



# Draft Framework for Oregon's ESSA State Plan

*Draft for Stakeholder Input*

December 2016



The Oregon Department of Education has established an [ESSA webpage](#) to provide information, resources, and ways for stakeholders to provide input. To provide feedback on this draft framework document, please click [here](#) .

### Introduction

In December 2015, Congress signed the Every Student Succeeds Act (ESSA) into law. This law is the broadest federal education law in the country; it replaces No Child Left Behind (NCLB) and requires every state to develop a State Plan that details how the state will transition to the new law and take advantage of additional flexibilities. The new law extends the promise of an excellent, well-rounded education to every student, regardless of race, family income, home language, or disability.

ESSA is the major federal legislation aimed at supplementing public school funding to support the learning needs of students navigating poverty, English Learners, and other students who have been historically underserved. ESSA returns a great deal of autonomy and authority to states, including the flexibility to design accountability and support systems that work to improve outcomes for Oregon's students and schools. The new law encourages states and schools to innovate, while at the same time it maintains a focus on equity and accountability. In place of the NCLB one-size-fits-all approach, states have the flexibility to set their own goals for improving student achievement and graduation rates. States also have more flexibility in how they identify and support struggling schools and districts.

The Oregon Department of Education (ODE) must submit a plan to the U.S. Department of Education describing how Oregon will meet the federal requirements in order to receive federal funding for the federal programs under ESSA. We have an opportunity to create a state plan that reflects a shared vision for Oregon's students and schools. Our ESSA state plan will allow us to ensure students have access to quality content standards and assessments, to design a balanced assessment system that informs instruction and meets accountability requirements, redesign the state report card to reflect academic and non-academic school quality indicators, continue alignment of standards and outcomes from pre-school to post-secondary education and training, increase opportunities for a well-rounded and supportive education, personalized learning and student engagement, and ensure students graduate on time and college and career ready.

To create our state plan, ODE has endeavored to engage stakeholders in meaningful dialogue about their values, priorities, and hopes for Oregon's students and schools. To date, ODE has convened regional [ESSA community forums](#), established [ESSA Workgroups](#) under key areas of federal flexibility: Standards and Assessments, Accountability, School and District Improvement, and Educator Effectiveness; convene the [ESSA Advisory Committee](#), and have provided information and collected input through conference presentations and meetings with varied stakeholder groups.

This document is a framework for drafting Oregon's ESSA State Plan. This is a work in progress. There is still much to be done before the final state plan is drafted and submitted to the U.S. Department of Education in April 2017. As a preliminary document, readers can expect significant changes in future drafts as ODE continues to gather stakeholder feedback. This document, however, gives stakeholders insight into the early vision and direction of the state plan. Please note, it is possible that some content in this document may change based on a review of the final regulations just released by USED.

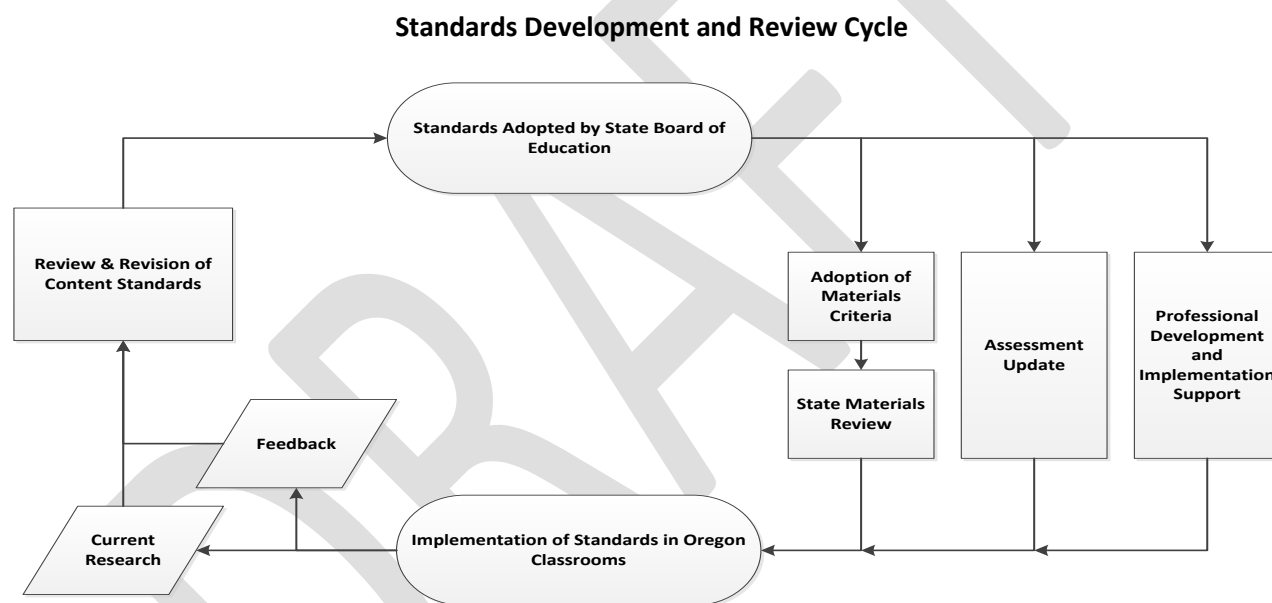
Your feedback is essential as we continue this work together to draft a state plan for Oregon. We are actively seeking your comments on the recommendations in this draft. Accompanying this document is a survey to provide your input. Please click [here](#) to access the survey as you read this document.

***Thank you!***

## Academic Standards and Assessments

Oregon proposes maintaining the English Language Arts (ELA), Mathematics and Science standards adopted by the State Board of Education in 2010 (ELA and Math) and 2014 (Science) and continue to implement and revise content standards in all subjects, including Social Studies, Health, Physical Education, the Arts, and World Languages following the current standards adoption cycle.

