

## **SYSTEM PERFORMANCE ACCOUNTABILITY UPDATE**

### **SUMMARY OF POLICY ISSUE /STATE BOARD OF EDUCATION (SBE) STRATEGIC PLAN GOAL**

In 2005, the Washington State Legislature directed the Washington State Board of Education (SBE) to create a statewide system of accountability and support that would identify the state's most successful and least successful schools, and improve achievement in the latter. One of the Board's three goals is to improve student achievement.

### **BACKGROUND**

At the January 2009 meeting, the Board adopted an accountability resolution, which highlights that all students deserve an excellent and equitable education and that there is an urgent need to strengthen a system of continuous improvement in student achievement through a state and local collaborative partnership, see Attachment A. There are three components to this system: an accountability index; targeted state programs to assist districts; and required action if there are no improvements. A letter was sent to the Legislature with the accountability resolution requesting that the Legislature incorporate these accountability principals in the new basic education funding system.

In addition, staff presented a work plan for 2009. As part of that plan, the Board's consultant, Pete Bylsma, and Edie have been attending ESD meetings across the state to present the accountability framework, with a focus on how the accountability index works for a specific district within each ESD. They have received some helpful feedback, which they will share at the meeting. A work session with the Board's policy advisers was held February 17. Janell Newman from OSPI provided an update on the Summit District process; Jolynn Berge from OSPI discussed the recent changes to the NCLB rules and the Federal Fiscal Stimulus Package; and Pete Bylsma shared the revisions to the accountability index as well as ideas for a proposed recognition system. The SPA notes are included in this tab.

### **POLICY CONSIDERATION**

The Board will be asked for its feedback on the recognition system. Staff will share feedback from the ESD meetings so far. Staff will bring the final draft accountability index to the Board for adoption at its May Board meeting.

### **EXPECTED ACTION**

None

**Attachment A**  
**STATE BOARD OF EDUCATION ACCOUNTABILITY RESOLUTION**  
**JANUARY 15, 2009**

WHEREAS, the State Board of Education believes that all students deserve an excellent and equitable education and that there is an urgent need to strengthen a system of continuous improvement in student achievement for all schools and districts; and

WHEREAS, the legislature charged the State Board of Education to develop criteria to identify schools and districts that are successful, in need of assistance, and those where students persistently fail, as well as to identify a range of intervention strategies and performance incentive systems; and

WHEREAS, the State Board of Education affirms the call for stronger accountability must be reciprocal between the state and local school district and accompanied by comprehensive funding reform for basic education that demonstrates “taxpayer money at work” in improving student achievement; and

WHEREAS, the State Board of Education will work with its education partners to create a unified system of federal and state accountability to improve student achievement; and

WHEREAS, the State Board of Education recognizes the need for a proactive, collaborative accountability system with support from the local school board, parents, students, staff in the schools and districts, regional educational service districts, business partners, and state officials to improve student achievement; and

WHEREAS, the State Board of Education believes that schools and districts should be recognized for best practices and exemplary work in improving student achievement; and

WHEREAS, the State Board of Education recognizes the critical role of local school boards in addressing student achievement in developing a new state accountability system as well as the need to create a new collaborative mechanism to require certain school district actions if student achievement does not improve;

THEREFORE, BE IT RESOLVED, that the State Board of Education will develop an accountability index to identify schools and districts, based on student achievement using criteria that are fair, consistent, transparent, and easily understood for the purposes of providing feedback to schools and districts to self-assess their progress as well as to identify schools with exemplary performance and those with poor performance; and

BE IT FURTHER RESOLVED that the State Board of Education will work with its education partners to build the capacity of districts to help their schools improve student achievement. Programs will be tailored to the magnitude of need. As part of this system of assistance, the Board will ensure that all efforts are administered as part of one unified system of state assistance including the Innovation Zone – a new effort to help districts dramatically improve achievement levels; and

BE IT FURTHER RESOLVED that after a time set by the State Board of Education where there is no significant improvement based on an Accountability Index and other measures as defined by the Board, the district will be placed on Academic Watch and the State Board of Education will:

