STAR Framework

3-Year School Support Designation, Economically Disadvantaged Definition, and Floors and Targets

July 12, 2017

Goals of Our Discussion

OSSE seeks to accomplish the following goals:

- Thoughtful, **productive conversation** about STAR Framework and its calculations
- Share our **philosophy** and approach to how we developed the **business rules** related to:
  - 3-Year School Support Designation
  - Economically Disadvantaged Definition
  - Floors and Targets
- Gather your **feedback** about pending decision points concerning the STAR Framework and its metrics

Opportunities for Feedback and Questions

Your feedback is critical throughout this process, so OSSE will provide two mechanisms to provide your thoughts:

- **Attend in-person** accountability system meetings on the following dates:

  - ~~June 14~~
  - ~~June 16~~
  - ~~June 19~~
  - ~~June 23 (cancelled)~~
  - ~~June 29~~
  - **July 12**
  - July 14
  - July 17
  - July 21
  - July 24
  - July 27

- **Email** your feedback or questions regarding each session to OSSE.ESSA@dc.gov within three business days

Feedback for today's session is due by **COB July 17.** OSSE will provide a summary of feedback received on today's session by **July 19.**

Agenda

- **Overview of the STAR framework**
  - Timeline
  - Domains and metrics
- **Deep Dive**
  - 3-Year School Support Designation
  - Economically Disadvantaged Definition
  - Floors and Targets
- **Identify questions and next steps**

Overview of STAR Framework

Timeline

- **June 14 to August 1**- STAR Framework LEA Meetings and feedback
- The next four meetings will address the following topics:

July 14	2 – 4 p.m.	806	ACCESS Growth
			CLASS (Pre-K Only)
July 17	8 – 11 a.m.	Grand Hall	ACT/SAT Performance, 1050 and CB Threshold
			AP/IB Participation and Performance
July 21	1:30 – 3:30 p.m.	806	90+ Attendance
			Attendance Growth
			Re-Enrollment
			In-Seat Attendance
July 24	1 – 3 p.m.	806	Growth to Proficiency
			PARCC Eligible Participants

- **Fall 2017**- OSSE will conduct an *informational dry run* of the accountability system and provide LEAs with preliminary STAR ratings for SY 2016-17
- **Fall 2018**- STAR Framework fully implemented for SY 2017-18

Domains and Metrics

Domain	Metric
Academic Achievement	• PARCC 4+/MSAA 3+ • PARCC 3+/MSAA 3+ • SAT & ACT Performance • AP & IB Participation • AP & IB Performance
Academic Growth	• Norm-Referenced Growth Measure: Median Growth Percentile • Criterion-Referenced Growth Measure: Growth to Proficiency
Graduation Rate	• 4-Year ACGR • Alternative Graduation Metric
School Environment	• Addressing Chronic Absenteeism: Best of 90+ Attendance or Growth • In-Seat Attendance • Re-Enrollment • CLASS (pre-K only) • Access and Opportunity
English Language Proficiency	• ACCESS Growth

Deep Dive: 3-Year School Support Designation

3-Year School Support Designation: Overview

- OSSE will assign a school support designation that identifies **Comprehensive Support** and **Targeted Support** schools every three years, which will also be included in the school's report card.
- OSSE values a school's performance over **all three years** while accounting for its **overall trajectory**.
- OSSE believes that the three-year school support designation should reflect the progress of **all students**.
- The school support designations should be conducted on the **same cycle** to ensure consistency and equity.

3-Year School Support Designation: Overview

To assign these designations, OSSE will address the following issues:

- How should we **combine three years of data** to determine the school support designation?
- If average is selected, how should we **calculate the average**?
- How should we handle assigning a school support designation to schools with **fewer than three years of data**?

