

NEVADA



Unlike most states, Nevada tracks the academic growth of high-achieving students. A rating system that assigned more weight to growth would give schools a stronger incentive to focus on these 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 Nevada’s accountability system prioritizes high achievers. We specifically evaluate the state’s system for rating school performance during the 2013-2014 school year—the most recent year for which information is available. We do not examine the quality of Nevada’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 NEVADA’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?		Nevada does not give additional credit for students achieving at an “advanced” level. (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?		Nevada uses a student growth percentile model. ¹ 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. Does the state’s accountability system include “gifted students,” “high-achieving students,” or the like as a subgroup and report their results separately?		Nevada reports academic growth for students in its gifted and talented program separately. (See Exhibit B.)
4. When calculating summative school ratings, does “growth for all students” count for at least half of the rating?		Nevada comes close. “Growth for all students” counts for 40 percent of a school’s summative rating. (See Exhibit A.)

EXHIBIT A²



School Overview Report

Carson Middle School (13301.2)

School Year: 2013-14



4 Star School:

A 4-Star School is among the higher performing schools in Nevada in student proficiency and/or student growth on the State assessments. The school is acknowledged for its achievement with public recognition and has some autonomy and/or flexibility in school planning and decision-making.

This school participated in the Smarter Balanced Field Test

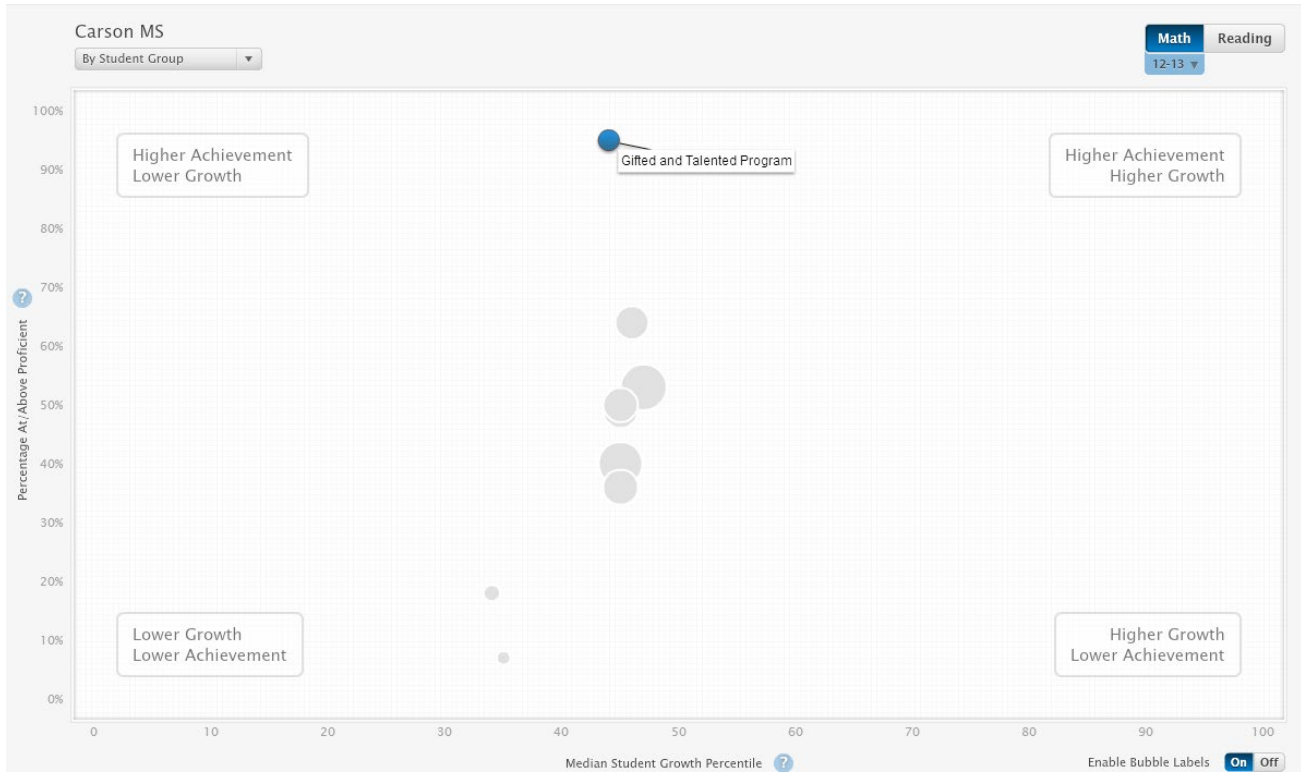
Performance Indicators	Points Earned	Points Eligible	Percentage of Points Earned
Growth Measure of Achievement	30.0	40	75.0%
Status Measure of Achievement	21.0	30	70.0%
Reductions in Achievement Gaps	14.0	20	70.0%
Other Indicator	6.0	10	60.0%
Total Index Score	[Points Earned(71.00)/Points Eligible(100)] X 100 = 71.00		
Reading/ELA Test Participation	99.8%		Math Test Participation 99.6%

