Statewide Indicators of Educational System Health

2014 Report to the Legislature

Washington State Board of Education

www.sbe.wa.gov

December 1, 2014

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The State Board of Education solicited feedback and support from the following peer agencies during the development of this report. The Board invited representatives of the agencies to attend a panel at the November 2014 State Board of Education meeting in Vancouver to discuss the alignment of the work of their agencies with the recommended reforms in this report. The feedback that the Board received greatly improved this report and promoted further alignment of strategic planning across educational agencies.

Department of Early Learning

State Board for Community and Technical Colleges

Professional Educator Standards Board

Workforce Training and Education Coordinating Board

Washington Student Achievement Council

Office of Superintendent of Public Instruction

Educational Opportunity Gap Oversight and Accountability Committee

The members of the Achievement and Accountability Workgroup deserve special thanks for providing guidance to the State Board of Education on the Indicators of Educational System Health since the passage of ESSB 5491. This group of stakeholders from educational agencies, advocacy groups, and districts has met bi-monthly for more than two years to provide invaluable and diverse perspectives on accountability system policy, including the Indicators of Educational System Health.

The Board appreciates the participation of superintendents, school board members, and legislators at nine community forums during the work on this report. The forums were held in Yakima, Vancouver twice, Tumwater, Renton, Kennewick, Spokane twice, and Wenatchee. The Board appreciates the public comment on the Indicators of Educational System Health that it has received from community members and educational leaders at its board meetings. The Board appreciates the written comment from the Washington Association for Career and Technical Education that led to the improvement of multiple recommended reforms in the report.

The Board appreciates the ongoing support of Greg Lobdell, President of the Center for Educational Effectiveness. Greg Lobdell was the author of the 2013 report on the Indicators of Educational System Health and has remained involved with the development of the 2014 report.

The Board appreciates the technical assistance provided by the Office of Superintendent of Public Instruction Assessment and Student Information department and the Education Research Data Center in preparing the data that was analyzed in this report.

December 1, 2014

The Honorable Steve Litzow, Chair
Senate Early Learning & K-12 Education
PO Box 40441
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The Honorable Rosemary McAuliffe, Ranking Minority Member
Senate Early Learning & K-12 Education
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The Honorable Sharon Tomiko Santos, Chair
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The Honorable Chad Magendanz, Ranking Minority Member
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Dear Senators and Representatives,

Attached is the State Board of Education's report on educational system health indicators as required pursuant to Chapter 282, Laws of 2013 (SB 5491).

The 2013 statute has a relatively simple – and laudable – goal: to establish a system report card, or "health chart," for the educational system, and to review our progress toward these goals periodically to see if the strategies we are pursuing are consistent with our goals. Are state agencies working together toward a common cause, aligning their policies for the benefit of students and families? As a state, do the budgets we adopt reflect our values and expectations as expressed in these goals? These are basic, fundamental questions that any effective organization must address in their strategic planning, and the tax-paying public expects no less of state government and its oversight of the public school system.

Exactly one year ago, we provided a report which established 'baseline values and initial goals for the system' as required by the law. This year, our report, produced collaboratively with key stakeholder groups, focuses more heavily on recommended reforms to put us on target to meet our stated goals. A few key 'take-aways' are worth noting.

First, this is a challenging time for goal-setting in our state. Transitioning to college- and career-ready standards (both Common Core and Next Generation Science Standards) makes year-to-year student outcome comparisons difficult. We will need to revisit target-setting when achievement levels reset.

Furthermore, our ability to completely align system goals with school-level goals has been frustrated by the absence of an Elementary and Secondary Education Act (ESEA) flexibility waiver for schools. Under No Child Left Behind (NCLB), virtually all schools are failing under Adequate Yearly Progress (AYP), as 100% proficiency was required for all schools this school year. This leaves our state with a difficult choice: set system goals that align with somewhat meaningless federal AYP targets, or create new system goals that are not aligned, but introduce

new meaning into the goals-setting landscape for our state. In this report, we chose the latter option.

Despite these challenges, we believe our student data ultimately tells a story that we need to listen to as a state. It's a story of hope and aspiration, but also of tremendous challenge. Our data tells us that it is possible for every student to succeed and overcome obstacles to achieve career and college-readiness. Examples of this abound. Unfortunately, these examples tend to be the exception rather than the system norm.

How do we reverse this trend? In the view of the State Board of Education, a few key realities must be confronted to truly address these challenges. First, there is very little reason to believe that offering the same educational system in perpetuity will produce meaningfully different results for our students. We believe producing equitable outcomes for all students requires bold change, both in the way we deliver instruction, and the amount and types of instruction we intend to deliver.

Second, we must acknowledge that the achievement and opportunity gaps we hope to close materialize very early in a child's life. Indeed, in all the data that we looked at, gaps were present at the very earliest stages. And, depending on the indicator, these gaps either held constant or grew throughout a student's educational career when analyzing data at the system level. The stark reality is that, with a few exceptions, during a student's educational journey the system tends to perpetuate or even increase the size of these gaps, rather than close them.

In general, the data tell us that our low income students, and students of color, start behind and stay behind. As a group, they begin schooling in a deficit situation across a range of readiness indicators relative to their peers, and on an annual basis, they might acquire less than a full year's worth of learning when their peers are acquiring more than a year. As a result, the gap steadily widens each year. This seems to hold true for virtually every aspect of student performance that we can quantify.

Therefore, closing the achievement gap requires us to reverse growth gaps – to think about how we can increase the rate of learning experienced by our lower-achieving student subgroups on an annual basis, such that they accelerate and graduate from our system on equal footing with their peers. One of the ways that we can do this is to do a better job of leveraging the strengths that students bring to their education that are not currently being valued and supported by the system. Framing the challenge in this way creates a sense of urgency for the system, and also puts clearly into focus just how significant the commitment will need to be on the part of the state and individual school districts to achieve it.

In conclusion, the data tells us a story that is ultimately a call to action. We need to think systematically about the role opportunity gaps at all levels play in creating barriers to college- and career-readiness. Specifically, we need to rethink what is meant by "basic education." We need to think about the role that "summer loss" and after school and extended day programs play in a student's educational journey. We need to make a commitment as a state to high quality professional development for all educators, so that they stay current on educational standards, and build understanding about how to best deliver that content to students from different cultures and backgrounds, speaking different languages, or presenting special educational needs. Our current systemic assumption that professional development is not essential to basic education is a flimsy belief that cannot be sustained as part of our plan for fulfilling the most basic rights of our students.

And finally, we need to be prepared to intervene early and often in a child's life. Systemically, we should align our belief systems about when the gaps begin and widen for students with our timelines for intervening with intensive and supplemental instructional opportunities.

The State Board of Education is extremely honored to have been tasked with this important responsibility. We look forward to further discussion about how we can take some of the recommended reforms embedded in this report, and make them a reality for students.

Sincerely,

Isabel Muñoz-Colón, Chair

EXECUTIVE SUMMARY

This report is in response to the requirement of RCW 28A.150.550 that the State Board of Education, with assistance from the Office of the Superintendent of Public Instruction (OSPI), the Workforce Training and Education Coordinating Board (WTECB), the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC), and the Washington Student Achievement Council (WSAC), report on the statewide indicators of educational system health by December 1 of each even-numbered year. RCW 28A.150.550 directs that the SBE, with assistance from the other agencies, report on the status of each indicator and provide an evaluation of how Washington student performance compares nationally and to peer states. The report must recommend evidence-based reforms intended to improve student achievement in the area of any indicator if the system is not on target to meet the performance goals for that indicator, or if Washington students are falling behind students in peer states, or if Washington is not within the top 10 percent nationally.

The specified indicators are:

- Kindergarten Readiness, as measured on the WaKIDS assessment
- Fourth Grade Reading Proficiency
- Eighth Grade Math Proficiency
- Four-year Graduation Rate
- Postsecondary Education and Workforce Attainment, as measured by enrollment and employment rates
- Quality of the High School Diploma, as measured by postsecondary remediation enrollment

In 2013, the SBE worked with other agencies to set annual targets for the All Students group and all Elementary and Secondary Education Act (ESEA) subgroups (race/ethnicity and special program status) for each of the specified indicators. Revised indicators were also recommended and targets were set for the revised indicators as well. The Initial Report on the Indicators of Educational System Health was delivered on December 1, 2013 to the Educational Committees of the Legislature. A copy of the report can be found at http://www.sbe.wa.gov/documents/legislative/2013/5491report1.pdf.

In 2014, the SBE proposed additional indicators for (1) Student Discipline and, (2) Access to Early Childhood Education. Also this year, to determine if the system is on track to meet targets, the performance of the All Students group was compared to the target for the corresponding year. The performance of subgroups was also analyzed and included in an appendix to this report. In summary, four Educational System Health Indicators are not on track to meet targets and are not ranked in the top ten percent nationally. Three of the four indicators are not comparable to peer states. Data and comparative analyses are pending for three of the indicators.

Because the system does not meet the criteria for being on track, the SBE, with assistance from partner agencies, recommends the following evidence-based reforms to address student achievement:

Recommendation 1: Expand access to high-quality early childhood education.

Recommendation 2: Expand and fully fund high-quality professional learning.

Recommendation 3: Increase access to high-quality expanded learning opportunities.

Recommendation 4: Expand supports and services that prepare students for postsecondary opportunities.

The Board discussed these reforms at the November 2014 Board meeting, where the SBE and peer agencies endorsed these recommendations and the belief that these reforms, if implemented well, will have a significant and enduring impact on the achievement of students and the statewide educational system health.

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STATEWIDE INDICATORS OF EDUCATIONAL SYSTEM HEALTH

1. Legislative Mandate

This report is in response to the requirement of RCW 28A.150.550 that the State Board of Education, with assistance from the Office of the Superintendent of Public Instruction (OSPI), the Workforce Training and Education Coordinating Board (WTECB), the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC), and the Student Achievement Council (WSAC), report on the statewide indicators of educational system health by December 1 of each even-numbered year.

> (5)(a) The state board of education, with assistance from the office of the superintendent of public instruction, the workforce training and education coordinating board, the educational opportunity gap oversight and accountability committee, and the student achievement council, shall submit a report on the status of each indicator in subsection (1) of this section and recommend revised performance goals and measurements, if necessary, by December 1st of each even-numbered year, except that the initial report establishing baseline values and initial goals shall be delivered to the education committees of the legislature by December 1, 2013.

2. Introduction

Requirements of the Law

ESSB 5491, codified as RCW 28A.150.550, directed SBE to lead the effort in identifying system-wide performance measurements and goals for the six statewide indicators specified in the legislation. The legislation also requires that the SBE:

- Submit an initial report to the education committees of the Legislature on December 1, 2013 and biennial status reports beginning on December 1, 2014,
- Recommend revised performance goals and measurements, if necessary,
- Recommend evidence-based reforms as needed, and
- Compare Washington student achievement results to national data and "peer states."

RCW 28A.150.550 identifies specific responsibilities of the SBE for the statewide indicators of educational system health. The statute directs the SBE to:

- Work with state agencies and other entities to identify realistic but challenging system-wide performance goals and measurements.
    - The law specifies SBE will work with OSPI, the Workforce Training and Education Coordinating Board, the Educational Opportunity Gap Oversight and Accountability Committee, and the Washington Student Achievement Council.
    - The SBE also engaged other agencies and organizations through the Achievement and Accountability Workgroup (AAW).
- The SBE, OSPI, and the WSAC are directed to align their strategic plans and education reform efforts with the statewide indicators and performance goals.
- The SBE, with assistance from OSPI, WTECB, the EOGOAC, and WSAC, has the responsibility to submit a biennial report on the status of each indicator and recommend revised performance goals and measurements. The first biennial status report is due in December 2014.

- To the extent data are available, the performance goals for each indicator must be compared with national data to identify whether Washington student achievement results are:
  - Within the top 10 percent nationally; or
  - Are comparable to results in peer states with similar characteristics as Washington.
- The report must recommend evidence-based reforms intended to improve student achievement in the area of any indicator if:
  - The educational system is not on target to meet the performance goals for that indicator; or
  - Washington students are falling behind students in peer states; or,
  - Washington is not within the top 10 percent nationally.

Relationship to McCleary

In order for Washington to perform well in each indicator, the resources provided must align with the goals of the system. At a time when our system is inadequately funded, it cannot be expected that the system will perform to its potential, or compare as well as it could to other states. Our investments must align with our aspirations. The Supreme Court's *McCleary* ruling, and the action to be taken by the Legislature towards full funding in the next biennium, will impact the system's performance on these health indicators and, ultimately, outcomes for students. These indicators will also serve as an important tool in monitoring the impacts of this new funding to ensure it is being invested in the most effective ways.

Process of working with other agencies and organizations

The SBE worked with the other agencies and organizations primarily through the Achievement and Accountability Workgroup (AAW) on the development of additional and recommended indicators. The agencies that the SBE was directed to work with in the 5491 legislation are invited to attend regular meetings of the AAW. The SBE worked with the AAW on the 5491-related tasks beginning in December 2013 immediately after the delivery of the Initial Report to the Educational Committees of the Legislature. When the AAW reconvened in the summer, the workgroup supported the idea of an additional indicator involving student disciplinary events, actions, and outcomes as a measure of the educational system health. At the August AAW meeting, the AAW discussed possible system reforms or interventions at a high level. This work formed the basis of the recommended reforms and interventions described in this work.

