

Item 1: Update on the Implementation of the Integrated Local, State, and Federal Accountability and Continuous Improvement System

State Board of Education

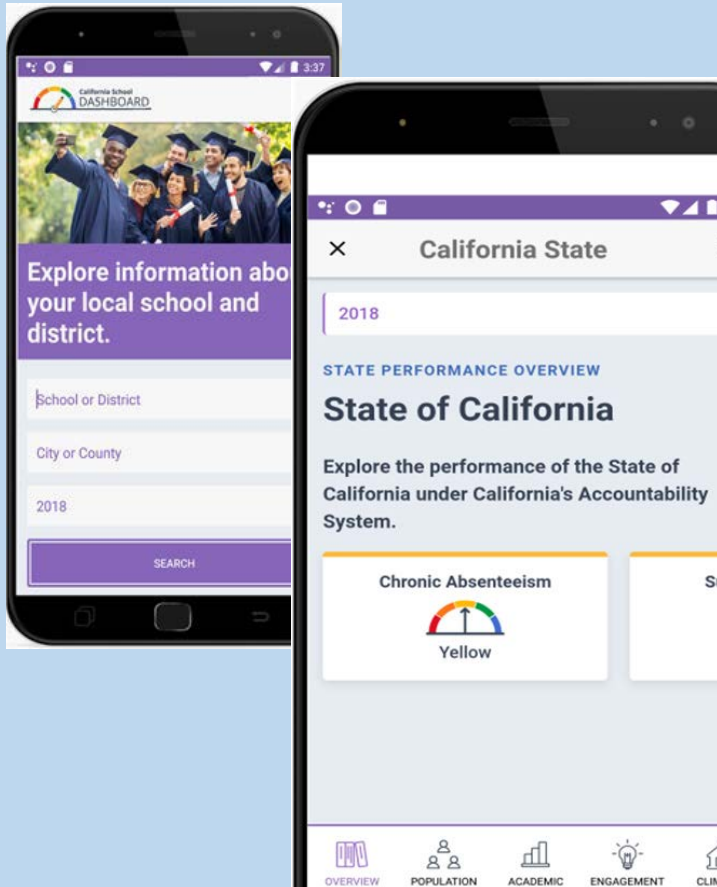
July 2019



TONY THURMOND
State Superintendent of Public Instruction

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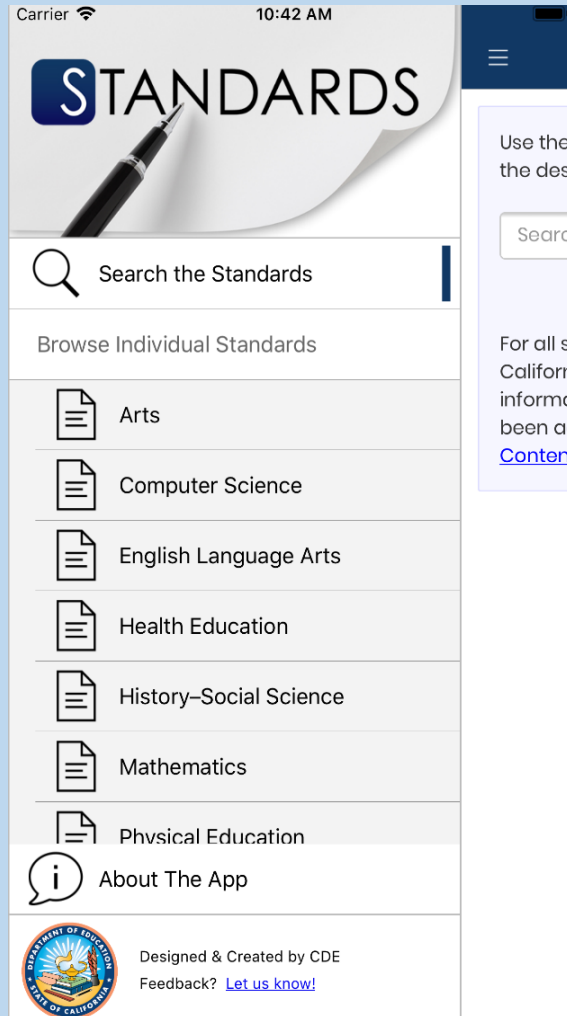


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Attachments

- **Attachment 1:** Implementing a Combined Four-and Five-Year Graduation Rate for the Graduation Rate Indicator
- **Attachment 2:** Applying the Three-by-Five Color Table to the College/Career Indicator
- **Attachment 3:** Update on the Waiver and Identification of Schools Related to the English Learner Progress Indicator
- **Attachment 4:** California School Dashboard Educational Outreach Activities

Item Recommendation

The California Department of Education (CDE) recommends that the State Board of Education (SBE) approve: (1) a combined four- and five-year graduation rate for the Graduation Rate Indicator; and (2) the application of the three-by-five color table to the CCI.

