ITEM #50

CALIFORNIA STATE BOARD OF EDUCATION

MAY 2004 AGENDA

SUBJECT	
Alternative Schools Accountability Model (ASAM): Including, but not limited to, approval of proposed performance standards for the ASAM performance indicators	☒ **Action**
	☒ **Information**
	☐ **Public Hearing**

RECOMMENDATION

Approve proposed performance standards for the ASAM performance indicators and direct staff to hold regional public hearings on the proposed standards.

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 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 2001-2002. 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 2002-2003. The 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.

SUMMARY OF KEY ISSUES

The Board will be asked to consider the procedures followed to set performance standards for the ASAM performance indicators and the standards that have been proposed.

FISCAL ANALYSIS (AS APPROPRIATE)

There are no additional costs associated with setting performance standards for the ASAM performance indicators.

ATTACHMENT

Attachment 1: Determining Performance Standards for Alternative Schools Accountability Model Performance Indicators (6 pages)

Attachment 2: Listing and Brief Description of Alternative Schools Accountability Model (ASAM) Performance Indicators (4 pages)

Determining Performance Standards for Alternative Schools Accountability Model Performance Indicators

School year 2003-2004 marks the third year of implementation for the Alternative Schools Accountability Model (ASAM), mandated by the *Public Schools Accountability Act* (PSAA) Chapter 3, Statutes of 1999 [Article 2, Section 52052 (g)]. The ASAM is designed to provide accountability for alternative schools that serve very high-risk students, including continuation, community day, opportunity, county-operated court and community schools, and California Youth Authority (CYA) schools, as well as "other alternative schools" that meet requirements set by the State Board of Education (State Board).

The purpose of this paper is to provide the State Board with sufficient information to approve performance standards for each of the ASAM non-academic performance indicators. As summarized in the Information Memorandum and attachments providing background information to the State Board in April 2004, 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.

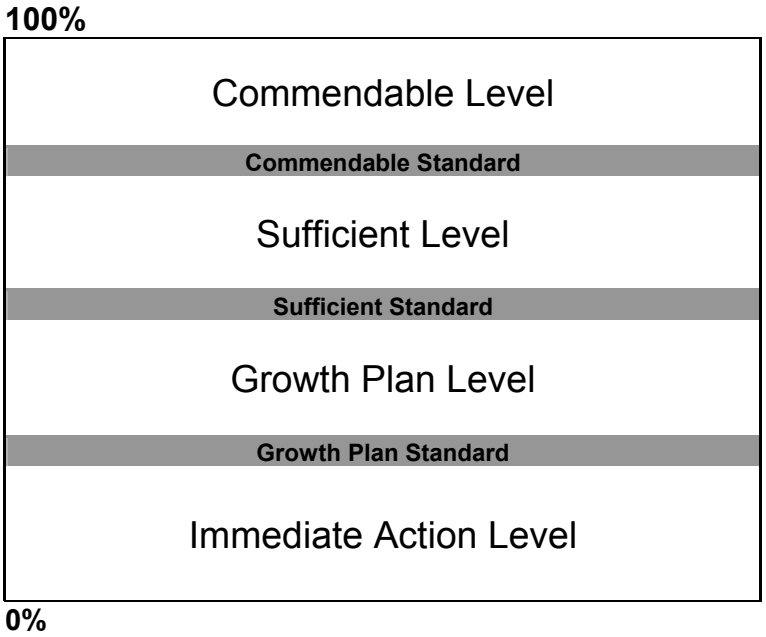
In December of 2002 and February of 2003, the State Board received information items which included proposed performance standards based on first-year indicator data from school year 2001-2002. At that time, the initial data were considered provisional because the first year was a "rollout year" and some indicators were refined prior to the second year. The PSAA Alternative Accountability Subcommittee subsequently determined that the proposed performance standards would be based only on second-year data from school year 2002-2003.

The proposed method for determining the indicator performance standards, as previously summarized for the State Board, 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 proposed performance standards would create four levels of performance for ASAM schools. The first two levels, S*ufficient* and C*ommendable,* 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 G*rowth Plan* level would be expected to take steps to incrementally improve its performance to meet the *Sufficien*t standard for the indicator.
- **Immediate Action** – A school at the *Immediate Action* level would be expected to take immediate action to improve and meet the higher performance standards for the indicator.

The figure below represents an additional way to conceptualize ASAM school performance across the performance levels.



The method for determining the performance standards, described above, was data intensive, requiring review of two years of collected data from a wide range of ASAM schools. However, several of the performance indicators were either selected by a relatively small number of schools (55 or less) or the distribution of data reported was limited in range. In those cases, only one performance standard is proposed. It would create two performance levels: S*ufficient* and *Growth Plan*.

The proposed standards for the ASAM performance indicators are summarized in the tables below.[1] 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 standards (cut scores) for the indicator
- percentage of schools at each performance level
- total percent meeting or exceeding the *Sufficient* standard

[1] Attachment 2 provides a listing and brief description of the ASAM performance indicators.

