

The Washington State Board of Education

Governance | Achievement | Transitions | Math & Science | Effective Workforce

Title:	Achievement Index Revision – Preparation for February AAW Meeting	
As Related To:	<input type="checkbox"/> Goal One: Advocate for effective and accountable P-13 governance in public education. <input checked="" type="checkbox"/> Goal Two: Provide policy leadership for closing the academic achievement gap. <input type="checkbox"/> Goal Three: Provide policy leadership to strengthen students' transitions within the P-13 system.	<input checked="" type="checkbox"/> Goal Four: Promote effective strategies to make Washington's students nationally and internationally competitive in math and science. <input type="checkbox"/> Goal Five: Advocate for policies to develop the most highly effective K–12 teacher and leader workforce in the nation. <input type="checkbox"/> Other
Relevant To Board Roles:	<input 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:	<ol style="list-style-type: none"> Does the proposed letter to the AAW accurately reflect SBE priorities and intentions for next steps in the Index revision process? What have other states done to build their own accountability system that could inform these questions? 	
Possible Board Action:	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input checked="" type="checkbox"/> Approve <input type="checkbox"/> Other	
Materials Included in Packet:	<input checked="" type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Materials <input checked="" type="checkbox"/> PowerPoint	
Synopsis:	<p>SBE will review and approve a proposed letter to the AAW to guide the discussion at the February AAW meeting.</p> <p>SBE will also review and discuss the questions presented in the AAW letter which include:</p> <ol style="list-style-type: none"> Determining Priority, Focus, and Reward schools. Setting Annual Measurable Objectives. Relative weight of performance indicators. <p>The AAW members will have an opportunity to review initial student growth percentile data. In February, SBE staff will gather feedback on key Index design choices from a teacher panel, a parent panel, and a survey distributed to multiple publics.</p>	

ACHIEVEMENT INDEX REVISION – PREPARATION FOR FEBRUARY ACHIEVEMENT AND ACCOUNTABILITY WORKGROUP (AAW) MEETING AND NEXT STEPS

Policy Consideration

The Board will consider approving the AAW letter, which directs the AAW to focus on specific topics at the February meeting. These topics are presented in this memo for discussion.

1. Given that the federal Elementary Secondary Education Act (ESEA) flexibility waiver requires Washington to identify schools for recognition (Reward) as well as schools in need of improvement (Priority, Focus, and Emerging), what are the implications for the structure and function of the revised Index in order to establish a coherent system?
2. How could the revised Index be used to establish Annual Measurable Objectives (AMOs) for schools, and would this be preferable to the current AMOs?¹
3. What relative weight should be assigned to each performance indicator for elementary, middle, high, and district level calculations?

Summary

Reward, Priority, and Focus Schools

Synopsis of Reward, Priority, Focus, and Emerging Schools:

Category	Overview
Reward – highest performing	Highest-performing Title I schools that have met AMOs and have no significant gaps that are not closing
Reward – high progress	Highest-improving Title I schools that have no significant gaps that are not closing.
Priority	Lowest 5 percent of Title I schools on state assessments or < 60 percent graduation rate in Title I or Title I eligible high schools.
Focus	Lowest 10 percent of Title I schools based on subgroup performance.
Emerging	Next 5 percent up from the bottom of the Priority list and the next 10 percent up from the bottom of the Focus list.

As part of their ESEA flexibility requests, states have an opportunity to replace federal accountability with their own state accountability system. One requirement for flexibility is that states identify Title I schools for recognition (Reward) as well as for support and intervention (Priority, Focus, and Emerging). States can either use a formula based on state assessment performance and specific parameters laid out in detail by the US Department of Education (USED), or use a particular performance level or score in their state accountability system.

¹ Currently, the AMOs are targets that, if achieved, will close proficiency gaps by 50% in six years. The targets are set at the subgroup level for reading and math and increase annually until 2016.

