



# Overview on Accountability

## House Interim Committee on Education

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Agency Director and Assistant Superintendent of the Office of  
Education Innovation & Improvement

**Monday, November 6, 2023**

# Guided by your questions

1. What are the current elements of the state's accountability system(s)? (ESSA, CIPs, Division 22 standards)
2. What are the strengths in the current system?
3. What are the places that need shoring up?
4. Do all elements of the state's accountability system(s) work well together to encourage districts to achieve desired outcomes?
5. For each element of the state's accountability system(s), how are those elements transparent?
6. What information for each element is publicly available, and how is the public supposed to access it?

# ODE understands and accepts our charge to:

1. Advance equity and excellence
2. Reduce administrative burden and confusion
3. Support small and rural school districts, differentiating requirements where possible
4. Coordinate and integrate major grant programs and data collections
5. Support the Legislature in understanding the important role they can play toward these goals

The desired outcome of any conversation around accountability in education is to ensure resources are appropriately, effectively, and efficiently utilized to produce successful outcomes and experiences for students.



# Context

# Accountability: History and Inflection Points

**1965:** Elementary and Secondary Education Act (ESEA) passed as part of a raft of Civil Rights legislation

**1975:** Origins of IDEA (Individual with Disabilities Education Act)

**1981-1988:** A Nation At Risk Report, shift in state role

**1989-2000:** Standards-based reform

**2001-2015\*:** NCLB, Test-Based Accountability, Competitive Grants Prescriptions

**2015:** Every Student Succeeds Act (ESSA), Oregon passes HB 3499

**2019:** Oregon's Student Success Act - HB 3427

**2023:** Workgroup Review of Oregon's Accountability Framework (HB 2656)

*Essential Question: What is a high-quality and meaningful education and who has responsibility to ensure that each and every student in each community is engaging in that kind of learning?*

# Secretary of State's Systemic Risk Report

## Oregon has not sustained past improvement efforts

Taken together, the Student Success Act and Measure 98 comprise Oregon's fourth major K-12 improvement effort since the early 1990s.

The previous three were all abandoned.

### Suggested leadership actions

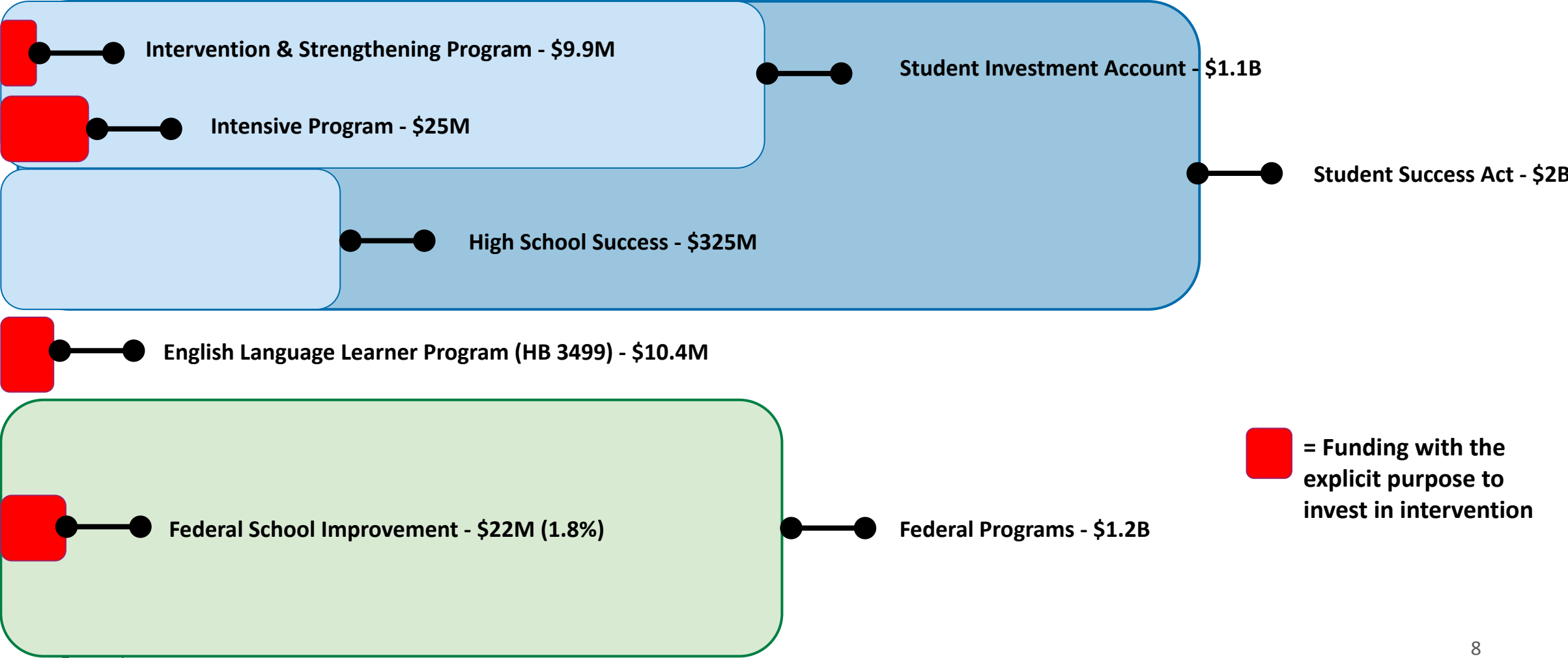
1. Closely track ODE's performance monitoring of grants and the agency's interventions when needed to support district or contractor success, including monitoring and intervention under the Student Success Act, and development of new Title I support and school improvement procedures. Clarify in statute where ODE's responsibility is weak or unclear.
2. Similarly, closely track work by ODE's new Office of Education Improvement and Innovation, including how the office is monitoring and measuring performance of districts and its own efforts to help districts.



2023-25 Biennial Snapshot Showing Intervention Investments

Division 22 - no funding

State School Fund - \$9.6B





# Big Transition in Oregon School Leadership

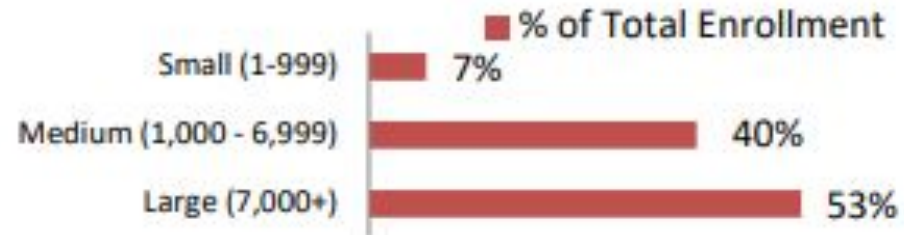
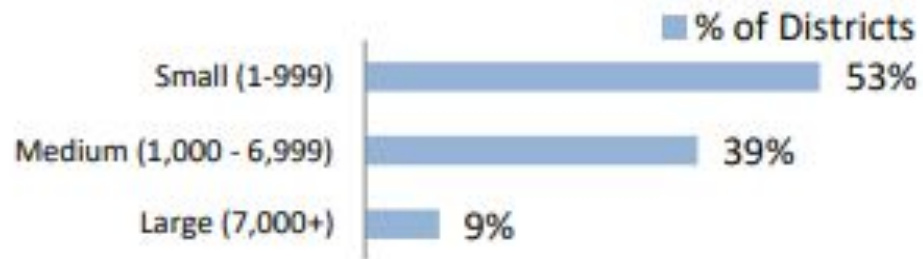
## 64% turnover

**In the last three years, Oregon has seen new superintendents in 127 of 197 school districts.**

# Most of Oregon's School Districts are Small

## Percent of Oregon School Districts by Size of Student Enrollment

There are 197 School Districts in Oregon. The majority are small districts, comprised of less than 1,000 students total. However, the majority of students in Oregon attend large school districts, comprised of 7,000 or more students total.



