Preliminary 2023 Academic Accountability System Framework

Why is the Agency Changing the Academic Accountability System?

In the wake of COVID-19, we must set meaningful goals for students that help guide Texas schools back on track for success. We must leverage lessons learned over the years to improve the rigor, transparency, and fairness of the accountability system, while maintaining a design that allows all schools in the state the opportunity to earn an *A*.
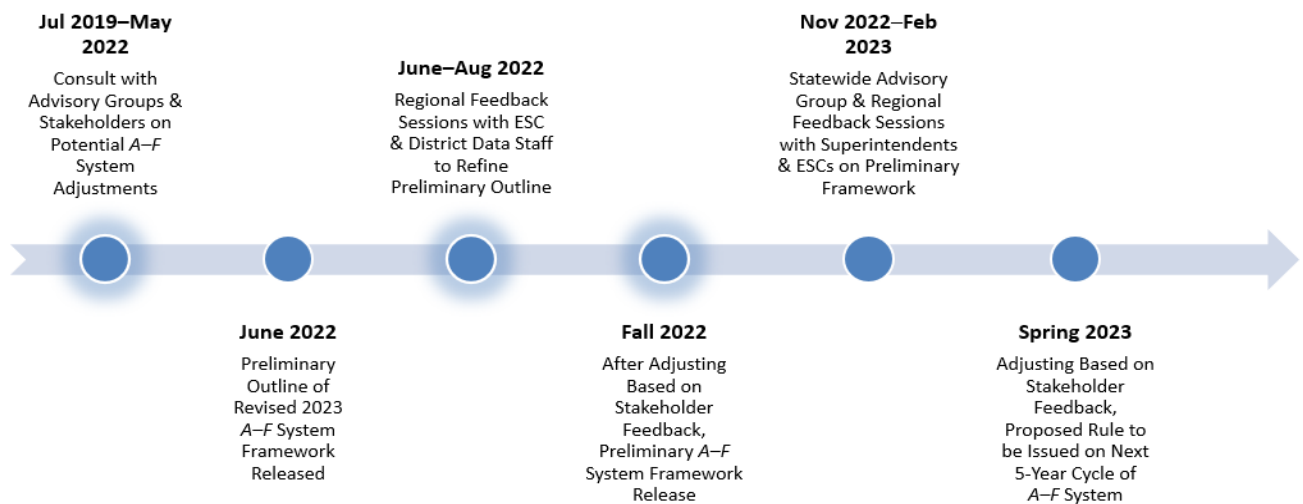
As part of the continuous improvement process, the agency spent two years consulting with stakeholders on enhancements designed to provide parents, community members, and educators with the data essential to drive improved outcomes for all Texas children.

What is the Timeline for the Changes?

The redesigned accountability system will be implemented with August 2023 accountability ratings. This document provides an overview of the proposed adjustments and is intended to guide discussions and spur additional stakeholder feedback, which will be gathered through fall 2022.

Updated student group targets and *A–F* cut points will be released in October 2022 after processing 2022 STAAR data. Scaling methodologies are expected to remain steady with source data updated from 2017 data to 2022 data.

Stakeholders are encouraged to provide feedback through October 1, 2022, to help inform the October preliminary accountability system framework, which will be published in late October 2022. Regional feedback sessions will be conducted from November 2022 – February 2023 to capture any additional refinements before issuing a proposed rule. The proposed *2023 Accountability Manual* will be available in spring 2023. Feedback can be sent to performance.reporting@tea.texas.gov.

Jul 2019–May 2022
Consult with Advisory Groups & Stakeholders on Potential *A–F* System Adjustments

June–Aug 2022
Regional Feedback Sessions with ESC & District Data Staff to Refine Preliminary Outline

Nov 2022–Feb 2023
Statewide Advisory Group & Regional Feedback Sessions with Superintendents & ESCs on Preliminary Framework

June 2022
Preliminary Outline of Revised 2023 *A–F* System Framework Released

Fall 2022
After Adjusting Based on Stakeholder Feedback, Preliminary *A–F* System Framework Release

Spring 2023
Adjusting Based on Stakeholder Feedback, Proposed Rule to be Issued on Next 5-Year Cycle of *A–F* System

Overview of Considerations to Date

Based on stakeholder feedback, the agency focused on ten key areas during the development of the proposals found within the preliminary framework.

