

# WISCONSIN



*Wisconsin's accountability system rewards schools that help students achieve at a high level. Assigning more weight to growth would 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 Wisconsin'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 Wisconsin'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 WISCONSIN’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?		Wisconsin gives 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?		Wisconsin uses a student growth percentile model. <sup>1</sup> 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?		Wisconsin does not include “gifted students,” “high-achieving students,” or the like as a subgroup or report their results separately. (See Exhibit B.)
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 just 25 percent of a school’s summative rating. (See Exhibit C.)

EXHIBIT A<sup>2</sup>

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**Adams-Friendship Mid | Adams-Friendship Area**  
 School Report Card Detail | 2013-14 | Student Achievement

**Student Achievement**

**Total Score: 51.4/100**

**Reading Achievement Score: 22.8/50**

Performance Level	Points Multiplier	2011-12			2012-13			2013-14		
		Students		Points	Students		Points	Students		Points
		Count	Percent		Count	Percent		Count	Percent	
Advanced	1.5	3	0.9%	4.5	6	1.8%	9	8	2.6%	12
Proficient	1.0	73	21.9%	73	64	19.1%	64	69	22.0%	69
Basic	0.5	139	41.6%	69.5	159	47.5%	79.5	129	41.2%	64.5
Minimal Performance	0.0	119	35.6%	0	106	31.6%	0	107	34.2%	0
Total Tested	-	334	100.0%	147	335	100.0%	152.5	313	100.0%	145.5

**Mathematics Achievement Score: 28.7/50**

Performance Level	Points Multiplier	2011-12			2012-13			2013-14		
		Students		Points	Students		Points	Students		Points
		Count	Percent		Count	Percent		Count	Percent	
Advanced	1.5	16	4.8%	24	23	6.9%	34.5	29	9.2%	43.5
Proficient	1.0	88	26.3%	88	87	26.0%	87	88	28.0%	88
Basic	0.5	145	43.4%	72.5	146	43.6%	73	102	32.5%	51
Minimal Performance	0.0	85	25.4%	0	79	23.6%	0	95	30.3%	0
Total Tested	-	334	100.0%	184.5	335	100.0%	194.5	314	100.0%	182.5

EXHIBIT B<sup>3</sup>



Adams-Friendship Mid | Adams-Friendship Area  
School Report Card Detail | 2013-14 | Student Achievement

**Student Achievement**

**Supplemental Data**

Group performance is provided for informational purposes only and is not used to determine the Student Achievement scores used in the accountability system.

**Reading Supplemental Data**

Group	2011-12					2012-13					2013-14				
	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance
All Students: State	379,355	6.3%	31.3%	38.3%	24.2%	378,906	5.8%	32.1%	39.5%	22.6%	377,896	6.5%	31.9%	37.9%	23.7%
All Students: School	334	0.9%	21.9%	41.6%	35.6%	335	1.8%	19.1%	47.5%	31.6%	313	2.6%	22.0%	41.2%	34.2%
American Indian or Alaska Native	4	*	*	*	*	2	*	*	*	*	2	*	*	*	*
Asian or Pacific Islander	3	*	*	*	*	3	*	*	*	*	0	*	*	*	*
Black not Hispanic	4	*	*	*	*	6	*	*	*	*	8	*	*	*	*
Hispanic	16	*	*	*	*	13	*	*	*	*	21	0.0%	14.3%	47.6%	38.1%
White not Hispanic	307	1.0%	23.5%	42.3%	33.2%	311	1.9%	19.9%	47.6%	30.5%	282	2.8%	23.0%	40.4%	33.7%
Students with Disabilities	68	0.0%	5.9%	22.1%	72.1%	68	1.5%	1.5%	16.2%	80.9%	61	0.0%	1.6%	21.3%	77.0%
Economically Disadvantaged	233	0.4%	18.0%	41.2%	40.3%	240	0.8%	14.2%	47.1%	37.9%	220	0.9%	16.8%	42.3%	40.0%
Limited English Proficient	1	*	*	*	*	3	*	*	*	*	11	*	*	*	*

**Mathematics Supplemental Data**

Group	2011-12					2012-13					2013-14				
	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance	Total Tested	Percent Advanced	Percent Proficient	Percent Basic	Percent Minimal Performance
All Students: State	379,734	11.5%	39.0%	35.6%	13.9%	378,898	11.9%	38.7%	35.6%	13.9%	377,886	12.0%	39.1%	34.6%	14.2%
All Students: School	334	4.8%	26.3%	43.4%	25.4%	335	6.9%	26.0%	43.6%	23.6%	314	9.2%	28.0%	32.5%	30.3%
American Indian or Alaska Native	4	*	*	*	*	2	*	*	*	*	2	*	*	*	*
Asian or Pacific Islander	3	*	*	*	*	3	*	*	*	*	0	*	*	*	*
Black not Hispanic	4	*	*	*	*	6	*	*	*	*	8	*	*	*	*
Hispanic	16	*	*	*	*	13	*	*	*	*	21	4.8%	9.5%	33.3%	52.4%
White not Hispanic	307	5.2%	27.4%	43.3%	24.1%	311	7.4%	26.7%	43.1%	22.8%	283	9.9%	28.6%	32.9%	28.6%
Students with Disabilities	68	0.0%	8.8%	32.4%	58.8%	68	2.9%	5.9%	29.4%	61.8%	62	1.6%	6.5%	16.1%	75.8%
Economically Disadvantaged	233	3.0%	20.2%	48.9%	27.9%	240	3.3%	20.4%	48.3%	27.9%	221	4.5%	23.5%	36.7%	35.3%
Limited English Proficient	1	*	*	*	*	3	*	*	*	*	11	*	*	*	*

