Transitioning to a New Accountability System: Moving California Forward

Ilene W. Straus, VP, California State Board of Education

ACSA Regions XIX, XII Leadership Conference

Palm Springs– June 4, 2016
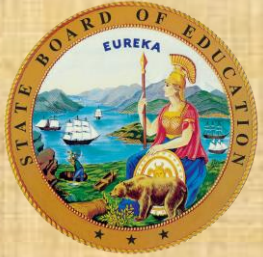
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Today's Goals

- Clarify **context** of where the SBE is now and where they are heading on developing a new accountability system.

- Share the **architecture mo**del and progress on the development of LCFF Evaluation Rubrics and ESSA State Plan components.

- Consider the connections to support, technical assistance, and intervention through development of **one, coherent local, state and federal accountability and continuous improvement system.**

- Consider next steps
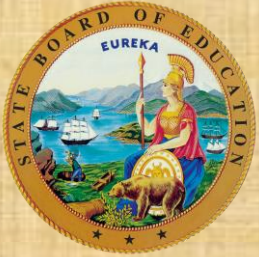
LCFF Big Ideas

- In conjunction with the new funding formula, we adopted a **new system of support and technical assistance** for districts and counties

- Founded on **annual plans, updates, and evaluation rubrics**

- Districts develop, adopt and implement 3-year plans to improve **student performance**

- Assumes a **continuous improvement** model of accountability

District Continuous Improvement – Formative Progress

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Define

Goals, actions and services each year, and how to achieve them

Measure

Collect information, verify and make inferences about progress, add to data systems

Learn

Analyze, examine and communicate progress, adjust

Improve

Agree on and implement/fine tune changes.

New Accountability System

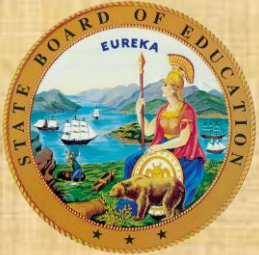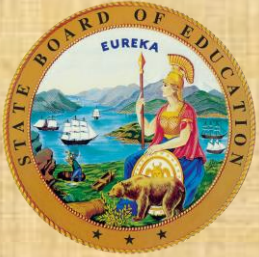**CALIFORNIA STATE BOARD OF EDUCATION**

- **Purposes**: students college and career ready, increase district and school capacity and drive continuous improvement

- **Foundation**: state priorities, student content standards, CAASPP, LCFF, LCAPs, Evaluation Rubrics, Local Boards, technical assistance, County Superintendents, CCEE

- **Focus**: broader set of outcomes than in the past, multiple measures that reflect more clearly what students need in order to be prepared for college, careers, citizenship, and life!
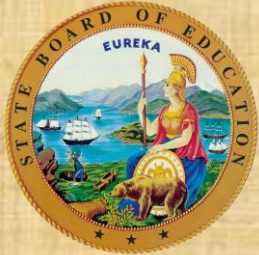
Accountability Goals

- **Strengthen teaching and learning**

- **Increase the individual capacity** of teachers and school leaders

- **Increase the institutional capacity** of schools, districts, and state agencies to continuously improve

- Carefully **phase in policy changes** as state and local capacity grows

- **Consider federal accountability** requirements relative to the new state system once established.

SBE Guiding Principles for a New Accountability System

- Articulate the **state's expectations for districts**, charter schools and county offices of education.

- **Foster equity**.

- Provide **useful information** that helps parents, districts, charter schools, county offices of education and policymakers **make important decisions.**

- **Build capacity** and increase support for districts, charter schools and county offices.

- **Encourage continuous improvement focused on student-level outcomes**, using multiple measures for state and local priorities.

- Promote **system-wide integration and innovation.**

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Defining Accountability

- Defining accountability has become **more complex** as our understanding of it has grown beyond goals, indicators, decision rules, and consequences.

- The above components are still central to an accountability model, but the focus has **expanded to include capacity building** and providing appropriate **technical assistance and support (County Superintendents, CCEE, CDE)**.

- The purpose of accountability is not simply to identify and punish ineffective schools and districts, but to **provide appropriate supports to increase effectiveness**.

