



THE WASHINGTON STATE BOARD OF EDUCATION

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

SBE Staff Analysis of the 2017 ASW Recommendations

The information that follows summarizes the recommendations expected to be put forth by the Accountability Systems Workgroup (ASW) to the Superintendent for consideration in the Washington Consolidated State Plan. The summarized information is largely taken from meeting summaries linked on the OSPI ESSA webpages. At the time of this writing, the OSPI had not yet posted the meeting notes for the final meetings of the Technical Advisory Committee (TAC) or the ASW, which means that some of the information presented here comes from the SBE's separate meeting notes.

Each of the ASW recommendations are described separately and each in a similar manner. First, the requirements under the ESSA and the Updated State Plan Template are described, then the 2016 ASW recommendation is described, and this is followed by a brief summary of how the recommendation was included in the November 2016 Draft Consolidated State Plan. Next, the work of the 2017 TAC and ASW are summarized and the 2017 ASW recommendation is described. Each of the ESSA accountability plan elements are linked below so the reader can jump ahead to selected sections.

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Summary of ESSA Updates at Recent and Future SBE Meetings

Before reading about the thoughtful and thorough work of the ASW and the TAC, it is worthwhile to review what was accomplished at the May SBE meeting and what will be on the agenda for this and the next SBE meetings.

- At the May SBE meeting, the Board heard about and discussed the work of the ESSA ASW on the topics of reporting the summative Index ratings and on the number and distribution of tier labels that result from the Index ratings. Shortly after the May SBE meeting, the Acting Chair of the Board sent a letter to the Superintendent outlining the Board's position on the issues.

- At the June SBE special meeting, the Board heard a presentation from the OSPI on the Superintendent's vision for an accountability system that drives school improvement at all Washington schools. The Board asked clarifying questions and engaged in a discussion on the topic with the Superintendent and his staff.
- In July, the scheduled work of the ASW and the ASW TAC will be completed and the Board will hear a presentation on and discuss the next version of the ESSA State Plan. At a minimum, the Board is expected to discuss aspects the new English Learner measure, the Index weighting scheme, and the School Quality and Student Success (SQSS) indicators.
- In September, the Board will seek clarity on elements of the ESSA State Plan the Superintendent is expected to present on in July.

Accountability and the ESSA

SBE Letter to the Superintendent

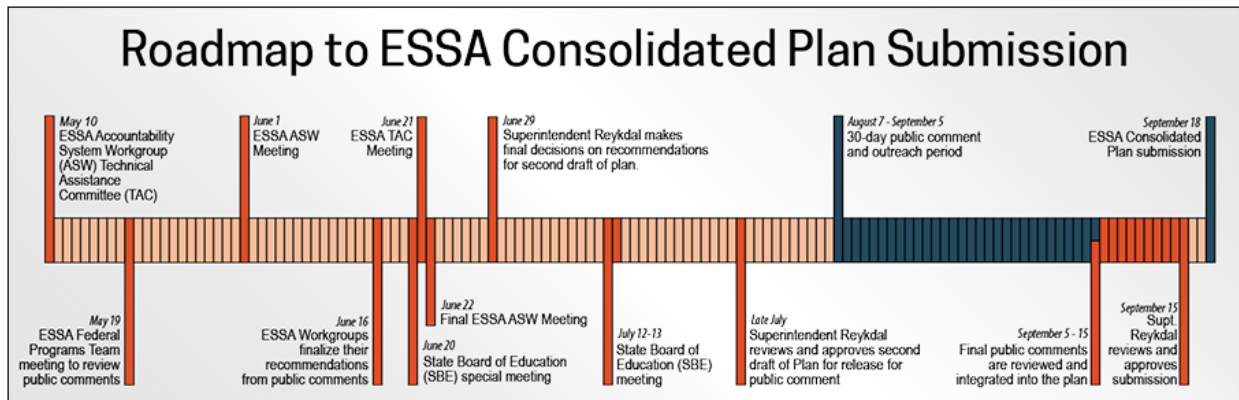
On May 18 and after Board discussion at the May SBE meeting, [a letter](#) was sent to Superintendent Reykdal addressing a number of ESSA issues including potential changes to the school Index. The letter included the four bulleted key points [emphasis added] shown below.

- The State Board **needs sufficient time and opportunity to consider proposed changes** to the Achievement Index and to decide whether or not they should be included. These materials should be provided well in advance of its July 12-13 meeting in Spokane.
- For any new Achievement Index measures or weighting changes, the State Plan should leave **sufficient flexibility for the State of Washington to make changes and adjustments** in those measures after an initial pilot test period of at least one year.
- For the number of Achievement Index tiers, currently six, we see value in continuity. We hear consistently from school districts that year-to-year continuity is important in their use of Index data. We believe that strong public policy reasons and **evidence are needed to justify changing the number of tiers from the presently used six.**
- For the public presentation of Achievement Index data for individual schools, exactly how the data are presented matters greatly. Transparency of the information is important, as is the ability to use the data, **including disaggregated and summative scores** used in a school's Achievement Index rating.

Timeline of Activities

Superintendent Reykdal announced that he would submit the Washington ESSA Consolidated State Plan on September 18, the later of the dates specified by the U.S. Department of Education. The September submission date provided the OSPI with additional time in which to address certain elements of the plan not fully defined in the draft version and to provide the public and government stakeholders with an additional review and comment phase. Read about the Superintendent's path to the ESSA plan submission on the [OSPI's ESSA webpage](#). The Superintendent's plan is to post the next version of the ESSA Consolidated State Plan in late July and initiate a 30-day public review and outreach effort beginning on August 7 (Figure 1).

Figure 1: Shows the Superintendent’s timeline for completing the ESSA Consolidated State Plan.



ESSA Technical Advisory Committee

In late March, Superintendent Reykdal announced the creation of a new Accountability Technical Advisory Committee (TAC). The TAC’s mission was to provide recommendations or options to the ESSA ASW based on analyses of state assessment results, accountability data, and research. The TAC’s work and an approximate timeline was proposed by Dr. Deb Came and Katie Weaver-Randall, the latter of whom is leading the TAC’s efforts. The TAC leadership proposed an ambitious schedule in order to address focused issues for the overarching purpose of informing and making recommendations to the ESSA ASW. All of the [ASW TAC meeting notes](#) and materials are or will be posted to the OSPI website.

