Louisiana Believes

Accountability Commission
August 20, 2018

DEPARTMENT of EDUCATION

Guiding Beliefs

Louisiana's students—all of them, no matter race, disability, or creed—are as smart and capable as any in America. They have gifts and talents no lesser than those given to any children on this earth.

Louisiana has worked hard to raise expectations for students, and as a result, students are performing at higher levels than ever before.

While Louisiana has made great strides in increasing life opportunities for its students, there remain serious challenges in Louisiana's schools. Often these challenges are experienced to the greatest extent by children of historically disadvantaged backgrounds.

As educators, we have a powerful role to play in helping all students overcome the challenges they will experience on the way to leading healthy and productive lives as adults.

Agenda

- K-2 Pilots Update
- English Language Proficiency
- Industry Credentials
- Alternative Education Accountability
- Upcoming Meetings

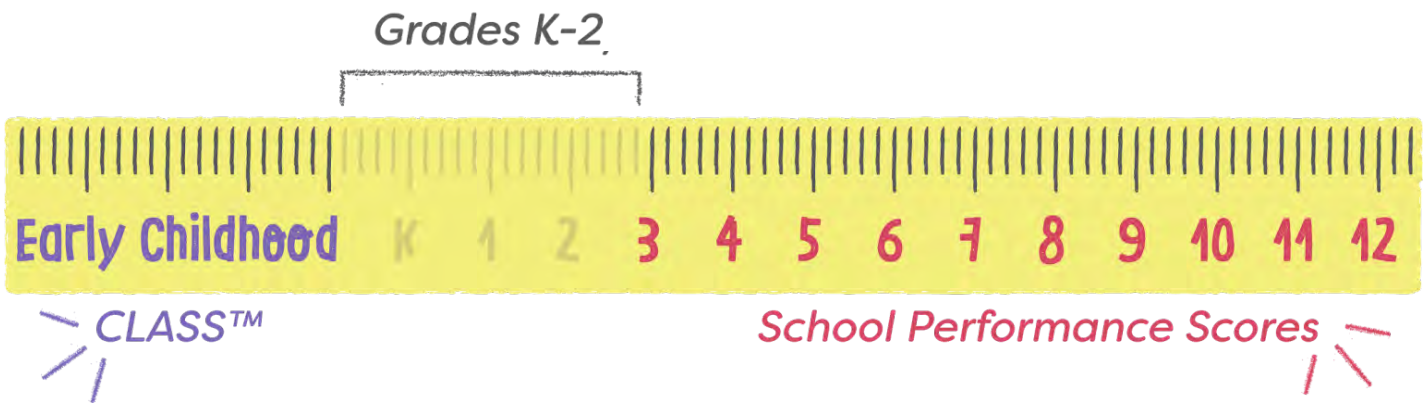
Current Challenges

Louisiana has a long history of accountability aligned to the academic focus on grades 3-12 and has recently expanded accountability to publicly-funded early childhood programs. However, Louisiana currently lacks measures to reflect the success of grades K to 2 specifically.

- Schools serving grades K-2 only are evaluated based on their “paired” school, where students matriculate to 3rd grade. K-2 school leaders have expressed ongoing frustration with this policy, which does not recognize the work that happens in the lower grades.
- Additionally, Louisiana’s move to greater focus on student progress in grades 4 to 12 does not offer a solution for measuring student growth in schools ending third grade.

Louisiana's Early Education and K-12 Accountability Systems

Louisiana's infant, toddler, and pre-K classrooms are observed using CLASS™, a nationally recognized tool that measures how well classrooms support children's growth and development. Beginning in grade 3, Louisiana's accountability system measures how well a school is preparing all of its students for the next level of study.



