

Policy Considerations for Indiana's A-F School Accountability Model

December 3, 2014

Agenda

- Policy Considerations for the A-F Model
- Recap SBOE Guidance from October 15 and November 5 Meetings
- Remaining Policy Considerations
- Next Steps
- Back-Up – Slides Reviewed at Prior Meetings

Policy Considerations for the A-F Model

- Weighting Proficiency and Growth
- Distribution of A-F grades
- Selecting and Weighting Multiple Measures
- Methodology for Calculating Growth for Accountability
- Transition Plans
- Special Student Population Considerations

Agenda

- Policy Considerations for the A-F Model
- Recap SBOE Guidance from October 15 and November 5 Meetings
- Remaining Policy Considerations
- Next Steps
- Back-Up – Slides Reviewed at Prior Meetings

Recap: SBOE Guidance from 10/15 Meeting

Weighting Growth and Proficiency

- Student growth is an important factor when assessing school performance as part of a state accountability system.
- The Board values proficiency slightly more than growth, given that the end result should be a child who leaves elementary, middle and high school proficient and ready for the next step in their education, training and/or career.
- The Board preferred a **weighting of 60% Proficiency and 40% Growth**, but asked to continue to see the 50% Proficiency and 50% Growth data as further revisions are made.

Grade Distributions

- The Board thought that the distribution of grades presented for Option D (33% = A, 40% = B, 20% = C, 5% = D and 2% = F) accurately reflects school performance statewide.

Multiple Measures

- Initial guidance from the Board was that it concurred with the A-F Panel in limiting the addition of other measures that are more subjective, such as principal effectiveness and parent surveys. The Board further noted that positive results in more subjective areas are likely to translate into positive results as measured using objective criteria. The Superintendent noted that CCSSO convened a meeting with states to discuss other research-based factors that states may want to consider including in accountability systems.

Recap: SBOE Guidance from 11/5 Meeting

Growth Methodology Selection

- The Board affirmed the need for a coherent and systemic approach to calculating growth for purposes of student, teacher and school accountability.
- The Board affirmed the need to implement a growth methodology that is flexible enough to withstand the transition to new standards and a new assessment system.
- The Board affirmed the need to address the demand from schools to receive individual student-level growth targets at the start of the school year – not at the end of the school year, as would be the case using norm-referenced SGPs only.
- The Board supported the Panel’s recommended use of baseline-referenced Student Growth Percentiles (SGPs), which will allow the state to establish ambitious yet achievable individual student-level growth to proficiency targets at the start of the school year.
- The Board affirmed the desirability of utilizing a combination of norm-referenced and criterion-referenced growth for purposes of calculating growth, a combination recommended by two national experts: Dr. Damian Betebenner and Dr. Derek Briggs.

Recap: SBOE Guidance from 11/5 Meeting

Managing the Transition

- The Board acknowledged the challenges involved with implementing baseline-referenced SGPs during the transition to a new assessment system. Challenges include:
 - A new vertical scale must be established in 2014-15 due to implementation of a new test, which requires resetting the baseline
 - Experts recommend a minimum of 3 years and a preference for 4 years of data prior to determining that baseline matrices are valid and reliable for purposes of accountability
 - If Indiana makes other assessment changes at any point in future, a minimum of 3 years will be required to establish a new baseline.
- To manage the calculation of baseline-referenced growth during the transition years, the SBOE chose Option 2:
 - Option 1: utilize only norm-referenced SGPs and provide schools with validated individual student-level growth targets at the end of the school year
 - Option 2: utilize two years of norm-referenced SGPs and provide schools with estimated individual student-level growth targets at the start of the school year; validate and adjust these targets as necessary at the end of the school year once statewide results are finalized
- The Board affirmed the critical importance of clear and frequent communication to schools and communities during the transition to a new A-F system.

Recap: Timeline Discussed at 11/5 Meeting

Current Model's Final Year: 2014-15 School Year

- The current A-F system will be utilized through the 2014-15 school year, which was already approved by the Board in June 2014 and affirmed by the U.S. Department of Education's approval of Indiana's ESEA Flexibility Waiver application in August 2014.
- This means that grades released in November/December 2015 will reflect the current A-F model. Delays expected due to assessment transition activities (cut score setting, equi-percentile concordance, etc.)

New Model's First Year: 2015-16 School Year

- The new A-F model will be implemented for the first time during the 2015-16 school year. This means that grades released in November/December 2016 will reflect the new A-F model.
- There will be a transition period as Indiana implements the new ISTEP+ program for grades 3-10 and phases out the current End of Course Assessments (ECAs).
- There will also be a transition to the new baseline-referenced growth methodology.
- The growth component of the new A-F system will be implemented on a staggered schedule:
 - 2015-16 school year for Grades 3-8
 - 2016-17 for Grades 3-9
 - 2017-18 for Grades 3-10.