Attachment 1: Incorporation of a Combined Four- and Five-Year Graduation Rate for the Graduation Rate Indicator

Graduation Rate Indicator: Background

- Four-year cohort graduation rate is currently used for non-alternative schools on the California School Dashboard (Dashboard).
- Every Student Succeeds Act (ESSA) provides states the option to include a five-year graduation rate for accountability
- 974 out of 1,398 non-alternative schools have fifth-year graduates
- 5,652 students from Class of 2017 graduated in five years

Considerations Under ESSA

- If included as a separate indicator (i.e., standalone fifth-year graduation rate), a more rigorous long-term goal has to be set
- Twenty-four states have developed a combined four- and five-year graduation rate (e.g., simple or weighted average) and use the same long-term goal as their four-year rate
 - U.S. Department of Education (ED) has approved this method in these states' plans

School Support Under ESSA

- Under the Every Student Succeeds Act (ESSA), schools can be eligible for support and improvement in one of three categories:
 - Comprehensive Support and Improvement (CSI)
 - **CSI–Low Graduation Rate** (all high schools [regardless of Title I status] with average graduate rates below 67 percent)
 - **CSI–Lowest Performing** Title I Schools
 - Targeted Support and Improvement (TSI)
 - Additional Targeted Support and Improvement (ATSI)

Combined Rate and School Support

- Based on the CDE's recommended Option 3, the proposed combined rate can only increase schools' graduation rate, and would have minimal impact on school support eligibility:
 - 27 non-alternative schools would improve from Very Low Status to Low Status or Medium Status
 - Schools with Very Low Status have graduation rates less than 67 percent
- Of the schools identified for CSI in 2018–19 based on their average graduation rate, 221 out of 300 were DASS and 79 were non-alternative schools.
 - Combined rate does not apply to DASS schools.

Five-and-Six Year Rates Reported Under the Former Federal Accountability System

- Five-and-six year graduation rates were reported under the former federal accountability system, Adequate Yearly Progress (AYP).
 - There were no patterns showing schools were delaying students' four-year graduation timeline to five years (i.e., overtime the four-year rate increased and the five-year rate decreased)
 - The additional impact of the six-year rate was minimal (i.e., rarely impacted a district's or school's results)

Prior SBE Action on the Five-Year Graduation Rate

- **March 2018:** The SBE directed the CDE staff to explore options for incorporating a five-year graduation rate into the Dashboard.
- **September 2018:** The SBE directed the CDE to include the five-year graduation rate in the 2018 Dashboard for information purposes only (based on the methodology shared with the SBE in an August 2018 Information Memorandum), and to revisit options on how to incorporate the five-year rate into the indicator for the 2019 Dashboard, when two years of data becomes available.
- **March 2019:** The CDE brought forth five options for incorporating the graduation rate into the 2019 Dashboard.

Graduation Rate for Dashboard Alternative School Status Schools

- If the SBE approves incorporating a five-year rate for the Dashboard it will be applied **only to non-Dashboard Alternative School Status (DASS) schools**.
- The DASS graduation rate, which is based on grade twelve students, already includes students who graduate in:
 - Four-years,
 - Five-years,
 - Six years, or more

Options for Incorporating the Five-Year Rate

1. Report five-year rates for informational purposes only
 - SBE approved this option for the **2018 Dashboard**
2. Calculate simple or weighted average for four- and five-year rates (currently used by other states)
3. Combine same year four- and five-year graduates
4. Report both four-year and five-year rates separately and assign the performance level (color) based on the higher rate
 - ESSA requires a higher long-term goal (i.e., higher Status cut score) for the five-year graduation rate