ODE will establish content panels of teachers that will meet on a regular basis throughout the standards development and implementation cycle to ensure standards meet college and career expectations and educators have the tools and resources to help students meet the expectations in the standards. A high level overview of the standards development and review cycle is provided in the diagram below:



### Review of English Language Arts and Mathematics Common Core State Standards

The Oregon State Board of Education adopted the Common Core State Standards (CCSS) as the Oregon Math and English Language Arts (ELA) standards in October 2010, and New Generation Science Standards (NGSS) in 2014. Prior to adoption, review activities of the standards included: (1) bringing together Oregon teachers to provide grade level feedback; (2) Public review of standards where districts were able to provide feedback from local review teams, and (3) Cross-walk analysis between the prior Oregon standards and the CCSS. Oregon will continue to engage teachers in the content panel process for reviewing and adopting standards.

### Content Standards Instructional Materials Adoption

In January 2016, the Oregon State Board of Education adopted a revised schedule for materials adoption, which can be found in the table below. The table includes when Oregon’s current standards were adopted, what grades are assessed (if applicable), and when new standards need to be adopted to meet the materials review schedule set by the State Board.

## Academic Standards and Assessments

### Content Standards Materials Adoption Cycle

Content Area	Current Standards Adopted	Assessed Grades	Next Standards Adoption
English Language Arts (ELA) Common Core State Standards (CCSS)	2010	3-8, High School (Smarter Balanced & alternative high school assessment –TBD)	2018-19
English Language Learners (EL/ELP)	2012	English Language Proficiency Assessment (ELPA21)	2019-20
Mathematics (CCSS)	2010	3-8, High School (Smarter Balanced & alternative high school assessment –TBD)	2020-21
Science Next Generation Science Standards (NGSS)	2014	5, 8, and 11 Oregon Knowledge and Skills (OAKS)	2021-22
Health & Physical Education	Health – 2001 (2012 update) PE - 2001	Not assessed	Fall 2016
Social Studies	2011	5, 8, and 11 (OAKS)	2016-17
World Languages	2010	Not assessed	2017-18
The Arts	2015	Not assessed	2017-18

### Academic Assessments

**Oregon proposes pursuing flexibility at the high school level for a nationally recognized assessment option.**

The evidence for high-quality student academic assessments consistent with section 1111(b) (2) will be provided through the established **peer review process**. According to federal guidance, a State is required to submit evidence for this section of the ESSA State Plan only if it has changed its high-quality student academic assessments after the peer review process. Oregon submitted peer review evidence to the U.S. Department of Education (USED) for the current statewide assessments in May 2016 and has not yet received a response from USED.

In Oregon’s 2016 peer review submission for the English Language Arts (ELA) and mathematics assessments, ODE submitted evidence addressing both Oregon’s general and alternate assessments. This documentation focused on Oregon’s implementation of the new assessments in compliance with federal requirements and included evidence of Oregon’s adoption of new academic content standards to which the assessments are aligned, policies for ensuring equitable accessibility and participation for all students in the assessment, and test administration and security policies to ensure the validity of the assessment results.

## Academic Standards and Assessments

In addition, the Smarter Balanced Assessment Consortium submitted technical evidence on behalf of multiple states, including Oregon, related to the general assessments in ELA and mathematics. This technical evidence addressed federal requirements regarding overall validity of the assessments, including information regarding test design, reliability, and scoring. ODE submitted similar evidence regarding its alternate assessments for ELA and mathematics.

### Locally Selected, Nationally Recognized High School Assessment

States may allow use of a nationally-recognized high school academic assessment (e.g. the SAT or ACT) in lieu of the current high school assessment. Oregon will establish criteria and a process to review potential nationally-recognized assessments in order to determine which may be approved for local selection. This process will include a Request for Information (RFI) to assessment vendors followed by a committee review of that information. The current summative assessment, Smarter Balanced, will be included in this review process.

Alternate high school assessments will **not** be implemented in the 2017-18 school year. The process will be phased in over the next few years. ODE will develop and communicate the process by which districts will request to use approved assessments as well as provide guidance and technical assistance.

The RFI and subsequent review of information will include elements based upon Peer Review Criteria and additional logistical considerations such as the following:

- Academic Achievement Standards & Reporting
  - Challenging & aligned to academic achievement standards
  - Achievement standards setting (cut scores & performance levels)
  - Comparability of results for accountability
- Assessment System Operations:
  - Test alignment to standards
  - Test design and development
  - Item development
  - Assessment administration monitoring and support, including test security
- Technical Quality:
  - Validity
  - Reliability
  - Fairness
  - Equity (including cultural and language bias)
  - Ease of Scoring
- Inclusion of all students
  - Accessibility supports for students with disabilities
  - Procedures for implementation and impact of accessibility supports
  - Monitoring administration for student groups
- Data Management & Logistics
  - Data for reporting
  - Cost implications
  - Contract Management

### Value Statement

The Standards and Assessment Workgroup developed the following value statement to articulate the foundational values that should be embodied by any decisions relating to assessment in Oregon:  
*“Oregon students deserve an assessment system whose costs in time, energy, and resources are in balance with real benefits to students and educators: timely, usable feedback on learning. In the absence of such benefits, we must dramatically reduce the costs in time, energy, and resources of summative assessments for systems accountability. As these benefits increase, more costs may be justified.”*

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### Recommendations that will inform ODE assessment work but are outside of the scope of the ESSA State Plan

Discussions in the Standards and Assessment Workgroup encompassed aspects of the current assessment system that extended beyond the scope of ESSA requirements. In areas where consensus was not reached, more discussion is necessary to ensure that the value statement from the work group is adequately embodied in all decisions relating to the statewide assessment system. Therefore, several recommendations put forward by the work group may not be included in the ESSA state plan but will be considered in the Oregon Department of Education Strategic Plan and operational plans, including:

- *Pilot interim assessments for accountability purposes statewide.* Broad consensus was not reached on this recommendation, necessitating additional discussion and consideration. Local capacity building for infrastructure needed to select, administer and collect interim assessments results must precede pilot planning. ODE will engage in exploration of the infrastructure development and supports needed. A thorough public review of possible benefits and unintended consequences of using interim assessments for accountability purposes is also called for.
- *Allow for early testing in high school for students who meet state defined criteria.* This recommendation was intended to alleviate the testing burden for high school juniors. Implications will be explored for future test administrations and this will be included in ODE's strategic and/or assessment strategic plans.
- *Explore options to reduce time necessary for current summative assessments*  
This recommendation was intended to alleviate the testing burden for all grade levels. Options will be explored (e.g. sampling, testing fewer grade levels, altering assessment year-to-year) for future administrations and this will be included in ODE's strategic and/or assessment strategic plans.

