State and Federal Academic and Fiscal Accountability Systems in California
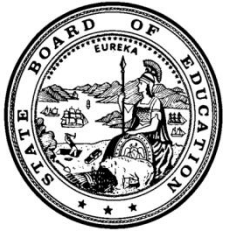
Prepared by:
Sue Burr
Governor's Education
Policy Advisor
November, 2012

Context for Today's Discussion

- Review Local Education Agency Accountability In the Broadest Terms

- Create Baseline Definition of Current Accountability Systems/Metrics

- Examine the Purpose for Which Accountability Systems Were Established

- Identify Objectives for LEA Accountability in the Context of a New School Finance System
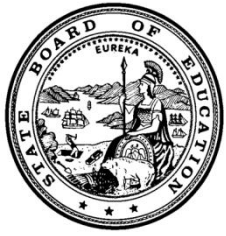
Overview of Accountability Systems

- Annual Independent Audits

- School Accountability Report Card (SARC)

- Academic Performance Index (API)

- Alternative Schools Accountability Model (ASAM)

- Senate Bill 1458 (pending)

- Adequate Yearly Progress (AYP)

Overview of Accountability Systems, Continued

- Special Education Annual Performance Report Measures

- Quality Assurance Process (Special Education)

- Compliance Monitoring, Intervention, and Sanctions (CMIS) for Highly Qualified Teachers

- Williams and Valenzuela Settlements

- Federal Program Monitoring (FPM)

- Title III Accountability (English Learners)

- Quality Education Investment Act (QEIA)

- School Improvement Grant (SIG) Monitoring

Accountability Systems that Apply to all Schools in California

Annual Independent Audits

- Each LEA (including charter schools) is required to conduct an independent annual audit of all funds under its jurisdiction and review the audit in a public meeting.

- Audits are submitted to the county superintendent, the CDE, and the State Controller and are governed by the *Standards and Procedures for Audits of California K-12 Local Educational Agencies*

Standards and Procedures for Audits
of California K-12 Local Education Agencies
2012-13

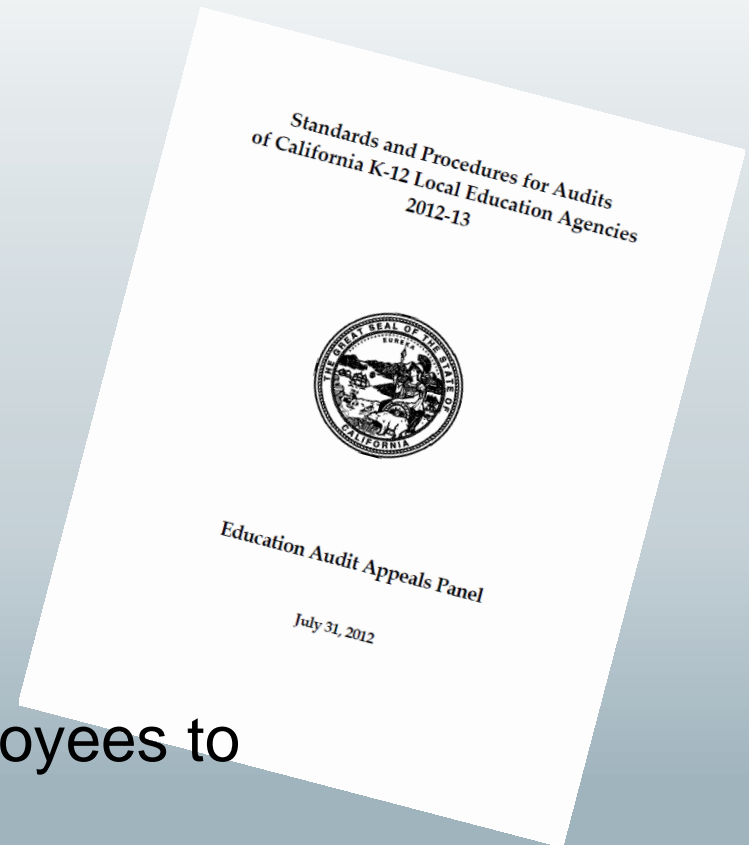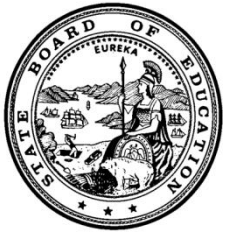Education Audit Appeals Panel

