California and the Every Student Succeeds Act

Plan Development Update

State Board of Education Meeting

May 10, 2017

CALIFORNIA DEPARTMENT OF EDUCATION
Tom Torlakson, State Superintendent of Public Instruction

Update on Assurances

- Every Student Succeeds Act (ESSA) Section 8304 requires that each state that submits a consolidated State Plan must have on file with the U.S. Department of Education (ED) a single set of assurances.
- March 2017: State Board of Education (SBE) approved staff recommendation to authorize SBE President to sign and submit assurances by the due date established by the ED.
- Assurances template, at the time, included references to the now rescinded ESSA accountability regulations.
- ED signaled it would revise the assurances template to remove references to the accountability regulations and move the due date for assurances from April 3 to June 2, 2017.
- April 27: ED published revised assurances template for public comment, which closed on May 5.
- Final assurances template available soon; SBE authorization from March 2017 meeting still in effect.

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ESSA State Plan Guiding Principles

- Goal: Create a single, coherent system that avoids the complexities of having separate state and federal accountability structures.
- Ensure that state priorities and direction lead the plan with opportunities in the ESSA leveraged to assist in accomplishing goals and objectives.
- Refresh applications, plans, and commitments to ensure that local educational agencies are evidencing alignment of federal funds to state and local priorities.
- Use the ESSA State Plan to draw further focus to California's commitment to the implementation of rigorous state standards, equity, local control, performance, and continuous improvement.
- Leverage state administrative funds to realign California Department of Education (CDE) operations to state priorities.
- Strategically approach state-allowed reservations from Title programs to further state priorities.

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Recommendation

The CDE recommends that the SBE approve the draft ESSA State Plan for the statutorily required 30-day public comment period. The CDE will bring a final draft of the State Plan to the SBE for approval in September 2017.

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Next Steps

Month	Plan Development Activity
May 2017	• Complete working draft of ESSA State Plan presented to the SBE • 30 day public comment period begins
June 2017	• California Practitioners Advisory Group (CPAG) provides feedback on draft plan
July 2017	• Feedback from CPAG presented to the SBE
August 2017	• CPAG provides feedback on public comment
September 2017	• Public comment and feedback from CPAG on comment presented to the SBE • SBE approves ESSA State Plan • ESSA State Plan submitted to ED on September 18

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Document Overview

- Plan is built upon input from:
  - California stakeholders
  - SBE discussion
  - SBE staff
  - CDE staff
- Written at high level to afford maximum flexibility
- Uses the template provided by ED, with responses to ED prompts provided in shaded text boxes
- Glossary
- Material to provide context that will not be submitted to ED:
  - Introduction
  - Italicized text where needed throughout the document

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Three Types of Responses

- Most responses reflect policy decisions made by SBE since 2010
- Some responses include staff recommendations that reflect SBE discussion and stakeholder input, such as:
  - Native language assessments
  - Establishment of long-term goals
  - Identification of schools
  - Annual measurement of achievement (95% participation rate)
- Some content is less well-defined, such as:
  - Statewide system of support
  - Reservations for state-level activities
  - Addressing the “ineffective teacher” requirement

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Statewide System of Support

- Coherent, integrated system will include:
  - Supports for lowest-performing 5% of schools (comprehensive supports and interventions)
  - Supports for schools with groups of students performing at the same level as the lowest-performing 5% (targeted supports and interventions)
  - State-level reservations and activities under Titles II, III, and IV
- System must align with and support California's Local Control Funding Formula (LCFF)-based system, must not be ESSA-driven
- Deep commitment to collaboration across agencies to maximize impact and avoid redundancies
- Next steps
  - SBE information memorandum in June 2017, agenda item in July 2017
  - More extensive stakeholder input

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Addressing "Ineffective Teacher" Requirement

"Ineffective teacher" will need to be defined in the context of California. Goals include:

1. Respecting local collective bargaining agreements
2. Facilitating cooperation between teachers and school leadership
3. Avoiding the mislabeling of people and schools
4. Ensuring equity of teaching

Next steps

- More stakeholder input (May and June)
  - California Teachers Association
  - Association of California School Administrators
  - Equity advocacy groups
  - California School Boards Association
  - California Parent Teacher Association
  - California Practitioners Advisory Group
- Preliminary findings presented to the SBE in July 2017

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Stakeholder Engagement Phase IV

