

The Washington State Board of Education

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

Title:	REVISED ACHIEVEMENT INDEX INDICATORS	
As Related To:	<input type="checkbox"/> Goal One: Effective and accountable P-13 governance. <input checked="" type="checkbox"/> Goal Two: Comprehensive statewide K-12 accountability. <input checked="" type="checkbox"/> Goal Three: Closing achievement gap.	<input checked="" type="checkbox"/> Goal Four: Strategic oversight of the K-12 system. <input checked="" type="checkbox"/> Goal Five: Career and college readiness for all students. <input type="checkbox"/> Other
Relevant To Board Roles:	<input checked="" type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input checked="" type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
Policy Considerations / Key Questions:	<p>Does the Board support the inclusion of the following in the revised Achievement Index.</p> <ol style="list-style-type: none"> 1. Achievement gaps in both student proficiency and student growth. 2. A career and college readiness performance indicator that includes high school graduation rates as well as additional career and college readiness subindicators. 3. The use of improvement in the identification of schools for recognition but not as a performance indicator to be factored into a composite Index score. 4. A performance indicator for student proficiency which includes equally weighted math, science, reading, and writing assessments. <p>Staff recommends further exploration of disaggregation by subgroups for measuring achievement gaps.</p>	
Possible Board Action:	<input type="checkbox"/> Review <input type="checkbox"/> Adopt <input checked="" type="checkbox"/> Approve <input type="checkbox"/> Other	
Materials Included in Packet:	<input checked="" type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Materials <input checked="" type="checkbox"/> PowerPoint	
Synopsis:	<p>Performance indicators are major accountability measures aligned with the goals of the system. As an example, the current Index is primarily an “academic proficiency” – based Index – looking mostly at objective levels of student performance on state assessments.</p> <p>Washington’s Elementary and Secondary Act flexibility waiver will require the revised Index to also include student growth measures and data disaggregated by student sub groups.</p> <p>With assistance from the Achievement and Accountability Workgroup (the AAW), SBE and OSPI will revise the Achievement Index and incorporate the required changes including additional indicators to better support a statewide accountability framework.</p>	

REVISED ACHIEVEMENT INDEX INDICATORS

Policy Consideration

The Board will consider approving the following staff recommendations for inclusion in a revised Index:

1. Achievement gaps in both student proficiency and student growth.
2. A career and college readiness performance indicator that includes high school graduation rates as well as additional career and college readiness sub-indicators.
3. The use of improvement in the identification of schools for recognition but not as a performance indicator to be factored into a composite Index score.
4. A performance indicator for student proficiency, which includes equally weighted math, science, reading, and writing assessments.

Staff recommends further exploration of disaggregation by subgroups for measuring achievement gaps.

Summary

Performance indicators are major accountability measures aligned with the goals of the system. As an example, the current Index is primarily an “academic proficiency” – based Index – looking mostly at objective levels of student performance on state assessments.

Washington’s Elementary and Secondary Act flexibility waiver will require the revised Index to also include student growth measures and data disaggregated by student subgroups.

With assistance from the Achievement and Accountability Workgroup (the AAW), SBE and OSPI will revise the Achievement Index and incorporate the required changes including additional indicators to better support a statewide accountability framework.

During this discussion, members will review AAW members’ input and staff recommendations on performance indicators for the revised Index, including the following:

- How should achievement gaps be measured in the new Index? For example, should achievement gaps be measured by proficiency, growth, or some combination?
- What indicators should be included as part of career and college readiness? The current Index only utilizes graduation rates. Should the revised Index incorporate additional measures?
- Should we continue to include “improvement” as an indicator in the new system? Should improvement focus on proficiency or growth?
- What weight should the revised Index give to the subjects tested? The current Index weighs all tests equally. What would be the rationale and implications for shifting allocations?
- How should subgroups be delineated in the Index? The current Index uses combined subgroups (also known as super subgroups) to address race/ethnicity gaps in the Index. However, the U.S. Department of Education requires that the revised Index disaggregate data using Elementary and Secondary Education Act (ESEA) subgroups. ESEA is

approving the use of combined subgroups (super subgroups) only if the combination results in the inclusion of more students in the accountability system. What are the merits of developing an Index that disaggregates subgroup data by ESEA subgroups, super subgroups, or by ESEA subgroups except where the low N size masks in a subgroup prevents those students from being included in the accountability system? This question will be explored more fully on day two of the November SBE meeting and at the December AAW meeting.

