

DISTRICT OF COLUMBIA PUBLIC CHARTER SCHOOL BOARD

<p>Charter Actions Requiring a Vote</p> <ul style="list-style-type: none"><input type="checkbox"/> Approve a Charter Application<input type="checkbox"/> Approve a Charter Renewal (15 yrs.)<input type="checkbox"/> Approve Charter Continuance (5 or 10 yrs.)<input type="checkbox"/> Approve a Charter Amendment Request<input type="checkbox"/> Approve a Charter Agreement<input type="checkbox"/> Give a Charter Notice of Concern<input type="checkbox"/> Lift the Charter Notice of Concern<input type="checkbox"/> Commence Charter Revocation Proceedings<input type="checkbox"/> Revoke a Charter<input type="checkbox"/> Board Action, Other _____	<p>Non-Voting Board Items</p> <ul style="list-style-type: none"><input type="checkbox"/> Public Hearing Item<input type="checkbox"/> Discussion Item<input type="checkbox"/> Read into Record
<p>Policies</p> <ul style="list-style-type: none"><input type="checkbox"/> Open a New Policy or Changes to a Policy for Public Comment<input type="checkbox"/> Approve a New Policy<input type="checkbox"/> Approve Revisions to an Existing Policy	

PREPARED BY: Melodi Sampson, Academic Evaluation Senior Specialist

SUBJECT: 2018-19 Adult Education PMF Policy & Technical Guide, Open for Public Comment

DATE: June 29, 2018

Proposal

The DC Public Charter School Board (DC PCSB) staff recommends the Board vote to open the 2018-19 Adult Education Performance Management Framework Policy & Technical Guide (AE PMF Guide) for public comment from June 29, 2018 through July 30, 2018. DC PCSB will hold a public hearing on July 23, 2018 at its public meeting. Any public comment received during the public comment period will be taken into consideration prior to the vote on September 17, 2018.

Written comments may be submitted by mail or emailed to:

DC Public Charter School Board
3333 14th Street NW, Suite 210
Washington, DC 20010
Public.comment@dcpcsb.org

The Board will vote on the AE PMF Guide at its September public meeting, when it will also vote to adopt revisions to the Pre-kindergarten to Grade Eight (PK-8) and High School (HS) Frameworks.

Summary of Proposed AE PMF Guide Changes

An overview of the proposed changes from the 2017-18 AE PMF Guide to the 2018-19 AE PMF Guide are in the table below.

Item/Category/ Measure	Current Policy	Proposed Change
Determining Tiers – Propose to move to a summative score	Each category is evaluated separately, and Tier 1 status is awarded only to schools that earn high scores in every category. An overall score is not produced.	Adopt summative scoring method, in which tiers are calculated based on the total number of points earned across four scored categories (Student Progress, Student Achievement, College and Career Readiness, and Leading Indicators).
Student Progress	Student progress is a measure of student growth in either English Language Acquisition/English as a second language (ESL) or adult basic education (ABE). This category has eleven separate measures reporting growth per program (ABE or ESL), per starting educational function level (EFL) ¹ .	Collapse Student Progress into two measures reporting growth per program, ABE and ESL, irrespective of starting EFL.
	The targets are set using an average of Maryland’s performance plus 1% as the Tier 1 cutoff. The floors are set using national data from the bottom three performing states (including the adult education public charter school sector treated as a state) as the Tier 3 cutoff.	Set targets at 100. Using three years’ worth of data, set floors at 10 th percentile of local/national performance, whichever is lower/available.
	Students with a pre-test score in ESL of EFL 6 must score at least one point above the score range to qualify as progressing beyond ESL EFL 6.	Eliminate the growth expectation for ESL students with an ESL pre-test EFL score of 6.
Student Achievement	The Earned Secondary Credential metric’s denominator for the National External Diploma Program (NEDP) portion of the measure includes all students in the Assessment Phase (the second of two NEDP phases).	Limit the metric’s denominator to NEDP students in the Assessment Phase who have submitted half of their portfolio items for review.

