

Supplemental Memorandum

To: STATE BOARD MEMBERS

Date: March 11, 2003

From: Camille Maben and Diane Levin

Re: ITEM # 3

Subject NO CHILD LEFT BEHIND

This standing item will allow CDE and SBE staff to brief the board on timely topics related to NCLB. Topics for discussion include the Local Education Plan, a survey of districts' implementation of supplemental services, and the NCLB Accountability Workbook peer review process. Additionally, the Annual Measurable Objectives for English Learners that were originally due with the May submission have been postponed until September. Jan Mayer will update the board on the progress of establishing the Annual Measurable Objectives.

Title III Accountability Issues in No Child Left Behind (NCLB)

This is the first of three papers that identify issues that the SBE must resolve in order to meet the requirements of Title III of NCLB. The SBE's task is to define two annual measurable achievement objectives (AMAOs) for limited-English-proficient (LEP) students. Schools will be held accountable for meeting these standards.

The two AMAOs that need to be defined are:

1. Gains in the percentage of children meeting annual California English Language Development Test (CELDT) growth objectives.
2. Annual increases in the percentage of students attaining English language proficiency as demonstrated by the CELDT.

This paper has five sections: a) a revised timetable for SBE information and action; b) guiding principles that should inform the SBE's deliberations; c) an explanation of how CELDT meets the requirements for Title III; d) a discussion of issues that the SBE must resolve in conjunction with Objective 1; and, e) analyses of CELDT data that will be useful for the SBE in its deliberations.

I. Revision to Timetable

The United States Department of Education informed the Title III State Directors on March 17, that the deadline for the submission of the AMAOs has been moved to September 1, 2003 to coincide with the submission of the English language proficiency baseline data. In addition, the USDE indicated that it would be releasing further guidance in the next few weeks on the AMAOs and the submission of baseline data. In order to meet the new deadline and to give the SBE sufficient time to make the policy decisions about the AMAOs we propose the following timetable.

April Board

- Guiding Principles for the Establishment of AMAOs
- Preliminary Information on Objective 1: Gains in the percentage of children meeting annual CELDT growth objectives
 - Growth metric
 - Differential growth rates depending upon student proficiency level

May Board

- Percentage of schools that would meet Objective 1 given different cut points and growth targets
- Information on Objective 2: Annual increases in the percentage of students attaining English language proficiency.
 - Definition of English language proficiency
 - Percentage of schools that would meet Objective 2 given different cut points and growth targets

June Board

- Decision on Objective 1: Gains in the percentage of children meeting annual CELDT growth objectives
- Decision on Objective 2: Annual increases in the percentage of students attaining English language proficiency

July Board

- English language proficiency baseline data from the 2002 administration of the CELDT for submission to USDE as required by NCLB.

II. Guiding Principles for the Establishment of the AMAOs

- 1) The AMAOs must accurately measure the progress schools have made in increasing the proficiency of their English learners.
- 2) The AMAOs should define rigorous yet achievable objectives.
- 3) Reliable and valid data will be used in the definition of the AMAOs.
- 4) The accountability system should be kept as simple as possible and be understandable to teachers, students and parents.

III. NCLB Requirements for English Language Development Assessment

NCLB requires that each state conduct an annual assessment of the English language proficiency of their LEP students based on the state's English language development standards. California is in a good position to meet these requirements given that the CELDT is based on California's English-Language Development Standards. However, in order to conform to NCLB, a comprehension score will need to be developed, and reading and writing will need to be tested in kindergarten and first grade. Details concerning these modifications to the CELDT will be presented to SBE in June.

IV. Issues Related to Objective 1: Gains in the percentage of children meeting annual CELDT growth objectives

- A. What is the metric that we should use to report gains in the percentage of children meeting CELDT growth objectives?

The choices of scoring metric include scaled scores and proficiency level scores. The four grade level forms of the CELDT were designed to reflect material that is appropriate to each of the grade levels tested. The test publisher has reported that scaled scores on the CELDT are not designed to be used across the different grade level forms. A more appropriate scoring metric for the CELDT is changes in the proficiency level scores. State Board approved the five proficiency levels on the CELDT: beginning, early intermediate, intermediate, early advanced and advanced. The standard setting procedures identified the cut score for each of the proficiency levels. The use of these five proficiency level scores would provide more reliable data for the AMAOs. In addition, educators are used to receiving test score information by proficiency level.

Recommendation: Use changes in proficiency level scores to determine growth.

