

STATE BOARD OF EDUCATION – TOPIC SUMMARY

Topic: HB 4150 Reporting Update

Date: Thursday, December 11, 2014

Staff/Office: Derek Brown, Office of Learning, ISAA Unit

Action Requested: **Informational Only** **Adoption** **Adoption/Consent Agenda**

ISSUE BEFORE THE BOARD: Report on the resources needed for the full implementation of the new statewide summative assessments and the appropriate use of those assessments.

BACKGROUND: In 2014, the Oregon Legislature enacted HB 4150, which directed the Oregon Department of Education (ODE) to conduct an evaluation on the impact of the requirement to demonstrate proficiency in Essential Learning Skills on high school graduation rates. HB 4150 stipulated the following:

Section 8. (2) , No later than December 1, 2014, the Department of Education, in consultation with any other entities identified by the Superintendent of Public Instruction, shall submit to the interim legislative committees on education, and to the State Board of Education, a report on:

- (a) The resources needed for the full implementation of the new statewide summative assessment; and,*
- (b) The appropriate use of the new statewide summative assessment.*

Appended below is a copy of the report satisfying Section 8(2) of HB 4150.

POLICY QUESTIONS: There are no policy questions for the Board’s consideration at this time.

STAFF RECOMMENDATION: Staff submits this topic as an information item only. No action is recommended at this time.

VI. Implementation Requirements

Section 8. (2) No later than December 1, 2014, the Department of Education, in consultation with any other entities identified by the Superintendent of Public Instruction, shall submit to the interim legislative committees on education, and to the State Board of Education, a report on:

- (a) The resources needed for the full implementation of the new statewide summative assessment

A. Costs

Since the conclusion of the 2013 legislative session, ODE has refined and clarified the costs associated with the statewide assessment system, including the shift to Smarter Balanced assessments. The table below describes estimates for the 2015-17 biennium. Note the increase in biennial costs from 2013-15 to 2015-17 of \$6.5m is due to increased cost of implementing Smarter Balanced Assessments. This biennial increase is based on an additional annual cost of \$2m for District Pass-Through for districts to use on Formative and interim resources of their choice and an additional annual \$4.5m for Smarter Balanced summative assessments.

Description	2013-15 Estimates	2013-15 Actual - Current	Difference - Savings/ (Deficit)	2015-17 Projected Costs
2013-14 OAKS Summative Assessment Administration - AIR	\$4.5m	\$4.5m	\$0m	\$0m
2014-15 OAKS and Smarter Balanced Assessment Consortium (SBAC) Summative Assessment Administration - AIR	\$8.4m	\$8.2m	\$0.2m	\$16.1
Writing Scoring - Summative	\$0.5m	\$0.7m	(\$0.2m)	0
SBAC Membership Fees (\$6.20*280K) - Summative Assessments*	\$1.7m	\$1.8m	(\$0.1m)	\$3.6m
District Pass-Through - Formative and Interim	\$1.3m	\$2.0m	(\$0.7m)	\$4.0m
Other ODE Costs - (Staffing, Kindergarten Assessment, QA Vendor)	\$4.0m	\$4.0m	\$0m	\$4.0m
TOTAL	\$20.4m	\$21.2	(\$0.8m)	\$27.7m

B. Time

Smarter Balanced Governing States adopted the [preliminary summative test blueprints](#) in November 2012. The test blueprints include critical information about the number of items, score points, and depth of knowledge for items associated with each assessment target. Estimated testing times are available in a supporting document, [Scoring Reporting and Estimated Testing Times](#). It is important to note that these are estimates of test length for most students. Smarter Balanced assessments are designed as untimed tests; some students may

need and should be afforded more time. Smarter Balanced will use data collected through the Pilot and Field Tests to revise estimated testing times.

**Estimated testing times for Smarter Balanced Summative Assessments
(provided by Smarter Balanced Assessment Consortium)**

Test Type	Grades	Selected Response	Performance Task Only	Total	In-Class Activity	Total
English Language Arts/Literacy	3-5	1:30	2:00	3:30	:30	4:00
	6-8	1:30	2:00	3:30	:30	4:00
	11	2:00	2:00	4:00	:30	4:30
Mathematics	3-5	1:30	1:00	2:30	:30	3:00
	6-8	2:00	1:00	3:00	:30	3:30
	11	2:00	1:30	3:30	:30	4:00
COMBINED	3-5	3:00	3:00	6:00	1:00	7:00
	6-8	3:30	3:00	6:30	1:00	7:30
	11	4:00	3:30	7:30	1:00	8:30

It is important to note that empirical data have not yet been gathered on the time students will need to complete the Smarter Balanced summative assessments. The estimates in the table above represent the professional judgments of content experts of the time needed for “most students,” recognizing that some students will require more time.

