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NoChild LeftBehind

State and Local Implementation of the *No Child Left Behind Act*

Volume III—Accountability Under *NCLB*: Interim Report

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A report from the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*) and the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*)

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PREFACE

This report presents findings about accountability from two longitudinal studies, the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*), and the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*). The research teams for these two studies have collaborated to provide an integrated evaluation of the implementation of key *NCLB* provisions at the state level (SSI-*NCLB*) and at the district and school levels (NLS-*NCLB*). Together the two studies are the basis for a series of reports on the topics of accountability, teacher quality, Title I school choice and supplemental educational services, and targeting and resource allocation.

This is the third volume in this report series. The first two volumes were:

Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement

Volume II—Teacher Quality Under *NCLB*: Interim Report.

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- The 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 (AIR), assisted by Brian Stecher (accountability team leader), Brian Gill (choice team leader), and Meredith Ludwig (teacher quality team leader). Marie Halverson of the National Opinion Research Center directed data collections for the NLS-*NCLB*.
- The Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*), led by Jennifer O'Day and Kerstin Carlson Le Floch of the American Institutes for Research. A team led by Rolf Blank at Council of Chief State School Officers (CCSSO) assisted with state-level data collections.

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EXECUTIVE SUMMARY

The *No Child Left Behind Act of 2001* (*NCLB*) is designed to achieve an ambitious goal: *All children will be proficient in reading and mathematics by the 2013–14 school year.* A key strategy for achieving this goal is accountability. *NCLB* holds schools and districts accountable for their students' mastery of state content standards, as measured by state tests. *NCLB* accountability rests on several key premises: that clear definitions and targets for desired academic outcomes will provide both incentives for and indicators of improvement; that identification of districts and schools not meeting their improvement targets will help focus assistance and interventions in places where they are most needed; that widely available information about student performance will enable parents, educators and other stakeholders to make informed decisions about how best to serve their students or children; and that targeted assistance will stimulate school and district improvement.

Based on findings from two federally funded studies—the Study of State Implementation of Accountability and Teacher Quality Under *NCLB* (SSI-*NCLB*) and the National Longitudinal Study of *NCLB* (NLS-*NCLB*)—this report describes the progress that states, districts and schools have made in implementing the accountability provisions of the *No Child Left Behin*d *Act* through 2004–05.

KEY FINDINGS

- States, districts and schools had mostly met the relevant *NCLB* accountability requirements through 2004–05.

- All states, the District of Columbia and Puerto Rico had enacted the accountability provisions required by *NCLB*, including academic achievement standards in reading and mathematics and other required performance indicators.

- More than half of states were testing students in all required grades in reading and mathematics in advance of the 2005–06 *NCLB* deadline. However, 20 states were behind schedule in implementing assessments that measure English language proficiency. A similar number of states were not able to notify schools of their performance on the statewide assessments before the start of the 2004–05 school year.

- Seventy-five percent of the nation's schools made Adequate Yearly Progress (AYP) in 2003–04; of the 25 percent that did not make AYP, half (51 percent) did not succeed because the school as a whole (i.e., the "all students" group) or multiple student subgroups did not meet achievement standards. When schools did not make AYP for a single subgroup, it was usually for students with disabilities.

- About one-third of schools that did not make AYP did not do so for students with disabilities or LEP student groups. About two-thirds of those schools reported needing technical assistance to improve instruction for these subgroups.

- Thirteen percent of the nation's schools were identified for improvement in 2004–05. Those schools were most likely to be high-poverty, high-minority, large, urban schools to which Title I has historically directed substantial resources.

- Nearly all schools reported making multiple improvement efforts. Schools identified for improvement focused on more areas of improvement than non-identified schools. Schools also reported receiving technical assistance that met their needs, with exceptions in two areas. About one-half of schools needing assistance to improve services to students with disabilities and to improve services to limited English proficient students, did not have these needs met. States and districts were implementing the required interventions in schools identified for improvement and corrective action, but they were not implementing the required actions in most of the 1,199 schools in restructuring.

Overall, states took advantage of the flexibility provided by *NCLB* to establish accountability systems that vary significantly in a number of areas, including the level of student academic achievement required to be proficient, the type of assessments, and the pace of improvement required to reach 100 percent student proficiency by 2013–14. The result was a large variation across states in the percentage of schools missing AYP and being identified for improvement.

This report presents findings from the SSI-*NCLB* and NLS-*NCLB* and summarizes major issues in state-, district-, and school-level implementation of the accountability provisions of *NCLB*. It addresses questions in four areas:

- How have states implemented the standards, assessments, and accountability provisions of Titles I and III of *NCLB*?
- How are districts and schools performing with respect to making adequate yearly progress (AYP)? What are the reasons why schools do not make AYP? Are there common characteristics among districts and schools identified for improvement?
- How is information about *NCLB*, AYP, and identification for improvement communicated to stakeholders, and how well do district and school staff understand the status of their districts and schools' performance?
- What efforts are being made to improve district and school performance, including state support systems, technical assistance, mandated interventions, and local initiatives?

NCLB REQUIREMENTS

NCLB is the 2001 reauthorization of the *Elementary and Secondary Education Act* (*ESEA*). *NCLB* is stricter and more specific than the *Improving America's Schools Act* (*IASA*), the 1994 reauthorization of the same law. Key *NCLB* accountability provisions include the following:

- Every state must have in place content standards for what students should know and be able to do in reading and mathematics, and must implement content standards in science by 2005–06.
- Every state must administer annual tests in reading and mathematics for all students—including students with disabilities and limited English proficiency (LEP)—in grades 3–8 and at least once in grades 10–12 by 2005–06. By 2007–08, all states also must assess students in science at least once each in grades 3–5, 6–9 and 10–12.
- Every state must also develop annual AYP targets for schools and districts for all students and for key subgroups of students based on state test results, student test participation rates, and one other academic indicator (such as graduation rate). Increasing AYP targets require that all students demonstrate proficiency in reading and mathematics by 2013–14.

- States must implement English proficiency standards and assessments for LEP students by 2002–03, and must administer these tests annually. By 2005–06, states must have set annual measurable achievement objectives (AMAOs) specifying expected progress in LEP students' learning English proficiency and in meeting AYP targets.
- Information on school and district performance must be communicated to parents, teachers, and other stakeholders.
- Specific assistance and consequences must be implemented for schools and districts that repeatedly do not make AYP.

NCLB sets up a series of progressively more serious interventions for schools that do not make AYP for two or more consecutive years (see Exhibit S.1). First, such schools become "identified for improvement"; the interventions include developing or revising a school plan to address the areas that caused the school to miss AYP, offering parents the choice to transfer to another public school, and in the second year of improvement, providing supplemental educational services (e.g., free tutoring). Following identification for improvement, schools are also to receive technical assistance from their respective districts and states, and they must set aside 10 percent of their Title I allocations for professional development. After a school in improvement misses AYP for two years, its district must take one of a number of specified corrective actions, followed by restructuring the school if it misses AYP yet again. *NCLB* also defines consequences for districts identified for improvement and corrective actions for districts. A school or district exits from improvement, corrective action or restructuring status when it makes AYP for two consecutive years. *NCLB* requires these interventions only for schools and districts receiving Title I funding, although states have the option of applying some or all of the interventions to non–Title I schools and districts using the state's own resources.

STATE STANDARDS, ASSESSMENTS, AND TARGETS

Setting Standards and Aligned Assessments

In 2004–05, all states had met *NCLB* requirements for content standards and were making progress toward meeting *NCLB* requirements for assessments of all students in all required grades.

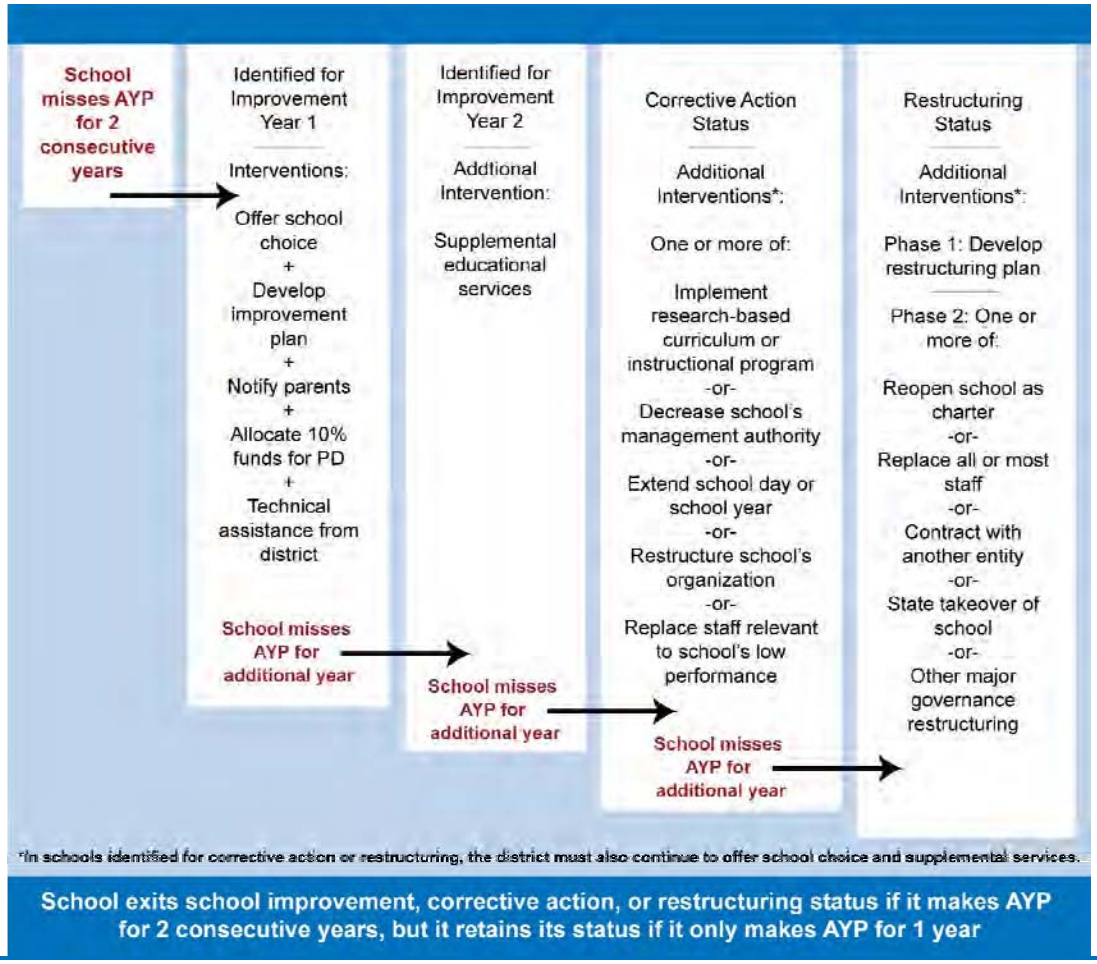
> All states have content standards in reading, mathematics and science, but most continue to revise their standards or adopt new standards.

By 2003, all states had received federal approval for the processes used to develop reading and mathematics standards. Nonetheless, many states adopted new standards or revised existing standards for reading (32 states and the District of Columbia), mathematics (33 states and the District of Columbia), and science (37 states and the District of Columbia) between 2001–02 when *NCLB* was passed and 2004–05, the year of data collection for this report.

> As of 2004–05, 27 states and the District of Columbia had instituted yearly testing in grades 3–8. Twenty-three states and Puerto Rico were still working to implement testing in all required grades for 2005–06, as required by ***NCLB***.

By 2004–05, 28 states had instituted yearly testing in grades 3–8 as required by *NCLB* for the 2005–06 school year, an increase from 12 states with such tests in place in 1999–2000. Nearly all states also administered high school assessments intended to meet *NCLB* requirements for 2005–06. States reported that implementing the annual testing requirements was one of the most substantive challenges they faced in the first three years of *NCLB*.

Exhibit S.1
Stages of Identification for School Improvement



Student "proficiency" has little common meaning across states.

NCLB sets the goal of all students reaching proficiency in reading and mathematics by 2014 but allows each state to determine what it means to be "proficient." States varied widely in the levels at which they set their performance standards for proficiency in reading and mathematics. Using the 2003 National Assessment of Educational Progress (NAEP) as a common external metric, state standards for *NCLB* proficiency ranged from a NAEP equivalent score of approximately 247 to a NAEP equivalent score of approximately 314, a range of 67 points. Thus, a student deemed to be proficient for *NCLB* purposes in one state might not be considered proficient in another state.

In 2004–05, all states, the District of Columbia and Puerto Rico either administered or were planning some form of alternate assessments for students with disabilities. All states also allowed testing accommodations to enable students with disabilities and students with limited English proficiency to take the regular statewide tests.

Alternate assessments are relatively new in most states, but in 2004–05, nearly all states administer some form of alternative assessment for students with disabilities. In addition, all states offered

accommodations for students with disabilities and students with limited English proficiency, including 16 states with native-language assessments. States varied considerably in the proportions of students taking tests with accommodations.

Measuring Progress Towards Proficiency

States used their allowed flexibility to define (and amend) their AYP indicators, adding to the complexity of AYP calculations and their variability across states.

NCLB requires states to use five indicators to determine AYP: (1) the percent of students who are proficient in reading; (2) the percent of students who are proficient in mathematics; (3) the percent of students who participate in reading assessments; (4) the percent of students who participate in mathematics assessments; and (5) at least one other academic indicator at each school level (elementary, middle, and high school). Even small differences in the rules for calculating each AYP indicator will affect whether schools or districts make AYP. In addition, as most states have taken advantage of federal flexibility in developing and refining their definitions of AYP, these definitions have changed over time and vary across states.

The variation in states' AYP starting points—and thus in how much progress a state must demonstrate by 2014—is strongly related to how high the states set their academic achievement standards for proficiency.

In order to develop AYP targets, each state established starting points (baselines) for their *NCLB* accountability systems. With these starting points in place, each state then charted a trajectory of expected progress toward the goal of 100 percent proficiency. States that set higher performance standards tended to have a lower percentage of students scoring at the proficient level and must therefore make greater progress in student achievement by 2013–14. Put simply, states with higher standards are likely to face more challenges in reaching 100 percent proficiency.

Meeting Adequate Yearly Progress Targets

Three-quarters of the nation's schools and 71 percent of districts made AYP in 2003–04.

In 2003–04, 75 percent of the nation's schools made AYP as defined by their states, a 2 percentage point increase from 2002–03. However, if many non-identified schools that did not make AYP in 2003–04 did not make AYP again in 2004–05, the number of schools identified for improvement would rise substantially for 2005–06.

States varied greatly in the proportions of schools and districts that made AYP.

The percentage of schools that made AYP in 2003–04 ranged from 95 percent of schools in Wisconsin to 23 percent of schools in Alabama and Florida. Similarly, the percentage of districts that made AYP ranged from 100 percent of districts in Arkansas and Delaware to less than 10 percent of districts in Alabama, West Virginia, and Florida.

AYP results reflect state accountability policy decisions.

In 2003–04, schools in states that used the scores of students in all of grades 3–8 and one high school grade to determine AYP were less likely to make AYP than schools in states that used scores from fewer

grades. In addition, schools in states that set their AYP proficiency levels higher (relative to NAEP) were less likely to make AYP than schools in states with lower proficiency standards.

High-poverty, high-minority and urban schools were less likely to make AYP.

Whether or not a school made AYP was strongly related to the percentage of low-income and minority students in the school (see Exhibit S.2). Schools with higher proportions of low-income and minority students were less likely to make AYP than schools with lower proportions of such students. Urbanicity was also related to AYP; rural schools made AYP at higher rates than schools in urban fringe areas or central city schools.

Schools that were held accountable for greater numbers of subgroups were less likely to make AYP.

Sixty-one percent of schools that had six or more subgroups made AYP, compared with 90 percent of schools for which AYP was calculated for only one subgroup. Even after controlling for the level of poverty, schools with more subgroups were less likely to make AYP.

After controlling for other school and district characteristics, secondary schools were less likely to make AYP than were elementary schools. Larger school enrollments, higher proportions of low-income and minority students, and greater district concentrations of students with disabilities also were associated with lower likelihood of making AYP.

Exhibit S.2
Percentage of Schools Making AYP, by School Poverty Level, Minority Level, and Urbanicity, 2003–04

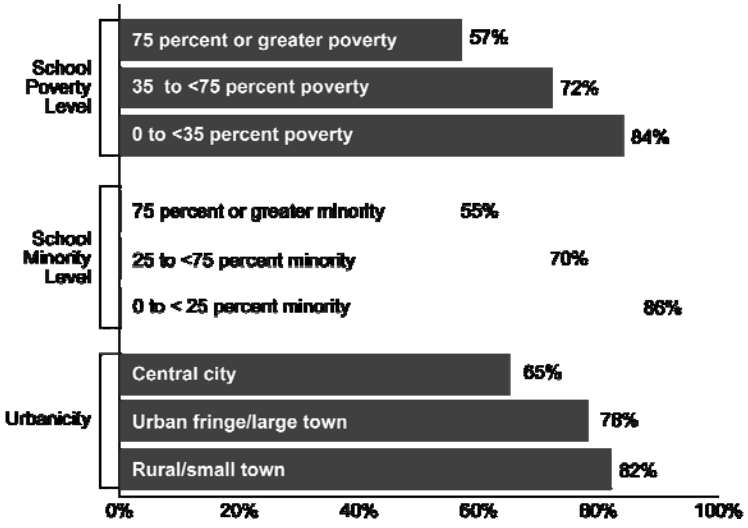


Exhibit reads: Fifty-seven percent of schools with more than 75 percent of students in poverty made AYP.

Source: SSI-*NCLB* National Database of School AYP and Identification and Common Core of Data, 2002–03 (based on data from 49 states and the District of Columbia for 76,405 to 80,803 schools in these states).

Half of the schools that did not make AYP in 2003–04 did not do so because the "all students" group or multiple subgroups did not meet achievement targets.

Fifty-one percent of schools did not make AYP for the achievement of the "all students" group and two or more student subgroups in 2003–04 (see Exhibit S.3). Missing AYP due to the achievement of the "all students" group or of two or more student subgroups suggests that schools are being held accountable for widespread low performance. Twenty-three percent of schools that did not make AYP missed due to the achievement of any single subgroup, most frequently students with disabilities.

Students with disabilities, students with limited English proficiency, and African-American students were the subgroups most likely not to make AYP.

The rates at which specific subgroups did not make AYP varied dramatically. Of those schools in which AYP was calculated for the subgroup of students with disabilities, 37 percent did not make AYP because that group did not meet achievement targets. Similarly, 26 percent and 22 percent of schools held accountable for the LEP and African-American subgroups, respectively, did not make AYP because those subgroups did not meet achievement targets. In contrast, less than 5 percent of the schools held accountable for white and Asian subgroups did not make AYP because those subgroups, respectively, did not meet achievement targets.

Exhibit S.3
Reasons Schools Did Not Make AYP, 2003–04

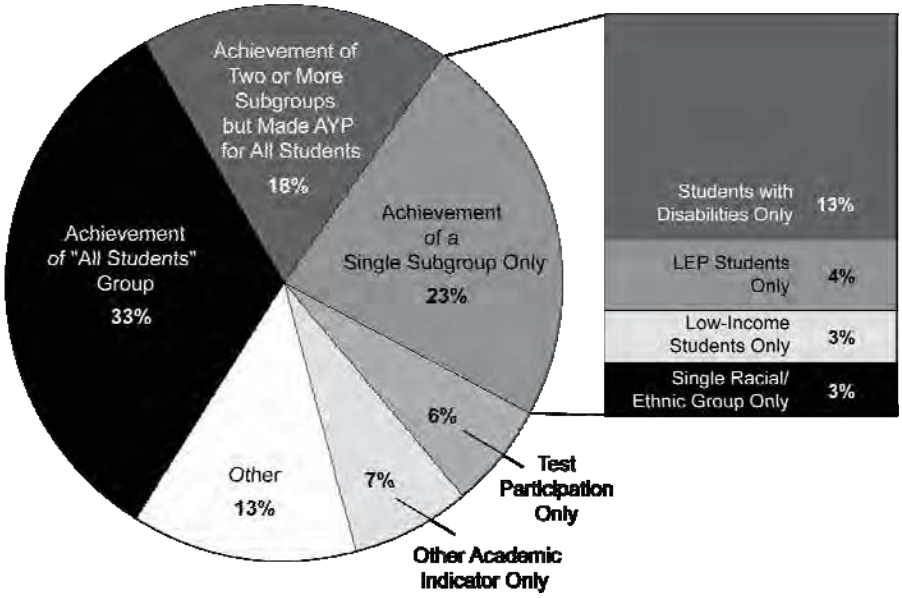


Exhibit reads: In 2003–04 testing, 33 percent of schools that did not make AYP missed for the achievement of the "all students" group in reading or mathematics or both.

Note: Schools included in the "Achievement of the 'All Students' Group" and the "Achievement of Two or More Subgroups" categories 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" category are those that missed AYP for that factor alone and did not miss any other AYP indicators. "Other" includes: schools that missed AYP for combinations of the achievement of a single subgroup, test participation, or the other academic indicator (8 percent), or for alternate AYP determinations for small schools and schools without tested grades (5 percent).

Source: SSI-*NCLB* National Database of School AYP and Identification (based on data reported by 33 states for 15,731 schools that missed AYP in these states).

Most African-American, Hispanic, and white students, and most students from low-income families, attended schools with sufficient numbers of similar students to require the school to compute AYP for their respective subgroup.

Seventy-nine percent or more of African-American, Hispanic and white students, as well as students from low-income families, attended schools in which 2003–04 AYP was calculated for their subgroup.[1] However, only 25 percent of Native American students and 45 percent of Asian students attended schools in which AYP was calculated for their subgroups. In schools in which subgroups were too small

[1] Available data did not permit making similar estimates for the students with disabilities subgroup or the LEP students subgroup.

to warrant separate subgroup AYP calculations, the students' scores were included in the school's "all students" AYP calculation.

IDENTIFYING SCHOOLS AND DISTRICTS FOR IMPROVEMENT

Thirteen percent of the nation's schools were identified for improvement for 2004–05 (including both Title I and non–Title I).

The percentage of Title I schools identified for improvement increased from 12 percent for 2003–04 to 18 percent for 2004–05.

The number of Title I schools identified for improvement increased from 6,212 for 2003–04 to 9,333 for 2004–05 (18 percent of the nation's 52,220 Title I schools). The number had remained stable for the previous three years at about 6,000-6,500 out of 50,000 schools. In 2004–05, 977 Title I schools were in corrective action and 1,199 were in restructuring status.

States varied greatly in the percentage of Title I schools and districts identified for improvement for 2004–05.

Rates of school identification of Title I schools ranged from 2 percent in Iowa and Nebraska to 68 percent in Florida. Rates of district identification ranged even more widely—from none in several states to 100 percent in Florida. Schools in states with high AYP proficiency standards, as referenced to NAEP, were more likely to be identified for improvement than schools in states with lower standards.

High-poverty, high-minority and middle schools, and large urban schools were most likely to have been identified for improvement in 2004–05.

The same types of schools that were most likely to not make AYP were also most likely to be identified for improvement. Over one-third (36 percent) of high-poverty schools were identified for improvement, compared with 4 percent of low-poverty schools (and 13 percent of all schools). Thirty-six percent of high-poverty schools were identified for improvement compared with 4 percent of low-poverty schools. Similarly, 34 percent of schools with a high concentration of minority students were identified, as were 22 percent of urban schools. Eighteen percent of middle schools were identified for improvement compared with 11 percent of elementary schools and high schools.

Nearly one in four identified Title I schools exited improvement status in 2004–05.

Twenty-three percent of the Title I schools identified for improvement for 2003–04 were no longer identified for 2004–05.

Ten percent of districts were identified for improvement for 2004–05.

Ten percent of all districts were identified for improvement for 2004–05, a lower rate than that of schools. Further, 49 districts in 11 states were identified for corrective action for 2004–05. About one-third of the identified districts contained no identified schools. This situation occurred when subgroups were large enough to be included in AYP calculations aggregated at the district level but were too small to be used in calculations at the school level.

PROVIDING INFORMATION ABOUT SCHOOL PERFORMANCE

States reported performance results for 2003–04 more quickly than the previous year, but nearly one-half of principals did not receive notification of their school's status before the start of the 2004–05 school year.

States are responsible for notifying schools and parents about performance. To be most useful, such information should be reported before the school year begins so that both schools and parents have adequate time to take appropriate actions. For 2003–04 testing, 31 states provided preliminary notification to schools identified for improvement before September 2004—typically the beginning of the school year. The timing of reporting based on 2003–04 testing was an improvement over the previous year, when only 28 states delivered AYP and school-improvement determinations prior to October. Overall, 56 percent of principals indicated they were notified of their school's improvement status before September 2004.

Most state report cards included the required accountability data, but many did not include graduation rates and teacher quality data.

A review of state agency Web sites in September 2005 found 49 states, the District of Columbia and Puerto Rico reported on the percentage of all students achieving at the proficient level and also reported on the performance of white, African American, Asian and Hispanic students achievement data disaggregated by subgroup for 2003–04 testing. However, most states did not yet include many of the newer reporting requirements in their state report cards. For example, *NCLB* requires states to provide disaggregated data on graduation rates, an element that was absent from the majority of state reports. Forty-two states and the District of Columbia reported the names of schools identified for improvement, but far fewer included the required data on the percentage of core academic classes taught by highly-qualified teachers. In addition, many state and district reports (available via the Internet) were difficult to find and student reports sent to parents were often difficult to understand. States have steadily increased the sophistication of their data systems. In 2004–05, 30 states were using data systems with unique student identifiers up from 23 states in 2003–04 and 11 states in 1999–2000.

Principals, generally, knew whether their schools made AYP or were identified for improvement; however, about one-third of teachers were not aware of the status of their schools.

A large majority of principals knew whether their schools had made AYP in 2003–04 (88 percent) or whether they were identified for improvement for 2004–05 (92 percent). Among identified Title I schools, 78 percent of principals correctly knew their school's status in 2004–05, compared with 59 percent in 2001–02, the year before *NCLB* went into effect. Teachers were less likely than principals to know whether their schools had made AYP in 2003–04 or were identified for improvement for 2004–05. For example, 72 percent of elementary teachers and 58 percent of secondary teachers correctly reported whether their school made or did not make AYP. In general, elementary teachers were more knowledgeable than secondary and special education teachers about their schools' AYP and improvement status. In a sample of eight urban districts, parents were much less likely than either principals or teachers to know if their child's school had been identified as low-performing.

ACTIONS TO PROMOTE IMPROVEMENT

Creating state systems of support for school improvement

Nearly all states established systems of support for school improvement; more than half reported providing some level of support to all identified schools. Others targeted support to a subset of identified schools.

NCLB requires states to establish support systems to help schools and districts that are identified for improvement. Nearly all states provided some type of support for at least some identified schools. Thirty states reported providing some level of support to all schools identified for improvement during the 2004–05 school year. Other states provided support to a subset of identified schools.

The most common mechanisms for supporting identified schools were those mandated by *NCLB*: school support teams and individual school improvement specialists. Thirty-seven states employed support teams, and, in 14 states, these structures predated *NCLB*. Twenty-nine states also used individual school improvement specialists—experienced teachers or administrators external to the district—to provide support to schools identified for improvement.

Providing technical assistance for school improvement

Both identified and non-identified schools reported needing technical assistance in many areas in 2003–04 or 2004–05; but the need was greater among identified schools.

Principals in three-quarters of all schools reported needing technical assistance for some aspect of *NCLB* implementation. Schools identified for improvement were more likely than non-identified schools to report needing assistance in most areas, including improving the quality of professional development, getting parents more engaged in their child's education, addressing the instructional needs of students with disabilities, or identifying effective curriculum.

In most areas, schools reported receiving the technical assistance they needed and found it sufficient to meet their needs.

A majority of principals who indicated their schools needed technical assistance reported receiving it and reported that it was sufficient to meet their needs. This was true for both identified and non-identified schools. However, identified schools reported receiving more days of assistance, on average, from their districts (15 days) than did non-identified schools (10 days). Identified schools in states with comprehensive systems of support reported receiving technical assistance in many areas at higher rates than those in states with limited or moderately comprehensive support systems.

Of the schools that needed technical assistance to improve services to students with disabilities or students with limited English proficiency, half reported that they did not have their needs met.

About half of the schools that needed assistance with respect to students with disabilities or limited English proficient students did not have their needs met. For example, about 30 percent of schools that reported needing assistance to address the needs of students with disabilities did not receive it. Moreover, about one-quarter of the schools that did receive technical assistance related to these students

reported that the assistance was not sufficient to meet their needs. Thus, about one-half of the schools that needed assistance to improve services for students with disabilities indicated that their needs were not met.

Improvement initiatives by schools

Nearly all schools were making improvement efforts. Identified schools emphasized more areas of improvement than did non-identified schools.

Almost all schools reported engaging in their own voluntary improvement initiatives; 90 percent of schools reported a major focus on at least one kind of improvement effort, and most principals reported placing a major focus on multiple school improvement strategies during 2004–05. Almost all schools were involved in joint school improvement planning with their district or state, and were using assessment results for planning instruction and professional development. Two-thirds of schools implemented periodic "progress" tests to monitor student performance during the school year. Schools identified for improvement reported engaging in more types of improvement efforts than non-identified schools.

Curriculum enhancement was a major focus of school improvement in identified and non-identified schools, but about one-third of teachers in identified schools reported having an inadequate number of textbooks and instructional materials.

Most schools, regardless of improvement status, were involved in efforts to improve curriculum and instruction, placing particular emphasis on aligning curriculum and instruction with standards. Most teachers reported having access to necessary resources to align curriculum with standards; however, about one-third of teachers in elementary and secondary schools identified for improvement reported that they lacked sufficient numbers of textbooks and instructional materials. Increasing reading and mathematics instructional time for some or all students was another improvement strategy in many identified elementary and secondary schools. In addition, about half of identified schools reported a major focus on other extended-time instructional programs (such as after-school programs).

Teachers found annual state tests and local progress tests useful for improving student learning in one or more ways.

Nearly 90 percent of teachers made moderate or extensive use of state test results for one or more instructional purposes. For example, 80 percent of elementary teachers and secondary English teachers in identified schools reported using the results to identify areas in which they needed to strengthen their content knowledge or teaching skills.

Progress tests are periodic standardized assessments that are administered and scored locally so results can be made rapidly available to teachers. The use of progress tests was widespread in 2004–05: More than two-thirds of the schools supplemented annual state assessments with additional periodic assessments. Most teachers who administered progress tests reported using the results to identify students in need of remedial assistance or to tailor instruction to individual students.

Interventions for identified schools

Required interventions occurred in most, but not all, Title I schools in Year 1 or Year 2 of identification for improvement or in corrective action.

More than 80 percent of Title I schools in Year 1 of improvement reported that parents had been notified of the status of the school and offered the option of transferring their child to a non-identified school. Similarly, almost all Title I schools in Year 2 of improvement offered students supplemental educational services.

Ninety-six percent of Title I schools in corrective action status experienced at least one of the *NCLB*-defined interventions. The most common interventions involved changes in curriculum (89 percent) or the appointment of outside advisors (59 percent). In contrast, only 27 percent of schools in corrective action status reported a reduction in management authority in the school, and only 7 percent reported that staff members were replaced.

Few Title I schools in restructuring status reported experiencing any of the specific interventions listed in the law.

Restructuring is the most serious form of *NCLB* intervention, reserved for those schools that did not make AYP for five or more years. However, according to principal reports, few 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 replacement of all of the school staff (2 percent).[2] 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." Schools in restructuring status frequently reported interventions associated with the "corrective action" stage of school improvement, and 20 percent reported that a new principal had been appointed.

State reports also indicate that use of the most serious *NCLB* interventions was infrequent; for example, only two of 27 states with Title I schools in restructuring status used the takeover option, four reopened schools as public charters, and nine replaced most or all of the school staff.

District improvement efforts

Most states reported providing a broad range of technical assistance to all districts.

States have a responsibility to provide technical assistance to all districts to develop their plans and work with schools needing improvement. In addition, states must take more intensive actions with districts that are identified for improvement. All responding states but one reported providing technical assistance to all districts on accountability system rules and requirements, and almost all reported providing assistance to some districts on a variety of other aspects of *NCLB*. Some states provided technical assistance specifically to identified districts, most notably in developing and implementing

[2] The NLS-*NCLB* principal 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." The survey did not include an option for "any other major restructuring of the school's governance."

district improvement plans (23 states) and providing better professional development to schools in the areas in which they did not make AYP (12 states).

Three-quarters of districts reported receiving the technical assistance they needed and were satisfied with the assistance they received. However, assistance related to students with disabilities or limited English-proficient students was often not sufficient to meet districts' needs.

Three-quarters of all districts federal program coordinators reported needing technical assistance regarding some aspect of *NCLB* implementation, such as analyzing student assessment data to understand program strengths and weaknesses. Districts identified for improvement reported greater need for technical assistance than did non-identified districts. Forty percent of districts reported needing technical assistance to help them meet the needs of students with disabilities; of the districts needing this assistance, more than half reported that their needs were not met. Similarly, one-quarter of all districts reported needing assistance to address the needs of LEP students, and of these about half reported their needs were met.

Almost all districts were engaged in improvement efforts.

Almost all districts, not just those identified for improvement, reported engaging in one or more initiatives to improve their own performance. The majority of identified districts reported that they implemented additional professional development for teachers and principals, distributed test preparation materials, and increased monitoring of instruction and school performance as a result of being identified for improvement.

IMPLICATIONS FOR FUTURE POLICY

Overall, the findings presented in this report paint a picture of considerable activity and rapid implementation of *NCLB* requirements. The findings also identify areas in which limited implementation and information present challenges to achieving the goal of proficiency for every student in reading and mathematics by 2014.

- The numbers and percentages of identified schools and districts varied considerably across states, in part due to differences in state standards, assessments, and AYP targets.
- Some states still struggle to deliver information on school status in a timely manner.
- Some states and districts still struggle to provide basic resources to schools—for example, about one-third of teachers in identified schools reported that they did not have an adequate number of textbooks and instructional materials.
- The increasing number of schools and districts identified for improvement presents challenges to state and district support systems.
- Little is known about the quality of local improvement efforts or the effectiveness of state and district technical assistance and interventions.

In summary, states, districts and schools have engaged in a high level of activity and have largely met the *NCLB* accountability system requirements through 2004–05.

I. INTRODUCTION

The *No Child Left Behind Act of 2001* (*NCLB*) establishes an ambitious goal for the nation's states, districts and schools: *All children will be proficient in reading and mathematics by the 2013–14 school year.* The federal strategy for achieving this goal is multifaceted, but at its heart lies a set of performance-based accountability provisions that build on and expand those of its predecessor law, the *Improving America's Schools Act of 1994* (*IASA*).[3] Two titles of *NCLB* embody its main performance accountability requirements, based on the principle that all children should "have a fair, equal, and significant opportunity to obtain a high quality education" (Sec. 1001):

- Title I of *NCLB* outlines the standards, assessment and accountability requirements intended to guide the instruction of all students in the core academic subjects of reading,[4] mathematics, and science.
- Title III adds provisions to ensure that students with limited English proficiency (LEP) gain the English language skills they need to meet the state standards and be successful in school.

This report describes the ways in which states, districts and schools are implementing the standards, assessment and accountability provisions of Titles I and III and analyzes the progress the nation is making toward the goal of proficiency for all students, as of the 2004–05 school year. These findings are based on data collected through two federally funded studies, the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*), and the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*). Two companion reports, also based on these studies, will address *NCLB* implementation and progress in the areas of teacher quality and Title I school choice and supplemental educational services, and a fourth report will examine targeting and resource allocation under Title I and certain other federal education programs.

OVERVIEW OF ACCOUNTABILITY PROVISIONS OF *NCLB*

Like other performance-based accountability systems, *NCLB* accountability rests on several key premises: (1) clear definitions and targets for desired outcomes—in this case, high academic achievement for all students—will provide both incentives and indicators for improvement; (2) identification of districts and schools not meeting their improvement targets will help focus assistance and interventions where they are needed most; (3) widely available information about performance will enable parents, educators, and other stakeholders to make appropriate decisions about how best to serve their students; and (4) targeted assistance and consequences will stimulate school and district improvement.

These premises are not new with *NCLB*, but *NCLB* alters or expands their parameters in significant ways. *NCLB* is the most recent authorization of the most comprehensive federal legislation in K–12 education, the *Elementary and Secondary Education Act* (*ESEA*). First passed in 1965, *ESEA* has been reauthorized six times; accountability for school performance has been included as a component of *ESEA* since the 1988 reauthorization. The 1994 reauthorization, entitled the *Improving America's Schools Act* (*IASA*) first established a comprehensive academic standards-based approach to school improvement and school accountability in federal statute. Building on the *IASA*, *NCLB* significantly

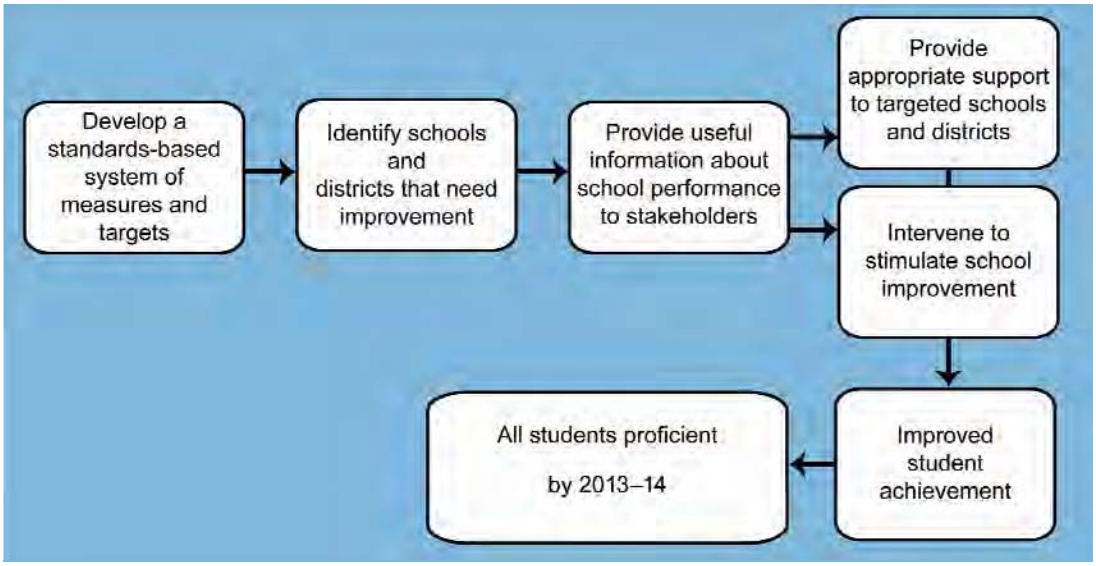
[3] Both *IASA* and *NCLB* are reauthorizations of the *Elementary and Secondary Education Act of 1965 (ESEA).*
[4] For simplicity, the term "reading" is used throughout this report to refer to the set of subjects that may be variously known as reading, English, or language arts.

expands or modifies the accountability provisions in several key areas. These include the requirements to:

- develop a standards-based system of measures and targets;
- identify schools and districts that need improvement;
- provide useful information about school performance to stakeholders; and
- provide appropriate assistance and require interventions to stimulate school and district improvement.

NCLB accountability strategies are shown in Exhibit 1, and each set of requirements is further described below.

Exhibit 1
***NCLB* Strategies to Reach 100 percent Student Proficiency**



Source: *No Child Left Behind Act of 2001*, Public Law 107-110-Jan 8, 2002.

Develop a standards-based system of measures and targets

Prior to *NCLB*, *IASA* required states to develop and implement challenging content standards, specifying what students should know and be able to do in reading and mathematics and to administer assessments aligned with those standards at least once in each of three grade spans: grades 3–5, 6–9, and 10–12.

- *NCLB* requires either statewide *grade level content standards* or statewide *specific grade-level expectations* instead of only content standards for broad grade spans, as in *IASA*.[5]

[5] States may elect to add expectations to their existing standards delineating which of the standards students should know and be able to meet at the end of each grade and to what level of performance.

- *NCLB* increases the assessment requirements to include *annual testing of all students* in grades 3–8 and one-time testing of all students during high school, in reading and mathematics. To meet this requirement, states were required to develop or adopt assessments for the previously-untested grades by 2005–06. As with *IASA*, the state assessments must be aligned with state content standards.

- *NCLB* also required states to develop or adopt *science content standards* by 2005–06 and to implement science assessments in the three grade spans by 2007–08.

- *NCLB* (Title III) added a requirement that states must develop or adopt *standards for English language proficiency* for students with limited English proficiency by 2002–03 and annually assess progress of all LEP students toward these standards.

NCLB builds on the *IASA* requirement that states set adequate yearly progress (AYP) targets for schools and school districts that would demonstrate "continuous and substantial improvement toward the goal of all Title I students achieving proficient and advanced levels of performance on the assessments aligned with state standards." *NCLB* continues the AYP requirement but modifies and expands its specifications.

- *NCLB* mandates a *uniform timeline* for demonstrating progress of all students toward meeting state standards. While initial starting points may vary, AYP targets in every state must reflect the goal of all students performing at proficient levels in reading and mathematics by 2013–14. *IASA* had no such timeline.

- *NCLB* requires that AYP be measured relative to an *absolute target* (percent of students at or above proficiency in reading and mathematics), not growth from a previous level of performance. *IASA* did not specify the form of the target, but instead left if up to the states.

- To make AYP, schools and districts must meet *student assessment participation requirements* (95 percent tested) and *annual targets for every key subgroup* (major racial and ethnic groups, low-income students, students with disabilities, and LEP students) as well as for the district or school as a whole. The participation and subgroup criteria are a centerpiece of *NCLB* and are included to help ensure that schools are held accountable for meeting the needs of all of their students, not just the majority group. *IASA* included neither assessment participation criteria nor subgroup targets.

- *NCLB* requires states to include an *"other academic indicator"* in definitions of AYP, in addition to proficiency targets on state assessments.[6] *IASA* allowed for but did not require additional indicators.

- *NCLB* (Title III) requires states to establish *English language proficiency targets* (called "annual measurable achievement objectives") to demonstrate progress of LEP students in learning English as well as progress toward meeting the standards in other content areas.

Identify schools and districts that need improvement

Establishing standards, assessments, and targets is only the first step in performance-based accountability. Equally important is the use of these measures to identify schools and districts that need to improve. For interventions and assistance to be appropriately targeted, the accountability system

[6] The state must select one "other academic indicator" to be used for AYP calculations for each level of schooling. For high schools, the other indicator must be graduation rates. For elementary and middle schools, states have the flexibility to choose their own indicator (see Chapter II).

must validly and reliably determine which schools did not make AYP targets, and which require improvement. While identification of Title I schools for improvement predated *IASA*, the 1994 *ESEA* statute tied this identification to the failure of schools or districts to make state-established AYP performance targets. Thus, under *IASA*, schools and districts that failed to make AYP for two consecutive years were identified for improvement and schools that failed for three more years were to receive "corrective actions" from the district. To exit the "identified for improvement" designation, the school or district had to make AYP for two consecutive years. *NCLB* maintained the initial "identified for improvement" criteria (not making AYP for two consecutive years) and the exit criteria (making AYP for two consecutive years), but altered the stages and timeline in significant ways.

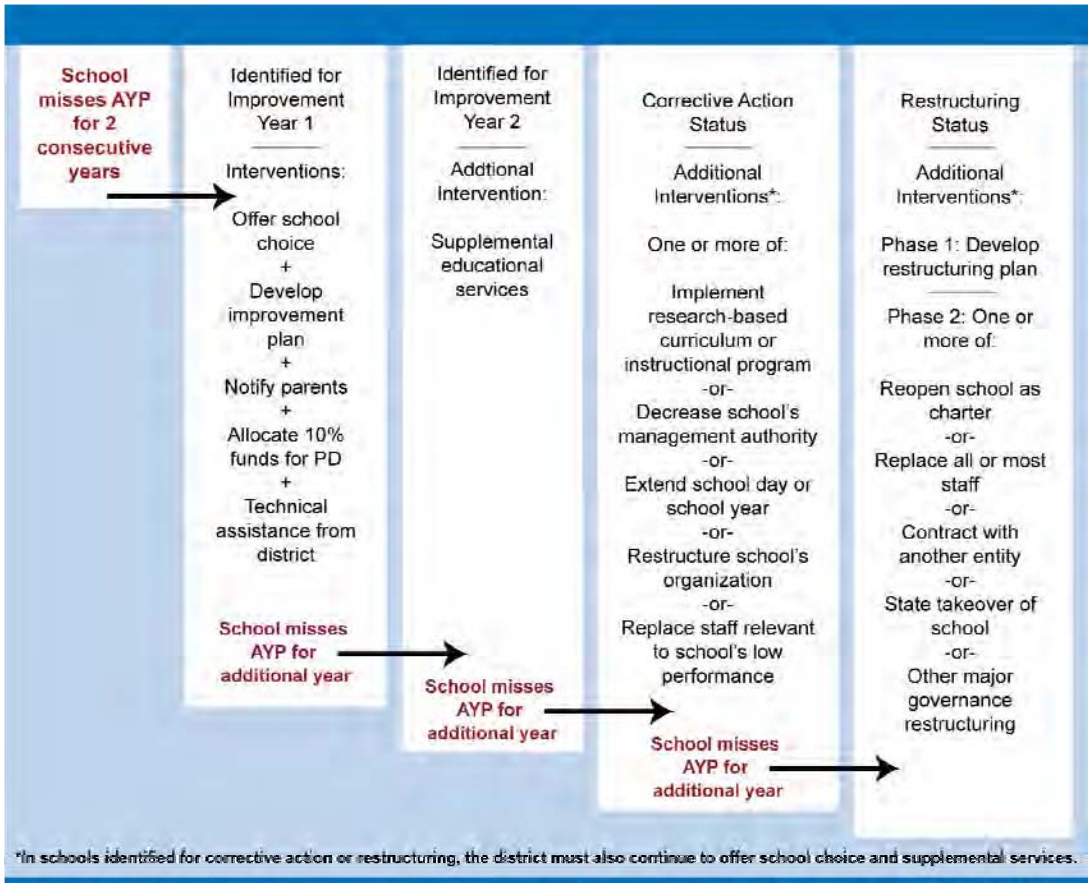
- Under *NCLB*, there are four stages of identification (as compared with two under *IASA*). These are: Identified for Improvement Year 1, Identified for Improvement Year 2, Corrective Action, and Restructuring.
- The criteria and timeline for advancing to a more intensive stage of the improvement process are dependent on whether the school did not make AYP for an additional year, not on the absolute number of years the school is in a given stage. The resulting timeline is as follows: After a school does not make AYP for two consecutive years, it is identified for improvement (Year 1). Each time it does not make AYP for an additional year, the school moves into another stage of identification and intervention. Year 2 improvement schools have not made AYP for three (not necessarily consecutive) years. A fourth year of failure to make AYP targets places the school in "corrective action" status and the fifth such year places the school into the final "restructuring" stage (see Exhibit 2). Restructuring occurs in two phases; during the first year schools develop a restructuring plan, which is implemented during the second year.

Provide useful information about school performance to stakeholders

A central assumption of performance-based accountability is that when educators, administrators, parents and other stakeholders have information about the performance of schools and districts, they will be able to make informed decisions about resources and actions that are in the best interest of students. For this assumption to hold, stakeholders must have access to accurate, reliable and valid information about the requirements and options specified in the law, about student performance and about resources and practices likely to result in improved student achievement. As did *IASA*, *NCLB* requires states to produce and distribute "report cards" that include information on AYP, improvement status and student achievement. It also adds requirements.

- *NCLB* adds new accountability indicators, includes non–Title I schools, and reinforces the public dissemination of disaggregated achievement data. It also requires reporting the percentage of classes taught by highly qualified teachers, classified by high- and low-poverty schools.
- *NCLB* also requires that information on student and school performance be made available to schools, districts and parents in a timely fashion so that parents may take advantage of the school choice and supplemental educational services options and schools may take appropriate improvement actions by the beginning of the school year.

Exhibit 2
Stages of Identification for School Improvement



Provide appropriate assistance and require interventions to stimulate school and district improvement

The purpose of identifying schools and districts for improvement is to help ensure that appropriate actions are taken to foster school progress and provide options to students and parents. *NCLB* is more prescriptive and specific than *IASA* in the actions that states and districts must take to ensure school improvement.

- *NCLB* specifies the required intervention options for each stage of school identification. For a Title I school in Year 1 or any subsequent year of identification, the district must offer all parents the *option of transferring their child to another public, non-identified school.* Districts must notify parents of choice options before the start of the school year and provide students with transportation to non-identified schools. (Under *IASA*, Congress added requirements in 1999 and 2000 that school choice be offered to students in Title I schools identified for improvement, when feasible. However, *IASA* did not require districts to apply this option to all schools in need of improvement without regard to structural constraints, such as space available, or to provide transportation.) For Title I schools beginning in Year 2 of improvement status, districts

must also offer students from low-income families the *option of receiving supplemental educational services* from a state-approved provider.

- For schools in corrective action status, districts must implement at least *one of six specified interventions* (replacing staff relevant to the failure to make AYP, implementing a new curriculum, decreasing management authority at the site, appointing an outside expert, extending the school day or year, or restructuring the school's internal organization). And after not making AYP targets for five years, the school must plan to *restructure its governance* and the next year either close the school and reopen it as a charter school, replace all or most of the school staff, turn management over to the state or a private agency or take on other major forms of restructuring (see Exhibit 2).
- *NCLB* also identifies specific *support mechanisms* for schools identified for improvement, including technical assistance, school support teams, and distinguished teachers and principals to assist in planning and improvement efforts. States are also required to provide support to districts identified for improvement, including assistance in developing an improvement plan and strategies to work more effectively with schools identified for improvement, and addressing potential challenges related to parent involvement or professional development. Although *IASA* specified some state strategies, *NCLB* emphasizes the development of state support systems. *NCLB* also requires districts to assist schools in analyzing data from state assessments, identifying proven effective strategies for professional development and instruction, and revising school budgets to allocate resources more effectively. As under *IASA*, schools identified for improvement under *NCLB* must spend 10 percent of their allocation of Title I, Part A, funds for the purpose of providing professional development.

To document the ways in which they would comply with the accountability requirements of *NCLB*, states were required to submit initial accountability plans (often referred to as "accountability workbooks") to the U.S. Department of Education by January 2003. These plans were approved through a peer review process in spring 2003.[7] Since then, states have had the option of submitting annual amendments to their accountability plans. These amendments require approval by the U.S. Department of Education.

EVALUATION QUESTIONS AND DATA SOURCES

This report addresses four broad questions relevant to the *NCLB* performance accountability provisions outlined above.

- How have states implemented the standards, assessment, and accountability provisions of Titles I and III of *NCLB*? (see Chapter II.)
- How are schools and districts performing with respect to making AYP? What are the reasons why schools do not make AYP? Are there common characteristics among districts and schools identified for improvement? (see Chapters III and IV.)
- How is information about *NCLB*, AYP, and identification for improvement communicated to stakeholders, and how well do district and school staff understand the status of their districts and schools? (see Chapter V.)
- What efforts are being made to improve district and school performance, including state support systems, technical assistance, mandated interventions, and local initiatives? (see Chapter VI.)

[7] See Erpenbach, Forte-Fast and Potts (2003) for a description of this process.

To address these questions, this report presents findings from two federally funded studies—the Study of State Implementation of Accountability and Teacher Quality Under *NCLB* (SSI-*NCLB*) and the National Longitudinal Study of *NCLB* (NLS-*NCLB*).

The SSI-*NCLB* examines state implementation of *NCLB* in the areas of accountability and teacher quality through analysis of data collected from all states on school performance and state documents (including state Web sites and consolidated applications and reports) and telephone interviews with state officials responsible for implementation of the accountability, teacher quality, Title III, and supplemental educational services requirements of *NCLB*. Administrators in all states, Puerto Rico, and the District of Columbia were interviewed during fall and winter 2004–05.

The NLS-*NCLB* assesses the implementation of *NCLB* in districts and schools through analysis of survey data collected in a nationally representative sample of 300 districts and, within those districts, of 1,483 elementary, middle and high schools. In each school, six teachers were randomly selected: at the elementary school level, one teacher each in grades 1–6, and at the secondary school level, three English teachers and three mathematics teachers. In total, the NLS-*NCLB* surveyed 4,772 elementary teachers, 2,081 secondary English teachers and 1,938 secondary mathematics teachers. In addition, 1,483 principals, 300 district administrators, 1,408 special education teachers and 950 Title I paraprofessionals (teacher aides) were surveyed. Response rates ranged from 82 to 96 percent.

Taken together, the purpose of these two studies was to provide an integrated longitudinal evaluation of the implementation of *NCLB* at the state, district, and school levels, with particular focus in four areas: (1) accountability, (2) teacher quality, (3) Title I school choice and supplemental educational services, and (4) resource allocation and targeting. This report focuses on the first of these areas, while companion reports will address the others. This report draws on information collected in fall 2004 and winter 2005 from all sources in both the SSI-*NCLB* and the NLS-*NCLB*. The studies will collect data again in fall 2006 and report on changes in *NCLB* implementation in 2007.

Technical Note

The following conventions were used when referring to school year in discussions of AYP and identification for improvement. Schools or districts are said to make (or not make) AYP in a particular year based on test results from that *same* year. However, schools or districts are said to be identified for improvement for a particular year based on test results from the *previous* year (or years). For example, if 43 percent of the students at Garden Elementary were proficient on tests taken in spring 2003–04 and the state's AYP target for 2003–04 was 49 percent of students proficient, we would say that Garden Elementary *did not make AYP in 2003–04*. If the school had also not made AYP the previous year (2002–03), we would say that Garden Elementary *was identified for improvement for 2004–05*.

This report is primarily descriptive; with few exceptions, we do not have information about the quality of the activities and services that are described.

References in the text to differences between groups or over time that are based on nationally representative samples highlight only those differences that are statistically significant using the t-statistic and a significant 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. 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 design-adjusted chi-square statistic.