- Direct the Office of Superintendent of Public Instruction to conduct an academic performance audit using a peer review team.
- Request the local school board, in collaboration with the Office of Superintendent of Public Instruction, to develop an Academic Watch Plan based on the review findings, which would include an annual progress report to the local community.
- Review, approve, or send back for modification the local board Academic Watch plan, which once approved becomes a binding performance contract between the state and district.
- Ensure that the local school board will remain responsible for implementation.
- Request the Office of Superintendent of Public Instruction to monitor implementation of the plan and provide updates to the State Board of Education, which may require additional actions be taken until performance improvement is realized.
- Declare a district is no longer on Academic Watch when the Office of Superintendent of Public Instruction reports to the State Board of Education that the district school or schools are no longer in Priority status; and

BE IT FURTHER RESOLVED that the State Board of Education believes this accountability framework needs to be a part of the revisions made to the basic education funding system and that the legislature will provide the State Board of Education, the Office of Superintendent of Public Instruction, and the local school boards with the appropriate legal authority and resources to implement the new system; and

BE IT FURTHER RESOLVED that the Board will continue to refine the details of the accountability system by working with its education, parent, business and community partners over the next year.

Adopted: January 15, 2009

Attest:

Mary Jean Ryan, Chair





### *Rationale for Recommendation*

- Matrix results for schools across the state were reviewed to determine challenging but reachable targets for recognition. The recommended minimum 2-year averages are challenging (except for the non-low income groups in reading and writing—see next recommendation). If a goal is too high, few will think they can reach it and the reward of recognition loses its motivational power. These targets also coincide with the tier levels.<sup>1</sup>
- The same criteria are used for each subject for schools and districts for simplicity.
- The recognition system is based on a “theory of change” that people are motivated more by success than by blame or guilt. Positive reinforcement and “celebrating small victories” have been shown to support continuous improvement efforts.
- The goals are criteria-based so schools/districts know what needs to be done to be recognized, and they don’t have to worry about the performance of others. This provides clear goals and encourages collaboration and cooperation among educators.
- Giving recognition for all five outcomes and four indicators implies all are important. Recognizing fewer cells of the matrix could generate extra focus on some and not others. If schools and districts are held accountable for all the cells in the matrix, they should also be able to be recognized for all of them.
- A lower average is justified for the *index* because it is much harder to achieve an average of 5.50 in the multiple categories. The 5.00 average is the beginning of the Very Good tier, so it would include all schools/districts with an average in the Very Good or Exemplary tiers. Even with the lower requirement, relatively few schools and districts would be recognized.<sup>2</sup>
- Using results over a 2-year period ensures recognition is given only for sustained exemplary performance and not based on one good year.

- 2. SBE should require the following minimum conditions in order for recognition to occur:**
- (a) No rating below 5 should occur in either year for recognition in the 20 cells.**
  - (b) Recognition for non-low income cells in reading and writing should require a minimum 2-year average of the low income group of 4.00.**

### *Rationale for Recommendation*

- Requiring ratings of 5-7 in the 20 cells prevents recognition from occurring based on one good year (a 4 and 7).
- A high percentage of schools reach the 5.50 average in the non-low income reading and writing cells. Requiring the low income reading and writing cells to have at least a 4.00 average ensures that cells that have high levels of performance do not get recognized if there is a significant achievement gap. This also encourages more support for low income students, who typically have access to fewer resources and perform at lower levels. This requirement is not used for math and science because so few schools/districts are meeting the 5.50 average, and there needs to be incentives to encourage overall performance in these two subjects. (Note: Recognition for improvement in math and science and for performance relative to “peer” schools also provide incentives to encourage overall performance in these subjects.)

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<sup>1</sup> The impact of the cut points on *districts* was not determined because there are far fewer high ratings. Districts would therefore receive recognition far less often than schools.

<sup>2</sup> At least four cells must be rated each year in order for recognition to occur for the index to prevent a school with very few data points from getting this type of recognition.

### **3. The recognition system needs to be coordinated with OSPI.**

#### *Rationale for Recommendation*

Two types of state awards are currently given, regardless of their AYP status. Both are for improvement, and one applies to districts as well. Federal awards are also given to a small number of schools on a competitive basis. (Appendix B provides more details on these awards.) The requirement for a SBE to establish criteria for recognition purposes has the potential to create confusion about what aspects of student performance are valued.

