Standardized Testing in Alabama and Nationwide
Thomas Rains, Policy Director
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Standardized testing serves several purposes. Tests provide feedback on a student’s performance. They can help teachers understand student achievement relative to class objectives. Tests can also help administrators identify excellent teachers and those who need more professional support. And, likewise, they can help administrators and policymakers identify which schools are high performing and which are not serving students effectively.

Alabama’s previous generation of standardized tests provided a murky and often misleading picture on all of these fronts. The state is implementing a new generation of standardized tests to provide more clarity, however the new assessments will still only provide a snapshot of student performance at one point in time. It will take much more work and research to implement any assessment that captures student growth modeling and provides more than just an annual snapshot.

This memo provides a brief overview of the standardized testing landscape in Alabama, especially as it relates to the College and Career Ready Standards in our state and the Common Core State Standards nationally.

Overview of Alabama’s Testing Landscape

In April 2013 the Alabama State Board of Education (SBOE) adopted the ACT Aspire tests for end-of-year assessments to replace the Alabama Reading and Math Test for grades 3-8.¹ Aspire is developed by the non-profit organization ACT, which also administers the college-readiness test of the same name.

The Aspire tests will be aligned with Alabama’s College and Career Ready Standards (CCRS) for math and English language arts that were adopted by the SBOE in 2010. The CCRS math standards were implemented in schools during the 2012-13 school year, and the CCRS English language arts standards are being implemented this year. The 2013-14 school year will be the first year of the Aspire tests.

Using Aspire in the lower grades will complement Alabama’s assessment improvements in the upper grades. The upper-grade assessments include three different batteries of assessments, each addressing different skills for high school students:

¹ State Superintendent Thomas R. Bice to City and County Superintendents, April 30, 2013, Alabama State Department of Education, Interest in the Administration of ACT Aspire.
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- ACT QualityCore subject-specific End-of-Course Tests – to be fully implemented by 2014-15
- ACT College and Career Readiness System (which includes the ACT itself) – to be fully implemented in 2013-14
- ACT WorkKeys – to be fully implemented in 2014-15

In 2009, the SBOE voted to phase out the Alabama High School Graduation Exam (AHSGE) and replace it with ACT’s subject-specific QualityCore End-of-Course Assessments for grades 9-12. These end-of-course tests (EOCs) can help better determine a student’s readiness for college or a career in specific subjects. The graduating class of 2014 will be the last class required to pass the AHSGE.

In the 2012-13 school year, Alabama high schools began administering EOCs in a limited number of subjects and did not include the scores as a percentage of students’ grades. This was meant to inform future decisions regarding the assessments’ use. Beginning with the 2013-14 school year, high schools will administer EOCs in Algebra I and English 10.

EOCs will expand in 2014-15 to include:

- English 9
- English 10
- English 11
- English 12
- Algebra I
- Geometry
- Algebra II
- Pre-Calculus
- Biology
- Chemistry
- Physics
- U.S. History

Simultaneously, 2013-14 marks the first school year that all juniors in Alabama (the Class of 2015) will take the ACT college readiness test, the capstone in the ACT College and Career Readiness System. Last year, all members of the Class of 2015 took ACT’s “Plan” test as sophomores, and as 8th graders they took ACT’s “Explore” test. This three-test battery over four years tracks a student’s progress toward meeting the ACT’s College Readiness Benchmarks in English, Math, Reading, and Science. These benchmarks are defined as scores out of 36 and increase on each test on a trajectory toward college readiness (see below).

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4 Bice to Superintendents, July 12, 2013, ALSDE, Revisions to the Testing Program and Testing Dates.
ACT sets its College Readiness Benchmarks as the “minimum score needed on an ACT subject-area test to indicate a 50% chance of obtaining a B or higher or about a 75% chance of obtaining a C or higher in the corresponding credit-bearing college courses.”

<table>
<thead>
<tr>
<th>ACT Subject-Area Test</th>
<th>ACT Explore Benchmark (Grade 8)</th>
<th>ACT Plan Benchmark (Grade 10)</th>
<th>The ACT Benchmark</th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>13</td>
<td>15</td>
<td>18</td>
</tr>
<tr>
<td>Mathematics</td>
<td>17</td>
<td>19</td>
<td>22</td>
</tr>
<tr>
<td>Reading</td>
<td>16</td>
<td>18</td>
<td>22</td>
</tr>
<tr>
<td>Science</td>
<td>18</td>
<td>20</td>
<td>23</td>
</tr>
</tbody>
</table>

These scores serve a dual purpose. The ACT is used as a widely accepted college entrance exam, but starting in 2015—when performance data are available for all Alabama graduating students—these data will serve as indicators of whether Alabama high school graduates are prepared for college.

