

# Key Issues Facing the State Board of Education

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LEGISLATIVE ANALYST'S OFFICE

Presented To:  
Senate Rules Committee

February 2, 2005





## State-Level Governance of K-12 Continues To Send Mixed Messages to Schools

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Current governance structure creates ambiguity about who is in charge of K-12 education policy.

- ***State Board of Education (SBE).*** Appointed by Governor and confirmed by the Senate. Statute and court precedent place SBE as policy setting agency.
- ***Superintendent of Public Instruction.*** Independently elected. Executive responsible for carrying out board's policies.
- ***Governor and Secretary of Education.*** Generally controls the policy and budget priorities for K-12 education.
- ***Legislature.*** Appropriates funding and sets policy agenda.



Several recommendation to address governance problems have been made including those by the K-12 Master Plan Committee, the California Constitutional Revision Commission, and LAO recommendations.



## Major Features of the State Public Schools Accountability Act

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- ✓ **Academic Performance Index (API)**
  - Ranks schools in deciles 1 through 10 based on results from student assessments.
- ✓ **Governor's Performance Awards**
  - Provides rewards to schools that improve their API scores annually (if funded in the budget).
- ✓ **Intervention Programs**
  - Immediate Intervention for Underperforming Schools Program (II/USP) for schools in deciles 1 through 5 not meeting API targets.
  - High Priority Schools Grant Program (HPSGP) for lowest-performing schools starting with API decile 1 (added to Public Schools Accountability Act in 2001).
- ✓ **Sanctions**
  - Sanctions schools in II/USP and HPSGP that do not make their API growth targets.
  - Sanctions range from assigning an intervention team to closing the school.

- ☑ State system focuses on growth in overall student achievement from year to year.
- ☑ Interventions targeted at school level.
- ☑ School districts have limited formal role.



## Major Features of No Child Left Behind Accountability Requirements

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### **Adequate Yearly Progress**

- ✓ Requires schools to meet annual objectives so all students reach proficiency by 2013-14.

### **Program Improvement—Intervention and Sanction Programs**

- ✓ **Year 1—School Choice**
  - Provide students with the option to transfer to any other school in the school district and pay the transportation costs.
- ✓ **Year 2—Supplemental Services**
  - Provide students free public/private tutoring.
- ✓ **Year 3—Corrective Action**
  - Replace responsible staff.
  - Implement new curriculum.
  - Significantly decrease management authority at school level.
  - Appoint an external expert to advise school.
  - Extend school day or school year.
  - Restructure internal organization of school.
- ✓ **Years 4 and 5—Restructuring**
  - Reopen school as charter school.
  - Replace most of the school staff.
  - Hire private management company to operate school.
  - Turn the operation over to the State Department of Education.
  - Other major restructuring.



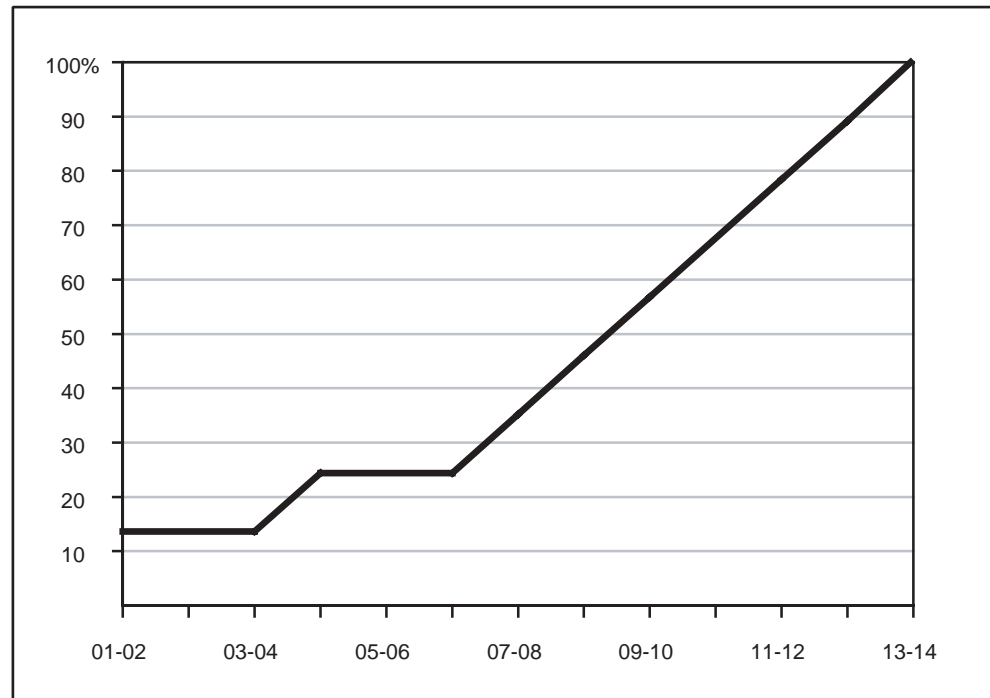
## Summary Information on Federal Program Improvement and State Intervention Programs

