Accountability for Alternative Education
Lessons Learned from States and Districts

November 14, 2016

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#AltEdAccountability

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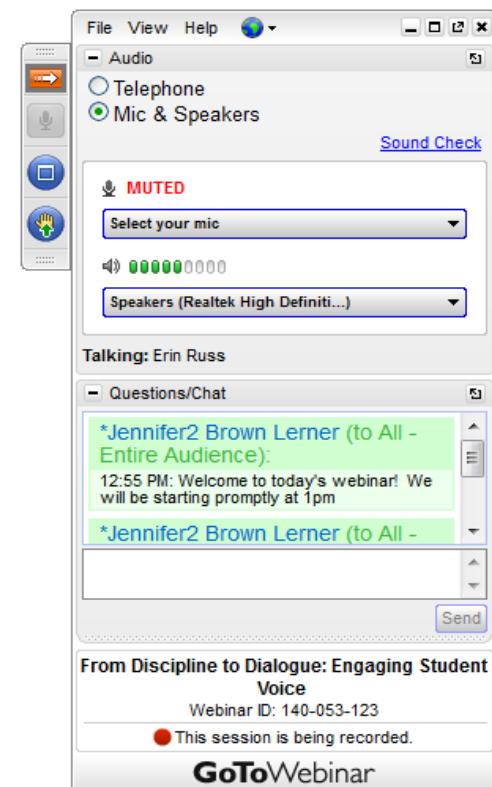at American Institutes for Research ▪

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Who?	What?	How?
State Department of Education Agencies	Build SEA capacity to implement college and career ready policies	Provide technical assistance, including universal, targeted and intensive support

Today's Presenters

- **Jennifer L. DePaoli,** Senior Education Advisor, Civic Enterprises; co-author of *Building a Grad Nation: Progress and Challenge in Raising High School Graduation Rates*

- **Jessica Knevals,** Principal Consultant, Accountability and Data Analysis Office, Colorado Department of Education

- **Kirsten Plumeau**, Program Director, Contracted Alternative Schools, Portland Public Schools

- **Carla Gay,** Director of Early Warning Systems, Portland Public Schools

- **Carinne Deeds,** Policy Associate, American Youth Policy Forum; co-author of *What Can States Learn About College and Career Readiness Accountability Measures from Alternative Education?*
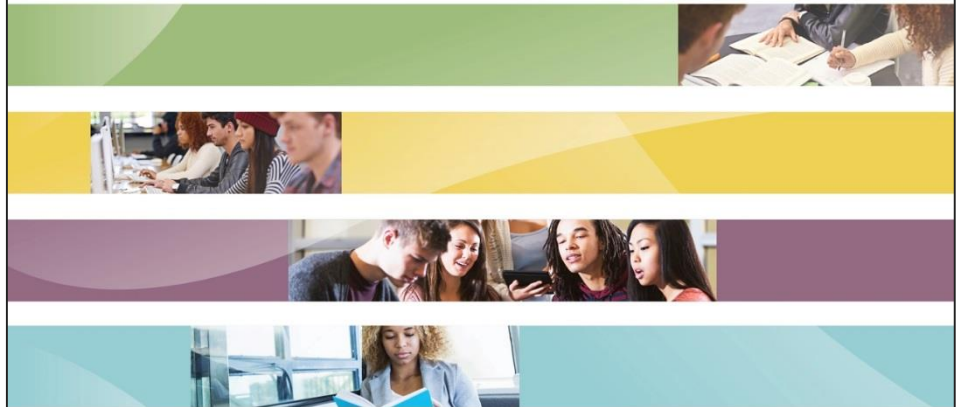
Building a Grad Nation
Annual Update 2016

Progress and Challenge
in Raising High School
Graduation Rates

CIVIC
ENTERPRISES

EVERYONE
GRADUATES CENTER

Figure 6. Estimated Number of Additional Graduates Needed to Reach a 90 Percent Adjusted Cohort Graduation Rate (ACGR) by State, 2013-14

Map Key:
- 0-5,000
- 5,000-10,000
- 10,000-20,000
- 20,000 or more
- N/A

National Total: 284,591
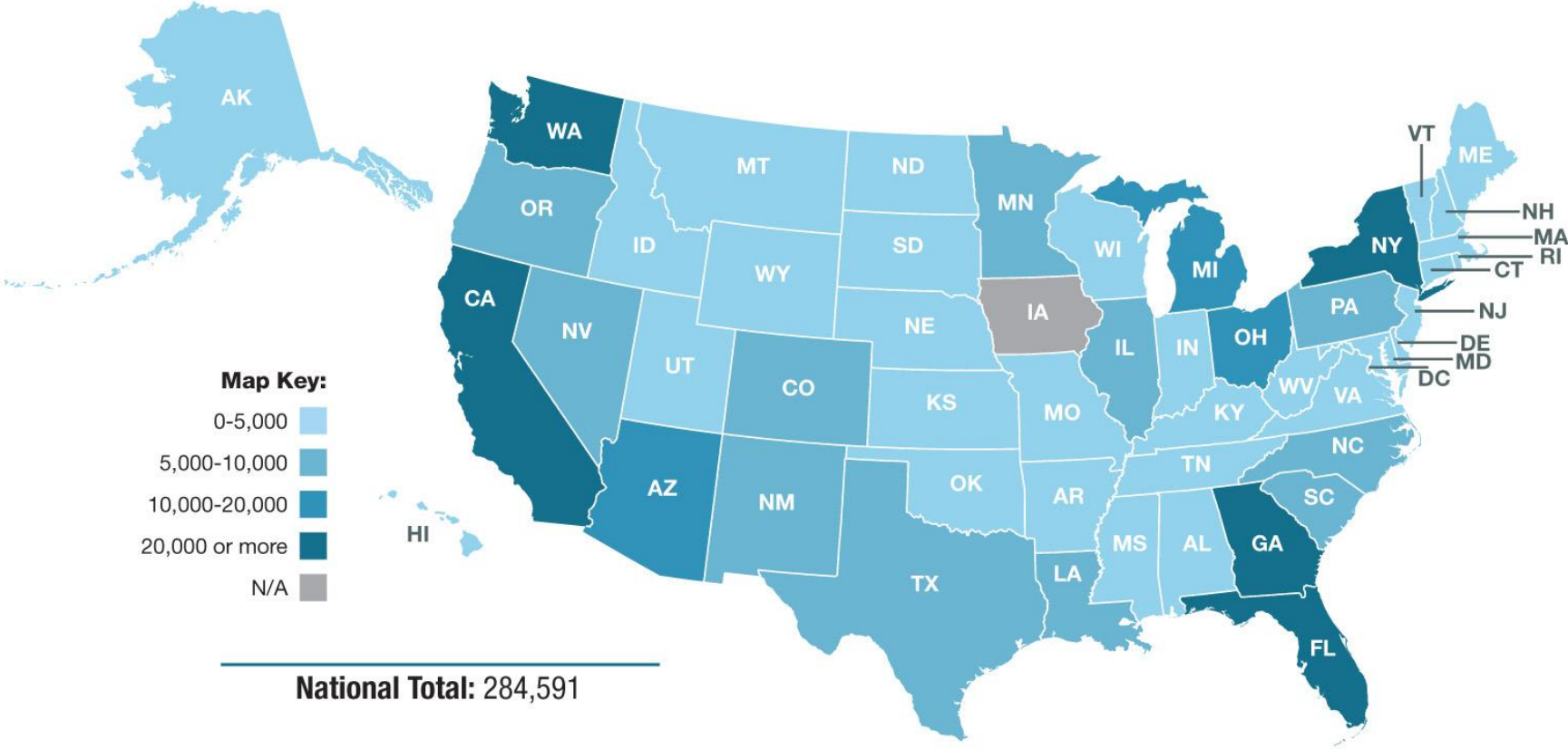
Sources: U.S. Department of Education (2015). Provisional data file: SY2013-14 State Level Four-Year Regulatory Adjusted Cohort Graduation Rates (ACGR).

