



Suspension/Truancy Off-site Program (STOP)

2012-13

Evaluation Brief

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Executive Summary

Background: The STOP program is an alternative to suspension which offers students a safe setting and instructional support by having them serve the “suspension” time at a STOP site. Transportation is not provided because participation in STOP is optional. If a student fails to attend STOP, they are given a suspension. The program has seven sites across the community and was designed to support students' behavior, instruction and goal setting. Each site has an instructor and certified teacher.

Key Findings

Placements

- There were 5,469 STOP placements made by schools on 3,246 students during 12-13.
- 33% of students were sent to stop two or more times in 12-13.
- 62% of JCPs schools use STOP as an alternative to suspension. All levels use STOP, but middle schools represent the majority of STOP placements.
- Students are sent to STOP for a wide variety of reasons. Fighting and disruptive behavior are the most frequent reasons for STOP.

Students

- 72% of STOP students are Black, 62% are male, 87% are on Free/Reduced lunch, and 22% are ECE.
- Almost half (46%) of the students placed in STOP in 12-13 had been to STOP or suspended the year before (11-12).
- 64% of STOP participants scored novice in reading in 2013.

Participation & Student/Staff Ratios

- The average participation/attendance rate of students sent to STOP was 74%. The lowest rate was 70% at Ahrens and the highest was 81% at Iroquois.
- The average number of students per staff was 3.7 (almost 4 students per staff).
- There is an average of seven students per site per day across the whole school year.
- Some of the ECE students attended STOP sites with no ECE certified teacher.

Costs

- The total cost of the program is \$705,210. Other costs that are not monetized include transportation costs/burden to families, training for staff, and concentrating “problem students” together.
- The benefits are difficult to monetize since schools still receive up to 10 days of ADA for suspensions. Other benefits include providing a safe setting for those that can get transportation, and a reduction of school and district suspension rates.

Recommendations

- Several recommendations are offered around assessing the quality of student experience, fidelity to program components at each site, and ensuring schools are following protocol. The district might also consider redirecting funds to support keeping students in school.

Background

Purpose of the STOP Program

The purpose of the STOP program is to provide students in grades 4 through 12, who would have been suspended from school for specified violations of the JCPS Code of Conduct, with an alternative to suspension. STOP represents an option for students that allows them to maintain school attendance, and receive some form of instruction by having them serve the time at a STOP site. Transportation to and from the STOP sites is not provided because this is considered an optional program and participation is optional. The student's parent/guardian or self are responsible for transportation to and from the STOP site.

Program Description

The instructional strategy for the STOP program was designed to have three components around academic, behavior and goal setting.

- (1) **The academic component** supports teacher assignments and remediation/enrichment work,
- (2) **The behavior-management** component provides students with an opportunity to work on skills (e.g., refusal, conflict resolution, and personal behavior management); and
- (3) **The goal-setting component** encourages students to work on issues related to self-esteem, fitness, and stress management.

It is important to note that data on implementation of or fidelity to the program components at each site, or the program as a whole has not been collected.

Program Sites & Staff

The STOP program is currently operating in seven different sites. Each site is staffed with 1 certified teacher and 1 Instructor, for a total of eight instructors and seven teachers. Three of the seven sites are staffed with a certified ECE teacher.

STOP Site	N Instructors	N Teachers	Teacher ECE Certified
Ahrens	1	1	X
Duval 1	2	1	X
Duval 2	1	1	
Westport Middle	1	1	X
Valley High	1	1	
Chestnut Street	1	1	
Iroquois High	1	1	
Total	8	7	3

Evaluation Scope, Data & Questions

The primary purpose of the evaluation is to assess basic program dynamics, district-wide program usage, student population served, attendance, and to determine total program costs. Through the use of secondary data, the evaluation specifically addresses characteristics of students assigned to STOP, the reasons for STOP assignments, STOP attendance rates, staff/student ratio, and determine the cost of the total program during the 2012-13 school year.

Data Collection & Methods: The STOP data and related student level information were extracted from Infinite Campus for the entire 2012-13 school year. The evaluator also obtained STOP attendance data and general operational information from the STOP coordinator. The finance department provided program cost information and worked to help assess the total operating cost of the program. Data were analyzed using descriptive statistics.

