

New York City DOE Multiple Pathways Strategy

Summary Findings



NYC Department of Education
Joel I. Klein, Chancellor

Presentation to the New York State Regents
And Commissioner, State Education Department
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NYC DOE Multiple Pathways Strategy

Agenda

- **Multiple Pathways Strategic Plan: Rationale**

- Population and Portfolio Analysis: Key Findings
- Barriers to Expansion: Policy Implications
- Implications for Expansion

Situational Context and Project Overview

New York City Situation Overview

- NYC's school system is the **largest district in the United States**, serving 1.1MM students
- **NYC schools serve a diverse and disadvantaged population** - historically, student outcomes have been challenged
- **NYC has initiated a series of aggressive reforms** to address the needs of all students, including:
 - Core Curriculum and Academic Interventions
 - Support for New Small Schools and Small Learning Communities
 - Accountability Initiative and Empowerment Schools
- There is **significant momentum behind current reform initiatives**, and the DOE seeks to continue to effect real change to **drive improved student outcomes across NYC high schools**
- NYC DOE recognizes a **need to increase focus and investment on the District's neediest students**:
 - **Approximately 70K overage and under-credited youth are enrolled in NYC high schools** (excluding dropout population), representing over 20% of all high school enrollments
 - Students needs are driven by a **lack of social supports and significant academic deficiencies**
 - **Few demonstrated models exist and current successful options lack scale** to effectively serve this distinct segment of high school-aged youth

Situational Context and Project Overview

NYC DOE Has Established an Office of Multiple Pathways to Graduation To Develop and Implement Strategies for Overage and Under-Credited Youth

- Recent initiatives for overage and under-credited youth have been supported by public and private partnerships:
 - **Public Investment:** NYC DOE secured \$37.5 million in new funding to the Department from the City of New York for Multiple Pathways school and program development, implementation and operations — Multiple Pathways Initiative branded as a Mayoral Initiative
 - **Created and staffed the Office of Multiple Pathways** to manage strategic planning, program and school development and implementation of Multiple Pathways portfolio
 - **Designed Learning To Work (LTW)** to support career and other post-secondary linkages for students enrolled in Multiple Pathways portfolio options
 - By September 2006, OMPG has **launched and provided operational support** to 33 portfolio sites and 23 LTW contracted partnerships
 - **Private Investment:** Received more than \$5.3 million in support from BMGF for strategic planning and transformative system capacity building efforts over four years
 - Designed and provided **capacity building support to DOE practitioners and external partners** in integration of youth development and rigorous academic instruction best practices, including targeted literacy and numeracy for older, low level readers
 - Created **strategy and resources for transfer school leadership development** to support expansion
 - **Developed new full-time GED model** to be piloted in September 2006 with explicit career and post-secondary linkages for program participants
 - Engaged with **external intermediaries to facilitate new transfer school model development**
 - **Engaged the Parthenon group** to assist with a comprehensive population segmentation analysis, plus development of fiscal, organizational, and policy considerations

Situational Context and Project Overview

Nine Month Multiple Pathways Strategy Engagement Developed a Comprehensive Factbase and Evaluated Strategic Considerations

Phase I: Situation Assessment

5 Months

Phase II: Consensus and Strategy Development

4 Months

Phase I: Overview of Population of Overage and Under-Credited Youth in NYC, and Corresponding Mix of Programs in Place to Support Them

Phase II: Evaluation and Communication of Strategic Considerations for Multiple Pathways to Graduation in NYC (Including Fiscal, Organizational, and Policy Focus)



Analytical focus revolved around four key issues:

- **Sizing the challenge** of serving students who become overage and under-credited
- **Profiling the target population** of overage and under-credited youth
- **Identifying effective options** with strong recuperative power
- **Evaluating strategic options** for future investment and capacity-building

NYC DOE Multiple Pathways Strategy

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- Multiple Pathways Strategic Plan: Rationale

- **Population and Portfolio Analysis: Key Findings**

- Barriers to Expansion: Policy Implications

- Implications for Expansion

Sizing the Challenge

Core Analyses



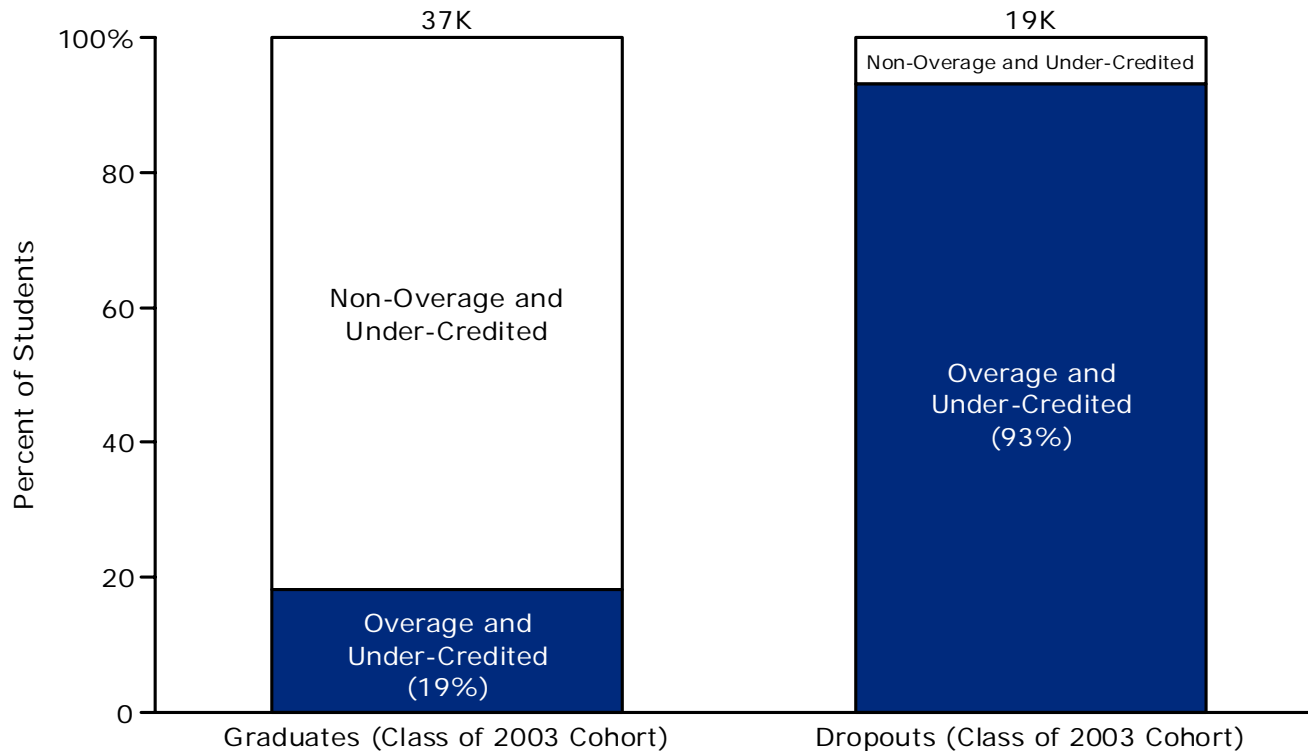
- **Assess the overlap of overage and under-credited students with the dropout population**
- **Identify the size of the overage and under-credited population:**
 - *In a snapshot view:* How many students are there at a point in time?
 - *In a cohort view:* What percent of students become OA-UC during high school?
- **Measure the size of major demographic categories (race and gender) within the overall OA-UC population**
- **Segment the population by age and number of credits earned toward graduation**

Sizing the Challenge

Nearly All High School Dropouts in NYC Have a History of Being Overage and Under-Credited

- The dropout population *is* the overage and under-credited population, just at different points in time
- By contrast, only 19% of graduates were once overage and under-credited in high school

Graduates and Dropouts by Overage and Under-Credited Status, Class of 2003 Cohort

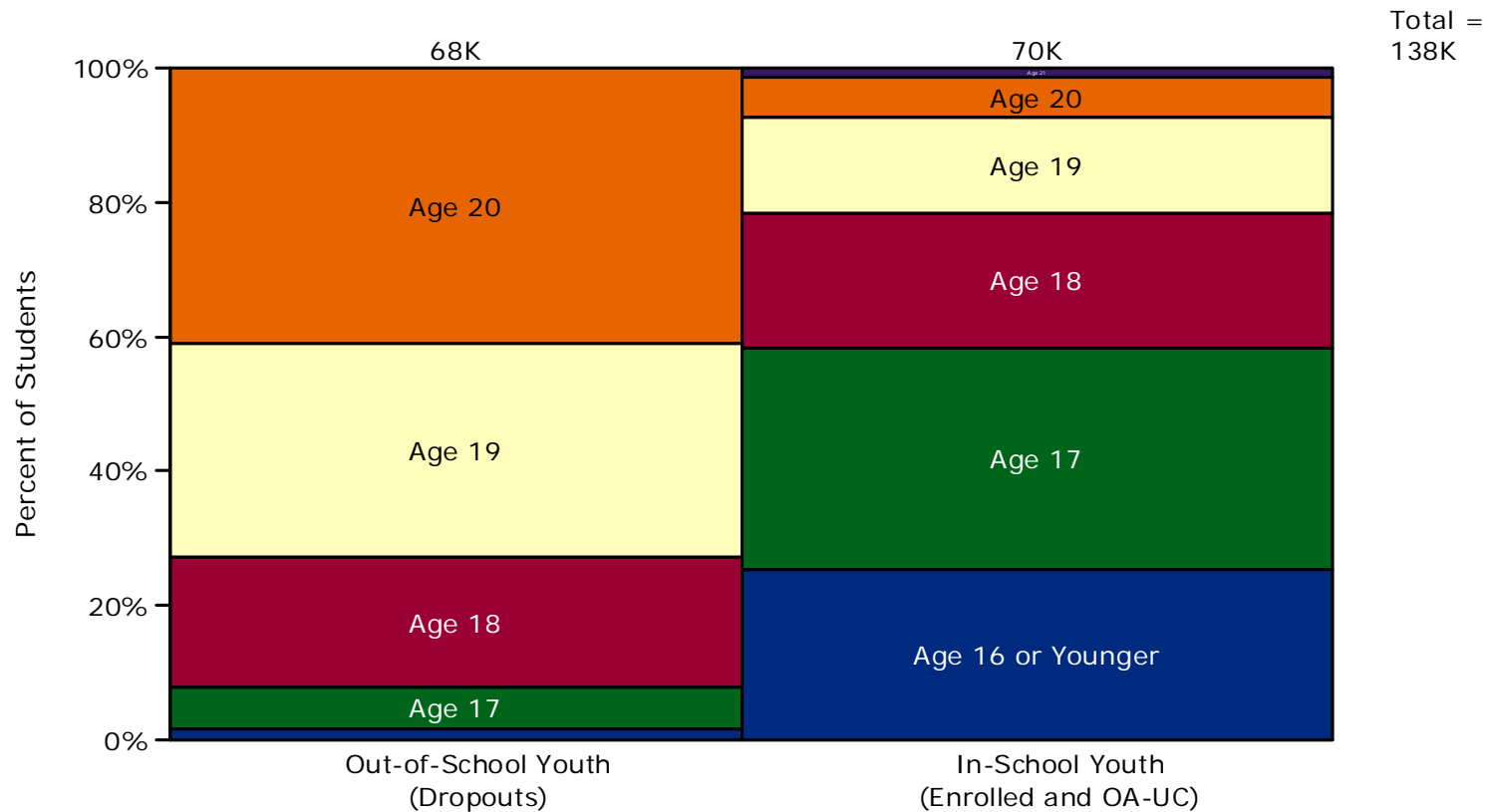


Sizing the Challenge

Nearly 140K NYC Youth Age 16-21 Have Dropped Out or Are Significantly Off-Track for Graduation

- Including in- and out-of-school youth, there are approximately 138K overage and under-credited youth in New York City at any given point in time

