

# The Washington State Board of Education

Governance | Achievement | Transitions | Math & Science | Effective Workforce

<b>Title:</b>	<b>Revising the State Achievement Index</b>	
<b>As Related To:</b>	<input type="checkbox"/> Goal One: Advocate for effective and accountable P-13 governance in public education <input checked="" type="checkbox"/> Goal Two: Provide policy leadership for closing the academic achievement gap <input type="checkbox"/> Goal Three: Provide policy leadership to strengthen students' transitions within the P-13 system	<input checked="" type="checkbox"/> Goal Four: Promote effective strategies to make Washington's students nationally and internationally competitive in math and science <input type="checkbox"/> Goal Five: Advocate for policies to develop the most highly effective K-12 teacher and leader workforce in the nation <input type="checkbox"/> Other
<b>Relevant To Board Roles:</b>	<input type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
<b>Policy Considerations / Key Questions:</b>	<ol style="list-style-type: none"> <li>1. Do the proposed Theory of Action and Letter to the AAW documents accurately reflect SBE priorities and intentions for next steps in the Index revision process?</li> <li>2. What have other states done in building their own accountability system that could inform the identification of performance indicators in Washington?</li> <li>3. What should SBE consider when exploring how to include ELL data in a revised Index?</li> </ol>	
<b>Possible Board Action:</b>	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input checked="" type="checkbox"/> Approve <input type="checkbox"/> Other	
<b>Materials Included in Packet:</b>	<input checked="" type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Materials <input type="checkbox"/> PowerPoint	
<b>Synopsis:</b>	<p>SBE will review and approve two documents:</p> <ul style="list-style-type: none"> <li>• A proposed Theory of Action for the revised Index (Appendix A); and</li> <li>• A letter to the Achievement and Accountability Workgroup providing specific questions to guide their first in-person meeting in October (Appendix B).</li> </ul> <p>These documents build upon the AAW Charter and the Accountability System Resolution, both of which were approved at the July, 2012 SBE meeting.</p> <p>SBE will also review major accountability themes that emerge from the Elementary and Secondary Act (ESEA) flexibility applications and discuss how these themes inform the revision of the Washington Achievement Index with a focus on the selection of performance indicators, including:</p> <ol style="list-style-type: none"> <li>a. Proficiency indicators (% of students meeting standard in state assessments).</li> <li>b. Growth indicators (% of students demonstrating growth).</li> <li>c. Workforce and postsecondary readiness indicators (% of students demonstrating readiness on indicators of workforce or college preparedness).</li> </ol> <p>Additionally, SBE will review other states' systems to understand emerging trends in terms of disaggregation of subgroup data and school rating systems. English Language Learner data are also included in this analysis and will be discussed in more detail during the agenda item "English Language Learners (ELL) in a Statewide Accountability Index."</p>	

## STATE ACCOUNTABILITY SYSTEMS

### Policy Consideration

SBE will review and approve two documents:

- A proposed Theory of Action for the revised Index (Appendix A).
- A letter to the Achievement and Accountability Workgroup providing specific questions to guide their first in-person meeting in October (Appendix B).

These documents are meant to build upon the AAW Charter and the Accountability System Resolution, both of which were approved at the July 2012 Board meeting.

SBE will also review major accountability themes that emerge from the Elementary and Secondary Act (ESEA) flexibility applications and discuss how these themes inform the revision of the Washington Achievement Index with a focus on the selection of performance indicators, including:

- a. Proficiency indicators (percent of students meeting standard in state assessments).
- b. Growth indicators (percent of students demonstrating growth).
- c. Workforce and postsecondary readiness indicators (percent of students demonstrating readiness on one of multiple indicators of workforce or college preparedness).

Additionally, SBE will review other states' systems to understand emerging trends in terms of disaggregation of subgroup data and school rating systems. English Language Learner data are also included in this analysis and will be discussed in more detail during the agenda item *"English Language Learners (ELL) in a Statewide Accountability Index."*

### Summary

#### **Proposed Theory of Action:**

This Theory of Action was initially discussed at the July 2012 Board meeting. The document outlines the rationale behind the revised Index, including the reasons for its revision, what assumptions are being made, and what the intended result will be. The document reflects that the Index is not, in itself, an entire accountability framework, but is rather a critical component of a comprehensive accountability system. The ESEA Committee, made up of SBE Members Bernal Baca, Amy Bragdon, Bob Hughes, and Kris Mayer, have reviewed and discussed this document and present it for SBE consideration.

#### **Letter to the AAW to guide the October in-person meeting:**

This letter outlines the input SBE is seeking from the AAW. In November, the SBE will consider what performance indicators to include in the Index. Proficiency and growth are required as part of the ESEA flexibility, but Career and College Readiness is optional. The AAW will advise the SBE on which performance indicators to include. However, a discussion of performance indicators absent a parallel discussion of sub-indicators (for example, AP/IB participation and industry certification) would not be meaningful. Therefore this detailed and somewhat technical letter was created as a framework for future AAW discussion. This will guide their October discussion of performance indicators which is intended to inform the SBE's November selection

of performance indicators. Similarly, it lays the ground work for the AAW's December discussion on sub-indicators and design decisions, which will inform the SBE's January decisions on a prototype Index. The ESEA Committee has reviewed this letter and presents it to the full Board for consideration.

### **Major Accountability Themes from other States:**

Beginning in 2011, the US Department of Education (USED) offered flexibility from the ESEA accountability systems. Prior SBE memos have detailed the waiver requirements and the flexibility that is awarded to states that demonstrate they are able to meet those requirements. In November 2011, 11 states applied for flexibility in the first round of applications. Eventually all 11 states were approved. In February 2012, an additional 27 states plus the District of Columbia (treated as a state for accountability purposes) applied in round two. The majority of these states have also been approved (see Appendix C for specifics). Additional states have signaled their intentions to apply and will be evaluated and approved by USED on a rolling basis.