# HB 2656 (2023) calls for an advisory committee to expand/revise an accountability framework

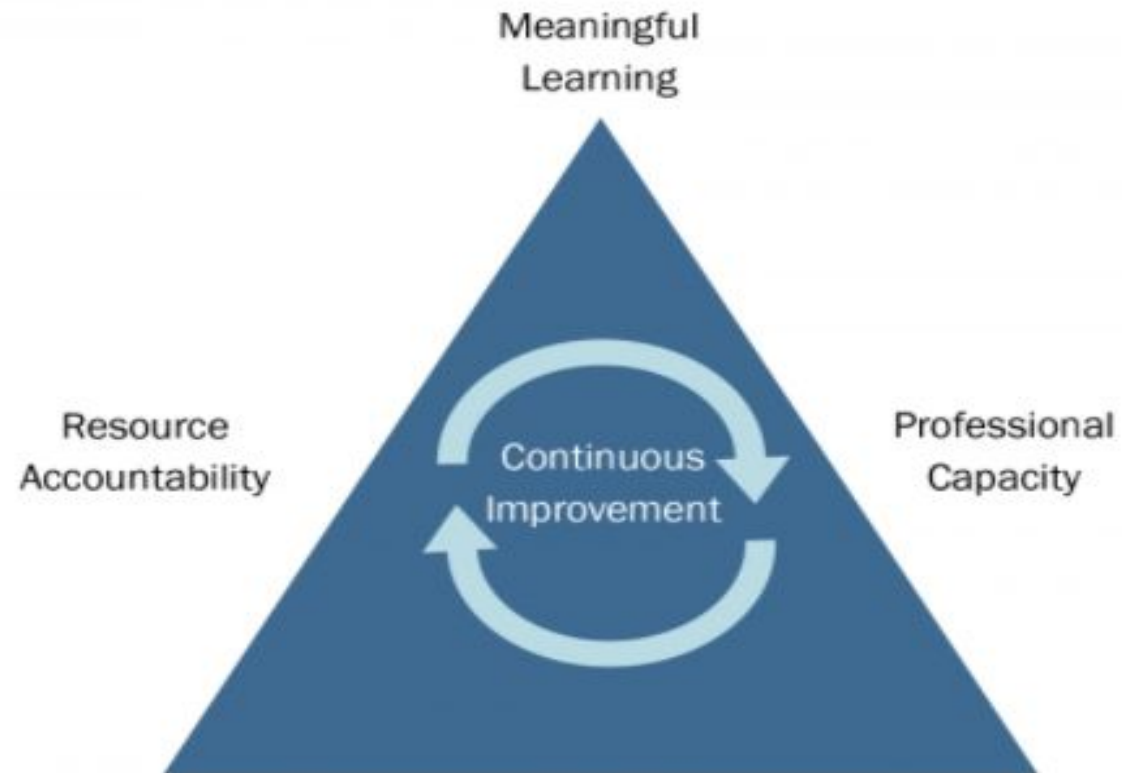
**Sponsors:** Representative NATHANSON; Representatives BOWMAN, PHAM K, WALTERS, Senator SOLLMAN (at the request of Oregon Education Association)

**What the measure does:** Requires school districts to make available specified surveys administered by Oregon Department of Education and Oregon Health Authority. Requires school districts to provide notice and opportunity to review survey to parents or guardians at least five days prior to administration. Permits parents or guardians as well as students to decline participation in survey. Requires Superintendent of Public Instruction to convene advisory committee on expansion or revision of education accountability framework.

*"The Superintendent of Public Instruction shall convene an advisory committee to explore options for expanding or revising the education accountability framework in this state. The advisory committee convened under this section must include representatives of school districts, teachers' unions and post-secondary institutions of education. The advisory committee convened under this section must review accountability programs in other states and make recommendations to the superintendent on the expansion or revision of the education accountability framework."*

# Accountability: Policy, Practice, and Capacity

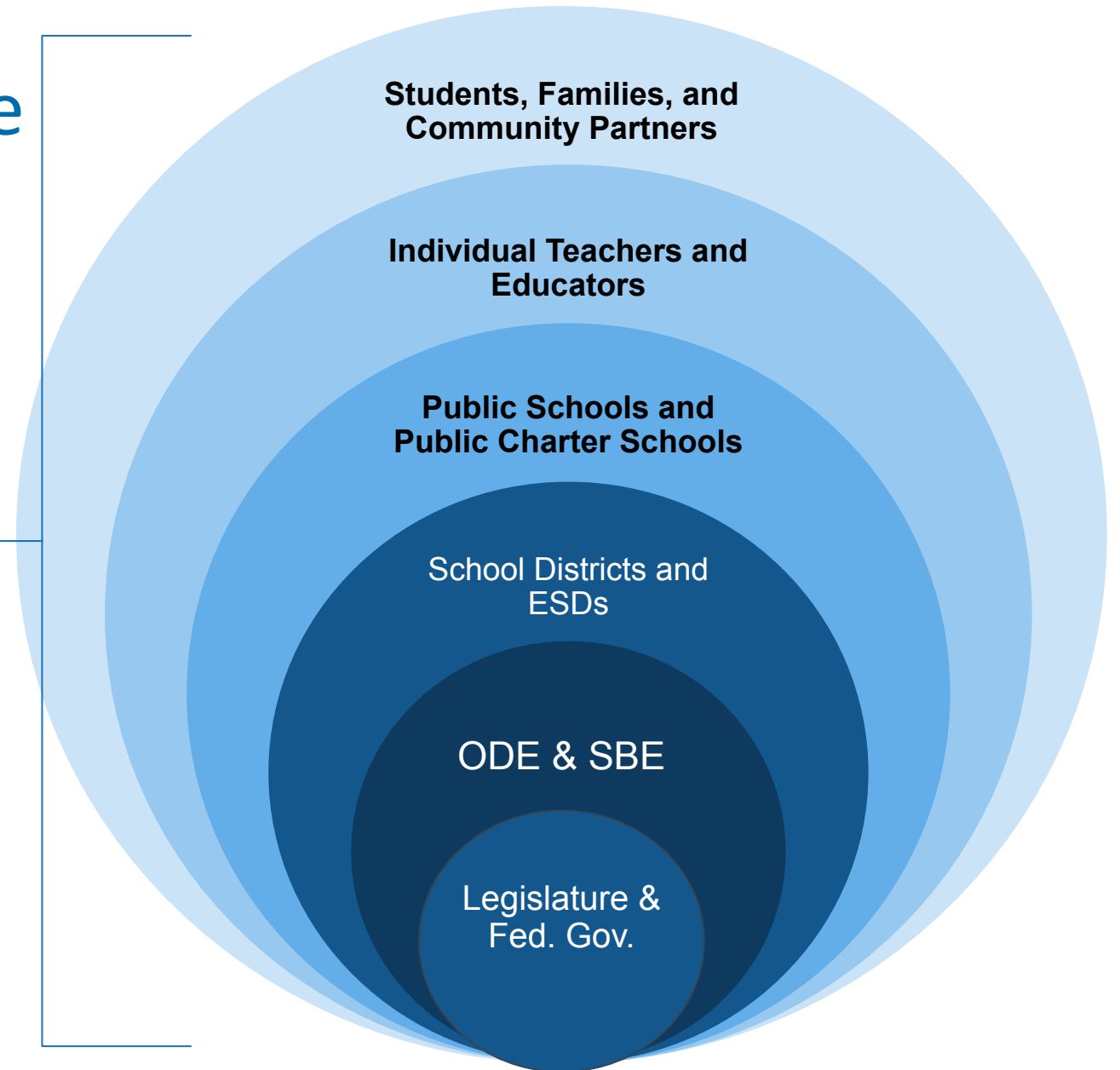
Figure 1: **Key Elements of an Accountability System**