In- and Out-of-School Overage and Under-Credited Youth, by Age on June 2005



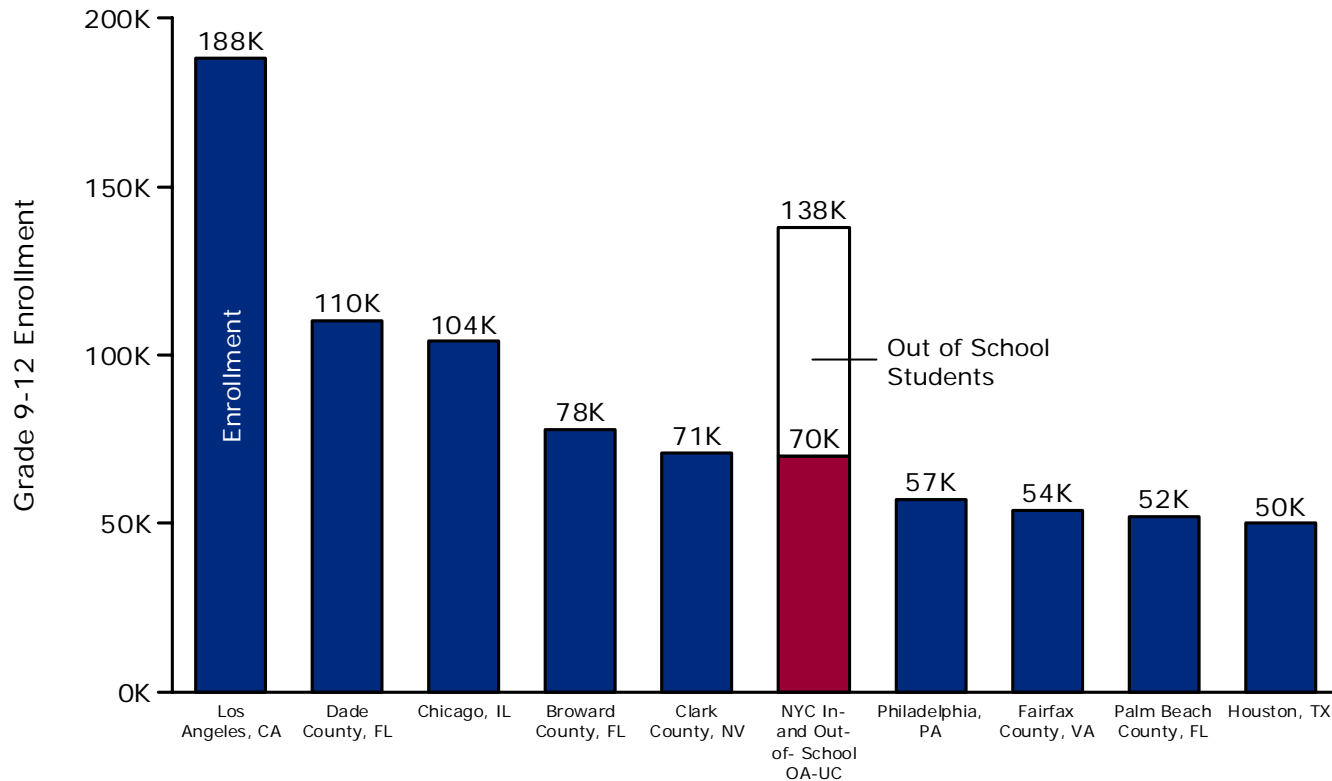
Note: Includes District 75 students; Students are counted as out-of-school youth only if they are dropouts (as opposed to other discharges)
 Source: ATS Data

Sizing the Challenge

NYC's Overage and Under-Credited HS Population Is Bigger than All but Five Other US School Districts

- NYC's estimated 70,000 overage and under-credited youth who are *enrolled* in school represent a population of students that is smaller than only five other US school districts
 - The total NYC population of in- and out-of-school overage and under-credited youth is larger in size than the high school districts in any city except Los Angeles

Grade 9-12 Enrollment by Public School District, 2003

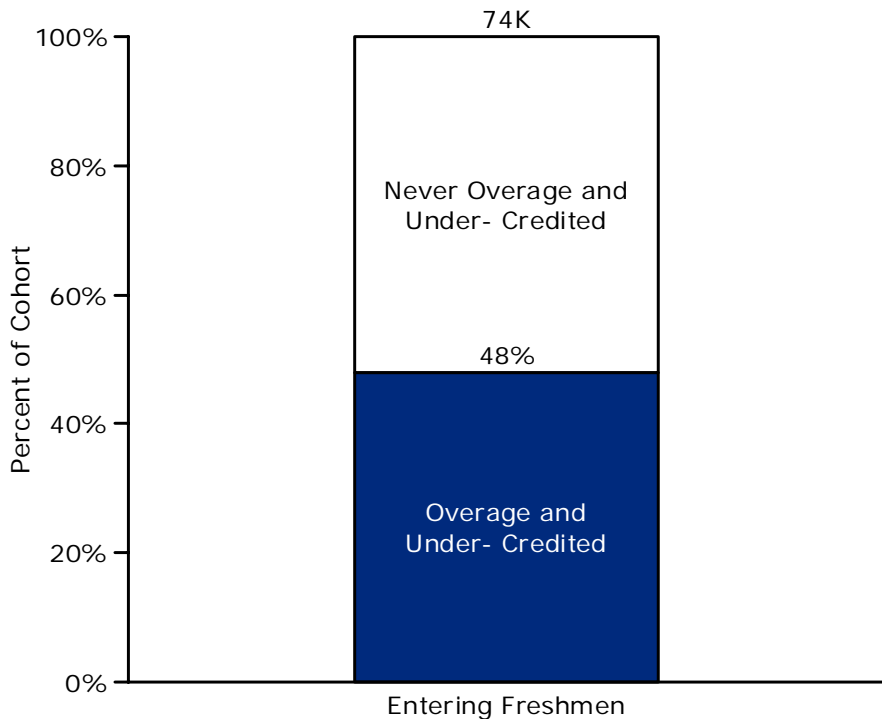


Sizing the Challenge

Approximately Half of All Entering Freshmen Become Overage and Under-Credited During High School

- Overage and under-credited students are at least two years off-track relative to expected age and credit accumulation toward earning a diploma

Percent of Students who Become Overage and Under-Credited in the Class of 2003 Cohort



Definition of Overage and Under-Credited

<u>Age</u>	<u>Credits</u>
Age 16	Fewer than 11 Credits
Age 17	Fewer than 22 Credits
Age 18	Fewer than 33 Credits
Age 19-21	Fewer than 44 Credits

Note: 44 credits are required for graduation in New York City
2 Credits = 1 Carnegie Unit

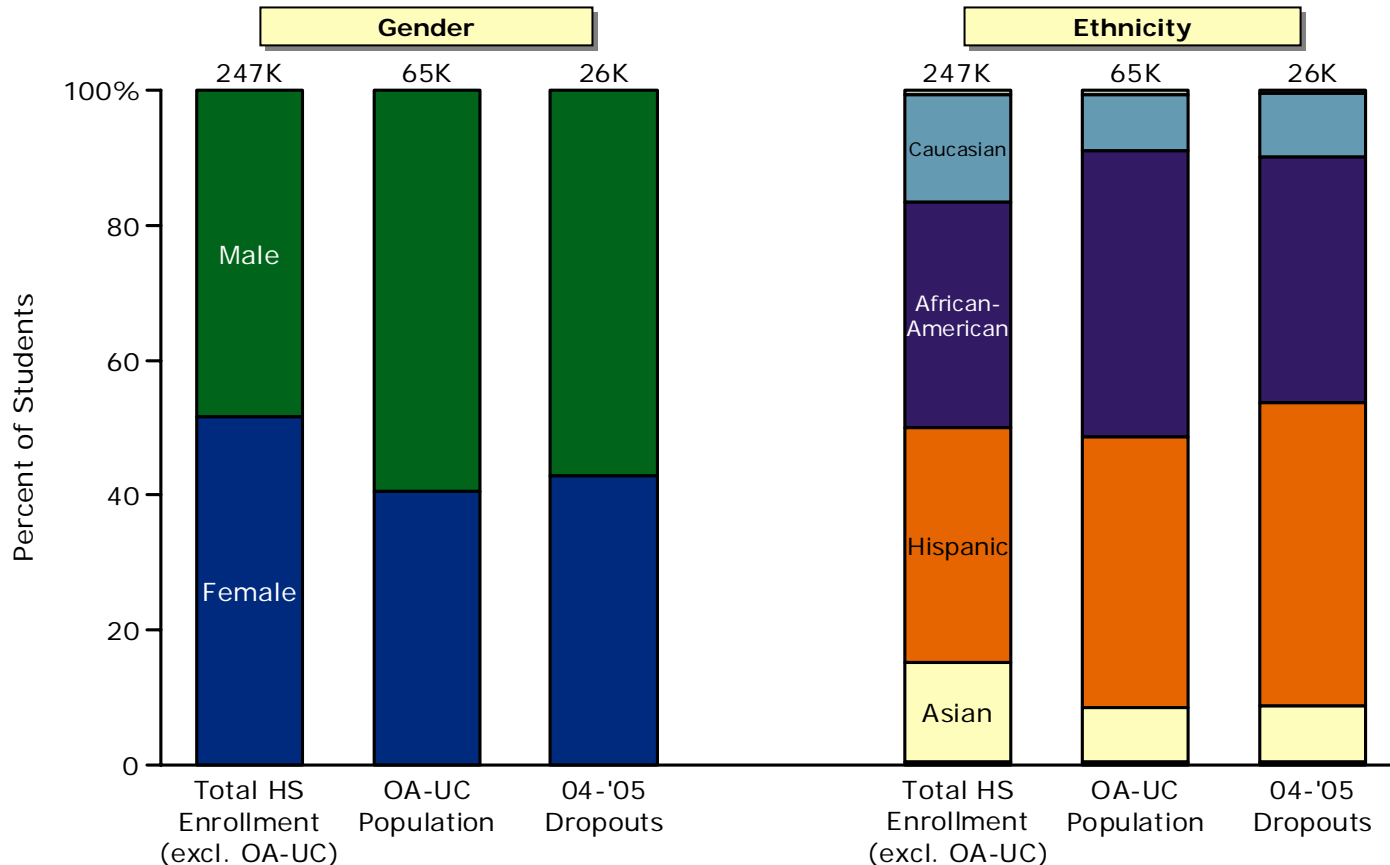
Note: Excludes District 75 students; Includes all students who were OA-UC at any point in their high school career
 Source: YATS Data, Department of Education, Joel I. Klein, Chancellor

Sizing the Challenge

Gender and Ethnic Makeup of Overage and Under-Credited Population

- There are 11% more males and 14% more African Americans and Hispanics in the OA-UC population than overall. This overlaps with other factors (academic skills, representation in special education).

Demographics of Overage and Under-Credited Students vs. Total HS Enrollment and HS Dropouts, June 2005



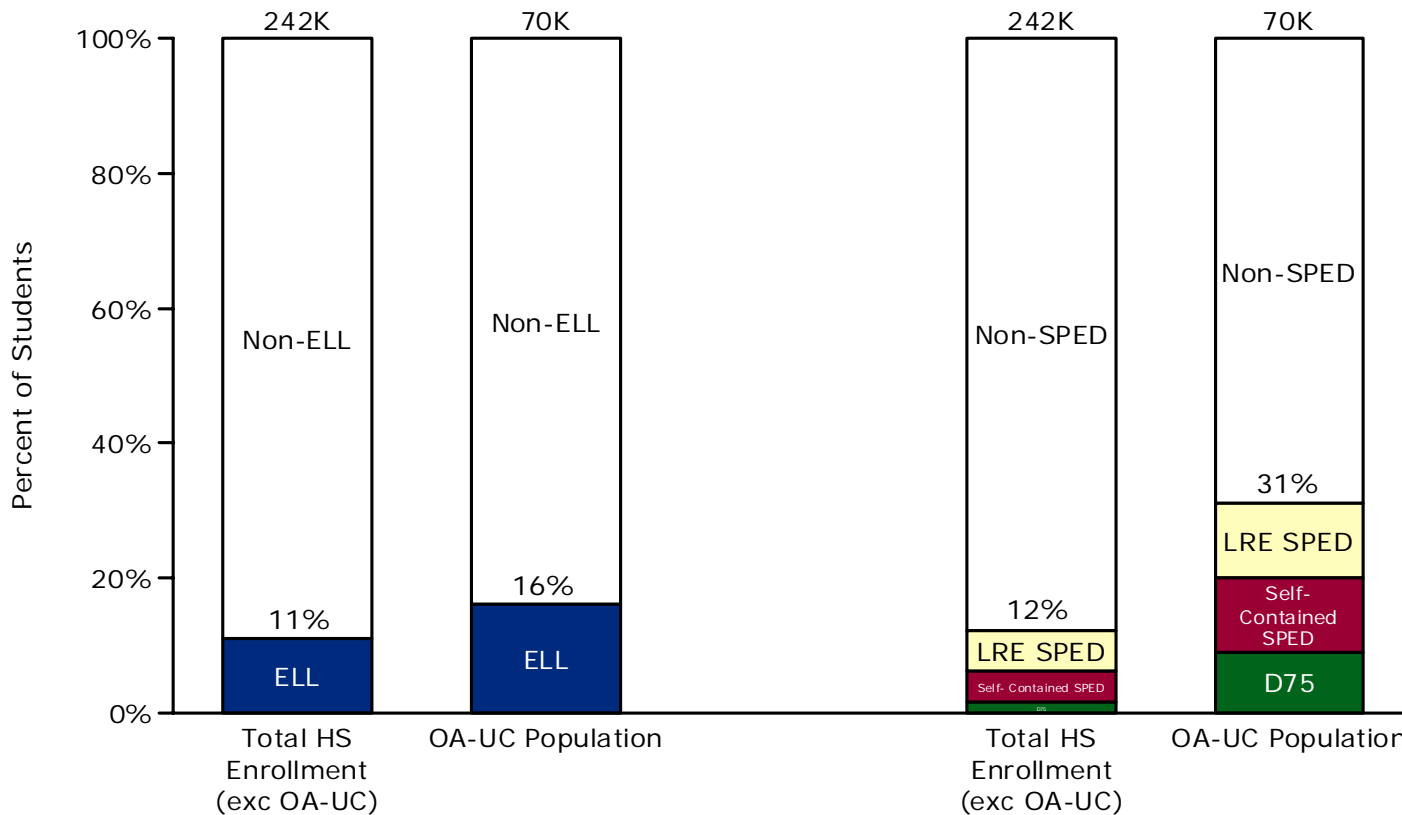
Note: Excludes District 75 students
Source: ATS Data

