

Guidance for Local Education Agencies Participating in Performance-Based Monitoring Analysis System Interventions

Performance-Based Monitoring Analysis System

Introduction

The Performance-Based Monitoring Analysis System (PBMAS) is part of the Performance-Based Monitoring (PBM) system, which is a comprehensive evaluation system designed to improve student performance and program effectiveness at the local education agency (LEA) level. The PBM system is a data-driven system utilizing PBMAS performance indicators, data validation indicators, and other indicators of program compliance required by federal law. While subsequent guidance will be provided for LEAs participating in data validation interventions, this guidance document focuses on PBMAS interventions.

The PBMAS is focused on the effectiveness of federal and state program areas, specifically, bilingual education/English as a second language (BE/ESL), career and technical education, Every Student Succeeds Act (ESSA), and special education. LEAs are staged for interventions by the TEA Division of School Improvement (SI) based on a consideration of LEA student performance and program effectiveness results, as described in greater detail below. LEAs staged for interventions engage in activities that lead to the development and implementation of a targeted improvement plan.

PBMAS interventions are aligned with interventions for the federal and state accountability systems. Each system has its unique features, but the interventions activities are integrated through the [Texas Accountability Intervention System](#) (TAIS) so that LEAs can review data from each system, recognize that data from one system can substantiate and/or provide greater detail regarding data from other systems, and develop and implement one targeted improvement plan to address student performance and program effectiveness.

The TAIS is a framework for continuous improvement driven by the ongoing collection and analysis of data. The following LEAs will engage in the TAIS process:

- LEAs rated *Improvement Required* (IR) due to low performance on one or more of the four indexes of the performance index framework; and/or
- LEAs staged for interventions in either single or multiple PBMAS program areas and/or for the special education program, the assignment of a determination level for one or more of the federally-required elements (FREs)¹.

Intervention Process Overview

LEAs are evaluated in each PBM program area and assigned a stage of intervention if they have:

- one or more PBMAS indicators with a performance level (PL) 3 or 4^{2,3} and/or
- (for the special education program) a determination level for one or more of the FREs.

LEAs that are assigned a stage for intervention are assigned as a Stage 1, 2, 3, or 4. Intervention activities for all program areas at any stage of intervention will include engaging in the TAIS process

¹ The FREs are: State Performance Plan compliance indicators 9, 10, 11, 12 and 13; data integrity; uncorrected noncompliance; and audit findings.

² PBMAS indicators and FREs include a range of PLs, and each PL range has an established set of cut points. PLs generally range from 0 to 3; however, PBMAS BE/ESL Indicator #5(iv), CTE Indicators #2(iv) and #4(iv), and Special Education Indicators #1(i-v) and #3(i-iv) also include a PL 4 range.

³ Indicators that were assigned PLs of Significant Disproportionality (SD Year 1) were not included in the SPED program area means and therefore have no impact on staging.

(i.e., analyzing data, evaluating needs, developing a targeted improvement plan, and implementing and monitoring the plan).

Intervention Type

In addition to the assignment of a stage of intervention for LEAs as described above, a LEA may be assigned an intervention type.

Post Visit Interventions (PVI)—A LEA that is assigned a stage of intervention is designated as PVI if it received an on-site program effectiveness review during either the 2015-2016 or 2016-2017 school year. The LEA is required to initiate or continue implementation of on-site report requirements, update the data analysis to address areas of identified areas of low performance or noncompliance, and update the targeted improvement plan and/or corrective action plan (CAP). SI consultants will follow up monthly with the LEA over a two-year timeframe to follow the progress.

Not Assigned-Post Visit Interventions—A LEA is not assigned a stage of intervention for the current school year, but because the LEA received an on-site review the previous year, the LEA is required to initiate or continue implementation of on-site report requirements, update the data analysis to address any identified areas of low performance or noncompliance, and update the targeted improvement plan and/or CAP.

Progress Monitoring (PM)—A LEA may be designated as PM if multiple program areas are assigned a Stage 3 or Stage 4 intervention. A LEA designated as PM will complete the TAIS process and submit the targeted improvement plan to the Texas Education Agency (TEA). An SI consultant assigned to a PM LEA will work closely with the LEA through monthly contacts to discuss the strategies and interventions the LEA is implementing and the progress it is making.

District Leadership Team (DLT) and District Coordinator of School Improvement (DCSI)

LEAs required to engage in the TAIS process must establish a broad-based district leadership team, composed of key LEA personnel and stakeholders, to conduct and monitor the activities of the process. The DLT must include a DCSI. The DCSI is a district-level employee who is in a leadership position in school improvement, curriculum and instruction, or another position with responsibility for student performance.

