

Michigan's ESEA Flexibility Waiver Request



Principles of Re-Designed State Systems of Recognition, Accountability, Support and Intervention

Michigan Department of Education
November 28, 2011

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Center on Innovation & Improvement

State Accountability System



What Students Know and Can Do

- Common Core Standards (and other content standards)

How We Know What Students Know and Can Do

- State Assessments, Graduation Rates, Other Measures

What We Expect from Districts and Schools

- Ambitious but achievable Annual Measurable Objectives (AMOs)— in at least reading/language arts and mathematics and graduation rates for all districts, schools, and subgroups

How the State Classifies Schools

- Reward Schools, Focus Schools, Priority Schools, Other Title I Schools, Other Schools

How the State Supports School Improvement

- Identification, Diagnosis, Planning, Implementation, Monitoring

Recognition, Support, Intervention



- **Reward schools:** Provide incentives and recognition for
 - high-progress Title I schools
 - highest-performing Title I schools
- **Priority schools:** Identify lowest-performing schools and implement interventions aligned with **turnaround principles**
- **Focus schools:** Close achievement gaps by identifying and implementing interventions in Title I schools with the greatest achievement gaps, low-performing subgroups, or low graduation rates
- Provide incentives and supports for other Title I schools
- Provide incentives and supports for other schools (with State resources)

Reward Schools

Highest-performing school

- Title I school among the schools with highest absolute performance for the “all students” group and for all subgroups
- At the high school level, is also among the Title I schools with the highest graduation rates
- Must be making AYP for the “all students” group and all of its subgroups and not have significant achievement gaps

High-progress school

- Title I school among the ten percent of schools making the most progress
- At the high school level, is also among the Title I schools in the State that are making the most progress in increasing graduation rates
- Cannot have significant achievement gaps

Priority Schools

Definition: A school that has been identified as among the lowest-performing schools in the State.

- A school among the lowest 5% of Title I schools in the State based on the achievement of the “all students” group on the statewide assessments and has demonstrated a lack of progress;
- A Title I-participating or Title I-eligible high school with a graduation rate less than 60%; or
- A Tier I or Tier II school under SIG that is using SIG funds to implement a school intervention model

Meaningful interventions designed to improve the academic achievement of students in priority schools must be aligned with all of the “turnaround principles”

Turnaround Principles

- Provide strong leadership
- Ensure that teachers are effective and able to improve instruction
- Redesign the school day, week, or year
- Strengthen the school's instructional program
- Use data to inform instruction
- Establish a school environment that improves safety and discipline and address other non-academic factors
- Engage families and community

Note: A priority school that implements one of the four SIG models satisfies the turnaround principles.

Focus Schools

Definition: A school that is contributing to the achievement gap in the State or has low graduation rates. The total number of focus schools in a State must equal at least 10 % of the State's Title I schools.

Describe the process and timeline to ensure LEAs identify specific needs of focus schools and their students, examples of interventions and justifications for interventions

Other Title I Schools

- ∞ Describe how the system will provide incentives and supports to ensure continuous improvements in other Title I schools
- ∞ Describe how the incentives and supports are likely to improve student achievement and schools performance, close achievement gaps, and increase the quality of instruction for students.

USDE: Principles for Improving Achievement and Instruction



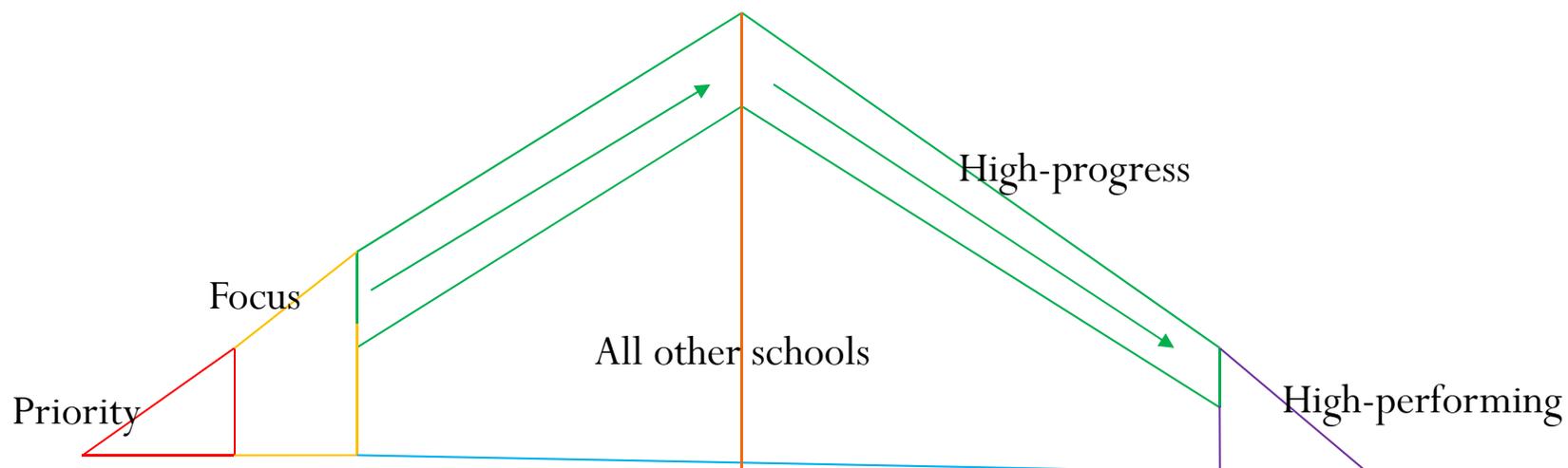
1. College- and career-ready expectations for all students
2. State-developed differentiated recognition, accountability, and support
3. Supporting effective instruction and leadership
4. Reducing duplication and unnecessary burden

USDE: Teacher and Principal Evaluation and Support Systems



- Will be used for continual improvement of instruction
- Meaningfully differentiate performance
- Use multiple valid measures, including student growth
- Evaluate teachers and principals on a regular basis
- Provide clear, timely, and useful feedback
- Will be used to inform personnel decisions

Slicing the Pie



Principles for Re-Designed State Systems of Recognition, Accountability, Support, and Intervention



1. Re-purposing the SEA
2. Applying the levers of change
3. Reaching the ultimate goal
4. Intervening when necessary
5. Ensuring fidelity of implementation
6. Achieving coherence in a community of practice

Re-Purposing the SEA

- ☞ Unite the agency to focus on district/school improvement
- ☞ Reorganize the agency to achieve its purpose
- ☞ Alter the mindset from “compliance only” to “compliance and support for improvement”
- ☞ Engage partners with specialized skills
- ☞ Coordinate the work within a lean structure
- ☞ Provide timely and fluid communication
- ☞ Evaluate system’s effectiveness and fine tune

Applying the Levers of Change



Capacity: Systemic and Local

Reaching the Ultimate Goal

The ultimate goal of a state Accountability System is for the people associated with a school to drive its continuous improvement for the sake of their own children and students.

