U. S. DEPARTMENT OF EDUCATION

National Assessment of Title I: Interim Report

Volume I: Implementation

NATIONAL CENTER FOR EDUCATION EVALUATION AND REGIONAL ASSISTANCE
Institute of Education Sciences

Institute of Education Sciences
National Center for Education Evaluation
and Regional Assistance
U.S. Department of Education

National Assessment of Title I: Interim Report

Volume I: Implementation of Title I

A Report Prepared for IES by the Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service

February 2006

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Interim Report

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A Report Prepared for IES
by the Policy and Program Studies Service,
Office of Planning, Evaluation and Policy Development

Stephanie Stullich
Elizabeth Eisner
Joseph McCrary
Collette Roney

Institute of Education Sciences
National Center for Education Evaluation and Regional Assistance
U.S. Department of Education

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U. S. Department of Education
Margaret Spellings
Secretary

Institute of Education Sciences
Grover J. Whitehurst
Director

National Center for Education Evaluation and Regional Assistance
Phoebe Cottingham
Commissioner

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➢ Executive Summary

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

As part of the No Child Left Behind Act, the Congress mandated a National Assessment of Title I to evaluate the implementation and impact of the program. The mandate specifically requires a longitudinal study of Title I schools, as well as an Independent Review Panel composed of expert researchers and practitioners to advise the U.S. Department of Education on the conduct of the National Assessment. An interim report is due in 2005 and a final report is due in 2007.

This report constitutes Volume I of the National Assessment of Title I Interim Report and focuses on implementation of key Title I provisions related to state assessments, accountability, school choice and supplemental educational services, and teacher quality, as well as examining trends in student achievement. The report draws on data from two evaluations of NCLB implementation conducted by the Department, the National Longitudinal Study of NCLB and the Study of State Implementation of Accountability and Teacher Quality Under NCLB, both of which collected data in the 2004-05 school year. The report also includes data from earlier studies, state performance reports, the National Assessment of Educational Progress, and other sources.

The final report will provide more complete data on Title I implementation and outcomes, including information about the targeting and uses of Title I funds, services for private school students, findings from a parent survey about parents' experiences with choice options, and analyses of a) student outcomes associated with participation in the Title I choice and supplemental services options and b) the impact on student achievement of identifying schools for improvement.

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

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

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

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

State assessments	States must implement annual state assessments in reading and mathematics in grades 3-8 and at least once in grades 10-12, and in science at least once in each of three grade spans: 3-5, 6-9, and 10-12. Assessments must be aligned with challenging state content and academic achievement standards. States must provide for participation of all students, including students with disabilities and limited English proficient (LEP) students. States must provide for the assessment of English language proficiency of all LEP students.
Adequate yearly progress (AYP)	States must set annual targets that will lead to the goal of all students' reaching proficiency in reading and mathematics by 2013-14. For each measure of school performance, states must include absolute targets that must be met by key subgroups of students (major racial/ethnic groups, low-income students, students with disabilities, and LEP students). Schools and districts must meet annual targets for each student subgroup in the school, and must test 95% of students in each subgroup, in order to make "adequate yearly progress." States also must define an "other academic indicator" that schools must meet in addition to proficiency targets on state assessments.
Schools identified for improvement	Schools and districts that do not make AYP for two consecutive years are identified for improvement and are to receive technical assistance to help them improve. Those that miss AYP for additional years are identified for successive stages of interventions, including corrective action and restructuring (see below). To leave "identified for improvement" status, a school or district must make AYP for two consecutive years.
Public school choice	Districts must offer all students in identified schools the option to transfer to a non-identified school, with transportation provided by the district.
Supplemental educational services	In schools that miss AYP for a third year, districts also must offer low-income students the option of supplemental educational services from a state-approved provider.
Corrective actions	In schools that miss AYP for a fourth year, districts also must implement at least one of the following corrective actions: replace school staff members who are relevant to the failure to make AYP; implement a new curriculum; decrease management authority at the school level; appoint an outside expert to advise the school; extend the school day or year; or restructure the internal organization of the school.
Restructuring	In schools that miss AYP for a fifth year, districts also must begin planning to implement at least one of the following restructuring interventions: reopen the school as a charter school; replace all or most of the school staff; contract with a private entity to manage the school; turn over operation of the school to the state; or adopt some other major restructuring of the school's governance. Districts must spend a year planning for restructuring and implement the school restructuring plan the following year.
Highly qualified teachers	All teachers of core academic subjects must be "highly qualified" as defined by NCLB and the state. To be highly qualified, teachers must have a bachelor's degree, full state certification, and demonstrated competence in each core academic subject that they teach. Subject-matter competency may be demonstrated by passing a rigorous state test, completing a college major or coursework equivalent, or (for veteran teachers) meeting standards established by the state under a "high, objective uniform state standard of evaluation" (HOUSSE).

B. Profile of Title I Participants and Resources

Funding for Title I, Part A, has increased by 46 percent over the past five years, after adjusting for inflation, from $7.9 billion in FY 2000 to $12.7 billion in FY 2006.[1] Title I funds go to nearly all of the nation's school districts and to 55 percent of all public schools, but are more strongly targeted to high-poverty districts and schools than are state and local education funds.[2] Most Title I funds go to elementary schools, and three-fourths of Title I participants are in pre-kindergarten though grade 6.[3]

Fueled by a growing use of Title I schoolwide programs, the number of students counted as Title I participants has more than doubled in recent years, rising from 6.7 million in 1994-95 to 16.5 million in 2002-03 (a 146 percent increase). The dramatic increase in participation is due in part to the way that students are counted: when a school converts from targeted assistance to a schoolwide program, all students in the school are counted as Title I participants instead of just the lowest-achieving students who are receiving specific targeted services. In 2002-03, 84 percent of Title I participants were in schoolwide programs.[4]

C. Trends in Student Achievement

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

Student achievement on state assessments represents the primary criterion that the Title I legislation applies to measure school success, but these data cannot be aggregated across states to examine national trends, because they measure different content and use different achievement levels. In addition, many states have revised their assessment systems in recent years, so they often do not have the trend data needed to assess student progress. This interim report examines recent three-year trends (2000-01 through 2002-03) in 23 states that had consistent assessments in place over this period; however, few states had these data available for all student subgroups during this period.

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

For both state assessment and NAEP results, recent achievement trends through 2004 or 2005 are positive overall and for key subgroups. At this early stage of NCLB implementation—

states, districts, and schools only began to implement the NCLB provisions in 2002-03—it is too early to say whether these trends are attributable to NCLB, to other improvement initiatives that preceded it, or a combination of both. The data presented below provide a baseline indicator of achievement levels and trends that existed at the time that NCLB implementation began. They may very well reflect pre-existing state standards-based reform efforts and accountability systems that NCLB was intended to strengthen. Moreover, even when additional years of assessment data become available, such data will be limited in their ability to precisely address the impact of NCLB, because it is difficult to separate the impact of NCLB from the effects of other state and local improvement efforts.

1. Student Achievement on State Assessments

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

In states that had three-year trend data available from 2000-01 to 2002-03, the percentage of students achieving at or above the state's proficient level rose for most student subgroups in a majority of the states (see Exhibit E-2), but the increases in student proficiency were often small. For example, state reading assessments administered in the 4th grade or an adjacent elementary grade show achievement gains in elementary reading for low-income students in 12 out of 16 states. Across all student subgroups examined, states showed achievement gains in about three-fourths of the cases. Results for mathematics and for 8th grade show similar patterns.

Exhibit E-2
Number of States Showing an Increase in the Percentage of 4th-Grade Students Performing at or Above the State's Proficient Level from 2000-01 to 2002-03, by Student Subgroup

	Reading	Mathematics
All students	11 out of 23 states	17 out of 23 states
Low-income	12 out of 16 states	10 out of 10 states
Black	5 out of 7 states	5 out of 7 states
Hispanic	6 out of 7 states	5 out of 7 states
White	7 out of 7 states	7 out of 7 states
LEP	12 out of 20 states	15 out of 20 states
Migrant	11 out of 15 states	12 out of 16 states
Students with disabilities	14 out of 20 states	16 out of 20 states

Exhibit reads: The proportion of students performing at or above states' "proficient" levels in 4th- grade reading (or another nearby elementary grade) increased from 2000-01 to 2002-03 in 11 out of 23 states that had consistent trend data available.

Note: For states that did not consistently assess students in 4th-grade reading and mathematics from 2000-01 to 2002-03, this table is based on either 3rd-grade or 5th-grade results.

Source: Consolidated State Performance Reports (n = 23 states).

Based on trend data for 20 states, most would not meet the goal of 100 percent proficiency by 2013-14 unless the percentage of students achieving at the proficient level increased at a faster rate. For example, four out of 11 states with consistent elementary reading assessment data for low-income students would meet the 100 percent goal by 2013-14 for this subgroup if they sustained the same rate of growth that they achieved from 2000-01 to 2002-03. Looking across six different student

subgroups (low-income, black, Hispanic, LEP, migrant, and students with disabilities), an average of 33 percent of the subgroups within these states would be predicted to reach 100 percent proficiency based on current growth rates.

2. Student Achievement on the National Assessment of Educational Progress (NAEP)

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

Recent NAEP trends show gains in 4th-grade reading and especially in mathematics for black and Hispanic students and for students in high-poverty schools. For example, from 2000 to 2005, black students gained 10 points in reading and Hispanic students gained 13 points, while in mathematics, black students gained 17 points and Hispanic students gained 18 points. Over the longer term, black and Hispanic students showed even larger gains in mathematics (33 points and 26 points, respectively, from 1990 to 2005), but somewhat smaller gains in reading (eight points and seven points, respectively, from 1992 to 2005) (see Exhibits E-3 and E-4).

Exhibit E-3
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores in 4th Grade by Race/Ethnicity

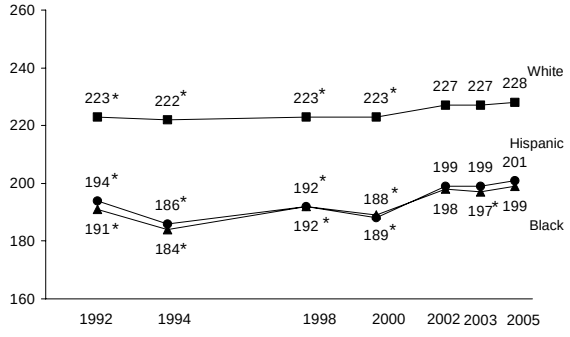
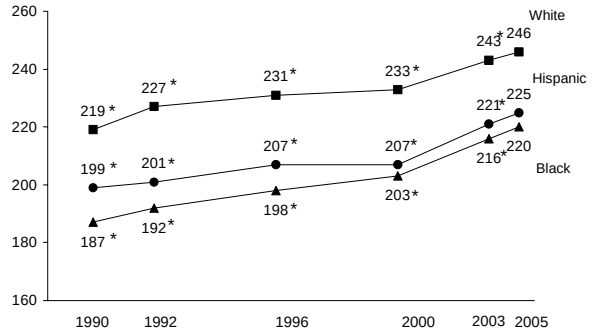


Exhibit E-4
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 4th Grade by Race/Ethnicity



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

Source: National Center for Education Statistics, Main NAEP.

Eighth-grade students also made significant gains in mathematics but not in reading. The 12th-grade NAEP assessment was not administered in 2003 or 2005.

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

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

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

3. Graduation Rates

Are graduation rates improving over time?

Under NCLB, high schools are held accountable for graduation rates, but methods for calculating graduation rates vary considerably across states. The averaged freshman graduation rate (calculated by NCES based on data from the Common Core of Data) is useful for providing a common standard against which state-reported graduation rates may be compared. The median state graduation rate in 2002 was 84 percent based on state reports and 75 percent based on the averaged freshman graduation rate.[5]

The recent trend in the averaged freshman graduation rate has been fairly level, and the mean graduation rate in 2002 (73 percent) was the same as in 1996.

D. Implementation of State Assessment Systems

1. Development of Assessments Required under No Child Left Behind

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

While some states have standards and assessments in place in all of the required grade levels, most states need to implement additional assessments to meet the NCLB requirements by 2005-06 for reading and mathematics and by 2007-08 for science. As of March 2005, 27 states had completed their first full administration of all required reading assessments; 26 states had done so for all required mathematics assessments; and 22 states had done so for all required science assessments. Most of the remaining states had at least field-tested all of the required assessments.[6]

How are states developing their English language proficiency assessments?

Many state approaches to assessing English language proficiency (ELP) were still evolving as of 2004-05. All states had an assessment in place for 2004-05, but 44 states indicated that they anticipated making revisions to their ELP assessments. Twenty states reported that they had an ELP assessment in place that met NCLB requirements, 27 states plan to have an ELP assessment that meets NCLB requirements in place for 2005-06, and five states had not made a decision as to which ELP assessment instrument they will use in 2004-05.[7]

2. Inclusion and Accommodations

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

Most states have met the requirement to annually assess 95 percent or more of their students, including major racial/ethnic groups, students with disabilities, limited English proficient (LEP) students, and low-income students. However, 14 states did not meet the minimum test participation requirement for one or more student subgroups. Ten states assessed fewer than 95 percent of one or more minority student groups (black, Hispanic, and/or Native American), and nine states did not meet the test participation requirement for LEP students.[8]

The lowest participation rates were for students with disabilities. While states missing the test participation requirement for other subgroups often missed by just one or two percentage points, states that failed to assess 95 percent of students with disabilities typically had lower participation rates for those students (as low as 77 percent in one state).

3. Disaggregated Student Achievement Data

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

The number of states that report student achievement data has more than doubled since NCLB was enacted. Fifty states present data disaggregated by race/ethnicity and gender and for limited English proficient students, students with disabilities, and low-income students on state report cards.[9]

E. Accountability and Support for School Improvement

1. School Identification for Improvement

What types of schools are identified for improvement?

States identified 13 percent of all schools for improvement for 2004-05. Of these, 9,028 were Title I schools (18 percent of Title I schools), representing nearly a 50 percent increase over the approximately 6,000 Title I schools identified for the previous two years (see Exhibit E-5). Most (76 percent) of the identified Title I schools were in their first year or second year of improvement, 12 percent were in corrective action, and 12 percent were in restructuring status. The number and percentage of Title I schools identified for improvement varied considerably across states.[10]

Schools in large and urban districts, and those with high concentrations of poor, minority, and LEP students, were more likely to be identified than other schools. For example, just over one-third of all schools with 75 percent or more of their students from low-income families or minority groups were identified schools in 2004-05, compared with fewer than 5 percent of schools with low concentrations of these students. Middle schools also were more likely to be identified (18 percent of middle schools) than were elementary or high schools (11 percent at each level). Ten percent of districts (or 1,511 districts) also were identified for 2004-05; 32 percent of these had no identified schools.[11]

Exhibit E-5
Number and Percentage of Identified Title I Schools, 1996-97 to 2004-05

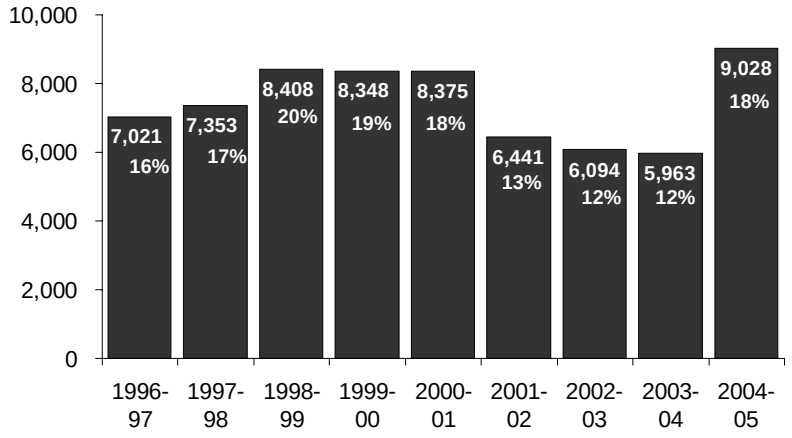


Exhibit reads: In 2004-05, 9,028 Title I schools had been identified for improvement based on test scores for 2003-04 and earlier years; these identified schools represented 18 percent of all Title I schools in that year.

Note: The first year that schools were identified for improvement based in part on NCLB AYP definitions was 2003-04, based on assessments administered in 2002-03. However, schools are identified when they miss AYP for two consecutive years, and 2004-05 was the first year that includes schools identified because they missed NCLB AYP targets for two consecutive years.

Sources: Consolidated State Performance Reports (1996-97 to 2002-03); Study of State Implementation of Accountability and Teacher Quality Under NCLB (2003-04 and 2004-05) (based on data from 50 states and the District of Columbia).

2. Adequate Yearly Progress

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

Three-fourths (75 percent) of all schools and 71 percent of districts met all applicable AYP targets in 2003-04 testing. The number of all schools missing AYP (21,540) based on 2003-04 testing is nearly double the number of schools identified for improvement for 2004-05 (11,530).[12] If many non-identified schools that did not make AYP in 2003-04 testing miss AYP again the following year, the number of identified schools could rise substantially in 2005-06.

Schools most commonly missed AYP for the achievement of all students and/or multiple subgroups; only in a minority of cases did schools miss only one AYP target. Based on data from 33 states, among schools that missed AYP in 2003-04, 33 percent did not meet achievement targets for the "all students" group in reading or mathematics, and another 18 percent missed AYP for the achievement of two or more subgroups (see Exhibit E-6). Only 23 percent missed AYP solely due to the achievement of a single subgroup. Twenty percent missed AYP due to the "other academic indicator," but only 7 percent missed for this indicator alone. More than one-fourth (29 percent) missed AYP due to insufficient test participation rates, but only 6 percent missed solely due to test participation. The remaining 13 percent of schools that missed AYP missed for other combinations of AYP targets.[13]

Exhibit E-6
Reasons Schools Missed AYP, 2003-04

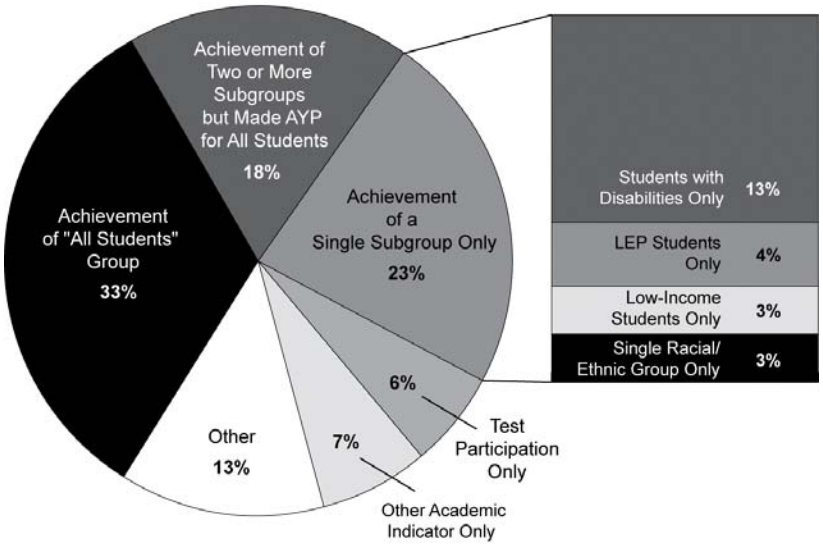


Exhibit reads: In 2003-04 testing, 33 percent of schools missed AYP for the achievement of the all students group in reading and/or mathematics.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data from 33 states and 15,731 schools that missed AYP in these states).

However, schools that were held accountable for more subgroups were less likely to make AYP. Among schools for which AYP was calculated for six or more subgroups, 39 percent did not make AYP, compared with 10 percent of schools for which AYP was calculated based on only one subgroup. More than one-fifth of those schools that were held accountable for the achievement of African-American students, LEP students, or students with disabilities did not make AYP for those subgroups in 2003-04 testing. Schools with subgroups of students from low-income families, Hispanic students, or Native American students were somewhat less likely to miss AYP for those subgroups (12 to 15 percent). Schools were much less likely to miss AYP due to the achievement of white or Asian students (1 percent and 4 percent of schools with these subgroups, respectively).[14]

3. School Improvement Activities

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

All states notified schools about their identification status for 2004-05 based on 2003-04 testing, and a majority provided preliminary results before September 2004, but 20 states did not, and only 15 states provided final results by that time.[15] NCLB regulations require states to notify schools and districts of their school improvement status prior to the beginning of the school year; this is important to enable districts with identified schools to notify parents of eligible students about their Title I choice options in a timely manner.

Identified schools were much more likely to report needing assistance in a variety of specific areas than non-identified schools, and they also reported receiving more days of assistance than non-identified schools. Identified schools were most likely to report needing assistance to improve the quality of teachers' professional development (80 percent), and most schools needing this assistance reported that they received it (91 percent). The most common improvement strategies implemented by identified schools included developing a school improvement plan, using assessment data to inform instruction, and providing additional instruction to low-achieving students.[16]

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

Almost all states had implemented a statewide system of support for identified schools by fall 2004, and these often involved school support teams and specialized individuals. Twenty-one states noted that an important objective of their statewide systems of support was to build district capacity to provide support to identified schools. Most states applied NCLB consequences for school identification (i.e., public school choice, supplemental services, corrective actions, and restructuring) to Title I identified schools only.[18] Most states (42) reported that providing assistance to all schools identified for improvement was a moderate or serious challenge in 2003-04.[19]

Large and urban districts more commonly provided assistance of various kinds to identified schools than smaller districts. For example, in 2002-03, two-thirds of very large districts reported employing more than one full-time equivalent (FTE) staff member per identified school to provide assistance to those schools, compared with one-third of small districts.[20]

Title I schools in corrective action status nearly universally experienced the interventions NCLB defines for schools in this stage of improvement. Corrective actions were implemented in 95 percent of Title I schools in corrective action status in 2004-05. The most common corrective actions experienced by Title I schools in this status in 2003-04 and 2004-05 resembled forms of technical assistance rather than sanctions. For instance, 90 percent of Title I schools in corrective action were required to implement new research-based curricula or instructional programs and 58 percent had an outside expert appointed to advise the school.[21]

F. School Choice and Supplemental Educational Services

1. Eligibility and Participation

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

Although more students were eligible to participate in the Title I school choice option, a larger number actually participated in the supplemental services option. Based on district reports, twice as many students were eligible to transfer to another school under the Title I school choice option in 2003-04 (3.9 million) as were eligible to receive supplemental services (1.4 million). However, six times as many students actually participated in the supplemental services option (233,000) as participated in the school choice option (38,000) in that year (see Exhibit E-7).

Exhibit E-7
Number of Students Participating in Title I School Choice and Supplemental Services

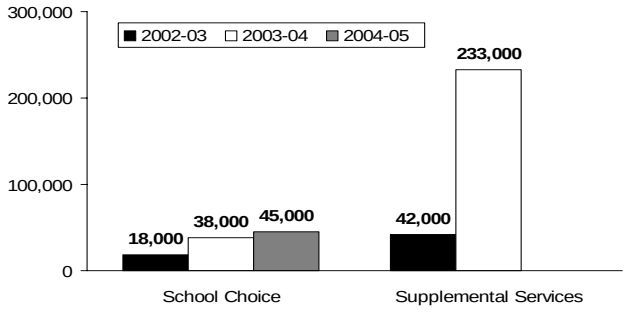


Exhibit reads: The number of students participating in Title I school choice rose from 18,000 in 2002-03 to 45,000 in 2004-05.

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

The number of schools where supplemental services were offered tripled from 2002-03 to 2003-04 (from 800 to 2,500), while the number where Title I school choice was offered increased from 5,100 in 2002-03 to 6,200 in 2004-05. Title I school choice was offered in about 6,200 schools and 1,800 districts in 2004-05, and supplemental services were offered in 2,500 schools and 500 districts in 2003-04.[22]

The number of state-approved supplemental service providers has tripled over the past two years, rising from 997 in May 2003 to 2,734 in May 2005. Private firms accounted for 76 percent of approved providers in May 2005 and served 59 percent of participating students in the previous school year (2003-04). A growing number and percentage of faith-based organizations have obtained state approval, rising from 18 providers (2 percent of providers) in May 2003 to 249 (9 percent) in May 2005, but they served less than one-half of one percent of student participants in 2003-04. School districts and public schools accounted for 17 percent of providers in May 2005, but served a larger proportion of participants (40 percent in 2003-04) (see Exhibit E-8).[23]

Exhibit E-8
Supplemental Service Providers:
Share of Providers and Participants, by Provider Type, 2003-04

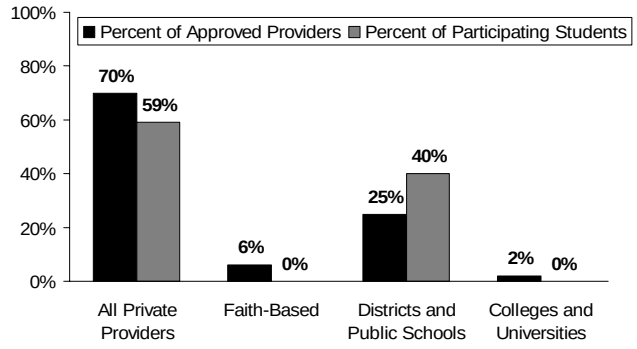


Exhibit reads: Private providers accounted for 70 percent of state-approved providers in May 2004 and 59 percent of participating students during the 2003-04 school year.

Source: PPSS review of SEA websites, May 2004 (51 states); National Longitudinal Study of NCLB.

2. Parental Notification

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

The timing of parental notification was often too late to enable parents to choose a new school before the start of the 2004-05 school year. Almost half (49 percent) of districts notified parents after the school year had already started, and in these districts this notification occurred, on average, five weeks after the start of the school year.[24]

3. Monitoring of Supplemental Service Providers

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

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

G. Teacher Quality and Professional Development

1. State Definitions of Highly Qualified Teachers

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

Most states meet the requirement to test the content knowledge of new teachers through the Praxis II subject assessments developed by the Educational Testing Service (41 states). States vary considerably in the passing scores that they require teachers to obtain on the Praxis II exams in order to be certified to teach or to be deemed "highly qualified" under NCLB.[26]

Nearly all states (47) allowed veteran teachers to demonstrate their subject-matter competency through a high objective uniform state standard of evaluation (HOUSSE), as of the spring of 2005. The most common type of HOUSSE option involved a point system wherein teachers were allowed to accumulate a state-determined number of points in order to earn a highly qualified status (29 states). Most states allowed points to be earned retroactively for such things as successful completion of certain college courses (28 states) or publishing articles and/or receiving teaching awards or honors (23 states). Four states allowed teachers to earn some points for evidence of improved student achievement. Twenty-six states allowed teachers to earn one-quarter or more of their HOUSSE points for a specified number of years of prior teaching experience in their subject(s). Eight states used their current, initial teacher certification systems as their official HOUSSE option; they reported that the certification requirements contained high standards of subject-area expertise.[27]

2. Teachers' Highly Qualified Status

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

The large majority of teachers across the country have been designated as "highly qualified" under NCLB. According to state-reported data for 42 states, 86 percent of classes were taught by highly qualified teachers in 2003-04.[28] Principal and teacher reports for 2004-05 provide somewhat lower estimates of the percentage of classes taught by highly qualified teachers, but this is because a sizeable percentage did not know their "highly qualified" status. For example, 74 percent of teachers reported that they were considered highly qualified under NCLB, but 23 percent said they did not know their status and only 2 percent said they were not highly qualified.[29]

Students in schools that have been identified for improvement were more likely to be taught by teachers who were not highly qualified than were students in non-identified schools. For example, only one percent of elementary teachers in non-identified schools said they were considered not highly qualified, compared with 5 percent in schools that were in the first or second year of being identified for improvement, 8 percent in schools in corrective action, and 6 percent of schools in restructuring.[30]

Schools with high concentrations of poor and minority students have more teachers who are considered not highly qualified than do other schools. In high-poverty schools, for example, 5 percent of elementary teachers and 12 percent of secondary English and math teachers reported in 2004-05 that they were considered not highly qualified under NCLB, compared with one percent in low-poverty elementary schools and 3 percent in low-poverty secondary schools.[31]

3. Professional Development

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

Most teachers reported receiving some professional development in reading and math content and instructional strategies, but fewer than one-quarter of the teachers participated in such training for more than 24 hours over the 2003-04 school year and summer. For example, 90 percent of elementary teachers participated in at least one hour of professional development focused on instructional strategies for teaching reading, but only 20 percent participated for more than 24 hours over the 2003-04 school year and summer.[32]

Teachers in high-poverty schools were more likely to participate in professional development focused on reading and mathematics than were teachers in low-poverty schools. For example, 53 percent of secondary English teachers in high-poverty schools reported participating in professional development focused on in-depth study of topics in reading or English compared with 36 percent of their colleagues in low-poverty schools.

4. Qualifications of Title I Paraprofessionals

How many paraprofessionals meet the NCLB qualifications requirements?

According to principal reports, 63 percent of Title I instructional aides had been determined to meet NCLB qualification requirements as of the 2004-05 school year. However, 87 percent of Title I instructional aides indicated that they had at least two years of college (and/or an associate's degree) or had passed a paraprofessional assessment. Nearly one-quarter (23 percent) of Title I instructional aides reported that, of the time that they spent tutoring or working with students in a classroom, a teacher was present only half or less of this time.[33]

I. Introduction

The Title I program began in 1965 as part of the Elementary and Secondary Education Act (ESEA) and is intended to help ensure that all children have the opportunity to obtain a high-quality education and reach proficiency on challenging state standards and assessments. As the largest federal program supporting elementary and secondary education (funded at $12.7 billion in FY 2006), Title I, Part A, targets these resources primarily to high-poverty districts and schools, where the needs are greatest. Title I provides flexible funding that may be used to provide additional instructional staff, professional development, extended-time programs, and other strategies for raising student achievement. The program focuses on promoting schoolwide reform in high-poverty schools and on ensuring students' access to scientifically based instructional strategies and challenging academic content. Title I holds states, school districts, and schools accountable for improving the academic achievement of all students and turning around low-performing schools, while providing alternatives to students in such schools to enable those students to receive a high-quality education.

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

A. National Assessment of Title I

As part of the No Child Left Behind Act, the Congress mandated a National Assessment of Title I to evaluate the implementation and impact of the program.[34] This mandate specifically requires a longitudinal study of Title I schools to examine the implementation and impact of the Title I program. In addition, the law also requires the establishment of an Independent Review Panel to advise the Secretary on methodological and other issues that arise in carrying out the National Assessment and the studies that contribute to this assessment. An interim report to Congress is due in 2005 and the final report is due in 2007.

This report, which constitutes Volume I of the National Assessment of Title I Interim Report, focuses on implementation of key Title I provisions and examines achievement trend data. The report draws on data from a set of implementation studies conducted by the U.S. Department of Education to assess the degree to which the program is being implemented as intended, describe the problems and challenges to implementation, and identify areas where states, districts, and schools have made significant progress. In addition, the report also draws on information from state performance reports, the National Assessment of Educational Progress, and external research studies. Key data sources for this report include the following:

- **National Longitudinal Study of NCLB (NLS-NCLB).** This study is examining the implementation of NCLB provisions concerning accountability, teacher quality, Title I school choice and supplemental services, and targeting and resource allocation. The study is surveying districts, principals, classroom teachers, special education teachers, and Title I paraprofessionals in a nationally representative sample of 300 districts and 1,483 schools in the 2004-05 and 2006-07 school years. The study is also surveying parents and supplemental service providers in a small subsample of districts in both years, and is collecting targeting and resource allocation data from all 300 districts in 2004-05 only. Finally, the study includes two exploratory achievement analyses that are examining achievement outcomes for students participating in the Title I choice and supplemental services options (in nine districts) and the impact of identifying schools for improvement on student achievement (in two states).[35]

- **Study of State Implementation of Accountability and Teacher Quality Under NCLB (SSI-NCLB).** This companion study to the NLS-NCLB is collecting information from all states[1] about their implementation of accountability, assessment, and teacher quality provisions of the law, as well as Title III requirements for inclusion of students with limited English proficiency. The study is surveying state education staff members responsible for implementing these provisions in 2004-05 and 2006-07. In addition, the study is analyzing extant data relating to state implementation, including state lists of schools and districts that did not make adequate yearly progress and of those that were identified as in need of improvement.[36]

- **Study of Title I Accountability Systems and School Improvement Efforts (TASSIE).** This study examines implementation of Title I accountability provisions during the transition years from 2001-02 (prior to implementation of NCLB) through 2003-04 (the second year of NCLB implementation). The study surveyed a nationally representative sample of 1,200 districts and 740 schools that had been identified for improvement under the previous authorization of ESEA.[37]

- **Case Studies of the Early Implementation of Supplemental Educational Services.** These case studies in nine districts examine early experiences of districts implementing the NCLB supplemental services provisions in 2002-03 and 2003-04.[38]

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

- **National Assessment of Educational Progress.** The NAEP provides information on overall trends in student achievement on a consistent assessment for populations targeted by Title I.

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 significance level of 0.05. The significance level, or alpha level, reflects the probability that a difference between groups as large as the one observed could arise simply due to sampling variation, if there were no true difference between groups in the population. 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

[1] The Elementary and Secondary Education Act defines the term "state" to include the District of Columbia and Puerto Rico (Section 9101(40)). Accordingly, this report presents data on all 52 "states", except in cases where data for one or more states was not reported.

critical values for t. 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.

The final report will provide more complete data on Title I implementation and outcomes, including information about the targeting and uses of Title I funds, services for private school students, findings from the NLS-NCLB parent survey and supplemental service provider survey, and exploratory analyses of student outcomes associated with participation in the Title I choice and supplemental services options and of the impact on student achievement of identifying schools for improvement.

II. Overview of the Title I Program

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

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

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

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

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

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

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

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

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

	To leave "identified for improvement" status, a school or district must make AYP for two consecutive years.	improvement" status, a school or district must make AYP for two consecutive years.