OSPI has calculated Reward, Priority, Focus, and Emerging schools for recognition and intervention for the 2012-13 school year based on reading and math assessment performance and graduation rate data from school years 2008-09, 2009-10, and 2010-11. In January 2013, OSPI will release new lists based on data from school years 2009-10, 2010-11, and 2011-12. The following year, OSPI can either identify schools based on this same methodology or based on criteria within the revised Index. For the Index to be approved as the method of generating the lists, Washington would need to demonstrate that the Index produces lists of schools that meet specific conditions, as demonstrated by a comparison of the lists of schools using either methodology.²

Summary of Timeline:

Lists released	For intervention beginning in school years:	Based on data from:	What is considered:
August 2012	2102-13	2008-09 2009-10 2010-11	Reading, math, graduation rates for “all students” (Priority) and each subgroup (Focus)
January 2013	2013-14	2009-10 2010-11 2011-12	
Fall 2013 and annually thereafter	2014-15	2010-11 2011-12 2012-13	Proposed: Revised Index, including reading, math, writing, science, and graduation rates

Reward schools:

USED flexibility guidance requires that states designate some Title I schools as Reward schools. These schools are either “highest performing” or “high progress” schools. Schools that have significant gaps that are not closing may not be considered Reward schools.

To determine the list of highest-performing schools, states can either:

1. Generate a rank-ordered list of Title I schools based on state assessment performance (and for high schools, graduation rates) for the “all students” group over a number of years, removing schools that did not meet AMOs for any subgroup and schools that have significant opportunity gaps that are not closing, OR
2. Use an overall rating in the state’s accountability system (e.g. an Index score of 7).

To determine the list of high progress schools, state can either:

1. Generate a rank-ordered list of Title I schools based on greatest progress on state assessment performance (and for high schools, graduation rates) for the “all students” group over a number of years, removing schools with significant opportunity gaps that are not closing, OR
2. Use an overall rating in the state’s accountability system.

If states opt to use method 2, they must also calculate a list of schools using method 1 to demonstrate that a “reasonable number” of schools are common to both lists.

Priority schools:

² Summarized from Demonstrating that an SEA’s Lists of Reward, Priority, and Focus Schools Meet ESEA Flexibility Definitions retrieved from: <http://www.ed.gov/sites/default/files/demonstrating-meet-flex-definitions.pdf> on December 20, 2012.

The flexibility guidance requires that states designate the lowest achieving five percent of Title I schools as Priority schools. These schools have the lowest achievement for the “all students” group and demonstrate a lack of progress over a number of years. Also included in this category is any high school with a graduation rate of less than 60 percent over a number of years and School Improvement Grant (SIG) schools. In Washington, at least 46 Title I schools must be identified.

To determine the list of Priority schools, states can either:

1. Identify Title I or Title I eligible high schools with a graduation rate of less than 60 percent and current SIG schools. States would then cross-reference these schools with a rank-ordered list of lowest performing Title I schools (based on lowest achievement and lack of progress for the “all students” group) to get to the total number of schools required, OR
2. Use an overall rating in the state’s accountability system.

If states opt to use method 2, they must also calculate a list of schools using method 1 to demonstrate that a “reasonable number” of schools are common to both lists.

Focus schools:

The flexibility guidance requires states to designate schools with the greatest gaps as Focus schools. These schools can either be schools with the largest within-school gaps or schools with the lowest achieving subgroups. In the ESEA flexibility request, OSPI determined Focus schools based on lowest-achieving subgroups. Any school with a graduation rate less than 60 percent that is not identified as a Priority school must be identified as a Focus school. In Washington, at least 92 Title I schools must be identified.

To determine the list of Focus schools, states can either:

1. Generate a rank-ordered list of Title I schools based on subgroup achievement (both reading and math and graduation rates) over a number of years, setting a cut point that separates lowest performing schools from other schools, OR
2. Use a rating in the state’s accountability system that identifies schools below the cut point established in 1.

States are also required to provide a differentiated system of support for schools that are not in the Priority or Focus categories, but have relatively low performance and are in need of support. Washington’s ESEA Flexibility request named these schools “Emerging” schools and identified them based on the next five percent of schools up from Priority and the next 10 percent of schools up from Focus.