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

II. STATE STANDARDS, ASSESSMENTS, AND TARGETS

The *No Child Left Behind Act of 2001* (*NCLB*) creates a system of accountability in which every public school in the country is held responsible for the academic achievement of all of its students. At the heart of this system are state content standards that articulate what students should know and be able to do at different grade levels, as well as assessments and other indicators of progress toward meeting those standards, and specific annual improvement targets for which all schools and districts are to be held accountable. Although all levels of the educational system have responsibility for implementing the provisions of the law, states play a particularly important role in that they adopt the standards-based policies that determine the accountability goals and interventions throughout their jurisdictions. This chapter focuses on state policy response to *NCLB* requirements for standards, assessments, and measuring progress, with particular attention to those provisions that represent a change from prior law.

Key Findings

- **As of 2004–05, more than half of the states (27 states and the District of Columbia) had instituted yearly testing in grades 3–8, up from 12 states in 1999–2000**. The other 23 states and Puerto Rico were making progress in addressing *NCLB* test requirements for 2005–06. Nearly all states had high school assessments intended to meet *NCLB* requirements.
- **Student "proficiency" has little common meaning across states**. States vary in the levels at which they set their academic achievement standards in reading and mathematics.
- **The variation in starting points—and thus how much progress a state must demonstrate by 2014—is strongly related to how high the state set its proficiency bar.** States that set higher performance standards tended to have fewer students scoring at the proficient level and must make greater progress in student achievement by 2013–14.
- **In setting annual targets for achievement growth, the majority of states (27) started with small increments, followed by increased growth expectations after 2009.** Other states spread their growth expectations fairly evenly between 2002–08 and 2008–14.
- **By 2004–05, most states had implemented English language proficiency (ELP) standards and annual targets, but implementation of ELP tests was incomplete in over half (27) of the states.**

IMPLEMENTING STANDARDS AND ASSESSMENTS IN READING, MATHEMATICS AND SCIENCE

Content standards and aligned assessments have been core elements of *ESEA* since its 1994 reauthorization as the *Improving America's Schools Act* (*IASA*). At that time, Congress required states to establish content and performance standards and aligned assessments in reading and mathematics for all students covered by Title I of *ESEA*. *NCLB* built on and expanded *IASA* provisions by requiring states to add either grade-level standards or grade-level expectations to the broader grade-span standards that all public schoolchildren are expected to meet, to annually administer aligned assessments in each of grades 3 through 8, and once in high school, and to add requirements for standards and testing in science. *NCLB* also requires that 95 percent of students participate in the assessments of reading and

mathematics. This participation requirement applies to all public elementary and secondary schools and districts and to each major student subgroup within those jurisdictions. All students with limited English proficiency (LEP) and students with disabilities are to be included in statewide assessments and are to be provided accommodations or alternate assessments, as appropriate.

These requirements and changes in the law generated a great deal of activity in the three years between the passage of *NCLB* (2001) and the collection of the data for this study (2004–05). During this period, states revised existing content standards or adopted new standards in reading, mathematics, and science; developed or adopted new assessments in grades or subjects previously untested; and finalized their definitions and cut scores[8] for "proficiency" (i.e., meeting the state's academic achievement standards) on statewide tests.

Establishing content standards in reading, mathematics, and science

Both *NCLB* and its precursor, *IASA*, required states to establish content standards that "specify what children are expected to know and be able to do" in reading and mathematics, and that "contain coherent and rigorous content" and "encourage the teaching of advanced skills." *NCLB* also added requirements for content standards in science. Prior to *NCLB*, states were to have their content standards in place for reading and mathematics and to have their standards development process reviewed and approved by the U.S. Department of Education. The Department's review of standard-setting processes began in 1998, and by the time *NCLB* was enacted in 2001, nearly all states had received federal approval.

> All states, the District of Columbia and Puerto Rico have content standards in reading, mathematics and science, but most continue to revise their standards or adopt new standards.

By 2003, all states had received federal approval for the process through which they developed reading and mathematics content standards. Nonetheless, many states adopted new standards or revised existing standards for reading (32 states and the District of Columbia), mathematics (33 states and the District of Columbia) and science (37 states and the District of Columbia) between 2001–02, when *NCLB* was passed, and 2004–05, the year of data collection for this report (see Exhibit 3).

One of the most common revisions to state content standards has been the delineation of specific expectations for each grade level. Although some states had specific grade-level expectations prior to *NCLB*, many were using grade-span standards and have added such expectations since 2002. By 2005, most states had established either grade-level standards or grade-by-grade expectations designed to support annual testing in reading and mathematics in grades 3–8, as required by *NCLB*.

Expanding student assessment systems

Assessment of student achievement relevant to state standards is a central feature of *NCLB*, as it was of *IASA*. Measurement of student progress toward achieving state standards forms the basis on which districts and schools are held accountable; interventions are determined; and additional provisions, such as school choice and supplemental educational services, are provided.

[8] Cut scores are the minimum scores required for students to demonstrate proficiency—or other designated levels of achievement—on assessments.

As of 2004–05, 27 states and the District of Columbia had instituted yearly testing in grades 3–8. The other 23 states and Puerto Rico were making progress in addressing ***NCLB*** testing requirements for 2005–06.

Exhibit 3
Year in Which Current Reading, Mathematics and Science Content Standards Were Adopted or Most Recently Revised

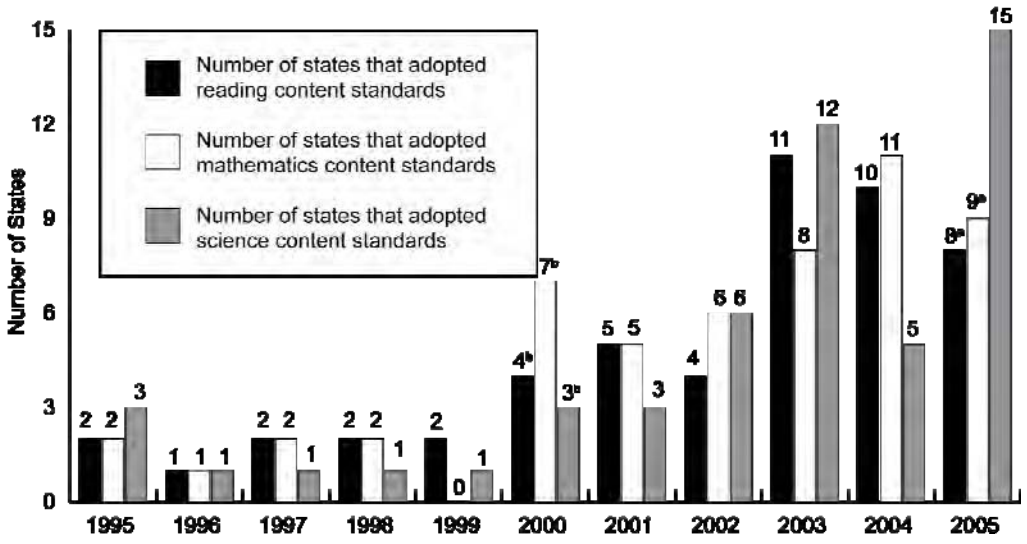


Exhibit reads: In 1995, two states adopted content standards in reading.

Note: Three states have revised their K–8 standards and their 9–12 standards in different years and so are represented in the appropriate count for each of those years.

[a] Indicates that the District of Columbia is included.

[b] Indicates that Puerto Rico is included.

Sources: SSI-*NCLB*, Accountability Interviews; Consolidated State Performance Reports and State Education Agency (SEA) Web sites (n=50 states, the District of Columbia, and Puerto Rico).

By 2004–05, more than half of the states (27 states and the District of Columbia) had instituted yearly testing in grades 3–8 as required by *NCLB* for 2005–06 up from 12 states in 1999–2000, and nearly all states had high school assessments intended to meet *NCLB* requirements (see Exhibit 4).[9] Under *IASA*, states were required to test students in reading and mathematics at least once in grade spans 3–5, 6–9, and 10–12. Title I of *NCLB* requires that beginning in 2005–06, states test students annually in mathematics and reading in every grade from 3 through 8 and once during grades 10 through 12 using assessments aligned to the state content standards. *NCLB* also requires that states administer assessments aligned to state science standards by 2007–08. At the time of *NCLB* passage, few states met all *NCLB* testing requirements, but much progress toward this goal has been made in the intervening years.

[9] To ensure that all states comply with *NCLB* testing requirements, the U.S. Department of Education use a peer review process involving experts in the field of standards and assessments. Reviewers examine the evidence submitted by each state to show that its assessment system meets *NCLB* requirements. (For more details on this process, see *Standards and Assessments Peer Review Guidance: Information and Examples for Meeting Requirements of the No Child Left Behind Act of 2001*, April 28, 2004, accessible through the U.S. Department of Education Web site.)

Exhibit 4
Number of States That Administered Assessments Intended to Meet *NCLB* Requirements, by Subject and Grade, 2004–05

	Reading	Mathematics	Science
Grade 3	38	34	
Grade 4	41	41	
Grade 5	33	32	
Grade 6	32	33	
Grade 7	33	31	
Grade 8	42	44	
All grades 3–8	28	28	
At least one grade 3–5			43
At least one grade 6–9			41
At least one grade 10–12	50	50	40

Exhibit reads: For grade 3, 38 states implemented reading assessments; 34 states implemented mathematics assessments.

Note: Although states have implemented assessments intended to meet *NCLB* requirements, as of summer 2005, no state assessment system had received full approval. For Reading and Mathematics assessments, the District of Columbia is included in the totals for grades 3-8, and Puerto Rico is included for grades 3, 6, 8, and 11.

Sources: SSI-*NCLB*, Accountability Interviews and Extant Sources (n=50 states, the District of Columbia, and Puerto Rico).

Complying with *NCLB* testing requirements has necessitated substantial test development by states. While about one-third of the states planned to keep their existing tests to meet the requirements of *NCLB*, almost half were developing new tests. States reported that implementing the additional testing requirements was one of the most substantive challenges they faced in the first three years of *NCLB*. Test hurdles included development, psychometric issues, the timelines associated with test development, and financial constraints (although substantial additional funding was provided by the U.S. Congress to assist with assessment development). Representative comments from state respondents included the following:

- "There are a lot of psychometric issues presented by needing to test all students in grades 3 through 8. Some of them have to do with vertical alignment and scaling in a criterion-referenced test setting."
- "One [challenge] is just simply the pace of development to bring all of these tests online within three years. That includes mathematics and reading in [grades] 3 through 8 as well as 10th grade, plus science. This dwarfs any other project we've done; in fact, it's three times as large as any other testing program we've had in the state."
- "The largest issue has been that we had to do [the test development] with the existing staff. No new staff [and] more than twice as many grade levels tested…so you have had all the ramp-up in terms of item development and piloting that's gone on for the last two years to have those [tests] ready, and we've done it with the same staff as when we had four grades…. An additional challenge is [developing] the rubrics and trying to deal with all the anchor papers and training papers that you have to pull in order to be able to score all the open-ended items. So I've got people spending literally six weeks of their year doing nothing but pulling anchor and training papers for piloting one form or another."

Despite the limited amount of time that was available for test development, no states opted to rely entirely on off-the-shelf tests. Instead, all of the newly adopted tests were either developed specifically to align with state standards or were off-the-shelf tests that had been augmented to align with state standards (see Exhibit 5).

Testing all students

NCLB places great emphasis on the inclusion of all students in statewide assessments. In the case of students with disabilities or limited English proficiency, this inclusion is an essential foundation for ensuring equal opportunity to achieve to the state's common high standards. When large groups of students go untested, the school and the larger system lack needed information to monitor progress, detect low performance, and adjust educational strategies.

Testing all students in a valid, fair, and reliable way presents challenges. While some students with disabilities or limited English proficiency can participate in the regular statewide assessments unaided, others require testing accommodations or even alternate assessments. *NCLB* and other federal statutes not only allow for but, in some cases, require such measures (when appropriate for the individual child). The sections below discuss separately the steps states have taken to ensure the inclusion of these students in state assessment systems.

Exhibit 5
State Approaches to Developing Assessments Required for 2005–06

	Percent of State Assessments in Grades 3–8[a] in 2004–05	
	Reading	**Mathematics**
Kept existing assessment	31%	30%
Modified existing assessment	5%	5%
Adopted New Assessment		
Used existing off-the-shelf test	0%	0%
Augmented existing off-the-shelf test	12%	12%
Developed new assessment[c]	45%	46%
Other approach	4%	4%
Data not available[b]	3%	3%

Exhibit reads: In order to meet the *NCLB* requirements for state assessments in grades 3 though 8 in reading, states used existing assessments in 31 percent of the cases and modified existing assessments in an additional 5 percent of the cases for 2004–05.

[a] Data were not available for Puerto Rico (all grades) and Connecticut (grades 3, 5, and 7)

[b] Percentage calculated as the sum of assessments for grades 3 through 8 divided by 312 (52 states times six grade levels)

[c] The District of Columbia is included in this category.

Source: SSI-*NCLB*, Accountability Interviews (n=49 states and the District of Columbia).

Students with disabilities

In 2004–05, all states, the District of Columbia and Puerto Rico either administered or were planning some form of alternate assessments for students with disabilities.

Although alternate assessments are relatively new, nearly all states currently administer some form of alternate assessment for students with disabilities. The 1997 reauthorization of the *Individuals with Disabilities Education Act* (*IDEA*) required that states include students with disabilities in statewide assessment programs and administer alternate assessments for students with disabilities who cannot participate in the state's regular assessment even with appropriate accommodations. Prior to this federal mandate, such students were frequently excluded from large-scale testing programs. In 1999–2000, 12 states had alternate assessments in place, and 35 were in the process of developing them (Goertz and Duffy, 2001).

Under *NCLB*, alternate assessments must be aligned with the state's content standards; must yield results separately in reading or language arts, mathematics, and, beginning in the 2007–08 school year, science; and must be designed and implemented in a manner that supports the use of the results as an indicator of AYP. Alternate assessments can measure proficiency based on grade-level achievement standards and can also measure proficiency based on alternate standards for students with the most significant cognitive disabilities. Alternate assessments may be needed for students who have a broad variety of disabilities; consequently, a state may employ more than one alternate assessment.

Alternate assessments may use different methods of measuring student achievement, such as teacher observation or samples of student work demonstrating mastery of the content standards assessed by the statewide assessment or standardized performance tasks. With these methods, the progress of students with the most significant cognitive disabilities can be evaluated based on achievement standards appropriate for their intellectual development, giving states the opportunity to more accurately gauge their academic progress.

In the 2004–05 school year, respondents from nearly all states reported administering alternate assessments in reading and mathematics for some students with disabilities. Forty-four states and the District of Columbia used alternate assessments based on alternate achievement standards, which may cover a narrower range of content (e.g., fewer objectives may be covered under each content standard) or reflect a different set of expectations in the areas of reading or language arts, mathematics, and science than do regular assessments or alternate assessments based on grade-level achievement standards. During the 2004–05 school year, 24 states and Puerto Rico administered or piloted alternate reading and mathematics assessments based on the same grade-level expectations used for all other students. Fourteen states administered or were developing alternate assessments in science.

All states allowed testing accommodations to enable students with disabilities to take the regular state assessments.

Similarly, in 2004–05, all states allowed testing accommodations for students with disabilities. While some students with disabilities can participate in the regular assessment without special accommodations, such accommodations enable many others to participate. The accommodations most frequently approved by states in 2002–03 included the following (Clapper et al., 2005)[10]:

- Presentation accommodations—large-print tests (47 states), sign interpretations of questions (45 states), Braille (38 states), instructions read aloud to student (35 states).
- Equipment and material accommodations—magnification equipment (41 states), amplification equipment (42 states), light or acoustics accommodations (38 states).
- Response accommodations—computer or machine (37 states), Braille (36 states), write-in test booklets (35 states).
- Scheduling and timing accommodations—test administration with breaks (39 states), multiple sessions (35 states), time beneficial to students (35 states).
- Setting accommodations—small-group administration (47 states), individual administration (46 states), carrel administration (40 states).

[10] This report did not include data from the District of Columbia or Puerto Rico.

Students with limited English proficiency

All states allowed accommodations in the assessment of LEP students, but states varied widely in the percentages of students actually using them.

Title I requires that all LEP students—regardless of the amount of time they have been in a school, a district, or the United States—be included in academic content area assessments with reasonable accommodations, including native language versions of the assessments (U.S. Department of Education, 2003a).[11] In 2004–05, all states, the District of Columbia and Puerto Rico[12] allowed LEP students to use a variety of accommodations when taking state content assessments. Accommodations for LEP students fall into the general categories of presentation, setting, timing, and response (see Exhibit 6).

The percentage of LEP students actually using accommodations varied greatly from state to state. Of the 28 states and the District of Columbia that tracked and reported this information, the percentage of LEP students who took accommodated reading or mathematics assessments in 2003–04 ranged from 100 percent in Louisiana, North Carolina, and District of Columbia to 6 percent in Texas and Idaho. The percentage of students assessed using accommodations did not seem to be associated with the total number of LEP students tested in the state; both high and low percentages were reported for states with large and small LEP student populations.

NCLB also allows for the use of native language assessments, provided the assessment is aligned to the state content and achievement standards. (After students have attended school in the United States for three years, they must be assessed on reading in English). Because native-language assessments are costly and difficult to develop, only 16 states reported having them available, and most of these were only in Spanish. Four states reported administering assessments in additional languages for 2004–05, including Chinese, Gujarati, Haitian-Creole, Hmong, Korean, Portuguese, Russian, Somali, and Vietnamese.[13]

[11] In February 2004, the U.S. Department of Education announced new flexibility allowing LEP students, in their first year of enrollment in U.S. schools, to take an English language proficiency assessment instead of the state reading assessment, permitting states to exclude those students' reading and mathematics scores from AYP calculations, and permitting states to retain formerly LEP students in the LEP subgroup for AYP calculations for up to two years after they attain English proficiency. States may take advantage of this flexibility by amending their Consolidated State Application. At the time of interviews, several states had submitted amendments to reflect this flexibility.

[12] In the case of Puerto Rico, Title III policies pertain to students who are not proficient in Spanish.

[13] One of these four states expected to discontinue assessments in these additional languages in 2005–06.

Even when a state had a native-language assessment in place, the assessment was not available for all grades in all subjects. Nine states offered native-language assessments in mathematics, four offered them in reading, three offered them in science, and one offered them in social studies. Respondents in two states did not know the subjects in which native-language assessments were available. Four states had native language options available for their high school graduation examinations. For some states, the only native-language assessment offered was the high school exit examination; other states offered Spanish tests for grades 3–8 and 9–11 in mathematics, science, and social studies.

Exhibit 6
Six Most Commonly Offered Accommodations for Students With Limited English Proficiency in Content-Area Assessments

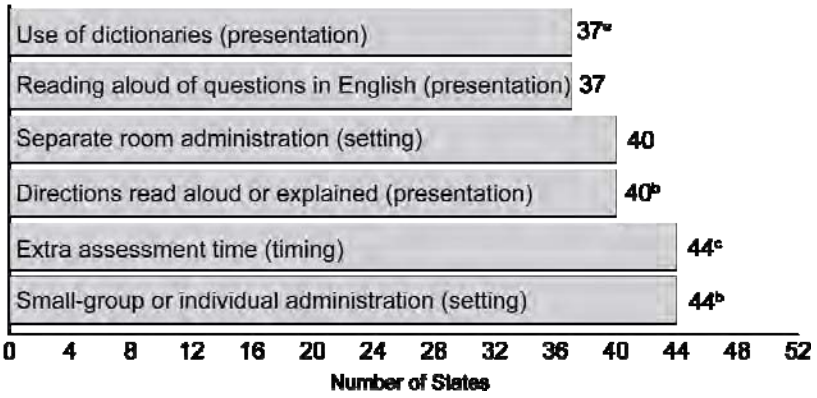


Exhibit reads: Thirty-seven states allowed the use of dictionaries as an accommodation for LEP students taking state content-area tests.

[a] Indicates that Puerto Rico is included.

[b] Indicates that the District of Columbia is included

[c] Indicates that both the District of Columbia and Puerto Rico are included.

Sources: Biennial Evaluation Report to Congress on the Implementation of the State Formula Grant Program, 2002–04, English Language Acquisition, Language Enhancement and Academic Achievement Act (*ESEA*, Title III, Part A) (n=50 states, the District of Columbia, and Puerto Rico).

Defining student proficiency: academic achievement standards

NCLB sets the goal of all students reaching proficiency in reading and mathematics by 2013–14, but each state must define the level of student performance that is to be labeled "proficient" on its statewide assessments. Each state's definition of proficiency is reflected in its *academic achievement standards* (previously referred to as *performance standards* under *IASA*) for each grade level and subject tested.

Academic achievement standards are linked to both content standards and assessments. They include achievement-level descriptors that clarify student skills and anchor the achievement standards to the content standards. For example, one descriptor in Illinois reads: "Students who meet the standard can use correct grammar, spelling, punctuation, capitalization and structure." More importantly, states must determine the "cut scores" on the state assessment that determine each achievement level. Under *NCLB*, states are required to establish at least three achievement levels—basic, proficient and advanced. However, most states (as of 2003–04, 41 states and the District of Columbia) had opted to designate four or five achievement levels, with the additional levels usually, but not always, being set below the basic level.

States determined achievement level cut scores through a systematic judgmental process that often involved committees of psychometric experts, teachers and administrators. The most frequent strategy for setting cut scores is called "bookmarking" (Mitzel, 2005). During this process, participants review

test booklets in which items are arranged from least difficult to most difficult. Committee participants then set "bookmarks" to delineate different levels, consistent with the achievement-level descriptors.

In 2004–05, at least 23 states lacked operational test data to set cut scores.

Ideally, states must set cut scores based on data from a full operational administration of the test, so those states that are phasing in new assessments should wait to accumulate and analyze initial results for each grade as it is phased in before they can finalize academic achievement standards.[14] *NCLB* requires that academic achievement standards in reading and mathematics be in place by the end of the 2005–06 school year for grades 3–8 and one high school grade. However, as of 2004–05, 23 states had not yet administered assessments in all *NCLB* required grades and so had not accumulated sufficient data to set cut scores in all these grades. As of the 2003–04 school year, fewer than ten states reported that they had completed the process of setting academic achievement standards for all grades tested under *NCLB*.

In the interim, states used existing information to define achievement levels. Because all states were required to administer assessments for at least three grade spans under *IASA*, every state had established academic achievement standards for selected grades. As of 2004–05, most states were in the process of extending those academic achievement standards to additional grade levels to meet *NCLB* requirements. In the interim, they used previously established academic achievement standards to determine whether schools make AYP or are identified for improvement.

Student "proficiency" has little common meaning across states.

Academic achievement standards for proficiency are pivotal to *NCLB* accountability: Schools' AYP determinations are based on each subgroup of students reaching the state-defined proficiency level. Thus, how states define academic proficiency is an important consideration in evaluating performance. Because achievement standards are established relative to state content standards and assessments, they can and do vary from state to state.[15]

One way to measure the amount of variation in proficiency achievement standards is to compare each state's test against a common external benchmark. The only benchmark available across all states is the National Assessment of Educational Progress (NAEP). A recent analysis examined how state proficiency levels in reading and mathematics for grades 4 and 8 varied against this common metric (National Center for Education Statistics, 2007; see also McLaughlin, Bandeira de Mello, Blankenship, Chaney, Hikawa, Rojas, William, and Wolman, 2007). Using a process called equipercentile mapping,[16] the researchers calculated NAEP scale equivalents for the mathematics and reading standards for proficiency in each state (see Exhibit 7 for eighth-grade mathematics).

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[14] Although some states may choose other strategies to set cut scores for academic achievement standards, assessment experts suggest that operational test score data is preferable. Indeed, the Standards and Assessment Peer Review Guidance notes, "States can develop the level and description components of the standards prior to the availability of *assessment data that will be necessary to set the cut scores components of these standards*." (emphasis added) (U.S. Department of Education (2005a).

[15] Such variation does not imply that states are out of compliance with *NCLB*; indeed, the law does not attempt to define either state content standards or academic achievement standards.

[16] Equipercentile mapping is a process in which the percentages of students meeting the state proficiency standards in schools participating in NAEP in each state were matched with the distribution of performance on NAEP of students in those same schools. The accuracy of this metric depends on the correlations between NAEP and state assessment results. In the majority of the states examined, the standards were sufficiently correlated to warrant reporting the NAEP equivalents. Exhibit 7 displays data only for those states with sufficiently high correlation between NAEP and the state assessment.

States varied widely in the levels at which they set their performance standards in reading and mathematics. Using NAEP as a common external metric, state standards for proficiency in eighth-grade mathematics under *NCLB* range from a NAEP equivalent score of approximately 247 to 314 (see Exhibit 7). Similar patterns occurred in fourth-grade mathematics and in reading at both grade levels. As a result, a student deemed to be proficient for *NCLB* purposes in one state might not be considered proficient in another. Because attainment of the *NCLB* goal of 100 percent proficiency by 2013–14 depends, in part, on the level at which states set their proficiency standard, cross-state comparisons and nationwide estimates of percent proficient must be interpreted with caution.

This variation in achievement standards should be taken into account in any examination of state variation in the numbers and percentages of schools that make or do not make AYP or are identified for improvement. Relative to one another and to NAEP, states can be categorized as setting their standards for proficiency at low, medium and high levels of expected performance. Chapter III of this report incorporates these categories in analyses of AYP results across states.

MEASURING PROGRESS TOWARD PROFICIENCY: ADEQUATE YEARLY PROGRESS

State measures of AYP are the foundation of NCLB accountability. Both Title I and non–Title I schools must meet AYP targets; hence, AYP is the accountability mechanism with the greatest scope, affecting all public schools in the United States. State AYP accountability mechanisms have three components:

1. **AYP indicators**—percent of students performing at the proficient level on statewide assessments in reading and mathematics, student test participation rates, and other academic indicators.
2. **AYP targets**—starting points, annual measurable objectives, and intermediate goals for percent proficient in reading and mathematics.
3. **Methods to avoid misclassifying schools**—"safe harbor," minimum n, confidence intervals, and definitions of full academic year.

The U.S. Department of Education permits states to seek amendments to their *NCLB* accountability plans, including elements of their AYP definitions. In late summer 2003, states began submitting amendments for 2003–04 for review and approval. In 2004, 47 states had requested amendments by the April 1 deadline set by the Department; in 2005, 42 states submitted requests by the June 1 deadline. In general, states have continued to ask for flexibility in areas likely to increase the validity and reliability of their AYP decisions and enable them to focus on the districts and schools that most need improvement.

Exhibit 7
NAEP Scale Equivalents of State Proficiency Standards, by State Eighth-Grade Mathematics, 2003

Exhibit reads: By matching percentages of students meeting state standards in schools participating in NAEP with the distribution of performance of students in those schools on NAEP, state standards for proficiency may be mapped to scores on the NAEP scale. On average, students who met the state's proficient level in Missouri would be estimated to score 314 or higher on NAEP while students who met the state's proficient level in North Carolina would have an estimated NAEP score of 247 or above.

Source: National Center for Education Statistics, 2007 (n=33 states and the District of Columbia).

Selecting AYP indicators

NCLB requires states to use five indicators to determine AYP: (1) the percent of students who are proficient in reading; (2) the percent of students who are proficient in mathematics; (3) the percent of students who participate in reading assessments; (4) the percent of students who participate in mathematics assessments; and (5) at least one other academic indicator at each school level (elementary, middle, and high school). Even small differences in the rules for calculating each AYP indicator will affect whether schools or districts make adequate yearly progress. For this reason, states have given considerable attention to the details of their choices.[17]

States used their allowed flexibility to define (and amend) their AYP indicators, adding to the complexity of AYP calculations and their variability across states.

Calculating the percent proficient—which at first appears a straightforward process of dividing the number of students who score proficient by the total number of students in the school, subgroup, or district—depends in large part, on how the state defines the "total" number of students. Initially, most states defined percent proficient as the "number of students scoring at or above proficient" divided by the "number of students enrolled for a full academic year." However, several states received approval to change the denominator to "the number of students enrolled and tested."[18] This slight change in the formula is designed to ensure that schools are not penalized twice for low participation in tests (nonparticipating students also affect the participation rate scores, another component of AYP, as described below). The fact that some states have used this option and some have not may contribute to variation in AYP results among states. Additionally, at least ten states use weighted indices to determine proficiency (for example, to adjust for different numbers of students within grades in a school), rather than a simple percentage.

States also had the option of including the scores of students assessed using the alternate assessment based on alternate achievement standards in AYP calculations—provided that the 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, the District of Columbia and Puerto Rico included the scores of students assessed using alternate assessments based on alternate achievement standards in their AYP calculations, but few states or districts used waivers to exceed the 1.0 percent cap. For AYP determinations for 2003–04 testing, 47 states, the District of Columbia and Puerto Rico included the scores of students assessed using 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 on the number of exceptions they granted (a total of approximately 134 exemptions).

In addition to measures of student proficiency in reading and mathematics, measures of AYP must incorporate at least one other indicator for each schooling level. At the elementary and middle school levels, these indicators are selected by the state. Attendance was the most common "other academic indicator" (33 states and the District of Columbia) for elementary and middle schools in 2003–04, but some states chose to use additional achievement measures instead. These states included results from other state assessments, including writing or science assessments (six states), or performance increases on a state index (three states). Other indicators also included reductions in the percent of students with below-basic performance (Wyoming) and proficiency in English as a second language (Puerto Rico).

[17] See Appendix B, Exhibit B.1, for information on key components of state approaches to AYP in 2003–04.
[18] For a more detailed discussion of state AYP definitions and amendment requests, see Erpenbach and Forte (2005).

At the high school level, states are required to use graduation rates as the other academic indicator, but they can establish their own baselines, targets, and long-term goals for progress. Not surprisingly, the resulting baselines and targets vary by state. Baseline graduation rates for 2002 ranged from 62 to 94 percent. The range was even greater for the 2003–04 graduation targets, which ranged from 50 to 97 percent, with 15 states setting targets for 2003–04 that were lower than their actual reported rates in 2001–02. Long-term goals for graduation were similarly disparate. In contrast to the mandatory 100 percent proficiency states must meet by 2013–14 for reading and mathematics, states have flexibility in setting their 12-year goals for graduation. The range for the 2013–14 graduation rate goals varied from 65 to 100 percent across states. In other words, while some states seek to graduate all their students from high school in 2014, others will be satisfied with graduating 65 percent of their students.[19]

One reason for the variation in long-term graduation goals is that states define graduation rates differently. Seven states reported that they were using a temporary proxy measure (i.e., dropout rate), and 14 states allowed more than four years to graduation (for students with such provisions written into their individualized education programs, or for students with limited English proficiency). Finally, some states have amended their AYP definitions in 2004 and 2005 to permit progress toward the attainment of graduation targets, rather than actual attainment of those targets.[20]

Setting targets for performance

NCLB requires states to set proficiency targets in increments from the percentage of students scoring proficient at the point at which *NCLB* went into effect in 2001–02 to the ultimate goal of 100 percent in 2014. Targets give systems near-term goals to shoot for and also allow them to determine whether the progress being made at any point in time is sufficient for reaching their long-term objective.

Establishing a starting point

One of the first tasks states were required to do after they defined their AYP indicators was to establish starting points in reading and mathematics and trajectories of expected progress toward the goal of 100 percent proficiency in each subject.

Under *NCLB*, states with adequate data from 2001–02 were required to use those results to determine their starting points for establishing AYP targets in reading and mathematics. As required by statute, starting points were to be the higher of the percentage of students at the proficient level in (1) the state's lowest-achieving subgroup, or (2) the school at the 20th percentile among all schools based on enrollment, ranked by the percentage of proficient students. In most states, this latter process yielded the higher percentage. Thus, the percentage of students scoring at the proficient level in the school at the 20th percentile became the AYP starting point for the state. States were allowed—but not required—to establish different starting points by grade span (for example, grades 3–8), by school level (elementary, middle, high school), or by grade. The same starting points had to be used for all subgroups and for all schools within the state.

Most states developed starting points for grade spans, but 12 states set starting points only for the grades tested prior to *NCLB* (for example, grades 4, 8, and 11), and 12 states determined starting points for the elementary, middle, and high school levels (rather than specifying grades). Connecticut set different

[19] Sixteen states have targets of 100 percent, 13 have targets between 90 and 99 percent, nine have targets of 80 to 89 percent, and four states have targets of 51 to 75 percent (data for the remaining eight states, the District of Columbia and Puerto Rico were unavailable).

[20] While state-reported graduation rates ranged from 97 to 62 percent, the average freshman graduation rate was somewhat lower, ranging from 86 to 58 percent (U.S. Department of Education, 2005a).

starting points for each of its two regular state assessments, while the starting points in Oklahoma, New York, and Vermont were expressed on an index scale,[21] rather than as a percentile scale. Mississippi set the most starting points, in grades 3, 4, 5, 6, 7, 8, and 10 for the subjects of reading and mathematics, and grades 8, 9, 10, 11, and 12 for algebra.

The starting points used to develop the AYP targets for each subject also varied among states. For example, starting points for elementary reading ranged from 14 percent of students proficient in California to 78 percent of students proficient in Colorado. In elementary mathematics, the range was even greater: from 8 percent of students proficient in Missouri to 80 percent of students proficient in Colorado. Twenty-one states and the District of Columbia had starting points lower than 50 percent in elementary reading; 28 states, the District of Columbia and Puerto Rico were below this mark in elementary mathematics. High schools are furthest from the target, with 24 states and the District of Columbia having starting points of less than 50 percent proficiency, and more than ten states starting with fewer than 30 percent proficient.[22]

This variation in starting point has implications for evaluating progress across states. Because states did not start at the same place (as indicated by the ranges noted above), some have much farther to go to realize the goal of 100 percent proficiency. For example, in five states the starting point for mathematics was below 20 percent proficient. In contrast, North Carolina's starting point was 75 percent proficient (thus far fewer students need to increase their performance to the proficient level in North Carolina than in the other five states).

> The variation in AYP starting points—and hence in how much progress a state must demonstrate by 2014—is strongly related to how high the states set their academic achievement standards for proficiency.

As discussed earlier, one way to measure the variation in achievement standards across states is to compare each state's cut score for determining proficient performance relative to the proficiency score used by NAEP. There is a negative correlation (r = –.58 to –.79) between states' academic achievement standards (converted to the NAEP scale) and starting points for *NCLB* accountability. In other words, states that set higher academic achievement standards tend to have a lower percentage of students scoring at the proficient level and therefore must make greater progress in student achievement by 2013–14 (see Exhibit 8). States with high performance standards in mathematics, for example, must realize an average increase of 81 percentage points in the share of students who are proficient by 2013–14, while states with low performance standards have to realize an average increase of 51 percentage points.

Annual Measurable Objectives

Under *NCLB*, each state must set statewide annual measurable objectives (AMOs) for mathematics and reading assessments. AMOs identify the minimum percentage of students required to meet or exceed the proficient level on the academic assessments in a given year. AMOs may vary by grade span, and they are not required to apply to the same interval from year to year. The first increase was required in two years or less after *NCLB* implementation (by 2004–05), and the subsequent increases must occur at not more than three-year intervals.

[21] In Oklahoma, for example, the starting point for math was 648 on an index on which 1,500 constitutes proficiency.
[22] Starting points for high school from eight states were not available.

Exhibit 8
Improvement Needed to Reach 100 percent Proficient by 2013–14, by Level of Difficulty of State Academic Achievement Standards, for Eighth-Grade Mathematics

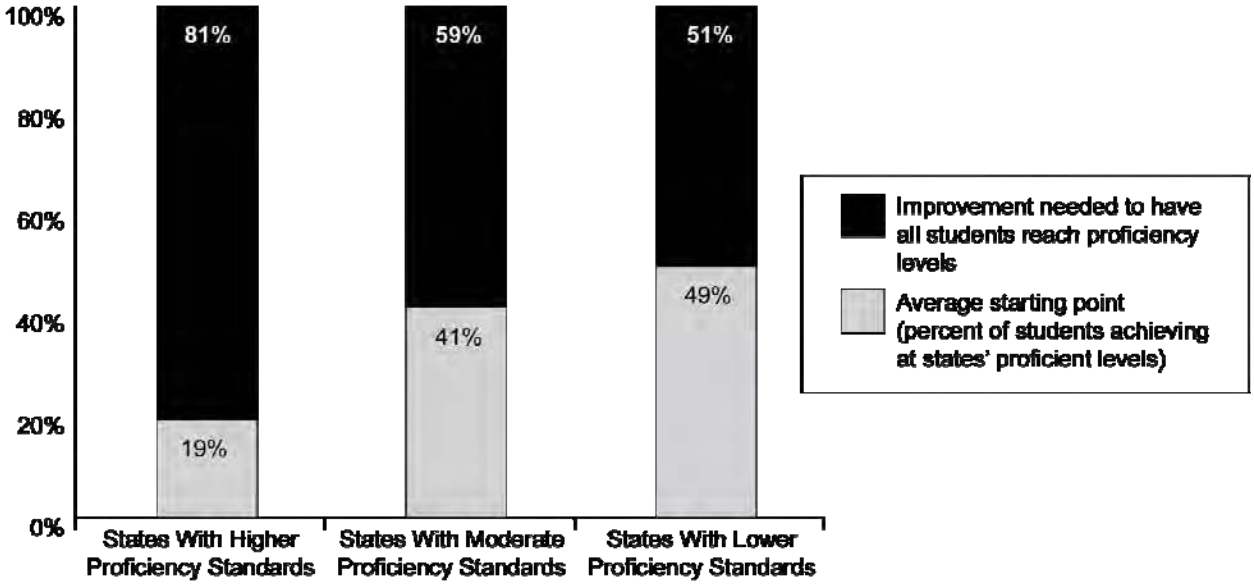

Exhibit reads: States that set higher standards for proficiency relative to other states, had an average starting point for their AYP target for eighth-grade mathematics of 19 percent; they need to increase the percentage of students achieving at the state proficiency level by 81 percentage points, on average, in order to achieve the goal of all students achieving at the state's proficient level by 2013–14.

Sources: SSI-*NCLB* analyses. Data from National Center for Education Statistics; 2007; State Accountability Workbooks; and SEA Web sites (n=33 states and the District of Columbia).

By 2006–07, state approaches to setting their AMOs and intermediate goals fell into one of three common types of trajectories—linear, stair-step or mixed (see Exhibit 9). Most states chose to start their trajectories with little or no growth required in the first two to three years after *NCLB* implementation (stair-step and mixed):

- Nine states had linear growth plans that expect roughly equal increments of progress each year.
- Fourteen states, the District of Columbia and Puerto Rico had "stair-step" plans in which the AMO remains the same for two or three years before increasing, and this pattern is repeated until the AMO equals 100 percent proficient).
- Twenty-seven states had a mixed pattern in which AMOs follow a stair-step pattern for a few years, then switch to a linear trajectory.

Exhibit 9
Examples of Stair-Step, Linear, and Mixed-Pattern AMO Trajectories (Mathematics)

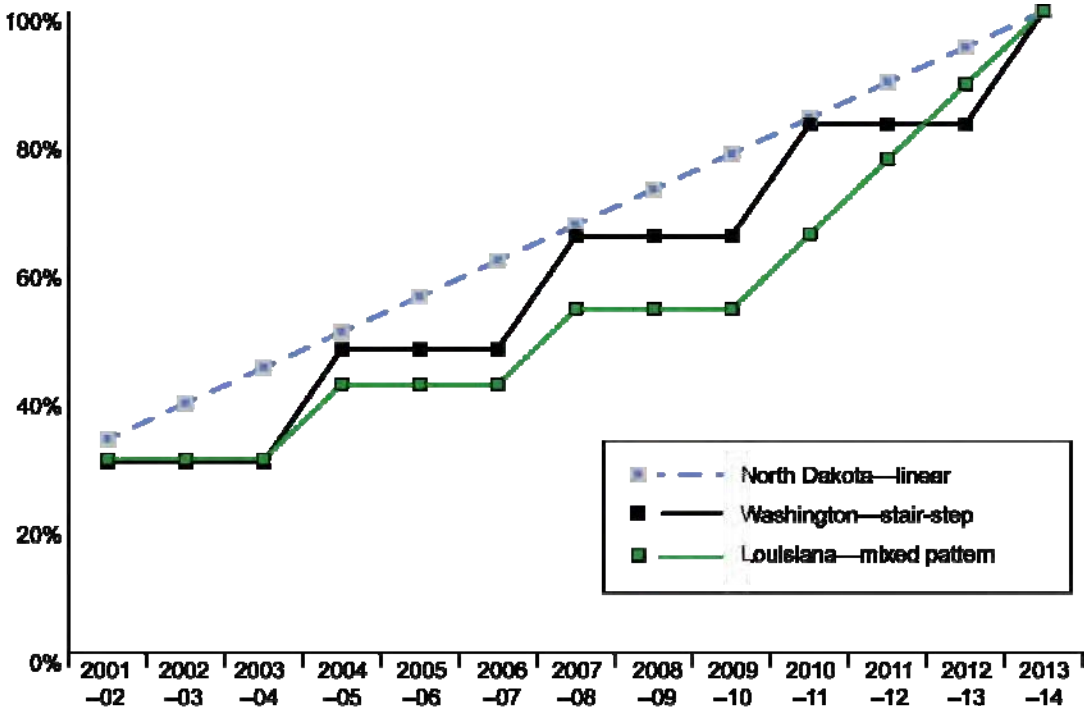

Exhibit reads: North Dakota's mathematics trajectory exemplifies a linear pattern; Washington's is stair-step; and Louisiana's is a mixed-pattern trajectory.

Source: SSI-*NCLB*, Analysis of State Accountability Workbooks.

In setting annual measurable objectives for achievement growth, many states (27) start with small increments then increase growth expectations after 2009.

An important feature of the "mixed pattern" trajectories established by many states is that on average they project a more rapid increase in the latter years of *NCLB* implementation. Indeed, among these states, the average required annual growth in the initial (stair-step) part of the trajectory is only 3 percentage points; when the trajectory becomes linear, however, the annual expected growth is 8 percentage points. In other words, the rate of growth is expected to *accelerate* in the latter half of the *NCLB* time period.

In the "mixed-pattern" states, only 28 percent of the total required growth is expected to occur in the first half of the trajectory (from 2004 to 2009), while 72 percent of the achievement growth is expected in the last five years (from 2009 to 2014) (see Exhibit 10).[23] This means that these states expect achievement to increase twice as fast between 2009 and 2014 as it is expected between 2004 and 2009. In contrast, the linear and stair-step states expect fairly consistent increases over the full trajectory.

[23] Because states were not required to increase their AMOs for the first two years of *NCLB* implementation, these analyses were conducted starting from spring 2004.

Methods to avoid classifying schools as missing AYP targets due to chance fluctuations

It is important to ensure that AYP calculations are valid (i.e., measure the right things) and reliable (i.e., avoid year-to-year fluctuations not related to changes in student achievement). Differences in a school's scores from year to year should not be the result of random fluctuations in the individual students tested, the specific questions included in the assessment, or the peculiarities of the testing situation.

NCLB requires that states establish criteria and conditions that make their AYP models valid and reliable. *NCLB* includes a "safe harbor" provision used by all states: Schools may make AYP if the percentage of students in a group or 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 group or subgroup for the other academic indicator and participation rate. Some of the most common other measures include:

Exhibit 10
Expected Achievement Growth Based on Different AMO Trajectory Types

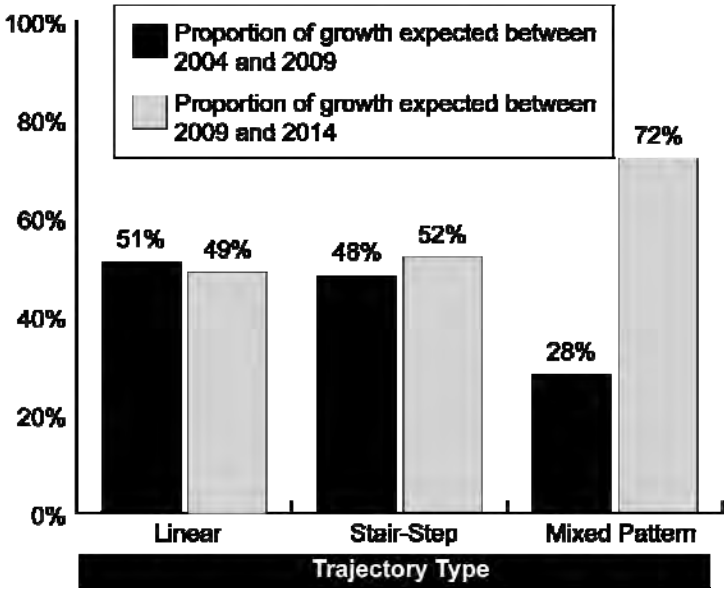

Exhibit reads: On average, in states with a linear trajectory, at least 51 percent of the expected growth must take place between spring 2004 and spring 2009, and 49 percent can occur between spring 2009 and spring 2014.

Note: Because states were not required to increase AMOs for the first years of NCLB implementation, the calculations were conducted using state AMOs from 2004 through 2014.

Sources: SSI-*NCLB*, Review of State Accountability Workbooks and State Education Agency Web sites (n=49 states, the District of Columbia, and Puerto Rico).

- establishing the minimum ("minimum n") needed to constitute a subgroup for reporting AYP;
- using confidence intervals and rounding rules;
- modifying definitions of *full academic year*; and
- creating rules for combining AYP status indicators from two consecutive years.

While these methods reduce the likelihood that schools or subgroups are mistakenly counted as having not made AYP, the methods also reduce the likelihood that schools that are truly low-performing will be counted as missing AYP targets.

Setting minimum sizes for subgroups

Under *NCLB*, states are required to determine minimum sizes ("minimum n") for groups to be included in calculations of AYP. Setting a minimum size reduces statistical error due to small sample size. For example, if a state sets a minimum n at 30 students, a school must serve 30 or more students in a given group (e.g., LEP students) for that group to count separately in the school's AYP calculation. States set minimum n's for schools and districts, and some have set separate n's for proficiency and test

participation rates. The minimum n's set for 2004–05 ranged from 10 students to 50 students, with most states choosing either 30 or 40 as the threshold number. In the case of small schools whose total enrollment falls below the overall minimum n, the state may determine AYP using an alternate, small-school AYP formula.[24] In either case—subgroup or overall minimum n—the purpose is to avoid misclassifying a school or district based on an unreliable estimate of performance.

Although the majority of states employed a single number as their n size, a growing number use a "progressive minimum n," that may vary, depending on enrollment or the number of students tested. In states that used a progressive minimum n, the required subgroup size increased as the enrollment within a school or district increased. For example, in 2005, Georgia adopted a minimum n size that was "proportional to the overall student population in AYP grades." The group n size is 40 students or 10 percent, whichever is greater (with a 75 students cap).[25] Thus, large schools are not held accountable for the performance of a subgroup that may constitute a very small proportion of total enrollment.

In 2004, 17 states requested an increase in their minimum n sizes for subgroups, schools, or districts or a progressive minimum n. In 2005, three states and Puerto Rico received approval to do so. The majority of these increases applied to the minimum n size for subgroups: A growing number of states have set a larger minimum n for students with disabilities and limited English proficiency than for other groups.

Using confidence intervals and rounding rules

Another strategy states use to avoid misclassifying schools is to construct a confidence interval around the observed percent proficient on student tests in a given year. Although it may be difficult to determine accurately a school's true level of proficiency, it is possible to estimate a range of values within which it can be assumed with some degree of confidence (e.g., 95 percent) the true percent proficient lies (Coladarci, 2003). The use of confidence intervals is designed to reduce the likelihood that schools will be incorrectly labeled as not making AYP.

In calculating AYP determinations based on 2002–03 test results, 31 states used confidence intervals to enhance reliability; 39 states used confidence intervals the following year. In 2005, five more states requested permission to use confidence intervals for AYP or to increase the confidence interval from 95 to 99 percent. In general, the larger the confidence interval, the more likely that ineffective schools will be classified as making AYP and the less likely it is that effective schools will be misclassified as not making AYP.

Redefining full academic year

Under *NCLB*, students enrolled for a full academic year are to be included in school AYP calculations. Each state defines it own full academic year. In 2004–05, state definitions of full academic year fell into four main categories. The most frequently used definition (38 states, the District of Columbia, and Puerto Rico) was the time from a target date in the fall through a test date in the spring. Four states

[24] Under *NCLB*, states are required to determine the AYP status of all schools, even those in special circumstances—that is, schools that are very small and do not meet the minimum n size, or schools that do not have tested grades (such as K-2 schools). States have developed specific strategies to ensure that such schools receive an AYP designation. In Alabama, for example, a school with untested grades may be linked with the school to which it feeds and will have the same AYP status as the receiving school. In Colorado, AYP for such schools may be determined through locally-administered assessments. To determine AYP of small schools, Montana uses state assessment data as well as a broader, "qualitative review" of other performance data and information related to student achievement. Other states, such as New Hampshire, aggregate data from small schools across years to determine AYP.

[25] Georgia's Single Statewide Accountability System: Meeting State and Federal Requirements (August 2005, www.gaosa.org/documents/SSAS8-22-05.ppt).

created a profile of enrollment on one specific date during the year (for example, in the case of Vermont, this was Oct. 1); five established a minimum number of days of enrollment; and three required continuous enrollment from one test administration to the next (for example, spring 2003 testing through spring 2004 testing). In 2005, five states requested permission to modify their definitions of full academic year, but the general pattern among states remained the same.

Combining AYP status indicators from two consecutive years

Use of same indicator for two consecutive years. *NCLB* requires that schools or districts that do not make AYP for two consecutive years be identified for improvement. However, states have different procedures for combining AYP results over two years. Some states considered each of the five AYP indicators to be independent, while others did not. At least 20 states identified schools and districts for improvement only if they did not make their AYP target for the *same subject* two years in a row. The other 30 states identified schools and districts for improvement if they did not make *any* of the AYP targets for two consecutive years.

Use of all three school levels in the same content area for district identification. In 2004, 18 states received approval to limit identification of districts for improvement to those that did not make their AYP targets at each of the three school levels (elementary, middle, and high school) in the same content area (reading or mathematics) for two consecutive years.

These four approaches to avoiding misclassification errors (setting minimum sizes for subgroups using confidence intervals, redefining full academic year, and combining AYP status indicators) prevent states from erroneously identifying schools and districts for improvement. They are among the sections of state definitions of AYP that are most frequently amended and most hotly debated in the media and by researchers (for example, Erpenbach and Forte, 2005; Porter, Linn and Trimble, 2005). They are also among the most complex aspects of *NCLB*. Recent requests to amend AYP definitions suggest that states are continuing to seek strategies to ensure that the schools and districts identified for improvement are indeed those that require intervention. In particular, states increasingly incorporate the use of confidence intervals in their determinations of proficiency and participation, seek increases in the minimum n size for all or some subgroups (most notably, students with disabilities and LEP students), or incorporate a progressive rather than a stable number for participation. Many of these AYP mechanisms have the added effect of reducing the numbers of schools and districts that would otherwise be identified for improvement.

Aligning Prior State Accountability Systems With *NCLB*

Many states established their own systems of accountability in the 1990s, prior to *NCLB*, and some have maintained these initiatives after *NCLB* implementation. In 2004–05, 24 states had accountability requirements that went beyond, or were used in addition to, what is required of these states under *NCLB*. The presence of dual accountability systems was noted during the *IASA* era (Goertz and Duffy, 2001; O'Day, 1999), when many states had a system that applied to all schools as well as a Title I system charting the AYP of schools that received Title I funds. *NCLB* was intended to reconcile these systems, and states have worked to integrate state accountability practices with new federal requirements.

> Dual federal-state accountability initiatives continued in 24 states, and conflicts were being resolved in most states.

This section focuses on those 24 states with accountability programs and laws that predate *NCLB* and were continuing in some form in 2004–05.

In 2004–05, all continuing pre-*NCLB* state accountability programs used designations of school performance that differed somewhat from those of *NCLB* or reported their results in different ways. For example, some used letter grades, others identified "high-improving" schools, and so forth. Another notable difference was that many state programs (17) relied on growth measures to track progress toward accountability targets instead of an absolute target (percent reaching a set proficiency level) as in *NCLB*. Eight states used additional measures of student achievement (for example, tests in subjects not required under *NCLB*), and two have different inclusion rules for LEP students. As a result of these alternate measures, 15 states that maintain their pre-*NCLB* accountability programs reported that different schools were identified for improvement under *NCLB* than those identified under the state's other initiative.

Earlier in the implementation of *NCLB*, observers reported tensions between the prior state accountability systems and the newer, less familiar *NCLB* accountability requirements, particularly with respect to the identification of low-performing schools based on AYP. For example, in some cases, state accountability designations from spring 2003 testing differed from AYP determinations for the same schools. Reportedly, some schools that missed AYP targets received high marks under the state system (Hoff, 2004).[26]

Given the concern about sending mixed signals to schools, state officials have tried various approaches to reconciling conflicts. As one state official explained, "Our original system has only been modified slightly to comply with *NCLB* and actually has been approved with the *NCLB* and [state] pieces combined together into an integrated system." Another noted, "What we tried to do with the architecture is subsume the AYP calculation within a larger system."

Overall, most state respondents reported success in incorporating *NCLB* requirements into state systems. In 2004–05, a majority of both district administrators and principals agreed that having a state or district program in addition to *NCLB* gives a more complete picture of effectiveness. Nonetheless, over 40 percent believed that this additional system resulted in staff confusion about targets,[27] and about one-third believed that the dual system reduced community support for public schools (see Exhibit 11).

[26] See Linn (2005) for a more extensive discussion of differences between pre-*NCLB* state accountability provisions and *NCLB* requirements.

[27] See Bitter et al. (2005) for an analysis of similar reported confusion among low-performing schools identified in the Immediate Intervention/Underperforming Schools Program in California.

Exhibit 11
Perceived Benefits and Drawbacks of Having State and District Accountability Initiatives in Addition to *NCLB*, in Districts and Schools That Report Having Them, 2004–05

	Percent of Districts Agreeing (n=160)	Percent of Schools Agreeing (n=899)
Gives us a more complete picture of our effectiveness than a single accountability system	61%	58%
Results in staff confusion about our targets for student achievement	42%	44%
Reduces community support for public schools	36%	34%
Allows us to focus on the goals that are most important to us	49%	40%
Helps us make effective decisions about how to improve student achievement	55%	49%

Exhibit reads: Sixty-one percent of district administrators agree that having a dual accountability system gives a more complete picture of effectiveness than a single accountability system.

