



Conroe Independent School District

A REVIEW OF THE STUDENT BEHAVIOR MANAGEMENT SYSTEM

**Conducted by MGT of America, Inc.
for the Legislative Budget Board**

January 2011



LEGISLATIVE BUDGET BOARD

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January 20, 2011

Superintendent Don Stockton
Conroe Independent School District

Dear Superintendent Stockton:

The attached report reviews the management and performance of the Conroe Independent School District's (Conroe ISD) student behavior management system.

The report's recommendations will help Conroe ISD improve its overall performance as it manages student behavioral related issues. The report also highlights model practices and programs being implemented in Conroe ISD to manage student behavior.

The Legislative Budget Board engaged MGT of America, Inc. to conduct and produce this review, with LBB staff working in a contract oversight role.

The report is available on the LBB website at <http://www.lbb.state.tx.us>.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "John O'Brien".

John O'Brien
Director
Legislative Budget Board

cc:

Mel Brown
John Husbands
Ann Snyder
Gerald D. Irons Sr.
Ray Sanders
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CONROE INDEPENDENT SCHOOL DISTRICT

A REVIEW OF THE STUDENT BEHAVIOR MANAGEMENT SYSTEM

Conroe Independent School District (Conroe ISD) is a suburban school district located in Montgomery County, north of Houston in the southeast region of Texas. During school year 2008–09, Conroe ISD was the 19th largest school district in Texas, and one of the fastest growing districts in the state. The district includes the communities of Conroe, Cut and Shoot, Grangerland, Oak Ridge North, Shenandoah, and The Woodlands. Additional neighborhoods and unincorporated areas make up the rest of the district.

The district core curriculum incorporates the Texas Essential Knowledge and Skills (TEKS) and is measured annually by the Texas Assessment of Knowledge and Skills (TAKS). TEKS are also measured with benchmarks and campus designed common assessments. In school year 2008–09, Conroe ISD earned a Recognized rating from the Texas Education Agency (TEA) with 89.1 percent of its campuses receiving either an Exemplary or Recognized rating. The student completion rate was 98.2 percent.

Conroe ISD currently occupies 52 campuses over 348 square miles. There are 29 elementary schools, 9 intermediate schools, 6 junior high schools, 6 high schools, and 2 academies. During the school year 2008–09, Conroe ISD had 47,769 students and 5,842 full-time employees. The

district reports an average enrollment growth of 1,570 per year.

The district employs 3,082 professional teaching staff, 527 professional support staff, 160 campus administrators, and 37 central administrators.

Exhibit 1 shows that of the district’s 47,769 students, 61.7 percent are White, 27.5 percent are Hispanic, 6.8 percent are African-American, and 3.9 percent are classified as Other. For school year 2008–09, 32.4 percent of students were classified as economically disadvantaged. That number is significantly lower than the statewide rate of 56.7 percent. Conroe ISD’s percentage of students classified as Limited English Proficient (LEP) is 12.0 percent, slightly less than the state rate of 16.9 percent. Thirty-four percent of the district’s students have been identified as at-risk, as compared to the statewide level of 48.4 percent. Conroe ISD’s disciplinary placements—2.4 percent of total enrollment—are in line with the statewide percentage of 2.2 percent.

For fiscal year 2008–09, Conroe ISD had general fund expenditures of \$307.7 million, an increase of 4.3 percent, or \$12.8 million from the prior year. Expenditures from all funds amounted to \$347.4 million, a decrease of \$150.6

**EXHIBIT 1
CONROE ISD
STUDENT INFORMATION COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2008–09**

	CONROE ISD		TEXAS	
	COUNT	%	COUNT	%
Total students	47,769		4,728,204	
African American	3,233	6.8%	669,371	14.2%
Hispanic	13,148	27.5%	2,264,367	47.9%
White	28,495	61.7%	1,608,515	34.0%
Native American	248	0.5%	16,649	0.4%
Asian/Pacific Islander	1,645	3.4%	169,302	3.6%
Economically Disadvantaged	15,473	32.4%	2,681,474	56.7%
Limited English Proficient	5,751	12.0%	799,801	16.9%
Disciplinary Placements (2007–08)	1,217	2.4%	103,727	2.2%
At-risk	16,240	34.0%	2,285,954	48.4%

NOTE: The enrollment numbers cited in this exhibit may differ from those cited in subsequent exhibits due to the differing collection and reporting process of the Texas Education Agency.

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS).

million, or 30.2 percent from the prior year. The majority of Conroe ISD’s funding (54.4 percent) comes from local and intermediate sources, 45.4 percent from state sources, and 0.2 percent from federal sources.

The Conroe ISD Board of Trustees has oversight of the district and the superintendent manages and serves as chief executive of the district. The superintendent’s cabinet includes the superintendent of schools, the chief financial officer, the deputy superintendent of schools and the associate superintendent of schools.

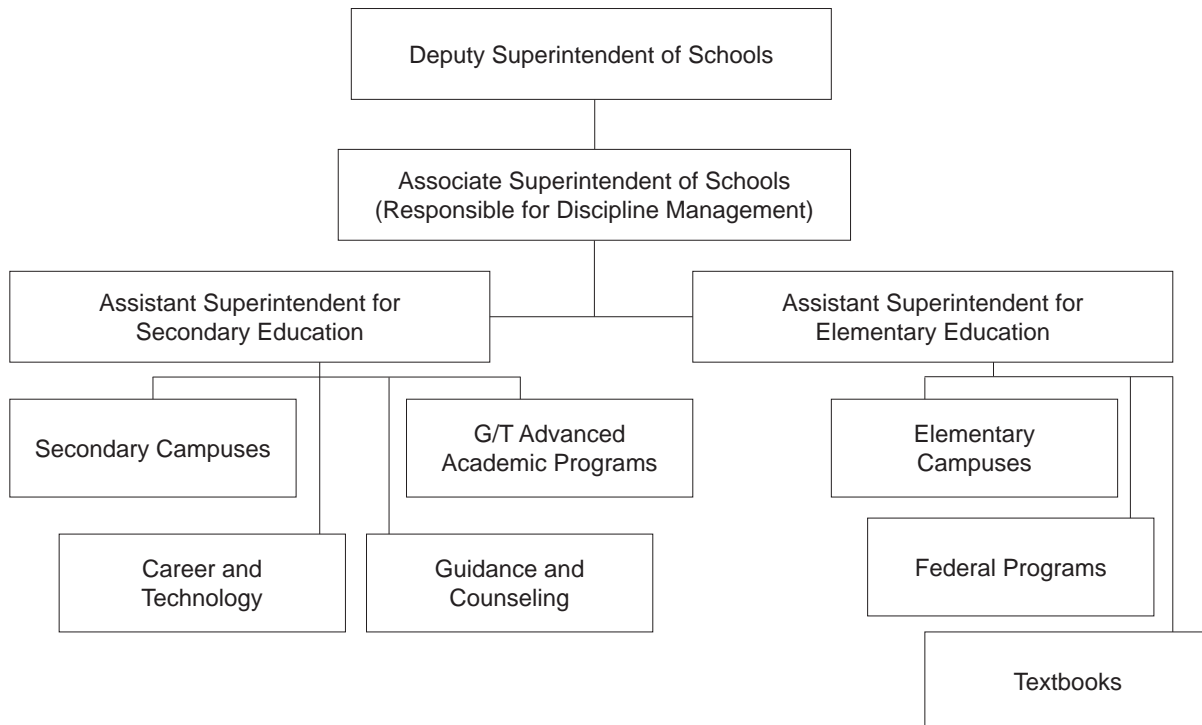
Exhibit 2 shows that the associate superintendent reports to the Deputy Superintendent of schools. This associate superintendent is responsible for all discipline management in Conroe ISD. The assistant superintendents of elementary and secondary education report to the associate superintendent. Interviews with central office staff and a review of the assistant superintendents’ job descriptions reveal that they are responsible for all management and instructional issues within their levels which includes overseeing the discipline alternative programs within their areas. However, oversight of these programs is not specified

in the job descriptions for these positions. The assistant superintendent for secondary education also serves as the liaison to the Montgomery County Juvenile Justice Alternative Education Program and the Juvenile Detention Center.

Disciplinary alternative education for Texas students can be implemented at the district or county level depending on the location of the school district. Because Conroe ISD is located in Montgomery County, the district’s students may be assigned to the county’s Juvenile Justice Alternative Education Program (JJAEP) as required by the state or placed in the pre adjudication program operated by the county. This report is organized based on these two divisions. The report provides a summary and description of accomplishments, findings, and recommendations for Conroe ISD based on document reviews, interviews, focus groups, and site observations during the visit to the district, and an overview of the Montgomery County operated alternative education services.

District practices are compared to the National Alternative Education Association (NAEA) Exemplary Practices and Quality Indicators of Alternative Education. NAEA states

**EXHIBIT 2
CONROE ISD ORGANIZATION
DISCIPLINE MANAGEMENT**



SOURCE: Conroe ISD, 2010.

that alternative education programs not observing best practices may, in effect, operate as “dumping grounds” for students with behavior problems or who are perceived as difficult to educate. Students are typically transferred into such schools involuntarily (perhaps as a “last chance”) before expulsion. The implementation of a design must reflect a genuine effort to keep students in school and to educate them in ways that are consistent with statewide academic standards.

ACCOMPLISHMENTS

- **The development and use of the Administrator Dashboard System allows Conroe ISD administrators to monitor for trends and changes in students’ academic performance and behavior on a daily basis.** Conroe ISD organizes its numerous behavior-related components to provide a systemic methodology to address student behavior issues. A key to creating one behavior system with numerous components has been the development of an electronic “dashboard” which draws data from numerous sources to create a single record for students and a behavior incident referral system called “View-IT.” Principals can choose the “threshold” of performance and monitor any student who falls below that threshold. For example, in the area of discipline management, a principal can set a threshold for the number of days a student has been assigned to OSS, ISS, Disciplinary Alternative Education Program (DAEP), and/or JJAEP, and identify the number of students who, at any time during the year, are at risk of failing due to disciplinary placements. This monitoring of current progress allows administrators to intervene during the year rather than at the end of the year when the students have already failed. This practice reflects a recommended best practice for alternative education by the National Governor’s Association (NGA) Center for Best Practices (2001) to develop data-driven measures for alternative programs and to improve “early warning systems” to identify lower-performing students.
- **The development and use of View-IT provides a two way communication system for regular educators and discipline alternative educators to maintain and share information about students placed in a discipline alternative setting.** View-IT was designed to make the student referral process more efficient, reduce workload, reduce the use of paper, and improve

communication among stakeholders involved in the referral process for the secondary campuses. View-IT ensures that teachers and appropriate administrators are notified when a student referral is made, that the teachers and parent/guardian are notified that the referral has been processed and the student is assigned an alternative placement. The View-IT program informs teachers of the length of the assignment, the number of days the teacher needs to provide student work, the progress the student is making during the placement, and when the student will return to the classroom. This communication provides all stakeholders the opportunity to collaborate about the student’s needs during the alternative placement to ensure maximum student success.

- **The collaboration between Conroe ISD and the Montgomery County Juvenile Justice Alternative Education Program (JJAEP) provides substantial staffing, instructional, and facility resources to the students of Montgomery County.** Conroe ISD and Montgomery County operate the county JJAEP jointly. Conroe ISD recruits, hires, trains, and evaluates the certified teaching staff for the JJAEP. The district also provides the same resource instructional support and materials that are provided to the district staff. While the district oversees the educational component of the program, the county provides and maintains an exemplary educational facility for the staff and students. The county also recruits, hires, trains, and evaluates the Juvenile Supervision Officers who monitor the classrooms and hallways in the building. The presence of the supervision officers helps to maintain order in the classroom which contributes to a positive learning environment. Observations and interviews with Conroe ISD administrators, Conroe ISD JJAEP teachers, and county staff reveal a strong collaborative relationship between the district and the county. This strong relationship has led to the continued success of this program.
- **Conroe ISD has established and funds programs to help prevent unnecessary student discipline referrals.** While not a formal component of the discipline management processes, the Community Outreach and Dropout Prevention Department established by the district provides a variety of services to students and to the community. The department manages several programs including a “Newcomers

Center,” migrant education program, and health clinics throughout the county. By addressing some of the challenges that students and their families encounter, these programs have the potential to reduce student drop-outs and referrals to the district’s disciplinary alternative education system.

