

Ohio School Report Card Effectiveness Study



**Department of
Education &
Workforce**

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Executive Summary

Ohio Revised Code 3302.038 requires the Department of Education and Workforce (“the Department”) to submit a report regarding the effectiveness of the school district and building report cards by Dec. 31, 2024. The statute requires the Department to study data from the Ohio School Report Cards for the 2021-2022, 2022-2023, and 2023-2024 school years and to recommend any improvements to the report cards. This report details the results of the report card effectiveness study. Highlights of the findings and explanations enclosed in this report include:

- **Explaining Reforms:** An explanation of the report card reforms instituted by the Ohio General Assembly in 2021, which significantly reshaped Ohio’s accountability metrics.
- **Contrasting Trends in Ratings and Proficiency:** Since enactment of report card reforms, the proportion of schools and districts meeting state standards rose significantly, with nearly 90% earning a 3-star rating or higher in 2023-2024. However, statewide proficiency rates in English and math declined compared to 2017-2018, suggesting the need for recalibration.
- **Achievement Component Focus:** The reformed Achievement Component relies solely on Performance Index scores, dropping previous indicators. While ratings improved, the statewide Performance Index average fell from 84.7 (2018-2019) to 81.0 (2023-2024), suggesting a need to recalibrate rating scales for better alignment with student proficiency.
- **Early Literacy Insights:** Two additional measures were added to the Early Literacy Component during report card reform. Recent changes to the third grade reading guarantee have greatly impacted and lessened the value of the promotion rate measure of this component. Most schools and districts earn a score of 100% on the Promotion to 4th Grade measure, thereby not providing meaningful differentiation. In analyzing the impact of adding these measures, it was noted that the grade span of a given building (particularly in K-2 buildings) significantly impacts the rating, indicating a need for rating scales to address differences in building grade configurations.
- **Recommendations:**
 - Adjust Rating Scales: Recalibrate the component scales to better reflect student proficiency levels and educational outcomes.
 - Legislative Changes: Work with the General Assembly on statutory changes to remove the Promotion to 4th Grade measure from the Early Literacy Component and provide the ability to address rating scales for unique building calibrations.
 - Finalize Rules: Finalize the rules to rate the College, Career, Workforce, and Military Readiness (CCWMR) Component.
 - Strengthen Monitoring: Develop a comprehensive framework to ensure continued alignment with fairness, transparency, and growth principles. Provide regular updates to stakeholders to track progress and drive accountability.
 - Review how report card ratings are used to identify schools for additional support and award incentives.

Report Card Reforms Overview

The General Assembly enacted a report card reform package with the passage of House Bill 82 in September 2021, which included revisions to the report card calculations and components. The immediate task of the State Board of Education (SBOE) was to establish cut scores for assigning a rating for each component and an overall rating. One aspect the SBOE had to consider when assigning ratings was the stipulation that no more than half of all districts or schools can earn the same performance rating for any component or the overall rating.¹

To lead this work, the SBOE adopted the following guiding principles for Ohio School Report Cards:

- **Ratings assigned should be a fair, valid, and accurate representation of performance.**
- **The accountability system should be transparent and encourage high expectations for all students, schools, and districts.**
- **The implementation of the new report card ratings should include transition time** for students, schools, and districts to understand the new measures and build toward improvement.
- The transition time is meant to maintain stability by keeping the same, or similar, cut scores as the previous system and then **appropriately transition to higher expectations for all students. Ohio should expect all students to reach proficiency or higher.**
- The proposal should **reflect the general expectations set forth by stakeholders** in the report card reform discussions (while recognizing that not all stakeholders will agree on all details).
- The accountability system and Ohio School Report Cards should **emphasize growth and improvement.**

Although the SBOE is no longer responsible for the report card administrative rules, the Department has used these guiding principles as a base to analyze the Ohio School Report Cards within this effectiveness study. The following sections of this report provide an overview of the report card reforms for each component as they relate to the guiding principles of reform.

Note that within this report, the term “school” or “school report card” is used to refer to the Ohio School Report Cards reflecting the performance of **individual school buildings**. This includes traditional public schools, as well as community schools. Likewise, the term “district” or “district report card” is used to refer to the Ohio School Report Cards reflecting the performance of **public school districts**.

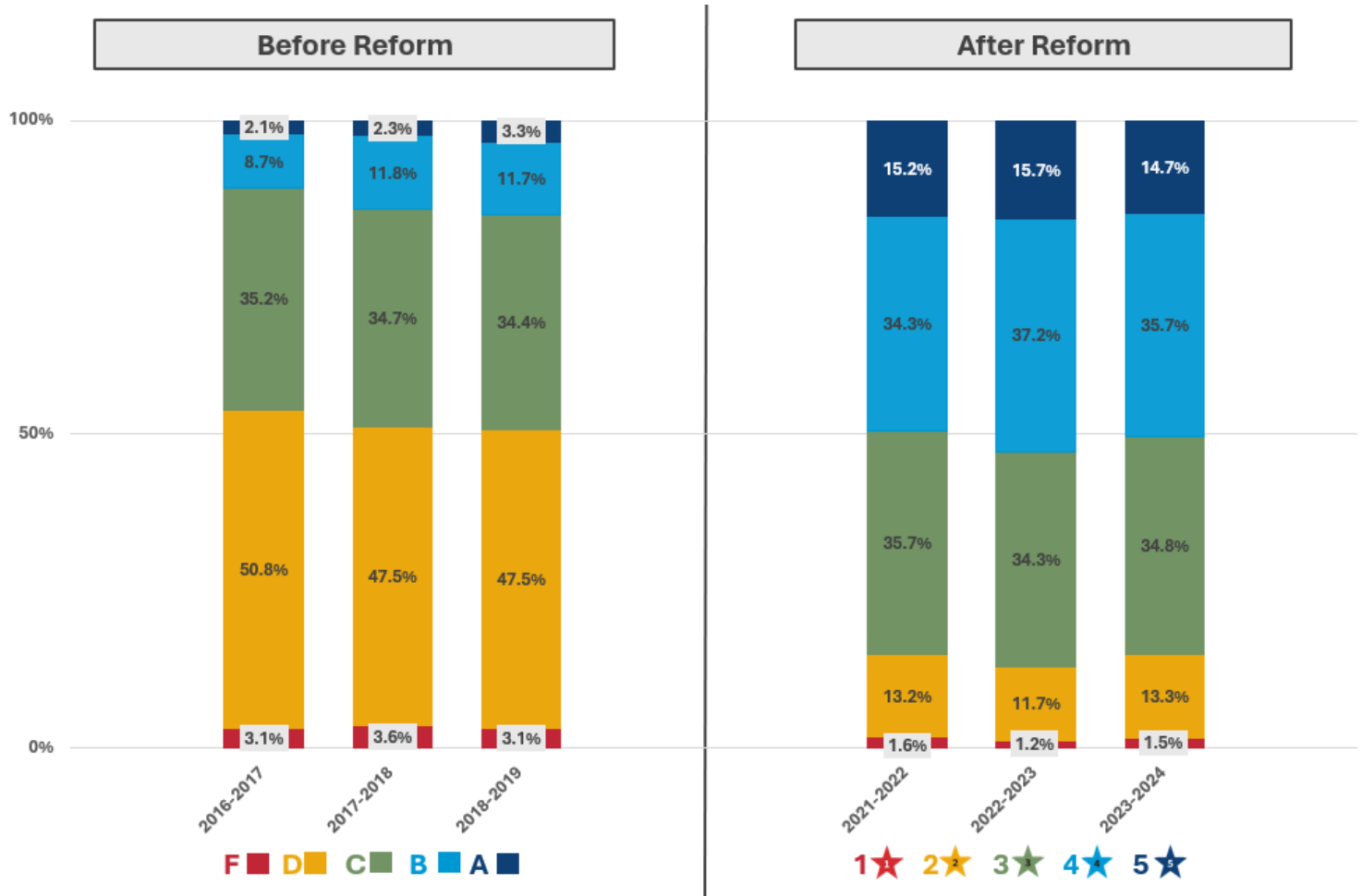
¹ The College, Career, Workforce, and Military Readiness Component is exempt from the statutory requirement (in ORC 3302.03(D)(4)(b)) that no more than half of all districts or schools can earn the same performance rating.

ACHIEVEMENT COMPONENT

The Achievement Component measures student academic achievement using the levels of performance on Ohio's State Tests. Points are awarded based on performance levels, with higher levels earning more points.

Achievement Component: Summary of Differences		
	2018-2021*	2022-Present
Rating system	A-F Grade	1-5 Star Rating
Business rules	<p>The Performance Index score contributed 75% and Indicators Met contributed 25% to the Achievement Component grade.</p> <p>Performance Index: The index score was divided by the maximum possible score. The maximum Performance Index was 120.</p> <p>Indicators Met: Up to 26 indicators included test-based targets, chronic absenteeism, gifted indicator, and end-of-course exam improvement indicator.</p> <p>Tests included: English language arts (ELA), math, and science tests for grades 3-8; ELA and math tests for high school.</p> <p><i>*No component grades were issued in 2019-2020 or 2020-2021 due to the COVID-19 pandemic.</i></p>	<p>The Performance Index score contributes 100% to the Achievement Component rating.</p> <p>Performance Index: The index score is divided by the maximum possible score. Each year, the maximum possible score is determined by the average of the highest 2% Performance Index scores in the state.</p> <p>Performance Indicators: Test-based indicators are report only and contribute 0% to the Achievement Component rating.</p> <p>Tests included: ELA, math, science, and social studies tests for all applicable grades.</p>