Whole School Demographics (N = 1063)									
IEP	ELL	FRL	Am Indian/ AK Native	Asian	Black/ Afr American	Hispanic/ Latino	Pacific Islander	Two or More Races	White/ Caucasian
13.8%	9.7%	49.4%	1.7%	2.2%	0.7%	38.5%	0.1%	3.8%	53.2%

What do the performance indicators mean?

Growth Measure of Achievement	Status Measures of Achievement
Student Growth is a measure of performance on the State assessments over time. Students who perform similarly on the first administration of the test are compared to each other after the second. Each student's relative performance to each other is measured as a percentile. This value is called the Student Growth Percentile or SGP. Separate SGP determinations are made for Reading/ELA and Math.	Status is a measure of student performance based on a single administration of the State assessment. Cut scores are set that determine the achievement level needed to be proficient on the assessments. Status Measures of Achievement are determined by calculating the percent of students in the school who met or exceeded standards on the State assessments. School-level calculations are made for Reading/ELA and Math.
Reductions in Achievement Gaps	Other Indicator
Student achievement targets to meet proficiency on the State assessments within three years are determined for each elementary and middle school student. These targets are called Adequate Growth Percentiles or AGP. Reduction in Achievement Gap is based on the percent of IEP, ELL or FRL students who meet their AGP targets. Separate calculations are made for Reading/ELA and Math. Subgroups are identified as students who are on an Individual Education Plan (IEP), are English Language Learners (ELL) or receive Free or Reduced-Price Lunch (FRL).	Currently, the Other Indicator is a measure of the student average daily attendance or ADA for a school.
Test Participation	Star Rating
Schools do not earn additional framework points for Test Participation, but in order for a school to be classified as a 2, 3, 4 or 5 star school, the school must meet the 95% participation rate threshold or have an average of 95% participation or better from the two or three most recent years of testing.	★★★★★
	★★★★☆
	★★★☆☆
	★★☆☆☆
	Index Score
	at or above 77
	at or above 68 and below 77
	at or above 50 and below 68
	at or above 32 and below 50
	below 32

EXHIBIT B³



ENDNOTES

1. “Nevada School Performance Framework-Elementary/Middle School,” Nevada Department of Education, accessed May 5, 2016, <http://nspf.doe.nv.gov/Home/AboutEle>.
2. “School Overview Report-Carson Middle School,” Nevada Department of Education, accessed May 5, 2016, <http://nspf.doe.nv.gov/School/Overview/13/13301.2?years=2014>.
3. “Nevada Growth Model-Carson MS,” Nevada Department of Education, accessed May 5, 2016, <http://ngma.doe.nv.gov/v/app/public/index.htm#/district-13/schools>.