

# STATE BOARD OF EDUCATION

HEARING TYPE:     \_\_\_X\_\_\_ ACTION

DATE:               September 18, 2007

SUBJECT:            **STATE BOARD OF EDUCATION  
SYSTEM PERFORMANCE ACCOUNTABILITY**

SERVICE UNIT:     Edie Harding, Executive Director  
State Board of Education

PRESENTER:         Kris Mayer, Board Lead  
State Board of Education

## **BACKGROUND:**

Staff has prepared a revised draft paper that takes into account what we have heard from you and others so far. The suggestions in this paper are provided as examples for context, but will change as our work evolves so we need to stress this is a DRAFT. As we develop the details of these concepts, we will hold work sessions with you and our advisors as well as reach out with a broad public engagement strategy. This paper, including the appendices, will provide a framework for our work, with some ideas of next action steps and ideas. The three big concepts are:

- 1. Performance Improvement Goals and Indicators to Measure System Progress** Development of performance goals and objectives, tracking indicators on report card, and enhancement of current student and teacher data system.
- 2. A Tiered System of Continuous Improvement for All Schools**  
A tiered system of tools to address the varying needs of all schools and districts in improving student achievement.
- 3. Targeted Strategies for Chronically Underperforming Schools**  
A new approach to address chronically underperforming schools, called Summit Schools. This will require new authority for the state to intervene in specific cases.

Together, the three components recognize that all schools can improve student achievement, but some schools need to improve student achievement dramatically.



Washington State  
Board of Education



*Working to Raise Student Achievement Dramatically*

## Washington State Board of Education System Performance Accountability Staff Revisions August 31, 2007

**NOTE: THIS IS A DRAFT PAPER FOR DISCUSSION PURPOSES. WHILE THERE ARE DETAILS TO ILLUSTRATE THE CONCEPTS THEY ARE ILLUSTRATIVE RATHER THAN DEFINITIVE. STAFF WILL WORK WITH THE BOARD AND OTHERS TO REFINE ALL DETAILS AND ENGAGE IN PUBLIC OUTREACH OVER THE NEXT 9 MONTHS.**

### INTRODUCTION

The State Board of Education has a deep sense of urgency to help all Washington students attain a 21st century education. Washington is at a critical juncture in its commitment to improve the quality of education for all its K-12 students. While great progress has been made in reading and writing, progress is uneven among the different subcategories of students and much work remains in both math and science.

The state needs a focused, coordinated accountability system to target resources in radically different ways. We have a responsibility to put students at the center of our work and seek new ways to make a difference. It is a moral and economic imperative to address the achievement gap issues and ensure that all students reach their potential and develop the skills and knowledge they need to go on to attend post-secondary education and/or have a family-wage job and lead productive lives.

In 2005, the legislature charged the newly reconstituted Washington State Board of Education with the task of creating a statewide accountability system. The Board adopted two overall goals to frame its work with accountability and the review of high school graduation requirements. The goals are:

- » Improve student performance dramatically; and
- » Provide all Washington students the opportunity to succeed in post-secondary education, the 21<sup>st</sup> century world of work, and citizenship.

## Key Accountability Policy Questions

Some of the key accountability policy questions under the Board's consideration are:

1. What are clear, appropriate goals for education outcomes for students and the system?
2. What measures are aligned with those goals?
3. How do we build a system of local capacity and a statewide system of assistance, incentives, and consequences needed to achieve those goals and outcomes?
4. How do we change the culture of public education to influence these outcomes?

## THE CURRENT ACCOUNTABILITY SYSTEM

### Local

Local school boards are accountable to their constituents for the continuous improvement of their students' performance. They are also accountable for meeting a myriad of federal and state requirements, including proper expenditures of funds, offering 180 days of instruction, meeting specified teacher-to-student ratios, assuring special education student procedures, meeting the requirements of No Child Left Behind.

### State

The Washington state accountability system is presently defined by: 1) annual measurement of student academic performance on the Washington Assessment of Student Learning (WASL) in reading and mathematics for grades 3-8 and 10, as well as science and writing for selected grades, and 2) the high school graduation requirement that students meet the state standards for reading and writing by passing the 10<sup>th</sup> grade WASL. Beyond public reporting of the WASL scores by different student subgroups at the school, district, and state level there are no consequences for schools' or districts' poor performance. While there are some rewards programs, they are independent of each other and inconsistently used from year to year.

The legislature has defined the Board's accountability responsibilities (see Appendix B for statutory language) to include:

- » Setting performance improvement goals;
- » Identifying criteria for successful schools and districts;
- » Identifying criteria for schools and districts where intervention is needed;
- » Identifying possible state interventions;
- » Creating performance incentives; and
- » Reviewing the assessment reporting system to ensure fairness, accuracy, timeliness, and equity of opportunity.

Board members have raised additional accountability issues including – level of responsibility, models to provide and build capacity, data systems to track educational outcomes, opportunity to learn (e.g., teacher quality, courses taken, extended learning time), public school accreditation, and performance pay.

## **Federal**

Accountability for student achievement is strongly influenced by the federal “No Child Left Behind” (NCLB) law, which requires schools and districts in each state to make “Adequate Yearly Progress” (AYP)<sup>1</sup> to increase the academic proficiency of all students. Washington’s accountability system presently mirrors these federal measures. See Appendix C for details on AYP.

NCLB requires a state to implement a system of corrective action for all schools and districts receiving Title I federal funds<sup>2</sup>. Some of the corrective actions include:

- » Providing school choice;
- » Providing supplemental services;
- » Providing technical assistance;
- » Replacing school personnel;
- » Taking over specific schools for governance; and
- » Taking over a district for governance.

NCLB encourages states to provide a system of rewards, assistance, and interventions; however, it falls short of compelling such actions.<sup>3</sup> In Washington, the legislature has not authorized any state interventions to address poor student achievement except to permit the withholding of federal funds and providing professional development. Washington has used a voluntary approach of technical assistance to work with struggling schools since 2002.

## **COMMITTEE KEY CONCEPTS WITH STAFF REVISIONS FOR A STATE ACCOUNTABILITY FRAMEWORK**

In January 2007, the Board created a System Performance Accountability (SPA) Committee consisting of seven Board members as well as an advisory committee of stakeholders to guide its work. (See Appendix A for a roster of all committee members.)

The SPA Committee staff drafted a state accountability framework consisting of four distinct, but interrelated parts, for Board consideration at the July 2007 meeting. Staff has revised the July draft reducing the recommendations to three to reflect the Board and advisor discussions as well as the staff and consultant work provided at previous Board meetings.

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<sup>1</sup>Adequate Yearly Progress is defined by a baseline and increments of improvement in student performance on a state test in reading and math (Washington uses the WASL) so that by 2014 all students by all subgroups (race and ethnicity, special education, low income, English Language Learners) will reach proficiency. On-time graduation for high school and unexcused absences for elementary and middle school are also included as federal accountability measures.

