National Assessment of Title I
Final Report

Volume I: Implementation

OCTOBER 2007

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- National Longitudinal Study of No Child Left Behind (NLS-NCLB), led by Georges Vernez of the RAND Corporation and Michael Garet and Beatrice Birman of the American Institutes for Research, assisted by Brian Stecher (accountability team leader), Brian Gill (choice), Meredith Ludwig (teacher quality), and Jay Chambers (resource allocation). Other NLS-NCLB team members who provided special assistance for this report include Charles Blankenship, Hiro Hikawa, Irene Lam, Felipe Martinez, Jennifer McCombs, Scott Naftel, Kwang Suk Yoon, and Ron Zimmer.
- Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind (SSI-NCLB), led by Jennifer O'Day and Kerstin Carlson LeFloch of the American Institutes for Research. Other SSI-NCLB team members who provided important assistance for this report are Andrea Cook, Laura Hoard, Lori Nathanson, and James Taylor.
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While we appreciate the assistance and support of all of the above individuals, any errors in judgment or fact are, of course, the responsibility of the authors.

DISCLOSURE OF POTENTIAL CONFLICTS OF INTEREST

Volume I: Implementation draws on findings from four major evaluation studies led by Georges Vernez of the RAND Corporation; Jennifer O'Day at the American Institutes for Research; Jane Hannaway at the Urban Institute; and Patrick Shields at SRI International. None of these organizations or their key staff has financial interests that could be affected by findings from the evaluation of the implementation of Title I. The National Assessment of Title I Independent Review Panel (IRP) provided advice and guidance on the preparation of this volume. No one on the IRP has financial interests that could be affected by the findings from the National Assessment of Title I.

CONTENTS

EXHIBITS

Executive Summary

II. Overview of Title I Program

III. Trends in Student Achievement

IV. Implementation of State Assessment Systems

V. Accountability and Support for School Improvement

VI. Title I School Choice and Supplemental Educational Services

VII. Teacher Quality and Professional Development

Appendix A. Descriptions of Major Data Sources Included in This Report

Appendix B. Supplemental Exhibits

Appendix C. Standard Error Tables

EXECUTIVE SUMMARY

The Title I program began in 1965 as part of the Elementary and Secondary Education Act (ESEA) and is intended to help ensure that all children have the opportunity to obtain a high-quality education and reach proficiency on challenging state standards and assessments. The No Child Left Behind Act of 2001 (NCLB) built upon and expanded the assessment and accountability provisions that had been enacted as part of the ESEA's previous reauthorizing legislation, the Improving America's Schools Act (IASA), while also creating new provisions related to parental choice and teacher quality. These and other changes were intended to increase the quality and effectiveness not only of the Title I program, but also of the entire elementary and secondary education system in raising the achievement of all students, particularly those with the lowest achievement levels.

As part of the No Child Left Behind Act, the Congress mandated a National Assessment of Title I to evaluate the implementation and impact of the program. The mandate specifically required a longitudinal study of Title I schools, as well as an Independent Review Panel composed of expert researchers and practitioners to advise the U.S. Department of Education on the conduct of the National Assessment. An interim report was released in April 2006.

This report constitutes Volume I of the 2007 *Report on the National Assessment of Title I* and focuses on implementation of key Title I provisions including the following:

- Characteristics of Title I participants and services for students in private schools
- Targeting and uses of Title I funds
- Trends in student achievement on state assessments and on the National Assessment of Educational Progress (NAEP)
- Implementation of state assessment systems
- Accountability and support for school improvement
- Title I school choice and supplemental educational services
- Teacher quality and professional development

The report draws on data from two Department evaluations of NCLB implementation, the National Longitudinal Study of NCLB, and the Study of State Implementation of Accountability and Teacher Quality Under NCLB, both of which collected data in the 2004-05 school year. The report also includes data from other evaluation studies, state performance reports, NAEP, and other sources.

This report expands and updates the information provided in an interim report released in April 2006. It includes new data on the targeting and uses of Title I funds, services for private school students, characteristics of students participating in the school choice and supplemental services options, achievement trends on the NAEP science assessment, and surveys of parents and supplemental service providers. The report also includes updated data from consolidated state performance reports, including student achievement on state assessments, school and district identification for improvement, and highly qualified teachers, and additional state-reported data on schools' AYP and improvement status. The report focuses on providing the most recently available data on Title I implementation and also examines recent trends since the enactment of the No Child Left Behind Act, but also provides some historical information about long-term trends in participation, funding, and student achievement.

A. Key Provisions of Title I Under the No Child Left Behind Act

NCLB, which went into effect beginning with the 2002-03 school year, strengthened the assessment and accountability provisions of the law, requiring that states annually test all students in grades 3-8 and once in grades 10-12 on assessments that are aligned with challenging state standards. States must also set targets for school and district performance that lead to all students achieving proficiency on state reading and mathematics assessments by the 2013-14 school year. Schools and districts that do not make adequate yearly progress (AYP) toward this goal for two consecutive years are identified as needing improvement and are subject to increasing levels of interventions designed to improve their performance and to provide students with additional options. In Title I schools identified for improvement, districts must offer students the option to transfer to another school. If an identified school misses AYP for a third year, low-income students in the school must be offered the option to receive supplemental educational services from a state-approved provider. If an identified school misses AYP for a fourth year, the district must take one of a set of corrective actions specified in the law, and if the school misses AYP for a fifth year, the district must begin planning to restructure the school.

NCLB also requires that all teachers of core academic subjects become highly qualified, which the law defines as having a bachelor's degree and full state certification as well as demonstrating competency, as defined by the state, in each core academic subject that they teach. Exhibit E-1 provides a more detailed summary of key NCLB provisions.

Exhibit E-1
Key Provisions of the No Child Left Behind Act

State assessments	States must implement annual state assessments in reading and mathematics in grades 3-8 and at least once in grades 10-12, and in science at least once in each of three grade spans: 3-5, 6-9, and 10-12. Assessments must be aligned with challenging state content and academic achievement standards. States must provide for participation of all students, including students with disabilities and limited English proficient (LEP) students. States must provide for the assessment of English language proficiency of all LEP students.
Adequate yearly progress (AYP)	States must set annual targets that will lead to the goal of all students' reaching proficiency in reading and mathematics by 2013-14. For each measure of school performance, states must include absolute targets that must be met by key subgroups of students (major racial/ethnic groups, low-income students, students with disabilities, and LEP students). To make AYP, schools and districts must meet annual targets for each student subgroup in the school, and must test 95 percent of students in each subgroup. States also must define an "other academic indicator" that schools must meet in addition to proficiency targets on state assessments.
Schools identified for improvement	Title I schools and districts that do not make AYP for two consecutive years are identified for improvement and are to receive technical assistance to help them improve. Those that miss AYP for additional years are identified for successive stages of interventions, including corrective action and restructuring (see below). To leave identified-for-improvement status, a school or district must make AYP for two consecutive years.
Public school choice	Districts must offer all students in identified Title I schools the option to transfer to a non-identified school, with transportation provided by the district.
Supplemental educational services	In Title I schools that miss AYP for a third year, districts also must offer low-income students the option of supplemental educational services from a state-approved provider.
Corrective actions	In Title I schools that miss AYP for a fourth year, districts also must implement at least one of the following corrective actions: replace school staff members who are relevant to the failure to make AYP; implement a new curriculum; decrease management authority at the school level; appoint an outside expert to advise the school; extend the school day or year; or restructure the internal organization of the school.

Exhibit E-1 (continued) Key Provisions of the No Child Left Behind Act	
Restructuring	In Title I schools that miss AYP for a fifth year, districts also must begin planning to implement at least one of the following restructuring interventions: reopen the school as a charter school; replace all or most of the school staff; contract with a private entity to manage the school; turn over operation of the school to the state; or adopt some other major restructuring of the school's governance. Districts must spend a year planning for restructuring and implement the school restructuring plan the following year (if the school misses AYP again for a sixth year).
Highly qualified teachers	All teachers of core academic subjects must be highly qualified as defined by NCLB and the state. To be highly qualified, teachers must have a bachelor's degree, full state certification, and demonstrated competence in each core academic subject that they teach. Subject-matter competency may be demonstrated by passing a rigorous state test, completing a college major or coursework equivalent, or (for veteran teachers) meeting standards established by the state under a "high, objective uniform state standard of evaluation" (HOUSSE).
Use of research based practices	Schools must use effective methods and instructional strategies that are based on scientifically-based research.

B. Profile of Title I Participants

Whom does the Title I, Part A program serve?

Title I funds go to 93 percent of the nation's school districts and to 56 percent of all public schools. Most Title I funds go to elementary schools, and nearly three-fourths (72 percent) of Title I participants in 2004-05 were in pre-kindergarten though grade 6. Minority students accounted for two-thirds of Title I participants.[1]

Fueled by a growing use of Title I schoolwide programs, the number of students counted as Title I participants has tripled over the past decade, rising from 6.7 million in 1994-95 to 20.0 million in 2004-05. The use of schoolwide programs grew steadily over the same period, rising from about 5,000 schools in 1994-95 to more than 31,000 schools in 2004-05 (see Exhibit E-2). In schoolwide programs, all students in the school are counted as Title I participants, while in targeted assistance programs, only low-achieving students who are receiving specific targeted services are counted. In 2004-05, 87 percent of Title I participants were in schoolwide programs.[3]

Exhibit E-2
Number of Schoolwide Programs and Targeted Assistance Schools, 1994-95 to 2004-05

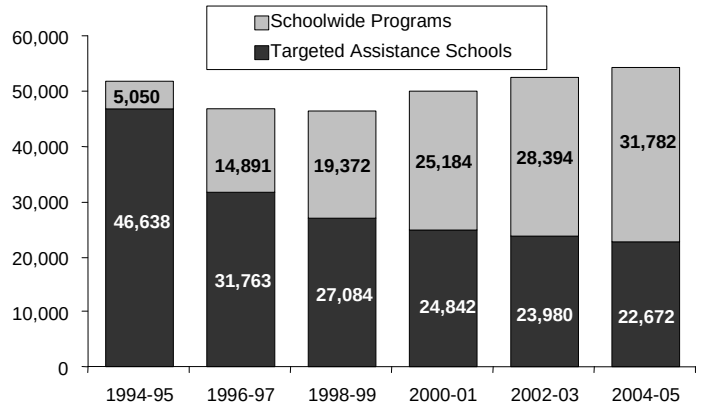


Exhibit reads: The number of school wide programs increased from 5,050 in 1994-95 (10 percent) to 31,782 in 2004-05 (58 percent).

Source: Consolidated State Performance Reports (for 50-52 states).[2]

Private school students account for 1 percent of Title I participants. The number of private school students participating in Title I increased gradually over the past 20 years, to 188,000 in 2004-05, although it remains below the high of 213,500 reached in 1980-81.[4] Private school students typically received Title I services from district teachers who traveled to the private school to serve students. Most private school principals with Title I participants said that districts consulted with private school representatives about Title I services, although they indicated that professional development, parent involvement, and student assessment were not always covered in those consultations.[5]

C. Targeting and Uses of Title I Funds

How are the funds distributed, and has that changed since the last reauthorization?

A majority of Title I funds went to high-poverty districts and schools, but low-poverty districts and schools also received these funds. In 2004-05, about three-fourths (76 percent) of Title I funds went to schools with 50 percent or more students eligible for free or reduced-price lunch, while low-poverty schools, which accounted for 14 percent of Title I schools, received 6 percent of Title I funds.[6]

At the district level, Title I targeting has changed little since 1997-98, despite Congress' efforts to target more funds to high-poverty school districts by allocating an increasing share of the funds through the Targeted Grants and Incentive Grants formulas. The share of funds appropriated through the Targeted and Incentive formulas rose from 18 percent of total Title I funds in FY 2002 to 32 percent in FY 2004, while the less targeted Basic Grants formula declined from 85 percent to 57 percent of the funds. Despite these shifts, the share of funds received by the highest-poverty quartile of districts in 2004-05 (52 percent) was similar to their share in 1997-98 (50 percent).[7]

At the school level, Title I funding for the highest-poverty schools also remained virtually unchanged since 1997-98, and those schools continued to receive smaller Title I allocations per low-income student than did low-poverty schools. The average Title I allocation in the highest-poverty Title I schools was $558 per low-income student in 2004-05, compared with $563 in 1997-98 (see Exhibit E-3). The middle two poverty groups of schools, however, saw significant increases in their per-pupil funding. Low-poverty schools did not see a statistically significant change in funding, but they continued to receive larger Title I allocations per low-income student than did the highest-poverty schools ($763 vs. $558).

Exhibit E-3
Average Title I School Allocation Per Low-Income Student, by School Poverty Level, 1997-98 and 2004-05

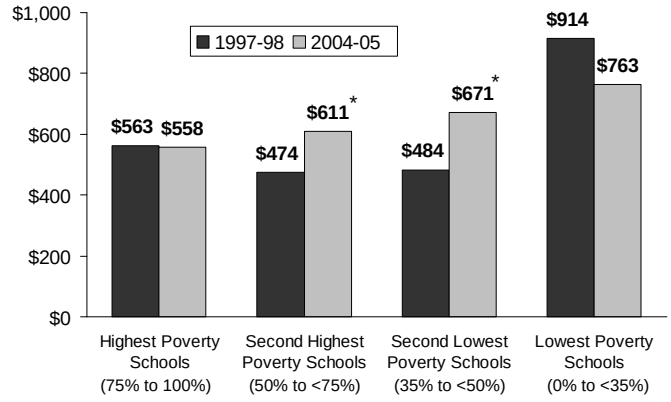


Exhibit reads: The average Title I allocation in the highest-poverty schools was $558 per low-income student in 2004-05, about the same as in 1997-98.

* Indicates that 2004-05 amount is significantly different from 1997-98 ($p<.05$).

Sources: Study of Education Resources and Federal Funding (1997-98) (n=4,563 schools); National Longitudinal Study of NCLB (2004-05) (n=8,566 schools).

Title I funds were predominantly used at the elementary level. Elementary schools received 74 percent of Title I school allocations in 2004-05; the share allocated to middle schools (14 percent) and high schools (10 percent) was less than their share of the nation's low-income students (20 percent and 22 percent, respectively). Seventy-one percent of elementary schools received Title I funds, compared with 40 percent of middle schools and 27 percent of high schools. The average allocation per low-income student was $664 in elementary schools, $502 in middle schools, and $451 in high schools.[8]

What does the money buy?

Most Title I funds were used for instruction, supporting salaries for teachers and instructional aides, providing instructional materials and computers, and supporting other instructional services and resources. In the 2004-05 school year, nearly three-fourths (73 percent) of district and school Title I funds were spent on instruction, 16 percent were used for instructional support, and another 11 percent were used for program administration and other support costs such as facilities and transportation. About half (49 percent) of local Title I funds were spent on teacher salaries and benefits, with an additional 11 percent going for teacher aides.[9]

D. Trends in Student Achievement

This report examines trends in student achievement for public school students using both state assessment data and the National Assessment of Educational Progress (NAEP). We also examine recent trends in graduation rates, another important indicator of student achievement.

Student achievement on state assessments represents the primary criterion that the Title I legislation applies to measure school success, but these data cannot be aggregated across states to examine national trends, because they vary in both the content and difficulty of test items as well as in the level that is labeled as "proficient." States that have similar proportions of students scoring at the proficient level on the NAEP may vary considerably in the percentage of students achieving proficiency on the state assessment. In addition, many states have revised their assessment systems in recent years, so they often do not have the trend data needed to assess student progress. This report examines recent three-year trends (2002-03 through 2004-05) in 36 states that had consistent assessments in place over this period.

The NAEP provides a high-quality assessment that is consistent across states, making the data useful for examining national trends in student achievement. However, the NAEP is not aligned with individual state content and achievement standards, so it does not necessarily measure what students are expected to learn in their states. This report examines achievement trends on both the main NAEP (1990 to 2005) and the long-term trend NAEP (1971 to 2004), with a focus on recent trends. The main NAEP was created in the early 1990s to provide an assessment that is more consistent with current content focuses and testing approaches, while the long-term trend NAEP continues the original NAEP assessment begun in the 1970s in order to track long-term trends. In general, the main NAEP places greater emphasis on open-ended and extended response items and less emphasis on multiple choice questions. In addition, the main NAEP reports on the percentages of students performing at various achievement levels (Basic, Proficient, and Advanced) as well as average scale scores, while the long-term trend NAEP reports only scale scores. The National Center for Education Statistics (NCES) has stated that although results from these two NAEP assessments cannot be compared directly, comparisons of the patterns they show over time, especially for student demographic groups, may be informative.[10]

The data presented below provide a baseline indicator of achievement levels and trends that existed at the time that NCLB implementation began, rather than an indicator of outcomes associated with NCLB.

They may very well reflect other state and local educational improvement efforts, including pre-existing state standards-based reform efforts and accountability systems that NCLB was intended to strengthen. Moreover, even when additional years of assessment data become available, such data will be limited in their ability to address the impact of NCLB, because it is difficult to separate the effects of NCLB from the effects of other state and local improvement efforts.

1. Student Achievement on State Assessments

Are students whom Title I is intended to benefit (including low-income students, racial/ethnic minorities, LEP students, migrant students, and students with disabilities) making progress toward meeting state academic achievement standards in reading and mathematics?

In states that had three-year trend data available from 2002-03 to 2004-05, the percentage of students achieving at or above the state's proficient level rose for most student groups in a majority of the states, but the increases in student proficiency were often small. For example, state reading assessments administered in the 4th grade or an adjacent elementary grade show achievement gains for low-income students in 28 out of 35 states (80 percent) (see Exhibit E-4). Across all student groups examined, states showed achievement gains in 78 percent of the cases. Results for mathematics and for 8th grade show similar patterns.

Exhibit E-4
Percentage of States Showing an Increase in the Proportion of Elementary and Middle School Students Performing At or Above Their State's Proficient Level from 2002-03 to 2004-05, by Student Group

	Percentage of States Showing Increase in Proportion of Students Performing At or Above the State's Proficient Level		Predicted Percentage of States That Would Meet 100% Proficient Target, Based on Recent Rates of Change	
	Reading	Mathematics	Reading	Mathematics
All students	83%	89%	26%	34%
Low-income	80%	92%	29%	38%
Black	76%	80%	32%	33%
Hispanic	80%	89%	33%	37%
White	71%	89%	24%	35%
LEP	77%	86%	38%	35%
Migrant	76%	81%	39%	42%
Students with disabilities	80%	83%	28%	30%
Average across all student groups	**78%**	**86%**	**31%**	**35%**

Exhibit reads: The proportion of all students performing at or above states' proficient levels in 4th-grade reading (or another nearby elementary grade) increased between 2002-03 and 2004-05 in 83 percent of the states that had consistent trend data available; however, based on the rates of change that states achieved during that period, only 26 percent of the states would reach the goal of 100 percent proficient by 2013-14.

Source: Consolidated State Performance Reports (n=25 to 36 states; n sizes for individual cells are provided in Appendix Exhibit B-13). For states that did not consistently assess students in 4th-grade reading and mathematics from 2002-03 to 2004-05, either 3rd-grade or 5th-grade assessments were used.

Based on trend data for 36 states, most would not meet the goal of 100 percent proficiency by 2013-14 unless the percentage of students achieving at the proficient level increased at a faster rate. For example, 29 percent of the states with consistent elementary reading assessment data for low-income students would meet the 100 percent goal by 2013-14 for this subgroup if they sustained the same rate of growth that they achieved from 2002-03 to 2004-05 (see Exhibit E-4). Looking across eight different student groups (low-income, black, Hispanic, white, LEP, migrant, students with disabilities, and all students), an average of 31 percent of the student groups within these states would be predicted to reach 100 percent proficiency in 4th-grade reading based on current growth rates. Only one state

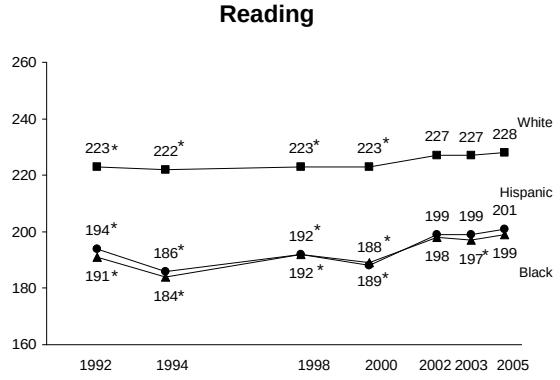
(Nebraska) would be predicted to reach 100 percent proficiency for all student groups and assessments that were included in this analysis.

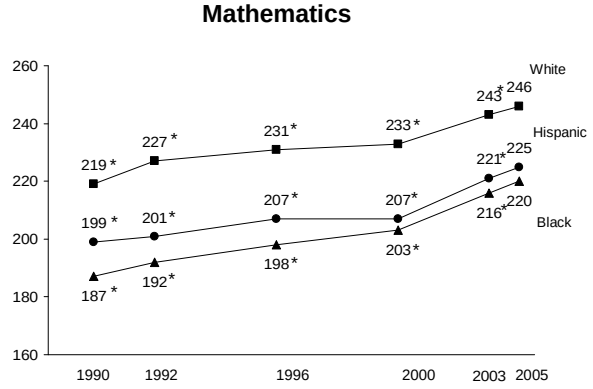
2. Student Achievement on the National Assessment of Educational Progress

Are students, especially disadvantaged students, showing achievement gains on the National Assessment of Educational Progress?

Recent trends on the main NAEP assessment showed gains for 4th-grade students in reading, mathematics, and science, overall and for minority students and students in high-poverty schools, but trends for middle and high school students were mixed. For example, from 2000 to 2005, 4th-grade black students gained 10 points in reading and Hispanic students gained 13 points, while in mathematics, black students gained 17 points and Hispanic students gained 18 points. Over the longer term, black and Hispanic students showed even larger gains in mathematics (33 points and 26 points, respectively, from 1990 to 2005), but somewhat smaller gains in reading (8 points and 7 points, respectively, from 1992 to 2005) (see Exhibit E-5).

Exhibit E-5
Main NAEP Results in Reading and Mathematics, 1990 to 2005:
Average Scale Scores in 4th Grade by Race/Ethnicity





* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

Source: National Center for Education Statistics, Main NAEP.[11]

Eighth-grade students also made significant gains in mathematics but not in reading or science. At the 12th-grade level, reading and science achievement in 2005 was unchanged from the preceding assessments (2002 for reading and 2000 for science) and showed significant declines from the first years those assessments were administered (1992 for reading and 1996 for science). Recent trend data for 12th-grade mathematics are not available.

The long-term achievement trends measured by the long-term trend NAEP showed significant gains for all three age groups tested in mathematics and for 9-year-olds and 13-year-olds in reading. In addition, recent gains on the long-term trend NAEP, from 1999 to 2004, were significant for 9-year-olds in both mathematics and reading and for 13-year-olds in mathematics. Black and Hispanic students showed substantial gains on the long-term trend NAEP, both in the most recent period as well as over the full three decades covered by the assessment.

Are achievement gaps between disadvantaged students and other students closing over time?

State assessments and NAEP both provided some indications that achievement gaps between disadvantaged students and other students may be narrowing, but recent changes are small. For example, state assessments showed a slight reduction in the achievement gap between low-income students and all students in most states, typically a reduction of 1 to 3 percentage points. On the long-term trend NAEP, achievement gains for black and Hispanic students since the 1970s substantially outpaced gains made by white students, resulting in significant declines in black-white and Hispanic-white achievement gaps, but recent changes in achievement gaps often were not statistically significant.

3. Graduation Rates

Are graduation rates improving over time?

Under NCLB, high schools are held accountable for graduation rates, but methods for calculating graduation rates vary considerably across states. The averaged freshman graduation rate (calculated by NCES based on data from the Common Core of Data) is useful for providing a common standard against which state-reported graduation rates may be compared. The median state graduation rate in 2004 was 84 percent based on state reports and 77 percent based on the averaged freshman graduation rate.[12]

The recent trend in the averaged freshman graduation rate has been fairly steady, and the mean graduation rate in 2004 (75 percent) was slightly higher than in 1996 (73 percent). However, these longitudinal data may not be comparable because of changes in reporting over time.

E. Implementation of State Assessment Systems

1. Development of Assessments Required Under No Child Left Behind

To what extent have states implemented the annual assessments in reading, mathematics, and science that are required under NCLB?

During the 2005-06 school year, all states administered assessments intended to meet NCLB requirements for reading and mathematics, and as of September 1, 2007, 24 state assessment systems had been approved by the Department, through a peer review process, as meeting all NCLB testing requirements. The remaining 28 states fell into one of two categories: approval expected (8), or approval pending (20).[13]

Although science assessments are not required until 2007-08 under NCLB, three states had their general and alternate assessments in science approved ahead of schedule along with their reading and mathematics assessments.

2. Inclusion and Accommodations

To what extent do state assessment systems include students with special needs?

Most states have met the requirement to annually assess 95 percent or more of their students, including major racial/ethnic groups, students with disabilities, limited English proficient (LEP) students, and low-income students. However, 15 states did not meet the minimum test participation requirement for one or more student subgroups. Twelve states assessed fewer than 95 percent of their LEP students, seven states did not meet the test participation requirement for one or more minority student groups (black, Hispanic, and/or Native American), and five states did not meet the 95 percent requirement for students with disabilities.[14]

F. Accountability and Support for School Improvement

1. School Identification for Improvement

What types of schools are identified for improvement?

States identified 12 percent of all schools for improvement for 2005-06. Of these, 9,808 were Title I schools (18 percent of Title I schools), about the same as in 2004-05 but a 51 percent increase over the 6,219 Title I schools identified for 2003-04. Most (68 percent) of the identified Title I schools were in their first year or second year of improvement, 14 percent were in corrective action, and 19 percent were in restructuring status. The number and percentage of Title I schools identified for improvement varied considerably across states.[15]

Schools with high concentrations of poor and minority students were much more likely to be identified than other schools, as were schools located in urban areas. Just over one-third of high-poverty schools (32 percent) and schools with high percentages of minority students (31 percent) were identified schools in 2004-05, compared with 4 percent of schools with low concentrations of these students (see Exhibit E-6). Schools in urban areas were more likely to be identified (21 percent) than were suburban and rural schools (9 percent and 7 percent, respectively). Middle schools were more likely to be identified (18 percent of middle schools) than were high schools (12 percent) or elementary schools (9 percent).[16]

Exhibit E-6
Percentage of Schools Identified for Improvement, by School Characteristics, 2005-06

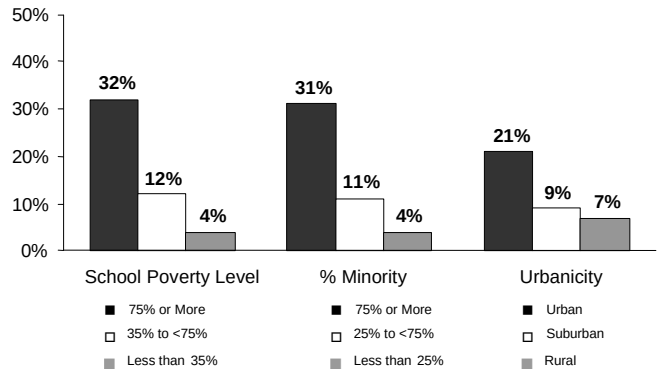


Exhibit reads: In 2005-06, 32 percent of high-poverty schools were identified for improvement, compared with 4 percent of low-poverty schools.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 51 states and between 80,812 and 87,728 schools).

2. Adequate Yearly Progress

What are the reasons schools did not make adequate yearly progress (AYP)?

Three-fourths (75 percent) of all schools and districts met all applicable AYP targets in 2004-05 testing. The number of all schools missing AYP (22,093) based on 2004-05 testing is nearly double the number of schools identified for improvement for 2005-06 (11,648).[17]

Schools in states that had set more challenging proficiency standards than other states, as measured relative to NAEP, were less likely to make AYP and had much further to go to reach the NCLB goal of 100 percent proficient. In states that had higher proficiency standards in 4th- and 8th-grade reading (based on using NAEP to benchmark the states against a common metric), 61 percent of schools made AYP in 2003-04, compared with 84 percent of schools in states that had lower proficiency standards.*

NCLB required states to set starting points for the percentage of students achieving at the proficient level in order to measure progress toward the goal of 100 percent proficiency. States that had higher standards tended to have lower starting points and had further to go to reach 100 percent proficiency, compared with states that had set lower standards. For 8th-grade math, states with higher proficiency standards had an average starting point of 19 percent, and so they needed to raise their percentage of students performing at the proficient level by 81 percentage points, while states with lower standards had an average starting point of 51 percent and needed to raise their percent proficient by 49 percentage points (see Exhibit E-7).[18]

Exhibit E-7
Improvement Needed to Reach 100 Percent Proficiency by 2013-14, by Level of Difficulty of State Academic Achievement Standards, for 8th-Grade Mathematics

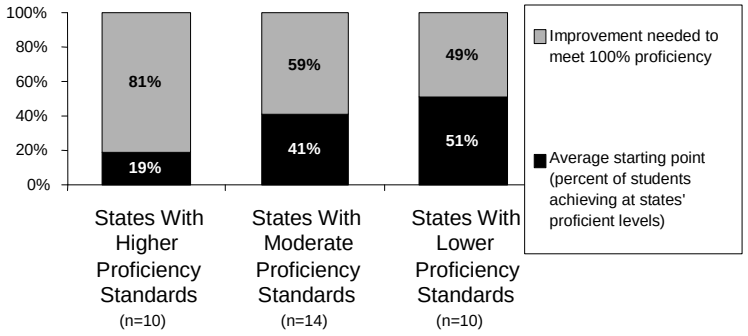


Exhibit reads: States that had set higher proficiency standards than other states (measured relative to NAEP) had an average AYP starting point of 19 percent and needed to increase their percentage of students achieving at the proficient level by 81 percentage points to reach NCLB's goal of 100 percent proficiency by 2013-14.

Note: States were required to set starting points for measuring progress toward the goal of 100 percent proficiency, based on the percentage of students achieving at the proficient level in 2001-02, either for the lowest-achieving student subgroup in the state or for the school at the 20th percentile of enrollment among schools ranked by their percent proficient (whichever is higher).

Sources: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=34 states). Categorizations of states as having higher or lower proficiency standards are based on data from National Center for Education Statistics (2007), *Mapping 2005 State Proficiency Standards Onto the NAEP Scales* (NCES 2007-482). Data on average starting points are from State Accountability Workbooks and State Educational Agency Web sites.

* For this analysis, states were categorized as having higher, moderate, or lower proficiency standards based on a comparison of each state's assessment results to the NAEP. Specifically, for each state, the percentage of students who met the state's proficient standard was matched to a point on the NAEP scale score continuum that was reached (or exceeded) by that same percentage of students.

Slightly more than half of the states have set "delayed acceleration" trajectories that expect a greater proportion of the required achievement growth to occur after 2009. A few states set linear achievement trajectories, with schools expected to make equal increments of progress each year until 2013-14. On average, however, states expected that 41 percent of the growth needed to reach 100 percent proficiency would occur in the five years from 2004 to 2009, and 59 percent of the needed growth would occur in the five years from 2009 to 2014.[19]

Schools most commonly missed AYP for the achievement of all students or multiple subgroups; only in a minority of cases did schools miss only one AYP target. Based on data from 39 states, among schools that missed AYP in 2004-05, 43 percent did not meet achievement targets for the "all students" group in reading, mathematics, or both, and another 19 percent missed AYP for the achievement of two or more subgroups (see Exhibit E-8). Only 21 percent missed AYP solely due to the achievement of a single subgroup.[20]

Exhibit E-8
AYP Targets Missed by Schools That Did Not Make Adequate Yearly Progress, 2004-05

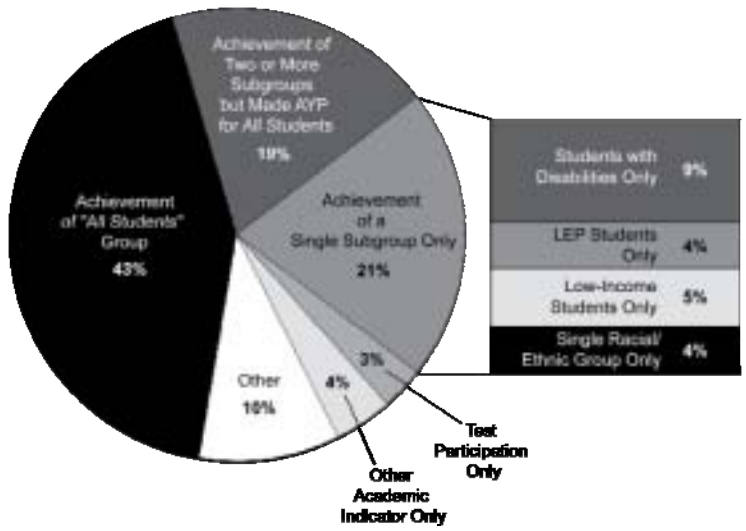


Exhibit reads: In 2004-05 testing, 43 percent of schools missed AYP for the achievement of the all students group in reading, mathematics, or both.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data from 39 states and 19,471 schools that missed AYP in these states).

However, schools that were held accountable for more subgroups were less likely to make AYP. Among schools for which AYP was calculated for six or more subgroups, 45 percent did not make AYP, compared with 5 percent of schools for which AYP was calculated based on only one subgroup; among the highest-poverty schools, schools with larger numbers of subgroups were even more likely to miss AYP (see Exhibit E-9). More than one-fifth of the schools that were held accountable for the achievement of African-American students, LEP students, low-income students, or students with disabilities did not make AYP for those subgroups in 2004-05 testing. Schools with Hispanic students were somewhat less likely to miss AYP for that subgroup (18 percent). Schools were much less likely to miss AYP for the achievement of white, Asian, or Native American students (3 to 4 percent of schools with these subgroups).[21]

Exhibit E-9
Percentage of Schools That Missed AYP, by School Poverty and Number of Subgroups, 2004-05

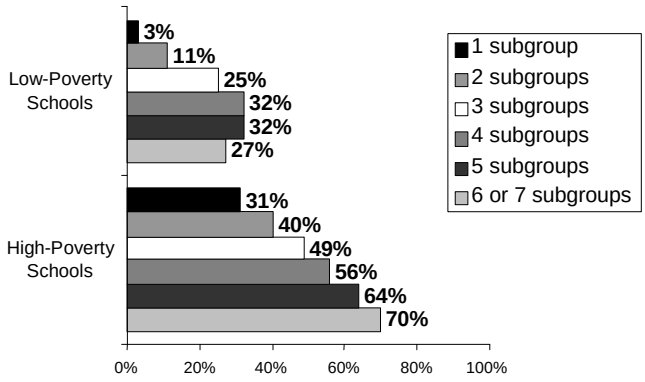


Exhibit reads: In 2004-05, among low-poverty schools for which AYP was calculated on the basis of just one subgroup, only 3 percent missed AYP, while over two-thirds (70 percent) of high-poverty schools that were held accountable for the achievement of six or seven subgroups missed AYP.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 42 states for 70,177 schools in these states).

3. School Improvement Activities

What assistance is provided to districts and schools identified for improvement? What interventions are implemented in these districts and schools?

Only 15 states notified schools of the final determinations on school identification status for 2004-05 (based on 2003-04 testing) before September 2004. Thirty states provided preliminary results by that time.[22] NCLB regulations require states to notify schools and districts of their school improvement status prior to the beginning of the school year; this is important to enable districts with identified schools to notify parents of eligible students about their Title I choice options in a timely manner.

Almost all states had implemented a statewide system of support for identified schools by fall 2004, and these often involved school support teams (37 states) and individual school improvement specialists (29 states). Most states (42) reported that providing assistance to all schools identified for improvement was a moderate or serious challenge in 2003-04.[23]

Identified schools were more likely to report needing assistance in a variety of specific areas than non-identified schools, and they also reported receiving more days of assistance than non-identified schools. Identified schools were most likely to report needing assistance to improve the quality of teachers' professional development (80 percent). The most common improvement strategies implemented by identified schools included developing a school improvement plan, using assessment data to inform instruction, and providing additional instruction to low-achieving students.[24]

Title I schools in corrective action status nearly universally experienced the interventions NCLB defines for schools in this stage of improvement. Corrective actions were implemented in 95 percent of Title I schools in corrective action status in 2004-05. The most common corrective actions experienced by Title I schools in this status in 2003-04 and 2004-05 resembled forms of technical assistance rather than sanctions. For instance, 89 percent of Title I schools in corrective action were required to implement new research-based curricula or instructional programs and 59 percent had an outside expert appointed to advise the school. Corrective actions were also often implemented in schools at other stages of improvement status (see Exhibit E-10). Indeed, schools identified for restructuring more often reported experiencing interventions that the law classifies as corrective actions rather than actions specifically designated for schools in restructuring status.[25]

Exhibit E-10
Percentage of Identified Title I Schools Experiencing Corrective Actions, 2004-05

	Schools in Year 1 of Improvement (n=199)	Schools in Year 2 of Improvement (n=74)	Schools in Corrective Action (n=52)	Schools in Restructuring (n=75)
Implemented a new research-based curriculum or instructional program	48%	66%	89%	73%
Significantly decreased management authority at the school level	4%	5%	27%	25%
Appointed outside expert to advise the school	30%	34%	59%	62%
Extended length of school day	24%	29%	45%	29%
Extended length of school year	9%	15%	35%	22%
Restructured internal organization of the school	12%	22%	21%	37%
Replaced school staff members relevant to school's low performance	2%	17%	7%	13%

Exhibit reads: In 2004-05, 48 percent of schools in Year 1 of school improvement status reported that they had implemented a new research-based curriculum or instructional program.

Source: National Longitudinal Study of NCLB, Principal Survey.

Nearly one-third (30 percent) of identified elementary schools reported increasing the amount of instructional time in reading by more than 30 minutes per day in 2004-05, and 17 percent reported a similar increase in instructional time for mathematics. Non-identified schools less frequently reported such increases. Identified secondary schools also more commonly reported increasing instructional time for low-achieving students in reading (55 percent, compared with 36 percent of non-identified schools).[26]

Almost three-fourths of all schools offered extended-time instructional programs, and the percentage of students served through after-school programs doubled from 1997-98 to 2004-05 (from 5 percent to 10 percent). In schools that implemented after-school programs, the programs provided an additional 134 hours of instruction annually, on average, or about a 12 percent increase in instructional time for participating students.[27]

Nearly one-quarter of principals and teachers in identified schools were not aware that their school had been identified as in need of improvement. Parents in a sample of eight urban school districts were much less likely to know whether their child's school had been identified as low-

performing, compared with principals and teachers; however, parents in schools that had been identified for improvement were significantly less likely than other parents to express satisfaction with their school.

G. School Choice and Supplemental Educational Services

1. Eligibility and Participation

How many students are eligible to participate, and how many actually do so?

Although more students were eligible to participate in the Title I school choice option, a larger number actually participated in the supplemental services option. Based on district reports, more than twice as many students were eligible to transfer to another school under the Title I school choice option in 2004-05 (5.2 million) as were eligible to receive supplemental services (2.4 million). However, nearly ten times as many students actually participated in the supplemental services option (446,000) as participated in the school choice option (48,000) in that year (see Exhibit E-11).

Exhibit E-11
Number of Students Participating in Title I School Choice and Supplemental Services, 2002-03 to 2004-05

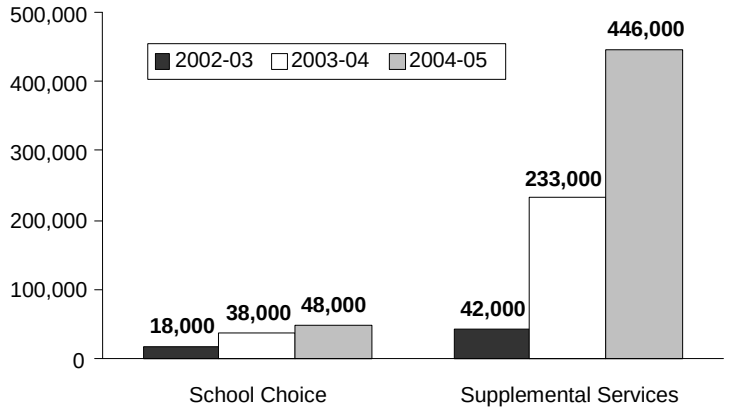


Exhibit reads: The number of students participating in Title I school choice rose from 18,000 in 2002-03 to 48,000 in 2004-05.

Source: Study of Title I Accountability Systems and School Improvement Efforts (2002-03); National Longitudinal Study of NCLB and Study of State Implementation of Accountability and Teacher Quality Under NCLB (2003-04); Consolidated State Performance Reports (2004-05).

Student participation in both Title I choice options has increased several-fold since the first year of implementation of the NCLB choice provisions. Participation in the school choice option more than doubled from 2002-03 to 2004-05, while participation in supplemental services increased more than ten-fold.

Student participation rates varied widely across states and school districts. In districts that were required to offer the school choice option in 2004-05, 63 percent reported that no students participated that year, while 22 percent reported participation of between 0.01 to 2 percent of eligible students, and 15 percent reported participation rates of more than 2 percent. In districts required to offer supplemental services in 2003-04, only 13 percent reported that no students participated; most reported participation rates of more than 5 percent (62 percent of affected districts), and 9 percent reported participation rates higher than 20 percent.[28]

An analysis of Title I choice options in nine large urban school districts provides more in-depth information about the characteristics of participating students in these districts; a survey of parents was also conducted in eight of the nine districts. Because the nine-district sample was not nationally

representative, findings based on this sample cannot be generalized to the nation. (Additional information about the nine-district sample and how it was selected is provided in Appendix A.)

In the nine large urban districts, African-American students had the highest participation rate of all racial and ethnic groups in Title I supplemental services and an above-average participation rate in Title I school choice (16.9 percent and 0.9 percent, respectively). Hispanic students, LEP students, and students with disabilities had relatively high participation rates in supplemental services and relatively low participation rates in school choice (see Exhibit E-12).[29]

Exhibit E-12
Participation Rates for Title I School Choice and Supplemental Educational Services, By Student Subgroup, in Nine Large Urban School Districts, 2004-05*

	School Choice	Supplemental Services
White	1.1%	10.1%
Black	0.9%	16.9%
Hispanic	0.4%	11.6%
LEP	0.3%	13.1%
Students with disabilities**	0.4%	14.6%

Exhibit reads: In a sample of nine large urban school districts, 1.1 percent of eligible white students participated in the Title I school choice option.

* Data for one district are for 2003-04.
** Data for students with disabilities are based on seven districts.

Source: National Longitudinal Study of NCLB, Analysis of Title I choice options in nine urban districts.

In the same nine districts, students participating in supplemental services had average prior year achievement levels that were lower than those for all eligible students (with average z-scores of -0.35 in reading and -0.31 in mathematics for participating students and -0.23 in reading and -0.19 in mathematics for all eligible students). Students participating in the school choice option had similar prior achievement levels to all eligible students. School choice participants typically transferred from a school with below-average achievement for their district to a school with above-average achievement. Transferring students also tended to choose schools that had lower concentrations of minority students than the schools that they left.[30]

2. Parental Notification

How and when do districts and schools inform parents of eligible children about the Title I school choice and supplemental services options?

Although nearly all districts required to offer school choice and supplemental services reported (in a nationally representative survey) that they notified parents about these options, a survey of eligible parents in eight urban school districts found that many parents were unaware of these choice options. In the eight districts, only 27 percent of parents eligible to use the Title I school choice option and 53 percent of those eligible to enroll their child in supplemental services said they had been notified about these options. The quality of district notification letters varied considerably: some were

easy to read and presented the options in a positive light, while others were confusing, discouraged use of the options, or were biased in favor of district-provided services.

Parental notification was often too late to enable parents to choose a new school before the start of the 2004-05 school year. Almost half (49 percent) of all districts required to offer school choice reported that they notified parents after the school year had already started, and in these districts this notification occurred, on average, five weeks after the start of the school year.[31]

3. Characteristics of Supplemental Services

What are the characteristics of the supplemental services that students receive?

Most participating students received supplemental services from a private provider, but school districts and public schools also served a substantial share of participants. Private firms accounted for 86 percent of approved providers in May 2007, while school districts and public schools accounted for only 11 percent. However, earlier data, from 2003-04, indicate that school districts and public schools serve a relatively high proportion of participating students; districts and public schools accounted for 40 percent of student participants in 2003-04, although they comprised 25 percent of approved providers in that year.[32]

Districts reported spending an average of $875 per participating student for supplemental services in 2003-04, about 30 percent less than the maximum per-child amount they reported allocating for such services in that year ($1,225). The maximum per-child amount reported by districts rose to an average of $1,434 in 2004-05

A survey of 125 supplemental service providers in 16 school districts provides additional information about the services provided by providers in these districts. Because the 16-district sample was not nationally representative, findings based on this sample cannot be generalized to the nation. (Additional information about the 16-district sample and how it was selected is provided in Appendix A.)

Based on the survey of supplemental service providers in 16 school districts, services were provided both through one-on-one tutoring and through group instruction and were most often provided at the student's school. Over half of the providers said that students were often or always served one-on-one or in small groups (52 percent and 52 percent), while 34 percent said services were often or always provided in large groups. Services were provided for an average of 57 hours per student per year in those districts, and students attended an average of 78 percent of the sessions. Sixty-one percent of providers in the 16 districts reported that services were always or often provided at the student's school; other locations were the local office of the provider (26 percent), libraries or community centers (19 percent), and over the internet (11 percent).

Half of all school districts required to offer supplemental services indicated that providers could use district facilities free of charge (based on the nationally representative sample), but only 17 percent of providers in the 16 districts said their contract with the district permitted them to use district facilities free of charge.[33]

4. Monitoring of Supplemental Service Providers

How are states monitoring and evaluating the effectiveness of supplemental service providers?

States reported that they were working to develop and implement systems for monitoring and evaluating the performance of supplemental service providers, but, as of early 2005, 15 states had not established any monitoring process, 25 states had not yet established any standards for evaluating provider effectiveness, and none had finalized their evaluation standards. Seventeen states said they will evaluate student achievement on state assessments, although only one of these planned to use a matched control group. The most common approaches states have implemented to monitor providers are surveying the districts about provider effectiveness (25 states) and using providers' reports on student progress (18 states).[34]

H. Teacher Quality and Professional Development

1. State Definitions of Highly Qualified Teachers

How have states implemented the requirements to develop standards and procedures for teachers to demonstrate sufficient content knowledge to be deemed "highly qualified"?

Most states meet the requirement to test new teachers' content knowledge through the Praxis II subject assessments developed by the Educational Testing Service (41 states). States vary considerably in the scores they require teachers to obtain on the Praxis II exams to be certified to teach or to be deemed highly qualified under NCLB. For example, on the Praxis II Mathematics Content Knowledge assessment, used by 35 states, 10 states set their cut scores below the 25th percentile of all scores attained by test takers between October 2001 and July 2004, while one state set its cut score at the 75th percentile.[35]

All states (52) allowed veteran teachers to demonstrate their subject-matter competency through a high objective uniform state standard of evaluation (HOUSSE), as of November 2006. The most common type of HOUSSE option involved a point system wherein teachers were able to accumulate a state-determined number of points to earn highly qualified status (41 states). Most states allowed points to be earned retroactively for such things as successful completion of certain college courses (38 states) or years of teaching experience (37 states). Four states allowed teachers to earn some points for evidence of improved student achievement.[36]

2. Teachers' Highly Qualified Status

How many teachers meet the NCLB requirement to be highly qualified?

The large majority of teachers across the country have been designated as highly qualified under NCLB. According to state-reported data for 50 states, 91 percent of classes were taught by highly qualified teachers in 2004-05.[37] Principal and teacher reports provide somewhat lower estimates of the percentage of classes taught by highly qualified teachers, but this is because a sizeable percentage did not know their highly qualified status. For example, 74 percent of teachers reported that they were considered highly qualified under NCLB, but 23 percent said they did not know their status and only 2 percent said they were not highly qualified. Special education teachers and secondary mathematics teachers were more likely to report that they were considered not highly qualified under NCLB than were general elementary teachers and secondary English teachers.[38]

Students in schools that had been identified for improvement were more likely to be taught by teachers who said they were not highly qualified than were students in non-identified schools. Similarly, schools with high concentrations of poor and minority students had more teachers who are considered not highly qualified than did other schools. In high-poverty schools, for example, 5 percent of elementary teachers and 12 percent of secondary English and math teachers reported in 2004-05 that they were considered not highly qualified under NCLB, compared with 1 percent in low-poverty elementary schools and 3 percent in low-poverty secondary schools.[39]

Even among teachers who said they were highly qualified under NCLB, those in high-poverty schools had less experience and were more likely to be teaching out-of-field, compared with their peers in low-poverty schools. For example, 12 percent of highly qualified teachers in high-poverty schools had fewer than three years of teaching experience, compared with 5 percent of highly qualified teachers in low-poverty schools. Similarly, highly qualified secondary English and mathematics teachers in high-poverty schools were less likely to have a degree in the field that they teach (41 percent, compared with 52 percent in low-poverty schools).[40]

3. Professional Development

To what extent are teachers participating in professional development activities that are sustained, intensive, and focused on instruction?

Most teachers reported receiving some professional development in reading and mathematics content and instructional strategies, but fewer than one-quarter of the teachers participated in such training for more than 24 hours over the 2003-04 school year and summer. For example, 90 percent of elementary teachers participated in at least one hour of professional development focused on instructional strategies for teaching reading, but only 20 percent participated for more than 24 hours over the 2003-04 school year and summer (see Exhibit E-13).[41]

Exhibit E-13
Percentage of Teachers Participating in Professional Development Focused on Instructional Strategies for Reading and Mathematics, 2003-04

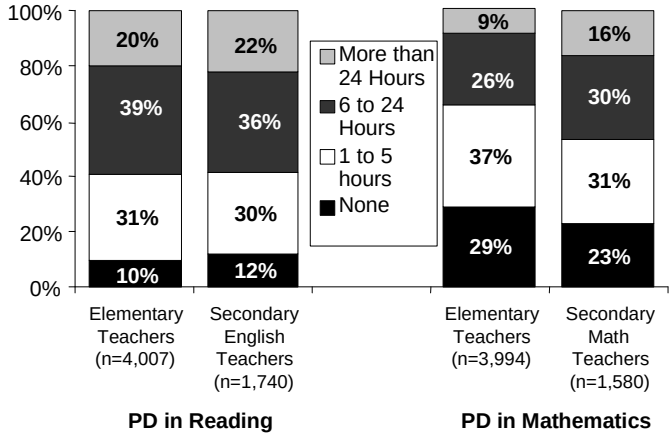


Exhibit reads: Twenty percent of elementary teachers reported that they received more than 24 hours of professional development focused on instructional strategies for teaching reading during the 2003-04 school year.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Teachers in high-poverty schools were more likely to participate in professional development focused on reading and mathematics than were teachers in low-poverty schools. For example, 53 percent of secondary English teachers in high-poverty schools reported participating in professional

development focused on in-depth study of reading or English compared with 36 percent of their colleagues in low-poverty schools.[42]

4. Qualifications of Title I Paraprofessionals

How many paraprofessionals meet the NCLB qualifications requirements?

According to principal reports, 63 percent of Title I instructional aides had been determined to meet NCLB qualification requirements as of the 2004-05 school year. However, 87 percent of Title I instructional aides indicated that they had at least two years of college (or an associate's degree) or had passed a paraprofessional assessment. Nearly one-quarter (23 percent) of Title I instructional aides reported that, of the time that they spent tutoring or working with students in a classroom, a teacher was present only half or less of this time.[43]

Title I districts and schools have decreased their reliance on Title I paraprofessionals in recent years. The share of Title I-funded district and school staff who were aides declined from 47 percent in 1997-98 to 32 percent in 2004-05, while teachers rose from 45 percent to 55 percent of Title I staff.[44]

I. Introduction

The Title I program began in 1965 as part of the Elementary and Secondary Education Act (ESEA) and is intended to help ensure that all children have the opportunity to obtain a high-quality education and reach proficiency on challenging state standards and assessments. As the largest federal program supporting elementary and secondary education (funded at $12.8 billion in FY 2007), Title I, Part A targets these resources primarily to high-poverty districts and schools, where the needs are greatest. Title I provides flexible funding that may be used to provide additional instructional staff, professional development, extended-time programs, and other strategies for raising student achievement. The program focuses on promoting schoolwide reform and use of scientifically-based instructional strategies. Title I holds states, school districts, and schools accountable for improving the academic achievement of all students and turning around low-performing schools, while providing alternatives to students in such schools to enable those students to receive a high-quality education.

The No Child Left Behind Act of 2001 (NCLB), which went into effect beginning with the 2002-03 school year, reauthorized the Title I program and made a number of significant changes in key areas. NCLB strengthened the law's assessment and accountability provisions, requiring that states annually test all students in grades 3-8 and once in grades 10-12 on assessments that are aligned with challenging state standards. States must also set targets for school and district performance that lead to all students achieving proficiency on state reading and mathematics assessments by the 2013-14 school year. Schools and districts that do not make adequate yearly progress (AYP) toward this goal are identified as needing improvement and are subject to increasing levels of interventions designed to improve their performance, as well as provide students with additional educational options. NCLB also required that states establish definitions for highly qualified teachers and that all teachers of core academic subjects become highly qualified. These and other changes were intended to increase the quality and effectiveness not only of the Title I program, but also of the entire elementary and secondary education system in raising the achievement of all students, particularly those with the lowest achievement levels.

As part of the No Child Left Behind Act, the Congress mandated a National Assessment of Title I to evaluate the implementation and impact of the program, as was done in previous reauthorizations of the Elementary and Secondary Education Act.[45] This report constitutes Volume I of the 2007 *Report on the National Assessment of Title I* and provides a summary of currently available information about Title I implementation, including:

- Characteristics of Title I participants and services for students in private schools
- Targeting and uses of Title I funds
- Trends in student achievement on state assessments and on the National Assessment of Educational Progress (NAEP)
- Implementation of state assessment systems
- Accountability and support for school improvement
- Title I school choice and supplemental educational services
- Teacher quality and professional development

The report expands and updates the information provided in an interim report released in April 2006* and includes new data on the targeting and uses of Title I funds, services for private school students, characteristics of students participating in the school choice and supplemental services options,

* Stullich, Stephanie, Elizabeth Eisner, Joseph McCrary, and Collette Roney (2006). *National Assessment of Title I Interim Report: Volume I: Implementation of Title I*. Washington, D.C.: U.S. Department of Education, Institute of Education Sciences, National Center for Education Evaluation and Regional Assistance.

achievement trends on the NAEP science assessment, and surveys of parents and supplemental service providers. The report also includes updated data from consolidated state performance reports, including student achievement on state assessments, school and district identification for improvement, and highly qualified teachers, and additional state-reported data on schools' AYP and improvement status. The report focuses on providing the most recently available data on Title I implementation and also examines recent trends since the enactment of the No Child Left Behind Act, but also provides some historical information about long-term trends in participation, funding, and student achievement.

A. Key Provisions of Title I Under the No Child Left Behind Act

The No Child Left Behind Act built upon and expanded the assessment and accountability provisions that had been enacted as part of the ESEA's previous reauthorizing legislation, the Improving America's Schools Act (IASA), while also creating new provisions related to parental choice and teacher quality. These changes were intended to strengthen the Title I program's ability to leverage systemic improvements throughout states, districts, and schools, to help ensure that all children have the opportunity to obtain a high-quality education and to reach proficiency on challenging state academic standards and assessments.

IASA initiated the Title I requirements for states to develop and implement state standards and aligned assessments in reading and mathematics that were to be used for all students, not just Title I students; states were required to implement assessments aligned with state standards at least once in each of three grade spans: grades 3-5, 6-9, and 10-12. NCLB extended the state assessment requirements to cover testing in additional grades, requiring that states establish reading and mathematics assessments in each grade from 3-8 and once in grades 10-12, as well as requiring adoption of state standards and assessments in science. In addition, NCLB established the expectation that all students be included in the state assessment, including students with disabilities or limited English proficiency (LEP). NCLB also instituted a requirement to assess the English language proficiency of LEP students.

NCLB strengthened the accountability provisions of the law, specifying that states must set annual targets for school and district performance that would lead to all students achieving proficiency on state reading and mathematics assessments by the 2013-14 school year (NCLB does not require states to include science in their accountability systems). Schools and districts that do not make adequate yearly progress (AYP) toward this goal for two consecutive years are identified as needing improvement and are subject to increasing levels of interventions designed to improve their performance as well as to provide students with additional educational options. IASA had also included provisions for measuring schools' adequate yearly progress and identifying low-performing schools as in need of improvement if they did not make AYP for two consecutive years; however, the implementation of these concepts is very different under NCLB. First, NCLB created an ambitious new goal that all students reach proficiency by 2013-14 and required that AYP targets lead to that goal. Moreover, whereas IASA allowed AYP to be calculated based on achievement for the school as a whole, NCLB requires that AYP targets must be met by key subgroups of students; to make AYP, a school must reach the state's AYP targets for each subgroup, if there is a sufficient number of such students in the school to provide valid and reliable data, as well as for the school as a whole.

NCLB created new educational options for students in Title I schools that have been identified for improvement. Allowing students to transfer to a non-identified school, a rarely used "corrective action" under the previous law, is now an option that districts must offer for all students in identified schools. In addition, in identified schools that miss AYP for a third time, districts must offer students from low-income families the opportunity to receive supplemental educational services such as tutoring from a state-approved provider.

NCLB established minimum qualification requirements for teachers and for Title I paraprofessionals, provisions that were not previously part of the law. Notably, the requirement that teachers must be highly qualified applies to all teachers of core academic subjects, not just to teachers in Title I schools.

Another prominent aspect of the No Child Left Behind Act is its focus on using educational methods that have been demonstrated to be effective through rigorous scientific research. The law emphasizes the importance of scientific research using experimental or quasi-experimental designs, with a preference for random-assignment experiments.[46]

Exhibit 1 compares the No Child Left Behind Act with the Improving America's Schools Act on key provisions for assessments, accountability, and teacher quality.

Exhibit 1
Comparison of Key Provisions of the No Child Left Behind Act of 2001 (NCLB) and the Improving America's Schools Act of 1994 (IASA)

	NCLB	IASA
State assessments	States must implement annual assessments in reading and mathematics in grades 3-8 and at least once in grades 10-12, and in science at least once in each of three grade spans: 3-5, 6-9, and 10-12. Assessments must be aligned with challenging state content and academic achievement standards. States must provide for participation of all students, including students with disabilities and limited English proficient (LEP) students. States must provide for the annual assessment of English language proficiency of all LEP students.	States must implement annual assessments in reading and mathematics at least once in each of three grade spans: 3-5, 6-9, and 10-12. Assessments must be aligned with challenging state content and performance standards. States must provide for participation of all students, including students with disabilities and LEP students.
Adequate yearly progress (AYP)	States must set annual targets that lead to the goal of all students achieving proficiency in reading and mathematics by 2013-14. For each measure of school performance, states must include absolute targets that must be met by key subgroups of students (major racial/ethnic groups, low-income students, students with disabilities, and LEP students). To make AYP, schools and districts must meet annual targets for each student subgroup in the school, and must test 95 percent of students in each subgroup. States also must define an "other academic indicator" that schools must meet in addition to proficiency targets on state assessments.	States must set annual targets for continuous and substantial improvement sufficient to achieve the goal of all Title I students achieving proficiency in reading and mathematics, but no specific timeline is mandated. Targets for school performance may be absolute or relative and apply to the school as a whole, not to individual subgroups within a school. No minimum test participation requirement.
Schools identified for improvement	Title I schools and districts that do not make AYP for two consecutive years are identified for improvement and are to receive technical assistance to help them improve. Those that miss AYP for additional years are identified for successive stages of intervention, including corrective action and restructuring. To leave identified-for-improvement status, a school or district must make AYP for two consecutive years.	Title I schools and districts that do not make AYP for two consecutive years are identified for improvement. When a school continues to miss AYP for three additional years, districts must take corrective action. To leave identified-for-improvement status, a school or district must make AYP for two consecutive years.

Exhibit 1 (continued)
Comparison of Key Provisions of NCLB and IASA

	NCLB	IASA
Public school choice	Districts must offer all students in identified Title I schools the option to transfer to a non-identified school, with transportation provided by the district.	Districts must offer students in identified Title I schools the option to transfer to a non-identified school unless the district is in a state receiving a minimum grant (small states) or the school choice option is prohibited by state or local law.
Supplemental educational services	In Title I schools that miss AYP for a third year, districts also must offer low-income students the option of supplemental educational services from a state-approved provider.	Not applicable.
Corrective actions	In Title I schools that miss AYP for a fourth year, districts also must implement at least one of the following corrective actions: replace school staff members who are relevant to the failure to make AYP; implement a new curriculum; decrease management authority at the school level; appoint an outside expert to advise the school; extend the school day or year; or restructure the internal organization of the school.	In Title I schools that miss AYP for a fifth year, districts must implement corrective actions which may include: withhold funds; provide health, counseling, and social services; revoke authority for schoolwide program; decrease decision making authority at the school level; create a charter school; reconstitute the school staff; authorize students to transfer to another school; or implement opportunity-to-learn standards.
Restructuring	In Title I schools that miss AYP for a fifth year, districts also must begin planning to implement at least one of the following restructuring interventions: reopen the school as a charter school; replace all or most of the school staff members; contract with a private entity to manage the school; turn over operation of the school to the state; or adopt some other major restructuring of the school's governance. Districts must spend a year planning for restructuring and implement the school restructuring plan the following year (if the school misses AYP again for a sixth year).	Not applicable.
Highly qualified teachers	All teachers of core academic subjects must be highly qualified as defined by NCLB and the state. To be highly qualified, teachers must have a bachelor's degree, full state certification, and demonstrated competence in each core academic subject that they teach. Subject-matter competency may be demonstrated by passing a rigorous state test, completing a college major or coursework equivalent, or (for veteran teachers) meeting standards established by the state under a "high, objective uniform state standard of evaluation" (HOUSSE).	Not applicable.
Use of research-based practices	Schools must use effective methods and instructional strategies based on scientific research.	Schools must use effective instructional strategies.

Title I schools that have been identified for improvement under NCLB are divided among four stages of improvement status: 1) Year 1 of identification, when they must make school choice available; 2) Year 2 of identification, when they must also offer supplemental services; 3) corrective action status; and 4) restructuring status.* Schools move to the next stage of improvement status if they miss AYP again, not just because they have remained in improvement status for another year. For example, a school that missed AYP in 2002-03 and 2003-04 would be in the first stage of improvement in 2004-05. If the school then made AYP in 2004-05 testing, it would remain in the first stage of improvement status and would not have to offer supplemental services. In 2005-06 testing, if the school made AYP again (for a second consecutive year), it would move out of improvement status, and if it missed AYP, it would then move to the next stage of improvement and would have to offer supplemental services. Note that once a school is identified, it does not need to miss AYP in consecutive years to move to the next stage of improvement, but it does need to make AYP in consecutive years to move out of improvement status.

Non-Title I schools must be included in AYP determinations, but states do not have to identify these schools for improvement or apply NCLB consequences to these schools. However, states have the option to identify non-Title I schools for improvement and apply some or all NCLB consequences to these schools if they wish to do so.

The NCLB provisions went into effect beginning with the 2002-03 school year, but a number of important provisions did not take effect until later years (see Exhibit 2). States developed AYP definitions using the new NCLB criteria during 2002-03 and were to use these criteria for AYP determinations, beginning with the 2002-03 state assessment data. These determinations first affected schools that were identified for improvement for 2003-04. However, NCLB-specified interventions for identified schools (such as school choice, supplemental educational services, and technical assistance) were first implemented in 2002-03, for schools that had been identified under the AYP procedures already in place based on the IASA provisions.

Exhibit 2
Timeline for Implementation of Key NCLB Provisions

2002-03	• States use results from assessments administered in this year to make AYP determinations under the new NCLB provisions • Districts implement Title I school choice and supplemental services • Newly hired teachers and paraprofessionals must meet NCLB qualification requirements
2003-04	• First year that schools are identified for improvement based on NCLB AYP definitions
2005-06	• States implement reading and mathematics assessments in additional grades • States develop or adopt science standards • Existing teachers and paraprofessionals must meet NCLB qualification requirements (though states may apply for an extension to 2006-07)
2007-08	• States implement science assessments in three grade spans

The new state assessment requirements were not due to be implemented until 2005-06 for reading and mathematics (and not until 2007-08 for science); thus, AYP determinations prior to 2005-06 were often based on state assessments adopted under the previous law. The highly qualified teacher requirements went into effect in 2002-03 for newly hired staff members in Title I schools, but existing staff members teaching core academic subjects in all schools have until the end of the 2005-06 school year to meet the

* The U.S. Department of Education has entered into flexibility agreements with five states that allowed 16 districts in those states to switch the order of the school choice and supplemental services options.

requirements. Due to the extended timeline for implementing a number of NCLB requirements, this report often examines progress towards deadlines that have not yet arrived, as well as the extent to which states, districts, and schools are implementing NCLB requirements already in effect.

B. National Assessment of Title I

As part of the No Child Left Behind Act, the Congress mandated a National Assessment of Title I to evaluate the implementation and impact of the program.[47] This mandate specifically required a longitudinal study of Title I schools to examine the implementation and impact of the Title I program. In addition, the law also required the establishment of an Independent Review Panel to advise the Secretary on methodological and other issues that arise in carrying out the National Assessment and the studies that contribute to this assessment. An interim report to Congress was released in April 2006.

This report, which constitutes Volume I of the 2007 *Report on the National Assessment of Title I*, focuses on implementation of key Title I provisions and examines achievement trend data. The report uses data from multiple sources in order to provide a comprehensive picture of Title I implementation that incorporates information from interviews with state officials, surveys of local educators, case studies, state and national assessment data, and state-reported participation data.

More specifically, the report draws on data from a set of implementation studies conducted by the U.S. Department of Education to assess whether the program is being implemented as intended, describe the problems and challenges to implementation, and identify areas where states, districts, and schools have made significant progress. In addition, the report also uses information from state performance reports and the National Assessment of Educational Progress. Key data sources for this report include the following, summarized briefly below and described in more detail in Appendix A:

- **National Longitudinal Study of NCLB (NLS-NCLB).** This study is examining the implementation of NCLB provisions for accountability, teacher quality, Title I school choice and supplemental services, and targeting and resource allocation. The study is surveying districts, principals, classroom teachers, special education teachers, and Title I paraprofessionals in a nationally representative sample of 300 districts and 1,483 schools in the 2004-05 and 2006-07 school years. The study is also surveying parents in a subsample of eight districts* and supplemental service providers in a subsample of 16 districts, in both years, and is collecting targeting and resource allocation data from all 300 districts in 2004-05 only. Finally, the study includes two exploratory achievement analyses that are examining achievement outcomes for students participating in the Title I choice and supplemental services options (in nine districts) and the impact of identifying schools for improvement on student achievement (in two states).[48]

- **Study of State Implementation of Accountability and Teacher Quality Under NCLB (SSI-NCLB).** This companion study to the NLS-NCLB is collecting information from all states about their implementation of the accountability, assessment, and teacher quality provisions of the law, as well as Title III requirements for inclusion of students with limited English proficiency. The study is surveying state education staff members responsible for implementing these provisions in 2004-05 and 2006-07. In addition, the study is analyzing extant data relating to state implementation, including state lists of schools and districts that did not make adequate yearly progress and of those identified as in need of improvement.[49]

* The NLS-NCLB study design originally called for conducting the parent survey in the same nine districts to be used for the choice achievement analysis. However, one of the nine districts did not provide the information needed to select the parent sample.

- **Evaluation of Private School Student Participation in Federal Programs.** This study surveyed a nationally representative sample of private schools and public school districts in 2005-06 to examine the extent to which eligible private school students and their teachers and parents participate in Title I and other federal education programs. The study also examined the consultation process between school districts and private school representatives used to determine the services provided to private school participants. The sample included 1,501 private schools and the 607 public school districts in which the schools were located.