July 31, 2012
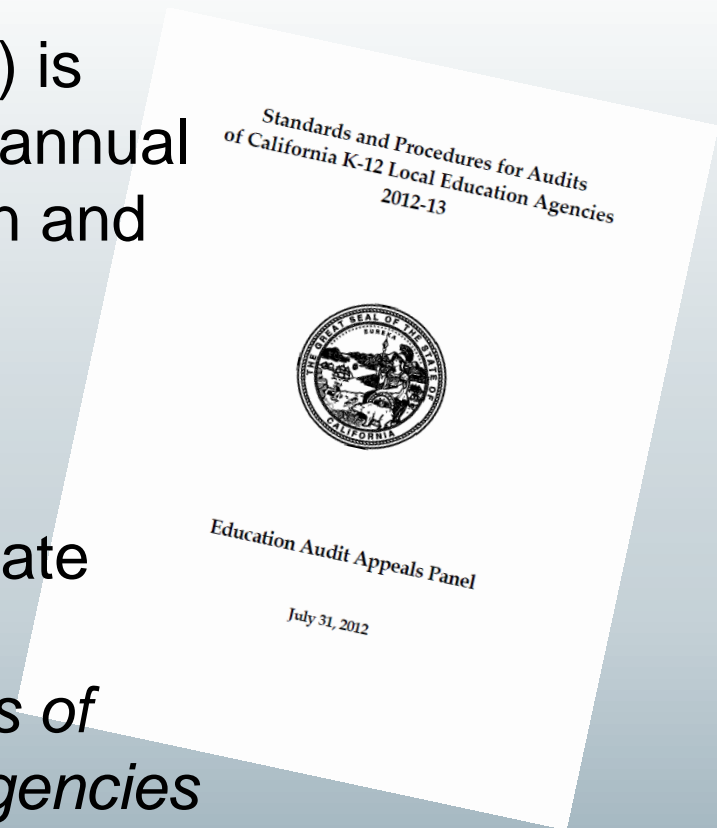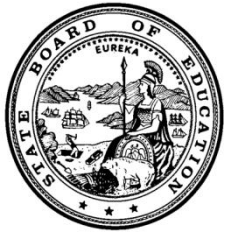
Annual Independent Audits, Continued

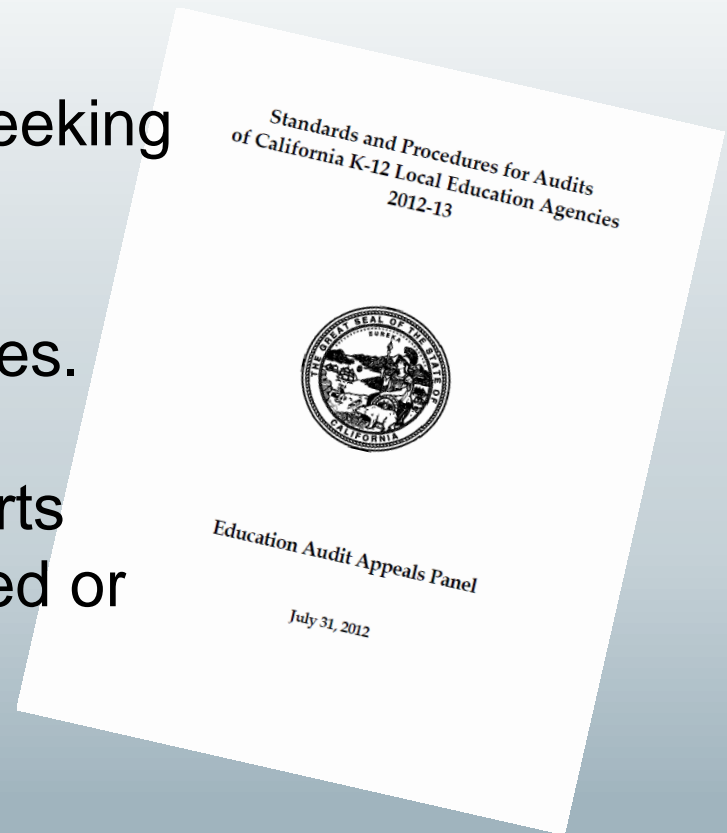Examples of the 17 areas reviewed by the audit:

- Attendance reporting

- Teacher certifications and misassignments

- Independent study

- Instructional time

- Instructional materials

- Ratios of administrative employees to teachers

- Classroom teacher salaries

Standards and Procedures for Audits of California K-12 Local Education Agencies 2012-13

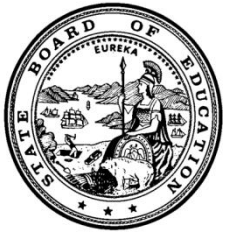Education Audit Appeals Panel

July 31, 2012

Annual Independent Audits, Continued

- If an audit results in findings, LEAs must resolve them by appealing to the Education Audit Appeals Panel, seeking a waiver from the State Board of Education, repaying any overpaid apportionments, and/or paying fines.

