California Department of Education

Executive Office

SBE-002 (REV. 11/2017)

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# **MEMORANDUM**

**DATE:** November 13, 2019

**TO:** MEMBERS, State Board of Education

**FROM:** TONY THURMOND, State Superintendent of Public Instruction

**SUBJECT:** Update on the Implementation of the Integrated Local, State, and Federal Accountability System: Status Update on the Development of a Measure of Individual Student Growth

## Summary of Key Issues

At the July 2018 meeting, the State Board of Education (SBE) directed the California Department of Education (CDE) to conduct further study on a measure of individual student growth, including the impact of future years of assessment data, changes in the model to reduce year-to-year volatility, consideration of additional growth models or options, and an examination of growth models implemented in other states. (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/jul18item01.docx>). The CDE engaged the California Comprehensive Center (CCC) to conduct this research and to facilitate a stakeholder process on the future direction of this work. The CCC contracted with Joseph Martineau, with the National Center for Improvement of Education Assessment, to facilitate the discussion on various growth models and the different questions that each growth model addresses.

The first stakeholder meeting convened on February 4, 2019, and the CDE provided a summary of the meeting in a February 2019 Information Memorandum. (<https://www.cde.ca.gov/be/pn/im/documents/memo-pptb-amard-feb19item03.docx>)

The second stakeholder meeting convened on April 10, 2019, and the CDE provided a summary of the meeting, members of the stakeholder group, and a tentative timeline for the development of a measure of individual student growth in an April 2019 Information Memorandum. (<https://www.cde.ca.gov/be/pn/im/documents/memo-pptb-amard-apr19item02.docx>)

Two additional growth model meetings were held on May 29, 2019, and September 23, 2019. At the September meeting, stakeholders shared information they gathered from their community members on the outcomes they considered most important for a growth model (e.g., identification of student groups with relatively low growth rate, collection of data for future research).

Attached is a detailed summary, provided by the CCC, on the work that was undertaken by the Stakeholder Group in each of the four meetings. The summary provides the goals of the Stakeholder Group, the definition of three different types of growth models, potential interpretations of growth model data, the strengths and challenges of various theories of actions, and a summary of the community conversations conducted by members of the Stakeholder Group.

The CDE will continue to work with the Educational Testing Service and the Technical Design Group to determine which individual student growth model will best meet the needs of California’s accountability system and address the desired behaviors requested by the Stakeholder Group.

## Attachment(s)

Attachment 1: Stakeholder Engagement in Exploring a Measure of Individual Student Growth for California (44 pages)

*\*\*\* [Note: The hyperlink from the California Comprehensive Center website on page 17 is no longer applicable and has been removed as of March 2021. Contact the SBE Office for more information.]*

# Stakeholder Engagement in Exploring a Measure of Individual Student Growth for California

**September 2019**

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## INTRODUCTION

Over the past several years, California has made bold strides in developing its K–12 multiple measures accountability and support system. The state’s education leaders have acknowledged that just as schools and districts seek stakeholder feedback and use this to guide their continuous improvement, the state, too, must model meaningful engagement with stakeholders to identify ways to continuously improve the system to better serve California’s districts, schools, educators, parents, and students. As one potential area for improvement, stakeholders and policy makers have focused on incorporating a measure of individual student growth (commonly referred to as “a growth model”) within California’s accountability system, and the state is investigating options for doing so.

In California’s school accountability platform, known as the California School Dashboard, academic performance is calculated each year and reported as a “status” measure. The difference between the status measures of consecutive years is then reported as a “change” measure, not a measure of individual student growth. This approach uses the average scores of the students at a district or school who were assessed each year to calculate the change measure. However, most states now examine the growth of individual students’ annual test scores from year to year — comparing the performance of individual students across years. California has been exploring the idea of including such “matched” student data in school and district accountability. Given the importance of such accountability decisions, California has opted to take a cautious and thorough approach to investigating options for the development of a measure of individual student growth.

In July 2018, staff from the California Department of Education (CDE) recommended to the State Board of Education (SBE) the further study of a student growth model to examine its volatility and other technical properties. The SBE accepted the recommendation, meaning that data from matched student scores would not be added to the 2018 California School Dashboard, but such data would be investigated for future consideration by the SBE. The SBE asked CDE staff to convene stakeholders to discuss the potential benefits of an individual student growth model, what information stakeholders want from a growth model, and how such data might be used to support academic performance and continuous improvement.

CDE and SBE staff envisioned a series of convenings of stakeholders, now known as the Growth Model Stakeholder Group, and requested support for these events from the California Comprehensive Center at WestEd (CA CC), whose project team includes researchers, consultants, and organizational development professionals with facilitation expertise and experience with performance reporting, accountability systems, and growth models. Exhibit 1 shows the set of goals for the Growth Model Stakeholder Group.

### Exhibit 1: Goals of the Growth Model Stakeholder Group

In partnering with the CA CC to convene this group of stakeholders, the CDE and SBE aimed to:

* **Understand stakeholders’ priorities** for:
	+ what information a growth model could provide
	+ how a growth model would be used
	+ other important characteristics of a growth model (e.g., ease of communication)
* Bring in **technical expertise** to **share information** on growth model options
* Address and **clear up misconceptions** on growth models, their benefits, and their limitations
* **Generate insight** into how growth model data would help drive school and district improvement
* **Build a trusting space** in which stakeholders can participate in **candid, open dialogue** about strengths and challenges of various growth model options
* **Equip stakeholders with the necessary information and tools** to solicit feedback on potential growth models from their wider communities

Collectively, the information generated in these stakeholder discussions, as well as the results of the stakeholder community survey, will help inform CDE and its Technical Design Group in their discussion and recommendations concerning a potential measure of individual student growth for California.

## PROJECT LAUNCH: FORMING THE STAKEHOLDER GROUP

Throughout December 2018 and January 2019, CA CC staff met with CDE and SBE leaders to define the objectives of a Growth Model Stakeholder Group. During the discussions, CDE and SBE staff underscored the need for a cross-section of participants that included researchers, educators, and staff from advocacy groups who had been actively contributing to the broader discussion of growth models.

CDE and SBE staff also expressed the importance of including the perspectives of individuals who disagreed with CDE’s recommendation and SBE’s July 2018 decision to defer action on incorporating a growth model into the accountability system to allow further study and analysis. As a result, the stakeholder group includes many members who actively advocated for a growth model and its inclusion in the California School Dashboard. In January 2019, CDE and SBE staff agreed on a proposed list of stakeholders, and CA CC staff reached out to the stakeholders with an invitation to join. The letter appears as Attachment A. By late January, 17 stakeholders confirmed their interest, and CA CC staff set the first two meetings for February 4 and April 10. The Growth Model Stakeholder Group grew to nineteen stakeholders, who are listed in Attachment B. Details on the 2019 meetings are included in Exhibit 2.

### Exhibit 2: The 2019 Stakeholder Meetings

| ***Meetings*** | ***Date (2019)*** | ***Attendance\**** | ***Purpose*** |
| --- | --- | --- | --- |
| ***Meeting #1*** | *February 4* | *14* | *Set common understanding of CA accountability system, growth model work to date, Smarter Balanced scale, and terms/language/definitions* |
| ***“Catch-up” Virtual Meeting*** | *March 11* | *5* | *On March 11, the CA CC hosted a virtual meeting, presenting the same content as the February 4 meeting. All five stakeholder representatives who did not attend the February 4 meeting attended this “catch-up” meeting.* |
| ***Meeting #2*** | *April 10* | *17* | *Explore, analyze, and prioritize potential “interpretations” (i.e., data questions that can be answered by various growth models)* |
| ***Meeting #3*** | *May 29* | *14* | *Review selected other states’ growth models, review various analytical models, and discuss broad interpretations* |
| ***Conversations Kit Orientation*** | *July 8−9* | *8* | *On July 8 and 9, the CA CC hosted an optional virtual meeting to orient stakeholder representatives to the tools in the Conversations Kit.* |
| ***Meeting #4*** | *September 23* | *15* | *Review results from survey about community conversations, discuss most important actions and behaviors* |

**\***Attendance counts reflect only stakeholder representatives. Presenters, observers, and staff of the CDE, SBE, and CA CC also attended and are not included in the attendance counts.