Annual Measurable Objectives

States seeking ESEA flexibility must establish “new, ambitious but achievable Annual Measurable Objectives (AMOs) in at least reading/language arts and mathematics for the State and all LEAs, schools, and subgroups, that provide meaningful goals and are used to guide support and improvement efforts.”³ These AMOs replace the Uniform Bar targets that existed in the Adequate Yearly Progress system.

³ ESEA Flexibility, <http://www.ed.gov/eSEA/flexibility/documents/eSEA-flexibility.doc>

In its initial application for ESEA flexibility, Washington chose Option A, which was to close proficiency gaps by 50% within six years for every subgroups in reading and math. Two other options were available: Option B, to reach 100 percent proficiency for all subgroups by 2020, and Option C, an open ended state-determined method that is judged to be equally ambitious as Options A or B. At the time of the submission of the flexibility request, the Index had not yet been revised and therefore Option C was not viable. As the State Board revises the Achievement Index, this is an opportune time to analyze whether Washington should change its choice to Option C by using a level of performance on the revised Index as the new AMO.

At the Board meeting, examples of states' approaches to state-determined AMOs will be discussed.

Peer Review Guidance for ESEA Flexibility Approval:

The ESEA flexibility requests were first reviewed by a panel of peer reviewers. The USED summarized input from peer reviewers to help states that were establishing an index as part of their state accountability system.⁴

- An index must provide sufficient differentiation of schools and give significant emphasis to student achievement, growth, and graduation rates.
- An index must give adequate weight to subgroup performance, not just overall performance, to ensure accountability for gaps.
- Regarding graduation rates specifically: they must be sufficiently weighted to ensure schools cannot improve on the index for a number of years if the graduation rate does not improve.
- Graduation rates should be disaggregated by subgroup in the Index.
- Graduation rates should be balanced with achievement scores.

Background

To receive Elementary and Secondary Education Act flexibility, states are required to commit to several principles for improving student achievement⁵. There are four principles in all, but two of them in particular are related to the development of our revised Index, including:

1. College and Career Ready Expectations for All Students.
 - Adopting CCR standards in reading/language arts and math.
 - Administering annual, aligned assessments that correspond to those standards.
 - Measuring student growth.
2. State-Developed Differentiated System of Recognition, Accountability, and Support.
 - State-developed system must include student achievement in at least reading/language arts and math.
 - Include all students and all subgroups of students identified in ESEA graduation rates for all students and all subgroups.
 - Track school performance and progress over time, including all subgroups.
 - Must take into account student growth.
 - Set new 'ambitious but achievable' annual measurable objectives (AMOs) in at least reading/language arts and math for all districts, schools, and subgroups.
 - Provide incentives and recognition for "reward schools."

⁴ Summary of Considerations to Strengthen State Requests for ESEA Flexibility. <http://www.ed.gov/sites/default/files/considerations-strengthen.pdf>

⁵ ESEA Flexibility, June 7, 2012. <https://www.ed.gov/esea/flexibility/documents/esea-flexibility.doc>

- Publicly identify “priority schools” and ensure that districts meaningfully intervene.
- Work to close achievement gaps by identifying “focus schools” with the greatest achievement gaps or in which subgroups are furthest behind.
- Provide incentives and support for other Title I schools that are not improving or narrowing gaps.

Washington has received a conditional waiver of ESEA, pending the submission of a revised Achievement Index by June 30, 2013. SBE is partnering with the Office of Superintendent of Public Instruction to this end. SBE has convened a stakeholder workgroup to provide input at each step of the Index revision process. This group is known as the Achievement and Accountability Workgroup, which had its first two meetings in October and December. The AAW will meet two more times on the topic of the Achievement Index revision, and then will turn its focus to the development of a statewide accountability framework, as envisioned in E2SSB 6696.

Action

Consider a motion to approve the proposed AAW letter.