FINDINGS

- **Conroe ISD does not conduct a comprehensive process or student performance evaluation of the components of the discipline management program.**
- **Conroe ISD has not conducted a recent financial cost-benefit analysis of the memorandum of understanding (MOU) agreement established between the district and Montgomery County Juvenile Board regarding the operation of the JJAEP.**

RECOMMENDATIONS

- **Recommendation 1: Develop and implement a program evaluation to measure the effectiveness of Conroe ISD’s OSS, ISS, elementary and secondary DAEPs, and the effectiveness and efficiency of the relationship with the JJAEP.** Conroe has not developed a process and method to evaluate the effectiveness and efficiency of the alternative programs within the district. The district should consider the challenges identified by administrators, counselors and teachers included in this report as a part of the discipline alternative program evaluation. The evaluation should focus on both process and student performance. The Conroe ISD Administrator’s Dashboard System has many features that allow it to gather data available from multiple sources in the district. The district should review the features of both the Administrator Dashboard and the View-IT systems to determine if they can provide an on-going data collection for the evaluation process. Conroe ISD’s Assessment and Evaluation Department should collaborate with the principal of the alternative campuses to identify an evaluation steering committee. There should be no additional cost to the district for including this evaluation into the annual evaluation cycle.
- **Recommendation 2: Conduct a cost-benefit analysis of the JJAEP at least every three years.**

Conroe ISD and Montgomery County Juvenile Probation Department have fostered and developed an exemplary working relationship to serve the students of the JJAEP. To ensure that the district is receiving the full value of its investment in the JJAEP, there should be a regular cost-benefit analysis conducted. Changes in teacher staffing at the JJAEP or enrollment numbers in the district could potentially alter the value of the benefit the district is receiving under the terms of the MOU. Regular analyses will ensure that the in-kind services provided remain fair and balanced. The cost-benefit analysis could be performed by the Conroe ISD Business office or the County Juvenile Probation Department at no additional cost to the district. The district has reported, that since the onsite visit they have conducted a brief cost-benefit analysis which resulted in an increase in the discretionary student cost per day that Conroe ISD receives from the sending districts.

DISTRICT STUDENT BEHAVIOR MANAGEMENT INITIATIVES

Like most districts in Texas, Conroe ISD uses numerous behavior management provisions for students who commit offenses against the district student code of conduct. These provisions include out-of-school suspension (OSS), in-school-suspension (ISS), and elementary and secondary disciplinary alternative education programs (DAEP). Interviews with district administrators revealed that, under the leadership of the superintendent, the district has designed a more systemic approach to both academics and student discipline. The district’s discipline philosophy revolves around helping students, but safety comes first. Safety includes the following:

- ensuring safe schools;
- preventing discipline offenses;
- providing discipline consequences that have the least negative academic impact; and
- supporting students after the consequence has been assigned.

The district addresses safety issues by having two full-time drug dogs and one bomb dog which are rotated around the district daily. The Secondary Code of Conduct states that these dogs are specially trained, non-aggressive dogs to sniff out and alert officials to the presence of concealed prohibited items, illicit substances defined in LEGAL Policy FNCE, and alcohol. The Code states that the program was implemented

in response to drug- and alcohol-related problems in district schools, with the objective of maintaining a safe school environment conducive to education. Visits to schools are unannounced. The dogs sniff vacant classrooms, vacant common areas, the areas around student lockers, and the areas around vehicles parked on school property. The dogs are not used with students. If a dog alerts to a locker, a vehicle, or an item in a classroom, it may be searched by school officials. There are also random contraband searches on every third bus route. In addition, the district police department provides a 24-hour phone line to receive and react to information relating to drugs, weapons, fighting, bullying, and other crimes or fears of possible crimes occurring on campuses. A 1-888-KidChat phone line provides students, parents and personnel an avenue for becoming a “silent hero.” The process ensures confidentiality and anonymity of the caller’s identity and is associated with the Montgomery County Crime Stoppers Program. The district provides at least one police officer at the junior and senior high schools, and two officers during busy times of the day.

Beyond the immediate safety issues, Conroe ISD organizes its numerous behavior-related components to provide a systemic methodology to address student behavior issues. A key to creating one behavior system with numerous components has been the development of an electronic “dashboard” which draws data from numerous sources to create a single record for students and a behavior incident referral system called “View-IT.”

The dashboard provides extensive academic and behavior data to campus administrators. Among the many features of the district-developed dashboard is the ability to identify thresholds of academic or behavior issues and identify students who fall below those thresholds, indicating that they might be in crisis. For example, the dashboard can identify all of the students who have failed one or more courses within a grading period, all of the students who have been absent more than five days, or which students have been referred to the principal more than a given number of times in a given period of time. Thresholds can also be set for student group review, that is, how many special education students have been referred to discipline alternative settings in a given period of time. Such a threshold review allows the district to monitor for overrepresentation of any given group in an alternative setting. This constant review of thresholds also allows administrators to identify students in need of academic or behavior interventions, rather than waiting until

the student has failed or has been placed in an alternative setting. The dashboard is essential to data-driven decision-making in all areas of the district.

The second district-developed electronic tool is the Conroe ISD Discipline Incident Referral System, View-IT. The system was designed to make the referral process more efficient, reduce workload, reduce the use of paper, and improve communication among stakeholders involved in the student referral process for the secondary campuses. The electronic process is as follows:

- Staff member initiates the referral;
- Referral is posted as an open referral;
 - The teacher receives an e-mail that the referral was forwarded to the assistant principal
 - The assistant principal receives an e-mail notifying them that they have a referral to process
- Assistant principal processes the referral;
 - Conferences with student
 - Determines consequences
 - Completes discipline referral and assigns ISS/DAEP
 - E-mail is sent to parents (optional)
 - E-mail is sent to staff that initiated referral
 - E-mail is sent to student’s teachers notifying them of placement and requesting assignments
- Student assignments; and
 - Classroom teacher receives e-mail and clicks on assignment link in View-IT
 - Classroom teacher enters assignments for each day and attaches any other documents
 - Classroom teacher repeats process for each day on same sheet
 - Teacher submits assignment sheet
 - ISS/DAEP teacher administers assignments
 - Student completes assignments
 - Classroom teacher receives daily progress report on student assignment completion

- ISS/DAEP teacher logs completion status of assignments and submits
- Release of student.
 - Assistant principal receives an e-mail notification of release of student and completion of assignments
 - Classroom teacher receives an e-mail notification of release of student and completion of assignments

In addition to the referral process, the system provides positive feedback to students and parents through the Students Achieving Excellence (SAE) program which is an automated process that notifies parents and administrators when a student has done something positive or beyond the call of duty. It also has a feature to report to parents when students are Never Ever Absent or Tardy (NEAT).

While not a formal component of the discipline management processes, the Community Outreach and Dropout Prevention (CODP) department established by the district

provides a variety of services to students and to the community. The department manages several programs including a “Newcomers Center,” and migrant education program. The CODP department also networks with health clinics throughout the county to assist families with obtaining health services. By addressing some of the challenges that students and their families encounter, these programs have the potential to reduce student drop-outs and referrals to the district’s disciplinary alternative education system. The Newcomers Center, for instance, assists students and families that are new to the district in understanding school requirements and providing translation services. By bridging some of the cultural differences between new students and district expectations, these services provide a foundation for new students to understand what is expected of them in classrooms and school common areas.

Exhibit 3 shows Conroe ISD’s student incident report for school year 2008–09. This table is compiled from data gathered through the Public Education Information Management System (PEIMS). The data in this exhibit is divided between actions leading to ISS, OSS, DAEP, and

**EXHIBIT 3
CONROE ISD
COUNTS OF STUDENTS AND ACTIONS BY DISCIPLINE ACTION GROUPS AND REASONS
SCHOOL YEAR 2008–09**

DISCIPLINE REASON	ISS		OSS		DAEP		JJAEP	
	STUDENTS	ACTIONS	STUDENTS	ACTIONS	STUDENTS	ACTIONS	STUDENTS	ACTIONS
04-Controlled Substance/Drugs	10	10	75	84	102	104	12	12
05-Alcohol Violation	13	18	19	19	30	30	*	*
07-Public Lewdness/Indecent Exposure	*	*	8	8	8	8	0	0
12-Illegal Knife	*	*	6	7	6	6	9	9
20-Serious/Persistent Misconduct	*	*	30	41	121	133	31	31
21-Violated Local Code of Conduct	4,964	12,998	1,189	1,924	609	803	19	19
22-Criminal Mischief	0	0	5	5	7	7	*	*
26-Terroristic Threat	*	*	5	6	6	6	*	*
27-Assault-District Employee	*	*	*	*	5	5	*	*
28-Assault-Nondistrict Employee	11	12	44	52	54	60	0	0
30-Agg Assault-Non-district Employee	*	*	*	*	*	*	5	5
33-Tobacco	46	50	13	13	6	6	0	0
36-Felony Controlled Substance Violation	*	*	19	22	21	21	36	36
41-Fighting/Mutual Combat	406	461	316	365	73	75	0	0

*Numbers less than five have not been cited due to the Family Educational Rights and Privacy Act (FERPA) 34CFR Part 99.1 and Texas Education Agency procedure OP 10–03.

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

JJAEP assignments for students and reports the number of students and the number of actions for each.

As is common in other school districts, the majority of Conroe ISD student assignments to ISS, OSS, and DAEP are due to violations of the district’s student code of conduct. During school year 2008–09, 4,964 students were assigned to ISS for committing 12,998 violations of the district’s student code of conduct. During this same year 1,189 students were assigned to OSS for committing 1,924 violations. There were 609 students assigned to DAEP for 803 student code of conduct violations and 19 students assigned to the JJAEP for student code of conduct violations. Student code of conduct violations include a broad range of infractions such as disregard of authority, mistreatment of

others, property offenses, possession or use of prohibited items, and misuse of computers and the Internet.

During the school year 2008–09, 461 incidents of fighting or mutual combat resulted in 406 student assignments to ISS. A smaller number of more serious incidents of fighting or mutual combat resulted in 316 student assignments for 365 incidents to OSS. There were 73 students assigned to DAEP for committing 75 actions of fighting/mutual combat. Student violations regarding controlled substances resulted in 10 student assignments to ISS, 75 student assignments to OSS, 102 student assignments to DAEP and 12 student assignments to the JJAEP.