Revised Index Question	Staff Recommendations	AAW Input
How should the Achievement Index measure achievement gaps?	Account for both growth and proficiency gaps	Agreed
What indicators should be included under career and college readiness?	High school graduation rates plus sub-indicators	Agreed
Should Improvement be measured in the Achievement Index?	Improvement should not be factored into a school's Index score, but should be used by the state for the purposes of reward and recognition.	Mixed. Some AAW members wanted to continue to measure improvement by either student growth or schools' performance against the Learning Index.
How should tests be weighted in the Index?	Equal weights for all tests	Agreed.
How should student subgroup data be disaggregated in the revised Index?	Further study needed.	Some AAW members were in support of super subgroups, but also wanted to add new groups for students who were former ELL, catch-up students, the lowest 25 percent, etc.

Background

SBE will be working in 2012 and 2013 on the development of a revised Achievement Index. To better inform the work, the Achievement and Accountability Workgroup, comprised of 22 representatives from a wide variety of stakeholders, will be meeting multiple times in 2012 and 2013 to provide feedback to SBE on Index principles and design issues. The first AAW meeting was held in Renton, Washington, on October 10. Board members were briefed on that meeting during a October 17 special Board meeting via webinar.

Workgroup members' discussions focused primarily on Achievement Index design options related to the following:

- The selection of performance indicators for the revised Achievement Index (including proficiency, growth, and career and college readiness indicators).
- The assigned weights of tested subjects in a revised Index.
- The disaggregation of data by student subgroup.

For each AAW meeting, SBE staff will produce a feedback report summarizing AAW member's discussions. Available on the SBE website three weeks after the AAW session date, the feedback report will assist the Board as they progress to the November Board meeting and an anticipated adoption of performance indicators for the revised Achievement Index.

Board members expressed appreciation for the important work of the AAW representatives.

Action

Consider a motion to approve the staff recommendation noted in the "Policy Consideration" section on page one.

Achievement Index Indicators Motion Review

Sarah Rich, Policy Director

Aaron Wyatt, Communications and Partnerships Director

November 8, 2012

Objectives

SBE members will:

1. Review AAW input and staff recommendations.
2. Discuss performance indicators in anticipation of the November 9 motion for the revised Index.

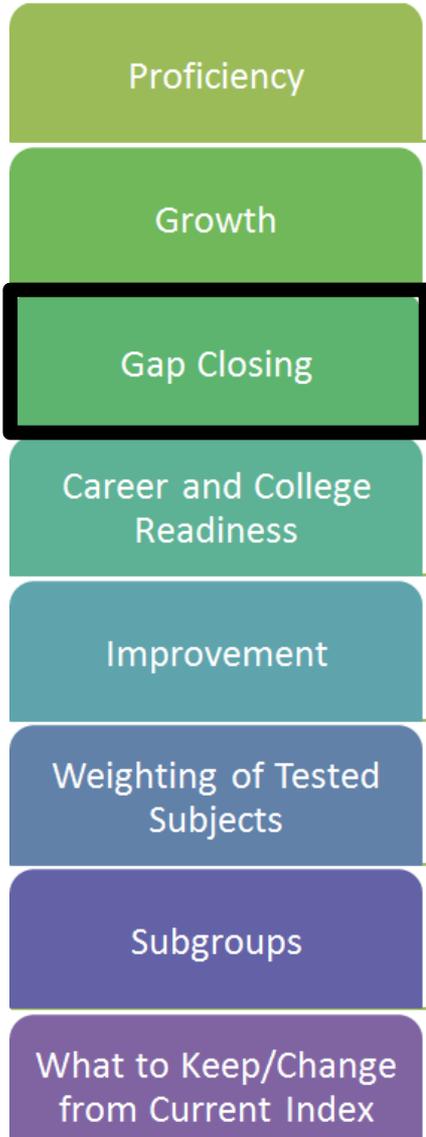
AAW Meeting

AAW Members



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Q1: Gap Closing



Option	+/-
A. Growth Gaps	Growth is a leading indicator; and focusing on growth gaps instead of proficiency gaps may be more fair.
B. Proficiency Gaps	Proficiency is a lagging indicator; however it is the ultimate goal to close proficiency gaps.
C. BOTH Proficiency and Growth Gaps	More information; more complexity.
D. Other	