# Gradations of Influence

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**Shared  
Responsibility  
for Student  
Success**





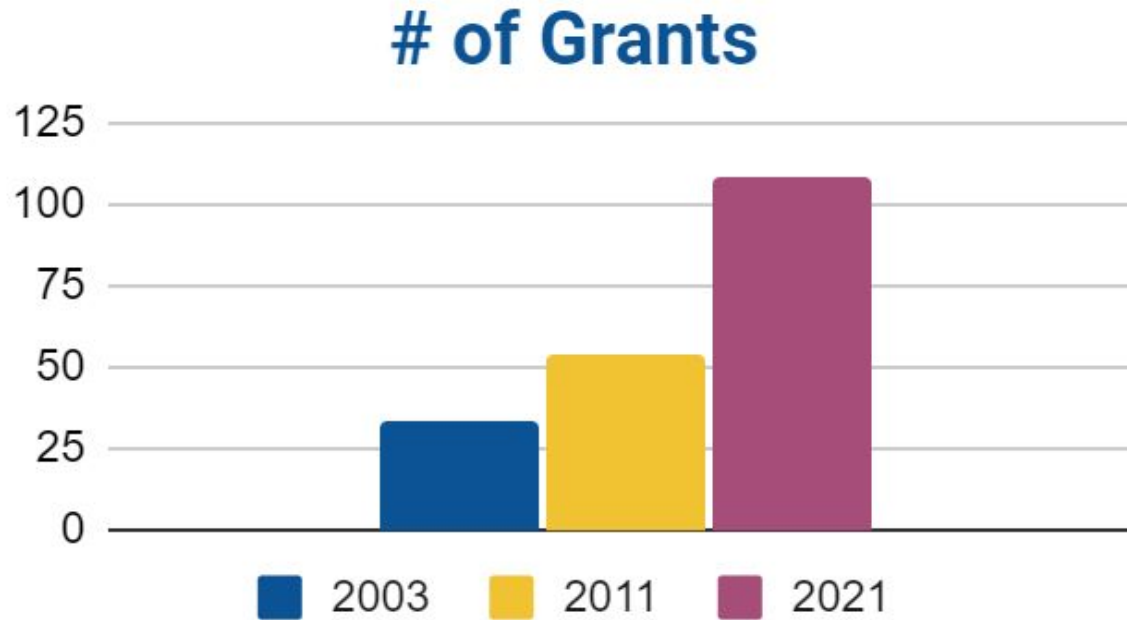
# Leading Insights

# 1: The system is flooded with good intentions



Schools and districts and ODE actively administer 108 programs with a range of educational theories of change and different accountability frameworks.

# Rapid Growth in Grants and Theories of Change



- Grant programs expanded rapidly without coherent systems in place to administer them - from **34 grants in 2003 to over 108 grants by 2021**
- State grants **shifted from mostly competitive to mostly formula allocation**

2021-2023	Districts	ESDs
# Grants	61	29
# Requiring Comm Eng	33	20
# Requiring a Plan	26	19

Forty (40) other grants are distributed to a broad range of recipients

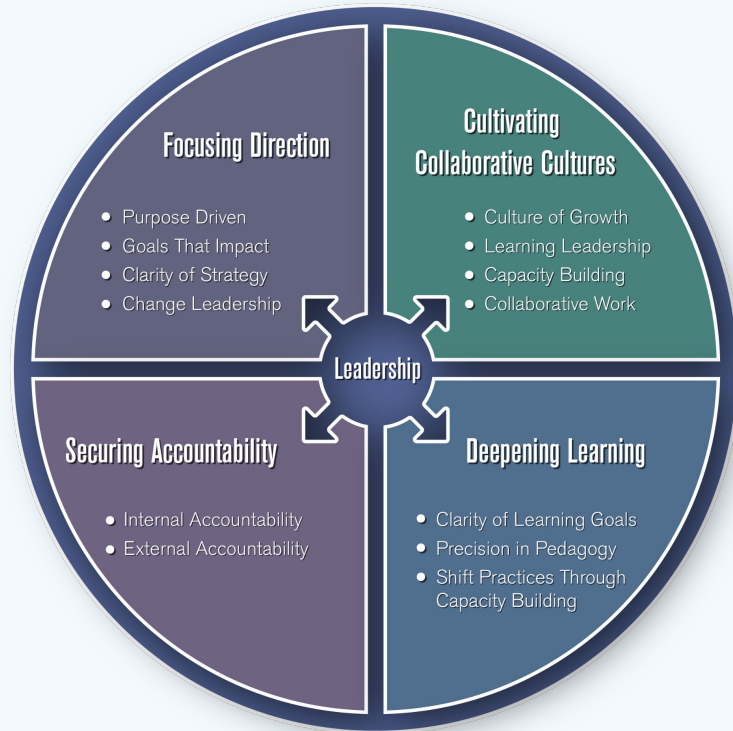
- CBOs
- Tribes
- Post-secondary
- Cities/counties
- Youth correction programs
- Early learning providers



## 2: Accountability means something different to everyone

Educators know accountability as a term used initially in 1980's educational reform that led to No Child Left Behind. They don't translate the term to integrity or excellence, instead they think of high-stakes and shame. The general public see accountability more broadly as being a good steward, being effective, and ensuring results.

### 3: Effectiveness requires coherence



The scholarship and practical applied writings of Michael Fullan have been recognized for over a decade across Oregon and the US as it relates to identifying the “right drivers” for long-term educational success.

If these efforts can continue, Oregon could put a dent in long-pattern of administrative burden and confusion. Oregon has several of these elements now emerging into place - but early progress is often competing with the cacophony of other efforts (refer to insight 1).

## 4: It needs to make sense

**Oregon has design conundrums around the use of standardized tests and the role of Legislature and ODE in systems change relative to local school districts and regional designs.**

We want families to opt out of an test that we also want students to pass to graduate. We want local knowledge and to trust educational professionals but we also want to prescribe and intervene in certain dimensions. We use a different system implementation map for CTE, Integrated Guidance, Regional Educator Networks, STEM Hubs, Early Learning Hubs, and CCO's. It's hard to call for accountability when core features don't seem to align and make sense.

