LOUISIANA DEPARTMENT OF EDUCATION


# Accountability System Board Member Work Group Meeting #6

## April 26, 2022 | 1:00 pm

# Topics to Discuss

- Recap where we've been & what we've agreed upon
- 3-8 simulations: follow up from previous meeting on FL & MS Models
  - Additional feedback & next steps
- High Schools
- Implementation timeline
- Next steps now until adoption

# What is the purpose of school accountability?

1) improve student academic achievement - it should motivate adults in the building to focus on student academic growth & measurable outcomes
2) provide a fair assessment of performance for the purposes of:
   a) communication
      i) easy for parents and educators to understand
      ii) communicating the right things
   b) Allowing us to prioritize resources, energy, and interventions on schools in need of improvement

# In our previous meetings we identified these areas as target areas to improve in our growth model

1. No longer awarding points for non-growth (including students who declined)
2. Growth is not recognized equally in how the formula rates a school's overall performance.
   a. Step 1 does not value all growth equally (higher targets for students starting further behind)
   b. Floors for Mastery & Advanced mix achievement into the growth index
3. No matter how much growth a student below Basic has, the school will still earn an F in the calculation of the School Performance Score until they reach Basic.

# What are we trying to accomplish in assessing our current Accountability System?

- Strengthen the system's growth component so that real growth is incentivized and rewarded.
- Maintain our proficiency goals.
- That High School accountability reflects college and career readiness standards and is in alignment with 3-8.
- Ensure the results are clear and easy to understand.
- Ensure our expectations are consistent across K-12.
- Minimize double counting indicators as this only serves to magnify its weight and add complexity.

Center for Assessment

# Overview of Growth Measures

Chris Domaleski, Center for Assessment

April 26, 2022

# National Center for the Improvement of Educational Assessment (Center for Assessment)

- The Center for Assessment is a Dover, NH-based not-for-profit (501(c)(3)) organization that seeks to improve the educational achievement of students by promoting enhanced practices in educational assessment and accountability
- 14 professional associates; 35 current state engagements; 80+ projects
- Primary focus is to provide support for design, implementation, and validation of assessment and accountability systems
- The Center currently provides technical support services to LDOE, including coordinating the Technical Advisory Committee (TAC)

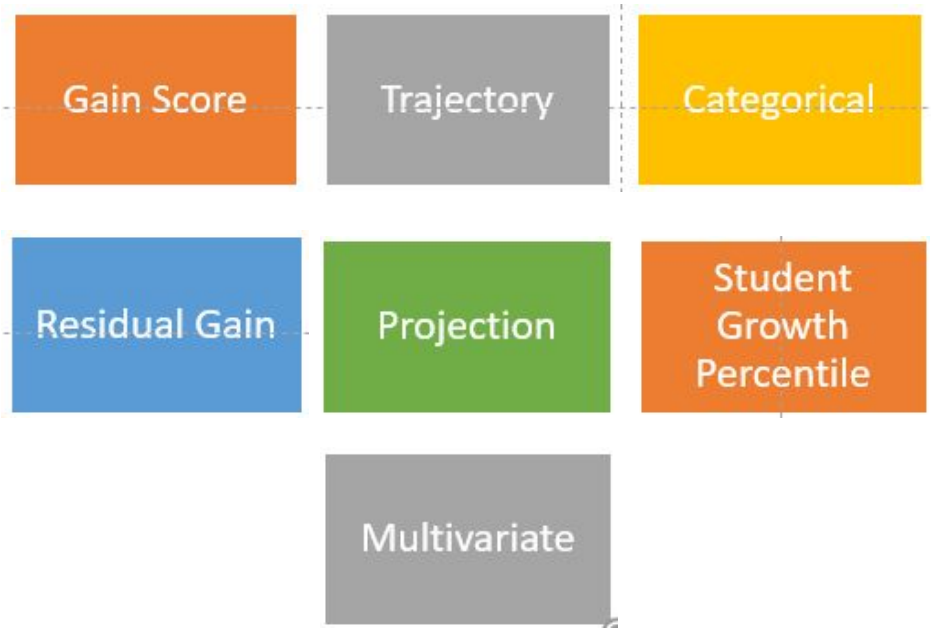
# Introduction

- Center for Assessment since 2008; Associate Director since 2015
- Before that I was Associate Superintendent for Assessment and Accountability at the Georgia Department of Education
- I serve on 11 state assessment Technical Advisory Committees (TAC) and coordinate several state accountability advisory groups
  - Relevant to today's discussion: Chair of the Mississippi TAC and Accountability Task Force
- I coordinate the Accountability Systems and Reporting (ASR) state collaborative for the Council of Chief State School Officers (CCSSO)