- The State Controller's Office reports annually on any LEAs with qualified or negative reports.

Standards and Procedures for Audits of California K-12 Local Education Agencies 2012-13

Education Audit Appeals Panel

July 31, 2012

School Accountability Report Card (SARC)

- Proposition 98, approved by California voters in 1988, added to the California Constitution a requirement that every local school board prepare a SARC to guarantee accountability for dollars spent.

- Additional SARC requirements have been added through 10 separate pieces of state and federal legislation.
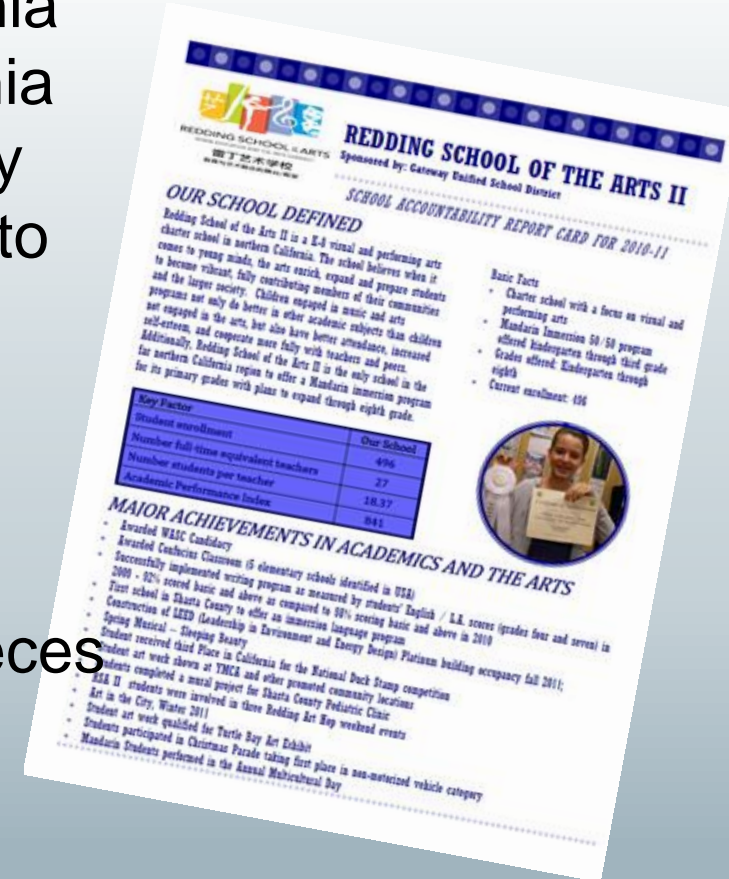
SARC, Continued

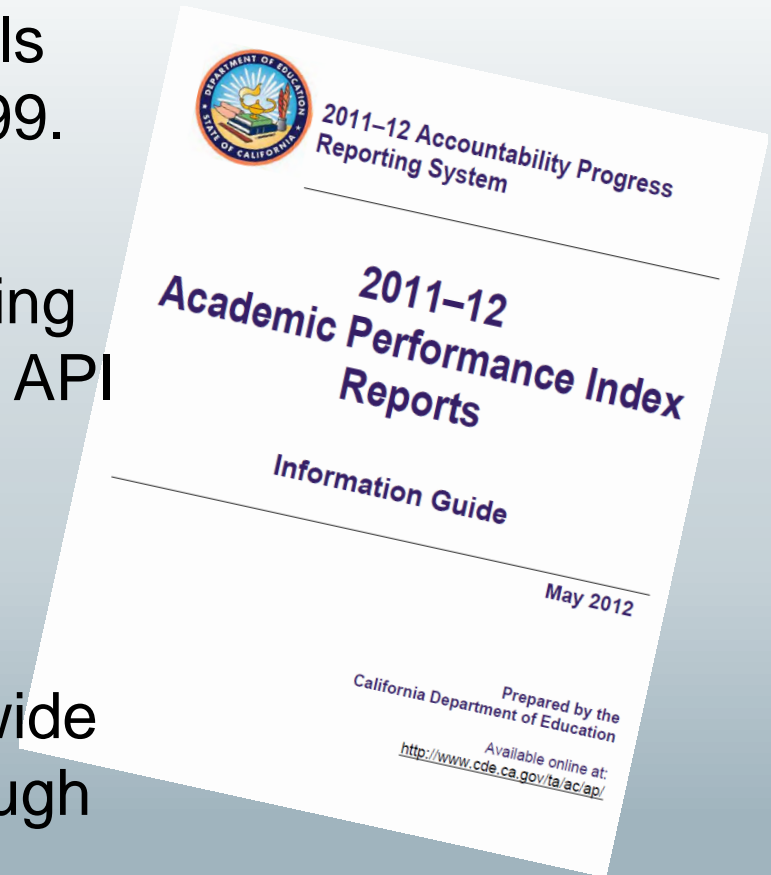Examples of information required in SARC:

- School Climate and Facilities
- Teacher Qualifications and Experience
- Curriculum and Quality, Currency, Availability of Textbooks and Instructional Materials
- School Finances
- Student Performance on Statewide Assessments
- Federal and State Accountability (API and AYP)
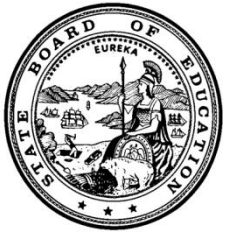- School Completion and Postsecondary Preparation
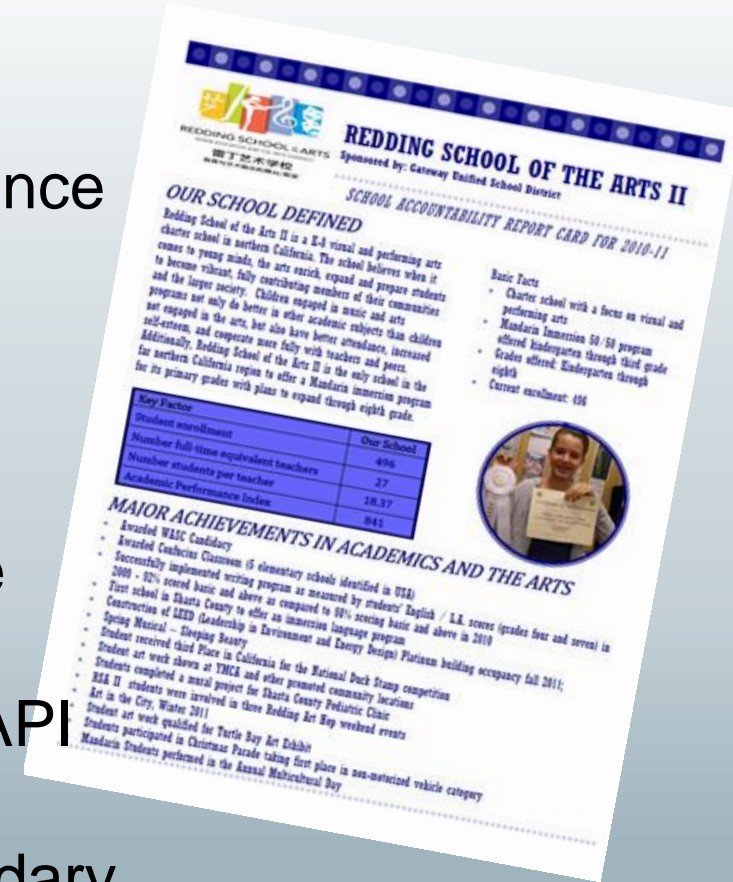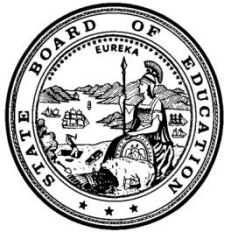
Academic Performance Index (API)

- Established by the Public Schools Accountability Act (PSAA) of 1999.

- The API is a numeric index ranging from 200 to 1,000; the statewide API target for all schools is 800 as established by SBE.

- API is based on results of statewide assessments in grades two through twelve (STAR and CAHSEE).

2011–12 Accountability Progress Reporting System

2011–12 Academic Performance Index Reports

Information Guide

May 2012

Prepared by the California Department of Education

Available online at: http://www.cde.ca.gov/ta/ac/ap/

API, Continued

- Schools must meet annual schoolwide targets and targets for numerically significant student groups to meet state API growth targets.