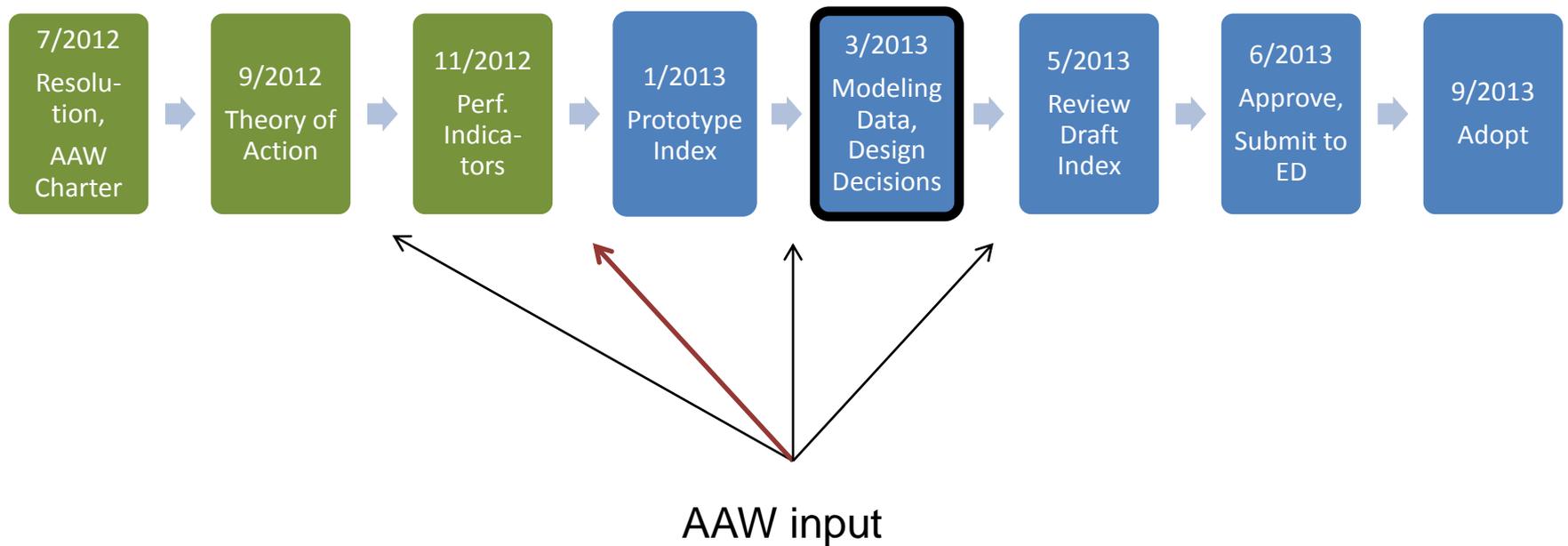
Achievement Index Revision: Preparation for the February AAW Meeting

Sarah Rich, Policy Director

Rich Wenning, Contractor

January 2013 State Board of Education

Index Revision Timeline



Proposed AAW Questions for February

School Designations

Given that the ESEA flexibility waiver requires us to identify schools for recognition (Reward) as well as schools in need of improvement (Priority, Focus, and Emerging), what are the implications for the structure and function of the revised Index in order to establish a coherent system?

Annual Measurable Objectives

How could the revised Index be used to establish Annual Measurable Objectives (AMOs) for schools, and would this be preferable to the current AMOs?

Performance Indicator Weighting

What relative weight should be assigned to each performance indicator for elementary, middle, high, and district level calculations?