## Accountability, Support, and Improvement for Schools

### Accountability System

*The state's accountability, support, and improvement system must include indicators for: Academic Achievement; Academic Progress; Graduation Rate; Progress in Achieving English Language Proficiency; and non-academic indicator(s) of School Quality or Student Success.*

**Oregon proposes no overall summative rating of schools and will use a multiple-measure dashboard of indicators that reflect opportunities for students to learn, academic success, and college and career readiness.**

ESSA provides the state with an opportunity to improve Oregon's accountability system and to move the state in a new direction. Our proposed accountability system is viewed as an enhancement of the current system. Key features include:

- No school rating
- Multiple indicators; each indicator is rated
- Indicators grouped into categories: Opportunity to Learn, Academic Success, and College and Career Readiness
- New indicator for progress in English Language proficiency
- New indicator(s) for school quality and /or student success
- Additional indicators may be included for reporting purposes that are not used for federal accountability purposes

### Accountability Indicators

Oregon's proposed accountability system will include the following types of data to provide a more complete picture of schools as systems. Indicators are grouped into three main categories:

#### **1. Opportunity to Learn**

This group of indicators reflects whether the school has created an environment that fosters excellent teaching and student learning in support of a well-rounded education.

#### **2. Academic Success**

This group of indicators reports on the traditional academic outcomes. The goal is to see whether or not the school system/environment has resulted in strong teaching and learning measured by student achievement and growth.

#### **3. College and Career Readiness**

These indicators reflect how well schools and districts have prepared students for their next steps.

Data that are qualitative in nature but provide additional context about the school or local community may be included in an additional fourth category. Using a broader range of school quality measures, grouped in these expanded categories, conveys that we value measures beyond academic outcomes in support of a well-rounded education.

Using a multiple measure dashboard vs. a single rating provides a more holistic approach and views districts as systems with many variables that impact teaching and learning and student outcomes. The

## Accountability, Support, and Improvement for Schools

dashboard would provide more information to districts and the public as well as districts or schools to take a deeper look at each indicator’s rating to identify problems and solutions vs. a single rating that does not inform action steps.

The state will establish long-term goals and measurements of interim progress for academic achievement, graduation rates, and English language proficiency. Data for each academic and non-academic indicator will be disaggregated by student groups, including: all students; economically disadvantaged students; students from each major racial and ethnic group; children with disabilities; and English learners.

The table below includes both accountability indicators and reporting indicators that would be used on the school and district report cards. The indicators in *italics* would be used for reporting but not for federal accountability or to identify schools for school improvement.

### Proposed Indicators

Group	Elementary/Middle	High	Future Indicators?
<b>Opportunity to Learn</b>	<ul style="list-style-type: none"> <li>Chronic Absenteeism</li> <li>EL Growth</li> <li>EL Proficiency</li> <li><i>Rate and disproportionality in exclusionary discipline</i></li> </ul>	<ul style="list-style-type: none"> <li>Chronic Absenteeism</li> <li>EL Growth</li> <li>EL Proficiency</li> <li><i>Rate and disproportionality in exclusionary discipline</i></li> </ul>	<ul style="list-style-type: none"> <li><i>School Climate Survey</i></li> <li><i>Equitable Access to Educator data</i></li> <li><i>Staff absenteeism</i></li> </ul>
<b>Academic Success</b>	<ul style="list-style-type: none"> <li>Growth in ELA</li> <li>Growth in Math</li> </ul>	<ul style="list-style-type: none"> <li>9<sup>th</sup> Grade-On-Track</li> <li>Achievement in ELA</li> <li>Achievement in Math</li> </ul>	<ul style="list-style-type: none"> <li>Achievement in Science</li> </ul>
<b>College and Career Readiness</b>	<ul style="list-style-type: none"> <li>Achievement in ELA</li> <li>Achievement in Math</li> </ul>	<ul style="list-style-type: none"> <li>Four- and five-year cohort graduation rates.</li> <li>Completer Rates (includes extended high school diploma, adult high school diploma, or GED)</li> <li><i>Postsecondary enrollment</i></li> </ul>	<ul style="list-style-type: none"> <li>Accelerated coursework, including CTE</li> <li>Middle school on-track</li> </ul>
<b>*Other Indicators</b>	<ul style="list-style-type: none"> <li><i>Access to a full curriculum</i></li> <li><i>Extra-curricular/Extended learning opportunities</i></li> <li><i>Community and family engagement</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Access to a full curriculum</i></li> <li><i>Extra-curricular/Extended learning opportunities</i></li> <li><i>Community and family engagement</i></li> </ul>	

\*Qualitative indicators that can also provide information on opportunity to learn and college/career readiness.

### Future Accountability and Reporting Indicators

Oregon will begin implementing the new accountability system under ESSA in the 2018-19 school year. Data that have been collected for multiple years in Oregon and are valid, reliable, and comparable statewide will be added initially, including chronic absenteeism, 9<sup>th</sup> grade on-track, and rate and



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disproportionality in exclusionary discipline. Additionally, other qualitative data such as access to a full curriculum extended learning opportunities (e.g. after school, summer school, and community-based learning) may also be added in 2018-19 for reporting purposes.

ODE will continue exploring future accountability and reporting indicators to be phased in over time. Other indicators of school quality were identified by workgroup and through community forums. Some of these are qualitative rather than quantitative in nature and all would be difficult to disaggregate. As a result, they would not be part of the federal accountability system, but could be included on the Report Card, under the "Other Indicators" category. Indicators discussed included: social-emotional needs, college and career credits and certificates earned; percentage of students "on-track" to graduate at middle and high school; school climate measures (e.g. safety, caring/supportive adults), extended learning and afterschool activities; re-engagement of students who have dropped out; GED; equity indicators; access to a full curriculum; student surveys; parent and family engagement.