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

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

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

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

Exhibit 2
Timeline for Implementation of Key NCLB Provisions

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

The new state assessment requirements are not due to be implemented until 2005-06 for reading and mathematics and 2007-08 for science. Thus, AYP determinations prior to 2005-06 are based on state assessments adopted under the previous law. The highly qualified teacher requirements went into effect in 2002-03 for newly hired staff members in Title I schools, but existing staff members teaching core academic subjects in all schools have until the end of the 2005-06 school year to meet the requirements. Due to the extended timeline for implementing a number of NCLB requirements, this report often examines progress towards deadlines that have not yet arrived, as well as the extent to which states, districts, and schools are implementing NCLB requirements already in effect.

B. Profile of Title I Participants and Resources

Title I Part A funds go to nearly all (93 percent) of the nation's school districts and to 55 percent of all public schools. Schools may use Title I funds for one of two approaches: schoolwide programs, or targeted assistance programs. High-poverty schools[2] (those with 40 percent or more students from low-income families) are eligible to adopt schoolwide programs to raise the achievement of low-achieving students by improving instruction throughout the entire school. Schools that are not eligible for (or do not choose to operate) schoolwide programs must use Title I funds to provide targeted services to specifically identified low-achieving students. Schoolwide programs accounted for 54 percent of all Title I schools in 2002-03, and the use of the schoolwide option has been growing steadily over the past decade (see Exhibit 3).[39]

Exhibit 3
Number of Schoolwide Programs and Targeted Assistance Schools, 1994-95 to 2002-03

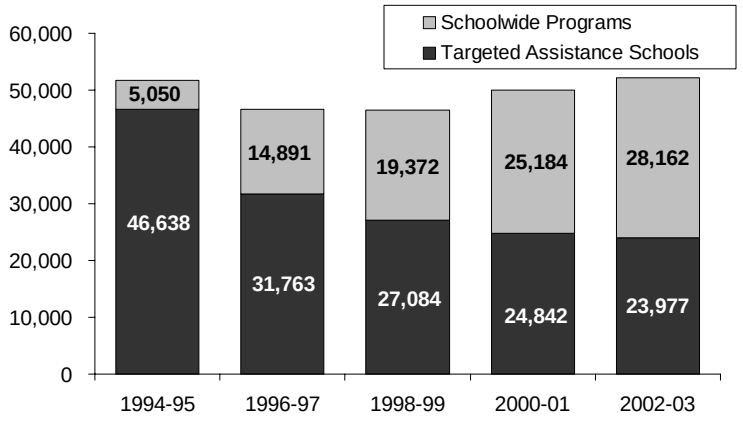


Exhibit reads: The number of school wide programs increased from 5,050 in 1994-95 (10 percent) to 28,162 in 2002-03 (54 percent).

Source: Consolidated State Performance Reports (for 50-52 states).[40]

Fueled by the growth in schoolwide programs, the number of students counted as Title I participants has more than doubled in recent years, rising from 6.7 million in 1994-95 to 16.5 million in 2002-03 (a 146 percent increase). The dramatic increase in participation is due in part to the way that students are counted: when a school converts from targeted assistance to a schoolwide program, all students in the school are counted as Title I participants, instead of just the lowest-achieving

[2] School poverty levels are usually based on the percentage of students eligible for the free and reduced-price lunch program, although districts have the flexibility to use certain other measures described in the law. In this report, survey data for "high-poverty schools" included schools where at least 75 percent of the students were eligible for free or reduced-price lunches, and "low-poverty schools" included schools where fewer than 35 percent were eligible for such lunches. For NAEP data, "high-poverty schools" included schools where 76-100 percent of the students were eligible for free or reduced-price lunches, and "low-poverty schools" were defined as those with 0-25 percent eligible for subsidized lunches).

students who are receiving specific targeted services. In 2002-03, 84 percent of Title I participants were in schoolwide programs and only 15 percent were in targeted assistance schools; the remaining participants were in private schools (1 percent) or local institutions for neglected or delinquent children (1 percent).[41]

Title I funds may be used for children from preschool age to high school, but districts and schools often choose to focus these funds on students in the early grades. Nearly half (47 percent) of Title I participants in 2002-03 were in pre-kindergarten through grade 3, compared with 32 percent of all public school students in the previous school year; 75 percent of Title I participants were in pre-kindergarten through grade 6. Relatively few high school students receive Title I services; for example, students in grades 10 through 12 accounted for 20 percent of all public school students, but only 8 percent of Title I participants (see Exhibit 4).[42]

Exhibit 4
Distribution of Title I Participants by Grade Span, 2002-03, Compared with Total Public School Enrollment, Fall 2001

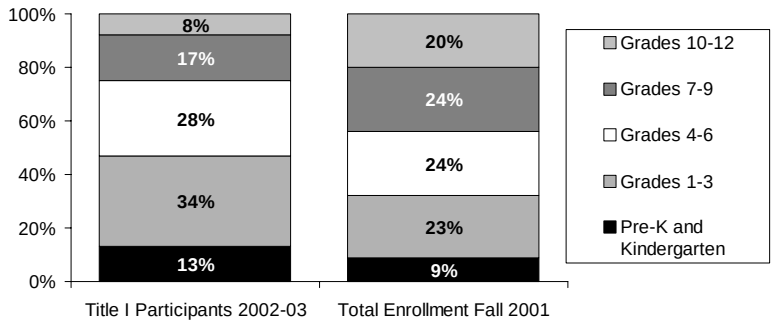


Exhibit reads: Thirteen percent of Title I participants were in pre-kindergarten and kindergarten, compared with 9 percent of all public school students.

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

Minority students account for two-thirds of Title I participants. In 2002-03, 35 percent of participants were white, 33 percent were Hispanic, 27 percent were black, 3 percent were Asian, 2 percent were American Indian or Alaska Native, and 1 percent were from other racial/ethnic groups. More than one in seven Title I participants (16 percent) had limited English proficiency (2.6 million in 2002-03), 12 percent had disabilities (1.9 million), and 2 percent (338,000) were children of migratory workers.[43]

Funding for Title I Part A has increased by 61 percent over the past five years, from $7.9 billion in FY 2000 to $12.7 billion in FY 2005. After adjusting for inflation, Title I funding increased by 46 percent from 2000 to 2005 and by 138 percent since the program's inception in 1965 (see Exhibit 5).

A variety of formulas used to allocate Title I funds are intended to target these resources to high-poverty districts and schools, where the needs are greatest. About half of all Title I Part A funds are allocated to districts in the highest-poverty quartile, which have 25 percent of all children and 49 percent of the nation's poor children. The targeting of Title I funds to high-poverty districts increased slightly from FY 1997 to FY 2004, with the share of funds for the highest-poverty districts rising from 50 percent to 52 percent (see Exhibit 6).

The final report will provide more detailed information on the targeting and uses of Title I funds, including the distribution of funds at the school level.

Exhibit 5
Appropriations for Title I Grants to LEAs,
FY 1966 to FY 2005
(in 2005 Constant Dollars)

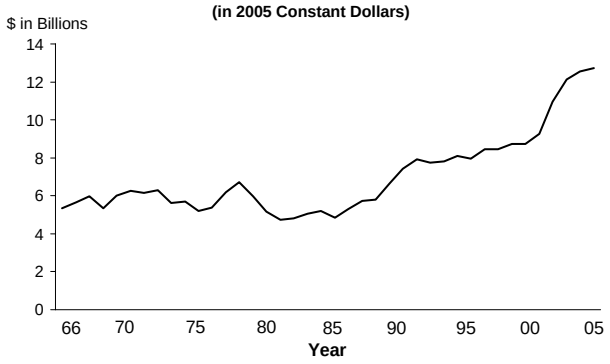


Exhibit reads: Appropriations for Title I Part A, measured in constant 2005 dollars, have grown from $5.3 billion in FY 1966 to $7.9 billion in FY 2000 and $12.7 billion in FY 2005.

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

Exhibit 6
Distribution of Title I Funds
by District Poverty Quartile, FY 1997 and FY 2004

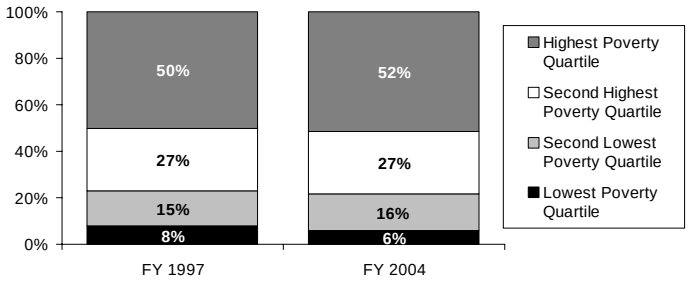


Exhibit reads: The share of Title I funds allocated to the highest-poverty districts increased slightly from 50 percent in FY 1997 to 52 percent in FY 2004.

Note: District poverty quartiles are based on Census Bureau estimates of the number of school-age children and poor children living in each district. The poverty quartiles were created by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contain 25 percent of the school-age children.

Sources: Study of Education Resources and Federal Funding (FY 1997); National Longitudinal Study of NCLB (FY 2004) (based on data for 51 states).[44]

Key Findings on Trends in Student Achievement

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

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

In the 23 states that had consistent three-year trend data from 2000-01 to 2002-03, most student subgroups showed gains in the percentage of students performing at or above the state's proficient level in 4th- and 8th-grade reading and mathematics. The increases in student proficiency were often small.

Recent trends on the Main NAEP assessment (from 2000 to 2005) show gains in 4th-grade reading and mathematics for black and Hispanic students and for students in high-poverty schools. Gains were larger for mathematics than for reading, and achievement trends were less positive for older students. Gains were especially large on the Long-Term Trend NAEP, and the most recent gains for black and Hispanic 9-year-olds from 1999 to 2004 substantially extended the gains these groups had made since the 1970s.

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

State assessments indicate a slight reduction in the achievement gap between low-income students and all students from 2000-01 to 2002-03, typically between one and three percentage points. On the Trend NAEP, achievement gains for black and Hispanic students since the 1970s substantially outpaced gains made by white students, resulting in significant declines in black-white and Hispanic-white achievement gaps, but recent changes in achievement gaps often were not statistically significant.

Are graduation rates improving over time?

Under NCLB, high schools are held accountable for graduation rates, but methods for calculating graduation rates vary considerably across states. State-reported graduation rates for 2002 ranged from a high of 97 percent in North Carolina to a low of 62 percent in Georgia.

However, a consistently defined measure, the interim averaged freshman graduation rate, provided somewhat lower estimates of graduation rates, and the two measures often produced different numbers for individual states. In 2002, the median state graduation rate was 84 percent based on state reports and 75 percent based on the averaged freshman graduation rate. From 1996 to 2002, the averaged freshman graduation rate was fairly stable (73 percent in both years).

III. Trends in Student Achievement

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

This interim report examines trends on the Main NAEP from the early 1990s through 2005, with a focus on the most recent period from 2000 to 2005, in order to show trends in NAEP results during the early years of NCLB implementation. We also examine long-term trends on the Trend NAEP from the 1970s through 2004. For state assessments, we examine recent three-year trends (2000-01 through 2002-03) in 23 states that had consistent assessments in place over this period. The report focuses on presenting achievement trends for 4th-grade reading[3] and mathematics assessments (because Title I funds are predominantly used at the elementary level), although assessments for other grades are shown as well.

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

For both state assessment and NAEP results, recent achievement trends are positive overall and for key subgroups. At this early stage of NCLB implementation—states, districts, and schools only began to implement the NCLB provisions in 2002-03—it is too early to say whether these trends are attributable to NCLB, to other improvement initiatives that preceded it, or to a combination of both. The data presented in this chapter provide a baseline indicator of achievement levels and trends that existed at the time that NCLB implementation began, rather than an indicator of outcomes associated with NCLB. They may very well reflect pre-existing state standards-based reform efforts and accountability systems that NCLB was intended to strengthen. Moreover, even when additional years of assessment data become available, such data will be limited in their ability to precisely address the impact of NCLB, because it is difficult to separate the impact of NCLB from the effects of other state and local improvement efforts.

[3] 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.

Key Evaluation Questions for Student Achievement

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

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

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

4. Are graduation rates improving over time?

A. Student Achievement on State Assessments

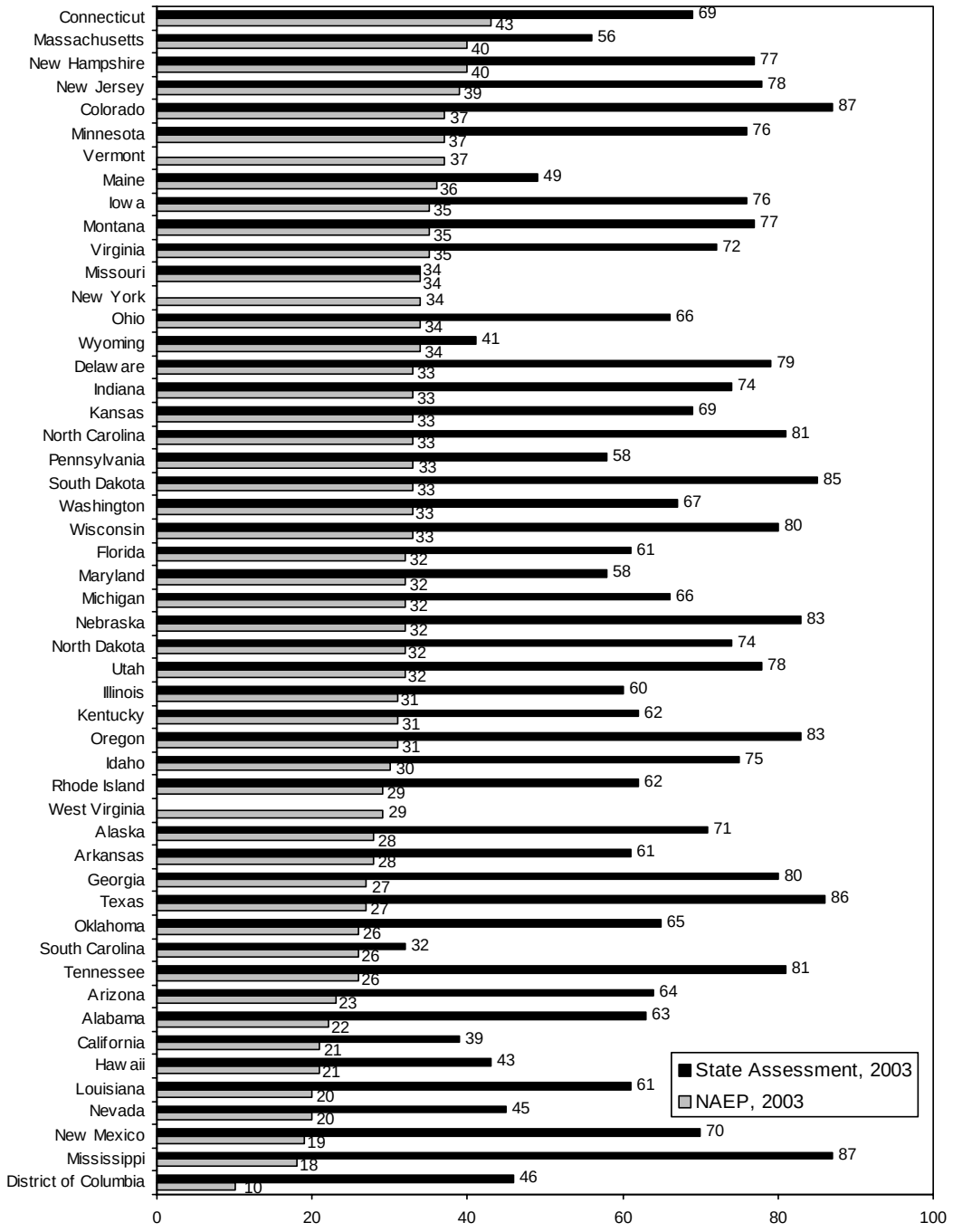
Limited data are available on student achievement trends on state assessments at this time, making it difficult to use this measure to examine changes in student achievement since the enactment of the No Child Left Behind Act. Many states have revised their assessment systems in recent years, and as a result there are only 23 states that have three-year trend data available for the most recently reported three-year period from 2000-01 to 2002-03. In addition, most of these 23 states do not have disaggregated trend data available for all student subgroups. Although nearly all states have by now met the requirement to disaggregate data by race/ethnicity and other subgroups, fewer states had done so as of the 2000-01 school year, which is the starting point for this trend analysis.

The report focuses on presenting achievement trends for 4th-grade reading and mathematics; however, many states did not administer assessments in the 4th grade in all three years and in such cases we used state assessment data for an adjacent grade. Assessments for other grade levels were also examined and are presented in an appendix.

Differences across states in the percentage of students performing at the state's proficient level should not be viewed as an indicator of states' relative effectiveness in educating students. State assessments differ both in the content and the difficulty of test items, as well as in the level that is labeled as "proficient," so states with higher percentages of students at the proficient level are not necessarily "higher performing" in an absolute sense. For example, some states that have similar proportions of students scoring at the proficient level on the National Assessment of Educational Progress may vary considerably in the percentage of students achieving proficiency on the state assessment (see Exhibit 7). Consequently, while state assessments may be used to compare achievement over time within a state, they may not be used to make comparisons across states. In addition, caution should be used when examining changes over time in the proportion of students performing at or above each state's proficiency level. The data come from the Consolidated State Performance Reports submitted by each state to the U.S. Department of Education, and cannot speak to the reasons for observed losses or gains over time within each state. Observed losses or gains could reflect a number of things, including changes in the assessment system, population changes, or changes in the proficiency level of a stable population.

Exhibit 7 should not be viewed as recommending that state proficiency levels should match NAEP proficiency levels. NAEP achievement levels are still being used on a trial basis. There continue to be concerns about the procedures used to set the achievement levels, and the Commissioner of the National

Exhibit 7
Percentage of 4th-Grade Students Achieving At or Above the "Proficient" Level on NAEP and State Assessments in Reading, 2003



Source: Consolidated State Performance Reports and National Center for Education Statistics, Main NAEP.
Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading, we used either 3rd- or 5th-grade assessment results.[45]

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

Student achievement as measured by state assessments rose from 2000-01 to 2002-03 for most student subgroups in a majority of states that had three-year trend data available. Exhibit 8 shows the percentage of students achieving at or above the proficient level on state reading and mathematics assessments in 2000-01 through 2002-03 in 4th grade or an adjacent grade; these data show achievement gains in 11 out of 23 states in reading and in 17 out of 23 states in mathematics.

Exhibits 9 and 10 show similar information for a variety of student subgroups; on average, about three-quarters of the states show achievement gains from 2000-01 to 2002-03 for each subgroup. For example, states show gains in elementary reading for low-income students in eight out of 11 states, for black students in five out of seven states, and for Hispanic students in six out of seven states.[4] Results for LEP students, migrant students, and students with disabilities show similar patterns, as do 8th-grade reading and mathematics (see Appendix).

[4] The total number of states examined here varies because states often did not have disaggregated assessment data available for all student subgroups for the full time period examined here (dating back to the 2000-01) school year).

Exhibit 8
Proportion of Students Performing At or Above Their State's Proficient Level in Reading and Mathematics, in 4th Grade or Another Elementary Grade, 2000-01 to 2002-03

	Reading				Mathematics			
	2000-01	2001-02	2002-03	Change	2000-01	2001-02	2002-03	Change
Alabama	64		63	-1	69		64	-5
Arizona	75		64	-11	57		57	0
Connecticut	71	69	69	-2	81	80	81	2
Delaware	75	80	79	4	73	72	74	1
Illinois	62	63	60	-2	74	74	73	-1
Kansas	63	63	69	6	67	67	74	7
Kentucky	58	60	62	4	34	36	38	4
Louisiana	59	57	61	2	54	50	60	6
Maine	51	49	49	-2	23	23	28	5
Massachusetts	51	54	56	5	51	39	40	-11
Mississippi	81	84	87	6	63	72	74	11
Missouri	32	36	34	2	37	38	37	0
Montana	79	73	77	-2	73	69	75	2
New Jersey	79	79	78	-1	66	66	68	2
North Carolina	74	77	81	7	87	89	92	5
Ohio	56	66	66	10	59	62	59	0
Oklahoma	66	63	65	-1	64	62	65	1
Oregon	84	85	83	-1	75	77	78	3
Pennsylvania	56	57	58	2	54	53	56	2
South Carolina	37	34	32	-5	26	36	33	7
Utah	82	80	78	-4	73	74	74	1
Virginia	64	71	72	8	77	80	83	6
Washington	67	66	67	0	43	52	55	12
# of states with achievement gains	11 out of 23 states				17 out of 23 states			

Exhibit reads: The proportion of students performing at or above Alabama's "proficient" level in 4th-grade reading (or another nearby elementary grade) declined from 64 percent in 2000-01 to 63 percent in 2002-03. Overall, states that had consistent assessments during this period showed increases in the percent proficient on these elementary reading assessments in 11 out of 23 states.

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

Source: Consolidated State Performance Reports (for 23 states).

Exhibit 9
Proportion of Students Performing At or Above Their State's Proficient Level for Reading in 2002-03, and Change from 2000-01, in 4th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		Black		Hispanic		White		LEP		Migrant		Disabilities	
	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01
Arizona									37	6	33	5	32	-2
Connecticut									18	1			38	4
Delaware	68	7							67	28			44	14
Illinois	41	1							41	5	34	-1	33	2
Kansas	55	10	44	11	52	19	74	9	50	29	51	21	49	16
Kentucky	51	6	43	6	54	5	65	4	39	0	47	5	43	11
Louisiana									56	0			30	11
Maine			30	-3	40	10	50	4	29	7			10	-3
Massachusetts			30	6	26	7	65	7	16	2	25	9	26	9
Mississippi			80	8	91	3	95	3						
Missouri	22	3							14	3	23	14	18	5
Montana	65	0							26	-8			36	1
North Carolina	70	10	71	14	64	1	89	6	48	1	60	9	48	4
Ohio									42	5	27	-14	36	-1
Oklahoma	64	11							38	-5	59	9	19	-1
Oregon									53	-6	50	-6	49	-10
Pennsylvania	36	1							19	7	25	4	22	6
South Carolina	18	-3	17	-1	22	-6	43	1	7	-7	14	-2	35	24
Utah	65	-4							38	-16	65	14	41	-10
Virginia									56	11	35	16	54	19
Washington									24	0	30	4	31	1
# of states with achievement gains	8 out of 11 states		5 out of 7 states		6 out of 7 states		7 out of 7 states		12 out of 20 states		11 out of 15 states		14 out of 20 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade reading, a nearby grade was used (3rd grade for Arizona, Delaware, Illinois, Missouri, Oregon, and Virginia and 5th grade for Kentucky, Oklahoma, and Pennsylvania). Gray cells indicate that the state did not report disaggregated assessment data for that subgroup for all three years included in the analysis; however, all of these states have since developed the capacity to report disaggregated data.

Source: Consolidated State Performance Reports (for 21 states).

Exhibit 10
Proportion of Students Performing At or Above Their State's Proficient Level for Mathematics in 2002-03, and Change from 2000-01, in 4th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		Black		Hispanic		White		LEP		Migrant		Disabilities	
	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01
Arizona									37	18	37	18	28	6
Connecticut									45	5			47	-3
Delaware	62	3							51	11			41	13
Illinois	56	3							49	-9	48	0	54	3
Kansas	61	12	48	14	56	13	79	11	50	12	52	11	59	13
Kentucky	26	5	19	-8	31	-2	40	9	28	4	19	-2	19	8
Louisiana									61	6			35	14
Maine			7	-3	22	15	29	8	18	1	20	9	20	12
Massachusetts			15	5	15	4	48	6	14	4	17	5	18	6
Mississippi			61	14	80	2	88	8						
Missouri	24	2							21	2	21	2	20	3
Montana	64	2							32	-9			40	4
North Carolina	87	9	87	13	82	-1	95	2	72	-3	80	4	71	3
Ohio									42	-5	25	-18	34	-9
Oklahoma	63	11							48	1	69	17	23	2
Oregon									51	4	48	5	51	-1
Pennsylvania	35	2							28	7	29	3	24	5
South Carolina	20	6	17	12	26	12	47	20	14	2	12	-5	37	29
Utah									36	-11	60	12	41	-5
Virginia									75	30	56	13	64	29
Washington									20	8	24	11	25	8
# of states with achievement gains	10 out of 10 states		5 out of 7 states		5 out of 7 states		7 out of 7 states		15 out of 20 states		12 out of 16 states		16 out of 20 states	

Note: The preferred grade for this table was 4th grade; however, in states that did not consistently assess students in 4th-grade mathematics, a nearby grade was used (grade 3 for Arizona, Delaware, Illinois, Missouri, Oregon, and Virginia and grade 5 for Kentucky, Oklahoma, and Pennsylvania).

Source: Consolidated State Performance Reports (for 21 states).

In many cases, the increases in student proficiency shown in Exhibits 8 through 10 were small, but some states reported data showing substantial increases or declines for one or more student subgroups. Although all states shown in these tables indicated that they had a consistent assessment in place during this period, we do not know whether the administration of those assessments, including inclusion and accommodation practices, was also consistent. In addition, the number of tested students for some subgroups in some states may be small.

State assessments indicate a slight reduction in the achievement gap between low-income students and all students (see Exhibit 11). In most cases, the gap reduction was from one to three percentage points; however, a few states showed larger reductions in the gap.

Exhibit 11
Change in the Achievement Gap: Difference Between the Proportion of Low-Income Students and All Students Performing At or Above Their State's Proficient Level, in 4th Grade or Another Elementary Grade, 2000-01 to 2003-03

	Gap in Reading				Gap in Mathematics			
	2000-01	2001-02	2002-03	Change in Gap	2000-01	2001-02	2002-03	Change in Gap
Delaware	14	15	11	-3	14	15	12	-2
Illinois	22	23	19	-3	21	20	17	-4
Kansas	18	17	14	-4	18	15	13	-5
Kentucky	13	12	11	-2	13	13	12	-1
Missouri	13	14	12	-1	15	15	13	-2
Montana	14	11	12	-2	11	7	11	0
North Carolina	14	12	11	-3	9	7	5	-4
Oklahoma	13	2	1	-12	12	2	2	-10
Pennsylvania	21		22	+1	21		21	0
South Carolina	16	15	14	-2	12	15	13	+1
Utah	13		13	0				
Number of states with gap reduction	9 out of 11 states				7 out of 10 states			

Exhibit reads: State assessments showed a reduction in the achievement gap between low-income students and all students in elementary reading in 9 out of 11 states that had consistent assessment data from 2000-01 to 2002-03; however, in most cases the change was small (from one to three percentage points).

Source: Consolidated State Performance Reports (for 11 states).

An important question is whether these recent growth rates will be sufficient to bring states to the goal of 100 percent of their students' performing at or above their state's proficient level by the 2013-14 school year. To examine this question, we calculated the average annual change in each state's percent proficient over the period from 2000-01 to 2002-03, and determined the percent proficient that would be attained by 2013-14 if the state continued to progress at that rate.[5] Exhibit 12 shows these calculations for the low-income subgroup, and Exhibit 13 summarizes the number of states that would be predicted to meet the 100 percent goal for six different student subgroups.

Based on trend data for 21 states, most would not meet the goal of 100 percent proficiency by 2013-14 unless the percentage of students achieving at the proficient level increases at a faster rate. For example, among the 11 states that had consistent elementary reading assessment data for low-income students, four states would meet the 100 percent goal by 2013-14 for this subgroup if they sustained the same rate of growth that they achieved from 2000-01 to 2002-03. Not surprisingly, states that began the period with a relatively low percentage of students performing at the proficient level defined by the state were often less likely to be predicted to meet the 100 percent goal.

Exhibit 12
Predicted Percentage of Low-Income Students That Would Reach Their State's Proficient Level in 2013-14, in Elementary Reading, If Achievement Trajectories from 2000-01 to 2002-03 Continued Through 2013-14

	Grade	Actual Percent Proficient			Predicted Percent Proficient in 2013-14, Assuming Same Rate of Change
		2000-01	2002-03	Annual Change	
Delaware	3	61	68	3.5	100
Illinois	3	40	41	0.5	47
Kansas	5	45	55	5.0	100
Kentucky	4	45	51	3.0	84
Missouri	3	19	22	1.5	39
Montana	4	65	65	0.0	65
North Carolina	4	60	70	5.0	100
Oklahoma	5	53	64	5.5	100
Pennsylvania	5	35	36	0.5	42
South Carolina	4	21	18	-1.5	2
Utah	4	69	65	-2.0	43
Number of states predicted to reach 100% proficient by 2013-14					4 out of 11 states (36%)

Exhibit reads: The percent of low-income students reaching Delaware's proficient level in 3rd-grade reading rose from 61 percent in 2000-01 to 68 percent in 2002-03, an average gain of 3.5 percentage points per year. If this rate of increase were sustained over the next 11 years from 2002-03 to 2013-14, Delaware would succeed in having 100 percent of these students reach the proficient level.

Source: Consolidated State Performance Reports (for 11 states).

[5] More specifically, we multiplied the annualized percentage-point change from 2000-01 to 2002-03 by the number of years remaining to 2013-14 (11 years), and added that figure to the percent proficient in 2002-03. If the product was greater than 100 percent, the predicted percent proficient in 2013-14 is 100 percent (since there cannot be more than 100 percent of students reaching the proficient level). It should be noted that this method assumes no variation in the rate of change.

Looking across six different student subgroups (low-income, black, Hispanic, LEP, migrant, and students with disabilities), an average of 33 percent of the subgroups within these states would be predicted to reach 100 percent proficiency based on current growth rates. This percentage declines to 26 percent of subgroups in elementary mathematics and to 13 to 18 percent in 8th-grade reading and mathematics (see Exhibit 13).

Exhibit 13
Predicted Number of States That Would Reach the Goal of 100% Proficient by 2013-14, for Various Subgroups, If Achievement Trajectories from 2000-01 to 2002-03 Continued Through 2013-14

Student Subgroup	Grade 3, 4, or 5		Grade 6, 7, or 8	
	Reading	Mathematics	Reading	Mathematics
Low-income	4 out of 11 states	3 out of 10 states	3 out of 10 states	1 out of 9 states
Black	3 out of 6 states	3 out of 5 states	4 out of 10 states	3 out of 10 states
Hispanic	2 out of 6 states	1 out of 5 states	2 out of 10 states	2 out of 10 states
Limited English proficient	3 out of 19 states	3 out of 19 states	1 out of 16 states	2 out of 18 states
Migrant	6 out of 15 states	5 out of 15 states	3 out of 13 states	2 out of 15 states
Students with disabilities	7 out of 19 states	4 out of 19 states	1 out of 17 states	0 out of 17 states
Average proportion of state subgroups predicted to reach 100%	**33%**	**26%**	**18%**	**13%**

Exhibit reads: For the low-income student subgroup, four out of 11 states would reach the state's proficient level on an elementary reading assessment, if the rate of change from 2000-01 to 2002-02 were to continue through 2013-14.

Note: The average shown at the bottom of each column is based on summing the numerators and denominators reflected in the cells of that column, and dividing the total of the numerators by the total of the denominators.
Source: Consolidated state performance reports (for 21 states).

Most state AYP targets do not project an even growth rate over the full period from 2002-03 to 2013-14; indeed, states use a variety of growth trajectories for their AYP targets, and many are planning for achievement growth rates to accelerate as 2013-14 approaches. Based on recent achievement trajectories, such acceleration will often be necessary if states are to meet the goal of 100 percent proficient by 2013-14.

B. Student Achievement on the National Assessment of Educational Progress

This report examines short-term trends on the Main NAEP as well as longer-term trends on the Trend NAEP.[46] The Main NAEP, created in the early 1990s, provides an assessment that is more consistent with current content focuses and testing approaches, while the Trend NAEP continues the original NAEP assessment in order to track long-term trends since the early 1970s.

In general, the Main NAEP places greater emphasis on open-ended and extended response items and less emphasis on multiple-choice questions. In reading, the Trend NAEP features shorter passages and focuses on locating specific information, making inferences, and identifying the main idea of a passage, whereas the Main NAEP requires students to read longer passages and also asks students to compare multiple texts on a variety of dimensions. In mathematics, the Trend NAEP focuses on basic computational skills in four content areas—numbers and operations, measurement, geometry, and algebra—while the Main NAEP also includes data analysis and probability.[47]

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

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

1. Main NAEP

Recent NAEP trends show gains in 4th-grade reading and especially in mathematics for black and Hispanic students and for students in high-poverty schools (see Exhibits 14 through 19). Average scale scores for all students were significantly higher in 2005 than in 2000 in 4th-grade reading and mathematics and 8th-grade mathematics (see Exhibits 14 and 15). For 8th-grade reading, the average score declined slightly from 2002 to 2005 (NAEP did not administer an 8th-grade reading assessment in 2000). Recent trend data for 12th-grade students are not available, because the 12th-grade NAEP assessment was not administered in 2003 or 2005. Over the complete period during which the Main NAEP assessment was administered, scores increased significantly in mathematics at all three grade levels and in reading for 4th- and 8th-grade students, but decreased significantly for 12th-graders.

Exhibit 14
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores by School Grade Level

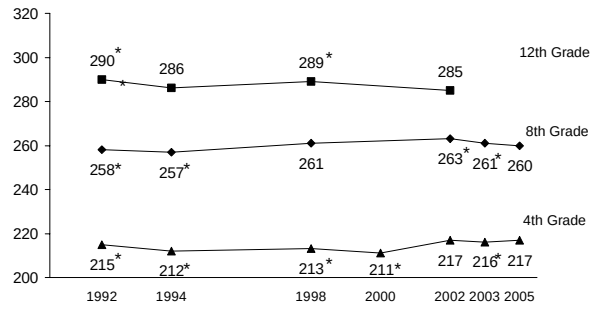
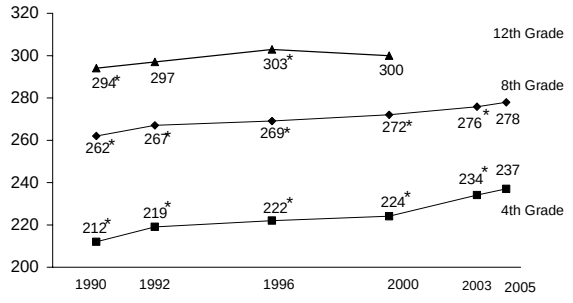


Exhibit 15
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores by School Grade Level



* Indicates that the score is significantly different from the most recent score (2005 for 4th and 8th grade, 2002 for 12th grade reading, and 2000 for 12th grade mathematics) ($p<.05$).