Q2: Career and College Readiness

- Proficiency
- Growth
- Gap Closing
- Career and College Readiness**
- Improvement
- Weighting of Tested Subjects
- Subgroups
- What to Keep/Change from Current Index

Options	+/-
A. High School Graduation Rates ONLY	Minimum requirement; sets graduation as the end goal.
B. High School Graduation Rates PLUS sub-indicators of career and/or college readiness	Better alignment with the statutory purpose of the K-12 system; more complex.
C. Other	

Q3: Improvement

	Options	+/-
Proficiency	A. Improvement from prior year in % of students meeting standard	Easy to understand. Changing school boundaries and magnet programs make this a sometimes invalid measure.
Growth		
Gap Closing	B. Improvement from prior year in growth	Fairer (leading versus lagging) but same challenges to validity as A.
Career and College Readiness		
Improvement	C. Improvement from prior year in % of students meeting standard using Learning Index	More difficult to understand. Incentivizes improving all student outcomes, not just students on the verge of meeting standard. Same challenges to validity as A.
Weighting of Tested Subjects	D. None of the above	
Subgroups		
What to Keep/Change from Current Index	E. Other? Improvement in overall Index score for recognition	

Q4: Weighting of Tested Subjects

- Proficiency
- Growth
- Gap Closing
- Career and College Readiness
- Improvement
- Weighting of Tested Subjects**
- Subgroups
- What to Keep/Change from Current Index

Options	+/-
A. Equal weight for all tested subjects	Values science and writing regardless of testing frequency. Easier to understand by parents and community.
B. Weight subjects based on testing frequency	De-emphasizes science and writing in some grade configurations. More difficult to understand.
C. Other	

Q5: Subgroups

Staff Recommends Further Study

- Proficiency
- Growth
- Gap Closing
- Career and College Readiness
- Improvement
- Weighting of Tested Subjects
- Subgroups**
- What to Keep/Change from Current Index

Options	+/-
A. Use current federal subgroups only.	Districts are accustomed to this already. Limited to the subgroups listed.
B. Use current subgroups PLUS add new subgroups – former ELL, ‘Catch-up Students’ or ‘lowest 25%’.	Stronger accountability for former ELLs and for struggling students; more complexity.
C. Create super subgroups for schools with low N size.	Makes gaps visible; may combine subgroups of students with very different needs.
D. Other	
E. Both B and C	

Current federal subgroups:
All
American Indian
Asian
Pacific Islander
Black
Hispanic
White
Limited English
Special Education
Low Income
Two or More Races

Recommendations - Summary

Revised Index Question	Staff Recommendations	AAW Input
How should the Achievement Index measure achievement gaps?	Account for both growth and proficiency gaps	Agreed
What indicators should be included under career and college readiness?	High school graduation rates plus sub-indicators	Agreed
Should Improvement be measured in the Achievement Index?	Improvement should not be factored into a school's Index score, but should be used by the state for the purposes of reward and recognition	Mixed. Some AAW members wanted to continue to measure improvement by either student growth or schools' performance against the Learning Index?
How should tests be weighted in the Index?	Equal weights for all tests	Agreed
How should student subgroup data be disaggregated in the revised Index?	Further study needed	Some AAW members were in support of super subgroups, but also wanted to add new groups for students who were former ELL, catch-up students, the lowest 25 percent, etc.

Discussion

In anticipation of tomorrow:

1. Do you agree with the staff recommendations for measuring achievement gaps, equal weighting of tested subjects, and the inclusion of additional career and college readiness indicators in the revised Index?
2. Do you agree that further discussion is needed in respect to the disaggregation of student sub groups?
3. Do you agree that improvement should be an indicator for recognition, though not included in the composite Index score?