# 5: Accountability is a two-way street



If accountability is synonymous with integrity, transparency, and responsibility, this effort has put a bright light on ways ODE can improve as learning organization.

ODE's employees are talented and sincere. The ways new legislation has been developed, landed, and accelerated over the last decade did not create the conditions for easy operational alignment and needed coordination. This is not a new insight - but the details matter.

ODE's grant consolidation and coordination work has gotten to enough depth and clarity of focus that real traction can be made, if supported.

## 6: Legislative partnership is essential



Oregon Department of Education

Several of you helped initiate the SSA, grant consolidation, and today's conversation. You've consistently asked for updates and reports. Thank you!

















We need your continued deep engagement in this effort to keep momentum.

We need you to understand the accountability ecosystem and ODE's work which can also help us help you in the design of any new programs, legislation, or efforts to bring more focus and coherence to our efforts.



# Current Accountability Elements

## 16 Elements of Accountability - Across Federal and State Programs - Rated Only for Transparency and Access

Community and Focal Student Engagement 	Continuous Improvement and Strategic Planning 	Standards and Division 22 	Accountability Indicators, Metrics, and Longitudinal Performance Growth Targets 
Local Optional Metrics 	Establishing System Requirements 	Statewide Assessment System 	Transparency through Public Access, Input, and Reporting of Data 
Progress Markers, Programmatic Reporting, and Monitoring 	Scaling and Targeting Investments 	Financial Management and Reporting 	School Identification for Improvement 
General Supervision Under IDEA 	Intervention and Corrective Action 	Auditing 	Intensive Intervention* 



# State Programs and Initiatives



# Division 22 Standards: The Big Picture



Oregon Department of Education

- All Oregon administrative rules (OARs) set out in Chapter 581, Division 22, Standards for Public Elementary and Secondary Schools.

Example: 581 - 022 - 0102 Definitions  
Ch. Div. Rule Title

- The standards that the Oregon legislature or the State Board has determined must be met in order to be a standard school district.
- Compliance with these rules ensures a baseline level of service across the state.

# Snapshot: Division 22 Rules

**Division 22  
standards  
include over  
50 rules.**

Required Instructional Time

Human Sexuality Education

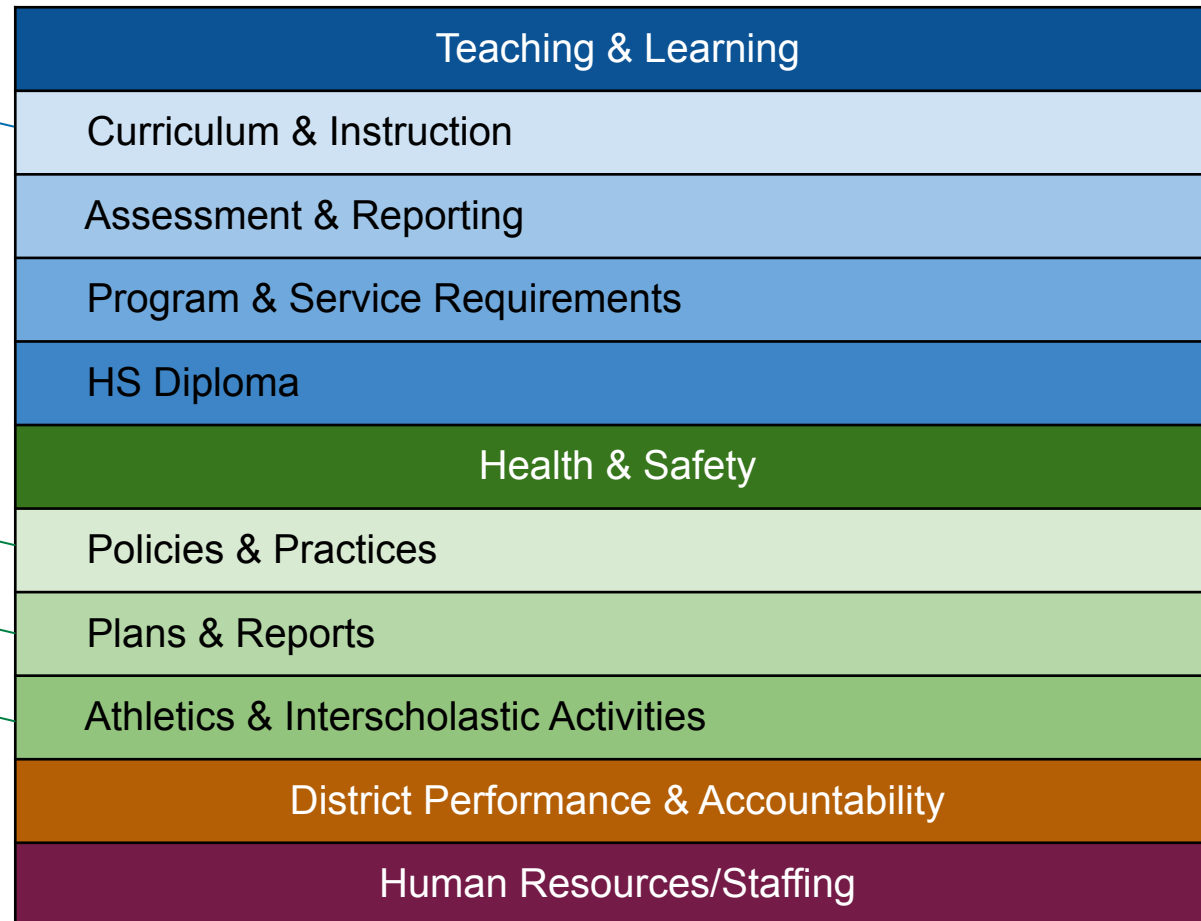
Comprehensive School  
Counseling

Every Student Belongs

Suicide Prevention Plan

Safety of School Sports-  
Concussions

Oregon Department of Education



Administration of State  
Assessments

Identification of TAG  
Students

Credit Options

Complaint Procedures

Fingerprinting based  
background checks

Teacher Training Related  
to Dyslexia

# Division 22 Standards: Accountability

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The Legislature has directed the Superintendent of Public Instruction to enforce the Division 22 Standards through a process that is set out in ORS 327.103.

- All districts are presumed to be in compliance until a deficiency is found.
- Once a deficiency is found, ODE works with the district to get the district back in compliance.
- Deficiencies must be corrected before the beginning of the next school year.
- If a district fails to come back into compliance after an opportunity for corrective action, ODE may withhold a portion of the district's State School Fund monies.

# Assurances Process

## Combined Accountability Model

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System design emphasizes local control and is reliant on professional integrity.

