Redesigning Accountability in Juvenile Court and Alternative Schools in California

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Redesigning Accountability in Juvenile Court and Alternative Schools in California

Session Outline

1. ASAM and Accountability
2. Juvenile Court System
3. ASAM Accountability in California’s Juvenile Court System
4. ASAM Credibility – or the lack of..
5. Redesigning ASAM
6. Future of Accountability in California’s Juvenile Court Schools
California’s Public Schools Accountability Act

• Mandated in 1999 as part of California’s Public Schools Accountability Act (PSAA)

• ASAM – Alternative Schools Accountability Model

  “The Superintendent… shall develop an alternative accountability system for schools under the jurisdiction of a county board of education or county superintendent of schools, … and alternative schools serving high-risk pupils, including continuation high school and opportunity schools. Schools in the alternative accountability system may received an API score but shall not be included in the API rankings.”

• ASAM Model Approved by State Board of Education in 2003

• ASAM – a separate accountability system providing school-level accountability for 1,035 alternative schools serving 325,000 high risk students – est. 10% - 15% of high school students.
The ASAM Accountability System

“Because of the unique characteristics of alternative schools, the Phase I ASAM was designed around a set of indicators that reflect these unique characteristics and can be measured and reported at the school level. As a set, the indicators focus specifically on measuring progress toward the goals of California’s alternative schools.”

“Report to the California State Board of Education, ASAM: Transition to Phase II”
California’s Dual Accountability Models

**AYP (NCLB)**
- AYP composition
  - Assessment Scores
  - Grad Rate
  - Participation Rate
  - API Increase
- Program Improvement (PI)
- Status Model
- No special treatment for small schools or alternative schools (incl. Juvenile Court Schools)

**API (PSAA)**
- Assessment Scores (100%)
- Statewide/Similar School Rankings (1-10)
- High Priority Schools Grant funds for schools in deciles (ranks) 1-5
- Growth Model
- ASAM (Alternative Schools Accountability Model) option for schools serving at-risk students
# CA’s Alternative Schools

## Enrollments Counts (2005-06)

<table>
<thead>
<tr>
<th>School/Program</th>
<th>K-8</th>
<th>9-12</th>
<th>Total</th>
<th>ASAM School Count*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Continuation Schools</td>
<td>328</td>
<td>69,273</td>
<td>69,601</td>
<td>489</td>
</tr>
<tr>
<td>Community Day Schools</td>
<td>2,598</td>
<td>8,584</td>
<td>11,182</td>
<td>299</td>
</tr>
<tr>
<td>County Court and Community Schools</td>
<td>3,563</td>
<td>26,227</td>
<td>29,790</td>
<td>116</td>
</tr>
<tr>
<td>Opportunity</td>
<td>2,945</td>
<td>5,352</td>
<td>8,297</td>
<td>24</td>
</tr>
<tr>
<td>Magnet</td>
<td>127,086</td>
<td>70,761</td>
<td>197,847</td>
<td></td>
</tr>
<tr>
<td>Independent Study</td>
<td>28,115</td>
<td>79,535</td>
<td>107,650</td>
<td></td>
</tr>
<tr>
<td>Other Programs</td>
<td>9,228</td>
<td>21,788</td>
<td>31,016</td>
<td>105</td>
</tr>
<tr>
<td><strong>State Totals</strong></td>
<td><strong>173,863</strong></td>
<td><strong>281,520</strong></td>
<td><strong>455,383</strong></td>
<td><strong>1,033</strong></td>
</tr>
</tbody>
</table>

- West Ed research indicates that the ratio of students served to student enrolled is 2.5:1.
- *Approximately 644,000 non-magnet school students served by Educational Options Schools and Programs in 2005-06*
ASAM Schools in California (FY2006-07)

- Number of ASAM schools: 1,035
- Students enrolled in ASAM Schools in October: 142,200
- Estimated number of students served by ASAM schools during the school year: 355,500
- ASAM is voluntarily used by approximately 80% of all alternative schools serving high-risk students
California’s Extensive System of Alternative Schools

- U.S. Total – less than 2% of students served by alternative education
- California – approximately 8% of all students receive alternative education experiences – over \( \frac{1}{2} \) million students
- At least 15% of California High School Students receive alternative education services

California Has a More Extensive System of Alternative Schools than Other States
## ASAM Schools in California

### Eligible Schools

- Continuation
- District Community Day
- County Community Day
- Opportunity
- *Juvenile Court*
- Division of Juvenile Justice