Achievement & Accountability Workgroup (AAW) Recommendations to the State Board of Education Feedback Report from the October 10, 2012 AAW Meeting

Overview

Upon completion of each AAW meeting, SBE staff will generate a report of the members' discussions during that meeting. Each member had the opportunity to review and contribute to this report prior to publication.

Executive Summary

AAW members provided input on the following Index questions:

Discussion Topics	Feedback
Achievement Gap Closing Measures	Unanimous: Index should measure both growth and proficiency gaps
Career and College Readiness	Unanimous: Index should include postsecondary indicators beyond graduation rates
Weighting	Unanimous: Index should assign equal weights to all tested subjects
Improvement	Mixed: See comments below
Subgroups	Mixed: See comments below
What to keep from current Index	Ongoing discussion question: See comments below

Question 1: What performance indicator(s) should be used to measure the achievement and opportunity gap?

Options:

- A. Growth Gaps
- B. Proficiency Gaps
- C. BOTH Proficiency and Growth Gaps

Recommendation: Option C

The AAW believes that the ultimate goal is proficiency for all students and recommends that the revised Index include proficiency gaps: the gap between students' performance on state assessments and the proficiency standard. However, proficiency alone is not adequate as a comprehensive school measure. Additionally, proficiency gaps are a lagging indicator in that they measure student and school performance after the fact. Growth gaps, however, are a leading indicator in that they predict when or if a student will reach proficiency at his/her current rate of growth, and they tell stakeholders whether or not a student's growth rate needs to increase to reach proficiency within a specific time period. To provide a more holistic picture of students and schools, the AAW recommends the revised Index measure both proficiency and growth gaps.

Pros

1. Measuring both gives practitioners more information and is a fairer way to hold schools accountable.

Cons

1. Measuring both proficiency and growth adds complexity, and AAW members were clear that parents must be able to understand the revised Index and performance indicators.

Additional Considerations & Questions:

- How can the growth model help us demonstrate the complexity of reporting on students who make it to proficient and are no longer in the subgroup? How do we communicate that?
- Some stakeholders recommended the inclusion of non-academic indicators such as attendance, suspensions, and social/emotional development.
- Some stakeholders questioned the validity of using state assessments to measure growth and requested multiple kinds of assessment. Discussion ensued on how and what types of data sets are available.
- How does Colorado use the collected growth data? How does this data become consequentially valid? What are the policy outcomes?
- Could the Index include performance indicators that measure the legislature's funding of K–12 education? The analogy of feeding the pig and weighing the pig was used. If the only measures are weighing the pig, then we are missing a significant part of getting the pig to grow. The Legislature has set out timelines for funding things like all day K and K–3 class size reduction where graphs similar to the AMO's could easily be created. A significant part of closing the achievement/opportunity gap must come from a rational and ample funding system which can only be created at the state level by the Legislature.

Question 2: What performance indicator(s) should be used to measure career and college readiness?

Options:

- A. High School Graduation Rates ONLY.
- B. High School Graduation Rates PLUS sub-indicators of career and/or college readiness.

Recommendation: Option B

The AAW recommends the revised Index include both high school graduation rates and additional sub-indicators of career and/or college readiness.

Pros

1. Additional indicators give us a better understanding of how effective our system is.

Cons

1. Deciding which sub-indicators to include poses the challenge of achieving a common understanding of career and college readiness.

Additional Considerations & Questions:

- What do our school districts do to build career and college readiness in lower grades? What do other states do?
- What years will we count for graduation rates – 4, 5, 6, or 7?
- Do we have enough valid and reliable data to measure career and college readiness?

- How will Collections of Evidence and other alternative assessments fit into the Index?

Question 3: What, if any, performance indicators should be used to measure improvement?

Options:

- A. Improvement from prior year in percent of students meeting standard.
- B. Improvement from prior year in growth.
- C. Improvement from prior year in percent of students meeting standard using the Learning Index.
- D. None of the above.
- E. Both B and C

Recommendation: Split between B and C

The AAW members were split on using growth or the Learning Index to measure improvement from the prior year.