2018-2019 K-2 Performance Tools

Tool	What it Measures	Implementation	Number of Classrooms
Kindergarten CLASS™ (Year 2)	Measure and improve teacher-student interactions that promote positive social and academic development	Local and third party classroom observations	286
Curriculum Implementation	Measure and strengthen teachers' use of materials that impact student learning experiences	Third party classroom observations	354 1st Grade 325 2nd Grade
Student Writing Samples (1st Grade)	Measure students' written expression and knowledge of language and conventions	Third party review via online portal	396
2nd Grade ELA and Math Skills Check-Up	Measure students' mastery of ELA and math skills that meet the standards.	Computer-based administration	429

Pilot Participants

53 LEAs applied on behalf of 188 schools to pilot one or more K-2 tools in the 2018-2019 school year.

Assumption
Bogalusa
Caddo
Calcasieu
Caldwell
Cameron
Catahoula
Claiborne
Concordia
DeSoto
East Baton Rouge
Evangeline
Franklin
Grant
Iberia
Iberville
Jefferson Davis
Lincoln
Livingston
Madison
Monroe City
Natchitoches
Plaquemines
Pointe Coupee
Rapides
Red River
Sabine
St. Bernard
St. Helena
St. John
St. Martin
St. Tammany
Tangipahoa
Tensas
Terrebonne
Vernon
Washington
West Baton Rouge
Winn
Special School District

Charter LEAs:
Celerity
Coghill
Delhi
Hynes
FirstLine
Iberville
Impact
KIPP
Morris Jeff
New Beginnings
New Orleans College Prep
Plessy
Tangi

Timeline

Date	Activity
Fall 2018	Training and support for pilot participants
2018-2019	Pilot implementation
Spring 2019	Collect feedback from pilot participants via interviews and surveys
Summer 2019	Share pilot year results

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English Language Proficiency: Accountability Commission Objectives

As required under ESSA, Louisiana will include a measure of progress to English language proficiency (ELP) for English learners in the accountability formula. Every EL's improvement in English language proficiency will count in equal weight to all other assessments in the Assessment Index.

Over the last six months, the Department has engaged a work group made up of experts in EL instruction and educators from the schools and school systems serving a majority of the state's EL students. Based on guidance from the work group, the Commission will consider:

- Recommendations for a specific methodology for measuring and rewarding ELP progress within the Assessment Index; and
- The recommendation for a learning year in 2018-2019 due to the transition to a new ELP assessment in 2017-2018.

ELP Working Group Recommendations

1. **An 'A' school is one where ELLs are on average on track to proficiency in the expected time frame.** Louisiana has set a goal that all students reach proficiency within seven years of first identification, though the trajectory will vary by grade and proficiency level at initial identification. Using a *clear and simple table* with an expected trajectory from an initial level, the accountability formula should reward meeting or exceeding the expected trajectory.

2. **All progress, even if not sufficient to exit in the expected time frame, should be recognized.** It is important that students progress towards overall proficiency, but year-over-year gains should also be rewarded in the accountability formula.

3. **Due to the transition to a new ELP assessment in 2017-2018, the 2018-2019 school year should be a learning year.** In 2018-2019, results should be calculated and shared with schools but not included on public report cards, with full implementation beginning in 2019-2020. Additionally, initial proficiency levels should be reset for all students beginning with administration of the ELPT assessment in the 2017-2018 school year.

Recommended ELP Progress Accountability Framework

For each ELPT tester, the progress measure should consider:

A. Is the student on a trajectory to exit EL status within the expected time frame (based on his/her initial grade and proficiency)?
B. Did the student demonstrate improvement in English proficiency from the previous school year?

ELPT Progress Outcome	Assessment Index Points
Exceeds expected proficiency level (A)	150
Meets expected proficiency level (A)	100
Improvement of one or more English proficiency levels from prior year (B)	80
No improvement in overall English proficiency level	0

English Language Proficiency Levels

The new ELPT assessment measures and reports on students' English language proficiency overall, as well as in four domains: reading, writing, speaking, and listening.

Each of the four domains are scored 1-5, where level 1 is beginning and level 5 is advanced.

The overall proficiency determination is based on the profile of domain scores. Students must score a combination of 4s and 5s across all domains in order to demonstrate proficiency.

