RAND EDUCATION

THE ARTS
CHILD POLICY
CIVIL JUSTICE
EDUCATION
ENERGY AND ENVIRONMENT
HEALTH AND HEALTH CARE
INTERNATIONAL AFFAIRS
NATIONAL SECURITY
POPULATION AND AGING
PUBLIC SAFETY
SCIENCE AND TECHNOLOGY
SUBSTANCE ABUSE
TERRORISM AND HOMELAND SECURITY
TRANSPORTATION AND INFRASTRUCTURE
WORKFORCE AND WORKPLACE

This PDF document was made available from www.rand.org as a public service of the RAND Corporation.

Jump down to document

The RAND Corporation is a nonprofit research organization providing objective analysis and effective solutions that address the challenges facing the public and private sectors around the world.

Support RAND

Browse Books & Publications

Make a charitable contribution

For More Information

Visit RAND at www.rand.org

Explore RAND Education

View document details

This product is part of the RAND Corporation reprint series. RAND reprints present previously published journal articles, book chapters, and reports with the permission of the publisher. RAND reprints have been formally reviewed in accordance with the publisher's editorial policy, and are compliant with RAND's rigorous quality assurance standards for quality and objectivity.

U.S. DEPARTMENT OF EDUCATION

NoChild LeftBehind

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

Volume IV—Title I School Choice and Supplemental Educational Services: Interim Report

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

Volume IV—Title I School Choice and Supplemental Educational Services: Interim Report

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

Brian Gill, RAND
Jennifer Sloan McCombs, RAND
Scott Naftel, RAND
Karen Ross, AIR
Mengli Song, AIR
Jennifer Harmon, AIR
Georges Vernez, RAND

Series Principal Investigators

Georges Vernez, RAND
Beatrice F. Birman, AIR
Michael S. Garet, AIR
Jennifer O'Day, AIR

Prepared for:

U.S. Department of Education
Office of Planning, Evaluation and Policy Development
Policy and Program Studies Service

2008

This report was prepared for the U.S. Department of Education under Contract Number ED-00-CO-0087 with RAND and Contract Number ED-01-CO-0026/0024 with AIR. Stephanie Stullich served as the contracting officer's representative for the National Longitudinal Study of *No Child Left Behind*, and Elizabeth Eisner and Collette Roney served as contracting officer's representatives for the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind*. The views expressed herein do not necessarily represent the positions or policies of the Department of Education. No official endorsement by the U.S. Department of Education is intended or should be inferred.

U.S. Department of Education
Margaret Spellings
Secretary

Office of Planning, Evaluation and Policy Development
Bill Evers
Assistant Secretary

Policy and Program Studies Service
Alan Ginsburg
Director

Program and Analytic Studies Division
David Goodwin
Director

April 2008

This report is in the public domain with the exception of the cover photo, which is © 2007 JupiterImages Corp. Authorization to reproduce it in whole or in part is granted. While permission to reprint this publication is not necessary, the suggested citation is U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service, *State and Local Implementation of the* No Child Left Behind Act, *Volume IV—Title I School Choice and Supplemental Educational Services: Interim Report*, Washington, D.C., 2008.

To order copies of this report, write:

ED Pubs
Education Publications Center
U.S. Department of Education
P.O. Box 1398
Jessup, MD 20794-1398

Via fax, dial (301) 470-1244.

You may also call toll-free: 1-877-433-7827 (1-877-4-ED-PUBS). If 877 service is not yet available in your area, call 1-800-872-5327 (1-800-USA-LEARN). Those who use a telecommunications device for the deaf (TDD) or a teletypewriter (TTY) should call 1-877-576-7734.

To order online, point your Internet browser to: www.edpubs.ed.gov.

This report is also available on the Department's Web site at:
www.ed.gov/about/offices/list/opepd/ppss/reports.html#title.

On request, this publication is available in alternate formats, such as Braille, large print, or computer diskette. For more information, please contact the Department's Alternate Format Center at 202-260-0852 or 202-260-0818.

