

The Washington State Board of Education

Governance | Accountability | Achievement | Oversight | Career & College Readiness

Title:	DEVELOPMENT OF AN ACCOUNTABILITY FRAMEWORK PURSUANT TO THE REQUIREMENTS OF SENATE BILLS 5329 & 5491	
As Related To:	<input type="checkbox"/> Goal One: Effective and accountable P-13 governance. <input checked="" type="checkbox"/> Goal Two: Comprehensive statewide K-12 accountability. <input type="checkbox"/> Goal Three: Closing achievement gap.	<input checked="" type="checkbox"/> Goal Four: Strategic oversight of the K-12 system. <input type="checkbox"/> Goal Five: Career and college readiness for all students. <input type="checkbox"/> Other
Relevant To Board Roles:	<input checked="" type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
Policy Considerations / Key Questions:	The SBE will consider what constitutes a coherent accountability framework for the state. This broad state accountability framework is likely to encompass the specific requirements of both E2SSB 5329, Transforming persistently failing schools, and ESSB 5491, Establishing statewide indicators of educational health.	
Possible Board Action:	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input type="checkbox"/> Approve <input type="checkbox"/> Other	
Materials Included in Packet:	<input checked="" type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Material <input type="checkbox"/> PowerPoint	
Synopsis:	<p>The board will engage in a work session including small group discussions on:</p> <ul style="list-style-type: none"> Aspects of a coherent accountability framework for the state. Requirements of E2SSB 5329. Requirements of ESSB 5491. <p>The Board will also deliberate on final details of the Revised Achievement Index and consider making a motion to submit the Index to the federal government for consideration.</p>	

DEVELOPMENT OF AN ACCOUNTABILITY FRAMEWORK PURSUANT TO THE REQUIREMENTS OF SENATE BILLS 5329 & 5491

Policy Consideration

E2SSB 5329 requires the State Board of Education (SBE) to “propose rules for adoption establishing an accountability framework that creates a unified system of support for challenged schools in need of assistance that aligns with basic education, increases the level of support based on the magnitude of need, and uses data for decisions.”

The SBE will consider what constitutes a coherent accountability framework for the state. This broad state accountability framework is likely to encompass the specific requirements of both E2SSB 5329 and ESSB 5491.

Key questions include:

- What aspects of the framework will require codification in rules?
- What constitutes “Challenged Schools in Need of Improvement” and “Persistently Lowest-Achieving Schools,” and how do these relate to Index tiers and federal school designations?
- How should the SBE develop the basis for approval of Level I and II required action plans, and work with the Office of the Superintendent of Public Instruction (OSPI) to develop guidelines for required action plans?
- How should Washington develop state school improvement models that go beyond the four federal intervention models?
- What should the goal-setting process be for developing the “realistic but challenging system-wide goals” for the education system required in ESSB 5492?
- What additional information does the SBE need to address the above questions?

Summary

The proposed accountability framework presented here borrows elements of the *Roadmap for Next-Generation State Accountability Systems*, 2011, Council of Chief State School Officers; and *The Wyoming Comprehensive Accountability Framework: Phase I*, January 31, 2012, by Scott Marion, Ph.D. and Chris Domaleski, Ph.D.

Proposed Accountability Framework

The school accountability framework (as represented in the diagram below) includes 1) guiding principles, and 2) fundamental elements of the system that must be addressed to design, operationalize, and evaluate a credible and technically defensible school accountability system.

Proposed School Accountability Framework:

Guiding Principles:

- An excellent and equitable education for all students
- Continuous improvement for all schools and districts
- One federal/state system
- A state and local collaborative effort to assist persistently low-achieving schools

Fundamental Elements:



Guiding Principles

The system goals listed above were established in the Washington State Board of Education (SBE) report *An Excellent and Equitable Education for All Students: A State and Local Partnership for Accountability*, December 2009, revised April 2010. The SBE may confirm or revise these Guiding Principles.

Fundamental Elements

School and System Indicators

Indicators or measures serve two critical functions. First, the identified indicators serve as policy levers to promote desired actions. Second, they contribute to overall measures or classifications of performance. E2SSB 5329 and ESSB 5491 requires the use of specific indicators:

- The Achievement Index
E2SSB 5329 specifies that if the Washington Achievement Index is approved by the US Department of Education for use in identifying schools for federal purposes, it will be used to identify the level of school performance within the state accountability system.
- Statewide Indicators of Educational Health
ESSB 5491 specifies the indicators to include 1) Washington Kindergarten Inventory of Developing Skills; 2) Percent of students meeting proficiency in fourth grade reading; 3) Percent meeting proficiency in eighth grade math; 4) 4-year cohort graduation rate; 5) Percent enrolled in postsecondary education and training or employed in the second and fourth quarter after graduation; and, 6) Percent of college students enrolled in precollege or remedial courses.

Performance Levels

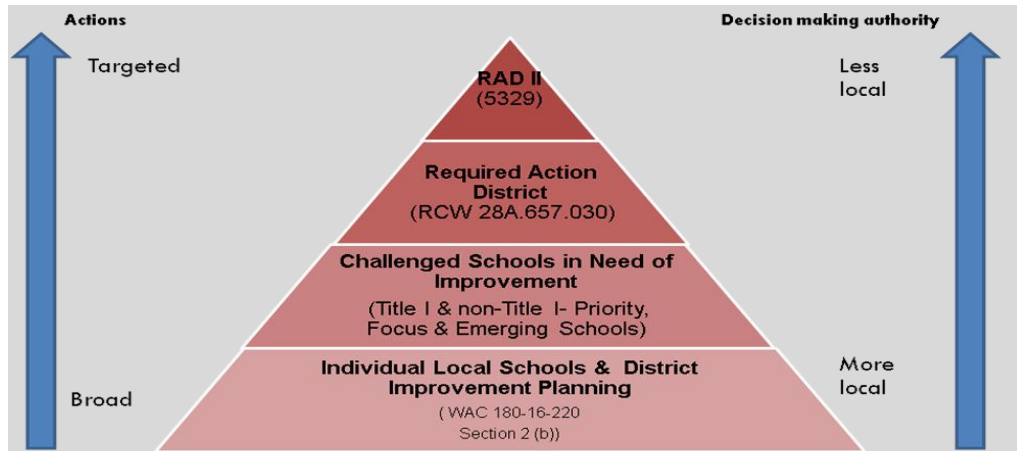
Setting performance levels in the accountability framework includes establishing school designations, tiers and labels, and establishing a unified terminology system. E2SSB 5329 will require establishing a definition of 'challenged schools in need of improvement' and 'persistently lowest-achieving schools.'