To put the Smarter Balanced time estimates in perspective, the ODE has calculated actual testing time required for the OAKS assessments in Reading and Literature and Mathematics for the 2013-14 academic year. The time taken by each student to respond to each item or item groups is recorded by the test delivery system. Time required for students to log in to their tests is not included.

Oregon Writing assessments do not have time estimates because many students have been administered the paper and pencil version. However, the Test Administration Manual (TAM) recommends allowing 135 minutes (45 minutes per day over three testing sessions).

Some students finish sooner than others, resulting in a range of testing times for a given grade/subject. The tables below provide the median testing time in minutes, and the time required for 70, 80 and 90 percent of students to complete. Depending on the definition of “most students,” time requirements in this upper range can be compared with the Smarter Balanced estimates to judge a school’s technological capacity to administer the summative assessments in spring 2015.

1. Time Requirements for OAKS Summative Tests, 2013-14

Reading and Literature

Grade	Actual Testing Time in Minutes by Proportion of Test Takers			
	Median	70 percent	80 percent	90 percent
4	62.3	79.5	92.2	114.8
6	70.7	89.6	104.2	128.4
8	74.8	94.2	109.2	135.9
High School	76.7	98.5	116.4	149.7

Writing

Grade	High School
Time required in test administration manual	135

Mathematics

Grade	Actual Testing Time in Minutes by Proportion of Test Takers			
	Median	70 percent	80 percent	90 percent
4	58.4	74.8	87.8	110.8
6	72.1	91.4	105.3	129.1
8	68.1	85.4	98.4	120.9
High School	70.1	89.5	104.2	129.5

The above calculations are for single test instances. To the extent that students re-test¹, the time requirement would increase proportionately. In recent years, approximately half took two OAKS assessments in the same subject. Smarter Balanced, on the other hand, offers re-tests only on a very limited basis, and only for the machine-scored portion but not the performance task. The ODE has requested resources from the Legislature to offer an additional opportunity for 12th grade students in the 15-17 biennium to retake the Smarter Balanced assessments for graduation purposes.

When considering the impact of re-testing, it is important to take into account differences in the test window. The OAKS window for 2013-14 was November – May, while the Smarter Balanced window is March – June. Given that the OAKS test window in prior years was spread over a larger window of time than the Smarter Balanced window, the impact of retesting was more easily absorbed in terms of district resources and use of instructional time.

VII. Appropriate Use of Statewide Assessments

Section 8. (2) No later than December 1, 2014, the Department of Education, in consultation with any other entities identified by the Superintendent of Public Instruction, shall submit to the interim legislative committees on education, and to the State Board of Education, a report on:

(b) The appropriate use of the new statewide summative assessment.

A. Systems Accountability

For systems accountability purposes, Oregon will continue to produce school and district report cards comparing how schools and districts are preparing students to meet the rigorous Common Core State Standards. This accountability system will include student achievement on Smarter Balanced, growth of students on the English language arts and mathematics Smarter Balanced assessments, and four- and five-year graduation rates.

The 2014-15 school year will be a transitional year as the state shifts to a new statewide summative assessment (Smarter Balanced). However, school ratings should not be significantly impacted by this change to a new assessment. The school rating system is based on the Oregon growth model, and the Oregon growth model is assessment agnostic, meaning it is a generally

¹ http://www.ode.state.or.us/wma/teachlearn/testing/admin/best_practices_guide-1.pdf

accepted practice for states to rate the growth schools made for students by comparing their OAKS results from 2013-14 to their Smarter Balanced results in the 2014-15 school year. In other words, while it is possible fewer students will meet the college and career-ready benchmark on the Smarter Balanced assessments, we will not see more schools rated as low achieving as a result. Furthermore, drops in scores on Smarter Balanced assessments is not a reflection on schools or on students, but is simply a clearer, more honest look at where our students are on their path to college and career-readiness.

During this transition year, it is not appropriate for the new assessment results to impact teacher-level accountability through the educator evaluation process. Setting goals against a new assessment is simply too problematic. This is why the ODE has asked the US Department of Education for permission not to use Smarter Balanced results in educator evaluations for this first year. ODE received approval from the feds on October 9, 2014.

