

California Department of Education

Report to the Legislature: Alternative Methods in Place of Decile Rank for the Academic Performance Index



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OCTOBER 2013

Description: California *Education Code* Section 52052.9(b) states that the State Superintendent of Public Instruction, in consultation with the Public Schools Accountability Act Advisory Committee, shall report to the Legislature on an alternative method or methods, in place of decile rank for the Academic Performance Index, for determining eligibility, preferences, or priorities for any statutory program that currently uses decile rank as a determining factor. These proposed alternative methods are contained in this report.

Authority: California *Education Code* Section 52052.9 (b)

Recipient: Legislature

Due Date: October 1, 2013

California Department of Education

Report to the Legislature:

**Alternative Methods in Place of Decile Rank for the
Academic Performance Index**

Table of Contents

Executive Summary1

Alternative Methods in Place of Decile Rank for the
Academic Performance Index 2

Attachment 1 Page 1 of 10

Attachment 2 Page 1 of 1

Attachment 3 Page 1 of 1

California Department of Education

Report to the Legislature: Alternative Methods in Place of Decile Rank for the Academic Performance Index

Executive Summary

This report is required by California *Education Code* Section 52052.9(b), which states that the State Superintendent of Public Instruction (SSPI), in consultation with the Public Schools Accountability Act (PSAA) Advisory Committee, shall report to the Legislature on an alternative method or methods, in place of decile rank of the Academic Performance Index (API), for determining eligibility, preferences, or priorities for any statutory program that currently uses decile rank as a determining factor. This report is due to the Legislature by October 1, 2013.

Between March and September 2013, the California Department of Education (CDE) researched and consulted with the PSAA Advisory Committee and its Technical Design Group (TDG) and developed the following two proposed alternative methods that could be implemented in place of the current API decile ranks:

- Numeric Method
- Descriptive Method

Although this report describes these two alternative methods, the Legislature should also consider whether ranks should continue at all, given the anticipated changes to our current accountability system.

This report recommends that decisions about the adoption and implementation of alternative method(s) in place of the current decile ranks should be considered within the context of California's newly evolving accountability system. Recent actions and legislative requirements will produce significant changes to California's assessment and accountability system over the next several years, and these changes will significantly impact the API. Therefore, alternatives provided in this report should be considered for implementation once the new accountability system is firmly in place.

If you have any questions regarding this report, please contact Jenny Singh, Administrator, Academic Accountability Unit, by phone at 916-319-0437 or by e-mail at jsingh@cde.ca.gov. You can find this report on the CDE API Web page at <http://www.cde.ca.gov/ta/ac/ap/index.asp>. If you need a copy of this report, please contact Betty Miura, Research Analyst, Academic Accountability Unit, by phone at 916-319-0863 or by e-mail at bmiura@cde.ca.gov.

Alternative Methods in Place of Decile Rank for the Academic Performance Index

Introduction

The purpose of this report is to provide background information and to propose alternative method(s) to the decile ranking of the Academic Performance Index (API) as required by California *Education Code (EC)* Section 52052.5(b).

Background

California's current accountability system based on the API was implemented in 1999. Recent legislative requirements have been passed that will result in significant changes to the assessment and accountability system and the API over the next several years:

- Assembly Bill 484 (Bonilla, Chapter 489, Statutes of 2013) created the Measurement of Academic Performance and Progress (MAPP) to replace the current Standardized Testing and Reporting (STAR) Program. In the 2013–14 school year, students will participate in the field testing of the Smarter Balanced Assessment for English-language arts (ELA) and mathematics. Students will continue to take the California Standards Test (CST) for science in grades five, eight, and ten until a successor assessment is implemented. Because no CST results will be available in ELA and mathematics in 2013, API reporting will likely be suspended for one year, pending State Board of Education (SBE) approval, and may be suspended for up to two years per statute.¹
- Senate Bill 1458 (Steinberg, Chapter 577, Statutes of 2012) requires that by 2015–16 no more than 60 percent of the API will be based on specified statewide assessments for high schools. College and career indicators could be added as part of the 40 percent of non-assessment indicators in the API. The Public Schools Accountability Act (PSAA) Advisory Committee is currently discussing recommendations for adding a college and career indicator into the API. Other indicators are also under discussion by the PSAA Advisory Committee.
- Graduation data is required to be added to the API when the data are valid and reliable. The third year of four-year cohort graduation rate data has recently been released by the California Department of Education (CDE), and graduation data are ready for inclusion in the API, which will also be part of the 40 percent of non-assessment indicators in the API. The PSAA Advisory Committee provided recommendations to the State Superintendent of Public Instruction (SSPI) for adding graduation data to the API. The SSPI presented these recommendations to the SBE at the November 2013 meeting (the November Board item is provided in Attachment 1.)
- California's 2013–14 budget replaces the previous kindergarten through grade twelve (K–12) finance system with a new Local Control Funding Formula (LCFF).

