ESSA and Understanding Accountability in Alternative Education

A Thought Leaders' Advisory Meeting

Thursday, July 14, 2016

AYPF American Youth Policy Forum

Logistical Overview

- GoToWebinar Technical Assistance: 1-800-263-6317

- To submit questions during any of the presentations, please use the "Questions" box on the control panel

- To indicate you want to speak during discussion, please chat

Introductions

- Name

- Affiliation

- Interest in this work

ESSA and Understanding Accountability in Alternative Education

Zachary Malter
American Youth Policy Forum

Overview

During this presentation, I will:

- Define the at-risk population and explore the settings in which they are educated.

- Discuss how accountability systems of various types can be responsive to the needs of at-risk students.

- Explore the relevance of ESSA and the opportunities it affords to encourage high quality education for at-risk students.

What is Alternative Education?

"Alternative education programs, both public school-based and community-based, **offer students who are struggling or who have left school an opportunity to achieve in a new setting and use creative, individualized learning methods**. While there are many different kinds of alternative schools and programs, they are often characterized by their flexible schedules, smaller student-teacher ratios, relevant and career-oriented themes, and innovative curricula." (Martin & Brand, 2006)*

* All citations available on resource handout

2006 AYPF Paper on Alternative Education

- NCLB accountability did not serve alternative settings because of the lack of flexibility and focus on proficiency assessments.
- Inter-Agency Task Force (2003) identified that alternative settings need:
  - A. Better management
  - B. More accountability
  - C. Better connections with parents
  - D. To do a better job at serving the most severely at-risk students

Who Participates in Alternative Education?

- Alternative schools make up **6%** of of all high schools.

- There are **2,783** alternative high schools. Grew by **a third** between 2001 and 2014.

Students in Alternative Schools
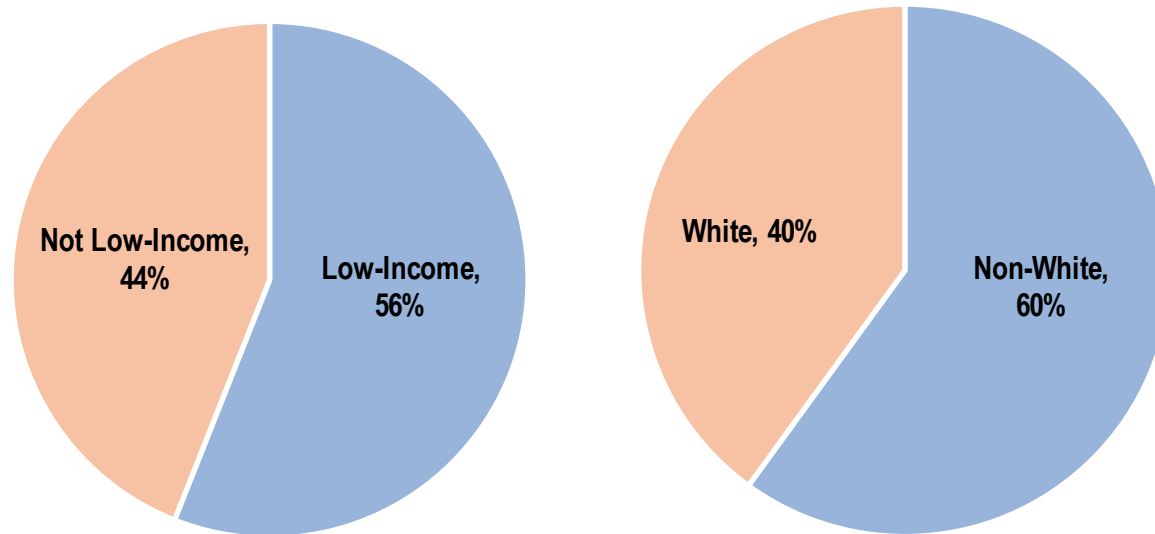
Source: DePaoli et. al, 2016

Who Participates in Alternative Education?

At-risk students that alternative schools are designed to serve are:

- Chronically absent
- Pregnant/parenting
- Have disciplinary problems
- Re-engaging with school
- Primary caregivers

- Returning from incarceration/adjudicated
- Wards of the state
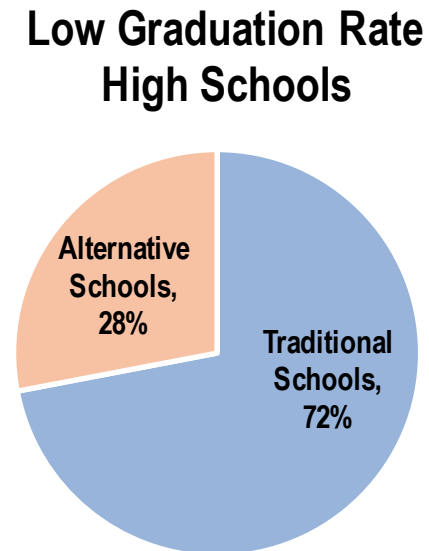- In need of extra assistance

Types of Alternative Education

Setting	• Alternative Schools/Campuses • Alternative Programs within Traditional School
Instructional Format	• Traditional Learning • Online/Blended Learning • Personalized Learning
Authorizer	• State Mandated, Authorized and Defined • Locally Mandated, Authorized, and Defined
Participation	• Mandatory • Voluntary

A robust array of alterative settings is necessary to ensure all kids are successful.