For example:

- In 2013, only 20% of Alabama’s graduating seniors who took the ACT met all four College Readiness Benchmarks. Nationally, this number was 26%.

- In 2012, 18% of Alabama’s graduating seniors who took the ACT met all four College Readiness Benchmarks. Nationally, 25% met all four benchmarks in 2012.

Currently, these college-readiness percentages are inflated, because students who have taken the ACT in previous years were only those who planned to attend college. For example, in 2013 about 78% of graduating students in Alabama had taken the ACT. The good news is that this is an increase of 6.5% from five years ago.

This increase in students taking the ACT reflects a changing landscape, where employers are more often looking for workers with some sort of post-secondary education, and students are looking to obtain it. In 2013, 88% of ACT takers planned to attend college and/or graduate school, and 94% planned to continue their education beyond high school. In Alabama, the Department of Industrial Relations estimated in 2008 that of the 40 jobs expected to see the highest increases in demand by 2018, 32 of them required some form of post-secondary education.

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7 Ibid.
9 Ibid.
10 ACT Profile Report 2013.
By giving all juniors the opportunity to take the ACT, Alabama is joining a growing number of states. Many states are now paying for its students to take one or more other tests developed by ACT, as can be seen in the table below. (Alabama will likely be included on the “11th and 12th grade students” list next year.)

**ACT Partnerships with States:**

<table>
<thead>
<tr>
<th>ACT Aspire</th>
<th>ACT Explore</th>
<th>ACT Plan</th>
<th>ACT QualityPoint</th>
<th>ACT WorkKeys</th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd- through 8th-grade students</td>
<td>8th- and 9th-grade students</td>
<td>10th-grade students</td>
<td>11th- and 12th-grade students</td>
<td>ACT National Career Readiness Certificate™</td>
</tr>
<tr>
<td>Alabama</td>
<td>Arkansas</td>
<td>Hawaii</td>
<td>Illinois</td>
<td>Kentucky</td>
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<tr>
<td>Arkansas</td>
<td>Florida</td>
<td>Hawaii</td>
<td>Illinois</td>
<td>Michigan</td>
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<tr>
<td>Hawaii</td>
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<td>Kentucky</td>
<td>Louisiana</td>
<td>Michigan</td>
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<tr>
<td>Illinois</td>
<td>Illinois</td>
<td>Louisiana</td>
<td>Michigan</td>
<td>North Carolina</td>
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<td>Kentucky</td>
<td>Kentucky</td>
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<td>Michigan</td>
<td>North Dakota</td>
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<td>Montana</td>
<td>Texas</td>
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<td>North Carolina</td>
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<td>West Virginia</td>
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<td>Wyoming</td>
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<td>Wisconsin</td>
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<tr>
<td>West Virginia</td>
<td>West Virginia</td>
<td>Wisconsin</td>
<td>Central</td>
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</tbody>
</table>

Beginning in 2014-15 seniors in Alabama will also be able to take ACT WorkKeys assessments. WorkKeys are job skills assessments for students interested in heading straight into a career “that help employers select, train, develop, and retain a high-performance workforce.” These assessments will further connect Alabama students to the real world, building on the College and Career Ready Standards used in grades K-12.

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13 ACT Profile Report 2013.
14 Bice to Superintendents, July 11, 2012, ALSDE, Phasing Out the Alabama High School Graduation Exam.
Students can take WorkKeys assessments in the following areas:

<table>
<thead>
<tr>
<th>Foundational Skill Assessments</th>
<th>Soft Skill Assessments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applied Mathematics</td>
<td>Fit</td>
</tr>
<tr>
<td>Applied Technology</td>
<td>Talent</td>
</tr>
<tr>
<td>Business Writing</td>
<td>Performance16</td>
</tr>
<tr>
<td>Listening for Understanding</td>
<td></td>
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<tr>
<td>Locating Information</td>
<td></td>
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<td>Workplace Observation</td>
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<td>Reading for Information</td>
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<tr>
<td>Teamwork</td>
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</tbody>
</table>

**Looming Drops in Scores in Alabama**

**With these changes in assessments, Alabama is likely to experience two different drops in standardized test scores in 2014 and 2015.** Both drops will be unpopular, but both are necessary to improve educational outcomes.