Exhibits 4 and 5 show Conroe ISD discipline actions that resulted in ISS, OSS, DAEP, and JJAEP assignments for

**EXHIBIT 4
CONROE ISD
COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY DISCIPLINE ACTION GROUPINGS BY ETHNICITY, GENDER, ECONOMIC DISADVANTAGE, AND AT-RISK
SCHOOL YEAR 2007–08**

STUDENT GROUP	ALL STUDENTS	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	FEMALE	MALE	SPECIAL ED	ECO DIS	AT-RISK
Total Students	49,746	3,512	1,632	13,119	253	31,230	24,257	25,489	4,940	15,726	16,303
ISS Actions	15,269	2,315	128	4,825	127	7,874	4,090	11,179	2,884	7,536	8,740
ISS Students	5,636	770	66	1,696	44	3,060	1,679	3,957	979	2,563	2,907
ISS Percent	11.3%	21.9%	4.0%	12.9%	17.4%	9.8%	6.9%	15.5%	19.8%	16.3%	17.8%
OSS Actions	3,556	595	25	1,078	38	1,820	855	2,701	705	1,937	2,158
OSS Students	1,999	337	19	599	19	1,025	547	1,452	396	1,057	1,173
OSS Percent	4.0%	9.6%	1.2%	4.6%	7.5%	3.3%	2.3%	5.7%	8.0%	6.7%	7.2%
DAEP Actions	1,740	291	16	539	19	875	422	1,318	349	851	1,120
DAEP Students	1,166	190	13	358	12	593	318	848	233	566	713
DAEP Percent	2.3%	5.4	0.8%	2.7%	4.7%	1.9%	1.3%	3.3%	4.7%	3.6%	4.4%
JJAEP Actions	160	*	0	46	*	96	29	131	35	74	111
JJAEP Students	157	*	0	45	*	94	28	129	35	73	107
JJAEP Percent	0.3%	*	0	0.3%	*	0.3%	0.1%	0.5%	0.7%	0.5%	0.7%

*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 5
CONROE ISD
COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEAR 2008–09**

STUDENT GROUP	ALL STUDENTS	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	FEMALE	MALE	SPECIAL ED	ECO DIS	AT RISK
Number of Students	51,388	3,656	1,728	14,229	280	31,495	25,105	26,283	4,671	16,699	17,191
ISS Actions	13,566	1,846	113	4,902	84	6,621	3,563	10,003	2,425	6,981	8,296
ISS Students	5,150	674	55	1,718	36	2,667	1,571	3,579	849	2,429	2,828
ISS Percent	10.0%	18.4%	3.2%	12.1%	12.9%	8.5%	6.3%	13.6%	18.2%	14.6%	16.5%
OSS Actions	2,557	417	16	823	8	1,293	570	1,987	535	1,448	1,619
OSS Students	1,574	269	13	503	7	782	398	1,176	320	847	939
OSS Percent	3.1%	7.4%	0.8%	3.5%	2.5%	2.5%	1.6%	4.5%	6.9%	5.1%	5.5%
DAEP Actions	1,275	188	*	393	*	682	266	1,009	175	630	855
DAEP Students	870	130	*	252	*	479	194	676	134	413	548
DAEP Percent	1.7%	3.6%	*	1.8%	*	1.5%	0.8%	2.6%	2.9%	2.5%	3.2%
JJAEP Actions	136	*	0	47	*	71	23	113	26	59	102
JJAEP Students	132	*	0	45	*	69	22	110	25	56	97
JJAEP Percent	0.3%	*	0.0%	0.3%	*	0.2%	0.1%	0.4%	0.5%	0.3%	0.6%

*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10–03.
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.
SOURCE: Texas Education Agency, PEIMS.

school years 2007–08 and 2008–09, respectively. The data are grouped by student ethnicity and gender, as well as student designation, such as special education, economically disadvantaged, and at-risk. Special education students are those identified as having a disability or special need as defined by federal law and are therefore eligible to receive special education services. Economically disadvantaged students are those identified as eligible for free or reduced-price lunches or for other public assistance. An at-risk student is identified as being at-risk of dropping out of school based on state-defined criteria. Some of the at-risk criteria include students who:

- did not advance from one grade to the next for one or more years;

- have not performed satisfactorily on assessment tests;
- are pregnant or are parents;
- have been placed in an alternative education setting during the preceding or current year;
- have been expelled from school;
- are on parole, probation, deferred prosecution, or other conditional release;
- have previously dropped out of school;
- are students with limited English Proficient; or
- are homeless.

From school year 2007–08 to 2008–09, Conroe ISD experienced a decline in the number of infractions committed, as well as the number of students receiving a discipline referral. ISS actions, for instance, decreased among all students from 15,269 actions for 5,636 students to 13,566 actions for 5,150 students. This represents a decrease of students involved in incidents requiring a placement to ISS of almost 8.62 percent for this period. OSS actions also decreased from school year 2007–08 to 2008–09 by 999, while the number of students involved in committing these incidents decreased by almost 21.3 percent. Similar to ISS and OSS, DAEP and JJAEP placements also declined during this same period.

Exhibit 6 presents a graphical comparison of Conroe ISD’s ISS, OSS, and DAEP assignment percentages for each student group for school year 2008–09. As this exhibit shows, trends among each of the student groups assigned to ISS, OSS, and DAEP remain relatively consistent; however, ISS is the alternative used most in the district.

OUT-OF-SCHOOL SUSPENSION

The district includes OSS as a disciplinary placement option. Students may be suspended for no more than three school days per behavior violation, with no limit on the number of times a student may be suspended in a semester or school year. OSS may be assigned for any behavior listed in the code

as a general conduct violation, DAEP offense, or expellable offense.

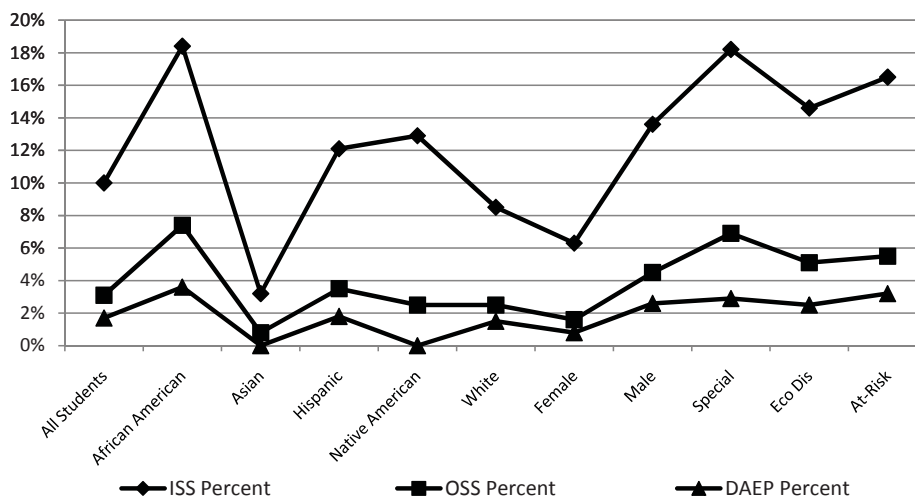
District procedures require an administrator conference with a student suspected of a conduct violation and provide an opportunity for the student to explain the circumstances. In deciding whether to order suspension, the administrator must take into consideration:

- Self-defense;
- The student’s disciplinary history;
- The student’s intent or lack of intent at the time the student engaged in the conduct; or
- Whether or not the student suffers from a disability that substantially impairs the student’s capacity to appreciate the wrongfulness of the student’s conduct.

The campus administrator determines the number of days assigned and informs the student that he/she may not participate in any extra-curricular activities, or attend any school related functions during the suspension time. The student is also informed that any work missed during suspension must be made up based on the campus procedure manual. Students may appeal suspension to the campus principal, whose decision is final.

Focus groups with administrators, counselors, and teachers revealed the strengths of OSS as a discipline placement,

**EXHIBIT 6
CONROE ISD
PERCENT OF STUDENTS AND DISCIPLINE GROUPINGS
SCHOOL YEAR 2008–09**



SOURCE: Texas Education Agency, PEIMS.

including the fact that it provides the student with a “cool-down” time and removes the student from the setting. The same stakeholder group believed that negative aspects included the fact that many students consider it a reward to stay home, students miss classroom instruction, students often do not make up assignments, and this method of discipline places a burden on the parent and the community.

Exhibit 7 shows discipline data for the district’s OSS actions and students for school year 2007–08 and 2008–09. As this exhibit shows, both the percentages of OSS actions and the percentages of students assigned to OSS have declined for all categories of students. Considering that the district’s enrollment is increasing by more than 1,500 students annually, these declines could be considered substantial. The student categories to experience the most decreases include Native American (with a 78.9 percent decrease in OSS actions and a 63.2 percent decrease in the number of students ordered to OSS) and Asian students (with a 36.0 percent decrease in OSS actions and a 31.6 percent decrease in the number of students).

Exhibit 8 shows statewide disciplinary data for students assigned to OSS for school year 2007–08 and 2008–09. This

comparison shows that OSS actions as well as OSS students decreased over this two-year period for all student categories with the exception of Native American students. The statewide declines are not as noteworthy as the declines in Conroe ISD.

Historically, African American students as well as special education students tend to be given more disciplinary consequences than other groups. However, a comparison of the Conroe ISD OSS data to the statewide OSS data also shows that this trend is not as significant at the district level. For instance, 14.6 percent of African American students in Texas were assigned to OSS in school year 2007–08 and 13.5 percent were assigned to OSS in school year 2008–09. At the district level, the percentages of African American students assigned to OSS were 9.6 percent in school year 2007–08 and 7.4 percent in 2008–09. Statewide, 12.2 percent of special education students were assigned to OSS in 2007–08 and 11.3 percent in 2008–09. The percentages for this student group in Conroe ISD were 8.0 and 6.9 percent for school years 2007–08 and 2008–09, respectively.

Exhibits 7 and 8 show that for all student groups, Conroe ISD has a lower percentage of students being assigned to

**EXHIBIT 7
CONROE ISD
OUT-OF-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	OSS ACTIONS	OSS STUDENTS
All Students	49,746	3,556	1,999	4.0%	51,388	2,557	1,574	3.1%	-28.1%	-21.3%
African American	3,512	595	337	9.6%	3,656	417	269	7.4%	-29.9%	-20.2%
Asian	1,632	25	19	1.2%	1,728	16	13	0.8%	-36.0%	-31.6%
Hispanic	13,119	1,078	599	4.6%	14,229	823	503	3.5%	-23.7%	-16.0%
Native American	253	38	19	7.5%	280	8	7	2.5%	-78.9%	-63.2%
White	31,230	1,820	1,025	3.3%	31,495	1,293	782	2.5%	-29.0%	-23.7%
Female	24,257	855	547	2.3%	25,105	570	398	1.6%	-33.3%	-27.2%
Male	25,489	2,701	1,452	5.7%	26,283	1,987	1,176	4.5%	-26.4%	-19.0%
Special Education	4,940	705	396	8.0%	4,671	535	320	6.9%	-24.1%	-19.2%
Eco Dis	15,726	1,937	1,057	6.7%	16,699	1,448	847	5.1%	-25.2%	-19.9%
At-Risk	16,303	2,158	1,173	7.2%	17,191	1,619	939	5.5%	-25.0%	-19.9%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 8
STATEWIDE TOTALS
OUT-OF-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	OSS ACTIONS	OSS STUDENTS
All Students	4,819,172	644,853	311,718	6.5%	4,892,748	589,856	289,809	5.9%	-8.5%	-7%
African American	692,663	226,160	101,220	14.6%	696,923	208,308	94,398	13.5%	-7.9%	-6.7%
Asian	166,207	5,122	3,032	1.8%	176,818	4,436	2,778	1.6%	-13.4%	-8.4%
Hispanic	2,275,774	308,293	148,976	6.6%	2,346,168	282,799	139,457	5.9%	-8.3%	-6.4%
Native American	17,365	1,601	885	5.1%	17,761	1,624	845	4.8%	1.4%	-4.5%
White	1,667,163	103,677	57,605	3.5%	1,655,078	92,689	52,331	3.2%	-10.6%	-9.2%
Female	2,343,951	173,366	94,488	4%	2,378,854	155,311	86,586	3.6%	-10.4%	-8.4%
Male	2,475,221	471,487	217,230	8.8%	2,513,894	434,545	203,223	8.1%	-7.8%	-6.5%
Special Education	528,768	154,719	64,668	12.2%	509,018	133,835	57,346	11.3%	-13.5%	-11.3%
Eco Dis	2,567,154	455,866	212,511	8.3%	2,676,788	431,735	205,179	7.7%	-5.3%	-3.5%
At-Risk	2,247,224	472,369	214,626	9.6%	2,282,091	437,766	201,788	8.8%	-7.3%	-6%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

OSS than the state. In school year 2007–08 4.0 percent of Conroe ISD’s students were assigned to OSS, while the statewide rate was 6.5 percent. In school year 2008–09, 3.1 percent of Conroe ISD’s students were assigned to OSS, compared to the statewide rate of 5.9 percent.

Exhibits 9 and 10 show comparisons of Conroe ISD data to statewide data for school years 2007–08 and 2008–09, respectively. As shown, statewide percentages of OSS assignments exceeded those of the district for all student categories except for the Native American category in school year 2007–08. For school year 2008–09, the OSS statewide percentages exceeded those of the district for all categories.