Source: National Center for Education Statistics, Main NAEP.

Looking at high-poverty schools, defined as those with 75 percent or more of their students eligible for free or reduced-price lunches, average scale scores rose from 2000 to 2005 by 14 points in 4th-grade reading and 16 points in 4th-grade mathematics (see Exhibits 16 and 17). Over the complete period during which the Main NAEP assessment was administered, there was no significant change in reading, but a markedly higher gain in mathematics (a 27-point gain). In short, NAEP mathematics scores in high-poverty schools rose over the period from 1990 to 2005, including the most recent five-year period, while NAEP reading trends for these schools fluctuated up and down but were at about the same level in 2005 as in 1992.

Exhibit 16
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores in 4th Grade by School Poverty Level

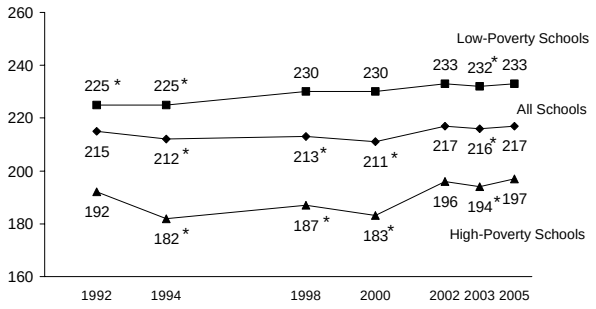
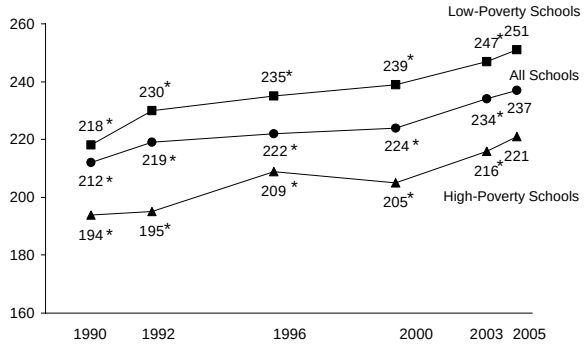


Exhibit 17
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 4th Grade by School Poverty Level



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

Note: "High-poverty" was defined as schools with 76 to 100 percent of their students eligible for free or reduced-price lunches, and "low-poverty" indicates that 0 to 25 percent were eligible for subsidized lunches.

Source: National Center for Education Statistics, Main NAEP, unpublished tabulations.

Recent NAEP trends by race/ethnicity also show gains in both 4th-grade reading and mathematics for black and Hispanic students (see Exhibits 18 and 19). From 2000 to 2005, black students gained 10 points in 4th-grade reading and Hispanic students gained 13 points, both greater than the 5-point gain for white students over the same time period. In 4th-grade math, black students gained 17 points from 2000 to 2005 and Hispanic students gained 18 points, again greater than the 13-point gain for white students.

Exhibit 18
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores in 4th Grade by Race/Ethnicity

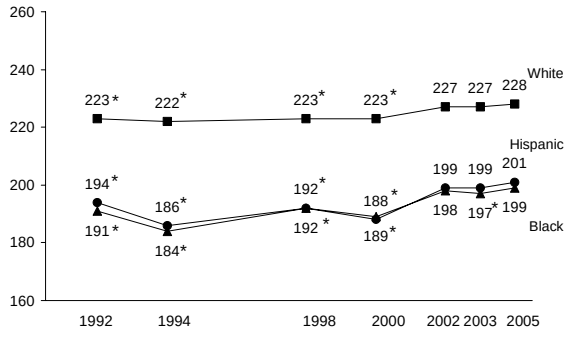
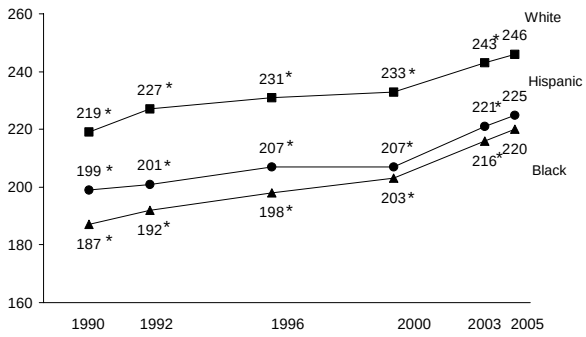


Exhibit 19
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 4th Grade by Race/Ethnicity



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

Source: National Center for Education Statistics, Main NAEP.

Over the longer term, 4th-grade mathematics scores show even larger gains from 1990 to 2005 for black and Hispanic students (33 points and 26 points, respectively), while white students gained 27 points. In 4th-grade reading, the 13-year trend from 1992 to 2005 shows somewhat smaller gains for black and Hispanic students (eight points and seven points, respectively).

Looking at the trends on 4th-grade NAEP assessments in terms of the percentage of students achieving at or above the proficient level, patterns are mixed. For the recent period from 2000 to 2005, black students show a modest increase on the reading assessment from 9 percent proficient in 2000 to 12 percent proficient in 2005, while Hispanic or white students show no significant change (see Exhibits 20 and 21). On the mathematics assessment, however, all three racial/ethnic groups show significant gains in the percentage achieving at or above the proficient level, with black students rising from 4 percent proficient to 13 percent proficient, and Hispanic students rising from 7 percent to 19 percent. Over the longer period since the early 1990s, 4th-graders in all three racial/ethnic groups show significant gains in both subjects, particularly in mathematics.

Trends in the achievement gaps between minority and white students do not show consistent patterns. For example, the black-white achievement gap in scale scores on the 4th-grade mathematics assessment declined from 32 points in 1990 to 26 points in 2005; however, the black-white achievement gap in the percent of students scoring at the proficient level on the same assessment increased from 14 percentage points in 1990 to 34 percentage points in 2005. The Hispanic-white gap is unchanged over this period when looking at scale scores, but increases for the percent proficient measure. The 8th-grade mathematics assessment shows a similar pattern. Changes in the black-white and Hispanic-white achievement gaps on the 12th-grade mathematics assessment and on all three reading assessments were in most cases not statistically significant.

Exhibit 20
Reading Achievement on the Main NAEP, 1992 to 2005: Percent Proficient in 4th Grade by Race/Ethnicity

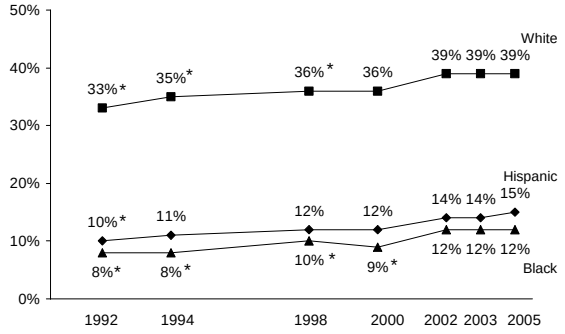
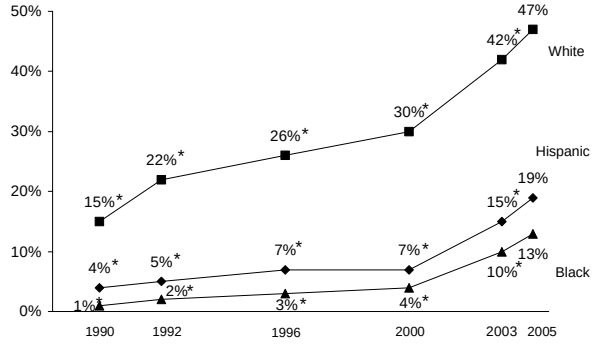


Exhibit 21
Mathematics Achievement on the Main NAEP, 1990 to 2005: Percent Proficient in 4th Grade by Race/Ethnicity



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

Source: National Center for Education Statistics, Main NAEP.

2. Trend NAEP

The long-term achievement trends measured by the Trend NAEP show significant gains for 9-year-olds and 13-year-olds in both reading and mathematics, but 17-year-olds did not make significant gains in either subject (see Exhibits 22 and 23). As was found in the Main NAEP, achievement gains were much larger in mathematics than in reading. In mathematics, for example, the average score for 9-year-olds rose from 219 in 1973 to 241 in 2004, a 22-point gain, compared with a 15-point gain for 13-year-olds and no significant change for 17-year olds. In reading, the average score for 9-year-olds rose from 208 in 1971 to 219 in 2004, an 11-point gain, compared with a 4-point gain for 13-year-olds and no change for 17-year-olds.

Exhibit 22
Reading Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores by Student Age Group

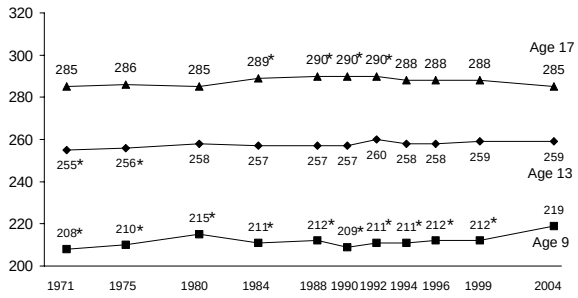
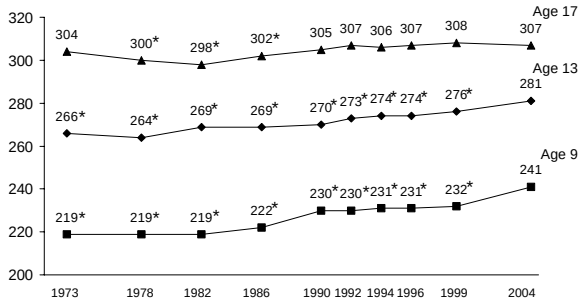


Exhibit 23
Mathematics Achievement on the Trend NAEP, 1973 to 2004: Average Scale Scores by Student Age Group



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

Source: National Center for Education Statistics, Trend NAEP.

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

Black and Hispanic students show substantial gains on the Trend NAEP, both in the most recent period as well as over the full three decades covered by the assessment (see Exhibits 24 and 25). From 1999 to 2004, black 9-year-olds gained 14 points in reading and 13 points in mathematics; long-term gains were 30 points in reading (since 1971) and 34 points in mathematics (since 1973). Similarly, Hispanic 9-year-olds gained 12 points in reading and 17 points in mathematics from 1999 to 2004, with long-term gains of 22 points in reading and 28 points in mathematics. In reading, black and Hispanic students made strong gains in the 1970s, but the trends leveled out during the 1980s and 1990s until the most recent jump in scores from 1999 to 2004. In mathematics, black and Hispanic scores rose through the late 1970s and 1980s, were fairly flat during the 1990s, and then increased dramatically from 1999 to 2004.

Exhibit 24
Reading Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores for 9-Year-Olds by Race/Ethnicity

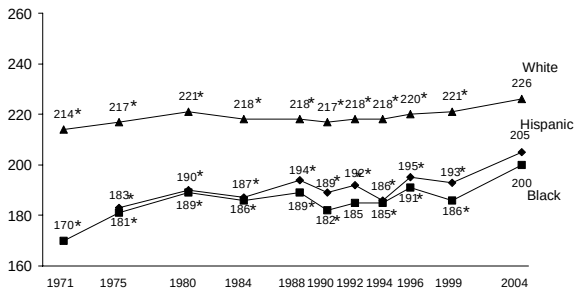
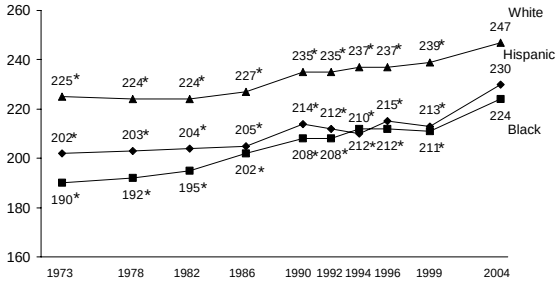


Exhibit 25
Mathematics Achievement on the Trend NAEP, 1978 to 2004: Average Scale Scores for 9-Year-Olds by Race/Ethnicity



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

Source: National Center for Education Statistics, Trend NAEP.

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

C. Graduation Rates

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

States have differing methods for calculating and reporting graduation rates, so they are not consistent across the country and cannot provide a national picture of progress on this indicator. To provide more consistent data, the Task Force on Graduation, Completion, and Dropout Indicators recommended the use of a graduation rate measure called the Exclusion-Adjusted Cohort Graduation Indicator (EACGI), which is also referred to as a true cohort graduation rate.[48] In order to calculate this indicator, longitudinal individual student-level data systems are needed, and most states do not yet have such data systems in place.

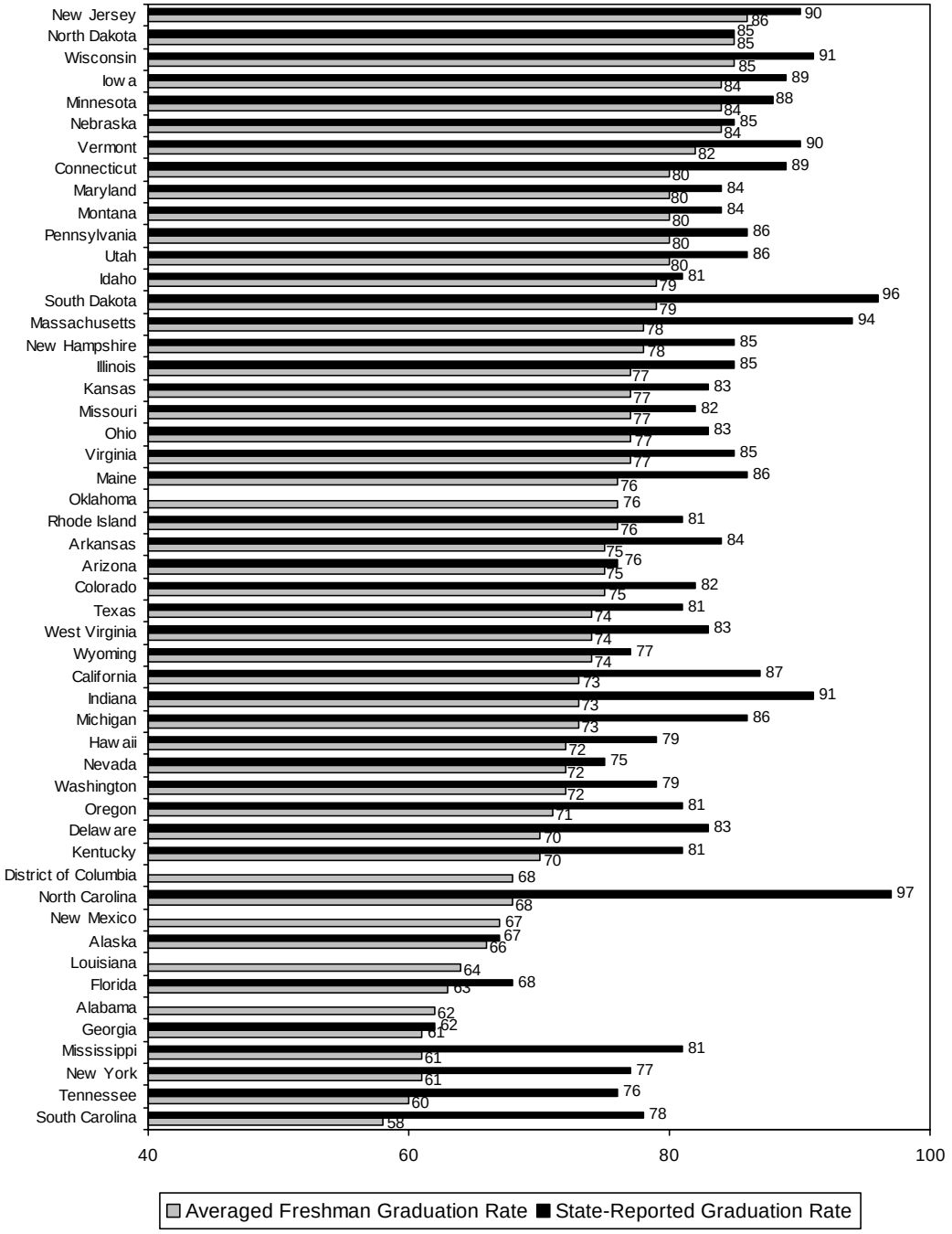
The Averaged Freshman Graduation Rate (AFGR) is an alternative measure that can be calculated in the absence of a longitudinal individual student record system. The National Center on Education Statistics (NCES) has recently reported data on this measure for all states, using state-reported enrollment and diploma data from the NCES Common Core of Data (CCD). This interim graduation rate uses the state's report of diploma recipients as the numerator for regular graduates; the denominator is the average of the number of 8th graders five years earlier, 9th graders four years earlier, and 10th graders three years earlier. This measure provides a common standard against which state-reported graduation rates may be compared.[6] We present here both the state-reported rates and the averaged freshman graduation rates for each states because the state-reported rates are what each state uses for making AYP determinations, while the averaged freshman graduation rate provides data for all states using a consistent measure.

Based on the state-reported data, state average graduation rates in 2002 ranged from a high of 97 percent in North Carolina to a low of 62 percent in Georgia.[49] The range of state graduation rates based on the averaged freshman graduation rate was somewhat lower—ranging from a high of 86 percent in New Jersey to a low of 58 percent in South Carolina—and the two measures often produced different numbers for individual states (see Exhibit 26). The median state graduation rate was 84 percent based on state reports and 75 percent based on the averaged freshman graduation rate.

The recent trend in the averaged freshman graduation rate, from 1996 to 2002, has been fairly level, and the graduation rate in 2002 (73 percent) was the same as in 1996. Graduation rates calculated for the preceding five years were slightly higher (e.g., 76 percent in 1991), but these data may not be strictly comparable because of improvements in reporting over time.

[6] For more information about various graduation indicators, see Marilyn Seastrom, Chris Chapman, Robert Stillwell, Daniel McGrath, Pia Peltola, Rachel Dinkes, and Zeyu Xu (forthcoming), *A Review and Analysis of Alternative High School Graduation Rates, Volume I. User's Guide to Computing High School Graduation Rates, Volume 2, An Analysis of Alternative High School Graduation Rates* (NCES 2006-602). Washington, DC: U.S. Department of Education, National Center for Education Statistics.

Exhibit 26
Comparison of Averaged Freshman Graduation Rates and State-Reported Graduation Rates, 2002



Sources: U.S. Department of Education, National Center for Education Statistics, averaged freshman graduation rates calculated from data in the Common Core of Data.[50] U.S. Department of Education, Policy and Program Studies Service, analysis of state-reported graduation rates from Consolidated State Performance Reports and State Education Agency Web sites; state-reported rates for 2003 or 2004 were used for 16 states where 2002 rates were not available.[51]

Conclusions

NCLB established the ambitious goal of, by 2013-14, having all children achieve proficiency in reading and math according to state standards. Recent data from both state assessments and the National Assessment of Educational Progress show promising trends. Although the NAEP and state assessment data were not designed to address questions about the causal impact of NCLB, they can still be informative for examining changes over time in student achievement. Student achievement as measured by state assessments rose from 2000-01 to 2002-03 for most student subgroups—such as low-income students, blacks, Hispanics, migrants, and those with limited English proficiency or with disabilities—in a majority of the states where consistent assessment practices make it possible to track trends from 2001 to 2003. Similarly, recent trends on the Main NAEP assessment show gains in 4th-grade reading and mathematics for black and Hispanic students and for students in high-poverty schools; however, recent trends are mixed for 8th-grade students and not available for 12th grade students. The long-term achievement trends measured by the Trend NAEP show significant gains for 9-year-olds and 13-year-olds in both reading and mathematics, although both recent and long-term trends on the Trend NAEP are flat for 17-year-olds. It remains to be seen whether the current trajectories will remain steady or accelerate in the years to come; the latter will be required if all states are to reach the 100 percent proficient target within the next decade.

Key Findings on Implementation of State Assessment Systems

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

Many states have put in place all of the assessments they intend to use to meet NCLB requirements. As of March 2005, 27 states had completed their first full administration of all required reading assessments; 26 states had done so in all required mathematics assessments; and 22 states had done so in all required science assessments. Most of the remaining states had at least field-tested all of the required assessments.

How are states developing their English language proficiency assessments?

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

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

As of 2003-04, most states were meeting the requirement to annually assess at least 95 percent of their students, including students from major racial/ethnic groups, students with disabilities, limited English proficient students, students from low-income families, and migrant students. However, 14 states did not meet the test participation requirement for one or more student subgroups.

The lowest test participation rates were for students with disabilities. While states missing the test participating requirement for other subgroups often missed by just one or two percentage points, participation rates for students with disabilities were often well below the 95 percent threshold—as low as 77 percent in Texas and 84 percent in the District of Columbia.

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

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

IV. Implementation of State Assessment Systems

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

NCLB establishes a high standard for inclusion of all students in the state assessment system, requiring that each state, district, and school ensure that at least 95 percent of students participate in the state assessment system, both overall and within specific subgroups, including the major racial/ethnic categories as well as economically disadvantaged students, students with disabilities, and limited English proficient students. State assessment systems must produce results for individual students and be reported at the school, district, and state levels. When reporting assessment data, states, districts, and schools must disaggregate for each of the above subgroups as well as by gender and migrant status.

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

Key Evaluation Questions for State Assessments

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

A. Development of Assessments Required under No Child Left Behind

All states had adopted academic content standards in reading and mathematics as of March 2005; 51 states had adopted science standards by then (Iowa had not).[52] Many states have been active in developing or revising their content standards since the passage of NCLB; since 2002, 29 states have adopted or revised reading content standards and 28 states have adopted or revised mathematics standards.[53]

States have made substantial progress toward the adoption of required reading, mathematics, and science assessments. As of March 2005, 27 states had completed their first full administration of all required reading assessments; 26 states had done so in all required mathematics assessments; and 22 states had done so in all required science assessments. In addition, all but four states (the District of Columbia, Iowa, Illinois, and Nebraska) had at least field-tested all of the required reading and mathematics assessments. Twenty-five states had field-tested all of the required science assessments.[54]

Because NCLB expanded the Title I state assessment requirements to additional grades, states needed to implement additional assessments in a number of grades. For about one-third of all of the required reading and mathematics assessments in grades 3 though 8, states are using existing assessments that were already in place by 2004-05 (see Exhibit 27). For the remaining required assessments in these grades, states are adopting new assessments, typically by developing a new assessment (45 to 46 percent of the necessary reading and mathematics assessments), although in some cases states are augmenting an existing "off-the-shelf" assessment published by a test developer (12 percent of the needed assessments). Individual states may have used different approaches for different grade levels and/or subjects.

Exhibit 27
State Approaches to Developing Assessments Required by 2005-06

	Percentage of Grade 3-8 Assessments Across All States	
	Reading (N=312)	Math (N=312)
Kept existing assessment	31%	30%
Modified existing assessment	5%	5%
Adopted new assessment:		
• Augmented existing off-the-shelf test	12%	12%
• Developed new assessment	45%	46%
• Other approach	4%	4%
Data not available[55]	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 for 31 percent of the required assessments and modified existing assessments in an additional 5 percent of the cases for 2004-05.[56]

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

1. Alternate Assessments for Students with Disabilities

Nearly all states have developed and administered alternate assessments for students with disabilities. In 2004-05, 48 states administered alternate assessments for students with disabilities in both reading and mathematics. In 45 of these states, at least one of these assessments was based on alternate achievement standards. Twenty-five states also had alternate assessments based on grade-level achievement standards.[57]

2. English Language Proficiency Assessments

Many state approaches to assessing English language proficiency (ELP) were still evolving as of 2004-05. All 52 states had some kind of ELP assessment in place in 2004-05, but these assessments did not necessarily meet NCLB requirements, and 44 states indicated that they anticipated making revisions to their ELP assessments. Twenty states reported in 2004-05 that they had an ELP assessment in place that met NCLB requirements, 27 states plan to have an ELP assessment that meets NCLB requirements in place for 2005-06, and five states had not made a decision as to which ELP assessment instrument they would use in 2004-05 to meet NCLB requirements.[58]

Under Title III requirements, states must develop ELP standards (which must be linked to state academic content standards); states are required to provide for the assessment of their limited English proficient (LEP) students on ELP assessments aligned with their ELP standards.[59] Half of the states (25) indicated that they had linked their ELP assessment to ELP standards and 22 states either have not made that linkage or have linked their ELP standards with the ELP assessment that will be used in 2005-06.

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

B. Inclusion and Accommodations

As of 2003-04, most states are meeting the requirement to annually assess at least 95 percent of their students, including students from all major racial/ethnic groups, students with disabilities, limited English proficient students, and students from low-income families. However, 14 states did not meet the minimum test participation requirement for one or more student subgroups (see Exhibit 28). For example, 10 states assessed less than 95 percent of one or more minority student groups (black, Hispanic, and/or Native American), and 10 states did not meet the test participation requirement for LEP students. (Note that, in their calculation of participation rates, some states include students who do not actually sit for the state assessment by assigning such students the lowest obtainable score on the assessment. Thus, participation rates of 100 percent may be reported when in fact fewer students actually sat for the state's assessment.)

Most of the states that did not assess at least 95 percent of their black, Hispanic, or Native American students missed the mark by a small margin, typically less than two percent. Five states—Alabama, Connecticut, the District of Columbia, Kentucky, and Georgia—missed by a wider margin for at least one of the racial/ethnic groups reported.

Three states—the District of Columbia, Georgia, and Texas—failed to meet the participation requirement for most, if not all, subgroups as well as for the "all students" group.

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

Most states assessed at least 95 percent of their students with disabilities on the state assessment system in 2003-04 (see Exhibit 28). Forty-seven states assessed at least 95 percent of their students with disabilities in reading and 46 states assessed at least 95 percent in mathematics. The number of states that assessed fewer than 95 percent of their students with disabilities (four states in reading, six states in mathematics) was similar to or lower than the number of states that did not meet the test participation requirement for other subgroups. However, states that failed to assess 95 percent of students with disabilities had lower participation rates for those students than for other groups that missed the test participation requirement. For instance, Texas assessed only 77 percent of its students with disabilities, compared with 94 percent of its black students.

Many students with disabilities participated in their state's assessments with accommodations. Overall, schools reported that 96 percent of students with disabilities participated in their state reading assessment in 2001-02. More than one-fourth (28 percent) of all students with disabilities participated in the regular state assessment with no accommodations, 60 percent participated with accommodations, and 9 percent took an alternate reading assessment.[60] One study of 14- to 17-year-old students with disabilities found that the most common accommodations on mandated state assessments in 2002 were additional time (57 percent of those assessed with accommodations), taking the test in an alternate setting (45 percent), or having a reader who delivered instructions and/or test items (33 percent). Almost 30 percent of these students received no accommodations.[61]

Exhibit 28
Participation of Selected Student Subgroups in State Assessment Systems, 2003-04

	Black		Hispanic		Native American		Students with Disabilities		LEP Students		Low-Income Students	
	Reading	Math	Reading	Math	Reading	Math	Reading	Math	Reading	Math	Reading	Math
Number of states assessing at least 95% of students	46	44	43	45	44	44	47	46	41	45	42	42
Percent of students assessed, in states assessing less than 95%:												
Alabama	93.8%	94.5%	91.6%	*	*	*	86.1%	87.8%	**	**	90.5%	91.6%
Arkansas	*	93.4%	*	*	**	**	90.0%	91.0%	*	*	**	**
California	*	93.0%	*	*	*	92.0%	*	91.0%	*	*	*	*
Connecticut	92.2%	93.6%	91.7%	92.6%	93.0%	*	*	*	88.2%	91.9%	93.2%	93.7%
Delaware	*	*	*	*	93.8%	92.7%	*	*	94.6%	*	*	*
District of Columbia	92.7%	92.4%	94.8%	94.8%	90.0%	90.0%	85.1%	84.2%	*	*	94.4%	94.0%
Georgia	92.9%	92.8%	90.0%	90.0%	88.6%	88.5%	*	*	90.4%	90.5%	94.6%	94.6%
Kansas	*	*	*	*	*	*	*	*	94.9%	*	*	*
Kentucky	*	*	92.0%	94.0%	*	*	*	*	83.0%	89.0%	*	*
Maine	*	*	*	*	*	*	*	*	91.0%	*	*	*
Missouri	*	*	*	*	*	*	*	*	92.5%	*	*	*
New York	*	*	*	*	*	*	*	91.0%	*	94.0%	*	*
Tennessee	*	*	93.3%	*	*	*	*	*	85.2%	*	*	*
Texas	94.1%	94.2%	93.0%	93.2%	94.6%	94.8%	77.4%	77.4%	83.3%	83.8%	93.0%	93.2%

Exhibit reads: Forty-six states assessed at least 95 percent of their black students in reading in 2003-04. Alabama, Connecticut, the District of Columbia, Georgia, and Texas assessed less than 95 percent of their black students in reading.

* State assessed at least 95 percent of this subgroup in this subject.
** Data not available.

Notes: Six states did not report data for the participation of at least one subgroup.[62] Data from the 2003-04 Consolidated State Performance Reports have not been verified by states, and should be considered preliminary.

Source: Consolidated State Performance Reports, 2003-04.

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

Most states also met the 95 percent assessment criterion for limited English proficient (LEP) students in 2003-04. In reading, 41 states assessed at least 95 percent of their LEP students, while 45 did so for mathematics (see Exhibit 28). In their assessment of LEP students, most states provided some sort of accommodation, such as modifying the presentation (47 states), timing or scheduling (46), or setting (46). The most frequent presentation accommodations included the use of dictionaries, reading aloud the questions in English, and reading aloud or explaining the directions. Most states gave timing or scheduling accommodations in the form of extra assessment time. Forty-four states made the setting accommodations of small-group or individual or separate room administration available to LEP students. Nearly half of the states (23) made response accommodations—such as allowing responses in the student's native language and writing answers directly in the test booklet—available to their LEP students.[63]

C. Reporting Assessment Data for Use in School Improvement Efforts

The number of states that report student achievement data disaggregated for individual student subgroups has more than doubled since NCLB was enacted. Fifty states presented data disaggregated by race/ethnicity and gender and for limited English proficient students, students with disabilities, and low-income students on state report cards released in 2004-05 (presenting assessment data for 2003-04).[64] In contrast, in 2002-03 only 20 states disaggregated data by race/ethnicity on report cards.[65] Fewer states (37) include migrant students on their report cards; however, those states that do not report migrant students may have too few to report.

Most states are also providing data to districts and schools. Forty-three states (of the 45 for which there were data) were providing individual student data to school districts as of 2003-04 (see Exhibit 29). Most states were also showing school-level and subgroup-level results over time. However, states provided individual student data showing change over time less frequently (18 states).

Exhibit 29
Reporting of State Assessment Results to Districts or Schools in Various Formats and by Various Groups, 2003-04

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

Exhibit reads: Forty-five states reported assessment data results from their 2003-04 assessments for the percentage of students scoring at or above the proficient level.[66]

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

Conclusions

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

Most states are also meeting the law's requirement to assess at least 95 percent of their students and a similar percent of key subgroups. A few states have not met this inclusion standard, and those states often fall short by a substantial margin for students with disabilities or students with limited English proficiency.

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

Key Findings on Accountability and Support for School Improvement

What types of schools and districts are identified for improvement?

States identified 11,530 schools, or 13 percent of all schools, for improvement for 2004-05, and 9,028 were Title I schools. One-fourth of the identified Title I schools had not made adequate yearly progress (AYP) for four or more years and were identified for corrective actions or restructuring.

Schools in large and urban districts, and with high concentrations of poor and minority students, were much more likely to be identified than other schools. More diverse schools that were held accountable for more student subgroups were more likely to be identified; for example, 37 percent of Title I schools with six or more subgroups were identified, compared with 8 percent of those with only one subgroup.

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

Schools most commonly missed AYP for the achievement of all students in reading and/or mathematics (38 percent of schools that missed AYP based on 2003-04 testing). Smaller percentages of schools missed AYP for only one student subgroup or test participation rates.

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

Identified schools reported significantly greater needs for assistance than non-identified schools, and they also received more days of assistance. Identified schools often reported receiving support in the areas NCLB mandates. The most common improvement strategies implemented by identified schools included developing a school improvement plan, using assessment data to inform instruction, and providing additional instruction to low-achieving students. Nearly all Title I schools in corrective action status experienced interventions that NCLB delineates for schools in this status.

Almost all states had implemented a statewide system of support for identified schools by fall 2004, and districts reported providing several kinds of assistance to both identified and non-identified schools, with large districts more likely than small districts to provide assistance. Most states reported that providing assistance to all schools identified for improvement was a moderate or serious challenge in 2003-04.

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

Most states implemented NCLB consequences for school identification only for Title I schools, though districts commonly provided assistance to all types of schools.