Agenda

- Policy Considerations for the A-F Model
- Recap SBOE Guidance from October 15 and November 5 Meetings
- Remaining Policy Considerations
- Next Steps
- Back-Up – Slides Reviewed at Prior Meetings

Additional Policy Considerations for the A-F Model

Board needs to weigh in on the remaining policy considerations:

- Selecting and Weighting Multiple Measures – continued discussion
- Transition Plans
- Special Student Population Considerations

Selecting and Weighting Other Measures

- Other considerations:
 - Balanced Scorecard metrics (e.g., IREAD-3)
 - Future guidance from US Department of Education (e.g., Science)
- Future considerations:
 - School Improvement
 - Credits or on-track for graduation
 - Compliance indicators

Selecting and Weighting Other Measures

- How should 5-year graduation rates be factored into the model?
 - The Panel has recommended the use of the four to five year rate change as an addition to the four year adjusted cohort rate.
 - See attachment
- What weight should be given to college-and-career readiness indicators (AP, IB, dual credit, industry certification)?
 - The Panel has recommended that Graduation and CCR be weighted equally in the model.
 - The Panel has recommended that the goal of 25% not be raised at this time.

College and Career Readiness Weighting Options

With so many Indiana schools currently achieving the 25% goal, should the Board consider increasing the threshold for CCR indicators – for example, to 33.3%? To 40%?

2013 % of CCR Points Awarded If Full Credit Weights Awarded					
CCR Pts	25%	30%	33.30%	40%	50%
0	8.0%	8.9%	9.3%	10.2%	10.2%
1	2.2%	3.3%	3.1%	5.8%	7.3%
2	3.5%	4.9%	5.5%	8.2%	17.7%
3	4.2%	7.1%	10.9%	17.1%	24.2%
4	82.0%	75.8%	71.2%	58.8%	40.6%

Transition in ESEA Flexibility Waiver Considerations

- The ESEA Flexibility Waiver only addresses the use of the current model through 2014-15 school year in alignment with one year extension.
- Indiana will be applying for ESEA waiver renewal in late winter.
- The US DOE has issued new accountability guidance for waiver renewals that will likely impact the number of schools eligible to receive an “A” based upon achievement gap results.
- Peer review of the new A-F model may be required.

Transition to Strong Technical Support and Training, Communication

- Noted on many occasions, communication to the field will be key.
- Stakeholder engagement plan should be prepared and approved by the SBOE.
- Board may want to reconvene A-F Panel during public hearing process for A-F rules promulgation, and to help communicate the final approved model.

Special Student Populations

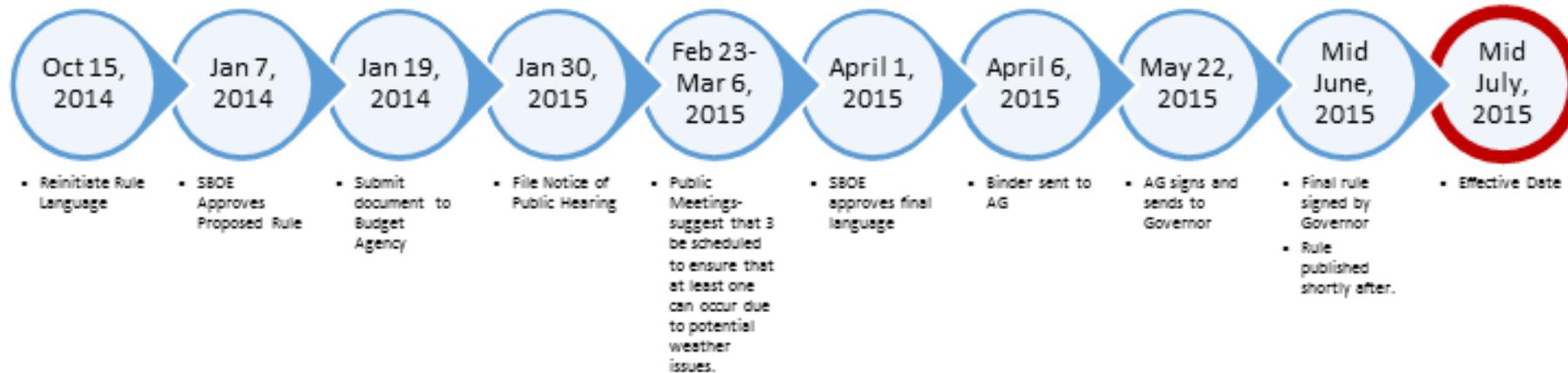
- Special Education students
 - Fit of NCSC (alternate assessment) within new A-F model, e.g., growth calculations and targets
- English Language Proficiency students

Agenda

- Policy Considerations for the A-F Model
- Recap SBOE Guidance from October 15 and November 5 Meetings
- Remaining Policy Considerations
- Next Steps
- Back-Up – Slides Reviewed at Prior Meetings

Rulemaking Timeline for New A-F Model: Jan. 7 Approval of Rule Language

January 7, 2015, is the latest possible date for the SBOE to adopt rule language to ensure the rule is finalized before the start of the 2015-16 school year. This would allow training sessions to occur during the summer.



