THE WASHINGTON STATE BOARD OF EDUCATION

A high-quality education system that prepares all students for college, career, and life.

Title:	**Long-Term Goals For Accountability**
As Related To:	☐ Goal One: Develop and support policies to close the achievement and opportunity gaps. ☒ Goal Two: Develop comprehensive accountability, recognition, and supports for students, schools, and districts. ☐ Goal Three: Ensure that every student has the opportunity to meet career and college ready standards. ☐ Goal Four: Provide effective oversight of the K-12 system. ☐ Other
Relevant To Board Roles:	☐ Policy Leadership ☒ System Oversight ☐ Advocacy ☐ Communication ☐ Convening and Facilitating
Policy Considerations / Key Questions:	RCW 28A.305.130 authorizes the State Board of Education (SBE) to adopt and revise performance improvement goals in English/language arts, science, and mathematics, by subject and grade level; 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 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 memo is meant to stimulate your thinking on the topic of long-term goals and for you to think about what is important to you in the context of educational goals for schools and districts. Some questions you might want to be thinking about to land on a set of values or principles might include: • What do we want to achieve through the goal setting? • What pitfalls should we be wary of? • What measure or measures should the goals be based upon?
Possible Board Action:	☒ Review ☐ Adopt ☐ Approve ☐ Other
Materials Included in Packet:	☒ Memo ☐ Graphs / Graphics ☐ Third-Party Materials ☐ PowerPoint
Synopsis:	As the ESSA Accountability System Workgroup begins to address issues surrounding long-term goalsetting, the Board will want to discuss ways in which to use the long-term goalsetting to support or drive system change.

GOAL SETTING FOR ACCOUNTABILITY

Policy Considerations

RCW 28A.305.130 authorizes the State Board of Education (SBE) to adopt and revise performance improvement goals in English/language arts (ELA), science, and mathematics, by subject and grade level; 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 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 goals shall not conflict with requirements contained in Title I of the federal Elementary and Secondary Education Act (ESEA) of 1965 as amended. The Board shall adopt the goals by rule (WAC 180-105-020 and WAC 180-105-060). However, before each goal is implemented, the Board shall present the goal to the education committees of the legislature 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.

With the December 10 signing of the Every Student Succeeds Act (ESSA), the Board is obliged to revise the performance improvement goals for schools and districts and those revised goals be presented to the education committees of the legislature at the start of the 2017 legislative session. The SBE will be collaborating with the Office of the Superintendent of Public Instruction (OSPI) on the idea of goal setting, as the notion is interwoven in state law and the ESSA requirements.

Overview of Long-Term Goals

The ESSA Accountability System Workgroup is one of a dozen or so such workgroups created by the OSPI to make recommendations on a number of topics to the Consolidated State Plan team. The ESSA Accountability System Workgroup is expected to begin the discussion on long-term goals at the May or June meeting, and the discussion of long-term goals is tentatively planned to occur over the course of at least several meetings.

Long-term goal setting is important work for the Board, as the performance improvement goals are analogous to the annual measurable objectives (AMOs) developed under the Washington Flexibility Waiver in 2012. Schools and districts are required to annually report on the progress made toward meeting the long-term goals under RCW 28A.655.100 and that progress will likely be a factor in other accountability elements, such as the Washington Achievement Awards.

Be advised that this memo is meant to stimulate your thinking on the topic of long-term goals and for you think about what is important to you in the context of long-term educational goals. Some questions you might want to be thinking about to land on a set of values or principles might include:

- What do you want to achieve through the goal setting?
- What pitfalls should we be wary of?
- What measure or measures should the goals be based upon?

As you think about these questions, you might come up with other questions and thoughts that the SBE staff can take back to the ESSA Accountability System Workgroup in May.

A number of trials are described in this memo to show how changes in goal parameters impact the annual step increases schools will be striving to meet. None of the trials that are described here carry any particular recommendation, each is just another manner in which long-term goals could be established.

Under Section 1111(c)(4)(A) of the ESSA, the state must establish ambitious long-term goals and interim targets for the All Students group and the other student groups as under the ESEA. The term set by the state for such goals is the same multi-year length of time for all students and for each subgroup of students, which means that currently low performing student groups must make larger annual improvement steps to make significant progress in closing performance gaps.

