

CALIFORNIA STATE BOARD OF EDUCATION

JULY 2004 AGENDA

SUBJECT Alternative Schools Accountability Model (ASAM): Public hearing and adoption of performance standards for the ASAM performance indicators	<input checked="" type="checkbox"/> Action
	<input checked="" type="checkbox"/> Information
	<input checked="" type="checkbox"/> Public Hearing

RECOMMENDATION

Consider comments received during regional public hearings and take action to adopt Performance Standards for the ASAM Performance Indicators.

SUMMARY OF PREVIOUS STATE BOARD OF EDUCATION DISCUSSION AND ACTION

- Following the mandate of the Public Schools Accountability Act (PSAA) of 1999, SB 1X, Chapter 3, Statutes of 1999 [*Education Code*, Section 52052(g)], the State Board approved the framework for the ASAM in July 2000.
- In March 2001, the State Board adopted a list of indicators to be used in addition to state test data to provide accountability through the ASAM for alternative schools serving very high-risk students. More than 1,000 schools selected two non-academic performance indicators from this list and reported data for long-term (90-day) students in July 2002.
- In December of 2002 and February of 2003, the State Board received information items reporting progress in setting performance standards on these indicators based on first-year ASAM data from school year 2001-02. The initial data were considered provisional because the first year was a *rollout year* and some indicators were refined prior to the second year. Performance standards have now been developed based only on second-year ASAM data for school year 2002-03.
- The State Board received an Information Memorandum and attachments regarding the ASAM in April 2004 in preparation for considering proposals regarding ASAM performance data and accountability status in the coming months. Approval of the proposed performance standards for the indicators is the first step in this process.
- At its May 2004 meeting, the State Board approved recommendations for performance standards for the ASAM performance indicators for regional public hearing.
- At the direction of the State Board, two regional public hearings were convened with a third hearing to be held during the July Board meeting.

SUMMARY OF KEY ISSUES

School year 2003-04 marks the third year of implementation for the ASAM, mandated by the PSAA, Chapter 3, Statutes of 1999 [*Education Code*, Section 52052 (g)] to provide accountability for alternative schools that serve very high-risk students. These schools include continuation, community day, opportunity, county-operated court and community schools, and California Youth Authority (CYA) schools, as well as *other alternative schools* that meet stringent requirements set by the State Board.

ASAM activities to date have focused on developing multiple indicators tailored to the specific characteristics of the high-risk populations served by ASAM schools and on a system to collect the data. In the coming months, the State Board will be asked to determine how the ASAM data should be evaluated to determine ASAM performance status and the role this status should play in overall accountability for these schools. Setting performance standards for the indicators is the first step in this process.

The method for determining the indicator performance standards consisted of several interrelated steps. First, WestEd, with the guidance of staff from the California Department of Education (CDE) Educational Options Office and with the support of a technical working group consisting of California and national experts, examined the experiences of other states that have either worked with similar indicators or have developed some form of accountability for alternative schools. This information was supplemented by research on whether achievement levels had previously been established for indicators of this type. Next, WestEd, the technical group, and CDE staff reviewed two years of indicator data reported by more than 1,000 ASAM schools. Finally, all proposed performance standards were held to one additional criterion; whether the performance represented an appropriate and credible challenge for ASAM schools to achieve. After these steps were completed, the Alternative Accountability Subcommittee of the Superintendent's PSAA Advisory Committee reviewed and approved the process and the performance standards.

The performance standards create four levels of performance. The first two levels, *Sufficient* and *Commendable*, describe performance that meets or exceeds expectations for ASAM schools. The third level, *Growth Plan*, identifies performance that requires improvement that most schools should be able to make in a reasonable amount of time. Finally, schools performing at the lowest level, *Immediate Action*, would be expected to apply extraordinary measures to ensure improvement on the indicator. The performance levels can be summarized as follows:

- **Commendable** – A school at the *Commendable* level would be considered as performing well above the expected performance standard for the indicator.
- **Sufficient** – A school at the *Sufficient* level would be considered as meeting the expected performance standard for the indicator.
- **Growth Plan** – A school within the *Growth Plan* level would be expected to take steps to incrementally improve its performance to meet the *Sufficient* standard for the indicator.