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Local, State & Federal Accountability!
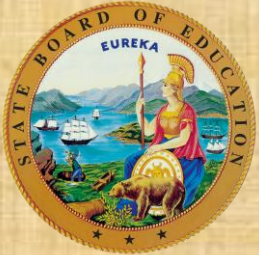
- With LEAs now responsible for more local accountability components (LCAP, annual update, rubrics), **purposes and roles within the new accountability system must be redefined.**

- For state accountability purposes, many system components are already in place. A review of these components shows how **they support the current overall goal of continuous system improvement**.

- With the enactment of Every Student Succeeds Act (ESSA), possibilities for designing **one, integrated local, state and federal accountability and continuous improvement system.**

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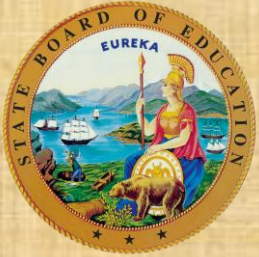
Coherent Accountability System Components

Classroom and School Practices	Local Accountability Processes	State Accountability Processes	Federal Accountability Processes
Classroom and school practices grounded in state standards and curricular frameworks.	*Local accountability processes and elements*, based on the state priorities, LCAPs, and evaluation rubrics.	*Statewide accountability processes and elements* that support fairness, comparability, and trend analysis across multiple measures of progress.	*Statewide accountability processes and elements* that meet federal requirements

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Local (Districts, COEs, Charters) Continuous Improvement & Accountability

Integrated State and Federal Continuous Improvement, Support & Accountability System

8 LCFF Priorities and Local Priorities

The 8 LCFF Priorities and any Local Priorities provide the foundation for LEAs to set goals to improve student outcomes.

Conditions of Learning
- *Basic Resources* (Priority 1)
- *Implementation of State Standards* (Priority 2)
- *Course access* (Priority 7)

Pupil Outcomes
- *Pupil achievement* (Priority 4)
- *Other pupil outcomes* (Priority 8)

Engagement
- *Parental involvement* (Priority 3)
- *Pupil engagement* (Priority 5)
- *School Climate* (Priority 6)

The *LCAP & Annual Update* process requires school boards to adopt local accountability plans, with stakeholder engagement, that address the state and local metrics within the 8 LCFF Priorities and any Local Priorities.

LCFF Evaluation Rubrics

LCFF Evaluation Rubrics organize the LCFF metrics into a concise set of *key indicators*, which are grouped with *associated indicators*.

LCFF Evaluation Rubrics support local planning and reflection on practice within the State and Local Priorities through review of *outcomes and improvement* on "key" and "associated" indicators (and other local measures).

Key indicators

Assistance and Support Standards

LCFF Evaluation Rubrics include *assistance and support standards* for each *key indicator*.

Seeking congruence with ESSA, *assistance and support standards* will be set, <u>at least</u>, for:
- Student achievement (ELA, Math);
- Graduation rate;
- Progress of English learners toward proficiency;
- Another K-8 academic measure;
- At least one other measure.

For LEAs and schools that <u>meet</u> assistance and support standard(s):
- Assess performance using LCFF evaluation rubrics to inform local LCAP and Annual Update process.

Assistance and Support

For the small number of LEAs and/or schools that do not meet assistance and support standard(s) for one or more years:
- Receive **technical assistance and support**.

If they do not meet assistance and support standard(s) *for multiple years*:
- Graduate to **more intensive state assistance/ intervention**.

July 1
LCAP/Annual Update Adopted by LEA (EC 52060 & 52062)

Required stakeholder engagement recommended (EC 52060(g) & 52062)

- Implement LCAP
- Finalize and adopt LCAP/Annual Update for the next fiscal year

- Implement LCAP

October 8
LCAP/Annual Update Approved by Reviewing Agency (EC 52070 (d)

February – March
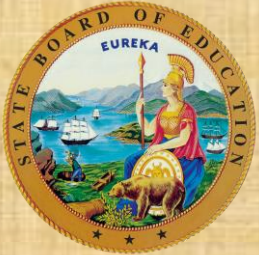Complete Self-Reflective use of LCFF Evaluation Rubrics and Incorporate Findings into LCAP/Annual Update