In each of the four TAC meetings held after the May SBE meeting, the TAC addressed a variety of issues identified by the Superintendent and made recommendations to the ASW on the various issues the group was expected to address. The final TAC meeting was held on June 21, at which time recommendations were finalized for the final meeting of the ASW set for June 22.

The TAC developed definitions for the SQSS measures and developed a definition for the English Learner Progress measure. After voting, the TAC reached consensus on recommending those definitions to the ASW. The TAC recommendations and work are incorporated in the ASW recommendations that follow. The TAC leadership prepared separate briefing papers on the SQSS measures and the English Learner progress measure. Both of the briefing papers are included in the Board packet.

ESSA Accountability System Workgroup

In the fall 2016, the Consolidated State Plan Team put forth recommendations to the Superintendent that an accountability workgroup provide additional input to the OSPI on certain Consolidated State Plan components. To this end, Superintendent Reykdal tasked Deputy Superintendent, Dr. Michaela Miller, with reconvening ESSA Accountability Systems Workgroup to accomplish the unfinished ESSA accountability tasks outlined on this OSPI [ESSA webpage](#). To accomplish the required tasks, the ESSA ASW met twice before the May SBE meeting and on two additional occasions before the July SBE meeting. A one half-day meeting of the ASW was held on June 1 and the final ASW meeting was conducted on June 22.

Identification of Performance Tier Labels

With repeal of the ESSA regulations on accountability, the state must meet only the requirement in the ESSA. Section 1111(c)(4)(D) of the ESSA specifies that a state must identify, based on the system of meaningful differentiation, schools for Comprehensive Support, Targeted Support, and additional statewide categories of schools at the discretion of the state. Section A(4)(vi) of the Updated Template requires the state to identify schools for Comprehensive Support, Targeted Support, and any other categories of schools the state may choose to identify.

According to the [March 29 ASW meeting notes](#), the ASW reached consensus through a vote to recommend using a four-tiered, school classification system but did not agree upon tier names and did not discuss how schools should be distributed across the tiers. The March 29 ASW meeting notes further state that consensus was reached to use tier labels that describe the type or level of support a school receives.

At the May SBE meeting, the Board discussed the possible shift from the current six-tier to a four-tier school classification system and summarized their discussion and position on the matter in a letter to the Superintendent. According to the [June 1 ASW meeting notes](#), the TAC should decide the tier cut points, and the notes further specify that the option to include substantially smaller numbers of schools in the top and bottom tier should be explored.

The topic of school classification tiers was again discussed at the June 20 SBE special meeting, where the OSPI presented images showing how a ten-tier, color-coded, classification system could be used to identify school performance. The OSPI presented the ten-tier color coding option to the ASW as part of the segment on identifying schools for Comprehensive and Targeted Support. Some of the challenges of this approach might include the following.

- Some people might label schools in tiers six and below as earning a school grade of D or F, as 60 percent (six of 10) often represents a D in traditional educational grading system.
- Ten levels may add unnecessary complexity to the system
- Color coding ten tiers may be more difficult and may be less visually appealing.

Read more about elements of this discussion later in this memo in the section on indicator weighting and identifying schools for Comprehensive and Targeted Support.

Factoring Low Participation in Statewide Assessments

In the summer of 2016, the ASW recommendation on student participation in statewide assessments was broadly aligned with the ESSA Accountability regulation (§200.15). With the repeal of the ESSA accountability regulations, Washington must only meet the requirements of Section 1111(c)(4)(E) of the ESSA specifying that the state plan must include a clear and understandable explanation of how the State will factor the participation requirement into the statewide accountability system.

In October 2016, the ASW reached consensus on a recommendation to the Consolidated State Plan Team to task the accountability workgroup with working more on this issue. The October 2016 ASW recommendation stated that the accountability workgroup shall develop details around state-determined actions for schools that do not meet the 95 percent participation rate. Those actions should

The Board may choose to further discuss whether to support a change in the number of school classification tiers, names for the tiers, and the distribution of schools in tiers.

be non-punitive supports that do not affect the rating or funding of schools. The accountability workgroup would define and recommend these supports and technical assistance that would be used to help schools meet the participation requirements. The accountability workgroup would also recommend and define tiered accountability if improvements were not made.

At the June 1 ASW meeting, the workgroup heard a presentation on and discussed the manner in which participation rates should factor into the statewide accountability system. According to the [June 1 ASW meeting notes](#), consensus was not reached on the options so the ASW staff will write up a recommendation comprising elements of the four (of the eight) options receiving the most votes.

1. Students who do not participate in the statewide assessments but should have participated are assigned a scaled score of zero and are counted as non-proficient. This action could have the effect of lowering the proficiency rate for the school and a lower school Index rating.
2. Schools not meeting the 95 percent threshold must address the low participation rate in their annual School Improvement Plan (that includes SMART goals) by designing and implementing actions for the purpose of increasing the participation in statewide assessments for the student groups not meeting the participation requirements.
3. Conduct a hybrid analysis that compares the participation rates for subgroups to the All Students group. If the subgroup participation rate is lower, an improvement plan must be developed for the underperforming student groups.
4. Schools not meeting the participation rate threshold would not be eligible for recognition and rewards for three years and, if no improvement occurs after three years, the school rating will be lowered.

The ESSA plan must include a description of the manner in which to factor low participation rates into the statewide accountability system.

Indicators for the System of Annual Meaningful Differentiation

English Learner Progress Indicator

Section 1111(c)(4)(B)(iv) requires that the state include in its system of meaningful differentiation an English Learner (EL) indicator that measures progress in achieving English Language proficiency. With repeal of the regulations, the state must meet only the requirement specified in the ESSA and Section A(4)(iv)(d) of the Updated Template requiring the state to describe and define the measure of progress in achieving English language proficiency (ELP) as measured by the ELPA21.

In October 2016, the ASW recommended to the Consolidated State Plan Team that, with input from the Bilingual Educational Advisory Committee (BEAC) and the accountability workgroup, the OSPI will develop an EL progress measure over the next year using the second year of the ELPA21. And further, that the OSPI and SBE will conduct analyses and simulations. The Consolidated State Plan Team voted unanimously in support of the recommendation and forwarded the ASW recommendation to the Superintendent, who subsequently tasked the TAC with developing options and a recommendation for an EL progress measure.