### **4. Recognition should be given each fall, beginning in 2009 or 2010, in the form of a public announcement (e.g., a joint SBE/OSPI press release). Results should also be posted on the OSPI Web site, as they are now.**

#### *Rationale for Recommendation*

- A public announcement and Web postings are the least expensive form of recognition and easiest to implement. It also leaves the details of any celebrations to local officials, where public officials (e.g., legislators, OSPI or SBE staff, Governor) could be invited to participate. Given the number of awards that would be given under these set of recommendations, providing any kind of “hardware” (e.g., plaques, banners) or funding would be both impractical and expensive.
- Results should be made public and used for recognition purposes beginning in Fall 2009 if possible. The current AYP results provide a false picture of school and district performance to the community and are demoralizing to staff and students. A more valid measure of school and district performance is needed as soon as possible.
- Providing recognition in Fall 2009 would be considered “Phase I” in the implementation of the accountability system. It would provide educators with useful data for their improvement efforts, and it would provide OSPI with information to help in its assistance decisions. It would also introduce the concepts to the various stakeholders prior to its full implementation, which is contingent upon the provision of adequate funding.
- The matrix results could be used as a basis for additional funding if the Legislature provides schoolwide bonuses as part of the reforms of the basic education finance system in the future.

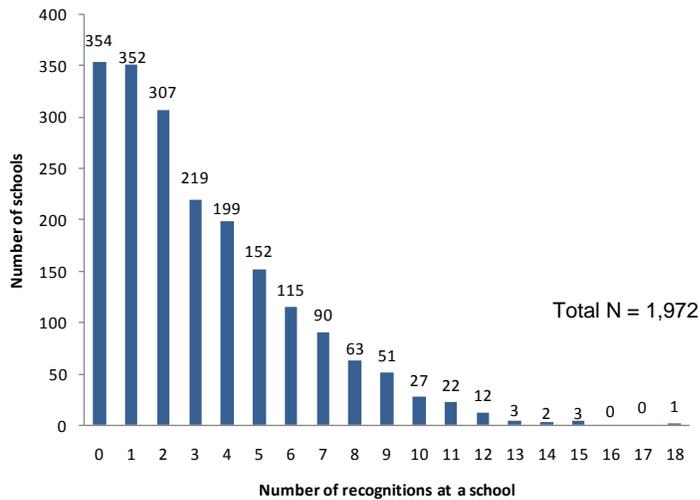
#### *Effect of Recommendations*

Using the same cut scores in all 20 cells of the matrix results in more recognition in some areas than in others. For instance, the low math and science scores that occur across the state result in less recognition in these content areas (at least initially); while reading and writing scores are higher and will be recognized more often (requiring a minimum average for the low income groups reduces the level of recognition in the non-low income groups in these two subjects). Districts would receive recognition much less often because they have lower results than schools. Finally, some schools and districts will receive recognition more often than others.

Figure 1 and Table 3 show how many of the 1,972 schools with two years of data would have received recognition in the 20 cells and the index if the proposed system and these recommendations were in place in 2008.

- The largest number of schools (18%) would not have been recognized in any area, and about one-third would have received recognition in one or two of the 21 cells. At the other extreme, 70 schools (3.5% of all schools) would have received recognition in 10 or more areas.
- Of the schools that had an index average of less than 2.50 (Struggling tier), 79% would not have received any recognition, 18% would have received recognition in one cell, and 3% would have received recognition in two of the 21 cells (most often in an improvement cell).