CA CC staff convened CDE and SBE staff to plan and confirm key elements of CA CC’s role as convener and facilitator. In this role, CA CC would develop and propose discussion norms for the in-person meetings, shown in Exhibit 3. In addition, throughout the project, CA CC would maintain shared files online for each meeting’s materials. CA CC would also convene regular planning meetings of CA CC, CDE, and SBE staff and the consultant, weekly or biweekly as needed.

### Exhibit 3: Discussion Norms for In-Person Meetings

* Be present and engaged.
* Be forthright.
* Be precise with your language, including pronouns (e.g., to whom do the pronouns "we" and "they" refer?).
* Be respectful in stating views.
* Help ensure participation from everyone.
* Look forward towards solutions.

## MEETING #1: ESTABLISHING COMMON BACKGROUND AND NORMING

Considering the diversity of experience in the stakeholder group, the overarching priority of the first meeting was to establish a shared understanding of the basics of growth models and the history of the topic in California. The first meeting also served as an introduction of stakeholders to one another, or for those who were already acquainted, to begin collaborating in this new setting. In addition to background provided by CA CC staff, CDE staff gave an overview of the recent history of the growth model discussions, including past information and action items before the State Board of Education. To extend the expertise available to stakeholders, the CA CC contracted with Dr. Joseph Martineau of the National Center for the Improvement of Educational Assessment (NCIEA, or Center for Assessment). Dr. Martineau is a nationally recognized expert on growth models, having worked with Michigan on the development of its model and with the Smarter Balanced Assessment Consortium on key principles and considerations regarding a measure of individual student growth.

At the meeting, stakeholders reviewed properties of the Smarter Balanced score scale, learned about three different ways of measuring growth over time, learned how each of the three ways works with the properties of the Smarter Balanced score scale, and engaged in an activity to solidify understanding about the definitions and properties of various approaches to measuring growth. The following three types of growth measures were explored:

1. **Intuitive measures of individual growth, where it makes sense to simply subtract a starting score from an ending score**. For example, this is how one would measure children’s growth in height over time. In educational assessment, achievement score scales (including Smarter Balanced) have not been shown to work this way. In fact, where achievement scores span multiple grades, growth scores can be negative — not because students forgot what they learned in earlier grades, but because of characteristics of the score scale.

2. **Measures of individual achievement that approximate growth.** These measures do not meet the intuitive definition, but they are the best measures available.

3. **Differences in average achievement between one cohort of students in a specific grade and the next year’s cohort of students in that grade.** This is the change measure of the academic indicator currently used for schools and districts in the California School Dashboard.

All three types of growth measures can be useful in different circumstances, and the final task of Meeting #1 was to describe the interpretations that stakeholders want to make based on student growth. In this context, “interpretations” refer to questions about students’ academic performance data that can be answered by various measures of individual student growth. Stakeholders described the interpretations that they and their communities, as stakeholders in the California education system, consider to be the most important. Based on the stakeholder conversations that took place during Meeting #1, and removing or combining similar interpretations, Dr. Martineau prepared a set of 12 potential interpretations of growth model data, shown in Exhibit 4. It should be noted that a growth model is not necessary to make these interpretations, but a growth model can be used to support these interpretations.

### Exhibit 4: Potential Interpretations of Growth Model Data

| Numbers  | Questions |
| --- | --- |
| 1. | What percentage of students would reach a future achievement goal if their previous growth continues? |
| 2. | In what future achievement level would a student score if their previous growth continues? |
| 3. | What degree of growth is necessary for a student to reach a future achievement goal? |
| 4. | What percentage of students are predicted to reach one or more future achievement goals? |
| 5. |  a) What is a student’s predicted future achievement level? b) What is a student’s chance of scoring in one or more future achievement levels? |
| 6. | How would achievement gaps between groups of students be affected if their current growth rates continue? |
| 7. | How many scale score points did a student gain from one grade to another? |
| 8. | What is a student’s predicted future scale score? |
| 9. |  a) For students with similar prior scores, how did growth differ across groups or content areas? b) For students with similar prior scores *and demographics,* how did growth differ across groups or content areas? |
| 10. | a) Did a group of students’ recent growth move a target percentage of students to a higher achievement level? b) Did a group of students’ recent average growth meet a growth target set by a policymaking body? |
| 11. | Did a student’s growth keep pace with expectations as they increase from grade to grade? |
| 12. | Was a student’s growth lower than, similar to, or higher than a benchmark level for a comparison group of students with similar prior scores? |

## MEETING #2: IDENTIFYING THE MOST IMPORTANT INTERPRETATIONS OF GROWTH INFORMATION

In Meeting #2, CDE and SBE staff presented a timeline of how the topic of growth models would move through the policy development process, including the technical reviews and presentation to the SBE. Growth model stakeholders then engaged in a “gallery walk” through the set of 12 interpretations distilled from the stakeholder discussion of the first meeting. Participants reviewed and discussed in groups each of the interpretations and then individually voted for the three interpretations they viewed as the most important.

Based on their choices, participants were placed into common groups. Each group worked to flesh out how stakeholders in the broader education community would use the growth measure, how their specific stakeholder communities would use the growth measure, what they expected to happen if the growth data were used as intended, and finally, what conditions would be needed to support appropriate understanding and use of data to achieve the desired results. This work laid the foundational ideas that were used to develop broad interpretations and theories of action about how and why growth data should be used to achieve the desired outcomes. Meeting #2 closed with another round of voting on the most important interpretations, based on the versions the stakeholders had worked on during the meeting.

## MEETING #3: GENERATING STRENGTHS AND CHALLENGES OF VARIOUS GROWTH MODEL INTERPRETATIONS

Following Meeting #2, the foundational ideas developed by participants were distilled. Six broad interpretations, their characteristics, and their key considerations are shown in Exhibit 5. In Meeting #3, participants visited stations for each of these broad interpretations; each station had a CA CC staff person serving as a recorder of the discussion. In particular, participants were asked at each station to identify potential value that the interpretation would provide to 1) the constituent group whom they personally represented, and 2) other stakeholders in California’s education system. Additionally, participants identified strengths and challenges of each interpretation.

### Exhibit 5: Consensus Most Important Growth Model Interpretations, Their Characteristics, and Key Considerations

| Broad Interpretations | Characteristics | Key Considerations |
| --- | --- | --- |
| What degree of growth is necessary for a student to reach a future achievement goal? | Future-focused, criterion-referenced, individual-level interpretation based on hypothetical data | • The degree of growth needed to reach a future achievement goal may be very low for some very high-achieving students or may be unrealistically high for some very low-achieving students.• Need to consider the way this can or cannot be used in state accountability. Do we need to have two different growth metrics used for different purposes?  |
| How would achievement gaps between groups of students be affected if their current growth rates continue? | Future-focused, group-level interpretation based on continuation data (can be scale-, norm-, or criterion-referenced) | • Because of a statistical phenomenon known as regression to the mean, prior growth is not a great predictor of future growth.• Achievement gaps can be scale-referenced, norm-referenced, and criterion-referenced. |
| For students with similar prior scores, how did growth differ across groups or content areas?For students with similar prior scores *and demographics*, how did growth differ across groups or content areas? | Past-focused, group-level interpretation based on observed data (can be scale-, norm-, or criterion-referenced) | • Using demographics to identify a comparison group, is it implied that expectations for student growth differ based on demographics?• For example, disability in identifying a comparison group could result in lower growth expectations for students with disabilities who typically already score lower than their peers without disabilities.  |
| Did a group of students’ recent growth move a target percentage of students to a higher achievement level?Did a group of students’ recent average growth meet a growth target set by a policymaking body? | Past-focused, group-level interpretation based on observed data (can be scale-, norm-, or criterion-referenced) | None |
| Did a student’s growth keep pace with expectations as they increase from grade to grade? | Past-focused, criterion-referenced, individual-level interpretation based on observed data | Because the expectations for student achievement grow over time as does student knowledge and skill, this can be a difficult interpretation. However, there are some common categories which generally make sense; for example, Falling Behind, Staying Behind, Falling Back, Catching Up, Keeping Up, Moving Ahead, and Staying Ahead. |
| Was a student’s growth lower than, similar to, or higher than a growth benchmark for a comparison group of students with similar prior scores? | Past-focused, norm-referenced, individual-level interpretation based on observed data | Situates an individual student's growth score within the whole set of growth scores for some group. |

Afterward, participants reviewed various types of analytical (or statistical) models that produce measures of student growth. Specifically, participants reviewed 1) how closely each model connects to the group’s desired interpretations, and 2) whether each model possesses or lacks certain other characteristics that may be important to different types of stakeholders (see Exhibit 6).