Alternative Education: Current Outcomes

- **57%** of alternative schools have low graduation rates.

- "In **10** States including Kentucky, Texas, Idaho, and Iowa, **50%** or more of their low graduation schools were alternative schools." (DePaoli et. al, 2016)

All High Schools

Alternative Schools, 6%

Traditional Schools, 94%

Low Graduation Rate High Schools

Alternative Schools 28%

Traditional Schools, 72%
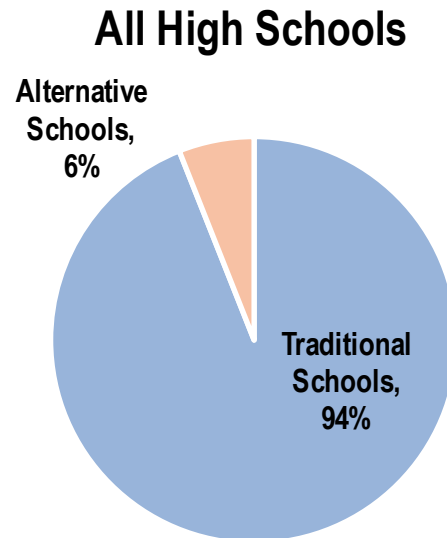
Alternative Education Accountability: What Does It Mean?

- Measures

- Ratings

- Consequences/Interventions

- Reporting/Report Cards

- Funding

- Authorizing

Opportunity to reflect on: What is the general purpose of accountability? Is it carrots and sticks or continuous improvement?

Alternative Education Accountability: Three Models

Model 1: Same System – Alternative Schools held to same measures and standards as Traditional Schools.

Model 2: Different System – Alternative Schools held to different measures, or have lower cut points, or different weights of measures than traditional schools.

Model 3: Alternative School Student Data Affects Home School/Sending School – A student's data at an Alternative School is figured into his or her home school's data.

AYPF 50 State Scan

So far based on analysis of 20 states:

- # of states with same system/same measures = **1**

- # of states with separate system/separate measures = **7**

- # of states who figure alternative data into home schools = **4**

- # of states with a combination = **7**

- # of states without alternative schools = **1**

New Opportunities & Issues Under ESSA

- Bottom 5% - What does targeted support and intervention mean for alternative education?
- Fifth non-academic indicator
- Issue of N-Size
- Reporting for foster care & homeless youth
- Renewed emphasis on ELs

2016 AYPF Paper on Measures in Alt. Ed. (*Forthcoming*)

Readiness to Receive Education	Demonstration of Learning	Readiness for College and Career
Re-engagement Do students who had previously dropped out stay enrolled once they've re-engaged?	**Academic Credit Growth** Do what extent do students show growth in academic credits?	**One Year Graduation Rate** Do "graduation- eligible" students graduate at the end of the year?
Annual Stabilization Rate Do students remain in school until the end of the year?	**Indicators of Academic Progress** Do students achieve certain academic goals for college and career?	**Postsecondary/Workforce Readiness Measures** How do students perform on a variety of postsecondary/workforce readiness criteria?
Improvement in Attendance To what extent do students make improvement in their attendance?	**Comparing Learning Gains** To what extent do students make progressively greater learning gains throughout the year?	**Pass Rate on College Readiness Exam** Do students pass a college readiness exam?

Trends/Considerations

- Variety of measures throughout students' academic trajectory, including career readiness

- Growth measures particularly useful for at-risk students

- Flexible, extended graduation rates

- Flexibility to suit diverse populations vs. comparability

- States are generally moving towards separate alternative accountability framework

- Moving away from punitive approach

- Intersections with juvenile justice reform, alternative assessments, charters, and restructuring of senior year

Lingering Questions

- Given the diversity of approaches presented today, and the opportunities provided by ESSA, what should states consider regarding accountability for alternative settings?

- Can/should we encourage a single system that can be responsive to the diversity of needs within alternative education and across traditional schools? Or do we need to protect/consider a separate system? Is there an effective way to do both?

- What can/do alternative settings provide states in terms of information/guidance around a potential 5th indicator?

Contact Information

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Audience Q&A

Alternative Education Campuses in Colorado

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Accountability & Data Analysis

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July 14, 2016

Alternative Education Campuses in Colorado

Today's Objectives

- ➤ What is an Alternative Education Campus (AEC) in Colorado?
- ➤ How does Colorado define a "high-risk" student?
- ➤ What is the history of alternative education in Colorado?
- ➤ How does Colorado measure accountability for Alternative Education Campuses (AECs)?
- ➤ Future Considerations and Challenges for AEC accountability in Colorado.