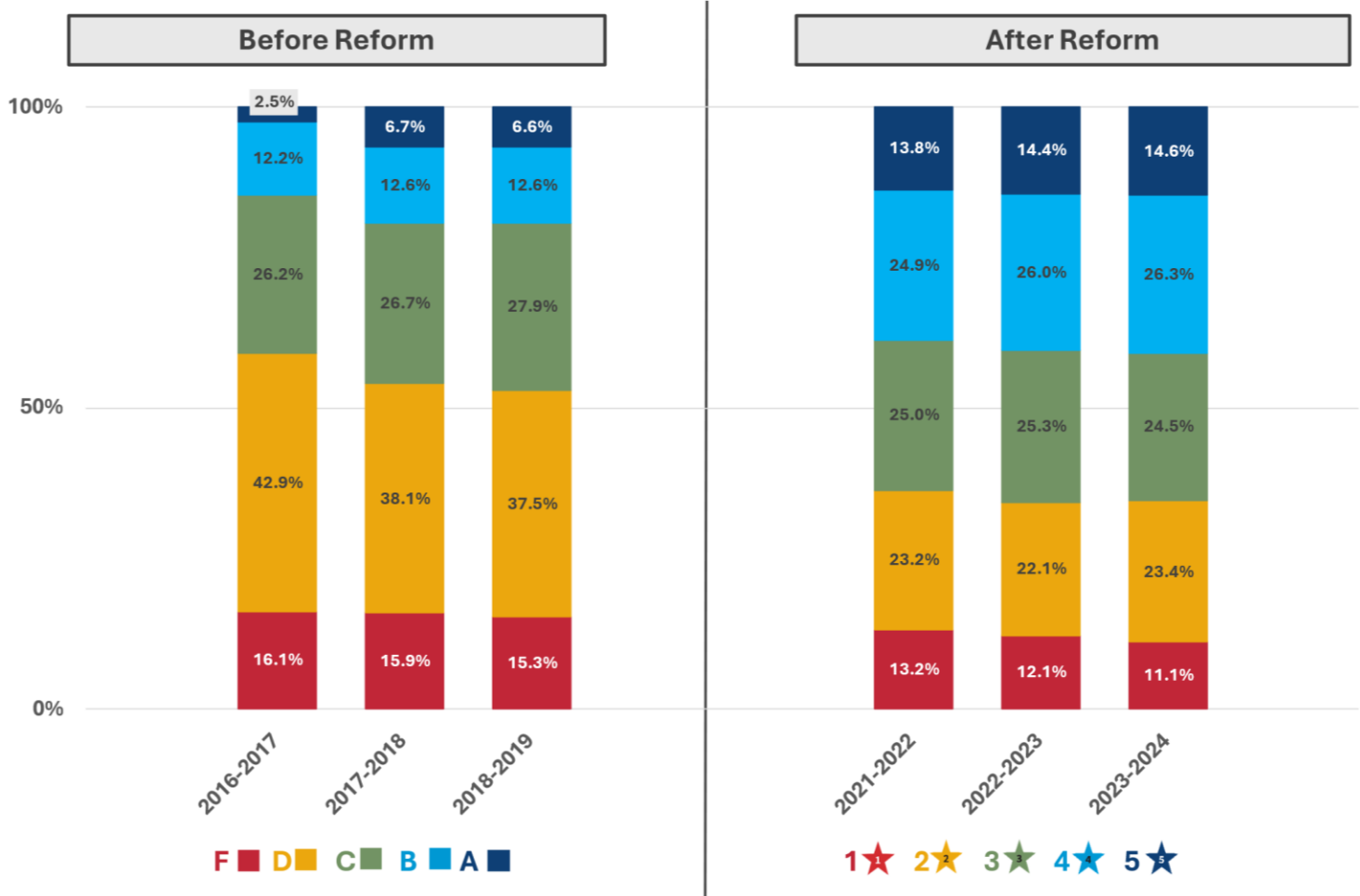
DISTRICT-LEVEL ACHIEVEMENT COMPONENT RATING DISTRIBUTION



The Performance Index measures the test results of every student, not just those who score proficient or higher. Schools and districts receive points on the index for every student who takes a test. The higher the performance level on the state tests, the more points awarded toward the index score. Prior to the reform, a district’s Performance Index score was calculated by dividing a district’s Performance Index by the set maximum Performance Index of 120. Since the report card reform, the Performance Index score is derived by dividing a district’s Performance Index by the average of the highest 2% district Performance Index scores in the state. The maximum district Performance Index score has increased every year since the reform, from 107.254 in 2021-2022, to 108.791 in 2022-2023, to 109.3 in 2023-2024. This continues to fall below the previous maximum Performance Index of 120.

In 2018-2019, almost 50% of districts were rated at a C or higher, whereas in 2023-2024, 86.2% of districts had a 3-star rating or higher. Despite many more districts meeting or exceeding state standards in achievement, the average state Performance Index score in 2018-2019 was almost four Performance Index points greater than in 2023-2024 (84.7 in 2018-2019 versus 81.0 in 2023-2024).

SCHOOL-LEVEL ACHIEVEMENT COMPONENT RATING DISTRIBUTION



In 2016-2017, 4.7% of schools were not rated on the Achievement Component. While the indicators were part of the component, they were based solely on state test performance. Therefore, during the 2016-2017 school year, school buildings that did not include at least one of the tested grades (e.g., K-2 schools) were not rated on the Achievement Component. In 2018, the chronic absenteeism indicator and end-of-course improvement indicator were added into the performance indicators. This allowed 100% of schools to have an Achievement Component rating. Beginning in 2021-2022, the performance indicators were eliminated from the Achievement Component rating, meaning the rating again relies on the performance of state tests. As seen in the table below, just over 5% of schools are not rated in achievement. Most of these are K-2 schools.

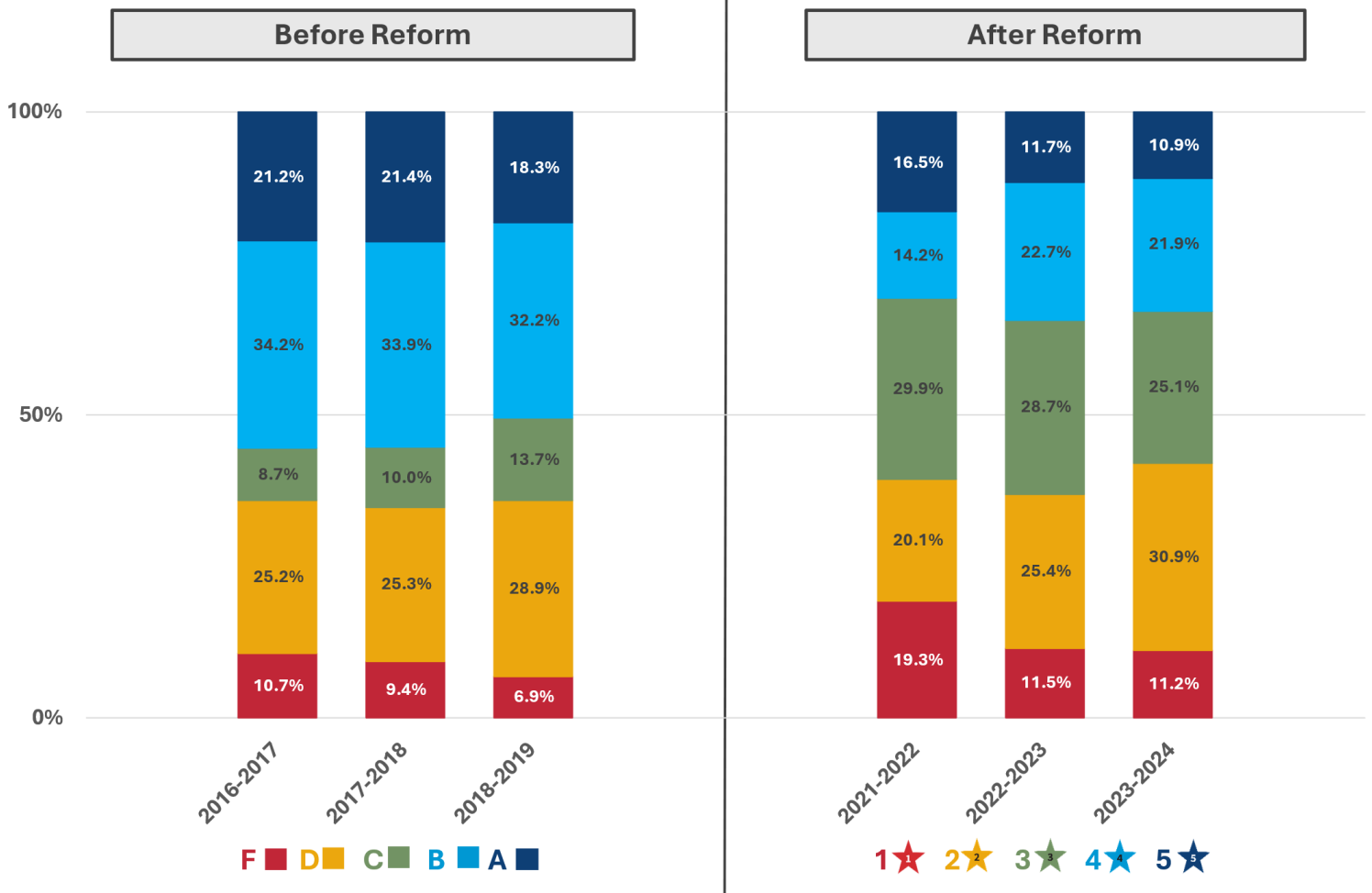
Percent of Schools Not Rated in Achievement		
2021-2022	2022-2023	2023-2024
5.2%	5.1%	5.2%

PROGRESS COMPONENT

The Progress Component evaluates the academic progress of students relative to the expected growth on Ohio's State Tests.

Progress Component: Summary of Differences		
	2016-2021*	2022-Present
Rating system	A-F Grade	1-5 Star Rating
Business rules	<p>The Progress Component grade consisted of a weighted average of four value-added letter grades:</p> <ul style="list-style-type: none"> • All Students value-added (55%) • Gifted value-added (15%) • Students with Disabilities value-added (15%) • Lowest 20% Achievement value-added (15%) <p>Grades were based on growth index with the following scale:</p> <p>A: Greater than or equal to +2</p> <p>B: Greater than or equal to +1 but less than +2</p> <p>C: Greater than or equal to -1 but less than +1</p> <p>D: Greater than or equal to -2 but less than -1</p> <p>F: Less than -2</p> <p><i>*No component grades were issued in 2019-2020 or 2020-2021 due to the COVID-19 pandemic.</i></p>	<p>All students comprise 100% of the Progress Component for a district or school.</p> <p>The rating consists of a two-step approach. First, a growth index is calculated to determine if there is statistical certainty that the growth measure is above or below the expectation of growth. The second step uses effect size to determine whether the growth measure is above or below the growth expectation by a certain magnitude.</p> <p>To account for differences in population sizes, there are different scales for districts and schools:</p> <p>5 stars: Growth index of at least +2 and effect size of at least +0.1 (districts) or at least +0.2 (schools)</p> <p>4 stars: Growth index of at least +2 and effect size of less than +0.1 (districts) or less than +0.2 (schools)</p> <p>3 stars: Growth index greater than or equal to -2 but less than +2</p> <p>2 stars: Growth index less than -2 and effect size of at least -0.1 (districts) or at least -0.2 (schools)</p> <p>1 star: Growth index less than -2 and effect size of less than -0.1 (districts) or less than -0.2 (schools)</p>