Source: NLS-*NCLB*, District and Principal Surveys.

Although states managed to integrate both systems, this does not mean that they accept *NCLB* requirements uncritically. As one state official commented, "We talk about our accountability system as including the requirements of *NCLB*. So we don't talk about dual systems…. I've always pitched it as a complementary system. But that doesn't mean we like the way AYP is computed."

ENSURING PROGRESS FOR STUDENTS WITH LIMITED ENGLISH PROFICIENCY: TITLE III ACCOUNTABILITY

In addition to accountability requirements for Title I, *NCLB* also includes special provisions (Title III) to ensure progress of LEP students. Over the past decade, concern over how best to meet the needs of LEP students has increased along with the number of these students in U.S. schools. In 2003–04, an estimated 4.3 million LEP students were enrolled in U.S. public schools,[28] an increase of 50 percent over 1993-94. California has the largest number of LEP students (1.6 million), as well as the largest percentage of LEP students (25 percent). LEP students constitute more than 10 percent of total enrollment in nine states. In other states, the LEP population is relatively small, and in 12 states, LEP students constitute 2 percent or less of total enrollment.[29]

In order to determine whether or not LEP students are making sufficient progress in learning English, *NCLB* requires states to establish English language proficiency (ELP) standards for their LEP students (distinct from their reading content standards and assessments) and to measure progress toward meeting those standards. States' ELP standards must define competence in listening, speaking, reading, and

[28] This figure does not include Puerto Rico because most of the Puerto Rican student population is made up of native Spanish speakers. In Puerto Rico, Title III primarily targets students with limited Spanish proficiency, offering Spanish as a second language classes. Even though Title III in Puerto Rico differs significantly from Title III in the other 50 states and the District of Columbia, the basic *NCLB* requirements for non-native-language-speaking students are the same, so Puerto Rico is included in this report's discussion of Title III.

[29] National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs (NCELA) Web site, AskNCELA No. 1, http://www.ncela.gwu.edu/expert/faq/01leps.htm, accessed July 6, 2005.

writing,[30] and should set clear levels of progress (proficiency levels) that reflect the differences in each student's grade level and English language abilities. Proficiency levels must include a label (such as novice or intermediate) and there must be an assessment cut score corresponding to each level.

After a slow start, most states had implemented ELP standards in 2004–05.

Although states were required to establish their ELP standards before or during the 2002–03 school year, few met that deadline. Prior to *NCLB*, ELP standards were not required, and only 14 states had some form of such "standards" in place when the law was passed. In each of these 14 states, ELP standards were not binding but served merely as guidance or curriculum aids.

As of fall 2004–05, 40 states and Puerto Rico had adopted ELP standards. Of the 11 that had not implemented ELP standards, six were planning to implement them mid-year, two states and the District of Columbia were waiting for state board of education adoption and planned a formal rollout in 2005–06, and two were still developing their standards (see Exhibit 12).[31]

NCLB also requires that the English language proficiency standards be aligned with the state content and academic achievement standards to ensure that LEP students are making progress not only in learning English but also in the content areas of reading, mathematics, and science.

Exhibit 12
State English Language Proficiency Standards: First School Year When 2004–05 Standards Were Implemented

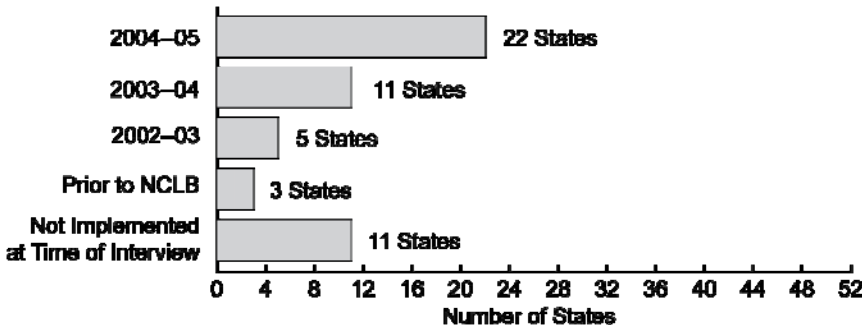

Exhibit reads: Twenty-two states first implemented their current ELP standards in 2004–05.

Source: SSI-*NCLB*, Title III Interviews (n=50 states, the District of Columbia, and Puerto Rico).

States reported that they employed a variety of strategies to link their ELP standards with state content and academic achievement standards. For example, the standards themselves may be linked through the use of subject-relevant vocabulary or through notation to show the specific content standard to which the ELP standard relates (and vice versa). States also reported developing instructional tools, such as teaching guides or professional development, to assist teachers in understanding the linkages. States varied in the subject areas in which such linkage has occurred, though nearly all reported having made linkages to reading standards and most reported having made linkages to mathematics standards (see Exhibit 13).

[30] Comprehension, as exhibited through reading and listening, must be considered when states develop their English language proficiency standards. (U.S. Department of Education, 2003).
[31] See Appendix C, Exhibit C.1 for the status of individual states with regard to the development of ELP standards in 2004–05.

Implementation of ELP tests was incomplete in over half (27) of the states in 2004–05.

NCLB requires states to provide for an annual assessment of English language proficiency in reading, writing, speaking, listening, and comprehension. Although many states had some type of proficiency test for LEP students prior to *NCLB*, these were generally designed for placement purposes, not to measure progress in acquiring language proficiency. For this reason, most states have had to develop or adopt new assessments to meet *NCLB* requirements.

Exhibit 13
Content-Area Subjects Aligned with 2004–05 English Language Proficiency Standards

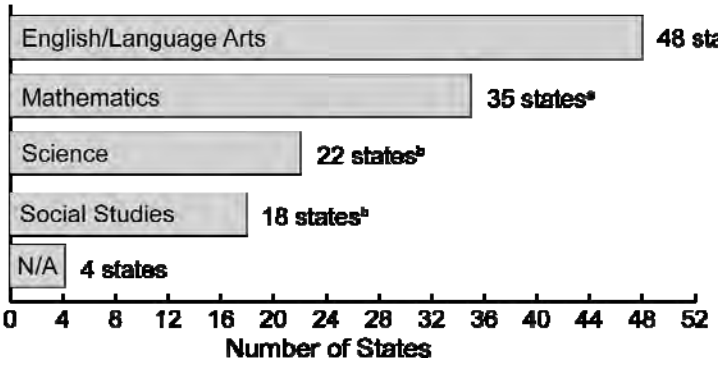

Exhibit reads: Forty-eight states have linked ELP standards to content standards in English or language arts.

Note: Three states argued that it was premature to report linkages because ELP standards were still being developed.

[a] Indicates that the District of Columbia and Puerto Rico are included.

[b] Indicates that the District of Columbia is included.

Source: SSI-*NCLB*, Title III Interviews (n=50 states, the District of Columbia, and Puerto Rico).

States used various means to establish their ELP assessments under *NCLB*. Thirty-seven states and the District of Columbia worked with multi-state consortia receiving Enhanced Assessment Grants to support test development.[32] Because of the lengthy test development process, however, only 11 states were able to use those assessments in 2004–05. Meanwhile, 27 states, the District of Columbia and Puerto Rico were using assessments that had been adopted from an out-of-state (often commercial) source.

Although states were originally required to have their ELP assessment(s) in place during the 2002–03 school year, few met that requirement.[33] Nineteen states and Puerto Rico reported in 2004–05 that they had an assessment in place that met *NCLB* requirements, and 26 states and the District of Columbia planned to implement an assessment that met *NCLB* requirements in 2005-06.[34]

Even where assessments are in place, many are expected to change. In 2004–05, 43 states and the District of Columbia indicated that they anticipated making revisions to their ELP assessments, and

[32] In March 2003, the U.S. Department of Education awarded Enhanced Assessment Grants under Sections 6111 and 6112 to state education agencies or consortia to help them enhance the quality of assessment and accountability systems, with award preference targeting assessments for LEP students and students with disabilities. Four of the recipients were multi-state consortia formed for the purpose of developing assessments to measure yearly progress of LEP students.
[33] A July 1, 2005, letter from the associate assistant deputy secretary for the Office of English Language Acquisition extended the deadline for states to fully implement their new integrated systems of ELP standards, aligned assessments, and accountability required by Title III. The letter states, "The Department has determined that spring 2006 is a reasonable time frame to expect States to fully establish and implement these new systems. Therefore, States are expected to begin full administration of ELP assessments aligned with State ELP standards in grades K-12 by spring 2006" (U.S. Department of Education, 2005b).
[34] See Appendix C, Exhibit C.2 for the status of individual states with regard to the development of ELP assessments in 2004–05. Five states had not yet made a decision as to which ELP assessment instrument they would use to meet *NCLB* requirements.

23 states and the District of Columbia reported that they planned to use a different assessment in 2005–06 than the one they used in 2004–05.

With all this change, it is not surprising that the alignment of ELP assessments with the relevant standards was still incomplete. Only half of the states (24 states and Puerto Rico) reported that they had aligned their ELP assessments to the ELP standards, as required by Title III. Twenty-one states and the District of Columbia either had not yet made that alignment or had aligned the standards to the new ELP assessment that would be used in 2005–06 (but were not in use in 2004–05).

Many states lacked sufficient ELP test data to establish valid annual measurable achievement objectives for English language proficiency.

In addition to monitoring AYP for Title I accountability, states must report the progress of their LEP students in learning English, as defined by the state's ELP standards, measured by the state-adopted ELP assessment. Progress is to be reported relative to the state's annual measurable achievement objectives (AMAOs),[35] which include three criteria: (1) annual increases in progress in learning English; (2) annual increases in attainment of English language proficiency; and (3) meeting AYP targets in reading and mathematics for the LEP subgroup. The AMAOs hold districts receiving Title III funds accountable for improving levels of English proficiency.

States were required to establish AMAOs in 2002–03, the same year they were to have ELP standards and assessments in place. However, because of the delays states faced in implementing valid and reliable assessments as well as standards that were linked or aligned with state content standards, it was difficult for them to set AMAO targets. To do so, a state must have valid and reliable assessments in addition to longitudinal data to determine with some validity how much progress can be expected. Few states were in a position to set AMAO targets in this way in 2002–03. In fact, some state Title III coordinators described the AMAO targets they set as "arbitrary."

One of the major challenges associated with setting AMAOs is that in 2003–04 (and especially 2002–03), most states were using ELP assessments that were not designed to measure growth in language acquisition, as required by *NCLB*. Instead, their purpose was to determine whether students needed to be placed in classes specifically designed for LEP students. Many states that had no prior ELP assessment had to adopt an interim test that would assess LEP students annually while working on the development of assessments that were in line with *NCLB* requirements. Even though many states had such assessments in place in 2004–05 or were planning to have them in 2005–06, most states indicated that their AMAOs would change in the next few years as they received new test data and created new baselines.

Interpretation of state AMAO data is complicated further by the fact that not all states calculate or report AMAOs for the same collection of districts. Title III requires that AMAOs be calculated for all districts receiving Title III funds, but some states calculated AMAOs for all districts in the state that have LEP students, regardless of whether they receive Title III funds (see Exhibit 14).

[35] The term *annual measurable achievement objective* refers to performance targets set specifically for LEP students. This should not be confused with AMOs (annual measurable objectives), which are AYP targets for all students.

Overall, despite some advances in implementation of standards and assessments for English language proficiency, implementation of the accountability provisions of Title III regarding LEP students in 2004–05 lagged behind the implementation of Title I accountability provisions.

DISCUSSION

Three themes are apparent in state policy responses to the standards, assessment, and improvement targets required by *NCLB*.

First, as of 2004–05, states had made substantial progress toward compliance with *NCLB* accountability requirements. For the most part, the standards, assessments, and AYP provisions had been established, often (though not always) within the time frame stipulated in the law. This is particularly true in the areas in which states had prior compatible policies, such as previously established standards and assessments in reading and mathematics. Where the policy foundation was less developed such as in the area of English language proficiency, implementation has been slower.

Exhibit 14
Numbers of States Calculating AMAOs for Various Types of Districts

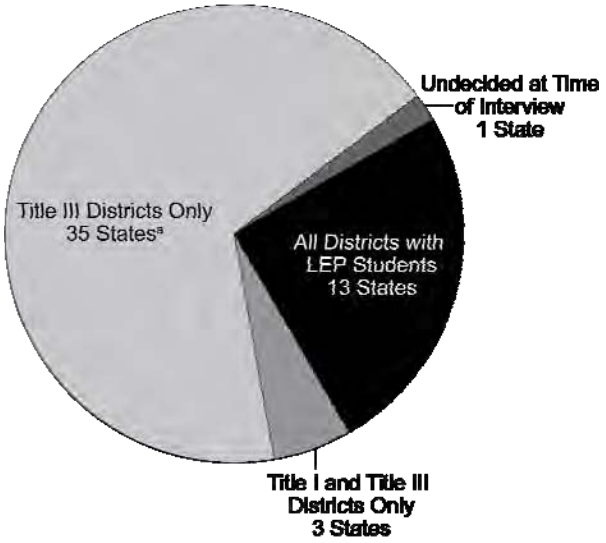

Exhibit reads: Thirty-five states calculated AMAOs only for Title III districts, while 13 states did so for all districts with LEP students.

[a] Indicates that the District of Columbia and Puerto Rico are included.

Source: SSI-*NCLB*, Title III Interviews (n=50 states, the District of Columbia, and Puerto Rico).

Second, states displayed variation in the specifics of their policies—from setting academic achievement standards in reading and mathematics to issues of reliability and assessment of LEP students. In comparison to a nationwide benchmark, the 2003 National Assessment of Educational Progress (NAEP), state *NCLB* academic achievement standards for proficiency ranged from a low NAEP equivalent score of 247 to a high NAEP equivalent score of 314, a difference of 67 points. This variation must be taken into account in any cross-state or national examination of the number and percentages of schools that make AYP, as discussed in Chapters III and IV of this report.

Third, the resulting state accountability systems reflect complex and changing policy choices. One contributing factor may be that states are still in early stages of implementation; in 2004–05, they were continuing to refine and adopt new standards, assessments, and AYP procedures as new requirements and flexibility were enacted. In addition, where prior state accountability programs were well established and differed from *NCLB* requirements, states made a number of adjustments to integrate the two approaches into a single system. While a majority (58 percent) of school principals believed that the combination of state and federal accountability programs provided a more complete picture of school effectiveness, a large minority believed that this combination resulted in staff confusion about targets.

As states make—and revise—choices about the interconnected elements of *NCLB* accountability, they create complicated policies that are unique from state to state. Such complexity makes it difficult to associate specific policy alternatives with changes in practice or achievement across states.

III. EARLY RESULTS: MEETING AYP TARGETS

Under *NCLB*, each state must establish a definition of adequate yearly progress (AYP) that is used to determine the annual status of each public school and school district. To make AYP, schools and districts are required to meet their state's performance targets for all students and for each required subgroup of students[36] in reading and mathematics, test participation, and one other academic indicator. Schools and districts that do not make AYP for two consecutive years are identified for improvement and receive the supports and interventions associated with that status. Under Title III, states are also expected to establish annual measurable achievement objectives (AMAOs) for limited English proficient (LEP) students.

Key Findings

- **Three-quarters of the nation's schools and 71 percent of districts made adequate yearly progress (AYP) in 2003–04.** The proportion of schools that made AYP differed across states, ranging from nearly all schools in six states to less than one-quarter of schools in two states. Similarly, the proportion of districts that made AYP ranged from all districts in two states to less than 10 percent of districts in five states.
- **High-poverty, high-minority and urban schools were less likely to make AYP.** Secondary schools and large schools were also less likely to make AYP.
- **Schools that were held accountable for greater numbers of subgroups were less likely to make AYP.**
- **Half of the schools that did not make AYP did not do so because the "all students" group or two or more student subgroups did not meet achievement targets.** About one-quarter of schools that did not make AYP did not do so for one subgroup only. Remaining schools did not make AYP for the other academic indicator only, test participation only, or other combinations of targets.
- **Most African-American, Hispanic and white students, and most students from low-income families, attended schools with sufficient numbers of similar students to require the school to compute AYP for their respective subgroups.**
- **Students with disabilities, students with limited English proficiency, and African-American students were the subgroups most likely not to make AYP.**
- **More than one in ten schools that did not make AYP appealed the determination. About 40 percent of these appeals were successful.** Most appeals involved either errors in data or misclassification of students into subgroups.

[36] The eight student subgroups in standard use in the state-reported data were: (1) white, (2) African-American, (3) Hispanic, (4) Asian, (5) American Indian, (6) students with disabilities, (7) students from low-income families, and (8) limited English proficient students.

SCHOOL AND DISTRICT ADEQUATE YEARLY PROGRESS

Three-quarters of the nation's schools and 71 percent of districts made AYP in 2003–04.

In 2003–04, 75 percent of the nation's schools made AYP as defined by their states. The number of schools that did not make AYP (21,540 out of 87,892 schools)[37] based on 2003–04 testing was lower than the number of schools that did not make AYP in 2002–03 (25,971).[38] However, the number of schools that did not make AYP in 2003–04 was still nearly double the number of schools identified for improvement for 2004–05 (11,019). Therefore, if many non-identified schools that did not make AYP in 2003–04 did not make AYP again the following year, the number of identified schools would rise substantially for 2005–06.

Seventy-one percent of districts made AYP in 2003–04. Specifically, 3,388 districts (29 percent) did not make AYP in 2003–04 in the 46 states that reported data.[39] The formula for determining AYP is the same for districts as it is for schools, but in practical terms, there were several important differences in the way AYP was implemented at the district and school levels. First, in most states, district determinations occurred after school determinations. Most states were accustomed to making school accountability determinations under *NCLB*'s predecessor, the *Improving America's Schools Act* (*IASA*). However, even though *IASA* included provisions for district identification, states were given considerable leeway in how those provisions were implemented. Second, under *NCLB*, most states aggregated student scores across schools and grade levels at the district level to determine whether the district as a whole made AYP. As a result, districts often had more subgroups than their individual schools, and were therefore slightly less likely to make AYP than their schools.

States varied greatly in the proportion of schools and districts that made AYP.

The proportion of schools that made AYP in 2003–04 ranged from nearly all schools in Wisconsin (95 percent) to less than one-quarter of schools in Alabama and Florida (23 percent). Similarly, the proportion of districts that made AYP ranged from 100 percent of districts in Arkansas and Delaware, to less than 10 percent of districts in Alabama, West Virginia, and Florida (see Exhibit 15).[40] This variability between states does not necessarily imply great variation in performance; rather, it may reflect the variation in states' implementation of *NCLB* accountability requirements (see Chapter II). For example, states used different proficiency standards for their assessments and set different trajectories of annual measurable objectives for reaching the goal of 100 percent proficiency in 2013–14. Furthermore, some states used unique measures (e.g., writing assessments rather than attendance rates) as additional academic indicators. Minimum student subgroup sizes varied across states as well; some states counted smaller student subgroups for AYP than did other states, and as a result, schools in these states were likely to have more subgroup targets to meet.

[37] The SSI-*NCLB* National AYP and Identification Database contains 87,892 schools with valid AYP statuses located in approximately 15,000 districts across 50 states and the District of Columbia.
[38] Data for 2002–03 were collected through SSI state interviews. This reduction in the number of schools not making AYP is consistent with reports by the National Education Association and Education Week Research Center.
[39] Five states (Georgia, Illinois, Missouri, New Jersey, and Oklahoma) did not report district AYP data in time for this report. Therefore, the total number of districts included in these analyses is 11,775 districts in 46 states.
[40] For percentage of schools and districts that made AYP by state, see Appendix C, Exhibit C.3.

Exhibit 15
Percentage of Schools and Districts That Made AYP, by State, 2003–04

State	Percentage of Schools That Made AYP	Percentage of Districts That Made AYP	State	Percentage of Schools That Made AYP	Percentage of Districts That Made AYP
Total	75%	71%	Missouri	77%	NA
Alabama	23%	0%	Montana	85%	83%
Alaska	59%	40%	Nebraska	87%	73%
Arizona	83%	65%	Nevada	63%	47%
Arkansas	77%	100%	New Hampshire	71%	76%
California	65%	59%	New Jersey	69%	NA
Colorado	79%	63%	New Mexico	68%	38%
Connecticut	81%	77%	New York	80%	86%
Delaware	76%	100%	North Carolina	71%	21%
District of Columbia	41%	0%	North Dakota	90%	84%
Florida	23%	7%	Ohio	83%	64%
Georgia	80%	NA	Oklahoma	75%	NA
Hawaii	52%	0%	Oregon	71%	39%
Idaho	84%	58%	Pennsylvania	86%	57%
Illinois	71%	NA	Rhode Island	83%	89%
Indiana	75%	46%	South Carolina	56%	20%
Iowa	94%	96%	South Dakota	67%	97%
Kansas	92%	95%	Tennessee	85%	68%
Kentucky	76%	63%	Texas	94%	88%
Louisiana	92%	70%	Utah	76%	58%
Maine	77%	97%	Vermont	89%	80%
Maryland	78%	63%	Virginia	72%	23%
Massachusetts	72%	61%	Washington	88%	79%
Michigan	77%	80%	West Virginia	72%	4%
Minnesota	74%	57%	Wisconsin	95%	93%
Mississippi	76%	40%	Wyoming	92%	98%

Exhibit reads: Nationally, 75 percent of schools made AYP in 2003–04.

Note: NA indicates not available.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 50 states and the District of Columbia for 87,892 schools in these states).

The role of state accountability policy in AYP results

AYP results reflect state accountability policy decisions.

In 2003–04, schools in states that used the scores of students in grades 3–8 and one high school grade to determine AYP were less likely to make AYP than schools in states that used scores from fewer grades (71 percent versus 82 percent respectively; see Exhibit 16). Given the impending administration and use of accountability assessments at each grade level in grades 3–8 and one high school grade in all states in 2005–06, this finding suggests that schools in the states that still must add more grades might make AYP at lower rates in 2005–06. In schools in which more grades were tested, more students and more

subgroups tended to be included in AYP determinations. Specifically, states in which more grades were used for AYP determinations had a median of two subgroups, whereas the median number of subgroups for schools in the other states was one. Schools with more subgroups were less likely to make AYP.

Schools in states that set higher proficiency standards were less likely to make AYP than schools in states that set lower standards. As described in Chapter II, one indicator of state variation in achievement standards is the level at which states defined proficiency on state tests relative to the National Assessment of Educational Progress (NAEP). Using NAEP as a common external metric, states' reading and mathematics standards for grades 4 and 8 can be compared on a common scale. State standards for proficiency range from 242 to 314 on the NAEP scale. In the states that set the highest proficiency standards according to this metric, 70 percent of schools made AYP, compared with 84 percent of schools in the states with low proficiency standards relative to this metric (see Exhibit 16). This finding points to the importance of considering the level of challenge of each state's standards when judging the rates at which the schools in each state made or did not make AYP.

Schools in states that set either linear or stair-step targeted trajectories to 100 percent proficiency in 2013–14 were less likely to have made AYP in 2003–04 than schools in states that set a mixed pattern trajectory (see Exhibit 16). In general, states with mixed pattern trajectories require less growth in student achievement in the early years of *NCLB* implementation, so it was expected that these states have a higher proportion of schools that met AYP targets that did other states.

Exhibit 16
Percentage of Schools That Made AYP, by State Accountability Policies, 2003–04

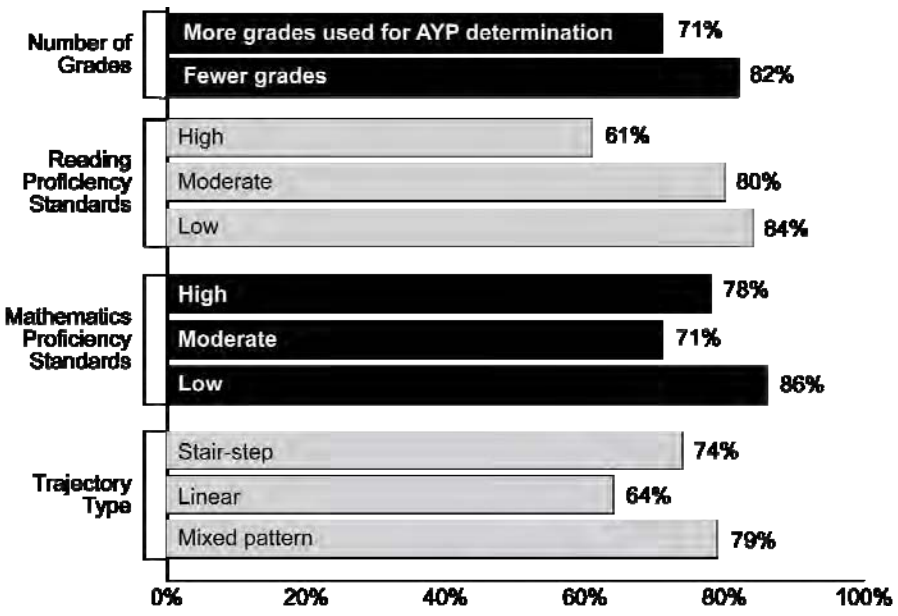

Exhibit reads: Seventy-one percent of schools made AYP in the states in which the scores of students in each grade 3 through 8 and one high school grade were used to determine AYP.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 37 states and the District of Columbia for 75,753 schools in these states for standards analyses and 49 states and the District of Columbia for 80,907 schools in these states for other analyses).

The role of school demographics in AYP results

High-poverty, high-minority, and urban schools were less likely to make AYP.

Schools with higher proportions of low-income and minority students were less likely to make AYP than schools with lower proportions of such students (see Exhibit 17).[41] Fifty-seven percent of schools at the highest poverty level made AYP. The percentage increased to 72 percent and, subsequently, 84 percent as the level of poverty decreased. Similarly, 55 percent of schools with the highest concentrations of minority students made AYP, compared with 86 percent of schools with low concentrations of minority students. Sixty-five percent of schools in central cities made AYP, compared with 78 percent of schools in urban fringe areas and large towns and 82 percent in rural areas and small towns.[42]

Exhibit 17
Percentage of Schools Making AYP, by School Poverty Level, Minority Level, and Urbanicity, 2003–04

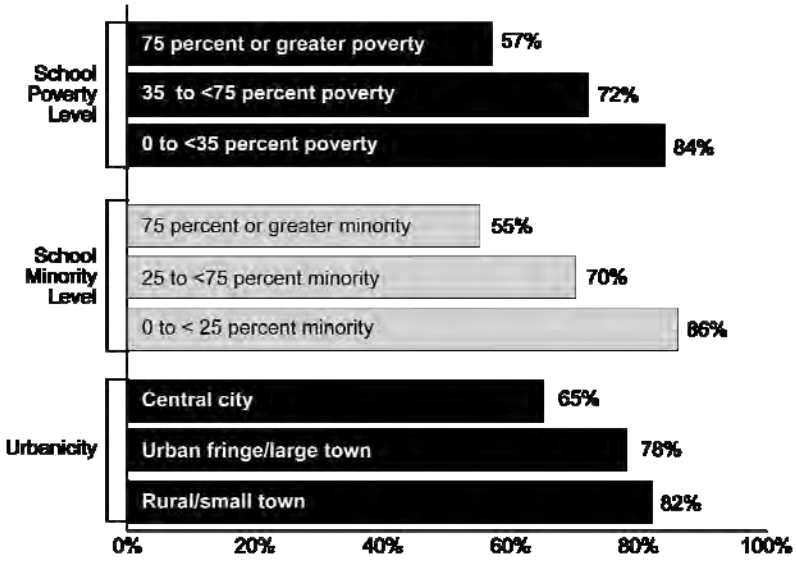

Exhibit reads: Fifty-seven percent of schools with more than 75 percent of students from low-income families made AYP.

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data, 2002–03 (based on data reported by 49 states and the District of Columbia for 76,405 and 80,803 schools in these states).

[41] The SSI-*NCLB* National Database of School AYP and Identification was used for these school characteristic analyses. Information other than overall AYP status for all schools in New York (4,909) was not available, so these schools are not included in the analyses of school characteristics. Other schools are missing because their data were not complete in the Common Core of Data, 2002–03, the most recent available at the time of these analyses.

[42] These findings are in line with previous studies that have found that schools' characteristics—such as proportion of students from low-income families, proportion of minority students, school size, urbanicity, grade span, and number of applicable subgroups—contribute to the variability in schools' performance on AYP. The U.S. Government Accountability Office (GAO) reported that proportionately more middle and high schools than elementary schools are identified for improvement (GAO, 2004). GAO also found that proportionately more schools in urban and suburban areas than in rural areas are identified for improvement. The U.S. Department of Education (2005c) found that the chance of a school being identified for improvement was much higher for schools in large, urban, and high-poverty districts. Novak and Fuller (2003) found that greater racial or ethnic diversity of students in a district translates into more subgroups for which the district is accountable in AYP determination, resulting in a lower likelihood of making AYP.

Secondary schools and larger schools were less likely to make AYP.

Middle and high schools were less likely to make AYP than elementary schools and, at each level, larger schools were less likely to make AYP than smaller schools (see Exhibit 18). Eighty-four percent of elementary schools made AYP, compared with 63 percent of middle schools and 65 percent of high schools. Smaller schools were much more likely to make AYP than larger schools. For instance, 80 percent of middle schools with enrollments of 400 or fewer students made AYP compared with 47 percent of middle schools with 801 or more students.

Schools that were accountable for greater numbers of subgroups were less likely to make AYP.

AYP may be calculated for up to eight student subgroups: up to five state-determined major racial and ethnic groups, economically disadvantaged students, students with disabilities, and LEP students. States define a minimum subgroup size that must be met before AYP is calculated for a subgroup in a school or district. Schools with larger and more diverse student populations can be expected to have more subgroup targets, and therefore, can be expected to be less likely to make AYP.

Exhibit 18
Percentage of Schools Making AYP, by School Grade Level and School Size, 2003–04

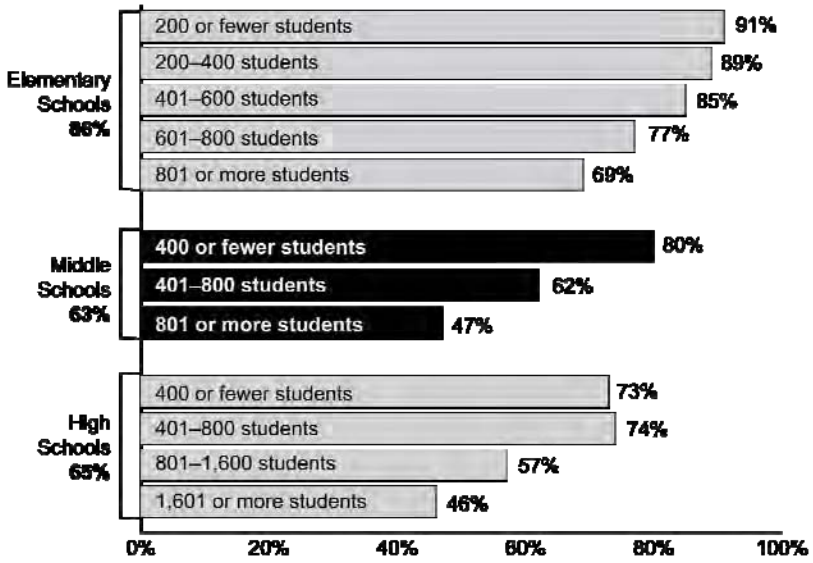

Exhibit reads: Ninety-one percent of small elementary schools (with enrollments of 200 or fewer students) made AYP in 2003–04, compared with 69 percent of large elementary schools (with enrollments of 801 or more students).

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data, 2002–03 (based on data reported by 49 states and the District of Columbia for 80,907 schools in these states).

Schools with more student subgroups were less likely to make AYP than schools with fewer subgroups. Among schools for which AYP was calculated for six or more subgroups, 61 percent made AYP, compared with 90 percent of schools for which AYP was calculated for one subgroup. Even after controlling for the level of poverty, schools with more subgroups were less likely to make AYP (see Exhibit 19).[43] At every level of poverty, schools with six or more student subgroups made AYP at a rate at least 30 percent lower than those with only one subgroup.

[43] This analysis uses the SSI-*NCLB* national database to replicate an analysis of AYP in California conducted by Novak and Fuller and reported in Table 1 of the Policy Analysis for California Education (PACE) brief, *Penalizing Diverse Schools?* (Novak and Fuller, 2003).

Schools with combinations of challenging characteristics were least likely to make AYP.

Thus far, analyses of the relationships between school characteristics and AYP have examined only one or two school characteristics at a time. However, considering each characteristic separately does not provide an accurate portrayal of the relative effect of these characteristics.[44]

After controlling for other school and district characteristics (see Appendix C, Exhibits C.4 and C.5), secondary schools were less likely than elementary schools to make AYP. The probability of a "baseline"[45] elementary school making AYP was 0.87 (i.e., 87 out of every 100 such schools made AYP). In contrast, the probability was .63 for a "baseline" secondary school.

Larger school enrollments, higher proportions of low-income and minority students, and greater district concentrations of students with disabilities also were associated with a lower likelihood of making AYP. After controlling for the other school characteristics, urbanicity, and the number of subgroups still contributed significantly—but less strongly than suggested previously (see Exhibits 17 and 19)—to the likelihood of making AYP.

Exhibit 19
Percentage of Schools That Made AYP, by School Poverty Level and Number of Subgroups, 2003–04

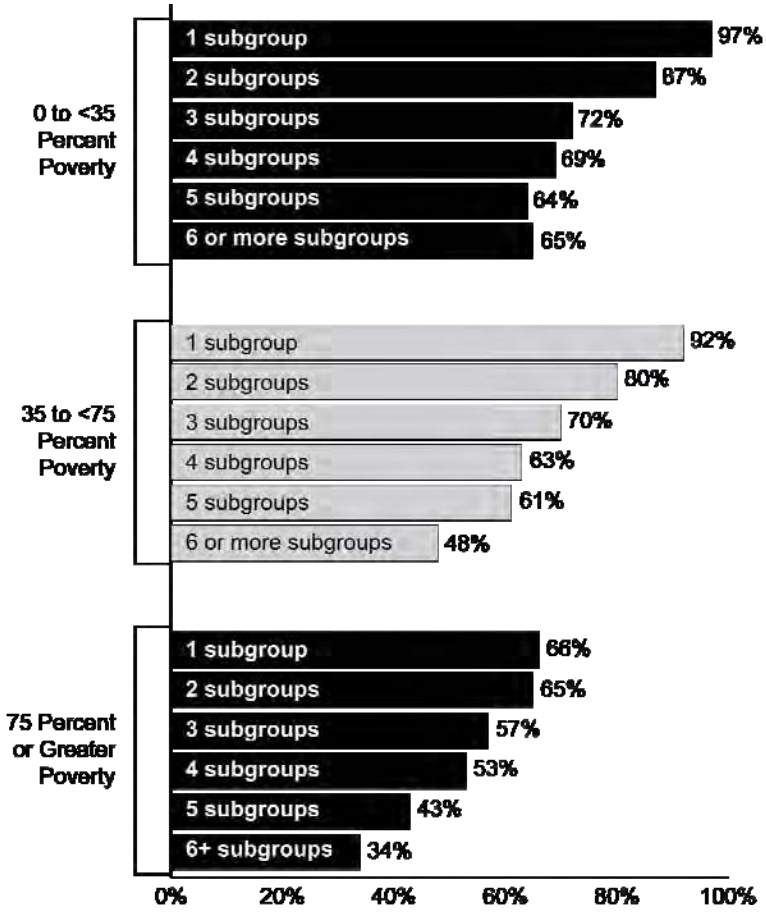

Exhibit reads: Among schools with poverty levels below 35 percent, schools for which AYP was calculated for only one subgroup were much more likely to make AYP (97 percent) than were schools where AYP was calculated for six subgroups (65 percent).

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data, 2002–03 (based on data reported by 34 states for 55,751 schools in these states).

[44] The analyses below estimate the likelihood of making AYP in 2003–04 and the independent contributions of the following school and district characteristics: poverty level, minority level, size, locale, grade level, number of subgroups, district concentration of students with disabilities and district concentration of LEP students (see Appendix C, Exhibits C.4 and C.5).

[45] For the purposes of these analyses, a "baseline" elementary school was located in a rural area; had a moderate level of poverty and of minority students (35–75 percent and 25–75 percent, respectively); had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent had limited English proficiency; and the number of subgroups was near the median (2 or 3).

Looking at several school characteristics in combination, the probability of making AYP for a small elementary school in a rural area with low percentages of low-income and minority students and with no applicable subgroup was 96 out of 100. In contrast, the expected probability for a large elementary school in an urban area with high percentages of low-income and minority students and with four or more subgroups was 42 out of 100. A large secondary school in an urban area with high percentages of low-income and minority students and with four or more subgroups had an expected probability of making AYP of 16 out of 100.

Reasons schools did not make AYP

Schools did not make AYP for a wide variety of reasons. Some schools did not make AYP due to the reading or mathematics proficiency of the school as a whole (the "all students" group) or due to the reading or mathematics proficiency of two or more student subgroups, whereas others did not make AYP for one subgroup or because they missed the 95 percent test participation requirement. Missing AYP due to the achievement of the "all students" group or of two or more student subgroups suggests that schools are being held accountable for widespread low performance. On the other hand, making AYP for the "all students" group and missing AYP for a single subgroup suggests a difference between the school's overall performance and the performance of a very specific subgroup of its students. *NCLB*'s requirement to disaggregate achievement data by subgroup makes possible the identification of such differences.

Half of the schools that did not make AYP did not do so because the "all students" group or two or more subgroups of students did not meet achievement targets.

Fifty-one percent of schools did not make AYP for the achievement of the "all students" group or two or more student subgroups in 2003–04 (see Exhibit 20). Among schools that did not make AYP in 2003–04, 33 percent did not meet achievement targets for the "all students" group in reading or mathematics. Another 18 percent of these schools did not make AYP because two or more subgroups did not meet achievement targets, though the school made AYP for the "all students" group. Twenty-three percent of schools that did not make AYP missed due to the achievement of a single subgroup. The remaining schools missed for the other academic indicator only (7 percent); test participation only (6 percent); or for other reasons, such as combinations of the achievement of a single subgroup, the other academic indicator, and test participation (8 percent), or the alternate AYP determination for small schools and schools without tested grades (5 percent).[46]

Sixty-four percent of schools that did not make AYP missed for a reading achievement target and 58 percent missed for a target in mathematics, while 42 percent missed AYP in both subjects.

About one-quarter of the schools that did not make AYP met reading and mathematics proficiency targets for the school as a whole but missed for one subgroup.

A key feature of the *NCLB* accountability system is the disaggregation of achievement test data by subgroups in order to identify differences in proficiency between subgroups and the school as a whole. Twenty-nine percent of schools that did not make AYP did not do so due to low levels of proficiency in

[46] For state-by-state data on the reasons that schools did not make AYP, see Appendix C, Exhibits C.6, C.7, and C.8.

one subgroup.[47] About half of these schools did not make AYP for the students with disabilities subgroup.

Exhibit 20
Reasons Schools Did Not Make AYP, 2003–04

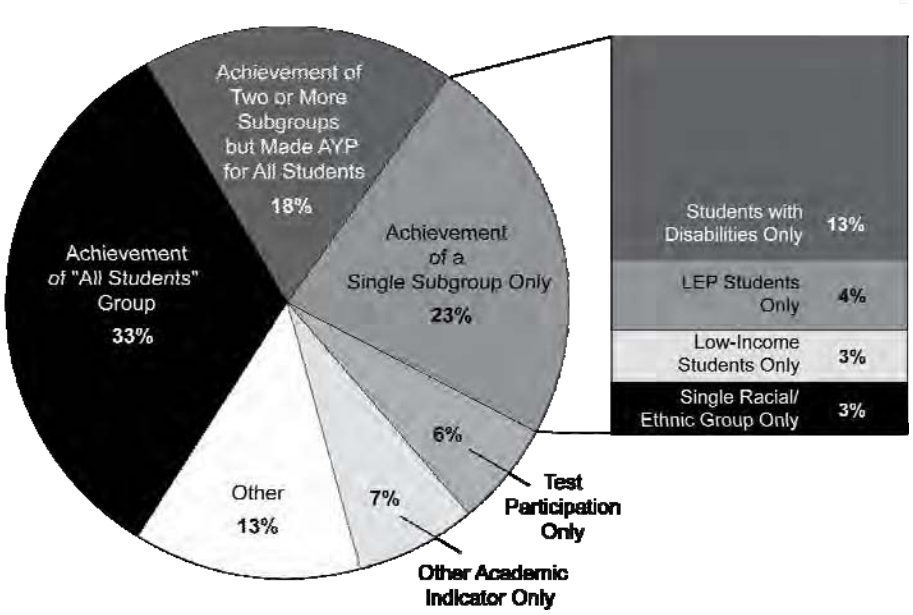

Exhibit reads: In 2003–04 testing, 33 percent of schools that did not make AYP did not do so because the "all students" group did not meet achievement targets in reading or mathematics or both.

Note: Schools included in the "Achievement of the 'All Students' Group" and the "Achievement of Two or More Subgroups" categories 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" category are those that missed AYP for that factor alone and did not miss any other AYP indicators. "Other" includes: schools that missed AYP for combinations of the achievement of a single subgroup, test participation, or the other academic indicator (8 percent), or for alternate AYP determinations for small schools and schools without tested grades (5 percent).

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 33 states for 15,731 schools that missed AYP in these states).

Most African-American, Hispanic and white students and most students from low-income families, attended schools with sufficient numbers of similar students to require the school to compute AYP for their respective subgroup.

Seventy-eight percent or more of African-American, Hispanic and white students, as well as students from low-income families, attended schools in which 2003–04 AYP was calculated for their subgroup.[48]

[47] This figure represents the 23 percent of schools that missed AYP only for a single subgroup as well as the 6 percent of schools that missed AYP for a single subgroup and the other academic indicator or test participation located in the "Other" section of the chart.

[48] In the 34 states with available data. Available data did not permit making similar estimates for the students with disabilities subgroup or the LEP student subgroup.

However, only 24 percent of Native-American students and 45 percent of Asian students attended schools in which AYP was calculated for their subgroups (see Appendix C, Exhibit C.9). About two-thirds (64 percent) of schools had a sufficient minimum number of white students for the white student subgroup to be counted for AYP purposes in 2003–04 (see Exhibit 21). Similarly, 56 percent of schools had enough students from low-income families to calculate AYP for the economically disadvantaged student subgroup. However, for the large majority of schools, the American Indian and Asian subgroups were not large enough for AYP to be calculated for those subgroups.

Exhibit 21
Number and Percentage of Schools Required to Calculate AYP for Each Student Subgroup, 2003–04

Student Subgroups	Schools Required to Calculate AYP for Subgroup	
	Number of Schools (n=68,638)	Percentage of All Schools
African-American	15,536	23%
American Indian / Alaskan Native	815	1%
Asian/Pacific Islander	3,637	5%
Hispanic	16,529	24%
White	43,774	64%
Low-income students	38,194	56%
Students with disabilities	14,274	21%
LEP students	10,001	15%

Exhibit reads: Twenty-three percent of schools have a sufficient number of African-American students to require calculation of AYP for this subgroup.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 34 states for 68,638 schools in these states).

If a school did not have a sufficient number of students in a subgroup to require calculation of AYP for that subgroup, then the school was not accountable for the performance of that subgroup. In schools in which subgroups were too small to warrant separate subgroup AYP calculations, the students' scores were still included in the school's "all students" AYP calculation. In addition, AYP was calculated for subgroups at the district and state level, and subgroups that were too small to be included in school-level AYP calculations were included in district and state subgroup AYP calculations where minimum n sizes were met at the district or state level.

Students with disabilities, students with limited English proficiency, and African-American students were the subgroups most likely to not make AYP.

The rates at which specific subgroups did not make AYP varied dramatically. Among schools for which AYP was calculated for the subgroup of students with disabilities, 37 percent did not make AYP for the students with disabilities subgroup (these schools also may have missed AYP for other subgroups). Similarly, 26 percent and 22 percent of schools held accountable for the LEP and African-American subgroups, respectively, did not make AYP because those subgroups did not meet achievement targets (see Exhibit 22). In contrast, less than 5 percent of the schools held accountable for white and Asian subgroups did not make AYP because those subgroups, respectively, did not meet achievement targets.[49] These schools also might have missed AYP for other reasons, such as test participation, attendance or graduation rates. In most cases, a subgroup was less likely to miss AYP for the 95 percent test participation target than for the reading or mathematics proficiency targets (see Appendix C, Exhibit C.11). The white subgroup is the only subgroup with a higher percentage of schools missing AYP for low levels of test participation than for reading or mathematics proficiency.

[49] See Appendix C, Exhibit C.10 for percentage of schools that did not make AYP for subgroup achievement targets, by student subgroup.

Most schools had only one or two subgroups for which AYP was calculated.

Up to eight student subgroups may be considered in AYP calculations (in addition to the all students group). For 63 percent of the schools, AYP determinations were based on two or fewer subgroups (see Exhibit 23). The median number of subgroups for which AYP was calculated was two. Only 10 percent of schools had five or more subgroups. About one-fifth of schools—typically very small schools with too few students in any subgroup to reliably estimate that subgroup's proficiency rate—had no applicable subgroup. The median number of applicable subgroups in schools that did not make AYP was three.

Of schools that had subgroups, 70 percent made AYP for all their subgroups, though they may have missed it for other reasons. However, schools that had several subgroups were more likely to miss subgroup targets than were schools with fewer subgroups (see Exhibit 24). Of schools with one to three subgroups, 77 percent made AYP targets for all subgroups, whereas among schools with more than three subgroups, 49 percent made AYP for all subgroups. These analyses included missing AYP for either proficiency or participation of the subgroup.

Exhibit 22
Percentage of Schools Held Accountable for a Subgroup That Did Not Make AYP for That Subgroup, 2003–04

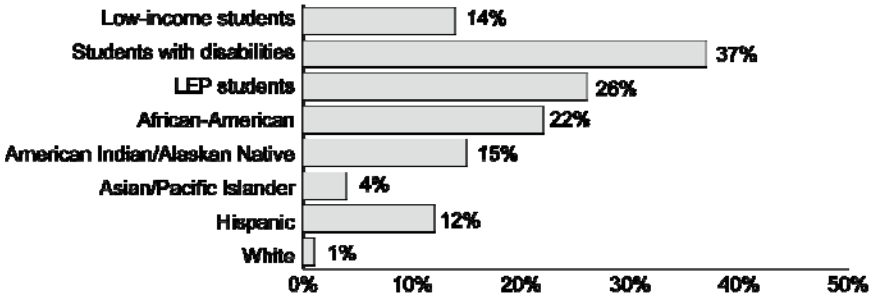

Exhibit reads: Fourteen percent of schools held accountable for the low-income students subgroup missed AYP for that subgroup on reading or mathematics proficiency criteria.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 34 states for 68,638 schools in these states).

Exhibit 23
Percentage of Schools by Number of Student Subgroups for Which AYP was Calculated, 2003–04

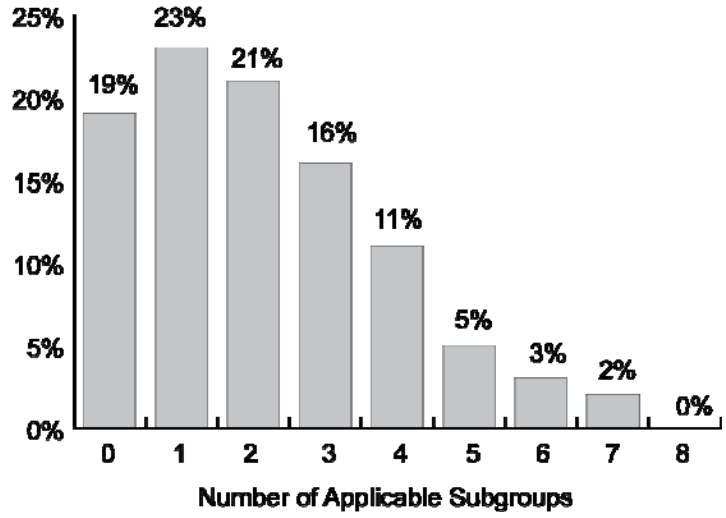

Exhibit reads: Nineteen percent of schools had no applicable subgroup.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 34 states for 68,638 schools in these states).

Exhibit 24
Percentage of Schools with Various Numbers of Subgroups That Did Not Make AYP for Subgroups, 2003–04

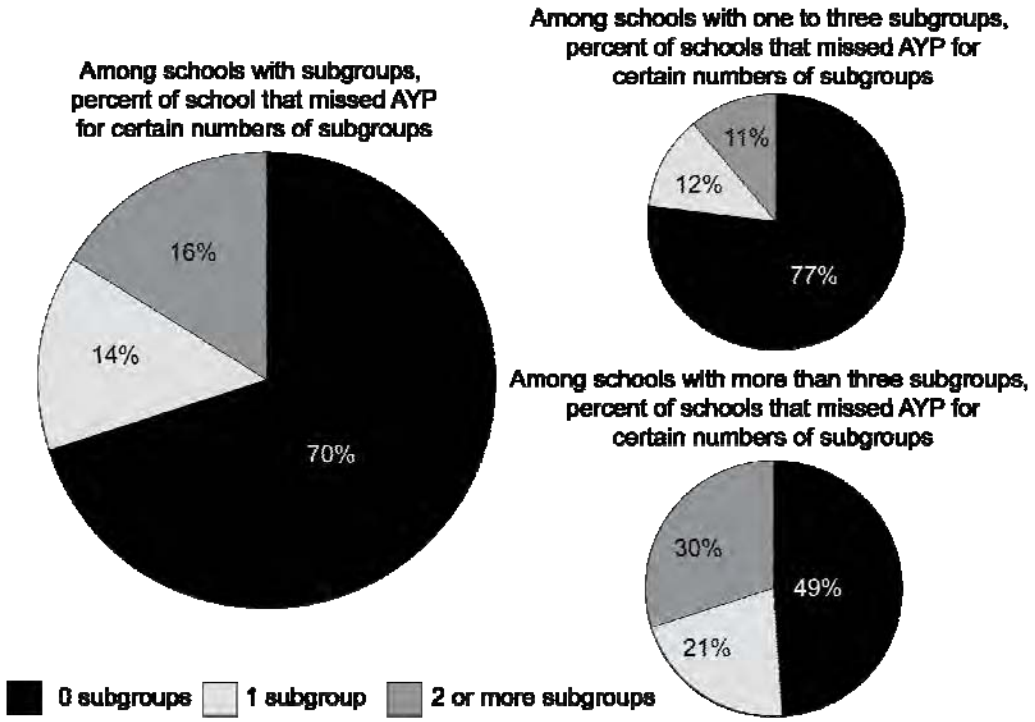

Exhibit reads: Of the schools for which AYP was calculated for at least one subgroup, 70 percent of schools did not miss for any subgroup. Seventy-seven percent of schools with one to three subgroups did not miss for any subgroup, whereas 49 percent of schools with three or more subgroups did not miss for any subgroup.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 33 states for 61,868 schools in these states).

Missing AYP due to the other academic indicator was more prevalent at the high school level.

States commonly selected attendance as the other academic indicator for elementary and middle schools. High schools were required to use graduation rates. Of the schools that did not make AYP in 2003–04, 19 percent missed the other academic indicator. The rates varied by school level: 8 percent of elementary schools, 13 percent of middle schools, and 33 percent of high schools (see Exhibit 25). However, only 7 percent of schools that did not make AYP missed *solely* due to the other academic indicator. Twelve percent of the high schools that did not make AYP missed solely due to the other academic indicator.

Across states, the percentage of high schools that did not make AYP because they missed graduation rate targets ranged from 0 to 82 percent. Of course, states set their target graduation rates at very different levels: targets ranged from 50 to 97 percent in 2003–04 and will range from 65 to 100 percent in 2013–14 (see Chapter II). For elementary and middle schools, the percentage that missed due to their other academic indicators ranged from 11 percent to 64 percent across states. In 22 states, less than 10 percent of the elementary and middle schools that did not make AYP missed because of the other academic indicator.

Exhibit 25
Number and Percentage of Schools That Did Not Make AYP Due to the Other Academic Indicator, by School Grade Level, 2003–04

	Schools Did Not Make AYP for:		
	Other Academic Indicator	Other Academic Indicator and Other Target(s)	Other Academic Indicator Only
Total (n=15,268)	19% 2,973	12%	7%
Elementary (n=5,516)	8% 398	3%	5%
Middle (n=3,979)	13% 487	9%	4%
High (n=4,376)	33% 1,415	21%	12%
Other (n=1,397)	48% 673	36%	12%

Exhibit reads: Of the schools that did not make AYP, 2,973 or 19 percent of schools missed AYP for the other academic indicator.

Source: SSI-*NCLB* National AYP and Identification Database (based on data reported by 33 states for 15,268 schools that missed AYP in these states).

AYP appeals

Nationally, more than one in ten schools that did not make AYP appealed the determination to their state. About 40 percent of these appeals were successful. The rates for appeal applications and approval varied sharply across states.

NCLB includes provisions that allow local education agencies (LEAs) the opportunity to appeal AYP determinations on behalf of their schools. LEAs appealed in 35 of the 38 states that reported appeals data. The number of appeals ranged from one in Missouri to more than 300 in Idaho. The states with the highest numbers of AYP appeals were Alabama, Arkansas, Arizona, California, Idaho, New Mexico, Pennsylvania, and Washington. Of the approximately 2,580 school AYP determinations that were appealed following 2003–04 testing,[50] 44 percent were approved. The rate at which states approved appeals ranged from 0 percent in Ohio and West Virginia to 100 percent in Utah. Among the states with the highest numbers of appeals listed above, approval rates were higher than 60 percent with two exceptions: California (9 percent) and New Mexico (36 percent). Similarly, districts could appeal their own district AYP determinations. Of the approximately 236 appeals by districts, 50 percent were approved.

Most appeals involved either errors in data or the misclassification of students to subgroups. One state official explained, "A lot of the appeals were based on data correction. The schools made mistakes in inputting their demographic data, that's really the majority of them: schools making mistakes in how they input their data."