# Important Considerations

- There is no single ‘gold standard’ for producing measures of academic growth.
- No growth model can overcome limitations associated with the assessments on which they are based.
- The choice of a growth model alone does not determine the outcomes or growth scores that will be produced. There are many additional factors such as:
  - the metric on which it is based
  - the model specifications (e.g., covariates)
  - the performance expectations
- Think of the growth model as a set of tools. While it’s important to have good tools, it’s also vital to have 1) solid plans 2) skilled builders and 3) good materials.

# Growth Model Categorization




*A Practitioner's Guide to Growth Models* (Castellano & Ho, 2013)

## Gain-Based Models

Based on score gains and trajectories on a vertical scale over time

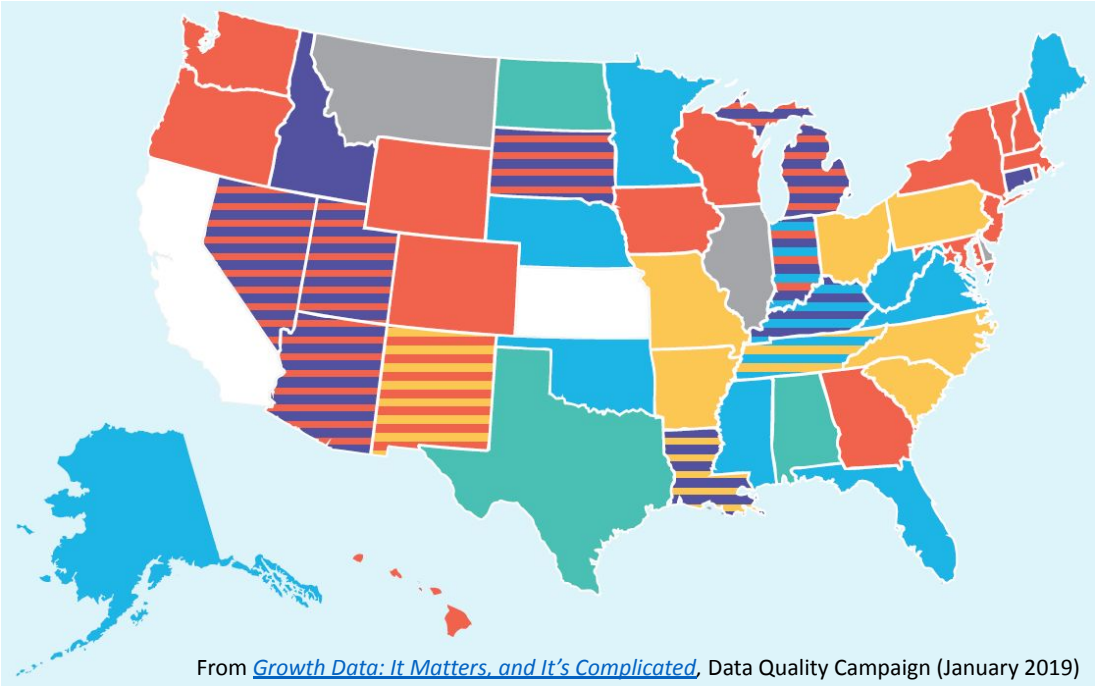
## Conditional Status Models

Expresses scores in terms of expectations based on past scores

## Multivariate Models

Uses entire student score histories as an outcome to associate higher-than expected scores with educators

# State of the Union – Growth Model Edition



From *Growth Data: It Matters, and It's Complicated*, Data Quality Campaign (January 2019)