The ELPA 21 differs from the previously administered WELPA by not providing a summarized scaled score for the combined domains. Each of the domains are scored separately and a student must demonstrate proficiency in each of the domains to be transitioned out of bilingual educational services.

The lack of an overall scaled score presents a challenge as it is impossible to generate a scaled score gain from one year to the next as has been done previously. Nonetheless, the OSPI developed several options in which to measure English learner progress given the limitations of using only the two years of results. All three options are derived from the year to year achievement level attainment in each of the four domains on the ELPA 21.

After considerable statistical analyses and discussion, the TAC recommended to the ASW that an EL student be defined as making progress if an EL student's performance increases from one year to the next on one or more of the four domains (without backsliding or regressing on any domain) or if the student's performance is sufficient to warrant reclassification.

Definition: The percentage of EL students who "make progress" from one year to the next.

$$\% \text{ EL Progress} = \frac{\text{Any EL student who increased in at least one ELPA21 domains in between years}}{\text{All students who participated in the ELPA21 with a consecutive year score history}} \times 100$$

The ASW heard a presentation on the definition of the English Learner progress measure developed by the TAC. Some ASW members asked clarifying questions about the ELPA21 and about the measure in general. The ASW reached consensus through a vote to make the following recommendation to the Superintendent on the English Learner progress measure.

- An English learner shall be defined to be making progress if she or he advances in at least one domain and also does not regress in any domain. For this progress definition, the proficient levels (4 or 5) are combined.
- The English learner progress measure shall be reconsidered in three years (corresponding to the next timeline for identification of schools for support). There will be additional data available to assess student and school patterns of progress. Also to be reconsidered at that time are the inclusion of students' initial English language proficiency levels and other characteristics.

The Board might choose to discuss how the measure is defined or how much weight the English Learner progress measure should carry in the Index calculation.

High School Graduation Indicator

Section 1111(c)(4)(B)(iii)(I and II) requires that the state use the four-year adjusted cohort graduation rate and, at its discretion, the extended-year adjusted cohort graduation rate as the High School Graduation indicator in the system of meaningful differentiation. With repeal of the ESSA accountability regulations, the state must meet only the requirement specified in the ESSA and Section A(4)(iv)(c) of the Updated Template which requires the state to describe the High School Graduation indicator, including a description of the following.

- How the indicator is based on the long-term goals
- How the indicator annually measures graduation rate for all students and separately for each subgroup of students
- How the indicator is based on the four-year adjusted cohort graduation rate (ACGR)
- If the State, at its discretion, also includes one or more extended-year adjusted cohort graduation rates, how the four-year adjusted cohort graduation rate is combined with that rate or rates within the indicator

- If applicable, how the State includes in its four-year adjusted cohort graduation rate and any extended-year adjusted cohort graduation rates students with the most significant cognitive disabilities assessed using an alternate assessment

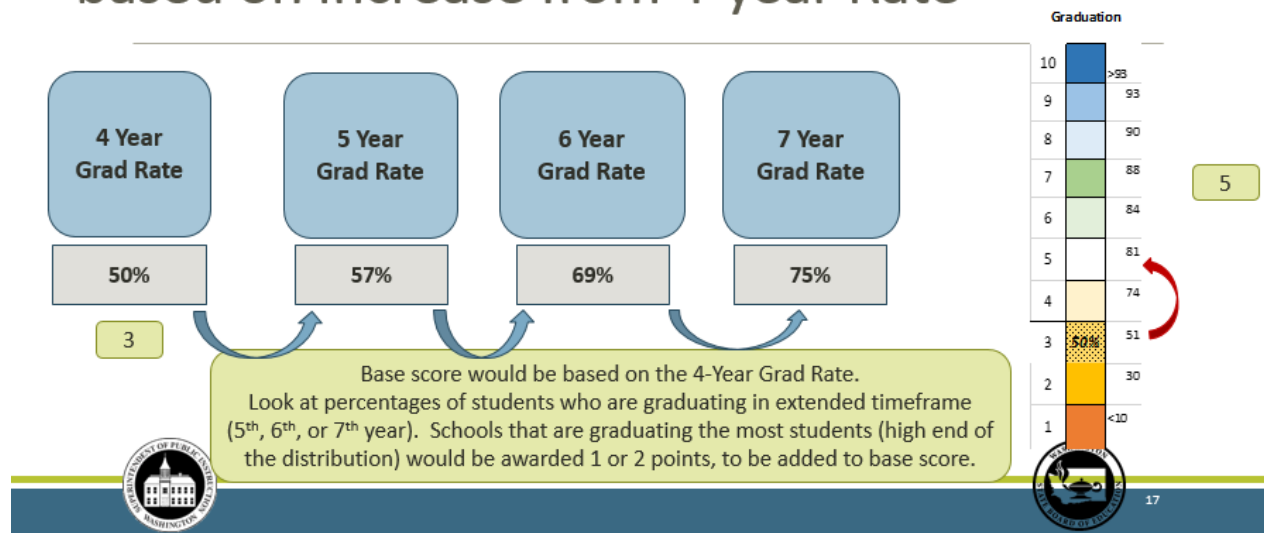
In October 2016, the ASW reached consensus on and recommended that the Superintendent include more than one measure for the High School Graduation indicator as part of the meaningful differentiation of schools. The recommendation specified the use of the four-year adjusted cohort graduation rate and the extended-year (five-year, six-year, and seven-year) adjusted cohort graduation rates, and was unanimously supported by the Consolidated State Plan Team.

The Draft Consolidated State Plan (page 50) specifies that “Washington proposes to use the On-Time (four-year) and Extended (five-, six-, and seven-year) graduation rates following the Adjusted Cohort Graduation Rates (ACGR) methodology for the High School Graduation indicator. Washington will include and display the four separate graduation rates (one On-Time ACGR rate and three Extended ACGRs). For purposes of differentiating schools, each graduation rate will be assigned a weighting factor, with the strongest weight to be applied to the most recent (four-year) rate. Washington used the five-year adjusted cohort graduation rate previously for purposes of school accountability and has reported the four-year rate as well.

Although not specified in the primary tasks of the ASW or the TAC, the TAC leadership added the topic of combining graduation rates to the June 7 and June 15 TAC meetings. The TAC heard a presentation on different options for combining four separate graduation rates into a single graduation rate measure. At the June 20 SBE special meeting, the [OSPI presented](#) on one method to include multiple graduation rates into the Index (Figure 2).