[50] Appeals were filed by 15 percent of the 17,521 schools that did not make AYP in 2003–04 in the 36 states and Puerto Rico that reported appeals..

TITLE III ANNUAL MEASURABLE ACHIEVEMENT OBJECTIVES

In addition to Title I AYP targets for all students and all subgroups, *NCLB*'s Title III requires states to establish annual measurable achievement objectives (AMAOs) specifically for limited English proficient students. These AMAOs must apply at least to all districts receiving Title III funds and must encompass progress covering both core content (AYP) and English language proficiency. The three components of Title III AMAOs are: (1) meeting AYP targets for the LEP subgroup, (2) increasing the percentage of LEP students scoring proficient in the English language proficiency tests, and (3) demonstrating progress of LEP students toward English language proficiency.

The percentage of Title III subgrantees that made their 2003–04 AMAOs could not be confidently reported at the time of this report. Thirty-five states and the District of Columbia provided data on the number of Title III subgrantees that made Title III AMAOs in 2003–04 (see Exhibit 26). These states represent 2,997 subgrantees (61 percent of total subgrantees nationwide) and 2,916,556 LEP students (68 percent of nationwide LEP student enrollment in 2003–04). Of these subgrantees, 1,898, or 63 percent, achieved their AMAOs. Seven states (with a total of 186,811 LEP students) reported that 100 percent of districts achieved their Title III AMAOs.

> Because annual measurable achievement objectives for LEP students are new, many states were not able to report their performance in 2003–04.

Fifteen states did not provide data or did not have data available on the number of Title III subgrantees that made Title III AMAOs in 2003–04. These nonreporting states represent nearly 2,000 Title III subgrantees (39 percent of all Title III subgrantees) and more than 1.4 million, or 32 percent, of LEP students served under Title III during 2003–04. Therefore, significant numbers of states, subgrantees, and students are not reflected in the reported number of Title III subgrantees achieving AMAOs.

DISCUSSION

The differences in the ways in which states have implemented the accountability provisions of *NCLB* (described in Chapter II), combined with differences in student demographics and prior student achievement, have led to marked state-to-state differences in the proportion of schools and districts making AYP. In some states, nearly all schools and districts made AYP, while in a few states, large majorities of schools and districts did not.

The schools that did not make AYP in 2003–04 were most likely to be high-poverty, diverse, large urban schools to which Title I has historically directed substantial resources. Furthermore, schools most commonly missed AYP due to the low achievement of students in the school as a whole or across multiple subgroups, rather than solely due to factors such as test participation, attendance, or graduation rates. About one-quarter of schools did not make AYP due to a single subgroup. The subgroups most likely to miss AYP were students with disabilities, LEP students, and African-American students.

Exhibit 26
Number and Percentage of Title III Subgrantees That Met AMAO Targets and Number of LEP Students Served, by State, 2003–04

State (n=36)	Number of Title III Subgrantees	Number of Title III Subgrantees That Met Title III AMAOs	Percentage That Met AMAO Targets	Number of LEP Students Served in Title III
Total	2,997	1,898	63%	2,916,556
Alabama	42	33	79%	13,312
Alaska	14	0	0%	21,533
Arizona	162	67	41%	144,145
Arkansas	23	23	100%	15,581
California	839	681	81%	1,598,535
Colorado	134	102	76%	91,751
Connecticut	95	64	67%	25,867
Delaware	19	14	74%	4,246
District of Columbia	3	0	0%	5,201
Georgia	61	61	100%	59,126
Hawaii	1	1	100%	12,850
Idaho	34	2	6%	20,541
Illinois	172	77	45%	161,700
Indiana	63	44	70%	28,741
Kansas	33	13	39%	25,504
Louisiana	36	36	100%	7,546
Maine	18	14	78%	3,179
Maryland	23	23	100%	27,849
Michigan	77	77	100%	62,265
Missouri	90	0	0%	14,855
Nevada	10	2	20%	58,753
New Hampshire	31	29	94%	2,755
New Jersey	303	204	67%	66,451
New Mexico	50	8	16%	54,528
North Carolina	75	55	73%	70,937
Oklahoma	118	61	52%	33,266
Oregon	57	6	11%	61,695
Rhode Island	22	14	64%	9,645
South Carolina	39	32	82%	12,653
South Dakota	4	0	0%	3,433
Tennessee	76	47	62%	19,352
Utah	41	11	27%	46,521
Vermont	9	0	0%	1,017
Virginia	66	22	33%	60,306
Washington	132	50	38%	69,323
West Virginia	25	25	100%	1,594

Exhibit reads: In the 35 states and the District of Columbia that reported data for the 2003–04 school year, 1,898 of 2,997 Title III subgrantees, or 63 percent, achieved their AMAOs.

Sources: 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), and National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs (NCELA) Web site, www.ncela.gwu.edu/expert/faq/01leps.htm, accessed July 6, 2005.

States have made substantial progress toward the goal of counting the achievement of every child. States disaggregated data by student subgroup so that the performance of children from minority and low-income families could not be obscured by the overall performance of the school. As a result, nearly half of the schools did not make AYP for one or more subgroups, though they made AYP for the school as a whole. To fulfill the promise of *NCLB*, districts and schools must now respond to the needs of these low-performing subgroups; this may constitute one of the most challenging tasks confronting administrators and educators.

IV. IDENTIFYING SCHOOLS AND DISTRICTS FOR IMPROVEMENT

A key component of *NCLB* accountability is the identification of schools and districts for improvement. Under *NCLB*, states are required to identify for improvement any Title I school that does not meet state-defined adequate yearly progress targets for two consecutive years. In addition, 34 states have opted to identify non–Title I schools through a similar process. Identification is used both to target assistance to schools and districts and for other interventions. Each additional year in which a school does not make adequate yearly progress (AYP) triggers increasingly more extensive interventions, as described in Chapter II. An identified school exits improvement status if it makes AYP for two consecutive years.

Key Findings

- **Thirteen percent of the nation's schools (including Title I and non–Title I schools) were identified for improvement for 2004–05.** Thirty-four states reported that state policy required the identification of non–Title I schools.
- **The percentage of Title I schools identified for improvement increased from 12 percent for 2003–04 to 18 percent for 2004–05, and these schools were spread across a larger number of districts than they were in previous years.** The number of Title I schools in corrective action and restructuring remained fairly stable nationally, though not in all states.
- **Ten percent of districts were identified for improvement for 2004–05.** These districts enrolled 26 percent of the nation's students.
- **States varied greatly in the percentage of Title I schools and districts identified for improvement.** Schools in states that set high AYP proficiency standards, as referenced to the NAEP, were more likely to have been identified than schools in states that set lower AYP standards.
- **High-poverty, high-minority, and middle schools, and large schools in urban areas, were more likely than other schools to be identified for improvement for 2004–05.** Similarly, schools with more student subgroups and greater proportions of students with disabilities were more likely to be identified for improvement.
- **Nearly one in four identified Title I schools exited improvement status in 2004–05.** Among the schools that were in corrective action and restructuring status the previous year, nearly one-fifth exited improvement status in 2004–05.

SCHOOLS AND DISTRICTS IDENTIFIED FOR IMPROVEMENT

A total of 11,617 schools (13 percent of all schools, both Title I and non–Title I) were identified for improvement for 2004–05.[53] Title I schools accounted for more than three-fourths of all identified schools. The remainder of this section focuses primarily on Title I schools.

The percentage of Title I schools identified for improvement increased from 12 percent for 2003–04 to 18 percent for 2004–05.

The number of Title I schools identified for improvement increased from 6,219 for 2003–04 to 9,333 for 2004–05 (18 percent of 52,220 Title I schools) (see Exhibit 27). The number had remained stable for the previous three years at about 6,000–6,500 out of 50,000 schools.

Exhibit 27
Number and Percentage of Title I Schools Identified for Improvement, 1996–97 to 2004–05

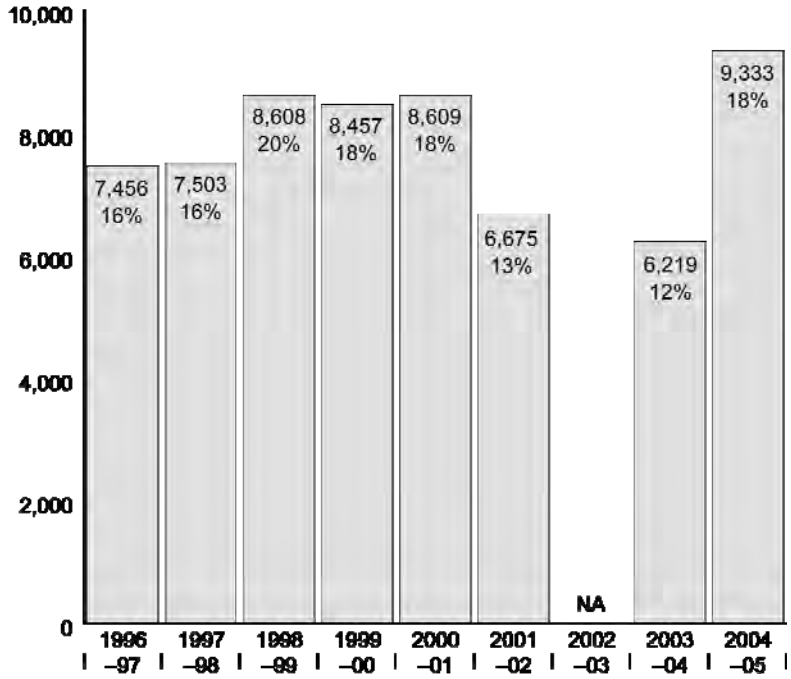

Exhibit reads: Sixteen percent of Title I schools were identified for improvement in 1996–97.

Note: The first year that schools were identified for improvement based in part on AYP definitions was 2003–04, based on assessments administered in 2002–03. However, 2004–05 was the first year schools were identified because they did not make AYP targets for two consecutive years Data for 2002–03 are not available because reporting requirements were changed with the 2002–03 Consolidated State Performance Report..[51] NA means not available.

Sources: Consolidated State Performance Reports (1996–97 to 2002–03) and SSI-*NCLB* (2003–04 and 2004–05) (based on data reported by 50 states, the District of Columbia, and Puerto Rico for 52,220 Title I schools).[52]

[51] 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 2003–04 school year. For previous years, the directions were less specific and states may have followed different practices for 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.

[52] The total numbers of identified schools in each year differ from the totals in summary reports on the Consolidated State 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 Consolidated State Performance Reports because Michigan and Oregon indicated that their CSPR submissions included non–Title I schools.

[53] The SSI-*NCLB* National AYP Identification Database contains 88,160 schools (Title I and non–Title I) with valid improvement status located in 50 states, the District of Columbia, and Puerto Rico.

The number of Title I schools in corrective action and restructuring[54] increased between 2003–04 and 2004–05, though not in all states. During 2003–04, 947 schools were in corrective action status and 838 were in restructuring status. Those numbers rose to 977 in corrective action and 1,199 in restructuring for 2004–05. The majority of schools already identified for improvement in 2003–04 were not moved into corrective action or restructuring status for 2004–05. Although many Title I schools were newly identified in 2004–05, those schools will not move to corrective action or restructuring for at least two more years, and then only if they continue not to make AYP targets.

The previous trend in which identified Title I schools were concentrated in fewer and fewer districts did not continue for 2004–05.

In 2004–05, a greater proportion of districts than in years past had at least one identified Title I school (see Exhibit 28). A previous longitudinal study found that 21 percent of Title I districts had at least one identified school in 2001–02; in 2002–03, this proportion was 16 percent, and in 2003–04, this proportion decreased further to 14 percent (Padilla et al., 2006). This trend of identified schools being concentrated in fewer districts did not continue for 2004–05, likely due to the large increase in the number of identified Title I schools for 2004–05. For 2004–05, 2,408 districts had at least one identified Title I school, representing nearly 18 percent of the 13,441 districts analyzed.

A majority of the districts with identified Title I schools had only one identified Title I school. Among districts with identified schools, the proportion of districts with only one identified school increased from 31 percent for 2003–04 to 56 percent in 2004–05, comparable to the 58 percent noted for 2002–03 (see Exhibit 29). This shift may be attributable to the addition for 2004–05 of approximately 900 districts in their first year with an identified Title I school.

Exhibit 28
Percentage of Districts That Had At Least One Identified Title I School, 2001–02 to 2004–05

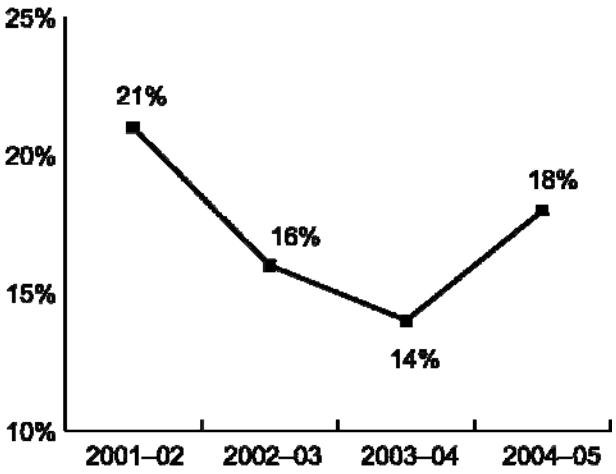

Exhibit reads: Twenty-one percent of districts with Title I schools had at least one Title I school that was identified for improvement for 2001–02.

Sources: Evaluation of Title I Accountability Systems and School Improvement Efforts (2001–02 to 2003–04) and SSI-*NCLB* (2004–05) (n=13,441 districts with at least one Title I school).

Ten percent of districts were identified for improvement for 2004–05.

Ten percent of districts (1,511) were identified for improvement for 2004–05; however, these districts enrolled 26 percent of all students, or about 12.6 million students (across 48 states that had available data). In contrast to the findings on AYP, districts were identified for improvement at a lower rate than schools. Among the identified districts, 49 districts in 11 states were identified for corrective action for 2004–05.

[54] The data do not allow us to distinguish schools in restructuring that are planning for restructuring from those that are implementing restructuring.

About one-third of identified districts contained no identified schools.

Approximately 32 percent of identified districts in 2004–05 (477 districts) had no schools identified for improvement. Because district-level AYP calculations include students from all schools, districts may meet the minimum sizes to calculate AYP for specific subgroups even if its schools do not. If such subgroups, when aggregated, do not make AYP at the district level but are too small to be counted at the school level, the result will be that districts with no identified schools will be identified for improvement.

Exhibit 29
Percentage of Districts, by Number of Schools Identified for Improvement, 2002–03 to 2004–05

Number of identified schools in the district	2002–03	2003–04	2004–05
1 school	58%	31%	56%
2 schools	15%	16%	17%
3 or 4 schools	13%	17%	14%
5 to 12 schools	10%	23%	9%
13 or more schools	2%	12%	4%

Exhibit reads: In 2002–03, 58 percent of districts with at least one identified Title I school had a single identified Title I school.

Note: This exhibit includes only districts with at least one identified Title I school.

Sources: Evaluation of Title I Accountability Systems and School Improvement Efforts (2002–03 and 2003–04) and SSI-*NCLB* National AYP and Identification Database (2004–05) (n=2,408 districts with at least one identified Title I school).

Such identification of districts ensures that an educational jurisdiction is held accountable for low rates of proficiency among these subgroups of students. On the other hand, because assistance commonly focuses on schools, this situation raises questions about how to provide support to identified districts in which no school has been identified for improvement.

State-to-state differences in identification rates

States varied greatly in the percentage of Title I schools and districts identified for improvement for 2004–05.

Rates of identification of Title I schools ranged from 2 percent in Iowa and Nebraska to 68 percent in Florida (see Exhibit 30).[55] 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.

Schools in states with higher AYP proficiency standards, as referenced to the NAEP, were more likely to be identified for improvement than schools in states with lower standards. Specifically, 17 percent of schools were identified in states with higher reading standards, while 6 percent of schools were identified in states with lower standards. The difference between states with higher and lower standards was even more pronounced in mathematics (21 and 6 percent, respectively). As with AYP, it is important to consider the variability in the level of each state's standards when reviewing states' proportions of schools identified for improvement.

Many states identified more schools for improvement in 2004–05 than in 2003–04. The number of states that identified 10 percent or more of their Title I schools nearly doubled from 19 for 2003–04 to

[55] For the percentage of identified schools for 2003–04 and the percentage of students in identified schools by state for 2003–04, see Appendix C, Exhibits C.12 and C.13, respectively.

32 for 2004–05. While only five states identified 25 percent or more of their Title I schools for 2003–04, eleven states did so for 2004–05.[56]

Exhibit 30
Number and Percentage of Identified Schools, by State, 2004–05[a]

State	All Schools		Title I Schools		Title I Schools by Improvement Status		
	Number	Percent	Number	Percent	Year 1 or Year 2	Corrective Action	Restructuring
Total	11,617	13%	9,333	18%	7,157	977	1,199
Alabama	79	6%	79	9%	34	7	38
Alaska	179	36%	125	40%	109	8	8
Arizona	135	7%	135	13%	87	37	11
Arkansas	300	27%	203	24%	198	4	1
California	1,618	18%	1,618	29%	1,167	173	278
Colorado	87	7%	87	10%	57	27	3
Connecticut	134	12%	93	20%	85	0	8
Delaware	44	21%	18	15%	15	3	0
District of Columbia	75	45%	75	45%	61	14	0
Florida	965	29%	965	68%	965	0	0
Georgia	413	20%	285	30%	154	27	104
Hawaii	138	49%	84	62%	24	6	54
Idaho	71	10%	28	6%	28	0	0
Illinois	660	15%	660	27%	400	238	22
Indiana	77	4%	77	7%	49	18	10
Iowa	66	4%	13	2%	13	0	0
Kansas	21	1%	21	3%	17	3	1
Kentucky	135	10%	135	13%	129	6	0
Louisiana	70	6%	64	7%	48	11	5
Maine	51	7%	20	5%	20	0	0
Maryland	255	19%	115	24%	51	7	57
Massachusetts	391	20%	288	24%	244	20	24
Michigan	511	13%	267	32%	106	46	115
Minnesota	48	2%	48	4%	40	8	0
Mississippi	71	8%	71	10%	67	2	2
Missouri	132	6%	132	10%	124	8	0
Montana	69	8%	68	10%	31	4	33
Nebraska	46	4%	9	2%	8	1	0
Nevada	111	21%	49	20%	47	2	0
New Hampshire	61	13%	27	9%	26	1	0
New Jersey	520	22%	368	27%	271	97	0
New Mexico	182	23%	121	20%	57	35	29
New York	508	11%	508	19%	272	53	183
North Carolina	159	7%	159	14%	153	6	0
North Dakota	21	4%	21	5%	8	6	7
Ohio	487	13%	304	12%	214	31	59
Oklahoma	142	8%	111	9%	96	4	11

Continued next page

[56] These trends are consistent with the data for Title I participation reports and previous findings reported by the Evaluation of Title I Accountability Systems and School Improvement Efforts (U.S. Department of Education, 2005c).

Exhibit 30
Number and Percentage of Identified Schools, by State, 2004–05[a] (continued)

State	All Schools		Title I Schools		Title I Schools by Improvement Status		
	Number	Percent	Number	Percent	Year 1 or Year 2	Corrective Action	Restructuring
Oregon	214	17%	35	6%	31	2	2
Pennsylvania	629	20%	323	15%	247	1	75
Puerto Rico	598	40%	598	40%	598	0	0
Rhode Island	61	19%	39	21%	34	5	0
South Carolina	207	19%	207	39%	186	10	11
South Dakota	59	8%	59	16%	55	2	2
Tennessee	207	13%	128	16%	86	0	42
Texas	199	3%	199	4%	197	2	0
Utah	16	2%	16	7%	14	2	0
Vermont	25	7%	16	8%	13	3	0
Virginia	111	6%	111	14%	103	8	0
Washington	156	7%	72	8%	57	15	0
West Virginia	37	5%	37	9%	36	0	1
Wisconsin	51	2%	35	3%	18	14	3
Wyoming	15	4%	7	4%	7	0	0

Exhibit reads: Nationally, 18 percent of Title I schools were identified for improvement in 2004–05. Rates of school identification range from 2 percent in Iowa and Nebraska to 68 percent in Florida.

[a] Data for this exhibit was collected between October 2004 and April 2005. Some states decided appeals prior to this data collection, and others made appeal decisions later; for example, Texas later approved more than 100 appeals, resulting in a final count of 91 identified schools. This exhibit uses the numbers that states reported during the data collection period.

Notes: a) The denominator for percentages of all schools is the number of schools in the state, as contained in the database. The denominator for the percentages of Title I schools is the number of Title I eligible schools in the state from the Common Core of Data for 2002-03. b) Pennsylvania does not use the term "restructuring," but the 75 Pennsylvania schools in "corrective action II" experience the supports and interventions associated with *NCLB* restructuring.

Sources: Annual Consolidated State Performance Reports and SSI-NCLB National AYP and Identification database (n=50 states, the District of Columbia, and Puerto Rico).

The rates at which states identified districts for improvement varied, ranging from none in several states to 100 percent in Florida (see Exhibit 31). This variability may reflect state differences in achievement standards, assessments or proficiency levels, district identification policies (e.g., schools are identified only if the district does not make AYP for two consecutive years at elementary, middle *and* high school grade levels), district characteristics, and levels of performance.

Differences in school identification rates by school characteristics

Previous studies have found that the probability that a school was identified for improvement varied significantly by such demographic characteristics as grade level, poverty level, minority level, size, and urbanicity. The U.S. Government Accountability Office (GAO) reported that proportionately more middle and high schools than elementary schools were identified for improvement for 2003–04 (GAO, 2004). The GAO also found that proportionately more schools in urban and suburban areas than in rural areas were identified for improvement and that identified schools enrolled larger proportions of minority students and students from low-income families than other schools. Padilla et al. (2006) also

found that the probability of a school being identified for improvement was higher for schools in large, urban, and high-poverty districts. Novak and Fuller (2003) found that the greater racial or ethnic diversity of students in a district translates into districts being held accountable for more subgroups, resulting in a lower likelihood of making AYP and, eventually, a greater likelihood of being identified. This study's findings for 2004–05 are consistent with these previous studies.[57]

Exhibit 31
Number and Percent of Identified Districts, by State, 2004–05[a]

State	Number	Percent	State	Number	Percent
Total	1,511	10%			
Alabama	0	0%	Montana	56	12%
Alaska	31	58%	Nebraska	4	1%
Arizona	74	23%	Nevada	9	53%
Arkansas	0	0%	New Hampshire	15	8%
California	14	<1%	New Jersey	28	5%
Colorado	57	32%	New Mexico	0	0%
Connecticut	39	23%	New York	60	9%
Delaware	0	0%	North Carolina	41	35%
District of Columbia	1	100%	North Dakota	13	6%
Florida	67	100%	Ohio	49	8%
Georgia	12	7%	Oklahoma	22	4%
Hawaii	0	0%	Oregon	15	8%
Idaho	44	39%	Pennsylvania	175	35%
Illinois	248	28%	Rhode Island	6	17%
Indiana	22	7%	South Carolina	68	76%
Iowa	9	2%	South Dakota	5	3%
Kansas	7	2%	Tennessee	25	18%
Kentucky	53	30%	Texas	0	0%
Louisiana	0	0%	Utah	21	53%
Maine	0	0%	Vermont	7	2%
Maryland	9	38%	Virginia	80	59%
Massachusetts	14	4%	Washington	29	10%
Michigan	0	0%	West Virginia	27	49%
Minnesota	17	4%	Wisconsin	1	<1%
Mississippi	36	24%	Wyoming	1	2%
Missouri	0	0%			

Exhibit reads: Nationally, 1,511 districts (10 percent of all districts) were identified for improvement for 2004–05.

[a] Data in this exhibit was collected between October 2004 and April 2005. Some states decided appeals prior to this data collection, and others made appeal decisions later; for example, California later increased its number of identified districts to 58.

Source: SSI-*NCLB*; Accountability Interviews (n=50 states and the District of Columbia).

[57] These analyses include both Title I and non–Title I schools.

High-poverty, high-minority, and middle schools, and large urban schools, were most likely to have been identified for improvement for 2004–05.

The same types of schools that were most likely to not make AYP (see Chapter III) were also most likely to be identified for improvement. Schools with higher proportions of low-income and minority students were more likely to have been identified for improvement than schools with lower proportions of such students (see Exhibit 32). Thirty-six percent of the high-poverty schools were identified for improvement, compared with 4 percent of low-poverty schools. Similarly, 34 percent of schools with a high concentration of minority students were identified for improvement, compared with only 4 percent of low-minority schools. Urban schools located in central cities (22 percent) were more likely to be identified for improvement than their counterparts in suburban and large towns (10 percent) or rural areas and small towns (7 percent).

Exhibit 32
Percentage of Schools Identified for Improvement, by School Poverty Level, Minority Level, and Urbanicity, 2004–05

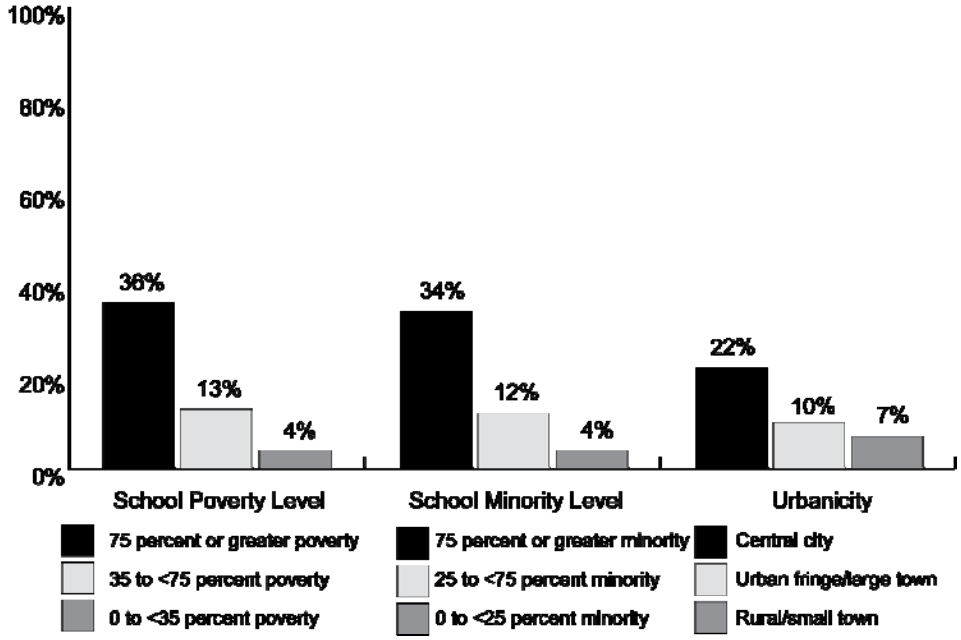

Exhibit reads: Thirty-six percent of schools with poverty rates of 75 percent or greater were identified for improvement for 2004–05, compared with 4 percent of schools with poverty rates below 35 percent.

Source: SSI-*NCLB* National AYP and Identification Database and Common Core of Data, 2002–03 (based on data from 50 states and the District of Columbia for 80,812 and 87,728 schools in these states).

Students from low-income families and minority students were more likely to attend schools identified for improvement than were other students. Twenty-six percent of students from low-income families attended schools identified for improvement in 2004–05, compared with 17 percent of all students. Similarly, 32 percent of African-American students, 28 percent of Hispanic students, and 21 percent of Native American students attended schools identified for improvement in 2004–05, compared with 9 percent of white students. In absolute numbers, the largest subgroup in identified schools was students from low-income families (4.4 million), followed by African-American students (2.5 million), white students (2.4 million), and Hispanic students (2.3 million). Overall, 7.8 million students attended identified schools in 2004–05.

Middle schools were more likely than elementary and high schools to be identified for improvement. Eighteen percent of middle schools were identified for improvement, compared with 11 percent of elementary and high schools (see Appendix C, Exhibit C.14, for this and other demographic analyses).

Large schools were more likely than small schools to be identified for improvement. For example, schools with 601 or more students were much more likely to be identified than were schools with fewer than 600 students (see Exhibit 33). The likelihood of identification increased fairly steadily as the size of the school increased.

Secondary schools were more likely than elementary schools to be identified for improvement (see Appendix C, Exhibit C.15). The probability of a "baseline"[58] elementary school being identified for 2004–05 was 8 in 100 elementary schools. In contrast, the probability of a "baseline" secondary school being identified was higher: 14 in 100 secondary schools.

Exhibit 33
Percentage of Identified Schools, by School Size, 2004–05

	Not Identified	Identified	Year 1	Year 2	Corrective Action	Restructuring
200 or fewer students (n=15,838)	95%	5%	3%	1%	0%	0%
201 to 400 students (n=21,936)	91%	9%	6%	1%	1%	1%
401 to 600 students (n=21,534)	88%	12%	7%	2%	1%	1%
601 or more students (n=27,609)	80%	20%	12%	3%	2%	3%

Exhibit reads: In 2004–05, 95 percent of schools with 200 or fewer students were not identified for improvement, and 5 percent were identified.

Note: Figures do not total to 100 percent due to rounding.

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data, 2002–03 (based on data reported by 50 states and the District of Columbia for 86,917 schools in these states).

School poverty had the strongest relationship to likelihood of identification. Taking other factors into account, high-poverty schools were more likely to be identified than low-poverty schools. The probability of a low-poverty elementary school being identified was 3 in 100, but that of a high-poverty elementary school was 20 in 100. For secondary schools, the difference between expected probabilities of schools with low and high poverty levels was larger: 6 in 100 for a low-poverty school and 32 in 100 for a high-poverty school. Larger school enrollments, higher proportions of minority students, and greater district concentrations of students with disabilities also were associated with a greater likelihood of identification. Similarly, urban school locale and larger numbers of subgroups were associated with a greater likelihood of identification.

[58] For the purposes of these analyses, a "baseline" elementary school was located in a rural area; had moderate levels of low-income and minority students (35–75 percent and 25–75 percent, respectively); had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent of its students had limited English proficiency; and the number of subgroups it contained was near the median (2 or 3). For the probability of being identified for schools with various characteristics, see Appendix C, Exhibit C.16.

Schools with combinations of challenging demographic characteristics were most likely to be identified.

The probability of being identified for improvement for a small elementary school in a rural area with low levels of poverty and a low minority concentration and with no applicable subgroup was less than 1 in 100. In contrast, the probability of being identified was 66 in 100 for a large elementary school in an urban area with a high level of poverty and a high minority concentration and with four or more subgroups. For a large secondary school in an urban area with a high concentration of poverty and minorities and with four or more subgroups, the probability of being identified was very high: 78 in 100.

Exit from identified for improvement status

Nearly one in four identified Title I schools exited improvement status in 2004–05.

To exit improvement status, schools are required to make AYP for two consecutive years. It can be challenging to achieve his level of improvement because the annual measurable objectives upon which AYP is based rise gradually over the years, essentially "raising the bar" over time.

About one-fourth (23 percent) of the Title I schools that were identified for improvement for 2003–04 were no longer identified as such for 2004–05 (see Exhibit 34). Specifically, 1,336 (23 percent) of the 5,867 schools that were identified during 2003–04 (and for which two years of identified for improvement data exist) were no longer identified in 2004–05 because they made AYP for two consecutive years. The remainder (77 percent) of identified schools remained at the same status or moved into a more serious intervention status. Of the schools that were in corrective action and restructuring for 2003–04, 18 percent and 16 percent, respectively, exited improvement status for 2004–05. Elementary schools were more likely to exit improvement status (29 percent) than were middle (9 percent) and high schools (20 percent).[59]

DISCUSSION

Compared with past years, greater numbers of schools and districts were identified for improvement for 2004–05.

The number and percentage of identified schools and districts varied considerably across states. Some states identified one of every 20 of their schools, while others identified one out of every three. Although most districts with identified schools had only one or two identified schools, over 100 districts each had more than 13 identified schools. Schools and districts with high

Exhibit 34
Number and Percentage of Identified Title I Schools That Exited Improvement Status for 2004–05

	Total	By Improvement Status for 2003–04			
		Year 1	Year 2	Corrective Action	Restructuring
Percent	23%	24%	28%	18%	16%
Number	1,336	641	399	167	129

Exhibit reads: Twenty-three percent of schools (or 1,336 schools) that were identified for improvement in 2003–04 were no longer identified in 2004–05. Furthermore, 18 percent of schools in corrective action and 16 percent in restructuring in 2003–04 exited improvement status in 2004–05.

Source: SSI-*NCLB* National AYP and Identification Database (n=5,867 Title I schools identified in 2003–04).

[59] These findings are consistent with the findings presented in the Center of Education Policy's recent report, *From the Capital to the Classroom: Year 3 of the* No Child Left Behind Act (Center on Education Policy, 2005a).

concentrations of low-income and minority students or many student subgroups were the most likely to be identified.

One-quarter of identified schools from previous years made AYP for a second consecutive year in 2003–04, thereby exiting improvement status for 2004–05. Little is known about what these schools did to improve their AYP scores or about what support they needed or received after exiting improvement status.

Over one-quarter of the nation's students attended schools in districts that were identified for improvement. One-third of identified districts did not include any identified schools; because district-level AYP calculations included students from all schools, low-performing subgroups may have been large enough to be counted at the district level, but too small to be counted at the school level. This way, school districts were held accountable for the achievement of student subgroups even when schools were small or the concentrations of students from low-income families, minority students, disabled students, or LEP students were small.

V. PROVIDING INFORMATION ABOUT SCHOOL PERFORMANCE TO STAKEHOLDERS

To help schools and districts to reach *NCLB* accountability goals, clear and accurate information about performance must be communicated in a timely manner to key stakeholders (including district and school personnel, parents, policymakers and the public). Key *NCLB* information includes whether a school made adequate yearly progress (AYP) during a specific school year and whether students met state academic achievement standards, as well as each school's accountability status, based on performance over multiple school years. Stakeholders also need to know whether a school has been identified for improvement, corrective action, or restructuring, so that appropriate actions can be taken. In addition, stakeholders should know the reasons for the classification; that is, whether identification is based on achievement for all students or specific subgroups in reading or mathematics, test participation, or other indicators. Improvement efforts can be more appropriately targeted if stakeholders have all pertinent information before the school year begins. The responsibility for producing and distributing this information falls on states and districts; the responsibility for acting on the information is shared by states, districts, schools, teachers, and parents.

Key Findings

- **States reported performance results from 2003–04 more quickly than for the previous year, but nearly one half of principals did not receive notification of their schools' status before the start of the 2004–05 school year.**
- **States improved their data systems and the specificity of their reports; many states went beyond *NCLB* requirements.** In 2004–05, 49 states, the District of Columbia and Puerto Rico reported assessment results by student subgroup, up from 44 states the previous year and 17 states in 1999–2000. In 2004–05, 30 states were using data systems with student identifiers, up from 23 states in 2003–04 and 11 states in 1999–2000.
- **Most state report cards included the required achievement data, but many did not include graduation rates and teacher quality data.** In addition, many state and district reports available via the Internet were difficult to find.
- **Principals generally knew whether their schools made AYP or were identified for improvement; however, about one-third of teachers were not aware of the status of their school.**
- **Principals in Title I schools were increasingly aware of whether their school was identified for improvement.** In 2004–05, 78 percent of principals in identified schools correctly reported their school's status, up from 59 percent in 2001–02. However, 22 percent of principals of identified Title I schools reported their school's status incorrectly or did not know their school's status.

STATE DATA SYSTEMS AND REPORTING

Providing the necessary information to stakeholders about school performance and other key factors requires data management systems that can track student characteristics, enrollment, achievement, and graduation, as well as other variables. States must also be able to administer and score assessments, conduct AYP calculations and report these results between their spring testing periods and the start of the following school year. Districts, too, must issue report cards that include data on assessment results, accountability, and teacher quality.

Accurate and timely information brings transparency to educational policies, uncovers academic problems and deficits, and highlights areas in which schools have made gains. When parents have information about the schools their children attend, they can make better decisions concerning their children's educational futures, become more effective advocates for their children's schools and school systems, assuage their own concerns, and bolster their demands for change. When taxpayers are informed about the schools they fund, they can celebrate progress, pinpoint problems, and determine to their own satisfaction whether public funds have been well spent. And when administrators and teachers have access to accurate performance data, they can focus on the areas in which there are problems and tailor their improvement efforts to those concerns.

In recent years, states increased the capacity of their data systems to generate the information required by *NCLB*, improved the timeliness of their data reporting, and advanced their ability to report disaggregated achievement data. Challenges still persist, however, particularly with regard to new reporting requirements. In addition, states are still working to provide assessment results at the classroom level and over time.

> States reported performance results from 2003–04 more quickly than for the previous year, but one-half of principals did not receive notification of their school's status before the start of the 2004–05 school year.

To most efficiently take appropriate action in response to being identified for improvement, schools, districts and parents must receive this information prior to the start of the school year. For the accountability information based on 2003–04 testing, 31 states delivered preliminary notification to schools identified for improvement before September 2004 (see Exhibit 35). In the previous year, 28 states released their school improvement determinations before October. However, final determination of schools identified for improvement came later: Thirty-three states provided final data to schools in October or later; of these, 11 provided the data in December or later. Hence, the majority of states were still finalizing calculations and processing appeals well into the school year. This process was sometimes fraught with complications, as one state official explained:

> When we released the school report cards, it's a [protected] site to district superintendents in October. That was their final data, their final AYP at that point in time—supposedly. [But] because of the problems that we've encountered in the past with the participation rate, our state superintendent opened up the window to allow us to continue to make corrections. We were making corrections up until [the last minute]….

Consistent with state reports, slightly more than half of principals (56 percent) reported that they were notified of their school's status before September 2004.

Exhibit 35
Timing of State Notification to Districts and Schools Regarding Preliminary and Final School Identification, 2004–05 (Number of States, by Month of Notification)

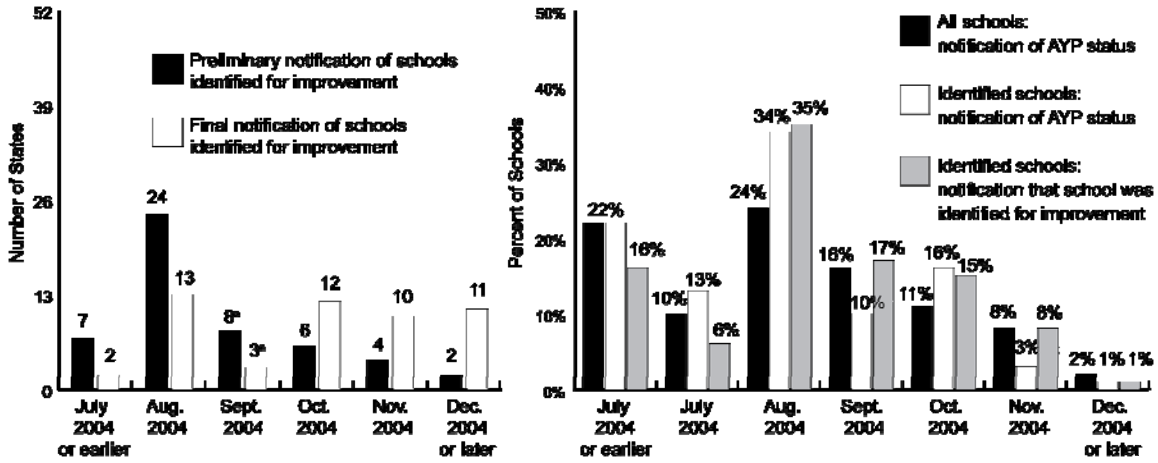

Exhibit reads: Seven states released preliminary accountability designations to schools in July 2004 or earlier, and 32 states released final designations in July 2004 or earlier.

[a] Indicates that Puerto Rico is included.

Sources: SSI-*NCLB* accountability interviews and extant sources (n=50 states and Puerto Rico).

Exhibit reads: Twenty-two percent of all schools were notified of their AYP status in July 2004 or earlier. Twenty-two percent of identified schools were notified of their AYP status in July 2004 or earlier. Sixteen percent of identified schools were notified of their identified for improvement status in July 2004 or earlier.

Sources: NLS-*NCLB*, Principal Survey; SSI-*NCLB*, Accountability Interviews.

States improved their data systems and the specificity of their reports; many state systems went beyond ***NCLB*** requirements.

To effectively implement *NCLB* accountability provisions—including those related to accountability, teacher quality and choice—states need robust data management systems. It is easier for states to respond to the complex reporting requirements of *NCLB* if their data systems include identification codes for each student (often referred to as unique student identifiers). Although not required by *NCLB*, unique student identifiers enable states—and districts—to track student achievement over enrollment, as well as mobility between schools and districts.

In 2004–05, 30 states and the District of Columbia were using data systems with student identifiers, up from 23 states and the District of Columbia in 2003–04 and 12 states and the District of Columbia in 1999–2000 (see Exhibit 36). Nearly all of the 20 states and Puerto Rico that did not have unique student identifiers were in the design, development or piloting phase of a system with that capability. As one state official explained, "We are in the process right now; we have a contract with [a vendor] to develop a student information system for us. Otherwise, the information that we get from our [assessment] contractor cannot be used to follow a child from year to year or even throughout the year." A few states reported that budget constraints have prevented them from developing the type of data systems they believe necessary to support *NCLB* implementation. Said one respondent, "We've been exploring that and trying to get funds for that for a number of years and have yet to have gotten the funds."

Exhibit 36
Number of States with Data Systems That Include a Unique Student Identifier, 2001–05

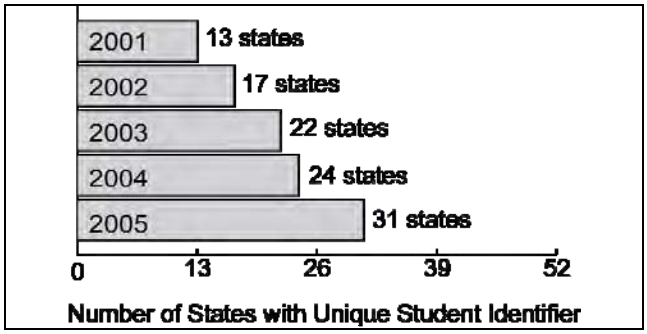

Exhibit reads: Thirteen states had data systems with unique student identified in 2000–01.

Note. Each bar includes the District of Columbia.

Sources: National Center for Educational Accountability (2001–2004) and SSI-*NCLB* Accountability Interviews (2005) (n=50 states, the District of Columbia, and Puerto Rico).

In 2004–05, all of the 44 responding states and the District of Columbia were able to provide reports to schools on the percentage of students scoring at or above the proficient level and the percentage scoring at each performance level (see Exhibit 37). Likewise, states were able to report for the school as a whole, subgroups within the school, and each grade level. Reporting at the classroom level was more challenging: Only 29 states (of 45 responding) reported that they provided assessment results by classroom. Reporting data that document change over time is currently beyond the capability of some states: Although 36 states and the District of Columbia reported trend data at the school level, only 34 did so for subgroups, and only 17 states and the District of Columbia did so for individual students. Overall, the states that were best able to provide data over time were those with unique student identifiers.

Moreover, in states that had established unique student identifiers for at least three years (i.e., prior to 2003), teachers were more likely to use available test data for instructional decisions. For example, a higher percentage of elementary teachers in those states reported moderate to extensive use of individual student test results in reading (67 percent) and mathematics (61 percent), compared to teachers in states that did not have a unique student identifier as of 2005 (55 and 49 percent, respectively). Similarly, a higher proportion of elementary teachers used test results for specific reading and mathematics topics in states in which student identifiers have been available for three or more years.

The reports from secondary teachers pointed to a similar trend: in states with student identifiers prior to 2003 a higher proportion of English teachers reported moderate or extensive use of results for individual students (68 percent) and specific subgroups (46 percent) compared to teachers in states that had not established unique identifiers (45 and 28 percent, respectively.) Use of test results corresponding to specific reading and mathematics topics was also more frequent in states with unique student identifiers prior to 2003.

The association between the presence of unique student identifiers and the use of test results by teachers could suggest that more developed and informative data systems produce reports that are of greater utility at the school level. Alternatively, the existence of such a system may be indicative of a more developed and pervasive culture of data use, which permeates down to the school level. It is interesting to note in this respect that states with more comprehensive systems of support[60] are more likely to have data systems with unique student identifiers in place.

[60] The comprehensiveness of state systems of support is described in Chapter VI, p. 74.

Although many states tracked AYP appeals carefully, several states could not provide data on school and district AYP appeals.

The majority of states have developed systems for tracking AYP appeals. Several states have created tracking systems and integrated them with their data and reporting systems. These states typically request that districts review all accountability data through an online system; once districts have done so, they must "certify" their schools' data; after certification, they can no longer submit appeals. One state official described her state's system:

> There really have been very few [appeals] because we had those checkpoints along the way and they can't go back and correct the database after it has been reviewed and submitted as final.… Once they've reviewed those and confirmed that those are the youngsters on which we're basing AYP, they can't after a certain point go back and say, 'you know I missed one,' or whatever… you have to have a very, very elaborate system and a very strict set of deadlines and timelines and then make sure that everybody understands what the rules of the game are and then you move forward.

Exhibit 37
Content of State Assessment Reports to Districts or Schools, 2003–04

	Number of States (n=45)
School or district results showing…	
Percent scoring at or above proficient level	45[a]
Percent scoring at each performance level	43[a]
Scale score or other similar score	41
Results for…	
School as a whole	45[a]
Subgroups within a school	45[a]
Each grade level within a school	42[a]
Each classroom within a school	29
Individual students	43[a]
Trends in…	
School as a whole	37[a]
Subgroups within a school	34
Individual students	18[a]

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.

[a] Indicates that the District of Columbia is included.

Source: SSI-*NCLB*, Accountability Introductory Materials.

States' tracking systems varied in complexity because some states recorded appeals at the school level while others tracked appeals for each specific AYP target, sometimes resulting in multiple appeals per school. Fourteen states were not able to provide appeals data and did not exhibit evidence that they were systematically tracking AYP appeals.

Finally, states also reported some difficulty in tracking other *NCLB* accountability provisions. For example, states have the flexibility to grant exceptions to districts that seek to include the proficient scores of more than one percent of all students in the grades assessed for students taking the alternate assessment based on alternate achievement standards. Of the 18 states that granted these exceptions to districts, only six states were able to report on the number of districts that actually made use of this flexibility.

STATE REPORT CARDS

Under *NCLB*, states are required to produce annual state-level report cards, which should include assessment trend data, graduation rates, district accountability information, school-level accountability information (names of schools and overall numbers), percentage of classes taught by highly qualified teachers, and percentage of teachers on emergency credentials—with most variables disaggregated by subgroup. In addition, states "shall ensure that each local education agency collects appropriate data and

includes in the local education agency's annual report" the data required by *NCLB*. Hence, the legal responsibility for ensuring full compliance with *NCLB* state, district, and school-level reporting requirements lies with the state.

Most state report cards included the required achievement data, but many did not include graduation rates and teacher quality data.

States have been improving their reporting capabilities; nearly all included achievement data disaggregated by student groups in state report cards, a substantial increase over the number of states doing so five years ago. In 1999–2000, only 17 states reported disaggregated achievement results in state report cards. By spring 2004, 44 states made state-level data, disaggregated by student subgroups, publicly available on their Web sites (Padilla et al., 2006). In summer 2005, a review of state education agency Web sites revealed that 49 states, the District of Columbia and Puerto Rico reported on the percentage of all students achieving at the proficient level, and also reported on the performance of white, African-American, Asian, and Hispanic students. (The one state missing the most recent disaggregated data provided appropriately disaggregated prior year data and was changing testing programs.) The subgroup on which states reported least frequently was migrant students, for whom 34 states and the District of Columbia included achievement results in their online report cards.

Although states reported achievement data disaggregated by student group, most did not yet include some of the newer reporting requirements in their state report cards. For example, *NCLB* requires that states provide disaggregated data on graduation rates, an element that was absent from the majority of state reports. Forty-two states and the District of Columbia reported the names of schools identified for improvement, but far fewer included the required data on the percentage of core academic classes taught by highly qualified teachers (as few as 14 states for some variables). Fewer than half of state report cards contained comparisons of student achievement to AYP targets.

State and district reports were often hard to find and understand.

The accessibility, comprehensiveness, and clarity of state report cards varied greatly for 2004–05 data. Half of the states (26) provided a direct link to the state report card on their home pages by fall 2005. While 39 states included all state report card information in a single location (that is, in a single file, or with all relevant links on a single Web page), 12 states and the District of Columbia placed required variables in separate locations throughout their Web sites. Only five states and Puerto Rico posted a state report card in a language other than English. Overall, online access to the state report cards was relatively straightforward in only 24 states—that is, the report card was contained within a single file, and relevant links were prominent, clear and did not necessitate much navigation.

District-level report cards were similarly challenging to locate online. Among the Web sites of the 25 largest school districts, ten included a direct link to the district report card on their home pages. Other district report cards required navigation through several layers of the Web site. Nearly all district Web sites included a link for parents, but in many cases, test results were not the most prominently-displayed information. Individual school reports were easier to locate than were district reports—in 18 of the 25 largest districts, school reports (or profiles) were accessible within one or two links. Eleven of these 25 school districts translated portions of their Web sites into other languages, most frequently Spanish, but also Creole, Korean, French, Chinese, Portuguese, Vietnamese, Arabic, and Farsi. Links to translated Web pages were prominently displayed.

Although state and district report cards can be informative, parents are likely to be most interested in reports of their own child's assessment performance. Under the "Parents Right-to-Know" section of

NCLB (section 1111[h][6]) each district must provide the parents of students in Title I schools with "information on the level of achievement of the parent's child on each of the State academic assessments required under this part." These parent reports are often provided by a state assessment contractor. A review of a subsample of 27 parent reports[61] indicated that they were often difficult to understand. While all states reported a student's performance in terms of state proficiency levels (advanced, proficient, basic), 15 states provided no descriptions of the levels, and two of those states indicated performance levels by a number without any associated word or phrase to help decode the meaning. Almost half the reports (13) did not include information comparing the student's score to any other group—for example, other students in the state, district, or school. Twenty-two states included a graphic depiction of the child's score within a full scale that helps parents better understand the data. Finally, only one state showed change over time, enabling parents to determine if their child was making progress.

PRINCIPAL AND TEACHER KNOWLEDGE OF THE STATUS OF THEIR SCHOOLS

Principals generally knew whether their schools made AYP or were identified for improvement.

A large majority of principals knew whether their schools had made AYP in 2003–04 and whether they were identified for improvement for 2004–05. Overall, 88 percent of principals were able to correctly report their schools' AYP status in 2003–04, and 92 percent knew whether their schools had been identified for improvement for 2004–05 (see Exhibit 38).

Principals of schools that did not make AYP or were identified for improvement were less likely to know the status of their schools than principals of schools that made AYP or were not identified for improvement. Twenty-one percent of principals of schools that did not make AYP reported their schools' status incorrectly, compared with only 8 percent of those whose schools made AYP.[62] Similarly, 26 percent of principals of identified schools reported that they did not know the status of their schools or reported this status incorrectly, compared with only 4 percent of principals of non-identified schools. This means that principals of approximately 4,500 schools were unaware that their school did not make AYP, and principals of approximately 3,000 schools were unaware that their school was identified for improvement.

Among Title I schools, 97 percent of principals of non-identified schools correctly reported their school's status, compared with 78 percent of principals of identified schools (see Exhibit 39). That is, almost one-quarter of principals of identified Title I schools reported their status incorrectly or did not know their status. However, this is an improvement over 2001–02, the year before *NCLB* went into effect, when 41 percent of principals of identified Title I schools incorrectly reported their schools' status or reported that they did not know their school's status (Padilla et al., 2006).

[61] The NLS-*NCLB* collected document data from a subsample of 25 districts, including parent reports on student assessment results. This sample was augmented by reports from other states, for a total sample of 27 states.
[62] To compare principal and teacher knowledge regarding their schools' status with the official designation obtained from the state department of education, NLS-*NCLB* survey respondents were asked whether their school made AYP in 2003–04, and whether, on the basis of those results, the school was identified for improvement for 2004–05.

Exhibit 38
Percentage of Staff Correctly Reporting Whether Their School Made AYP or Was Identified for Improvement Based on 2003–04 Test Results

	Did School Make Adequate Yearly Progress in 2003–04?		
	Reported Correct Status	Reported Incorrect Status	Don't know
Principals (n=1,316)	88%	9%	3%
Elementary teachers (n=4,089)	72%	7%	21%
Secondary teachers (n=3,305)	58%	11%	30%
Special education teachers (n=1,191)	65%	9%	26%
	Is School Identified for Improvement in 2004–05?		
	Reported Correct Status	Reported Incorrect Status	Don't know
Principals (n=1,316)	92%	6%	1%
Elementary teachers (n=4,089)	65%	8%	26%
Secondary teachers (n=3,305)	52%	11%	36%
Special education teachers (n=1,191)	60%	13%	27%

Exhibit reads: Eighty-eight percent of principals correctly reported whether their school made AYP in 2003–04. Ninety-two percent of principals knew whether their school was identified for improvement for 2004–05.

Note: *Correct status* indicates that the school status reported by staff (making AYP or not, identified for improvement or not) agrees with the official status of the school in the state records.

Source: NLS-*NCLB*, Principal and Teacher Surveys.

Teachers were less likely to know whether their schools made AYP or were identified for improvement than were principals.

Teachers were somewhat less well-informed about their school status than principals: Between 58 and 72 percent of teachers reported their schools' AYP status correctly compared with 88 percent of principals (see Exhibit 38). Overall, about one-third or more of teachers did not know the status of their schools. Similarly, between 51 and 65 percent of teachers, and 92 percent of principals reported their school's improvement status correctly.

Secondary teachers were less knowledgeable than elementary teachers about their schools' status. Fifty-eight percent of secondary mathematics and English teachers correctly reported their school's AYP status, compared with 72 percent of elementary teachers. Similarly, 51 percent of secondary mathematics teachers and 53 percent of secondary English teachers correctly reported their school's improvement status, compared with 65 percent of elementary teachers.

Unlike principals, teachers in identified Title I schools were more likely to be aware of the official status of their schools than were teachers in non-identified schools (see Exhibit 39).

