(Please note these questions are asked – and answered – with a focus solely on K-12, although community colleges and universities also will enter into achievement compacts.)

### I. COMPACTS: GENERAL QUESTIONS

### 1. What is the purpose and function of achievement compacts?

The compacts focus on measures of student progress and target setting around those measures, with several core goals:

- To align the education system toward achievement of the 40/40/20 goal and college and career readiness.
- To focus and inform state investment and local budget and program decisions to achieve these outcomes.
- To showcase best practices and promote collaboration, where successful districts or colleges share their strategies with those that can benefit from additional guidance and support.
- To replace provisions of NCLB with a more supportive and flexible K-12 accountability system.

The achievement compacts offer an opportunity to focus a school district's efforts and community support around successful practices to increase student success and college and career-ready graduation.

### 2. What is the purpose and function of achievement compacts relative to state funding? How is funding tied to a compact? How do outcomes relate to funding?

Each K-12 school district's achievement compact will include a comparison of the funding it receives from the state versus the funding required for 90 percent of students to reach state standards (as defined by the quality education goals of ORS 327.056).

Including funding numbers in the compacts serves two purposes. First, it will help the OEIB identify the school districts achieving greater outcomes for roughly the same amount of funding (and conversely, where the greater outcomes might be related to higher funding levels). This can encourage sharing of the best, and most cost-effective, practices to help students achieve.

Second, the funding information will identify, district by district, the current level of funding and the Quality Education Model's recommended level of funding. This local

break-down has not been done previously. Further analysis of the best practices and their costs will also help inform future QEM modeling.

Both purposes can help advance the ultimate goal – to connect the state's investment with student learning outcomes, thus making the case to taxpayers for the best use of existing and additional funds for investment in public education.

### 3. Is the compact linked to state funding this year and/or in subsequent years?

K-12 funding for 2012-13 has already been set by the Legislature, in the 2011-13 budget. The State School Fund will be distributed by the formula, based on ADMw, as in the past. That has not changed.

The Governor has said many times that education is underfunded at all levels, and that it will take additional state investment for Oregon to meet its 40/40/20 goals. As the economy recovers and as the state addresses the costs of health care and its prison system – both priorities for the Governor – more of the budget can be reinvested in education. Also, the Governor is committed to bringing the parties together to plan for revenue reform.

As far as more immediate steps: The Governor in December will propose a budget for 2013-15 that will take the next step in outcomes based investment. The OEIB, which will help craft that budget strategy, has not yet held a full discussion nor made any decisions on how the budget proposal will be linked to the achievement compacts.

Some ideas proposed through the predecessor Oregon Education Investment Team include maintaining a sustainable based funding level (with some inflation factor for increased costs), which would continue to be distributed through the SSF formula. Additional investments could be provided to all districts to support successful strategies to improve particular outcomes. The Oregon Education Investment Team also suggested a third level of funding to support innovative practices in some districts to strategically improve key outcomes.

The board is not looking toward a "performance funding" model for K-12 in which districts with lesser results lose funding. That would only penalize students who are already paying the price in those under-performing districts.

4. Is an achievement compact required for a district to receive State School Fund payments?

No. Senate Bill 1581 requires that all of the state's education entities enter into annual achievement compacts with the Oregon Education Investment Board beginning with the 2012-13 school year. This requirement is not linked to the receipt of State School Fund payments from the General Fund.

5. If a school district or ESD does not receive State School Fund dollars (several are funded solely through local property tax revenue), are they required to submit a compact?

Yes. See above.

- 6. How do achievement compacts demonstrate a two-way agreement between OEIB and a school district, and an equal commitment from the state to provide necessary resources for the achievement of outcomes at the district-level?

  Linking funding to outcomes will enhance the conversation between districts and the state about the outcomes that can be expected at given levels of funding. The OEIB hopes to foster two-way accountability when it comes to level of funding and how funds are used to achieve student success.
- 7. Can you define the terms? What do you mean by measures and indicators, goals, etc? As we work on achievement compacts and the state's 10-year plan, these are the definitions of some of the terms we are using.
  - The state is proposing a **state outcome** for the education area in the 10-year Budget: "All Oregonians will be prepared for rewarding work, lifelong learning and contributing to the community."
  - Indicators are defined at every stage of learning and then assigned measures.
     For example, the *indicator* that students are "ready for school" is backed up the *measure* of the kindergarten readiness assessment. For the *indicator* that students are "on track to earn a diploma," we *measure* their attendance in 6<sup>th</sup> grade, and their attendance and credits earned by the time they enter 10<sup>th</sup> grade.
  - For each measure, school districts will set a **target** for their progress.