- **Evaluation of Title I Accountability Systems and School Improvement Efforts (TASSIE).** This study examined implementation of Title I accountability provisions during the transition years from 2001-02 (prior to NCLB implementation) through 2003-04 (the second year of NCLB implementation). The study surveyed a nationally representative sample of 1,200 districts and 740 schools that had been identified for improvement under the previous authorization of ESEA.[50]

- **Case Studies of the Early Implementation of Supplemental Educational Services.** These case studies in nine districts examined early experiences of districts implementing the NCLB supplemental services provisions in 2002-03 and 2003-04.[51]

- **Study of Education Resources and Federal Funding.** This study examined targeting and resource allocation based on data collected in 1997-98 from a nationally representative sample of 180 districts and 720 schools. This study is used to provide historical comparison data for the targeting and resource allocation data collected in 2004-05 through the National Longitudinal Study of NCLB.[52]

- **Consolidated State Performance Reports.** These annual state reports, required under NCLB, provide data on student achievement on state assessments for 2004-05 and earlier years, as well as basic descriptive information such as numbers of identified schools and student participants.

- **National Assessment of Educational Progress.** The NAEP provides information on overall trends in student achievement on a consistent assessment for populations targeted by Title I. The main NAEP assessments are conducted in reading and mathematics once every two years at grades 4 and 8; assessments at grade 12 and in science and other subjects are also conducted periodically. In addition, the long-term trend NAEP assesses students at ages 9, 13, and 17 in reading and mathematics once every four years.

C. Technical Notes

References in the text to differences between groups or over time that are based on sample data only discuss differences that are statistically significant using a significance level of 0.05. The significance level, or alpha level, reflects the probability that a difference between groups as large as the one observed could arise simply due to sampling variation, if there were no true difference between groups in the population. A failure to reach this level of statistical significance does not necessarily mean that two groups were the same or that there was no change over time; a lack of statistically significant findings simply means that no reliable conclusion can be drawn from the analyses that were conducted. The tests were conducted by calculating a t value for the difference between a pair of means and comparing that value to a published table of critical values for t. Differences between proportions were tested using a chi-square statistic. Standard error tables for estimates based on sample data are included in Appendix C.

Analyses of data on student achievement on state assessments, percentages of schools and districts identified for improvement, and reasons that schools did not make adequate yearly progress were based on the full population of schools as reported by each state.

The report frequently examines differences between high and low-poverty districts and schools, and uses different poverty measures at the district and school levels:

- **District poverty levels: Percentage of school-age children living below the federal poverty threshold.** The Census Bureau produces annual estimates for each school district of the number and percentage of school-age children (ages 5-17) living in households with incomes below the federal poverty threshold. The poverty threshold varies by family size and number of children; it is adjusted annually for inflation but is not adjusted for geographic cost differences. In 2006, the federal poverty threshold for a family of four with two children was $20,444.[53] High- and low-poverty districts were defined by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contain 25 percent of the school-age children.

- **School poverty levels: Percentage of students eligible for free or reduced-price lunches.** Because census poverty estimates are not available at the school level, school poverty categories are commonly based on the number of children eligible for the free and reduced-price school lunch program, which includes students who live in households with income up to 185 percent of the federal poverty threshold.[54] In this report, survey data for "high-poverty schools" included schools where at least 75 percent of the students were eligible for free or reduced-price lunches, and "low-poverty schools" included schools where fewer than 35 percent were eligible for such lunches. For NAEP analyses, "high-poverty schools" included schools where 76-100 percent of the students were eligible for free or reduced-price lunches, and "low-poverty schools" were defined as those with 0-25 percent eligible for subsidized lunches.[55]

Throughout this report, the term "poor children" is used to refer to children living in households with incomes below the federal poverty threshold, and the term "low-income students" is used to refer to children who are eligible for the free and reduced-price lunch program.

The Elementary and Secondary Education Act defines the term "state" to include the District of Columbia and Puerto Rico (Section 9101(40)). Accordingly, this report presents data on all 52 "states", except in cases where some states did not provide the data being reported.

Key Findings on Title I Participation and Resources

Whom does the Title I Part A program serve?

Title I Part A funds went to nearly all (93 percent) of the nation's school districts and to 56 percent of all public schools in 2004-05, serving an estimated 18.0 million students. In 2004-05, schoolwide programs accounted for 87 percent of Title I students and 67 percent of all Title I funds allocated to schools; the use of the schoolwide option has been growing steadily over the past decade.

Three-fourths (72 percent) of Title I participants were in pre-kindergarten through grade 6; 44 percent of Title I participants were in pre-kindergarten through grade 3. Thirty-six percent of participants were Hispanic, 34 percent were white, 25 percent were black, 3 percent were Asian, and 2 percent were American Indian or Alaskan Native. Private school students accounted for about 1 percent of Title I participants.

What does the money buy?

In 2004-05, most Title I funds were used for instruction (73 percent), supporting the hiring of teachers (49 percent) and instructional aides (11 percent) and providing instructional materials and computers (12 percent). Sixteen percent of the funds were used for instructional support, and 11 percent were used for program administration and other support costs such as facilities and transportation costs.

How are the funds distributed and has that changed since the last reauthorization?

Title I funds are much more targeted to the highest-poverty districts than are state and local funds, and are also more targeted than are federal education funds overall. Districts in the highest-poverty quartile received 52 percent of all Title I funds in 2004-05, more than double their share of state and local funds (22 percent) and also greater than their share of federal education funds overall (39 percent). The highest-poverty schools (75-100 percent low-income students) received 38 percent of Title I school allocations, while 6 percent of the funds went to low-poverty schools.

At the district level, Title I targeting has changed little since 1997-98, despite efforts to target more funds to high-poverty school districts by allocating an increasing share of the funds through the Targeted Grants and Incentive Grants formulas. The share of funds received by the highest-poverty quartile of districts has changed very little (52 percent in 2004-05, versus 50 percent in 1997-98).

At the school level, Title I funding per low-income student in the highest-poverty schools remained unchanged since 1997-98, after adjusting for inflation, and these schools continued to receive smaller Title I allocations per low-income student than did low-poverty schools. The average per-pupil allocation in the highest-poverty schools ($558) was 27 percent lower than in low-poverty schools ($763) and also well below the amounts received by the two medium-poverty groups of schools ($611 and $671).

Secondary schools were less likely to receive Title I funds, and those that did tended to receive smaller allocations per low-income student than did elementary schools. Forty percent of middle schools and 27 percent of high schools received Title I funds, compared with 71 percent of elementary schools. The average allocation per low-income student was $502 in middle schools and $451 in high schools, compared with $664 in elementary schools.

II. Title I Participation and Resources

The Title I, Part A program serves children in elementary and secondary schools at all grade levels and in both public and private schools. Funds are first allocated to school districts, which then suballocate most of their Title I funds to schools. Schools may use Title I funds for one of two approaches: schoolwide programs, or targeted assistance programs. High-poverty schools (those with 40 percent or more students from low-income families) are eligible to adopt schoolwide programs to raise the achievement of low-achieving students by improving instruction throughout the entire school. Schools that are not eligible for (or do not choose to operate) schoolwide programs must use Title I funds to provide targeted services to specifically identified low-achieving students. Title I funds may be used to pay teachers and other instructional staff, provide professional development, purchase instructional materials and equipment, support parent involvement and after-school programs, and pursue other strategies for raising student achievement.

Federal law requires that students in private schools be afforded the same opportunity to participate in Title I as students in public schools, and the services provided to them, their teachers, and their families also must be equitable. School districts must also engage in timely and meaningful consultation with private schools about the provision of Title I services to private school students and other participants.

The program is intended to address the greater educational challenges facing high-poverty communities by targeting extra resources to school districts and schools with the highest concentrations of poverty, where academic performance tends to be low and the obstacles to raising performance are the greatest. Title I funds are allocated primarily based on the numbers of children from low-income families residing in each school district and school attendance area.

Key Evaluation Questions for Title I Participation and Resources

1. Whom does the Title I Part A program serve?
2. What does the money buy?
3. How are the funds distributed and has that changed since the last reauthorization?

A. Profile of Title I Participants

Title I, Part A funds went to nearly all (93 percent) of the nation's school districts and to 56 percent of all public schools in 2004-05.[57] In 2004-05, schoolwide programs accounted for 58 percent of all Title I schools and 67 percent of all Title I funds allocated to schools; the use of the schoolwide option has been growing steadily over the past decade (see Exhibit 3).[58]

Fueled by the growth in schoolwide programs, the number of students counted as Title I participants tripled over the past decade, rising from 6.7 million in 1994-95 to 20.0 million in 2004-05 (see Exhibit B-1 in Appendix B). The dramatic increase in participation reflects the way that students are counted as Title I participants: in a schoolwide program, all students in the school are counted as Title I participants, while in a targeted assistance program, only the lowest-achieving students who are receiving specific targeted services are counted as Title I participants, so the rise in the proportion of schoolwide programs leads to an increase in the number of students counted as participants. In 2004-05, 87 percent of Title I participants were in schoolwide programs and only 12 percent were in targeted assistance schools; the remaining participants were in private schools (1 percent) or local institutions for neglected or delinquent children (less than 1 percent).[59]

Exhibit 3
Number of Schoolwide Programs and Targeted Assistance Programs, 1994-95 to 2004-05

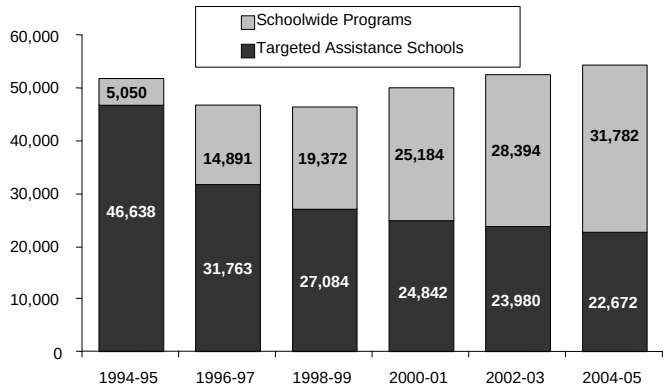


Exhibit reads: The number of schoolwide programs increased from 5,050 in 1994-95 (10 percent of all Title I schools) to 31,782 in 2004-05 (58 percent).

Source: Consolidated State Performance Reports (n=50 to 52 states).[56]

Title I funds may be used for children from preschool to high school, but districts and schools often choose to focus these funds on students in the early grades. Forty-four percent of Title I participants in 2004-05 were in pre-kindergarten through grade 3, compared with 31 percent of all public school students in the previous school year; 72 percent of Title I participants were in pre-kindergarten through grade 6. Relatively few high school students receive Title I services; for example, students in grades 10 through 12 accounted for 21 percent of all public school students, but only 9 percent of Title I participants (see Exhibit 4).[60]

Exhibit 4
Distribution of Title I Participants by Grade Span, 2004-05, Compared with Total Public School Enrollment, Fall 2003

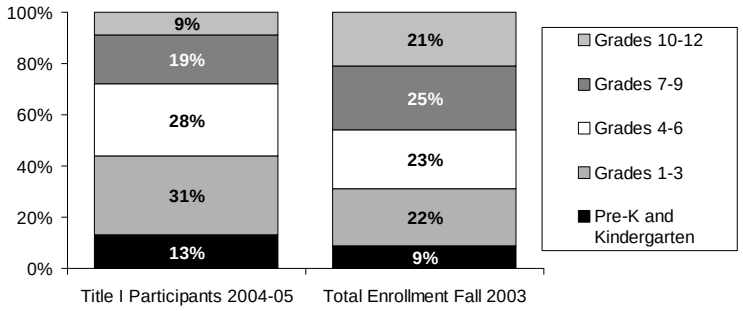


Exhibit reads: Thirteen percent of Title I participants were in pre-kindergarten and kindergarten, compared with 9 percent of all public school students.

Source: Consolidated State Performance Reports and NCES Common Core of Data (n=52 states).

Minority students account for two-thirds (66 percent) of Title I participants, more than their share of all students in grades K-12 (41 percent). In 2004-05, 36 percent of participants were Hispanic, 34 percent were white, 25 percent were black, 3 percent were Asian, and 2 percent were American Indian or Alaska Native. In contrast, the distribution of all students enrolled in grades K-12 in the previous year (Fall 2003) was 19 percent Hispanic, 59 percent white, 17 percent black, 4 percent Asian, and 1 percent American Indian or Alaska Native.[61]

More than one in seven Title I participants (15 percent) had limited English proficiency (2.8 million in 2004-05), 13 percent had disabilities (2.3 million), and 2 percent (321,000) were children of migratory workers.[62]

B. Title I Services for Students Attending Private Schools

Services for private school students accounted for about 1 percent of Title I funds in 2004-05. Title I funds for services to private school students are allocated based on the number of private school children from low-income families who reside in the school attendance areas of public schools that participate in Title I. The per-pupil amount of Title I funds must be the same for public and private school students residing in the same public school attendance area.

NCLB made several changes to the provisions concerning services to private school students, including:

- Requiring equitable services for teachers and families of participating private school students in professional development and parent involvement activities.
- Expanding consultation requirements to cover who will provide the services, how the effectiveness of the services will be assessed, and how the results of that assessment will be used to improve services.

- Requiring school districts to document the consultation, including affirmation by private school representatives that consultation occurred, and to forward such documentation to the State Educational Agency (SEA).
- Specifying methods for calculating the number of low-income children in private schools and permitting such calculations to be done biennially.

The number of private school students participating in Title I has increased gradually over most of the past two decades, from 127,900 in 1985-86 to 188,000 in 2004-05, although it remains below the high of 213,500 reached in 1980-81 (see Exhibit 5 below and Exhibit B-1 in Appendix B).[63] Participation of private school students dropped sharply in 1985-86 following a U.S. Supreme Court decision in *Aguilar v. Felton*, in which the court restricted service locations for students in religiously-affiliated schools. However, in June 1997 the court reversed that ruling in *Agostini v. Felton*, deciding that the Establishment Clause of the First Amendment does not prohibit providing Title I services in space located in religious schools. Private school student participation had climbed gradually following the initial reaction to the *Aguilar* decision, and continued to rise following the *Agostini* decision.

Exhibit 5
Number of Private School Students Receiving Title I Services, 1979-89 to 2004-05

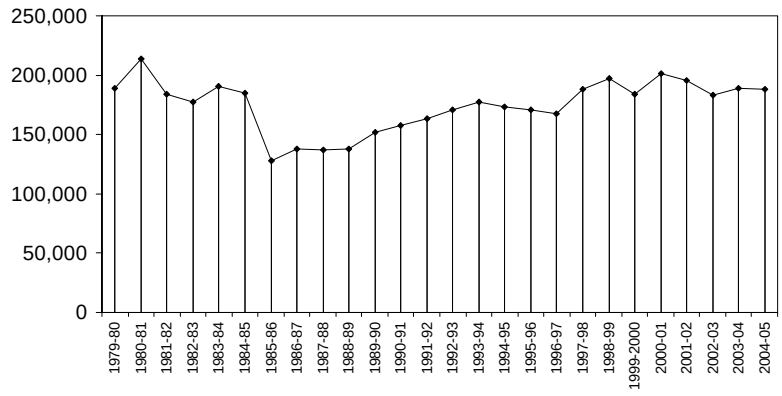


Exhibit reads: The number of private school students participating in Title I was 188,000 in 2004-05, showing a gradual increase in participation over the past two decades.

Source: Consolidated State Performance Reports (n=49 to 52 states). Tabular data are presented in Exhibit B-1 in Appendix B.

In 2005-06, 16 percent of private schools reported participating in Title I; Catholic schools were much more likely to participate (37 percent of all Catholic schools) than were other religious schools (7 percent) or non-sectarian schools (6 percent). Private schools were more likely to participate in other NCLB programs; 44 percent reported participating in at least one program in NCLB. Of those private schools that participated in at least one NCLB program but not in Title I, 50 percent said the reason was that they had no students who were educationally needy as defined under Title I.

In 2004-05, districts serving private school participants through Title I funds most commonly provided instructional services to private school students (reported by 87 percent of such districts). Other

frequently-provided services included equipment or materials (65 percent), professional development for private school teachers (63 percent), and parental involvement activities (60 percent).[64]

The most common approach to providing Title I services to private school students was through district teachers who traveled to the private school. In 2005-06, among public school districts with Title I participants from private schools, about half (49 percent) provided Title I services at the private school site with a district teacher; other common approaches were to provide services at the private school using a third-party provider (28 percent) or in a computer-assisted lab (16 percent). Few districts (10 percent) reported using mobile van units in 2005-06, which had been common in the period between the *Aguilar* and *Agostini* decisions.[65]

A previous study conducted in 1997 found that private school representatives generally provided a positive assessment of district consultation regarding Title I services, but also found that private school representatives reported much less consultation on specific topics than did district Title I administrators.[66] To examine current views on the district consultation process, the Evaluation of Private School Student Participation in Federal Programs surveyed both private school principals with Title I participants and district Title I administrators in districts that had at least one private school located within their boundaries. Questions about the consultation process were only asked of private schools with Title I participants because some private schools have no eligible students and others choose not to participate. Districts are required to consult with private schools that have students eligible for Title I services about the nature of the services to be provided, but they are not required to consult with private schools that have no eligible students or with private schools that choose not to participate.

Both district administrators and private school principals responding to the surveys reported that most districts engaged in consultation with private school representatives about Title I services, but private schools were less likely to report that consultation occurred in specific areas. Overall, 97 percent of districts with at least one private school located within their boundaries reported that they consulted with private school officials in a meaningful and timely fashion regarding participation in Title I. Similarly, 92 percent of private schools with Title I participants reported engaging in consultation with a public school district. Most public school districts reported maintaining written records of Title I consultation (72 percent) and having a sign-off form (82 percent) to ensure that consultation occurred and encompassed all appropriate topics. However, districts were more likely to report that the consultation covered specific topics than were private school principals. For example, in 2005-06, 60 percent of districts reported that consultation covered professional development for private school teachers, compared with 48 percent of private school principals. District respondents were also more likely to report consultation on activities for private school parents (52 vs. 41 percent) and assessment methods for measuring students' progress in meeting standards (55 vs. 48 percent).[67]

Similarly, districts were more likely than private school principals to report that Title I-funded professional development and parent involvement were provided to eligible participants in private schools. For professional development, participation of private school teachers was reported by 63 percent of districts and 33 percent of private schools (these data are reported as a percentage of districts and schools with private school participants, not all districts and private schools). For parent involvement, participation of private school parents was reported by 60 percent of districts and 27 percent of private schools.[68]

C. Uses of Title I Funds

Most Title I funds were used for instruction, supporting salaries for teachers and instructional aides, providing instructional materials and computers, and supporting other instructional services and resources. In the 2004-05 school year, nearly three-fourths (73 percent) of district and school Title I funds were spent on instruction, 16 percent was used for instructional support, and 11 percent was used for program administration and other support costs such as facilities and transportation costs (see Exhibit 6).

Exhibit 6
District and School Uses of Title I Funds, 2004-05

	Expenditures ($ in Millions)	Percent
Instruction	**$8,807**	**73%**
Instructional staff	7,109	59%
• Teachers	5,856	49%
• Teacher aides	1,265	11%
Instructional materials and equipment	1,446	12%
• Instructional materials	1,133	9%
• Student computers and other technology	313	3%
Other instructional expenditures	253	2%
Instructional Support	**$1,880**	**16%**
Professional development	988	8%
Student support staff (e.g., guidance, health)	386	3%
Parent involvement	205	2%
Other instructional support	289	2%
Administration and Other Support	**$1,361**	**11%**
School administration	229	2%
District administration	843	7%
Facilities	145	1%
Transportation	157	1%
Total District and School Title I Expenditures	**$12,049**	**100%**

Exhibit reads: Title I spending on instruction amounted to $8.807 billion in the 2004-05 school year, or 73 percent of total Title I expenditures at the district and school levels.

Note: Total expenditures of $12.049 billion shown in this exhibit are based on Title I Part A funds allocated to school districts in the 50 states, the District of Columbia, and Puerto Rico, and do not include funds allocated to outlying territories or reserved at the state level. The exhibit does include Section 1003 funds that states suballocated to school districts.

Source: National Longitudinal Study of No Child Left Behind, district fiscal and payroll records (n=267 districts).

Title I spending on instruction amounted to an estimated $8.8 billion in 2004-05, including $5.9 billion spent on teachers (49 percent of total Title I expenditures), $1.3 billion on instructional aides (11 percent), and $1.4 billion for instructional materials and equipment (12 percent), including computers and other technology. Spending on professional development accounted for an estimated $988 million (8 percent), and parent involvement activities accounted for $205 million (2 percent).

D. Targeting of Title I Funds

The U.S. Department of Education allocates funds to school districts using four statutory funding formulas, and states then adjust those allocations to account for district boundary changes and newly created districts and to reserve funds for school improvement and state administration. States may also request approval to use alternate poverty data to redistribute the initial district allocations for districts with fewer than 20,000 total residents (under NCLB, 10 states have applied for and received approval from ED to use alternative data to redistribute Title I funds to their small districts). The four funding formulas are:

- **Basic Grants.** The original Title I formula first authorized in 1965 allocates funds to eligible districts in proportion to each district's share of formula-eligible children, which primarily include children from families living below the federal poverty line, based on annual estimates produced by the Census Bureau. Districts are eligible if they have at least 10 formula-eligible children and the number is more than 2 percent of the district's school-age population.

- **Concentration Grants.** This formula was added in 1978 and is similar to Basic Grants, but only provides funds to districts with more than 6,500 formula-eligible children or 15 percent formula-eligible children.

- **Targeted Grants.** This weighted-child formula, which allocates larger per-pupil amounts to districts with higher numbers or percentages of formula-eligible children, was authorized in 1994 and first funded in 2002. Districts are eligible if they have at least 10 formula-eligible children and the number is more than 5 percent of the district's school-age population.

- **Education Finance Incentive Program.** This formula applies state-level factors that provide larger per-pupil allocations to states with higher fiscal effort and fiscal equity—that is, to states with higher state and local expenditures per pupil relative to their per capita income, and to states with less variation in per-pupil expenditures among districts within the state. The funds are then suballocated to eligible districts within each state using a weighted-child formula similar to the Targeted formula. Districts are eligible if they have at least 10 formula-eligible children and the number is more than 5 percent of the district's school-age population. This formula also was authorized in 1994 and first funded in 2002.

All four formulas also incorporate a state per-pupil expenditure (SPPE) factor that serves as a proxy to adjust for cost-of-education differences across states, as well as hold harmless provisions that limit the amount of funds a district can lose due to reductions in its number of formula-eligible children or other changes and state minimum provisions that increase the size of allocations for small states. The SPPE factor is applied by multiplying each district's number of formula-eligible children times 40 percent of the state's per-pupil expenditures, with the limitation that a state's SPPE factor cannot be any less than 32 percent of the national PPE or any more than 48 percent of the national PPE. The hold harmless provisions in each formula guarantee that an eligible district will continue to receive at least 85 to 95 percent of its prior year allocation.[69] The state minimum provisions vary by formula and have become increasingly complex under successive reauthorizations of ESEA.[70]

School districts allocate most of their Title I funds to eligible schools based on each school's number of low-income children, typically using data from the free and reduced-price lunch program. A school is eligible if its school attendance area has a poverty rate that is at least equal to the district average poverty rate or 35 percent (whichever is less). However, districts may choose to concentrate their Title I funds on their highest-poverty schools and limit school eligibility to a poverty level that is higher than the district-wide average. Districts may give schools different amounts per poor child as long as schools with higher poverty rates receive higher allocations per poor child than schools with lower poverty rates. Districts must ensure that each school's Title I allocation is at least 125 percent of the district-wide allocation per poor child (however, this provision applies only if the district serves schools with poverty rates below 35 percent).

Total appropriations for Title I Part A, measured in constant 2007 dollars, increased by 35 percent from 2000 to 2007 and by 126 percent since the program's inception in 1965. In constant 2007 dollars (adjusted for inflation), Title I appropriations grew from $5.7 billion in FY 1966 to $9.5 billion in FY 2000 and $12.8 billion in FY 2007 (see Exhibit 7). In current dollars (not adjusted for inflation), Title I appropriations were $6.7 billion in FY 1996 and $7.9 billion in FY 2000.

Exhibit 7
Appropriations for Title I Grants to LEAs, FY 1966 to FY 2007
(in 2007 Constant Dollars)

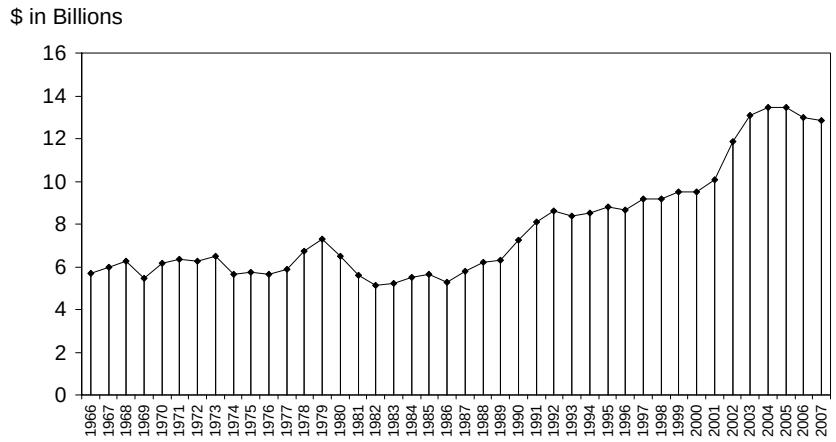


Exhibit reads: Appropriations for Title I Part A, measured in constant 2007 dollars, have grown from $5.7 billion in FY 1966 to $9.5 billion in FY 2000 and $12.8 billion in FY 2007.

Note: Appropriations figures by year are provided in Exhibit B-2 in Appendix B.

Source: U.S. Department of Education, Budget Service.

1. District-Level Targeting of Title I Funds in 2004-05

Title I is intended to address the greater educational challenges facing high-poverty communities by "distributing and targeting resources sufficiently to make a difference to local educational agencies and schools where needs are greatest" [Section 1001(5)].

Districts in the highest-poverty quartile received 52 percent of Title I funds in 2004-05, slightly higher than their share of the nation's poor children (49 percent). Their share of state and local funds (22 percent) was less than their share of total school-age children (25 percent), and their share of total federal education funds was 39 percent. In contrast, districts in the lowest-poverty quartile received 6 percent of Title I funds and 11 percent of all federal funds but 29 percent of state and local funds.[71]

Although Title I provided more funds in high-poverty districts, these districts had less total funding per pupil than did low-poverty districts. The highest-poverty districts received eight times as much federal Title I funding per pupil ($467) as did the lowest-poverty districts ($59), but the highest-poverty districts received 10 percent less in total per-pupil funding from all sources ($6,248, compared with $6,967 in the lowest-poverty districts).[72]

In recent years, Congress has designated an increasing share of total Title I funds to be allocated through the newer Targeted Grants and Incentive Grants formulas. The share of Title I funds appropriated for the Targeted and Incentive formulas grew from 18 percent of total Title I Grants to LEAs in FY 2002 to 32 percent in FY 2004 and 36 percent in FY 2007. Meanwhile, the Basic formula

declined from 85 percent of the funds in FY 1997 to 57 percent in FY 2004 and 53 percent in FY 2007. The share of funds allocated through the Concentration formula also declined slightly, from 15 percent in FY 1997 to 11 percent in FY 2004 and FY 2007.[73]

However, the Targeted Grant and Incentive Grant formulas are less targeted to the highest-poverty districts than is the Concentration Grant formula which has seen declining appropriations, and most funds continue to flow through the least targeted formula, Basic Grants. Looking at the Department's allocations to school districts for FY 2007, the share of funds going to the highest-poverty districts was 58 percent under the Concentration formula, 57 percent under the Incentive formula, 56 percent under the Targeted formula, and 47 percent under the Basic formula (see Exhibit 8). Because the majority of Title I funds still flowed through the Basic formula, the overall distribution of funds was roughly halfway between the Basic formula and the other three formulas.

Exhibit 8
Share of Title I Funds for Highest- and Lowest-Poverty Districts Under Each Title I Formula in FY 2007

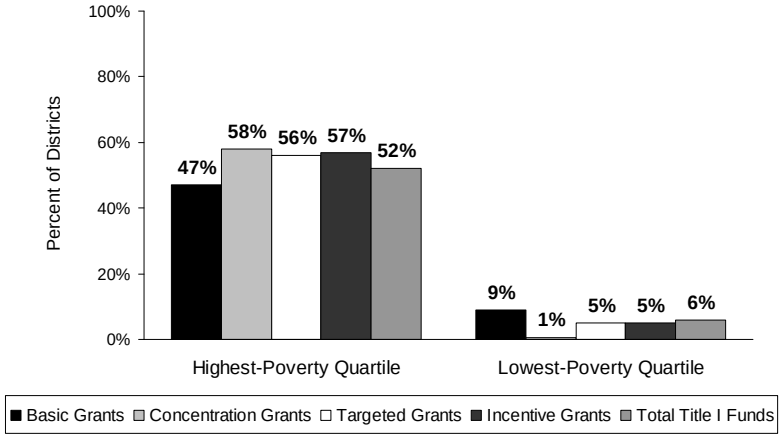


Exhibit reads: Based on the Department's allocations to school districts for FY 2007, the share of funds flowing to the highest-poverty quartile of districts under the Basic Grant formula was 47 percent.

Source: U.S. Department of Education, Budget Service (n=52 states).

Hold harmless provisions reduced the share of Concentration Grant funds allocated to the highest-poverty districts in FY 2007 but had a limited effect on targeting under the other three formulas. Looking at allocations calculated with and without the hold harmless provisions, the share of Concentration Grant funds actually allocated to the highest-poverty districts (with the hold harmless provision) was 58.5 percent in FY 2007, compared with 60.0 percent when calculated without the hold harmless provision. For Basic Grants, the share of funds allocated to the highest-poverty districts was slightly higher when calculated with the hold harmless (46.7 percent, vs. 46.4 percent without the hold harmless); similar patterns were found for Targeted Grants (56.1 percent vs. 56.0 percent) and Incentive Grants (57.3 percent vs. 57.1 percent). In addition to the standard 85 to 95 percent hold harmless provision included in all four formulas, the Concentration Grant formula includes a provision that continues to allocate funds to districts that no longer meet the Concentration Grant eligibility criteria, for four years after the district loses eligibility [Section 1122(c)(2)]. This provision was added to the Concentration formula to address concerns about the "cliff effect" inherent in this formula (since that

formulas has much higher eligibility thresholds than the other three formulas,* and districts close to the thresholds could experience large fluctuations in their allocations as they move in and out of eligibility).

To take a closer look at the relative allocations produced by each formula, we use simulations of school district allocations run by the Department of Education's Budget Service using the same funding level for each formula and without using the hold-harmless provisions. These simulations allow us to look at the "pure" effects of each formula on per-pupil funding. The simulations were run using formula data for FY 2004 (i.e., numbers of eligible students, state per pupil expenditures).

These formula simulations show that although the Incentive and Targeted formulas each allocate a similar share of the funds to the highest-poverty quartile of districts (as shown in Exhibit 8), the Incentive formula provides much larger per-pupil grants to some high-poverty districts than to other districts with lower poverty rates (see Exhibit 9). For example, East St. Louis, Illinois (40 percent poverty), an extremely impoverished suburb of St. Louis, Missouri (26 percent poverty) would receive 59 percent less per low-income student than St. Louis under the Incentive formula even though it would receive a larger allocation under the Targeted, Concentration, and Basic formulas.

Exhibit 9
Allocation Per Low-Income Student Under Each Title I Formula in Selected School Districts, Based on Simulations Using the Same Funding Level For Each Formula ($1.97 Million) And No Hold Harmless Provisions

	Poverty Rate	Number of Poor Children	Basic Grant	Concentration Grant	Targeted Grant	Incentive Grant	Difference Between Incentive Grant and Targeted Grant
St. Louis, MO	26%	16,483	$244	$317	$302	$416	+38%
East St. Louis, IL	40%	4,500	$286	$372	$331	$246	-26%
Wichita, KS	13%	7,673	$290	$377	$307	$510	+66%
New York, NY	27%	373,901	$321	$417	$497	$398	-20%
Des Moines, IA	11%	3,910	$260	$0	$244	$397	+63%
Oakland, CA	22%	16,289	$246	$320	$305	$265	-13%

Exhibit reads: If the same amount of Title I funds were allocated through each of the four Title I formulas and no hold harmless provisions were applied, St. Louis, Missouri, which has a poverty rate of 26 percent, would receive a Basic Grant of $244 per low-income student, a Concentration Grant of $317, a Targeted Grant of $302, and an Incentive Grant of $416.

Note: Formula data used in these simulations is the same as those used for FY 2004 allocations, and the funding level used ($1,969,843) is the same as the actual FY 2004 funding for Incentive Grants and Targeted Grants.

Source: U.S. Department of Education, Budget Service.

High-poverty school districts in states such as Illinois, New York, and California tend to fare poorly under the Incentive formula, relative to the Targeted formula, while Iowa and Kansas benefit the most from the Incentive formula. For example, based on the simulations shown in Exhibit 9, New York City (27 percent poverty) would receive 20 percent less under the Incentive

* The eligibility thresholds for each formula are discussed on page 17. The percentage of districts receiving funding under each of the four formulas in FY 2007 was 91 percent for Basic Grants, 83 percent each for Targeted Grants and Incentive Grants, and 47 percent for Concentration Grants.

formula than under the Targeted formula, and Oakland, California (22 percent poverty) would receive 13 percent less. In contrast, Wichita, Kansas (13 percent poverty) would receive 66 percent more under the Incentive formula than under the Targeted formula, and Des Moines, Iowa (11 percent poverty) would receive 63 percent more. As a result, Wichita would receive 28 percent more in Incentive Grants per low-income student than New York even though it would receive less than New York under the other three formulas and its poverty rate was half as high as New York's poverty rate.

2. School-Level Targeting of Title I Funds in 2004-05

At the school level, the highest-poverty Title I schools received smaller Title I allocations per low-income student in 2004-05 than did low-poverty Title I schools. The average per-pupil allocation in the highest-poverty schools ($558) was 27 percent lower than in low-poverty schools ($763) and also well below the amounts received by the two medium-poverty groups of schools ($611 and $671).*

High-poverty schools accounted for a majority of Title I schools and Title I funds, although the program also served low-poverty schools. In 2004-05, three-fourths (76 percent) of Title I funds went to schools with 50 percent or more students eligible for free or reduced-price lunches, more than their share of the nation's low-income students (64 percent); these schools accounted for close to two-thirds (63 percent) of all Title I schools (see Exhibit 10). The highest-poverty schools (where 75 percent or more of the students are eligible for free or reduced-price lunches) received 38 percent of Title I school allocations. Low-poverty schools accounted for 14 percent of Title I schools and 6 percent of Title I funds.[74]

Exhibit 10
Distribution of Title I Funds, Title I Schools and Low Income Students, by Poverty Level, 2004-05

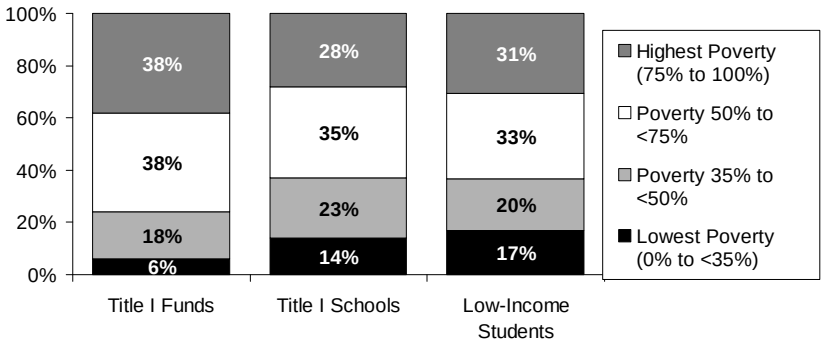


Exhibit reads: In 2004-05, the highest-poverty schools accounted for 38 percent of Title I funds and 28 percent of Title I schools and enrolled 31 percent of all low-income students.

Source: National Longitudinal Study of NCLB (FY 2004) (n=12,528 schools).

* At the school level, Title I allocations per low-income student are calculated using the number of students eligible for the free and reduced-price school lunch program. This is a looser measure of poverty than the census poverty measure typically used for district-level analyses and includes roughly twice as many children as the census poverty measure (16.9 million vs. 7.96 million in FY 2004). As a result, the average amount of dollars per low-income student is considerably smaller in the school-level analyses ($606 in 2004-05) than it is in the district-level analyses that use census poverty data ($1,499).

Some low-poverty schools received Title I funds even though not all high-poverty schools were funded. In 2004-05, 23 percent of the lowest-poverty schools received Title I funds, as did 64 percent of the second lowest poverty group of schools (see Exhibit 11). At the same time, 3 percent of the highest-poverty schools and 19 percent of the second highest poverty group of schools did not receive Title I funds. Title I allocation rules require that districts serve schools in rank order, which means that they cannot serve a lower-poverty school with Title I funds unless they also serve all of the schools above that poverty level. However, whether a particular school receives Title I funds is a function of not only the school's own poverty rate but also the poverty rate of the district in which it is located. A high-poverty school in a high-poverty district may receive no Title I funds if the district chooses to allocate all of its Title I funds to schools with even higher poverty rates, while a Title I school in a low-poverty district may receive funds because its poverty rate is high relative to other schools in the district even though it has a low poverty rate when compared with all schools nationwide. In addition, the law allows districts to rank schools separately by grade span and to focus Title I funds on elementary schools (as long as they serve schools above 75 percent poverty before serving any school below 75 percent poverty); this can result in moderately-high-poverty secondary schools receiving no Title I funds.

Exhibit 11
Percentage of Schools That Received Title I Funds, 2004-05

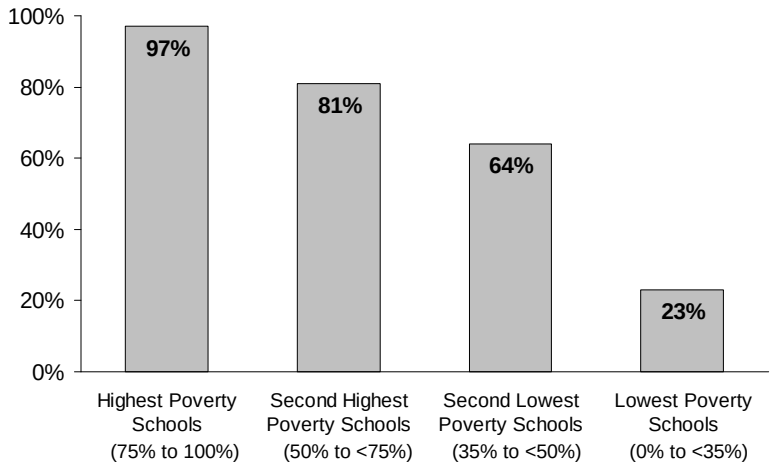


Exhibit reads: Ninety-seven percent of the highest-poverty schools, where 75 percent or more students are eligible for free or reduced-price lunches, received Title I funds.

Sources: National Longitudinal Study of NCLB (n=13,167 schools).

To compare the level of funding for high- and low-poverty schools before and after Title I funds are added, we can examine school-level *personnel* expenditures based on an analysis of personnel and payroll records from a nationally representative sample of schools (we do not have data available to compare *total* expenditures in high- and low-poverty schools, because districts often do not account for costs such as utilities and maintenance at the school level). Looking at personnel expenditures in Title I schools from Title I and from state and local funding sources, the highest-poverty schools had higher Title I expenditures per pupil ($350) than did low-poverty Title I schools ($113), but these funds did not fully compensate for the lower expenditures from state and local funding sources. The highest-poverty schools had slightly lower total personnel expenditures per pupil than the low-poverty Title I schools even after the Title I funds were added ($4,938 and $5,121, respectively) (see Exhibit 12).[75]

However, Title I funds are allocated based on the number of low-income students, not all students. When looking at what Title I adds to schools' personnel resources in terms of expenditures per low-income student, the highest-poverty Title I schools had lower Title I personnel expenditures per low-income student ($402) than in the low-poverty Title I schools ($475).[76]

Exhibit 12
What Title I Adds to School-Level Resources:
Personnel Expenditures in Title I Schools,
By School Poverty Level, 2004-05

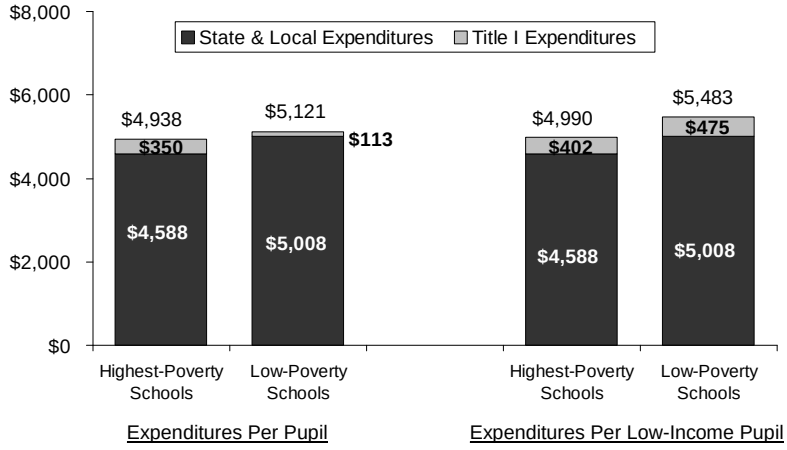


Exhibit reads: In the highest-poverty Title I schools, personnel expenditures from state and local funding sources amounted to an average of $4,588 per pupil in 2004-05; personnel expenditures from Title I funds amounted to an additional $350 per pupil.

Source: National Longitudinal Study of NCLB (n = 501 highest-poverty schools and 76 low-poverty schools).

3. Changes in Targeting Since the Last Reauthorization

At the district level, Title I targeting has changed little since 1997-98, despite Congress' efforts to target more funds to high-poverty school districts by allocating an increasing share of the funds through the Targeted Grants and Incentive Grants formulas. Since 1997-98, the share of funds actually received by the highest-poverty quartile of districts changed little (52 percent in 2004-05, versus 50 percent in 1997-98), about the same as these districts' share of the nation's poor children.[77] Indeed, the share of funds received by the highest-poverty districts was little changed since 1994-95, prior to the previous reauthorization (IASA), when it was 49 percent (see Exhibit 13).[78]

Exhibit 13
Distribution of Title I Funds by District Poverty Quartile, 1994-95, 1997-98, and 2004-05

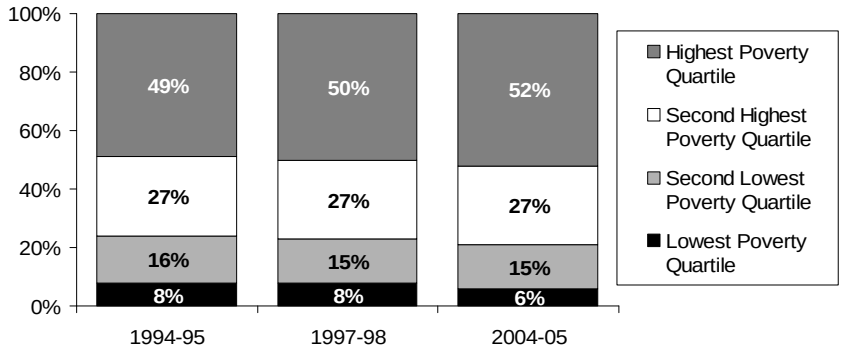


Exhibit reads: The share of Title I funds allocated to the highest-poverty districts was 52 percent in 2004-05, compared with 50 percent in 1997-98 and 49 percent in 1994-95.

Notes: Title I is forward funded, so allocations for the 2004-05 school year are primarily from the FY 2004 appropriation. District poverty quartiles are based on Census Bureau estimates of the number of school-age children and poor children living in each district. The poverty quartiles were created by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contain 25 percent of the school-age children. The three years included in this chart are the years for which data were available.

Sources: Study of Education Resources and Federal Funding (1994-95 and 1997-98) (based on data for 51 states); National Longitudinal Study of NCLB (2004-05) (based on data for 52 states).[79]

At the school level, Title I funding per low-income student in the highest-poverty schools remained unchanged since 1997-98, after adjusting for inflation, and these schools continued to receive smaller Title I allocations per low-income student than did low-poverty schools. The average Title I allocation in the highest-poverty Title I schools was $558 per low-income student in 2004-05, compared with $563 in 1997-98, as calculated in constant 2004-05 dollars (see Exhibit 14). The middle two poverty groups of schools, however, saw significant increases in their Title I funding per low-income student: the average Title I allocation per low-income student rose from $474 to $611 in schools with poverty rates between 50 and 75 percent and from $484 to $671 in schools with poverty

rates between 35 and 50 percent. For low-poverty schools (less than 35 percent poverty), there was not a statistically significant change in per-pupil funding.[80]

Exhibit 14
Average Title I School Allocation Per Low-Income Student, by Poverty Level, 1997-98 and 2004-05 (in constant 2004 – 05 dollars)

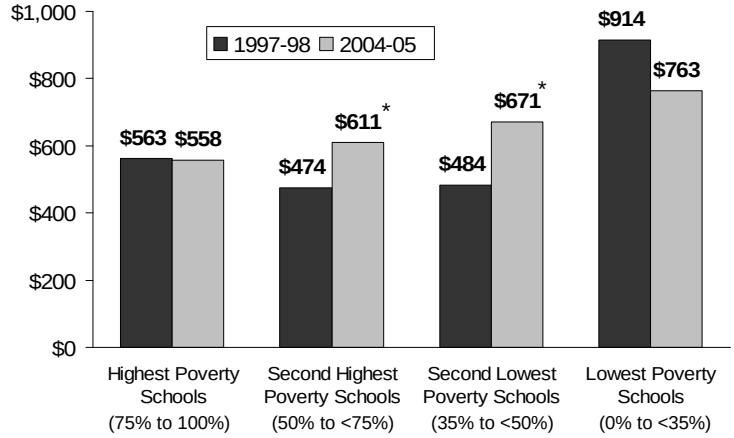


Exhibit reads: The average Title I allocation in the highest-poverty schools was $558 per low-income student in 2004-05 and $563 in 1997-98.

* Indicates that the 2004-05 amount is significantly different from the 1997-98 amount ($p<.05$).

Sources: Study of Education Resources and Federal Funding (1997-98) (n=4,563 schools); National Longitudinal Study of NCLB (2004-05) (n=8,566 schools).

Although the average Title I allocation per low-income student for the highest-poverty schools was essentially unchanged from 1997-98 to 2004-05 (after adjusting for inflation), total funding for the highest-poverty schools did increase during this period, by 25 percent in constant 2004-05 dollars. However, this increase basically kept pace with a simultaneous increase in the number of low-income students in those schools (27 percent). In the two middle poverty groups, there was a larger increase in the number of low-income students (72 percent), but total funding rose even more (127 percent), resulting in an increase in per-pupil funding.[81]

During this same period, the share of Title I funds that districts allocated to individual schools declined from 83 percent of districts' total Title I funds in 1997-98 to 74 percent in 2004-05. The share of funds used for program administration was similar in both years (8 percent and 7 percent, respectively). However, districts' allocation of funds for district-wide or district-operated services (such as supplemental educational services, professional development, and transportation) increased from 8 percent in 1997-98 to 19 percent in 2004-05.

4. Distribution of Title I Funds by School Grade Level

Title I funds are predominantly used at the elementary level. Elementary schools received 74 percent of Title I school allocations in 2004-05; the share allocated to middle schools (14 percent) and high schools (10 percent) was considerably less than their share of the nation's low-income students (20 percent and 22 percent, respectively).[82] Although school districts are required to allocate Title I funds to schools in rank order based on the percentage of students eligible for free or reduced-price lunches, the law allows districts to rank schools separately by grade span and to focus Title I funds on elementary schools, as long as they serve all schools above 75 percent poverty before serving any school below 75 percent poverty.

Secondary schools were less likely to receive Title I funds, and those that did tended to receive smaller allocations per low-income student than did elementary schools. Forty percent of middle schools and 27 percent of high schools received Title I funds, compared with 71 percent of elementary schools. The average allocation per low-income student was $502 in middle schools and $451 in high schools, compared with $664 in elementary schools.[83]

Among both elementary and secondary schools, nearly all of the highest-poverty schools (75 to 100 percent free and reduced-price lunch) receive Title I funds (97 percent and 95 percent, respectively), while among the second-highest-poverty group (50 to 74 percent free and reduced-price lunch), secondary schools are less likely than elementary schools to receive Title I funds (65 percent and 90 percent, respectively).[84]

From 1997-98 to 2004-05, Title I funding per low-income student grew at a slightly slower rate in secondary schools than in elementary schools. Calculated in constant 2004-05 dollars, the average allocation per low-income student in secondary schools rose by 9 percent, from $441 in 1997-98 to $479 in 2004-05, compared with a 13 percent in elementary schools (from $587 to $664). The percentage of schools receiving Title I funds rose slightly at both grade levels: At the elementary level, Title I schools rose from 63 percent to 70 percent of all elementary schools, while Title I secondary schools rose from 31 percent to 33 percent of all secondary schools.[85]

Conclusions

In 2004-05, Title I served an estimated 18 million students, nearly all of the nation's school districts, and over half of all public schools. Most Title I participants were in schoolwide programs, where the funds could be used flexibly to improve instruction throughout the entire school. Nearly three-quarters of the funds were used for instruction, particularly teachers and paraprofessionals. Title I funds also supported instructional materials and computers, professional development, and parent involvement. Title I funds were more targeted to high-poverty districts and schools than were state and local funds, but the federal funds supplemented an unequal base, and high-poverty schools received less total funding even after the Title I funds were added. In the highest-poverty schools, Title I funding per low-income student had not increased since 1997-98, despite substantial increases in appropriations, while funding in middle-poverty schools increased significantly. In 2004-05, the highest-poverty Title I schools continued to receive less Title I funding per low-income student than both medium- and low-poverty Title I schools.

Key Findings on Trends in Student Achievement

This chapter examines trends in student achievement using both state assessment data (through the 2004-05 school year) and the National Assessment of Educational Progress (through 2004 and 2005). However, any changes observed here should not be viewed as a result of NCLB, because states, districts, and schools only began to implement the NCLB provisions in 2002-03. Rather, these data indicate achievement levels and trends that existed when NCLB was first being implemented. Moreover, even when additional years of assessment data become available, such data will be limited in their ability to address the impact of NCLB, because it is difficult to separate the effects of NCLB from the effects of other state and local improvement efforts.

Are students, especially disadvantaged students, showing achievement gains on state assessments and on the National Assessment of Educational Progress (NAEP)?

In the 36 states that had consistent three-year trend data from 2002-03 to 2004-05, most student groups showed gains in the percentage of students performing at or above the state's proficient level in 4th- and 8th-grade reading and mathematics.

However, the increases in student proficiency were often small, and most states would not meet NCLB's goal of 100 percent proficiency by 2013-14 unless the percentage of students achieving at the proficient level increases at a faster rate.

Recent trends on the Main NAEP assessment (from 2000 to 2005) show statistically significant gains in 4th-grade reading, mathematics, and science, overall and for black and Hispanic students and students in high-poverty schools. Gains were larger for mathematics than for reading. Trends for middle and high school students were positive only for 8th grade mathematics and negative for 8th and 12th grade reading. On the Long-Term Trend NAEP, the most recent gains for black and Hispanic 9-year-olds from 1999 to 2004 extended the gains these groups had made since the 1970s in both reading and mathematics.

Are achievement gaps between disadvantaged and other students closing over time?

State assessments indicated a slight reduction in the achievement gap between low-income students and all students in reading and mathematics from 2002-03 to 2004-05, typically between 1 and 3 percentage points. On the Trend NAEP, achievement gains for black and Hispanic students since the 1970s outpaced gains made by white students, resulting in significant declines in black-white and Hispanic-white achievement gaps, but recent changes in achievement gaps (from 1999 to 2004) in most cases were not statistically significant.

Are graduation rates improving over time?

Under NCLB, high schools are held accountable for graduation rates, but methods for calculating graduation rates vary considerably across states. A consistently defined measure, the averaged freshman graduation rate, provided somewhat lower estimates than state-reported rates; in 2004, the median state graduation rate was 84 percent based on state reports and 77 percent based on the averaged freshman graduation rate.

Nationwide, the averaged freshman graduation rate rose slightly from 1996 (mean of 73 percent) to 2004 (75 percent). However, these longitudinal data may not be comparable due to changes in state reporting.

III. Trends in Student Achievement

This chapter examines trends in student achievement for public school students using both state assessment data and the National Assessment of Educational Progress (NAEP). Student achievement on state assessments represents the primary criterion that the Title I legislation applies to measure school success, but these data cannot be aggregated across states to examine national trends or used to make comparisons among states. Because each state has developed its own standards, assessments, and definitions of student proficiency, the content and rigor of these assessments are not comparable across states. In addition, many states have revised their assessment systems in recent years, so they often do not have the trend data needed to assess student progress. The National Assessment of Educational Progress provides a high-quality assessment that is consistent across states, making the data useful for examining national trends in student achievement. However, the NAEP is not aligned with individual state content and achievement standards, so it does not necessarily measure what students are expected to learn in their states. This report draws on both types of assessments to examine the most complete available information about the recent progress of our schools in raising student achievement.

This report examines trends on the main NAEP assessment from the early 1990s through 2005, with a focus on the most recent period from 2000 to 2005, in order to show trends in NAEP results during the early years of NCLB implementation. We also examine trends on the long-term trend NAEP from the 1970s through 2004. For state assessments, we examine recent three-year trends (2002-03 through 2004-05) in 36 states that had consistent assessments in place over this period. The report focuses on presenting achievement trends for 4th-grade reading* and mathematics assessments (because Title I funds are predominantly used at the elementary level), although assessments for other grades are examined as well. We also show trends in science achievement on the main NAEP. Science achievement trends are not presented for the long-term trend NAEP, because it has not been administered in science since 1999, or for state assessments, because few states have consistent longitudinal data on state science assessments and science assessments results are not collected through the annual Consolidated State Performance Reports.

This chapter also examines trends in graduation rates since 1996, as an important measure of outcomes for high school students.

Key Evaluation Questions for Student Achievement

1. Are students whom Title I is intended to benefit (including low-income students, racial/ethnic minorities, LEP students, migrant students, and students with disabilities) making progress toward meeting state academic achievement standards in reading and mathematics?

2. Are students, especially disadvantaged students, showing achievement gains on the National Assessment of Educational Progress?

3. Are achievement gaps between disadvantaged students and other students closing over time?

4. Are graduation rates improving over time?

* For simplicity, the term "reading" is used throughout this report to refer to the set of subjects that may be variously known as reading, English, or language arts.

The data presented in this chapter provide an indicator of achievement levels and trends that existed when NCLB implementation began, rather than an indicator of outcomes associated with NCLB. They may very well reflect other state and local educational improvement efforts, including pre-existing state standards-based reform efforts and accountability systems that NCLB was intended to strengthen. Moreover, even when additional years of assessment data become available, such data will be unable to address the impact of NCLB, because it is difficult to separate the effects of NCLB from the effects of other state and local improvement efforts.

A. Student Achievement on State Assessments

The number of states that have trend data available for state assessment results increased considerably in the past two years. For the previous National Assessment of Title I report (2006), three-year trend data on a consistent state assessment (as of 2002-03) were available for only 23 states, because many states had revised their assessment systems in recent years. In contrast, this report is able to include consistent three-year trend data (as of 2004-05) for 36 states.* In addition, nearly all of these 36 states now have trend data disaggregated for the required student subgroups.

The analysis of state assessment data focuses on the relatively short period from 2002-03 to 2004-05 because few states have trend data on a consistent state assessment available for a longer time period. However, we note that the previous National Assessment of Title I report (2006) found similar patterns in student achievement trends on state assessments for an earlier time period from 2000-01 to 2002-03. This report focuses on presenting achievement trends for 4th-grade and 8th-grade reading and mathematics; however, many states did not administer assessments in the 4th or 8th grade in all three years and in such cases we used state assessment data for an adjacent grade. These substitutions may affect the validity of the comparisons.[86]

Differences across states in the percentage of students performing at the state's proficient level should not be viewed as an indicator of states' relative effectiveness in educating students. State assessments differ both in the content and the difficulty of test items, as well as in the level that is labeled as proficient, so states with higher percentages of students at the proficient level are not necessarily higher performing in an absolute sense. For example, states that have similar proportions of students scoring at the proficient level on the NAEP may vary considerably in the percentage of students achieving proficiency on the state assessment (see Exhibit 15). In the same way, states that have similar proportions of students scoring at the basic level on the NAEP also may vary considerably in the percentage of students achieving proficiency on the state assessment (see Exhibit 16).

Consequently, while state assessments may be used to compare achievement over time within a state, they may not be used to make comparisons across states. In addition, caution should be used when examining changes over time in the proportion of students performing at or above each state's proficiency level. The data come from the Consolidated State Performance Reports submitted by each state and cannot speak to the reasons for observed losses or gains over time within each state. Observed losses or gains could reflect a number of things, including changes in the assessment system, population changes, or changes in the proficiency of a stable population.

Exhibits 15 and 16 should not be viewed as recommending that state proficiency levels should match NAEP proficiency levels. NAEP achievement levels are still being used on a trial basis. There continue to be concerns about the procedures used to set the achievement levels, and the Commissioner of the National Center for Education Statistics has not determined that they are "reasonable, valid, and

* For this analysis, the Council of Chief State School Officers determined which states had consistent assessments in place through examination of Consolidated State Performance Reports, CCSSO state accountability profiles, state Web sites, and, in some cases, follow-up telephone calls to states.

Exhibit 15
Percentage of 4th-Grade Public School Students Achieving At or Above the Proficient Level on NAEP and State Assessments in Reading, 2005

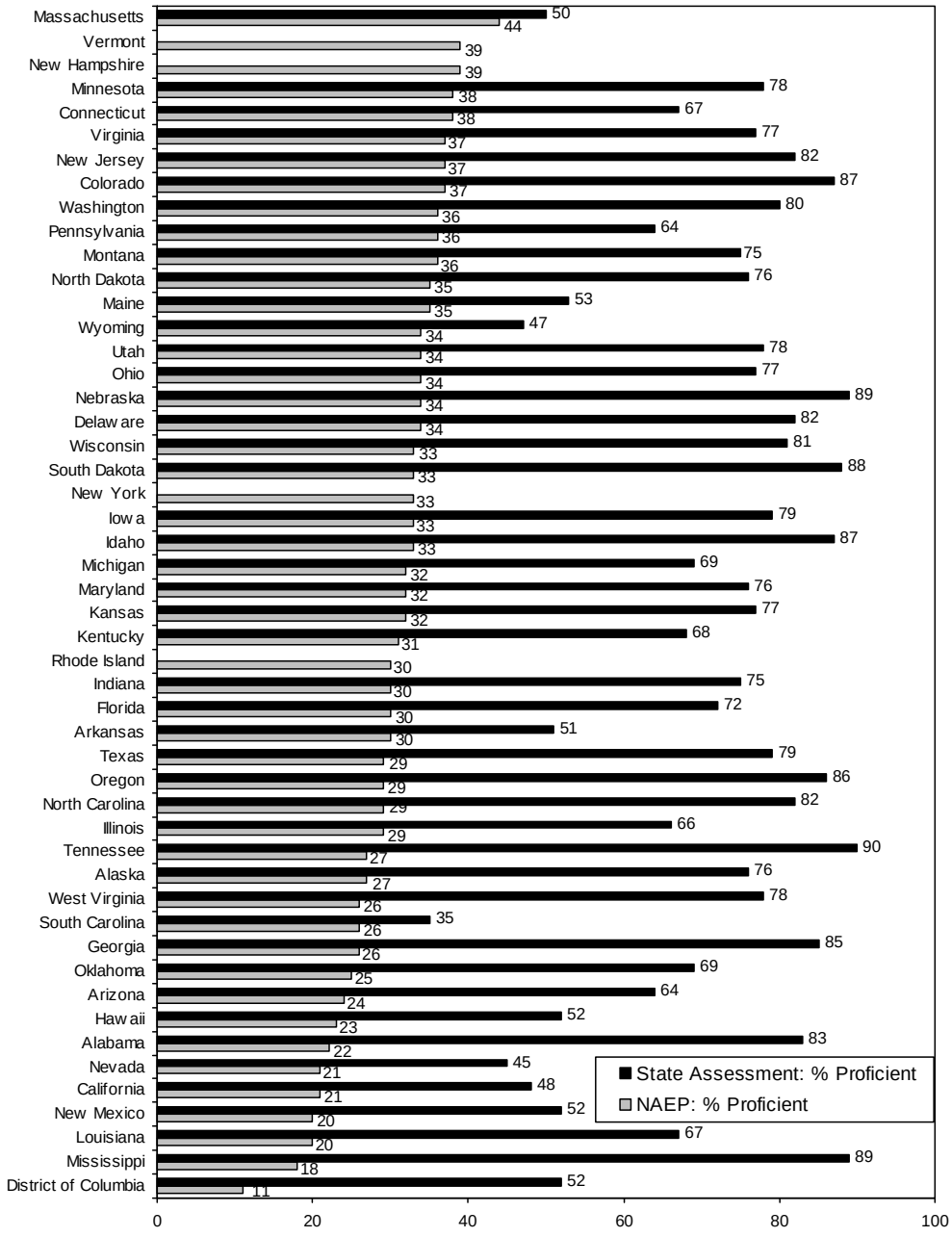


Exhibit reads: In Massachusetts, 50 percent of all 4th grade students scored at the proficient level on the state reading assessment in 2005 and 44 percent scored at the proficient level on the NAEP.

Source: Consolidated State Performance Reports and National Center for Education Statistics, Main NAEP (n=50 states).
Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading, we used either 3rd- or 5th-grade assessment results.[87]

Exhibit 16
Percentage of 4th-Grade Public School Students Achieving At or Above the Proficient Level on State Assessments and the Basic Level on NAEP, in Reading, 2005

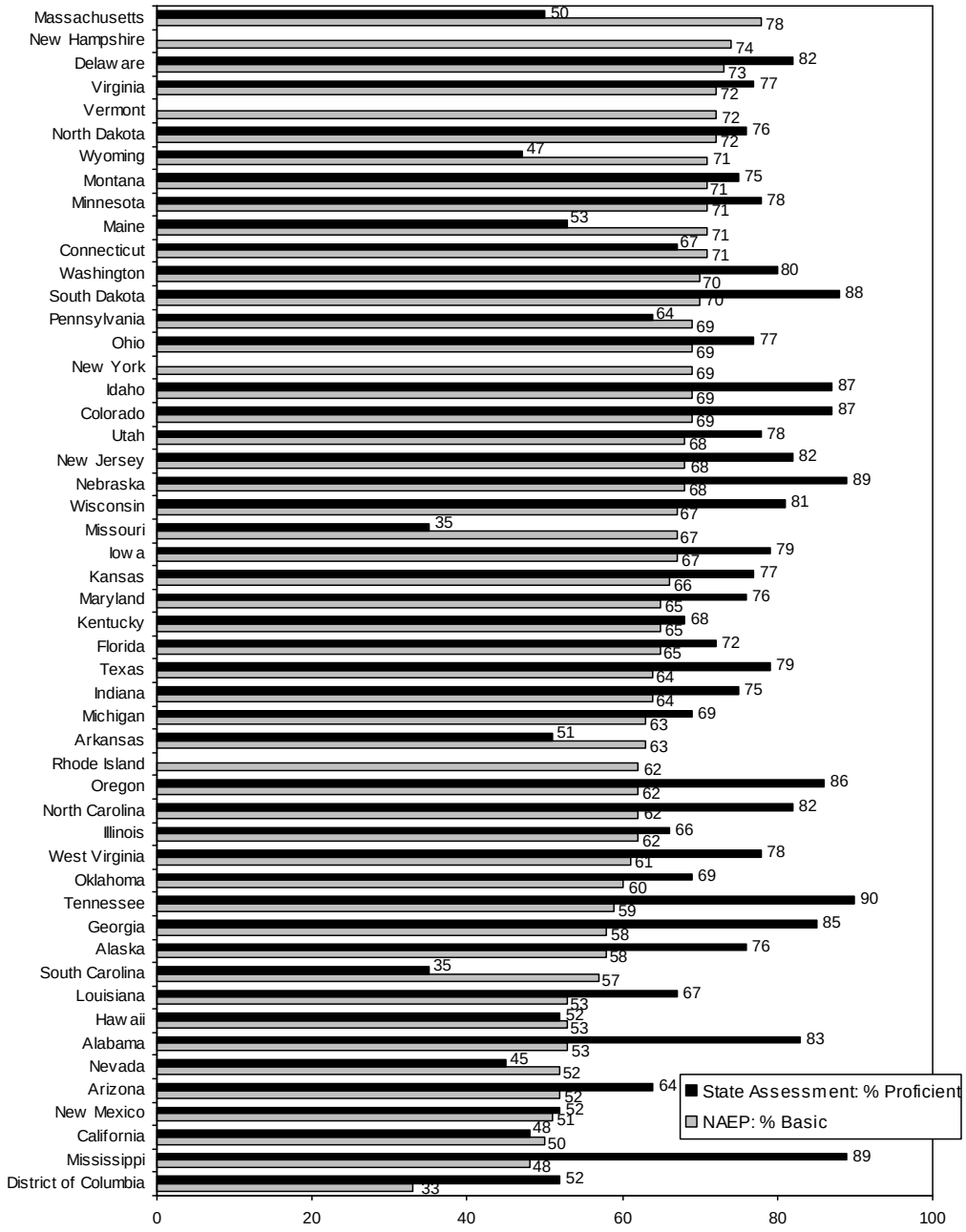


Exhibit reads: In Massachusetts, 50 percent of all 4th grade students scored at the proficient level on the state reading assessment in 2005 and 78 percent scored at the basic level on the NAEP.

Source: Consolidated State Performance Reports and National Center for Education Statistics, Main NAEP (n=51 states).
Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading, we used either 3rd- or 5th-grade assessment results.[88]

informative to the public." NAEP and current state assessments were established at different times to meet different purposes, and there is no one "right" level that should be defined as proficient. Under NCLB, each state has been given the responsibility to establish standards and assessments and to define a proficient level that all students are expected to reach by 2013-14. In contrast, when the NAEP proficiency levels were created about 15 years ago, there was no expectation that all students must reach the NAEP proficient level by a particular date. Assessment systems vary tremendously, both between NAEP and state systems, as well as across states that are using different approaches with the NCLB framework, and similar-sounding terms may not be comparable.

Student achievement on state assessments, as measured by the percent of students performing at the proficient level, rose from 2002-03 to 2004-05 for most student groups in a majority of states that had consistent assessment data available for both years. For example, states showed gains in elementary reading for low-income students in 28 out of 35 states (80 percent) that had data for this subgroup (see Exhibit 17). Elementary reading results for black and Hispanic students, LEP students, migrant students, and students with disabilities showed similar patterns, as did 8th-grade reading and mathematics. On average, about three-quarters of the states showed achievement gains from 2002-03 to 2004-05 for each group. (For state-by-state results, see Exhibit 18 (for all students in 4th-grade reading and math) and Exhibits B-4 through B-12 in Appendix B (for other student groups in 4th and 8th grade).)

Exhibit 17
Percentage of States Showing an Increase in the Proportion of Elementary and Middle School Students Performing At or Above Their State's Proficient Level from 2002-03 to 2004-05, by Student Group

	Grades 3, 4, or 5		Grades 6, 7, or 8	
	Reading	Mathematics	Reading	Mathematics
All students	83%	89%	63%	85%
Low-income	80%	92%	80%	85%
Black	76%	80%	76%	81%
Hispanic	80%	89%	60%	88%
White	71%	89%	57%	85%
LEP	77%	86%	71%	76%
Migrant	76%	81%	77%	85%
Students with disabilities	80%	83%	76%	81%
Average proportion of student groups with achievement gains	**78%**	**86%**	**70%**	**83%**

Exhibit reads: The proportion of all students performing at or above states' proficient levels in 4th-grade reading (or another nearby elementary grade) increased from 2002-03 to 2004-05 in 83 percent of the states that had consistent trend data available.

Notes: The preferred grades for this table were 4th grade and 8th grade; however, in states that did not consistently assess students in these two grades from 2002-03 to 2004-05, nearby grades were used. The average proportions shown in the last row represent the number of student groups across states that showed an increase in the percent proficient measure divided by the total number of student groups across all states included in the analysis.