### Local Accountability

Districts must:

- report to their local school board (by Nov 1)
- make a report available on the district website



### State Accountability

- Districts must submit assurances to ODE (by Nov 15)
- ODE reviews all submissions and follows up with districts that have self-reported as being out of compliance



# Strengths: D22 Assurances

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- Comprehensive participation across the state
- Combined accountability model
  - State Department of Education
  - Local School Board
  - Public Complaint Process
- Transparency: Reports posted online for every district; ODE posts summary of data
- Prioritizes support over sanctions
- Corrective action proposed by district and approved by ODE
- Timeline allows for execution of a big lift when needed

# Room to Improve: D22 Assurances

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- Streamline & revise standards for clarity/enforceability
- Shorten timeline for approving corrective action and conducting outreach
- Differentiate corrective action deadlines when more urgency is called for
- Increase awareness and understanding of requirements
- Increase monitoring and intervention by ODE program staff to ensure compliance
- Deepen integration with other ODE programs

# Transparency in Division 22

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- Annual report to local school board - oral presentation at an open public meeting
  - ODE provides a presentation template to support more robust reports
- Community report posted on each district website
  - ODE verifies & [links to reports](#) from ODE website
  - Report template available in 6 languages
- Reports must include an explanation and corrective action plan for any out of compliance rule(s)
- Districts encouraged to include evidence on the report; ODE highlights [exemplars](#) each year
- [Video explanation](#) of the standards, the Assurances process, and how to interpret the report posted on the ODE website
- [Assurances data](#) posted on the ODE Division 22 Website (2018-present)
  - Number of districts reporting out of compliance overall
  - Number of districts reporting out of compliance on each rule
- Orders from D22 complaints since 2018 are posted on the [ODE Complaints & Appeals webpage](#)

# Aligning for Student Success

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ODE has operationally integrated **six aligned programs and district responsibilities:**

- High School Success (HSS)
- Student Investment Account (SIA)
- Continuous Improvement Planning (CIP)
- Career and Technical Education - Perkins V (CTE)
- Every Day Matters (EDM)
- Early Indicator and Intervention Systems (EIS)

**Guidance released February 8, 2022.**

**Applications submitted March 1 - 31, 2023.**



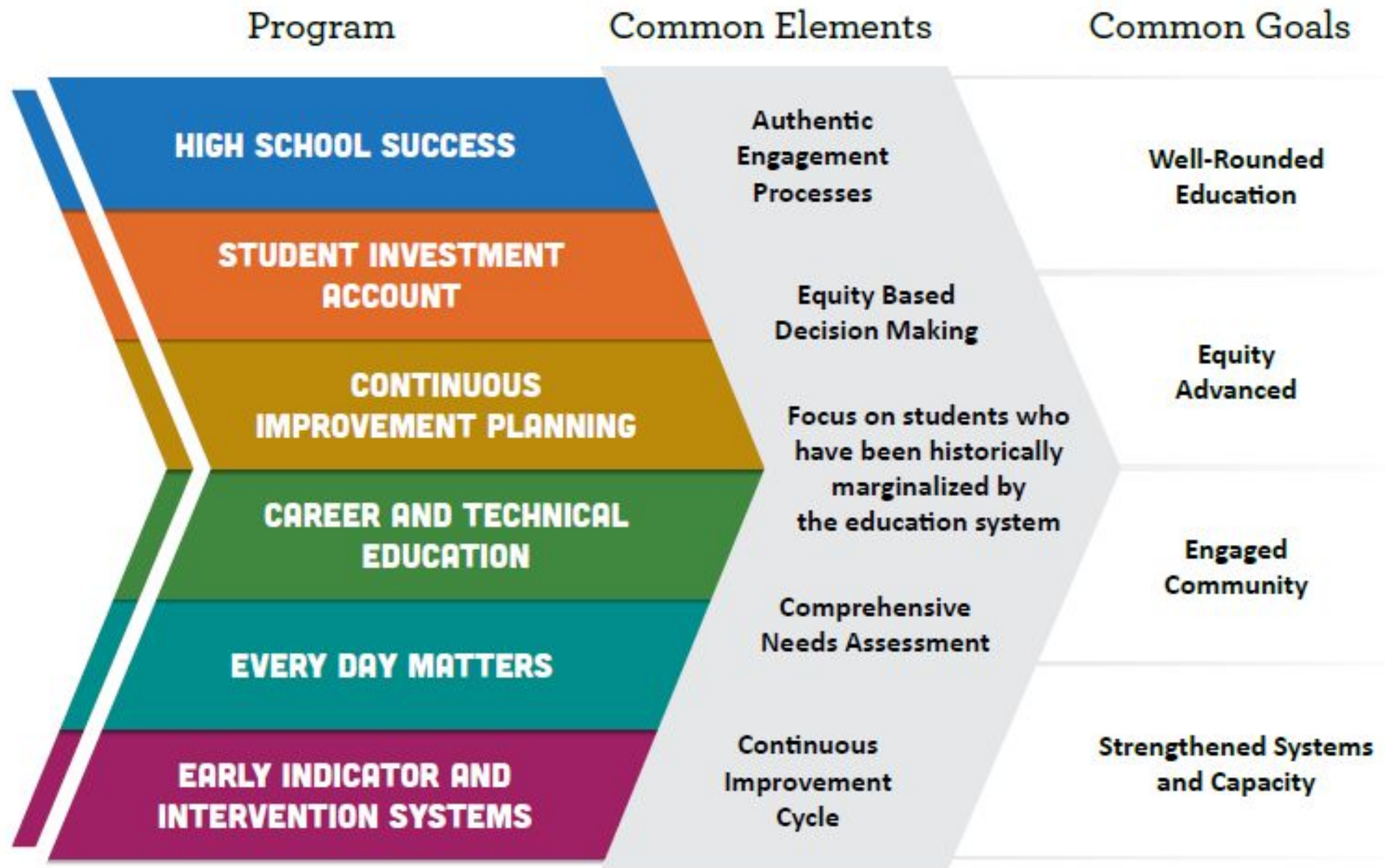


# Focusing on What Matters Most



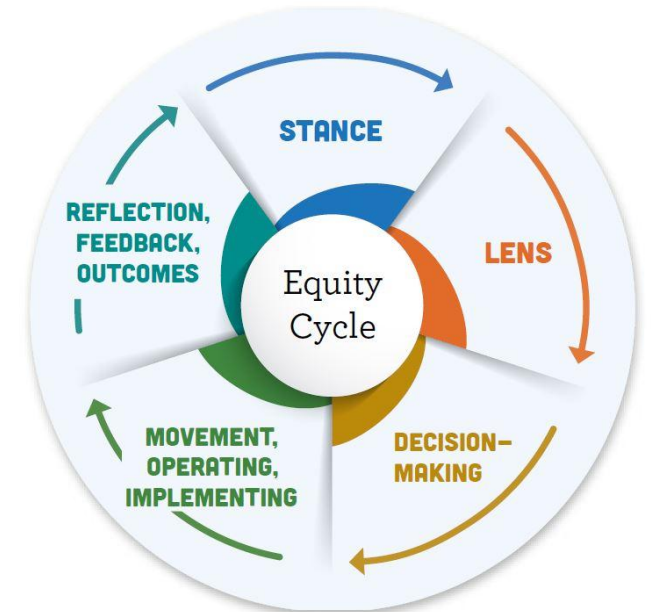
## We want to Improve Outcomes & Learning Conditions

- Aligning the programs at the state level creates the opportunity and responsibility at the local level for schools and districts to focus on planning and integrating these programs and their funding streams in ways that improve the well-being, health, climate, quality of instruction, and outcomes for each and every student in Oregon with dedicated attention to focal student groups.