Figure 2: Shows how the multiple graduation rates could be used in the Index.

Extended Grad Rate Options – Score Boost based on Increase from 4-year Rate



The methodology illustrated in Figure 2 is meant to show how a rating might be developed for a school with a low four-year ACGR but much improved five-, six-, and seven-year ACGRs. In the Figure 2 example, the school reports the following:

- four-year graduation rate (Class of 2016) of 50 percent

- five-year graduation rate (Class of 2015) of 57 percent
- six-year graduation rate (Class of 2014) of 69 percent
- seven-year graduation rate (Class of 2013) of 75 percent.

This relatively high improvement would be sufficient to warrant a higher rating. In this case, an initial rating of 3.0 would be increased for the Index calculation. If the graduation rate did not show relatively high improvement such as this, the initial rating of 3.0 would be unchanged and rolled into the Index calculation.

The Board may choose to discuss and learn about the manner in which the four separate graduation rates contribute to the overall indicator rating.

At the June 21 final meeting, the TAC heard a short presentation (Figure 2) on bumping up the rating for the Graduation Rate indicator when substantial improvement occurs in the extended graduation rates. The TAC reached consensus on a recommendation to the ASW to bump up the indicator rating when relatively large increases occur in the extended graduation rates.

The ASW had a thorough and thoughtful discussion on the manner in which to use the four-year and extended graduation rates as the Graduation Rate indicator. There were concerns that bumping up rates might incentivize schools to encourage students to graduate later instead of striving to graduate on time in four years. A number of the ASW members voiced support for the concept of

encouraging schools and districts to graduate as many students as possible, regardless of the number of years required to do so. Through a vote, the ASW reached consensus on a recommendation to the Superintendent as follows.

- The four-year graduation rate shall be the base for the graduation rate indicator. Schools that have relatively high increases in graduation rates in the extended timeframe (5th, 6th, and 7th years) shall move up on the 1-10 scale.

SQSS - Participation in Dual Credit Programs

The Dual Credit (DC) measure recommended to the ASW by the TAC is very similar to the measure included in the winter 2017 version of the Index. The incentivized behavior is to increase access to and enrollment in dual credit programs for all student groups. Following early guidance from the Achievement and Accountability Workgroup (AAW), the measure is one of participation and engagement rather than credit attainment or credit accrual.

Definition of the measure: The percentage of students in grades 9-12 who completed a dual credit course or program.

$$\% \text{ DC} = \frac{\text{Any student in grade 9–12 with a DC course code and a corresponding grade}}{\text{Any student in grade 9–12 with at least one completed course in grade history}} \times 100$$

The ASW had minor concerns as to the manner in which the measure is described in the white paper created by the TAC leadership. Through a vote, the ASW reached consensus on a recommendation to use the definition created by the TAC for the SQSS Dual Credit Participation measure.

SQSS - Chronic Absenteeism

The Chronic Absenteeism (CA) measure recommended to the ASW by the TAC is meant to reduce the percentage of students missing significant amounts of instructional time. For purposes here, excessive

absenteeism means two absences per month (assuming approximately 20 school days per month), which aligns with most definitions of chronic absenteeism that use a ten percent absence threshold.

Definition of the measure: The percentage of students at a school who are missing significant amounts of seat time (defined as two full day absences for every 30 days enrolled*).

*Note: the reader should review the briefing paper developed by the TAC on this topic for a full explanation of how the measure is calculated. Also, the reader might wish to review the definitions of full-day and part-day absence in RCW 28A.225.020 and about excused and unexcused absences in WAC 392-400-325. Detailed information for school districts on the topic of coding absences is included in Comprehensive Education Data and Research System ([CEDARS](#)) Reporting Guidance.

$$\% \text{ CA} = \frac{\text{Students with at least 2 full-day absences in a given school for every 30 days enrolled}}{\text{Students enrolled for at least 90 days in the school}} \times 100$$

A number of states are proposing a chronic absenteeism measure as part of the SQSS indicator. In developing such a measure, a state agency or workgroup would consider many aspects of the measure, some of which are listed below.

- Some stakeholders believe that absenteeism is out of the school's control, so schools should not be held accountable.
- Some stakeholders do not agree with including excused absences toward the chronic absenteeism measure.
- Schools serving large numbers of children in foster care, who are identified as migrant, or homeless children might be inadvertently and negatively impacted by the measure as defined.
- Stakeholders would have varying concerns about counting a student as absent when he or she is away from school on a school-related event.

On a yes or no vote on whether to recommend the definition of chronic absenteeism to the Superintendent, consensus was not reached. The "no" votes outnumbered the "yes" votes by a small margin. As is the practice of the ASW, the vote count and summary of the discussion will be put forward to the Superintendent.

SQSS - 9th Grade On-Track for Success

The 9th Grade On-Track for Success measure is meant to highlight schools where large percentages of 9th grade students are earning all the credits they attempt. In other words, this a measure of the students who have no course failures in the 9th grade.

Definition of the measure: The percentage of first time 9th grade students at a school who earned credits for all courses attempted in the 9th grade.

$$\% \text{ On-Track} = \frac{\text{First time 9th grade students with credits attempted} = \text{credits earned for all courses}}{\text{All first-time 9th grade students enrolled at any point in the school year with credits attempted greater than zero}} \times 100$$

The ASW had only minor concerns as to the manner in which the measure is described in the white paper created by the TAC leadership. Through a vote, the ASW reached consensus on a recommendation to use the definition created by the TAC for the SQSS 9th Grade On-Track measure.

System of Meaningful Differentiation

Indicator Weights

Section 1111(c)(4)(C)(i and ii) states that some indicators must carry substantial weight and in aggregate certain indicators carry much greater weight than the SQSS indicator. Section A(4)(v)(b) of the Updated Template requires the state to describe the weighting of each indicator in the system of meaningful differentiation, including how the Academic Achievement, Other Academic (Growth), Graduation Rate, and Progress in ELP indicators each receive substantial weight individually and, in the aggregate, much greater weight than the School Quality or Student Success indicator(s), in the aggregate.

After a series of deliberate and thoughtful discussions, the ASW made a recommendation to the Consolidated State Plan Team on the relative weights for the indicators to be used for the meaningful differentiation (Figure 3). The former Superintendent included the ASW recommendation in the Draft State Plan and stated that the accountability workgroup will use these guidelines to establish the exact weights for each indicator and for each school level.