Regional Stakeholder Meetings

Date/Time	Location
May 25 **5-7 p.m.**	Lake County Office of Education Lakeport, CA
May 30 **9–11 a.m.**	Sacramento County Office of Education Rancho Cordova, CA
May 30 **6–8 p.m.**	Sacramento County Office of Education Mather, CA
June 5 **9–11 a.m.**	Stanislaus County Office of Education Modesto, CA
June 7 **6–8 p.m.**	San Diego County Office of Education San Diego, CA
June 8 **9–11 a.m.**	San Diego County Office of Education San Diego, CA
June 14 **6–8 p.m.**	Los Angeles County Office of Education Downey, CA
June 15 **9–11 a.m.**	Los Angeles County Office of Education Downey, CA

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Stakeholder Engagement Phase IV

- State Superintendent letter to LEAs
- Joint webinars with stakeholder organizations
- Phase IV Toolkit
  - State Plan separated into sections
  - Overview videos for each section
    - Program purpose
    - Estimated funding
    - State Plan requirements
    - California's responses
  - Facilitator guide for hosting local stakeholder meetings
  - Public Comment Survey

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Objectives

1. Presentation of staff recommendations in four sections of the plan:
   - Identification of Schools
   - Annual Measurement of Achievement (95% participation rate)
   - Establishment of Long-term Goals
   - Native Language Assessments
2. Questions regarding additional sections of the plan
3. Approval of the plan for the 30-day public comment period

What are the questions you would like to ask of the public?

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Accountability Decisions Made by the State Board of Education

Accountability Decisions

- The State Board of Education (SBE) has made the following decisions regarding the new accountability system:
  - Approved a concise set of state indicators that also met the Every Student Succeeds Act (ESSA) requirements, based on deliberations in March and May 2016.
  - Approved a methodology for state indicators that uses both Status and Change resulting in five colored performance levels and 25 results on the 5X5 colored grid.

Accountability Decisions

- Approved the performance standards based on the distributions of local educational agencies (LEAs) for both Status and Change, separately for each indicator. Therefore, the performance standards vary by indicator.

- Approved an annual process to review indicators and performance standards to consider whether changes or improvements are needed.

Background on Requirements for Identifying the Lowest-Performing Five Percent of Title I Schools

Identification of Schools For Assistance

- Under ESSA, the state accountability system must include an approach to identify the lowest-performing five percent of Title I funded schools in need of support based on low overall performance (comprehensive support) or schools based on consistent underperformance of student groups (targeted support).

Identification of Schools For Assistance

- Consistently underperforming student groups must include at least any student group in a school that, on its own, would meet the criteria for being in the lowest-performing five percent of Title I schools.

Identification of Schools For Assistance

- ESAA requires that the approach to identify schools for comprehensive and targeted support provide much greater weight, in the aggregate, to the indicators related to academics (e.g., student test scores, progress of English learners, graduation rates, and additional academic measure for K-8) than the other measure(s).

Options for Identifying the Lowest-Performing Five Percent

Approach for Identifying LEAs for Support under LCFF

Criteria for Determining LEA Eligibility for Technical Assistance and Intervention

Basics (Priority 1)
- *Not Met for Two or More Years* on Local Performance Indicator

Implementation of State Academic Standards (Priority 2)
- *Not Met for Two or More Years* on Local Performance Indicator

Parent Engagement (Priority 3)
- *Not Met for Two or More Years* on Local Performance Indicator

Pupil Achievement (Priority 4)
- *Red* on both English Language Arts and Math tests OR
- *Red* on English Language Arts or Math test AND *Orange* on the other test OR
- *Red* on the English Learner Indicator (English learner student group only)

Pupil Engagement (Priority 5)
- *Red* on Graduation Rate Indicator OR
- *Red* on Chronic Absence Indicator

School Climate (Priority 6)
- *Red* on Suspension Rate Indicator OR
- *Not Met for Two or More Years* on Local Performance Indicator

Access to and Outcomes in a Broad Course of Study (Priorities 7 & 8)
- *Red* on College/Career Indicator

Coordination of Services for Expelled Pupils – COEs Only (Priority 9)
- *Not Met for Two or More Years* on Local Performance Indicator

Coordination of Services for Foster Youth – COEs Only (Priority 10)
- *Not Met for Two or More Years* on Local Performance Indicator

The California Model and Academic Indicators

Most of the state indicators in the California Model are academic. Therefore, by design, the California Model already meets the ESSA requirement that academic indicators have greater weight in the aggregate.