1. Increase alignment of district outcomes with campus outcomes.
2. Improve alignment between the *A–F* system and special populations goal setting (Results Driven Accountability [RDA]).
3. Recognize successful learning acceleration.

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4. Create a unique alternative education accountability (AEA) system for dropout recovery schools (DRS).
5. Update College, Career, and Military (CCMR) indicators.
6. Improve our ability to recognize growth.
7. Increase focus on underserved populations within Closing the Gaps.
8. If feasible, incorporate extracurricular leadership.
9. Use 2021–22 STAAR data to ensure cut points and targets reflect appropriate goals for students given the educational disruption of COVID-19.
10. Refine and develop new distinction designations and/or badges that recognize district efforts.

Overall 2023 Academic Accountability System Design

The overall design of the accountability system evaluates performance according to three domains:

Student Achievement evaluates performance across all subjects for all students, on both general and alternate assessments; College, Career, and Military Readiness (CCMR) indicators; and graduation rates.

School Progress measures district and campus outcomes in two areas: the number of students that demonstrated growth as measured by STAAR results and the achievement of all students relative to districts or campuses with similar economically disadvantaged percentages.

Closing the Gaps uses disaggregated data to demonstrate differentials among racial/ethnic groups, socioeconomic background, and other factors. The indicators included in this domain, as well as the domain's construction, align the state accountability system with the Elementary and Secondary Education Act (ESEA), as amended by the Every Student Succeeds Act (ESSA).

Proposed Domain Updates: Student Achievement

STAAR Component

No changes are proposed for the Student Achievement STAAR component. The STAAR component uses a methodology in which scores are calculated based on students' performance at Approaches Grade Level or above, Meets Grade Level or above, and Masters Grade Level standards.

Graduation Rate Component

No changes are proposed for the Student Achievement Graduation Rate component. The graduation rate component includes the four-year, five-year, and six-year high school graduation rates or the annual dropout rate if no graduation rate is available. The graduation rate that results in the highest score is used to calculate the graduation rate score.

CCMR Component

The following changes are proposed for the CCMR component of the Student Achievement domain. The agency will continue to evaluate college enrollment and persistence data and make adjustments to ensure consistency of the college-readiness standard.

The CCMR component measures graduates' preparedness for college, the workforce, or the military. Annual graduates can demonstrate college, career, or military readiness in any one of the following ways:

- *(Pending) Meet Texas Success Initiative (TSI) Criteria in ELA/Reading and Mathematics.* A graduate meeting the TSI college readiness standards in both ELA/reading and mathematics; specifically, meeting the college-ready criteria on the TSIA1 and/or TSIA2 assessment, SAT, ACT, or by successfully completing and earning credit for a college prep course as defined in TEC §28.014, in both ELA and mathematics. College prep course requirements may be refined on a phase-in basis to

ensure completion is predictive of college enrollment and persistence consistent with other TSI components and college-ready indicators.

- *Earn Dual Course Credits.* A graduate completing and earning credit for at least <u>three</u> credit hours in ELA or mathematics or at least <u>nine</u> credit hours in any subject.

- *(Pending) Meet Criteria on Advanced Placement (AP)/International Baccalaureate (IB) Examination.* A graduate meeting the criterion score on AP or IB examinations at a level that is predictive of college enrollment and persistence consistent with other college ready indicators.

- *Earn an Associate Degree.* A graduate earning an associate degree by August 31 immediately following high school graduation.

- *Complete an OnRamps Dual Enrollment Course.* A graduate completing an OnRamps dual enrollment course and qualifying for at least three hours of university or college credit in any subject area.

- *Graduate with Completed Individualized Education Program (IEP) and Workforce Readiness.* A graduate receiving a graduation type code of 04, 05, 54, or 55, which indicates the student has completed his/her IEP <u>and</u> has either demonstrated self-employment with self-help skills to maintain employment or has demonstrated mastery of specific employability and self-help skills that do not require public school services.

- *Graduate Under an Advanced Diploma Plan and be Identified as a Current Special Education Student.* A graduate who is identified as receiving special education services during the year of graduation and whose graduation plan type is identified as a Recommended High School Plan (RHSP), Distinguished Achievement Plan (DAP), Foundation High School Plan with an Endorsement (FHSP-E), or Foundation High School Plan with a Distinguished Level of Achievement (FHSP-DLA).

