THE WASHINGTON STATE BOARD OF EDUCATION

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

Title:	Possible Index and Accountability Changes under the ESSA
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:	The Board is collaborating with the Superintendent's staff to ensure the redesigned Index meets the needs of the Superintendent and the vision of the Board. Key Questions: 1. What are your policy concerns about the definitions of the new English Learner progress measure and the SQSS measures? 2. What are your policy concerns about changes to the Index methodology regarding indicator weights, establishment of rating cut points, and the discontinuation of averaging the performances of the Targeted Subgroup with the All Students group? 3. What are your policy concerns about discontinuing the rating and reporting on the performance of the Former ELL student group?
Possible Board Action:	☒ Review ☐ Adopt ☐ Approve ☐ Other
Materials Included in Packet:	☒ Memo ☐ Graphs / Graphics ☒ Third-Party Materials ☐ PowerPoint
Synopsis:	The Accountability Systems Workgroup made recommendations or provided additional information to the Superintendent on the following topics. • Tier classification scheme for schools • How to factor participation in assessments into the accountability system • The measure of English Learner progress • The manner in which to develop a high school graduation measure derived from the four-year and the three separate extended graduation rates • Identification of schools for Comprehensive and Targeted Support • Definitions for the School Quality or Student Success indicator • The manner in which to weight the indicators • The manner in which to establish performance cut points for the rating system The memo provides an update on the work of the ESSA ASW and the TAC to support Board discussion.

UPDATE ON THE ASW RECOMMENDATIONS AND POSSIBLE CHANGES TO THE ACHIEVEMENT INDEX

Board Authority and Responsibility

Among the many duties specified in 28A.657.110, Sections (2) (3) and (4) authorize the State Board of Education (SBE) to develop the Washington Achievement Index to identify schools and school districts for recognition, for continuous improvement, and for additional state support. In cooperation with the Office of the Superintendent of Public Instruction (OSPI), the SBE shall annually recognize schools for exemplary performance as measured on the Washington Achievement Index. In cooperation with the OSPI, the SBE shall seek approval from the United States Department of Education for use of the Washington Achievement Index and the state system of differentiated support, assistance, and intervention to replace the federal accountability system.

The State Board of Education is granted an important voice on the manner in which the school Achievement Index is made compatible with the Every Student Succeeds Act (ESSA). The Board is collaborating with the Superintendent's staff to ensure the redesigned Index is compatible with the ESSA to meet the needs of the Superintendent, but also meets the transparency and validity requirements insisted upon by the Board.

The Board will be hearing about recommendations and potential changes to the Index from the ESSA Accountability System Workgroup (ASW) and the ASW Technical Assistance Committee (TAC). The Board should be prepared to articulate a preference or position on potential Index changes and communicate the Board's preferences to the Superintendent.

The Big Ideas to Focus On for the July ESSA Discussion

What are your questions or concerns regarding the definitions of the new English Learner progress measure and the SQSS measures (Chronic absence, dual credit, and ninth grade on-track)?

What are your questions or concerns regarding the methodology for the identification of schools for Comprehensive and Targeted Support?

What are your questions or concerns regarding changes to the Index indicator weights, establishment of rating cut points, and the discontinuation of the targeted subgroup score as a factor within the summative rating?

What are your questions or concerns regarding the revised ESSA plan? Will it improve student achievement and close opportunity gaps?

Summary

After reconvening the ASW and forming the ASW TAC, a thoughtful and deliberate process was undertaken with stakeholder groups to address elements of the ESSA Consolidated State Plan that remained unfinished. The ASW made recommendations or provided additional information to the Superintendent on the topics that follow and are tabulated in the chart on the next page.

- Tier classification scheme for schools
- The manner in which to factor participation in assessments into the accountability system
- The measure of English Learner (EL) progress
- The manner in which to develop a high school graduation measure derived from the four-year and the three separate extended graduation rates
- Identification of schools for Comprehensive and Targeted Support
- Definitions for the measures comprising the School Quality or Student Success indicator
- The manner in which to weight the indicators
- The manner in which to establish performance cut points for the rating system

The TAC and ASW put forth recommendations to the Superintendent on all of the ESSA topics initially identified for the respective groups. Some work on the issues outlined below remains to be finalized by the OSPI and SBE in the near term.