The gap between principal and teacher awareness of school status suggests that accountability information is not adequately communicated through all layers of school systems. Responses to open-ended questions in the NLS-*NCLB* surveys illuminate some deficiencies with regard to the information that teachers received about *NCLB*. One teacher wrote, "Many teachers including myself are unclear about what *NCLB* entails…. I personally would love an in-service on *NCLB*." Another commented, "We could use more information in general regarding [*NCLB*] and its current impact at our schools, AYP status, etc. Information is spotty at this time."

Exhibit 39
Percentage of Staff in Title I Schools Correctly Reporting Whether Their Schools Were Identified for Improvement, 2004–05

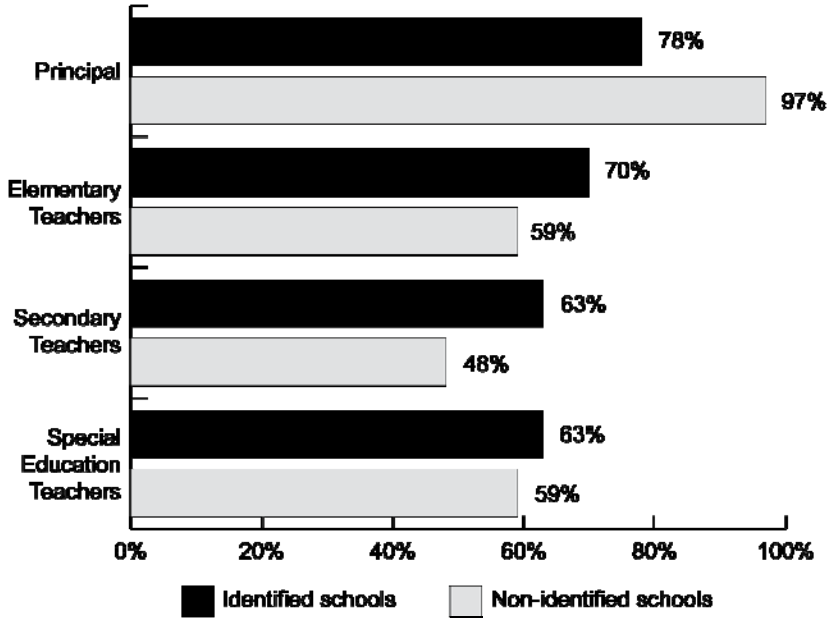

Exhibit reads: Seventy-eight percent of principals of identified Title I schools knew whether their schools were identified for improvement for 2004–05.

Note: Correctly reporting status indicates that the school status reported by staff (making AYP or not, identified for improvement or not) agrees with the official status of the school in the state records.

Source: NLS-*NCLB*, Principal and Teacher Surveys (n=1,033 principals, 3,378 elementary teachers, 2,188 secondary teachers, and 895 special education teachers).

Principal and teacher knowledge of school status was not related to the presence of a state accountability initiative that went beyond the requirements of *NCLB*. In 2004–05, 26 states maintained accountability initiatives that went beyond the requirements of *NCLB*, and some reports suggest that this situation might send mixed messages to stakeholders. However, the amount of disagreement between principals' status reports and official school classifications was comparable in states in which *NCLB* was the only accountability initiative and in states in which a state accountability initiative was used in addition to *NCLB*.

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 than either principals or teachers.[63] 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*, each year states must name the schools that are low-performing, 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

[63] The NLS-*NCLB* includes a subsample of nine districts from which data on Title I school choice and supplemental educational services were collected. One district did not provide the data needed to draw a sample of parents.

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.

DISCUSSION

In the years since *NCLB* was signed into law, many states expanded the capacities of their state data systems. As of 2004–05, almost all states could report basic information on school performance, and the number of states that report student achievement data disaggregated by subgroup increased. Many states were building data capacity that goes beyond the *NCLB* requirements and will establish a foundation for more detailed reporting and new kinds of analyses. For example, many states have data systems that contain longitudinal student data with unique identifiers; these data can be used for value-added modeling, which some educators and researchers believe will provide more accurate indicators of school performance.

Timeliness of reporting remained a challenge for states: About half of schools were notified of their identification status after the beginning of the school year. Although most school administrators and a majority of teachers knew whether their school had been identified for improvement, about one-third of teachers were unaware of how their schools had been classified or why, suggesting that accountability information does not yet permeate all layers of the educational system. Finally, state and district reports available via the Internet were difficult to find (though not the only way in which parents might access reports), and student reports that were sent directly to parents were often difficult to understand.

VI. ACTIONS TO PROMOTE SCHOOL AND DISTRICT IMPROVEMENT

NCLB contains a number of provisions to encourage school and district improvement. The annual notification of parents and the publication of achievement results put pressure on schools that did not make AYP to improve their practices. Schools identified for improvement (because they did not make AYP for two consecutive years) are supposed to receive technical assistance from districts and states to help them improve. If the technical assistance does not lead to improvement, *NCLB* establishes a set of interventions to be applied by districts and states to reform or even restructure schools to ensure that students have high-quality educational opportunities. Districts are held accountable in a similar manner, with states assuming the responsibility assigned to them for providing technical assistance to districts and intervening when districts are not successful.

Key Findings

- **Nearly all states established systems of support for school improvement; more than half reported providing some level of support to all identified schools. Others targeted support to a subset of identified schools.** The most common support mechanisms were among those mandated by *NCLB*—school support teams and distinguished educators.
- **Both identified and non-identified schools reported needing technical assistance in many areas, but the need was greater among identified schools.**
- **In most areas, schools reported receiving the technical assistance they needed and reported that it met their needs.** Identified schools received more days of technical assistance than non-identified schools.
- **Of the schools that needed technical assistance to improve services to students with disabilities or students with limited English proficiency, half did not have their needs met.**
- **Nearly all schools were making improvement efforts. Identified schools emphasized more areas of improvement than non-identified schools.**
- **Curriculum enhancement was a major focus of school improvement, but about one-third of teachers in identified schools reported having an inadequate number of textbooks and instructional materials.** Better use of assessment results was another common focus of school improvement efforts.
- **Required interventions occurred in most, but not all, Title I schools in Year 1 or Year 2 of identification or in corrective action; however, few Title I schools in restructuring status reported receiving any of the four specific interventions that were mandated.**
- **Three-quarters of districts reported receiving the technical assistance they needed and were satisfied with the assistance received.** However, assistance related to students with disabilities and LEP students was often not sufficient to meet district needs.

SCHOOL IMPROVEMENT EFFORTS

Creating state systems of support for school improvement

Nearly all states established systems of support for school improvement; more than half reported providing some level of support to all identified schools. Others targeted support to a subset of identified schools.

NCLB requires states to establish support systems to help schools and districts that are identified for improvement. Thirty-eight states and the District of Columbia reported that they provided some level of support to all schools identified for improvement during the 2004–05 school year; other states provided support to a subset of identified schools.[64] Some states in each group included non–Title I identified schools in their support network, while others restricted support to Title I identified schools. Overall, 24 states provided support to both Title I and non–Title I schools that were identified for improvement.

The most common support mechanisms used by states were two of those mandated by *NCLB*: school support teams and distinguished educators. Although states often used multiple strategies to support identified schools, most focused their efforts on one of five primary mechanisms (see Exhibit 40). In 19 states, school support teams were the primary form of support; in 13 states, individual school improvement specialists took on this responsibility. Decentralized structures, such as regional centers or county offices, were the primary support mechanisms in nine states. In six states, support was relatively limited, consisting of statewide meetings or simply the provision of information about available resources and grants. These states convened statewide meetings for identified schools to review *NCLB* accountability requirements, discuss improvement strategies, provide feedback on the development of a school improvement plan, and offer advice to facilitate the school improvement process, or ensure appropriate disbursement of improvement funds. In three states, districts were the primary source of support for identified schools, and the state assumed a very minimal role.

Exhibit 40
Primary Support Mechanisms for Identified Schools, 2004–05

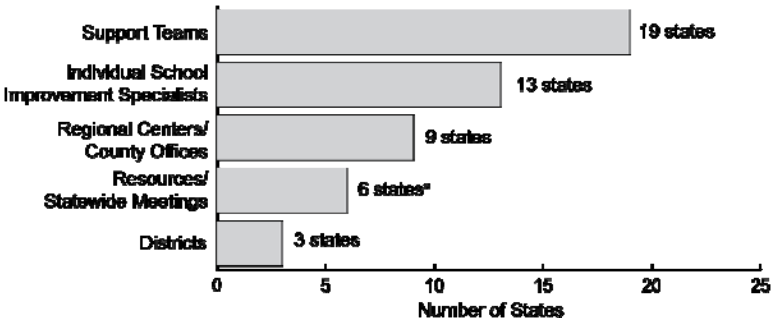

Exhibit reads: In 19 states, the primary mechanism for providing support to schools identified for improvement in 2004–05 were school support teams.

Note: Two jurisdictions were excluded because we could not determine the primary support strategy or the state had no primary support mechanism.

[a] Indicates that the District of Columbia is included.

Sources: SSI-*NCLB*, Accountability Interviews and Extant Sources (n= 49 states and the District of Columbia).

[64] Because one state did not have an operational system of support in 2004–05 and the study did not obtain these data from Puerto Rico, only 49 states and the District of Columbia are included in these analyses.

Use of support teams

Support teams were the most common mechanism for delivering support to schools identified for improvement in 2004–05. The composition of support teams varied widely, but generally consisted of education officials with expertise in areas such as curriculum and instruction, data analysis, special needs populations, and implementation of improvement strategies in low-performing schools. During 2004–05, 37 states provided support to identified schools through some type of support team. Some of these team structures were well-established; in 14 states, they predated *NCLB*. However, a number of states substantially altered their support teams or established new support team structures as a result of *NCLB*. Specifically, 15 states reported that their support teams had been substantially changed since *NCLB*, and eight had entirely new structures for team support. One state official explained, "The focus has intensified under *NCLB* because we've developed the regional approach … and the framework was more customized to meeting the needs of high-priority schools."

While all support teams shared the feature of being external to the school, potentially affording a new perspective on strategies for school improvement, they varied in a number of ways, including the organizations from which they originated, their role in the improvement process, and the schools to which they provided support. Support teams in 24 of 37 states that used them, originated at the state level. That is, the teams consisted of individuals who were employed by the state education agency. Many states drew support team members from various departments within the SEA, bringing complementary perspectives to the challenges of school reform. In six states, support teams were developed and operated by regional education organizations; in four states, the teams were the responsibility of districts. In the case of regional systems, the regional units were still under the purview of the SEA and part of an overall "state system" even if the staff were focused on only one region of the state. District teams were mandated by the state, which often oversaw their training and appropriate assignment to schools and provided supplementary personnel if there was not adequate staffing at the district level.

In different states, school support teams intervened at different phases of the school improvement process. In 15 states, the support team's role was to facilitate and support the school planning process: The team provided diagnostic assistance and helped analyze data and frame the school improvement plan. In another 15 states, the support team continued to participate throughout the implementation of the school improvement plan. The role of the support team was less clear in seven states.

In 18 states, support teams worked exclusively with Title I schools that were identified for improvement; 19 states used support teams with both Title I and non–Title I identified schools. Moreover, states often targeted their support to specific types of identified schools—in only 13 of the states with support teams did the teams serve all schools identified for improvement. For example, in five states, support teams provided assistance only to schools in corrective action or restructuring status; three states targeted other "high-needs" schools as defined by the state. Four states sent teams only to schools that requested them. Finally, three states sent support teams to districts rather than to schools, with the understanding that districts would then ensure that schools received appropriate assistance. (In nine states with support teams, the targeting strategy was unclear or the state's respondent was unsure of the strategy.)

Use of Individual School Improvement Specialists

Twenty-nine states engaged educational professionals to assist schools identified for improvement. However, these individuals did not lend themselves to simple categorizations: They were called school improvement specialists, principal mentors, exemplary educators or coaches. Few states, in fact, used the *NCLB* terminology of distinguished principals and distinguished teachers, and few defined the role of these individuals in a manner that was strictly aligned with *NCLB*. Many states relied on retired

teachers and school administrators; some states selected individuals from other fields if these individuals had appropriate expertise (for example, financial expertise). Virginia was among the states whose use of individual school improvement specialists closely approximated the *NCLB* definitions of distinguished principals and distinguished teachers. Participants in Virginia's Turnaround Specialist Program were successful administrators who engaged in additional training focused on the needs of consistently low-performing schools.

Many states targeted the use of individual school improvement specialists to a small set of low-performing schools. Eighteen states used a tiered support system in which individual school improvement specialists were used only for schools that were at risk of advancing to corrective action or restructuring status. Often, their roles were diagnostic and temporary rather than full-time. In Nevada, for example, trained facilitators led identified schools through the Student Achievement Gap Elimination (SAGE) process, which helped them to diagnose problems, identify improvement strategies, and develop improvement plans. Finally, in 19 states, individual school improvement specialists worked with both Title I and non–Title I schools that were identified for improvement.

Comprehensiveness of state support

Support systems were judged to be comprehensive in 20 states, moderate in 23 states, and limited in nine states.

Some states were engaged in multiyear efforts to develop comprehensive systems that supported schools at various levels of improvement. We classified state systems of support into three levels—comprehensive, moderate, and limited—based on the breadth of the support structures, the proportion of identified schools that received support, the background and training required of individuals who provided support, the presence of complementary layers of support, and the existence of a statewide research-based improvement process (such as the SAGE process in Nevada or the Collaborative Assessment and Planning for Achievement process in New Jersey). The states with comprehensive systems provided direct assistance to schools, procedural steps that articulated and defined the improvement process, and tools to engage and inform schools as they considered improvement options. Many of the states with moderate or limited systems were building their systems and working to incorporate structures that were more consistent with the *NCLB* requirements (e.g., they added school support teams or distinguished teachers to their support systems). However, some states provided only minimal support, limited to a few voluntary statewide meetings or the provision of information to districts and schools about federal grants that might stimulate improvement.

Overall, states with comprehensive systems of support for their low-performing schools tended to be the states with higher concentrations of schools identified for improvement. For example, 12 percent of schools in states with comprehensive systems of support were in the first year of improvement, whereas only 5 percent of schools in states with limited systems were in the first year of improvement. It may be that states with high proportions of schools identified for improvement were also most likely to perceive an acute need to develop support systems. About one-half of states with comprehensive systems of support also had well-established accountability systems that predated *NCLB*.

State officials frequently expressed concern about their capacity to provide continued support if the number of identified schools were to increase as they anticipate it would. One official elaborated, "Given the number of schools identified for improvement…coupled with the lack of resources at the state level, it's caused us to have to spread [support] thinner.… We would like to have a coach working with no more than two or three buildings at a time. We are simply unable to sustain that today." To manage increasing numbers of identified schools, 20 states used a triage approach to providing support

in 2004–05 in which the level of support was tailored to the number of years a school had not made AYP. Another 18 states opted to build in a secondary layer of support provided by regional centers, area education agencies, or county-level offices. These categories were not mutually exclusive—11 states had both a selective system and a regional support system. Twenty states indicated that they intended to build district capacity to better support schools identified for improvement. As one state official explained, "We were ratcheting up for the future, knowing we do not have the capacity to serve 1,600 schools; what we've done is we turned it around to district support teams to enable them to basically leverage, to build their capacity to provide support to the schools."

Overall, it appears that states have adopted three primary strategies for building district capacity in 2004–05: (1) developing and implementing an improvement process and resources that district-level staff may use to support school improvement; (2) providing statewide training to district-level staff; and (3) assigning state-level staff who work directly with specific districts to build district capacity. In 2004–05, Louisiana provided an example of the second strategy: the state offered training for district staff who will constitute "district assistance teams." As one Louisiana official explained, "These folks go through a week-long training currently composed of four modules and they actually have to be in our database as certified in those modules in order to serve on a district assistance team." Massachusetts was an example of the third strategy: the state education agency placed a "school support specialist" in each of the urban districts that has the highest incidence of schools identified for improvement.

The three strategies are not mutually exclusive. For example, in 2004–05, Massachusetts used all three strategies. In addition to assigning "school support specialists" to districts, Massachusetts had also developed their "Performance Improvement Mapping" process (PIM) which was the primary school-improvement mechanism in the state (an example of the first strategy). Also, officials from urban districts participate in training through the Massachusetts Urban Superintendents Network, and all district officials participate in *NCLB* implementation workshops several times each year. Likewise, officials in Kentucky indicated that the state engaged "district support facilitators" who worked directly with districts to "help with things like data analysis, strategies on closing achievement gaps, development of leadership teams… They [the district support facilitators] will work with the district in order for the district to know how to do those things and then carry them out." Similarly, in 2004–05, West Virginia engaged in a "whole state effort" to build capacity at the county level, providing statewide training in a variety of topics including differentiated instruction, curriculum mapping, and revising a school improvement plan.

Providing technical assistance for school improvement

NCLB contains specific requirements regarding the provision of technical assistance to identified schools; both states and districts have responsibilities for providing assistance to help schools in a variety of areas. Reports from states, districts, and schools agreed that a great deal of technical assistance was both needed and available.

Types of technical assistance provided by states

States emphasized different aspects of improvement, but most focused on the specific needs of identified schools and on planning and data analysis.

The type of support most frequently provided by states was need-based; states endeavored to tailor support to the specific needs of the identified school. For example, Rhode Island's Progressive Support and Intervention program is designed to ensure that state resources are matched with targeted needs. As the Rhode Island state education agency Web site notes, "The level of support and intervention is, quite

simply, dependent upon what support and intervention is needed." In 17 states, the support system focused primarily on the planning process (conducting a needs assessment, determining how to implement improvement strategies) or on data analysis tasks (see Exhibit 41). Three states and the District of Columbia described their support role as that of a resource broker—they ensured that the schools were informed of and had access to the improvement funds and grants competitions for which they were eligible. Only four states focused support primarily on a content area, such as literacy or mathematics.

Exhibit 41
Primary Focus of Support Provided by States, 2004–05

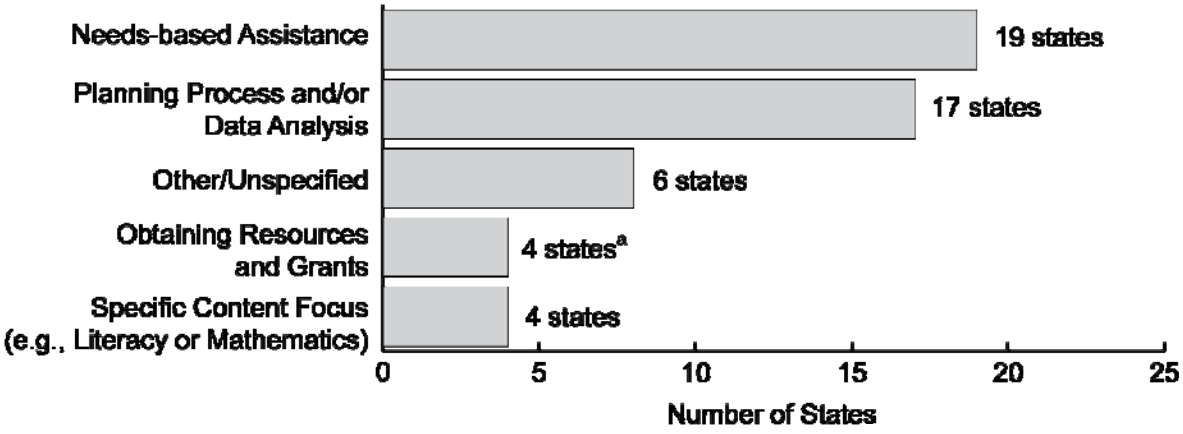

Exhibit reads: In 19 states, the primary focus of the support system was to provide needs-based assistance and 17 states focused on the improvement planning process and data analysis in 2004–05.

[a] Indicates that the District of Columbia is included.

Sources: SSI-*NCLB*, Accountability Interviews and Extant Sources (n=49 states and the District of Columbia).

Schools' technical assistance needs

Both identified and non-identified schools reported the need for technical assistance in many areas, but the need was greater among identified schools.

Although most principals reported that their school needed technical assistance related to some area of *NCLB* implementation in 2003–04 or 2004–05, principals in identified schools were more likely to report needing assistance than were principals of non-identified schools in each of 12 areas surveyed (see Exhibit 42). For example, 80 percent of identified schools reported needing technical assistance to improve the quality of teachers' professional development, compared with 53 percent of non-identified schools. On average, schools in Year 1 or Year 2 of identification needed assistance in seven of the 12 areas, compared with four areas for non-identified schools.

Exhibit 42
Percentage of Non-Identified and Identified Schools Reported Needing and Receiving Various Types of Technical Assistance, 2003–04 or 2004–05

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

Exhibit reads: Fifty-four percent of non-identified schools reported needing technical assistance to identify effective curricula, instructional strategies, or school reform models in 2003–04 or 2004–05.

Source: NLS-*NCLB*, Principal Survey.

While identified schools were most likely to report needing technical assistance in the area of teachers' professional development (80 percent), they also needed assistance in many other areas, including getting parents more engaged in their children's education (74 percent), addressing the instructional needs of students with disabilities (71 percent), identifying effective curricula and instructional strategies (70 percent), improving students' test-taking skills (70 percent), and analyzing assessment results to understand students' strengths and weaknesses (68 percent) (see Exhibit 42).

The need for technical assistance was greater among categories of schools that were more likely to be identified for improvement. For example, a greater percentage of high-poverty and high-minority schools reported a need for technical assistance than schools with low concentrations of such students (see Exhibit 43).

Exhibit 43
Percentage of Schools Needing Technical Assistance in Four Areas, by School Characteristic, 2003–04 or 2004–05

Characteristic	Develop or Revise the School's Improvement Plan	Analyze Assessment Results to Understand Students' Strengths and Weaknesses	Get Parents Engaged in Their Child's Education	Improve the Quality of Teachers' Professional Development
All Schools (n=1,311)	33%	45%	50%	57%
By School Identified for Improvement Status				
Not identified	27%	41%	46%	53%
Year 1 and Year 2 of identified for improvement status	61%	66%	72%	77%
Corrective action status	59%	80%	89%	97%
Restructuring status	68%	72%	73%	81%
By School Poverty Level				
High poverty	52%	65%	73%	73%
Medium poverty	32%	40%	53%	55%
Low poverty	22%	39%	34%	50%
By School Minority Concentration				
High minority (75% or more)	48%	63%	71%	71%
Moderate minority (25–75%)	35%	44%	51%	58%
Low minority (less than 25%)	24%	38%	41%	49%
By Urbanicity				
Central city	41%	56%	65%	68%
Urban fringe/large town	28%	43%	46%	53%
Rural/small town	34%	36%	43%	51%

Exhibit reads: Twenty-seven percent of non-identified schools reported needing technical assistance in developing or revising their school improvement plan, compared with 61 percent of schools in Year 1 or Year 2 of being identified for improvement in 2003–04 or 2004–05.

Source: NLS-*NCLB*, Principal Survey.

Meeting schools' technical assistance needs

Schools received technical assistance from a variety of sources, including the state department of education, regional education providers, independent organizations, and their own district offices. Principals' survey responses did not identify the providers of technical assistance, just whether or not the assistance was received.

In most areas, schools reported receiving the technical assistance they needed and reported that it met their needs.

A majority of principals who said their schools needed technical assistance also reported that they received the assistance they needed and that this assistance was sufficient to meet their needs. This was true both for identified schools and non-identified schools. For example, the vast majority of schools received the technical assistance needed to analyze assessment results (92 percent); identify effective curricula, instructional strategies, or reform models (92 percent); and identify guides, frameworks, or

model lessons aligned with state standards (93 percent) (see Exhibit 42). The greatest unmet need was for assistance to increase parental involvement in their children's education; only about half of all schools that needed assistance in this area received it. Importantly, non-identified schools reported receiving needed technical assistance at rates similar to those of identified schools. There was no evidence that other school characteristics (i.e., proportion of minority or low-income students, urbanicity, participation in comprehensive school reform, etc.) influenced the likelihood that a school received needed technical assistance.

Principals in identified schools reported receiving more days of assistance from their districts than did non-identified schools. For 2004–05 and the previous school year, 75 percent of identified schools reported receiving 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. On average, identified schools reported receiving about 15 days of technical assistance, compared with ten days for non-identified schools.

The majority of principals reported that the technical assistance received met their needs. At least two-thirds of all schools receiving technical assistance in nine of 12 topics surveyed were satisfied that the assistance met their needs. For example, principals in 94 percent of the identified schools that received technical assistance in analyzing assessment results reported the assistance was sufficient to meet their needs. For eight of 12 topics surveyed, 70 percent or more of identified schools that received technical assistance were satisfied that the assistance met their needs (see Exhibit 42). While it is difficult to assess the quality of services provided to schools without observing them directly, these results indicate that in the recipients' view the technical assistance was of adequate quality. The type of assistance that received the lowest ratings dealt with addressing student behavior problems and getting parents more involved with their children's education. In both cases, about half of the identified schools that needed and received assistance felt it was not sufficient.

Districts were a major provider of technical assistance to schools, and reports from districts reflected patterns similar to those reported above. Most districts with identified schools reported providing a broad range of types of technical assistance, both to identified schools and to schools that were not low-performing (see Exhibit 44). This is consistent with earlier findings from 2001 to 2004 that districts with identified schools were not focusing assistance on a subset of schools (Padilla et al., 2006). A majority of districts with identified schools in 2003–04 or 2004–05 reported providing technical assistance to some or all of these schools in areas including school planning (87 percent); analyzing assessment data (83 percent); and identifying effective curricula, instructional strategies, or reform models (65 percent). In contrast, some districts reported that they did not provide mandated technical assistance to identified schools to help them increase parental involvement (40 percent); identify effective curricula, instructional strategies, or reform models (30 percent); or identify curriculum guides, frameworks, pacing sequences, or model lessons aligned with state standards (45 percent). The latter finding contrasts with evidence that alignment was a major focus for school improvement in more than three-quarters of districts between 2001 and 2004 (Padilla et al., 2006).

District size, minority enrollment, poverty, and district identification status were not related to the number of different types of technical assistance provided to identified schools. However, small districts, low minority districts, low-poverty districts, and non-identified districts, were more likely than large districts, high-minority districts, high-poverty districts, and identified districts to provide most types of technical assistance to schools that were *not* low-performing. This suggests that large, high-minority, high-poverty, and identified districts may be focusing their resources more on schools that have greater needs. Padilla et al. (2006) also found that larger districts provided technical assistance to identified schools related to planning and data use at higher rates than did other districts, and that larger districts were more likely to sponsor professional development on an extensive range of topics between 2001 and 2004.

Exhibit 44
Percentage of Districts with Identified Schools Reporting That They Provided Technical Assistance to Various Types of Schools in Either 2003–04 or 2004–05

Type of Technical Assistance	All or Some Identified Schools	Schools That Are Not Low Performing	District Did Not Provide
Develop or revise school improvement plan	87%	57%	12%
Analyze assessment results to understand students' strengths and weaknesses	83%	67%	13%
Address instructional needs of students with IEPs	79%	56^	17%
Implement *NCLB* provisions relating to "qualified" paraprofessionals	72%	53%	24%
Address problems of student truancy, tardiness, discipline, and dropout	65%	50%	32%
Identify curricula, instructional strategies, or school reform models that have been shown to be effective in increasing students' achievement	65%	48%	30%
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is "highly qualified"	64%	43%	34%
Get parents more engaged in their child's education	56%	49%	40%
Improve students' test taking skills	52%	44%	45%
Address instructional needs of LEP students	49%	43%	48%
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	46%	44%	45%

Exhibit reads: Eighty-seven percent of districts with identified schools reported that they provided assistance to all or some of those schools to develop or revise their improvement plans in 2003–04 or 2004–05.

Source: NLS-*NCLB*, District Survey (n=156 districts with identified schools).

Identified schools in states with comprehensive support systems received technical assistance in many areas at higher rates than schools in states with limited or moderately comprehensive support systems. These areas of technical assistance included improving students' test-taking skills; implementing provisions related to qualified paraprofessionals; meeting the needs of LEP and special education students; and increasing parental involvement. In contrast, states with limited systems of support were less likely to provide technical assistance to identified schools in areas such as developing improvement plans, or meeting the needs of LEP students.

Five areas of technical assistance are discussed in greater detail below: improving teacher professional development, providing services for students with disabilities, providing services for limited English proficient (LEP) students, curriculum development, and developing and using achievement test results. These areas were chosen because they were the areas of greatest need or because assistance was least likely to have been received.

Most schools reported receiving the technical assistance they needed to improve professional development for teachers.

Districts are required by *NCLB* to provide technical assistance regarding professional development to identified Title I schools, and it appears that most were meeting this requirement. Most principals of identified schools (80 percent) reported needing technical assistance in 2003–04 or 2004–05 to improve the qualifications of school staff; of these, 91 percent said they received the assistance they needed, and 72 percent of those found the assistance sufficient to meet their needs. This means that 66 percent of principals in identified Title I schools that had a need for technical assistance to improve teacher professional development had their needs fully satisfied. In comparison, 62 percent of principals in identified schools needed assistance in staffing all classes with highly qualified teachers; of these, 76 percent received such assistance, and 80 percent thought it was sufficient to meet their needs. A previous longitudinal study found that 90 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 (Padilla et al., 2006). In non-identified schools, 53 percent of principals reported a similar need in 2003–04 or 2004–05; 84 percent received assistance, and 78 percent of those said the assistance they received was sufficient to meet their needs.

Identified schools were more likely to express the need for technical assistance to improve the quality of professional development in 2003–04 or 2004–05 than were non-identified schools (see Exhibit 45 and Appendix C, Exhibit C.17). More than three-quarters of all identified schools (including 97 percent of those in corrective action status) reported needing assistance in improving professional development for teachers, while only half of non-identified schools reported the same need. Schools with the highest proportions of minority or poor students reported the greatest need for technical assistance related to the professional qualifications of their staff.

Of the schools that reported needing technical assistance to improve services to students with disabilities, half did not have their needs met.

More than half of all schools reported needing technical assistance to address the needs of students with disabilities in 2004–05. About 30 percent of schools that needed this assistance did not receive it. Moreover, about one-quarter of the schools that received technical assistance related to students with disabilities were not satisfied that the assistance was sufficient to meet their needs. Schools in restructuring status reported the lowest levels of satisfaction with such technical assistance—39 percent were not satisfied that the assistance was sufficient. Overall, about one-half of the schools that needed assistance to improve services for students with disabilities did not have their needs met.

Schools that were identified for improvement were more likely to report needing technical assistance relating to students with disabilities than were non-identified schools (see Exhibit 46). Other school demographic features were not related to the need for technical assistance in this area (see Appendix C, Exhibit C.18).

Exhibit 45
Percentage of Schools Needing Technical Assistance to Improve the Quality of Teachers' Professional Development, by School Characteristic, 2003–04 or 2004–05

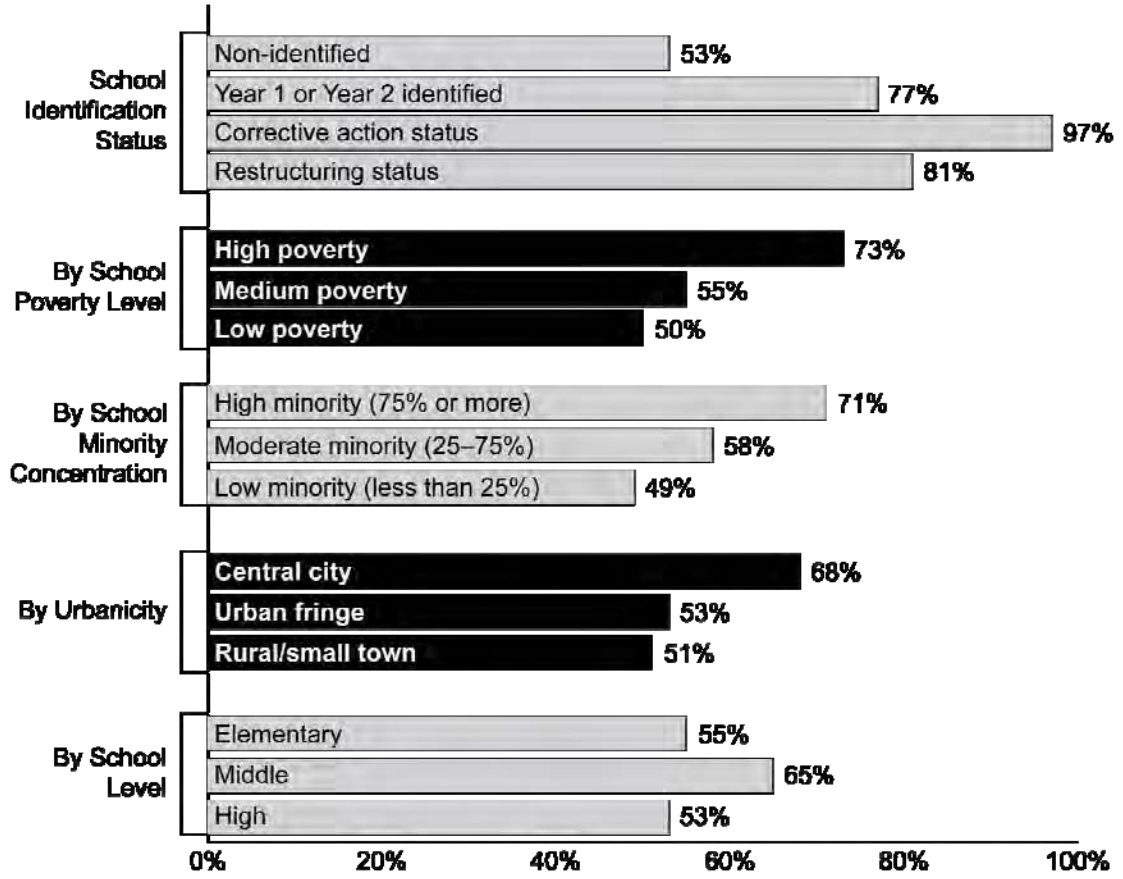

Exhibit reads: Fifty-three percent of non-identified schools reported needing technical assistance to improve the quality of teachers' professional development, compared with 77 percent of schools in Year 1 or 2 of being identified for improvement.

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools).

However, in 2004–05, teachers in identified schools reported receiving professional development related to students with disabilities at similar rates as their peers in non-identified schools. Fifty-three percent of elementary school teachers in identified schools received some professional development to meet the needs of students with disabilities. Similarly, 56 percent of secondary English teachers and 53 percent of secondary mathematics teachers in identified schools received the same kind of professional development. As would be expected, a large majority (86 percent) of special education teachers received professional development assistance related to students with disabilities.

Of the schools that reported needing technical assistance to improve services to LEP students, more than half did not have their needs met.

Exhibit 46
Percentage of Schools Needing Technical Assistance to Meet the Needs of Students with Disabilities, by School Characteristic, 2003–04 or 2004–05

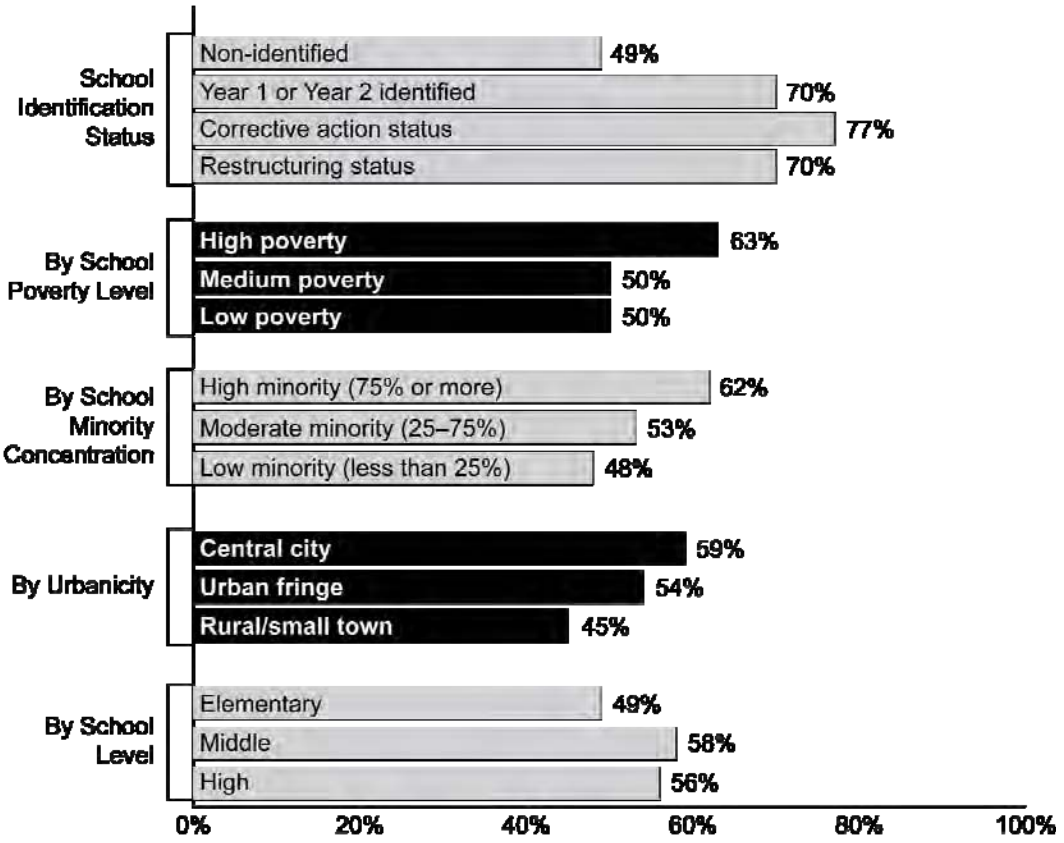

Exhibit reads: Forty-nine percent of non-identified schools reported needing technical assistance addressing the needs of students with disabilities, compared with 70 percent of schools in Year 1 or Year 2 of being identified for improvement in 2003–04 or 2004–05.

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools).

Two of every five schools reported needing technical assistance to meet the needs of LEP students in 2003–04 or 2004–05, but about one-third of these schools did not receive such assistance, and about one-third of the schools that did receive it were not satisfied that the assistance they received was sufficient to meet their needs. Overall, more than half of the schools that needed technical assistance to improve services for LEP students did not have their needs met.

Identified schools were more likely to report needing assistance to meet the needs of LEP students than were non-identified schools in 2003–04 or 2004–05 (see Exhibit 47 and Appendix C, Exhibit C.19). Schools with the lowest proportion of minority students reported needing this technical assistance at lower rates than schools with higher proportions. Schools with higher proportions of low-income students, however, reported receiving assistance related to LEP students more often (80 percent) than schools with the least student poverty (54 percent).

In 2004–05, 45 percent of teachers in identified elementary schools received assistance to meet the needs of LEP students, as did 50 percent of secondary English teachers and 36 percent of secondary mathematics teachers in identified secondary schools—rates similar to those reported by teachers in non-identified schools. However, a higher proportion of special education teachers in identified schools (29 percent) than in non-identified schools (18 percent) received professional development assistance related to LEP students.

Exhibit 47
Percentage of Schools Needing Technical Assistance to Meet the Needs of Limited English Proficient Students, by School Characteristic, 2003–04 or 2004–05

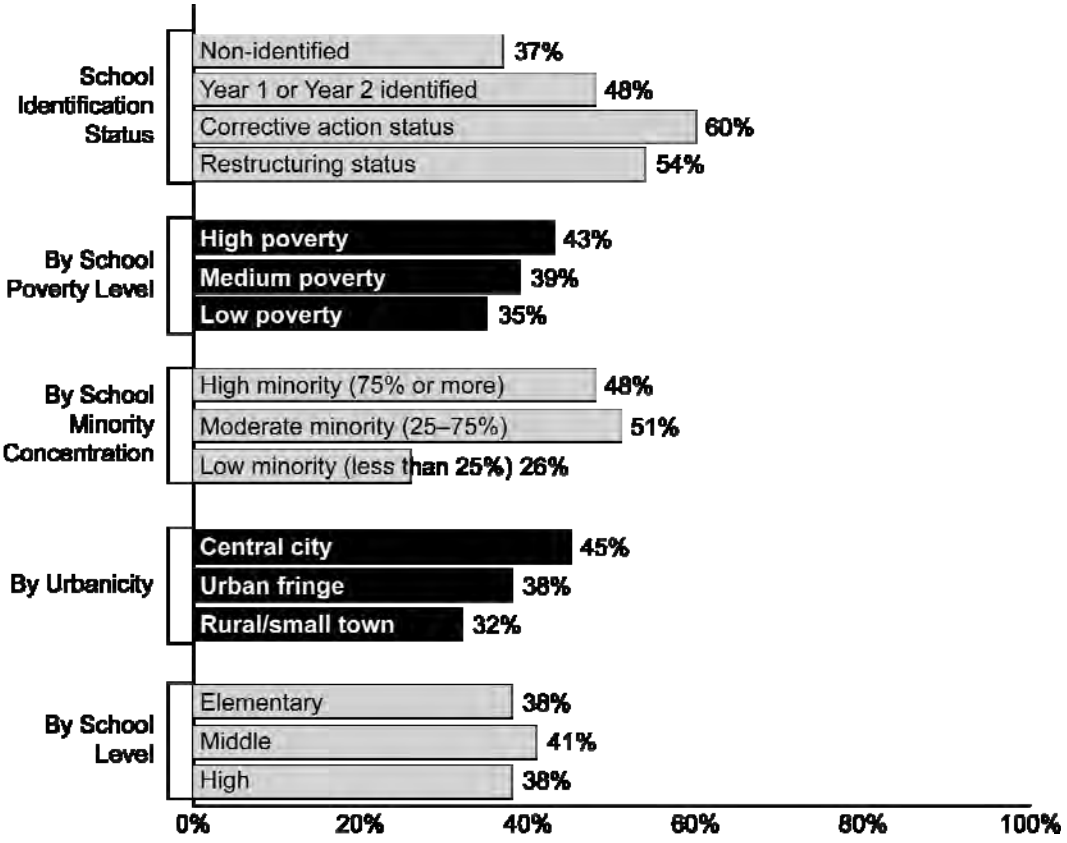

Exhibit reads: Thirty-seven percent of non-identified schools reported needing technical assistance addressing the needs of LEP students, compared with 48 percent of schools in Year 1 or Year 2 of being identified for improvement.

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools).

More than one-third of identified schools that reported needing assistance with curriculum development did not receive sufficient assistance.

Technical assistance was available to help most schools and districts that needed assistance in the area of curriculum, but more than one-third of identified schools that reported needing assistance with curriculum either did not receive it or did not find the assistance they received to be sufficient. Seventy percent of identified schools and about one-half of non-identified schools reported needing technical assistance identifying effective curricula, instructional strategies, or school reform models that

have been shown to be effective in increasing student achievement in 2003–04 or 2004–05. Eight percent of the identified schools that needed such assistance did not receive it, and, of those that did receive it, 28 percent reported that the assistance was not sufficient to meet their needs.

Most schools that needed technical assistance using achievement results received the help they needed.

Most schools reported needing and receiving assistance to help them make better use of achievement results in 2003–04 or 2004–05. Two-thirds of principals in identified schools and about 40 percent of those in non-identified schools reported needing technical assistance to better use achievement test results. Overall, about 90 percent of all schools that needed technical assistance to analyze assessments received this assistance, and over 80 percent were satisfied that the assistance they received was sufficient to meet their needs. Only 14 percent of identified schools that needed technical assistance relating to assessment did not have their needs met. High-minority schools and high-poverty schools were more likely to report needing technical assistance analyzing assessment results than were low-minority and low-poverty schools (see Exhibit 48).

Exhibit 48
Percentage of Schools Needing Technical Assistance to Analyze Assessment Results, by School Characteristic, 2003–04 or 2004–05

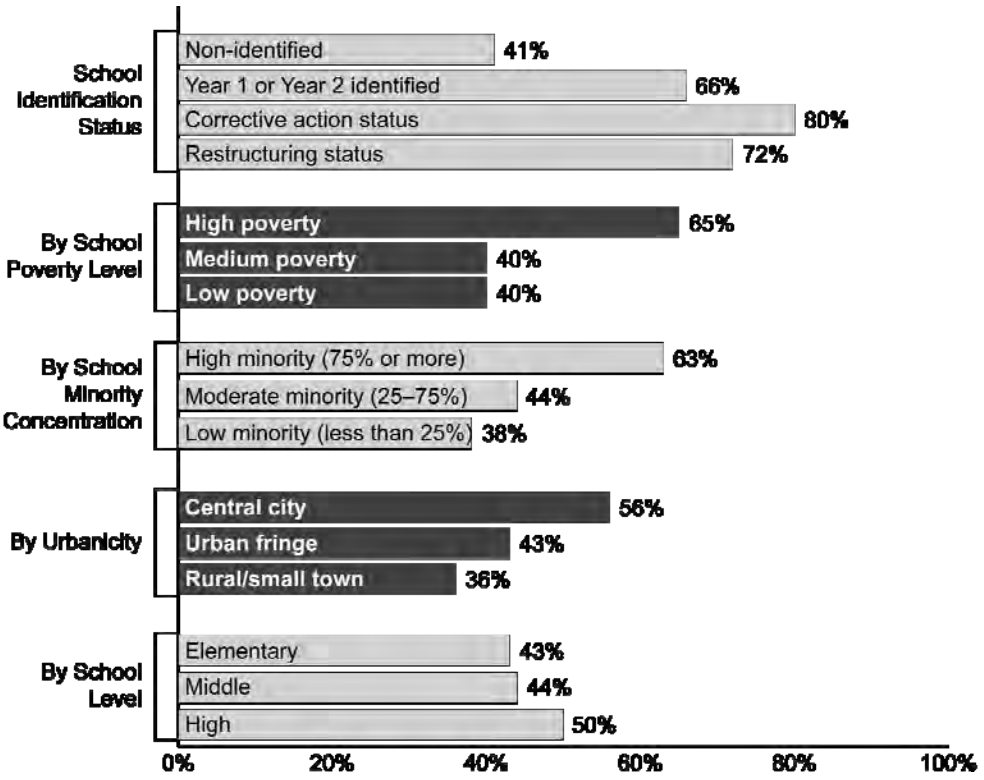

Exhibit reads: Forty-one percent of non-identified schools reported needing technical assistance analyzing assessment results to understand student strengths and weaknesses in 2003–04 or 2004–05, compared with 66 percent of schools in Year 1 or 2 of being identified for improvement that reported needing such assistance.

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools).

Improvement initiatives by schools

Nearly all schools were making improvement efforts. Identified schools emphasized more areas of improvement than did non-identified schools.

Almost all schools were engaged in their own voluntary improvement initiatives, and most principals reported placing a major focus on multiple school improvement strategies during 2004–05 (see Exhibit 49). Ninety percent of schools placed a major focus on at least one improvement effort, and more than one-half of schools reported a major focus on nine of ten strategies surveyed. Although the number of improvement strategies that were emphasized is not necessarily an indication of the intensity or the quality of the improvement efforts, identified schools were engaged in more improvement efforts than were non-identified schools. On average, identified schools reported a major focus on six different improvement efforts, compared with four efforts in schools that were not identified. Schools in corrective action and restructuring status reported a major focus on between six and seven different improvement efforts.

Exhibit 49
Percentage of Schools Reporting Major Focus on Various School Improvement Strategies, 2004–05

School Improvement Strategies	2004–05 Status				
	Identified Schools				Not Identified Schools (n=881)
	All Identified (n=430)	Year 1 or Year 2 Only (n=288)	Corrective Action Only (n=56)	Restructuring Only (n=79)	
Using student achievement data to inform instruction and school improvement	82%	81%	88%	86%	67%
Providing additional instruction to low-achieving students	78%	78%	75%	74%	60%
Aligning curriculum and instruction with standards and/or assessments	72%	69%	88%	82%	70%
Implementing new instructional approaches or curricula in reading	61%	58%	72%	71%	49%
Increasing the intensity, focus, and effectiveness of professional development	60%	57%	76%	70%	42%
Implementing new instructional approaches or curricula in mathematics	59%	59%	64%	56%	41%
Restructuring the school day to teach core content areas in greater depth (e.g., establishing a literacy block)	52%	50%	63%	59%	31%
Providing extended-time instructional programs (e.g., before-school, after-school, or weekend instructional programs)	51%	46%	80%	65%	31%
Implementing strategies for increasing parents' involvement in their children's education	32%	31%	47%	26%	13%
Increasing instructional time for all students (e.g., by lengthening the school day or year, shortening recess)	26%	25%	39%	22%	13%

Exhibit reads: Eighty-two percent of all identified schools gave major attention to using achievement data to inform instruction and school improvement.

Source: NLS-*NCLB*, Principal Survey.

Little can be said about the quality of school improvement efforts in 2004–05 in most areas, but responses from parents, teachers and principals may illuminate more about some of these areas. For example, although parent engagement was a major focus of school improvement efforts in less than one-third of the schools, parents reported that schools did very well at providing them with ways to help their students. Specifically, parents in eight districts were asked about their school's efforts to help them become more involved in their child's education. Approximately two-thirds of parents reported that the school did very well or okay at offering workshops, materials or advice about how to help their child learn at home (69 percent), providing information about how parents could help their child with his or her homework (65 percent), and informing parents of chances to volunteer at the school (64 percent). Parents in identified schools were less likely than parents in non-identified schools to report that the school did well at informing them of chances to volunteer.

Similarly, parents of students in identified schools were less likely than parents of students in non-identified schools to express satisfaction with their child's school. In the same survey of eight districts, only 57 percent of parents in identified schools said they would give their child's school an A or B grade, compared with 77 percent of parents in non-identified schools, and 15 percent said they would give the school a D or F grade, 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.

Reports from principals and teachers illuminate more about efforts in these key areas provided additional information about the focus of local improvement initiatives in the areas of curriculum, instructional time, and the use of assessments and assessment results.

Curriculum

Curriculum enhancement was a major focus of school improvement in identified and non-identified schools.

Most schools were involved in one or more efforts to improve curriculum and instruction in 2004–05. Seventy percent of all schools reported placing a major emphasis in their improvement efforts on aligning curriculum and instruction with state standards, and about one-half placed a major emphasis on improving instructional approaches or curriculum in reading and mathematics. Identified and non-identified schools were equally likely to emphasize alignment and new reading approaches; however, a higher proportion of identified than non-identified schools focused on improving curriculum in mathematics.

Attention to curriculum improvement was also reflected in state- and district-level actions in 2004–05. Twenty-six states reported providing technical assistance to all districts to identify and implement effective curricula, instructional strategies, or school reform models (though only 7 percent of identified districts were required by their state education agencies to implement new standards-based curricula). In addition, 39 percent of identified districts reported enacting district-wide changes to curriculum in reading, and 17 percent reported enacting changes in mathematics in response to being identified for improvement.

Almost all teachers had access to materials to align curriculum with standards.

According to previous studies, aligning curriculum and instruction with standards and assessments was a major focus of district assistance to Title I schools. Padilla et al. (2006) found that more that 90 percent of districts provided professional development in aligning curriculum and instruction as of 2003–04.

They also found that of seven improvement strategies and supports analyzed, aligning curriculum and standards, accompanied by professional development efforts in this area, was the only one that contributed over and above context factors to the prediction of a school's exiting improvement status by 2003–04.

The NLS-*NCLB* probed further about materials to improve alignment in 2004–05 and found that almost all teachers had access to supplemental materials to help them align curriculum and instruction to state standards. The most common materials were district or school standards that augmented state standards and curriculum guides or pacing sequences (see Exhibit 50). However, about one-half of the teachers had access to more detailed standards-based instructional support materials, including model lessons and guides that cross-referenced textbooks to state standards and assessments. Teachers in identified and non-identified schools had similar access to these materials.

Exhibit 50
Percentage of General Education Teachers Reporting Availability of Various Resources for Aligning Curriculum and Instruction With State Content Standards, 2004–05

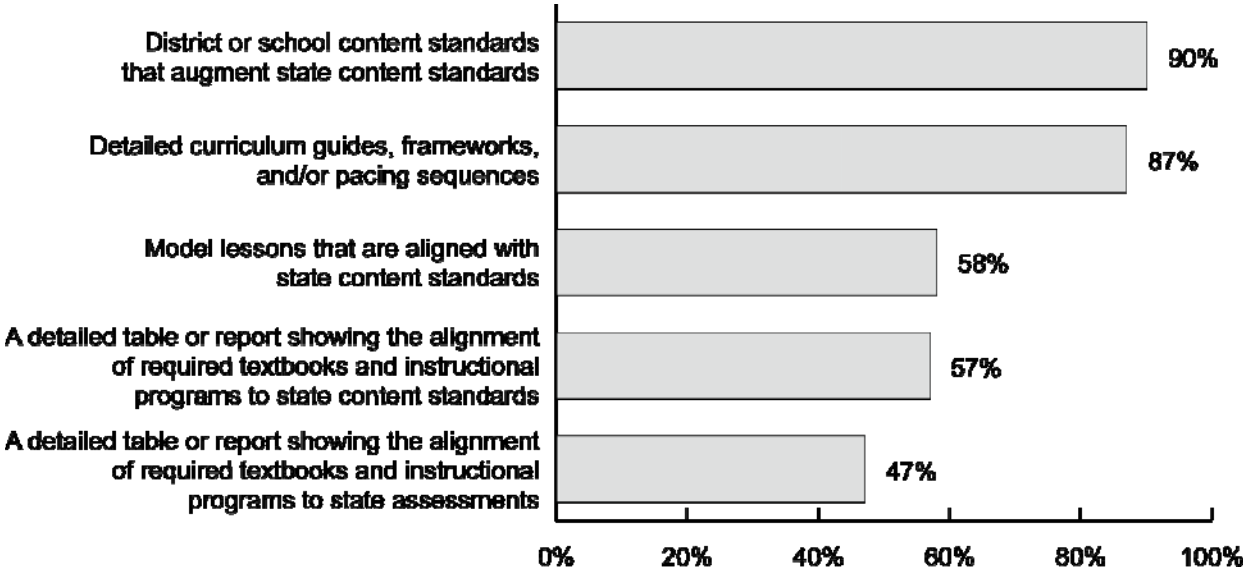

Exhibit reads: Ninety-one percent of all elementary teachers had access to district or school content standards that augmented state content standards.

Source: NLS-*NCLB*, Teacher Survey (n=7,394 teachers).

About one-third of teachers in identified schools reported having an inadequate number of textbooks and instructional materials.

