

STATE OF CALIFORNIA

EDMUND G. BROWN JR., Governor

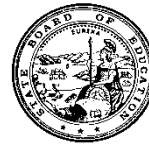
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State Board of Education Implementation System for Standards, Assessment, and Accountability

Introduction

With the adoption of the Common Core State Standards (CCSS) in August 2010, and the upcoming reauthorization of the statewide pupil assessment program in 2014, California is uniquely poised to update policies that link curriculum, instructional materials, assessment, and accountability in a coherent education system.

This paper describes work completed to date and identifies future activities of the State Board of Education (SBE). (See Appendix A for a graphic depiction.) Although identifying resources is critical to successful policy implementation, educational funding considerations are outside the scope of this analysis.

State Policy-Making Bodies

The development of education policy in California follows two key paths: statutory and regulatory. In addition, changes in federal laws and funding affect the outcome of California education policy.

The Legislature and the Governor

Although California voters can place initiatives on the ballot to change the State Constitution or the California *Education Code*, statutory revisions occur through legislation that is signed into law by the Governor.

The State Board of Education

The SBE, members of which are appointed by the Governor and confirmed by the State Senate, is the governing and policy-making body for California's kindergarten through grade twelve public education system. The SBE establishes educational policy by adopting rules and regulations. Other responsibilities of the SBE include, but are not limited to:

- Approving statewide academic standards in core subjects
- Adopting curriculum frameworks in eight core subjects and model frameworks in other subject areas such as career technical education
- Adopting instructional materials for kindergarten through grade eight

- Adopting tests and setting policies for statewide assessment programs
- Establishing accountability systems to comply with federal and State laws

Multiple advisory bodies provide information and recommendations to the SBE, among them the Instructional Quality Commission (IQC) and the Public Schools Accountability Act (PSAA) Advisory Committee. These advisory bodies consist of various appointees from the SBE, the State Superintendent of Public Instruction (SPI), the Legislature, and the Governor.

Recent state law, Assembly Bill (AB) 250 (Chapter 608, Statutes of 2011), established the IQC, which is charged with recommending curriculum frameworks and instructional materials to the SBE, as well as advising and making recommendations to the SBE on the alignment of academic standards, curriculum frameworks, instructional materials, professional development programs, pupil assessments, and academic accountability systems.

The California Department of Education

The State Superintendent of Public Instruction is a constitutional officer elected by the people on a nonpartisan ballot for a four-year term. The SPI directs the California Department of Education (CDE), which administers and ensures the implementation of laws, regulations, and policies for California public schools.

The Development of California Education Policy

The development of California education policy is based on a complex educational governance structure that includes many organizations, schools, districts, and county, state and federal agencies, with overlapping responsibilities. This document describes key policy areas of development in progress and outlines expectations ongoing revisions and implementation.

Over the past two decades, states and communities across the country have embarked on far-reaching systemic efforts to increase the success of their schools. Central to these diverse efforts has been an emphasis on high academic standards—describing what all children should know and be able to do, high-quality assessments geared to those standards, and accountability systems to determine academic success.

Standards, Frameworks, and Instructional Materials

The federally reauthorized Elementary and Secondary Education Act (ESEA) of 1996 required states to adopt challenging state content standards in at least reading and mathematics by the beginning of the 1997–98 school year, and performance standards showing the level students are expected to attain. In 1997, California adopted nationally-recognized standards for mathematics and English language arts, followed by the adoption of standards for science and history-social science in 1998. In addition to the adoption of standards for these core courses, the State Board has also adopted standards for visual and performing arts, physical education, health education, world languages, and school libraries.

In June of 2010, the National Governors Association and the Council of Chief State School Officers released the CCSS for mathematics and English language arts, which have been adopted by 45 states to date. The standards build upon the strengths of the initial 1997 California standards and are research-based and internationally benchmarked. In August 2010, the SBE adopted the CCSS for California with amendments. Senate Bill 1200 (Chapter 654, Statutes of 2012) authorizes the SBE to adopt college and career readiness anchor standards developed by the CCSS Initiative Consortium and to modify the English language arts and mathematics standards. Timelines for these activities are provided in Appendix B.