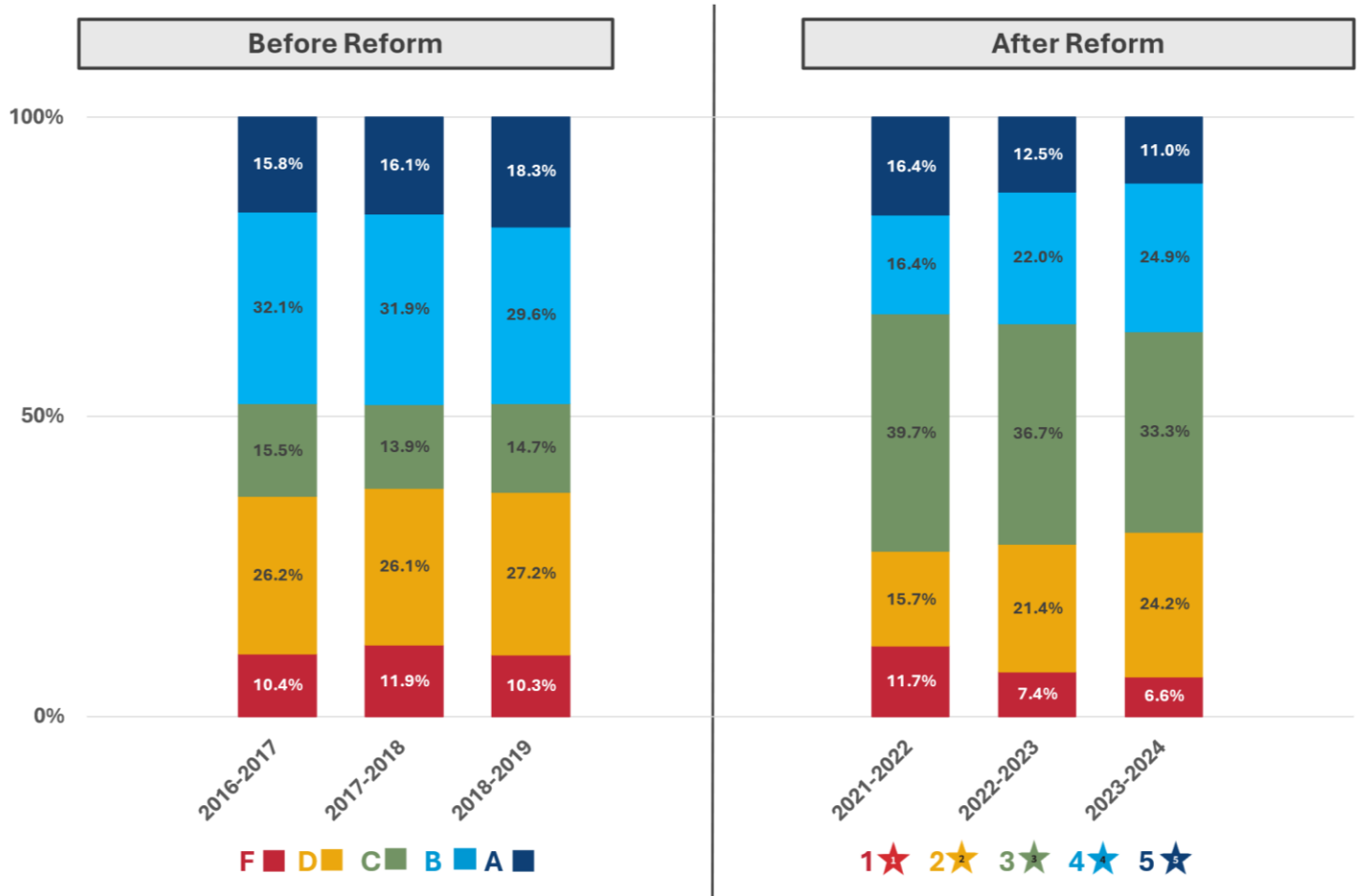
DISTRICT-LEVEL PROGRESS COMPONENT RATING DISTRIBUTION



While the Achievement Component measures the extent students have mastered specific standards, the Progress Component measures students’ growth considering initial performance levels and the state as whole. Beginning in 2021-2022, effect size became part of the Progress Component rating. Whereas the growth index is calculated by dividing the growth estimate by the standard error, specific to each estimate, effect size is determined by dividing the growth measure by the student-level standard deviation of growth. The effect size provides an indicator of magnitude and practical significance that the group of students met, exceeded, or fell short of expected growth.

Prior to the reform, over 50% of districts consistently earned either an A or a B on the Progress Component. Since the reform, the number of districts earning a 4-Star or 5-star rating has dropped considerably, with approximately one-third of districts earning these top marks. Additionally, there has been an increase in districts with the lowest ratings, with 6.9% of districts earning a grade of F in 2018-2019 and 11.2% of districts earning a 1-star rating in 2023-2024.

SCHOOL-LEVEL PROGRESS COMPONENT RATING DISTRIBUTION



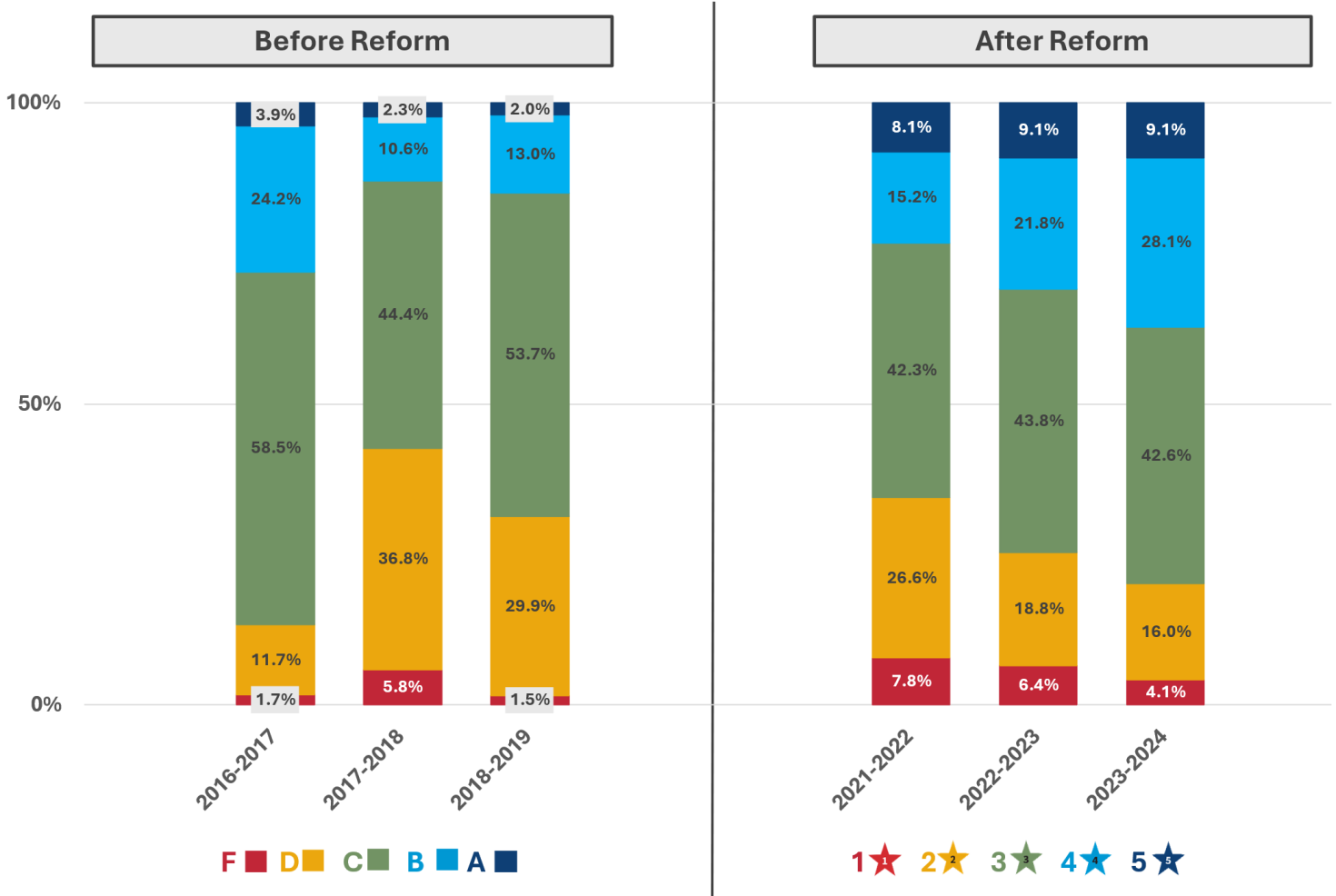
Prior to the reform, around 37% of schools fell below a grade of C; after the reform, between 25-29% of schools fell below a rating of 3 stars. This distribution change differs from what is seen at the district level, where more districts fell below a 3-star rating now than fell below a grade of C historically.

EARLY LITERACY COMPONENT

The Early Literacy Component measures reading improvement and proficiency for students in kindergarten through third grade.

Early Literacy Component: Summary of Differences		
	2016-2021*	2022-Present
Rating system	A-F Grade	1-5 Star Rating
Business rules	<p>The Improving At-Risk K-3 Readers component consisted of only one measure – the Improving At-Risk K-3 Readers measure. Similar to the current Improving K-3 Literacy measure, it evaluated reading improvement that occurred during kindergarten, first, second, and third grade by looking at students who were not on track on their previous reading diagnostic to see if they were able to move to on track or proficient when they took the current year’s assessment. Districts and schools also received deductions for students who were not on track but were not placed on a Reading Improving and Monitoring Plan (RIMP).</p> <p>Districts and buildings where >95% of the incoming kindergarten students were on track did not have a grade.</p> <p><i>*No component grades were issued in 2019-2020 or 2020-2021 due to the COVID-19 pandemic.</i></p>	<p>The Early Literacy component is comprised of three unrated measures that contribute to the overall rating.</p> <ul style="list-style-type: none"> • Proficiency in 3rd Grade Reading: 40% • Promotion to 4th Grade: 35% • Improving K-3 Literacy: 25% <p>The Proficiency in Third Grade Reading Measure is the percentage of third graders who scored proficient on the reading segment of the state English language arts test. Students must earn a reading subscore of 50 or higher to earn credit for this measure.</p> <p>The Promotion to Fourth Grade measure is the percentage of third grade students who were promoted to fourth grade.</p> <p>The Improving K-3 Literacy Measure evaluates reading improvement that occurs during kindergarten, first, second, and third grade. It looks at whether students that were previously not on track are now on track and reading at grade level. For the 2023-2024 report cards, it uses results from Fall Reading Diagnostics taken in the fall of 2022 and fall of 2023 as well as results from the 2023-2024 state English language arts test. Districts and buildings where >90% of their incoming kindergarten students are on track are not rated in Improving K-3 Literacy.</p>

DISTRICT-LEVEL EARLY LITERACY COMPONENT RATING DISTRIBUTION



Prior to reform, the Improving K-3 Literacy measure comprised 100% of the component’s rating. The reform renamed and expanded the component to the Early Literacy Component, which includes three measures: Improving K-3 Literacy, Proficiency in Third Grade Reading, and Promotion to Fourth Grade.