Sizing the Challenge

Concentration of Special Needs Students Is More Acute in the Overage and Under-Credited Population

- Differences between OA-UC and the general population are much wider for SPED than ELL
 - 31% of overage and under-credited students have some SPED designation, versus only 12% of the remainder of the student population

Demographics of Overage and Under-Credited Students vs. Total HS Enrollment, June 2005



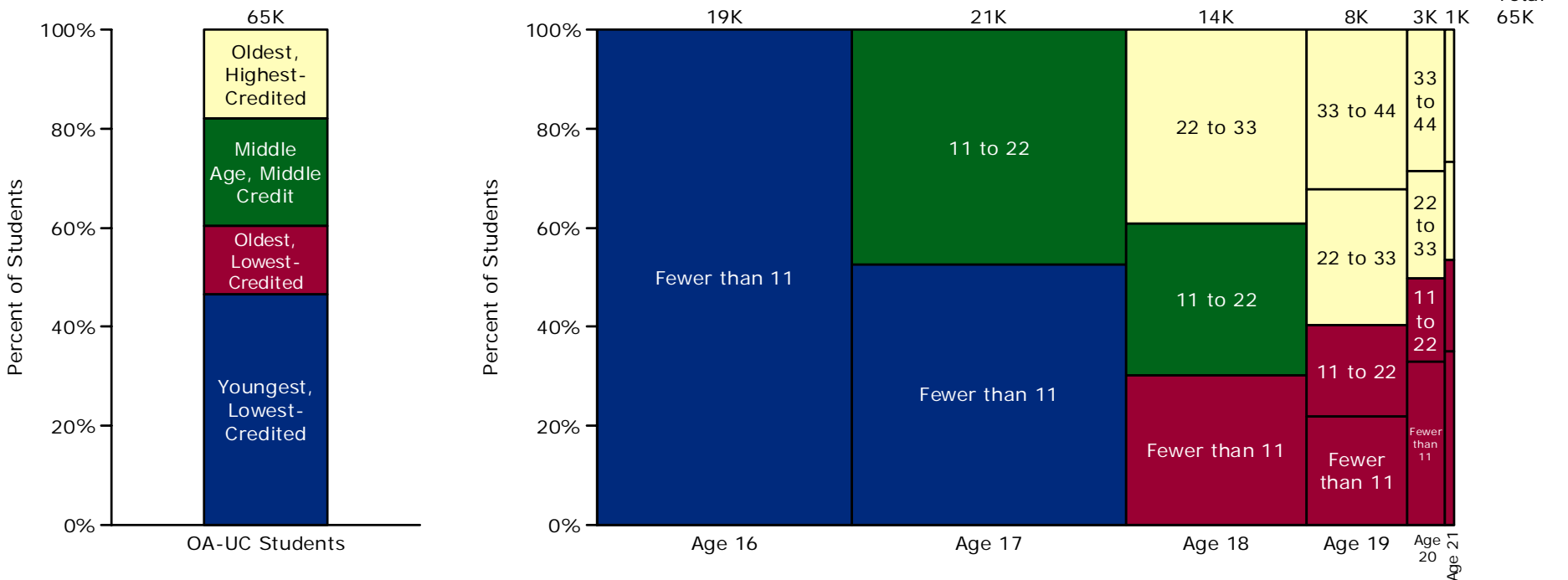
Note: Self-Contained SPED contains only those students who are self-contained and enrolled outside of District 75; About 2K OA-UC students are both ELL and SPED
 Source: ATS Data

Sizing the Challenge

Majority of OA-UC Students Have Completed Less than One-Quarter of Credits Required for Graduation

- 57% of overage and under-credited students have fewer than eleven credits
 - Nearly 7,000 enrolled students are at least 18 years old with fewer than eleven credits (11% of all overage / under-credited students)

Overage and Under-Credited Students by Age and Credit Attainment, June 2005



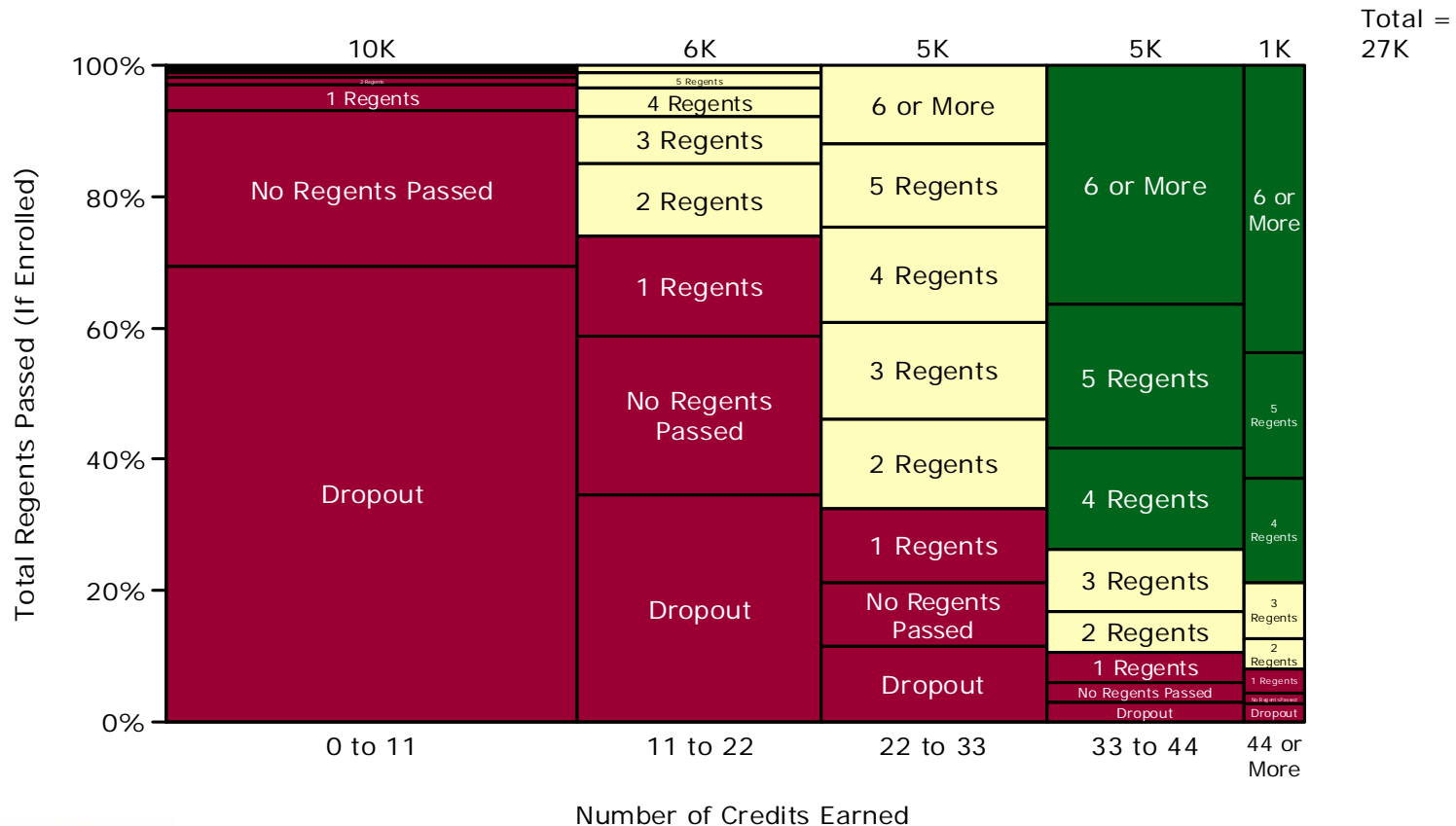
Note: Excludes District 75 students
Source: ATS Data

Sizing the Challenge

Majority of Students Who Fail to Graduate in Four Years Are Far from Meeting Graduation Requirements

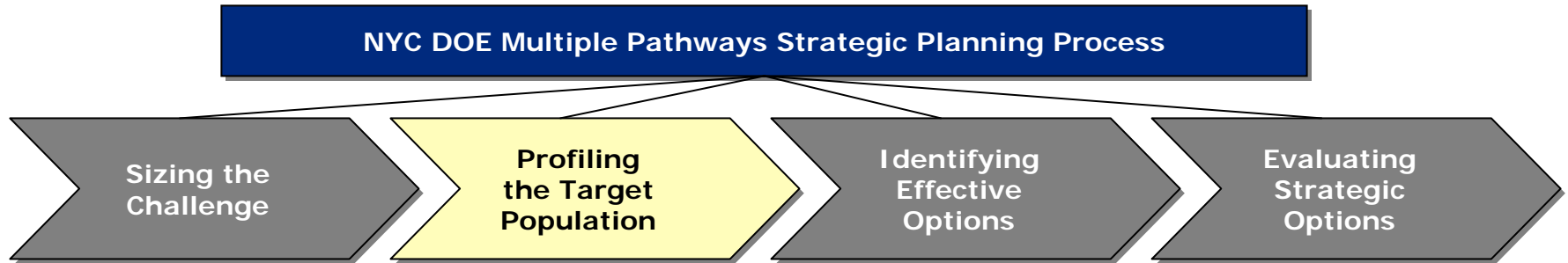
- However, ~4,800 students (7% of the cohort) remain enrolled and have both earned 33+ credits and passed 4+ Regents
- Finding effective interventions for these students could provide a notable incremental increase to the graduation rate