### Exhibit 6: Other Characteristics to Consider in a Measure of Individual Student Growth

* Is easy to communicate
* Produces relatively stable and reliable individual student growth measures
* Produces relatively stable and reliable group growth measures
* Does not create a zero-sum game/fixed-pie problem (i.e., increases do not require equivalent decreases elsewhere)
* Can be baselined to measure absolute changes (which avoids a zero-sum game/fixed-pie problem)
* Can be reasonably configured to produce a measure of growth to standard

In Meeting #3, participants also examined how two other states, Colorado and Florida, have utilized student growth models and how they communicate growth model data to stakeholders. The Center for Standards and Assessment Implementation at WestEd (CSAI) prepared examples of these states’ materials for communicating state growth model methodology and data. These states were selected because, like California, they have diverse student populations, and because they offer publicly available resources to explain their school accountability systems and accompanying indicators. Additionally, each of these states adopted a different growth model, with Colorado calculating student growth percentiles and Florida calculating learning gains. Many participants expressed that despite the states’ admirable efforts to create accessible, public-facing materials explaining their student growth models, the information did not seem like it could be quickly and easily understood.

## POST-MEETING #3: COMMUNITY CONVERSATIONS

Throughout the first three meetings, many stakeholders underscored the complexity of communicating about growth models with their communities. To support broader communication and to collect feedback beyond the individual stakeholders, the CA CC designed a process and materials for stakeholders to discuss preferences about growth models with their communities. Over the summer, between Meetings #3 and #4, participants were asked to speak with stakeholder constituents from their communities, share their learnings from the Growth Model Stakeholder Group meetings, and collect feedback on stakeholders’ priorities concerning a measure of individual student growth. Participants were equipped with a Conversations Kit (see Attachment C) to guide their conversations.[[1]](#footnote-1) The Conversations Kit included a basic overview of growth models, specific questions to ask, other talking points, and timeline information. After completing these community conversations, participants filled out a survey administered by the CA CC, providing a summary of their community members’ priorities and other feedback. See Attachment D for a summary of the survey responses.

## MEETING #4: SHARING VIEWPOINTS FROM STAKEHOLDERS’ COMMUNITIES

The stakeholders’ community conversations served as the focus for the first part of Meeting #4. This meeting also dedicated time to talk through common misconceptions about growth models. One of the most persistent misconceptions extends the value of growth models to student progress monitoring that is ongoing throughout the year. To achieve that benefit, local school districts, at their discretion, would need to administer more frequent interim assessments and implement formative assessment practices. A growth model, based on data that are collected only from annual summative assessments, may inform broad instructional planning but is not suited for the purpose of providing immediate, actionable information to modify teaching practices. Additionally, Dr. Martineau facilitated a rich discussion about the advantages and disadvantages of including demographic variables in a potential growth measure. CDE staff also reviewed plans for exploring growth in the 2020 calendar year. Stakeholder participants had the opportunity to provide direct input into the plans, as well as their key takeaways from the stakeholder meetings.

### KEY TAKEAWAYS FROM STAKEHOLDER MEETINGS AND SURVEY RESPONSES

The participants’ discussions and community survey responses identified a set of recurring policy priorities and priority behaviors associated with a measure of individual student growth. When discussing the interpretations connected with various types of growth models, participants identified a range of strengths and challenges associated with different options. What follows are priorities that arose throughout the stakeholder meetings and community survey responses, frequently highlighted strengths and challenges of different interpretations of growth, and misconceptions related to growth measures.

 Attachment C includes the timeline that was current as of summer 2019. The timeline in Attachment E reflects one update, a change in the timing of meetings of the California Practitioners Advisory Group.

### PRIORITIES

* **Equity**. Similar to the current Dashboard’s ability to highlight underperforming student groups, stakeholders expressed that using a growth model to identify gaps in academic growth between student groups should be a top priority.
* **Support and interventions.** Stakeholders emphasized the value of using individual students’ growth data to identify groups of students, schools, and districts in need of additional support or interventions.
* **Matched-student growth measure.** Stakeholders valued the concept of measuring a student’s growth through comparison with the student’s own past performance, rather than through comparison with peers.
* **Excluding a growth measure from teacher evaluation.** Stakeholders felt strongly that measures of individual student growth should not be part of teacher evaluation.
* **Identifying exemplars**. Growth model data could be used to identify other schools or districts with similar student populations who are experiencing higher growth, potentially facilitating the sharing of best practices.
* **Setting individual goals.** Growth model data could be used by districts and schools to define and quantify goals for each student,thereby incentivizing differentiated instruction and encouraging the use of interim assessments.

It is important to note that most of the above priority behaviors resulting from a growth model — including examining individual students’ performance, defining individual goals for each student, and administering interim assessments — are behaviors that would take place at the school or classroom level. Stakeholders felt that growth model data could assist and encourage these local efforts.

### STRENGTHS

* **Future focus.** Interpretations that use a future focus can assist in setting goals for individual students.
* **Criterion-referenced.** Interpretations that focus on a criterion or standard, rather than on norms, avoid the “zero-sum game” issue. That is, when measuring a student’s growth against a well-defined target, rather than against the performance of peers, all students have the potential to be identified as high-achieving, rather than always requiring that some students will be “below average.”
* **Adaptable models.** Participants highlighted that certain interpretations, more than others, could be adapted to a variety of applications — e.g., data analysis at the school, district, and state levels, as well as both instructional and accountability purposes

### CHALLENGES

* **Inappropriate expectations**. In the context of a statewide measure, the degree of growth needed to reach a future achievement goal may be very low for some groups of very high-achieving students, or may be unrealistically high for some groups of very low-achieving students. In the latter case, this could be problematic if accountability rules come to be seen as unrealistic and punitive.
* **Need for coherence with the assessment system.** Some of the growth measures discussed require reporting that does not exist currently (e.g., additional performance levels). Any introduction of new measures needs to consider the possibility of, and try to mitigate, confusion related to the existing assessment system.
* **Inclusion of demographic data.** Measures of individual student growth that include demographic data end up masking differences in growth between demographic groups. This problem is avoided in models that do not adjust for student and school demographics when calculating growth; the data from these models can then later be disaggregated by student group, allowing for comparison between groups.
* **Difficulty in predicting future growth**. Statistically, prior growth is not always a reliable predictor of future growth; therefore, growth models that involve prediction can be less reliable.
* **Challenging to communicate to stakeholders.** When hosting community conversations, when reviewing other states’ public materials introducing growth models, and throughout the course of the meetings, stakeholder participants expressed surprise at how complicated and challenging growth models are to explain. Additionally, stakeholders continually emphasized the importance of choosing a growth model that is comparatively easy to explain to the public.

### MISCONCEPTIONS/LIMITATIONS

* **Use for classroom instruction.** Many of the behaviors that stakeholders identified as high-priority are behaviors relating to classroom instruction. However, in general, state summative assessments are not fine-grained enough to provide diagnostic information that could be used to modify individual student instruction. A growth measure generated as part of state accountability may be used to inform a school’s overall instructional programming, but not daily, student-level instruction.
* **Interim assessments.** A growth indicator would provide a summative (end-of-year) measure of growth. One of the high-priority behaviors identified—monitoring student progress throughout the year—is best done using multiple measures such as (local) interim assessments and classroom assignments.
* **Unclear use for accountability.** Stakeholders emphasized the value of a measure of individual student growth in supporting certain local behaviors, such as those described above (e.g., setting individual student goals, monitoring student progress, and individualizing instruction). However, stakeholders did not clearly identify priorities for what state-level, accountability-focused actions should emerge from a growth model.