1. As the English Learner progress measure was just voted on at the June 22 ASW meeting, the long-term goals (and measurements of interim progress) have yet to be computed and analyzed. The OSPI and SBE are expected to collaborate on developing the long-term goals for the EL measure to ensure alignment between requirements in state law and the ESSA.
2. The ASW had a number of thoughtful discussions and provided input on the indicator weights. The TAC made a recommendation to the ASW based on simulated results derived from one weighting option, which appears to have yielded reasonable results. The SBE requested the data file so that additional statistical analyses can be undertaken for the July SBE meeting.
3. The ideas for tier names and relationship to levels or types of support derived from a small group activity involving six separate groups are included in the ASW June 1 meeting notes. The ideas are expected to be put forth to the Superintendent for his consideration in the next version of the Consolidated State Plan. At the time of this writing, neither the names of the tiers nor the number of schools included in each tier have been decided upon.
4. Section 4.1.G.iv (page 60) of the Draft Consolidated State Plan states that the accountability workgroup shall consider whether there ought to be an alternate accountability framework for some school types, such as re-engagement schools. According to the subcommittee meeting notes from August 2016, accountability for alternative schools should differ somewhat but system specifics were not described in detail. The subcommittee recommended that accountability for alternative schools be revisited over the next two to four years.

Chart of Proposed Changes to the Achievement Index

Index Feature	Current Practice	Possible or Proposed Practice Under the ESSA	Major Change
Summative Rating	1 to 10 rating of simple average between All Students group and the Targeted Subgroup.	1 to 10 rating from the All Students group.	No Targeted Subgroup in calculation
	Composite Index rating is the simple average of the three annual Index ratings.	Index rating based on indicator performance of All Students aggregated over three years.	No three-year average
Tier Classification	Six tiers with varying percentages of schools in each tier with plans to implement fixed cut points.	Four tiers with yet-to-determined percentages of schools in each tiers.	Fewer tiers
Minimum N-Size	20 per group per year.	20 per group aggregated over three years.	Fewer students needed each year to report
Rating Crosswalk with Performance	Applies user friendly values (consistent 5 or 10 point intervals between) with a loose statistical basis	Applies a statistical basis (deciles) with variable intervals between cut points.	Rating point cuts based on deciles rather than equal intervals
Indicator Weights	ES and MS = 60 percent Growth and 40 percent proficiency. HS = 48 percent proficiency, 48 percent graduation rate, 4 percent dual credit part.	ES and MS = 50 percent Growth, 25 percent proficiency, 10 percent EL Progress, and 15 percent SQSS. HS = 50 percent Graduation, 25 percent proficiency, 10 percent EL Progress, and 15 percent SQSS.	Growth and proficiency will be weighted lower to accommodate new indicators.
Indicators - General	Proficiency, Growth, Extended (Five-Year) Graduation Rate, Dual Credit Participation	Proficiency, Growth, Graduation Rate (Four-Year and three distinct Extended-Year rates), EL Progress, SQSS (Dual Credit Participation, Chronic Absenteeism, and 9th Grade On-Track)	More indicators and measures
Indicators - Graduation Rate	Extended (5-Year) Adjusted Cohort Graduation Rate.	Mix of the 4-, 5-, 6-, and 7-Year Adjusted Cohort Graduation Rate. Rating could be "bumped up" if the 5-, 6-, and/or 7-Year rates shows significant improvement.	Uses four graduation rates instead of one
Index Feature	Current Practice	Possible or Proposed Practice Under the ESSA	Major Change

Indicators - English Learner Progress	NA	Percent of EL students who increase in achievement level on at least one (or more) ELPA21 domains.	New Indicator
Indicators - Other	Dual Credit Participation for high schools	Dual Credit Participation and 9th Grade On-Track for high schools and Chronic Absenteeism for all schools.	New indicator (Dual Credit is currently used in the Index)
School ID – Whole School	Priority School: Lowest five percent of schools based on 3-Year average ELA and math (comb.) proficiency rate.	Comprehensive Support: Lowest five percent of schools based on a summative Index rating cut point.	School ID for support based on multiple measures
	High school with 4-Year grad rate less than 60 percent.	High school with 4-Year grad rate less than 66.7 percent.	Higher graduation rate threshold
School ID – Student Groups	Focus School: Lowest ten percent of schools based on 3-Year average ELA and math (combined) proficiency rate for lowest performing student group.	Targeted Support: All schools with a subgroup performing below the Index rating cut point established for the Comprehensive Support schools.	School ID for support based on multiple measures
		Each student group will earn an Index rating based on the reportable indicators for the respective group.	
		Schools with low performance on the EL progress indicator may be identified for Targeted Support.	
Participation	Non-participants are assigned a scaled score of zero and are counted as non-proficient. Schools must address the low participation rate in their school improvement plan. Only schools meeting the 95 percent participation threshold are eligible for Achievement Awards.	Non-participants are assigned a scaled score of zero and are counted as non-proficient. Schools must address the low participation rate in their school improvement plan. Other factors such as award eligibility is TBD.	Achievement award eligibility TBD

Note: A detailed analysis of the proposal, which includes color graphics, will be made available in the online packet at www.sbe.wa.gov.

