

No Child Left Behind: Grappling with “Adequate Yearly Progress”

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Presentation at the panel discussion sponsored by the Rennie
Center at MassINC and the
Massachusetts Association of School Superintendents
Marlboro, MA November 18, 2004



Focus

- Constructive proposals for legislative/regulatory modifications to better enable improved educational achievement
 - Focus on AYP provisions of NCLB, not funding, highly qualified educators, assessments, etc.
- Does not challenge fundamental assumptions
 - Common standards for all students
 - Theory of action regarding standards, assessment, and accountability
 - Hierarchical management view (governance and implementation)
 - What is not focused on (local assessment, etc.)



Focus – 2

- National view across states and network of people (primarily technical design) who work in accountability
 - Focus on design problems and fixes, not implementation problems and fixes
 - Brief treatment of several rather than more in-depth treatment of any
 - Mostly mid-level: smaller changes that could be made primarily through regulation or technical fixes
- Not necessarily related to Massachusetts



A Double-Handful of Issues

1. Too many school identified as not meeting AYP
2. Not comparable/fair across states
3. Wrong schools identified/not identified
4. Small offense, big consequence
5. Different offenses, same consequence
6. Wrong consequences
7. Unreasonable goals, too fast
8. Schools flip in and out of DNM
9. Games playing – loss of focus
10. Incoherent design, lack of credibility