CONTENTS

Exhibits ..... **v**

Preface ..... **xi**

Acknowledgments ..... **xiii**

Executive Summary ..... **xv**

Key Findings xv
Evaluation Questions and Data Sources for This Report xvi
Overview of the Parental Choice Provisions of *NCLB* xvi
Eligibility, Availability and Participation xvii
Communication With Parents xxi
Implementing and Monitoring Supplemental Educational Services xxii
Conclusions xxiii

I. Introduction **1**

Overview of the Parental Choice Provisions of *NCLB* 1
Evaluation Questions and Data Sources for This Report 2

II. Eligibility, Availability and Participation **5**

Eligibility for Parental Choice 6
Participation in Title I Choice Options 9
Options Offered by Districts 13
Discussion 23

III. Communication With Parents **25**

Notification of Options 26
Methods of Communication With Parents 31
Supplemental Service Providers' Communication With Parents 35
Reasons for Participation in School Choice and Supplemental Educational Services 35
Discussion 38

IV. Implementing and Monitoring Supplemental Educational Services **41**

States' Approval of Supplemental Educational Service Providers 41
Monitoring and Evaluation of Provider Performance 42
State-Provided Technical Assistance for Supplemental Educational Services 46

District Contracts With Supplemental Educational Service Providers....46
Schools' Relationship With Supplemental Educational Service Providers....49
Providers and Student Assessment....52
Discussion....54

Conclusions....55

References....57

Appendix A. Description of NLS-*NCLB* and SSI-*NCLB* Methodologies....59

Appendix B. Standard Error Exhibits....69

EXHIBITS

Executive Summary

Exhibit S.1 Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice) xix

II. Eligibility, Availability and Participation

Exhibit 1 Number and Percentage of Students Eligible for Title I School Choice and Supplemental Educational Services and of Title I Schools with Eligible Students, 2002–03 Through 2004–05 6

Exhibit 2 Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by Poverty and Minority Status, 2004–05 7

Exhibit 3 Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by Urbanicity, 2004–05 8

Exhibit 4 Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by School Level, 2004–05 9

Exhibit 5 Notification, Application, and Participation in Title I School Choice and Supplemental Educational Services, 2003–04 and 2004–05 (as Reported by Districts) 10

Exhibit 6 Percentage of Eligible Students Participating in Title I Supplemental Educational Services and School Choice, by Grade Level in Nine Districts, 2004–05 11

Exhibit 7 Percentage of Eligible Students Participating in Title I Supplemental Educational Services and School Choice in Nine Large, Urban Districts, by Demographic Categories, 2004–05 12

Exhibit 8 Prior Achievement Levels (Measured in Z-Scores) of Students Participating and Eligible for Title I Choice Options in Nine Large, Urban Districts, 2004–05 13

Exhibit 9 Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice) 14

Exhibit 10 Percentage of Districts Required to Offer Title I School Choice That Offered Parents of Eligible Students Two or More Alternate Schools, by School Level, 2004–05 15

Exhibit 11 Average Student Achievement in Schools That Students Participating in Title I School Choice Left and to Which They Transferred, Relative to Average District Achievement, 2003–04 and 2004–05 16

Exhibit 12 Percentage of Title I Supplemental Educational Service Providers and of Participating Students, by Provider Type 18

Exhibit 13 Percentage of Districts, by Number of Title I Supplemental Educational Service Providers Available to Students, 2003–04 19

Exhibit 14 Percentage of Title I Supplemental Educational Service Providers, by Service Provided and Grades Served, 2004–05 20

Exhibit 15 Percentage of Districts, by Number of Hours of Title I Supplemental Educational Services Students Received per Week, 2003–04 20

Exhibit 16 Average Duration and Frequency of Title I Supplemental Educational Services Sessions, 2004–05 21

Exhibit 17 Percentage of Title I Supplemental Educational Service Providers, by Location and Grouping of Students for Delivery of Services, 2004–05 22

III. Communication With Parents

Exhibit 18 Percentage of Districts That Notified Parents of Title I Choice and Supplemental Educational Service Options and Percentage of Parents That Reported They Were Notified, 2004–05 26

Exhibit 19 Percentage of Parents That Reported They Were Notified of Their Child's Eligibility for Title I Supplemental Educational Services, by Choice Decision, 2004–05 27

Exhibit 20 Number of States, by Month of States' Release of School Identification Results to Districts, 2004 28

Exhibit 21 Timing of Parent Notification About Title I School Choice as Reported By Districts, 2003–04 and 2004–05 29