Data Reporting System

A well-designed, accessible reporting system available to educators and stakeholders, with useful data visualizations, is a critical part of the Framework. Incorporating data from the accountability system into the Washington State Report Card could be part of the effort to create a coherent system.

Interventions and Supports

Consequences and supports are aimed at promoting continuous improvement. The framework establishes a multi-tiered system with actions tied to each performance level:



Standards and Assessments

Fundamental components of the accountability system are standards and assessments, which are in a period of transition due to the adoption of the Common Core State Standards and implementation of Smarter Balanced Assessments. Further transitioning of standards and assessments will occur if the Next Generation Science Standards are adopted. As implementation occurs, continued monitoring to assure alignment of the system is essential.

SBE Tasks Associated with the Accountability System

The diagram below lists SBE tasks associated with the Accountability System:

School and System Indicators

- Finalize Index with US Dept. of Ed.
- Revise the Awards using the Index
- Establish 5491 goals and stakeholder engagement process

Performance Levels

- Define the statutory levels of achievement relative to the revised Index
- Define school designations
- Work with OSPI to define exit criteria

Data Reporting System

- Work with OSPI to give input on the Report Card website design—how will it look including the Index and ESSB 5491 data?

Interventions and Support

- Guidelines for required action plan approval
- Approval of RAD 2 plans
- Define criteria for releasing districts from RAD 2 status

Standards and Assessments

- Provide consultation to SPI on adoption of NGSS standards
- Provide thoughtful input on the transition to Common Core Assessments

Background

RCW 28A.305.130 includes implementation of an accountability framework in the purpose of the SBE:

The purpose of the state board of education is to provide advocacy and strategic oversight of public education; *implement a standards-based accountability framework that creates a unified system of increasing levels of support for schools in order to improve student academic achievement*; provide leadership in the creation of a system that personalizes education for each student and respects diverse cultures, abilities, and learning styles; and promote achievement of the goals of RCW [28A.150.210](#).

RCW 28A.657.005 also refers to the SBE's responsibility for an accountability framework:

The legislature assigned the state board of education responsibility and oversight for creating an accountability framework. This framework provides a unified system of support for challenged schools that aligns with basic education, increases the level of support based upon the magnitude of need, and uses data for decisions. Such a system will identify schools and their districts for recognition as well as for additional state support. For a specific group of challenged schools, defined as persistently lowest-achieving schools, and their districts, it is necessary to provide a required action process that creates a partnership between the state and local district to target funds and assistance to turn around the identified lowest-achieving schools.

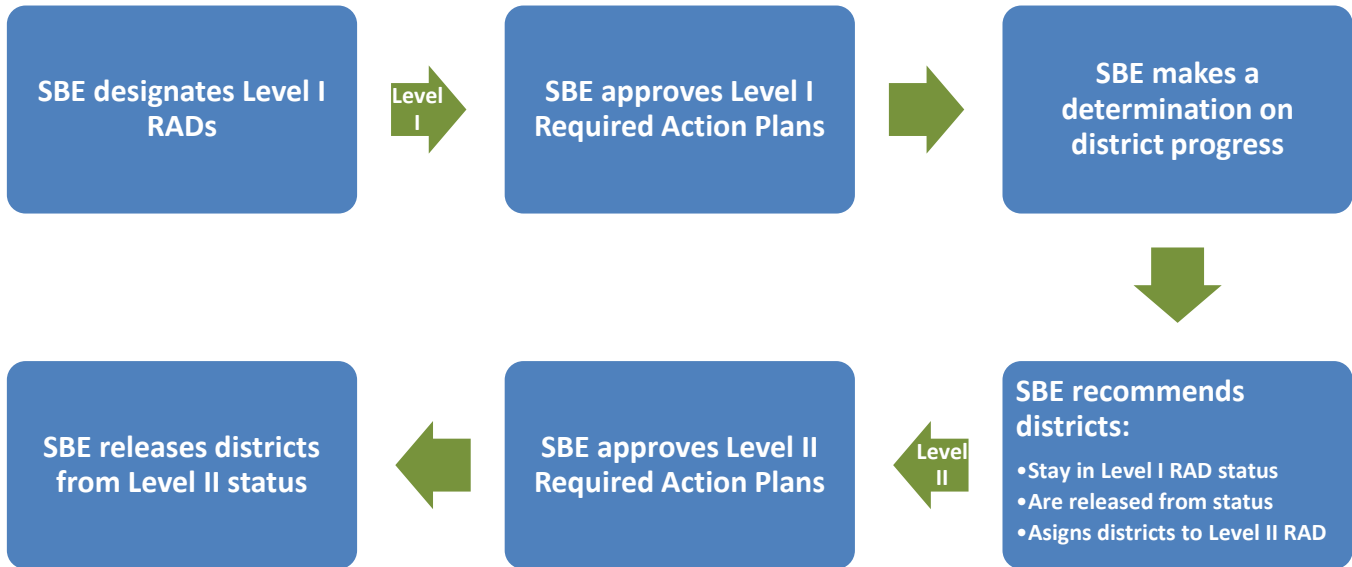
References to an "accountability framework" were made in successive acts of the Legislature: ESHB 2261 in 2009; E2SSB 6696 in 2010; and, E2SHB 5329 in this year's session. As was specified in the July 11-12, 2012, Board Meeting memo on the Statutory Authority for Accountability, these references indicate the SBE's Accountability Framework is intended to be comprehensive, embracing in its design data reporting, performance measurement, and support for schools to raise achievement.

