



THE WASHINGTON STATE BOARD OF EDUCATION

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

Title: House Bill 2224 (Providing flexibility in high school graduation requirements)—Update and Next Steps	
As related to:	<input type="checkbox"/> Goal One: Develop and support policies to close the achievement and opportunity gaps. <input type="checkbox"/> Goal Two: Develop comprehensive accountability, recognition, and supports for students, schools, and districts. <input checked="" type="checkbox"/> Goal Three: Ensure that every student has the opportunity to meet career and college ready standards. <input type="checkbox"/> Goal Four: Provide effective oversight of the K-12 system. <input type="checkbox"/> Other
Relevant to Board roles:	<input checked="" type="checkbox"/> Policy leadership <input checked="" type="checkbox"/> System oversight <input type="checkbox"/> Advocacy <input type="checkbox"/> Communication <input type="checkbox"/> Convening and facilitating
Policy considerations / Key questions:	The Board may consider approving a plan or process for identifying a score that indicates a student is on-track for career and college readiness by the time they graduate from high school for students taking Smarter Balanced tests in the tenth grade.
Relevant to business item:	Approval of Process for Tenth Grade Smarter Balanced Assessment Standard-Setting Report to the Legislature.
Materials included in packet:	1. A memo 2. ESHB 2224 Bill Report
Synopsis:	At the September 2017 board meeting, members will be updated on a recommended process for tenth grade career and college ready standard-setting by staff from the Office of the Superintendent of Public Instruction (OSPI). By December 2018, the State Board of Education, in consultation with OSPI, will report on the standard-setting to the governor, and the education policy and fiscal committees of the Legislature. The memo provides information about the bill and some of its effect on the educational system.



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HOUSE BILL 2224 (PROVIDING FLEXIBILITY IN HIGH SCHOOL GRADUATION REQUIREMENTS) – UPDATE & NEXT STEPS

Policy Considerations

New legislation, ESHB 2224—Providing Flexibility in High School Graduation Requirements, directs the State Board of Education (SBE) to identify and report “on the equivalent student performance standard that a tenth grade student would need to achieve on the state assessment to be on track to be career and college ready at the end of the student’s high school experience” (chapter 31, laws of 2017). The law requires the State Board of Education, by December 1, 2018, in consultation with the Superintendent of Public Instruction, to report to the governor and the education policy and fiscal committees of the legislature on the performance standard. The law also states that the score for career and college readiness may be a different score than the score required for graduation.

At the September 2017 Board meeting, the Board will receive an update from the Office of the Superintendent of Public Instruction (OSPI) assessment staff on plans to work with the Smarter Balanced consortium on addressing an equivalent performance standard for tenth grade students. The Board may consider approving a plan or process for examining an on-track career and college ready score for the tenth grade.

This memo briefly summarizes the new legislation, lists some possible concerns that districts may have in implementing the new legislation, and describes Smarter Balanced achievement level and graduation score issues.

Summary of ESHB 2224

The new legislation affects a number of topics in the K-12 educational system. Among the topics are:

- High School and Beyond Plans (HSBP)
- State high school assessments
 - The high school math and English Language Arts (ELA) assessment will be administered to tenth graders, rather than eleventh graders, beginning with the Class of 2020 (tenth graders in 2017-2018).
 - The SBE must identify and report an “on-track” to career and college readiness score for tenth graders.
- Supports and interventions for high school students who:
 - Have not earned a Certificate of Academic Achievement (met assessment graduation requirements) by the end of the eleventh grade; or
 - Have not earned a Level 3 or Level 4 Achievement Level score on the middle school math assessment.

Table 1 summarizes in more detail the changes in the system directed by the legislation. The Legislative Bill Report is also included in this section of the Board packet. Two particular areas that relate to the work of the Board includes 1) the High School and Beyond Plan, and 2) identifying an equivalent performance standard (an “on-track” score) on the Smarter Balanced assessment administered in tenth grade. Many of the provisions of the law go into effect immediately while a few provisions have

specified dates for implementation or graduating class for whom the provisions apply. Provisions associated with a date or a graduating class are shown in bold in Table 1.

Table 1. Summary of ESHB 2224. Provisions that have a timeframe for being implemented are in **bold**. All other provisions are in effect now.

Concerning Smarter Balanced Assessments (SBA):

- **Beginning with the graduating Class of 2020 (10th graders in 2017-2018), SBA will be administered in the 10th grade.**
- **By December 1, 2018, the SBE in consultation with OSPI, will identify the performance standard for 10th grade students to be on-track for career and college readiness.**

Eliminates:

- Collections of Evidence (COE)
- The Biology End-of-Course exam as a graduation requirement.

Concerning Assessment Alternatives and Assessment Appeals:

- Dual credit that earns college credit in English and math is an alternative to meeting standard on assessments.
- **Beginning in the 2018-19 school year, students who haven't been successful may take a locally determined course and associated assessment.**
- **For students in the Classes of 2014 to 2018, who have passed all other graduation requirements except for one or more assessments, an expedited appeal process is established.**

Science Assessment:

The comprehensive science assessment aligned to the Next Generation Science Standards will be required for graduation beginning with the Class of 2021.

The High School and Beyond Plan:

- Guides a student's high school experience and prepares a student for postsecondary education or training and career.
- Must be initiated during the 7th or 8th grade.
- Must start with a career interest and skills inventory.
- Must be updated to reflect assessment results, assess progress, changing interests, goals, and needs.
- Must identify available interventions, academic support, and courses that are designed for students who have not yet met high school graduation standards.
- Districts are encouraged to involve parents and guardians in the developing and updating of the HSBP.
- Required elements:
 - Identification of career goals, aided by the skills and interest inventory.
 - Identification of education goals.
 - A four-year plan for course-taking that fulfills graduation requirements and aligns with career and education goals.
 - By the end of the 12th grade, a resume, or activity log.

