

VIRGINIA



Because Virginia's accountability system is based entirely on proficiency rates, schools have a strong incentive to ignore 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 Virginia’s accountability system prioritizes high achievers. We specifically evaluate the state’s system for rating school performance during the 2015–16 school year. We do not examine the quality of Virginia’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 VIRGINIA’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?		Virginia does not give additional credit for students achieving at an “advanced” level. ¹
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?		Virginia uses a student growth percentile model that includes all students. ² However, because growth doesn’t count toward a school’s summative rating and isn’t publicly reported, we give no credit for this indicator.
3. Does the state’s accountability system include “gifted students,” “high-achieving students,” or the like as a subgroup and report their results separately?		Virginia does not include “gifted students,” “high-achieving students,” or the like as a subgroup or report their results separately. (See Exhibit A.)
4. When calculating summative school ratings, does “growth for all students” count for at least half of the rating?		“Growth for all students” does not count toward a school’s summative rating. ³

EXHIBIT A⁴

Percentage of Students Passing and Tested in English Reading and Mathematics

Only student subgroups represented are listed.

Student Subgroup	Type	2013-2014			2014-2015			2015-2016		
		Passed	Tested	Not Tested	Passed	Tested	Not Tested	Passed	Tested	Not Tested
English Performance										
All Students	School	75	100	0	78	100	0	80	100	0
	Division	82	100	0	86	100	0	87	100	0
	State	74	100	0	79	100	0	80	100	0
Female	School	78	100	0	85	100	0	83	100	0
	Division	84	100	0	89	100	0	88	100	0
	State	78	100	0	82	100	0	82	100	0
Male	School	72	100	0	70	100	0	76	100	0
	Division	80	100	0	84	100	0	85	100	0
	State	71	100	0	76	100	0	77	100	0
Black	School	56	100	0	65	100	0	72	100	0
	Division	67	100	0	74	100	0	74	100	0
	State	59	100	0	65	100	0	66	100	0
Hispanic	School	60	100	0	62	100	0	67	100	0
	Division	64	100	0	71	100	0	73	100	0
	State	65	100	0	71	100	0	71	100	0
White	School	94	100	0	92	100	0	91	100	0
	Division	94	100	0	96	100	0	95	100	0
	State	82	100	0	86	100	0	86	100	0
Asian	School	69	100	0	89	100	0	86	100	0
	Division	84	100	0	90	100	0	90	100	0
	State	87	100	0	90	100	0	91	100	0
American Indian	School	-	-	-	<	<	<	<	<	<
	Division	68	100	0	71	100	0	73	100	0
	State	72	100	0	77	100	0	77	100	0
Two or more races	School	96	100	0	97	100	0	96	100	0
	Division	90	100	0	93	100	0	93	100	0
	State	78	100	0	82	100	0	83	100	0
Students with Disabilities	School	36	100	0	35	100	0	39	100	0
	Division	53	100	0	59	100	0	60	100	0
	State	43	99	1	45	99	1	46	99	1
Economically Disadvantaged	School	52	100	0	55	100	0	59	100	0
	Division	60	100	0	69	100	0	71	100	0
	State	59	100	0	66	100	0	66	100	0
Limited English Proficient	School	46	100	0	44	100	0	40	100	0
	Division	56	100	0	64	100	0	66	100	0
	State	54	100	0	61	100	0	61	100	0
Gap Group 1 - Students with Disabilities, English Language Learners, Economically Disadvantaged Students (unduplicated)	School	55	100	0	57	100	0	59	100	0
	Division	63	100	0	71	100	0	72	100	0
	State	59	100	0	65	100	0	66	100	0
Gap Group 2 - Black Students	School	56	100	0	65	100	0	72	100	0
	Division	67	100	0	74	100	0	74	100	0
	State	59	100	0	65	100	0	66	100	0
Gap Group 3 - Hispanic Students	School	60	100	0	62	100	0	67	100	0
	Division	64	100	0	71	100	0	73	100	0
	State	65	100	0	71	100	0	71	100	0

ENDNOTES

1. “Accountability in Virginia Public Schools,” Virginia Department of Education, pages 1–3, accessed May 18, 2016, http://www.pen.k12.va.us/statistics_reports/school_report_card/accountability_guide.pdf.
2. “Frequently Asked Questions about Student Growth Models,” Virginia Department of Education, page 1, accessed May 18, 2016, http://www.doe.virginia.gov/testing/scoring/student_growth_percentiles/fact_sheet.pdf.
3. “Accountability in Virginia Public Schools,” 2.
4. “Gunston Middle School Report Card,” Virginia Department of Education, page 4, accessed May 18, 2016, <https://p1pe.doe.virginia.gov/reportcard/report.do?division=7&schoolName=1961>.