V. Accountability and Support for School Improvement

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

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

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

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

Key Evaluation Questions for Accountability

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

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

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

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

A. School and District Identification for Improvement

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

1. School Identification for Improvement

States had identified 11,530 schools for improvement in 2004-05, or 13 percent of the nation's schools in the 50 states and the District of Columbia. Title I schools accounted for more than three-fourths of all identified schools, and the 9,028 identified Title I schools represented 18 percent of all Title I schools. About three-quarters of the identified Title I schools were in their first year or second year of improvement, with another 12 percent in corrective action and 12 percent in restructuring status.[67]

The 9,028 identified Title I schools in 2004-05 represented a nearly 50 percent increase over the approximately 6,000 identified Title I schools for 2002-03 and 2003-04 (see Exhibit 30). The number of Title I schools in corrective action rose from 926 in 2003-04 to 1,047 in 2004-05, while the number in restructuring status rose from 838 to 1,065. There was considerable change in which schools were identified: Almost half of the Title I identified schools in 2004-05 had not been identified the previous year, and one-fourth (23 percent) of Title I identified schools in 2003-04 were no longer identified in 2004-05. Most of the identified Title I schools in 2004-05 were in districts that had few identified Title I schools; 72 percent of districts with identified schools had only one or two identified schools.[68]

The numbers and percentages of schools identified for improvement varied considerably across states (see Exhibit 31). States differ in the content and rigor of their assessments and academic achievement standards as well as other features of their accountability systems. As a result, variation across states in the numbers and percentages of identified schools likely reflects differences in state accountability systems as well as differences in student achievement; states with more identified schools are not necessarily lower performing than states with fewer identified schools. Seven states had identified 5 percent or fewer of their Title I schools, while six states had identified more than one-third their Title I schools in 2004-05. 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.[69]

Exhibit 30
Number and Percentage of Identified Title I Schools, 1996-97 to 2004-05

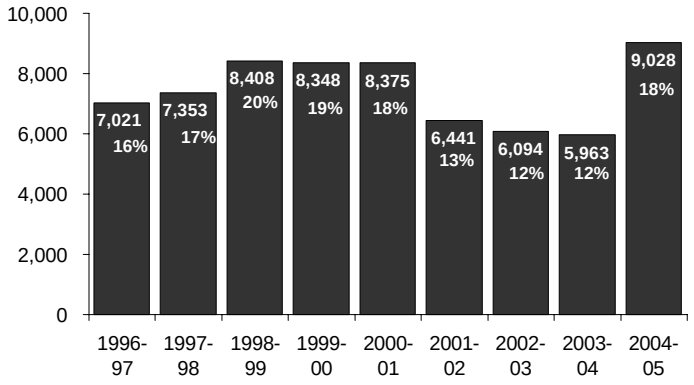


Exhibit reads: In 2004-05, 9,028 Title I schools had been identified for improvement based on test scores for 2003-04 and earlier years; these identified schools represented 18 percent of all Title I schools in that year.

Note: The first year that schools were identified for improvement based in part on NCLB AYP definitions was 2003-04, based on assessments administered in 2002-03. However, schools are identified when they miss AYP for two consecutive years, and 2004-05 was the first year that includes schools identified because they missed NCLB AYP targets for two consecutive years.

Sources: Consolidated State Performance Reports (1996-97 to 2002-03); Study of State Implementation of Accountability and Teacher Quality Under NCLB (2003-04 and 2004-05) (based on data from 50 states and the District of Columbia).

Non-Title I identified schools represented 22 percent of all identified schools nationwide, and they accounted for more than half of all identified schools in 10 states. Thirty-four states reported that they would identify for improvement non-Title I schools that failed to make AYP based on 2003-04 testing, and these states identified 2,503 non-Title I schools for 2004-05. Few states required NCLB consequences of public school choice and supplemental services for identified non-Title I schools (three states each). Similarly, only eight states had assigned non-Title I schools to corrective action status, and only eight states had put non-Title I schools in restructuring status in 2004-05. Overall, states had placed fewer than 300 non-Title I schools in corrective action or restructuring.[70]

Most districts with identified schools have very few, though a smaller number of districts had large numbers of identified schools. Of the 2,912 districts that had one or more identified schools in 2004-05, nearly three-fourths (73 percent) of these districts had only one or two identified schools. However, 4 percent of districts with identified schools (129 districts) contained 13 or more identified schools each.[71]

Middle schools were more commonly identified than either elementary schools or high schools. Eighteen percent of middle schools were identified schools in 2004-05, compared with 11 percent each of elementary and high schools. However, because elementary schools account for a majority of all schools, they also account for a larger absolute number of identified schools (5,498) compared with middle schools (2,877) and high schools (1,879).[72]

Exhibit 31
Number and Percentage of Identified Schools, by State, 2004-05*

	All Schools		Title I Schools		Title I Schools by Improvement Status		
	Number	Percent	Number	Percent	Year 1 or Year 2	Corrective Action	Restructuring
Total	**11,530**	**13%**	**9,028**	**18%**	**6,916**	**1,047**	**1,065**
Alabama	80	6%	80	9%	35	7	38
Alaska	179	36%	128	40%	112	8	8
Arizona	135	7%	135	13%	87	37	11
Arkansas	300	27%	195	24%	190	4	1
California	1,618	18%	1,618	29%	1,167	173	278
Colorado	87	7%	87	10%	57	27	3
Connecticut	134	12%	79	17%	71	0	8
Delaware	44	21%	16	15%	13	3	0
District of Columbia	96	47%	96	58%	82	14	0
Florida	964	29%	964	68%	964	0	0
Georgia	413	20%	249	26%	118	27	104
Hawaii	138	49%	88	62%	28	6	54
Idaho	71	10%	28	6%	28	0	0
Illinois	655	15%	655	27%	395	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	134	10%	134	13%	128	6	0
Louisiana	570	37%	432	46%	389	27	16
Maine	51	7%	29	5%	29	0	0
Maryland	255	19%	113	24%	49	7	57
Massachusetts	391	20%	277	24%	233	20	24
Michigan	511	13%	126	18%	56	25	45
Minnesota	48	2%	43	4%	35	8	0
Mississippi	71	8%	71	10%	67	2	2
Missouri	130	6%	130	10%	122	8	0
Montana	69	8%	67	10%	30	4	33
Nebraska	46	4%	9	2%	8	1	0
Nevada	111	21%	46	20%	44	2	0
New Hampshire	61	13%	23	9%	22	1	0
New Jersey	520	22%	384	28%	287	97	0
New Mexico	182	23%	114	20%	50	35	29
New York	508	11%	508	19%	272	53	183
North Carolina	160	7%	160	14%	154	6	0
North Dakota	21	4%	21	5%	8	6	7
Ohio	487	13%	390	15%	300	31	59
Oklahoma	142	8%	113	9%	98	4	11
Oregon	214	17%	35	6%	31	2	2
Pennsylvania	629	20%	377	17%	301	76	0
Rhode Island	61	19%	32	21%	27	5	0
South Carolina	207	19%	207	39%	186	10	11
South Dakota	59	8%	57	16%	53	2	2
Tennessee	207	13%	108	13%	66	0	42
Texas*	198	3%	198	4%	196	2	0
Utah	16	2%	16	7%	14	2	0
Vermont	25	7%	17	8%	14	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

Note: This table shows data reported by 51 states from October 2004 to 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 o identified schools. This chapter uses the numbers that states reported for this data collection.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB.

Schools with high concentrations of poor and minority students were much more likely to be identified than other schools. Just over one-third of schools with high percentages of students from low-income families or minority groups were identified schools in 2004-05, compared with under 5 percent of schools with low concentrations of these students (see Exhibit 32). Schools in urban areas and in large districts, along with schools with high concentrations of LEP students, also were identified at higher rates than other schools. About 20 percent of these schools were identified, compared with 10 percent or fewer of the schools in suburban or rural areas, in medium or small districts, or with medium or smaller concentrations of LEP students.[73]

Exhibit 32
Percentage of Identified Schools with Selected Characteristics, 2004-05

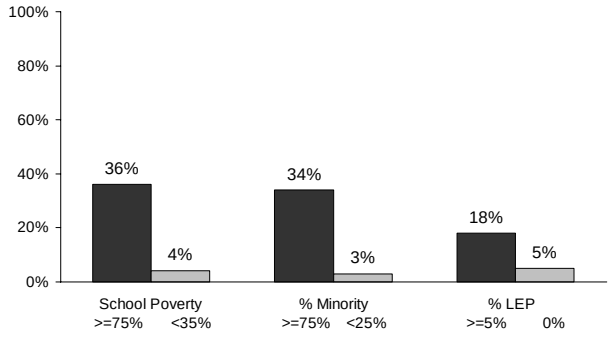


Exhibit reads: In 2004-05, 36 percent of schools with poverty rates equal to or above 75 percent were identified for improvement, compared with 4 percent of schools with poverty rates below 35 percent.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 51 states for 88,160 schools).

Minority students and students from low-income families were more likely to attend schools identified for improvement than were other students. For example, 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. Similarly, 26 percent of students from low-income families attended schools identified for improvement, compared with 17 percent of all students.[74] In absolute terms, the largest group of students 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.[75]

2. District Identification for Improvement

Ten percent of districts had been identified for improvement in 2004-05 (see Exhibit 33). Across the 40 states plus the District of Columbia that reported they had identified districts, 1,511 districts had been identified for improvement in 2004-05. Nineteen states had identified 10 percent or fewer of their districts, and 12 states had identified a third or more of their districts. Among the identified districts, 49 districts in 11 states were identified for corrective action. Twenty-six percent of all students, or about 12.6 million students, attend schools in identified districts across 48 states with available data. [76]

Large and urban districts with high concentrations of poor, minority, and LEP students were more likely to be identified than other districts. District size mattered most, with one-third of large districts identified in 2004-05, compared with 17 percent of medium districts and 5 percent of small districts. Nineteen percent of districts with high concentrations of minority students were identified,

compared with 5 percent of districts with low concentrations of minority students; distributions were similar for other district characteristics, with greater likelihood of identification for districts that were more urban and served high concentrations of students from low-income families and LEP students.[77]

Approximately 32 percent of identified districts in 2004-05 (477 districts) contained no schools identified for improvement.[78] Under NCLB, schools and districts are held accountable for AYP targets only when they have at least a minimum number of students in the subgroup categories. Because district-level AYP calculations include students from all schools, districts may meet the minimum subgroup sizes for certain groups of students even if none of their schools do. If such groups do not make AYP at the district level while not counted at the school level, the result will be that districts may be identified for improvement when none of their schools are. Because assistance commonly focuses on schools, this situation raises questions about how to provide support to identified districts where no particular school has been designated as low-performing under NCLB.

Exhibit 33
Number and Percentage of Identified Districts, by State, 2004-05*

	Number	Percent		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: In 2004-05, 1,511 districts were identified for improvement, representing 10 percent of all districts.

Note: This table shows data reported by 51 states from October 2004 to 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. This chapter uses the numbers that states reported for this data collection.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB.

B. Adequate Yearly Progress Ratings for Schools and Districts

In determining whether a school or district makes adequate yearly progress (AYP), NCLB requires states to consider state assessment results, student participation rates in assessments, and an "other academic indicator." For state assessment results, states must set absolute annual targets that lead to the goal of all students achieving proficiency in reading and mathematics by 2013-14. For test participation, schools and districts must assess at least 95 percent of their students in order to make AYP. For the other academic indicator, states must use graduation rates for high schools, but they have flexibility in selecting a measure for elementary and middle schools.

Calculating AYP separately for key subgroups of students is a key feature of the NCLB accountability system. AYP must be calculated for up to nine student groups in a school or district: all students, five major racial and ethnic groups, economically disadvantaged students, students with disabilities, and LEP students. To enhance validity and reliability, states also define a minimum subgroup size that must be met before AYP is calculated for that subgroup for a school or district. The number of AYP targets a school must meet will vary by state definitions of AYP, enrollment size, and the demographic composition of the school. Schools that serve diverse populations often must meet more AYP targets than those whose enrollments are homogeneous.

NCLB includes a "safe harbor" provision: Schools may make AYP if the percentage of students in a subgroup that did not meet the AYP target decreases by 10 percent from the preceding school year, and if the school makes AYP for the relevant subgroup for the other academic indicator and participation rate. In addition, regulations allow states and districts to count as proficient scores of students with disabilities who take alternate assessments based on alternate achievement standards, as long as the number of those proficient scores does not exceed one percent of all students in the grades assessed.[7]

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

1. Schools and Districts Making Adequate Yearly Progress

Three-fourths (75 percent) of all schools and 71 percent of districts met all applicable AYP targets in 2003-04 testing. The percentage of schools that made AYP varied greatly among states, ranging from 23 percent to 95 percent of schools in a state. The number of schools missing AYP (21,540) based on 2003-04 testing is nearly double the number of schools identified for improvement for 2004-05 (11,530). If many non-identified schools that did not make AYP in 2003-04 testing miss AYP again the following year, the number of identified schools could rise substantially in 2005-06.[79]

[7] The U.S. Department of Education has provided additional flexibility concerning AYP determinations for LEP students and students with disabilities. Flexibility for LEP students, which became effective in February 2004, includes permitting 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. New flexibility for students with disabilities, announced in May 2005, will allow eligible states to make adjustments to their AYP decisions based on 2004-05 assessment results to reflect the need for modified achievement standards for students with disabilities who may not be able to reach grade-level standards in the same timeframe as other students, while the Department proposes new regulations to address this matter.

2. Reasons Schools Do Not Make Adequate Yearly Progress

Schools most commonly missed AYP for the achievement of all students and/or multiple subgroups in 2003-04; only in a minority of cases did schools miss just one AYP target. Failure to meet AYP for the all students group or for multiple subgroups suggests systemic low performance of a school, especially when it misses AYP in multiple subjects.

Based on data from 33 states, among schools that missed AYP in 2003-04, 33 percent did not meet achievement targets for the "all students" group in reading and/or mathematics; 15 percent missed for all students in both subjects.[80] An additional 18 percent of these schools missed AYP for the achievement of two or more subgroups although they made AYP for the all students group (see Exhibit 34). Less than one-fourth (23 percent) missed AYP solely due to the achievement of a single subgroup. One-fifth (20 percent) missed AYP due to the "other academic indicator" (and 33 percent of high schools missed AYP for their other academic indicator, graduation rate), but only 7 percent missed AYP for the other academic indicator alone. More than one-fourth (29 percent) missed AYP for test participation, but only 6 percent missed AYP solely because of their test participation rates. The remaining 13 percent of schools that missed AYP missed for other combinations of AYP targets.[81]

Overall, by subject area, 64 percent of schools that missed AYP missed for a reading achievement target and 58 percent missed for a target in mathematics, either for all students or a subgroup, while 42 percent missed AYP in both subjects.[82]

Exhibit 34
Reasons Schools Missed AYP, 2003-04

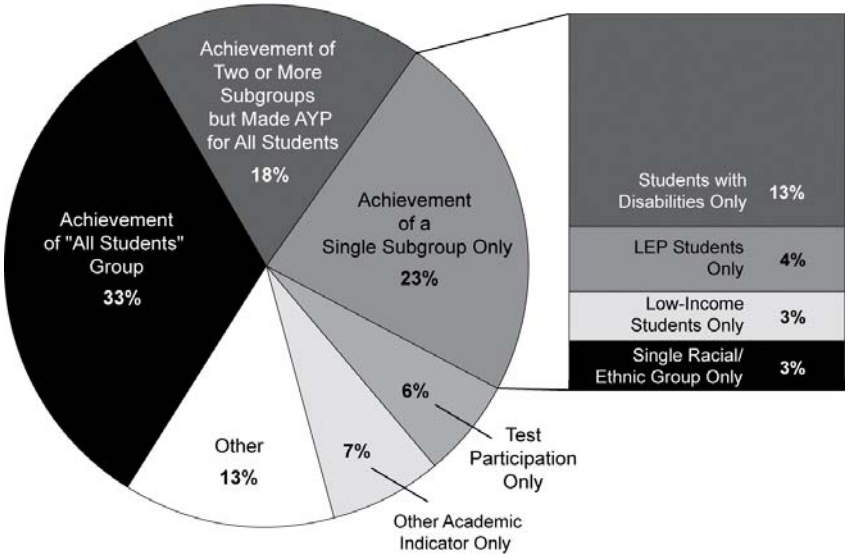


Exhibit reads: In 2003-04 testing, 33 percent of schools that missed AYP missed for the achievement of the all students group in reading and/or mathematics.

Notes: Schools included in the "Achievement of the 'All Students' Group" and the "Achievement of Two or More Subgroups" segments of the graph may have also missed AYP for test participation or the other academic indicator. However, schools included in the "Achievement of a Single Subgroup Only" segment are those that missed AYP for that factor alone and did not miss any other AYP targets. "Other" includes: schools that missed AYP for combinations of the achievement of a single subgroup, test participation, and/or the other academic indicator (8%), or through a small school analysis (5%).

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 33 states for 15,731 schools that missed AYP in these states).

A majority of students from most racial and ethnic groups and from low-income families attended schools held accountable for the performance of their subgroups. Across 34 states with available data, nearly 80 percent or more of all white, African-American, and Hispanic students, as well as students from low-income families, attended schools where AYP was calculated for these subgroups based on 2003-04 test results. Percentages were smaller for Native American and Asian students (25 percent and 45 percent, respectively).[83]

The numbers of subgroups for AYP were calculated and the numbers of grades tested both appear related to the likelihood of a school making AYP. In schools where AYP was calculated for African-American students, LEP students, or students with disabilities, more than one-fifth did not make AYP for those subgroups in 2003-04 testing (see Exhibit 35). For example, in schools for which AYP was calculated for students with disabilities, 37 percent of these schools missed AYP for that subgroup. Schools with LEP and African-American subgroups missed AYP for those subgroups in 26 and 22 percent of the cases, respectively. Schools with subgroups of students from low-income families, Hispanic students, or Native American students were somewhat less likely to miss AYP for those subgroups (12 to 15 percent). Schools were much less likely to miss AYP due to low achievement of white or Asian students (1 percent and 4 percent, respectively).[84]

Exhibit 35
Percentage of Schools Held Accountable for Subgroup That Missed AYP for Achievement for That Subgroup, 2003-04

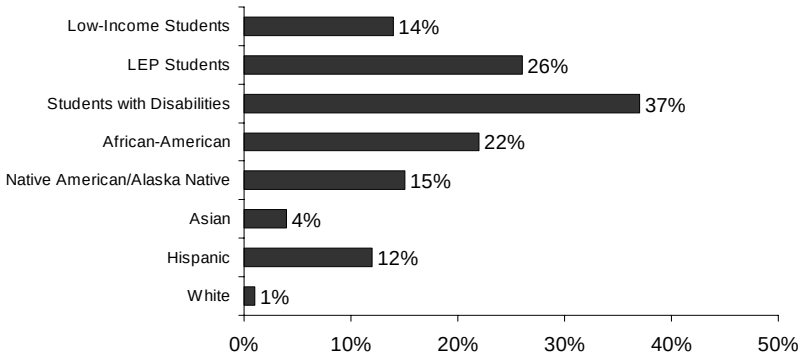


Exhibit reads: In 2003-04 testing, 14 percent of schools that had the minimum number of students from low-income families necessary for AYP to be calculated for this subgroup at the school missed AYP for this subgroup.

Source: Study of State Implementation of Accountability and Teacher Quality Under NCLB (based on data reported by 34 states for 68,638 schools in these states).

Schools that were held accountable for more subgroups were less likely to make AYP. Among schools for which AYP was calculated for six or more subgroups, 39 percent did not make AYP, compared with 10 percent of schools for which AYP was calculated based on only one subgroup. In high-poverty schools that had six or more subgroups, 66 percent missed AYP, compared with 35 percent of low-poverty schools that had six or more subgroups. Similarly, the numbers of grades tested also appeared related to the likelihood of a school making AYP. In states where the scores of students in grade 3 through grade 8 and at least one high school grade were used to determine AYP for 2003-04, schools were less likely to make AYP (71 percent) than were schools in states that used test results from fewer grades (82 percent).[85]

3. Other Academic Indicators in Adequate Yearly Progress

States commonly selected attendance as the other academic indicator for elementary and middle schools. Thirty-eight states used attendance rate as the other academic indicator for elementary and middle schools in 2003-04, and 14 states selected other indicators, such as other measures of academic performance (e.g., assessments results in writing or science).[86]

Twenty percent of all schools that did not make AYP missed for the other academic indicator in 2003-04, and one-third of all high schools missed AYP for their other academic indicator, graduation rate. States varied considerably in the percentage of high schools that missed AYP for graduation rate targets, from zero to 82 percent of high schools across states. Elementary and middle schools less frequently missed AYP for this reason (10 percent). In many states (22), fewer than 10 percent of elementary or middle schools missed AYP for the other academic indicator, though percentages in other states ranged from 11 percent to 64 percent.[87]

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

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

Nearly all states included 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, 49 states 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).[88]

Appeals of AYP designations were common in fall 2004. Under NCLB, schools and districts identified for improvement are allowed to appeal the determinations if they believe the identification was made in error. Several states could not easily provide data on school and district appeals of AYP designations. Among the 38 states that reported on appeals of school AYP designations based on 2003-04 testing, approximately 2,580 schools appealed their designations, and states approved 44 percent of these appeals. The numbers of appeals from schools by state ranged from zero to more than 300, with the percentages of approvals ranging from zero to 100 percent. At least four states approved more than 100 appeals for schools. Thirteen of 32 states also said that one or more districts had appealed their AYP designations based on 2003-04 testing, and these states approved 50 percent of the 236 district appeals. Most appeals involved either errors in data or the misclassification of students by subgroup.[89]

C. Communication of School Performance Results

Many of the accountability provisions for identified schools in NCLB hinge on local understanding of school performance, both for motivating school staff members to pursue improvement efforts and for providing information on the effectiveness of their children's schools that parents can use. Communication about school, district, and state performance generally appears to be occurring as outlined

in NCLB, with shortcomings mainly in the areas of timeliness, data newly required for report cards, and preparation of district report cards.

1. Timing of School Identification

All states notified schools about their identification status for 2004-05 based on 2003-04 testing, and a majority of states provided preliminary results before September 2004, but 20 states did not, and only 15 states provided final results by that time. In order to be able to plan for the upcoming school year, including school improvement planning and notifying parents about choice options for children in identified schools, school districts and schools need to receive notification of their school improvement status prior to the beginning of the school year. This is also a requirement under Title I regulations. To enable such planning at the local level, many states first notified schools whether they had been identified for improvement based on preliminary data, then followed up with final data later. Thirty-one states reported releasing preliminary data on whether schools were identified for improvement based on 2003-04 testing before September 2004, though six did not release preliminary data until November 2004 or later. Fifteen states released final data on school identification status prior to September 2004, whereas 21 states did not notify schools of their final designation for 2004-05 until November 2004 or later.[90] Correspondingly, among principals who indicated their school was identified, 57 percent reported learning of their improvement status before September 2004, with 35 percent of identified schools being notified in August. Only 9 percent of identified schools reported they did not learn of their identification status until November 2004 or later.[91]

Consistent with findings prior to NCLB, principals of identified schools sometimes were not aware their school had been identified for improvement. Much of school improvement under NCLB hinges on principals in identified schools pursuing school improvement efforts in response to being identified, and this requires principals' awareness of their schools' status. In 2004-05, only 78 percent of principals of identified Title I schools correctly reported that their school had been identified for improvement, although this is up from 59 percent in 2001-02.[92]

2. Report Cards

State report cards released in 2004-05 (presenting data from 2003-04) generally included the percentages of all students and student subgroups scoring at proficient levels in reading and mathematics, as well as the percentage tested, but did not universally include other required elements. Only for the migrant student subgroup did states less commonly report the percentage of students scoring at proficient levels (37 states). About two-thirds of state report cards included data on other academic indicators used for AYP, and under half of state report cards contained comparisons of student achievement to AYP targets, graduation rates disaggregated for student subgroups, and required data on the professional qualifications of teachers.[93]

About a third of Title I districts did not prepare district report cards in 2003-04. District report cards commonly included assessment data along with attendance and graduation rates, but half or fewer of district report cards included data on teacher quality, a new requirement under NCLB, and on the number and percentage of district Title I schools identified for improvement.[94]

Though not required under NCLB, most districts also reported preparing school report cards. Eighty-seven percent of Title I districts reported preparing school report cards in 2003-04, up from 81 percent in 2002-03, but down from 93 percent in 2001-02. School report cards for 2003-04 more commonly included data on whether a school was identified for improvement than they had in 2002-03 (69 percent vs. 35 percent of Title I districts with school report cards).[95]

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

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

1. State and District Assistance for Identified Schools

Almost all states had implemented a statewide system of support for identified schools by fall 2004, as required under NCLB. Overall, 37 states provided support to identified schools through some version of a school support team. Another 29 states included individual educational professionals in their statewide systems of support. While these individuals may serve the roles NCLB outlines for distinguished principals and distinguished teachers, often more general terms defined their work (e.g., school improvement specialists, principal mentor, coaches). School support teams and specialized individuals in many of these states serve non-Title I identified schools as well as Title I identified schools (19 states and 17 states, respectively). Twenty states incorporated a triage approach in which the level of support they provided to identified schools was attuned to the severity of individual schools' needs.[96]

Though states often used multiple strategies to improve identified schools, most states focused their efforts on one of five primary support strategies: school support teams (19 states); specialized individuals (13 states); regional centers, area educational agencies, or county offices (9 states); providing resources or hosting statewide meetings (6 states); or depending on districts to provide support (3 states).[97]

Many states reported providing assistance to large proportions of their identified schools, and many reported this was a challenge. Thirty-nine states reported they were able to provide some level of support to all of their identified schools in 2004-05, and 24 states provided support to Title I and non-Title I identified schools.[98] However, most states (42) reported that providing assistance to all schools identified for improvement was a moderate or serious challenge in 2003-04. Most states also reported related resource limitations as moderate or serious challenges to implementing NCLB, including adequacy of state education agency staff size (45 states), adequacy of state funds (40 states), adequacy of federal funds allocated for state-level implementation (39 states), and the adequacy of state education agency staff expertise (30 states).[99] Twenty-one states noted that an important objective of their statewide system of support involved building district capacity so that districts would be better able to provide support to identified schools in the future.[100]

Schools identified for improvement more commonly experienced a higher intensity of support than other schools, although many districts with identified schools provided a variety of assistance to both identified and non-identified schools. Among districts with identified schools in 2003-04 or 2004-05, a majority reported providing assistance to some or all of their identified schools in such areas as school planning (87 percent), analyzing assessment data (83 percent), and identifying effective curricula, instructional strategies, or school reform models (65 percent). Districts were no more likely to provide such assistance to identified schools than to other schools in their districts that were not low-performing. For each type of support studied, at least some districts with identified schools reported not providing the

assistance. For example, 30 percent provided no assistance with identifying effective curricula, instructional strategies, or school reform models, and 13 percent did not provide assistance in analyzing assessment results, even though NCLB requires districts to provide identified schools with assistance in these areas.[101]

Identified schools, however, reported receiving more days of assistance from their districts than non-identified schools. For 2004-05 and the previous school year, 75 percent of identified schools reported six or more days of assistance from their districts, compared with 56 percent of non-identified schools. Forty-eight percent of identified schools received at least 11 days of assistance, and 25 percent received more than 25 days of assistance.[102]

Larger districts more commonly provided assistance of various kinds to identified schools than smaller districts. For example, in 2003-04, larger districts more commonly provided identified schools with an extensive range of assistance on topics related to planning and data use than other districts, and they were more likely to sponsor professional development on an extensive range of topics.[103] Similarly, school support teams sponsored by larger districts spent more days in identified schools than those sponsored by smaller districts. In 2002-03, two-thirds of very large districts reported employing more than one full-time equivalent (FTE) staff member per identified school to provide assistance to those schools, compared with one-third of small districts.[104]

Less than three-quarters of districts with identified schools reported having the staff, expertise, time, or money to improve identified schools. Among high-poverty districts (those with 50 percent or more of their students eligible for free or reduced-price lunches), only 51 percent reported that they had expertise available (either "somewhat" or "to a great extent") to improve identified schools. Similarly, 54 percent of high-poverty districts reported having the staff needed to improve identified schools, while 44 percent reported sufficient time and 20 percent reported sufficient money. High-minority districts showed similar patterns.[105]

Identified schools most frequently reported needing assistance to improve the quality of teachers' professional development (80 percent) (see Exhibit 36). Most identified schools needing this assistance reported that they received it (91 percent), and about three-fourth of the schools receiving this assistance reported that it was sufficient. Other areas where schools frequently reported needing assistance included getting parents more engaged in their child's education (74 percent), addressing the instructional needs of students with disabilities (71 percent), identifying effective curricula and instructional strategies (70 percent), and improving students' test taking skills (70 percent). Most identified schools reported that they received the assistance they needed in these areas, and about 70 percent or more thought the assistance they received was sufficient. However, only about half of identified schools (51 percent) reported receiving needed technical assistance on parent involvement, and only 53 percent of those that needed and received such assistance reported that the assistance they received was sufficient.[106]

Identified schools were much more likely to report needing assistance in a variety of specific areas compared with non-identified schools. For example, 80 percent of identified schools reported needing technical assistance to improve the quality of professional development, compared with 53 percent of non-identified schools. Similarly, 74 percent of identified schools reported needing assistance to get parents more engaged in their child's education, compared with 46 percent of non-identified schools.[107] Across all types of assistance shown in Exhibit 36, about half or less of non-identified schools reported needing assistance.

Exhibit 36
Percentage of Non-Identified and Identified Schools That Reported Needing Various Types of Technical Assistance and Whether Identified Schools Received Assistance, 2003-04 to 2004-05

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

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

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

Source: National Longitudinal Study of NCLB, Principal Survey.

2. School Improvement Strategies

The most common improvement strategies reported by identified schools involved placing a major focus on using achievement data to inform instruction (82 percent) and providing additional instruction to low-achieving students (78 percent). Other common strategies included a major focus on aligning curricula and instruction with standards and assessments (72 percent), new instructional approaches or curricula in reading and mathematics (61 percent and 59 percent, respectively), and increasing the intensity, focus, and effectiveness of professional development (60 percent). Eighty-three percent of identified schools also reported developing a school improvement plan. Reports from identified schools showed technical assistance often being provided in these areas. Though many non-identified schools reported similar school improvement strategies, they were less likely to report a major focus on most activities (see Exhibit 37).[108]

Exhibit 37
Percentage of Schools Reporting Major Focus on Various School Improvement Strategies, 2004-05

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

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

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

Source: National Longitudinal Study of NCLB, Principal Survey.

Teacher reports also indicate widespread use of state assessment results to support instruction and school improvement. For example, about 70 percent of reading and mathematics teachers reported using 2003-04 state assessment data moderately or extensively for identifying and correcting gaps in the curriculum and for identifying areas where they needed to strengthen their knowledge or skills. In 2004-05, teachers in identified schools were more likely than teachers in non-identified schools to report using the previous year's state assessment data in several ways. For example, among teachers who teach mathematics at either the elementary or secondary level, 74 percent of those in identified schools reported using the state assessment data to identify students who need remedial assistance, compared with 60 percent in non-identified schools. Similarly, mathematics teachers in identified schools were more likely to report using the information to tailor instruction to individual student needs (75 percent vs. 61 percent) and to recommend tutoring or other educational services for students (60 percent vs. 45 percent). Similar patterns were reported for these uses of state reading assessments.[109]

Identified schools at both the elementary and secondary levels reported increasing the amounts of instructional time devoted to reading and mathematics. About half (51 percent) of identified schools reported a major focus on using extended time instructional programs (such as after-school programs) and 26 percent reported an increase in instructional time for all students. Nearly one-third (30 percent) of identified elementary schools reported increasing the amount of instructional time devoted to reading by more than 30 minutes in 2004-05, and 17 percent reported a similar increase in instructional time for mathematics (see Exhibit 38). Non-identified schools less commonly reported such increases in instructional time (13 percent for reading and 8 percent for mathematics).[110]

Exhibit 38
Change in Instructional Time Per Day at Elementary Schools, by Subject Area, 2003-04 to 2004-05

	Identified Schools (n=430)		**Non-Identified Schools** (n=881)	
	Decreased More Than 30 Minutes	Increased More Than 30 Minutes	Decreased More Than 30 Minutes	Increased More Than 30 Minutes
Reading	0%	30%*	0%	13%*
Mathematics	0%	17%*	0%	8%*
Science	1%	5%	0%	4%
Social studies	3%	1%	1%	1%
Art/music	3%	1%	1%	0%
Physical education/health	2%	2%	1%	0%
Other	1%	4%	3%	0%

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

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

Source: National Longitudinal Study of NCLB, Principal Survey.

At the secondary school level, about two-fifths of all schools reported increasing instructional time for low-achieving students in reading (40 percent) and mathematics (42 percent), with identified secondary schools reporting increasing time for reading at significantly higher rates than non-identified schools (55 percent vs. 36 percent). Smaller percentages of secondary schools reported increasing instructional time in science (13 percent) and social studies (11 percent) for low-achieving students. Few elementary or secondary schools reported decreasing instructional time in any subject.[111]

Some identified schools have not followed NCLB requirements for school improvement planning and professional development for identified schools. Since they were first identified, only 82 percent of identified Title I schools in 2004-05 had developed a joint school improvement plan with their district or state, despite the requirement that all identified Title I schools do so.[112] Similarly, only 89 percent of districts required identified Title I schools to spend at least 10 percent of their Title I allocation on professional development in 2003-04, though this represents an increase over the 79 percent of districts that implemented this requirement in 2002-03.[113]

3. Corrective Actions and Restructuring for Identified Schools

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

Title I schools in corrective action status almost universally experienced the interventions NCLB defines for schools in this stage of improvement. One or more corrective actions were implemented in 95 percent of Title I schools in corrective action status in 2004-05. The most common corrective actions experienced by Title I schools in this status resembled forms of technical assistance rather than sanctions. For example, 90 percent of Title I schools in corrective action reported that they were required to implement new research-based curricula or instructional programs and 58 percent had an outside expert appointed to advise the school, while 27 percent reported that management authority at the school level had been significantly reduced and 5 percent reported replacement of school staff members relevant to the school's low performance (see Exhibit 39).[114]

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 their second year of improvement were required to implement new research-based curricula or instructional programs.[115]

Very few Title I schools in restructuring status in 2004-05 reported experiencing any of the mandated interventions (see Exhibit 39). This may in part reflect the two stages of restructuring status, where schools in this status first spend a year planning for restructuring and then implement the restructuring the following year. Few principals of schools in the first or second year of restructuring status reported state take-over of the school (7 percent), re-opening 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).[116] About one-fourth (24 percent) of schools in restructuring status reported that a new principal had been appointed, although this may partly reflect normal principal turnover, as similar percentages of schools in other stages of improvement status also reported this.[8]

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

Exhibit 39
Percentage of Identified Title I Schools Experiencing Various Types of Interventions Since Identification for Improvement, 2004-05

	Percent of Schools in Year 1 of Improvement (n=199)	Percent of Schools in Year 2 of Improvement (n=74)	Percent of Schools in Corrective Action (n=50)	Percent of Schools in Restructuring (n=76)
Actions Required for All Identified Schools				
Parents were notified of schools' improvement status	89%	96%	96%	100%
District or state developed a joint improvement plan with the school	81%	73%	92%	83%
Students were offered the option to transfer to a higher-performing school, with transportation provided	82%	75%	88%	98%
Action Required for Identified Schools That Miss AYP After Identification				
Eligible students were offered supplemental educational services from a state-approved provider	46%	90%	94%	100%
Corrective Actions				
Implemented a new research-based curriculum or instructional program	48%	66%	90%	70%
Significantly decreased management authority at the school level	4%	5%	27%	26%
Appointed outside expert to advise the school	30%	34%	58%	57%
Extended length of school day	24%	29%	42%	31%
Extended length of school year	9%	15%	32%	16%
Restructured internal organization of the school	12%	22%	21%	33%
Replaced school staff members relevant to school's low performance	2%	17%	5%	18%
Restructuring Interventions				
Reopened the school as a public charter school	0%	0%	0%	2%
Entered into a contract with a private entity to manage the school	0%	1%	0%	2%
Operation of school turned over to state	2%	0%	1%	7%
Replaced all of the school staff	0%	1%	0%	2%
Appointed new principal	21%	20%	18%	24%

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

Source: National Longitudinal Study of NCLB, Principal Survey.