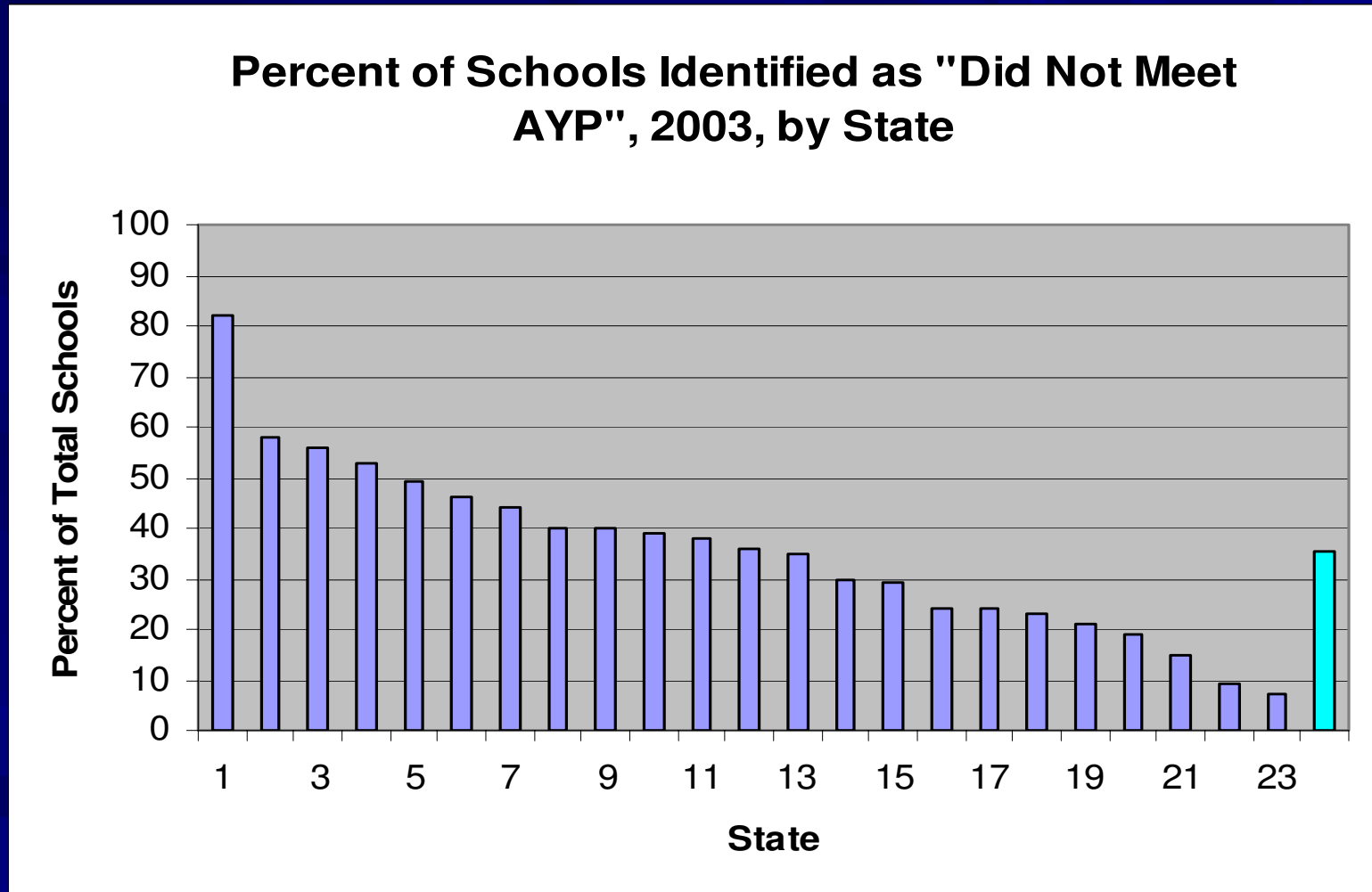


1. Too many schools identified

- Prior to NCLB: avg. about 3-5%; most 10%; first year of NCLB (2003) avg. 35%
- Causes:
 - “School enrolling 20th percentile student” does not equal 20% of the schools
 - Definition of “school in need of improvement” – multiple conjunctive hurdles
- Proposal:
 - Lower starting AMO
 - Reduce number of hurdles
 - Allow same subgroup, same content areas, two years
 - Add compensatory performance
 - Add more labels
 - See other issues’ proposals



2. Not comparable/"fair" across states



2. Not comparable/fair across states - 2

■ Causes

- Each state sets own proficiency standards