November
LCFF Evaluation Rubrics Data Display is Populated with State Data (EC 52064.5 (c)

Stakeholder engagement recommended (e.g. involve stakeholders in self-reflective analysis)

- Implement LCAP
- Plan for next LCAP/Annual Update using data analysis and self-reflection from LCFF Evaluation Rubric

Integrated State and Federal Continuous Improvement and Accountability System
- <u>Request for Assistance</u>: LEAs may voluntarily request assistance from county offices or the California Collaborative for Educational Excellence
- <u>Assistance and Support</u>: Performance relative to accountability standards for key indicators will inform whether LEAs (LCFF) and schools (ESSA) are eligible assistance and support.
- <u>Recognition</u>: LEAs and/or schools may be recognized for exemplary performance based on outcomes and/or improvement
- <u>Local Self-Reflection</u>: As the next segment of the graphic shows, the LCFF evaluation rubrics support local self-reflection and planning
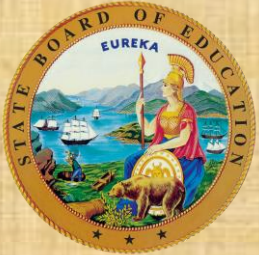
Key Ideas

- The context for developing a new accountability and continuous improvement system

- The architecture graphic to better understand the concept of a single local, state and federal system

- Any new understandings?

# Accountability Phase 1 – LCFF Evaluation Rubrics Statutory Requirements

- To assist local education agencies to identify strengths, weaknesses, and areas that require improvement

- To assist County Superintendents to identify school districts and charter schools in need of technical assistance

- To assist the State Superintendent in identifying school districts for which intervention is warranted

- To reflect a **holistic, multidimensional** assessment of school district and individual school site performance and include all of the state priorities

- **To include standards for school district and individual school site performance and expectation for improvement in regard to each of the state priorities**

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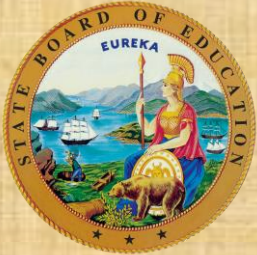
Evaluation Rubrics Components

- **Web-based data analysis tool**
  - Standards for school district and individual school site performance and expectations for improvement for *all LCFF Priority Areas*

- **Practice Standards/Statements of Model Practices**
  - Describe research-supported practices and guidance inclusive of all state priorities
  - Convey characteristics and examples of high functioning organizational practices

- **Connections to Practice Guides/Resources**
 - Tools and resources to support continuous improvement goals
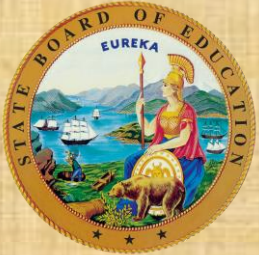
Progress on LCFF Evaluation Rubrics

- State Board charged by the legislature to develop the rubrics

- 2-year development process, partnering with CDE and WestEd

- Complex demands for building a multiple measures system based on continuous improvement

- Link to ESSA Requirements, signed into law December10, 2015
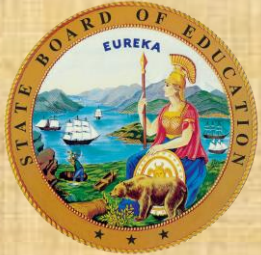
- Approval of rubrics at the September 2016 SBE meeting
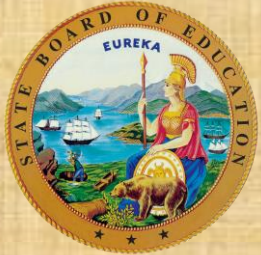
ESSA Required Key Indicators

- Five indicators required by the federal Every Student Succeeds Act (ESSA)
  - Student Achievement (ELA and Math)
  - Graduation Rate
  - Progress of English learners toward proficiency
  - Another K-8 academic measure
  - At least one other measure

LCFF Evaluation Rubrics Key Indicators – ESSA Required Indicators

Review potential indicators that meet the following identified criteria:

(1) currently collected and available for use at the state level,

(2) uses a consistent definition,

(3) can be disaggregated to the school and subgroup level, and

(4) is supported by research as a valid measure.