3-Year School Support Designation: Business Rules

In determining how to **combine three years of data** to assign a school support designation, OSSE recommends:

- **Recommendation**: Calculate a weighted average over three years, weighting the most recent year more than previous years
- **Rationale**:
  - Accounts for all available years of data and includes all students
  - Reflects the overall trajectory of a school
  - Gives credit to schools that are improving
- **Trade offs**:
  - School turnaround can be unpredictable with large swings in performance such that the most recent year might not be the best year
  - Potentially confusing to explain to parents

3-Year School Support Designation: Business Rules

- **Other options considered:**
  - Averaging the best of the two STAR ratings
  - Using the best overall STAR rating
- **Rationale for not choosing these options:**
  - Does not account for performance in all three years
  - Does not include all students in the calculation
  - Does not account for the trajectory of the school and whether it is improving or not
  - Calculating a weighted average addresses having one year with a low STAR rating as long as the school is improving
  - Could be even more complicated to explain than a weighted average

3-Year School Support Designation: Business Rules

In determining **how to calculate the average** of three years of data, OSSE recommends:

- **Recommendation**: Average data by student population
- **Rationale**:
  - Reflects the progress of all students, including those that might have been excluded in previous years due to small n sizes
  - Most accurate reflection of how a school is performing
- **Trade offs**:
  - Potentially confusing to include students in the three-year average who were excluded from the one-year score due to small n sizes
  - Potentially confusing to explain applying a weighted average to the student population

3-Year School Support Designation: Business Rules

- **Other options considered:** Average overall STAR framework points for each metric at the subgroup level
- **Rationale for not choosing this option:**
  - Does not account for the progress of all students
  - Does not account for significant changes in student populations

3-Year School Support Designation: Business Rules

In determining how to treat schools with **fewer than three years of data**, OSSE recommends:

- **Recommendation**: Calculate a weighted average using as many years of available data as possible
- **Rationale**:
  - Allows for consistent release of school support designations
  - 3-year designation is not dependent on when the school opened
  - For schools with two years of data, a weighted average still accounts for the trajectory of the school
- **Trade offs**:
  - Some schools will receive school support designations based on fewer than three years of data
  - Could potentially affect when schools choose to open or make other changes to coordinate with school support designation cycle

3-Year School Support Designation: Business Rules

- **Other options considered:** Wait until school has three years of data
- **Rationale for not choosing this option:**
  - Does not allow for all schools to be compared to each other when determining the 3-year designation
  - Does not allow for consistency and fairness in timing of school support designation
  - For all current schools, the initial school support designation will be based on one year of data, so there will be precedent for using fewer than three years of data

3-Year School Support Designation: Summary

Decision	Recommendation
How to **combine three years** of data	Calculate a weighted average
How to **average** the data	Average using the student populations across three years
How to address schools with **fewer than three years** of data	Assign school support designations on the same cycle even if it entails using fewer than three years of data

Deep Dive: Economically Disadvantaged Definition

Economically Disadvantaged: Overview

- **ESSA requires** DC to include students who are **economically disadvantaged as a subgroup** in the STAR rating system.
- ESSA also allows **states to define** economically disadvantaged.
- In DC, the progress of students who are economically disadvantaged accounts for **five points**.
- Therefore, OSSE's definition of economically disadvantaged should provide a **meaningful designation** and allow accurate analyses of how well schools are educating these students.

Economically Disadvantaged: Overview

- **Direct Certified**: A student-level designation based on TANF, SNAP, CFSA, or homeless status
- **At-Risk**: A student-level designation based on TANF, SNAP, CFSA, homeless status, or one year older than the expected age for their grade and in high school
- **Community Eligibility Provision (CEP)**: A school-level designation based on its Direct Certification rate that allow a schools to provide free lunches to all of its students without collecting additional income verification information
- **Free and Reduced Meals Status (FARMS)**:
  - ***Non-CEP schools***: Student-level determinations based on direct certification or income eligibility forms that can be aggregated to the school-level
  - ***CEP schools***: A school-level calculation based on the number of direct certified students multiplied by 1.6 to approximate the number of students who would qualify for free or reduced-price lunch if income eligibility forms were collected. There is no student-level determination.

Economically Disadvantaged: Overview

- Historically, students have been considered economically disadvantaged if they meet one of the following criteria:
  - Receive **Free or Reduced Price Meals** based on income eligibility
  - **Direct Certified**
  - Attend a **CEP** school
- For students who attend a CEP school, OSSE **does not have student-level data** on which students would be considered economically disadvantaged.
- Currently, **65% of District students** attend a CEP school.