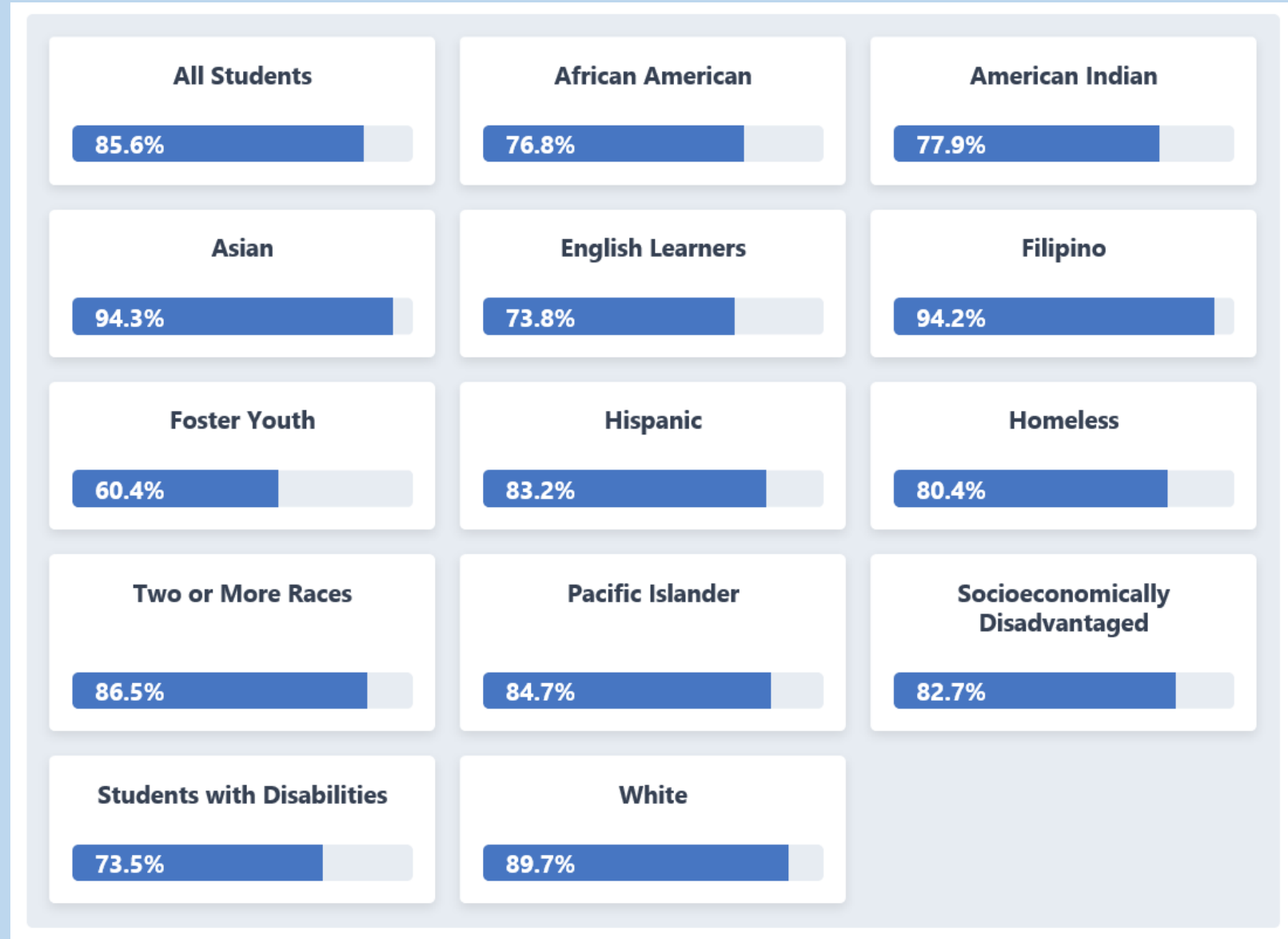
Option 1: Report Five-Year Rate

- Combines four- and five-year graduates from a ***single cohort***, using the 2018 Dashboard formula

$$\frac{\text{Total Number of Four-Year and Five-Year Graduates from Class of 2017}}{\text{Total Number of Students in the 2017 Graduation Cohort}}$$

- Because only one year of fifth-year graduates was available, and two years is required to produce a color, the SBE approved implementing this option for the 2018 Dashboard.