In order to inform the revision of the Achievement Index, staff has analyzed the Principle two sections (state accountability systems) of the approved state flexibility requests.

Several accountability themes are apparent in the applications and will be briefly summarized in this memo. A chart of Principle two elements by state will be provided in the additional materials folder at the September 25-27 Board meeting.

### Proficiency

The ESEA flexibility requires states to run accountability systems that include, at a minimum, reading and math in grades 3-8 and once in high school. However, at least 18 of the states intend to include statewide assessment data in additional subjects, most frequently writing and science, but also social studies and history. Washington's proposal included using the existing Index as a foundation and specifically stated that the revised Index would include writing and science in addition to reading and math. The intent was to avoid narrowing the curriculum to just reading and math and to include the skills that are necessary for career and college readiness in the 21<sup>st</sup> century.

Washington's current Achievement Index equally weights reading, writing, math, and science, although writing and science are tested less frequently. Future analysis will indicate how the other states weight the additional subjects in relation to reading and math. The AAW will provide input on weighting, and final decisions will be made by SBE in finalizing an Index.

### Growth

ESEA flexibility requires each state to incorporate growth measures in addition to proficiency. Due to the annual requirements for testing in reading and math, these subjects lend themselves most closely to a growth calculation because they are tested most frequently. Most states included growth in just reading and math, but a few propose incorporating additional subjects when they were tested frequently.

How growth is evaluated and assessed depends upon the state: e.g. Florida includes the percent of students making a year's growth in a year's time, versus the Colorado model which looks at 'catch up' growth to ensure that students who are behind are on a trajectory to catch up within three years. Similarly, states incorporate subgroup data into growth ratings differently. Using Florida again as an example, their system considers the degree to which the lowest 25 percent of students are making a year's worth of growth.

Growth was discussed at the July and May SBE meetings in depth.

### Graduation Rates

States are required to include high school graduation rates in their assessment of school performance. The ways the data are incorporated do vary some from state to state. These data are sometimes included as a component of a broader measure of career and college readiness and sometimes stand alone. Either way, states examine graduation rates by disaggregated subgroup, by 'all students', or by super subgroup (such as Florida, which separately examines graduation rates for students 'at risk' defined as being below grade level in reading and math upon high school entry). States look at either four-year or five-year graduation rates or both. Washington's ESEA flexibility proposal includes a five-year graduation rate but leaves room for disaggregation decisions.

### Career and College Readiness

Readiness for either college or careers is a major goal of ESEA flexibility, and follow naturally from themes in the Race to the Top competition and indeed, to the very nature of Common Core State Standards. The expectation is no longer that students simply graduate from high school. Rather, the goal is that they leave high school on track for either a career or college. This push is reflected in many of the state flexibility requests. A significant number of states are incorporating measures of postsecondary readiness into their accountability systems, particularly for high schools. Typical metrics include Advanced Placement performance, International Baccalaureate participation and success, SAT and ACT success, participation in dual enrollment courses, and industry certification rates. Several states are examining the possible inclusion of these measures. Some states go as far as committing to examining course completion rates - the degree to which 9<sup>th</sup> graders are on track for college readiness, and other dropout risk factors.

### Subgroups

States must continue to report fully disaggregated data for state assessments. States must also set Annual Measurable Objectives (AMOs) in reading and math for the 'all' students subgroup and all other major racial and ethnic groups, students from low-income families, English Learners, and students with disabilities. Washington has set these AMOs and has a goal of reducing the proficiency gap by 50 percent over six years. However, when it comes to states' performance indexes, there is more latitude for states to consolidate subgroups. Some states continue to include fully disaggregated data in their respective indexes. Others opt to create 'super subgroups' by combining some groups. Super subgroups can be used to identify Reward, Focus, and Priority schools, or to determine which schools are 'struggling' or 'F' schools (see School Rating Systems section for more information). For example, Connecticut created a "high needs subgroup" which is made up of English Learners, students receiving special education instruction, and students receiving subsidized meals. Massachusetts created a similar high needs group but adds former ELLs. Florida takes into account the lowest 25 percent of students regardless of their subgroup. Oregon uses all of the federal subgroup categories and added another, which they call 'catch up' reflecting that these are students who scored below grade level on assessments.

There are some advantages to combining students into a super subgroup. Most often cited is a calculation that shows that states can hold more schools accountable for subgroup performance when they are combined because the super subgroup rises above the minimum 'n' size, below which the data are not visible. Utah, for example, argues that creating super subgroups captures 90 percent of schools, versus only 62 percent captured by lowering their 'n' size. Illinois and Nevada propose a hybrid of full disaggregation and super subgroups by employing a super

subgroup only for schools with groups below the minimum 'n' size and for all other schools using fully disaggregated subgroup data.

The consolidation of subgroups into super subgroups raises some concerns. Grouping the performance of diverse subgroups together can mask the unique differences among groups and create confusion regarding appropriate intervention strategies. If a low-performing super subgroup includes students with disabilities, low income students, and English Learners, that does not mean that their needs are all the same or that the strategies to boost the performance of one subgroup will work for another.

Similarly, improving one subgroup but not another could make a school's performance appear better than it should. One of the noted strengths of NCLB was the focus on each subgroup, so creating a super subgroup could obscure persistent lack of improvement in a small subgroup.

#### English Language Learner Subgroup Accountability

ELLs is one of the AYP subgroups, and thus states were held accountable to increase their levels of proficiency in reading and math in alignment with the Uniform Bar expectations, culminating in 100 percent of students meeting standard in 2014. Under the current AMOs that were proposed by Washington to substitute for the federal expectations, schools must close proficiency gaps for their ELL subgroup just as they must close proficiency gaps for all subgroups.