- Each state defined over 20 parameters for AYP (e.g., use of index, FAY, graduation rate definition & target, other academic indicator, minimum-n & confidence interval, AMO timeline, appeals)
- Variation in what was approved by USED, over time, across states

■ Proposal

- More uniform approval by USED, including written documentation
- Uniform definitions of key parameters
- More careful descriptions when comparing



3. Wrong schools (not) identified

■ Causes

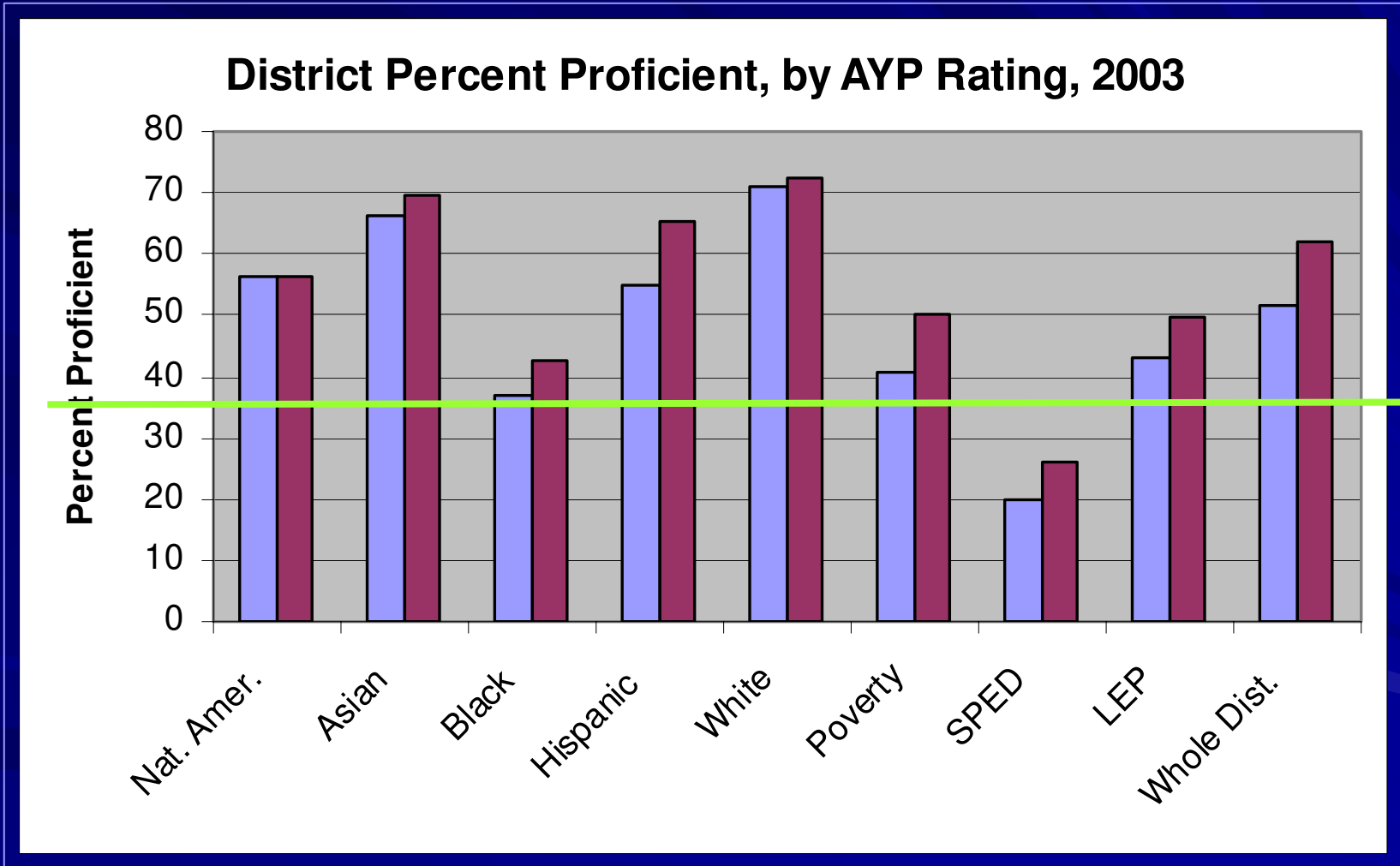
- Did not include valued variables (e.g., growth)
- Did not allow for special missions/populations
- “Reliability” and impact concerns outweighed validity concerns
- “Two year” rule’s known shortcomings