The CCSS provide a consistent, clear understanding of what students are expected to learn in the areas of English language arts, literacy standards for history/social studies, science, and technical subjects, and mathematics for kindergarten through grade twelve. They are designed to be robust and relevant to the real world, reflecting the knowledge and skills needed for high school graduates to succeed in entry-level, credit-bearing academic college courses and workforce training programs.

Building upon the adoption of the CCSS for English language arts and mathematics, California is also updating, revising, and aligning its English language development standards. The SPI convened a group of experts in English language instruction, curriculum, and assessment, and after receiving public input, the SPI will present revised English language development standards for adoption to the SBE in November 2012. Following the SBE's adoption of the English language development standards, the IQC will develop a framework that incorporates both the English language arts and English language development standards and addresses how educators in the state will address the standards using best instructional practices.

In addition, California is one of 20 lead state partners for developing next generation science standards. The release of the *Framework for K-12 Science Education* in July 2011 was the first of two steps to develop new science standards. This framework identified the core ideas and practices in natural sciences and engineering with which all students should be familiar by the time they graduate from high school. As a second step, through a state-led process, new K–12 science standards are being developed that will be rich in content and practice, arranged in a coherent manner across disciplines and grades to provide all students an internationally benchmarked science education. The final version of the standards will be presented by the SPI in July 2013 to be adopted by the SBE in November 2013.

While standards designate what to teach at specific grade levels, curriculum frameworks provide guidelines and research-based approaches for implementing instruction to ensure optimal learning for all students. Frameworks also include guidance and criteria to publishers for developing instructional materials for kindergarten through grade eight that are aligned to the standards. AB 1246 (Chapter 668, Statutes of 2012) addresses the adoption of instructional materials aligned to the standards. The bill establishes timelines for these adoptions, as

presented in Appendix B. The IQC will recommend revised frameworks for mathematics and English language arts/English language development to the SBE, followed by 60-day public reviews and final recommendations to the SBE.

Adoption of new, CCSS-aligned materials is scheduled for mathematics by 2014, with English language arts/English language development to follow. During the interim, the SPI invited publishers of mathematics and English language arts instructional materials to submit supplemental instructional materials that bridge the gap between programs currently used by local educational agencies and California's CCSS. Teachers and content experts recruited by the SPI and the SBE reviewed the supplemental materials for alignment to the CCSS and made recommendations to the IQC, for recommendation for adoption by the SBE in November 2012. The SBE action will result in a list of approved supplemental materials that are aligned to the CCSS and may be considered by districts for purchase to support the local implementation of the CCSS.

Local districts will then determine curricular priorities, adopt supplemental and core materials for kindergarten through grade eight, and adopt high school materials as determined by their local needs for supporting student success.

Assessment Programs

California's assessment system currently assesses a broad range of grades and subjects. (See Appendix C.) The vast majority of these assessments are included in the Standardized Testing and Reporting (STAR) program, which is scheduled to sunset in 2014.

In anticipation of the reauthorization of the assessment program, AB 250 (Chapter 608, Statutes of 2011) requires the SPI to consult with a broad constituency of stakeholders and provide a recommendation to the Legislature by November 2012. (See Appendix D for a list of the sixteen considerations required by AB 250.) Among many key considerations to be included in the recommendation are the following:

- The extent to which California will develop assessments for grades and subjects not required by ESEA¹
- The future of the high school exit examination requirement
- The relationship between secondary pupil assessments and college/career readiness

¹ ESEA requires states to assess all pupils each year in grades three through eight and at least once in high school in English language arts and mathematics. In addition, ESEA requires that each state assess the English language proficiency of all English learner pupils in kindergarten through grade twelve. The results of these assessments are used for state and federal accountability purposes.