Overall Proficiency Level	Domain Scores
Emerging (E)	All level 1s and 2s
Progressing 1 (P1)	At least one level 3 score in which the lowest score is a level 1
Progressing 2 (P2)	At least one level 3 score in which the lowest score is a level 2
Progressing 3 (P3)	At least one level 3 score in which the lowest score is a level 3
Transitioning/Proficient (T)	All level 4s and 5s

On Track to Proficiency: Expected Trajectory Tables

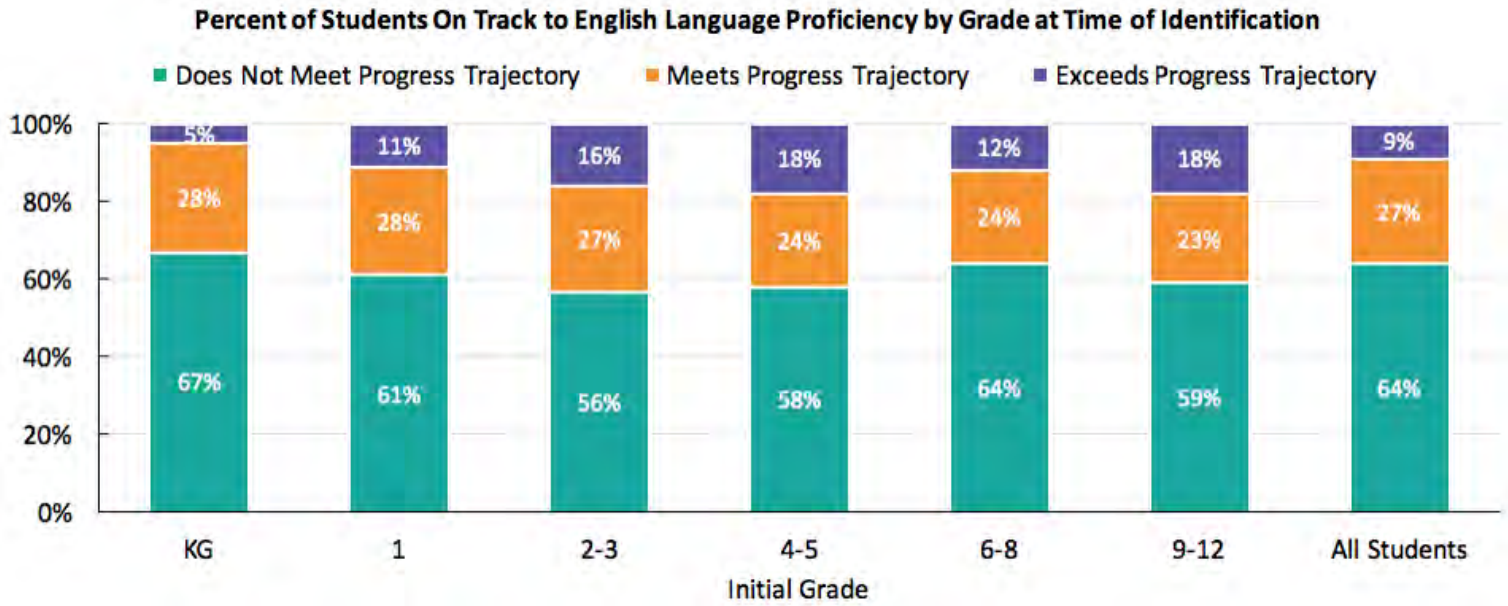
Students identified as ELLs in elementary school grades typically exit ELL status within 4-5 years, depending on their baseline proficiency level, while students who enter school in middle and high school grades typically need additional time.

Grades K-5 Initial Level	# of Years Identified as ELL			
	Year 2	Year 3	Year 4	Year 5
E	P1	P2	P3	T
P1	P2	P3	T	
P2	P3	T		
P3	T			

Grades 6-12 Initial Level	# of Years Identified as ELL					
	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
E	P1	P2	P2	P3	P3	T
P1	P2	P2	P3	P3	T	
P2	P2	P3	P3	T		
P3	P3	T				

Simulation: On Track to English Proficiency

Using a statistical method to translate the old ELP assessment to the new assessment scale, the percentage of students meeting or exceeding the expected trajectory to English language proficiency is generally consistent regardless of the grade in which the student was first identified as ELL.