Low-Graduation-Rate
High Schools

To keep in line with ESSA, we moved from looking solely at the large high schools (300 or more students) producing significant numbers of non-graduates to further examining the high schools enrolling 100 or more students that reported an ACGR of 67 percent or less.

Figure 10. Percentage of High Schools (enrolling 100 or more students) with ACGR 67 Percent or Less, 2013-14

Map Key:
- 0-9.9%
- 10-19.9%
- 20-29.9%
- 30-39.9%
- 40% or more

Low-Graduation-Rate Schools

- When examining low-graduation-rate high schools by type:
  - 41% are regular district schools
  - 28% are alternative schools
  - 26% are charter schools
  - 7% are virtual schools

  - To break it down further:
    - When removing alternative charter and alternative virtual from the alternative school category (10 and 2 percent of these schools, respectively), 23 percent of all low-graduation-rate high schools were alternative schools (district-operated).
    - This allows us to focus more intently on the schools that make up large percentages in each school type category.

Breaking it Down by School Type

School Type	# of Schools	% of Total Schools	# of Students	% of Total Students	# of School ACGR<=67%	# of Total Schools ACGR<=67%	# of Non-Graduates	% of Total Non-Graduates
Regular	15,132	84%	12,642,786	84%	991	41%	413,484	79%
Special Ed.	158	1%	34,426	0%	142	6%	2,404	0%
Vocational	183	1%	141,106	1%	27	1%	4,414	1%
Alternative	956	5%	242,794	2%	546	23%	38,050	7%
Charter	1,475	8%	784,899	5%	517	22%	47,021	9%
Virtual	200	1%	202,043	1%	174	7%	20,673	4%
Total	18,104	100%	15,048,054	100%	2,397	100%	526,046	100%

Table 4. States with the Highest Percentage of Low-Graduation-Rate High Schools that were Alternative Schools, 2013-14

STATE	State Level ACGR for All Students, 2013-14	% of High Schools with ACGR of 67 Percent or Less that were Alternative High Schools
Kentucky	87.5%	100%
Texas	88.3%	88%
Washington	78.2%	72%
Idaho	77.3%	71%
Iowa	90.5%	64%
Virginia	85.3%	60%
Michigan	78.6%	58%
North Carolina	83.9%	55%
Utah	83.9%	54%
Colorado	77.3%	50%
Florida	76.1%	49%
Minnesota	81.2%	46%

Challenges & Limitations of Current Data

- Identification of programs vs. schools
- Misidentification of alternative programs/schools in federal data
  - A public elementary/secondary school that (1) addresses needs of students that typically cannot be met in a regular school, (2) provides nontraditional education, (3) serves as an adjunct to a regular school, or (4) falls outside the categories of regular, special education, or vocational education (NCES).
- Issues with using a four-year cohort grad rate

Extended-Year Graduation Rates

- Five-year graduation rates were available for 31 states, across 73 graduating cohorts over four years.
  - On average, five-year rates led to a three percent increase in overall graduation rates.

- Six-year graduation rates were available for 23 graduating cohorts in 13 states.
  - Six-year grad rates showed an average gain of one percent.

- When factoring in 5- and 6-year graduation rates, the national graduation rate would be closer to 86-87%.

Audience Q& A

To submit live questions, please use the "Questions" box
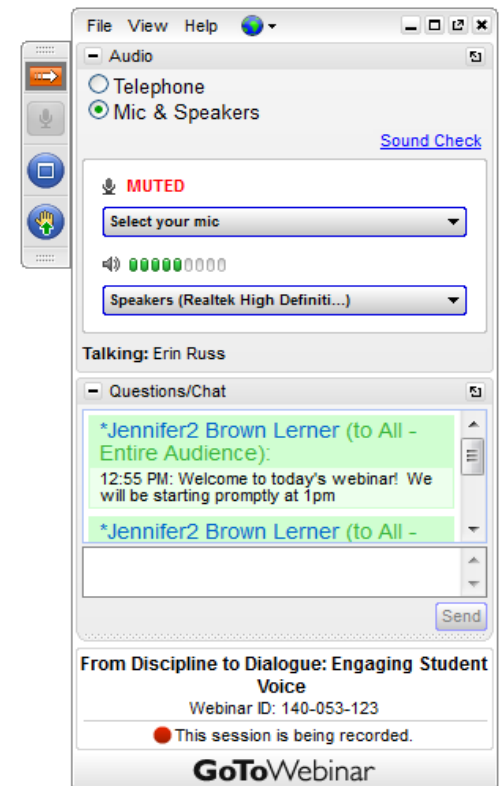
Background on Alternative Education Campuses (AECs) in Colorado

Jessica Knevals, MPA

Accountability and Policy Specialist, Accountability and Data Analysis

Colorado Department of Education

Alternative Education Campuses

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

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

- **AECs are outlined in C.R.S. 22-7-604.5 as schools:**

  - (I) "Having a specialized mission and serving a special needs or **at-risk population**",

  - (V) "Having **nontraditional methods of instruction** delivery",

  - (VI) (A) "Serving students who have **severe limitations**…", and

  - (VI)(B) "Serving a student population in which more than **90%** of the students have an **individualized education program**…or meet the definition of a **high-risk student**".

"High-Risk Student" is a student who has one or more of the following conditions

- juvenile delinquent
- dropped out of school
- expelled from school
- history of personal drug or alcohol use
- history of personal street gang involvement
- history of child abuse or neglect
- has a parent or guardian in prison
- has an IEP

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

History of AECs in Colorado

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

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

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

2010
- **School Performance Framework (SPF) for AECs** includes Academic Achievement, Academic Growth, Student Engagement, and Postsecondary and Workforce Readiness

2011
- **AECs allowed to include optional measures** in School Performance Framework

2015
- HB15-1350
- **Created AEC accountability work group** to refine and update the current AEC accountability system