EXHIBIT C <sup>4</sup>

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### Adams-Friendship Area District Report Card | 2013-14 | Summary

**Overall Accountability Score and Rating**



**Meets Expectations**

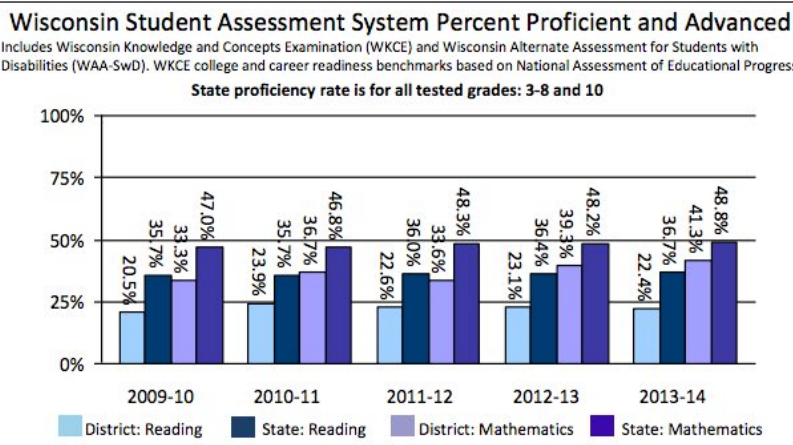
Overall Accountability Ratings	Score
Significantly Exceeds Expectations	83-100
Exceeds Expectations	73-82.9
Meets Expectations	63-72.9
Meets Few Expectations	53-62.9
Fails to Meet Expectations	0-52.9

Priority Areas	District Max Score	State Max Score
<b>Student Achievement</b>	<b>53.2/100</b>	<b>66.4/100</b>
Reading Achievement	22.5/50	29.8/50
Mathematics Achievement	30.7/50	36.7/50
<b>Student Growth</b>	<b>63.2/100</b>	<b>62.4/100</b>
Reading Growth	30.5/50	31.5/50
Mathematics Growth	32.7/50	30.9/50
<b>Closing Gaps</b>	<b>63.4/100</b>	<b>66.3/100</b>
Reading Achievement Gaps	17.1/25	17.0/25
Mathematics Achievement Gaps	16.2/25	16.3/25
Graduation Rate Gaps	30.1/50	33.0/50
<b>On-Track and Postsecondary Readiness</b>	<b>82.4/100</b>	<b>85.3/100</b>
Graduation Rate	37.0/40	36.0/40
Attendance Rate	37.1/40	37.2/40
3rd Grade Reading Achievement	2.0/5	2.8/5
8th Grade Mathematics Achievement	2.3/5	3.5/5
ACT Participation and Performance	4.0/10	5.8/10

Student Engagement Indicators	Total Deductions: 0
Test Participation Lowest Group Rate (goal ≥95%)	Goal met: no deduction
Absenteeism Rate (goal <13%)	Goal met: no deduction
Dropout Rate (goal <6%)	Goal met: no deduction

**District Information**

Grades	K4-12
Locale	Rural
Enrollment	1,636
<i>Race/Ethnicity</i>	
American Indian or Alaska Native	0.9%
Asian or Pacific Islander	0.2%
Black not Hispanic	2.0%
Hispanic	6.4%
White not Hispanic	90.4%
<i>Student Groups</i>	
Students with Disabilities	19.6%
Economically Disadvantaged	72.9%
Limited English Proficient	2.0%



**Notes:** Overall Accountability Score is an average of Priority Area Scores, minus Student Engagement Indicator deductions. The average is weighted differently for districts that cannot be measured with all Priority Area Scores, to ensure that the Overall Accountability Score can be compared fairly for all districts. Accountability Ratings do not apply to Priority Area Scores. Details can be found at <http://reportcards.dpi.wi.gov/>.

**ENDNOTES**

1. “School Report Card Technical Guide,” Wisconsin Department of Public Instruction, pages 24–25, accessed May 11, 2016, <http://dpi.wi.gov/sites/default/files/imce/accountability/pdf/School%20Report%20Card%20Technical%20Guide%202014.pdf>.
2. “Adams-Friendship Middle School Report Card Detail | 2013-14,” Wisconsin Department of Public Instruction, page 4, accessed May 11, 2016, <https://apps2.dpi.wi.gov/reportcards/>.
3. *Ibid*, 5.
4. *Ibid*, 1.