- **Immediate Action** – The local education agency responsible for a school at the *Immediate Action* level would be expected to act immediately to ensure that the school improves and meets the higher performance standards for the indicator.

Additional information on other details of the accountability model and the advantages and disadvantages of options for determining overall ASAM accountability status will be provided to the State Board in the coming months in anticipation of further discussion and future action. The goal is to finalize a system for determining ASAM school status on each individual indicator and on the set as a whole. As a result of this process, the ASAM will be able to provide timely, valid information on the current performance of schools serving very high-risk populations as well as identify goals for improvement. Approval of the performance standards is the first step in this process.

FISCAL ANALYSIS (AS APPROPRIATE)

There are not additional costs associated with setting performance standards for the ASAM performance indicators.

ATTACHMENT

[Attachment 1](#): Proposed Performance Standards for the ASAM Performance Indicators (2 pages)

[Attachment 2](#): Announcement of Three Regional Public Hearings (2 pages)

[Attachment 3](#): Report of the Regional Public Hearings for the Proposed Performance Standards for the ASAM Performance Indicators (1 page)

[Attachment 4](#): ASAM Accountability Model: Valid and Appropriate Accountability for Alternative Schools Serving High-Risk Students (6 pages, PPT)

Last Minute Memorandum will be submitted if written comments are received prior to the final regional public hearing to be held in conjunction with the State Board's regular July meeting on July 7, 2004.

California State Board of Education

Proposed Performance Standards for Alternative Schools Accountability Model Performance Indicators Based on Second-year Data for School Year 2002-03 *

Group I: Data were sufficient for all analyses

Performance Indicator Name	Number of Schools Reporting	Commendable		Sufficient		Total Percent Sufficient or Above Sufficient	Growth Plan		Immediate Action
		% of Schools at Commendable Level	Standard	% of Schools at Sufficient but not Commendable Level	Standard		% of Schools at Growth Plan Level	Standard	
Low rates are desirable on the following indicators:									
1. Student Behavior	116	16	6%	36	41%	52	32	77%	16
2. Suspension	169	17	8%	38	35%	55	29	70%	16
High rates are desirable on the following indicators:									
4. Sustained Daily Attendance	89	22	98%	35	90%	57	33	70%	10
6. Attendance	606	10	95%	43	84%	53	40	65%	7
13A. Credit Completion	234	25	97%	43	82%	68	20	67%	12
13B. Average Credits Completed**	406	11	9.5**	56	5.5**	67	24	4**	9
14. High School Graduation	118	19	96%	41	73%	60	25	50%	15

* The proposed performance standards create four levels of performance for ASAM schools. The first two levels, *Sufficient* and *Commendable*, describe performance that meets or exceeds expectations for ASAM schools. The third level, *Growth Plan*, identifies performance that requires improvement that most schools should be able to make in a reasonable amount of time. Schools performing at the lowest level, *Immediate Action*, would be expected to apply extraordinary measures to ensure improvement on the indicator. The proposed performance standards for each indicator are cut points on the full range of rates calculated for schools reporting the indicator. The performance standards set maximum rates for Indicators 1 and 2, for which low rates are desirable. They set minimum rates for all other ASAM performance indicators, for which high rates are desirable.

** Average number of high school graduation credits completed per month of enrollment in school year 2002-03.

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Proposed Performance Standards for Alternative Schools Accountability Model Indicator Performance Indicators Based on Second-year Data for School Year 2002-03

Group II: Data were insufficient for some analyses+

Performance Indicator Name	Number of Schools Reporting	Commendable+		Sufficient		Growth Plan		Immediate Action+
		% of Schools at Commendable Level	Standard	% of Schools at Sufficient Level	Standard	% of Schools at Growth Plan Level	Standard	% of Schools at Immediate Action Level
3. Student Punctuality	49	—	—	57	90%	43	—	—
5. Student Persistence	55	—	—	78	90%	22	—	—
11. Promotion to Next Grade	31	—	—	81	90%	19	—	—
12A/B. Course Completion	54	—	—	69	90%	31	—	—
12C. Average Courses Completed++	27	—	—	74	0.7++	26	—	—
15A. GED Completion	9	—	—	44	75%	56	—	—
15C. GED Section Completion	9	—	—	56	75%	44	—	—