**Students Not Graduating in Four Years:
Total Credits Earned vs. Regents Passed, Class of 2005 Cohort**



Profiling the Target Population

Core Analyses

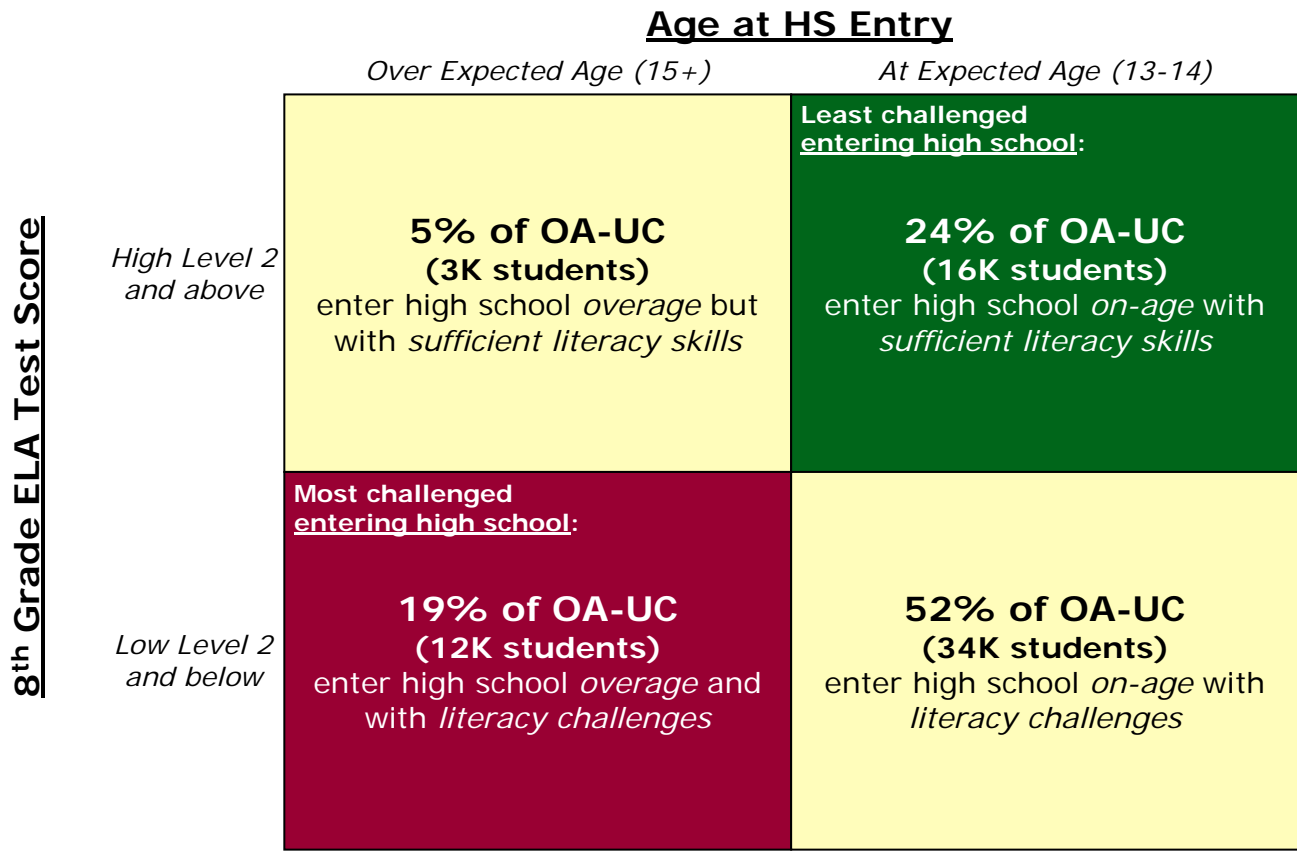


- **Determine relationship between incoming skill levels and becoming overage and under-credited**
 - Quantify the proportion of students who enter HS “on-track” but become OA-UC
- **Calculate overlap between OA-UC population and ELL and SPED students**
- **Analyze progression of OA-UC students throughout their HS career**
 - Timing of when in high school students fall off-track
 - Patterns and outcomes once students have become OA-UC
- **Measure graduation rate for OA-UC students**
 - Capture timing of graduation and the type of degree earned

Profiling the Target Population

Literacy Is a Leading Challenge for OA-UC Students, yet 30% Enter High School with Sufficient Skills on 8th Grade Exams

June 2005 Overage and Under-Credited Students

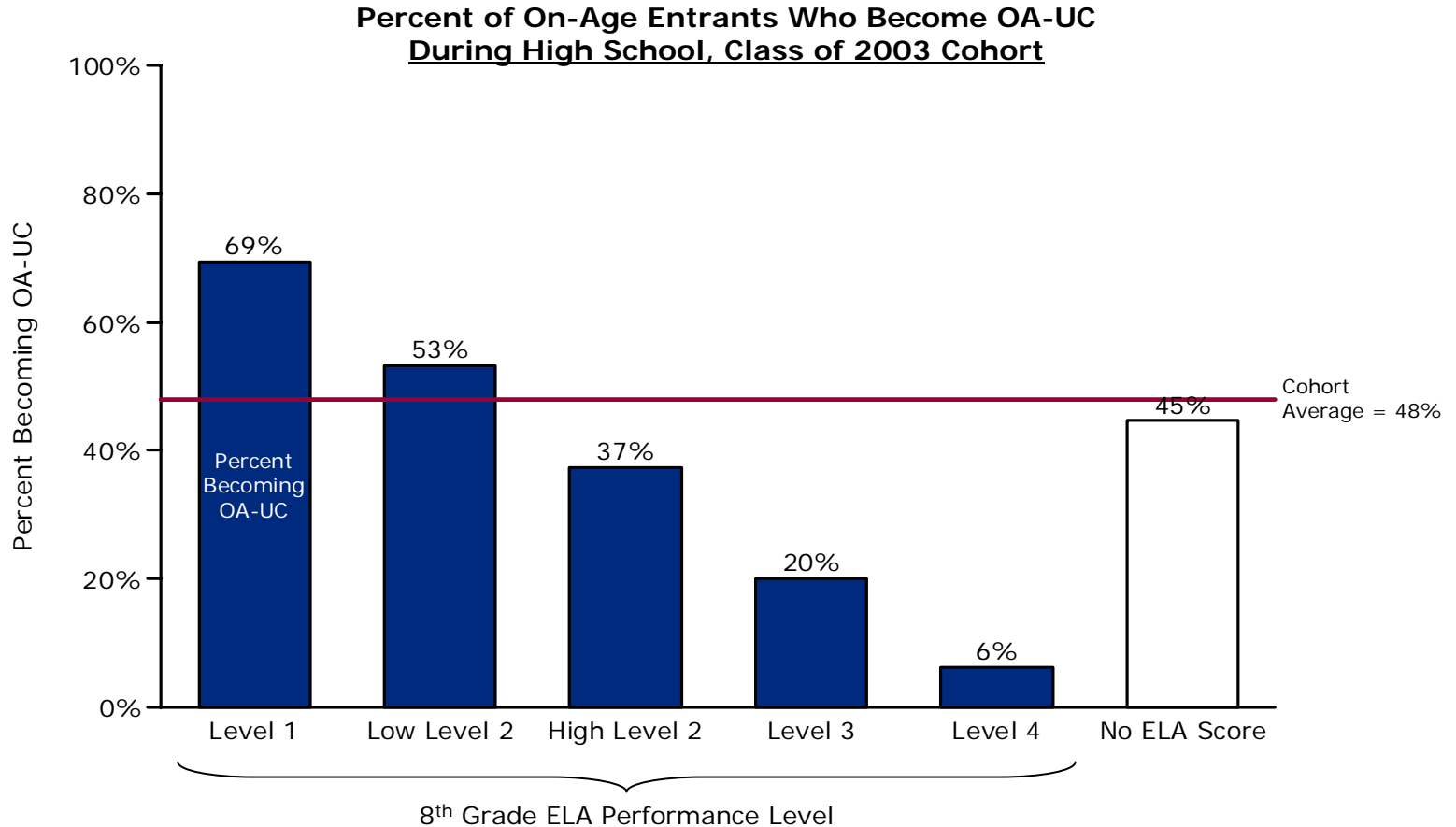


Note: Excludes District 75 students
Source: ATS Data

Profiling the Target Population

A Significant Number of Students Become OA-UC Regardless of Incoming Proficiency Levels

- 25% of students who enter high school on-age with at least a high Level 2 ELA score become overage and under-credited during high school

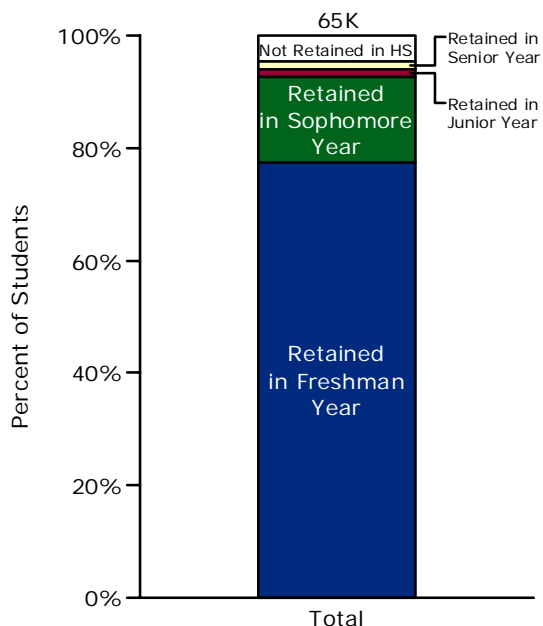


Profiling the Target Population

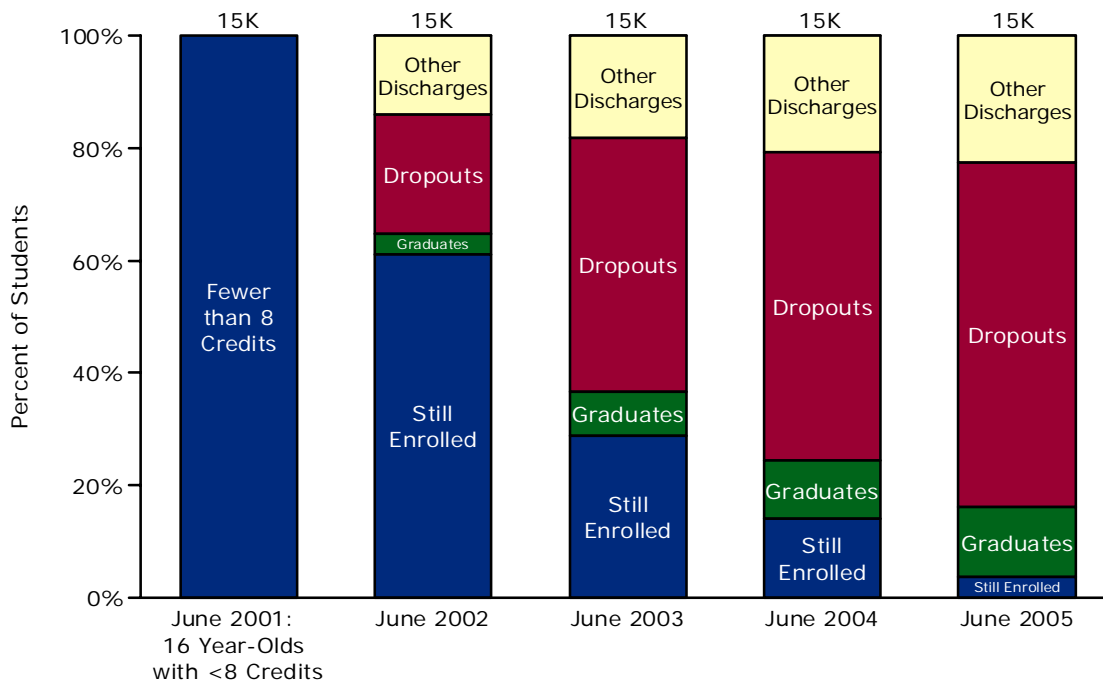
Overage and Under-Credited Students Fall Behind Early, and Leave the System Rapidly Once Becoming Off-Track

- 78% of OA-UC students were retained in freshman year; 93% were retained either as freshmen or sophomores
- 84% of students who are 16 years old with fewer than eight credits end up leaving the system

Year in Which Overage and Under-Credited Students Were First Retained



Progression of Age 16 – Less than 8 Credit Students, June 2001-05



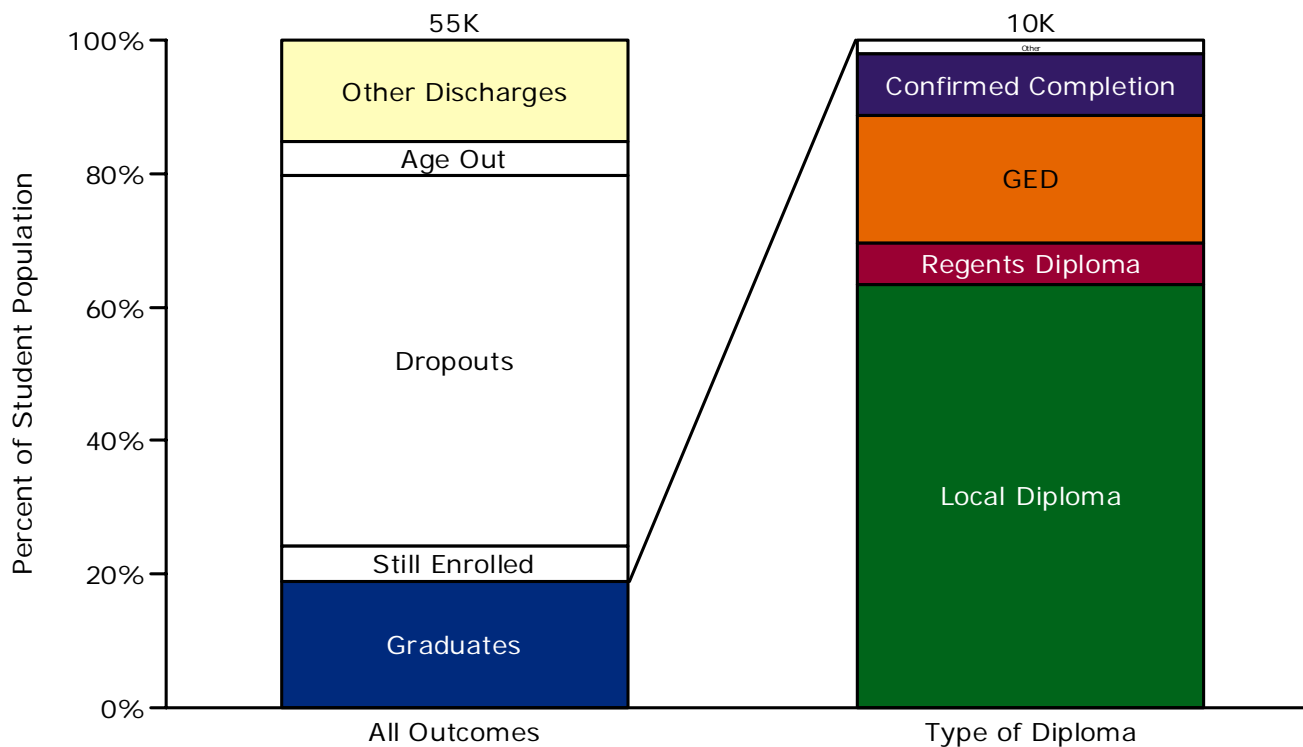
Cumulative Attrition Rate	35%	63%	76%	84%
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Profiling the Target Population