# State of the Union – Growth Model Edition

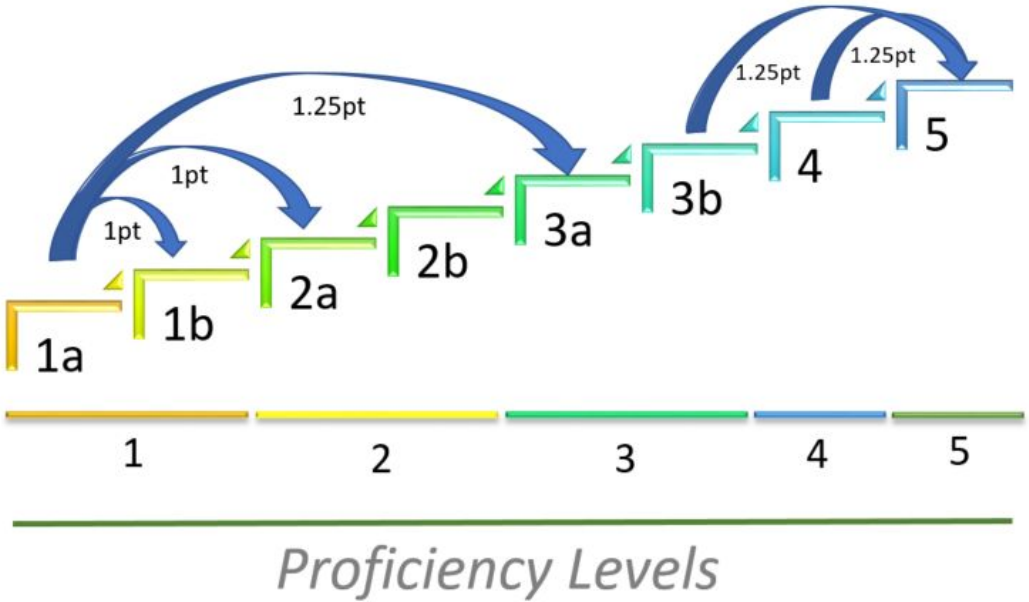
- **23 states are using student growth percentile.** This measure is the most common.
- **12 states are using a value table.**
- **10 states are using a growth-to-standard measure.**
- **9 states are using a value-added measure.**[2]
- **3 states are using a gain-score measure.**
- **3 states are using a less common growth measure.** Based on our review, these states are using a measure of individual student progress that, as described in the plan, cannot be classified as one of the more common measures above.
- **10 states are using multiple measures.** These states will use more than one measure to evaluate student growth, combining the measures in various ways. Five states are pairing a growth-to-standard measure with a student growth percentile measure, which will give them insight into both how students are performing compared to their academic peers and how they are progressing toward state standards.[3]

From *Growth Data: It Matters, and It's Complicated*, Data Quality Campaign (January 2019)

# Transition Tables in Mississippi and Florida

# Mississippi

## Earning Growth Points:




- Moving 1 *Growth** level = 1 pt
- Moving 2 *Proficiency** levels = 1.25 pts
- Moving from any lower level to level 5 = 1.25 pts
- Staying at level 5 = 1.25 pts

# Florida

Illustrative Table:

| Assessment | Level 1 | | | | Level 2 | | | Level 3 | Level 4 | Level 5 |
|---|---|---|---|---|---|---|---|---|---|---|
| | Level 1 | Low | Middle | High | Level 2 | Low | High | | | |
| Grade 3 | 240-284 | 240-254 | 255-269 | 270-284 | 285-296 | 285-290 | 291-296 | 297-310 | 311-326 | 327-360 |
| Grade 4 | 251-298 | 251-266 | 267-282 | 283-298 | 299-309 | 299-304 | 305-309 | 310-324 | 325-339 | 340-376 |
| Grade 5 | 256-305 | 256-272 | 273-289 | 290-305 | 306-319 | 306-312 | 313-319 | 320-333 | 334-349 | 350-388 |
| Grade 6 | 260-309 | 260-276 | 277-293 | 294-309 | 310-324 | 310-317 | 318-324 | 325-338 | 339-355 | 356-390 |
| Grade 7 | 269-315 | 269-284 | 285-300 | 301-315 | 316-329 | 316-322 | 323-329 | 330-345 | 346-359 | 360-391 |
| Grade 8 | 273-321 | 273-289 | 290-305 | 306-321 | 322-336 | 322-329 | 330-336 | 337-352 | 353-364 | 365-393 |
| Algebra 1 | 425-486 | 425-445 | 446-466 | 467-486 | 487-496 | 487-491 | 492-496 | 497-517 | 518-531 | 532-575 |
| Geometry | 425-485 | 425-445 | 446-465 | 466-485 | 486-498 | 486-492 | 493-498 | 499-520 | 521-532 | 533-575 |

Learning Gains:

- increase one (1) or more achievement levels
- increase at least one (1) subcategory if maintaining an Achievement Level 1 or 2 for FSA/FSAA
- maintain the same Achievement Level 3 subcategory or move from the lower subcategory to the higher subcategory for the FSAA, or
- maintain an Achievement Level 3, 4, or 5 for the FSA or an Achievement Level 4 for the FSAA.