2018 Five-Year Graduation Rate: Statewide Student Group Data for Class of 2017 (As Reported in 2018 Dashboard)



Descriptive Text – Statewide Student Group Data

The image on the prior slide reflects the statewide five-year graduation rate performance for all student groups reported in the 2018 Dashboard. The five-year graduation rates are based on the Class of 2017. The image shows the following graduation rates:

- All Students: 85.6%
- African American: 76.8%
- American Indian: 77.9%
- Asian: 94.3%
- English Learners: 73.8%
- Filipino: 94.2%
- Foster Youth: 60.4%
- Hispanic: 83.2%
- Homeless: 80.4%
- Two or More Races: 86.5%
- Pacific Islander: 84.7%
- Socioeconomically Disadvantaged: 82.7%
- Students with Disabilities: 73.5%
- White: 89.7%

Option 2: Calculate Simple or Weighted Average

- Both averages combine two different graduation cohorts (i.e., students from two different graduating classes).
 - Example: For the 2019 Dashboard, the Status would include students from the following cohorts:
 - Class of 2019 graduates (students graduating in four years)
 - Class of 2018 graduates (students graduating in five years)

Summary Analyses for Option 2

- After comparing the five-year rate for the Class of 2017 to the four-year cohort rate for the Class of 2018
 - About **40 percent** of LEAs had **negative differences** in graduation rates (i.e., the average rate was lower than the current four-year cohort graduation rate)
 - About **60 percent** had **positive differences** in graduation rates (i.e., the average rate was higher than the current four-year cohort graduation rate).

Examples of Negative Impact of Averaging the Four- and Five-Year Rates

In this example, the simple average of the four and five-year graduation rates, results in a negative impact (i.e., the average rates are lower than the four-year rates).

Schools	Class of 2017 Five-Year Cohort Rate (Four- and Five-year Graduates)	Class of 2018 Four-Year Cohort Rate	Four- and Five-Year Simple Average
School A	84.8%	91.5%	88.2% $(84.8 + 91.5)/2$
School B	44.8%	86%	65.4% $(44.8 + 86)/2$

Examples of Positive Impact of Averaging the Four- and Five-Year Rates

In this example, the simple average of the four and five-year graduation rates results in a positive impact (i.e., the average rates are higher than the four-year rates).

Schools	Class of 2017 Five-Year Cohort Rate (Four- and Five-Year Graduates)	Class of 2018 Four-Year Cohort Rate	Four- and Five-Year Average
School A	94.8%	89.3%	92.1% $(94.8 + 89.3)/2$
School B	97.4%	52.7%	75.1% $(97.4 + 52.7)/2$

Impact of Simple or Weighted Average

- No clear pattern emerges:
 - Among high-performing and low-performing LEAs, both positive and negative impact seen
- Simple or weighted average results in a lower graduation rate for a significant number of schools

Option 3: Combined Rate

- Reflects all students who graduate in a given year
 - Example: All 2018 four- and five-year graduates:
 - Based on Class of 2018 cohort **with addition of fifth year graduates from Class of 2017**
- Methodology provides LEAs and schools credit for graduating their fifth year seniors
 - More weight is given to four-year cohort since fifth year graduates are being added to both numerator and denominator

Combined Rate Formulas

School Level

$$= \frac{\# \text{ 4 year graduates of Class 2018} + \# \text{ 5th year graduates of Class 2017}}{\text{4 year Cohort of Class 2018} + \# \text{ 5th year graduate of Class 2017}}$$

Example of Combining Four-and-Five Year Graduates

- For the Class of 2018, there were **95** graduates out of 100 students in the four-year cohort for a rate of 95 percent.
- For the Class of 2017, **five** students graduated in their fifth year (i.e., five-year cohort).
- The combined graduation rate is:

$$(\mathbf{95} + \mathbf{5}) / (100 + \mathbf{5}) = 95.2 \text{ percent}$$

Overall Impact of Combined Graduation Rate

- Combined rate has a positive impact on LEAs and schools
- The Combined rate has greater impact on:
 - Low-performing schools/LEAs versus high-performing schools/LEAs
 - Charter schools versus non-charter schools
 - Small schools/LEAs versus large schools/LEAs
 - Student group-level data
 - Enhances graduation rates for student groups, such as African Americans, English learners, students with disabilities, and foster youth.