**Figure 1: Number of Schools with Recognition, by Number of Recognitions (2008)**

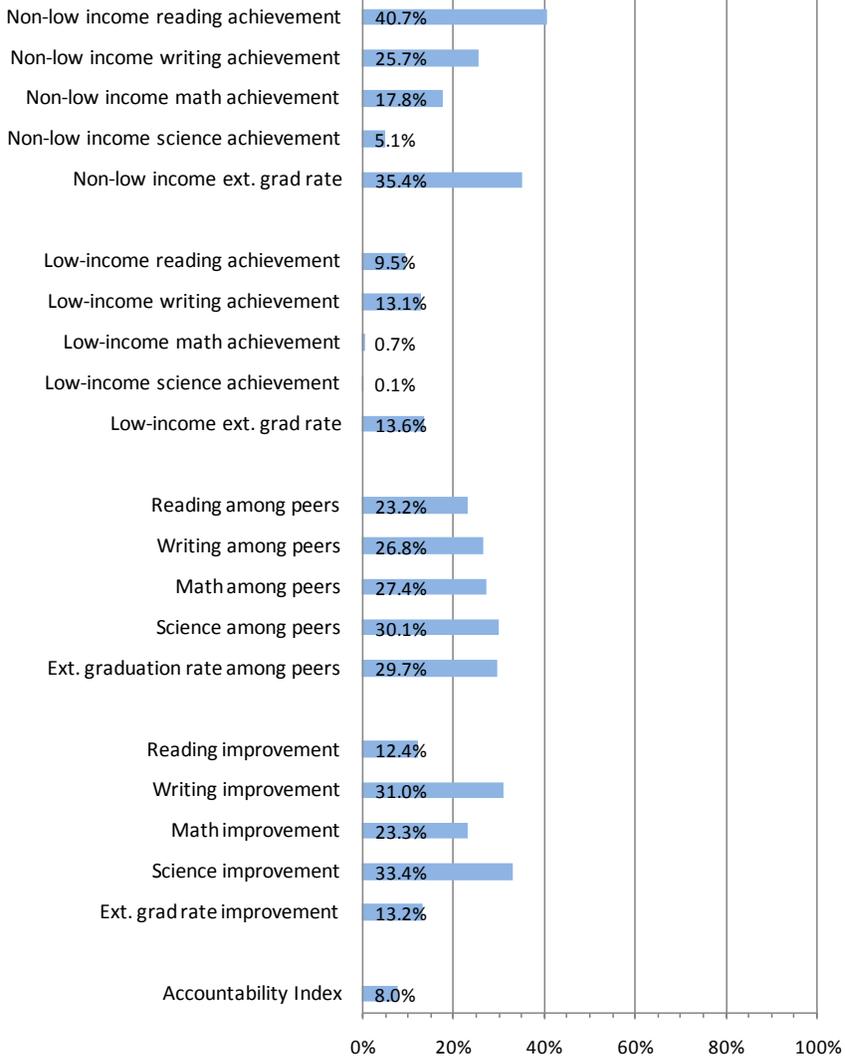


**Table 3: Number of Schools Recognized, by Number of Recognitions (2008)**

Number of recognitions at a school	Number of schools	Pct of all schools	Cumulative percent
0	354	18.0%	18.0%
1	352	17.8%	35.8%
2	307	15.6%	51.4%
3	219	11.1%	62.5%
4	199	10.1%	72.6%
5	152	7.7%	80.3%
6	115	5.8%	86.1%
7	90	4.6%	90.7%
8	63	3.2%	93.9%
9	51	2.6%	96.5%
10	27	1.4%	97.8%
11	22	1.1%	98.9%
12	12	0.6%	99.5%
13	3	0.2%	99.7%
14	2	0.1%	99.8%
15	3	0.2%	99.9%
16	0	0.0%	99.9%
17	0	0.0%	99.9%
18	1	0.1%	100.0%

Figure 2 and Table 4 show the percentage of all schools that met the criteria for recognition in each of the 21 cells in 2008. The largest number of schools (40%) met the minimum criteria for non-low income reading achievement (this required the low income group to have at least a 4.0 average). Achievement in math, science, and among low-income students had far fewer schools meeting the criteria. For the index, 8% had an overall average of at least 5.00.