Additional federal accountability for ELLs is addressed in Title III. Students are tested for English proficiency annually. There are four levels of proficiency: Level 1 – Beginning, Level 2 – Intermediate, Level 3 – Advanced, and Level 4 – Transitional (proficient). When students reach Level 4 they are considered fully English language proficient and no longer qualify for support in either the federal Title III program or the state Transitional Bilingual Instructional Program.

Federal Title III accountability holds schools receiving Title III funds responsible for three outcomes, referred to as Annual Measurable Achievement Objectives (AMAOs). Note that this acronym is similar to AMO but this is a separate set of expectations.

- AMAO-1: Annual increases in the number or percentage of children making progress in learning English.
- AMAO-2: Annual increases in the number or percentage of children attaining English proficiency.
- AMAO-3: The number or percentage of students meeting AYP targets in the reading and math ELL cells. Under the ESEA flexibility waiver, the new AMO targets of closing proficiency gaps by 50 percent by 2017 will apply.

There are several challenges inherent in the federal accountability system and revising the Achievement Index is an opportunity to address them. First, students who have not yet reached English language proficiency may struggle to performance on assessments that are given in English. In other words, some of the lack performance on tests may in fact be because the test is measuring their language ability rather than their content knowledge.

A second challenge is that as soon as students reach English proficiency, they are no longer counted as ELLs. Therefore, just as students are most likely to be able to access the language in the test, they are not counted in that subgroup any longer.

States have proposed a few different models for improving ELL accountability in their flexibility applications. Colorado and Illinois are described in more detail. Specific strategies include:

- Calculating adequate student growth in acquisition of English language proficiency.
- Incorporating Spanish language assessments.
- Adding the AMAO-1 data to the state accountability system.
- Creating a new subgroup of former ELLs to measure achievement and opportunity gap closure.

Colorado includes four major performance indicators in their accountability system. Their performance indicators are Achievement, Growth, Growth Gaps, and Postsecondary and Workforce Readiness. Notably, they provide Spanish language assessments in reading and writing for grades three and four, and student performance on those assessments is counted in their Achievement performance indicator. Additionally, they put an additional twist on Growth for ELLs. They not only look at how well the ELL subgroup demonstrates Adequate Growth, they also look at Adequate Growth in terms of growth in English language acquisition using the Colorado English Language Proficiency Assessment (CELApro). In other words, Colorado has set expectations for how rapidly students should achieve English language proficiency and can display the percent of ELLs on track to achieve that proficiency. Including this type of growth in their accountability system will incentivize schools to focus not just on content area learning but ensuring that students are acquiring English at an adequate rate.

Excerpt from the [Colorado ESEA flexibility application](#), page 58:

PERFORMANCE INDICATOR	ACHIEVEMENT	GROWTH	GROWTH GAPS	POSTSECONDARY AND WORKFORCE READINESS
Points/Weight Elementary/Middle High School	25 points 15 points	50 points 35 points	25 points 15 points	- 35 points
Measure	<p><b>Colorado Student Assessment Program (CSAP), including:</b></p> <ul style="list-style-type: none"> <li>• Lectura and Escritura (Spanish versions of reading &amp; writing for grades 3, 4)</li> <li>• CSAP-A (alternate CSAP)</li> </ul> <p><b>In the following content areas:</b></p> <ul style="list-style-type: none"> <li>• Reading (25%)</li> <li>• Mathematics (25%)</li> <li>• Writing (25%)</li> <li>• Science (25%)</li> </ul>	<p><b>Colorado Growth Model CSAP</b></p> <ul style="list-style-type: none"> <li>• Reading (28.6%)</li> <li>• Mathematics (28.6%)</li> <li>• Writing (28.6%)</li> </ul> <p><b>Colorado English Language Acquisition Proficiency Assessment (CELApro) (14.3%)</b></p>	<p><b>Colorado Growth Model CSAP</b></p> <ul style="list-style-type: none"> <li>• Reading (33.3%)</li> <li>• Mathematics (33.3%)</li> <li>• Writing (33.3%)</li> </ul>	<p><b>Graduation rate (25%)</b> <b>Disaggregated graduation rate (25%)</b> <b>Dropout rate (25%)</b> <b>Colorado ACT (25%)</b></p>

Illinois proposes a similar focus on English language acquisition. Rather than using adequate growth like Colorado, their proposal incorporates progress on English proficiency as measured by their ACCESS assessment. This essentially means that they have incorporated their AMAO-1, Making Progress. This brings the federal Title III accountability in alignment with their state accountability system.

Illinois' proposal also includes the addition of a new subgroup for measuring achievement gaps: former ELLs. This means that these students are disaggregated and reported separately and schools and districts must ensure that they continue to make academic progress.

Excerpt from the [Illinois ESEA flexibility application](#), page 38:

Multiple Measure Category	Multiple Measure Index Name	Multiple Measure Index Definition	Multiple Measure Index Target
Outcomes	College and Career Bound (High Schools and School Districts)	Percentage of students graduating within 4 years	Reduce by one half the difference from 90% within 6 years
		Percentage of students graduating within 5 years	Reduce by one half the difference from 95% within 6 years
Achievement	College and Career Readiness	Percentage meeting and exceeding standards on EXPLORE <sup>a</sup> (Grade 9), PLAN <sup>a</sup> (Grade 10), and PSAE/IAA (Grade 11) in mathematics, reading, and science	Reduce by one half the percentage not proficient within 6 years
	College and Career Mastery	Percentage meeting ACT College Readiness Benchmarks	Reduce by one half the percentage not meeting benchmarks within 6 years
		Percentage receiving WorkKeys National Career Readiness Certificate <sup>a</sup>	Reduce by one half the percentage not receiving a certificate within 6 years
Achievement Gap Reduction	Percentage achievement gap reduction on EXPLORE <sup>a</sup> (Grade 9), PLAN <sup>a</sup> (Grade 10), and PSAE/IAA (Grade 11) in mathematics, reading, and science	Reduce by one half the percentage achievement gap within 6 years	
Progress	Growth in Content Proficiency	Growth on EXPLORE <sup>a</sup> , PLAN <sup>a</sup> , and ACT (Grades 9–11) in mathematics and reading	Reduce by one half the percentage not attaining expected growth within 6 years
	Progress in English Proficiency	Percentage making progress (.5 increase or max score of 6.0) on ACCESS	57.4% in 2012; increases by 3% each year
Context (Bonus)	Climate Survey	School rating of an “excellent” climate for learning <sup>a</sup>	Reduce by one half the percentage of schools not excellent within 6 years
	College Preparedness	Percentage of students scoring a 3 or higher on Advanced Placement or International Baccalaureate exams <sup>a</sup>	Increase by 5% each year or attain 25% overall
		Percentage of students taking dual credit or honors courses <sup>a</sup>	Increase by 5% each year or attain 25% overall
Career Preparedness	Percentage of students receiving industry credentials <sup>a</sup>	Increase by 5% each year or attain 25% overall	

