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State Superintendent
of Public Instruction



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**





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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.**

**ASAM &
Accountability**



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**ASAM &
Accountability**

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”**



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**ASAM &
Accountability**

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***



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CA's Alternative Schools

Enrollments Counts (2005-06)

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

•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**

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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**

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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 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



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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*)

**ASAM &
Accountability**



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**Juvenile
Court
Schools**

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**



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**Juvenile
Court
Schools**

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.



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**Juvenile
Court
Schools**

California's Juvenile Court Schools - the numbers (2006-07)

- **Enrollment:** 12,592
- **ADA:** 11,355
- **Students Served:** 54,746
- **Separate enrollments:** 100,042



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Very High Levels of Mobility

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

<i>Measure of Mobility:</i>	<i>Type School</i>	
	Traditional	ASAM
% of students enrolled <i>in the same school</i> during the previous October	92%	46%
% of students enrolled <i>in a school in the same district</i> during the previous October.	94%	76%

**Juvenile
Court
Schools**

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



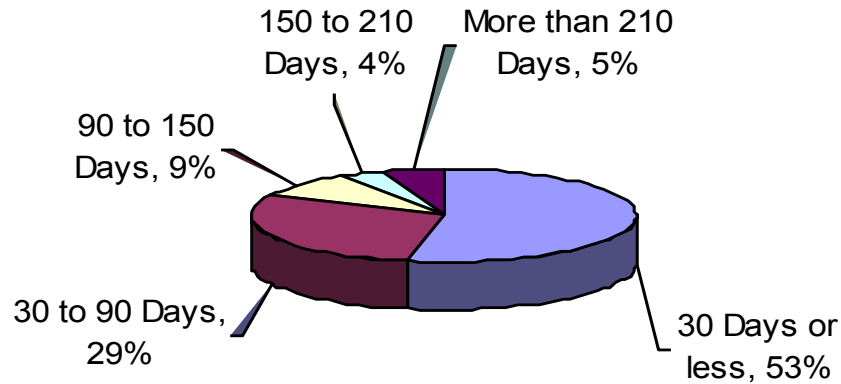
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**Juvenile
Court
Schools**

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**





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ASAM
Accountability
& Juvenile
Court Schools

ASAM Indicators

- **Readiness**
- **Academic**
- **Transition**



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**ASAM
Accountability &
Juvenile Court
Schools**

ASAM Indicators

ALTERNATIVE SCHOOLS ACCOUNTABILITY MODEL INDICATOR CHARACTERISTICS			
INDICATOR NUMBER AND TITLE	MEASURES	RESTRICTIONS	ADVISORY POPULATION CONDITIONS
Group I: Readiness Indicators			
1. Improved Student Behavior	Behavior and pre-learning readiness	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.	At least 65% of students must receive in-class instruction.
2. Suspension			
3. Student Punctuality	On-time attendance and student engagement	May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 3, 4, or 6 may be used.	At least 65% of students must receive in-class instruction.
4. Sustained Daily Attendance	Holding power and student persistence		
5. Student Persistence	Holding power and student persistence	May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ.	
Group II: Contextual Indicators			
6. Attendance	Attendance and persistence	May not be selected by juvenile court schools operated by county offices of education or schools operated by the DJJ. Only one of Indicators 3, 4, or 6 may be used.	At least 65% of students must receive in-class instruction.
7. California English Language Development Test – NO LONGER USED IN ASAM			



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ASAM Indicators

ALTERNATIVE SCHOOLS ACCOUNTABILITY MODEL INDICATOR CHARACTERISTICS			
INDICATOR NUMBER AND TITLE	MEASURES	RESTRICTIONS	ADVISORY POPULATION CONDITIONS
Group III: Academic and Completion Indicators			
8. Writing Achievement	Academic achievement	Pre-post assessment instrument must be selected from those approved for ASAM (see http://asam.wested.org/asami/resources/asam_measures.pdf).	The number of valid test results must be at least 25% of total long-term enrollment.
9. Reading Achievement			
10. Math Achievement			