There is little doubt that the state has considerable leeway in setting the ambitious long-term goals, as the Secretary of the U.S. Department of Education (USED) may not prescribe the length of terms set for the goals or the progress expected from any student group in meeting those goals. Other policy considerations are shown below.

Long-Term Goals – Key Policy Considerations

Long-Term Goal Setting

Whereas the Secretary of the USED may not prescribe certain goalsetting elements, the USED likely retains some authority in determining whether the long-term goals are ambitious. The long-term goals adopted for schools and districts must be sufficiently ambitious so as to not conflict with the ESSA requirements. Using ESEA Adequate Yearly Progress (AYP) and ESEA Flexibility Waivers as the most recent examples, the USED approved the following as ambitious long-term goals, but it is entirely possible the USED might approve other long-term goal designs.

- 100 percent proficiency within 12 years
- Cut 50 percent of the gap (to 100 percent proficiency) in six years

- Cut the achievement gap between the highest and lowest performing student groups by one-half in six years.

The USED preference for a 12-year cycle is evident in the above cited examples, but since the Secretary of the USED may not prescribe the term in which to attain goals, other terms (such as 14- or 16-year cycles) should be considered. The ESSA specifies that the ambitious goal setting must begin with the 2017-18 school year.

Another factor of goal setting to consider is the trajectory of annual or interim goals. On this issue, the USED is less consistent in the sense that the department has recently or previously approved linear, stair stepped, and curvilinear trajectories.

Goal Setting Trials

A series of trial analyses were conducted for the purpose of developing a better sense of how various elements (endpoint goal, trajectory, and term) of long-term goal setting impact the annual step increase required to meet the annual target. Each of the trials that follow are based upon the most recent live data for de-identified schools. The trials are summarized in Table 1 and data tables with charts included at the end of this memo. As you would expect, the annual step change is smallest when the endpoint goal is the lowest and the number of years to attain the goal is the greatest. The annual step increase for Trial 1 is more than double the increase for Trial 5, which shows how impactful various parameters can be on the measure.

The trials may be further characterized as:

- Elementary School (ES) Math – the most rigorous are Trials 1 and 2
- ES Math – the most achievable for schools are Trials 3 and 5
- For High School (Extended Graduation), Trial 6 is slightly more rigorous and Trial 7 is slightly more achievable

Table 1: Summary of Long-Term goal setting trials.

Trial	Content	End Point Goal	Term	Trajectory	Annual Step*
1	ES Math	100 percent proficient	12 Years	Linear	4.4
2	ES Math	100 percent proficient	14 Years	Stair Stepped	3.8
3	ES Math	80.7 percent proficient (95th percentile of schools)	14 Years	Stair Stepped	2.4
4	ES Math	100 percent proficient	16 Years	Linear	3.3
5	ES Math	80.7 percent proficient (95th percentile of schools)	16 Years	Stair Stepped	2.1
6	Extended Graduation	100 percent graduating	14 Years	Linear	0.9
7	Extended Graduation	97.96 percent graduating (95th percentile of schools)	14 Years	Stair Stepped	0.8

*Note: the annual step is shown in percentage points for the same elementary school (ES 37) to make the trial comparison clearer.

When the five long-term goal setting strategies for the same elementary school are compared on a single chart (Figure 1) it is clear that each trial or goal setting model produces a different result. Time

and end point goal are the major determinants of annual step increase but consideration should be given to a number of other goal setting design elements and guiding priciples.