Improving K-3 Literacy

It is important to note that prior to the reform, districts that had over 95% of their incoming kindergarteners on track were excluded from the Improving K-3 measure, while after the reform, districts only need 90% of their incoming kindergarteners on track to be excluded from the measure. This change has increased the percent of districts that are excluded from this measure to approximately 14%.

Percent and Count of Districts Excluded from Improving K-3 Literacy Measure					
Greater than 95% of kindergarteners on track			Greater than 90% of kindergarteners on track		
2016-2017	2017-2018	2018-2019	2021-2022	2022-2023	2023-2024
10.4%	8.9%	10.2%	13.8%	13.8%	14.0%
63 Districts	54 Districts	62 Districts	84 Districts	84 Districts	85 Districts

In the previous system, since the Improving K-3 Literacy measure comprised 100% of the component grade, a district meeting the exclusion criteria for the measure would not be graded on the entire component. However, after the reform, a district can still be rated even if the Improving K-3 Literacy exclusion is met since the Early Literacy Component includes two additional measures.

Given that the Improving K-3 Literacy measure tends to be the most challenging, as indicated by the average percentages shown in the table below, excluding the measure appears to inflate the ratings.

District Average Percentage by Measure						
	2016-17	2017-18	2018-19	2021-22	2022-23	2023-24
Improving K-3 Literacy	40.29%	37.55%	40.97%	35.14%	37.9%	40.82%
Proficiency in Third Grade Reading	-	-	-	66.72%	69.91%	71.71%
Promotion to Fourth Grade	-	-	-	99.51%	99.3%	99.37%

To illustrate, of the 55 districts earning a 5-star rating in Early Literacy on the 2023-2024 report card, 87% met the exclusion criteria for the Improving K-3 Literacy Measure.

Further analysis was completed on the districts that were excluded from the Improving K-3 Literacy measure due to having over 90% of incoming kindergarten students on track. As detailed in the table below, very few districts (less than 15%) that have over 90% of incoming kindergarten students on track have 90% of third graders reading proficiently. Potential factors that could lead to this include kindergarten reading diagnostics not appropriately identifying students on track or districts not providing supports to keep students on track in grades K-3.

	Districts with over 90% of Incoming Kindergarten Students On Track		
	2021-2022	2022-2023	2023-2024
Average Proficiency in Third Grade Reading	77.39%	76.82%	78.92%
Over 90% Fourth Graders Reading Proficiently	6.0% 5 Districts	14.3% 12 Districts	14.1% 12 Districts

Promotion to Fourth Grade

As a result of the reform, Promotion to Fourth Grade was added as one of the three Early Literacy measures. The intent of this measure was to determine students who met the promotion score on the English language arts test for third grade or on an approved alternative assessment. However, post-reform legislative changes have impacted this measure to the extent that most districts earn a score of 100% on this measure.

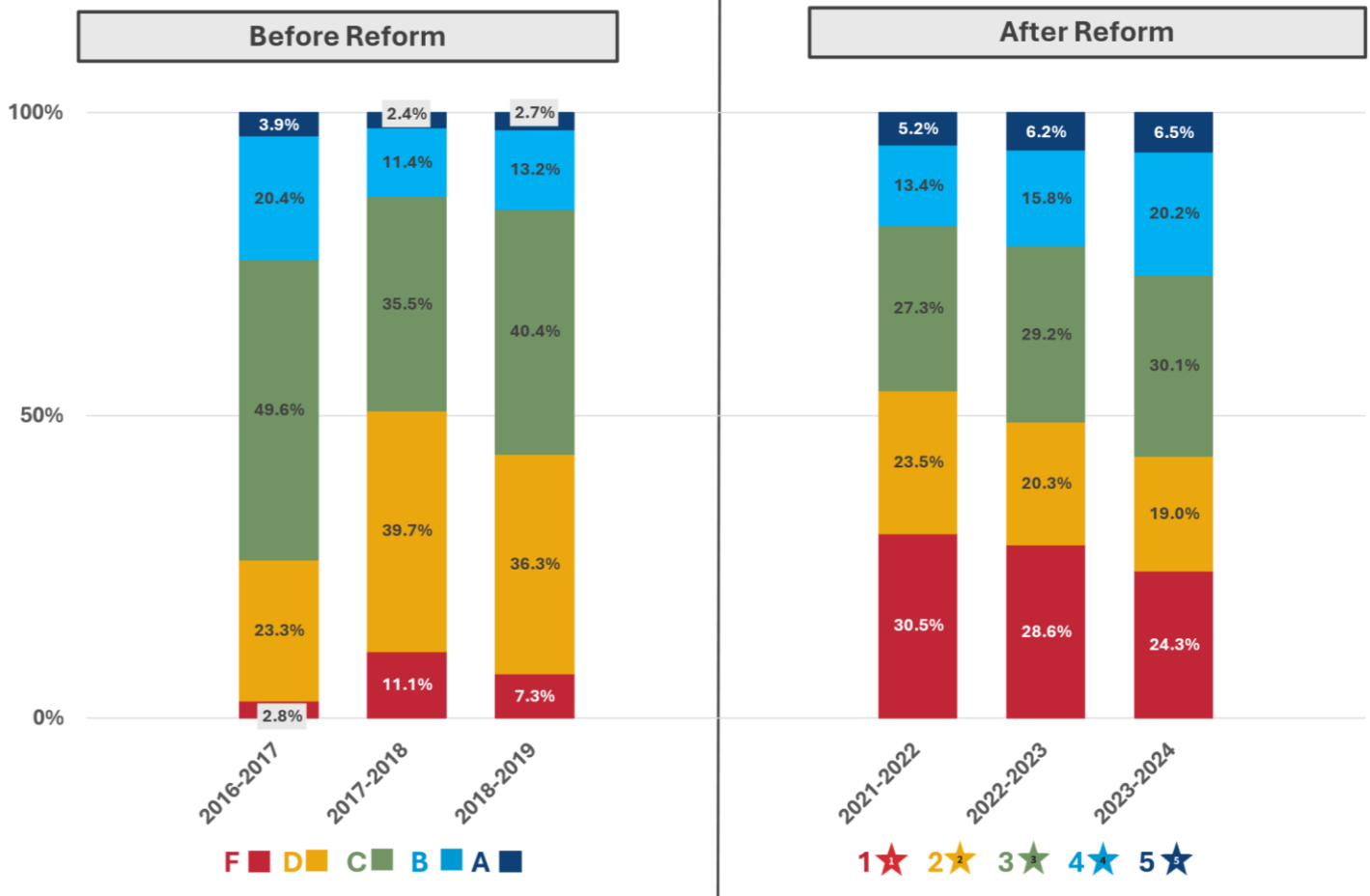
2021-2022: This calculation was impacted by changes to state law caused by the COVID-19 pandemic. If a third-grade student did not earn the required promotion score, the student could be promoted if the student's building principal and reading teacher, in consultation with the student's parent or guardian, agreed that the student was prepared to be promoted to the fourth grade.

2022-2023: Statutory changes to the Third Grade Reading Guarantee permitted third grade students who did not earn the required promotion score to be promoted to fourth grade unless the student's parent or guardian requested that the student be retained for that school year.

2023-2024 and beyond: An allowable exemption for students who do not achieve the required promotion score includes that a parent or guardian can request for their student to be promoted to the fourth grade. This request must be made in consultation with the student's reading teacher and the building principal, regardless of whether the student is reading at grade level.

Given the exemptions outlined above, in addition to other allowable exemptions (for example, Individualized Education Program exemption, prior retention, and English learner), most districts report that 100% of students are promoted to the fourth grade. This greatly reduces the value of the promotion rate measure and artificially inflates the rating distribution.

BUILDING-LEVEL EARLY LITERACY COMPONENT RATING DISTRIBUTION



Prior to reform, just over 50% of buildings did not have an Early Literacy rating due to many buildings not serving grades K-3. After the reform, slightly fewer buildings (approximately 47%) did not have an Early Literacy rating. The increase in the number of buildings having an Early Literacy rating is due to the additional measures that have been added to the Early Literacy Component.