Figure 3: Shows the relative weights of the indicators for the system of meaningful differentiation as was included in the Draft Consolidated State Plan (page 56).

	Proficiency	Growth	Graduation	EL Progress	SQSS (3 indicators)
Elementary	Medium	High		Med-Low	Low
Middle	Medium	High		Low	Low
High	Med-High		High	Low	Low

The development of specific indicator weights for all schools was identified as an important task of the TAC when the group's work was outlined at the first meeting. At the June 21 TAC, the TAC members heard a presentation on the manner in which to weight indicators for the purpose of computing a summative rating. The OSPI presented impact data on simulated Index calculations resulting from the application of one specific weighting scheme generally described in Figure 4.

Figure 4: shows the weighting scheme used for the simulation presented at the June 21 TAC.

School Level	Academic Achievement	Other Academic	High School Graduation	English Learner Progress	SQSS
Elementary (e.g. K-5)	25%	50%		10%	15%
Middle (e.g. 6-8)	25%	50%		10%	15%
High School (e.g. 9-12)	25%		50%	10%	15%
Combined (e.g. K-8)	25%	50%		10%	15%
Combined HS (e.g. K-12)	25%	25%	25%	10%	15%

The Draft Consolidated State Plan further states that when a school does not have data for a particular indicator, the other reportable indicators shall receive proportionally more weight to

account for the missing indicator. To this end, the OSPI presented Figure 5 to the TAC showing the manner in which the indicator weighting might vary depending on the indicators reportable for a school. In the proposed methodology, the weighting factors for EL progress (10 percent) and SQSS (15 percent) remain constant when other indicators are absent.

Figure 5: shows how weights would vary based on the indicators available for a school.

All School Weights – Our Starting Point

	ELA Proficiency	ELP Progress	Math Proficiency	Science Proficiency	Growth	Graduation	SQSS Combined
All Indicators	10%	10%	10%	5%	25%	25%	15%
No Grad	10%	10%	10%	5%	50%	0%	15%
No Growth	10%	10%	10%	5%	0%	50%	15%
No EL	15%	0%	15%	5%	25%	25%	15%
No Grad or EL	15%	0%	15%	5%	50%	0%	15%
No Growth or EL	15%	0%	15%	5%	0%	50%	15%
No Science	12.5%	10%	12.5%	0%	25%	25%	15%
No Grad or Science	12.5%	10%	12.5%	0%	50%	0%	15%
No Growth or Science	12.5%	10%	12.5%	0%	0%	50%	15%
No EL or Science	17.5%	0%	17.5%	0%	25%	25%	15%
No Grad, EL, or Science	17.5%	0%	17.5%	0%	50%	0%	15%
No Growth, EL, or Science	17.5%	0%	17.5%	0%	0%	50%	15%



Adjustment of Weights Based on the Proportion of EL Students at a School

At the June 20 SBE special meeting, the Board heard a presentation that included how to weight the performance of certain measures (e.g. ELA proficiency) for schools serving various populations of English learners. The Board was interested in learning more about this proposal and followed up with some thoughtful questions. The OSPI presented the concept to the TAC for its consideration. The TAC was intrigued by the idea but had a number of technical questions about how the potential adjustments might be made. Because the proposal was fraught with uncertainties, the TAC reached consensus on a recommendation to review this option over the next several years and consider changes for the next school identification in three years.

The ASW heard the same presentation at its final meeting on June 22, and had a thoughtful discussion on the merits of the proposal. A number of the ASW members had comments, concerns, and questions about how adjustments might be made and how the adjustments could more meaningfully paint the picture of a school. Through a vote, the ASW reached consensus on a recommendation to the Superintendent as follows.

- As we reconsider the English learner progress measure, OSPI and stakeholder groups shall also study and review the interplay of English Learner populations and other measures within the accountability system.

Indicator Ratings

The Index currently uses a one to ten rating scheme for each indicator according to the crosswalk tables in Figure 6. The important point to note is that the current crosswalk tables are derived from a combination of user friendliness and a statistical basis. User friendly in the sense that cut points are made at regular intervals (e.g. 10 percentage point intervals of 0 to 10, 10 to 20, etc.). Statistical based in the sense that many cut points have a specific meaning (e.g. SGP ≥ 70 is high growth for a school and proficiency rates of 40 to 60 percent are typical for schools, hence the highest rating [10] for growth and average ratings [5-6] for the percent meeting standard).

Figure 6: Shows the performance and corresponding rating by indicator for the current Index.

% Met Standard	Rating	Median SGP	Rating	Graduation Rate	Rating	Dual Credit Enrollment	Rating
90-100%	10	≥ 70	10	$\geq 95\%$	10	90-100%	10
80-89.99%	9	65-69.99	9	90-94.99%	9	80-89.99%	9
70-79.99%	8	60-64.99	8	85-89.99%	8	70-79.99%	8
60-69.99%	7	55-59.99	7	80-84.99%	7	60-69.99%	7
50-59.99%	6	50-54.99	6	75-79.99%	6	50-59.99%	6
40-49.99%	5	45-49.99	5	70-74.99%	5	40-49.99%	5
30-39.99%	4	40-44.99	4	65-69.99%	4	30-39.99%	4
20-29.99%	3	35-39.99	3	60-64.99%	3	20-29.99%	3
10-19.99%	2	30-34.99	2	55-59.99%	2	10-19.99%	2
0-9.99%	1	< 30	1	$< 55\%$	1	0-9.99%	1