Schools in restructuring status frequently reported experiencing actions that NCLB specifies for the "corrective action" stage of school improvement, such as implementing a new research-based curriculum or instructional program (70 percent), appointment of an outside expert to advise the school (57 percent), restructuring the internal organization of the school (33 percent), extending the length of the school day (31 percent), significantly decreasing management authority at the school level (26 percent), and replacing school staff members relevant to school's low performance (18 percent).

4. Assistance and Sanctions for Identified Districts

Districts form a central part of NCLB accountability, both because they must meet AYP targets or face identification for improvement and because NCLB identifies them as the primary providers of assistance to all identified schools within their jurisdictions. NCLB requires states to provide certain kinds of technical assistance to all districts and to make available other assistance to identified districts. During 2004-05, 41 states had at least one identified district, with a total of 1,511 identified districts (10 percent of all districts) across the states.[117]

Three-quarters of all districts reported needing assistance in one or more of the 10 areas where NCLB requires states to provide support, and most of these districts reported receiving such assistance and that it met their needs. For the 2003-04 and 2004-05 school years, districts most commonly reported that they needed assistance in clarifying accountability-system rules and requirements (50 percent); analyzing student assessment data to understand program strengths and weaknesses (42 percent); identifying and implementing effective curricula, instructional strategies, or school reform models (41 percent); and identifying and implementing strategies to address the instructional needs of students with disabilities (40 percent). One-quarter of all districts reported needing technical assistance in five or more of the ten mandated areas, and from 7 percent to more than a third of districts reported they had not received assistance in mandated areas where they perceived needs.[118] States reported providing support for identified districts in a variety of ways. Fourteen focused support specifically at the district level. Other states integrated support for identified districts with support for identified schools or general support for all districts (15 and 9 states, respectively).[119]

Districts took multiple actions in response to being identified, most commonly offering or requiring specific professional development for teachers (80 percent of identified districts). Other actions frequently taken by identified districts included distribution of test preparation materials to schools (67 percent), increased district monitoring of instruction and student performance (61 percent), and professional development for principals (59 percent) (see Exhibit 40). Just over half of identified districts in 2004-05 (54 percent) reported that they had taken four or more of the actions listed in Exhibit 40 following their identification for improvement.[120]

Exhibit 40
Percentage of Districts Taking Various Actions in Response to Being Identified for Improvement, 2004-05

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

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

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

E. Accountability Under State Initiatives and Title III of NCLB

1. Other State Accountability Initiatives

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

About half of the states (24) implemented accountability initiatives that went beyond those required in NCLB in 2004-05. A key difference between these other state initiatives and NCLB is that many state initiatives relied upon growth measures to track progress towards accountability targets. For example, 17 states included a growth measure in their separate initiatives. Eight states used different measures of student achievement (i.e., norm-referenced tests, locally determined tests, or tests in subjects other than reading and mathematics), and two states used different rules for how to include students. Additionally, some of these other state initiatives used different designations of school performance (such as using letter grades or identifying "high-improving" schools) or reported the results of the state initiatives separately from reporting for NCLB.[121]

NCLB and other state or district accountability initiatives did not commonly generate conflicting ratings of school performance for 2004-05, according to principal reports. Among principals that said their school was identified for improvement under NCLB, only 2 percent reported that the school had been designated as high-performing under a state or district accountability initiative (and 38 percent said the school had been designated as low-performing under the other accountability initiative). Similarly, among principals that said their school was not identified for improvement under Title I, only 3 percent reported that their school had been designated as low-performing under a state or district accountability initiative. Principals operating schools under state and district accountability initiatives as well as NCLB gave mixed reports about the benefits and drawbacks of multiple approaches to accountability. Just over half of all principals (58 percent) said that the multiple initiatives gave them a more complete picture of their school's effectiveness, while just under half (44 percent) said the multiple initiatives resulted in staff confusion about targets for student achievement.[122]

2. Accountability Under Title III

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

For accountability related to LEP students, states have developed and implemented ELP standards and assessments. States also have set Annual Measurable Achievement Objectives (AMAOs), which include targets for student progress in gaining English language proficiency and targets for student attainment of English language proficiency, as well as AYP targets for LEP students under Title I. States began calculating whether districts met AMAO targets based on 2003-04 testing; that year, more than 4,900 Title III subgrantees across the 50 states and the District of Columbia served more than four million LEP students, or about 80 percent of LEP students nationwide.[123]

Among Title III subgrantees in the 36 states that reported data on whether their subgrantees had met AMAO targets, 63 percent met AMAO targets based on 2003-04 testing (1,898 subgrantees). States varied considerably in the proportion of their subgrantees that met AMAO targets; nine states had 25 percent or fewer of their subgrantees make AMAO targets, while 13 states had more than 75 percent of subgrantees meet targets. At the state level, 33 states (out of 42 responding) reported meeting their AMAO targets for students making progress in learning English, while 41 out of 45 met some or all of their AMAO targets for students' attainment of English language proficiency.[9] [124]

About two-thirds of the states (35 states) calculated AMAOs for 2003-04 testing for Title III districts only, while another 13 states reported calculating AMAO performance data for all districts with LEP students. Most of these states also reported the results to their districts (34 and 11 states, respectively).[125] Though NCLB requires that states assess the English language proficiency of all LEP students, Title III only requires states to calculate whether Title III districts meet the AMAOs and report the results to these districts, but states also may choose to calculate and report to non-Title III districts whether they met AMAOs.

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[9] For more information on student achievement on English language proficiency assessments and states' AMAOs, see the 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).

Fewer than half of the states had articulated a specific strategy for providing technical assistance to subgrantees that missed AMAO targets in 2003-04 testing. Such assistance was not required in 2004-05; instead, it must be provided beginning in 2005-06 for subgrantees that miss AMAO targets for a second consecutive year. Twelve states reported they planned to conduct needs assessments among subgrantees that miss AMAO targets twice, and 10 states reported they would provide technical assistance through existing technical assistance frameworks in the state.[126]

Conclusions

Under NCLB, state accountability systems are intended to drive substantial improvement in student achievement. In the latest school year for which data is available, 2004-05, 11,530 schools were identified for improvement (13 percent of all schools); nearly 80 percent were Title I schools. The proportion of schools identified varied widely across states, but to a large extent this reflects differences in state accountability systems and not necessarily differences in school performance. Schools serving large numbers of poor, minority and LEP students were most likely to be identified. African-American students and Hispanic students were three times more likely to attend identified schools than were white students. Although schools can miss making adequate yearly progress because of the performance of a single subgroup, schools most commonly missed AYP for the achievement of all students and/or multiple subgroups.

States, districts, and schools generally reported pursuing improvement efforts for identified schools and districts consistent with NCLB requirements, and identified schools reported receiving more hours of assistance than did non-identified schools. However, states and districts indicated limited capacity to assist all identified schools.

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

Key Findings on School Choice and Supplemental Educational Services

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

Nearly three times as many students were eligible to transfer to another school under the Title I choice option in 2003-04 (3.9 million) as were eligible to receive supplemental services (1.4 million). However, six times as many students actually participated in the supplemental services option (233,000) as participated in the school choice option (38,000).

The number of students participating in the Title I school choice option more than doubled over the three-year period from 2002-03 to 2004-05, rising from 18,000 to 45,000 participants, while student participation in the supplemental services option increased more than five-fold over the two-year period from 2002-03 to 2003-04.

The number of state-approved supplemental service providers has tripled over the past two years, rising from 997 in May 2003 to 2,734 in May 2005. Private firms served the majority of participating students (59 percent) in 2003-04, while school districts and public schools served 40 percent. A growing number and percentage of faith-based organizations have obtained state approval, rising from 16 providers (2 percent of all providers) in March 2003 to 250 providers (9 percent) in March 2005, but they served less than one-half of one percent of student participants in 2003-04.

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

The timing of parental notification was often too late to enable parents to choose a new school before the start of the 2004-05 school year. Almost half of districts notified parents after the school year had already started, and in these districts this notification occurred, on average, five weeks after the start of the school year.

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

States report that they are working to develop and implement systems for monitoring and evaluating the performance of supplemental service providers, but as of early 2005, 15 states had not established any monitoring processes and 21 states had not finalized their monitoring processes; 25 states had not yet established any standards for evaluating provider effectiveness and none had finalized their evaluation standards. The most common approaches that states have implemented to monitor providers are surveying the districts about provider effectiveness (25 states) and using providers' reports on student progress (18 states). The most common standard that states have adopted to evaluate the effectiveness of providers is student achievement on state assessments, although only one state plans to use a matched control group.

VI. School Choice and Supplemental Educational Services

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

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

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

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

Key Evaluation Questions for School Choice and Supplemental Educational Services

1. How many students are eligible to participate, and how many actually do so?
2. How and when do districts and schools inform parents of eligible children about the Title I school choice and supplemental services options?
3. How are states monitoring and evaluating the effectiveness of supplemental service providers?

A. Eligibility and Participation

Although more students were eligible to participate in the Title I school choice option, a larger number actually participated in the supplemental educational services option. Nearly three times as many students were eligible to transfer to another school under the Title I choice option in 2003-04 (3.9 million) as were eligible to receive supplemental services (1.4 million). More students are eligible for the choice option because it applies to all identified schools and all students in those schools are eligible, whereas the supplemental services option only applies to identified schools that have missed AYP for a third year and only low-income students in those schools are eligible. Nevertheless, six times as many students actually participated in the supplemental services option (233,000) as participated in the school choice option (38,000) in that year (see Exhibit 41).[127]

Exhibit 41
Student Eligibility and Participation for
Title I School Choice and Supplemental Services, 2003-04

	School Choice	Supplemental Services
Number eligible	3,946,000	1,377,000
Number participating	38,000	233,000
Percent participating	1%	17%

Exhibit reads: More than 3.9 million students were eligible for Title I school choice in 2003-04, while 1.4 million were eligible for supplemental services.

Sources: Study of State Implementation of Accountability and Teacher Quality Under NCLB; National Longitudinal Study of NCLB, District and Principal Surveys. Estimates of eligible students are based on data reported by 51 states. Estimates of participating students are based on an n of 109 responding schools for school choice and 92 districts for supplemental services.

The number of students participating in the Title I school choice option more than doubled over the three-year period from 2002-03 to 2004-05, rising from 18,000 to 45,000 participants (see Exhibit 42).

Student participation in the supplemental services option increased more than five-fold over the two-year period from 2002-03 to 2003-04, rising from 42,000 to 233,000 participants. Data on supplemental services participants is available only through 2003-04 because the NLS-NCLB survey was administered in fall 2004 and the total number of supplemental services participants is usually not known until later in the school year (because students may begin supplemental services as late as the spring, whereas school choice transfers typically occur before or near the start of the school year).

Exhibit 42
Number of Students Participating in
Title I School Choice and Supplemental Services

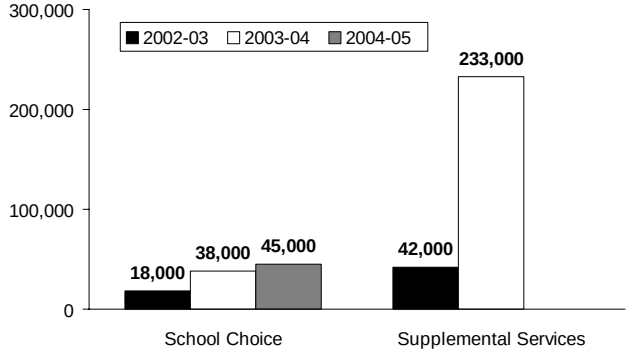

Exhibit reads: The number of students participating in Title I school choice rose from 18,000 in 2002-03 to 45,000 in 2004-05.

Sources: Study of Title I Accountability Systems and School Improvement Efforts, District Survey (2002-03); National Longitudinal Study of NCLB, District and Principal Surveys (2003-04 and 2004-05). School choice estimates are based on an n of 247 districts in 2002-03, 109 schools in 2003-04, and 121 schools in 2004-05. Supplemental services estimates are based on an n of 90 districts in 2002-03 and 92 districts in 2003-04.

It should be noted that these longitudinal comparisons of participation trends are based on two different studies that collected data from different samples and using different methods (for example, the earlier TASSIE study collected data on choice participation from school districts while the NLS-NCLB study collected this data from school principals).

The number of schools where supplemental services were offered tripled from 2002-03 to 2003-04, while the number where Title I school choice was offered increased from 5,100 in 2002-03 to 6,200 in 2004-05 (see Exhibit 43). Title I school choice was offered in about 6,200 schools and 1,800 districts in 2004-05, and supplemental services were offered in 2,500 schools and 500 districts in 2003-04. Most districts required to offer supplemental services reported that they did offer such services (89 percent in 2003-04).

Exhibit 43
Number of Schools Where Title I School Choice and Supplemental Services Were Offered

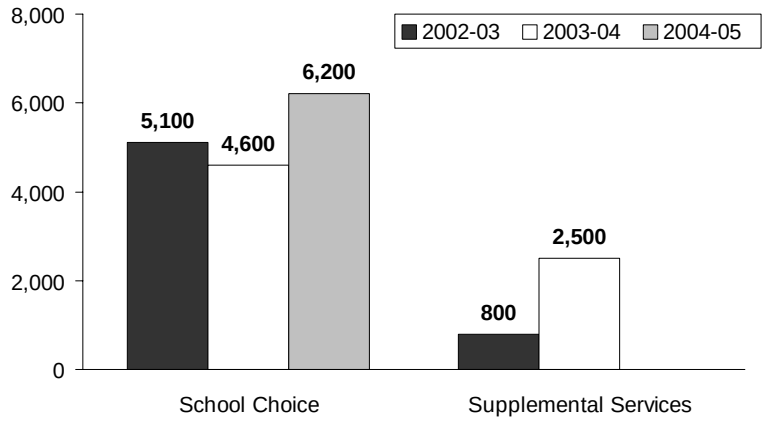

Exhibit reads: The number of schools where supplemental services were offered rose to 2,500 in 2003-04, while the number of schools where choice was offered grew to 6,200 in 2004-05.

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

More than one-third (39 percent) of districts required to offer the school choice option in 2004-05 did not do so, but often such districts had no non-identified schools in the district to which students could transfer. Among districts that were required to offer school choice in 2004-05, 20 percent reported that having no non-identified schools within the district, either because there was only one school per grade level or because all schools in the district were identified for improvement, was a major challenge to implementing Title I school choice. Some districts pointed to a lack of space in non-identified schools (25 percent) or an inability to negotiate agreements with other districts to receive students who wished to transfer (16 percent) as major challenges.[128]

Fifty-eight percent of districts with high schools identified for improvement reported that they were not offering the school choice option at the high school level, as did 46 percent at the middle school level and 30 percent at the elementary level.[129] Over three-fourths (77 percent) of the nation's school districts with high schools have only one high school, while 67 percent of districts with middle schools have only one middle school and 53 percent of districts with elementary schools have only one elementary school.[130]

Nationwide, states reported approving a total of 2,734 supplemental service providers as of May 2005, almost three times as many as had been approved two years earlier, in May 2003, when the number was 997.[131] Private non-profit and for-profit organizations accounted for 76 percent of approved providers, up from 60 percent of all providers in May 2003. A growing number and percentage of faith-based organizations have obtained state approval, rising from 18 providers (2 percent of all providers) in May 2003 to 249 (9 percent) in May 2005. School districts and public schools accounted for 17 percent of providers, down from 33 percent two years earlier.[132] However, state approval does not guarantee that a provider will actually serve students. Faith-based providers served less than one-half of one percent of

student participants in 2003-04, although they accounted for 6 percent of approved providers in May 2004 (see Exhibit 44). In contrast, the "market share" garnered by districts and public schools (40 percent of participating students) was much higher than their share of state-approved providers (25 percent) might suggest.

Exhibit 44
Supplemental Service Providers:
Share of Providers and Participants, by Provider Type, 2003-04

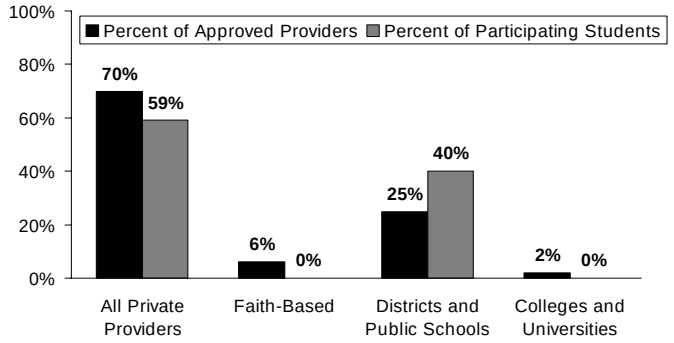

Exhibit reads: Private providers accounted for 70 percent of state-approved providers in May 2004 and 59 percent of participating students during the 2003-04 school year.

Sources: Policy and Program Studies Service review of State Education Agency Web sites, May 2004; National Longitudinal Study of NCLB, Principal Survey (2003-04). Percentages of providers are based on data reported by 51 states. Percentages of participating students are based on an n of 71 districts.

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

The amount of funding that participating districts reported allocating as the maximum amount for each child receiving supplemental services was $1,434 in 2004-05. This amount did not vary significantly by district urbanicity or size. In case studies of nine districts implementing supplemental services, the districts varied widely in the percent of the Title I, Part A, allocation that they opted to set aside for supplemental services: five districts reserved an amount equal to 15 percent or more of their Title I allocation, two districts reserved 10 percent, and the remaining two districts reserved only 2 to 6 percent.[133]

B. Parental Notification

Districts that were required to offer Title I school choice and supplemental services in identified schools most frequently reported notifying parents about their choice options through written notification materials (60 percent and 88 percent, respectively), but districts also reported using other strategies to communicate with parents (see Exhibit 45). The most common approach was to hold special meetings to inform parents about their school choice (37 percent) and supplemental services options (72 percent). Notices in district or school newsletters, enrollment fairs or open houses, and notices in public newspapers were other approaches used. The percentage of students in districts using each notification strategy was always higher, sometimes considerably higher, than the percentage of districts would suggest, indicating that large districts were more likely to use each type of notification strategy. For example, districts providing written notification enrolled 80 percent of the students in districts required to provide the school choice option, although they accounted for only 60 percent of such districts.

Exhibit 45
District Strategies for Communicating with Parents
About Title I School Choice and Supplemental Services Options, 2004-05 [134]

	School Choice (n=170 districts)		**Supplemental Services** (n=101 districts)	
	Percent of districts	Percent of students	Percent of districts	Percent of students
Written notification	60%	80%	88%	92%
Individual meetings with interested parents	37%	62%	72%	75%
Notices in district or school newsletters	28%	53%	61%	66%
Enrollment fairs or open houses to provide information about alternate schools and providers	14%	38%	48%	70%
Notices in public newspapers	18%	39%	20%	42%
Public service announcements	7%	29%	17%	37%
Outreach through a local community partner (e.g., Parent Information & Resource Center)	7%	18%	17%	38%
Other	19%	21%	24%	35%

Exhibit reads: Districts that were required to offer Title I school choice most frequently reported notifying parents about their choice options through written materials (60 percent). Districts providing written notification about the school choice option enrolled 80 percent of all students in districts required to offer this choice option.

Source: National Longitudinal Study of NCLB, District Survey.

However, the timing of parental notification was often too late to enable parents to choose a new school before the start of the school year. Only 29 percent of affected districts notified parents about the school choice option before the beginning of the 2004-05 school year. Another 21 percent notified parents at the beginning of the school year, which would have given parents very little time to make important decisions about which school their child should attend. The remaining 50 percent of districts notified parents after the school year had already started; in these districts, notification occurred, on average, five weeks after the start of the school year.[135] Districts that notified parents before the start of the school year accounted for 52 percent of the students in districts offering Title I school choice.

One reason for the delay in notifying parents about their choice options may be that some states did not provide final determinations about schools' AYP and identification status until late in the summer or, in some cases, after the school year had begun (see Chapter V).

In interviews with a small sample of parents[10] in schools where supplemental services were being offered in 2003-04, about half of the parents interviewed said they had received enough information to choose good providers for their children, while nearly as many reported that they knew little or were confused about the services available to them. The parents often indicated that teacher and principal recommendations were important factors in their decision whether to enroll their child in supplemental services and in choosing a provider. Parents interviewed also said that location and the availability of transportation were critical issues in selecting a provider.[136]

C. Monitoring and Evaluation of Supplemental Service Providers

States report that they are working to develop and implement systems for monitoring the performance of supplemental service providers, but as of early 2005, 15 states had not established any monitoring processes and 21 states had not finalized their monitoring processes. The most common approaches that states have implemented to monitor providers are surveying the districts about provider effectiveness (25 states) and using providers' reports on student progress (18 states). Fewer states reported conducting on-site evaluations (14 states) or having districts report student-level data to the state (9 states). Three states were maintaining databases of student-level achievement data to monitor provider effectiveness (Louisiana, Maryland, and New Jersey); four states were planning to do so (Colorado, Florida, Oklahoma, and Tennessee).[137]

As of early 2005, half of the states had not yet established any standards for evaluating provider effectiveness and none had finalized their evaluation standards.

In states with evaluation standards, a variety of measures would be used. Seventeen states say they will evaluate provide effectiveness based on student achievement on state assessments, although only one of these plans to use a matched control group. Thirteen states plan to allow the use of provider-developed tests, and 10 states will use other measures, such as student grades, homework completion, or school- or teacher-administered tests. Seventeen states plan to measure parent or student satisfaction with the services.[138]

In interviews with a small sample of parents whose children received supplemental services in 2003-04, many of the parents interviewed reported that they were satisfied with the services their children had received and believed that after-school tutoring had helped their children. Some parents said that their children's grades had improved, while others pointed to improved mathematics or reading skills. However, some parents reported that they were disappointed with the services and saw no improvement in their children's reading or mathematics skills.[139]

[10] Information from these case studies are not nationally representative and these findings cannot be generalized to all parents nationwide. Rather, they provide indications of issues and experiences reported by some parents in order to supplement data reported by districts and schools. A subsequent parent survey conducted through the National Longitudinal Study of NCLB in spring and summer 2005 will provide similar information for a much larger sample of parents, although that survey also will not be nationally representative; the NLS-NCLB parent survey will be included in the final report on the National Assessment of Title I.

Conclusions

NCLB requires Title I schools that have been identified for improvement to offer options for parents to transfer their children to another public school or to obtain supplemental educational services, most typically after-school tutoring. Although many more students are eligible to use the school choice option, the early experience with these provisions indicates that after-school tutoring is by far the more popular option. In the 2003-04 school year, six times as many students participated in the supplemental services option (233,000) as participated in the school choice option (38,000). Stated differently, only one percent of eligible students changed schools under the NCLB provision, and 17 percent of eligible students enrolled to receive supplemental services.

In addition to written notification, affected districts report using a variety of other strategies to inform parents about their Title I school choice and supplemental services options. However, this notification often occurred after the school year had begun, which may be too late for parents to choose a new school.

Future reports will examine additional issues related to choice and supplemental services—what factors parents consider when making decisions about whether to choose and what to choose, the characteristics of participating students, and student achievement outcomes associated with participation in the Title I school choice or supplemental services options.

Key Findings on Teacher Quality and Professional Development

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

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

Most states (47) allowed veteran teachers to demonstrate their subject-matter competency through a HOUSSE as of spring 2005. The most common type of HOUSSE offered involved a system wherein teachers were allowed to accumulate a state-determined number of points in order to earn highly qualified status (29 states).

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

The large majority of teachers across the country have been designated by their states as "highly qualified" under NCLB. According to state-reported data for 42 states, 86 percent of classes were taught by highly qualified teachers in 2003-04. Principal and teacher reports for 2004-05 provide somewhat lower estimates of the percentage of teachers who are highly qualified. For example, 74 percent of all teachers reported that they were considered highly qualified under NCLB, although 23 percent responded that they did not know if they were considered highly qualified.

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

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

How many paraprofessionals meet the NCLB qualification requirements?

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

VII. Teacher Quality and Professional Development

Although there has not been an extensive examination of the relationship between instructors' content knowledge and students' achievement, some research suggests that teachers who have strong preparation in the subjects they teach are more effective than teachers without strong subject-area preparation.[140] Because many policymakers have been concerned that some teachers graduate from their teacher preparation programs without adequate subject-matter preparation and that other teachers are assigned to teach subjects for which they have not been certified to teach, NCLB requires all teachers of core academic subjects to be "highly qualified" by the end of the 2005-06 school year. NCLB specifies the core academic subjects to be English, reading or language arts, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography.[141]

To be "highly qualified" each teacher must have: (1) a bachelor's degree; (2) full state certification; and (3) demonstrated competency, as defined by the state, in each core academic subject he or she teaches. The law requires new elementary teachers to demonstrate subject-matter competency by passing a rigorous state test; new secondary teachers must either pass a subject-matter test or have a college major (or coursework equivalent), advanced degree, or advanced certification in the subject(s) they plan to teach. For veteran teachers, the law allows each state to create its own "high, objective, uniform state standard of evaluation" (HOUSSE) to measure subject-matter competency.

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

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

Key Evaluation Questions for Teacher Quality and Professional Development

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

2. How many elementary teachers meet the NCLB requirement to be "highly qualified" as defined by their state? What percentage of secondary classes in core academic subjects are taught by teachers who are highly qualified? How does this vary across states, grade levels, and school poverty levels?

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

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

A. State Definitions of Highly Qualified Teachers

By December 2004, all states had drafted definitions of highly qualified teachers and had either adopted a HOUSSE alternative for existing teachers (that is, those who were not new to the profession) or made the decision to not offer such an alternative at that time. On state Web sites, all but three states discuss the application of the "highly qualified" requirement to teachers of the "core academic subjects." Twenty-nine states gave more specific definitions of the core subject areas than those provided in the NCLB statute. For example, six states provided more detail on the specific "science" fields for which teachers must meet the highly qualified requirement, and 25 states outlined which disciplines within the "arts" are considered core academic subjects.[142]

Most states meet the requirement to test the content knowledge of new teachers through the Praxis II subject assessments developed by the Educational Testing Service (ETS).[143] Based on an analysis of state Web sites and the ETS Web site in early 2005, of the 41 states that use one or more of the various Praxis II examinations, 25 use the Praxis II exams alone and 16 list the Praxis II exams as well as other exams. Ten states do not list the Praxis II exams but list other exams, such as tests developed for use in specific states (e.g., the Massachusetts Test for Educator Licensure).[144]

The two states (Iowa and Montana) that do not identify any exams that elementary or secondary teachers can take in order to demonstrate subject-matter competency also do not require teachers to pass any subject-matter exams in order to become initially certified to teach.[145]

States vary considerably in the qualifying scores that they use on Praxis II subject assessments for the purposes of initial teacher certification and for determining whether teachers are "highly qualified" under NCLB (see Exhibit 46). States set different qualifying scores (often called "cut scores" or "passing scores") for reasons involving each state's individual context and challenges; each state assembles a panel of experts that reviews the test and recommends a cut score to the state licensing board or state department of education.[146] Twenty-nine of the 35 states that use the Praxis II Mathematics Content Knowledge exam set their cut scores below the national median and nine states set theirs below the 25th percentile (ranging from the 14th to the 22nd percentile).[147] In contrast, four states set the cut score above the national median, and one of those four states set its cut score at the 74th percentile.

As far as could be determined from extant sources (state Web sites and the ETS Web site), states are, with the exception of Alabama, using the same cut scores for both highly qualified determinations and initial teacher certification requirements. (The scores listed for Alabama are used for the highly qualified designation only; the state is in the process of determining the cut scores for initial certification.) Note that this analysis did not distinguish between the use of exams for teachers at different grade levels; in particular, states may vary in whether middle school teachers take a general elementary examination or a specific subject-matter examination.[148]

Nearly all states (47) officially offered a HOUSSE option to their veteran teachers as of spring 2005 (see Exhibit 47).[149] The five states that did not offer a HOUSSE option at that time were Colorado, the District of Columbia, Mississippi, Missouri, and Puerto Rico.

Exhibit 46
State Definitions of "Highly Qualified Teacher": Use of Praxis II Exams and Cut Scores, 2004-05

	State Uses At Least One Exam from Praxis II Series for Some/All Teachers	Praxis II: Elementary Education Content Knowledge	Praxis II: English Language, Literature and Composition: Content Knowledge	Praxis II: Mathematics Content Knowledge
Total Number of States Using Praxis II: Subject Assessments	**41**	**20**	**36**	**36**
Alabama	X	137	151	118
Alaska	X	143	158	146
Arkansas	X		159	116
California	X			
Colorado	X	147	162	156
Connecticut	X		172	137
Delaware	X		159	121
District of Columbia	X		142	141
Georgia	X		168	136
Hawaii	X		164	136
Idaho	X	143	158	119
Indiana	X		153	136
Kansas	X		165	137
Kentucky	X	148	160	125
Louisiana	X	150	160	125
Maine	X	145	169	126
Maryland	X	142	164	141
Minnesota	X	140	148	124
Mississippi	X	153	157	123
Missouri	X		158	137
Nevada	X		150	144
New Hampshire	X		164	127
New Jersey	X	141	162	137
New Mexico	X			
North Carolina	X		Composite with other tests	
North Dakota	X		151	139
Ohio	X	143	167	139
Oklahoma	X			
Oregon	X		159	138
Pennsylvania	X		160	136
Rhode Island	X	145		
South Carolina	X		162	131
South Dakota[150]	X	137	154	124
Tennessee	X	140	157	136
Utah	X	150	168	138
Vermont	X	148	172	141
Virginia	X	143	172	147
Washington	X	141	158	134
West Virginia	X		155	133
Wisconsin	X	147	160	135
Wyoming	X			
National Median Score		**163**	**178**	**143**
Range from 25th to 75th Percentile		**150-175**	**166-188**	**127-156**
Range from 10th to 90th Percentile**		**139-185**	**156-196**	**111-171**

Source: Educational Testing Service (n=41 states).[151]

The most common type of HOUSSE option offered in spring 2005 involved a system wherein teachers were allowed to accumulate a state-determined number of points in order to earn a highly qualified status (29 states). Most states allowed points to be earned retroactively for such things as successful completion of certain college courses (28 states) or publishing articles and/or receiving teaching awards or honors (23 states). If teachers could not document successful completion of college courses or professional development in their specific content(s), they were required to earn the points by successfully completing college courses or professional development activities. Four states (Florida, Georgia, Minnesota, and Oklahoma) allowed teachers to earn some points for evidence of improved student achievement.[152]

Fifteen states allowed teachers to earn up to 50 percent of their HOUSSE points for a specified number of years of prior teaching experience in their subject area(s). This is the maximum weight that states are permitted to give to prior teaching experience under HOUSSE. Eleven additional states allow teachers to earn from 24 to 49 percent of points for number of prior years of teaching experience.

Exhibit 47
Number of States Offering Various Types of HOUSSE Options for Determining Whether Veteran Teachers Are "Highly Qualified" Under NCLB

	Number of States
State offers a HOUSSE option	47
➢ Uses a point system for HOUSSE	29
➢ Uses teacher performance evaluation as a HOUSSE	7
➢ Uses teacher certification systems (or the on-going evaluation components of those systems) as an official HOUSSE	8
➢ Uses a HOUSSE that provides teachers a menu of options for demonstrating "highly qualified" status.	5
State does not offer a HOUSSE option	5

Exhibit reads: Of the 47 states offering a HOUSSE option, 29 use a point system.

Note: Two states (Pennsylvania and Tennessee) are counted twice because they use more than one of these approaches.

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

Seven states used a performance evaluation as their HOUSSE option. South Carolina's performance evaluation appeared to be extensive, taking place over the course of an entire semester. The evaluation assessed content knowledge, effective use of instructional strategies, and the monitoring of student performance. Two-member teams of highly qualified teachers conducted the evaluations. In contrast, at least two states appeared to use performance evaluations for HOUSSE that may have been in place prior to the passage of NCLB. These consisted of one or two classroom observations conducted by a supervisory teacher or principal over the course of one school year.[153]

Tennessee stood out among the five states that provided teachers a menu of options for demonstrating their highly qualified status. Tennessee allowed a teacher to be deemed highly qualified if the teacher had demonstrated improved student achievement on state tests of reading and mathematics over three consecutive years.

Eight states—Idaho, Montana, Nebraska, Oregon, Pennsylvania, South Dakota, Washington, and Wisconsin—used their current, initial teacher certification systems as their official HOUSSE options as of spring 2005.[154] These states reported that their certification requirements currently contain high standards of subject-area expertise.[155]

B. Teachers' Highly Qualified Status

The large majority of teachers across the country have been designated as "highly qualified" under NCLB. According to state-reported data for 42 states, 86 percent of elementary and secondary classes were taught by highly qualified teachers in 2003-04 (see Exhibit 48). Most states reported that the large majority (90 percent or more) of classes were taught by highly qualified teachers; only eight states reported that this percentage was below 75 percent; and only California and Tennessee reported that it was below 60 percent.