Briefing Paper #1: School Quality Student Success (SQSS) Indicator Definitions
ESSA Technical Advisory Committee (TAC)
June 2017

Background: As required under ESSA, the Accountability Systems Workgroup (ASW) identified School Quality and Student Success (SQSS) indicators to include in the system of meaningful differentiation and in the framework for identifying schools for comprehensive and targeted support. The ASW identified three indicators: Chronic Absenteeism, Dual Credit, and 9th Grade on Track. One of the four tasks assigned to the Technical Advisory Committee (TAC) was to analyze measurement options and make a recommendation to the ASW on the best measurement approach for these indicators given the requirements under ESSA:

> For all public schools in the State, not less than one indicator of school quality or student success that- allows for meaningful differentiation in school performance;
>
> - is valid, reliable, comparable, and statewide (with the same indicator or indicators used for each grade span, as such term is determined by the State); and
> - may include one or more of the measures described in subclause (II).
>
> …The State may include measures of:
>
> - student engagement;
> - educator engagement;
> - student access to and completion of advanced coursework;
> - postsecondary readiness;
> - school climate and safety; and
> - any other indicator the State chooses that meets the requirements of this clause.

Analysis of Indicator Definitions: The TAC evaluated each indicator definition against five criteria using school-level data files and displays to inform the analysis.

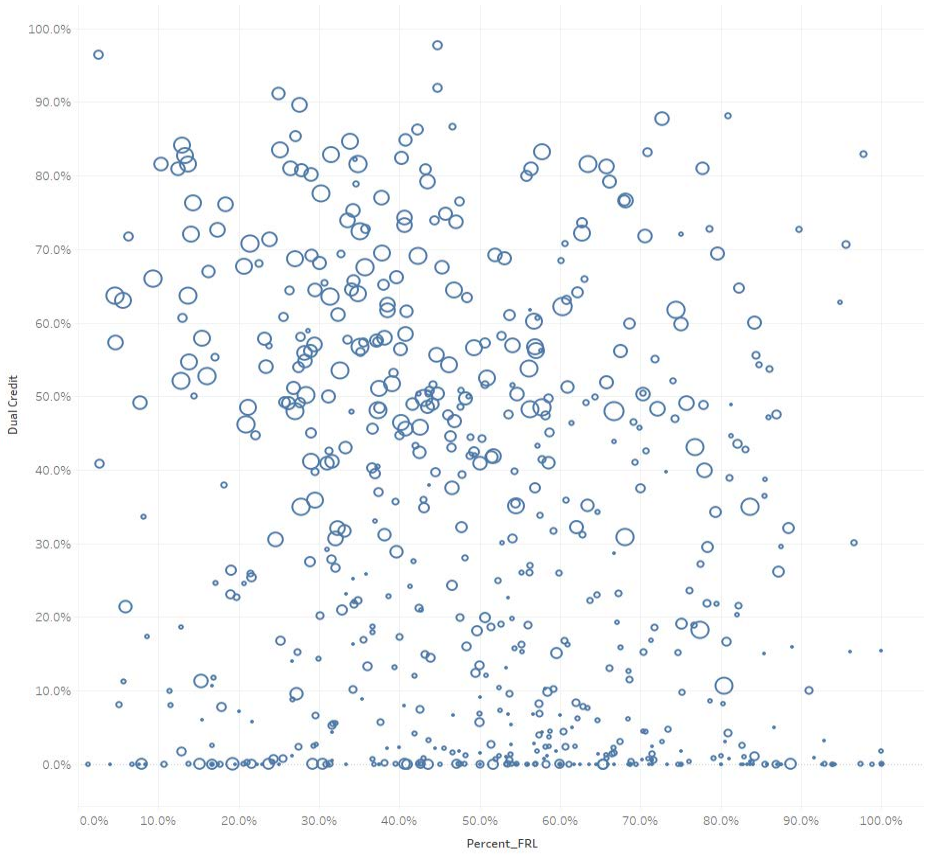
1) **(differentiation)-** Does the indicator meaningfully differentiate school performance?
2) **(inclusion) -** Does the indicator meaningfully include historically underserved populations?
3) **(data quality) -** Is the indicator reliable, comparable, and statewide?
4) **(transparency)** – Is the Indicator easy for all stakeholders to understand and translate?
5) **(objectivity)** – Is the Indicator objective?