- The role of the state in developing diagnostic, interim, and/or formative assessments
- The use, if any, of matrix testing to decrease individual pupil testing time
- The use of technology to enhance assessments and provide more rapid feedback to teachers, parents, and students
- Ensuring that assessments are fair, reliable, and valid for all pupils, including English learners, students with disabilities, and pupils who may have limited access to technology

In 2010, the United States Department of Education awarded grants to two assessment consortia, the Partnership for Assessment of Readiness for College and Careers (PARCC) and the Smarter Balanced Assessment Consortium (SBAC) to develop new assessments that are aligned to the Common Core State Standards for English language arts and mathematics and provide information about college and career readiness. State participation in the two consortia is voluntary, and in June 2011, California joined SBAC as a governing state, which provides California with an active role in the development of the assessments. SBAC will provide assessments that are scheduled for full implementation in the 2014–15 school year and will meet ESEA testing requirements.

Because the extension or revision of the statewide assessment program will occur through future legislation, many details regarding the number and types of assessments have yet to be determined. Once the statewide assessments are in place and details are released regarding the use of SBAC interim and formative assessments, LEAs will determine what, if any, additional assessments to implement locally.

Accountability Systems

The primary statewide accountability system in California is the Academic Performance Index (API), established by the Public Schools Accountability Act of 1999 (PSAA). This legislation also established a PSAA Advisory Committee to advise the SPI and the SBE on matters related to accountability. To date, the API has been calculated based on pupil performance on the STAR program assessments and the California High School Exit Examination (CAHSEE); however, legislation requires that graduation and dropout rates be included in the API at such time as the SPI determines the accuracy of the data. The PSAA has yet to recommend to the SPI that graduation and dropout rates be included in the API. As the assessment system is reauthorized, it is likely that further legislative changes to align the API with any new or revised assessments will be required.

In addition to the API, Proposition 98, approved by California voters in 1988, added the requirement for local educational agencies to publish annual School Accountability Report Cards (SARCs) to guarantee accountability for dollars spent. Since 1988, SARC requirements have been revised more than ten times, and the resulting SARC reports

include a long list of detailed information related to school climate and staffing, academic achievement, and college and career preparation. The CDE and the SBE are in the process of considering how the SARC could be improved to be more accessible and useful as an accountability tool.

Currently, ESEA requires each state to ensure that all schools and districts make adequate yearly progress (AYP) for all pupils to become proficient in English language arts and mathematics and by 2013–14. In California, to be considered as making AYP, each school and LEA must meet requirements both school and LEA-wide, and for all numerically significant subgroups at the school or LEA, in four categories:

- Pupil participation on statewide tests
- Percentage of pupils scoring at or above the proficient level in English-language arts and mathematics on statewide tests (STAR program assessments for grades three through eight and the CAHSEE for grade ten)
- Meeting growth targets set in place by the statewide accountability system (school or LEA-wide targets only)
- Graduation rate (if grade twelve students are enrolled)

Schools and LEAs that receive federal Title I, Part A, funds and that do not meet AYP criteria for two consecutive years are identified in Program Improvement and must provide certain types of services and/or interventions. A school or LEA that makes AYP for two consecutive years will exit Program Improvement and will not be subject to additional corrective actions or other ESEA sanctions. In addition to meeting AYP, schools that receive federal funds may also be subject to various federal accountability systems, including, but not limited to, accountability regarding special education, English learners, and teacher qualifications.