However, the Smarter Balanced assessment will provide valid and reliable information on student achievement in English language arts and mathematics, and this will include more detailed information on reading, writing, research, problem solving, reasoning and modeling and data analysis. The detailed data help districts make changes to instruction to better prepare their students for college and the workforce. In addition, because these assessments are aligned to college- and career-ready standards they can be used for course placement decisions in postsecondary education. In the coming months, ODE staff will develop additional guidance and resources to help districts, schools, and teachers most appropriately use data from the Smarter Balanced assessment to inform changes to instructional practices, especially in regard to helping students during their senior year to ensure they graduate college- and career-ready. ODE staff members are currently providing these and other resources through regional Professional Learning Team conferences, designed to help districts build capacity to plan, implement, and measure standards-based learning opportunities for students.

B. Postsecondary Considerations

In the past, the criteria required to award students an Oregon diploma did not necessarily provide an accurate picture of students' readiness for college, career, or civic life. This was evident when we look at the high remediation rates in our colleges and universities. Approximately 66% of students who go on to community college in Oregon need remediation in English, math, or both. We need to give our students, families, and schools accurate, honest information about how prepared students truly are for their futures so that we can address gaps early and fully prepare students for success in their next steps. The new standards and assessment allow us to provide that accurate picture for the first time in our state's history.

In 2011, Oregon was one of several states to receive a Core to College grant through a consortium of funders including Lumina and Gates. One of the key goals of the Core to College grant is to look at ways in which the Smarter Balanced assessment can be used for placement into college credit bearing courses for a more seamless transition between K-12 and postsecondary institutions. In October of 2013, a group of educators that include math and English faculty from 2-year, 4-year, and private institutions, ODE assessment specialists, school district representatives, and the director of college and career readiness for the Oregon

Education Investment Board, began meeting to discuss the use of the Smarter Balanced assessments as an alternative to current placement policy for high school students. Additionally, the group was charged with creating recommendations for pathways to postsecondary education for students who did not meet college readiness standards on the eleventh grade assessment.

Other states across the country have already announced that they will be using the 11th grade Smarter Balanced assessment for college placement decisions. In Washington the state's public universities, community and technical colleges have agreed to use Smarter Balanced for course placement decisions. In California students who earn a "college ready" determination on the Smarter Balanced assessment will have the chance to skip remedial courses and enroll in entry-level, credit bearing work. In West Virginia the state's public colleges and universities have committed to using Smarter Balanced for course placement in 2015.

In Oregon, placement policies (including cut score levels used for placement) vary greatly across the state and between institutions. Some rely on a single standard placement test, such as those developed by College Board or ACT (Accuplacer or Compass), while others use multiple measures for placement and consider other factors such as GPA and SAT scores, for example. What we know so far is that placement exams in and of themselves may not be the best ways to measure student readiness.

From October 2013 to May 2014, the Smarter Balanced Policy Workgroup met to develop a detailed recommendation regarding the use of Smarter Balanced test results for placement purposes. The members engaged with the lead psychometrician for Smarter Balanced and researchers at Education Northwest, and examined relevant state policies, both in Oregon and in other states. The recommendations of this group include (a) students who meet the college- and career-readiness standards in 11th grade on the Smarter Balanced assessment should be able to retain their exemption from placement testing after high school graduation, provided they take additional math and English courses in twelfth grade, and (b) students who do not enter postsecondary within a year of graduating will still need to follow the placement policy (including taking placement exams) of the institution to which they are applying. These recommendations will be reviewed by community college Presidents and university Provosts over the next few months.

C. Individual Student Accountability

As Oregon shifts to a new statewide summative assessment, careful consideration will be given to the impact on student-level accountability, particularly around demonstration of the Essential Skills. The ODE will ensure there is no impact on student graduation rates by (a) retaining the full breadth of assessment options students can use to meet Essential Skills requirements (including continued support of the OAKS Math, Reading, and Writing assessments through the transition), and (b) working with the Oregon SBE and key stakeholders to establish levels on the Smarter Balanced assessments that are of equivalent rigor relative to the achievement standards on the former state test (OAKS). Put more simply, students choosing to meet Essential Skills requirements via the new state test (Smarter) will only need to reach a level of proficiency that would be comparable to a "meets" on OAKS (score of 236 on Reading and Math; score of 40 on Writing). Despite the rigor of the "meets" standard going up

on the new Smarter Balanced assessments for systems accountability purposes, the Essential Skills requirements will remain unchanged; any anticipated variability or margin of error will be taken into account in the student's favor.