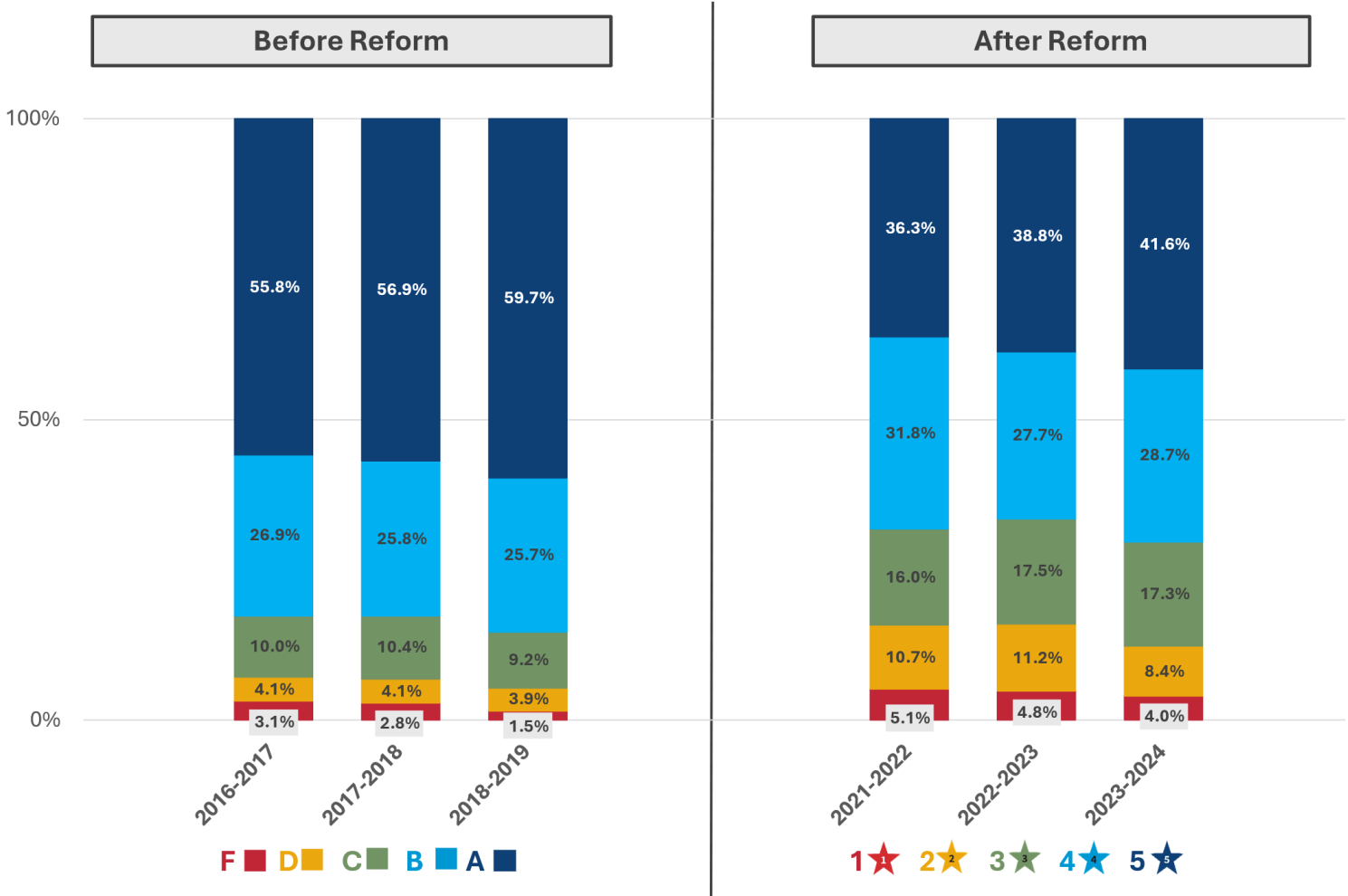
It is important to note that of the rated schools, 9% do not have an Improving K-3 Literacy measure due to having over 90% of incoming kindergarten students on track. Furthermore, 7% of schools are rated solely on the Improving K-3 Literacy measure and are not rated on the Proficiency in Third Grade Reading or Promotion to Fourth Grade due to serving only grades K-1, K-2, or 1-2. Of the buildings that were only rated on Improving K-3 Literacy, 75% (87 schools) had a 1-star rating in Early Literacy.

GRADUATION COMPONENT

This component assesses the proportion of students who achieve graduation within a specified timeframe.

Graduation Component: Summary of Differences		
	2016-2021*	2022-Present
Rating system	A-F Grade	115 Star Rating
Business rules	<p>The component included two rated measures that contributed to the overall Graduation Component Grade.</p> <ul style="list-style-type: none"> • 4-year Graduation rate: 60% • 5-year Graduation rate: 40% <p>4-Year Graduation Grade Scale:</p> <p>A: 93%-100%</p> <p>B: 89%-92.9%</p> <p>C: 84%-88.9%</p> <p>D: 79%-83.9%</p> <p>F: <79%</p> <p>5-Year Graduation Grade Scale:</p> <p>A: 95%-100%</p> <p>B: 90%-94.9%</p> <p>C: 85%-89.9%</p> <p>D: 80%-84.9%</p> <p>F: <80%</p> <p><i>*No component grades were issued in 2019-2020 or 2020-2021 due to the pandemic.</i></p>	<p>After both the unrounded four-year and five-year adjusted cohort graduation rates are calculated, they are weighted to create an overall graduation rate that is used to assign a rating to the Graduation Component.</p> <ul style="list-style-type: none"> • 4-year Graduation rate: 60% • 5-year Graduation rate: 40% <p>Graduation Rating Scale:</p> <p>5 Stars: 96.5%-100%</p> <p>4 Stars: 93.5% - <96.5%</p> <p>3 Stars: 90% - <93.5%</p> <p>2 Stars: 84% - <90%</p> <p>1 Star: <84%</p>

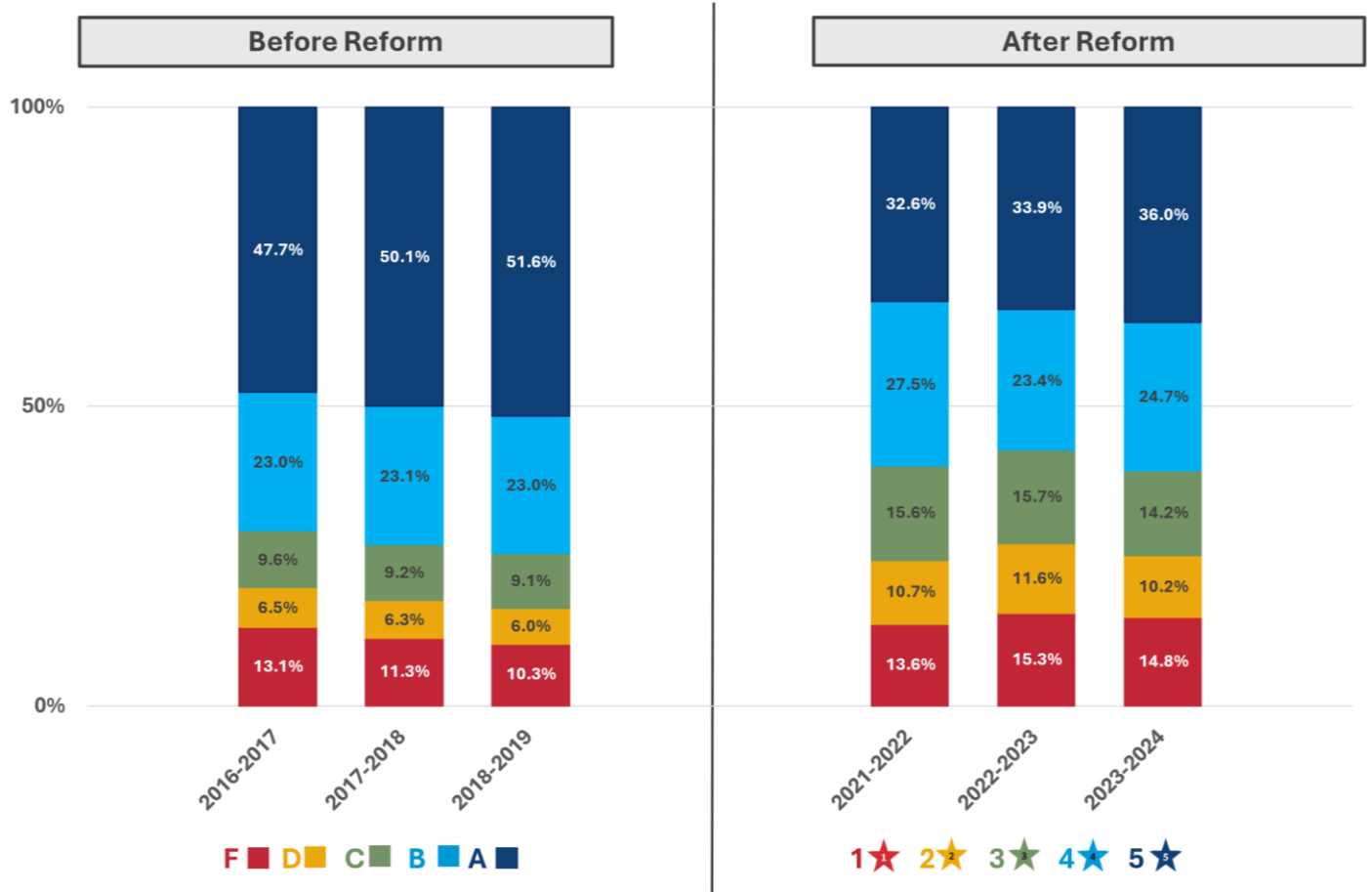
DISTRICT-LEVEL GRADUATION COMPONENT RATING DISTRIBUTION



Prior to the reform, over 82% of districts consistently earned a grade of an A or a B on the Graduation Component. Since the report card reform, the number of districts earning a 4-star or 5-star rating in Graduation has increased to just over 70%.

In 2023-2024, 12.4% of districts fell below 3 stars, compared to just 6.5% falling below a C grade in 2018-2019. However, it is important to note that prior to the reform, to earn a grade of a B on the 4-year graduation rate, a district had to have at least an 89% graduation rate. After the reform, to earn a 4-star rating, a district had to have a combined graduation rate of at least 93.5%. Interestingly, even though many more districts are earning a 1-star and 2-star rating than districts that earned a grade of an F or a D, the state graduation rate is the highest it has been in more than a decade.

SCHOOL-LEVEL GRADUATION COMPONENT RATING DISTRIBUTION



Approximately 25% of schools in Ohio receive a graduation rating. The distribution above reflects the schools that receive a rating.

In 2023-2024, 60.7% of schools earned a 4-star or 5-star rating, compared to 74.6% of schools earning a grade of A or B in 2018-2019. During this same time period, the 4-year graduation rate for schools across Ohio has increased from 86.5% to 88.4%.

Even though there appears to be a different distribution for schools versus districts (with many more schools receiving 1-star ratings than districts), this is due to the fact a single district can have many schools (for example, 20 schools receive graduation ratings within the Columbus City School District). Over 62% of 1-star schools are in a 1-star district. Across all star levels, 94% of schools have the same or higher star ratings than their districts.

GAP CLOSING COMPONENT

The Gap Closing Component is a measure of the reduction in educational gaps for student groups.

