

Date of Hearing: March 27, 2019

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 1097 (Holden) – As Introduced February 21, 2019

SUBJECT: California School Dashboard: local indicator: high school credit recovery participation

SUMMARY: **This bill** requires the California Department of Education (CDE) to include high school credit recovery participation as a local indicator on the California School Dashboard (Dashboard).

EXISTING LAW:

- 1) Requires the California State Board of Education (SBE) to adopt evaluation rubrics for all of the following purposes:
 - a) To assist a school district, county office of education, or charter school in evaluating its strengths, weaknesses, and areas that require improvement.
 - b) To assist a county superintendent of schools in identifying school districts and charter schools in need of technical assistance and the specific priorities upon which the technical assistance should be focused.
 - c) To assist the Superintendent in identifying school districts for which intervention is warranted. (Education Code Section 52064.5)
- 2) Requires the evaluation rubrics to reflect a holistic, multidimensional assessment of school district and individual schoolsite performance and shall include all of the state priorities described in the school district's local control and accountability plan (LCAP).
- 3) Requires, as part of the evaluation rubrics, the SBE to adopt state and local indicators to measure school district and individual schoolsite performance in regard to each of the state priorities described in the school district's LCAP.
- 4) Allows the SBE to adopt alternate methods for calculating the state and local indicators for alternative schools, as described in the school district's LCAP, if appropriate, to more fairly evaluate the performance of these schools or of a specific category of these schools. Alternate methods may include an individual pupil growth model.
- 5) Requires, as part of the evaluation rubrics, the SBE to adopt standards for school district and individual schoolsite performance and expectations for improvement in regard to each of the state priorities described in the school district's LCAP. Requires the standards to be based on the state and local indicators.
- 6) Requires the CDE, in collaboration with, and subject to the approval of, the executive director of the state board, to develop and maintain the Dashboard, a Web-based system for publicly reporting performance data on the state and local indicators included in the evaluation rubrics.

- 7) Requires, as part of the evaluation rubrics, the state board shall adopt performance criteria for local educational agency assistance and intervention. The criteria shall be based on performance by pupil subgroups either across two or more of the state and local indicators, or across two or more of the state priorities.

FISCAL EFFECT: Unknown.

COMMENTS:

Need for the bill. The author states, “Credit recovery programs have drawn both acclaim and concern as high school graduation rates have hit record highs five times in the past five years. These programs let students who fail a class ‘recover’ credit via abbreviated makeup courses. Done well, credit recovery programs provide students with legitimate second chances to graduate on time. But some, particularly high-volume programs, have quality-control problems that create a second track to graduation that erodes school cultures and lowers expectations—particularly for disadvantaged students. Unfortunately, too little is known across the nation or in California about these programs’ effectiveness or operations. We should increase attention to these rapidly expanding programs to ensure they are helping, not harming, students struggling to graduate.

Available data regarding California credit recovery programs. Very little statewide data is available related to the use of and characteristics of credit recovery programs in California. The CDE does not collect this data set, however schools and local educational agencies self-report information about credit recovery programs as a part of the Civil Rights Data Collection¹ (CRDC). The CRDC’s 2015-16 survey provided the following definition: “credit recovery programs (including courses or other instruction) aim to help schools graduate more students by giving students who have fallen behind the chance to “recover” credits through a multitude of different strategies, including online. Different programs allow students to work on their credit recovery classes over the summer, on school breaks, after school, on weekends, at home on their own, at night in school computer labs, or even during the school day.” According to the American Enterprise Institute’s State Profile of High School Credit Recovery in California, fewer California high schools (66%) offered credit recovery programs than the national average (74%) in 2015-16, but California’s high school student participation (10%) is above the national average (6%).

The State Board of Education’s role related to state and local indicators and the California School Dashboard. California’s accountability system is based on multiple measures that assess how local educational agencies (LEAs) and schools are meeting the needs of their students. The Legislature has delegated the authority of developing evaluation rubrics to the SBE in order to assist a school district, county office of education, or charter school in evaluating the strengths, weaknesses, and areas that require improvement, and to assist county superintendents of schools in identifying school districts and charter schools in need of technical assistance, and to assist the

¹ The Civil Rights Data Collection (CRDC) is a survey of all public schools and school districts in the United States. The CRDC measures student access to courses, programs, staff, and resources that impact education equity and opportunity for students. The CRDC survey is administered by U.S. Department of Education Office for Civil Rights and survey results are used in enforcement and monitoring activities. The most recent results are from the 2015-16 survey.

Superintendent of Public Instruction (SPI) in identifying school districts for intervention. Under this authority, the SBE has adopted state and local indicators to measure school district and individual school site performance over the last several years.