Conclusion

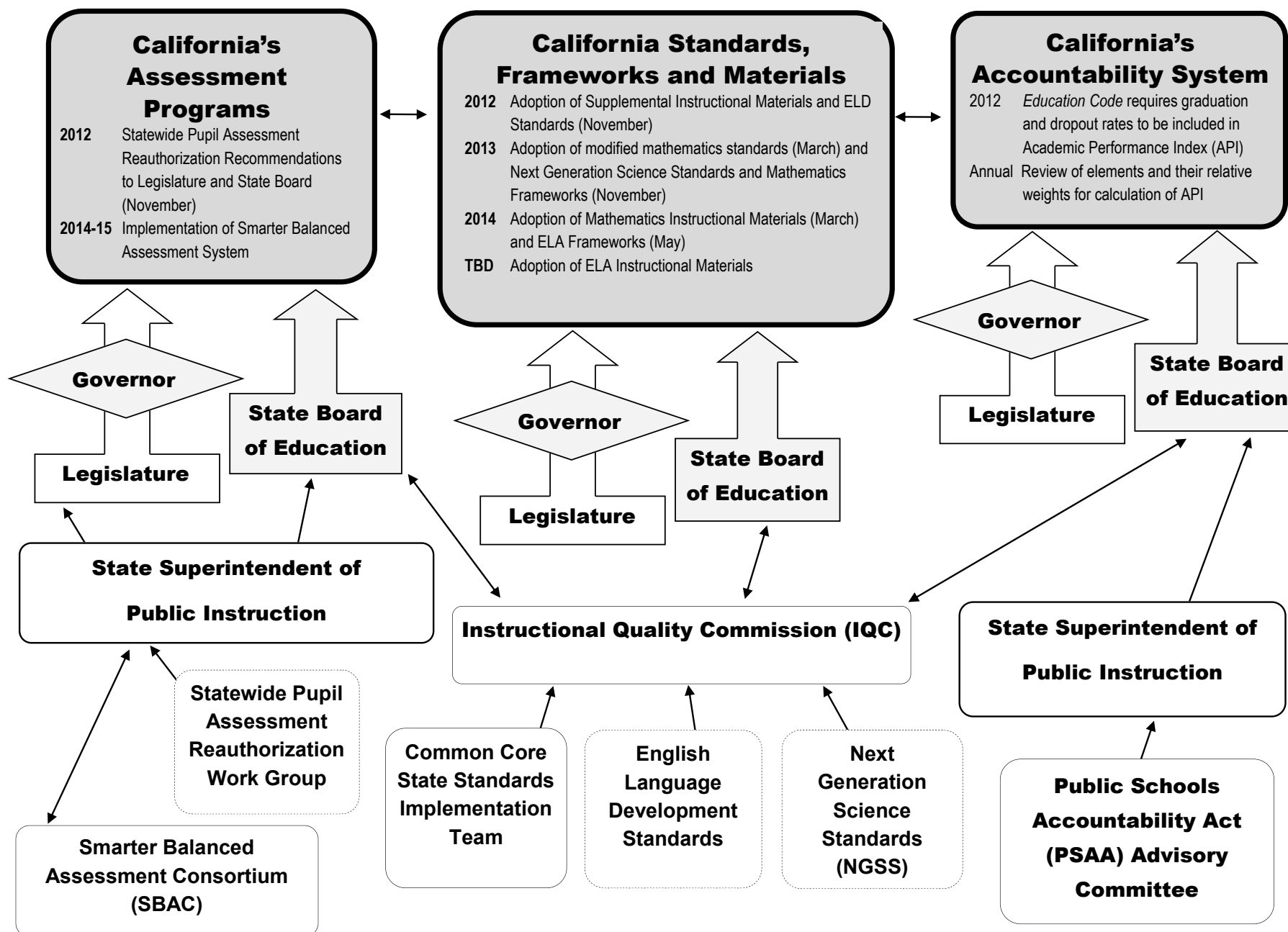
While much work has been done to create coherent policies integrating standards, assessment, and accountability, much work lies ahead. Participation from stakeholders, including districts and county offices of education, teachers, parents, students, and communities will ensure that this work results in improved achievement for California's students.

Many avenues exist by which the public can participate. Updates to the SBE and to the public will continue to occur at each scheduled meeting of the SBE. (Past updates on the CCSS and the reauthorization of the pupil assessment system can be found on the SBE Agenda Web page at <http://www.cde.ca.gov/be/ag/ag/> and meeting schedules can be found on the SBE Schedule Web page at <http://www.cde.ca.gov/be/mt/st/>.)

The IQC meets publically, and past meeting agendas and future meeting schedules can be found on the IQC Web page at <http://www.cde.ca.gov/be/cc/cd/index.asp>.

In addition, a comprehensive view of the integration of the CCSS can be found on the CCSS Systems Implementation Significant Milestones Web page at <http://www.cde.ca.gov/re/cc/tl/index.asp>. This interactive timeline includes multiple opportunities for participation and feedback.