SBE Approved Key Indicators

- Student test scores on English Language Arts and Math (grades 3-8 and 11), including a measure of individual student growth for grades 3-8, when feasible, and results on the NGSS assessment, when available

- progress of English learners toward English language proficiency

- high school graduation rate

- measures of student engagement, including **suspension rates by grade span** and **chronic absence**, when available.

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Local (Districts, COEs, Charters) Continuous Improvement & Accountability	Integrated State and Federal Continuous Improvement, Support & Accountability System

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The *LCAP & Annual Update* process requires school boards to adopt local accountability plans, with stakeholder engagement, that address the state and local metrics within the 8 LCFF Priorities and any Local Priorities.

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Key indicators

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- Graduation rate;
- Progress of English learners toward proficiency;
- Another K-8 academic measure;
- At least one other measure.

For LEAs and schools that meet assistance and support standard(s):
- Assess performance using LCFF evaluation rubrics to inform local LCAP and Annual Update process.

Assistance and Support

For the small number of LEAs and/or schools that do not meet assistance and support standard(s) for one or more years:
- Receive *technical assistance and support*.

If they do not meet assistance and support standard(s) *for multiple years*:
- Graduate to *more intensive state assistance/ intervention*.

4-yr Graduation Rate Standard Option

Outcome	Very Low	Low	Intermediate	High	Very High
	78.6% or below	78.7 to 83.2%	83.3 to 90.6%	90.7 to 96.0%	96.1% or above

Improvement	Declined Significantly	Declined	Maintained	Improved	Improved Significantly
	-2.9% or below	-1.3 to -2.8%%	-1.2% to 1.3%	1.4% to 6.4	6.5% or above

Improvement	Outcome				
	Very High	High	Intermediate	Low	Very Low
Improved Significantly	Excellent	Good	Good	Good	Emerging
Improved	Excellent	Good	Good	Emerging	Issue
Maintained	Excellent	Good	Emerging	Issue	Concern
Declined	Good	Emerging	Issue	Issue	Concern
Declined Significantly	Emerging	Issue	Issue	Concern	Concern

Local Control
Funding Formula

WestEd

Item 23: Attachment 2
Options for *Performance Standards and Expectations for Improvement* Based on Graduation Rate Example Scenarios

Statewide Four-Year Cohort Graduation Rates

	2009-10	2010-11	2011-12	2012-13	2013-14
All Students	74.7%	77.1%	78.9%	80.4%	81.0%
Hispanic	68.1%	71.4%	73.7%	75.7%	76.6%
American Indian	67.3%	68.5%	72.4%	72.8%	70.6%
Asian	89.0%	90.3%	91.1%	91.6%	92.4%
Pacific Islander	72.3%	74.9%	77.0%	78.4%	80.4%
Filipino	87.4%	89.9%	90.8%	91.6%	92.2%
African American	60.5%	62.8%	66.0%	68.1%	68.2%
White	83.5%	85.7%	86.6%	87.7%	87.6%
Low Income	68.0%	71.1%	73.0%	74.8%	75.6%
English Learner	56.4%	61.5%	62.0%	63.1%	65.4%
Foster Youth	N/A	N/A	N/A	N/A	N/A
Students with Disabilities	56.7%	59.5%	61.1%	61.9%	62.3%

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Methodology

- Staff completed a series of data simulations using percentile points in the performance distribution for outcome and improvement (Alberta model)

- Set thresholds (e.g., 5th, 10th, 25th, and 95th percentiles) for LEA performance and applied these to the school and subgroup

Graduation Rate Example

Illustration of possible performance bands using the recommended methodology to set performance standards and expectations of improvement for graduation rate.