The TAC analyzed multiple measurement options for each indicator against these questions to inform the final indicator recommendations. The TAC addressed criteria 1-3 separately for each indicator, but addressed transparency and objectivity in the same manner for all indicators:

- Transparency – The TAC clearly defined the indicators and OSPI Student Information has documented the specific business rules used to create the numerator and denominator. The TAC also identified what question the indicator was addressing as well as the behavior the indicator is trying to influence. Additional indicators beyond what is required for the identification of schools for comprehensive and targeted support will be included on the OSPI Report Card to provide necessary context for interpreting school performance in the SQSS domain.

- Objectivity – All three indicators use data collected through the Comprehensive Education Data and Research System (CEDARS), Washington's statewide student-level data collection, which has been in place since the 2009-10 school year.

Recommendations for SQSS Indicator Definitions

Indicator	**Dual Credit**
Question	Is access to dual credit programs equitable? *This indicator definition focuses on students' access to dual credit opportunities, which aligns with its' purpose as a school quality indicator and not a student attainment or success indicator.*
Behavior	Increase access (enrollment) in dual credit programs, for all student groups across the state.
Recommendation	The percentage of students in grades 9-12 who completed a dual credit course or program.
Numerator	Any student in grade 9-12 with a dual credit course-designator code (AP, IB, College in the High School, Cambridge, Running Start or Tech Prep) in the student Grade History file with a term end date falling in the current school year.
Denominator	Any student in grade 9-12 with at least one completed course in the current school year in grade history.
Differentiation	Distribution of schools % of students participating in Dual Credit by school percent FRL 

Inclusion

The denominator of the indicator balances the need to include mobile students while only including students if they had the opportunity to start and complete a dual credit program. The indicator includes a variety of dual credit programs to capture the multiple pathways of students.

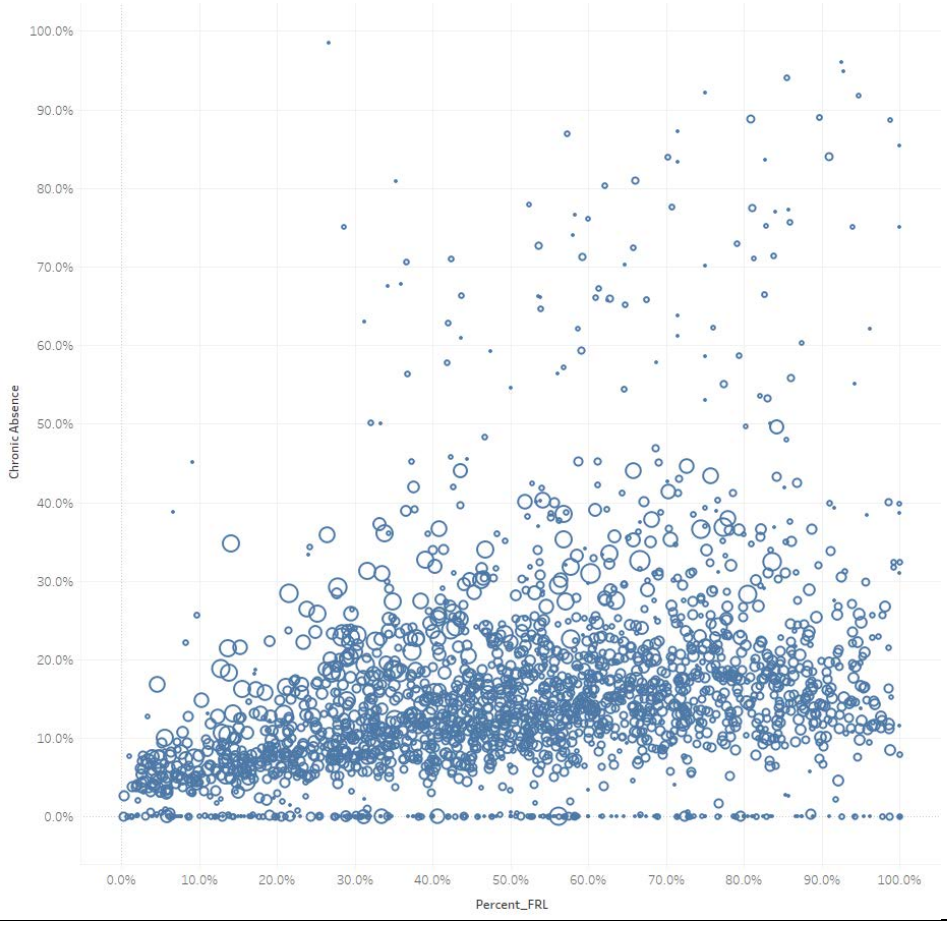
The indicator may mask differences between historically underserved groups and more-privileged groups in enrollment in different types of dual credit programs (i.e. Tech Prep vs. AP). However, by combining all dual credit programs into one overall indicator, the definition equally weights college and workforce dual credit options and values different student pathways to success. This definition is very similar to the definition used in the current school achievement Index.