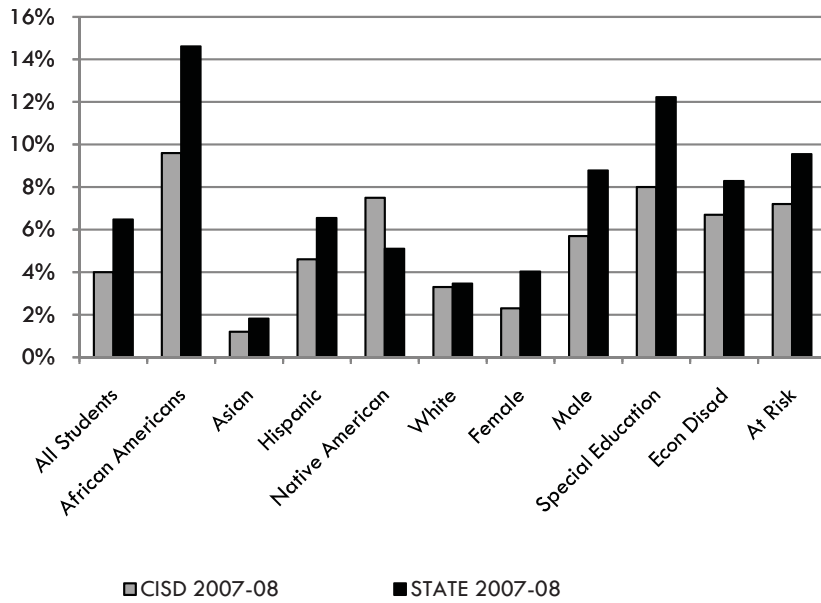
IN-SCHOOL SUSPENSION

Conroe ISD uses ISS as a placement option for students that violate the student code of conduct. Although ISS is a used discipline option, the district does not provide specific guidelines on how a student is removed to ISS or the number of days for the placement. Interviews with administrators and teachers revealed that every secondary campus has an ISS classroom and with varying staffing designs, program, and procedures. Usually paraprofessionals are used to staff the ISS classroom; however, some campuses also assign one full-

time equivalent professional position to ISS. Other campuses use the para-professional with content area teachers assigned a period each day to assist students. Interviews with central office administrators revealed that each ISS program should be site-based and designed to satisfy the individual campus needs. Regular classroom teachers provide assignments consistent with district curriculum. In addition to the classroom assignments, the district provides basic word processing, Excel, PowerPoint, Plato for remediation and credit recovery, Carnegie for math, ALEKS math, and Lexia Reading for students. Interviews with administrators, counselors, and teachers revealed both value and concern for the ISS programs. Strengths for the ISS placement option included:

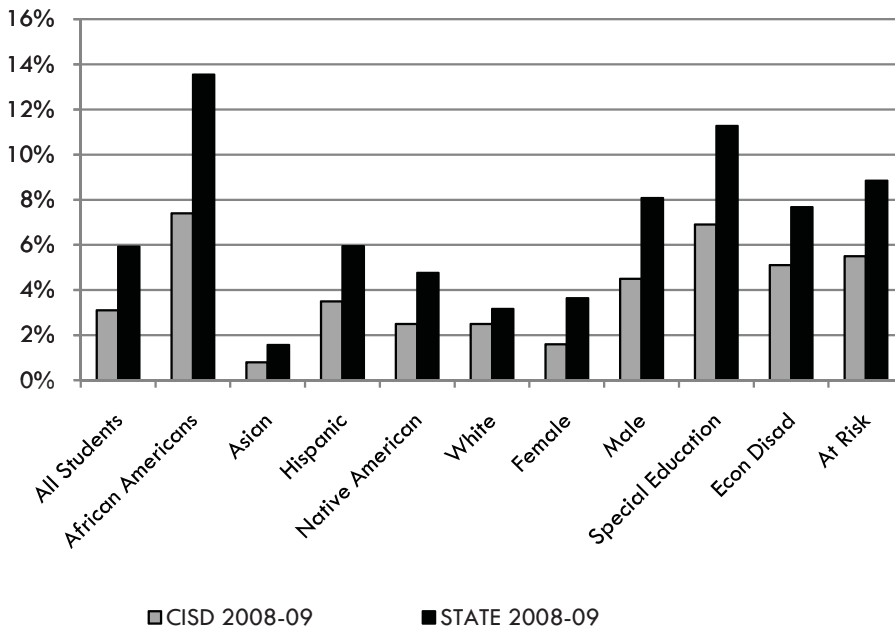
- removes disruptive students;
- immediate consequences;
- students remain on campus;
- easy for teachers to provide materials to students;
- can be partial and not full day;
- teachers are available to assist students;

**EXHIBIT 9
CONROE ISD
OUT-OF-SCHOOL SUSPENSION PERCENT OF STUDENTS GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 10
CONROE ISD
OUT-OF-SCHOOL SUSPENSION PERCENT OF STUDENTS GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2008-09**



SOURCE: Texas Education Agency, PEIMS.

- some campuses have certified teachers; and
- have access to counselors.

That same stakeholder group identified the following as challenges to a successful program:

- difficult to get work back;
- no direct instruction;
- need highly qualified certified teachers;
- some students enjoy it;
- students miss important lectures/labs; and
- need better communication between regular/ISS teachers.

CAMPUS VISITS

While onsite the review team visited Woodlands College Park High School (WCPHS) and Caney Creek High School (CCHS) to observe the district's discipline initiatives in action. Specifically the team observed the ISS rooms at WCPHS and CCHS.

WOODLANDS COLLEGE PARK HIGH SCHOOL

WCPHS, a 347,460 square-foot facility, opened in 2005 with an enrollment of approximately 1,850 students and a capacity of 2,400 students. Since its opening, school enrollment has increased to more than 2,500 students. According to AEIS, in school year 2008–09 WCPHS student enrollment was 2,541 students. The largest student group is White at 74 percent. This campus has an at-risk population of about 23.1 percent which is 10 percent lower than the overall district.

The WCPHS principal was involved in the original programmatic planning and hiring for the campus, and has served as principal since its opening in 2005.

While on the campus, the review team observed a clean, efficient, state-of-the-art facility with many resources available to students and staff. The ISS classroom is located off a main hallway and adjacent to the administrative area. Lockers have been installed in the ISS classroom and students are required to store personal items during the academic day, to avoid potential distractions. The classroom was observed to be orderly and structured with students engaged in instructional activities. The team observed a regular classroom teacher assisting a student with an assignment. The principal reported that it is not unusual for regular classroom teachers to visit

the ISS room to ensure that students receive the academic support they need to be successful. In addition to the focus on instruction, students participate in a community service component and have an opportunity to exercise on the campus track.

The ISS teacher (referred to as the Academic Instruction Specialist) at WCPHS is a certified teacher and is assisted by an instructional aide. He describes his role as that of a counselor and mentor whose responsibility is to assist students while they are in ISS and after they return to their regular classroom. The View-IT system electronically notifies regular classroom teachers that students have been assigned to ISS and allows teachers to forward the daily assignments to the ISS teacher for distribution to students. The classroom teacher receives daily progress reports related to their students' instructional progress in ISS and enters that information into the grading system. In addition, the teacher is notified when the placement ends and the student returns to the regular classroom.

CANEY CREEK HIGH SCHOOL

In school year 2008–09, CCHS student enrollment was 1,660 students. CCHS largest student population is White at 69.8 percent with Hispanic following at 27.7 percent. The economically disadvantaged and at-risk populations are 48.9 percent and 46.9 percent, respectively. Demographics data shows CCHS as the poorest school in the district. The principal explained that the staff has had to learn to deal with cultural issues related to generational poverty. The staff also has to adapt to a highly mobile student population that continuously changes campuses within and outside of the district.

The school's approach to campus discipline has been to train teachers, counselors, and assistant principals in a variety of techniques. Among the various techniques and methods used are:

- Ruby Payne's School Improvement Model that focuses on children raised in poverty;
- Eric Jensen's Brain-Based Learning methods that focus on reducing and managing student stress, improving nutrition, stimulating emotions, and increasing physical activity to promote better learning; and
- Richard DuFour's Professional Learning Communities (PLC) techniques that emphasize learning rather than teaching, working collaboratively, and holding

students, teachers, and administrators accountable for results.

One of the more successful techniques implemented in school year 2009–10 was a grade-level support organization. That is, a counselor is teamed with an assistant principal to assist a consistent group of students. The students are divided by grade level and are assigned to a counselor and assistant principal for the entire school year. Ninth-grade students are given additional assistance through inter-disciplinary teams where the core teachers remain the same and they hold regular team meetings with parents to build a support system for younger high school students. The campus also keeps freshmen classes smaller to provide an enhanced level of attention to these students, with the purpose of providing a solid foundation for advancing through the remaining years of high school.

Administrative offices are grouped so that counselors and assistant principals assigned to a group of students are adjacent to one another. Staff indicated that this organization was beneficial, allowing staff to confer with one another easily and to know which students were receiving either counseling and/or referrals for discipline reasons.

CCHS's principal, assistant principals, teachers, and counselors all agreed that the campus gets superb support from the central office. Staff reported that the superintendent and assistant superintendent visit campuses, meet with staff, and are highly visible in the district. In addition, all staff praised the district's data systems—View IT, I-Nova, and the Dashboard—as invaluable tools in tracking student performance and identifying students who may need additional assistance or coaching to be successful.

The campus maintains one ISS classroom, headed by a paraprofessional who has held the position since March 2010. The instructor is a former campus secretary and has received no formal training for the ISS position. However, the instructor appeared to be capable and confident in her duties and maintained a structured classroom with established routines.

The ISS classroom, which held approximately 20 students at the time of the review team's observation, is located in an isolated corridor of the school. The room is in fairly close proximity to the principal's and assistant principals' offices, but is somewhat removed from other classrooms.

The structured environment of the classroom calls for students to remain in their assigned seats and to work quietly

on their assignments. Bathroom breaks are provided at specific times during the day. Students are not allowed to sleep or place their heads on their desks. The cafeteria staff delivers the student lunch to the ISS classroom, so students do not lose focus on their work.

Typically, the regular classroom teacher is notified via the district's automated data system when a student is assigned to ISS. These teachers are to send assignments electronically to these students. If the ISS instructor does not receive a student's assignment, she notifies the teacher, the principal, and the appropriate assistant principal. If students finish their assignments early, the ISS instructor provides additional work such as assessment testing practice modules. In addition, students can work on credit recovery while in ISS.

The ISS instructor told the review team that CCHS teachers often visit their students in ISS to ensure that they understand their assignments and check on their progress. While onsite, the review team observed regular teachers visiting the ISS classroom.

Assistant principals, counselors, and teachers listed the strengths and challenges of the ISS program at CCHS as:

Strengths

- online sending and tracking of student assignments provides improved teacher accountability;
- remote location of the ISS classroom;
- lunch brought into the ISS classroom prevents students from losing focus;
- ISS instructor provides discipline and structure;
- camera inside the ISS classroom;
- regular teachers often visit their students assigned to ISS;
- good communication with regular classroom teachers regarding which students have been assigned to ISS; and
- emphasis of ISS assignment is on changing behavior and not punishment.

Challenges

- ISS teacher is not certified, so has a limited ability to assist students academically;
- historical turnover in ISS instructor position because of its difficulty;

- students are out of class and miss hands-on teaching; and
- ISS does not have same structure as regular classroom (that is, math during first period, English during second period, and so on).

Exhibit 11 shows that Conroe ISD’s number of ISS actions and the number of students assigned to ISS decreased from school year 2007–08 to 2008–09 for all student categories except for Hispanic students. ISS actions for Hispanic students increased by 1.6 percent, while Hispanic students assigned to ISS increased by 1.3 percent.

In school year 2007–08, 21.9 percent of African American students were assigned to ISS. This decreased by 3.5 percent in school year 2008–09. In addition, the special education student ISS placement rates in school year 2007–08 was 19.8 percent and in school year 2008–09, it was 18.2 percent. When compared to the largest student group (White) at 9.8 percent it appears that the African American and special education students are overrepresented in ISS assignments.