Alternative Education Campuses

- In Colorado, schools that serve **primarily high-risk students** are called **"Alternative Education Campuses"** or AECs for short.

- As of 2014, Colorado had **84 AECs** which serve just over **16,000 students**

- **AECs are outlined in C.R.S. 22-7-604.5 as schools:**
  - (I) "Having a specialized mission and serving a special needs or **at-risk population**",
  - (V) "Having **nontraditional methods of instruction** delivery",
  - (VI) (A) "Serving students who have **severe limitations**…", and
  - (VI)(B) "Serving a student population in which more than **90%** of the students have an **individualized education program**…or meet the definition of a **high-risk student**".

"High-Risk Student" is a student who has one or more of the following conditions
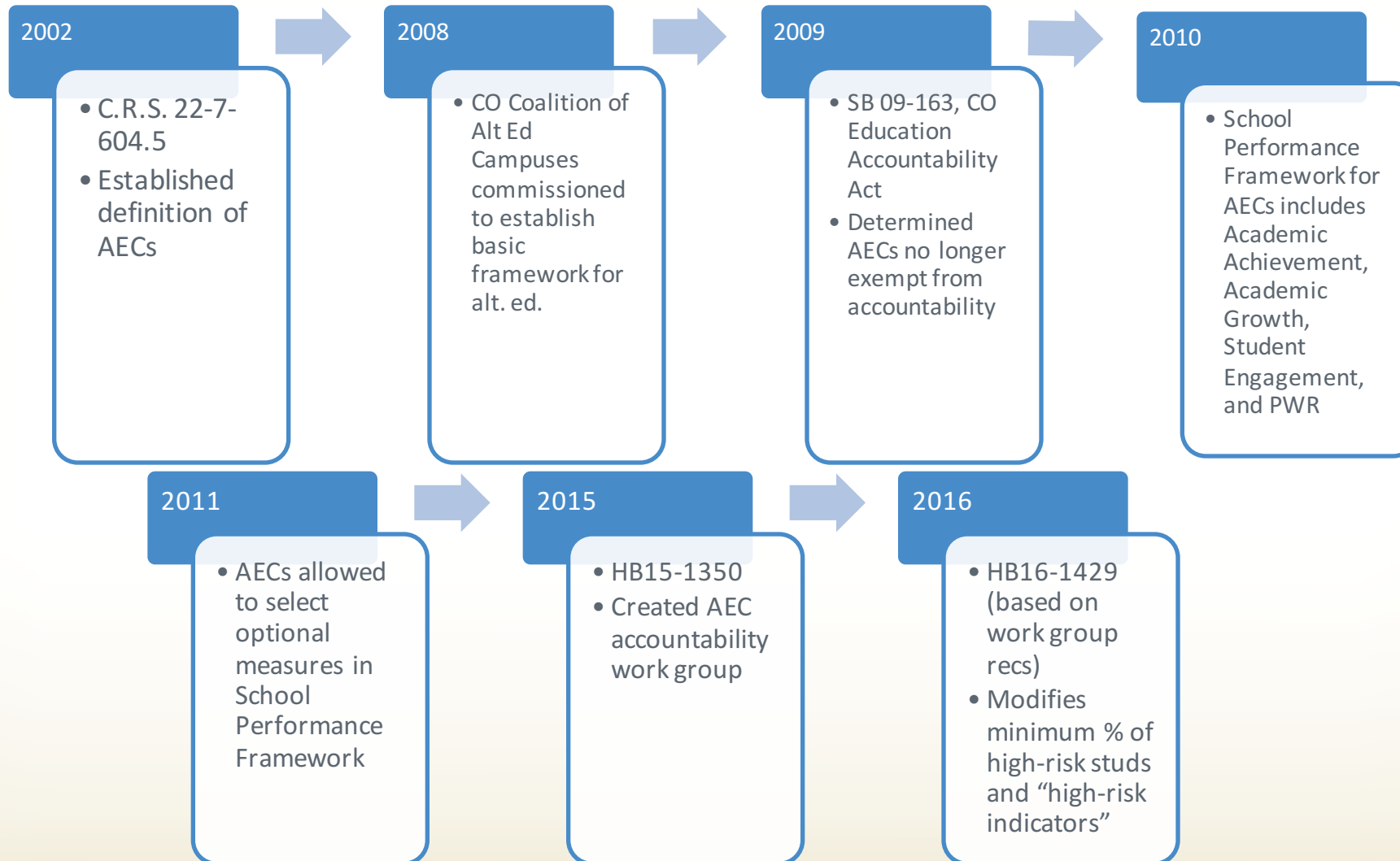
- juvenile delinquent
- dropped out of school
- expelled from school
- history of personal drug or alcohol use
- history of personal street gang involvement
- history of child abuse or neglect
- has a parent or guardian in prison
- has an IEP