The LEA determines the other members of the DLT. However, membership of the DLT should include representatives from programs staged for interventions, LEA staff responsible for school improvement, curriculum and instruction, and other programs that may have an impact on student performance and program effectiveness. Based on the reasons the LEA is required to engage in intervention activities, it should consider selecting participants from:

- All levels represented (i.e., elementary, middle, and/or high school)
- LEA central office administrators
- BE/ESL, special education, CTE, and/or federal programs administrators/directors
- Campus administrators
- Guidance counselors
- General education teachers
- Teachers serving students in BE/ESL, special education, CTE, and/or ESSA programs
- Language Proficiency Assessment Committee (LPAC) members
- Students and parents of students served in the program areas under review

- Representatives of any private and/or private non-profit schools participating in the program areas being reviewed
- Community stakeholders
- Curriculum specialists
- Public Education Information Management System (PEIMS)/Texas Student Data System (TSDS) staff members
- Representatives of district alternative education programs (DAEP) or campuses, if applicable
- Related service providers
- Speech therapists
- Evaluation personnel
- Representatives of campuses within the feeder patterns
- Administrators of residential facilities (RFs), if the LEA serves students with disabilities who reside in RFs
- Other members as determined by data analysis and program areas

The LEA is not required to submit a list of DLT members, unless requested by TEA. The LEA is required to submit the name of the DCSI through the Intervention Stage and Activity Manager (ISAM) application.

Engaging in the TAIS Process

As stated above, LEAs rated IR and/or staged for interventions in either single or multiple PBMAS program areas must engage in the TAIS process. The DCSI and DLT will collaboratively engage in the TAIS process and submit the resulting targeted improvement plan and progress reports to TEA, as discussed in more detail below.

Data Analysis and Developing Problem Statements

LEAs assigned an intervention stage or intervention type must analyze data for each PBMAS indicator with a PL of 2, 3, or 4 and/or area of noncompliance of a FRE. It is important that LEAs identify specific campuses contributing to areas of low performance or noncompliance and target those campuses for interventions, as appropriate. LEAs will use multiple data sources to examine areas that may have an impact on the effectiveness of their programs. Additionally, in the special education program, each LEA is encouraged, but not required to conduct its own data analysis/analyses of each racial/ethnic group or disability category for which the risk ratio exceeds 2.5.

Based on the data analysis, LEAs will determine what problems exist that are contributing to each ineffective program area. These problem statements synthesize the data analysis process into objective statements that clarify the areas that will be addressed in the targeted improvement plan.

Problem statements are concise and objective statements that reflect the current status as reflected by the data analysis. These statements do not assign causation as to why a gap exists and do not identify solutions to address areas in need of improvement. Essentially, problem statements capture the “where the LEA or program is” compared to “where the LEA or program wants to be.”

Assessing Needs and Identifying Root Causes

Through the needs assessment process, LEAs identify root causes, or why the problem statements identified through data analysis exist. Knowing the “why” for problem statements helps ensure LEAs make evidence-based decisions to address or resolve the problem statements. Using multiple data sources throughout this process is important to ensure that several factors are considered in the development of root causes.

Developing a Targeted Improvement Plan

The targeted improvement plan addresses areas of low performance and program ineffectiveness identified through established annual goals. Prioritizing and determining the annual goals to address in the LEA targeted improvement plan is a local decision. The plan will also include strategies and interventions to help ensure LEAs can effectively meet their annual improvement goals. The targeted improvement plan also includes the data findings, problem statements, and root causes discussed above.

Special Education Compliance Review

Only LEAs assigned a Stage 3 or 4 for their special education program **that also meet the criteria outlined in Appendix A** will conduct a compliance review for each PBMAS special education indicator assigned a PL 2, 3, or 4. Resources are available to assist LEAs with completing the compliance review. LEAs retain the compliance review itself and only submit to TEA if requested. However, these LEAs must submit a completed [Special Education Compliance Review Summary](#) to the TEA. *See Appendix A.

For LEAs at any level of staging, if noncompliance is identified during the review process, LEAs will develop a [CAP](#) which outlines the activities/steps the LEA will take to correct all substantiated findings of noncompliance, to include that:

- policies and procedures, including operating guidelines and practices are reviewed and revised, as necessary;
- professional development is provided to identified staff;
- admission, review, and dismissal (ARD) committee meetings are convened to address the noncompliance, and, when required, determine if the noncompliance denied students a free appropriate public education (FAPE), and consider compensatory services, as appropriate; and
- develop and engage in monitoring activities to ensure ongoing compliance.

The LEA is required to correct any finding of noncompliance as soon as possible, but in no case, may the correction take longer than one calendar year from the date of notification of noncompliance.

LEAs That Serve Students with Disabilities Who Reside in RFs

Serving students with disabilities who reside in RFs is a function of a LEA’s overall special education program. LEAs have a legal obligation to ensure that all students with disabilities, including students residing in RFs, have access to a free appropriate public education. To assist LEAs in their efforts to improve student performance and program effectiveness, LEAs assigned an intervention stage for their special education program must analyze data for each PBMAS indicator with a PL of 2, 3, or 4, and/or area of noncompliance of a FRE proportionally inclusive of RF student data.

