

FLORIDA



Florida's accountability system rewards high schools that help students earn college credit before graduating. Giving additional credit to schools where students achieve at an advanced level on state tests would further improve the system.

THE PURPOSE OF THIS ANALYSIS

The Every Student Succeeds Act (ESSA) grants states more authority over their school accountability systems than did its predecessor, 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 Florida's system for rating high school performance during the 2015–16 school year—the most recent year for which information is available. 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 Florida'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 FLORIDA’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?		Florida does not give additional credit for students achieving at an advanced level. ²
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?		Florida uses a categorical growth model. ³ A categorical growth model compares the performance-level categories students fall into from one year to the next.
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?		“Growth for all students” and achievement (in ELA and math) each count for 20 percent of summative school ratings. (See Exhibit A.)
4. Does the state rate high schools’ success in helping students earn college credit before graduating via AP, IB, and/or dual-enrollment programs?		Florida rates high schools’ success in helping students earn college credit before graduating via AP, IB, and/or dual enrollment programs. ⁴ (See Exhibits A and B.)

EXHIBIT A⁵



2015-16 Guide to Calculating School and District Grades

Overview

School grades provide an easily understandable metric to measure the performance of a school. Parents and the general public can use the school grade and its associated components to understand how well each school is serving its students. The school grades calculation was revised substantially for the 2014-15 school year to implement statutory changes made by the 2014 Legislature and incorporate the new Florida Standards Assessments (FSA). The 2015-16 school grades model uses the new school grades model adopted for 2014-15 and includes the new learning gains components for the first time.

The purpose of this technical guide is to provide a description of the procedures used to determine school grades for the 2015-16 school year as set forth in Rule 6A-1.09981, Florida Administrative Code (F.A.C.), and Section 1008.34, Florida Statutes (F.S.). This guide does not replace or supersede the rule or statute and is intended to provide the reader with an explanation of the methodology for establishing grades as set forth in rule and statute.

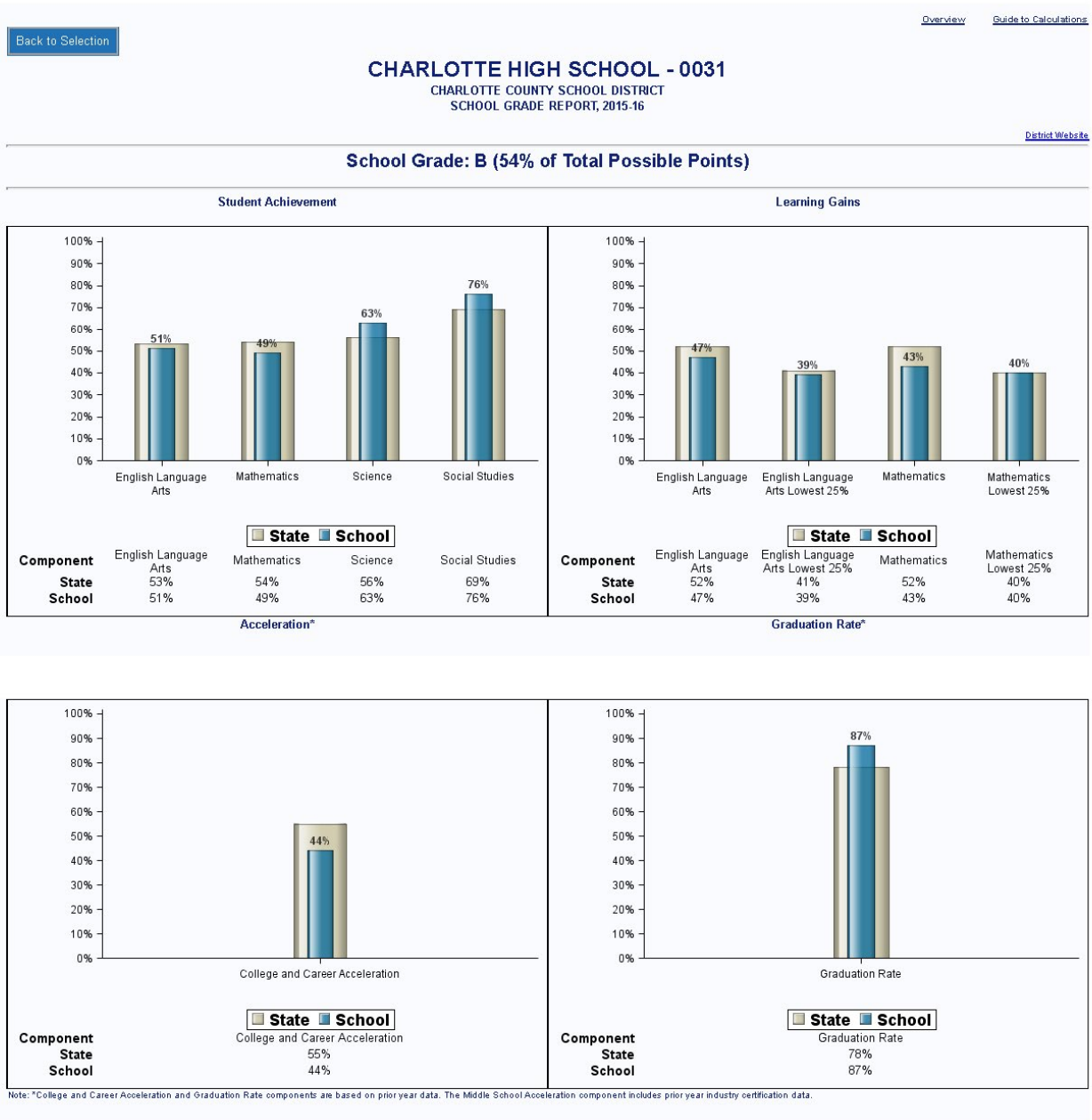
The school grading system focuses the school grading formula on student success measures.