Indicator Type	Elementary and Middle School Indicators	High School Indicators
Academic	Academic (ELA & mathematics)	College/Career (Includes ELA & mathematics)
	English Learner Progress	English Learner Progress
	Chronic Absenteeism	Graduation Rate
Non Academic	Suspension	Suspension

Options for Identifying the Lowest-Performing Five Percent

- Based on feedback from educational stakeholders and the Technical Design Group (TDG), three options for identifying the lowest five percent of Title I schools were included in the State Board of Education (SBE) April Information Memoranda.

Options for Identifying the Lowest-Performing Five Percent

- All three options use the color-coded performance levels for state indicators in the identification of lowest performing five percent.

Options for Identifying the Lowest-Performing Five Percent

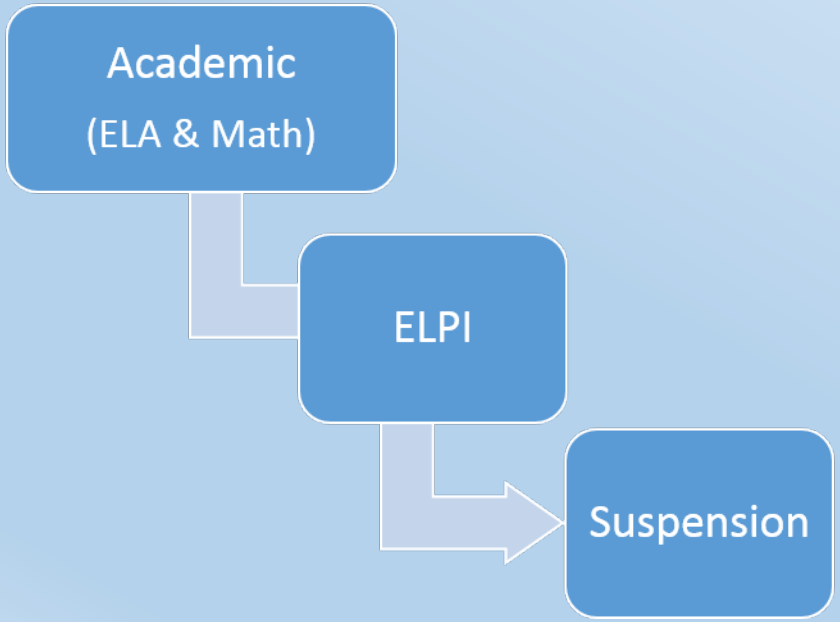
- **Option 1:** Expand pool of schools up to at least 5 percent based on performance on all applicable indicators
  - Schools that are Red on all indicators that apply to that school (e.g., RRRR, RRR, RR, R) would be identified first. Schools with Red on all indicators except one where the remaining indicator is Orange (RRRO, RRO, RO) would be identified next. Etc.
  - Note: For the Academic Indicator, ELA and mathematics assessment results could actually be treated as two separate indicators or as a single indicator consistent with criteria for LEA support under LCFF

Options for Identifying the Lowest-Performing Five Percent

- **Option 2:** Same as Option 1, but provide more/less weighting to one or more indicators (e.g., give one or more indicator double weight or half weight).

Options for Identifying the Lowest-Performing Five Percent

- **Option 3:** Look at the performance levels for one or more indicators to establish a pool of eligible schools, then move to other indicators.



Advisory Group Recommendations

- The TDG Recommended Option 1.
  - TDG preferred considering ELA and mathematics as separate indicators because treating it as a single indicator provides half the value for each assessment and leads to less differentiation among schools.
  - Options 2 and 3 provide greater and/or less value to certain indicators, which is in conflict with the direction of the new accountability system that values all indicators equally.

Advisory Group Recommendations

- California Practitioners Advisory Group:
  - A majority of the members preferred Option 1 (with ELA and math considered together) because it is more aligned to the California Way.
  - If ELA and math are considered separately, members recommended not providing additional weight to select indicators, but instead to provide less weight to the suspension rate.
  - A select number of members preferred Option 3, but with ELA and math as separate indicators.

Key Policy Consideration

Alignment to State Accountability System: In September 2016, the SBE approved criteria for LEA eligibility for support under LCFF. Those criteria do not apply differential weighting to indicators or have a sequence of considering indicators (which effectively gives different weight to indicators).

Option 1 is most closely aligned to the approach for using indicators to determine eligibility for support that the SBE approved in adopting evaluation rubrics.

Option 1 is included in the initial draft State Plan that staff recommend putting out for public comment.

Other Considerations

Variability of Applicable Indicators: Because schools must have “30 or more” students to receive a performance level (or color), not all schools receive a color for each indicator.