¹ All STAR Program assessments will be suspended except for science assessments required by the federal No Child Left Behind Act of 2001, California Alternate Performance Assessment, assessments augmented for use as part of the Early Assessment Program in grade eleven, and the Primary Language Assessment.

As part of the LCFF, school districts, county offices of education, and charter schools are required to develop, adopt, and annually update a three-year Local Control and Accountability Plan (LCAP), beginning on July 1, 2014, using a template adopted by the SBE on or before March 31, 2014. In addition, the SBE is required to adopt evaluation rubrics to assist local educational agencies (LEAs) and oversight entities in evaluating strengths, weaknesses, areas that require improvement, technical assistance needs, and where interventions are warranted on or before October 1, 2015. Subsequent revisions to the template or evaluation rubrics are required to be approved by the SBE by January 31 before the fiscal year in which the template or rubric would be used. The LCAP is required to identify goals and measure progress for student subgroups across multiple performance indicators. As this work progresses it may have implications on adding new indicators to the API.

- The federal Elementary and Secondary Education Act is scheduled for reauthorization and may also impact California's accountability system.

Because many changes will occur to California's accountability system in the next several years, the new system will be much different from the current system. Therefore, the information provided in this report should be considered in the context of an evolving accountability system that will take time to be firmly established. Decisions about the adoption and implementation of alternative method(s) in place of the current decile ranks should be considered for implementation only after the new accountability system is firmly in place.

Regarding the current decile ranking system, since 1999 the California *EC* has been amended to add approximately 26 uses of the statewide and similar school ranks. For example, decile ranks are used to (a) determine funding eligibility/priority, (b) trigger requirements for reporting, (c) determine priority for professional development, and (d) determine eligibility for program participation. Attachment 2 contains a summary of the different uses of decile ranks in the *EC*.

Decile ranks are produced and reported each year within the Base API reports as required under California *EC* Section 52056. LEAs, special education centers, and Alternative Schools Accountability Model schools do not receive ranks.

Two types of API decile ranks are reported for schools: (1) statewide rank and (2) similar schools rank. For the statewide rank, Base API scores are sorted from the highest to the lowest by school type (elementary, middle, or high) and divided into 10 equal ranks (i.e., deciles). A rank of 10 is the highest, and a rank of 1 is the lowest.

The similar schools rank compares a school's API against 100 other schools with similar educational opportunities and challenges as determined by the School Characteristics Index, which is calculated using more than 20 variables, including mobility; race/ethnicity (8 variables); socioeconomic status (2 variables); percent of English learners (ELs); average class size per grade level; whether the school is multi-track, year-round; percent of grade span enrollments (3 to 4 variables); percent of gifted and talented education students; percent of students with disabilities; percent of re-designated fluent-English proficient students; and percent of migrant students.

For the similar schools rank, Base API scores of the school and its 100 similar schools are sorted from the highest to the lowest by school type and divided into 10 equal ranks. A similar schools rank of 10 means the school performed better than 90 of its 100 similar schools, and a rank of 1 means the school performed below at least 90 of its 100 similar schools.

The issue with the current decile ranks is that the practice of ranking schools from top to bottom in deciles has fostered a sense that those in the lower decile rankings are failing or otherwise underperforming, even though a number of such schools have improved significantly over time and/or consistently met API Growth targets. For example, in 2001, an elementary school with an API of 727 received a statewide rank of 7. In 2012, the same API score of 727 would earn the school a statewide rank of 1 because schools are improving.

Proposed Alternative Methods in Place of Decile Rank

Starting in March 2013, the CDE began discussions with the PSAA Advisory Committee and its Technical Design Group (TDG) to develop an alternative method or methods to the decile rank. The PSAA Advisory Committee believed that any alternative method(s) developed should be easy for the public to understand and clearly communicate information. The two groups agreed that four key components should be represented in the method(s): (1) absolute performance, (2) educational challenges, (3) growth over time, and (4) student group achievement.

Based on these components, two alternative methods in place of decile ranks were identified: Numeric Method and Descriptive Method.

Numeric Method

The proposed numeric method was presented to the PSAA Advisory Committee at its June 2013 meeting for review and has three components. The first two components provide school-level data only and the third component provides school, district, county, and state-level data. A description of each component is provided below:

1. Statewide Decile Rank (school-level only)

The school's statewide decile rank, as currently calculated, would be displayed.