Impact of Combined Graduation Rate Statewide: Select Student Groups

Student Group	Current Dashboard Rate	Combined Rate	Difference Between Rates
All Students	83.5%	83.7%	0.2
African American	72.1%	72.4%	0.4
English Learner	70.9%	71.7%	0.8
Students with Disabilities	71.4%	72.2%	0.8
Foster Youth	59.0%	60.0%	1.0

Impact on Status Levels for Schools

- Including fifth-year graduates would improve Graduation Rate Status levels for 197 schools:

Number of Schools	From Status Level	To Status Level
26	Very Low	Low
1	Very Low	Medium
33	Low	Medium
61	Medium	High
1	Medium	Very High
75	High	Very High

Option 4: Report Both Rates and Assign Higher of the Two Performance Levels

- Compares graduation rates for two separate cohorts:
 - Class of 2018: Four-year graduation rate
 - Class of 2017: Five-year graduation rate
- The five-year graduation rate would use the same calculation formula in Option 1: Combines the four- and five-year graduates from a single cohort.

Summary Data for Option 4: LEA-Level Data for Four- and Five-Year Graduation Rates

Status	Four-Year Graduation Rate (Class of 2018)	Five-Year Graduation Rate (Class of 2017)
Very High (95.0% or higher)	102 (24.3%)	112 (29.2%)
High (90% to 94.9%)	165 (39.3%)	165 (43.1%)
Medium (80.0% to 89.9%)	110 (26.2%)	96 (25.1%)
Low (67.0% to 79.9%)	16 (3.81%)	10 (2.6%)
Very Low (66.9% or lower)	27 (64.4%)	0 (0.0%)

Impact of Option 4

- Assigning colors to the higher graduation rate (four-year verses five-year) would result in some LEAs and schools that have very low four-year graduation rates to receive a substantially higher performance level.
- In addition, it could result in:
 - No LEAs receiving a red performance level for their Graduation Rate Indicator even though their four-year rates are below 67 percent.
 - Schools not receiving comprehensive support under ESSA due to low graduation rates.

Potential Challenges for Option 4

- Change could potentially be calculated for future Dashboards using cohorts from two-years ago or comparing five-year to four-year cohort data. For example:

2019 Dashboard	2020 Dashboard
<ul style="list-style-type: none">• Class of 2019 4-Year Rate = 90%• Class of 2018 5-Year Rate = 91% <p>Status would be based on 91% (higher rate)</p>	<ul style="list-style-type: none">• Class of 2020 4-Year Rate = 89%• Class of 2019 5-Year Rate = 88% <p>Change = 89% (Class of 2020 Four-Year Rate) <i>minus</i> 91% (Class of 2018 Five-Year Rate)</p>

Evaluating the Four Options

- Option 1: Report five-year rate for information purposes only
 - Does not provide incentive for schools to keep students an additional year.
- Option 2: Simple or weighted average
 - Results in lower graduation rates for significant numbers of schools.
- Option 3: Combined rate
 - Results in positive impact only and encourages schools to develop programs for students that need an additional year to earn a standard diploma rather than simply transferring them to DASS schools.
- Option 4: Assign performance level to higher of the two rates
 - Some districts and schools with very low four-year graduation rates would receive substantially higher performance levels based on five-year rate.

Five-Year Graduation Rates Communication Challenges

- Options 2, 3, and 4 provides less transparency for the Graduation Rate Indicator:
 - Options 2 and 3 combine data from different cohorts
 - Option 4 assigns the higher of two rates, limiting comparisons between schools and districts
- Therefore, it will be important to report both the four- and five-year graduation rates in the Dashboard's Detail Report.

Recommendation

- CDE recommends that Option 3 (combined rate) be used for Graduation Rate Indicator
 - Supported by Technical Design Group (TDG) at its June 2019 meeting
 - Supported by California Practitioners Advisory Group (CPAG) at its June 2019 meeting

Attachment 2: Application of Three-by-Five Colored Tables for the College/Career Indicator (CCI)

Small Student Populations

- Schools and districts with small student populations are more susceptible to large swings in the results from year to year.
- This can lead to an over-identification in both the **Red** and **Blue** performance levels, especially for:
 - Graduation Rate Indicator
 - Suspension Rate Indicator
 - Chronic Absenteeism Rate Indicator
 - College/Career Indicator

Adjusted Colored Table for Small Student Populations

- To limit extreme changes in results:
 - Condenses five-by-five table to three-by-five table
 - Removes “Increased Significantly” and “Declined Significantly” Change levels from performance level determinations.
- Approved by SBE in September 2017 for Graduation and Suspension Rate indicators and in November 2018 for the Chronic Absenteeism indicator

***N*-Size**

- Applied when *N*-size of a district, school, or student group is **149 or less**.
 - For Graduation Rate Indicator, *N* = number of students in the four-year cohort or the DASS graduation rate
 - For Suspension Rate Indicator, *N* = number of students cumulative enrolled
 - For Chronic Absenteeism Rate Indicator, *N* = number of students who meet the enrollment eligibility

