

The Washington State Board of Education

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

Title:	Development of the Accountability Framework, ESSB 5491 and E2SSB 5329	
As Related To:	<input type="checkbox"/> Goal One: Effective and accountable P-13 governance. <input checked="" type="checkbox"/> Goal Two: Comprehensive statewide K-12 accountability. <input checked="" type="checkbox"/> Goal Three: Closing achievement gap.	<input checked="" type="checkbox"/> Goal Four: Strategic oversight of the K-12 system. <input checked="" type="checkbox"/> Goal Five: Career and college readiness for all students. <input type="checkbox"/> Other
Relevant To Board Roles:	<input checked="" type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input checked="" type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
Policy Considerations / Key Questions:	<p>What is the definition of 'recent and significant progress' in regards to E2SSB 5329 and the designation of required action level I and level II districts?</p> <p>What is the process for making decisions on assigning districts to level I and level II?</p> <p>What should be the approach to setting goals for ESSB 5491 statewide indicators of educational system health?</p>	
Possible Board Action:	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input checked="" type="checkbox"/> Approve <input type="checkbox"/> Other	
Materials Included in Packet:	<input checked="" type="checkbox"/> Memo <input checked="" type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Materials <input type="checkbox"/> PowerPoint	
Synopsis:	<p>The SBE will:</p> <ul style="list-style-type: none"> • review draft language for accountability framework rules • consider options for setting goals for indicators of statewide education system health <p>The SBE will be updated on elements of the accountability framework including:</p> <ul style="list-style-type: none"> • The Revised Index • E2SSB 5329 timeline for school and district designations • The Achievement and Accountability Workgroup • Options for ESSB 5491 indicators • HB 1450 and transition to Common Core Assessments 	

Development of the Accountability Framework, ESSB 5491 and E2SSB 5329

Policy Consideration

Key decisions the State Board of Education (SBE) may make include:

- The definition of “recent and significant improvement or progress”
This definition governs the criteria the Board will consider when assigning required action districts to remain in required action after three years of implementing a required action plan, or assigning required action level I districts to required action level II.
- The process for making decisions on assigning districts to required action status
The Board may be assigning new required action districts as early as January 2014 and new RAD 2 in 2015. How does the Board engage the Education Accountability System Oversight Committee?
- The approach to setting goals for ESSB 5491
The Board will have to opportunity to consider options for setting specific goals for the statewide indicators of education system health.

SBE will consider draft language for accountability framework rules. A draft language document for the accountability framework is included in this packet.

Summary and Update

At the July 2013 SBE meeting, the Board considered a model of a statewide accountability framework that includes fundamental elements that must be addressed to design, operationalize, and evaluate a credible and technically defensible school accountability system. The figure below depicts the fundamental elements of the system, with SBE tasks associated with each element. This memo summarizes progress and updates the Board within three of the elements: 1) School and System Indicators, 2) Interventions and Supports, and 3) Standards and Assessments.

School and System Indicators

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

Performance Levels

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

Reporting System

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

Interventions and Support

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

Standards and Assessments

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

School and System Indicators

The Revised Index

A description of the revised Index that was approved by SBE at the July meeting was sent to the US Department of Education (USED) on August 21, 2013. The document sent to the USED is included in this Board meeting packet. A telephone conversation occurred with representatives of USED on August 27, 2013, in which SBE staff explained updates to the revised Index, and USED representatives had the opportunity to ask questions.

USED representatives gave no definitive approvals or rejections of the revised Index or the revised Index components during the telephone call. Representatives indicated that approval for ESEA Flexibility Principle 2, which includes the revised Index, may be separated from Principle 3. Approval of the Index therefore is not necessarily dependent on the timetable of approval for the full waiver.

Representatives suggested an 'Ever ELL' subgroup was unlikely to be approved, but were more receptive to using 'Current' and 'Former ELL' subgroups. Follow-up communication with the USED is planned for the week of September 2, 2013.

Currently, a contractor for OSPI and SBE is running the revised Index for the purpose of technically vetting the Index, determining the distribution of schools within the revised tier labels, and developing the data necessary to receive approval. The target date for approval of the revised Index is mid-October.

Interventions and Support

Consideration of New RADs

Senate Bill 5329 expanded the scope and impact of the school and district accountability system by, among other features, 1) eliminating Title-eligibility as a criterion for services, 2) establishing a second level of required action for districts that do not demonstrate sufficient improvement after three years of implementing a required action plan, and 3) dedicating state support for school and district improvement. The bill established specific responsibilities of SBE, which may require specific actions such as the designation of districts to required action status within the next six months.

The table below shows possible assignment of districts to required action level I and level II, in the 2013-2014, 2014-2015, and 2015-2016 school years. Candidates for required action fall within specific groups of schools and districts that are currently implementing a school improvement or required action plan. SBE may consider designating new Level I required action districts in January, 2014. These districts, if any, would be recommended by OSPI from districts that had cohort 1 School Improvement Grant (SIG) schools. SIG cohort 1 includes 17 schools that have implemented 3 years of a school improvement plan, 2010-2011 to 2012-2013.

Information on these schools may be found at:

http://www.k12.wa.us/StudentAndSchoolSuccess/pubdocs/SIG_Cohort_I_School_Data.pdf

Adams Elementary School in the Yakima School District is a SIG cohort 1 school. The school is over 95% free or reduced-priced lunch and has an over 60% Transitional Bilingual population. The school has made some significant gains in reading and math scores. SBE members will have the opportunity to visit Adams Elementary School on September 12, 2013.

In 2014-2015, SBE may consider designating new RAD I districts from the SIG cohort 2 and may consider designating new RAD II districts from the current RADs. In 2015-2016, it is

possible the SBE would consider designating RAD II from RAD I districts that were in SIG cohort 1, if any. E2SSB (Section 10) allows for designation to RAD II after only one year of implementing a required action Level I plan if the required action schools previously had a School Improvement Grant.

Table 1: Timeline for Possible Assignments of RAD I and RAD II in 2013, 2014, and 2015

2013-2014	2014-2015	2015-2016
<ul style="list-style-type: none"> •New RAD I districts from SIG Cohort 1 •OSPI identifies Title I and non-Title I schools for persistently lowest-achieving list (If they fail to progress, possible assignment to RAD I status could occur in 2017-2018) •If approved, revised Index will be used for school and district accountability 	<ul style="list-style-type: none"> •New RAD I districts from SIG Cohort 2 •RAD IIs from current RADs-- before making a determination, the SBE must submit findings to the Education Accountability System Oversight Committee 	<ul style="list-style-type: none"> •RAD IIs from RAD I districts that were SIG Cohort 1 •New RAD I districts from Priority list (assigned in 2012)

Achievement and Accountability Workgroup

The Achievement and Accountability Workgroup (AAW) met on August 14, 2013. The AAW has been meeting since fall 2012, providing input on the revised Achievement Index. Table 2 below summarizes some of the work that has been accomplished to date.

