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ABSTRACT

This issue brief reports on accountability policies and practices for elementary students with emotional and behavioral disorders in private and public day treatment and residential schools. Between January 2001 and March 2002, a study was conducted of these schools, gathering responses from 271 principals and 229 teachers. Major findings included: (1) the majority of respondents used assessments required by the local district and/or state as their primary accountability tool. However, approximately 30% of teachers and 20% of principals relied on teacher-selected assessments and another 11% used assessments developed by the school; (2) more than half of the teachers and principals whose schools used local district and/or state assessments reported that between 81-100% of students participated; (3) respondents from 31 states reported that state standardized norm-referenced or criterion-referenced assessments were available as alternate assessments; (4) more than 80% of respondents reported a school assessment accommodation policy, most often based on state or district guidelines; (5) assessment results were most commonly reported to parents, guardians, and teachers, and maintained in each student's file; (6) assessment results were most often used to adjust instruction or curriculum and identify areas where school performance was acceptable or needed improvement. (Contains 18 references.) (CR)

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EPRRI Issue Brief Three

Educational Accountability in Day Treatment and Residential Schools for Students with Emotional and Behavioral Disorders: Report on a National Survey



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Educational Accountability in Day Treatment and Residential Schools for Students with Emotional and Behavioral Disorders: Report on a National Survey

Issue Brief Highlights

This Issue Brief reports on accountability policies and practices for elementary students with emotional and behavioral disorders (EBD) in private and public day treatment and residential schools. Between January 2001 and March 2002, researchers conducted a nationally representative survey of these schools, gathering responses from 271 principals and 229 teachers.

Based on previous research (Hollenbeck, Tindal, & Almond, 1998), the authors expected significant differences in the ways teachers and principals answered survey questions.

However, for the 216 schools that had both principals and teachers return surveys, there were no statistically significant differences in responses.

The survey's major findings were related to a number of school-level assessment issues:

- **Determining Accountability** - The majority of respondents used assessments required by the local district and/or state as their primary accountability tool. However, approximately 30% of teachers and 20% of principals relied on teacher-selected assessments, and another 11% of participants used assessments developed by the school.
- **Participation in Assessments** - Over half of the teachers and principals whose schools used local district and/or state assessments reported that between 81-100% of their students participated. Yet a large number of schools reported 80% or fewer students participated, highlighting a need for schools to collaborate with local and state education agencies.

- **Alternate Assessments** - Respondents from 31 states reported that state standardized norm-referenced or criterion-referenced assessments were available as alternate assessments. Schools also used teacher-made assessments and a small number of participants reported no alternate assessments available at their schools.
- **Accommodations** - Over 80% of teachers and principals reported a school assessment accommodation policy, most often based on state or district guidelines. Approximately 20% of respondents said they offered no assessment accommodations.
- **Reporting Assessment Results** - Assessment results were most commonly reported to parents, guardians, and teachers, and maintained in each student's file. Relatively few principals and teachers reported results to districts or states.
- **Using Assessment Results** - According to respondents, assessment results were most often used to adjust instruction or curriculum and identify areas where school performance was acceptable or needed improvement. A relatively large number of schools used the data to make decisions regarding students' return to public or home schools.

As the survey results indicate, more effort is needed to assure that students with EBD in day treatment and residential settings participate in assessments with appropriate accommodations, that alternate assessments are utilized only when necessary, and that assessment data are properly reported and used.

i n t r o d u c t i o n



Access to challenging curriculum and accountability for student learning provides the framework for current educational reform. One important component of assuring access to the general education curriculum is evaluating how well students are acquiring the skills and content taught (Elliott, Erickson, Thurlow, & Shriner, 2000; Elliott, Kratochwill, & Schulte, 1998; Hehir, 1999). Recent federal educational reform initiatives, such as the No Child Left Behind Act, advance the issue of school accountability. A primary component of this mandate is increased accountability for student learning through regular high-stakes assessments and reporting of results (U.S. Department of Education, 2002).