Economically Disadvantaged: Overview

To provide a **meaningful definition** of students who are economically disadvantaged, OSSE will address the following issues:

- Should we **change the student-level definition** of economically disadvantaged?
- If we do change the definition of economically disadvantaged, what will the **new definition** be?
- Do we change the definition for **all students**, or only students attending CEP schools?
- Do we change it **only for accountability purposes**, or do we implement the change across the agency?
- Should the economically disadvantaged definition be a **student-level designation**, or can it change when students change schools within a given school year?
- What **data source** should be used for determining over age?

Economically Disadvantaged: Business Rules

In determining whether to **change the definition of economically disadvantaged**, OSSE recommends:

- **Recommendation**: Change the definition to accommodate a student-level designation, particularly at CEP schools
- **Rationale**:
  - The current definition does not allow for a student-level designation at CEP schools
  - Given the high percentage of students who attend CEP schools, changing the definition will make the economically disadvantaged subgroup more meaningful in the STAR rating system
- **Trade offs**:
  - A change in definition while using the same term of economically disadvantaged could be potentially confusing to the public.
  - Will likely identify fewer students who are economically disadvantaged because income eligibility forms are not collected at CEP schools

Economically Disadvantaged: Business Rules

- **Other options considered:** Keeping the definition as is and continue identifying 100% of students who attend CEP schools as economically disadvantaged
- **Rationale for not choosing this option:**
  - DC has a high percentage of students who attend CEP schools, so the lack of a meaningful, student-level economically disadvantaged designation at these schools could lead to inaccurate reporting and related decisions
  - Because DC is required to include this group of students as a subgroup in the STAR rating system, it is critical that any decisions or information that is made based on this data be as accurate as possible

Economically Disadvantaged: Business Rules

In determining a **revised definition of economically disadvantaged**, OSSE recommends:

- **Recommendation**: Adopt at-risk definition that is also used to provide additional funding to LEAs
- **Rationale**:
  - This designation can be used as a proxy for economically disadvantaged because it includes many individual economic indicators
  - At-risk definition is familiar to LEAs and the public
  - LEAs receive additional funding for these students, so it aligns funding with accountability

Economically Disadvantaged: Business Rules

- **Trade offs**:
  - Aligning economically disadvantaged with at-risk as a funding designation means that any changes make to the at-risk definition will also affect the STAR rating system, which could potentially limit how at-risk is defined in the future
  - TANF and SNAP have their own requirements for eligibility, which may prevent some families with low incomes from qualifying for these programs (e.g. 60-month lifetime limit on TANF benefits going into effect during the next fiscal year)
  - Undocumented families often do not qualify for TANF or SNAP benefits
  - At-risk is closely related to direct certified but not exactly aligned
  - The at-risk definition includes an indicator that is not directly related to economically disadvantaged: over age

Economically Disadvantaged: Business Rules

- **Other options considered:**
  - Define economically disadvantaged using direct certification only
  - Define economically disadvantaged using direct certification and the optional collection of allowable income documentation
- **Rationale for not choosing this option:**
  - Does not align with the definition used for funding allocations
  - Would create an additional definition that is intended to measure something very similar to at-risk
  - Result in identifying even fewer students who are economically disadvantaged
  - Potentially reintroduce administrative burden on schools and families to provide income eligibility forms again

Economically Disadvantaged: Business Rules

In determining whether to change the definition **for all students**, or just those students attending CEP schools, OSSE recommends:

- **Recommendation**: Use the same definition of economically disadvantaged for all students
- **Rationale**:
  - It is easier to communicate a single definition to the public
  - Comparisons between schools will be more analytically robust if all schools are using the same definition
  - It does not provide incentives for schools to opt-out of CEP, which provides valuable meals to District students
- **Trade offs**: There are students who are designated as economically disadvantaged under the current definition who will no longer be designated as such