Table 2: Highlights of AAW Recommendations and SBE Decisions

Date	Topic/Decision
July 2012	<ul style="list-style-type: none"> • Accountability Resolution • Achievement and Accountability Workgroup Charter
September- November	<ul style="list-style-type: none"> • Approved Performance Indicators: Proficiency, Student Growth Percentiles (SGP), College and Career Readiness (CCR) • Equal weighting of subjects
December-January 2013	<ul style="list-style-type: none"> • Prototype Index, including CCR sub-indicators and focus on opportunity gaps • Subgroup disaggregation • Mixed norm and criterion, with transition to criterion-referenced adequate growth
February-March	<ul style="list-style-type: none"> • Phase-In Plan for CCR sub-indicators • Using the Index to determine federal designations • Achievement gaps weighted strongly: half the Index score
April-May	<ul style="list-style-type: none"> • Weighting of growth and proficiency • Composite Index will identify top 5% and bottom 5% for federal designations
June-July	<ul style="list-style-type: none"> • AAW Summative Report and Public feedback on Index • Tiers and tier labels, federal designation • English Learners

The SBE letter to the AAW for the August meeting asked the following questions:

1. What should ESSB 5491 indicator goals be based on – how would you approach establishing a goal?
2. How should the type and scale of support for districts in the 5329 accountability system vary with school designations?
3. How should the Board operationally define “recent and significant progress” as exit criteria for Required Action?
4. How should the accountability framework address the transition to the Common Core State Standards?

The Feedback Report of the AAW is included in this Board meeting packet. The table below summarizes some AAW responses and staff recommendations for some of the ESSB 5491 indicators. Further options for setting goals for indicators will be presented and discussed at the meeting.

Table 3: AAW and Staff Recommendations for 5491 Indicators

Indicator	AAW Recommendation	Staff Analysis
WA KIDS	Do not set goals until longitudinal data is available	Focus on gaps: 1) math and reading; 2) income.
Proficiency	100% of all students proficient, with realistic growth goals	A goal of relative ranking addresses the Common Core transition: for example, Washington in the top 5 states within 5 year
Graduation Rate	100% of all students is the aspirational goal, with realistic increments over time	Keep a focus on closing gaps: retain an AMO structure

The discussion of the AAW on E2SSB 5329 was taken into consideration in crafting the draft accountability framework language, included in this packet and to be reviewed and discussed at the September SBE meeting.

Standards and Assessment

SBE to Set New Standards for New Assessments

House Bill 1450 directs the SBE to perform several specific tasks associated with the transition to Common Core State Standard assessments. The SBE will set the score on the 11th grade Common Core assessment, the Smarter Balanced Assessment (SBAC), for high school graduation. The score for high school graduation will be different from the score for college and career readiness that will be set by the Smarter Balanced Assessment Consortium. The two scores will comprise two different student achievement standards.

In addition to setting the score for high school graduation on the 11th grade SBAC, the SBE is also directed to set scores for meeting proficiency standards on the 10th grade assessments to be used during the transition period for the Classes of 2017 and 2018. During the transition period, the reading and writing High School Proficiency Exam (HSPE) will be replaced with a 10th grade English Language Arts assessment created with 10th grade-level, Common Core-aligned SBAC test items; similarly, the algebra 1 or Integrated Math 1 End of Course Exam (EOC) and the geometry or Integrated Math 2 EOC will be replaced with Common Core-aligned EOCs using SBAC test items. The table below shows the transition to Common Core assessments established by HB 1450. By the Class of 2019 and beyond, the SBAC will be used

as a high school graduation requirement for both English Language Arts (ELA) and mathematics.

The SBE will establish scores both for high school graduation on the SBAC, and for proficiency on the transition assessments, by the end of the 2014-2015 school year. To set score for high school graduation on the SBAC, HB 1450 specifies that SBE will review the experience of Washington students during the transition to Common Core assessments, review the scores of students in other states that use the SBAC, and review the scores of students in other states that use an 11th grade exit exam.

Table 4: Summary of HB 1450 (An enlarged color version of this table is attached to this memo)

Class of:	2014	2015	2016	2017	2018	2019 and beyond
Reading, Writing, ELA Assessments	Reading HSPE and Writing HSPE	Reading HSPE and Writing HSPE (see note 1)	Reading and Writing HSPE or ELA SBAC (see note 1)	10 th grade ELA exit exam or ELA SBAC	10 th grade ELA exit exam or ELA SBAC	ELA SBAC
Math Assessments	Year 1 Math EOC or Year 2 Math EOC	Year 1 Math EOC or Year 2 Math EOC (see note 1)	Year 1 Math EOC, Year 2 Math EOC, or Math SBAC (see note 1)	Year 1 Math EOC, Year 2 Math EOC, aligned with CCSS or Math SBAC	Year 1 Math EOC, Year 2 Math EOC, aligned with CCSS or Math SBAC	Math SBAC
Science Assessment		Biology EOC; SPI may develop additional EOCs or a comprehensive assessment when directed by the legislature, subject to a 2 year transition when students may pass either assessments for graduation.				
Notes:	1. The 10 th grade ELA exit exam and the SBAC will be available for student in these classes that miss taking or fail the HSPE and EOCs. The bill extends current assessments required for graduation through the Class of 2015. 2. 2013-2014 is the last year that Reading and Writing HSPE will be administered. 3. By the end of 2014-15, the SBE must determine SBAC scores for graduation and for CCR.					

Issues Related to SBAC Field Testing

In 2013-2014 the SBAC will be field tested, and the Smarter Balanced Consortium, of which Washington State is a governing member, is seeking participation from at least 20% of students in Washington. The field test will yield limited, if any, information on the performance of students and schools, since the field test will test items, not the complete final assessment. It will not be possible to relate field test results to state tests from previous or subsequent years.

The US Department of Education will allow a one-year waiver for required assessments so schools will not have to ‘double test,’ and will not experience any federal penalty for lack of state assessment results. All students will need access to assessments required for high school graduation, so the reading and writing HSPE, mathematics EOCs, and the biology EOC will be administered, regardless of whether a high school participates in field testing.

According to OSPI assessment staff, field testing will prevent the calculation of student growth percentile for 2013-2014. With 20% or more of students field testing SBAC items, there would be an insufficient comparison population for calculating student growth percentiles. For school accountability and the revised Index calculation, mean growth percentile would be held constant—2012-2013 data would be carried through for two years.

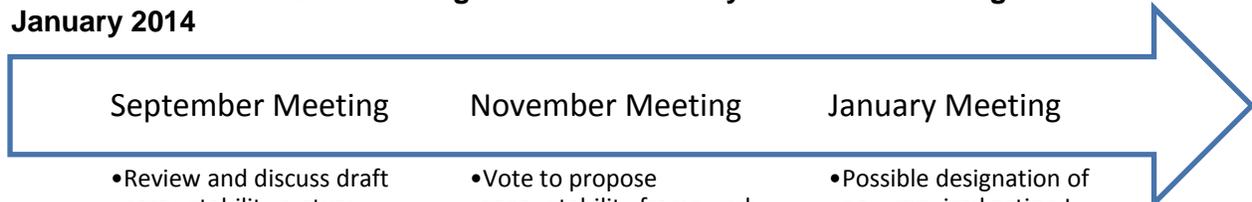
This technical limitation may cause a practical concern communicating with stakeholders: as growth is being advocated for use in the revised Index and promoted as a tool for schools and

teachers, educators and the public may develop an interest in growth only to be informed that it will not be available again until 2014-2015.

Next Steps

The timeline below shows accountability framework tasks associated with Board meetings through January 2013.