- *Earn a Level I or Level II Certificate.* A graduate earning a level I or level II certificate in any workforce education area.

- *(Pending) Earn an Industry-Based Certification (IBC) and Complete an Aligned Program of Study.* A graduate earning an IBC under 19 TAC §74.1003 who also completes a career and technical education program of study aligned with that IBC. *(Implementation changes are TBD.)*

- *(Pending) Enlist in the Armed Forces or Texas National Guard.* A graduate enlisting in the U.S. Army, Navy, Air Force, Coast Guard, Marines or the Texas National Guard. The inclusion of this indicator is pending refinement of rules and data collections related to verified enlistment.

Rationale: The agency will continue to align college-ready and career-ready indicators to a consistent level that is predictive of college enrollment and persistence and provide graduates with the best opportunity for career readiness.

Student Achievement Domain Calculation

No changes are proposed for the Student Achievement domain calculation for campuses. For dropout recovery schools, please refer to the Proposed Alternative Education Accountability section on page 9. For district domain outcomes, please refer to the Proposed District Proportional Domain Ratings section on page 7.

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School Type	Component	Weight
Elementary School	STAAR	100%
Middle School	STAAR	100%
High School and K–12	STAAR	40%
	CCMR	40%
	Graduation Rate/Annual Dropout Rate	20%

Proposed Domain Updates: School Progress

School Progress, Part A: Academic Growth

The proposed changes to Academic Growth would measure student academic growth for accountability independently from the STAAR Progress Measure. Using the current methodology, current year STAAR and STAAR Alternate 2 assessments in reading and mathematics with a prior year assessment are evaluated and credit is awarded for assessment results that maintain proficiency or demonstrate progress through the STAAR Progress Measure. The proposed methodology would shift to a transition table model to determine academic growth. Cut points for high/low Did Not Meet and Approaches Grade Level would be established for each applicable grade level and subject area based on standard deviations of scale scores.

The table below provides an example of how points could be awarded. In order to have a growth score calculated, students must meet the accountability subset and have a non-zero STAAR assessment result in both the prior year and current year. The final methodology will be shared in fall 2022 after gathering stakeholder feedback and processing 2022 STAAR data.

Prior Year	Current Year					
	Low Did Not Meet Grade Level	High Did Not Meet Grade Level	Low Approaches Grade Level	High Approaches Grade Level	Meets Grade Level	Masters Grade Level
Low Did Not Meet Grade Level	0	1	2	3	3	3
High Did Not Meet Grade Level	0	½	1	2	3	3
Low Approaches Grade Level	0	0	½	1	2	3
High Approaches Grade Level	0	0	0	½	1	2
Meets Grade Level	0	0	0	0	1	1
Masters Grade Level	0	0	0	0	0	1

Rationale: The transition table model is transparent, easy to understand, and easy to duplicate at the local level. Transition tables can also be used to evaluate assessments with scores reported on different scales, such as when changes are made to STAAR assessments. By using the transition table model, additional assessments would be eligible for evaluation such as STAAR grade 8 reading to English I end-of-course (EOC), Spanish to English reading STAAR, and EOC retests.

School Progress, Part B: Relative Performance

There are no changes proposed for the Relative Performance domain methodology. Cut points will be adjusted to account for 2022 economically disadvantaged percentages and STAAR/CCMR outcomes.

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School Progress Domain Calculation

No changes are proposed for the School Progress domain calculation for districts or campuses. For dropout recovery schools, please refer to the Alternative Education Accountability section on page 9.

Step 1: Calculate a scaled score for both School Progress, Part A and Part B.

Step 2: Take the higher scaled score for either School Progress, Part A or Part B. The higher scaled score is used to calculate the School Progress domain rating.

Proposed Domain Updates: Closing the Gaps

Student Group Targets and Points Methodology

The agency proposes revising federal interim and long-term student group targets and setting them by school type. Baseline rates would be established for each student group based on statewide averages using 2022 STAAR, TELPAS outcomes, and Class of 2021 CCMR and graduation rate data. The first five years of interim targets would align with each group's baseline rates and would increase every five years until reaching the 2038 long-term targets. The long-term targets will be set by student group with the goal of significantly reducing existing achievement gaps.

In addition to updating federal student group targets, the agency proposes awarding gradated outcomes for performance and growth toward these targets. Current methodology evaluates group performance on a yes/no basis; using a 0–4 points methodology would provide further differentiation for groups demonstrating growth but not yet achieving target performance. The proposed point methodology follows.