Exhibit 48
Percentage of Classes Taught by Teachers Who Are Highly Qualified Under NCLB, as Reported by States, 2003-04

	Percent		Percent
Total	86%		
Alabama	77%	Montana	99%
Alaska	--	Nebraska	91%
Arizona	96%	Nevada	64%
Arkansas	--	New Hampshire	73%
California	52%	New Jersey	94%
Colorado	91%	New Mexico	67%
Connecticut	99%	New York	92%
Delaware	73%	North Carolina	85%
District of Columbia	--	North Dakota	77%
Florida	89%	Ohio	93%
Georgia	97%	Oklahoma	98%
Hawaii	73%	Oregon	87%
Idaho	97%	Pennsylvania	97%
Illinois	98%	Puerto Rico	--
Indiana	96%	Rhode Island	76%
Iowa	95%	South Carolina	75%
Kansas	95%	South Dakota	93%
Kentucky	95%	Tennessee	58%
Louisiana	90%	Texas	92%
Maine	90%	Utah	69%
Maryland	67%	Vermont	--
Massachusetts	94%	Virginia	95%
Michigan	92%	Washington	99%
Minnesota	99%	West Virginia	96%
Mississippi	93%	Wisconsin	98%
Missouri	96%	Wyoming	99%

Note: Forty-seven states provided data for this table, but the national estimate is based on 42 states that reported both a numerator and a denominator for calculating the percentage of classes taught by highly qualified teachers.

Source: Consolidated State Performance Reports.

Compared with the state-reported data, principal and teacher reports provide somewhat lower estimates of the percentage of teachers who are highly qualified; however, this appears to be because they often did not know teachers' highly qualified status. For example, 74 percent of regular classroom teachers[11] reported in 2004-05 that they were considered highly qualified under NCLB, while principals reported that 82 percent of elementary teachers were highly qualified and that 76 percent of secondary classes were taught by highly qualified teachers.[157] However, 23 percent of classroom teachers responded that they did not know their highly qualified status, and principals often chose to skip a similar survey item, particularly for special education teachers and ESL and bilingual teachers, which may suggest that they too are often unsure about their teachers' status. A statistical analysis of the background characteristics of the teachers who did not know their highly qualified status found that 92 percent of such teachers were very similar in their educational and professional qualifications to those teachers who reported that they were indeed highly qualified.[158]

Middle school teachers and special education teachers were more likely to report that they were considered not highly qualified under NCLB than were elementary teachers or high school teachers. For example, although 6 percent of secondary English teachers reported in 2004-05 that they were not highly qualified (see Exhibit 49), middle school English teachers were twice as likely as high school English teachers to say they were not highly qualified (8 percent vs. 4 percent). Similarly, 12 percent of middle school mathematics teachers said they were not highly qualified, compared with 5 percent of high school mathematics teachers.[159] These findings are not surprising, since middle school teachers are less likely to have majors in English or mathematics than their high school counterparts. For example, in a 1999-2000 survey, only 28 percent of middle school mathematics teachers reported that they had a major in

Exhibit 49
Percentage of Teachers Reporting that They Are Considered Highly Qualified under NCLB, 2004-05

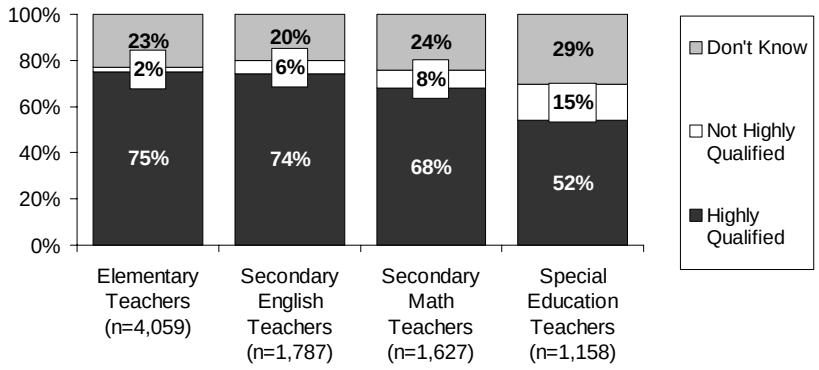

Exhibit reads: Seventy-five percent of elementary teachers reported that they were considered highly qualified under NCLB, while 2 percent said they were considered not highly qualified, and 23 percent said they did not know their highly qualified status.

Note: The percentages for "special education teachers" do not total 100 because special educators were offered a fourth response category – "do not need to meet highly qualified requirement." Four percent of special educators gave this response.

Source: National Longitudinal Study of NCLB, Teacher Survey.[156]

[11] Teacher survey data used in this report are from the National Longitudinal Study of NCLB, which is not representative of all teachers; rather, the study sampled elementary classroom teachers, secondary English teachers, and secondary math teachers. For simplicity, we use the term "teachers" to refer to these data. The study also surveyed a sample of special education teachers (both elementary and secondary), and data for these teachers are reported separately.

mathematics, compared with 79 percent of high school mathematics teachers.[160] Few elementary teachers (2 percent) reported that they were not highly qualified. However, 15 percent of special education teachers said they were not highly qualified.[161]

Principals reported similar but slightly higher rates of highly qualified teachers for all categories of teachers. For example, according to principals, 82 percent of elementary teachers were highly qualified and 77 percent of secondary mathematics classes were taught by highly qualified teachers.

Teachers in schools with high concentrations of poor and minority students were somewhat more likely to report that they were considered not highly qualified under NCLB.[162] In high-poverty schools, 5 percent of elementary teachers and 12 percent of secondary teachers reported in 2004-05 that they were considered not highly qualified under NCLB, compared with one percent in low-poverty elementary schools and 3 percent in low-poverty secondary schools. In high-minority schools, 5 percent of elementary teachers reported that they were not highly qualified, as did 9 percent of secondary teachers.[163]

Students in schools that were identified for improvement for 2004-05 were more likely to be taught by teachers who were not highly qualified under NCLB than were students in non-identified schools (see Exhibit 50). For example, only one percent of elementary teachers in non-identified schools said they were considered not highly qualified, compared with 5 percent in schools that were in the first or second year of being identified for improvement, 8 percent in schools in corrective action, and 6 percent of schools in restructuring. At the secondary level, 15 percent of teachers in schools identified for restructuring said they were considered not highly qualified, as did 12 percent of teachers in schools in the first or second year of improvement status.[164]

Exhibit 50
Percentage of Teachers Reporting That They Are Considered Not Highly Qualified Under NCLB, by School Improvement Status, 2004-05

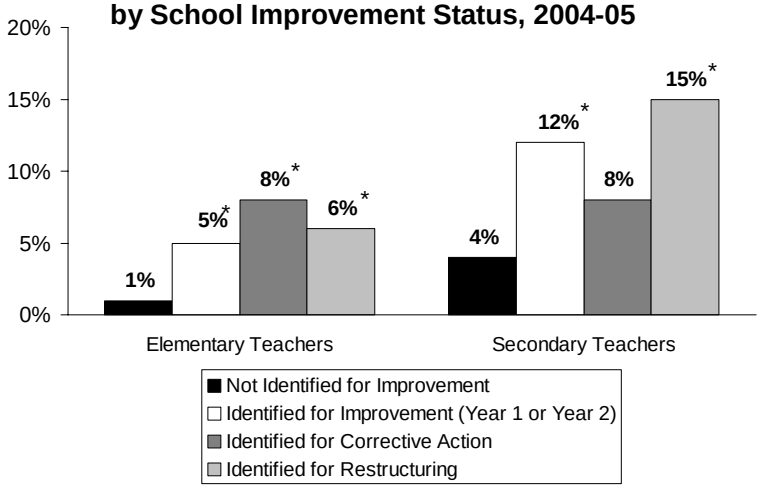

Exhibit reads: In schools that were not identified for improvement, one percent of elementary teachers reported that they were considered to not be highly qualified under NCLB.

* Indicates that percentage was significantly different from percentage for non-identified schools ($p<.05$).

Source: National Longitudinal Study of NCLB, Teacher Survey (n= 4,051 elementary teachers and 3,218 secondary teachers).[165]

Reasons for teachers being considered not highly qualified under NCLB differed by school grade level. Elementary teachers most commonly reported that the reason was lack of full certification, while secondary teachers were more likely to report that they had not demonstrated subject-matter competency (see Exhibit 51). About one-third (35 percent) of elementary teachers who said that they were not highly qualified reported that this was because they lacked full certification, compared with only 16 percent of secondary English teachers and 19 percent of secondary mathematics teachers. Over half (59 percent) of secondary mathematics teachers who were not highly qualified indicated that lack of subject-matter competency in mathematics was the reason, while only 18 percent of secondary English teachers who were not highly qualified indicated that lack of subject-matter competency in English was the reason.

Exhibit 51
Reasons Why Teachers Were Considered Not Highly Qualified Under NCLB, 2004-05

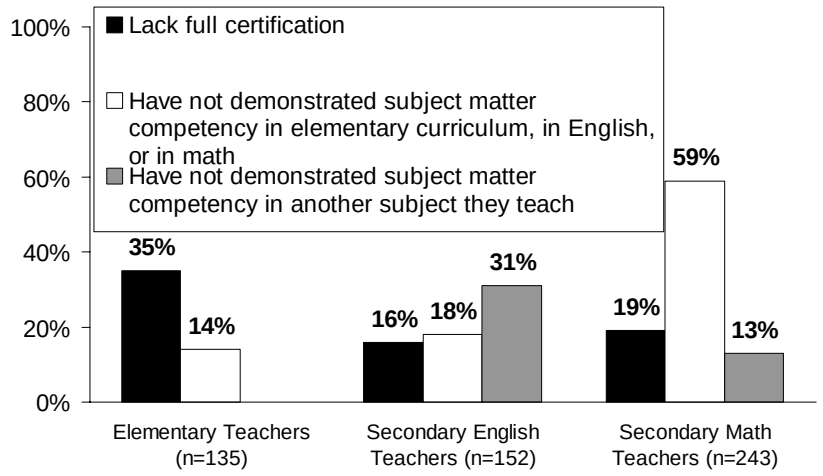

Exhibit reads: Thirty-five percent of elementary teachers who said they were considered not highly qualified under NCLB did not have full certification.

Note: Elementary teachers who reported that they were not highly qualified due to "lack of full certification" represented fewer than one percent of all elementary teachers nationally.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Teachers who reported that they had not met the NCLB highly qualified requirement also appeared less qualified on other measures; for example, they were more likely to lack a college major in the subjects they taught or three or more years of teaching experience (see Exhibit 52). Among secondary English teachers, 75 percent of those who reported that they were not highly qualified under NCLB did not have a major in English, compared with 46 percent of those who said they were highly qualified. Similarly, 18 percent of English teachers who were not highly qualified had fewer than 3 years of experience, compared with 7 percent of highly qualified English teachers.

Exhibit 52
Percentage of Secondary Teachers Who Are Novice Teachers or Lack a College Major in the Subject That They Teach, by Highly Qualified Status, 2004-05

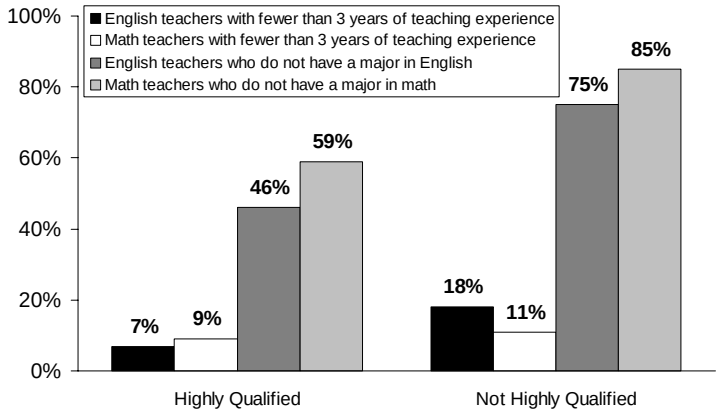

Exhibit reads: Secondary English teachers who said they were not highly qualified under NCLB were more likely to be novice teachers with fewer than three years of teaching experience (18 percent) than those who were considered highly qualified (7 percent).

Source: National Longitudinal Study of NCLB, Teacher Survey (n=1,075 to 1,255 for highly qualified teachers; n=138 to 152 for teachers who are not highly qualified).

Many districts and schools reported that they did not notify parents about whether their child's teacher was highly qualified, as required under NCLB. High-poverty schools with teachers who did not meet the "highly qualified" requirement were much more likely to report having notified parents of the highly qualified status of their child's teacher (76 percent) than were low-poverty schools (31 percent).[166]

C. Professional Development

Research indicates that professional development that places a strong emphasis on academic content, and on how students learn specific content, is associated with gains in student achievement.[167] Research also indicates that teachers reported that professional development enhanced their knowledge and skills when it was sustained and intensive; connected to state standards and to teachers' goals or other learning experiences; involve teams of teachers from the same grade levels, departments, or schools; and allow teachers to observe and practice the skills and techniques being introduced or to actively engage in conversations about teaching and learning.[168]

NCLB requires states to report on the percentage of teachers who participated in "high quality" professional development, but the validity of these data is questionable. It is not clear that states have rigorous, consistent definitions of "high quality" or accurate mechanisms for collecting such data. In addition, 14 states did not submit these data in their September 2003 Consolidated Application as required.[169] Based on the 38 states that did report these data for 2002-03, the reported percentage of teachers participating in high-quality professional development varied widely. Eleven states reported that

90 percent or more of their teachers had participated; 10 other states reported that fewer than 50 percent of their teachers had participated.

1. Content Focus and Intensity of Professional Development

Most teachers reported that they participated in some professional development that had a focus on instructional strategies for teaching reading or mathematics, but fewer than one-quarter of teachers participated in such training for more than 24 hours over the 2003-04 school year and summer (see Exhibit 53). For example, 90 percent of elementary teachers participated in at least one hour of professional development focused on instructional strategies for teaching reading, but only 20 percent participated for more than 24 hours over the 2003-04 school year and summer.[170] Although there is no hard evidence on the minimum number of contact hours or duration necessary for professional development to have an impact on teaching practice and student achievement, researchers argue that professional development is more likely to have an impact if it involves many contact hours over a long time period.[171]

Exhibit 53
Percentage of Teachers Participating in Professional Development Focused on Instructional Strategies for Reading and Mathematics, 2003-04

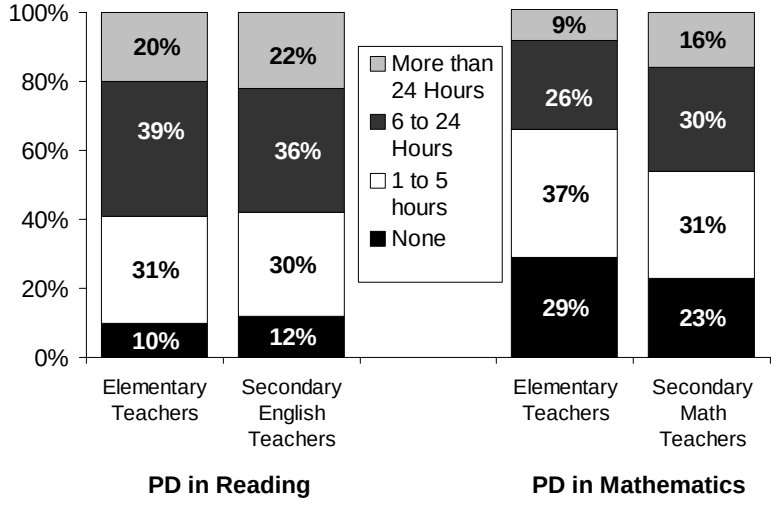

Exhibit reads: Twenty percent of elementary teachers reported that they received more than 24 hours of professional development focused on instructional strategies for teaching reading during the 2003-04 school year.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Teachers were unlikely to report that they participated in professional development focused on "in-depth study" of reading and mathematics topics for more than 24 hours over the 2003-04 school year (see Exhibit 54). Only 13 percent of elementary teachers and 16 percent of secondary English teachers participated in this type of professional development. In addition, about half of all general elementary teachers (51 percent) and secondary mathematics teachers (49 percent) did not participate in any professional development focused on the in-depth study of mathematics during the 2003-04 school year and summer.[172]

Exhibit 54
Percentage of Teachers Participating in Professional Development Focused on In-Depth Study of Topics in Reading and Mathematics, 2003-04

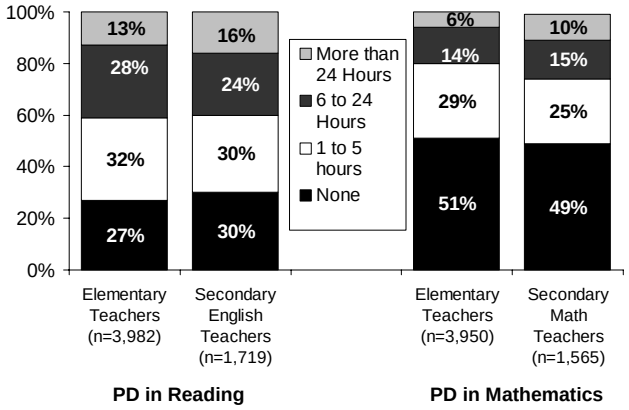

Exhibit reads: Thirteen percent of elementary teachers reported that they received more than 24 hours of professional development focused on in-depth study of reading topics during the 2003-04 school year.

Source: National Longitudinal Study of NCLB, Teacher Survey.

Special education teachers were less likely than general education teachers to report that they participated in professional development focused on reading and mathematics. For example, while 72 percent of general elementary teachers received training on instructional strategies for teaching mathematics during the 2003-04 school year, only 48 percent of special education teachers received such training. However, 88 percent of special educators participated in professional development focused on strategies for teaching students with disabilities, while only 50 percent of general elementary teachers participated in such training.[173]

Teachers in high-poverty schools were more likely to report that they participated in professional development focused on reading and mathematics than were teachers in low-poverty schools. For example, elementary teachers in high-poverty schools (49 percent) were more likely than their counterparts in low-poverty schools (36 percent) to participate in professional development focused on the in-depth study of topics in reading during the 2003-04 school year. Likewise, 49 percent of secondary English teachers reported participating in professional development focused on in-depth study of topics in reading or English, compared with 36 percent of their colleagues in low-poverty schools.[174]

2. Other Characteristics of Teachers' Professional Development

The majority of teachers (63 percent) reported that their professional development activities during the 2003-04 school year were often designed to support state or district standards or assessments. In addition, more than two-thirds of teachers reported that at least some of their professional development was based explicitly on what they had learned in earlier professional development experiences. However, only 17 percent of these teachers said that this was often the case.

Eighty percent of teachers reported that they participated in some professional development with other teachers from their school. Elementary teachers (89 percent) and secondary English teachers (90 percent) were more likely to participate in some professional development with other teachers from their same schools, departments or grade levels than were their peers who teach secondary mathematics (83 percent) or special education (78 percent).[175]

At least two-thirds of teachers reported that they participated in some professional development that provided opportunities for active learning during the 2003-04 school year. Approximately two-thirds of elementary and special educators reported that they participated in at least some professional development that provided them with the opportunity to practice what they had learned and receive feedback; more than half of secondary English and mathematics teachers participated in training that involved this kind of activity. In addition, more than 50 percent of these same groups of teachers reported that they reviewed student work or scored assessments as part of some of their 2003-04 professional development activities. Elementary teachers were more likely than secondary mathematics and English teachers to report that they engaged in each of these activities.[176]

3. Professional Development for Teachers Who Are Not Highly Qualified

Teachers who reported that they were not considered highly qualified were no more likely to report that they participated in content-focused professional development than were highly qualified teachers. However, elementary teachers who said they were not highly qualified under NCLB were more likely to report participating in a sustained mentoring or new-teacher induction program (47 percent, compared with 26 percent of highly qualified elementary teachers) during the 2003-04 school year. However, no significant differences were found for secondary teachers or for other types of support, such as peer coaching or release time for course preparation or college courses.[177]

D. Qualifications of Title I Paraprofessionals

Paraprofessionals account for more than one-third of Title I-funded instructional staff members, and they spend over half of their time tutoring students one-on-one or working with students in groups. Due to concerns about the quality of the instructional support provided by these staff members, NCLB strengthened requirements for their qualifications. In order to be considered qualified, Title I instructional aides must have passed a state-endorsed or state-required paraprofessional assessment or must have either two years of college or an associate's degree.

According to principal reports, 63 percent of Title I instructional aides had been identified as "qualified" under NCLB as of the 2004-05 school year, and 11 percent were not qualified.[178] For the remaining 26 percent of Title I aides, principals either indicated that they did not know the aides' status or skipped the question entirely.[179] (By the end of the 2005-06 school year, all Title I instructional aides must be "qualified" as defined in NCLB.) A survey of the aides themselves suggests that a higher percentage may meet the NCLB requirement when final determinations are made; 87 percent of Title I instructional aides indicated that they either had passed a state or district paraprofessional assessment (55 percent) or had two years of college or an associate's degree (56 percent).[180]

More than three-quarters of Title I instructional aides reported that they spent at least some of their work day tutoring students one-on-one (79 percent) or working with students in groups (87 percent); on average these aides reported spending about 57 percent of their time on these two activities. **Nearly one-quarter (23 percent) reported that, of the time that they spent tutoring or working with students in a classroom, a teacher was present for half or less of this time.**[181]

Among Title I instructional aides who said they were not qualified under NCLB, 30 percent reported "not enough money or funding to become qualified" as a major challenge and 21 percent reported "not enough time to get qualified." Other major challenges reported by aides were insufficient encouragement from school and district (17 percent), level of difficulty of the test (13 percent), and insufficient information about what they needed to do (8 percent).[182]

The majority of states, districts, and schools reported that they had adopted at least one strategy to help Title I aides comply with the NCLB "qualified" requirements as of fall 2004. At the state level, the most common strategies were working with local colleges and universities to design needed courses or offering evening and weekend courses to Title I aides (21 states) and offering test preparation courses for aides wishing to take the state competency exam (13 states). Other common strategies included offering funding for course tuition (10 states) and paying the state test fee for interested aides (six states).[183]

Nearly three-quarters (74 percent) of principals reported that their district or school was providing non-qualified paraprofessionals with training related to their classroom duties. Other strategies included the creation of school-level liaisons to work with paraprofessionals on their qualifications (56 percent) and providing incentives for paraprofessionals to increase their qualifications and become "qualified" under NCLB (36 percent).[184]

Conclusions

Due to concern that too many teachers, particularly those in low-performing schools, had not met state certification requirements or lacked expertise in the subjects they were teaching, NCLB requires that all teachers be "highly qualified" by 2005-06. Although most states are well on the way to meeting the law's requirements, we do not have evidence about whether the qualifications of the teaching workforce have actually changed.

The large majority of teachers (86 percent) have been designated as "highly qualified" according to state-reported data for 2003-04. However, teachers in schools with high concentrations of low-income students or minority students were more likely to be considered not highly qualified under NCLB. In addition, almost one-fourth of teachers surveyed said they did not know their highly qualified status.

The way in which states are implementing the HOUSSE option for veteran teachers has been the subject of considerable debate. Nearly all states (47) offer a HOUSSE option, with the most common type involving a point system. Most states allow points to be earned for completion of college courses, published articles, and teaching awards or honors. Four states recognize improved student achievement. Twenty-six states allow a substantial percentage of required points to be earned for prior teaching experience.

Professional development has been and remains a key strategy for improving teacher effectiveness. Most teachers reported receiving some professional development in reading and math, but a relatively small proportion participated in such training for an extended period of time. For example, only 20 percent of elementary school teachers reported receiving more than 24 hours of training in reading instruction in 2003-04. Teachers were less likely to receive training in instructional strategies for teaching mathematics or in-depth study of topics in reading or mathematics. Special education teachers were less likely than general education teachers to receive training focused on reading and mathematics. Classroom teachers in high-poverty schools received more training in both reading and mathematics.

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While we appreciate the assistance and support of all of the above individuals, any errors in judgment or fact are of course the responsibility of the authors.

➢ Appendix A: Description of Major Data Sources Included in This Report

National Longitudinal Study of NCLB (NLS-NCLB)

Purpose

The National Longitudinal Study of No Child Left Behind (NLS-NCLB), which is Congressionally-mandated under Section 1501(c) of the Elementary and Secondary Education Act, is examining the implementation of the No Child Left Behind provisions for the Title I and Title II programs in a nationally-representative sample of schools and districts. The study includes four components focused on particular provisions of the law: 1) accountability; 2) teacher quality; 3) Title I school choice and supplemental services; and 4) targeting and resource allocation. The study is collecting data in the 2004-05 and 2006-07 school years.

The NLS-NCLB study is being conducted by the RAND Corporation in collaboration with the American Institutes for Research and the National Opinion Research Center.

Sample Design

The nationally representative sample includes 300 districts and 1,483 schools within those districts, including both Title I and non-Title I schools. In order to ensure sufficient sample sizes of schools identified for improvement under Title I, the study oversampled high-poverty districts and schools, as well as oversampling Title I schools. The distribution of sample schools by grade level is similar to the distribution of all schools. The original sample included 1,502 schools, but 19 were determined to be out-of-scope and the net sample was 1,483 schools.

Exhibit A.1
Characteristics of NLS-NCLB District and School Sample, Compared with the Universe of Districts and Schools

	Sample		Universe	
	Number	Percent	Number	Percent
Districts, by Poverty Quartile (Census poverty)	**300**		**14,972**	
Highest poverty quartile	163	54%	3,743	25%
Second highest poverty quartile	41	14%	3,743	25%
Second lowest poverty quartile	50	17%	3,743	25%
Lowest poverty quartile	46	15%	3,743	25%
Schools, By Poverty Level	**1,502**		**83,298**	
75-100% eligible for free or reduced price lunch	596	40%	11,282	13%
50-74% eligible for free or reduced price lunch	363	24%	15,461	19%
35-49% eligible for free or reduced price lunch	106	7%	12,844	15%
<35% eligible for free or reduced price lunch	291	19%	33,884	41%
Missing	146	10%	9,827	12%
Schools, by Title I Status	**1,502**		**83,298**	
Title I	1,163	77%	46,048	55%
Non Title I	259	17%	31,312	38%
Missing	80	5%	5,938	7%
Schools, by Grade Level	**1,502**		**83,298**	
Elementary	906	60%	50,597	61%
Middle	298	20%	15,700	19%
High	298	20%	17,001	20%

District poverty quartiles were based on Census Bureau estimates of the number of school-age children and poor children living in each district (2002 Small Area Income and Poverty Estimates). The poverty quartiles were created by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contain 25 percent of the school-age children. School poverty levels were based on the percentage of students eligible for free or reduced-price lunches. The eligibility threshold for the subsidized lunch program is looser than the official poverty definition (eligibility for reduced-price lunches is set at 185 percent of the official poverty definition), so school poverty rates are generally higher than district poverty rates.

The teacher sample includes approximately seven teachers per school (six classroom teachers and one special education teacher). School staff rosters were collected and divided into teacher strata by grade level; a stratum of Title I paraprofessionals was also created. After school rosters were stratified, independent random sampling took place within each stratum. At the elementary level, one teacher was selected per grade. At the secondary level, about three math teachers and three English teachers were selected per school. One Title I paraprofessional was selected from each Title I school that uses such paraprofessionals. The resulting sample included a total of 8,791 classroom teachers (including 4,772 elementary teachers, 2,081 secondary English teachers, and 1,938 secondary mathematics teachers), 1,408 special education teachers, and 950 paraprofessionals.

The parent sample consists of a maximum of 400 parents in each of eight districts for a total of 3,094 parents. In each district, the 400 parents were selected randomly from four groups: 100 parents of students receiving supplemental services in schools identified for improvement; 100 parents of students not receiving supplemental services in schools identified for improvement; 100 parents of students who moved from an identified to a non-identified school; and 100 parents of students in non-identified schools. Some districts had fewer than 100 students who moved from an identified to a non-identified school. The eight districts were selected based on availability of the necessary longitudinal individual student achievement data and sufficient numbers of students participating in the Title I school choice and supplemental services options to support the above target sample sizes.

Finally, a sample of 125 supplemental education services providers was drawn from all such providers in a subset of 15 of the 300 districts, including the eight districts that were selected for the parent surveys.

Data Collection

Data collection instruments for this study that were used in this report include mail surveys of district federal program coordinators, school principals, classroom teachers, and Title I paraprofessionals; survey administration for the 2004-05 school year began in October 2004 and was completed in March 2005. Topics covered in the survey questionnaires included accountability systems, AYP and identification for improvement, technical assistance, improvement strategies, use of assessment results, Title I school choice and supplemental educational services, teacher quality, and professional development.

Surveys of parents and supplemental service providers were also conducted but were not completed in time for this report. Other components of the data are also ongoing, including review of extant data such as state report cards and school improvement plans, analyses of state assessment data, and targeting and resource allocation data.

The study includes two exploratory achievement analyses that are examining achievement outcomes for students participating in the Title I choice and supplemental services options (in nine districts) and the impact of identifying schools for improvement on student achievement (in two states). Both analyses are using quasi-experimental designs.

For the targeting and resource allocation component, the study is collecting data from each of the 50 states on state suballocations of federal program funds to school districts for the six programs included in this component: Title I Part A, Title II Part A, Title III, Reading First, Comprehensive School Reform (CSR), and Perkins Vocational Education. Districts in the 300-district sample were asked to provide budget, expenditure, and administrative records, including personnel and payroll records, for these six programs. The sample districts were also asked to provide their allocations to schools for Title I, Reading First, and CSR, as well as school-level budgets and plans for the uses of these funds in the sample schools within their district. For schools operating schoolwide programs under Title I, the study is collecting schoolwide plans and budgets if applicable. The information on targeting and resource allocation will be collected one time only, for the 2004-05 school year.

Response Rates, Weighting, and Handling of Missing Data

Survey response rates for 2004-05 were 96 percent for the school district survey, 89 percent for the principal survey, 84 percent for the teacher surveys, and 87 percent for the Title I paraprofessional survey.

Survey data were weighted in order to produce national estimates. At the school level, for example, the base weight for each school is the reciprocal of the school's two-stage selection probability, equal to the product of the probability of selecting the district and the conditional probability of selecting the school, given the district. In addition, the weights were adjusted, controlling for covariates, to handle instances of total school non-response. School weights were raked to population counts of schools in four dimensions: school size, region by poverty stratus, metro status, and school type. Two sets of weights were finally produced for schools: (1) a set for estimating the proportion of schools with a defined attribute, and (2) a set for estimating the proportion of students attending schools with a defined attribute. Similar weighting procedures were employed for the district, teacher, and paraprofessional survey data.

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 (reported on page 78). There were 18 out of 930 elementary school principals that 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 that did not answer the survey item about the total number of class sections. Data for elementary classroom teachers were imputed by taking the student teacher ratios for the principals who answered the item and then fitting a regression model on this ratio by the total number of students enrolled and the school poverty level as the predictors. Using the regression coefficients, the predicted student teacher ratio was computed for each of the 18 schools and then converted to the estimated number of classroom teachers in the school. Data on the total number of secondary class sections were imputed in a similar manner. There were two elementary school principals and five secondary school principals whose values could not be imputed due to missing values in the predictor variables.

Reporting

This study will issue a series of reports in collaboration with the Study of State Implementation of Accountability and Teacher Quality Under NCLB. Interim reports on accountability and teacher quality are due in Spring 2006, an interim report on public school choice and supplemental services under Title I is due in Summer 2006, and a report on targeting and resource allocation is due in Fall 2006. Reports from the second wave of the data collection are due in late 2007. The reports will be available at: www.ed.gov/about/offices/list/opepd/ppss/reports.html.

Study of State Implementation of Accountability and Teacher Quality Under NCLB (SSI-NCLB)

Purpose

This companion study to the National Longitudinal Study of NCLB is collecting information from all states about their implementation of accountability and teacher quality provisions under Titles I, II and III of NCLB.

The SSI-NCLB study is being conducted by the American Institutes for Research in collaboration with the Council of Chief State School Officers and REDA International.

Study Design

The study is surveying administrators at state education agencies responsible for implementing NCLB accountability, assessment, and teacher quality provisions in 2004-05 and 2006-07. The study is also analyzing extant data including state lists of schools and districts that did and did not make adequate yearly progress (AYP) and of those that have been identified for improvement.

Data Collection

The study has conducted telephone interviews with state-level personnel with responsibilities in the key areas of this evaluation, such as state federal program coordinators responsible for administering Title I, Title II, and Title III, as well as state assessment directors. The interviews began in September 2004 and were completed in March 2005. Topics covered in the interviews included state assessment and accountability systems, state implementation of supplemental educational services, state teacher quality and professional development initiatives, and accountability and teacher quality under Title III.

The study also collected extant data from a range of sources including consolidated state applications and consolidated state performance reports, state report cards, and state educational agency websites. In particular, the study compiled a detailed school-level database on the identification status of schools and whether the schools met or missed AYP targets. The database contains the identification status of 88,160 schools (Title I and non-Title I) in 50 states and the District of Columbia. The database also contains the AYP status of 87,892 schools located in approximately 15,000 districts across 50 states and the District of Columbia. Some states did not report data on certain AYP targets; as a result, the number of states and schools for which data is available on individual AYP targets varies from 33 states (including 15,731 schools missing AYP and 61,868 schools overall) to the full dataset.

Response Rates

Interviews for 2004-05 were completed for all 50 states plus the District of Columbia and Puerto Rico.

Reporting

This study will issue a series of reports in collaboration with the National Longitudinal Study of NCLB. Interim reports on accountability and teacher quality are due in Spring 2006, and an interim report on public school choice and supplemental services under Title I is due in Summer 2006. Reports from the second wave of the data collection are due in late 2007. The reports will be available at: www.ed.gov/about/offices/list/opepd/ppss/reports.html.

Study of Title I Accountability Systems and School Improvement Efforts (TASSIE)

Purpose

This study focuses on the implementation of Title I accountability provisions from 2001-02, the year before NCLB went into effect, through 2003-04, the second year of implementation of NCLB. Based on surveys of all states, a nationally representative sample of districts, and a sample of schools, this study examines the demographic characteristics of schools identified for improvement, school improvement activities in identified schools, corrective actions and restructuring activities for identified schools, and the implementation of public school choice and supplemental services under Title I.

The TASSIE study is being conducted by SRI International.

Study Design

The study includes surveys of all states, a nationally representative sample of 1,300 districts and 740 schools that had been identified for improvement in 2001-02 under the previous re-authorization of ESEA. The study also includes case studies of 20 schools identified for improvement under Title I in 15 districts in five states.