### Alternative Schools of Choice

- **Charter Schools**
  - Expelled
  - Suspended
  - Wards of the Court
  - Pregnant and/or/Parenting
  - Recovered Dropouts
  - Habitually Truant
  - Retained more than once
    - (*Greater than 70% enrollment*)
California’s Juvenile Court Schools - background

• Through 1977, County Board of Supervisors responsible for providing educational services to juveniles in detention facilities

• Juvenile Court Schools created in 1978 – AB 391.
  - County Board of Education now responsibility for school administration and operation
  - A minimum school day established
  - Year-round operation of school required.
  - School board approved course of study
  - School districts required to accept course credit from JCS
California’s Juvenile Court Schools – the numbers

- 52 of 58 Counties have Juvenile Court Schools
- 211 Juvenile Court Schools in the 52 Counties
- 77 of the 211 Juvenile Court Schools use ASAM
- 47 of the 52 counties have ASAM facilities

Ratio of students served in Juvenile Court Schools to students enrolled is approximately 5:1.
California’s Juvenile Court Schools – the numbers (2006-07)

- Enrollment: 12,592
- ADA: 11,355
- Students Served: 54,746
- Separate enrollments: 100,042
Very High Levels of Mobility

Comparison of Student Mobility* – ASAM Alternative and Traditional Schools 2006-07

<table>
<thead>
<tr>
<th>Measure of Mobility:</th>
<th>Traditional</th>
<th>ASAM</th>
</tr>
</thead>
<tbody>
<tr>
<td>% of students enrolled <em>in the same school</em> during the previous October</td>
<td>92%</td>
<td>46%</td>
</tr>
<tr>
<td>% of students enrolled <em>in a school in the same district</em> during the previous October</td>
<td>94%</td>
<td>76%</td>
</tr>
</tbody>
</table>

A student NOT continuously enrolled is NOT included in that school or district’s API or AYP calculation.

- Using STAR mobility indicator (continuous enrollment) as measure of mobility
- Source: preliminary WestEd research
California’s Juvenile Court Schools – the numbers

- Average Enrollment Period: 27.8 days
- Enrollment Period Range: 1 day to 1 year

San Diego County Juvenile Justice Schools Length of Enrollment

- 30 Days or less, 53%
- 30 to 90 Days, 29%
- 90 to 150 Days, 9%
- 150 to 210 Days, 4%
- More than 210 Days, 5%
ASAM Indicators

• Readiness
• Academic
• Transition
# ASAM Indicators

<table>
<thead>
<tr>
<th>INDICATOR NUMBER AND TITLE</th>
<th>MEASURES</th>
<th>RESTRICTIONS</th>
<th>ADVISORY POPULATION CONDITIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Group I: Readiness Indicators</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Improved Student Behavior</td>
<td>Behavior and pre-learning readiness</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the Division of Juvenile Justice (DJJ). Only one of Indicators 1 or 2 may be used.</td>
<td>At least 65% of students must receive in-class instruction.</td>
</tr>
<tr>
<td>2. Suspension</td>
<td>On-time attendance and student engagement</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 1, 3, 4, or 6 may be used.</td>
<td>At least 65% of students must receive in-class instruction.</td>
</tr>
<tr>
<td>3. Student Punctuality</td>
<td>Holding power and student persistence</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 1, 3, 4, or 6 may be used.</td>
<td></td>
</tr>
<tr>
<td>4. Sustained Daily Attendance</td>
<td>Holding power and student persistence</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 1, 3, 4, or 6 may be used.</td>
<td></td>
</tr>
<tr>
<td>5. Student Persistence</td>
<td>Holding power and student persistence</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 1, 3, 4, or 6 may be used.</td>
<td></td>
</tr>
<tr>
<td><strong>Group II: Contextual Indicators</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Attendance</td>
<td>Attendance and persistence</td>
<td>May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 1, 3, 4, or 6 may be used.</td>
<td>At least 65% of students must receive in-class instruction.</td>
</tr>
</tbody>
</table>