Below indicates the percent of students in each subgroup who will be included in the measure. The analysis uses a minimum N-size of 20 over a period of 3-years. Values less than 100% represent suppressed populations due to a N-size of less than 20 over 3 years.

Subgroup	Percent of Students Included
All Students	100.00%
ELL	97.10%
American Indian/Alaskan Native	86.30%
Asian	98.10%
Black/African American	96.50%
Hispanic/Latino of any race(s)	99.30%
Native Hawaiian/Other Pacific Islander	83.90%
Two or More Races	97.40%
White	99.90%
FRL	99.90%
SPED	99.00%

Gradespan	Percent of Students Included
Elem to High	96.40%
Elem to Mid	97.10%
High Schools (Junior High Districts)	99.80%
Junior High (7-9)	98.40%
Middle to High	98.70%
Other High School	96.20%
Traditional High	99.70%
Traditional Middle	90.30%

Data quality	There are some known data quality issues with the reporting of different dual credit programs. Most of these issues affect OSPI's ability to determine whether students earned dual credit for their participation, not on reporting of enrollment in the dual credit program. The exception to this is the Tech Prep program, which some districts currently over report even though their program does not meet the requirement of having in place an articulation agreement with the Community Technical Colleges. OSPI has identified this issue and addressing it in the 2017-18 school year.

Indicator	**Chronic Absenteeism**
Question	How many students are missing significant amounts of instruction time?
Behavior	Decrease the number of days that students are out of school.
Recommendation	The percentage of students who are missing significant amounts of instruction time.
Numerator	Students with at least 2 full-day absences (excused and unexcused) in a given school for every 30 days enrolled (2 absences per month)
Denominator	Students enrolled for at least 90 days in the school.
Differentiation	Distribution of schools - % of Chronic Absence by school percent FRL 

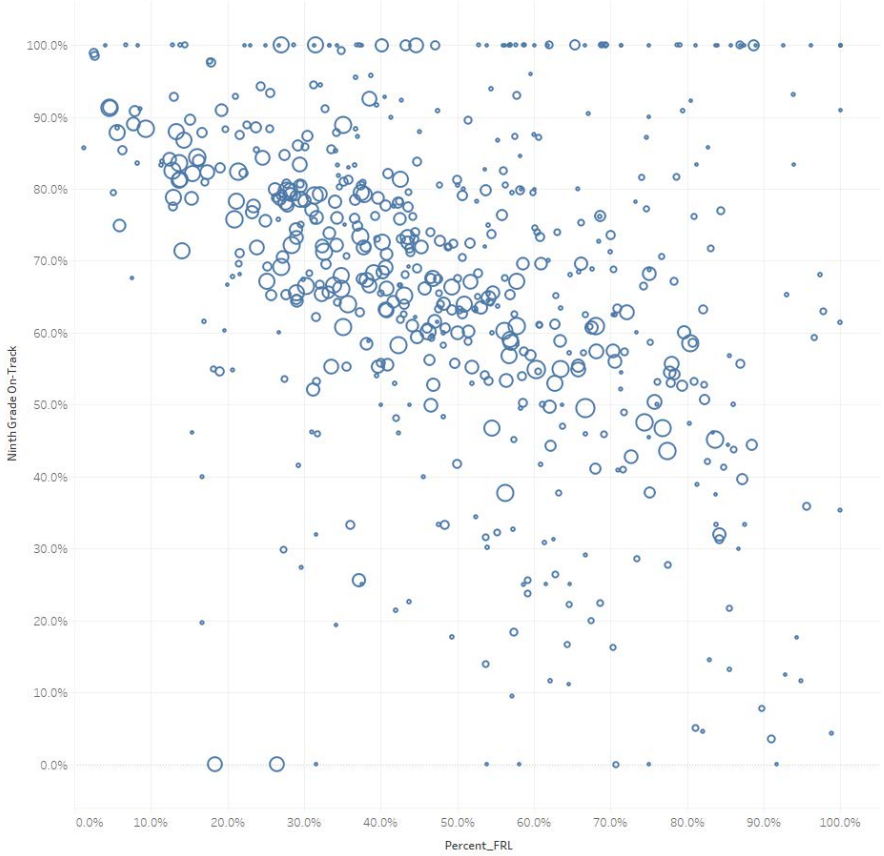
Inclusion	Students enrolled for 90 or more calendar days in a school are included in the denominator. The TAC compared the total school enrollment count with total students enrolled for at least 90 days and there was very little difference, which means there are few students overall who are excluded from this indicator. This definition captures students who attend multiple schools in a year and accounts for the impact of shorter enrollment spans on accumulated absences. Below indicates the percent of students in each subgroup who will be included in the measure. The analysis uses a minimum N-size of 20 over a period of 3-years. Values less than 100% represent suppressed populations due to a N-size of less than 20 over 3 years.