Despite the availability of materials to help teachers align curriculum and instruction with state content standards, the quantity or quality of textbooks and other instructional materials presented a moderate or major challenge to as many as one-third of the teachers in identified schools in 2004–05 (see Exhibit 51). In identified elementary schools, 33 percent of teachers reported that they lacked sufficient textbooks and other instructional materials, compared with 20 percent of teachers in non-identified elementary schools. Some of the challenges that confronted teachers (e.g., large class sizes) were difficult to address, but the provision of textbooks and instructional materials is basic, and one-third or more of teachers in identified schools reported lacking these fundamental educational materials.

Exhibit 51
Percentage of General Education Teachers Reporting Moderate or Major Challenges to Improving Student Performance, 2004–05

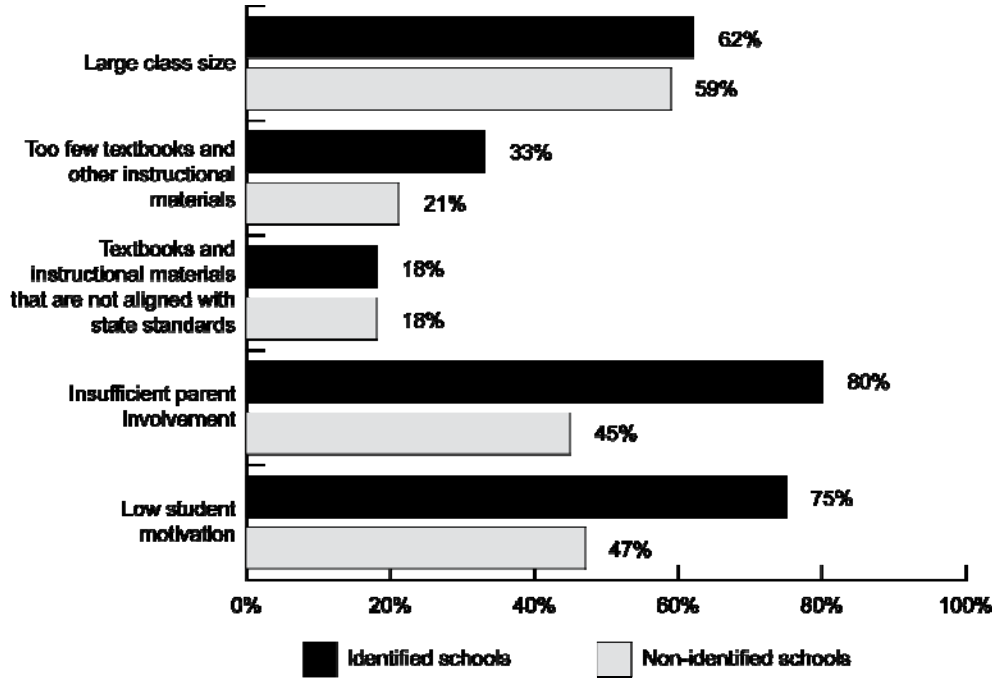

Exhibit reads: Fifty-nine percent of elementary teachers in non-identified schools reported that large class size was a moderate or major challenge in their efforts to improve student performance, compared with 62 percent of elementary teachers in identified schools.

Source: NLS-*NCLB*, Teacher Survey (n=7,394 teachers).

Instructional time

To increase instructional time for students in reading and mathematics, districts and schools followed two main strategies: implementing extended-time instructional programs outside of the normal school day, and reorganizing the school day to increase or decrease the amount of instructional time for specific subjects. Both strategies were popular, and some schools (34 percent) reported using some form of both strategies to increase the time of instruction for their students.

> In 2004–05, almost three-quarters of schools offered extended-time instructional programs, which served a small, although rising, percentage of students. Identified schools were more likely to offer extended time programs than were non-identified schools.

Seventy-two percent of all schools implemented some kind of extended-time instructional program during 2004–05, compared with 63 percent that reported offering extended time programs in 1997–98 (Chambers, Lieberman, Parrish, Kaleba, Van Campen, and Stullich, 2000). After-school programs were the most common, with 68 percent of schools reporting after-school tutorials or instruction, up from 57 percent in 1997–98 (see Exhibit 52). Before-school and weekend programs were less common but their availability also increased during the past decade.

Exhibit 52
Percentage of Schools Offering Extended Time Instructional Programs and Percentage of Students Served by Such Programs, 1997–98 and 2004–05

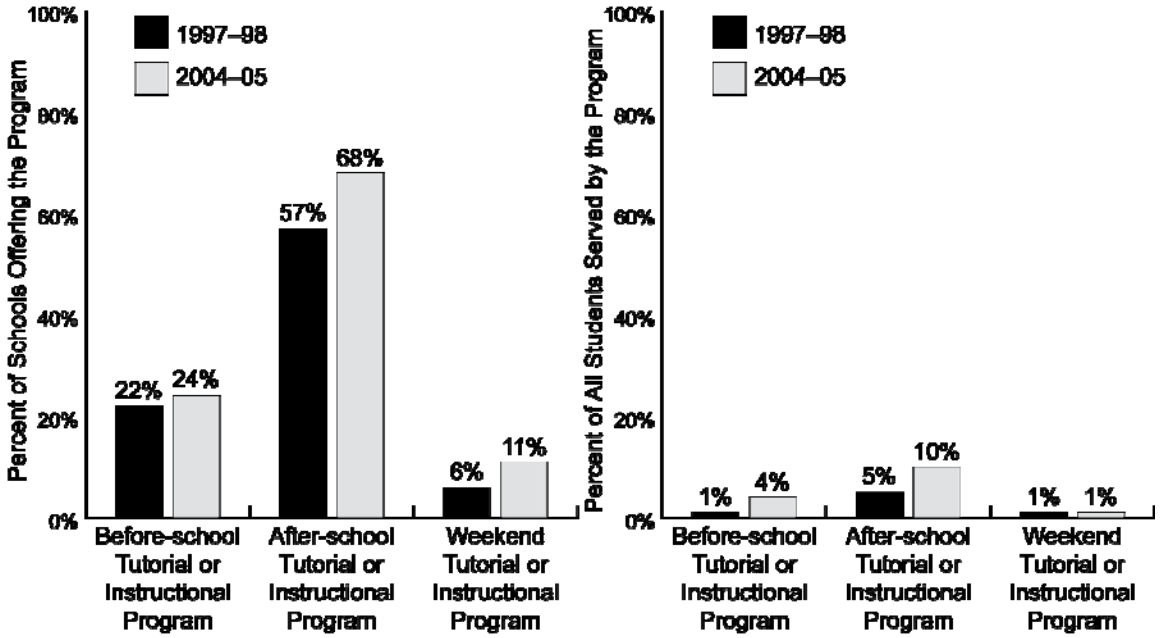

Exhibit reads: Twenty-two percent of schools offered before-school tutorial or instructional programs in 1997–98 and 24 percent offered such programs in 2004–05.

Sources: NLS-*NCLB*, Principal Survey Study of Educational Resources and Federal Funding (n=1,311 schools).

Overall, after-school programs served 10 percent of all students nationally in 2004–05, double the proportion reported in 1997–98 (Chambers, Lieberman, Parrish, Kaleba, Van Campen, and Stullich, 2000). (See Exhibit 52). Similarly, 4 percent of all students were served by before-school programs nationally in 2004–05, an increase from 1 percent nine years ago; the proportion of students served by weekend programs nationally remained stable at about 1 percent.

In schools that implemented after-school programs, 17 percent of students participated in these programs, up from 9 percent in 1997–98 (see Exhibit C.20 in Appendix C). Where implemented, after-school programs provided students an average of 134 additional hours of instructional time per year; before-school programs added 115 hours. The comparable figures for 1997–98 were 111 hours and 77 hours, respectively. By comparison, weekend programs added only 52 hours of instructional time, on average, in 2004–05, about the same amount as in 1997–98.

As in the 1997–98 study, extended-time instructional programs in 2004–05 were more frequent among Title I schools, urban schools, and schools with higher proportions of poor and minority students. Furthermore, a higher proportion of schools identified for improvement reported implementing extended-time instructional programs (86 percent, see Exhibit C.20 in Appendix C) than did non-identified schools (70 percent). When asked about strategies for school improvement, 51 percent of identified schools reported a major focus on using extended-time instructional programs, compared with 31 percent of non-identified schools. However, there were no differences between identified and non-identified schools in terms of the length of time the programs lasted or the proportion of their students served in these programs.

One-quarter of schools reported increasing instructional time for all students during the school day in 2004–05.

Twenty-six percent of schools reported increasing the length of the school day or the school year to provide more instructional time for all students. Consistent with that report, one-quarter of districts reported that they required both identified and non-identified schools to increase the amount of time spent on mathematics or reading instruction in 2004–05. In addition, about 15 percent of districts with identified schools extended the school day or year in those schools.

At the elementary level, identified schools were more likely to report increasing the amount of time students spent on reading and mathematics instruction than were non-identified schools. One-third of the principals of identified elementary schools reported that their school lengthened the amount of instructional time in reading by more than 30 minutes per day between 2003–04 and 2004–05, compared with 13 percent of principals in non-identified schools (see Exhibit 53). Seventeen percent of identified schools—twice as many as non-identified schools—reported increasing instructional time in mathematics by 30 minutes or more per day (see Appendix C, Exhibit C.21 for all responses). The increases in time for reading and mathematics from 2003–04 to 2004–05 were not offset by similar decreases in time in other subjects, which raises some questions about the accuracy of the principal reports. It is possible that the increases were accomplished through more focused use of existing classroom time, or teachers made reductions in other subjects on an individual basis and the principal was unaware of their specific choices. In contrast, the Center on Education Policy (2006) found that 71 percent of districts reported that, over an unspecified but presumably longer period of time, elementary schools had reduced the amount of instructional time at least minimally in at least one subject to increase time for reading or mathematics. The most comparable result based on the NLS-*NCLB* survey is that 20 percent of elementary school principals reported decreasing instructional time by any amount in any other subject from 2003–04 to 2004–05. Yet, 50 percent of principals in identified elementary schools and 33 percent of principals in non-identified elementary schools reported increasing instructional time by any amount in either reading or mathematics.

Exhibit 53
Percentage of Elementary Schools Increasing and Decreasing Instructional Time in Various Subjects by More Than 30 Minutes per Day Between 2003–04 and 2004–05

	Identified Schools (n=247)		Non-Identified Schools (n=588)		All Schools (n=838)	
Subject	**Increased More Than 30 Minutes**	**Decreased More Than 30 Minutes**	**Increased More Than 30 Minutes**	**Decreased More Than 30 Minutes**	**Increased More Than 30 Minutes**	**Decreased More Than 30 Minutes**
Reading	30%	0%	13%	0%	15%	0%
Mathematics	17%	0%	8%	0%	9%	0%
Science	5%	1%	4%	0%	4%	1%
Social studies	1%	3%	1%	1%	1%	1%
Art/music	1%	3%	0%	1%	0%	2%
Physical education/health	2%	2%	0%	1%	0%	1%
Other	4%	1%	0%	3%	0%	3%

Exhibit reads: Thirty percent of identified schools reported increasing instructional time in reading by more than 30 minutes per day.

Source: NLS-*NCLB*, Principal Survey.

At the secondary level, 55 percent of identified schools reported increasing instructional time in reading for low-achieving students and 47 percent reported increasing instructional time in mathematics for low-achieving students between 2003–04 and 2004–05. Fewer than 20 percent reported increasing instructional time for low-achieving students in science (17 percent), social studies (16 percent) or other subjects (physical education, health, art, music, etc.) (9 percent). Identified secondary schools were more likely to increase reading instructional time than were non-identified schools; 55 percent of identified secondary schools reported increasing instructional time in reading for low-achieving students, compared with 36 percent of non-identified secondary schools (see Exhibit 54).

Exhibit 54
Percentage of Secondary Schools Increasing Instructional Time for Low-Achieving Students in Various Subjects Between 2003–04 and 2004–05

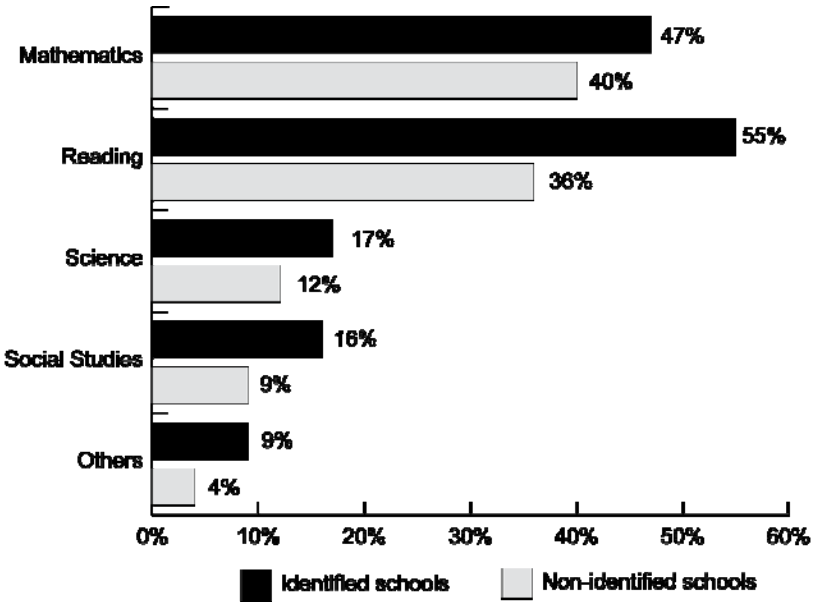

Exhibit reads: Forty-seven percent of identified secondary schools reported increasing the amount of time low-achieving students spent learning mathematics between 2003–04 and 2004–05, compared with 40 percent of non-identified secondary schools.

Source: NLS-*NCLB*, Principal Survey (n=454 secondary schools).

Fewer than 3 percent of secondary schools, regardless of identification status, reported decreasing instructional time for low-achieving students in reading, mathematics, science, or social studies, and fewer than 10 percent reported decreasing instructional time in other subjects.

Use of assessment results

Better use of assessment results was a common focus of school improvement efforts.

The vast majority of principals in identified schools and non-identified schools reported focusing to a moderate or major extent on using student achievement data for a variety of school improvement efforts in 2004–05 (see Exhibit 55). For example, more than 80 percent of principals reported moderate or extensive use of state test results to develop or revise their school improvement plans, correct gaps in curriculum, and identify individual student needs.

Exhibit 55
Percentage of Schools Reporting Moderate or Extensive Use of State Achievement Tests for Various Purposes, 2004–05

Purpose	Identified Schools (n=430)	Non-Identified Schools (n=881)
Develop or revise our school improvement plan	98%	85%
Identify and correct gaps in the curriculum	91%	85%
Plan professional development activities for teachers	97%	82%
Identify students who need additional instructional support	94%	82%
Tailor instruction to individual students' needs	93%	75%
Group students for instruction (either within or across grade	80%	63%
Improve or increase the involvement of parents in student learning	73%	49%

Exhibit reads: Ninety-eight percent of identified schools reported making moderate or extensive use of state achievement tests to develop or revise their school improvement plans.

Source: NLS-*NCLB*, Principal Survey.

Almost all schools, regardless of improvement status, had access to additional resources to help them use test results, and most were making moderate to extensive use of these resources. For example, in 2004–05, 74 percent of districts reported providing assistance to identified schools to help them analyze assessment results to understand students' strengths and weaknesses, and 67 percent provided assistance to schools that were not identified. Almost all schools reported having access to additional resources to help them understand and use test results, including information from workshops (95 percent), information on how to use test results for instructional planning and school improvement (94 percent), comparative test results from other schools (90 percent), and computerized databases (86 percent).

However, schools were more likely to use some of these test-related resources than they were others. For example, in 2004–05, 76 percent of all schools made moderate or extensive use of information on how to use test results for instructional planning or school improvement, but only 46 percent made at least moderate use of comparative test results from other schools. Similarly, schools with high concentrations of poor and minority students were more likely to report moderate or extensive use of test-related resources than were schools with low concentrations of poverty and minority students.

Almost all teachers used state test results to improve student learning in one or more ways.

Most teachers made moderate or extensive use of state test results for one or more instructional purposes in 2004–05. Overall, 88 percent of all teachers, and 90 percent of teachers in identified schools reported using state test results moderately or extensively for one or more purposes. For example, 80 percent of elementary teachers and secondary English teachers in identified schools used state reading assessment results to identify areas in which they needed to strengthen their content knowledge or teaching skills (see Exhibit 56). Teachers in identified schools were more likely to use state reading tests results than were teachers in non-identified schools. Similar patterns were found for the use of mathematics assessments: Eighty-four percent of all mathematics teachers, and 91 percent of mathematics teachers in identified schools reported moderate or extensive use of state mathematics tests for one or more purposes.

Exhibit 56
Percentage of Elementary Teachers and Secondary English Teachers Using State Reading Assessment Results Moderately or Extensively for Various Purposes, 2004–05

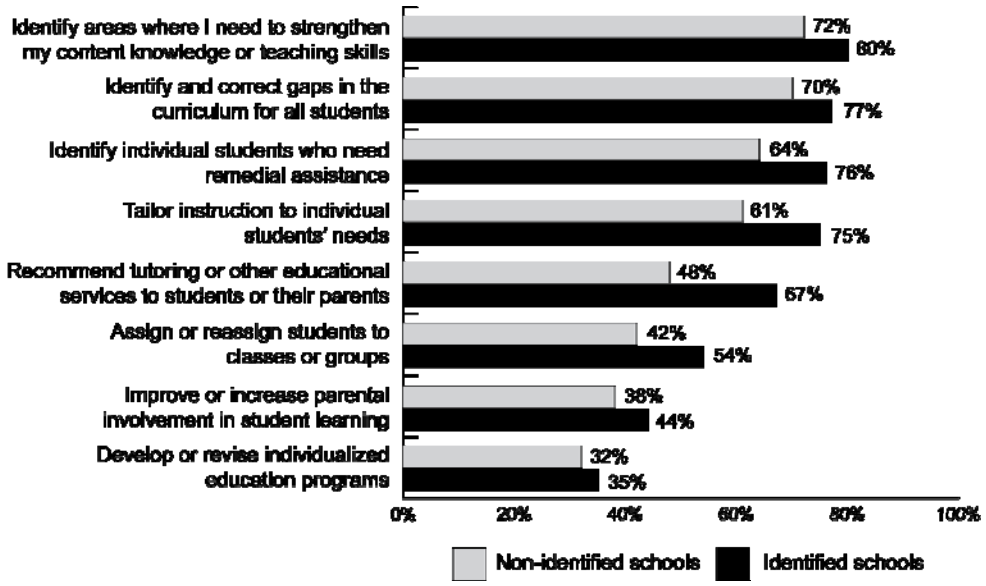

Exhibit reads: Seventy-two percent of elementary teachers and secondary English teachers in non-identified schools and 80 percent of these teachers in identified schools used the results of state reading tests moderately or extensively to identify areas in which they needed to strengthen their content knowledge or teaching skills.

Source: NLS-*NCLB*, Teacher Survey (n=3,194 elementary teachers and 1,242 secondary English teachers).

In 2004–05, teachers in states that had their own accountability programs were more likely to have access to assessment-related resources and were more likely to use test results than were teachers in other states. For example, teachers in states that had their own accountability initiatives reported that they had access more often to test results that were summarized by grade level and by classroom than did teachers in other states. Teachers in states with state accountability initiatives were also more likely to use test results for specific purposes, including assigning students to classes or groups, tailoring instruction to

individual students, recommending tutoring services, and identifying areas in which to strengthen their own content knowledge or teaching skills. Principals in states with their own accountability programs reported using information from workshops and computerized databases more often than did principals in other states.

Similarly, principals in states with comprehensive systems of support were more likely to report that their schools used available test score data moderately or extensively for a variety of purposes than were principals in states with moderate or limited systems of support.[65] For example, 88 percent of principals in states with comprehensive systems of support reported moderate or extensive use of test data to identify individual student needs, compared with 78 percent in states with moderate or limited support. Teachers, too, were more likely to report moderate or extensive use of test score data for a variety of purposes in states with comprehensive systems of support than were those in states with moderate or limited systems of support. For example, teachers reported using reading test data moderately or extensively more often to identify students in need of remedial assistance in states with comprehensive systems of support than in states with limited systems of support (72 percent of elementary teachers and 68 percent of secondary teachers in states with comprehensive support, compared with 63 percent and 50 percent, respectively, in states with moderate or limited support). Similarly, in states with comprehensive systems of support, 64 percent of elementary teachers and 54 percent of secondary teachers used data from mathematics tests moderately or extensively to tailor instruction to individual student needs, compared with 57 percent of elementary teachers and 40 percent of secondary teachers, respectively, in states with moderate or limited support. Significant differences were also found in the use of mathematics test data to recommend tutoring (55 percent of elementary teachers in states with comprehensive systems of support, compared with 42 percent in states with moderate or limited support).

These differences in use occurred despite the fact that principals and teachers in both groups of states reported similar levels of access to various test-related resources. For example, more than 90 percent of principals and teachers in all states reported that they had access to school level test results in different formats, as well as access to results for individual students and student subgroups. Seventy-five percent or more of teachers and principals in all states reported that test score data were available at the classroom level, as well.

Two-thirds of schools used periodic progress assessments.

Two-thirds of the schools supplemented annual state assessments with "progress assessments" or "progress tests," i.e., required assessments that are administered periodically throughout the school year and scored rapidly to provide feedback for teachers' instructional planning. Progress tests were more common in identified schools than in non-identified schools, in reading than in mathematics, and in elementary schools than in secondary schools (see Exhibit 57). Progress tests also were more common in schools with high concentrations of students from low-income families and high concentrations of minority students.

Progress tests were administered at different intervals, ranging from once every six to eight weeks (47 percent of teachers who administered progress tests in mathematics, 42 percent of teachers who administered progress tests in reading) to only two or three times per year (33 percent of teachers who administered progress tests in mathematics, 45 percent of teachers who administered progress tests in reading). More frequent progress testing provides more frequent information to teachers.

[65] The comprehensiveness of state systems of support is described in Chapter VI, p. 74.

Almost all teachers who administered progress tests used results to improve student learning.

A large majority of teachers in schools that administered reading progress tests in 2004–05 used the results moderately or extensively for several purposes. For example, 92 percent of teachers in identified schools and 90 percent of teachers in non-identified schools who administered progress tests in reading used the results to tailor instruction to individual students' needs (see Exhibit 58). The results were similar for progress tests in mathematics.

Exhibit 57
Percentage of Schools Administering Progress Tests, by School Characteristic, 2004–05

Characteristic	Reading Tests	Mathematics Tests
All schools (n=1,311)	66%	55%
School Identification Status		
Not identified	64%	52%
Year 1 and Year 2 of identified for improvement status	76%	67%
Corrective action status	80%	63%
Restructuring status	90%	73%
School Poverty Level		
High poverty	86%	70%
Medium poverty	70%	61%
Low poverty	51%	41%
School Minority Concentration		
High minority (75% or more)	86%	72%
Moderate minority (25–75%)	77%	62%
Low minority (less than 25%)	50%	43%
Urbanicity		
Central city	73%	59%
Urban fringe	68%	57%
Rural/small town	56%	47%
School Level		
Elementary	76%	62%
Middle	57%	49%
High	48%	42%

Exhibit reads: Sixty-six percent of all schools administered progress tests in reading, compared with 55 percent that administered progress tests in mathematics.

Source: NLS-*NCLB*, Principal Survey.

Interventions for identified schools

The required interventions for schools identified for improvement under *NCLB* escalated as schools moved from Year 1 of improvement to Year 2 of improvement, and then to corrective action and restructuring. Initial requirements include notifying parents about the status of the school, joint planning for school improvement between the school and district, and allowing parents to transfer their children to a non-identified school in the district with transportation provided. More serious interventions include replacing all school staff and state takeover of the operation of the school. States and districts must take at least one action on the mandated list against schools in corrective action and restructuring status.

Exhibit 58
Percentage of General Education Teachers Administering Progress Tests in Reading Who Use Results Moderately or Extensively for Various Purposes, 2004–05

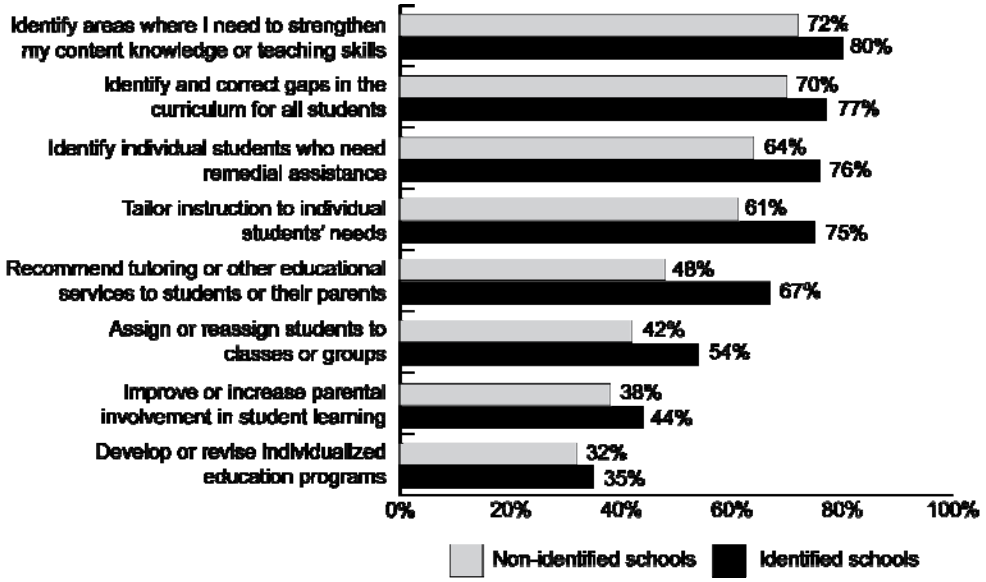

Exhibit reads: Ninety-two percent of general education teachers in non-identified schools who administered reading progress tests used the results from these tests moderately or extensively to identify individual students needing remedial assistance, compared with 90 percent of general education teachers in identified schools.

Source: NLS-*NCLB*, Teacher Survey (n=7,394 teachers).

Required interventions occurred in most, but not all, Title I schools in Year 1 or Year 2 of identification for improvement or in corrective action.

Eighty-three percent of all identified schools and 82 percent of identified Title I schools developed a joint improvement plan with the district or state. Eighty-nine percent of Title I schools in Year 1 of improvement reported notifying parents of the school's improvement status (see Exhibit 59). Over 80 percent of Title I schools in Year 1 of improvement also offered parents the option of transferring their children to a non-identified school. This also means, however, that close to 20 percent of schools required to offer choice did not do so. Padilla et al. (2006) reported almost identical numbers for the years 2002–03 and 2003–04 and noted that some districts and schools faced important challenges in implementing choice (such as expanding capacity, time to set up the program, availability of alternatives, and transportation), and that for some schools there were simply no choices available for transfer (especially to higher performing schools).

In almost all Title I schools in Year 2 of improvement in 2004–05, students were offered supplemental educational services. This represents an increase in access to supplemental services over prior years; 58 percent of schools required to offer supplemental services in 2002–03 actually made them available, and 83 percent offered them in 2003–04 (Padilla et al., 2006). In 2004–05, students from low-income families in 90 percent of Title I schools in Year 2 of improvement were offered supplemental educational services. These services were also provided by almost all Title I schools in corrective action and restructuring status.

Exhibit 59
Percentage of Title I Schools Experiencing Various Types of Interventions From Their State or District, 2004–05

NCLB-Mandated Interventions	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)
Actions Required for All Identified Schools				
Parents notified of school's improvement status	89%	96%	96%	100%
District or state developed a joint improvement plan with the school	81%	73%	93%	91%
Students offered the option to transfer to a higher-performing school, with transportation provided	82%	75%	96%	95%
Action Required for Identified Schools That Miss AYP After Identification (Year 2 of Improvement)				
Students offered supplemental educational services from a state-approved provider	46%	90%	94%	100%
Corrective Actions (At Least One Required for Schools in Corrective Action Status)				
Required implementation of 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 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%
State takeover	2%	0%	0%	9%
Replaced all school staff	0%	1%	0%	2%
Appointed new principal	21%	20%	20%	20%

Exhibit reads: Eighty-nine percent of Title I schools identified for improvement under *NCLB* for the first year reported that parents had been notified of the school's improvement status.

Note: The results refer to Title I schools exclusively because *NCLB* mandates apply only to these schools. However, some states identify and intervene in non–Title I schools as well. A replication of these analyses with an extended sample that included all identified schools did not produce noticeably different results.

Source: NLS-*NCLB*, Principal Survey.

Similarly, 96 percent of Title I schools in corrective action status for 2004–05 experienced at least one of the *NCLB*-defined interventions. The most common interventions involved changes in curriculum and the appointment of outside advisors (see Exhibit 58). Eighty-nine percent of schools in corrective action were required to implement a new curriculum; 59 percent had an outside expert or advisor assigned to them. These two actions were the most common corrective actions reported in previous studies of Title I (Shields et al., 2004). Researchers also found that districts with identified schools often required the adoption of a new curriculum for reasons other than being identified for improvement; for example,

the regular textbook adoption cycle drove the decision more often than did being identified for improvement (Shields et al., 2004). In 2004–05, only 27 percent of schools in corrective action status reported a reduction in management authority in the school, and only 7 percent reported that relevant staff members were replaced. This is also consistent with findings from Padilla et al. (2006), who reported that 12 percent of districts with schools in corrective action required either of these changes.

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 schools in Year 2 of improvement were required to implement new research-based curricula or instructional programs.

Reports from districts corroborate these reports from schools. Many districts reported that they required some or all identified schools to undertake specific improvement efforts. The most common district interventions were assignment of a specialist or coach to support instruction in mathematics or literacy (29 percent) and increasing the amount of time spent on these subjects (25 percent) (see Exhibit 60). It was also common for districts to require some improvement efforts from all their schools, both identified and non-identified. For example, 36 percent of districts with identified schools required all of their schools to implement progress tests every few weeks to monitor student progress and 27 percent required all schools to adopt a new reading curriculum. An additional 14 percent and 19 percent of districts with identified schools, respectively, required these two actions in identified schools only.

Exhibit 60
Percentage of Districts With Identified Schools Requiring Schools to Enact Various Improvement Efforts, 2004–05

Required Action (n=289)	Some or All Identified Schools	Both Identified and Non-Identified Schools	Action Not Required
Assign a school-site instructional specialist or coach to support mathematics or literacy instruction	29%	24%	42%
Increase the amount of time spent on mathematics or reading instruction	25%	15%	55%
Implement focused test preparation materials or activities	21%	16%	62%
Adopt a new reading curriculum or instructional program	19%	27%	47%
Administer common interim or progress tests every few weeks to monitor student progress	14%	36%	47%
Adopt a new mathematics curriculum or instructional program	12%	15%	71%
Assign a school-site instructional specialist or coach to support instruction for students with limited English proficiency	9%	7%	83%
Adopt a new English language instruction program for students with limited English proficiency	3%	14%	83%

Exhibit reads: Twenty-nine percent of districts with identified schools assigned a school-site mathematics or literacy instructional specialist or coach to some or all of these schools

Note: Identified schools include those designated identified for improvement Year 1, Year 2, corrective action, or restructuring. The district survey does not differentiate among schools based on Title I status, so results refer to all schools not just Title I schools.

Source: NLS-*NCLB*, District Survey (n=289 districts).

Few Title I schools in restructuring status reported experiencing any of the specific interventions listed in the law.

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 replacement of all of the school staff (2 percent).[66] 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 it is possible that schools in restructuring status may have experienced another kind of restructuring intervention not specifically listed in the law. Twenty 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, so this may reflect the normal rate of turnover among principals in high-needs schools rather than a focused intervention. Schools in restructuring status frequently reported interventions associated with the "corrective action" stage of school improvement, including implementing a new research-based curriculum or instructional program (72 percent) or appointment of an outside expert to advise the school (62 percent). These results are consistent with those reported previously by Shields et al. (2004). It should be noted that schools in the first year of restructuring are only required to plan for one of the interventions which must be implemented in the second year (if the school misses AYP again). Fifty-four percent of the schools in restructuring status in 2004–05 were in at least their second year of restructuring.

The limited use of the restructuring interventions may partly reflect the fact that restructuring is implemented in two stages, with schools spending a year planning for restructuring and then a year implementing the restructuring plan. Whatever the reason, the most significant interventions involving major changes to school governance and staffing were rarely used in 2004–05 even among schools in restructuring status. It is worth recalling that about 16 percent of schools in restructuring in 2003–04 successfully exited restructuring in 2004–05 (Chapter 3), and in those cases, the less significant actions might have been successful.

Title I schools in corrective action and restructuring experienced a greater number of interventions than did schools in Year 1 or Year 2 of improvement. Title I schools in corrective action and restructuring status experienced, on average, seven interventions during 2003–04, while schools in Year 1 or Year 2 of improvement status experienced about five different interventions. On average, Title I schools that were not identified experienced three interventions.

Consistent with school reports, states reported that they rarely used the most serious *NCLB* interventions for schools in restructuring; only two states reported using the state takeover option for schools in restructuring status. The most common state interventions for schools in corrective action were implementation of a new curriculum (33 states, the District of Columbia and Puerto Rico) and appointment of outside advisors (27 states, the District of Columbia and Puerto Rico), but other strategies also were used (see Exhibit 61). The 29 states with schools facing restructuring had no predominant intervention for those schools.

[66] The NLS-*NCLB* principal 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." The survey did not include an option for "any other major restructuring of the school's governance."

DISTRICT IMPROVEMENT EFFORTS

Although schools have received most of the attention under *NCLB* to date, growing attention is being paid to districts. The attention reflects both the fact that districts themselves are being identified for improvement under *NCLB*—and thus must take steps to function more effectively—and the fact that districts play an important role in helping their schools improve. The two are inextricably linked, and this section encompasses both aspects of district improvement.

Efforts to improve the performance of school districts include: state technical assistance to districts, voluntary district initiatives, and required corrective actions for districts that continue to perform inadequately. In 2004–05, 10 percent of districts (1,511 districts) were formally identified for improvement, and less than 1 percent (49 districts) were in corrective action status (see Chapter IV). As a result, corrective actions for districts (particularly the most serious types of interventions) were a relatively new and limited phenomenon. However, states were taking other actions to support district improvement and to help districts fulfill their roles in school improvement, and identified and non-identified districts were taking voluntary initiatives to improve their own performance.

Exhibit 61
Number of States Using Specific Corrective Action and Restructuring Strategies, 2004–05

		Number of States
Corrective action strategies (n=37 states with schools in corrective action status)	Replacement of staff relevant to failure to make AYP	20
	Implementation of a new curriculum	35[a]
	Significant decrease in management authority at the school	17
	Appointment of an outside advisor	29[a]
	Extension of the school year or school day	26
	Restructuring the internal organization of the school	23
Restructuring strategies (n=29 states with schools in restructuring status)	Reopening the school as a public charter school	4
	Replacing all or most of the school staff	9
	Hiring a private management contractor	7
	State takeover of a school	2
	Other major restructuring of school governance	18

Exhibit reads: Twenty states reported replacing school staff relevant to the failure to make AYP as an intervention for schools in corrective action status.

[a] Indicates that the District of Columbia and Puerto Rico are included.

Source: SSI-*NCLB*, Accountability Interviews.

State support systems for districts

State mechanisms for supporting identified districts were not yet fully developed.

Systems designed to support districts identified for improvement were less well established than were those intended to support schools, and there was considerable variation among states in 2004–05. Fourteen states implemented supports designed exclusively to assist districts identified for improvement. In some cases the support was not extensive or was provided only at the request of districts. In nine other states, most state support was targeted toward districts, regardless of their improvement level. These states perceived the district as playing an important role in supporting schools and opted to focus much of their support on districts rather than schools. Another 15 states integrated into the same support system those schools and districts identified for improvement. In these states, a support team worked with schools that were identified for improvement, and their district received similar support, but with a slightly different focus, if the district was identified for improvement. Eleven other states had no districts identified for improvement and were still determining how they could best support those

that might become identified. Hawaii, Puerto Rico, and the District of Columbia, which are essentially single-district entities, were not included in this classification.

Providing technical assistance for district improvement

Types of technical assistance provided by states

Most states provided a broad range of technical assistance to all districts.

All responding states but one reported providing technical assistance to all districts on accountability system rules and requirements, and almost all reported providing assistance to some districts on a variety of other aspects of NCLB (see Exhibit 62). These findings reflect the NCLB requirement that all districts be provided with basic information about accountability rules and requirements and the interpretation of student achievement data (the topics addressed by the largest number of states). Some states provided technical assistance specifically to identified districts, most notably in developing and implementing district improvement plans (23 states) and providing better professional development to schools in the areas in which they did not make AYP (12 states).

Exhibit 62
Number of States Providing Technical Assistance to Districts, by Type of Technical Assistance, 2004–05

Type of Technical Assistance	All Districts	All Identified Districts	Some Identified Districts	Support Not Provided	No Response
Clarify accountability system rules and requirements	40	1	0	0	11
Analyze student assessment data	30	8	3	0	11
Identify and implement strategies to address the needs of students with individualized education programs	28	6	4	2	12
Identify and implement effective curricula, instructional strategies, or school reform models	26	7	4	2	13
Develop strategies to recruit and retain more qualified teachers who are "highly qualified" under *NCLB*	22	2	2	9	17
Identify parent involvement strategies	22	7	4	4	15
Identify and implement strategies to address the needs of LEP students	19	7	7	3	16
Improve the quality of professional development in areas in which schools missed AYP targets	17	12	6	1	16
Analyze and revise budgets to use resources more effectively	17	8	6	6	15
Develop and implement a district improvement plan	15	23	1	1	12
Other support provided	5	0	0	0	47

Exhibit reads: Forty of 41 states responding provided technical assistance to all districts to clarify accountability system rules and requirements; the other responding state provided such assistance to all identified districts.

Note: Eleven states did not respond to this question; many respondents skipped several sub-items. Ten states did not have any identified districts in 2004–05.

Source: SSI-*NCLB*, Accountability Interviews (n=50 states, the District of Columbia, and Puerto Rico).

Districts' technical assistance needs

Districts needed technical assistance in many areas, and identified districts needed more assistance than non-identified districts.

Three-quarters of all districts reported needing technical assistance regarding some aspect of *NCLB* implementation in 2003–04 or 2004–05. Seventy-six percent of districts reported needing technical assistance on at least one of the identified topics; the median number of topics on which assistance was needed was two. One-quarter of the districts reported needing technical assistance on five or more of the ten topics. Districts' most frequent needs related to understanding the rules and requirements of their states' accountability systems, using data more effectively, and improving curriculum (see Exhibit 63). One-half of all districts reported needing technical assistance to clarify accountability system rules and regulations. Forty-two percent of all districts reported needing technical assistance in analyzing assessment data.

Identified districts were more likely to need technical assistance in a variety of areas than were non-identified districts. For example, 73 percent of identified districts reported needing technical assistance in analyzing student assessment data, compared with 36 percent of non-identified districts. Identified districts were also more likely than non-identified districts to need technical assistance in planning for district improvement, and in identifying and implementing effective curricula, strategies or reform models.

Other demographic factors were also associated with districts' need for technical assistance. Districts with high levels of poverty were more likely than districts with medium or low levels of poverty to need (and receive) assistance in analyzing student achievement data and involving parents; they also were more likely to report needing assistance in meeting the needs of students with disabilities. Small districts were less likely than medium or large districts to need technical assistance in meeting the needs of students with disabilities and LEP students, in addressing the areas in which schools did not make AYP, in recruiting and retaining highly qualified teachers and in using resources more effectively.

Meeting districts' technical assistance needs

Three-quarters of districts reported receiving the technical assistance they needed and reported that it met their needs. However, assistance related to students with disabilities and LEP students was often not sufficient to meet districts' needs.

For eight of the ten topics included in the survey, more than 70 percent of all districts that reported needing assistance received it. Districts were least likely to receive assistance for strategies to recruit and retain highly qualified teachers; only 59 percent of districts needing this type of assistance received it (see Exhibit 63).

For seven of the ten topics, more than 70 percent of districts that needed and received assistance reported that the assistance met their needs. For example, 41 percent of districts reported needing technical assistance to identify and implement effective curricula, instructional strategies, or school reform models. Nearly all (93 percent) of the districts that needed such assistance received it, and 87 percent reported that the assistance was sufficient to meet their needs. Thus, only 20 percent of districts needing such assistance did not have their needs met.

Exhibit 63
Percentage of Districts Needing and Receiving Mandated Technical Assistance and Finding It Sufficient to Meet Their Needs, 2003–04 or 2004–05

Type of Technical Assistance	Needed (n=289)	Received Where Needed (n=144 to 40)	Sufficient Where Needed and Received (n=134 to 29)
Clarify accountability system rules and requirements	50%	93%[a]	92%[a]
Analyze student assessment data to understand program strengths and weaknesses	42%	88%	79%
Identify and implement effective curricula, instructional strategies, or school reform models	41%	91%	84%
Identify and implement strategies to address the instructional needs of students with disabilities	40%	88%	65%
Develop and implement a district improvement plan	31%	92%	89%
Identify parental involvement strategies	24%	74%	81%
Identify and implement strategies to address the instructional needs of LEP students	23%	68%	63%
Improve the quality of professional development in areas in which schools did not meet AYP	18%	76%	48%
Develop strategies to recruit and retain more teachers who are "highly qualified" under *NCLB*	17%	59%[a]	82%[a]
Analyze and revise budget to use resources more effectively	14%	74%	79%

Exhibit reads: Fifty percent of districts reported that they needed technical assistance to clarify accountability system rules and requirements; 93 percent of districts needing this type of assistance received it, and 92 percent of districts that received this assistance reported that it was sufficient to meet their needs.

[a] More than 10 percent of surveys were missing responses to this item.

Source: NLS-*NCLB*, District Survey.

Technical assistance was least likely to meet district needs for improving professional development in areas in which schools did not make AYP and in meeting the instructional needs of LEP students.[67] The latter is consistent with school reports, which frequently indicated that assistance with respect to students with special needs was lacking or insufficient.

NCLB places special emphasis on providing districts with technical assistance to improve professional qualifications of teachers and to meet the needs of students with disabilities and LEP students. Professional qualifications were the focus of many state improvement efforts with districts, including efforts to enhance the recruitment and retention of highly qualified teachers and to improve the skills of current teachers through professional development. Twenty-two states reported that they provided technical assistance to all districts to develop strategies to recruit and retain more highly qualified teachers. Four others provided such technical assistance to some or all identified districts. Many states also provided technical assistance to all districts to improve the quality of professional development in areas in which schools missed their AYP targets; 17 provided technical assistance to all districts, and 18 others provided such assistance to some or all identified districts.

[67] See Appendix C, Exhibits C.22 and C.23 for more details on technical assistance for Students with Disabilities and LEP students, respectively.

More than 80 percent of districts reported that they did not need technical assistance to improve the quality of their professional development in areas in which schools did not make AYP or in recruiting and retaining highly qualified teachers. However, of those districts that did need such assistance, only one-third reported that their needs were met.

Districts also needed technical assistance to meet the needs of students with disabilities, but such assistance was not always provided, and when it was provided, it was not always sufficient to meet their needs. Thirty-eight states provided technical assistance to all or some districts to help them meet the needs of students with disabilities; 14 did not. Forty percent of districts reported needing technical assistance to help them meet the needs of students with disabilities.[68] Eighty-eight percent of these districts received such assistance, and 65 percent of the recipients reported that it met their needs. However, this means that more than half of districts that needed this kind of assistance reported that their needs were not met.

Thirty-three states provided technical assistance to meet the needs of LEP students. This assistance was often targeted to districts identified for improvement rather than all districts. Overall, only 23 percent of districts reported that they needed technical assistance to help them meet the needs of LEP students.[69] Of these, 69 percent received such assistance, and only 63 percent of the recipients reported that the assistance was sufficient to meet their needs—that is, around half of the districts that reported needing assistance regarding LEP students also reported that their needs were not met.

Improvement initiatives by districts

Almost all districts were engaged in improvement efforts.

District improvement efforts occurred on a large scale in 2004–05; almost all districts, not just identified ones, were engaged in improvement activities. Most districts reported that they were engaged in one or more voluntary initiatives to improve their own performance.

Identified districts implemented a number of voluntary improvement initiatives in response to being identified for improvement (see Exhibit 64). The majority of such districts reported that they implemented additional professional development for teachers (80 percent), distributed test preparation materials (67 percent), increased monitoring of instruction and student performance (61 percent), implemented additional professional development for principals (59 percent), and reallocated fiscal resources to target specific needs (51 percent). Fifty-four percent of identified districts took four or more of these actions.

Districts in states with comprehensive or moderately comprehensive systems of support were more likely to undertake district-wide improvement efforts than were districts in states with limited systems of support. These initiatives included implementing new districtwide reading or mathematics curricula, distributing test preparation materials, reorganizing district staff, and providing professional development for principals or teachers.

[68] See Appendix C, Exhibit C.22.
[69] See Appendix C, Exhibit C.23.

Exhibit 64
Percentage of Identified Districts Implementing Various Initiatives in Response to Being Identified for Improvement, 2004–05

Focus of Voluntary District Improvement Initiatives	Percentage of Districts (n=75)
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 districtwide curriculum in reading	39%
Developed or revised district content standards	24%
Reorganized district office staff to increase efficiency or focus on instruction	23%
Implemented a districtwide curriculum in mathematics	17%
Changed the budget allocation formula for schools	10%
Hired a consultant to advise district administrators on effective strategies	11%
Created smaller schools, or schools-within-schools	11%
Implemented new personnel procedures for hiring or assigning principals and teachers	8%

Exhibit reads: Eighty percent of identified districts reported that they offered or required specific professional development for teachers in response to being identified for improvement.

Source: NLS-*NCLB*, District Survey.

Interventions for identified districts

As noted in Chapter IV, 10 percent of districts nationally were identified for improvement in 2004–05. *NCLB* requires that identified districts develop and implement an improvement plan containing a number of elements including incorporating scientifically based research strategies, spending at least 10 percent of their Subpart 2 funds to improve professional development, and incorporating before school, after school and summer activities (as appropriate). The plan must include specific measurable achievement goals and strategies to promote effective parental involvement. In addition, states must provide technical assistance, if requested by the district. Most states reported providing technical assistance to identified districts to develop improvement plans, and many states reported providing assistance in other areas, as well (see Exhibit 62).

Like schools, districts are identified for corrective action under *NCLB* if they continue to miss their AYP targets after they are identified for improvement. As is the case with schools, at least one of a series of stronger interventions must be implemented for districts in corrective action status. Corrective actions for districts are similar to but not identical to corrective actions for schools. There are no restructuring requirements for districts. Only 1 percent of districts in the country were in corrective action status for 2004–05, and these were concentrated in only seven states. Four of these states indicated that their primary intervention for districts in corrective action was requiring the adoption of a standards-based curriculum; personnel or governance changes were rarely, if ever, required. Consistent with these reports from states, fewer than 10 percent of identified districts reported that they were required to take any corrective actions (see Exhibit 65), and the most common action was implementing a new curriculum based on state standards.

Exhibit 65
Percentage of Identified Districts Experiencing State Interventions Mandated for Districts in Corrective Action, 2004–05

Actions Required for Districts in Corrective Action	Percentage of Identified Districts (n=75)
Implemented a new curriculum based on state standards	7%
Authorized students to transfer from district schools to higher-performing schools in a neighboring district	4%
Replaced district personnel who are relevant to the failure to make adequate yearly progress (AYP)	0%
Removed one or more schools from the jurisdiction of the district	2%
Appointed a receiver or trustee to administer the affairs of the district	2%
Required restructuring of the district	0%

Exhibit reads: Seven percent of identified districts were required by their state education agency to implement a new curriculum based on state standards.

Note: About one in ten identified districts was in corrective action and was required to experience one or more of these actions.

Source: NLS-*NCLB*, District Survey.

DISCUSSION

In the *NCLB* accountability system, the responsibility for improving school performance is shared by states, districts, and schools. By 2004–05, all states established systems of support for school improvement that served all or some of their identified schools. States commonly employed support teams and distinguished educators to work with identified schools; however, there was considerable variation in the comprehensiveness of support systems across states.

A wide range of improvement efforts occurred at the school and district levels in 2004–05, though activities among schools were more extensive than among districts. Almost all schools—not just identified schools—were engaged in improvement efforts, including seeking and receiving technical assistance and implementing locally initiatives involving curriculum, assessment, and other activities. Schools reported needing technical assistance in a dozen different areas, with identified schools reporting a greater need for such assistance than non-identified schools. Needed technical assistance was available to most schools from state, district, or other sources, and for the most part, schools were satisfied with the assistance they received. Districts reported making their support services widely available. Most districts provide technical assistance to all of their schools, but principals in identified schools reported receiving more hours of technical assistance from their districts than did principals in non-identified schools. The greatest unmet needs for technical assistance were in the areas of engaging parents in their children's education and addressing the instructional needs of students with disabilities and LEP students.

Identified schools reported undertaking more of their own improvement initiatives than did non-identified schools, but all schools were engaged in improvement reforms in 2004–05. These school improvement initiatives focused on curriculum, assessment, instructional time, and other areas. Most schools reported having access to and using tests results to guide their school improvement activities. Use of periodic "progress" tests was also widespread, and teachers who administered such tests reported using them in a variety of ways to improve student performance.

Identified schools were subject to interventions from states and districts in 2004–05, as required by *NCLB*. Although most states and districts enacted *NCLB*-required interventions in identified schools, they generally did not apply the most intensive interventions and the most restrictive interventions, such as changing governance structures or replacing large numbers of staff, to schools in corrective action and restructuring. States and districts did not always provide basic resources to schools; about one-third of teachers in schools identified for improvement reported lacking adequate numbers of textbooks and instructional materials.

Most states offered a wide range of technical assistance to districts. Like schools, districts reported needing technical assistance in many areas. Most reported receiving the assistance they needed and were satisfied that it met their needs. The greatest unmet need was for help in identifying and implementing strategies to meet the needs of students with disabilities and LEP students. Districts, particularly identified districts, were engaged in their own improvement initiatives. About half of the states provided identified districts with technical assistance to develop improvement plans.

CONCLUSIONS

The evaluation studies reported on here were designed to answer four main questions about the implementation of state accountability systems under *NCLB*. The four questions and brief summaries of the study results are as follows:

1. How have states implemented the standards, assessments, and accountability provisions of Titles I and III of *NCLB*?

By 2004–05, states had enacted accountability systems that were largely consistent with *NCLB* requirements. All states had established standards in reading and mathematics (required at the law's outset), and most had grade-by-grade expectations to be met by 2005–06. All had selected the other academic indicators and defined participation rates, baseline scores, and annual measurable objectives as required for AYP determination beginning in 2002–03.

States were also developing and implementing required testing in advance of the 2005–06 baseline. Over half of the states (29) had instituted yearly testing in grades 3–8, and nearly all had high school assessments intended to meet *NCLB* testing requirements. Twenty-three states had not yet implemented reading and mathematics assessments in all the grades that will be required in 2005–06. These 23 states thus lacked the necessary data on which to set performance standards for all of these grades. Implementation was slowest in areas in which states had the least experience, particularly the requirements relating to measuring English language proficiency (Title III). *NCLB* required states to have English language proficiency (ELP) standards and assessments in place in 2002–03. By 2004–05, 41 states had adopted ELP standards, but only 20 states reported having ELP assessments that met *NCLB* requirements.

To create their accountability systems, many states expanded their data systems and increased their technical capacity. Some states now have data systems that go beyond the requirements of *NCLB* and include longitudinal data on student achievement.

2. How are districts and schools performing with respect to making adequate yearly progress (AYP)? What are the reasons for not making AYP? Are there common characteristics among districts and schools identified for improvement?

In 2004–05, three-quarters of schools and districts made adequate yearly progress. The remainder—a full 25 percent of the nation's schools—did not. Half of the schools that missed their AYP targets did so because large numbers of their students performed below the proficiency levels set by the states. That is, most schools that did not make AYP did not do so not only on the basis of participation rates, the other indicator, or the performance of one subgroup of students. In the 23 percent of schools that did not make AYP because of the performance of a single subgroup of students, the subgroups that were least likely to meet AYP targets were students with disabilities, LEP students and African-American students. Overall, the schools that did not make AYP in 2003–04 were most likely to be the traditionally low-performing, low-income, diverse, large urban schools to which Title I has historically directed substantial funds.

More than one in every ten schools was identified for improvement in 2004–05. This represents an increase over previous years, placing greater demands on states and districts to implement improvement activities. Schools and districts with high concentrations of low-income students or many student subgroups were the most likely to be identified. The level at which proficiency was set also affected school identification-for-improvement rates. More schools were identified in states with relatively high

standards for proficiency, as referenced to performance on the National Assessment of Educational Progress.

3. How is information about *NCLB*, AYP, and identification for improvement communicated to stakeholders, and how well do district and school staff understand the status of their districts and schools?

States and districts provided "report cards" to parents, teachers, and administrators that included most required data on assessment results, accountability, graduation rates, and teacher quality. State and district reports available via the Internet were difficult to find, and student reports that were sent directly to parents were often hard to understand. Timeliness of reporting remained a challenge for states: About half of schools were officially notified of their identification status after the beginning of the school year. For the most part, principals were aware of their school's improvement status under *NCLB*, but one-third or more of teachers were not, suggesting that accountability information did not yet permeate all layers of the school staff.

4. What efforts are made to improve district and school performance, including state support systems, mandated interventions, technical assistance, and local initiatives?

Most states established systems of support for districts and schools, and most districts provided technical assistance to schools on a range of topics. Both schools and districts reported that they needed technical assistance in many areas and, for the most part, that they received appropriate assistance and were satisfied that it met their needs. Identified schools reported needing and receiving more technical assistance and undertaking more improvement initiatives than did non-identified schools. Although most states and districts enacted *NCLB*-required interventions in identified schools, they generally did not apply the most serious interventions, such as changing governance structures or replacing large numbers of staff, to schools in corrective action and restructuring.