Alternative Accountability System

- The SBOE is required to approve an alternative accountability system for adult high schools, which serve a dropout population but require students to graduate with a high school diploma (versus GED).
- Rule language was approved by the SBOE in January 2013 but the rule language was never filed and the timeline elapsed. Rulemaking must be reinitiated on December 3.
- Staff have been working with Adult High School stakeholders to update the rule language and will have a draft recommendation for the SBOE in January.
- Staff recommends that the Board vote on rule language to initiative public hearings no later than February or March 2015.

Agenda

- Policy Considerations for the A-F Model
 - Recap SBOE Guidance from October 15 and November 5 Meetings
 - Remaining Policy Considerations
 - Next Steps
- Back-Up – Slides Reviewed at Prior Meetings

Back-Up – Slides Reviewed at Prior Meetings

Background: Weighting Proficiency and Growth

- Schools, parents and communities already have proficiency information on mandated state assessments (e.g., ISTEP+, ECA).
- Beginning with Public Law 221, enacted on a bipartisan basis in 1999, Indiana was required to place schools into performance categories based upon a combination of proficiency and improvement.
- In 2005, Indiana took steps to develop a statistically valid growth model that would allow schools to track student growth. This led to the development of the Indiana Growth Model in 2008.
- Current A-F rules, implemented for the first time for the 2011-2012 school year, utilize calculations from the Indiana Growth Model. The A-F rules emphasize proficiency, and student level growth data is reflected as either a bonus or a penalty for each school.

Background: Weighting Proficiency and Growth

- The Accountability System Review Panel placed greater value on growth.
- The Panel has recommended Growth be weighted the same as Proficiency in the accountability system.

What Weights Should be Given to Proficiency and Growth?

2013 Compared to Option DF-2 Across Different Weights of Performance and Growth

Grade	2013 Gr	50 Perf/ 50 Growth	60 Perf/ 40 Growth	70 Perf/ 30 Growth	80 Perf/ 20 Growth
A	44.1%	33.1%	31.0%	29.4%	27.4%
B	20.3%	39.7%	40.6%	40.9%	41.6%
C	17.3%	20.0%	20.7%	21.5%	22.1%
D	11.8%	5.4%	5.7%	5.9%	6.1%
F	6.5%	1.8%	1.9%	2.3%	2.7%

What Weights Should be Given to Proficiency and Growth? Cont.

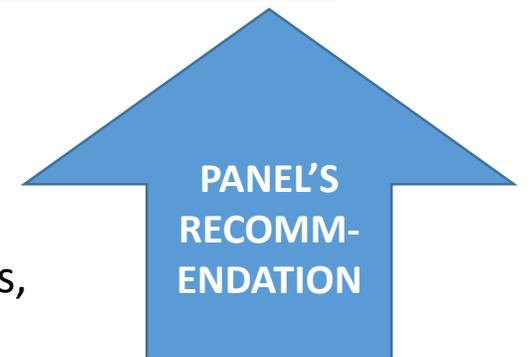
Amount of Change Comparing Performance and Growth Grade with Performance Grade Only				
Amount of Change	50 Perf/ 50 Growth	60 Perf/ 40 Growth	70 Perf/ 30 Growth	80 Perf/ 20 Growth
-2	0	0	0	0
-1	75	67	47	33
0	1181	1255	1359	1458
1	396	332	248	163
2	2	0	0	0

Amount of Change Comparing Performance and Growth Grade with 2013 Grade				
Amount of Change	50 Perf/ 50 Growth	60 Perf/ 40 Growth	70 Perf/ 30 Growth	80 Perf/ 20 Growth
-2	3	4	8	14
-1	251	284	328	376
0	951	939	903	862
1	424	405	393	378
2	25	22	22	24