Prior to the October AAW meeting, the AAW members and other partner agency invitees received a draft report and were requested to provide specific feedback and comments regarding the report. The October AAW meeting was devoted to a thorough discussion of the draft report. After the October AAW meeting and in advance of the November SBE meeting, the SBE staff updated the 5491 report to reflect the AAW discussion and redistributed the report to the AAW members for additional comments.

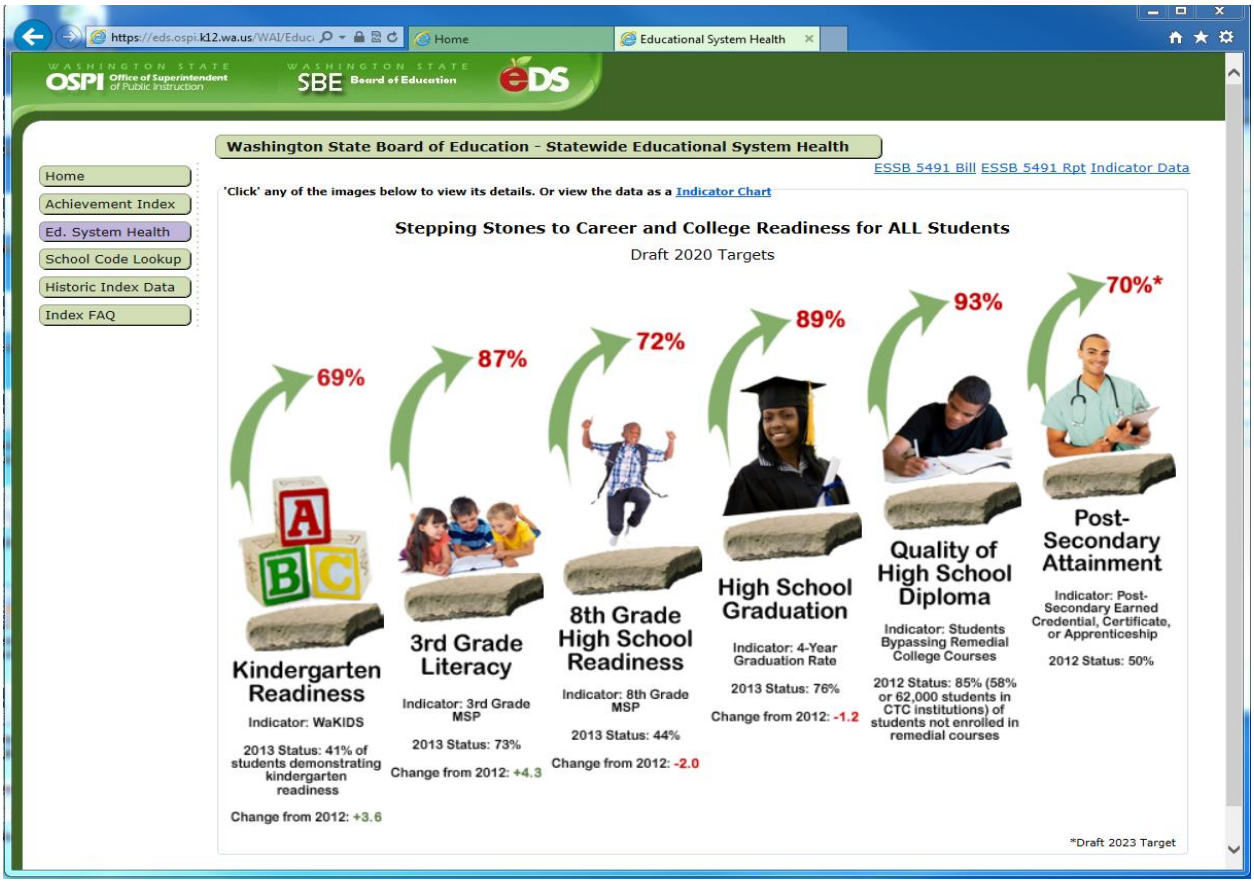
At the November State Board of Education meeting, representatives from OSPI, WTECB, WSAC, the Department of Early Learning (DEL), the Professional Educator Standards Board (PESB), and the State Board of Community and Technical Colleges (SBCTC) participated in a joint discussion of the draft report and reform recommendations. The EOGOAC was unable to attend the November meeting and offer comments prior to the submission of this report. The SBE and EOGOAC are developing a plan for collaboration on this work going forward. The SBE staff was authorized to complete and submit the final report following the guidance of the board members and peer agencies provided at the November meeting.

In addition to working with peer agencies, the SBE also distributed information about the work on Educational System Health Indicators through video and other online materials. These can be found here:http://www.sbe.wa.gov/edsystemhealth.php#. The Board received public comment at regular board meetings and in writing throughout this process.

Previous work

The Initial Report on the Indicators of Educational System Health was delivered on December 1, 2013 to the education committees of the Legislature. A copy of the report can be found at http://www.sbe.wa.gov/documents/legislative/2013/5491report1.pdf. The reader is referred to https://eds.ospi.k12.wa.us/WAI/EducationalHealth, a newly developed web page (Figure 1) with additional information about the Educational System Health indicators. The website provides information about the targets for each indicator, current performance data, and progress from the previous year.

Figure 1: Educational System Health Web page.



3. Discussion of Indicators

Six indicators were specified in ESSB 5491 for measuring system health:

- Kindergarten Readiness, as measured on the WaKIDS assessment
- Fourth Grade Reading Proficiency
- Eighth Grade Math Proficiency
- Four-year Graduation Rate

- Postsecondary Education and Workforce, as measured by enrollment and employment rates
- Quality of the High School Diploma, as measured by postsecondary remediation enrollment

In the 2013 report, the SBE and partner agencies recommended revisions to these indicators, including recommendations for secondary indicators within the above categories. A seventh indicator was also recommended, Quality of Schools, which measures the percentage of students who attend schools ranked "Good" or better on the Achievement Index. Table 1 below outlines the proposed revisions in the 2013 Initial Report.

Table 1: 2013 Indicator Revisions

ESSB 5491 Indicator	2013 Recommended Indicator
Kindergarten Readiness: Percentage of students who demonstrate the characteristics of entering kindergarteners in all six domains.	No Change to **Kindergarten Readiness** Indicator.
4th Grade Reading: Percentage of students Meeting or Exceeding standard on the 4th Grade Reading MSP.	**3rd Grade Literacy**: Percentage of students Meeting or Exceeding standard on the 3rd Grade Reading MSP. Adds: 3rd Grade Language Acquisition: Percentage of students who have reached English language proficiency on the state language proficiency assessment.
8th Grade Math: Percentage of students Meeting or Exceeding standard on the 8th Grade Math MSP.	**8th Grade High School Readiness**: Percentage of students Meeting or Exceeding standard on the 8th Grade Reading, Math, and Science MSP. Adds: 8th Grade Language Acquisition: Percentage of students who have reached English language proficiency on the state language proficiency assessment. Adds: Growth Gap Indicator: The percentage decrease in student growth gap in reading and math between the All Students group and Targeted Subgroup.
High School Graduation Rate (4-Year Cohort): The percentage of students graduating using the 4-Year graduation rate.	No Change to **High School Graduation Rate (4-Year Cohort).** Adds: High School Graduation Rate (5-Year Cohort): The percentage of students graduating using the 5-Year graduation rate.
Quality of High School Diploma: Percentage of high school graduates enrolled in precollege or remedial courses in public post-secondary institutions.	No Change to **Quality of High School Diploma** Indicator. Adds: Percentage of students meeting or exceeding standard on the 11th Grade SBAC College and Career Readiness Assessment.
Post-Secondary Engagement: Percentage of high school graduates who are enrolled in post-secondary education, training or are employed in the 2nd and 4th quarters after graduation.	**Post-Secondary Attainment**: Percentage of high school graduates attaining credentials, certificates, or completing an apprenticeship prior to age 26. Percentage of high school graduates employed in the 2nd and 4th quarters after graduation.

New Indicator	**Access to Quality Schools:** The percentage of students at schools at or above the Good Tier of the Washington Achievement Index.

Goals

Realistic but challenging annual targets were created for the All Students group and all ESEA subgroups (race/ethnicity and special program status) for each of the specified and revised indicators. The guiding principles for Educational System Health are (1) the meeting of all performance goals by 2027 and (2) College and Career Readiness for all students. This will be accomplished in two stages:

- Stage 1 proposes to eliminate 50 percent of the gap between current performance and the 2027 performance goal (the "performance gap") by the end of the 2019-20 school year.
- Stage 2 proposes to eliminate the remaining performance gap by the 2026-27 school year.

For each indicator, a baseline or starting point is established and is calculated as a simple average of two recent years of data. Once the baseline is established, annual increases or targets are computed for each ESEA subgroup for each indicator following the guiding principles specified above. Since each subgroup starts out with a different baseline value, some subgroups have greater annual targets than other groups for any given indicator. The performance and targets for all student groups for all indicators are found in Appendix A.

Status

For the purpose of determining whether the system is on track to meet targets, the performance of the All Students group is compared to the target for the corresponding year (Table 2). A narrative for each of the recommended indicators and ESSB 5491 specified indicators are found in Appendix A. See that four of the seven Educational System Health Indicators are not on track to meet performance gap reduction targets and system goals. Although not on target to meet the midpoint goals, two of the four indicators showed an improvement from the previous year.

Table 2: Summary of the status of the recommended Educational System Health Indictors.

Indicator	Most Recent Year	Measure (%)	Target (%)	Meeting Targets?	Improving?
Kindergarten Readiness	2014	40.8	43.1	NO	YES
3rd Grade Literacy	2014	72.0	73.0	NO	NO
8th Grade High School Readiness	2014	43.8	48.7	NO	YES
High School Graduation	2013	76.0	78.6	NO	NO
Quality of High School Diploma	2012	TBD	84.8	TBD	TBD

Post-Secondary Attainment and Workforce	2012	TBD	TBD	TBD	TBD
Access to Quality Schools	2013	TBD	59.8	TBD	TBD

Note: TBD = to be determined on account of data availability.

ESSB 5491 requires that the Board compare the academic performance of Washington students to those nationally and in the peer states (Colorado, Connecticut, Maryland, Massachusetts, Minnesota, New Jersey, North Carolina, Virginia). Table 3 summarizes the student performance and the comparisons, while supporting charts and data are included in Appendix A.

For purposes here, the determination as to whether a target was met was made based on the performance of the All Students group for the recommended indicators from the Initial Report from December 2013. The subgroup performance and target attainment determinations are included in Appendix A.

Table 3: Summary of the national and Peer State comparisons of Educational System Health Indicators.

Indicator	On Track to Meet Gap Reduction Targets?	Ranked in the Top 10 Percent Nationally	Comparable to peer states
Kindergarten Readiness	NO	NO	NO
3rd Grade Literacy	NO	NO*	NO*
8th Grade High School Readiness	NO	NO	YES
High School Graduation	NO	NO	NO
Quality of High School Diploma	TBD	YES	YES
Post-Secondary Education and Workforce	TBD	TBD	TBD
Quality of Schools	TBD	TBD	TBD

*Note: the 4th Grade NAEP Reading was used for comparison.

In summary, four Educational System Health Indicators are not on track to meet targets are not ranked in the top ten percent nationally, and three of the four indicators are not comparable to peer states. Performance data are pending for three of the indicators and comparative analyses are pending for two of the three indicators.

2014 Indicator Recommendations

Revised Indicator Refinements

The need for additional refinements to the revised indicators proposed in 2013 became apparent as baselines, targets and goals were generated for this report. Revisions to two areas in particular are proposed here: student growth and language acquisition.

Adequate Growth. In the December 2013 initial report to the education committees of the Legislature, the SBE recommended the inclusion of a Growth Gap measure to the High School Readiness Indicator. The recommended measure was to be the percentage decrease in student growth gap (combined reading and math between the All Students and Targeted Subgroup). Upon further study, the SBE staff determined that a gap computation based on median percentiles derived from large population sizes would be poorly suited as a System Health Indicator.

The meaningfulness of the median Student Growth Percentile (SGP) is sometimes reduced because the SGP is a wholly normative or comparative measure. The use of an Adequate Growth Percentile (AGP) is often preferred over the SGP because the AGP provides information about student growth in relation to the growth rates necessary to reach proficiency.

The SBE proposes to use the percentage of 4th and 6th grade students meeting their individual adequate growth targets in reading and math as a secondary measure of the High School Readiness indicator. This measure is preferred for several reasons:

1. To increase transparency for the general public,
2. To enhance the meaningfulness of the growth model component, and
3. To align the state Educational System Health Indicators to the Office of the Superintendent of Public Instruction (OSPI) strategic planning performance indicators.

This revised statewide measure is amenable to disaggregation by subgroup and for annual target-setting. This measure is viewed as a leading indicator of high school readiness and a predictor of middle school academic performance. Growth to a proficiency target is more important than growth alone.

The Office of the Superintendent of Public Instruction (OSPI) will not be computing AGPs from the 2013-14 assessment results because a substantial percentage of students across the state sat for the SBAC Field Test instead of the regular MSP (Measures of Student Progress) assessments. Because the assessed population differs substantially from one year to the next, it might be misleading to publicly report the findings. The OSPI expects to produce AGPs from the 2015-16 assessment results, so the first AGPs will be ready for inclusion in the 2016 Biennial Report on the Educational System Health Indicators.