Source: Consolidated State Performance Reports (n=25 to 36 states; n sizes for individual cells are provided in Appendix Exhibit B-13).

In many cases, the increases in student proficiency between 2002-03 and 2004-05 that are summarized in Exhibits 17 and 18 were small. For example, in elementary reading, 12 of the 30 states showing an increase for the all students group had increases of 1 to 3 percentage points. However, some states reported data showing substantial increases or declines for one or more student groups. Although all states shown in Exhibits 18 and B-4 through B-12 indicated that they had a consistent assessment in place during this period, we do not know whether the administration of those assessments, including inclusion and accommodation practices, was also consistent. In addition, the number of tested students for some subgroups in some states may be small.

Exhibit 18
Percentage of Students Performing At or Above Their State's Proficient Level in Reading and Mathematics, in 4th Grade or Another Elementary Grade, 2002-03 to 2004-05

	Reading				Mathematics			
	2002-03	2003-04	2004-05	Change	2002-03	2003-04	2004-05	Change
California	39	40	48	9	46	45	51	5
Colorado	87	89	87	0	87	89	89	2
Connecticut	69	69	67	-2	81	80	79	-2
Delaware	79	82	82	3	74	78	78	4
District of Columbia	46	43	52	6	54	59	61	7
Florida	61	70	72	11	56	64	64	8
Georgia	80	81	85	5	74	76	75	1
Hawaii	43	47	52	9	24	27	29	5
Idaho	75	82	87	12	77	84	91	14
Illinois	60	65	66	6	73	79	76	3
Indiana	74	74	75	1	71	71	73	2
Iowa	76	77	79	3	75	77	81	6
Kansas	69	71	77	8	74	80	84	10
Kentucky	62	67	68	6	38	48	45	7
Louisiana	61	63	67	6	60	57	64	4
Maine	49	50	53	4	28	32	39	11
Massachusetts	56	56	50	-6	40	43	41	1
Minnesota	76	73	78	2	74	70	77	3
Mississippi	87	88	89	2	74	80	79	5
Missouri	34	35	35	1	37	40	43	6
Nebraska	83	85	89	6	82	87	90	8
Nevada	51	45	45	-6	51	45	51	0
New Jersey	78	82	82	4	68	72	80	12
North Carolina	81	83	82	1	92	93	92	0
North Dakota	74	81	76	2	58	65	79	21
Ohio					59	66	66	7
Oklahoma	65	66	69	4	65	71	76	11
Oregon	83	82	86	3	78	81	86	8
Pennsylvania	58	63	64	6	56	62	68	12
Puerto Rico	53	50	64	11	59	60	81	22
South Carolina	32	38	35	3	33	36	40	7
South Dakota	85	87	88	3	72	78	82	10
Utah	79	76	78	-1	73	77	75	2
Virginia	72	71	77	5	83	87	88	5
Washington	67	74	80	13	55	60	61	6
Wisconsin	81	81	81	0	71	73	71	0
# of states with achievement gains	29 out of 35 states				32 out of 36 states			

Exhibit reads: The proportion of students performing at or above California's proficient level in 4th-grade reading (or another nearby elementary grade) rose from 39 percent in 2002-03 to 48 percent in 2004-05. Overall, states that had consistent assessments during this period showed increases in the percent proficient on these elementary reading assessments in 29 out of 35 states.

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used (3rd grade for Delaware, District of Columbia, Hawaii, Illinois, Indiana, Minnesota, Missouri (reading), Nevada, Oregon, Puerto Rico, and Virginia and 5th grade for Colorado (math), Kansas (reading), Kentucky (math), Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 36 states).

State assessments indicated a slight reduction in the achievement gap between low-income students and all students in elementary and middle school reading and mathematics. In elementary reading, 22 out of 35 states with available data showed a reduction in this achievement gap, as measured by the difference between the proportion of low-income students and all students scoring at or above their state's proficient level, in 4th grade or another elementary grade, from 2002-03 to 2004-05 (see Exhibit 19). In 17 of the states, the gap reduction was between 1 and 3 percentage points; five of the states showed larger reductions of 4 or 5 percentage points. On average, the achievement gap for low-income students in elementary reading in these states declined from 12.5 percentage points in 2002-03 to 11.7 in 2004-05.*

* It should be noted that this analysis does not take into account changes over time or differences across states in the percentage of students who are low-income. Moreover, as discussed on page 30, there are a number of validity issues involved with examining patterns in state assessment results, including differences across states and over time in the content and difficulty of state assessments. The National Assessment of Educational Progress provides a superior instrument for examining changes in achievement over time and progress in closing achievement gaps, because it is consistent across states and over time, in contrast with state assessments which do not provide a consistent measure across states and which frequently provide limited trend data within states due to changes in assessment content, proficiency standards, inclusion policies, and other aspects of the state assessment system. At the same time, the NAEP is not aligned with individual state content and achievement standards, and state assessments represent the primary criterion that the Title I legislation applies to measure school success. Consequently, this report examines achievement gains and changes in achievement gaps using both NAEP and state assessments.

Exhibit 19
Change in the Achievement Gap: Difference Between the Proportion of Low-Income Students and All Students Performing At or Above Their State's Proficient Level, in 4th Grade or Another Elementary Grade, 2002-03 to 2004-05

	Gap in Reading				Gap in Mathematics			
	2002-03	2003-04	2004-05	Change in Gap	2002-03	2003-04	2004-05	Change in Gap
California	15	15	15	0	13	12	12	-1
Colorado	10	10	11	1	11	10	9	-2
Connecticut	27	26	27	0	20	19	20	0
Delaware	11	9	8	-3	12	11	9	-3
District of Columbia	-2	5	5	7	-4	55	2	6
Florida	14	11	10	-4	15	12	11	-4
Georgia	9	8	6	-3	10	10	10	0
Hawaii	13	12	13	0	9	9	10	1
Idaho	10	9	7	-3	9	8	5	-4
Illinois	19	19	16	-3	17	16	15	-2
Indiana	13	13	12	-1	11	11	12	1
Iowa	15	16	10	-5	16	15	12	-4
Kansas	14	12	10	-4	13	10	8	-5
Kentucky	11	10	11	0	12	12	11	-1
Louisiana	9	9	8	-1	9	9	9	0
Maine	10	14	15	5	8	12	13	5
Massachusetts	26	24	24	-2	22	21	22	0
Mississippi	5	5	4	-1	9	8	7	-2
Missouri	12	13	11	-1	13	12	12	-1
Nebraska	11	9	8	-3	11	8	6	-5
Nevada	16	16	15	-1	14	13	13	-1
New Jersey	20	16	15	-5	21	18	15	-6
North Carolina	11	10	9	-2	5	4	5	0
North Dakota	10	11	11	1	13	13	9	-4
Ohio	17	16	12	-5	19	18	16	-3
Oklahoma	1	9	10	9	2	8	8	6
Oregon	6	9	8	2	8	8	6	-2
Pennsylvania	22	21	21	-1	21	20	17	-4
Puerto Rico	1	1	1	0	2	0	2	0
South Carolina	14	14	13	-1	13	14	14	1
South Dakota	10	8	11	1	14	13	12	-2
Utah	14	3	12	-2	11	6	11	0
Virginia	15	14	12	-3	11	8	8	-3
Washington	15	12	12	-3	15	15	17	2
Wisconsin	13	13	15	2	18	17	18	0
Average gap	12.5	12.1	11.7		12.1	13.0	11.0	
Number of states with gap reduction	22 out of 35 states				20 out of 35 states			

Exhibit reads: California's state assessment showed a reduction of 1 percentage point in the achievement gap between low-income students and all students in elementary mathematics and no change in reading.

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used.

Source: Consolidated State Performance Reports (for 35 states).

An important question is whether these recent growth rates will be sufficient to bring 100 percent of the students to their state's proficient level by the 2013-14 school year. To examine this question, we calculated the average annual change in each state's percent proficient based on the change between 2002-03 to 2004-05, and determined the percent proficient that would be attained by 2013-14 if the state

continued to progress at that rate.* Exhibit 20 summarizes the number of states that would be predicted to meet the 100 percent goal for eight different student groups. (Exhibit B-14 shows these calculations for the low-income subgroup.)

Based on data for 36 states, most would not meet the goal of 100 percent proficiency by 2013-14 unless the percentage of students achieving at the proficient level increases at a faster rate. For example, among the 34 states that had consistent elementary reading assessment data for low-income students, 12 states (29 percent) would meet the 100 percent goal by 2013-14 for this subgroup if they sustained the same rate of growth that they achieved from 2002-03 to 2004-05. Not surprisingly, states that began the period with a relatively low percentage of students performing at the proficient level defined by the state were often less likely to be predicted to meet the 100 percent goal.

Exhibit 20
Predicted Percentage of States That Would Reach the Goal of 100 Percent Proficient by 2013-14, for Various Student Groups, If Achievement Trajectories from 2002-03 to 2004-05 Continued Through 2013-14

	Grade 3, 4, or 5		Grade 6, 7, or 8	
	Reading	Mathematics	Reading	Mathematics
All students	26%	34%	21%	36%
Low-income	29%	38%	20%	23%
Black	32%	33%	17%	18%
Hispanic	33%	37%	21%	29%
White	24%	35%	33%	37%
Limited English proficient	38%	35%	15%	15%
Migrant	39%	42%	31%	27%
Students with disabilities	28%	30%	12%	19%
Average proportion of student groups predicted to reach 100%	**31%**	**35%**	**21%**	**26%**

Exhibit reads: For the "all students" group, 26 percent of the states would reach the state's proficient level on an elementary reading assessment, if the rate of change from 2002-03 to 2004-05 were to continue through 2013-14.

Note: The average shown at the bottom of each column is based on summing the numerators and denominators reflected in the eight cells of that column, and dividing the total of the numerators by the total of the denominators.

Source: Consolidated state performance reports (n=25 to 36 states).

Looking across eight different student categories (all students, low-income, black, Hispanic, white, LEP, migrant, and students with disabilities) and four assessments (reading and mathematics in one elementary grade and one middle school grade), an average of 28 percent of these student groups within these states would be predicted to reach 100 percent proficiency based on current growth rates. This percentage was lower in middle school reading and mathematics than at the elementary level (see Exhibit 20).

* To calculate the predicted percent proficient in 2013-14, we multiplied the annualized percentage-point change from 2002-03 to 2004-05 by the number of years remaining to 2013-14 (nine years), and added that figure to the percent proficient in 2004-05. If the product was greater than 100 percent, the predicted percent proficient in 2013-14 is 100 percent (since there cannot be more than 100 percent of students reaching the proficient level). It should be noted that this method assumes no variation in the rate of change.

Although a number of states were predicted to reach the 100 percent proficient target for one or more student group-assessment combinations, based on the assumption of a steady growth rate in their percent proficient, only one (Nebraska) was predicted to reach 100 percent proficient for all student groups and assessments included in this analysis. Other states typically were predicted to fall short of the 100 percent target for multiple student groups and assessments. Seven states were not predicted to reach the 100 percent goal for any of the student groups or assessments examined (Connecticut, the District of Columbia, Indiana, Missouri, Montana, Wisconsin, and Wyoming). Several other states were predicted to reach 100 percent proficient for only one of the student group-assessment combinations examined.

Most state AYP targets do not project an even growth rate over the full period from 2004-05 to 2013-14; indeed, states use a variety of growth trajectories for their AYP targets, and many are planning for achievement growth rates to accelerate as 2013-14 approaches. Based on recent achievement trajectories, such acceleration will often be necessary if states are to meet the goal of 100 percent proficient by 2013-14.

B. Student Achievement on the National Assessment of Educational Progress

This report examines short-term trends for public school students on the main NAEP as well as longer-term trends on the long-term trend NAEP.[89] The main NAEP, created in the early 1990s, provides an assessment that is more consistent with current content focuses and testing approaches, while the long-term trend NAEP continues the original NAEP assessment to track long-term trends since the early 1970s.

In general, the main NAEP places greater emphasis on open-ended and extended response items and less emphasis on multiple-choice questions. In reading, the long-term trend NAEP features shorter passages and focuses on locating specific information, making inferences, and identifying the main idea of a passage, whereas the main NAEP requires students to read longer passages and also asks students to compare multiple texts on a variety of dimensions. In mathematics, the long-term trend NAEP focuses on basic computational skills in four content areas—numbers and operations, measurement, geometry, and algebra—while the main NAEP also includes data analysis and probability.[90]

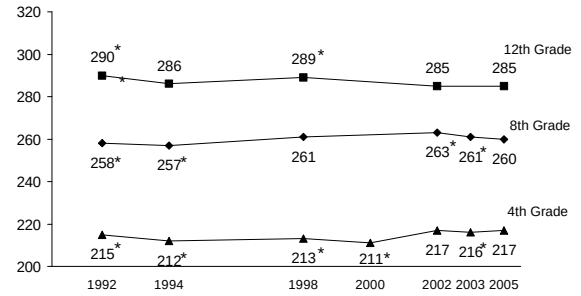
Results from the main NAEP and long-term trend NAEP are not comparable because they cover different content and also different samples. Students are sampled by grade for the main NAEP (grades 4, 8, and 12) and by age for the long-term trend NAEP (ages 9, 13, and 17). In addition, the main NAEP reports on the percentages of students performing at various achievement levels (Basic, Proficient, and Advanced) as well as average scale scores, while the long-term trend NAEP reports only scale scores. The National Center for Education Statistics (NCES) has stated that, although results from these two NAEP assessments cannot be compared directly, comparisons of the patterns they show over time, especially for student demographic groups, may be informative.[91]

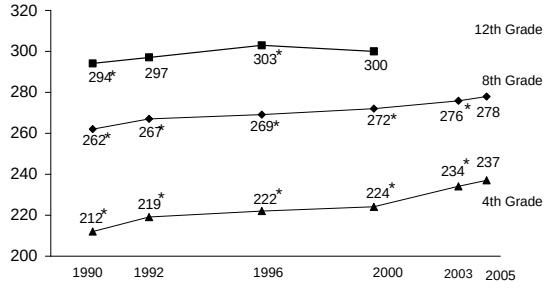
The most recent NAEP results are from 2004 on the long-term trend NAEP and 2005 on the main NAEP. The discussion below examines both recent trends (since 1999 on the long-term trend NAEP and since 2000 on the main NAEP), in order to show trends in NAEP results during the early years of NCLB implementation as well as longer-term trends on both NAEP assessments.[92]

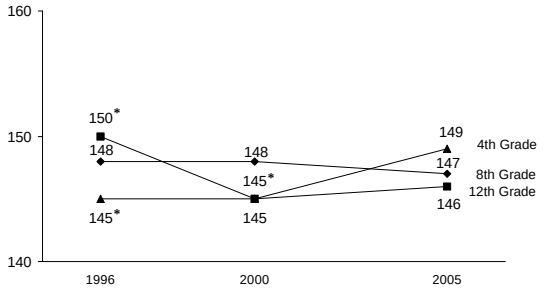
1. Main NAEP

Recent NAEP trends showed gains for 4th-grade public school students in reading, mathematics, and science, overall and for minority students and students in high-poverty schools, but trends for middle and high school students were mixed (see Exhibits 21 through 24). At the 4th-grade level, average scale scores for all students were significantly higher in 2005 than in 2000 in reading, mathematics, and science, although the reading trend since 2002 showed no significant change (see Exhibit 21). At the 8th-grade level, mathematics scores also showed an increase, from 272 to 278, but the average science score was unchanged and the average reading score declined slightly from 2002 to 2005 (NAEP did not administer an 8th-grade reading assessment in 2000). At the 12th-grade level, reading and science achievement in 2005 was unchanged from the preceding assessments (2002 for reading and 2000 for science). Recent trend data for 12th-grade mathematics are not available, because the NAEP mathematics assessment for 2005 is based on a new framework and the data are not comparable with previous years. Over the complete period during which the main NAEP assessment was administered, scores increased significantly in mathematics and reading for 4th- and 8th-grade students and in science for 4th-grade students, but decreased significantly for 12th-graders in all three subjects; the increases for 4th- and 8th-grade reading, although statistically significant, were small (2 percentage points).

Exhibit 21
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005: Average Scale Scores by School Grade Level







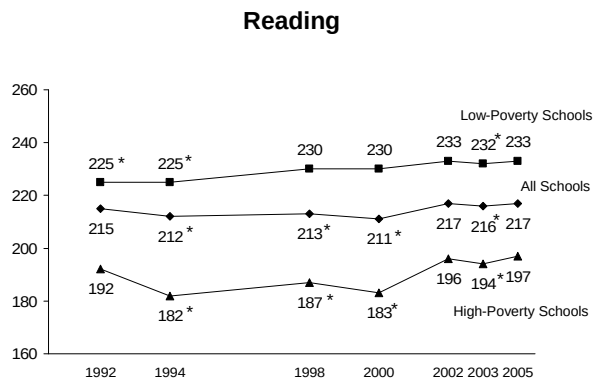
* Indicates that the score is significantly different from the most recent score (2005 for reading, science and, for 4th and 8th grade mathematics, and 2002 for 12th grade mathematics) ($p<.05$).

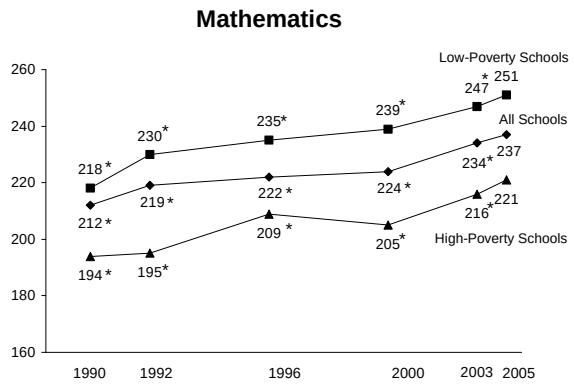
Note: The NAEP science assessment is scaled differently from the reading and mathematics assessments. For the first Main NAEP science assessment (in 1996), the mean scale score for each tested grade was set at 150, resulting in some overlap between the scale score trend lines in subsequent years. For 4th grade, the average scale score in science rose from 145 in 1996 and 2000 to 149 in 2005. For 12th grade, the average scale score declined from 150 in 1996 to 145 in 2000 and 2005.

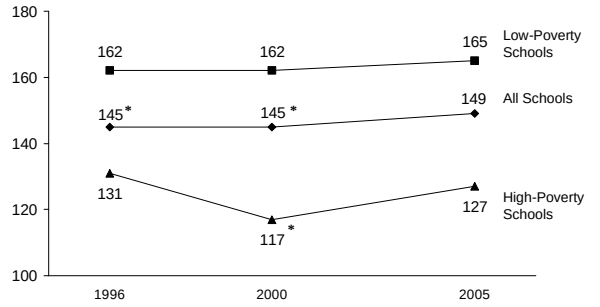
Source: National Center for Education Statistics, Main NAEP.

Looking at 4th-grade students in high-poverty schools, defined as those with 76 percent or more of their students eligible for free or reduced-price lunches, average scale scores rose from 2000 to 2005 by 14 points in reading, 16 points in mathematics, and 10 points in science; in reading and mathematics, most of the gain occurred between 2000 and 2002 or 2003 (see Exhibit 22). At the 8th-grade level, recent trends for high-poverty schools show increased scale scores in math but not in reading or science (see Exhibit B-16).

Exhibit 22
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 4th Grade by School Poverty Level for Public School Students







* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

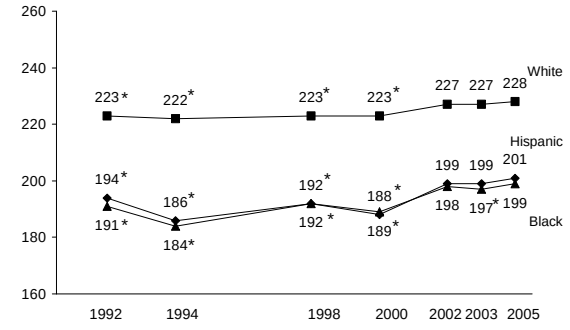
Note: High-poverty schools were defined as those with 76 to 100 percent of their students eligible for free or reduced-price lunches; in low-poverty schools, 0 to 25 percent were eligible for subsidized lunches.

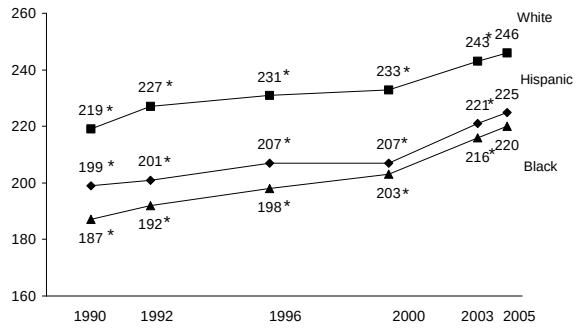
Source: National Center for Education Statistics, Main NAEP.

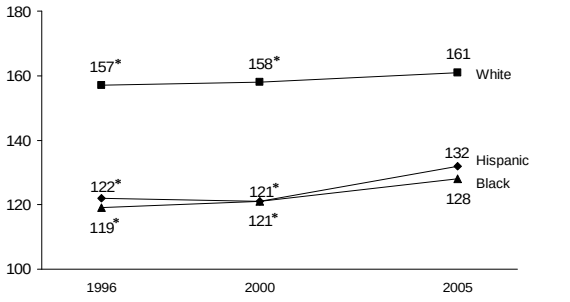
Over the complete period during which the main NAEP assessment was administered, high-poverty schools showed a 27-point gain from 1990 to 2005 in 4th-grade mathematics, but for 4th graders in reading and science, and 8th graders in all three subjects, scores for high-poverty schools fluctuated but were about the same in 2005 as in the earliest tested year.

Recent NAEP trends by race/ethnicity showed gains in 4th-grade reading, mathematics, and science that were larger for black and Hispanic students than for white students (see Exhibit 23). From 2000 to 2005, black students gained 10 points in 4th-grade reading and Hispanic students gained 13 points, both greater than the 5-point gain for white students over the same period (again, most of the gains in reading and mathematics occurred from 2000 to 2002 or 2003). In 4th-grade math, black students gained 17 points from 2000 to 2005 and Hispanic students gained 18 points, again greater than the 13-point gain for white students. In 4th-grade science, black students gained 7 points and Hispanic students gained 11 points, compared with a 3-point gain for white students. At the 8th-grade level, black and Hispanic students showed recent gains in math but not in reading or science (see Exhibit B-17).

Exhibit 23
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 4th Grade by Race/Ethnicity for Public School Students







* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

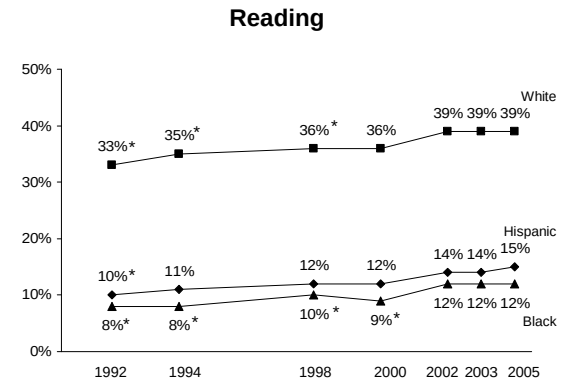
Source: National Center for Education Statistics, Main NAEP.

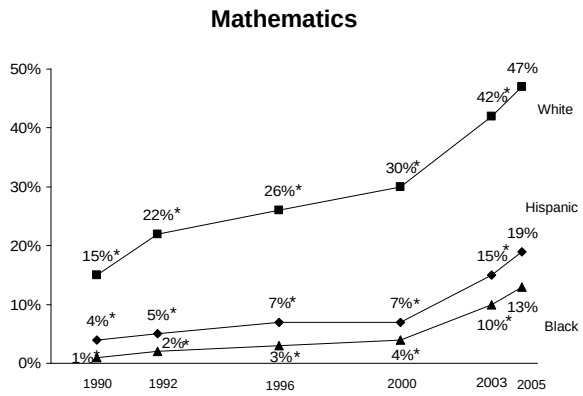
Over the longer term, 4th-grade mathematics scores showed even larger gains from 1990 to 2005 for all three racial/ethnic groups: black students gained 33 points, Hispanic students gained 26 points, and white students gained 27 points. In 4th-grade reading, the 13-year trend from 1992 to 2005 showed somewhat smaller gains for black and Hispanic students (8 points and 7 points, respectively). In 4th-grade science, the 9-year trend from 1996 to 2005 was similar to the more recent trend from 2000 to 2005. At the 8th-grade level, black and Hispanic students showed significant gains in reading and mathematics (similar to the gains for white students); black students also showed a small increase in science scores.

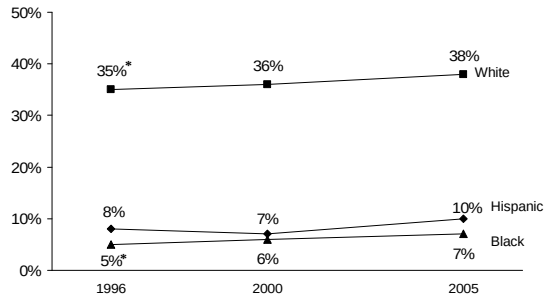
The gains for all three racial/ethnic groups shown in Exhibit 23 tended to be larger than the average gain for all 4th-grade students shown in Exhibit 21. This is due in part to changes in the racial/ethnic composition of the student population during this time period; white students, who had higher average achievement, accounted for a declining percentage of assessed students over the period examined here. In reading, for example, the percentage of assessed 4th-grade students who were white declined from 73 percent in 1992 to 59 percent in 2005, while the percentage who were Hispanic rose from 7 percent to 18 percent.[93]

Looking at the trends on 4th-grade NAEP assessments in terms of the percentage of students achieving at or above the proficient level, patterns were consistently positive for mathematics but mixed for other subjects. On the mathematics assessment, all three groups showed significant gains from 2000 to 2005, with black students rising from 4 percent proficient to 13 percent proficient, Hispanic students rising from 7 percent to 19 percent, and white students rising from 30 percent to 47 percent. However, there was no significant change for Hispanic students in reading or science, and black students showed a modest increase in reading but no change in science (see Exhibit 24). At the 8th-grade level, black and Hispanic students saw gains in mathematics but not in reading or science (see Exhibit B-18).

Exhibit 24
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Percent Proficient in 4th Grade by Race/Ethnicity for Public School Students







* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

Source: National Center for Education Statistics, Main NAEP.

Over the longer period since the main NAEP was first administered, black students showed significant gains in all three subjects and Hispanic students showed gains in reading and mathematics, at both the 4th grade and 8th grade levels.

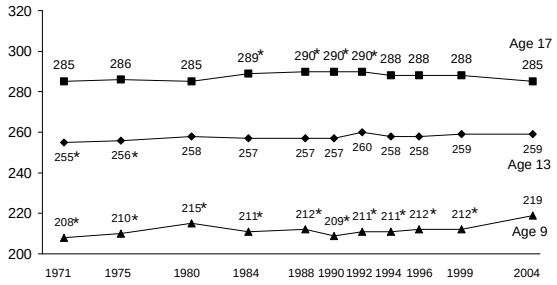
Trends in the achievement gaps between minority and white students did not show consistent patterns. For example, the black-white achievement gap in scale scores on the 4th-grade mathematics assessment declined from 32 points in 1990 to 26 points in 2005; however, the black-white achievement gap in the percent of students scoring at the proficient level on the same assessment increased from 14 percentage points in 1990 to 34 percentage points in 2005. In general, mathematics and science achievement gaps tended to show inconsistent trends when comparing the scale score and percent proficient measures for both black-white and Hispanic-white achievement gaps in 4th and 8th grade. Changes in reading achievement gaps were in most cases not statistically significant.

2. Long-Term Trend NAEP

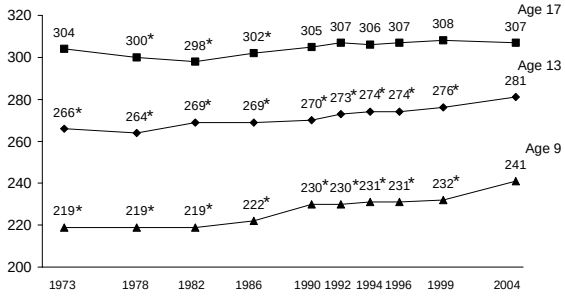
The long-term achievement trends measured by the long-term trend NAEP showed significant gains for 9-year-olds and 13-year-olds in both reading and mathematics, but 17-year-olds did not make significant gains in either subject (see Exhibit 25). As was found in the main NAEP, achievement gains were much larger in mathematics than in reading. In mathematics, for example, the average score for 9-year-olds rose from 219 in 1973 to 241 in 2004, a 22-point gain, compared with a 15-point gain for 13-year-olds and no significant change for 17-year olds. In reading, the average score for 9-year-olds rose from 208 in 1971 to 219 in 2004, an 11-point gain, compared with a 4-point gain for 13-year-olds and no change for 17-year-olds. (Science trends are not presented here because the long-term trend NAEP for science was last administered in 1999, and recent trend data are not available.)

Exhibit 25
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores by Student Age Group for Public School Students

Reading



Mathematics



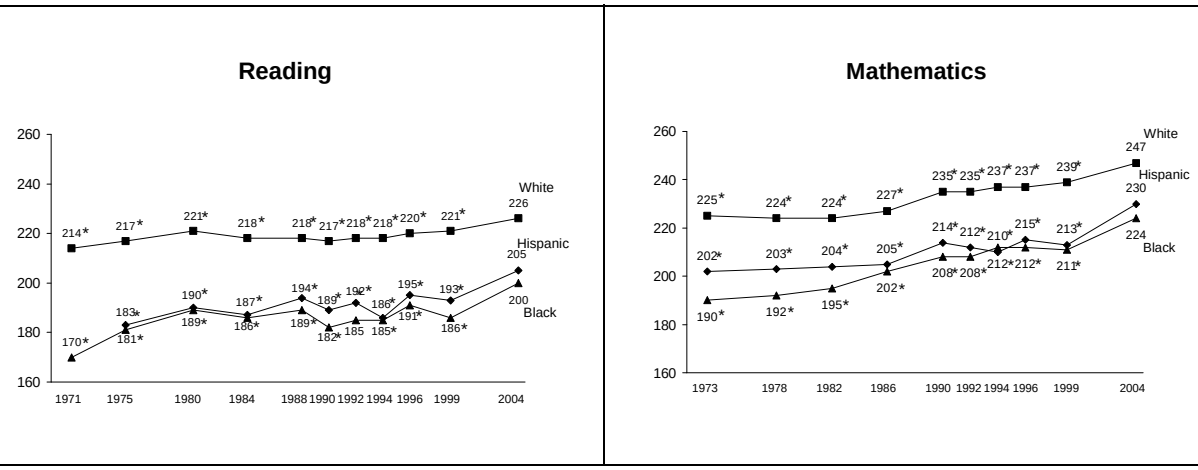
* Indicates that the score is significantly different from the one in 2004 ($p<.05$).

Source: National Center for Education Statistics, Trend NAEP.[94]

Recent gains from 1999 to 2004 were significant for 9-year-olds in both mathematics and reading and for 13-year-olds in mathematics. In mathematics, 9-year-olds saw a 9-point increase over this five-year period, from 232 to 241, while 13-year-olds gained 5 points and scores for 17-year-olds were essentially unchanged. In reading, only 9-year-olds had a significant change in scores (a 7-point gain).

Black and Hispanic 9-year-old students showed substantial gains on the long-term trend NAEP, both in the most recent period as well as over the full three decades covered by the assessment (see Exhibit 26). From 1999 to 2004, black 9-year-olds gained 14 points in reading and 13 points in mathematics; long-term gains were 30 points in reading (since 1971) and 34 points in mathematics (since 1973). Similarly, Hispanic 9-year-olds gained 12 points in reading and 17 points in mathematics from 1999 to 2004, with long-term gains of 22 points in reading and 28 points in mathematics. In reading, black and Hispanic students made strong gains in the 1970s, but the trends leveled out during the 1980s and 1990s until the most recent jump in scores from 1999 to 2004. In mathematics, black and Hispanic scores rose through the late 1970s and 1980s, were fairly flat during the 1990s, and then increased dramatically from 1999 to 2004. Results for 13-year-olds and 17-year-olds also show sizeable gains since the early 1970s for black and Hispanic students in both subjects, but from 1999 to 2004, significant gains were present only for 13-year-olds in mathematics (see Exhibit B-19).

Exhibit 26
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores for 9-Year-Olds by Race/Ethnicity for Public School Students



* Indicates that the score is significantly different from the one in 2004 ($p<.05$).

Source: National Center for Education Statistics, Trend NAEP.[95]

Gains for black and Hispanic students substantially outpaced gains made by white students, resulting in significant declines in black-white and Hispanic-white achievement gaps since the 1970s. However, the change in achievement gaps from 1999 to 2004 in most cases was not statistically significant. For example, the 13-point mathematics gain for black 9-year-olds from 1999 to 2004 was greater than the 8-point gain for white students, but the 5-point reduction in the gap between their scores was not statistically significant. However, the 12-point reduction in the black-white gap over the long term (declining from a 35-point gap in 1973 to a 23-point gap in 2004) was statistically significant.

C. Graduation Rates

Under NCLB, in addition to reading, math, and eventually science achievement, high schools are held accountable for graduation rates. In AYP determinations for 2003-04, one-third of high schools did not meet their state's graduation rate target.

States use different methods for calculating and reporting graduation rates, so they are not consistent across the country and cannot provide a national picture of progress on this indicator. To provide more consistent data, the Task Force on Graduation, Completion, and Dropout Indicators recommended the use of a graduation rate measure called the Exclusion-Adjusted Cohort Graduation Indicator (EACGI), which is also referred to as a true cohort graduation rate.[96] To calculate this indicator, longitudinal individual student-level data systems are needed, and most states do not yet have such data systems in place.

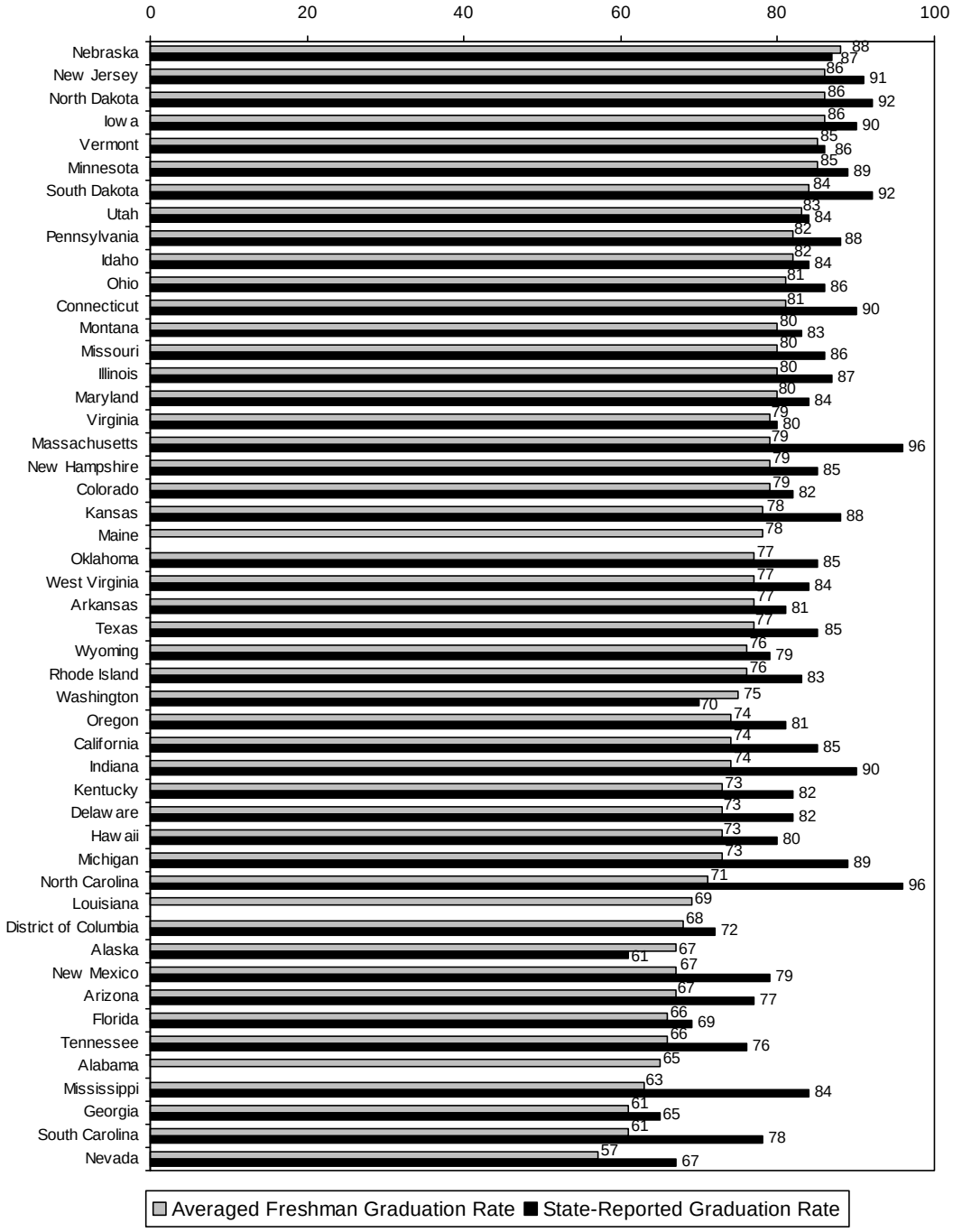
The Averaged Freshman Graduation Rate (AFGR) is an alternative measure that can be calculated in the absence of a longitudinal individual student record system. The National Center on Education Statistics (NCES) has recently reported data on this measure for all states, using state-reported enrollment and diploma data from the NCES Common Core of Data (CCD). This interim graduation rate uses the state's report of diploma recipients as the numerator for regular graduates; the denominator is the average of the number of 8th graders five years earlier, 9th graders four years earlier, and 10th graders three years earlier. This measure provides a common standard against which state-reported graduation rates may be compared.* We present here both the state-reported rates and the averaged freshman graduation rates for each state because the state-reported rates are what each state uses for making AYP determinations, while the averaged freshman graduation rate provides data for all states using a consistent measure.

Based on the state-reported data, state average graduation rates in 2004 ranged from a high of 96 percent in Massachusetts and North Carolina to a low of 61 percent in Alaska. The range of state graduation rates based on the averaged freshman graduation rate was somewhat lower—ranging from a high of 88 percent in Nebraska to a low of 57 percent in Nevada—and the two measures often produced different numbers for individual states (see Exhibit 27). The median state graduation rate was 84 percent based on state reports and 77 percent based on the averaged freshman graduation rate.[97]

Nationwide, the recent trend in the averaged freshman graduation rate, from 1996 to 2004, has been fairly level, and the graduation rate in 2004 (mean of 75 percent) was slightly higher than in 1996 (73 percent). However, these longitudinal data may not be comparable because of changes in reporting over time.

* For more information about various graduation indicators, see Marilyn Seastrom, Chris Chapman, Robert Stillwell, Daniel McGrath, Pia Peltola, Rachel Dinkes, and Zeyu Xu (2006), *User's Guide to Computing High School Graduation Rates, Volume I: Review of Current and Proposed Graduation Indicators* (NCES 2006-604) and *Volume 2: Technical Evaluation of Proxy Graduation Indicators* (NCES 2006-605). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

Exhibit 27
Comparison of Averaged Freshman Graduation Rates and State-Reported Graduation Rates, 2004



Sources: U.S. Department of Education, National Center for Education Statistics, averaged freshman graduation rates calculated from data in the Common Core of Data. U.S. Department of Education, Policy and Program Studies Service, analysis of state-reported graduation rates from Consolidated State Performance Reports and State Educational Agency Web sites (n=49 states).[98]

Conclusions

NCLB established the ambitious goal of having all children achieve, by 2013-14, proficiency in reading and math according to state standards. Recent data from both state assessments and the National Assessment of Educational Progress show rising achievement trends for elementary schools but mixed results for higher grade levels. NAEP results showed larger gains for mathematics than for reading or science. Although the NAEP and state assessment data were not designed to address questions about the causal impact of NCLB, they can still be informative for examining changes over time in student achievement. Student achievement as measured by the percent of students performing at the proficient level on state assessments rose from 2002-03 to 2004-05 for most student subgroups—such as low-income students, blacks, Hispanics, migrants, and those with limited English proficiency or with disabilities, in both 4th and 8th grade—in a majority of the states where consistent assessment practices make it possible to track trends from 2003 to 2005. Similarly, recent trends on the main NAEP assessment showed gains in 4th-grade reading, mathematics, and science for black and Hispanic students and for students in high-poverty schools; however, recent trends were mixed for 8th-grade and 12th grade students. The long-term trend NAEP showed significant gains for 9-year-olds and 13-year-olds in both reading and mathematics, although both recent and long-term trends on the long-term trend NAEP were flat for 17-year-olds. It remains to be seen whether the current trajectories will remain steady or accelerate in the years to come; the latter will be required if all states are to reach the 100 percent proficient target within the next decade.

Key Findings on Implementation of State Assessment Systems

To what extent have states implemented the annual assessments in reading, mathematics, and science required under NCLB?

During the 2005-06 school year, all states administered assessments intended to meet NCLB requirements for reading and mathematics, and as of September 2007, 24 state assessment systems had been approved by the Department, through a peer review process, as meeting all NCLB testing requirements. The remaining 28 states fell into one of two categories: approval expected (8) or approval pending (20).

Although science assessments are not required until 2007-08 under NCLB, three states had their general and alternate assessments in science approved ahead of schedule along with their reading and mathematics assessments.

How are states developing their English language proficiency assessments?

Many state approaches to assessing English language proficiency (ELP) were still evolving as of 2004-05. All states had some kind of ELP assessment in place, but 44 states reported that they anticipated making revisions to their ELP assessments.

To what extent do state assessment systems include students with special needs?

As of 2004-05, most states were meeting the requirement to annually assess at least 95 percent of their students, including students from major racial/ethnic groups, students with disabilities, limited English proficient students, students from low-income families, and migrant students. However, 15 states did not meet the test participation requirement for one or more student groups.

Many students with disabilities participated in their state's assessments with accommodations. In 2004-05, principal reports indicated that one-fourth (26 percent) of all students with disabilities participated in the regular state reading assessment with no accommodations, 61 percent took the test with accommodations, and 11 percent took an alternate reading assessment.

How fully are states meeting NCLB requirements for reporting state assessment data?

The number of states that reported student achievement data disaggregated for individual student subgroups has more than doubled since NCLB was enacted. In 2004-05, 50 states released state report cards that presented state assessment results disaggregated by race/ethnicity and gender and for limited English proficient students, students with disabilities, and students from low-income families. In contrast, in 2002-03, only 20 states disaggregated data by race/ethnicity on report cards. Most states were also providing assessment data to districts and schools, including individual student-level data as well as longitudinal data.

IV. Implementation of State Assessment Systems

A central feature of the No Child Left Behind Act is its emphasis on high expectations for all students, schools, and districts. To support these expectations, Title I requires states to develop or adopt challenging state content standards and academic achievement standards as well as assessments that are aligned with these standards. By 2005-06, all states were expected to assess all students in grades 3-8 and once in grades 10-12 in reading and mathematics. By 2007-08, states also must administer annual science assessments at least once in grades 3-5, 6-9, and 10-12.

NCLB establishes a high standard for inclusion of all students in the state assessment system, requiring that each state, district, and school ensure that all students participate in state assessments. To make adequate yearly progress (AYP), schools must test at least 95 percent of their students within specific subgroups, including students from low-income families, students from major racial and ethnic groups, students with disabilities, and students with limited English proficiency. States must report assessment results at the student, school, district, and state levels. When reporting assessment data, states, districts, and schools must disaggregate by each of the above subgroups as well as by gender and migrant status.

NCLB also requires states to provide for the assessment of English language proficiency of all limited English proficient students, beginning in 2002-03. The assessments, aligned to state English language proficiency standards, must include the four domains of reading, writing, speaking, and listening.

Key Evaluation Questions for State Assessments

1. To what extent have states implemented the annual assessments in reading, mathematics, and science that will be required under NCLB?
2. How are states developing their English language proficiency assessments?
3. To what extent do state assessment systems include students with special needs?
4. How fully are states meeting NCLB requirements for reporting state assessment data?

A. Development of Assessments Required Under No Child Left Behind

All states had adopted academic content standards in reading and mathematics as of March 2005; 51 states had adopted science standards by then (Iowa had not).[99] Many states have been active in developing new content standards or revising their existing content standards since the passage of NCLB; for example, between 2001-02 and 2004-05, close to two-thirds of the states adopted or revised content standards in reading (33 states) and mathematics (34 states).[100]

During the 2005-06 school year, all states administered assessments intended to meet NCLB requirements for reading and mathematics. As of September 1, 2007, 24 state assessment systems had been approved by the Department, through a peer review process, as meeting all NCLB testing requirements for reading and mathematics.[101] The remaining 28 states fell into one of two categories: approval expected (8), or approval pending (20) (see Exhibit 28). The eight states currently designated as "approval expected" submitted evidence indicating that their assessments were fully compliant with the statutory and regulatory requirements, but certain elements were not yet complete

because of the nature of assessment development. For the 20 states designated as "approval pending," the evidence submitted indicated that one or more fundamental components were missing or did not meet the statutory and regulatory requirements; 16 of these states will submit evidence to the Department for peer review in late summer or early fall of 2007 to demonstrate whether the assessments administered in 2006-07 comply with all ESEA requirements.[102] Reviews of state assessment systems continue, not only because not all states are fully approved but also because science assessments are due to be administered for the first time in 2007-08 and, due to the nature of assessment development, states are continually revising content standards and developing new assessments to align to those content standards, which must then be submitted for peer review by the Department. Consequently, the status of assessment systems reported in Exhibit 28 may change.

Exhibit 28
NCLB State Assessment Approval Status, as of September 1, 2007

	Number of States	States
Full Approval	13	Alaska, Delaware, Iowa, Kansas, Maryland, Massachusetts, Michigan, North Dakota, Ohio, Oklahoma, Tennessee, Texas*, West Virginia
Full Approval with Recommendations	11	Arizona, Arkansas, Colorado, Connecticut, Florida, Idaho, Indiana, North Carolina, Pennsylvania, South Carolina, Utah
Approval Expected	8	Alabama, Maine, Missouri, Montana, New Mexico, New York, Rhode Island, Virginia
Approval Pending	20	California**, District of Columbia**, Georgia**, Hawaii**, Illinois**, Kentucky**, Louisiana, Minnesota**, Mississippi**, Nebraska**, Nevada**, New Hampshire**, New Jersey, Oregon**, Puerto Rico, South Dakota**, Vermont**,Washington**, Wisconsin, Wyoming**

Exhibit reads: Twenty-four states have received Department approval indicating that their reading and mathematics assessments met all statutory and regulatory requirements under NCLB.

Note: "Full approval with recommendations" indicates that a state's standards and assessments system met all statutory and regulatory requirements, but some additional work is being undertaken by the state to continue to improve the system.

* Texas has met all requirements except for the alternate assessment, based on alternate academic achievement standards, which is being revised for its administration in the 2007-08 school year according to the terms of an agreement between Texas and the Department.

** 16 of the states in the Approval Pending category will be re-submitting additional evidence to the Department for peer review in late summer/early fall 2007. Following this review, a final status will be determined for the assessments administered in 2006-07.

Source: Office of Elementary and Secondary Education (n=52 states).

Challenges states commonly faced in implementing assessment systems that are fully compliant with the statutory and regulatory requirements include the development of alternate assessments for students with disabilities, aligning assessments to state academic content standards, and documenting the technical quality of their assessment systems.

Although science assessments are not required until 2007-08 under NCLB, three states had their general and alternate assessments in science approved ahead of schedule, together with their reading and mathematics assessments. One additional state also received approval for its general science assessments.

Because NCLB expanded the Title I state assessment requirements to additional grades, many states needed to implement additional assessments in a number of grades. For about one-third of all of the required reading and mathematics assessments in grades 3 though 8, states opted to use existing assessments that were already in place by 2004-05 (see Exhibit 29). For the remaining required assessments in these grades, states were adopting new assessments, typically by developing a new assessment (45 to 46 percent of the necessary reading and mathematics assessments), although in some cases states were augmenting an existing "off-the-shelf" assessment published by a test developer (12 percent of the needed assessments). Individual states could use different approaches for different grade levels, subjects, or both.[105]

Exhibit 29
State Approaches to Developing Assessments Required by 2005-06

	Percentage of Grade 3-8 Assessments Across All States	
	Reading (N=312)	Math (N=312)
Adopted new assessment:	61%	62%
• Augmented existing off-the-shelf test	12%	12%
• Developed new assessment	45%	46%
• Other approach	4%	4%
Kept existing assessment	31%	30%
Modified existing assessment	5%	5%
Data not available [103]	3%	3%

Exhibit reads: To meet the NCLB requirements for state assessments in grades 3 though 8 in reading, states adopted new assessments for 61 percen of the required assessments for 2004-05.[104]

Source: Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.

1. Alternate Assessments for Students with Disabilities

All states had either implemented or were working to implement alternate assessments based on alternate achievement standards for students with the most significant cognitive disabilities. The 11 state assessment systems approved by the Department as of November 2006 include such alternate assessments. For about half of all states, reasons their assessment systems have not yet been approved included major issues related to their implementation of alternate assessments based on alternate achievement standards.[106]

2. English Language Proficiency Assessments

Many state approaches to assessing English language proficiency (ELP) were still evolving as of 2004-05. All 52 states had some kind of ELP assessment in place in 2004-05, but these assessments did not necessarily meet NCLB requirements, and 44 states indicated that they anticipated making revisions to their ELP assessments. Twenty states reported in 2004-05 that they had an ELP assessment in place that met NCLB requirements, 27 states planned to have an ELP assessment that meets NCLB requirements in place for 2005-06, and five states had not decided which ELP assessment they will use to meet NCLB requirements.[107]

Under Title III requirements, states must develop ELP standards (which must be aligned with state academic content standards); states are required to provide for the assessment of their limited English proficient (LEP) students on ELP assessments aligned with their ELP standards. Half of the states (25) indicated that they had linked their ELP assessment to ELP standards and 22 states either had not made that linkage or had linked their ELP standards with the ELP assessment for 2005-06.[108]

States were asked if they used any of four approaches in developing the ELP assessments administered in 2004-05, and several reported taking more than one approach. Six states modified an out-of-state source, such as an existing test published by a test developer. Twenty-nine states adopted their entire ELP assessment from an out-of-state source by, for example, purchasing a test from a testing company. Twelve states developed their ELP assessments as part of a multi-state consortium. Eight states developed their own ELP assessments in-house or had them developed specifically for their state.[109]

B. Inclusion and Accommodations

As of 2004-05, most states were meeting the requirement to annually assess at least 95 percent of their students, including students from all major racial/ethnic groups, students with disabilities, limited English proficient students, and students from low-income families. However, 15 states did not meet the minimum test participation requirement for one or more student subgroups (see Exhibit 30). For example, seven states assessed fewer than 95 percent of one or more minority student groups (black, Hispanic, or Native American), and 12 states did not meet the test participation requirement for LEP students. The number of states falling short of the 95 percent participation requirement in 2004-05 was about the same as in 2003-04 (15 vs. 14), but only five states missed the requirement (on a state-wide basis) in both years. (Note that, in their calculation of participation rates, some states included students who did not actually sit for the state assessment by assigning such students the lowest obtainable score on the assessment. Thus, participation rates of 100 percent may be reported when in fact fewer students actually sat for the state's assessment.)

For about half of the state subgroups that fell short of the 95 percent participation requirement (for the six subgroups included in this analysis), the state missed the mark by less than 2 percentage points. Ten states—the District of Columbia, Kentucky, Missouri, New Hampshire, New Jersey, New York, Pennsylvania, Tennessee, Vermont, and Wyoming—missed by a wider margin for at least one of the six subgroups.

Two states that failed to meet the participation requirement for most subgroups in 2003-04 had improved considerably on this indicator in 2004-05 (Georgia and Texas); the lowest participation for any subgroup in these two states in 2004-05 was 98 percent.

1. Inclusion of Students with Disabilities in the State Assessment System

Most states assessed at least 95 percent of their students with disabilities on the state assessment system in 2004-05 (see Exhibit 30). Forty-five states reported assessing at least 95 percent of their students with disabilities in reading and 46 states assessed at least 95 percent in mathematics. The number of states that assessed fewer than 95 percent of their students with disabilities (five states in reading, four states in mathematics) was similar to or lower than the number of states that did not meet the test participation requirement for other subgroups.[110] Overall, states reported that 94 percent of students with disabilities participated in their state reading assessment in 2003-04, and 92 percent participated in the state mathematics assessment. Most (84 percent) participated in the regular reading assessment, 3 percent took an out-of-level assessment, and 7 percent took an alternate assessment. Patterns for math were similar.[111]

Exhibit 30
Participation of Selected Student Subgroups in State Assessment Systems, 2004-05

	Black		Hispanic		Native American		Students with Disabilities		LEP Students		Low-Income Students	
	Reading	Math	Reading	Math	Reading	Math	Reading	Math	Reading	Math	Reading	Math
Number of states assessing at least 95% of students	46	48	46	47	46	46	45	46	38	45	48	49
Percent of students assessed, in states assessing less than 95%:												
Arkansas	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR
Colorado	*	*	*	*	*	*	*	*	94.1%	94.1%	*	*
District of Columbia	91.8%	90.8%	94.8%	*	NR	NR	85.9%	84.4%	*	*	94.6%	93.6%
Hawaii	*	*	*	*	*	*	94.6%	94.3%	*	*	*	*
Idaho	94.5%	*	*	*	*	*	93.4%	93.4%	94.2%	*	*	*
Kentucky	*	*	92.0%	94.0%	NR	NR	*	*	84.0%	85.0%	*	*
Michigan	*	*	*	*	*	*	94.9%	*	*	*	94.8%	*
Missouri	*	*	*	*	*	*	*	*	91.2%	*	*	*
New Hampshire	*	*	91.5%	93.1%	*	*	*	*	82.3%	*	*	*
New Jersey	*	*	*	*	*	*	*	*	91.1%	*	*	*
New Mexico	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR
New York	*	*	*	*	*	*	*	*	91.0%	94.0%	*	*
North Dakota	93.4%	*	*	*	*	*	*	*	94.4%	*	*	*
Pennsylvania	*	*	*	*	*	*	*	*	92.9%	*	*	*
Puerto Rico	NR	NR	*	*	NR	NR	*	*	*	*	*	*
Tennessee	*	*	78.1%	77.9%	*	*	*	*	62.7%	55.5%	*	*
Vermont	*	*	*	*	91.8%	92.2%	94.8%	94.6%	92.2%	92.8%	*	*
Wyoming	*	*	*	*	*	*	*	*	92.2%	*	*	*

Exhibit reads: Forty-six states reported assessing at least 95 percent of their black students in reading in 2004-05, while three states assessed fewer than 95 percent (the District of Columbia, Idaho, and North Dakota) and three states did not report these data (Arkansas, New Mexico, and Puerto Rico).

* State assessed at least 95 percent of this subgroup in this subject.
NR indicates that state did not report these data.

Source: Consolidated State Performance Reports (n=52 states).

Many students with disabilities participated in their state's assessments with accommodations. In 2004-05, principal reports indicated that one-fourth (26 percent) of all students with disabilities participated in the regular state reading assessment with no accommodations, 61 percent took the test with accommodations, 11 percent took an alternate reading assessment, and 2 percent were not assessed.[112] One study of 14- to 17-year-old students with disabilities found that the most common accommodations on mandated state assessments in 2002 were additional time (57 percent of those assessed with accommodations), taking the test in an alternate setting (45 percent), or having a reader who delivered instructions or test items (33 percent).[113]

2. Inclusion of Limited English Proficient Students in the State Assessment System

Although most states met the 95 percent assessment criterion for limited English proficient (LEP) students in 2004-05, they were more likely to miss the participation requirement for LEP students in reading than for other student subgroups. In reading, 38 states assessed at least 95 percent of their LEP students, while 45 did so for mathematics (see Exhibit 30). States that failed to assess 95 percent of their LEP students tended to have lower participation rates for those students than for other groups that missed the test participation requirement. States that fell short of the 95 percent participation requirement for LEP students assessed 87 percent of these students, on average.

In their assessment of LEP students, most states provided some sort of accommodation, such as modifying the presentation (47 states), timing or scheduling (46), or setting (46). The most frequent presentation accommodations included the use of dictionaries, reading aloud the questions in English, and reading aloud or explaining the directions. Most states gave timing or scheduling accommodations in the form of extra assessment time. Forty-four states made the setting accommodations of small-group or individual or separate room administration available to LEP students. Nearly half of the states (23) made response accommodations—such as allowing responses in the student's native language and writing answers directly in the test booklet—available to their LEP students.[114]

C. Reporting Assessment Data for Use in School Improvement Efforts

Peer reviews of states' assessment systems concluded that nearly half of the states had demonstrated that their reporting systems met NCLB requirements. As part of the Department's peer review process for approving state assessment systems, states were required to document that their assessment systems involved timely reporting of participation and assessment results for all students for each of the required subjects and subgroups at the school, district, and state levels, as well as individual student reports that expressed results in terms of the state's achievement standards. As of November 2006, 11 state systems, including their reporting components, had received full approval. For another 13 states, none of the outstanding issues related to their assessment systems involved reporting.[115]

The number of states that reported student achievement data disaggregated for individual student subgroups has more than doubled since NCLB was enacted. Fifty states presented data disaggregated by race/ethnicity and gender and for limited English proficient students, students with disabilities, and low-income students on state report cards released in 2004-05 (presenting assessment data for 2003-04).[116] In contrast, in 2002-03 only 20 states disaggregated data by race/ethnicity on report cards.[117] Fewer states (37) included migrant students on their report cards; however, those states that did not report migrant students may have had too few to report.

Most states were also providing data to districts and schools. Forty-three states reported providing individual student data to school districts as of 2003-04, out of a total of 45 states responding to this interview question (see Exhibit 31). Most states were also providing school and subgroup results over time. However, fewer states provided individual student data showing change over time (18 states).[118]

Exhibit 31
Reporting of State Assessment Results to Districts or Schools in Various Formats and by Various Groups, 2003-04

		Number of States (Out of 45 Responding)
School or district results showing…	Percentage scoring at or above proficient	45
	Percentage scoring at each achievement level	43
	Scale score or other similar score	41
Results for…	School as a whole	45
	Subgroups	45
	Each grade level	42
	Each classroom	29
	Individual students	43
Trends in…	School results	37
	Subgroups within the school	34
	Individual student results	18

Exhibit reads: Forty-five states reported assessment data results from their 2003-04 assessments for the percentage of students scoring at or above the proficient level.[119]

Source: Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind (n=45 states).

Conclusions

NCLB requires states to assess annually all students in reading and mathematics in grades 3-8, and at least once in grades 10-12, beginning with the 2005-06 school year. By 2007-08, annual science assessments must also be in place. Most states have already administered or field-tested all the assessments needed to meet the law's requirements, although many of these assessments are still subject to review by the U. S. Department of Education. NCLB also requires states to provide for the assessment of English language proficiency of all limited English proficient students, beginning in 2002-03; all states had some kind of ELP assessment in place in 2004-05, but these assessments did not necessarily meet NCLB requirements, and most states indicated that they expected to revise their ELP assessments.

Most states were also meeting the law's requirement to assess at least 95 percent of their students and a similar percent of key subgroups. Fifteen states did not meet this inclusion standard in 2004-05 for one or more student subgroups, sometimes falling short by a substantial margin.

NCLB has increased reporting on student achievement to the public as well as to states and districts. As required, state report cards now disaggregate achievement data by race/ethnicity, for limited English proficient students, and by disability status and poverty. Almost all states now also publish report cards that include assessment results by school and district. Furthermore, states are reporting results back to districts and schools, most commonly annual assessment results for the school, subgroups, and individual students. Trend data showing improvement from year to year is less common, particularly trend data for individual students.

Key Findings on Accountability and Support for School Improvement

What types of schools and districts are identified for improvement?

States identified 11,648 schools, or 12 percent of all schools, for improvement for 2005-06; 9,808 were Title I schools. One-third of the identified Title I schools had not made adequate yearly progress (AYP) for four or more years and were identified for corrective actions or restructuring.

Schools in large and urban districts, and with high concentrations of poor and minority students, were much more likely to be identified than other schools. Diverse schools that were held accountable for more student subgroups were more likely to be identified; for example, 45 percent of Title I schools with six or more subgroups were identified, compared with 5 percent of those with only one subgroup.

What are the reasons schools do not make adequate yearly progress (AYP)?

Schools most commonly missed AYP for the achievement of all students in reading, mathematics, or both (43 percent of schools that missed AYP based on 2004-05 testing). Smaller percentages of schools missed AYP for only one student subgroup or test participation rates.

What assistance is provided to districts and schools identified for improvement? What interventions are implemented in these districts and schools?

Identified schools reported significantly greater needs for assistance than non-identified schools, and they also received more days of assistance. Identified schools frequently reported needing assistance to improve the quality of teachers' professional development (80 percent), 91 percent of schools needing this assistance said they received it, and 74 percent of those receiving this assistance said it was sufficient to meet their school's needs. The most common improvement strategies implemented by identified schools included using student achievement data to inform instruction and improvement efforts and providing additional instruction to low-achieving students.

Nearly all Title I schools in corrective action status experienced interventions that NCLB delineates for schools in this status, but few schools in restructuring status reported experiencing any of the specific interventions listed in the law for this stage of improvement status.

Almost all states had implemented a statewide system of support for identified schools by fall 2004, often in the form of school support teams (37 states) or individual school improvement specialists (29 states). Districts reported providing several kinds of assistance to both identified and non-identified schools, with large districts more likely than small districts to provide assistance. Most states reported that providing assistance to all schools identified for improvement was a challenge in 2003-04.

How fully have states and districts implemented other key accountability provisions (such as unitary accountability systems, reporting, accountability under Title III, etc.)?

About half of the states implemented accountability initiatives that went beyond those required by NCLB. Most states implemented NCLB consequences for school identification only for Title I schools, though districts commonly provided assistance to all types of schools. Under Title III, many states were still developing strategies for assisting Title III districts that do not meet their annual measurable achievement objectives.

V. Accountability and Support for School Improvement

The intent of NCLB is to improve achievement for all students by requiring states to establish accountability systems that hold all schools, including Title I schools and non-Title I schools, to the same academic standards. Under Title I, states must assess all students and use the results to determine whether schools and districts make adequate yearly progress. States have developed definitions for the adequate yearly progress (AYP) expected of schools and districts, with annual targets leading to the ultimate goal: namely, that students from all groups—including students from low-income families and each major racial and ethnic group, students with disabilities, and limited English proficient (LEP) students—reach the proficient level on state assessments by 2013-14. Required state and district report cards must present the assessment results and other information related to school performance to parents and the public.

Schools and districts become identified for improvement when they miss AYP for two consecutive years. Title I prescribes specific consequences for identified Title I schools, and states may choose to apply the same consequences to non-Title I schools. Districts must provide identified Title I schools with technical assistance in developing or revising school improvement plans, analyzing assessment data, identifying and implementing proven professional development and instructional strategies, and developing budgets. Identified Title I schools also must reserve 10 percent of their Title I allocations for professional development. States, in turn, must provide assistance to identified Title I schools through statewide systems of support, including school support teams and distinguished educators.

When a Title I school becomes identified for improvement, the district also must provide parents of each student at the school the option to transfer their child to a non-identified school in the district. If the school misses AYP again after being identified, the district must give students from low-income families the option to receive supplemental educational services (e.g., tutoring) from state-approved providers. If such schools miss AYP for another year after identification, districts must take at least one of a series of corrective actions at the school, such as requiring a new curriculum or replacing school staff members. If a school does not make AYP after one year of corrective action, NCLB calls for major restructuring of the school, beginning with a year of planning for restructuring followed by actual restructuring the next year if the school misses AYP for a sixth year. Identified schools and districts exit improvement status when they make AYP for two consecutive years.

Title III, Language Instruction for Limited English Proficient and Immigrant Students, along with Title I, outlines additional accountability requirements related to LEP students. Under Title III, states implement English language proficiency (ELP) standards and assessments aligned with those standards. For Title III subgrantees, states also define annual measurable achievement objectives (AMAOs), which include targets for student progress in gaining and attaining English language proficiency and AYP under Title I, as well as consequences for subgrantees that repeatedly do not meet these targets.

Key Evaluation Questions for Accountability

1. What types of schools and districts are identified for improvement and thus subject to NCLB accountability requirements?

2. What are the reasons schools do not make adequate yearly progress (AYP)?

3. What assistance is provided to districts and schools identified for improvement? What interventions are implemented in these districts and schools?

4. How fully have states and districts implemented other key accountability provisions (such as unitary accountability systems, reporting, accountability under Title III, etc.)?

A. School and District Identification for Improvement

Schools identified for improvement are the subject of many NCLB accountability provisions, which makes understanding their characteristics and the reasons they miss AYP vital to improvement efforts. Findings in this section pertain to all schools and districts unless a specific focus on Title I schools is noted.

1. School Identification for Improvement

States had identified a total of 11,648 schools for improvement, or 12 percent of the nation's schools, in 2005-06 (based on test scores for 2004-05 and earlier years). Title I schools accounted for 84 percent of all identified schools, and the 9,808 identified Title I schools represented 18 percent of all Title I schools. About two-thirds (68 percent) of the identified Title I schools were in their first year or second year of improvement, with another 14 percent in corrective action and 19 percent in restructuring status.[120]

In 2005-06, 9,808 Title I schools were identified for improvement, slightly higher than the number in 2004-05 (9,417), following a 51 percent increase over the 6,219 identified Title I schools for 2003-04 (see Exhibit 32).* The number of Title I schools in corrective action rose from 1,047 in 2004-05 to 1,138 in 2005-06, while the number in restructuring status rose from 1,065 to 1,633. There was considerable change in which schools were identified: 21 percent of the Title I identified schools in 2005-06 had not been identified the previous year, and 23 percent of Title I identified schools in 2004-05 were no longer identified in 2005-06.[121]

* These figures differ from data reported by the Center on Education Policy (CEP), which estimated only 5,765 identified Title I schools in 2004-05, with an increase to 6,748 in 2005-06. The CEP data are based on surveys of a sample of school districts, whereas the data in Exhibit 26 are based on lists of identified schools provided by 52 states.

Exhibit 32
Number and Percentage of Title I Schools That Were Identified for Improvement, 1996-97 to 2005-06

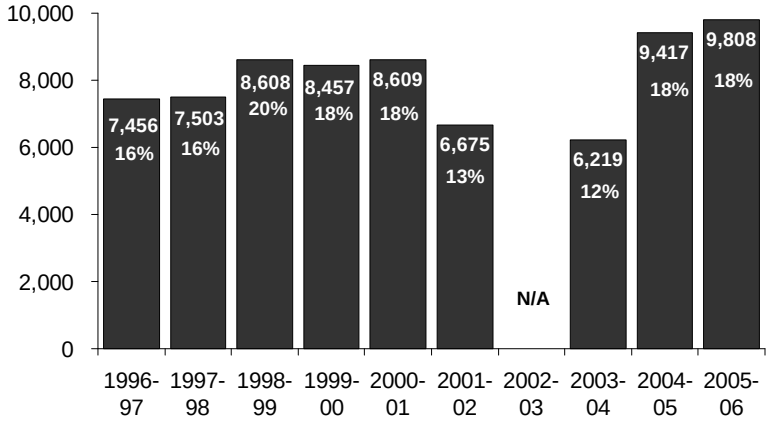


Exhibit reads: In 2005-06, 9,808 Title I schools had been identified for improvement based on test scores for 2004-05 and earlier years; identified schools represented 18 percent of all Title I schools in that year.