Coherent Design Serves Multiple Purposes

External Accountability Purposes: Public,
Fed, State, District



Internal Improvement Purposes:
School, Educator, Student

Differentiated Accountability & Support System: Key Components

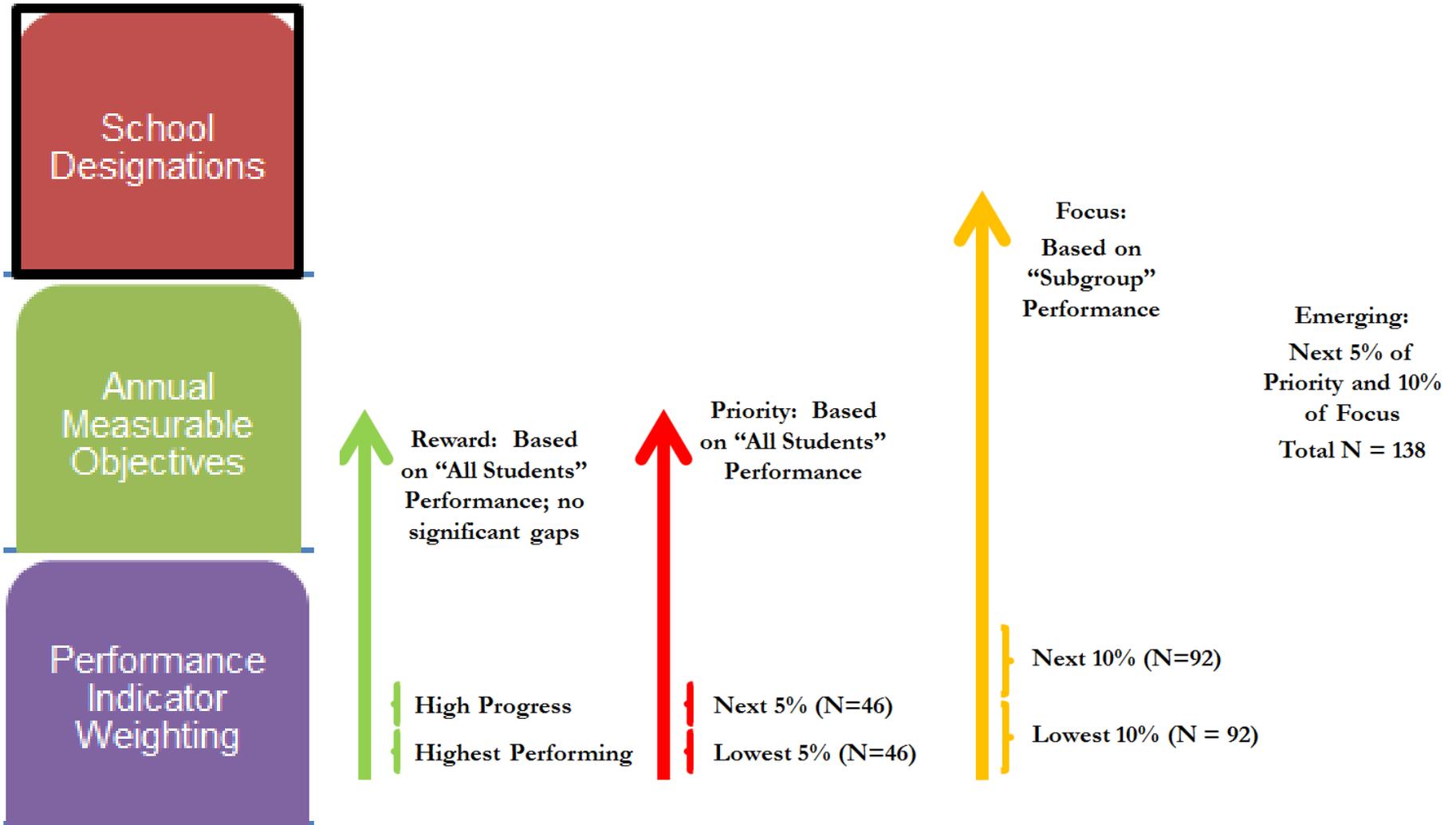
1. Key Performance Indicators
2. Multi-Measure Framework
3. Incentives for Change & Innovation
4. Unified Planning Process
5. Service Mix & Delivery
6. Evaluation & Validation
7. Rollout Strategy - Communications, Stakeholder Engagement, Training

School Designations



Given that the ESEA flexibility waiver requires us to identify schools for recognition (Reward) as well as schools in need of improvement (Priority, Focus, and Emerging), what are the implications for the structure and function of the revised Index in order to establish a coherent system?