# Strategic and Continuous Improvement Planning

- Use of an Equity Lens
- Community Engagement
- Tribal Consultation
- Comprehensive Needs Assessment
- Consideration of the Quality Education Model (QEM)
- Reviewing and Using Regional CTE Consortia Inputs
- Further Examination of Potential Impact on Focal Students tied to Planning Decisions
- Development of a four-year plan with clear Outcomes, Strategies, and Activities





## Accountability in the Student Investment Account *50% of the Student Success Act*



Oregon Department of Education

### **Accountable to:**

**Community:** School districts must conduct authentic and ongoing community engagement when developing their SIA plans

**School Boards:** School Boards must approve SIA plans in a public meeting prior to submission to ODE

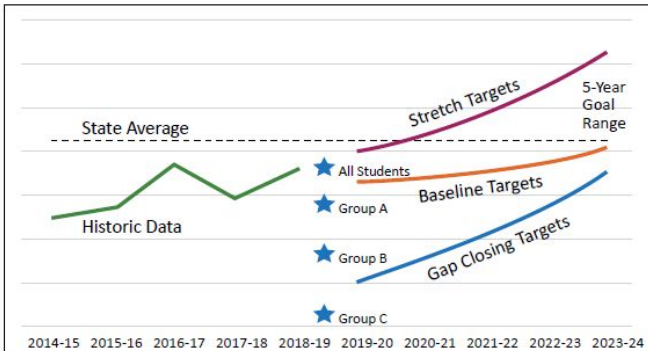
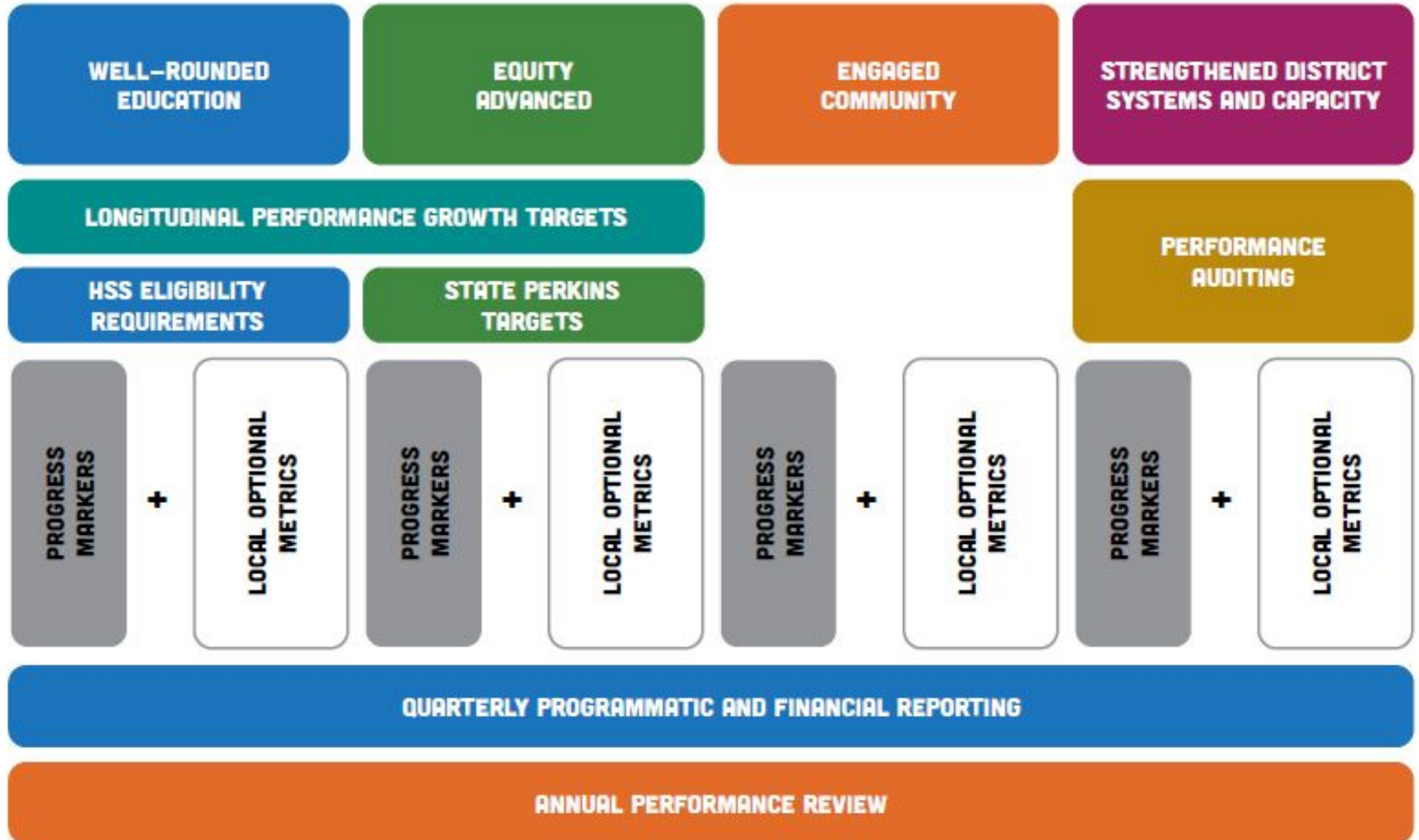
**Legislature/Policymakers:** ODE is required to review & monitor district implementation, and provide coaching and intervention when goals are not met

**Public:** ODE must track districts' short & long term progress on student outcomes: *3rd grade reading, attendance, 9th grade on track, and graduation rates*

# SUMMARY OF PERFORMANCE MEASURES

There are seven distinct performance measures and processes used in the monitoring and evaluation process for implementation under this integrated guidance:

1. Longitudinal Performance Growth Targets (LPGTs)
2. High School Success Eligibility Requirements
3. State CTE Perkins Performance Targets
4. Progress Markers
5. Local Optional Metrics
6. Quarterly and Financial Reporting
7. Annual Reporting
8. Auditing (SIA funds only)
9. Performance Reviews



# Longitudinal Performance Growth Targets (LPGTs)



ODE shall collaborate with the grant recipient to develop applicable Longitudinal Performance Growth Targets, based on:

- Data available for longitudinal analysis;
- Guidance established by the department; and
- Use the following applicable metrics for the overall population and disaggregated:
  - **Third-grade reading proficiency rates measured by ELA**
  - **Ninth-grade on-track rates**
  - **Regular attendance rates**
  - **Four-year or on-time graduation rates**
  - **Five-year completion rates**
  - Other local metrics may be used to develop applicable performance growth targets.