	Schools (1179)	LEAs (428)
	(5th, 25th, 75th, 95th percentile)	(5th, 25th, 75th, 95th percentile)
Blue	79 (6.7%)	17 (4.0%)
Green	386 (32.7%)	125 (29.2%)
Yellow	445 (37.7%)	191 (44.6%)
Orange	196 (16.6%)	73 (17.1%)
Red	73 (6.2%)	22 (5.1%)

Graduation Rate Example

	# of schools	BLUE*	GREEN**	YELLOW***	ORANGE****	RED^
HIGH SCHOOLS	1179	79 (6.7%)	386 (32.7%)	445 (37.7%)	196 (16.6%)	73 (6.2%)

Note: *=Blue, **=Green, ***=Yellow, ****=Orange, ^=Red

- 73 schools are in the "Red" zone and would be identified if this band is used to determine eligibility for technical assistance and support.

	# of LEAs	BLUE*	GREEN**	YELLOW***	ORANGE****	RED^
LEAS	428	17 (4.0%)	125 (29.2%)	191 (44.6%)	73 (17.1%)	22 (5.1%)

Note: *=Blue, **=Green, ***=Yellow, ****=Orange, ^=Red

- 22 LEAs are in the "Red" zone and would be identified if this band is used to determine eligibility for technical assistance and support.

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Suspension Rate Example

	# of schools	BLUE*	GREEN**	YELLOW***	ORANGE****	RED^
ALL	8771	3765 (42.9%)	2702 (30.8%)	1099 (12.5%)	815 (9.3%)	390 (4.4%)
ELEM	5878	4207 (71.6%)	932 (15.9%)	405 (6.9%)	241 (4.1%)	93 (1.6%)
MIDDLE	1364	325 (23.8%)	400 (29.3%)	209 (15.3%)	234 (17.2%)	196 (14.4%)
HIGH	1529	605 (39.6%)	461 (30.2%)	188 (12.3%)	135 (8.8%)	140 (9.2%)

Note: *=Blue, **=Green, ***=Yellow, ****=Orange, ^=Red

- 390 schools are in the "Red" zone and would be identified if this band is used to determine eligibility for technical assistance and support.

[DRAFT] LCFF Evaluation Rubrics: Potential Organization of Indicators under Alternate Motion 5.11.16

Policy Statement [Revised]

All Students are Provided with Access and Opportunities to Support Learning

All Students Are Engaged and On Track to Graduate College and Career Ready

All Students Graduate College and Career Ready

State / Key Indicators

EL Progress Toward Proficiency *Priority 4*

Williams Standards *Priority 1*

Access to Broad Course of Study *Priority 7*

Grades 3-8 ELA & Math *Priority 4*

Chronic Absence (Locally Collected)

Suspension Rate *Priority 6*

Impl. of Acad. Standards *Priority 2*

Parent Involvement *Priority 3*

Grade 11 ELA & Math *Priority 4*

Graduation Rate *Priority 5*

Performance on a Broad Course of Study *Priority 8*

Local / Associated Indicators

A-G and/or AP/IB Participation Rates

Additional Local Measure(s)

EL Composite Reclassification Rates

Expulsion Rate

Grd. 3 ELA / Grd. 8 Math

% Long-term ELs

Attendance Rates

Local Climate Survey

Parent Involvement

Additional Local Measure(s)

Composite CCR or separate A-G, CTE, AP/IB Passage, etc.

Additional Local Measure(s)
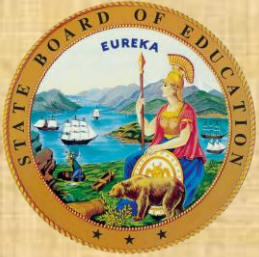
Outcome and Improvement

- The use of LCFF Rubrics supports local planning and reflection.
- The outcome or performance standards could be set at the 5th, 25th, 75th and 95th percentiles on the distribution of LEA three-year data.
- Similarly, the improvement standards compare the most current LEA results with the LEAs prior three-year average for each key indicator.
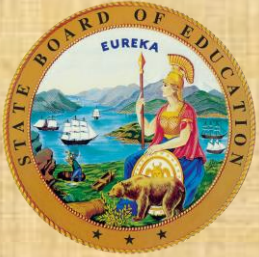
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Considerations