<sup>2</sup>Title I of the Elementary and Secondary Education Act (the current reauthorization is No Child Left Behind) provides states with additional funding to be distributed to schools and districts based on poverty as measured by having 40 percent or more students on free and reduced lunch.

<sup>3</sup>Up to 20 percent of Title I or other funds are available to pay transportation for students who choose to go to another school or for supplemental education “tutoring services.”

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- 3. Targeted Strategies for Chronically Underperforming Schools**  
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## **1. Performance Improvement Goals and Indicators to Measure System Progress**

**Definition/Purpose:** Performance improvement goals and indicators are measures of system health. Key indicators would provide information to parents, educators, legislators, and community members about the performance of students in a given school or district as well as about progress through our educational system. An integrated data system would track the progress of individual students from preschool through college.

**Rationale:** A critical part of an accountability system is reliable data at the state, district and school levels so that policy makers, educators, and parents can understand how well students, schools, and districts are doing and assist students in early grades when lack of progress is identified. The advisory committee members strongly recommended the use of multiple indicators rather than just the WASL to create a state accountability system.

After considering various performance indicators of system health, the accountability reporting requirements of the federal No Child Left Behind Act and the availability of reliable data sources, the SPA Committee believes that our state's accountability system should include student and school/district performance indicators at the state level.

The current data system has many gaps that limit the ability of the Board and others to adequately assess the progress of our students. For example, there is no single student identification number to track students from preschool through college to determine how successfully students move through the educational system. Nor do we know on a state level, the qualifications (endorsements, length of service, etc.) of teachers teaching in our schools and what classes or courses they teach.

**Suggestions for Key Concept Refinement:**

1. Adopt performance improvement goals for reading, writing, math, and science for all students as well as subcategories of students and create an early warning data system for groups of students who are not on track with performance goals.
2. Adopt and track the following potential indicators for student and school/district performance on the State Report Card:
  - » **Academic Achievement:** The data will include performance on the WASL in the content areas of mathematics, reading, writing, and science, with other subjects to be determined in 2008.
  - » **Graduation and Dropout Rates:** The data reported will be for both on-time and extended graduation rates, as well as annual dropout rates by high school grade.

The following indicators will be included, contingent on the availability of highly-reliable data and acceptable measures:

- » **Teaching Quality:** The data will include teacher qualifications and length of service.
- » **Post-secondary and Workforce Participation:** The participation data will be based on the actions taken by high school graduates in the year immediately following graduation.
- » **Post-secondary Remedial Course Enrollment:** Information on students enrolling in remedial courses in mathematics and English will be reported. The information on post-secondary remedial course taking is based on what is reported by Washington's public two and four-year post-secondary institutions.
- » **Fiscal Responsibility:** School expenditure data by program area will be collected to ensure that money is being spent on high priority school programs.
- » **Opportunity to Learn:** Information on what schools are providing to students in addition to the current school day.

The Board has identified additional potential performance indicators for tracking and reporting. Information on these indicators is provided in Appendix D.

3. Enhance current data system for students and teachers. The Board, in collaboration with the Office of the Superintendent of Public Instruction, Office of Financial Management, the Professional Educators Standards Board, and the P-20 Council, should identify data elements that inform accountability and tracking of student outcomes over time that are not available currently and create a more robust student data system that is linked to a more comprehensive teacher data system.

## Next Steps

All work below will be done with stakeholders and public outreach over the next 12 months

Recommendations	Actions	Due
<b>Adopt performance improvement goals</b>		
	Review and revise reading, math, and high school graduation performance improvement goals.	2008
	Adopt writing performance improvement goals.	2008
	Adopt science performance improvement goals.	2010?
<b>Adopt mechanisms for reporting student and school/district performance</b>		
	Determine how proposed SBE report card could work with OSPI current report card and district report cards	2007
	Develop sample report card templates	2007
<b>Enhance current data system for students and teachers</b>	Work with P-20 Council, PESB, OSPI, and other key stakeholders	2007-08

## 2. A Tiered System of Continuous School Improvement for All Schools

**Definition/Purpose:** A tiered system uses clearly defined criteria to identify schools that need different levels of assistance and intervention. Schools classified at “tier 1” might require relatively little intervention because student achievement, though not perfect, is reasonably high. Conversely, schools classified as “tier 3” might need higher levels of intervention because student achievement overall or for certain subgroups is stalled.

**Rationale:** Washington is one of the few states with a voluntary program for school improvement assistance. Over the last five years, the OSPI “focused assistance” or School Improvement Assistance Program has served 128 schools. Schools must participate for three years and the number of schools participating has steadily increased; in 2006-07, OSPI served 75 schools. Nine million dollars, from federal, state, and foundation grant sources, was invested in 2007 School Improvement Assistance program schools. An additional \$2 million is provided

for the High School Initiative and the District Assistance program—each school receives between \$100,000 and \$135,000 per year based on size and grade levels. The support of a school improvement facilitator is included in the school funding.

In the 2006-07 school year, 353 schools<sup>4</sup> did not make AYP. These schools served 243,000 students or one in four public school students in the state. Only 40% of these schools are Title I, which means that 60% of the schools not making AYP are not required to be served. The number is expected to double next year.

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#### Why Schools Did Not Make AYP in 2006<sup>5</sup>

Reason	Percent of Schools
Math Performance	47%
Reading Performance	1%
Math and Reading Performance	10%
Special Education Students or English Language Learners Performance	7%
Multiple Reasons	35%

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Based on outside evaluations, the success of the OSPI School Improvement Assistance Program has been mixed in terms of improvement of student achievement as measured by the WASL.<sup>6</sup> The program has contributed to the success of 30 schools exiting school improvement after making AYP two years in a row. Some of the challenges include: districts are not viewed as partners in the school improvement process, a lack of continuity in facilitation, and a lack of sustainability of change once the three years of state service has concluded.

The Board contracted with Mass Insight Education, a nonprofit research organization in Boston, to examine Washington's current school improvement assistance program. Mass Insight Education staff has been doing extensive research nationally to address the issues with schools that are chronically underperforming.

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<sup>4</sup>This is out of a total of about 2,200 schools based on the spring 2006 administration of the WASL.

<sup>5</sup>Greg Lobdell, Center for Educational Effectiveness, State Board of Education presentation in January 2007.

<sup>6</sup>Evaluations of the OSPI School Improvement Assistance Program have been conducted by the BERC Group and Northwest Regional Educational Lab.



The consultants highlighted the following as strengths of the current Washington School Improvement Assistance Program of which any new state assistance program should build on:

- » Well-regarded facilitator network;
- » State targeted effort for improvement for those schools that volunteer;
- » Partially integrated approach with the nine elements of a high performing school; and
- » Collaborative nature.

The consultants noted problems with current school improvement initiatives across the nation, including Washington's. These include:

- » No incentives or disincentives to drive major change at the local level;
- » No means to change local operating conditions;
- » No comprehensive strategy to address deeper needs of high poverty students;
- » Lack of comprehensiveness, intensity, and sustainability; and
- » Lack of highly visible public and private sector commitment.