Evaluation Questions

1. How many STOP placements were made in 2012-13 and by which schools? (p.5)
2. What are the characteristics of students attending STOP (demographics, reading proficiency & Dropout rates)? (p. 6-7)
3. What schools are using STOP and how often? (p.7 -9)
4. What are the primary reasons students are being sent to STOP? (p. 9)
5. What is the participation rate of students assigned to STOP? (p.10)
6. What is the average staff/student ratio per site? (p.11)
7. What is the total cost of operating the program? (p.12)

Recommendations (p.13)

Appendix A – Case examples (p.14)

Appendix B – STOP Site comparison table (p.15)

Note on Data & Limitations:

It is important to note that data entry is done by all schools into the central district student information system and also by STOP staff at each site. As such it is possible that the quality of data entry can vary by both schools and STOP sites and many have implications for the reliability of STOP participation rates, as well as when a STOP is turned into a suspension on a student's record (if they do not show up to STOP).

Due to the retrospective nature of the evaluation, no qualitative data was collected to assess the actual implementation of STOP program components or the quality of academic instruction, interactions and student engagement. Finally, prior to and during the secondary data collection process, the evaluator ascertained some anecdotes and perceptions (pros/and cons) of the STOP program which is integrated to provide the larger context the STOP program is operating in.

Evaluation Findings

STOP Placements & Students: According to all discipline referral data entered into Infinite Campus during the 12-13 school year, a total of 5469 STOP placements were made by schools, on a total of 3246 students.

STOP Placements & Students	N
Number of STOP placements (IC)	5,469 placements
Number of students assigned to STOP	3,246 students

Source: Infinite Campus

STOP Days*: The aggregated number of STOP days district-wide totaled 12,455 days. The most frequently assigned number of STOP days was 2 days followed by 3 day assignments.

STOP Days Assigned	N
Total number of STOP assignment days	12,455 days
Most frequently assigned number of STOP days	2-3 days

*Source: Infinite Campus(IC) * the number of days field is not entered reliably across schools for STOP.*

Recidivism: The recidivism rate (extent to which students are repeatedly sent to STOP) is one way to assess the effectiveness of STOP as a deterrent to student misbehavior. The STOP recidivism data mirrors the district suspension recidivism data (STOP repeaters = 33%; suspension repeaters = 35%).

- **Repeat STOP placements (within the same year):** The majority of students placed in STOP (67%) were not given STOP as a consequence again during the 12-13 school year.
 - Over one third of students (33%) were given STOP as a consequence two or more times during 12-13.
 - A total of 348 students were repeatedly placed at STOP (3-4 different times), and 146 students were placed at STOP on 5 separate occasions. Notably, one student was placed at STOP 16 different times during the school year.

[See Appendix A for Case examples of repeat STOP students in 12-13]

- **Repeat STOP Placements (from prior year):** Almost half of the students (46%) placed in STOP during the 12-13 school year had been sent to STOP and/or suspended from school the year before (11-12).

Recidivism	N (%)
Number/% of students sent to STOP 2 or more times in 12-13	1,085 (33.4%)
Range of STOP placements for students	1 to 16
Number/% of 12-13 STOP students in STOP or suspended last year	1493 (45.9%)

Source: Infinite Campus

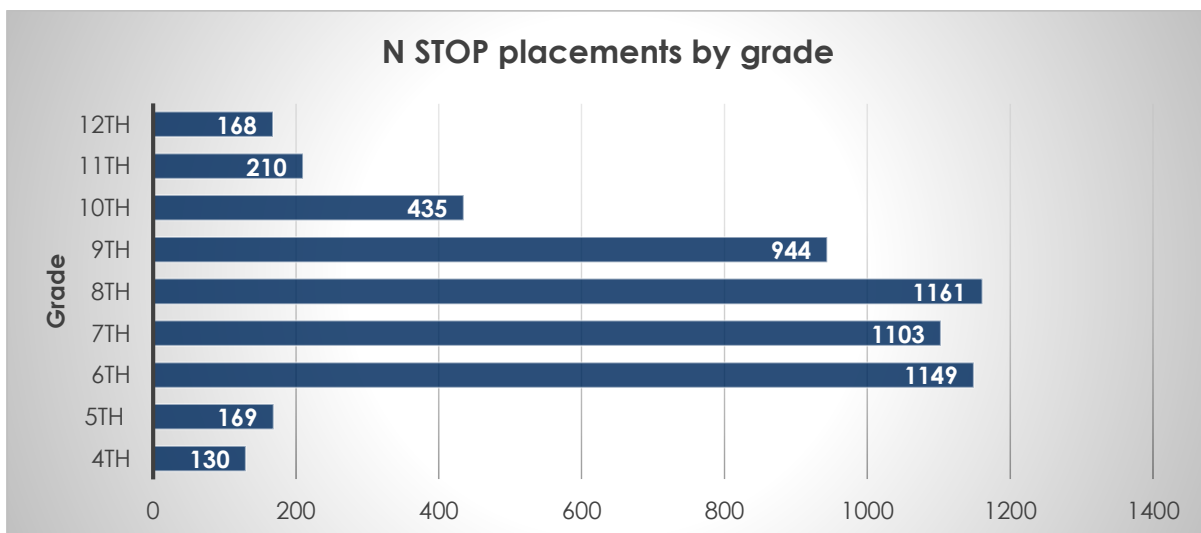
Characteristics of Students sent to STOP: The characteristics of students sent to STOP are similar to those suspended from school.