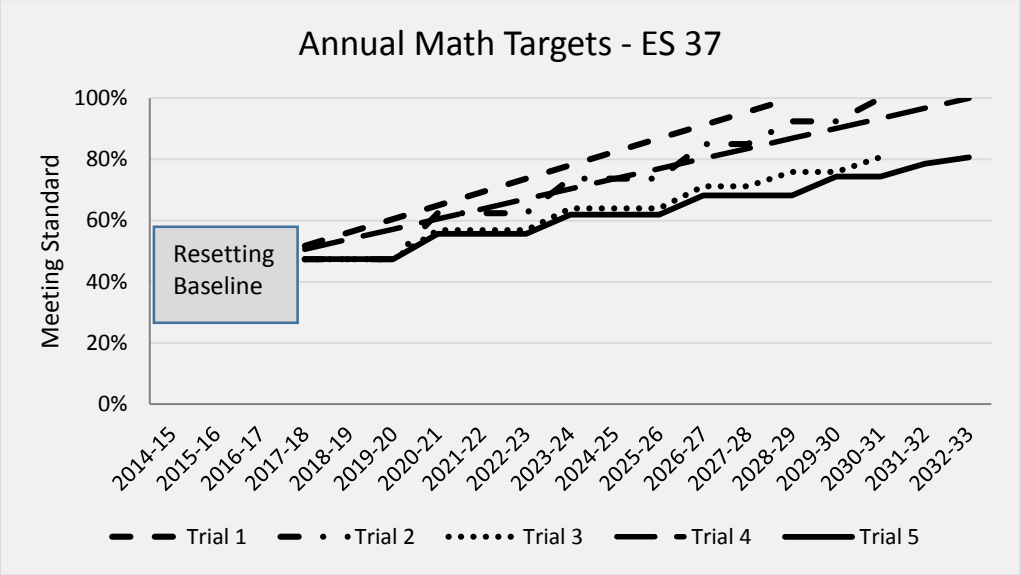
All things being equal:

- The longer the term, the smaller the annual step increase.
- The lower the end point goal, the smaller the annual step increase.
- Smaller annual step increases are easier to meet (are more achievable) than are larger step increases.

However, smaller step increases and lower end point goals might be viewed by some as less ambitious, less rigorous, and less aspirational. But this is the delicate balancing act of goal setting:

- Adopt aspirational goals that only a handful of schools will be able to attain, or
- Adopt ambitious goals that are achievable by more schools.

Figure 1: Summarizes the goals and trajectories for school ES 37 for math proficiency.



Other Information – Resetting of Goals

A long-term goal setting strategy should consider a resetting mechanism in order to adjust goals and annual targets for specific reasons. As just occurred with AYP accountability, when the term ends and few schools have met the end goal, what happens? In the case with AYP, the ESEA is reauthorized as ESSA, new goals established, and for the most part, schools start over on accountability. When a reset mechanism is put into place, schools are allowed to start over but retaining any corrective action status.

If resetting annual targets were considered, the resetting point could occur one-half of the way through the goal cycle. So if a 14-year goalsetting strategy is adopted, school goals would be recomputed after seven years and based on the progress schools have made. Given the nature of this work and the general progress of schools, goals would almost certainly increase at the point of resetting. Schools in corrective action could continue in corrective action but would be subjected to new targets and goals. With a reset mechanism, the accountability cycle continues uninterrupted in a predictable manner that is generally supported by district and school staff.

Trials for Long-Term Goals

Elementary School Math Proficiency Rates

Trial 1

Elementary School Math

Trial Parameters:

- Endpoint Goal = 100 percent meeting standard
- Term = 12 years (beginning in 2017-18 and ending in 2028-29)
- Trajectory = Linear

The parameters specified above are very similar to the goals set forth in the federal AYP accountability system; 100 percent proficiency in 12 years. The AYP accountability system showed that highly ambitious and rigorous goals such as these are unattainable for many schools. The goals are ambitious but not achievable.

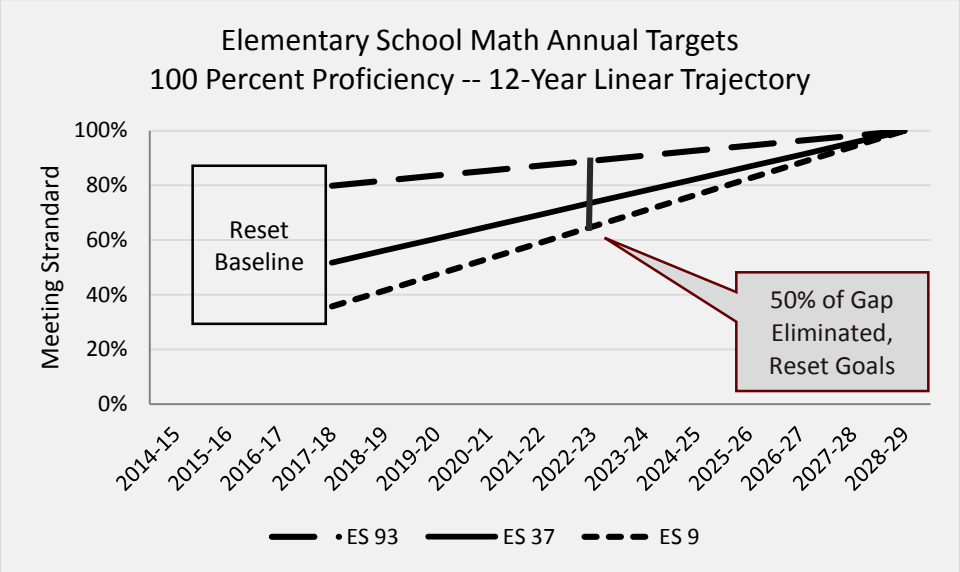
Table 2: Shows performance measures for three elementary schools used for Trial 1.