### **School and District Report Card**

Oregon's district and school report cards would be revised with the following goals:

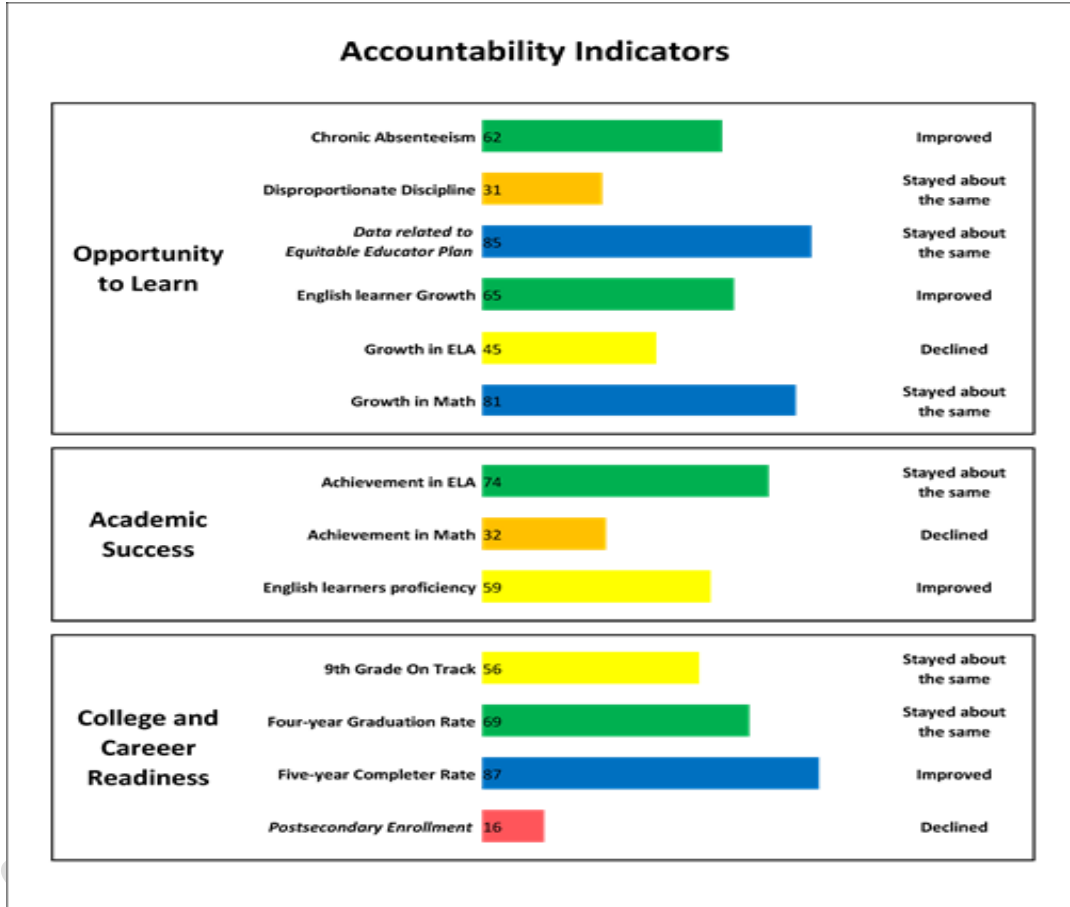
- Implement a multiple measures dashboard approach to school accountability, including measures that go beyond data derived from test scores.
- Create a brief (i.e., two-page) summary report card that can be printed and sent to parents.
- Move much of the detailed data reporting to an on-line application, reducing the reliance on paper reports.

### **Multiple Measure Dashboard**

The table on the next page is a mock-up of how ratings on individual indicators might be displayed on the district and school report card. This is just an example; ODE will need to develop a process for determining what the multiple measure dashboard will look like.

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### Multiple Measures Dashboard Example



### School Improvement

Oregon proposes a school improvement model that identifies schools for comprehensive and targeted support and improvement by creating a profile for each school based on ratings of individual indicators within the school and for disaggregated groups of students.

#### School Identification

ESSA requires states to establish a system of meaningful differentiation among the performance of all public schools to identify and support schools consistently underperforming on the accountability indicators. Schools will be identified for comprehensive support and improvement (formerly known as priority schools) if they are in the bottom 5% of lowest-performing Title I-A schools in the state, if they fail to graduate one third or more of their students, or if they have underperforming populations of students. Schools will be identified for targeted support and intervention (formerly known as focus

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schools) if they have consistently underperforming populations of students.

**Comprehensive Support and Improvement**, includes:

- Lowest-performing 5% of Title I schools in the state;
- High schools with graduation rates below 67% for all students; and
- Title I schools with chronically low-performing student group(s) that have not improved after receiving additional targeted support.

**Targeted Support and Improvement**, includes:

- Schools with a consistently under-performing disaggregated student group(s) annually

Oregon schools will be identified for comprehensive and targeted support and improvement by creating a profile for each school based on ratings of individual indicators within the school and for groups of students. How to rate the indicators will need to be determined. The School Improvement Workgroup discussed the following options:

- Level 1 to Level 5 ratings.
- Indicators reported on a 0 to 100 scale.
- Bonus points for improvement.
- Groups meeting yearly targets will receive strong scores or ratings.
- Student groups exceeding state averages for that group will not receive the lowest rating.
- Bonus points for reducing achievement gaps.
- Bonus points for meeting targets.

In Oregon's proposed school improvement model, schools will be identified for comprehensive and targeted support and improvement if they have the following profile:

- Lowest rating in xx (TBD) or more indicators.
- All indicators in the lowest two levels.
- High schools with graduation rates below 67%.

The required profiles may need to be adjusted to ensure 5% of Title I schools are identified as required in ESSA. The number of indicators that determines identification of schools for comprehensive supports will need to be identified. Targeted support is designed for schools with large achievement gaps or low performing student groups.

### **Comprehensive and Targeted Support and Improvement Schools**

The revised accountability system aims to suggest districts and schools for comprehensive and targeted supports. Accountability data provides a statewide perspective of district and school performance, but does not completely account for relevant local context and valuable information not captured in the accountability data. By leveraging both accountability data as well as locally reported student progress data, we take into consideration local context and multiple measures to strengthen the identification of schools and districts most in need of comprehensive and targeted supports. Developing an evidence-based diagnostic review and needs assessment tool will provide the necessary and tangible

## Accountability, Support, and Improvement for Schools

implementation information needed to support the development of healthy and sustainable systems and improved outcomes for students.