Only 19% of Overage and Under-Credited Students Ultimately Receive a High School Diploma or GED

- 6% of OA-UC graduates receive a Regents diploma (under prior definition of passing eight Regents), while GEDs account for 20% of OA-UC graduates

Age, School Type, and Credential of Overage and Under-Credited Graduates, June 2001 Cohort



Note: Excludes District 75 students; Excludes IEP diplomas; Confirmed Completion signifies proof presented of receipt of a high school diploma
Source: ATS Data

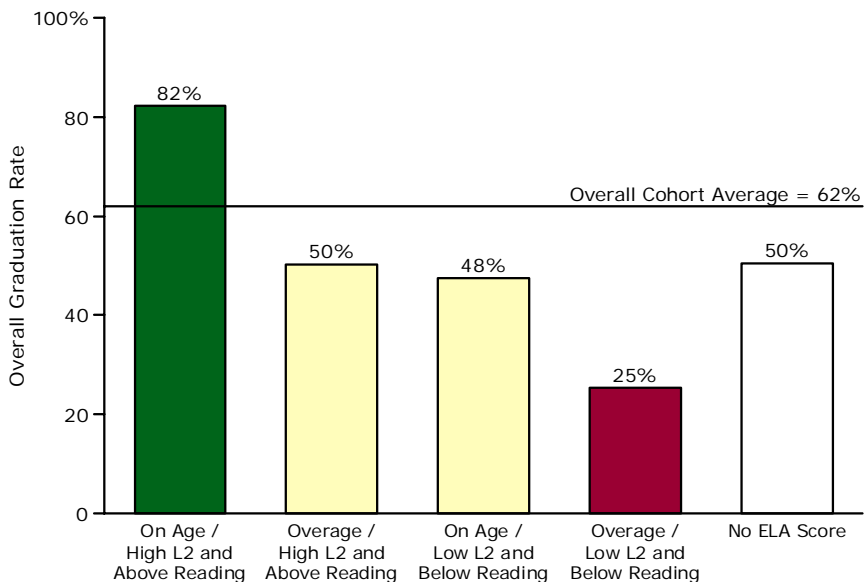
Profiling the Target Population

Once Students Become OA-UC, 8th Grade Proficiency Levels Do Not Drive Significant Variation in Graduation Rates

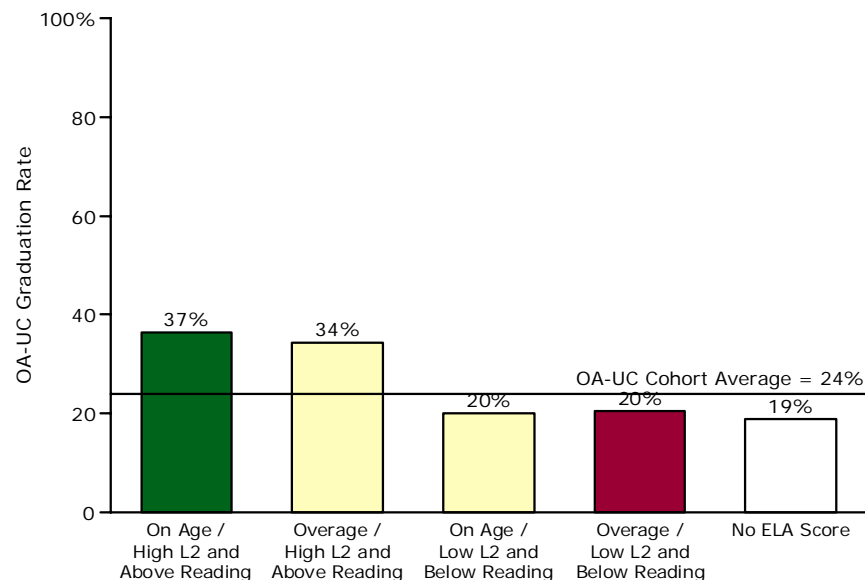
- Although incoming skills are important, they are not the sole determinant of student outcomes
 - Even well-prepared students – those entering on-age with at least a high Level 2 ELA score – graduate at only a 37% rate once becoming OA-UC (vs. 82% for the general population)

6-Year Graduation Rate by Age at HS Entry and 8th Grade ELA Level, Class of 2003 Cohort

All Entering Freshmen



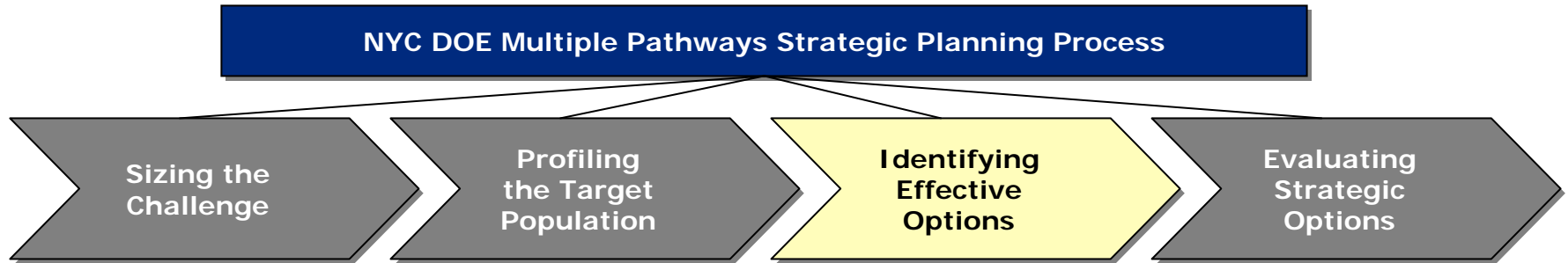
Overage and Under-Credited Students



Note: 6-year graduation rate (completion status as of June 2005); Excludes District 75 students, students who receive IEP diplomas and students with confirmed discharges

Identifying Effective Options

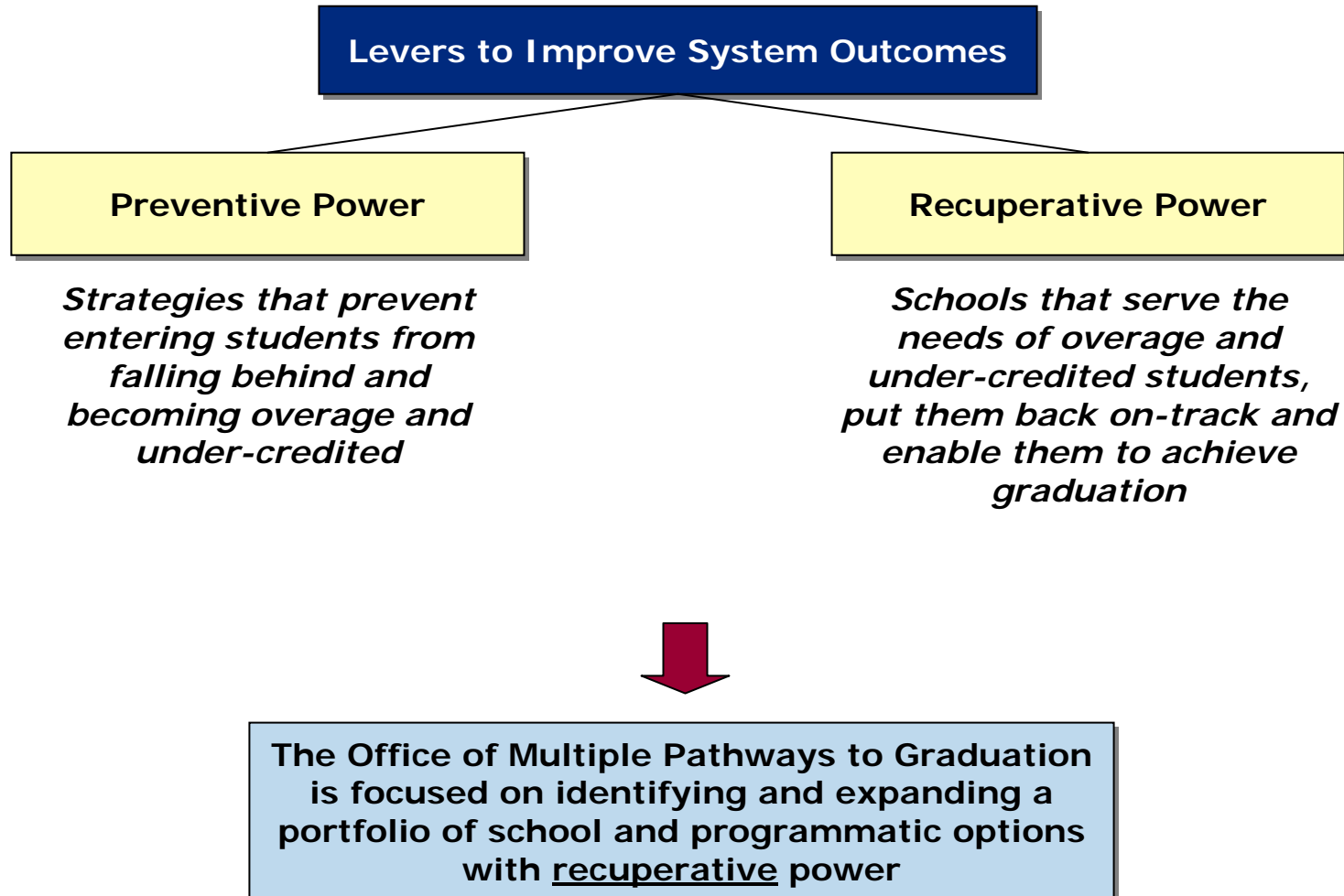
Core Analyses



- Focus on identifying options with *recuperative power* – the ability to graduate students who have become overage and under-credited
- Determine current enrollment patterns of OA-UC students
- Assess population served by alternative options (Multiple Pathways programs)
- Calculate graduation rates of OA-UC students by program type
 - Control for differences in population between various options
 - Identify proof points of success with OA-UC students, as well as invention challenges

Identifying Effective Options

Raising the System Graduation Rate Requires Prevention and Recuperation of Overage and Under-Credited Students



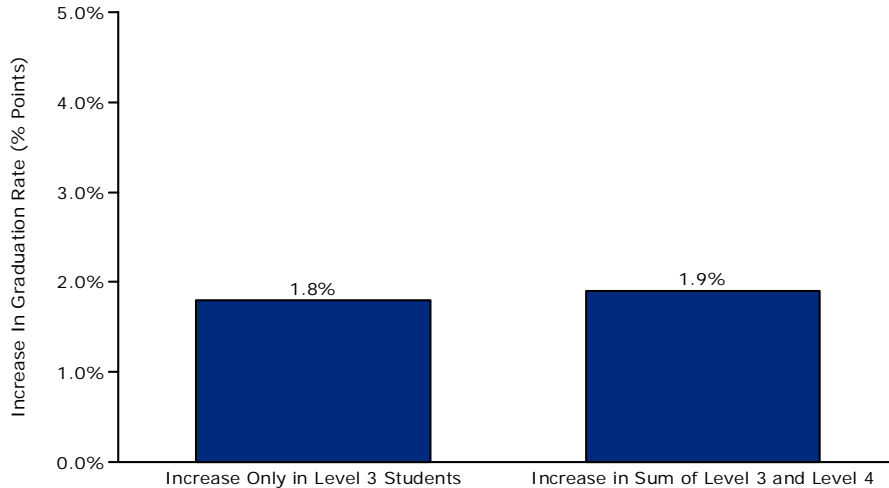
Secondary School Situation Assessment

Raising 8th Grade Exam Scores Is an Important Factor in Increasing Graduation Rates