Appendix A: Statewide Implementation System for Assessment, Standards, and Accountability Programs



Appendix B: Planned Implementation of Assessment, Standards, and Accountability Programs

2012	<p>November</p> <ul style="list-style-type: none"> Statewide Pupil Assessment Reauthorization Report to Legislature and State Board Submission to the State Board of Education (SBE) of Supplemental Instructional Materials aligned to the Common Core State Standards in English-language arts (ELA) and mathematics Submission of the English Language Development (ELD) Standards to the SBE SBE appoints ELA Curriculum Framework and Evaluation Committee
2013	<p>January</p> <ul style="list-style-type: none"> Submission of career technical education model curriculum standards to the SBE <p>February</p> <ul style="list-style-type: none"> Supplemental instructional materials review report posted online <p>March</p> <ul style="list-style-type: none"> Anticipated submission of modified mathematics standards and anchor standards to the SBE Draft mathematics framework presented to the Instructional Quality Commission (IQC) Submission of review criteria for mathematics instructional materials to the SBE <p>Spring</p> <ul style="list-style-type: none"> Pilot testing of Smarter Balanced summative assessments <p>June</p> <ul style="list-style-type: none"> Draft mathematics framework presented to SBE <p>September</p> <ul style="list-style-type: none"> Draft English-language arts (ELA)/ELD framework presented to IQC <p>November</p> <ul style="list-style-type: none"> Submission of Next Generation Science Standards to the SBE Submission of mathematics frameworks to the SBE
2014	<p>January</p> <ul style="list-style-type: none"> IQC recommends draft ELA/ELD framework to the State Board <p>March</p> <ul style="list-style-type: none"> Submission of mathematics instructional materials for adoption by the SBE Submission of draft ELA/ELD supplementary instructional materials list to the SBE <p>Spring</p> <ul style="list-style-type: none"> Field testing of Smarter Balanced Assessment summative assessments <p>May</p> <ul style="list-style-type: none"> Submission of ELA/ELD frameworks to the SBE Submission of ELA/ELD supplementary instructional materials list for approval by the SBE
2015	<p>Spring</p> <ul style="list-style-type: none"> Administer operational Smarter Balanced summative assessments

Appendix C: Range of Assessments Required by State and Federal Laws and Proposed by the Smarter Balanced Assessment Consortium (SBAC)																		
Grade	Assessments Required by California Education Code ¹						Assessments Proposed by SBAC						Federal Assessments Required					
	English-language Arts (ELA)	Mathematics	History/Social Science	Science	Physical Fitness Test (PFT)	English Proficiency ²	ELA	Mathematics	History/Social Science	Science	Physical Fitness	English Proficiency	ELA	Mathematics	History/Social Science	Science	Physical Fitness	English Proficiency
K	--	--	--	--	--	CELDT	--	--	--	--	--	--	--	--	--	--	--	Yes
1	--	--	--	--	--	CELDT	--	--	--	--	--	--	--	--	--	--	--	Yes
2	STAR ³	STAR	--	--	--	CELDT	--	--	--	--	--	--	--	--	--	--	--	Yes
3	STAR	STAR	--	--	--	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
4	STAR (+ Writing)	STAR	--	--	--	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
5	STAR	STAR	--	STAR	PFT	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
6	STAR	STAR	--	--	--	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
7	STAR (+ Writing)	STAR (Grade 7 or Algebra I)	--	--	PFT	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
8	STAR	STAR (General Mathematics, Algebra I, or Geometry)	STAR	STAR	--	CELDT	SBAC	SBAC	--	--	--	--	Yes	Yes	--	--	--	Yes
9	STAR	STAR (General Mathematics, Summative High School Mathematics, or end of course [EOC])	--	STAR (EOC)	PFT	CELDT	--	--	--	--	--	--	--	--	--	--	--	Yes
10	STAR +CAHSEE ⁴	STAR (Summative High School Mathematics or EOC) +CAHSEE	STAR	STAR (Grade 10 and EOC ⁵)	--	CELDT	--	--	--	--	--	--	Once in grades 10-12	Once in grades 10-12	--	Life science: once in grades 10-12	--	Yes
11	STAR	STAR (Summative High School Mathematics or EOC)	STAR	STAR (EOC)	--	CELDT	SBAC	SBAC	--	--	--	--						
12	--	--	--	--	--	CELDT	--	--	--	--	--	--	--	--	--	--	--	--
CR ⁶	EAP	EAP	--	--	--	--	SBAC	SBAC	--	--	--	--	--	--	--	--	--	--

¹ Much of the current assessment system is scheduled to sunset in 2014. Future assessments will be determined by legislation.