### **Identification of Comprehensive Support and Improvement (CSI) Schools**

As determined by internal measures, the lowest 5% of Title I schools and all high schools with graduation rates below 67% would be *identified* for potential comprehensive supports. A collaborative review including local stakeholders would establish the willingness and readiness to engage in the improvement process. From this ODE will finalize districts and schools to receive supports.

The school and district improvement process includes the following cycle for CSI schools:

- Phase 1 – Initial identification using Accountability Data
  - Academic Achievement
  - Growth and Specific Student Group Growth
  - Graduation Rates
  - School Climate Measures
- Phase 2 – Vetting of identification using Reporting Data
  - Additional student performance data (local)
  - Additional culture / climate measures
- Phase 3 – Needs Assessment / Diagnostic Review
  - Additional surveys and resources can be leveraged to provide the necessary differentiation and context to tailor supports to the needs of the school / community.
- Phase 4 – Plan Development
- Phase 5 – Implementation and Monitoring
- Phase 6 – Reflection and Adjustment
- Phase 7 – Sustainability

### **Identification of Targeted Support and Improvement (TSI) Schools**

The school and district improvement process includes the following cycle for TSI schools:

- Phase 1 – Initial identification using Accountability Data
- Phase 2 – Vetting of identification using Reporting Data
- Phase 3 – Needs Assessment / Diagnostic Review, Plan Development, Implementation, Monitoring
- Phase 4 – Sustainability

ODE will provide technical assistance to districts with schools identified for targeted supports to develop local plans as well as state-level monitoring to see TSI plans implemented. Targeted support is designed for schools with large achievement gaps or low performing student groups. Historically, Oregon's English Learners, students with disabilities, and minority students have demonstrated significantly lower performance than other groups of students. The accountability system calls out these groups of students, specifically, and the proposed collaborative review process to finalize district and schools for supports would further articulate opportunities to enhance and improve supports for historically underserved and underrepresented students.

## Accountability, Support, and Improvement for Schools

### Needs Moving Forward

- Develop a comprehensive needs assessment that incorporates evidence-based practices and strategies.
- Identify existing strategies to support all students and opportunities for alignment (e.g. African American/Black Student Success Plan (House Bill 2016); English Learner Strategic Plan (House Bill 3499); American Indian/Alaskan Native Plan; and Ed Equity Advisory Group).
- Develop vetting protocol that streamlines review of identification and local “reporting data.”

### Process for Allocation of School Improvement Resources

ODE will employ a formula grant for administering the 7% Title I School Improvement set-aside funds to districts which includes, but is not limited to, considerations of:

- Number of students to be served
- Percentage of students being served vs. percentage of total students in district
- Number of schools within the district identified for comprehensive or targeted supports
- Frontier, rural, sub-urban or urban designations
- Historical context
- Additional consideration will be given to district readiness to engage in improvement work

ESSA allows states to set aside 3% of the School Improvement funds from the districts' allocation to be applied for targeted direct services to students. **Oregon proposes to forego flexibility in a 3% set aside so as not to reduce districts' Title IA funds allocations.** This does not prevent school districts from leveraging funds to direct services to students.

- **Evidence-Based Interventions**
  - ODE will collaborate with external partners to develop a needs assessment that embeds [evidence-based interventions](#).
  - On a limited basis, ODE will support districts in adopting evidence-based practices once a robust series of conditions are met that promote fidelity of implementation.

Currently, evidence-based interventions are established through a clearinghouse such as the [What Works Clearinghouse](#) and the [National Registry of Evidence-Based Practices](#). These interventions are largely programmatic and overlook the requisite conditions essential to see successful implementation. By establishing evidence-based needs assessment built upon best practices and research- and evidence-based systems, we can better focus on systems development and sustainability rather than purchasing programs, services and materials that are readily available but may not necessarily meet Oregon's specific needs.

- **More Rigorous Interventions**
  - ODE will monitor district and school improvement plans and annually adjust levels of supports and interventions based on implementation progress. Progressive interventions established under NCLB did not create the appropriate conditions for authentic improvement but rather incentivized districts and schools to work towards “getting off the list.” By structuring

## Accountability, Support, and Improvement for Schools

adjustments in interventions such that there are more frequent and timely adjustments, we might expect to see three to five year improvement initiatives be more successful, sooner.

- ODE will require, at a minimum, annual updates of progress to local school boards and stakeholder groups. These annual updates to school board and stakeholders will support opportunities to make adjustments and helps support broader engagement in the process.
- Where necessary, ODE staff may facilitate school board updates and where appropriate, support capacity-building of Oregon's school boards aligned to initiatives and research housed at the [Center on School Turnaround](#).

- **Periodic Resource Allocation Review**

- ODE will annually review resource allocation, including a review of how the district supports the braiding of other Federal funds to support improvement efforts.  
The need for coherence within support initiatives is crucial to supporting flexibility in braided funding, systems development and sustained improvement.

- **Other state-identified strategies**

- ODE will review state-level initiatives and improvement strategies to ensure coherence and alignment including, but not limited to: Schoolwide Integrated Framework for Transformation (SWIFT), English Learner Strategic Plan (House Bill 3499), District Improvement Partnerships, Career and Technical Education (CTE) Initiatives, and Early Learning Kindergarten Readiness Partnership and Innovation Program.

### Needs Moving Forward:

- Develop alignment between identification criteria and evidence-based practices and strategies for improvement.
- Revise Oregon's District and School Achievement Indicators to reflect shift from Transformation and Turnaround Principles to systems of evidence-based practices and strategies.

### Development and Approval of Plans

After initial identification, ODE will review district-developed improvement plans and approve them based on a review of:

- Accountability data.
- Reporting data and locally reported student performance data.
- Results of the embedded evidence-based needs assessment.

Plan approval will be contingent upon:

- Alignment to the needs of the school /district.
- Clearly articulated leading indicators and implementation measures.
- Clearly defined local monitoring routines to support implementation and differentiated supports.

After the initial identification, ODE will annually review and approve adjustments to district-developed

## Accountability, Support, and Improvement for Schools

plans including a review of accountability data, reporting data, locally reported student performance data and qualitative implementation data.