Language Acquisition. In the 2013 recommended indicators, language acquisition is included in the third grade and eighth grade indicators as the percentage of K-3 or K-8 students that score proficient in English on the Washington English Language Proficiency Assessment (WELPA). Staff have further explored the topic of language acquisition and considered alternative ways to include an indicator that provides a measure of how well our Bilingual Education programs are serving our students not only in acquiring English, but in acquiring academic proficiency as well. Because students requiring ELL services may enter the system at different points in their academic careers, a measure at the time of graduation would capture students' transition out of ELL services and their academic attainment. The Board recommends

revision of the third and eighth grade indicators to remove WELPA proficiency and add a 5-Year Graduation Rate goal for Former ELL students to the High School Graduation rate as a secondary indicator.

The SBE staff engaged the Accountability and Achievement Workgroup (AAW) in multiple discussions regarding the academic performance of ELL students and received considerable input from the AAW members on the difficulty of developing robust accountability measures for this dynamic subgroup. In particular, the AAW notes that the Bilingual program participants form part of a unique group for several reasons, including:

- The highest performing ELL group members (10 to 20 percent per year) are reclassified as Former ELL students each year and 10 to 20 percent of ELL students are never reclassified;
- ELL students double test each year, as they sit for the Washington English Language Proficiency Exam (WELPA) and the MSPs, HSPEs, or the EOCs depending on grade level; and
- Performance on all of the assessments above are related in one way or another to native language, age of entry into the Bilingual program, years in program, and the design of the Bilingual Program.

For use as a secondary measure of Bilingual program success, the AAW acknowledged that the transition point measure of high school graduation of the program participants (Former ELL students) would be a meaningful (albeit imperfect) measure of program success.

SBE staff are exploring a potentially more robust indicator of Bilingual Program success: the percentage of students making adequate progress toward transitioning out of Bilingual Program services. However, an indicator such as this would not be ready for inclusion in the Educational System Health Indicators for at least two years, and goal setting for two additional years after that. This simple timeline is complicated by Washington's transition to the ELPA 21 (English Language Proficiency Assessment) in the 2015-16 school year. While the SBE staff explores the feasibility of transitioning to this new measure, the Board recommends including the 5-Year Graduation rate for Former ELL students as a secondary indicator of the High School Graduation rate to temporarily serve as a measure of Bilingual Program effectiveness.

Additional Indicators

In addition to the revisions above, the Board recommends to the Legislature that additional Educational System Health Indicators be included for future reports.

The current Educational System Health Indicators focus on proficiency and attainment—the outputs of the system. However, the health of the educational system also depends on the inputs that impact student outcomes—and understanding these inputs will help to inform targeted reforms that address not only the achievement gap, but also the opportunity gap.

The SBE and partner agencies have discussed potential additional indicators that may provide a more holistic understanding of the system's health and complement the current indicators. Among others, these indicators included discipline and access to pre-kindergarten. SBE staff surveyed the available research in these areas and the available Washington state data to craft recommendations on how potential indicators may be structured. The first 'opportunity input' indicators recommended for inclusion are a student discipline indicator and the addition of early childhood education access to the Kindergarten Readiness indicator. These indicators may be refined and other opportunity indicators may be explored in future reports.

Student Discipline. The issue of student discipline is multi-faceted and an indicator could address various aspects. Due to current data availability and quality, the recommended indicator addresses the issue of disproportionality in discipline practices and the lost educational opportunity caused by exclusionary discipline practices, which may contribute to the opportunity and achievement gaps. In the future, additional data regarding student behaviors that resulted in disciplinary action, alternative interventions, and the ability to cross-tabulate multiple student groups (e.g. Hispanic students receiving special education services) will be available. These developments will provide rich information for crafting policy reform recommendations, though, as mentioned by AAW participants, may present concerns around reporting consistency.

Because baseline, target, and goal value-setting for the indicators requires multiple years of data, these will be established in the 2016 report. No goal and target will be set for the All Student group, as has been done with other indicators, as this indicator is designed to monitor disproportionality, not overall performance. In general, the goal for this indicator is the alignment of discipline and enrollment rates for each student group.

For charts displaying the 2012-2013 data on discipline rate proportionality, see Appendix A.

The AAW also raised concerns about lost educational opportunity through student absence and disengagement. The potential for a cumulative time lost indicator that includes suspension and expulsion data with absence data was suggested.

Access to Early Childhood Education. Enrolling in pre-kindergarten has been shown to have a significant impact on a student's readiness to enter school and success in her academic career (Kay & Pennucci, 2014). Increasing access to early childhood educational (ECE) opportunities has the potential to improve the health of the educational system by increasing kindergarten readiness (the WaKIDS indicator) as well as addressing one of the earliest gaps in the educational system that persists throughout a student's career. The Board recommends the inclusion of an Early Childhood Education indicator, the percentage of three and four year-old children attending preschool, as a secondary measure of the Kindergarten Readiness indicator.

Data available through the Washington Department of Early Learning provides information on students enrolled in state- and federally-funded programs in Washington state. The SBE recommends using this data source to establish the baseline and goals for an ECE indicator. For national and peer state comparisons, the American Community Survey (ACS) produced by the U.S. Census Bureau is recommended. The ACS takes early childhood education to mean any group, class, or institution providing educational experiences for children during the years preceding kindergarten. Places where instruction is an integral part of the program are included, but private homes that primarily provide custodial care are not. Children enrolled in programs sponsored by federal, state or local agencies to provide preschool education to young children (including Head Start programs) are considered as enrolled in an ECE opportunity.

Voluntary full-day kindergarten is expected to be fully implemented in the 2017-18 school year under RCW 28A.150.315 and the WaKIDS assessment is limited to those students attending full-day kindergarten. This means that the percentage of children who are kindergarten-ready is not known, and will not be known for certain until the 2017-18 WaKIDS assessment is reported.

Recommended Revisions for 2014 Summary

Table 4 summarizes the recommended revisions and additions to the indicators of Educational System Health.

Table 4: 2014 Indicator Revisions

ESSB 5491 Indicator	2014 Recommended Indicators
Kindergarten Readiness: Percentage of students who demonstrate the characteristics of entering kindergarteners in all six domains.	**Kindergarten Readiness**: The percentage of students who demonstrate the characteristics of entering kindergarteners in all 6 domains. Adds: The percentage of 3 and 4-year olds attending preschool as a secondary measure.
4th Grade Reading: Percentage of students Meeting or Exceeding standard on the 4th Grade Reading MSP.	**3rd Grade Literacy**: The percentage of students Meeting or Exceeding standard on the 3rd Grade State Reading assessment.
8th Grade Math: Percentage of students Meeting or Exceeding standard on the 8th Grade Math MSP.	**8th Grade High School Readiness**: The percentage of students Meeting or Exceeding standard on the 8th Grade State Reading, Math, and Science assessment. Adds: The percentage of 4th and 6th grade students who meet reading and math adequate growth percentiles as a secondary measure.
High School Graduation Rate (4-Year Cohort): The percentage of students graduating using the 4-Year graduation rate.	**High School Graduation Rate (4-Year Cohort):** The percentage of students graduating using the 4-Year graduation rate Adds: High School Graduation Rate (5-Year Cohort): The percentage of students graduating using the 5-Year graduation rate as a secondary measure. Adds: The percentage of Former ELL students graduating using the 5-Year graduation rate as a secondary measure.
Quality of High School Diploma: Percentage of high school graduates enrolled in precollege or remedial courses in public post-secondary institutions.	**Quality of High School Diploma**: The percentage of recent high school graduates who enroll in higher education and bypass remedial courses. Adds: The percentage of students meeting or exceeding standard on the HS SBAC College and Career Readiness Assessment as a secondary measure.
Postsecondary Engagement: Percentage of high school graduates who are enrolled in post-secondary education, training or are employed in the 2nd and 4th quarters after graduation.	**Postsecondary Attainment**: Percentage of high school graduates attaining credentials, certificates, or completing an apprenticeship. **Postsecondary Engagement**: Uses the percentage of high school graduates who are enrolled in post-secondary education, training or are employed in the 2nd and 4th quarters after graduation as a secondary measure.
New Indicator	**Access to Quality Schools:** The percentage of students at schools at or above the Good Tier of the Washington Achievement Index.
New Indicator	**Student Discipline:** The disproportionality of student disciplinary actions as measured by the difference

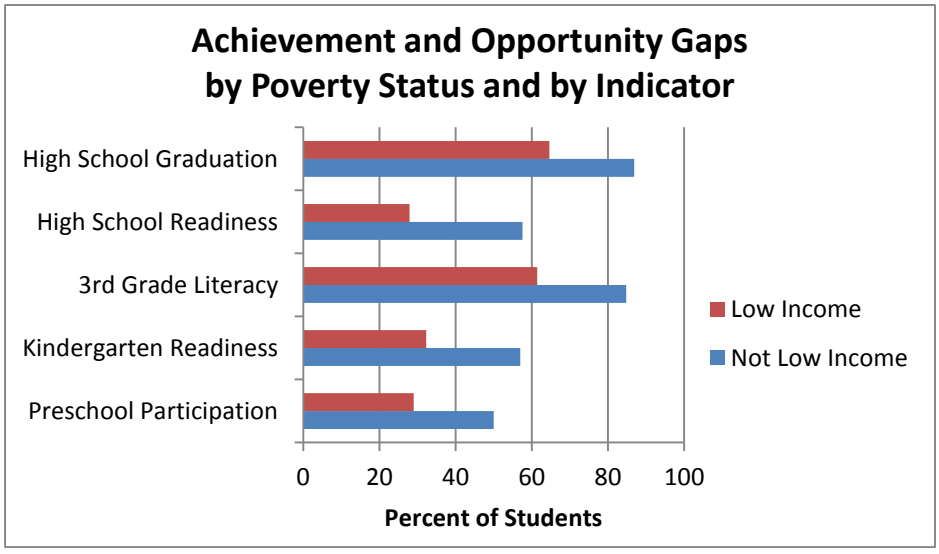
	between the subgroup population percentage and the subgroup percentage of students suspended/expelled. The number of days of lost instructional time resulting from student suspension/expulsion as a secondary measure.

Achievement and Opportunity Gap Analysis

Analysis of the indicators shows that substantial achievement and opportunity gaps based on poverty status (Figure 2) exist in Washington and elsewhere across the United States. In fact, the achievement gap based on poverty status is evident in the Kindergarten Readiness indicator before children have ever been in a public school. Figure 2 shows that approximately 32 percent of children in poverty are kindergarten ready, whereas 57 percent of children not in poverty are kindergarten ready (based on data from Department of Early Learning for schools with state-funded all-day Kindergarten and schools participating in the WaKIDS assessment). Figure 2 is meant to show that the achievement and opportunity gaps based on poverty exist prior to formal schooling and persist throughout the school life of most children.

The achievement and opportunity gaps based on poverty status are manifested in each of the Educational System Health Indicators (Figure 2). Note that the gap is approximately 20 to 25 percentage points for each of the indicators. The Preschool Participation (Early Childhood Education) measure (Figure 2), taken from the American Community Survey and compiled by the Annie E. Casey Foundation (2014), shows that children in poverty access early childhood education at a far lower rate that their peers who do not live in poverty, creating an opportunity gap. The Board contends that the gaps evident throughout the K-12 educational system come about partly as a result of lack of access to high quality early childhood educational experiences. The Board also contends that targeted interventions or reforms have the capacity to reverse the achievement and opportunity gaps so entrenched in our national and state educational system. As will be discussed below, the Board believes that intervening at the beginning of a child's educational career and continuing to intervene as a student progresses will help to close these persistent gaps.

Figure 2: Achievement and Opportunity Gaps by Poverty Status



4. Discussion of Evidence Based Reforms

Current Statewide Alignment

Massachusetts and New Jersey (peer states) are consistently ranked among the highest in the United States on many educational indicators. Both states overhauled their respective educational systems in the 1990s. Some actions were in response to state Supreme Court decisions and directives. Both states:

- Restructured school funding mechanisms and enhanced the funding to high poverty schools and districts,
- Implemented new standards, assessments, and curriculum,
- Strengthened educator licensing requirements and redesigned teacher preparation programs to meet the needs of an increasingly diverse student population,
- Expanded access and funding for high quality early childhood education,
- Set out a plan to provide full-day kindergarten to all students, and
- Increased professional learning and standards for PreK-12 educators.

The educational success recently shown by Massachusetts and New Jersey is evidence of the transformative power of systemic reform implemented with fidelity on a statewide system of education. Board staff examined the research available on the above-mentioned reforms and created a reform strategy for Washington targeted to improve performance on the Educational System Health Indicators. The strategy was further developed with the assistance of the AAW and peer agencies. Peer agency input on the reforms is available in Appendix B.

ESSB 5491 clearly demonstrated the intent of the Washington Legislature to ensure that the Washington educational system is among the best in the country. Just as was the case for the states cited above, the Washington Legislature is faced with overhauling the state funding of education to comply with court findings. Unlike Massachusetts and New Jersey, Washington is in the midst of an aggressive reform agenda that already includes a plan to implement new standards and assessments, a plan to expand access and funding for early childhood education, and a plan to fund full-day kindergarten for all students. The systemic reform recommended by the Board is in no way meant to undermine the work currently underway to elevate the Washington educational system to the desired levels, but is intended to augment the reform work that is underway and planned.