Supports and Interventions:

- Districts must provide students who have not earned a certificate of academic achievement before the beginning of the 11th grade with the access to interventions, supports, or courses that are rigorous and consistent with their HSBP.
- For students who have not earned a score of level 3 or 4 on the middle school math test by the 9th grade, districts must update the student's HSBP to ensure students take math in both 9th and 10th grade.

Appendix A of this memo is a table summarizing assessment requirements of the Class of 2017 to the Class of 2021, taking into the account the new provisions of the law. Appendix B of this memo is a draft HSBP Frequently Asked Questions (FAQ) that SBE ad OSPI staff have been collaborating on.

Possible Implementation Challenges for Some Districts

The following are possible areas of concern for some districts as they implement the new law:

- Districts that have not started their HSBP process in middle school may find implementing the new HSBP requirements challenging. Starting the planning process in seventh or eighth grade may require shifting counseling staff or hiring additional counseling staff.
- Some districts will have enrolled students in Collections of Evidence (COE) courses at the end of the 2016-2017 school year. These courses are eliminated by the law. Districts will need to change these courses or move student from these courses into other appropriate courses.
- The Class of 2019 (incoming 11th graders) will have fewer alternatives than Classes of 2017 and 2018. They will not be able to do a Collection of Evidence, and will not be able to access the expedited appeals process. The Class of 2019 will need to complete an alternative their senior year if they are unsuccessful on a test required for graduation.
- Middle school students who have not earned a Level 3 or 4 on the middle school math test must take math in both 9th and 10th grade. This means that current 9th and 10th graders who did not meet this standard must be enrolled in math this 17-18 academic year—this could require a schedule change for some students.
- In the 2017-2018 academic year, both tenth graders (the Class of 2020) and eleventh graders (the Class of 2019) will be taking the math and ELA Smarter Balanced Tests. There may be computer lab capacity issues in some schools.

Scores on the Smarter Balanced Assessments

Background

In the 2014 session, the Legislature passed [HB 1450](#), which articulated a transition to new high school assessments. A description of the transition to the new assessments is described in a [memo](#) prepared for the August 2015 special board meeting.

In January 2015, the SBE approved threshold scores that defined the achievement levels on the Smarter Balanced math and ELA assessments (Figure 1). These threshold scores were identified by a process conducted by the Smarter Balanced Consortium and involving many educators and members of the public from all the consortium states. The process was observed by SBE staff. OSPI staff provided members with a [video](#) about setting the scores. Level 3 of the achievement levels defined by the scores indicates a student is on-track to be career and college ready by the time the student graduates.

In August 2015, the [SBE identified scores for graduation](#) on the Smarter Balanced assessments. Because the participation rate for eleventh graders was very low, an ELA graduation score was identified using tenth grade results. The score identified corresponded approximately to a “2.6” achievement level—the i.e. the score was about 60 percent of the way between the threshold score between Level 1 and 2, and the threshold score between Level 2 and Level 3.

The graduation score identified by the Board was based on an “equal impact” approach, an approach articulated by the [SBE position statement](#) adopted in January 2015. This statement indicated that the SBE:

Intends to set initial minimum scores for graduation on the high school SBAC that bridges past statewide performance on exit exams to the initial statewide performance of students on the

SBAC assessments. This approach will begin the process of moving toward the more rigorous SBAC college- and career-ready level by setting initial high school proficiency scores that would impact students in the next few years approximately equally to how students have been impacted by exit exams during the past few years. These initial minimum scores would be re-evaluated over the following years, as new standards are implemented and as more students gain the skills necessary to be SBAC College and Career Ready.

As directed by ESHB 2224, the SBE will report on an equivalent, on-track score for tenth graders taking the Smarter Balanced assessment. The report is not due until December of 2018. However, identifying a score before testing starts in the 2017-2018 school year would allow schools and parents and students to receive their assessment score results on a similar schedule as previous years.

Tables 3 show the threshold scores approved by the SBE in January 2015. Scores on the Smarter Balanced assessment are scale scores—the achievement level scores for one grade relate to scores in other grades on a consistent scale. Plotting the scores from the tables shows this relationship in figure 1.

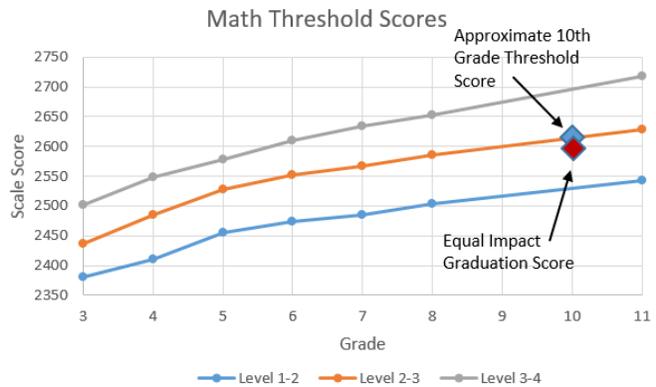
An approximate on-track score for tenth graders taking the high school Smarter Balanced assessments may be obtained by extrapolating a linear relationship between the threshold scores in eighth and eleventh grade. This extrapolation yields approximate scores of 2614 for math and 2578 for the equivalent on-track scores. These scores are approximately the threshold score between Level 2 and 3 for tenth graders.

The current graduation scores set by the Board in August 2015 based on an equal impact approach are slightly lower than the extrapolated approximate tenth grade on-track scores. The graduation scores are 2595 for math and 2548 for ELA, and are also shown on figure 1.

Figure 1. Threshold scores on Smarter Balanced assessments, approved by the SBE in January 2015.