2. Educational Challenges Index (school-level only)

An index would be calculated to represent the educational challenges of a school based on student demographics. To determine the level of educational challenge, the index would be constructed using two independent variables: (1) educationally disadvantaged students and (2) ELs. "Educationally disadvantaged students" are defined for this purpose as a non-duplicate count of students who are eligible for the National School Lunch Program, have parents with an education level less than high school, are students with

disabilities, and/or are migrant students. The index would be displayed using a range of 1 to 100, with 100 reflecting the highest level of educational challenges. The index would be similar to the current similar schools rank except that it would be less complicated and would not be a decile rank; i.e., it would not require 10 percent of schools in each rank. Instead, the index, like the API, would have a distribution of scores. The range of scores for the Educational Challenges Index would be from 1 to 100. This approach provides more sensitivity in the score schools would receive on educational challenges and would avoid the issue of decile ranks with an equal 10 percent of schools in each rank.

3. Change in API (school, school district, county, and state levels)

This component would display the change in API points made by the school and, for comparison purposes, the change in the API points made by its school district, its county, and the state. The change would be calculated as the difference between Base to Growth for one API reporting cycle (e.g., +20 points, -8 points, and so on).

Numeric Method Sample School Report

Category	School	District	County	State
Statewide Decile Rank	2*	N/A	N/A	N/A
Educational Challenges Index	79**	N/A	N/A	N/A
Change in API	+20*** points	-5 points	+2 points	+11 points

*Scale is 1 to 10 (1 is low and 10 is high)

**Scale is 1 to 100 (100 reflects the highest level of educational challenges)

*** The difference between the 2011 Base API and the 2012 Growth API

N/A: Not applicable

Advantages: The Educational Challenges Index, under this method, would take the place of the similar schools rank, eliminate the use of decile ranks, and provide more sensitivity in the scores schools would receive. In addition, the Numeric Method would report data about the school’s change in its API over one year, with comparative data for its school district, county, and the state.

Disadvantages: The Numeric Method would be similar to the current decile ranks because the statewide rank would remain unchanged. Also, the change in API data is already reported in a school’s current API report and would be redundant reporting.

Descriptive Method

The proposed Descriptive Method was presented to the PSAA Advisory Committee at its September 2013 meeting for review, and seven components were developed. All components of this method would use school-level data only. The data for each

component would be expressed as a five-star rating, which would be easier for parents and the public to understand. Whole stars could be used as well as half stars to create a custom rating for a school. For example, 10 half stars could be used to create 10 rating categories for a component. The school could be rated on each of the seven separate components as well as on an overall average component.

Following are descriptions of the seven components that could be included in the Descriptive Method to demonstrate the concept of the method. If the legislature would like to pursue this method, the CDE could work with the PSAA Advisory Committee and the SBE to develop the detailed criteria for the Descriptive Method.

1. API Improvement Over Three Years

This component could have 10 rating criteria. The table below displays possible criteria to determine how well schools perform on the API over a three-year period. The criteria would take into consideration schools meeting or exceeding schoolwide targets, student group targets, positive or negative growth, and schools that are at or above the statewide API goal of 800. Every school that receives an API would receive a star rating.

Ten Star Rating Criteria for API Improvement Over Three Years

Rating	Number of Years Met Schoolwide Target	Number of Years Met All Significant Student Group Target(s)	API Growth Points for Schools at 800 or Above
5 Stars	3	3	Positive growth in all three years
4 ½ Stars	3	3	Net growth over three years is 0 or positive
4 Stars	3	3	Net growth over three years is negative
3 ½ Stars	3	2	N/A
3 Stars	3	1	N/A
	2	2	
2 ½ Stars	3	0	N/A
	2	1	
2 Stars	2	0	N/A
1 ½ Stars	1	1	N/A
1 Star	1	0	N/A

Rating	Number of Years Met Schoolwide Target	Number of Years Met All Significant Student Group Target(s)	API Growth Points for Schools at 800 or Above
½ Star	0	0	N/A

N/A: Not applicable

The next five components of the Descriptive Method would display comparative data for various student groups to determine how well schools are serving their students with educational challenges and whether or not schools are closing the achievement gap. Five student groups were identified for components 2 through 6: the EL, socioeconomically disadvantaged (SED), African American, Hispanic, and foster youth student groups.

The basic calculation for each of these components would be the same. All schools with a numerically significant student group could have their student group Growth API compared against the comparable statewide student group Growth API for the same year. The difference would be calculated, the scores sorted from highest to lowest, and the scores sorted into 10 equal groups. The 10 groups could be assigned a star rating from a half star to 5 stars, similar to the chart shown for component 1.

2. Comparative Performance of ELs

All schools with a numerically significant EL student group could have their EL Growth API compared against the statewide EL group Growth API.

