

OREGON



TWO STARS OUT OF FOUR

Oregon's accountability system gives high schools few incentives to focus on their high-achieving students. Rewarding schools that help students earn college credit through AP, IB, or dual enrollment programs would 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 Oregon'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 Oregon'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 OREGON’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?		Oregon 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?		Oregon uses a student growth percentile model. ³ A student growth percentile model compares students to peers with similar achievement in the previous school year by ranking them based on their year-to-year growth.
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” and achievement each count for 20 percent of a school’s summative rating. ⁴ (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?		Oregon does not rate schools’ success in helping students earn college credit before graduating. (See Exhibit A.)

EXHIBIT A⁵

Table 20. Rating Indicators and Weights by School Type

Rating Indicator	Weights by School Type		
	Elementary/Middle	Combined	High
Achievement	25	20	20
Growth	50	30	20
Subgroup Growth	25	15	10
Graduation	Not Applicable	25	35
Subgroup Graduation		10	15

EXHIBIT B⁶



2013-2014
Report Card Rating Details
Public Version - Final - October 9, 2014

District: Portland SD 1J
School: Wilson High School

The purpose of the Report Card Rating Details report is to describe the rating methodology and display the data used by the school accountability system to determine the overall school rating that is shown on each school's Report Card. The Oregon Department of Education (ODE) piloted the school accountability system in 2011-2012 to identify Priority, Focus, and Model schools as part of the ESEA Waiver. For more details on the school report cards, please visit the following link: <http://www.ode.state.or.us/go/schoolRC>.

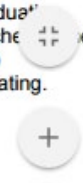
Overall Level: Level 3

Performance Indicator	Level	% of Points Earned	Weight	Weighted Points
Academic Achievement <small>(page 3)</small>	Level 4	80.0%	20	16.0
Academic Growth <small>(page 4)</small>	Level 4	70.0%	20	14.0
Subgroup Growth <small>(page 5)</small>	Level 3	56.7%	10	5.7
Graduation [^] <small>(page 6)</small>	Level 4	80.0%	35	28.0
Subgroup Graduation <small>(page 7)</small>	Level 3	53.3%	15	8.0
Number of Missed Participation Targets* <small>(page 8)</small>	3	NA		
Totals**				71.7
Weighted Percent				71.7%

[^] Schools that have Level 1 for Graduation can have an Overall Level no higher than Level 2.
^{*} Schools do not receive points for participation. However, a school's overall Level is lowered by one level for each consecutive year that it did not meet all participation targets, starting in 2012-13.
^{**} Schools may not be eligible for all possible points. Schools are not rated in categories where they do not meet minimum student count requirements.

Level Assignment	Weighted Percent
Level 5	87.0 or above
Level 4	70.0 to 86.9
Level 3	47.0 to 69.9
Level 2	26.5 to 46.9
Level 1	Less than 26.5

Levels are calculated using the percentage of points earned out of the total points eligible. For schools with data on all indicators, the total points possible are:
 • 20 for Academic Achievement
 • 20 for Academic Growth
 • 10 for Subgroup Growth
 • 35 for Graduation
 • 15 for Subgroup Graduation[^]
 The total score is matched to the scoring guide above to determine the school rating.



ENDNOTES

1. Michael J. Petrilli, et al., *High Stakes for High Achievers: State Accountability in the Age of ESSA*, pages 225–229, (District of Columbia: Thomas B. Fordham Institute, 2016), <https://edexcellence.net/publications/high-stakes-for-high-achievers>.
2. “Report Card Rating Policy and Technical Manual,” Oregon Department of Education, pages 7–9, accessed July 5, 2016, http://www.ode.state.or.us/wma/data/schoolanddistrict/reportcard/docs/rc_rating_policy_technical_manual_1314.pdf.
3. *Ibid.*, 10.
4. *Ibid.*, 11–15.
5. *Ibid.*, 28.
6. “Oregon Department of Education School and District Report Cards” Oregon Department of Education, accessed July 11, 2016 <http://www.ode.state.or.us/data/reportcard/reports.aspx>.