- Achievement
- Learning gains
- Graduation
- Acceleration success
- Maintaining a focus on students who need the most support

Table 1. The 2015-16 School Grades Model

English Language Arts (FSA & FSAA)	Mathematics (FSA, EOCs, FSAA)	Science (NGSSS, EOC, FSAA)	Social Studies (EOCs)	Graduation Rate	Acceleration Success
Achievement (0% to 100%)	Achievement (0% to 100%)	Achievement (0% to 100%)	Achievement (0% to 100%)	4-year Graduation Rate (0% to 100%)	High School (AP, IB, AICE, Dual Enrollment or
Learning Gains (0% to 100%)	Learning Gains (0% to 100%)				Industry Certification) (0% to 100%)
Learning Gains of the Lowest 25% (0% to 100%)	Learning Gains of the Lowest 25% (0% to 100%)				Middle School (EOCs or Industry Certifications) (0% to 100%)

EXHIBIT B⁶



ENDNOTES

1. Michael J. Petrilli, et al., *High Stakes for High Achievers: State Accountability in the Age of ESSA*, pages 72–76, (District of Columbia: Thomas B. Fordham Institute, 2016), <https://edexcellence.net/publications/high-stakes-for-high-achievers>.
2. “2015-2016 Guide to Calculating Informational Baseline School and District Grades,” Florida Department of Education, page 1, accessed July 26, 2016, <http://schoolgrades.fldoe.org/pdf/1516/SchoolGradesCalcGuide16.pdf>.
3. *Ibid.*, 12–21.
4. *Ibid.*, 23–24.
5. *Ibid.*, 1.
6. “Charlotte High School 2015-16 Report Cards” Florida Department of Education, accessed July 26, 2016, https://edstats.fldoe.org/SASStoredProcess/do?_program=%2FARM%2FPERA%2FEIAS%2FSCHOOL+REPORT+CARD%2FSTORED+PROCESSES%2FSchool+Grades&_action=update%2Cnobanner&_updatekey=2081970322.