- The majority of students sent to STOP are African-American, on free/reduced lunch, and are male.
- ECE students are also disproportionately sent to STOP compared with their population in JCPS (13% population vs. 22% STOP).
- Notably, 766 students that were placed in STOP were considered homeless.

Demographic	N (5469)	%
Race		
African-American	3916	71.60%
White	1300	23.77%
Hispanic	117	2.14%
Multi-racial	98	1.79%
Asian	26	0.48%
Other	12	0.22%
Gender		
Female	2040	37.30%
Male	3429	62.70%
ECE		
ECE	1219	22.29%
Homeless		
Homeless	766	14.01%
Lunch		
F/R lunch	4746	86.78%

Source: Infinite Campus

Grade level of STOP placements: Middle school grades represent the majority of STOP placements (62%, n= 3413), with 8th grade being the most frequent. Importantly, almost 300 STOP placements were made at the elementary level.

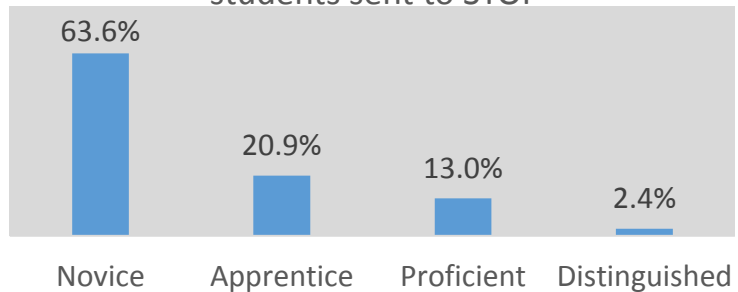


Source: Infinite Campus

Reading level of students sent to STOP:

A total of 2220 (68%) students sent to STOP had KPREP reading scores for 2013. As seen on the bar graph, the majority of students (64%) sent to STOP scored at the Novice reading level. Only 15% of STOP participants scored proficient/distinguished in Reading in 2013. While this is not a causal analysis, it does demonstrate the instructional needs of students attending STOP.

2013 Reading Proficiency Level of students sent to STOP



Source: Infinite Campus & KDE KPREP file

Dropout Rate of students sent to STOP: The number of students that dropped out following a STOP placement across grades 9-12 totaled 43 students. Overall, the dropout rate of STOP students is higher than the last district average (3.72%). Looking by grade, the dropout rate of the 11th grade STOP students (6.6%) is almost double the district average.

Grade	N students in STOP	N STOP students Dropped out	% of STOP students that Dropped out
9 th	442	17	3.85%
10 th	245	14	5.71%
11 th	136	9	6.62%
12 th	118	3	2.54%
Total	941	43	4.57% STOP Avg. 3.72 District Avg.

Referring Schools to STOP: A total of 93 JCPS schools (60% of all JCPS schools) reported sending students to STOP in 2012-13. Middle and high schools utilize STOP at greater rates than elementary schools. The range of STOP placements by school is 1 placement to 572 placements.