■ Proposal

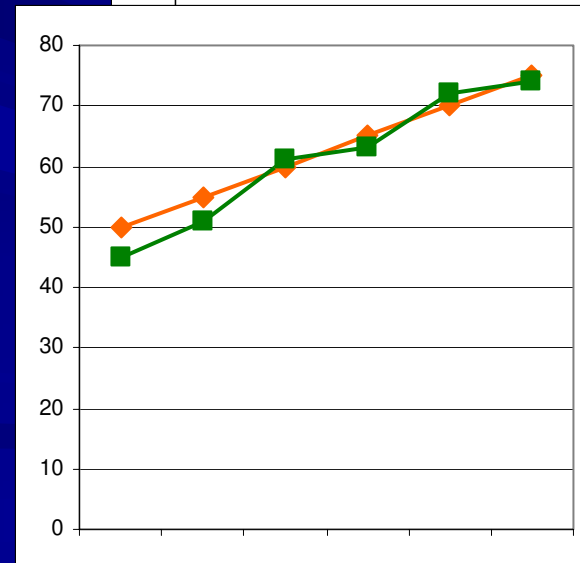
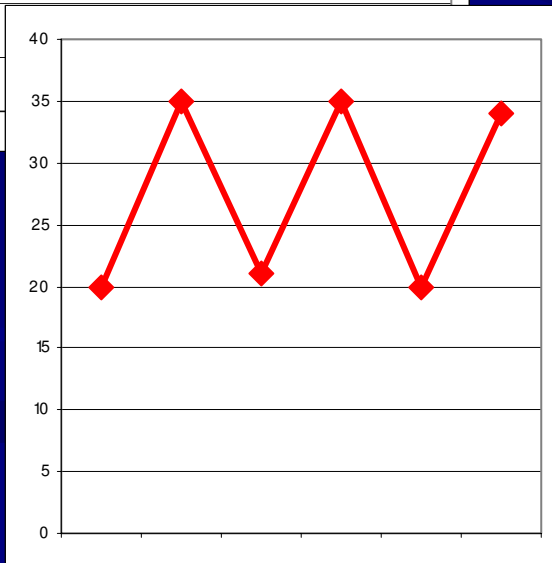
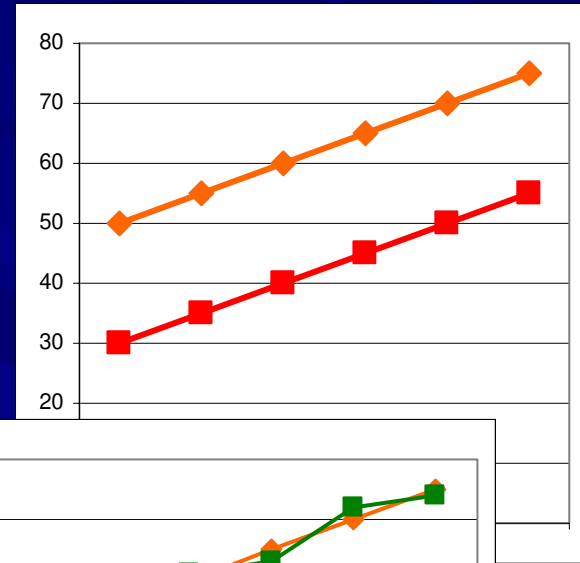
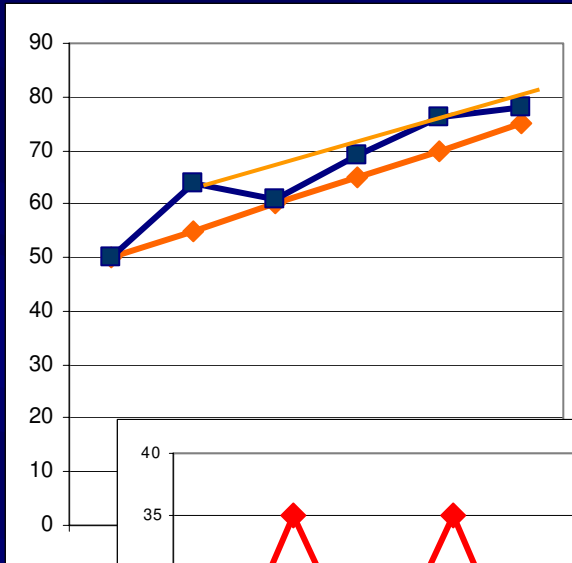
- Include other measures of performance (compensatory)
- Allow alternate system for special mission schools
- Allow two-stage models to accommodate focus on reducing “False Positives” and “False Negatives”
- Fix two-year in/out rule