### **SEA Monitoring and Differentiated Supports and Interventions**

Each Fall, Winter and Spring, ODE will convene the *How Are Schools Doing?* (HASD) routine to monitor implementation of improvement strategies. The routine collects and reviews locally reported student performance data and implementation updates. District and school leadership reflect on the Plan, Do, Study, Act cycles. The results of the routine are differentiated supports and interventions to schools (where necessary) as well as responsive and tailored professional development for Oregon's Network of Leadership Coaches. Differentiated supports and interventions resulting from the *HASD* routine are documented and reviewed for impact.

Focusing on implementation data and the development of effective systems (feedback for teachers, comprehensive assessment systems, differentiated professional learning) will allow for necessary adjustments to supports and interventions in a timely manner. Additionally, this strengthens alignment between district initiatives and state (federally) funded improvement initiatives / requirements. Equally important is the development of local, formative monitoring routines.

### **Exit Criteria**

Schools will no longer be in need of comprehensive or targeted supports when each of the following are met:

- School demonstrates a significant improvement in requisite identification data
  - as compared to its own identification year data, *and*
  - has improved to a point where the school would not be identified for comprehensive supports.
- School demonstrates improvement / growth in requisite areas of the evidence-based needs assessment
  - as compared to its initial needs assessment, *and*
  - a subsequent needs assessment and review of accountability and reporting data does not elevate new areas of concern.
- Needs assessment / diagnostic review team agrees with the assertion that the school is no longer in need of supports.

The notion is that schools should be compared to themselves, over time. By reviewing identification data and information to establish a baseline, we can better review the improvement via the development and implementation of systems as opposed to reviewing only outcome data at the end of the identification window.

### **Needs Moving Forward:**

- Revise HASD data collection to align to accountability and reporting data.
- Convene interagency teams to develop and deploy differentiated supports and interventions.

## Supporting Excellent Educators

### Educator Development, Retention and Advancement

**Oregon proposes to embed the key strategies outlined in Oregon's Equitable Access to Educators Plan in the ESSA State Plan.**

ODE's plan for supporting excellent educators will consider the importance of preparation, licensure, recruitment, development, retention and advancement of educators who are excellently prepared to teach diverse student populations. Given the changing landscape of districts and schools in Oregon, the state must support stronger needs-driven, continuous, job-embedded professional learning that emphasizes culturally responsive pedagogy and practice. Stronger evidence-based needs assessments in districts and schools will support the differentiation of these opportunities and support timely, relevant professional learning opportunities for educators.

Strategies in the ESSA state plan align well with recommendations in the [Report from the Governor's Council on Educator Advancement](#), commissioned by Governor Kate Brown. As council members noted in the report, "Recommendations in this report affirm Oregon's commitment to every student through a comprehensive, systemic approach to provide needed supports for educators serving in our schools and classrooms every day." (Executive Summary Report from the Governor's Council on Educator Advancement, p. 5)

[Oregon's Equitable Access To Educators Plan](#), a plan to recruit and retain excellent educators, was submitted to the U. S. Department of Education and approved in 2015. The equity plan details ODE's approach to achieving the objective of improving access to excellent educators for Oregon's most marginalized youth, including students of color, students with disabilities, and students experiencing poverty. The information below highlights the rationale for the key strategies identified in the equity plan as well as specific activities that bring each strategy to life.

#### **Human Capital Management**

The data and root-cause analysis call for a comprehensive human capital management approach. Human capital management refers to the adoption of a spectrum of policies (preparation, recruitment, hiring, induction, professional learning, evaluation, compensation, and/or school climate) in a coordinated and aligned way—as opposed to using multiple policy levers in a piecemeal fashion.

- Recruitment Activities
  - Leverage TeachOregon and Aspiring Leaders programs
  - Increase awareness of [Teach in Oregon](#) website
  - Meet with Educator Preparation Programs (EPPs) and Community Based Organizations to engage support for recruitment and retention efforts
    - Help raise awareness of Service Scholarships (Ed Equity)
    - Identify how to better connect graduates with employment—networking events
    - Sponsor affinity groups that follow up and connect educators of color
  - Partner with the Confederation of Oregon School Administrators (COSA) and Oregon Schools Personnel Association (OSPA) to host meeting with most diverse districts in Oregon (superintendents and Human Resource (HR) directors)
    - Review data



## Supporting Excellent Educators

- Discuss root causes
  - Highlight exemplars
  - Define needs and resources
- Hiring Practices
  - Guidance to districts on hiring with an [Equity Lens](#) perspective
    - Increase awareness of Anti-Bias resources
    - Co-sponsor Training of Trainers with the Oregon School Personnel Association (OSPA) to use Anti-Bias Resources
- Retention Activities
  - Partner with COSA and OSPA to host meeting with most diverse districts in Oregon to focus on retention strategies (superintendents and HR directors)
    - Review data
    - Discuss root causes
    - Highlight exemplars
    - Define needs and resources
  - Sponsor affinity groups that follow up and connect educators of color
  - Leverage state and district Title IIA funds to attract and retain excellent educators to work in complex and high poverty schools to reduce teacher turnover.

### **Professional Learning**

The data and root-cause analysis call for a professional learning approach that is comprehensive, ongoing, and more effectively aligned to the practice needs and growth goals of our educators. In-service professional learning is an important tool for enabling teachers and leaders to keep up with new ideas in pedagogy and interact with one another to improve their practice. It is also important to strengthen the preparation of new educators in teacher preparation programs. The focus on professional learning can also strengthen inexperienced and out-of-field educators who are novice in navigating the system of education in Oregon.

- Mentoring— Provide every “new to the profession” educator with mentoring
  - Leverage federal funds and state funded mentoring dollars through the Network for Quality Teaching and Learning.
  - Encourage districts to use funds to support resources needed for educators not new to the profession.
  - Prioritize funding for the lowest performing, high poverty schools if state funding is insufficient.
  - Partner with COSA, Oregon Association of Latino Administrators (OALA), National Alliance of Black School Educators (NABSE) and other partners to enhance mentoring for new administrators.
  - Review and revise mentor framework and training to embed equity-driven practices.
- Teacher Leadership
  - Work with Teacher Standards and Practices Commission (TSPC), Chief Education Office, and Council on Educator Advancement to help districts elevate teacher voice and opportunities for leadership
    - Leverage TSPC Teacher Leader License.
    - Encourage National Board Certification.