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

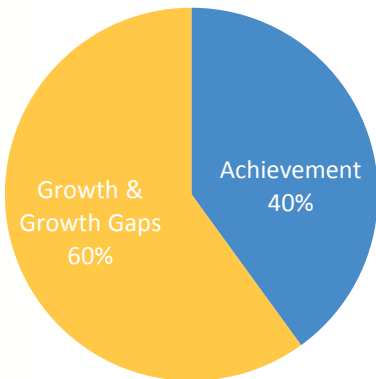# Alternative Accountability in Colorado

School and District Performance Frameworks & AEC School Performance Framework

Elementary and Middle Schools
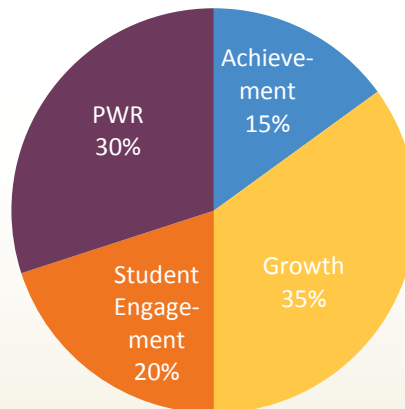

- Achievement 40%
- Growth & Growth Gaps 60%

High Schools and Districts

- PWR 30%
- Achievement 30%
- Growth & Growth Gaps 40%

Alternative Education Campuses

- Achievement 15%
- Growth 35%
- Student Engagement 20%
- PWR 30%
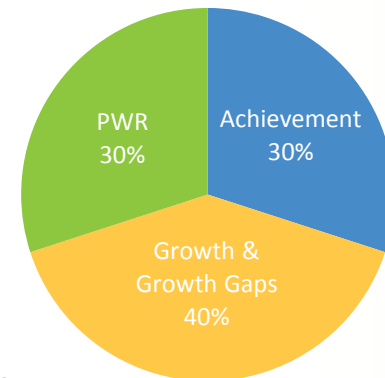
AEC Accountability: Flexibility with Optional Measures

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

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

Use of Additional Measures on 2014 AEC SPF

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

AEC School Performance Framework: Indicator Ratings & Overall Rating

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

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

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

Adjusted AEC SPF Cut-Points: Impact for Accountability

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

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

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

- AECs only constitute **5% of total schools in Colorado**, of the 190 schools on **priority improvement** or **turnaround** plans,

- However, 21 of those 190 are AECs, which represents **11% of all schools** on **priority improvement** or **turnaround** plans.

HB15-1350:
The Alternative Education Campus Accountability Work Group

Purpose and Charge for the AEC AWG

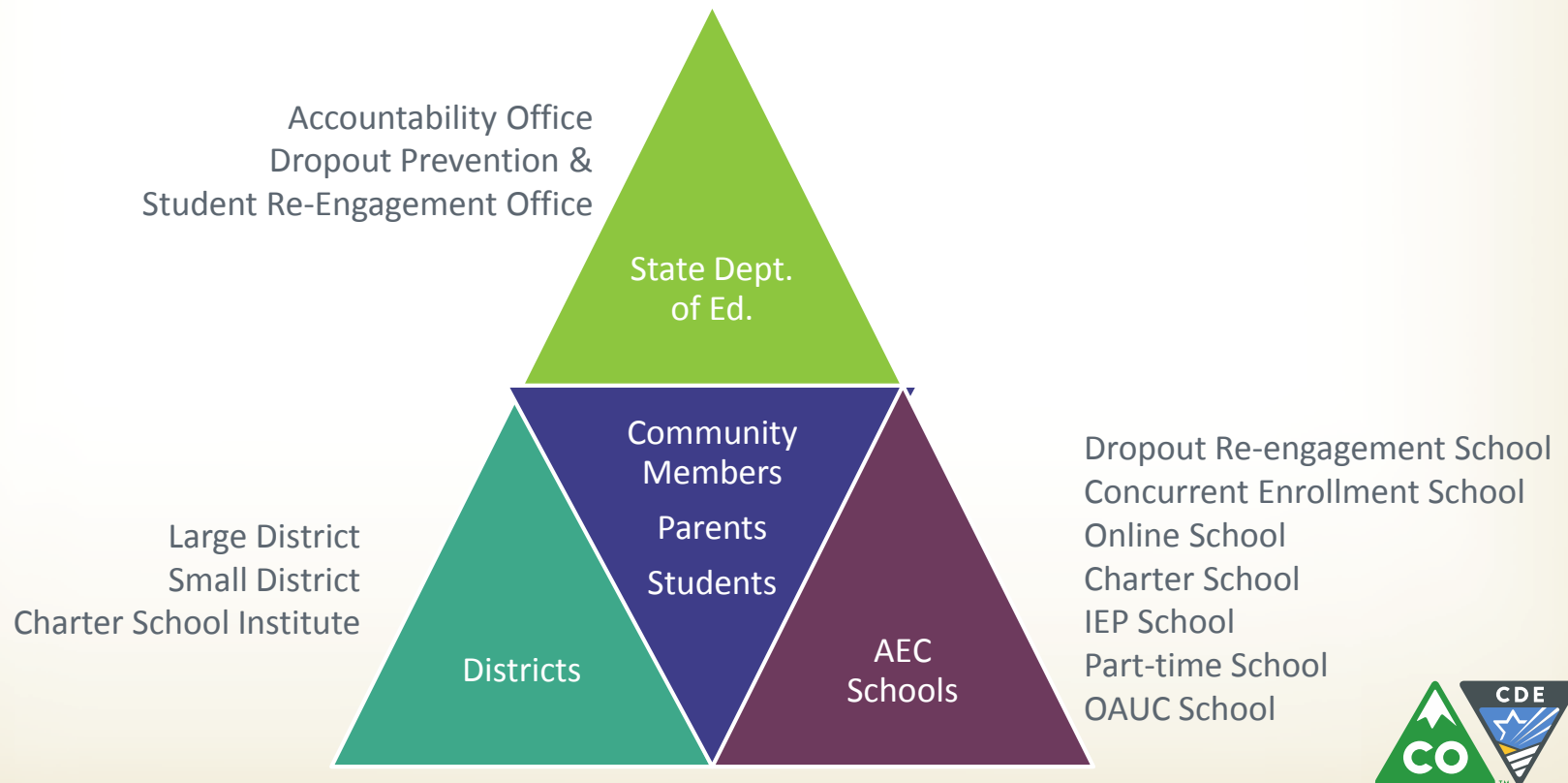**The Department of Education shall convene stakeholder meetings with the purpose to provide recommendations to the Commissioner, the education committees of the House of Representatives and the Senate, and the State Board of Education regarding performance indicators for the next iteration of the Alternative Education Campus School Performance Framework (AEC SPF) for release in the fall of 2016.**

AEC Work Group Participants

The commissioner selected at least one workgroup member from each of the subcategories outlined in HB15-1350 to comprehensively represent the AEC community in Colorado.

Accountability Office
Dropout Prevention &
Student Re-Engagement Office

State Dept. of Ed.