## **Background**

Beginning in July 2012 and culminating with the adoption of a Revised Index in September 2103, SBE will consider necessary elements of a revised Achievement Index to fulfill the responsibility of SBE in Phase I (Senate Bill 6696) including:

- Principles to guide the development and implementation of the accountability system (completed in July 2012).
- Performance Indicators, which will be used to measure performance and improvement.
- Goals, which broadly defined include the purposes, uses, and contexts of the system.
- Design decisions, which drive how the indicators will be used to make decisions about school and district effectiveness.
- Consequences, including rewards, sanctions, and interventions.

Phase II will need to fully address:

- Communication designed to provide information to stakeholders.
- Support, which includes resources and services for schools and districts as they work to attain the goals of the accountability system.
- System evaluation, monitoring, and improvement to continually analyze the system to ensure that goals are met.

At the July 2012 meeting, SBE approved a resolution with specific principles, including:

- Alignment of performance indicators to the goal of preparing students for postsecondary education, gainful employment, and citizenship.
- Incorporation of student growth data to ensure that school and district performance is evaluated fairly.
- Recognition of persistent opportunity and achievement gaps, and a need to disaggregate assessment data to ensure that all students achieve.
- Transparency to support external accountability and internal improvement.

SBE also approved a charter that created the Achievement and Accountability Workgroup (AAW). This workgroup of more than 20 stakeholder organizations will meet every other month to discuss the ongoing revision of the Index and provide direct input to SBE.

SBE will consider including a range of possible performance indicators and sub-indicators in the revised Index, including:

<b>Performance Indicators</b>	<b>Possible Sub-Indicators</b>	<b>Discussion</b>
Proficiency (percent of students meeting or exceeding state standards)	<ul style="list-style-type: none"><li>• Reading</li><li>• Math</li><li>• Writing</li><li>• Science</li></ul>	Reading and math are required and the Washington flexibility request commits to including writing and science.
Growth	Student Growth Percentiles (SGP) for reading and math	Student growth is required. Washington has developed student growth percentiles for the purpose of providing this data to districts. Given that Washington's assessment is not vertically scaled, SGP data will meet the



		student growth requirement.
Growth Gaps	Differences between subgroup performance in the context of adequate growth (“catch-up” growth)	Disaggregation of data by subgroup is required for the purposes of reporting transparency. However, there is a range of options regarding how this information is incorporated into an Index. Closing growth gaps will lead to closed proficiency gaps and is a better measure of a school’s relative effectiveness than proficiency gaps alone.
Post-secondary / career readiness	<ul style="list-style-type: none"> <li>• Graduation rates</li> <li>• Advanced Placement and International Baccalaureate participation and/or success</li> <li>• Dual credit participation and/or attainment</li> <li>• Industry certification</li> <li>• SAT/ACT</li> <li>• Enrollment in post-secondary apprenticeships, certification, or two- or four- year college</li> <li>• College remediation rates</li> </ul>	Graduation rates are a required part of accountability and are one way to begin to measure post-secondary readiness. Although additional sub-indicators are not required for federal approval of a revised Index, a number of states are opting to include them in their school rating systems. This reinforces that the ultimate goal of the K-12 system is preparing students for careers and college, rather high school graduation as an end in itself.

**Action**

SBE will review and approve two documents:

- A proposed Theory of Action for the revised Index (Appendix A).
- A letter to the Achievement and Accountability Workgroup providing specific questions to guide their October meeting (Appendix B).

SBE will discuss accountability themes from other states and will discuss possible performance indicators and sub indicators.

## **Appendix A**

### **Theory of Action for the Washington Achievement Index**

#### **Background:**

Washington currently calculates an Achievement Index of school performance for the purposes of recognizing high-performing schools and to provide schools and districts an opportunity to self-reflect on their own performance trends. At the same time, Washington has operated under the accountability requirements of No Child Left Behind. The opportunity to substitute a state-developed accountability system through the ESEA flexibility process makes this an opportune time to revise the existing Index. This theory of action articulates the rationale behind the revised Index.

The State Board of Education is charged with developing an accountability framework that “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...” (RCW 28A.657.005)

This theory of action will guide the revision of the Index, as well as its implementation as a tool in an overall accountability framework that provides support to struggling schools and districts over the next three to five years. The Index will be revisited as needed.