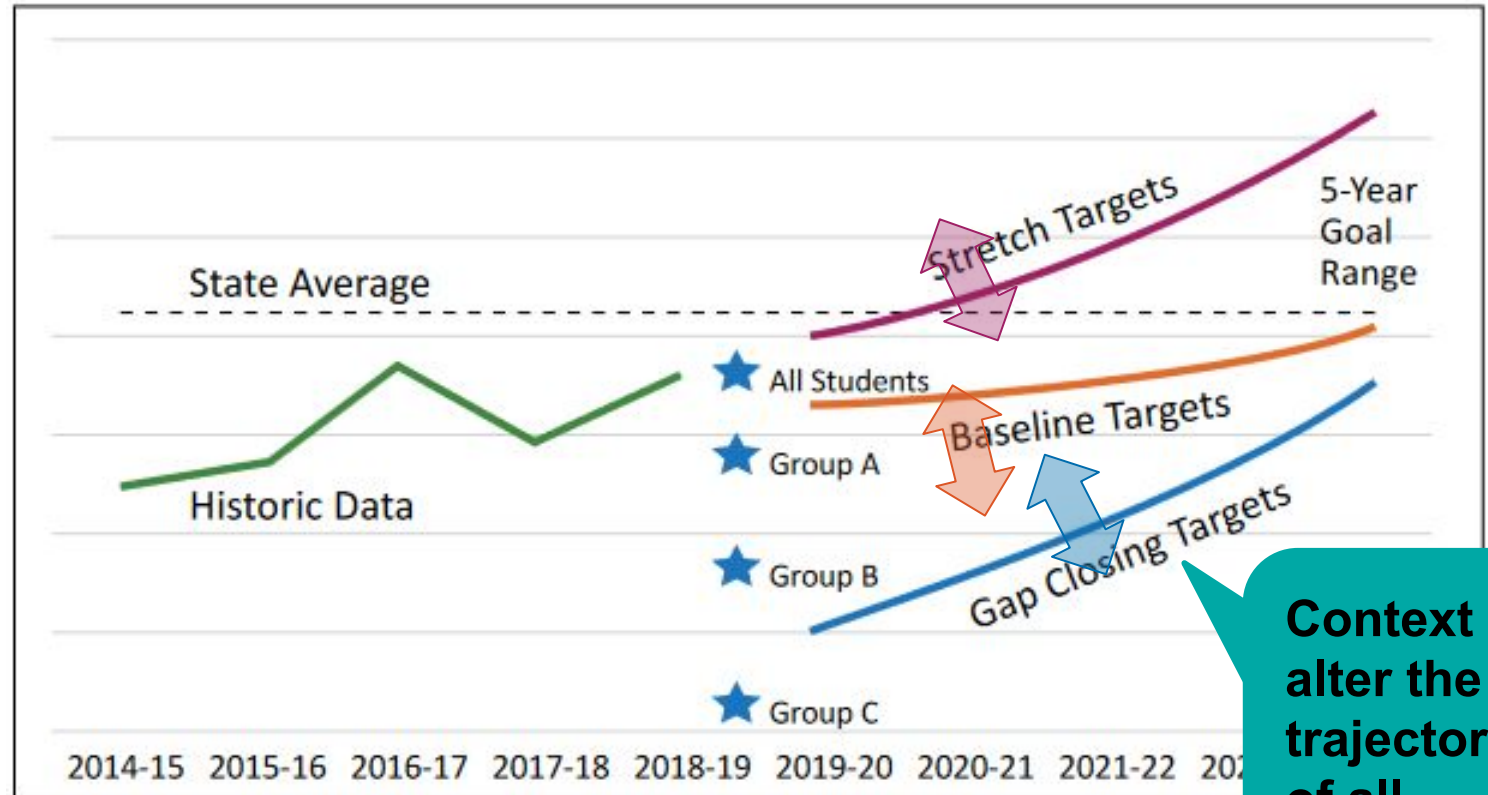
Referred to as  
"5 Common Metrics"



# Types of Targets

For the five common metrics, three types of targets need to be set:

- **Baseline Targets:** The minimum expectations for progress
- **Stretch Targets:** An ambitious achievement target that is realistic and represents significant improvement in either raising academic achievement or reducing academic disparities
- **Gap Closing Targets:** A target set to monitor the reduction of academic disparities between students, especially focal student groups