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- Professional Learning and Networking
  - The ODE Equity Team and Office of Teaching and Learning annually convene partners and providers, including but not limited to: Early Learning Division; Youth Development Division; Center for Culturally Responsive Practices; Teaching with Purpose; Oregon Center for Educational Equity; Leading for Learning; TeachOregon; Oregon Leadership Network; Oregon Education Association (OEA); COSA; Oregon Association of Education Service Districts (OAESD); community college and Educator Prep Programs; Asian Pacific American Network of Oregon (APANO); Oregon Association of School Business Officials (OASBE); community members/associations; State advisory and work groups- African American/Black Student Success Plan (House Bill 2016); English Learner Strategic Plan (House Bill 3499); American Indian/Alaskan Native Plan; and Ed Equity Advisory Group to:
    - Develop a common understanding around language, terms, and practices related to culturally responsive pedagogy for educators in PreK-12, community college and educator preparation programs.
    - Adopt the [Standards for Professional Learning](#) with culturally responsive practice standards.
    - Coordinate process for reviewing curriculum and resources for cultural relevance.
    - Develop process and tools for helping Teachers on Special Assignment (TOSAs), professional development facilitators, administrators and Ed Prep faculty to model culturally responsive practices.
    - Develop a standardized professional learning evaluation tool that provides feedback to professional learning providers.
    - Monitor implementation and provide assistance.
  - Equity Plans for Districts
    - Convene partners (OSPA, COSA, OEA, OSBA, practitioners, non-profit and community organizations) to design a template for local equity plans.
    - Use peer review process and incorporate within the district's Continuous Improvement Process (CIP) as possible.

### **Teacher and Principal Preparation**

The data and root-cause analysis call for an evaluation of teacher and principal preparation as it relates to the needs in our state. Well-prepared educators positively impact student achievement and have lower turnover rates and thorough teacher and principal preparation provides candidates with the knowledge and skills they need for successful instruction and leadership. If this preparation is culturally responsive in nature, including such programs as Dual Language and others, PreK-12 educators are more equipped to meet the needs of future students.

- Fully implement Oregon Teaching Fellows (service scholarship and affinity group supports) for culturally and linguistically diverse teacher candidates (Ed Equity Advisory Group legislative recommendation).
- Reconvene and fund Educator Preparation Program (EPP) Culturally Responsive Pedagogy Professional Development Series
  - Review and update EPP Team Strategic Plans
  - Connect with annual meeting of Oregon Teaching Fellows
  - Link EPP Team Strategic Planning with TSPC Annual Report and Higher Education

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- Coordinating Commission (HECC) biennial Equity Plans (public EPPs)
- Connect with TeachOregon, Leading for Learning, Oregon Association of Latino Administrators, Aspiring Leaders, and Collaboration for Effective Educator Development, Accountability and Reform (CEEDAR) program
- Provide seed funding for high diversity districts to develop and strengthen partnerships with postsecondary (community college and Ed Prep Programs) to review recruitment, institutional culture, curriculum, clinical placements, and hiring.

### Educator Evaluations

**Oregon proposes to eliminate the Oregon Matrix as the required method for determining a summative rating in educator evaluations and to make the use of statewide assessment data in educator evaluations optional.**

The Educator Effectiveness Workgroup recommended to ODE to:

- Eliminate the [Oregon Matrix](#) as the required method for determining a final performance rating in educator evaluations. Make it optional or replace it.
- Focus educator evaluations on key areas of the [Model Core Teaching Standards](#) adopted by the State Board of Education: (A) The Learner and Learning, (B) Content, (C) Instructional Practices and (D) Professional Responsibilities.
- Make the use of student statewide summative assessment data to measure student growth in educator evaluations optional.
- Clearly define “effective educator” for purposes of evaluation and professional growth.

Eliminating summative ratings without a replacement in educator evaluations creates a challenge in developing and implementing strategies to ensure Oregon’s highest needs students have equitable access to effective educators. Without a summative rating or viable replacement, Oregon will be unable to meet federal reporting requirements and will have no valid or reliable mechanism to monitor equitable distribution of educators within a local system.

Using statewide summative assessment data was required under Oregon’s ESEA Flexibility Waiver, but is not required under ESSA. Determining or establishing the “effectiveness” of a teacher with a summative score hides valuable data needed to ensure all educators benefit from continuous improvement.

### **Needs Moving Forward:**

- Determine a plan for how Oregon will meet federal reporting requirements related to equitable access to effective/excellent educators.
- Explore working with a data collection that disaggregates educator evaluations to, at a minimum, the Oregon Teaching Standard domains: (A) The Learner and Learning, (B) Content, (C) Instructional Practices and (D) Professional Responsibilities.
- Work with stakeholders to define “Effective (or excellent) Educator” in lieu of a summative rating as

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determined by the Oregon Matrix.

- Revise Oregon's district and school achievement indicators to reflect:
  - A culture for professional learning
  - Systems for professional learning
  - Talent management and equitable access to effective educators
- Develop routines and guidance to monitor district systems and culture for professional learning and incentivize innovation and partnership between and among districts, Education Service Districts (ESDs) and external partners to elevate successful strategies and learning networks.

### Support for Educators

*Describe how ODE will use Title IIA funds and funds from other programs to support state-level strategies designed to support educators.*

**Oregon proposes to use the 3% set-aside of state Title IIA funding to support and strengthen administrator and teacher leadership with a specific aim of improving equitable access to excellent educators for all students.**

Oregon's Title IIA funds may be used to supplement current state-level investments in mentoring, collaborative observations and educator evaluation projects and professional learning for district- and school-level leadership. Additionally, Title IIA and other federal funds should be leveraged to support building coherence with and among education partners to enhance alignment of initiatives and to scale up promising and effective practices.