- family history of domestic violence
- repeated school suspensions
- parent or pregnant woman
- migrant child*
- homeless child
- history of a serious psychiatric or behavioral disorder*
- is over traditional school age for his or her grade level and lacks adequate credit hours for his or her grade level**

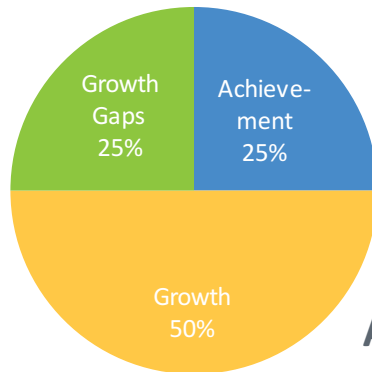*Added in 2010   **Added in 2011
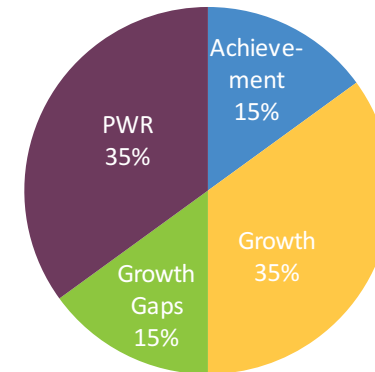
History of AECs in Colorado

2002
- C.R.S. 22-7-604.5
- Established definition of AECs

2008
- CO Coalition of Alt Ed Campuses commissioned to establish basic framework for alt. ed.

2009
- SB 09-163, CO Education Accountability Act
- Determined AECs no longer exempt from accountability

2010
- School Performance Framework for AECs includes Academic Achievement, Academic Growth, Student Engagement, and PWR

2011
- AECs allowed to select optional measures in School Performance Framework

2015
- HB15-1350
- Created AEC accountability work group

2016
- HB16-1429 (based on work group recs)
- Modifies minimum % of high-risk studs and "high-risk indicators"

School and District Performance Frameworks & AEC School Performance Framework*

Elementary and Middle Schools

- Growth Gaps 25%
- Achievement 25%
- Growth 50%

High Schools and Districts

- PWR 35%
- Achievement 15%
- Growth 35%
- Growth Gaps 15%

Alternative Education Campuses

- PWR 30%
- Achievement 15%
- Growth 35%
- Student Engagement 20%
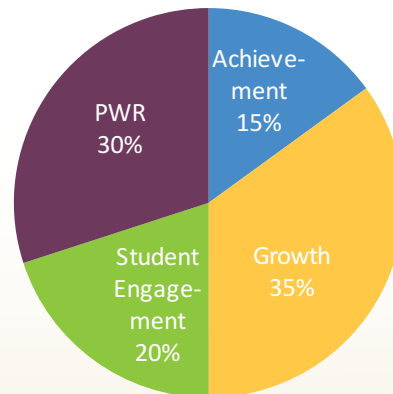
Note: The percentage distribution for performance indicators will change for the 2016 school year and beyond.

AEC Accountability

Alternative Education Campuses receive a School Performance Framework annually, similar to traditional schools. The main exception is AECs are measured on Student Engagement measure, rather than Growth Gaps.

Performance Indicator	Weight		State-Required Measures and Metrics	Optional Measures and Metrics
	E/MS	HS		
Academic Achievement	20%	15%	1. CMAS/PARCC % of students proficient in Reading, Math, Writing, Science	NWEA MAP, Scantron, Acuity, Galileo, Wide Range Achievement Test (WRAT), Test for Adult Basic Education (TABE), and/or Accuplacer
Academic Growth	50%	35%	1. CMAS/PARCC median growth percentiles in Reading, Math, Writing, and ACCESS (English language proficiency)	NWEA MAP, Scantron, Acuity, Galileo, Wide Range Achievement Test (WRAT), Test for Adult Basic Education (TABE), ACCESS and/or Accuplacer
Student Engagement	30%	20%	1. Attendance rate 2. Truancy rate	1. Student Re-engagement, 2. Returning students, 3. Socio-Emotional or Psychological Adjustment
Postsecondary & Workforce Readiness	N/A	30%	1. Completion rate (best of 4, 5, 6, or 7 year rate) 2. Dropout rate 3. Colorado ACT score (average)	1. Credit/course completion, 2. Workforce Readiness, 3. Post-Completion Success, 4. Successful transition (for non-degree granting schools only), 5. Graduation rate