Exhibit 22 Percentage of Eligible Students Transferring Schools, by When District First Notified Parents About Their Title I School Choice, 2003–04 and 2004–05 30

Exhibit 23 Percentage of Parents of Eligible Students Notified of Title I School Choice, by When First Notified and Choice Decision, 2004–05 30

Exhibit 24 Percentage of Districts Communicating With Parents About Title I School Choice and Supplemental Educational Services and of Eligible Students in These Districts, by Method of Communication, 2004–05 32

Exhibit 25 Percentage of Teachers Communicating with Parents About Title I Supplemental Educational Services, by Type of Communication and School Level, 2003–04 (Among Teachers in Schools with Students Eligible for Supplemental Services) 34

Exhibit 26 Percentage of Providers Communicating Often or Always With the Parents of Students Participating in Title I Supplemental Educational Services, by Topic, 2004–05 35

Exhibit 27 Percentage of Parents of Students Participating in Title I School Choice, by Reason for Participating, 2004–05 36

Exhibit 28 Percentage of Parents of Eligible Students Not Participating in Title I School Choice, by Reason for Not Participating, 2004–05 37

Exhibit 29 Percentage of Parents of Students Participating in Title I Supplemental Educational Services, by Reason for Participating, 2004–05 38

Exhibit 30 Percentage of Parents of Eligible Students Not Participating in Title I Supplemental Educational Services, by Reason for Not Participating, 2004–05 39

IV. Implementing and Monitoring Supplemental Educational Services

Exhibit 31 Number of States Requiring a Narrative or Checklist in Providers' Title I Supplemental Educational Service Application to Show They Meet the *NCLB* Requirements, 2004–05 43

Exhibit 32 Percentage of Title I Supplemental Educational Service Providers, by State and District Monitoring Mechanisms They Experienced at Least a Few Times During The Year, 2004–05 45

Exhibit 33 Number of States That Provided Districts with Technical Assistance to Implement Title I Supplemental Educational Services, by Type of Assistance, 2004–05 46

Exhibit 34 Percentage of Districts, by Type of Provision They Included in Contracts With Title I Supplemental Educational Service Providers, 2004–05 48

Exhibit 35 Percentage of Title I Supplemental Educational Service Providers, by Type of Provisions Included in Contracts with Districts, 2004–05 49

Exhibit 36 Percentage of Principals at Schools With Students Eligible for Title I Supplemental Educational Services, by Degree of Alignment of Services With School Academic Content Standards and Subject Area, 2003–04 50

Exhibit 37 Percentage of Title I Supplemental Educational Service Providers and of Teachers Reporting Communicating With Each Other, by Type of Communication, 2004–05 51

Exhibit 38 Percentage of Title I Supplemental Educational Service Providers Reporting on the Progress of Individual Students, by Type of Recipient and Frequency, 2004–05 52

Exhibit 39 Percentage of Title I Supplemental Educational Service Providers, by Type of Information Received on Individual Students Prior to Providing Supplemental Services, 2004–05 53

Exhibit 40 Percentage of Title I Supplemental Educational Service Providers Assessing Students, by Type of Measure and Frequency, 2004–05 54

Appendix A. Description of NLS-*NCLB* and SSI-*NCLB* Methodologies

Exhibit A.1 Sample Sizes and Survey Completion Rates for National Longitudinal Study of *NCLB* Surveys, 2004–05 60

Exhibit A.2 Characteristics of National Longitudinal Study of *NCLB* District and School Samples Compared with the Universe of Districts and Schools 61

Exhibit A.3 Sample Sizes and Completion Rates for National Longitudinal Study of *NCLB* Parent Surveys 62

Appendix B. Standard Error Exhibits

Exhibit B.1 Notification, Application, and Participation in Title I School Choice and Supplemental Educational Services, 2003–04 and 2004–05 (as Reported by Districts) 69

Exhibit B.2 Prior Year Achievement Levels (Measured in Z-Scores) of Students Participating and Eligible for Title I Choice Options in Nine Large, Urban Districts, 2004–05 69

Exhibit B.3 Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice) 70

Exhibit B.4 Percentage of Districts Required to Offer Title I School Choice That Offered Parents of Eligible Students Two or More Alternate Schools, by School Level, 2004–05 70

Exhibit B.5 Average Student Achievement in Schools That Students Participating in the Title I School Choice Left and to Which They Transferred Relative to Average District Achievement, 2003–04 and 2004–05 71