Data Collection

Data collection instruments for this study include mail surveys of district Title I administrators and school principals, a telephone survey of state Title I administrators, and site visit protocols for the case studies. The district and school surveys, along with the case studies, were conducted in 2001-02, 2002-03 and 2003-04. The state survey was conducted twice, in 2002-03 and 2003-04. Topics covered in the surveys included school and district identified for improvement, school improvement activities in identified schools, corrective actions and restructuring activities for identified schools, and the implementation of public school choice and supplemental services under Title I.

Response Rates, Weighting, and Handling of Missing Data

TASSIE district and school samples are both stratified random samples in which the probability of selection into the sample varies across strata. To estimate population parameters, the sampled districts or schools are weighted so that the total of the weights within a stratum equals the number of districts or schools in that stratum in the sampling frame.

Survey response rates ranged from 88 to 90 percent for the district survey and from 83 to 85 percent for the principal survey. To estimate population parameters from the survey respondents, the weights assigned to respondents within any stratum were modified to absorb the weights that would otherwise accrue to non-responding schools in the stratum (thus, respondents' weights were adjusted to sum to the total number in the stratum). A new set of weights were derived for each year of the survey since the set of respondents varied from one year to another. The longitudinal estimates presented in this report use the analysis weights assigned for the 2001-02, 2002-03, and 2003-04 respondent pools, respectively.

There were limited cases of missing data, and there was no imputation for missing data.

Reporting

Reports on the 2001-02 and 2002-03 data collections have been released and are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title. A final report that includes data from the third and final year of the study (2003-04) is forthcoming.

Shields, Patrick M., Camille Esch, Andrea Lash, Christine Padilla, Katrina Woodworth, Katrina G. Laguarda, and Nicholas Winter (2004). *Evaluation of Title I Accountability Systems and School Improvement Efforts (TASSIE): First-Year Findings*. Washington, DC: U.S. Department of Education, Office of the Under Secretary, Policy and Program Studies Service.

Padilla, Christine, Katrina Woodworth, Andrea Lash, Patrick M. Shields, and Katrina G. Laguarda (2005). *Evaluation of Title I Accountability Systems and School Improvement Efforts: Findings From 2002-03*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.

Padilla, Christine, Heidi Skolnik, Alejandra Lopez-Torkos, Katrina Woodworth, Andrea Lash, Patrick M. Shields, Katrina G. Laguarda, and Jane L. David (forthcoming). *Title I Accountability and School Improvement Efforts From 2001 to 2004*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.

Case Studies of the Early Implementation of Supplemental Educational Services

Purpose

This study examined how states and districts were implementing the supplemental educational services provisions of NCLB during the first two years they were in effect, the 2002-03 and 2003-04 school years.

The study was conducted by Policy Studies Associates under subcontract to SRI International.

Study Design and Data Collection

The case studies focused on nine school districts in six states implementing NCLB supplemental services during the 2002-03 and 2003-04 school years. In each district, case studies included visits to approximately three schools and three supplemental services providers. Case studies also included telephone interviews of state personnel; in-person interviews with district administrators, school principals and providers; and focus groups with teachers and parents

Reporting

The interim and final reports from this study have been released and are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title.

Anderson, Leslie M., and Lisa Weiner (2004). *Early Implementation of Supplemental Educational Services Under the No Child Left Behind Act: Year One Report*. Washington, D.C.: U.S. Department of Education, Office of the Under Secretary, Policy and Program Studies Service.

Anderson, Leslie M., and Katrina G. Laguarda (2005). *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04*. Washington, D.C.: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.

Consolidated State Performance Reports

Purpose

Section 1111 of the No Child Left Behind Act (NCLB) requires states to provide an annual report to the Secretary that includes data on student achievement on state assessments, disaggregated for various student subgroups specified in the law, as well as the number and names of schools identified for improvement under Title I, the reasons why each school was so identified, the percentage of classes taught by teachers who are highly qualified under NCLB, and other information. Section 9303 gives States the option of reporting on multiple ESEA programs through a single consolidated report, and all states do in fact use the consolidating reporting option. The Consolidated State Performance Reports also collect basic descriptive information about programs, such as numbers of participating schools and students, and numbers of schools identified for improvement.

Study Design and Data Collection

The Consolidated State Performance Reports are divided into Part I, which includes achievement data on state assessments, implementation of Title I accountability requirements, and other information considered high-priority, and Part II, which includes the remaining required information and has a later due date. For 2002-03, Part I reports were due to the U.S. Department of Education in December 2003 and Part II reports were due in June 2004. State reports for 2003-04 were due in early 2005 (January 2005 for Part I and April 2005 for Part II); however, these data were not available in time for inclusion in this report due to delays in state submissions and the need for data cleaning which has not yet been completed.

Further information about the Consolidated State Performance Reports, including the data collection forms and instructions, are available at www.ed.gov/admins/lead/account/consolidated/index.html.

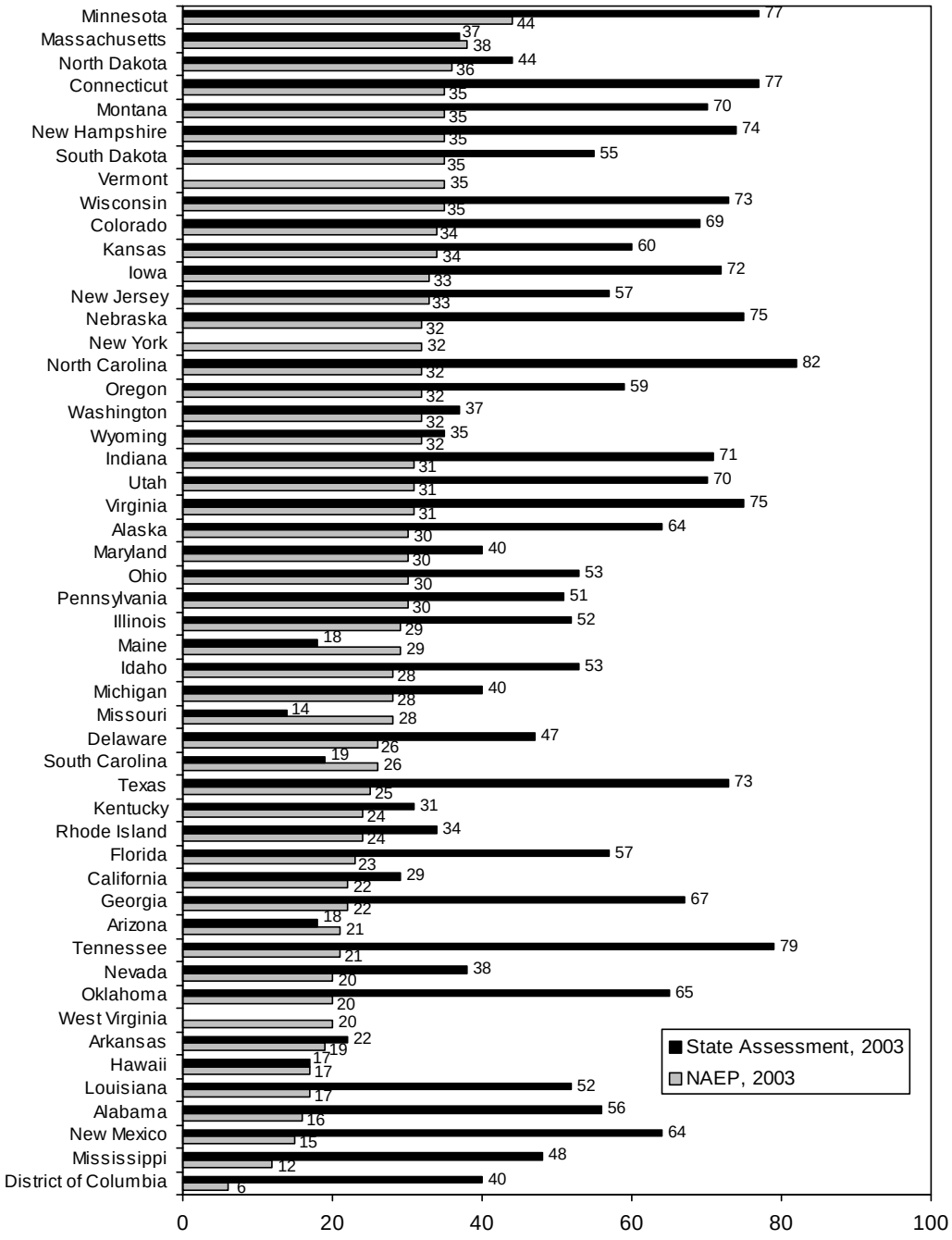
Reporting

Two annual reports summarize data from the Title I Part A portion of the Consolidated State Performance Reports. Reports presenting the 2001-02 data have been released and are available at www.ed.gov/about/offices/list/opepd/ppss/reports.html#title. Reports presenting the 2002-03 data used in this report are forthcoming:

> Williams, Andra, Rolf K. Blank, and Carla Toye (forthcoming). *State Education Indicators With a Focus on Title I: 2002-03*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
>
> Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.

➢ Appendix B: Supplemental Exhibits

Exhibit B-1
Percentage of 8th-Grade Students Achieving At or Above the "Proficient" Level on NAEP and State Assessments in Mathematics, 2003



Source: Consolidated State Performance Reports and National Center for Education Statistics, Main NAEP.
Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade mathematics, we used either 7th- or 6th-grade assessment results.

Exhibit B-2
Proportion of Students Performing At or Above Their State's Proficient Level in Reading and Mathematics, in 8th Grade or Another Middle School Grade, 2000-01 to 2002-03

	Reading				Mathematics			
	2000-01	2001-02	2002-03	Change	2000-01	2001-02	2002-03	Change
Alabama	64		58	-6	71		54	-17
Arizona	42		46	4	18		18	0
Colorado	64	65	89	25	37	39	69	32
Connecticut	77	78	78	1	76	77	77	1
Delaware	72	72	70	-2	43	48	47	4
Illinois	66	68	63	-3	50	52	52	2
Kansas	66	67	71	5	57	56	60	3
Kentucky	54	56	57	3	27	26	31	4
Louisiana	51	48	55	4	46	41	52	6
Maine	41	43	45	4	20	21	18	-2
Massachusetts	67	64			34	34	37	3
Mississippi	49	48	57	8	40	45	48	8
Missouri	34	32	32	-2	14	14	14	0
Montana	73	71	71	-2	69	68	70	1
New Jersey	73	73	74	1	62	58	57	-5
North Carolina	83	85	26	-57	80	83	82	2
Ohio	58	56	65	7	61	59	53	-8
Oklahoma	70	70	71	1	63	64	65	2
Oregon	62	64	60	-2	55	58	59	4
Pennsylvania	60	58	64	4	51	52	51	0
South Carolina	24	27	20	-4	18	19	19	1
Utah	36	78	67	31	66	40	70	4
Virginia	73	70	70	-3	68	70	75	7
Washington	40	44	48	8	27	30	37	10
# of states with achievement gains	14 out of 23 states				17 out of 24 states			

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading and mathematics, a nearby grade was used (7th grade for Kansas (math), Kentucky (reading), Missouri (reading), and Washington, and 6th grade for Alabama and Ohio).

Source: Consolidated State Performance Reports (for 23 states).

Exhibit B-3
Proportion of Students Performing At or Above Their State's Proficient Level for Reading in 2002-03, and Change from 2000-01, in 8th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		Black		Hispanic		White		LEP		Migrant		Disabilities	
	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01
Arizona			34	-9	27	-7	62	-8	15	13	20	16	17	15
Connecticut									20	2			38	0
Delaware	54	7							16	-8			25	6
Illinois	45	1	45	4	45	-3	73	-3	25	5	14	-39	21	-2
Kansas	55	10	47	17	53	22	75	8	53	33	50	23	39	10
Kentucky	43	6	35	3	51	1	60	3	29	1	40	5	19	6
Maine			26	4	41	12	45	3	18	3	25	11	7	2
Massachusetts			39	12	31	9	75	11			16	-14	29	5
Mississippi			40	9	56	1	73	7						
Missouri	18	3							9	-2	7	-3	6	1
Montana	55	0							18	-2			26	0
North Carolina	74	10	76	7	65	-6	92	2	41	-8	57	-13	50	2
Ohio									32	12	26	-8	30	-1
Oklahoma	68	11	57	9	63	8	84	8	41	5	74	28	22	-1
Oregon			40	0	32	-1	65	-1	22	-3	22	-2	17	-4
Pennsylvania	39	1	33	8	33	4	71	3	18	6	22	3	21	6
South Carolina	9	-3	8	-2	13	-6	29	-4						
Virginia									35	-7			37	1
Washington									7	3	13	4	10	3
# of states with achievement gains	8 out of 10 states		9 out of 12 states		7 out of 12 states		8 out of 12 states		10 out of 16 states		7 out of 13 states		11 out of 17 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade reading, a nearby grade was used (6th grade for Ohio and 8th grade for Kentucky, Massachusetts, Missouri, and Washington). Gray cells indicate that the state did not report disaggregated assessment data for that subgroup for all three years included in the analysis; however, all of these states have since developed the capacity to report disaggregated data.

Source: Consolidated State Performance Reports (for 19 states).

Exhibit B-4
Proportion of Students Performing At or Above Their State's Proficient Level for Mathematics in 2002-03, and Change from 2000-01, in 8th Grade or Another Elementary Grade, for Various Student Subgroups

	Low-Income		Black		Hispanic		White		LEP		Migrant		Disabilities	
	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01	Percent Proficient in 2002-03	Change from 2000-01
Arizona			8	2	8	2	27	2			7	7	5	3
Connecticut									31	4			36	-3
Delaware	27	6							24	-2			12	5
Illinois	30	5	23	4	33	4	66	2	20	2	18	-9	14	1
Kansas	41	9	28	15	33	13	67	9	22	8	26	6	34	6
Kentucky			10	2	23	6	34	4	14	-5	16	3	9	6
Maine			6	3	10	-4	18	-3	12	3	7	0		
Massachusetts			11	1	11	2	44	4	11	4	9	-1	8	1
Mississippi			31	10	49	7	65	9						
Missouri	6	1							13	5	6	5		
Montana	52	1							17	-7			23	3
North Carolina	70	5	69	6	68	0	90	3	52	-2	64	-8	46	2
Ohio									36	-3	24	-17	25	-10
Oklahoma	61	14	48	11	59	13	78	8	43	13	61	25	18	2
Oregon			63	24	31	-3	63	5	28	-32	24	-11	17	0
Pennsylvania	26	-3	19	4	23	1	59	0	23	2	20	-4	14	2
South Carolina	8	2	6	0	14	0	28	1	8	4	12	12	3	1
Utah	53	2							19	-10	44	13	27	-1
Virginia									65	8			39	10
Washington									6	2	8	4	5	2
# of states with achievement gains	9 out of 10 states		11 out of 12 states		8 out of 12 states		10 out of 12 states		11 out of 18 states		8 out of 15 states		13 out of 17 states	

Note: The preferred grade for this table was 8th grade; however, in states that did not consistently assess students in 8th-grade mathematics, a nearby grade was used (6th grade for Ohio and 8th grade for Kansas and Washington).

Source: Consolidated State Performance Reports (for 20 states).

Exhibit B-5
Change in the Achievement Gap: Difference Between the Proportion of Low-Income Students and All Students Performing At or Above Their State's Proficient Level, in 8th Grade or Another Middle School Grade, 2000-01 to 2003-03

	Gap in Reading				Gap in Mathematics			
	2000-01	2001-02	2002-03	Change in Gap	2000-01	2001-02	2002-03	Change in Gap
Delaware	22	18	16	-6	22	21	20	-2
Illinois	22	18	18	-4	25	23	22	-3
Kansas	20	16	16	-4	25	21	19	-6
Kentucky	16	16	14	-5				
Missouri	17	15	14	-3	9	8	8	-1
Montana	16	16	16	0	18	18	18	0
North Carolina	14	13	-48	-62	15	14	12	-3
Oklahoma	14	4	3	-11	16	7	4	-12
Pennsylvania	22		25	+3	22		25	+3
South Carolina	15	15	11	-4	12	12	11	-1
Utah					15		17	+2
Number of states with gap reduction	8 out of 10 states				7 out of 10 states			

Source: Consolidated State Performance Reports (for 11 states).

Exhibit B-6
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores in 8th Grade by School Poverty Level

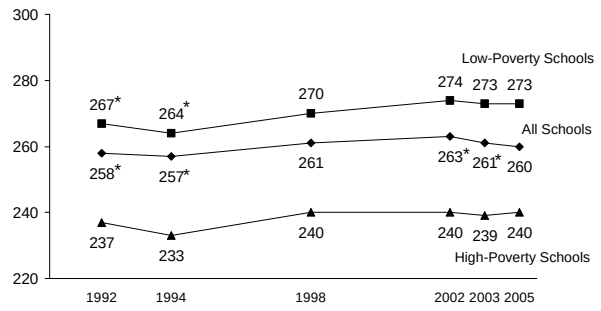
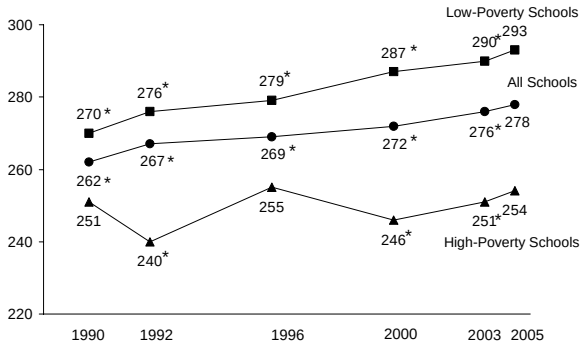


Exhibit B-7
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 8th Grade by School Poverty Level



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

Note: "High-poverty" was defined as schools with 76 to 100 percent of their students eligible for free or reduced-price lunches, and "low-poverty" indicates that 0 to 25 percent were eligible for subsidized lunches.

Source: National Center for Education Statistics, Main NAEP, unpublished tabulations.

Exhibit B-8
Reading Achievement on the Main NAEP, 1992 to 2005: Average Scale Scores in 8th Grade by Race/Ethnicity

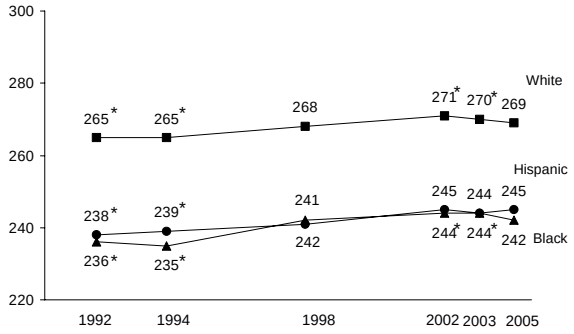
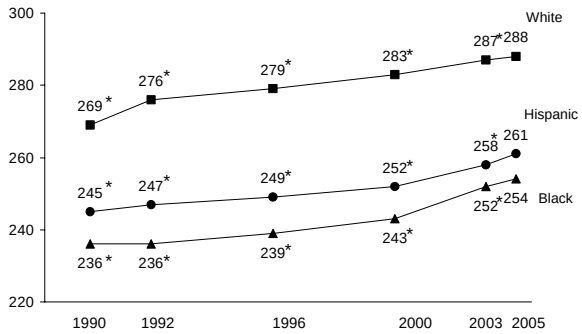


Exhibit B-9
Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 8th Grade by Race/Ethnicity



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

Source: National Center for Education Statistics, Main NAEP.

Exhibit B-10
Reading Achievement on the Main NAEP, 1992 to 2005: Percent Proficient in 8th Grade by Race/Ethnicity

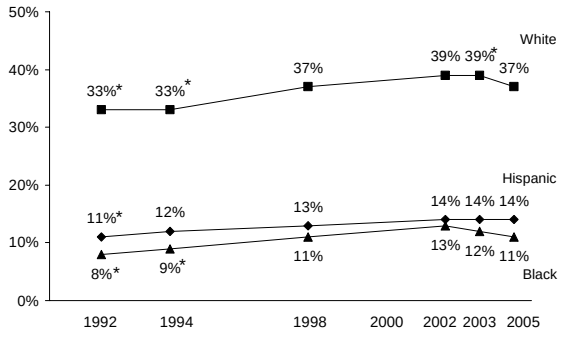
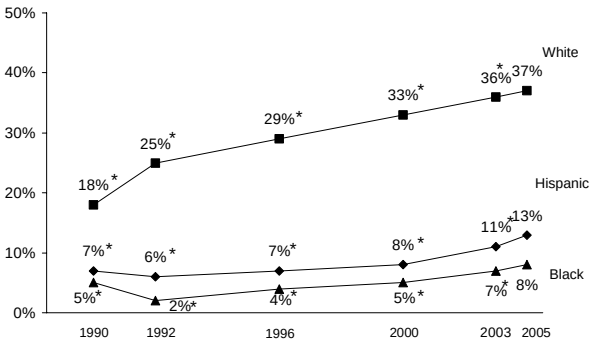


Exhibit B-11
Mathematics Achievement on the Main NAEP, 1990 to 2005: Percent Proficient in 8th Grade by Race/Ethnicity



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

Source: National Center for Education Statistics, Main NAEP.

Exhibit B-12
Reading Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores for 13-Year-Olds by Race/Ethnicity

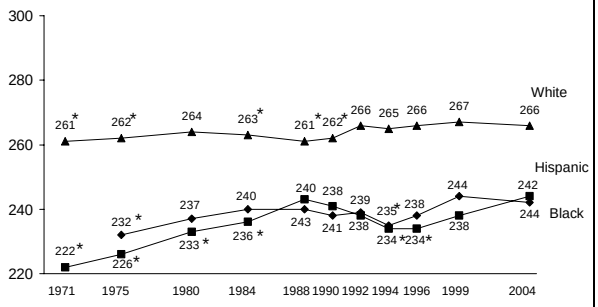
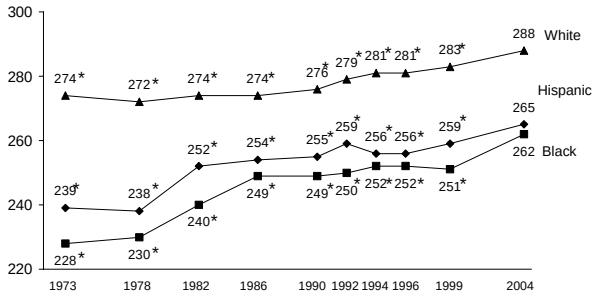


Exhibit B-13
Mathematics Achievement on the Trend NAEP, 1978 to 2004: Average Scale Scores for 13-Year-Olds by Race/Ethnicity



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

Source: National Center for Education Statistics, Trend NAEP.

Appendix C: Standard Error Tables

Exhibit C-1
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005:
Average Scale Scores by School Grade Level

	4th Grade	8th Grade	12th Grade
Reading			
1992	215 (1.0)	258 (1.0)	290 (0.7)
1994	212 (1.1)	257 (0.8)	286 (0.7)
1998	213 (1.2)	261 (0.8)	289 (0.7)
2000	211 (1.4)		
2002	217 (0.5)	263 (0.5)	285 (0.7)
2003	216 (0.3)	261 (0.2)	
2005	217 (0.2)	260 (0.2)	
Mathematics			
1990	212 (1.1)	262 (1.4)	294 (1.2)
1992	219 (0.8)	267 (1.0)	297 (1.0)
1996	222 (1.1)	269 (1.0)	303 (0.9)
2000	224 (1.0)	272 (0.9)	300 (1.1)
2003	234 (0.2)	276 (0.3)	
2005	237 (0.2)	278 (0.2)	

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-2
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005:
Average Scale Scores in 4th Grade by School Poverty Level

	High-Poverty Schools (76-100% Eligible for Free or Reduced-Price Lunches)	Low-Poverty Schools (0-25% Eligible for Free or Reduced-Price Lunches)
Reading		
1992	192 (3.0)	225 (1.7)
1994	182 (3.2)	225 (1.7)
1998	187 (3.1)	230 (1.5)
2000	183 (2.8)	230 (1.7)
2002	196 (0.7)	233 (0.5)
2003	194 (0.5)	232 (0.5)
2005	197 (0.4)	233 (0.3)
Mathematics		
1990	194 (4.2)	218 (2.0)
1992	195 (2.8)	230 (1.4)
1996	209 (2.7)	235 (1.5)
2000	205 (1.2)	239 (1.4)
2003	216 (0.5)	247 (0.3)
2005	221 (0.3)	251 (0.3)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-3
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 4th Grade by Race/Ethnicity

	Black	Hispanic	White
Reading			
1992	191 (1.7)	194 (2.7)	223 (1.4)
1994	184 (1.8)	186 (3.6)	222 (1.3)
1998	192 (2.1)	192 (3.2)	223 (1.1)
2000	189 (1.9)	188 (3.1)	223 (1.2)
2002	198 (0.6)	199 (1.4)	227 (0.3)
2003	197 (0.4)	199 (0.6)	227 (0.2)
2005	199 (0.3)	201 (0.5)	228 (0.2)
Mathematics			
1990	187 (1.9)	199 (2.4)	219 (1.1)
1992	192 (1.4)	201 (1.7)	227 (0.9)
1996	198 (1.6)	207 (1.9)	231 (1.1)
2000	203 (1.2)	207 (1.5)	233 (0.9)
2003	216 (0.4)	221 (0.4)	243 (0.2)
2005	220 (0.3)	225 (0.3)	246 (0.2)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-4
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005: Percent Proficient in 4th Grade by Race/Ethnicity

	Black	Hispanic	White
Reading			
1992	8 (1.4)	10 (1.7)	33 (1.8)
1994	8 (0.9)	11 (2.1)	35 (1.5)
1998	10 (1.0)	12 (1.7)	36 (1.2)
2000	9 (1.0)	12 (1.9)	36 (1.4)
2002	12 (0.5)	14 (0.8)	39 (0.5)
2003	12 (0.4)	14 (0.5)	39 (0.3)
2005	12 (0.3)	15 (0.5)	39 (0.3)
Mathematics			
1990	1 (0.5)	4 (1.6)	15 (1.7)
1992	2 (0.6)	5 (1.2)	22 (1.5)
1996	3 (0.7)	7 (1.4)	26 (1.5)
2000	4 (0.8)	7 (1.0)	30 (1.4)
2003	10 (0.3)	15 (0.5)	42 (0.3)
2005	13 (0.3)	19 (0.3)	47 (0.3)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-5
Reading and Mathematics Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores by Student Age Group

	9-Year-Olds	13-Year-Olds	17-Year-Olds
Reading			
1971	208 (1.0)	255 (0.9)	285 (1.2)
1975	210 (0.7)	256 (0.8)	286 (0.8)
1980	215 (1.0)	258 (0.9)	285 (1.2)
1984	211 (0.7)	257 (0.5)	289 (0.6)
1988	212 (1.1)	257 (1.0)	290 (1.0)
1990	209 (1.2)	257 (0.8)	290 (1.1)
1992	211 (0.9)	260 (1.2)	290 (1.1)
1994	211 (1.2)	258 (0.9)	288 (1.3)
1996	212 (1.0)	258 (1.0)	288 (1.1)
1999	212 (1.3)	259 (1.0)	288 (1.3)
2004	219 (1.1)	259 (1.0)	285 (1.2)
Mathematics			
1973	219 (0.8)	266 (1.1)	304 (1.1)
1978	219 (0.8)	264 (1.1)	300 (1.0)
1982	219 (1.1)	269 (1.1)	298 (0.9)
1986	222 (1.0)	269 (1.2)	302 (0.9)
1990	230 (0.8)	270 (0.9)	305 (0.9)
1992	230 (0.8)	273 (0.9)	307 (0.9)
1994	231 (0.8)	274 (1.0)	306 (1.0)
1996	231 (0.8)	274 (0.8)	307 (1.2)
1999	232 (0.8)	276 (0.8)	308 (1.0)
2004	241 (0.9)	281 (1.0)	307 (0.8)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-6

Reading and Mathematics Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores for 9-Year-Olds by Race/Ethnicity

	Black	Hispanic	White
Reading			
1971	170 (1.7)		214 (0.9)
1975	181 (1.2)	183 (2.2)	217 (0.7)
1980	189 (1.8)	190 (2.3)	221 (0.8)
1984	186 (1.1)	187 (2.1)	218 (0.8)
1988	189 (2.4)	194 (3.5)	218 (1.4)
1990	182 (2.9)	189 (2.3)	217 (1.3)
1992	185 (2.2)	192 (3.1)	218 (1.0)
1994	185 (2.3)	186 (3.9)	218 (1.3)
1996	191 (2.6)	195 (3.4)	220 (1.2)
1999	186 (2.3)	193 (2.7)	221 (1.6)
2004	200 (1.7)	205 (2.2)	226 (1.1)
Mathematics			
1973	190 (1.8)	202 (2.4)	225 (1.0)
1978	192 (1.1)	203 (2.2)	224 (0.9)
1982	195 (1.6)	204 (1.3)	224 (1.1)
1986	202 (1.6)	205 (2.1)	227 (1.1)
1990	208 (2.2)	214 (2.1)	235 (0.8)
1992	208 (2.0)	212 (2.3)	235 (0.8)
1994	212 (1.6)	210 (2.3)	237 (1.0)
1996	212 (1.4)	215 (1.7)	237 (1.0)
1999	211 (1.6)	213 (1.9)	239 (0.9)
2004	224 (2.1)	230 (2.0)	247 (0.9)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-7
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005:
Average Scale Scores in 8th Grade by School Poverty Level

	High-Poverty Schools (76-100% Eligible for Free or Reduced-Price Lunches)	Low-Poverty Schools (0-25% Eligible for Free or Reduced-Price Lunches)
Reading		
1992	237 (3.5)	267 (1.5)
1994	233 (3.5)	264 (1.1)
1998	240 (1.8)	270 (1.3)
2002	240 (1.1)	274 (0.7)
2003	239 (0.9)	273 (0.4)
2005	240 (0.6)	273 (0.3)
Mathematics		
1990	251 (7.9)	270 (2.4)
1992	240 (3.7)	276 (1.4)
1996	255 (6.8)	279 (1.3)
2000	246 (2.3)	287 (1.3)
2003	251 (0.7)	290 (0.5)
2005	254 (0.6)	293 (0.4)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-8
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005: Average Scale Scores in 8th Grade by Race/Ethnicity

	Black	Hispanic	White
Reading			
1992	236 (1.8)	238 (1.7)	265 (1.2)
1994	235 (1.8)	239 (1.6)	265 (1.0)
1998	242 (1.2)	241 (1.7)	268 (1.0)
2002	244 (0.8)	245 (0.8)	271 (0.5)
2003	244 (0.5)	244 (0.7)	270 (0.2)
2005	242 (0.4)	245 (0.4)	269 (0.2)
Mathematics			
1990	236 (2.8)	245 (4.4)	269 (1.4)
1992	236 (1.3)	247 (1.2)	276 (1.1)
1996	239 (1.9)	249 (1.9)	279 (1.2)
2000	243 (1.3)	252 (1.4)	283 (0.9)
2003	252 (0.5)	258 (0.6)	287 (0.3)
2005	254 (0.4)	261 (0.4)	288 (0.2)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-9
Reading and Mathematics Achievement on the Main NAEP, 1990 to 2005: Percent Proficient in 8th Grade by Race/Ethnicity

	Black	Hispanic	White
Reading			
1992	8 (1.1)	11 (1.3)	33 (1.4)
1994	9 (1.2)	12 (1.3)	33 (1.2)
1998	11 (1.6)	13 (1.0)	37 (1.3)
2002	13 (0.7)	14 (0.8)	39 (0.7)
2003	12 (0.4)	14 (0.6)	39 (0.3)
2005	11 (0.4)	14 (0.4)	37 (0.3)
Mathematics			
1990	5 (1.1)	7 (2.1)	18 (1.4)
1992	2 (0.7)	6 (1.0)	25 (1.2)
1996	4 (0.7)	7 (1.2)	29 (1.4)
2000	5 (0.7)	8 (1.0)	33 (1.1)
2003	7 (0.3)	11 (0.5)	36 (0.4)
2005	8 (0.3)	13 (0.4)	37 (0.3)

Source: National Center for Education Statistics, Main NAEP.

Exhibit C-10

Reading and Mathematics Achievement on the Trend NAEP, 1971 to 2004: Average Scale Scores for 13-Year-Olds by Race/Ethnicity

	Black	Hispanic	White
Reading			
1971	222 (1.2)		261 (0.7)
1975	226 (1.2)	232 (3.0)	262 (0.7)
1980	233 (1.5)	237 (2.0)	264 (0.7)
1984	236 (1.2)	240 (2.0)	263 (0.6)
1988	243 (2.4)	240 (3.5)	261 (1.1)
1990	241 (2.2)	238 (2.3)	262 (0.9)
1992	238 (2.3)	239 (3.5)	266 (1.2)
1994	234 (2.4)	235 (1.9)	265 (1.1)
1996	234 (2.6)	238 (2.9)	266 (1.0)
1999	238 (2.4)	244 (2.9)	267 (1.2)
2004	244 (2.0)	242 (1.6)	266 (1.0)
Mathematics			
1973	228 (1.9)	239 (2.2)	274 (0.9)
1978	230 (1.9)	238 (2.0)	272 (0.8)
1982	240 (1.6)	252 (1.7)	274 (1.0)
1986	249 (2.3)	254 (2.9)	274 (1.3)
1990	249 (2.3)	255 (1.8)	276 (1.1)
1992	250 (1.9)	259 (1.8)	279 (0.9)
1994	252 (3.5)	256 (1.9)	281 (0.9)
1996	252 (1.3)	256 (1.6)	281 (0.9)
1999	251 (2.6)	259 (1.7)	283 (0.8)
2004	262 (1.6)	265 (2.0)	288 (0.9)

Source: National Center for Education Statistics, Trend NAEP.