Exhibit 12 shows statewide ISS discipline data. Overall, Conroe ISD assigned a lower percentage of its students to

ISS for school years 2007–08 and 2008–09 than the state. In school year 2007–08, 11.3 percent of Conroe ISD’s students received an ISS assignment, compared to the statewide percentage of 13.6 percent. In school year 2008–09, 12.9 percent of students on a statewide basis were given an ISS assignment, compared to 10.0 percent of all students in Conroe ISD.

Exhibits 13 and **14** show that the rate at which students in the district are assigned to ISS is slightly lower than the state rate. Although the assignment trends for the district and state are very similar, district rates are below the state for all student categories except for the Native American category for school years 2007–08 and 2008–09.

DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM

The district operates two DAEPs under TEC 37.008. The elementary DAEP campus is located at the Walter P. Jett Continuing Education Center at 601 Lewis Street in Conroe, while the secondary DAEP is located at 701 North Third Street in Conroe. Students assigned to either program continue to be enrolled on their home campus and remain in the assigned campus’ state academic system. Students are

**EXHIBIT 11
CONROE ISD
IN-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	ISS ACTIONS	ISS STUDENTS
All Students	49,746	15,269	5,636	11.3%	51,388	13,566	5,150	10.0%	-11.2%	-8.6%
African American	3,512	2,315	770	21.9%	3,656	1,846	674	18.4%	-20.3%	-12.5%
Asian	1,632	128	66	4.0%	1,728	113	55	3.2%	-11.7%	-16.7%
Hispanic	13,119	4,825	1,696	12.9%	14,229	4,902	1,718	12.1%	1.6%	1.3%
Native American	253	127	44	17.4%	280	84	36	12.9%	-33.9%	-18.2%
White	31,230	7,874	3,060	9.8%	31,495	6,621	2,667	8.5%	-15.9%	-12.8%
Female	24,257	4,090	1,679	6.9%	25,105	3,563	1,571	6.3%	-12.9%	-6.4%
Male	25,489	11,179	3,957	15.5%	26,283	10,003	3,579	13.6%	-10.5%	-9.6%
Special Education	4,940	2,884	979	19.8%	4,671	2,425	849	18.2%	-15.9%	-13.3%
Eco Dis	15,726	7,536	2,563	16.3%	16,699	6,981	2,429	14.6%	-7.4%	-5.2%
At-Risk	16,303	8,740	2,907	17.8%	17,191	8,296	2,828	16.5%	-5.1%	-2.7%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

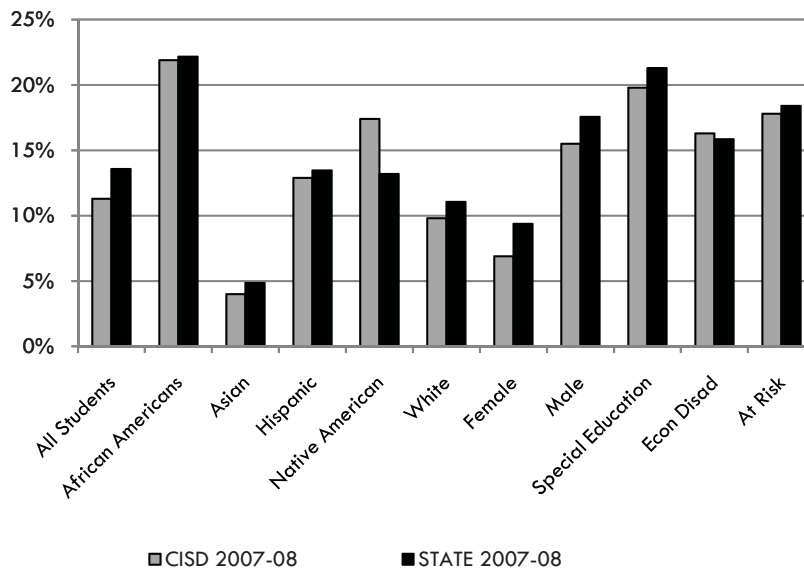
**EXHIBIT 12
STATEWIDE TOTALS
IN-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007-08 AND 2008-09**

STUDENT GROUP	2007-08				2008-09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	ISS ACTIONS	ISS STUDENTS
All Students	4,819,172	1,740,233	654,667	13.6%	4,892,748	1,654,084	631,625	12.9%	-4.9%	-3.5%
African American	692,663	441,758	153,637	22.2%	696,923	421,477	147,844	21.2%	-4.6%	-3.8%
Asian	166,207	16,462	8,064	4.9%	176,818	16,254	7,963	4.5%	-1.3%	-1.3%
Hispanic	2,275,774	832,057	306,442	13.5%	2,346,168	803,097	299,178	12.8%	-3.5%	-2.4%
Native American	17,365	5,644	2,291	13.2%	17,761	5,447	2,230	12.6%	-3.5%	-2.7%
White	1,667,163	444,312	183,233	11.1%	1,655,078	408,529	173,510	10.5%	-8.1%	-5.3%
Female	2,343,951	528,723	219,807	9.4%	2,378,854	494,277	209,245	8.8%	-6.5%	-4.8%
Male	2,475,221	1,211,510	434,860	17.6%	2,513,894	1,160,527	422,040	16.8%	-4.2%	-2.9%
Special Education	528,768	377,302	112,621	21.3%	509,018	300,433	102,283	20.1%	-20.4%	-9.2%
Eco Dis	2,567,154	1,138,657	407,093	15.9%	2,676,788	1,119,803	405,505	15.2%	-1.7%	-0.4%
At-Risk	2,247,224	1,199,420	413,783	18.4%	2,282,091	1,146,370	399,786	17.5%	-4.4%	-3.4%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

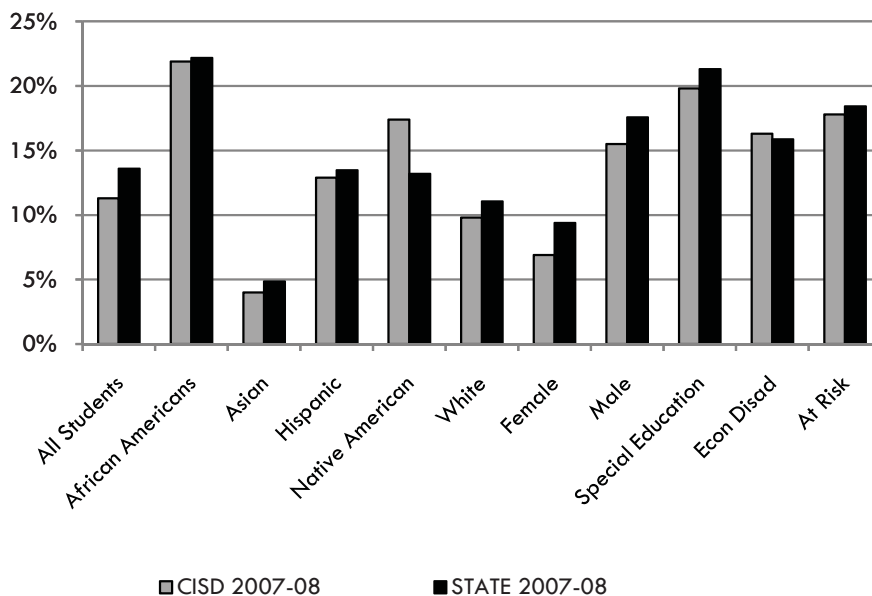
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 13
CONROE ISD
IN-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 14
CONROE ISD
IN-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2007–08**



SOURCE: Texas Education Agency, PEIMS.

assigned to the elementary and secondary DAEPs for a maximum of 15 successful days.

In April 2009, the district created both elementary and secondary advisory committees to review the alternative education programmatic efforts at each of the schools, to examine alternative school best practices, and to develop a phase-in plan of action for the two campuses. It was determined that the alternative staff would be trained in all districtwide instructional and behavioral initiatives and that the alternative classrooms would resemble regular education classrooms as appropriate. Particular attention was given to training alternative staff in the districtwide differentiated instruction initiative (**Exhibit 15**).

The alternative campus steering committees reviewed and revised the daily schedules, identified new instructional materials, created a training plan and instructional support schedule for staff, and selected a methodology for monitoring the implementation progress of each campus. It was determined that the alternative education principal would conduct regular classroom walkthroughs to determine the effectiveness of instructional activities and student engagement. All district principals and assistant principals, including the DAEP principal, have been trained in the

Conroe ISD Standard Walkthrough process and use of the Conroe ISD Walkthrough record form. All administrators have been provided I-Phones with the standard form loaded for immediate recording of information gathered during the walkthrough. In addition to monitoring the instructional methodology as reflected in **Exhibit 15**, the walkthrough monitors the activities presented in **Exhibit 16**.

Conroe’s Elementary DAEP: The district provides a two-room facility for the elementary DAEP, which is staffed with two certified teachers and one paraprofessional. In addition to the districtwide training mentioned in **Exhibit 15**, the elementary teachers attended after-school and/or Saturday Core Content training in math, science, and language arts. A counselor from the secondary DAEP is assigned to the campus twice weekly. The DAEP principal, located at the secondary DAEP facility, visits the elementary campus daily and serves as the supervisor for the staff.

Students are separated into groups of 1st through 4th graders and 5th and 6th graders, and are instructed using the Conroe ISD curriculum with ancillary state adopted materials or materials provided to the teachers by district instructional coaches. Conroe ISD uses a differentiated instructional model in all district classrooms including the elementary

**EXHIBIT 15
CONROE ISD
DIFFERENTIATED MULTI-YEAR INSTRUCTION TRAINING
SCHOOL YEAR 2008–09**

ANCHOR DIFFERENTIATED INSTRUCTION TRAININGS	OTHER DIFFERENTIATED INSTRUCTION STRATEGIES
Multiple Intelligences	Kilgo’s Level of Questioning
Brain-based Learning	Thinking Maps
Cooperative Learning	CRISS
Marzano’s Research	Sheltered Instruction Overview Using the SIOP Model
Differentiating Content, Process, Product	QUILT
Differentiating Environment	6 Traits of Writing
Tiered Assignments	Bloom’s Taxonomy
Flexible Grouping	ARI/AMI
Anchor Activities	
Word Walls	

SOURCE: Conroe ISD.

DAEP. The sending campus forwards the student’s reading level to the alternative campus to ensure appropriate placement in the district directed reading program, CISD Reads. Computers are available in the alternative classrooms and students have access to computerized ALEKS math and Lexia Reading programs.

In addition to the instructional program, students have access to both teachers and counselors to discuss personal issues, problem solving, and social skills during the daily scheduled counseling periods.

Students follow a seven period schedule. A sample schedule follows:

- 8:05 AM – 9:35 AM Language Arts Block
- 9:35 AM – 10:05 AM Structured Physical Education
- 10:05 AM – 11:05 AM Science
- 11:05 AM – 12:05 PM Homeroom/lunch
- 12:05 PM – 12:50 PM Social Skills/Counseling (Group)
- 12:50 PM – 2:00 PM Math
- 2:00 PM – 3:05 PM Social Studies/Individual Counseling

District records show that the Elementary DAEP served a total of 345 students with an annual pupil-to-teacher ratio of 11:1 during school year 2008–09. **Exhibit 17** shows the staffing for that school year.

Conroe’s Secondary DAEP: Conroe secondary students may be placed in the DAEP for behaviors prohibited in the

Conroe Student Code of Conduct and for reasons requiring mandatory placement identified in TEC Chapter 37.000. When a student has been accused of committing a DAEP offense, the appropriate administrator informs the student, orally or in writing, of the reasons for the removal, explains the basis for the removal, and allows the student to respond with his/her reasons for the action. The administrator attempts to contact the parent to set a conference to make a placement decision. Following valid attempts to require attendance, the administrator conducts the placement conference regardless of whether the student or the student’s parents attend or participate in the conference. The student is placed in OSS or ISS temporarily pending the DAEP placement conference. The duration of the student’s placement is determined by the campus administrator on a case-by-case basis. The maximum period of DAEP assignment is 15 days, with an average placement of one to five days.