For students with disabilities, the Individuals with Disabilities Education Act (IDEA) (1997) is the primary driving force behind assuring access to the general education curriculum and educational accountability. Despite a national trend toward inclusion of students with disabilities in general education classes and accountability systems, students with emotional and behavioral disorders (EBD) often have difficulty remaining part of the mainstream educational environment (Kauffman, 1997; Muscott, 1997) and are placed in exclusionary settings that may offer greater behavioral and therapeutic support than the regular public school. For students ages 6-21 who are served under IDEA, those with EBD are more likely to be placed in restrictive settings than youth in any other disability classification (U.S. Department of Education, 2001). Currently, more than 77,000 students with EBD are educated in separate day treatment or residential schools (U.S. Department of Education, 2001). In light of the requirements of The No Child Left Behind Act and the current IDEA mandates for increased accountability and access to the general education curriculum, it is critical to identify the

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extent to which school-level accountability policies in day treatment and residential schools are linked to district and state policies. Researchers conducted a survey to investigate issues related to school-level policies, as well as the characteristics of students, teachers, principals, and programs (see Gagnon, 2002) (see Figure 1).

Figure 1 - Research Questions for National Survey

To develop a systematic description of current school-level policies in elementary-level day treatment and residential schools for students with EBD, investigators addressed the following questions:

1. What are the characteristics of teachers, students, and principals and how do these compare across program type, organizational structure, and accreditation?
2. What are the characteristics and policies of the educational programs?
 - a. What are the curricular policies?
 - b. What are the policies related to educational accountability?
 - c. What are the policies designed to facilitate student entrance into and exit from the program?
 - d. What are the general program characteristics (e.g., philosophy, who sets school policy, accreditation, types of services, organizational structure, grade levels, number of students in a class)?
3. Do policies and percentage of students participating in district or state assessment relate to student and program characteristics?
4. What is the relative emphasis on instruction versus behavioral/therapeutic issues within the educational program? How does this emphasis vary across types of services offered (day treatment, residential, combined day treatment and residential), organizational structure (public school, private non-profit school, private for-profit school), and accreditation (yes or no)?
5. Do reports of school policies relate to respondent's role as teacher or principal?

This Issue Brief focuses on the accountability issues addressed in the survey, including:

- Primary accountability and participation in assessments;
- Assessment accommodations;
- Alternate assessments;
- Reporting of assessment results;
- Use of assessment results.

Method

Due to the limited research on school-level policies in day treatment and residential schools, investigators used the survey to explore and identify current national trends. The study included a random sample of private and public day treatment and residential schools for students with EBD that serve any of grades 1-6. The study was restricted to these grades because the goal for most elementary-age students in day treatment or residential schools is to transition back to their home or public school (Grosenick, George, & George, 1987). Although information is limited, most students in such placements do transition to a less restrictive setting within traditional schools (Baenen, Glenwick, Stephens, Neuhaus, & Mowrey, 1986; Gagnon & Leone, 2002). For this transition to be successful students must have continuous access to curriculum and instruction that is based on general education standards.

Because no comprehensive national list of schools met the criteria for inclusion in the study, researchers completed the following steps to identify the sample:

- Acquired a commercial database of special education schools, alternative schools, and alternative programs from Market Data Retrieval (n = 6,110);
- Chose a random sample of schools (n = 4,000);
- Verified via phone interview that each selected school met the criteria (day treatment or residential school for students with EBD including any of grades 1-6).

This process yielded a total of 636 schools. However, 156 survey respondents noted that their school had been inaccurately classified as a day treatment or residential school program for children with EBD. Therefore, the final sample was 480 schools.

To increase the validity of the survey instrument and allow for greater generalizability, the investigators developed both a teacher survey and principal survey based on a review of literature, consideration of current educational reform, discussion with experts in the field of special education, and separate teacher and principal focus groups. Possible threats to reliability were addressed through the standardization of the survey format, directions, and

The study included a random sample of private and public day treatment and residential schools for students with EBD that serve any of grades 1-6.

questions (Fink, 1995). Also, reliability checks were conducted on data entered for 30% of teacher surveys and 30% of principal surveys. Agreement was calculated by dividing the number of agreements by the number of agreements and disagreements x 100. Reliability was 99.87% for teacher surveys and 99.86% for principal surveys.