E2SHB 5329

E2SHB 5329 relates to the system of school accountability, specifically eliminating the Title-eligibility as the state criterion for services. It also extends the school improvement models beyond the required federal models, establishes a Level II Required Action process, and establishes authority for the Superintendent of Public Instruction to intercede in Level II Required Action.

The diagram below shows the actions of the SBE in the Level I and Level II Required Action process as mandated by RCW 28A.657 and E2SHB 5329, and in the establishment of Level I and Level II Required Action Districts (RADs). (This diagram does not show all the steps of Required Action--it only shows the SBE tasks.)

SBE Actions Related to Level I and Level II Required Action:



The Table below summarizes some key dates of the Board related to the Level I and Level II RAD process. The first SBE action related to Level I action directed by E2SSB 5329 will be the designation of Level 1 RADs identified by OSPI by December 1, 2013. The SBE is likely to consider designating Level 1 RADs based on OSPI’s identification at the January 2014 meeting.

Current RADs will have been in RAD status for three years after the 2013-2014 school year—so consideration of release from RAD status or designation to Level II status, should any of the current RADs fail to progress, could be in January 2015. However, under Section 10 of the bill, a Required Action District designated for a persistently lowest-achieving school that also received a federal school improvement grant in 2010 or 2011, may be directed by the SBE to Level II status after one year of implementing a Required Action Plan. This section would allow the current RAD districts to be moved to Level II status as early as January 2014 if they are determined to have such a school.

Key Dates	Action
July – October 2013	Development of Accountability Framework Rules. The SBE must propose rules by November 1, 2013.
November 2013	Provide consultation to OSPI on a list of school improvement models.
December 2013	OSPI identifies challenges schools in need of improvement and persistently lowest-achieving schools.
January 2014	Review of OSPI findings and consideration of designation of Level I RADs and Level II RADs (if Level I RADs have lowest-achieving schools that also had federal SIG grants in 2010 or 2011).
March 2014	Review and consider approval of Required Action Plans.

ESSB 5491

ESSB 5491 establishes the responsibility of the SBE, with the assistance of specified stakeholder agencies and the Educational Opportunity Gap Oversight and Accountability Committee, to set goals for the educational system. The bill sets the indicators as the Statewide Indicators of Educational Health listed in the framework above. The stakeholder groups include:

- OSPI
- The Workforce Training and Education Coordinating Board
- The Educational Opportunity Gap Oversight and Accountability Committee
- The Student Achievement Council

Action

The SBE will engage in a work session to review and discuss:

- The Proposed Framework, including the Guiding Principles and an accountability system theory of action.
- The requirements of E2SSB 5329.
- The requirements of ESSB 5491.

The SBE may consider approving:

- Definitions of “Persistently lowest achieving” and “Challenged schools in need of improvement.”
- A process for setting goals for ESSB 5491.
- A letter to the Achievement and Accountability Workgroup concerning stakeholder input on the Accountability Framework.

Members should come to the meeting prepared to discuss the Proposed Framework and the two bills. It may be helpful to the discussion for members to consider the following questions associated with the accountability system:

- Why is each ESSB 5491 indicator important and what does it say about system health?
- What should ESSB 5491 indicator goals be based on?
- How should qualifying schools be prioritized for support in the RAD I and II system?
- How should Required Action Plans be structured to maximize the likelihood that the plan will engender an authentic change in practice?
- How should the accountability framework address the transition to the Common Core State Standards?
- How should the type and scale of support for districts in the RAD I and II system vary with school designations?

DEVELOPMENT OF A REVISED ACHIEVEMENT INDEX

Policy Consideration

After working iteratively since last July through a series of decisions relating to the redesign of the Achievement Index, the SBE will now be asked to vote on final submission of the redesign to the US Department of Education. Both OSPI and SBE anticipate an iterative process with the USDOE. The Board's final approval of the Index will come after federal consideration. If the USDOE asks Washington State to make adjustments to the submitted Index, the SBE will need to formally consider those changes prior to final adoption. The submission of the Index is the first step in a multi-step process toward the development of an overall accountability framework as required by Senate Bill 5329 (2013).

Summary

Included in the Board's packet is a link to the Final Report of the Achievement and Accountability Workgroup (AAW) as it relates to Index redesign (the AAW continues its work on the second phase of its work in August). The vote on the final report – whether the report accurately reflected the input of the group – was unanimously in favor. The final vote on general support for the Index redesign itself was 12 votes in favor, 4 votes in favor with concerns, and 1 vote not in favor. The four votes in favor with concerns pertained to the manner in which the Index evaluates the performance of English Language Learner performance. Those voting 'with concerns' urged the Board to consider an 'Ever ELL' cell methodology in which all ELL students – both students currently in the program as well as students who have exited the program – would be counted in the ELL cell for accountability purposes. The one vote not in favor was based on a variety of factors. A full listing of the concerns of this individual is available for Board member review. The primary concerns centered on the use of normative growth measures, the use of federal subcategories of students which allow for duplicate counts, and the shorter period of time dedicated to the redesign of the Index, in comparison to prior Index design efforts.

Note: To avoid duplicate printing, the Board's packet does not include reprinted copies of the AAW Report, which is available [here on the SBE website](#). Members can receive a paper copy on request.