Development of Recommendations

Each of the Educational System Health Indicators could be viewed as a distinct “test” for the educational health “check-up” to ascertain whether the system is functioning at the optimum level. The Educational System Health check-up shows that the Kindergarten Readiness, Third Grade Literacy, Eighth Grade High School Readiness, and High School Graduation Indicators are not on track to meet targets. As required in ESSB 5491, the Board and partner agencies are required to recommend evidence-based reforms intended to improve the respective measure.

First, the Board believes it is important to state what these recommended reforms are NOT. The recommended reforms are:

- NOT meant to reduce or strip away local control of staffing decisions, budgeting, curriculum, and other district/school management responsibilities,

- NOT a mandate to require early childhood education at a licensed facility,
- NOT a directive to implement any specific professional learning program,
- NOT meant to add unfunded mandates or tasks to district and school staff,
- NOT a requirement to replace any successful expanded learning opportunity currently in operation, and
- NOT meant to be an endorsement or critique of current programs.

The reforms:

- ARE meant to guide and align statewide educational reform,
- ARE meant to focus the efforts of agencies as they develop strategic plans, and
- ARE meant to inform state policymakers about areas of reform that could yield significant benefit to the state's children.

To this end, the Board recommends the approach of Isabel Sawhill and Quentin Karpilow (2013) as explained in their recent work titled, *How much could we improve children's life chances by intervening early and often?* In this work, the researchers theorize that evidence-based reforms or interventions have an additive effect and show how higher levels of academic achievement can be attained and sustained over time.

Sawhill and Karpilow (2013) identify and characterize educational or academic success at critical stages of life in a manner similar to that of the ESSB 5491 indicators. The researchers contend that success at each critical stage of life greatly enhances the chances of success at the next stage. In other words, a child who is kindergarten ready is far more likely to meet or exceed the third grade reading standards, and those who meet third grade literacy standards are more likely to complete middle school with the academic skills required for high school and to graduate on time. In short, the researcher's approach is to **intervene early and intervene often** to bring about the desired outcomes.

The basis for developing the recommended reforms were: (1) reforms that have been successful in other peer states, (2) discussion with peer agencies, and (3) reports and research studies. It should be noted that the SBE reviewed the research methodology and results of Washington State Institute for Public Policy's (WSIPP) analysis of evidence- and research-based practices (Pennucci and Lemon, 2014). However, SBE did not exclude research that was not the product of full-scale meta-analysis or randomized experimental designs. Part of the intent of the Statewide System Health legislation was clearly to encourage collaboration and alignment across the state system, therefore peer agency suggestions and reviews were weighed heavily in developing the recommended reforms.

Research Limitations

In the discussion that follows, the impact resulting from the recommended reforms or interventions are typically quantified through a calculated effect size. An effect size is a standardized mean difference between two populations. The effect size expresses (in standard deviation units) the increase or decrease in achievement of the intervention group compared to that of the control group. Effect sizes expressed in terms of causality should be computed only when the study or studies meet the criteria of the "gold standard" of research specified below:

- A rigorous design ensuring validity of causal inferences of the reform or intervention on the outcome measure,
- The study must be executed with high fidelity and sufficient implementation of the reform or intervention,

- The psychometric properties of the outcome measures should be valid, reliable, and aligned with the intervention, and
- The analytic models must be well specified and statistical models must be appropriate.

Unfortunately, little educational research meets all of these criteria largely due to the paucity of randomized group assignments in educational settings. This fact requires educational researchers to turn to meta-analysis of inferential and experimental research as a mechanism to establish meaningful effect sizes for studies not meeting the research "gold standard". In a simple sense, meta-analysis summarizes the findings from numerous studies into a single effect size.

Because effect sizes reported through meta-analysis are estimates or averages of impacts from an intervention, the effect sizes are related to the individually selected studies and those will vary between researchers. This means that different researchers will report different effect sizes for a similar intervention because different studies were included in the meta-analysis. As an example, consider the three meta-analyses described below that were reviewed as a part of this work.

1. One solid meta-analysis reported an average effect size of 0.005 for one day of professional development from eight studies selected from 14 studies included in the research review (Pennucci, 2012). Only two of the eight studies from here were also used in the study below.
2. A rigorous and peer reviewed meta-analysis of teacher professional development effects on student achievement reported an average effect size of 0.54 from nine studies after reviewing more than 1300 studies that potentially addressed the research question (Yoon, Duncan, Lee, Scarloss, & Shapley, 2007).
3. In yet another meta-analysis, the author (Hattie, 2009) reports an average effect size of 0.62 for teacher professional development on student outcomes based on an unspecified number of studies from more than 800 originally reviewed.

In the example from above, the reader would be correct to believe that effect sizes for professional development on student outcomes in the range of 0.50 **are possible,** but are certainly **not guaranteed**. While the SBE believes it is important to report effect sizes where available, the SBE strongly advises the reader to not over rely on the precise effect size reported for any single study or, for that matter, any single meta-analysis finding. When projecting what effect schools in Washington state might experience for a given reform, it is important to note that statistical effects for a studied reform are context specific. Results observed in one research study, conducted with a certain population of students, in a certain part of the country, may not translate entirely to students in Washington state, who may be facing different challenges and have certain advantages, than the subjects in the study. In research, effect sizes tend to be context-specific.

Evidence-Based Reforms

Our vision of the" intervene early and often" approach includes the following reforms:

1. Expand access to high-quality early childhood education.
2. Expand and fully fund high-quality professional learning.
3. Increase access to high-quality expanded learning opportunities.
4. Expand supports and services that prepare students for postsecondary opportunities and employment.

High quality early childhood education (ECE) has an effect size of approximately 0.45 to 0.75 (Barnett, 2008; Hattie, 2009), meaning that the average child accessing ECE would be expected to score about 0.50 to 0.75 standard deviations higher on an educational outcome measure as

compared to a child lacking a similar experience. Without any additional interventions, the effect size of the ECE will diminish over time but the child accessing the ECE will continue to have a decided advantage over those not accessing ECE. If another intervention such as high quality professional learning is provided through the third grade and educators improve practice, the effect size for the average child could add 0.50 (Hattie, 2009; Yoon, Duncan, Lee, Scarloss, & Shapley, 2007) standard deviations to the performance level. All things being equal, the child accessing the ECE and an educator improving practice through high quality professional learning, could benefit from an additive effect size of over 1.00, while the child experiencing a high quality teacher alone my benefit by as much as 0.50 standard deviations. This difference could be reduced through targeted professional learning. By the end of the third grade in this example, more students would be meeting or exceeding standards and would be prepared for the increased rigor of the upper elementary grades, although a performance gap would likely still exist. For the lower performing student, access to an expanded learning opportunity could result in an effect size of 0.20 to 0.40 (Hattie, 2009), which would substantially reduce the theorized gap. The net value-added from multiple interventions or reforms is not at all a well-researched topic, but the SBE believes it reasonable to expect higher impact from additive effects. In the SBE vision, the additive effects elevate student outcomes to higher levels, thereby preparing every student for the challenges of the next educational milestone.

The Board believes that this proposed approach (**intervene early and intervene often**) is the manner in which educational outcomes were transformed in Massachusetts and New Jersey. The Board believes the cumulative or additive effects of multiple interventions and reforms increased the outcomes for all and narrowed gaps where interventions were targeted.

5. Recommendations

Recommendation 1 – Expand access to high-quality early childhood education. This reform is intended to improve student achievement in kindergarten readiness and third grade literacy.

The lasting effect of early childhood education on later academic performance is a well-researched topic and the findings are largely in agreement. The positive effects of early childhood education can be substantial depending on the quality of the program. However, the effects are reduced in later years. Solid analyses by Barnett (2008) show that “less advantaged” children stand to benefit the most from additional resources directed toward early childhood education (Darling-Hammond, 2013). In other words, the effects of a high quality early childhood education program substantially reduce the Kindergarten Readiness performance gap based on poverty, but the gap reduction is not sustained over time.

Washington’s commitment to high quality early childhood education is evident through the actions taken over recent years.

- In 2011, legislation was signed into law making high quality early childhood education an entitlement by the 2018-19 school year for children living in poverty.
- Also in 2011, a legislative task force developed a set of recommendations for expanding voluntary, high quality early childhood education opportunities for all children.
- The Washington Department of Early Learning (DEL) again increased the number of slots for the Early Childhood Education and Assistance Program (ECEAP) with the result that the state is offering preschool to approximately 10,000 children in the 2014-15 school year.

- Beginning in the 2014-15 school year, some ECEAP providers receive funding for full-day preschool services.

Washington's actions are well aligned to the recommendations advocated for by early childhood education national experts and researchers (Barnett, 2008; Barnett and Lamy, 2013; Darling-Hammond, 2013), some of which include the following:

- Support early childhood educational models utilizing small class sizes and professional educators who receive professional development, a high degree of supervision and coaching, and are involved in a continuous improvement process for teaching and learning.
- Require early childhood education programs to regularly assess children's learning and development.
- Expand access to early childhood education and prioritize disadvantaged children who are likely to benefit the most.
- Support increasing early childhood education quality through the DEL's Early Achievers (Washington's Quality Rating and Improvement System) program.
- Support a plan whereby all children would be served by a public education system that begins at age 3.

The final recommendation is not meant to require all children to attend a formal early learning center program, but would honor parents' right to opt out of formal early childhood education in favor of home-based early childhood education where the parent or another adult figure can serve as the child's first teacher. For these families, a support model of providing home instruction consisting of biweekly home visits and group meetings to instruct and equip parents to be effective teachers for their children has been shown to have positive effects in preparing children for kindergarten (Sawhill and Karpilow, 2014).

The Legislature may choose to define early learning as part of basic education as was proposed in 2009 through House Bill 2261. The legislation was passed in both houses of the Legislature but the section pertaining to early childhood education was vetoed by the Governor. If enacted, early childhood education would have been provided to at-risk three and four year old children as an element of basic education and would have been funded on a per pupil basis in the same manner K-12 education is funded.

While Washington's commitment to high quality early childhood education is noteworthy, substantial challenges remain.

- Currently, only approximately 40 percent of children in Washington are kindergarten ready, and a substantial performance gap based on poverty status is evident.
- Washington's ECEAP serves only the most impoverished of children, and only 19 percent of eligible four year olds are enrolled in state early childhood education programs.
- Many early education programs, such as ECEAP, are half-day when research shows that full-day programs have the greatest effects on the most at-risk children.
- The creation of a credentialed and professional workforce that is supported by professional salaries is limited by resources and pathway hurdles.

Washington's Preschool Expansion and Development Grant was recently submitted to the federal government to provide the funding necessary to carry out an ambitious and achievable

expansion and enhancement of ECEAP. In the event the grant funding is not awarded, the legislature should consider funding the ECEAP expansion (as specified in the grant) of high quality, full-day, early childhood services to serve nearly 25,000 children by the start of the 2018-19 school year while ensuring that prioritization is given to high-need communities and populations, including tribal and rural communities.

Recommendation 2: Expand and fully fund high-quality professional learning. This reform is intended to improve student achievement in kindergarten readiness, 3rd grade literacy, 8th grade high school readiness, and high school graduation.

The impact of professional development or professional learning is more difficult to quantify than one might expect due to the general lack of randomized experimental studies (Yoon, Duncan, Lee, Scarloss, & Shapley, 2007). When this is the case, researchers turn to meta-analyses of other research to quantify effect sizes. In a meta-analysis of over 800 meta-analyses encompassing more than 50,000 smaller studies, nearly 140 influences on student achievement were identified. Professional development yielded an effect size of 0.62 on student achievement (Hattie, 2009). This meta-analysis does not compute effect size using a weighted average, and this may lead to higher than expected values. However, other published work produces effect sizes above 0.50 (Yoon, Duncan, Lee, Scarloss, & Shapley, 2007), which leads one to conclude that Hattie's effect sizes are real, if slightly overstated. The effect size for professional development exceeds that of socioeconomic status, parental involvement, preschool programs, teacher effects, and class size (Hattie, 2009). In other words, professional learning has the potential to bring about substantial increases in student achievement. This finding is supported by myriad qualitative reports from educators who experience quality professional learning as having an immediate and significant impact on student learning and performance.

Pennucci and Lemon (2014) identified evidence-based professional development practices that positively impact student achievement in a WSIPP inventory of evidence- and research-based practices for Washington's Learning Assistance Program. These included targeted teacher professional development (focusing on improving teaching in a particular content area and/or a particular grade level) and teacher professional development in the use of assessment data to guide instruction. Another WSIPP report on Innovative Schools found that content-specific professional development for teachers is associated with improved student test scores (Lieb et al., 2013).

Because of the importance of professional learning, the Board has made it a priority to urge the Legislature to establish and fund a statewide program of effective professional learning for educators of 80 hours as part of the basic education allocations guaranteed to all school districts. Professional learning opportunities outside of the 180 day school calendar are necessary for educators to improve their instructional practice in a manner that brings about greater academic achievement.

An example of how professional learning for educators might be defined was included in HB 2358, a bill that was introduced in the 2014 session, but did not pass:

> "The term 'professional learning' means a comprehensive, sustained and intensive approach to improving teachers' and principals' effectiveness in raising student achievement…Professional learning shall have as its primary focus the improvement of teachers' and school leaders' effectiveness in assisting all students to meet the state learning goals."