**Figure 2: Percentage of Schools Potentially Recognized (2008)**



**Table 4: Percent of Schools Potentially Recognized (2008)**

	# of schools rated	Total recognized	Total percent
Non-low income reading achievement	1,841	750	40.7%
Non-low income writing achievement	1,668	428	25.7%
Non-low income math achievement	1,842	327	17.8%
Non-low income science achievement	1,636	84	5.1%
Non-low income ext. grad rate	460	163	35.4%
<i>Subtotal, Achievement<sup>1</sup></i>	<i>7,447</i>	<i>2,363</i>	<i>23.5%</i>
Low-income reading achievement	1,784	170	9.5%
Low-income writing achievement	1,536	201	13.1%
Low-income math achievement	1,785	13	0.7%
Low-income science achievement	1,522	2	0.1%
Low-income ext. grad rate	441	60	13.6%
<i>Subtotal, Achievement<sup>1</sup></i>	<i>7,068</i>	<i>423</i>	<i>6.3%</i>
Reading among peers	1,755	408	23.2%
Writing among peers	1,710	458	26.8%
Math among peers	1,757	482	27.4%
Science among peers	1,679	505	30.1%
Ext. graduation rate among peers	333	99	29.7%
<i>Subtotal, Achievement<sup>1</sup></i>	<i>7,234</i>	<i>1,950</i>	<i>27.0%</i>
Reading improvement	1,932	240	12.4%
Writing improvement	1,861	577	31.0%
Math improvement	1,931	449	23.3%
Science improvement	1,840	614	33.4%
Ext. grad rate improvement	453	60	13.2%
<i>Subtotal, Achievement<sup>1</sup></i>	<i>8,017</i>	<i>1,928</i>	<i>24.2%</i>
Accountability Index	1,972	158	8.0%
<i>Total<sup>1</sup></i>	<i>31,738</i>	<i>6,248</i>	<i>19.7%</i>

<sup>1</sup> Duplicated count(the same school can be counted multiple times)

## APPENDIX A

### Benchmarks and Ratings for Outcomes and Indicators

		OUTCOMES				
		READING	WRITING	MATH	SCIENCE	EXT. GRAD. RATE <sup>1</sup>
<b>INDICATORS</b>	<b>ACHIEVEMENT (NON-LOW INCOME)</b>	<u>% MET STANDARD</u> <u>RATING</u>			<u>RATE</u> <u>RATING</u>	
		90 - 100% .....7			> 95 ..... 7	
		80 - 89.9% .....6			90 - 95% ..... 6	
		70 - 79.9% .....5			85 - 89.9% ..... 5	
	<b>ACHIEVEMENT (LOW INCOME)</b>	60 - 69.9% .....4			80 - 84.9% ..... 4	
		50 - 59.9% .....3			75 - 79.9% ..... 3	
		40 - 50% .....2			70 - 74.9% ..... 2	
		< 40% .....1			< 70% ..... 1	
	<b>ACHIEVEMENT VS. PEERS<sup>2</sup></b>	<u>DIFFERENCE IN LEARNING INDEX</u> <u>RATING</u>			<u>DIFFERENCE IN RATE</u> <u>RATING</u>	
		> .20 .....7			> 12 ..... 7	
		.151 to .20 .....6			6.1 to 12 ..... 6	
		.051 to .15 .....5			3.1 to 6 ..... 5	
		-.05 to .05 .....4			-3 to 3 ..... 4	
		-.051 to -.15 .....3			-3.1 to -6 ..... 3	
		-.151 to -.20 .....2			-6.1 to -12 ..... 2	
		< -.20 .....1			< -12 ..... 1	
	<b>IMPROVEMENT (from previous year)</b>	<u>CHANGE IN LEARNING INDEX</u> <u>RATING</u>			<u>CHANGE IN RATE</u> <u>RATING</u>	
		> .15 .....7			> 6 ..... 7	
		.101 to .15 .....6			4.1 to 6 ..... 6	
		.051 to .10 .....5			2.1 to 4 ..... 5	
		-.05 to .05 .....4			-2 to 2 ..... 4	
		-.051 to -.10 .....3			-2.1 to -4 ..... 3	
		-.101 to -.15 .....2			-4.1 to -6 ..... 2	
		< -.15 .....1			< -6 ..... 1	

Note: Assessment-related results are the combined results of both the WASL and WAAS from all grades.

<sup>1</sup>This outcome only applies to schools and districts that are authorized to graduate students.

<sup>2</sup>This indicator adjusts the outcomes using statistical methods (multiple regression) to control for five student characteristics beyond a school's control: the percentage of low-income, ELL, special education, gifted, and mobile students. (Mobile students are those who are not continuously enrolled from October 1 through the entire testing period.) Scores are the difference between the actual level and the predicted level. Scores above 0 are "beating the odds" and negative scores are below the predicted level. Separate analyses are conducted for schools for each of the four assessments for each type of school (elementary, middle, high). District calculations also control for the level of current expenditures, adjusted for student need.