School STOP Placements 12-13

School	N
Eastern High	572
Stuart Middle	543
Kammerer Middle	421
The Academy @ Shawnee	405
Crosby Middle School	367
Olmsted Academy South	273
Highland Middle School	268
Iroquois High	235
Ramsey Middle School	227
Westport Middle School	172
Conway Middle School	148

Ballard High	145
Pleasure Ridge Park High	133
Noe Middle	127
Meyzeek Middle School	124
Frost Middle	113
Lassiter Middle School	110
Carrithers Middle School	95
Farnsley Middle	85
Valley Traditional High	74
Central High School	70
Myers Middle School	55
Newburg Middle School	54

Johnson Traditional Middle	52
Olmsted Academy North	48
Thomas Jefferson Middle	44
Moore Traditional School	34
Fairdale High School MCA	29
Kerrick Elementary School	26
ESL Newcomer Academy	25
Liberty High School	25
Jeffersontown High School	21
Fern Creek Traditional High	19
Greenwood Elementary School	17
Brown School	16
Wilder Elementary	15
Trunnell Elementary	12
Hawthorne Elementary	11
Dixie Elementary	11
Shelby Traditional Academy	10
Dupont Manual High	10
Blue Lick Elementary	10
Price Elementary	9
St Matthews Elementary	9
Kennedy Elementary Montessori	9
Byck Elementary	9
Jefferson County Traditional Middle	8
Fern Creek Elementary	8
Tully Elementary	7
Atkinson Academy	7
Barret Traditional Middle	7
Wilkerson Elementary	7
Norton Elementary School	7
Wheatley Elementary	6
Watterson Elementary	6
Rutherford Elementary	6
Western High School	6
Engelhard Elementary	6
Johnsontown Road Elementary	6

Western Middle	5
Young Elementary	5
Coleridge-Taylor Elementary	5
Camp Taylor Elementary	5
Foster Traditional Academy	4
Chancey Elementary	4
Maupin Elementary	4
Knight Middle School	4
Wellington Elementary	4
Bloom Elementary	4
Hite Elementary School	3
Waggener High School	3
Lowe Elementary School	3
Cochran Elementary	3
Okolona Elementary School	3
Southern High School	3
Louisville Male High School	3
Middletown Elementary	3
Portland Elementary	3
Bowen Elementary	3
Fairdale Elementary School	3
Greathouse Shryock Traditional	2
The Phoenix School Of Discovery	2
Cane Run Elementary	2
Blake Elementary	2
Hartstern Elementary	2
Laukhuf Elementary	1
Doss High	1
Rangeland Elementary	1
Eisenhower Elementary School	1
Layne Elementary	1
Smyrna Elementary	1
Gutermuth Elementary	1
Breckinridge/Franklin Elementary	1
Grand Total	5469

Source: Infinite Campus

Reasons for STOP placements: The most frequent reason for placement at STOP were:

1. Student to student fighting (27%)
2. Disruptive behavior (20%)
3. Failure to obey staff (14%)

Notably, 22 STOP placements were made due to students not coming to school (truancy) further keeping them from their school, and 12 were made for dress code violations. In the larger context of JCPS school discipline, it is important to recognize that some of the violations that resulted in STOP for some students resulted in detention, suspension, and alternative school placement for other students – demonstrating the wide discretion administrators have in assigning consequences for the same violations.

Reason for STOP placements 12-13:

Reason	N	Reason	N
12B Fighting/Striking - Student to Student	1471	01B Skipping School	18
02B Disruptive Behavior	1104	02L Disorderly Conduct	17
03B Failure to Obey Staff	751	08B Smoking	16
14B Harassment/Intimid w/Staff/Student	472	10L Vandalism	13
06B Profanity/Vulgarity	298	03B Dress Code Violation	12
03B Failure to Attend Detention	255	08B Tobacco - Other	11
01B Tardy to Class	243	19B Dangerous Instrument (carrying or use)	9
02B Bus Disturbance	141	03B Cheating/Academic Dishonesty	7
10B Stealing	77	07L Gambling	7
01B Skipping Class	75	10L Stolen Property	6
12B Fighting/Striking - Student to Other	72	03B Other	5
14B Harassing communications	61	10L Larceny - Theft	5
14B Verbal Abuse	57	08B Chewing Tobacco	2
09B Inappropriate Sexual Behavior	57	05B Signing Parent/Staff Note	2
14B Bullying	56	15L Marijuana Poss/Under Influence	2
14B Threatening Staff	54	03L Loitering	1
04B Leaving Campus/School Grounds W/O Permission	44	20L Terroristic Threat/False Fire Alarm	1
01B Truancy	22	19B Other - Look-Alike Weapon	1
13B Fighting/Striking-Student to Staff/Other Officials	21	17L 4th Degree Assault	1
		16L Marijuana Distribution	1
		17L Sexual Assault	1
		Total	5469

Source: Infinite Campus

STOP Participation Rates: Each STOP site records attendance of students assigned at their site and reports the monthly attendance to the STOP coordinator. According to the aggregated data by site provided by the STOP coordinator, there were a total of 6489 STOP assignments (according to Infinite campus, there were 5469 STOP placements). A total of 1681 were marked as “No Show” by the STOP sites (In Infinite Campus, there were 1945 suspensions given for “No Show” to STOP).