Committee Board members affirmed many of these findings from their spring field visits to selected schools across the state.

Based on investigations of other states, including Massachusetts, Kentucky, and North Carolina, research on effective schools, and input from its advisors, the Committee identified characteristics of high-performing schools and districts:

- » Strong leadership in schools and/or districts;
- » A talented pool of effective educators to assist schools and districts;
- » Knowledge or access to knowledge about successful schools and districts;
- » School and district specific challenging goals and effective on-going feedback;
- » A viable district curriculum and instruction aligned to state standards;
- » Use of curriculum-based formative assessments to inform instruction;
- » Use of data to improve instruction;
- » Professional development aligned to school and district strategic plans;
- » Professional development that is job-embedded and on-going; and
- » Use of a cycle of inquiry and reflection.

**Suggestions of Key Concept for Refinement:**

1. Work with OSPI to revise the current school improvement plan template. Revise the Board's rule criteria for school improvement plans to enhance the foundation for local district accountability. See Appendix E

2. Create a state accountability index to identify and prioritize schools and districts into tiers for differing levels of assistance, consequences, and recognition. The Board's accountability index will include student achievement data<sup>7</sup> from the writing, science, reading, and mathematics WASL; student academic performance growth over time; non-academic indicators, including graduation rates; and AYP status. A proposed accountability index is included in Appendix F for consideration of the overall concept. The specifics of the measures included and the criteria for classifying the schools into tiers will need substantially more work as well as a plan for implementation over time.
3. Create the tiers for continuous school improvement that detail partners' responsibilities, state expectations, assistance, state consequences, and funding. The tiers would differentiate levels of need for improvement, including schools/districts that will receive rewards as well as underperforming schools that are subject to greater focus.
4. Require all schools and districts to participate in continuous school improvement with tiers that will provide recognition and progressively greater assistance and consequences for not making improvements. Develop plans to build district capacity

### Next Steps

**All work below will be done with stakeholders and public outreach over the next 12 months:**

Recommendations	Actions	Due
Review and revise school improvement plan (SIP) template, examine school performance reviews, and SBE rule criteria for school improvement plans		
	SBE reviews and revises current rule criteria for school improvement plans.	October-November 2007
	SBE works with OSPI and others to revise templates for school improvement plans for all schools.	January 2008
	SBE and OSPI may request funds from legislature to create on-line template for schools to use for school improvement plan.	2007-08
	SBE reviews and determines need for public school accreditation process using school improvement.	January 2008

<sup>7</sup>Issues such as whether to use continuously enrolled students versus all students will need to be discussed.

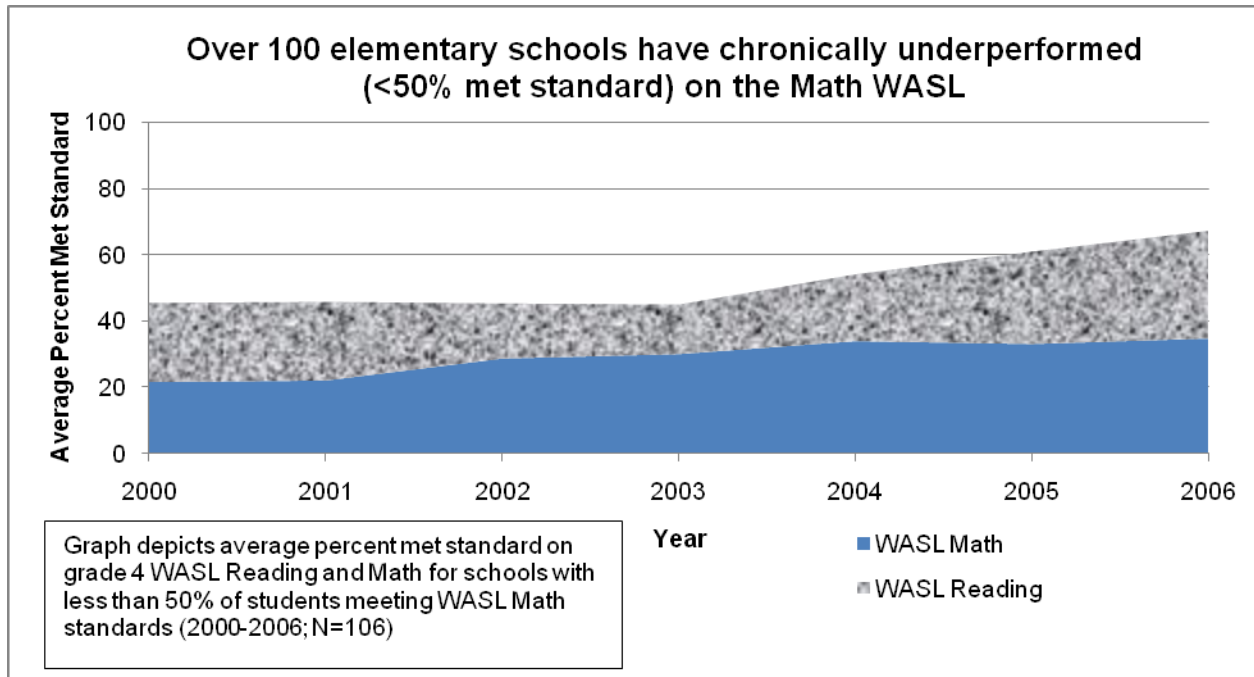
	Pilot new on-line school improvement plan submittal.	School year 2008-09
	Implement on-line school improvement plan.	School year 2009-10
	Establish criteria when school district must select from state curriculum menu.	2008
	SBE and OSPI decide when and how plans will be reviewed beyond district level.	2008
	SBE review OSPI's school performance review (audit)	2008
<b>Create state accountability index</b>		
	SBE develops several alternatives for state accountability index to review with OSPI (in progress).	September-October 2007
	SBE contracts with national expert to review the accountability index.	2007
<b>Create tiers for continuous school improvement</b>	SBE defines tiers in more detail to include: <ul style="list-style-type: none"> <li>• Roles and responsibilities</li> <li>• Expectations</li> <li>• Incentives and consequences</li> <li>• Capacity building and partnerships</li> </ul>	January 2008
	SBE develops package for incentives and consequences for 2009 legislative session.	July 2008
<b>Require all schools and districts to participate in school improvement</b>	SBE and OSPI 2009 legislative request.	September 2008

### 3. Targeted Strategies for Chronically Underperforming Schools

**Definition/Purpose:** Chronically underperforming schools, or “Summit Schools,” are schools where students have underachieved for a period of five years or more, and will require transformative strategies to turn them around.