# Transition Tables

- Advantages
  - Establishes clear targets for progress which can be informed by data and/or policy
  - Relatively straightforward to implement and interpret
- Limitations
  - Not sensitive to progress within categories
  - Are more closely related to status (i.e., proficiency) compared to other models
  - ‘Relative rigor’ of expectations may not be consistent across the scale

# Broader Issues and Opportunities

# Growth Interpretation Priorities for Louisiana?

| Characteristic | Components | | | |
|---|---|---|---|---|
| Time Focus | Future-focused | | Past-focused | |
| Point of Reference | Scale-referenced | Norm-referenced | Criterion-referenced | |
| Type of Measure | Observed data | Continuation | Hypothetical | Prediction |
| Granularity | Individual | | Group | |

Additional considerations:

- ✔ Transparency
- ✔ Interpretability
- ✔ Utility
- ✔ Technical quality and research support

# Key questions to explore priorities for Louisiana's growth model

- Technical
  - To what extent is the model sensitive to changes? And what groups/ conditions are most important to detect? For example, how important is it to detect progress for very low performing students or very high performing students?
  - To what extent is the model resistant to floor/ ceiling effects?
  - What is the relationship to factors thought to be irrelevant to student achievement (e.g. school n-size)?
  - What, if any, factors should be explicitly minimized or controlled (e.g. poverty)?
  - To what extent is the model stable (reliable)?
    - Within year and/or across years
    - At various units (e.g. schools, district, student group etc.)

# Key questions to explore priorities for Louisiana's growth model

- Practical
  - To what extent are results easy to interpret and use?
  - To what extent are model design and characteristics clear and reasonable?
  - To what extent are performance standards ambitious but attainable?
  - To what is extent is openness and transparency valued?
  - To what extent should the model be stable with respect to changes (e.g. changes in state assessments)?

# Potential Next Steps

- Evaluate and address the assessment features necessary to ensure the growth model works as intended. In particular, bolster the sensitivity of the test in lower region.
- Examine specifications of the current growth model to include:
  - the right conditioning factors are included
  - whether the growth expectations are at set at the appropriate level
- Study the impact of potential changes with respect to:
  - technical factors (e.g., reliability of scores)
  - practical/ policy considerations (e.g., relationship to status and other indicators of performance)

# Potential Timeline to Study and Implement Changes to Growth Model

- Fall 2022/ Spring 2023
  - Adjustments to LEAP to augment sensitivity of the assessment
- Spring 2023
  - First administration of augmented assessment
- Spring 2024
  - Second administration of augmented assessment
- Summer/ Fall 2024
  - Sufficient information available to adequately evaluate and document the impact of growth model changes
  - Submission to BESE and Department of Education (ED)
- Fall 2025
  - Implementation of revised growth model in school accountability


www.nciea.org

# Letter Grade Scale

Aligned with the clarity, transparency, ease of understanding, the scale is reduced to a 100 point system with 25 incentive points.

| | 2025 Scale | Simulation Scale |
|---|---|---|
| A | 100-150.0 | 80.0-125 |
| B | 85-99.9 | 65.0-79.9 |
| C | 70-84.9 | 56.0-64.9 |
| D | 50-69.9 | 46.0-55.9 |
| F | 0-49.9 | 0.0-45.9 |

Scale adjustments may be needed after 2021-22 assessment results.

# Overview of proposed high school model

1) Aligns with 3-8 in SPS
2) The major changes are in
   a) Strength of the Diploma
   b) Weights of indices
3) All indices are now on a 100 point scale with up to 25 incentive points above 100.