During the site visit, the review team observed that students assigned to secondary DAEP begin their day by riding the bus from the home campus to the DAEP campus. Students are required to wear fitted solid blue or black denim ankle-length jeans with no stripes, designs, or holes, one plain white shirt/blouse that extends below the waist, and tennis shoes. No piercings, jewelry, backpacks, wallets, watches, purses, graphing calculators, cosmetics, or cash exceeding \$5 are allowed. Students are subject to security checks with magnetometers and confiscated items are returned on the last day of the assigned placement.

**EXHIBIT 16
CONROE ISD
STANDARD WALKTHROUGH CRITERIA**

LEARNING ACTIVITIES		
Student engagement in learning	Teacher engagement of targeted Students	Higher level student thinking
Self directed learning	Connected/applicable learning	Successful learning
PLANNING PROCESS		
Goal and objectives	Learner-centered instruction	Higher level teaching
Motivational strategies	Questioning/inquiry	Pacing/sequencing
Value and importance	Variation of strategies	Use of technology
ASSESSMENT ACTIVITIES		
Learning was monitored & assessed	Targeted students were monitored and assessed	Assessment and instruction were aligned
Assessment was appropriate	Learning was reinforced	Feedback was constructive
Re-teaching and re-evaluation took place		
BEHAVIOR MODIFICATION ACTIVITIES		
Self-discipline/self-directed learning	Equitable teacher-student Interaction	Time and materials management
Redirection of disruptive behavior	Reinforcement of desired behavior	Referential seating for targeted students
Implementation of student behavior intervention plans	Expectations for behavior	

SOURCE: Conroe ISD.

**EXHIBIT 17
CONROE ISD
ELEMENTARY DISCIPLINARY ALTERNATIVE EDUCATION
PROGRAM STAFFING
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Teachers	2.00
Counselors	.25
Administrators	.25
Paraprofessionals	1.00
TOTAL	3.50

SOURCE: Conroe ISD.

The secondary DAEP has a junior high classroom and a high school classroom. Students are assigned to the appropriate level room and are required to stay in that room throughout the day. Each room has certified teachers available all day to assist students with their content area work. Staff reported that students are not administered a pre/post assessment due to the short length of assignments, a maximum of 15 days.

The review team observed students in assigned seats in the classroom. The DAEP students are not allowed to talk or communicate in any way with other students and are required to raise their hands and wait for attention, sit up straight in their chairs, and do homework as assigned. Students are

allowed a 30-minute lunch break, during which all rules continue to apply, and two bathroom breaks—one in the morning and one in the afternoon. Students are expected to walk in single file with their hands behind their backs as they change classes or enter and exit the building.

During the site visit, classrooms were observed to be orderly, students were engaged in independent work, and teachers were actively assisting students with their assignments. Interviews with staff revealed that in addition to individual assistance, teachers provide small group instruction when appropriate. Students receive instruction in content area subjects.

In addition to the home campus core content assignments sent through the electronic View-IT system, students are assigned ancillary materials provided by the instructional coaches and have access to computer programs. Students have access to basic word processing, Excel, and PowerPoint programs as well as Plato for remediation and credit recovery, Carnegie math, ALEKS math, and Lexia Reading. The View-IT system notifies regular classroom teachers when students have been assigned to the DAEP and allows them to provide the students' assignments for the length of the placement. The system further enables the DAEP staff to provide the regular classroom teacher with the student's progress on

assignments and grades for the assignments which the regular teacher enters into the grading system. The regular classroom teacher and administrator are notified electronically when the placement ends and students are to return to the classroom.

In addition to academic support, students receive counseling services from both district counselors and outside sources. Two certified counselors job-share to provide one full time equivalent (FTE) counselor. Students may ask to visit with a counselor, or a staff member or parent may request a referral to a counselor.

Interviews and focus groups with representative administrators, counselors, and teachers across the district revealed that the stakeholders feel the program provides a valuable service. They listed the following as programmatic strengths:

- certified teachers;
- counseling services;
- small teacher/student ratio;
- short placements of 5, 10, or 15 days;
- use of outside resources; and
- View-IT provides communication and easy access to assignments for DAEP teachers.

That same stakeholder group identified programmatic challenges to be:

- students sometimes get behind in their assignments;
- students miss direct instruction;
- students miss lab experiences;
- electives are dropped;
- students involved in the same incident are placed together; and
- often the facility is full and there is a waiting list.

Exhibit 18 shows that the DAEP is staffed with 13.25 certified FTEs and 2 instructional assistant FTEs. The principal supervises all of the district and county alternative programs and spends approximately 25 percent of his time at the secondary DAEP.

District records reveal that the secondary DAEP served a total of 1,213 students, with an annual pupil-to-teacher ratio of 10:1 during the school year 2008–09.

**EXHIBIT 18
CONROE ISD
SECONDARY DISCIPLINARY ALTERNATIVE EDUCATION
PROGRAM STAFFING
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	.25
Certified Teachers	12.00
Counselors	1.00
Instructional Assistants	2.00
Total	15.25

SOURCE: Conroe ISD.

Exhibits 19 and **20** show discipline data for DAEP assignments for Conroe ISD and for the state, respectively. While the number of DAEP actions and the number of students assigned to DAEPs on a statewide basis decreased for most all student categories—most significantly the categories of special education and Asian students—Conroe ISD experienced much higher decreases in all student categories. The district decreased assignments to DAEP for all students by 25.4 percent, compared to the statewide decrease for all students of 7.9 percent.

The number of special education students assigned to DAEP in the district declined by 42.5 percent from school year 2007–08 to 2008–09, while the decrease for female students was at a rate of 39.0 percent. The state decreases for these student groups were 13.4 percent and 10 percent, respectively. African American students assigned to DAEP decreased by 31.6 percent in the district, but just 8.6 percent statewide.

Exhibits 21 and **22** show that when comparing the percentage of Conroe ISD students assigned to a DAEP to the percentage statewide, it appears that in school year 2008–09, the relative percentage of the district’s African American students increased while the percentage of special education students decreased. In school year 2007–08, district DAEP percentages for all student groups were greater than statewide percentages. However, in school year 2008–09, statewide percentages were greater than district percentages for Asian, Hispanic, Native American, female, male, and special education student groups.

COUNTY OPERATED PROGRAM

As required by state statutes Conroe ISD, through a memorandum of understanding (MOU) with Montgomery County Juvenile Board, places students the county juvenile justice alternative education program (JJAEP). The Montgomery County JJAEP is located at 2235 North First

EXHIBIT 19**CONROE ISD****DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	DAEP ACTIONS	DAEP STUDENTS
All Students	49,746	1,740	1,166	2.3%	51,388	1,275	870	1.7%	-26.7%	-25.4%
African American	3,512	291	190	5.4%	3,656	188	130	3.6%	-35.4%	-31.6%
Asian	1,632	16	13	0.8%	1,728	*	*	*	*	*
Hispanic	13,119	539	358	2.7%	14,229	393	252	1.8%	-27.1%	-29.6%
Native American	253	19	12	4.7%	280	*	*	*	*	*
White	31,230	875	593	1.9%	31,495	682	479	1.5%	-22.1%	-19.2%
Female	24,257	422	318	1.3%	25,105	266	194	0.8%	-37.0%	-39.0%
Male	25,489	1,318	848	3.3%	26,283	1,009	676	2.6%	-23.4%	-20.3%
Special Education	4,940	349	233	4.7%	4,671	175	134	2.9%	-49.9%	-42.5%
Eco Dis	15,726	851	566	3.6%	16,699	630	413	2.5%	-26.0%	-27.0%
At-Risk	16,303	1,120	713	4.4%	17,191	855	548	3.2%	-23.7%	-23.1%

*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10–03.

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

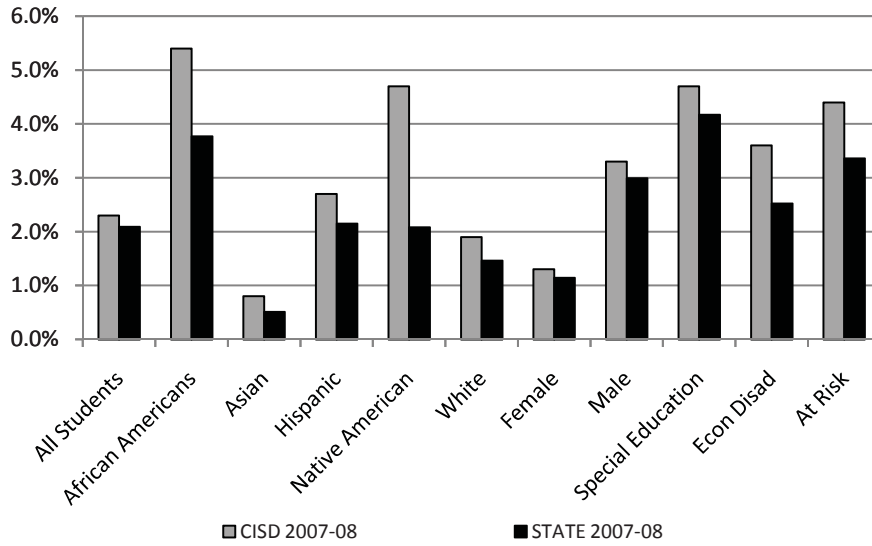
EXHIBIT 20**STATEWIDE TOTALS****DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	DAEP ACTIONS	DAEP STUDENTS
All Students	4,819,172	128,175	100,666	2.1%	4,892,748	119,109	92,719	1.9%	-7.1%	-7.9%
African American	692,663	33,531	26,121	3.8%	696,923	31,040	23,864	3.4%	-7.4%	-8.6%
Asian	166,207	1,011	843	0.5%	176,818	876	740	0.4%	-13.4%	-12.2%
Hispanic	2,275,774	63,122	49,039	2.2%	2,346,168	59,827	45,852	1.9%	-5.2%	-6.5%
Native American	17,365	438	361	2.1%	17,761	440	345	1.9%	0.5%	-4.4%
White	1,667,163	30,073	24,302	1.5%	1,655,078	26,926	21,918	1.3%	-10.5%	-9.8%
Female	2,343,951	32,525	26,624	1.1%	2,378,854	29,429	23,973	1.0%	-9.5%	-10.0%
Male	2,475,221	95,650	74,042	3.0%	2,513,894	89,680	68,746	2.7%	-6.2%	-7.2%
Special Education	528,768	28,972	22,074	4.2%	509,018	25,180	19,111	3.8%	-13.1%	-13.4%
Eco Dis	2,567,154	83,682	64,678	2.5%	2,676,788	80,443	61,485	2.3%	-3.9%	-4.9%
At-Risk	2,247,224	98,058	75,398	3.4%	2,282,091	92,083	70,099	3.1%	-6.1%	-7.0%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

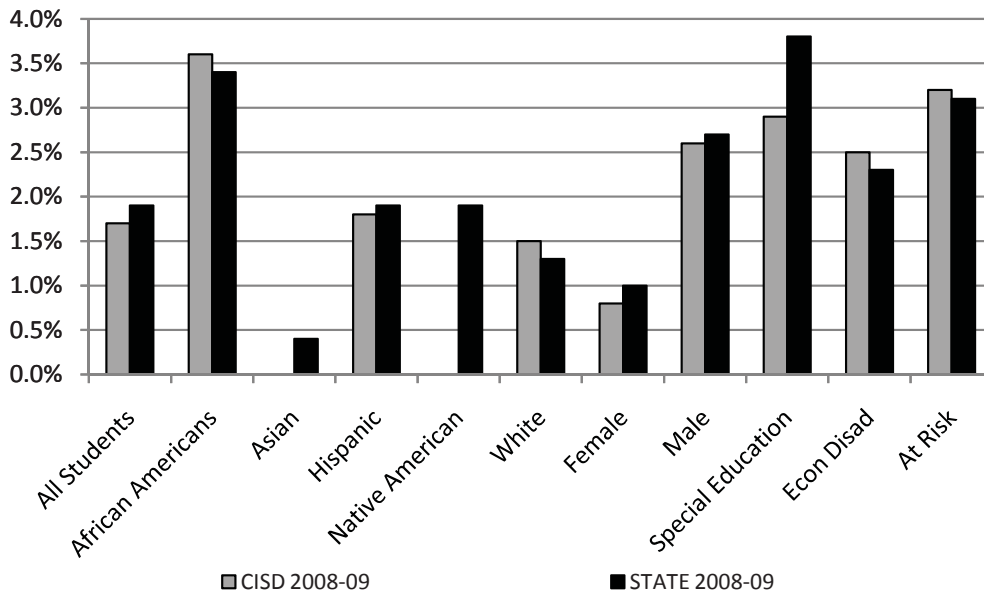
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 21
CONROE ISD
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 22
CONROE ISD
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2008-09**



SOURCE: Texas Education Agency, PEIMS.