¹ The US Department of Education’s National Reporting System divides educational functioning into six levels for both ABE and ESL (though the skills associated with ABE levels do not correspond with the skills associated with ESL). Students are expected to advance through the levels.

Item/Category/ Measure	Current Policy	Proposed Change
Student Achievement	The Earned Secondary Credential and Subject Test Achievement measures' floors are based on setting the probability of passing the GED given a "likely to pass" score on the GED Ready at 50% of the range between the floor and target. The targets are set at the aspirational goal of 100%.	Beginning with the 2019-20 AE PMF, maintain aspirational target of 100 and, using three years' worth of data, set floors at the 10 th percentile of local or national performance, whichever is lower/available.
Career and College Readiness	The targets are set using an average of Maryland's performance plus 1% as the Tier 1 cutoff. The floors are set using national data from the bottom three performing states (including the adult education public charter school sector treated as a state) as the Tier 3 cutoff.	Set the Entered Employment/Post-Secondary Target at 90.0. Set the Retained Employment/Post-Secondary Target at 95.0. Using three years' worth of data, set the floors at the 10 th percentile of local or national performance, whichever is lower/available.
Leading Indicators	This category has a measure called "Retention."	Rename the Retention measure "Persistence."
	For the Retention portion of the category, the floor and target are calculated using national data from the bottom three performing states (including the AE public charter school sector treated as a state).	Using three years' worth of data, set the target at the 90 th percentile of local (AE public charter sector) performance. Using three years' worth of data, set the floor at the 10 th percentile of local performance.
Mission Specific	Schools may display any pre-approved Mission Specific Goal on the PMF.	Require schools choosing to report mission-specific goal performance to select goals codified in their charter agreement. This is still an optional measure for schools.

AE PMF Revision Process

DC PCSB staff proposes changes to school representatives and charter support organizations during PMF task force meetings. School representatives vote on each proposed change. Generally, when two-thirds of the task force votes in favor of a revision, DC PCSB staff recommends the change to the Board. When majority of the task force is in favor (51.0%-66.5%) of a revision, staff proposes the change with an explanation for adoption. When most of the task force is opposed to the change, DC PCSB staff generally does not recommend the change to the Board. At times, however, DC PCSB staff recommends a change contrary to the task force members' recommendation. In these cases, DC PCSB staff provides justification for adoption.

DC PCSB staff met with the AE Task Force on January 30, 2018; March 7, 2018; May 15, 2018; and June 20, 2018. In addition to the four task force meetings, DC PCSB held two working groups with the data managers from each school to discuss the potential business rule changes for each category. These meetings were held on April 6, 2018 and April 9, 2018.

January

- [Presentation](#)
- [LEA Feedback](#)

March

- [Presentation](#)
- [LEA Feedback](#)

May

- [Presentation](#)
- [LEA Feedback](#)
- [Supplemental Data](#)

June

- [Presentation](#)
- [LEA Feedback](#)
- [Supplemental Data](#)

Proposal Details, Rationale, and Task Force Vote

The following section, which is organized by AE PMF category, provides additional information about the proposed changes DC PCSB staff recommend.

1. Adopt Summative Scoring Method

Proposal Details: Using a 100-point scale, Adult Education (AE) schools will be identified as Tier 1, 2, or 3 based on their overall performance in Student Progress, Student Achievement, College and Career Readiness, and Leading Indicators. The table below reports the percent of points possible that are allocated per category/measure.

Category	Percent of Points Possible
Student Progress: ESL	60.0%*
Student Progress: ABE	
Student Achievement: GED/NEDP	
Student Achievement: High-Level Certification**	
Career and College Readiness	20.0%
Leading Indicators: Attendance	7.5%
Leading Indicators: Persistence	12.5%

*Weighting based on the number of students in each category.