Use of Additional Measures on 2014 AEC SPF

Performance Indicator	School Has State-Required Measures and Metrics Plus Submitted Optional Measures and Metrics	School Only Has State-Required Measures and Metrics	School Does Not Have State-Required Measures and Metrics but Submitted Optional Measures and Metrics	Total Percentage of AEC Schools that Submitted Optional Measures
Academic Achievement	36.5%	41.3%	11.1%	47.6%
Academic Growth	**52.4%**	28.6%	**17.5%**	**69.8%**
Student Engagement	47.6%	50.1%	0.0%	47.6%
Postsecondary & Workforce Readiness	44.4%	**55.6%**	0.0%	44.0%

AEC School Performance Framework: Indicator Ratings & Overall Rating

- Schools receive a **rating** on each of the **performance indicators**:
  - Exceeds (4 pts), Meets (3), Approaching (2), Does Not Meet (1)

- The **ratings roll up** to an overall evaluation of the school's performance, which determines the **school plan type rating**:
  - Performance, Improvement, Priority Improvement, Turnaround

- Under SB 09-163, the "Colorado Education Accountability Act", if a public school is required to implement a **priority improvement plan** or **turnaround plan** for **5 consecutive school years**, the state board must recommend that the public school's school district or the institute **take one of several actions** specified in statute with regard to the public school.

Adjusted AEC SPF Cut-Points: Impact for Accountability

- AECs in Colorado are measured similarly to traditional schools, but the **weightings are lowered** to take into account the high-risk population served.

- Without allowing additional measures and revised cut-points in the AEC SPF, **86% of AECs** would be on **priority improvement** or **turnaround** plans, whereas, now **only 24%** were.

- AECs in Colorado are gradually improving over time. In 2011, **39% of AECs** were on **priority improvement** or **turnaround** plans, and in 2014, **only 24%** were.

- Although AECs only constitute **5% of total schools in Colorado**, of the 190 schools on **priority improvement** or **turnaround** plans, 21 are AECs, which represents **11% of all schools** on **priority improvement** or **turnaround** plans.

Future Considerations and Challenges

- Revising the current AEC accountability system as appropriate under ESSA

- Setting student performance expectations that are ambitious, yet attainable, and connected to the expectations for all schools

- Incorporating accountability expectations for AEC schools with accountability expectations for districts with AECs

- Collecting and including optional measures, so that there is comparability between schools' frameworks

- Communicating with the AEC community around district and school needs

Next Steps for 2016 and Beyond

How can we improve and refine the Accountability system for Alternative Education Campuses in Colorado under ESSA?

Audience Q&A

Clarifying Questions

WASHINGTON STATE'S COMMITMENT TO CLOSING THE GAP FOR OPPORTUNITY YOUTH

AN OVERVIEW ON THE MODEL AND ACCOUNTABILITY

Building Bridges Recommendations

1. Set an educational goal for youth and family serving agencies and coordinate efforts to achieve it.

2. Build local dropout prevention and intervention systems and practices at every grade level.

3. Create a dropout retrieval system for 16–24 year old youth who are not likely to return to high school.

Legislative Evolution

Building Bridges Workgroup

- 1st WA State Legislation on dropouts

- Recommendation # 3: *"Create a Dropout Retrieval System for 16 to 21 Year-Old Youth who are not Likely to Return to High School"*

House Bill 1573

(2007 – 2009)

ESSHB 1418

(2010)

- Second attempt passed
- No fiscal note – permissive
- Established "1418 Implementation Committee" to develop infrastructure:
  - Policies and procedures
  - Rules and recommendations
  - Model contracts and agreements
  - Implementation Manual

- RCW 28A.175.100
- Est. WAC 392-700
- Performance-based
- Case Management mandated
- Compliance monitoring required
- Longitudinal study required
- Over 3600 youth enrolled

OSPI Open Doors

(2014-15)
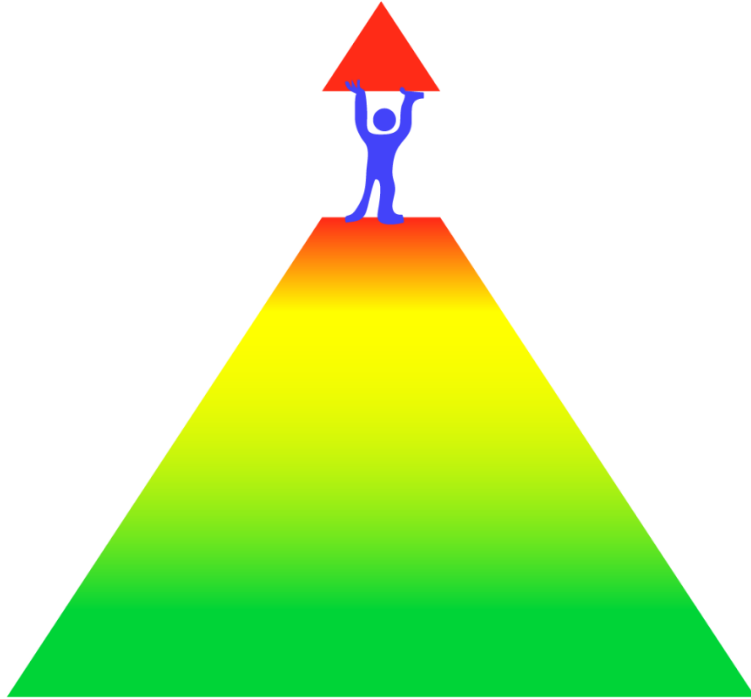
Open Doors
Individual Case Management