Federal Program Improvement Status	Number of Schools
Year 1—School choice	654
Year 2—Supplemental services	499
Year 3—Corrective action	173
Year 4—Restructuring planning	264
Year 5—Restructure	10
<b>Totals</b>	<b>1,600</b>

- ☒ The state is required to assist school districts and is not required to assist failing schools. State passed Chapter 579, Statutes of 2004 (AB 2066, Steinberg), to implement district sanctions.
- ☒ Almost 450 schools are level 3 and above and are required to take serious action to reform schools.
- ☒ Over one-half of these schools are in one of the state intervention programs—the Immediate Intervention for Underperforming Schools Program or the High Priority Schools Grant Program.
- ☒ Most of these schools are in the lower deciles of the state's Academic Performance Index (API). However, there are some schools in deciles 6 through 9 in Program Improvement.
- ☒ Schools face as many as 46 different ways to fail Adequate Yearly Progress (AYP). Meeting the 95 percent test participation rate and subgroup scores are the most common reasons.



## AYP Requirement: Percent Proficient on State's English Language Arts (ELA)



- ☑ For the past three years, a school had to have almost 14 percent of students proficient to meet AYP. This includes 14 percent for each and every subgroup.
- ☑ In 2004-05, the AYP requirement increases from 14 percent to 24 percent of students.



## Key Difference Between AYP and API

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### Federal AYP Criteria Based on Single Achievement Bar

- Measures level of achievement and does not compensate for recent improvements.
- Focuses most of a school's attention on students achieving around the achievement bar. Schools may ignore the needs of students significantly below the bar.
- Over 20 percent of schools started off failing by construction.



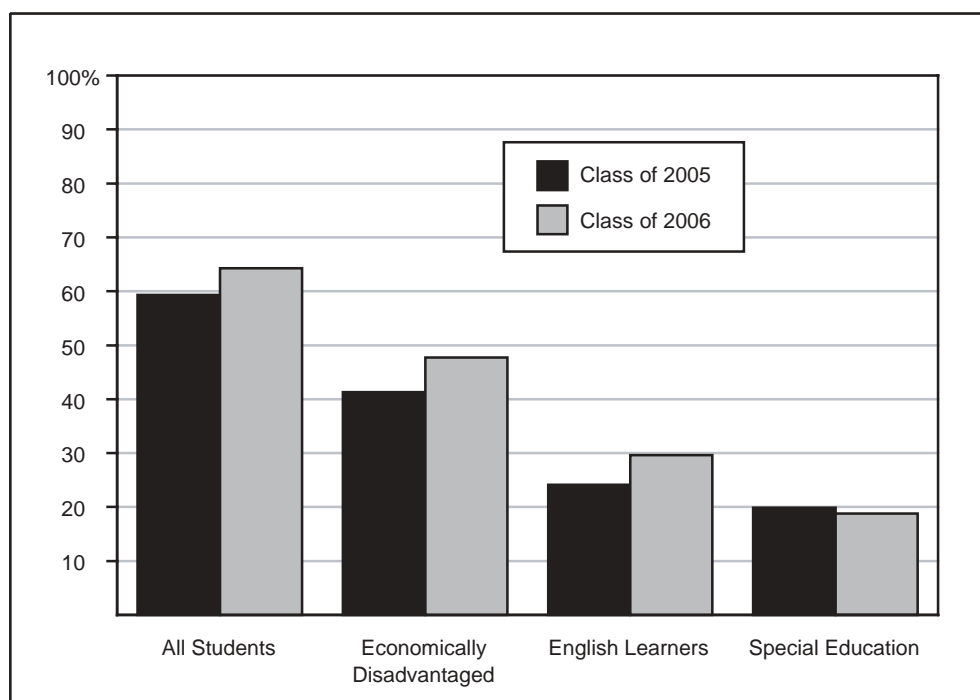
### API Focuses on Both Achievement Levels and Growth

- The state provides interventions to help lower-achieving schools.
- All schools are required to improve.
- Each school has its own target that depends on the prior-year's test scores.
- Schools can increase API scores by helping students at any achievement level improve their performance.



## California High School Exit Exam (CAHSEE)

### *Combined Passing Rates for Classes of 2005 and 2006*



- ☑ These are the results from the tenth grade cohort. Students have numerous additional opportunities to pass the test prior to graduation.
- ☑ Around 72 percent of students pass at least one of the two tests—math and ELA.





## Important Facts on Passing Rates

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- ☑ Mathematics passing rates continued to be closely related to the highest math course taken, from general math (31 percent pass) to advanced math (99 percent pass).
  - Within each course level, CAHSEE passing rates increased from 2005 to 2006, suggesting that students were better prepared to succeed in these courses.
- ☑ Both ELA and math passing rates for English learner students reclassified as fluent English proficient were higher than passing rates for students on general.
- ☑ Despite predictions by principals and teachers, the current CAHSEE requirement has been accompanied by a *decrease* rather than an increase in dropout and retention rates.
- ☑ About 90 percent of the students tested reported that most or all of the topics on the test were covered in courses that they had taken.