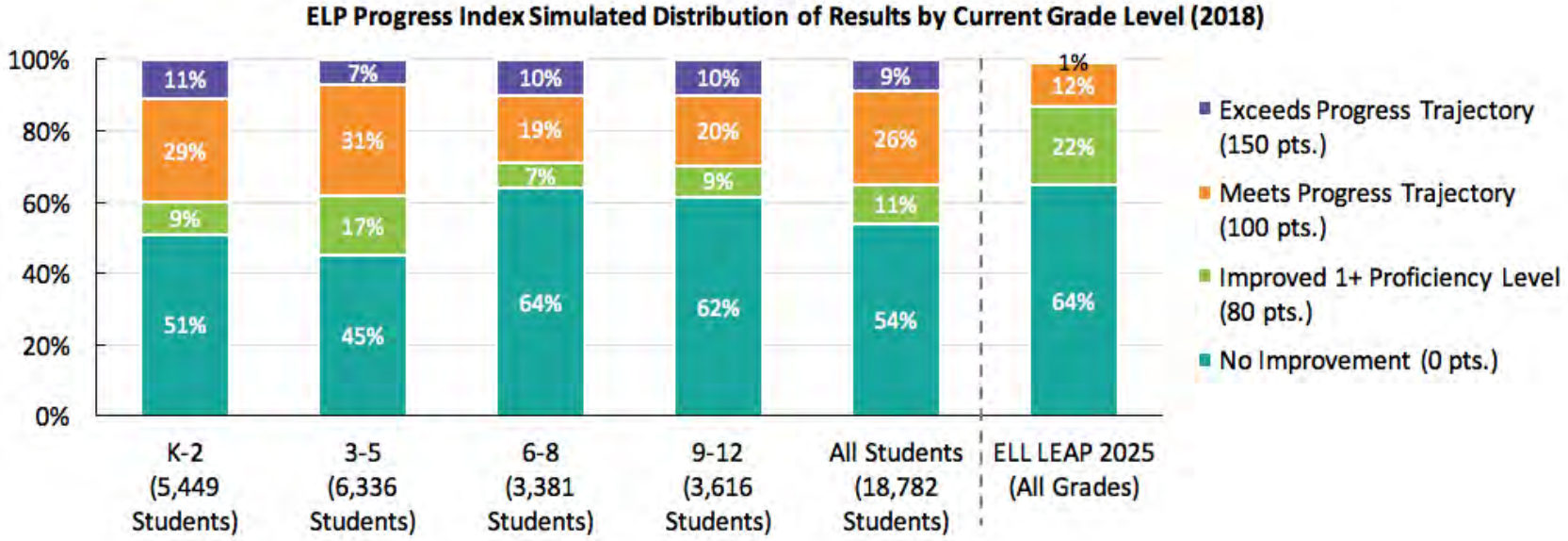
Simulation: Year-Over-Year Proficiency Level Progress

Approximately 43% of ELPT testers improved one or more proficiency levels from 2017 to 2018.

2017 Level (ELDA translated to ELPT scale)	2018 Level (ELPT)					% Improving 1+ Level
	E	P1	P2	P3	T	
E	53%	23%	16%	6%	1%	47%
P1	15%	31%	29%	19%	6%	54%
P2	3%	16%	32%	35%	14%	49%
P3	1%	6%	18%	47%	27%	27%

Simulation: ELP Progress Measure Distribution

In 2017-2018 simulations, 35% of ELPT results earned an 'A' (100+ points) in the Assessment Index. In comparison, just 13% of ELL students' LEAP 2025 tests scored Mastery or Advanced for an 'A' on the Assessment Index in 2018.



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Jump Start Labor Market Alignment Study: Key Findings

A study by third-party labor market economist Richard C. Froeschle, as recommended by the Georgetown Center on Education and the Workforce, made recommendations regarding Jump Start implementation and alignment with workforce needs.