Provides districts and schools with information (data), planning processes, and analytical tools to determine:

- appropriate goals for student outcomes;
- the progress of their students in achieving the goals;
- effective professional practices, including leadership and instruction, for ensuring improved student performance; and
- progress of personnel in routine and expert implementation of the effective professional practices.

Intervening When Necessary

- ∞ For sake of students
- ∞ Apply turnaround principles
- ∞ Change practice
- ∞ Build internal structures and systems to sustain results
 - Teams
 - Time
 - Procedures and processes

Ensuring Fidelity of Implementation

- ∞ Standards of professional practice
- ∞ Processes for diagnosis, implementation, monitoring
- ∞ Coherence of programs, focus on practice

Achieving Coherence in a Community of Practice



- ∞ Eliminate redundancy in programs
- ∞ Define roles and responsibilities
- ∞ Establish efficient systems
- ∞ Share information
- ∞ Unite state, partners, districts, schools in common purpose

The Pivotal Role of the District

- ∞ Limits to State capacity and reach
- ∞ Power of district's legal authority and control of key variables
- ∞ Significance of local school board
- ∞ Leadership of the superintendent
- ∞ Capacity of district personnel
- ∞ District System of Support for its schools
 - Defined
 - Designed
 - Operationalized

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Michigan Context



MDE Staff

Flexibility Basics

- ∞ Opportunity to submit a set of waivers regarding how the SEA implements current NCLB language

- ∞ Two waiver periods
 - First due – November 14, 2011
 - Second due – February 2012

- ∞ MDE Notification to USED
 - October 12, 2011

Flexibility Basics

- ✎ Council of Chief State School Officers
 - Roadmap for Next-Generation State Accountability Systems

- ✎ ESEA Flexibility
 - Four Principles

 - 10 Waiver Package + 1

Flexibility Basics

Four Principles

- College and Career Ready Expectations for all Students
- State-Developed Differentiated Recognition, Accountability, and Support
- Supporting Effective Instruction and Leadership
- Reducing Duplication and Unnecessary Burden

Flexibility Basics

∞ 10 Waiver Package + 1

- 2013-2014 Timeline for Determining Adequate Yearly Progress
- Implementation of School Improvement Requirements
- Implementation of LEA Improvement Requirements
- Rural LEAs
- Schoolwide Programs

Flexibility Basics

10 Waiver Package + 1

- Support of School Improvement
- Reward Schools
- Regarding Highly Qualified Teachers Improvement Plans
- Transfer Certain Funds
- Use School Improvement Grant Funds to Support Priority Schools
- *Use of Twenty-First Century Community Learning Center Program Funds*

∞ General Requirements

- Stakeholder Input
- Goal
- Theory of Action

∞ Evaluation

- One program, practice or strategy in MDE plan
- USED will financially support

College and Career Ready Expectations for all Students



Principle I

ESEA Option – Principle I



- ✎ Principle 1A: Adopt college and career ready standards
 - Option A: Michigan adopted the Common Core State Standards in June 2010.
 - Option B: Involvement of IHE's in the development of college and career-ready standards
 - IHE involvement in SBAC
 - Makes Option A more strategic for Michigan

Transition to College and Career Ready Standards



- ∞ Alignment crosswalk between Michigan standards and Common Core standards.
- ∞ Participating in ELP standards based on Common Core.
- ∞ Participating in Dynamic Learning Maps alternate assessment based on Common Core.

Transition to College and Career Ready Standards



- ☞ Principle 1B: Transition to College and Career-Ready Standards
- ☞ “Any’s”
- ☞ Dual enrollment
- ☞ Extra year of high school
- ☞ Early/middle colleges
- ☞ Increased AP/IB presence, especially in urban areas

Transition to College and Career Ready Standards



- ∞ Principle 1B: Transition to College and Career-Ready Standards
- ∞ Have identified a coherent plan to align teacher/principal preparation programs with school, teacher, and student accountability
- ∞ Integrate CCR standards into the pre-service curriculum
- ∞ Aligning pre-service requirements with knowledge and skills necessary for today's successful teachers and principals
- ∞ Challenge:
 - Developing a teacher/administrator force prepared to teach both in the traditional classroom and in the new digital classroom

Transition to College and Career Ready Standards



- ∞ Principle 1B: Transition to College and Career-Ready Standards
- ∞ Raised cut scores to be consistent with career and college readiness
- ∞ Include items on MEAP (fall 2012 and 2013) and MME Day 3 to cover Common Core standards
- ∞ Potential evidence that rigorous cut scores in one subject (writing, high school) has resulted in increased student achievement

Differentiated Accountability



Requirements

Four Accountability Approaches

☞ Three Norm Referenced Approaches

1. Design method to identify Priority Schools
 - *Intended to identify persistently low achieving schools*
 - *Must identify a number at least equal to 5% of Title I schools in the State*
2. Design method to identify Focus Schools
 - *Intended to identify schools with the largest achievement gaps*
 - *Must identify a number at least equal to 10% of Title I schools in the State*
3. Design method to identify Reward Schools
 - *Intended to identify high achieving or high improvement schools*
 - *Must identify a number at least equal to 10% of Title I schools in the State*

☞ One Criterion-Referenced Approach

4. Design an AYP Replacement
 - *Must retain a subgroup focus*
 - *Must retain a safe harbor provision*
 - *Must implement rigorous yet attainable targets*

Purposes of the Different Approaches

∞ Norm-Referenced Approaches

- Identify the schools in most need of intervention or reward

∞ Criterion Referenced Approach

- Maintain a minimum target for proficiency/improvement/growth for all schools

Differentiated Accountability



Current Thinking

Priority Schools

∞ Requirements

- Intended to identify persistently low achieving schools
- Must identify a number at least equal to 5% of Title I schools in the State

∞ Current Thinking

- Approach
 - Bottom 5% of the Top to Bottom List
- Benefits
 - Aligns with current methodology
 - Results in PLA = Priority

Focus Schools

∞ Requirements

- Intended to identify schools with the largest achievement gaps
- Must identify a number at least equal to 10% of Title I schools in the State