Credit Recovery
Online
Alternative High School
Comprehensive High School
Running Start

Student Eligibility

- Students must be at least 16 years old and less than 21 years old by September 1 to be enrolled in reengagement
- Additionally, students must meet credit deficiency ratios
  - Or obtain a waiver from a district designated school personnel, the juvenile justice system, or case manager from the department of social and health services

OPEN DOORS 14 18 Youth Reengagement

Current Status

- 98 school districts have been approved to offer this programming

- 4 typical models –
  - District self operating
  - Partnering with community organization
  - Partnering with community/technical college
  - Partnering with multiple districts in a consortium

- 256 District pathways/sites statewide

Framework Elements

- Statewide framework of reengagement
- Encourages partnerships and collaboration
- State K-12 funding follows the student ($6,308.69 annually)
- Performance based & individualized, with multiple indicators of academic progress
- Designed as an on-ramp to college/career pathways
- Case management required

OPEN DOORS 14 18 Youth Reengagement

Encourages Partnerships and Collaboration

- For instruction and support programs are partnering with:

Community and Technical Colleges	Vocational Skills Centers	Workforce Agencies
Regional ESDs	Community Based Organizations	Private Vendors

OPEN DOORS
Youth Reengagement
14
18

Funding Follows the Student

- Students receive full funding while showing academic progress up to college level.

- Enhanced funding for vocational/career technical education is available at the college level.

- Special Education Services are the responsibility of the district and the funding remains with the district as they serve the student regardless of the program model.

- Transitional Bilingual Instructional Program funds are available for programs serving students who qualify for ELL.

Requirements to Claim Eligible Students

Students and programs must meet three requirements to continue to receive monthly funding

- **Minimum attendance period** – Two hours of face-to-face time with program staff for instruction, case management, academic and/or career counseling

- **Weekly status checks** – The program must attempt to have communication with the students every week

- **Academic progress** – Students must show academic progress by the 4th count day of enrollment

Indicators of Academic Progress

1. Earns high school or college credit.

2. Passes one or more high school equivalency tests.

3. Makes a significant gain in core academic skill level as measured by pre and post testing.

4. Successfully completes approved college readiness training.

5. Successfully completes approved work readiness training.

6. Successfully completes a work based learning experience.

7. Enrolls in college course(s) other than Adult Basic Ed, high school equivalency certificate, or ESL class for the first time.

Indicators of Academic Progress

continued

8. Successfully completes an ESL class

9. Successfully completes an ABE or high school equivalency certificate coursework

10. Enrolls in progressively more difficult math or English college courses

11. Passes one or more tests/benchmarks that satisfy State Board graduation requirements

12. Successfully completes a grade level curriculum in a core academic subject that does not qualify for High school credit

13. Successfully completes a series of short term industry certificates (40 hour min.)

Case Management

- A ratio not to exceed 1 fulltime case manager to 75 youth

- Assist youth by connecting to resources and remove barriers to success

- Can provide academic as well as employment support

- Must have a bachelors degree or a minimum of two years working with at risk youth

Tracking Reengagement Students

School code:

- Reengagement schools are designated with an R school type code
- Allows the students to be disaggregated from district AYP measures for 4 and 5 year cohort rates.

Program code:

- Each program has a unique qualifying code attached to the student record
- Allows OSPI to track student data to the specific program and location
- Allows OSPI to aggregate data many ways including by state, region, district, pathway or partner

Program Accountability

| Program Annual Report | → | District Annual Report | → | OSPI Receives Report |

September 30   October 31

- An EDS application is being designed that will allow data points to be collected that are not measures found in CEDARS, but are desired outcomes in Open Doors

- The new student qualification codes will allow the EDS application to be pre-populated with demographic information

OPEN DOORS 14 18
Youth Reengagement

Program Accountability
continued

Compliance monitoring of began October 2014 under the authority of ESSB 6002 (2014)

- To date 30 programs have undergone a compliance review

- This has led to a clarification of language and a 3rd WAC revision

- Guidance and best practice documents have been created and shared

- Ongoing guidance and assistance have been welcomed

Longitudinal Study

- The RCW governing Open Doors requires longitudinal study for 5 years.

- OSPI is working with the Education Research and Data Center to align the cohort and data tracking for compliance.

