

Oregon State Board of Education

September 22, 2016

<p>SUBJECT: ELPA21 Summative Assessment Implementation Update</p> <p>STAFF NAME & OFFICE: Derek Brown, Office of Assessment and Accountability Mary Anderson, Office of Assessment and Accountability Michelle McCoy, Office of Assessment and Accountability</p> <p>SUMMARY: Update on the Oregon Department of Education (ODE)'s implementation of the ELPA21 assessment.</p> <p><input type="checkbox"/> New Rule <input type="checkbox"/> Amend Existing Rule <input type="checkbox"/> Repeal Rule</p>	<p><input type="checkbox"/> Consent Agenda</p> <p><input type="checkbox"/> First Reading</p> <p><input type="checkbox"/> Action (Adoption)</p> <p><input checked="" type="checkbox"/> Information</p>
---	---

BACKGROUND

On October 1, 2012, the U.S. Department of Education (USDOE) awarded an Enhanced Assessment Grant (EAG) to the ELPA21 Consortium, for which Oregon is the lead state. This consortium is charged with developing both a summative English language proficiency assessment and a screener for identifying incoming English Learners (ELs). The goal of ELPA21 is to provide online assessments that are aligned with the English Language Proficiency (ELP) standards adopted by the Oregon State Board of Education in 2012 and that best measure ELs' mastery of the communication demands of the Common Core State Standards (CCSS) and the Next Generation Science Standards (NGSS). As required by federal law, ELPA21 measures English proficiency in the four language domains of reading, writing, speaking, and listening. Additionally, ELPA21 consists of more interactive item types, especially for speaking and listening, compared with Oregon's former English Language Proficiency Assessment. Oregon administered the summative ELPA21 assessment operationally in winter and spring 2016. The screener is currently under development and will be available for states to pilot during the 2016-17 school year. ODE anticipates making the ELPA21 screener available for districts to use operationally beginning in the 2017-18 school year.

SUMMARY OF PREVIOUS BOARD ACTION

The previous update to the State Board on implementation of the ELPA21 was August 2016.

POLICY ISSUE OR CONCERNS

Summary. The ELPA21 Consortium has finalized the decision regarding consortium-level recommendations for the first ELPA21 performance standards (cut scores), and the final proficiency determination descriptors, via the consortium voting process. The draft Achievement Level Descriptors (ALDs) are still being finalized, but will be final in coming weeks. If adopted by the Oregon State Board of Education, these cut scores and accompanying descriptors will be used to inform placement and reclassification (exiting) decisions for English Learners served by Oregon schools.

Oregon State Board of Education

September 22, 2016

ELPA21 Domain-Level Cut Scores. The Oregon ELPA, which was last administered in 2014-15, was based on a compensatory model using a composite or “overall” score. The levels of proficiency for the composite (and then for the four domains of reading, writing, listening, and speaking) were as follows:

Previous Oregon ELPA

Level 1	Level 2	Level 3	Level 4	Level 5
Beginning	Early Intermediate	Intermediate	Early Advanced	Advanced

On the Oregon ELPA, the English Learners (ELs) received a composite score, which was the main source of information for placement and reclassification (exiting) decision-making for school district staff. For the Oregon ELPA, a **Level 5/Advanced** was defined as proficient – indicating that students had sufficient academic English language proficiency to participate with their non-EL peers in content-level courses without additional English Language Development support. These levels and the associated cut scores were based on Oregon’s previous English Language Proficiency standards.