Pros

1. We want to measure school and district improvement year to year.
2. The Learning Index reflects improvement at all levels of proficiency, not just students on the verge of meeting standard.
3. Improvement in the student growth rate fairly reflects the academic gains made within a school.

Cons

1. The Learning Index may be too confusing for the public.
2. Regardless of approach, this measure necessarily includes different students each year. Originally, it made sense given that we could not look at the performance of students over time. Changing school boundaries and magnet programs make this a sometimes invalid measure.

Additional Considerations & Questions:

- Use improvement for recognition but do not include it as a performance indicator in the Index.
- Measure improvement by the year-to-year change in a school's overall Index score instead of measuring the change in each individual performance indicator.
- Using improvement as a basis for recognition and awards allows us to acknowledge schools without adding or subtracting points that depend on the consistency of a building's student population.

Question 4: How should tested subjects be weighted?

Options:

- A. Equal weight for all tested subjects.
- B. Weight subjects based on testing frequency.

Majority recommendation: Option A

The AAW recommends the revised Index equally weight all tested subjects.

Pros

1. All subjects are important and need to be viewed as such.

Cons

1. There are fewer data points for science and writing to gauge progress.
2. Testing infrequently can cause large changes in scores. This could have negative implications for grade/subject teachers.

Additional Considerations & Questions:

- Are there ways to measure progress between multiple tests?
- How do we measure 21st century skills?
- How do we measure growth with one test each year?
- Some stakeholders preferred to weight assessments before selecting performance indicators.
- How do we account for test refusal?
- State weights vs. local weights – what provides the most useful feedback for planning at the school level?
- How do you measure growth in science?
- How does frequency and weighting inform improvement?

Question 5: How should we disaggregate student data in the Index?

Options:

- A. Use current federal subgroups only.
- B. Use current subgroups PLUS add new subgroups – former ELL, “catch-up students,” or “lowest 25 percent.”
- C. Create super subgroups for schools with low N size.
- D. Both B and C.
- E. Other.

Recommendation: Split between B and C

Most of the AAW supported further disaggregation of subgroups whenever possible; however, the AAW also wanted schools to be accountable for small minority populations. Members pointed out that further disaggregation and super subgroups for schools with a small N size are not mutually exclusive. Some members strongly supported tracking both former ELLs and special education students. No clear recommendation emerged from the AAW. Staff recommends further examination and discussion.

Pros

1. For option B, the current subgroups plus additional subgroups will better reflect specific student needs
2. For Option B, adding new subgroups gives us a way to track success of students who exit the TBIP and Special Education.
3. Creating super subgroups for schools with a low N size includes more students for accountability purposes.

Cons

1. Adds complexity to tracking and reporting; we need to clearly communicate why the additional complexity is necessary.

Additional Considerations & Questions:

- Is there a way to allow schools/districts the flexibility to track specific subgroups at a local level that could roll up into the state subgroup categories? Examples were Russian American and East African American students.
- How would we decide which groups to combine into a super subgroup?
- How do we measure success of the students who reach proficiency and are no longer counted (i.e. special education students, ELLs)?
- Should (ELL and special education) subgroups be part of the accountability measure? The gap is the reason they qualify for services under that category.
- Should subgroups be counted in the “all” category?
- Mobility.
- Newcomer ELLs – differentiate between educated vs. limited educational experience.
- Further disaggregate subgroups to better reflect growth and challenges (e.g. “Black” category).

Question 6: What to keep/change from the current Index?

No options provided—lunch time discussion topic. This question was asked so staff could capture what stakeholders value in the current Index. People familiar with the Index were highly encouraged to provide input, but only a few individuals opted to engage in this discussion and therefore the bullets below do not necessarily reflect the full input of the AAW.

Additional Considerations & Questions:

- Use tier labels that are more accessible to parents than a summative number.
- Keep the improved online format and build more tools and data into it.
- Place the Achievement Index tier labels on OSPI’s Report Card or have a common platform.
- Noted strengths include:
 - Fairer measure than AYP.
 - Includes all tested subjects.
 - Includes an improvement indicator.
 - Equally weights low income and non-low income students.
 - Peer group component.
- Even though USED did not approve including the peers measure, it would be helpful to continue to collect the information to identify schools doing an effective job with students from low income families.