The Board recognizes that districts, schools, and teachers have different needs with respect to the professional learning required to bring about the higher quality instruction needed to

increase student learning. For this reason, the Board believes it would be inappropriate to prescribe one professional development program over another. However, the Board believes that the professional learning opportunities should be aligned with best practices built on standards such as those of Learning Forward (http://learningforward.org/standards-for-professional-learning#) Minimally, professional learning in Washington should have the attributes outlined below (Grossman, 2009; Center for Public Education, 2012; Kang, Cha, & Ha, 2013).

- Duration – contact time of 35 to 100 hours is optimal (5 to 15 days yielded the greatest positive effect on student achievement)
- Active Learning – should be ongoing, provide teachers with time to implement their learning, and receive feedback on their improved practice
- Coherence – should be explicitly connected to school and district goals for student learning
- Content – should be focused on both pedagogy and content knowledge
- Individualized – professional learning decisions should be data driven and based on the needs of each educator

When professional learning is defined as an element of basic education and fully funded by the state, districts or ESDs would be expected to be held accountable for ensuring that the professional learning supports the desired outcomes. In this event, a state agency should be tasked with developing policy to improve the quality and impact of professional development that (at a minimum) should include:

- Collect and use student achievement data to assess the effectiveness of professional learning
- Create individualized professional development plans for teachers based on student achievement data and teacher evaluations
- Create an incentive-based professional development initiative for teachers to acquire advanced skills
- Align with a school or district's improvement plan

Even though districts or ESDs will provide access to professional learning, professional learning opportunities may be take place out of districts and out of state. These activities would ideally also be held to accountability measures to ensure that the professional learning is high quality, is improving educator practices, and is leading to improved educational outcomes for children.

Another key policy consideration in building a statewide program of professional learning is how the policy ultimately links to the state funding formulas. Historically, professional development funding – via Learning Improvement Days – has manifested as equal increments of salary on each step of the teacher salary guide. When the state is faced with translating the statewide professional learning program into a funding approach, key questions emerge: should beginning teachers receive more professional development than senior teachers or should the manner in which teachers move across the steps of the salary guide over time reflect the same set of assumptions embedded in this new statewide professional learning program policy? If they do not align, there is potential for the state to financially subsidize different forms of professional learning and growth through the salary guide (like post-secondary credits and clock hours) than what it espouses through its statewide policy of best practice. Ideally, the state would think about how it pays teachers in concert with the types of professional growth activities it wishes to incentivize.

Recommendation 3: Increase access to high-quality expanded learning opportunities. This reform is intended to improve student achievement in 3rd grade literacy, 8th grade high school readiness, and high school graduation.

In June 2014, the Governor signed into law Second Substitute Senate Bill 6163 creating the Expanded Learning Opportunities Council for the purpose of advising the Governor, the Legislature, and the Office of the Superintendent of Public Instruction regarding a comprehensive expanded learning opportunity (ELO) system. The bill defines ELO as:

1. Culturally responsive enrichment and learning activities, which may focus on academic and nonacademic areas; the arts; civic engagement; service-learning; science, technology, engineering, and mathematics; and competencies for college and career readiness;
2. School-based programs that provide extended learning and enrichment for students beyond the traditional school day, week, or calendar; and
3. Structured, intentional, and creative learning environments outside the traditional school day that are provided by community-based organizations in partnership with schools and align in-school and out-of-school learning through activities that complement classroom-based instruction.

ELOs include before- and after-school programs, weekend programs, summer programs, and extended-day, -week, or -year programs where the outcomes include increased academic performance of the participants. ELOs are a subset of the Afterschool and Youth Development (AYD) field with a specific focus on improving academic outcomes for youth who are less successful in the regular school setting.

High-quality ELOs engage participants through innovative practices and diverse learning methods that enhance what students learn during the school day. High quality ELOs align or link in-school and out-of-school learning by coordinating with schools to create enriching experiences with activities that complement the day-to-day classroom based instruction. ELOs offer academic support to those who are struggling in school and promote deeper learning for those who are demonstrating success. Finally, high quality ELO's engage with community, schools, and families to support children's learning and development.

In the WSIPP inventory of evidence- and research-based practices for Washington's Learning Assistance Program (Pennucci and Lemon, 2014) two evidence-based practices are associated with improved outcomes for students: academically focused summer learning and out-of-school tutoring by adults. In-school extended learning was found to have mixed results in Washington Innovative Schools (Lieb et al., 2013). One additional school day did not have consistent impact on student test score; the report suggests that effects may depend on how the time is used.

The Career and Technical Education Organizations (CTSOs) that operate in each of the CTE program areas are examples of high quality ELOs firmly entrenched in the current educational system. The CTSOs provide student leadership opportunities connected to intra-curricular CTE course activities. Career interventions have a moderately strong effect size of 0.38 on educational outcomes (Hattie, 2009). The effect size for summer school is a modest 0.23, but would be expected to increase if the summer program was of high quality. The ELOs are often designed to foster cooperative learning which has a substantial effect size of 0.41 to 0.54 standard deviations, which may be related in some fashion to small group learning that produces an effect size of 0.49 standard deviations. The overarching point here is that high

quality ELOs have the demonstrated potential to substantially improve educational outcomes for children.

The effects of ELOs on academic achievement vary considerably from program to program depending on program quality. A high quality ELO would include:

- A clear programmatic mission, focused and challenging goals, and frequent evaluation that supports ongoing improvement.
- An array of content-rich programming that engages participants and builds their academic and nonacademic skills.
- Positive, constructive relationships between staff and participants.
- Strong connections with schools, families, and communities.
- Qualified, well-supported, and stable program staff.
- A low participant-to-staff ratio and an appropriate total enrollment.
- Sufficient program resources and the ability to sustain funding over the long term (CCSSO, 2011).

The Expanded Learning Opportunities Council will provide the framework from which to develop a statewide and comprehensive ELO system for the purpose of reducing summer learning loss and increasing student achievement. The Expanded Learning Opportunities Council has formally met on five occasions and is well into the process of developing an integrated menu of best practices and strategies for high quality ELOs. Find the council's work at http://www.k12.wa.us/WorkGroups/ELOC.aspx.

Recommendation 4: Expand supports and services that prepare students for postsecondary opportunities and employment.
This reform is intended to improve high school graduation and post-secondary readiness and attainment.

A critical piece of supporting students for success in high school and post-secondary endeavors is goal-setting and connecting students with programs and information to help them achieve those goals. Goal-setting alone produces a moderately strong effect size of 0.56 standard deviations on educational outcomes (Hattie, 2009). Practices such as creating individualized learning plans, such as Washington's High School and Beyond Plan, provide students with the opportunity to set goals and access information and programs, when implemented well. Individualized learning plans also help to increase the relevance of students' coursework and activities to their lives and goals, which in turn increases engagement and persistence (Rennie Center, 2011; Solberg, 2012). Students who engage in individualized learning plan processes have been found to take more rigorous coursework (Baker, et al. 2013) and are more knowledgeable about diverse career opportunities (Rennie Center, 2011; Williams & Morgan, 2014).

While Washington students are already required to complete a High School and Beyond Plan, the structure of this plan and the planning process vary greatly across the state. Many districts begin the plans in the ninth grade, while others reportedly start the process later in a student's high school experience. Students who engage in individualized planning activities beginning in the middle school years may experience greater benefits (Rennie Center, 2011, Solberg 2012). In Washington, districts that participated in the Navigation 101 program and included middle school planning activities saw an increase in the number of middle school students signing up for College Bound Scholarships (Baker, et al. 2013), indicating increased knowledge of and access to programs that support postsecondary opportunities.

Washington is not unique in some of the challenges faced in implementing high-quality planning processes statewide. Time, staff buy-in, family engagement, and access to resources were identified by practitioners in Colorado (Colorado Department of Education, 2014) and in nationwide research (Rennie Center, 2011; Solberg, 2012), as well as Washington (Baker, et al. 2013), as barriers to implementation.

To encourage and support more districts and schools to provide high-quality individual postsecondary planning processes for students the Board recommends the following actions.

Develop resources to help schools and districts make high school and beyond planning meaningful for students:

- Continue work on Career Guidance Washington – OSPI has developed rich curricula to guide student planning activities beginning in the seventh grade, a great resource that should continue to be enhanced and widely distributed.
- Explore the development of an online tool – One means for providing greater access to the Career Guidance WA content, as well as increasing student and parent engagement, is an online platform.
- Develop guidance to emphasize the student benefits of the HSBP – Informing teachers, counselors, principals, parents, and students of the importance and benefits of student plans will help increase participation in this highly effective process.
- Provide outreach and support to staff and leadership – Another means of encouraging best practice and implementation of high-quality planning processes is to distribute information about successful examples and resources.
- Encourage beginning planning activities in middle school.

The AAW participants also emphasized the need for dedicated staff with the necessary expertise to guide students through the planning, career exploration, and application processes. Family engagement and other support services modeled after GEAR UP (Gaining Early Awareness and Readiness for Undergraduate Programs) practices were also mentioned as well as the importance of universal access for students receiving special education services, English language services, and services through other special programs.

In addition to developing resources to enhance the HSBP process for students, Washington can increase career and college success by increasing access to programs already underway. Many of these opportunities, including Career and Technical Education (CTE) programs, should be communicated to students as part of the HSBP, but also stand alone as important means of preventing students from dropping out, and reengaging students that have already dropped out.

Increase access to programs that connect students with career and college opportunities

- Jobs for Washington's Graduates
- GEAR UP
- Microsoft ITA
- Building Bridges
- Graduation Reality and Dual-role Skills (GRADS)

These programs often yield participant graduation rates higher than the state average and dropout rates lower than the state average, thereby imparting a positive effect on the High School Graduation Indicator. They also provide unique opportunities for career and college experiences while in high school and additional supports.

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APPENDIX A

Status of Indicators

Kindergarten Readiness

The Kindergarten Readiness indicator is measured through the Washington Kindergarten Inventory of Developmental Skills (WaKIDS), and is the percentage of children who are kindergarten-ready in the fall of a given year. In this case kindergarten-ready means that the students meet the standards on all six WaKIDS kindergarten-ready domains.

Table A1: Performance on the Kindergarten Readiness indicator by ESEA subgroup.

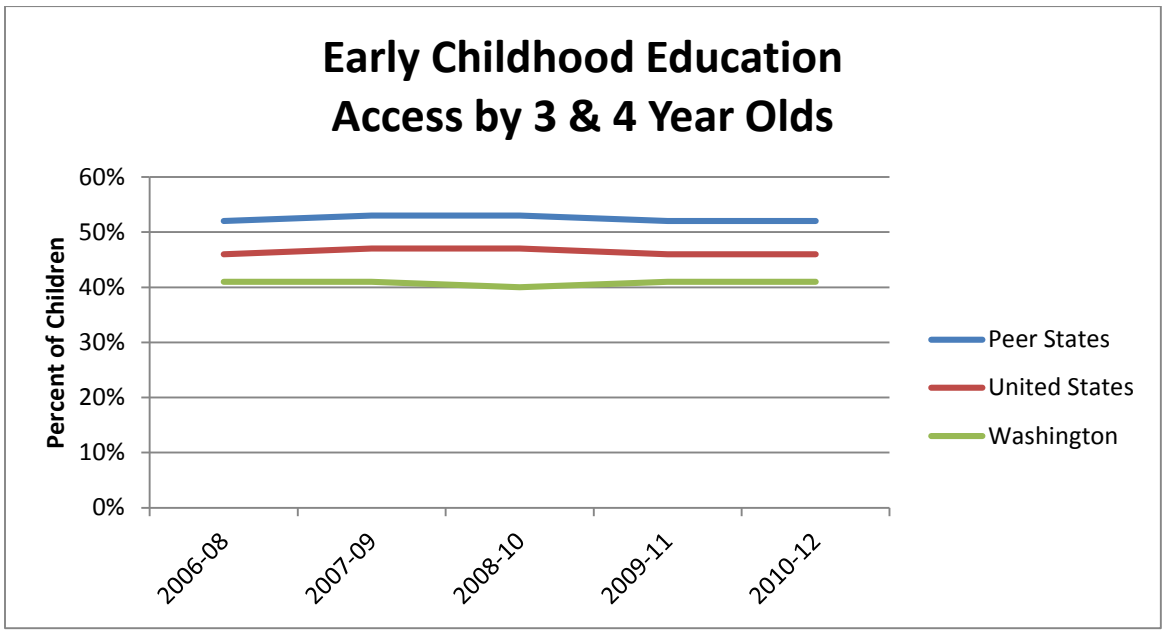
	2011-12	2012-13	2013-14	2013-14 Target	Difference 2013-14
All Students	**40.2%**	**37.2%**	**40.8%**	**43.1%**	**-2.3**
Black / African American	34.9%	41.3%	38.7%	42.5%	-3.8
American Indian / Alaskan Native	33.8%	30.2%	36.0%	36.9%	-0.9
Asian	40.9%	42.1%	45.0%	45.7%	-0.7
Hispanic / Latino	29.9%	23.9%	25.4%	32.1%	-6.7
Pacific Islander / Native Hawaiian		30.4%	30.4%	35.4%	-5.0
White	46.9%	50.3%	51.7%	52.3%	-0.6
Two or More		45.3%	47.6%	49.2%	-1.6
Students with Disabilities	19.6%	16.2%	18.7%	23.8%	-5.1
Limited English	26.1%	19.0%	20.3%	28.1%	-7.8
Low-Income	33.5%	30.1%	32.3%	36.7%	-4.4

For the Kindergarten Readiness indicator, the 2011-12 and 2012-13 results were averaged to provide the baseline value of 38.7 percent from which to derive the yearly step increase of 4.4 percentage points for the All Students group. For the All Students group, the 2013-14 performance increase was not sufficient to meet the gap reduction target of 43.1 percent (38.7 percent [baseline] plus 4.4 percent [annual step]). The highlighted cells in the far right column indicate that no subgroup met their individual gap reduction targets and by how much the target was missed.