** Display only

The proposed weights place an emphasis on Student Progress and Student Achievement, which reflects the city’s and schools’ investment in increasing literacy and secondary credential attainment rates. Majority of the weight comes from externally-validated categories (which is consistent with the PK-8 and HS Frameworks).

Under this proposal, schools earning at least 65% of points will be Tier 1, schools earning between 35.0-64.9% of points will be Tier 2, and schools receiving less than 35.0% of points will be Tier 3.

Rationale: Summative scoring gives schools more freedom to invest in the specific programs and practices their students need. AE school leaders have encouraged summative scoring since the AE PMF's inception. They argue that summative scoring "acknowledges that schools are the sum of their parts, not defined by a single programmatic element."² Furthermore, the current Tiering method does not result in an overall score and is not straight forward, which makes it challenging to communicate performance to stakeholders. Transitioning to summative scoring creates more alignment between the AE PMF and the PK-8 and HS Frameworks.

Task Force Vote: The AE Task Force voted in favor (100%) of this proposal.

2. Student Progress

a. Collapse Student Progress into Two Measures with Program-Specific Floors

Proposal Details: Create two measures reporting on educational gain (i.e., growth in literacy or numeracy) by program, as follows

1. Total ABE Educational Gain
2. Total ESL Educational Gain

Each measure's target will be set at an aspirational 100%. The tenth percentile for ABE is 44.0% and the ESL tenth percentile is 50.1%. Moving to these percentiles in one year would be a drastic change from the current floors. Therefore, DC PCSB proposes to set the ABE Educational Gain floor at 20.0%, which the schools proposed. Given that ESL performance is higher overall, DC PCSB proposes to set the ESL floor at 26.0%, which is the equivalent distance from the ESL 10th percentile as 20.0% is from the ABE 10th percentile. Beginning with the 2020-21 AE PMF, the ABE Educational Gain floor will gradually move to the 10th percentile of national/local ABE performance. During that same year, the ESL Educational Gain floor will gradually move to the 10th percentile of national/local ESL performance.

DC PCSB staff will update floors every two years using the most recent three years' worth of national/local data. The floors will neither increase nor decrease by more than 33.3% at one time.

Rationale: AE school leaders proposed simplifying the Student Progress category by creating one measure that reports growth across both programs and all EFLs. DC PCSB staff then recommended creating two measures divided by program to account for performance variation (both nationally and locally) between ABE and ESL programs. DC PCSB staff conclude that it is important to set floors that are program-specific to ensure fairness. Both alternatives ensure that all students who

² See June 4, 2018 letter from seven AE school leaders to DC PCSB: <https://dcpcsb.egnyc.com/dl/QMrBtvLU2R>.

demonstrate an educational gain count equally toward the school's growth rate; the same cannot be said for the currently approved AE PMF.

Task Force Vote: Majority (62.5%) of the AE Task Force voted in favor of adopting this proposal. However, just over a third of the AE Task Force preferred the option to adopt one Student Progress measure reporting on growth across both programs and all EFLs.

b. Eliminate Growth Expectation for ESL EFL 6 Students

Proposal Details: Students who pre-tested at ESL EFL 6 were expected to test out of the ESL level 6 range by the post-test. DC PCSB staff propose removing students who pre-test at ESL EFL 6 from the Student Progress measure.

Rationale: Per the National Reporting System (NRS), the national accountability system for federally funded adult education programs, there are only 6 ESL educational functioning levels (EFL). Once a student pre-tests at EFL 6 on an NRS-approved ESL assessment, s/he should not be included in the growth metric. DC PCSB staff recommends that the AE PMF align with NRS reporting requirements and not expect further growth within EFL 6 for students who pre-test at the terminal ESL EFL.

Task Force Vote: The AE Task Force voted in favor (100%) of this proposal.