#### II. PROCESS: DEVELOPMENT OF COMPACTS AND ADVISORY REPORTS

1. What are requirements of school districts in developing their achievement compact? What is the role and authority of the OEIB?

The Oregon Education Investment Board, with support from the Oregon Department of Education, will populate each district's achievement compact as much as possible with data gathered and validated under ODE's usual annual reporting processes. That preliminary information will be shared with each district, and the district will then complete the compact, including developing targets for each measure and group of students, with the governing board adopting the compact by June 30 for the following year.

2. What should a district do if it appears that the numbers in its compact from the OEIB are incorrect?

The OEIB is working with the ODE help desk to log concerns about material data errors that districts may encounter in this first round of achievement compact The OEIB and ODE asks that districts alert them about these potential issues by April 30 and our staff will work to resolve concerns no later than May 30. Specific instructions will be forwarded to districts about this process by mid-April.

3. What is the role of an ESD with regard to their compact and relative to constituent school districts? What are the required outcomes measures for ESDs?

ESDs are expected to complete an achievement compact that includes measures of student outcomes – and targets – for all the students served in their constituent school districts. These are the same measures as on the school district K-12 compacts. ESDs already are serving a greater role, however, taking the opportunity to provide collaborative support to their districts in the technical and planning aspects of developing achievement compacts for the first time.

- 4. What are the timelines for 2012 and timelines for years after 2012-2013? AND
- 5. Will the OEIB provide a sample timeline for the compact process?

  The timelines established under SB 1581 and the rules adopted by the OEIB are as follows.

### For 2012-13

- April 2, 2012: Preliminary K-12 compacts available for review sent via district secure upload.
- April 5, 2012: The OEIB distributes compacts to all districts, along with guidance.
- April 5, 2012: ODE hosts webcast to brief district staff on data methodology.
- April 5 June 30, 2012: District boards complete their compacts as part of their budget adoption processes, ensuring open communications with parents, students, teachers or faculty, employees, exclusive bargaining representatives and community representatives.
- April 12, 2012: OEIB hosts webcast for school board members,
- April 12 to 30, 3012: Data validation process begins 4/12, with 4/30 deadline to request corrections.
- July 2, 2012: Districts return completed compacts to the OEIB.
- July 31, 2012: Deadline for Chief Education Officer to accept achievement compacts and local priority measures.
- Sept. 30, 2012: Deadline for K-12 districts and education service districts to establish achievement compact advisory committees to work on implementation of the 2012-13 compacts, and to begin development of recommendations for 2013-14 compacts.

### For 2013-14

- Sept. 30, 2012: Deadline for K-12 districts and education service districts to establish achievement compact advisory committees to begin development of recommendations for 2013-14 compacts (as also noted above).
- Feb. 1, 2013: The OEIB distributes compacts to all districts.
- Feb. 1 June 30, 2013: District boards complete their compacts as part of their budget adoption processes, ensuring open communications with parents, students, teachers or faculty, employees, exclusive bargaining representatives and community representatives.
- July 1, 2013: Districts return completed compacts to the OEIB.

Individual districts will want to have the flexibility to design their own timelines to coincide with their planning, budget and other policy and engagement priorities. However, we will work with OSBA, COSA and OEA to develop a sample timeline that K-12 districts and ESDs may adopt to serve their own local needs.

- 6. Who is the point of contact for school boards, district superintendents and local education association leaders if they have questions or need additional information? Is this point of contact at the OEIB or the Oregon Department of Education? Margie Lowe, a policy and data analyst from ODE now working with the OEIB, will be a resource for technical information about completing the compacts. You may reach her at <a href="Margie.Lowe@state.or.us">Margie.Lowe@state.or.us</a> or by calling 503-689-5194.
- 7. Will the OEIB provide a website with resources to assist school districts through the process?

Yes. We will develop a webpage on the OEIB website to continue to offer resources and answer questions such as these.