B. Should the Overall Proficiency Level score or Skill Area scores be used?

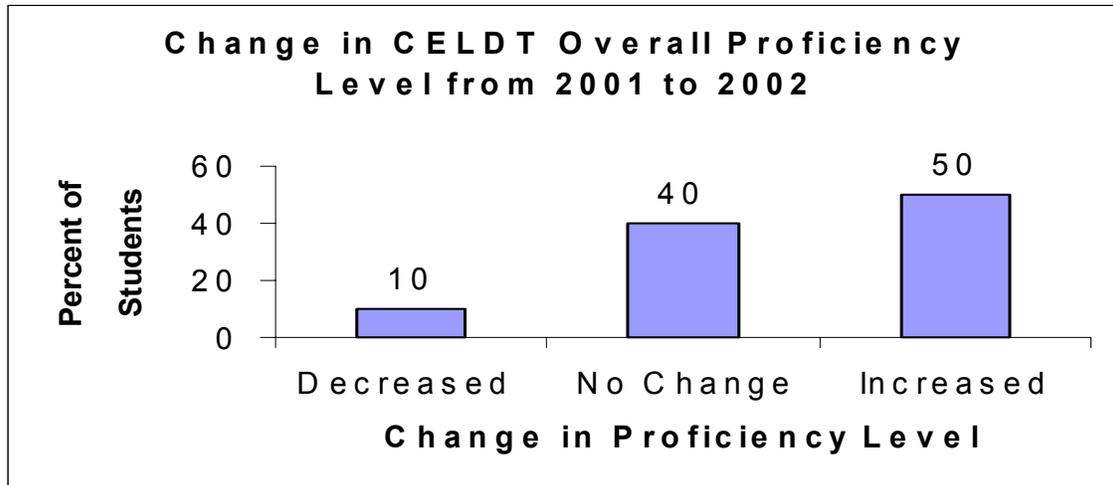
The CELDT currently yields three skill area scores and an overall proficiency score. The skill areas are: listening/speaking (at grades K-12), reading (grades 2-12) and writing (2-12). The Overall Proficiency Level scores, which are a composite of the skill scores, are more reliable and would provide a simpler more understandable accountability objectives.

Recommendation: Use the Overall Proficiency Level scores in the development of the AMAOs.

V. Analysis of 2001 and 2002 CELDT Data

A. Change in overall proficiency level from 2001 to 2002

Initial analysis was performed on 862,004 students who have CELDT Overall Proficiency scores for both 2001 and 2002.¹