High quality early childhood educational experiences allow children to develop the skills that are required for them to be independent learners when they start school. While the WaKIDS is not comparable on a national or peer state level, comparisons of access to early childhood educational opportunities are possible. Data from the KIDS COUNT Data Center developed by the Anne E. Casey Foundation (Figure A1) shows that access to early childhood education by Washington three and four year-olds is lower than the national average and lower than the Peer State average.

For the Kindergarten Readiness Educational System Health Indicator (Table A1) shows that the indicator is not on track to meet gap reduction goals. Figure A1 shows that the percentage of three and four year olds accessing early childhood educational opportunities is lower than the national and Peer State averages.

Figure A1: Shows the percentage of 3 and 4 Year-Old Children Accessing Early Childhood Education Opportunities.



3rd Grade Literacy

The percentage of 3rd grade students meeting or exceeding standards on the 3rd grade MSP Reading Assessment was recommended as an indicator in the December 2013 Initial Report. For the 3rd Grade Literacy indicator (All Students), the 2011-12 and 2012-13 MSP results served as the baseline (71.0 percent) and the annual step increase was computed at 2.1 percentage points. The highlighted cells in the far right column identify the subgroups failing to meet their individual gap reduction targets and by how much the target were missed. See that the Asian, Hispanic/Latino, and Limited English (English Language Learners) met their individual gap reduction targets.

Table A2: Performance on the 3rd Grade Literacy Indicator by ESEA subgroup.

	2011-12	2012-13	2013-14	2013-14 Target	Difference 2013-14
All Students	**68.8%**	**73.1%**	**72.0%**	**73.0%**	**-1.0**
Black / African American	54.9%	59.1%	57.3%	60.1%	-2.8
American Indian / Alaskan Native	52.1%	52.8%	49.7%	55.8%	-6.1
Asian	78.9%	83.1%	84.6%	82.4%	2.2
Hispanic / Latino	52.1%	57.2%	57.9%	57.9%	0.0
Pacific Islander / Native Hawaiian	53.3%	62.9%	56.8%	61.1%	-4.3
White	75.0%	79.4%	77.8%	78.8%	-1.0
Two or More	71.7%	75.9%	73.7%	75.7%	-2.0
Students with Disabilities	37.7%	37.4%	37.8%	42.0%	-4.2
Limited English	28.7%	41.4%	44.6%	39.7%	4.9
Low-Income	56.6%	61.4%	59.6%	61.9%	-2.3

4th Grade Reading

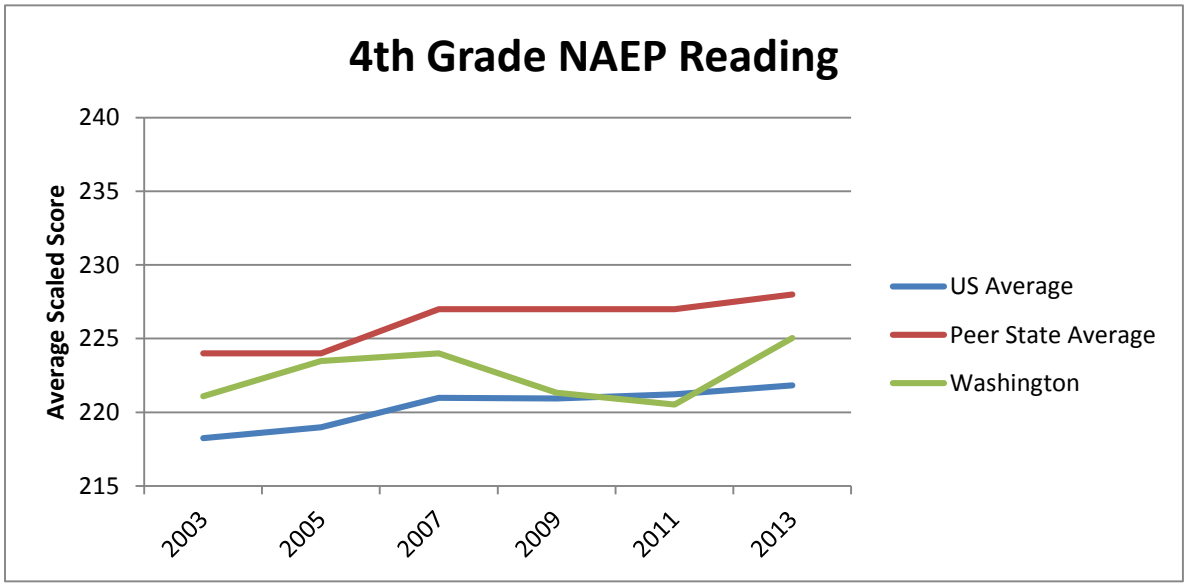
The indicator is the percentage of 4th grade students meeting or exceeding standards on the 4th grade MSP Reading Assessment. The indicator was specifically named and described in the ESSB 5491 legislation but the 2013 Initial Report recommended that the 4th Grade Reading Indicator be replaced with the 3rd Grade Literacy Indicator.

Table A3: Performance on the 4th Grade Reading Indicator by ESEA subgroup.

	2011-12	2012-13	2013-14	2013-14 Target	Difference 2013-14
All Students	**71.5%**	**72.4%**	**69.9%**	**74.0%**	**-4.1**
Black / African American	56.5%	59.9%	55.9%	61.2%	-5.3
American Indian / Alaskan Native	52.3%	53.9%	46.5%	56.5%	-10.0
Asian	81.0%	82.7%	81.2%	83.1%	-1.9
Hispanic / Latino	56.3%	57.7%	54.7%	60.1%	-5.4
Pacific Islander / Native Hawaiian	56.1%	55.5%	55.2%	59.0%	-3.8
White	77.5%	78.1%	76.0%	79.4%	-3.4
Two or More	73.4%	75.0%	72.6%	76.0%	-3.4
Students with Disabilities	41.9%	42.1%	42.4%	46.1%	-3.7
Limited English	31.4%	33.8%	35.7%	37.4%	-1.7
Low-Income	59.7%	60.9%	57.3%	63.1%	-5.8

The 2011-12 and 2012-13 assessment results were used to establish the All Students baseline of 72.0 percent and the calculated annual step increase is 2.0 percentage points. The All Student performance dropped in 2013-14 to the lowest point in the three most recent years and did not meet the gap reduction target. The highlighted cells in the far right column indicate that no subgroup met their individual gap reduction targets and by how much the target was missed.

Figure A2: Shows the Average Scaled Scores for the 4th Grade NAEP Reading Results.



For the 4th Grade Reading indicator specified in the ESSB 5491 legislation, the 4th Grade NAEP Reading (Figure A2) can be utilized for national and Peer State comparisons. In 2013

Washington 4th graders posted an average scaled score of 225, which was the 15th highest in the nation placing the Washington at the 70th percentile of all states. The Peer State scaled score average for the 4th Grade NAEP Reading was 228, a full three points higher than Washington.

The 4th Grade Reading Indicator of the Educational System Health is not on track to meet gap reduction targets as shown in Table A3. When using the 4th Grade NAEP Reading as a comparison, Washington is not ranked in the top ten percent nationally and is not comparable to the peer states.

8th Grade Math

The indicator is the percentage of 8th grade students meeting or exceeding standards on the 8th grade MSP Math Assessment. The indicator was specifically named and described in the ESSB 5491 legislation but the 2013 Initial Report recommended that the 8th Grade Math Indicator be replaced with the 8th Grade High School Readiness Indicator.

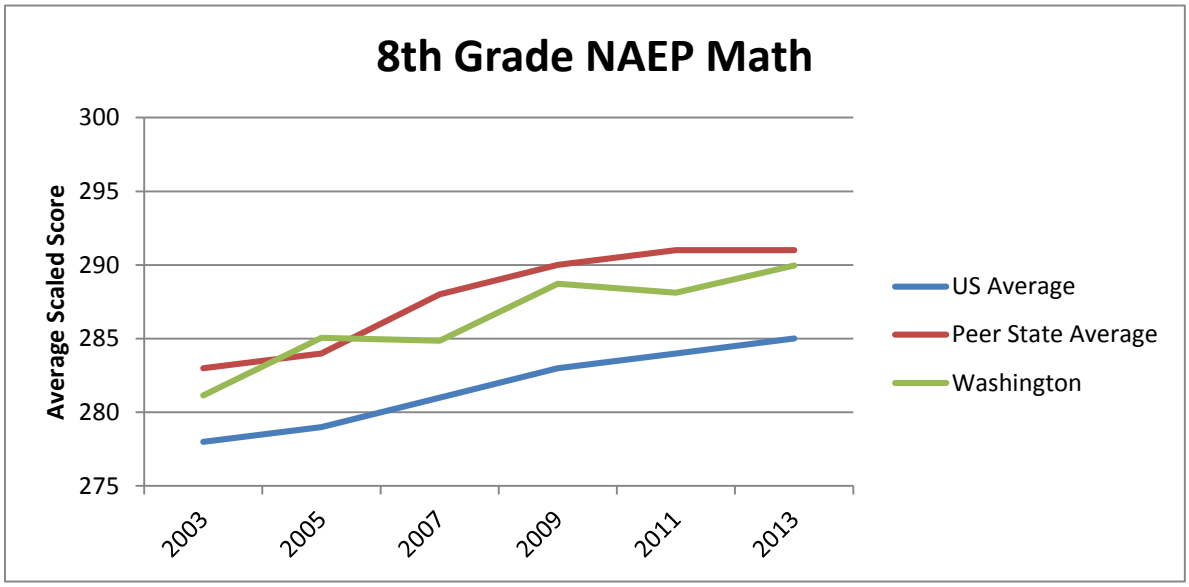
Table A4: Performance on the 8th Grade Math Indicator by ESEA subgroup

	2011-12	2012-13	2013-14	2013-14 Target	Difference 2013-14
All Students	**55.5%**	**53.2%**	**55.8%**	57.6%	-1.8
Black / African American	32.3%	32.1%	33.7%	37.0%	-3.3
American Indian / Alaskan Native	30.3%	29.3%	26.4%	34.8%	-8.4
Asian	75.0%	75.4%	78.6%	77.0%	1.6
Hispanic/Latino	39.7%	37.2%	40.0%	42.8%	-2.8
Pacific Islander/Native Hawaiian	36.8%	34.4%	41.3%	40.2%	1.1
White	61.1%	58.5%	60.8%	62.7%	-1.9
Two or More	56.8%	55.4%	58.0%	59.2%	-1.2
Students with Disabilities	13.4%	12.4%	14.3%	19.1%	-4.8
Limited English	16.6%	17.4%	18.0%	22.9%	-4.9
Low-Income	40.9%	39.0%	40.9%	44.2%	-3.3

An All Students baseline value of 54.4 percent was computed for the 2011-12 and 2012-13 assessment results which also resulted in a 3.3 percentage point annual step increase. See that the higher performance in 2013-14 was not sufficient to meet the gap reduction target. Only the Asian and Pacific Islander/Native Hawaiian subgroups met their targets.

The 8th Grade NAEP Math was used for the national and Peer State comparisons. On the 2013 NAEP Math, Washington 8th graders posted an average scaled score of 290, placing the state at the 86th percentile nationally. Washington's scaled score was higher than the U.S. average of 285 but lower than the Peer State average scaled score of 291 (Figure A3).

Figure A3: Shows the Average Scaled Scores for the 8th Grade NAEP Math Results.



Overall, the Table A4 and Figure A3 show that the 8th Grade Math indicator specified in the ESSB 5491 legislation is:

- not on track to meet gap reduction targets,
- not ranked in the top ten percent nationally, and
- not comparable to the peer states.

8th Grade High School Readiness

The indicator is the percentage of 8th grade students who pass all of the 8th Grade MSP content area assessments in reading, math, and science. The 2013 Initial Report recommended that this 8th Grade High School Readiness Indicator replace the 8th grade math indicator.

A baseline value of 44.8 percent was computed based on the 2011-12 and 2012-13 assessment results and this resulted in an annual step increase of 3.9 percentage points. The All Students group posted a modest performance increase in 2013-14 from the previous year, but the increase was insufficient to meet the annual gap reduction target. The highlighted cells in the far right column indicate by how much the gap reduction target was missed. The Asian subgroup was the only group to meet the annual target.

The 8th Grade NAEP Reading can be utilized for the national and Peer State comparisons in combination with the 8th Grade NAEP Math. On the 2013 NAEP Reading (Figure A4), Washington 8th graders posted an average scaled score of 272, which was the 8th highest in the country and this scaled score placed Washington at the 84th percentile of all states. The Washington average scaled sore was higher than the U.S. average of 268 and equaled the Peer State average.