∞ Current Thinking

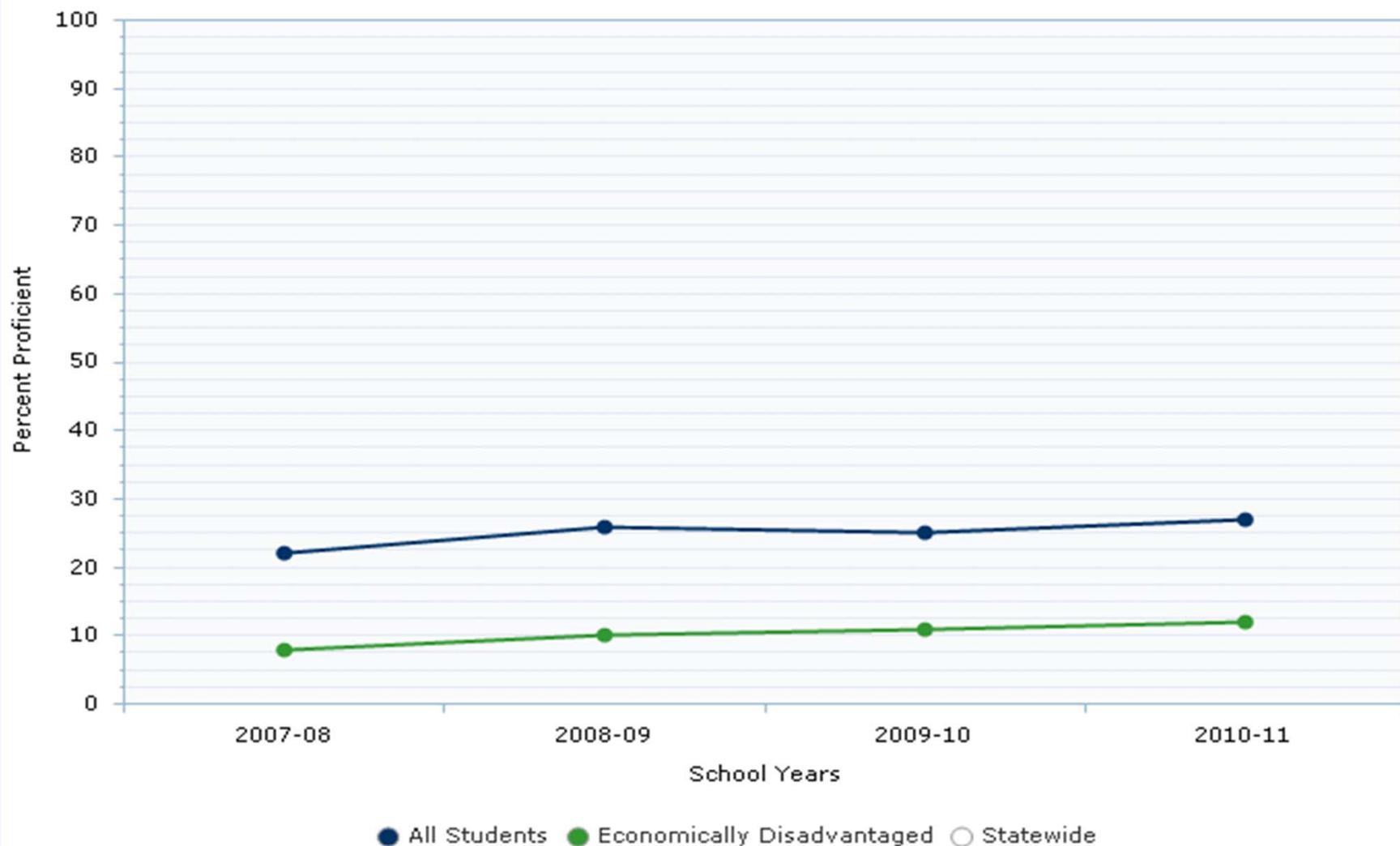
- Approach
 - Calculate achievement gap as average achievement of top 30% of students in a school minus average achievement of bottom 30% of students for each tested content area
 - Aggregate across all tested subjects
 - Sort schools on the size of the achievement gap
 - Identify 10% of schools with largest achievement gaps
- Benefits
 - Aligns with current top to bottom methodology
 - Assures all schools have a gap (not the case with existing subgroup methods)

Achievement Gaps: Where are we?

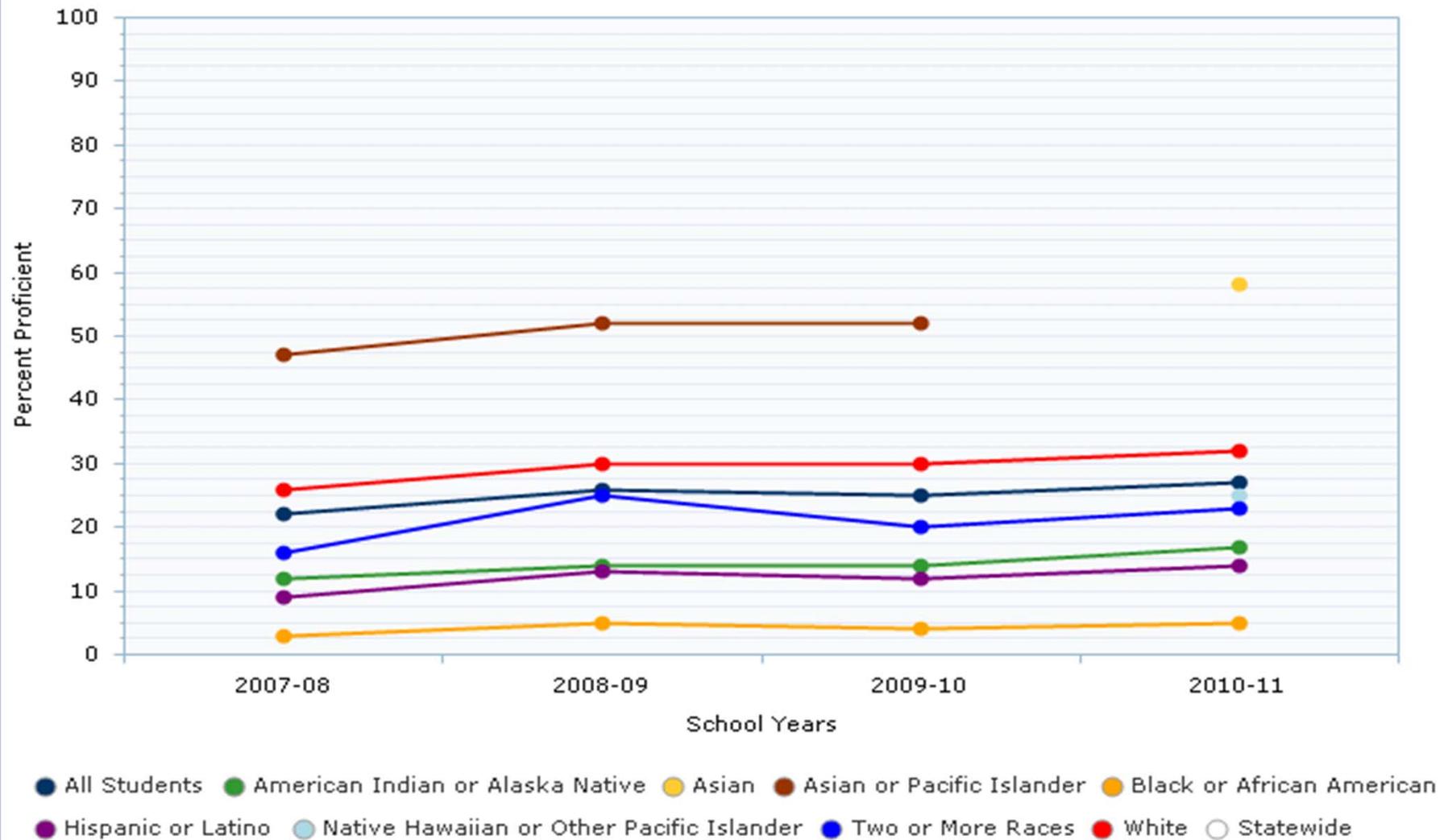
- ⌘ Since 2001, schools have been held accountable on overall student performance... AND the performance of the nine traditional subgroups
- ⌘ Put the focus on achievement of all students, as defined by demographic characteristics
- ⌘ Caveat: IF you had a sufficient number of students!
 - ⌘ At least 700 schools did not have a subgroup (aside from “white”) in 2010-2011 AYP.