- **A “No Show” at STOP = a Suspension:** If a student is assigned to STOP and does not show up, the school clerks are expected to go back into IC and change the STOP day(s) to suspension day(s). However, the consistency with which this happens within and across schools varies widely. Based on IC data, 35.5% of STOP placements turned into suspensions due to no shows (indicating a 64.5% participation rate). This is slightly below participation rate overall reported by STOP (74.1%) All of the noted discrepancies may indicate the data quality variance across schools and sites.
- From the STOP coordinator attendance data, the average participation rate was 74%. The highest rates of participation were at Iroquois (81%) and Westport Middle (76%). The lowest participation rate is at the Ahrens site (70%). The DuValle II and Valley STOP sites had the highest % of ECE student participation.

2012-13 STOP Site participation & % ECE

STOP Site	Total # students assigned	Total # students attended	Total # NO shows	Participation Rate	% of ECE students
Ahrens	840	585	255	69.6%	18.6% *
Valley	809	580	229	71.7%	22.3%
DuValle II	772	561	211	72.7%	23.6%
Chestnut St. Y	995	734	261	73.8%	13.1%
DuValle I	1414	1052	362	74.4%	16.2% *
Westport	967	735	232	76.0%	10.9% *
Iroquois	682	551	131	80.8%	10.6%
TOTAL	6489	4808	1681	74.1%	17.1%

**Denotes Certified ECE teacher at site*

Source: STOP coordinator

STOP Staff/Student Ratio: In order to determine the overall staff/student ratio across the entire year, the total number of students that actually were present at the STOP sites (total # student days) was divided by the total number of staff days (N staff X 175 school days).

- The average number of students per staff: Four (3.7) students.
 - Duvalle I has the lowest ratio of three (2.9) students per staff person
 - Iroquois has the highest ratio of five (4.8) students per staff person
- There is an average of seven students per site across the school year

STOP staff/student ratio and Avg # students per site

STOP Site	Total # student days present	Total # staff days	Student per Staff Ratio	Avg. # students per site
Ahrens	1262	350	3.6	7 (7.2)
Valley	1735	525	3.3	7 (6.6)
DuValle II	1611	350	4.6	9 (9.2)
Chestnut St. Y	1160	350	3.3	7 (6.6)
DuValle I*	1010	350	2.9	9 (8.7)
Westport	1217	350	3.5	7 (7.0)
Iroquois	1691	350	4.8	10 (9.6)
TOTAL	9686 total # student days present	2625 total # staff days	3.7 students per staff	7 students per site average

**Only STOP site with 3 staff (1 teacher, 2 instructors)*

Source: STOP Coordinator

Cost Analysis: As shown on the chart below, the total cost of the program for 2013-14 school year was \$705,210. Nearly all of the cost is associated with staffing. Considering the total amount of students served by STOP, the cost per student is \$146.67.

Costs	Amount
Total Salaries	\$652,060.49
Total Fringes	\$45,399.56
Total Operational Budget	\$7,750
Grand Total	\$705,210.05
Cost Per Student	\$146.67
Other Costs to Consider:	
<ul style="list-style-type: none"> • Transportation costs/burden to families • Space used in JCPS facilities that could be used for other purposes • Training for STOP staff • “group think” from concentrating “problem” students together • Impact of repeat STOP placements (for students placed multiple times each year). Lack of addressing root cause can cost students additional loss of instructional time. • ECE students that may not be with ECE certified teacher at STOP 	
Benefits	Amount*
Benefits to Consider:	
<ul style="list-style-type: none"> • The STOP option helps keep students in a safe setting during the school day (for those students/parents that can arrange and/or afford transportation when site is far from home) • Reduces school & district level suspension rates viewed by KDE and district leadership • Low staff/student ratio is conducive for individual instruction and attention 	

*It is difficult to monetizing the benefit side of the STOP program. The only monetized benefit would be the ADA money schools save for each STOP placement (vs. suspension). However, schools still receive ADA money for each student suspended - up to 10 suspension days. Due to difficulty assessing accurately the number of student's cumulative number of days and the association with STOP no show turning into a suspension, ADA as a benefit is not calculated. It is estimated it would be no more than \$3,000 ADA saved based on number of students with 10+ STOP incidents.