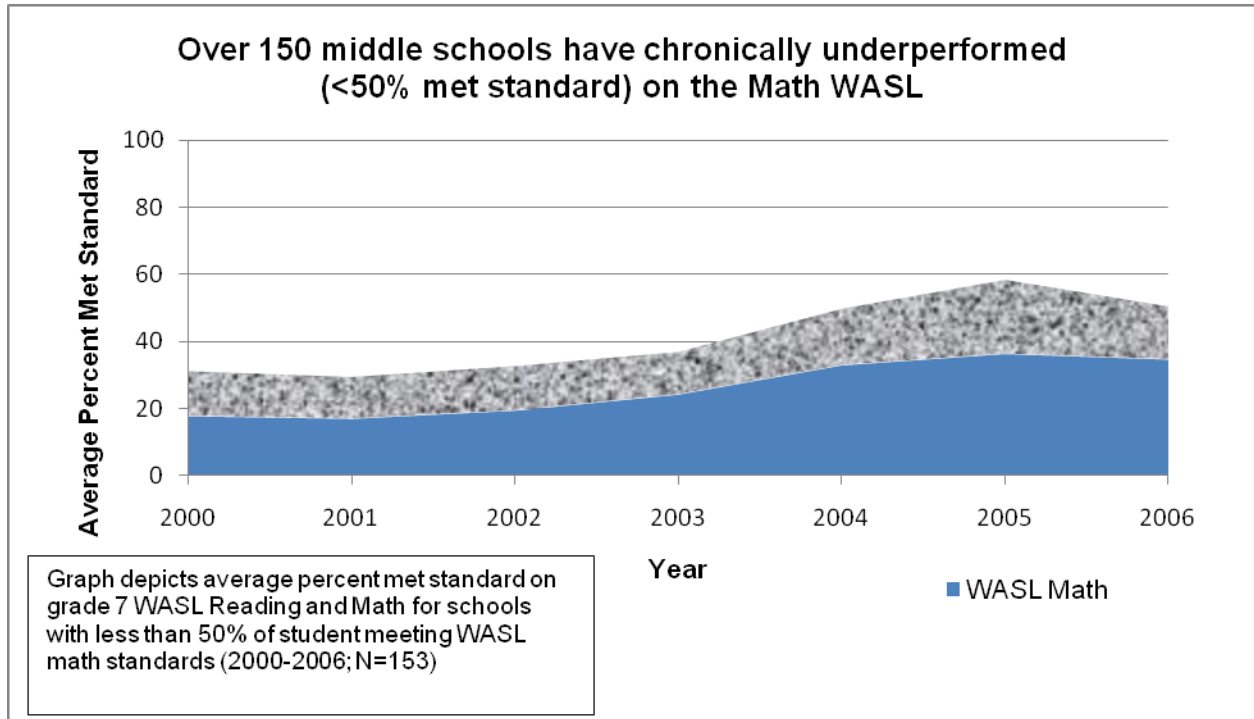
**Rationale:** The Board finds it unacceptable that so many of our students attend schools that continue not to make significant progress. Over the last seven years (2000 to 2006):

**106 elementary schools** (with 46,335 students) had fewer than 50% of their students meet standard on the **4<sup>th</sup> grade mathematics WASL**; 12 elementary schools (with 5,175 students) had fewer than 60% of their students meet standards on both the 4<sup>th</sup> grade reading and mathematics WASL.<sup>8</sup>



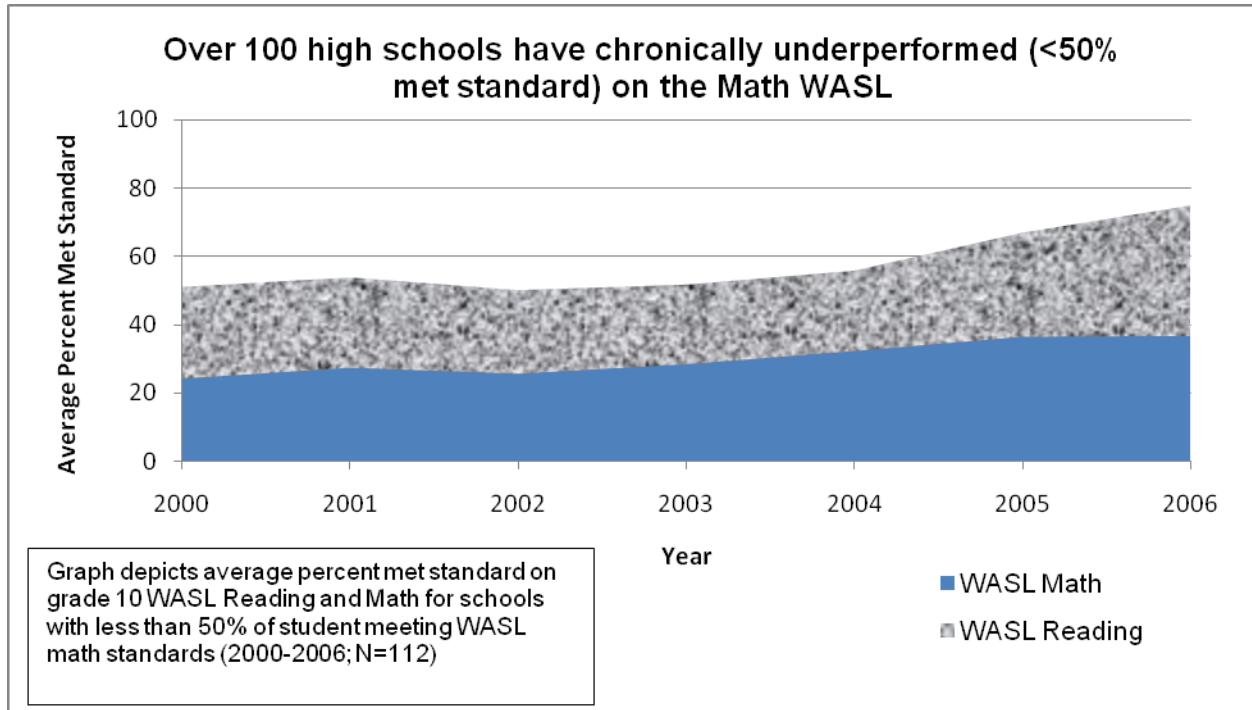
<sup>8</sup>There were 976 elementary schools that served 4th graders and had 7 years of reading and mathematics WASL data. The analysis excludes alternative schools. Some of these schools have seen some significant gains, but their overall math performance is still below 50%.

**153 middle schools** (with 83,163 students) had fewer than 50% of their students meet standard on the **7<sup>th</sup> grade mathematics WASL**; 80 middle schools (with 41,070 students) had fewer than 60% of their students meet standards on both the 7<sup>th</sup> grade reading and mathematics WASL.<sup>9</sup>



<sup>9</sup>There were 379 middle schools that served 7th graders and had 7 years of reading and mathematics WASL data. The analysis excludes alternative schools. Some of these schools have seen some significant gains, but their overall math performance is still below 50%.

**112 high schools** (with 102,518 students) had fewer than 50% of their students meet standard on the **10<sup>th</sup> grade mathematics WASL**.<sup>10</sup> Five high schools (with 7,364 students) had fewer than 60% of their students meet standards on both the 10<sup>th</sup> grade reading and mathematics WASL.