School's EL Growth API Compared to State EL Growth API

$$\begin{array}{l} \text{School's} \\ \text{Numerically} \\ \text{Significant EL} \\ \text{Student Group} \\ \text{Growth API} \end{array} \quad \text{minus} \quad \begin{array}{l} \text{Statewide EL} \\ \text{Student Group} \\ \text{Growth API} \end{array} \quad = \quad \text{Difference}^*$$

* Difference reported as decile rank and then expressed as a star rating.

3. Comparative Performance of SED Students

All schools with a numerically significant SED student group could have their SED Growth API compared against the statewide SED group Growth API.

School's SED Growth API Compared to State SED Growth API

$$\begin{array}{l} \text{School's} \\ \text{Numerically} \\ \text{Significant SED} \\ \text{Student Group} \\ \text{Growth API} \end{array} \quad \text{minus} \quad \begin{array}{l} \text{Statewide SED} \\ \text{Student Group} \\ \text{Growth API} \end{array} \quad = \quad \text{Difference}^*$$

* Difference reported as decile rank and then expressed as a star rating.

4. Comparative Performance of African American Students

All schools with a numerically significant African American student group could have their African American group Growth API compared against the statewide **White** group Growth API.

School's African American Growth API Compared to State White Growth API

School's Numerically Significant African American Student Group Growth API	minus	Statewide White Student Group Growth API	=	Difference*
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* Difference reported as decile rank and then expressed as a star rating.

5. Comparative Performance of Hispanic Students

All schools with a numerically significant Hispanic student group could have their Hispanic group Growth API compared against the statewide **White** group Growth API.

School's Hispanic Growth API Compared to State White Growth API

School's Numerically Significant Hispanic Student Group Growth API	minus	Statewide White Student Group Growth API	=	Difference*
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* Difference reported as decile rank and then expressed as a star rating.

6. Comparative Performance of Foster Youth Students

All schools with a numerically significant Foster Youth student group could have their Foster Youth group Growth API compared against the statewide Foster Youth group Growth API.

School's Foster Youth Growth API Compared to State Foster Youth Growth API

School's Numerically Significant Foster Youth Student Group Growth API	minus	Statewide Foster Youth Student Group Growth API	=	Difference*
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* Difference reported as decile rank and then expressed as a star rating.

These components are examples of the type of information that could be provided in this model. The actual components in such a system could be legislated or delegated to the PSAA and SBE for approval.

Graduation Rate

All high schools could receive a star rating based on their graduation rate. The table below displays an example of the criteria for the graduation rate.

Six Star Rating Criteria for Graduation Rate

Graduation Rate	Rank
96 percent to 100 percent	5 Stars
91 percent to 95.99 percent	4 Stars
86 percent to 90.99 percent	3 Stars
81 percent to 85.99 percent	2 Stars
76 percent to 80.99 percent	1 Star
At or below 75.99 percent	½ Star

Attachment 3 provides a Descriptive Method Sample Report.

Advantages: The Descriptive Method proposes a greater change from the current decile ranks than does the Numeric Method. It would provide a rating on how well a school is meeting its targets over three years and whether or not the school is closing the achievement gap. This method also provides flexibility because criteria could be added or removed as the accountability indicators change. Legislators and program managers would be provided a greater menu of specific indicators to choose from for determining eligibility, preferences, and priorities for program requirements. Legislators, parents, and the public would find the star rating display easier to understand than the current decile ranks.

Disadvantage: The Descriptive Method in components 2 through 6 still retains the decile rank methodology of having 10 equal groups where there will always, even over time, be an equal number of schools in each rank. However, this could be easily solved by basing the star rating on benchmarks, which would make the ratings standards based.

Whether Ranks Should Continue

At its September 2013 meeting, the PSAA Advisory Committee noted that although the decile ranks were an important measure when the API was first implemented in 1999, there recently does not seem to be a need for ranking the API. They also said that the current ranking system can mask schools that are improving and has generally provided an advantage to schools with fewer educational challenges. There was a consensus that it is time to find different ways of communicating to the public about how well schools meet the needs of their students.

Current Context and Making Decisions about Ranks

The SBE Liaison, at the September 2013 PSAA Advisory Committee meeting, commented that many changes will be occurring to California's assessment and accountability system over the next several years and that decisions about decile ranks will need to be made after key decisions related to the eight priorities listed in the LCFF legislation are made. The LCAP requires that school districts, county offices of education, and charter schools need to include data for local accountability. Because these and other changes in assessments and accountability will be occurring in the near future, implementation of any changes to the decile ranks should not occur until after the new system is firmly established. The proposals in this paper are conceptual and could change based upon the new accountability system. For example, it may be that decile ranks would not be needed under the newly established accountability system and, therefore, would not pose an issue in the new system.