Proposed Standards for Alternative Schools Accountability Model Performance Indicators
Based on Second-year Data for School Year 2002-2003 *

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**	% of Schools at Immediate Action Level
Low rates are desirable on the following indicators:									
1. Inappropriate 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, S*ufficient* and C*ommendable,* 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 standards for each indicator are cut points on the full range of rates calculated for schools reporting the indicator. The 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 credits completed per month of enrollment.

Proposed Standards for Alternative Schools Accountability Model Indicator Performance Indicators
Based on Second-year Data for School Year 2002-2003

Group II: Data were insufficient for some 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 Sufficient but not Commendable Level	**Standard**		% of Schools at Growth Plan Level	**Standard**	% of Schools at Immediate Action Level
High rates are desirable on the following indicators:									
3. Student Punctuality	49	NA+	NA+	57	**90%**	57	43	NA+	NA+
5. Student Persistence	55	NA+	NA+	78	**90%**	78	22	NA+	NA+
11. Promotion to Next Grade	31	NA+	NA+	81	**90%**	81	19	NA+	NA+
12A/B. Course Completion	54	NA+	NA+	69	**90%**	69	31	NA+	NA+
12C. Average Courses Completed++	27	NA+	NA+	74	**0.7++**	74	26	NA+	NA+
15A. GED Completion	9	NA+	NA+	44	**75%**	44	56	NA+	NA+
15C. GED Section Completion	9	NA+	NA+	56	**75%**	56	44	NA+	NA+

+ 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.

Further Consideration by the State Board

Additional information on other details of the accountability models and the advantages and disadvantages of options for determining overall ASAM accountability status will be provided to the State Board in June 2004 in anticipation of further discussion and future action. 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[2] (when selected)?
- What is the appropriate procedure for determining a schools' overall ASAM accountability status based on decision rules for combining the status results from performance indicators and a pre-post assessment indicator (when selected)?

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.

Recommendation

The PSAA Advisory Committee recommends that the State Board approve the proposed performance standards for the ASAM performance indicators and direct staff to hold regional public hearings on the proposed standards.

[2] ASAM schools were first given the opportunity to select a pre-post assessment instrument from a list approved by the State Board in school year 2003-2004. First-year data on the pre-post achievement indicators will not be available for analysis until September 2004.

Listing and Brief Description of Alternative Schools Accountability Model (ASAM) Performance Indicators

Indicators Approved by the State Board of Education in March 2001[1]

		Purpose of Measurement	Indicator Use[2]
STAR Tests (norm-referenced test and California Standards Tests)		Academic Achievement	Base
Group I: Readiness Indicators			
Indicators of Discipline Problems:			
1	Inappropriate Student Behavior	Behavior and Pre-learning Readiness	Additional
2	Suspension	Behavior and Pre-learning Readiness	Additional
Indicators of Student Persistence			
3	Student Punctuality	On-time Attendance and Engagement	Additional
4	Sustained Daily Attendance	Holding Power and Student Persistence	Additional
5	Student Persistence	Holding Power and Student Persistence	Additional
Group II: Contextual Indicators			
6	Attendance	Attendance and Persistence	Additional
7	English Language Development (CELDT)	Growth in Language Skills	Additional
Group III: Academic and Completion Indicators			
Indicators of Achievement [3]		**Available in 2003-2004**	
8	Writing Achievement	Writing and Language Skills	Additional
9	Reading Achievement	Reading and Language Skills	Additional
10	Math Achievement	Math Skill Improvement	Additional
Indicators of Meeting Goals and School Completion			
11	Promotion to Next Grade	Grade Completion and Academic Progress	Additional
12	Course Completion	Course Completion and Performance	Additional
13	Credit Completion	Credit Completion and Academic Progress	Additional
14	High School Graduation	Credit and Program Completion	Additional
15	GED Completion, CHSPE Certification, or GED Section Completion	Program Completion	Additional

[1] The PSAA Subcommittee on Alternative Accountability recognized that the indicators proposed above have differing levels of reliability. In general, those in Groups II and III are more likely to be able to meet the standard required as a basis for potential rewards and interventions. Readiness indicators (Group I) are essential for assessment of school performance in assisting students to overcome social, attitudinal, and behavioral problems that limit their ability to attend and learn in a school setting. A critical task of the Subcommittee and the California Department of Education (CDE) is the ongoing evaluation of the Alternative Schools Accountability Model (ASAM) during its first three years of operation, including analyses of the stability, reliability, and validity of the indicators. During that period, data on indicators submitted by schools will be analyzed and results reported to the State Board of Education (State Board) as part of its consideration of possible revision and expansion of the ASAM.

[2] The Subcommittee defined two general classes of indicators. A “Base” indicator consists of information to be reported by all schools. “Additional” indicators are those selected locally from the State Board-approved list. Schools report base indicator information (STAR norm-referenced test and California Standards Test results) through the test publisher. Schools report information on their additional performance indicators directly to CDE through the ASAM Online Reporting System.