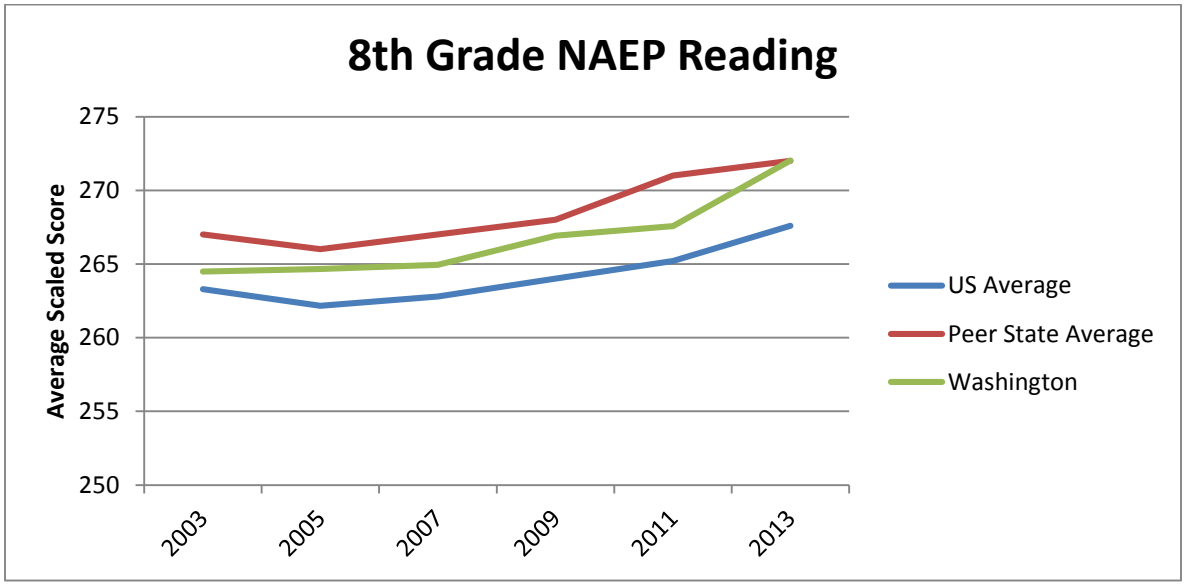
Overall, the Table A5 and Figure A4 show that the 8th Grade High School Readiness indicator recommended in the 2013 Initial Report is:

- not on track to meet gap reduction targets,
- not ranked in the top ten percent nationally, and
- partially comparable (reading yes – math not) to the peer states.

Table A5: Performance on the 8th Grade High School Readiness Indicator by ESEA subgroup.

	2011-12	2012-13	2013-14	2013-14 Target	Difference 2013-14
All Students	**45.8%**	**43.8%**	**46.9%**	**48.7%**	**-1.8**
Black / African American	23.5%	22.3%	22.7%	28.4%	-5.7
American Indian / Alaskan Native	21.4%	20.7%	19.1%	26.7%	-7.6
Asian	64.3%	63.4%	69.7%	66.4%	3.3
Hispanic / Latino	27.1%	25.6%	28.7%	31.6%	-3.0
Pacific Islander / Native Hawaiian	23.4%	23.0%	26.4%	28.7%	-2.3
White	52.0%	50.1%	53.0%	54.5%	-1.5
Two or More	47.5%	45.7%	48.8%	50.4%	-1.6
Students with Disabilities	5.7%	5.2%	6.9%	12.2%	-5.3
Limited English	4.4%	4.5%	5.9%	11.3%	-5.4
Low-Income	29.6%	27.9%	30.1%	33.8%	-3.7

Figure A4: Shows the Average Scaled Scores for the 8th Grade NAEP Reading Results.



4-Year Adjusted Cohort Graduation Rate (ACGR)

The indicator is the official on-time graduation rate following the Adjusted Cohort methodology utilized by most of the United States. The 2010-11 and 2011-12 ACGR results were utilized to compute the baseline value of 76.9 percent and the annual step increase of 1.7 percentage points. The 4-Year ACGR fell in 2013 to 76.0 percent (Table A6), so the All Students group did not meet the annual gap reduction target. The highlighted cells in the far right column indicate that no subgroup met their individual gap reduction targets and shows by how much the target was missed by each group.

Table A6: 4-Year Adjusted Cohort Graduation Rate by ESEA Subgroup.

	2010-11	2011-12	2012-13	2012-13 Target	Difference 2012-13
All Students	**76.6%**	**77.2%**	**76.0%**	**78.6%**	**-2.6**
Black / African American	68.9%	66.9%	65.4%	70.2%	-4.8
American Indian / Alaskan Native	62.2%	56.4%	52.5%	62.2%	-9.7
Asian	84.9%	84.4%	84.1%	85.7%	-1.6
Hispanic / Latino	67.6%	66.5%	65.6%	69.4%	-3.8
Pacific Islander / Native Hawaiian	66.9%	64.4%	62.3%	68.1%	-5.8
White	81.9%	80.2%	79.4%	82.4%	-3.0
Two or More	73.6%	78.1%	76.2%	77.6%	-1.4
Students with Disabilities	59.6%	57.4%	54.4%	61.5%	-7.1
Limited English	54.5%	53.8%	50.4%	57.4%	-7.0
Low-Income	68.5%	66.0%	64.6%	69.6%	-5.0

The methodology to compute the Adjusted Cohort Graduation Rate is uniform across the country, so it is possible to compare the ACGR for Washington to other states. For the graduation class of 2010-11, Washington's 76 percent graduation rate was the 12th lowest in the country placing the state at the 24th percentile. In 2011-12, the Washington ACGR of 77.2 percent was the 17th lowest in the nation placing the state at the 34th percentile. The US Department of Education has not yet released the 2012-13 ACGRs for all 50 states, so the 2013 national ranking remains unknown.

As for the Peer State comparison, Washington's 2011 ACGR of 76 percent was the second lowest of the peer states that averaged 80.4 percent. The 2012 ACGR of 77.2 percent for Washington was approximately 5 percentage points lower than the Peer State average and was the second lowest of the peer states. Finally, the Peer State ACGR average increased to nearly 84 percent while the 2013 Washington ACGR fell to 76 percent.

To summarize these results, Table A6 and the data presented above show that the 4-Year Graduation Rate indicator specified in the ESSB 5491 legislation is:

- not on track to meet gap reduction targets,
- not ranked in the top ten percent nationally, and
- not comparable to the Peer State averages.

Access to Quality Schools

This indicator is a measure of the percentage of students attending schools rated as Good, Very Good, or Exemplary through the Washington Achievement Index. This indicator was recommended for inclusion in the Educational System Health Indicators in the 2013 Initial Report.

The 2011-12 and 2012-13 Index results were used to compute the baseline value of 56.8 percent and the annual step increase of 3.1 percentage points. The analysis of the gap reduction cannot be made until the 2013-14 Achievement Index is computed, which is expected to be in early January.

Table A7: Shows the Percentage of Students Attending Good or Better Rated Schools.

	2010-11	2011-12	2012-13	2013-14 Target	Difference 2013-14
Good or Better Schools	50.9%	55.6%	57.9%	59.8%	TBD

Quality of High School Diploma

The indicator is the percentage of high school graduates who bypass remedial courses in college during the year immediately following graduation. The 2011-12 data displayed below describes students who graduated high school as part of the class of 2009-10 and enrolled in a public 2- or 4-year institution of higher learning during the 2010-11 school year. Table A8 shows that approximately 85 percent of students enrolled in and successfully completed credit-bearing college coursework immediately after graduation.

Table A8: Shows the Percentage of High School Graduates Bypassing Remedial Courses in College.

	2009-10	2010-11	2011-12	2012-13 Target	Difference 2012-13
All Students	**ND**	**81.9%**	**85.3%**	**84.8%**	**TBD**
Black / African American	ND	77.4%	80.7%	80.6%	TBD
American Indian / Alaskan Native	ND	83.1%	85.3%	85.3%	TBD
Asian	ND	82.1%	84.5%	84.5%	TBD
Hispanic / Latino	ND	76.2%	80.4%	79.9%	TBD
Pacific Islander / Native Hawaiian	ND	83.9%	88.5%	87.2%	TBD
White	ND	83.2%	86.7%	86.0%	TBD
Students with Disabilities	ND	83.7%	86.9%	86.4%	TBD
Limited English	ND	72.6%	76.1%	76.2%	TBD
Low-Income	ND	80.0%	83.0%	82.8%	TBD

The 2010-11 and 2011-12 results provided by the Educational Research and Data Center (ERDC) and the Washington State Board for Community and Technical Colleges (SBCTC) yielded a baseline value of 83.6 percent and an annual step increase of 1.2 percentage points. According to the SBCTC staff, the report was temporarily discontinued but is set to resume in the near future. Until the next report, the analysis or attainment of the gap reduction target cannot be completed.

As for national and Peer State comparisons, one analysis (*Remediation: Higher Education's Bridge to Nowhere*, conducted by Complete College America in 2012) provided summary data separately for two- and four-year higher institutional remediation rates. Washington's two- and four-year institution remediation rates were lower than the Peer State average and substantially lower than the national rates.

In summary, we cannot say one way or another whether Washington met the gap reduction targets, but we can report that Washington ranks high nationally on this indicator and outperforms the peer states.

Post-Secondary Attainment

This measure is the percentage of high school graduates attaining certificates, credentials, and completing apprenticeships prior to age 26. This indicator was recommended for inclusion in the Educational System Health Indicators in the 2013 Initial Report. This indicator is prominent in both the Results Washington work on the "World Class Education Goal" (www.results.wa.gov/whatWeDo/measureResults/education.aspx), the Community Center for Education Results Road Map Project (www.roadmapproject.org), and the SBCTC Achievement Index (www.sbctc.ctc.edu/college/e_studentachievement.aspx).

The data necessary to assess the performance on this indicator has been requested from the Educational Research and Data Center (ERDC).

Proportionality of Discipline Rates to Enrollment Rates

The following charts (Figures A1 and A2) show the proportionality of discipline rates (suspension and expulsion) to enrollment rates for each student group for the 2012-2013 school year. This data is newly collected and available at the student level, making this type of analysis possible for the first time with the 2012-2013 school year.

Figure A1 shows discipline disproportionality based on race and ethnicity.

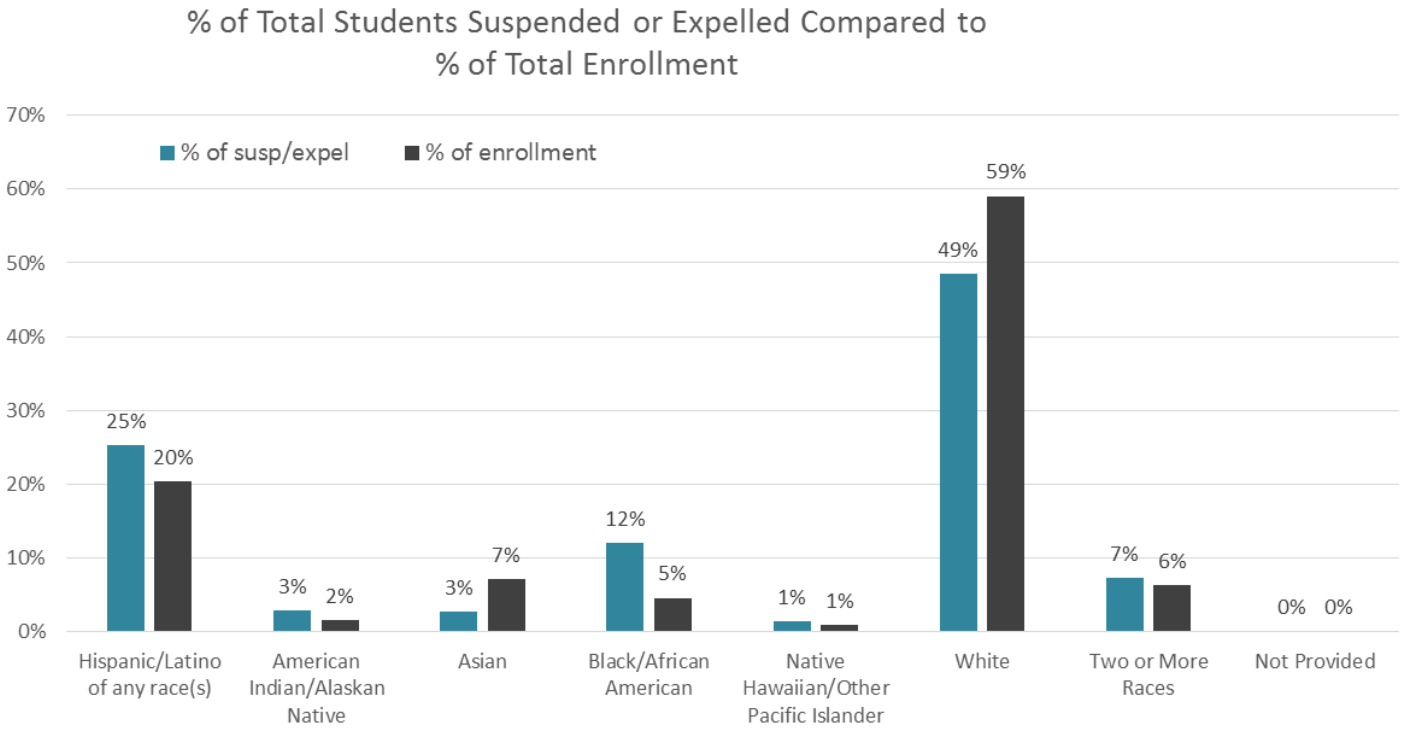


Figure A2 shows discipline disproportionality based on program eligibility.