School Designations: Reward, Priority, Focus



School Designations: Working Toward System Coherence and Alignment

School Designations

Annual Measurable Objectives

Performance Indicator Weighting

Multiple methodologies for identifying schools for recognition and additional support:

- **Persistently-Lowest Achieving**
- **Priority**
- **Focus**
- **Emerging**
- **Struggling**
- **Required Action Districts**
- **Reward Schools**
- **Washington Achievement Awards**
- **Exemplary**
- **Title I Awards**

Questions and Discussion

Annual Measurable Objectives



How could the revised Index be used to establish Annual Measurable Objectives (AMOs) for schools, and would this be preferable to the current AMOs?

ESEA Flexibility Requirements

States must set new ambitious but achievable AMOs in at least reading/language arts and mathematics for the State and all LEAs, schools, and subgroups, that provide meaningful goals and are used to guide support and improvement efforts.

OPTIONS

A

- Set annual equal increments toward the goal of reducing by half the percent of students who are not proficient in all subcategories by fall 2017 (within six years).

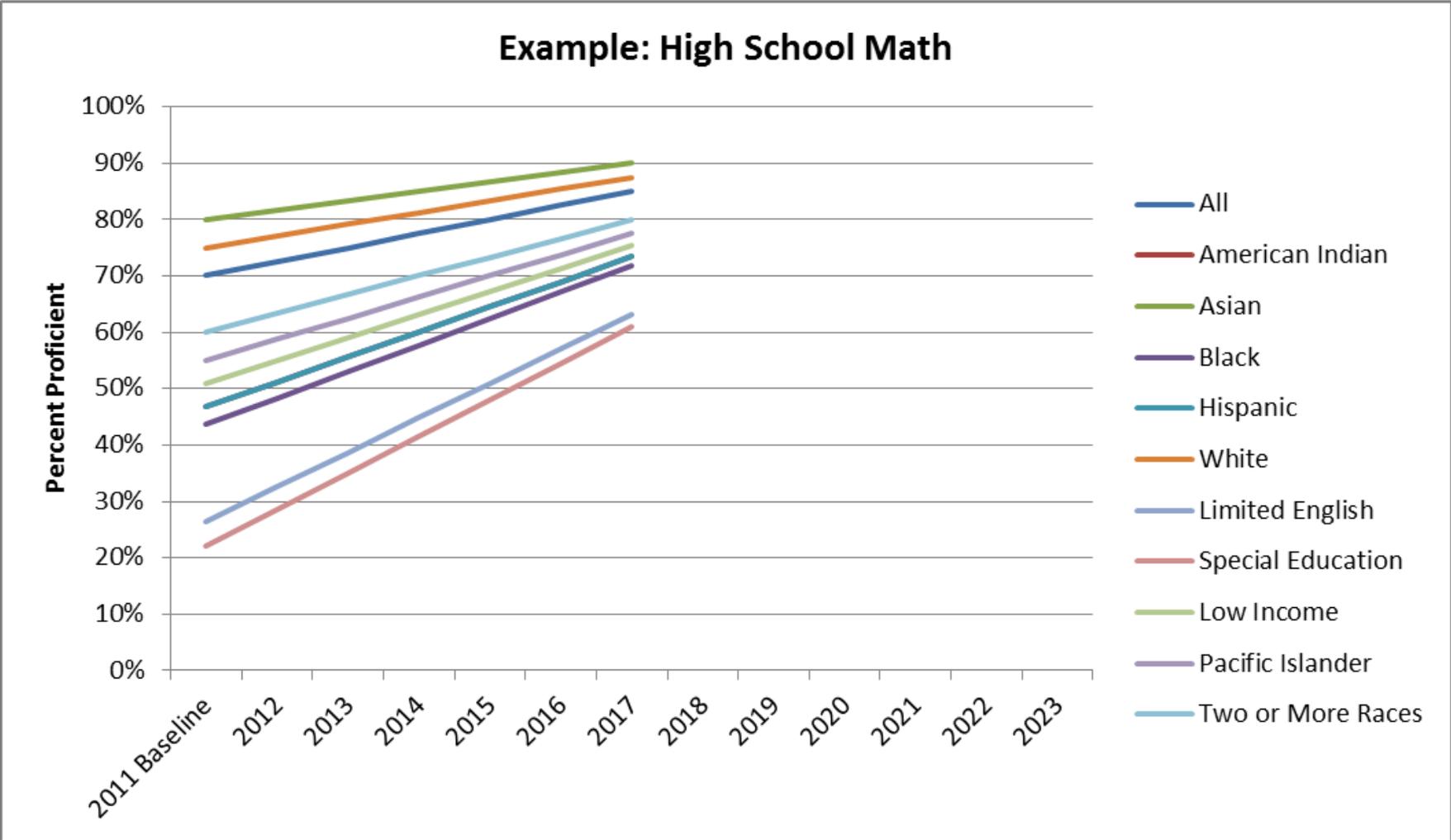
B

- Move the current 2014 deadline for 100% proficiency in reading and math to 2020.