Economically Disadvantaged: Business Rules

- **Other options considered:** Change the definition only for students who attend CEP schools
- **Rationale for not choosing this option:**
  - Confusing and inequitable to have multiple definitions of economically disadvantaged across schools
  - Leads to inaccurate comparisons across this particular subgroup

Economically Disadvantaged: Business Rules

In determining whether to change the definition **solely for accountability purposes**, or implement the change across the agency, OSSE recommends:

- **Recommendation**: Use FARMs numbers for school-level designations, and use the at-risk definition for student-level designations, including accountability purposes
- **Rationale**:
  - Many funding programs rely on the FARMS data collected by the National School Lunch Program.
  - FARMS data and the 1.6 multiplier is used widely across many state and federal programs
  - Title I and IDEA allocations will not be affected
- **Trade offs**: Potentially confusing to use different methodologies in an attempt to capture the same information

Economically Disadvantaged: Business Rules

- **Other options considered:** Apply the at-risk definition at the school level in lieu of the FARMs data
- **Rationale for not choosing this option:**
  - Disruptive to other programs and could affect the funding that LEAs receive
  - ESSA permits two different student- and school-level definitions as they serve different purposes

Economically Disadvantaged: Business Rules

In determining if economically disadvantaged should be **a student-level designation that remains constant all year** or potentially changes when a student changes schools within a given school year, OSSE recommends:

- **Recommendation**: Each student should only have one economically disadvantaged designation within a given school year
- **Rationale**:
  - Keeping the designation consistent throughout the school year is neither an advantage or disadvantage for students who transfer during the year
  - Consistent with existing practice of using a student's highest level of risk (e.g. special education, homeless status)
- **Trade offs**: A student who is considered economically disadvantaged only because of their over age status at one school could transfer to another school and no longer qualify as over age

Economically Disadvantaged: Business Rules

- **Other options considered:** Make a student's economically disadvantaged designation unique by school
- **Rationale for not choosing this option:**
  - Inconsistent with current practice of using a student's highest level of risk
  - Does not align with funding allocations
  - Requires complicated business rules that are confusing to explain

Economically Disadvantaged: Business Rules

In determining which data sources should be used to determine over age, OSSE recommends:

- **Recommendation**: Use lowest high school grade throughout the year at the time of demographic certification
- **Rationale**: Identifies any student who was ever over age during the school year
- **Trade offs**: More students could potentially be identified as economically disadvantaged at an LEA than the number of at-risk students for which the LEA received additional funding
- **Other options considered:** Use grade at the time of the enrollment audit
- **Rationale for not choosing this option:**
  - Does not identify all students who are over age during the school year
  - Does not reflect students' highest level of risk

Economically Disadvantaged: Summary

Decision	Recommendation
Whether to **change** the definition of economically disadvantaged	Change the definition, especially to address students who attend CEP schools
Revise **definition** of economically disadvantaged	Use existing at-risk definition
Whether to change for **all students** or just CEP	Change for all students
Whether to change for **reporting and accountability** or all purposes	Only change for reporting and accountability purposes
If/when to **change a student's** economically disadvantaged designation	Only one designation per year that reflects the student's highest level of need
Which **data source** to use for over age	Lowest high school grade throughout the year at the time of demographic certification

Deep Dive: Floors and Targets

Floors and Targets: Overview

- As a part of determining the STAR rating of schools, OSSE will set **floors and targets** that are used to **assign points to schools**.
- Floors and targets will be calculated and assigned to **each subgroup** within the elementary, middle, and high school frameworks:
  - **Zero points**: School falls below the floor
  - **Full points**: School meets or exceeds the target
  - **Some points**: School falls between the floor and target and will receive points determined by their relative positions to the floors and targets
- Floors and targets should provide **meaningful distinctions between schools**, so OSSE will adjust the business rules if there is not a **minimum distribution for each metric** or **sufficient progress** toward the long-term goal.
- For the 2016-17 dry run, floors and targets will be based on **2016-17 data**.
- Floors and targets will be calculated for **each subgroup at the school level**.