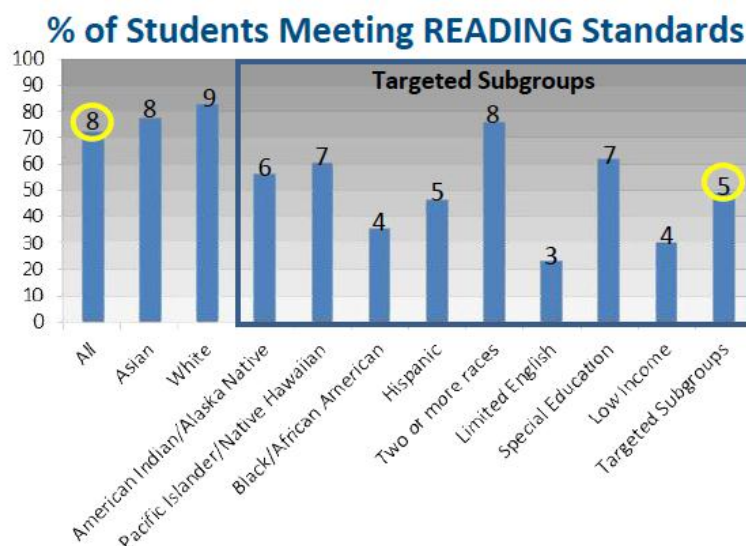
Additionally, at the June 19th special meeting, the Board heard extensive public comment from stakeholders on the proposed submission. That public comment is summarized in the minutes of that meeting, available in a separate section of this packet. The input centered primarily on concerns that the Index tier labels may be used to establish "A-F" grades for public schools, either by the state legislature or external parties. There were also comments about the complexity and adaptability of the Student Growth Percentile (SGP) methodology, how the Index reflects the performance of small schools, and how federally-defined "focus" schools will be handled in the Index.

There are a number of outstanding Index design questions that staff has worked through at a staff level but that the Board has not yet voted on. The motion for today's meeting will include adoption of these rules as well. These issues include:

- **Use of three years of data** – It is our intent to use three years of data, when available, in deriving Index scores. This is consistent with the current practice of identifying Priority

and Focus schools for federal accountability purposes. Staff intend to present different achievement award options which allow schools to be recognized for strong single year improvements to counteract the lagging effects of a 3-year rolling average.

- Establishing the remaining tier label performance bands** – The Board has had in-depth discussions about the performance bands associated with Exemplary and Struggling status in the Index, and how federal and state alignment can be achieved. Staff propose to establish the remaining performance bands with the premise that the top two tier labels (exemplary and very good) will be commensurate in size to the bottom two tier labels (fair and struggling). The Board will not approve an exact performance band cut score because the simulations are based on one year of data. Three years of growth data does not become available until December of this year, and will require a recalibration of the cut scores associated with each performance band.
- English Language Learner Cell**– The Board has heard presentations from OSPI and expert stakeholders in consecutive meetings on proposals to potentially revise Annual Measurable Achievement Objectives (AMAOs) that could be tailored to this new framework. A separate memo is included in your packet about these issues, and meetings from the prior meeting are available [here](#). The staff recommendation, based on extensive input from the AAW and representatives of the Bilingual Education Accountability Committee, is to propose an ‘Ever ELL’ cell approach to the federal government, and revise the AMAO’s pursuant to Dr. Mendoza’s recommended option from the May Board meeting.
- Removing ‘2 or more races’ from Targeted Subgroup score** – Data analysis reveals that the ‘2 or more races’ subcategory of students is not actually an underachieving subgroup and has the potential to artificially inflate targeted subgroup scores. The achievement in Reading, for example, is roughly commensurate with the state-wide average scores (see below). Staff recommends removing this subgroup and monitoring its performance over time for possible inclusion in the future. This group is our fastest-growing subgroup and may change rapidly in its composition over time.



- **Statement of intent to move to criterion-based performance bands after the transition to Common Core** – Although the current federal definitions of Priority and Focus schools developed by USDOE are primarily normative in nature, the Board has repeatedly expressed a desire to create performance bands based on ‘hard’ Index score requirements that do not fluctuate year-to-year on a normative basis. Staff would propose that the Board adopt a statement of intent to move to criterion-referenced standards after the transition to Common Core is complete, and score distributions can be more accurately assessed.

Background

The U.S. Department of Education granted Washington’s waiver request from certain Elementary and Secondary Education Act (ESEA) requirements in July 2012.

As the Department has planned for the transition to Common Core, there have been new developments in the ESEA flexibility guidance. The new guidance relates to concerns expressed by states about possible ‘double testing’ during the 2013-14 school year. This is the year many districts would be piloting the new SBAC tests while also continuing to take the MSP and other state tests for state accountability purposes. To alleviate these concerns, the USDOE has offered states the opportunity to request a waiver – amounting to a one-year “pause” on federal accountability. Superintendent Dorn intends to request this waiver. As of the date of this memo, the full ramifications of this waiver are not yet known. Agency staff are exploring the extent to which student growth data can still be derived from data in this ‘waiver year’.

This policy document from the Council of Chief State School Officers outlines the issues associated with this waiver opportunity [here](#). A key paragraph is below:

“As a matter of federal requirements, each state may at the end of 2012-13 identify the lowest performing priority and focus schools prior to assessment transition, and maintain that designation and support through the assessment transition period.”

This implies that the current list of Priority and Focus schools could stay in effect through the 2013-14 school year, and raises new questions about the relationship of these lists to the Index in the coming school year. Although this does not necessarily impact the indicator components of the Index, it may impact the timeline of implementation.

Action

The Board will be asked to vote on final submission of the Index redesign to the United States Department of Education for approval.