² English language proficiency: the California English Language Development Test (CELDT) is administered to English learner (EL) pupils whose primary language is not English and to students previously identified as EL pupils who have not been reclassified as fluent English proficient.

³ The Standardized Testing and Reporting (STAR) Program assessments include California Standards Tests (or if designated on a pupil's individualized education plan, the California Modified Assessment or the California Alternate Performance Assessment); a direct writing assessment at least once in elementary and once in middle or junior high school; and the Standards-based Tests in Spanish for pupils who receive instruction in Spanish or who have been enrolled in a school in the United States for less than 12 months.

⁴ Pupils must satisfy both the ELA and mathematics portions of the California High School Exit Examination (CAHSEE) requirement as a condition of receiving a diploma. The CAHSEE is first administered to all pupils in grade ten. If pupils do not satisfy the requirement in grade ten, they may retake the ELA and/or mathematics portion of the CAHSEE twice in grade eleven, and up to five times in grade twelve.

⁵ To satisfy federal law, all pupils take a life science assessment in grade ten. According to state law, grade ten pupils also take EOC assessments for science courses in which they are enrolled.

⁶ College/Career Readiness: The Early Assessment Program (EAP) is a voluntary program designed to provide students, their families, and high schools with early signals about students' readiness for college-level English and mathematics. The EAP is taken as a part of the grade eleven California Standards Tests for ELA and Algebra II or Summative High School Mathematics.

Appendix D: Considerations for the Reauthorization of the Statewide Pupil Assessment System

Pursuant to Assembly Bill 250 (Chapter 608, Statutes of 2011), no later than November 1, 2012, the State Superintendent of Public Instruction shall submit a recommendation to the Legislature regarding the reauthorization of the statewide pupil assessment system. The recommendation shall include the following considerations:

- (1) Aligning the assessments to the standards adopted or revised pursuant to *Education Code* Section 60605.8.
- (2) Implementing and incorporating any common assessments aligned with the common set of standards developed by the Common Core State Standards Initiative consortium or other interstate collaboration in which the state participates.
- (3) Conforming to the assessment requirements of any reauthorization of Elementary and Secondary Education Act or any other federal law that effectively replaces that act.
- (4) Enabling the valid, reliable, and fair measurement of achievement at a point in time and over time for groups and subgroups of pupils, and for individual pupils.
- (5) Allowing the comparison from one year to the next of an individual pupil's scale scores in each content area tested, so as to reflect the growth in that pupil's actual scores over time.
- (6) Enabling and including the valid, reliable, and fair measurement of achievement of all pupils, including pupils with disabilities and English language learners.
- (7) Providing for the assessment of English language learners using primary language assessments.
- (8) Ensuring that no aspect of the system creates any bias with respect to race, ethnicity, culture, religion, gender, or sexual orientation.
- (9) Incorporating a variety of item types and formats, including, but not limited to, open-ended responses and performance-based tasks.
- (10) Generating multiple measures of pupil achievement, which, when combined with other measures, can be used to determine the effectiveness of instruction and the extent of learning.

- (11) Including the assessment of science and history-social science in all grade levels at or above grade four.
- (12) Assessing a pupil's understanding of and ability to use the technology necessary for success in the 21st century classroom and workplace.
- (13) Providing for both formative and interim assessments in order to provide timely feedback for purposes of continually adjusting instruction to improve learning.
- (14) Making use of test administration and scoring technologies that will allow the return of test results to students, parents, and teachers as soon as is possible in order to support instructional improvement.
- (15) Minimizing testing time while not jeopardizing the validity, reliability, fairness, or instructional usefulness of the assessment results.
- (16) Including options for diagnostic assessments for pupils in grade two.