Has this method of focusing on subgroups closed the achievement gap?

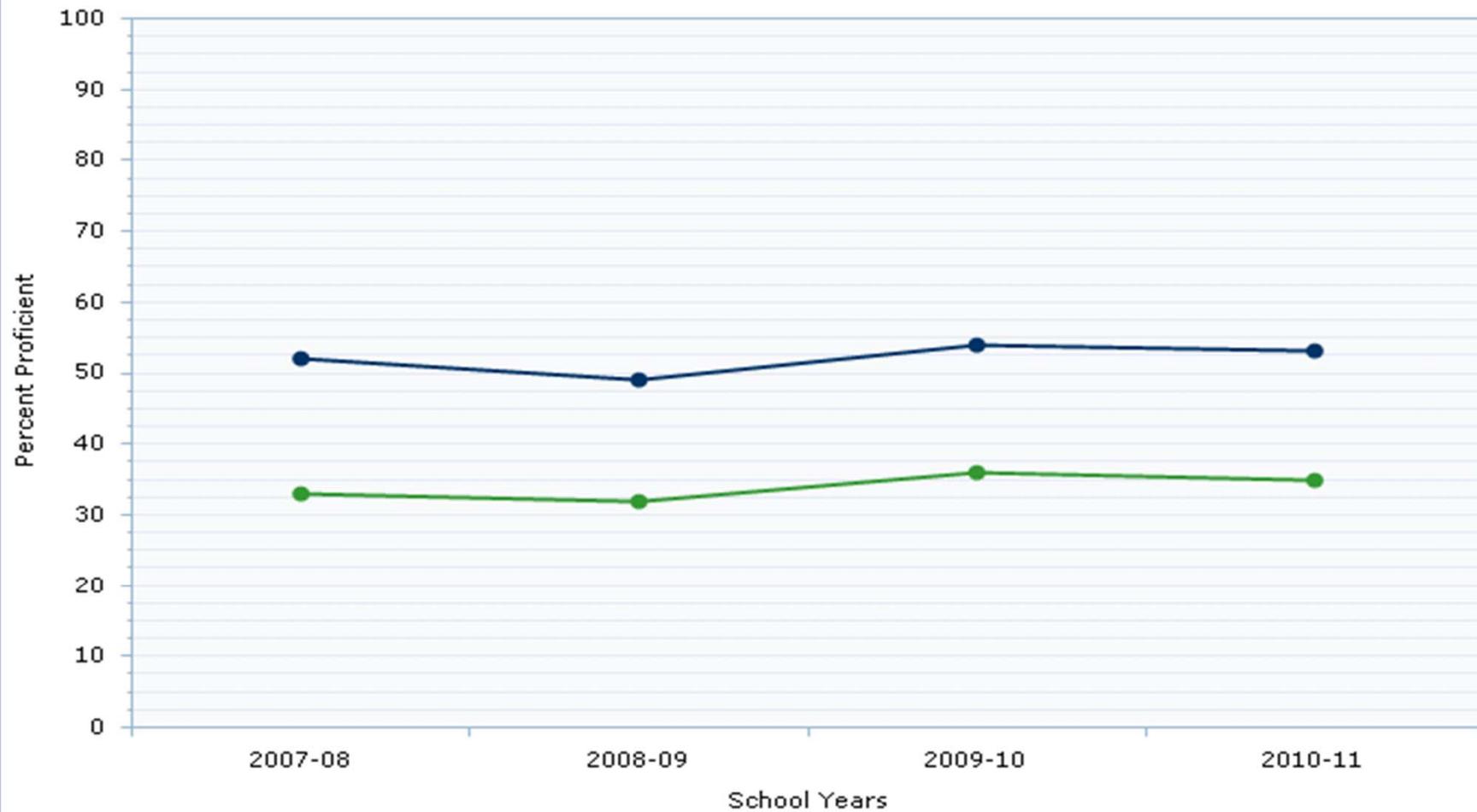
Economically disadvantaged: Math



Ethnicity gaps: Math

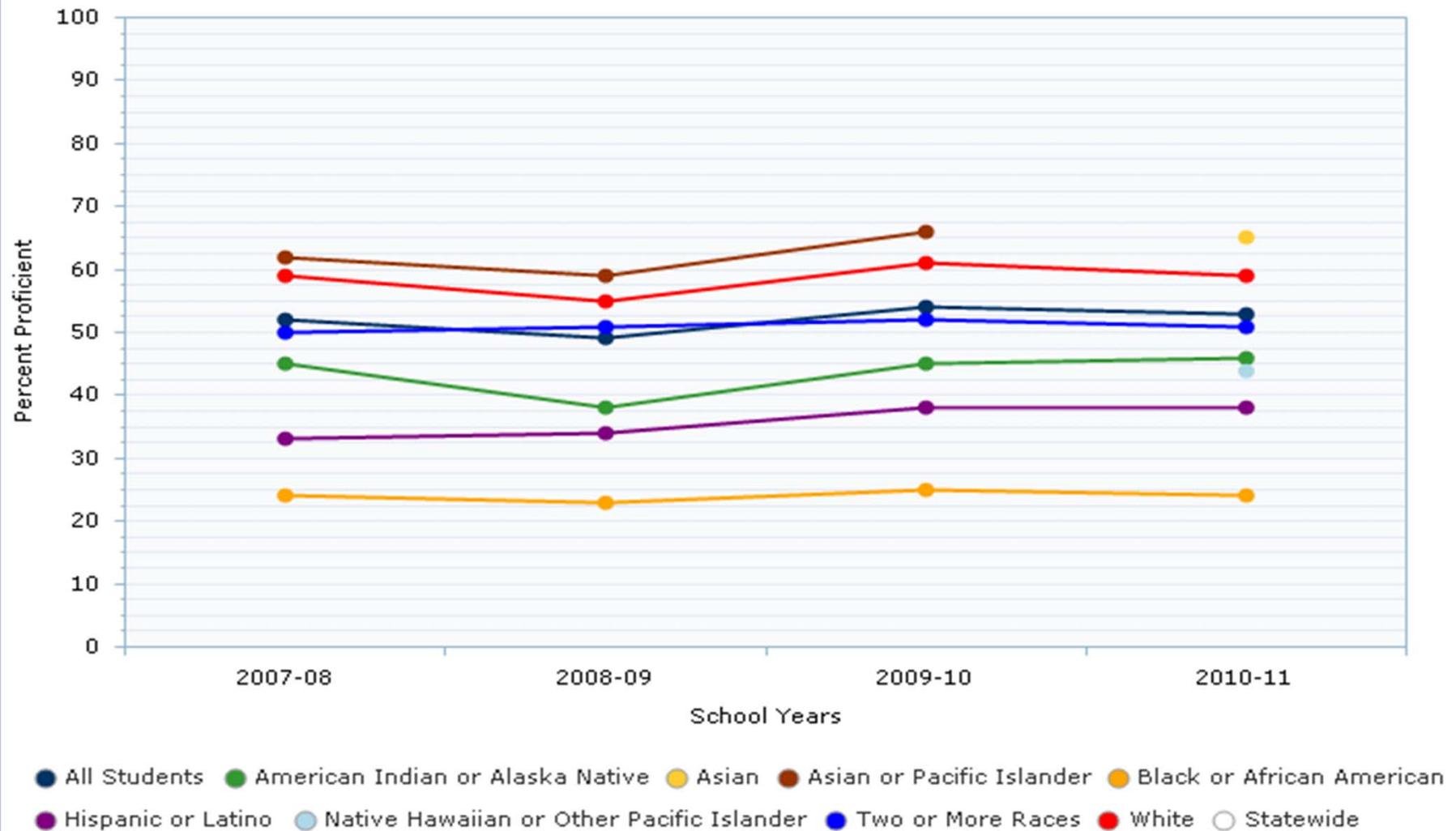


Economically disadvantaged gaps: Reading



● All Students ● Economically Disadvantaged ○ Statewide

Ethnicity gaps: Reading



Reward Schools

∞ Requirements

- Intended to identify high achieving or high improvement schools
- Must identify a number at least equal to 10% of Title I schools in the State

∞ Current Thinking

- Approach
 - Top 5% of schools on top to bottom list (unless they are priority/focus schools)
 - Top 5% of schools on improvement metric (unless they are priority/focus schools)
 - Identify improvement rates (four-year slopes) for each tested content area
 - Aggregate across content areas
 - Sort by aggregate improvement metric
 - Identify top 5% of schools on aggregate improvement