### LOOKING FORWARD TO 2020

As the 2019 work of the Growth Model Stakeholder Group concludes, the next steps for the coming year are clear. CDE will instruct its Smarter Balanced assessment contractor, Educational Testing Service (ETS), to conduct analyses of individual student growth. The results of the modeling will be presented to the Technical Design Group (TDG), and then CDE and ETS will refine the modeling based on TDG feedback. Then, the updated modeling will be presented to the TDG. CDE plans to reconvene the Growth Model Stakeholder Group, in person or virtually, to present an update from the technical work. The May SBE meeting will have an item on a measure of individual student growth. CDE staff will conduct presentations to various stakeholders (TDG, Local Control Funding Formula stakeholders, and California Practitioners Advisory Group) during the late spring and early summer. Board action regarding including a growth indicator will occur at either the July or September SBE meetings. Independent of the decision on a growth measure, LEAs will be able to preview the Dashboard in November, and the public will see the release of the 2020 Dashboard in December. This timeline is summarized in Attachment E.

### CONCLUSION

The work of the Growth Model Stakeholder Group marks a key step in the consideration of measures of individual student growth and their possible role in the California School Dashboard. At the dawn of this project, many stakeholders were vocal that the CDE and SBE had missed a critical opportunity by not developing a growth model and incorporating it in the 2018 California School Dashboard. The activities at the in-person meetings, including discussion of the CSAI report and Dr. Martineau’s relaying the experiences of other states, made clear the complexity of developing, messaging, and implementing a growth model. Over the course of the in-person meetings, many stakeholders came to understand the reasons why a measure of individual growth had not yet been included in the California School Dashboard; other stakeholders maintained the view that the benefits of adopting a growth measure as soon as possible would far outweigh the drawbacks.

Furthermore, although some of the misconceptions about growth models have been addressed, the CDE will have an ongoing challenge to promote understanding of when, how, and for what purposes a growth measure adopted in a state accountability system can be used appropriately. Through a series of scaffolded activities and discussions, stakeholders gave voice to a set of priorities and concerns. Specifically, stakeholders gave the strongest support to approaches that highlight equity and allow for clear, easy-to-understand reporting of growth by student groups. As the growth model work moves forward, the CDE and SBE have clear, public plans in place for additional stakeholder input, setting out a comprehensive, transparent, and technically sound process for considering a measure of individual student growth for California.

## ATTACHMENT A: INVITATION LETTER TO STAKEHOLDERS



Dear [Participant Name],

On behalf of the California Department of Education (CDE), the California Comprehensive Center at WestEd invites you or one designee to participate in a series of conversations about a student-level growth model and considerations for reporting and school accountability. These conversations are intended to generate information to help shape CDE policy recommendations to the State Board of Education during 2019.

The first meeting will take place on Monday, February 4, from 10:00 a.m. – 3:00 p.m. in the Capitol Room at the WestEd Sacramento offices, 1000 G Street, Suite 500. The second meeting is planned for the same time and place, on Wednesday, April 10. The meetings will include a working lunch, anticipated to be from noon to 1pm. Please note that this meeting will not have an option to participate remotely.

In order to prepare materials and seating, we ask that you let us know whether you (or a designee) are able to attend this first meeting. If you are designating someone else to represent your organization, please forward this letter to them. We are asking that RSVPs be sent by 5:00p.m. on Friday, January 18 via the response form link below. If you have any questions, please contact me at ecrane@wested.org.

We hope to see you on February 4.

Best,



Eric Crane, Project Director

California Comprehensive Center at WestEd

<https://tinyurl.com/ya5ods89>



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 *Headquarters in San Francisco* [*WestEd.org*](http://www.wested.org/)

## ATTACHMENT B: PARTICIPANT LIST

### Participants in the Measure of Individual Student Growth Model Stakeholder Group

| **Member** | **Organization** |
| --- | --- |
| Abshere, Erin | California Charter Schools Association |
| Acosta-Cooper, Carmel | Riverside Unified School District |
| Alvarez, Martha | Association of California School Administrators |
| Briggs, Mary | California School Boards Association |
| Drescher, Dean | EdVoice |
| Guillen, Liz | Public Advocates |
| Li, Chun-Wu | Riverside County Office of Education |
| Manwaring, Rob | Children Now |
| Miller, Rick | CORE Districts |
| Perry, Mary | California State PTA |
| Pettey, Jennifer | California Teachers Association |
| Polikoff, Morgan | USC Rossier School of Education |
| Rabin, Joel | Natomas Unified School District |
| Smith Arrillaga, Elisha | EdTrust West |
| Southwick, Jim | Tehama County Office of Education |
| Spiegel-Coleman, Shelly | Californians Together |
| Warren, Paul | Public Policy Institute of California |
| Witcher, Hiedi | Buttonwillow Union School District / Small School Districts Association |
| Zarecki, Dominic | Fortune School of Education |

## ATTACHMENT C: CONVERSATIONS KIT

Each of the following materials were included in the Conversations Kit provided to participants of the Growth Model Stakeholder Group. These materials were used to guide and support the conversations that participants had with additional stakeholders from their communities.

### #1: INTRODUCTORY LETTER

#### *Introduction*

The purpose of these documents is to assist you in conversations with your community and colleagues about the work of the Growth Model Stakeholder Group. We are asking each of you to connect with an array of community members, colleagues, and constituents to gauge their priorities and concerns regarding a potential growth model, including attitudes toward its role in reporting student performance, as well as shaping educator practice. You will be asked to complete a survey in early September to communicate that feedback and summarize your conversations.

This kit contains nine resources. We anticipate that items 1-7 will be helpful background reference materials as you engage with members of your community, colleagues, and constituents. The two additional documents, items 8 and 9, were designed especially with the intention of being shared with the broader community.

1. Introductory letter (this document)
2. Talking points, questions, and conversation starters
3. Actions and behaviors
4. Notetaking guide
5. Policy framework
6. SBE memo - April 12, 2019 - List of Stakeholders
7. SBE memo - April 12, 2019 - Tentative Timeline
8. Information sheet
9. Graphical timeline

#### *Next steps*

Please aim to complete your conversations by early September. As you do, please use the Notetaking Guide (or your own system of taking notes) to capture the themes you hear from your community members. We will also ask you to track the number of individuals with whom you speak, and a rough estimate of which sectors of the community they represent (school districts, families, researchers, etc.). The survey, which will ask for a summary of themes, major ideas, and priorities from your community members’ feedback, will be available to you from September 1 – September 12 and must be completed during this window to ensure turnaround time before our September 23 meeting.

**Thank you for your time and effort!**

### #2: TALKING POINTS

#### Growth Model Stakeholder GroupTalking Points for Continuing the Conversation

Thank you for engaging your community members in the important conversations about a growth model for California. Below is a suggested conversation guide to use in conjunction with the

Notetaking Guide (conversations kit item 4) to help you collect feedback and ideas. The California Comprehensive Center will NOT ask for your raw notes. Rather, we encourage you to jot down notes/ideas for your reference when you share back what you have heard. We will also ask you to track the number of individuals with whom you speak, and a rough estimate of which sectors of the community they represent (school districts, families, researchers, etc.).