Notes: The first year that schools were identified for improvement based in part on NCLB AYP definitions was 2003-04, based on assessments administered in 2002-03. However, schools are identified when they miss AYP for two consecutive years, and 2004-05 was the first year that included schools identified because they missed NCLB AYP targets for two consecutive years. Data for 2002-03 are not available due to a change in reporting requirements that was implemented beginning with the 2002-03 Consolidated State Performance Report.[122]

Sources: Consolidated State Performance Reports (n=52 states).[123]

The numbers and percentages of schools identified for improvement varied considerably across states (see Exhibit 33). States differ in the content and rigor of their assessments and academic achievement standards as well as other features of their accountability systems. As a result, variation across states in the numbers and percentages of identified schools likely reflects differences in state accountability systems as well as differences in student achievement; states with more identified schools are not necessarily lower performing than states with fewer identified schools. Eight states had identified 5 percent or fewer of their Title I schools, while seven states had identified more than one-third their Title I schools in 2005-06. Similarly, the numbers of Title I schools in corrective action or restructuring status varied by state, from none in several states to more than 100 in a few states.[124]

Non-Title I identified schools represented 16 percent of all identified schools nationwide, and they accounted for more than half of all identified schools in seven states. Twenty-four states reported that they identified non-Title I schools for improvement in 2005-06 (reporting a total of 1,839 non-Title I identified schools). Fewer states had assigned non-Title I schools to corrective action status (14) or restructuring status (15). Overall, states had placed about 400 non-Title I schools in corrective action or restructuring. Few states required the NCLB consequences of public school choice and supplemental services for identified non-Title I schools (three states each).[125]

Exhibit 33
Number and Percentage of Schools Identified for Improvement, by State, 2005-06

	All Schools (Title I and non-Title I)		Title I Schools		Title I Schools by Improvement Status				
	Number	Percent of All Schools	Number	Percent of Title I Schools	Year 1	Year 2	Corrective Action	Restructuring	
								Year 1	Year 2
Total	**11,648**	**12%**	**9,808**	**18%**	**3,167**	**2,901**	**1,223**	**781**	**902**
Alabama	470	34%	308	35%	242	24	1	13	28
Alaska	189	38%	118	41%	23	47	34	6	8
Arizona	149	8%	149	14%	56	42	27	20	4
Arkansas	263	25%	252	30%	69	140	38	4	1
California	1,746	19%	1,746	30%	400	538	407	154	247
Colorado	105	6%	105	16%	36	31	22	13	3
Connecticut	157	16%	98	20%	16	72	4	0	6
Delaware	33	18%	10	10%	2	4	2	2	0
District of Columbia	89	39%	89	49%	41	0	48	0	0
Florida	776	17%	776	56%	103	640	33	0	0
Georgia	367	18%	210	18%	49	47	29	19	66
Hawaii	135	48%	112	20%	12	44	2	13	41
Idaho	40	6%	37	8%	19	18	0	0	0
Illinois	798	20%	625	26%	128	115	151	211	20
Indiana	85	5%	85	11%	41	20	10	8	6
Iowa	14	1%	14	2%	8	6	0	0	0
Kansas	15	1%	15	2%	8	5	0	2	0
Kentucky	132	11%	132	16%	53	70	3	6	0
Louisiana	154	12%	154	17%	107	17	24	6	0
Maine	72	13%	24	5%	21	3	0	0	0
Maryland	104	7%	95	25%	18	18	8	7	44
Massachusetts	320	18%	320	30%	259	0	32	29	0
Michigan	394	13%	238	11%	59	58	22	40	59
Minnesota	79	4%	79	9%	55	16	7	1	0
Mississippi	80	9%	80	12%	54	24	0	1	1
Missouri	126	6%	126	12%	119	0	0	7	0
Montana	70	8%	66	10%	23	9	1	0	33
Nebraska	5	0%	5	1%	0	3	0	2	0
Nevada	55	8%	55	42%	13	24	16	2	0
New Hampshire	108	23%	28	11%	25	2	1	0	0
New Jersey	386	18%	386	28%	119	170	35	62	0
New Mexico	389	49%	156	53%	63	24	16	28	25
New York	504	11%	504	17%	131	84	95	43	151
North Carolina	194	8%	194	17%	96	80	12	6	0
North Dakota	18	4%	18	5%	1	4	5	2	6
Ohio	532	14%	291	24%	116	97	25	24	29
Oklahoma	104	6%	100	8%	72	18	3	3	4
Oregon	41	3%	41	7%	26	14	0	1	0
Pennsylvania	297	10%	198	12%	21	58	30	5	84
Puerto Rico	834	56%	834	56%	NA	NA	NA	NA	NA
Rhode Island	30	9%	28	19%	14	6	6	2	0
South Carolina	167	17%	167	25%	36	88	28	6	9
South Dakota	91	13%	53	16%	26	12	13	0	2
Tennessee	128	7%	114	13%	61	16	0	13	24
Texas	176	2%	176	3%	115	58	3	0	0
Utah	16	1%	16	7%	12	2	1	1	0
Vermont	20	6%	16	8%	14	2	0	0	0
Virginia	317	17%	108	14%	65	31	9	3	0
Washington	180	9%	180	18%	83	80	8	9	0
West Virginia	36	5%	36	9%	22	12	1	0	1
Wisconsin	45	2%	38	4%	15	5	11	7	0
Wyoming	13	4%	3	2%	0	3	0	0	0

Source: Consolidated State Performance Reports and Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=52 states).

Most districts with identified schools had very few, though a smaller number of districts had large numbers of identified schools. Of the 2,400 districts that had one or more identified schools in 2005-06, 75 percent had only one or two identified schools. However, 4 percent of districts with identified schools (88 districts) contained 13 or more identified schools each. Nearly one-fifth (19 percent) of all Title I identified schools were located in the 15 school districts that had the largest numbers of identified schools. Schools in restructuring status were particularly likely to be concentrated in a small set of districts; the 15 districts with the most Title I schools in restructuring status accounted for 45 percent of all Title I schools in restructuring status.[126]

Middle schools were more likely to be identified than either elementary schools or high schools. Eighteen percent of middle schools were identified schools in 2005-06, compared with 12 percent of high schools and 9 percent of elementary schools. However, because elementary schools accounted for a majority of all schools, they also accounted for a larger number of identified schools (4,564) compared with middle schools (2,847) and high schools (2,120).[127]

Schools with high concentrations of poor and minority students were much more likely to be identified than other schools, as were schools located in urban areas. Nearly one-third of high-poverty schools (32 percent) and schools with high concentrations of minority students (31 percent) were identified schools in 2005-06, compared with 4 percent of schools with low concentrations of these students (see Exhibit 34). Schools in urban areas were more likely to be identified (21 percent) than were suburban and rural schools (9 percent and 7 percent, respectively). Schools with high concentrations of LEP students, large schools, and schools in large districts also were identified at higher rates than other schools. Controlling for other variables, school poverty had the strongest relationship to likelihood of school identification.[128]

Exhibit 34
Percentage of Schools Identified for Improvement, By School Characteristics, 2005-06

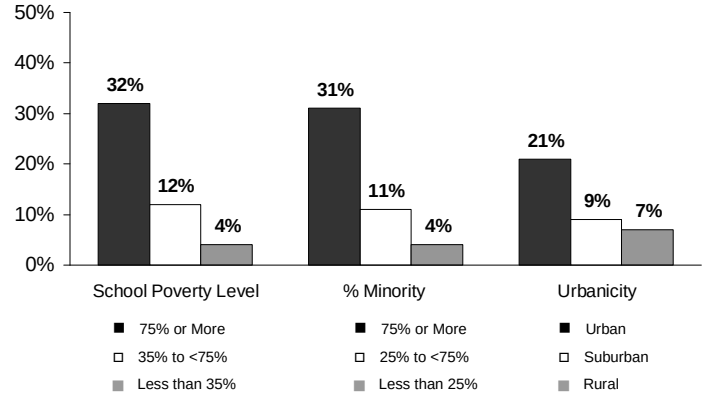


Exhibit reads: In 2005-06, 36 percent of high-poverty schools were identified for improvement, compared with 4 percent of low-poverty schools.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 51 states and representing between 80,812 and 87,728 schools).

Minority students and students from low-income families were more likely to attend schools identified for improvement than were other students. For example, 28 percent of Hispanic students, 25 percent of African-American students, and 23 percent of Native American students attended schools identified for improvement in 2005-06, compared with 9 percent of white students. Similarly, 23 percent of students from low-income families attended schools identified for improvement, compared with 15 percent of all students. In absolute terms, the largest group of students in identified schools was students from low-income families (4.0 million), followed by white students (2.4 million), African-American students (2.2 million), and Hispanic students (2.2 million). Overall, 7.3 million students attended identified schools in 2005-06.[129]

2. District Identification for Improvement

Ten percent of districts had been identified for improvement in 2005-06 (see Exhibit 35). A total of 1,574 districts in 40 states were identified for improvement in 2005-06; 11 states reported that they had no identified districts, even though several had substantial numbers of identified schools. Thirty-two states had identified 10 percent or fewer of their districts, and 12 states had identified a third or more of their districts. Among the identified districts, 49 districts in 11 states were identified for corrective action. Twenty-six percent of all students, or about 12.6 million students, are enrolled in identified districts (across 48 states with available data).[130]

Exhibit 35
Number and Percentage of Districts Identified for Improvement, by State, 2005-06

	Number	Percent		Number	Percent
Total	1,578	10%			
Alabama	42	33%	Montana	54	16%
Alaska	31	58%	Nebraska	3	2%
Arizona	70	25%	Nevada	9	53%
Arkansas	0	0%	New Hampshire	15	11%
California	13	1%	New Jersey	53	8%
Colorado	0	0%	New Mexico	0	0%
Connecticut	27	19%	New York	50	7%
Delaware	0	0%	North Carolina	43	54%
District of Columbia	0	0%	North Dakota	13	7%
Florida	65	90%	Ohio	59	10%
Georgia	12	7%	Oklahoma	22	4%
Hawaii	0	0%	Oregon	18	10%
Idaho	47	100%	Pennsylvania	34	1%
Illinois	238	30%	Puerto Rico	0	0%
Indiana	30	10%	Rhode Island	4	<1%
Iowa	13	4%	South Carolina	67	79%
Kansas	7	2%	South Dakota	5	3%
Kentucky	59	34%	Tennessee	26	19%
Louisiana	2	3%	Texas	14	1%
Maine	0	0%	Utah	24	44%
Maryland	0	0%	Vermont	8	5%
Massachusetts	168	50%	Virginia	79	60%
Michigan	11	2%	Washington	29	10%
Minnesota	49	12%	West Virginia	28	51%
Mississippi	36	24%	Wisconsin	1	<1%
Missouri	0	0%	Wyoming	0	0%

Exhibit reads: In 2005-06, 1,578 districts were identified for improvement, representing 10 percent of all districts.

Source: Consolidated State Performance Reports (n=52 states).

Large and urban districts with high concentrations of poor, minority, and LEP students were more likely to be identified than other districts. District size mattered most, with one-third of large districts identified in 2004-05, compared with 17 percent of medium districts and 5 percent of small districts. Nineteen percent of districts with high concentrations of minority students were identified, compared with 5 percent of districts with low concentrations of minority students; distributions were similar for other district characteristics, with greater likelihood of identification for districts that were more urban and served high concentrations of students from low-income families and LEP students.[131]

Approximately 32 percent of identified districts in 2004-05 (477 districts) contained no schools identified for improvement.[132] Under NCLB, schools and districts are held accountable for AYP targets only when they have at least a minimum number of students in the subgroup categories. Because district-level AYP calculations include students from all schools, districts may meet the minimum subgroup sizes for certain groups of students even if none of their schools do. If such groups do not make AYP at the district level while not counted at the school level, the result will be that districts may be identified for improvement when none of their schools are. Because assistance commonly focuses on schools, this situation raises questions about how to provide support to identified districts where no particular school has been designated as low-performing under NCLB.

B. Adequate Yearly Progress Ratings for Schools and Districts

In determining whether a school or district makes AYP, NCLB requires states to consider state assessment results, student participation rates in assessments, and an "other academic indicator." For state assessment results, states must set absolute annual targets that lead to the goal of all students achieving proficiency in reading and mathematics by 2013-14. States were required to set starting points for measuring progress toward the goal of 100 percent proficiency, based on the percentage of students achieving at the proficient level in 2001-02 either for the lowest-achieving student subgroup in the state or for the school at the 20th percentile of enrollment among schools ranked by their percent proficient (whichever is higher). For test participation, schools and districts must assess at least 95 percent of their students to make AYP. For the other academic indicator, states must use graduation rates for high schools; states have flexibility in selecting a measure for elementary and middle schools, but most use attendance rates.

Calculating AYP separately for subgroups of students is a key feature of the NCLB accountability system. AYP must be calculated for up to nine student groups in a school or district: all students, five major racial and ethnic groups, economically disadvantaged students, students with disabilities, and LEP students. Regulations provide some flexibility concerning assessment of and AYP determinations for LEP students and students with disabilities.* To enhance validity and reliability, states also define a minimum subgroup size (often referred to as minimum n size) that must be met before AYP is calculated for that subgroup for a school or district. The number of AYP targets a school must meet will vary by state definitions of AYP, enrollment size, and the demographic composition of the school. Schools that serve diverse populations often must meet more AYP targets than those whose enrollments are more homogeneous. In schools where all nine student groups are present and above the state's minimum n size requirement, the school is measured against 37 separate targets to determine whether the school made AYP (reading and mathematics proficiency for each of the nine student groups, test participation rates for reading and mathematics for each student group, and the school's performance on the other academic indicator). NCLB includes a safe harbor provision that enables schools to make AYP if the percentage of students in

* Flexibility for LEP students, first announced in February 2004, allows states to exempt LEP students in their first year of enrollment in U.S. schools from taking the state reading assessment if they take an English proficiency test, exclude those students' reading and mathematics scores from AYP calculations for one year, and retain formerly LEP students in the LEP subgroup for AYP calculations for up to two years after they attain English proficiency (final regulations codifying this flexibility were published in September 2006). For students with disabilities, regulations first announced in May 2005 allow states and districts to assess students with the most significant cognitive disabilities using alternate assessments based on alternate academic achievement standards and to count the proficient or advanced test scores of those students in AYP determinations, as long as the number of such students who are counted as proficient or advanced does not exceed 1 percent of all students in the grades assessed (known as the 1 percent rule). In addition, regulations finalized in April 2007 allow states and districts to use alternate assessments based on modified academic achievement standards for another group of students with disabilities—those whose IEP teams determine cannot reach grade-level achievement within the year covered by their IEP—as long as the number of such students who are counted as proficient or advanced does not exceed an additional 2 percent of all students in the grades assessed (known as the 2 percent rule).

a subgroup that did not meet the AYP target decreases by 10 percent from the preceding school year, and if the school makes AYP for the relevant subgroup for the other academic indicator and participation rate.

Under NCLB, adequate yearly progress is a status-based accountability model: To make AYP, a school and its student subgroups must meet the same proficiency targets established by their state for all schools in the state for that school year. A school does not necessarily need to show increases in student achievement to make AYP, if it is already above the AYP targets for that year. In November 2005, the Department announced a pilot program for states to request approval to use growth-based accountability models, instead of a status-based accountability system, to give schools credit for student improvement over time by tracking individual student achievement year to year. Five states have been approved to participate in this pilot program (Tennessee and North Carolina beginning in 2005-06, and Arkansas, Delaware, and Florida beginning in 2006-07).

States first applied NCLB AYP definitions to state assessment results from 2002-03; these determinations first affected schools that were identified for improvement for the following year, 2003-04. Findings about AYP discussed below include all schools (both Title I and non-Title I schools).

1. Schools and Districts Making Adequate Yearly Progress

Nearly three-fourths of all schools (74 percent) and districts (72 percent) met all applicable AYP targets in 2004-05 testing. The percentage of schools that missed AYP varied greatly among states, ranging from 2 to 66 percent of schools in a state (see Exhibit 36). The number of schools missing AYP (24,200) based on 2004-05 testing was nearly double the number of schools identified for improvement for 2005-06 (11,648). If many non-identified schools that did not make AYP in 2004-05 testing missed AYP again in 2005-06 testing, the number of identified schools could rise substantially in 2006-07.[133]

Exhibit 36
Number and Percentage of Schools Missing AYP, by State, 2004-05

	Number	Percent		Number	Percent		Number	Percent
Total	**24,200**	**26%**	Kentucky	297	25%	Ohio	932	24%
Alabama	638	47%	Louisiana	219	16%	Oklahoma	55	3%
Alaska	203	41%	Maine	146	23%	Oregon	390	33%
Arizona	237	13%	Maryland	381	27%	Pennsylvania	587	19%
Arkansas	308	27%	Massachusetts	757	43%	Puerto Rico	831	55%
California	3,618	38%	Michigan	423	12%	Rhode Island	16	5%
Colorado	457	25%	Minnesota	355	18%	So. Carolina	553	49%
Connecticut	196	20%	Mississippi	96	11%	So. Dakota	135	18%
Delaware	47	26%	Missouri	708	35%	Tennessee	136	8%
D.C.	116	60%	Montana	57	7%	Texas	1,704	22%
Florida	1,989	64%	Nebraska	53	10%	Utah	119	13%
Georgia	370	18%	Nevada	336	56%	Vermont	28	9%
Hawaii	185	66%	New Hampshire	36	8%	Virginia	316	17%
Idaho	260	43%	New Jersey	822	38%	Washington	403	17%
Illinois	1,109	29%	New Mexico	415	53%	West Virginia	120	17%
Indiana	750	40%	New York	917	20%	Wisconsin	51	2%
Iowa	93	6%	North Carolina	993	43%	Wyoming	74	20%
Kansas	121	9%	North Dakota	42	9%			

Exhibit reads: Based on testing during the 2004-05 school year, 24,200 schools missed AYP, representing 26 percent of all schools (including Title I and non-Title I schools)

Source: Consolidated State Performance Reports (n=52 states).

2. Factors Related to Schools Making or Missing Adequate Yearly Progress

Schools most commonly missed AYP for the achievement of all students and/or multiple subgroups in 2004-05; only in a minority of cases did schools miss just one AYP target. Based on data from 39 states, among schools that missed AYP in 2004-05, 43 percent did not meet achievement targets for the "all students" group in reading, mathematics, or both (see Exhibit 37). An additional 19 percent of these schools missed AYP for the achievement of two or more subgroups although they made AYP for the all students group. One-fifth (21 percent) missed AYP solely due to the achievement of a single subgroup. Only 4 percent missed AYP solely due to the "other academic indicator," and only 3 percent missed AYP solely because of their test participation rates. The remaining 10 percent of schools that missed AYP missed for other combinations of AYP targets. These patterns have shifted somewhat from the 2003-04 data reported in the Interim Report, but these shifts in part reflect the inclusion of a larger number of states in the 2004-05 dataset (39 in 2004-05 vs. 33 in 2003-04), as well as actual change over time.[134]

Exhibit 37
AYP Targets Missed by Schools That Did Not Make Adequate Yearly Progress, 2004-05

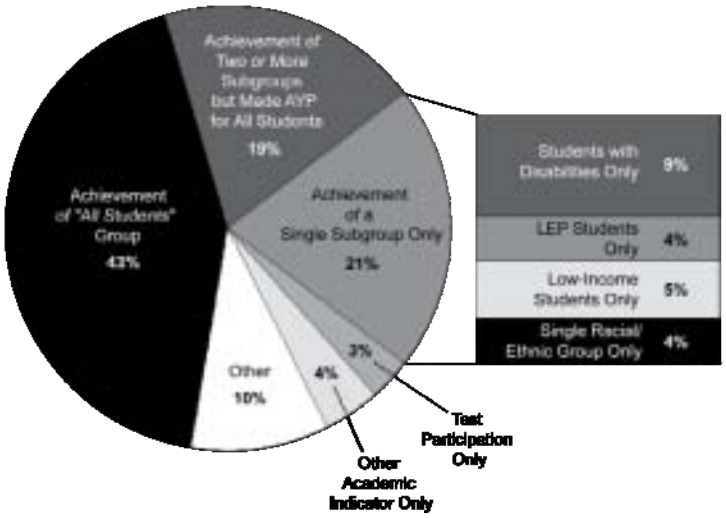


Exhibit reads: In 2004-05 testing, 43 percent of schools that missed AYP missed for the achievement of the "all students" group in reading, mathematics, or both.

Notes: Schools included in the "Achievement of the All Students Group" and the "Achievement of Two or More Subgroups" segments of the graph may have also missed AYP for test participation or the other academic indicator. However, schools included in the "Achievement of a Single Subgroup Only" segment are those that missed AYP for that factor alone and did not miss any other AYP targets. "Other" includes schools that missed AYP for combinations of the achievement of a single subgroup, test participation, or the other academic indicator, or through a small school analysis.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 39 states for 19,471 schools that missed AYP in these states).

Schools that missed AYP for the all students group tended to have a higher concentration of minority students (76 percent) than schools that missed solely due to the achievement of either a single racial/ethnic subgroup (57 percent) or students with disabilities (33 percent) and also had higher poverty rates (63 percent vs. 45 percent and 32 percent). Schools that missed AYP solely due to the achievement of LEP students were similar to the schools that missed for the all students group in their percentage of poor students (64 percent) but had a higher percentage of Hispanic students (67 percent).

Overall, by subject area, 69 percent of schools that missed AYP missed for a reading achievement target and 65 percent missed for a target in mathematics, either for all students or a subgroup. Nearly half (47 percent) of the schools missed AYP targets in both subjects, and 17 percent missed for the all students group in both subjects. Few schools made AYP through the safe harbor provision (an estimated 3 percent of all schools making AYP in 2004-05, based on 22 states reporting this information).[135]

A large majority of students from most racial and ethnic groups and from low-income families attended schools held accountable for the performance of their subgroups. NCLB permits states to establish minimum n sizes for the number of students in a particular subgroup that must be present in the school to include the subgroup in the school's AYP calculations; these n sizes range from a low of 5 in Maryland to a high of up to 200 in Texas, with most states using an n size of 30 to 40 students. Across 42 states with available data, at least 84 percent or more of all white, African-American, and Hispanic students, as well as students from low-income families, attended schools where AYP was calculated for these subgroups based on 2004-05 test results. However, fewer than half of Native American and Asian students were in schools where AYP was calculated for these subgroups (42 percent and 49 percent, respectively). Looking at students in grades that are to be tested under the NCLB requirements, an estimated 2.4 million students would have their racial/ethnic subgroup excluded from AYP subgroup calculations at the school level, based on the current state minimum n sizes, although they may be included in AYP calculations for the school as a whole or in AYP subgroup calculations at the district level. In contrast, an estimated 19.7 million students (89 percent of tested students) were included in school-level racial/ethnic subgroup calculations.[136]

In schools where AYP was calculated for African-American students, LEP students, low-income students, or students with disabilities, more than one-fifth did not make AYP for those subgroups in 2004-05 testing (see Exhibit 38). For example, in schools for which AYP was calculated for students with disabilities, 38 percent of these schools missed AYP for that subgroup. Schools with African-American, LEP, and low-income subgroups missed AYP for those subgroups in 23 to 26 percent of the cases. Schools with Hispanic students were somewhat less likely to miss AYP for that subgroup (18 percent). Schools were much less likely to miss AYP due to low achievement of white, Asian, or Native American students (3 to 4 percent).[137]

Exhibit 38
Percentage of Schools That Missed AYP for the Achievement of Specific Subgroups, as a Percentage of Schools That Were Held Accountable for Each Subgroup, 2004-05

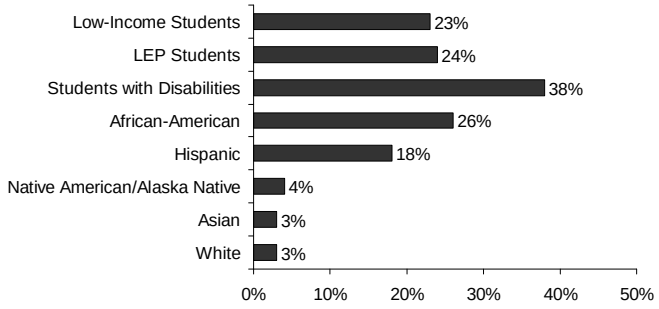


Exhibit reads: In 2004-05 testing, 23 percent of schools that had the minimum number of students from low-income families necessary for AYP to be calculated for this subgroup at the school missed AYP for this subgroup.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 42 states for 76,671 schools in these states).

Schools that were held accountable for more subgroups were less likely to make AYP. Among schools for which AYP was calculated for six or more subgroups in 2004-05, 45 percent did not make AYP, compared with 5 percent of schools for which AYP was calculated based on only one subgroup. In high-poverty schools that had six or more subgroups, 70 percent missed AYP, compared with 3 percent of low-poverty schools that had only one subgroup (see Exhibit 39).[138]

Exhibit 39
Percentage of Schools That Missed AYP, by School Poverty and Number of Subgroups, 2004- 05

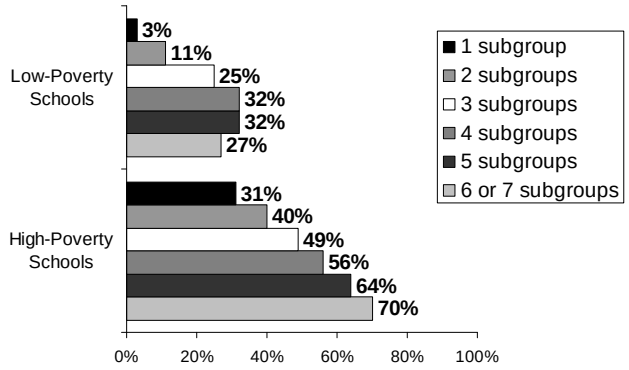


Exhibit reads: In 2004-05, among low-poverty schools for which AYP was calculated for only one subgroup, only 3 percent missed AYP, while over two-thirds (70 percent) of high-poverty schools that were held accountable for the achievement of six or seven subgroups missed AYP.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 42 states for 70,177 schools in these states).

Schools in states that had set more challenging proficiency standards than other states, as measured relative to NAEP, were less likely to make AYP and had much further to go to reach the NCLB goal of 100 percent proficient. Under NCLB, all schools are expected to reach 100 percent proficiency by the 2013-14 school year, but states vary considerably in the difficulty of their standards and assessments as well as in their definitions of what it means for a student to be proficient. In states that had higher proficiency standards in 4th- and 8th-grade reading (based on using NAEP to benchmark the states against a common metric), 61 percent of schools made AYP in 2003-04, compared with 84 percent of schools in states that had lower proficiency standards.*

* For this analysis, states were categorized as having higher, moderate, or lower proficiency standards relative to other states based on a comparison of each state's assessment results to the NAEP. Specifically, for each state, the percentage of students who met the state's proficient standard was matched to a point on the NAEP scale score continuum that was reached (or exceeded) by that same percentage of students. The categorizations of higher, moderate, and lower academic achievement standards were determined by identifying natural breaks in the distribution of NAEP equivalency scores of state-determined proficiency levels. The higher and lower categories represent the extremes, with approximately seven states in each category, depending on grade level; most states fall in the middle category. Because not all states participated in the NAEP, categorizations include a maximum of 34 states. This analysis is based on data from National Center for Education Statistics (2007), *Mapping 2005 State Proficiency Standards Onto the NAEP Scales* (NCES 2007-482). Another analysis that has examined the rigor of state proficiency standards relative to NAEP is Paul E. Peterson and Frederick M. Hess (2006).

NCLB required states to set starting points for the percentage of students achieving at the proficient level in order to measure progress toward the goal of 100 percent proficiency. The variation in these starting points—which affects how much progress a state is expected to make by 2013-14—is strongly related to how high states set their academic achievement standards for student proficiency. States that had higher standards than other states, measured relative to NAEP, tended to have lower starting points and thus had further to go to reach the 100 percent proficient goal, compared with states that had set lower standards. For example, for 8th grade mathematics, states with higher proficiency standards had an average AYP starting point of 19 percent, and therefore needed to raise their percentage of students performing at the proficient level by 81 percentage points, while states with lower proficiency standards had an average starting point of 51 percent and needed to raise their percent proficient by 49 percentage points (see Exhibit 40).[139]

Exhibit 40
Improvement Needed to Reach 100 Percent Proficiency by 2013-14, by Level of Difficulty of State Academic Achievement Standards, for 8th Grade mathematics

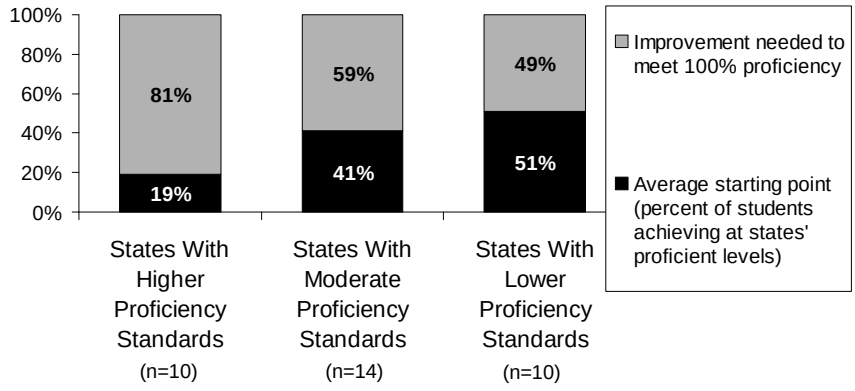


Exhibit reads: States that had set higher proficiency standards than other states (measured relative to NAEP) had an average AYP starting point of 19 percent and needed to increase their percentage of students achieving at the proficient level by 81 percentage points in order to reach NCLB's goal of 100 percent proficiency by 2013-14.

Note: States were required to set starting points for measuring progress towards the goal of 100 percent proficiency, based on the percentage of students achieving at the proficient level in 2001-02, either for the lowest-achieving student subgroup in the state or for the school at the 20th percentile of enrollment among schools ranked by their percent proficient (whichever is higher).

Sources: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=34 states). Categorizatons of states as having higher, moderate, or lower proficiency standards are based on data from National Center for Education Statistics (2007), *Mapping 2005 State Proficiency Standards Onto the NAEP Scales* (NCES 2007-482). Data on average starting points are from State Accountability Workbooks and State Educational Agency Web sites.

Another state policy affecting the difficulty of making AYP is the shape of the trajectory describing the annual targets for percent proficient that schools and districts are expected to meet each year. Based on annual AYP targets for elementary reading, nine states set linear achievement trajectories, with schools expected to make equal increments of progress each year until 2013-14, and 16 states established stair-step plans in which the AYP target remains the same for two or three years and then rises; a larger number of states used a combination of the linear and stair-step approaches (27 states). In states with mixed-pattern trajectories, states tended to set more modest growth expectations for the near term (from 2004 to 2009) than for the period after 2009; specifically, such states expect that, on average, 28 percent of the growth needed to reach 100 percent proficiency would occur in the five years from 2004 to 2009, and 72 percent of the needed growth would occur in the five years from 2009 to 2014 (see Exhibit 41). Patterns were similar for mathematics and other school grade levels.[140]

Exhibit 41
Timing of Expected Achievement Growth in Elementary Reading, By Type of Trajectory States Have Defined for AYP Targets

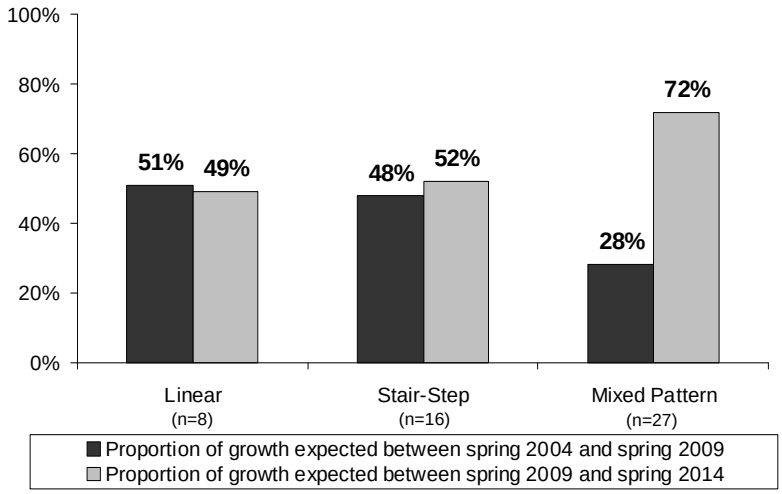


Exhibit reads: In states that set AYP targets with a linear trajectory, 51 percent of the growth needed to reach 100 percent proficiency was expected to occur in the five years from 2004 to 2009, and 49 percent of the needed growth may occur in the five years from 2009 to 2014.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB. Data from State Accountability Workbooks and State Educational Agency Web sites, collected in Fall 2006 (n=50 states).

Slightly more than half of the states have set delayed-acceleration trajectories that expect a greater proportion of the required achievement growth to occur after 2009 (28 out of 51 states that could be included in this analysis).[141] In such states, it may become increasingly more difficult to meet AYP targets as the expected growth curve becomes steeper. On average, states with delayed-acceleration trajectories expected that 70 percent of the growth needed to reach 100 percent proficiency would occur in the five years from 2009 to 2014; across all 51 states in this analysis, states expected 59 percent of the needed growth to occur between 2009 and 2014. States with delayed-acceleration trajectories had a slightly higher percentage of schools making AYP in 2004-05 compared with states that had annual growth expectations that were distributed evenly over time (76 percent vs. 72 percent).[142]

3. Other Academic Indicators in Adequate Yearly Progress

States commonly selected attendance as the other academic indicator for elementary and middle schools. Thirty-eight states used attendance rate as the other academic indicator for elementary and middle schools in 2003-04, and 14 states had selected other indicators, such as other measures of academic performance (e.g., assessment results in writing or science).[143]

Based on data for 43 states, 18 percent of all schools that did not make AYP missed for the other academic indicator in 2004-05; high schools were more likely to miss AYP for their other academic indicator, graduation rate (27 percent). States varied considerably in the percentage of high schools that missed AYP for graduation rate targets, from 0 to 100 percent of high schools across states. Elementary and middle schools less frequently missed AYP for this reason (10 percent). In about half of the states (24 out of 42 reporting), fewer than 10 percent of elementary or middle schools missed AYP for the other academic indicator, though percentages in other states ranged as high as 67 percent.[144]

4. Other Factors Affecting AYP Designations: Alternate Assessment Scores and Appeals

For limited numbers of students with disabilities, regular assessments, even with accommodations, are not appropriate. Title I regulations allow for students with the most significant cognitive disabilities to take alternate assessments based on alternate achievement standards; states and districts may count as proficient for AYP the scores of such students as long as those proficient scores did not exceed 1.0 percent of all students tested. The regulations also allow states and districts to receive exceptions to exceed the 1.0 percent cap.

Nearly all states included in their AYP calculations the scores of students who took alternate assessments based on alternate achievement standards, but few states or districts used waivers to exceed the 1.0 percent cap. For AYP determinations for 2003-04 testing, 49 states included the scores of students who took alternate assessments for their AYP calculations. For the 1.0 percent cap, three states were granted exception for 2003-04 testing from the U.S. Department of Education, and 18 states reported granting such exceptions to districts. Among the states that granted this flexibility to districts, only six could report the number of exceptions they granted (a total of approximately 134 exemptions).[145]

Appeals of AYP designations were common in fall 2004. Under NCLB, schools and districts identified for improvement are allowed to appeal the determinations if they believe the identification was made in error. Several states could not easily provide data on school and district appeals of AYP designations. Among the 38 states that reported appeals of school AYP designations based on 2003-04 testing, approximately 2,580 schools appealed their designations, and states approved 44 percent of these appeals. The numbers of appeals from schools by state ranged from 0 to more than 300, with the percentages of approvals ranging from 0 to 100 percent. At least four states approved more than 100 appeals for schools. Thirteen of 32 states also said that one or more districts had appealed their AYP designations based on 2003-04 testing, and these states approved 50 percent of the 236 district appeals. Most appeals involved either errors in data or the misclassification of students by subgroup.[146]

C. Communication of School Performance Results

An important part of the theory underlying NCLB is that identifying schools for improvement will lead to new or intensified efforts from states, districts, principals, and teachers to undertake changes in the school such as new instructional approaches, professional development, and other efforts to raise student achievement. NCLB also requires that parents and other members of the community be informed about schools' improvement status through school report cards so that they can, if they choose, advocate for and potentially influence improvement efforts. However, for any of these actors to initiate any improvement efforts in response to the NCLB accountability determinations, they must first be aware that their school has been identified as in need of improvement.

To be able to plan for the upcoming school year, including school improvement planning and notifying parents about choice options for children in identified schools, school districts and schools need to receive notification of their school improvement status prior to the beginning of the school year. This is also a requirement under Title I regulations. Many states notify schools of preliminary results on whether they had been identified for improvement based on preliminary data, then follow up with final data later.

Only 15 states notified schools of the final determinations on school identification status for 2004-05 (based on 2003-04 testing) before September 2004. Thirty-one states provided preliminary results by that time. Twenty-one states did not notify schools of their final designation for 2004-05 until November 2004 or later, and six states did not release preliminary data until November 2004 or later (see Exhibit 42).[147]

Exhibit 42
Timing of State Notification About School Improvement Status, Fall 2004

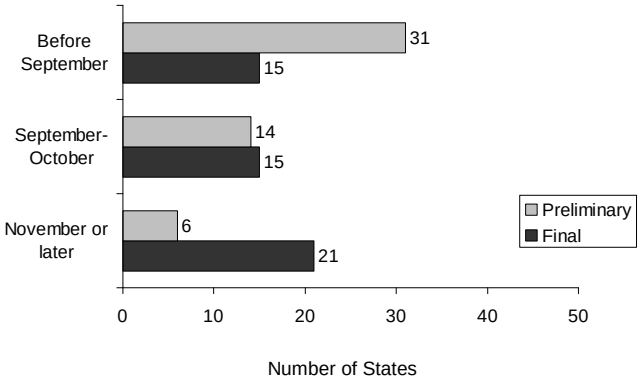


Exhibit reads: Thirty-one states reported releasing preliminary data on whether schools were identified for improvement based on 2003-04 testing before September 2004, though six did not release preliminary data until November 2004 or later.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=51 states).

Correspondingly, among principals who indicated their school was identified, 57 percent reported learning of their improvement status before September 2004, with 35 percent of identified schools being notified in August. Only 9 percent of identified schools reported they did not learn of their identification status until November 2004 or later.[148]

About one-fourth to one-third of principals and teachers in identified schools were not aware their school had been identified for improvement. In 2004-05, only 78 percent of principals of identified Title I schools correctly reported that their school had been identified for improvement, although this is up

from 59 percent in 2001-02. Similarly, only 70 percent of elementary teachers and 63 percent of secondary English and mathematics teachers in identified Title I schools were aware of their school's status.[149]

Parents in a sample of eight urban school districts frequently did not know whether their child's school had been identified as low-performing. A survey of parents conducted in the eight districts during the 2004-05 school year explained that under a federal law called the No Child Left Behind Act, states must name the schools that are low-performing each year, and asked if the parent knew whether their child's school was on the state's list of low-performing schools. Less than one-fourth (22 percent) of the parents of students in identified schools said the school was on the state's list of low-performing schools; almost as many (17 percent) said their school was not on the list of low-performing schools, but most (62 percent) said they were not sure. Parents in non-identified schools were more likely to accurately report that their school was not on a list of low-performing schools (46 percent), but almost half (47 percent) were not sure.[150]

However, parents of students in identified schools were significantly less likely than other parents to express satisfaction with their child's school. In the same survey in eight districts, only 57 percent of parents in identified schools said they would give their child's school an A or B, compared with 78 percent of parents in non-identified schools, and 15 percent said they would give the school a D or F, compared with 3 percent of parents in non-identified schools. Parents also gave identified schools lower ratings on a number of specific factors such as academic quality, their child's current teacher, school safety, and discipline.[151]

D. School Improvement Efforts and Assistance for Identified Schools and Districts

Critical to success in improving schools through the accountability provisions in No Child Left Behind is ensuring that schools and districts identified for improvement have the resources and support necessary to improve instruction and make adequate yearly progress for all of their student groups. This report examines the implementation of systems of support designed to bring about such school improvement as well as school-level improvement efforts. General findings regarding identified schools in this section refer to all schools identified for improvement, both Title I schools and non-Title I schools, whereas findings presented specifically for identified Title I schools relate to particular NCLB requirements that may not apply to non-identified schools.

1. State and District Assistance for Identified Schools

Almost all states reported implementing a statewide system of support for identified schools by fall 2004, as required under NCLB. Overall, 37 states provided support to identified schools through some version of a school support team. Another 29 states included individual school improvement specialists in their statewide systems of support. While these individuals may serve the roles NCLB outlines for distinguished principals and distinguished teachers, often more general terms defined their work (e.g., school improvement specialists, principal mentor, coaches). School support teams and school improvement specialists in many of these states serve non-Title I identified schools as well as Title I identified schools (19 states and 17 states, respectively). Twenty states incorporated a triage approach in which the level of support they provided to an identified school was attuned to the severity of that school's needs.[152]

Though states often used multiple strategies to improve identified schools, most states focused their efforts on one of five primary support strategies. School support teams were most commonly identified as

the state's primary support strategy (19 states), followed by individual school improvement specialists (13 states); regional centers, area educational agencies, or county offices (9 states); providing resources or hosting statewide meetings (6 states); or depending on districts to provide support (3 states).[153]

Many states reported providing assistance to large proportions of their identified schools, and many reported this was a challenge. Thirty-nine states reported they were able to provide some support to all of their identified schools in 2004-05, and 24 states provided support to Title I and non-Title I identified schools.[154] However, most states (42) reported that providing assistance to all schools identified for improvement was a moderate or serious challenge in 2003-04. Most states also reported resource limitations were a moderate or serious challenges to implementing NCLB, including adequacy of state educational agency staff size (45 states), adequacy of state funds (40 states), adequacy of federal funds allocated for state implementation (39 states), and the adequacy of state educational agency staff expertise (30 states).[155] Twenty-one states noted that an important objective of their statewide system of support involved building districts' capacity to support identified schools in the future.[156]

Schools identified for improvement more commonly experienced a higher intensity of support than other schools, although many districts with identified schools provided a variety of assistance to both identified and non-identified schools. Specifically, identified schools reported receiving more days of assistance from their districts than non-identified schools. For 2004-05 and the previous school year, 75 percent of identified schools reported six or more days of assistance from their districts, compared with 56 percent of non-identified schools. Forty-eight percent of identified schools received at least 11 days of assistance, and 25 percent received more than 25 days of assistance.[157]

Among districts with identified schools in 2003-04 or 2004-05, a majority reported providing assistance to some or all of their identified schools in such areas as school planning (87 percent), analyzing assessment data (83 percent), and identifying effective curricula, instructional strategies, or school reform models (65 percent). Districts were no more likely to provide such assistance to identified schools than to other schools that were not low-performing. For each type of support studied, at least some districts with identified schools reported not providing the assistance. For example, 30 percent of such districts said they provided no assistance with identifying effective curricula, instructional strategies, or school reform models, and 13 percent did not provide assistance in analyzing assessment results, even though NCLB requires districts to provide identified schools with assistance in these areas.[158]

Larger districts more commonly provided assistance of various kinds to identified schools than smaller districts. For example, in 2003-04, larger districts more commonly provided identified schools with an extensive range of assistance on planning and data use than other districts, and they were more likely to sponsor professional development on an extensive range of topics.[159] Similarly, school support teams sponsored by larger districts spent more days in identified schools than those sponsored by smaller districts. In 2002-03, two-thirds of very large districts reported employing more than one full-time equivalent staff member per identified school to provide assistance to those schools, compared with one-third of small districts.[160]

Less than three-quarters of districts with identified schools reported having the staff, expertise, time, or money to improve identified schools. Among high-poverty districts (those with 50 percent or more of their students eligible for free or reduced-price lunches), only 51 percent reported that they had expertise available (either somewhat or to a great extent) to improve identified schools. Similarly, 54 percent of high-poverty districts reported having the staff needed to improve identified schools, while 44 percent reported sufficient time and 20 percent reported sufficient money. High-minority districts showed similar patterns.[161]

Identified schools most frequently reported needing assistance to improve the quality of teachers' professional development (80 percent) (see Exhibit 43). Most identified schools needing this assistance reported that they received it (91 percent), and about three-fourth of the schools receiving this assistance reported that it was sufficient. Other areas where schools frequently reported needing assistance included getting parents more engaged in their child's education (74 percent), addressing the instructional needs of students with disabilities (71 percent), identifying effective curricula and instructional strategies (70 percent), and improving students' test taking skills (70 percent). Most identified schools reported that they received the assistance they needed in these areas, and about 70 percent or more thought the assistance they received was sufficient. However, only about half of identified schools (51 percent) reported receiving needed technical assistance on parent involvement, and only 53 percent of those that needed and received such assistance reported that the assistance they received was sufficient.[162]

Identified schools were much more likely to report needing assistance in a variety of specific areas compared with non-identified schools. For example, 80 percent of identified schools reported needing technical assistance to improve the quality of professional development, compared with 53 percent of non-identified schools. Similarly, 74 percent of identified schools reported needing assistance to get parents more engaged in their child's education, compared with 46 percent of non-identified schools. Across all types of assistance shown in Exhibit 43, about half or less of non-identified schools reported needing assistance.[163]

Exhibit 43
Percentage of Non-Identified and Identified Schools That Reported Needing Various Types of Technical Assistance and Whether Identified Schools Received Assistance, 2003-04 to 2004-05

	Percent of Non-Identified Schools That Needed Assistance	Percent of Identified Schools That Needed Assistance	Percent of Identified Schools Needing Assistance That Received It	Percent of Identified Schools Reporting That Assistance Received When Needed Was Sufficient
	(n = 881)	(n = 430)	(n = 212 to 343)	(n = 147 to 313)
Improve quality of teachers' professional development	53%	80%*	91%	74%
Get parents more engaged in their child's education	46%	74%*	51%	53%
Address instructional needs of students with disabilities	49%	71%*	72%	69%
Identify effective curricula, instructional strategies, or school reform models	54%	70%*	92%	72%
Improve students' test taking skills	32%	70%*	71%	71%
Analyze assessment results to understand students' strengths and weaknesses	41%	68%*	92%	94%
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	49%	62%*	93%	67%
Develop or revise school improvement plan	28%	62%*	89%	89%
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is highly qualified	28%	62%*	76%	80%
Address problems of student truancy, tardiness, discipline, and dropouts	37%	57%*	68%	42%
Implement the provisions of NCLB relating to qualified paraprofessionals	38%	52%*	86%	95%
Address instructional needs of LEP students	37%	49%*	69%	71%

Exhibit reads: Fifty-three percent of non-identified schools reported needing technical assistance to improve the quality of teachers' professional development, compared with 80 percent of identified schools. Among identified schools that reported needing such technical assistance, most schools (91 percent) reported receiving assistance in this area, and about three-quarters (76 percent) of the schools that received this assistance reported that the assistance was sufficient.

*Indicates that identified schools were significantly more likely to report needing assistance than non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Principal Survey.

2. School Improvement Strategies

The most common improvement strategies reported by identified schools involved using achievement data to inform instruction (82 percent) and providing additional instruction to low-achieving students (78 percent). Other common strategies included a major focus on aligning curricula and instruction with standards and assessments (72 percent), new instructional approaches or curricula in reading and mathematics (61 percent and 59 percent, respectively), and increasing the intensity, focus, and effectiveness of professional development (60 percent). Eighty-three percent of identified schools also reported developing a school improvement plan. Reports from identified schools showed technical assistance often being provided in these areas. Though many non-identified schools reported similar school improvement strategies, they were less likely to report a major focus on most activities (see Exhibit 44).[164]

Exhibit 44
Percentage of Schools Reporting A Major Focus on Various School Improvement Strategies, 2004-05

	Identified Schools (n=430)	**Non-Identified Schools** (n=881)
Using student achievement data to inform instruction and school improvement	82%*	67%
Providing additional instruction to low-achieving students	78%*	60%
Aligning curriculum and instruction with standards and/or assessments	72%	70%
Implementing new instructional approaches or curricula in reading/language arts/English	61%*	49%
Increasing the intensity, focus, and effectiveness of professional development	60%*	42%
Implementing new instructional approaches or curricula in mathematics	59%*	41%
Restructuring the school day to teach core content areas in greater depth	52%*	31%
Providing extended-time instructional programs	51%*	31%
Implementing strategies for increasing parents' involvement in their children's education	32%*	13%
Increasing instructional time for all students	26%*	13%

Exhibit reads: In 2004-05, 82 percent of identified schools reported a major focus on using student achievement data to inform instruction and school improvement, compared with 67 percent of non-identified schools.

*Indicates statistically significant difference between identified and non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Principal Survey.

Teacher reports also indicate widespread use of state assessment results to support instruction and school improvement. For example, about 70 percent of reading and mathematics teachers reported using 2003-04 state assessment data moderately or extensively for identifying and correcting gaps in the curriculum and for identifying areas where they needed to strengthen their knowledge or skills. In 2004-05, teachers in identified schools were more likely than teachers in non-identified schools to report using the previous year's state assessment data in several ways. For example, among teachers who teach mathematics at either the elementary or secondary level, 74 percent of those in identified schools reported using the state assessment data to identify students who need remedial assistance, compared with 60 percent in non-identified schools. Similarly, mathematics teachers in identified schools were more likely to report using the information to tailor instruction to individual student needs (75 percent vs. 61 percent) and to recommend tutoring or other educational services for students (60 percent vs. 45 percent). Similar patterns were reported for these uses of state reading assessments.[165]

Identified schools at both the elementary and secondary levels reported increasing the amount of instructional time devoted to reading and mathematics. Nearly one-third (30 percent) of identified elementary schools reported increasing the instructional time devoted to reading by more than 30 minutes per day in 2004-05, and 17 percent reported a similar increase in instructional time for mathematics (see Exhibit 45). Non-identified schools less commonly reported such increases in instructional time (13 percent for reading and 8 percent for mathematics). About half (51 percent) of identified schools reported a major focus on using extended-time instructional programs (such as after-school programs) and 26 percent reported an increase in instructional time for all students.[166]

Exhibit 45
Percentage of Principals Reporting Increases in Instructional Time for Reading and Mathematics, by School Improvement Status, 2003-04 to 2004-05

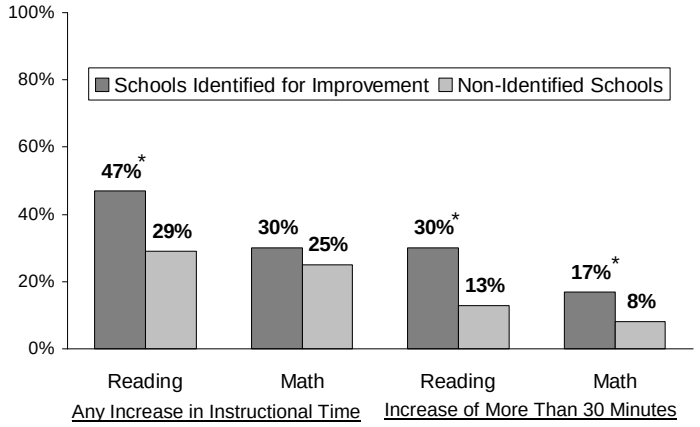


Exhibit reads: Thirty percent of identified schools reported that instructional time spent per day on reading in their schools increased more than 30 minutes from 2003-04 to 2004-05, compared with 13 percent of non-identified schools.

*Indicates significant difference between identified and non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Principal Survey (n=247 identified schools and 588 non-identified schools).

Over a longer period, teacher survey results from the Schools and Staffing Survey indicate that classroom teachers in grades 1 through 4 reported spending more instructional time on reading in 2003-04 (11.6 hours per week) than in 1999-2000 (10.9 hours) or 1987-88 (11.0 hours). The amount of instructional time that these teachers reported spending on mathematics in 2003-04 (5.4 hours) was less than in 1999-2000 (5.7 hours) but greater than in 1990-91 and 1987-88 (4.9 hours). The same survey found that teachers reported spending fewer instructional hours on social studies and science in 2003-04 than in previous years

that this survey was conducted. For example, classroom teachers in grades 1 through 4 reported spending 2.5 hours per week on social studies instruction in 2003-04, compared with 2.9 hours in 1999-2000. Similarly, these teachers reported spending 2.3 hours per week on science instruction in 2003-04, compared with 2.6 hours in 1999-2000.[167]

At the secondary school level, about two-fifths of all schools reported increasing instructional time for low-achieving students in reading (40 percent) and mathematics (42 percent), with identified secondary schools reporting increasing time for reading at significantly higher rates than non-identified schools (55 percent vs. 36 percent).[168]

Almost three-fourths of all schools offered extended-time instructional programs, and the percentage of students served through these programs doubled from 1997-98 to 2004-05. Seventy-two percent of schools offered extended-time programs in 2004-05, compared with 63 percent in 1997-98. Extended-time programs were more frequently implemented by schools identified for improvement and by urban and high-poverty schools. After-school programs were the most common type of extended-time program (68 percent in 2004-05, up from 57 percent in 1997-98); they served 10 percent of all students in 2004-05, up from 5 percent in 1997-98 (see Exhibit 46). In schools that implemented after-school programs, the programs served 17 percent of the students in those schools and provided an additional 134 hours of instruction annually, on average.[169] Based on an estimated average of 1,080 instructional hours in the school year,[170] after-school programs provided an estimated 12 percent increase in instructional time for participating students.

Exhibit 46
Use of After-School Instructional Programs, 1997-98 and 2004-05

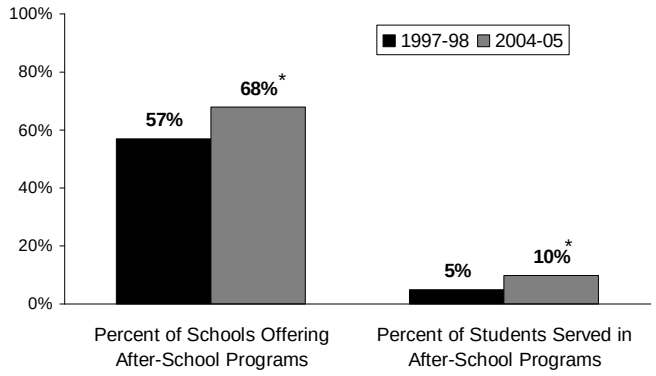


Exhibit reads: The percentage of schools offering after-school programs increased from 57 percent in 1997-98 to 68 percent in 2004-05, while the percentage of all students served through these programs doubled from 5 percent to 10 percent.

* Indicates significant difference between 1997-98 and 2004-05 ($p<.05$).

Sources: National Longitudinal Study of NCLB, Principal Survey (2004-05) (n=1,311 schools); Study of Education Resources and Federal Funding, Principal Survey (1997-98) (n=510 schools).

Both identified and non-identified schools frequently report implementing new instructional approaches or curricula, and these may include comprehensive school reform models or programs such as those supported through Title I, Part F. Schools receiving federal Comprehensive School Reform funding most commonly reported implementing a locally-developed model (11 percent); the Success for All program was the second most frequently implemented model (7 percent) (see Exhibit 47).

Exhibit 47
Comprehensive School Reform Models Most Commonly Implemented by Schools Receiving Title I Part F Funds, 1998 to 2005

	Number of CSR Schools	Percent of CSR Schools
Locally developed models	753	11%
Success for All	487	7%
Lightspan	313	5%
Accelerated Schools	300	4%
America's Choice	284	4%
High Schools That Work	205	3%
Co-nect	200	3%
Coalition of Essential Schools	187	3%
Effective Schools	186	3%
Renaissance Learning	175	3%

Exhibit reads: Schools receiving federal Comprehensive School Reform funding most commonly reported implementing a locally-developed model (11 percent).

Source: Southwest Educational Development Laboratory (n=6,924 schools).[171]

Some identified schools have not followed NCLB requirements for school improvement planning and professional development for identified schools. Since they were first identified, only 82 percent of identified Title I schools in 2004-05 had developed a joint school improvement plan with their district or state, despite the requirement that all identified Title I schools do so.[172] Similarly, only 89 percent of districts required identified Title I schools to spend at least 10 percent of their Title I allocation on professional development in 2003-04, though this represents an increase over the 79 percent of districts that implemented this requirement in 2002-03.[173]

3. Corrective Actions and Restructuring for Identified Schools

States placed 1,047 Title I schools in corrective action and 1,065 Title I schools in restructuring for 2004-05, making these schools subject to the particular menus of interventions outlined in NCLB.

Title I schools in corrective action status almost universally experienced the interventions NCLB defines for schools in this stage of improvement. One or more corrective actions were implemented in 95 percent of Title I schools in corrective action status in 2004-05. The most common corrective actions experienced by Title I schools in this status resembled forms of technical assistance rather than sanctions. For example, 89 percent of Title I schools in corrective action reported that they were required to implement new research-based curricula or instructional programs and 59 percent had an outside expert appointed to advise the school, while 27 percent reported that management authority at the school level had been significantly reduced and 7 percent reported replacement of school staff members relevant to the school's low performance (see Exhibit 48).[174]

Many of the interventions that NCLB defines as corrective actions were also implemented in schools in earlier stages of identification for improvement. For example, 66 percent of Title I schools in their second year of improvement were required to implement new research-based curricula or instructional programs.[175]

Very few Title I schools in restructuring status in 2004-05 reported experiencing any of the specific interventions listed in the law for this stage of improvement status (see Exhibit 48). This may in part reflect the two stages of restructuring status, where schools first spend a year planning for restructuring and then implement the restructuring the following year (if the school misses AYP again for a sixth year); about half (46 percent) of the schools in restructuring status appeared to be in the first year of this status. Few principals of schools in the first or second year of restructuring status reported state take-over of the school (9 percent), reopening of the school as a public charter school (2 percent), contracting with a private entity to manage the school (2 percent), or replacing all of the school staff (2 percent).[176]

It should be noted that in addition to these specific interventions, the law also permits districts to make "any other major restructuring of the school's governance arrangement that makes fundamental reforms, such as significant changes in the school's staffing and governance," so schools in restructuring status could experience another kind of restructuring intervention that is not specifically listed in the law.* Based on telephone interviews conducted in eight districts and nine states in 2006, those that reported using "other" restructuring strategies often described increased oversight from the district or state (nine of the 17 respondents), use of outside experts such as "turnaround specialists" (eight respondents), replacement of the principal (five respondents), and new curricula or instructional approaches (five respondents).[177]

Schools in restructuring status frequently reported experiencing actions that NCLB specifies for the "corrective action" stage of school improvement. The most common "corrective actions" reported by schools in restructuring status were implementing a new research-based curriculum or instructional program (73 percent) and appointment of an outside expert to advise the school (62 percent). Other corrective actions reported by schools in restructuring status included restructuring the internal organization of the school (37 percent), extending the length of the school day (29 percent) or year (22 percent), significantly decreasing management authority at the school level (25 percent), and replacing school staff members relevant to school's low performance (13 percent).[178]

One-fifth (20 percent) of schools in restructuring status reported that a new principal had been appointed; similar percentages of schools in other stages of improvement status also reported this.[179]

4. Assistance and Sanctions for Identified Districts

Districts form a central part of NCLB accountability, both because they must meet AYP targets or face identification for improvement and because NCLB identifies them as the primary providers of assistance to all identified schools within their jurisdictions. NCLB requires states to provide certain kinds of technical assistance to all districts and to make available other assistance to identified districts. During 2004-05, 41 states had at least one identified district, with a total of 1,511 identified districts (10 percent of all districts) across the states.[180]

* The NLS-NCLB survey question did not exactly parallel the law on one intervention: the law gives the option of "replacing all or most of the school staff (which may include the principal) who are relevant to the failure to make adequate yearly progress," while the survey asked if the state or district had "replaced all of the school staff" or "appointed a new principal."

Exhibit 48
Percentage of Identified Title I Schools Experiencing Various Types of Interventions Since Identification for Improvement, 2004-05

	Percent of Schools in Year 1 of Improvement (n=199)	Percent of Schools in Year 2 of Improvement (n=74)	Percent of Schools in Corrective Action (n=52)	Percent of Schools in Restructuring (n=75)
Actions Required for All Identified Schools				
Parents were notified of schools' improvement status	89%	96%	96%	100%
District or state developed a joint improvement plan with the school	81%	73%	93%	91%
Students were offered the option to transfer to a higher-performing school, with transportation provided	82%	75%	96%	95%
Action Required for Identified Schools That Missed AYP After Identification				
Eligible students were offered supplemental educational services from a state-approved provider	46%	90%	94%	100%
Corrective Actions				
Implemented a new research-based curriculum or instructional program	48%	66%	89%	73%
Significantly decreased management authority at the school level	4%	5%	27%	25%
Appointed outside expert to advise the school	30%	34%	59%	62%
Extended length of school day	24%	29%	45%	29%
Extended length of school year	9%	15%	35%	22%
Restructured internal organization of the school	12%	22%	21%	37%
Replaced school staff members relevant to school's low performance	2%	17%	7%	13%
Restructuring Interventions				
Reopened the school as a public charter school	0%	0%	0%	2%
Entered into a contract with a private entity to manage the school	0%	1%	0%	2%
Operation of school turned over to state	2%	0%	0%	9%
Replaced all of the school staff	0%	1%	0%	2%
Appointed new principal	21%	20%	20%	20%

Exhibit reads: In 2004-05, 89 percent of schools in their first year of being identified for improvement reported that parents had been notified of the school's improvement status.

Source: National Longitudinal Study of NCLB, Principal Survey.

Three-quarters of all districts reported needing assistance in one or more of the 10 areas where NCLB requires states to provide support; most of these districts reported receiving such assistance and that it met their needs. For the 2003-04 and 2004-05 school years, districts most commonly reported that they needed assistance in clarifying accountability-system rules and requirements (50 percent); analyzing student assessment data to understand program strengths and weaknesses (42 percent); identifying and implementing effective curricula, instructional strategies, or school reform models (41 percent); and identifying and implementing strategies to address the instructional needs of students with disabilities (40 percent). One-quarter of all districts reported needing technical assistance in five or more of the ten mandated areas, and from 7 percent to more than a third of districts reported they had not received assistance in mandated areas where they perceived needs. States reported providing support for identified districts in a variety of ways. Fourteen focused support specifically at the district level. Other states integrated support for identified districts with support for identified schools or general support for all districts (15 and 9 states, respectively). [181]

Districts took multiple actions in response to being identified, most commonly offering or requiring specific professional development for teachers (80 percent of identified districts). The second most common action reported by identified districts was distributing test preparation materials to schools (67 percent). Other actions frequently taken by identified districts included increased district monitoring of instruction and student performance (61 percent), and professional development for principals (59 percent) (see Exhibit 49). Just over half of identified districts in 2004-05 (54 percent) reported that they had taken four or more of the actions listed in Exhibit 49 following their identification for improvement.[182]

Exhibit 49
Percentage of Districts Taking Various Actions in Response to Being Identified for Improvement, 2004-05

Offered/required specific professional development for teachers	80%
Distributed test preparation materials to some or all schools	67%
Increased district monitoring of instruction and student performance at school sites	61%
Offered/required specific professional development for principals	59%
Reallocated fiscal resources to target specific needs (e.g., particular groups of students, subjects, or schools)	51%
Implemented a district-wide curriculum in reading	39%
Developed or revised district content standards	24%
Reorganized the district office staff to increase efficiency or focus on instruction	23%
Implemented a district-wide curriculum in mathematics	17%
Hired a consultant to advise district administrators on effective strategies	11%
Created smaller schools, or schools-within-schools	11%
Changed the budget allocation formula for schools	10%
Implemented new personnel procedures for hiring or assigning principals and teachers	8%

Exhibit reads: In 2004-05, 80 percent of identified districts reported that they had offered or required specific professional development for teachers in response to being identified for improvement.

Source: National Longitudinal Study of NCLB, District Survey (n=75 districts).

E. Accountability Under State Initiatives and Title III of NCLB

1. Other State Accountability Initiatives

State accountability systems under NCLB must hold all students and schools (Title I and non-Title I) to the same academic standards. However, schools in some states may still experience different forms of accountability because some states apply NCLB consequences for identification to Title I schools only and because some states include components in their accountability systems that go beyond those required under Title I.

About half of the states (24) implemented accountability initiatives that went beyond those required in NCLB in 2004-05. A key difference between these other state initiatives and NCLB is that many state initiatives relied upon growth measures to track progress toward accountability targets. For example, 17 states included a growth measure in their separate initiatives. Eight states used different measures of student achievement (i.e., norm-referenced tests, locally determined tests, or tests in subjects other than reading and mathematics), and two states used different rules for how to include students. Additionally, some of these other state initiatives used different designations of school performance (such as using letter grades or identifying high-improving schools) or reported the results of the state initiatives separately from reporting for NCLB.[183]

NCLB and other state or district accountability initiatives did not commonly generate conflicting designations of high- and low-performing schools, according to principal reports for 2004-05. That is, few schools identified as low-performing under NCLB were identified as high-performing under state or district accountability system. Among principals who said their school was identified for improvement under NCLB, only 3 percent reported that the school had been designated as high-performing under a state or district accountability initiative. Similarly, among principals who said their school was not identified for improvement under Title I, only 4 percent reported that their school had been designated as low-performing under a state or district accountability initiative (see Exhibit 50).[184]

Exhibit 50
Percentage of Principals of Schools Identified and Not Identified for Improvement Under NCLB Who Reported Various Accountability Designations Under State or District Accountability Initiatives, 2004-05

Designation Under State or District Accountability Initiative	Identified Schools	Non-Identified Schools
Low-Performing	33%	4%
No Special Designation	12%	37%
High-Performing	3%	19%
No Other System (other than NCLB)	41%	32%
Other/Not Sure	12%	9%

Exhibit reads: Thirty-three percent of schools that were identified for improvement under NCLB were also designated as low-performing under a state or district accountability initiative.

Source: National Longitudinal Study of NCLB, Principal Survey (n=407 identified schools and 888 non-identified schools).

Principals operating schools under state and district accountability initiatives, as well under NCLB, gave mixed reports about the benefits and drawbacks of multiple approaches to accountability. Over half of all principals (58 percent) said that the multiple initiatives gave them a more complete picture of their school's effectiveness, while 44 percent said the multiple initiatives resulted in staff confusion about targets for student achievement.[185]

2. Accountability Under Title III

As noted earlier, Title III of NCLB, Language Instruction for Limited English Proficient and Immigrant Students, along with Title I, outlines additional accountability requirements related to LEP students. Many of these accountability provisions related to English language proficiency (ELP) among LEP students are new additions under NCLB, unlike accountability provisions under Title I that build on similar requirements in the previous reauthorization. Most of these NCLB accountability requirements apply to Title III subgrantees, which may be districts or consortia of districts, though states may choose to implement any of the requirements for other districts in their states as well. The English Language Proficiency assessment requirements under Title I apply to all districts.

For accountability related to LEP students, states have developed and implemented ELP standards and assessments. States also have set annual measurable achievement objectives (AMAOs), which include targets for student progress in gaining English language proficiency and targets for student attainment of English language proficiency, as well as AYP targets for LEP students under Title I. States began calculating whether districts met AMAO targets based on 2003-04 testing; that year, more than 4,900 Title III subgrantees across the 50 states and the District of Columbia served more than 4 million LEP students, or about 80 percent of LEP students nationwide.[186]

Among Title III subgrantees in the 36 states that reported data on whether their subgrantees had met AMAO targets, 63 percent met AMAO targets based on 2003-04 testing (1,898 subgrantees). States varied considerably in the proportion of their subgrantees that met AMAO targets; nine states had 25 percent or fewer of their subgrantees make AMAO targets, while 13 states had more than 75 percent of subgrantees meet targets. At the state level, 33 states (out of 42 responding) reported meeting their AMAO targets for students making progress in learning English, while 41 out of 45 met some or all of their AMAO targets for students' attainment of English language proficiency.* [187]

About two-thirds of the states (35 states) calculated AMAOs for 2003-04 testing for Title III districts only, while another 13 states reported calculating AMAO performance data for all districts with LEP students. Most of these states also reported the results to their districts (34 and 11 states, respectively).[188] Though NCLB requires that states assess the English language proficiency of all LEP students, Title III only requires states to calculate whether Title III districts meet the AMAOs and report the results to these districts, but states also may choose to calculate and report to non-Title III districts whether they met AMAOs.