Furthermore, for the past three years (2002-2003 to 2004-2005):

**Four high schools** (with 1,187 students) had **on-time graduation rates** of less than 50%; 15 more high schools (with 21,302 students) had on-time graduation rates of less than 50% for one or more of its student subgroups.<sup>11</sup> **Seven high schools** (4,198 students) had **annual dropout rates** of greater than 10%; 25 more high schools (with 30,911 students) had annual dropout rates of greater than 10% for one or more of its student subgroups.<sup>12</sup>

<sup>10</sup>There were 288 high schools that served 10<sup>th</sup> graders and had 7 years of reading and mathematics WASL data. The analysis excludes alternative schools. Some of these schools have seen some significant gains, but their overall math performance is still below 50%.

<sup>11</sup>The student subgroups analyzed are the five major racial/ethnic groups: African American, American Indian/Alaskan Native, Asian/Pacific Islander, Hispanic, and Caucasian; and English Language Learner and low-income status. There were 319 high schools that had 3 years of on-time graduation rate data. The analysis excludes alternative schools.

<sup>12</sup>There were 367 high schools that had 3 years of annual average dropout rates. The analysis excludes alternative schools.

To move forward, Mass Insight Education suggests that “The state is right to emphasize educator buy-in, a crucial element in school improvement of any kind, but it must seek ways to transform buy-in into fundamental change, more so than marginal improvements that meet status quo.” The consultants recommended that the Board consider the following turnaround strategies for schools that are chronically underperforming:

- » Create new rules for turnaround schools and provide incentives for fundamental change through school turnaround zones;
- » Focus resources on cohorts (up to 25 schools per year in three regional clusters);
- » Build internal capacity in schools and districts for turnaround;
- » Build external capacity to help lead the process of school turnaround;
- » Create an entrepreneurial agency with leverage and resources to establish the turnaround criteria and partnerships and lead the turnaround efforts;
- » Give the lowest performing schools a restructuring option; and
- » Attract and retain effective teachers and leaders (added from advisors).

Washington must find ways to make significant changes in schools that continue to underperform and enable schools and districts to cultivate effective leaders and strategies for sustainability. Based upon the schools’ performance, regional clusters of similar schools (e.g., feeder schools, ELL schools, or other kinds) could be created for assistance. All schools identified as a Summit School would be required to participate with their districts.

**Suggestions of Key Concept for Refinement:**

1. Adopt strategies for up to 25 Summit Schools with a cluster approach to maximize resources and collaboration.
2. Ask the legislature to give the Board authority to address chronically underperforming schools. The Board would identify schools that continue to struggle and create strong incentives for them to join the Summit Schools turnaround process (see process highlighted in table below).

## Next Steps

All work below will be done with stakeholders and public outreach over the next 12 months:

Recommendations	Actions	Due
<b>Adopt strategies for 25 Summit Schools</b>		
	Define schools and districts using the accountability index as well as more detailed probe of local information.	2008
	Examine teacher distribution data in selected school districts (in progress).	September 2007
	Hold symposium on issues related to turnaround strategies with national experts.	Spring 2008
	Participate in national consortium to develop strategies for capacity and implementation issues: <ul style="list-style-type: none"><li>• Roles and responsibilities for funding, reporting, hiring, instructional approach, monitoring and reporting;</li><li>• Operating conditions;</li><li>• Performance objectives and milestones; and</li><li>• Incentives and consequences.</li></ul>	2007-09
	Develop legislative request package for 2009 session.	September 2009



## APPENDIX A – Roster Board Committee Members and Staff

Dr. Kristina Mayer, Chair	Phyllis Bunker Frank
Dr. Steve Dal Porto	Zac Kinman
Steve Floyd	Jeff Vincent
Dr. Sheila Fox	Edie Harding (staff)
Dr. Evelyn Hawkins (staff)	

### Advisory Committee Members

Mike Bernard Association of Washington Business	Don Rash AWSP
Karen Davis WEA	Martha Rice WSSDA
Roger Erskine PESB	Ben Soria, Superintendent Yakima School District
Bob Harmon OSPI	Ted Thomas WSSDA
Melissa Heaton Partnership for Learning	Marc Cummings Washington Roundtable
Glenn Johnson, Superintendent Cashmere School District (WASA)	Anne Walker Wiley Elementary School
Bruce Kelly ESD 113	Steven Warren Centralia Middle School
Janell Newman OSPI	

## APPENDIX B - State Board of Education Statewide Accountability Duties Defined by Statute

### RCW 28A.305.130 (4)

#### **Powers and duties — Purpose.**

The state board of education shall

(4) For purposes of statewide accountability:

(a) Adopt and revise performance improvement goals in reading, writing, science, and mathematics, by subject and grade level, once assessments in these subjects are required statewide; academic and technical skills, as appropriate, in secondary career and technical education programs; and student attendance, as the board deems appropriate to improve student learning. The goals shall be consistent with student privacy protection provisions of RCW 28A.655.090(7) and shall not conflict with requirements contained in Title I of the federal elementary and secondary education act of 1965, or the requirements of the Carl D. Perkins vocational education act of 1998, each as amended. The goals may be established for all students, economically disadvantaged students, limited English proficient students, students with disabilities, and students from disproportionately academically underachieving racial and ethnic backgrounds. The board may establish school and school district goals addressing high school graduation rates and dropout reduction goals for students in grades seven through twelve. The board shall adopt the goals by rule. However, before each goal is implemented, the board shall present the goal to the education committees of the house of representatives and the senate for the committees' review and comment in a time frame that will permit the legislature to take statutory action on the goal if such action is deemed warranted by the legislature;

(b) Identify the scores students must achieve in order to meet the standard on the Washington assessment of student learning and, for high school students, to obtain a certificate of academic achievement. The board shall also determine student scores that identify levels of student performance below and beyond the standard. The board shall consider the incorporation of the standard error of measurement into the decision regarding the award of the certificates. The board shall set such performance standards and levels in consultation with the superintendent of public instruction and after consideration of any recommendations that may be developed by any advisory committees that may be established for this purpose. The initial performance standards and any changes recommended by the board in the performance standards for the tenth grade assessment shall be presented to the education committees of the house of representatives and the senate by November 30th of the school year in which the changes will take place to permit the legislature to take statutory action before the changes are implemented if such action is deemed warranted by the legislature. The legislature shall be advised of the initial performance standards and any changes made to the elementary level performance standards and the middle school level performance standards;

(c) Adopt objective, systematic criteria to identify successful schools and school districts and recommend to the superintendent of public instruction schools and districts to be recognized for two types of accomplishments, student achievement and improvements in student achievement. Recognition for improvements in student achievement shall include consideration of one or more of the following accomplishments:

(i) An increase in the percent of students meeting standards. The level of achievement required for recognition may be based on the achievement goals established by the legislature and by the board under (a) of this subsection;

(ii) Positive progress on an improvement index that measures improvement in all levels of the assessment; and