Recommendations

- **If the STOP program continues**, the following recommendations should be considered:
 - Assess implementation and fidelity to program components to assess quality of student academic, behavior intervention support (to address root cause as best as possible), and goal setting experiences at STOP.
 - For students that are sent to STOP more than 3 times, an assessment should be made regarding the effectiveness of STOP for supporting the students' success in school, and providing a different intervention for the student.
 - Establish clear communication about policy and protocol for schools around STOP including:
 - Ensuring students are sent to STOP for an appropriate reason or violation. Schools should not be allowed to send students to STOP for violations that are not aligned with the district Code of Conduct- such as being tardy to class or dress code violations.
 - Ensuring there is a signed contract/communication with parents
 - Student work is sent to the site
 - Ensure that ECE students are not sent to STOP sites without ECE teachers (2 sites with highest percent of ECE students attending are not staffed with ECE teachers)
 - In terms of the academic component, due to the fact that the vast majority of STOP participants (85%) are not proficient in reading, an academic focus on literacy might benefit nearly all STOP participants.
 - District/Schools should ensure that elementary and early middle school students will have transportation to and from the STOP site they are assigned to. At minimum, administrators should assign students to a site (with parent/guardian agreement) that would be the easiest for them to get to.

- **In light of the cost, participation rates and recidivism rates, the district might also want to consider an alternative use of the STOP funds** that would support keeping students in their own school. This might include supporting implementation of school Positive Action Centers (PAC) or having "STOP" at the most appropriate school sites.

Appendix A: Case Examples

Repeat STOP student Case examples: The following are case examples of students that were repeatedly sent to STOP in 12-13. Of the students with 3+ STOP, a case was randomly selected for Elementary, middle and high. These examples demonstrate that for the students repeatedly sent to STOP, it may be ineffective at deterring future occurrences of misbehavior or conflict between a student/student or student/staff that may have caused the violation.

Elementary – 5th Grade White Male ECE		
Date assigned	Reason sent to STOP	N days documented
9/14/12 - August	Bullying	2 days
2/5/13 – February	Fighting	3 days
5/6/13 - May	Bullying	4 days
Middle School Student – 6th grade Black Male		
Date assigned	Reason sent to STOP	N days documented
11/8/12 - November	Disruptive Behavior	2 days
3/18/13 - March	Failure to Obey Staff	4 days
4/24/13 - April	Harassment/Intimidation	2 days
5/9/13 - May	Disruptive Behavior	4 days
High School Student – 10th grade Black Female		
Date assigned	Reason sent to STOP	N days documented
1/17/13 - January	Failure to Obey Staff	2 days
2/6/13 - February	Failure to Obey Staff	3 days
2/13/13 - February	Failure to Obey Staff	2 days
3/4/13 - March	Failure to Obey Staff	2 days
4/9/13 - April	Truancy	2 days
4/18/13 - April	Harassment/Intimidation	2 days
5/2/13 - May	Profanity/Vulgarity	2 days
5/22/13 - May	Harassment/Intimidation	2 days

Appendix B: Site Summary Chart with key Data

Combined Chart with Key Data Points for Comparison Purposes

STOP Site	Total # students attended	Total # student days present	Avg. # students per site	Participation Rate	ECE Participation Rate
Ahrens**	585	1262	7 (7.2)	69.6%	18.6%
Valley	580	1735	7 (6.6)	71.7%	22.3%
DuValle II	561	1611	9 (9.2)	72.7%	23.6%
Chestnut St. Y	734	1160	7 (6.6)	73.8%	13.1%
*DuValle I**	1052	1010	9 (8.7)	74.4%	16.2%
Westport**	735	1217	7 (7.0)	76.0%	10.9%
Iroquois	551	1691	10 (9.6)	80.8%	10.6%
TOTAL	4808	9686 total # student days present	7 students per site average	74.1%	17.1%

**only site with 3 staff persons (2 instructors and 1 teacher)*

*** indicates ECE teacher present*