Table 5: Timeline of SBE Meetings for Accountability Framework through January 2014



September Meeting	November Meeting	January Meeting
<ul style="list-style-type: none"> •Review and discuss draft accountability system rules •Consider options for setting 5491 goals 	<ul style="list-style-type: none"> •Vote to propose accountability framework rules •Review of guidelines for development of required action plans •Joint meeting with OSPI, Workforce Board, EOGOAC, and WA Student Achievement Council on 5491 goals •Review of draft 5491 report (Due December 1) 	<ul style="list-style-type: none"> •Possible designation of new required action I districts •Public hearing on accountability system rules

Action

At the September SBE meeting, members will:

- Consider draft language on an accountability framework.
- Consider options and give staff direction for setting goals for 5491.
- Provide staff direction on criteria and process for designation of RAD I and RAD II.

Assessments Required for High School Graduation During the Transition to a Common Core Assessment System, HB 1450

(Common Core assessments are in **bold**)

Class of:	2014	2015	2016	2017	2018	2019 and beyond
Reading, Writing, or English Language Arts (ELA) Assessments	Reading HSPE and Writing HSPE (High School Proficiency Exam)	Reading HSPE and Writing HSPE (High School Proficiency Exam) (See note 1 below)	Reading and Writing HSPE <u>or</u> ELA SBAC (Smarter Balanced Assessment) (See note 1 below)	10th grade ELA exit exam or ELA SBAC	10th grade ELA exit exam or ELA SBAC	ELA SBAC
Math Assessments	Year 1 Math EOC (End of Course exam) <u>or</u> Year 2 Math EOC	Year 1 Math EOC <u>or</u> Year 2 Math EOC (See note 1 below)	Year 1 Math EOC, Year 2 Math EOC, <u>or</u> Math SBAC (See note 1 below)	Year 1 Math EOC, Year 2 Math EOC, <u>or</u> Math SBAC	Year 1 Math EOC, Year 2 Math EOC, <u>or</u> Math SBAC	Math SBAC
Science Assessment		Biology EOC (End of Course exam); SPI may develop a comprehensive assessment or additional science EOCs when directed by the legislature, subject to a 2-year transition when students may pass either assessments for graduation.				
Notes:	<ol style="list-style-type: none"> For students who do not pass the HSPE or a math EOC, or who miss taking the exams in the 10th grade or the EOCs, the 10th grade ELA and math exit exams or the ELA and math SBAC will be available for the classes of 2015 and 2016. HB 1450 extends current assessments required for graduation through the Class of 2015. 2013-2014 is the last year that the Reading and Writing High School Proficiency Exam will be administered; By the end of 2014-15, the SBE must determine scores required for graduation on the SBAC, the 10th grade ELA assessment, and the Common Core-aligned math EOCs. Year 1 math is algebra 1 or Integrated Math 1; year 2 math is geometry or Integrated Math 2 					

Washington State's Revised Achievement Index

Submitted August 21, 2013

Background

As described in the Washington State ESEA Flexibility Request, the State Board of Education (SBE) and the Office of Superintendent of Public Instruction (OSPI) have been working through a process to revise an existing state metric, the Achievement Index, to meet federal ESEA flexibility requirements. Our original timeline included submission of the revised Achievement Index to the U.S. Department of Education (Department) by June 30, 2013, but due to legislation pending at the time in our State Legislature we postponed submission in order to ensure that an immediate revision was not necessary.

At the May 8-9, 2013 SBE meeting, the Board approved a model revised Achievement Index for final review by the Achievement and Accountability Workgroup (AAW) on June 12. At the July 10-11, 2013 SBE meeting, the Board approved submission of the model revised Index to the Department. Three prior memoranda were provided to Department staff in advance of conference calls with SBE, OSPI, and Department staff on March 28, May 21, and May 31, 2013. The intent of the conference calls was to review progress and incremental decision-making with Department staff well in advance of the summer submission to ensure that (a) the revision was approvable, (b) we were on track, and (c) there were no outlying issues that concerned Department staff regarding the SBE's decisions along the way.

Achievement and Accountability Workgroup for Stakeholder Input

The OSPI and SBE convened a workgroup of 22 different education stakeholder organizations to provide input on Index revision over the course of five full-day meetings held in the 2012-13 school year. The purpose of this workgroup, called the Achievement and Accountability Workgroup (AAW), was to provide an avenue for diverse input to SBE and OSPI as decisions were made about the revision of the Index. The workgroup included organizations representing parents, teachers, administrators, English Language Learners, Special Education, and community organizations, among others. Following each AAW meeting, staff summarized the feedback to SBE and OSPI in a report which was published on the SBE website and reviewed with SBE members at each Board meeting. The AAW will continue to meet for another three full days over the next six months to provide OSPI and SBE input on the development of a differentiated accountability system to provide recognition and continuous support for schools. More information, including a roster of AAW participants and meeting materials, is posted on the [AAW web page: www.sbe.wa.gov/aaw.php](http://www.sbe.wa.gov/aaw.php).

Performance Indicators and Weighting

The SBE approved specific weighting of performance indicators as follows: the revised Index for elementary and middle schools will weight growth at 60 percent and proficiency at 40 percent. For high schools, growth, proficiency, and graduation rates will be weighted equally.

Table 1. Summary of Performance Indicators and Proposed Weighting

Performance Indicator	Weighting - Elementary & Middle Schools	Weighting - High Schools
Proficiency. Percent of students meeting or exceeding state standards in Reading, Writing, Mathematics, and Science as measured by the Washington Comprehensive Assessment Program (WCAP). This indicator will include performance for all students group and targeted subgroups.	40%	33%
Growth. Median student growth percentiles (SGPs) using the methodology employed in the growth model developed by Damian Betebenner of the National Center for the	60%	33%

Improvement of Educational Assessment. Growth in Reading and Mathematics will be included for all students group and targeted subgroups. In fall 2014, adequate median growth percentile data will be incorporated. Note: The SBE will determine a definition of “adequate” during the 2013-14 school year.		
<p>Career and College Readiness.</p> <p>a. Adjusted 4- and 5-year cohort graduation rates for all students group and targeted subgroups.</p> <p>b. The percent of students earning high school credit in a dual credit program* or earning a state or nationally recognized industry certification for all students group and targeted subgroups; to be phased in as data are available.</p> <p>c. The percent of students performing at or above a college- and career-ready cut score on the 11th grade assessment of Common Core State Standards, first administered in 2014-15, for all students group and targeted subgroups.</p>	Not applicable	33%**
<p>Notes:</p> <p>*Dual credit includes Advanced Placement, International Baccalaureate, Running Start, College in the High School, Tech Prep, and other courses intended to give students advanced credit toward career pathways or degrees.</p> <p>**Decisions about the weight of graduation rates in relation to indicators (b) and (c) will be decided once those data are available. For the calculation of the 2013 Achievement Index, the full 33% weight of this indicator will be derived from graduation rates.</p>		

As agreed to in the ESEA Flexibility Request, the Index will incorporate assessment participation rates and unexcused absence targets. The current proposal to SBE is to address this requirement by lowering a school’s tier label status if the school does not meet the assessment participation rate (minimum of 95%) or unexcused absence target (maximum of 1%). For instance, a school that would have received an Exemplary rating would receive the next lower rating of Very Good if the school did not meet the participation rate minimum and/or unexcused absence maximum. Additionally, schools must meet both participation rates and unexcused absence targets in order to exit Priority and Focus status. The SBE will act on this proposal during the 2013-14 school year.