#### **Improving Student Achievement:**

The revised Index is a central component of an accountability framework. It is aligned with the primary goal of the educational system - to ensure that all students are prepared for post-secondary education, gainful employment, and citizenship. The revised Index will drive improved student achievement in the following ways:

- **Informs school decision-making** -- School and district performance on key indicators will be calculated and reported through the Index. This likely will include aggregated information on individual student growth across years. The Index data will allow schools and districts the ability to analyze their own data, compared to other schools and districts, to inform curricular and instructional decision making.
- **Aligns incentives with goals** -- The incentive structures created through the revised Index will be aligned with goals that emphasize proficiency, as well as rates of growth necessary to get each child to standard. For the first time, ‘high-growth’ schools will be recognized for their efforts, even if achieving ‘proficiency’ is still a work-in-progress. By measuring and recognizing the right things, the Index incentivizes the right system behaviors and improves morale and productivity.
- **Values multiple content areas** -- The revised Index will include student proficiency and rates of growth in multiple content areas (at a minimum, reading, writing, math, and science) to provide a broad-based and equitable evaluation of school and district performance over time.
- **Drives resources and supports through an accountability framework** -- At the state level, the Index will identify high-performing schools for recognition and reward. The Index will also identify lower performing schools, including schools with low rates of student growth, for supports and interventions augmented with adequate expertise and resources at the state level.

#### **Assumptions:**

- The current Achievement Index has served as a helpful and informative look at school performance and is a strong basis from which to build a revised Index.
- State and federally funded interventions and supports will be allocated through a process that utilizes the Index in decision making. The effectiveness of the Index as a tool relies on a robust accountability system that includes state supports and technical assistance to schools in need of assistance.
- The goal is to prepare all students for post-secondary education and training, gainful employment, and citizenship. To that end, both student growth and proficiency serve as critical benchmarks.

However, the Index must uphold growth measurements as a means to an end, not an end itself. All students deserve to achieve college and career readiness.

- To ensure all students have equal access to a high-quality education, data disaggregated by subgroups (e.g., racial/ethnic, students with disabilities, English Learners, and low-income students) will be included in the school and district performance calculations. Disaggregated data help schools identify and plan for the instructional needs of particular student groups that might not be apparent from aggregate data.

## Appendix B



### **SUPERINTENDENT OF PUBLIC INSTRUCTION**

*Randy I. Dorn*

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### **STATE BOARD OF EDUCATION**

*Jeff Vincent, Chair*

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October 1, 2012

Dear Members of the Achievement and Accountability Workgroup:

On behalf of the Washington State Board of Education (SBE) and the Office of Superintendent of Public Instruction (OSPI), thank you for your willingness to serve on the Achievement and Accountability Workgroup (AAW).

It is our intent that, through the work of SBE, OSPI, and the input of this workgroup, we can recommend the finishing pieces of a "coherent and effective accountability framework for the continuous improvement for all schools and districts," as envisioned by the Legislature in E2SSB 6696 (Laws of 2010).

Our work will begin with a five-meeting sequence to provide input on the revision of our Achievement Index. The Index is currently used only for school recognition, but the recent flexibility offered by the US Department of Education provides the opportunity to create a single tool for both recognition and identification of schools for additional support. Our discussion will begin in October with a discussion of what essential data elements could be used to evaluate school success.

In July, the SBE passed a resolution stating that performance indicators in the revised Index will be "aligned with the goals of preparing students for postsecondary education, gainful employment, and citizenship." The SBE also had considerable discussion about what performance indicators it would like the AAW to explore. On September 27, the SBE approved the memo attached to this letter, which details a specific set of questions for the AAW.

We will structure the October 10 AAW meeting around these key questions. Many of these same topics will likely be revisited in December.

The SBE and OSPI appreciate your participation in this endeavor to improve outcomes for all students. If you have questions between now and the October meeting, please contact us at (360) 725-6025 or email Aaron Wyatt, the SBE Communications and Partnerships Director, at [aaron.wyatt@k12.wa.us](mailto:aaron.wyatt@k12.wa.us).

Sincerely,

Ben Rarick  
Executive Director

Alan Burke  
Deputy Director, OSPI

# The Washington State Board of Education

Governance | Achievement | High School and College Preparation | Math & Science | Effective Workforce

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P.O. Box 47206  
600 Washington St. SE  
Olympia, Washington 98504

October 1, 2012

**TO:** Members of the Achievement and Accountability Workgroup

**FROM:** State Board of Education

**RE:** Initial Input on the Revision of the Achievement Index

The SBE appreciates your willingness to devote your time and expertise to the Achievement and Accountability Workgroup. The ultimate intent of our endeavor is to recommend the finishing pieces of a “coherent and effective accountability framework for the continuous improvement for all schools and districts,” as envisioned by the Legislature in E2SSB 6696 (Laws of 2010).

Because of the complexity of the subject matter, the Board is making a particular effort to provide clear guidance to the AAW for each meeting. Our intent is to set up a clear set of questions and outcomes for each meeting in order to properly sequence input with SBE decisions. This is done to respect the time you have devoted to this task.

For the October meeting of the AAW, we ask that you provide input on the following list of 4 specific questions. We’ve asked SBE staff to generate a report reflecting your input on these questions, which we intend to consider in taking a vote on key performance indicators for the revised Index at our November meeting.

Focusing questions for October AAW meeting:

## **1. What performance indicators should be included in the revised Index?**

- Performance indicators are major accountability measures that are aligned with the goals of the system. This is a major design choice of the Index. It is not necessary in October to resolve all of the details of what subindicators will be included in the Index.
- As an example, the current Index is primarily an “academic proficiency” based Index – looking mostly at objective levels of student performance on state assessments. It also includes a “building improvement” component that recognizes increases in scores, comparing different groups of children in a school, from one school year to the next.
- Common examples of performance indicators from other states will be shared prior to the AAW meeting, but include such examples as academic growth over time, academic growth gaps between subgroups, post-secondary readiness (such as graduation rates, and participation in college prep courses, dual enrollment courses, or industry certifications, etc).

## **2. What grade levels and what subject areas should these performance indicators measure?**

- The current Index provides a framework for measuring student proficiency in reading, writing, mathematics, and science standards. The SBE has already expressed a desire

to continue including all four content areas in the revised Index, although changes to the assessment system could impact what subjects are tested at what grade level in the future.