##### ***Conversation Starters***

* Check in to be sure your respondent understands what a growth model is. Use the information sheet (conversations kit item 8) if needed to explain general questions.
* Explain the objectives of your conversation:
	+ To learn what they value most about different growth models
	+ To share potential actions and behaviors that might be encouraged by (or result from) a particular growth model interpretation and learn which they value most for possible inclusion in California’s accountability system (see conversations kit items 3,5)
	+ To gather any other ideas from them to help inform your share-out in September
	+ To update them on the progress of the Growth Model Stakeholder Group (refer to stakeholders list, tentative timeline from April 12, 2019 memorandum, or graphical timeline - conversation kit items 6,7,9)

##### ***Common Misconceptions to Clarify or Avoid***

Student growth model interpretations are complex! Describing and discussing them can be difficult. As such, we encourage you to avoid or proceed carefully in conversation that include the topics below:

* **Achievement gap:** although growth models can inform the achievement gap, the current Dashboard reports status and change for different student groups, and these already-reported elements are what is necessary to understand the achievement gap
* **Classroom summaries:** like the academic indicator, growth information is built up from individual student data; however, just like the academic indicator, growth information is summarized for districts, schools, and student groups—not for classrooms
* **Magic bullet:** although individual interpretations of growth models can encourage multiple behaviors, there is no single growth model that supports ALL of the behaviors desired by our stakeholder group. There are trade-offs to consider, and identifying which nuances matter most to your community is key in determining which interpretation(s) are recommended.
* **Potential to directly influence instruction:** the growth models discussed are based on information from the annual summative assessment required by the state. As such, the potential for growth model information to directly influence instruction is limited. From the California Department of Education’s *English Language Arts/English Language Development Framework for California Public Schools: Kindergarten Through Grade Twelve* (2014),
* *“Assessment has two fundamental purposes: One is to provide information about student learning minute-by-minute, day-to-day, and week-to-week so teachers can continuously adapt instruction to meet students’ specific needs and secure progress. This type of assessment is intended to assist learning and is often referred to as formative assessment or assessment for learning. A second purpose of assessment is to provide information on students’ current levels of achievement after a period of learning has occurred. Such assessments—which may be classroom-based, districtwide, or statewide—serve a summative purpose and are sometimes referred to as assessments of learning.”*

##### ***Opening Questions***

* What do you see as the greatest value of adding a growth model to our state’s accountability system?
* What problems might be solved by adding a growth model to our state’s accountability system?

##### ***Feedback about Actions and Behaviors Encouraged by a Growth Model***

The Growth Model Stakeholder Group has been considering a variety of different interpretations for growth models. As part of this process, we identified some actions and behaviors of students, families, educators, administrators, advocates, researchers, etc. that might be encouraged by the addition of a growth model to our state’s accountability system (see conversation kit item 3). We encourage you to discuss the list of actions and behaviors with your community members and, using the Notetaking Guide, identify:

* their top five most important actions/behaviors
* the actions and behaviors that are less important to them
* any comments they make about other actions and behaviors they expected to see or thought were related to a growth model

##### ***Closing Questions***

Please ask your community members some version of these closing questions:

* What concerns do you have about adding a growth model to our state’s accountability system?
* Is there anything else you’d like me to share with the full Growth Model Stakeholder Group?

##### ***Next Steps***

Please share with your community members some version of the plan to incorporate their feedback:

* I will share your ideas and preferences to the full Growth Model Stakeholder Group. The group will meet in late September to review the feedback from stakeholder conversations across the state. I will also complete a survey about conversations like the one we are having today. The California Comprehensive Center will prepare a summary of feedback and survey results and forward that to staff of the California Department of Education. In 2020, the Department and its contractors will conduct technical work and then make a recommendation for the State Board’s consideration. The graphical timeline shows details of where we have been and where we are going.

### #3: ACTIONS AND BEHAVIORS

In developing the theory of action from the in-person meetings, members of the Growth Model Stakeholders Group brainstormed various improvement-focused actions and behaviors that a growth model may encourage. They considered the different groups that could influence outcomes for students: family (student/parent), classroom (teacher/teacher leaders), school, district, state, researchers, and general public. Although individual interpretations of growth models can encourage multiple behaviors, there is no single growth model that supports ALL of the behaviors desired by the stakeholder group. There are trade-offs to consider, and identifying which nuances matter most to your community is key in determining which interpretation(s) are recommended.

The purpose of this discussion is to highlight relative strengths of different growth models: In your conversations with your community members and constituents, please ask about how they would prioritize these different actions and behaviors (a chart of these actions and behaviors is in the Notetaking Guide, item 4 in the conversations kit). These discussions about actions and behaviors will be the focus of the September 2019 survey and in-person meeting.

#### Actions and Behaviors that Reporting Growth Data May Encourage

* Identify student groups with relatively low growth rates
* Facilitate research and evaluation by identifying characteristics of schools/districts with low growth
* Identify entities with similar student populations in terms of prior scores and/or demographics achieving greater growth, allowing for the potential to engage with peers from those entities about best practices
* Enable different audiences to interact with and examine data in different ways
* Focus on individual growth rather than comparing students to peers
* Communicate student-level data clearly with stakeholders
* Examine past student growth from year to year
* Group students by growth scores to determine useful instruction/interventions [develop action steps for some groups, use other groups as models]
* Discuss what individual students’ performance relative to the comparison group means and what to do
* Define and quantify goals for each student, thereby incentivizing differentiated instruction
* Encourage more frequent administration of interim assessments to check whether students are making progress/understanding the curriculum
* Create a system for early warnings/strategic planning conversations between teachers/schools and parents

### #4: NOTETAKING GUIDE

This page can be printed for each conversation you have with a constituent or community member. The California Comprehensive Center **will not collect this notetaking guide**—it is yours to keep. Please use it as a tool for collecting input on how your constituent feels about and prioritizes the growth model work.

#### *Opening Questions*

What do you see as the greatest value of adding a growth model to our state’s accountability system?

Please provide response here:

What problems might be solved by adding a growth model to our state’s accountability system?

Please provide response here:

#### *Actions and Behaviors Encouraged by a Growth Model*

#### *Closing Questions*

What concerns do you have about adding a growth model to our state’s accountability system?

Please provide response here:

Is there anything else you’d like me to share with the full Growth Model Stakeholder Group?

Please provide response here:

#### Actions and Behaviors Encouraged by a Growth Model

| **Action/Behavior** | **Top Five Priorities?****(Yes or No)** | **Notes** |
| --- | --- | --- |
| A. Identify student groups with relatively low growth rates | Yes/No | Notes: |
| B. Facilitate research and evaluation by identifying characteristics of schools/districts with low growth | Yes/No | Notes: |
| C. Identify entities with similar student populations in terms of prior scores and/or demographics achieving greater growth, allowing for the potential to engage with peers from those entities about best practices  | Yes/No | Notes: |
| D. Enable different audiences to interact with and examine data in different ways  | Yes/No | Notes: |
| E. Focus on individual growth rather than comparing students to peers | Yes/No | Notes: |
| F. Communicate student-level data clearly with stakeholders | Yes/No | Notes: |
| G. Examine past student growth from year to year | Yes/No | Notes: |
| H. Group students by growth scores to determine useful instruction/interventions [develop action steps for some groups, use other groups as models] | Yes/No | Notes: |
| I. Discuss what individual students’ performance relative to the comparison group means and what to do | Yes/No | Notes: |
| J. Define and quantify goals for each student, thereby incentivizing differentiated instruction | Yes/No | Notes: |
| K. Encourage more frequent administration of interim assessments to check whether students are making progress/understanding the curriculum | Yes/No | Notes: |
| L. Create a system for early warnings/strategic planning conversations between teachers/schools and parents | Yes/No | Notes: |

### #5: POLICY FRAMEWORK FOR CALIFORNIA’S ACCOUNTABILITY SYSTEM

**Handout for 29 May 2019 Growth Model Stakeholder Feedback Meeting**

- General: establishing uniform standards for all students and student groups, i.e., not setting lower performance expectations for lower performing groups, to ensure that equity is at the heart of the system

- General: state indicators have performance standards that combine Status and Change to address statutory requirement that LCFF accountability system include standards for performance and improvement

- General: performance standards and cut scores for Status/Change performance levels for state indicators are established based on the distribution of performance statewide, i.e., the standards generally reflect the reality of where we are as a state [this was a key design feature in response to experience under AYP under NCLB of having accountability targets that were unrealistic from the outset]

- General: from among the 22 statutory metrics that LEAs must address in the LCAP, the state accountability system would focus on a concise set of indicators to help focus the local accountability process

- Growth: the model should not control for student socio-demographic characteristics.  Doing so would create lower performance expectations for some student groups and would be at odds with the overarching policy decision to establish uniform standards for all student groups articulated in point one.

### #6 & 7: APRIL 2019 STATE BOARD OF EDUCATION (SBE) MEMO

California Department of Education

Executive Office

SBE-002 (REV. 11/2017)

#### Memorandum

**DATE:** April 12, 2019

**TO:** MEMBERS, State Board of Education

**FROM:** TONY THURMOND, State Superintendent of Public Instruction

**SUBJECT:** Update on the Implementation of the Integrated Local, State, and Federal Accountability System: Status Update on the Development of a Measure of Individual Student Growth.