7. California English Language Development Test – NO LONGER USED IN ASAM
### ASAM Indicators

<table>
<thead>
<tr>
<th>INDICATOR NUMBER AND TITLE</th>
<th>MEASURES</th>
<th>RESTRICTIONS</th>
<th>ADVISORY POPULATION CONDITIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group III: Academic and Completion Indicators</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Writing Achievement</td>
<td>Academic achievement</td>
<td>Pre-post assessment instrument must be selected from those approved for ASAM (see <a href="http://asam.wested.org/asami/resources/asam_measures.pdf">http://asam.wested.org/asami/resources/asam_measures.pdf</a>).</td>
<td>The number of valid test results must be at least 25% of total long-term enrollment.</td>
</tr>
<tr>
<td>9. Reading Achievement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Math Achievement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>INDICATOR NUMBER AND TITLE</td>
<td>MEASURE S</td>
<td>RESTRICTIONS</td>
<td>ADVISORY POPULATION CONDITIONS</td>
</tr>
<tr>
<td>----------------------------</td>
<td>-----------</td>
<td>--------------</td>
<td>--------------------------------</td>
</tr>
<tr>
<td>11. Promotion to Next Grade</td>
<td>Grade completion and academic progress</td>
<td>Schools serving grades K-6 (elementary)</td>
<td></td>
</tr>
<tr>
<td>12A/B. Course Completion OR 12C. Average Course Completion</td>
<td>Course completion and performance</td>
<td>Schools serving grades 6-8 (middle school)</td>
<td>Long-term enrollment is 100 or more or students in the grade range represent 25% or more of the total long-term enrollment AND are not fewer than 11 students.</td>
</tr>
<tr>
<td>13A. Course Completion OR 13B. Average Course Completion</td>
<td>Credit completion and academic progress</td>
<td>Schools serving grades 9-12 (high school)</td>
<td></td>
</tr>
<tr>
<td>14. High School Graduation</td>
<td>Credit and program completion</td>
<td>Schools serving grades 9-12 (high school)</td>
<td>No fewer than 11 students representing 15% of the school’s total long-term high school enrollment eligible for graduation.</td>
</tr>
<tr>
<td><strong>Indicator 15 provides a selection from three methods:</strong> Please select a method from 15A or 15B or 15C</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15A. General Educational Development (GED) Completion OR 15B. California High School Proficiency Examination OR 15C. GED Section Completion</td>
<td>Program completion</td>
<td>Schools serving grades 9-12 (high school)</td>
<td>No fewer than 11 eligible students representing a minimum of 15% of the school’s total long-term high school enrollment taking the indicated exam.</td>
</tr>
</tbody>
</table>
California’s Juvenile Court Schools - the numbers

ASAM Indicators Selected by Juvenile Court Schools

- Ind 15C: GED Section Comp
- Ind 15A: GED Completion
- Ind 14: HS Grad Rate
- Ind 13B: Grand Avg Credits
- Ind 13A: Grand Credit Comp
- Ind 12C: Avg Course Comp
- Ind 12A/B: Course Comp
- Ind 11: Grade Promotion
- Ind 10: Math Achievement
- Ind 9: Reading Achievement
- Ind 8: Writing Achievement
- Ind 6: Attendance
- Ind 5: Persistance
- Ind 4: Daily Attendance
- Ind 3: Punctuality
- Ind 2: Suspension
- Ind 1: Behavior

Percent Using Indicator

- Ind 15C: 21%
- Ind 15A: 13%
- Ind 14: 32%
- Ind 13B: 21%
- Ind 13A: 32%
- Ind 12C: 40%
- Ind 12A/B: 45%
- Ind 11: 53%
- Ind 10: 65%
- Ind 9: 66%
- Ind 8: 1%
- Ind 6: 0%
- Ind 5: 0%
- Ind 4: 0%
- Ind 3: 0%
- Ind 2: 0%
- Ind 1: 0%
ASAM Results

CDE Web site:
http://www.cde.ca.gov/

ASAM Reports:
http://dq.cde.ca.gov/dataquest/

## 2006-07 ASAM School Summary Report

**California Department of Education**

**2006-07 Alternative Schools Accountability Model (ASAM) School Report**

**Report Summary**

School: San Diego County Juvenile Court  
Codes: 37-10371-3730760  
District: San Diego County Office of Education  
County: San Diego

### Student Enrollment

<table>
<thead>
<tr>
<th>Grades</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>K-6</td>
<td>34</td>
</tr>
<tr>
<td>6-8</td>
<td>35</td>
</tr>
<tr>
<td>9-12</td>
<td>591</td>
</tr>
<tr>
<td>Total Long-term (90-day) Students Served</td>
<td>660</td>
</tr>
</tbody>
</table>

Total Independent Study Students included in Total Long-term Students Served (above): 0  
Students Enrolled (unduplicated count): 4805

### 2006-07 School and District Comparison

<table>
<thead>
<tr>
<th>Students Receiving Free or Reduced Price Meals (Economically Disadvantaged)</th>
<th>School</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>95%</td>
<td>96%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Teachers with Full Credentials</th>
<th>School</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>100%</td>
<td>73%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Average Years Teaching Experience</th>
<th>School</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>12.3</td>
<td>12.5</td>
<td></td>
</tr>
</tbody>
</table>

**Indicators Selected by Your School**

**Indicator 11: Promotion to Next Grade**  
The percentage of long-term students who were promoted to the next grade level.