Exhibit C-11
Percentage of Identified Schools That Reported Needing and Receiving Various Types of Technical Assistance, 2003-04 to 2004-05

	Percent of Non-Identified Schools That Needed Assistance	Percent of Identified Schools That Needed Assistance	Percent of Identified Schools Needing Assistance That Received It	Percent of Identified Schools Reporting That Assistance Received When Needed Was Sufficient
	(n = 881)	(n = 430)	(n = 212 to 343)	(n = 147 to 313)
Improve quality of teachers' professional development	52.6 (3.2)	79.7 (3.5)*	91.4 (2.7)	73.6 (8.4)
Get parents more engaged in their child's education	46.1 (3.1)	74.2 (3.8)*	51.2 (6.8)	53.0 (7.8)
Address instructional needs of students with IEPs	49.4 (3.0)	70.8 (4.0)*	72.3 (7.7)	69.2 (6.5)
Identify effective curricula, instructional strategies, or school reform models	54.3 (3.1)	69.6 (5.1)*	92.5 (1.9)	72.5 (8.4)
Improve students' test taking skills	32.0 (2.6)	69.9 (4.4)*	70.9 (6.0)	70.7 (9.4)
Analyze assessment results to understand students' strengths and weaknesses	40.8 (3.1)	67.7 (4.8)*	92.4 (3.0)	93.8 (1.7)
Identify or develop detailed curriculum guides, frameworks, pacing sequences, and/or model lessons aligned with state standards	49.3 (2.7)	62.2 (5.5)*	92.6 (2.0)	66.6 (8.0)
Develop or revise school improvement plan	27.5 (3.0)	61.6 (5.3)*	89.5 (5.2)	89.1 (4.7)
Recruit, retain, or assign teachers in order to staff all classes with a teacher who is "highly qualified"	27.6 (2.3)	62.1 (5.4)*	76.3 (5.3)	79.7 (6.1)
Address problems of student truancy, tardiness, and discipline, and of dropouts	36.4 (2.7)	56.7 (5.0)*	68.2 (6.0)	41.9 (8.5)
Implement the provisions of NCLB relating to "qualified" paraprofessionals	37.8 (2.8)	52.4 (5.7)*	85.8 (3.9)	95.0 (1.5)
Address instructional needs of LEP students	36.6 (3.0)	49.3 (5.4)*	69.2 (9.9)	70.8 (8.0)

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

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-12
Percentage of Schools Reporting Major Focus on Various School Improvement Strategies, 2004-05

	Identified Schools (n=430)	**Non-Identified Schools** (n=881)
Using student achievement data to inform instruction and school improvement	82.4 (3.5)	66.7 (2.8)*
Providing additional instruction to low-achieving students	77.6 (3.9)	59.7 (2.7)*
Aligning curriculum and instruction with standards and/or assessments	72.2 (4.5)	70.0 (2.6)
Implementing new instructional approaches or curricula in reading/language arts/English	61.1 (4.4)	49.0 (2.6)*
Increasing the intensity, focus, and effectiveness of professional development *	59.8 (5.1)	41.8 (2.6)*
Implementing new instructional approaches or curricula in mathematics	59.4 (4.8)	40.8 (2.6)*
Restructuring the school day to teach core content areas in greater depth	51.9 (4.1)	31.4 (2.4)*
Providing extended-time instructional programs	51.4 (4.7)	30.8 (2.6)*
Implementing strategies for increasing parents' involvement in their children's education	32.1 (4.4)	13.4 (1.6)*
Increasing instructional time for all students	26.0 (3.9)	12.9 (1.8)*

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

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-13
Change in Instructional Time Per Day at Elementary Schools, by Subject Area, 2003-04 to 2004-05

	Identified Schools (n=430)		**Non-Identified Schools** (n=881)	
	Decreased More Than 30 Minutes	Increased More Than 30 Minutes	Decreased More Than 30 Minutes	Increased More Than 30 Minutes
Reading	0.2 (0.2)	29.7 (4.9)*	0.0 (0.0)	13.1 (2.3)*
Mathematics	0.1 (0.1)	16.7 (3.1)*	0.0 (0.0)	8.3 (1.9)*
Science	1.3 (0.6)	4.8 (2.4)	0.4 (0.2)	3.6 (1.2)
Social studies	2.7 (1.2)	1.4 (0.7)	0.6 (0.2)	0.6 (0.4)
Art/music	3.1 (1.2)	1.3 (0.8)	1.2 (0.4)	0.1 (0.1)
Physical education/health	2.4 (1.2)	1.8 (1.0)	1.1 (0.5)	0.3 (0.1)
Other	0.6 (0.6)	3.5 (2.6)	2.9 (1.1)	0.0 (0.0)

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

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-14
Percentage of Identified Title I Schools Experiencing Various Types of Interventions Since Identification for Improvement, 2004-05

	Percent of Schools in Year 1 of Improvement (n=199)	Percent of Schools in Year 2 of Improvement (n=74)	Percent of Schools in Corrective Action (n=50)	Percent of Schools in Restructuring (n=76)
Actions Required for All Identified Schools				
Parents were notified of schools' improvement status	88.6 (9.7)	95.8 (6.3)	95.7 (4.1)	100.0 (0.0)
District or state developed a joint improvement plan with the school	80.8 (6.4)	73.2 (8.8)	92.0 (4.8)	83.1 (4.3)
Students were offered the option to transfer to a higher-performing school, with transportation provided	81.7 (4.9)	74.7 (10.9)	87.6 (7.6)	97.6 (2.1)
Action Required for Identified Schools That Miss AYP After Identification				
Eligible students were offered supplemental educational services from a state-approved provider	45.7 (7.2)	90.1 (5.7)	93.8 (3.2)	100.0 (0.0)
Corrective Actions				
Implemented a new research-based curriculum or instructional program	48.2 (7.0)	65.8 (9.5)	90.0 (3.3)	70.4 (8.3)
Significantly decreased management authority at the school level	3.6 (1.4)	4.7 (2.3)	27.4 (11.7)	25.8 (7.5)
Appointed outside expert to advise the school	30.2 (6.8)	34.2 (9.5)	58.0 (11.0)	57.2 (7.6)
Extended length of school day	24.0 (6.7)	28.7 (7.7)	41.6 (11.0)	31.1 (8.2)
Extended length of school year	9.0 (3.2)	15.4 (6.5)	32.0 (11.6)	16.2 (5.7)
Restructured internal organization of the school	11.6 (5.2)	22.5 (9.9)	21.1 (6.1)	33.0 (7.4)
Replaced school staff members relevant to school's low performance	1.6 (0.7)	16.7 (9.7)	5.1 (2.8)	18.5 (6.8)
Restructuring Interventions				
Replaced the entire staff	0.1 (0.1)	1.3 (1.0)	0.0 (0.0)	1.6 (1.5)
Reopened the school as a public charter school	0.0 (0.0)	0.0 (0.0)	0.0 (0.0)	1.9 (1.6)
Entered into a contract with a private entity to manage the school	0.4 (0.2)	0.7 (0.7)	0.0 (0.0)	1.7 (1.5)
Operation of school turned over to state	1.7 (1.2)	0.0 (0.0)	1.4 (1.4)	6.2 (4.5)
Appointed new principal	21.5 (7.1)	20.5 (5.8)	18.2 (4.8)	24.1 (6.6)

Source: National Longitudinal Study of NCLB, Principal Survey.

Exhibit C-15
Percentage of Districts Taking Various Actions in Response to Being Identified for Improvement, 2004-05

Offered/required specific professional development for teachers	79.8 (11.4)
Distributed test preparation materials to some or all schools	67.2 (11.8)
Increased district monitoring of instruction and student performance at school sites	61.4 (15.6)
Offered/required specific professional development for principals	58.5 (15.5)
Reallocated fiscal resources to target specific needs (e.g., particular groups of students, subjects, or schools)	51.1 (14.6)
Implemented a district-wide curriculum in reading	39.1 (13.8)
Developed or revised district content standards	23.9 (9.5)
Reorganized the district office staff to increase efficiency or focus on instruction	22.6 (9.2)
Implemented a district-wide curriculum in mathematics	17.4 (6.8)
Hired a consultant to advise district administrators on effective strategies	10.9 (4.5)
Created smaller schools, or schools-within-schools	11.1 (4.8)
Changed the budget allocation formula for schools	10.4 (5.1)
Implemented new personnel procedures for hiring or assigning principals and teachers	7.8 (3.4)

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

Exhibit C-16
Number of Schools Where Title I School Choice and Supplemental Services Were Offered, and Number of Participating Students, 2002-03 to 2004-05

	Number of Schools		Number of Participating Students	
	School Choice	Supplemental Services	School Choice	Supplemental Services
2002-03	5,066 (439)	750 (170)	18,039 (4,680)	41,819 (9,411)
2003-04	4,624 (878)	2,529 (426)	37,599 (6,248)	233,164 (15,515)
2004-05	6,216 (NA)		45,398 (8,869)	

Sources: Study of Title I Accountability Systems and School Improvement Efforts, District Survey (estimates of participating schools in 2002-03 and 2003-04, estimates of participating students in 2002-03); National Longitudinal Study of NCLB, District and Principal Surveys (estimates of participating schools in 2004-05, estimates of participating students in 2003-04 and 2004-05).

Note: The estimated number of participating schools in 2004-05 is based on two data sources: a count from the SSI-NCLB study of the number of Title I schools identified for improvement in 2004-05, and an estimate from the NLS-NCLB of the proportion of Title I identified schools that reported that they were required to offer Title I school choice. Because this estimate is based on a combination of two data sources, a standard error cannot be calculated.

Exhibit C-17 Share of Students Receiving Supplemental Services, by Type of Provider, 2003-04	
Private providers	59.1 (4.1)
Faith-based providers	0.5 (0.1)
Community-based providers	12.6 (2.7)
National for-profit companies	33.8 (3.3)
Other for-profit companies	12.3 (3.3)
Districts and public schools	39.4 (4.2)
Charter schools	0.5 (0. 4)
Colleges and universities	0.5 (0.0)
Other	0.5 (0. 4)
Source: National Longitudinal Study of NCLB, District Survey (n=71 districts).	

Exhibit C-18
District Strategies for Communicating with Parents
About Title I School Choice and Supplemental Services Options, 2004-05

	School Choice (n=170 districts)		**Supplemental Services** (n=101 districts)	
	Percent of districts	Percent of students	Percent of districts	Percent of students
Written notification	59.6 (9.9)	79.6 (3.7)	88.5 (5.9)	91.9 (3.8)
Individual meetings with interested parents	36.9 (8.3)	61.7 (3.8)	72.3 (8.6)	74.9 (5.5)
Notices in district or school newsletters	28.3 (7.4)	53.4 (4.3)	60.6 (9.9)	66.3 (5.7)
Enrollment fairs or open houses to provide information about alternate schools and providers	13.8 (4.0)	38.0 (4.5)	48.5 (11.1)	69.8 (5.6)
Notices in public newspapers	18.2 (6.1)	39.3 (4.4)	20.1 (9.0)	41.6 (6.2)
Public service announcements	7.2 (2.5)	29.0 (4.5)	16.7 (5.6)	36.6 (5.9)
Outreach through a local community partner (e.g., Parent Information & Resource Center)	7.2 (3.0)	18.2 (2.6)	16.6 (7.4)	37.8 (5.9)
Other	19.3 (9.7)	20.7 (3.2)	24.0 (8.2)	35.2 (5.6)

Source: National Longitudinal Study of NCLB, District Survey.

Exhibit C-19
Percentage of Teachers Reporting that They Are Considered Highly Qualified Under NCLB, 2004-05

	n	Highly Qualified	Not Highly Qualified	Don't Know
Elementary teachers	4,059	75.1 (1.8)	2.1 (0.3)	22.9 (1.8)
Secondary English teachers	1,787	73.7 (2.2)	5.8 (0.9)	20.4 (2.2)
Secondary math teachers	1,627	67.9 (2.6)	8.0 (1.2)	24.1 (2.5)
Special education teachers	1,158	52.3 (2.4)	14.5 (2.2)	29.2 (2.3)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-20
Percentage of Teachers Reporting that They Are Considered Highly Qualified under NCLB, 2004-05, by School Improvement Status, 2004-05

	Highly Qualified	Not Highly Qualified	Don't Know
Elementary teachers (n=4,051)			
School not identified for improvement	75.4 (2.0)	1.5 (0.3)	23.1 (2.0)
School identified for improvement (Year 1 or Year 2)	70.8 (4.3)	4.7 (1.3)	24.5 (4.3)
School identified for corrective action	77.0 (4.3)	7.6 (3.0)	15.4 (4.6)
School identified for restructuring	76.7 (3.9)	6.4 (2.4)	16.9 (2.8)
Secondary classes (n=3,218)			
School not identified for improvement	72.4 (2.1)	4.4 (0.9)	23.2 (2.3)
School identified for improvement (Year 1 or Year 2)	69.1 (3.2)	11.7 (2.1)	19.2 (2.4)
School identified for corrective action	71.0 (4.8)	7.6 (2.4)	21.4 (4.6)
School identified for restructuring	62.3 (4.3)	14.6 (3.3)	23.1 (3.4)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-21
Reasons Why Teachers Were Designated as Not Highly Qualified Under NCLB, 2004-05

	Elementary Teachers (n=135)	Secondary English Teachers (n=152)	Secondary Mathematics Teachers (n=243)	Special Education Teachers (n=125)
No bachelor's degree	0.0 (0.0)	0.2 (0.2)	1.9 (1.0)	0.0 (0.0)
Lack full certification or licensure	35.3 (6.4)	15.7 (3.7)	23.2 (4.2)	31.4 (7.7)
Have not demonstrated subject knowledge and teaching skills in the basic elementary curriculum	13.6 (5.3)			1.0 (0.8)
Have not demonstrated subject matter competency in English		17.5 (3.8)		25.8 (7.0)
Have not demonstrated subject matter competency in Math			27.2 (5.8)	31.3 (7.1)
Have not demonstrated subject matter competency in another subject that they teach		30.5 (7.5)	26.7 (5.6)	22.1 (7.0)
Other	42.3 (6.9)	16.6 (6.4)	16.2 (4.7)	24.5 (6.7)
Don't know	16.3 (5.0)	5.0 (1.9)	3.9 (1.2)	3.5 (2.3)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-22
Percentage of Secondary Teachers Who Are Novice Teachers or Lack a College Major in the Subject That They Teach, by Self-Reported Highly Qualified Status, 2004-05

	Highly Qualified (n=1,075 to 1,255)	Not Highly Qualified (n=138 to 152)	Don't Know (n=313 to 350)
English teachers with fewer than 3 years of teaching experience	7.2 (1.2)	17.7 (4.8)	16.1 (3.4)
Math teachers with fewer than 3 years of teaching experience	8.8 (1.5)	10.7 (3.3)	16.4 (3.8)
English teachers who do not have a major in English	45.8 (2.7)	74.9 (7.6)	48.1 (4.5)
Math teachers who do not have a major in mathematics	59.1 (2.7)	85.2 (4.7)	59.5 (5.6)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-23
Percentage of Teachers Participating in Professional Development Focused on Instructional Strategies for Reading and Mathematics, 2003-04

	Professional Development in Teaching Reading		Professional Development in Teaching Mathematics	
	Elementary Teachers (n=4,007)	Secondary English Teachers (n=1,740)	Elementary Teachers (n=3,994)	Secondary Mathematics Teachers (n=1,580)
More than 24 hours	19.6 (1.3)	21.9 (1.8)	9.1 (0.9)	16.1 (1.6)
6 to 24 hours	38.9 (1.3)	35.5 (1.8)	25.6 (1.2)	30.4 (2.1)
1 to 5 hours	31.2 (1.9)	30.3 (2.0)	36.7 (1.6)	30.9 (2.5)
None	10.4 (1.3)	12.2 (1.3)	28.6 (1.9)	22.6 (2.1)

Source: National Longitudinal Study of NCLB, Teacher Survey.

Exhibit C-24
Percentage of Teachers Participating in Professional Development Focused on In-Depth Study of Topics n Reading and Mathematics, 2003-04

	In-Depth Study of Reading Topics		In-Depth Study of Mathematics Topics	
	Elementary Teachers (n=3,982)	Secondary English Teachers (n=1,719)	Elementary Teachers (n=3,950)	Secondary Mathematics Teachers (n=1,565)
More than 24 hours	12.8 (1.0)	15.9 (1.8)	6.2 (0.8)	10.4 (1.2)
6 to 24 hours	28.0 (1.3)	23.6 (1.6)	13.6 (1.1)	15.4 (1.7)
1 to 5 hours	32.4 (1.2)	30.4 (2.0)	29.1 (1.3)	25.5 (1.8)
None	26.8 (1.3)	30.1 (2.2)	51.0 (1.7)	48.7 (2.4)

Source: National Longitudinal Study of NCLB, Teacher Survey.

➢ Endnotes

[1] U.S. Department of Education, Budget Service.
[2] Jay Chambers, Joanne Lieberman, Tom Parrish, Daniel Kaleba, James Van Campen, and Stephanie Stullich (2000). *Study of Education Resources and Federal Funding: Final Report*. Washington, DC: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service. The estimate of the percentage of public schools receiving Title I funds was updated based on the number of Title I schools reported on Consolidated State Performance Reports for 2002-03 divided by the total number of public elementary and secondary schools in 2001-02 from the NCES Common Core of Data.
[3] Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[4] Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[5] U.S. Department of Education, National Center for Education Statistics, unpublished data on averaged freshman graduation rates. U.S. Department of Education, Policy and Program Studies Service analysis of state-reported graduation rates from Consolidated State Performance Reports and State Education Agency websites. State-reported rates for 2003 or 2004 were used for 16 states where 2002 rates were not available.
[6] Consolidated State Performance Reports, 2003-04.
[7] Source: U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[8] Consolidated State Performance Reports, 2003-04.
[9] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[10] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[11] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[12] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[13] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[14] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[15] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality under No Child Left Behind*.
[16] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[17] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[18] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[19] Center on Education Policy (2005). *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act*. Washington, DC: Center on Education Policy.
[20] Christine Padilla, Katrina Woodworth, Andrea Lash, Patrick M. Shields, and Katrina G. Laguarda (2005). *Evaluation of Title I Accountability Systems and School Improvement Efforts: Findings From 2002-03*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[21] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[22] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[23] Policy and Program Studies Service monthly reviews of State Education Agency Web sites, conducted by Westat from May 2003 through May 2005.
[24] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[25] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[26] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[27] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.

[28] Consolidated State Performance Reports, 2003-04.
[29] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[30] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[31] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[32] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[33] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[34] Section 1501 of the Elementary and Secondary Education Act, as reauthorized by the No Child Left Behind Act.
[35] The National Longitudinal Study of No Child Left Behind is being conducted by the RAND Corporation in collaboration with the American Institutes for Research and the National Opinion Research Center. Response rates for the 2004-05 surveys that have been completed are 96 percent for the school district survey, 89 percent for the principal survey, 84 percent for the teacher surveys, and 87 percent for the Title I paraprofessional survey. Other components of the study, including surveys of parents and supplemental service providers, are still in progress.
[36] The Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind is being conducted by the American Institutes for Research in collaboration with the Council of Chief State School Officers and REDA International. Interviews were completed for all 50 states plus the District of Columbia and Puerto Rico.
[37] The Study of Title I Accountability Systems and School Improvement Efforts is being conducted by SRI International. Survey response rates ranged from 88 to 90 percent for the school district survey and from 83 to 85 percent for the principal survey.
[38] The Case Studies of the Early Implementation of Supplemental Educational Services are being conducted by Policy Studies Associates.
[39] Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[40] Vermont and Washington did not report these data in 2002-03, and Missouri did not report these data in 1998-99.
[41] A separate program, Title I Part D, serves students in state institutions for neglected and delinquent children and youth.
[42] Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service. U.S. Department of Education, National Center for Education Statistics. *Common Core of Data* (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education, 2001-02." Ungraded students are not included in these calculations; they account for one percent of both Title I participants and all public school students.
[43] Beth Sinclair (forthcoming). *State ESEA Title I Participation Information for 2002-03: Final Summary Report*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[44] Jay Chambers, Joanne Lieberman, Tom Parrish, Daniel Kaleba, James Van Campen, and Stephanie Stullich (2000). *Study of Education Resources and Federal Funding: Final Report*. Washington, DC: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service. U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*. The poverty rates for the four poverty quartiles in FY 2004 were: highest poverty quartile (over 21.5%), second highest poverty quartile (13.4-21.5%), second lowest poverty quartile (7.2-13.4%), and lowest poverty quartile (less than 7.2%). In FY1997, these rates were: highest poverty quartile (over 24.7%), second highest poverty quartile (14.7-24.7%), second lowest poverty quartile (7.7-14.7%), and lowest poverty quartile (less than 7.7%).
[45] In states that did not assess students in 4th-grade reading, a nearby grade was used (3rd grade for Arizona, Delaware, the District of Columbia, Hawaii, Illinois, Indiana, Maryland, Minnesota, Missouri, New Hampshire, Oregon, Tennessee, and Virginia, and 5th grade for Kansas, Oklahoma, and Pennsylvania).
[46] State participation in NAEP was not required prior to NCLB, and as a result, NAEP results for years prior to 2003 are based on a subset of the states. For example, for the 4th-grade NAEP reading assessment, 39 states participated in 1998 and 44 states participated in 2002, compared with 51 states in 2003.
[47] NAEP changed its approach to testing accommodations for students with disabilities an LEP students during the period examined in this report. Before 1996, no testing accommodations were provided to such students participating in NAEP assessments. Beginning in 1996 for the mathematics assessment and 1998 for the reading assessment, the Main NAEP was administered to two reporting samples—"accommodations permitted" and "accommodations not permitted." Beginning in 2002 for reading and 2003 for mathematics, NAEP administered the Main NAEP test with "accommodations permitted" as its only administration procedure. For the National Assessment of Title I interim report, we report Main NAEP results with no accommodations up through 1994 and with accommodations permitted thereafter. For the Trend NAEP, 2004 was the first year that accommodations were permitted, but a sample was also assessed with "no accommodations permitted"; we present Trend NAEP results with no accommodations for the full time period examined in this report.
[48] National Institute of Statistical Sciences, Education Statistics Services Institute (2005). *Task Force on Graduation, Completion, and Dropout Indicators* (NCES 2005-105). Washington, DC: U.S. Department of Education, National Center for Education Statistics.
[49] U.S. Department of Education, Policy and Program Studies Service analysis of state-reported graduation rates from Consolidated State Performance Reports (based on reports that have not yet been verified) and State Education Agency Web sites.
[50] Marilyn Seastrom, Lee Hoffman, Chris Chapman, and Robert Stillwell (2005). *The Averaged Freshman Graduation Rate for Public High*

Schools From the Common Core of Data: School Years 2001-02 and 2002-03 (NCES 2006-601). Washington, DC: U.S. Department of Education, National Center for Education Statistics.

[51] For 16 states, state-reported graduation rates for 2002 were not available and 2003 or 2004 graduation rates were used instead; these 16 states are: Alaska, California, Connecticut, Idaho, Massachusetts, Minnesota, Mississippi, Nevada, New Hampshire, North Carolina, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, and West Virginia.

[52] OESE review of Consolidated State Performance Reports and State Education Agency Web sites.

[53] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[54] U.S. Department of Education, Office of Elementary and Secondary Education, review of Consolidated State Performance Reports and State Education Agency Web sites.

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

[56] Percentage calculated as the sum of assessments for grades 3 through 8 divided by 312 (52 states times 6 grade levels).

[57] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[58] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[59] U.S. Department of Education, Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students (2003). *Part II: Final Non-Regulatory Guidance on the Title III State Formula Grant Program -Standards, Assessments, and Accountability.* Available online at www.ed.gov/programs/nfdp/NRG1.2.25.03.doc.

[60] Ellen Schiller, Ellen Bobronnikov, Fran O'Reilly, Cristofer Price, and Robert St.Pierre (2005), *The Study of State and Local Implementation and Impact of the Individuals with Disabilities Education Act: Final 2nd Interim Report (2002-2003 School Year),* Bethesda, MD: Abt Associates, available at www.abt.sliidea.org/Reports/complete%20Interim%20Report%2003-05%20for%20web.pdf (see Exhibit 6.2 on page 105). The Study of State and Local Implementation and Impact of the Individuals with Disabilities Education Act (SLIIDEA) focuses on policies, practices and resources used to implement the goals set forth in IDEA. The SLIIDEA study is collecting data over a 6-year period through mail surveys at the state, district, and school levels as well as a set of case studies. The study sample includes all 50 states and the District of Columbia and a nationally representative sample of 959 school districts and 4,448 schools within those districts. The school response rate was 74 percent.

[61] SRI International (2004). *Facts from OSEP's National Longitudinal Studies: Standardized Testing Among Secondary School Students with Disabilities.* Menlo Park, CA: Author. Available at www.nlts2.org/pdfs/fact_sheet4%20_05_04.pdf. These data are from the National Longitudinal Transition Study 2 (NLTS2), a study of the experiences of a national sample of students receiving special education who were 13 to 16 years of age in 2000 as they move from secondary school into adult roles. The NLTS2 sample draws from a nationally representative sample of LEAs and a sample of state-supported special schools. The initial sample was approximately 11,500 students. For the data reported here, almost 6,000 parents and guardians completed phone interviews in 2005, for a 70% response rate. Almost 3,000 youth interviews also took place. More information on the methodology for this study is presented in Mary Wagner, Camille Marder, Jose Blackorby, Renee Cameto, Lynn Newman, Phyllis Levine, Elizabeth Davies-Mercier, et al. (2003), *The Achievements of Youth With Disabilities During Secondary School: A Report From the National Longitudinal Transition Study-2,* Menlo Park, CA: SRI International.

[62] Data for all subgroups were not available for Louisiana and Utah. Arkansas and Kentucky did not report participation rates for Native American/Alaska Native students. Alabama did not report on the participation of limited English proficient students. Vermont did not report on the participation of Hispanic students. Arizona, Arkansas, and Indiana did not report on the participation of low-income students. Minnesota and New Mexico reported 100 percent participation for all students, but did not report participation rates for subgroups. The subgroup participation rates in Minnesota and New Mexico were assumed to be 100 percent, since the participation rate of all students was 100 percent in both states.

[63] U.S. Department of Education, Office of English Language Acquisition (2005). *Biennial Evaluation Report to Congress on the Implementation of the State Formula Grant Program, 2002-2004, English Language Acquisition, Language Enhancement and Academic Achievement Act (ESEA, Title III, Part A), Table 2.3.* Washington, D.C: U.S. Department of Education.

[64] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[65] Education Week, Quality Counts, 2003 through 2005 annual reports, Standards and accountability tables.

[66] Data were unavailable for seven states. Additionally, one state did not report on all three trend indicators, one state did not report on presenting results for each classroom, and one state did not report on presenting results for trends in subgroups within a school.

[67] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[68] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[69] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[70] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[71] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*

[72] Another 503 identified schools were of other types. The sum across levels is somewhat less than the total number of identified schools reported earlier due to some missing data on school grade level. U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[73] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[74] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[75] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[76] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[77] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[78] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[79] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[80] Data in Exhibit 34 are based on data provided by 33 states. Data on the percentage of schools missing AYP that did not meet achievement targets for all students in reading or math is also available for a larger set of states (48), and this figure is consistent with the Exhibit 34 figure for this group (34 percent based on the 48 states, vs. 38 percent based on the 33 states).
[81] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality under No Child Left Behind*. Findings involving subgroups are based on data that was available from 33 states. There is some variation in findings involving differing numbers of states.
[82] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*. Findings are based on data from 48 states.
[83] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*. Data for calculating percentages for limited English proficient students and students with disabilities were not available.
[84] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[85] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[86] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[87] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*. Findings on elementary, middle, and high schools meeting AYP for the other academic indicator are based on data that were available from 36 states.
[88] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[89] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[90] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[91] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
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[94] Christine Padilla, Katrina Woodworth, Andrea Lash, Patrick M. Shields, and Katrina G. Laguarda (2005). *Evaluation of Title I Accountability Systems and School Improvement Efforts: Findings From 2002-03*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
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[97] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*. Data are not included for two states.
[98] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[99] Center on Education Policy. *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act*. Washington, DC: Center on Education Policy, 2005.
[100] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[101] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
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[112] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[113] Christine Padilla, Heidi Skolnik, Alejandra Lopez-Torkos, Katrina Woodworth, Andrea Lash, Patrick M. Shields, Katrina G. Laguarda, and Jane L. David (forthcoming). *Title I Accountability and School Improvement Efforts From 2001 to 2004*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
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[123] U.S. Department of Education, Office of English Language Acquisition (2005). *Biennial Evaluation Report to Congress on the Implementation of the State Formula Grant Program, 2002-2004, English Language Acquisition, Language Enhancement and Academic Achievement Act (ESEA, Title III, Part A)*. Washington, D.C.: Author.
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[125] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of*

Accountability and Teacher Quality Under No Child Left Behind.
[126] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[127] The eligibility counts are based on state-reported data, while the participation numbers are estimated from district and principal survey responses.
[128] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind.*
[129] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind.*
[130] U.S. Department of Education, National Center for Education Statistics, *Common Core of Data, 2002-03*. Special tabulation conducted by RAND Corporation for the *National Longitudinal Study of NCLB.*
[131] Policy and Program Studies Service monthly reviews of State Education Agency Web sites, conducted by Westat from May 2003 through May 2005.
[132] Policy and Program Studies Service, review of State Education Agency Web sites.
[133] Leslie M. Anderson and Katrina G. Laguarda (2005). *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[134] For supplemental services, districts were asked if they used the strategy in either 2003-04 or 2004-05, while for school choice, districts were asked separately about strategies used during each school year.
[135] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind.*
[136] Leslie M. Anderson and Katrina G. Laguarda (2005). *Case Studies of Supplemental Services Under the No Child Left Behind Act: Findings From 2003-04*. Washington, DC: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service.
[137] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[138] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
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[140] Bradford Chaney (1995). *Student Outcomes and the Professional Preparation of 8th Grade Teachers. NSF/NELS:88 Teacher Transcript Analysis.* Rockville, MD: Westat. Dan D. Goldhaber and Dominic J. Brewer (2000). "Does Teacher Certification Matter? High School Certification Status and Student Achievement" in *Educational Evaluation and Policy Analysis,* 22: 129-145.
[141] Section 9101(11) of the No Child Left Behind Act.
[142] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[143] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[144] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[145] However, Montana is considering adoption of the Praxis II series; the state is currently piloting some of the Praxis II tests.
[146]Personal communication on November 29, 2005 with Rick Tannenbaum, Director of Assessment Design and Scoring, Educational Testing Service.
[147] Educational Testing Service, unpublished data provided on August 19, 2005. The national median scores are based on scores of all individuals who took these tests from October 1, 2001, to July 31, 2004.
[148] Educational Testing Service Web site, state requirements for Praxis II exams, accessed on September 8, 2005.
[149]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[150] At the time these data were collected in March 2005, South Dakota was still in the process of determining its cut score. Starting in July 2005, South Dakota officially will require all prospective teachers applying for initial certification to take one of the Praxis II exams.
[151] Percentile scores were provided by the Educational Testing Service on August 19, 2005; cut scores from *Understanding Your Praxis Scores 2004-05,* publication found on Educational Testing Service website (www.et.s.org) in July, 2005.
[152]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[153] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[154] Pennsylvania's HOUSSE for elementary teachers relies on the initial certification process, but the state's HOUSSE for secondary teachers is a point system.
[155]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind.*
[156] Special education teachers were also given the option on the NLS-NCLB survey to respond that they had been informed that they

did not need to meet the NCLB highly qualified requirement. Teachers who gave this response accounted for 4 percent of all special education teachers.

[157] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[158]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[159]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[160] Similarly, only 38 percent of middle school English teachers reported that they had a major in English, compared with 81 percent of high school English teachers. Seastrom, Marilyn, Kerry Gruber, Robin Henke, Daniel McGrath, and Benjamin Cohen (2004), *Qualifications of the Public School Teacher Workforce: Prevalence of Out-of-Field Teaching: 1987-88 to 1999-2000* (NCES 2002-603), Washington, DC: U.S. Department of Education, National Center for Education Statistics. The sample for this survey included 56,354 teachers, with a response rate of 83 percent. More information on the methodology for this study can be found at http://nces.ed.gov/surveys/SASS/methods9900.asp.

[161]U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[162] The term "classes" is used here because the data come from a survey of principals that asked secondary principals about the number of secondary "class sections" taught by highly qualified teachers. The survey asked elementary school principals about the number of teachers who were highly qualified; however, since most elementary teachers teach only one class of students, we use the term "classes" here to describe both the elementary and secondary data collected from principals.

[163] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*. "High minority" schools are those in which 75 percent or more of the students are minorities and "low minority" schools are those in which fewer than 35 percent of the students are minorities.

[164] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[165] The numbers of respondents for each subgroup of schools are as follows: For elementary schools, there were 642 schools not identified for improvement, 190 schools in Year 1 or Year 2 of improvement status, 41 schools in corrective action status, and 52 schools in restructuring status. For secondary schools, there were 238 schools not identified for improvement, 104 schools in Year 1 or Year 2 of improvement status, 13 schools in corrective action status, and 29 schools in restructuring status.

[166] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[167] Mary Kennedy (1998). *Research Monograph No. 13: Form and Substance in Inservice Teacher Education*. Madison: National Institute for Science Education, University of Wisconsin. David K. Cohen, Milbrey W. McLaughlin, & Heather C. Hill (1998). *Instructional Policy and Classroom Performance: The Mathematics Reform in California* (RR-39). Philadelphia: Consortium for Policy Research in Education.

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[169] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.

[170] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[171] Michael S. Garet, Beatrice F. Birman, Andrew C. Porter, Laura Desimone, Rebecca Herman, and Kwang Suk Yoon (1999). *Designing Effective Professional Development: Lessons From the Eisenhower Professional Development Program*. Washington, DC: U.S. Department of Education, Office of the Under Secretary, Planning and Evaluation Service.

[172] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[173] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[174] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[175] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[176] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[177] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[178] These findings are consistent with research by the Center on Education Policy (2005), *From the Capital to the Classroom: Year 3 of the No Child Left Behind Act*, Washington, DC: Center on Education Policy.

[179] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[180] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

[181] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[182] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.
[183] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *Study of State Implementation of Accountability and Teacher Quality Under No Child Left Behind*.
[184] U.S. Department of Education, Policy and Program Studies Service, unpublished data from the *National Longitudinal Study of No Child Left Behind*.

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