Subgroup	Percent of Students Included
All Students	100.00%
ELL	99.00%
American Indian/Alaskan Native	77.80%
Asian	97.80%
Black/African American	95.10%
Hispanic/Latino of any race(s)	99.70%
Native Hawaiian/Other Pacific Islander	81.00%
Two or More Races	98.30%
White	100.00%
FRL	100.00%
SPED	99.60%

Gradespan	Percent of Students Included
Elem to High	98.20%
Elem to Mid	99.20%
High Schools (Junior High Districts)	99.70%
Junior High (7-9)	99.60%
Middle to High	99.00%
Other Elementary	99.50%
Other High School	97.50%
Primary Grades Only	98.80%
Traditional Elementary	99.60%
Traditional High	99.70%
Traditional Middle	99.60%

Data Quality	No apparent data quality issues.

Indicator	**9th Grade on-Track for Success**
Question	How many students are on-track to graduate from high school?

Behavior	Decrease the number of students who do not receive credit in one or more courses in 9th grade.
Recommendation	The percentage of 9th graders who did not receive credit in one or more courses in 9th grade.
Numerator	9th graders with credits attempted = credits earned (all courses)
Denominator	All first-time 9th graders enrolled at any point in the school year with credits attempted > 0.
Differentiation	Distribution of schools % of Ninth Graders on Track by school percent FRL 
Inclusion	A student needs to be enrolled for enough time to attempt at least one credit. Below indicates the percent of students in each subgroup who will be included in the measure. The analysis uses a minimum N-size of 20 over a period of 3-years. Values less than 100% represent suppressed populations due to a N-size of less than 20 over 3 years.

Subgroup	Percent of Students Included
All Students	99.60%
ELL	90.90%
American Indian/Alaskan Native	46.00%

	Asian 94.40% Black/African American 90.10% Hispanic/Latino of any race(s) 97.30% Native Hawaiian/Other Pacific Islander 66.50% Two or More Races 90.30% White 99.20% FRL 98.90% SPED 95.20%
	Gradespan / **Percent of Students Included** Elem to High 85.70% Elem to Mid 89.60% High Schools (Junior High Districts) 91.40% Junior High (7-9) 98.50% Middle to High 96.80% Other High School 99.30% Traditional High 98.50% Traditional Middle 91.10%
Data Quality	OSPI has identified some course coding errors in the CEDARS grade history file that can lead to misclassifying a course as a specific subject.

FAQs

What about other indicators of School Quality and Student Success?

OSPI or the ASW may consider adding additional SQSS indicators in the future. The ASW in its' earlier work designated a few indicators for further study and possible inclusion at a future date, including discipline, parent engagement, and other measures. This list will be expanded as additional recommendations are made through the public comment period.

Why do the indicators use the different student populations for their denominator? The dual credit indicator and the 9th grade on track indicator only include students in grades 9-12 while the chronic absenteeism indicator only includes students enrolled for at least 90 days?

Some indicators are only relevant to certain grade bands. Dual credit programs are only offered in grades 9-12. Ninth grade on-track for success is only measured for 9th graders because research has demonstrated that students who fall behind in 9-th grade are less likely to graduate. Chronic absenteeism is restricted to those students who have enrolled for at least 90 days in a school because shorter enrollments do not allow enough opportunity for students to be absent.

Briefing Paper #2: English Learner Progress Measure
ESSA Technical Advisory Committee (TAC)
June 2017

Background

One of the four tasks given to the Technical Advisory Committee (TAC) was to recommend a measurement approach for the English Learner Progress (ELP) measure. A measure of English Learner Progress (ELP) is a required indicator under ESSA Section 1111(c)(4)(B)(iv):

For public schools in the State, progress in achieving English language proficiency, as defined by the State and measured by the assessments described in subsection (b)(2)(G), within a State-determined timeline for all English learners—

(I) in each of the grades 3 through 8; and
(II) in the grade for which such English learners are otherwise assessed under subsection (b)(2)(B)(v)(I) during the grade 9 through grade 12 period, with such progress being measured against the results of the assessments described in subsection (b)(2)(G) taken in the previous grade.

The work of the TAC to develop a measure of EL progress was constrained by the following:

1. In 2015-16, Washington state transitioned to the ELPA21 as the language learning assessment for English Learner students. Therefore, **we only have two assessment points (2015/16 and 2016/17) or one snapshot of progress on which to base a recommendation.**

2. The ELPA 21 assesses four language domains: listening, reading, writing, and speaking. Each domain has 5 levels (1-5). A student is proficient in a domain when they reach a L4 or a L5. The ELPA 21 operates on a conjunctive model requiring proficiency (L4 or L5) in all domains to transition from services, but it also not vertically scaled so there is currently **no overall score to measure progress.**

3. The ELPA 21 spring assessments were only recently available. We have **had a short time (2 weeks) to work with the data**.

