

ALABAMA



Alabama's planned high school accountability system is one of the best in the country for high achievers. Other states should take heed.

THE PURPOSE OF THIS ANALYSIS

The Every Student Succeeds Act (ESSA) grants states more authority over their school accountability systems than did its predecessor, the No Child Left Behind (NCLB). Consequently, states now have an opportunity to design school rating systems that improve upon the NCLB model, especially when it comes to high achievers.

NCLB meant well (as did many state accountability systems that preceded it), but it had a pernicious flaw: it strongly incentivized schools to focus exclusively on low-performing students' "proficiency" and high school graduation rates, ignoring the educational needs of high achievers, who were likely to pass state reading and math tests and earn a diploma regardless of what happened in the classroom. This may be why the United States has seen significant achievement growth and much higher graduation rates for its lowest-performing students over the last twenty years but smaller gains for its top students.

Starting in 2011, former secretary of education Arne Duncan offered waivers to states that wanted the flexibility to redesign their accountability systems. In particular, states were allowed to incorporate the use of real student growth measures into their school determinations. This was a much fairer way of evaluating schools' impact on student achievement than looking only at proficiency rates, which are strongly correlated with student demographics, family circumstance, and prior achievement. And, just as significantly, well-designed growth measures can eliminate the temptation for schools to ignore their high achievers.

In 2015, Congress replaced NCLB and its waivers with the ESSA, which maintains NCLB's requirement that states assess students annually in grades 3–8 and once in high school. Under ESSA, states must now use four types of indicators to rate high schools: academic achievement (which can include student growth); graduation rates; growth toward English proficiency for English language learners; and at least one other valid, reliable indicator of school quality or student success. Furthermore, each of the academic indicators (1–3) must carry "substantial" weight and, in the aggregate, must count "much more" than the fourth.

To help states make the most of the ESSA opportunity, we have reviewed how well their present, intended, or most recently employed accountability systems serve high achievers. If a state's system doesn't do a satisfactory job of incentivizing schools to focus on high achievers, we believe that strengthens the case for changing it materially.

States may think we're being premature in evaluating their systems during this time of massive change. Please understand that our primary objective is to identify the design features of an accountability system that works for all students—which we hope will become the prevailing model now that ESEA is reauthorized and states' testing regimes are becoming stable once again.

Here we examine Alabama's plan for rating high school performance under ESSA. We do not examine the quality of the state's standards, tests, or sanctions for low performance.

Part I of this report, released in August 2016, examined Alabama's rating systems for elementary and middle schools.¹

HOW STATES CAN PRIORITIZE HIGH ACHIEVERS IN THEIR HIGH SCHOOL ACCOUNTABILITY SYSTEMS

In our view, states can and should take four steps to ensure that the needs of high achievers are prioritized under ESSA.

1. **For the first academic indicator required by ESSA (academic achievement), give high schools incentives for getting more students to an advanced level.** Under ESSA, states will continue to track the percentage of students who attain proficiency on state tests. They should also give high schools incentives for getting students to an advanced level (such as level four on Smarter Balanced or level five on PARCC). For example, they might create an achievement index that gives schools partial credit for getting students to a basic level, full credit for getting students to a proficient level, and additional credit for getting students to an advanced level. (It's not entirely clear from the Department of Education's proposed regulations whether this will be allowed, though we don't see anything in the law prohibiting it.)
2. **Use the flexibility provided by ESSA to rate high schools using a true growth model—that is, one that includes the progress of individual students at all achievement levels and not just those who are low-performing or below the "proficient" line.** Regrettably, some states still don't consider individual student growth, don't use it at the high school level, or use a growth-to-proficiency system that continues to encourage schools to ignore the needs of students above (or far above) the proficient level. Using true growth models—such as those that estimate a school's value added or median growth percentile—is preferable.
3. **When determining summative high school ratings, make growth—across the achievement spectrum—count at least as much as achievement.** The Department of Education's proposed regulations under ESSA require states to combine multiple factors into summative school ratings, probably through an index. Each of the first three indicators (achievement, graduation rate, and progress toward English proficiency) must carry "substantial" weight. In our view, states should (and, under ESSA, are free to) make growth count at least as much as achievement does. Otherwise, schools will continue to face an incentive to ignore their high performers. (States that don't yet roll their indicators up to a summative rating for the school receive a "not applicable" designation here.)

4. **Include an indicator that gives high schools an incentive to help able students earn college credit before they graduate.** One “indicator of school quality or student success” should be the percentage of students who earn college credit via AP, IB, and/or dual-enrollment programs, which are among the best ways to challenge high performers. It’s important that states focus on actual attainment of college credit or the equivalent, not just participation in these programs, lest the incentives encourage the wrong behavior by schools: shoving students into AP, IB, and/or dual enrollment even if they are not prepared to succeed, leading to frustration on their part and potentially harming the experience of their higher-achieving peers. Let us also acknowledge the questionable value of many of today’s dual-enrollment programs. Students are often taught not by college professors but by high school teachers, and the “college credit” earned doesn’t always transfer to bona fide colleges. States should therefore encourage more high schools to offer AP and IB courses because those come with external exams, which ensure program quality and rigor.