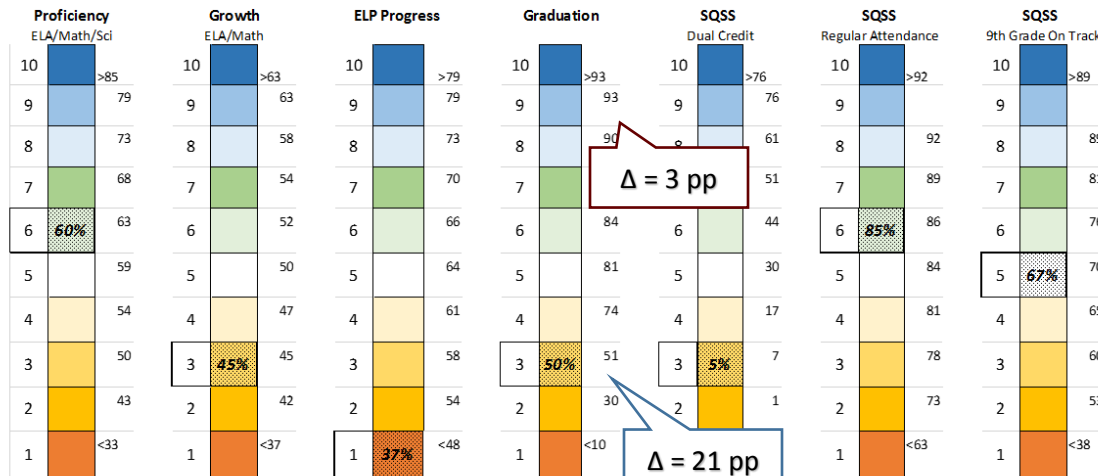
Through the summer 2016, the ASW heard about the one to ten rating scheme for the indicators and for computing a combined summative Index score or rating. The ASW had a number of discussions about the manner in which to identify and classify schools but did not reach consensus on the topic but could provide a summary of its discussion to the Consolidated State Plan Team. The Consolidated State Plan Team also had a robust discussion on the topic but did not reach a voting consensus on assigning a one to ten rating, tier names, and color coding displays. As the Consolidated State Plan Team did not reach consensus and could not make a specific recommendation, the former Superintendent described in the Draft State Plan a system of meaningful differentiation as follows.

- Each indicator will be assigned a numeric score on a 10-point scale.
- The one to ten score will be based on the school's performance using the combined data from the most recent three years.
- The score will also have a corresponding color assignment.
- The specifics, including the performance thresholds within the 1–10 range, colors and associated mapping to the scores, will be evaluated and established by SBE and OSPI with input from the accountability workgroup.

The TAC reached consensus on a recommendation to the ASW to establish cut points for the one to ten rating scheme based on decile cuts for the current levels of performance on the individual indicators. As part of that recommendation, the TAC reached consensus on freezing or fixing the decile cuts for at least three years, and then making a determination as to the need to modify the cut points. Whereas this methodology has a strong statistical base, the methodology is most often, somewhat less user friendly as the intervals between the cut points will differ (Figure 7). Using the graduation indicator for example, the interval (difference in performance) between the cut points ranges from approximately 3.0 to 21.0 percentage points.

Figure 7: shows the approximate decile cut points for the Index indicators based on the most recent performance data. Presented by the OSPI at the June 20 SBE special meeting.

Multiple Measures Framework



This view allows schools to see measures where they face most challenges.

As part of the ASW discussion on school identification, members of the ASW expressed some concerns over the use of a decile approach to establish Index ratings and the freezing or fixing of cut points for only three years, the time interval between school identifications. Some members advocated for setting “standards-based” cut points rather than decile cuts. The ASW vote on this topic was rolled into the identification of schools discussion and vote that follows.

Identification of Schools for Comprehensive Support

Section 1111(c)(4)(D) of the ESSA requires the state to identify schools for Comprehensive Support at least once every three years based on the system of meaningful differentiation beginning in the 2017-18 school year. The state is required to identify at least the lowest performing five percent of Title I-served schools, public high schools failing to graduate one-third or more of their students, and schools with consistently underperforming subgroups that are not improving. Section A(4)(vi)(a-c) of the Updated Template requires the state to describe the following.

- The State’s methodology for identifying not less than the lowest-performing five percent of all schools receiving Title I, Part A funds in the State for comprehensive support and improvement.
- The State’s methodology for identifying all public high schools in the State failing to graduate one third or more of their students for comprehensive support and improvement.
- The methodology by which the State identifies public schools in the State receiving Title I, Part A funds that have received additional targeted support for a consistently underperforming subgroup of students, that have not satisfied the statewide exit criteria for such schools within a State-determined number of years.

In the summer 2016, the ASW reached voting consensus on a recommendation to identify schools for Comprehensive Supports based on the All Students group in combination with targeted subgroups.

However, the ASW did not reach consensus on how to combine the All Students group with the targeted subgroups (e.g. simple average, weighted average, or in some other manner). In its recommendation to the Consolidated State Plan Team, the ASW requested that the accountability workgroup review data and consider different methods for combining the groups. The Consolidated State Plan Team reached consensus and forwarded the recommendation to the Superintendent. The Draft Consolidated State Plan articulates that the state shall identify schools for comprehensive support based on the summative score (Index rating) derived from the All students group in combination with targeted subgroups. Further, that the approach emphasizes the importance of targeted subgroups' performance, by identifying schools with large achievement and opportunity gaps for support and assistance to serve all students equitably.

In response to stakeholder feedback, the TAC explored the option of identifying schools for Comprehensive Support based on the performance of the All Students group only. The TAC members viewed such an analysis as being more transparent, easier to articulate to the public and school staff, and more aligned with the spirit or concept of the identification of a school for whole school support. Stakeholder concerns centered on the potential unfairness of the analysis where a combined result could be lowered substantially by a relatively small number of students in the targeted subgroups. This option was supported by the TAC when paired with the Targeted Support school identification methodology described below.

Identification of Schools for Targeted Support

Section 1111 (d)(2)(A)(i) of the ESSA requires the state to notify local educational agencies of any school in which any subgroup of students is consistently underperforming as measured by the system of meaningful differentiation. Section A(4)(vi)(e) of the Updated Template requires the state to describe the methodology for annually identifying any school with one or more "consistently underperforming" subgroups of students, based on all indicators in the system of annual meaningful differentiation. The template also requires the State to determine or define what is meant by consistent underperformance.

The Draft Consolidated State Plan (page 62) included the following methodology describing the identification of schools for Targeted Support that was recommended by the ASW in October 2016 and put forth to the Superintendent by the Consolidated State Plan Team.

"Consistently underperforming subgroups shall be identified based on stacked-rank index scores by subgroup. The state shall identify schools for targeted support by grouping race/ethnicity (Asian, American Indian/Alaska Native, Black, Hispanic, Pacific Islander & White) subgroups together, and grouping program (English learner, Special Education, low-income) subgroups together. This approach will identify the lowest performing from two categories: race/ethnicity groups, and the lowest performing program groups."

The methodology described in the Draft Consolidated State Plan would have the potential to identify schools for Targeted Support based on different thresholds. In other words, two student groups could have identical performance on all indicators but only one might be identified. This type of methodology or process may not pass peer review or might not be approved by the USED. The TAC was presented with a more transparent methodology (Figure 8) to identify low performing student groups for school districts that is directly tied to the identification of schools for Comprehensive Support.