California Department of Education
Executive Office
SBE-003 (REV. 09/2011)
dsib-amard-nov13item02

ITEM #10



CALIFORNIA STATE BOARD OF EDUCATION

NOVEMBER 2013 AGENDA

SUBJECT	
Approval of the Incorporation of Graduation Data in the Academic Performance Index and an Update on the California Department of Education's Work Plan and Process for Revising the Academic Performance Index Consistent with <i>Education Code</i> Sections 52052 through 52052.9.	<input checked="" type="checkbox"/> Action <input checked="" type="checkbox"/> Information <input type="checkbox"/> Public Hearing

SUMMARY OF THE ISSUE(S)

This is the fifth in a series of updates to the State Board of Education (SBE) regarding the Academic Performance Index (API) activities related to the implementation of California *Education Code (EC)* sections 52052 through 52052.9. The California Department of Education (CDE) will provide a brief update on the progress made toward implementing the main components of California *EC* sections 52052 through 52052.9 as amended by Senate Bill (SB) 1458 (Steinberg).

RECOMMENDATION

The CDE recommends that the SBE approve the Public Schools Accountability Act (PSAA) Advisory Committee's recommended methodology for incorporating graduation data in the API. The methodology is outlined below:

- Incorporate graduation data in the same way that assessment results are now included in the API which is at the student level. Students in the four-year graduation cohort will be assigned various API points pending their identification within the following four graduation statuses:
 - Four-Year Graduation with Diploma: 1000 points
 - Special Education Certificate Recipient: 1000 points
 - High School Equivalency Test: 800 points
 - Non-Graduate: 200 points

The proposed assignment of 1000 API points for students who earn a Special Education certificate is supported by the Advisory Commission on Special Education (ACSE), which is reflected in a formal recommendation made at their August 2013 meeting.

The recommended methodology also includes a bonus point structure at the schoolwide level which provides additional points to four-year graduates who are identified for specific programs. Four-year graduates who are identified in more than one program may earn bonus points more than once. Each identified program is worth 50 bonus points each which allows a maximum of 150 bonus points to be earned by a graduate. The identified programs are:

- English learner (EL): 50 points
- Student with disabilities (SWD): 50 points
- Socioeconomically disadvantaged (SED): 50 points

In January, the CDE will provide the SBE with timeline options for implementing the incorporation of the graduation data in the API.

BRIEF HISTORY OF KEY ISSUES

Currently, the API is based only on statewide assessment results: the Standardized Testing and Reporting (STAR) Program and the California High School Exit Examination (CAHSEE). SB 1458 changes the composition of the API for high schools beginning with the 2015–16 API reporting cycle (i.e., the 2015 Base API and the 2016 Growth API), when statewide assessment results may not constitute more than 60 percent of a high school’s API. The remaining 40 percent must be based on other indicators, such as graduation data and college and career readiness.

When the PSAA was established in 1999 and created the API, legislation stated that the API shall consist of a variety of indicators, including, but not limited to, graduation rates for pupils in secondary schools (California *EC* Section 52052[a][4]). At that time, the PSAA Advisory Committee concluded that it would not be possible to add graduation data until the California School Information Services (CSIS) was fully implemented.

In 2009, CSIS transitioned into the California Longitudinal Pupil Achievement Data System (CALPADS). CALPADS allows for a system that collects student-level data, such as individual student enrollment, demographics, and program participation. With the confidence that the CALPADS contains reliable, valid, and staple graduation data, and with the requirement to include additional indicators by 2015–16, the CDE began discussions in 2012 with the PSAA Advisory Committee and the Technical Design Group (TDG) regarding methodologies for incorporating graduation data in the API.

The PSAA Advisory Committee discussed various methods for incorporating graduation data into the API. All methods considered assigning points to students based on graduation status and included a provision to assign bonus points at the schoolwide level for graduating ELs, SEDs, or SWDs.

At the June 25, 2013 PSAA Advisory Committee meeting, the committee members approved a methodology for incorporating graduation data in the API. The PSAA Advisory Committee’s recommended methodology is detailed in Attachment 1. This

decision was supported by API simulations completed by CDE staff; regional meetings held by the CDE; and a statewide survey completed by school, district, and county administrators; staff; parents; teachers; students; organizations; and other interested parties.

The PSAA Advisory Committee's recommended methodology is supported by responses received from the statewide survey. At least 80 percent of respondents supported a bonus point structure for ELs, SEDs, and SWDs; assigning 1000 points for students who graduate with a four-year diploma, giving credit to students who pass the high school equivalency test; and giving credit to students who earn a Special Education Certificate. In order to accurately report on the progress of closing the achievement gap, bonus points will not be assigned at the student group level. Attachment 2 contains the results from the statewide survey.