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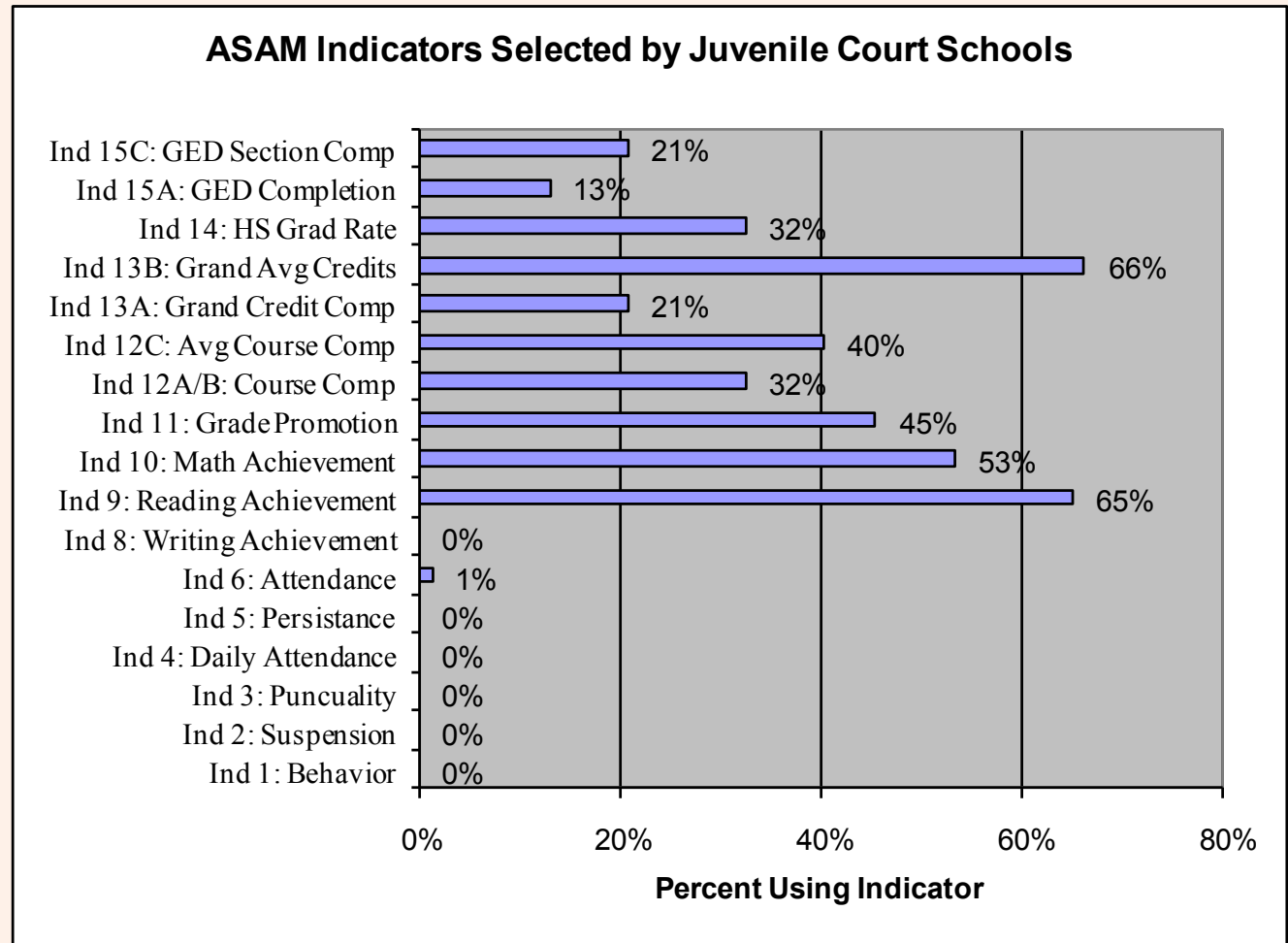
ALTERNATIVE SCHOOLS ACCOUNTABILITY MODEL INDICATOR CHARACTERISTICS			
INDICATOR NUMBER AND TITLE	MEASURES	RESTRICTIONS	ADVISORY POPULATION CONDITIONS
Group III: Academic and Completion Indicators			
11. Promotion to Next Grade	Grade completion and academic progress	Schools serving grades K-6 (elementary)	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.
12A/B. Course Completion OR 12C. Average Course Completion	Course completion and performance	Schools serving grades 6-8 (middle school)	
13A. Course Completion OR 13B. Average Course Completion	Credit completion and academic progress	Schools serving grades 9-12 (high school)	
14. High School Graduation	Credit and program completion	Schools serving grades 9-12 (high school)	No fewer than 11 students representing 15% of the school's total long-term high school enrollment eligible for graduation.
<i>Indicator 15 provides a selection from three methods: Please select a method from 15A or 15B or 15C</i>			
15A. General Educational Development (GED) Completion OR 15B. California High School Proficiency Examination OR 15C. GED Section Completion	Program completion	Schools serving grades 9-12 (high school)	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.