Revised Achievement Index Model Summary

EXAMPLE DATA

		Reading	Math	Writing	Science	Average
Proficiency (10 points possible)	All Students	8	7	7	7	7.3
	Targeted Subgroups	5	5	6	4	5.0

		Reading	Math	Average	Doubled for 10-point scale
Growth (5 points possible)	All Students	3	3	3.0	6.0
	Targeted Subgroups	3	3	3.0	6.0

		Grad Rate	Dual Credit/ Industry Certification	11 th Grade Assessments	Average
College Career Readiness (10 points possible)	All Students	6	To be phased-in		6.0
	Targeted Subgroups	4			4.0

K-8:
40% Proficiency
+ 60% Growth

High School:
33% Proficiency
33% Growth
+ 33% CCR

6.1

5.7

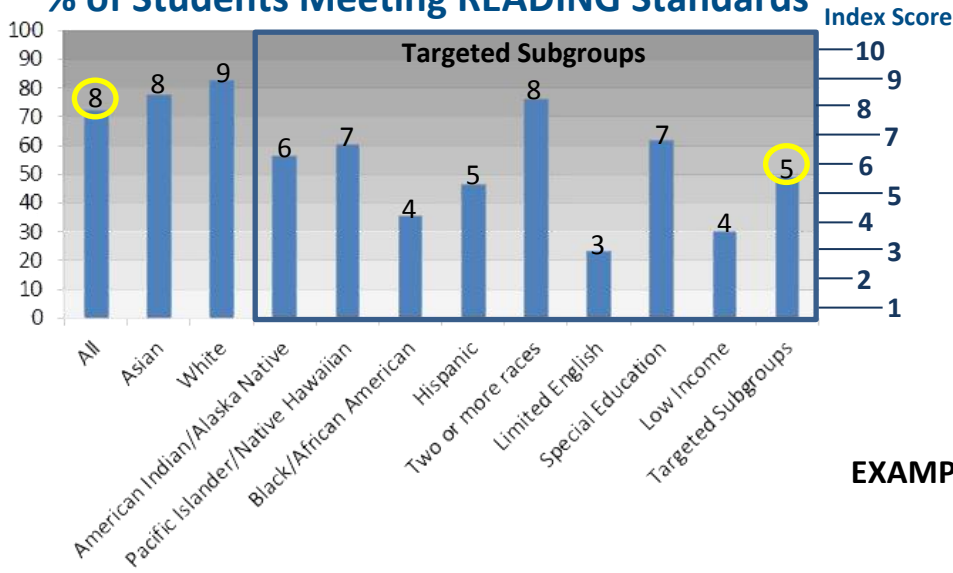
Overall Index Rating (10 points possible)

* Staff are preparing an additional option that excludes the 'two or more races' subcategory of students from the "targeted subgroup" score.

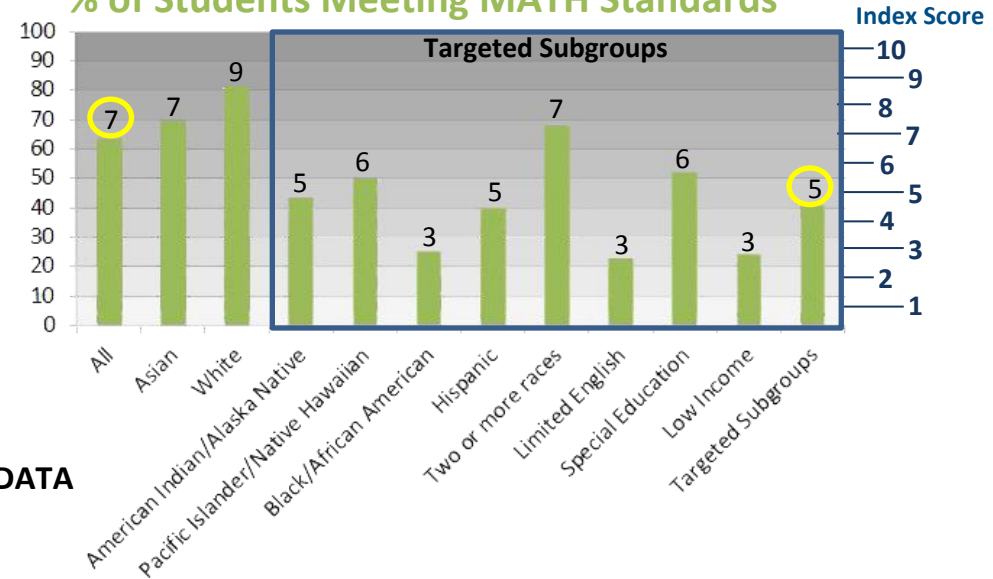
Proficiency Ratings

		Reading	Math	Writing	Science	Average
Proficiency (10 points possible)	All Students	8	7	7	7	7.3
	Targeted Subgroups	5	5	6	4	5.0