+ One performance standard, Sufficient, is proposed for these indicators. It creates two performance levels: Sufficient and Growth Plan. The data distribution (i.e., number of schools reporting the indicator and restriction of range) did not allow for determination of Commendable and Immediate Action standards.

++ Average number of courses completed per month of enrollment.

CALIFORNIA STATE BOARD OF EDUCATION

1430 N Street, Room 5111
Sacramento, California 95814
(916) 319-0827



May 24, 2004

ANNOUNCEMENT OF THREE REGIONAL PUBLIC HEARINGS

California State Board of Education

*Proposed Performance Standards for the Alternative Schools Accountability Model (ASAM)
Performance Indicators*

To be used in reporting the results of the ASAM performance data collected in school year
2002-03 and thereafter

<p>Thursday, June 3, 2004 1:00 p.m. – 2:00 p.m. South/Inland Empire Region</p> <p>Videoconference San Diego County Office of Education 6401 Linda Vista Road Joe Rindone Regional Technology Center (Bldg. 2) Room 208 San Diego, CA 92111 (858) 292-3500</p>	<p>Tuesday, June 8, 2004 1:00 p.m. – 2:00 p.m. Bay Area/Coastal Region</p> <p>Videoconference Santa Clara County Office of Education 1290 Ridder Park Drive Saratoga Room San Jose, CA 95131 (408) 453-6500</p>	<p>Wednesday, July 7, 2004 1:00 p.m. – As necessary North/Central Valley/Sierra Region</p> <p>California Department of Education 1430 N Street Room 1101 Sacramento, CA 95814 (916) 319-0827</p>
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To: County and District Superintendents
Principals of ASAM Schools
Other Interested Parties

Following the mandate of the Public Schools Accountability Act (PSAA) of 1999, SB 1X, Chapter 3, Statutes of 1999 [*Education Code*, Section 52052 (g)], the Board approved the framework for the ASAM in July 2000. In March 2001, the Board adopted a list of indicators to be used in addition to state test data to provide accountability through the ASAM for alternative schools serving very high-risk students. More than 1,000 schools selected two non-academic performance indicators from this list and reported data for long-term (90-day) students in July 2002. In December of 2002 and February of 2003, the Board received information items reporting progress in setting performance standards on these indicators based on first-year ASAM data from school year 2001-02. The initial data were considered provisional because the first year was a "rollout year" and some indicators were refined prior to the second year.

Proposed performance standards have now been developed based only on second-year ASAM data for school year 2002-03. The State Board of Education proposes to adopt performance

ANNOUNCEMENT OF THREE REGIONAL PUBLIC HEARINGS (June and July
2004)
Proposed Performance Standards (Levels)

standards for the ASAM performance indicator data that have been reported to the California Department of Education for School year 2002-03. The proposed performance standards for the ASAM performance indicators are summarized in the attached tables. Group I represents those indicators with sufficient data to set three performance standards and report across the four resulting performance levels. Group II includes the indicators with limited data, and thus only one performance standard and two performance levels. These tables include the following information for each performance indicator:

- Performance indicator name
- Number of schools reporting the indicator
- Proposed performance standards (cut scores) for the indicator
- Percentage of schools at each performance level
- Total percent meeting or exceeding the *Sufficient* standard

The regional public hearings are for the purpose of gathering comments from a cross-section of interested parties, including teachers, administrators, school board members and other local elected officials, business leaders, parents, guardians, and students.

- Comments and suggestions are sought on the proposed performance standards (cut scores) on the respective performance indicators reported by 1,000 schools participating in the ASAM in school year 2003-03.