# “Minor” Changes

- ACT removes WorkKeys for non TOPS University students
- 4 year cohort graduation weight on 100 point scale by removing the additional weight
- Growth on EOCs uses the same methodology as 3-8

# Formula Weights

- **Academic Achievement / Other Academic Indicators (60%)**
  - EOC Index: 20%
  - Growth Index: 20%
  - Graduation Rate: 20%
- **School Quality Indicators (40%)**
  - Interests & Opportunities: 5%
  - ACT: 15%
  - Strength of Diploma: 20%

# Growth in High Schools

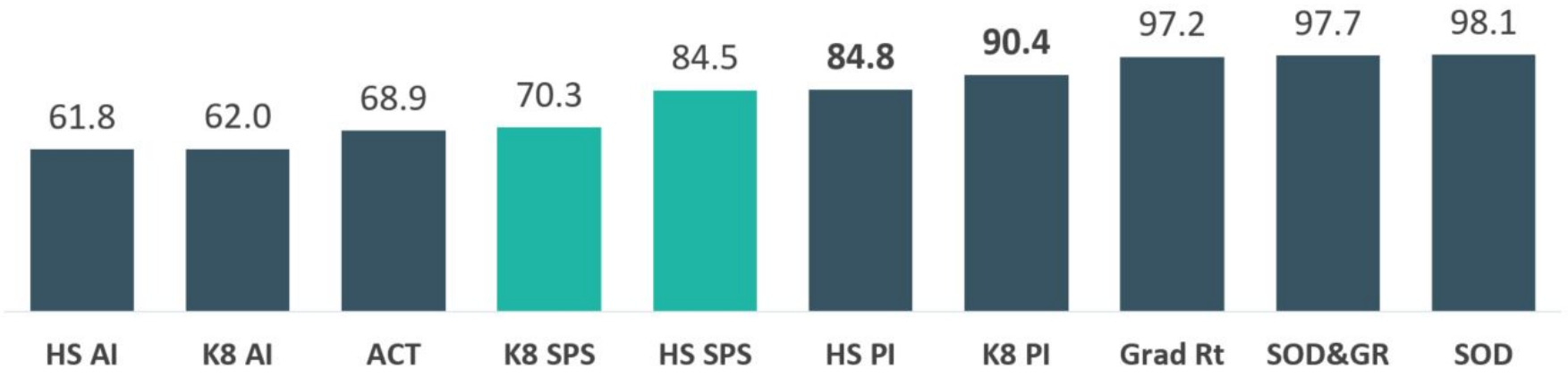
- In the 3-8 formula the simulation varied the weight of growth (25-45%) of the formula based on how students enter the school year.
- The high school formula does not have a meaningfully high growth component.
  - 12.5% weight of growth is not enough to differentiate schools.
  - Increasing the rigor of our less rigorous High School indicators could have a negative impact on students who are already less likely to graduate.
- One group of students for whom we could explore are students exiting 8th grade far below proficiency (Below Basic) in ELA and/or Math. Another group is English Language Learners.

**If some high schools are doing a better job of growing these students than others, should our High School formula differentiate and reward schools doing exceptional work?**

# Strength of Diploma Overview

- This index now works in concert with the graduation rate index
  - The current formula double counts a graduate, which is the key driver of inflated high school scores as it gave 100 points for on-time graduation in the 4 year cohort grad rate and 100 points in the Strength of Diploma.
- We've modified the SOD to no longer award 100 points for a graduate, which significantly decreases the points generated by the SOD.

# Points earned by index distribution on 2019 SPS



# 3-8 & HS Indices are much more closely aligned than the previous model.

# New HS formula provides alignment with 3-8 simulation.

| | 3-8 | HS |
|---|---|---|
| A | 11% | 10% |
| B | 34% | 34% |
| C | 26% | 26% |
| D | 20% | 20% |
| F | 9% | 9% |

# An updated index provides meaningful differentiation, increased expectations, builds off of the previous proposal, and is aligned to the new scale.

| Points | |
|---|---|
| 125 | Fast Forward Aligned Associates Degree, 3 Passing AP/IB Exams, Advanced Level III/IV, or Fast Forward Aligned Full Apprenticeship. |
| 100 | Passing 2 AP/IB/CLEP Exams, 12 DE Credits (with a C+) that are TOPS CORE Aligned or Advanced Credential |
| 75 | TOPS CORE Aligned 1 Passing AP/IB/CLEP Exam, 9 DE Credits (with a C+) |
| 50 | TOPS CORE Aligned 1 Passing AP/IB Course (and took exam), 6 DE Credits (with a C+), or Basic JS Credential |
| 0 | Graduates who do not falling into one of the categories |

# We must also work to raise the rigor of our Industry Based Credentials

- Identify Basic credentials that should no longer be incentivized because of their value in the real world.
- Explore the creation of a credential between Basic and Advanced to fit into our 75 point category.
- Explore bundling & grouping Basic Credentials that combined have more value than individually.