**Indicator 12C: Course Completion (Average)**  
The average number of courses passed by long-term students.

**Indicator 13B: Credit Completion (Average)**  
The average number of credits earned by long-term students.

**Indicator 15C: General Educational Development (GED) Section Completion**  
The percentage of attempted GED sections passed by long-term students.

**Academic Indicators**

**Indicator 9: Reading Achievement**  
The results of the local administration of the pre- and post-assessment, Map of Academic Progress - NWEA.

**Performance Level Achieved:**  
(IA=Immediate Action, GP=Growth Plan, S=Sufficient, C=Commendable)

2006-07 ASAM School Summary Report

Indicator 11. The number or percentage of long-term students reported for the grade level relative to the total number of long-term students enrolled at the school failed to meet the minimum level for reporting on this particular indicator.

Indicator 12C. The number or percentage of long-term students reported for the grade level relative to the total number of long-term students enrolled at the school failed to meet the minimum level for reporting on this particular indicator.

Indicator 13B. Credit Completion (Average)
- IA
- GP
- 5.5
- C
- S

5.4 Average Monthly Credit Completion Rate
5.4 Average Weighted Credit Completion Rate

Indicator 15C. General Educational Development (GED) Section Completion
- GP
- S

71.4 %

Academic Achievement Indicator(s):

Reading Achievement
Total Number of Students with a Pre- and a Post-test Score
- 257
Number of students at the following growth levels:
- No Growth: 134
- Growth: 123

*Sixth-grade students were not double counted, but were included in the grade range most appropriate for the reporting school.

View Detailed Report

2006-07 ASAM School Detail Report

California Department of Education

2006-07 Alternative Schools Accountability Model (ASAM) School Report
Detail School Report

School: San Diego County Juvenile Court
District: San Diego County Office of Education
CDS Code: 37-10371-3730710
County: San Diego

This Detailed School Report provides information regarding the performance achieved for each ASAM indicator your school selected.

Indicator 13B: Credit Completion (Average)

Indicator 13B: Credit Completion (Average)—a measure of school performance emphasizing strategies for improving credit completion and academic progress, regardless of instructional strategy used.

Your school’s performance level is at Growth Plan. 5.4 credits was the average number of credits completed by long-term students monthly at your school.

Performance Standards for Credit Completion (Average)

<table>
<thead>
<tr>
<th>Your school is at Growth Plan because the monthly average number of credits completed by long-term students falls within the corresponding range.</th>
<th>Immediate Action</th>
<th>Growth Plan</th>
<th>Sufficient</th>
<th>Commendable</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 3.99</td>
<td>4 - 5.4</td>
<td>5.5 - 9.4</td>
<td>9.5 - 15</td>
<td></td>
</tr>
</tbody>
</table>

Your school’s performance: 5.4 credits

Indicator 15C: General Educational Development (GED) Section Completion

Indicator 15C: General Educational Development (GED) Section Completion—alternative

2006-07 ASAM School Detail Report

measures of school performance in program completion.

Your school's performance level is at. During school year 2006-07 71.4% of long-term students passed all GED test sections attempted.

Performance Standards for General Educational Development (GED) Section Completion

Your school is at because the percent of all GED test sections passed falls within the corresponding range.

<table>
<thead>
<tr>
<th>Immediate Action</th>
<th>Growth Plan</th>
<th>Sufficient</th>
<th>Commendable</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0 - 74.99</td>
<td>75 - 100</td>
<td>—</td>
</tr>
</tbody>
</table>

Your school's performance: 71.4%

Multi-year performance for this indicator:

![Graph showing multi-year performance for Indicator 15C]

Indicator 9: Reading Achievement

Indicator 9: Reading Achievement—a measure of reading achievement based on the student-level results of a pre- and post-assessment.

During school year 2006-07, 257 students were tested on the pre-post assessment, Map of Academic Progress - NWEA.

Summary of Student Performance on Reading Achievement

This table provides information regarding the reading academic achievement of the long-term students at your school.

<table>
<thead>
<tr>
<th>Growth</th>
<th>No Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>123</td>
<td>134</td>
</tr>
</tbody>
</table>

Growth and no growth are determined by measuring a student's pre- and post-test scores. Growth represents a student's progress that is greater than zero. No growth represents a student's progress equal to or less than zero.