- The 2014 drop in scores will occur when the percentage of students deemed “proficient” in grades 3-8 declines due to the new Aspire tests being aligned with the more rigorous College and Career Ready Standards.

- The 2015 drop in scores will occur when all of Alabama’s graduating students have taken the ACT and Alabama’s percentage of students meeting the ACT College Readiness Benchmarks drops. Previously, the only students who took the ACT in Alabama were those who voluntarily took it in preparation for applying to college.

**Alabama’s new standards raise the bar academically for students. As a result, students will have to perform at a higher level on the CCRS-aligned Aspire in order to be deemed “proficient” in reading and math.** In the long run, students will rise to the challenge, but in the short run this will result in a rude awakening for students and their parents who are accustomed to being told they are “proficient” by the ARMT.

The Aspire will judge students more like the National Assessment of Educational Progress (NAEP), also known as the Nation’s Report Card. The NAEP is given to a random sample of students nationwide every two years. NAEP questions are more in-depth than the ARMT questions and are often open-ended instead of multiple choice. Additionally, the NAEP uses higher cut scores to determine who is deemed proficient.

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According to the 2011 NAEP, less than 30% of Alabama fourth graders were proficient or advanced in math, while the ARMT classified nearly 80% as the equivalent (Level III or IV) in the same year. In reading, just over 30% of Alabama fourth graders were deemed Proficient or Advanced on the NAEP, while the ARMT said roughly 90% met those marks:

![NAEP vs. ARMT Scoring](image)

Alabama is not alone. Forty-six other states and the District of Columbia also adopted the Common Core State Standards (CCSS), and they will likely see similar drops in test scores over the next several years. Kentucky was the first state to fully adopt the standards and CCSS-aligned assessments, and their test scores dropped in 2012.18 The same happened in New York this year.19 **While these drops in test scores look like a decline in performance, they are actually a shift in measurement to a more accurate picture of student proficiency.** Unfortunately, we’ve set the bar too low for most students in recent years, both in Alabama and nationally. As students adjust to the increased rigor of the work, states’ proficiency rates in grades 3-8 will climb in future years.

It’s difficult to determine how large a drop Alabama will experience with new CCRS-aligned tests in grades 3-8. According to the NAEP comparison above, Alabama could see its proficiency rates drop by as much as two-thirds. New York’s proficiency rate dropped to

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31% from 55% last year, in its first year of having CCSS-aligned tests. Kentucky saw a drop of about one third in its first year of new tests. It then saw mixed results with gains and decreases across subgroups of students in its second year, but all changes were minor compared to the dramatic first year changes.

Conversely, it’s possible that the new standards have so invigorated teachers and engaged students that Alabama’s drop in scores will be smaller than expected, thanks to enlivened classrooms. Through A+’s work with teachers and in schools, we hear anecdotal reports from teachers who feel like the new standards have helped them improve their craft, and students are learning at higher levels as a result. For example, Farrah Kilgo, a fourth grade teacher in Etowah County, wrote this on her blog last February during her first year working with the CCRS:

> We are less than 3/4 of the way through the school year now, but it is clear that the implementation of the CCRS in math has transformed the thinking and learning in my classroom... Conceptual knowledge and number sense are growing in my students, and they’re becoming... really great thinkers. They’re excited and eager, and the thinking strategies they’re using are overlapping into other areas of the curriculum.20

The actual effect of the new standards and assessments is yet to be seen. The best thing Alabama can do in the meantime is make sure teachers have access to the professional development and support they need in order to continue improving.

The cause of the second test score drop, in high school, will be different. In 2015, all of Alabama’s graduating high school students will have taken the ACT for the first time. Starting in 2014 with juniors (the Class of 2015) Alabama will pay for all students to take the ACT. Previously, only students considering college would take the ACT. (In 2013, this was 78% of Alabama high school graduates.) This larger pool of test-takers will likely result in a decline in the percentage of Alabama students deemed “college ready” by the ACT benchmarks discussed above.