Data Collection

Data was collected between January 2001 and March 2002. The principal and one randomly selected teacher were surveyed from each randomly selected school. Initially, the principal was mailed an introductory letter. The first survey mailing included a cover letter, principal survey, and teacher survey, with a \$2.00 bill attached to each survey. The cover letter requested that principals make an alphabetical list of teachers who instruct students in the first through sixth grades. The principal was directed to give the survey to the first teacher on the alphabetized list. Three weeks after the first mailing, a second occurred. Principals received surveys and a letter requesting a response from either the teacher or principal, or both. At the same time, nonrespondents were urged by phone to complete the survey. A third and final mailing occurred three weeks after the second mailing.

Results

Results are organized under five general categories: (a) respondents versus nonrespondents; (b) school policies based on respondent roles; (c) primary accountability and participation in assessments; (d) alternate assessments and assessment accommodations; (e) reporting and use of assessment results.

Respondents Versus Nonrespondents

A total of 271 principals (56.45%) and 229 teachers (47.7%) returned their surveys. Of those, 216 schools (44.58% of the total) had both teacher and principal return surveys. The sample of 480 included schools from 48 states and the District of Columbia. All census

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bureau regions were represented and the return-rate percentages from each region were generally similar to the percentage of national population from each region (U.S. Census Bureau, 2001).

Respondent and nonrespondent comparisons were completed using school-level data from the Market Data Retrieval database. Nonrespondents in the sample were compared to those who responded on locale (i.e., urban, suburban, rural), census bureau region (e.g., Northeast, Midwest, South, West), school enrollment (e.g., 1-99, 100-199, 200 or more), school type (e.g., alternative education schools, alternative education programs, or special education schools), and organizational structure (e.g., public schools or the combined category of county, state, private, non-Catholic, and Catholic schools). Teachers and principals from each school were surveyed separately. Thus, three types of respondent and non-respondent comparisons were conducted: (a) schools with only teacher respondents versus schools with only principal respondents and schools with neither teacher nor principal respondents; (b) schools with only principal respondents versus schools with only teacher respondents and schools with neither teacher nor principal respondents; and (c) schools with both teacher and principal respondents versus schools with neither teacher nor principal respondents. Only school type was significant ($\chi^2 = 26.179, 2, p < .01$) when comparing proportions of schools in which both teacher and principal surveys were returned and schools in which no surveys were returned. One hundred and ninety-seven special education schools had surveys returned by the teacher and principal. Fewer alternative education schools ($n = 12$) and alternative education programs ($n = 7$) had both surveys returned. With this exception, the sample appeared to be nationally representative of day treatment and residential elementary schools for students with EBD.

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School Policies Based on Respondent Roles

Based on previous research (Hollenbeck, Tindal, & Almond, 1998), investigators anticipated variations in perceptions of school policy between teachers and principals. However, for the 216 schools in which both principals and teachers returned surveys, no statistically significant differences in responses were noted. Given the large number of policy questions, this was a critical finding. A national picture emerged showing that teachers and principals were clearly "on the same page" with regard to school-level policy. Also, the consistency of responses across teachers and principals, coupled with the random selection of participants, demonstrated that the school-level policies reported throughout this study are an accurate representation of day treatment and residential school policies in the U.S.

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Primary Accountability and Participation in Assessments

Teachers and principals were asked to identify their school's primary means of accountability for student performance (see Table 1).

Table 1 - Primary Accountability and Participation in Assessments		
Policy and Participation	Teacher Response* No. (%)	Principal Response* No. (%)
<u>Primary Accountability for Academic Performance:</u>		
Individual teachers select how to assess student performance	66 (29.7%)	56 (22.2%)
Assessments required by local district and state	131 (59.0%)	167 (66.3%)
School developed assessment	25 (11.3%)	29 (11.5%)
<u>Students Participating in District and State Assessment:</u>		
20% or less	22 (15.9%)	17 (9.2%)
21-40%	12 (8.7%)	13 (7.1%)
41-60%	19 (13.8%)	14 (7.6%)
61-80%	4 (2.9%)	21 (11.4%)
81-100%	81 (58.7%)	119 (64.7%)

Note: * Teacher responses based on class data, principal responses on school data.