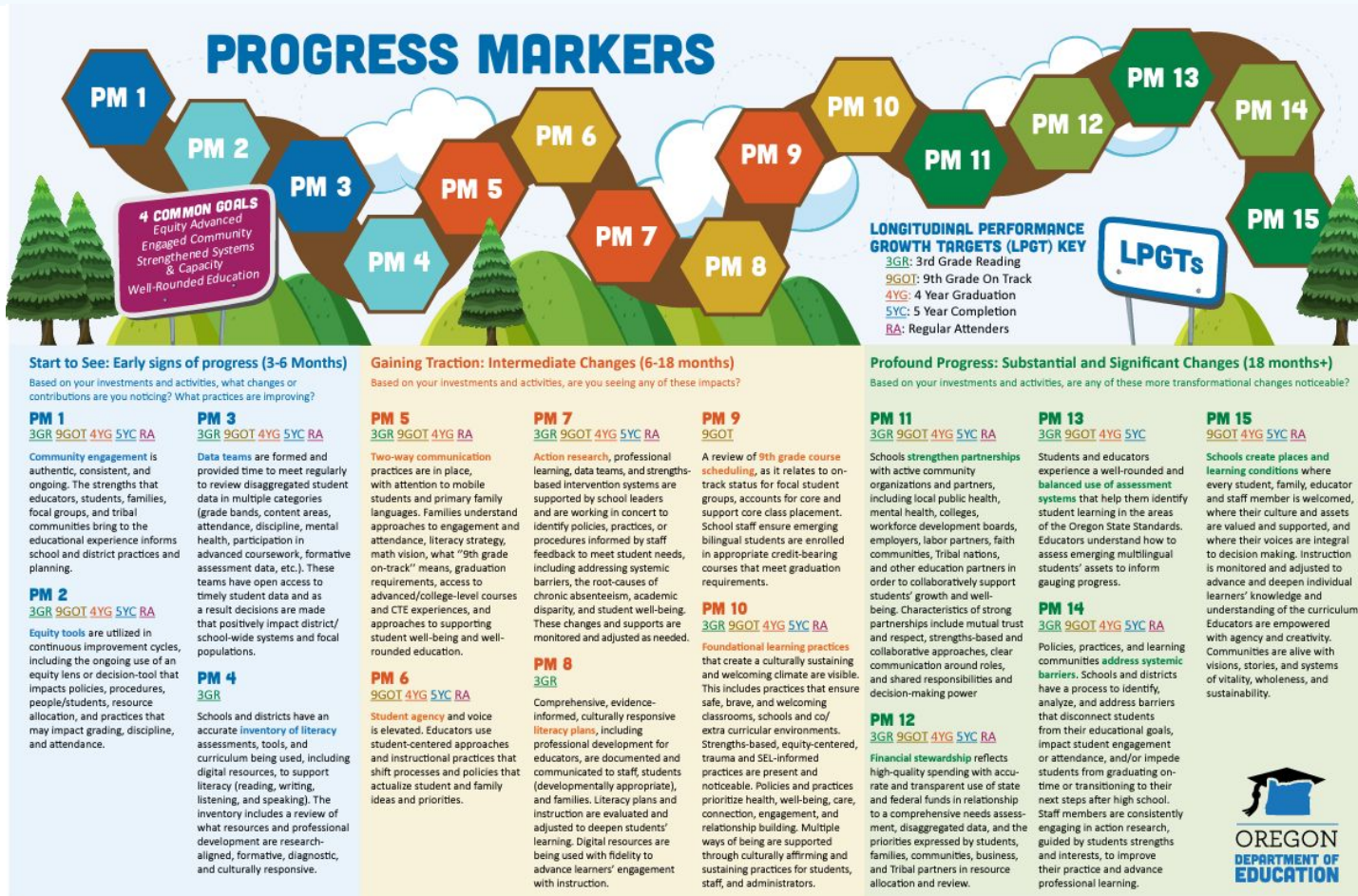


# Example of LPGTs

Metric	Target Type	2015-16 Actual	2016-17 Actual	2017-18 Actual	2018-19 Actual	2019-20 Actual	2020-21 Actual	2021-22 Actual	5 Year Average	5 Year Trend	Meets Minimum Size	2023-24 Target	2024-25 Target	2025-26 Target	2026-27 Target	2027-28 Target
<b>Four Year Cohort Graduation</b>																
Four Year Cohort Graduation	Baseline Target: All Students			86.40%	85.56%	89.30%	88.38%	89.06%	87.80%	0.80%	TRUE	89.40%	89.55%	89.70%	89.85%	90.00%
Four Year Cohort Graduation	Stretch Target: All Students										TRUE	90.40%	91.05%	91.70%	92.35%	93.00%
Four Year Cohort Graduation	Gap-Closing Target: All Focal Group Students			80.61%	80.35%	85.52%	84.17%	85.45%	83.30%	1.40%	TRUE	87.50%	88.40%	89.40%	90.40%	91.40%
<b>Five Year Cohort Completion</b>																
Five Year Cohort Completion	Baseline Target: All Students			92.04%	92.75%	91.72%	92.29%	92.70%	92.30%	0.10%	TRUE	93.00%	93.15%	93.30%	93.45%	93.60%
Five Year Cohort Completion	Stretch Target: All Students										TRUE	93.80%	94.30%	94.80%	>95%	>95%
Five Year Cohort Completion	Gap-Closing Target: All Focal Group Students			88.47%	89.19%	88.43%	89.48%	89.71%	89.10%	0.30%	TRUE	91.30%	92.10%	92.90%	93.70%	94.50%
<b>9th Grade On-Track</b>																
9th Grade On-Track	Baseline Target: All Students		87.27%	86.36%	89.03%		80.40%	88.98%	86.40%	-0.30%	TRUE	89.20%	89.40%	89.60%	89.80%	90.00%
9th Grade On-Track	Stretch Target: All Students										TRUE	89.70%	90.40%	91.10%	91.80%	92.50%
9th Grade On-Track	Gap-Closing Target: All Focal Group Students		81.92%	81.06%	85.20%		75.59%	85.89%	81.90%	0.20%	TRUE	86.90%	88.00%	89.00%	90.10%	91.20%
<b>3rd Grade ELA Proficiency</b>																
3rd Grade ELA Proficiency	Baseline Target: All Students	61.99%	59.24%	63.03%	62.19%			53.65%	60.18%	-1.37%	TRUE	54.80%	56.00%	57.80%	60.20%	63.20%
3rd Grade ELA Proficiency	Stretch Target: All Students										TRUE	55.20%	57.70%	61.50%	66.50%	73.50%
3rd Grade ELA Proficiency	Gap-Closing Target: All Focal Group Students	50.50%	45.95%	50.27%	50.25%			45.82%	48.59%	-0.51%	TRUE	48.80%	51.80%	56.30%	62.20%	69.60%
<b>Regular Attenders</b>																
Regular Attenders	Baseline Target: All Students		85.30%	84.50%	82.77%		84.27%	72.51%	81.94%	-2.58%	TRUE	74.90%	77.30%	79.70%	80.80%	81.90%
Regular Attenders	Stretch Target: All Students										TRUE	75.70%	78.90%	82.10%	83.70%	85.30%
Regular Attenders	Gap-Closing Target: All Focal Group Students		80.15%	72.31%	68.89%		70.68%	50.05%	69.47%	-6.18%	TRUE	56.50%	62.90%	69.30%	72.50%	75.70%



# What are Progress Markers?



**Progress Markers** are sets of indicators, potential milestones, that identify the kinds of changes towards the outcomes expected and desired in action, attitude, practice, or policies over the next four years that can help lead applicants to reaching Longitudinal Performance Growth Targets and the four common goals.

# Examples of LOMs districts are sharing (not final)

- Annual student growth rate of SEL in the area of student growth mindset & self-efficacy as measured by the Panorama Student Survey
  - *example of tending to domains of Student Mental & Behavioral Health*
- 9th grade on track with focus on Emergent Bilingual Students
  - *example attending to specific focal student group*
- Decrease Suspensions and Expulsion (tied to district strategic plan)
  - *example of systems level shift in outcomes*
- 3rd grade Math Proficiency (data from OR annual assessment)
  - *example of annual measurement*
- 6th grade Math Growth for Students Experiencing Disabilities (from 5th to 6th grade)
  - *example of meaningful indicator of progress*
- MAPS growth percentiles in all content areas, all grade levels, all languages
  - *example that is broadly representative*

# Integrated Plan Reporting

- Progress Reports
  - Comprised of programmatic and financial reporting
- Annual Reporting
  - Encompasses progress reporting for the fourth period and a set of questions that will be added to the reporting dashboard
- Annual Municipal Audit
  - Grant recipients are required by statute to complete a financial audit annually in accordance with the Municipal Audit Law

# High School Success Corrective Action

**Recipients must demonstrate the implementation of systems and processes to:**

1. Review data and support students towards graduation
2. Address chronic absenteeism
3. Assign students to advanced courses without bias
4. Ensure students are taking courses required for on-time graduation



**Corrective Action Process:**

- Multiple reviews with every HS in the state
- 40 recipients identified as still not meeting eligibility in early 2022
- \$1.3 million total in directed funds, plus technical assistance by ODE
- EII staff has partnered with ESDs to work alongside district and school leadership and staff to guide implementation of corrective actions to ensure sustainability of systems of support are in place for years to come

Reference: [Assessing HSS Eligibility Requirements](#)



# Federal Accountability Programs



# Every Student Succeeds Act (ESSA)

Requires states to identify schools for additional supports that have low overall outcomes/graduation rates or significant outcome gaps.

- Comprehensive Support and Improvement (CSI)
  - Title 1 schools with low outcomes for the school as a whole
  - All high schools with graduation rates below 67%
  - Identified once every three years; most recently in 2022
- Targeted Support and Improvement (TSI):
  - All schools with low outcomes for one or more student groups
  - Districts review school improvement plans
  - Identified annually

# Every Student Succeeds Act

Measures used to identify schools are disaggregated data on:

- Regular Attenders
- ELA and Math Proficiency
- ELA and Math Growth (*Elem/Middle only*)
- English Learner Progress toward proficiency
- 9th Grade On-Track (*High/Combined only*)
- 4-year Graduation (*High/Combined only*)
- 5-year Completion (*High/Combined only*)

# Every Student Succeeds Act

School Identification counts are as follows:

Support Level	Title 1 Status	Current Counts (2022-23 data)
Comprehensive	Yes	26
	No	30
Targeted	Yes	153
	No	158
Not Identified	Yes	368
	No	528



# Additional Accountability Programs

Most state funded programs have some degree of accountability. Additional accountability includes:

- HB 3499 English Learner School & District Improvement Program
- IDEA: State Performance Plan (SPP)/Annual Performance Report (APR) and Systems Performance Review & Improvement (SPR&I)
- Federal CTE (Carl Perkins) Performance Indicators
- ESSA Title III English Learner accountability

# Moving Into the Horizon

ODE is formalizing the work to launch an advisory process that is responsive to HB 2656. We will focus on clarity of purpose and operational integrity.

This work will allow our state not just to have a conversation about accountability but to consider changes and a framework that could increase focus and provide the support schools and districts need.

We must continue to work together to further increase effectiveness and coherence in order to have the credibility and alignment needed to see shared accountability.

# Questions