School ID	Starting Point	One-Half of Gap*	Annual Step*
ES 93	78.1%	11.0%	1.8
ES 37	47.4%	26.3%	4.4
ES 9	29.9%	35.1%	5.8

*Note: annual steps and gap measures are shown as percentage points

The trajectory shows that the gap to 100 percent proficiency is cut in one half after six years and the entire gap eliminated in 12 years. The steeper slope for school ES 9 indicates a low performing school that must make large step increases to meet annual targets.

Figure 2: Shows the trajectory for the three elementary schools used for Trial 1.



Trial 2

Elementary School Math

Trial Parameters:

- Endpoint Goal = 100 percent meeting standard
- Term = 14 years (beginning in 2017-18 and ending in 2030-31)
- Trajectory = stair stepped

The parameters specified above are very similar to the goals set forth in the federal AYP accountability system. The end goal of 100 percent proficiency is the same as AYP but the 14-year term used in this trial is two years longer. The 14-year cycle represents one full cohort from Pre-kindergarten to a fifth-year high senior. Being very similar to the AYP accountability system, it is unlikely many schools would actually attain these highly ambitious and rigorous goals. The long-term goal illustrated here is aspirational but not achievable.

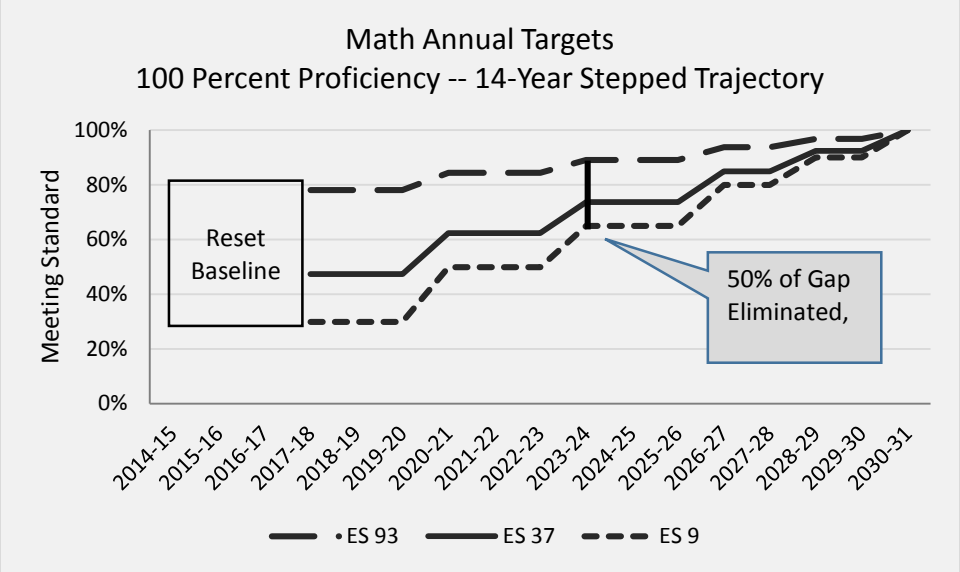
Table 3: Shows performance measures for three elementary schools used for Trial 2.

School ID	Starting Point	One-Half of Gap*	Annual Step*
ES 93	78.1%	11.0%	1.6
ES 37	47.4%	26.3%	3.8
ES 9	29.9%	35.1%	5.0

*Note: annual steps and gap measures are shown as percentage points

The trajectory shows that the gap to 100 percent proficiency is cut in one-half after seven years and the entire gap eliminated in 14 years. The small steps for school ES 93 indicates a higher performing school that need make only small improvements (small steps) to meet annual targets. A mid-level performing school such as ES 37 would have difficulty making annual step gains of 3.8 percentage points or more over multiple years.