Teachers and principals most commonly reported using assessments required by the local district and/or state as the basis for school accountability. Less frequently reported was a policy that permitted individual teachers to select how to assess student performance.

Teachers and principals who stated that school accountability policies were based primarily on local district and/or state assessments were also asked to identify the percentage of students who participated (see Table 1). Most frequently, teachers and principals reported 81-100% of students participated in district and state assessments. However, 15.9% of teachers and 9.2% of principals reported that 20% or fewer of students participated.

Based on the principal responses, student participation in district and state assessments differed significantly among schools serving different student populations (e.g., students from within a district, across a single state, or from more than one state) ($\chi^2 = 13.668, 3, p < .01$). Schools in which 61% or more of students participated in district and state assessments commonly served students from a single district ($n = 47, 26.7%$) or from within their state ($n = 52, 29.5%$) (Note that in this analysis, percentages reported indicate chi-square cell size).

Most frequently, teachers and principals reported 81-100% of students participated in district and state assessments. However, 15.9% of teachers and 9.2% of principals reported that 20% or fewer of students participated.

Alternate Assessments and Assessment Accommodations

Teachers and principals who indicated that district and state assessments were their primary accountability tool ($n = 131, 59.0%$; $n = 167, 66.3%$) were also questioned on school policies concerning alternate assessments and assessment accommodations. Of these, 57 teachers and 76 principals responded that state standardized norm-referenced or criterion-referenced assessments were used or available as alternate assessments. The next most common response was teacher-made assessments ($n = 47$ and $n = 57$, respectively). In addition 18 teachers and 17 principals reported that no alternate assessments were available at their schools.

Most of the 131 teachers ($n = 117, 86%$) and 167 principals ($n = 157, 84.4%$) reported that a school policy for assessment accommodations existed. When asked to identify the basis of the policy, 66.7% ($n = 74$) of teachers and 79.2% ($n = 118$) of principals noted their school used state accommodations guidelines.

Reporting and Using Assessment Results

The survey also included questions on school policies for the reporting and use of district and state assessment data (see Table 2).

Table 2 - Reporting and Using Assessment Results		
School Policy	Teacher Response (Number)*	Principal Response (Number)*
<u>How Results Are Reported:</u>	(n = 156)	(n = 196)
Results not reported	2	2
Individual results reported to individual parents	113	169
Individual results reported to teachers	113	157
Aggregate results compiled in a school report to the governing board	40	75
Aggregate results reported to the state	55	97
Individual results reported to student's home district	83	133
Results maintained in each student's file	115	162
Don't know	14	6
<u>How Results Are Used:</u>		
To adjust instruction or curriculum	109	157
To decide on student placement within the school	58	83
To decide on student grade-level promotion	24	41
To decide on student's return to public school	36	50
To evaluate teachers	12	20
To identify acceptable areas of school performance and areas where improvement is needed	101	139
Results not used at the school level	23	24
Note: * Percentages not noted because respondents marked All that apply.		

Teachers and principals who indicated that local district, state, or school developed assessments were used with all students (except those with exemptions) were asked how assessment results were reported and used. Approaches to reporting, in order of frequency were: reported to parents or guardians; reported to teachers; and maintained in each student's file. Respondents also commonly noted that assessment results were used to adjust instruction and curriculum, to identify areas in which school performance was acceptable or needed improvement, and to make decisions about student placement within the school. About one-fourth of teachers and principals reported that assessment results were not used at the school level.

Discussion

The findings in this Issue Brief are important because they further our knowledge of school-level policies in day treatment and residential schools for children with EBD, and also provide critical information regarding accountability practices in those settings.

Primary Accountability and Participation in Assessments

Teachers and principals reported that the most common basis of accountability for student academic performance was local district and/or state assessments. However, approximately one-third of teachers and 20% of principals identified teacher-selected assessments as the primary means of accountability for student learning. In addition, about 11% of teachers and principals noted that their school primarily used school-developed assessments, suggesting that they may have little link to district and state accountability.