DOES ALABAMA’S HIGH SCHOOL ACCOUNTABILITY SYSTEM PRIORITIZE HIGH ACHIEVERS?

| INDICATOR | RATINGS | NOTES |
|--|---------|--|
| 1. Does the state rate high schools’ academic achievement using a model that gives additional credit for students achieving at an advanced level? | ★ | Alabama will give additional credit for students achieving at an advanced level. (See Exhibit A.) |
| 2. Does the state rate high schools’ growth using a model that includes the progress of all individual students, not just those below the “proficient” line? | ★ | Alabama is moving to a student growth percentile model. ² |
| 3. When calculating summative high school ratings, does the state assign at least as much weight to “growth for all students” as it does to achievement? | ★ | At the high school level, “growth for all students” will count for 30 percent of summative school ratings, while achievement will count for 20 percent. (See Exhibit B.) |
| 4. Does the state rate high schools’ success in helping students earn college credit before graduating via AP, IB, and/or dual-enrollment programs? | ★ | Alabama will rate high schools’ success in helping students earn college credit before graduating. (See Exhibit C.) |

EXHIBIT A³

Indicator Descriptors



Student Achievement

- Determined based on the percentage of proficient students in the areas of reading and math utilizing assessments in tested grades
- 50% of points will be calculated from Reading
- 50% of points will be calculated from Math
- The chart below shows the weights that will be applied to calculate the indicator points earned.

| Achievement Level | Weight |
|-------------------|-------------|
| Level I | 0 points |
| Level II | 0.5 points |
| Level III | 1.0 point |
| Level IV | 1.25 points |

Accountability Information Subject to Change

EXHIBIT B⁴



Alabama State Department of Education
Report Card
2015-2016



ABC High School
District: ABC
Grade(s): 9-12

State
District
School

| INDICATORS | Indicator Description | Grade | Points | Percent of Score | | | | | | | | |
|--|---|---------------|------------------|---------------------|--------------------|-------------|------------------|-----|-----|--|--|---------------------|
| Achievement | | | | | | | | | | | | |
| Learning Gains | Reading - Determined based on individual students who demonstrate improvement in reading from one year to the next using multiple years of data. | December 2017 | 30% | | | | | | | | | |
| | Math - Determined based on individual students who demonstrate improvement in mathematics from one year to the next using multiple years of data. | | | | | | | | | | | |
| Student Achievement | Reading - Determined based on the percentage of proficient students in the area of reading utilizing assessments in tested grades. | December 2016 | 20% | | | | | | | | | |
| | Math - Determined based on the percentage of proficient students in the area of mathematics utilizing assessments in tested grades. | | | | | | | | | | | |
| Graduation Rate | Determined based on the percentage of high school students who graduate within 4 or 5 years of first entering the 9th grade. | December 2016 | 20% | | | | | | | | | |
| College- & Career-Ready | Determined based on the percentage of graduating seniors who meet at least one of the college- and career-ready indicators. | December 2017 | 20% | | | | | | | | | |
| Other Indicators | | | | | | | | | | | | |
| Alabama PLAN 2020 Program Reviews | Determined based on a review of programs not measured by standardized tests. | December 2017 | 5% | | | | | | | | | |
| Local Indicators | Determined based on one indicator tied to student outcomes. | December 2016 | 5% | | | | | | | | | |
| Bonus | | | | | | | | | | | | |
| Attendance | Determined based on the 9th month average daily attendance report for the entire year. | December 2017 | 5 | Possible Points | | | | | | | | |
| <table border="1" style="width: 100%;"> <tr> <td>Previous Year Score</td> <td>Current Year Score</td> <td>Grade Scale</td> <td>To Be Determined</td> </tr> <tr> <td>100</td> <td>100</td> <td></td> <td></td> </tr> </table> | | | | Previous Year Score | Current Year Score | Grade Scale | To Be Determined | 100 | 100 | | | Total Points 100 |
| Previous Year Score | Current Year Score | Grade Scale | To Be Determined | | | | | | | | | |
| 100 | 100 | | | | | | | | | | | |

EXHIBIT C⁵

Indicator Descriptors



College and Career Ready

Determined based on the percentage of graduates who meet at least one of the college- and career-ready indicators:

- Benchmark on any ACT Subtest (Math - 22, English - 18, Reading - 22, Science - 23)
- Qualifying Score on AP or IB Exam
- Military Enlistment
- Approved Transcript College or Postsecondary Credit while in high school
- Silver Level or Higher on the ACT WorkKeys
- Approved Industry Credentials

ENDNOTES

1. Michael J. Petrilli, et al., *High Stakes for High Achievers: State Accountability in the Age of ESSA*, pages 25–30, (District of Columbia: Thomas B. Fordham Institute, 2016), <https://edexcellence.net/publications/high-stakes-for-high-achievers>.
2. Understanding Growth and ACT Aspire Reports, Alabama Department of Education, accessed October 1, 2016, <http://www.alsde.edu/sec/sa/Pages/relatedinformation-all.aspx?tab=Related%20Documents&AssessmentName=ACT%20Aspire>.
3. “Alabama’s A-F Report Cards: Update on ESSA Accountability,” Alabama State Department of Education, page 13, accessed July 19, 2016, <http://www.alsde.edu/sec/acct/Resources%20Tabbed/AASB%202016%20-%20%20A-F%20Report%20Card.pdf>.
4. “Alabama State Board of Education Accountability,” Alabama State Board of Education, page 19, accessed October 10, 2016, <https://www.alsde.edu/sites/boe/Attachments/September%208%20-%20Board%20Presentation%20Accountability.pdf#search=report%20card%20draft>.
5. “Alabama’s A-F Report Cards: Update on ESSA Accountability,” page 17.