For ELPA21, first administered in 2015-16, English Learners will not receive a numerical composite score. Instead, ELPA21 has four independently-determined **domain-level cut scores**, which provide specialized information about the student performance in the domains of reading, writing, listening, and speaking. Similar to the Oregon ELPA, the ELPA21 levels of proficiency are on a 5-level scale, but are by domain instead of overall. Each student will receive four scaled scores. The following figure displays a sample ELPA21 student result report with draft domain performance level descriptors:

Domain	Scale Score	Performance Level	Domain Description
Listening	Not available at this time	Level 5	Advanced Exhibits superior grade-level English language skills as measured by ELPA21.
Reading		Level 4	Early Advanced Demonstrates grade-level English language skills required for engagement with academic content instruction at a level comparable to non-ELs.
Speaking		Level 4	Early Advanced Demonstrates grade-level English language skills required for engagement with academic content instruction at a level comparable to non-ELs.
Writing		Level 4	Early Advanced Demonstrates grade-level English language skills required for engagement with academic content instruction at a level comparable to non-ELs.

The ELPA21 Levels 1-5 and the labels are the same as they were for our Oregon ELPA. While the labels remained the same, the “proficient” achievement will not be the same for ELPA21. **Level 4 or above will be recommended as proficient** for any domain on the ELPA21.

ELPA21 Consortium Recommendation

Level 1	Level 2	Level 3	Level 4	Level 5
Beginning	Early Intermediate	Intermediate	Early Advanced	Advanced

Oregon State Board of Education

September 22, 2016

ELPA21 Proficiency Determination Descriptors

The domain information does not provide an overall score for a decision-making process. New with the ELPA21, students receive a proficiency determination (in addition to the four domain scores), for their overall performance on the assessment based upon their performance in all four domains. There are three proficiency determinations for ELPA21, with descriptors as follows:

Emerging	Progressing	Proficient
<p>To earn this proficiency determination, a student must score only Level 1s and 2s (any combination) in each domain.</p>	<p>To earn this proficiency determination, a student must earn one or more domain scores above Level 2, and the student's other domain scores do not meet the requirements to be proficient.</p> <p>Note: Due to the extensive scoring profiles that qualify for this determination level, the majority of English Learners will fall in the Progressing level at all grade bands.</p>	<p>To earn this proficiency determination, a student must score only Level 4s and 5s (any combination) in each domain.</p>

Due to the shift in proficiency determination based on the rules proposed by the ELPA21 Consortium, ODE staff is planning to consult with staff from districts around the state regarding reclassification procedures for ELPA21 in 2016-17 and beyond. Once the ELPA21 cut scores and accompanying descriptors are adopted by the State Board, cross-office staff will outline the reclassification decision-making process for the Executive Numbered Memorandum, and the Oregon's ESSA requirements.

Follow Up. What information would be helpful for ODE staff to provide Board members between now and the October 2016 Board meeting in order to support the Board in making a decision regarding whether to adopt the ELPA21 cut scores and ALDs at the October 2016 meeting?

CHANGED SINCE LAST BOARD MEETING? (IF APPLICABLE)

- N/A; first read—hasn't been before board
- No; same as last month
- Yes - As follows:

TRANSITIONING ELPA21 FROM THE GRANT PERIOD TO A SUSTAINABLE ORGANIZATION:

Oregon State Board of Education

September 22, 2016

Since 2012, ODE has served as the lead state of the ELPA21 Consortium overseeing implementation of the EAG from the U.S. Department of Education. As the ELPA21 EAG is scheduled to expire September 30, 2016, and with it ODE's role as lead state, the ELPA21 Consortium is currently in the process of transitioning to a permanent organization hosted by the National Center for Research on Evaluation, Standards, and Student Testing at the University of California Los Angeles (UCLA/CRESST) to sustain the ongoing activities and continued development of the ELPA21 Consortium. There have been three phases of this transition:

Phase 1: In order for states to continue their membership in the ELPA21 Consortium following its transition from the grant period to its new home at UCLA/CRESST and for ELPA21 at UCLA/CRESST to become funded and maintain operations, states are required to sign a Memorandum of Understanding (MOU) with UCLA/CRESST signaling their level of membership. This included agreeing to the terms of membership and payment of annual fees. The MOU became available for states to sign in December 2015. After taking the MOU through ODE's procurement process, which included a full legal review by the Oregon Department of Justice, ODE signed the MOU in June 2016. To date, six out of seven states have signed the MOU to become members of ELPA21 at UCLA/CRESST, with one state still in process.