8. What does the process look like for setting goals, measures, indicators and strategies within achievement compacts for this year, and in subsequent years?

#### AND

9. What are achievement compact advisory committees? What is their charge? What is their authority relative to school boards? How are members appointed to serve on the committee in the first year and in subsequent years?

The law does not require achievement compact advisory committees to be appointed in the accelerated timeline for adopting achievement compacts for 2012-13 between April 2 and June 30 this year. But all districts are encouraged to begin this collaborative process now with "teachers, administrators, and other appropriate education personnel" to create a strong foundation for implementation of the district's achievement compact this year and in subsequent years. Collaboration this spring will set the stage for a seamless transition to the formal district achievement compact advisory committee process required by law beginning next fall."

By Sept. 30, 2012, each school district or ESD's governing board will appoint an achievement compact advisory committee, which by law "shall consist of teachers, administrators and other appropriate education personnel who are employed by the district." The superintendent (acting at the board's direction) must collaborate with the employee association in recommending represented employees for the board's appointment to the advisory committee.

The achievement compact advisory committee shall be responsible for ensuring that the 2012-13 compact is implemented and developing an achievement compact for 2013-14. Following Senate Bill 1581, this committee will:

- Develop plans for achieving the district's outcomes, measures of progress, goals and targets expressed in an achievement compact, including methods of assessing and reporting progress toward the achievement of goals and targets; and
- Recommend outcomes, measures of progress, goals and targets to be contained in the district's achievement compact for the next fiscal year.

The school district's governing board remains the duly elected governing body that sets district policy, oversees the superintendent and adopts the budget. The achievement compact advisory committee must report to the board by Feb. 1, 2013. Note that this report is a recommendation to the board; the advisory committee's work does not replace the statutory authority and responsibility of the board to decide on the terms of the compact, including the goals and optional local measures and to adopt the compact formally. The advisory committee report will be submitted to the OEIB along with the district's achievement compact.

The OEIB will address the establishment of achievement compact advisory committees in additional permanent rules to be taken up In June or July.

10. Does the OEIB have authority to reject a district's achievement compact and/or advisory committee report? If so will districts and their advisory committee have the opportunity to work with the OEIB or appeal the decision?

#### AND

11. What is the role of the Chief Education Officer in the achievement compact process? The Chief Education Officer will work with districts to ensure the targets set establish the progress needed over time to achieve the state's 40/40/20 goals. The Chief Education Officer, acting on behalf of the OEIB, must acknowledge receipt of the compacts and will notify districts of the board's acceptance of the local priorities (up to three) to be included in the compact.

Also, on behalf of the OEIB, the Chief Education Officer may communicate with the local boards about implementation of, and response to, the achievement compacts. To the extent permitted by law (following SB1581), the officer may waive any timelines the OEIB has specified in rules, policies and guidelines. The Chief Education Officer may also

settle any disputes relating to the achievement compacts. Any decision of the Chief Education Officer shall be considered a final decision. There is no appeal process under the temporary rules adopted March 27 by the OEIB.

Again, this is an evolving process. In consultation with OSBA, COSA and the OEA, and with public engagement, the OEIB may make decisions on further aspects of the achievement compact process in the permanent rule-making later this year.

### 12. How will the Chief Education Officer / OEIB evaluate whether the targets a district sets are appropriate?

There are two criteria that will shape how the Chief Education Officer and OEIB evaluate the targets that districts set: (a) SB 1581 requires that targets reflect the "progress needed" to achieve the 40/40/20 goal; and (b) Oregon's application for an ESEA flexibility waiver requires Annual Measurable Objectives (AMOs) to be "ambitious but achievable."

The Governor's Office has contracted with a consulting firm to support school districts, the OEIB, and the Chief Education Officer in setting and evaluating targets. By analyzing longitudinal achievement and demographic data, this work will (a) estimate the relationship between different indicators (for example, between 3<sup>rd</sup> grade reading and high school completion); (b) on a district-by-district basis, forecast outcomes for future cohorts of students based on current achievement data; and (c) indicate a reasonable path for improvement on key indicators that would suggest a 100 percent graduation rate by 2025.