Points	Definition
4	Met long-term target
3	Met interim target
2	Did not meet interim target but showed expected growth toward interim target
1	Did not meet interim target but showed minimal growth
0	Did not meet interim target and did not show minimal growth

Proposed Points Definitions

Expected growth to interim target (for 2 points) is defined as on-track growth to reach the next interim target. The denominator for 2023 is five years. The denominator for 2024 would be four years and so forth.

$$\text{Current year rate} - \text{prior year rate} \geq \frac{\text{next interim target} - \text{prior year rate}}{5}$$

Minimal growth (for 1 point) is defined as at least 1.0% growth for STAAR and CCMR indicators. Minimal growth is at least 0.1% growth for graduation indicators.

Student Groups Reported and Student Groups Evaluated

In order to remain in compliance with state and federal reporting requirements related to disaggregated performance for student groups, the agency proposes continuing to annually report outcomes for each student group against interim and long-term targets. The agency will model data and gather feedback on potential adjustments to the current 25 student group minimum size.

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Further, the agency proposes shifting the methodology for awarding points toward a domain rating and identifying campuses for comprehensive support and improvement to focus on underperforming student groups. Through October, the agency will gather feedback from stakeholders and the U.S Department of Education on the most effective way to narrow the focus of Closing the Gaps to a campus' lowest performing students. The agency will model data and gather feedback on potential adjustments to the current 25 student group minimum size.

As part of changes to narrow the focus to the lowest performing groups, the agency proposes creating a super group for Closing the Gaps that consists of an unduplicated count of students from the state's traditionally underperforming student groups. If a student meets one or more of the following criteria, s/he will be included in the new super group.

- High Focus—an unduplicated grouping of students identified as emergent bilingual/English learner, economically disadvantaged, highly mobile, and/or served by special education programs

Rationale: Using a super group includes thousands of vulnerable students in accountability calculations who have previously been excluded, as the group did not meet minimum size requirements. The creation of this group will provide valuable information for school leaders to improve outcomes for all vulnerable students.

Note: The determination and updated definition of highly mobile requires ongoing analysis and remains pending. Likewise, the determination of which Closing the Gaps components will evaluate supergroups and how the agency will prioritize the lowest performing groups requires stakeholder feedback and data modeling.

Closing the Gaps, Part A: ESSA Components

- No changes are proposed for the Academic Achievement component (Meets Grade Level standard or above in reading and mathematics).

- No changes are proposed for the Four-year Graduation Rate (without state exclusions) component for high schools and K–12s with graduation rates.

- The CCMR Performance component for high schools and K–12s will be updated to align with the changes made in the Student Achievement: CCMR component.

- The Academic Growth in Reading and Mathematics component for elementary and middle schools will be updated to align with growth methodology changes made in the School Progress, Part A: Academic Growth domain. To be included, students must meet the accountability subset and have a non-zero STAAR assessment result in both the prior year and current year.

- The agency proposes replacing the Student Achievement Domain STAAR Component for elementary and middle schools with an Accelerated Learning component. Reading and mathematics assessments would be combined into one indicator.

  - The Accelerated Learning component would award credit for students in grades 4–8 who earned Did Not Meet Grade Level in the prior year and Approaches Grade Level or above in the current year. To be included, students must meet the accountability subset and have a non-zero STAAR assessment result in both the prior year and current year.

Rationale: The Accelerated Learning component would measure whether accelerated instruction was effective for students who did not earn at least Approaches Grade Level on STAAR reading and/or mathematics as required by House Bill 4545 (87th Regular Legislative Session).

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Closing the Gaps Domain Calculation

The calculation for the Closing the Gaps domain will be adjusted to account for changes made to student groups and components. The October framework will provide the updated methodology.

New Report-only Closing the Gaps, Part B: Results Driven Accountability for Districts

- In addition to the components detailed above, the agency is proposing phasing in an additional subdomain within Closing the Gaps for districts—Closing the Gaps, Part B: Results Driven Accountability (RDA). This subdomain would report indicators and data previously reported in [Results Driven Accountability](#). RDA is one part of the agency's annual evaluation of a district's performance and program effectiveness focusing on special populations. The addition of this subdomain would eliminate the separate RDA reporting system. Part B: RDA would not be used to identify schools for improvement under ESSA.