Background: Accountability Grades Since 2005

2005 Category Label	2005		2006		2007		2008		2010		2011		2012		2013		2013 DF2		2013 Category Label
	Cnt	%	Cnt	%															
Exemplary Progress	608	41%	519	34%	506	33%	77	5%	797	50%	825	51%	667	41%	736	45%	546	33%	A
Commendable Progress	185	12%	193	13%	209	14%	465	30%	134	8%	164	10%	312	19%	334	20%	651	40%	B
Academic Progress	236	16%	284	19%	294	19%	224	14%	417	26%	323	20%	331	20%	294	18%	328	20%	C
Academic Watch	410	27%	457	30%	489	32%	268	17%	155	10%	219	14%	203	12%	183	11%	87	5%	D
Academic Probation	54	4%	59	4%	49	3%	536	34%	97	6%	81	5%	117	7%	89	5%	29	2%	F

- Schools were not placed in performance categories in 2009 as Indiana shifted from a fall test to a spring.
- Years 2005-2011 accountability was calculated using the former PL221 model.
- Years 2012-2013 accountability was calculated using the current A-F model.
- Note category labels. Years 2005-2010 labeled schools as follows: Exemplary Progress, Commendable Progress, Academic Progress, Academic Watch, and Academic Probation. In 2011 both these labels and A-F appeared on reports. Starting 2012, only A-F appeared.



Exercise: What Distribution of Grades is Optimal?

- The Accountability System Review Panel engaged in an exercise to find acceptable distributions of grades
- Repeat exercise where each board member shares their preferred distribution of grades
- Board provides guidance to staff

Selecting and Weighting Other Measures: Panel Review

- The Panel's recommendation for Grades 3-10 contains only elements associated with assessment results: Performance and Growth.
- The Panel has recommended continued review of additional indicators for Grades 3-10.
- Reviewed indicators include:

Science Performance
Science Participation
PSAT
SAT
Attendance
Suspension/Expulsion Rates
Classroom Size

Bullying Rate
Student Engagement
Student Sift Skills (Communication, Collaboration, Efficiency)
Principal Effectiveness
Teacher Effectiveness
Parent Engagement

Understanding Student Growth Percentiles

- Indiana's Growth Model is an SGP-based model. It has been in place in Indiana since 2008. It was introduced into the state's accountability system in 2012.
- SGPs are open source and a wide variety of tools are available.
- SGPs are used in a variety of methods across Indiana's accountability system:
 - A-F grades
 - Teacher effectiveness ratings
 - Charter school contracts
 - School improvement plans
- SGPs are scale-agnostic. This means that SGPs can be used even as Indiana transitions to a new assessment system over the next few years.
- There are three SGP-based methods: norm-referenced, criterion-referenced, and baseline-referenced. These methods can be combined for purposes of school accountability. For example, Colorado uses a combination of norm- and criterion-referenced growth.

Panel's Selection of Observed Growth

- The Panel considered the following: Gain, Categorical, Trajectory, and Observed Growth (i.e., baseline-referenced Student Growth Percentiles).
- Observed Growth utilizing baseline SGPs has the lowest correlation to proficiency scores and best reflected the Panel's desire to measure individual student growth in a manner that differentiates from proficiency results.
- The Observed Growth metric was recommended to meet the following standards:
 - Individual student growth should be utilized in the accountability system.
 - Student growth should be a criterion metric within the accountability system.
 - Growth should be a metric relatively independent of school performance status. The metric should have low correlation to performance. The data display should clearly illustrate both components.
 - Growth should incentivize progress toward proficiency in non-proficient students and continued growth in proficient students.
 - Growth should deter a decline in individual student performance levels.
- USED approved the extension of Indiana's ESEA Waiver for the 2014-15 school year, which included the continued use of SGP analyses one-year growth targets and an equi-percentile concordance analysis.

Transition to Growth Option D

- Growth experts recommend 4 years of data to lock in growth baselines.
 - How will the transition to Observed Growth be handled – especially as we transition to a new assessment system?
 - Reference options presented by Damian Betebenner.
 - Will a hybrid method for calculating growth be required?
 - How will confidence in the accountability system be affected?
- What is the impact on the validity of growth in high schools during the phase out of ECAs?
- If Indiana adopts a new assessment system in another 5-7 years, the baseline would have to be re-established.

Transition to Multiple Categories

- The vertical scale will break as we move to a new test, and a new vertical scale will be developed.
- The Panel selected 8 performance categories (7 cuts) determined using the current ISTEP+ vertical scale.
- The Panel recommended that there be 5 or more performance categories based on the new assessment.
- Key considerations:
 - Determine statistically valid number of categories based on vertical scale in the Spring of 2015 and again in 2016 (once new vendors are selected and as Indiana transitions from a Grades 3-8 to a Grades 3-10 ISTEP+).
 - Determine process to be used for deriving sub-categories (statistically derived, bookmark process, etc.). Panel recommended use of statistically derived cuts.