Phase 2: To ensure continuity of support following the transition, ODE is transferring all assets held on behalf of the ELPA21 Consortium to UCLA/CRESST. The Council of Chief State School Officers (CCSSO), who has served as ODE's project management partner throughout implementation of the ELPA21 EAG and has held all sub-contracts on behalf of the ELPA21 Consortium, is also a party to this agreement and will transfer all contracts held on behalf of the ELPA21 Consortium to UCLA/CRESST. Negotiation of this assignment agreement is currently underway, and ODE anticipates that the agreement will be executed by the end of September 2016, if not earlier.

Phase 3: The final phase of the transition to ELPA21 at UCLA/CRESST will be the transition of Consortium governance from the current grant period governance structure. The first step of this phase will be for UCLA/CRESST to hire an Executive Director who will oversee the operations of ELPA21 at UCLA/CRESST and coordinate closely with the ELPA21 Governing Board. The recruitment and interview processes for the Executive Director position are well underway, with the Executive Director anticipated to be selected and in place by the beginning of September. Following the appointment of the Executive Director, ELPA21 at UCLA/CRESST will commence with hiring managers who will oversee specialized areas of operations. At that time, the Consortium will also transition ELPA21's current governing body to the new ELPA21 Governing Board. This transition is anticipated to be fully complete by September 30, 2016, at which time ODE will be able to step out of its grant period role of facilitating day-to-day operations of ELPA21.

While the transition to UCLA/CRESST is well underway and on schedule to be completed by September 30, 2016, due to delays in the development and deployment of the ELPA21 screener required under the terms of the EAG, USDOE has granted the ELPA21 Consortium a no-cost extension to the grant through June 30, 2017, to provide additional time for the ELPA21 Consortium to complete its work on deploying the screener. Under the terms of the no-cost

Oregon State Board of Education

September 22, 2016

extension from USDOE, ODE remains responsible to USDOE for ensuring completion of the screener as the lead state through June 30, 2017, with final close-out activities required to be completed no later than September 30, 2017. To ensure that ODE and its project management partner, CCSSO, have access to the data related to the screener deployment necessary to develop the final grant report required under the terms of the ELPA21 EAG, ODE is currently negotiating a no-cost intergovernmental agreement with ELPA21 at UCLA/CRESST to ensure access to that data. However, all other aspects of managing the ongoing activities of ELPA21 will transition from ODE to UCLA/CRESST in September 2016 as scheduled.

ELPA21 PERFORMANCE STANDARD SETTING PROCESS:

Last month, an in-person standard setting workshop was conducted to derive cut scores to define the five levels for each grade, using the widely accepted Bookmark standard-setting method. The purposes for the 4-day workshop were as follows:

- Derive cut scores and to articulate a system of cut scores across grades and domains
- Recommend profiles and decision rules for combining EL student performance across the four domains to yield overall Proficiency Determination classifications
- Draft descriptors for each of the achievement levels

The workshop was conducted over four days and involved 52 participants, including 7 representatives from Oregon. An independent evaluation of the workshop indicated that sound psychometric practices were followed and there were no observed threats to validity. Following the in-person workshop, the cut scores and profile decision rules were presented to the ELPA21 Consortium Council for discussion and adoption as the Consortium's recommended performance standards. The ODE Office of Assessment and Accountability will conduct an internal revalidation of the recommended cut scores and decision rules once the results of the 2016 administration of ELPA21 to Oregon students are available.

EFFECT OF A "YES" OR "NO" VOTE (AS APPROPRIATE)

This is an informational update and does not require a vote at this time. ODE staff will continue to provide information on the ELPA21 Consortium-recommended performance level cut scores and ALDs leading up to the October 2016 Board meeting.

STAFF RECOMMENDATION

Approve Approve next month No recommendation at this time
Hearing Date: N/A

Prompted by:

State law changes Federal law changes other

ATTACHMENTS (e.g., OAR with "track changes" ...)

N/A