Gap Closing Component: Summary of Differences		
	2016-2021*	2022-Present
Rating system	A-F Grade	1-5 Star Rating
Business rules	<p>2018 -2021: The Gap Closing Component consisted of four domains: English language arts achievement, math achievement, graduation rates, and the progress English Learners made in gaining English language proficiency.</p> <p><i>*2016-2017 Gap Closing was rated using the proficiency rates rather than Performance Index, and all student group goals were the same. Given these differences, 2016-2017 Gap Closing should not be compared to other years. Additionally, no component grades were issued in 2019-2020 or 2020-2021 due to the pandemic.</i></p>	<p>The Gap Closing Component consists of six domains: achievement (English language arts and math), progress (English language arts and math), graduation, English language proficiency indicator, chronic absenteeism improvement indicator, and the gifted performance indicator.</p> <p>The gifted improvement indicator is comprised of three elements: gifted Performance Index, gifted progress, and gifted identification and services. Whereas the goal for gifted progress has remained constant since the reform, there was a phased-in approach with gradually higher goals for both the gifted Performance Index element as well as the gifted identification and services element.</p> <p>Districts and traditional schools are rated on all applicable measures within Gap Closing, whereas Community Schools are able to opt in to the gifted performance indicator.</p> <p>Districts and schools either meet the goal or not for each domain, and points are assigned accordingly. If a district or school does not have enough students for a student group, that student group is not included in its Gap Closing calculation.</p>

STATE GAP CLOSING ANALYSIS

Student Group	2018-2019		2023-2024		ELA PI Difference 2018-2019 to 2023-2024
	ELA Performance Index	ELA Student Group Gap	ELA Performance Index	ELA Student Group Gap	
All Students	86.03	N/A	83.18	N/A	-2.84
American Indian/Alaskan	82.37	-3.66	76.70	-6.48	-5.66
Asian or Pacific Islander	95.75	9.72	93.76	10.57	-1.99
Black, Non-Hispanic	67.30	-18.72	63.94	-19.25	-3.37
Economic Disadvantage	74.85	-11.18	72.32	-10.86	-2.53
English Learner	70.93	-15.10	69.39	-13.79	-1.54
Hispanic	75.97	-10.05	70.74	-12.44	-5.23
Multiracial	82.47	-3.56	79.78	-3.40	-2.68
Students with Disabilities	59.12	-26.91	52.47	-30.71	-6.65
White, Non-Hispanic	91.31	5.29	89.62	6.43	-1.69

While Ohio students' overall Performance Index in English language arts decreased from 86.03 to 83.18 from 2018-2019 to 2023-2024, students in certain student groups – including those from Economically Disadvantaged backgrounds and English Learners – made improvements in closing performance gaps.

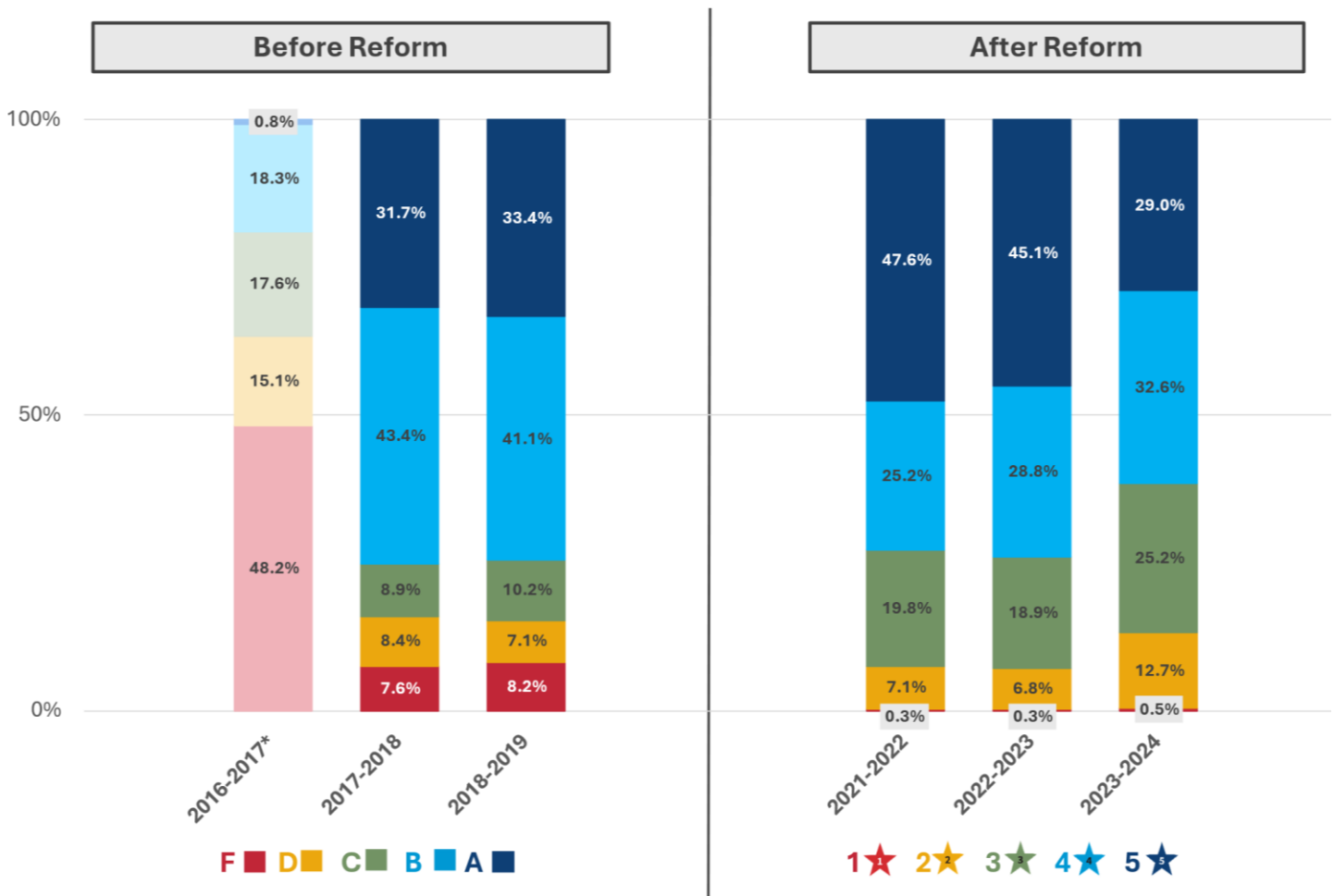
Additionally, the Asian or Pacific Islander and White, Non-Hispanic groups maintained relatively high performance with only slight changes in the Performance Index and gaps. However, the American Indian/Alaskan, Hispanic, and Students with Disabilities groups experienced significant declines in English language arts performance and widening educational gaps.

Student Group	2018-2019		2023-2024		Math PI Difference 2018-2019 to 2023-2024
	Math Performance Index	Math Student Group Gap	Math Performance Index	Math Student Group Gap	
All Students	81.60	N/A	75.88	N/A	-5.73
American Indian/Alaskan	75.80	-5.80	67.27	-8.61	-8.53
Asian or Pacific Islander	97.05	15.44	92.87	16.99	-4.18
Black, Non-Hispanic	58.80	-22.81	51.71	-24.17	-7.09
Economic Disadvantage	69.17	-12.43	63.11	-12.77	-6.06
English Learner	69.75	-11.85	63.34	-12.54	-6.41
Hispanic	71.10	-10.50	62.80	-13.08	-8.30
Multiracial	76.43	-5.17	69.86	-6.02	-6.57
Students with Disabilities	55.07	-26.54	47.51	-28.37	-7.56
White, Non-Hispanic	87.99	6.38	83.92	8.05	-4.07

Analyzing the math Performance Index data from 2018-2019 to 2023-2024 shows a decline from 81.60 to 75.88, indicating a drop in overall math performance across the state.

While the Asian or Pacific Islander and White, Non-Hispanic student groups maintained relatively high performance, the Black, Non-Hispanic group, Hispanic group, Students with Disabilities, and American Indian/Alaskan Native group experienced significant declines in performance and the largest widening of math achievement gaps.

DISTRICT-LEVEL GAP CLOSING COMPONENT RATING DISTRIBUTION

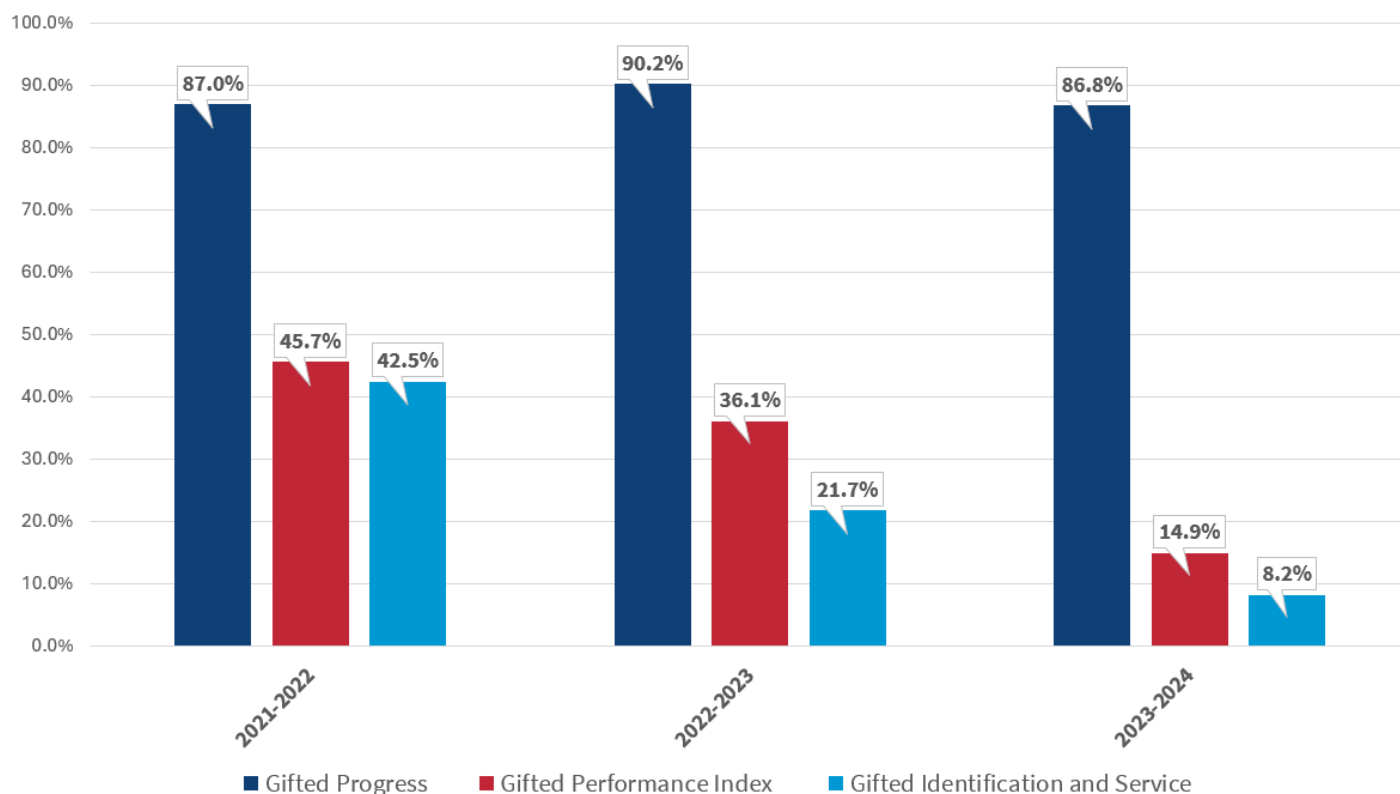


*2016-2017 Gap Closing was rated using proficiency rates rather than Performance Index, with all student groups having the same proficiency rate goal. As such, 2016-2017 is not comparable to subsequent years.