% of Students Meeting READING Standards

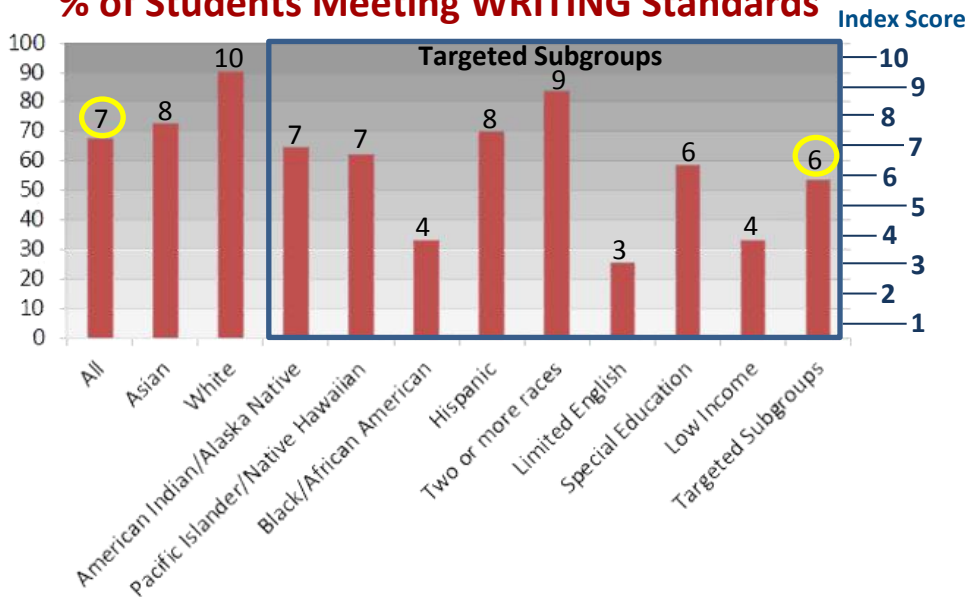


% of Students Meeting MATH Standards

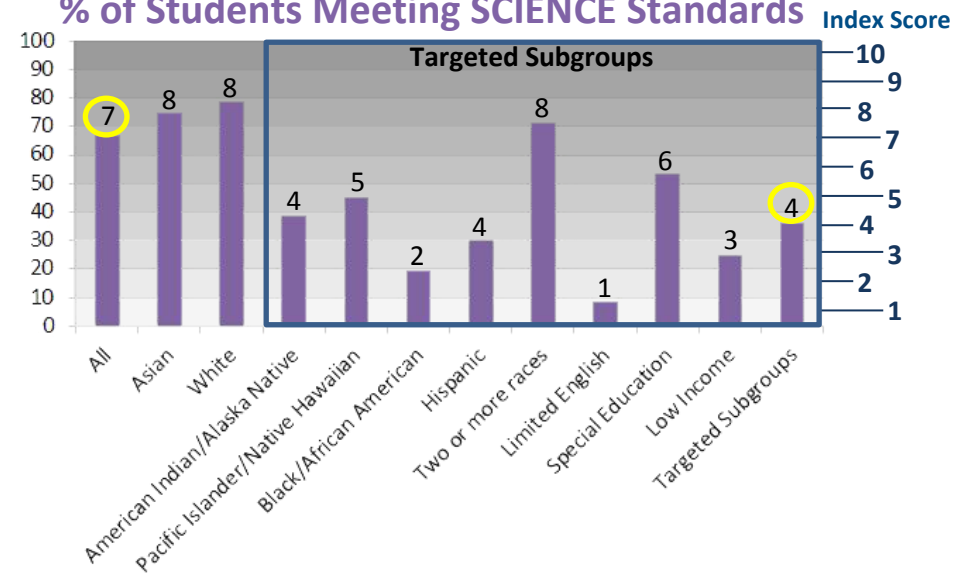


EXAMPLE DATA

% of Students Meeting WRITING Standards



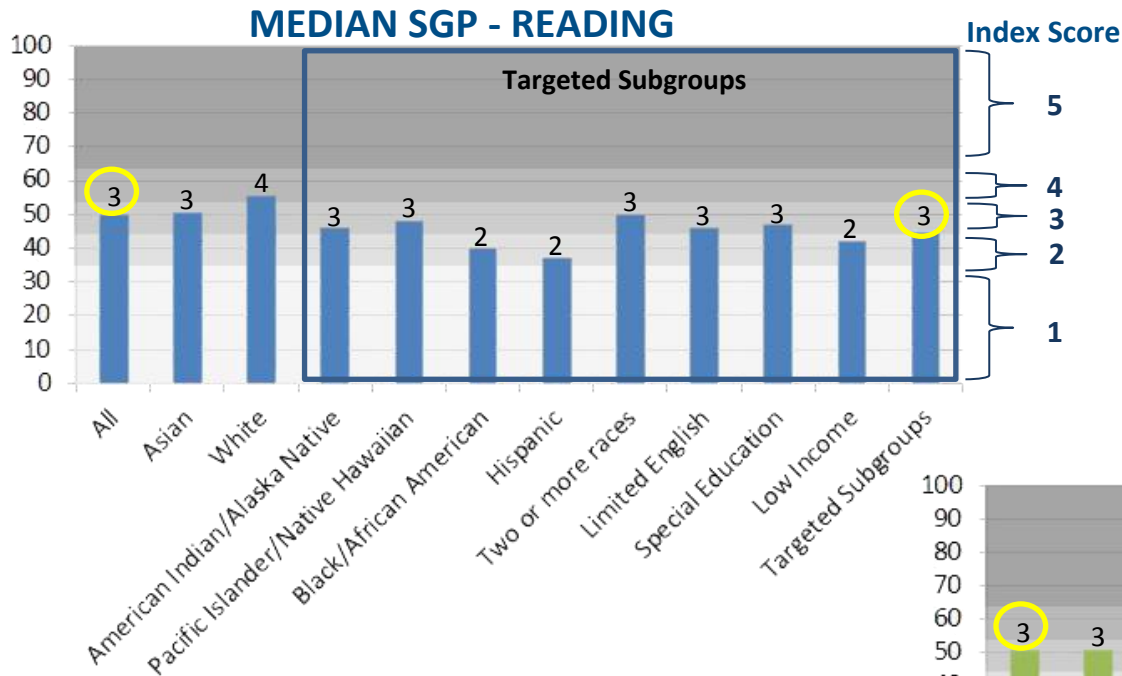
% of Students Meeting SCIENCE Standards



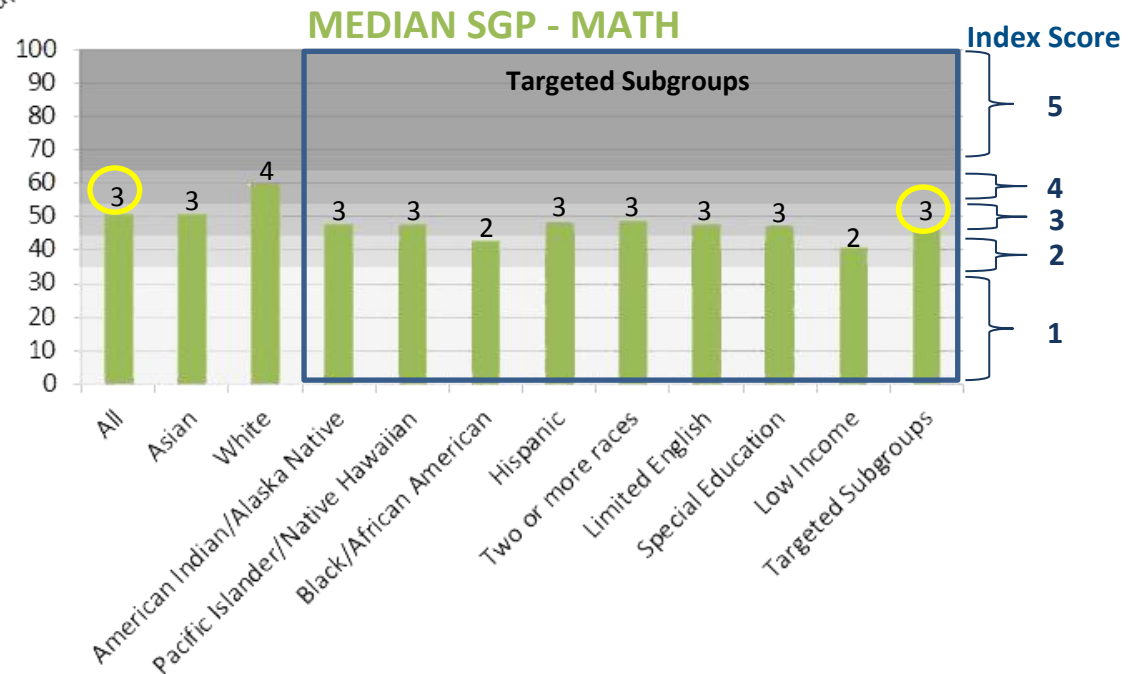
* Staff are preparing an additional option that excludes the 'two or more