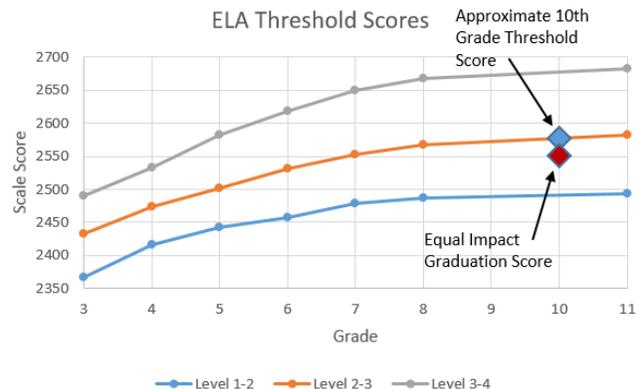
Math Threshold Scores

Grade	Level 1-2	Level 2-3	Level 3-4
3	2381	2436	2501
4	2411	2485	2549
5	2455	2528	2579
6	2473	2552	2610
7	2484	2567	2635
8	2504	2586	2653
11	2543	2628	2718



ELA Threshold Scores

Grade	Level 1-2	Level 2-3	Level 3-4
3	2367	2432	2490
4	2416	2473	2533
5	2442	2502	2582
6	2457	2531	2618
7	2479	2552	2649
8	2487	2567	2668
11	2493	2583	2682



The extrapolated on-track scores are only an approximation—they are possibly a starting point for looking at results and test items in more detail and determining more refined scores. At the July 2017 board meeting, the Executive Director of the Smarter Balanced Consortium visited with the Board, and stated that the consortium would work with Washington on looking at the effects of administering the high school assessments in tenth rather than eleventh grade. At the September board meeting, OSPI will update the Board on working with the consortium on a process for recommending an on-track tenth grade score to the Board. The process may involve a team of educators including curriculum experts and experienced teachers examining test items and identifying a likely on-track to career and college readiness score for tenth graders taking the Smarter Balanced test.

The new legislation does not require that the SBE reexamine the scores students must meet for graduation. The Board may wish to reexamine the graduation scores in 2018 or 2019 as the system adjusts to the new standards and assessments and as more students take the tests, to make sure the scores for graduation are consistent and fair for students.

Action

At the September 2017 Board meeting, the Board will receive an update from the Office of the Superintendent of Public Instruction (OSPI) assessment staff on plans to work with the Smarter Balanced consortium on addressing an equivalent performance standard for tenth grade students. The Board may consider approving a plan or process for examining an on-track career and college ready score for the tenth grade.

If you have questions regarding this memo, please contact Linda Drake at linda.drake@k12.wa.us.



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APPENDIX A. Summary of Assessment Requirements for Graduating Classes

Class of:	2017	2018	2019	2020	2021
Grade in 2017-18	(13)	12	11	10	9
ELA assessments for graduation	SBA 10 th and 11 th grade administration	SBA 10 th and 11 th grade administration	SBA 11 th grade administration	SBA 10 th grade administration	SBA 10 th grade administration
Math assessments for graduation	EOC or EOC Exit Exam or SBA	EOC or EOC Exit Exam or SBA	SBA 11 th grade admin	SBA 10 th grade admin	SBA 10 th grade admin
Science assessments for graduation	N	N	N	N	Comprehensive NGSS-aligned WCAS
Collection of Evidence alternative	Y	Y/N (not available in senior year)	N	N	N
Locally determined course/ assessment alternative	N	N	N/Y (not available until senior year)	Y	Y
Other Alternatives		Dual Credit Courses starting in 17-18	Transition courses starting in 18-19		
Expedited appeal option	Y	Y	N	N	N

Appendix B

DRAFT High School and Beyond Plan (Draft 8.17.17 from Linda Drake and Danise Ackelson)

1. What is the High School and Beyond Plan?

A: The High School and Beyond Plan is a state graduation requirement. Each student must have a High School and Beyond Plan (HSBP) to guide the student's high school experience and prepare the student for postsecondary education or training and career (ESHB 2224, Chapter 31, Laws of 2017). Students start their plan in seventh or eighth grade and then continue to revise them throughout high school to accommodate changing interests or educational and career goals.

2. What is the purpose of the High School and Beyond Plan?

A: The High School and Beyond Plan may provide students with the opportunity to explore their own skills and interests and discover potential career and educational options. This personalized plan helps to connect career interests with courses and courses with career pathways or college majors. The plan helps students identify the steps needed to reach postsecondary goals. Students should be encouraged to take ownership over their high school experience and choose coursework and activities that are relevant to their goals. The High School and Beyond Plan also provides a means of tracking requirements for graduation from high school and entry into postsecondary programs and careers.

3. Who is responsible for determining if a student has met the graduation requirement of a High School and Beyond Plan?

A: Whether a student's plan meets applicable requirements is determined at the district level ([RCW 28A.230.090](#)). A student's high school transcript must contain a notation as to whether the student met the High School and Beyond Plan requirement.

4. What are the elements of a High School and Beyond Plan?

A: A law passed in 2017 ([ESHB 2224, Chapter 31, Laws of 2017](#)) that specifies elements that all High School and Beyond Plans must contain. The required elements include the following:

- an identification of career goals, aided by a skills and interest assessment;
- an identification of educational goals;
- a four-year plan for course-taking that fulfills state and local graduation requirements and aligns with the student's career and educational goals;
- and by the end of twelfth grade, a current resume or activity log that provides a written compilation of the student's education, any work experience, and any community service and how the school district recognized the community service.

In addition the High School and Beyond Plan must also:

- be revised as necessary for changing interests, goals, and needs of the student.
- include a personalized pathway course plan that aligns with graduation requirements and post-high school plans.
- identify available interventions and academic support, courses, or both, that enable students who have not met the high school graduation assessment standards to do so.
- be advised for an 8th grade student who has not learned a Level 3 on middle school state assessment in math, the student must take a math course in both 9th and 10th grades.