- The Jump Start Industry Based Credentials (IBCs) earned by Louisiana students should correspond to the occupational and employment trends of the region, so that students graduate with the best opportunities for adult success.
- In 2016-17, there were 92 IBC options that had IBC earners, and a total of 10,397 IBCs earned by career diploma students entering their senior year. From this list, 9,515 or 92% of all IBCs earned came from just 20 IBCs. Twelve of these were labeled “complementary” (no value in accountability).
- The WIC State Focus List of IBCs has 89 options. There were 37 (or 41.6%) of these that showed earned IBCs, and a total of 1,805 IBCs earned from State Focus List 2016-17. The 1,805 earned IBCs from the State Focus List represent just 17.4% of all IBCs earned in 2016-17.

Jump Start Labor Market Alignment Study: Non-Accountability Recommendations

The BESE report recommended a total of 15 actions to improve labor market alignment in Jump Start implementation, 14 of which are not related to accountability policy.

Highlighted Non-Accountability Recommendations:

- The LDOE should collaborate with the LWC and Louisiana Economic Development (LED) to examine all 4- and 5-Star occupations from the statewide list, with the goal of establishing highest-priority IBCs by region.
- The LDOE (in partnership with LED) should orient CTE leaders and school counselors regarding regional labor market trends that can affect student individual graduation plans (IGPs) and Jump Start pathways.
- The LDOE should strive for full utilization of the school year to maximize student course scheduling during the senior year. Incentivize LEA's and/or students to take a full-course load in their senior year.
- LDOE and leading LEAs should collaborate to develop a "workplace soft skills" rubric and a catalog of project-based learning that can be integrated into every CTE course.

Jump Start Labor Market Alignment Study: Accountability Recommendations

Without additional incentives, many high wage, high demand credentials – which may also be more expensive to offer or more difficult to recruit faculty – will not be utilized.

The Jump Start labor market alignment study recommends that the LDOE revisit and modify the state accountability incentive system to better reward and recognize LEAs and students who pursue more rigorous, higher level IBCs on the WIC State Focus list.

- The study results indicate that many LEAs have settled for offering minimum IBCs, most of which have very little direct workplace relevance and much lesser impact on employability and earnings potential.
- There is currently little incentive (few additional index points) in the accountability system for an LEA to offer/promote higher level IBCs, especially those on the WIC State Focus list.
- The report recommends thats students and LEAs should have stronger incentive to respectively pursue and offer the more rigorous credentials and be rewarded for those efforts.

Strength of Diploma Index: Incentives for High Level Jump Start Credentials

Schools and school systems are rewarded in the Strength of Diploma index (25% of high school performance scores) for students earning industry-based credentials in Louisiana's high demand, high wage industry sectors.

Strength of Diploma Index: Student Outcome	Index Points
Diploma + Associate's Degree*	160
Diploma + Advanced Statewide Credential*	150
Diploma + Basic Statewide Credential**	110
Diploma (includes Career Diploma + Regional Credential)	100
5- or 6-Year Graduates and HiSET	25-75
Non-Graduate without HiSET	0

*Add 10 points for Jump Start & college credentials; subtract 10 points for 5 year graduates
**Add 5 points for Jump Start & college credentials

- Low-value Regional Credentials do not signal that students are qualified for employment in the state's high wage, high demand industry sectors, yet are valued at the 'A' level (100 points).
- The difference in points between a low-value Regional Credential (100) and high-value Basic Statewide Credential (110) is not sufficient incentive for school systems to prioritize the more rigorous, higher value credentials.

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Alternative Education Framework

Improving alternative education requires systems change that extends beyond school accountability. The Study Group report and BESE work group recommendations directed the Department to develop a comprehensive proposal, which is outlined below.

All sites must meet minimum qualifications for designation as an alternative school or program based on an external review.

AE schools earn a score and rating comparable to the state's traditional school accountability ratings.

Public reporting tells parents and communities how school systems are providing effective interventions for students in AE.