Performance Indicator Scoring

Every performance indicator (Proficiency, Growth, and Career and College Readiness) will be reported by each subgroup currently used in our state for federal accountability: All, American Indian/Alaskan Native, Asian, Pacific Islander, Black, Hispanic, White, Two or More Races, Limited English, Special Education, and Low Income. Each of the three performance indicators will be scored for the All Students group and also for targeted subgroups, which includes all subgroups with the exception of All, White, Asian, and Two or More Races. In other words, American Indian/Alaskan Native, Pacific Islander, Black, Hispanic, Two or More Races, Limited English, Special Education, and Low Income subgroups will be rated and rolled into an average. These targeted subgroup scores will be combined with the All Students scores for an overall performance indicator score. This is not a super subgroup approach because each targeted subgroup is reported and rated separately, with an n-size requirement (20 students) applied to subgroups, prior to being rolled together.

At the July 10-11, 2013 SBE meeting, the Board approved modifying the Limited English subgroup from English Language Learner (ELL) to ‘Ever ELL’, comprised of students who are current or former English Language Learners. This modification was responsive to concerns of the SBE and members of the AAW that (a) it would be difficult for an ELL subgroup to show significant improvement since students exit English Language programs as soon as they are

proficient in English, and, (b) an Ever ELL subgroup would more accurately assess the long-term career and college readiness of students who participated in English Language programs.

Table 2. Performance Indicator Scoring

Performance Indicator	Indicator Rating	
Proficiency (All Students)	% Met Standard	Rating
	90 - 100%.....	10
	80 - 89.9%.....	9
	70 - 79.9%.....	8
	60 - 69.9%.....	7
	50 - 59.9%.....	6
Proficiency (Targeted Subgroups)	40 - 49.0%.....	5
	30 - 39.9%.....	4
	20 - 29.9%.....	3
	10 - 19.9%.....	2
	0 - 9.9%.....	1
Growth (All Students)	Median Student Growth Percentile	Rating
	>66	5
	56 - 66	4
Growth (Targeted Subgroups)	45 - 55	3
	34 - 44	2
	<34.....	1
Graduation Rates ¹ (All Students)	Rate	Rating
	> 95.....	10
	90 - 95%	9
	85 - 89.9%.....	8
	80 - 84.9%.....	7
Graduation Rates ¹ (Targeted Subgroups)	75 - 79.9%.....	6
	70 - 74.9%.....	5
	65 - 69.9%.....	4
	60 - 64.9%.....	3
	55 - 59.9%.....	2
	<55%	1

¹This outcome only applies to schools and districts that graduate students.

Tiers of School Performance

The current state system assigns all schools, regardless of Title I status, to one of five tiers: Exemplary, Very Good, Good, Fair, or Struggling. The tier label is determined by the school's performance on the current Achievement Index. Concurrently, the federal accountability system has labeled a subset of Title I schools as Reward, Priority and Focus. The ESEA Flexibility enables Washington to (a) construct an aligned accountability system that includes all schools, not just Title I schools, and (b) send coherent messages to all schools and districts about strengths and areas of need. The SBE and OSPI propose marrying the two systems of school labels together, as displayed in the table below. The revised system will include six tiers: Exemplary, Very Good, Good, Fair, Underperforming, and Priority—Lowest 5%. Both Title I and non-Title I schools identified as Focus on the basis of subgroup performance will be subject to a tier ceiling of Underperforming.

The identification of schools as Reward, Priority and Focus will be based on data in the Index and will align with federal guidance provided by the Department¹. Priority schools will be the lowest 5% of both Title I and non-Title I schools statewide based on the composite Index score across both performance indicators for Elementary and Middle Schools and across all three performance indicators for High Schools. Focus schools will be the lowest 10% of Title I and non-Title I schools based on subgroup performance across these performance indicators. While the requirement for ESEA flexibility is tied to Title I status, this system will rate every school in the state regardless of Title I status. The 2013 Washington State Legislature passed E2SSB 5329, requiring state-supported intervention for low-performing schools regardless of Title I status.

The revised Index will identify the requisite number of Priority schools that meet the ESEA flexibility definition. The ESEA flexibility definition is based on “all students” and the revised Index is based on a composite of “all student” and “targeted subgroup” performance. The revised Index method will identify more schools in need of improvement than the requisite number of Priority schools, because the revised Index will be applied to both Title I and non-Title I schools. The SBE and the AAW strongly expressed that the lowest and highest tiers should be identified by the composite Index score, because of the importance of both the performance of “all students” and the performance of targeted subgroups in identifying schools with the highest need and exemplary schools.

Table 3. Merging the State and Federal School Designations

Tier	Tier Description	Federal Category of Title I Schools	Approx. % of all schools
Exemplary	<ul style="list-style-type: none"> • Top 5% of schools based on the composite Index score • Schools must have a proficiency score of 7 or higher 	Reward	5%
Very Good	<ul style="list-style-type: none"> • Approx. the next 15% of schools based on the composite Index score 		15%
Good	<ul style="list-style-type: none"> • Approx. the next 30% of schools based on the composite Index score 		30%
Fair	<ul style="list-style-type: none"> • Approx. the next 30% of schools based on the composite Index score 		30%
Underperforming	<ul style="list-style-type: none"> • Approx. the next 5% of schools based on the composite Index score • Lowest 10% of schools based on subgroup performance--no school with subgroup performance in the lowest 10% can score higher than this tier 	Focus	15%
Priority—Lowest 5%	<ul style="list-style-type: none"> • Lowest 5% of all schools, both Title I and non-Title I, based on the composite Index score 	Priority	5%

¹ In alignment with Department of Education guidance: *Demonstrating that an SEA’s Lists of Reward, Priority, and Focus Schools Meet ESEA Flexibility Definitions*

Next Steps

- Recognizing schools. State law requires SBE to recognize schools for closing achievement gaps. SBE will develop this recognition in consultation with the Educational Opportunity Gap Oversight and Accountability Committee as required by state law².
- District-level and school-level data vetting. Districts will have an opportunity to see their revised Index data and work through technical considerations/challenges in advance of publication of the official lists.
- Under current timelines, the revised Achievement Index will be implemented in late fall, 2013, and will be used to recognize schools and identify schools to shift into Priority and Focus status to implement turnaround principles beginning in 2014-15 school year.

² RCW 28A.657.110: <http://apps.leg.wa.gov/rcw/default.aspx?cite=28A.657.110>

Key issues addendum:

Much of the details of the proposed Index structure have not changed materially since our last conference call in June. However, the Board has made one important change, and is seeking clarification on a few emerging issues, including the following:

1. **Timing of implementation** -- Our state is preparing to begin implementing the revised Index this December in response to state legislation. Meanwhile, our state continues to work through Principle 3 compliance issues which may extend into the next legislative session, if a bill is needed. We are seeking clarity as to whether full principle 3 compliance is required before getting principle 2 approval. This is a key issue because our state accountability statutes require federal approval of the Index to trigger implementation.
2. **English Language Learners** -- The State Board of Education proposes the use of an “Ever ELL” cell approach to state and federal accountability. Under this approach, the “ELL” cell would comprise students both in the program and those exited from the program (both ‘current’ and ‘former’ ELLs). The benefit of this approach is that we begin to hold schools and ELL programs accountable for the sustained academic success of students after they have initially demonstrated language proficiency. Our work is informed by the academic work of Dr. Megan Hopkins, Kenji Hakuta et al as outlined in the article [Fully Accounting for English Learner Performance : A Key Issue in ESEA Reauthorization](#) (March, 2013). We are seeking clarity on USDOE’s position regarding such an approach.
3. **Priority & Reward Schools Designations** – A key policy outcome for the state is fostering alignment of federal and state accountability systems and school designations. Accordingly, we are seeking to align our ‘Priority schools’ designation with our statutory definition of ‘Persistently Lowest Performing Schools’ which drives state accountability through our Achievement Index. Accordingly, we are proposing designating our Priority schools by taking the lowest 5% of schools statewide using the Achievement Index Composite score. The composite score is more than just the ‘all students’ category, but also encompasses a ‘targeted subgroups’ component as well (the attached visuals show the calculation). Similarly, we would use the composite score for ‘Reward’ designations as well. We are seeking clarity on USDOE’s position regarding such an approach.