- for a student who takes a career and technical education (CTE) course that has been determined to be equivalent to an academic core course (a CTE course equivalency), include a record of a certificate of CTE course completion. The academic course is recorded on the students transcript and the record that the student completed a CTE course is part of the High School and Beyond Plan.
- for students subject to the 24-Credit Graduation Requirements (the Class of 2019 and beyond, or, for districts that have a waiver to delay implementation, the Class of 2020 or 2021 and beyond), guide a student's Personalized Pathway Requirement. A Personalized Pathway is a locally determined body of coursework that is deemed necessary to attain the post-secondary career or educational goals chosen by the student. Within the 24-credit graduation requirement framework, the Personalized Pathway Requirements are three flexible credits that a chosen by student that help prepare the student for specific education or career goals.

5. When does the High School and Beyond Plan begin?

A: A High School and Beyond Plan must be initiated for each student during the seventh or eighth grade. In preparation for that initiation, each student must first be administered a career interest and skills inventory.

6. What tools or resources are available for the required career interest inventory?

A: No-cost career interest inventory tools include:

- Career Bridge, <http://www.careerbridge.wa.gov/>, from WA Workforce Training & Education Coordinating Board
- Career One Stop, <https://www.careeronestop.org/>, and Occupational Outlook Handbook, <https://www.bls.gov/ooh/>, US Department of Labor

7. Can the High School and Beyond Plan take the place of the Student Learning Plan in 8TH grade?

A: The implementation of the Student Learning Plan and the High School and Beyond Plan is locally determined. They may be separate plans or they may be combined, as long as the state-required elements of both plans are included in the combined plan, including the requirement to notify parents or guardians, and including any local required elements.

8. When is a Student Learning Plan required and what are the elements of the Student Learning Plan?

A: Student Learning Plans are “required for 8th grade students who were not successful on any or all of the content areas of the state assessments during the previous year or and who may not be on track to graduate due to credit deficiencies or absences.” ([RCW 28A.655.061](http://leg.wa.gov/RCW/default.aspx?cite=28A.655.061)).

The 8th grade Student Learning Plan are specified in [RCW 28A.655.06](http://leg.wa.gov/RCW/default.aspx?cite=28A.655.06) and include:

- the student's results on the state assessment
- if the student is in the transitional bilingual program, the score on his or her Washington language proficiency test II
- any credit deficiencies
- the student's attendance rates over the previous two years.

- the student’s progress toward meeting state and local graduation requirements.
- the courses, competencies, and other steps needed to be taken by the student to meet state academic standards and stay on track for graduation.
- remediation strategies and alternative education options available to students, including informing students of the option to continue to receive instructional services after grade twelve or until the age of twenty-one.
- the alternative assessment options available to students to meet graduation requirements.
- available programs offered through skill centers or community and technical colleges, including the college high school diploma options under RCW 28B.50.535.

In addition, school districts must notify students and their parents or guardians about the information in the Student Learning Plan. To the extent possible, the plan should be translated into the primary language of the family.

9. When do the new changes to the High School and Beyond Plan begin?

A: The provisions of ESSB 2224 (Chapter 31, Laws of 2017) concerning the High School and Beyond Plan are effective immediately, implemented for the 2017-2018 school year.

10. What is the process for creating, revising, and completing a High School and Beyond Plan?

A: School districts are responsible for creating processes and procedures for students to develop, revise and complete individualized High School and Beyond Plans that meet requirements. School districts may also establish additional, local requirements for High School and Beyond Plan that serve the needs and interests of the district's students and for other specified purposes.

11. Will the High School and Beyond Plan change when the graduation requirements change for the Class of 2019’s 24-credit requirements?

A: The 24-credit graduation requirements ([WAC 180-51-068](#)) which take effect for the Class of 2019 (for districts that do not have a waiver to delay implementation by up to two years) places a greater emphasis on the role of the High School and Beyond Plan in student course selection. The plan will guide a student’s choice for the third credit of math and third credit of science, with parent/guardian approval ([RCW 28A.230.090](#)), and the development of a Personalized Pathway. Personalized Pathways are based on the career and educational goals articulated in a student’s High School and Beyond Plan. The Personalized Pathway Requirements are classes selected that will help a student develop skills or meet requirements associated with a student’s postsecondary goals.

12. How does the High School and Beyond Plan connect with the state assessments?

A: New requirements for academic interventions and supports was established by [ESHB 2224](#) (Chapter 31, Laws of 2017). School districts must provide students who have not earned a Certificate of Academic Achievement (CAA) before the beginning of eleventh grade with the opportunity to access interventions and academic supports, courses, or both, designed to the enable students to meet the high school graduation standard. The interventions, supports, or courses must be rigorous and consistent with the student's educational and career goals identified in his or her High School and Beyond Plan, and may include Career and Technical Education equivalencies in English Language Arts or mathematics. In addition, school districts must update the High School and Beyond Plan for each student who has not earned a level 3 or 4 score on the middle school mathematics assessment by the ninth grade. The purpose of this update is to ensure that the student takes a mathematics course in the ninth and tenth grades. These courses may include Career and Technical Education equivalencies in mathematics.

13. For students who have not earned a certificate of academic achievement (CAA) by the 11th grade, who implements interventions, supports, or course selection consistent with student's educational and career goals as identified in the student's High School and Beyond Plan?

A: Local school districts have decision-making authority for implementation of interventions, supports and the High School and Beyond Plan. Best practices utilize school counselors and teachers in an advisory program or designated class for developing and completing student High School and Beyond Plans.

14. What are examples of acceptable interventions and activities based on the High School and Beyond Plan for students who have not met standard on state assessments?