ESSA allows states to reserve an additional 3% of their Title IIA funds for state activities to support principals and other school leaders. ODE proposes to use the additional 3% set-aside to strengthen administrator and teacher leadership with a specific aim of:

- Enhancing the understanding of culturally responsive pedagogy and instruction.
- Establishing school improvement priorities focused on improving instruction for struggling students, particularly students of color, students with disabilities, English Learners, and students experiencing poverty.
- Developing local policies that commit to more robust talent management, including recruitment and retention of culturally and linguistically diverse educators, promoting diversity as an asset.
- Promote the development of alternative career pathways including teacher leadership, and needs-driven professional learning.

Other federal funds may be used to leverage strategies at the state and local levels. Title IIIA funds may be leveraged in "providing effective teacher and principal preparation, effective professional development activities and other effective activities related to the education of English learners, which may include assisting teachers, principals, and other educators in improving teaching skills in meeting the diverse needs of English learners, including how to implement effective programs and curricula on teaching English learners" [Sec. 311) b) 9B) (ii)].

Title I schoolwide schools (school with at least 40% poverty) and targeted assistance programs may use

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Title IA funds to provide professional development to personnel that work with Title I students. These funds should be considered as a possible source to support increased access to effective teachers. ODE will ensure that Title I schools have access to the full array of Title IA spending options in order to improve access to effective teachers in Title I schools [Sec. 115(b)(2)(D)].

### Skills to Address Specific Learning Needs

*Describe how the state will improve the skills of teachers, principals, or other school leaders in identifying students with specific learning needs and providing instruction based on the needs of such students: low-income students; lowest-achieving students; English learners; children with disabilities; children and youth in foster care; migratory children, including preschool migratory children and migratory children who have dropped out of school; homeless children and youths; neglected, delinquent, and at-risk children identified under title I, part D of the ESEA; immigrant children and youth; students in LEAs eligible for grants under the Rural and Low-Income School Program; American Indian and Alaska Native students; students with low literacy levels; and students who are gifted and talented.*

ODE will collaborate with education and community partners to provide training and support aligned to district needs identified by local comprehensive needs assessments and continuous improvement plans. Improving evidence-based needs assessments for districts and schools will provide opportunities to differentiate professional learning based on the needs and local context. Additionally, leveraging federal funds and established networks with enhance alignment will support the dissemination of effective practices, resources and collaborative problem-solving opportunities.

Oregon will adopt the [Standards for Professional Learning](#) developed by the Learning Forward organization and incorporate these standards into district and school needs assessments, strengthening the connection between professional learning and developing skills to provide instruction to students with specific learning needs.

### Educator Equity

The following key terms focused educator equity and equity gaps were defined in Oregon’s Equitable Access to Educator Plan:

- **Excellent Teacher** - fully prepared to teach in his or her assigned content area; demonstrates a strong understanding and commitment to effectively utilizing culturally responsive pedagogy and practice; is prepared to work with English Language Learners; meets or exceeds proficient performance on their evaluation; is able to demonstrate strong instructional practices and significant contributions to growth in student learning; and consistently demonstrates professionalism and a dedication to the profession both within and outside of the classroom.
- **Excellent School Leader** - fully prepared to lead both instructionally and administratively; demonstrates a strong understanding and commitment to effectively utilizing culturally responsive pedagogy and practice; is prepared to lead their school/district in working with English Learners; meets or exceeds performance standards on their evaluation; is able to demonstrate strong instructional practices and significant contributions to growth in school performance and student learning; and consistently demonstrates professionalism and a dedication to the profession both within and outside of the classroom.

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- **Out-of-Field Teacher** - Any educator on a License of Conditional Assignment (LCA) indicating a teacher assigned to teach a subject and/or grade that he/she is not prepared or licensed to teach.
- **Teacher and Administrator Experience**
  - Inexperienced Teacher: Teachers with one year of experience or less.
  - Inexperienced Administrator: Administrators with fewer than four years of experience.
- **Students Experiencing Poverty** (*changed from low-income students*) - Students whose families meet the federal poverty level as defined by the U.S. Census which means those eligible for free and reduced lunches.
- **Students of Color** (*changed from minority students*) - Students who identify or are identified as Black/African American, Hispanic/Latino, Asian/Pacific Islander, American Indian/Alaska Native, or Multi-ethnic. The use of the term “minority” creates a narrative that is pejorative and lesser in nature while only centering on whiteness. Additionally, people of color are often “majority” on a global level and are becoming increasing more so in the Oregon student population
- **Diverse Educator** - Oregon has invested efforts in hiring and retaining educators of color, however the state has not kept pace with the increase in student populations. The inclusion of this term and its data are key to equitable outcomes for students across Oregon. Diverse means culturally or linguistically diverse characteristics of a person, including: Origins in any of the Black racial groups of African but is not Hispanic; Hispanic culture or origin, regardless of race; Origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands; Origins in any of the original peoples of North America, including American Indians or Alaskan Natives or a first language that is not English. Educator in this context means teacher or administrator.
- **Bilingual Teacher** - Teachers who are native non-English speakers or individuals who have trained to receive endorsements in a language other than English. Bilingual teachers are qualified to teach native and non-native speakers in bilingual and dual language program settings.

### Data and Root Cause Analysis

After a review of Oregon's data a number of equity gaps were revealed, including: the number of diverse educators and administrators employed in Oregon schools, specifically schools with high populations of students of color and students experiencing poverty; educator experience (teachers and administrators); out-of-field teachers; and educator turnover. Based on these key identified equity gaps, ODE conducted root cause analyses to better determine the origin of these gaps. Root cause analysis revealed the following:

- Lack of a diverse educator workforce stemmed from such challenges as hiring practices, geographic location of schools, inability to meet licensure requirements, and limited attention

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to recruitment and retention of potential educators into educator preparation programs.

- Educator experience as it relates to students of color and students experiencing poverty linked to the need for professional development in culturally responsive pedagogy and practice. Additionally, the impact of new educator mentorship programs was noted as a key factor in closing this gap.
- Educator turnover focused once again on professional development in culturally responsive pedagogy and practice as well as strong mentorship programs.
- The equity gap that was statistically least significant was out-of-field teachers. Root cause analysis determined that licensure requirements were at the heart of this issue. As such, many requirements are being revised and adjusted to better meet not only the demands of the educator workforce but the needs of students across the state.

## Supporting All Students

Work is underway to describe Oregon's strategies to provide a well-rounded and supportive education for all students, to be added soon.