(iii) Improvements despite challenges such as high levels of mobility, poverty, English as a second language learners, and large numbers of students in special populations as measured by either the percent of students meeting the standard, or the improvement index. When determining the baseline year or years for recognizing individual schools, the board may use the assessment results from the initial years the assessments were administered, if doing so with individual schools would be appropriate;

(d) Adopt objective, systematic criteria to identify schools and school districts in need of assistance and those in which significant numbers of students persistently fail to meet state standards. In its deliberations, the board shall consider the use of all statewide mandated criterion-referenced and norm-referenced standardized tests;

(e) Identify schools and school districts in which state intervention measures will be needed and a range of appropriate intervention strategies after the legislature has authorized a set of intervention strategies. After the legislature has authorized a set of intervention strategies, at the request of the board, the superintendent shall intervene in the school or school district and take corrective actions. This chapter does not provide additional authority for the board or the superintendent of public instruction to intervene in a school or school district;

(f) Identify performance incentive systems that have improved or have the potential to improve student achievement;

(g) Annually review the assessment reporting system to ensure fairness, accuracy, timeliness, and equity of opportunity, especially with regard to schools with special circumstances and unique populations of students, and a recommendation to the superintendent of public instruction of any improvements needed to the system; and

(h) Include in the biennial report required under RCW 28A.305.035, information on the progress that has been made in achieving goals adopted by the board;

DRAFT

## Appendix C

### No Child Left Behind (NCLB) and Adequate Yearly Progress (AYP)

In 2002, the No Child Left Behind legislation reauthorized the Elementary and Secondary Education Act (ESEA). The reauthorization strengthened the accountability provisions of Title 1 of ESEA. It requires states to set definitive timelines for improving student achievement and closing achievement gaps experienced by low-income and minority students (compared to non low-income and non-minority students, respectively). These requirements are the Adequate Yearly Progress (AYP) provisions. Further, NCLB ensured that parents and the public would have access to information on how schools are doing through state, district, and school report cards.

**Adequate Yearly Progress:** NCLB requires that all (100%) students be proficient in reading and mathematics by 2014. To attain this goal, Washington State established baseline performance levels from 2000, 2001, and 2002 WASL data and annual targets (a.k.a. annual measurable objectives or state uniform bars). In addition to WASL performance goals, schools must meet annual targets for an “other performance indicator”: in Washington, this other indicator is the unexcused absence rate goal for elementary and middle schools and the graduation rate goal for high schools. Finally, school districts and schools must meet a 95% participation rate goal on both the reading and mathematics WASL. The WASL performance and the participation rate goals must be met by all students as well as by the following student subgroups: African Americans, American Indians or Alaskan Natives, Hispanics, Asians and Pacific Islanders, Caucasians, English Language Learners, Low-Income students, and special education students. Therefore, in total, there are 37 different cells for which a school or school district must meet the annual target in order to be designated as making AYP.<sup>13</sup>

**School Improvement:** Schools are identified for improvement when any group does not make AYP in two consecutive years for the same measure; that is, reading proficiency, math proficiency, reading participation, math participation) or the other school-wide indicator. Districts are identified as needing improvement if all their grades do not meet AYP for the same measure—reading or math proficiency or participation or other indicator—in two consecutive years. Not meeting AYP targets—same group for same measure—for the first two consecutive years puts a school or district in Step 1 of school improvement. A school or district advances to the next step of school improvement (i.e., steps 2, 3, 4, 5) if it continues not to make AYP for the same group and measure. If a school or district makes AYP, it remains at its current step of school improvement. Making AYP two years in a row gets a school or district out of steps of school improvement.

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<sup>13</sup> There are many numerous details with regard to calculating AYP. For example, there are requirements for the minimum number of students tested to do a calculation; the use of performance data for students enrolled for a “full academic year” only, and the application of margins of error to the percent proficient numbers. There are also Safe Harbor stipulations through which a student group makes AYP even though it does not make the math or reading AYP targets or a school makes AYP even though it does not make the other indicator target.

Although all schools are identified as making or not making AYP, only Title I schools are subject to federal requirements for not making AYP. School identified in step one must develop a 2-year plan to improve. The school receives technical assistance through the school district as it develops and implements its improvement plan. The plan must include research-based strategies, a 10 percent set-aside of Title I dollars for professional development, extended learning time, strategies to promote effective parental involvement, and mentoring for new teachers. Students in step one schools must be offered the option of transferring to another public school in the district that has not been identified as needing school improvement. In Washington, some of these schools are invited to participate in the state's 3-year School Improvement Assistance Program (SIAP).

The school district must continue to offer public school choice to the students in schools in step two. In addition, students from low-income families are eligible to receive supplemental educational services, such as tutoring or remedial classes, from a state-approved provider.

The school district must implement corrective actions to improve schools in step three. Corrective actions may include replacing certain staff, fully implementing a new curriculum, significantly decreasing management authority at the school level, extending the school day or year, appointing an outside expert to advise the school on its progress toward making AYP in accordance with its school plan, or internal reorganization of the school. Districts must continue to offer public school choice and supplemental educational services for low-income students.

A district must initiate plans for restructuring a school in step four. Restructuring may include reopening the school as a charter school, replacing a principal and all or most of the school staff, turning over school operations either to the state or to a private company with a demonstrated record of effectiveness, or any other major restructuring of school governance.

For schools in step five, the district must implement an alternative governance plan no later than the first day of the following school year.

States must institute corrective action immediately for districts receiving Title I funds and identified in step one for improvement. Such districts are required to create an improvement plan within three months, allocate 10 percent of their Title I, Part A funding for professional development, and receive technical assistance.

**Reporting:** NCLB requires each school district to disseminate annual local report cards that include information on how students in the district and in each school performance on state assessments. The report cards must state student performance in terms of three levels: basic, proficient, and advance. The achievement data must be disaggregated by subgroups: race, ethnicity, gender, English language proficiency, migrant status, disability status, and low-income status. The report cards must also tell which schools have been identified as needing improvement and the step of improvement. The report card for each school will include:

- State assessment results by performance level, including: 1) two-year trend data for each subject and grade tested; and 2) a comparison between annual objectives and actual performance for each student group.

- Percent of each group of students not tested.
- Graduation rates for secondary school students disaggregated by student subgroups.
- Aggregate information on any other indicators used by the state to determine the adequate yearly progress of students disaggregated by student subgroups. Washington has chosen unexcused absence rates for schools with elementary or middle school grades.
- Performance of school districts on adequate yearly progress measures, including the number and names of schools identified as needing improvement.
- Professional qualifications of teachers in the state, including the percentage of teachers in the classroom with only emergency or provisional credentials and the percentage of classes in the state that are not taught by highly qualified teachers, including a comparison between high- and low-income schools.

States must also issue report cards for their level. In Washington, OSPI provides the NCLB-required and other information for the state, districts, and schools on its website. The report cards include WASL, NCLB AYP, student demographic, teacher information, and financial data.

