

KENTUCKY



*Kentucky's accountability system rewards schools that help students achieve at an advanced level.
Assigning more weight to growth would further improve the system.*

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 Kentucky's accountability system prioritizes high achievers. We specifically evaluate the state's system for rating school performance during the 2014-2015 school year. We do not examine the quality of Kentucky'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 KENTUCKY’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?		Kentucky gives additional credit for students achieving at a “distinguished” 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?		Kentucky uses a student growth percentile model. ² 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?		Kentucky 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” counts for 40 percent of elementary school ratings and just 28 percent of middle school ratings. (See Exhibit B.)

EXHIBIT A³

K-PREP – Reading – Middle School – Performance Level																								
Grade	Enrollment			Number Tested			Participation Rate			Percent Novice			Percent Apprentice			Percent Proficient			Percent Distinguished			Percent Proficient/Distinguished		
	School District	State		School District	State		School District	State		School District	State		School District	State		School District	State		School District	State	School	District	State	
▶ All Students	599	599	150,378	599	599	150,251	100.0	100.0	99.9	18.9	18.9	21.1	29.5	29.5	25.1	40.6	40.6	37.2	11.0	11.0	16.7	51.6	51.6	53.8
▶ Male	303	303	77,248	303	303	77,177	100.0	100.0	99.9	19.1	19.1	25.3	33.0	33.0	26.0	38.3	38.3	34.7	9.6	9.6	13.9	47.9	47.9	48.7
▶ Female	296	296	73,120	296	296	73,064	100.0	100.0	99.9	18.6	18.6	16.6	26.0	26.0	24.1	42.9	42.9	39.8	12.5	12.5	19.5	55.4	55.4	59.3
▶ White (Non-Hispanic)	561	561	120,069	561	561	119,995	100.0	100.0	99.9	18.0	18.0	18.2	29.4	29.4	24.5	41.0	41.0	39.0	11.6	11.6	18.3	52.6	52.6	57.4
▶ African American	9*	9*	16,054	9*	9*	16,033	100.0	100.0	99.9			39.8			28.8			25.6			5.8			31.4
▶ Hispanic	9*	9*	7,618	9*	9*	7,595	100.0	100.0	99.7			27.7			28.6			33.6			10.0			43.6
▶ Asian	2*	2*	2,286	2*	2*	2,281	100.0	100.0	99.8			15.0			15.7			36.6			32.7			69.4
▶ American Indian or Alaska Native	2*	2*	174	2*	2*	173	100.0	100.0	99.4			24.3			23.1			36.4			16.2			52.6
▶ Native Hawaiian or Other Pacific Islander			136			135			99.3			27.4			22.2			37.8			12.6			50.4
▶ Two or more races	16	16	4,024	16	16	4,022	100.0	100.0	100.0	37.5	37.5	23.9	37.5	37.5	27.8	25.0	25.0	35.2	0.0	0.0	13.0	25.0	25.0	48.2
▶ Migrant	6*	6*	340	6*	6*	339	100.0	100.0	99.7			35.1			28.9			32.2			3.8			36.0
▶ Limited English Proficiency	1*	1*	2,726	1*	1*	2,700	100.0	100.0	99.0			64.3			24.3			10.4			1.0			11.4
▶ Free/Reduced-Price Meals	399	399	90,220	399	399	90,131	100.0	100.0	99.9	24.3	24.3	28.3	32.8	32.8	28.9	36.3	36.3	33.3	6.5	6.5	9.6	42.9	42.9	42.9
▶ Disability-With IEP (Total)	56	56	17,454	56	56	17,434	100.0	100.0	99.9	60.7	60.7	52.5	23.2	23.2	26.4	16.1	16.1	17.0	0.0	0.0	4.1	16.1	16.1	21.1
▶ Disability-With IEP (not including Alternate)	45	45	15,640	45	45	15,620	100.0	100.0	99.9	71.1	71.1	56.4	15.6	15.6	24.4	13.3	13.3	15.6	0.0	0.0	3.6	13.3	13.3	19.2
▶ Disability-With Accommodation (not including Alternate)	42*	42*	12,788	42*	42*	12,780	100.0	100.0	99.9			57.8			24.6			14.5			3.1			17.6
▶ Disability-Alternate Only	11	11	1,814	11	11	1,814	100.0	100.0	100.0	18.2	18.2	19.0	54.5	54.5	43.6	27.3	27.3	28.6	0.0	0.0	8.8	27.3	27.3	37.4
▶ Gap Group (non-duplicated)	404	404	97,815	404	404	97,710	100.0	100.0	99.9	24.3	24.3	28.4	32.7	32.7	28.7	36.6	36.6	33.1	6.4	6.4	9.8	43.1	43.1	42.8

EXHIBIT B⁴**How will student performance be used for accountability?**

Next-Generation Learners is the main component of Unbridled Learning and is based on many measures of student performance on various tests. Points will be awarded based on how well a school performs on each measure.

- **Achievement** – Just as in the past, elementary and middle school students' scores will be labeled as novice, apprentice, proficient or distinguished. Kentucky's goal is 100 percent proficiency for all students. At high school, achievement is based on end-of-course exams and an on-demand writing test.
- **Gap** – Schools will compare test results for African-American, Hispanic, Native American, special education, low income and limited English proficiency students, combined into one gap group, to results for other students who aren't in those categories.
- **Growth** – A statistical program will measure how much students' scores are improving from one year to the next.
- **College/Career Readiness** – Schools and districts will provide information about how many students are ready for college and/or careers, based on test scores and certifications earned.
- **Graduation Rate** – Schools and districts will report how many students graduate within four years of high school.

Calculating Next-Generation Learner Score

	Elementary	Middle	High
Achievement	30%	28%	20%
Gap	30%	28%	20%
Growth	40%	28%	20%
Readiness for College/Career	n/a	16%	20%
Graduation Rate	n/a	n/a	20%

ENDNOTES

1. “Unbridled learning accountability model,” Kentucky Department of Education, page 5, accessed May 31, 2016, <http://education.ky.gov/comm/ul/documents/white%20paper%20062612%20final.pdf>.
2. “PGES Student Growth,” Kentucky Department of Education, accessed May 31, 2016, <http://education.ky.gov/teachers/pges/tpges/pages/tpges-student-growth-page.aspx>.
3. “Kentucky School Report Card,” Kentucky Department of Education, accessed May 31, 2016, <https://applications.education.ky.gov/src/Accountability.aspx>.
4. “A Parent’s Guide to School Accountability in Kentucky,” Kentucky Department of Education, accessed May 31, 2016, <http://education.ky.gov/comm/UL/Documents/Parents%20Guide%20Accountability%20082812.pdf>.