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California's Juvenile Court Schools - the numbers

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**ASAM
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Juvenile Court
Schools**

California Department of Education

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

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

Student Enrollment

Grades K-6: ²	34
Grades 6-8: ²	35
Grades 9-12:	591
Total Long-term (90-day) Students Served:	660

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

2006-07 School and District Comparison

	School	District
Students Receiving Free or Reduced Price Meals (Economically Disadvantaged):	100%	73%
Teachers with Full Credentials	95%	96%
Average Years Teaching Experience	12.3	12.5

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

ASAM Results

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

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

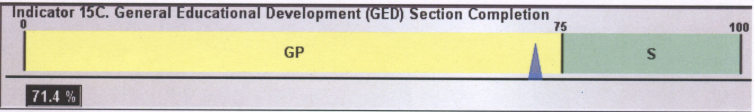
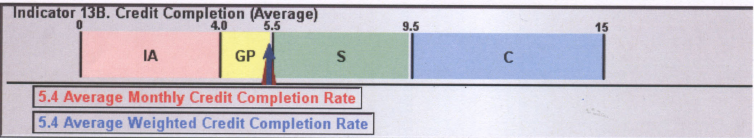


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Indicator: 11. The number or percentage of long-term students reported for the grade level relative to the total number of long-term students enrolled at the school failed to meet the minimum level for reporting on this particular indicator.

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.



Academic Achievement Indicator(s):

9 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

²Sixth-grade students were not double counted, but were included in the grade range most appropriate for the reporting school.

[View Detailed Report](#)

ASAM Results



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**ASAM
Accountability &
Juvenile Court
Schools**

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)

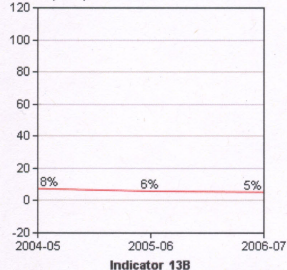
Indicator 13B: Credit Completion (Average)—a measure of school performance emphasizing strategies for improving credit completion and academic progress, regardless of instructional strategy used.

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)**

Your school is at Growth Plan because the monthly average number of credits completed by long-term students falls within the corresponding range.	Immediate Action	Growth Plan	Sufficient	Commendable
		0 - 3.99	4 - 5.4	5.5 - 9.4
Your school's performance:	5.4 credits			

Multi-year performance for this indicator:



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

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

<http://dq.cde.ca.gov/dataquest/ASAM/ASAM07/ASAMIndDetails.aspx?In1=False&In2=F...> 7/22/2008

ASAM Results



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ASAM Accountability & Juvenile Court Schools

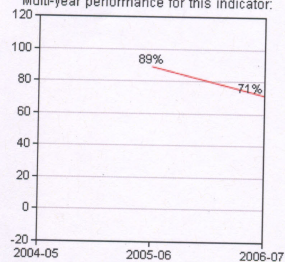
measures of school performance in program completion.

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.	Immediate Action	Growth Plan	Sufficient	Commendable
	--- - ---	0 - 74.99	75 - 100	--- - ---
Your school's performance:	71.4 %			

Multi-year performance for this indicator.



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.	Growth	No Growth
	123	134

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 Results



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ASAM
Credibility

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*



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... one hundred high schools with the highest number of dropouts... accounted for 41% of California's dropouts in 2005-06.

