

NEW HAMPSHIRE



New Hampshire's high school accountability system is based on proficiency and graduation rates, giving schools a strong incentive to ignore their high-achieving students.

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 New Hampshire's system for rating high school performance during the 2013–14 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 New Hampshire'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 NEW HAMPSHIRE'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?		New Hampshire does not 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?		New Hampshire does not estimate student growth at the high school level. 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?		New Hampshire does not estimate student growth at the high school level. ³
4. Does the state rate high schools' success in helping students earn college credit before graduating via AP, IB, and/or dual-enrollment programs?		New Hampshire does not rate high schools' success in helping students earn college credit before graduating.

EXHIBIT A⁴

2013 - 2014 NEW HAMPSHIRE PERFORMANCE INDICATORS REPORT
 KINGSWOOD REGIONAL HIGH SCHOOL (22425) IN GOVERNOR WENTWORTH REGIONAL
 SCHOOL PROFILE: Enrollment: 777 Grades : 9 to 12 ELL (English Learners): 1 % SWD (Students with Disabilities): 0 % Low SES: 34 %

READING:						PARTICIPATION (IN NECAP AND ACCESS FOR ELLS)				
	N	Index Score	% Met AMA01 Target	Points Earned	TOTAL		N	Participation Rate	Points Earned	TOTAL
Whole School (all Index groups)	177	91		4		Math Whole School	198	96	4	
EL - AMA01	0					Math ELLs	1			
EL - Index	0					Math SWD	33	100	4	
SWD - Index	32	73		2		Math Low SES	59	93	1	
Low SES - Index	50	95		4		Math:All others	105	97	4	
All Others - Index	95	95		4		Reading Whole School	198	97	4	
READING AVERAGE POINTS					3.5	Reading ELLs	1			
WEIGHTING = TIMES 1					3.5	Reading SWD	33	100	4	
WEIGHTING = TIMES 1					3.5	Reading Low SES	59	93	1	
WEIGHTING = TIMES 1					3.5	Reading: All Others	105	99	4	
WEIGHTING = TIMES 1					3.5	Reading - ACCESS	3			
WEIGHTING = TIMES 1					3.5	PARTICIPATION AVERAGE POINTS				
WEIGHTING = TIMES 1					3.5	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					3.5	WEIGHTING = TIMES 1				
MATHEMATICS:						GRADUATION RATE: (4 yr cohort) Class of 2013				
	N	Index Score	% Met AMA01 Target	Points Earned	TOTAL		N	Graduation Rate	Points Earned	TOTAL
Whole School (all Index groups)	175	58		1		Whole School	198	88	3	
EL - Index	0					ELs	2			
SWD - Index	32	36		1		SWD	37	70	1	
Low SES - Index	50	58		1		Low SES	70	91	4	
All Others - Index	93	66		1		All Others	89	92	4	
MATHEMATICS AVERAGE POINTS					1.0	GRADUATION AVERAGE POINTS				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
SCIENCE:						GRADUATION RATE: (5 yr cohort) Class of 2012				
	N	Index Score	% Met AMA01 Target	Points Earned	TOTAL		N	Graduation Rate	Points Earned	TOTAL
Whole School (all Index groups)	179	61		1		Whole School	0			
EL - Index	1					ELs	0			
SWD - Index	35	45		1		SWD	0			
Low SES - Index	37	58		1		Low SES	0			
All Others - Index	106	68		1		All Others	0			
SCIENCE AVERAGE POINTS					1.0	GRADUATION AVERAGE POINTS				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					1.0	WEIGHTING = TIMES 1				
WRITING:						DROPOUT RATE: (4 yr cohort) Class of 2013				
	N	Index Score	% Met AMA01 Target	Points Earned	TOTAL		N	Dropout Rate	Points Earned	TOTAL
Whole School (all Index groups)	178	80		3		Whole School	198	5	4	
EL - Index	0					ELs	2			
SWD - Index	32	62		1		SWD	37	14	2	
Low SES - Index	51	82		3		Low SES	70	6	3	
All Others - Index	95	86		3		All Others	89	0	4	
WRITING AVERAGE POINTS					2.5	DROPOUT RATE AVERAGE POINTS				
WEIGHTING = TIMES 1					2.5	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					2.5	WEIGHTING = TIMES 1				
WEIGHTING = TIMES 1					2.5	WEIGHTING = TIMES 1				
EXCESSIVE ABSENCE: Percent of students absent more than 10% of enrolled time						KINGSWOOD REGIONAL HIGH SCHOOL SCHOOL PERFORMANCE INDICATORS TOTAL				
	N	Excessive Absence Rate	% Met AMA01 Target	Points Earned	TOTAL	18.6				
Whole School	776	28		1		Score for Adequacy Decision: Total/8.0				
ELs	4					2.3				
SWD	124	31		1						
Low SES	205	36		1						
All Others	443	23		1						
EXCESSIVE ABSENCE AVERAGE POINTS					1.0					
WEIGHTING = TIMES 1					1.0					
WEIGHTING = TIMES 1					1.0					
WEIGHTING = TIMES 1					1.0					

ENDNOTES

1. Michael J. Petrilli, et al., *High Stakes for High Achievers: State Accountability in the Age of ESSA*, pages 183–187, (District of Columbia: Thomas B. Fordham Institute, 2016), <https://edexcellence.net/publications/high-stakes-for-high-achievers>.
2. "2014 Adequacy Report," New Hampshire Department of Education, page 7, accessed July 20, 2016, http://education.nh.gov/instruction/school_improve/documents/adequacy-report14.pdf.
3. Ibid.
4. "2013-2014 New Hampshire Performance Indicators Report Kingswood Regional High School," New Hampshire Department of Education, accessed July 20, 2016, <https://my.doe.nh.gov/profiles/accountability/performanceindicatorreport.aspx?year=2015&d=208&s=22425&rpt=PerformanceHigh>.