4. A review of other ESSA state plans found that many states had conceptual frameworks for measuring ELP, but had not specified how to operationalize the measures.

It also became apparent in the development of the EL progress measure that we would need to recommend an approach for including the EL progress measure in the accountability framework for identifying schools for comprehensive and targeted support.

The TAC considered the following issues in developing the EL progress measure definition and approach to including it in the accountability framework:

- Size of the English Learner population – it is the only measure that applies to just one subgroup and therefore the proportion of students in the school's total population could range from 0 to over 90%.
- Differences between elementary and high school EL progress and proficiency rates for students
- EL progress measure is not disaggregated by subgroups like all of the other measures
- Bring attention to English Learner progress
- Need to define "progressing" for accountability purposes.

TAC Measure Definition Recommendation

Indicator	**English Learner Progress**
Question	Are students progressing towards transitioning/exiting the EL program?
Behavior	Support students in progressing out of the EL program.
Recommendation	The percentage of students who are progressing in at least one of the domains of listening, reading, writing, and speaking.
Numerator	The percentage of students who moved up at least one level in at least one domain with no backsliding or who transitioned out of services.
Denominator	Students who have 2 years of ELPA data or who transitioned out of services at time 2.
Note	• There were limitations on how the TAC could define this measure because OSPI only has 2 time points (1 measure of progress). The TAC recommends that this measure be re-examined in 2-3 years to take into account time in program, grade level/age of student, domain specific growth, and other factors made possible to consider with additional years' worth of data.

The TAC explored 4 different measure options and the first measure definition used 4 different criteria. After analyzing the 4 variations on the measure (1a – 1d), the TAC concluded that option 1a was the best approach because until we are able to account for time in the program, we cannot determine whether the student has been in the program long enough to make progress in more than one domain.

1) Percentage of students progressing without backsliding or transitioned. Possible definitions of progressing include:

    a. Move up at least one level in at least one domain or transitioned, with no backsliding (57% of students progressing or transitioned)
    b. Move up at least one level in at least two domains or transitioned with no backsliding (45% of students progressing or transitioned)
    c. Move up at least one level in at least three domains or transitioned with no backsliding (33% of students progressing or transitioned)
    d. Move up at least one level in all four domains or transitioned with no backsliding (22% of students progressing or transitioned)

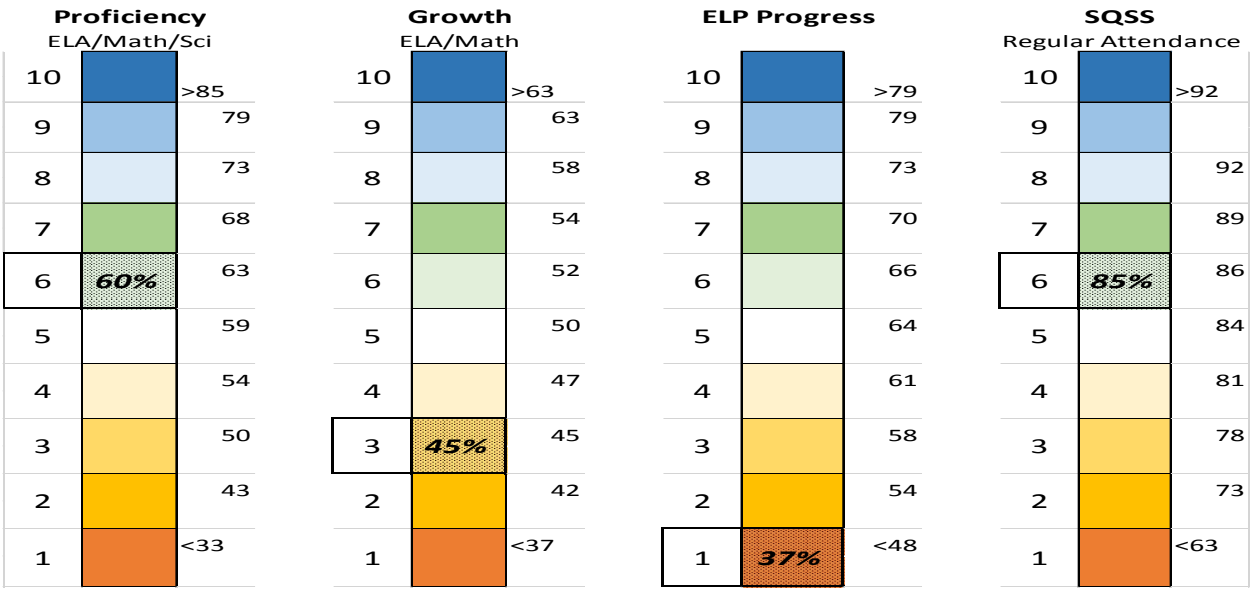
2) Measure each domain (listening, reading, writing, and speaking) separately and map to deciles to get a score.