The [special education compliance review protocols/templates](#) that have been made available to assist LEAs in the analysis of student-level data, are inclusive of the 13 investigatory elements outlined in the [RF Manual](#) and may be used, regardless of the assigned program stage:

- Behavior / Discipline
- Certified / Qualified Staff
- Commensurate School Day

- Current Evaluation
- Individualized Education Program Development and Implementation (+ Related Services, Educational Benefit, & Extended School Year)
- Participation in State Assessments
- Least Restrictive Environment
- Properly Constituted ARD Committee Meetings (+ Surrogate/Foster Parents)
- Transition Services.

LEAs assigned a Stage 3 or 4 for their special education program, that also meet the criteria outlined in Appendix A to conduct a compliance review, will ensure that RF students are included in the review.

BE/ESL Program Effectiveness Review (PER) and System Analysis

LEAs assigned a Stage 3 or 4 for their BE/ESL program conduct a PER and a System Analysis. The purpose of the PER is to analyze indicators and data sets that may identify data trends, systemic program issues, or areas of noncompliance with program requirements. The purpose of the System Analysis is to conduct a thorough review of the BE/ESL program using the probes and areas for consideration provided on the system analysis resource document. LEAs are to use all information requested in the PER and System Analysis templates to inform the development of the targeted improvement plan, as appropriate. Templates should be retained locally and are subject to submission per TEA request. **If noncompliance is identified during the review process**, LEAs will develop a [CAP](#) that outlines the activities/steps the LEA will take to correct all findings of noncompliance and present to the board of trustees (or the governing body, if an open-enrollment charter school) for discussion and action in accordance with Texas Education Code §7.028(b). *See Appendix B.

Submissions to TEA

LEAs staged for any level of intervention in the PBMAS that are also rated IR in the state accountability system submit an integrated PBMAS/IR targeted improvement plan, along with progress reports, to TEA. The targeted improvement plan incorporates data findings, problem statements and root causes that address areas of low performance and program ineffectiveness identified in both the PBMAS and the state accountability system. LEAs retain information used during the data analysis and needs assessment and only submit to TEA if requested.

LEAs not rated IR, but staged for interventions in any program area at Stage 3 or 4, submit their targeted improvement plan and progress reports to TEA. LEAs retain information used during the data analysis and needs assessment and only submit to TEA if requested.

LEAs not rated IR, but staged for interventions in any program area at Stage 1 or 2, develop their targeted improvement plan and retain it and supporting documentation locally.

Appendix A

Special Education Compliance Review Requirements

Stage 1 and 2

Compliance Review Not Required

Stage 3

Compliance Review Required
Due: February 16, 2018

*Newly identified Stage 3 for 2017-2018, may have been identified as Not Staged or a Stage 1 or 2 in 2016-2017

Identified Stage 3 for 2017-2018 and was required to submit a Compliance Review Summary in 2015-2016

*Division of School Improvement will offer flexibility for any district to receive an on-site review prior to the required submission date.

Compliance Review Not Required

Identified Stage 3 in 2017-2018 and was required to submit a Compliance Review Summary in 2016-2017

Identified in Post Visit Interventions, Year 1 or Year 2

Stage 4

Compliance Review Required
Due: February 16, 2018

*Newly identified Stage 4 for 2017-2018, may have been identified as Not Staged or a Stage 1 or 2 in 2016-2017

Identified Stage 4 for 2017-2018 and was required to submit a Compliance Review Summary in 2015-2016

*Division of School Improvement will offer flexibility for any district to receive an on-site review prior to the required submission date.

Compliance Review Not Required

Identified Stage 4 in 2017-2018 and was required to submit a Compliance Review Summary in 2016-2017

Identified in Post Visit Interventions, Year 1 or Year 2

Appendix B

Intervention Requirements for LEAs Staged in PBMAS

	Identify DCSI and Establish DLT	Engage in the TAIS Process for all PBMAS Indicators assigned a PL 2, 3, or 4*	Submit Targeted Improvement Plan to TEA	Conduct a BE/ESL Program Effectiveness Review and Complete the BE/ESL System Analysis	Conduct Special Education Compliance Review** and Submit Summary of Compliance Review Findings
STAGE 1 For LEAs that have no program areas assigned a stage higher than a 1	Yes	Yes	No <i>(unless also an IR LEA)</i>	No	**No
STAGE 2 For LEAs that have no program areas assigned a stage higher than a 2	Yes	Yes	No <i>(unless also an IR LEA, or selected for random submission)</i>	No	**No
STAGE 3 For LEAs that have no program areas assigned a stage higher than a 3	Yes	Yes	Yes	Yes (If the LEA was assigned a Stage 3 for their BE/ESL program)	**Yes (if Appendix A criteria are met, and the LEA was assigned a Stage 3 for their special education program)
STAGE 4 For LEAs that have one or more program areas assigned a Stage 4	Yes	Yes	Yes	Yes (If the LEA was assigned a Stage 4 for their BE/ESL program)	**Yes (if Appendix A criteria are met, and the LEA was assigned a Stage 4 in for their special education program)

* In the special education program, this includes the FREs.

** Notwithstanding of intervention stages, any LEA that identifies special education noncompliance during a review of data will submit a CAP to TEA.