#### Summary of Key Issues

At the July 2018 meeting, the State Board of Education (SBE) directed the California Department of Education (CDE) to conduct further study on a measure of individual student growth, including the impact of future years of assessment data, changes in the model to reduce year-to-year volatility, consideration of additional growth models or options, and an examination of growth models implemented in other states. (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/jul18item01.docx>). The CDE has engaged the California Comprehensive Center (CCC) to conduct this research and to facilitate a stakeholder process on the future direction of this work. The stakeholder group is comprised of researchers, advocacy groups, and county and district staff. See Attachment 1 for a list of stakeholder participants.

The first stakeholder meeting convened on February 4, 2019, and the CDE provided a summary of the meeting in a February 2019 Information Memorandum. (<https://www.cde.ca.gov/be/pn/im/documents/memo-pptb-amard-feb19item03.docx>)

The CCC convened and facilitated a second growth model stakeholder feedback group meeting on April 10, 2019, to continue the discussion of individual student growth measures. After a brief review of lessons learned from the February meeting, CDE and SBE staff reviewed the calendar and timeline for implementing an individual student growth model in the California School Dashboard (See Attachment 2).

Additionally, the stakeholders, led by Joseph Martineau with the National Center for Improvement of Education Assessment, participated in the following tasks:

* Reviewed and discussed the merits of 12 interpretations of growth that were developed at the first meeting in February. Note: interpretations of growth are based on specific outcomes produced by select growth models to answer a question, such as, “Did a student’s growth keep pace with expectations as they increase from grade to grade?”
* Chose their top three interpretations and subsequently analyzed two of those interpretations in groups for dissemination within the meeting.
* Indicated preference of all evaluated growth interpretations after studying the analyses provided by others.

The CDE will continue to update the SBE on the work of the Growth Model Stakeholder Group throughout the year.

#### Attachment(s)

Attachment 1: Participants in the Measure of Individual Student Growth Model Stakeholder Group

Attachment 2: Tentative Timeline for the Development of a Measure of Individual Student Growth

##### **Attachment 1:Participants in the Measure of Individual Student Growth Model Stakeholder Group**

| **Member** | **Organization** |
| --- | --- |
| Abshere, Erin | California Charter Schools Association |
| Acosta-Cooper, Carmel | Riverside Unified School District |
| Alvarez, Martha | Association of California School Administrators |
| Briggs, Mary | California School Boards Association |
| Drescher, Dean | EdVoice |
| Guillen, Liz | Public Advocates |
| Li, Chun-Wu | Riverside County Office of Education |
| Manwaring, Rob | Children Now |
| Miller, Rick | CORE Districts |
| Perry, Mary | California State PTA |
| Pettey, Jennifer | California Teachers Association |
| Polikoff, Morgan | USC Rossier School of Education |
| Rabin, Joel | Natomas Unified School District |
| Smith Arrillaga, Elisha | EdTrust West |
| Southwick, Jim | Tehama County Office of Education |
| Spiegel-Coleman, Shelly | Californians Together |
| Warren, Paul | Public Policy Institute of California |
| Witcher, Hiedi | Buttonwillow Union School District / Small School Districts Association |
| Zarecki, Dominic | Fortune School of Education |

##### **Attachment 2:Tentative timeline for the development of a measure of individual student growth**

This table provides a calendar and timeline of the key activities related to the ongoing development for implementing a measure of individual student growth in the California School Dashboard (Dashboard). This information was shared with the Growth Model Stakeholder group at their April 2019 meeting to assist with understanding both the remaining work necessary leading up to State Board of Education action on this issue, including potential inclusion in the 2020 Dashboard and how the current activities related to the development of the Dashboard generally require periods of time where all CDE resources are focused on preparing for the annual dashboard release.

| **Date** | **Activity** |
| --- | --- |
| February 4, 2019 | Growth Model Stakeholder Meeting #1 |
| April 10, 2019 | Growth Model Stakeholder Meeting #2 |
| May 29, 2019 | Growth Model Stakeholder Meeting #3 |
| August 2019 | Growth Model Stakeholder Meeting #4 |
| September 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| October 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| October 2019 | Local Control Funding Formula (LCFF) Stakeholder Group presentation on Growth Model Stakeholder Group work |
| October 2019 | Board Memo on Growth Model Stakeholder Group work |
| October 2019 | California Practitioners Advisory Group (CPAG) presentation on Growth Model Stakeholder Group work (Scheduled for 10/24) |
| November 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| December 2019 | California Department of Education (CDE)/Educational Testing Service (ETS) Modeling |
| January 2020 | CDE/ETS Modeling |
| February 2020 | Initial Presentation of modeling to Technical Design Group (TDG) |
| March 2020 | March State Board of Education Meeting presentation on Dashboard work plan for 2020 |
| March 2020 | CDE/ETS refine modeling based on TDG feedback |
| April 2020 | Continuation of Presentation of modeling to TDG |
| April 2020 | Presentation of modeling to Growth Model Stakeholder Group |
| April 2020 | Presentation of modeling to CPAG |
| May 8-9, 2020 | May State Board of Education Meeting (SBE) – Board Item on Measure of Individual Student Growth |
| June 2020 | Presentation to TDG |
| June 2020 | Presentation to LCFF Stakeholders |
| July 10-11, 2020 | July SBE Meeting – Potential Board Item on Measure of Individual Student Growth |
| September 11-12, 2020 | September SBE – Board Item on Measure of Individual Student Growth (Deadline) |
| November 2020 | Local Educational Agency Preview of Dashboard |
| December 2020 | 2020 Dashboard Public Release |

### #8: INFORMATION SHEET

#### Student Growth ModelInformation Sheet

##### ***What is a “growth model”?***

A growth model tracks individual student performance over two or more time points. This can offer insight about students and their academic progress. There are many ways to measure and interpret data about student growth. For example, growth data can be used to: show how much a student progressed over a given time period relative to a certain proficiency level, compare the growth of different student groups, predict future patterns, estimate the level of growth needed to reach a target level, and much more.

##### ***Why add a growth model to California's school accountability system?***

Looking at student growth offers context to help understand progress over time. Because growth data is based on matching a student against her/his own past scores, summaries of this information are not affected by students’ movement in or out of a school. Thus, matched student growth measures how students and student groups are progressing and may improve upon school or group snapshots at two points in time.

##### ***How have the State Board of Education (SBE) and the California Department of Education (CDE) engaged education stakeholders in this idea?***

The CDE has partnered with the California Comprehensive Center at WestEd (CACC) to engage a Growth Model Stakeholder Group in a series of meetings regarding growth models and considerations for data reporting and school accountability. These conversations are intended to generate information to help shape CDE policy recommendations to the SBE. Part of that process includes gathering community input, which is where YOU come in. Members of the Growth Model Stakeholder Group are talking with interested community members across the state to collect feedback.

##### ***How can I contribute my thoughts?***

Through conversations with members of the Growth Model Stakeholder Group, you can share your ideas about the most important characteristics of measuring student growth and the accompanying school improvement behaviors you hope will be encouraged by this change. Your feedback will be shared via your contact in the group, who will provide this feedback both through a survey and during our face-to-face meeting.

##### ***Have the SBE or CDE offered specific parameters?***

The SBE has asked the CDE to collect feedback from education stakeholders and the public. Neither the SBE nor the CDE has committed to a particular model. You can find the April 12, 2019 memo from the CDE to the SBE at <https://www.cde.ca.gov/be/pn/im/documents/memo-pptb-amard-apr19item02.docx>. That memo includes summary information about the growth model stakeholder engagement, a tentative timeline for the development of a growth measure, and links to earlier public memos. The SBE/CDE will first prioritize the review of a growth model for ***accountability*** purposes. For further information, your Growth Model Stakeholder Group contact also has a policy framework compiled by SBE staff.

##### ***How do other states handle growth models for accountability?***

Almost all other states include some summary of matched student-level results (i.e., a growth model) in their accountability systems. There is a significant range in the statistical models used and what those models are used to examine.

##### ***What are the next steps?***

Your ideas and preferences will be shared back to the group via your Growth Model Stakeholder Group contact. The group will meet in late September for the fourth time to review the feedback from stakeholder conversations across the state. California Comprehensive Center staff will document the feedback shared at the meeting for the CDE’s consideration. The graphical timeline provides details on our activities thus far and upcoming steps.