- This longitudinal tracking will include:
  - College enrollment and completion
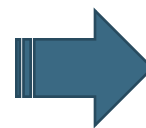 - Workforce data such as wages and industry
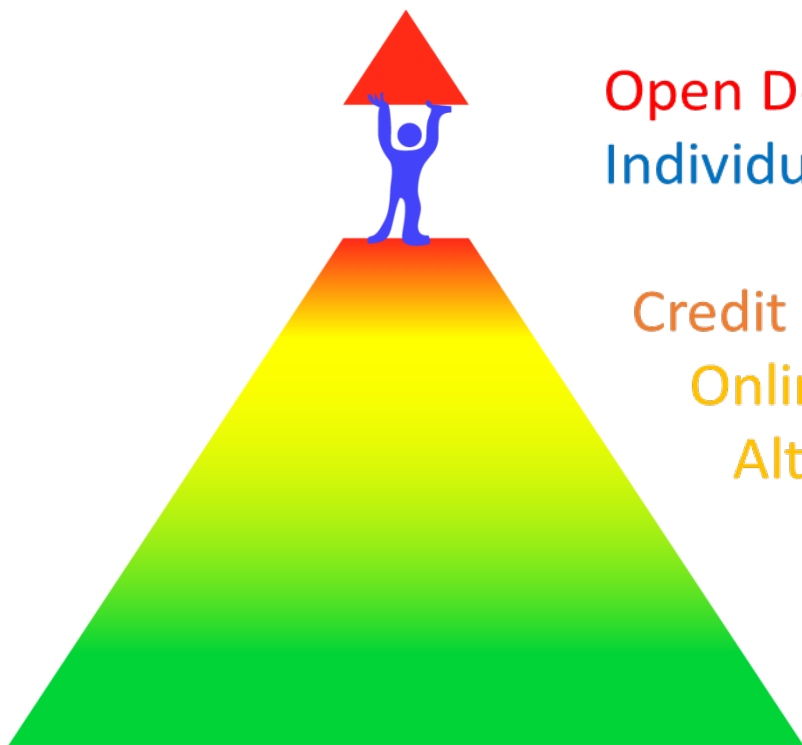
Next Steps

- ESSA Accountability subgroup on Alternative Accountability work group currently meeting

- First task is identifying school types

- Should these schools be held to the same measures as comprehensive schools and part of the district report cards?

- What other measures will we use to hold all schools accountable for student outcomes?

www.k12.wa.us/GATE/SupportingStudents/StudentRetrieval.aspx

Contact:

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Audience Q&A

Clarifying Questions

Accountability for California's Alternative Schools

July 14, 2016

Paul Warren

Outline

- California's alternative schools
- Our previous alternative schools accountability program
- Our current school accountability program
- Future directions for alternative schools

PPIC

Seven types of alternative schools

School Type	Number of Schools	Fall Enrollment	Target Population	Administrative Entity
Continuation	468	62,830	At risk of not graduating	District
Independent Charter	61	28,931	Expelled, suspended, truant, or dropout	Independent
Community	68	15,202	Expelled, behavior or attendance problems or on probation or parole	Regional
School of Choice	38	13,283	Expelled, suspended, truant, or dropout	District or regional
Community Day	234	7,353	Expelled or behavior or attendance problems	District or regional
Juvenile Court	76	6,776	Incarcerated in local detention facilities	District or regional
Opportunity	29	2,212	Attendance, behavior, or academic problems	District or regional
Total	974	136,587		

PPIC

CA's alternative schools are not a *system*

- District, county, or charter operated
- No clear differentiation of purpose or hierarchy of need
- Schools generally operate independently of others
- Most students enroll voluntarily