In 2018-2019, approximately 15% of districts earned a grade of an F or a D, compared to 2023-2024 where approximately 13% of districts earned a 1- or 2-star rating.

The Gap Closing Component changed significantly during the 2017-2018 academic year, and then again as a result of the report card reform. In addition to analyzing student groups' achievement, progress, graduation, and English Learner progress, the reformed Gap Closing Component includes all these measures but also adds indicators specific to Gifted performance and Chronic Absenteeism.

The graph below displays the percent of districts that met each Gifted element within the Gifted performance indicator. Whereas in 2021-2022, 16% of districts met all three gifted elements, in 2023-2024, less than 1% of districts met all three gifted elements.

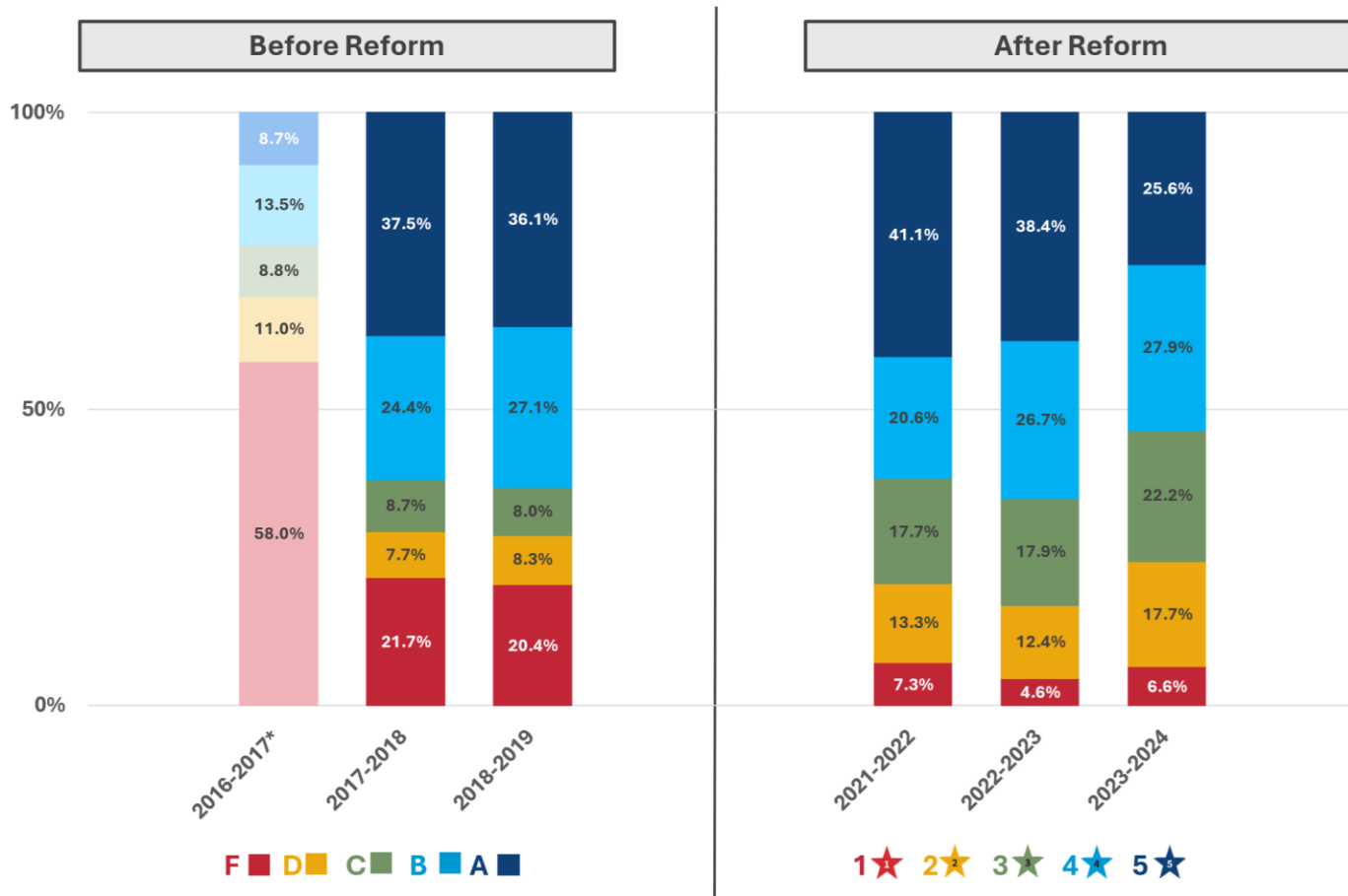


Although the percentage of districts meeting the Gifted Performance Index decreased from 45.7% in 2021-2022 to 14.9% in 2023-2024, and the percentage of districts meeting the Gifted Identification and Services dropped from 42.5% in 2021-2022 to 8.2% in 2023-2024, both the average Gifted Performance Index and the percentage of gifted students receiving gifted services have been increasing annually (see table below).

Gifted Element	2021-2022	2022-2023	2023-2024
Average Gifted Performance Index	113.8	115.0	115.6
% Students Identified as Gifted	14.48%	14.47%	14.54%
% Students Receiving Gifted Services	61.54%	64.73%	69.15%

Additionally, whereas previously student group performance comprised 100% of the Gap Closing Component, the addition of Chronic Absenteeism and the Gifted performance indicator has changed the weighting. In a district that has all student groups and is rated on every measure within Gap Closing, the Gifted performance indicator is worth 20% of the Gap Closing Component. Given that many districts do not have enough students to comprise each student group, the Gifted indicator ends up being weighted even more. Therefore, on average, the Gifted Indicator makes up 30.1% of the Gap Closing Component rating.

SCHOOL-LEVEL GAP CLOSING COMPONENT RATING DISTRIBUTION



*2016-2017 Gap Closing was rated using proficiency rates rather than Performance Index, with all student groups having the same proficiency rate goal. As such, 2016-2017 is not comparable to subsequent years.

Prior to reform, 4-6% of buildings did not have a Gap Closing rating. This occurred in schools that did not have tested grades (e.g., K-2 schools). After the reform, with the addition of Chronic Absenteeism and Gifted within Gap Closing, nearly all schools have a Gap Closing rating. However, it is important to note that Community Schools can opt-in to have the Gifted Indicator included on their Gap Closing Component. Within the last three years, zero Community Schools have opted to receive a Gifted Indicator on the Gap Closing Component.

As was observed in the district Gap Closing ratings, a decrease in 5-star ratings and an increase in 2-star ratings occurred in schools in 2023-2024. This appears to be attributed to the phased-in increases to the Gifted performance indicator, as on average it comprises 31.0% of the Gap Closing component rating for schools.

COLLEGE, CAREER, WORKFORCE, AND MILITARY READINESS COMPONENT

The Department is in the process of implementing the College, Career, Workforce, and Military Readiness (CCWMR) Component as part of the Ohio School Report Cards. The CCWMR Component measures how well prepared Ohio's students are for future opportunities, whether training in a technical field or preparing for work or college.

This component stems from statutory requirements outlined in Section 3302.03 of the Ohio Revised Code, which mandates analyzing performance data from recent school years (2021-2024) to design a robust readiness component. The Department is tasked with developing a method to assign performance ratings without tiered structures or per-student bonuses, ensuring that schools meeting designated improvement levels are not rated below three stars.

To comply with the statute, the Department will propose the rules for the CCWMR Component to the Joint Committee on Agency Rule Review (JCARR). If approved, these rules will take effect in the 2024-2025 school year, fully integrating the readiness component into overall performance ratings.

The readiness component emphasizes equal weighting of college, career, workforce, and military readiness metrics, and the Department has established a structured timeline for rule development. Draft rules were published for public comment in September 2024, revised based on feedback, and presented to legislative education committees in December 2024. Following a public hearing in February 2025, final rules will be filed by March 2025, with CCWMR ratings becoming publicly available as part of school report cards in September 2025.

A key element of the design includes post-secondary readiness calculations, demonstrating that in 2023, 56.3% of Ohio's graduating class met at least one readiness measure, with 32.3% fulfilling career, workforce, or military readiness, and 30.1% achieving college readiness. The Department also introduced a rating scale and detailed the weight distribution for calculating overall ratings, ensuring equitable representation of readiness metrics.

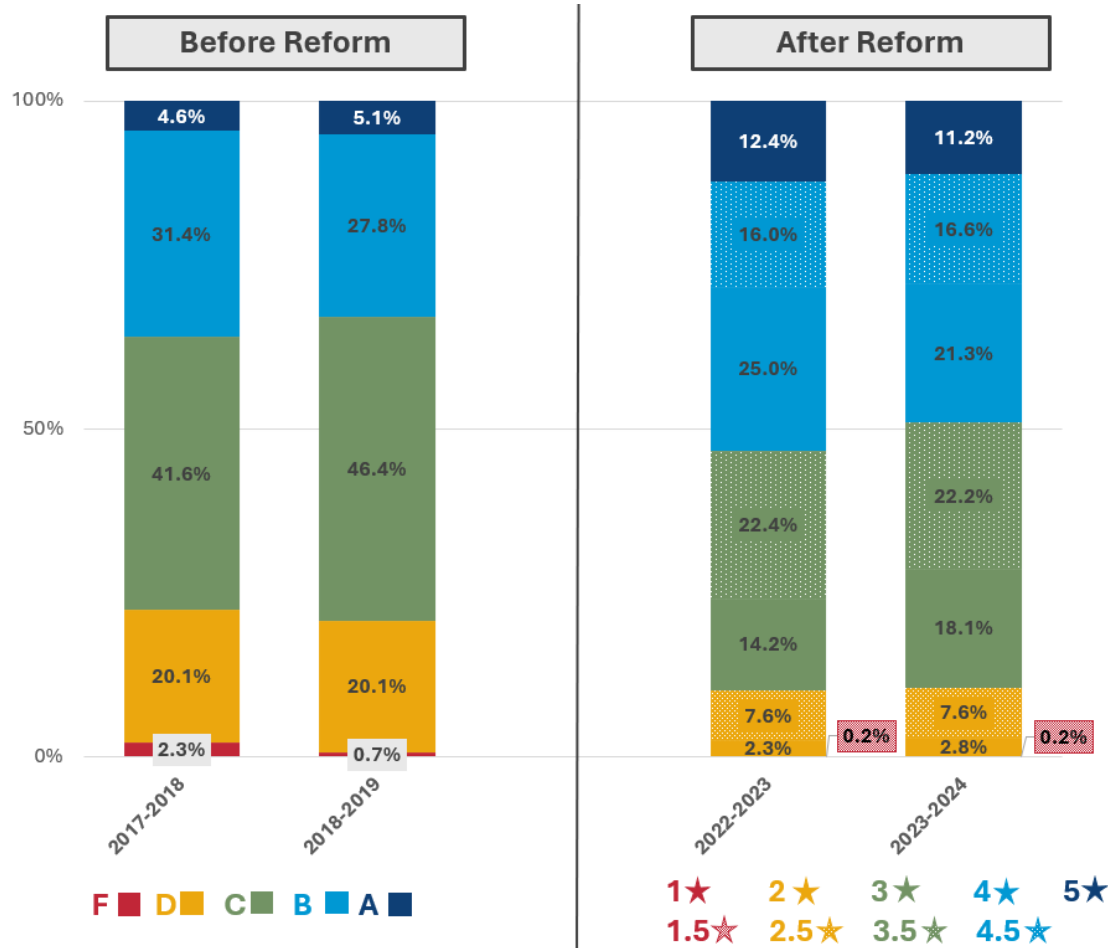
This initiative reflects a collaborative effort to enhance transparency and accountability in measuring students' preparedness for post-secondary pathways, fostering improvements across districts and buildings statewide.