Fewer than half of the states had articulated a specific strategy for providing technical assistance to subgrantees that missed AMAO targets in 2003-04 testing. Such assistance was not required in 2004-05; instead, it must be provided beginning in 2005-06 for subgrantees that miss AMAO targets for a second consecutive year. Twelve states reported they planned to conduct needs assessments among subgrantees that miss AMAO targets twice, and 10 states reported they would provide technical assistance through existing technical assistance frameworks in the state.[189]

* For more information on student achievement on English language proficiency assessments and states' AMAOs, see U.S. Department of Education, Office of English Language Acquisition (2005), *Biennial Evaluation Report to Congress on the Implementation of the State Formula Grant Program, 2002-2004, English Language Acquisition, Language Enhancement and Academic Achievement Act (ESEA, Title III, Part A)*, Washington, D.C: U.S. Department of Education.

Conclusions

In 2005-06, 18 percent of all Title I schools were identified for improvement (9,808 schools). The proportion of schools identified varied widely across states, but this largely reflects differences in state accountability systems and not necessarily differences in school performance. Schools serving large numbers of poor, minority and LEP students were most likely to be identified. African-American students and Hispanic students were three times more likely to attend identified schools than were white students. Although schools can miss making adequate yearly progress because of the performance of a single subgroup, schools most commonly missed AYP for the achievement of all students or multiple subgroups.

Schools in states that had set more challenging proficiency standards than other states were less likely to make AYP and had further to go to reach the NCLB goal of 100 percent proficient. About half of the states had set delayed acceleration trajectories that expect a greater proportion of the required achievement growth to occur after 2009.

States frequently did not notify schools about whether they had been identified for improvement until after the start of the school year. About one-fourth of principals in identified schools were not aware their school had been identified for improvement.

States, districts, and schools reported pursuing a variety of improvement efforts for identified schools and districts consistent with NCLB requirements; identified schools reported receiving more assistance than did non-identified schools. However, states and districts indicated limited capacity to assist all identified schools. Nearly all Title I schools in corrective action status experienced interventions that NCLB specifies for schools in this status, but few schools in restructuring status reported experiencing any of the specific interventions listed in the law for such schools. The most common intervention reported by both types of schools was the implementation of a new research-based curriculum or instructional program.

Overall, this report's findings point to widespread implementation of accountability systems under NCLB and also to limitations in the extent to which these may reach all low-performing schools. Future reports will examine the extent to which these accountability systems and school improvement efforts are associated with improvements in the academic performance of identified schools and their students.

Key Findings on School Choice and Supplemental Educational Services

How many students are eligible to participate, and how many actually do so? What are the characteristics of participating students?

Although more than twice as many students were eligible to use the Title I school choice option in 2004-05 (5.2 million) compared with supplemental services (2.4 million), nearly ten times as many students actually participated in supplemental services (446,000 vs. 45,000). Student participation in the school choice option more than doubled from 2002-03 to 2004-05, while participation in supplemental services increased more than ten-fold. District expenditures on supplemental services were estimated at $192 million for 2003-04; spending on transportation for Title I school choice participants was estimated at $24 million.

In a sample of nine urban districts, students participating in the two choice options were more likely to be minority students and had below-average achievement, compared with other students in their districts. Supplemental services participants had lower achievement than eligible students who did not participate, while school choice participants' prior achievement levels did not differ significantly from the levels of all eligible students. School choice participants typically transferred from a school with below-average achievement for their district to a school with above-average achievement. Transferring students tended to choose schools that had lower concentrations of minority students than the schools that they left.

How and when do districts and schools inform parents of eligible children about the Title I school choice and supplemental services options?

Although nearly all districts required to offer school choice and supplemental services reported that they notified parents about these options, a survey of eligible parents in eight urban school districts found that many parents were unaware of these choice options. The quality of district notification letters varied considerably: some were easy to read and presented the options in a positive light, while others were confusing, discouraged use of the options, or were biased in favor of district-provided services. The timing of parental notification was often too late to enable parents to choose a new school before the start of the 2004-05 school year.

What are the characteristics of the supplemental services that students receive?

Most participating students received supplemental services from a private provider (59 percent), but school districts and public schools also served a substantial share of participants (40 percent). Based on a survey of supplemental service providers in 16 school districts, services were most often provided at the student's school and most commonly involved group instruction. Services were provided for an average of 57 hours per year in those districts, and students attended an average of 78 percent of the sessions. Maximum funding per student, as reported by districts, was $1,434 in 2004-05.

How are states monitoring and evaluating the effectiveness of supplemental service providers?

As of early 2005, most states were still working to develop monitoring processes and standards for evaluating provider effectiveness. To monitor providers, states most commonly said they would survey districts about provider effectiveness (25 states) and use providers' reports on student progress (18 states). To evaluate provider effectiveness, 17 states said they would examine student achievement on state assessments for participating students; only one state planned to use a matched control group.

VI. School Choice and Supplemental Educational Services

In Title I schools that have been identified as in need of improvement, NCLB provides parents with new options for their children, including the option to transfer to another public school or to receive supplemental educational services (most commonly, after-school tutoring). The school choice and supplemental services provisions are designed not only to improve educational opportunities for individual students, but also to provide an incentive for low-performing schools to improve.

Districts are required to offer students the option to transfer to another school in the first year that a school is identified for improvement; all students in the school are eligible for this option, and the district must provide transportation for participating students. Supplemental educational services are not required until an identified school misses AYP again (for a third time), and only low-income students in these schools are eligible to receive the services; the district is not required to provide transportation.*

States must develop criteria for approving supplemental service providers and must provide school districts with a list of available approved providers in their area. States also have the responsibility for monitoring the performance of participating providers.

Districts must notify parents of their school choice and supplemental service options and disseminate information about school performance and provider qualifications and effectiveness that parents need to make informed decisions. Each district that must offer these options must allocate an amount equal to 20 percent of its Title I, Part A allocation to provide supplemental services and transportation for students using the school choice option, unless a lesser amount is needed to satisfy all requests. In addition, each such district must make available, for each child receiving supplemental services, an amount equal to the district's Title I, Part A allocation per low-income student, unless the actual cost of such services is less than that amount.

Key Evaluation Questions for School Choice and Supplemental Educational Services

1. How many students are eligible to participate in the Title I school choice and supplemental services options, and how many actually do so? What are the characteristics of participating students?

2. How and when do districts and schools inform parents of eligible children about the Title I school choice and supplemental services options?

3. What are the characteristics of the supplemental services that students receive?

4. How are states monitoring and evaluating the effectiveness of supplemental service providers?

* The U.S. Department of Education entered into flexibility agreements with five states that allowed 16 districts in those states to switch the order of the school choice and supplemental services options; that is, these districts may offer supplemental services to schools in Year 1 of improvement status and defer offering school choice until a school is in Year 2 of improvement status. The states and districts receiving this flexibility are: Alaska (Anchorage), Delaware (New Castle Vocational and Technical School District), Indiana (Decatur Township, Monroe County, and Muncie), North Carolina (Burke County, Cumberland County, Durham County, Guilford County, Northampton County, Pitt County, and Robeson County), and Virginia (Alexandria City, Henry County, Newport News, and Stafford County).

A. Eligibility and Participation

The number of students eligible for the two Title I choice options rose considerably from 2003-04 to 2004-05. The number of students eligible for Title I school choice increased from 3.9 million to 5.2 million, while the number eligible for supplemental services increased from 1.4 million to 2.4 million.[190]

Although more students were eligible to participate in the Title I school choice option, a larger number actually participated in the supplemental educational services option. More than twice as many students were eligible to transfer to another school under the Title I choice option in 2004-05 (5.2 million) as were eligible to receive supplemental services (2.4 million). More students are eligible for the choice option because it applies to all identified schools and all students in those schools are eligible, whereas the supplemental services option only applies to identified schools that have missed AYP for a third year and only low-income students in those schools are eligible. Nevertheless, nearly 10 times as many students actually participated in the supplemental services option in 2004-05 (446,000) as participated in the school choice option (48,000) in that year (see Exhibit 51).[191]

Exhibit 51
Student Eligibility and Participation for
Title I School Choice and Supplemental Educational Services, 2004-05

	School Choice	Supplemental Services
Number eligible	5,201,000	2,397,000
Number participating	48,000	446,000
Percent participating	1%	19%

Exhibit reads: Over 5.2 million students were eligible for Title I school choice in 2004-05, while 2.4 million were eligible for supplemental services.

Source: Consolidated State Performance Reports (n=51 states).

Data from the National Household Education Survey indicate that 17 percent of public school students attend a school chosen by their families, indicating that the overall school choice participation rate is much higher than the participation rate for the Title I school choice option alone.[192] Similarly, after-school programs and other extended time programs are often available to provide academic enrichment or tutoring (see Exhibit 46).

Student participation rates varied widely across states and school districts. Based on state-reported data for 2004-05, participation rates in the school choice option ranged from 0 to 4 percent, while participation rates for supplemental services ranged from 0 to 46 percent. In districts that were required to offer the school choice option in 2004-05, nearly two-thirds (63 percent) reported that they had no students participating that year, while 22 percent reported participation of between 0.01 to 2.0 percent of eligible students, and 15 percent reported participation rates of more than 2.0 percent. In districts required to offer supplemental services in 2003-04, only 13 percent reported that they had no students participating; most reported participation rates of more than 5.0 percent (62 percent of affected districts), and 9 percent reported participation rates higher than 20.0 percent (see Exhibit 52).

Exhibit 52
Percentage of Districts Reporting Various Student Participation Rates for Title I School Choice and Supplemental Educational Services, 2003-04 and 2004-05

Percentage of Eligible Students Participating	Supplemental Services 2003-04 (n=79 districts)	School Choice 2003-04 (n=118 districts)	School Choice 2004-05 (n=151 districts)
None	13%	49%	63%
0.01% to 2.0%	24%	44%	22%
2.1% to 5.0%		4%	10%
5.1% to 10.0%	33%	3%	5%
10.1% to 20.0%	20%		
More than 20.0%	9%		

Exhibit reads: Thirteen percent of districts required to offer supplemental services in 2003-04 reported that none of their eligible students participated in this option.

Source: National Longitudinal Study of NCLB, District Survey.

Student participation in the supplemental services option increased more than seven-fold over the three-year period from 2002-03 to 2004-05, rising from 42,000 to 446,000 participants. During the same period, the number of students participating in the Title I school choice option more than doubled, rising from 18,000 to 48,000 participants (see Exhibit 53).

Exhibit 53
Number of Students Participating in Title I School Choice and Supplemental Services, 2002-03 to 2004-05

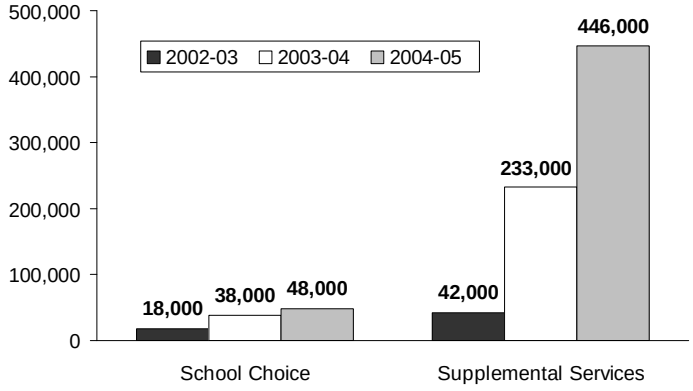


Exhibit reads: The number of students participating in Title I school choice rose from 18,000 in 2002-03 to 48,000 in 2004-05.

Sources: Study of Title I Accountability Systems and School Improvement Efforts (TASSIE), District Survey (2002-03); National Longitudinal Study of NCLB, District Survey (2003-04); Consolidated State Performance Reports (CSPR) (2004-05). School choice estimates are based on an n of 247 districts in 2002-03 and 109 districts in 2003-04, and on state-reported data from 51 states for 2004-05. Supplemental services estimates are based on an n of 90 districts in 2002-03 and 92 districts in 2003-04, and on state-reported data from 51 states for 2004-05.

It should be noted that these longitudinal comparisons of participation trends are based on three different data sources that use different samples and different methods. The NLS-NCLB and TASSIE studies collected data on participation in 2002-03 and 2003-04 from school districts, while the 2004-05 data are based on state reports. Although the most recent data are based on state reports for all schools and the earlier time points are based on nationally representative sample data, the CSPR state-reported estimates and the NLS-NCLB sample-based estimates provide similar estimates of the numbers of participating students in the most recent year for which data

from both sources are available (2003-04). However, because different data sources were used, the estimate of the size of the increase should be interpreted with caution.[193]

The number of schools where supplemental services were offered tripled from 2002-03 to 2003-04, while the number where Title I school choice was offered increased from 5,100 in 2002-03 to 6,200 in 2004-05 (see Exhibit 54). Title I school choice was offered in about 6,200 schools and 1,800 districts in 2004-05, and supplemental services were offered in 2,500 schools and 500 districts in 2003-04. Most districts required to offer supplemental services reported that they did offer such services (89 percent in 2003-04). Data on the number of schools offering supplemental services is available only through 2003-04 because the NLS-NCLB survey was administered in fall 2004 and the total number of supplemental services participants is usually not known until later in the school year (because students may begin supplemental services as late as the spring, whereas school choice transfers typically occur before or near the start of the school year).

Exhibit 54
Number of Schools Where Title I School Choice and Supplemental Services Were Offered, 2002-03 to 2004-05

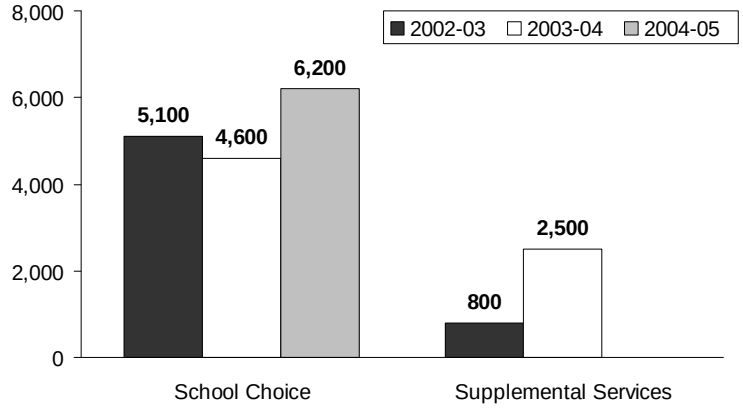


Exhibit reads: The number of schools where supplemental services were offered rose to 2,500 in 2003-04, while the number of schools where choice was offered grew to 6,200 in 2004-05.

Sources: Study of Title I Accountability Systems and School Improvement Efforts, District Survey (2002-03 and 2003-04); National Longitudinal Study of NCLB, Principal Survey (2004-05). School choice estimates were based on an n of 314 districts in 2002-03, 327 districts in 2003-04, and 308 schools in 2004-05. Supplemental services estimates were based on an n of 71 districts in 2002-03 and 206 districts in 2003-04.

Districts were required to offer school choice in 18 percent of all Title I schools and were required to offer supplemental services in 8 percent of Title I schools. The two options were more likely to be required in high-poverty Title I schools (37 percent and 18 percent, respectively), and were rarely required in low-poverty schools (5 percent and 2 percent, respectively).[194]

Most districts required to offer Title I school choice reported doing so at the elementary level but were less likely to do so in middle and high schools; however, most districts not offering school choice had no non-identified schools at the relevant grade level. Over two-thirds (70 percent) of districts with elementary schools identified for improvement reported that they were offering the school choice option at the elementary level, compared with 20 percent at the middle school level and 17 percent at the high school level (see Exhibit 55).[195] About two-thirds of districts required to offer school choice at the middle or high school levels had no non-identified schools at that grade level (which can occur when there is only one school per grade level, which is more common for middle and high schools, or when there are multiple schools but all have been identified for improvement).

Exhibit 55
Percentage of Districts Reporting That They Offered Title I School Choice, By School Grade Level, and Percentage of Students in Such Districts, Among Districts Required to Offer School Choice, 2004-05

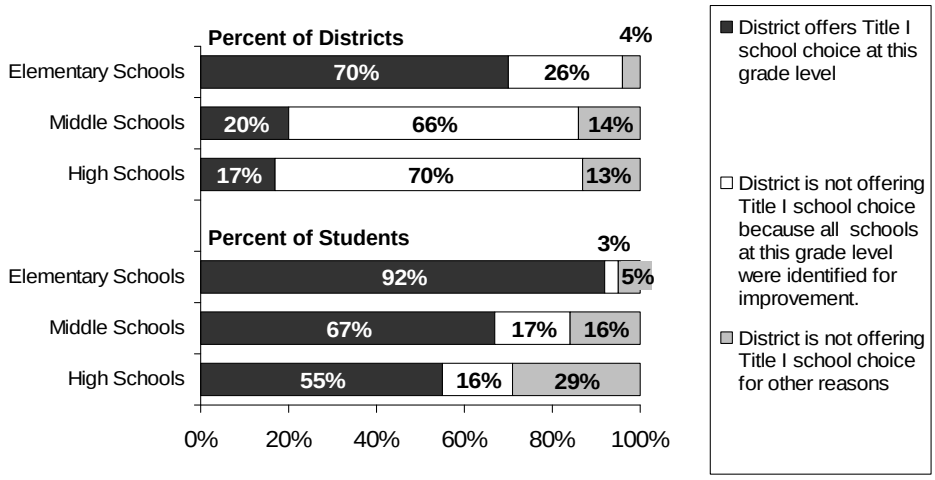


Exhibit reads: Among districts that were required to offer school choice at the elementary level, 70 percent reported that they were offering school choice; these districts accounted for 92 percent of all students in districts required to offer school choice at the elementary level.

Source: National Longitudinal Study of NCLB, District Survey (n=124 districts with identified elementary schools, 109 with identified middle schools, and 72 with identified high schools). Data on whether all of a district's schools at a particular grade level were identified for improvement are from the Study of State Implementation of Accountability and Teacher Quality Under NCLB.

Although few districts reported offering Title I school choice at the middle and high school levels, districts that did offer choice accounted for a majority of students in districts subject to the school choice provision (see Exhibit 55), suggesting that districts offering school choice tended to be large. Districts subject to the school choice requirement that had no non-identified schools available accounted for a much smaller percentage of students than of districts (for example, they represented 70 percent of districts required to offer choice at the high school level but only 16 percent of students in such districts), indicating that these districts tended to be small.

Nearly all districts required to offer supplemental services reported that there was at least one state-approved supplemental service provider available to serve their students. Ninety-two percent of such districts reported that they had one or more approved providers offering services in their district, and rural districts were just as likely as urban and suburban districts to say that at least one provider was available. The supply of approved providers has grown considerably since the early years of NCLB implementation. Nationwide, states reported approving a total of 3,168 supplemental service providers as of May 2006, more than three times as many as had been approved three years earlier, in May 2003, when the number was 997.[196]

District expenditures on supplemental services were estimated at $192 million for 2003-04; spending on transportation for Title I school choice participants was estimated at $24 million.

Characteristics of Participating Students in Nine Large Urban School Districts

The National Longitudinal Study of NCLB, in addition to surveying a nationally representative sample of districts and schools, included more intensive data collection from a sub-sample of nine large urban districts that focused on the Title I school choice and supplemental services options, including student-level demographic and achievement data as well as a survey of parents. The nine districts were selected based on availability of the necessary longitudinal individual student achievement data and sufficient numbers of students participating in the Title I school choice and supplemental services options, to enable sampling of approximately 100 parents in each district who had children participating in the Title I school choice option and an additional 100 parents with children receiving Title I supplemental services. (Additional information about the nine-district sample and how it was selected is provided in Appendix A.) The parent survey was ultimately conducted in eight of the nine districts because one district did not provide the information needed to draw the parent sample. Because the sample of eight to nine districts was not nationally representative, findings based on this sample cannot be generalized to the nation.

In the nine districts, African-American students had the highest participation rate of all racial and ethnic groups in Title I supplemental services and an above-average participation rate in Title I school choice. Among black students eligible for these two options, 16.9 percent participated in supplemental services and 0.9 percent participated in school choice. Hispanic students participated in supplemental services at a higher rate than white students (11.6 percent vs. 10.1 percent), but their participation rate for school choice was lower than the rate for white students (0.4 percent vs. 1.1 percent). Similarly, LEP students and students with disabilities had relatively high participation rates in supplemental services and relatively low participation rates in school choice (see Exhibit 56).[197]

Exhibit 56
Participation Rates for Title I School Choice and Supplemental Educational Services, By Student Subgroup, in Nine Large Urban School Districts, 2004-05*

	School Choice	Supplemental Services
White	1.1%	10.1%
Black	0.9%	16.9%
Hispanic	0.4%	11.6%
LEP	0.3%	13.1%
Students with disabilities**	0.4%	14.6%

Exhibit reads: In a sample of nine large urban school districts, 1.1 percent of eligible white students participated in the Title I school choice option.

* Data for one district are for 2003-04.
** Data for students with disabilities are based on seven districts.

Source: National Longitudinal Study of NCLB, Analysis of Title I Choice Options in Nine Urban Districts.

In the same nine districts, students participating in supplemental services had average prior year achievement levels that were lower than those for all eligible students, and students participating in the school choice option had similar prior achievement levels to all eligible students. For both choice options, eligible students had prior achievement levels that were about two-tenths of a standard deviation below the average for all students, in both reading and mathematics. For supplemental services, participating students had prior achievement that was 0.35 standard deviations below the average in reading and 0.31 below the average in mathematics (see Exhibit 57).[198]

Exhibit 57
Prior Year Achievement for Students Participating in Title I Choice Options, Compared With Eligible and Non-Eligible Students, In Nine Large Urban Districts, 2004-05

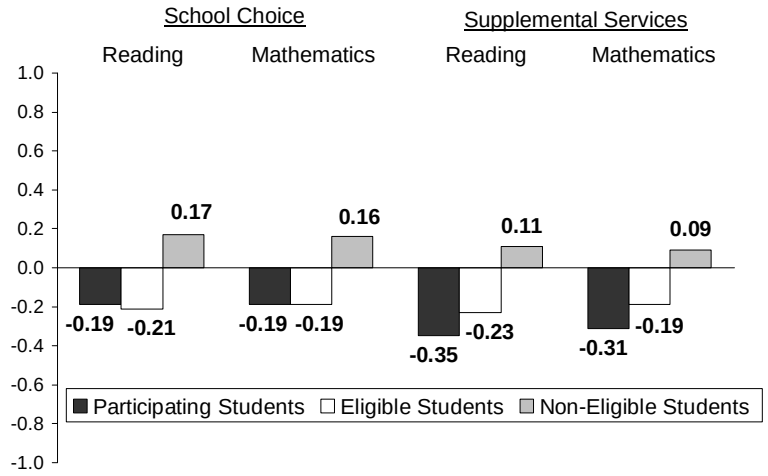


Exhibit reads: In a sample of nine urban districts, students participating in Title I school choice had prior reading achievement that was, on average, 0.19 standard deviations below the district average.

Note: Average achievement levels shown as z-scores, which have a mean of zero and a standard deviation of one.

Source: National Longitudinal Study of NCLB, Analysis of Title I Choice Options in Nine Urban Districts.

Those students who transferred to a new school under the school choice option, in the nine districts, typically transferred from a school with below-average achievement levels to a school with above-average achievement levels for their district. In reading, for example, the schools that choice participants left had an average achievement level that was 0.21 standard deviations below the district average, while the schools that they transferred into had an average achievement level that was 0.16 standard deviations above the district average. Patterns for mathematics were similar (see Exhibit 58).[199]

Exhibit 58
Title I School Choice: Characteristics of Schools That Participating Students Transferred Out of and Transferred Into, in Nine Large Urban Districts, 2004-05

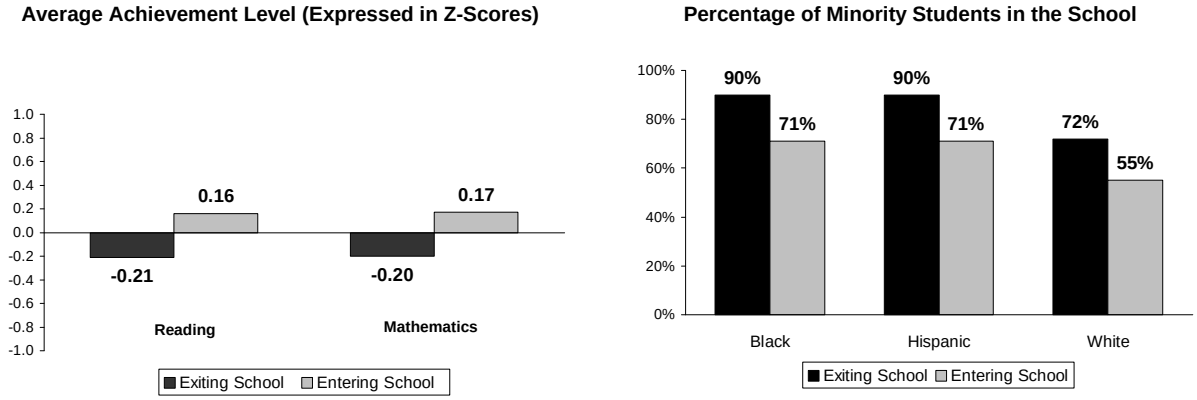


Exhibit reads: In a sample of nine urban districts, students who transferred to a new school under the school choice option typically transferred from a school with reading achievement that was 0.21 standard deviations below the district average and to a school that was 0.16 standard deviations above the district average. Black students left schools where minority enrollments were 90 percent, on average, and moved to schools that were 71 percent minority.

Source: National Longitudinal Study of NCLB, Analysis of Title I Choice Options in Nine Urban Districts.

Transferring students in the nine urban districts also tended to choose schools that had lower concentrations of minority students than the schools they left. Black students, for example, left schools where minority enrollments were 90 percent, on average, and moved to schools that were 71 percent minority. Both Hispanics and whites showed similar patterns (see Exhibit 58). Looking at the distribution of all races within the school, transferring students typically moved from schools with more minority isolation to schools that had more racial/ethnic integration.[200]

Elementary students in the nine urban districts were much more likely to participate in supplemental services than were eligible high school students. In these districts, the percentage of eligible students participating in supplemental services was 16 to 28 percent in grades 1-6, 12 to 13 percent in grades 7-8, and 2 to 4 percent in grades 9-12. The highest participation rates were in grades 2 through 5 (24 to 28 percent) (see Exhibit 59).[201]

Exhibit 59
Supplemental Services Participation Rates by Grade Level, In Nine Large Urban Districts, 2004-05

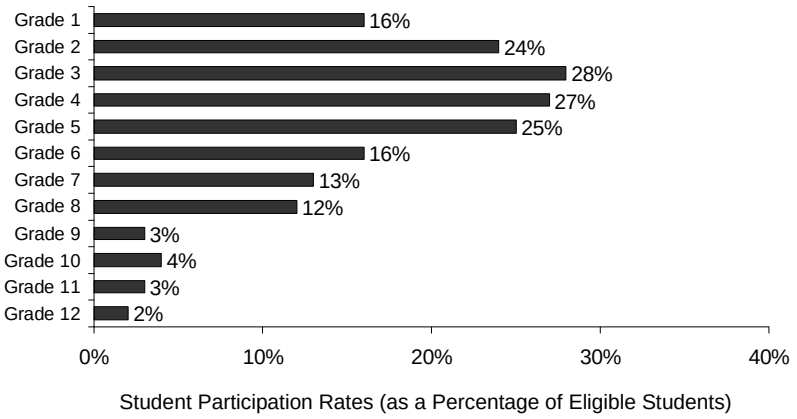


Exhibit reads: In a sample of nine urban districts, 16 percent of eligible 1st-grade students participated in Title I supplemental education services.

Note: Some of the nine districts did not report student eligibility and participation data for grades that were not tested. The above estimates are based on all nine districts for grades 3 through 8, but only five districts for grade 1, seven districts for grade 2, six districts for grade 9, four districts for grades 10 and 11, and three districts for grade 12.

Source: National Longitudinal Study of NCLB, Analysis of Title I Choice Options in Nine Urban Districts.

Parent survey results in eight urban districts indicate that the parents' main reasons for participating in either the school choice or supplemental services option was to better meet the educational needs of their child. Among parents who transferred their child to a new school, 52 percent thought the quality of teaching at the new school was better and 47 percent said the previous school was not meeting their child's needs. Similarly, among parents who chose to participate in supplemental services, 60 percent said it was because their child needed extra help, and 52 percent said their child's teacher thought the child should get this extra help (see Exhibit 60; complete data on parents' reasons for participating and not participating is provided in Appendix B, Exhibits B-20 through B-23).[202]

Among parents who were aware of their Title I choice options but chose not to participate, parents more commonly reported reasons of convenience rather than satisfaction with their child's current school or academic performance. Fewer than half of non-participating parents said that a reason for remaining in the current school was that they were satisfied with the quality of teaching at the school (47 percent) or that their child was getting good grades (47 percent). Similarly, only one-fourth (28 percent) of parents reported that they did not use supplemental services because their child did not need help. Most commonly, parents who did not use the school choice option said that one of the reasons was that the current school was easy to get to (75 percent). Among parents who did not use the supplemental services option, the most common reason given was that the tutoring was given at times that were not good for

their family (46 percent); relatively few said that it was because tutoring was not easy to get to (12 percent).[203]

Exhibit 60
Parents' Most Frequently-Reported Reasons For Choosing to Participate or Not Participate in Title I School Choice and Supplemental Services, In Eight Large Urban Districts, 2004-05

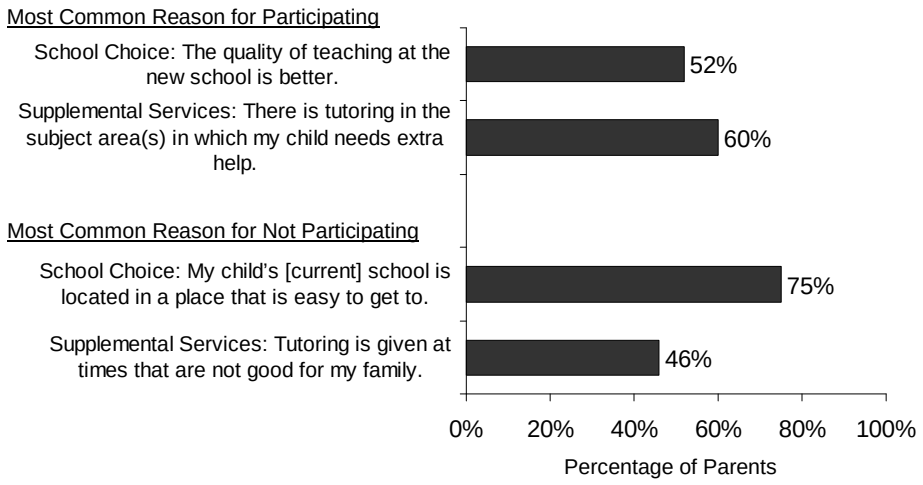


Exhibit reads: In a sample of eight urban districts, 52 percent of parents participating in the school choice option said the reason was that the quality of teaching at the new school was better. Among eligible parents who did not participate, 75 percent said the reason was that their child's school was located in a place that was easy to get to.

Source: National Longitudinal Study of NCLB, Parent Survey (n=52 to 356 parents; see Appendix Exhibits B-20 to B-23).

B. Parental Notification

Districts that were required to offer Title I school choice and supplemental services in identified schools most frequently reported notifying parents about their choice options through written notification materials (68 percent and 94 percent, respectively), but they also used other strategies to communicate with parents (see Exhibit 61). About half of the districts provided written notification in at least one language other than English. Other approaches included meetings with individual parents, notices in district or school newsletters or in public newspapers, and enrollment fairs or open houses. The percentage of students in districts using each notification strategy was always higher, sometimes considerably higher, than the percentage of districts using the strategy, indicating that large districts were more likely to use each type of notification strategy. For example, districts providing written notification in English enrolled 88 percent of the students in districts required to provide the school choice option, although they accounted for only 68 percent of such districts.

Exhibit 61
District Strategies for Communicating with Parents About Title I School Choice and Supplemental Services Options, 2004-05 [204]

	School Choice (n=156 districts)		Supplemental Services (n=109 districts)	
	Percent of districts	Percent of students	Percent of districts	Percent of students
Written notification in English	68%	88%	94%	94%
Written notification in language(s) other than English	47%	64%	53%	72%
Individual meetings with interested parents	52%	68%	78%	79%
Notices in district or school newsletters	40%	59%	64%	72%
Notices in public newspapers	26%	45%	23%	48%
Enrollment fairs or open houses to provide information about alternate schools and providers	19%	42%	51%	71%
Public service announcements	10%	32%	19%	41%
Working with a local community partner (e.g., Parent Information and Resource Center)	10%	20%	16%	40%
Other	12%	22%	26%	30%

Exhibit reads: Districts that were required to offer Title I school choice most frequently reported notifying parents about their choice options through written information in English (68 percent). Districts providing written notification in English enrolled 88 percent of all students in districts required to offer this choice option.

Source: National Longitudinal Study of NCLB, District Survey.

However, despite these communication efforts, a survey of eligible parents in eight urban school districts found that many were unaware of their Title I choice options and did not think they had been notified about them. Among parents with a child eligible for the Title I school choice option, only 27 percent said they had received notification about this option from the school district, while 53 percent of parents with a child eligible for supplemental services said they had been notified (see Exhibit 62). Even among parents whom the district had identified as having a child actually participating in Title I supplemental services, only 66 percent said they had been notified and 25 percent said they had not been notified about this option.[205]

Exhibit 62
District and Parent Reports on Notification About Title I School Choice and Supplemental Services Options, In Eight Large Urban Districts, 2004-05

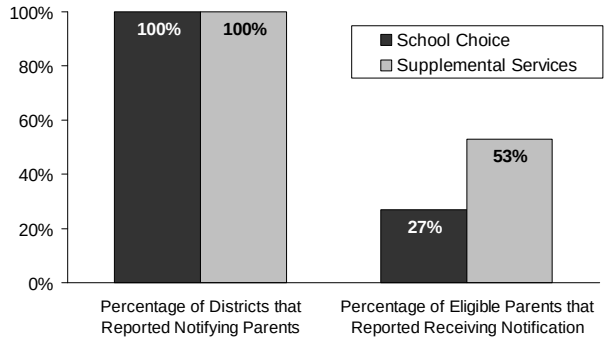


Exhibit reads: In a sample of eight urban districts, although all eight districts said they had notified eligible parents about the Title I school choice option (and provided copies of their parent notification letters), only 27 percent of eligible parents reported receiving this notification.

Source: National Longitudinal Study of NCLB, District and Parent Surveys (n= 8 districts, 932 parents eligible for the school choice option, and 779 parents eligible for the supplemental services option).

In addition, the timing of parental notification was often too late for parents to choose a new school before the start of the school year. Based on a nationally representative survey of districts, only 29 percent of affected districts notified parents about the school choice option before the beginning of the 2004-05 school year (see Exhibit 63). Another 21 percent notified parents at the beginning of the school year, which would have given parents very little time to make important decisions about which school their child should attend. The remaining 50 percent of districts notified parents after the school year had already started; in these districts, notification occurred, on average, five weeks after the start of the school year.[206] Districts that notified parents before the start of the school year accounted for 52 percent of the students in districts offering Title I school choice.

Exhibit 63
Timing of Parent Notification About Title I School Choice
As Reported by School Districts, 2004-05

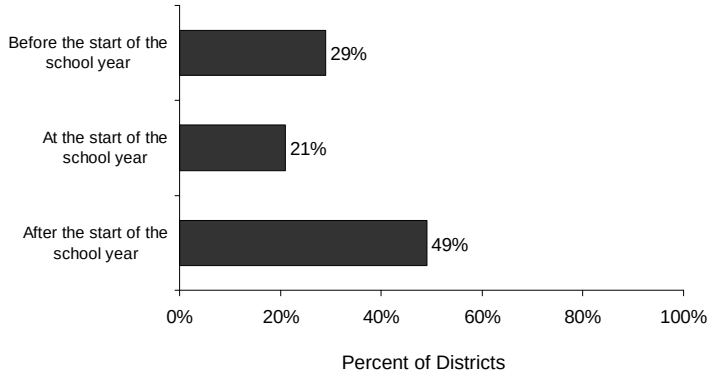


Exhibit reads: Twenty-nine percent of school districts required to offer Title I school choice reported notifying parents about this option before the start of the school year.

Source: National Longitudinal Study of NCLB, District Survey (n=181 districts).

One reason for the delay in notifying parents about their choice options may be that some states did not provide final determinations about schools' AYP and identification status until late in the summer or, in some cases, after the school year had begun. Seven states provided districts with preliminary school identification results before August, while 24 provided preliminary results in August, and 20 provided preliminary results later than August, often after school had already begun. Final results came even later. The timing of the release of state data was correlated with districts' timing in notifying parents about choice options. In the 34 states that notified districts about their schools' identification status before Labor Day (which is around the start of the school year in many states and districts), 58 percent of the districts reported notifying eligible parents about school choice options before the first day of school. In contrast, in the 21 states that released school identification data after Labor Day, only 20 percent of the districts notified eligible parents about school choice options before the first day of school.[207]

Districts that notified parents about the school choice option before the first day of school had higher participation rates than districts that notified parents on or after the first day of school. In districts where parents were notified about school choice options before the start of the school year,

2.9 percent of eligible students participated. In contrast, in the districts that did not notify eligible parents until after school started, the participation rate was only 0.2 percent. Similarly, a parent survey in eight urban school districts found that parents who chose to use the Title I school choice option were much more likely to report that they had been notified about this option prior to the start of the 2004-05 school year (62 percent) than were parents who had not exercised the school choice option (38 percent).[208]

The quality of district notification letters varied considerably: some were easy to read and presented the options in a positive light, while others were confusing, discouraged use of the options, or were biased in favor of district-provided services. A review of 21 notification letters about the school choice option and 20 letters about supplemental services found that many omitted key types of information. For example, fewer than half of the school choice notification letters identified the schools parents could choose or offered advice about how to choose the best school for the child. Similarly, fewer than half of the notification letters about supplemental services identified the available providers and only four described the providers' services or qualifications. Few letters were easy to understand; the average notification letter was written above the 11th grade reading level (as measured by the Flesch-Kincaid Grade Level indicator).[209]

One example of a clear and positive notification letter about supplemental services began, "Your child may be eligible to participate in a free tutorial program designed to improve his/her achievement in math and/or reading." However, some notification letters instead began with lengthy discussions of the law or were written in language that made it more difficult to perceive the potential benefits of the program. In particular, some notification letters about the school choice option attempted to discourage parents in a variety of ways, such as by stating that space in other schools was very limited, arguing that using the options would be harmful to the district's schools and students, or suggesting that participation would restrict the student from participation in after-school programs or result in future costs to the parent.

Teachers sometimes played a significant role in communicating with parents about the Title I choice options, particularly the supplemental services option. Among parents choosing to participate in one of these options in eight urban school districts, 10 percent of school choice participants said that a reason for transferring their child to a non-identified school was that the child's previous teacher thought he or she should move, and 52 percent of parents choosing supplemental services said that their child's teacher thought the child needed the extra help. In schools where students were eligible to receive supplemental services, 40 percent of teachers reported talking with parents about supplemental services. Among teachers who knew that some of their own students were eligible for the services, 59 percent said that they encouraged parents to apply, and 32 percent said that they advised parents on choosing a particular provider.[210]

C. Characteristics of Supplemental Services

Most participating students received supplemental services from a private provider, but school districts and public schools that had been approved as providers also served a substantial share of students. Private non-profit and for-profit organizations accounted for 86 percent of approved providers in May 2007, up from 60 percent of all providers in May 2003 (see Exhibit 64). School districts and public schools accounted for 11 percent of providers, down from 33 percent four years earlier. A growing number and percentage of faith-based organizations have obtained state approval, rising from 18 providers (2 percent of all providers) in May 2003 to 244 (8 percent) in May 2007.[211]

Exhibit 64
Number of State-Approved Supplemental Service Providers and Distribution by Provider Type, May 2003 to May 2007

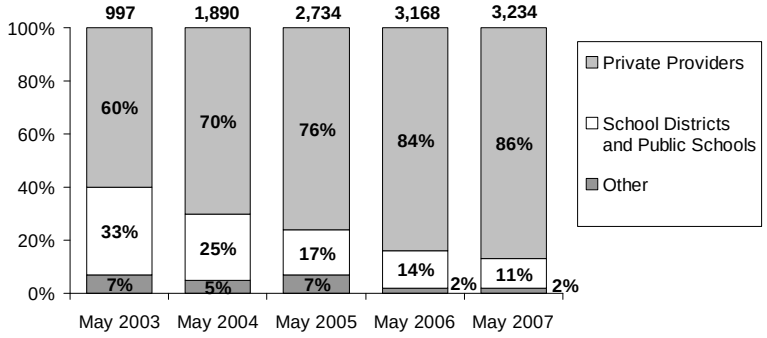


Exhibit reads: The number of supplemental service providers approved by states grew from 997 in May 2003 to 3,234 in May 2007, while the percentage that were private providers increased from 60 percent to 86 percent.

Sources: Policy and Program Studies Service review of State Educational Agency Web sites (n=51 states).

However, state approval does not guarantee that a provider will actually serve students. Based on the most recent available data on student participation in supplemental services, for 2003-04, faith-based providers served fewer than one-half of one percent of student participants in 2003-04, although they accounted for 6 percent of approved providers in May 2004 (see Exhibit 65). In contrast, the market share garnered by districts and public schools in that school year (40 percent of participating students) was much higher than their share of state-approved providers (25 percent) might suggest.[212]

Exhibit 65
Supplemental Service Providers: Share of Providers and Participants, by Provider Type, 2003-04

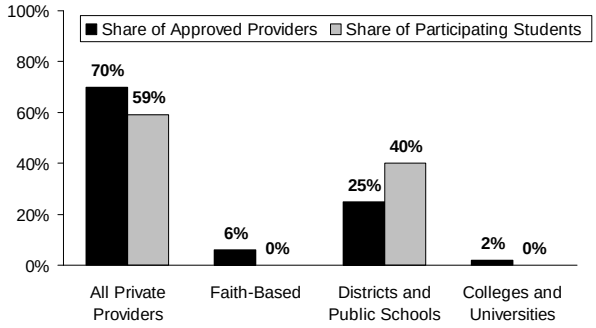


Exhibit reads: Private providers accounted for 70 percent of state-approved providers in May 2004 and 59 percent of participating students during the 2003-04 school year.

Sources: Policy and Program Studies Service review of State Educational Agency Web sites (May 2004); National Longitudinal Study of NCLB, Principal Survey (2003-04). Percentages of providers are based on data reported by 51 states. Percentages of participating students are based on an n of 74 districts.

Private providers served 59 percent of all participants in 2003-04; about one-third of participants were served by national for-profit companies (34 percent); while 12 percent were served by other for-profit companies and 13 percent by community-based organizations. Colleges and universities accounted for a small proportion of approved providers (2 percent) and an even smaller share of participants (less than 1 percent). Charter schools also served less than 1 percent of participants.[213]

Districts reported spending an average of $875 per participating student for supplemental services in 2003-04, about 30 percent less than the maximum per-child amount they reported allocating for such services in that year ($1,225). The maximum per-child amount reported by districts rose to an average of $1,434 in 2004-05 (data on actual spending in that year are not available). Total spending on Title I supplemental educational services was estimated to be $192 million in 2003-04.[214] This amount may have risen substantially in 2004-05, since participation in supplemental services increased by 47 percent in that year, rising from 233,000 students in 2003-04 to 343,000 students in 2004-05. If the per-pupil spending amount in 2004-05 was similar to 2003-04 per-pupil spending, then total spending on supplemental services would have been about $300 million in 2004-05, or about 2.5 percent of total district and school Title I expenditures. In districts that offered supplemental services, the percentage of Title I funds used for these services in 2003-04 was 2.0 percent in the median district; the average (mean) spending level was 3.2 percent.

District spending on Title I supplemental services did not vary significantly by district urbanicity or size.[215] In case studies of nine districts implementing supplemental services, the districts varied widely in the percent of the Title I, Part A, allocation that they opted to set aside for supplemental services: five districts reserved an amount equal to 15 percent or more of their Title I allocation, two districts reserved 10 percent, and the remaining two districts reserved only 2 to 6 percent.[216]

Based on a survey of supplemental service providers in 16 geographically diverse districts, provider reports indicated that participating students received an average of 57 hours per year in those districts,[217] which is less than half the amount of instructional time provided in the typical after-school program (134 hours). The providers reported an average of about five hours of services per week, similar to the amount reported by parents of participating students in a sample of eight urban districts. However, school districts tended to report a lower intensity of services than did the providers or parents. About half (51 percent) of districts said that participating students received one to two hours per week of services, and an additional one-third (35 percent) said students received three hours per week; 14 percent said students received four or more hours per week. Provider reports indicated that students attended, on average, 78 percent of the sessions.[218]

Among supplemental service providers in the sample of 16 districts, most reported offering instruction in both reading and mathematics at the elementary and middle school levels. Fewer providers reported offering services at the high school level or in other subjects. For example, 91 percent of providers offered reading instruction in grades K-5, compared with 49 percent that offered reading at the high school level. For mathematics, 84 percent offered services in grades K-5 and 46 percent in grades 9-12. Fewer than 20 percent reported offering services in science, social studies, or history at any grade level.[219]

Services were provided both through one-on-one tutoring and through group instruction. Over half of the providers said that students were often or always served one-on-one or in small groups (52 percent and 52 percent), while 34 percent said services were often or always provided in large groups. Twenty-nine percent said services were always one-on-one, while 17 percent said services were always in small groups and 13 percent said services were always in large groups.[220]

Although services were most often provided at the student's school, private providers have expressed concerns about access to school buildings. Sixty-one percent of providers in the 16 districts reported that services were always or often provided at the student's school. The local office of the provider and public buildings such as libraries or community centers were less common locations (26 percent and 19 percent, respectively). Eleven percent said services were always or often provided over the internet (including 8 percent who said services were always provided over the internet).[221] A separate survey of 216 supplemental service providers (also not nationally representative), conducted by the Education Industry Association, found that only one-fourth (24 percent) of for-profit providers surveyed, and 55 percent of non-profit providers, said that access to school buildings was "fair and reasonable." The same survey found that a sizeable minority of respondents (41 percent) indicated that they thought district providers had an unfair competitive advantage over private providers.[222]

District and providers reports about access to school buildings differed. Half of all school districts indicated that providers could use district facilities free of charge, and an additional 25 percent said providers could use district facilities for a fee. However, among providers in the 16 districts, only 17 percent said their contract with the district permitted them to use district facilities free of charge, and 40 percent said they were permitted to use district facilities for a fee.[223]

D. Monitoring and Evaluation of Supplemental Service Providers

States reported that they are working to develop and implement systems for monitoring the performance of supplemental service providers, but as of early 2005, 15 states had not established any monitoring processes and 21 states had not finalized their monitoring processes. The most common approaches states have implemented to monitor providers are surveying the districts about provider effectiveness (25 states) and using providers' reports on student progress (18 states). Fewer states reported conducting on-site evaluations (14 states) or having districts report student-level data to the state (9 states). Three states were maintaining databases of student-level achievement data to monitor provider effectiveness (Louisiana, Maryland, and New Jersey); four states were planning to do so (Colorado, Florida, Oklahoma, and Tennessee).[224]

As of early 2005, half of the states had not yet established any standards for evaluating provider effectiveness and none had finalized their evaluation standards. In states with evaluation standards, a variety of measures would be used. Seventeen states said they will evaluate provider effectiveness by examining student achievement on state assessments for participating students, although only one of these states planned to use a matched control group. Thirteen states planned to allow the use of provider-developed tests, and 10 states will use other measures, such as student grades, homework completion, or school- or teacher-administered tests. Seventeen states planned to measure parent or student satisfaction with the services.[225]

Under NCLB, the responsibility for monitoring and evaluating providers is given to states, although school districts may provide information to assist the state in this role. In addition, districts have the role of entering into written agreements with providers to serve individual children, and such agreements may lead districts to a kind of monitoring role. Concerns have been raised about the potential for a conflict of interest when the district engaged in overseeing private providers is itself an approved provider that may be competing with the private providers.[226]

Although the law assigns the responsibility for monitoring providers to states, not districts, a survey of supplemental service providers operating in 16 school districts found that the providers reported more frequent monitoring by districts than by states. For example, over half (51 percent) of the providers said that district staff observed supplemental service sessions at least a few times a year, compared with only 22 percent that experienced this frequency of observations by state staff (see Exhibit 66).[227] Similarly, the providers reported more frequent monitoring from districts than from states in a variety of other ways, including tracking of state achievement test scores of participating students; tracking of grades, grade promotion, and graduation rates; meeting with provider organizations to discuss implementation; and reviewing reports of student attendance rates.[228] These findings are consistent with the finding noted above that half of the states are monitoring providers by surveying districts about the providers' effectiveness.[229]

Exhibit 66
State and District Monitoring of Supplemental Service Providers: Percentage of Providers in 16 Districts That Reported That Various Types of Monitoring Occurred at Least a Few Times Per Year, 2004-05

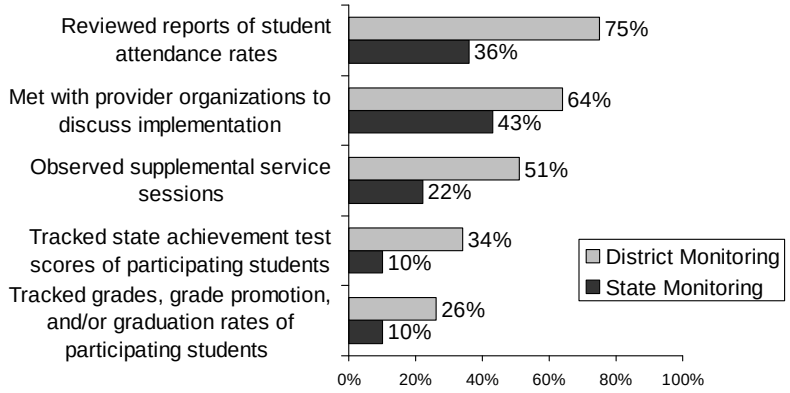


Exhibit reads: Based on a survey of supplemental service providers operating in 16 school districts, three-quarters (75 percent) of the providers said that district staff reviewed reports of student attendance rates at least a few times a year, while only 36 percent reported that state staff reviewed attendance reports this often.

Source: National Longitudinal Study of NCLB, Supplemental Service Provider Survey (n=85 to 95 providers).

Conclusions

NCLB requires Title I schools that have been identified for improvement to offer options for parents to transfer their children to another public school or to obtain supplemental educational services, most typically after-school tutoring. Although many more students are eligible to use the school choice option, the early experience with these provisions indicates that after-school tutoring is by far the more popular option. In the 2004-05 school year, nearly ten times as many students participated in the supplemental services option (446,000) as participated in the school choice option (45,000). Stated differently, only 1 percent of eligible students changed schools under the NCLB provision, and 19 percent of eligible students enrolled to receive supplemental services.

In a sample of nine large urban districts, students who were eligible for either of the two choice options were more likely to be minority students, to have limited English proficiency, and to have below-average achievement prior to participation. Students participating in the school choice option had similar prior achievement to all eligible students, while students participating in supplemental services had lower prior achievement than eligible non-participants. Teachers who knew some of their students were eligible often

encouraged parents to apply for supplemental services. Parent survey results in eight urban districts indicated that parents' main reasons for participating in these options were to better meet their child's educational needs. In contrast, parents who were aware of the options but chose not to participate more often cited reasons of convenience rather than satisfaction with their child's current school or academic performance.

Although most districts required to offer school choice and supplemental services said they used a variety of strategies to notify parents about these options, a survey of eligible parents in eight urban districts found that many parents were unaware of their options and did not think they had been notified. In addition, notification about the school choice option often occurred after the school year had already begun. Although some notification letters were parent-friendly, others were difficult to read and sometimes attempted to discourage parents from participating in choice options or were biased in favor of district-provided services.

As of early 2005, most states were still developing systems for monitoring and evaluating supplemental service providers. In many areas, districts played a direct role in monitoring providers, although the law assigns this responsibility to the states. State reports about their plans for evaluating provider effectiveness indicated that few were planning to use rigorous designs.

Key Findings on Teacher Quality and Professional Development

How have states implemented the requirements to define highly qualified teacher and develop a high objective uniform state standard of evaluation (HOUSSE)?

In all but two states, teachers may take exams to demonstrate their subject-matter competency to meet the NCLB highly qualified teacher requirement, frequently one of the Praxis II subject assessments (41 states). States varied considerably in the scores they require teachers to obtain to be certified to teach or to be deemed highly qualified under NCLB.

As of November 2006, all states allowed veteran teachers or a few special categories of teachers to demonstrate their subject-matter competency through a HOUSSE. The most common type of HOUSSE allowed teachers to earn highly qualified status by accumulating points for course-taking, experience, and other factors (41 states).

How many teachers meet the NCLB requirement to be highly qualified?

The large majority of teachers across the country have been designated by their states as highly qualified under NCLB. According to state-reported data for 50 states, 91 percent of classes were taught by highly qualified teachers in 2004-05. Principal and teacher reports provided somewhat lower estimates of the percentage of teachers who were highly qualified. For example, 74 percent of all teachers reported that they were considered highly qualified under NCLB, although 23 percent responded that they did not know if they were considered highly qualified.

What strategies are districts using to recruit and retain highly qualified teachers?

High-poverty and high-minority districts were more likely to report that competition with other districts was a barrier to attracting highly qualified teachers, and were also more likely to report using financial incentives and alternate certification routes in an effort to overcome these barriers. More than two-thirds of high-poverty and high-minority districts reported targeting recruitment efforts on hard-to-staff subjects such as science and mathematics, compared with one-third of all districts. Mentoring and coaching programs were widely-used strategies for retaining highly qualified teachers.

To what extent are teachers participating in professional development activities that are sustained, intensive, and focused on instruction?

Nearly all elementary and secondary teachers of reading and mathematics participated in some professional development that focused on strategies for teaching reading or math, but fewer than one-quarter participated in such training for more than 24 hours over the entire 2003-04 school year and summer.

How many paraprofessionals meet the NCLB qualification requirements?

According to principal reports, only 63 percent of Title I instructional aides were qualified under NCLB during the 2004-05 school year; for most of the remaining aides (26 percent), principals reported that they did not know their qualifications status. However, 87 percent of Title I instructional aides indicated that they had at least two years of college (or an associate's degree) or had passed a paraprofessional assessment.

VII. Teacher Quality and Professional Development

Ensuring that every child is taught by a teacher with strong content knowledge is one of the central goals of the No Child Left Behind Act. NCLB requires all teachers of core academic subjects to be highly qualified, which the law defines as having: (1) a bachelor's degree; (2) full state certification; and (3) demonstrated competency, as defined by the state, in each core academic subject that they teach. NCLB specifies the core academic subjects to be English, reading or language arts, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography.[230]

To demonstrate subject-matter competency, the law requires new elementary teachers to pass a rigorous state test; new secondary teachers must either pass a subject-matter test or have a college major (or coursework equivalent), advanced degree, or advanced certification in the subject(s) they plan to teach. For veteran teachers, the law allows each state to create its own high, objective, uniform state standard of evaluation (HOUSSE) to measure subject-matter competency.

New teachers were required to meet the highly qualified requirements by the end of the 2003-04 school year. Existing teachers were required to meet the requirements by the end of the 2005-06 school year; however, in October 2005 the Department announced that states making a good-faith effort to ensure that there was a highly qualified teacher in every classroom were invited to submit a revised state plan for accomplishing that goal by the end of the 2006-07 school year.[231] By July 2006, all states had submitted a revised plan.

NCLB makes professional development a key strategy for improving teachers' skills and effectiveness. Each district that receives Title I funds must spend at least 5 percent of its Title I allocation on professional development. The quality of that professional development will be critically important if it is to have the intended effects of improving instruction and student learning.

NCLB also increased the minimum qualification requirements for Title I-funded paraprofessionals who provide instructional services. Specifically, NCLB requires that aides providing instructional services must have at least two years of college or an associate's degree, or they must meet a rigorous standard of quality through a formal state or local assessment. All new Title I instructional aides must be qualified upon hire, and all existing Title I instructional aides must become qualified by the end of the 2005-06 school year.

Key Evaluation Questions for Teacher Quality and Professional Development

1. How have states implemented the requirements to define highly qualified teachers and develop a high objective uniform state standard of evaluation (HOUSSE)?

2. How many teachers meet the NCLB requirement to be highly qualified? How does this vary across states, schools, and types of teachers? What strategies are districts using to recruit and retain highly qualified teachers?

3. To what extent are teachers participating in professional development activities that are sustained, intensive, and focused on instruction?

4. How many paraprofessionals meet the NCLB qualification requirements? What are states, districts, and schools doing to help paraprofessionals meet these requirements?

A. State Implementation of Highly Qualified Teacher Requirements

While two of the NCLB teacher quality requirements are fixed (a bachelor's degree and full state certification), states have considerable latitude in the standards and procedures they may establish for teachers to demonstrate competency in the subjects they teach. States may consider a wide variety of measures of teacher qualifications, including college major or course-taking, professional development, years of teaching experience, scores in licensure examinations, and other factors. However, research on the impact of specific measures of teacher qualifications on student achievement has often found mixed results, and states must make decisions about how to implement the highly qualified teacher provisions without a strong evidentiary basis for many of the requirements they are likely to put in place.

By December 2004, all states had drafted criteria for the demonstration of subject-matter expertise under the NCLB highly qualified teacher requirement. For new teachers, states had decided which assessments to use to measure content knowledge, and for existing teachers (that is, those who were not new to the profession), states had either adopted a HOUSSE alternative or had decided not to offer such an alternative at that time. In addition, about half of the states (29) provided more specific definitions of which subjects are considered core academic subjects whose teachers must meet the highly qualified requirement. For example, six states provided more detail on the specific science fields for which teachers must meet the highly qualified requirement.[232]

To meet the requirement to test new teachers' content knowledge, most states used the Praxis II subject assessments developed by the Educational Testing Service (ETS). Based on an analysis of the ETS Web site and state Web sites in September 2006 and in early 2007, 42 states used one or more of the various Praxis II examinations, including 21 that used the Praxis II exams alone and 21 that used the Praxis II exams as well as other exams. Ten states did not use the Praxis II exams but used other exams, such as tests developed for use in specific states (e.g., the Massachusetts Test for Educator Licensure).[233]

States varied considerably in the qualifying scores they used on Praxis II subject assessments for initial teacher certification and for determining whether teachers are highly qualified under NCLB (see Exhibits 67 and B-25). States set different qualifying scores (often called cut scores or passing scores) for reasons involving each state's individual context and challenges; each state assembles a panel of experts that reviews the test and recommends a cut score to the state licensing board or state department of education.[234] As of September 2006, 31 of the 35 states that used the Praxis II Mathematics Content Knowledge exam set their cut scores below the national median and 10 states set theirs below the 25th percentile (ranging from the 14th to the 24th percentile).[235] In contrast, four states set the cut score above the national median, and one of those four states set its cut score at the 75th percentile.

Exhibit 67
State Cut Scores for Praxis II Assessment of Teacher Content Knowledge in Mathematics

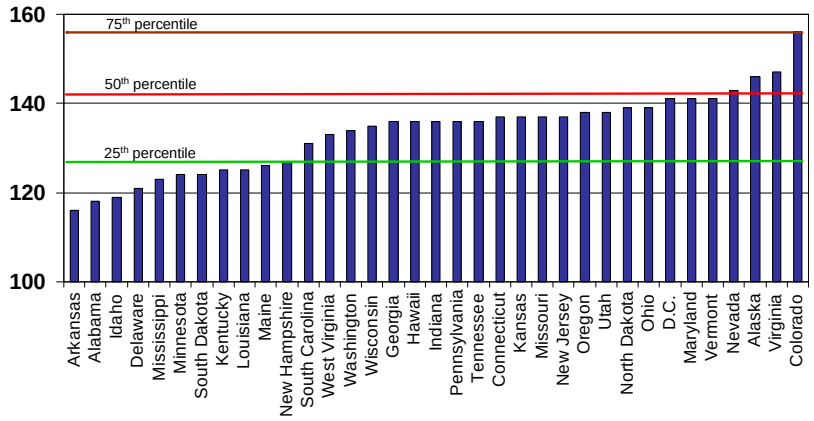


Exhibit reads: State-level cut scores on the Praxis II: Mathematics Content Knowledge assessment vary considerably; 10 states set their cut scores below the score that reflects the 25th percentile of all test takers between October 2001 and July 2004, while one state set its cut score at the 75th percentile.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=35 states).

As far as could be determined from extant sources (state Web sites and the ETS Web site), in late 2006 states were using the same cut scores for both highly qualified determinations and initial teacher certification requirements. Note that this analysis did not distinguish between the use of exams for teachers at different grade levels; in particular, states may vary in whether middle school teachers take a general elementary examination or a specific subject-matter examination.[236]

Many states have also revised the requirements for prospective high school teachers to earn their initial teaching certificate, by requiring them to pass a test of subject knowledge or to have a college major in their subject(s). The number of states that required prospective high school teachers to pass a test of subject knowledge increased from 29 states in 2000-01 to 42 states in 2005-06. In addition, the number of states that required a subject-area major for prospective high school teachers rose from 26 to 32 between 2000-01 and 2005-06.[237]

For veteran teachers, 52 states offered a HOUSSE option as of November 2006, but approximately 41 states were in the process of completely phasing out the use of HOUSSE or phasing out the use for all but three special categories of teachers.[238] For example, 11 states had phased out the use of HOUSSE for all veteran teachers and were only allowing it to be used by certain categories of teachers. Examples of the special categories of teachers who could still use HOUSSE in these states were special

education teachers who were teaching multiple subjects and who were highly qualified in language arts, mathematics, or science at the time of hire, and secondary school teachers teaching multiple subjects in eligible rural districts who were highly qualified in one subject at the time of hire. As of November 2006, approximately 30 additional states were phasing out the use of HOUSSE by all or most teachers.[239]

As of November 2006, the most common type of HOUSSE option allowed teachers to accumulate a state-determined number of points to earn a highly qualified status (see Exhibits 68 and B-26). Forty-one states offered a point system, including four states that offered a point system as one of several different HOUSSE options. Most states allowed points to be earned retroactively for such things as successful completion of certain college courses (38 states), other professional development (38), years of teaching experience (37), receiving teaching awards or honors (24 states), and publishing articles or making presentations at conferences (24 states). Four states (Florida, Georgia, Minnesota, and Oklahoma) allowed teachers to earn points for evidence of improved student achievement, and a fifth state (Tennessee) allowed evidence of improved student achievement to be used as one of their menu of options for meeting HOUSSE.[240]

Exhibit 68
Number of States Offering Various Types of HOUSSE Options for Determining Whether Veteran Teachers Are "Highly Qualified" Under NCLB, As of November 2006

	Number of States
Types of HOUSSE systems	
➢ Point system	41*
➢ Menu of options for demonstrating "highly qualified" status	11*
➢ Teacher performance evaluation	5
➢ Same as state teacher certification system	2
➢ Professional development log	1
Factors considered in HOUSSE point systems	
➢ Completion of specified college courses	38
➢ Professional development (other than college courses)	38
➢ Years of teaching experience	37
➢ Professional activities or service	30
➢ Receiving teaching awards or honors	24
➢ Publishing articles or making presentations at conferences	24
➢ Evidence of improved student achievement	4

Exhibit reads: Among the 52 states offering a HOUSSE option as of November 2006, 41 used a point system.

Notes: See Appendix B, Exhibit B-26 for a list of the individual states using each approach. Four states offered a point system as one option among a menu of options, so they are counted in both categories marked with an asterisk.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=52 states offering HOUSSE).

Twenty-two states allowed teachers to earn up to 50 percent of their HOUSSE points for a specified number of years of prior teaching experience in their subject areas. This is the maximum weight states are permitted to give to prior teaching experience under HOUSSE. Thirteen additional states allowed teachers to earn from 24 to 49 percent of points for number of prior years of teaching experience.

Alaska's point system is similar to those of many other states. Teachers in Alaska can achieve highly qualified status if they earn 100 points through the following activities and awards: performance review in content area (100 points for completion of two reviews with passing scores on each review); years of teaching in the content area (5 points per year of experience for maximum of 50 points); endorsement in teaching assignment (10 points); minor in content area (10 points); completion of graduate degree (10 points per degree); college coursework beyond a teacher preparation program (3 points per credit hour; education courses acceptable if content-driven methods courses); passing score on National Teachers Examination content area exam (5 points); fluency in another language (5 points); professional development related to teaching assignment (5 points per documented activity); service to the teaching profession and content area (5 points per documented service); awards including national grants, presentations, and publications relevant to content area (5 points for each activity).[241]

Eleven states developed HOUSSE procedures that allowed teachers to demonstrate subject knowledge by choosing from a list of possible activities (i.e., a menu of options) offered by the state and by meeting the criteria for the chosen activity. In four of these states, a point system was one of the options that teachers could choose. In Tennessee, for example, teachers could meet the HOUSSE requirement through one of three options: (1) completing a professional matrix that allowed teachers to accumulate points for a variety of activities and accomplishments related to their content area; (2) estimating the teacher's effect on student achievement on the Tennessee Value-Added Assessment System; or (3) completing the state's Framework for Evaluation and Professional Growth which involved observations of classroom performance, completion of a self-assessment by the teacher, and the creation of a professional growth plan.[242]

Five states used a performance evaluation as their HOUSSE option, but the approaches used for these evaluations varied across states. South Carolina's performance evaluation appeared to be extensive, taking place over the course of an entire semester. The evaluation assessed content knowledge, effective use of instructional strategies, and the monitoring of student performance. Two-member teams of highly qualified teachers conducted the evaluations. One of the five states (North Carolina) indicated that the teacher evaluation had to involve multiple factors that could include observation of classroom performance and other factors such as a review of transcripts, lesson plans, professional activities and other indicators of teacher expertise and performance. However, as long as the evaluation involved the review of multiple factors, it did not necessarily have to include observation of classroom performance.[243]

Two states—Montana and Wisconsin—used their current, initial teacher certification systems as their official HOUSSE options.[244] These states reported that their certification requirements already contained high standards for subject-area expertise.[245]

Finally, one state (Massachusetts) offered a HOUSSE that involved a log or record of professional development activities that a teacher had taken in his or her content areas. Teachers were required to accumulate 96 professional development points in their core content areas. Many of the Massachusetts Department of Education's professional development programs offered 1.5 professional development points per clock hour.[246]

B. Teachers' Highly Qualified Status

The large majority of teachers across the country have been designated as highly qualified under NCLB. According to state-reported data for 50 states, 91 percent of elementary and secondary classes were taught by highly qualified teachers in 2004-05, up from 87 percent in 2003-04 (see Exhibit 69). Most states (33) reported that the large majority (90 percent or more) of classes were taught by highly qualified teachers; only five states reported that this percentage was below 75 percent; and only Alaska and the District of Columbia reported that it was below 60 percent.

Exhibit 69
Percentage of Core Academic Classes Taught by Teachers Who Were Highly Qualified Under NCLB, as Reported by States, 2003-04 and 2004-05

	2003-04	2004-05		2003-04	2004-05
National Average	87	91			
Alabama	77	82	Montana	99	99
Alaska	13	34	Nebraska	91	95
Arizona	96	95	Nevada	64	68
Arkansas	--	85	New Hampshire	73	95
California	52	74	New Jersey	94	94
Colorado	91	94	New Mexico	67	78
Connecticut	99	99	New York	92	93
Delaware	73	--	North Carolina	85	88
District of Columbia	--	52	North Dakota	77	89
Florida	89	92	Ohio	93	93
Georgia	97	96	Oklahoma	98	99
Hawaii	73	85	Oregon	87	91
Idaho	97	98	Pennsylvania	97	98
Illinois	98	98	Puerto Rico	--	--
Indiana	96	95	Rhode Island	76	76
Iowa	94	95	South Carolina	77	87
Kansas	95	89	South Dakota	93	93
Kentucky	95	97	Tennessee	58	81
Louisiana	90	92	Texas	94	95
Maine	90	93	Utah	69	72
Maryland	67	75	Vermont	82	88
Massachusetts	94	93	Virginia	95	96
Michigan	92	92	Washington	99	99
Minnesota	99	98	West Virginia	96	96
Mississippi	93	93	Wisconsin	98	100
Missouri	96	97	Wyoming	99	94

Note: The national averages are based on 42 states in 2003-04 and 50 states in 2004-05 that reported both a numerator and a denominator for calculating the percentage of classes taught by highly qualified teachers.