In addition to the recommended methodology, the PSAA Advisory Committee also recommends incorporating graduation data beginning with the 2013–14 API reporting cycle (i.e., 2013 Base API [released in the spring of 2014] and 2014 Growth API). This recommendation is also supported by responses received from the statewide survey. The CDE asked school, district, or county administrators, whether they preferred to implement these new API indicators gradually or all-at-once. Of the 694 responses to this question, 65 percent indicated support for a gradual three-year implementation plan while 35 percent indicated support for an all-at-once implementation plan (See Attachment 2).

Furthermore, the PSAA Advisory Committee's recommendation is to initially include the graduation data at the relatively low weight of 10 percent. This weight may be considered for increase in the future when at least 40 percent of the API must be based on non-assessment indicators. At a future SBE meeting, the CDE will recommend how much weight to assign the graduation data.

The PSAA Advisory Committee met September 6, 2013 to review the accountability indicators of several other states and survey results regarding the incorporation of the college and career indicator in the API. In addition, Michal Kurlaender and Jake Jackson from the U.C. Davis School of Education presented information on school level indicators of college readiness and Patrick Ainsworth presented on the work that the Smarter Balanced Assessment Consortium (SBAC) is undertaking regarding college and career readiness. The committee will meet on October 22, 2013 to continue the discussion surrounding the inclusion of a college and career indicator and other possible indicators in the API. Attachment 2 provides a proposed work plan for the PSAA Advisory Committee.

SUMMARY OF PREVIOUS STATE BOARD OF EDUCATION DISCUSSION AND ACTION

In July 2013, the CDE provided the SBE an update on the progress made toward implementing components identified in SB 1458, including results of public input

received at regional meetings. These regional meetings were held to seek feedback from the public and stakeholders on new high school accountability requirements for the API.

In March 2013, the SBE approved eliminating the requirement that the performance levels of students in grades eight and nine taking the General Mathematics California Standards Test (CST) be lowered by one or two performance levels, respectively, for inclusion into the 2012 Base API. This decision was implemented in the 2012 Base API Report released to the public on May 24, 2013, and will be reflected in the 2013 Growth API scheduled to be released in September 2013.

In January 2012, the SBE approved proposed amendments to *California Code of Regulations*, Title 5 (5 CCR) sections 1039.2 and 1039.3 which defined continuous student enrollment for accountability purposes and required assessment results from an alternative education program to be assigned to the school/local educational agency of residence under specific circumstances. These regulations became operative on May 2, 2012.

FISCAL ANALYSIS (AS APPROPRIATE)

The 2013 State Budget provides the CDE with two positions to support the implementation of SB 1458 and the redesign of the API. Although the Analysis, Measurement, and Accountability Reporting Division (AMARD) has begun the work associated with implementing SB 1458, the majority of the work (e.g., researching college and career measures, running simulations, etc.) will be completed by staff filling the two budgeted positions.

Costs associated with incorporating graduation data in the API are included in the AMARD's budget.

ATTACHMENT(S)

Attachment 1: Recommended Methodology to Incorporate Graduation Data in the Academic Performance Index (2 Pages)

Attachment 2: Results of Statewide Survey Regarding Incorporation of Graduation Data in the Academic Performance Index (2 Pages)

Attachment 3: Proposed Work Plan for the Public Schools Accountability Act Advisory Committee (2 Pages)

Recommended Methodology to Incorporate Graduation Data in the Academic Performance Index

At their June 25, 2013 meeting, the Public Schools Accountability Act (PSAA) Advisory Committee recommended a structure that assigns Academic Performance Index (API) points at the student level pending their graduation status. The table below identifies the various API points that may be earned by students who fall into four graduation statuses:

Recommended API Point Structure

4-Year Graduate with Diploma (includes CHSPE*)	Special Education Certificate	High School Equivalency Test	Non-Graduate
1000	1000	800	200

* California High School Proficiency Examination

The PSAA Advisory Committee elected to incorporate graduation data in the same way that assessment results are now included in the API which is at the student-level. Graduation data would be added to the API using individual student performance data similar to the method used for converting assessment results to API points.

Students considered for the graduation indicator are all students who belong to the four-year graduation rate cohort. A high school graduate is defined as a student who has received a diploma or who passed both parts of the CHSPE. Students who pass the high school equivalency test or earn a Special Education Certificate are included in the total cohort count but are counted separately from students who earn a diploma.

- **Special Education Certificate Recipients:** The proposed assignment of 1000 API points for students who earn a Special Education Certificate is in alignment with a formal recommendation made by the Advisory Commission on Special Education (ACSE) at their August 2013 meeting.
- **High School Equivalency Test:** While the PSAA Advisory Committee recommends assigning 800 API points for students who pass the current high school equivalency test, the committee also proposes to re-evaluate these points (possibly increase to 1000) once the new high school equivalency test is made available statewide. The new assessment is purported to be more rigorous and will provide results comparable to a high school equivalency credential.