Safeguards must ensure alternative programs are implemented with fidelity, providing students with appropriate and effective interventions.

BESE Approved Definitions

In April 2018, BESE approved a working definition of alternative education (AE) schools and programs to use as a framework to develop new accountability performance measures.

Alternative education <u>schools</u> serve students referred for long-term services due to long-term suspensions or expulsions or needing other intensive services. Alternative education schools should thus be evaluated based on annual outcomes of students. Accountability scores for these sites should be based on students who are present at the site on October 1 through the end of the fall semester and those who are present on February 1 through the end of the spring semester. Any exception to this duration of services should be approved by the local superintendent.

Alternative education <u>programs</u> are responsible for serving students for shorter periods of time. They are not evaluated based on the annual success of students. As such, they should not be considered schools and should not receive a summative evaluation like schools.

1) BESE AE School and Program Approval Process

Sites must meet minimum qualifications for official designation as an alternative education school or program.

- Authorization of redesigned AE schools and programs will occur during a three-year implementation plan
  - Year 1 (2019-2020): pioneering AE schools exhibiting readiness to implement new policy, interventions and strategies (Johns Hopkins Cohort of AE schools and 2018-2019 AE Pilot schools)
  - Year 2 (2020-2021): all remaining AE schools that did not submit in year 1
  - Year 3 (2021-2022): all AE programs
- BESE will consider for approval the list of 2019-2020 AE schools and programs (April 2019)
- The new authorization process will validate that AE schools and programs meet minimum qualifications that seek to provide all students:
  - An experience that aligns to the five pillars of the redesigned AE model: a) Student Learning Plan, b) Behavior Intervention, c) Academic Intervention, d) Specialized Staff Support, and e) Educator Engagement
  - Access to the interventions, supports and strategies prioritized in statue (R.S. 17:252; 17:416.2; 17:221.4)

Proposed Alternative Education School Rating Metrics

Alternative education schools serve students referred for long-term services and should thus be evaluated based on annual outcomes of students.

High School Accountability

- State Assessment Performance and Progress
- ACT/WorkKeys
- Strength of Diploma
- Graduation Rate

Alternative High School Accountability

- State Assessment Progress
- Current Year Core Credit Accumulation
- Second Year Dropout/Credit Accumulation
- Graduation Completion

Alternative Elementary/Middle School Accountability would be based 100% on state assessment progress.

As the **Interests & Opportunities** indicator (5% of accountability scores) is developed, a model appropriate for inclusion in AE school accountability should also be considered.

LEAP/EOC Student Progress (25%)

The Progress Index measures how well students are progressing towards "Mastery" throughout the school year, regardless of where they started. This measure values the individual progress of every student, and not just their performance at the end of the year.

Students in AE schools demonstrated growth on LEAP/EOC ELA and math assessments that fell in the 44th percentile statewide, resulting in a C average overall. However, AE school performance ranged from an F to an A in the amount of progress students made in 2016-2017.

LEAP/EOC Student Progress Results (2017)	All Schools Average	AE Schools Average	AE Schools Range (Min. - Max.)
Progress Index	83.6 (B)	66.7 (C)	39.0 (F) - 106.9 (A)
Avg. student growth percentile (VAM): ELA	50th percentile	44th percentile	24th - 66th percentile
Avg. student growth percentile (VAM): Math	50th percentile	44th percentile	29th - 67th percentile

Current Year Core Credit Accumulation (25%)

Students attending AE schools receive access to remedial instruction and academic supports to help them earn Carnegie credits and address academic deficiencies.

All students must earn at least 12 core academic (ELA, math, science, and social studies) credits in order to graduate. Therefore, high school students should earn at least 3 core credits per year and 2 credits per semester to remain on track to graduation.

Current Year Core Credit Accumulation (2016-2017)	AE Schools Average	AE Schools Range (Min. - Max.)
Avg. core credits earned	3.6	0.0 - 8.3
% of students earning 3 or more core credits	21%	0 - 76%

Second Year Dropout/Credit Accumulation (25%)

AE schools are responsible for establishing documented plan coordinated with an Individual Graduation Plan (IGP) for every student to support successful transitions.