Biased by Size



When “two years” doesn’t work?



4. Small offense, big consequence

■ Cause

- Pass/fail nature of AYP judgment, coupled with multiple conjunctive hurdles

■ Proposal

- Create more graded performance judgments
- Promote serious reliability safeguards
- Link consequences to subgroups (e.g., public school choice for identified subgroups, not school as a whole)



5. Different offenses, same consequence

■ Causes

- Multiple ways to not meet, all counted the same
- Set consequences for schools, year 1 = public school choice; year 2 = supp. ed. Services, ...

■ Proposal

- Link consequences to subgroups
- Allow more grades of labels, along with assistance



6. Wrong consequences

■ Cause

- View of “do not trap student in failing school”
- Limited allowed repertoire of assistance/sanction actions

■ Proposal

- Offer supp. ed. services year 1, choice year 2
- More effective models of school improvement
- Tailor consequences to schools (rural, etc.)



7. Unreasonable goals, too fast

■ Cause

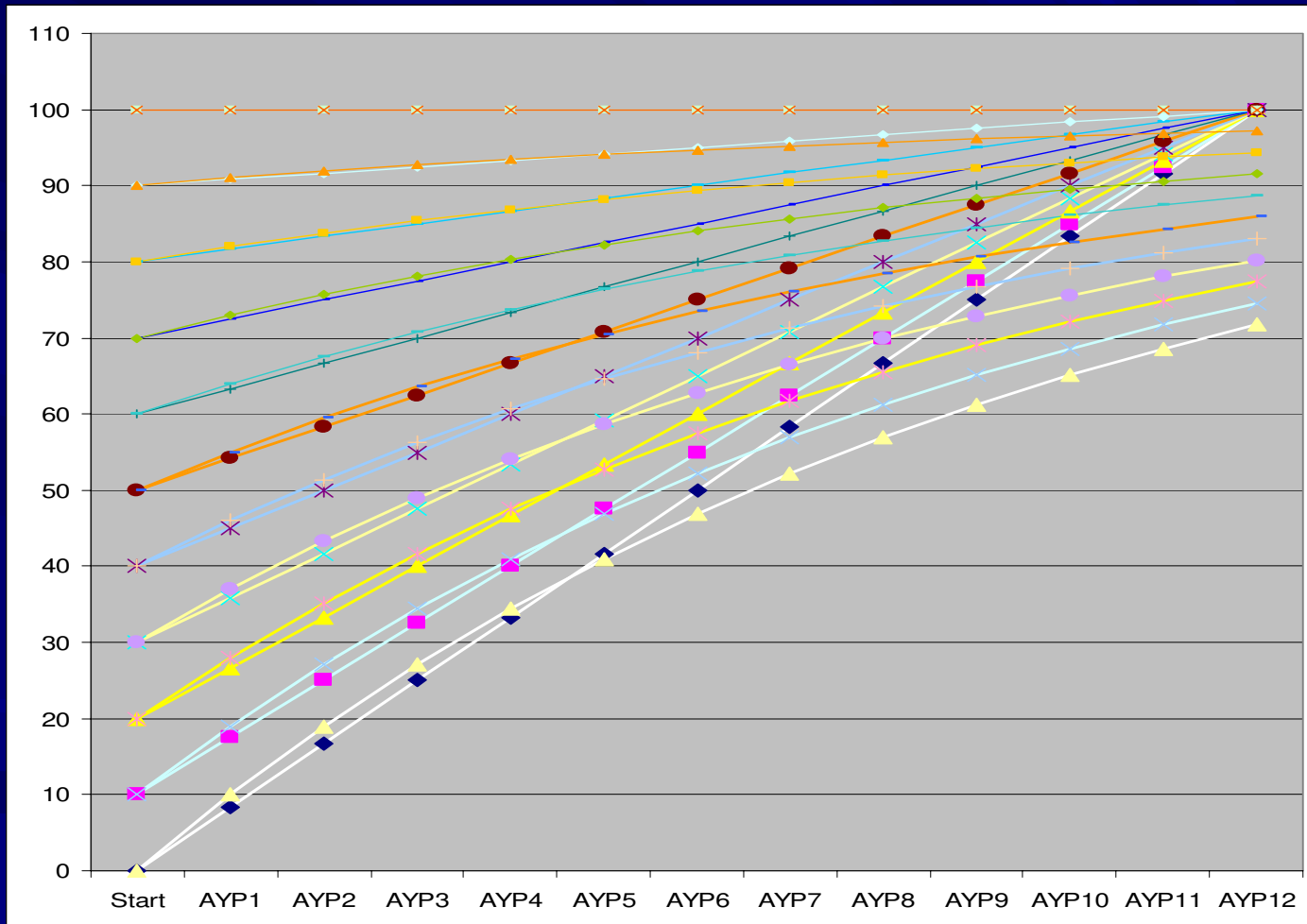
- Policy-driven target of 100% by 2013-14
- Desire to not subject students to drawn-out process with little improvement
- Desire for common standards for all students, set time

■ Proposal

- Review progress and targets biannually; inform policy w/ data
- Allow individual school trajectories
- Allow “on track to be proficient”
- Establish research for appropriate growth targets for SPED & ELL
- Modify “safe harbor” to allow other growth/improvement models
- Fix safe harbor to true “reduce gap to goal,” adjust timeline (%)



Safe Harbor's Required Improvement



Example: North Carolina - PAC

Reading Test											
percent of all students scoring at or above minimum passing score (Levels III, IV)											
Grade	1994	1995	1996	1997	1998	1999	2000	CHANGE		COHORT CHANGE	
								1994-2000 94-97	97-00	94-97	97-00
3	60	63	65	66	72	74	74	6	8		
4	66	64	69	68	71	71	72	2	4		
5	66	68	67	71	75	76	79	5	8		
6	65	66	68	67	70	72	70	2	3	7	4
7	64	69	67	68	71	77	76	4	8	2	8
8	71	73	73	75	80	80	83	4	8	9	12



Example: Texas – PAC

Reading Test

percent of all students scoring at or above minimum passing score

Grade	1994	1995	1996	1997	1998	1999	2000	CHANGE		COHORT CHANGE	
								1994-2000 94-97	97-00	94-97	97-00
3	76	77	78	78	83	88	87	2	9		
4	73	78	75	79	86	88	89	6	10		
5	75	77	79	81	85	86	87	6	6		
6	71	76	74	81	82	84	86	10	5	5	8
7	73	76	79	81	82	83	83	8	2	8	4
8	74	76	79	81	82	83	83	7	2	6	2
10	74	72	74	80	81	88	89	6	9	9	8



8. Schools flip in and out of Did Not Meet; can't get out of INOI

■ Causes

- Unreliable multiple hurdles
- Cumulative effect of conjunctive error

■ Proposal

- Allow true statistical correction for unreliability
- Reduce number of conjunctive hurdles
- Correct “death slide” of INOI for unreliability
- Fix “two year” rule



9. Games playing – loss of focus

■ Causes

- Pressure of over-identification
- Focus more on impact than coherence and validity
- Inconsistent regulatory “fixes” to design issues
 - FAY, SPED, ELL, district spans