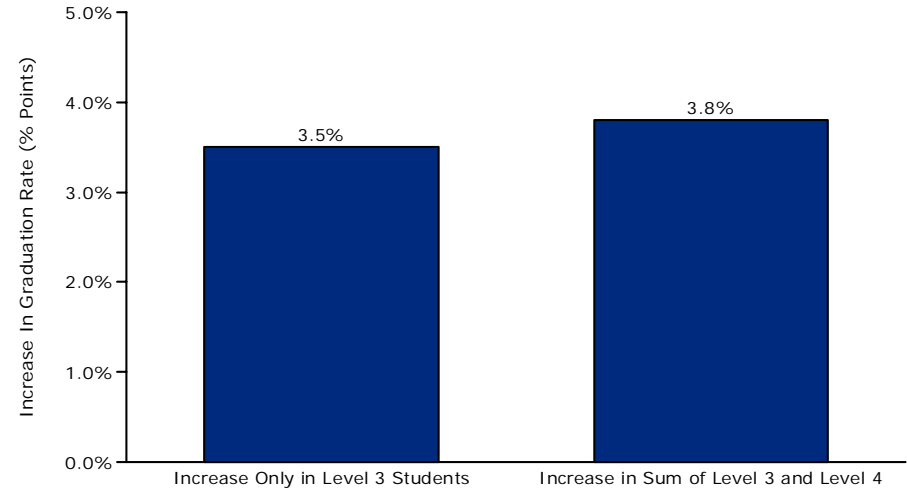
- Efforts to ease the transitional period from 8th to 9th grade may also provide a significant increase to the graduation rate

Estimated Increase in Four-Year Graduation Rates from Changes to 8th Grade ELA Scores

Increase by 5 Percentage Points



Increase by 10 Percentage Points



Note: Increases in L3 and L4 students portrayed were taken proportionately from HL2, LL2 and L1 categories.
Students who enter with no ELA score data graduate at 51%, seven points below the system average
Source: DAA

Identifying Effective Options

Portfolio School Designs and Instructional Strategies Will Enable Targeting of Specific Student Needs

School Designs

- Replicate conditions of small schools through personalization and effective design principles

Instructional Strategies

- Specific instructional initiatives aimed at reaching target student groups

Illustrative Examples

Preventative

- | | |
|--|---|
| <ul style="list-style-type: none">• New Small Schools• Small Learning Communities (SLCs)• School Closure | <ul style="list-style-type: none">• Adolescent literacy programs• Targeted academic interventions• AP and college-readiness initiatives• SPED & ELL improvements• Cross-curricular programs (CTE, AVID, etc.) |
|--|---|

Recuperative

- | | |
|--|--|
| <ul style="list-style-type: none">• Transfer Schools• YABCs• Redesigned GED Programs | <ul style="list-style-type: none">• Literacy across the curriculum<ul style="list-style-type: none">– Specialized literacy• Recuperative math program• SPED & ELL improvements |
|--|--|

Levers of change are a prerequisite for supporting program elements

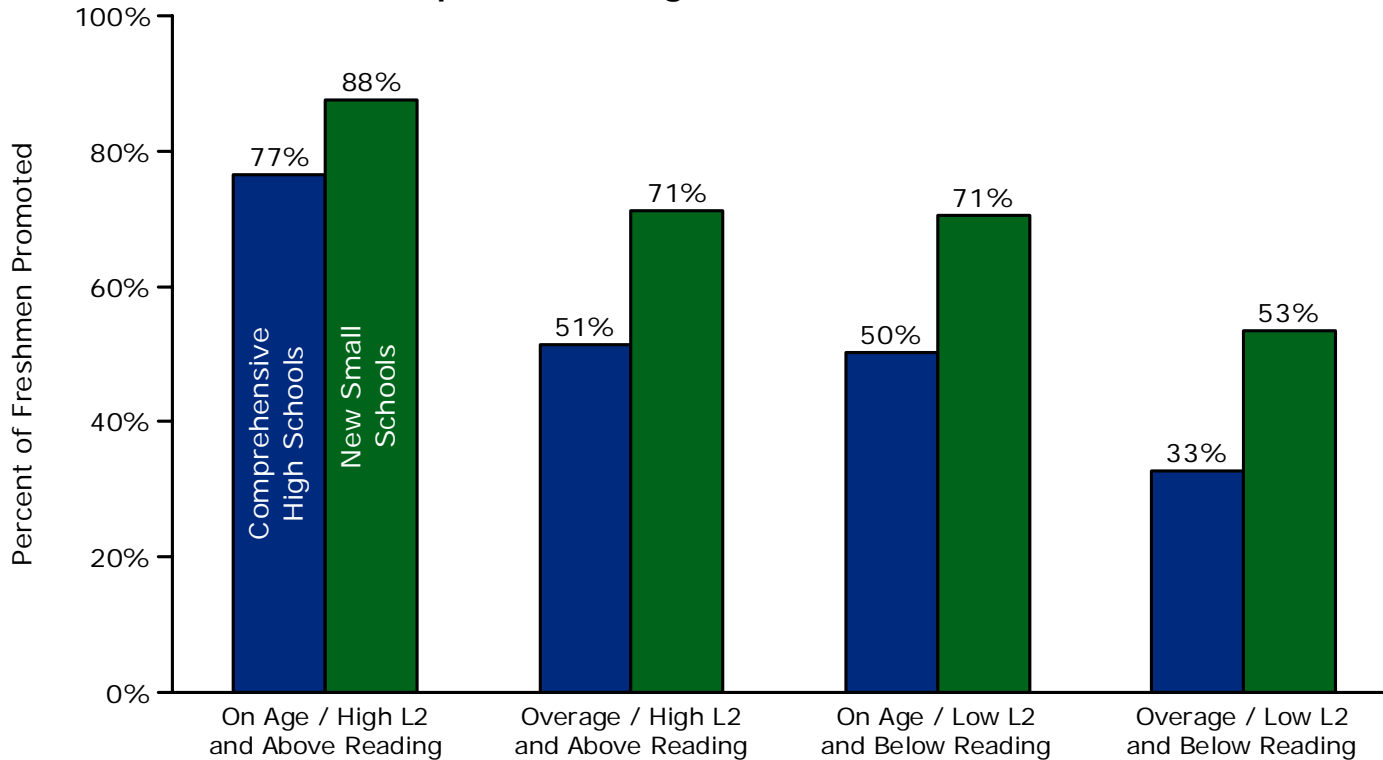
- Empowerment
- Leadership
- Accountability

Identifying Effective Options

New Small Schools Show Strong Promotion Power, with the Greatest Differentiated Performance Among Low-Level Readers

- Students who enter high school overage or with low level 2 or level 1 ELA levels have increased performance in new small schools, whereas the effect is smaller for students who are on track with a high level 2 or above ELA level

**Percent of 2004-05 First-Time Freshmen Earning 8 or More Credits
Comprehensive High Schools vs. New Small Schools**



Relative Improvement

13%

39%

40%

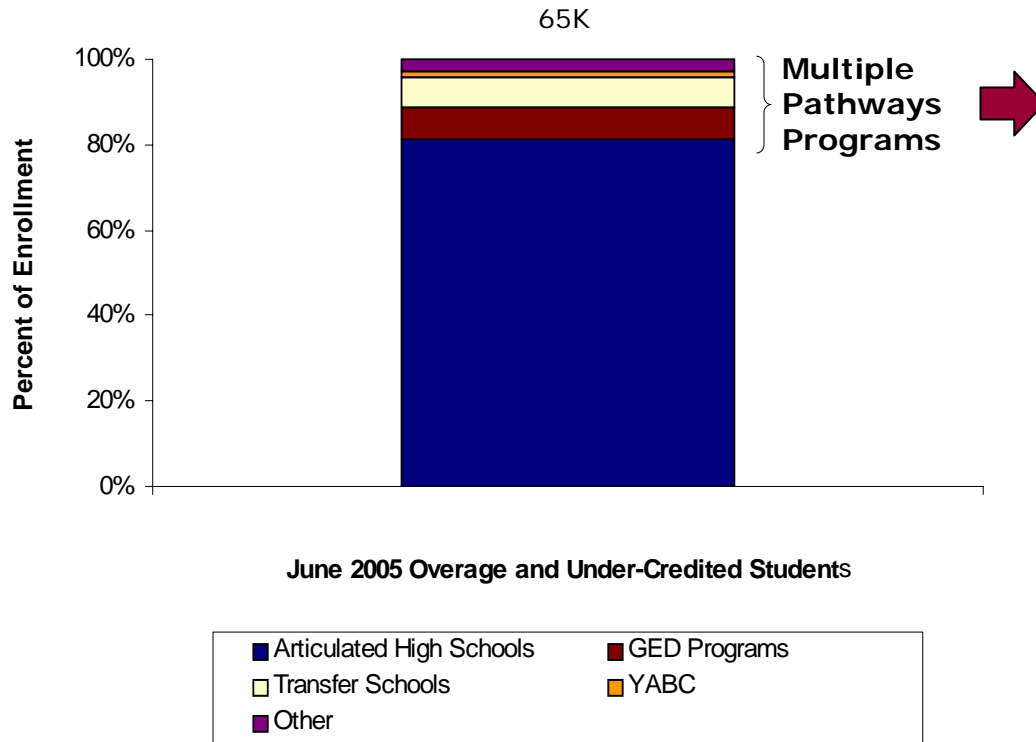
63%

Identifying Effective Options

78% of Overage and Under-Credited Students Are Enrolled in Articulated High Schools

- 16% of OA-UC students are enrolled in a Multiple Pathways program – GED Programs, Transfer Schools, or YABCs

**Enrollment Location of In-School
Overage and Under-Credited Student, June 2005**

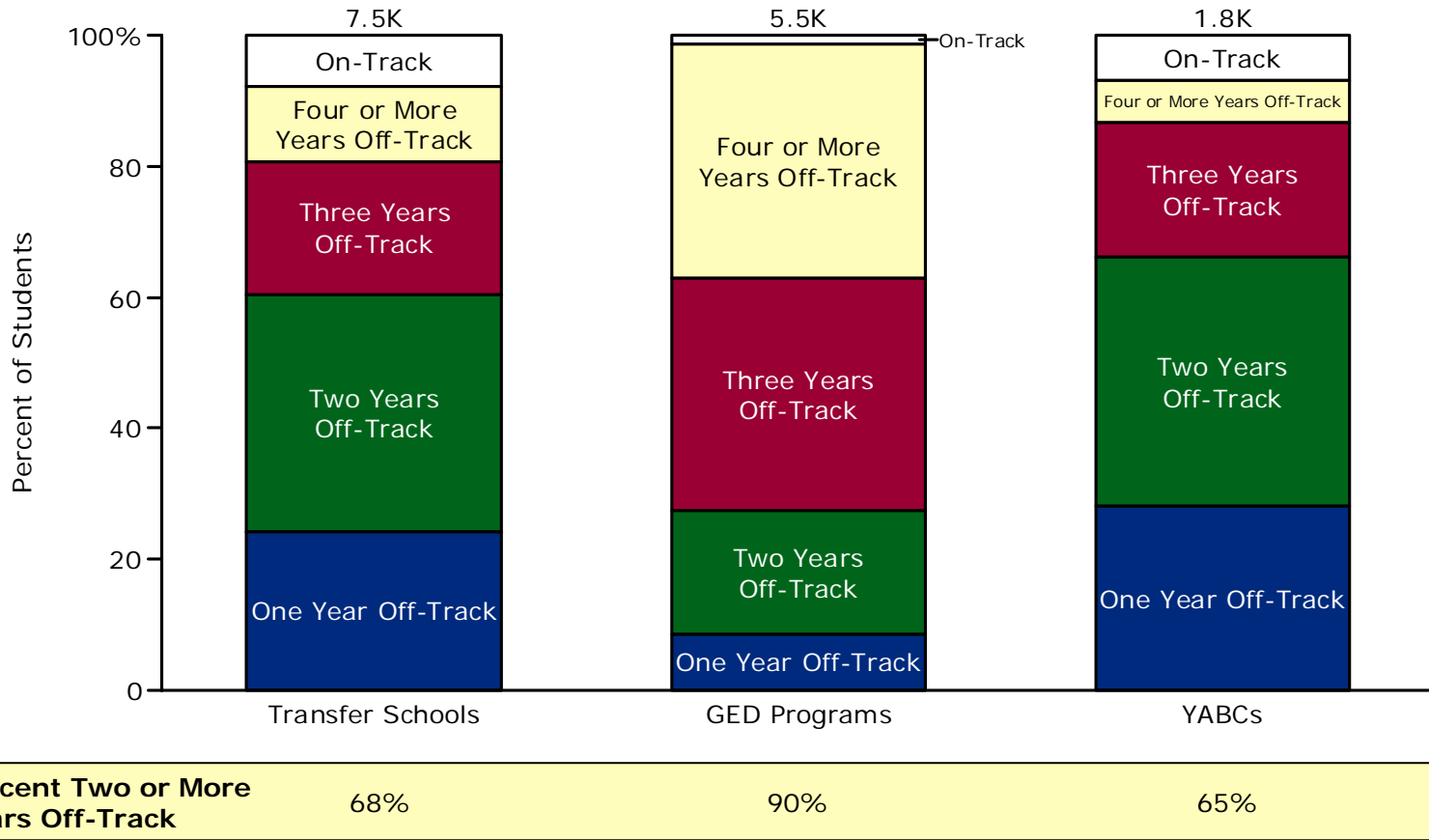


- Transfer Schools:** Small, academically rigorous, full-time high schools for students who have been enrolled in high school for at least one year and are far from promoting on grade level. Essential elements: personalized learning environment, rigorous academic standards, student-centered pedagogy, support to meet instructional and developmental goals, focus on connections to college.
- Young Adult Borough Centers (YABCs):** Small, full-time, evening academic programs designed for students who have been in high school for at least 4 years and have attained at least 17 credits. The YABC instructional model personalizes course offerings and programming so students can concentrate on only the credits required for diploma completion. A CBO partner at each site provides youth development support, career and college counseling, and assistance with job placement.