 - Schools identified as Beating the Odds (unless they are priority/focus schools)
- Benefits
 - Aligns with current top to bottom methodology
 - Aligns with current Beating the Odds methodology
 - Aligns with priority and focus methodologies

AYP Replacement

∞ Requirements

- Must retain a subgroup focus; potential difference between “accountable” subgroup(s) and “reported” subgroup(s)
- Must implement ambitious AND attainable targets
- Must retain a safe harbor provision

∞ Current Thinking

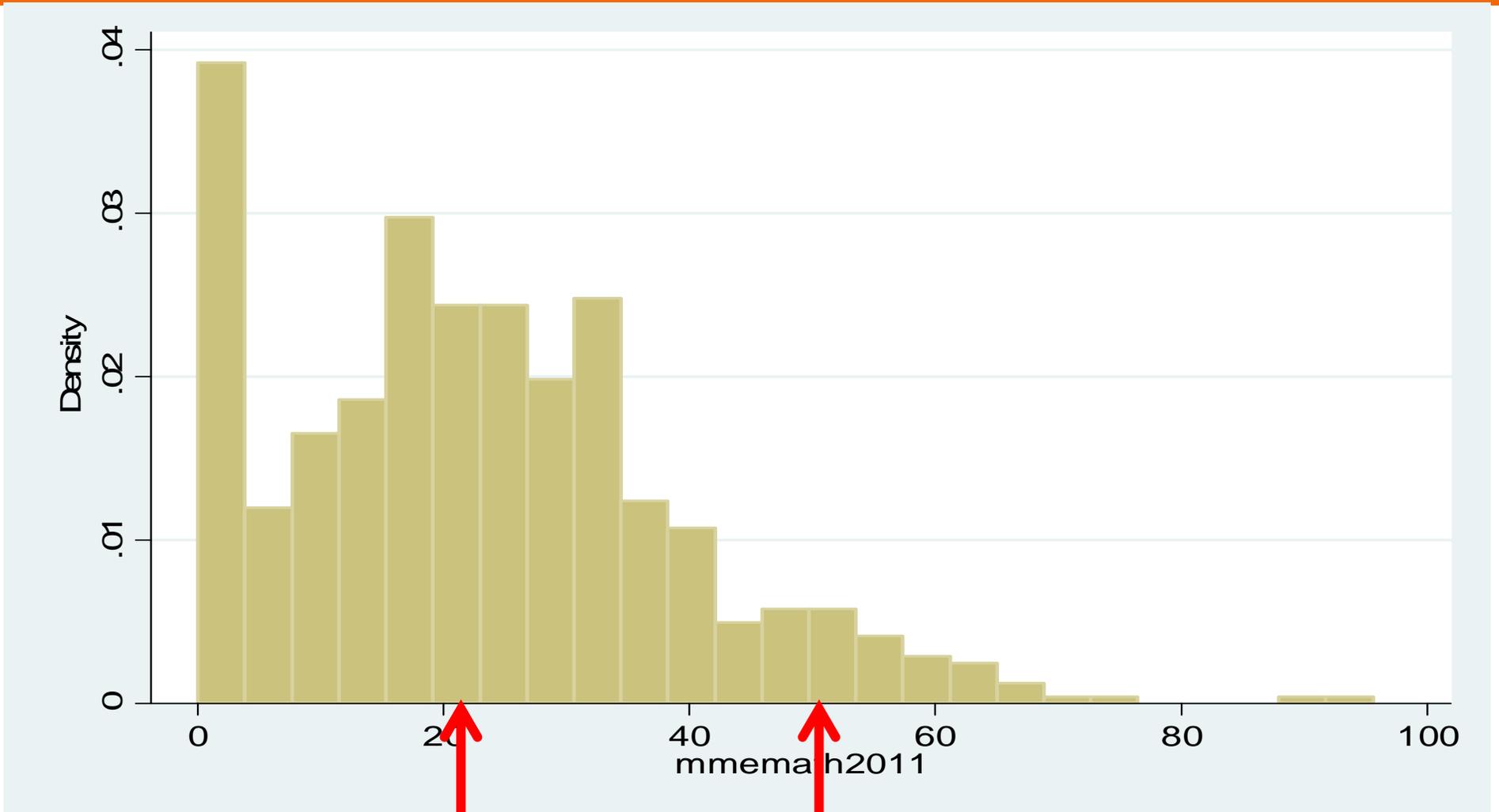
- Overall Approach
 - Red/Yellow/Green for each tested content area
 - Red/Yellow/Green for graduation rate
 - Red/Yellow/Green for completing and reporting educator evaluations
 - Red/Yellow/Green for compliance (e.g., completing a school improvement plan)
 - Overall Red/Yellow/Green for a school
- Benefits
 - Simple, intuitive results