### #9: GRAPHICAL TIMELINE



The image above is a graphical look at selected steps in the Stakeholder Feedback Project, Reporting Student Growth for Accountability. The image displays the steps from left to right:

* Examining Academic Growth Models – SBE July 2018
* Three Stakeholder Meetings – February to May 2019
* Exploring Different Concepts of Growth – February to June 2019
* Talking with the Broader Community – June to September 2019 (You are here)
* Putting it All Together – Fall 2019 to Early 2020
* CDE Recommendations and Potential SBE Action - 2020

## ATTACHMENT D: GROWTH MODEL SURVEY RESPONSES SUMMARY

CA Growth Model - Stakeholder Community Feedback Survey

### Response Summary

Updated: 2019.09.16

Total Responses: 17

*Question 4: Approximate number of individuals consulted*

Mean = 19.3; Range = 1 – 52

*Question 5: Format and description of community conversations:(e.g., 3 one-on-one meetings with parents; 2 focus groups with 8 union members in each; and 2 discussions with 3 other internal organization staff)*

Consensus and Themes: Most respondents indicated that they discussed with community members within either one-on-one discussions or organized group formats. Group formats included staff meetings, focus groups, and presentations. A wide variety of community members were included in these discussions, including parents, educators, administrators, staff members, cabinet members, and educational researchers.

*Question 6: Special populations of focus for community conversations (if any):*

Consensus and Themes: Conversations were mostly general but included foci on parents and a variety of student subgroups including at-risk youth, economically disadvantaged students, students in small schools and districts, and English Learners.

*Question 7: Prior to speaking with you, how would you rate your community’s average level of familiarity with growth models?*

| **Answer Choices** | **Response %** | **Response Counts** |
| --- | --- | --- |
| Not at all familiar | 21.4% | 3 |
| Not so familiar | 28.6% | 4 |
| Somewhat familiar | 35.7% | 5 |
| Very familiar | 0.0% | 0 |
| Extremely familiar | 14.3% | 2 |

**\*Number of participant(s) that answered 14**

 **Number of participant(s) that skipped 3**

*Question 8: Following up on the previous question (#7), why do you feel that way?*

Consensus and Themes: Respondents indicated that community members held a wide range of familiarity with growth models, but they were mostly unfamiliar or only fairly familiar with the concept. For community members with little familiarity, respondents indicated a need to spend lengthy amounts of time explaining growth models and common misunderstandings in order to fully discuss their interests. Explanations usually revolved around the difference between growth models and current change metrics reported within the Dashboard. This underscores the need for clear communication and explanations about growth models in all facets of surveying and previewing changes with community members going forward. Those community members familiar with growth models were very comfortable holding these discussions and have been following the work closely, but strong familiarity with the concept was uncommon.

*Question 9: Which of these behaviors were identified as important and valuable by your community members? (check all that apply)*

| **Answer Choices** | **Response %** | **Response Counts** |
| --- | --- | --- |
| Identify student groups with relatively low growth rates | 68.8% | 11 |
| Facilitate research and evaluation by identifying characteristics of schools/districts with low growth | 50.0% | 8 |
| Identify other entities with similar student populations (prior scores, demographics) to engage with peers from those entities about best practices | 62.3% | 10 |
| Enable different audiences to interact with and examine data in different ways | 43.8% | 7 |
| Focus on individual growth rather than comparing students to peers | 56.3% | 9 |
| Communicate student-level data clearly with stakeholders | 50.0% | 8 |
| Examine past student growth from year to year | 62.3% | 10 |
| Group students by growth scores to determine useful instruction/interventions (develop action steps for some groups, use other groups as models) | 43.8% | 7 |
| Discuss what individual students’ performance relative to the comparison group means and what to do | 62.3% | 10 |
| Define and quantify goals for each student, thereby incentivizing differentiated instruction | 56.3% | 9 |
| Encourage more frequent administration of interim assessments to check whether students are making progress/understanding the curriculum | 18.8% | 3 |
| Create a system for early warnings/strategic planning conversations between teachers/schools and parents | 50.0% | 8 |
| Other (please specify) | N/A | 8 |

*\****Number of participant(s) that answered 16**

 **Number of participant(s) that skipped 1**

Consensus and Themes: The wide variety of behaviors indicated as important point to a hope for wide-ranging utility of these growth metrics. Specifically, nine behaviors were marked as important to the community members of over 50% of respondents:

- Identify student groups with relatively low growth rates

- Facilitate research and evaluation by identifying characteristics of schools/districts with low growth

- Identify other entities with similar student populations (prior scores, demographics) to engage with peers from those entities about best practices

- Focus on individual growth rather than comparing students to peers

- Communicate student-level data clearly with stakeholders

- Examine past student growth from year to year

- Discuss what individual students’ performance relative to the comparison group means and what to do

- Define and quantify goals for each student, thereby incentivizing differentiated instruction

- Create a system for early warnings/strategic planning conversations between teachers/schools and parents

Two more behaviors were nearly indicated on half off responses leaving only one behavior, encouraging more frequent administration of interim assessments, as a generally unpopular suggestion.

Within other ideas listed as important to community members, state-wide growth comparisons, overall fairness and equity, research opportunities that enhance the Statewide System of Support, and the ability to use growth scores to improve instruction and provide targeted professional development were highlighted.

Question 10: Which of these behaviors did your community members prioritize as the MOST important? (number of respondents that identified this behavior)

****

\*Description of Chart provided in Appendix A on page 44

Consensus and Themes: When forced to identify only their community members’ most important priorities, more differentiation is visible. The top three responses (“Identify other entities with similar student populations (prior scores, demographics) to engage with peers from those entities about best practices”; “Identify student groups with relatively low growth rates”; “Create a system for early warnings/strategic planning conversations between teachers/schools and parents”) are named by half or more of the 16 respondents, while the bottom three responses (“Enable different audiences to interact with and examine data in different ways”; “Encourage more frequent administration of interim assessments to check whether students are making progress/understanding the curriculum”; “Discuss what individual students’ performance relative to the comparison group means and what to do”) are named by two or less respondents.

In this format, five unique items were also listed from the “Other category” by a single respondent:

Supporting a "fair" accountability system

Teaching (articulation, differentiation, collaboration, etc.)

Inspire low performing students and schools

Ownership for results

A sixth item was described in similar fashion by three respondents:

Enable comparisons of schools/school-wide growth across other schools serving similar demographics of students across the state.

*Question 11: Were you surprised by any of the feedback given by your community? If so, how?*

Consensus and Themes: Most respondents were not surprised by the feedback from their community members. However, one respondent indicated surprise that most of their community members were so quickly unified in their support of adding a growth model component to the California Dashboard and another identified that they were not surprised that so much explanation was required because it can be a complicated concept to understand. Individual respondents also indicated surprise over responses from community members about using growth metrics to evaluate charter renewals and opposition to using growth metrics to identify low-growth schools or districts.

*Question 12: How would you describe the level of variation in opinions/priorities across your community?*

Consensus and Themes: Multiple respondents indicated that their community members were generally unified in their opinions and priorities surrounding growth models, although some acknowledged some slight, natural nuances in the different priorities among community members within different roles. Overall, there was broad support across many respondents’ community members in favor adding a growth model component to the California Dashboard data. Other areas of strong consensus that were noted involved identifying student groups with low growth rates, communicating student-level growth data, identifying high growth entities to understand best practices, using growth metrics as part of root cause analysis to understand how to improve schools, and the need for clear explanations of the growth model data for parents, students, and educators if it is added.