- The question of weighting is important, because the current Index averages all subjects and tested grades within a school to generate a composite Index score. No subject tested in the statewide assessment system is excluded, or weighted more heavily than another. Should this practice continue?

**3. What approach should the revised Index take to disaggregation of student data by subgroup (income, language proficiency, race/ethnicity, disabilities).**

- The current Index uses super subgroups to address race/ethnicity in the Index.
- There is a strong desire among Board members to make the Index easily understandable and not overly technical. There is also a strong desire to shed light on and expose achievement gaps where they exist. What approach to disaggregation can best balance these two priorities?

**4. In what ways could the usability or understandability of the current Index be improved in the revised version?**

- What benefits exist in the current Index that we want to preserve?
- What limitations of the current Index do we want to address in the revised version?

Many of these questions and choices will become more clear as real examples are provided from other states. The SBE staff will endeavor to help provide this context before and during the AAW meetings.

|

## **Appendix C**

States that have applied for ESEA Flexibility and current status as of September 13, 2012:

	Applied in which round?	Approved?
Arkansas	2	Yes
Arizona	2	Yes
Colorado	1	Yes
Connecticut	2	Yes
District of Columbia	2	Yes
Delaware	2	Yes
Florida	1	Yes
Georgia	1	Yes
Idaho	2	No
Illinois	2	No
Indiana	1	Yes
Iowa	2	No
Kansas	2	Yes
Kentucky	1	Yes
Louisiana	2	Yes
Maine	9/2012	No
Maryland	2	Yes
Massachusetts	1	Yes
Michigan	2	Yes
Minnesota	1	Yes
Mississippi	2	Yes
Missouri	2	Yes
Nevada	2	Yes
New Jersey	1	Yes
New Mexico	1	Yes
New York	2	Yes
North Carolina	2	Yes
Ohio	2	Yes
Oklahoma	1	Yes
Oregon	2	Yes
Rhode Island	2	Yes
South Carolina	2	Yes
South Dakota	2	Yes
Tennessee	1	Yes
Utah	2	Yes
Vermont	2	Withdrew application
Virginia	2	Approved but must re-do AMOs
Washington	2	Yes
Wisconsin	2	Yes

# Revising the State Achievement Index

Sarah Rich  
Policy Director  
September 26, 2012



# Objectives

- Provide update on the Joint Select Committee on Education Accountability
- Review timeline for Index revision
- Review two documents: Theory of Action and letter to Achievement and Accountability Workgroup
- Discuss performance indicators and accountability themes from other states

# Joint Select Committee on Education Accountability

Committee shall:

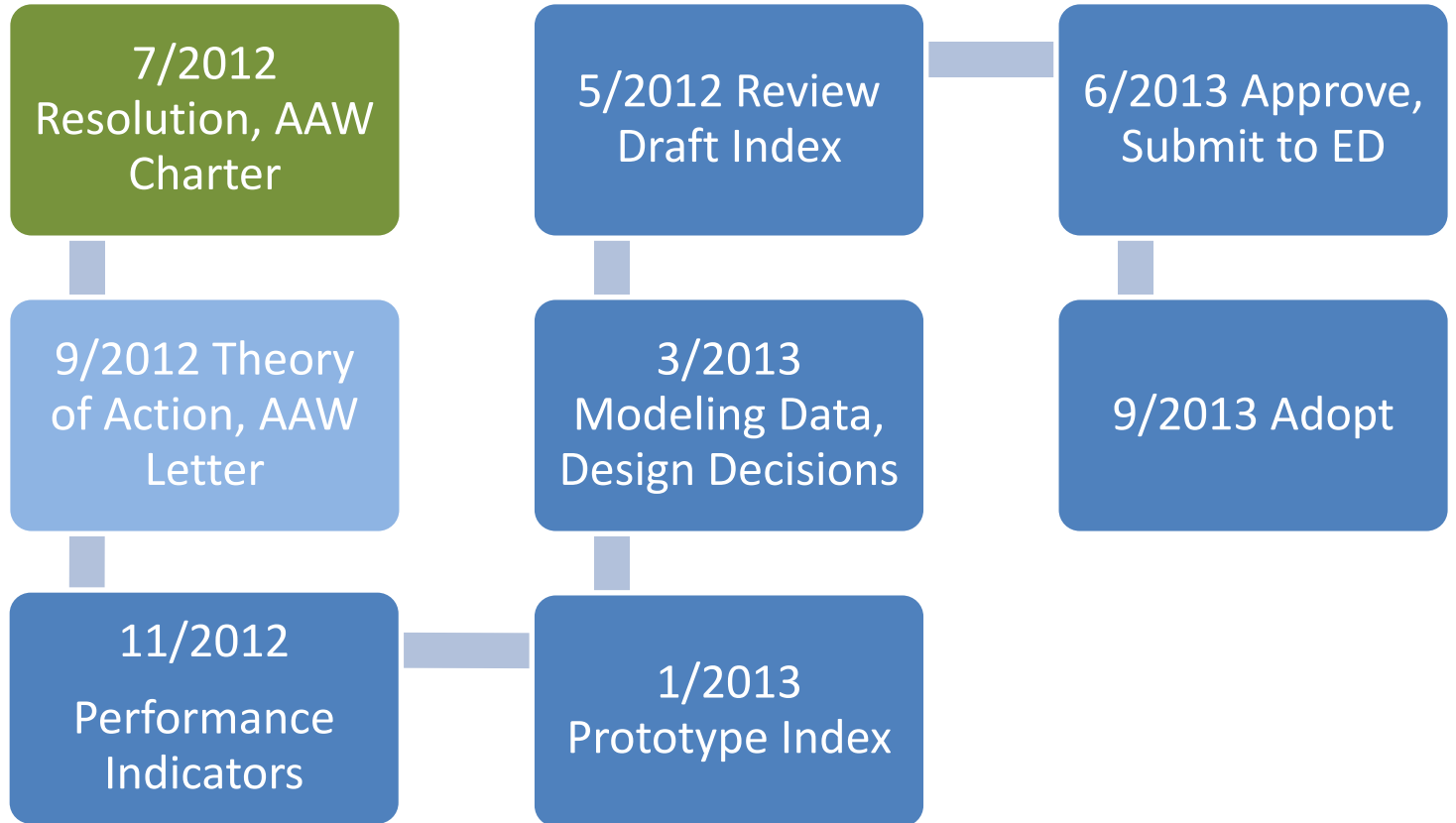
- *Identify and analyze options for a complete system of education accountability, particularly consequences in the case of persistent lack of improvement by a required action district;*
- *Identify and analyze appropriate decision-making responsibilities and accompanying consequences at the building, district, and state level within such an accountability system;*
- *Examine models and experiences in other states;*
- *Identify the circumstances under which significant state action may be required; and*
- *Analyze the financial, legal, and practical considerations that would accompany significant state action*