Chair

Elizabeth Padilla Flynn

Vice-Chair

Bernard Koontz

Executive Committee Members

Heather Byington

Ruth Lucero

Rosemarie Search

Committee Members

Alma Duran

Lynne Gadbury

Dr. David Johnson

Sam Morseau

Veronica Gallardo

Dr. Marsha Riddle-Buly

Michael Shapiro

Dr. Edward Lee

Vargas



August 16, 2013

To whom it may concern,

The Washington State Bilingual Education Advisory Committee (BEAC) appreciates that the Washington State Board of Education has developed an Accountability Index which includes an approach that allows the Index to illustrate an accurate representation of the performance of English learners. The BEAC is supporting the Washington State Board of Education's Accountability Index which establishes a clear picture of English learners and the gains they attain.

The BEAC is supporting the Limited English group change to "Ever ELL (English Language Learners)." The "Ever ELL" group would consist of identified Limited English group and "exited" English learners, all those that have exited the State Transitional Bilingual Instructional Program. Having "Ever ELL" enables a fairer identification of the English Learners' progress towards English proficiency and academic competency.

With the current Limited English group identification, schools and districts are not given credit for their focused work. English learners' ability to read and do math is dependent on academics as well as their level of English proficiency. It is not fair to judge schools or districts based on reading and math scores of their non-English proficient students. Having "Ever ELL" would set an attainable goal and could more fairly identify schools and districts that serve English learners.

The BEAC strongly supports the Accountability Index developed by the Washington State Board of Education that will ensure a fair and clear identification of English learners' academic performance. We believe accepting this recommendation will help Washington State educators achieve the federal goal of effective accountability for the continuous improvement for all students.

Respectfully,

Elizabeth Padilla Flynn

Bilingual Education Advisory Committee Chair

cc: Gil Mendoza
Helen Malagon

Contact Information:

Liz Flynn

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Pasco School District #1

C. L. Booth Education Service Center
1215 W. Lewis Street • Pasco, Washington 99301

Sandra L. Hill, Superintendent • (509) 546-2800 • FAX (509) 543-6781

August 19, 2013

Arne Duncan
Secretary, U.S. Department of Education

RE: Support for the Ever ELL Cell

Dear Secretary Duncan:

The Washington State Board of Education got this one right. The Board is proposing the replacement of the current ELL cell with the Ever ELL cell for accountability purposes. I strongly encourage the U.S. Department of Education approve this innovative change.

The proposed change would increase accountability for the group of students who exit the ELL cell yet are still moving towards proficiency in academic English. The Ever ELL cell would highlight the need for ongoing support and intervention for students who have exited the ELL cell under state criteria. The fact that students meet State criteria for exit does not mean that an ELL student has become sufficiently proficient to be able to access the more rigorous academic language and content of subsequent grade levels. Their exit status basically releases the state from providing additional funding needed to achieve full competency in English.

I believe that the Ever ELL cell would constitute an improved, more reasonable and accurate way to hold school systems accountable for these students. It would tell a more complete story about the programs' efficacy as students move through the grade levels.

Our state only tests students in English even when they do not speak English, then it uses these results as providing the "truth" about the academic achievement of these students and their schools. This is not a valid or reliable assessment of these students' actual achievement in reading or math, only their achievement, at that point, in English reading and math. Likewise, it is not a valid assessment of their school's performance.

Schools having a majority of their student population who are ELL will not be accurately assessed under such a system, especially in the elementary grade levels. Nor will they be recognized for doing truly outstanding and innovative work in moving students to full English proficiency. It takes time to acquire academic English. The schools that successfully start them on their learning journeys never get credit for their school's part in the students' ultimate success. The Ever ELL cell would be one step toward improving this situation.

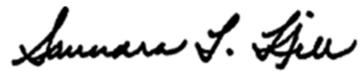
According to the solid, nationally-recognized research, it takes 7-10 years to develop academic English. We have data in our own system that show elementary students failing the state assessments because they have not had sufficient time to learn English exceling on the state assessments by the time they are in high school. The Ever ELL cell would better capture the impact of the system on these students, and provide policy makers with a better measure of the effectiveness of programs designed to help ELL children achieve full competency in English.

Celebrating academics, diversity, and innovation.

If the central purpose of the achievement index is to evaluate the effectiveness of schools and the programs that serve the students in them, then policy makers would be in a better position to evaluate the schools and programs under an Ever ELL paradigm.

Please support this improvement in the accountability framework.

Sincerely,

A handwritten signature in black ink that reads "Sandra L. Hill". The signature is written in a cursive style with a large initial 'S'.

Sandra L. Hill
Superintendent

August 16, 2013

I am writing in strong support of replacing the ELL Category with an “Ever ELL” category as proposed by the Washington State Board of Education for use in the Washington State accountability measure. I am a school Board Director in the Tukwila School District in Washington. Our district has 39% of our students who are ELL students. I believe the Ever ELL category would be better for the following reasons:

1. The current ELL category is fundamentally different from all the other subgroup categories. It is the only category where students are tested in a language they don't understand. This is not a valid test of anything. This is the only category where students are not counted in the category when they become proficient in English. Using the same proficiency goals for this category as all the other categories makes no sense.
2. As a board member, an Ever ELL category would provide me with a much better measure of how my ELL students are doing. I need to know not only how they are progressing in the acquisition of basic English, but how well they do after they become proficient in basic English and continue their education in the various content areas. This is an important measure of how well our ELL program has prepared them to be successful beyond just acquiring basic English skills.
3. The current system almost guarantees that schools with ELL students will end up being negatively branded by such terms as “struggling” or “failing”. The press only reports the labels and does not report on what may be a very successful ELL program at the school. In addition to the negative branding, principals are required to do a lot of additional paperwork which does not provide any additional support for the students. Even if schools are doing a very good job educating ELL students, it is almost impossible to get out of struggling status because the students that are successfully acquiring basic English skills are removed from the ELL category.

Dave Larson

Tukwila School Board Director

Achievement & Accountability Workgroup (AAW) Feedback Report from the August 14, 2013, Meeting

Overview

During this AAW meeting, members discussed ESSB 5491 in small groups and E2SSB 5329 in a large group. Experts from OSPI WaKIDS, OFM ERDC, OSPI Student Information, OSPI Secondary Education & Improvement, SBCTC, and WTECB participated in the small group discussions on ESSB 5491. Members were asked to self-report using feedback forms and staff members took notes on the discussions. Each member had the opportunity to review and contribute to this report prior to publication.