The recommended methodology also includes a bonus point structure at the schoolwide level which provides additional points to any four-year graduates who are identified for specific programs. The identified programs are:

- English learner (EL)

- Student with disabilities (SWD)
- Socioeconomically disadvantaged (SED)

Four-year graduates who are identified as EL, SWD, and/or SED at any time in grades nine through twelve will remain in that student group for the calculation of the graduation indicator. Students still classified as SWDs at the completion of grade twelve, who have not graduated or received a certificate, will be removed from the four-year cohort and added to the five- or six-year cohort when they graduate, receive a certificate, or leave school. Therefore, full credit is given to fifth and sixth year SWD graduates.

The bonus structure is detailed in the table below:

Recommended API Bonus Point Structure

4-Year Graduate with Diploma	+	Bonus Points Added			=	Maximum API Points Earned*
		EL	SWD	SED		
1000		50	50	50		1150

* Schoolwide APIs capped at 1000 points.

Four-year graduates who are identified for more than one program may earn bonus points more than once. For example, a student who is identified as both EL and SED may earn 100 API bonus points at the schoolwide level; a student who is identified for all three programs may earn 150 API bonus points at the schoolwide level. However, since the API is based on a range from 200 to 1000 points, the schoolwide APIs will be capped at 1000 points so that API scores cannot exceed 1000 points. In order to accurately report on the progress of closing the achievement gap, bonus points will not be assigned at the student group level.

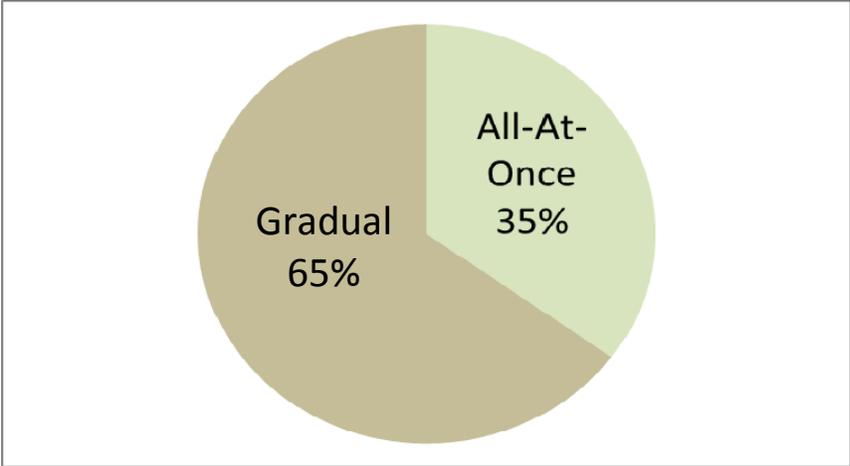
Results of Statewide Survey Regarding Incorporation of Graduation Data in the Academic Performance Index

Organization/Affiliation/Job Type	Number of Responders	Percent
Parent or Guardian	153	8.66%
Teacher (K-8)	107	6.06%
Teacher (9-12)	490	27.75%
School Administrator	359	20.33%
Other School Staff Member	92	5.21%
School Board Member	13	0.74%
District Administrator	283	16.02%
County Office of Education Administrator	52	2.94%
Other District/County Staff Member	52	2.94%
California Department of Education Staff	8	0.45%
Advocacy Group or Organization	43	2.43%
Other	114	6.46%
Total	1,766	100.00%

Graduation Questions	Total Number of Responses	Support	Oppose	Don't Know
Do you support providing high schools with the highest Academic Performance Index (API) point value (i.e., 1000 points) for students who earn a four-year high school diploma?	1,756	86.28%	9.85%	3.87%
Do you support providing high schools with extra API points for graduating disadvantaged students in four years? (A disadvantaged student is defined as low-income, English learner, or student with disabilities.)	1,753	81.86%	15.29%	2.85%
Do you support providing high schools with credit for students who pass the General Educational Development (GED) Test, but do not graduate?	1,753	70.80%	24.30%	4.90%
Do you support providing high schools with credit for students who earn a special education certificate of completion, but do not graduate? Certificates are given to students who are unable to meet graduation requirements, but meet the goals outlined in their Individualized Education Program (IEP).	1,752	84.48%	12.67%	2.85%

There are two proposed timeline for incorporating new indicators into the high school API. Three respondents (school, district, and county offices administrators) were asked which API implementation timeline they prefer (all-at-once or gradual implementation).