- For the first five years, the Part B: RDA subdomain would only be reported and would not impact a district's *A–F* rating or accountability reporting under ESSA. The agency will work with stakeholders to align data sources and methodologies where possible. Required RDA staging and interventions would continue during this report-only period.

- Given that RDA is calculated solely at the district level (and not for campuses), this proposed Part B would apply only to district ratings (and not campus ratings).

Rationale: The incorporation of the RDA system into accountability would align federal reporting requirements, reduce duplication of data reporting, and create consistent focus across the state on special population performance improvements.

Proposed District Rating Updates: Proportional Domain Ratings

To align district ratings more closely with the campuses they serve, the agency proposes calculating district domain ratings using a proportionality method. The proposed methodology would only consider enrollment counts for grades 3–12, exclude *Not Rated* and paired campuses, be applied to each domain, and include campuses evaluated under alternative education accountability.

The following steps describe the proposed methodology.

1. Determine the number of students enrolled in grades 3–12 at each campus.
2. Sum the number of students enrolled in grades 3–12 at the district.
3. Divide the number of grades 3–12 students at the campus by the district total.
4. The resulting percentage is the weight that each campus would contribute to the district domain score.
5. Multiply the campus domain scaled score by its weight to determine the points.
6. Sum the points for all campuses to determine the district's domain score.

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Example District Proportional Student Achievement Domain Rating Calculation

Campus	Grade 3–12 Enrollment	Calculation	Weight
Campus 1	334	334 ÷ 2,417	**13.8%**
Campus 2	990	990 ÷ 2,417	**41.0%**
Campus 3	62	62 ÷ 2,417	**2.6%**
Campus 4	761	761 ÷ 2,417	**31.5%**
Campus 5	270	270 ÷ 2,417	**11.2%**
District 3–12 Enrollment	2,417		

Campus	Student Achievement Domain Scaled Score	Weight	Points
Campus 1	85	13.8%	11.7
Campus 2	85	41.0%	34.9
Campus 3	77	2.6%	2.0
Campus 4	72	31.5%	22.7
Campus 5	67	11.2%	7.5
District Student Achievement Domain Scaled Score			**79**

Rationale: Calculating district ratings proportionately using the outcomes of the campuses they serve increases the alignment of district and campus ratings.

Overall Rating Methodology for Districts and Campuses

There are no proposed changes to the methodology for calculating an overall rating for districts or campuses.

Step 1: Determine the better outcome of the Student Achievement and the School Progress domain scaled scores. If either domain's scaled score results in a scaled score less than 60, the highest scaled score that can be used is 89.

Step 2: Weight the better outcome of the Student Achievement or the School Progress domain scaled score at 70 percent.

Step 3: Weight the Closing the Gaps domain scaled score at 30 percent. For districts and campuses lacking a Closing the Gaps domain score, weight the better outcome of the Student Achievement or School Progress domain scaled score at 100 percent.

Step 4: Total the weighted outcome of the two scaled scores to calculate the overall score.

As is statutorily required, a district may not receive an overall or domain rating of *A* if the district includes any campus with a corresponding overall or domain scaled score less than 70. In this case, the highest scaled score a district can receive for the overall or in the corresponding domain is 89.

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The agency will determine if additional adjustments to domain and overall ratings provisions are necessary based on 2022 modeling. 2023 proposed methodologies will be shared in October.

Proposed Alternative Education Accountability (AEA) System Updates

Based on recommendations from the AEA Task Force, the agency proposes the following updates to each domain for campuses identified as dropout recovery schools (DRS) and registered for AEA.

AEA Student Achievement Domain: STAAR Component

The proposed change for the AEA STAAR component is to calculate scores by awarding one point for Approaches Grade Level or above, two points for Meets Grade Level or above, and three points for Masters Grade Level.

$$\frac{\text{1 point Approaches, 2 points Meets, 3 points Masters}}{\text{Number of STAAR Assessments (All Subjects)}}$$

Rationale: DRS campuses serve significantly higher rates of STAAR retesters than traditional campuses. Data show retesters are much less likely to achieve Meets or Masters than first-time testers.