Source: Consolidated State Performance Reports.

As noted above, all states submitted a revised state plan for accomplishing the goal of having all teachers highly qualified by the end of the 2006-07 school year, and a team of 31 peer reviewers measured the plans against a six-point protocol.[247] The Department, with input from these peer reviewers, determined that nine states had plans that sufficiently addressed the six criteria the peers used in their review but that four states did not sufficiently meet any of the criteria. These four states will have to submit new plans and must undergo auditing and monitoring of their teacher quality data. Thirty-nine states partially met the requirements, and they must revise their plans according to recommendations of the peer reviewers.

Compared with the state-reported data, principal and teacher reports provided somewhat lower estimates of the percentage of teachers who were highly qualified; however, principals and teachers often indicated they did not know teachers' highly qualified status. For example, 74 percent of regular classroom teachers* reported in 2004-05 that they were considered highly qualified under NCLB, while principals reported that 82 percent of elementary teachers were highly qualified and that 76 percent of secondary classes were taught by highly qualified teachers. However, 23 percent of classroom teachers responded that they did not know their highly qualified status, and principals often chose to skip a similar survey item, particularly for special education teachers and ESL and bilingual teachers, which may suggest that they too are often unsure about their teachers' status. A statistical analysis of the background characteristics of teachers who did not know their highly qualified status found that 92 percent of such teachers were very similar in their educational and professional qualifications to teachers who reported that they were indeed highly qualified.[249]

Middle school teachers and special education teachers were more likely to report that they were considered not highly qualified under NCLB than were elementary teachers or high school teachers. For example, although 6 percent of secondary English teachers reported in 2004-05 that they were not highly qualified (see Exhibit 70), middle school English teachers were twice as likely as high school English teachers to say they were not highly qualified (8 percent vs. 4 percent). Similarly, 12 percent of middle school mathematics teachers said they were not highly qualified, compared with 5 percent of high school mathematics teachers.[250] These findings are not surprising, since middle school teachers are less likely to have majors in English or mathematics than their high school counterparts. For example, in a 1999-2000 survey, only 28 percent of middle school mathematics

Exhibit 70
Percentage of Teachers Reporting That They Were Considered Highly Qualified Under NCLB, 2004-05

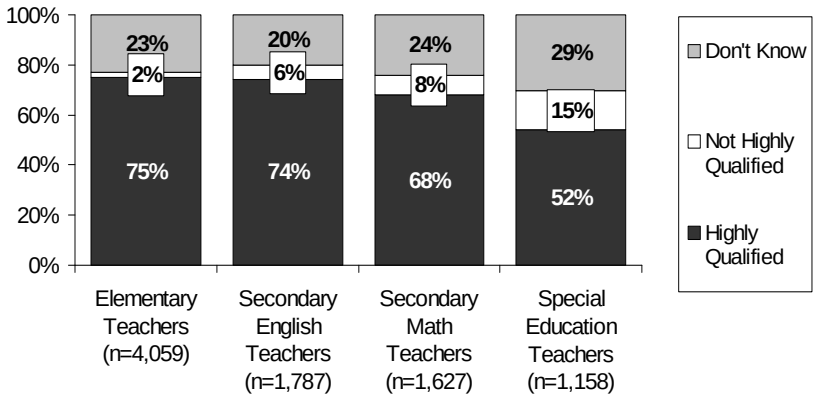


Exhibit reads: Seventy-five percent of elementary teachers reported that they were considered highly qualified under NCLB, while 2 percent said they were considered not highly qualified, and 23 percent said they did not know their highly qualified status.

Note: The percentages for "special education teachers" do not total 100 because special educators were offered a fourth response category: "do not need to meet highly qualified requirement." Four percent of special educators gave this response.

Source: National Longitudinal Study of NCLB, Teacher Survey.[248]

* Teacher survey data used in this report are from the National Longitudinal Study of NCLB, which is not representative of all teachers; rather, the study sampled elementary classroom teachers, secondary English teachers, and secondary math teachers. For simplicity, we use the term "teachers" to refer to these data. The study also surveyed a sample of special education teachers (both elementary and secondary), and data for these teachers are reported separately.

teachers reported that they had a major in mathematics, compared with 79 percent of high school mathematics teachers.[251] Few elementary teachers (2 percent) reported that they were not highly qualified. However, 15 percent of special education teachers said they were not highly qualified.[252]

Students in schools that were identified for improvement for 2004-05 were more likely to be taught by teachers who were not highly qualified under NCLB than were students in non-identified schools (see Exhibit 71). For example, 2 percent of elementary teachers in non-identified schools said they were considered not highly qualified, compared with 5 percent in schools that were in the first or second year of being identified for improvement, 8 percent in schools in corrective action, and 6 percent in schools in restructuring. At the secondary level, 15 percent of teachers in schools identified for restructuring said they were considered not highly qualified, as did 12 percent of teachers in schools in the first or second year of improvement status.[253]

Exhibit 71
Percentage of Teachers Reporting That They Were Considered Not Highly Qualified Under NCLB, By School Improvement Status, 2004-05

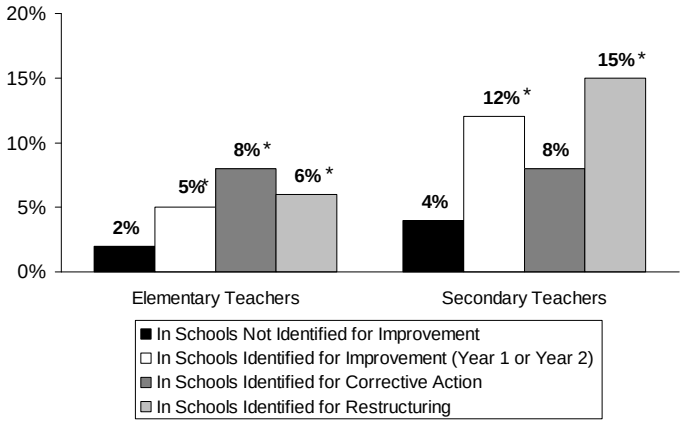


Exhibit reads: In schools that were not identified for improvement, 2 percent of elementary teachers reported that they were considered to be not highly qualified under NCLB.

* Indicates that percentage was significantly different from percentage for non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Teacher Survey (n= 4,051 elementary teachers and 3,218 secondary teachers).[254]

Teachers in schools with high concentrations of poor and minority students were somewhat more likely to report that they were considered not highly qualified under NCLB.[255] In high-poverty schools, 5 percent of elementary teachers and 12 percent of secondary teachers reported in 2004-05 that they were considered not highly qualified under NCLB, compared with 1 percent in low-poverty elementary schools and 3 percent in low-poverty secondary schools. In high-minority schools, 5 percent of elementary teachers reported that they were not highly qualified, as did 9 percent of secondary teachers.[256]

Even among teachers who said they were highly qualified under NCLB, those in high-poverty schools had less experience and were more likely to be teaching out-of-field compared with their peers in low-poverty schools. For example, 12 percent of highly qualified teachers in high-poverty schools had fewer than three years of teaching experience, compared with 5 percent of highly qualified teachers in low-poverty schools. Similarly, highly qualified secondary mathematics and English teachers in high-poverty schools were less likely to have a degree in the field that they teach. Specifically, mathematics teachers with a major in mathematics accounted for 34 percent of highly qualified mathematics teachers in high-poverty schools and 44 percent in low-poverty schools, while English teachers with a major in English accounted for 43 percent of highly qualified English teachers in high-poverty schools and 55 percent in low-poverty schools.[257]

Reasons for teachers being considered not highly qualified under NCLB differed by school grade level. Elementary teachers most commonly reported that the reason was lack of full certification, while secondary teachers were more likely to report that they had not demonstrated subject-matter competency (see Exhibit 72). About one-third (35 percent) of elementary teachers who said that they were not highly qualified reported that this was because they lacked full certification, compared with 16 percent of secondary English teachers and 19 percent of secondary mathematics teachers. Over half (59 percent) of secondary mathematics teachers who were not highly qualified indicated that lack of subject-matter competency in mathematics was the reason, while 18 percent of secondary English teachers who were not highly qualified indicated that lack of subject-matter competency in English was the reason.[258]

Exhibit 72
Reasons Why Teachers Were Considered Not Highly Qualified Under NCLB, 2004-05

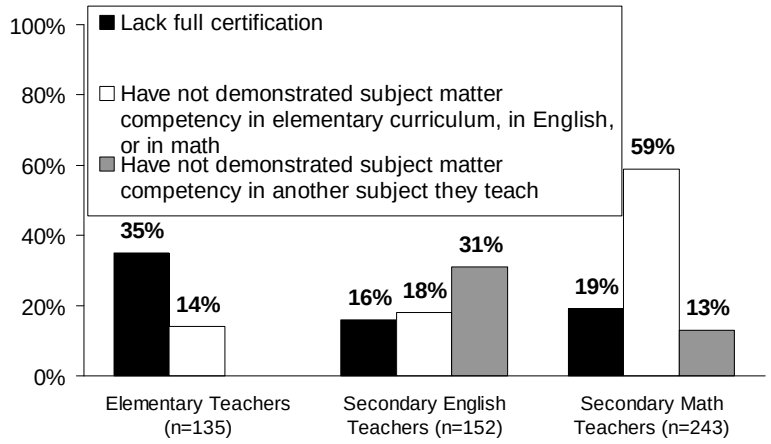


Exhibit reads: Thirty-five percent of elementary teachers who said they were considered not highly qualified under NCLB did not have full certification.

Note: Elementary teachers who reported that they were not highly qualified due to "lack of full certification" represented fewer than 1 percent of all elementary teachers nationally.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Teachers who reported that they had not met the NCLB highly qualified requirement also appeared less qualified on other measures; for example, they were more likely to lack a college major in the subjects they taught or to have fewer than three years of teaching experience (see Exhibit 73). Among secondary English teachers, 75 percent of those who reported that they were not highly qualified under NCLB did not have a major in English, compared with 46 percent of those who said they were highly qualified. Similarly, 18 percent of English teachers who were not highly qualified had fewer than 3 years of experience, compared with 7 percent of highly qualified English teachers.[259]

Exhibit 73
Percentage of Secondary Teachers Who Were Novice Teachers or Lacked a College Major in the Subject That They Teach, by Highly Qualified Status, 2004-05

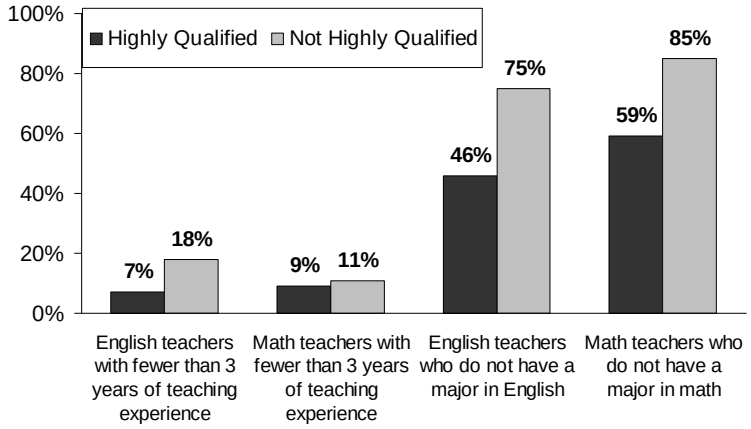


Exhibit reads: Secondary English teachers who said they were not highly qualified under NCLB were more likely to be novice teachers with fewer than three years of teaching experience (18 percent) than those who were considered highly qualified (7 percent).

Source: National Longitudinal Study of NCLB, Teacher Survey (n=1,075 to 1,255 for highly qualified teachers; n=138 to 152 for teachers who are not highly qualified).

Most teachers who said they were not highly qualified under NCLB said they were taking steps to increase their qualifications (or planned to do so). Forty-three percent said they intended to become certified or licensed in subjects that they teach, and others said they planned to demonstrate content expertise in their subject by taking a test (40 percent) or completing additional coursework equivalent to a college major (16 percent). One-third (32 percent) planned to obtain a master's or doctoral degree and 10 percent planned to complete a bachelor's degree. Few of these teachers said they were considering leaving the teaching profession (6 percent), although some said they would seek a change in teaching assignment (12 percent) or a change to a different school (7 percent).[260]

Many districts and schools reported that they did not notify parents about whether their child's teacher was highly qualified, as required under NCLB. High-poverty schools with teachers who did not meet the highly qualified requirement were much more likely to report having notified parents of the highly qualified status of their child's teacher (76 percent) than were low-poverty schools (31 percent).[261]

Strategies for Recruiting and Retaining Highly Qualified Teachers

Districts used a variety of strategies to recruit and retain highly qualified teachers. The most common recruitment strategy was creating partnerships with institutions of higher education, reported by 40 percent of districts in 2004-05, followed by streamlining the hiring process (35 percent). Fewer districts reported using financial incentives (23 percent) or alternate certification routes (20 percent) as recruitment strategies.[262]

Large and medium-sized districts were more likely to report that they had streamlined their hiring process, (69 and 66 percent, respectively, compared with 24 percent of small districts).[263] Prior research has found that some large urban districts have protracted and bureaucratic hiring systems that can discourage teacher applicants and may result in the most qualified applicants accepting jobs in other districts; case studies of two urban hard-to-staff districts found that 31 to 58 percent of teacher applicants withdrew from the hiring process, most commonly citing the late hiring timeline as a major reason for taking another job, and that these teachers had significantly higher grade point averages and were more likely to have a degree in their teaching field, compared with the actual new hires.[264]

When asked about their strategies for retaining highly qualified teachers, districts most commonly reported fostering collegial and supportive professional environments (82 percent) and providing mentoring or induction programs (69 percent). Half or more also reported the use of financial incentives (60 percent), instructional coaching or master teacher programs (50 percent), and special career enhancement opportunities (50 percent).[265]

High-poverty and high-minority districts were more likely to say that competition with other districts was a barrier to attracting highly qualified teachers, and were also more likely to report using incentives in an effort to overcome these barriers. Two-thirds (66 percent) of high-poverty districts said that competition with other districts was a moderate or major challenge to improving teacher qualifications, as did 77 percent of high-minority districts, compared with about one-fourth of low-poverty and low-minority districts (28 percent and 25 percent, respectively).[266] High-poverty and high-minority districts were more likely to report offering financial incentives and alternate certification routes as recruitment strategies and to use mentoring or induction programs and instructional coaching programs to retain their teachers (see Exhibit 74). For example, 29 percent of high-poverty districts and 75 percent of high-minority districts reported using financial incentives, compared with 18 percent of low-poverty

Exhibit 74
Percentage of Districts Using Certain Strategies to Recruit and Retain Highly Qualified Teachers, by School Poverty Level and Minority Concentration, 2004-05

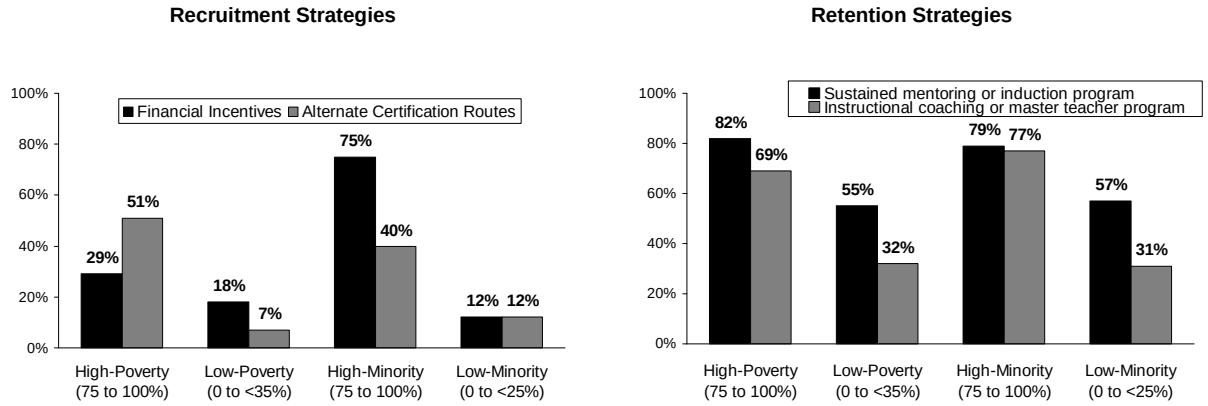


Exhibit reads: High-poverty districts were more likely to report using financial incentives to recruit highly qualified teachers (29 percent) than were low-poverty districts (18 percent).

Source: National Longitudinal Study of NCLB, District Survey (n=277 to 289).

districts and 12 percent of low-minority districts. High-poverty districts were the most likely to use alternate certification routes (51 percent). Mentoring and coaching programs were more widely used across a variety of districts. Mentoring or induction programs were used by 82 percent of high-poverty districts and 79 percent of high-minority districts, compared with 55 to 57 percent of low-poverty and low-minority districts. Instructional coaching or master teacher programs were used by over two-thirds of high-poverty and high-minority districts (69 percent and 77 percent, respectively), compared with about one-third of low-poverty and low-minority districts (32 percent).[267]

Two-thirds of high-poverty and high-minority districts reported targeting recruitment efforts on hard-to-staff subjects such as science and mathematics, compared with less than one-third of other districts. Sixty-seven percent of high-poverty districts reported that they targeted recruitment efforts on hard-to-staff subjects, compared with 29 percent of other districts; similarly, 66 percent of high-minority districts reported targeting hard-to-staff subjects, compared with 32 percent of other districts. High-minority districts were more likely to report that it was a major or moderate challenge to recruit qualified applicants in science (94 percent) and mathematics (93 percent), compared with 54 to 63 percent of low-minority districts. About half of the states (23) reported state-level efforts to recruit teachers for hard-to-staff subjects.[268]

Fewer than half of all districts and states reported focusing on attracting more qualified teachers to low-performing schools. Large districts and urban districts were more likely to report placing a major emphasis on increasing the proportion of highly qualified teachers in the district's lowest-performing schools (40 percent and 25 percent, respectively, compared with 8 percent of all districts). Twenty-one states reported using recruitment strategies intended to attract teachers to high-poverty, low-performing schools.[269]

C. Professional Development

Research indicates that professional development that places a strong emphasis on academic content, and on how students learn specific content, is associated with gains in student achievement.[270] Research also indicates that teachers reported that professional development enhanced their knowledge and skills when it was sustained and intensive; connected to state standards and to teachers' goals or other learning experiences; involve teams of teachers from the same grade levels, departments, or schools; and allow teachers to observe and practice the skills and techniques being introduced or to actively engage in conversations about teaching and learning.[271]

NCLB requires states to report the percentage of teachers who participated in high quality professional development, but the validity of these data is questionable. It is not clear that states have rigorous, consistent definitions of high quality or accurate mechanisms for collecting such data. In addition, 12 states did not submit these required data in their Consolidated State Performance Reports for the 2003-04 school year. Based on the 40 states that did report these data for 2003-04, the reported percentage of teachers participating in high-quality professional development varied widely. Seventeen states reported that 90 percent or more of their teachers had participated in high-quality professional development; 19 states reported a percentage between 61 and 90 percent, and four states reported that fewer than 50 percent of their teachers had participated in such professional development.

Because of concerns about the quality of the state-reported data in this area, the Department discontinued the collection of these data from states after the 2003-04 year. In place of collecting the data from states, the Department administers an annual survey of districts to collect data on the percentage of teachers participating in professional development overall and by type of professional development. The Department's district survey does not ask about the quality of the teachers' learning experiences.

Title I expenditures on professional development amounted to 8 percent of district and school Title I spending in 2004-05. Although this was higher than the 3 percent reported for 1997-98 by the Study of Education Resources and Federal Funding, we cannot conclude that spending on professional development has risen, because the definition of professional development was not comparable across the two studies. Specifically, the NLS-NCLB data for 2004-05 are based on a broader definition of professional development that includes the services provided by consultants, teacher specialists, literacy and math coaches, and mentoring teachers, as well as curriculum or instructional improvement staff, which were not included in the estimates produced by the previous study.

1. Content Focus and Intensity of Professional Development

Most teachers reported that they participated in some professional development that focused on instructional strategies for teaching reading or mathematics, but fewer than one-quarter of teachers participated in such training for more than 24 hours over the 2003-04 school year and summer (see Exhibit 75). For example, 90 percent of elementary teachers participated in at least one hour of professional development focused on instructional strategies for teaching reading, but only 20 percent participated for more than 24 hours over the 2003-04 school year and summer.[272]

Exhibit 75
Percentage of Teachers Participating in Professional Development Focused on Instructional Strategies for Reading and Mathematics, 2003-04

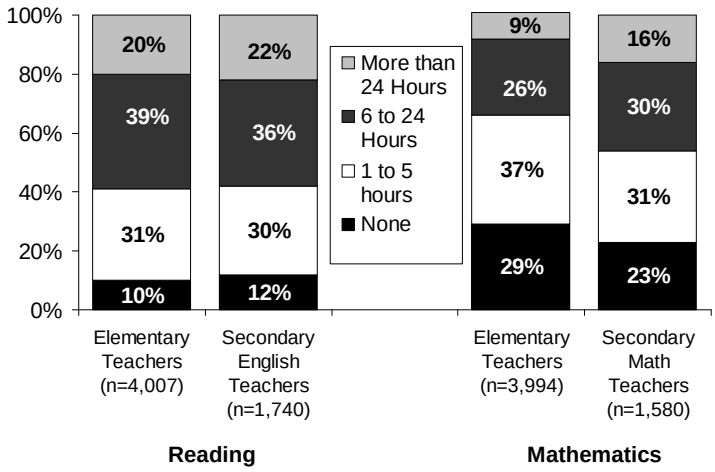


Exhibit reads: Twenty percent of elementary teachers reported that they received more than 24 hours of professional development focused on instructional strategies for teaching reading during the 2003-04 school year.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Although there is no hard evidence on the minimum number of contact hours or duration necessary for professional development to have an impact on teaching practice and student achievement, researchers argue that professional development is more likely to have an impact if it involves many contact hours over a long time period.[273] For example, in the Closing the Reading Gap study of reading interventions that is presented in Volume II of this report, teachers participating in the interventions received an average of 70 hours of training in the intervention over the course of the school year, including an initial week of intensive introduction to the program, an additional 24 hours during a seven-week period at the beginning of the year when teachers practiced their assigned method with students in their schools, and about 14 hours of supervision during the intervention phase. These interventions were found to be effective in raising reading achievement for 3rd-grade students (but not 5th-graders); it is not known whether the interventions would have been equally effective with a smaller amount of teacher training.[274]

Teachers were unlikely to report that they participated in professional development focused on in-depth study of reading and mathematics for more than 24 hours over the 2003-04 school year (see Exhibit 76). Only 13 percent of elementary teachers and 16 percent of secondary English teachers participated in this type of professional development. In addition, about half of all general elementary teachers (51 percent) and secondary mathematics teachers (49 percent) did not participate in any professional development focused on the in-depth study of mathematics during the 2003-04 school year and summer.[275]

Exhibit 76
Percentage of Teachers Participating in Professional Development Focused on In-Depth Study of Topics in Reading and Mathematics, 2003-04

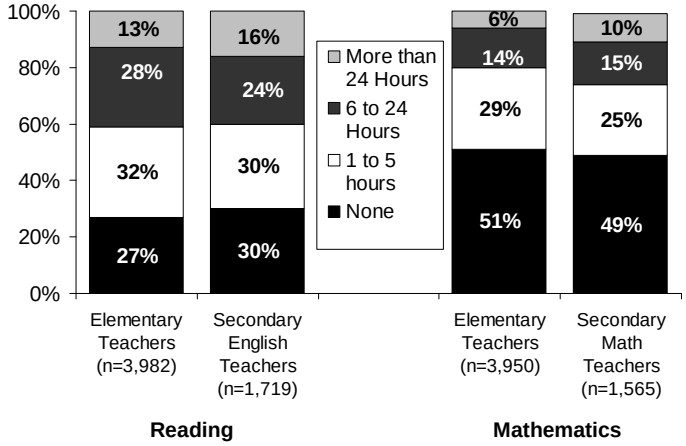


Exhibit reads: Thirteen percent of elementary teachers reported that they received more than 24 hours of professional development focused on in-depth study of reading topics during the 2003-04 school year.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Special education teachers were less likely than general education teachers to report that they participated in professional development focused on reading and mathematics. For example, while 71 percent of general education teachers received training on instructional strategies for teaching mathematics during the 2003-04 school year, only 48 percent of special education teachers received such training. However, 88 percent of special educators participated in professional development focused on strategies for teaching students with disabilities, while only 50 percent of general elementary teachers participated in such training.[276]

Teachers in high-poverty schools were more likely to report that they participated in professional development focused on reading and mathematics than were teachers in low-poverty schools. For example, elementary teachers in high-poverty schools (49 percent) were more likely than their counterparts in low-poverty schools (36 percent) to participate in professional development focused on the in-depth study of topics in reading during the 2003-04 school year. Likewise, 49 percent of secondary English teachers in high-poverty schools reported participating in professional development focused on in-depth study of topics in reading or English, compared with 36 percent of their colleagues in low-poverty schools.[277]

2. Other Characteristics of Teachers' Professional Development

The majority of teachers (66 percent) reported that their professional development activities during the 2003-04 school year were often designed to support state or district standards or assessments. In addition, more than two-thirds of teachers reported that at least some of their professional development was based explicitly on what they had learned in earlier professional development experiences. However, only 17 percent of these teachers said that this was often the case.[278]

Eighty percent of teachers reported that they participated in some professional development with other teachers from their school. Elementary teachers (89 percent) and secondary English teachers (90 percent) were more likely to participate in some professional development with other teachers from their same schools, departments, or grade levels than were their peers who teach secondary mathematics (83 percent) or special education (78 percent).[279]

Over sixty percent of teachers reported that they participated in some professional development that provided opportunities for active learning during the 2003-04 school year. For example, 66 percent of elementary teachers and 67 percent of special education teachers reported that they participated in at least some professional development that provided them with the opportunity to practice what they had learned and receive feedback; more than half of secondary English and mathematics teachers participated in training that involved this kind of activity. In addition, 60 percent of general education teachers and 49 percent of special education teachers reported that they reviewed student work or scored assessments as part of some of their 2003-04 professional development activities.[280]

3. Professional Development for Teachers Who Are Not Highly Qualified

Over two-thirds of school principals reported that their school provided teachers who were not highly qualified with increased amounts of content-focused professional development, but teacher reports disagree. Sixty-nine percent of principals reported providing additional professional development to teachers who were not highly qualified; this strategy was more commonly reported by principals in high-poverty and high-minority schools. However, teachers who said they were not highly qualified under NCLB were no more likely to report that they participated in content-focused professional development than were highly qualified teachers.[281]

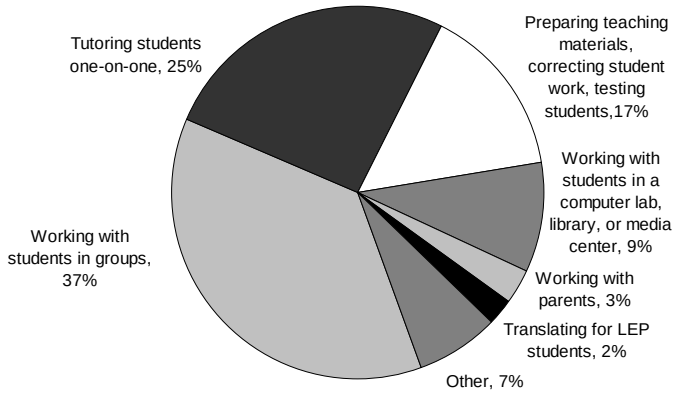
Elementary teachers who said they were not highly qualified under NCLB were more likely to report participating in a sustained mentoring or new-teacher induction program (47 percent, compared with 26 percent of highly qualified elementary teachers) during the 2003-04 school year. However, no significant differences were found for secondary teachers or for other types of support, such as peer coaching or release time for course preparation or college courses.[282]

D. Qualifications of Title I Paraprofessionals

Paraprofessionals account for more than one-third of Title I-funded instructional staff members, and they spend nearly two-thirds of their time tutoring students one-on-one or working with students in groups.[283] Due to concerns about the quality of the instructional support provided by these staff members, NCLB strengthened requirements for their qualifications. To be considered qualified, Title I instructional aides must have passed a state-endorsed or state-required paraprofessional assessment or must have either two years of college or an associate's degree.

The most common activities reported by Title I instructional aides were working with students in groups (87 percent of aides) and tutoring students one-on-one (77 percent); on average these aides reported spending about 62 percent of their time on these two activities in 2004-05 (see Exhibit 77). About one-fifth (19 percent) of instructional aides reported communicating or meeting with parents, and 11 percent said they translated for LEP students, but these activities accounted for a relatively small proportion of aides' time (3 percent and 2 percent, respectively). Other activities included preparing teaching materials, correcting student work, and testing students (17 percent of aides' time) and working with students in a computer lab, library or media center (9 percent).[284]

Exhibit 77
How Title I Instructional Paraprofessionals Reported Spending Their Time, 2004-05



Distribution of Daily Hours Worked, by Activity, as Reported by Paraprofessionals

Exhibit reads: The amount of time that Title I instructional paraprofessionals reported spending each day on tutoring students one-on-one accounted for 25 percent of time they spent on all work activities.

Note: Although these work categories were intended to be mutually exclusive, it is possible that paraprofessionals may have counted some of their work time in more than one category. On average, paraprofessionals reported a total of 8.1 hours per day across all of these activities.

Source: National Longitudinal Study of NCLB, Paraprofessional Survey (n=828).

The most commonly-used assessment for measuring paraprofessional qualifications is the Parapro assessment developed and administered by the Educational Testing Service. Two-thirds of the states (34) used the Parapro assessment, and these states have set similar passing scores that paraprofessionals must achieve to be considered qualified. The state-specified passing scores ranged from 455 to 467, which is much narrower than the range in teacher passing scores discussed earlier in this chapter.[285]

According to principal reports, 63 percent of Title I instructional aides had been identified as qualified under NCLB as of the 2004-05 school year, and 11 percent were not qualified.[286] For the remaining 26 percent of Title I aides, principals either indicated that they did not know the aides' status or skipped the question entirely. (By the end of the 2005-06 school year, all Title I instructional aides must be qualified as defined in NCLB.) A survey of the aides themselves suggested that a higher percentage may meet the NCLB requirement when final determinations are made; 87 percent of Title I instructional aides indicated that they either had passed a state or district paraprofessional assessment (55 percent) or had two years of college or an associate's degree (56 percent). However, paraprofessionals in high-poverty and medium-poverty schools were less likely to have two years of college or an associate's degree (53 percent and 45 percent, respectively, compared with 80 percent in low-poverty schools).[287]

Among Title I instructional aides who said they were not qualified under NCLB, 30 percent reported "not enough money or funding to become qualified" as a major challenge and 21 percent reported "not enough time to get qualified." Other major challenges reported by aides were insufficient encouragement from school and district (17 percent), difficulty of the test (13 percent), and insufficient information about what they needed to do (8 percent).[288]

The majority of states, districts, and schools reported using one or more strategies to help Title I aides comply with the NCLB "qualified" requirements. For states, the most common strategy was working with local colleges and universities to design needed courses or offering evening and weekend courses to Title I aides (19 states); 11 states offered funding for course tuition. Similarly, 69 percent of principals reported that their district or school was providing non-qualified paraprofessionals with training related to their classroom duties. Test preparation courses were another common strategy. Eleven states offered test preparation courses for aides wishing to take the state competency exam, and six states offered to pay the state test fee for interested aides. Over half of districts (59 percent) provided test preparation resources for paraprofessionals who were not qualified or were seeking certification. Other strategies reported by principals included the creation of school liaisons to work with paraprofessionals on their qualifications (39 percent) and providing incentives for paraprofessionals to increase their qualifications and become qualified under NCLB (38 percent).[289]

However, assistance and support for paraprofessionals appeared to be equally available to qualified and non-qualified paraprofessionals. In 2004-05, both types of aides were equally likely to report receiving professional development and training (77 percent of all Title I instructional aides), taking college courses (25 percent), receiving money for college courses (10 percent), and receiving release time to participate in coursework (10 percent).[290]

A small percentage of principals reported reassigning or dismissing paraprofessionals who were not qualified (7 percent of principals reported taking each of these two actions).[291]

Title I districts and schools have decreased their reliance on Title I paraprofessionals in recent years, both in absolute numbers and as a proportion of the Title I workforce. The share of Title I-funded school staff who were aides declined from 47 percent in 1997-98 to 32 percent in 2004-05, while teachers rose from 45 percent to 55 percent of Title I staff during the same period. The total number of Title I aides declined from about 68,700 in 1997-98 to 62,000 in 2004-05, while the number of Title I teachers rose from 66,000 to 98,200 and the total number of Title I staff rose from 145,600 to 179,500. The percentage increase in the number of teachers (49 percent) was similar to the inflation-adjusted increase in Title I appropriations during this period (46 percent); the increase in the total number of Title I staff was 23 percent.[292]

Conclusions

Due to concern that too many teachers, particularly those in low-performing schools, had not met state certification requirements or lacked expertise in the subjects they were teaching, NCLB requires that all teachers be highly qualified by 2005-06 (with an extension to 2006-07). Although most states were well on the way to meeting the law's requirements, we do not have evidence about whether the qualifications of the teaching workforce has actually changed.

States varied considerably in the criteria they have established for teachers to demonstrate subject matter expertise under the highly qualified teacher requirement. For new teachers, states set widely varying cut scores on the Praxis assessments that most states use to meet this requirement. For example, of the 35 states that used the Praxis II Mathematics Content Knowledge exam, as of September 2006, 31 set their cut scores below the national median and four states set cut scores above the national median; 10 states set cut scores below the 25th percentile and one state set its cut score at the 75th percentile.

States also varied in their approaches to implementing the HOUSSE option for veteran teachers. Most states used point systems for their HOUSSE system and allowed points to be earned for completion of college courses, published articles, and teaching awards or honors, but close to half of the states allowed a

substantial percentage of the required points to be earned for prior teaching experience, while four states recognized improved student achievement through their point systems. In late 2006, about 41 states were in the process of phasing out the use of HOUSSE for all teachers or for all but a few, special categories of teachers.

The large majority of teachers (91 percent) have been designated as highly qualified according to state-reported data for 2004-05. However, teachers in schools with high concentrations of low-income students or minority students were more likely to be considered not highly qualified under NCLB. In addition, almost one-fourth of teachers surveyed said they did not know their highly qualified status.

Professional development has been and remains a key strategy for improving teacher effectiveness. Most teachers reported receiving some professional development in reading and math, but a relatively small proportion participated in such training for an extended period of time. For example, only 20 percent of elementary school teachers reported receiving more than 24 hours of training in reading instruction in 2003-04. Teachers were less likely to receive training in instructional strategies for teaching mathematics or in-depth study of topics in reading or mathematics. Special education teachers were less likely than general education teachers to receive training focused on reading and mathematics. Classroom teachers in high-poverty schools received more training in both reading and mathematics than teachers in low-poverty schools.

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Appendices

Appendix A: Description of Major Data Sources Used in This Report

National Longitudinal Study of NCLB (NLS-NCLB)

Purpose

The National Longitudinal Study of No Child Left Behind (NLS-NCLB), which is Congressionally-mandated under Section 1501(c) of the Elementary and Secondary Education Act, is examining the implementation of No Child Left Behind Act provisions concerning accountability, teacher quality; Title I school choice and supplemental services, and targeting and resource allocation. The study is surveying districts, principals, teachers, and Title I paraprofessionals in a nationally representative sample of schools and districts in the 2004-05 and 2006-07 school years. The study also includes surveys of parents and supplemental service providers in a small subsample of districts in both years, collection of targeting and resource allocation data from all 300 districts in 2004-05 only, and analysis of student-level state assessment data in a small number of states and districts.

The NLS-NCLB study is being conducted by the RAND Corporation in collaboration with the American Institutes for Research and the National Opinion Research Center.

Sample Design

The nationally representative sample includes 300 districts and 1,483 schools within those districts, including both Title I and non-Title I schools. To ensure sufficient sample sizes of schools identified for improvement under Title I, the study oversampled high-poverty districts and schools, as well as oversampling Title I schools. The distribution of sample schools by grade level is similar to the distribution of all schools. The original sample included 1,502 schools, but 19 were determined to be out of scope and the net sample was 1,483 schools.

Exhibit A.1
Characteristics of NLS-NCLB District and School Sample, Compared with the Universe of Districts and Schools

	Sample		Universe	
	Number	Percent	Number	Percent
Districts, by Poverty Quartile (Census poverty)	**300**		**14,972**	
Highest poverty quartile	163	54%	3,743	25%
Second highest poverty quartile	41	14%	3,743	25%
Second lowest poverty quartile	50	17%	3,743	25%
Lowest poverty quartile	46	15%	3,743	25%
Schools, By Poverty Level	**1,502**		**83,298**	
75-100% eligible for free or reduced price lunch	596	40%	11,282	13%
50-74% eligible for free or reduced price lunch	363	24%	15,461	19%
35-49% eligible for free or reduced price lunch	106	7%	12,844	15%
<35% eligible for free or reduced price lunch	291	19%	33,884	41%
Missing	146	10%	9,827	12%
Schools, by Title I Status	**1,502**		**83,298**	
Title I	1,163	77%	46,048	55%
Non Title I	259	17%	31,312	38%
Missing	80	5%	5,938	7%
Schools, by Grade Level	**1,502**		**83,298**	
Elementary	906	60%	50,597	61%
Middle	298	20%	15,700	19%
High	298	20%	17,001	20%

District poverty quartiles were based on Census Bureau estimates of the number of school-age children and poor children living in each district (2002 Small Area Income and Poverty Estimates). The poverty quartiles were created by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contain 25 percent of the school-age children. School poverty levels were based on the percentage of students eligible for free or reduced-price lunches. The eligibility threshold for the subsidized lunch program is looser than the official poverty definition (eligibility for reduced-price lunches is set at 185 percent of the official poverty definition), so school poverty rates are generally higher than district poverty rates.

The teacher sample includes approximately seven teachers per school (six classroom teachers and one special education teacher). School staff rosters were collected and divided into teacher strata by grade level; a stratum of Title I paraprofessionals was also created. After school rosters were stratified, independent random sampling took place within each stratum. At the elementary level, one teacher was selected per grade. At the secondary level, about three math teachers and three English teachers were selected per school. One Title I paraprofessional was selected from each Title I school that has such paraprofessionals. The resulting sample included a total of 8,791 classroom teachers (including 4,772 elementary teachers, 2,081 secondary English teachers, and 1,938 secondary mathematics teachers), 1,408 special education teachers, and 950 paraprofessionals.

A sub-sample of nine large urban districts was selected for additional data collection focused on student-level demographic and achievement data, as well as a survey of parents. The nine districts are: Baltimore, Chicago, Denver, Long Beach, Los Angeles, Palm Beach, Philadelphia, San Diego, and Washington, D.C. These nine districts were selected based on availability of the necessary longitudinal individual student achievement data as well as sufficient numbers of students participating in the Title I school choice and supplemental services options to enable sampling of approximately 100 parents in each district who had children participating in the Title I school choice option and an additional 100 parents with children receiving Title I supplemental services. As a result, these districts were all large urban districts, and do not reflect the diversity of Title I districts. In addition, these nine districts tended to have higher poverty rates (25 percent) than the average Title I district (15 percent) and a higher concentration of minority students (85 percent vs. 26 percent), particularly Hispanic students (46 percent vs. 11 percent). Because this nine-district sample was not nationally representative, findings based on this sample cannot be generalized to the nation.

The parent sample consisted of a maximum of 400 parents in each of eight districts for a total of 3,094 parents (one district did not provide the data needed to select a parent sample). In each district, the 400 parents were selected randomly from four groups: 100 parents of students receiving supplemental services in schools identified for improvement; 100 parents of students not receiving supplemental services in schools identified for improvement; 100 parents of students who moved from an identified to a non-identified school; and 100 parents of students in non-identified schools. Some districts had fewer than 100 students who moved from an identified to a non-identified school.

Finally, a sample of 125 supplemental educational services providers was drawn from all such providers in a subset of 16 of the 300 districts, including the eight districts selected for the parent surveys. Because the eight districts chosen for the parent surveys were large urban districts, the additional eight districts for the provider survey were selected to provide greater geographic diversity in this sample. More specifically, the additional eight districts were randomly selected from high-poverty districts distributed across regions and across mid-sized cities and suburban and rural areas. Because this sample was not nationally representative, findings based on the provider survey cannot be generalized to the nation.

Data Collection

Data collection instruments that were used for this report include mail surveys of district federal program coordinators, school principals, classroom teachers, and Title I paraprofessionals; survey administration for the 2004-05 school year began in October 2004 and was completed in March 2005. Topics covered in the survey questionnaires included accountability systems, AYP and identification for improvement, technical assistance, improvement strategies, use of assessment results, Title I school choice and supplemental educational services, teacher quality, and professional development.

The parent survey was conducted later in the school year and the timing varied by school district, depending on when the district provided the information needed to select the parent sample. The first parent surveys were sent out in early 2005 and the survey administration was closed in October 2005. Mail surveys were used initially, with telephone follow-up with non-respondents and telephone administration in some cases (22 percent of completed surveys). A Spanish-language version of the mail survey was sent to households that the districts identified as primarily Spanish-speaking, and telephone follow-up was conducted in Spanish where necessary; 12 percent of the surveys were completed in Spanish. The parent surveys focused on the Title I school choice and supplemental services options, as well as parent satisfaction with their child's school and familiarity with NCLB accountability provisions.

The survey of supplemental service providers was mailed out in May 2005. A follow-up mailing was sent to non-responding providers to request completion of the survey, and then prompting phone calls were placed to remaining non-responders. The provider survey administration concluded in September 2005. The content focused on the characteristics of services provided (such as subject, grade level served, location, context, and quantity of services provided), the extent of state and district monitoring of providers, and communication with parents and teachers of students served.

Documents were collected from a subset of 25 districts between March and September 2005. These documents included examples of:

- District and school report cards.
- District and school improvement plans.
- Parent notification letters about the Title I school choice and supplemental services options, teachers' highly qualified status under NCLB, and the child's performance on state assessments in reading and math.

The study includes two exploratory achievement analyses that are examining achievement outcomes for students participating in the Title I school choice and supplemental services options (in nine districts) and the impact of NCLB accountability provisions on student achievement (in four districts and two states). Both analyses are using quasi-experimental designs. This report includes descriptive information from the nine-district student-level dataset about the characteristics of students participating in the Title I school choice and supplemental services options, including prior achievement, race/ethnicity, low-income status, and other demographic variables.

For the targeting and resource allocation component, the study collected data from each of the 50 states on state suballocations of federal program funds to school districts for the six programs included in this component: Title I, Part A; Title II, Part A; Title III; Reading First; Comprehensive School Reform (CSR); and Perkins Vocational Education. Districts in the 300-district sample were asked to provide budget, expenditure, and administrative records, including personnel and payroll records, for these six programs. The sample districts were also asked to provide their allocations to schools for Title I, Reading First, and

CSR. The information on targeting and resource allocation was collected one time only, for the 2004-05 school year. The study also analyzed data collected by the Census Bureau through the Survey of Local Government Finances, School Systems (F-33) to examine the overall distribution of funds from federal, state, and local revenue sources.

Response Rates, Weighting, and Handling of Missing Data

Survey response rates for 2004-05 were 96 percent for the school district survey, 89 percent for the principal survey, 84 percent for the teacher surveys, 87 percent for the Title I paraprofessional survey, 82 percent for the supplemental service provider survey, and 61 percent for the parent survey. For the targeting analyses, district allocation data were received from 51 states (including the District of Columbia) and within-district allocation data were provided by 280 districts (93 percent), providing allocations data for 13,167 schools in those districts. For the resource allocation analyses, budget and expenditure data were obtained from 267 districts (89 percent).

Survey data were weighted in order to produce national estimates. At the school level, for example, the base weight for each school is the reciprocal of the school's two-stage selection probability, equal to the product of the probability of selecting the district and the conditional probability of selecting the school, given the district. In addition, the weights were adjusted, controlling for covariates, to handle instances of total school non-response. School weights were raked to population counts of schools in four dimensions: school size, region by poverty stratus, metro status, and school type. Two sets of weights were finally produced for schools: (1) a set for estimating the proportion of schools with a defined attribute, and (2) a set for estimating the proportion of students attending schools with a defined attribute. Similar weighting procedures were employed for the district, teacher, and paraprofessional survey data. The parent and provider survey data were also weighted to adjust for non-response. The resulting data are representative of the districts in which these surveys were conducted but are not nationally representative.

Parent survey data were weighted to provide estimates that are representative of the nine districts in which parents were surveyed. The same approach was taken for the supplemental service provider data, which were weighted to be representative of the 16 districts from which the sample was drawn.

Missing data were imputed for principal survey data on the total number of elementary classroom teachers and secondary classes, which were used as denominators for calculating the percentage of elementary teachers considered highly qualified under NCLB and the percentage of secondary classes taught by highly qualified teachers (reported on page 115). Eighteen of the 930 responding elementary school principals did not answer the survey item asking about the total number of classroom teachers at their schools, and 36 of 385 secondary school principals did not answer the survey item about the total number of class sections. Data for elementary classroom teachers were imputed by taking the student teacher ratios for the principals who answered the item and then fitting a regression model on this ratio by the total number of students enrolled and the school poverty level as the predictors. Using the regression coefficients, the predicted student-teacher ratio was computed for each of the 18 schools and then converted to the estimated number of classroom teachers in the school. Data on the total number of secondary class sections were imputed in a similar manner. There were two elementary school principals and five secondary school principals whose values could not be imputed due to missing values in the predictor variables.

Reporting

This study will issue a series of reports in collaboration with the Study of State Implementation of Accountability and Teacher Quality Under NCLB. Interim reports on accountability and teacher quality

have been released, a report on Title I school choice and supplemental services is due in Fall 2007, and a report on targeting and resource allocation is due in Fall 2008. A report examining achievement outcomes for students participating in Title I school choice and supplemental educational services in nine districts has also been released, and a report on the relationship between NCLB accountability systems and student achievement is due in 2008. Reports from the second wave of the data collection are due in Fall 2008.

The following reports are available at: www.ed.gov/about/offices/list/opepd/ppss/reports.html.

Ron Zimmer, Brian Gill, Paul Razquin, Kevin Booker, and J.R. Lockwood (2007). *State and Local Implementation of the No Child Left Behind Act, Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007). *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007). *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Study of State Implementation of Accountability and Teacher Quality Under NCLB (SSI-NCLB)

Purpose

This companion study to the National Longitudinal Study of NCLB is collecting information from all states about their implementation of accountability and teacher quality provisions under Titles I, II and III of NCLB.

The SSI-NCLB study is being conducted by the American Institutes for Research in collaboration with the Council of Chief State School Officers and REDA International.

Study Design

The study is surveying administrators at state educational agencies responsible for implementing NCLB accountability, assessment, and teacher quality provisions in 2004-05 and 2006-07. The study is also analyzing extant data including state lists of schools and districts that did and did not make adequate yearly progress (AYP) and of those identified for improvement.

Data Collection

The study has conducted telephone interviews with state personnel with responsibilities in the key areas of this evaluation, such as state federal program coordinators responsible for administering Title I, Title II, and Title III, as well as state assessment directors. The interviews began in September 2004 and were completed in March 2005. Topics covered in the interviews included state assessment and accountability systems, state implementation of supplemental educational services, state teacher quality and professional development initiatives, and accountability and teacher quality under Title III.

The study also collected extant data including consolidated state applications and consolidated state performance reports, state report cards, and state educational agency Web sites. In addition, the study compiled a detailed school-level database on schools' identification status and whether the schools met or missed AYP targets. The database contains the identification status of 88,160 schools (Title I and non-Title I) in 51 states (including the District of Columbia). The database also contains the AYP status of 86,181 schools in approximately 15,000 districts across 51 states. In addition to each school's overall AYP status, the database includes information on the performance of each school and subgroup on AYP targets for reading proficiency, mathematics proficiency, test participation, and the state-defined other academic indicator. Some states did not report data on certain AYP targets; as a result, the number of states and schools for which data were available on individual AYP targets varies from 39 states (including 19,471 schools missing AYP and 72,999 schools overall) to the full dataset. These data were collected for the 2003-04 and 2004-05 AYP determinations, and will also be collected for 2005-06.

Response Rates

Interviews for 2004-05 were completed for 52 states (including the District of Columbia and Puerto Rico, which the Elementary and Secondary Education Act includes in its definition of the term "state").

Reporting

This study will issue a series of reports in collaboration with the National Longitudinal Study of NCLB. Interim reports on accountability and teacher quality have been released, and a report on Title I school choice and supplemental services is due in Fall 2007. Reports from the second wave of the data collection are due in Fall 2008. The following reports are available at: www.ed.gov/about/offices/list/opepd/ppss/reports.html.

Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007). *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007). *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Evaluation of Private School Student Participation in Federal Programs

Purpose

This study examined the extent to which eligible private school students and their teachers and parents participate in Title I and other federal education programs, based on a nationally representative sample of private schools and public school districts. The study also examined the consultation process between school districts and private school representatives used to determine the specific services provided to private school participants.

The study was conducted by The Urban Institute.

Study Design

The nationally representative sample included 1,501 private schools and 607 public school districts in which the schools were located.

Data Collection

Data collection instruments for this study included mail surveys of private school principals and public school district administrators. The surveys were sent out in October 2005 and data collection was closed in April 2006. Topics covered in the surveys included the participation of private school students and their teachers and parents in federal education programs, consultation between private schools and public school districts regarding program eligibility and services, and public school district allocation of federal funds for services for private school students.

Response Rates, Weighting, and Handling of Missing Data

The sample of public school districts was selected prior to the sample of private schools. Public school districts were drawn at random from a list of public school districts with at least one private school within their boundaries. Each public school district was drawn with probability proportionate to the number of private schools located within its boundaries. Public school districts were stratified based on size, free and reduced-price lunch participation, and number of private school students. Public school districts with only one or two private schools within their boundaries were further stratified by the religious affiliation of the private schools. Private schools were randomly selected from those located in the sampled public school districts in inverse proportion to the number of private schools in the public school district. Private schools were stratified according to public school district size, religious affiliation, free and reduced-price lunch participation, and number of students.

The response rate was 98 percent for public school districts and 80 percent for private schools. The public school district data were weighted in two ways: (1) the sample was weighted to represent a simple average of all public school districts nationwide with at least one private school; and (2) the sample was weighted to represent the public school district context of the average private school by giving public school districts a weight proportional to the number of private schools located in the district. To estimate population parameters from the private school respondents, the private school data were weighted to adjust for nonresponse.

There were limited cases of missing data and there was no imputation of missing data.

Reporting

The final report from this study is due in Summer 2007. The report will be available at: www.ed.gov/about/offices/list/opepd/ppss/reports.html.

Study of Title I Accountability Systems and School Improvement Efforts (TASSIE)

Purpose

This study focuses on the implementation of Title I accountability provisions from 2001-02, the year before NCLB went into effect, through 2003-04, the second year of implementation of NCLB. Based on surveys of all states, a nationally representative sample of districts, and a sample of schools, this study examines the demographic characteristics of schools identified for improvement, school improvement activities in identified schools, corrective actions and restructuring activities for identified schools, and the implementation of public school choice and supplemental services under Title I.

The TASSIE study was conducted by SRI International.

Study Design

The study included surveys of all states, a nationally representative sample of 1,300 districts and, within those districts, 739 schools that had been identified for improvement in 2001-02 under the previous re-authorization of ESEA. The district and school samples were both stratified random samples in which the probability of selection into the sample varied across strata. The universe of eligible districts was developed with information from the 1999 Common Core of Data and the 2000 Quality Education Data database. Districts were stratified according to size (enrollment), degree of poverty (based on the percentage of children living in poverty within each district), and geographic region. The stratification by geographic region was done to facilitate selection of an oversample from three states. All very large districts were sampled; approximately equal numbers of districts were selected from the other size strata. Each poverty stratum included approximately one-third of all children in the sampling frame.

The sampling frame for schools in need of improvement was developed through a two-stage process. First, lists of the schools in each of the sampled districts were developed from the 1999 Common Core of Data (CCD) and the 2000 Quality Education Data database. Schools eligible for the sample were classified as regular, but not charter, in the CCD and served a grade range that could be classified as elementary, middle, or high school. In the second stage, sampled districts were asked to provide a list of current Title I schools in need of improvement at the time of the request in Fall 2001. In states where Title I schools in need of improvement were identified by the state education agency, the list of schools identified on the basis of 2000-01 assessment data was requested. Only Title I schools identified for improvement in reading, math, or both subjects were included in the sampling frame. The sampling frame of the resulting 4,054 Title I schools in need of improvement was stratified by district size, school grade level (elementary, middle or high), poverty, and geography.

Follow-up telephone interviews were conducted in nine states and eight districts, after the main data collection, to explore the nature of interventions being implemented for schools in the restructuring stage of school improvement status under NCLB. The states and districts were selected from among those in the original sample that had reported having relatively large numbers of schools identified for restructuring. The nine states were Arizona, California, Georgia, Louisiana, Maryland, Massachusetts, Michigan, New Mexico, and South Carolina. The eight districts were Albuquerque, Baltimore, Chicago, Detroit, Los Angeles, Newark, San Bernardino, and West Contra Costa. Because the smaller samples used for the follow-up interviews were not nationally representative, findings based on these samples cannot be generalized to the nation.

Data Collection

Data collection instruments for this study include mail surveys of district Title I administrators and school principals, a telephone survey of state Title I administrators, and site visit protocols for the case studies. The district and school surveys, along with the case studies, were conducted in 2001-02, 2002-03, and 2003-04. The state survey was conducted twice, in 2002-03 and 2003-04. Topics covered in the surveys included schools and districts identified for improvement, school improvement activities in identified schools, corrective actions and restructuring activities for identified schools, and the implementation of public school choice and supplemental services under Title I. The follow-up interviews concerning restructuring were conducted in the spring and summer of 2006.

Response Rates, Weighting, and Handling of Missing Data

Survey response rates across the three yeas of survey administration ranged from 88 to 91 percent for the district survey and from 85 to 86 percent for the principal survey.

To estimate population parameters, the sampled districts or schools were weighted so that the total of the weights within a stratum equaled the number of districts or schools in that stratum in the sampling frame. To estimate population parameters from the survey respondents, the weights assigned to respondents within any stratum were modified to absorb the weights that would otherwise accrue to non-responding schools in the stratum (thus, respondents' weights were adjusted to sum to the total number in the stratum). A new set of weights were derived for each year of the survey since the set of respondents varied from one year to another. The longitudinal estimates presented in this report use the analysis weights assigned for the 2001-02, 2002-03, and 2003-04 respondent pools, respectively.

There were limited cases of missing data, and there was no imputation for missing data.

Reporting

This study has been completed and reports are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title.

Patrick M. Shields, Camille Esch, Andrea Lash, Christine Padilla, Katrina Woodworth, Katrina G. Laguarda, and Nicholas Winter (2004). *Evaluation of Title I Accountability Systems and School Improvement Efforts (TASSIE): First-Year Findings*. Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Policy and Program Studies Service.

Christine Padilla, Katrina Woodworth, Andrea Lash, Patrick M. Shields, and Katrina G. Laguarda (2005). *Evaluation of Title I Accountability Systems and School Improvement Efforts: Findings From 2002-03*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Christine Padilla, Heidi Skolnik, Alejandra Lopez-Torkos, Katrina Woodworth, Andrea Lash, Patrick M. Shields, Katrina G. Laguarda, and Jane L. David (2006). *Title I Accountability and School Improvement Efforts From 2001 to 2004*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Case Studies of the Early Implementation of Supplemental Educational Services

Purpose

This study examined the implementation of the supplemental educational services provisions of NCLB during the first two years they were in effect, the 2002-03 and 2003-04 school years, in a small purposively-selected sample of districts and states.

The study was conducted by Policy Studies Associates under subcontract to SRI International.

Study Design and Data Collection

The case studies focused on nine school districts in six states implementing NCLB supplemental services during the 2002-03 and 2003-04 school years. In each district, case studies included visits to approximately three schools and three supplemental services providers. Case studies also included telephone interviews of state personnel; in-person interviews with district administrators, school principals and providers; and focus groups with teachers and parents.

The case study sample was purposively selected from states and districts that were considered to be relatively far along in their implementation of the supplemental services provisions. Because the samples were not nationally representative, findings from this study cannot be generalized to the nation. The six states initially included in the study sample were selected based on whether states had provider lists in place as of late October or early November 2003. States that had finalized their provider lists were contacted and asked to identify districts that were either already offering supplemental services to students or were about to begin offering services. Nine districts that appeared to be relatively far along in implementing supplemental services and that represented the greatest possible variation in terms of size, location, student population served, and range of providers were purposively selected from that list. Four of the nine districts included in the baseline study were no longer providing supplemental services in 2003-04 because they no longer had schools in their second year of improvement or later. To adjust for these changes, four new districts in two new states were added to the study sample. These new districts and states were purposively sampled using the same criteria employed as in 2002-03.

Reporting

The interim and final reports from this study have been released and are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title.

Leslie M. Anderson and Lisa Weiner (2004). *Early Implementation of Supplemental Educational Services Under the No Child Left Behind Act: Year One Report.* Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Policy and Program Studies Service.

Leslie M. Anderson and Katrina G. Laguarda (2005). *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Study of Educational Resources and Federal Funding (SERFF)

Purpose

This study examined how the uses of federal education funds in the context of state and local resources for education during the 1997-98 school year, based on data from all 50 states and the District of Columbia and from a sample of 180 school districts. This study provides a historical comparison to targeting patterns in 2004-05 that are based on data from the National Longitudinal Study of NCLB.

The SERFF study was conducted by the American Institutes for Research.

Study Design

The study collected data from each of the 50 states and the District of Columbia and from a nationally representative sample of 180 districts and 720 schools, including both Title I and non-Title I schools. The study examined targeting and resource allocation patterns for six federal education programs: Title I Part A, Title II, Title III Section 3132, Title IV, Title VI, and Goals 2000. The study collected administrative records data on state suballocations of federal funds to school districts, district suballocations to schools, and district and school uses of the federal funds. The study also administered questionnaires at the district and school levels.

Data Collection

Data collection instruments for this study included requests for documents that asked state and district officials to provide administrative records data. Specifically, state education agencies were asked to provide data on their suballocations of federal program funds for the 1997-98 school year to school districts for the six programs included in the study. These records were supplemented by historical state suballocations data collected by the Department through the "GEPA 406A" data collection. Sample districts were asked to provide budget, expenditure, and administrative records, including personnel and payroll records, for the six programs. The sample districts were also asked to provide data on their Title I allocations to schools (for all schools in the sample districts, not just the schools in the school sample). Finally, the study conducted mail surveys of district federal program coordinators, school principals, teachers, and Title I paraprofessionals.

Response Rates, Weighting, and Handling of Missing Data

The current National Assessment of Title I report uses a limited amount of data from the SERFF study on the targeting of Title I funds in order to provide a historical comparison (for 1997-98) with similar data from the National Longitudinal Study of NCLB (for 2004-05). Specifically, this report uses SERFF data from the state-level data collection on Title I suballocations to school districts (based on 51 states) and from the district-level data collection on Title I suballocations to schools (based on 4,563 schools in 138 sample districts).

The sample of 180 school districts was selected randomly, with a district's probability of selection proportional to the number of students enrolled in the district. This sample was selected from a sampling frame of 3,247 school districts were selected from the 11,143 school districts which served at least 300 students in 1993-94, as part of a study of standards-based reform that was also part of the previous National Assessment of Title I that was being conducted at that time. The sampling frame was stratified by district size (measured by enrollment) and poverty level (measured by the percentage of students eligible

for the free and reduced-price lunch program). The district and pupil weights used to develop the estimates for this study generalize to the population of districts that have at least 300 students. Districts with 300 or more students account for 91 percent of all public elementary and secondary school students in the United States.

Response rates for the SERFF data collection components that are included in this National Assessment of Title I report were high. State suballocations of Title I funds were received from all 50 states and the District of Columbia. District response rates for the resource data collected in this study were 81 percent for district budget and expenditure data, 70 percent for school-level payroll data, and 77 percent for data on within-district Title I allocations to schools. There was no imputation for missing data.

Reporting

The final report from this study was released in 2000. The Executive Summary and report ordering information are available online at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title.

Jay Chambers, Joanne Lieberman, Tom Parrish, Daniel Kaleba, James Van Campen, and Stephanie Stullich (2000). *Study of Educational Resources and Federal Funding: Final Report*. Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service.

Consolidated State Performance Reports (CSPR)

Purpose

Section 1111 of the No Child Left Behind Act (NCLB) requires states to provide the Secretary with an annual report that includes data on student achievement on state assessments, disaggregated for various student subgroups specified in the law, as well as the number and names of schools identified for improvement under Title I, the reasons each school was so identified, the percentage of classes taught by teachers who are highly qualified under NCLB, and other information.

Section 9303 gives states the option of reporting on multiple ESEA programs through a single consolidated report, and all states do in fact use the consolidating reporting option. The Consolidated State Performance Reports also collect basic descriptive information about programs, such as numbers of participating schools and students, and numbers of schools identified for improvement.

Study Design and Data Collection

The Consolidated State Performance Reports are divided into Part I, which includes achievement data on state assessments, implementation of Title I accountability requirements, and other information considered high priority, and Part II, which includes the remaining required information and has a later due date. For 2004-05, Part I reports were due to the U.S. Department of Education in March 2006 and Part II reports were due in April 2006.

For student achievement data, the Consolidated State Performance Reports collect the percentage of students performing at or above the state's proficient level for a particular subject and grade. Because each state has developed its own standards, assessments, and definitions of student proficiency, the content and rigor of these assessments are not comparable across states, and the percentage of students performing at the proficient level on state assessments should not be used to make comparisons across states. In addition, caution should be used when examining changes over time in the proportion of students performing at or above each state's proficient level. The data that states submit through the annual Consolidated State Performance Reports cannot speak to the reasons for observed losses or gains over time within each state. Observed losses or gains could reflect a number of things, including changes in the assessment system, population changes, or changes in the proficiency of a stable population.

Further information about the Consolidated State Performance Reports, including the data collection forms and instructions, is available at www.ed.gov/admins/lead/account/consolidated/index.html.

Reporting

Two annual reports summarize data from the Title I, Part A portion of the Consolidated State Performance Reports. The following are the most recent reports, which are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title:

> Andra Williams, Rolf K. Blank, and Carla Toye (2007). *State Education Indicators With a Focus on Title I: 2003-04*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

Beth Sinclair (2007). *State ESEA Title I Participation Information for 2003-04*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

National Assessment of Educational Progress (NAEP)

Purpose

The National Assessment of Educational Progress (NAEP) provides a nationally representative assessment of what America's students know and can do in various subject areas. The National Center for Education Statistics (NCES), guided by policy from the National Assessment Governing Board (NAGB), administers a variety of NAEP assessments designed to meet different purposes.

Currently, the main NAEP assessments are conducted in reading and mathematics once every two years at grades 4 and 8; assessments in other subjects such as science, writing, U.S. history, civics, geography, and the arts are also conducted periodically. Many NAEP assessments are conducted at the national level for grade 12, as well as at grades 4 and 8. The main NAEP has conducted consistent assessments that enable tracking student achievement trends since the early 1990s, including in mathematics (since 1990), reading (since 1992) and science (since 1996).

In order to track student achievement over a longer time period, NCES also administers the long-term trend NAEP which replicates the original NAEP assessment procedures (in contrast with the main NAEP, which was developed in the 1990s to more closely align with current instructional content focuses and testing approaches). The long-term trend NAEP assessments are administered nationally every four years (but are not reported at state or district level) and report student performance at ages 9, 13, and 17 in mathematics and reading, and tracks student achievement trends in reading since 1971 and in mathematics since 1973.

Study Design

NAEP samples are designed to provide a nationally representative sample of American students in public and nonpublic schools. The NAEP data used in this report are for public schools only.

For the main NAEP, in mathematics, reading, science, and writing, the sample is also selected to be representative of each participating state. NCLB introduced a requirement for states receiving Title I funds to participate in the state NAEP in reading and mathematics at grades 4 and 8; in 2003 and 2005, all 50 states, the District of Columbia, Puerto Rico, and two other jurisdictions did participate in the state NAEP. Prior to 2002, the state NAEP included separate state-representative samples for a subset of the states that chose to participate; beginning with the 2002 assessments, a combined sample of public schools was selected for both state and national NAEP. The full data set is analyzed together, allowing all data to contribute to the final results and setting a single scale for the assessment. All results are then reported in the scale score metric used for the specific assessment. For the long-term trend NAEP, the sample is nationally representative and there is no state-representative component.

The number of students selected for a NAEP sample varies depending on the goal of the sample. National-only samples include approximately 10,000 to 20,000 students. In a combined national and state sample, there are approximately 3,000 students per participating state or jurisdiction for each subject and grade.

The most recent NAEP results include main NAEP assessments in reading, mathematics, and science in 2005 and long-term trend NAEP assessments in reading and mathematics in 2004.

Both the main NAEP and long-term trend NAEP report results using average scale scores, for students overall as well as for various student subgroups. The main NAEP also reports results in terms of achievement levels—*Basic, Proficient,* and *Advanced*—using performance standards established for each grade. For each subject and grade level assessed, the NAEP *Basic* level is intended to denote partial mastery of prerequisite knowledge and skills that are fundamental for proficient work, while the *Proficient* level denotes solid academic performance, with demonstrated competency over challenging subject matter, including subject-matter knowledge, application of such knowledge to real-world situations, and analytical skills appropriate to the subject matter. The *Advanced* level denotes superior performance. For more information, see NAEP technical documentation at http://nces.ed.gov/nationsreportcard/tdw/.

Because NAEP scales are developed independently for each subject, scale score and achievement level results cannot be compared across subjects. NAEP does not provide scores for individual students or schools; instead, it provides results for populations of students (e.g., fourth-graders) and subgroups of students within those populations (e.g., Hispanic students).

As the content and nature of the NAEP instruments evolve to match instructional practice, the assessment's ability to consistently measure change over time may be reduced if the changes in the assessment cannot be measured using the same scale. While short-term trends can be measured in many of the NAEP subjects (e.g., mathematics, reading), the NAEP long-term trend assessment is a reliable measure of change over three decades.

In general, the main NAEP places greater emphasis on open-ended and extended response items and less emphasis on multiple-choice questions. In reading, the long-term trend NAEP features shorter passages and focuses on locating specific information, making inferences, and identifying the main idea of a passage, whereas the main NAEP requires students to read longer passages and also asks students to compare multiple texts on a variety of dimensions. In mathematics, the long-term trend NAEP focuses on basic computational skills in four content areas—numbers and operations, measurement, geometry, and algebra—while the main NAEP also includes data analysis and probability. Additional information about differences between the main NAEP and long-term trend NAEP is available at http://nces.ed.gov/nationsreportcard/about/ltt_main_diff.asp ("What Are the Differences Between Long-Term Trend NAEP and Main NAEP?").

Additional technical information about the National Assessment of Educational Progress is available at http://nces.ed.gov/nationsreportcard/.