Upon the completion of this work in late-April, this analysis will be provided to districts to help inform their discussions about target-setting. This analysis will not produce a single "right" number that district-set targets will be evaluated against, but it will provide a framework for thinking about how to ensure that the targets represent a trajectory towards 40/40/20. In addition, school boards are expected to apply local knowledge to determine what is ambitious but achievable. The ultimate judgment of the Chief Education Officer and the OEIB will rely on all of those considerations.

### 13. How do achievement compacts support the ESEA Flexibility Waiver (NCLB)?

To win a waiver from the punitive aspects of NCLB, the US Department of Education requires districts to set "ambitious yet achievable" yearly goals for improvement (called Annual Measurable Objectives, or AMOs). Those must be reflected in the K-12 districts' achievement compact target setting for all students and to close the achievement gap for disadvantaged students.

# 14. For the compact for the coming school year, following the budget timeline seems like too short a period of time to inform boards and budget committees about achievement compacts. How are teachers and principals providing input into this process given the short timeline?

We recognize this is an accelerated timeline, and know that the full power of the achievement compact process will only come as educators, other employees, parents and community members are engaged in the discussions about local, strategic program and budget priorities to increase student achievement. That engagement will begin as part of the remaining months of the budget process through June 30 this year and develop over longer time periods in subsequent years.

Nonetheless, getting this first year compact in place is critical. It will establish baseline information on students (and after all, this fall's kindergarten class is the high school graduating class of 2025, when the 40/40/20 goal aspires to reach 100% high school completion). And it will also start to unify educators at every level of the P-20 system and align our efforts toward common goals, encouraging sharing of best practices and a new paradigm of investing to improve student outcomes at the state and local levels.

That said, many local school districts and their boards are not starting from scratch. Many have engaged in strategic planning, in setting milestones or key performance indicators for student achievement, engaging in priorities-based budgeting and investing in proven programs that are improving student outcomes. Their work and their measures may not entirely match the achievement compacts – but they provide a head start to the new process.

### 15. Generally, how are school administrators, teachers and education support professionals ensured a meaningful voice in the process?

The achievement compact advisory committees provide a strong voice for all educators, which will be consistent across districts. Also, local boards and superintendents have varying ways of engaging their employees and their own relationships with associations representing their educators and staff. There is no-one-size-fits-all dictate for ways to grant employees a voice beyond the advisory committees.

### 16. The compacts are said to be "evolving" documents. What does that mean?

The OEIB strives to be a learning organization. As we together enter the first year of achievement compacts, our experiences may well lead school districts and employees or the OEIB members and staff to suggest changes, either to the compact process or compact itself (such as its measures of student progress or demographic disaggregation). Our intent to have the compacts align with federal accountability requirements and state report card data points might also require some adjustments down the line. If there is a need for the achievement compacts to evolve, we will address that through public rulemaking and decisions at the OEIB.

#### III. PROCESS: CONTINUOUS IMPROVEMENT

### 1. How will school and district Continuous Improvement Plans (CIP) and achievement compacts be aligned?

The state has committed to a "tight-loose" theory of action through which it will be "tight" on the outcomes it expects districts to achieve (as represented in the Achievement Compact), but "loose" in how districts achieve those outcomes, so long as sufficient progress is being made toward the 40/40/20 Goal. This theory of action commits the state to policies that reduce mandates and barriers for those districts that are making adequate progress on goals, while better identifying, supporting and requiring improvement from those that are not.

Under SB 1581, the OEIB may direct the Department of Education to waive, as permitted by federal law, requirements related to local district CIPs. The OEIB will ask the Department of Education to do so to promote alignment with and focus on the achievement compacts. Further, the Governor's staff will work with ODE and the State Board to create a system of continuous improvement planning that reflects the "tightloose" philosophy and is aligned with the achievement compact process, as well as with the systems described in the state's ESEA flexibility request.

#### 2. What is the authority of the OEIB regarding CIPs?

See above. The OEIB has no direct authority to modify or waive the requirements of the CIP, but may direct the State Board of Education to waive CIP requirements as permitted by federal law. ODE developed the CIP process to ensure districts are in compliance with

state and federal law, as well as to incentivize strategic planning and continuous improvement.

### IV. PROCESS: SANCTIONS, SUPPORTS AND INTERVENTIONS

1. What happens if a school district does not meet their set targets? What is the structure for sanctions and interventions this year and in subsequent years?