The regional public hearings at the San Diego County Department of Education and Santa Clara County Office of Education will be videoconferences (dates indicated above). State Board members (whose schedules permit them to attend) and State Board and Department of Education executive staff will be prepared to accept public comments and input on a continuous basis during the videoconferences. Individuals are not required to pre-arrange a specific time to present their comments. Oral comments will be accepted as individuals arrive. Some delays may occur if many individuals arrive at the same time, and patience in that event will be appreciated.

The third and final regional public hearing will be conducted in Sacramento (date noted above) in conjunction with the State Board's regular July meeting. It will begin as close to 1:00 p.m. as possible, but will be only as long as necessary to hear from those wishing to testify orally at that time.

Individuals need not come to one of the regional public hearings to present their comments. The State Board would be pleased to receive comments by mail, e-mail, or fax.

California State Board of Education

BY MAIL	BY E-MAIL	BY FAX
1430 N Street, Room 5111 Sacramento, CA 95814	dfrankli@cde.ca.gov	(916) 319-0175

Please help us publicize these regional public hearings!

Report of the Regional Public Hearings for the Proposed Performance Standards for the ASAM Performance Indicators

The California Department of Education (CDE) conducted two regional public hearings for the purpose of gathering comments from a cross-section of interested parties on the proposed performance standards for the ASAM performance indicators. The public hearings (videoconferences) were held at the San Diego County Office of Education and the Santa Clara County Office of Education in June 2004.

No specific comments or suggestions were received regarding the proposed performance standards (cut points) for the respective performance indicators. Questions and comments focused on the following topics:

- The way in which the performance standards were set
- Explanation of the *Immediate Action* (lowest performance level) designation
- A process to appeal or annotate ASAM performance results
- The possibility of adding new ASAM performance indicators
- Future opportunities for ASAM schools to select different performance indicators

The third and final regional public hearing will be conducted in Sacramento at the State Board meeting on July 7, 2004.



ASAM ACCOUNTABILITY MODEL

VALID AND APPROPRIATE ACCOUNTABILITY FOR ALTERNATIVE SCHOOLS SERVING HIGH-RISK STUDENTS



JACK O'CONNELL
State Superintendent
of Public Instruction

Overview

- Principles of ASAM Accountability
- Components of ASAM Accountability Model
- Role of ASAM Accountability Status
- Justification for Continuation of ASAM Accountability System
- Role of ASAM in an NCLB World
- Resources and Participants Used to Develop ASAM Accountability Model
- Proposed Steps in Determining a Schools' ASAM Accountability Status
- ASAM Accountability Status: Step 1: Performance Indicators
- Sample Data Analysis for 2002-03 ASAM Indicator 6: School Attendance
- ASAM Accountability Status: Step 2: Pre-Post Assessment Indicator
- ASAM Accountability Status: Step 3: Overall ASAM Accountability Status
- ASAM Accountability Model: Next Steps



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PRINCIPLES OF ASAM ACCOUNTABILITY

All schools must be held accountable for the achievement of their students

The accountability model for alternative schools serving high-risk students must include data indicators that are:

- Consistent with those in the state's primary accountability system (API/AYP), including both student achievement and other indicators (where appropriate, API/AYP should be the primary accountability measure)
- Reliable and valid across the range of alternative school populations
- Feasible at the local level
- Representative of performance that reflects success for the mission and goals of alternative schools



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COMPONENTS OF ASAM ACCOUNTABILITY MODEL

The State Board approved three types of ASAM indicators in March 2001:

- *STAR Tests* (CST and NRT)
- *Performance Indicators* (e.g., credit completion, attendance, graduation)
 - Introduced in school year 2001-02
- *Pre-Post Assessment Indicators* selected based on technical review for ASAM student populations
 - Introduced in school year 2003-04

The goal is to combine indicator data to categorize the effectiveness of ASAM schools in meeting expected performance standards



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ROLE OF ASAM ACCOUNTABILITY STATUS

- *Supplemental System:* If valid API is available, ASAM can monitor different aspects of school performance linked to the mission and goals of ASAM schools
- *Backup System:* If valid API is *not* available, ASAM can provide appropriate measures of school performance when there are not sufficient data to provide meaningful accountability