Reporting

Reports on NAEP results are available at http://nces.ed.gov/nationsreportcard/, including the following reports which summarize results from most recent assessments for the main NAEP in reading, mathematics, and science and for the long-term trend NAEP in reading and mathematics:

> Wendy S. Grigg, Patricia L. Donahue, and Gloria S. Dion (2007). *The Nation's Report Card: 12th-Grade Reading and Mathematics 2005* (NCES 2007-468). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.
>
> Wendy S. Grigg, Mary A. Lauko, and Debra M. Brockway (2006). *The Nation's Report Card: Science 2005* (NCES 2007-466). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

Marianne Perie, Rebecca Moran, and Anthony D. Lutkus (2005). *NAEP 2004 Trends in Academic Progress: Three Decades of Student Performance in Reading and Mathematics* (NCES 2005-464). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

Marianne Perie, Wendy S. Grigg, and Gloria S. Dion (2005). *The Nation's Report Card: Mathematics 2005* (NCES 2006-453). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

Marianne Perie, Wendy S. Grigg, and Patricia L. Donahue (2005). *The Nation'sReport Card: Reading 2005* (NCES 2006-451). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

Appendix B: Supplemental Exhibits

Exhibit B-1
Total Number of Title I Student Participants in Public Schools, Private Schools, and Local Institutions for Neglected and Delinquent Children (N or D), 1979-80 to 2004-05

Year	Public		Private	Local N or D	Total
1979-80	4,973,708		189,114		5,162,822
1980-81	4,862,308		213,499		5,075,807
1981-82	4,434,447		184,084		4,618,531
1982-83	4,270,424		177,210		4,447,634
1983-84	4,381,975		190,660		4,572,635
1984-85	4,528,177		184,532		4,712,709
1985-86	4,611,948		127,922		4,739,870
1986-87	4,594,761		137,900		4,732,661
1987-88	4,808,030		136,618		4,944,648
1988-89	4,777,643		137,656	131,574	5,046,873
1989-90	5,014,617		151,948	161,255	5,327,820
1990-91	5,252,141		157,360	138,069	5,547,570
1991-92	5,594,718		163,329	145,572	5,903,619
1992-93	6,042,849		171,239	182,398	6,396,486
1993-94	6,198,095		177,243	178,942	6,554,280
1994-95	6,392,372		172,982	106,467	6,671,821
1995-96	State Performance Report data were not collected for this year.				
	Public Targeted Assistance	**Public Schoolwide Programs**			
1996-97	3,994,509	7,088,756	167,590	113,719	11,364,574
1997-98	3,319,244	9,087,839	188,194	114,978	12,710,255
1998-99	3,101,515	10,032,960	197,356	95,045	13,426,876
1999-2000	2,834,313	11,280,092	183,894	120,554	14,418,853
2000-01	2,413,118	12,316,664	201,572	116,440	15,047,794
2001-02	2,537,654	12,918,633	195,556	121,330	15,773,173
2002-03	2,417,360	13,833,354	183,066	119,291	16,553,071
2003-04	2,402,410	15,306,556	188,617	107,243	18,004,826
2004-05	2,379,576	17,363,021	187,951	93,463	20,024,011

Source: Consolidated State Performance Reports (for 52 states).

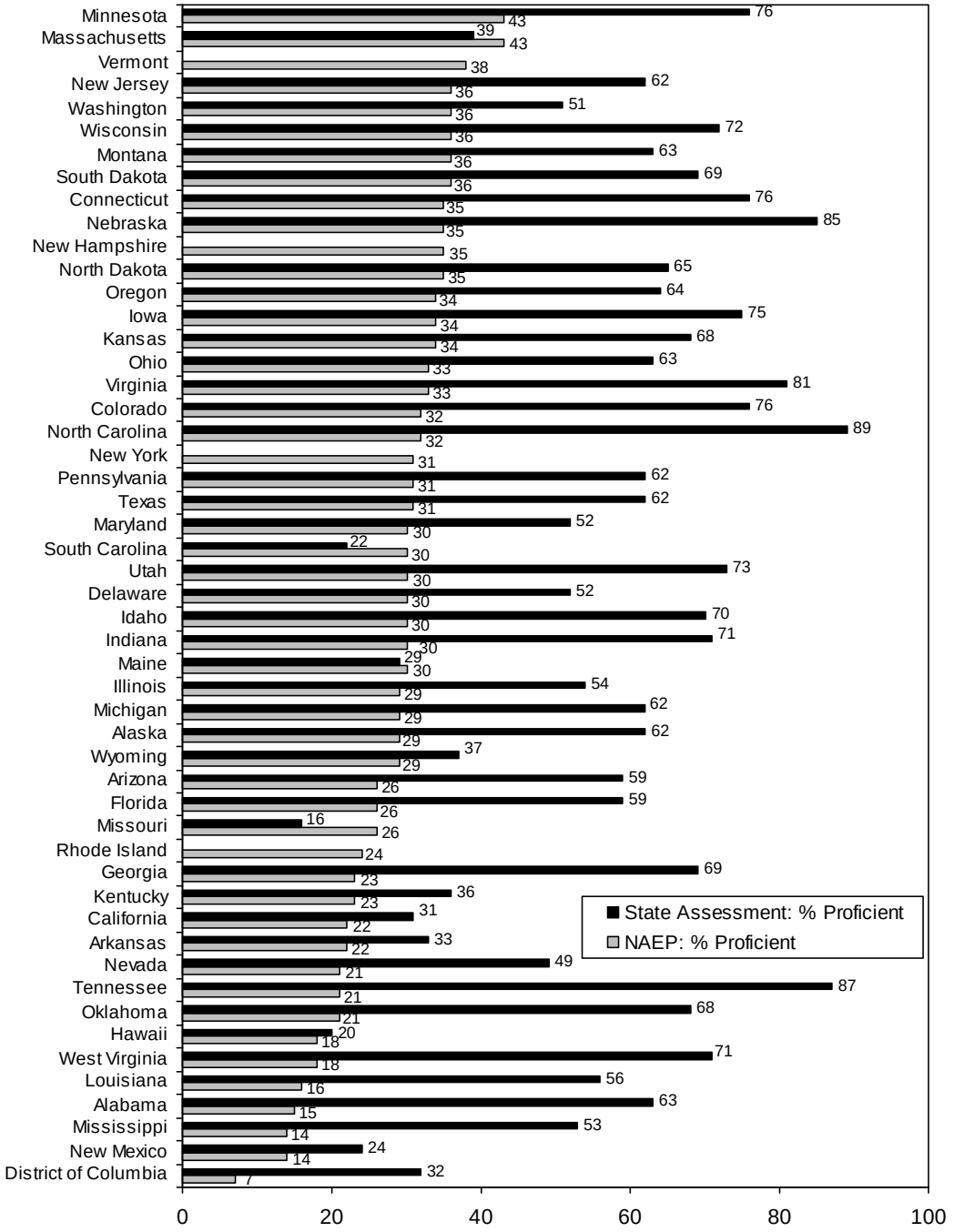
Exhibit B-2
Appropriations for Title I Grants to LEAs, in Current Dollars and in Constant 2007 Dollars, FY 1996 to FY 2007 ($ in Thousands)

	Current Dollars	Constant 2007 Dollars
FY 1966	$936,463	$5,679,027
FY 1967	$1,015,153	$5,998,221
FY 1968	$1,100,288	$6,263,218
FY 1969	$1,020,439	$5,477,881
FY 1970	$1,219,166	$6,176,317
FY 1971	$1,339,660	$6,366,443
FY 1972	$1,406,718	$6,260,157
FY 1973	$1,535,538	$6,488,502
FY 1974	$1,446,166	$5,639,105
FY 1975	$1,588,200	$5,618,304
FY 1975*	$1,625,751	$5,751,142
FY 1976	$1,721,361	$5,661,102
FY 1977	$1,927,424	$5,865,072
FY 1978	$2,357,054	$6,726,172
FY 1979	$2,777,289	$7,303,806
FY 1980	$2,731,682	$6,502,479
FY 1981	$2,611,387	$5,620,445
FY 1982	$2,562,753	$5,149,164
FY 1983	$2,727,588	$5,228,496
FY 1984	$3,003,680	$5,485,439
FY 1985	$3,200,000	$5,649,196
FY 1986	$3,062,400	$5,277,097
FY 1987	$3,453,500	$5,787,743
FY 1988	$3,829,600	$6,229,670
FY 1989	$4,026,100	$6,315,875
FY 1990	$4,768,258	$7,241,920
FY 1991	$5,557,677	$8,087,886
FY 1992	$6,130,591	$8,625,917
FY 1993	$6,125,923	$8,404,977
FY 1994	$6,332,183	$8,515,228
FY 1995	$6,700,054	$8,794,556
FY 1996	$6,728,689	$8,635,199
FY 1997	$7,296,725	$9,186,905
FY 1998	$7,377,752	$9,197,029
FY 1999	$7,732,397	$9,495,745
FY 2000	$7,941,397	$9,506,646
FY 2001	$8,601,721	$10,062,660
FY 2002	$10,350,000	$11,884,878
FY 2003	$11,688,664	$13,085,663
FY 2004	$12,342,309	$13,456,264
FY 2005	$12,739,571	$13,441,337
FY 2006	$12,713,125	$12,992,045
FY 2007	$12,838,125	$12,838,125

* Appropriations shifted to forward funding in FY 1975.

Source: U.S. Department of Education, Budget Service.

Exhibit B-3
Percentage of 8th-Grade Public School Students Achieving At or Above the Proficient Level on NAEP and State Assessments in Mathematics, 2005



Source: Consolidated State Performance Reports and National Center for Education Statistics, Main NAEP.[293]
Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade mathematics, we used either 7th- or 6th-grade assessment results.

Exhibit B-4
Proportion of Students Performing At or Above Their State's Proficient Level in Reading and Mathematics, in 8th Grade or Another Middle School Grade, 2002-03 to 2004-05

	Reading				Mathematics			
	2002-03	2003-04	2004-05	Change	2002-03	2003-04	2004-05	Change
California	31	33	39	8	29	29	31	2
Colorado	89	87	87	-2	69	71	76	7
Connecticut	78	77	75	-3	77	77	76	-1
Delaware	70	71	75	5	47	50	52	5
District of Columbia	42	40	36	-6	40	38	32	-8
Florida	49	45	44	-5	57	57	59	2
Georgia	81	82	81	0	67	73	69	2
Hawaii	39	39	38	-1	17	20	20	3
Idaho	74	82	82	8	53	66	70	17
Illinois	63	67	72	9	52	54	54	2
Indiana	65	69	67	2	71	71	71	0
Iowa	69	69	72	3	72	72	75	3
Kansas	71	74	76	5	60	64	68	8
Kentucky	57	60	62	5	31	33	36	5
Louisiana	55	50	54	-1	52	60	56	4
Maine	45	37	44	-1	18	22	29	11
Massachusetts	66	69	66	0	37	39	39	2
Mississippi	57	62	57	0	48	60	53	5
Missouri	32	32	33	1	14	14	16	2
Nebraska	80	83	88	8	75	81	85	10
Nevada	56	50	51	-5				
New Jersey	74	72	72	-2	57	62	62	5
North Carolina	86	88	88	2	82	84	89	7
North Dakota	69	72	72	3	44	46	65	21
Ohio	65	65	70	5	53	66	63	10
Oklahoma	71	73	72	1	65	69	68	3
Oregon	60	59	63	3	59	59	64	5
Pennsylvania	64	69	64	0	51	58	62	11
Puerto Rico	37	30	45	8	35	35	46	11
South Carolina	20	26	29	9	19	22	22	3
South Dakota	77	78	79	2	55	66	69	14
Utah	72	77	77	5	73	70	73	0
Virginia	70	72	77	7	75	80	81	6
Washington	48	61	69	21	14	46	51	37
Wisconsin	83	79	84	1	73	65	72	-1
# of states with achievement gains	22 out of 35 states				29 out of 34 states			

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used (7th grade for Kansas (math), Kentucky (reading), Massachusetts (reading), Missouri (reading), and Washington, and 6th grade for Ohio).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-5
Proportion of Students Performing At or Above Their State's Proficient Level in Reading in 2004-05, and Change From 2002-03, in 4th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		LEP		Migrant		Disabilities	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change from 2002-03
California	33	9	30	9	21	8	22	7
Colorado	76	-1	68	-1	67	1	55	0
Connecticut	40	-2	28	10			29	-9
Delaware	74	6	60	-7			64	20
District of Columbia	47	-3	44	8			27	9
Florida	62	15	52	29	49	17	40	9
Georgia	79	8	62	15	68	10	63	12
Hawaii	39	9	19	11	27	6	12	3
Idaho	80	15	62	23	63	24	57	21
Illinois	50	9	58	17	47	13	40	7
Indiana	63	2	52	0			47	3
Iowa	69	8	47	6			40	11
Kansas	67	12	65	15	68	17	59	10
Kentucky	57	6	52	14	50	3	50	7
Louisiana	59	7	67	11			37	7
Maine	38	-1	29	0			22	12
Massachusetts	26	-4	14	-2	20	-5	18	-8
Minnesota	62	5	49	11	52	16	51	7
Mississippi	85	3	78	-11	77	1	62	-21
Missouri	24	2	16	2	16	-7	22	4
Nebraska	81	9	71	20	76	16	66	10
Nevada	30	-5	26	2	11	-5	19	2
New Jersey	67	9	46	15	57	20	49	7
North Carolina	73	3	56	8	58	-2	53	5
North Dakota	65	1	33	-6			57	19
Oklahoma	65	16	62	24	56	-3	26	7
Oregon	78	1	67	14	63	13	60	11
Pennsylvania	43	7	24	5	29	4	27	8
Puerto Rico	63	11	59	14			73	29
South Carolina	22	4	17	10	17	3	15	-20
South Dakota	77	2	32	-20	86	31	81	30
Utah	66	1	48	36	45	-3	47	9
Virginia	65	8	65	9	68	33	54	0
Washington	68	16	46	22	51	21	44	13
Wisconsin	66	-2	53	1			46	-4
# of states with achievement gains	28 out of 35 states		27 out of 35 states		19 out of 25 states		28 out of 35 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used (3rd grade for Delaware, Hawaii, Illinois, Indiana, Minnesota, Missouri (reading), Nevada, Oregon, Puerto Rico, and Virginia and 5th grade for Kansas (reading), Kentucky (math), Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-6
Proportion of Students Performing At or Above Their State's Proficient Level in Mathematics in 2004-05, and Change From 2002-03, in 4th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		LEP		Migrant		Disabilities	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change from 2002-03
California	39	6	40	6	33	8	25	5
Colorado	80	4	78	7	77	10	62	4
Connecticut	59	-2	53	8			46	-1
Delaware	69	7	58	7			50	9
District of Columbia	59	1	65	4			26	5
Florida	53	12	49	22	47	15	41	12
Georgia	65	1	53	3	58	1	47	5
Hawaii	19	4	7	1	20	8	6	0
Idaho	86	18	71	22	75	24	69	24
Illinois	61	5	51	2	54	6	58	4
Indiana	61	1	55	-1			49	2
Iowa	69	10	54	9			49	14
Kansas	76	15	63	13	65	13	74	15
Kentucky	34	8	29	1	27	8	27	8
Louisiana	55	4	73	12			39	4
Maine	26	6	22	4	19	-1	19	11
Massachusetts	19	1	14	0	16	-1	15	-3
Minnesota	60	3	52	9	49	11	55	7
Mississippi	72	7	75	9	67	12	55	-15
Missouri	31	7	32	11	23	2	26	6
Nebraska	84	13	80	22	80	17	70	13
Nevada	38	1	32	2	42	26	26	9
New Jersey	65	18	51	17	64	25	55	15
North Carolina	87	0	81	9	75	-5	74	3
North Dakota	70	25	41	19			61	37
Ohio	50	10	50	8	53	28	40	6
Oklahoma	68	5	62	14	65	-4	38	15
Oregon	80	10	71	20	68	20	67	16
Pennsylvania	51	16	37	9	41	12	34	12
Puerto Rico	79	22	81	30			73	22
South Carolina	26	6	24	10	32	20	15	-22
South Dakota	70	12	26	0	75	36	73	34
Utah	64	2	52	0	47	0	48	10
Virginia	80	8	82	7	80	17	74	10
Washington	44	4	25	5	28	4	29	4
Wisconsin	53	0	48	-3			43	-3
# of states with achievement gains	33 out of 36 states		31 out of 36 states		22 out of 27 states		30 out of 36 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used (3rd grade for Delaware, Hawaii, Illinois, Indiana, Minnesota, Missouri (reading), Nevada, Oregon, Puerto Rico, and Virginia and 5th grade for Kansas (reading), Kentucky (math), Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 36 states).

Exhibit B-7
Proportion of Students Performing At or Above Their State's Proficient Level in Reading in 2004-05, and Change From 2002-03, in 8th Grade or Another Middle School Grade, for Various Student Subgroups

	Low-Income		LEP		Migrant		Disabilities	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change from 2002-03
California	23	7	17	3	16	7	12	7
Colorado	74	-3	67	0	60	-2	53	1
Connecticut	50	-3	25	5			32	-6
Delaware	60	6	27	11			30	5
District of Columbia	31	-15	22	9			9	-2
Florida	29	-3	13	3	19	0	18	0
Georgia	73	2	43	-3	52	1	45	2
Hawaii	25	-1	5	0	21	3	4	-2
Idaho	73	12	40	4	46	13	40	12
Illinois	56	11	45	20	52	38	33	12
Indiana	50	5	41	1			23	3
Iowa	54	4	24	-3			27	4
Kansas	63	8	57	4	61	11	49	10
Kentucky	50	7	34	3	38	-2	30	11
Louisiana	43	1	45	9			17	3
Maine	29	2	16	-2	33	8	48	41
Massachusetts	41	4	19	0	42	26	29	0
Mississippi	44	1	32	-2	49	9	17	-25
Missouri	19	1	10	1	14	7	7	1
Nebraska	80	13	65	21	69	23	61	19
Nevada	34	-11	11	-6	35	35	14	-1
New Jersey	49	1	20	6	27	10	29	1
North Carolina	79	5	53	12	58	1	59	9
North Dakota	58	3	28	6	36	-6	40	18
Ohio	54	8	43	11	55	29	33	3
Oklahoma	61	-7	40	-1	39	-35	27	5
Oregon	47	6	24	2	30	8	23	6
Pennsylvania	43	4	17	-1	24	2	20	3
Puerto Rico	42	8	43	17			23	8
South Carolina	15	6						
South Dakota	66	4	20	7	57	15	39	11
Utah	63	9	39	6	38	7	33	5
Virginia	61	11	61	26	39	-7	43	6
Washington	53	23	23	16	38	25	18	8
Wisconsin	66	1	46	7			44	-2
# of states with achievement gains	28 out of 35 states		24 out of 34 states		20 out of 26 states		26 out of 34 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading, a nearby grade was used (7th grade for Kentucky, Massachusetts, Missouri, and Washington, and 6th grade for Ohio).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-8
Proportion of Students Performing At or Above Their State's Proficient Level in Mathematics in 2004-05, and Change From 2002-03, in 8th Grade or Another Middle School Grade, for Various Student Subgroups

	Low-Income		LEP		Migrant		Disabilities	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change from 2002-03
California	19	3	17	-1	16	3	10	4
Colorado	56	11	54	12	52	13	35	11
Connecticut	50	0	34	3			34	-2
Delaware	33	6	23	-1			15	3
District of Columbia	28	-14	40	13			7	-1
Florida	45	5	34	10	36	7	25	5
Georgia	56	3	42	-2	48	0	28	5
Hawaii	11	3			9	4		
Idaho	58	22	34	13	41	24	28	16
Illinois	32	2	23	3	32	14	17	3
Indiana	54	3	50	-1			3	-26
Iowa	58	7	37	3			31	6
Kansas	52	11	36	14	39	13	46	12
Kentucky	23	6	24	7	19	3	15	6
Louisiana	45	6	56	9			21	3
Maine	17	8	12	0	23	16		
Massachusetts	17	4	10	-1	14	5	9	1
Mississippi	41	6	50	17	60	15	15	-19
Missouri	7	1	9	-4	4	-2		
Nebraska	75	15	67	30	69	23	26	3
Nevada							55	19
New Jersey	27	-3	24	5	25	12	23	7
North Carolina	74	4	62	10	59	-5	54	8
North Dakota	51	22	19	10	47	39	33	26
Ohio	44	12	44	8	45	21	27	2
Oklahoma	58	-3	50	7	52	-9	28	10
Oregon	48	9	33	5	33	9	24	7
Pennsylvania	42	16	28	5	30	10	21	10
Puerto Rico	45	11	47	15	46	11	29	7
South Carolina	11	3	9	1	19	7	4	1
South Dakota	51	13	14	-20	46	20	26	16
Utah	60	4	42	2	41	1	31	-1
Virginia	67	8	70	5	65	6	50	11
Washington	32	12	12	6	19	11	8	3
Wisconsin	49	-1	41	1			29	-5
# of states with achievement gains	29 out of 34 states		25 out of 33 states		23 out of 27 states		26 out of 32 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used (7th grade for Kansas (math), Kentucky (reading), Massachusetts (reading), Missouri (reading), and Washington, and 6th grade for Ohio).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-9
Proportion of Students Performing At or Above Their State's Proficient Level in Reading in 2004-05, and Change From 2002-03, in 4th Grade or Another Elementary Grade, for Various Racial/Ethnic Groups

	Black		Hispanic		White	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03
California	36	9	33	9	68	9
Colorado	77	-1	75	-1	92	-1
Connecticut	41	-1	39	0	76	-3
Delaware	72	7	74	1	89	1
District of Columbia	49	3	54	7	90	-2
Florida	56	14	66	14	81	8
Georgia	79	6	76	11	91	3
Hawaii	50	14	46	10	64	7
Idaho	80	5	71	21	90	11
Illinois	41	6	56	11	78	2
Indiana	58	4	59	1	79	1
Iowa	58	10	59	6	82	3
Kansas	60	16	65	13	81	7
Kentucky	49	6	61	8	70	5
Louisiana	55	8	70	2	79	4
Maine	38	8	47	7	53	3
Massachusetts	27	-3	22	-4	56	-9
Minnesota	54	7	54	7	84	2
Mississippi	84	4	84	-7	95	0
Missouri	21	5	23	1	39	0
Nebraska	75	9	80	9	91	5
Nevada	32	-5	27	-7	59	-3
New Jersey	66	8	71	8	89	2
North Carolina	72	1	72	8	89	0
North Dakota	64	-3	66	10	79	2
Oklahoma	52	0	55	-4	75	-5
Oregon	79	2	71	11	89	2
Pennsylvania	36	7	38	8	72	5
Puerto Rico			60	6	55	4
South Carolina	21	4	25	3	46	3
South Dakota	75	1	77	9	92	3
Utah	61	0	53	1	83	1
Virginia	67	9	68	6	82	3
Washington	69	17	61	20	85	12
Wisconsin	59	-3	61	-2	86	-1
# of states with achievement gains	26 out of 34 states		28 out of 35 states		25 out of 35 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used (3rd grade for Delaware, District of Columbia, Hawaii, Illinois, Indiana, Minnesota, Missouri (reading), Nevada, Oregon, Puerto Rico, and Virginia and 5th grade for Kansas (reading), Kentucky (math), Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-10
Proportion of Students Performing At or Above Their State's Proficient Level in Mathematics in 2004-05, and Change From 2002-03, in 4th Grade or Another Elementary Grade, for Various Racial/Ethnic Groups

	Black		Hispanic		White	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03
California	34	5	39	6	65	4
Colorado	78	0				
Connecticut	56	-3	60	0	88	-1
Delaware	65	9	69	2	87	3
District of Columbia	57	-1	68	3	91	-2
Florida	45	12	60	11	75	7
Georgia	64	2	67	3	84	1
Hawaii	20	8	21	6	36	4
Idaho	83	16	78	20	93	12
Illinois	55	6	62	3	89	1
Indiana	55	1	59	-1	77	2
Iowa	58	15	63	10	83	5
Kansas	68	20	70	14	89	10
Kentucky	27	8	36	5	48	7
Louisiana	48	5	70	2	78	2
Maine	20	13	32	10	40	11
Massachusetts	17	2	16	1	46	-2
Minnesota	48	4	54	7	84	3
Mississippi	69	8	50	-30	89	1
Missouri	25	7	32	5	48	6
Nebraska	81	13	84	14	91	7
Nevada	33	-2	39	2	63	2
New Jersey	60	18	70	17	88	9
North Carolina	85	-2	88	6	95	0
North Dakota	55	15	69	27	82	21
Ohio	41	9	52	6	71	6
Oklahoma	58	8	69	5	81	3
Oregon	75	11	73	18	89	6
Pennsylvania	43	17	48	16	76	11
Puerto Rico			78	19	75	19
South Carolina	22	5	30	4	53	6
South Dakota	58	9	62	16	88	10
Utah	56	0	54	4	79	2
Virginia	79	7	82	4	92	4
Washington	38	2	36	5	68	6
Wisconsin	40	-2	50	-4	78	2
# of states with achievement gains	28 out of 35 states		31 out of 35 states		31 out of 35 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading and mathematics, a nearby grade was used (3rd grade for Delaware, District of Columbia, Hawaii, Illinois, Indiana, Minnesota, Missouri (reading), Nevada, Oregon, Puerto Rico, and Virginia and 5th grade for Kansas (reading), Kentucky (math), Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 36 states).

Exhibit B-11
Proportion of Students Performing At or Above Their State's Proficient Level in Reading in 2004-05, and Change From 2002-03, in 8th Grade or Another Middle School Grade, for Various Racial/Ethnic Groups

	Black		Hispanic		White	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03
California	24	7	24	8	58	11
Colorado	77	-5	73	-3	93	0
Connecticut	50	2	48	0	85	-2
Delaware	63	8	59	4	84	5
District of Columbia	33	-7	42	2	81	-10
Florida	25	-2	35	-4	56	-6
Georgia	75	2	66	1	88	0
Hawaii	42	4	33	-1	52	-1
Idaho	78	13	60	16	86	8
Illinois	54	9	58	13	82	9
Indiana	42	4	52	5	72	3
Iowa	47	11	46	3	74	2
Kansas	58	11	60	7	81	6
Kentucky	43	8	50	-1	64	4
Louisiana	37	2	56	-1	69	-2
Maine	31	5	33	-8	44	-1
Massachusetts	42	3	36	5	73	-2
Mississippi	41	1	56	0	73	0
Missouri	11	0	22	-3	38	1
Nebraska	82	20	77	15	90	7
Nevada	28	-15	24	-17	62	-3
New Jersey	48	0	55	0	83	-2
North Carolina	79	3	75	10	94	2
North Dakota	59	1	55	-3	75	3
Ohio	48	8	56	8	75	4
Oklahoma	52	-5	57	-6	78	-6
Oregon	44	4	36	4	67	2
Pennsylvania	33	0	40	7	70	-1
Puerto Rico			46	9	43	6
South Carolina	14	6	17	4	40	11
South Dakota	68	6	54	-4	83	2
Utah	54	1	51	8	81	5
Virginia	63	11	66	13	83	5
Washington	52	24	48	24	74	21
Wisconsin	55	1	63	3	89	0
# of states with achievement gains	26 out of 34 states		21 out of 35 states		20 out of 35 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used (7th grade for Kansas (math), Kentucky (reading), Massachusetts (reading), Missouri (reading), and Washington, and 6th grade for Ohio).

Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-12
Proportion of Students Performing At or Above Their State's Proficient Level in Mathematics in 2004-05, and Change From 2002-03, in 8th Grade or Another Middle School Grade, for Various Racial/Ethnic Groups

	Black		Hispanic		White	
	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03	Percent Proficient in 2004-05	Change From 2002-03
California	15	3	18	3	44	2
Colorado	52	8	57	8	85	7
Connecticut	47	-1	47	-1	86	-1
Delaware	32	6	36	3	66	7
District of Columbia	29	-8	37	-6	80	-13
Florida	37	5	53	5	71	1
Georgia	56	4	57	3	79	2
Hawaii	12	5	13	4	26	3
Idaho	58	21	46	21	73	16
Illinois	25	2	37	4	67	1
Indiana	41	2	55	0	77	1
Iowa	44	11	53	10	77	3
Kansas	40	12	48	15	74	7
Kentucky	16	6	24	1	39	6
Louisiana	37	5	57	3	72	2
Maine	13	7	22	12	29	11
Massachusetts	14	3	13	2	45	1
Mississippi	38	7	59	10	68	3
Missouri			9	1	18	2
Nebraska	73	18	74	21	87	8
New Jersey	30	5	43	7	75	6
North Carolina	71	2	76	8	91	1
North Dakota	38	15	49	23	69	22
Ohio	37	12	49	8	69	10
Oklahoma	46	-2	58	-1	74	-4
Oregon	40	-23	39	8	68	5
Pennsylvania	33	14	40	17	70	11
Puerto Rico			48	13	48	10
South Carolina	9	3	15	1	33	5
South Dakota	45	16	45	17	74	13
Utah	46	-1	50	4	76	-1
Virginia	67	8	73	5	86	5
Washington	25	11	27	12	57	15
Wisconsin	31	0	49	2	81	0
# of states with achievement gains	26 out of 32 states		30 out of 34 states		29 out of 34 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used (7th grade for Kansas (math), Kentucky (reading), Massachusetts (reading), Missouri (reading), and Washington, and 6th grade for Ohio).

Source: Consolidated State Performance Reports (for 34 states).

Exhibit B-13
Number of States Showing an Increase in the Proportion of Elementary and Middle School Students Performing at or Above Their State's Proficient Level from 2002-03 to 2004-05, by Student Group

	Grades 3, 4, or 5		Grades 6, 7, or 8	
	Reading	Mathematics	Reading	Mathematics
All students	29 out of 35 states	32 out of 36 states	22 out of 35 states	29 out of 34 states
Low-income	28 out of 35 states	33 out of 36 states	28 out of 35 states	29 out of 34 states
Black	26 out of 34 states	28 out of 35 states	26 out of 34 states	26 out of 32 states
Hispanic	28 out of 35 states	31 out of 35 states	21 out of 35 states	30 out of 34 states
White	25 out of 35 states	31 out of 35 states	20 out of 35 states	29 out of 34 states
LEP	27 out of 35 states	31 out of 36 states	24 out of 34 states	25 out of 33 states
Migrant	19 out of 25 states	22 out of 27 states	20 out of 26 states	23 out of 27 states
Students with disabilities	28 out of 35 states	30 out of 36 states	26 out of 34 states	26 out of 32 states
Average proportion of state subgroups with achievement gains	**78%**	**86%**	**70%**	**83%**

Notes: The preferred grades for this table were 4th grade and 8th grade; however, in states that did not consistently assess students in these two grades from 2002-03 to 2004-05, nearby grades were used.

Source: Consolidated State Performance Reports (n=25 to 36 states).

Exhibit B-14
Change in the Achievement Gap: Difference Between the Proportion of Low-Income Students and All Students Performing At or Above Their State's Proficient Level, in 8th Grade or Another Middle School Grade, 2002-03 to 2004-05

	Gap in Reading				Gap in Mathematics			
	2002-03	2003-04	2004-05	Change in Gap	2002-03	2003-04	2004-05	Change in Gap
California	15	15	16	1	13	13	12	-1
Colorado	12	13	13	1	24	22	20	-4
Connecticut	25	25	25	0	27	27	26	-1
Delaware	16	16	15	-1	20	20	19	-1
District of Columbia	-4	5	5	9	-2	4	4	6
Florida	17	16	15	-2	17	16	14	-3
Georgia	10	9	8	-2	14	13	13	-1
Hawaii	13	13	13	0	9	9	9	0
Idaho	13	11	9	-4	17	14	12	-5
Illinois	18	17	16	-2	22	22	22	0
Indiana	20	24	17	-3	20	20	17	-3
Iowa	19	19	18	-1	21	20	17	-4
Kansas	16	15	13	-3	19	17	16	-3
Kentucky	14	13	12	-2	14	13	13	-1
Louisiana	13	11	11	-2	13	12	11	-2
Maine	18	15	15	-3	9	11	12	3
Massachusetts	29	24	25	-4	24	22	22	-2
Mississippi	14	15	13	-1	13	14	12	-1
Missouri	14	14	14	0				
Nebraska	13	11	8	-5	15	13	10	-5
Nevada	11	18	17	6				
New Jersey	26	25	23	-3	27	26	35	8
North Carolina	12	9	9	-3	12	10	15	3
North Dakota	14	14	14	0	15	15	14	-1
Ohio	19	19	16	-3	21	20	19	-2
Oklahoma	3	11	11	8	4	12	10	6
Oregon	19	17	16	-3	20	17	16	-4
Pennsylvania	25	22	21	-4	25	23	20	-5
Puerto Rico	3	3	3	0	1	2	1	0
South Carolina	11	14	14	3	11	12	11	0
South Dakota	15	12	13	-2	17	17	18	1
Utah	18	2	14	-4	17	2	13	-4
Virginia	20	18	16	-4	16	13	14	-2
Washington	18	18	16	-2	-6	19	19	25
Wisconsin	18	19	18	0	23	25	23	0
Average gap	15.3	14.9	14.3		15.5	15.6	15.4	
Number of states with gap reduction	23 out of 35 states				21 out of 33 states			

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used.

Source: Consolidated State Performance Reports (for 35 states).

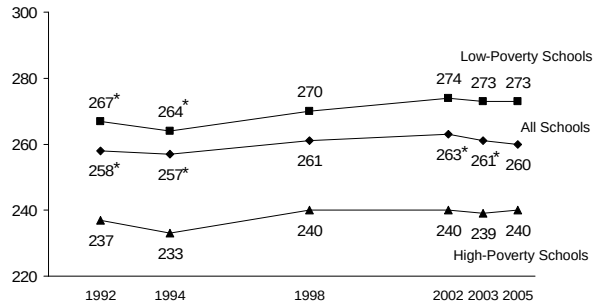
Exhibit B-15
Predicted Percentage of Low-Income Students Who Would Reach Their State's Proficient Level in 2013-14, in Elementary Reading, If Achievement Trajectories from 2002-03 to 2004-05 Continued Through 2013-14

	Grade	Actual Percent Proficient			Predicted Percent Proficient in 2013-14, Assuming Same Rate of Change
		2002-03	2004-05	Annual Change	
California	4	24	33	4.5	74
Colorado	4	77	76	-0.5	72
Connecticut	4	42	40	-1.0	31
Delaware	3	68	74	3.0	100
District of Columbia	3	50	47	-1.5	34
Florida	4	47	62	7.5	100
Georgia	4	71	79	4.0	100
Hawaii	3	30	39	4.5	80
Idaho	4	65	80	7.5	100
Illinois	3	41	50	4.5	91
Indiana	3	61	63	1.0	72
Iowa	4	61	69	4.0	100
Kansas	5	55	67	6.0	100
Kentucky	4	51	57	3.0	84
Louisiana	4	52	59	3.5	91
Maine	4	39	38	-0.5	34
Massachusetts	4	30	26	-2.0	8
Minnesota	3	57	62	2.5	85
Mississippi	4	82	85	1.5	99
Missouri	3	22	24	1.0	33
Nebraska	4	72	81	4.5	100
Nevada	3	35	30	-2.5	8
New Jersey	4	58	67	4.5	100
North Carolina	4	70	73	1.5	87
North Dakota	4	64	65	0.5	70
Oklahoma	5	64	59	-2.5	37
Oregon	3	77	78	0.5	83
Pennsylvania	5	36	43	3.5	75
Puerto Rico	3	52	63	5.5	100
South Carolina	4	18	22	2.0	40
South Dakota	4	75	77	1.0	86
Utah	4	65	66	0.5	71
Virginia	3	57	65	4.0	100
Washington	4	52	68	8.0	100
Wisconsin	4	68	66	-1.0	57
Number of states predicted to reach 100% proficient by 2013-14					11 out of 35 states (31%)

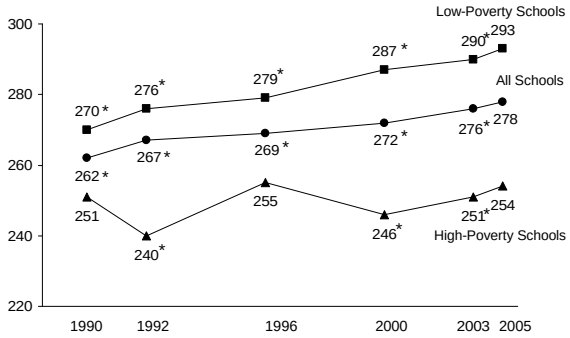
Source: Consolidated State Performance Reports (for 35 states).

Exhibit B-16
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 8th Grade by School Poverty Level for Public School Students

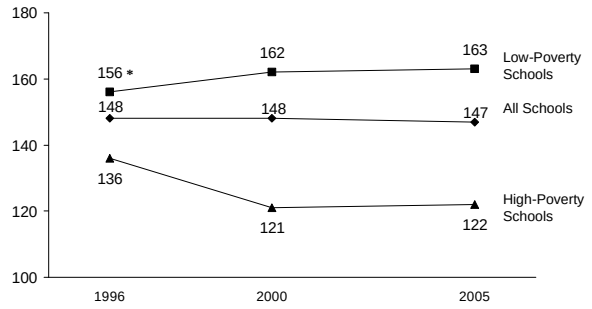
Reading



Mathematics



Science



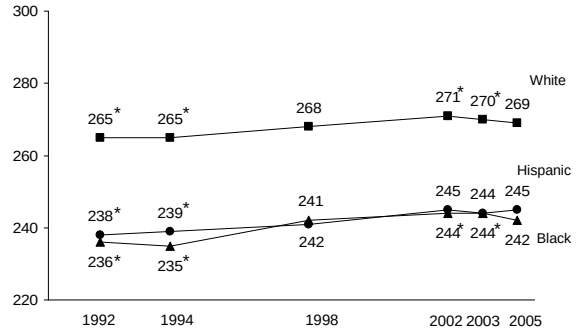
* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

Note: High-poverty schools were defined as those with 76 to 100 percent of their students eligible for free or reduced-price lunches; in low-poverty schools, 0 to 25 percent were eligible for subsidized lunches.

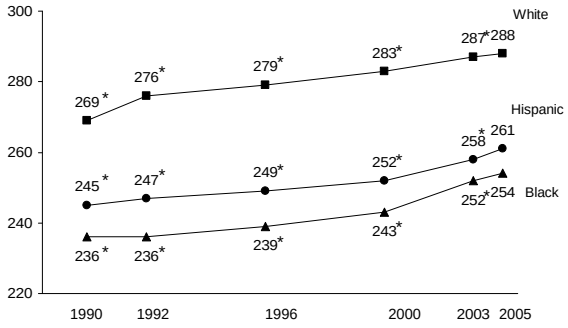
Source: National Center for Education Statistics, Main NAEP.

Exhibit B-17
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 8th Grade by Race/Ethnicity for Public School Students

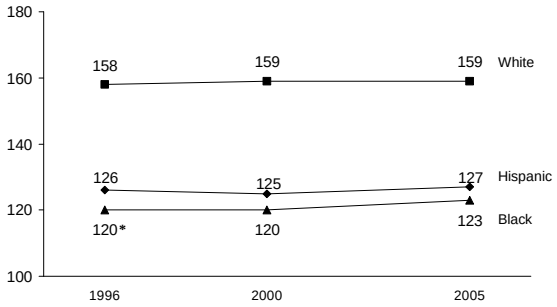
Reading



Mathematics



Science

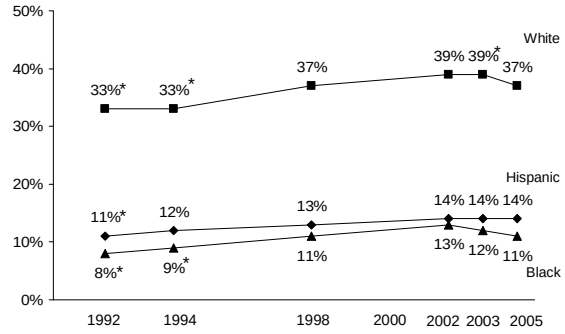


* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

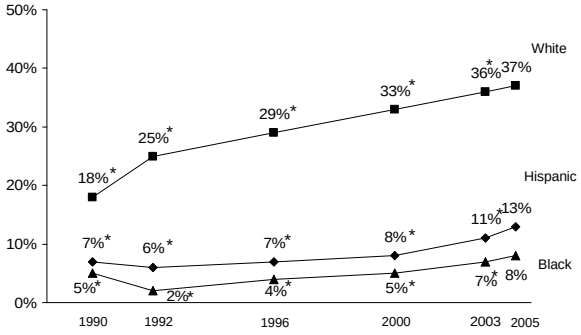
Source: National Center for Education Statistics, Main NAEP.

Exhibit B-18
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005: Percent Proficient in 8th Grade by Race/Ethnicity for Public School Students

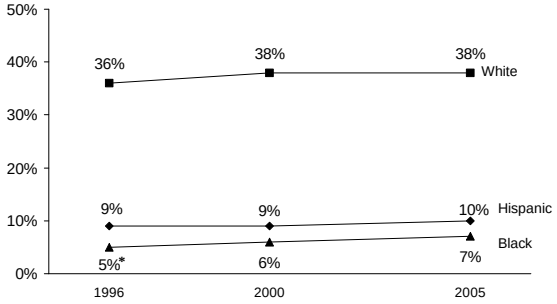
Reading



Mathematics



Science

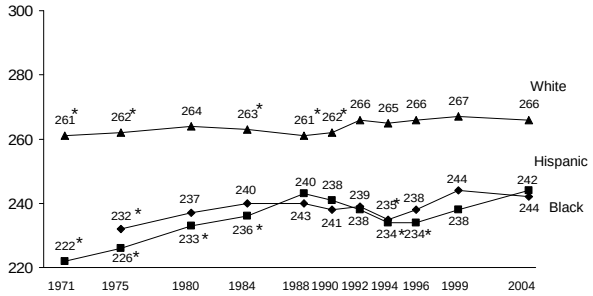


* Indicates that the score is significantly different from the one in 2005 ($p<.05$).

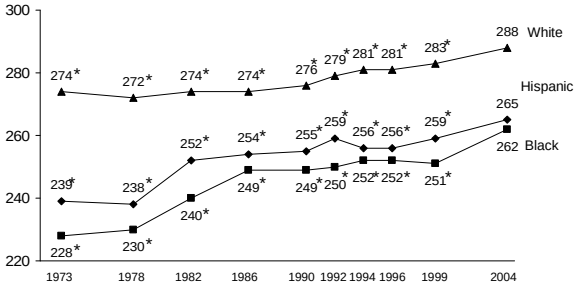
Source: National Center for Education Statistics, Main NAEP.

Exhibit B-19
Trend NAEP Results in Reading and Mathematics, 1971 to 2005:
Average Scale Scores for 13-Year-Olds and 17-Year-Olds by Race/Ethnicity for Public School Students

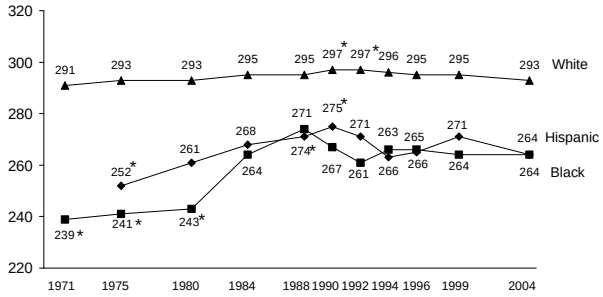
Reading (13-Year-Olds)



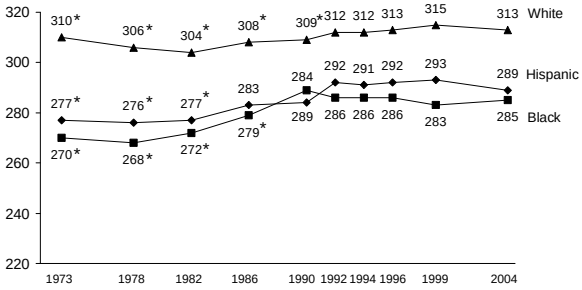
Mathematics (13-Year-Olds)



Reading (17-Year-Olds)



Mathematics (17-Year-Olds)



* Indicates that the score is significantly different from the one in 2004 ($p<.05$).

Source: National Center for Education Statistics, Trend NAEP.[294]

Exhibit B-20
Parents Reporting Various Reasons for Using the Title I School Choice Option, as a Percentage of Participating Parents, in Eight Large Urban Districts, 2004–05

The quality of teaching at the new school is better.	52%
There is good discipline, safety, and order at the new school.	49%
My child's old school was not meeting his/her needs.	47%
My child got transportation to the new school.	35%
The new school is located in a place that is easy to get to.	34%
There are different academic programs at the new school.	29%
My child wanted to change schools.	25%
There are activities after school and sports teams at the new school.	20%
There is free tutoring or other extra help with schoolwork at the new school.	19%
My child had been getting bad grades.	17%
There are services for children with disabilities at the new school.	11%
My child's old teacher thought he/she should move.	10%
There are services at the school for children whose first language is not English.	5%

Source: National Longitudinal Study of NCLB, Parent Survey (n=356 parents).

Exhibit B-21
Parents Reporting Various Reasons for Enrolling Their Child in Title I Supplemental Services, as a Percentage of Participating Parents, in Eight Large Urban Districts, 2004–05

There is tutoring in the subject area(s) in which my child needs extra help.	60%
Tutoring is free.	58%
My child's teacher thought he/she should get this extra help.	52%
Tutoring is given at a place that is easy to get to.	47%
My child wanted to get this extra help.	43%
My child had been getting bad grades.	37%
My child got a low score on a yearly achievement test.	33%
My child's school is not meeting his/her needs.	18%
I needed after-school care.	12%
There is tutoring for children with disabilities.	11%
There is tutoring for children whose first language is not English.	6%

Source: National Longitudinal Study of NCLB, Parent Survey (n=260 parents).

Exhibit B-22
Parents Reporting Various Reasons for Not Using the Title I School Choice Option, as a Percentage of Eligible Parents Who Did Not Participate, in Eight Large Urban Districts, 2004–05

My child's school is located in a place that is easy to get to.	75%
My child wanted to stay.	50%
I was satisfied with the quality of teaching at my child's school.	47%
My child was getting good grades at the current school.	47%
I didn't want to disrupt my child.	42%
There is good discipline, safety, and order at my child's school.	34%
There are activities after school and sports teams at my child's school.	27%
There is free tutoring or other extra help with schoolwork at my child's school.	26%
I didn't have enough information about the schools from which I could choose.	23%
There are different academic programs at my child's school.	22%
There are services at my child's school for children with disabilities.	20%
The district did not have transportation to any of the new schools from which I could choose.	18%
I was not given enough time to make the decision to move my child to another school.	17%
There are services at my child's school for children whose first language is not English.	9%

Source: National Longitudinal Study of NCLB, Parent Survey (n=217 parents).

Exhibit B-23
Parents Reporting Various Reasons for Not Enrolling Their Child in Title I Supplemental Services, as a Percentage of Eligible Parents Who Did Not Participate, in Eight Large Urban Districts, 2004–05

Tutoring is given at times that are not good for my family.	46%
My child doesn't need help.	28%
Tutoring is given at a place that is not easy to get to.	12%
My child did not want to get this extra help.	12%
There is no tutoring at my child's grade level.	5%
There is no tutoring in the subject areas where my child needs extra help.	5
Tutoring does not meet the needs of children with disabilities.	5%
Tutoring does not meet the needs of children whose first language is not English.	<1%

Source: National Longitudinal Study of NCLB, Parent Survey (n=52 parents).

Exhibit B-24
Number of State-Approved Supplemental Service Providers, By State and by Type of Provider, May 2007

	Total	Private Providers	School Districts and Public Schools	Colleges and Universities	Other or Unknown Type	Subsets of All Categories	
						Faith-Based	Online
All States	**3,234**	**2,796**	**363**	**61**	**14**	**244**	**291**
Alabama	58	52	5	1		4	2
Alaska	14	13	1				6
Arizona	33	31	1	1			3
Arkansas	33	30		3			5
California	275	207	60	6	2	19	11
Colorado	45	39	5	1		2	2
Connecticut	43	37	4	1		2	1
Delaware	19	19			1		3
District of Columbia	25	21	4				3
Florida	201	195	5	1	1	5	11
Georgia	125	115	10			3	9
Hawaii	10	9	1				2
Idaho	13	13			1		4
Illinois	100	88	7	5		7	8
Indiana	63	53	8	1	1	2	10
Iowa	18	13	5				2
Kansas	12	10	2		0		1
Kentucky	44	36	8			5	6
Louisiana	35	34		1		6	3
Maine	25	22	2	1			8
Maryland	49	47	1	1		4	5
Massachusetts	35	31	3	1		2	6
Michigan	214	186	26	2		9	12
Minnesota	40	30	9	1		2	2
Mississippi	51	48	1	1	1		8
Missouri	54	35	19			1	2
Montana	25	25					11
Nebraska	5	5					2
Nevada	19	16	3				2
New Hampshire	24	21	1	1			7
New Jersey	146	91	49	3	3	8	9
New Mexico	12	10	2				2
New York	301	252	34	13	2	40	13
North Carolina	45	37	7	1			1
North Dakota	12	11		1		1	6
Ohio	410	393	12	4	1	89	19
Oklahoma	40	40				2	8
Oregon	28	21	7				3
Pennsylvania	77	62	14	1		11	3
Puerto Rico	11	11					
Rhode Island	15	15					1
South Carolina	53	50	3			1	4
South Dakota	19	17	2				8
Tennessee	45	42	2	1		3	4
Texas	86	73	12	1		1	12
Utah	15	11	3	1			2
Vermont	28	23	4	1			9
Virginia	53	49	2	1	1	1	8
Washington	58	53	4	1		4	10
West Virginia	27	16	8	2	1		6
Wisconsin	43	35	7	1		10	3
Wyoming	3	3					3

Source: U.S. Department of Education, Policy and Program Studies Service review of State Educational Agency Web sites, conducted by the Urban Institute between May 1-3, 2007.

Exhibit B-25
State Definitions of Highly Qualified Teacher: Use of Praxis II Exams and Cut Scores, September 2006

	State Uses At Least One Exam from Praxis II Series for Some/All Teachers	Praxis II: Elementary Education Content Knowledge	Praxis II: English Language, Literature and Composition: Content Knowledge	Praxis II: Mathematics Content Knowledge
Total Number of States Using Praxis II Subject Assessments	**42**	**22**	**36**	**36**
Alabama	X	137	151	118
Alaska	X	143	158	146
Arkansas	X		159	116
California	X			
Colorado	X	147	162	156
Connecticut	X		172	137
Delaware	X	151	159	121
District of Columbia	X		142	141
Georgia	X		168	136
Hawaii	X		164	136
Idaho	X	143	158	119
Indiana	X		153	136
Kansas	X		165	137
Kentucky	X	148	165	125
Louisiana	X	150	160	125
Maine	X	145	160	126
Maryland	X	142	164	141
Minnesota	X	145	157	125
Mississippi	X	153	157	123
Missouri	X		158	137
Montana	X			
Nevada	X		150	144
New Hampshire	X	148	164	127
New Jersey	X	141	162	137
New Mexico	X			
North Carolina	X		Composite with other tests	
North Dakota	X		151	139
Ohio	X	143	167	139
Oklahoma	X			
Oregon	X		159	138
Pennsylvania	X		160	136
Rhode Island	X	145		
South Carolina	X		162	131
South Dakota	X	137	154	124
Tennessee	X	140	157	136
Utah	X	150	168	138
Vermont	X	148	172	141
Virginia	X	143	172	147
Washington	X	141	158	134
West Virginia	X		155	133
Wisconsin	X	147	160	135
Wyoming	X			
National Median Score		**163**	**178**	**143**
Range from 25th to 75th Percentile		**150-175**	**166-188**	**127-156**
Range from 10th to 90th Percentile**		**139-185**	**156-196**	**111-171**

Source: Educational Testing Service (n=42 states).
Notes: Cut scores were obtained from the Educational Testing Service publication, *The Praxis Series Passing Scores by Test and State,* found on the ETS Web site in February 2007 (www.ets.org/Media/Tests/PRAXIS/pdf/09706passingscores.pdf). Percentile scores were provided by the Educational Testing Service on August 19, 2005.

Exhibit B-26
Number of States Offering Various Types of HOUSSE Options for Determining Whether Veteran Teachers Are Highly Qualified Under NCLB, as of November 2006

	Number of States	States
Types of HOUSSE systems		
➢ Point system	37	Alabama*, Alaska, Arkansas, Arizona, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Indiana, Kansas, Kentucky, Louisiana, Maryland, Maine, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, North Dakota, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Texas, Utah, Vermont, Washington, Wyoming
➢ Menu of options for demonstrating "highly qualified" status *with a point system as one of the options*	4	Kentucky, Ohio, Tennessee, Virginia
➢ Menu of options for demonstrating "highly qualified" status *without point system among the options*	7	Alabama*, Illinois, Michigan, Nevada, New Mexico, Oregon, South Dakota
➢ Teacher performance evaluation	5	Connecticut, Iowa, North Carolina, South Carolina, West Virginia
➢ Same as state teacher certification systems	2	Montana, Wisconsin
➢ Professional development log	1	Massachusetts
Factors considered in HOUSSE point systems		
➢ Completion of specified college courses	38	Alabama, Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Georgia, Florida, Hawaii, Idaho, Indiana, Kansas, Kentucky, Louisiana, Maine, Maryland, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wyoming
➢ Professional development (other than college courses)	38	Alabama, Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Georgia, Florida, Hawaii, Idaho, Indiana, Kansas, Kentucky, Louisiana, Maine, Maryland, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wyoming
➢ Years of teaching experience	37	Alabama, Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Georgia, Florida, Hawaii, Idaho, Indiana, Kansas, Kentucky, Louisiana, Maine, Maryland, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Texas, Utah, Vermont, Washington, Wyoming
➢ Professional activities or service	30	Alabama, Alaska, Arizona, Arkansas, California, Delaware, District of Columbia, Georgia, Florida, Hawaii, Indiana, Kansas, Louisiana, Maryland, Maine, Missouri, Nebraska, North Dakota, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Vermont, Virginia, Washington, Wyoming
➢ Receiving teaching awards or honors	24	Alaska, Alabama, Arkansas, Arizona, Delaware, District of Columbia, Georgia, Hawaii, Kansas, Kentucky, Maryland, Maine, Minnesota, Mississippi, Missouri, North Dakota, Ohio, Oklahoma, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Washington, Wyoming
➢ Publishing articles or making presentations at conferences	24	Alabama, Alaska, Arizona, Arkansas, Delaware, District of Columbia, Georgia, Hawaii, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Nebraska, New Jersey, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Virginia, Wyoming
➢ Evidence of improved student achievement	4	Florida, Georgia, Minnesota, Oklahoma

Note: Alabama offers a point system to all veteran teachers but also offers an additional set of options for elementary teachers only.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (n=52 states offering HOUSSE).

Appendix C: Standard Error Tables

In the following tables, standard errors are provided in parentheses after each estimate.

Exhibit C-1: Standard Errors for Exhibit 21
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores by School Grade Level for Public School Students

	4th Grade	8th Grade	12th Grade
Reading			
1992	215 (1.0)	258 (1.0)	290 (0.7)
1994	212 (1.1)	257 (0.8)	286 (0.7)
1998	213 (1.2)	261 (0.8)	289 (0.7)
2000	211 (1.4)		
2002	217 (0.5)	263 (0.5)	285 (0.7)
2003	216 (0.3)	261 (0.2)	
2005	217 (0.2)	260 (0.2)	285 (0.7)
Mathematics			
1990	212 (1.1)	262 (1.4)	294 (1.2)
1992	219 (0.8)	267 (1.0)	297 (1.0)
1996	222 (1.1)	269 (1.0)	303 (0.9)
2000	224 (1.0)	272 (0.9)	300 (1.1)
2003	234 (0.2)	276 (0.3)	
2005	237 (0.2)	278 (0.2)	
Science			
1996	145 (1.2)	148 (0.9)	150 (0.8)
2000	145 (1.1)	148 (1.1)	145 (1.0)
2005	149 (0.3)	147 (0.3)	146 (0.6)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-2: Standard Errors for Exhibit 22
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 4th Grade by School Poverty Level for Public School Students

	High-Poverty Schools (76-100% Eligible for Free or Reduced-Price Lunches)	Low-Poverty Schools (0-25% Eligible for Free or Reduced-Price Lunches)
Reading		
1992	192 (3.0)	225 (1.7)
1994	182 (3.2)	225 (1.7)
1998	187 (3.1)	230 (1.5)
2000	183 (2.8)	230 (1.7)
2002	196 (0.7)	233 (0.5)
2003	194 (0.5)	232 (0.5)
2005	197 (0.4)	233 (0.3)
Mathematics		
1990	194 (4.2)	218 (2.0)
1992	195 (2.8)	230 (1.4)
1996	209 (2.7)	235 (1.5)
2000	205 (1.2)	239 (1.4)
2003	216 (0.5)	247 (0.3)
2005	221 (0.3)	251 (0.3)
Science		
1996	131 (2.9)	162 (1.4)
2000	117 (2.2)	162 (1.3)
2005	127 (0.5)	165 (0.3)

Source: National Center for Education Statistics, Main NAEP, unpublished tabulations.

Exhibit C-3: Standard Errors for Exhibit B-16
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 8th Grade by School Poverty Level for Public School Students

	High-Poverty Schools (76-100% Eligible for Free or Reduced-Price Lunches)	Low-Poverty Schools (0-25% Eligible for Free or Reduced-Price Lunches)
Reading		
1992	237 (3.5)	267 (1.5)
1994	233 (3.5)	264 (1.1)
1998	240 (1.8)	270 (1.3)
2002	240 (1.1)	274 (0.7)
2003	239 (0.9)	273 (0.4)
2005	240 (0.6)	273 (0.3)
Mathematics		
1990	251 (7.9)	270 (2.4)
1992	240 (3.7)	276 (1.4)
1996	255 (6.8)	279 (1.3)
2000	246 (2.3)	287 (1.3)
2003	251 (0.7)	290 (0.5)
2005	254 (0.6)	293 (0.4)
Science		
1996	136 (7.2)	156 (1.9)
2000	121 (2.2)	162 (1.2)
2005	122 (0.6)	163 (0.5)

Source: National Center for Education Statistics, Main NAEP, unpublished tabulations.

Exhibit C-4: Standard Errors for Exhibit 23
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 4th Grade by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1992	191 (1.7)	194 (2.7)	223 (1.4)
1994	184 (1.8)	186 (3.6)	222 (1.3)
1998	192 (2.1)	192 (3.2)	223 (1.1)
2000	189 (1.9)	188 (3.1)	223 (1.2)
2002	198 (0.6)	199 (1.4)	227 (0.3)
2003	197 (0.4)	199 (0.6)	227 (0.2)
2005	199 (0.3)	201 (0.5)	228 (0.2)
Mathematics			
1990	187 (1.9)	199 (2.4)	219 (1.1)
1992	192 (1.4)	201 (1.7)	227 (0.9)
1996	198 (1.6)	207 (1.9)	231 (1.1)
2000	203 (1.2)	207 (1.5)	233 (0.9)
2003	216 (0.4)	221 (0.4)	243 (0.2)
2005	220 (0.3)	225 (0.3)	246 (0.2)
Science			
1996	119 (1.4)	122 (3.1)	157 (1.0)
2000	121 (1.1)	121 (2.3)	158 (0.8)
2005	128 (0.6)	132 (0.5)	161 (0.3)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-5: Standard Errors for Exhibit B-17
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Average Scale Scores in 8th Grade by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1992	236 (1.8)	238 (1.7)	265 (1.2)
1994	235 (1.8)	239 (1.6)	265 (1.0)
1998	242 (1.2)	241 (1.7)	268 (1.0)
2002	244 (0.8)	245 (0.8)	271 (0.5)
2003	244 (0.5)	244 (0.7)	270 (0.2)
2005	242 (0.4)	245 (0.4)	269 (0.2)
Mathematics			
1990	236 (2.8)	245 (4.4)	269 (1.4)
1992	236 (1.3)	247 (1.2)	276 (1.1)
1996	239 (1.9)	249 (1.9)	279 (1.2)
2000	243 (1.3)	252 (1.4)	283 (0.9)
2003	252 (0.5)	258 (0.6)	287 (0.3)
2005	254 (0.4)	261 (0.4)	288 (0.2)
Science			
1996	120 (1.0)	126 (2.9)	158 (0.8)
2000	120 (1.4)	125 (1.4)	158 (0.9)
2005	123 (0.4)	120 (0.5)	159 (0.3)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-6: Standard Errors for Exhibit 24
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Percent Proficient in 4th Grade by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1992	8 (1.4)	10 (1.7)	33 (1.8)
1994	8 (0.9)	11 (2.1)	35 (1.5)
1998	10 (1.0)	12 (1.7)	36 (1.2)
2000	9 (1.0)	12 (1.9)	36 (1.4)
2002	12 (0.5)	14 (0.8)	39 (0.5)
2003	12 (0.4)	14 (0.5)	39 (0.3)
2005	12 (0.3)	15 (0.5)	39 (0.3)
Mathematics			
1990	1 (0.5)	4 (1.6)	15 (1.7)
1992	2 (0.6)	5 (1.2)	22 (1.5)
1996	3 (0.7)	7 (1.4)	26 (1.5)
2000	4 (0.8)	7 (1.0)	30 (1.4)
2003	10 (0.3)	15 (0.5)	42 (0.3)
2005	13 (0.3)	19 (0.3)	47 (0.3)
Science			
1996	5 (0.8)	8 (1.5)	35 (1.3)
2000	6 (0.8)	7 (1.0)	36 (1.3)
2005	7 (0.4)	10 (0.5)	38 (0.5)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-7: Standard Errors for Exhibit B-18
Main NAEP Results in Reading, Mathematics, and Science, 1990 to 2005:
Percent Proficient in 8th Grade by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1992	8 (1.1)	11 (1.3)	33 (1.4)
1994	9 (1.2)	12 (1.3)	33 (1.2)
1998	11 (1.6)	13 (1.0)	37 (1.3)
2002	13 (0.7)	14 (0.8)	39 (0.7)
2003	12 (0.4)	14 (0.6)	39 (0.3)
2005	11 (0.4)	14 (0.4)	37 (0.3)
Mathematics			
1990	5 (1.1)	7 (2.1)	18 (1.4)
1992	2 (0.7)	6 (1.0)	25 (1.2)
1996	4 (0.7)	7 (1.2)	29 (1.4)
2000	5 (0.7)	8 (1.0)	33 (1.1)
2003	7 (0.3)	11 (0.5)	36 (0.4)
2005	8 (0.3)	13 (0.4)	37 (0.3)
Science			
1996	5 (0.6)	9 (1.7)	36 (1.2)
2000	6 (0.7)	9 (1.0)	38 (1.2)
2005	7 (0.3)	10 (0.4)	38 (0.4)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-8: Standard Errors for Exhibit 25
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores by Student Age Group for Public School Students

	9-Year-Olds	13-Year-Olds	17-Year-Olds
Reading			
1971	208 (1.0)	255 (0.9)	285 (1.2)
1975	210 (0.7)	256 (0.8)	286 (0.8)
1980	215 (1.0)	258 (0.9)	285 (1.2)
1984	211 (0.7)	257 (0.5)	289 (0.6)
1988	212 (1.1)	257 (1.0)	290 (1.0)
1990	209 (1.2)	257 (0.8)	290 (1.1)
1992	211 (0.9)	260 (1.2)	290 (1.1)
1994	211 (1.2)	258 (0.9)	288 (1.3)
1996	212 (1.0)	258 (1.0)	288 (1.1)
1999	212 (1.3)	259 (1.0)	288 (1.3)
2004	219 (1.1)	259 (1.0)	285 (1.2)
Mathematics			
1973	219 (0.8)	266 (1.1)	304 (1.1)
1978	219 (0.8)	264 (1.1)	300 (1.0)
1982	219 (1.1)	269 (1.1)	298 (0.9)
1986	222 (1.0)	269 (1.2)	302 (0.9)
1990	230 (0.8)	270 (0.9)	305 (0.9)
1992	230 (0.8)	273 (0.9)	307 (0.9)
1994	231 (0.8)	274 (1.0)	306 (1.0)
1996	231 (0.8)	274 (0.8)	307 (1.2)
1999	232 (0.8)	276 (0.8)	308 (1.0)
2004	241 (0.9)	281 (1.0)	307 (0.8)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-9: Standard Errors for Exhibit 26
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores for 9-Year-Olds by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1971	170 (1.7)		214 (0.9)
1975	181 (1.2)	183 (2.2)	217 (0.7)
1980	189 (1.8)	190 (2.3)	221 (0.8)
1984	186 (1.1)	187 (2.1)	218 (0.8)
1988	189 (2.4)	194 (3.5)	218 (1.4)
1990	182 (2.9)	189 (2.3)	217 (1.3)
1992	185 (2.2)	192 (3.1)	218 (1.0)
1994	185 (2.3)	186 (3.9)	218 (1.3)
1996	191 (2.6)	195 (3.4)	220 (1.2)
1999	186 (2.3)	193 (2.7)	221 (1.6)
2004	200 (1.7)	205 (2.2)	226 (1.1)
Mathematics			
1973	190 (1.8)	202 (2.4)	225 (1.0)
1978	192 (1.1)	203 (2.2)	224 (0.9)
1982	195 (1.6)	204 (1.3)	224 (1.1)
1986	202 (1.6)	205 (2.1)	227 (1.1)
1990	208 (2.2)	214 (2.1)	235 (0.8)
1992	208 (2.0)	212 (2.3)	235 (0.8)
1994	212 (1.6)	210 (2.3)	237 (1.0)
1996	212 (1.4)	215 (1.7)	237 (1.0)
1999	211 (1.6)	213 (1.9)	239 (0.9)
2004	224 (2.1)	230 (2.0)	247 (0.9)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-10: Standard Errors for Exhibit B-19
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores for 13-Year-Olds by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1971	222 (1.2)		261 (0.7)
1975	226 (1.2)	232 (3.0)	262 (0.7)
1980	233 (1.5)	237 (2.0)	264 (0.7)
1984	236 (1.2)	240 (2.0)	263 (0.6)
1988	243 (2.4)	240 (3.5)	261 (1.1)
1990	241 (2.2)	238 (2.3)	262 (0.9)
1992	238 (2.3)	239 (3.5)	266 (1.2)
1994	234 (2.4)	235 (1.9)	265 (1.1)
1996	234 (2.6)	238 (2.9)	266 (1.0)
1999	238 (2.4)	244 (2.9)	267 (1.2)
2004	244 (2.0)	242 (1.6)	266 (1.0)
Mathematics			
1973	228 (1.9)	239 (2.2)	274 (0.9)
1978	230 (1.9)	238 (2.0)	272 (0.8)
1982	240 (1.6)	252 (1.7)	274 (1.0)
1986	249 (2.3)	254 (2.9)	274 (1.3)
1990	249 (2.3)	255 (1.8)	276 (1.1)
1992	250 (1.9)	259 (1.8)	279 (0.9)
1994	252 (3.5)	256 (1.9)	281 (0.9)
1996	252 (1.3)	256 (1.6)	281 (0.9)
1999	251 (2.6)	259 (1.7)	283 (0.8)
2004	262 (1.6)	265 (2.0)	288 (0.9)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-11: Standard Errors for Exhibit B-17
Trend NAEP Results in Reading and Mathematics, 1971 to 2004:
Average Scale Scores for 17-Year-Olds by Race/Ethnicity for Public School Students

	Black	Hispanic	White
Reading			
1971	239 (1.7)		291 (1.0)
1975	241 (2.0)	252 (3.6)	293 (0.6)
1980	243 (1.8)	261 (2.7)	293 (0.9)
1984	264 (1.0)	268 (2.2)	295 (0.7)
1988	274 (2.4)	271 (4.3)	295 (1.2)
1990	267 (2.3)	275 (3.6)	297 (1.2)
1992	261 (2.1)	271 (3.7)	297 (1.4)
1994	266 (3.9)	263 (4.9)	296 (1.5)
1996	266 (2.7)	265 (4.1)	295 (1.2)
1999	264 (1.7)	271 (3.9)	295 (1.4)
2004	264 (2.7)	264 (2.9)	293 (1.1)
Mathematics			
1973	270 (1.3)	277 (2.2)	310 (1.1)
1978	268 (1.3)	276 (2.3)	306 (0.9)
1982	272 (1.2)	277 (1.8)	304 (0.9)
1986	279 (2.1)	283 (2.9)	308 (1.0)
1990	289 (2.8)	284 (2.9)	309 (1.0)
1992	286 (2.2)	292 (2.6)	312 (0.8)
1994	286 (1.8)	291 (3.7)	312 (1.1)
1996	286 (1.7)	292 (2.1)	313 (1.4)
1999	283 (1.5)	293 (2.5)	315 (1.1)
2004	285 (1.6)	289 (1.8)	313 (0.7)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-12: Standard Errors for Exhibit 43
Percentage of Non-Identified and Identified Schools That Reported Needing Various Types of Technical Assistance and Whether Identified Schools Received Assistance, 2003-04 to 2004-05

	Percent of Non-Identified Schools That Needed Assistance	Percent of Identified Schools That Needed Assistance	Percent of Identified Schools Needing Assistance That Received It	Percent of Identified Schools Reporting That Assistance Received When Needed Was Sufficient
	(n = 881)	(n = 430)	(n = 212 to 343)	(n = 147 to 313)
Improve quality of teachers' professional development	52.6 (3.2)	79.7 (3.5)*	91.4 (2.7)	73.6 (8.4)
Get parents more engaged in their child's education	46.1 (3.1)	74.2 (3.8)*	51.2 (6.8)	53.0 (7.8)
Address instructional needs of students with IEPs	49.4 (3.0)	70.8 (4.0)*	72.3 (7.7)	69.2 (6.5)
Identify effective curricula, instructional strategies, or school reform models	54.3 (3.1)	69.6 (5.1)*	92.5 (1.9)	72.5 (8.4)
Improve students' test taking skills	32.0 (2.6)	69.9 (4.4)*	70.9 (6.0)	70.7 (9.4)
Analyze assessment results to understand students' strengths and weaknesses	40.8 (3.1)	67.7 (4.8)*	92.4 (3.0)	93.8 (1.7)
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	49.3 (2.7)	62.2 (5.5)*	92.6 (2.0)	66.6 (8.0)
Develop or revise school improvement plan	27.5 (3.0)	61.6 (5.3)*	89.5 (5.2)	89.1 (4.7)
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is highly qualified	27.6 (2.3)	62.1 (5.4)*	76.3 (5.3)	79.7 (6.1)
Address problems of student truancy, tardiness, and discipline, and of dropouts	36.4 (2.7)	56.7 (5.0)*	68.2 (6.0)	41.9 (8.5)
Implement the provisions of NCLB relating to qualified paraprofessionals	37.8 (2.8)	52.4 (5.7)*	85.8 (3.9)	95.0 (1.5)
Address instructional needs of LEP students	36.6 (3.0)	49.3 (5.4)*	69.2 (9.9)	70.8 (8.0)

*Indicates statistically significant difference between identified and non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-13: Standard Errors for Exhibit 44
Percentage of Schools Reporting Major Focus
on Various School Improvement Strategies, 2004-05

	Identified Schools (n=430)	**Non-Identified Schools** (n=881)
Using student achievement data to inform instruction and school improvement	82.4 (3.5)	66.7 (2.8)*
Providing additional instruction to low-achieving students	77.6 (3.9)	59.7 (2.7)*
Aligning curriculum and instruction with standards and/or assessments	72.2 (4.5)	70.0 (2.6)
Implementing new instructional approaches or curricula in reading/language arts/English	61.1 (4.4)	49.0 (2.6)*
Increasing the intensity, focus, and effectiveness of professional development *	59.8 (5.1)	41.8 (2.6)*
Implementing new instructional approaches or curricula in mathematics	59.4 (4.8)	40.8 (2.6)*
Restructuring the school day to teach core content areas in greater depth	51.9 (4.1)	31.4 (2.4)*
Providing extended-time instructional programs	51.4 (4.7)	30.8 (2.6)*
Implementing strategies for increasing parents' involvement in their children's education	32.1 (4.4)	13.4 (1.6)*
Increasing instructional time for all students	26.0 (3.9)	12.9 (1.8)*

*Indicates statistically significant difference between identified and non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-14: Standard Errors for Exhibit 45
Percentage of Elementary Schools Increasing and Decreasing Instructional Time in Various Subjects Between 2003-04 and 2004-05

	Identified Schools (n=247)				
	Increased More Than 30 Minutes	**Increased Less Than 30 Minutes**	**Stayed the Same**	**Decreased Less Than 30 Minutes**	**Decreased More Than 30 Minutes**
Reading	29.7 (4.9)	16.7 (4.5)	53.2 (5.7)	0.1 (0.1)	0.2 (0.2)
Mathematics	16.7 (3.1)	13.5 (5.6)	68.3 (5.8)	1.3 (1.3)	0.1 (0.1)
Science	4.8 (2.4)	5.3 (1.8)	84.0 (3.4)	4.5 (1.4)	1.3 (0.6)
Social studies	1.4 (0.7)	2.4 (1.2)	88.5 (2.5)	5.0 (1.5)	2.7 (1.2)
Art/music	1.3 (0.8)	2.2 (1.0)	88.2 (2.6)	5.0 (1.7)	3.1 (1.2)
Physical education/health	1.8 (1.0)	2.1 (1.0)	88.1 (3.0)	5.5 (2.4)	2.4 (1.2)
Other	3.5 (2.6)	7.0 (3.3)	84.7 (5.1)	4.2 (2.3)	0.6 (0.6)
	Non-Identified Schools (n=588)				
	Increased More Than 30 Minutes	**Increased Less Than 30 Minutes**	**Stayed the Same**	**Decreased Less Than 30 Minutes**	**Decreased More Than 30 Minutes**
Reading	13.1 (2.3)	15.9 (2.6)	70.9 (3.2)	0.0 (0.0)	0.0 (0.0)
Mathematics	8.3 (1.9)	16.5 (2.7)	75.1 (3.1)	0.0 (0.0)	0.0 (0.0)
Science	3.6 (1.2)	6.6 (1.8)	82.5 (2.9)	6.9 (1.8)	0.4 (0.2)
Social studies	0.6 (0.4)	2.8 (1.1)	84.6 (2.7)	11.3 (2.5)	0.6 (0.2)
Art/music	0.1 (0.1)	4.9 (1.9)	85.6 (2.9)	8.1 (2.4)	1.2 (0.4)
Physical education/health	0.3 (0.1)	3.8 (2.1)	88.8 (2.7)	5.9 (1.9)	1.1 (0.5)
Other	0.0 (0.0)	3.4 (2.4)	90.0 (2.8)	3.7 (1.4)	2.9 (1.1)

Source: National Longitudinal Study of NCLB, Principal Survey

Exhibit C-15: Standard Errors for Exhibit 48
Percentage of Identified Title I Schools Experiencing Various Types of Interventions Since Identification for Improvement, 2004-05

	Percent of Schools in Year 1 of Improvement (n=199)	Percent of Schools in Year 2 of Improvement (n=74)	Percent of Schools in Corrective Action (n=52)	Percent of Schools in Restructuring (n=75)
Actions Required for All Identified Schools				
Parents were notified of schools' improvement status	88.6 (9.7)	95.8 (6.3)	96.1 (3.7)	100.0 (0.0)
District or state developed a joint improvement plan with the school	80.8 (6.4)	73.2 (8.8)	93.1 (4.3)	91.4 (4.9)
Students were offered the option to transfer to a higher-performing school, with transportation provided	81.7 (4.9)	74.7 (10.9)	96.0 (3.8)	95.4 (3.0)
Action Required for Identified Schools That Miss AYP After Identification				
Eligible students were offered supplemental educational services from a state-approved provider	45.7 (7.2)	90.1 (5.7)	94.4 (2.9)	100.0 (0.0)
Corrective Actions				
Implemented a new research-based curriculum or instructional program	48.2 (7.0)	65.8 (9.5)	88.8 (4.0)	72.8 (8.7)
Significantly decreased management authority at the school level	3.6 (1.4)	4.7 (2.3)	27.2 (11.1)	25.1 (7.3)
Appointed outside expert to advise the school	30.2 (6.8)	34.2 (9.5)	58.6 (10.7)	61.6 (7.0)
Extended length of school day	24.0 (6.7)	28.7 (7.7)	44.6 (11.1)	28.8 (7.6)
Extended length of school year	9.0 (3.2)	15.4 (6.5)	35.2 (11.2)	21.6 (6.7)
Restructured internal organization of the school	11.6 (5.2)	22.5 (9.9)	21.4 (5.9)	36.9 (7.5)
Replaced school staff members relevant to school's low performance	1.6 (0.7)	16.7 (9.7)	6.6 (2.8)	13.4 (6.2)
Restructuring Interventions				
Reopened the school as a public charter school	0.0 (0.0)	0.0 (0.0)	0.0 (0.0)	2.4 (1.9)
Entered into a contract with a private entity to manage the school	0.4 (0.2)	0.7 (0.7)	0.0 (0.0)	2.1 (1.9)
Operation of school turned over to state	1.7 (1.2)	0.0 (0.0)	0.0 (0.0)	9.2 (5.5)
Replaced the entire staff	0.1 (0.1)	1.3 (1.0)	0.0 (0.0)	2.1 (1.9)
Appointed new principal	21.5 (7.1)	20.5 (5.8)	19.6 (4.9)	20.4 (5.3)

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-16: Standard Errors for Exhibit 49
Percentage of Districts Taking Various Actions in Response to Being Identified for Improvement, 2004-05

Offered/required specific professional development for teachers	79.8 (11.4)
Distributed test preparation materials to some or all schools	67.2 (11.8)
Increased district monitoring of instruction and student performance at school sites	61.4 (15.6)
Offered/required specific professional development for principals	58.5 (15.5)
Reallocated fiscal resources to target specific needs (e.g., particular groups of students, subjects, or schools)	51.1 (14.6)
Implemented a district-wide curriculum in reading	39.1 (13.8)
Developed or revised district content standards	23.9 (9.5)
Reorganized the district office staff to increase efficiency or focus on instruction	22.6 (9.2)
Implemented a district-wide curriculum in mathematics	17.4 (6.8)
Hired a consultant to advise district administrators on effective strategies	10.9 (4.5)
Created smaller schools, or schools-within-schools	11.1 (4.8)
Changed the budget allocation formula for schools	10.4 (5.1)
Implemented new personnel procedures for hiring or assigning principals and teachers	7.8 (3.4)

Source: National Longitudinal Study of NCLB, District Survey (n=75 districts).