Schools are not provided with their school year 2006-07 performance levels for the academic achievement indicators (i.e. Reading, Writing and Mathematics) because of the early stage of data collection on these indicators; additional data to be collected in the 2006-07 school year.

http://dq.cde.ca.gov/dataquest/ASAM/ASAM07/ASAMIndDetails.aspx?In1=False&In2=F... 7/22/2008
ASAM… then and now

“The ASAM violates several accountability criteria…..
(Improving Alternative Education In California, LAO, February 2007)

ASAM Central Concepts:

• The indicators should measure change in learning readiness, engagement, and educational goal attainment,…

• A school’s performance should not be compared with other schools.

• Ability to choose from a variety of indicators appropriate to school goals and student population.

LAO Criticism:

• Most indicators do not measure educational performance

• Indicators are not comparable across schools and districts

• Choice of measures thwarts school comparisons
Alternative Schools and the Dropout Rate

The problem is severe

The exact number of students who fail to graduate in California remains unknown because the state is still developing a system that can accurately calculate the proportion of entering ninth grade students who graduate four years later. Available estimates, however, suggest the problem is severe. In 2005-06, 349,191 California high school students graduated (see Figure 2). Comparing that figure to the number of high school seniors in 2004-05 (327,287) suggests that only about two-thirds of California’s students graduate on time, with more than 170,000 students dropping out or failing to graduate. For that same year, the California Department of Education estimated that 32% of students graduate with a dropout rate of 83%, with 70,000 students dropping out. Estimates by the U.S. Department of Education and other outside agencies are substantially lower than those reported by the state, ranging from 65% to 74%.1

Despite the lack of accurate estimates, available data suggest the problem is concentrated among particular students, schools, and districts. Estimated graduation rates in California’s top 25 dropout schools are as high as 1%, while in the lowest performing schools, graduation rates are as high as 30%.


Lies, Damn Lies, and statistics...
Current Opinion on Alternative School Accountability

“... But the new studies show that dropouts are concentrated in these alternative schools – with little accountability.”
Sacramento Bee Feb 21, 2008

ASAM Credibility
ASAM II: Goals

- More rigorous - increased emphasis on *academic performance through CAHSEE*

- New *ASAM School Accountability Index* – alternative to the API

- Meets Federal accountability guidelines
  - *common performance data* by all ASAM schools
  - Accountability data that is *reliable and valid*

- Increased usefulness of data for ASAM schools - *easy to understand and use*
ASAM II: Goals (continued)

• Utilize new state data system – CALPADS

• Enhanced credibility of the system across stakeholder groups

• No new costs for districts or ASAM schools

To summarize, ASAM II indicators must be:

• Valid and reliable

• Feasible, fair, and credible

• And no new costs
Refining the Future ASAM

Participating Residential Schools

Learning Readiness 15 percent

Indicators:
Classroom Attendance in Standards Aligned Academic Classes

Transition 15 percent

Indicators:
Continued enrollment in school

Academic Performance 70 percent

Indicators:
High School: CAHSEE
Non-High School: (STAR and/or CELDT)
Including CAHSEE as an ASAM Measure

• Provides outcome measure that reflects mission of most ASAM schools: *assisting students in meeting graduation requirements*

• Gathered from an on-going testing program

• Little additional cost

• Uses an instrument with known levels of validity and reliability

• More complete data than either API or AYP
ASAM Phase II Model Summary

- Greater *reliability and validity* of accountability measures
  - CAHSEE as a foundation
  - CALPADS data – no self-reporting
- Reporting of *common performance data* by all ASAM schools
  - Same indicators required of all participating schools
- *No significant new costs* for districts or ASAM schools
  - No new costs
  - Reduces data site based data collection
ASAM II & Juvenile Court Schools

• ASAM II Recommendations approved by PSAA (May 27) and to the State Board later in 2008
  – Adopted? No action?

• SB 219 (chapter 731) – include test scores of alternative students in scores of school of residence starting July 2011.
  – Voluntary settings vs involuntary settings, will the impact be the same?
Contact information:

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916-323-2562
Buslan@cde.ca.gov

• [http://www.cde.ca.gov/ta/ac/am/](http://www.cde.ca.gov/ta/ac/am/) CDE Web Site

• [https://asam.wested.org/cs/asami/login](https://asam.wested.org/cs/asami/login) Select Help and Resources
Best Practices Pilot Study underway – funded by Educational Options

The Educational Options Best Practices Demonstration Project is a coordinated effort jointly underway with the California Department of Education, San Diego County Office of Education, the El Dorado County Office of Education, and the El Dorado County Office of Education. Best practices in Court, Community, Community Day Schools, and other alternative education programs throughout California have been identified through peer review.

Selected Best Practices for 2007-2008:

- Calvina High School Service Learning
- Valley Community School Academic Decathlon
- Valley Community School Workplace Learning Academy

(http://www.sdcoe.net/edoptions/narratives.asp)