Executive Summary

During group discussions, AAW members provided input on the implementation of ESSB 5491 and E2SSB 5329:

ESSB 5491 Discussion Topics	Feedback
WaKIDS	Majority: Wait to set a performance goal until longitudinal data is available
4 th Grade Reading	Mixed: 100% of all kids should be proficient, but realistic growth goals should be used
8 th Grade Math	Mixed: 100% of all kids should be proficient, but realistic growth goals should be used
4-Year Cohort Graduation Rate	Mixed: Aspirational goal of 100%, but may need to incorporate realistic gradual increases
HS Graduates in Postsecondary Education, Training, or Employment in 2 nd and 4 th quarters	Unanimous: Significant interagency collaboration is needed for preparing the data at ERDC for the indicator and setting the performance goal
Remediation Rate in College	Unanimous: Interagency collaboration is needed for setting the performance goal

E2SSB 5329 Discussion Topics	Feedback
How should the type and scale of support for districts in the 5329 accountability system vary with school designations?	Support should be flexible and based on the unique needs of the school. The credibility of school improvement professionals is critical to the success of the support. The support should be adequately funded based on school size and needs.
How should the Board operationally define "recent and significant progress" as exit criteria for Required Action?	Use an exit trajectory that is based on a definite goal instead of a moving target. Currently, a school can enter or leave the PLA list based on how other schools have performed since the list is calculated from the bottom 5% rather than a cut score.
How should the accountability framework address the transition to the Common Core State Standards?	Numerous questions about the effect of Common Core State Standards on test results. What is the predicted impact of the transition? The accountability framework should be open to being continuously evaluated and reworked if necessary.

Question 1: What should ESSB 5491 indicator goals be based on? How would you approach establishing a goal?

Four of the indicators – WaKIDS, graduation rate, 4th grade reading, and 8th grade math – use data that are specified in ESSB 5491. For those four indicators, the AAW discussion revolved around how to set performance goals as required by ESSB 5491. The other two indicators – percentage of high school graduates in postsecondary education, training, or employment, and remediation rates in college – rely on data that are less clearly described in the legislation and will require the collaboration between multiple agencies to prepare the data. In addition to the discussion of how to set performance goals for these indicators, AAW members discussed technical considerations for the two postsecondary indicators.

Indicator: The percentage of students demonstrating the characteristics of entering kindergartners in all six (6) areas identified by the Washington kindergarten inventory of developing skills

Options for Setting a Performance Goal:

- A. “K-12 should use data as a needs assessment.”
- B. “100% of the children should be at the “5-6 year-old K” level. The goals should be increased in % at a reasonable rate.”
- C. “Maybe a goal could center on Early Learning knowing how to prepare Pre-K for their community K-12 system. i.e. if bilingual education is offered in K-12, Pre-K should support primary language preparation.”
- D. “Another goal should be that the state collects data for 5 years before deciding on any action.”
- E. “Low-income/FRPL status will have a disproportionate effect on WaKIDS.”

Recommendation:

There was general agreement among the AAW members that the performance goal for WaKIDS should not be set until longitudinal data were available. In the most recent test, 18,000 kids and 4,000 volunteers were tested. By Fall, approximately 43.7% of kindergartners will be tested. By 2017-2018, 100% of kindergartners will be tested as state-funded full-day kindergarten is fully implemented.

Additional Considerations & Questions:

- There was general concern from AAW members that the Department of Early Learning (DEL) was neither included in the ESSB 5491 legislation nor in attendance at this AAW meeting. (DEL was invited but could not attend this meeting.)
- “Kindergartner teachers and ECE teachers should be deeply involved.”
- “October seems late for information that needs to be used at the start of the school year.”
- “WaKIDS assessment may not be aligned with the K-12 learning continuum and readiness goals.”
- “May want to focus on a couple of key skills like math readiness and social-emotional.”
- “Research should identify which of the six domains impact student achievement in K-12.”
- “WaKIDS testing could be seen as a barrier for some families if they feel that their child is deemed not ready.”

- “Three concerns: 1. Timing of the WaKIDS assessment 2. The domains that are used 3. Resources needed”

Indicators: The percentage of students meeting the standard on the fourth grade statewide reading assessment; and the percentage of students meeting the standard on the eighth grade statewide mathematics assessment

The AAW feedback on setting performance goals for fourth grade reading and eighth grade math was similar. Therefore, both indicators are represented in the following options, recommendations, and additional considerations.

Options for Setting a Performance Goal:

- A. 100% of students meeting standard.
- B. “Gradual percentage increase.”
- C. “Point increase.”
- D. “Set high annual growth goals so that reports trigger recommended improvement.”
- E. “Use a percentage increase from baseline. What is realistic x 2 so that a bigger stretch is shown?”
- F. “Don’t push this out too far. Create urgency so that change can happen while students are still in school.”
- G. “Needs broader set of indicators to address 21st century skills.”
- H. Need focus on growth and multiple measures.
- I. “Knowing that English learners need more time to become English language proficient, set more realistic goals for reading proficiency.”
- J. The percentage of growth – i.e. 2-5% increase in annual growth.

Recommendation:

AAW members generally agreed that 100% of students meeting standard is what the system should strive for. However, members presented various options for realistic increases toward the 100% goal.

Additional Considerations & Questions:

- “New assessments will have a serious impact on assessment scores.”
- “Tests should not be our god.”
- “If ELLs need to meet the same goal – provide/fund year-round instruction. When these students are at risk of not reaching a goal, that information should be used to provide support to maintain and continue growth.”
- “Need actions tied to goals.”
- “More resources may not be needed to change 8th grade math. Rather, views should be challenged.”
- “How the pie is sliced should be changed.” (Allocation of resources.)

Indicator: The four (4)-year cohort high school graduation rate

Options for Setting a Performance Goal:

- A. Align to ESEA indicators
- B. 100% target, phased in with gradual increases
- C. Aspirational versus realistic goals

Recommendation:

AAW members discussed the options of having an aspirational goal of 100% versus a realistic goal of a gradual increase toward 100% graduation.

Additional Considerations & Questions:

- “The four-year graduation rate does not account for kids who re-enter or who will take longer.”
- “Ignores dropouts; once a kid misses 4-year graduation then no incentive to get them graduated.”
- “All students do not get through HS equally because home support and other factors differ.”
- “Identify the resources necessary to achieve the ideal situation that would help establish a realistic goal.”
- “How linked to plan? There could be an issue in timing and lag in data.” Graduation data do not become available at the same time as proficiency data.
- “Look backwards” and “start (planning for an improved graduation rate) in early learning.”
- “Consider the new GED test as a graduation equivalency or re-entrance to a community college.”

Indicator: The percentage of high school graduates who during the second quarter after graduation are either in postsecondary education or training or are employed, and the percentage during the fourth quarter after graduation who are either enrolled in postsecondary education or training or are employed

Steps Needed to Create this Indicator:

- “This requires interagency coordination with a group of experts.”
- “Pull a group together with experts who know their data sets, craft definitions that work in every area of the state. “
- “Decide on whether employment is part-time, full-time, or living wage.”
- “Detail should be specified on the amount of employment or earnings that will be included in this indicator.”
- “Decide on whether postsecondary education is part-time or full-time”
- “Define training: 1. Apprenticeships 2. Private Career Schools 3. Military? Difficulty getting data on military recently due to agreements with the federal government.”
- ERDC can serve as the data warehouse and provide the indicator, but WTECB will need to help with the training data.
- “Cooperate with ERDC on setting goals. Currently, there are gaps in the data on training and military. WTECB is working to get that data to ERDC.”
- AAW members expressed concern about preparing the data for the December 1 deadline.

Recommendation:

Begin a collaborative process among SBE, ERDC, WTECB, OSPI, EOGOAC, WSAC and SBCTC to prepare the data, create definitions, and set performance goals. Via interagency collaboration, discuss the data limitations and arrive at definitions of “training” and “employment.” Then, WTECB transfers the training data to

ERDC and ERDC runs a custom report that provides the indicator. Continue the interagency collaboration with all entities named in ESSB 5491 to set a performance goal for this indicator.