Forty-two of those one hundred schools were non-traditional schools: 25 alternative schools with an average dropout rate of 50% and 17 charter schools with an average dropout rate of 67%.

(California Dropout Research Project—Feb 08)

ASAM
Credibility

Alternative Schools and the Dropout Rate

Adobe Reader - [Rumberger_policyreport[1].pdf]

File Edit View Document Tools Window Help

THE NATURE OF THE CRISIS

► 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 ninth-graders four years earlier (570,287) 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 (CDE) reports a graduation 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

Figure 1: California's Top Dropout Schools By Percent of Total Enrollment and Percent of Total Dropouts, 2005-2006

Number of Schools	Percent of Total California Enrollment	Percent of Total California Dropouts
Top 25 (1%)	3%	21%
Top 50 (2%)	6%	30%
Top 100 (4%)	11%	41%
Top 250 (10%)	25%	63%
Top 500 (20%)	41%	80%

Source: California Basic Educational Data System (CBEDS) [Electronic Version]. Retrieved October 2, 2007, from <http://www.cde.ca.gov/ds/sd/cb/studentdatafiles.asp> and the California Department of Education Academic Performance Index (API) Data Files [Electronic

8.50 x 11.00 in 125% 4 of 24

start | Inboxes | Microsoft... | Politics... | Dropout | Adobe... | 12:40 PM

*Lies,
Damn Lies,
and statistics...*

Current Opinion on Alternative School Accountability



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".... But the new studies show that dropouts are concentrated in these alternative schools – with little accountability."

Sacramento Bee Feb 21, 2008

ASAM
Credibility

The screenshot shows a Microsoft Internet Explorer browser window with the address bar displaying <http://www.sacbee.com/110/story/727417.html>. The page title is "Opinion - Editorial: The real dropout problem remains out of view - sacbee.com". The browser's address bar shows the URL and navigation buttons. The page content includes a navigation menu with categories like NEWS, SPORTS, BUSINESS, POLITICS, OPINION, ENTERTAINMENT, LIFESTYLE, TRAVEL, MULTIMEDIA, CARS, HOMES, JOBS, and CLASSIFIEDS SHOPPING. A prominent advertisement for cars.com is displayed, stating "You Don't Need PLAN B. Visit Cars.com" and "Confidence Comes Standard". Below the ad, the article title is "Editorial: The real dropout problem remains out of view" with the subtitle "Alternative schools allow districts to duck accountability for many at-risk students". The article is dated "Published 12:00 am PST Thursday, February 21, 2008" and "Story appeared in EDITORIALS section, Page B6". Social sharing options for Print, E-Mail, Comments (0), Digg it, and del.icio.us are visible. The article text begins with "If you want to understand California's high school dropout problem, take a look at two new studies by the California Dropout Research Project. They reveal that dropouts are concentrated in 500 of the state's 2,500 high schools. These schools account for 80 percent of the dropouts in California. That's not all. Kids who aren't succeeding at traditional comprehensive high schools increasingly are sent to alternative schools. The hope is that these schools can serve as a safety net for these kids – either giving them the skills they need to return to a". A small photo of a smiling woman is partially visible on the right side of the page.



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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
Redesign**



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**ASAM
Redesign**

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:

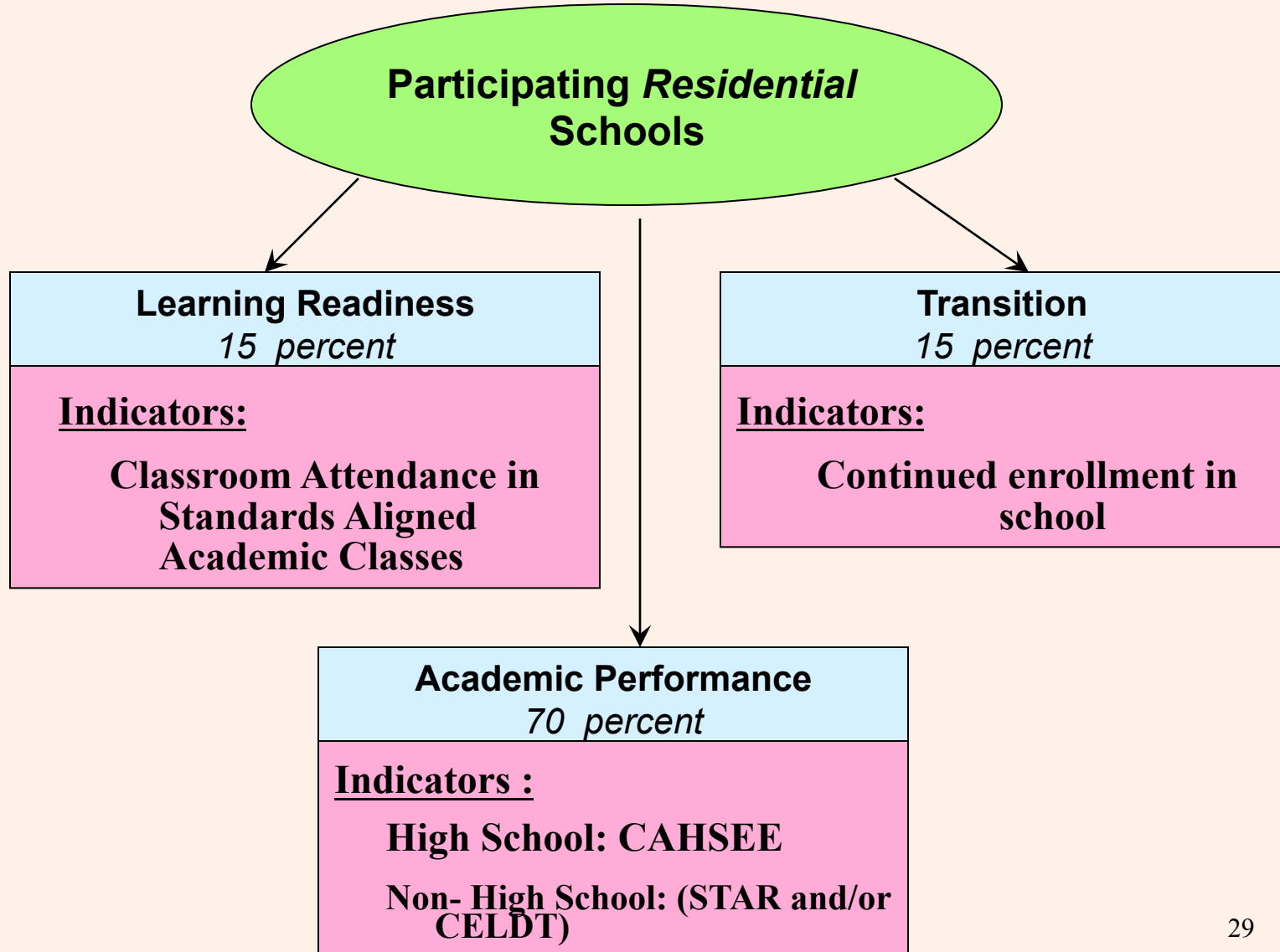
- **Valid and reliable**
- **Feasible, fair, and credible**
- **And no new costs**



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**ASAM
Redesign**

Refining the Future ASAM





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ASAM
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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**



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**ASAM
Redesign**

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



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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?

**Future of
ASAM
Redesign &
Juvenile Court
Schools**



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• <http://www.cde.ca.gov/ta/ac/am/>
CDE Web Site

• <https://asam.wested.org/cs/asami/login>
Select Help and Resources



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Best Practices Pilot Study underway – funded by Educational Options

Educational Options Best Practices
San Diego County Office of Education

Curriculum, Instruction, and Education Technology	Student Support Retention, and Transition	Leadership and Staff Development	Assessment, Evaluation, and Data Management
			Measures of Academic Progress

Welcome

The Educational Options Best Practices Demonstration Project is a coordinated effort jointly underway with the [California Department of Education](#) (Educational Options Office), San Diego 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:

- **Calvine High School** Service Learning
- **Valley Community School** Academic Decathlon
- **Valley Community School** Workplace Learning Academy

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