The OEIB has not addressed the issue of what actions it will take if a school district does not meet its targets. The Chief Education Officer will review the achievement compacts and could seek to engage with districts that have proposed targets for achievement that are significantly lower or higher than other like districts. However, additional authority would be needed before the OEIB could intervene directly in a district.

ODE has proposed a system of supports and interventions for those districts that have Title I schools identified as "focus" or "priority" under the methodology set forth in the ESEA Flexibility request. These districts will be required to engage in a process of deeper diagnosis in key areas of operations and to implement tailored supports in these struggling schools.

### 2. What supports will the State provide as part of interventions?

As noted above, while the OEIB has not addressed the role of the state in providing interventions to lower performing districts, ODE is proposing a differentiated system of supports and interventions for Title I schools as part of the ESEA Flexibility request. Support and interventions for schools and districts that appear to be struggling will be developed in response to deeper diagnoses and tailored to the specific needs of the community. Diagnosis and assistance will be delivered through ODE, working with individuals and organizations with experience and significant success in supporting school improvement efforts. These efforts should be delivered through the district, not just focused on changes within a school building, in order to ensure system change and build districts' capacity to support and guide improvement in all schools.

3. What mechanisms will be in place to support the networking necessary to share best practices among districts and their advisory committees?

As the OEIB moves forward to make recommendations on strategies for improving educational outcomes, a key consideration will be improving the state's capacity to not

only collect data, but to research that data and provide much deeper analysis of what is working across the continuum. The OEIB will examine existing and new strategies for disseminating research and best practices to all educators and communities. In this regard, SB 1581 authorizes the OEIB to work with the Quality Eduation Commission to identify best practices for school districts and the costs and benefits of adopting those best practices.

### **V. OUTCOMES: GENERAL QUESTIONS**

1. What does research say are the right college and career-ready indicators or outcomes for achievement compacts? Do the compacts include the outcomes research indicates are the most predictive of student success?

Since January 2011, the Governor (through his transition teams, Oregon Education Investment Team, and staff), the OEIB, and the Early Learning Council have collected research and testimony from experts and stakeholders around those key indicators or outcomes that best predict the likelihood of student success in college and career. The high school and college completion outcomes were identified by the Legislature when it adopted the 40/40/20 Goal for Oregon. The additional outcomes selected  $-3^{\rm rd}$  grade proficiency in reading & math,  $6^{\rm th}$  grade on-track,  $9^{\rm th}$  grade on-track, and college credits earned in high school – represent an initial list of evidence-based indicators that the OEIB expects will be informed and improved over time. In addition, Oregon is committed to supporting local districts, as well as participating in national efforts, in developing assessments that better measure college and career readiness skills and aptitudes.

2. How is the State Report Card distinct from data and information reported under an achievement compact?

The achievement compacts will be complemented by a new Oregon report card, proposed in connection with the ESEA Flexibility Waiver, that will provide a deeper look at school and district performance and quality. ODE will be working with stakeholders and partners to develop a new report card, guided by the following principals:

 Individual student growth: a growth model that serves the purpose of informing students, parents and educators of progress and informing the state with respect to which schools and districts are growing individual students to and beyond proficiency

- Multiple measures of college and career readiness Common Core State
   Standards plus focus on cognitive skills, academic behaviors, and transition skills
- Continuous improvement through ambitious but achievable differentiated targets
- 4) Achievement Compacts, established between the state and each of its 197 school districts, that express the connection between funding and student outcomes
- 5) Clear, understandable, public information about school performance and quality

The report card will be aligned with the achievement compact, but will include much more information including annual assessment results, disaggregated data, and student growth information.

### 3. How are the needs of student subgroups and historically underserved student populations addressed through a compact?

The K-12 compacts will require districts to set target numbers and/or percentages for the outcomes, as both an aggregate number and in the disaggregate, for the following student groups:

- Economically disadvantaged;
- Limited English proficient;
- Students with disabilities;
- Black (not of Hispanic origin);
- Hispanic origin/Latino;
- American Indian or Alaskan Native; and
- Pacific Islander (as data is available).