Slightly more than half of teachers and two-thirds of principals reported that most or all students participated in state and district the assessments, although about a third of schools reported having 80% or fewer students participating. However, significantly more students reportedly took part in district and state assessments if their school primarily served only one district or one state. These findings show a need for day treatment and residential schools to administer district and state assessments and collaborate with local and state education agen-

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cies to assure use of appropriate assessments and full student participation. However, schools enrolling students from across a state or multiple states may have unique needs related to deciding which assessments to administer; this issue requires more investigation.

Alternate Assessments and Assessment Accommodations

Alternate assessments as defined under the IDEA are generally considered for a small number of students for whom the general state or district assessments are not appropriate. Most typically these are students with severe cognitive disabilities who are participating in a highly modified or differentiated curriculum. For students such as those with EBD who have access to a general education curriculum, participation in state or district assessments is expected. However, students in day treatment and residential schools may have severe emotional and behavioral disorders and accompanying cognitive disabilities that make participation impossible, even with accommodations. Thus, it is important to understand how these schools approach alternate assessments.

In the current study, teachers and principals representing 31 states indicated that state standardized, norm-referenced or criterion referenced assessments were available to students as alternate assessments. A comparison of the state alternate assessment policies of the same 31 states (Thompson & Thurlow, 2001) revealed that only two of the states used performance assessments as their alternate assessments. Another six states used a combination of methods (e.g., body of evidence or portfolio, checklist or rating scale, analysis of IEP goals, specific performance assessment, combination of strategies) for obtaining alternate assessment data that could include a specific performance assessment. Nearly half of the states reported using some type of portfolio or body of evidence and another 18% noted using a checklist or rating scale (Thompson & Thurlow, 2001).

Accommodations

Over 80% of teachers and principals reported that their school had an assessment accommodation policy, most educators also noted that they used their state's or district's assessment accommodations guidelines. However, approximately 20% of day treatment and residential school staff reported that they offered no assessment accommodations. These findings are disconcerting because federal mandates require that assessment accommodations be provided as appropriate. It is also noteworthy in light of the fact that a majority of survey respondents indicated a state department of education had accredited their school. No research currently exists regarding accreditation requirements for day treatment and residential schools. However, it would be interesting to determine whether issues related to participation in assessments, provision of accommodations, and student performance are considered by state departments of education in the accreditation process of these special schools.

Reporting and Using Assessment Results

Teachers and principals identified three primary ways that assessment results were reported: in reports to parents or guardians; in reports to teachers; and as results maintained in each student's file. A few teachers and principals did not know the school policy for reporting assessment results. It is encouraging that assessment results were given to parents or guardians and reported to districts or states. Yet, it should also be noted that a number of teachers and principals reported that assessment results were not used.

The most common reported use of students' assessment results was to adjust instruction or curriculum and identify areas where school performance was acceptable or needed improvement. Some teachers and principals also said that their schools used assessment data to make decisions regarding students' return to their public or home schools. How they used the assessment data, which criteria were used, and how criteria were used to make these decisions is not clear. However, decisions to move students to a less restrictive environment

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should be based primarily on the supports needed for a student to access and progress in the general education curriculum, not on some absolute performance level.

Conclusions

We know through previous research (U.S. Department of Education, 2000; Wagner, 1995) that academic outcomes for youth with EBD are often negative. These students typically have high dropout rates and difficulty maintaining employment. They may also be at risk for involvement with the juvenile or adult justice systems. Day treatment and residential schools can provide a valuable and necessary service to these students and their families. However, to ensure that these schools do provide the level of supportive education students with EBD need, schools must be accountable for their students' academic outcomes.

The evidence provided in this study suggests that we have some distance to go for this to occur. The findings strongly suggest that more vigilance is necessary to ensure that students are participating in assessments with appropriate accommodations and that assessment data are reported and used. Local districts and state departments of education must share responsibility for including these schools in their reform efforts, holding them accountable, and providing the necessary training and information to close this accountability gap.

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