A: The High School and Beyond Plan must be updated to reflect high school assessments, review transcripts, and assess progress toward identified goals. The High School and Beyond Plan must be revised as necessary for changing interests, goals, and needs, and must identify available interventions and academic support, courses, or both, that enable students who have not met the high school graduation standard to do so. Priority for changing student schedules, providing mentoring, academic counseling are included in this work. Students should be provided guidance on assessment alternatives, if needed. High school transition courses, Senior Year Bridge to College courses and their associated assessments, are acceptable as alternatives to demonstrating that students have met the high school graduation standard. These interventions, supports, or specific courses must be rigorous and consistent with educational and career goals from the High School and Beyond Plan and **may** also include dual credit courses (AP,IB,CI, College in HS, Running Start and Tech Prep) or remedial courses.

15. How are parents and guardian involved with the High School and Beyond Plan or process?

A: Each student shall have a high school and beyond plan to guide his or her high school experience, including plans for post-secondary education or training and career. School districts are encouraged to involve parents and guardians in the process and development and updating the High School and Beyond Plan. A best practice would be to update the plan at least once a year, with the involvement of the parents or guardians.

16. What resources does the state provide for the High School and Beyond Plan development?

A: The Office of Superintendent of Public Instruction has resources about graduation requirements at <http://www.k12.wa.us/GraduationRequirements/default.aspx>. Career Guidance WA at <http://www.k12.wa.us/SecondaryEducation/CareerCollegeReadiness/default.aspx> has a series of guidance curriculum for grades 6-12 with templates and planning tools for developing a school-wide career and college readiness program. Templates for the High School and Beyond Plan are included.

17. Is there a digital/electronic free resource for the High School & Beyond Plan?

A: A no or low-cost digital tool developed by WSIPC's My School Data is available through school district student information systems. The electronic platform used the format in the OSPI Career Guidance WA High School and Beyond Plan template to provide career interest inventory, postsecondary choices, pre-populated 4-year course plan, and captures activities, experiences, resume, and academic plans. Parent access and school counselor tracking tools are also a part of this digital format. This digital plan can follow students who transfer to other middle and high schools in our state.

18. How does the High School and Beyond Plan relate to a student's IEP transition plan?

A: ESHB 2224 (Chapter 31, Laws of 2017) states that each student must have a High School and Beyond Plan. By the age of 16, students receiving special education services with an Individualized Education Plan (IEP) must begin to develop a transition plan as part of their IEP. These plans include setting

postsecondary goals for employment and education, developing a high school course of study and other activities for skills development to help students reach their goals. IEP teams are encouraged to incorporate other components of their local school or district's High School and Beyond Plan that are appropriate for the student into the transition plan. A district or school may determine that a student's transition plan is the High School and Beyond Plan, provided the plan meets the required elements of both the IEP transition plan and the required elements of the High School and Beyond Plan.

19. How are Career and Technical Education (CTE) Equivalency credits accounted for in a student's High School and Beyond Plan?

A: If a student has completed a CTE course for equivalency credit, the certificate of completion of the CTE course must be included in the student's High School and Beyond Plan (RCW 28A.230.097). A CTE course equivalency is when a CTE course is recognized as equivalent to a core academic course. A student may earn a core academic credit and meet a core subject area graduation requirement and a CADR (College Academic Distribution Requirement, an admission requirement for state 4-year postsecondary institutions) upon completion of the class. The core academic credit is noted on the student transcript and the CTE course completion is included in the student's High School and Beyond Plan.

20. How is the High School and Beyond Plan verified? What documentation is required?

A: Local school districts determine how the High School and Beyond Plan is verified. High School and Beyond Plan must be noted on the student transcript as "Met" or "Not Met" under Additional State Requirements in the milestone section.

21. Are the High School and Beyond Plan resources available in a variety of languages?

A: Updated templates and tools are in development for the High School and Beyond Plan.

HOUSE BILL REPORT

ESHB 2224

As Passed Legislature

Title: An act relating to providing flexibility in high school graduation requirements and supporting student success during the transition to a federal every student succeeds act-compliant accountability system.

Brief Description: Providing flexibility in high school graduation requirements and supporting student success during the transition to a federal every student succeeds act-compliant accountability system.

Sponsors: House Committee on Education (originally sponsored by Representatives MacEwen, Dolan, Appleton, Haler, Harris, Sells, Tarleton, J. Walsh, Santos and Doglio; by request of Superintendent of Public Instruction).

Brief History:

Committee Activity:

Education: 6/19/17 [DPS].

Floor Activity:

Passed House: 6/27/17, 94-0.

Passed Senate: 6/30/17, 49-0.

Passed Legislature.

Brief Summary of Engrossed Substitute Bill

- Delays a requirement obligating students in the graduating class of 2017 onward to meet standard on a high school science assessment as a graduation prerequisite until the graduating class of 2021.
- Establishes an expedited appeal process authorizing the Superintendent of Public Instruction (SPI) to waive requirements for certificates of academic achievement (CAA) and certificates of individual achievement for qualifying students in the graduating classes of 2014 through 2018 who have not met standard on English language arts (ELA) assessments, mathematics assessments, or both.
- Requires, beginning in the 2017-18 school year for the graduating class of 2020, that the statewide high school assessments in ELA and mathematics be administered in the tenth grade.
- Discontinues the collection of evidence objective alternative assessment.

This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not a part of the legislation nor does it constitute a statement of legislative intent.

- Establishes new options for demonstrating student achievement of state standards, including completing dual credit courses and locally determined courses with qualifying assessments.
- Requires school districts to provide students who have not earned a CAA before the beginning of the eleventh grade the opportunity to access interventions and academic supports, courses, or both to enable the students to meet minimum high school graduation standards.
- Adds specificity to High School and Beyond Plan requirements.
- Requires the State Board of Education, in consultation with the SPI, to identify and report on the equivalent student performance standard that a tenth grade student would need to achieve on state assessments to be career and college ready.
- Includes an emergency clause making all provisions effective immediately.