Figure 3: Shows the trajectory for the three elementary schools used for Trial 2.



Trial 3

Elementary School Math

Trial Parameters:

- Endpoint Goal = 95th percentile of schools (80.67 percent meeting standard)
- Term = 14 years (beginning in 2017-18 and ending in 2030-31)
- Trajectory = stair stepped

The parameters specified above are markedly different than those making up the federal AYP accountability system. First, the 14-year term used in this trial is two years longer than the AYP term. Secondly, the end goal of 80.67 percent proficiency is considerably lower than the AYP goal of 100 percent proficient and represents the math performance at the school ranked at the 95th percentile of elementary schools. The vision is that after 14 years have passed, all schools (even the currently lowest performing) are performing similarly to today's best schools. It is likely that many schools would attain the ambitious goal. The long-term goal illustrated here is less aspirational but much more achievable.

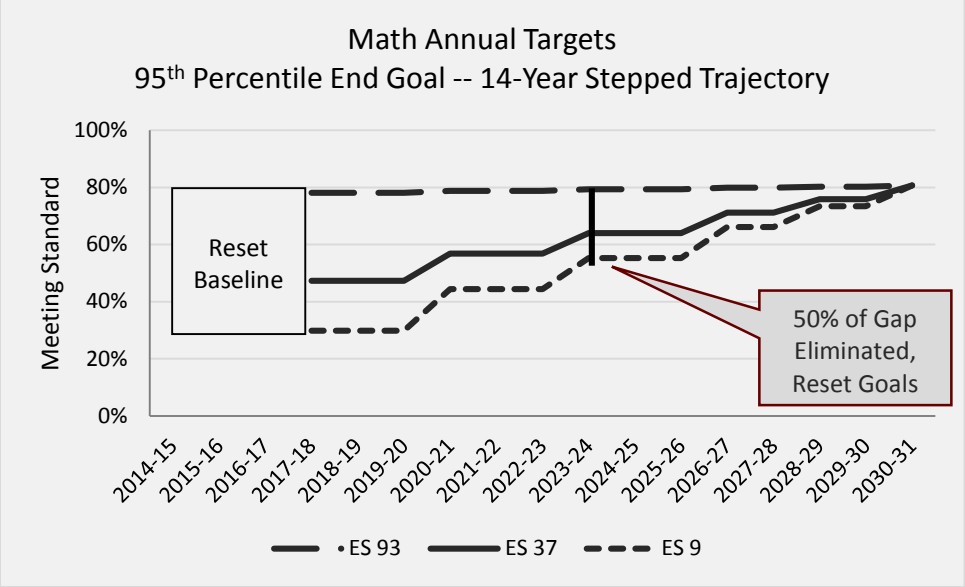
Table 4: Shows performance measures for three elementary schools used for Trial 3.

School ID	Starting Point	One-Half of Gap*	Annual Step*
ES 93	78.1%	1.3%	0.2
ES 37	47.4%	16.7%	2.4
ES 9	29.9%	25.4%	3.6

*Note: annual steps and gap measures are shown as percentage points

Like the previous trial, the performance gap is cut in one-half after seven years and the end point goal is reached in 14 years. One shortcoming of this trial or option is that a high performing school (ES 93) needs to make only fractional improvements to meet the end point goal and higher performing schools need not make any improvement and still meet the end goal. Implementing this type of long-term goal would require the development of other business rules to ensure that all school are improving.

Figure 4: Shows the trajectory for the three elementary schools used for Trial 3.



Trial 4

Elementary School Math

Trial Parameters:

- Endpoint Goal = 100 percent meeting standard
- Term = 16 years (beginning in 2017-18 and ending in 2032-33)
- Trajectory = Linear

The parameters specified above are very similar to the goals set utilized in the federal AYP accountability system; 100 percent proficiency. However, the 16-year term used here is 50 percent greater than the AYP goal attainment term. The 100 percent proficient goal is highly ambitious, would be attainable for some schools, but unattainable for many schools. The goal is aspirational but achievable for only the highest performing schools.