Street in Conroe. In addition, Montgomery County also provides educational services to students placed in the Montgomery County Juvenile Detention Center (MCJDC).

JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM

The JJAEP is a cooperative effort between all of the school districts in Montgomery County and the Montgomery County Juvenile Board. The district and the county maintain an MOU that sets forth the agreement and responsibilities of each party. According to the MOU, Conroe ISD provides the teaching staff for the JJAEP, and serves as fiscal agent for the Juvenile Board and for the other participating districts within the county. As fiscal agent, the district disburses program funds and maintains all educational records.

Terms of the MOU require Conroe ISD to hire, train, and pay for all JJAEP teaching staff. In return, the district does not pay for the students it sends to the JJAEP, and all funds collected from other school districts within Montgomery County for JJAEP placements belong to Conroe ISD. According to district administrators, this arrangement benefits Conroe ISD students because the educational component of the program is under their direct control. However, administrators also revealed that they have not analyzed the cost-benefit of this arrangement in recent years. Interviews with district administrators revealed a lack of centralized understanding of the financial aspects of the MOU requirements between the district and the county. In addition, no one interviewed in the school district was aware of any recent evaluations to determine whether the district was receiving the full benefit of its investment in the JJAEP.

The program is designed for students in Montgomery County who have been expelled from their home campus under TEC 37.000 or are court ordered there by the juvenile court. The program provides an opportunity for students to remain in school and continue to earn promotion and graduation credits. It also offers eligible and qualified students the opportunity to study for a General Educational Development (GED) certificate. The mission of the JJAEP states that it is designed with the belief that all students have the capacity to be proactive members of society. It further states that the JJAEP is committed to creating an environment for positive change that allows for exploration of and growth toward individual potential. Through parent and community involvement, the staff will provide a climate that is conducive to the development of self-esteem, academic achievement, vocational awareness and appropriate leisure time activities. The academic philosophy for the JJAEP states that it

motivates at-risk students by providing structure and discipline in a rigorous academic environment.

The JJAEP facility is two years old and was built by the county using Certificates of Obligation (COs). When visiting the campus, the review team found the facility to be clean, spacious, and well kept. The classrooms were sufficiently furnished and there were more than adequate classroom resources available for teacher and student use. The facility has a stocked library and a staff member to serve as librarian one period each day. In addition to the classrooms, teachers are provided offices and a teacher's lounge. During the classroom walkthroughs, the review team observed teachers involved in direct teaching activities and students engaged in instructional activities. In addition to the teacher, each classroom is assigned a Juvenile Supervision Officer to monitor student behavior and to counsel with students who are not attentive, sitting straight in their seats, and engaged in activities. It is the responsibility of the officer to ensure that students maintain focus on the instructional activities and do not disrupt the instruction of others.

Interviews with JJAEP staff revealed that the program was originally designed as a military style program, but was transitioned into a therapeutic program approximately 10 years ago. At that time, staff, several of which are still with the program, began to observe that the military style program was not appropriate for students entering the program and that many students needed counseling and life style changes. Leadership identified a steering committee of teachers, drill instructors, and probation staff to design a more therapeutic/cognitive program. The steering committee discussed options and visited successful therapeutic programs. As a result of that planning process, the current program was designed and implemented. Instead of the boot camp emphasis of physical exercise and forceful direction for students, the program now maintains an academic focus with a strong cognitive component. While the program is still structured and rule-driven, students concentrate on academics and lifestyle changes.

The JJAEP model requires students to ride the bus to the program and to be searched as they enter the facility. The daily schedule provides opportunities for counseling, physical education, and instruction in the content area subjects of English language arts, mathematics, science, and social studies/history. Staff report that the JJAEP is required to give a pre-test (STAR Reading and STAR Math) in addition to the diagnostic tests with Accelerated Reading and Math. Campuses are expected to send all assessment data, Individual

Education Plans, 504 accommodations, and Response to Interventions to the JJAEP when the student is enrolled. The program also has a strong accelerated reading component. Students are required to check a book out of the library to read when they have finished their work in the content area classes, when they have free time during the day, and during the independent reading period at the end of the day. During that final period, students are required to visit the library and take a computerized test on the content of the book they have just finished before they can check out another book.

The daily schedule is as follows:

- 7:30 AM – 8:00 AM Searches and inspections
- 8:00 AM – 9:15 AM 1st period, cognitive groups and physical education
- 9:20 AM – 10:15 AM 2nd period, content area
- 10:20 AM – 11:15 AM 3rd period, content area
- 11:15 AM – 12:00 PM Lunch
- 12:00 PM – 12:55 PM 4th period, content area
- 1:00 PM – 1:55 PM 5th period, content area
- 1:55 PM – 2:15 PM Restroom/water break
- 2:20 PM – 3:15 PM 6th period, independent reading

During 1st period, lunch, and after the academic day, mental health counselors conduct group anger management/impulse control, substance abuse, individual therapy, family therapy and Moral Reconation Therapy to students identified through clinical assessment. Students are required to participate in basic cognitive restructuring skills training. These programs are designed to help students understand that even when things happen that are out of their control, they always have the ability to choose how they will react to the situation. In addition, parenting classes are conducted throughout the year using the Adults Relating to Kids (ARK) curriculum.

Conroe ISD recruits, hires, trains, and evaluates the certified teaching staff for the JJAEP. Only highly qualified teachers who are certified in special education and English as a second language (ESL) are placed at the JJAEP. The program curriculum is provided by Conroe ISD and reflects the one used in the district’s schools. In addition to the Conroe ISD scope and sequence, district-developed and state adopted ancillary materials are provided by Conroe ISD Instructional Coaches. Computers are available to all students at the JJAEP along with basic word processing, Excel, and PowerPoint

programs, as well as Plato for remediation and credit recovery, Carnegie math, ALEKS math, Lexia Reading, Star Reading and Math, and Accelerated Reading and Math. The DAEP principal serves the JJAEP as part of his discipline alternative education supervision responsibilities. He and the Montgomery County JJAEP Administrator, whose office is located on the campus, work as a team in planning and overseeing the facility and program. The county recruits, hires, trains, and evaluates the Juvenile Supervision Officers who monitor the classrooms and hallways in the building.

Exhibit 23 shows that in school year 2008–09, the JJAEP was staffed with nine certified teachers, 0.25 FTE certified principal, one counselor, and 13 juvenile probation staff. The program served 207 students with an average of 91 percent attendance shown in **Exhibit 24**.

When a stakeholder group of administrators, counselors, and teachers in Conroe ISD were asked to identify the strengths of the JJAEP, they noted:

- highly qualified teachers;
- special education services;

**EXHIBIT 23
MONTGOMERY COUNTY
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM
STAFFING
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Teachers	9.00
Counselors	1.0
Administrators	.25
Juvenile Probation Staff	13.00
TOTAL	23.25

SOURCE: Montgomery County.

**EXHIBIT 24
MONTGOMERY COUNTY
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM
ENROLLMENT AND ATTENDANCE
SCHOOL YEAR 2008–09**

TOTAL STUDENTS SERVED	AVERAGE YEARLY ATTENDANCE RATE
207*	91.6

*30 students returned from school year 2007–08 placements.
SOURCE: Montgomery County, 2010.

- probation officer oversight;
- counseling; and
- structure.

This same stakeholder group identified challenges to be:

- Loss of all but content area courses.
- The creation of gaps in some students’ instruction.

Exhibit 25 shows that from school year 2007–08 to 2008–09, Conroe ISD’s JJAEP actions and the percentage of students assigned to the JJAEP in all student groups declined except for Hispanic students. The number of JJAEP actions for all student groups fell from 160 to 136; the number of JJAEP students fell from 157 in school year 2007–08 to 132 in school year 2008–09. Reductions in other student categories reveal a similar pattern. **Exhibit 26** shows JJAEP assignments for all students in the state. Conroe ISD had a higher percentage of students in all categories assigned to a JJAEP than the state in school years 2007–08 and 2008–09.

Exhibits 27 and 28 show a comparison of Conroe ISD and statewide JJAEP percentages by student group for school years 2007–08 and 2008–09, respectively. These exhibits show that the district assigned students to the JJAEP in greater percentages than the state, particularly for male, special education, economically disadvantaged and at-risk student groups.

Since Conroe ISD operates the education program for the JJAEP in conjunction with the DAEP, the financial resources

are combined. Conroe ISD uses a variety of funding sources for its DAEP and JJAEP programs including its general funds, federal Title IV (Safe and Drug Free Schools) funds, federal Title II, Part A funds, and federal Individual with Disabilities Education Act—Part B funds for special education students. The district also uses capital projects funds for its DAEP facilities. In school year 2008–09, Conroe ISD spent \$1.3 million on its DAEP and JJAEP programs.

For school year 2008–09, the JJAEP had a total of 128 mandatory placements, 109 discretionary placements, and 43 other placements for a total of 280 placements from all districts within Montgomery County. The MOU between Conroe ISD and the county allows Conroe ISD students to attend the JJAEP at no cost for discretionary placements (the state pays for the mandatory placements). Other districts in the county pay Conroe ISD a rate of \$80 per day per student for discretionary placements and \$100 per student per day for Title 5 offenses.

Exhibit 29 shows the JJAEP attendance information for Conroe ISD students for school year 2008–09. Out of a total of 130 Conroe ISD students served, 56 were mandatory, 69 were discretionary, and five were discretionary placements for a Title 5 offense. Out of the 130 Conroe ISD students

**EXHIBIT 25
CONROE ISD
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	JJAEP ACTIONS	JJAEP STUDENTS
All Students	49,746	160	157	0.3%	51,388	136	132	0.3%	-15.0%	-15.9%
African American	3,512	*	*	*	3,656	*	*	*	*	*
Asian	1,632	0	0	0	1,728	0	0	0.0%	*	*
Hispanic	13,119	46	45	0.3%	14,229	47	45	0.3%	2.2%	0.0%
Native American	253	*	*	*	280	*	*	*	*	*
White	31,230	96	94	0.3%	31,495	71	69	0.2%	-26.0%	-26.6%
Female	24,257	29	28	0.1%	25,105	23	22	0.1%	-20.7%	-21.4%
Male	25,489	131	129	0.5%	26,283	113	110	0.4%	-13.7%	-14.7%
Special Education	4,940	35	35	0.7%	4,671	26	25	0.5%	-25.7%	-28.6%
Eco Dis	15,726	74	73	0.5%	16,699	59	56	0.3%	-20.3%	-23.3%
At-Risk	16,303	111	107	0.7%	17,191	102	97	0.6%	-8.1%	-9.3%

*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.
SOURCE: Texas Education Agency, PEIMS.