races' subcategory of students from the "targeted subgroup" score.

Growth Ratings

		Reading	Math	Average	Doubled for 10-point scale
Growth (5 points possible)	All Students	3	3	3.0	6.0
	Targeted Subgroups	3	3	3.0	6.0



EXAMPLE DATA



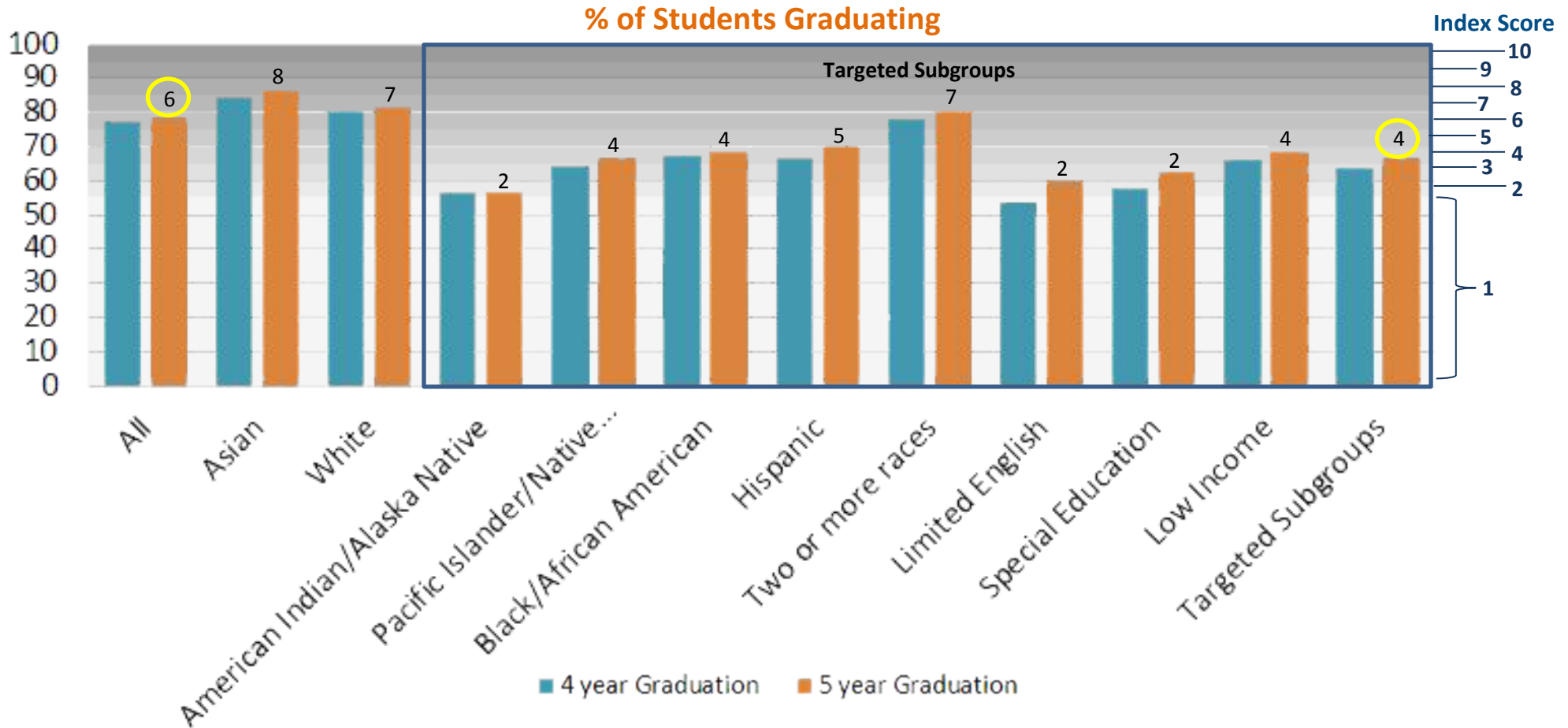
* Staff are preparing an additional option that excludes the 'two or more races' subcategory of students from the "targeted subgroup" score.