Sample Three-by-Five Color Grid

Performance Level	Declined Significantly from Prior Year (by 9.1% or more)	Declined from Prior Year (by 2.0% to 9.0%)	Maintained from Prior Year (declined or increased by 1.9% or less)	Increased from Prior Year (by 2.0% to 8.9%)	Increased Significantly from Prior Year (by 9.0% or more)
Very High 70.0% or greater in Current Year	Yellow	Green	Blue	Blue	Blue
High 55.0% to 69.9% in Current Year	Orange	Yellow	Green	Green	Blue
Medium 35.0% to less than 54.9% in Current Year	Orange	Orange	Yellow	Green	Green
Low 10.0% to 34.9% in Current Year	Red	Orange	Orange	Yellow	Yellow
Very Low 9.9% or lower in Current Year	Red	Red	Red	Orange	Yellow

Descriptive Text for Three-by-Five Color Table

The prior slides contains an image of a modified version of the Five-by-Five color table, known as the Three-by-Five color table, which is used for small student populations with an n-size of 149 or less to determine a performance color for select indicators. In the Three-by-Five model, the “Declined Significantly” and “Increase Significantly” columns for the Change are eliminated. These two columns are not used to determine performance colors. Removing the far right and far left columns can impact the performance color for a school or student group if they have less than 149 students. For example: If a small population has a high Status Level and Declined significantly from the prior year, a performance color of Orange would be assigned based on the Five-by-Five. However, because the Declined Significantly column is eliminated for small populations, the performance color assigned based on the Three-by-Five would be Yellow.

Three-by-Five Performance Colors

- Even with the removal of the two Change columns, there are still five possible performance levels (colors) that student groups can receive.

Impact of CCI Three-by-Five Color Table on LEAs and Schools

- If the SBE approves applying the Three-by-Five color table to the CCI, it will impact small percentage of LEAs and schools. For the 2018 Dashboard data:
 - 2 percent of cases for LEAs
 - 3.6 percent of cases for schools
 - Approximately 6 percent of cases for student groups
- What impact does occur?
 - More schools obtain higher performance levels (2.1 percent)
 - More student groups obtain higher performance levels (4.1 percent)

Impact of CCI Three-by-Five Color Table on Student Groups

- Impact varies by student group
 - Homeless students fared better

Attachment 3: Federal Waiver and Identification of Schools Related to the English Learner Progress Indicator

ELPI Waiver Request

The U.S. Department of Education (ED) denied California's request for a four-year waiver for the English Learner Progress Indicator, which would have allowed California to provide LEAs and schools create for their recently reclassified fluent English proficient (RFEP) students extra weight for the progress of their long-term English learners (LTEs) in the calculation.

California State Plan ELPI Amendment Request

In December 2018, California submitted the SBE approved state plan amendment to include ELPI status in a consecutive year of CSI/ATSI determinations using the 2019 Dashboard. This is the earliest time feasible to have a valid and reliable ELPI after the transition to the ELPAC.

In June 2019, the ED responded with a Title I, Part A “High-Risk” grant designation.

ELPI Next Steps (1)

- At the May 20, 2019 ELPI Workgroup meeting, members agreed that the CDE has exhausted all available options in attempting to include RFEPs and LTELs into the final ELPI indicator formula and consider the matter settled.
- The CDE and SBE will continue to work with stakeholders to explore all options for the ELPI calculation for the 2019 Dashboard and will bring those options before the SBE in September and November.
- CDE will explore the ELPI Workgroup recommendation to consider the performance of RFEP and LTEL students in the determination for the California Distinguished Schools Program or other school award programs

ELPI Next Steps (2)

- The CDE will include the ELPI Status in the CSI determinations at the earliest time practicable, which is the release of the 2019 Dashboard and submit evidence of completion to ED. ED will then remove the high-risk designation.
- LEA subgrants will not be impacted.

Attachment 4: California School Dashboard Educational Outreach Activities

- Between February 27, 2019, and June 11, 2019, the CDE delivered:
 - 29 in-person presentations with a total of 1,171 participants
 - 5 webinars with a total of 1,182 participants

SBE Action

- The CDE recommends that the SBE approve:
 - The proposed methodology for developing a combined four- and five-year graduation rate for the Graduation Rate Indicator
 - The application of the Three-by-Five Color Table to the CCI