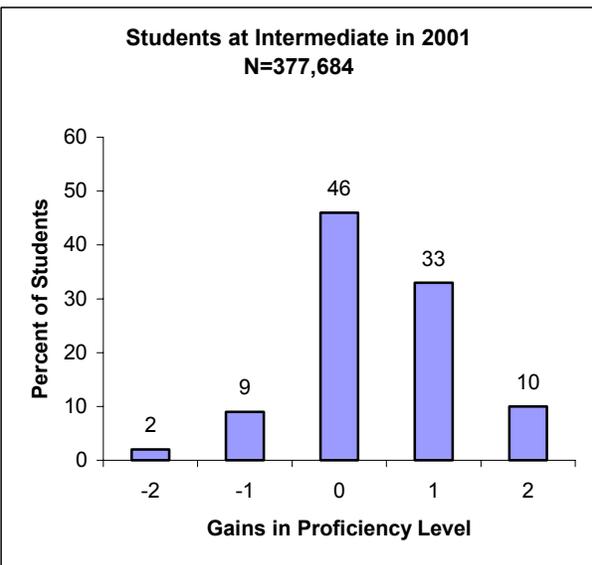
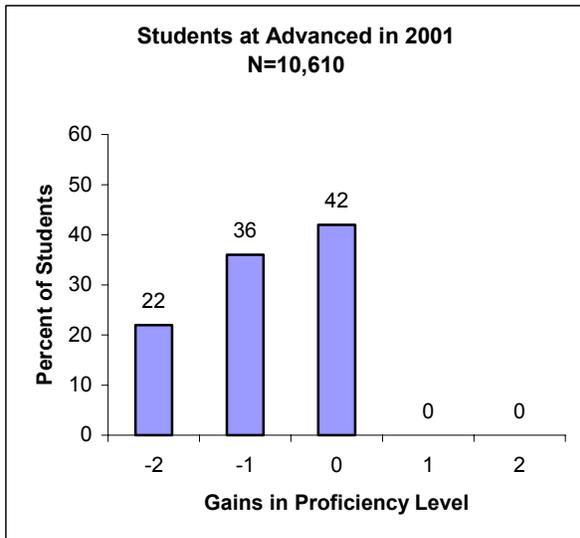
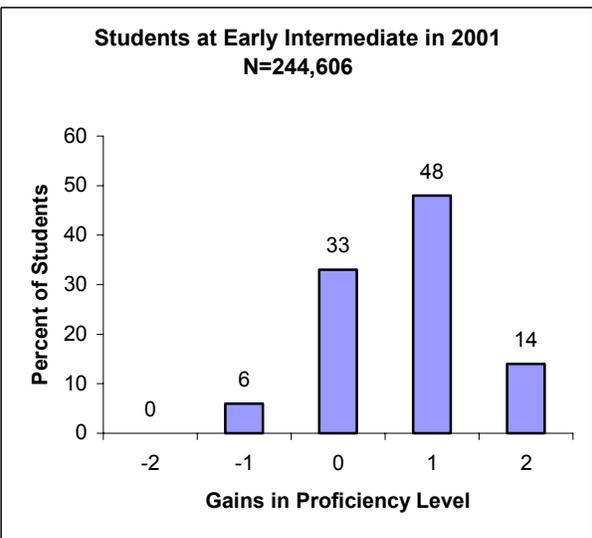
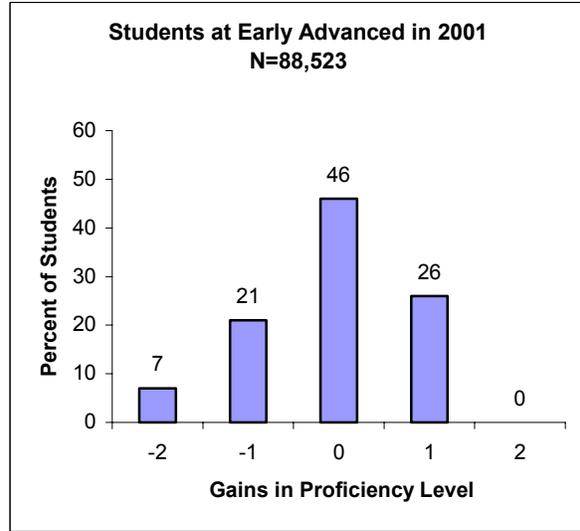
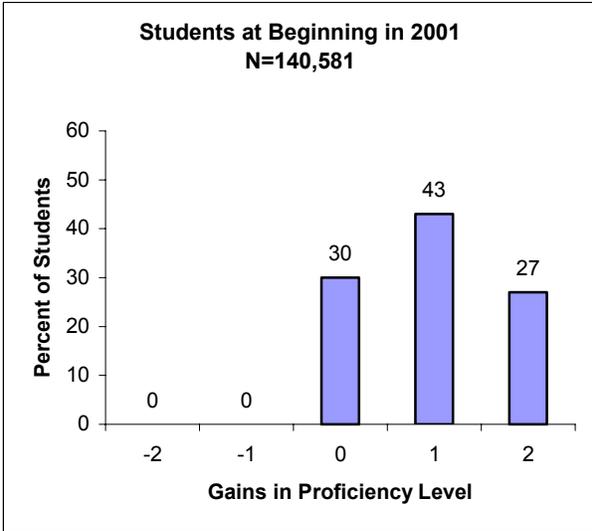
Observations:

- Half of the population with matched CELDT scores increased one or more levels in overall proficiency between 2001-02 to 2002-03.
- The other half either showed no change in overall proficiency (40%) or decreased by one or more levels (10%).

B. Differential growth rates for English Learners (EL) from different language proficiency levels

The tables on the following page show the growth rate for students at each of the five proficiency levels. When examining the tables, it is important to note that the largest percentage of EL is at the Intermediate level (43%) and the smallest percentage is at the Advanced level which contains only 1 percent of students.

¹ This matched-score population excludes students who have been reclassified. It also excludes those students exempted from the Listening/Speaking portion of the Annual test in 2002 and those who did not advance a grade from 2001 to 2002. Students who took the CELDT Initial test in 2001 are included in the sample if they also took the Annual test in 2002.



Observations:

- Students at the two lowest overall proficiency levels in 2001 increase by the greatest proportion, with nearly 70 percent of Beginning students and almost 62 percent of Early Intermediate students increasing by one or more proficiency levels in 2002.
- At the Intermediate level, nearly the same percent of students (46%) stayed at the same level as increased (43%), while 11 percent of them decreased one or more levels in 2002.
- When you get to the Early Advanced and Advanced levels you see the effects of reaching the top of the scoring metric and reclassification. Reclassifying students out of the Early Advanced and Advanced cohorts has the effect of “skimming” the best-performing students from these cohorts, leaving behind those who have not met other reclassification criteria, such as (1) having at least Intermediate proficiency in all CELDT skill areas, and/or (2) meeting the minimum “performance in basic skills” criterion of Basic on the California Standards Test-English/Language Arts.