We can only estimate what percentage of students will meet all four of the ACT’s College Readiness Benchmarks in 2015 since students self-selected to take the ACT in previous years. In 2013 in Alabama, 38,122 students graduating in public and private schools had taken the ACT, which is 78% of the overall graduating class.21 Among those students who took the ACT, only 20% met all four ACT benchmarks, or approximately 7,624 students. In the worst-case scenario, if the other 22% of 2013 graduates had taken the ACT and none met all four college readiness benchmarks, only 15.5% of graduating students in 2013

21 ACT Profile Report 2013.
would have been deemed college ready. Presumably, since Alabama now as higher academic standards that are meant to prepare students for college or a career, we won’t experience this worst-case scenario since future students will be better prepared when they reach the ACT.

Despite the tough medicine of these impending perceived drops, Alabama is on par with many states in setting its sights on college and career readiness for all students. These assessments help provide students and their families with honest feedback on where they stand as their consider their options for after high school. However, states are choosing different paths appropriate for their situations. This is discussed in more detail below.

**National Assessment Landscape for Common Core State Standards**

Alabama’s adoption of the ACT Aspire for grades 3-8 in April marked a departure from other states’ paths regarding the next generation of assessments. **There are two competing consortia of states developing assessments aligned to the Common Core State Standards (CCSS):**

- **PARCC** (Partnership for Assessment of Readiness for College and Careers): [http://www.parcconline.org/about-parcc](http://www.parcconline.org/about-parcc)

- **Smarter Balanced** Assessment Consortium: [http://www.smarterbalanced.org/about/](http://www.smarterbalanced.org/about/)

Alabama was a “participating” or “advisory” member of both consortia until February 2013 when the ALSDE left both consortia.

**PARCC** consists of 18 states that collectively contain roughly 22 million students. Each state’s chief state school officer sits on the PARCC governing board, which meets quarterly. The consortium was funded through a Race To The Top Grant from the U.S. Department of Education. PARCC is developing several types of tests for math and English language arts (ELA) that will be used in participating states in grades 3-11 in the 2014-15 school year:

- Diagnostic assessments
- Mid-year assessments
- Performance-based assessments

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- End-of-year assessments

All students are expected to take the performance-based assessments and the end-of-year assessments. The diagnostic and mid-year assessments will be voluntary. The end-of-course tests are expected to take eight to 10 hours to complete, depending on the grade level.24

All of PARCC’s tests will be administered online and be compatible with different types of devices, and the ELA assessment also includes a speaking and listening component. PARCC’s goal is to return results from performance-based and end-of-year assessments before the end of the school year so that teachers and students can benefit from the information. (Current tests generally do not allow teachers to see results until the summer or fall, when their students have already left.) The other PARCC assessments will provide feedback to teachers, students and parents during the school year.

PARCC assessments are estimated to cost $29.50 per student, which is roughly the average cost that its member states spend now on assessments.25

The Smarter Balanced consortium consists of 26 states that collectively serve 19 million public K-12 students.26 The state education chiefs (superintendents, chancellors, etc.) from member states or their representatives lead the consortium. “Governing” states serve as voting members and “Advisory” and “Affiliate” states participate as non-voting members.27 Like PARCC, Smarter Balanced is funded through a four-year grant from the U.S. Department of Education.28 Smarter Balanced is developing assessments for grades 3-8 and 11 that include:

- summative assessments
- interim assessments
- formative tools and resources
- an online reporting system regarding student progress and college and career readiness.

All of the assessments will be given online, beginning in the 2014-15 school year. In the spring of 2014, the Smarter Balanced will administer a field test of its summative and

interim assessments, allowing for feedback during the summer of 2014. The summative assessments will take four to nine hours to complete for both ELA and math, depending on grade level.\textsuperscript{29}

Unlike PARCC, the Smarter Balanced tests will use computer adaptive technology that uses students’ responses to adjust difficulty throughout the assessment.\textsuperscript{30} Many common admissions tests, like the GRE used for graduate school admissions and the GMAT used for business school admissions, use similar computer adaptive testing (CAT) technology.

Smarter Balanced’s end-of-year test is estimated to cost $22.50, while the “full suite” of tests will cost roughly $27.30 per student. According to the Smarter Balanced website, two-thirds of its member states currently pay more than this for their standardized tests.