AYP Replacement, Continued...

∞ Current Thinking

- Where we are and have been
 - Achievement gaps have generally not closed
 - Need a different approach
- Approach to Subgroups
 - Subgroup = bottom scoring 30% of students in a school
 - Puts the attention firmly on the lowest achieving students
 - By improving that group, increase school's overall achievement, and improvement rate
- Benefits
 - Vast majority of schools have a subgroup (if they tested at least 30 full academic year students over the last three years)
 - At least 700 schools have no subgroup under AYP traditional subgroups
 - Unmask low performance in high performing subgroups
 - Asks that all schools consider their lowest performing students
 - Schools cannot mask low-performance with overall high performance
 - In the lowest 30% subgroup—approximately 70% of that group are also a member of one or more traditionally low-achieving subgroups.
- Drawbacks
 - Concern that we will lose focus on demographic subgroups.
 - High-achieving schools do not like it

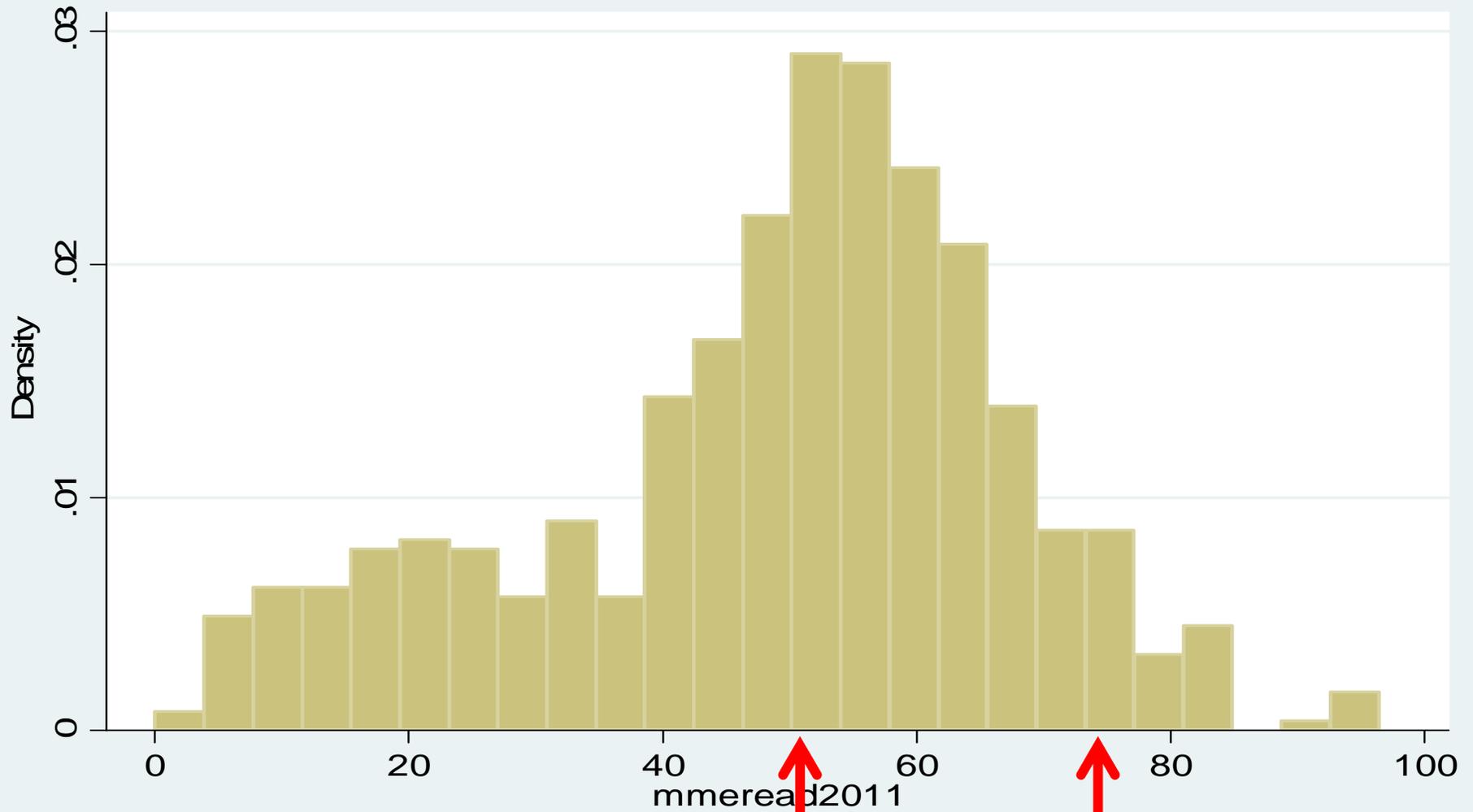
Career and College Readiness in Our Schools: Math



50th percentile

95th percentile

CCR: Reading



50th percentile

95th percentile

AYP Replacement, Continued...