Exhibit C-17: Standard Errors for Exhibit 50
Percentage of Principals of Schools Identified and Not Identified for Improvement Under NCLB Who Reported Various Accountability Designations Under State or District Accountability Initiatives, 2004-05

Designation Under State or District Accountability Initiative	Identified Schools	Non-Identified Schools
Low-Performing	33.1 (4.9)	4.1 (0.9)
No Special Designation	11.5 (2.8)	36.5 (2.8)
High-Performing	3.1 (1.5)	19.2 (2.3)
No Other System (other than NCLB)	40.7 (6.5)	31.5 (2.9)
Other/Not Sure	11.6 (2.5)	8.6 (1.2)

Source: National Longitudinal Study of NCLB, Principal Survey (n=407 identified schools and 888 non-identified schools).

Exhibit C-18: Standard Errors for Exhibit 51
Number of Schools Where Title I School Choice and Supplemental Services Were Offered, and Number of Participating Students, 2002-03 to 2004-05

	Number of Schools		Number of Participating Students	
	School Choice	Supplemental Services	School Choice	Supplemental Services
2002-03	5,066 (439)	750 (170)	18,039 (4,680)	41,819 (9,411)
2003-04	4,624 (878)	2,529 (426)	37,599 (6,248)	233,164 (15,515)
2004-05	6,216 (NA)		48,278 (NA)	445,652 (NA)

Sources: Study of Title I Accountability Systems and School Improvement Efforts, District Survey (estimates of participating schools in 2002-03 and 2003-04, estimates of participating students in 2002-03); Study of State Implementation of Accountability and Teacher Quality Under NCLB (SSI-NCLB) and National Longitudinal Study of NCLB (NLS-NCLB), District and Principal Surveys (estimates of participating schools in 2004-05, estimates of participating students in 2003-04); Consolidated State Performance Reports (estimates of participating students in 2004-05).

Note: The estimated number of participating schools in 2004-05 is based on two data sources: a count from the SSI-NCLB study of the number of Title I schools identified for improvement in 2004-05, and an estimate from the NLS-NCLB of the proportion of Title I identified schools that reported that they were required to offer Title I school choice. Because this estimate is based on a combination of two data sources, a standard error cannot be calculated. The estimated number of students participating in school choice and supplemental services in 2004-05 is based on Consolidated State Performance Reports for 51 states.

Exhibit C-19: Standard Errors for Exhibit 52
Percentage of Districts Reporting Various Student Participation Rates for Title I School Choice and Supplemental Educational Services, 2003-04 and 2004-05

Percentage of Eligible Students Participating	Supplemental Services 2003-04 (n=79 districts)	School Choice 2003-04 (n=118 districts)	School Choice 2004-05 (n=151 districts)
None	13.0 (8.5)	48.6 (13.6)	62.9 (8.6)
0.01% to 2.0%	24.4 (9.5)	44.5 (14.1)	21.6 (7.5)
2.1% to 5.0%		3.8 (2.1)	10.2 (3.9)
5.1% to 10.0%	32.8 (13.7)	3.1 (1.5)	5.4 (3.8)
10.1% to 20.0%	20.4 (8.6)		
More than 20.0%	9.3 (4.4)		

Source: National Longitudinal Study of NCLB, District Survey.

Exhibit C-20: Standard Errors for Exhibit 55
Percentage of Districts Reporting Availability of Title I School Choice Option, by School Grade Level, 2004-05
(Among Districts Required to Offer Choice)

	Elementary Schools		Middle Schools		High Schools	
	Percent of districts	Percent of students	Percent of districts	Percent of students	Percent of districts	Percent of students
District offers Title I school choice at this grade level	70.1 (12.4)	92.1 (1.9)	19.8 (5.1)	67.3 (4.7)	16.8 (5.7)	54.7 (5.5)
District is not offering Title I school choice and has no non-identified schools at this grade level	26.3 (12.4)	3.4 (1.3)	66.4 (8.2)	16.5 (3.4)	69.9 (8.8)	16.5 (2.6)
District is not offering Title I school choice for other reasons	3.6 (1.9)	4.5 (1.5)	13.7 (5.1)	16.3 (4.7)	13.3 (6.8)	28.8 (4.9)

Source: National Longitudinal Study of NCLB, District Survey (n=124 districts with identified elementary schools, 109 with identified middle schools, and 72 with identified high schools). Data on whether all of a district's schools at a particular grade level were identified for improvement are from the Study of State Implementation of Accountability and Teacher Quality Under NCLB

Exhibit C-21: Standard Errors for Exhibits 60 and B-20
Parents Reporting Various Reasons for Using the Title I School Choice Option, as a Percentage of Participating Parents, in Eight Large Urban Districts, 2004–05

The quality of teaching at the new school is better.	52.2 (3.2)
There is good discipline, safety, and order at the new school.	49.4 (3.2)
My child's old school was not meeting his/her needs.	47.1 (3.2)
My child got transportation to the new school.	34.8 (2.8)
The new school is located in a place that is easy to get to.	33.7 (3.2)
There are different academic programs at the new school.	28.6 (2.8)
My child wanted to change schools.	25.3 (2.7)
There are activities after school and sports teams at the new school.	19.8 (2.4)
There is free tutoring or other extra help with schoolwork at the new school.	18.9 (2.4)
My child had been getting bad grades.	17.1 (2.1)
There are services for children with disabilities at the new school.	11.0 (1.9)
My child's old teacher thought he/she should move.	9.6 (1.4)
There are services at the school for children whose first language is not English.	4.8 (1.3)

Source: National Longitudinal Study of NCLB, Parent Survey (n=356 parents).

Exhibit C-22: Standard Errors for Exhibits 60 and B-21
Parents Reporting Various Reasons for Enrolling Their Child in Title I Supplemental Services, as a Percentage of Participating Parents, in Eight Large Urban Districts, 2004–05

There is tutoring in the subject area(s) in which my child needs extra help.	60.3 (3.5)
Tutoring is free.	57.9 (3.5)
My child's teacher thought he/she should get this extra help.	51.7 (3.6)
Tutoring is given at a place that is easy to get to.	47.0 (3.6)
My child wanted to get this extra help.	43.1 (3.5)
My child had been getting bad grades.	26.9 (3.2)
My child got a low score on a yearly achievement test.	33.2 (3.4)
My child's school is not meeting his/her needs.	18.3 (2.8)
I needed after-school care.	11.6 (2.4)
There is tutoring for children with disabilities.	10.9 (2.3)
There is tutoring for children whose first language is not English.	6.3 (1.8)

Source: National Longitudinal Study of NCLB, Parent Survey (n=260 parents).

Exhibit C-23: Standard Errors for Exhibits 60 and B-22
Parents Reporting Various Reasons for Not Using the Title I School Choice Option, as a Percentage of Eligible Parents Who Did Not Participate, in Eight Large Urban Districts, 2004–05

My child's school is located in a place that is easy to get to.	75.2 (5.4)
My child wanted to stay.	49.6 (6.2)
I was satisfied with the quality of teaching at my child's school.	46.7 (6.2)
My child was getting good grades at the current school.	47.4 (6.2)
I didn't want to disrupt my child.	42.1 (6.2)
There is good discipline, safety, and order at my child's school.	33.9 (6.0)
There are activities after school and sports teams at my child's school.	27.4 (5.5)
There is free tutoring or other extra help with schoolwork at my child's school.	26.5 (5.3)
I didn't have enough information about the schools from which I could choose.	22.9 (5.0)
There are different academic programs at my child's school.	21.6 (5.3)
There are services at my child's school for children with disabilities.	19.7 (4.9)
The district did not have transportation to any of the new schools from which I could choose.	18.4 (5.0)
I was not given enough time to make the decision to move my child to another school.	17.2 (5.2)
There are services at my child's school for children whose first language is not English.	9.2 (3.3)

Source: National Longitudinal Study of NCLB, Parent Survey (n=217 parents).

Exhibit C-24: Standard Errors for Exhibits 60 and B-23
Parents Reporting Various Reasons for Not Enrolling Their Child in Title I Supplemental Services, as a Percentage of Eligible Parents Who Did Not Participate, in Eight Large Urban Districts, 2004–05

Tutoring is given at times that are not good for my family.	46.5 (10.2)
My child doesn't need help.	27.6 (7.2)
Tutoring is given at a place that is not easy to get to.	12.1 (7.2)
My child did not want to get this extra help.	11.8 (7.0)
There is no tutoring at my child's grade level.	5.2 (3.3)
There is no tutoring in the subject areas where my child needs extra help.	4.8 (2.9)
Tutoring does not meet the needs of children with disabilities.	5.3 (4.5)
Tutoring does not meet the needs of children whose first language is not English.	<1 (.)

Source: National Longitudinal Study of NCLB, Parent Survey (n=52 parents).

Exhibit C-25: Standard Errors for Exhibit 61
District Strategies for Communicating with Parents
About Title I School Choice and Supplemental Services Options, 2004-05

	School Choice (n=156 districts)		**Supplemental Services** (n=109 districts)	
	Percent of districts	Percent of students	Percent of districts	Percent of students
Written notification in English	67.9 (9.9)	87.9 (3.7)	94.0 (5.9)	94.2 (3.8)
Written notification in language(s) other than English	47.0 (9.6)	63.9 (3.7)	52.9 (5.9)	71.6 (3.8)
Individual meetings with interested parents	51.7 (9.2)	67.8 (3.8)	78.3 (8.6)	78.7 (5.5)
Notices in district or school newsletters	39.7 (8.6)	58.7 (4.3)	64.2 (9.9)	71.7 (5.7)
Notices in public newspapers	26.0 (7.4)	45.0 (4.4)	23.4 (9.0)	48.2 (6.2)
Enrollment fairs or open houses to provide information about alternate schools and providers	19.2 (5.2)	41.7 (4.5)	51.4 (11.1)	70.8 (5.6)
Public service announcements	10.0 (3.3)	31.7 (4.5)	19.1 (5.6)	40.6 (5.9)
Working with a local community partner (e.g., Parent Information and Resource Center)	10.1 (4.0)	20.1 (2.6)	16.2 (7.4)	40.4 (5.9)
Other	11.8 (4.1)	22.0 (3.2)	26.0 (8.2)	30.5 (5.6)

Source: National Longitudinal Study of NCLB, District Survey.

Exhibit C-26: Standard Errors for Exhibit 62
District and Parent Reports on Notification About Title I School Choice and Supplemental Educational Services Options, in Eight Large Urban Districts, 2004-05

	School Choice	Supplemental Services
Percentage of districts that reported notifying parents	100.0 (0.0)	100.0 (0.0)
Percentage of eligible parents that reported receiving notification	26.8 (2.7)	52.8 (3.8)

Source: National Longitudinal Study of NCLB, District and Parent Surveys (n=8 districts, 932 parents eligible for the school choice option, and 7779 parents eligible for the supplemental services option.

Exhibit C-27: Standard Errors for Exhibit 63
Percentage of Districts That Reported Notifying Parent Notification About the Title I School Choice Option, By Timing of Reported Notification, 2004–05

Before the start of the school year	29.5 (8.9)
At the start of the school year	21.2 (14.8)
After the start of the school year	49.4 (12.1)

Source: National Longitudinal Study of NCLB, District Survey (n=181 districts).

Exhibit C-28: Standard Errors for Exhibit 65
Share of Students Receiving Supplemental Services, by Type of Provider, 2003-04

Private providers	59.1 (4.1)
Faith-based providers	0.5 (0.1)
Community-based providers	12.6 (2.7)
National for-profit companies	33.8 (3.3)
Other for-profit companies	12.3 (3.3)
Districts and public schools	39.4 (4.2)
Charter schools	0.5 (0. 4)
Colleges and universities	0.5 (0.0)
Other	0.5 (0. 4)

Source: National Longitudinal Study of NCLB, District Survey (n=71 districts).

Exhibit C-29: Standard Errors for Exhibit 66
Percentage of Title I Supplemental Service Providers Reporting District and State Monitoring of Their Services at Least a Few Times Per Year, by Monitoring Mechanism, 2004–05

	District	State
Reviewed reports of student attendance rates at supplemental service sessions	75 (5.2)	36 (6.6)
Met with provider organizations to discuss implementation	64 (5.6)	43 (6.5)
Observed supplemental service sessions	51 (6.3)	22 (6.6)
Tracked the academic success of participating students in terms of grades, promotion, or graduation	34 (6.9)	10 (3.1)
Tracked the state achievement test scores of participating students	26 (6.9)	10 (3.3)

Source: National Longitudinal Study of NCLB, Supplemental Service Provider Survey (n=85 to 95 providers).

Exhibit C-30: Standard Errors for Exhibit 70
Percentage of Teachers Reporting That They Were Considered Highly Qualified Under NCLB, 2004-05

	N	Highly Qualified	Not Highly Qualified	Don't Know
Elementary teachers	4,059	75.1 (1.8)	2.1 (0.3)	22.9 (1.8)
Secondary English teachers	1,787	73.7 (2.2)	5.8 (0.9)	20.4 (2.2)
Secondary math teachers	1,627	67.9 (2.6)	8.0 (1.2)	24.1 (2.5)
Special education teachers	1,158	52.3 (2.4)	14.5 (2.2)	29.2 (2.3)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-31: Standard Errors for Exhibit 71
Percentage of Teachers Reporting That They Were Considered Highly Qualified Under NCLB, 2004-05, by School Improvement Status, 2004-05

	Highly Qualified	Not Highly Qualified	Don't Know
Elementary teachers (n=4,051)			
School not identified for improvement	75.4 (2.0)	1.5 (0.3)	23.1 (2.0)
School identified for improvement (Year 1 or Year 2)	70.8 (4.3)	4.7 (1.3)	24.5 (4.3)
School identified for corrective action	77.0 (4.3)	7.6 (3.0)	15.4 (4.6)
School identified for restructuring	76.7 (3.9)	6.4 (2.4)	16.9 (2.8)
Secondary classes (n=3,218)			
School not identified for improvement	72.4 (2.1)	4.4 (0.9)	23.2 (2.3)
School identified for improvement (Year 1 or Year 2)	69.1 (3.2)	11.7 (2.1)	19.2 (2.4)
School identified for corrective action	71.0 (4.8)	7.6 (2.4)	21.4 (4.6)
School identified for restructuring	62.3 (4.3)	14.6 (3.3)	23.1 (3.4)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-32: Standard Errors for Exhibit 72
Reasons Teachers Were Considered Not Highly Qualified Under NCLB, 2004-05

	Elementary Teachers (n=135)	Secondary English Teachers (n=152)	Secondary Mathematics Teachers (n=243)	Special Education Teachers (n=125)
No bachelor's degree	0.0 (0.0)	0.2 (0.2)	1.9 (1.0)	0.0 (0.0)
Lack full certification or licensure	35.3 (6.4)	15.7 (3.7)	23.2 (4.2)	31.4 (7.7)
Have not demonstrated subject knowledge and teaching skills in the basic elementary curriculum	13.6 (5.3)			1.0 (0.8)
Have not demonstrated subject matter competency in English		17.5 (3.8)		25.8 (7.0)
Have not demonstrated subject matter competency in mathematics			27.2 (5.8)	31.3 (7.1)
Have not demonstrated subject matter competency in another subject that they teach		30.5 (7.5)	26.7 (5.6)	22.1 (7.0)
Other	42.3 (6.9)	16.6 (6.4)	16.2 (4.7)	24.5 (6.7)
Don't know	16.3 (5.0)	5.0 (1.9)	3.9 (1.2)	3.5 (2.3)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-33: Standard Errors for Exhibit 73
Percentage of Secondary Teachers Who Were Novice Teachers or Lacked a College Major in the Subject That They Teach, by Self-Reported Highly Qualified Status, 2004-05

	Highly Qualified (n=1,075 to 1,255)	Not Highly Qualified (n=138 to 152)	Don't Know (n=313 to 350)
English teachers with fewer than 3 years of teaching experience	7.2 (1.2)	17.7 (4.8)	16.1 (3.4)
Mathematics teachers with fewer than 3 years of teaching experience	8.8 (1.5)	10.7 (3.3)	16.4 (3.8)
English teachers who do not have a major in English	45.8 (2.7)	74.9 (7.6)	48.1 (4.5)
Mathematics teachers who do not have a major in mathematics	59.1 (2.7)	85.2 (4.7)	59.5 (5.6)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-34: Standard Errors for Exhibit 74
Percentage of Districts Reporting Using Various Strategies to Recruit Highly Qualified Teachers, By District Characteristics, 2003–04

	Partnerships With Higher Education	Streamlined Hiring Processes	Financial Incentives (e.g., increased salaries, signing bonuses)	Alternate Certification Routes	Targeted Efforts to Attract Teachers in Hard-to-Staff Subjects
All districts	39.6 (5.8)	35.3 (5.9)	22.9 (6.2)	20.0 (3.8)	35.6 (6.1)
By district poverty level					
High-poverty	81.4 (8.1)	50.3 (10.9)	29.1 (8.8)	51.3 (3.5)	67.7 (3.0)
Medium poverty	51.8 (9.4)	44.7 (8.7)	19.6 (7.6)	35.6 (2.8)	28.6 (2.3)
Low-poverty	29.2 (7.8)	32.2 (9.4)	17.7 (8.9)	6.7 (0.8)	28.8 (2.8)
By district minority concentration					
High-minority	32.7 (15.4)	36.6 (18.6)	75.2 (12.7)	39.9 (19.5)	66.4 (17.9)
Medium minority	67.2 (10.0)	49.6 (9.4)	25.5 (7.8)	32.4 (8.3)	46.5 (9.8)
Low-minority	31.8 (6.8)	30.4 (7.5)	12.2 (6.9)	12.3 (3.8)	26.8 (7.1)

Source: NLS-*NCLB*, District Survey (n=278 to 284 districts).

Exhibit C-35: Standard Errors for Exhibit 74
Percentage of Districts Reporting Using Various Incentives to Retain Highly Qualified Teachers, By District Characteristics, 2003-04

Characteristics	Collegial Learning Activities (e.g., common planning time)	Sustained Mentoring or Induction Programs	Financial Incentives (e.g., merit pay, stipends for course-work)	Special Career Enhancement Opportunities (e.g., career ladders)	Instructional Coaching or Master Teacher Program
All districts	81.9 (6.0)	68.5 (7.0)	60.1 (6.5)	50.3 (6.6)	50.0 (6.6)
By district poverty level					
High-poverty	95.0 (3.7)	82.3 (9.5)	61.5 (10.9)	50.0 (11.0)	69.0 (11.0)
Medium poverty	79.8 (9.0)	76.2 (9.4)	55.4 (9.6)	53.1 (9.5)	57.2 (10.1)
Low-poverty	76.8 (10.3)	55.3 (10.8)	73.0 (8.0)	47.8 (10.4)	32.6 (7.7)
By district minority concentration					
High-minority	82.7 (14.9)	79.5 (15.4)	48.9 (21.8)	71.7 (16.5)	77.5 (15.6)
Medium minority	97.0 (2.0)	92.4 (1.9)	57.7 (10.1)	45.7 (9.7)	91.4 (5.4)
Low-minority	76.8 (8.4)	57.0 (8.9)	62.9 (7.7)	47.9 (8.5)	31.8 (6.5)

Source: NLS-*NCLB*, District Survey (n=286 to 289 districts).

Exhibit C-36: Standard Errors for Exhibit 75
Percentage of Teachers Participating in Professional Development Focused on Instructional Strategies for Reading and Mathematics, 2003-04

	Professional Development in Teaching Reading		Professional Development in Teaching Mathematics	
	Elementary Teachers (n=4,007)	Secondary English Teachers (n=1,740)	Elementary Teachers (n=3,994)	Secondary Mathematics Teachers (n=1,580)
More than 24 hours	19.6 (1.3)	21.9 (1.8)	9.1 (0.9)	16.1 (1.6)
6 to 24 hours	38.9 (1.3)	35.5 (1.8)	25.6 (1.2)	30.4 (2.1)
1 to 5 hours	31.2 (1.9)	30.3 (2.0)	36.7 (1.6)	30.9 (2.5)
None	10.4 (1.3)	12.2 (1.3)	28.6 (1.9)	22.6 (2.1)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-37: Standard Errors for Exhibit 76
Percentage of Teachers Participating in Professional Development Focused on In-Depth Study of Topics in Reading and Mathematics, 2003-04

	In-Depth Study of Reading Topics		In-Depth Study of Mathematics Topics	
	Elementary Teachers (n=3,982)	Secondary English Teachers (n=1,719)	Elementary Teachers (n=3,950)	Secondary Mathematics Teachers (n=1,565)
More than 24 hours	12.8 (1.0)	15.9 (1.8)	6.2 (0.8)	10.4 (1.2)
6 to 24 hours	28.0 (1.3)	23.6 (1.6)	13.6 (1.1)	15.4 (1.7)
1 to 5 hours	32.4 (1.2)	30.4 (2.0)	29.1 (1.3)	25.5 (1.8)
None	26.8 (1.3)	30.1 (2.2)	51.0 (1.7)	48.7 (2.4)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-38: Standard Errors for Exhibit 77
Proportion of Time That Title I Instructional Paraprofessionals Reported Spending on Various Activities, 2004-05

Working with students in groups	36.6 (1.9)
Tutoring students one-on-one	24.7 (2.5)
Preparing teaching materials, correcting student work, or testing students	17.0 (1.3)
Working with students in a computer lab, library or media center	9.5 (1.3)
Working with parents	3.2 (0.6)
Translating for LEP students	2.5 (0.6)
Other activities	6.6 (1.0)

Source: National Longitudinal Study of NCLB, Paraprofessional Survey (n=828 paraprofessionals).

Endnotes

Executive Summary

[1] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05.
[2] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports (CSPR), 2004-05. CSPR data for earlier years are available in Elizabeth Dabney (2007), *State ESEA Title I Participation Information for 2003-04: Final Summary Report*, Washington, D.C., U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[3] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. Elizabeth Dabney (2007). *State ESEA Title I Participation Information for 2003-04: Final Summary Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[4] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. Elizabeth Dabney (2007). *State ESEA Title I Participation Information for 2003-04: Final Summary Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[5] Evaluation of the Participation of Private School Students in Federal Education Programs.
[6] National Longitudinal Study of No Child Left Behind.
[7] National Longitudinal Study of No Child Left Behind.
[8] National Longitudinal Study of No Child Left Behind.
[9] National Longitudinal Study of No Child Left Behind.
[10] See http://nces.ed.gov/nationsreportcard/about/ltt_main_diff.asp, "What Are the Differences Between Long-Term Trend NAEP and Main NAEP?" Accessed July 18, 2007.
[11] Marianne Perie, Wendy S. Grigg, and Patricia L. Donahue (2005), *The Nation'sReport Card: Reading 2005* (NCES 2006-451), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics. Marianne Perie, Wendy S. Grigg, and Gloria S. Dion (2005), *The Nation's Report Card: Mathematics 2005* (NCES 2006-453), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics. Wendy S. Grigg, Mary A. Lauko, and Debra M. Brockway (2006), *The Nation's Report Card: Science 2005* (NCES 2007-466), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.
[12] State-reported graduation rates are from a U.S. Department of Education, Policy and Program Studies Service analysis of data from Consolidated State Performance Reports and State Education Agency Web sites. State-reported rates for 2003 or 2004 were used for 16 states where 2002 rates were not available. Data on averaged freshman graduation rates are from Marilyn Seastrom, Lee Hoffman, Chris Chapman, and Robert Stillwell (2007), *The Averaged Freshman Graduation Rate for Public High Schools From the Common Core of Data: School Years 2002-03 and 2003-04* (NCES 2006-606rev), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.
[13] U.S. Department of Education, Office of Elementary and Secondary Education, Decision Letters on State Final Assessment Systems Under Title I of ESEA as amended by the No Child Left Behind Act of 2001.
www.ed.gov/admins/lead/account/nclbfinalassess/index.html, accessed May 1, 2007.
[14] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05.
[15] Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.
[16] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[17] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[23] Center on Education Policy (2005). *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act.* Washington, D.C.: Author.
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[27] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[28] National Longitudinal Study of No Child Left Behind.
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[30] Ron Zimmer, Brian Gill, Paula Razquin, Kevin Booker, and J.R. Lockwood (2007), *State and Local Implementation of the No Child Left Behind Act, Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[31] National Longitudinal Study of No Child Left Behind.
[32] Policy and Program Studies Service monthly reviews of State Education Agency Web sites, conducted by Westat from May 2003 through May 2005.
[33] National Longitudinal Study of No Child Left Behind.
[34] Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.
[35] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[36] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[37] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05.
[38] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[39] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[40] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[41] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[42] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[43] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[44] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

I. Introduction

[45] Section 1501 of the Elementary and Secondary Education Act, as reauthorized by the No Child Left Behind Act. Reports from previous National Assessments of Title I include: 1) U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service (2001), *High Standards for All Students: A Report from the National Assessment of Title I on Progress and Challenges Since the 1994 Reauthorization*.; 2) U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service (1999), *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I*; 3) U.S. Department of Education, Office of Policy and Planning, Planning and Evaluation Service (1993), *Reinventing Chapter 1: The Current Chapter 1 Program and New Directions*.
[46] For the NCLB definition of scientifically-based research, see Section 9101(37).
[47] Section 1501 of the Elementary and Secondary Education Act, as reauthorized by the No Child Left Behind Act.
[48] The National Longitudinal Study of No Child Left Behind is being conducted by the RAND Corporation in collaboration with the American Institutes for Research and the National Opinion Research Center. Response rates for 2004-05 were 96 percent for the school district survey, 89 percent for the principal survey, 84 percent for the teacher surveys, 87 percent for the Title I paraprofessional survey, 61 percent for the parent survey, and 82 percent for the supplemental service provider survey. For the resource allocation component of the study, district response rates were 96 percent for district budget and expenditure data, 81 percent for school-level payroll data, and 91 percent for data on within-district Title I allocations to schools. Data on within-state Title I allocations to districts were provided by all 50 states, the District of Columbia, and Puerto Rico.
[49] The Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind is being conducted by the American Institutes for Research in collaboration with the Council of Chief State School Officers and REDA International. Interviews were completed for all 52 states including the District of Columbia and Puerto Rico.
[50] The Study of Title I Accountability Systems and School Improvement Efforts was conducted by SRI International. Survey response rates ranged from 88 to 90 percent for the school district survey and from 83 to 85 percent for the principal survey.
[51] The Case Studies of the Early Implementation of Supplemental Educational Services were conducted by Policy Studies Associates.
[52] The Study of Education Resources and Federal Funding was conducted by the American Institutes for Research. District response rates for the resource data collected in this study were 81 percent for district budget and expenditure data, 70 percent for school-level payroll data, and 77 percent for data on within-district Title I allocations to schools. Data on within-state Title I allocations to districts were provided by all 50 states and the District of Columbia.
[53] For more information on federal poverty thresholds, see www.census.gov/hhes/www/poverty/povdef.html and www.census.gov/hhes/www/poverty/threshld.html.
[54] U.S. Department of Agriculture (2004). Child nutrition programs: Income eligibility guidelines. *Federal Register, 69*(60), 16226-16229. Retrieved April 12, 2006, from www.fns.usda.gov/cnd/Governance/notices/iegs/IEGs04-05.pdf.

II. Title I Participation and Resources

[55] The two different definitions of "low-poverty schools" reflect different practices used in different data sources. Title I program evaluations conducted by the U.S. Department of Education have historically defined "low-poverty schools" as schools with fewer than 35 percent of their students eligible for free and reduced-price lunches; this group included 14 percent of all Title I schools in 2004-05. For NAEP, schools were asked to report whether their percentage of free and reduced-price lunch eligible students was within one of four specified ranges, including the 0-25 percent group; thus, the NAEP data cannot be tabulated using different poverty thresholds.
[56] Vermont and Washington did not report these data in 2002-03, and Missouri did not report these data in 1998-99. U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. Elizabeth Dabney (2007). *State ESEA Title I Participation Information for 2003-04: Final Summary Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[57] National Longitudinal Study of No Child Left Behind.
[58] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. National Longitudinal Study of No Child Left Behind.
[59] A separate program, Title I, Part D, serves students in state institutions for neglected and delinquent children and youth. U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. Elizabeth Dabney (2007). *State ESEA Title I Participation Information for 2003-04: Final Summary Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[60] U.S. Department of Education, National Center for Education Statistics, NCES Common Core of Data (CCD), State Nonfiscal Survey of Public Elementary/Secondary Education, 2003-04, reported in National Center for Education Statistics (2006), *Digest of Education Statistics: 2005*, Table 38. Ungraded students were not included in these calculations; they accounted for 1 percent of both Title I participants and all public school students.
[61] U.S. Department of Education, National Center for Education Statistics, NCES Common Core of Data (CCD), State Nonfiscal Survey of Public Elementary/Secondary Education, 2003-04, reported in National Center for Education Statistics (2006), *Digest of Education Statistics: 2005*, Table 38.
[62] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05.
[63] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05. Elizabeth Dabney (2007). *State ESEA Title I Participation Information for 2003-04: Final Summary Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[64] Evaluation of the Participation of Private School Students in Federal Education Programs.
[65] Evaluation of the Participation of Private School Students in Federal Education Programs.
[66] In the 1997 survey, about three-fourths of private school representatives reported that district Title I administrators considered their input about services to private school students (78 percent), responded to their questions in a timely fashion (79 percent), and provided accurate and up-to-date information (72 percent). However, private school representatives were less likely than school district administrations to report consultation on such specific topics as assignment of Title I staff (46 percent vs. 80 percent), types of services to be provided (77 percent vs. 95 percent), or methods for evaluating the quality of services (53 percent vs. 86 percent). Michael Rubenstein, Keith Gayler, and Bruce Haslam (1998). *Title I Services for Private School Students Under the Reauthorization of ESEA: A Snapshot of Federal Assistance in Transition.* Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service.
[67] Evaluation of the Participation of Private School Students in Federal Education Programs.
[68] Evaluation of the Participation of Private School Students in Federal Education Programs.
[69] The hold harmless percentage varies according to the school district's poverty rate. A district with a poverty rate of more than 30 percent is guaranteed 95 percent of the amount allocated to it in the prior year; a district with a 15 to 30 percent poverty rate is guaranteed 90 percent of its prior year allocation, and a district with a poverty rate below 15 percent is guaranteed 85 percent of its prior year allocation.
[70] For Basic Grants, the state minimum is the lesser of (1) 0.25 percent of the amount appropriated for Basic Grants, plus 0.35 percent of the total allocated to states in excess of the amount appropriated for FY 2001 and (2) the average of (a) 0.25 percent of the amount appropriated for Basic Grants, plus 0.35 percent of the total amount allocated to the states in excess of the amount allocated for FY 2001 and (b) 150 percent of the national per-pupil grant times the state's formula count. For Concentration Grants, the state minimum is the lesser of (1) 0.25 percent of the amount appropriated for Concentration Grants, plus 0.35 percent of the total allocated to states in excess of the amount allocated for FY 2001 and (2) the greater of the average of (a) 0.25 percent of the amount appropriated for Concentration Grants, plus 0.35 percent of the total allocated to states in excess of the amount allocated for FY 2001, and (b) the greater of (i) $340,000, or (ii) 150 percent of the national per-pupil grant times the state's formula count. For Targeted Grants, the state minimum is the lesser of (1) 0.35 percent of the amount appropriated for Targeted Grants and (2) the average of (a) 0.35 percent of the amount appropriated for Targeted Grants and (b) 150 percent of the national per-pupil grant times each state's formula count. For Incentive Grants, the state minimum is calculated in the same manner as for Targeted Grants.
[71] National Longitudinal Study of No Child Left Behind.
[72] National Longitudinal Study of No Child Left Behind.
[73] U.S. Department of Education, Budget Service.
[74] National Longitudinal Study of No Child Left Behind.
[75] National Longitudinal Study of No Child Left Behind.
[76] National Longitudinal Study of No Child Left Behind.
[77] National Longitudinal Study of No Child Left Behind.
[78] National Longitudinal Study of No Child Left Behind (2004-05 data). Historical data for 1997-98 are from Jay Chambers, Joanne Lieberman, Tom Parrish, Daniel Kaleba, James Van Campen, and Stephanie Stullich (2000). *Study of Education Resources and Federal Funding: Final Report.* Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service. The poverty rates for the four poverty quartiles in FY 2004 were as follows: highest poverty quartile (over 21.5%), second highest poverty quartile (13.4-21.5%), second lowest poverty quartile (7.2-13.4%), and lowest poverty quartile (less than 7.2%). In FY1997, these rates were: highest poverty quartile (over 24.7%), second highest poverty quartile (14.7-24.7%), second lowest poverty quartile (7.7-14.7%), and lowest poverty quartile (less than 7.7%).
[79] The 2004-05 data were based on 52 states, while the 1994-95 and 1997-98 data were based on 51 states (not including Puerto Rico). However, the 2004-05 figures did not change when run without Puerto Rico.
[80] National Longitudinal Study of No Child Left Behind.
[81] National Longitudinal Study of No Child Left Behind.
[82] National Longitudinal Study of No Child Left Behind.
[83] National Longitudinal Study of No Child Left Behind.
[84] National Longitudinal Study of No Child Left Behind.
[85] National Longitudinal Study of No Child Left Behind.

III. Trends in Student Achievement

[86] When 4th grade assessment data was not available, we substituted 3rd-grade data or, if 3rd-grade also was not available, 5th-grade data. When 8th grade assessment data was not available, we substituted 7th-grade data or, if 7th-grade also was not available, 6th-grade data.
[87] In states that did not assess students in 4th-grade reading, a nearby grade was used (3rd grade for Arizona, Delaware, the District of Columbia, Hawaii, Illinois, Indiana, Maryland, Minnesota, Missouri, New Hampshire, Oregon, Tennessee, and Virginia, and 5th grade for Kansas, Oklahoma, and Pennsylvania). The NAEP data for 4th-grade reading were published in Marianne Perie, Wendy S. Grigg, and Patricia L. Donahue (2005), *The Nation's Report Card: Reading 2005* (NCES 2006-451), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.
[88] In states that did not assess students in 4th-grade reading, a nearby grade was used (3rd grade for Arizona, Delaware, the District of Columbia, Hawaii, Illinois, Indiana, Maryland, Minnesota, Missouri, New Hampshire, Oregon, Tennessee, and Virginia, and 5th grade for Kansas, Oklahoma, and Pennsylvania). The NAEP data for 4th-grade reading were published in Marianne Perie, Wendy S. Grigg,

and Patricia L. Donahue (2005), *The Nation's Report Card: Reading 2005* (NCES 2006-451), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[89] State participation in NAEP was not required prior to NCLB, and as a result, NAEP results for years prior to 2003 are based on a subset of the states. For example, for the 4th-grade NAEP reading assessment, 39 states participated in 1998 and 44 states participated in 2002, compared with 51 states in 2003.

[90] See http://nces.ed.gov/nationsreportcard/about/ltt_main_diff.asp, "What Are the Differences Between Long-Term Trend NAEP and Main NAEP?" Accessed July 18, 2007.

[91] See http://nces.ed.gov/nationsreportcard/about/ltt_main_diff.asp, "What Are the Differences Between Long-Term Trend NAEP and Main NAEP?" Accessed July 18, 2007.

[92] NAEP changed its approach to testing accommodations for students with disabilities and LEP students during the period examined in this report. Before 1996, no testing accommodations were provided to such students participating in NAEP assessments. Beginning in 1996 for the mathematics assessment and 1998 for the reading assessment, the Main NAEP was administered to two reporting samples—accommodations permitted and accommodations not permitted. Beginning in 2002 for reading and 2003 for mathematics, NAEP administered the Main NAEP test with accommodations permitted as its only administration procedure. For the National Assessment of Title I interim report, Main NAEP results were reported with no accommodations up through 1994 and with accommodations permitted thereafter. For the Trend NAEP, 2004 was the first year that accommodations were permitted, but a sample was also assessed with no accommodations permitted; this report presents Trend NAEP results with no accommodations for the full time period examined in this report.

[93] For the NAEP 4th grade reading assessment, the distribution of assessed students by race/ethnicity was:

White (73 percent in 1992 and 59 percent in 2005);
Hispanic (7 percent in 1992 and 18 percent in 2005);
Black (17 percent in 1992 and 16 percent in 2005);
Asian (2 percent in 1992 and 5 percent in 2005); and
Native American (1 percent in both 1992 and 2005).

See Figure 13 in Marianne Perie, Wendy S. Grigg, and Patricia L. Donahue (2005), *The Nation's Report Card: Reading 2005* (NCES 2006-451), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[94] Marianne Perie, Rebecca Moran, and Anthony D. Lutkus (2005), *NAEP 2004 Trends in Academic Progress: Three Decades of Student Performance in Reading and Mathematics* (NCES 2005-464), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[95] Marianne Perie, Rebecca Moran, and Anthony D. Lutkus (2005), *NAEP 2004 Trends in Academic Progress: Three Decades of Student Performance in Reading and Mathematics* (NCES 2005-464), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[96] National Institute of Statistical Sciences, Education Statistics Services Institute (2005). *Task Force on Graduation, Completion, and Dropout Indicators* (NCES 2005-105). Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[97] State-reported graduation rates are from a U.S. Department of Education, Policy and Program Studies Service analysis of data from Consolidated State Performance Reports and State Education Agency Web sites. State-reported rates for 2003 or 2004 were used for 16 states where 2002 rates were not available. Data on averaged freshman graduation rates are from Marilyn Seastrom, Lee Hoffman, Chris Chapman, and Robert Stillwell (2007), *The Averaged Freshman Graduation Rate for Public High Schools From the Common Core of Data: School Years 2002-03 and 2003-04* (NCES 2006-606rev), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

[98] U.S. Department of Education, Policy and Program Studies Service analysis of data from Consolidated State Performance Reports and State Education Agency Web sites. Marilyn Seastrom, Lee Hoffman, Chris Chapman, and Robert Stillwell (2007), *The Averaged Freshman Graduation Rate for Public High Schools From the Common Core of Data: School Years 2002-03 and 2003-04* (NCES 2006-606rev), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics

IV. Implementation of State Assessment Systems

[99] OESE review of Consolidated State Performance Reports and State Education Agency Web sites.

[100] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[101] For each state review, ED convened a panel of about three peer reviewers who were selected from a pool of experts with assessment-related experience in the areas of psychometrics, test administration, special education, and language assessment (mostly active or retired state or district assessment directors). Reviews of states' initial submissions of evidence began during the 2004-05 school year, and each state submitted documentation to the Department to demonstrate that their statewide assessment systems met the requirements outlined in Department guidance in seven areas: academic content standards, academic achievement standards, full statewide assessment system, technical quality, alignment, inclusion, and reporting. The panel members individually reviewed the state's evidence submission and independently evaluated the state's evidence using the NCLB peer review guidance. The peer reviewers then met as a team to discuss the evidence and provide feedback on the state's evidence submission. Department staff facilitated the team meetings and prepared a report for each state that summarized the peer comments. Based on the peer review comments, Department staff prepared a memorandum with a recommended approval or non-approval status for each state, which was then reviewed by the Assistant Secretary for Elementary and Secondary Education and policy and program staff to make a final decision. States that did not adequately address

all requirements during their first review were sent a letter outlining the additional evidence they needed to submit to meet requirements. Additional reviews were scheduled as needed and are continuing during the 2006-07 school year.

[102] U.S. Department of Education, Office of Elementary and Secondary Education, Decision Letters on State Final Assessment Systems Under Title I of ESEA as amended by the No Child Left Behind Act of 2001. www.ed.gov/admins/lead/account/nclbfinalassess/index.html, accessed September 1, 2007.

[103] Data were not available for Puerto Rico (all grades) and Connecticut (grades 3, 5, and 7).

[104] Percentage calculated as the sum of assessments for grades 3 through 8 divided by 312 (52 states times 6 grade levels).

[105] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[106] U.S. Department of Education, Office of Elementary and Secondary Education, Decision Letters on State Final Assessment Systems Under Title I of ESEA as amended by the No Child Left Behind Act of 2001. www.ed.gov/admins/lead/account/nclbfinalassess/index.html Sept. 15, 2006.

[107] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[108] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[109] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[110] U.S. Department of Education, ED*Facts* Consolidated State Performance Reports, 2004-05.

[111] Martha Thurlow, Ross Moen, and Jason Altman (2006), *Annual Performance Reports: 2003-2004 State Assessment Data.* Minneapolis, MN: National Center on Educational Outcomes. For mathematics, 85 percent of students with disabilities participated in the regular assessment, 3 percent took an out-of-level assessment, and 5 percent took an alternate assessment.

[112] Ellen Schiller, Fran O'Reilly, and Tom Fiore (2005), *The Study of State and Local Implementation and Impact of the Individuals with Disabilities Education Act: Marking the Progress of IDEA Implementation,* Bethesda, MD: Abt Associates, available at www.abt.sliidea.org/Reports/FINAL%20Marking%20Progress%205.01.06.eps.fo.doc. Also see www.abt.sliidea.org/reports/Sourcebook%20Volume%20II_4.28.06.pdf, Exhibit C1.11 on page C-9). The Study of State and Local Implementation and Impact of the Individuals with Disabilities Education Act (SLIIDEA) focuses on policies, practices and resources used to implement the goals set forth in IDEA. The SLIIDEA study is collecting data over a six-year period through mail surveys at the state, district, and school levels as well as a set of case studies. The study sample includes all 50 states and the District of Columbia and a nationally representative sample of 959 school districts and 4,448 schools within those districts. The school response rate was 74 percent.

[113] SRI International (2004). *Facts from OSEP's National Longitudinal Studies: Standardized Testing Among Secondary School Students with Disabilities.* Menlo Park, CA: Author. Available at www.nlts2.org/pdfs/fact_sheet4%20_05_04.pdf. These data are from the National Longitudinal Transition Study 2 (NLTS2), a study of the experiences of a national sample of 13- to 16-year-old students receiving special education in 2000 as they moved from secondary school into adult roles. The NLTS2 sample drew from a nationally representative sample of LEAs and a sample of state-supported special schools. The initial sample was approximately 11,500 students. For the data reported here, almost 6,000 parents and guardians completed phone interviews in 2005, for a 70 percent response rate. Almost 3,000 youth interviews also took place. More information on the methodology for this study was presented in Mary Wagner, Camille Marder, Jose Blackorby, Renee Cameto, Lynn Newman, Phyllis Levine, Elizabeth Davies-Mercier, et al. (2003), *The Achievements of Youth With Disabilities During Secondary School: A Report From the National Longitudinal Transition Study-2,* Menlo Park, CA: SRI International.

[114] U.S. Department of Education, Office of English Language Acquisition (2005). *Biennial Evaluation Report to Congress on the Implementation of the State Formula Grant Program, 2002-2004, English Language Acquisition, Language Enhancement and Academic Achievement Act (ESEA, Title III, Part A), Table 2.3*. Washington, D.C: U.S. Department of Education.

[115] U.S. Department of Education, Office of Elementary and Secondary Education, Decision Letters on State Final Assessment Systems Under Title I of ESEA as amended by the No Child Left Behind Act of 2001. www.ed.gov/admins/lead/account/nclbfinalassess/index.html Sept. 15, 2006.

[116] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[117] Education Week, Quality Counts, 2003 through 2005 annual reports, standards and accountability tables.

[118] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[119] Data were unavailable for seven states. Additionally, one state did not report on all three trend indicators, one state did not report on presenting results for each classroom, and one state did not report on presenting results for trends in subgroups within a school.

[120] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[121] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[122] The 2002-03 Consolidated State Performance Report (CSPR) directed states to provide a list of Title I schools identified for improvement for the 2003-04 school year based on state assessment data from the 2002-03 school year. For previous years, the directions were less specific and states may have followed different practices for the defining the year for which they reported data. In this report, the number of identified schools from the 2002-03 CSPR is reported as "schools identified for the 2003-04 school year." Prior to that year, this report uses the CSPR year as the data year; for example, the number of identified schools from the 2001-02 CSPR is reported as the number identified for 2001-02.
[123] The figures in this exhibit differ from those reported in the National Assessment of Title I Interim Report due to the addition of Puerto Rico. The total numbers of identified schools in each year differ from totals in summary reports on the State Consolidated Performance Reports because the CSPR reports also include data reported by the Bureau of Indian Affairs (in addition to data reported by the states). The number of identified Title I schools for 2004-05 differ from the official data in the State Consolidated Performance Reports because Michigan and Oregon indicated that their CSPR submissions included non-Title I schools.
[124] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[125] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[126] The 15 districts with the most Title I schools in corrective action status accounted for 21 percent of all Title I schools in corrective action. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[127] Another 503 identified schools were of other types. The sum across levels is somewhat less than the total number of identified schools reported earlier due to some missing data on school grade level. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[128] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[129] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[130] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[131] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[133] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[134] Looking at a consistent set of 29 states for which data were available for both 2003-04 and 2004-05, the percentage of schools missing AYP for the all students group declined to 29 percent in 2004-05 from 35 percent in 2003-04, while fewer schools missed AYP solely due to the achievement of a single subgroup (21 percent vs. 23 percent), test participation rates (4 percent vs. 7 percent), or the other academic indicator (4 percent vs. 7 percent). A larger percentage of schools missed AYP for the achievement of two or more subgroups in 2004-05 (27 percent vs. 17 percent). Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[135] Findings on schools meeting AYP by subject are based on data from 50 states, while findings on schools meeting AYP by the safe harbor provision are based on data from 22 states. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James

Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[136] Data for calculating percentages for limited English proficient students and students with disabilities were not available. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[137] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[138] This analysis builds on the work of John Novak and Bruce Fuller (2003), *Penalizing Diverse Schools?* Policy Brief 03-04, Berkeley, Calif.: Policy Analysis for California Education. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

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[140] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[141] States were considered to have a delayed-acceleration trajectory if more than 51 percent of the progress towards the 100 percent proficient goal was expected to occur during the five-year period from 2009 to 2014. Across these 23 states, the share of progress expected during the 2009-2014 period ranged from 56 percent to 83 percent.

[142] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[143] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[144] Findings on elementary, middle, and high schools meeting AYP for the other academic indicator are based on data that were available from 45 states. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[145] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[146] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[147] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[148] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[149] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service. Patrick M. Shields, Camille Esch, Andrea Lash, Christine Padilla, Katrina Woodworth, Katrina G. Laguarda, and Nicholas Winter (2004). *Evaluation of Title I Accountability Systems and School Improvement Efforts (TASSIE): First-Year Findings*. Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Policy and Program Studies Service.

[150] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[151] National Longitudinal Study of No Child Left Behind.

[152] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[153] Data were not included for two states. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[154] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the*

No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[155] Center on Education Policy (2005). *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act*. Washington, D.C.: Author.
[156] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[157] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[158] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[159] Christine Padilla, Heidi Skolnik, Alejandra Lopez-Torkos, Katrina Woodworth, Andrea Lash, Patrick M. Shields, Katrina G. Laguarda, and Jane L. David (2006). *Title I Accountability and School Improvement Efforts From 2001 to 2004*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[160] Christine Padilla, Katrina Woodworth, Andrea Lash, Patrick M. Shields, and Katrina G. Laguarda (2005). *Evaluation of Title I Accountability Systems and School Improvement Efforts: Findings From 2002-03*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[161] Center on Education Policy (2005). *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act*. Washington, D.C.: Author.
[162] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[163] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[164] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[165] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[166] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[168] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[169] The principal survey item used to obtain this information asked specifically about extended time instructional programs and explicitly excluded child care, clubs, and recreational programs. Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[170] Organisation for Economic Co-operation and Development, *Education at a Glance: OECD Indicators, 2006*. Author: Paris, France. See also http://www.oecd.org/dataoecd/6/44/37344930.xls. The original data source for the estimated average of 1,080 instructional hours in the school year is the Schools and Staffing Survey, Teacher Survey, 2003-04.
[171] For more detailed information, see http://csrprogram.ed.gov/.
[172] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[173] Christine Padilla, Heidi Skolnik, Alejandra Lopez-Torkos, Katrina Woodworth, Andrea Lash, Patrick M. Shields, Katrina G. Laguarda, and Jane L. David (2006). *Title I Accountability and School Improvement Efforts From 2001 to 2004*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[174] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[175] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[176] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office

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[177] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[181] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[182] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[183] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[188] Kerstin Carlson LeFloch, Felipe Martinez, Jennifer O'Day, Brian Stecher, and James Taylor (2007), *State and Local Implementation of the No Child Left Behind Act, Volume III—Accountability Under NCLB: Interim Report.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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VI. Title I School Choice and Supplemental Educational Services

[190] Different data sources provide varying estimates of the number of eligible and participating students in the two Title I choice options. Both the Consolidated State Performance Reports (CSPR) and the National Longitudinal Study of NCLB (NLS-NCLB) provide similar estimates of the numbers of participating students in the most recent year for which data from both sources are available. For school choice in 2004-05, the CSPR estimate was 48,278 and the NLS-NCLB estimate was 45,398, while for supplemental services in 2003-04, the CSPR estimate was 226,095 and the NLS-NCLB estimate was 230,000. However, the CSPR estimate of eligible students was lower then the NLS-NCLB estimate for school choice (5.2 million vs. 6.2 million) but higher for supplemental services (2.4 million vs. 1.8 million).
[191] The eligibility counts were based on state-reported data, while the participation numbers were estimated from district and principal survey responses.
[192] Peter Tice, Christopher Chapman, Daniel Princiotta, and Stacey Bielick (2006). *Trends in the Use of School Choice: 1993 to 2003.* Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.
[193] For school choice in 2004-05, the CSPR estimate is 48,278 and the NLS-NCLB estimate is 45,398, while for supplemental services in 2003-04, the CSPR estimate is 226,095 and the NLS-NCLB estimate is 230,000. Because these two sources provide similar estimates for the most recent years that they both provide, we believe it is reasonable to use both to examine change over time.
[194] National Longitudinal Study of No Child Left Behind.
[195] National Longitudinal Study of No Child Left Behind.
[196] Policy and Program Studies Service monthly reviews of State Education Agency Web sites, conducted by Westat from May 2003 through May 2005.
[197] Ron Zimmer, Brian Gill, Paula Razquin, Kevin Booker, and J.R. Lockwood (2007), *State and Local Implementation of the No Child Left*

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[198] Ron Zimmer, Brian Gill, Paula Razquin, Kevin Booker, and J.R. Lockwood (2007), *State and Local Implementation of the No Child Left Behind Act, Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[201] Ron Zimmer, Brian Gill, Paula Razquin, Kevin Booker, and J.R. Lockwood (2007), *State and Local Implementation of the No Child Left Behind Act, Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement.* Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[202] National Longitudinal Study of No Child Left Behind.
[203] National Longitudinal Study of No Child Left Behind.
[204] For supplemental services, districts were asked if they used the strategy in either 2003-04 or 2004-05, while for school choice, districts were asked separately about strategies used during each school year.
[205] National Longitudinal Study of No Child Left Behind.
[206] National Longitudinal Study of No Child Left Behind.
[207] National Longitudinal Study of No Child Left Behind.
[208] National Longitudinal Study of No Child Left Behind.
[209] National Longitudinal Study of No Child Left Behind. The Flesch-Kincaid Grade Level indicator is a commonly-used readability measure based primarily on the average number of words per sentence and the average number of syllables per word.
[210] National Longitudinal Study of No Child Left Behind.
[211] Policy and Program Studies Service, review of State Education Agency Web sites.
[212] National Longitudinal Study of No Child Left Behind.
[213] National Longitudinal Study of No Child Left Behind.
[214] National Longitudinal Study of No Child Left Behind.
[215] National Longitudinal Study of No Child Left Behind.
[216] Leslie M. Anderson and Katrina G. Laguarda (2005). *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[217] National Longitudinal Study of No Child Left Behind. This finding is consistent with other research. Case studies in nine districts estimated an average of 60 hours of instruction per year in those districts in 2003-04 (Leslie M. Anderson and Katrina G. Laguarda, 2005, *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04*, Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service). Similarly, another survey of 216 supplemental service providers found that one-quarter of respondents offered 31-45 instructional hours per school year, one-quarter offered 46-60 hours, and one-quarter offered more than 60 hours (American Institutes for Research and Education Industry Association, 2005, *The Promise and Challenge of Supplemental Educational Services: The Providers' Perspective*).
[218] National Longitudinal Study of No Child Left Behind.
[219] National Longitudinal Study of No Child Left Behind.
[220] National Longitudinal Study of No Child Left Behind.
[221] National Longitudinal Study of No Child Left Behind.
[222] American Institutes for Research and Education Industry Association (2005). *The Promise and Challenge of Supplemental Educational Services: The Providers' Perspective*. The Education Industry Association developed the survey and administered it by sending it to EIA-maintained listservs; thus, the survey cannot be considered nationally representative. The survey initially elicited 360 responses, but some were eliminated either because they were not state-approved providers or because they provided incomplete or conflicting data, resulting in a final sample of 216 respondents included in the analysis.
[223] National Longitudinal Study of No Child Left Behind.
[224] Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.
[225] Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.
[226] U.S. Department of Education (2005). *Supplemental Educational Services Non-Regulatory Guidance.* Washington, D.C.: Author. Available at www.ed.gov/policy/elsec/guid/suppsvcsguid.doc. Koret Task Force on K-12 Education (2005). *Within Our Reach: How America Can Educate Every Child.* Lanham, Md.: Rowman and Littlefield Publishers, Inc.
[227] National Longitudinal Study of No Child Left Behind.
[228] National Longitudinal Study of No Child Left Behind.
[229] Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.

VII. Teacher Quality and Professional Development

[230] Section 9101(11) of the No Child Left Behind Act.

[231] States were asked to pay particular attention to the staffing needs of schools identified as "in need of improvement" under NCLB, as well as those serving high concentrations of poor and disadvantaged students.
[232] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[233] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[234] Personal communication on November 29, 2005 with Rick Tannenbaum, Director of Assessment Design and Scoring, Educational Testing Service.
[235] Educational Testing Service, unpublished data provided on August 19, 2005. The national median scores were based on scores of all individuals who took these tests from October 1, 2001, to July 31, 2004.
[236] Educational Testing Service Web site, state requirements for Praxis II exams, accessed on September 8, 2005.
[237] Education Week, *Quality Counts At 10: A Decade of Standards-Based Education*, Volume 25, Number 17, January 5, 2006, pages 86-87. See also http://counts.edweek.org/sreports/qc02/tables/search_frameset.html. It should be noted that two states (California and North Carolina) required prospective high school teachers to either pass a subject-knowledge test OR to have a college major in their subject; for purposes of discussion, one of these states was included in the count of 42 states that required a subject-knowledge test and the other state was included in the count of 32 states that required a major.
[238] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[239] In the case of 10 states, it could not be determined from extant sources if HOUSSE was being phased out as an option for most veteran teachers. Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[240] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[241]Alaska HOUSSE policy found at www.eed.state.ak.us/TeacherCertfication/pdf/Housse_Verification_Form.pdf on March 14, 2007.
[242] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[243] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[244] Pennsylvania's HOUSSE for elementary teachers relies on the initial certification process, but the state's HOUSSE for secondary teachers is a point system.
[245] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
[246] Massachusetts Department of Education (January 2000). "Recertification Guidelines for Massachusetts Educators." Available at www.doe.mass.edu/educators/resources.html.
[247] The six-point protocol for a successful plan included an examination of how states addressed the following six key issues: (1) a thorough analysis of the data identifying teachers that do not meet highly qualified teacher requirements, including trends that the state plan will address; (2) steps districts will take to help teachers quickly attain highly qualified status; (3) technical assistance, programs and resources the state will offer to help districts implement their highly qualified teacher plans; (4) actions states will take if districts do not ensure that all teachers are highly qualified; (5) use of an alternative method to ensure that all teachers are highly qualified (i.e., the state's use of HOUSSE procedures); and (6) steps to ensure that minority students and students from low-income families are not disproportionately taught by inexperienced or unqualified teachers.
[248] Special education teachers taking the NLS-NCLB survey could also respond that they had been informed that they did not need to meet the NCLB highly qualified requirement. Teachers who gave this response accounted for 4 percent of all special education teachers.
[249] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program

Studies Service.

[250] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[251] Similarly, only 38 percent of middle school English teachers reported that they had a major in English, compared with 81 percent of high school English teachers. Seastrom, Marilyn, Kerry Gruber, Robin Henke, Daniel McGrath, and Benjamin Cohen (2004), *Qualifications of the Public School Teacher Workforce: Prevalence of Out-of-Field Teaching: 1987-88 to 1999-2000* (NCES 2002-603), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics. The sample for this survey included 56,354 teachers, with a response rate of 83 percent. More information on the methodology for this study can be found at http://nces.ed.gov/surveys/SASS/methods9900.asp.

[252] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[253] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[254] The numbers of respondents for each subgroup of schools are as follows: For elementary schools, there were 642 schools not identified for improvement, 190 schools in Year 1 or Year 2 of improvement status, 41 schools in corrective action status, and 52 schools in restructuring status. For secondary schools, there were 238 schools not identified for improvement, 104 schools in Year 1 or Year 2 of improvement status, 13 schools in corrective action status, and 29 schools in restructuring status.

[255] The term "classes" is used here because the data come from a survey that asked secondary principals about the number of secondary class sections taught by highly qualified teachers. The survey asked elementary school principals about the number of teachers who were highly qualified; however, since most elementary teachers teach only one class of students, we use the term "classes" here to describe both the elementary and secondary data collected from principals.

[256] High-minority schools are those in which 75 percent or more of the students are minorities, and low-minority schools are those in which fewer than 35 percent of the students are minorities. Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[257] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[258] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[259] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

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[261] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[262] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[263] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.

[264] Jessica Levin and Meredith Quinn (2003). *Missed Opportunities: How We Keep High-Quality Teachers Out of Urban Classrooms*. New York: The New Teacher Project.

[265] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[272] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and Kwang-Suk Yoon (2007), *State and Local Implementation of the No Child Left Behind Act, Volume II—Teacher Quality Under NCLB: Interim Report*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service.
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[281] Beatrice Birman, Kerstin Carlson LeFloch, Amy Klekotka, Meredith Ludwig, James Taylor, Kirk Walters, Andrew Wayne, and

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Appendix B. Supplemental Exhibits

[293] Marianne Perie, Wendy S. Grigg, and Gloria S. Dion (2005), *The Nation's Report Card: Mathematics 2005* (NCES 2006-453), Washington, D.C.: U.S. Department of Education, National Center for Education Statistics.

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