- The growth target for the school and for each subgroup is calculated as 5 percent of the difference between a school's Base API and the statewide performance target of 800.
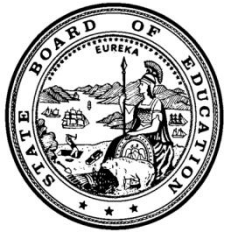
API, Continued

- School with APIs of 800+ must maintain at least 800 schoolwide and for each subgroup.

- API is used to meet state requirements under the Public Schools Accountability Act and federal Adequate Yearly Progress (AYP) requirements under ESEA.

- The 2012 Accountability Progress Reports (APRs) will be released October 3.

API, Continued: Alternative Schools Accountability Model (ASAM)

- Developed by SPI, with approval of SBE, following the passage of the 1999 PSAA.

- Participation is voluntary.

- Includes community day schools, continuation schools, county community schools, county court schools, Division of Juvenile Justice (formerly California Youth Authority) schools, opportunity schools, and alternative schools of choice and charter schools that meet SBE criteria.

API/ASAM, Continued

- Due to budget constraints, ASAM schools have been held accountable under the API since 2009–10 and receive growth targets like all other schools (but no API ranks).

- Under federal requirements, ASAM schools must meet the same AYP criteria as all other schools, and an ASAM school may be identified for Program Improvement if the school misses AYP targets in the same area for two consecutive years.

- Just over 1,000 schools currently qualify as ASAM schools.

Senate Bill 1458 (pending)

- Current *Education Code* requires that graduation and dropout rates be included in the calculation of the API if accurate data exists for this purpose. To date, the API has not included these rates.

- Senate Bill 1458, pending the Governor's signature, would revise the calculation of the API to require that no more than 60 percent of the API for secondary schools is based on academic assessment data.

SB 1458

—2—

CHAPTER _____

An act to amend Section 52052 of, and to add Section 52052.9 to, the Education Code, relating to school accountability.

LEGISLATIVE COUNSEL'S DIGEST

SB 1458, Steinberg. School accountability: Academic Performance Index: graduation rates.
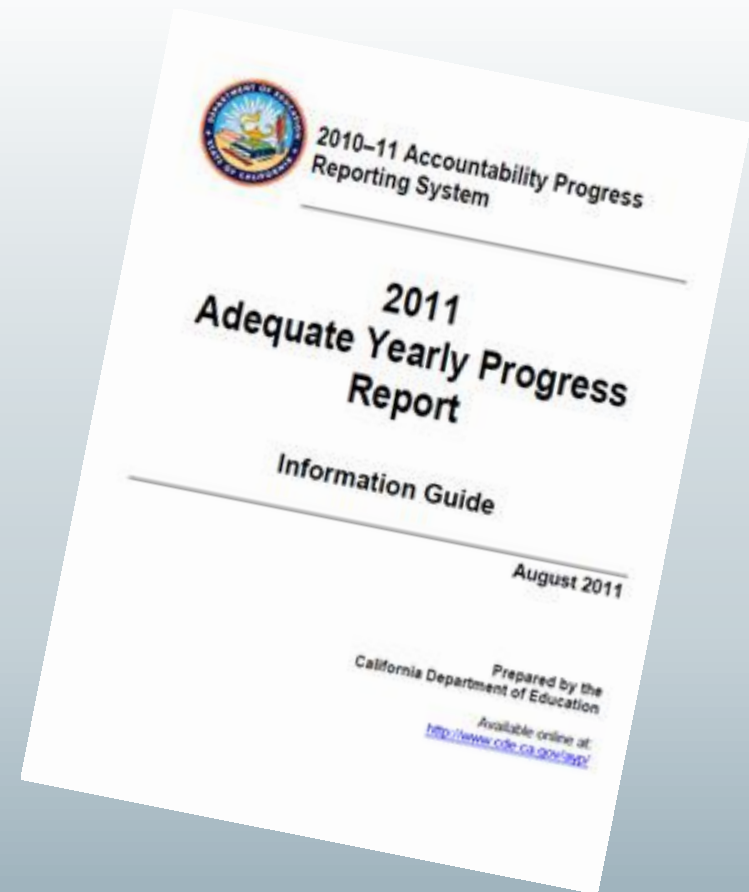
The Public Schools Accountability Act of 1999 requires the Superintendent of Public Instruction, with the approval of the State Board of Education, to develop an Academic Performance Index (API) that measures the performance of schools and the academic performance of pupils. Under existing law, the API consists of a variety of indicators, including graduation rates for pupils in secondary schools, and is used to measure the progress of specified schools and to rank all public schools for the purpose of the High Achieving/Improving Schools Program. Existing law requires the Superintendent to determine the accuracy of high school graduation rate data before including that data in the API, and to provide an annual report to the Legislature on graduation and dropout rates, as specified.