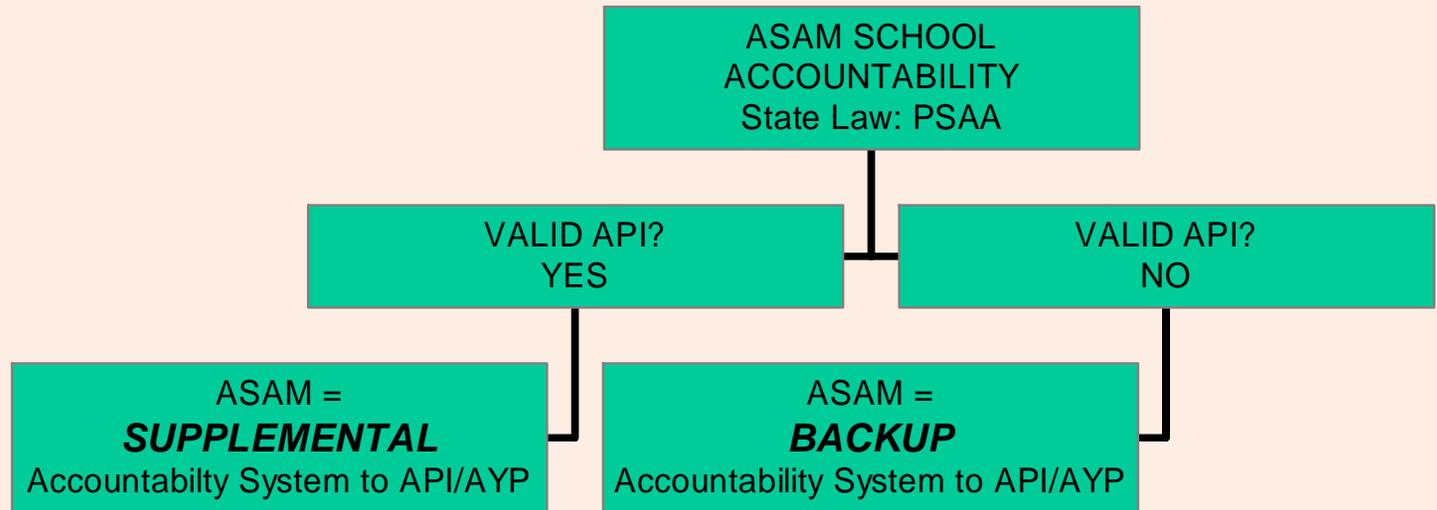
Note: ASAM schools vary both within and across local education agencies with respect to availability of a valid API.



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ROLE OF ASAM ACCOUNTABILITY STATUS

Accountability for California's Alternative Schools
Serving Very High-Risk Populations





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JUSTIFICATION FOR CONTINUATION OF ASAM ACCOUNTABILITY SYSTEM

- *State law:* The *Public Schools Accountability Act* requires the development of an accountability system for alternative school serving very high-risk students.
- *School-level Accountability:* The majority of ASAM schools (more than 60 percent in 2002-03) do not have sufficient valid test scores to receive a valid school-level API.
- *Technical limitations:* Very high mobility and other student characteristics limit the validity of the API/AYP model for most ASAM schools.
- Valid and reliable accountability for ASAM schools requires development of ASAM-specific accountability status.



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ROLE OF ASAM IN AN NCLB WORLD

- Provides important information recognized by the state
- Allows presentation of a more comprehensive picture of school effectiveness
- Recognizes the distinctiveness of ASAM student populations and goals



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RESOURCES AND PARTICIPANTS USED TO DEVELOP ASAM ACCOUNTABILITY MODEL

- National search for models and approaches
- Input and review from the Advisory Committee for the Public Schools Accountability Act and its Alternative Accountability Subcommittee
- Recommendations from an ASAM Technical Design Group comprised of state and national experts
- Expertise of consultants to CDE including WestEd and Sonoma State University
- Expertise within various CDE offices, especially the Educational Options Office
- Analyses of ASAM indicator data for school years 2001-02 and 2002-03