**Rewards:** NCLB requires states to provide academic achievement awards to schools that close achievement gaps between groups of students or that exceed academic achievement goals. States are allowed to use Title I funds to reward teachers in such schools. States must designate as distinguished schools, those that have made the greatest gains in closing the achievement gap or in exceeding achievement goals.

## APPENDIX D – Performance Indicators of System Health

Indicators of System Health	Account-ability Index	Report Card	Data Available?
<b>Teaching Quality</b> Distribution of teachers by highly qualified, novice, etc.		✓	
<b>WASL Performance</b> By all students and by subgroups Reading, Mathematics, Science, Writing	✓	✓	✓
<b>On-Time and Extended Graduation Rates</b> By all students and by subgroups	✓	✓	✓
<b>ELL Student Proficiency Rates on WLPT II</b>		✓	
<b>Annual Dropout Rate by Grade</b> By all students and by subgroups Grades 7, 8, 9, 10, 11, and 12		✓	✓
<b>Post-Secondary Participation and Employment Participation</b> High school graduates in the year immediately after graduation by all students and subgroups		✓	
<b>Post-Secondary Remedial Course Enrollment</b> Enrollment of high school graduates enrolled in post-secondary education in the year immediately after graduation in remedial courses by all students and subgroups		✓	
<b>Fiscal Responsibility</b> School expenditure data by program area will be collected to ensure that money is being spent on high priority school programs		✓	
<b>Beat-the-Odds or Similar School Comparisons</b>		✓	✓

Indicators of System Health	Account-ability Index	Report Card	Data Available?
<p><b>Access to Rigorous Course Offerings</b></p> <p>Eighth graders taking math courses at the level of Algebra I Students taking a full-year of science in middle school</p> <p>Advance Placement – courses offered, # taking exams and scoring &gt;=3, and course taking by subgroups</p> <p>International Baccalaureate - courses offered, subgroup course taking</p> <p>Career &amp; Technical Education – program completers</p> <p>High school graduation requirements – exceeding state minimums, meeting college admission requirements</p>		✓	
<p><b>Opportunity to Learn</b></p> <p>Information on additional learning opportunities provided to students</p>		✓	
<p><b>Global Challenge States – for Comparisons to Washington</b></p> <p>State Demographics</p> <p>Children in homes where head of household is a high school dropout Children ages 5-12 who speak English less than “very well”</p> <p>Early Childhood Education</p> <p>Programs accredited by NAEYC Enrollment in state-funded pre-school (ages 3-4) State full-day kindergarten policy</p> <p>K-12 Expenditures (data available from NCES)</p> <p>State and local expenditures per pupil Operations expenditures</p> <p>K-12 teachers with a master’s degree in a content area</p> <p>NAEP Performance (data available from NCES)</p> <p>Grades 4 and 8 Reading and mathematics</p>		✓	



## APPENDIX E - School Improvement Plan Criteria

### WAC 180-16-220

### Supplemental basic education program approval requirements.

The following requirements are hereby established by the state board of education as related supplemental condition to a school district's entitlement to state basic education allocation funds, as authorized by RCW 28A.150.220(4).

(1) **Current and valid certificates.** Every school district employee required by WAC 180-79A-140 to possess an education permit, certificate, or credential issued by the superintendent of public instruction for his/her position of employment, shall have a current and valid permit, certificate or credential. In addition, classroom teachers, principals, vice principals, and educational staff associates shall be required to possess endorsements as required by WAC 180-82-105, 180-82-120, and 180-82-125, respectively.

(2) **Annual school building approval.**

(a) Each school in the district shall be approved annually by the school district board of directors under an approval process determined by the district board of directors.

(b) At a minimum the annual approval shall require each school to have a school improvement plan that is data driven, promotes a positive impact on student learning, and includes a continuous improvement process that shall mean the ongoing process used by a school to monitor, adjust, and update its school improvement plan. For the purpose of this section "positive impact on student learning" shall mean:

(i) Supporting the goal of basic education under RCW 28A.150.210, "...to provide students with the opportunity to become responsible citizens, to contribute to their own economic well-being and to that of their families and communities, and to enjoy productive and satisfying lives...";

(ii) Promoting continuous improvement of student achievement of the state learning goals and essential academic learning requirements; and

(iii) Recognizing nonacademic student learning and growth related, but not limited to: Public speaking, leadership, interpersonal relationship skills, teamwork, self-confidence, and resiliency.

(c) The school improvement plan shall be based on a self-review of the school's program for the purpose of annual building approval by the district. The self-review shall include active participation and input by building staff, students, families, parents, and community members.

(d) The school improvement plan shall address, but is not limited to:

(i) The characteristics of successful schools as identified by the superintendent of public instruction and the educational service districts, including safe and supportive learning environments;

(ii) Educational equity factors such as, but not limited to: Gender, race, ethnicity, culture, language, and physical/mental ability, as these factors relate to having a positive impact on student learning. The state board of education strongly encourages that equity be viewed as giving each student what she or he needs and when and how she or he needs it to reach their achievement potential;

(iii) The use of technology to facilitate instruction and a positive impact on student learning; and

(iv) Parent, family, and community involvement, as these factors relate to having a positive impact on student learning.

(3) Nothing in this section shall prohibit a school improvement plan from focusing on one or more characteristics of effective schools during the ensuing three school years.

(4) School involvement with school improvement assistance under the state accountability system or involvement with school improvement assistance through the federal Elementary and Secondary Education Act shall constitute a sufficient school improvement plan for the purposes of this section.

(5) Non-waiverable requirements. Certification requirements, including endorsements, and the school improvement plan requirements set forth in subsection (2) of this section may not be waived.

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## APPENDIX F - A Proposed Accountability Index Framework

A major piece of the accountability framework is the tiers of assistance and Summit schools. The SPA committee has recommended that all schools participate in continuous improvement and what is expected or required of schools/districts or the level of assistance provided would depend on the tier in which a school is placed and whether it is identified as a Summit school. There are over two thousand schools in the state. How will schools be classified into a tier or identified as a Summit school? We are recommending an accountability index to classify our schools into one of the three tiers; additional data on schools in tier three will be used to identify Summit schools.

The accountability index consists of three components: AYP (NCLB Adequate Yearly Progress) status, achievement status, and improvement status. These are described below.

**AYP Status:** Annually since 2001, schools have been required by the federal No Child Left Behind (NCLB) law to make adequate yearly progress (AYP) in bringing all students (in specific grades) to proficiency in reading and mathematics. With federal approval, states set their annual AYP targets, called state uniform bars, that project reaching 100% proficiency by 2014. If schools do not meet their AYP targets for more than one year in a row, they are placed in steps of school improvement; e.g., step one means that a school did not meet AYP for two years in a row. The steps of school improvement have federal requirements that Title I schools must address in efforts to improve student learning.

AYP status in our accountability index is based on whether a school met or did not meet the required AYP targets for the year and the step of school improvement it is in. In 2006, step five of school improvement was the highest step a school could be identified as being in; this means that the school did not meet AYP targets for six years in a row.

