging in action research, guided by students strengths and interests, to improve their practice and advance professional learning.

PM 15

9GOT 4YG 5YC RA

Schools create places and learning conditions where every student, family, educator and staff member is welcomed, where their culture and assets are valued and supported, and where their voices are integral to decision making. Instruction is monitored and adjusted to advance and deepen individual learners' knowledge and understanding of the curriculum. Educators are empowered with agency and creativity. Communities are alive with visions, stories, and systems of vitality, wholeness, and sustainability.



Appendix: Supplemental Data Tables

Table 2. Percent Change Between Quarter 1 and Quarter 4 Across the Three Major Time Points

Progress Marker (PM) rankings changes in the Start to See, Gaining Traction and Profound Progress categories from Quarter 1 to Quarter 4 in the 2023-24 Academic Year. For each of the two quarters, the Δ between quarters 1 and 4 was calculated as the difference between the percentage of rankings reported in quarter 4 minus the percentage of rankings in quarter 1. Negative numbers indicate that rankings at a particular level were higher in quarter 1 than quarter 4 and positive numbers indicate that rankings at that level were higher in quarter 4 than in quarter 1. The magnitude of Δ indicates the degree of change.

Start to See	Δ ΝΟС	Δ Low	Δ Medium	Δ High	Δ Firmly in place
PM1 Community engagement	-16%	-11%	5%	18%	4%
PM2 Equity tools	-19%	-9%	9%	13%	6%
PM3 Data teams	-16%	-10%	9%	8%	9%
PM4: Literacy inventory	-21%	-11%	7%	12%	13%
Average change in Start to See PMs	-18%	-10%	8%	13%	8%
Gaining Traction	Δ ΝΟС	Δ Low	Δ Medium	Δ High	Δ Firmly in place
PM5 Two-way communication	-27%	-4%	14%	12%	5%
PM6 Student agency	-25%	-9%	18%	9%	6%
PM7 Action research	-27%	-7%	17%	11%	6%
PM8 Literacy plans	-28%	-6%	15%	15%	5%
PM9 9th grade course scheduling	-18%	0%	0%	8%	11%
PM10 Foundational learning practices	-21%	-7%	5%	17%	6%
Average change in Gaining Traction	-24%	-5%	12%	12%	6%
PMs					
Profound Progress	Δ ΝΟС	Δ Low	Δ Medium	Δ High	Δ Firmly in place
PM11 Strengthened partnerships	-27%	-2%	12%	14%	3%
PM12 Financial stewardship	-22%	1%	-1%	11%	10%
PM13 Balanced use of assessment	-27%	-5%	20%	6%	5%
PM14 Addressing systemic barriers	-27%	-2%	16%	10%	5%
PM15 Places & learning conditions	-23%	-1%	5%	15%	4%
Average change in Profound Progress	-25%	-2%	10%	11%	5%
PMs					
Average Change Across all Progress	-23%	-6%	10%	12%	6%
Markers in each rank					