3. Student Achievement

a. Adjust Earned Secondary Credential Denominator

Proposal Details: Limit the Earned Secondary Credential metric's denominator to NEDP students in the Assessment Phase who have submitted half of their portfolio items for review.

Rationale: The Earned Secondary Credential measure reports on GED and NEDP attainment; however, historically, this measure has relied exclusively on national GED-related performance data to set the floor and target. Last year, Briya Public Charter School (PCS) recommended we set a separate floor and target for NEDP attainment, stating that it is unfair to base NEDP standards on GED Ready and GED performance data. DC PCSB staff consulted the Adult and Family Education Department at the Office of the State Superintendent for Education (OSSE), which oversees the city's NEDP offerings. OSSE's NEDP experts recommended DC PCSB adjust the measure's denominator instead of creating a separate floor and target. They determined the floor (40.0%) and target (100%) were reasonable given local NEDP attainment rates from the past three school years. They demonstrated, however, that the metric's denominator is too large because it includes all NEDP students who are in the Assessment Phase,³ without regard for how much progress students have made in that phase.

³ There are two NEDP phases: The Diagnostic Phase and the Assessment Phase. The Diagnostic Phase includes students who are working toward earning an ABE level 4 score in math and an ABE level 5 score in literacy. Once a student meets these benchmarks, they transition to the Assessment Phase.

This proposal limits the denominator to include students who have submitted four out of right items to Portfolio Review.⁴ This adjustment refocuses attention on students who have made substantial progress toward earning the NEDP credential, much like students who have earned “likely to pass” scores on all four GED Ready subtests. (Earning “likely to pass” scores on all four GED Ready subtests qualifies a student for the GED portion of this metric’s denominator.) This proposal attempts to level expectations for GED and NEDP students.

Task Force Vote: The AE Task Force did not vote on this item because it is only relevant to the two schools that offer the NEDP: Academy of Hope Adult PCS and Briya PCS. Academy of Hope Adult PCS and Briya PCS co-developed this proposal and they continue to support it.

b. Student Achievement Floors and Targets

Proposal Details: DC PCSB staff propose maintaining the currently approved Student Achievement floors and targets, 40.0% and 100%, respectively, for the 2018-19 AE PMF. Beginning with the 2019-20 AE PMF, DC PCSB staff propose leaving the targets at 100 and gradually moving the floors to the 10th percentile of national/local performance (whichever is lower/available). DC PCSB staff will update floors every two years using the most recent three years’ worth of national/local data. The floors will neither increase nor decrease by more than 33.3% between any two-year period.

Rationale: DC PCSB staff remain confident in the current floor and target-setting business rules for the Earned Secondary Credential and Subject Test Achievement measures. However, since the GED Testing Service transitioned to the updated GED assessment in 2014, they have stopped releasing national GED attainment rate data. DC PCSB staff propose revising the business rules for setting the floors for these measures to include the option to set floors based on local GED performance data in case national GED performance data continue to be unavailable.

Task Force Vote: The AE Task Force voted in favor (88.9%) of this proposal.

4. College and Career Readiness (CCR) Floors and Targets

Proposal Details: DC PCSB staff recommend setting the Entered Employment/Postsecondary measure’s target at 90.0% and setting the Retained Employment/Postsecondary measure’s target at 95.0%. DC PCSB staff propose setting the floors for these measures at the 10th percentile of national/local performance (whichever is lower/available). DC PCSB staff will update floors every two years using, at minimum, the most recent two years’ worth of national/local data⁵. The floors will neither increase nor decrease by more than 33.3% between any two-year period.

⁴ Portfolio Review is a sub-phase within the Assessment Phase.

⁵ This categories floors will be based on two years’ worth of data because there is a reporting lag.

Rationale: The currently-approved methodology for setting CCR floors and targets creates targets that are low because they are based on Maryland's performance. For the past three years, DC adult charter schools (and most states) have out-performed Maryland. As such, DC PCSB staff have determined it is no longer appropriate to use Maryland's performance as the standard. This proposal eliminates reliance on any one state's performance for floor and target-setting.