Community Members
Parents
Students

Large District
Small District
Charter School Institute

Districts

AEC Schools

Dropout Re-engagement School
Concurrent Enrollment School
Online School
Charter School
IEP School
Part-time School
OAUC School

Charge of the Work Group
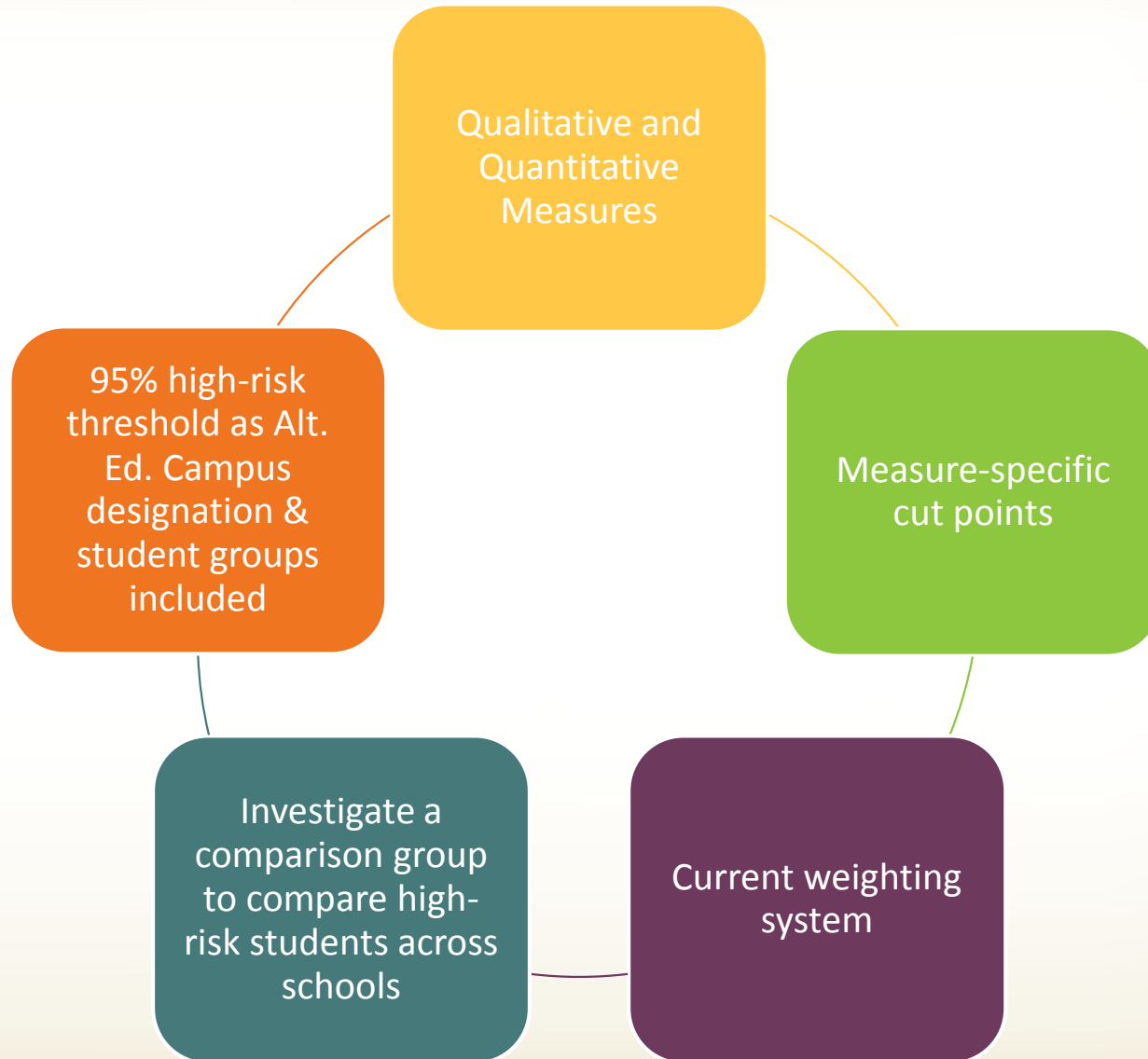
Changes Needed for AEC Work Group Charge

Statute

95% threshold for Alt. Ed. Campus designation & student groups included

Rule

Qualitative and Quantitative Measures

Development of measure-specific cut points

Weighting System

Methods/costs associated with using cross-school student comparison groups

Documentation and verification methods for certifying that 95% threshold has been met

Policy
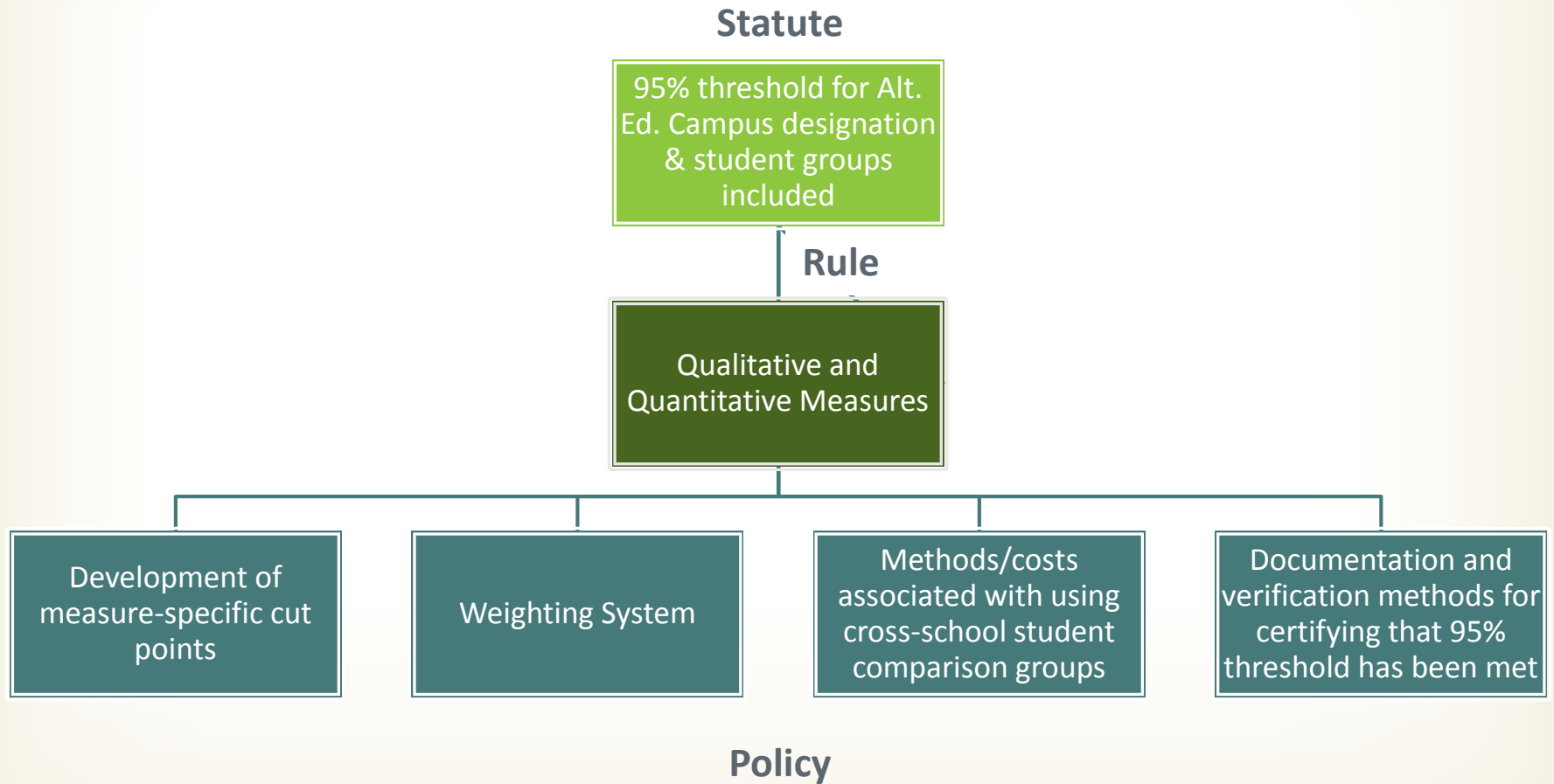
Recommendations of the AEC Accountability Work Group