## APPENDIX B

### **Current Federal and State Recognition Programs**

The federal and state governments each provide limited recognition. **Federal awards** are only given to schools and are competitive in nature. Three types of awards are given and only to schools that make AYP. In 2008, 59 schools receive these awards (3% of all schools statewide).

1. *Blue Ribbon Schools* are nominated by OSPI and selected by the U.S. Department of Education based on high academic performance. In order to be selected, nominated schools must provide detailed information about their school, they can be any type of school (including private schools), and they must make AYP in the year of the nomination and the following year. In 2008, four schools were recognized (seven schools had been nominated).
2. For the *Academic Achievement Award* program, Title I Part A schools that met AYP for three consecutive years in math and/or reading can apply for recognition of improving student achievement in one or both content areas. Up to nine schools can receive an award of \$10,000, and four received the award in 2008. The application provides details about successful math and/or reading strategies, and these strategies are showcased at state conferences and on OSPI's website in order to assist other schools.
3. The *Academic Improvement Award* is given to Title I Part A schools that have made AYP the past three years and shown significant gains overall, preferably among subgroups of students. Of the 48 schools receiving recognition in 2008, most were elementary schools.
4. For the *Distinguished Schools Award*, four Title I Part A schools are selected, two in the national category and two in the state category. Schools must apply for this award, which focuses on either exceptional student performance for two or more years or significant progress in closing the achievement gap. National award winners receive \$10,000 while state award winners receive \$5,000. In 2008, three schools received this award.

Two types of **state awards** have been given recently, both for improvement.

1. *Schools of Distinction* were recognized in the last two school years (2006-07 and 2007-08) based on average improvement in the Learning Index in reading and math over an extended period of time (e.g., comparing 2008 to the average of 2002 and 2003) and required achievement to exceed the state average. Only the top 5% of schools receive this award based on their improvement. This is a "norm-referenced" system, so schools with high levels of improvement may not receive the award if they do not meet the state average or others improve by a greater amount. In 2008, a total of 101 schools (53 elementary, 21 middle, 20 high, and 7 alternative) received this award (two schools received recognition for performance at two grade levels). The average index for these schools in 2008 as 4.68, which is in the Good tier. Of these schools, 41% did not make AYP and 15 were in School Improvement. One alternative school receiving this recognition in 2008 had an index in the Struggling tier. Many of the schools receiving this recognition had a relatively high percentage of gifted students (as a group, they averaged nearly twice the state average), and their percentage of low income students was less than the state average.
2. *Academic Improvement Awards* have been given since 2004 to both schools and districts that make at least a 10% reduction in the percentage of students not meeting standard from the

previous year in reading, writing, and math in grades 4, 7, and 10. (This is the level required for a school to make “safe harbor” under AYP.) Wall plaques with metal plates for updates are provided. In 2007, there were 1,255 schools (60% of schools statewide) that received a total of 2,190 awards in the three grades and subjects (a similar number of schools received awards in 2008); 241 districts (81% statewide) received a total of 804 awards in the three grades and subjects. All these awards are given regardless of AYP status.

No recognition is given at the federal or state level based on how schools or districts compare to others with similar student characteristics or for achievement by any student group, including all students combined. With new administrations at the federal and state level, the criteria for the federal awards could change, and the future status of the OSPI awards is uncertain.

## **Systems Performance Accountability (SPA) Notes February 17, 2009 Meeting**

Attendees: Kris Mayer, Steve Dal Porto, Jack Schuster, Bunker Frank, Lorilyn Roller, Janell Newman, Arcella Hall, Vicki Bates, Mack Armstrong, Don Rash, Karen Davis, Roger Erskine, Martha Rice, Caroline King, Phil Brockman, Pete Bylsma and Edie Harding

### **Overview of Work For 2009**

Edie Harding presented the work plan for the SPA work group for 2009. The major work will center on the following objectives and time frame:

- Approve the draft state Accountability Index draft at the May Board meeting 2009.
- Finalize the joint OSPI – SBE recognition program by July 2009 for 2010-11 school year, using new Accountability Index (may be able to do earlier, if strong OSPI support).
- Work with OSPI and stakeholders to refine continuous improvement model processes, which include OSPI programs plus Innovation Zone and Academic Watch, by July 2009.
- Develop further indicators for SBE accountability system by July 2009.
- Develop proposed new rule on school improvement planning by November 2009.
- Work with OSPI to request U.S. Department of Education to substitute our state Accountability Index in place of current federal AYP system for 2011-12 school year.