This bill would authorize the Superintendent to develop and implement a specified program of school quality review to complement the API, if an appropriation for this purpose is made in the annual Budget Act. The bill would require the Superintendent to annually provide to local educational agencies and the public an explanation of the individual components of the API and their relative values, as specified, and would prohibit an additional element from being incorporated into the API until at least one full school year after the state board's decision to include the element into the API. The bill would also require the Superintendent to annually determine the accuracy of graduation rate data, and would delete the requirement that the Superintendent report annually to the Legislature on graduation and dropout rates. The bill would authorize the Superintendent to incorporate into the API the rates at which pupils successfully promote from one grade to the next in middle school and high school and matriculate from middle school to high school, as well as pupil preparedness
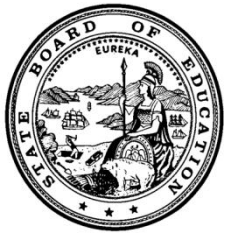
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Adequate Yearly Progress (AYP)

- AYP is a statewide accountability system mandated by the federal No Child Left Behind Act of 2001.

- Requires each state to ensure proficiency of all pupils in mathematics and English-language arts by 2013–14.

2010–11 Accountability Progress Reporting System

2011 Adequate Yearly Progress Report

Information Guide

August 2011

Prepared by the California Department of Education

Available online at:
http://www.cde.ca.gov/ayp/

AYP, Continued

- Schools and LEAs must meet four sets of requirements to make AYP:

  - Pupil participation on statewide tests,
  - Percentage of pupils scoring at or above the proficient level in mathematics and English-language arts on state tests,
  - Meeting growth API targets,
  - Graduation rate (if grade twelve students are enrolled).

AYP, Continued

- AYP requirements apply schoolwide and to all numerically significant subgroups at a school or LEA.

- Schools and LEAs receiving Title I, Part A, funds and that do not meet specific AYP targets for two consecutive years must participate in Program Improvement and provide certain types of services and/or interventions.

Special Education Annual Performance Report

- The Special Education Annual Performance Report is required by the Individuals with Disabilities Education Improvement Act of 2004 (IDEA).

- The report disseminates educational data on 20 indicators to improve the quality of education for all students, with an emphasis on students with disabilities.

Special Education Annual Performance Report, Continued

- When a district, SELPA, or county office of education fails to comply substantially with a provision of law regarding special education and related services, the State Superintendent of Public Instruction may apply sanctions (e.g., special conditions, withholding funds, or writ of mandate).

Quality Assurance Process (Special Education)

- The Special Education Quality Assurance Process (QAP) evaluates school district, county office of education, and SELPA compliance with federal and state laws and regulations.

- CDE utilizes a comprehensive data system to collect, monitor, and analyze alleged violations to ensure state and federal laws and regulations are implemented including school district complaint and due process histories.
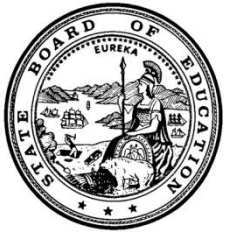
Compliance Monitoring, Intervention, and Sanctions (CMIS) Program for Highly Qualified Teachers

- The CMIS program monitors LEAs that are unable to ensure that all schools have achieved 100 percent Highly Qualified Teacher status as mandated by the ESEA.