Qualitative and Quantitative Measures	• Opportunity Measures indicator unique to a school's design and mission • Pilot a school quality review process	✗
Measure-specific cut points	• Proposed a process for determining AEC appropriate cut-points for AEC SPF measures ✓ • Created a guidance for how all measures are developed for AECs ✗	
Current weighting system	• Weigh achievement and growth results by the number of students included in each measure (as opposed to weighting each measure equally).	✓
Investigate a comparison group to compare high-risk students across schools	• Identify a comparison group by using easily available data for identifying high risk conditions based on AEC student's characteristics prior to enrolling in the AEC.	✗
95% high-risk threshold as Alt. Ed. Campus designation & student groups included	• Lower the high-risk threshold for designation of an alternative education campus from 95% to 90% high-risk • Expand 5 criteria of student groups included in high-risk threshold	✓

Audience Q& A

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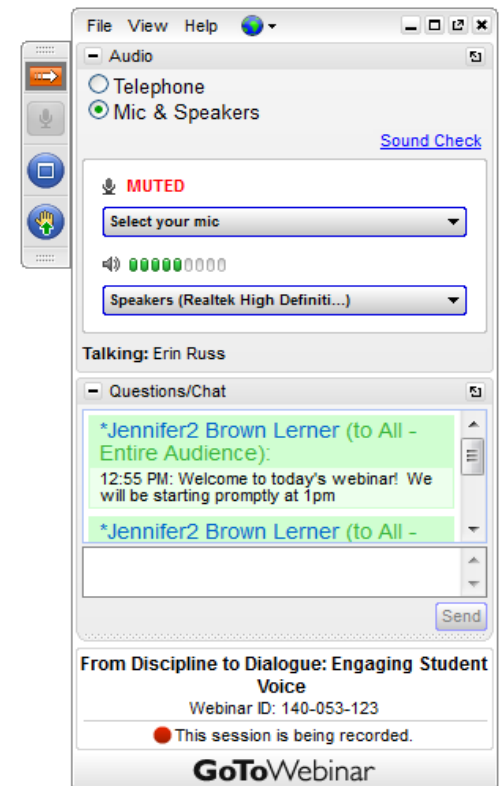
EARLY WARNING SYSTEMS AND APPROPRIATE ACCOUNTABILITY METRICS

NOVEMBER 14, 2016

Carla Gay, Director Early Warning Systems

Kirsten Plumeau, Director Contracted Alternative Schools

OVERVIEW OF CONTRACTING IN PORTLAND PUBLIC SCHOOLS

- Determining Contractors: Five year bid process, all contracts are reviewed and renewed annually

- Annual Contracts: Calls for alternative accountability measures

- Alternative Schools: Programs (non-profits or other private alternative schools) with data that feeds the district data

- Paying Contractors: Oregon law allows district to use state school dollars to pay for contracted students at either the full amount or at 80% of per pupil net operating expense-based on daily attendance

- Attending an Alternative: Students must meet one of the three indicators – Attendance, Behavior, Course Performance

THE ACCOUNTABILITY PROCESS

- Metrics established by PPS staff and alternative school leaders over a two-year period

- Use the Annual CBO Program Accountability Goals form to establish goals with each school

- Data is compiled at the end of the year to create the Alternative Accountability Report Card

THE PORTLAND FRAMEWORK

METRIC	DESCRIPTION
Academic Progress	
SKILL GROWTH	Percent of students who meet or exceed growth targets in Reading and Math on either MAP or CASAS
CREDIT ATTAINMENT	Percent of students who meet targets for the number of credits earned for length of enrollment or earn their maximum required credits while in school
Successful Completion	
ONE YEAR HS GRADUATION RATE	Percent of students eligible for graduation who graduate within one year
COLLEGE READY GED ATTAINMENT RATE	Percent of students who meet/exceed GED target composite score
POSTSECONDARY READINESS	Percent of students who meet/exceed target college readiness scores on COMPASS or ACT
School Connection	
AVERAGE DAILY ATTENDANCE	Percent of days attended by students enrolled at the school
GROWTH IN ATTENDANCE	Percent of students that show growth in their individual daily attendance rates compared to their individual daily attendance rate in the previous school year
ANNUAL RETENTION RATE	Percent of students enrolled at an alternative school and retained from the point of enrollment to the end of the year
SCHOOL CLIMATE	TBD

KEY METRICS	DESCRIPTION	INCLUSION CRITERIA	TARGET	
ACADEMIC PROGRESS: Skill Growth in Reading and Math on either MAP or CASAS	Percent of Students who meet or exceed growth targets	Students who have: -45 Days/75 Hours of Enrollment -Pre and Post Scores -Reading: Pre-Score Below 10th Grade Reading	MAP: 3 point gains CASAS: 5 point gains	
SUCCESSFUL COMPLETION: Postsecondary Readiness	Percent of students who meet/exceed target college readiness scores on COMPASS or ACT	Students who take the COMPASS at PCC or ACT through PPS.	COMPASS: 88 Reading 56 Algebra	ACT: 18 English 22 Math
SCHOOL CONNECTION: Annual Retention Rate	Percent of students enrolled at the end of the school year who remained enrolled or completed	Students enrolled at end of year who did not transfer outside of the district	-complete with HSD or GED or -remain enrolled	
SCHOOL CLIMATE: School Climate	Under Development	Under Development	Under Development	

PPS Alternative High Schools

501 N Dixon Street, Portland, OR 97227 | Program Director: Kirsten Plumeau | Students: 2182 | Grade Levels: 9-12

Program Description

The Multiple Pathways to Graduation Mission is to provide educational options for all youth that empower, engage, and prepare them for college, work training, and citizenship while serving as a vanguard for systemic educational change.Portland Public Schools' Alternative Education Options has contracted with approximately 15 community-based education agencies or organizations in the Portland area to serve students who have dropped out or are at risk of dropping out of PPS schools.