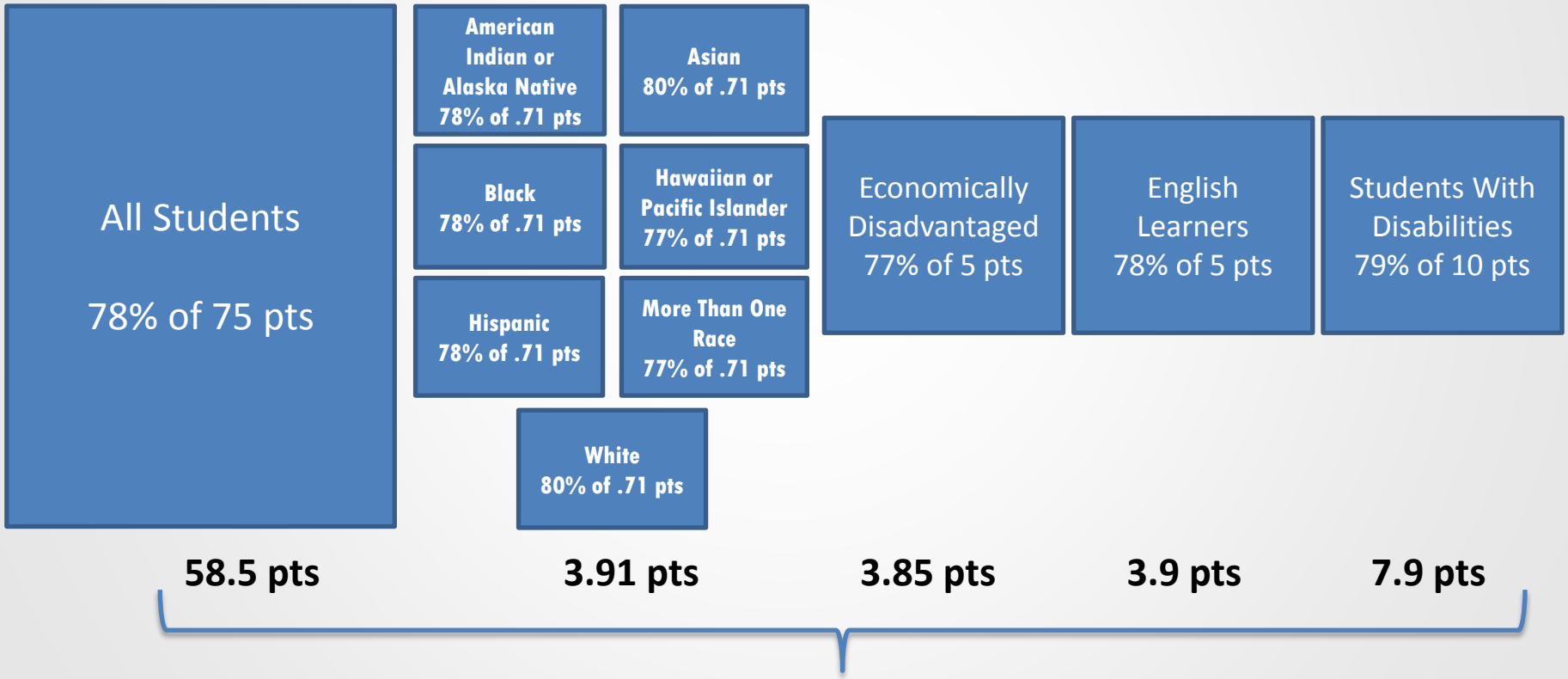
Floors and Targets: Overview

Floors and targets will be set by applying **one of three methodologies** to each metric:

- **10/90 percentiles**: The 10th and 90th percentiles are the floor and target respectively
- **10/90 adjusted to long-term goals**:
  - The 10th percentile is the floor
  - The target is calculated by:
    - Subtract the 90th percentile from the long-term goal
    - Divide the difference by seven, the number of school support designation cycles between now and 2039
    - Add the resulting number to the 90th percentile to get the target
- **Research-based:** Use research-based floors and targets that are associated with student success

Floors and Targets: Overview

Once a **STAR subgroup score** is calculated for each applicable subgroup, the subgroup scores are **multiplied by the total possible framework points** according to the specified subgroup weights, resulting in the STAR framework score.