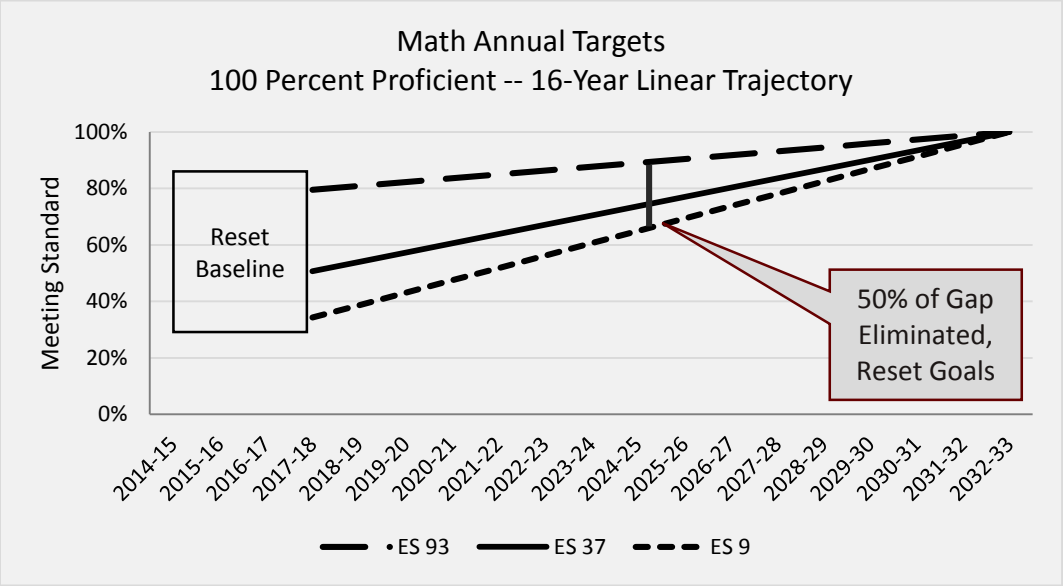
Table 5: Shows performance measures for three elementary schools used for Trial 4.

School ID	Starting Point	One-Half of Gap*	Annual Step*
ES 93	78.1%	11.0%	1.4
ES 37	47.4%	26.3%	3.3
ES 9	29.9%	35.1%	4.4

*Note: annual steps and gap measures are shown as percentage points

The long-term goal setting strategy used here provides more time for schools to attain the rigorous end goal, and that means smaller annual step increases to meet targets. However, schools needing to make step increase of three to four percentage points to meet targets are unlikely to consistently do so without significant system changes.

Figure 5: Shows the trajectory for the three elementary schools used for Trial 4.



Trial 5

Elementary School Math

Trial Parameters:

- Endpoint Goal = 95th percentile of schools (80.67 percent meeting standard)
- Term = 16 years (beginning in 2017-18 and ending in 2032-33)
- Trajectory = stair stepped

The parameters specified above are the most different than those making up the AYP accountability system. First, the 16-year term used in this trial is four years longer than the AYP term. Also, the end goal of 80.67 percent proficiency is considerably lower than the AYP goal of 100 percent proficient and represents the math performance at the school ranked at the 95th percentile of elementary schools. This goal could be characterized as ambitious and is the most achievable for schools.

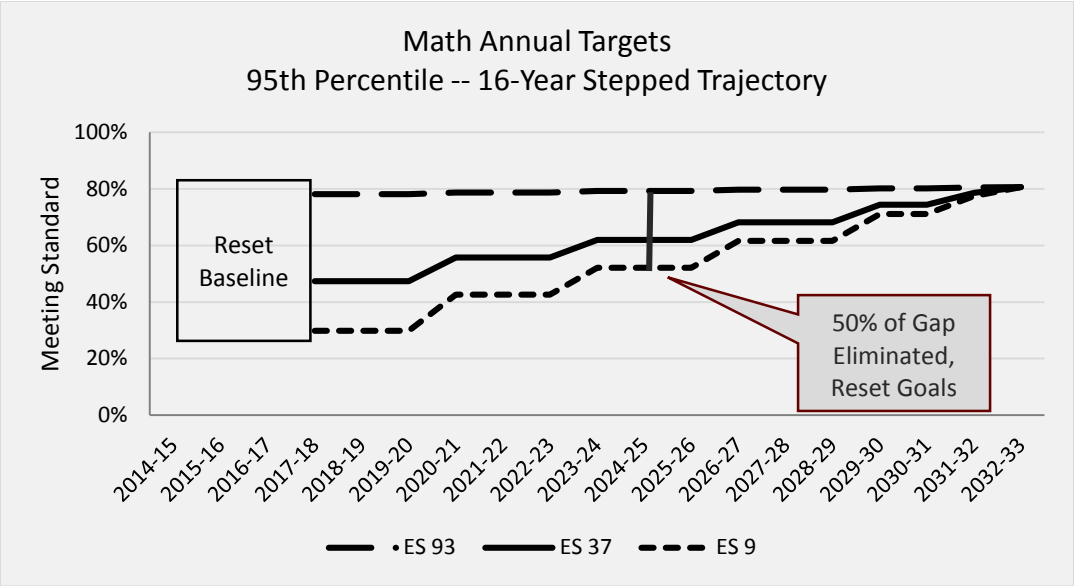
Table 6: Shows performance measures for three elementary schools used for Trial 5.