Student Demographics 2014-15

	Total Students	Students of Color	Male	Mean Age at Entry	Age Range	Pregnant/ Parenting	Special Education	Homeless	ELL
Alt Ed (Gr 9-12)	2,182	57.4% (n=1253)	57.5% (n=1255)	17.2	13-21	5.5% (n=121)	21.4% (n=467)	8.5% (n=185)	6.7% (n=146)
PPS District (Gr 9-12)	14,274	47.7% (n=6808)	52.4% (n=7485)	15.8	12-21	1.3% (n=187)	16.2% (n=2314)	3.1% (n=446)	4.5% (n=644)

Race/Ethnic Distribution 2014-15

Asian 4%
Black 18%
White 43%
Native American 4%
Multiple 8%
Pac Isl 1%
Hispanic 22%
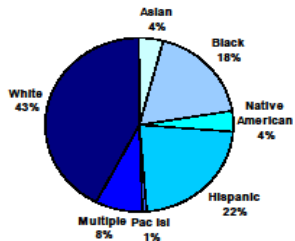
Student History

4 • Average number of PPS schools attended prior to enrollment

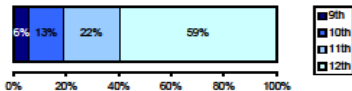11 • Average number of weeks out of PPS schools prior to enrollment

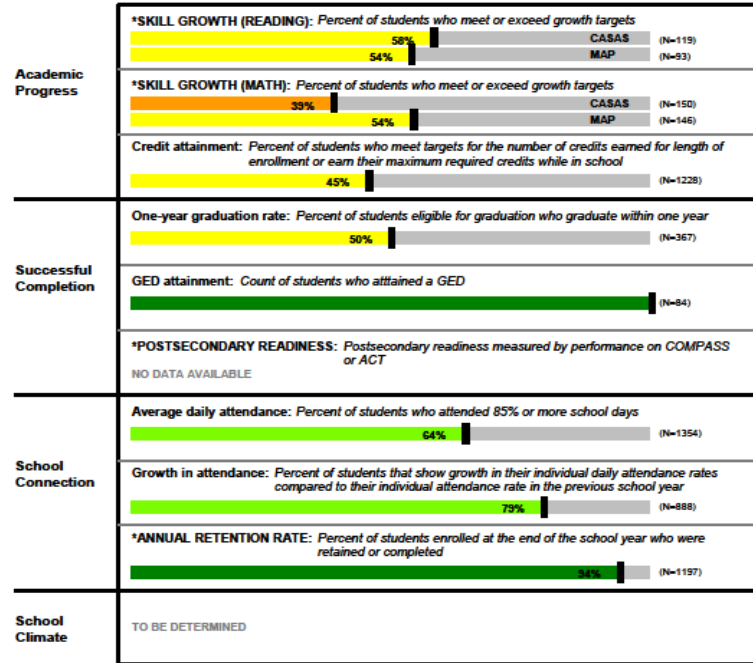• Average number of credits upon entry by grade level
Fr - 1
So - 3
Jr - 7
Sr - 11

Grade Levels Served 2014-15

6% | 13% | 22% | 59%
9th / 10th / 11th / 12th
0% 20% 40% 60% 80% 100%

Data Metrics 2014-15

Academic Progress

*SKILL GROWTH (READING): Percent of students who meet or exceed growth targets
- 58% CASAS (N=119)
- 54% MAP (N=93)

*SKILL GROWTH (MATH): Percent of students who meet or exceed growth targets
- 39% CASAS (N=150)
- 54% MAP (N=146)

Credit attainment: Percent of students who meet targets for the number of credits earned for length of enrollment or earn their maximum required credits while in school
- 45% (N=1228)

Successful Completion

One-year graduation rate: Percent of students eligible for graduation who graduate within one year
- 50% (N=367)

GED attainment: Count of students who atttained a GED
- (N=84)

*POSTSECONDARY READINESS: Postsecondary readiness measured by performance on COMPASS or ACT
- NO DATA AVAILABLE

School Connection

Average daily attendance: Percent of students who attended 85% or more school days
- 64% (N=1354)

Growth in attendance: Percent of students that show growth in their individual daily attendance rates compared to their individual attendance rate in the previous school year
- 79% (N=888)

*ANNUAL RETENTION RATE: Percent of students enrolled at the end of the school year who were retained or completed
- 54% (N=1197)

School Climate

TO BE DETERMINED

*Highlighted metrics are considered more critical in the accountability framework.

Data Points 2014-15

Overall Completion Rate: 313 students
Exit Survey Completion: 345 students
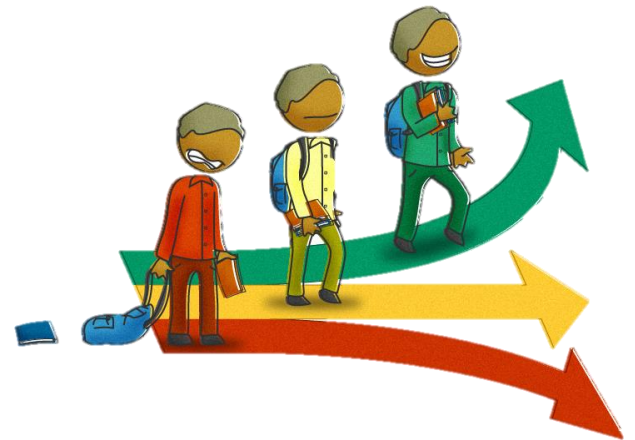Average Hourly Attendance: 92.0 hours (N=960)

Scale

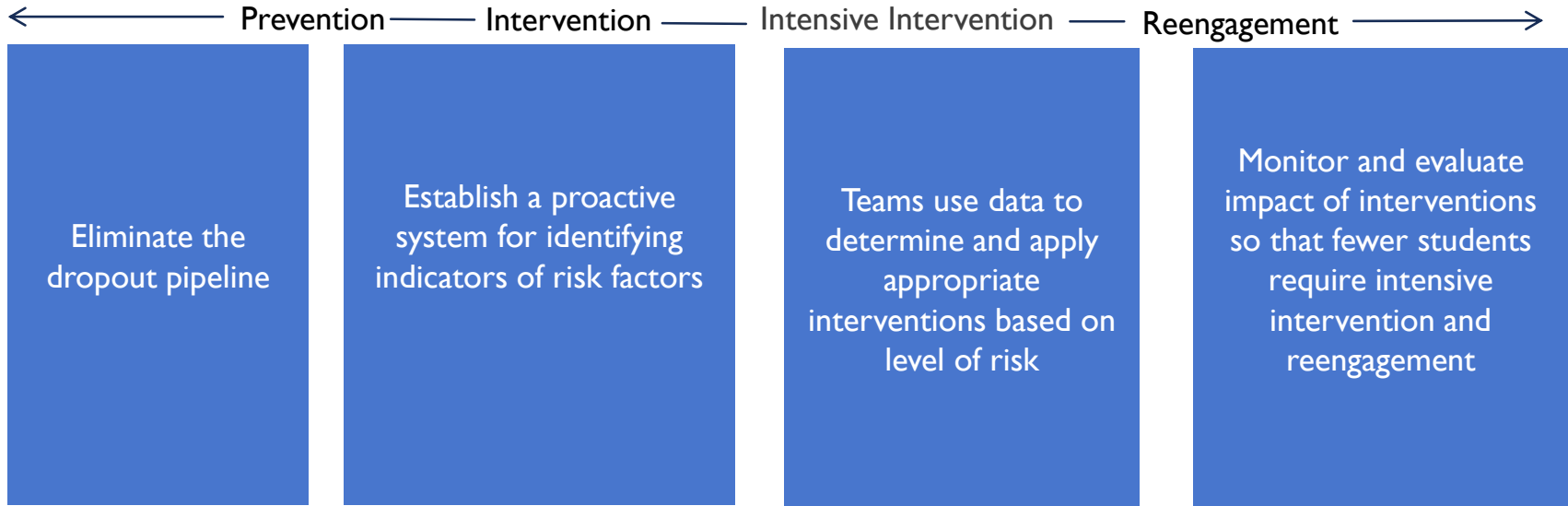| Insufficient	Needs Improvement	Growing	Proficient	Exemplary
≤20%	21-40%	41-60%	61-80%	≥81%

