

MARYLAND



With an accountability system based on proficiency rates, Maryland gives schools no incentive to pay attention to their high-achieving students.

THE PURPOSE OF THIS ANALYSIS

The Every Student Succeeds Act grants states more authority over their school accountability systems than 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. Namely, it created strong incentives for schools to focus all their energy on helping low-performing students get over a modest “proficiency” bar, while ignoring the educational needs of their high achievers, who were likely to pass state reading and math tests regardless of what happened in the classroom. This may be why the United States has seen significant achievement growth 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 important for a variety of reasons. First, growth measures more accurately evaluate schools' impact on student achievement than proficiency rates, which are strongly correlated with student demographics, family circumstance, and prior achievement. But just as significantly, well-designed growth measures can eliminate the temptation for schools to ignore their high achievers.

ESSA maintains NCLB's requirement that states assess students annually in grades 3–8 and once in high school, as well as the mandate that states adopt accountability systems that lead to ratings for schools. These systems must include four types of indicators: academic achievement; another academic indicator, which can include student growth for elementary and middle schools; growth towards English proficiency for English language learners; and at least one other valid, reliable indicator of school quality or student success. Each of the academic indicators (1–3) must carry “substantial” weight and, in the aggregate, must count “much more” than the fourth.

Here we examine whether Maryland’s accountability system prioritizes high achievers. We specifically evaluate the state’s system for rating school performance during the 2013-2014 school year. We do not examine the quality of Maryland’s standards, tests, or sanctions for low performance.

This analysis also illustrates how states can seize the opportunity under ESSA to redesign their accountability systems and prioritize high achievers.

This last point is especially important because many state accountability systems are currently in flux. In part, that’s because of recent changes allowed by ESEA waivers, as well as the coming changes driven by ESSA implementation. But it’s also because states across the country recently moved to new, tougher assessments linked to their new, tougher standards.

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.

Our focus here is on rating systems for elementary and middle schools. A separate analysis will examine the same issues for high school accountability.

HOW STATES CAN PRIORITIZE HIGH ACHIEVERS IN THEIR 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 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 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 “basic,” full credit for getting students to “proficient,” and additional credit for getting students to “advanced.” (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. **For the second academic indicator expected by ESSA (student growth), rate schools using a “true growth model,” i.e., one that looks at 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, or else they 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 “value added” or the “growth percentile method”—for all students is much preferred.

3. **Include “gifted students” (or “high achieving students”) as a subgroup in the state’s accountability system and report results for them separately.** States can signal that high achievers matter by making them a visible, trackable “subgroup,” akin to special education students or English language learners, and publishing school ratings for their progress and/or achievement. (Obviously, it makes little sense to simply report that high achievers are high-achieving. But whether they are making strong growth is quite relevant. Alternatively, states might publish results for students labeled as “gifted,” though that opens up a can of worms about how that label is applied.)

4. **When determining summative school ratings, make growth—across the achievement spectrum—count the most.** Finally, the Department of Education’s proposed regulations require states to combine multiple factors into summative school ratings, probably through an index. Each of the three academic indicators (achievement, growth, and progress toward English proficiency) must carry “substantial” weight. But in our view, states should (and, under ESSA, are free to) make growth matter the most (50 percent or more of a school’s total score). Otherwise, schools will continue to face an incentive to ignore their high-performers. (States that don’t combine their indicators into a summative school rating receive a “Not Applicable” here.)

DOES MARYLAND’S ACCOUNTABILITY SYSTEM PRIORITIZE HIGH ACHIEVERS?




INDICATOR	RATINGS	NOTES
1. Does the state rate schools’ “academic achievement” using a model that gives additional credit for students achieving at an “advanced” level?		Maryland does not give additional credit for students achieving at an advanced level, though it does report these data. ¹ (See Exhibit A.)
2. Does the state rate schools’ growth using a model that looks at the progress of all individual students, not just those below the “proficient” line?		Maryland does not rate schools’ growth. ²
3. Does the state’s accountability system include “gifted students,” “high-achieving students,” or the like as a subgroup and report their results separately?		Maryland’s accountability system does not include “gifted students,” “high-achieving students,” or the like as a subgroup or report their results separately. ³
4. When calculating summative school ratings, does “growth for all students” count for at least half of the rating?	NA	Maryland does not calculate summative school ratings. ⁴

EXHIBIT A⁵

Braddock Middle

PARCC Assessment Performance Results Summary - 2015

		Performance Level										
		Level 1		Level 2		Level 3		Level 4		Level 5		
		Did not yet meet expectations		Partially met expectations		Approached expectations		Met expectations		Exceeded expectations		
	TESTED	Count	%	Count	%	Count	%	Count	%	Count	%	
English/Language Arts 6	State	62055	7353	11.8	13429	21.6	18848	30.4	19893	32.1	2532	4.1
	County	607	96	15.8	144	23.7	206	33.9	155	25.5	*	≤5.0
	School	187	35	18.7	36	19.3	57	30.5	58	31.0	*	≤5.0
English/Language Arts 7	State	61200	10536	17.2	11686	19.1	15297	25.0	17718	29.0	5963	9.7
	County	607	101	16.6	148	24.4	178	29.3	158	26.0	*	≤5.0
	School	185	29	15.7	53	28.6	52	28.1	45	24.3	*	≤5.0
English/Language Arts 8	State	59335	10111	17.0	10969	18.5	14240	24.0	19839	33.4	4176	7.0
	County	615	112	18.2	158	25.7	159	25.9	174	28.3	*	≤5.0
	School	173	34	19.7	38	22.0	50	28.9	49	28.3	*	≤5.0
Mathematics 6	State	62194	8473	13.6	17837	28.7	17552	28.2	16345	26.3	1987	3.2
	County	606	91	15.0	144	23.8	167	27.6	191	31.5	*	≤5.0
	School	185	35	18.9	35	18.9	48	25.9	63	34.1	*	≤5.0
Mathematics 7	State	55010	7181	13.1	17630	32.0	18528	33.7	11036	20.1	635	1.2
	County	605	65	10.7	202	33.4	222	36.7	112	18.5	*	≤5.0
	School	184	14	7.6	59	32.1	72	39.1	37	20.1	*	≤5.0
Mathematics 8	State	41166	11971	29.1	11126	27.0	8530	20.7	8056	19.6	1483	3.6
	County	385	98	25.5	122	31.7	103	26.8	62	16.1	*	≤5.0
	School	84	24	28.6	30	35.7	26	31.0	*	≤5.0	*	≤5.0
Algebra I	State	61842	8047	13.0	17712	28.6	16757	27.1	18194	29.4	1132	1.8
	County	596	103	17.3	203	34.1	150	25.2	130	21.8	*	≤5.0
	School	88	*	≤5.0	11	12.5	27	30.7	44	50.0	5	5.7

ENDNOTES

1. “2015 Maryland Report Card,” accessed May 31, 2015, <http://reportcard.msde.maryland.gov/index.aspx?K=300130>.
2. *Ibid.*
3. *Ibid.*
4. *Ibid.*
5. “Maryland School Report Card,” Maryland Department of Education, accessed May 31, 2016, http://reportcard.msde.maryland.gov/printreports/2015/01/SchoolReports/English/010504_2015ReportCard.pdf.