HOUSE COMMITTEE ON EDUCATION

Majority Report: The substitute bill be substituted therefor and the substitute bill do pass. Signed by 15 members: Representatives Santos, Chair; Dolan, Vice Chair; Stonier, Vice Chair; Harris, Ranking Minority Member; Muri, Assistant Ranking Minority Member; Bergquist, Caldier, Johnson, Kilduff, Lovick, Senn, Slatter, Steele, Valdez and Volz.

Staff: Ethan Moreno (786-7386).

Background:

Statewide Student Assessment System.

The Superintendent of Public Instruction (SPI), in consultation with the State Board of Education (SBE), is authorized to maintain and revise a statewide academic assessment system to measure student knowledge and skills on state learning standards and to use it for purposes of state and federal accountability. The state assessment system must cover the content areas of reading, writing, mathematics, and science for elementary, middle, and high school years. The federal Every Student Achieves Act requires states to assess students based on state learning standards in reading and mathematics in each of grades 3 through 8 and one high school grade, as well as in at least one grade in elementary, middle, and high school in science.

In recent years, high school mathematics have been assessed in Washington using end-of-course tests (EOCs) in Algebra I and Geometry, and a tenth grade reading and writing assessment has also been utilized. In 2011 legislation directed that high school science be assessed using a Biology EOC. The Legislature subsequently expressed intent to transition from a Biology EOC to a comprehensive science assessment. Assessments based on the Next Generation Science Standards (NGSS), standards which are being phased in, will begin in 2018.

In 2013 the SPI was directed to implement, beginning in the 2015 school year, student assessments developed with a multistate consortium in English language arts (ELA) and mathematics. (Washington is part of the Smarter Balanced Assessment Consortium, known as SBAC.) The SPI was also directed to use test items from the SBAC assessments to develop a tenth grade ELA assessment and modify the Algebra I and Geometry EOCs for use through the transition period.

The SBE is responsible for establishing the performance scores that students must meet on state assessments. In accordance with statutory requirements, the SBE has established performance scores for the assessments used during the transition period, as well as the SBAC assessments. In setting scores for the high school SBAC assessments, the SBE must review the experience during the transition period, and examine scores used in other states for the SBAC assessments, including states that require passage of an eleventh grade assessment for graduation. The scores established for purposes of graduation may be different from the scores used for the purpose of determining career and college readiness.

High School Graduation Requirements.

A Certificate of Academic Achievement (CAA) or a Certificate of Individual Achievement (CIA) is one of the requirements for graduation from a Washington public high school. To obtain a CAA, a student must meet state standards on required statewide assessments. Students requiring special education who are not appropriately assessed by the state assessment system, even with accommodations, may earn a CIA through a variety of ways to demonstrate skills and abilities commensurate with their individual education programs.

Since the graduating class of 2008, Washington students have been required to meet the state standards on the assessment in reading and mathematics to obtain a CAA and graduate from high school. Legislation adopted in 2004 required the graduating classes of 2010 onward to also meet standard on a statewide high school science assessment to earn a CAA for purposes of high school graduation, but subsequent legislation has thrice delayed this requirement.

Graduation requirements obligate students in the graduating classes of 2017 and 2018 to meet standard on: (1) the state assessments in ELA or the ELA SBAC; (2) at least one of the mathematics EOCs or the mathematics SBAC; (3) and the Biology EOC or the NGSS Assessment for the classes of 2017 and 2018, respectively. Beginning with the graduating class of 2019, the SBAC assessments in ELA and mathematics will be used to demonstrate that students meet the state standard in those subjects, and the NGSS assessment will be used to demonstrate that students meet the state standard in science.

Below is a chart illustrating the assessments required for the graduating class of 2017 and beyond.

Graduating Class	English Language Arts	Mathematics	Science
2017 and 2018	Grade 10 ELA Or	Algebra I EOC Or Geometry EOC	Biology EOC (2017) with Next Generation

	Grade 11 ELA (SBAC)	Or Grade 11 Mathematics (SBAC)	Science Standard Assessment for 2018
2019 Onward	Grade 10 ELA (SBAC)	Grade 10 Mathematics (SBAC)	Next Generation Science Standard Assessment

Objective Alternative Assessment Options.

Objective alternative assessment options (alternative assessments) may be utilized by students who have taken an assessment at least once. The alternative assessments, which may only be approved by the Legislature, must be comparable in rigor to the skills and knowledge that the student must demonstrate on the statewide student assessments, and must be objective in their determination of student achievement of state standards. If a student meets the state standard on the alternative assessment, he or she must earn a CAA. The alternative assessments include:

- grade comparison, provided the student has a qualifying grade point average;
- earning a high enough score on the SAT or ACT;
- earning a high enough score on an Advanced Placement/International Baccalaureate exam; and
- collection of evidence, scored at the state level or by regional panels of educators.

Current law also includes provisions for waiving specific requirements pertaining to the CAA for students who transferred to a Washington public school in their junior or senior year or who have special, unavoidable circumstances.

High School and Beyond Plan.

One of the state graduation requirements is the completion of a High School and Beyond Plan (HSBP). The SBE provides that each student must have a HSBP for their high school experience, including what they expect to do the year following graduation. The content of the plan, and whether a student's plan meets applicable requirements, is determined at the district level. A student's high school transcript must contain a notation as to whether the student met the HSBP requirement.

Summary of Engrossed Substitute Bill:

High School Graduation Requirements - Modification to Assessment Requirements.

Certain high school graduation requirements are modified, including provisions requiring assessments in science, ELA, and mathematics, and provisions governing alternative assessment options.