EARLY WARNING SYSTEM (EWS)

- EWS Indicators
    - Attendance
    - Behavior
    - Course Performance
- Goals
    - To promote the systemic use of data
    - To use data to identify, intervene and monitor students
    - To intervene early
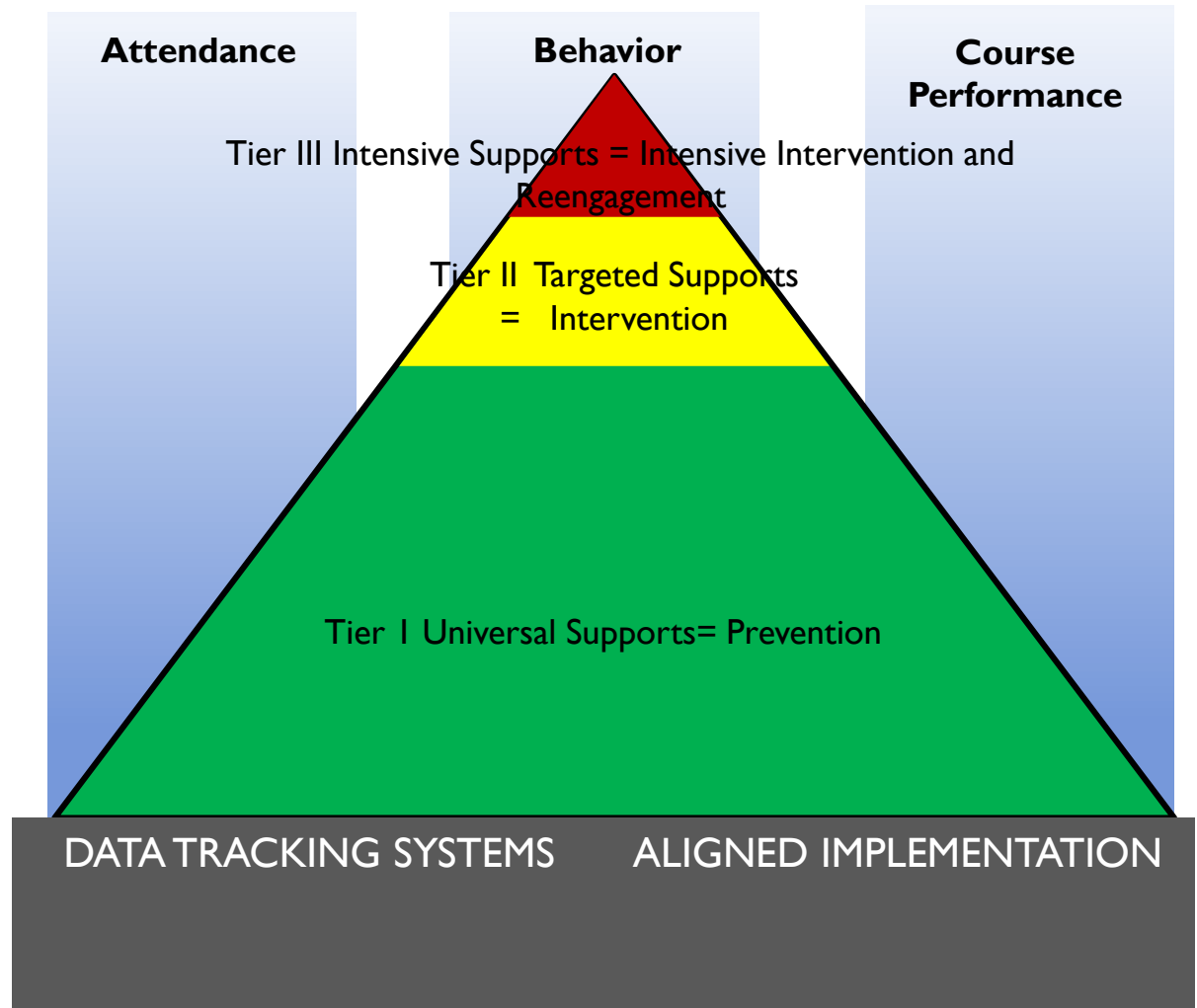
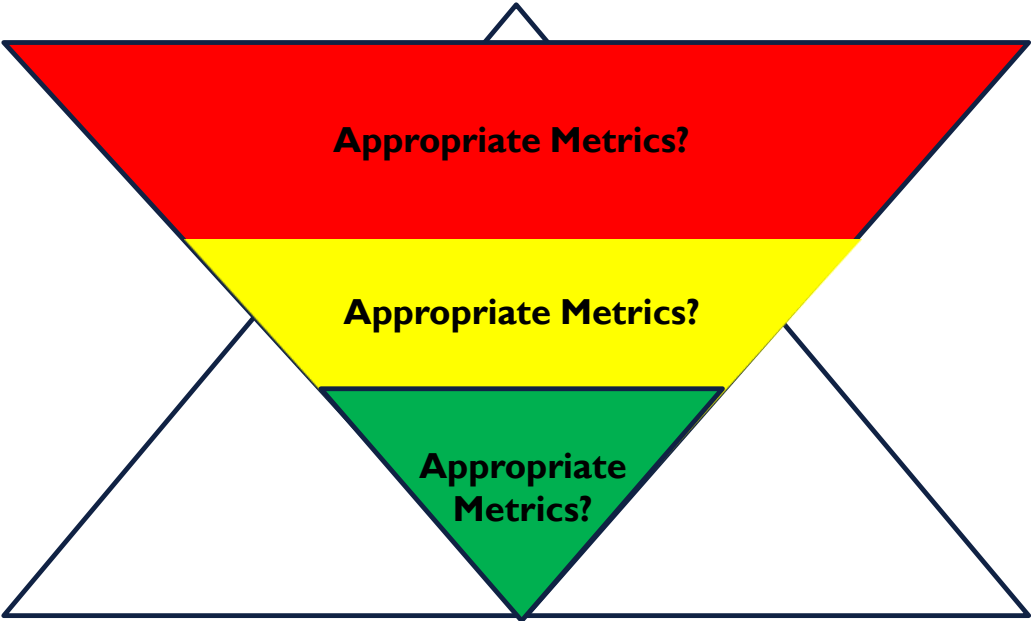**DROPPING OUT IS A PROCESS NOT AN EVENT**

A COMPREHENSIVE STRATEGY

←————— Prevention ————— Intervention ————— Intensive Intervention ————— Reengagement —————→

Eliminate the dropout pipeline	Establish a proactive system for identifying indicators of risk factors	Teams use data to determine and apply appropriate interventions based on level of risk	Monitor and evaluate impact of interventions so that fewer students require intensive intervention and reengagement

The Goal = Align the Data Tracking and Intervention Efforts to Support All Students

An Early Warning System
Supports
Multi-tiered Systems of
Support (MTSS)