Schools' own improvement efforts focused on curriculum, the use of assessment results, and other topics. Most teachers had access to materials to help them align curriculum and instruction to state standards, but one-third or more of teachers in identified schools reported lacking an adequate number of textbooks and instructional materials. Schools use state test results for many instructional purposes, and the use of additional periodic testing for instructional improvement is becoming widespread among identified and non-identified schools. Improvement efforts at the district level were less extensive and less developed than those at the school level.

Overall, the findings paint a picture of considerable activity and rapid implementation; states are generally complying with *NCLB*'s immediate accountability requirements. The findings also identify areas in which limited implementation and information present challenges to achieving the goal of proficiency for every student in reading and mathematics by 2014.

The numbers and percentages of identified schools and districts varied considerably across states, in part due to differences in state standards, assessments, and AYP targets. The flexibility in the law was designed to allow states to build systems that were responsive to local conditions. However, this flexibility has allowed states to establish academic standards and student performance criteria that require significantly different levels of student achievement. In some states, nearly all schools made AYP in 2003–04, while in others, a large proportion did not. Similarly, some states identified less than two percent of schools and districts for improvement for 2004–05, while other states identified more than 68 percent.

Some states still struggle to deliver information on school status in a timely manner. In 2004–05, a number of states did not provide information on school AYP and improvement status before the start of the school year. Nonetheless, having the information before the start of the school year is critical if schools are to develop effective strategies to address academic challenges and if parents are to have time to consider their choices. Principals' knowledge of their respective school's status under *NCLB* was less than universal, particularly in the schools that would benefit most from this information (i.e. those identified for improvement). Many teachers in identified schools were also unaware of their school's status under *NCLB*, although the rates of awareness were even lower among their peers in non-identified schools.

Some states and districts still struggle to provide basic resources to schools. One-third of teachers in identified schools reported that they did not have an adequate number of textbooks and instructional materials.

The increasing number of schools and districts identified for improvement presents challenges to state and district support systems. Many identified schools improved sufficiently to exit improvement status. However, increasing numbers of schools and districts were being identified for improvement. In addition, 27 states adopted annual measurable objectives that have a "delayed acceleration" pattern in which 33 percent of the expected growth is to occur in the first six years and 67 percent is to occur in the second six years. These states will have to achieve even greater growth in student performance in the future than in the past.

Little is known about the quality of local improvement efforts or the effectiveness of state and district technical assistance, and interventions. The issue is perhaps greater for districts that have to choose among alternative interventions for schools placed in corrective actions or restructuring. To date, they have chosen the options that are less serious, but they may be facing harder choices in the future, and at present there is limited evidence to guide them. Most schools received the technical assistance they needed and reported that it met their needs. However, a number of schools reported that they did not receive sufficient technical assistance in some areas (for example, students with disabilities or students with limited English proficiency). In addition, there is little information about the quality and effectiveness of technical assistance, even when principals reported receiving assistance and being satisfied that it met their needs.

In summary, states, districts and schools have engaged in a high level of activity and have largely met the *NCLB* accountability system requirements through 2004–05.

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APPENDIX A.
DESCRIPTION OF NLS-*NCLB* AND SSI-*NCLB* METHODOLOGIES

The purpose of the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*) and the Study of State Implementation of Accountability and Teacher Quality Provisions Under *NCLB* (SSI-*NCLB*) is to provide an integrated longitudinal evaluation of the implementation of *No Child Left Behind* by states, districts and schools, focusing primarily on *NCLB* provisions in the following four areas: accountability, teacher quality, parental choice and supplemental educational services, and targeting and resource allocation.

Data collection for the NLS-*NCLB* and SSI-*NCLB* was coordinated to ensure coverage of the same set of questions as well as questions pertinent to the state, district and school levels. Taken together, the linked dataset on state policies, district policies, school strategies, teacher qualifications, parental choice activities, provision of supplemental services, resource allocation, and student achievement that was developed provides a unique resource for understanding the implementation of the key provisions of *No Child Left Behind*, including the provisions governing Title I and non–Title I schools.

Sample and Response Rates

The nationally representative sample selected for the NLS-*NCLB* includes 300 districts. The sampling frame included all districts with at least one public, regular school in the 2001 National Center for Education Statistics (NCES) Common Core of Data (CCD) school database. The sample was selected using a probability proportional to size (PPS) scheme, in which the measure of size was district enrollment; 36 very large districts were selected with certainty. In order to ensure sufficient sample sizes of schools identified for improvement under Title I, the study over-sampled high-poverty districts, defined as those in the highest poverty quartile. 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 contains 25 percent of the school-age children.

The school sample included 1,483 schools randomly sampled randomly from strata within sampled districts. Title I schools, high-poverty schools and elementary schools with Comprehensive School Reform (CSR) programs were over-sampled. Schools' Title I status and the percentage of students eligible for free or reduced-price lunches were taken from the CCD maintained by the NCES. The eligibility threshold for the National School Lunch Program is lower than the official poverty definition. Elementary CSR schools were identified through the Southwest Educational Development Laboratory database on CSR schools. The sample of schools was designed so that, on average, two non-CSR schools, one CSR school, one middle school, and one high school were selected from each district.

The teacher sample included 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 taught; 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. 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.

Of the 300 districts in the sample, all but three agreed to participate in the study. These three districts were replaced: Of the participating districts in the sample, 289 responded by returning completed surveys yielding a response rate of 96 percent (see Exhibit A.1). Of the 1,483 schools in the sample, 36 refused to participate and were replaced. The response rate for principal surveys in sampled schools was 89 percent. Among teachers, response rates were highest for elementary teachers at 86 percent, while English and mathematics teachers responded at a rate of 82 percent.

Exhibit A.1
Sample Sizes and Response Rates for NLS-*NCLB* Surveys

	Sample Size	Responses	Response Rate
Districts	300	289	96%
Schools	1,483	1,315	89%
Elementary Teachers	4,772	4,089	86%
English Teachers	2,081	1,707	82%
Mathematics Teachers	1,938	1,598	82%
Special Education Teachers	1,408	1,191	85%
Paraprofessionals	950	828	87%

Exhibit A.2 presents characteristics of the district and school samples compared with the universe of districts and schools based on CCD data. As intended, the sample contains higher proportions of high-poverty districts and schools compared with those of the universe of districts and schools.

In addition, a subsample of nine large urban districts was selected in which to survey parents. The districts were selected based on a combination of factors. The districts had to have sufficient numbers of children eligible for school choice and supplemental services and the data systems in the districts had to include student-level data on eligibility and participation in choice options as well as achievement scores.

A stratified simple random sample of about 400 parents was selected from each of the eight districts. Within each district, four sampling strata were created for use in sampling parents (one district did not provide the data needed to select a parent sample). The four strata included parents of children who transferred under *NCLB*, received supplemental services, were eligible to transfer or receive supplemental services but chose not to participate, and children who were in schools not identified for improvement. Sample sizes of 100 were randomly selected with equal probabilities from each of the four strata within each district. Districts generally fell short of the 100 sample size within the transfers stratum, and thus the total sample sizes were generally under 400. One district did not distinguish transfers under *NCLB* from other transfers in their district and thus had a sample equally distributed within strata 2, 3, and 4. A total of 3,094 parents were sampled and 1,866 completed surveys for a response rate of 61 percent.

In the above 9 districts, plus 16 additional districts, randomly selected from the study sample of districts, various documents were collected, including district improvement plans, district report cards, parental choice notification letters, and school improvement plans for selected schools. All of these districts cooperated with the document collection activities.

Exhibit A.2
Characteristics of NLS-*NCLB* District and School Sample Compared With the Universe of Districts and Schools

	Sample		Universe	
	Number	Percentage	Number	Percentage
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 lunches	596	40%	11,282	13%
50-74% eligible for free or reduced price lunches	363	24%	15,461	19%
35-49% eligible for free or reduced price lunches	106	7%	12,844	15%
<35% eligible for free or reduced price lunches	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%

Item non-response was generally very low. That is, respondents tended to answer all questions in the surveys. Survey items with item non-response rates greater than 10 percent are generally not included in the report. When items with high non-response are reported, the non-response rate is reported and discussed in the text.

Item-level imputations for missing data were made only in one instance. 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 who were considered highly qualified under *NCLB* and the percentage of secondary classes that were taught by highly qualified teachers, respectively (presented in the teacher quality report). Out of 930 elementary school principals, 18 did not answer the survey item asking about the total number of classroom teachers at their schools, and 36 out 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-to-teacher ratios for the principals who answered the item and then fitting a regression model onto this ratio using 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.

The interview sample for the SSI-*NCLB* was straightforward and included all 50 states plus the District of Columbia and Puerto Rico. The response rate for all four types of interviews (accountability, teacher quality, supplemental educational services, and Title III) was 100 percent. However, responses for some

specific variables were occasionally less than 100 percent, such as if participants did not respond to an interview question, or if data were absent from state documentation.

Data Collection

NLS-*NCLB* data used in this report were gathered using instruments that included mail surveys of district federal program coordinators, school principals, classroom teachers and Title I paraprofessionals and parents; survey administration began in October 2004 and was completed in March 2005. A second wave of data collection will be conducted during the 2006–07 school year. Topics covered in the survey questionnaires included accountability systems, AYP and the identification of schools and districts for improvement, technical assistance, improvement strategies, the use of assessment results, Title I school choice and supplemental educational services, teacher quality, and professional development.

In addition, the NLS-*NCLB* gathered pertinent documents (including school improvement plans, school report cards, and parental notifications required under *NCLB*). Also, student achievement data were collected and surveys of supplemental service providers were conducted in a subsample of districts, although these data are not included in this report.

The SSI-*NCLB* relied on interviews with state education officials and extant data. Interviews were conducted between September 2004 and February 2005 with state officials who had primary responsibility for accountability, teacher quality, supplemental educational services, and Title III implementation. A second wave of interviews will be conducted in the 2006–07 school year. The interview protocols addressed topics including assessments, AYP definitions, state support for schools identified for improvement, interventions for schools in corrective action and restructuring, state data systems, state definitions of highly qualified teachers, professional development, technical assistance for teacher quality, the monitoring of supplemental educational service providers, and state approaches to the implementation of *NCLB* provisions related to English language proficiency. Each interview included a short section of survey questions to which state officials responded in writing (these were referred to as "Introductory Materials") and also included a document request, if applicable.

States are required to submit much documentation to the U.S. Department of Education, and the SSI-*NCLB* collected documents such as the Consolidated State Applications under *NCLB* (primarily the state accountability workbooks) as well as the annual Consolidated State Performance Reports (CSPRs). In addition, state education agency Web sites were an important source of data on topics including Highly Objective Uniform State Standards Evaluation (HOUSSE) policies, assessment systems, and technical assistance.

A national database of the 2003–04 AYP status of all schools and of schools identified for improvement in 2004–05 was created from data on state education agency Web sites and the CSPRs. In some cases, state education officials provided the necessary data files, which were requested during the interview process. The resulting database contains 88,160 schools (including both Title I and non–Title I schools) in 50 states and the District of Columbia. It does not include 2,529 schools for which states reported AYP as "not determined," and about 4,000 schools that were not included in state-provided data files or Web sites.

Sample Weights for NLS-*NCLB* Survey Data

Survey data were weighted to adjust for differences between the composition of the sample and the composition of the population of interest. These differences arose partly by design—for example,

differential sampling rates for high- and low-poverty districts. However, differences between the composition of the sample and that of the population also arose because of differences in cooperation rates. Not every district, school or teacher agreed to participate in the survey, and members of some groups cooperated at higher rates than members of other groups. Differences between the composition of the sample and that of the universe may also arise because of various forms of under-coverage. Weights were used to compensate for all of these differences between samples and populations.

Two sets of weights were created for districts and schools: A weights and B weights. The A weights were used to compute enrollment weighted estimates (i.e., the percentage of students enrolled in districts or schools that have specific features); the B weights were used to compute estimates of the percentage of districts or schools. The calculation methods for the sets of weights for districts, schools and teachers are described below.

District Weights

1. Base weights were computed as the reciprocal of the inclusion probability, corresponding to the original sample of 300. The frame included all districts with at least one public, regular school in the 2001 NCES CCD school database. The sample was selected using a probability proportional to size (PPS) scheme, in which the measure of size was district enrollment; however, 36 very large districts were selected with certainty.

2. After the substitution of three non-cooperating districts, revised base weights corresponding to the expanded sample of 303 districts were computed.

3. Non-cooperation-adjusted weights were computed. Because there were only three non-cooperating districts, response rates approached 100 percent. The non-cooperating cells were defined by crossing district certainty status (certainty, non-certainty) by region (Northeast, Midwest, South, West) and poverty status (high, low). As all certainty districts responded, no non-response adjustment was made to them.

4. A second adjustment was made for nonresponse, accounting for 11 cooperating districts that did not complete and return the district questionnaire. Similar to the noncooperation adjustment in Step 3, response rates approached 100 percent. The non-responding cells were defined by crossing district certainty status (certainty, non-certainty) by region (Northeast, Midwest, South, West) and poverty status (high, low). As all certainty districts responded, no non-response adjustment was made to them.

5. A Winsorization adjustment was applied to four district outlier weights.

6. The weights were raked to district totals on three dimensions: district size (four categories), region by poverty strata (eight categories), and Metropolitan Status Code 2001 (three categories). With a tolerance level set at 0.001, convergence was satisfied after six iterations. It should be noted that raking of district weights was applied only to the non-certainty districts. The certainty districts maintained their original final weights as described above.

7. Three districts had a raked weight under 1.00. The raked weight was reset to 1.00 for these three districts to produce the final raked B-weights for districts.

8. The final raked weights were then multiplied by district enrollment.

9. Finally, those weights were raked to enrollment totals on three dimensions: district size (four categories), region by poverty strata (eight categories), and Metropolitan Status Code 2001 (three categories). With a tolerance level set at 0.001, convergence was satisfied after eight iterations. These raked weights are the final raked district A-weights.

School Weights

1. School weights began with the Step 3 district weights.

2. The conditional school base weight was computed as the reciprocal of the school inclusion probability after allowing for replacement schools, mergers, splits, and any other status changes.

3. School base weights were computed by multiplying the district weights (Step 1) by the Step 2 school conditional weights.

4. A Winsorization adjustment was applied to four outliers.

5. The conditional school base weight was computed as the reciprocal of the school inclusion probability after allowing for replacement schools, mergers, splits, and any other status changes.

6. The school base weight was computed by multiplying the Step 4 school weights by the Step 5 school conditional weights.

7. Schools that were closed were given a weight of zero.

8. A nonresponse adjustment was made to the weights for the remaining (open) schools, accounting for non-cooperating schools.

9. Using the non-cooperating-adjusted school weight from Step 8, a second non-response adjustment was made for open schools, accounting for 168 missing principal questionnaires.

10. A Winsorization adjustment was made for seven extreme school weights. The result is called the preliminary B-weights.

11. These weights were raked to school totals on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after seven iterations. The result is called the preliminary raked B-weight.

12. Within the smallest school size category (less than 400 students enrolled), two cases had weights Winsorized. The result is called outlier-adjusted raked B-weight.

13. Finally, ten schools had a raked weight under 1.00. They were reset to 1.00, while the rest of the school sample maintained its weights from Step 11. The result is the final raked school B-weights.

14. These raked B-weights were multiplied by school enrollment (obtained from the school-level CCD file).

15. A Winsorization adjustment was made for seven extreme weights. The result is the preliminary A-weights.

16. Finally, these weights were raked to school enrollment on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after eight iterations. The resulting weights are the final raked school A-weights.

Teacher Weights

1. Teacher weights began with Step 8 school weights.

2. A Winsorization adjustment was applied to seven extreme school weights within size categories.

3. Those weights were then raked to school totals on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after six iterations.

4. Within the smallest school size category (less than 400 students enrolled), two cases had weights Winsorized.

5. Finally, 15 schools had a raked weight under 1.00. These weights were reset to 1.00, while the rest of the school sample maintained the weight from Step 4.

6. The conditional teacher base weight was computed as the reciprocal of the teacher probability of selection.

7. The teacher base weight was calculated by multiplying the Step 5 weight by the Step 6 conditional weight.

8. Teachers determined to be ineligible or out of scope (assuming no permanent replacement teacher was available) were given a weight of zero.

9. A nonresponse adjustment was made for teachers who refused to complete the questionnaire and a proportion of the teachers with unknown eligibility. Nonresponse-adjustment cells were defined by crossing region by poverty stratum (eight categories) by teacher stratum (14 categories), and with the collapsing of a few small cells (those with fewer than 30 cases). The collapsing of small cells involved cells for sixth-grade classroom teachers, seventh- and eighth-grade mathematics teachers, and seventh- and eighth-grade English teachers.

10. The nonresponse-adjusted weights were then outlier-adjusted. Outliers were defined to be any weights that were at or above the 99.5 percentile within the non-response-adjustment cell. Fifty-one outliers were flagged and Winsorized.

Standard Errors

The calculation of standard errors were adjusted for the complex sampling design using SAS statistical software that makes use of the Taylor expansion method for calculating standard errors.

The standard errors provide an indicator of the reliability of each estimate. For example, if all possible samples of the same size were surveyed under identical conditions, an interval calculated by adding and

subtracting 1.96 times the standard error from a particular estimate would include the population value in approximately 95 percent of the samples.

Statistical Tests and Modeling

NLS-*NCLB* survey data

Standard errors for means, ratios, and proportions were estimated using the Taylor expansion method to adjust for the complex sampling designs of the various datasets.

All comparisons between groups discussed in the text, as well as comparisons over time, have been tested for statistical significance, using a significance level of 0.05. The significance level or alpha 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.

Differences between means or ratios were tested b y calculating a t-statistic based on the following formula:

$$t = \frac{\overline{x_1} - \overline{x_2}}{\sqrt{SE_1^2 + SE_2^2}}$$

where $\overline{x_1}$ and $\overline{x_2}$ are the estimated means or ratios being compared and SE_1 and SE_2 are their corresponding standard errors. The t value was then compared with the critical value for an alpha level of 0.05, which was set at 2.0. Differences between proportions were tested using a design-adjusted chi-square statistic.

When more than two groups were compared (for example, high, medium, and low poverty districts), comparisons were conducted separately for each pair of groups (for example, high vs medium poverty districts, medium vs low poverty districts, and high vs low poverty districts).

Multivariate Analysis

A multivariate logistic model was used to measure the net effect of different variables on an outcome, such as the designation of a school as being in need of improvement (that is, the effect of a particular factor on that outcome), while controlling for the effects of other variables. Empirically, the outcome is summarized by a dichotomous dependent variable.

The logistic regression model is an appropriate choice for the functional form, since it restricts the value of the predicted probability to between 0 and 1. The model relates the occurrence of an event for the i th case, Y_i , to a vector of characteristics for that case, X_i .

$$P_i = E(Y_i = 1 | X_i) = 1/(1 + e^{-(\beta_0 + \Sigma \beta_j X_{ij})})$$

where

P_i = probability of occurrence of an outcome for case i ,

X_{ij} = values of the explanatory variable j for case i ,

β_j = estimated coefficients for the X_j , and

β_0 = estimated constant term.

NATIONAL AYP AND IDENTIFICATION DATABASE

The Study of State Implementation of Accountability and Teacher Quality under *NCLB* National AYP and Identification Database contains 88,160 schools (Title I and non–Title I) with valid improvement status and 87,892 schools with valid AYP status located in approximately 15,000 districts across 50 states and the District of Columbia. The most recent available Common Core of Data (2002–03) at the time of the analyses indicated that there were approximately 96,000 public schools in the 50 states and the District of Columbia. Unless noted otherwise, Puerto Rico is not included in the analyses conducted using this database. When merged with the SSI-*NCLB* National AYP and Identification Database, there were 2,529 of these 96,000 schools for which states reported AYP as "not determined," or "not relevant," or for which there were "no data." Another 5,500 of these 96,000 schools were not reported in state-provided AYP files, because some states were not explicit about schools for which AYP was not determined. These 5,500 schools do not have uniform characteristics, but many are coded as "Other/Alternative" type schools or reported zero students enrolled. Similarly, approximately 4,000 schools were not reported in identification files, that is, none of these schools appeared on state identified for improvement lists provided as a part of their respective state's Consolidated State Performance Report. The database currently lacks approximately 352 Title I identified schools because six states' school identification data did not include separately identified non–Title I schools. However, this number of 352 schools located in searches of state documents and Web sites have been added to relevant national and state totals.

APPENDIX B.
STATE AYP DEFINITIONS

Exhibit B.1
Core Components of State AYP Definitions, 2003–04

State	Minimum n Size for AYP (all students)	Use and Value of Confidence Intervals for AYP[a]	Elementary Grades used for AYP		Other Academic Indicator		
			Math	ELA	Elementary	Middle	High School
Alabama	40	Yes—99%	3–8	3–8	Attendance	Attendance	Drop-out
Alaska	20	Yes—99%	3–6	3, 6	Attendance	Attendance	Graduation
Arizona	30	Yes—99%	3, 5	3, 5	Attendance	Attendance	Graduation
Arkansas	40	No	3–8	3–8	Attendance	Attendance	Graduation
California		Yes—95%	2–6	2–6	Academic Performance Index	Academic Performance Index	Graduation
Colorado	30	Yes—95%	5–6	3–6	Percentage of students in the advanced category on CASP	Percentage of students in the advanced category on CASP	Graduation
Connecticut	40	Yes—99%	4, 6	4, 6	Writing assessment	Writing assessment	Graduation
Delaware	40	Yes—98%	1–6	2–6	Percentage of students meeting/ exceeding standards on social studies and science tests	Percentage of students meeting/ exceeding standards on social studies and science tests	Graduation
District of Columbia	40	No	2–6	3–6	Attendance	Attendance	Graduation
Florida	30	Yes	3–6	3–5	FCAT writing assessment	FCAT writing assessment	Graduation
Georgia	40	Yes—95%	3–5	3–5	Menu from which LEA must choose	Menu from which LEA must choose	Graduation

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Exhibit B.1
Core Components of State AYP Definitions, 2003–04 (continued)

State	Minimum n Size for AYP (all students)	Use and Value of Confidence Intervals for AYP[a]	Elementary Grades used for AYP		Other Academic Indicator		
			Math	ELA	Elementary	Middle	High School
Hawaii	40 (participation), 30 (proficiency)	No	3–6	3–6	Retention	Retention	Graduation
Idaho	34	Yes—95%	2–10	2–10	Potential measures: language arts ISAT or student growth (Compass Learning Assessment Program)	Potential measures: language arts ISAT or student growth (Compass Learning Assessment Program)	Graduation
Illinois	40	No	3, 5	3, 5	Attendance	Attendance	Graduation
Indiana	30	Yes—99%	3, 6	3, 6	Attendance	Attendance	Graduation
Iowa	30	Yes—98%	4	4	Attendance	Attendance	Graduation
Kansas	30	Yes—95–99% + Bonferroni Adjustment	4	4	Attendance	Attendance	Graduation
Kentucky	10/60/15%[70]	Yes—99%	5, 6	3, 4, 6	Kentucky's Academic Index	Kentucky's Academic Index	Graduation
Louisiana	10 or 40 (participation)	Yes—99%	4	4	Attendance	Attendance	Non-dropout rate
Maine	41	Yes—95%	4	4	Attendance	Attendance	Graduation
Maryland	5	Yes—95%	3–6	3, 5	Attendance	Attendance	Graduation
Massachusetts	40	Yes—95%	4, 6	3, 4	Attendance	Attendance	Graduation
Michigan	30	No	4	4	Attendance	Attendance	Graduation
Minnesota	20	Yes—95–99%	3–6	3–6	Attendance	Attendance	Graduation

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[70] Each subpopulation must have at least ten students in a subpopulation in each grade in which NCLB assessments are administered and at least 60 students in the subpopulation in these grades combined or a subpopulation that constitutes at least 15 percent of the students in these grades combined.

Exhibit B.1
Core Components of State AYP Definitions, 2003–04 (continued)

State	Minimum n Size for AYP (all students)	Use and Value of Confidence Intervals for AYP[a]	Elementary Grades used for AYP		Other Academic Indicator		
			Math	ELA	Elementary	Middle	High School
Mississippi	40	Yes—95%	2–6	2–6	Growth Index	Growth Index	Graduation
Missouri	30	Yes—99%	4	3	Attendance	Attendance	Graduation
Montana	30	Yes—95%	4	4	Attendance	Attendance	Graduation
Nebraska	30	Yes—99%	4	4	State Writing Assessment	State Writing Assessment	Graduation
Nevada	25	Yes—95%	3–6	3–6	Attendance	Attendance	Graduation
New Hampshire	40	Yes—99%	3, 6	3, 6	Retention rate	Retention rate	Graduation
New Jersey	20	No	3, 4	4	Attendance	Attendance	Drop-out rate
New Mexico	25	Yes	3–6	3–6	Attendance	Attendance	Graduation
New York	30 or 40 (participation)	No	1–6	3–6	Science assessment	Science assessment	Graduation
North Carolina	40	Yes—95%	3–6	3–6	Attendance	Attendance	Graduation
North Dakota	10	Yes—99%	4	4	Attendance	Attendance	Graduation
Ohio	30	No	4,6	6	Attendance	Attendance	Graduation
Oklahoma	30	Yes—99% (subgroups), 95% (all students)	3–6	3–6	School Completion Component	School Completion Component	Graduation
Oregon	42	Yes—99%	3–6	3–6	Attendance	Attendance	Graduation
Pennsylvania	40	Yes—95%	3, 5	3, 5	Attendance	Attendance	Graduation
Puerto Rico	45	No			Proficiency in English as a second language	Proficiency in English as a second language	Graduation
Rhode Island	45	Yes—95%	4	3, 4	Attendance	Attendance	Graduation

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Exhibit B.1
Core Components of State AYP Definitions, 2003–04 (continued)

State	Minimum n Size for AYP (all students)	Use and Value of Confidence Intervals for AYP[a]	Elementary Grades used for AYP		Other Academic Indicator		
			Math	ELA	Elementary	Middle	High School
South Carolina	40	Yes—95%	3–6	3–6	Attendance	Attendance	Graduation
South Dakota	10	Yes—99%	3–6	3–6	Attendance	Attendance	Graduation
Tennessee	45 or 1%	No	3–6	3–6	Attendance	Attendance	Graduation
Texas		No	3–6	3–6	Attendance	Attendance	Graduation
Utah	40	Yes—99%	3–6	3–6	Attendance	Attendance	Graduation
Vermont	40	Yes—99%	4	2, 4	Vermont Reading Assessment	Vermont Reading Assessment	Graduation
Virginia	50	No	3, 5	3, 5	Attendance	Attendance	Graduation or science achievement
Washington	10 for all, 30 for other subgroups (except LEP and SWD)	Yes—99%	3, 4, 6	3, 4, 6	Unexcused absences	Unexcused absences	Graduation
West Virginia	50	No	3–6	3–6	Attendance	Attendance	Graduation
Wisconsin	40	Yes—99%	4	3, 4	Attendance	Attendance	Graduation
Wyoming	30	Yes—95%	4	4	Reduction in the percentage of students scoring in the novice performance category	Reduction in the percentage of students scoring in the novice performance category	Graduation

[a] Confidence intervals are used to estimate the range of values within which it can be assumed with some degree of confidence (e.g., 95 percent) where the true percent proficient lies. The use of a confidence level is designed to reduce the likelihood that schools will be incorrectly labeled as not making AYP.

Sources: SSI-*NCLB* and CCSSO Profiles of State Accountability Systems, http://accountability.ccsso.org/index.asp, retrieved July 2006 (n=50 states, the District of Columbia, and Puerto Rico)

APPENDIX C.
SUPPLEMENTAL EXHIBITS

Exhibit C.1
Relationship of Alignment of ELP Standards to Academic Content Standards and of ELP Assessments to ELP Standards, by State, 2004–05

State	ELP Assessment Aligned With ELP Standards		ELP Standards Aligned With Academic Content Standards			
	Aligned Assessments in 2004–05	Will be Aligned for 2005–06 or Future Assessments	Math	Reading/ Language Arts	Science	Social Studies
AK	Yes		Yes	Yes		
AL	Yes		Yes	Yes	Yes	Yes
AR		Yes	In process	In process	In process	In process
AZ	Yes			Yes		
CA	Yes			Yes		
CO		Yes		Yes		
CT		Yes	Yes	Yes	Yes	
DC		Yes	Yes	Yes	Yes	Yes
DE		Yes	Yes	Yes	Yes	Yes
FL		Yes	Yes	Yes	Yes	Yes
GA		Yes	In process of being realigned	In process of being realigned	In process of being realigned	In process of being realigned
HI		Yes		Yes		
IA			Yes	Yes		
ID		Yes		Yes		
IL		Yes	Yes	Yes	Yes	Yes
IN		Yes	Yes	Yes	Yes	Yes
KS		Yes	Yes	Yes	Yes	
KY	Yes			Yes		
LA	Yes		Yes	Yes	Yes	Yes
MA	Yes		Yes	Yes	Yes	Yes
MD			Standards not finalized or implemented at time of interview	Standards not finalized or implemented at time of interview	Standards not finalized or implemented at time of interview	Standards not finalized or implemented at time of interview
ME	Yes			Yes		
MI		Yes		Yes		
MN	Yes		Yes	Yes		
MO	Yes		Yes	Yes		
MS	Yes		Yes	Yes		
MT	Yes		Yes	Yes	Yes	Yes
NC	Yes		Yes	Yes		

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Exhibit C.1
Relationship of Alignment of ELP Standards to Academic Content Standards and of ELP Assessments to ELP Standards, by State, 2004–05 (continued)

State	ELP Assessment Aligned With ELP Standards		ELP Standards Aligned With Academic Content Standards			
	Aligned Assessments in 2004–05	Will be Aligned for 2005–06 or Future Assessments	Math	Reading/ Language Arts	Science	Social Studies
ND		Yes	Standards are currently in development	Standards are currently in development.	Standards are currently in development.	Standards are currently in development.
NE	Yes		Yes	Yes		
NH			Yes	Yes	Yes	Yes
NJ	Yes		Yes	Yes	Yes	Yes
NM		Yes		Yes		
NV	Yes		Yes	Yes	Yes	Yes
NY	Yes		Yes	Yes	Yes	Yes
OH			Yes	Yes	Yes	Yes
OK		Yes	Yes	Yes		
OR		Yes		Yes		
PA		Yes	Yes	Yes		
PR	Yes		Yes	Yes		
RI		Yes	Yes	Yes	Yes	Yes
SC	Yes			Yes		
SD	Yes		Yes	Yes		
TN			Yes	Yes		
TX	Yes		Yes	Yes	Yes	Yes
UT		Yes		Yes		
VA	Yes		Yes	Yes		
VT	Yes		Yes	Yes	Yes	
WA		Yes		Yes		
WI		Yes	Yes	Yes	Yes	Yes
WV	Yes		Yes	Yes	Yes	Yes
WY	Yes		Yes	Yes	Yes	
Totals	**25**	**22**	**35**	**48**	**22**	**18**

Exhibit Reads: The ELP assessment of the state of Arkansas was aligned with ELP standards in 2004–05.

Note: States with shaded cells had not yet made a final decision as to which English language proficiency assessment they would use in 2004–05 (5 states). Blank means ELP standards are not aligned to content standards or ELP assessments are not aligned with ELP standards.

Source: SSI-*NCLB* Interviews with State Title III Directors (n=50 states, the District of Columbia, and Puerto Rico).

Exhibit C.2
Status of ELP Assessments, by State, 2004–05

State	ELP Test In Place in 2004–05	First Year of ELP Assessment Implementation				Revisions
		State's ELP Assessment Was New in 2004–05	No New ELP Assessment in 2004–05	State's ELP Assessment Will Be New in 2005–06	Unknown	State Plans Some Type of Revision to 2004–05 ELP Assessment
AK	Yes	Yes				No
AL	Yes	Yes				Yes
AR	No			Yes		Yes
AZ	Yes	Yes				Yes
CA	Yes		Yes			Yes
CO	No			Yes		Yes
CT	No				Yes	Yes
DC	No			Yes		Yes
DE	No			Yes		Yes
FL	No			Yes		Yes
GA	No			Yes		Yes
HI	No			Yes		Yes
IA						Yes
ID	No			Yes		Yes
IL	No			Yes		Yes
IN	No			Yes		Yes
KS	Yes	Yes				Yes
KY	No			Yes		Yes
LA	No	Yes				No
MA	No				Yes	No
MD						Yes
ME	Yes	Yes				No
MI	No			Yes		Yes
MN	Yes		Yes			Yes
MO	Yes				Yes	Yes
MS	Yes		Yes			No
MT	Yes	Yes				Yes
NC	No			Yes		Yes
ND	No			Yes		Yes
NE	No				Yes	Yes
NH						Yes
NJ	No			Yes		Yes
NM	No			Yes		Yes
NV	No			Yes		Yes
NY	Yes		Yes			No
OH						Yes
OK	No			Yes		Yes
OR	No			Yes		Yes
PA	No			Yes		Yes

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Exhibit C.2
Status of ELP Assessments, by State, 2004–05 (continued)

State	ELP Test In Place in 2004–05	First Year of ELP Assessment Implementation				Revisions
		State's ELP Assessment Was New in 2004–05	No New ELP Assessment in 2004–05	State's ELP Assessment Will Be New in 2005–06	Unknown	State Plans Some Type of Revision to 2004–05 ELP Assessment
PR	Yes	Yes				No
RI	No			Yes		Yes
SC	Yes	Yes				No
SD	Yes				Yes	Yes
TN						Yes
TX	Yes		Yes			Yes
UT	No			Yes		Yes
VA	No				Yes	Yes
VT	Yes	Yes				Yes
WA	No			Yes		Yes
WI	No			Yes		Yes
WV	Yes	Yes				Yes
WY	Yes	Yes				Yes
Totals	**18**	**12**	**5**	**24**	**6**	**44**

Exhibit reads: The state of Arkansas' ELP assessment was consistent with *NCLB* requirements, and was in place for 2004–05.

Note: States with shaded cells had not yet made a final decision as to which English language proficiency assessment they would use in 2004–05 (five states). Blank means not applicable.

Source: SSI-*NCLB* Interviews with State Title III Directors (n=50 states, the District of Columbia, and Puerto Rico).

Exhibit C.3
Percentage of Schools and Districts That Made AYP, by State, 2003–04

State	Percentage of Schools That Made AYP	Total Number of Schools	Percentage of Districts That Made AYP	Total Number of Districts
Total	75%	87,892	71%	11,821
Alabama	23%	1,359	0%	129
Alaska	59%	497	40%	53
Arizona	83%	1,752	65%	569
Arkansas	77%	1,037	100%	311
California	65%	9,206	59%	988
Colorado	79%	1,822	63%	178
Connecticut	81%	973	77%	184
Delaware	76%	173	100%	19
District of Columbia	41%	157	0%	1
Florida	23%	3,068	7%	67
Georgia	80%	2,030	NA	NA
Hawaii	52%	281	0%	1
Idaho	84%	709	58%	114
Illinois	71%	3,801	NA	NA
Indiana	75%	1,776	46%	294
Iowa	94%	1,535	96%	371
Kansas	92%	1,400	95%	304
Kentucky	76%	1,176	63%	176
Louisiana	92%	1,263	70%	68
Maine	77%	575	97%	282
Maryland	78%	1,449	63%	24
Massachusetts	72%	1,737	61%	377
Michigan	77%	3,547	80%	554
Minnesota	74%	1,765	57%	372
Mississippi	76%	877	40%	152
Missouri	77%	2,061	NA	NA
Montana	85%	857	83%	436
Nebraska	87%	538	73%	152
Nevada	63%	568	47%	17
New Hampshire	71%	450	76%	162
New Jersey	69%	2,144	NA	NA
New Mexico	68%	768	38%	89
New York	80%	4,904	86%	703
North Carolina	71%	2,270	21%	117
North Dakota	90%	451	84%	222
Ohio	83%	3,901	64%	613
Oklahoma	75%	1,763	NA	NA

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Exhibit C.3
Percentage of Schools and Districts That Made AYP, by State, 2003–04 (continued)

State	Percentage of Schools That Made AYP	Total Number of Schools	Percentage of Districts That Made AYP	Total Number of Districts
Oregon	71%	1,189	39%	198
Pennsylvania	86%	3,009	57%	501
Rhode Island	83%	313	89%	36
South Carolina	56%	1,039	20%	89
South Dakota	67%	728	97%	178
Tennessee	85%	1,554	68%	138
Texas	94%	6,909	88%	1,214
Utah	76%	800	58%	58
Vermont	89%	307	80%	298
Virginia	72%	1,887	23%	135
Washington	88%	2,324	79%	337
West Virginia	72%	704	4%	55
Wisconsin	95%	2,122	93%	437
Wyoming	92%	367	98%	48

Exhibit reads: Nationally, 75 percent of schools made AYP in 2003–04.

Note: NA indicates not available.

Sources: SSI-*NCLB*, National AYP and Identification Database (school data) and State Interview Data (district data) (n=50 states and the District of Columbia).

Exhibit C.4
Results of Multiple Logistic Regression Model of Schools' Likelihood of Making AYP, 2003–04

Independent Variable	Coefficient	Standard Error
Secondary level (versus elementary)	-1.3544*	0.0236
Small size (versus medium size)	-0.0404	0.0378
Large size (versus medium size)	-0.7202*	0.0250
Low poverty (versus medium)	0.6031*	0.0272
High poverty (versus medium)	-0.5678*	0.0310
Low minority (versus medium)	0.4741*	0.0284
High minority (versus medium)	-0.4432*	0.0314
Fewer than two applicable subgroups (versus two or three)	0.3249*	0.0294
More than three applicable subgroups (versus two or three)	-0.1345*	0.0260
Urban locale (versus rural)	-0.3322*	0.0335
Urban fringe locale (versus rural)	-0.3351*	0.0298
Low concentration of students with disabilities (versus medium)	0.5676*	0.0256
High concentration of students with disabilities (versus medium)	-0.5510*	0.0266
Low concentration of LEP students (versus medium)	0.2775*	0.0371
High concentration of LEP students (versus medium)	-0.2104*	0.0268
Intercept	1.8757*	0.0371

Exhibit reads: The first variable indicates that a secondary school had a regression coefficient of -1.3544 and a standard error of 0.0236. Each coefficient indicates how much higher or lower the odds of making AYP are for the type of school shown, in comparison to the odds for a school with the "baseline" characteristics. Positive coefficients indicate that the schools are more likely to make AYP than the baseline; negative coefficients indicate that they are less likely. For instance, after converting this negative coefficient (-1.3544) to an expected probability, the odds of a secondary school making AYP were 63 in 100, while the odds were 87 in 100 for an elementary school, where both schools had baseline values on all other variables (located in a rural area; had a moderate level of poverty and of minority students (35–75 percent and 25–75 percent, respectively; had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent had limited English proficiency; and the number of subgroups was near the median (2 or 3).

Note: All the predictors, except small school size (versus medium size), show statistically significant coefficients (* indicates $p < .0001$). State type classification and achievement data were not included in these analyses. Because school-level concentrations of students with disabilities and LEP students were not available, district-level concentrations were used instead as proxies.

Note: An expected probability is computed by: $1/(1+e^{-\text{logit(model)}})$ where logit(model) = intercept + $\beta 1X1$ + $\beta 2X2$ + …. The expected probability of the school in this example (which this report calls the typical elementary school) was calculated by: $1/(1+e^{-\text{logit(model)}})$, where logit(model) = 1.8757.

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data 2002–03 (based on data reported by 34 states for 60,592 schools in these states).

Exhibit C.5
Probability of Making AYP for Various Types of Schools, 2003–04

School Type	Expected Probability
"Baseline" school which was an elementary school, was located in a rural area; had a moderate level of poverty and of minority students (35–75 percent and 25–75 percent, respectively); had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent had limited English proficiency; and the number of subgroups was near the median (2 or 3).	87 out of 100
A small elementary school in a rural area with low percentages of low-income and minority students and with no applicable subgroup	96 out of 100
A medium size urban elementary school with a low percentage of low-income students, moderate levels of other variables	90 out of 100
A medium size urban elementary school with a moderate percentage of low-income students, moderate levels of other variables	82 out of 100
A medium size urban elementary school with a high percentage of low-income students, moderate levels of other variables	73 out of 100
A large elementary school in an urban area with high percentages of low-income and minority students and with four or more subgroups	42 out of 100
A large secondary school in an urban area with high percentages of low-income and minority students and with four or more subgroups	16 out of 100

Exhibit reads: A school with the characteristics as described has an 87 percent probability of being identified for improvement.

Source: Computed from results of multiple logistic repression model shown in Exhibit C.4.

Exhibit C.6
Percent of Schools That Did Not Make AYP, by Reason for Not Making AYP and by State, 2003–04

State	Did Not Make AYP For:								
	Achievement of All Students	Achievement of Two or More Subgroups but Made AYP for All Students	Achievement of Any One Racial Subgroup Only	Achievement of Poor Students Only	Achievement of LEP Students Only	Achievement of SWD Only	Additional Academic Indicator Only	95 percent Testing Requirement Only	Other
Total	33%	18%	3%	3%	4%	13%	7%	6%	13%
AL									
AK	48%	10%	<1%	1%	2%	10%	14%	4%	11%
AZ	26%	7%	1%	0%	4%	0%	40%	3%	19%
AR	41%	20%	1%	1%	0%	0%	0%	1%	36%
CA	20%	18%	4%	1%	16%	6%	5%	12%	18%
CO	31%	18%	2%	1%	1%	29%	7%	3%	7% *
CN	54%	17%	9%	9%	0%	7%	0%	3%	2% *
DE	7%	40%	5%	7%	7%	29%	2%	0%	2% *
DC									
FL	31%	38%	2%	<1%	1%	9%	1%	6%	12%
GA	7%	9%	1%	5%	1%	33%	21%	4%	19%
HI	39%	24%	2%	16%	2%	12%	1%	1%	3%
ID									
IL	58%	15%	4%	5%	2%	13%	<1%	1%	1% *
IN	20%	17%	3%	9%	0%	25%	10%	0%	16%
IA									
KS	78%	11%	0%	4%	0%	1%	4%	0%	4% *
KY	8%	12%	4%	8%	<1%	18%	41%	0%	9%
LA	31%	3%	8%	3%	0%	12%	3%	0%	41% *
ME									
MD	41%	5%	3%	2%	2%	37%	9%	0%	2% *
MA									
MI	66%	8%	<1%	2%	0%	6%	5%	5%	9% *
MN	39%	23%	3%	6%	3%	8%	10%	5%	3%
MS									
MO									
MT	30%	2%	1%	7%	0%	1%	5%	0%	54%
NE									
NV									
NH	10%	20%	0%	0%	0%	68%	1%	0%	2% *
NJ									
NM	32%	13%	1%	1%	7%	14%	6%	12%	14%
NY									

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Exhibit C.6
Percent of Schools That Did Not Make AYP, by Reason for Not Making AYP and by State, 2003–04 (continued)

State	Did Not Make AYP For:								
	Achievement of All Students	Achievement of Two or More Subgroups but Made AYP for All Students	Achievement of Any One Racial Subgroup Only	Achievement of Poor Students Only	Achievement of LEP Students Only	Achievement of SWD Only	Additional Academic Indicator Only	95 percent Testing Requirement Only	Other
NC	19%	18%	5%	4%	1%	45%	2%	1%	5%
ND	17%	11%	2%	9%	0%	52%	9%	0%	0%
OH	42%	6%	4%	11%	<1%	3%	6%	11%	18% *
OK	86%	<1%	<1%	3%	<1%	1%	3%	2%	5%
OR	16%	29%	1%	1%	3%	13%	4%	13%	21% *
PA	42%	12%	5%	6%	0%	22%	4%	5%	4%
RI									
SC	10%	22%	4%	1%	0%	26%	14%	12%	11%
SD									
TN	42%	9%	2%	5%	0%	5%	29%	1%	7%
TX	14%	16%	1%	1%	4%	12%	10%	18%	25% *
UT									
VT									
VA									
WA	33%	10%	4%	3%	4%	16%	27%	0%	3%
WV									
WI	48%	12%	4%	6%	0%	16%	6%	5%	3%
WY	40%	10%	0%	3%	0%	7%	40%	0%	0%

Exhibit reads: Thirty-three percent of schools did not make AYP because of the achievement of *all* students in the school.

Note: Schools included in the "Achievement of the 'All Students' Group" and the "Achievement of Two or More Subgroups" categories may have also missed AYP for test participation or the other academic indicator. However, schools included in the "Achievement of a Single Subgroup Only" category are those that missed AYP for that factor alone and did not miss any other AYP indicators. "Other" includes: schools that missed AYP for combinations of the achievement of a single subgroup, test participation, and/or the other academic indicator, or for alternate AYP determinations for small schools and schools without tested grades. Blank means not available.

* Indicates that row figures do not sum to 100 percent due to rounding.

Source: SSI-*NCLB* National AYP and Identification Database (n=50 states and the District of Columbia).

Exhibit C.7
Percentage of Schools that Did Not Make AYP for the Additional Academic Indicator, by Type of School and by State, 2003–04

State	All Schools	High Schools	Elementary and Middle Schools			
			All Elementary and Middle Schools	In States Where Additional Academic Indicator is Attendance	In States Where Additional Academic Indicator is Not Attendance	Specify Additional Academic Indicator if Not Attendance
Total	20%	33%	10%	11%	7%	
Alabama						
Alaska	47%	56%	2%	2%		
Arizona	59%	69%	52%	52%		
Arkansas	20%	40%	1%	1%		
California	7%	22%	0%		0%	Academic Performance Index
Colorado	27%	18%	34%		34%	Percentage of students in the advanced category on CASP
Connecticut	5%	19%	1%		1%	Writing Assessment
Delaware	14%	27%	8%		8%	Percent of students meeting/exceeding standards on grades 4, 6, and 8 DSTP science and social studies assessments
District of Columbia						
Florida	26%	82%	5%		5%	Writing Assessment
Georgia	45%	45%	44%			
Hawaii	6%	6%	5%		5%	Retention Rates
Idaho						Language arts ISAT or student growth on Compass Learning Assessment Program
Illinois	5%	12%	3%	3%		
Indiana	16%	38%	5%	5%		
Iowa						
Kansas	15%	20%	8%	8%		
Kentucky	59%	40%	64%		64%	Kentucky Academic Index
Louisiana	16%	62%	0%	0%		
Maine						
Maryland	22%	25%	11%	11%		
Massachusetts						
Michigan	33%	50%	1%	1%		
Minnesota	21%	36%	4%	4%		
Mississippi	9%	33%	2%		2%	Growth Index
Missouri						
Montana	8%	37%	0%	0%		

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Exhibit C.7
Percentage of Schools that Did Not Make AYP for the Additional Academic Indicator, by Type of School and by State, 2003–04 (continued)

State	All Schools	High Schools	Elementary and Middle Schools			
			All Elementary and Middle Schools	In States Where Additional Academic Indicator is Attendance	In States Where Additional Academic Indicator is Not Attendance	Specify Additional Academic Indicator if Not Attendance
Nebraska						
Nevada						
New Hampshire	3%	8%	0%		0%	Retention Rates
New Jersey						
New Mexico	17%	19%	15%	15%		
New York						Science Assessment
North Carolina	10%	18%	1%	1%		
North Dakota	16%	25%	0%	0%		
Ohio	13%	15%	11%	11%		
Oklahoma	7%	12%	4%		4%	School Completion Component
Oregon	18%	10%	24%	24%		
Pennsylvania	15%	22%	7%	7%		
Rhode Island						
South Carolina	32%	25%	33%	33%		
South Dakota	31%	35%	26%	26%		
Tennessee	50%	76%	21%	21%		
Texas	15%	20%	0%	0%		
Utah						
Vermont	3%	0%	4%		4%	VT—Developmental Reading Assessment, Reading: Basic Understanding
Virginia						
Washington	47%	47%	37%	37%		
West Virginia						
Wisconsin	25%	31%	18%	18%		
Wyoming	50%	73%	33%		33%	Reduction in percentage of students scoring in the novice performance category

Exhibit reads: Twenty percent of all schools and 33 percent of high schools in the nation did not make AYP for the additional academic indicator in 2003–04.

Note: Blank means not available.

Source: SSI-*NCLB* National Database of School AYP and Identification (n=50 states and the District of Columbia).

Exhibit C.8
Percentage of Schools that Did Not Make AYP, by Reason for Not Making AYP and by State, 2003–04

State	Missed AYP for Reading Achievement	Missed AYP for Math Achievement	Missed AYP for Reading & Math Achievement
Total	64%	58%	42%
Alabama	30%	27%	18%
Alaska	68%	63%	59%
Arizona	44%	23%	21%
Arkansas	68%	76%	50%
California	58%	38%	30%
Colorado	75%	73%	58%
Connecticut	72%	70%	45%
Delaware	76%	76%	55%
District of Columbia	95%	81%	69%
Florida	72%	88%	68%
Georgia	52%	52%	33%
Hawaii	83%	85%	71%
Idaho	87%	63%	53%
Illinois	77%	75%	54%
Indiana	76%	6%	4%
Iowa	69%	67%	44%
Kansas	56%	61%	27%
Kentucky	40%	36%	18%
Louisiana	46%	25%	13%
Maine	92%	51%	38%
Maryland	70%	58%	36%
Massachusetts	59%	78%	37%
Michigan	73%	72%	56%
Minnesota	68%	64%	48%
Mississippi			
Missouri	72%	70%	42%
Montana	28%	28%	22%
Nebraska	25%	33%	13%
Nevada			
New Hampshire	73%	66%	39%
New Jersey	78%	74%	56%
New Mexico	59%	66%	46%

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Exhibit C.8
Percentage of Schools that Did Not Make AYP, by Reason for Not Making AYP and by State, 2003–04 (continued)

State	Missed AYP for Reading Achievement	Missed AYP for Math Achievement	Missed AYP for Reading & Math Achievement
New York			
North Carolina	79%	60%	43%
North Dakota	78%	89%	63%
Ohio	76%	80%	60%
Oklahoma	84%	24%	18%
Oregon	73%	62%	55%
Pennsylvania	66%	73%	49%
Puerto Rico			
Rhode Island	76%	53%	40%
South Carolina	58%	57%	45%
South Dakota	79%	57%	47%
Tennessee	54%	55%	40%
Texas	52%	52%	42%
Utah	68%	54%	32%
Vermont	80%	66%	46%
Virginia	61%	40%	22%
Washington	54%	62%	43%
West Virginia			
Wisconsin	70%	55%	38%
Wyoming	43%	43%	27%

Exhibit reads: Sixty-four percent of schools in the nation that did not make AYP did not make AYP because they missed AYP for reading achievement in 2003–04.

Note: Blank means not available.

Source: SSI-*NCLB* National Database of School AYP and Identification (n=47 states).

Exhibit C.9
Percentage of Students in Each Subgroup in Schools Held Accountable for Their Subgroup, by Student Subgroup, 2003–04

Student Subgroups	(a) Total number of students in this subgroup in grades used to calculate AYP	(b) Number of students in this subgroup in schools held accountable for this subgroup	Percent of students in each subgroup in schools held accountable for their subgroup (b/a)
African-American	1,845,722	1,433,655	78%
American Indian/Alaskan Native	148,210	35,234	24%
Asian/Pacific Islander	556,370	252,466	45%
Hispanic	2,495,177	2,119,153	85%
White	6,114,132	5,595,831	92%
Total across these five major racial/ethnic categories in 34 states	11,159,611	9,436,349	85%
Estimated total across these five major racial/ethnic categories for all 50 states and DC	14,977,156	12,684,286	85%
Low-income students	13,854,989	11,767,989	85%

Exhibit reads: Twenty-five percent of African-American students attended schools for which AYP was calculated for the African-American subgroup.

Note: The numbers of students in the racial or ethnic subgroups are based on 2002-03 CCD enrollment figures by race or ethnicity in those grades 3-8 and 10 that were used in AYP calculations in 2003–04 by each of 34 states. The estimated total for all states is based on the assumption that the percent of students held accountable for each racial or ethnic category was the same for the 17 states lacking data as for those 34 states for which data were available. The numbers of low-income students are based on number of students eligible for free or reduced-priced lunch across all grades in the 2002-03 CCD. Available data did not permit making similar estimates for students with disabilities and LEP student subgroups. Only schools with valid AYP status assigned (i.e., made or did not meet AYP) were included. Results differ slightly from the percentages reported in the National Assessment of Title I interim report because the analysis has been restricted to students in grades that were tested and used in AYP calculations in 2003–04 where possible.

Source: SSI-*NCLB* National AYP and Identification Database (n=34 states).

Exhibit C.10
Percentage of Schools That Did Not Make AYP That Missed Subgroup Achievement Targets, 2003–04, by Student Subgroup

Student Subgroups	Number of Schools That Missed AYP Targets for Subgroup Achievement	Among Schools That Did Not Make AYP (n=14,914) Percentage of Schools That Missed AYP Targets for Subgroup Achievement
African-American	3,369	23%
American Indian/Alaskan Native	121	1%
Asian/Pacific Islander	162	1%
Hispanic	2,022	14%
White	501	3%
Low-income students	5,311	36%
Students with disabilities	5,252	35%
LEP students	2,633	18%

Exhibit reads: Twenty-three percent of schools that did not make AYP missed achievement targets for the African-American subgroup.

Source: SSI-*NCLB* National AYP and Identification Database (n=34 states).

Exhibit C.11
Percentage of Schools that Missed AYP Due to Achievement and Participation, by Student Subgroup, 2003–04

Student Subgroup	Number of Schools Held Accountable for Subgroup	Schools Missing AYP for Subgroup Achievement		Schools Missing AYP for 95% Subgroup Participation	
		Number	Percentage of Schools Held Accountable for Subgroup	Number	Percentage of Schools Held Accountable for Subgroup
African-American	15,536	3,369	22%	1,302	8%
American Indian/Alaskan Native	815	121	15%	74	9%
Asian/Pacific Islander	3,637	162	4%	74	2%
Hispanic	16,529	2,022	12%	1,169	7%
White	43,774	501	1%	1,526	3%
Low-income students	38,194	5,311	14%	2,711	7%
Students with disabilities	14,274	5,252	37%	1,739	12%
LEP students	10,001	2,633	26%	787	8%

Exhibit reads: Twenty-two percent of schools for which AYP was calculated for the African-American subgroup did not make AYP for achievement of the African-American subgroup, whereas 8 percent of schools held accountable for the African-American subgroup did not make AYP for this subgroup on the 95 percent test participation requirement.