The statewide high school science assessment will continue to be administered, but the requirement obligating students in the graduating classes of 2017 onward to obtain a sufficient score on the assessment (currently the Biology EOC) as a graduation prerequisite is delayed until the graduating class of 2021. The science assessment administered to that class must be a comprehensive science assessment based on applicable essential academic learning requirements adopted by the SPI in 2013. The provisions delaying the science assessment as a graduation prerequisite apply retroactively to students in the graduating class of 2017.

The administration of the statewide SBAC ELA and mathematics assessments is specifically directed to occur in the 10th grade. This change will take effect in the 2017-18 school year and will apply beginning with students in the graduating class of 2020. A student who meets the high school graduation standard on the high school ELA and mathematics SBAC assessments and satisfies all other graduation requirements will earn a CAA.

"High school graduation standard" is not defined, but references to "state standard" or "state standards" in provisions governing assessment requirements and the earning of CAAs for the graduating classes of 2016 onward are changed to "high school graduation standard."

Establishment of CAA/CIA Appeals Process.

The SPI is directed to implement an expedited appeal process for waiving requirements for CAAs and CIAs for students in the graduating classes of 2014 through 2018 who have not met standard on ELA assessments, mathematics assessments, or both, but have met all other state and local graduation requirements. Eligible students in the graduating class of 2018 must also have attempted at least one alternative assessment option.

An appeal may be initiated with the applicable school district by a student or the student's parent, guardian, or principal. Districts are charged with determining which appeals will be submitted to the SPI for final review and approval. The SPI may approve an appeal only if it has been demonstrated that the student has: the necessary skills and knowledge to meet the high school graduation standard; and the skills necessary to successfully achieve the college or career goals established in his or her HSBP. Pathways for demonstrating the necessary skills and knowledge may include, but are not limited to:

- successful completion of a college level class in the relevant subject area;
- admission to a higher education institution or career preparation program;
- award of a scholarship for higher education; or
- enlistment in a branch of the military.

Discontinued and New Alternative Assessment Options.

The collection of evidence alternative assessment option is discontinued, but a student who completes a dual credit course in ELA or mathematics in which the student earns college credit may use passage of the course as an alternative assessment for earning a CAA.

Beginning in the 2018-19 school year, students who do not qualify for a CAA because they have not met the high school graduation standard for the mathematics or ELA assessment may take and pass a locally determined course in the content area in which the student was not successful. The course must be rigorous and consistent with the student's educational and career goals identified in his or her HSBP, and may include career and technical education (CTE) equivalencies in ELA or mathematics.

If the student passes the locally determined course, he or she may then take a locally administered assessment associated with the course as an alternative assessment for demonstrating that the student has met or exceeded the required high school graduation standard and qualifies for a CAA.

Locally administered assessments, in accordance with specified requirements, must be reviewed and, if appropriate, approved for use by the Office of the Superintendent of Public

Instruction (OSPI). Additionally, the OSPI must post on its website a compiled list of district-administered assessments approved as alternative assessments, including the comparable scores necessary to meet the standard.

Related provisions regarding high school transition courses are established. High school transition courses and the assessments offered in association with the courses are an approved locally determined course and assessment for demonstrating that the student met or exceeded the high school graduation standard. A "high school transition course" is defined as an ELA or mathematics course offered in high school whose successful completion by the student will ensure college-level placement at participating institutions of higher education, but a student's successful completion of the course does not entitle the student to be admitted to any public institution of higher education. As further specified in the definition, high school transition courses must satisfy core or elective credit graduation requirements established by the SBE.

Student Interventions and Academic Supports.

New requirements for academic interventions and supports are established. School districts must provide students who have not earned a CAA before the beginning of eleventh grade with the opportunity to access interventions and academic supports, courses, or both, designed to enable students to meet the high school graduation standard. The interventions, supports, or courses must be rigorous and consistent with the student's educational and career goals identified in his or her HSBP, and may include CTE equivalencies in ELA or mathematics.

High School and Beyond Plans.

Additional requirements for HSBPs are established. Each student must have an HSBP to guide the student's high school experience and prepare him or her for postsecondary education or training and career. An HSBP must be initiated for each student during the seventh or eighth grade, and in preparation for that initiation, each student must first be administered a career interest and skills inventory.

The HSBP must be updated to reflect high school assessments, review transcripts, and assess progress toward identified goals. The HSBP must be revised as necessary for changing interests, goals, and needs, and must identify available interventions and academic support, courses, or both, that enable students who have not met the high school graduation standard to do so.

All HSBPs must include the following elements:

- an identification of career goals, aided by a skills and interest assessment;
- an identification of educational goals;
- a four-year plan for course-taking that fulfills state and local graduation requirements and aligns with the student's career and educational goals; and
- by the end of twelfth grade, a current resume or activity log that provides a written compilation of the student's education, any work experience, and any community service and how the school district recognized the community service.

School districts may also establish additional, local requirements for HSBPs that serve the needs and interests of the district's students and for other specified purposes.

School districts must update the HSBP for each student who has not earned a level 3 or 4 score on the middle school mathematics assessment by the ninth grade. The purpose of this update is to ensure that the student takes a mathematics course in the ninth and tenth grades. These courses may include CTE equivalencies in mathematics.

New and Modified Accountability Duties of the State Board of Education.

Numerous accountability-related duties of the SBE are modified or repealed. Examples of repealed duties include provisions obligating the SBE to:

- by the end of the 2014-15 school year, establish the scores students must achieve to meet the standard and earn a CAA on the SBAC high school ELA and mathematics assessments. (The statutory directive obligating the SBE to identify the scores that students must achieve in order to meet the standard on statewide student assessments remains);
- establish scores students must achieve on tenth grade ELA and EOC mathematics assessments that predate the full implementation of the SBAC assessments;
- consider the incorporation of the standard error of measurement into decisions regarding CAAs; and
- advise the Legislature of initial performance standards for high school statewide assessments, including presenting subsequently recommended changes to the education committees of the Legislature for potential legislative action.