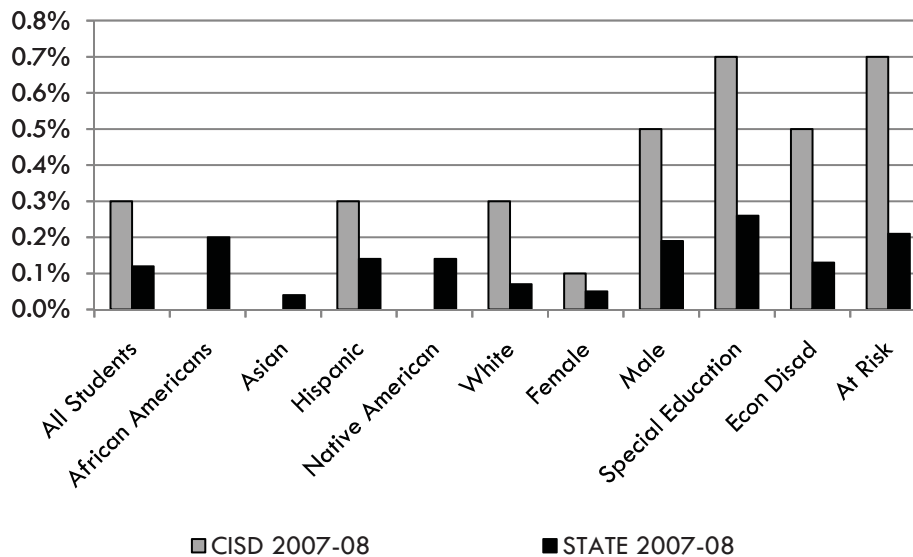
**EXHIBIT 26
STATEWIDE TOTALS
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS
SCHOOL YEARS 2007-08 AND 2008-09**

STUDENT GROUP	2007-08				2008-09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	JJAEP ACTIONS	JJAEP STUDENTS
All Students	4,819,172	6,177	5,911	0.1%	4,892,748	5,103	4,938	0.1%	-17.4%	-16.5%
African American	692,663	1,437	1,361	0.2%	696,923	1,285	1,232	0.2%	-10.6%	-9.5%
Asian	166,207	67	67	0.0%	176,818	41	40	0.0%	-38.8%	-40.3%
Hispanic	2,275,774	3,359	3,221	0.1%	2,346,168	2,704	2,626	0.1%	-19.5%	-18.5%
Native American	17,365	26	24	0.1%	17,761	14	13	0.1%	-46.2%	-45.8%
White	1,667,163	1,238	1,238	0.1%	1,655,078	1,059	1,027	0.1%	-14.5%	-17.0%
Female	2,343,951	1,249	1,192	0.1%	2,378,854	978	949	0.0%	-21.7%	-20.4%
Male	2,475,221	4,928	4,719	0.2%	2,513,894	4,125	3,989	0.2%	-16.3%	-15.5%
Special Education	528,768	1,420	1,354	0.3%	509,018	1,104	1,063	0.2%	-22.3%	-21.5%
Eco Dis	2,567,154	3,538	3,369	0.1%	2,676,788	3,090	2,976	0.1%	-12.7%	-11.7%
At-Risk	2,247,224	4,856	4,625	0.2%	2,282,091	4,100	3,947	0.2%	-15.6%	-14.7%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

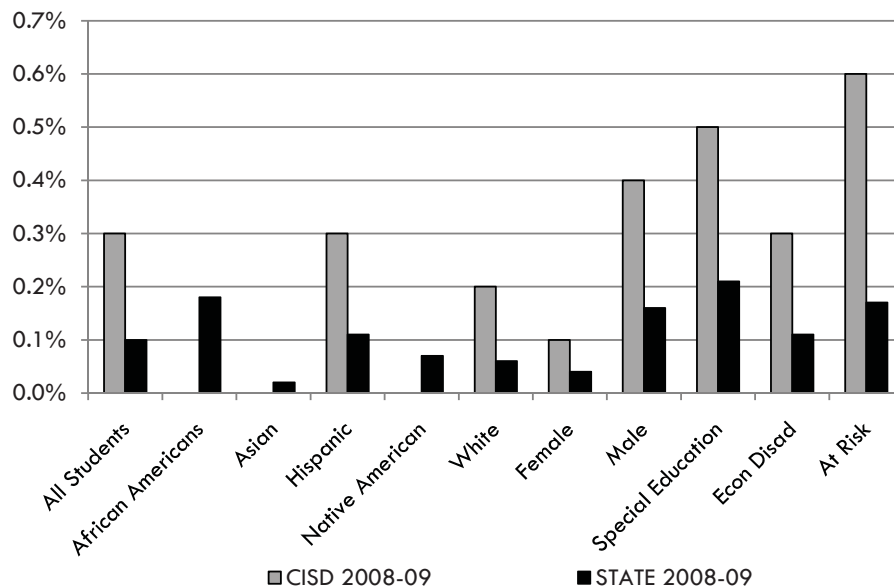
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 27
CONROE ISD
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 28
CONROE ISD
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS
SCHOOL YEAR 2008–09**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 29
MONTGOMERY COUNTY JJAEP
ATTENDANCE INFORMATION FOR CONROE ISD STUDENTS
FOR SCHOOL YEAR 2008–09**

PLACEMENT TYPE	NUMBER OF STUDENTS	ATTENDANCE DAYS
Mandatory	56	2,588
Discretionary	69	2,014
Discretionary Title 5	5	339
Totals	130¹	4,941

¹Of the 130 Conroe ISD students served in the Montgomery County JJAEP during school year 2008–09, 18 were returning students completing an expulsion from the prior school year and 112 were new placements.

SOURCE: Montgomery County JJAEP, 2010.

served in school year 2008–09, 18 were students returning to complete their expulsion from the prior school year, resulting in a total of 112 new placements during school year 2008–09.

JUVENILE DETENTION CENTER

The Montgomery County Juvenile Detention Center (MCJDC) is located at 200 Academy Drive in Conroe, Texas. It is a pre-adjudication detention center which houses children awaiting a day in court or, after the child is adjudicated, holds the child in detention awaiting transportation to a placement facility or the Texas Youth

Commission (TYC). The MCJDC is a certified juvenile detention facility and is registered annually with the Texas Juvenile Probation Commission and is required to adhere to all applicable minimum standards for the facility.

Along with other districts in Montgomery County, Conroe ISD students are assigned to MCJDC only through court order. Placement offenses range from juvenile misdemeanors to serious felonies. Student assignments range from overnight to six months.

The educational component of MCJDC is provided by Conroe ISD and, according to TEC 37.0061, the district counts those students in the average daily attendance for purposes of receipt of state funds under the Foundation School Program. Students are expected to begin classes immediately upon arrival or, if arriving at night, the following morning. Students are initially placed instructionally based on age appropriate instruction and/or information provided by the child; however, that instructional level can change when the program staff receives information from the child’s home campus. Students receive regular and special needs instruction from certified teachers employed and trained by Conroe ISD staff through the Conroe ISD district curriculum. In addition to the regular curriculum, students have access to Plato for remediation and credit recovery, Carnegie math, ALEKS math, Lexia Reading, Rosetta Stone

for language, Star Reading and Math, and Accelerated Reading and Math. Students have access to computers and basic word processing, Excel, and PowerPoint. Due to the restrictive nature of the placement, students work independently with teachers, although teachers are sometimes able to work with students in small groups.

Exhibit 30 presents the staffing for the MCJDC for school year 2008–09. Staffing includes four highly qualified content area teachers, one certified physical education teacher, two certified special education teachers, one instructional aide, and a 0.25 FTE administrator who is also assigned to the other three Conroe ISD discipline alternative facilities.

**EXHIBIT 30
MONTGOMERY COUNTY
JUVENILE DETENTION CENTER EDUCATIONAL STAFF
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	0.25
Certified Teachers	7.00
County Classroom Monitors	6.00
Instructional Assistants	1.00
Total	14.25

SOURCE: Montgomery County.

Interviews and focus groups with the detention staff revealed the following strengths of the program:

- employment of highly qualified teachers;
- team arrangement between the detention center and Conroe ISD;
- many resources for the core subjects;
- student teacher ratio;
- students learn while attending classes; and
- students receive related services.

Those same stakeholders identified challenges for the program to be:

- lack of educational data from students’ home districts (outside of Conroe ISD);
- delay in receiving information from other districts;
- frequent turnover of students; and
- staff development related to student social need.

Conroe ISD assists the MCJDC by applying for grant funds on behalf of the county. These funding sources include Title IV, Safe and Drug Free Schools, Title I, Part A, Title I, Part D, IDEA-B, and Title I, Part D-ARRA funding. During school year 2008–09, the district received \$93,427 in grant funding for use at the MCJDC.

RECOMMENDATIONS

Recommendation 1: Develop and implement a program evaluation to measure the effectiveness of the Conroe ISD’s OSS, ISS, elementary and secondary DAEPs, and the effectiveness and efficiency of the relationship with the JJAEP. The district should consider the challenges identified by administrators, counselors and teachers included in this report as a part of the discipline alternative program evaluation. The evaluation should focus on both process and student performance. The NGA Center for Best Practices (2001) reported that some of the best practices of effective alternative programs include collecting and evaluating data and developing data-driven accountability measures. The Conroe ISD Administrator’s Dashboard has many features that allow it to gather data available from multiple sources in the district. The district should review the features of both the Administrative Dashboard and the View-IT system to determine if they can provide an on-going data collection for the evaluation process. As a part of the evaluation design, the district should consider the National Alternative Education Association’s (NAEA) recommendation that the evaluation process include data triangulation with three different sources of data collected for analysis. Data collection should include program implementation ratings, student outcome data, and student, parent/guardian, and staff surveys. All data should be gathered and used to assess quality, provide a plan for improvement, and direct future activities for the program. The NAEA further recommends examining:

- Student outcome data for core content, non-core content, and non academic areas. This includes collecting data on absences, disciplinary actions, credits earned, dropout statistics, grades, graduation rates, student achievement, and recidivism rates.
- The formal transition services provided for students as they re-enter the regular classroom.

Conroe ISD has an Assessment and Evaluation department which reports to the Associate Superintendent responsible for discipline management. This department should collaborate with the principal of the alternative campuses to

identify an evaluation steering committee. This committee should provide feedback about a comprehensive evaluation design for the discipline management program as a whole, and each of its components. The design process should seriously consider the features suggested by the NAEA. There should be no additional cost to the district for including this evaluation into the annual evaluation cycle.

Recommendation 2: Conduct a cost-benefit analysis of the JJAEP at least every three years. To ensure that the district is receiving the full value of its investment in the JJAEP, there should be a regular cost-benefit analysis conducted. Changes in teacher staffing at the JJAEP or enrollment numbers in the district could potentially alter the value of the benefit the district is receiving under the terms of the MOU. Terms of the MOU require Conroe ISD to hire, train, and pay for all JJAEP teaching staff. In return, the district does not pay for the students it sends to the JJAEP, and all funds collected from other school districts within Montgomery County for JJAEP placements belong to Conroe ISD. According to district administrators, this arrangement benefits Conroe ISD students because the educational component of the program is under their direct control. However, administrators also revealed that they have not analyzed the cost-benefit of this arrangement in recent years. Interviews with district administrators revealed a lack of centralized understanding of the financial aspects of the MOU requirements between the district and the county. In addition, no one interviewed in the school district was aware of any recent evaluations to determine whether the district was receiving the full benefit of its investment in the JJAEP.

Regular analyses will ensure that the in-kind services provided remain fair and balanced. The cost-benefit analysis could be performed by the Conroe ISD Business office or the Montgomery County Juvenile Probation Department at no additional cost to Conroe ISD. Since the time of the onsite visit, the district conducted a brief cost-benefit analysis and increased the student cost per day from \$80 to \$85. This change was incorporated in the MOU for school year 2010–11.

FISCAL IMPACT

RECOMMENDATION	2010-11	2011-12	2012-13	2013-14	2014-15	TOTAL	ONE-TIME COSTS
1. Develop and implement a program evaluation to measure the effectiveness of the Conroe ISD's OSS, ISS, elementary and secondary DAEPs, and the effectiveness and efficiency of the relationship with the JJAEP.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2. Conduct a cost-benefit analysis of the JJAEP at least every three years.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS	\$0	\$0	\$0	\$0	\$0	\$0	\$0