PPIC

Mix of alternative schools varies widely
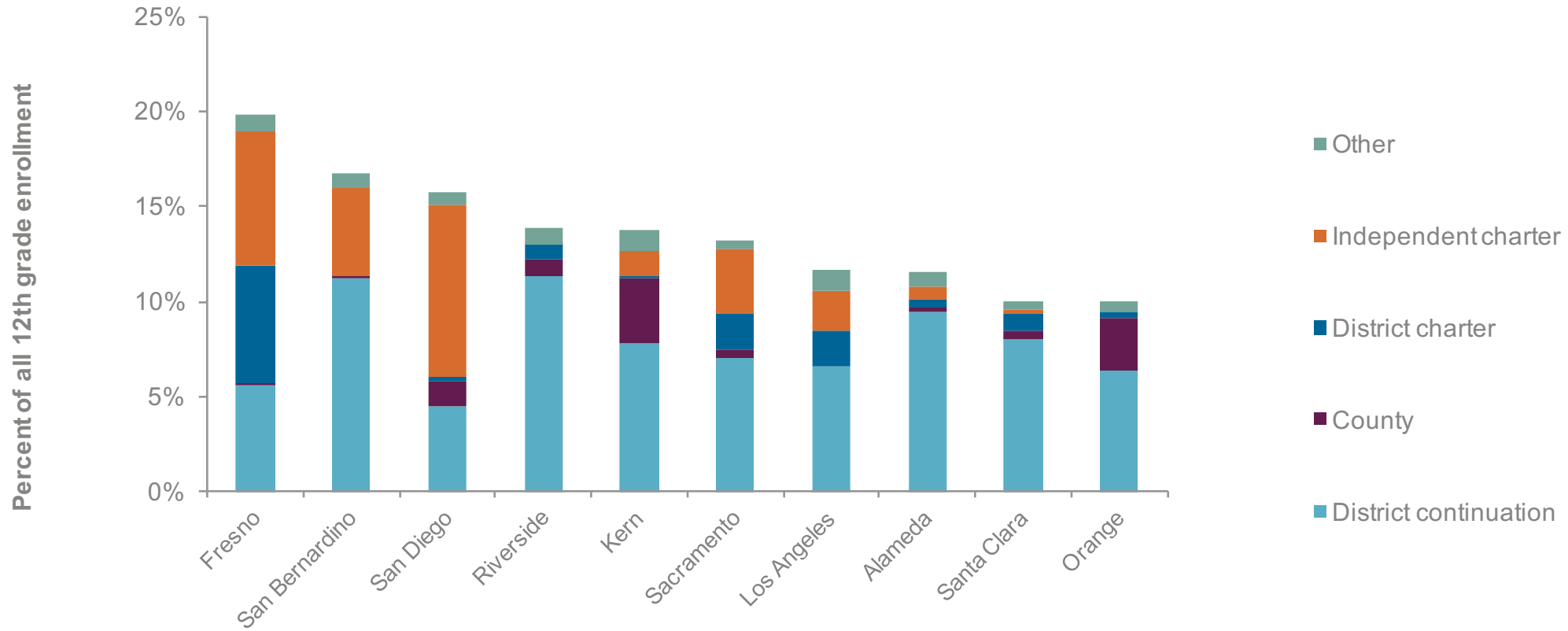
Short-term enrollment skews meaning of state data

- Average student is enrolled less than 4 months
- Annual state data does not measure alternative school performance well
  - Validity: Test data reflects what students acquired before attending alternative
- Transfers to alternatives affect regular high school accountability data

PPIC

Outline

- California's alternative schools
- Our previous alternative schools accountability program
- Our current school accountability program
- Future directions for alternative schools

PPIC

Alternative School Accountability Model

- Schools choose from among 13 measures (behavior, attendance, attainment, achievement, and completion)
- Attempted to measure short-term academic gains using pre-post tests
- Data collected only on students attending at least 90 days
- Regular high schools: state began returning test scores of alternative school students to "home" high school in 2011

PPIC

ASAM pros and cons

- Strengths
  - Choice of indicators reflects school mission
  - Recognition of twin goals--academic growth and behavioral change
- Weaknesses
  - 90-day enrollment requirement meant most students were not included in accountability data
  - Choice of indicators allowed schools to "cherry pick" outcomes
  - Lack of common, comparable, data among all schools
  - Pre-post tests did not provide comparable data

Outline

- California's alternative schools
- Our previous alternative schools accountability program
- Our new school accountability program
- PPIC: future directions for alternative schools

PPIC

California's local control experiment

- 2013 Local Control Funding Formula revamped entire K-12 system
    - Eliminated most categorical programs (40+ programs)
    - Boosted base grants; significantly increased per-pupil funds for low-income and EL students and foster children
    - Required local plans that describe district problems and solutions
    - Plans track student/school progress on 23 indicators (achievement, school climate, student engagement, parent involvement, course access)

PPIC

LCFF forms core of new accountability program

- New state accountability system is under development
- Likely to be based on test scores, graduation rates, EL progress, suspension rates, chronic absenteeism, and career and college preparation
- Tracks *district* performance and growth in performance
- No summative score—get a "color" for each indicator
- Many details yet to be worked out—working group for alternative schools

PPIC

Outline

- California's alternative schools
- Our previous alternative schools accountability program
- Our current school accountability program
- PPIC: future directions for alternative schools

Establish accountability of "home" high school

- Return accountability data to students' home school
  - Ensures that most students are included in a school and district accountability score
  - Reduces incentive to encourage students to transfer to alternative schools
- Investigate establishing "at risk" subgroup based on 8th grade test score

Start process of creating a system of alternative schools and accompanying data

- Establish minimum criteria for "alternative school" designation
- Develop indicators to help schools reflect and improve
  - Graduation data based on year enrolled (junior, senior)
  - Success of students who return to home high school
  - Track progress on behavior and attendance while enrolled

PPIC

Notes on the use of these slides

These slides were created to accompany a presentation. They do not include full documentation of sources, data samples, methods, and interpretations. To avoid misinterpretations, please contact:

Paul Warren (warren@ppic.org; 916-440-1124)

Thank you for your interest in this work.

PPIC

Audience Q&A

Clarifying Questions

Logistical Reminder

- To indicate you want to speak during discussion, please chat

Questions for Discussion

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