Attendance

Behavior

**Course
Performance**

Tier III Intensive Supports = Intensive Intervention and
Reengagement

Tier II Targeted Supports
=   Intervention

Tier 1 Universal Supports= Prevention

DATA TRACKING SYSTEMS   ALIGNED IMPLEMENTATION

DESIGN APPROPRIATE METRICS: THE ABCS OF DIFFERENTIATED EWS METRICS

TIERS	ATTENDANCE School Connection	BEHAVIOR School Climate	COURSE PERFORMANCE	
			Academic Progress	Successful Completion
I	Maintain 90% or better attendance	Zero behavioral incidents; sense of belonging and goals	Standard 1 year growth in 1 year	4 year, "on-time" graduation
II	Improved attendance with 90% or better	1-2 behavior incidents or referrals; target is 0 exclusionary disc	Accelerated growth in 1 year	4 & 5 year graduation, with HS diploma
III	Improved attendance with target of 80% or better	Fewer behavior incidents or referrals than prior year; target is 0 exclusionary disc	Accelerated growth over 2 years	5 year HS diploma or equivalent
IV	Improved attendance from prior school enrollment; target of 90% or greater in alt setting	After returning to school, improved self-management and goal setting; individualized metrics	Accelerated growth over 2 + years	5 -8 years HS diploma or equivalent

Audience Q&A

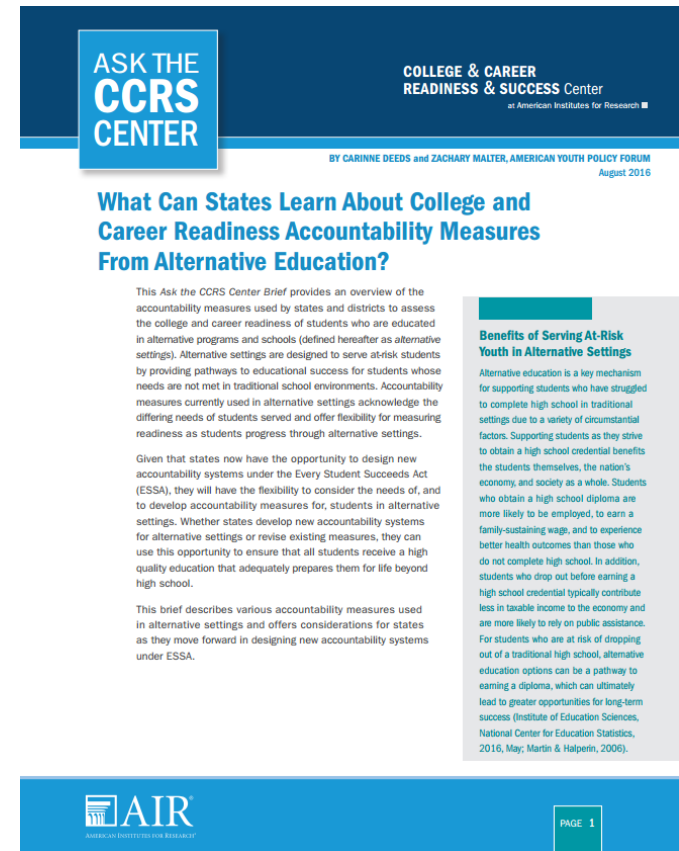To submit live questions, please use the "Questions" box
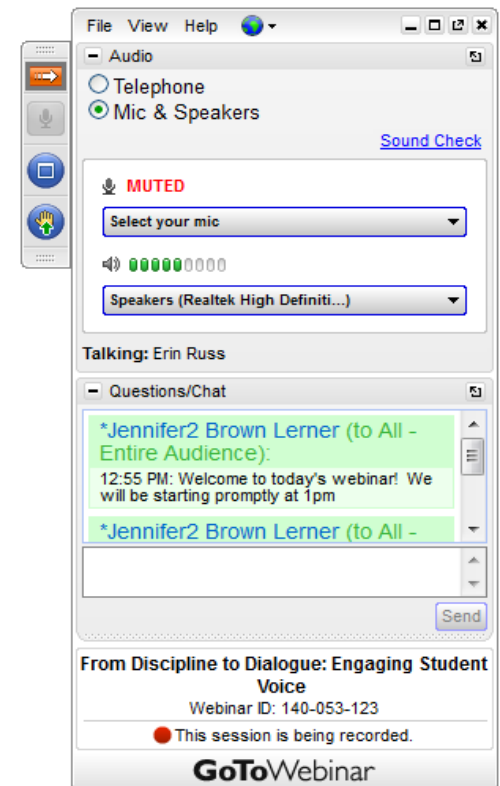
About the Brief

- Co-authored with Zachary Malter, Policy Research Assistant, AYPF
- Overview of "alternative" accountability measures used by states and districts to assess college and career readiness
- Focused on settings that serve at-risk or high-risk students

Participants in Alternative Education

Alternative schools are designed to serve at-risk students who are:

- Chronically absent
- Pregnant/parenting
- Have disciplinary problems
- Re-engaging with school
- Primary caregivers
- Returning from incarceration/adjudication
- Wards of the state
- In need of extra assistance

Types of Alternative Education

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

Categories of Measures

Table 1. Alternative Education Accountability Measures by Category

| Readiness to Receive Education	Demonstration of Learning	Readiness for College and Career
Reengagement Do students who previously dropped out stay enrolled once they have reengaged?	**Academic Credit Growth** To what extent do students show growth in academic credits?	**One-Year Graduation Rate** Do graduation-eligible students graduate at the end of the school year?
Annual Stabilization Rate Do students remain in school until the end of the school year?	**Indicators of Academic Progress** Do students achieve specified academic goals?	**Postsecondary/Workforce Readiness Measures** How do students perform relative to various postsecondary and workforce readiness criteria?
Attendance Rate Growth To what extent do students improve their school attendance?	**Learning Gains** To what extent do students make progressively greater learning gains throughout the year?	**Pass Rate on College Readiness Exam** Do students pass a college readiness examination?

Considerations for States

- Assess college and career readiness using a variety of measures throughout students' academic trajectories.
- Identify measures that reflect the overall growth of the student and not just academic proficiency.
- Leverage ESSA to support at-risk students.

Note: While critically important for alternative settings, these measures can be useful for all students in all settings.

Audience Q&A

To submit live questions, please use the "Questions" box
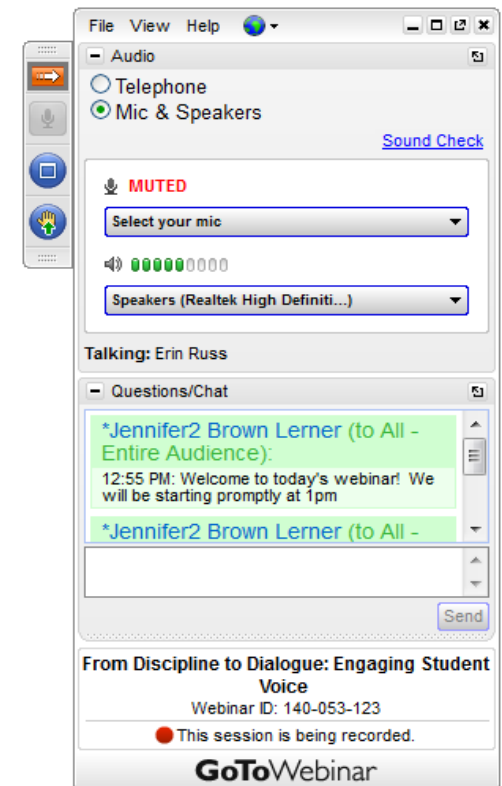
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THANK YOU

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