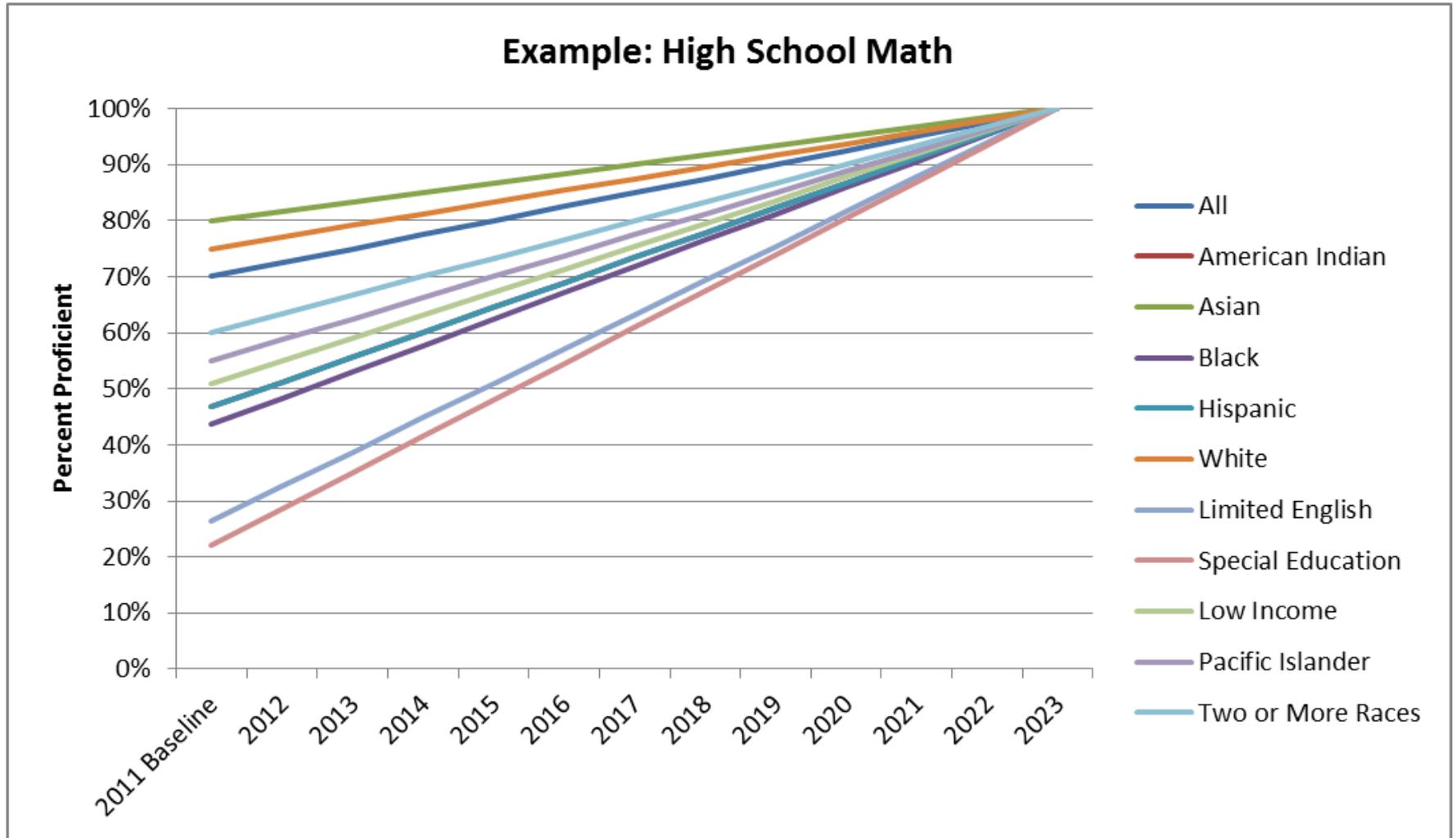
C

- State determined method to establish AMOs that is educationally sound and results in ambitious and achievable AMOs.

Washington Chose Option A: Cut Proficiency Gap by Half by 2017



Vision: 100% of Students at Standard



State Determined AMOs:

- Must be ambitious and educationally sound
- Must require LEAs, schools, and subgroups that are further behind to make greater progress
- No longer used to trigger sanctions (reporting only)
- USED open to “innovative ideas”

Role of the Index & AMO's

Advantages of dual vs. single system?

What do AMO's accomplish?

- Provide information about quality to public
- Signal areas for improvement to school staff & communities
- Trigger state support & intervention

What does the index accomplish?

- Provide information about quality to public
- Signal areas for improvement to school staff & communities
- Trigger state support & intervention

Questions and Discussion

Performance Indicator Weighting



School Designations

Annual Measurable Objectives

Performance Indicator Weighting

What relative weight should be assigned to each performance indicator for elementary, middle, high, and district level calculations?

Performance Indicator Weighting: Examples from Other States

School
Designations

Colorado emphasizes growth in elementary/middle, growth and postsecondary/workforce readiness in high school.

(ESEA Flexibility application p. 58)

Annual
Measurable
Objectives

Performance
Indicator
Weighting

School Type	Proficiency	Growth	Growth Gaps	Postsec/ Workforce Readiness
Elem/middle	25%	50%	25%	-
High	15%	35%	15%	35%

Performance Indicator Weighting: Examples from Other States

School Designations

Nevada emphasizes growth in elementary/middle, proficiency and graduation in high school.
(ESEA Flexibility application p. 52)

Annual Measurable Objectives

Performance Indicator Weighting

School Type	Proficiency	Growth	Gaps	Graduation	College/Career Readiness	Other*
Elem/middle	30%	40%	20%	-	-	10%
High	30%	-	10%	30%	16%	14%

* Other: attendance (elem/middle) and grade attainment (high)