Floors and Targets: Overview

OSSE will adhere to the **following timeline** when calculating floors and targets, using this information to assign school support designations, and for public reporting.

Year	Reporting Year	Data Used for Accountability	Data Used for Floors and Targets	School Support Designation
Dry run	2017-18	2016-17	2016-17	
Baseline	2018-19	2017-18	2016-17	Designation
1	2019-20	2018-19	2017-18	
2	2020-21	2019-20	2017-18	
3	2021-22	2020-21	2017-18	Designation
4	2022-23	2021-22	2020-21	
5	2023-24	2022-23	2020-21	
6	2024-25	2023-24	2020-21	Designation

Floors and Targets: Business Rules

To set **meaningful floors and targets** across all metrics, OSSE will address the following issues:

- How **often** should the floors and targets be **calculated**?
- How can we support a **minimum level of dispersion** to ensure meaningful floors and targets?
- If/how should we include students in **schools without frameworks**?
- If/how should we include students in **schools with multiple frameworks**?
- How should we calculate floors and targets for schools with **K-8 grade configuration**?
- Which of the **three methodologies** for calculating floors and targets apply to the following metrics, most of which have already been discussed:
  - PARCC/MSAA and ACGR
  - Alternate graduation, growth to proficiency, and MGP
  - CLASS

Floors and Targets: Business Rules

In determining **how often to calculate** floors and targets, OSSE recommends:

- **Recommendation**: Every three years
- **Rationale**:
  - Provides schools with a consistent target that will be used to assign school support designations every three years
  - Allows for longitudinal comparison over three years
- **Trade offs**: May lead to schools changing STAR ratings when the floors and targets are recalculated every three years; however, this would occur whenever floors and targets are recalculated
- **Other options considered:** Recalculate every year
- **Rationale for not choosing this option:**
  - Changes the goals for schools every year
  - Prohibits longitudinal comparison over three years

Floors and Targets: Business Rules

In determining how to ensure meaningful floors and targets **that support a minimum level of dispersion**, OSSE recommends:

- **Recommendation**: Set maximum floor by metric in each framework
- **Rationale**:
  - Ensures that any school that achieves a pre-determined outcome that research indicates is associated with student success receives points regardless of how other schools perform
  - The need for this safeguard currently exists for in-seat attendance
  - Maximum floors would be set based on research and DC data
- **Trade offs**: Some metrics have a more extensive research base than others when determining maximum floors

Floors and Targets: Business Rules

- **Other options considered:** Set threshold of minimum of points difference between floors and target
- **Rationale for not choosing this option:** Setting a maximum floor addresses any existing minimum dispersion issues, but this strategy will be revisited every three years along with the floors and targets

Floors and Targets: Business Rules

In determining whether to include students in **schools without frameworks**, OSSE recommends:

- **Recommendation**: Include students who attend schools that do not have frameworks
- **Rationale**: Reflects progress of all students
- **Trade offs**: Floors and targets will be set based on students who are not included in an accountability framework
- **Other options considered**: Remove from floors and targets
- **Rationale for not choosing this option**:
  - Does not account for the progress of all students
  - Even if students are not included in a framework, they are still part of the STAR system through the public reporting in the school report cards

Floors and Targets: Business Rules

In determining how to include students in **schools with multiple frameworks**, OSSE recommends:

- **Recommendation**: Include in the floors and targets calculations that align with the framework to which they are assigned:
  - If ***growing***, count in the framework to which the school is growing
  - If ***static***, count in framework that is applied to all of the school's students
- **Rationale**: Aligns with how a school support designation is being assigned
- **Trade offs**: Treats growing and static schools differently
- **Other options considered:** Exclude students in growing schools that do not have sufficient points for two frameworks
- **Rationale for not selecting this option**: Does not reflect the progress of all students

Floors and Targets: Business Rules

In determining how to include students in schools with a **K-8 grade configuration**, OSSE recommends:

- **Recommendation**: Apply elementary and middle school floors and targets to elementary and middle schools respectively
- **Rationale**:
  - Compares similar grade configurations with each other
  - Provides meaningful information to parents
  - Aligns with treatment of schools with multiple frameworks by providing two STAR ratings
- **Trade offs**: There would not be K-8-specific floors and targets

Floors and Targets: Business Rules

- **Other options considered:** Create a single set of floors and targets for schools with K-8 grade configurations
- **Rationale for not choosing this option:**
  - Does not align with the treatment of schools with multiple frameworks
  - Does not allow for meaningful comparisons when parents are selecting schools if only comparing K-8 schools to each other

Floors and Targets: Business Rules

In determining how to calculate floors and targets for metrics that have **long-term goals in the state plan** (i.e. PARCC/MSAA and ACGR), OSSE recommends:

- **Recommendation**: Apply 10/90 percentiles adjusted to long-term goals
- **Rationale**: Accounts for where schools currently are and where they need to be to meet the long-term goals in OSSE's state plan
- **Trade offs**:
  - Different methodology than other metrics
  - Even with accounting for the distance between where schools are and the long-term goal, some schools may still not meet these long-term goals

Floors and Targets: Business Rules

- **Other options considered:**
  - Apply 10/90 percentiles without accounting for the long-term goal
  - Apply 10/90 percentiles that adjust for long-term goals by considering the distance between the long term goal and the 10th percentile floor, in addition to the 90th percentile target
- **Rationale for not choosing this option:**
  - Would not account for progress toward long-term goal
  - Would potentially eliminate meaningful distinctions between lowest performing schools if the floor was raised to align with the long-term goal; however, OSSE will review this every three years and revisit this option if schools are not making progress toward the long-term goal

Floors and Targets: Business Rules

In determining how to calculate floors and targets for **alternate graduation, growth to proficiency**, and **MGP**, OSSE recommends:

- **Recommendation**: Apply 10/90 percentiles
- **Rationale**:
  - Effectively identifies the highest and lowest performing schools
  - Creates a wide range of schools that receive points that are more nuanced to reflect their individual successes and challenges
- **Trade offs**:
  - Compares schools to each other rather than research-based measures of success
  - In some cases, applying the 10/90 percentiles results in re-norming nationally normed measures (e.g. MGP)

Floors and Targets: Business Rules

- **Other options considered:** Use research-based floors and targets
- **Rationale for not choosing:** There is insufficient research for most metrics to create research-based floors and targets; however, OSSE will continue to monitor available research as it revisits the floors and targets every three years

Floors and Targets: Business Rules

In determining how to calculate floors and targets for **CLASS**, OSSE recommends:

- **Recommendation**: Use research-based measures
- **Rationale**:
  - Compares DC to research-based measures rather than to each other
  - Potential future direction to take floors and targets for other metrics when there is a more robust research base
- **Trade offs**: Different methodology than other metrics
- **Other options considered:** Apply 10/90 percentile to floors and targets
- **Rationale for not choosing:** There is extensive research on CLASS that allows OSSE to confidently set floors and targets that are associated with student success

Floors and Targets: Summary

Decision	Recommendation
How **often to calculate** floors and targets	Every three years
How to support **minimum level of dispersion**	Apply maximum floor and reevaluate every three years
If/how to include students who attend **schools without frameworks**	Include all students
If/how to include students who attend **schools with multiple frameworks**	Include all students
How to create floors and targets for **K-8 schools**	Apply elementary and middle school floors and targets
Methodology for **PARCC/MSAA** and **ACGR**	10/90 percentiles adjusted to long-term goals
Methodology for **alternate grad, MGP,** and **growth to proficiency**	10/90 percentiles
Methodology for **CLASS**	Research-based

Questions and Next Steps

Ways to Stay Engaged

- Provide feedback on today's session by **COB July 17.**
- Send questions, concerns, and additional feedback to OSSE.ESSA@dc.gov.
- Access and review today's presentation as well as prior materials and notes on www.osse.dc.gov/essa.