Indicator Type	Elementary and Middle School Indicators	High School Indicators
Academic	Academic (ELA & mathematics)	College/Career (Includes ELA & mathematics)
	English Learner Progress	English Learner Progress
	Chronic Absenteeism	Graduation Rate
Non Academic	Suspension	Suspension

Other Considerations

Relevance of All Indicators. In a multiple measures system, will all measures be used?

- For Option 3 (sequential selection), it is possible some indicators will not contribute to the selection of the five percent (i.e., the criteria for first and second indicator might identify more than 5 percent so there is no need to consider other indicators).

Participation Rate, Long-Term Goals, and Interim Goals

Participation Rate

- ESSA requires that the 95 percent participation rate be factored into the accountability system.
- The CDE will report whether schools met the 95 percent participation requirement based on a unique symbol. For example, a color coded image or icon specific to participation rate could be displayed.

Participation Rate (Cont.)

- Assistance specific to meeting the 95 percent participation rate will be offered to schools that do not meet that participation rate through the statewide system of support.

Long-Term and Interim Goals

- ESSA requires states to establish ambitious long-term goals, which include measurements of interim progress toward meeting the goals for all students and separately for each student group. Goals are required for:
  - Academic achievement, as measured by the statewide assessments in English language arts (ELA) and mathematics
  - The four-year cohort graduation rate
  - Progress Toward Achieving English language proficiency for English learners

Long-Term and Interim Goals (Cont.)

- The goals must:
  - Set the same length of time for each indicator for all students and for each student group to achieve the goal.
  - Take into account the improvement necessary to make significant progress in any statewide achievement gaps for student groups on assessments and graduation rates.
  - Reflect increases the percentage of English learner students making progress in achieving English language proficiency.

Long-Term and Interim Goals (Cont.)

- The SBE has not yet established long-term goals.
- In addition, the SBE has not established a specific timeline for reaching goals.

Long-Term and Interim Goals (Cont.)

- The SBE expects to revise the performance levels for state indicators every five to seven years.
- Accordingly, the timeline for reaching the goals should be aligned with the performance level revision timeline (i.e., five to seven years).

Long-Term and Interim Goals (Cont.)

- The SBE could set the goals by setting specific targets. For example, under Adequate Yearly Progress (AYP) the target for the graduation rate was 90%. Annual targets would be calculated based on the established timeline to meet the goal.

2015-16 Graduation Rate A	Target Graduation Rate B	Distance to Goal (B-A)	Years to Meet the 90% Goal C	Annual Target (B-A)/C
79.5%	90%	(90-79.5)=10.5	7	1.5% (10.5/7)