Questions and Discussion

The Washington State Board of Education

Governance | Achievement | High School and College Preparation | Math & Science | Effective Workforce

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P.O. Box 47206
600 Washington St. SE
Olympia, Washington 98504

January 10, 2013

TO: Members of the Achievement and Accountability Workgroup
FROM: State Board of Education
RE: Input on the Revision of the Achievement Index: February

The State Board of Education (SBE) appreciates your ongoing input on the Achievement Index and your willingness to devote your time and expertise to the Achievement and Accountability Workgroup. Your feedback has been instrumental in moving toward a revised Achievement Index. At the February meeting we will share an update of what the State Board has decided thus far, based largely on your input and discussion.

For the February meeting of the AAW, we ask that you provide input on the following list of specific questions. SBE staff will generate another feedback report to reflect your input on these questions, which we intend to consider in next steps for Index revision.

Focusing questions for February AAW meeting:

1. Given that the federal Elementary Secondary Education Act (ESEA) flexibility waiver requires Washington to identify schools for recognition (Reward) as well as schools in need of improvement (Priority, Focus, and Emerging), what are the implications for the structure and function of the revised Index in order to establish a coherent system?
2. How could the revised Index be used to establish Annual Measurable Objectives (AMOs) for schools, and would this be preferable to the current AMOs?¹
3. What relative weight should be assigned to each performance indicator for elementary, middle, high, and district level calculations?

Meeting materials will provide examples of these options from other states.

¹ Currently, the AMOs are targets that, if achieved, will close proficiency gaps by 50% in six years. The targets are set at the subgroup level for reading and math and increase annually until 2016.