[3] The achievement indicators were approved in principle in March 2001 pending a rigorous review process to identify assessment instruments that align to state content standards and to meet required technical criteria. The State Board approved eight instruments for use as locally adopted indicators of achievement in winter 2003 following completion of the review process.

Brief Description of the ASAM Indicators[4]

Indicator 1: Inappropriate Student Behavior

This indicator provides a measure of school performance in changing and improving students' behavior and readiness to learn. It requires schools to collect and report information on the number of long-term[5] students cited and the number of citations for inappropriate behavior and recommended for suspension or expulsion for offenses under California's *Education Code* Section 48900(i), committing obscene acts or engaging in habitual profanity or vulgarity, and Section 48900(k), disrupting school activities or willfully defying the authority of school personnel.

Indicator 2: Suspension

This indicator provides a measure of school performance in changing and improving students' behavior and readiness to learn. Schools report the number of long-term students who received out-of-school suspensions and their total number of out-of-school suspensions during the reporting year.

Indicator 3: Student Punctuality

This indicator provides a measure of school performance in changing and improving on-time student attendance and engagement in classroom-based programs. Schools report long-term students as present on time if they were in class at the beginning of the first daily period indicated on their assignment schedule.

Indicator 4: Sustained Daily Attendance

This indicator provides a measure of school performance in changing and improving school holding power and persistence for long-term students receiving classroom-based instruction. Schools count students as completing an entire assigned instructional day when they were present in class during the first and last daily period indicated on their assignment schedule.

Indicator 5: Student Persistence

This indicator provides a measure of school performance in changing and improving school holding power and persistence for long-term students. A school's persistence rate is the percentage of long-term students enrolled in the school during the reporting year who did not drop out of school as determined by the standard dropout definition used by the CDE.

Indicator 6: Attendance

This indicator provides a measure of school performance in changing and improving student attendance and persistence for long-term students. For students receiving

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[4] Full descriptions and operational definitions of the indicators as well as sample report forms are provided in the annual *ASAM Reporting Guide*.

[5] Long-term refers to students who have been enrolled in an ASAM school for 90 continuous school days during the reporting year.

classroom-based instruction, schools report students as attending if average daily attendance (a.d.a.) is claimed for their attendance for any portion of an instructional day. For students receiving instruction in the independent study mode, schools report students as attending if a.d.a. is claimed for their attendance.

Indicator 7: English Language Development (CELDT)

This indicator, which provided a measure of school performance in improving reading and English language skills, is no longer in use.

Indicator 8: Writing Achievement

This indicator provides a measure of writing achievement based on administration of a pre-post assessment instrument[6] to the long-term students enrolled in the school during the reporting year.

Indicator 9: Reading Achievement

This indicator provides a measure of reading achievement based on administration of a pre-post assessment instrument[6] to the long-term students enrolled in the school during the reporting year.

Indicator 10: Math Achievement

This indicator provides a measure of math achievement based on administration of a pre-post assessment instrument[6] to the long-term students enrolled in the school during the reporting year.

Indicator 11: Promotion to Next Grade

This indicator provides a measure of school performance emphasizing strategies for improving grade completion and academic progress in the elementary school grades (K-6). Schools report the percentage of long-term students in the elementary grades who are promoted to the next grade level during or at the end of the reporting year.

Indicator 12: Course Completion

This indicator provides measures of school performance emphasizing strategies for improving course completion and academic progress in the middle school grades (6-8).

- Course Completion
  Schools report the percentage of courses attempted and passed by long-term students during the reporting year.

- Average Course Completion
  Schools report the average number of courses completed by long-term students during the reporting year.

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[6] All pre-post assessments are selected from a list of instruments approved by the State Board for this use.

Indicator 13: Credit Completion

This indicator provides measures of school performance emphasizing strategies for improving credit completion and academic progress in the high school grades (9-12). Schools report credits that count toward graduation requirements and are awarded for successful completion of course and/or unit requirements.

- Credit Completion
  Schools report the percentage of high school graduation credits that long-term students attempted and successfully completed during the reporting year.

- Average Credits Completed
  Schools report the average number of high school graduation credits successfully completed by long-term students during the reporting year.

Indicator 14: High School Graduation

This indicator provides a measure of school performance in improving credit completion and graduation rate.

- Graduation Rate for Credit-Eligible Students
  Schools report the percentage of credit-eligible long-term high school students who received a high school diploma during the reporting year.

- On-time High School Graduation Rate
  Schools also report the percentage of long-term grade 12 students who actually graduated during the reporting year based upon the date initially established at high-school entrance for their graduation.

Indicator 15: General Educational Development Completion

This indicator provides a measure of school performance in improving program completion by students eligible to take the General Educational Development (GED) test.

- GED Completion
  Schools report the percentage of eligible long-term students who took all the tests required for GED certification and successfully passed them during the reporting year.

- GED Section Completion
  Schools report the percentage of GED sections attempted and successfully passed by eligible long-term students during the reporting year.