*Question 13: Is there anything else you’d like to share with the full Growth Model Stakeholder Group, based on your conversations with your community members?*

Consensus and Themes: Responses to this question were wide-ranging and hard to summarize, as they reflected thoughts on the current process of workgroup meetings, question and concerns about the future implementation of growth models, and ideas for how to best use growth model data. Please see the full list of responses below.

| **Response Number** | **Responses to Question 13** |
| --- | --- |
| 1 | It is important for the California School Dashboard to incorporate a growth measure once there’s sufficient test scores data to determine what the best growth model for California is. It will be important to provide toolkits and resources that school administrators will be able to adapt to communicate a growth model to their community and stakeholders, including teachers, parents and students. |
| 2 | Need MORE time (interim legislative recess please?!) to share w/organizers & parents. I want to form an LCAP PAC advisory group made up of former/current PAC members. This takes time to organize. Our community partners have been focused on local campaigns/actions. |
| 3 | Stakeholders seem to recognize the heightened importance of a growth model for the English learner community because EL group performance provides very little information |
| 4 | There was much difficulty in having these conversations over the summer when school was not in session. |
| 5 | While it's important absolutely to identify low-growth schools and districts, I'd also like to add that it's important to also identify high-growth schools and districts. Additionally, I cannot stress enough how critical transparency of data on subgroups is in this process. If California is to be serious about equity, as it repeatedly claims to be, subgroup growth data that is publicly available and accessible is absolutely necessary. |
| 6 | It is important that we do not ignore the option of having 2+ growth metrics, one that serves as a way to inform instruction and resource allocations at the school level and one for informing school/statewide performance comparisons and best-practice identifications. |
| 7 | Our members and staff indicated extensive support for a growth model, but it is not surprising that our participants' feedback also indicates a concern about the way it will be incorporated into our accountability system. The types of growth models many find most useful are not necessarily the same as an "accountability" version (a communication tool to families; one that might provide information that supports instructional improvement; an early warning system, etc.). For this reason, there was some interest in approaches from other states that feature two growth models. The behaviors we reviewed in consulting our members were ones identified early in our conversations as a stakeholder group, and I think that our understanding has evolved in the time since our first two meetings. Many of these behaviors described appear to reflect models that don't align with the function of the accountability system as conceived by LCFF (Dashboard/LCAPs). Some participants felt a reasonable compromise might be something to what five states are doing: a combination of student growth percentiles and growth-to-standard. Although I wouldn't say these two models are the final two we should select, I think this reflects what I've noted in our meetings since the first session: no one model can meet all of our needs. If the state conceives this to be simply a tool to function at the state level to help identify which schools/LEAs are eligible for differentiated assistance (a.k.a., the Dashboard) and give LEAs information to develop their LCAPs and report on growth, that is one thing. If we want to provide districts, schools, teachers, and parents information that they can use in ways that are meaningful to them, we probably need more than one model, even if it isn't used for accountability purposes. In fact, any additional models to fulfill those needs would likely be inappropriate from an accountability perspective.Also, there is an expressed concern that zero-sum approaches foster maladaptive behaviors and weaken morale for educators, at a time when many still resent the approach used in the era of NCLB/API (this is true for any accountability model, not simply growth). A consequence of this distrust is the threat it poses to educators' willingness to implement heavy-lift continuous improvement efforts. Our participants saw one advantage to California's late adoption of a growth model: We can learn from the communication strategies (and lessons learned) of states who have been doing the work for some time. They would urge the state to study and collaborate with other state leaders prior to full implementation.Also, our stakeholders felt strongly that they wanted to be consulted again as the state moves onto the selection of models (vs. the behaviors that were the focus of this round of conversations). I think they'd be ready for this now that they've participated in one round of discussion. |
| 8 | It's a great learning experience. School/LEA administrators seemed to be much more supportive for the growth model than previous years.  |
| 9 |  no |
| 10 | One participant, who runs a charter high school for students with disabilities, underscored the need for a growth model because of the inaccuracy of the current accountability system use of "change" for a school whose population is volatile. |
| 11 | Here are some questions and concerns the group has about the growth model:How will it be calculated and will it account for subgroups like SPED?Will high achieving districts be expected to grow? How, when the CAASPP scale scores have maximum scores.Will the growth model calculate distance needed to grow to meet standards or just growth from previous score?Will the scales change? If so, how will that affect their Growth Score?How will mobility be accounted for in a growth model? How much of the school year will a student have to be there to get a growth score at that school?Would it be possible to turn four achievement levels into 8 or 12 to get more growth options? Or will the scale score be used?How will we measure growth for 11th graders?With test score floors and ceilings, how can we have a true measure of growth?How will teachers unions be involved in creating this new measure so they don't fight it once it's created? |
| 12 | Small/single schools/districts are excited about the possibility of an individual growth model, especially for those that have too few students for reporting under the current model. |
| 13 | Both of them expressed complete incredulity that California is still having this discussion! I agree. Let's get this done! |
| 14 | I think it is important to be able to understand how the growth model would display data for student subgroups and to understand how that would be different from the current reporting and displaying of the data now. |

## ATTACHMENT E: GROWTH MODEL TIMELINE

### Tentative Timeline for the Development of a Measure of Individual Student Growth

This table provides a calendar and timeline of the key activities related to the ongoing development for implementing a measure of individual student growth in the California School Dashboard (Dashboard). This information was shared with the Growth Model Stakeholder group at their April 2019 meeting to assist with understanding both the remaining work necessary leading up to State Board of Education action on this issue, including potential inclusion in the 2020 Dashboard and how the current activities related to the development of the Dashboard generally require periods of time where all CDE resources are focused on preparing for the annual dashboard release.

| **Date** | **Activity** |
| --- | --- |
| February 4, 2019 | Growth Model Stakeholder Meeting #1 |
| April 10, 2019 | Growth Model Stakeholder Meeting #2 |
| May 29, 2019 | Growth Model Stakeholder Meeting #3 |
| August 2019 | Growth Model Stakeholder Meeting #4 |
| September 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| October 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| October 2019 | Local Control Funding Formula (LCFF) Stakeholder Group presentation on Growth Model Stakeholder Group work |
| October 2019 | Board Memo on Growth Model Stakeholder Group work |
| October 2019 | California Practitioners Advisory Group (CPAG) presentation on Growth Model Stakeholder Group work (Scheduled for 10/24) |
| November 2019 | Preparations for 2019 Dashboard Release – NO WORK ON GROWTH MODEL |
| December 2019 | California Department of Education (CDE)/Educational Testing Service (ETS) Modeling |
| January 2020 | CDE/ETS Modeling |
| February 2020 | Initial Presentation of modeling to Technical Design Group (TDG) |
| March 2020 | March State Board of Education Meeting presentation on Dashboard work plan for 2020 |
| March 2020 | CDE/ETS refine modeling based on TDG feedback |
| April 2020 | Continuation of Presentation of modeling to TDG |
| April 2020 | Presentation of modeling to Growth Model Stakeholder Group |
| April 2020 | Presentation of modeling to CPAG |
| May 8-9, 2020 | May State Board of Education Meeting (SBE) – Board Item on Measure of Individual Student Growth |
| June 2020 | Presentation to TDG |
| June 2020 | Presentation to LCFF Stakeholders |
| July 10-11, 2020 | July SBE Meeting – Potential Board Item on Measure of Individual Student Growth |
| September 11-12, 2020 | September SBE – Board Item on Measure of Individual Student Growth (Deadline) |
| November 2020 | Local Educational Agency Preview of Dashboard |
| December 2020 | 2020 Dashboard Public Release |

## APPENDIX A:

The image above on page 37 is a chart displaying the behaviors prioritized as the most important. The chart displays the number of respondents that identified this behavior:

* Identify other entities with similar student populations (prior scores, demographics) to engage with peers from those entities about best practices – 10 respondents
* Create a system for early warnings/strategic planning conversations between teachers/schools and parents – 8 respondents
* Identify student groups with relatively low growth rates – 8 respondents
* Focus on individual growth rather than comparing students to peers – 7 respondents
* Communicate student-level data clearly with stakeholders – 5 respondents
* Define and quantify goals for each student, thereby incentivizing differentiated instructions – 4 respondents
* Facilitate research and evaluation by identifying characteristics of schools/districts with low growth – 4 respondents
* Group students by growth scores to determine useful instruction/interventions (develop action steps for some groups, use other groups as models) – 4 respondents
* Examine past student growth from year to year – 3 respondents
* Enable different audiences to interact with and examine data in different ways – 2 respondents
* Encourage more frequent administration of interim assessments to check whether students are making progress/understanding the curriculum – 1 respondent
* Discuss what individual students’ performance relative to the comparison group means and what to do – 0 respondents
1. [↑](#footnote-ref-1)