∞ Ambitious and Attainable Targets

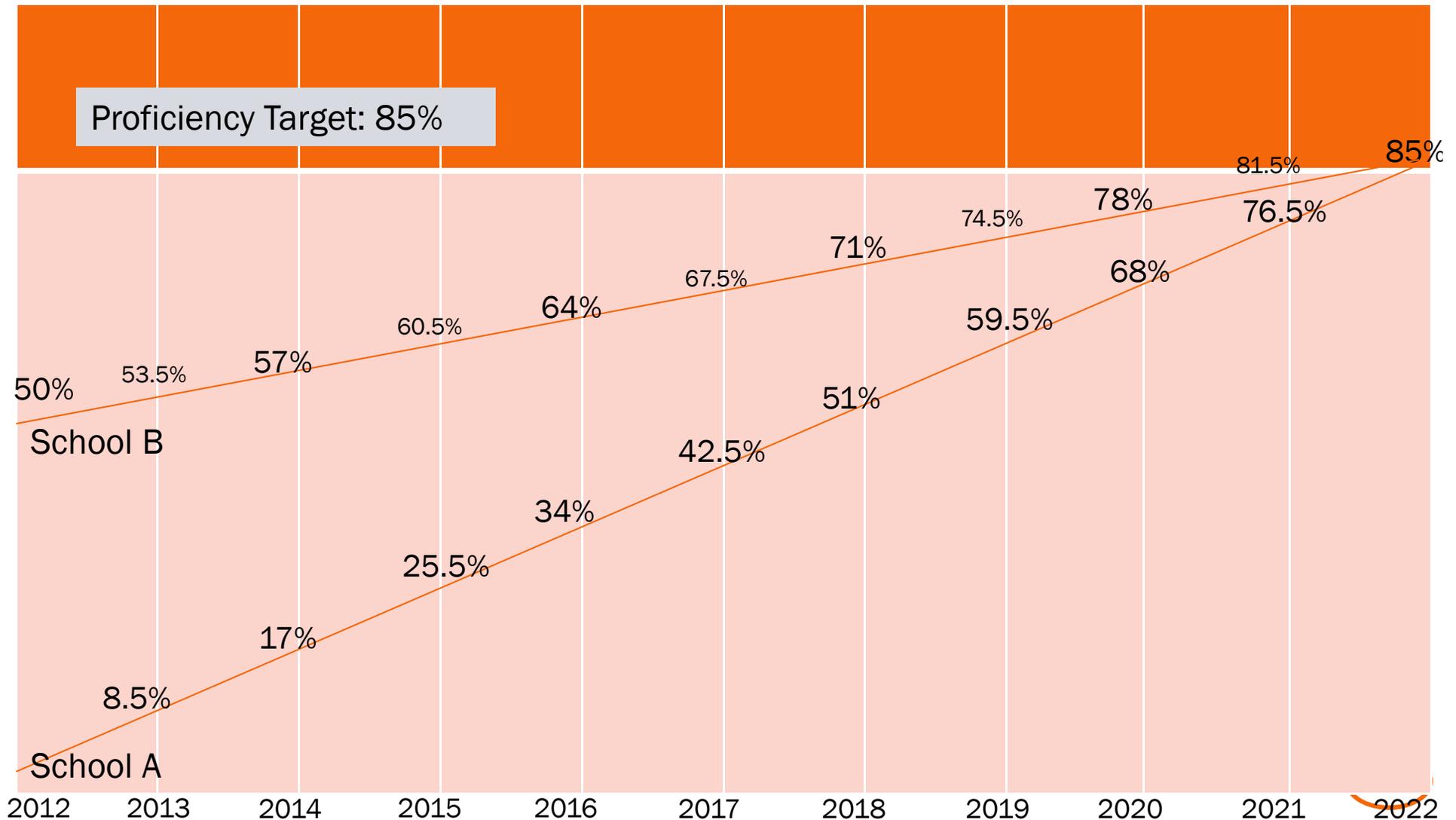
∞ Where are we now?

- Career and college ready cut scores = proficiency
- Creates a different distribution of proficiency statewide

∞ Current thinking

- Differentiated proficiency targets for each school, based on the percent proficient necessary for that school to reach the overall target proficiency.
- Improvement target: if the school does not meet the proficiency target, can meet an improvement target.
 - Set this target as the increase in percent proficient demonstrated by a high-improvement school in the base year.

Example: Differentiated Targets



AYP Replacement, Continued...

- ∞ **Setting the Improvement Target (Safe Harbor)**
 - Even with differentiated targets, some schools will need to make substantial gains (i.e. 8.5%) each year—this is a higher rate of improvement than we have seen demonstrated by the majority of schools.
 - Need to set an improvement target that is aggressive but also achievable.
- ∞ **Current Thinking**
 - In the base year (2011-2012), determine the rate of improvement demonstrated by a high-improvement school (i.e. a school at the 90th percentile)
 - Set that as the improvement target for all schools
- ∞ **Example:**
 - In 2011-2012, a school at the 90th percentile of improvement in percent proficient had a 3.5% improvement rate; this is the improvement target now
 - School A does not meet it's target in 2014
 - However, they do improve by 3.5%
 - They are considered meeting the target

AYP Replacement: Questions

- ⌘ What is the “correct” ambitious AND attainable end goal?
 - 100%? 85%? 70%?
 - Balancing data with “face validity”
- ⌘ Should meeting the target based on improvement be equivalent to meeting it based on straight proficiency?
- ⌘ Should we reset each school’s individual AMO each year?

AYP Replacement, Continued...

- ∞ Example school accountability profiles
- ∞ Current Thinking
 - Summarize all content areas in an easy-to-read “scorecard”
 - Use colors
 - Would link to more detailed reporting

“Green” School



School Name: ABC School

Reward



Academic Factors		Proficiency	Improvement	Participation	Overall
Math	All Students	Yes	--	Yes	
	<i>Bottom 30%</i>	No	Yes		
Reading	All Students	Yes	--	Yes	
	<i>Bottom 30%</i>	Yes	--		
Writing	All Students	Yes	--	Yes	
	<i>Bottom 30%</i>	No	Yes		
Science	All Students	Yes	--	Yes	
	<i>Bottom 30%</i>	No	Yes		
Social Studies	All Students	Yes	--	Yes	
	<i>Bottom 30%</i>	Yes	--		
Other Factors		Rate	Improvement		<i>Overall</i>
Graduation Rate		Yes	--		
					<i>Overall</i>
Compliance					
Educator Evaluations					

“Yellow” School



School Name: XYZ School



Academic Factors		Proficiency	Improvement	Participation	Overall
Math	All Students	No	Yes	Yes	Yellow
	<i>Bottom 30%</i>	No	Yes		
Reading	All Students	Yes	--	Yes	Green
	<i>Bottom 30%</i>	Yes	--		
Writing	All Students	No	Yes	Yes	Yellow
	<i>Bottom 30%</i>	No	Yes		
Science	All Students	Yes	--	Yes	Green
	<i>Bottom 30%</i>	No	Yes		
Social Studies	All Students	Yes	--	Yes	Green
	<i>Bottom 30%</i>	Yes	--		
Other Factors		Rate	Improvement		<i>Overall</i>
Graduation Rate		Yes	--		Green
					<i>Overall</i>
Compliance					Green
Educator Evaluations					Green