Reporting and target-setting in the aggregate will provide a unique student count that will provide information in those small districts where numbers are too small to disaggregate. Reporting and target-setting for each group individually will ensure that no masking of any achievement gaps occurs. In addition, the achievement compact will require districts to identify the number of "focus" and "priority" schools in their districts, which are identified as schools that appear to have the lowest overall achievement or lowest achievement for these student populations.

The compacts also will include target numbers and/or percentages for all outcomes, indicators and measures of progress for groups who historically achieve at rates higher than the average, namely:

- Talented and Gifted students and
- Asian students.
- 4. What is the definition of "sub-groups" and the required reporting of data? If compacts no longer require districts to disaggregate this data, why? If districts will be required to continue to look at each sub-group individually, how many students are required for a subgroup to be large enough to be measured?

The OEIB is working with ODE to develop guidance on an appropriate minimum number of students to ensure valid data and, most importantly, to ensure students are not personally identifiable through the reporting of data. The temporary rules adopted by the OEIB state that a district is not required to include a target number or percentage in its compact if the district does not have a sufficient number of the students in that group to ensure that individual students are not personally identifiable. The Chief Education Officer may identify a minimum number of students necessary in each subgroup to ensure that an individual student's information is not personally identifiable. It is expected that this minimum number for reporting purposes will be set at six or more students.

### **VI. OUTCOMES: DATA & INFRASTRUCTURE**

1. Will there be access to data systems to track progress toward OEIB outcomes statewide? How do districts access it and what will it look like?

The OEIB will send districts preliminary data from the Oregon Department of Education data systems and the National Student Clearinghouse that "pre-fills" many of the historical data points in the compacts. A webcast is being scheduled for the first week of April (tentatively set for April 12 at 5:30 PM) to brief districts on the methodology that was used to calculate these data points and the timeline for review and request for correction of any material errors. Districts will also be provided a summary data file for review and analysis.

- 2. How will the State ensure districts receive this data in a timely manner?
  ODE and the OEIB are working together to develop and share the necessary data by April 5.
- 3. How do districts set targets for 2012-13 when we don't yet have student achievement data for 2011-12? Wouldn't it be better to set targets in September, after receiving OAKS data in August?

Districts should use the data available to them at this point, studying at the progress that is being made by students reaching each cohort goal area along with the expected impact of practice improvements as they propose targets for the 2012-13 school year. Most of the targets are not directly affected by students' current year OAKS test scores.

- 4. How do school districts get more data about our students' post-secondary success?
- 5. Will post-secondary enrollment data include all students who enter college, regardless of when they enroll or will it include those students who enroll immediately after high school?

Each year, the Oregon University System reports the progress of Oregon students who enroll in one of their institutions. That report, posted on their research website, provides helpful data by school district and high school:

http://ous.edu/factreport/hsprofile

ODE has also received data from the National Student Clearinghouse that matches high school student completion data with postsecondary student enrollment for the class of 2008-09 in higher education institutions across the country. This is the most recent period for which data is available, as the file contains college enrollment matches students enrolled in a postsecondary institution in the following 16-month period. The K-12 and postsecondary data systems do not share a common student identifier, so students are matched based on other data elements (for example, names and birthdays). This imperfect matching process will result in a small number of students not being recognized between the two systems.

6. Where will "ready for school" data come from? How will school readiness be measured?

Under House Bill 4165 approved in the 2012 session, the state will pilot a kindergarten readiness assessment in a handful of school districts during the 2012-13 school year.

The Early Learning Council has appointed a work group to engagement teachers and the community in recommending an assessment for that pilot year. We expect all school districts will use such an assessment in the 2013-14 school year.

Note that K-12 districts are not directly responsible for the outcome of kindergarten readiness; families, preschools and a range of early childhood service providers will impact how ready children are when they show up in kindergarten. However, the K-12 districts will ultimately be responsible for collecting this data. And as the broader community focuses on what it takes to have children arrive at school ready to learn, K-12 district leaders and teachers will want to join the conversation.

### 7. How will the state track and pre-populate college credits in high school, as one of the compact outcomes?

This is not information the state now collects from school districts, or from the community colleges, College Board (AP) or International Baccalaureate Programme (IB), which offer high school students their greatest opportunities to earn those credits. For 2012-13, local school districts will report on their own students for their achievement compacts. For future years, this data might be able to be automated into the longitudinal data system. This is worth further exploration.