Exhibit B.6 Percentage of Title I Supplemental Educational Service Providers and of Participating Students, by Provider Type, 2003–04 71

Exhibit B.7 Percentage of Districts, by Number of Title I Supplemental Educational Service Providers Available to Students, 2003–04 72

Exhibit B.8 Percentage of Title I Supplemental Educational Service Providers, by Service Provided and Grades Served, 2004–05 72

Exhibit B.9 Percentage of Districts, by Number of Hours of Supplemental Educational Services Participating Students Received per Week, 2003–04 72

Exhibit B.10 Average Duration and Frequency of Title I Supplemental Educational Services Sessions, 2004–05 73

Exhibit B.11 Percentage of Title I Supplemental Educational Services Providers, by Location and Grouping of Students for Delivery of Services, 2004–05 73

Exhibit B.12 Percentage of Parents That Reported They Were Notified of Title I School Choice, 2004–05 74

Exhibit B.13 Percentage of Parents That Reported They Were Notified of Their Child's Eligibility for Title I Supplemental Educational Services, by Choice Decision, 2004–05 74

Exhibit B.14 Timing of Parent Notification About Title I School Choice Option as Reported by Districts, 2003–04 and 2004–05 74

Exhibit B.15 Percentage of Eligible Students Transferring Schools, by When District First Notified Parents About Their Title I School Choice, 2003–04 and 2004–05 75

Exhibit B.16 Percentage of Parents of Eligible Students Notified of Title I School Choice, by When First Notified and Choice Decision, 2004–05 75

Exhibit B.17 Percentage of Districts Communicating With Parents About Title I School Choice and Supplemental Educational Services and of Eligible Students in These Districts, by Method of Communication, 2004–05 76

Exhibit B.18 Percentage of Teachers Communicating With Parents About Title I Supplemental Educational Services, by Type of Communication and School Level, 2003–04 (Among Teachers Who Knew Their Students Were Eligible for Supplemental Services) 76

Exhibit B.19 Percentage of Providers Communicating With the Parents of Students Participating in Title I Supplemental Educational Services, by Topic and Frequency, 2004–05 77

Exhibit B.20 Percentage of Parents of Students Participating In Title I School Choice, by Reason for Participating, 2004–05 77

Exhibit B.21 Percentage of Parents of Eligible Students Not Participating in Title I School Choice, by Reason for Not Participating, 2004–05 78

Exhibit B.22 Percentage of Parents of Students Participating in Title I Supplemental Educational Services, by Reason for Participating, 2004–05 78

Exhibit B.23 Percentage of Parents of Eligible Students Not Participating in Title I Supplemental Educational Services, by Reason for Not Participating, 2004–05 79

Exhibit B.24 Percentage of Title I Supplemental Educational Service Providers Reporting State Monitoring of Their Services, by Monitoring Mechanism and Frequency, 2004–05 79

Exhibit B.25 Percentage of Title I Supplemental Educational Service Providers Reporting District Monitoring of Their Services, by Monitoring Mechanism and Frequency, 2004–05 80

Exhibit B.26 Percentage of Districts, by Type of Provision Included in Contracts With Title I Supplemental Educational Service Providers, 2004–05 80

Exhibit B.27 Percentage of Title I Supplemental Educational Service Providers, by Type of Provision Included in Contract With Districts, 2004–05 81

Exhibit B.28 Percentage of Principals at Schools With Students Eligible for Title I Supplemental Educational Services, by Degree of Alignment of Services With School Academic Content Standards and Subject Area, 2003–04 81

Exhibit B.29 Percentage of Title I Supplemental Educational Service Providers Communicating With the Regular Classroom Teachers of Students Receiving Their Services, by Type and Frequency of Communication, 2004–05 82

Exhibit B.30 Percentage of Teachers Communicating With Title I Supplemental Educational Service Providers, by Type of Communication and School Level, 2004–05 82

Exhibit B.31 Percentage of Title I Supplemental Educational Service Providers Reporting on the Progress of Individual Students, by Type of Recipient and Frequency, 2004–05 83

Exhibit B.32 Percentage of Title I Supplemental Educational Service Providers, by Types of Information Received on Individual Students Prior to Providing Services, 2004–05 83