Additional Considerations & Questions:

- “There should be a relationship between goals and resources.”
- “Employment issue: Unique identifier match with Washington, Oregon, and Idaho is available. However, the major limitation is the use of social security numbers. K-12 students may not have submitted their social security numbers and the employment search can only be made by social security number. The search and match cannot be made by name or birthdate. This restricts the number of high school graduates that can be tracked as they enter employment. Students who attended a public college after graduation can be tracked easier because most of them will submit their social security number during registration. Fortunately, the capacity for national matching is slowly growing.”
- “Unique policies in colleges could impact this measure without any change in HS performance. Colleges use various entry tests and have various standards for what test scores require students to take remedial courses.”
- It is important to disaggregate English acquisition by language spoken at home.
- Multiple AAW members expressed concern with the accuracy and completeness of the data needed for this indicator.
- “There is a definite need for a follow-up workgroup for remediation rates and postsecondary ed/training/employment.”
- “There is no systemic accountability in higher education to work towards reducing the opportunity gap.”
- “Concern over how to count quarters: For college enrollment, Spring grad = Fall (2nd quarter) Spring (4th quarter). For employment, 6 months (2nd quarter) and 12 months (4th quarter). How do On-the-Job Training (OJT) programs fit into this timeframe?”
- National Student Clearinghouse collects national enrollment data from participating colleges.
- For training, the December 1 indicator could include apprenticeship and private career schools. That is the most feasible start for this indicator. The next set of data to be included would be on training through the Workforce Investment Act (WIA) and the military (if an agreement is established with the federal government). The more challenging data set includes assorted non-WIA on-the-job training (OJT).
- An AAW member suggested that discussion should be held on aligning strategic planning and goal-setting with the Governor’s education initiative and metrics.

Indicator: The percentage of students enrolled in precollege remediation courses in college

Options for Setting a Performance Goal:

- A. Limit this indicator to high school graduates within the first year after high school.
- B. Include all students who are enrolled in precollege remediation courses in college.
- C. Separate this indicator by two-year and four-year colleges.
- D. Aggregate two-year and four-year colleges in this indicator.

Recommendation:

AAW unanimously agreed that interagency collaboration between SBE, OSPI, ERDC, EOGOAC, WSAC, SBCTC, and WTECB should take place when setting a performance goal for this indicator.

Additional Considerations & Questions:

- There is a definite need for a follow-up workgroup for remediation rates and postsecondary ed/training/employment.
- Test scores may be more consistent information than remedial enrollment because both placement tests and standards for entry into remedial courses can differ depending on the college.
- “ERDC needs more than adequate funding.”

Question 2: How should the type and scale of support for districts in the 5329 accountability system vary with school designations?

AAW Recommendations and Concerns:

- **Flexible Method of Support.** The type and scale of support should vary with school needs and student population, not designations. Defaulting to the national principles isn’t always applicable because the school improvement plan must be tailored to the unique needs of the school. Therefore, the plan should be local in nature. A grant application process could be used so that OSPI and SBE can better understand the needs of the school.
- **Credibility of School Improvement Professionals.** The success of this support will rely on the quality, credibility, and knowledge level of the school improvement professionals that are working with the RAD. These professional should be knowledgeable enough to provide deep and significant coaching. The support provided to the district should be applied as directly to the children as possible.
- **Beware of Burnout.** Care should be taken when applying pressure to Required Action District (RAD) schools because they often have the most challenging students. Too much pressure on these schools can worsen problems of principal and teacher burn-out.
- **Funding/Resources.** Adequate resources are needed to successfully improve a Required Action District. Money is needed to extend the school year, provide students with access to twenty-first century technology, and retain skilled school improvement professionals. Funding could be based on the needs of an effective school improvement model. Alternatively, funding could be based on school size. If sufficient resources are not provided then there should not be an identification of RAD II. However, not all changes require more money. Money is not necessarily the principal agent in changing the views of school officials, community members, and students. Existing resources can be re-allocated to meet the needs of the students.

Question 3: How should the Board operationally define “recent and significant progress” as exit criteria for Required Action?

Options for defining “recent and significant progress” as exit criteria for Required Action:

- A. Trajectory/trend toward leaving the PLA list based on the bottom 5% (presents the ‘moving target problem’—a school might leave PLA status merely because other schools do worse)
- B. Trajectory/trend toward leaving the PLA list based on a static and definite goal (solves the moving target problem but complicates the calculation of the bottom 5%)

- C. There was general concern among AAW members about the temporal measure of “recent and significant progress”—what is “recent?” Is one or two years sufficient to show progress?
- D. “This should be a long-term measure, not just three years.”
- E. “The trajectory for exit should be within three years.”
- F. “Researchers should follow a cohort of students from the priority schools to monitor long-term progress towards graduation.”
- G. “Changes in the classroom are vital to school improvement. Instructional practice improvement could be used as an indicator of progress. However, it is unclear what the methodology for measuring change in instructional practice would be.”
- H. The measure of “recent and significant progress” could be based on qualitative data instead of quantitative data.

Recommendation:

There was no consensus on recommendations.

Additional Considerations & Questions:

- If the only measure for exiting RAD status is the results of state tests, then schools with 80% ELL will never exit because the acquisition of cognitive academic language takes time.
- “Getting support to the children is very important, but that support isn’t always quantitatively measurable.”
- The Persistently Lowest-Achieving (PLA) list consists of the bottom 5% of schools. The PLA list is not based on a cut score. This means that it is possible for a school to exit the PLA list because another school drops in performance rather than the school actually improving. Basically, the schools in the PLA list are aiming at a moving target because they cannot predict how much the performance of other schools will improve or decline. Therefore, there should be a definite and static goal for exit. That being said, the criteria for exiting RAD should still be based on a trajectory toward leaving the PLA list.

Question 4: How should the accountability framework address the transition to the Common Core State Standards?

AAW Recommendations and Concerns:

- **Prediction of the Impact of Common Core State Standards.** The transition to the Common Core State Standards presents a looming question: what is the prediction of the impact on student scores? How much will the scores drop? Will the transition have a greater effect on some student groups, schools, or regions than others? In New York, the transition to Common Core State Standards resulted in a substantial drop in test scores.
- **Design of the Accountability Framework.** The Accountability Framework should be norm-referenced to start with. The framework should be designed so that it can be evaluated and reworked throughout its existence.



TO: State Board of Education

Date: 1 Sept., 2013

FROM: Greg Lobdell, Center for Educational Effectiveness

RE: Implementing ESSB 5491- Issues

This memo will discuss the current state of ESSB 5491 work in preparation for the September 10 – 12 State Board of Education meeting. It will discuss options for setting goals and will illuminate issues underlying this work.

As noted in your per-briefing packet for the 9/10-12 State Board meeting, this is in the context of: **Policy Consideration**

The approach to setting goals for ESSB 5491. Board will have the opportunity to consider options and the issues underlying these options

Introduction

On the surface, the ESSB 5491 Indicators appear to represent a readily available, discreet set of measurable attributes of the health of the educational system. As such, the process to set “realistic but challenging goals” (ESSB 5491, page 2, line 36) would seem to be largely based on guidance from the Board on the parameters governing the two key terms—“realistic” and “challenging”. However, based on understanding the instruments (assessments) underlying the indicators, the stability of those instruments, and the stability of the data (both historical stability and stability looking forward), the issues surrounding the implementation of ESSB 5491 and the interplay between issues are formidable.