■ Proposal

- Balance demand and avenues for success; TA
- Address root causes, especially coherent design of AYP (resources, time, political will)



10. Incoherent design, lack of credibility

■ Causes

- Lack of knowledge of complex systems (typical)
- Piecemeal fixes
- Political pressures

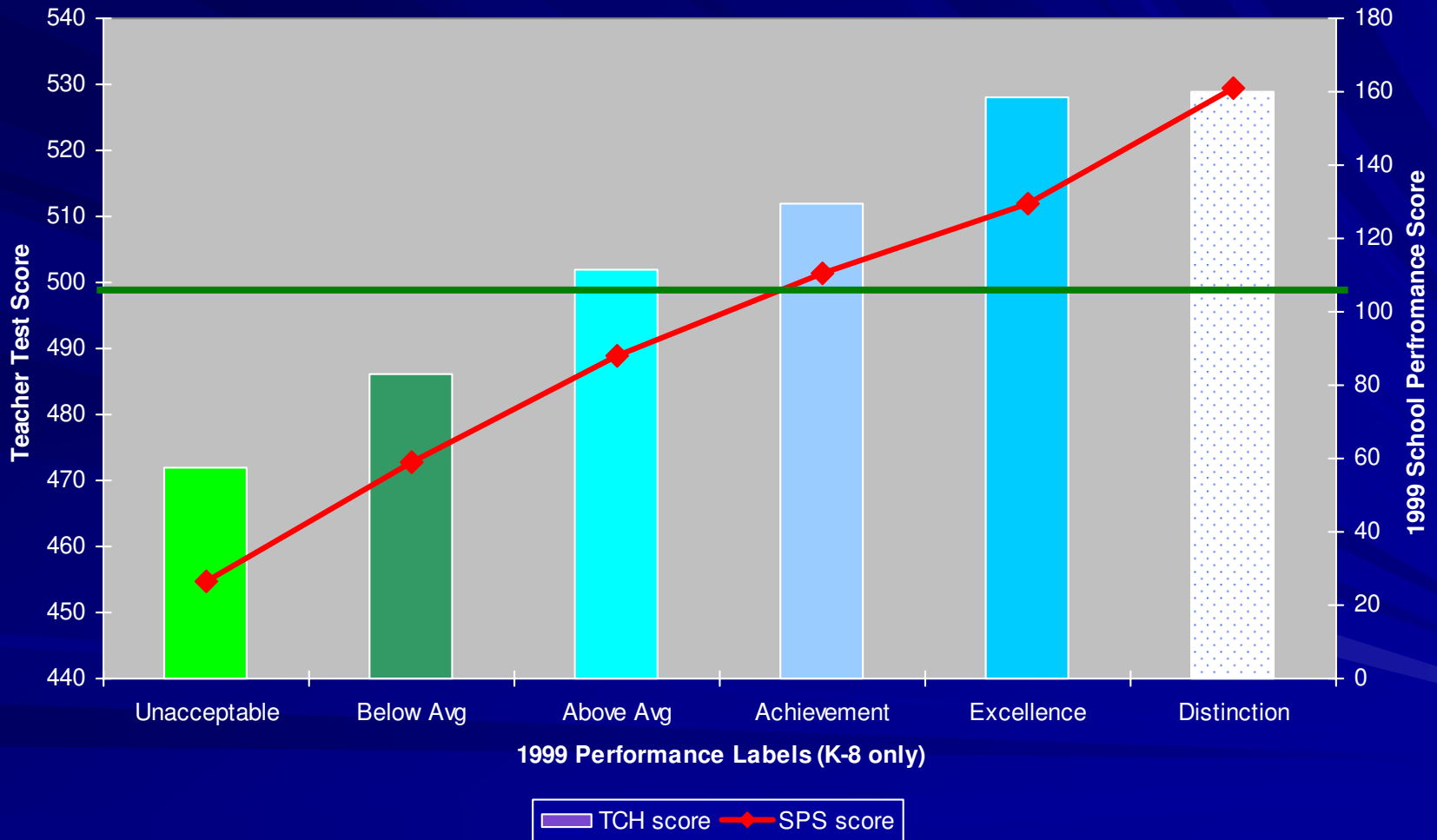
■ Proposal

- Focus on validity and impact
- Consider rules together, not separately
- Model USED change process after states' processes
- Work systemically (more than AYP)



Average Teacher Test Score by School Performance Labels – bars (LA state average = 500)

Average 2000 SPS by School Performance Labels – line



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