Performance on these measures is reported on the California School Dashboard (Dashboard). Based on Dashboard results, some LEAs are eligible for assistance through the Statewide System of Support. The Dashboard is an online tool to help districts and schools identify strengths and weaknesses and pinpoint student groups that may be struggling. It reports performance and progress on both state and local measures:

- State measures apply to all LEAs, schools, and student groups and are based on data that is collected consistently across the state.
- Local measures apply at the LEA and charter school level and are based on data collected at the local level.

The state and local measures are drawn from the ten priority areas of the Local Control Funding Formula (LCFF), which was passed in 2013. These priority areas form the basis for California's integrated accountability system, which meets both state and federal requirements. Table 1 lists each priority area and its corresponding state and/or local measure:

Table 1: The State and Local Measures for Each Local Control Funding Formula Priority Areas

Priority Areas	State Indicator	Local Indicator
Priority 1: Basic Services and Conditions at schools	N/A	Textbook availability, adequate facilities, and correctly assigned teachers
Priority 2: Implementation of State Academic Standards	N/A	Annually report on progress in implementing the standards for all content areas
Priority 3: Parent Engagement	N/A	Annually report progress toward: (1) seeking input from parents/guardians in decision making; and (2) promoting parental participation in programs

<p>Priority 4: Student Achievement</p>	<ul style="list-style-type: none"> • Academic Performance (Grades 3–8 and Grade 11) • English Learner Progress 	<p>N/A</p>
<p>Priority 5: Student Engagement</p>	<ul style="list-style-type: none"> • Graduation Rate • Chronic Absenteeism 	<p>N/A</p>
<p>Priority 6: School Climate</p>	<p>Suspension Rate</p>	<p>Administer a Local Climate Survey every other year</p>
<p>Priority 7: Access to a Broad Course of Study</p>		<p>Annually report progress on the extent students have access to, and are enrolled in, a broad course of study.</p>
<p>Priority 8: Outcomes in a Broad Course of Study</p>	<p>College/Career</p>	<p>N/A</p>

What state accountability measures are currently in place for high school students? All of the priority areas and state and local indicators are applicable to high school students and are reported both on the Dashboard and in Local Control Accountability Plans (LCAPs). Pupil engagement is measured by school attendance rates, dropout rates and school climate. Student performance is measured by pupil achievement on statewide assessments, as well as the College/Career Indicator (CCI).

The College/Career Indicator. The goal of the CCI is to emphasize that a high school diploma represents the completion of a broad and rigorous course of study that prepares students for success after high school. Recognizing that students pursue various options to prepare for success after high school, the model relies on both test results and course completion and allows for fair comparisons across all LEAs and schools. The CCI currently consists of six college and career measures:

- 1) Career Technical Education (CTE) Pathway Completion: Completion of a sequence of CTE courses totaling at least 300 hours and completion of a capstone course with a grade of C minus or better;

- 2) Completion of courses that meet the University of California and the California State University “a-g” requirements;
- 3) Smarter Balanced Summative Assessments for English language arts/literacy (ELA) and mathematics;
- 4) Advanced Placement (AP) Exam: Pass with a score of 3 or higher; (Note: These exams are administered by the College Board.)
- 5) International Baccalaureate (IB) Exam: Pass with a score of 4 or higher; and (Note: These exams are administered by the IB.)
- 6) Dual Enrollment: Completion of college coursework with a score of C minus or better and receipt of college credit.

High schools that provide all students with a rigorous, broad course of study that leads to likely success in postsecondary and career have a greater likelihood of a high performance level on the Dashboard (Green or Blue).

High school graduation course requirements in California. Beginning in the 1986-87 school year, state law has specified a minimum set of courses to meet state requirements to graduate from high school and receive a diploma. The governing boards of LEAs have the authority to supplement the state minimum requirements at the local level and the responsibility for establishing any requirements for awarding a California high school diploma from their secondary schools. These must include the set of 13 minimum courses required under California Education Code. Most school districts in California require between 22 and 26 one-year courses (or the equivalent) for graduation.

Who has the authority to make changes to the Dashboard? The Governor and Legislature have delegated the authority of the evaluation rubrics to the SBE; updates and changes are made through the administrative process. The SBE develops indicators based on the evaluation rubrics of the state priority areas. The CDE, in collaboration with, and subject to the approval of, the executive director of the SBE, develop and maintain the Dashboard. ***The Committee should consider*** that although the Governor and Legislature ultimately have the authority to make any changes to the state priorities, evaluation rubrics and Dashboard, amending Education Code to require the CDE (rather than the SBE) to add an indicator to the Dashboard would establish a significant deviation from the existing administrative practice. ***Staff recommend that the bill be amended*** to define credit recovery based on the definition used by the CRDC, and to direct the CDE to provide a report to the Governor and the Legislature regarding the use of credit recovery programs in California public schools.

REGISTERED SUPPORT / OPPOSITION:

Support

None on file.

Opposition

None on file.

Analysis Prepared by: Marguerite Ries / ED. / (916) 319-2087