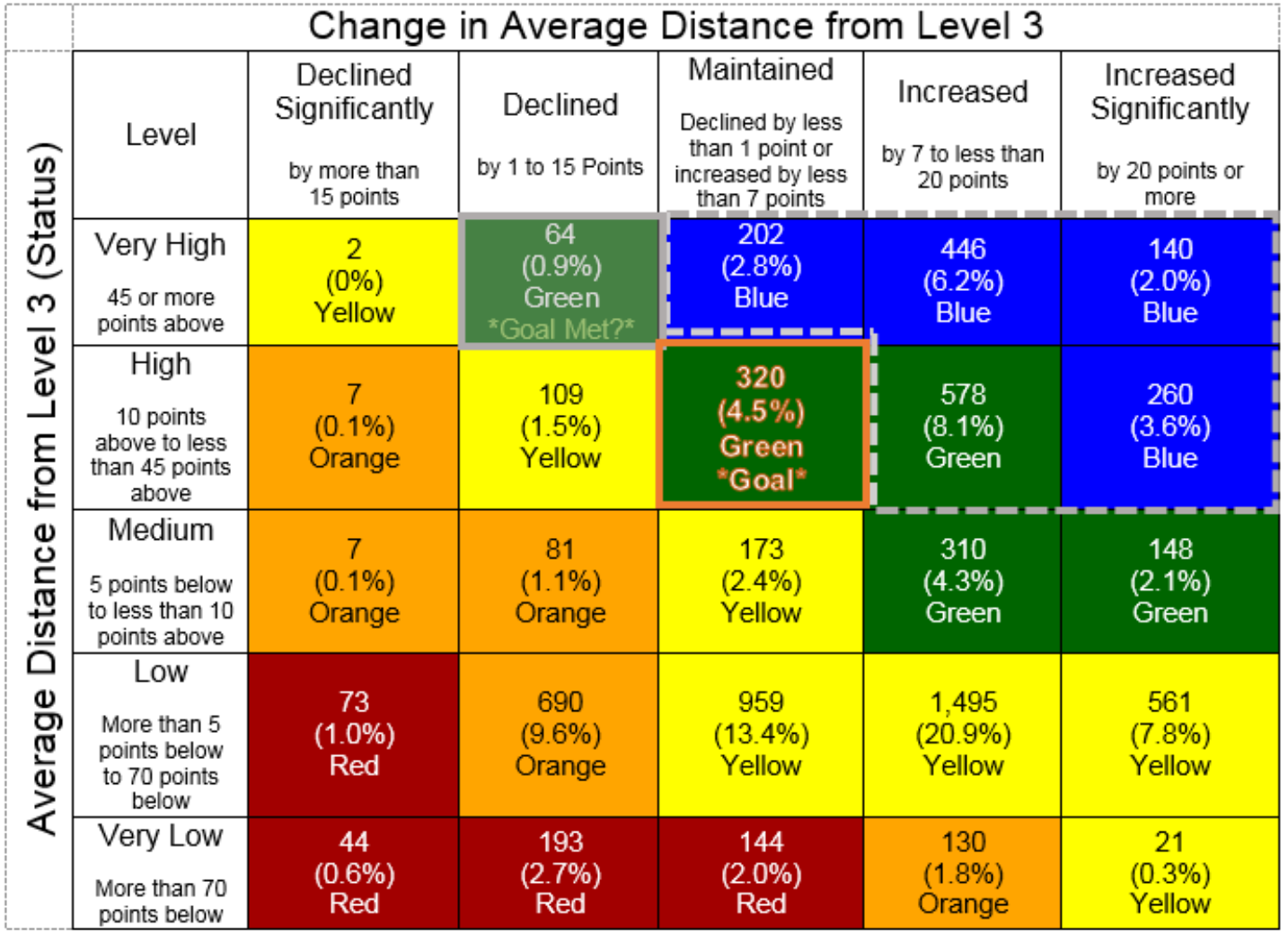
Long-Term and Interim Goals (Cont.)

- The SBE could set the goal using colors, which includes a range of scores in each of the 25 results on the 5X5 colored grid.
- The CDE is recommending setting the goal using the 5x5 colored grid because this methodology aligns more closely with the California Model.

Long-Term and Interim Goals (Cont.)

- Setting the Green performance level as the long-term goal would establish ambitious goals and represents a logical starting place for establishing goals.
- As a starting point for stakeholder input, during the public comment period, staff have identified the cell for High (Status) and Maintained (Change) as a potential goal.

School ELA Academic Indicator – Distance from Level 3



Average Distance from Level 3 (Status)	Change in Average Distance from Level 3					
	Level	Declined Significantly by more than 15 points	Declined by 1 to 15 Points	Maintained Declined by less than 1 point or increased by less than 7 points	Increased by 7 to less than 20 points	Increased Significantly by 20 points or more
	Very High 45 or more points above	2 (0%) Yellow	64 (0.9%) Green *Goal Met?*	202 (2.8%) Blue	446 (6.2%) Blue	140 (2.0%) Blue
	High 10 points above to less than 45 points above	7 (0.1%) Orange	109 (1.5%) Yellow	320 (4.5%) Green *Goal*	578 (8.1%) Green	260 (3.6%) Blue
	Medium 5 points below to less than 10 points above	7 (0.1%) Orange	81 (1.1%) Orange	173 (2.4%) Yellow	310 (4.3%) Green	148 (2.1%) Green
	Low More than 5 points below to 70 points below	73 (1.0%) Red	690 (9.6%) Orange	959 (13.4%) Yellow	1,495 (20.9%) Yellow	561 (7.8%) Yellow
	Very Low More than 70 points below	44 (0.6%) Red	193 (2.7%) Red	144 (2.0%) Red	130 (1.8%) Orange	21 (0.3%) Yellow

Note: 27.2% of schools currently meet this proposed goal, making the goal ambitious.

Long-Term and Interim Goals (Cont.)

- For this potential goal, all the Blue cells would exceed the goal. The Green cell to the right of the of High (Status) and Maintained (Change) Green cell would also exceed the goal.
- The SBE would need to decide if the “Very High” Status and “Declined” Change Green cell would meet the goal.

Long-Term and Interim Goals (Cont.)

- The CDE has produced a report that indicates where schools are on the five-by-five colored grid, allowing schools to determine how much improvement is needed to reach that goal (i.e., set their interim goals).