The second year dropout/credit accumulation indicator would measure what happens to students in the year after attending the AE school: did the student dropout of school, remain enrolled and continue earning credits towards graduation, or graduate?

Second Year Credit Accumulation (2017-2018 outcomes for students enrolled in AE school for at least 45 days in 2016-2017)	All Schools 9th Grade Average (DCAI)	AE Schools Average	AE Schools Range (Min. - Max.)
% of students dropping out	2%	11%	0 - 20%
% of students earning 6 or more credits or graduating	88%	62%	54 - 100%

Graduation Completion (25%)

Louisiana's goal for all students is that they graduate from high school prepared for success in post-secondary education and a career in a high wage, high growth sector.

A one-year graduation completion rate measures the percentage of students entering an AE school in 12th grade who graduate with a diploma or GED/HiSET at the end of the school year.

- Approximately 64% of 12th grade students enrolled in an AE school in 2017-2018 earned a diploma or attained HiSET.
- Among AE schools with at least 10 students 12th grade students, one-year graduation completion rates ranged from 0% to 100%. Four AE schools graduated more than 90% of 12th grade students.

School Ratings: Minimum N-Size

States are responsible for setting the minimum number of students needed to form a student subgroup for reporting and accountability purposes, referred to as the "n-size."

- In order to earn an SPS and letter grade in Louisiana's school accountability system, BESE policy dictates that a school must have at least 40 accountability units (approximately 10 students). To be included in the accountability calculation for a particular school, a student must have been enrolled in that school for the majority of the school year.
- ESSA allows states to establish a minimum n-size up to 30 students. States are permitted to employ different n-sizes for reporting versus accountability.
- Most Louisiana AE schools have a relatively small number of students who meet full academic year requirements for inclusion in the state's accountability system. Fifteen of 25 AE schools had less than 120 units (approximately 30 students) included in accountability calculations in 2016-2017, and no non-AE schools fall below this threshold.

School Ratings: Recommendations

Alternative education schools serve students referred for long-term services and should thus be evaluated based on annual outcomes of students.

1. **Adjust the minimum n-size for an accountability score** from 10 students to 30 students.
   - All performance data (e.g. LEAP, ACT, graduation rates) will continue to be reported for at least 10 students.
   - Schools with fewer than 30 students will be identified for intervention based on the available data.

1. **Publish an overall rating and school performance score (0-150) for AE schools based on four alternative accountability metrics**: student progress, current year core credit accumulation, second year dropout/credit accumulation, and credential attainment.

3) School System Reporting

Students needing academic and/or behavioral interventions are served in a variety of settings. Public reporting would provide transparency for parents and communities to better understand how well Louisiana's school systems are providing effective interventions for these students.

The Department will annually produce school system reports on alternative education student outcomes. All students assigned to an alternative education program or school would be included. The report may include school accountability measures, as well as others such as:

- Recidivism rates (students suspended or expelled multiple times in the same school year)
- Re-engagement rate of students who previously dropped out of school
- 5- and 6-year graduation rates
- Law enforcement referral rates

4) Policies to Protect Students

Policies provides safeguards to ensure alternative programs are implemented with fidelity, providing students with appropriate and effective interventions.

The Department will identify, based on research, data analysis, and national best practice, reasonable numbers/percentages of students that should be enrolled in alternative education schools in any school system. The Department would conduct a review of any school systems exceeding this percentage.

Preliminary analysis reveals:

- Statewide approximately 0.5% of all students are enrolled in Alternative Education school, but school system enrollment ranges from 0% to more than 3% of students.
- An additional 1.25% of students statewide were assigned to an Alternative Education program at some point during the school year for disciplinary reasons. By school system, the percent of students attending an AE program goes as high as over 14% of students.
- Nationally, roughly half a million students (0.01%) were enrolled in AE schools in 2014.

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- September 24 - ***RESCHEDULED (DATE FORTHCOMING)***
- October 29
- December 10