(RCW 28A.657.125)

# Joint Select Committee on Education Accountability

- First meeting August 29, 2012
- Agenda included:
  - OSPI update on ESEA Flexibility and past School Improvement funding
  - SBE update on Index revision
  - Presentations by Renton and Onalaska RADs
  - Discussion of purpose, next steps
- Next meeting in December, 2012

# Index Revision Timeline



# Theory of Action

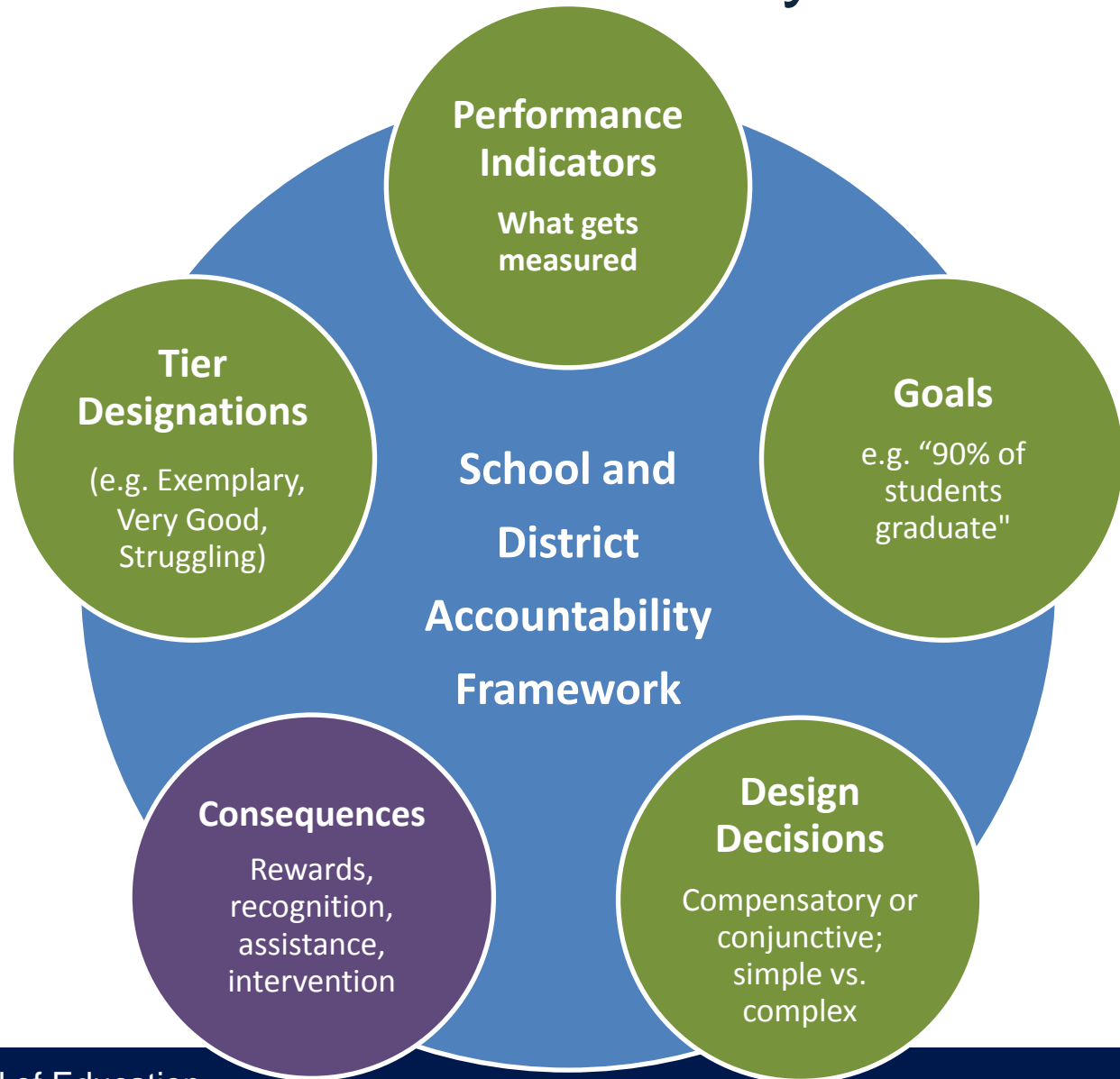
## Revised Index will encourage improved achievement by:

- Informing decision-making
- Aligning incentives with goals
- Valuing multiple content areas
- Driving resources and supports through an accountability framework

## Assumptions:

- Current Index is a strong foundation
- State and federal intervention/support will be allocated using Index data
- Goal is to prepare all students for post secondary education and training, gainful employment, and citizenship
- Disaggregated data will ensure that schools can identify and plan for instructional needs of each group