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PROPOSED STEPS IN DETERMINING A SCHOOLS' ASAM ACCOUNTABILITY STATUS

Step 1: Performance Indicators

- Determine school's status on each ASAM performance indicator selected
- Determine overall school status on ASAM performance indicators

Step 2: Pre-post assessments (optional)

- Determine school's status on pre-post assessment indicator, if selected

Step 3: Overall ASAM accountability status

- Apply decision rules to combine status results from step 1 (performance indicators) and step 2 (pre-post assessment indicator)



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ASAM ACCOUNTABILITY STATUS:

Step 1: Performance Indicators

Recommended performance standards have been determined for each performance indicator based on:

- Experience in other states on similar indicators
- Two years of collected data from ASAM schools
- Credibility
- Research on achievement levels

Proposed performance standards would create four levels of performance for ASAM schools:

- Commendable*: performs well above the expected performance standard for the indicator
- Sufficient*: meets the expected performance standard for the indicator
- Growth Plan*: needs to improve incrementally to meet the *Sufficient* standard for the indicator
- Immediate Action*: LEA needs to apply extraordinary measures to ensure improvement on the indicator

ASAM ACCOUNTABILITY STATUS: Step 1: Performance Indicators (cont.)



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100%

Commendable Level
Commendable Standard
Sufficient Level
Sufficient Standard
Growth Plan Level
Growth Plan Standard
Immediate Action Level

0%

Sufficient and Commendable represent acceptable performance.

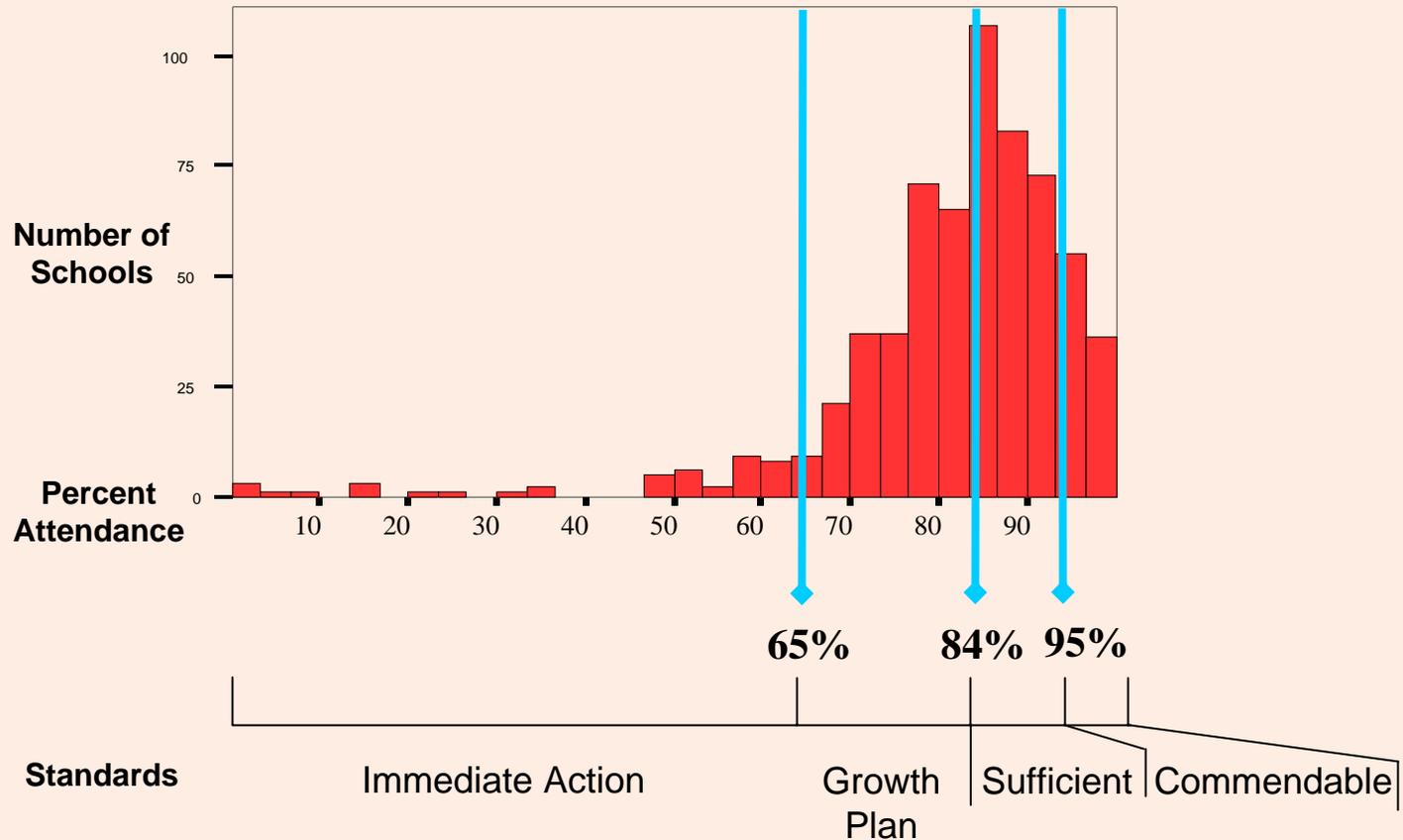
Growth Plan and Immediate Action require improvement.