“Red” School

School Name: MNO School



Academic Factors		Proficiency	Improvement	Participation	Overall
Math	All Students	No	Yes	Yes	Red
	Bottom 30%	No	No		
Reading	All Students	No	No	Yes	Red
	Bottom 30%	No	No		
Writing	All Students	No	Yes	No	Red
	Bottom 30%	No	Yes		
Science	All Students	Yes	--	Yes	Red
	Bottom 30%	No	No		
Social Studies	All Students	No	No	Yes	Red
	Bottom 30%	No	No		
Other Factors		Rate	Improvement		Overall
Graduation Rate		No	Yes		Yellow
					Overall
Compliance					Green
Educator Evaluations					Red

Rules for Colors

- Need to be green on all indicators
- This makes “green” a more rare indicator; it means that there are no areas of concern
- To be red, need to be red on all five academic indicators; makes it a more rare indicator
- Yellow—largest category—can have some red, some green; is indicative of “intervention” needed; use colors within to target
- Final color is not the key determiner for consequences; priority/focus status is more critical

Questions?

- ⌘ How to determine the final colors?
- ⌘ Balancing public desire for “one” rating with internal knowledge that “one” rating is difficult.
- ⌘ Other indicators that should be included?

AYP Replacement, Continued...

∞ Current Thinking

- Approach to District Accountability
 - Exact replica of school accountability
- Benefits
 - Holds districts to the same standard as schools, compared to relatively lenient AYP for districts compared to AYP for schools

Differentiated Recognition



Differentiated Recognition

∞ Recognition options (as funds allow):

- Note Reward Schools in Annual Education Reports
- Distribute a list to media & encourage coverage locally
- Recognize schools at state conferences
 - MDE Sponsored conferences
 - Education Organizations sponsored conferences
- Fund audio or video documentaries for 20-40 top schools post as promising practices
- Plan visits by state officials
- Network Reward schools with demographically similar lower performing schools
- Certificates or Banners for Reward schools
- Seek corporate or philanthropic sponsors for recognition activities

Differentiated Recognition

☞ Should we consider.....

☞ Education Organizations: How could they recognize reward schools? (Specifics)

☞ Colleges: How could they recognize reward schools? (Specifics)

☞ Flexibility: How could MDE provide flexibility to reward schools? (Specifics)

Differentiated Supports



Requirements

Differentiated Supports

- ∞ New Redesigned Statewide System of Support:
 - Must address needs of schools
 - Consider building capacity at school and district level
 - Must move schools rapidly from low achievement to high achievement

- ∞ Challenge
 - Rapid, sustained growth required

- ∞ Opportunity
 - Think outside the box
 - What can work that we aren't currently trying

Differentiated Supports



Current Thinking

Priority Schools

- ☞ Align with the PLA and SIG initiatives

- ☞ Schools utilize one of four reform models:
 - Transition
 - Transformation
 - Restart
 - Closure

- ☞ Support selection of model based on data from a Data Workshop

- ☞ Survey of Enacted Curriculum

- ☞ Rubrics to determine if principal remains in place

Priority Schools

- ☞ School Improvement Review
- ☞ Content and leadership coaches
- ☞ ISD Support
- ☞ Current Tools on AdvancED Website
- ☞ Challenges
 - Number of schools
 - Trained Turnaround Specialists
 - District capacity

Focus Schools

- ☞ Supports will be provided at District level

- ☞ Data-based decisions

- ☞ Build around an RtI model

- ☞ Strong monitoring component

- ☞ Challenge
 - Number of schools
 - District capacity

Educator Evaluation



Requirements

Educator Evaluations

∞ Requirements

- Demonstrate “guidelines” that can be adopted by the SEA for LEAs to follow
- Need to be able to explain the process of ensuring districts adopt high quality systems

∞ Current Thinking

- Cite the legislation

∞ Challenges

- No movement from the Governor’s Council

Educator Evaluation



Proposed Approach

Educator Evaluation

- ☞ First year pilot

- ☞ Work with teacher and administrative groups

- ☞ Challenges:
 - Don't know content
 - No current room to adequately prepare

Impact on State School Reform and Redesign Schools



Deb Clemmons

Impact

- ☞ Aligns with Priority Schools
- ☞ Does not change current law
- ☞ Provides supports for Title I schools
- ☞ Does not financially support non-Title I schools
- ☞ Challenge
 - How to think outside the box
 - How to support non-Title I schools

Summary of Submitted Waiver Applications



Darren Woodruff

State ESEA Flexibility Request Summaries



Principles of ESEA Flexibility



∞ Four Principles:

- College and Career Ready Expectations for all Students
- State-Developed Differentiated Recognition, Accountability, and Support
- Supporting Effective Instruction and Leadership
- Reducing Duplication and Unnecessary Burden

Principles of ESEA Flexibility



1. College and Career Ready Expectations for all Students

Florida:

- Common Core State Standards assessments will begin with third grade students in the **2014-2015 school year**
- **English Language Learners:** Florida will conduct an analysis of the linguistic demands of the CCSS to inform development of English Language Proficiency Standards and ensure that ELLs have the opportunity to achieve the Common Core Standards.
- **SWD's:** Florida is currently a partner with 18 other states and four research centers to develop **Core Content Connectors** for students with significant cognitive disabilities.

Principles of ESEA Flexibility



2. State-Developed Differentiated Recognition, Accountability, and Support

- ✎ **Georgia:** For SY 2012-2013, staff in the School Improvement Divisions will transition from data generated through the AYP report to data from the **College and Career Ready Performance Index (CCRPI)** report. An analysis of performance by content, CCRPI indicators, and subgroups will be used to work with schools that are being served based on the 2011 AYP release. The total number of **Priority schools** will be at least five percent of all schools, The total number of **Focus schools** will equal at least the lowest-achieving ten percent of all schools, Two categories of **Reward schools** would recognize: **Highest Performing (5%) Title I Schools** and **High Progress (10%) Title I Schools** based on achievement gap closure score.

Principles of ESEA Flexibility



3. Supporting Effective Instruction and Leadership

- ✎ **Kentucky:** The system to measure teacher and leader effectiveness will consist of **multiple measures** including student growth, professional growth, artifacts and evidences, student/parent voice, peer observations, teacher self-reflection and classroom observations. **Baseline data** will be collected in the **spring of 2014**. Targets will be set to increase the percentage of accomplished educators and ultimately increase college and career readiness.
- ✎ **School districts will be held accountable** for the professional growth of all educators and specifically for those performing below the accomplished performance level in the professional growth and effectiveness system.

Principles of ESEA Flexibility



Colorado Flexibility Application Presentation

*State Commissioner Robert Hammond,
11/14/2011*

<http://kzosites.com/statewaivers/>