Additionally, a provision specifying that the scores established by the SBE for earning a CAA and high school graduation may be different from the scores used for determining a student's career and college readiness is repealed and replaced with a similar provision indicating that the SBE is not prohibited from identifying a college and career readiness score that is different from the score required for high school graduation purposes

Regarding new duties, the SBE, in consultation with the SPI, is directed to identify the equivalent student performance standard that a tenth grade student would need to achieve on the state assessments to be career and college ready at the end of the student's high school experience. A report on this performance standard must be submitted by the SBE to the Governor and the education policy and fiscal committees of the Legislature by December 1, 2018.

Appropriation: None.

Fiscal Note: Requested on June 26, 2017.

Effective Date: The bill contains an emergency clause and takes effect immediately.

Staff Summary of Public Testimony:

(In support) This bill represents a good compromise for the roadblocks the House of Representatives has run into in the other chamber. The bill will help students in this graduating year and in years to come. Moving assessments to an earlier point in the high school process will give students ample time to make needed course corrections; this is vital to the success of the students.

The SPI supports delinking assessments from graduation requirements. The OSPI finds no evidence between high stakes testing and graduation results. Thirty-six states do not link high stakes tests with graduation requirements. Two-thirds of dropouts occur in the senior year, and they are dropping out with more math, science, and ELA credits than ever before. The eleventh grade high stakes tests cause more harm than good. Legislative proposals continue to evolve, but moving assessments to the tenth grade has emerged as a common idea. This change will be beneficial to student growth and success. The underlying bill would have allowed students to demonstrate proficiencies through other means without having to first take statewide assessments. The Senate wants assessments to be linked to graduation requirements, so the underlying bill calls for locally determined courses and locally administered assessments.

A constituent's daughter met all other graduation requirements, but did not pass the Biology EOC. As a result, she will not be able to attend a fashion college in California this fall. The bill should be supported, but high stakes tests should be delinked from graduation requirements. High stakes tests have second and third order effects, including effects related to higher dropout and crime rates. High stakes tests are not fair to children: they adversely affect minorities, English as a second language students, and struggling students. The underlying bill is a good compromise: it maintains rigor, and offers supports and alternatives to students. The OSPI, the SBE, the Senate, and others agree that the Biology EOC is either outdated or flawed. At a minimum, the Biology EOC should be delinked from graduation requirements for the class of 2017.

Principals support the striking amendment and appreciate the flexibility provided in its provisions, but the Legislature should make sure that the OSPI has the staff and resources necessary to implement the appeals process. The transition course and HSBP provisions create staffing issues that should be properly addressed by the Legislature.

The Washington State PTA has a long-standing resolution against high stakes testing. Delinking only the Biology EOC is not sufficient for students. While the exams are necessary for compliance with federal requirements, the 15,000 students affected by the Biology EOC, most of whom are minority and low-income students, should not be penalized for the system's failures and should be allowed to graduate; they are sitting on pins and needles waiting for the Legislature to issue a verdict. The ELA, mathematics, and science assessments should be delinked from graduation requirements for the classes of 2017 and 2018 until sufficient student supports can be implemented. The HSBP should be more robust, but without significant funding for counselors, HSBPs will not be useful. The final plan of the bill needs to be easily understood for families, reasonable for districts to implement, and meaningful to students. All students should have an achievable but rigorous path to graduation with a truly meaningful diploma.

(Opposed) The Washington Education Association (WEA) and its members have had an unwavering 20-year policy providing that standardized tests are not designed for, and should not be used for, high stakes decisions for students, including graduation. The WEA will continue to oppose the use of test scores, directly or indirectly, for making decisions about graduation or remediation—those decisions are best made by teachers. The WEA

understands efforts to secure the best possible legislative compromise, but it continues to support House Bill 1046 as the best, simplest, and clearest policy for students and teachers.

(Other) The ideas put forward in the bill and the striking amendment address important issues related to the role of state mandated tests as prerequisites for graduation, and warrant a more comprehensive and inclusive conversation with participation from additional stakeholders. A full decoupling of assessments from graduation requirements is important for students and will allow for a greater focus on meaningful pathways for students. Without greater clarity and participation criteria, the legislation might be more confusing for districts. The clock is ticking for the high school students who are facing uncertainty regarding legislative decisions. A streamlined and expedited appeals process by the OSPI for assessments is necessary.

The SBE believes the system needs to change. The SBE supports provisions of the bill, including the elimination of the Biology EOC as a graduation prerequisite, the expansion of alternatives for meeting graduation requirements, strengthening the HSBP, and establishing additional interventions. The SBE has reservations regarding clarity in the striking amendment, including concerns about: unclear references to "minimum" graduation standards; the process of assessment score setting and related modifications to the SBE's authority to do so; locally determined courses and assessments, and related rigor requirements; and the retroactive appeal process.

The Tacoma and Everett school districts have been working on issues related to community-based transition students that are currently counted as dropouts. In order to maintain federal funding for these students, the districts must keep the students on district rolls until they are 21 years old. Many of the students on these rolls have met all graduation requirements, but districts have not been graduating them because doing so would disrupt federal funding for the student. The state could make up these financial losses for districts, but it has not chosen to do so. The students in community-based transition programs should not be considered in overall graduation rate calculations, and the committee should consider an amendment to make this change.

Persons Testifying: (In support) Representative MacEwen, prime sponsor; Chris Reykdal, Office of the Superintendent of Public Instruction; Madelyn Campbell; Bryan Campbell; Jerry Bender, Association of Washington School Principals; and Heidi Bennett, Washington State PTA.

(Opposed) Wendy Rader-Konofalski, Washington Education Association.

(Other) Jessica Vavrus, Washington State School Directors' Association; Ben Rarick, State Board of Education; and Charlie Brown, Tacoma School District and Everett School District.

Persons Signed In To Testify But Not Testifying: None.