**By thinking about the Strength of Diploma working in concert with 4 year cohort grad rate we have shifted the incentives to "beyond" a diploma.**

**There could be consequences for students that are less likely to graduate.**

# Students who score below basic in 8th grade ELA & Math are much less likely to graduate from high school.

| | 2018 Cohort not Graduating on time |
|---|---|
| Below Basic on 8th Grade ELA & Math | 35% |
| Below Basic on 8th Grade ELA or Math | 20% |
| Basic or better on 8th Grade ELA & Math | 8% |
| English Learners | 64% |

*Being below Basic Proficiency means their previous school earned an "F" for these students in status at the end of 8th grade.*

# Incentivizing Diploma attainment in this index in the formula

For student groups who are less likely to graduate a small number of incentive points are provided to the school to recognize additional effort.

Graduates who:

- Scored below Basic on ELA and Math in 8th grade (25 points)
- Were/are limited English proficient entering High School (25 points)
- Scored below Basic on ELA or Math in 8th grade (10 points)

# Why incentivize graduation for these students?

- We want to create an additional incentive for schools to make certain these students graduate.
- Students are coming in significantly below grade level & as a result are much less likely to graduate, said differently, to drop out.
- It not only requires additional effort to ensure students behind grade level graduate, it also requires additional effort in every other index, which does not have have any form of growth measure (for example the ACT Index).

# Discussion

- Do these feel like the right categories and levels?
- Are these credentials rigorous enough to justify points in our model?
- Does it feel appropriate to raise the expectation beyond graduation?
- Does it feel appropriate to include a small number of incentive points to focus and encourage improving graduation likelihood for specific students?
- The current model rewards schools when students complete a HiSET. Should we consider including HiSET incentives?

# On what timeline should we consider to phase in new policy?

- For 3-8 & High School Assessment based outcomes are generally measures and aligned with previous incentives (Basic & Mastery proficiency & student growth).
- For High School, graduation outcome based factors have a delay in their inclusion in the formula.
  - Balancing the urgency of implementing these incentives with the timeline on which school systems could reasonably react and support students toward these new goals.

| SPS Year | Cohort in formula | 9th Grade Entry Year | When will cohort be juniors? |
|---|---|---|---|
| Fall 2023 | 2022 Cohort | Fall 2018 | Fall 2020 |
| Fall 2024 | 2023 Cohort | Fall 2019 | Fall 2021 |
| Fall 2025 | 2024 Cohort | Fall 2020 | Fall 2022 |
| Fall 2026 | 2025 Cohort | Fall 2021 | Fall 2023 |

# Freshmen who entered high school in Fall of 2021 will be juniors in the fall of 2023.

- This would allow for schools to plan during the 2022-23 school year to provide rigorous, aligned, and student centered programming.
- This cohort of students would impact accountability in the fall of 2026.
- Implementation of changes prior to this cohort would mean:
  - 2025 SPS: fall of 2022 Juniors
  - 2024 SPS: fall of 2021 Juniors

This means that we would need to address a short-term need to reassign points in our current index to a 125 point scale as part of a gradual transition to this increased expectation.


# Next steps now to adoption

# Next Steps to Adoption

- Based on today's meeting: what adjustments do we need to make? What timeline should we hold our next meeting?
- Pending next round of simulations:
  - Provide simulated data to districts for review & discussion
  - Provide engagement opportunities via organizations representing parents, schools, and systems.
    - How we should communicate results in the future?
    - How do we communicate incentives & supports linked to the system?
- May 2022: Department begins drafting policy language.
- June 2022: Administration provides a presentation at BESE & BESE considers changes to Bulletin.
- August 2022: LDOE begins process to amend ESSA plan.