- There are four CMIS levels:
  - Level A
  - Level B
  - Level C, and
  - Monitoring

November 2011

Elementary and Secondary Education Act

Teacher Requirements Resource Guide

Prepared by the
Professional Learning Support Division
California Department of Education

Introduction   Table of Contents
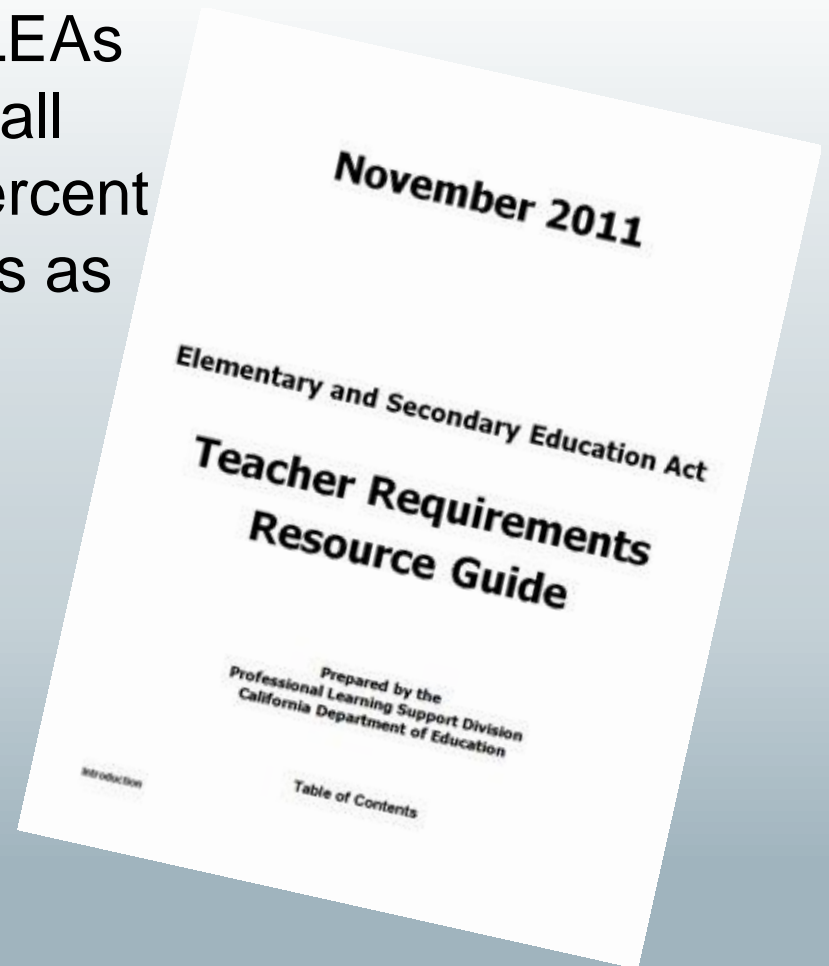
Federal Categorical Program Compliance Monitoring

- Federal and state laws require the CDE to monitor implementation of categorical programs operated by LEAs to ensure that they meet fiscal and programmatic requirements of federal categorical programs.

- The following are examples of programs that are monitored:
  - Before and After School Programs
  - Compensatory Education – Title I
  - Career Technical Education
  - Improving Teacher Quality
  - Migrant Education
  - Neglected or Delinquent Youth
  - Physical Education

Federal Program Monitoring, Continued

- Any findings made by the FPM process require the LEA to take steps to show that it is substantially meeting the requirement of the program.

- Approximately 120 schools per year are selected either randomly or by determination based on risk factors for monitoring.

- Virtually all LEAs, including direct funded charter schools, are subject to monitoring reviews.
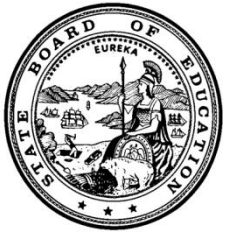
Other Accountability Systems

Williams and Valenzuela Compliance

- Pursuant to the Williams settlement agreement, all districts are required to meet guidelines to ensure that public school students are provided equally with appropriate instructional materials, safe and adequate school facilities, and qualified teachers.

- Pursuant to the Valenzuela settlement, schools must ensure that students who do not pass the California High School Exit Examination are given intensive instruction to assist them in passing the exam.

Williams and Valenzuela Compliance

- To comply with the Williams settlement, schools must include specific information related to the settlement on the school's SARC page.

- County superintendents must conduct annual site reviews and provide quarterly and annual reports on Williams compliance. Reports must be provided to local school districts, the county board of education, and the county board of supervisors.

Accountability Systems that Apply to Schools Accepting Specific Program Funding

Title III Accountability (English Learners)

- Required for LEAs that receive supplemental funding for educational programs designed to help English learners and immigrant students attain English language proficiency and meet the state's academic and content standards.
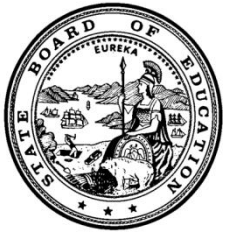
- Applied to over 400 LEAs in 2012.
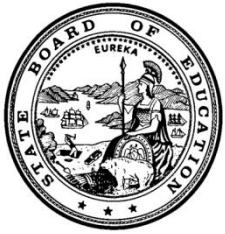
Title III Accountability (English Learners), Continued

- LEA must meet three annual measurable objectives (AMAOs):
  - Pupils make annual progress in learning English,
  - Pupils attain English proficiency, and
  - The English learner subgroup meets adequate yearly progress (AYP).