Issues

The remainder of this memo will discuss the following critical issues and solicits direction from the Board on the resolution of these issues.

- The tension between setting goals based on “100%” (and working backward) versus “realistic but challenging”.
- The tension between goal setting based on current data and the changes as a result of implementing the SBAC assessments
- Wherever possible, does measurement of the indicators need to be consistent with the measurement used in the new Accountability Index?

Goal Setting Methodology

In simplest form, there are only two top-level methodologies used to set goals.

- Endpoint. This methodology starts with the desired endpoint clearly specified (value and point in time) and works back to a baseline value. A formula is then created which, when applied to each period of time, creates the goals.

- Base-Plus. This methodology does not use a desired endpoint. It uses either a baseline value and then implements a formula to calculate the goals over a given number of time periods. That is, the formula calculates the amount added to the baseline for each increment of time.

Adequate Yearly Progress under NCLB is an example of the endpoint methodology. It used 100% as the desired endpoint and states devised formulas which calculated the goals from their baseline to 2014. AMO's as redefined under our Flexibility Request is another example of the endpoint methodology.

Outside of education, particularly in financial and economic goal setting, "Base-Plus" methodologies are far more prevalent since the desired endpoint is impossible to define.

In education, unrealistic endpoint values lead to professional educators discrediting the goals which reduce the impact these goals have to improve the overall system. On the other hand, Base-Plus goals can be selected which are not challenging, or not credible with stakeholders outside of the educational professionals working in districts and schools.

Baselines and the Stability of each Indicator

Regardless which goal-setting methodology is chosen, the foundation of all goal setting is the reliability and validity of the baseline and the stability of each indicator moving forward. In this context, stability implies the instrument is unchanged so the data is comparable from year to year.

With the rapidly changing face of assessments and the increasing focus on accountability in the system, this raises significant challenges for the process of setting goals for ESSB 5491.

As you can see in Table 1 on the following page, setting goals for ESSB 5491 based on the indicators defined has significant issues:

Setting baseline values: Of the six indicators, today five of six indicators have strong historical data from which to establish baseline values. The 6th indicator, WA-KIDS Kindergarten Readiness, has limited historical data from which to establish the baseline. Most concerning is the fact that the nearly 20,000 students in the WA-KIDS data set from 2012-13 are not representative of all kindergarten students in the state¹.

Stability moving forward: Of the 6 Indicators, four have high stability looking forward. 4-Year Graduation Rate and the two postsecondary indicators are not based on an underlying instrument and there are strong plans to continue to acquire this data. Additionally, WA-KIDS has high stability as it is just moving into expanded implementation (2011-12 pilot and limited implementation in 2012-13).

The two achievement assessment based indicators (4th grade reading and 8th grade math) raise the most significant issues regarding stability. This impacts the indicators in two ways:

¹ The majority of students assessed in 2012-13 with WA-Kids were in state funded all-day kindergarten programs. These all-day programs serve a high percentage of at-risk student populations.

- The MSP 4th and 8th grade assessments are replaced with the SBAC assessments in the 2014-15 school year. This change will require that we re-level the baseline/goals as the data for SBAC becomes available.
- SBAC impact on 2013-14 data: in 2013-14 approximately 20% of the state's students will test field-test of the SBAC assessments. These students will not take the MSP assessments (grades 3-8 only). Therefore, the 2013-14 MSP data will be missing 20% of the state (for other accountability measures, their 2012-13 data will be used for two years).

Table 1: ESSB 5491 Indicator Stability

Indicator Common Name	Latest Year Available (as of 9/2013)	Longitudinal Data	Subgroup Data?	Indicator Stability (looking forward)
WA-KIDS	2012-13 school year. (Piloted in 2011-12)	Limited. 2012-13 data set only from 108 districts (of 295) and 308 schools).	Yes	High. WaKIDS in expanding implementation in 2013-14. 2012-13 data is not representative of all Kindergartners in the state.
4th Grade Reading	2012-13.	1996-97. 2007-08 with necessary subgroups	Yes	Low. MSP being replaced with SBAC in 2014-15.
8th Grade Mathematics	2012-13	2005-06. 2007-08 with necessary subgroups	Yes	Low. MSP being replaced with SBAC in 2014-15.
4-Yr Cohort Graduation Rate	Class of 2012	2001-02. "Adjusted" Cohort Graduation Rate only since 2009-10 (class of 2010)	Yes	High. Revised methodology in use nation-wide since 2010.
Postsecondary Educational/ Training/ Employment Rates	Class of 2011	Post-secondary educational enrollment available since 2006 (first 1/3rd of this indicator).	Yes	High. Not dependent on any specific instrument.
College Remediation Rates	Class of 2011	Class of 2006 to Class of 2011	Yes	High. Not dependent on any specific instrument.

Phased Approach for Goal Setting for ESSB 5491

Given the issues note above, we are recommending and SBE staff is soliciting feedback from the board on implementing a phased approach to the goal setting process for ESSB 5491.

Initial thinking on the phased approach includes:

- Phases are not consistent across the 6 indicators due to differing issues regarding availability of longitudinal data and the implementation of the SBAC assessments. However, the plan assures that all 6 indicators settle at a given point in time.
- ESSB 5491 states “The performance goal for each indicator must be set on a biennial basis, and may only be adjusted upward.” (ESSB5491 page 3, lines 3-4). Based on early data from the SBAC pilot, the issue of only adjusting goals upward may be an issue.

Note: Significant collaboration needs to take place between SBE, OSPI, ERDC, Workforce Training and Education Board, EOGOAC, and the Student Achievement Council.

Table 2: Discussion starting point for phased approach in setting goals

	Aug '13 – Jul '14	Aug '14 – Jul '15	Aug '15 – Jul '16	Aug '16 – Jul '17	Aug '17 – Jul '18
Indicator	2013-14	2014-15	2015-16	2016-17	2017-18
WA-KIDS	Phase 1: provisional baseline set base on 2012-13 & 2013-14 data. Mediate concerns by also including measures of gap within math/literacy components.		Phase 2: revised after 2014-15 data available. Measures may include internal improvement goals (from baseline) and National comparisons if possible.		
4 th Grade Reading 8 th Grade Math	Phase 1: initial goals based on MSP baseline. SBAC change will require re-level baseline.		Phase 2: Baseline reset after SBAC data availability. Impact of change mediated by using National Comparisons if possible.		
Grad Rate	Goals set on Class of 2010 - Class of 2013 data (if available by 12.1.13). National comparisons should be used.				
Postsecondary education / training / employment	Goals set on latest 3 years of data assuming valid measurement of all three sub indicators are available from ERDC. Need to investigate availability of National data that would enable comparisons.				
College Remediation	Goals set on latest 3 years of data. Need to understand if subject-area data includes areas beyond Math and English/Language Arts.				

A phased approach in setting the goals mediates the impact of the lack of historical data (for WA-KIDS) and the overall impact of the transition to SBAC assessments.

Closing

Educational accountability has established a predisposition to Endpoint based goal setting. Assuming this will be the course, the challenge will be in the collaboration between agencies and stakeholders and the courage to use a phased approach to ensure the validity of the indicators. We need to clearly connect these indicators to the new accountability index work (as appropriate) and programmatic changes brought about due to the funding increases through the McClery decision.