AEA Student Achievement Domain: Completion Rate Component

The proposed change for the AEA Completion Rate component is to adjust the longitudinal completion rate (best of 4-, 5-, or 6-year) to include previous dropouts who complete in the numerator only.

$$\frac{\text{Longitudinal Graduates PLUS Previous Dropouts who Complete}}{\text{Longitudinal Graduates MINUS Previous Dropouts who Return}}$$

Rationale: As the goal of dropout prevention and recovery campuses is to bring previous dropouts back into the school system to complete their secondary schooling, awarding points for this achievement incentivizes the recovery of at-risk students.

AEA Student Achievement Domain: CCMR Component

The proposed change to the CCMR component is to adjust the current methodology to include previous dropouts in the numerator but exclude them from the denominator.

$$\frac{\text{Annual Graduates PLUS Previous Dropouts who Accomplish CCMR}}{\text{Annual Graduates MINUS Previous Dropouts}}$$

Rationale: Data demonstrate that recovering a previous dropout is a significant achievement, and this adjustment would encourage dropout recovery with no penalty to the CCMR rate.

AEA School Progress Domain, Part A: Academic Growth

The agency proposes maintaining Part A: Academic Growth methodology for AEA and adjusting this domain to align with updates to the standard Academic Growth methodology.

Rationale: This would allow DRS to use the better of Student Achievement or School Progress methodology.

AEA School Progress Domain, Part B: Retest Growth

As DRS are not evaluated for Relative Performance, the agency proposes adding a unique Part B for AEAs—Part B: Retest Growth. This methodology incorporates the current AEA bonus points indicator into the accountability system for DRS and allows them to benefit from a better of Part A or Part B in the School Progress domain.

$$\frac{\text{1 pt for Approaches and above STAAR EOC retests}}{\text{STAAR EOC Retests}}$$

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Rationale: As DRS campuses serve higher rates of STAAR retesters for which Part A growth opportunities are limited, adding this new Part B focuses on the DRS population by emphasizing retester outcomes.

AEA Closing the Gaps Domain
The AEA Closing the Gaps domain would follow the same 0–4 methodology, super grouping, and rating calculation as is proposed for traditional campuses. The proposed changes for this domain are to incorporate the AEA Student Achievement and School Progress proposals.

The proposed AEA Closing the Gaps components are as follows:

- Academic Achievement (50%)
    - STAAR Academic Achievement (Reading/Mathematics at Meets Grade Level) (5%)
    - AEA Student Achievement Domain STAAR Component (95%)
- Graduation Rate (10%)
    - Four-year Federal Graduation Rate (5%)
    - AEA Four-year Completion Rate (95%)
    - If a DRS does not have graduation data, Part B: Retest Growth is used, if available.
- English Language Proficiency (10%)
- School Quality: CCMR (30%)

Distinction Designations and Badges
A Badges and Distinction Designations Subcommittee is convening monthly throughout spring and summer 2022. They are charged with developing recommendations for refining distinction designations and implementing badges. Subcommittee recommendations will be shared in August 2022, and the October framework will include any necessary revisions to distinction designations and provide detail on badges.

Extra and Cocurricular Advisory Group
In 2017, House Bill 22 authorized a study of student participation in extra and cocurricular activities to determine their feasibility as an addition to campus and district performance evaluation. A team of more than 30 district, community, and organizational representatives from across the state developed an initial list of possible ECC indicators and gathered available data from the 2019–20, 2020–21, and 2021–22 school years. The group will report their findings in December 2022, and an extra/cocurricular student activity indicator may be adopted in a future accountability cycle. This data would likely be report-only for several years while reporting systems were implemented.

Federal School Improvement
Targeted support and improvement and additional targeted support methodologies will be updated to focus on campuses with student groups that earn zeros and ones in the Closing the Gaps domain.

Cut Points
The 2023 cut points for districts and campuses will be released in fall 2022 and will reflect high expectations for student achievement, school progress, and reducing achievement gaps among students of different racial and ethnic backgrounds and different socioeconomic statuses. As most understand that a high *C* is interpreted to be average, performance that is the same as average in the baseline year should generate a 78, an approach to setting cut scores consistent with that taken during the initial *A–F* design launched in 2017–18.

Exact cut points will be informed based on performance during the 2021–22 school year. To the extent possible, those cut points will remain static over five-year intervals, so that as campuses improve statewide, campus ratings also improve. This allows for easier year-over-year performance comparisons and ensures it remains mathematically possible for all campuses to achieve an *A*, even in the first year of this reset.