College & Career Readiness

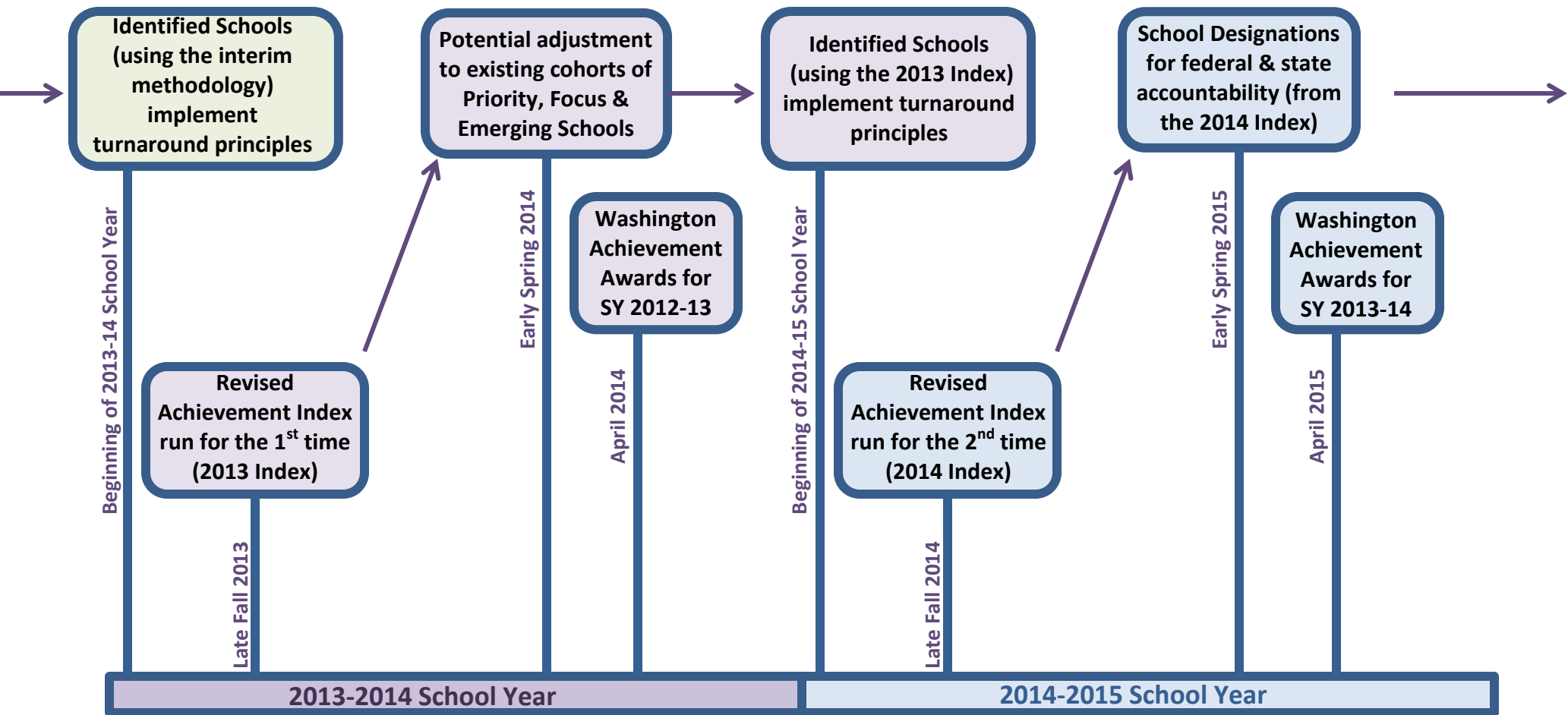
EXAMPLE DATA

Graduation Rate is the higher number of the 4-year and 5-year graduation percentages.

		Grad Rate	Dual Credit/ Industry Certification	11 th Grade Assessments	Average
College Career Readiness (10 points possible)	All Students	6	To be phased-in		6.0
	Targeted Subgroups	4			4.0



Proposed Revised Achievement Index Implementation Timeline



Proposed Revised Achievement Index Implementation Chart

Accountability & School Designations			
	Designation for SY 2013-14	Designation for SY 2014-15 (using 2013 Index)	Designation for SY 2015-16 (using 2014 Index)
Awards	Revised Index		
Priority, Focus & Emerging	Current System	Current System + Non-Title Schools	Revised Index
Required Action Districts	Current System	Current System + Revised Index	Revised Index
Annual Measurable Objectives	Current System	Current System	Add Growth*
Exit Criteria	Current System	TBD**	

Phasing in Elements of the Revised Index			
	2013 Index (data ending in Spring 2013)	2014 Index (data ending in Spring 2014)	2015 Index (data ending in Spring 2015)
Proficiency	Reading, Writing, Math & Science		
Growth	Median Growth	Adequate Growth	
College Career Readiness	Graduation Rate	Graduation, Dual Credit & Industry Certification	

*The Board has asked staff to develop a proposal, but hasn't yet adopted this change. ** To be determined.