Identifying Effective Options

Students Who Transfer to Multiple Pathways Programs Are Typically Several Years Off-Track...

**June 2005 Multiple Pathways Enrollment
by Number of Years Off-Track at Admission**

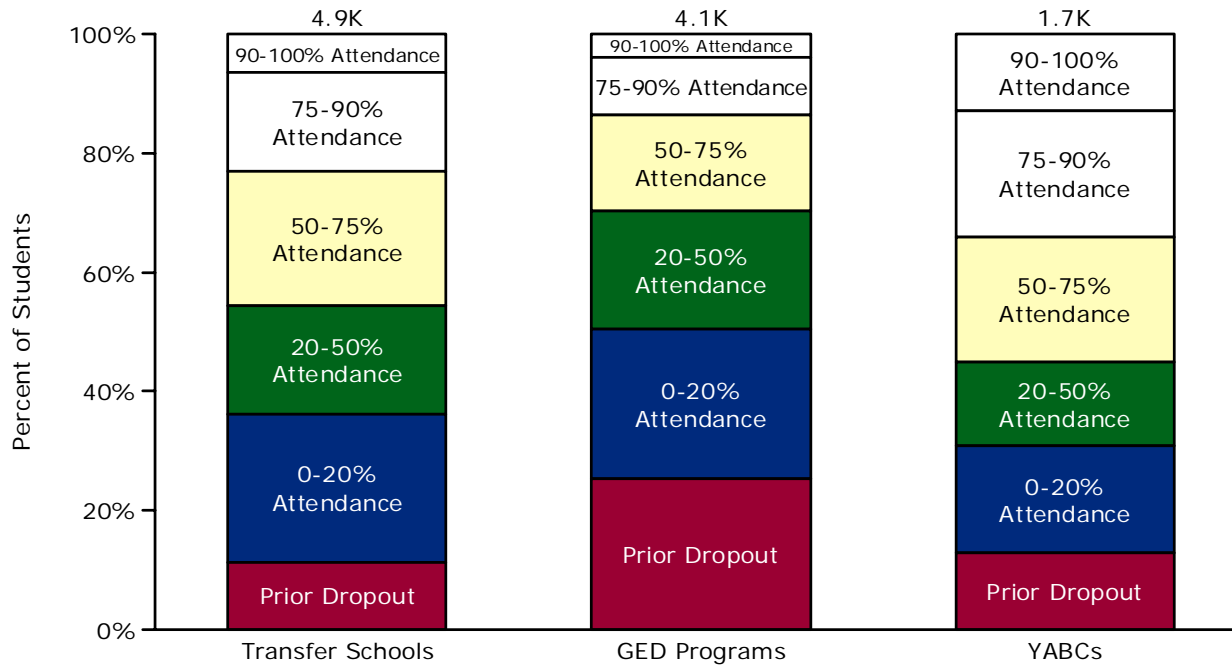


Note: Number of years off-track is defined by age and credit status at admission
Source: ATS Data

Identifying Effective Options

...And Disengaged from Previous High School Experiences

June 2005 Multiple Pathways Enrollment by Prior School Discharge and Attendance Status



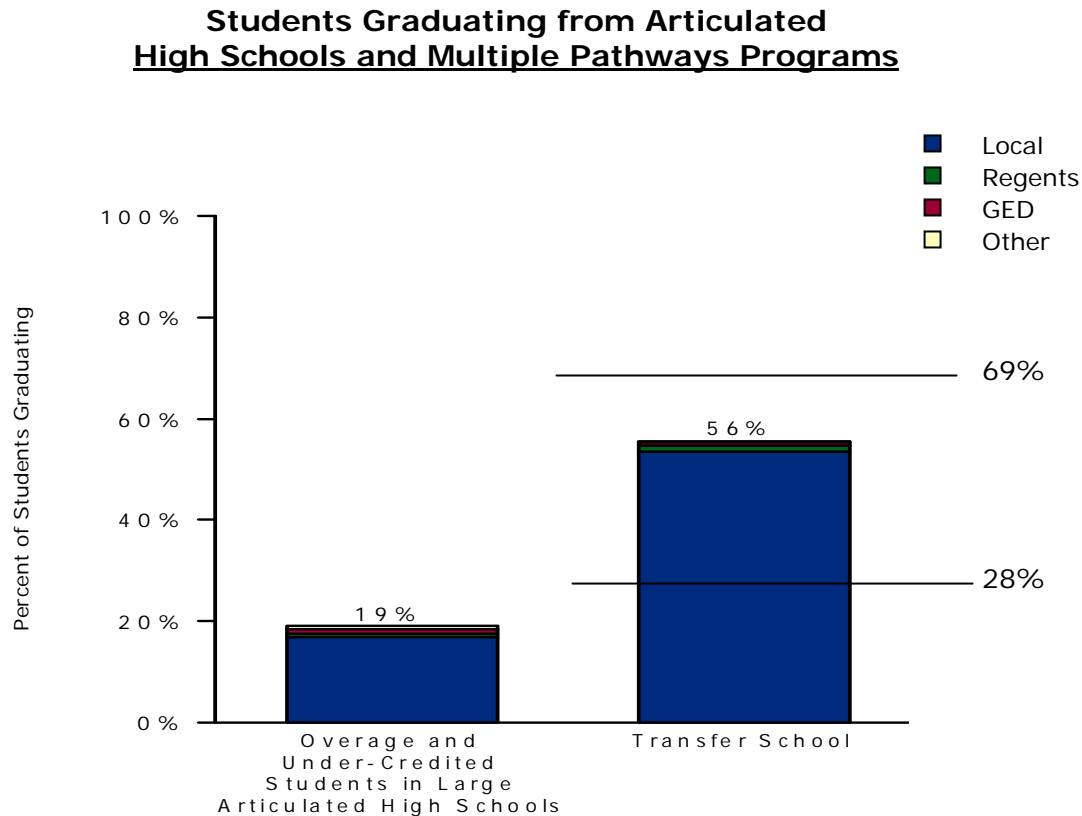
Percent Dropout or <50% Attendance Rate	Transfer Schools	GED Programs	YABCs
	54%	70%	45%



Multiple Pathways (MP) Programs generate graduates that are *incremental* to the Articulated High School system

Identifying Effective Options

Though Articulated HS Have Limited Recuperative Power, Transfer Schools Demonstrate Relative Success with OA-UC Students

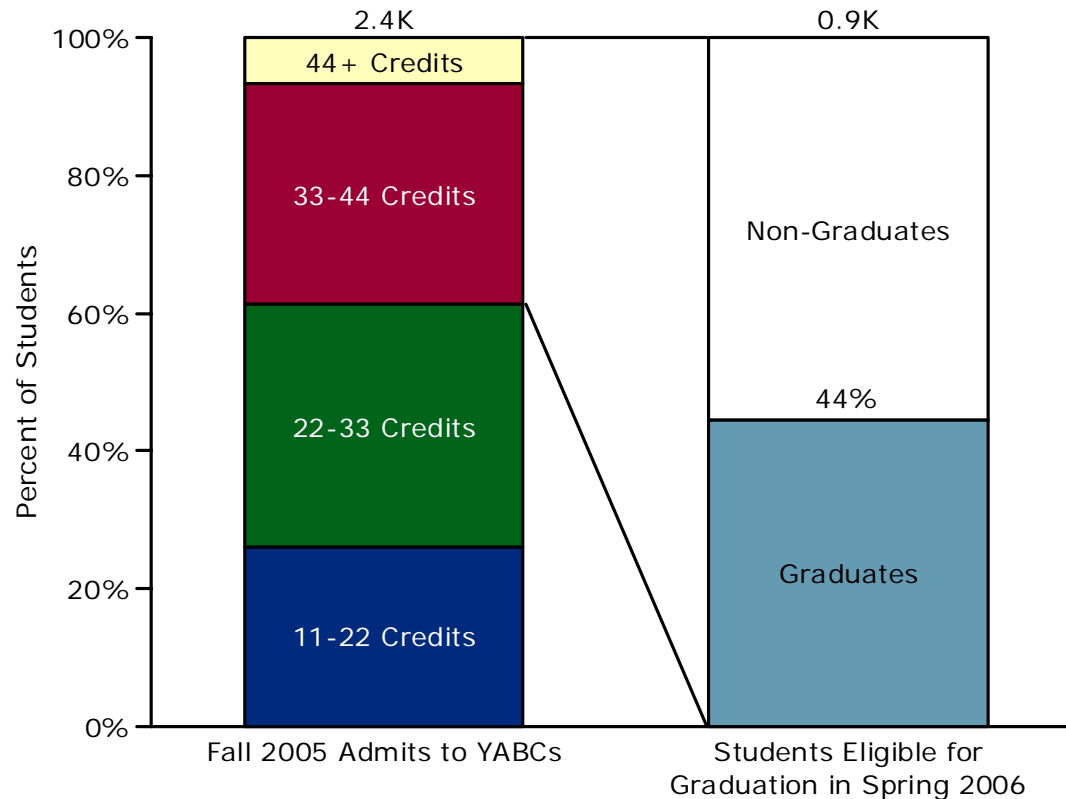


Identifying Effective Options

New YABC Model Converts 44% of Eligible Students to Graduates within One Year

- Of 941 students who entered YABCs with 33+ credits, 44% graduated within their first year of enrollment
- Ongoing analysis of new YABC programs will track longer-term outcomes

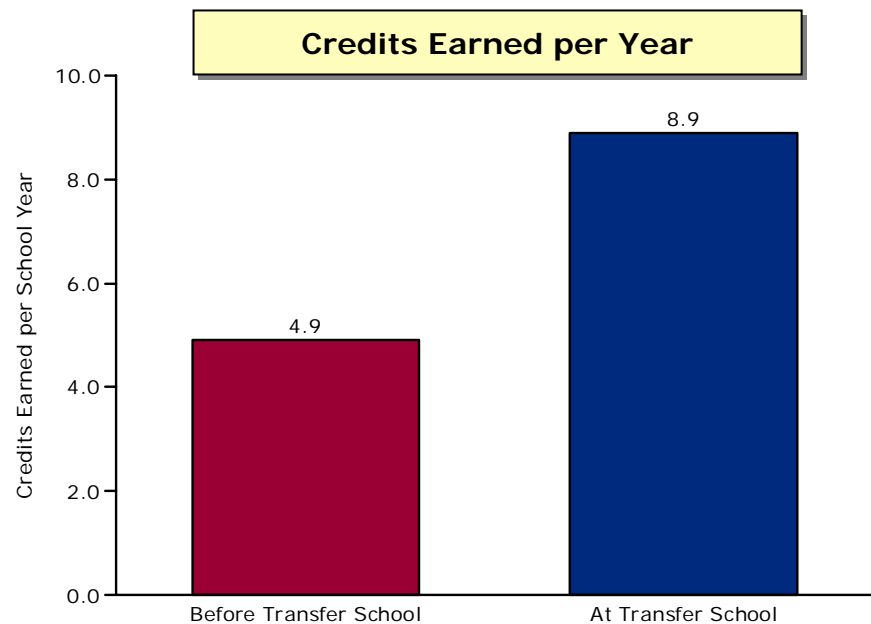
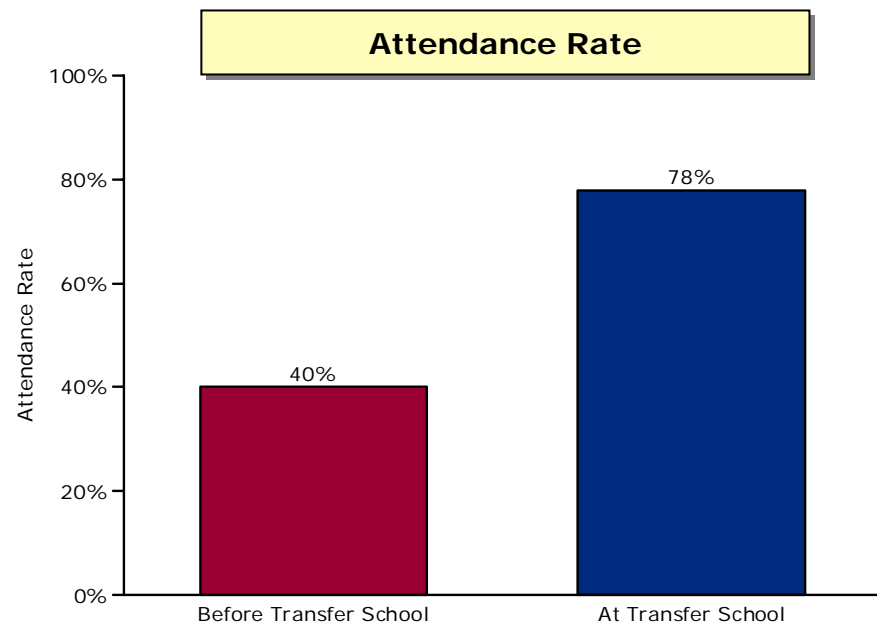
2005-06 YABC Admits and Graduates