OVERALL REPORT CARD RATING

The Overall Rating provides a comprehensive view of school and district effectiveness. Each of the rated components has an established weight that contributes to the overall rating calculation. When one or more components are not rated (e.g., an elementary school that has no Graduation Component or a high school that has no Early Literacy Component), the remaining components contribute proportionally to the overall rating.

Overall Report Card Rating: Summary of Differences		
	2016 - 2021*	2022 - Present
Rating system	A-F Grade	1-5 Star Rating, with half-star increments
Business rules	<p>Overall letter grades were assigned to districts and schools beginning with the 2017-2018 report cards.</p> <p>Weight Toward Overall Grade: Achievement: 20% Progress: 20% Graduation: 15% Gap Closing: 15% Improving At-Risk K-3 Readers: 15% Prepared for Success: 15%</p> <p>Descriptors of letter grades: A = district or school making excellent progress B = district or school making above average progress C = district or school making average progress D = district or school making below average progress F = district or school failing to meet minimum progress</p> <p><i>*No overall grades were issued in 2019-2020 or 2020-2021 due to the pandemic.</i></p>	<p>Beginning in the 2022-2023 report card, overall star ratings have been issued to districts and schools based on the following weighting scale:</p> <p>Weight Toward Overall Rating: Achievement: 28.601% Progress: 28.601% Graduation: 14.266% Gap Closing: 14.266% Early Literacy: 14.266%</p> <p>Overall performance rating descriptors: 5 stars = Significantly exceeds state standards 4 and 4.5 stars = Exceeds state standards 3 and 3.5 stars = Meets state standards 2 and 2.5 stars = Needs support to meet state standards 1 and 1.5 stars = Needs significant support to meet state standards</p>

DISTRICT-LEVEL OVERALL RATING DISTRIBUTION

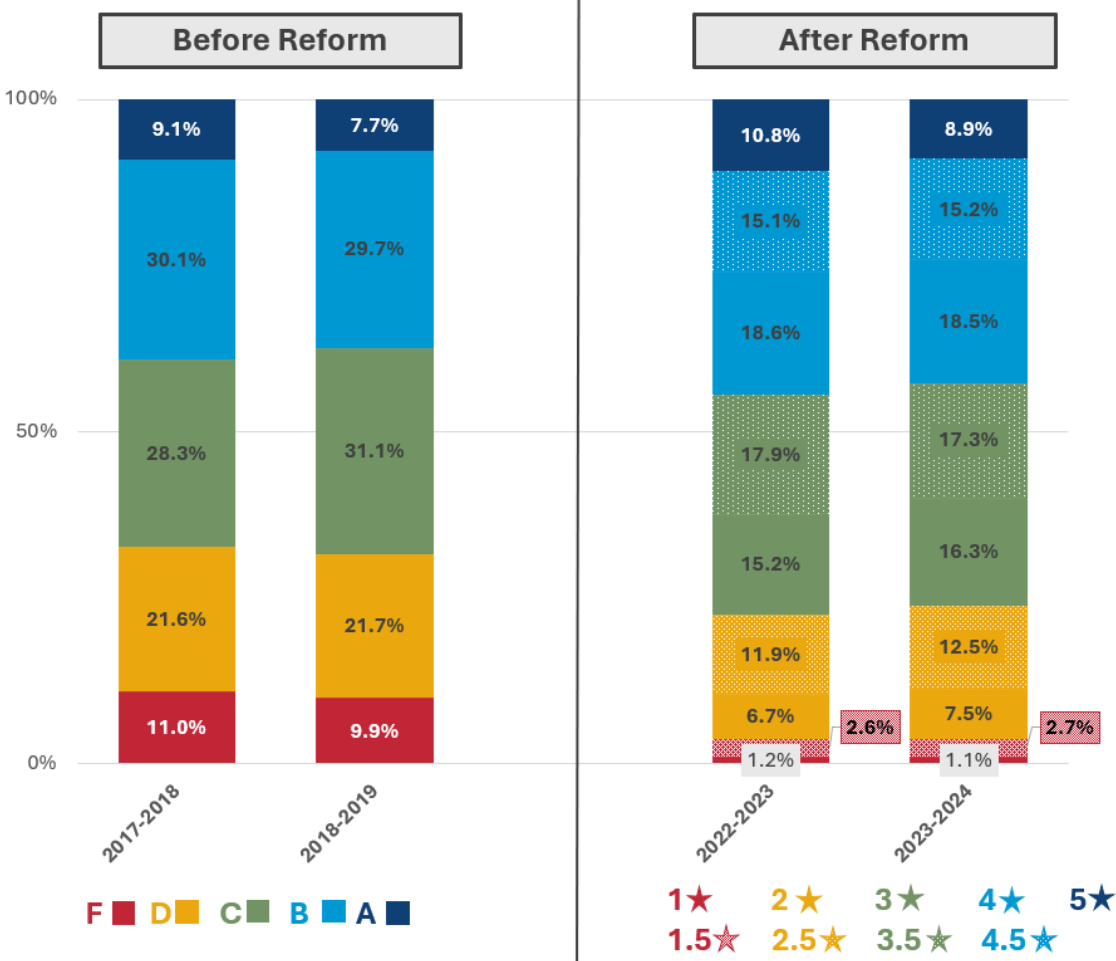


During 2017-2018 and 2018-2019, an average of 78.5% of districts earned an overall grade of C or higher on the report card. In 2022-2023 and 2023-2024, an average of 89.7% of districts earned an overall rating of 3 stars or higher, meaning nearly 90% of districts met state standards based on the current performance scale.

Comparatively, the chart below displays the percent of students in Ohio scoring proficient or above in English language arts and mathematics during the same years that overall ratings have been issued. Even though Overall ratings have improved substantially over pre-reform levels, student performance continues to fall below pre-pandemic levels in both English Language Arts and Mathematics.

Percent of Students in Ohio Scoring Proficient or Higher on the State Tests				
	2017-2018	2018-2019	2022-2023	2023-2024
English Language Arts	63.7%	64.6%	59.5%	60.9%
Mathematics	60.4%	61.0%	50.5%	53.0%

SCHOOL-LEVEL OVERALL RATING DISTRIBUTION



During 2017-2018 and 2018-2019, an average of 67.9% of schools earned an overall grade of C or higher on the report card whereas in 2022-2023 and 2023-2024, an average of 76.9% of schools earned an overall rating of 3 stars or higher.

In analyzing the 1-star schools, a unique pattern was noted. Whereas approximately 94% of Ohio’s schools have three or more rated components that contribute to the overall rating, only 8% of the 1-star schools had three or more rated components that contributed to the overall rating. Additionally, in 40% of the 1-star schools, the Gap Closing Component was the sole contributor to the overall rating. This indicates that building grade configuration (which contributes to the number of rated components a school has) can greatly influence the overall rating of the school.

Recommendations

Based on the analysis of Ohio School Report Cards for the 2021-2022, 2022-2023, and 2023-2024 school years, the Department recommends the following actions to improve their effectiveness:

1. Calibrate Rating Scales:

- **Rationale:** Current rating scales have not been calibrated in three years—and baseline data was greatly impacted by the pandemic. Recalibration is recommended to address patterns noted in the data (for example, overall ratings have improved substantially yet student performance is not at pre-pandemic levels in many cases; certain building configurations significantly impact the Early Literacy Component and Gap Closing Component; most districts have a 100% fourth grade promotion rate).
- **Action:** Review and recalibrate the cut scores used to assign ratings, with a focus on aligning the ratings more closely with actual student performance levels. Consider ways to account for the impact of building configurations in the Early Literacy Component and Gap Closing Component. Engage stakeholders in this process to ensure transparency and buy-in.

2. Legislative Improvements to the Early Literacy Measure:

- **Rationale:** Statutory changes to the Third Grade Reading Guarantee have greatly reduced the value of the promotion rate measure and artificially inflated rating distributions of the Early Literacy measure.
- **Action:** Work with the General Assembly on statutory changes to remove the Promotion to Fourth Grade measure from the Early Literacy Component and to provide the ability to address rating scales for the unique situations of K-2 school buildings.

3. Finalize Readiness Component Rules:

- **Rationale:** Ohio Revised Code requires the Department to adopt administrative rules to rate the College, Career, Workforce, and Military Readiness (CCWMR) Component on the Ohio School Report Cards. This component is critical in understanding and incentivizing pathways to prepare students for success after high school.
- **Action:** Finalize the rules to rate the CCWMR Component.

4. Continue to Monitor and Report on Effectiveness and Accuracy of Ohio School Report Cards:

- **Rationale:** Continuous monitoring and reporting are essential to ensuring the Ohio School Report Cards are aligned to the guiding principles.
- **Action:** Develop a monitoring framework to uphold the guiding principles of fairness, validity, transparency, and emphasis on growth and improvement. Provide regular updates to the General Assembly, the governor, and the public on the progress and impact of the reforms. This will maintain transparency and accountability while encouraging high expectations for all students, schools, and districts.

5. Review How Report Card Ratings Are Used to Identify Schools for Additional Support and Award Incentives:

- **Rationale:** The state uses report card ratings and data to support various policy goals. For example, report card ratings and data are used to identify schools and districts in need of improvement and to celebrate those that are doing great work in student achievement and growth.
- **Action:** Establish and implement a review of how report card ratings and data are used to ensure alignment between policy goals and associated ratings.

These recommendations are intended to enhance the effectiveness of Ohio School Report Cards, ensure fair and accurate representation of school performance, and ultimately improve educational outcomes for all students.