- LEAs failing to meet AMAOs for two consecutive years must submit improvement plans and are provided technical assistance from regional county offices to improve English learner academic achievement.
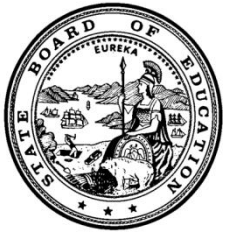
Quality Education Investment Act (QEIA)

- The Quality Education Investment Act of 2006 provided funding to elementary, secondary, and charter schools ranked in decile 1 or 2 as determined by the 2005 API base.

- Appropriations began in 2007–08 and will continue through 2013–14.

QEIA, Continued

- Schools receiving QEIA funding are subject to additional accountability factors beyond API, including reducing class sizes, establishing an average teacher experience index, or allowing participating schools to create an alternative program.
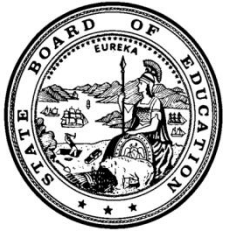
- Approximately 400 schools received QEIA funds in 2009–10.
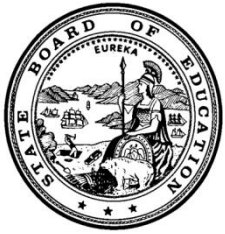
School Improvement Grant (SIG) Monitoring

- Through a federal grant, CDE awards subgrants to LEAs with one or more persistently lowest-achieving schools to implement one of four intervention models:

  - Turnaround

  - Restart

  - School closure

  - Transformation

- LEAs that accept a SIG grant are monitored to ensure compliance with SIG requirements.

- About 130 schools received SIG funds from 2009-2011.
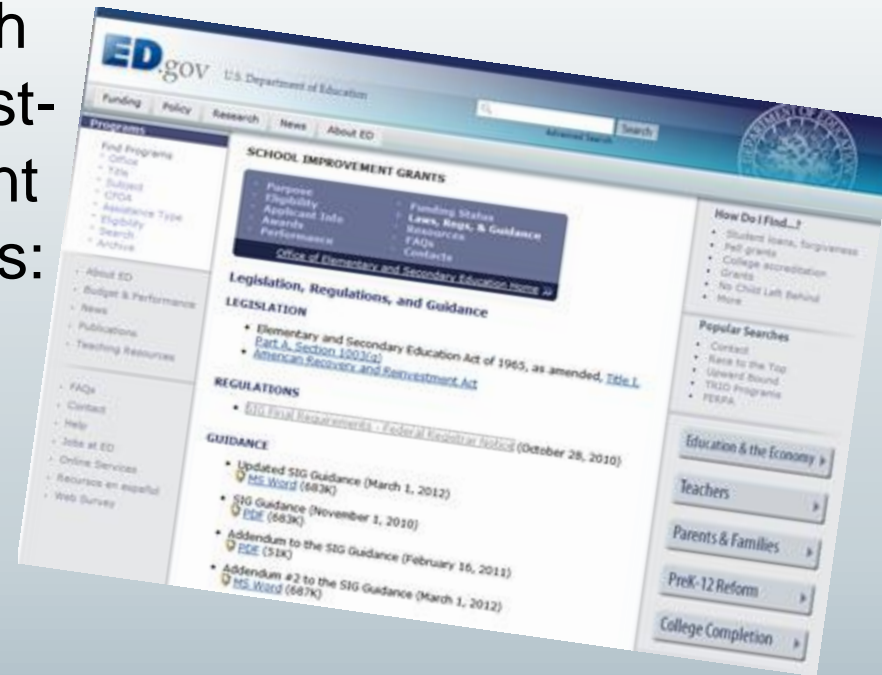
Questions for Consideration

- Given a fundamental shift in school funding away from categorical funding:

    - What systems/metrics should be eliminated?
    - What systems/metrics need to be added?
    - What systems/metrics need to be modified?
    - How do we balance public reporting while not overburdening LEAs?