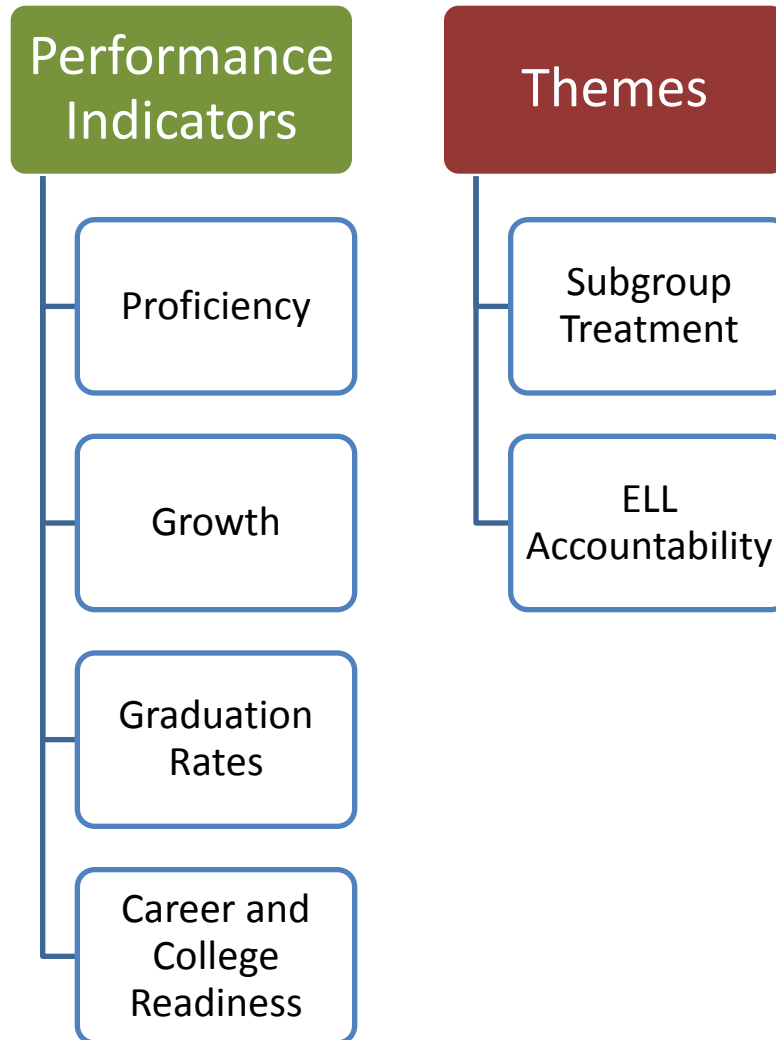
# Elements of Accountability



# Letter to AAW

- What performance indicators should be included in the revised Index?
- What grade levels and what subject areas should these performance indicators measure?
- What approach should the revised Index take to disaggregation of student data by subgroup (income, language proficiency, race/ethnicity, disabilities)?
- In what ways could the usability or understandability of the current Index be improved in the revised version?

# Performance Indicators Across States





# Subgroup Treatment

- ED requires reporting disaggregated data by traditional NCLB subgroups
- Round 1 saw many ‘super subgroup’ proposals
  - N-size
  - Complexity versus simplicity
- Criticism from advocacy organizations, particularly regarding ELL and SWD
- Policy consideration:
  - Continue to use traditional NCLB subgroups
  - OR
  - Create super subgroup with sound rationale
  - OR
  - use traditional subgroups except when low N size would mask subgroup performance, then combine

# Proficiency

- Reading and math grades 3-8 and once in high school is minimum ED requirement
- Washington's ESEA proposal states that the revised Index will include writing and science
- Nearly half of states included additional tests, usually science and writing
- Policy consideration:
  - Weighting of science and writing, relative to reading and math
  - How to address writing given the probable transition to SBAC testing
  - Measuring gaps

# Growth

- Some measure of growth is required by ED
- Washington, like many states, is considering using Colorado Growth Model
- Room for consideration of gaps and subgroup treatment
- Policy consideration:
  - Growth just for ‘all students’, versus adding gaps among subgroups
  - Subgroup treatment

# Graduation Rates

- Required to be incorporated into assessment of school performance
- Washington's ESEA flexibility request includes a five-year graduation rate but leaves some room for subgroup considerations
- Sometimes a subset of a measure of career and college readiness, sometimes stand alone
- Policy consideration:
  - Graduation rates in the context of other career and college readiness sub-indicators, or on its own
  - Subgroup treatment

# Career and College Readiness (CCR)

- CCR is major theme of ESEA flexibility, Race to the Top
- Aligned with goal of Common Core State Standards
- At a minimum, ED requires graduation rates
- Other sub-indicators, beyond graduation rates, could include:
  - AP/IB performance
  - SAT and ACT scores
  - Dual credit participation/attainment
  - Dropout risk factors
  - Apprenticeships, certification, or two-or four-year enrollment
  - Post-secondary remedial course-taking
- Policy consideration:
  - Limit to graduation rates, or look at other sub-indicators
  - Subgroup treatment

# Moving Toward November Performance Indicator Decision

Performance Indicator	Sub-Indicators	Policy Consideration
Proficiency (percent of students meeting or exceeding state standards)	Reading, Math, Writing, Science	Weighting, transition to SBAC, gaps
Growth	Student Growth Percentiles (SGP) for reading and math	Subgroup treatment
Growth Gaps	Differences between subgroup performance	Subgroup treatment
Career and College Readiness	Graduation rates, AP/IB, SAT/ACT, dual credit participation/attainment, dropout risk factors, apprenticeships, certification, 2 and 4 year enrollment, college remediation	Graduation Rates only or additional sub-indicators, subgroup treatment

# Discussion

What relative weight should science and writing have in a revised Index?

How should the Index ensure accountability for subgroups (super subgroup, traditional NCLB subgroups, other)?

How should the Index spotlight gaps?

Should sub-indicators beyond graduation rates be included aligned to career and college readiness, and if so which?

**What performance indicators should be included in a revised Index?**