School ID	Starting Point	One-Half of Gap*	Annual Step*
ES 93	78.1%	1.3%	0.2
ES 37	47.4%	16.7%	2.1
ES 9	29.9%	25.4%	3.2

*Note: annual steps and gap measures are shown as percentage points

Like the previous trial, the performance gap is cut in one half after eight years and the endpoint goal is reached in 16 years. As with Trial 3, the shortcoming of this trial or option is that a high performing school (ES 93) needs to make only fractional improvements to meet the end point goal and other higher performing schools need not make any improvement and still meet the end goal. Implementing this type of long-term goal would require the development of other business rules to ensure that all school are improving.

Figure 6: Shows the trajectory for the three elementary schools used for Trial 5.



High School Graduation Rate

Long-term goal setting was conducted for high school graduation, using the Extended Adjusted Cohort Graduation Rate (ACGR). The graduation trials use a baseline of the school's most recent Extended ACGR but the new yet to be determined baseline value will be calculated as the average of the 2015-15 and 2016-17 Extended ACGRs for the school.

Trial 6

High School Graduation

Trial Parameters:

- Endpoint Goal = 100 percent graduation
- Term = 14 years (beginning in 2017-18 and ending in 2030-31)
- Trajectory = linear

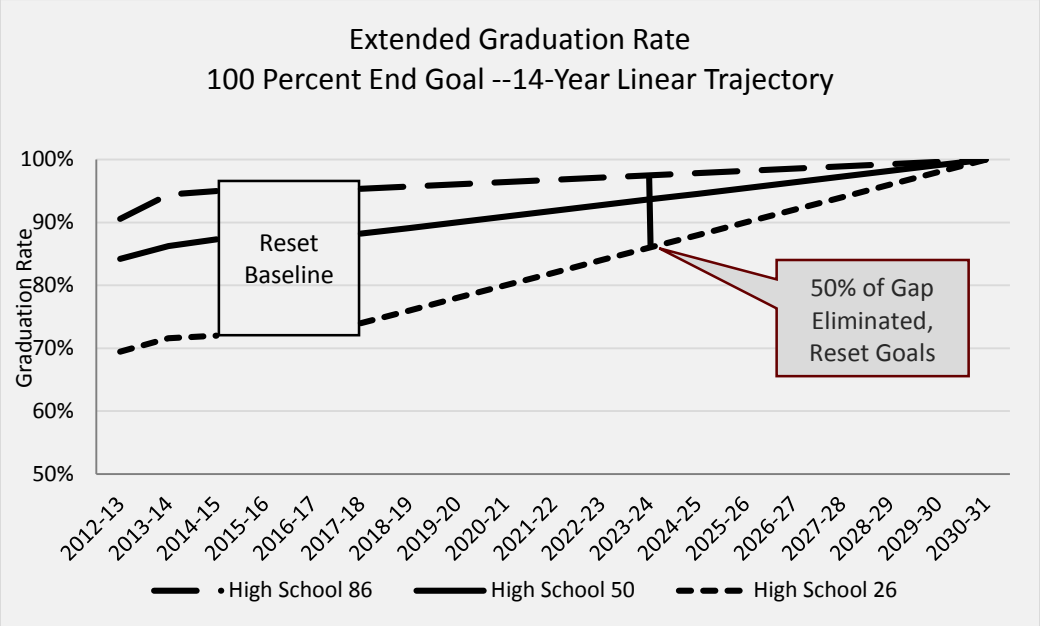
The federal AYP accountability system did not specify long-term goals for graduation rate, as the measure was used as an "Other" indicator. The goal here of all students graduating is aspirational but is considered unattainable for many high schools.