- Identify schools for Comprehensive Support based on the All Students group for all indicators through the system of meaningful differentiation.
- Establish the cut point separating the identified schools from the not identified schools.

- For the schools not identified for Comprehensive Support, compare the performance of each student group on all indicators to the cut point described above.
- Identify schools with a subgroup performing below the cut point for Targeted Support.

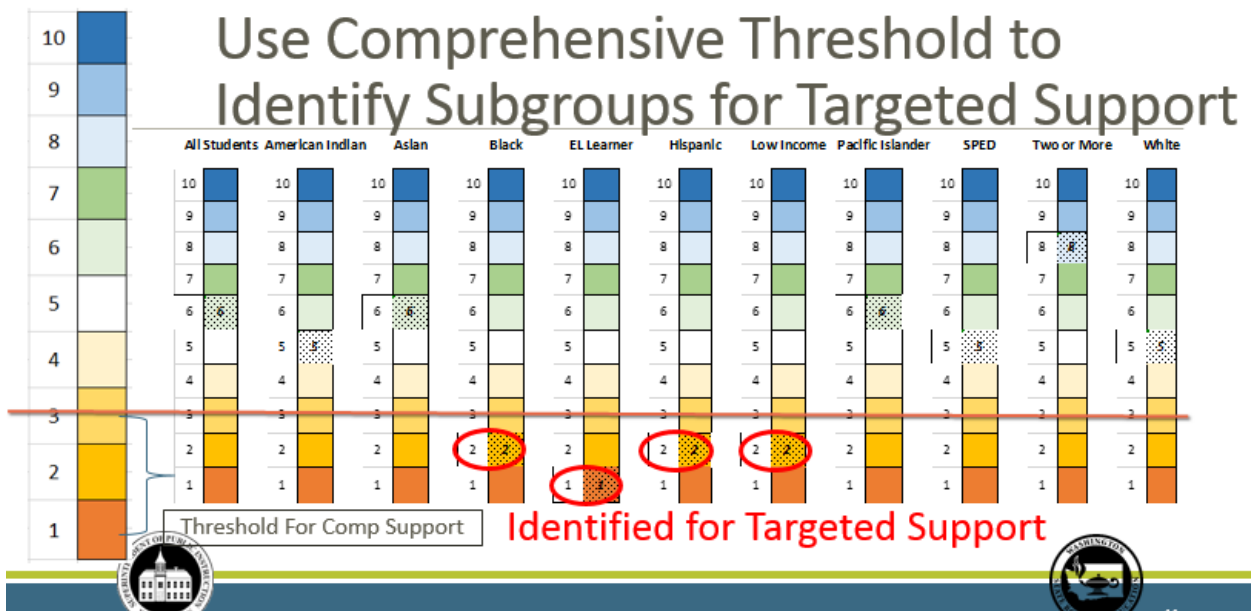
The OSPI conducted a preliminary analysis for the TAC to determine an approximate number of schools that would be identified for Targeted Support using this methodology. Based on a simulated Index calculation, using current results, and making certain indicator weight assumptions, approximately 600 schools would be identified for Targeted Support. The TAC reached consensus on recommending the methodology to the ASW.

The ASW heard a presentation and had a thoughtful discussion on the above-described methodology (Figure 8) to identify schools for Comprehensive or Targeted Support. Regarding a vote on the Comprehensive and Targeted Support framework described by the OSPI, the ASW reached consensus on the following recommendation for the Superintendent.

- Each indicator in the multiple measures framework shall have an even distribution of schools on a 1-10 scale, and the threshold between each shall be established as a baseline. The lowest performing 5% of schools, based on the combined multiple measures, will be identified for comprehensive support.
- Subgroups within schools shall also have the same standard as is established for comprehensive support schools. Any school with a subgroup with combined multiple measures that falls below that threshold will be identified for targeted support.

Figure 8: shows the ASW-recommended methodology for identifying schools for Comprehensive and Targeted Support.

Combined Multiple Measure

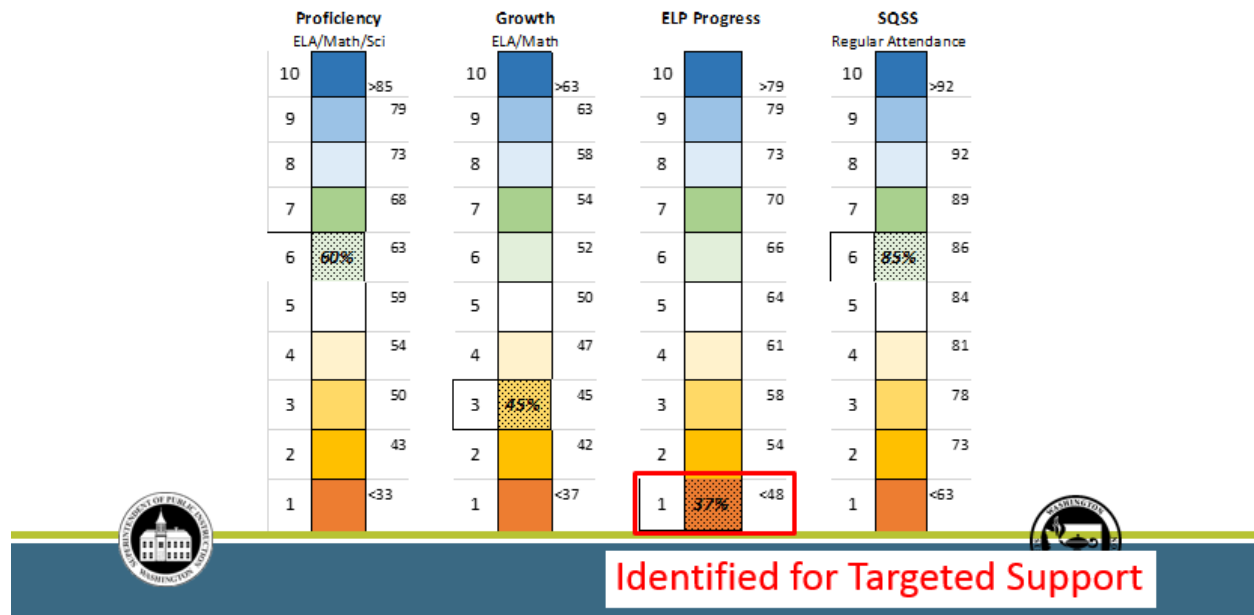


Identification of Schools for English Learner Program Targeted Support

In an effort to ensure that all student groups who need supports receive those supports, the TAC heard a presentation showing (Figure 9) how a school that is performing adequately on all indicators except for the EL progress indicator would be identified for Targeted Support for the EL program. The TAC reached consensus on and recommended to the ASW that a separate group of Targeted Support schools be identified on the basis of performance of the English Learner progress only.