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ASAM ACCOUNTABILITY STATUS: Step 1: Performance Indicators (cont.)

Sample Data Analysis for 2002-03 ASAM Indicator 6: School Attendance*



*Data for 606 schools represent the days of attendance by all long-term (90-day) students as a percent of days enrolled in school year 2002-03.

ASAM ACCOUNTABILITY STATUS: Step 1: Performance Indicators (cont.)

Determine overall school status on performance indicators:



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Performance on Indicator A					
		Commendable	Sufficient	Growth Plan	Immediate Action
Performance on Indicator B	Commendable	Status 4		Status 3	Status 2
	Sufficient				
	Growth Plan	Status 3		3	
	Immediate Action	Status 2			Status 1



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ASAM ACCOUNTABILITY STATUS:

Step 2: Pre-Post Assessment Indicator

- Proposed method for Setting Student Growth Targets: use standard error adjustment on scale score or statistically equivalent metric to ensure measurement of reliable growth, not error
- Growth Moderator: amount of expected growth based on standard error units; For example:
 - high growth (4): 1.5 SE or greater
 - moderate growth (3): .5 – 1.5 SE
 - no growth (2): -.5 - .5 SE
 - decline (1): < -.5 SE
- Performance standard model developed for performance indicators can be applied to categories on pre-post assessment indicator--Commendable (4), Sufficient (3), Growth Plan (2), Immediate Action (1)
- Need first-year data from 2003-04 to finalize standards proposal



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ASAM ACCOUNTABILITY STATUS:

Step 3: Overall ASAM Accountability Status

- Determine weighting of performance indicators with pre-post assessment indicators—alternatives include:
 - no weighting: keep all information separate
 - equal weighting: consider all ASAM indicators equally important
 - unequal weighting: consider some indicators more important or valid than others
 - conjunctive weighting: as with AYP, require that schools meet all criteria—schools must be either sufficient or commendable on all indicators
- Determine School Status based on approved weighting model using analog to performance indicators (step 1), unless no weighting or conjunctive model is selected



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ASAM ACCOUNTABILITY MODEL: NEXT STEPS

- Review and approval by State Board of Education
Specific questions to be considered include the following:
What are the appropriate decision rules for combining the results for two or more non-academic performance indicators?
What is the appropriate procedure for determining a school's status based on a pre-post assessment indicator (when selected)?
What is the appropriate procedure for determining a schools' overall ASAM accountability status?
What appeal/annotation system would ensure fair treatment of all schools?
- Continued refinement of performance and pre-post assessment indicators through use of data for school year 2003-04
- Rollout of accountability model to ASAM schools including ongoing validation, information, and professional development