3) Adequate Progress Model – similar to what Oregon developed and accounts for the students' proficiency level when they enter services. This model was discussed at a conceptual level, but Washington state does not currently have enough years' worth of data to support this type of measurement.

Initial ELP Level (Year 1)	Years Identified as an English Learner					
	2	3	4	5	6	7
Level 1	Level 2	Level 2	Level 3	Level 3	Level 3	Proficient
Level 2	Level 3	Level 3	Level 3	Proficient		
Level 3	Level 3	Level 3	Proficient			
Proficient						

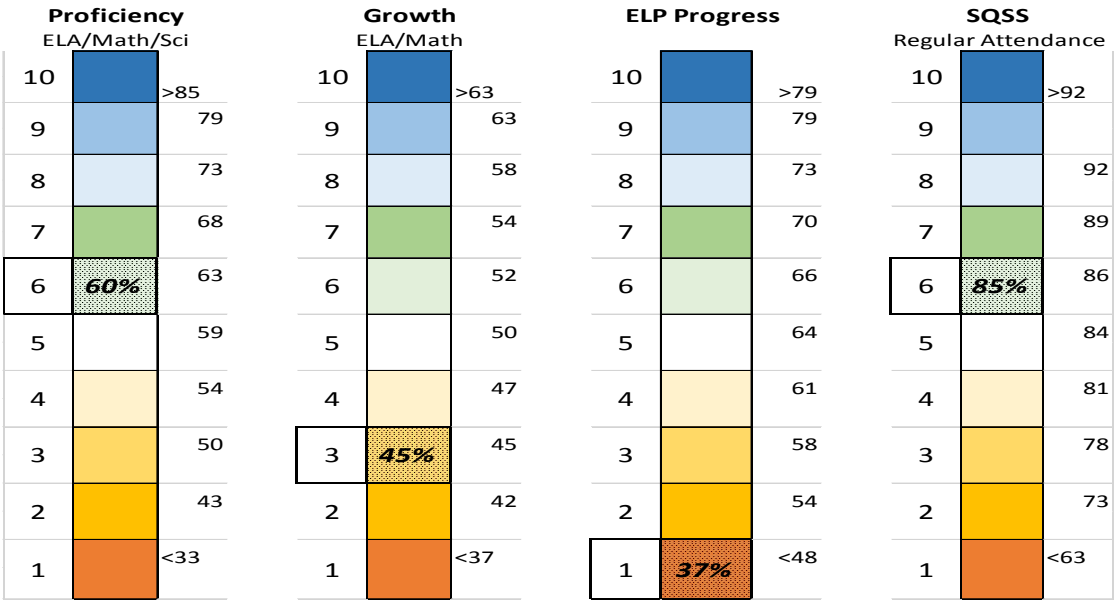
TAC recommendation for including ELP measure in the accountability framework:
The TAC recommends that the ELP measure is included as a stand-alone measure used for identification of schools for comprehensive support and as a stand-alone measure used for the identification of schools for targeted support (options 1 and 2 below). The TAC explored using the ELP measure in conjunction with the ELA proficiency measure and proportionally adjusting the weights based on EL population size, but there was not adequate time or data to access the extent to which this approach helped differentiate schools or how to specifically operationalized it. The TAC recommends exploring this approach again in 2-3 years.

1. Use the ELP measure as one of the academic indicators in the framework for identifying schools for comprehensive support along with proficiency, growth, graduation and SQSS. ***This is a requirement of ESSA.***



Notes about this approach: Even though a school may be very low performing on ELP progress, the school might not be identified for support if they are doing well on other indicators. If there is a high EL population at the school and they are not performing well on the other indicators, the school may be identified for comprehensive support based on EL performance on the multiple measures.

2. Use the ELP measure as a stand-alone measure to identify low-performing schools for targeted support. This would be a separate category of targeted support, in addition to identifying consistently underperforming subgroups by using multiple measures combined.



3. Use the ELP measure in conjunction with the ELA proficiency measure and proportionally adjust the weights of ELA proficiency and English leaner progress based on EL population size.

This option was discussed and it was determined that although most TAC members liked the concept there was not enough time to fully explore its utility or full definition.