There will be three additional SPA work group meetings this year: April 21, June 16, and October 14. Edie and Pete Bylsma, SBE Consultant, are meeting with superintendents across the state January – April to discuss the accountability framework and get feedback.

### **Presentation on OSPI Summit District Initiative**

Currently there are 62 districts in improvement status with another 60 expected for next year under No Child Left Behind. OSPI has worked with five districts this year (Mt Vernon, Renton, Wapato, Mount Adams, and Othello) on its Summit District Initiative. A group of consultants, along with OSPI, are supporting this work. The areas of focus for these Summit Districts include:

- Effective Leadership
- Quality Instruction
- Access and Use of Data
- Assessing, Intervention, and Monitoring
- System Alignment and Coherence

Janell Newman and Vicki Bates, from OSPI, presented some of the tools they are using with those districts. The tools include a needs assessment analysis of district data, a tracker system to monitor implementation of the Summit Districts three key areas it is focusing on as well as the tool to examine classroom teaching.

Some of the lessons learned from this initiative include the need to build in:

- Time with school board members
- Implementation drivers
- Professional development as follow up (not just stand alone)
- District capacity to sustain efforts

### **Presentation on Update to Rules for No Child Left Behind (NCLB)**

JoLynn Berge, from OSPI, provided the update on NCLB. The U.S. Department of Education issued new rules under the Bush administration, which will go into effect this year. These include:

- States and districts must include the results of NAEP for 4th and 8th grade in their report cards.
- States will have to report disaggregated data including participation rates for students with disabilities and limited English proficiency.
- States will have to report new uniform high school graduation rates using a four year cohort analysis.

### **The Federal Stimulus Package**

JoLynn Berge provided information on the new federal stimulus package. Washington will receive \$835.6 million for education (both K-12 and higher education). It will be another four to six weeks before the details are known. The funding will cover a two year period, starting July 1, 2009. The break out is as follows:

Fiscal stabilization	\$181 million
Title I	175 million
Special Ed	232 million
School Improvement	44.6 million
Education Technology	8.6 million
School Construction	0 (but can use general fiscal stabilization category)

### **Revisions to the Accountability Index**

Pete Bylsma shared eight changes to the Accountability Index, which included:

1. Change the first indicator, achievement by all students, to be achievement by non-low income students.
2. Change the scale from 5 points (0-4) to 7 points (1-7).

3. Change from four initial tiers to five initial tiers (before deeper analysis identifies those that should enter the Priority tier) and adjust the tier ranges accordingly.
4. Change the recognition criteria to align with the 7-point rating scale and reduce the number of recognition areas. (See separate document for more information about the proposed recognition system.)
5. Propose exempting English Language Learners (ELL) results in the first three years of enrollment or until acquiring advanced proficiency in English, whichever comes first.
6. Propose using other means for holding alternative schools accountable.
7. Propose giving schools and districts the option to exclude the improvement indicator when they are performing at the highest achievement levels.
8. Propose counting the highest grade 10 results through August of grade 10.

The work group thought that additional work needs to be done on ELL (e.g., the issue of testing in third year) and alternative education (e.g., where are alternative schools located, who is responsible for the kids, and how are resources driven), which will be discussed at the April 21 work group meeting.

### **Recognition Program**

Pete Bylsma presented ways to use the Accountability Index for recognition. He suggested using a two-year average. Recognition would be provided for an index number in 20 of the Accountability Index Cells. Pete also outlined some other options for potential recognition:

1. Require minimum criteria
2. Raise or lower score needed for recognition
3. Give recognition for other measures
4. Provide recognition in other content areas
5. Provide special awards based on certain criteria

The work group supported Pete proposing some minimum criteria as well as examining special awards for improvement in math and science.

### **Next Steps**

The Board will receive an update on the work session at its March Board meeting, with an emphasis on the recognition piece to the accountability work. Pete will continue to follow up on issues identified, at the April 21 work session. Roger Erskine will share a “whole community” accountability model from Great Britain to the next work session. Edie and Pete will continue to work with OSPI on all aspects of the accountability framework.