Figure 9: shows how a school that is performing adequately on all indicators except for the EL progress indicator would be identified for Targeted Support for the EL program.

EL Progress directly for Targeted Support



The ASW heard a short presentation on using the English Learner progress measure as the sole measure in identifying a subset of Targeted Support schools. Some ASW members asked clarifying questions and had concerns about some aspects of the recommendation. There were concerns about how the identification might impact particular schools that may be serving unique populations localized through refugee relocation programs. Through a vote, the ASW reached consensus on the following recommendation to use the English Learner indicator to identify schools for Targeted Support to the Superintendent.

- Schools that are in the lowest performing 5 percent of schools on the English Learner indicator shall be identified for Targeted Support.

ESSA State Plans

On June 13, [Education Week published a news article](#) on the status of three ESSA state Plans that were not approved by the U.S. Department of Education, but rather, were returned to the respective states for additional information. The authors report that, “The feedback on these first states indicates that the department is planning to set some limits on states, based on its interpretation of the law.”

The [letter and additional information request](#) to the Delaware Secretary of Education is noteworthy for several reasons. Emphasis added as **bold font**.

1. The Department stated that “...DDOE proposes to decrease the percentage of non-proficient students in each subgroup by 50% by 2030, which would result in no more than half to two-thirds of certain subgroups of students achieving proficiency...**the proposed long-term goals for academic achievement are not ambitious**, the DDOE must revise its plan to identify and describe long-term goals that are ambitious...”
2. For the **Academic Achievement indicator the state must only include ELA and math (not science** and social studies as proposed). The state may include performance on other assessments (e.g. science) in the Other Academic indicator or in the SQSS indicator.
3. DDOE must **clearly describe the weighting of each indicator** in its system of annual meaningful differentiation, including how the weighting is adjusted for schools for which an indicator cannot be calculated due to the minimum number of students.

The [letter and additional information request](#) to the Nevada Superintendent of Public Instruction is noteworthy for several reasons.

1. The NDE **must provide long-term goals and measurements of interim progress** that correspond to long-term goals for each major racial and ethnic subgroups, as the NDE failed to provide the required elements for the Pacific Islander and Two or More Races (Academic Achievement indicator) and White and Two or More Races for the High School Graduation indicator.
2. For the **Academic Achievement indicator the state must only include ELA and math (not science** as proposed). The state may include performance on other assessments (science) in the Other Academic indicator or in the SQSS indicator.
3. The description the NDE provides for the Student Engagement indicator does not provide enough detail. The NDE must describe **how school climate**, which is a specific measure within the Student Engagement indicator, **will be measured** and that the indicator allows for meaningful differentiation, **is valid, reliable, and comparable across the state**.

The [letter and additional information request](#) to the Secretary of the New Mexico Public Education Department (NMPED) is noteworthy for several reasons.

1. The NMPED stated in its State plan that it would have no minimum number of students for accountability purposes, which is, in effect, a minimum number of students of one. **NMPED must describe how a minimum number of students of one is statistically sound** and will result in sound determinations for schools. Also, the NMPED **must justify how a minimum N of one protects the privacy of individual students**.
2. The NMPED must **clearly describe the weighting of each indicator** in its system of annual meaningful differentiation, including how the weighting is adjusted for schools for which an indicator cannot be calculated due to the minimum number of students.
3. The NMPED uses academic proficiency only in its methodology to identify schools with one or more consistently underperforming subgroups of students. **NMPED must revise its methodology and describe in its plan how it considers all indicators in identifying schools with one or more consistently underperforming subgroups of students**.

Action

The Board is expected to discuss many of these topics and provide guidance for staff for their continuing work on the ESSA Consolidated State Plan. The Board is expected to take an action on the topic.

Hyperlinks to websites and documents referenced in the text of this memo:

Washington ESSA Draft Consolidated State Plan (First Version) and summarized public comments.

<http://www.k12.wa.us/ESEA/ESSA/pubdocs/WashingtonESSADraftConsolidatedPlan.pdf>

ESSA webpage on the OSPI website.

<http://www.k12.wa.us/ESEA/ESSA/ConsolidatedPlan.aspx>

Webpages for the ASW and the TAC with links to information on meetings.

<http://www.k12.wa.us/ESEA/ESSA/AccountabilitySystem/default.aspx>

<http://www.k12.wa.us/ESEA/ESSA/AccountabilitySystem/TechnicalAssistance.aspx>

May 18 letter from the SBE to Superintendent Reykdal.

<http://www.sbe.wa.gov/documents/BoardMeetings/2017/May/Additional%20Materials/05.17.17%20Letter%20to%20Superintendent%20Reykadal%20RE%20ESSA.pdf>

OSPI presentation at the June 20 SBE special meeting.

<http://www.sbe.wa.gov/materials.php>

Education Week article about more information needed for submitted ESSA state plans

<http://mobile.edweek.org/c.jsp?cid=25920011&item=http%3A%2F%2Fapi.edweek.org%2Fv1%2Fblog%2F49%2F%3Fuuid%3D72574>

Request of Delaware for additional ESSA State Plan information.

<https://www2.ed.gov/admins/lead/account/stateplan17/deprelimdetermltr.pdf>

Request of Nevada for additional ESSA State Plan information.

<https://www2.ed.gov/admins/lead/account/stateplan17/nvprelimdetermltr.pdf>

Request of New Mexico for additional ESSA State Plan information.

<https://www2.ed.gov/admins/lead/account/stateplan17/nmprelimdetermltr.pdf>

Comprehensive Education Data and Research System (CEDARS) Reporting Guidance

<http://www.k12.wa.us/CEDARS/pubdocs/2017-18/2017-18CEDARSReportingGuidance.pdf>

Contact Andrew Parr at andrew.parr@k12.wa.us if you have questions about this memo.