Task Force Vote: The AE Task Force voted in favor (100%) of this proposal.

5. Leading Indicators

a. Rename the Retention Measure

Proposal Details: Rename the Retention measure "Persistence."

Rationale: DC PCSB staff recommend changing the name from "Retention" to "Persistence" because the measure captures students persisting through an AE program, rather than students re-enrolling year-to-year. Changing the measure's name also eliminates confusion: the phrase "retention" is more commonly used to describe K-12 students being retained a grade level.

Task Force Vote: No vote was taken, but AE school leaders responded positively to the change.

b. Retention/Persistence Floors and Targets

Proposal Details: Using three years' worth of data, set target at the local 90th percentile of performance. Using three years' worth of data, set the floor at the local 10th percentile of performance.

Rationale: The floor and target-setting business rules for the Retention/Persistence measure are aligned to the business rules for currently approved Student Progress category. DC PCSB staff aligned these floors and targets because the measures focus on ABE and ESL students who are pre- and post-tested. Beginning with the 2016-17 AE PMF, the Retention/Persistence metric's denominator expanded to include all students enrolled at AE schools, not just ABE and ESL students who are pre- and post-tested. In response to this expansion, DC PCSB staff propose business rules that account for enrollment trends among all AE students.

DC PCSB staff recommend using 90th percentile for the target instead of an aspirational target of 100% because of adult students' barriers to attendance and enrollment. This proposed change mirrors the existing floor and target-setting business rules for the Attendance measure (which is also in the Leading Indicators category).

Task Force Vote: The AE Task Force voted against (66.7%) of this proposal, preferring to set lower targets.

6. Clarify Mission Specific Reporting Requirements

Proposal Details: Require schools choosing to report on mission-specific goal performance to select goals codified in their charter agreement.

Rationale: This adjustment will aid the creation of firm goal-reporting business rules, eliminate confusion when reporting on goals during charter reviews and renewals, and establish consistency between schools reporting on similar goals.

Task Force Vote: The AE Task Force voted in favor (71.4%) of requiring schools choosing to report on Mission Specific goals to display goals codified in their charter agreement.

Proposed Weights, Floors, and Targets for the 2018-19 AE PMF

Category/Measure	Weight	Floor	Target
Student Progress: ABE Educational Gain	60%	20.0	100
Student Progress: ESL Educational Gain		26.0	100
Student Achievement: Earned Secondary Credential		40.0	100
Student Achievement: Subject Test Achievement		40.0	100
Student Achievement: High-Level Certification		NA	NA
Career and College Readiness: Entered Employment/Postsecondary	20%	31.6	90.0
Career and College Readiness: Retained Employment/Postsecondary		45.5	95.0
Leading Indicators: Attendance	7.5%	57.1	71.4
Leading Indicators: Persistence	12.5%	55.1	84.2
Mission Specific	0%	NA	NA

Impact Analysis

DC PCSB staff applied the proposed revisions to AE schools' data form school year 2016-17.⁶ As reported in the table below, adopting the proposed revisions has no impact on historical tier performance (i.e., schools that were Tier 1 in 2016-17 remain Tier 1 under the proposed policy update).

⁶ We limited our impact analysis to one school year instead of two because there were considerable business rule changes between school year 2015-16 and 2016-17. The changes preclude our ability to conduct a multi-year impact analysis.

School	Actual 2016-17 Tier	Tier Under Proposal	Summative Score Under Proposal
School 4	1	1	75.1
School 3	1	1	73.0
School 6	1	1	70.3
School 1	1	1	67.5
School 8	2	2	56.5
School 5	2	2	45.0
School 7	2	2	44.4
School 2	2	2	42.5

Date: _____

PCSB Action: _____ Approved _____ Approved with Changes _____ Rejected

Changes to the Original Proposal:

Signature: _____