Results of Preferred Implementation Timeline for New Indicators in the API



**Proposed Work Plan for the
Public Schools Accountability Act Advisory Committee**

Meeting Date	Topic	Action
September 6, 2013	<ul style="list-style-type: none"> • Review alternatives to decile ranks • Presentations on indicators used by other states, school level college readiness indicators, and Smarter Balanced Assessment Consortium (SBAC) work on college and career readiness 	No action required
October 22, 2013	<ul style="list-style-type: none"> • Consideration of possible measures for college and career indicator (CCI) 	Determine which college measures need additional research
	<ul style="list-style-type: none"> • Presentation of some proposed non-CCI indicators (e.g., physical fitness, visual and performing arts, etc.) 	No action required
December 9, 2013	<ul style="list-style-type: none"> • Review research on some college measures for CCI based on October decision 	Determine which college measures should be included in CCI simulations
	<ul style="list-style-type: none"> • Continue discussion on career readiness 	Determine which career measures need additional research
	<ul style="list-style-type: none"> • Review options for calculating a high school Academic Performance Index (API) for 2013–14 and 2014–15 school years using California High School Exit Examination (CAHSEE) and life science 	Recommend to the Superintendent whether to suspend or calculate a high school API for the 2013–14 and 2014–15 school years
February 2014	<ul style="list-style-type: none"> • Continue to review research on CCI college/career measures based on October and December decisions 	Determine which CCI measures should be included in simulations
	<ul style="list-style-type: none"> • Review simulation of college measures 	No action required

Meeting Date	Topic	Action
	based on December decisions	
	<ul style="list-style-type: none"> • Presentation of more proposed non-CCI indicators 	No action required
April 2014	<ul style="list-style-type: none"> • Continue to review research of career measures based on December decisions 	Determine which career measures should be included in simulations
	<ul style="list-style-type: none"> • Continue to review simulation based on February decisions 	No decision required
June 2014	<ul style="list-style-type: none"> • Continue to review simulations based on April decisions 	No decision required
	<ul style="list-style-type: none"> • Presentation of non-CCI measures 	Determine which non-CCI indicators need additional research
August 2014	<ul style="list-style-type: none"> • Consideration of CCI indicators for the API based on simulations 	Recommend to the Superintendent which measures should be included in the CCI—anticipate State Board of Education (SBE) item in November 2014
	<ul style="list-style-type: none"> • Begin reviewing research on non-CCI measures 	No action required

Education Code Sections that Reference Statewide and Similar Schools Ranks

Since 1999, the California *Education Code* has been amended to add approximately 26 uses of statewide and similar schools ranks to: (a) determine funding eligibility/priority, (b) trigger requirements for reporting, (c) determine priority for professional development, and (d) determine eligibility for program participation.

The table below indicates the various uses of the statewide and similar schools ranks.

Legislative Uses of Statewide and Similar Schools Ranks Current and Sunset—Unduplicated Count

Types of Uses for the Statewide and Similar Schools Rank	Number of Current Uses	Number of Sunset Uses
Funding and Grants	6	4
Reporting/Program Requirements	7	1
Professional Development	3	1
Program Participation	4	--
Total	20	6

Examples of Programs That Require the Use of Statewide and Similar Schools Ranks

Funding and Grants

- State Preschool Program
- School Assessment of Buildings and Emergency Repair

Program Requirements

- Open Enrollment
- Quality Education Investment Act
- Charter School Renewal
- Williams Act

Professional Development

- National Board Certification Program
- Certificated Staff Mentoring Program

Program Participation

- Assumption Program of Loans for Education
- Extra Credit Teacher Home Purchase Program



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School Report

(For CDE internal use only)

School Information		
School Name:	Sample High (SQS report)	
School Address:	Sample Avenue, CA Zip	
School Phone:	(XXX) XXX-XXXX	
County/LEA:	Sample County / Sample Unified	
School Type:	High School	
CDS Code:	xx-xxxx-xxxxxx	
<p>2011 Base: 782 2012 Growth: 794 Met all 2012 Growth Target: Yes</p>		
Category	Rating	Description of Rating
Improvement Over Time		This met both schoolwide and all student group targets in one of the last three years
Performance of English Learner Students		This school's English Learners (ELs) performed above the statewide average for ELs in high schools
Performance of Socioeconomically Disadvantaged Students		This school's Socioeconomically Disadvantaged (SED) students performed about the same as the statewide average for SED students in high schools
Performance of African American Students		This school's African American students performed about the same as the statewide average for White students in high schools
Performance of Hispanic Students		This school's Hispanic students performed about the same as the statewide average for White students in high schools
Graduation Rate		This school's Graduation Rate is between 86 and 90%
Average Rating		

Questions: Evaluation, Research, and Analysis Unit | evaluation@cde.ca.gov | 916-322-3245