- The methodology for generating a data dashboard

- Use of State and Local data

- Using data on outcomes and improvement to assist with annual updates

- Other thoughts?
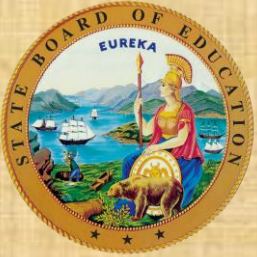
Support, Technical Assistance and Intervention

- Goals of an accountability and continuous improvement system Multi-tiered system of support for LEAs and schools that is not based on sanctions and punishments

- LCFF statutes guide the determination of when districts need help

Assistance and Support Standards

- Provides a **measurement-based system** against which to assess local progress for all state priorities (key indicators)

- Establishes **specific expectations for performance** based on improvement and outcomes at the LEA, school, and student subgroup levels in regards to each of the state priorities

- **Example**: 4-year cohort graduation rate

- **Receive support and technical assistance** when LEAs and/or schools do not meet standards for one or more years

- **Graduate to more intensive state assistance and/or intervention** when standards not met for multiple years

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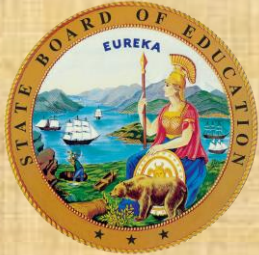
Assistance and Support

For the small number of LEAs and/or schools that do not meet assistance and support standard(s) for one or more years:
- Receive *technical assistance and support*.

If they do not meet assistance and support standard(s) *for multiple years*:
- Graduate to *more intensive state assistance/ intervention*.

Technical Assistance (TA)

EC Section 52071 (Districts)

– **IF** a County Superintendent does not approve a LCAP, or a local governing board requests TA, **THEN** County Superintendent shall provide any of the following:

- Assign an academic expert or team of experts, solicit another district to be a partner, request that the Superintendent of Public Instruction (SPI) assign the CA Collaborative for Educational Excellence (CCEE) to provide TA

– Using the evaluation rubrics, the County Superintendent shall provide TA to districts *that **fail to improve achievement across more than one state priority for one or more subgroups***

Technical Assistance (TA)

EC Section 52071 (Counties)

- **IF** SPI does not approve a LCAP, or a county governing board requests TA, **THEN** SPI shall provide any of the following:

  - Assign an academic expert or team of experts, solicit another county to be a partner, or the CCEE to assist the county board in identifying and implementing effective programs

- Using the evaluation rubrics, SPI shall provide TA to counties that *fail to improve achievement across more than one state priority for one or more subgroups*

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Implications and Criteria for Intervention
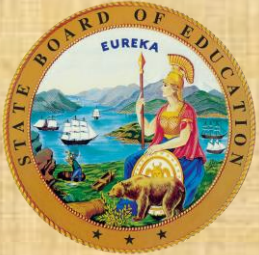
EC Section 52072

The SPI may, with the approval of the state board, identify districts in need of intervention that meets both of the following criteria:

1. District **did not improve outcomes** *for three or more pupil subgroups*, **OR** if district has *less than three pupil subgroups,* **all of the district's subgroups**, in regard to *more than one state or local priority in three out of four consecutive school years.*

2. The CCEE has provided advice and assistance to the district and submits either of the following findings to the SPI:

   - District has failed or is unable to implement recommendations, district performance is either so persistent or acute, based on evaluation rubrics, SPI is required to intervene
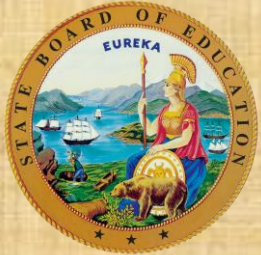
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What Intervention Includes
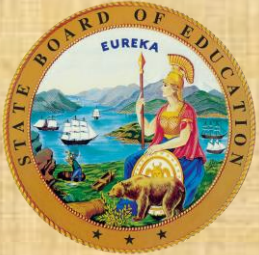
EC Section 52072

The SPI may, with the approval of the state board, may do one or more of the following:

1. Make changes to LCAP

2. Develop and impose budget revisions, reflecting LCAP changes, to improve outcomes for students

3. Stay and rescind an action, if that action is not required by a local collective bargaining agreement that would prevent the district from improving outcomes for all subgroups not making progress in regards to state or local priorities

4. Appoint an academic trustee to exercise powers and authority specified in this section on his or her behalf

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Other SBE May Decisions

- Approved the methodology for calculating performance as a combination of outcome and improvement for key indicators.