Identifying Effective Options

Transfer Schools Effectively Re-Engage Students, Nearly Doubling Attendance Rates and Credit Accumulation

**Comparative Student Performance:
High School History Prior to Transfer School vs. After Enrolling at Transfer School**

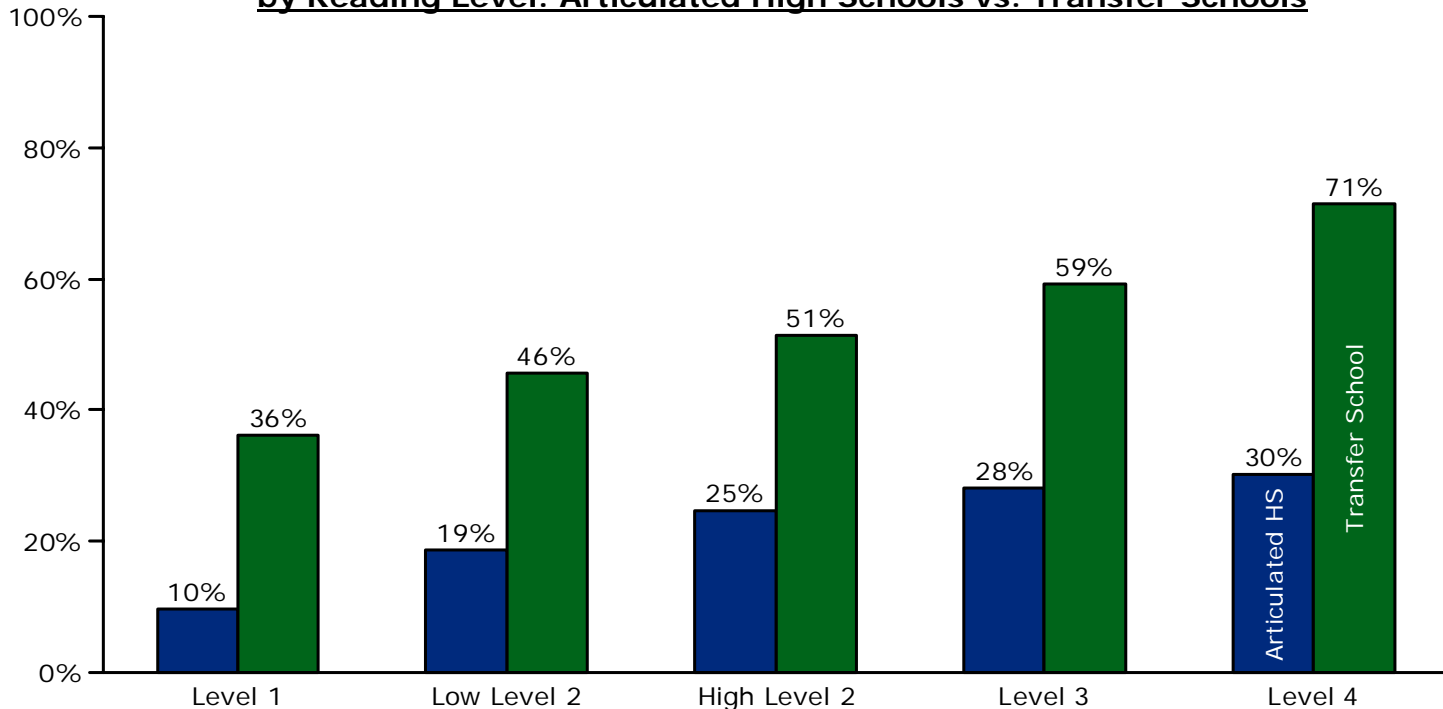


Identifying Effective Options

Transfer Schools Also Produce Differentiated Outcomes for Students of All Entering Reading Levels

- Relative improvement in performance is greatest for most challenged students

Overage and Under-Credited Seven-Year Graduation Rates by Reading Level: Articulated High Schools vs. Transfer Schools



Improvement vs. Artic. HS	278%	145%	109%	111%	137%
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Note: Articulated HS data is for students who are OA-UC in each segment in June 2001 and end in an Articulated HS; Transfer school data is calculated based on student credits and age at entry for the 2001-02 Transfer School cohort; Graduation rate excludes IEP diplomas
 Source: ATS Data

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- Multiple Pathways Strategic Plan: Rationale
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- **Barriers to Expansion: Policy Implications**
- Implications for Expansion

Policy Implications: Accountability

State and Federal Accountability Systems Are Misaligned with the Overage and Under-Credited Population

Challenges:

Objectives for Improvement:

Recommendation:

NCLB

- **Assigns students to cohorts too late**
 - Students are assigned to Transfer School accountability cohorts after spending several unproductive years at their Articulated High School
- **Solely focused on four-year graduation outcomes**
 - Four-year graduation is not a relevant benchmark for Transfer School students
 - Schools do not get credit for students who graduate after four years

- **Reward** Transfer Schools for graduating students **beyond the fourth year of high school**
- **Hold Articulated High Schools accountable** for generating overage and under-credited students

- Develop a **supplementary indicator system** for federal accountability.
- Align accountability measures to the **date students enter** transfer schools.

State

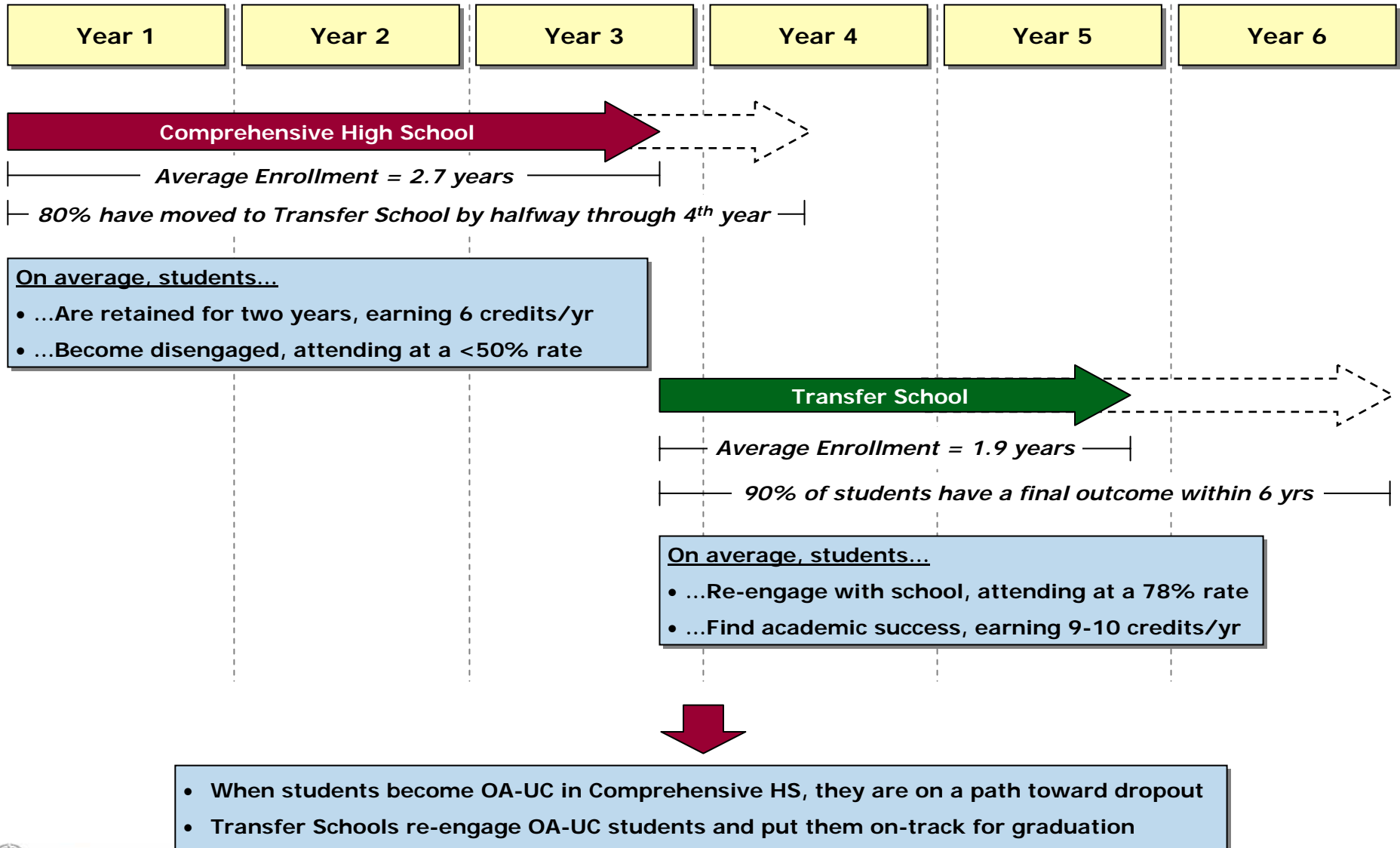
- **Alternative accountability system exists**
 - Schools with >50% transfer students are eligible for the New York State Supplementary Indicators system
- However, **metrics are varied, and not tied to ensuring students are on-track to graduation**
 - Choice of 8 possible metrics prohibits comparative evaluation of transfer school portfolio
 - Several metrics are not tied to progress towards graduation

- Create a **more uniform set of metrics** for evaluating Transfer Schools
- **Align metrics with** assessment of whether students are **on-track for graduation**
- Incorporate **value-added metrics** in order not to punish schools that accept the most challenged students

- Align accountability measures to the **date students enter** transfer schools.

Policy Implications: Accountability

Path of Transfer School Students in the Current System



Policy Implications: Competency-Based Education

- Meeting the instructional and support service needs of overage and under-credited students requires an alternate approach to current NYS Regulations.

Seat-Time Requirement

Challenges:

- Transfer school models must incorporate **strategies for credit acceleration** and **personalized programming** in order to meet needs of older, lower credit students.

Objectives for Improvement:

- Align State Regulations with identified best practices for transfer school students

Recommendation

- Allow transfer schools to award credit based on demonstrated competence aligned with state standards, not seat time. Maintain all Regents exam requirements.

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- **Implications for Expansion**

Evaluating Strategic Options

Expansion Strategy Will Create 90 New Multiple Pathways Schools and Programs Between Fall 2006 and Fall 2011

- In addition to already-completed capacity-building, Multiple Pathways programs will create:
 - 30 new Transfer Schools
 - 9 new GED models
 - 6 new YABCs
 - All 45 programs will also include Learning-to-Work

Year Opened	Transfer Schools 200 seats	New GED Models Varies (200 seat average)	YABCs 250 seats
<i>2005-06 (Completed)</i>	0	3	9
2006-07	1	5	3
2007-08	6	3	3
2008-09	6	1	
2009-10	7		
2010-11	5		
2011-12	5		
Total New Programs	30	9	6
Total Seats	6K	1.8K	1.5K

All 45 new programs will be supplemented with a Learning-to-Work CBO partner

Contact Information

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