School Level Academic Indicator: ELA
Student Group Results

Student Groups	Total*	Red	Orange	Yellow	Green	Blue
All Schools (Total = 7,157)	7,157	454 (6.3%)	915 (12.8%)	3,320 (46.4%)	1,420 (19.8%)	1,048 (14.6%)
African American	1,316	373 (28.3%)	237 (18.0%)	597 (45.4%)	74 (5.6%)	35 (2.7%)
Asian	1,702	23 (1.4%)	85 (5.0%)	229 (13.5%)	408 (24.0%)	957 (56.2%)
Filipino	442	2 (0.5%)	24 (5.4%)	69 (15.6%)	138 (31.2%)	209 (47.3%)
Hispanic/Latino	6,277	504 (8.0%)	965 (15.4%)	3,713 (59.2%)	801 (12.8%)	294 (4.7%)
Native American	25	9 (36.0%)	3 (12.0%)	11 (44.0%)	2 (8.0%)	-
Pacific Islander	9	-	3 (33.3%)	4 (44.4%)	1 (11.1%)	1 (11.1%)
Two or More Races	558	9 (1.6%)	51 (9.1%)	70 (12.5%)	150 (26.9%)	278 (49.8%)
White	4,047	104 (2.6%)	399 (9.9%)	979 (24.2%)	1,257 (31.1%)	1,308 (32.3%)
Socioeconomically Disadvantaged	6,569	626 (9.5%)	1,118 (17.0%)	3,972 (60.5%)	642 (9.8%)	211 (3.2%)
English learners (0 years of RFEP)	4,509	1,818 (40.3%)	1,153 (25.6%)	1,469 (32.6%)	40 (0.9%)	29 (0.6%)
English learners (2 years of RFEP)	5,349	1,142 (21.4%)	985 (18.4%)	2,779 (52.0%)	242 (4.5%)	201 (3.8%)
English learners (4 years of RFEP)	5,722	760 (13.3%)	847 (14.8%)	3,271 (57.2%)	507 (8.9%)	337 (5.9%)
Students with Disabilities	4,153	1,991 (47.9%)	965 (23.2%)	1,060 (25.5%)	87 (2.1%)	50 (1.2%)

*Total = Number of schools with 30 or more students at the school level and student group level taking the CAASPP.
- = No data available due to less than 30 for that subgroup taking the CAASPP.

Next Steps

- The initial draft State Plan proposing using the High/Maintained cell as the goal for the required indicators.
- In July, CDE will present each 5x5 grid and get preliminary feedback on the goal and duration for each required indicator, with more detail on the specific distribution of schools and LEAs relative to each cell in the 5x5 grid.
- In the meantime, CDE can seek focused stakeholder feedback during public comment period on whether High/Maintained is the right goal, what other Green cells should be deemed to meet the goal, and what the timeline for meeting the goal should be.

Background on Requirements for Native Language Assessment

ESSA Assessment Requirements

Most of the ESSA Title I, Part A requirements for Challenging Academic Standards and Academic Assessments **are not present in the ESSA plan**, as they are part of the annual Peer Review Process and are fully described and evaluated in that review

Language Support

- California has identified **Spanish** as its language other than English that is present to a significant extent in the participating student population.

- California currently provides **stacked translations** in Spanish for **mathematics,** and is developing

    - embedded English glossaries
    - Translation glossaries in nine languages
    - Translated test directions and
    - Stacked translations in Spanish for the new California Science Tests

California Spanish Assessment

The State is also developing a new Spanish reading language arts assessment called the California Spanish Assessment.

- Aligned with the Common Core State Standards en Español, which is a translation of the Common Core State Standards in English Language Arts
- Includes linguistic augmentations specific to the Spanish language

California Spanish Assessment

- To provide **student-level data** in Spanish competency;
- To provide **aggregate data** that may be used for evaluating the implementation of Spanish language arts programs at the local level; and a
- To provide a high school measure suitable to be used, in part, for the State Seal of Biliteracy.

California Spanish Assessment and Accountability

- ED requires a native language assessment to measure the same constructs as the assessment administered in English. A test construct refers to the concept of the characteristic that a test is designed to measure.

- The CSA and the Smarter Balanced English Language Arts Assessments measure different constructs

- Therefore, staff recommends that the CSA is most appropriate for evaluating Spanish language programs locally and may be beneficial for the Local Control Accountability Plan (LCAP). The State will provide LEAs with access to data which can be considered in their LCAP development process.

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