Length of Exclusion

The length of time a student is removed from the educational environment represents lost education opportunity. In the future, we will be able to examine the length of time students are

excluded by behavior type. We will also be able to assess the cumulative effect that multiple suspensions for an individual student may have. For example, in the current data, if a student is suspended for 5 days three times, it is represented as three 5 day suspensions, but in the future it could be represented as 15 days of lost instructional time.

At this time, this secondary indicator is more descriptive to help understand the scope of the lost educational opportunity, and will become more meaningful as more data becomes available.

APPENDIX B

Peer Agency Feedback

Representatives of peer agencies were invited to attend the November 2014 State Board of Education meeting and participate in a panel to discuss the alignment of their agencies' work with the recommended reforms in the Indicators of Educational System Health report. The input from the peer agencies was used to improve the report. All of the panelists voiced support for the recommended reforms.

Department of Early Learning (DEL)

Dr. Bette Hyde, Director of the Department of Early Learning

Dr. Bette Hyde stated that all of the recommended reforms will increase student success if done well. She stated that the work of DEL covers each of the four recommended reforms but the expansion of early learning reform is most closely related to the work of DEL. She lauded the inclusion of information about the Early Achievers Index in the report. She stated that the Index provides a quality and improvement metric for early education providers. The Index incentivizes high quality early learning. She stated that the federal grant for the Early Achievers Index is expiring and DEL will be requesting state funding to support it. She said that, currently, only 1% of the funding for Early Achievers comes from the state and noted that Washington is the only state with a program of this type. She voiced support for the expansion of state-funded pre-K and noted the high benefit-to-cost ratio. She noted the partnership with OSPI and Thrive by Five WA to implement the Washington Inventory of Developing Skills (WaKIDS).

Professional learning is addressed via Early Achievers training tools and the DEL partnership with OSPI and ESDs to provide professional development to early learning providers and primary K-3 teachers. She stated that DEL partners with community colleges and the University of Washington to provide meaningful early learning credentials and college credits.

For the expansion of supports and services that prepare students for post-secondary education and training, she noted that DEL has worked with community colleges to offer stackable early learning certificates statewide.

Professional Educator Standards Board (PESB)

Mr. Flip Herndon, Board Member and Assistant Superintendent of Capital, Facilities, and Enrollment Planning with Seattle Public Schools

Mr. Herndon voiced support for the recommended reforms and stated that the professional learning reform is most closely related to the work of PESB. He discussed the demand for Early Childhood Education instructors who are fully licensed. He noted that the expansion of early education would impact PESB licensure because it would require increased capacity. He stated that edTPA, a teacher performance assessment, is important work that PESB is involved in. He stated that PESB works on the preparation of teachers but not necessarily the evaluation side that includes the Teacher/Principal Evaluation Project. He stated that the professional learning reform is important to teachers and PESB for the following reasons:

- Independent learning plans of teachers;
- Growth planning for license renewal;
- Continuing education for endorsement;
- Alignment of professional growth with district improvement plans; and
- The PESB strategic plan includes professional learning for veteran teachers to renew their competency.

He stated that the High School and Beyond planning is relevant to the Recruiting Washington Teachers (RWT) program. The RWT program supports the recruitment and preparation of diverse high school students to explore careers in areas of teaching where there are shortages in teachers.

State Board for Community and Technical Colleges (SBCTC)

Ms. Jan Yoshiwara, Deputy Executive Director of Academic Affairs and Policy at the Washington Student Achievement Council

Ms. Yoshiwara thanked the Board for taking a collaborative approach and voiced support for the reforms. She stated that community and technical colleges cannot accomplish their goals unless the K-12 system accomplishes its goals. Many graduates of Washington public schools enroll in community and technical colleges. She stated that community and technical colleges receive a number of less-prepared students. The preparation of those students is critical to the success of community and technical colleges.

A major effort of SBCTC is to work with school districts and high schools to increase college readiness and planning. She stated that there is an agreement across the state in math and English readiness requirements. She noted the difficulty of aligning readiness standards of high schools, community and technical colleges, and 4-year colleges and universities. With this agreement, Washington was one of the first states to agree to use the Smarter Balanced assessment for admission into college-level courses. The agreement also offers transitional courses so that students can enter college remediation-free. The transitional courses are being piloted this year in 10 high schools in partnership with local colleges. SBCTC worked with OSPI on a multi-million dollar College Spark grant for students to be ready for college-level coursework and earn their degrees. From retention and attainment data, SBCTC knows that students who enter college-ready are more likely to complete degrees and that this fact is particularly true for math. She stated that SBCTC is excited and hopeful to make a major dent in remediation rates by making a clear statement that the high school curriculum and performance in high school count.

In regards to the expansion of early learning reform, SBCTC has worked in partnership with DEL on stackable credentials for early learning educators. She stated that 30 new early childhood education certificates have been improved and are in alignment with the work that they have been doing with DEL. She stated that SBCTC has supported many K-12 programs to improve transitions to college, including college-student mentor programs, dropout retrieval, and dual credit.

Washington Student Achievement Council (WSAC)

Mr. Randy Spaulding, Director of Academic Affairs and Policy

Mr. Spaulding voiced support for the recommended reforms. The most closely aligned with WSAC is the recommendation of expanded supports and services that prepare students for postsecondary opportunities. He stated that it is vital to ensure that students get what they need in high school so that they are prepared for college and have planned for it. He stated that it is important to remember that this reform is not a replacement, but that the reform enhances and complements existing programs. He stated that it is a relatively small cost for a lot of payoff. He stated that although WSAC does not have a strategy on early learning, the expansion of early learning reform is critical to improving student outcomes. In regards to the professional learning reform, WSAC partners with OSPI to run a Federal Title II professional development grant program. WSAC administers the GEARUP program. He stated that state-funded professional development is important because time spent on substitutes so that teachers can attend professional development opportunities is instructional time that is lost. Professional development will improve the quality of instruction and will not take away from instructional time

if it is state-funded. He stated that WSAC is very supportive of expanded learning opportunities. He stated that WSAC has a complementary suggestion about reinvesting in the State Work Study program to provide career experience to students in their degree fields. He voiced support for engaging students in work-learning opportunities. He said that although the WSAC effort on work-learning opportunities is postsecondary in focus, the topic is larger than that and includes the K-12 system. He noted that ISLS brings the system together and that WSAC shares a role in bringing organizations together.

Workforce Training and Education Coordinating Board (WTB)

Mr. Justin Montermini, Policy Analyst and Legislative Liaison for Youth Workforce Issues

Mr. Montermini voiced excitement about the full spectrum of recommended reforms that address all sections of the educational system. In support of the expansion of early learning reform, he stated that his wife runs an at-home early learning program and it has been an important growth experience for her. He stated that she went from being someone who simply provided care to being someone who can provide early learning in an intentional, structured way. He stated that the WTB provides career- and work-readiness programs that offer expanded learning opportunities to students. He stated that those expanded learning opportunities are very important to improving student outcomes. For the reform of expanded supports and services that prepare students for postsecondary opportunities and training, he requested that SBE staff add "and employment" at the end to highlight the importance of career readiness. He stated that career readiness is invaluable for getting students what they need to be successful in their careers. Furthermore, he stated that providing access to those expanded learning opportunities will get them better outcomes. He noted positive outcomes from work readiness programs on vulnerable students. He stated those positive outcomes include higher rates of employment and higher pay after engaging in these programs. He stated that the Governor's Youth Works initiative builds off of a pilot partnership with OSPI, Employment Security and WTB to provide apprenticeships and work readiness programs. The Governor just announced an additional $1.9 million to bolster that program and to increase the availability of apprenticeships and work readiness programs to students. He voiced optimism that this set of recommended reforms will have traction during this upcoming legislative session.

Office of Superintendent of Public Instruction (OSPI)

Dr. Gil Mendoza, Deputy Superintendent of K-12 Education

Dr. Mendoza stated that the effectiveness of the reforms will depend on the fidelity of implementation. He stated that the OSPI Strategic Plan has been developed with performance measurement indicators that all departments and staff are relating their work to. He stated that the work of OSPI overarches these four recommended reforms. He stated that these reforms are cornerstones, but that they do not cover everything. He stated that OSPI staff are asking themselves, "What services are we providing to the districts that we serve?" He stated that OSPI is changing its practices by trying to be responsive to local districts. He said that OSPI is building leadership capacity and encouraging leadership traits in its personnel.

He stated that *McCleary* is the main priority of OSPI during the 2015 legislative session.

He stated that access to early learning is important for student success. He stated that OSPI's work on WaKIDS has strengthened their relationship with DEL.

He stated that professional learning transfers across all OSPI programs. He said that a lot of money and effort needs to be spent on professional development. He stated that OSPI established two full-time employees to integrate the professional development efforts to leverage funds to have a common outcome for students.

He stated that the Expanded Learning Opportunities Council is being facilitated by Ms. Maria Flores and is being integrated with best practices under ESSB 5946.

He noted the importance of expanding supports and services that prepare students for postsecondary opportunities and training. He suggested that the reform should be amended to state the expansion of supports and services should happen now. He stated that, under OSPI Assistant Superintendent Dan Newell, the efforts to prepare students for postsecondary opportunities are happening now. He highlighted the importance of strong High School and Beyond planning practices in earlier grade levels and student-led conferences that engage parents.

After noting that teachers do not reflect the diversity of the students, he stated that professional development needs to allow teachers to be more responsive from an equity perspective.

He ended with a quote from John Gardner, “The society which scorns excellence in plumbing as a humble activity yet tolerates shoddiness in philosophy because it is an exalted practice will have neither good plumbing nor philosophy.”

APPENDIX C

Peer Agency Alignment with Recommended Reforms

Recommended Reform (Intervention)	Partner Agency Goals or Recommendations
Expand access to high quality early childhood education.	**Department of Early Learning** Goal: Provide voluntary, high-quality early learning opportunities for children and families in Washington.
	Results Washington Outcome Measure 1.1: Increase the percentage of children enrolled in high quality early learning programs from 2013 baseline to targets per program.
	Office of Superintendent of Public Instruction & Results Washington Draft Performance. Indicator Goal: Increase by 2 percentage points students demonstrating the characteristics of entering kindergartners in all six areas as identified by the Washington Kindergarten Inventory of Developing Skills (WaKIDS) as measured by the 2013 -14 cohort. Decrease disproportionality of each targeted subgroup by 2 points.
	Quality Education Council Continue investments in early learning, specifically through its commitment to the Early Childhood Education Assistance Program (ECEAP) for at-risk 3- and 4-year olds.
Expand and fully fund high quality professional learning.	**Equal Opportunity Gap Oversight and Accountability Committee** 2014 recommendations: Enhance the cultural competence of current and future educators and classified staff at pre-service, induction and through ongoing professional learning. Endorse all educators in English Language Learner / Second Language Acquisition. Under recommendation 6, the EOGOAC supports professional development and a career ladder for paraeducators to work more effectively with students and to provide an articulated pathway to become a certificated teacher.
	Results Washington Goal 1.2.h.: Increase the percentage of first-year teachers with active, qualified mentor by 10% per year.
	Office of Superintendent of Public Instruction Due to the broad impacts of professional learning on the education system, this reform aligns with many OSPI draft performance indicator goals for assessments, credits, and dropout prevention and graduation.
	Quality Education Council 2013 Report to the Legislature recommended the state to invest in up to 10 days of content-specific professional development outside of the 180-day school calendar.
Increase access to high quality expanded learning opportunities.	**Office of Superintendent of Public Instruction** Due to the broad impacts of expanded learning opportunities on the education system, this reform aligns with many OSPI draft performance indicator goals for assessments, credits, and dropout prevention and graduation.
Expand High School and Beyond planning for high school students.	**Workforce Training and Education Coordinating Board** Goal: Multiple pathways for first careers, Objective 1: Improve availability and quality of career and education guidance for students in middle school, high school, and postsecondary institutions. Objective 2 – Identify, assess, and certify skills for successful careers. Objective 3: Expand Programs of Study that bring together a sequence of career-focused courses that start in high school and extend through college. Objective 4: Increase work-integrated learning. Objective 5: Improve student access and retention. Objective 6: Job search and placement for people into first careers.
	State Board of Community and Technical Colleges Goal: Student success, Objective: Provide smooth transitions from K-12 to colleges and universities.

	Results Washington Goal 1.3.d.: Increase the percentage of eligible students who sign up for College Bound program from 80% to 92% by 2017. Goal 2.2.g.: Increase the number of students who take high school courses to prepare them for STEM fields.
	Washington Student Achievement Council Draft Recommendations: Provide greater access to work-based learning opportunities; Build bridges from high school to college and careers through dual-credit programs. Provide support in middle school, high school, and college to increase high school graduation and postsecondary completion rates for under-represented students.
	Office of Superintendent of Public Instruction Draft Performance Indicator Goals: Increase by 2 percentage points and decrease disproportionality of each targeted subgroup: students attending post-secondary education institutions within one year of graduating high school; applying for the College Bound Scholarship; filing a FAFSA by February 1