- Directed staff to move forward on determining how the rubrics might support criteria and use of local data.

- Approved the inclusion of a "top level" summary data display for performance on all LCFF Priority Areas for LEAs and schools that prominently shows areas where there are significant disparities in performance for any student subgroups.

# Other SBE May Decisions
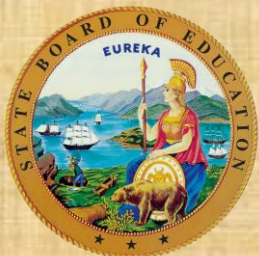
- Directed staff to move forward on options for

    – College and career readiness measures; and

    – Local climate surveys, including identification of any items from the California Healthy Kids Survey and related surveys that could be adapted for use as part of the LCFF evaluation rubrics.

    – Composite measure of English learner proficiency, including English learner proficiency rates, reclassification rates, and long-term English learner rates.
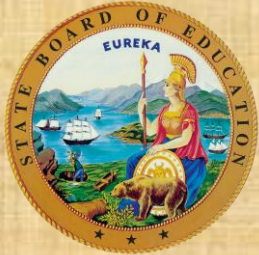
Other SBE May Decisions

- Directed staff to move forward on options for establishing standards for the LCFF priority areas that are not addressed by the key indicators
  - **Priority 1** (Appropriately Assigned Teachers, Access to Curriculum-Aligned Instructional Materials, and Safe, Clean and Functional School Facilities),
  - **Priority 2** (Implementation of State Academic Standards),
  - **Priority 3** (Parent Engagement),
  - **Priority 7** (Access to a Broad Course of Study),
  - **Priority 8** (Outcomes in a Broad Course of Study)—and how those standards will be used to assess an LEA's eligibility for technical assistance and intervention as required by LCFF.

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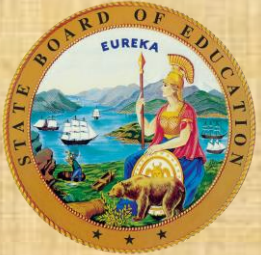
State Board and CDE Ongoing Work

- Transition to the New Accountability and Continuous Improvement System

- Updated Timeline

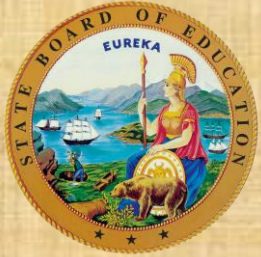http://www.cde.ca.gov/be/ag/ag/yr16/agenda201605.asp

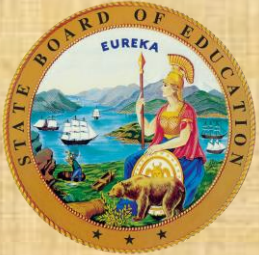| Proposed LCAP Template Revisions	Proposed Development of LCFF Evaluation Rubrics	Proposed Development of ESSA State Plan
State Board Meetings		

State Board Decisions

- **July SBE Meeting**
  - Update on stakeholder input and status of LCAP template changes, final design features and prototype of evaluation rubrics, progress update on ESSA state plan

- **September SBE Meeting**
  - Approve LCAP template changes, Evaluation Rubrics, receive information on ESSA State Plan

- **January 2017 SBE Meeting**
  - Approve ESSA State Plan

Resources

- State Board of Education Agendas http://www.cde.ca.gov/be/ag/ag/index.asp
- State Board of Education Information Memoranda http://www.cde.ca.gov/be/pn/im/
- LCFF – WestEd Channel http://lcff.wested.org/
- CDE LCFF http://www.cde.ca.gov/fg/aa/lc/
- CAASPP http://www.cde.ca.gov/ta/tg/ca/
- CDE ESSA http://www.cde.ca.gov/re/es/