**Achievement Status:** Achievement status is based on the percent-proficient performance on the WASL. On-time graduation rate is also factored into the percent-proficient performance for schools with high school level grades.<sup>14</sup> The WASL percent-proficient performance includes all tests required to be taken in the school. For example, for a K-8 school, in 2006 it would include reading and math for grades 3-8 and 10; writing for grades 4, 7, and 10; and science for grades 5, 8, and 10. The WASL and on-time graduation rate performance of low income students are weighted more than that of the non-low income students<sup>15</sup>

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<sup>14</sup> We considered including the unexcused absence rate for elementary and middle schools. However, the variability of the rate among schools is relatively small, which means that its impact on the achievement status would be minimal. Further, advisory group members remind us that the definition of an unexcused absence differs across schools; that is, a relatively higher rate at one school may be the result of how it defines unexcused compared to how a school with a relatively low rate defines unexcused. The weights proposed are 0.75 for the WASL performance and 0.25 for the on-time graduation rate. The combined performance is what the achievement status is based on.

<sup>15</sup> The weights proposed are 0.90 of the performance of all students (including low income) plus 0.10 of the performance of low income students only. We considered weighting the performance of other subgroups of students. However, these weights in addition to that of low-income students were only minimally influential. Therefore, we recommend that the consideration of the performance of subgroups of students be required at the level of the performance reviews that would inform the school improvement plans.

The resulting percentage (for high school is the combined percentage of WASL performance and on-time graduation rate) is grouped into four categories: 90%-100%, 70%-89%, 50%-69%, and below 50%. Schools are assigned the category in which their performance falls.

**Improvement Status:** On the WASL tests, students are scored as performing at one of four levels: Level 1, Level 2, Level 3, or Level 4. Students who score at levels 3 or 4 are considered proficient. The improvement status is based on the gains in the percentage of students performing at higher levels on the WASL from one year to the next.

The calculation of the gain uses the Learning Index developed by the Commission on Student Learning and refined by the A+ Commission. The index takes into consideration the percent of students performing at the different WASL levels 1-4; it also includes those students who were required to take the test but for some unexcused reason did not. When available for years under consideration, we recommend that the index include performance on all of the tests required to be taken in a school.<sup>16</sup> For the improvement status, we subtracted the index for a prior year's performance from that of the current year.<sup>17</sup> For this analysis, we simply used gain or loss (having the same index score for the two years is considered a gain).<sup>18</sup>

The following example shows how the Learning Index is calculated. The example is for students in School A for 2006. The percentages refer to students' performance on all WASL tests (reading, mathematics, writing, and science in the relevant grades) taken:

Level 0 (tests that were required to be taken but were not and were not excused): 5%

Level 1 (percent of tests performed at Level 1): 15%

Level 2 (percent of tests performed at Level 2): 20%

Level 3 (percent of tests performed at Level 3): 40%

Level 4 (percent of tests performed at Level 4): 20%

**Learning Index =  $(0 \times 0.05) + (1 \times 0.15) + (2 \times 0.20) + (3 \times 0.40) + (4 \times 0.20) = 2.55$**

To calculate the gain, the Learning Index for a prior year is similarly calculated and the gain is the difference between the 2006 and the prior year's indexes.

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<sup>16</sup> What tests are available will depend on which years we want to use for calculating the gain. For example, we can use as a prior year, the most recent past year or we can use two years ago or we can go back to the beginning of AYP, which is 2001.

<sup>17</sup> For this analysis, we used 2005 and 2006, mainly due to the availability of data. For the future, we might determine that a two-year or three-year gain measure would indicate a more stable growth measure. However, in the future, we may also have the capacity to calculate an individual student growth measure and decide to use that instead. Other states have used growth measures that compare a student's prior performance trajectory to determine if the student will reach proficiency at a future time (Ohio uses when the student gets to the grade level of their next school or for high school students, when the student reaches 11<sup>th</sup> grade). The decision to use individual student growth will require decisions such as which gains and how the measure feeds into the accountability index.

<sup>18</sup> The range of the difference between one year's index and another can range from -4.0 to +4.0. For simplicity in explanation here we use "gain" or "loss" only. Differences can, however, be categorized into a number of categories. For example, we could have three categories: gains are differences greater than +0.05; losses are differences greater than -0.05; and remaining the same would include differences between -0.05 and +0.05.

The following table lays out the tier assignment based on levels of the three components:

Tier	AYP Status	Achievement Status	Improvement Status
	Met or Not Met (Step in School Improvement)	Percent Proficient All Tests + On-time Grad Rate for High Schools	Change in Learning Index: 2005 to 2006 Gain = $\geq 0.0$
1	Met	70-89%	Gain or Loss
1	Met	50-69%	Gain
1	Met ( $\geq 1$ )	90-100%	Gain or Loss
1	Not (0)	90-100% or 70-89%	Gain or Loss
1	Not (1-2)	90-100%	Gain or Loss
1	Not (1-2)	70-89%	Gain
2	Met	50-69%	Loss
2	Met	<50%	Gain or Loss
2	Met (1-2)	70-89% or 50-69%	Gain or Loss
2	Met ( $\geq 3$ )	70-89%	Gain or Loss
2	Met ( $\geq 3$ )	50-69%	Gain
2	Not (0)	50-69%	Gain or Loss
2	Not (0)	<50%	Gain
2	Not (1-2)	70-89%	Loss
2	Not (1-2)	50-69%	Gain
2	Not ( $\geq 3$ )	90-100%	Gain or Loss
2	Not ( $\geq 3$ )	70-89%	Gain
3	Met (1-2) or Met ( $\geq 3$ )	<50%	Gain or Loss
3	Met ( $\geq 3$ ) or Not (1-2)	50-69%	Loss
3	Not (0)	<50%	Loss
3	Not (1-2)	<50%	Gain or Loss
3	Not ( $\geq 3$ )	70-89%	Loss
3	Not ( $\geq 3$ )	50-69% or <50%	Gain or Loss

The following table shows the distribution by Tier using school-level data for 2006 and 2005 provided on the OSPI website and the criteria described above.<sup>19</sup>

<sup>19</sup> The analysis did not include all of the schools mainly for the reason of not making the  $n \geq 30$  requirement (note that the requirement for AYP for ELL and special education populations is 40) that we set for this analysis. The minimum “n” requirement was placed on each of three measures – the 2006 WASL, the 2005 WASL, and the cohort size for graduation rate for high schools. If we had had access to all of the data, some of the excluded schools would have been included. We excluded those grade-by-content area tests where less than 10 students were tested because results for those tests were suppressed.

<b>Distribution of School by Tier Status: Based on 2006 WASL Performance</b>		
<b>Tier Status</b>	<b>Number of Schools</b>	<b>Percent of Schools</b>
Tier 1	1,006	58.2%
Tier 2	530	30.6%
Tier 3	194	11.2%
Total	1,730	

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