Source: SSI-*NCLB* National AYP and Identification Database (n=34 states).

Exhibit C.12
Number and Percentage of Identified Title I Schools, by State, 2003–04

State	Number	Percent	Identified Improvement Status		
			Year 1 or Year 2	Corrective Action	Restructuring
Total	6,219	12%	4,455	926	838
Alabama	47	5%	3	18	26
Alaska	64	20%	56	8	0
Arizona	220	21%	200	20	0
Arkansas	275	34%	273	2	0
California	1,205	22%	860	334	11
Colorado	80	9%	76	1	3
Connecticut	12	3%	7	5	0
Delaware	12	11%	12	0	0
District of Columbia	14	8%	14	0	0
Florida	45	3%	45	0	0
Georgia	533	55%	244	60	229
Hawaii	82	57%	14	24	44
Idaho	43	9%	43	0	0
Illinois	577	24%	577	0	0
Indiana	97	9%	80	17	0
Iowa	11	2%	10	1	0
Kansas	30	5%	12	13	5
Kentucky	26	3%	26	0	0
Louisiana	58	6%	47	11	0
Maine	10	2%	10	0	0
Maryland	102	22%	46	12	44
Massachusetts	208	18%	171	37	0
Michigan	368	53%	191	84	93
Minnesota	38	4%	38	0	0
Mississippi	7	1%	4	3	0
Missouri	30	2%	30	0	0
Montana	40	6%	4	8	28
Nebraska	6	1%	2	1	3
Nevada	27	12%	27	0	0
New Hampshire	6	2%	6	0	0
New Jersey	14	1%	14	0	0
New Mexico	120	21%	69	40	11
New York	527	19%	287	105	135
North Carolina	36	3%	33	2	1
North Dakota	23	5%	13	10	0
Ohio	191	7%	118	44	29
Oklahoma	46	4%	28	8	10
Oregon	7	1%	5	2	0
Pennsylvania	298	14%	161	11	126
Rhode Island	24	16%	23	1	0
Puerto Rico	256	17%	256	0	0
South Carolina	82	16%	69	1	12

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Exhibit C.12
Number and Percentage of Identified Title I Schools, by State, 2003–04 (continued)

State	Number	Percent	Identified Improvement Status		
			Year 1 or Year 2	Corrective Action	Restructuring
South Dakota	32	9%	29	3	0
Tennessee	55	7%	0	27	28
Texas	9	0%	9	0	0
Utah	68	31%	67	1	0
Vermont	4	2%	3	1	0
Virginia	44	6%	44	0	0
Washington	51	6%	47	4	0
West Virginia	7	2%	6	1	0
Wisconsin	52	5%	46	6	0
Wyoming	0	0%	0	0	0

Exhibit reads: Nationally, 12 percent of Title I schools were identified for improvement in 2003–04. Rates of school identification ranged from 0 percent in Wyoming to 57 percent in Hawaii.

Sources: Consolidated State Performance Reports and SSI-*NCLB* National AYP and Identification Database (based on data reported by 50 states, the District of Columbia, and Puerto Rico for 88,160 schools in these states).

Exhibit C.13
Number of Schools Identified for Improvement, and Percentage of Students in Identified Schools, by Subgroups and by State, 2003–04

	Number of Schools Identified For Improvement	Percent of All Students in Identified Schools	Percent of Poor Students in Identified Schools	Percent of American Indian Students in Identified Schools	Percent of Asian Students in Identified Schools	Percent of Black Students in Identified Schools	Percent of Hispanic Students in Identified Schools	Percent of White Students in Identified Schools
Total schools	11,531	17%	26%	21%	17%	32%	28%	9%
Total students	46,866,541	7,794,229 out of 46,866,541	4,428,652 out of 17,137,350	120,614 out of 563,408	345,345 out of 2,031,889	2,462,869 out of 7,796,787	2,305,547 out of 8,381,040	2,424,810 out of 27,090,874
AL	80	5%	9%	3%	2%	13%	4%	1%
AK	179	45%	50%	60%	54%	51%	45%	36%
AZ	135	8%	3%	27%	3%	7%	12%	2%
AR	300	30%	35%	22%	27%	59%	30%	21%
CA	1,618	24%	38%	20%	15%	33%	36%	10%
CO	87	6%	16%	10%	4%	11%	18%	2%
CT	134	20%	45%	15%	16%	43%	50%	10%
DE	44	9%	12%	6%	9%	13%	12%	7%
DC	96	53%	56%	22%	43%	55%	60%	14%
FL	964	28%	43%	28%	17%	41%	33%	20%
GA	413	24%	30%	25%	19%	31%	27%	20%
HI	138	60%	64%	59%	62%	43%	61%	51%
ID	71	6%	8%	9%	4%	4%	10%	5%
IL	655	26%	48%	22%	15%	57%	50%	9%
IN	77	4%	8%	5%	2%	18%	6%	2%
IA	66	1%	2%	3%	3%	5%	6%	1%
KN	21	2%	5%	2%	4%	7%	6%	1%
KY	134	13%	16%	13%	14%	28%	20%	12%
LA	570	42%	51%	38%	46%	55%	37%	30%
ME	51	19%	17%	16%	24%	31%	23%	18%
MD	255	7%	18%	8%	3%	16%	13%	1%
MA	391	25%	43%	25%	31%	44%	52%	19%
MI	511	21%	32%	14%	19%	56%	33%	12%
MN	48	2%	7%	6%	8%	14%	9%	1%
MS	71	9%	11%	3%	3%	15%	5%	3%
MO	130	7%	13%	5%	7%	25%	17%	3%
MT	69	13%	22%	56%	11%	11%	16%	7%
NE	46	1%	2%	11%	1%	0%	4%	1%
NV	111	28%	30%	21%	30%	35%	31%	26%
NH	61	16%	20%	14%	14%	16%	19%	16%
NJ	520	38%	57%	41%	25%	64%	52%	27%
NM	182	29%	28%	46%	37%	33%	26%	27%

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Exhibit C.13
Number of Schools Identified for Improvement, and Percentage of Students in Identified Schools, by Subgroups and by State, 2003–04 (continued)

	Number of Schools Identified For Improvement	Percent of All Students in Identified Schools	Percent of Poor Students in Identified Schools	Percent of American Indian Students in Identified Schools	Percent of Asian Students in Identified Schools	Percent of Black Students in Identified Schools	Percent of Hispanic Students in Identified Schools	Percent of White Students in Identified Schools
NY	508	17%	17%	17%	14%	31%	37%	5%
NC	160	6%	8%	8%	4%	10%	9%	4%
ND	21	4%	11%	42%	0%	0%	0%	0%
OH	487	18%	31%	23%	14%	51%	30%	11%
OK	142	10%	15%	9%	11%	30%	21%	6%
OR	214	2%	4%	3%	2%	7%	7%	1%
PA	629	22%	37%	24%	26%	57%	52%	12%
RI	61	13%	29%	14%	23%	30%	41%	4%
SC	207	17%	25%	21%	10%	24%	16%	12%
SD	59	13%	22%	45%	12%	16%	18%	9%
TN	207	14%						
TX	199	5%	7%	3%	2%	7%	9%	2%
UT	16	2%	3%	12%	1%	4%	4%	1%
VT	25	11%	18%	11%	15%	19%	20%	11%
VA	111	5%	10%	5%	2%	10%	6%	3%
WA	156	14%	17%	19%	17%	23%	26%	11%
WV	37	8%	10%	8%	3%	3%	4%	8%
WI	51	3%	9%	2%	4%	21%	8%	0%
WY	13	4%	6%	32%	6%	8%	7%	3%

Exhibit reads: There were 11,531 schools identified for improvement in 2003–04 and 17 percent of all students in the nation attended these schools.

Note: Figures are not available for SWD and LEP because the CCD collects the numbers of SWDs and LEPs only at the district level. Blank means not available.

Sources: SSI-*NCLB* National Database of School AYP and Identification and Common Core of Data, 2002–03 (based on data from 50 states and the District of Columbia for 88,160 students in these states).

Exhibit C.14
Percentage of Identified Schools, by Other Demographic Characteristics, 2004–05

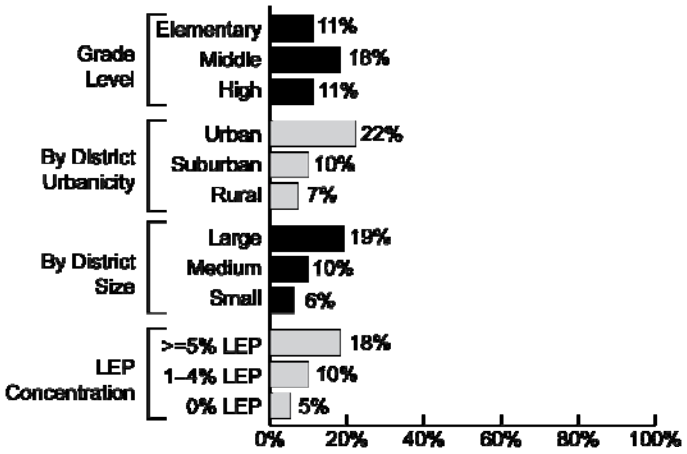

Exhibit reads: In 2004–05, 11 percent of elementary schools were identified for improvement.

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data 2002–03 (based on data reported by 50 states and the District of Columbia for 88,160 schools in these states).

Exhibit C.15
Results of Multiple Logistic Regression Model of Schools' Likelihood of Having Been Identified for Improvement, 2004–05

Independent Variable	Coefficient	Standard Error
Secondary level (versus elementary)	0.6272*	0.0304
Low poverty (versus medium)	-1.0588*	0.0412
High poverty (versus medium)	1.0059*	0.0343
Low minority (versus medium)	-0.6694*	0.0420
High minority (versus medium)	0.8926*	0.0362
Small size (versus medium size)	-0.7394*	0.0614
Large size (versus medium size)	0.5611*	0.0315
Fewer than two applicable subgroups (versus two or three)	-0.4358*	0.0427
More than three applicable subgroups (versus two or three)	0.3453*	0.0316
Urban locale (versus rural)	0.2497*	0.0436
Urban fringe locale (versus rural)	0.3358*	0.0415
Low concentration of students with disabilities (versus medium)	-0.5493*	0.0332
High concentration of students with disabilities (versus medium)	0.3852*	0.0343
Low concentration of LEP students (versus medium)	-0.1109*	0.0567
High concentration of LEP students (versus medium)	-0.1828*	0.0327
Intercept	-2.4045*	0.0489

Exhibit reads: The variable indicating that a school was a secondary school had a regression coefficient of 0.6272 and a standard error of 0.0304. Each coefficient indicates how much higher or lower the odds of being identified are for the type of school shown, in comparison to the odds for a school with the "baseline" characteristic. Positive coefficients indicate that the schools are more likely to be identified than the baseline; negative coefficients indicate that they are less likely. For instance, after converting this positive coefficient (0.6272) to an expected probability, the odds of a secondary school being identified were 14 in 100, while the odds were 8 in 100 for an elementary school, where both schools had baseline values on all other variables (located in a rural area; had moderate level of poverty and of minority students (35–75 percent and 25–75 percent, respectively); had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent had limited English proficiency; and the number of subgroups was near the median (2 or 3)).

Note: All the variables, except for low district concentration of LEP students, show statistically significant coefficients (* indicates $p < 05$). State type classification and achievement data were not included in these analyses. Because school-level concentrations of students with disabilities and LEP students were not available, district-level concentrations were used instead as proxies.

Note: An expected probability is computed by: 1/1+e – logit(model)) where logit(model) – intercept + β1X1 + β2X2 + …. The expected probability of the school in this example (which this report calls the baseline elementary school) was calculated by: 1/1+e – logit(model)), where logit(model) = -2.4045.

Sources: SSI-*NCLB* National AYP and Identification Database and Common Core of Data 2002–03 (based on data reported by 34 states for 61,229 schools in these states).

Exhibit C.16
Probability of Being Identified for Improvement for Various Types of Schools, 2004–05

School Type	Expected Probability
"Baseline" school which was an elementary school, was located in a rural area; had a moderate level of poverty and of minority students (35–75 percent and 25–75 percent, respectively); had an enrollment of 200 to 600; 12 to 16 percent of its students had disabilities; 1 to 10 percent had limited English proficiency; and the number of subgroups was near the median (2 or 3).	8 out of 100
A small elementary school in a rural area with low percentages of low-income and minority students and with no applicable subgroup	Less than 1 out of 100
A medium size urban elementary school with a low percentage of low-income students, moderate levels of other variables	4 out of 100
A medium size urban elementary school with a moderate percentage of low-income students, moderate levels of other variables	10 out of 100
A medium size urban elementary school with a high percentage of low-income students, moderate levels of other variables	24 out of 100
A large elementary school in an urban area with high percentages of low-income and minority students and with four or more subgroups	66 out of 100
A large secondary school in an urban area with high percentages of low-income and minority students and with four or more subgroups	78 out of 100

Exhibit reads: A school with the characteristics as described has an 8 percent probability of being identified for improvement.

Source: Computed from results of multiple logistic repression model shown in Exhibit C.15.

Exhibit C.17
Percentage of Schools Needing Technical Assistance Related to Professional Qualifications, by School Characteristic, 2003–04 or 2004–05

Characteristic	Improve Quality of Teachers' Professional Development	Recruit, Retain, or Assign Teachers in Order to Staff All Classes with a Teacher Who Is "Highly Qualified"	Implement Provisions of *NCLB* Relating to "Qualified" Paraprofessionals
All schools (n=1,311)	57%	33%	40%
School Identification Status			
Not identified	53%	28%	38%
Year 1 and Year 2 of identified for improvement status	77%	59%	47%
Corrective action status	97%	83%	79%
Restructuring status	81%	72%	72%
School Poverty Level			
High poverty	73%	48%	53%
Medium poverty	55%	36%	46%
Low poverty	50%	21%	26%
School Minority Concentration			
High minority (75% or more)	71%	57%	57%
Moderate minority (25–75%)	58%	37%	46%
Low minority (less than 25%)	50%	20%	29%
Urbanicity			
Central city	68%	44%	50%
Urban fringe	53%	31%	35%
Rural/small town	52%	24%	39%
School Level			
Elementary	55%	26%*	40%
Middle	65%	43%	44%
High	53%	43%	38%

Exhibit reads: Fifty-seven percent of schools reported needing technical assistance in improving the quality of teachers' professional development.

Source: NLS-*NCLB*, Principal Survey.

Exhibit C.18
Percentage of Schools Needing and Receiving Technical Assistance to Meet the Needs of Students with Disabilities and Percentage Finding It Sufficient to Meet Their Needs, by School Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All schools (n=1,311)	53%	71%	76%
School Identification Status			
Not identified	49%	70%	79%
Year 1 and Year 2 of being identified for improvement	70%	70%	69%
Corrective action status	77%	95%	78%
Restructuring status	70%	60%	54%
School Poverty Level			
High poverty	63%	77%	73%
Medium poverty	50%	74%	74%
Low poverty	50%	64%	82%
School Minority Concentration			
High minority (75% or more)	62%	75%	77%
Moderate minority (25–75%)	53%	71%	64%
Low minority (less than 25%)	48%	69%	85%
Urbanicity			
Central city	59%	67%	72%
Urban fringe	54%	76%	73%
Rural/small town	45%	65%	91%
School Level			
Elementary	49%	71%	74%
Middle	58%	79%	74%
High	56%	61%	85%

Exhibit reads: Fifty-three percent of all schools reported needing technical assistance to address the needs of students with disabilities.

Source: NLS-*NCLB*, District Survey.

Exhibit C.19
Percentage of Schools Needing and Receiving Technical Assistance to Meet the Needs of LEP Students and Percentage Finding It Sufficient to Meet Their Needs, by School Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All schools (n=1,311)	38%	68%	69%
School Identification Status			
Not identified	37%	68%	69%
Year 1 Year 2 of being identified for improvement	48%	65%	72%
Corrective action status	60%	94%	73%
Restructuring status	54%	74%	48%
School Poverty Level			
High poverty	43%	80%	72%
Medium poverty	39%	74%	63%
Low poverty	35%	54%	75%
School Minority Concentration			
High minority (75% or more)	48%	75%	77%
Moderate minority (25–75%)	51%	77%	57%
Low minority (less than 25%)	26%	52%	83%
Urbanicity			
Central city	45%	74%	77%
Urban fringe	38%	68%	67%
Rural/small town	32%	60%	60%
School Level			
Elementary	38%	70%	68%
Middle	41%	71%	67%
High	38%	58%	75%

Exhibit reads: Thirty-eight percent of all schools reported needing technical assistance addressing the needs of limited English proficient students.

Source: NLS-*NCLB*, District Survey.

Exhibit C.20
Existence of and Participation in Extended Time Instructional Programs, 2004–05

	Percent of Schools Offering Each Type of Program	Percent of Students Served in Schools Offering Each Type of Program	Number of Hours of Service per Year in Schools Offering Each Type of Program
All Schools (n=1,311)			
Before-school tutorial or instructional program	24% (2.6)	15% (2.9)	115 (12.9)
After-school tutorial or instructional program	68% (2.3)	17% (0.7)	134 (9.2)
Weekend tutorial or instructional program	11% (1.4)	13% (1.2)	52 (5.5)
Any program	72% (2.3)		
Identified Schools (n=431)			
Before-school tutorial or instructional program	28% (4.0)	8% (1.4)	115 (14.2)
After-school tutorial or instructional program	84% (4.7)	18% (1.4)	145 (12.2)
Weekend tutorial or instructional program	22% (3.4)	13% (1.1)	64 (7.4)
Any program	86% (4.7)		
Non-Identified Schools (n=876)			
Before-school tutorial or instructional program	23% (2.9)	16% (3.5)	115 (15.2)
After-school tutorial or instructional program	65% (2.6)	16% (0.8)	132 (10.9)
Weekend tutorial or instructional program	9% (1.5)	13% (1.6)	46 (6.6)
Any program	70% (2.5)		

Exhibit reads: Twenty-four percent of all schools offered a before-school tutorial or instructional program in 2004–05. In those schools, on average, 15 percent of students enrolled in the before-school program, and the before-school program provided, on average, 115 hours of service during the year.

Source: NLS-*NCLB*, Principal Survey.

Exhibit C.21
Percentage of Elementary Schools Increasing and Decreasing Instructional Time in Various Subjects Between 2003–04 and 2004–05

Subject	Increased More Than 30 Minutes	Increased Less Than 30 Minutes	Stayed the Same	Decreased Less Than 30 Minutes	Decreased More Than 30 Minutes
Identified Schools (n=247)					
Reading	30%	17%	53%	0%	0%
Mathematics	17%	13%	68%	1%	0%
Science	5%	5%	84%	4%	1%
Social studies	1%	2%	88%	5%	3%
Art/music	1%	2%	88%	5%	3%
Physical education/health	2%	2%	88%	5%	2%
Other	4%	7%	84%	4%	1%
Non-Identified Schools (n=588)					
Reading	13%	16%	71%	0%	0%
Mathematics	8%	17%	75%	0%	0%
Science	4%	7%	82%	7%	0%
Social studies	1%	3%	85%	11%	1%
Art/music	0%	5%	86%	8%	1%
Physical education/health	0%	4%	89%	6%	1%
Other	0%	3%	90%	4%	3%

Exhibit reads: None of the identified schools reported decreasing instructional time in reading by more than 30 minutes per day.

Source: NLS-*NCLB*, Principal Survey.

Exhibit C.22
Percentage of Districts Needing and Receiving Technical Assistance to Meet the Needs of Students with Disabilities and Percentage Finding It Sufficient to Meet Their Needs, by District Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All districts (n=289)	40%	88%	65%
District Identification Status			
Identified for improvement	57%	76%	29%
Not identified for improvement	37%	90%	74%
District Poverty Level			
High poverty	76%	84%	44%
Medium poverty	52%	93%	73%
Low poverty	33%	84%	68%
District Minority Concentration			
High minority (75% or more)	24%	81%	57%
Moderate minority (25–75%)	43%	91%	75%
Low minority (less than 25%)	42%	87%	64%
District Size			
Small (fewer than 2,500)	34%	88%	63%
Medium (2,500 to 10,000)	53%	85%	66%
Large (more than 10,000)	64%	92%	77%

Exhibit reads: Forty percent of all districts needed technical assistance to meet the needs of students with disabilities.

Source: NLS-*NCLB*, District Survey.

Exhibit C.23
Percentage of Districts Needing and Receiving Technical Assistance to Meet the Needs of LEP Students and the Percentage Finding It Sufficient to Meet Their Needs, by District Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All districts (n=289)	23%	69%	63%
District Identification Status			
Identified for improvement	29%	87%	37%
Not identified for improvement	21%	64%	71%
District Poverty Level			
High poverty	45%	89%	68%
Medium poverty	25%	87%	69%
Low poverty	22%	47%	61%
District Minority Concentration			
High minority (75% or more)	23%	96%	57%
Moderate minority (25–75%)	45%	83%	75%
Low-minority (less than 25%)	15%	47%	42%
District Size			
Small (fewer than 2,500)	12%	39%	69%
Medium (2,500 to 10,000)	51%	88%	53%
Large (more than 10,000)	60%	83%	87%

Exhibit reads: Twenty-three percent of all districts needed technical assistance to meet the needs of students with limited English proficiency.

Source: NLS-*NCLB*, District Survey.

APPENDIX D.
STANDARD ERROR EXHIBITS

Exhibit D.1
Percentage of School Staff Correctly Reporting Whether Their School Made AYP or Was Identified for Improvement Based on 2003–04 Test Results

	Did School Make Adequate Yearly Progress in 2003–04?		
	Reported Correct Status	Reported Incorrect Status	Don't know
Principals (n=1,316)	88.0 (2.4)	9.4 (1.3)	3.1 (0.7)
Elementary teachers (n=4,089)	72.3 (2.1)	6.6 (0.9)	20.9 (1.5)
Secondary teachers (n=3,305)	59.2 (2.8)	11.5 (1.2)	30.3 (2.2)
Special education teachers (n=1,191)	65.2 (2.4)	8.6 (1.1)	26.2 (2.1)
	Is School Identified for Improvement in 2004–05?		
	Reported Correct Status	Reported Incorrect Status	Don't know
Principals (n=1,316)	91.7 (2.1)	6.1 (0.9)	1.2 (0.3)
Elementary teachers (n=4,089)	65.3 (2.2)	7.9 (0.8)	26.4 (1.7)
Secondary teachers (n=3,305)	52.2 (2.3)	11.3 (1.6)	36.5 (1.8)
Special education teachers(n=1,191)	60.3 (2.6)	12.7 (1.4)	26.7 (2.2)

Source: NLS-*NCLB*, Principal and Teacher Surveys.

Exhibit D.2
Percentage of Staff in Title I Schools Correctly Reporting Whether Their Schools Were Identified for Improvement

Purpose	Identified Schools	Non-Identified Schools
Principals (n=1,033)	78.3 (4.0)	96.9 (0.8)
Elementary teachers (n=3,378)	70.3 (2.6)	59.5 (2.5)
Secondary teachers (n=2,188)	62.7 (2.7)	48.5 (2.7)
Special education teachers (n=895)	63.4 (3.9)	58.9 (3.6)

Source: NLS-*NCLB*, Principal and Teacher Surveys.

Exhibit D.3
Percentage of Identified Schools That Reported Needing and Receiving Various Types of Technical Assistance, 2003–04 to 2004–05

Type of Technical Assistance	Percent of Non-Identified Schools That Needed Assistance (n=881)	Percent of Identified Schools That Needed Assistance (n=430)	Percent of Identified Schools Needing Assistance That Received It (n=212 to 343)	Percent of Identified Schools Reporting That Assistance Received Was Sufficient (n=147 to 313)
Identify effective curricula, instructional strategies, or school reform models	54.3 (3.1)	69.6 (5.1)	92.5 (2.0)	72.5 (8.5)
Improve quality of teachers' professional development	52.6 (3.2)	79.7 (3.6)	91.4 (2.8)	73.7 (8.5)
Address instructional needs of students with IEPs	49.5 (3.0)	70.9 (4.1)	72.4 (7.8)	69.3 (6.5)
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	49.5 (2.8)	62.3 (5.6)	92.6 (2.0)	66.6 (8.0)
Get parents more engaged in their child's education	46.2 (3.1)	74.2 (3.9)	51.3 (6.8)	53.0 (7.9)
Analyze assessment results to understand students' strengths and weaknesses	40.9 (3.1)	67.8 (4.8)	92.5 (3.0)	93.8 (1.7)
Implement the provisions of *NCLB* relating to "qualified" paraprofessionals	37.9 (2.9)	52.5 (5.8)	85.8 (4.0)	95.0 (1.5)
Address problems of student truancy, tardiness, and discipline, and of dropouts	36.5 (2.7)	56.7 (5.1)	68.2 (6.1)	42.0 (8.5)
Address instructional needs of LEP students	36.7 (3.0)	49.3 (5.5)	69.3 (9.9)	70.8 (8.1)
Improve students' test taking skills	32.1 (2.6)	70.0 (4.0)	71.0 (6.1)	70.8 (9.4)
Develop or revise school improvement plan	27.5 (3.0)	61.7 (5.3)	89.5 (5.2)	89.4 (3.0)
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is "highly qualified"	27.6 (2.3)	62.1 (5.5)	76.3 (5.3)	79.7 (6.1)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.4
Percentage of Schools Needing Technical Assistance in Four Areas, by School Characteristic, 2003–04 or 2004–05

Characteristic	Develop or Revise the School's Improvement Plan	Analyze Assessment Results to Understand Students' Strengths and Weaknesses	Get Parents Engaged in Their Child's Education	Improve the Quality of Teachers' Professional Development
All Schools (n=1,311)	32.6 (2.6)	44.8 (2.7)	50.3 (2.7)	56.7 (2.8)
By School Identified for Improvement Status				
Not identified	27.5 (3.0)	40.9 (3.1)	46.2 (3.1)	52.6 (3.2)
Year 1 and Year 2 of identified for improvement status	61.0 (6.2)	65.8 (5.8)	72.5 (4.6)	77.4 (4.4)
Corrective action status	59.3 (10.8)	79.8 (8.7)	88.8 (2.6)	97.1 (2.5)
Restructuring status	68.1 (6.9)	72.2 (6.4)	72.8 (8.1)	80.7 (7.1)
By School Poverty Level				
High poverty	52.4 (4.4)	64.8 (4.1)	72.8 (3.6)	72.6 (3.8)
Medium poverty	32.5 (4.1)	39.7 (4.5)	53.5 (4.8)	55.5 (4.7)
Low poverty	22.1 (3.7)	39.5 (4.2)	34.5 (4.2)	49.8 (4.5)
By School Minority Concentration				
High minority (75% or more)	47.9 (4.6)	63.1 (4.3)	70.8 (4.0)	71.0 (4.4)
Moderate minority (25–75%)	35.4 (4.6)	43.7 (4.4)	51.1 (5.4)	58.1 (4.2)
Low minority (less than 25%)	24.8 (4.3)	38.4 (4.7)	41.3 (4.3)	49.8 (4.6)
By Urbanicity				
Central city	40.7 (4.0)	56.5 (4.3)	64.9 (4.8)	67.8 (4.0)
Urban fringe/large town	27.6 (4.2)	43.3 (4.1)	46.3 (3.8)	53.3 (3.9)
Rural/small town	34.2 (5.6)	35.8 (5.2)	43.4 (5.8)	51.8 (7.1)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.5
Percent of Districts With Identified Schools Reporting That They Provided Technical Assistance to Various Types of Schools in Either 2003–04 or 2004–05

Type of Technical Assistance	All or Some Identified Schools	Schools that Are Not Low Performing	District Did Not Provide
Develop or revise school improvement plan	87.5 (8.4)	56.5 (10.8)	11.4 (8.4)
Analyze assessment results to understand students' strengths and weaknesses	83.0 (9.0)	67.5 (10.6)	12.9 (8.9)
Address instructional needs of students with IEPs	78.9 (9.3)	56.3 (10.7)	17.5 (9.2)
Implement *NCLB* provisions relating to "qualified" paraprofessionals	72.4 (10.9)	53.5 (10.5)	24.2 (11.0)
Address problems of student truancy, tardiness, discipline, and dropout	65.0 (10.9)	49.7 (10.3)	31.6 (11.1)
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is "highly qualified"	64.2 (10.8)	43.0 (9.7)	34.3 (10.9)
Identify curricula, instructional strategies, or school reform models that have been shown to be effective in increasing students' achievement	65.4 (11.1)	47.9 (10.7)	30.2 (11.3)
Get parents more engaged in their child's education	56.2 (10.9)	49.1 (10.1)	40.4 (11.3)
Improve students' test taking skills	52.6 (10.8)	43.8 (10.6)	45.0 (10.9)
Address instructional needs of LEP students	49.5 (10.2)	43.2 (9.3)	47.8 (10.5)
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	46.4 (9.8)	44.5 (9.6)	45.1 (11.0)

Source: NLS-*NCLB*, District Survey (n=156 districts with identified schools).

Exhibit D.6
Percentage of Schools Needing Technical Assistance Related to Professional Development, by School Characteristic, 2003–04 or 2004–05

Characteristic	Improve Quality of Teachers' Professional Development	Recruit, Retain, or Assign Teachers in Order to Staff All Classes with a Teacher Who Is "Highly Qualified"	Implement Provisions of *NCLB* Relating to "Qualified" Paraprofessionals
All schools (n=1,311)	56.7 (2.8)	32.8 (2.3)	40.0 (2.5)
School Identification Status			
Not identified	52.6 (3.2)	27.6 (2.3)	37.9 (2.8)
Year 1 and Year 2 of identified for improvement status	77.4 (4.4)	58.7 (6.5)	47.2 (6.5)
Corrective action status	97.1 (2.5)	83.2 (6.4)	78.8 (6.8)
Restructuring status	80.7 (7.1)	72.8 (8.2)	72.1 (7.6)
School Poverty Level			
High poverty	72.6 (3.8)	47.6 (4.3)	53.0 (4.3)
Medium poverty	55.5 (4.7)	36.2 (4.6)	46.0 (4.6)
Low poverty	49.8 (4.5)	21.2 (3.5)	26.2 (3.4)
School Minority Concentration			
High minority (75% or more)	71.0 (4.4)	57.0 (4.0)	57.5 (4.2)
Moderate minority (25–75%)	58.1 (4.2)	37.2 (4.9)	45.8 (4.6)
Low minority (less than 25%)	49.8 (4.6)	20.4 (3.7)	29.0 (3.8)
Urbanicity			
Central city	67.8 (4.0)	43.8 (4.5)	49.9 (3.6)
Urban fringe	53.3 (3.9)	31.5 (3.2)	35.2 (3.7)
Rural/small town	51.8 (7.1)	24.1 (4.8)	39.3 (6.2)
School Level			
Elementary	55.0 (3.5)	26.2 (2.5)	39.8 (3.5)
Middle	65.4 (4.7)	43.1 (4.9)	44.0 (4.8)
High	53.0 (6.6)	43.3 (6.3)	38.3 (6.0)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.7
Percentage of Schools Needing and Receiving Technical Assistance to Meet the Needs of Students with Disabilities and Percentage Finding It Sufficient to Meet Their Needs, by School Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All schools (n=1,311)	52.7 (2.6)	71.3 (3.3)	76.2 (3.2)
School Identification Status			
Not identified	49.5 (3.0)	70.6 (3.7)	78.7 (3.7)
Year 1 and Year 2 of being identified for improvement	70.1 (5.0)	70.8 (9.3)	69.1 (8.0)
Corrective action status	77.2 (7.0)	95.3 (3.1)	77.8 (10.9)
Restructuring status	70.2 (7.9)	60.2 (7.1)	54.1 (12.4)
School Poverty Level			
High poverty	62.9 (4.1)	77.3 (3.8)	73.5 (5.7)
Medium poverty	50.0 (4.4)	74.4 (5.8)	74.2 (5.8)
Low poverty	50.0 (4.5)	64.0 (6.3)	81.6 (4.6)
School Minority Concentration			
High minority (75% or more)	62.4 (4.7)	75.4 (3.7)	76.7 (4.3)
Moderate minority (25–75%)	53.4 (4.3)	71.5 (6.1)	65.5 (7.1)
Low minority (less than 25%)	48.3 (4.5)	69.2 (5.6)	84.6 (3.9)
Urbanicity			
Central city	58.8 (3.7)	67.3 (5.8)	71.6 (4.7)
Urban fringe	53.7 (3.9)	75.8 (4.4)	73.2 (5.2)
Rural/small town	44.9 (5.7)	65.6 (8.2)	91.1 (3.2)
School Level			
Elementary	49.5 (3.5)	70.8 (4.4)	73.9 (4.9)
Middle	58.1 (5.3)	79.0 (4.1)	74.0 (5.9)
High	55.7 (6.2)	61.0 (9.1)	85.3 (5.1)

Source: NLS-*NCLB*, District Survey.

Exhibit D.8
Percentage of Schools Needing and Receiving Technical Assistance to Meet the Needs of LEP Students and Percentage Finding It Sufficient to Meet Their Needs, by School Characteristic, 2004–05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All schools (n=1,311)	38.3 (2.7)	68.3 (3.6)	69.2 (5.0)
School Identification Status			
Not identified	36.7 (3.0)	67.9 (4.2)	68.6 (6.0)
Year 1 Year 2 of being identified for improvement	47.6 (6.7)	64.9 (12.8)	72.2 (10.3)
Corrective action status	60.3 (11.1)	93.9 (4.4)	72.6 (4.6)
Restructuring status	54.3 (8.4)	73.8 (12.5)	48.5 (8.6)
School Poverty Level			
High poverty	43.5 (4.0)	79.9 (3.8)	72.5 (5.7)
Medium poverty	38.9 (4.4)	74.1 (6.1)	63.3 (9.9)
Low poverty	34.6 (3.8)	54.0 (7.6)	75.0 (7.1)
School Minority Concentration			
High minority (75% or more)	48.4 (4.3)	75.0 (4.3)	77.2 (3.7)
Moderate minority (25–75%)	51.0 (4.9)	77.5 (5.6)	57.4 (8.5)
Low minority (less than 25%)	26.3 (3.3)	52.5 (7.1)	83.4 (5.7)
Urbanicity			
Central city	44.5 (5.1)	74.2 (2.7)	77.0 (4.7)
Urban fringe	38.4 (3.5)	68.1 (5.0)	67.4 (7.0)
Rural/small town	31.6 (6.4)	60.3 (10.5)	60.5 (14.2)
School Level			
Elementary	38.1 (3.4)	70.2 (4.5)	68.4 (6.2)
Middle	41.3 (5.4)	71.4 (7.8)	66.8 (13.2)
High	38.2 (5.8)	57.9 (10.9)	74.8 (8.2)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.9
Percentage of Schools Needing and Receiving Technical Assistance to Analyze Assessment Results and Percentage Finding It Sufficient to Meet Their Needs, by School Characteristic, 2004-05

Characteristic	Needed	Received Where Needed	Sufficient Where Needed and Received
All schools (n=1,311)	44.8 (2.7)	88.5 (2.3)	89.5 (2.4)
School Identification Status			
Not identified	41.0 (3.1)	88.2 (2.5)	88.4 (3.0)
Year 1 Year 2 of being identified for improvement	65.5 (5.9)	92.2 (4.0)	94.3 (1.9)
Corrective action status	79.8 (8.8)	99.4 (0.6)	88.9 (4.9)
Restructuring status	72.2 (6.5)	84.5 (6.8)	87.3 (7.4)
School Poverty Level			
High poverty	43.0 (4.0)	89.3 (3.4)	90.9 (2.3)
Medium poverty	39.7 (4.6)	90.5 (2.8)	88.9 (6.0)
Low poverty	64.8 (4.1)	85.6 (4.4)	88.9 (4.1)
School Minority Concentration			
High minority (75% or more)	63.1 (4.4)	86.8 (3.6)	89.8 (2.3)
Moderate minority (25-75%)	43.7 (4.5)	93.5 (2.2)	87.2 (4.4)
Low minority (less than 25%)	38.4 (4.8)	85.9 (4.6)	91.1 (4.6)
Urbanicity			
Central city	56.5 (4.4)	92.2 (2.1)	90.7 (2.5)
Urban fringe	43.3 (4.1)	90.5 (3.3)	86.6 (4.0)
Rural/small town	35.8 (5.3)	76.9 (7.7)	96.3 (2.2)
School Level			
Elementary	43.5 (3.8)	90.9 (2.5)	91.3 (5.2)
Middle	43.6 (5.1)	86.0 (4.7)	80.9 (6.8)
High	49.9 (6.5)	85.7 (5.5)	96.2 (3.1)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.10
Percentage of Schools Reporting Major Focus on Various School Improvement Strategies, 2004–05

School Improvement Strategy	2004–05 Status				
	Identified Schools				Non-Identified Schools (=881)
	All Identified (n=430)	Year 1 or Year 2 Only (n=288)	Corrective Action Only (n=56)	Restructuring Only (n=79)	
Using student achievement data to inform instruction and school improvement	82.4 (3.5)	81.2 (1.1)	87.8 (4.4)	86.4 (4.4)	66.8 (2.8)
Providing additional instruction to low-achieving students	77.6 (3.9)	78.3 (2.1)	75.0 (10.9)	74.1 (6.7)	59.7 (2.7)
Aligning curriculum and instruction with standards and/or assessments	72.3 (4.5)	69.0 (2.6)	87.7 (4.2)	81.9 (5.6)	70.0 (2.6)
Implementing new instructional approaches or curricula in reading	61.1 (4.4)	58.3 (3.1)	71.8 (10.1)	71.5 (5.7)	49.1 (2.6)
Increasing the intensity, focus, and effectiveness of professional development	59.8 (5.1)	56.8 (2.3)	75.8 (10.6)	69.7 (5.7)	41.9 (2.6)
Implementing new instructional approaches or curricula in mathematics	59.5 (4.8)	59.0 (3.4)	63.9 (10.6)	55.9 (6.7)	40.8 (2.6)
Restructuring the school day to teach core content areas in greater depth (e.g., establishing a literacy block)	52.0 (4.1)	49.9 (5.5)	63.3 (11.1)	59.5 (6.6)	31.4 (2.4)
Providing extended-time instructional programs (e.g., before-school, after-school, or weekend instructional programs)	51.4 (4.7)	45.9 (6.0)	79.8 (7.8)	65.4 (7.2)	30.9 (2.6)
Implementing strategies for increasing parents' involvement in their children's education	32.2 (4.4)	31.0 (5.0)	47.0 (10.5)	26.4 (5.4)	13.4 (1.6)
Increasing instructional time for all students (e.g., by lengthening the school day or year, shortening recess)	26.1 (3.9)	25.0 (5.7)	39.3 (10.0)	21.9 (5.9)	13.0 (1.8)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.11
Percentage of Teachers Reporting Availability of Various Resources for Aligning Curriculum and Instruction With State Content Standards, 2004–05

Resource	General Education Teachers (n=7,394)
District or school content standards that augment state content standards	90.0 (0.7)
Detailed curriculum guides, frameworks, and/or pacing sequences	87.1 (0.9)
Model lessons that are aligned with state content standards	57.9 (1.4)
A detailed table or report showing the alignment of required textbooks and instructional programs to state content standards	56.8 (1.4)
A detailed table or report showing the alignment of required textbooks and instructions programs to state assessments	46.6 (1.6)

Source: NLS-*NCLB*, Teacher Survey.

Exhibit D.12
Percentage of Teachers Reporting Moderate or Major Challenges to Improving Student Performance, 2004–05

Challenge	General Education Teachers (n=7,394)	
	Non-Identified Schools	Identified Schools
Large class size	59.4 (1.5)	62.3 (3.5)
Too few textbooks and other instructional materials	21.4 (1.2)	33.2 (2.2)
Textbooks and instructional materials that are not aligned with state standards	17.9 (1.2)	18.0 (1.4)
Insufficient parent involvement	45.4 (2.1)	79.6 (2.3)
Low student motivation	46.6 (1.9)	75.1 (2.5)

Source: NLS-*NCLB*, Teacher Survey.

Exhibit D.13
Percentage of Schools Offering Extended Time Instructional Programs and Percentage of Students Served by Such Programs, 2004-05

	Schools	Students
Before-school tutorial or instructional program	23.9 (2.6)	4.4 (1.5)
After-school tutorial or instructional program	68.0 (2.4)	10.1 (0.9)
Weekend tutorial or instructional program	11.3 (1.4)	1.3 (0.2)

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools).

Exhibit D.14
Percentage of Elementary Schools Increasing and Decreasing Instructional Time in Various Subjects by More Than 30 Minutes per Day Between 2003–04 and 2004–05

	Identified Schools (n=247)		Non-Identified Schools (n=588)		All Schools (n=838)	
Subject	Increased More Than 30 Minutes	Decreased More Than 30 Minutes	Increased More Than 30 Minutes	Decreased More Than 30 Minutes	Increased More Than 30 Minutes	Decreased More Than 30 Minutes
Reading	29.7 (4.9)	0.0 (0.2)	13.1 (2.3)	0.0 (0.0)	15.4 (2.1)	0.1 (0.0)
Mathematics	16.7 (3.1)	0.1 (0.1)	8.3 (1.9)	0.0 (0.0)	9.4 (1.7)	0.0 (0.0)
Science	4.8 (2.4)	1.3 (0.6)	3.6 (1.2)	0.4 (0.2)	3.7 (1.1)	0.6 (0.2)
Social studies	1.4 (0.7)	2.7 (1.2)	0.6 (0.4)	0.6 (0.2)	0.7 (0.4)	0.9 (0.3)
Art/music	1.3 (0.8)	3.1 (1.2)	0.1 (0.1)	1.2 (0.4)	0.3 (0.1)	1.5 (0.5)
Physical education/health	1.8 (1.0)	2.4 (1.2)	0.3 (0.1)	1.2 (0.5)	0.5 (0.2)	1.3 (0.5)
Other	3.5 (2.6)	0.6 (0.6)	0.0 (0.0)	2.9 (1.1)	0.4 (0.3)	2.6 (1.0)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.15
Percentage of Secondary Schools Increasing Instructional Time in Various Subjects by More Than 30 Minutes per Day Between 2003–04 and 2004–05

Subject	Identified Schools	Non-Identified Schools
Mathematics	46.7 (7.7)	39.8 (4.2)
Reading	54.9 (5.5)	35.6 (4.0)
Science	17.5 (5.1)	11.8 (2.3)
Social studies	15.6 (4.9)	9.7 (2.3)
Other (e.g., Art/music, Physical education/health)	9.2 (4.0)	3.9 (1.4)

Source: NLS-*NCLB*, Principal Survey (n=454 secondary schools).

Exhibit D.16
Percentage of Schools Reporting Moderate or Extensive Use of State Achievement Tests for Various Purposes, 2004–05

Purpose	Identified Schools (n=430)	Non-Identified Schools (n=881)
Develop or revise our school improvement plan	98.3 (0.8)	85.4 (2.1)
Identify and correct gaps in the curriculum	91.2 (2.5)	84.6 (2.3)
Plan professional development activities for teachers	96.6 (0.9)	82.5 (2.6)
Identify students who need additional instructional support	94.1 (2.1)	82.1 (2.7)
Tailor instruction to individual students' needs	93.1 (1.5)	74.8 (2.7)
Group students for instruction (either within or across grade levels)	79.6 (3.6)	62.6 (2.7)
Improve or increase the involvement of parents in student learning	72.8 (4.2)	48.9 (2.9)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.17
Percentage of Elementary Teachers and Secondary English Teachers Using State Reading Assessment Results Moderately or Extensively for Various Purposes, 2004–05

Use of Reading Assessments	Identified Schools	Non-Identified Schools
Identify individual students who need remedial assistance	76.0 (2.5)	63.9 (1.8)
Tailor instruction to individual students' needs	75.0 (2.4)	60.8 (1.8)
Identify and correct gaps in the curriculum for all students	76.6 (2.3)	70.3 (1.6)
Improve or increase parent involvement in student learning	43.6 (3.6)	38.3 (1.9)
Recommend tutoring or other educational services to students or their parents	66.7 (3.2)	48.0 (2.0)
Identify areas where I need to strengthen my content knowledge or teaching skills	80.2 (2.2)	71.7 (1.8)
Assign or reassign students to classes or groups	53.9 (3.6)	42.5 (1.8)
Develop or revise IEPs	35.1 (3.3)	31.9 (1.7)

Source: NLS-*NCLB*, Teacher Survey (n=3,194 elementary and 1,242 secondary English teachers).

Exhibit D.18
Percentage of Schools Administering Progress Tests, by School Characteristic, 2004–05

Characteristic	Reading Tests	Mathematics Tests
School Identification Status		
Not identified	63.9 (3.0)	52.3 (3.4)
Year 1 and Year 2 of identified for improvement status	76.0 (5.9)	67.3 (5.5)
Corrective action status	80.5 (11.0)	63.3 (10.7)
Restructuring status	89.8 (5.2)	73.3 (6.9)
School Poverty Level		
High poverty	85.7 (3.0)	69.7 (3.6)
Medium poverty	70.3 (4.4)	60.6 (4.7)
Low poverty	51.5 (4.4)	41.0 (4.5)
School Minority Concentration		
High minority (75% or more)	85.9 (2.7)	71.8 (3.4)
Moderate minority (25–75%)	76.8 (3.3)	61.7 (4.6)
Low minority (less than 25%)	50.7 (5.0)	43.2 (5.4)
Urbanicity		
Central city	72.7 (3.9)	59.2 (4.6)
Urban fringe	68.1 (3.6)	56.7 (4.1)
Rural/small town	56.2 (6.8)	47.2 (7.5)
School Level		
Elementary	75.7 (3.0)	61.6 (3.5)
Middle	57.0 (4.7)	49.1 (4.7)
High	48.1 (6.1)	41.8 (5.9)

Source: NLS-*NCLB*, Principal Survey (n=1,311 schools)

Exhibit D.19
Percentage of Teachers Administering Progress Tests in Reading Who Use Results Moderately or Extensively for Various Purposes, 2004–05

Purpose	General Education Teachers (n=7,394)	
	Non-Identified Schools	Identified Schools
Identify individual students who need remedial assistance	91.7 (1.2)	89.6 (1.7)
Tailor instruction to individual students' needs	89.0 (1.3)	91.7 (1.1)
Identify and correct gaps in the curriculum for all students	85.3 (1.4)	87.5 (1.6)
Improve or increase parent involvement in student learning	56.6 (2.1)	52.1 (3.4)
Recommend tutoring or other educational services to students or their parents	63.4 (2.2)	73.3 (2.3)
Identify areas where I need to strengthen my content knowledge or teaching skills	87.3 (1.6)	86.2 (1.8)
Assign or reassign students to classes or groups	65.8 (2.2)	68.1 (2.3)
Develop or revise individualized education programs	40.0 (2.1)	39.0 (3.2)

Source: NLS-*NCLB*, Teacher Survey.

Exhibit D.20
Percentage of Title I Schools Experiencing Various Types of Interventions from Their State or District, 2004–05

NCLB-Mandated Interventions	Schools in Year 1 of Improvement (n=199)	Schools in Year 2 of Improvement (n=74)	Schools in Corrective Action (n=74)	Schools in Restructuring (n=75)	Not Identified
Actions Required for All Identified Schools					
Parents notified of school's improvement status	88.6 (9.7)	95.9 (6.3)	96.1 (3.7)	100.0 (0.0)	86.3 (9.7)
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)	58.2 (16.1)
Students offered the option to transfer to a higher-performing school, with transportation provided	81.8 (4.9)	74.8 (10.9)	96.0 (3.8)	95.4 (3.0)	37.4 (16.0)
Action Required for Identified Schools That Miss AYP After Identification (Year 2 of Improvement)					
Students offered supplemental educational services from a state-approved provider	45.8 (7.2)	90.1 (5.7)	94.4 (2.9)	100.0 (0.0)	26.8 (14.1)
Corrective Actions (At Least One Required for Schools in Corrective Action Status)					
Required implementation of a new research-based curriculum or instructional program	48.3 (7.0)	65.9 (9.5)	88.8 (4.0)	72.8 (8.7)	41.8 (16.1)
Significantly decreased management authority at the school level	3.7 (1.4)	4.7 (2.3)	27.2 (11.1)	25.1 (7.3)	6.5 (6.0)
Appointed outside expert to advise the school	30.2 (6.8)	34.3 (9.5)	58.6 (10.7)	61.6 (7.0)	13.0 (7.6)
Extended length of school day	24.1 (6.7)	28.7 (7.7)	44.6 (11.1)	28.8 (7.6)	6.1 (5.3)
Extended length of school year	9.0 (3.2)	15.5 (6.5)	35.2 (11.2)	21.6 (6.7)	0.2 (0.2)
Restructured internal organization of the school	11.6 (5.2)	22.5 (9.9)	21.4 (5.9)	36.9 (7.5)	0.2 (0.2)
Replaced school staff relevant to school's low performance	1.6 (0.7)	16.7 (9.7)	6.6 (2.8)	13.4 (6.2)	0.0 (0.0)
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)	0.0 (0.0)
Entered into a contact with a private entity to manage the school	0.4 (0.2)	0.8 (0.7)	0.0 (0.0)	2.4 (1.9)	0.0 (0.0)
State takeover	1.7 (1.2)	0.0 (0.0)	0.0 (0.0)	9.2 (5.5)	0.4 (0.4)
Replaced all school staff	0.1 (0.1)	1.4 (1.0)	0.0 (0.0)	2.1 (1.9)	0.0 (0.0)
Appointed new principal	21.5 (7.1)	20.5 (5.8)	19.6 (4.9)	20.4 (5.3)	10.6 (9.8)

Source: NLS-*NCLB*, Principal Survey.

Exhibit D.21
Percentage of Districts with Identified Schools Requiring Schools to Enact Various Improvement Efforts, 2004–05

Required Action	Some or All Identified Schools	Both Identified and Non-Identified Schools	Action Not Taken
Assign a school-site instructional specialist or coach to support mathematics or literacy instruction	29.1 (9.0)	23.6 (6.5)	41.8 (4.1)
Increase the amount of time spent on mathematics or reading instruction	25.2 (8.7)	15.2 (4.6)	54.8 (6.2)
Implement focused test preparation materials or activities	21.4 (8.9)	15.6 (4.5)	61.8 (4.6)
Adopt a new reading curriculum or instructional program	19.0 (8.7)	26.9 (8.1)	46.7 (4.5)
Administer common interim or progress tests every few weeks to monitor student progress	14.4 (4.7)	35.8 (8.9)	47.3 (4.6)
Adopt a new mathematics curriculum or instructional program	12.4 (4.4)	14.6 (4.6)	70.7 (6.0)
Assign a school-site instructional specialist or coach to support instruction for students with limited English proficiency	9.0 (4.3)	6.9 (2.5)	82.7 (1.3)
Adopt a new English language instruction program for students with limited English proficiency	2.9 (1.3)	14.3 (5.1)	82.6 (1.5)

Source: NLS-*NCLB*, District Survey (n=289 districts).

Exhibit D.22
Percentage of Districts Needing and Receiving Mandated Technical Assistance and Finding It Sufficient to Meet Their Needs, 2003–04 or 2004–05

Type of Technical Assistance	Needed (n=289)	Received Where Needed (n=144 to 40)	Sufficient Where Needed and Received (n=134 to 29)
Clarify accountability system rules and requirements	50.3 (6.9)	93.4 (3.6)	91.6 (2.8)
Analyze student assessment data to understand program strengths and weaknesses	41.6 (6.1)	88.1 (5.3)	79.4 (5.9)
Identify and implement effective curricula, instructional strategies, or school reform models	41.1 (6.5)	91.5 (3.1)	84.5 (5.5)
Identify and implement strategies to address the instructional needs of students with disabilities	40.0 (6.1)	87.8 (4.1)	65.5 (8.5)
Develop and implement a district improvement plan	31.3 (5.8)	91.8 (6.1)	88.7 (7.9)
Identify parental involvement strategies	23.9 (4.6)	74.2 (8.6)	80.5 (9.6)
Identify and implement strategies to address the instructional needs of LEP students	23.2 (4.4)	69.0 (10.6)	62.8 (9.0)
Improve the quality of professional development in areas in which schools did not meet AYP	18.5 (4.1)	76.0 (7.7)	48.0 (14.2)
Develop strategies to recruit and retain more teachers who are “highly qualified” under *NCLB*	17.1 (4.7)	58.6 (10.0)	82.5 (8.3)
Analyze and revise budget to use resources more effectively	13.9 (3.2)	73.7 (9.4)	78.7 (8.6)

Source: NLS-*NCLB*, District Survey.

Exhibit D.23
Percentage of Identified Districts Implementing Various Initiatives in Response to Being Identified for Improvement, 2004–05

Focus of Voluntary District Improvement Initiatives	Percentage of Districts (n=75)
Offered/required specific professional development for teachers	79.9 (11.4)
Distributed test preparation materials to some or all schools	67.3 (11.8)
Increased district monitoring of instruction and student performance at school sites	61.5 (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 districtwide curriculum in reading	39.2 (13.8)
Developed or revised district content standards	23.9 (9.5)
Reorganized district office staff to increase efficiency or focus on instruction	22.6 (9.2)
Implemented a districtwide curriculum in mathematics	17.5 (6.8)
Changed the budget allocation formula for schools	10.5 (4.5)
Hired a consultant to advise district administrators on effective strategies	10.9 (4.8)
Created smaller schools, or schools-within-schools	11.2 (5.1)
Implemented new personnel procedures for hiring or assigning principals and teachers	7.9 (3.4)

Source: NLS-*NCLB*, District Survey.

Exhibit D.24
Percentage of Identified Districts Experiencing State Interventions Mandated for Districts in Corrective Action, 2004–05

Actions Required for Districts in Corrective Action	Percentage of Identified Districts (n=75)
Implemented a new curriculum based on state standards	6.8 (3.4)
Authorized students to transfer from district schools to higher-performing schools in a neighboring district	3.7 (1.7)
Replaced district personnel who are relevant to the failure to make adequate yearly progress (AYP)	0.0 (0.0)
Removed one or more schools from the jurisdiction of the district	2.5 (2.4)
Appointed a receiver or trustee to administer the affairs of the district	2.4 (2.4)
Required restructuring of the district	0.0 (0.1)

Source: NLS-*NCLB*, District Survey.

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