Table 7: Shows performance measures for three high schools used for Trial 6.

School ID	Starting Point	One-Half of Gap*	Annual Step*
High School 86	94.5%	2.5%	0.4
High School 50	87.3%	6.4%	0.9
High School 26	72.0%	14.0%	2.0

*Note: annual steps and gap measures are shown as percentage points

Figure 7: Shows the trajectory for the three high schools used for Trial 6.



Trial 7

High School Graduation

Trial Parameters:

- Endpoint Goal = 95th percentile of schools (97.96 percent graduation rate)
- Term = 14 years (beginning in 2017-18 and ending in 2030-31)
- Trajectory = stair stepped

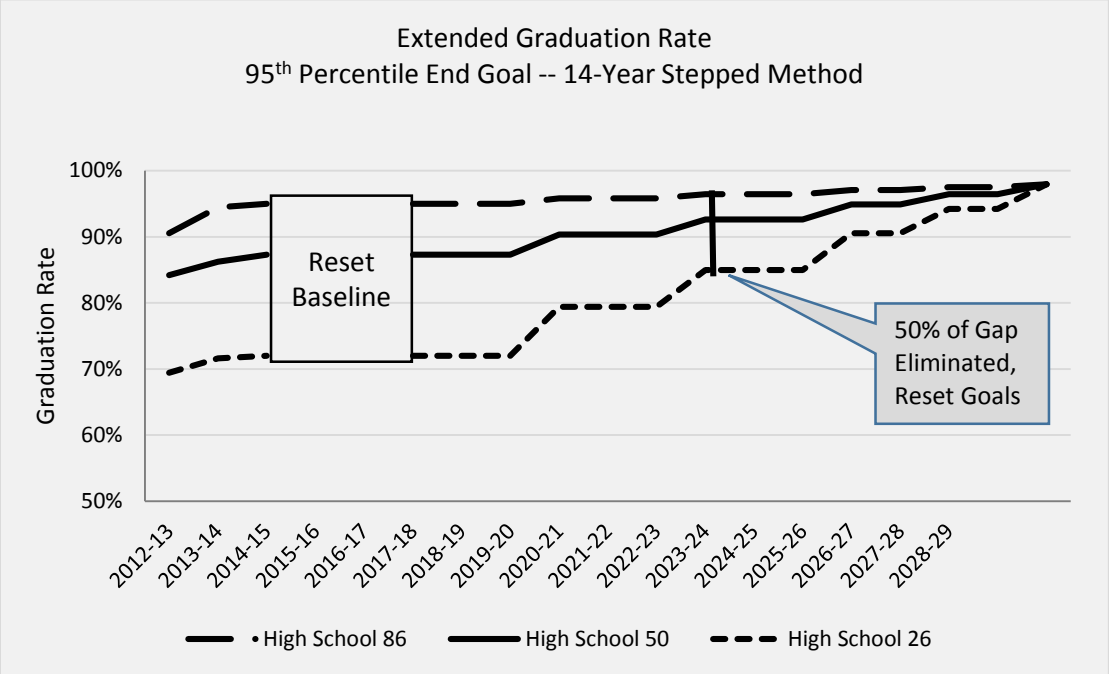
The long-term goal illustrated here does not differ much from the goal of 100 percent proficiency shown in the previous trial. As with the previous trial, the 95th percentile goal used here is viewed as ambitious and attainable for only the highest performing high schools.

Table 8: Shows performance measures for three high schools used for Trial 7.

School ID	Starting Point	One-Half of Gap*	Annual Step*
High School 86	94.5%	1.5%	0.4
High School 50	87.3%	5.4%	0.8
High School 26	72.0%	13.0%	1.9

*Note: annual steps and gap measures are shown as percentage points

Figure 8: Shows the trajectory for the three high schools used for Trial 7.



Action

No action is anticipated but the Board may have questions for the ESSA Accountability System Workgroup

Please contact Andrew Parr at andrew.parr@k12.wa.us if you have questions regarding this memo.