Exhibit B.33 Percentage of Title I Supplemental Educational Service Providers Assessing Students, by Type of Measure and Frequency, 2004–05 84

PREFACE

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

This is the fourth volume in this report series. The other three volumes were:

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

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

Volume III—Accountability Under *NCLB*: Interim Report

ACKNOWLEDGMENTS

We wish to thank the many individuals who contributed to the completion of this report. Particularly helpful were several individuals at the U.S. Department of Education. Stephanie Stullich, Elizabeth Eisner, and Collette Roney of the Policy and Program Studies Service (PPSS) served as project officers for the two studies that were the data sources for this report. All three project officers provided invaluable substantive guidance and support throughout these studies and the production of this report.

We are also grateful to state officials responsible for supplemental educational services for their kind cooperation and assistance in participating in interviews and follow-up communications in the 2004–05 data collections. In addition, teachers, principals, school district staff, parents and providers of supplemental services across the country took time out of their busy schedules to respond to the NLS-*NCLB* surveys. Without their efforts, this report would not have been possible, and we deeply appreciate their assistance.

The information in this report was provided through two studies done by independent research firms under contract to the U.S. Department of Education:

- The National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*), led by Georges Vernez of the RAND Corporation and Michael Garet and Beatrice Birman of the American Institutes for Research (AIR), assisted by Brian Stecher (accountability team leader), Brian Gill (choice team leader), and Meredith Ludwig (teacher quality team leader). Marie Halverson of the National Opinion Research Center directed data collections for the NLS-*NCLB*.
- The Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*), led by Jennifer O'Day and Kerstin Carlson Le Floch of the American Institutes for Research.

Other researchers who provided useful assistance for this report include Charles Blankenship, Kristen Chapman, Jennifer Harmon, and Kerstin Carlson LeFloch of the American Institutes for Research; and Hilary Darilek and Ron Zimmer from RAND.

We would like to acknowledge thoughtful contributions of the members of our Technical Working Group, including Julian Betts, David Francis, Margaret Goertz, Brian Gong, Eric Hanushek, Richard Ingersoll, Phyllis McClure, Paul Peterson, Christine Steele, and Phoebe Winter.

Many Department staff reviewed drafts of this report and provided useful comments and suggestions. We would like to acknowledge the assistance of David Goodwin, director of program and analytic studies in PPSS and Daphne Kaplan, PPSS team leader, as well as Tom Luce, Millicent Bentley-Memon, Kerri Briggs, Carol Cichowski, Tom Corwin, Tim D'Emilio, Sarah Dillard, David Harmon, Stacy Kreppel, Holly Kuzmich, Milagros Lanauze, Kathleen Leos, Jeannette Lim, Meredith Miller, Kay Rigling, Krista Ritacco, Phil Rosenfelt, Grace Ross, Ross Santy, Martha Snyder, and Christine Wolfe.

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.

EXECUTIVE SUMMARY

A key aim of the federal *No Child Left Behind Act of 2001 (NCLB)* is to provide new educational options to parents whose children attend Title I schools[1] that are identified for improvement, corrective action, or restructuring because the schools have not made adequate yearly progress (AYP) toward meeting state standards for two or more years. The first of these options is the opportunity for parents to transfer their children to another school in the district that has not been identified. The second option is the opportunity for parents to enroll their children in supplemental educational services—such as tutoring, remediation, or other academic instruction—that are offered by a state-approved provider and are in addition to instruction provided during the school day. This option is available to low-income families whose children attend a Title I school that is in Year 2 (or a later year) of identified for improvement status.

This report presents findings on the implementation of parental choice options from the first year of the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*) and the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*). The report uses data from state-level interviews, from surveys of a nationally representative sample of district officials, principals, and teachers, surveys of parents in eight school districts, surveys of supplemental educational service providers in 16 districts, and student-level demographic and achievement data in nine districts, to examine the implementation across the country of the school choice and supplemental educational service components of Title I through 2004–05.

KEY FINDINGS

- In 2004–05, nearly 6.2 million students were eligible for Title I school choice and as many as 1.8 million were eligible for Title I supplemental educational services. The number of students participating in the options grew rapidly from prior years, but only about 1 percent of eligible students took advantage of the school choice option, and about 17 percent (in 2003–04) took advantage of supplemental services.[2] School choice options were constrained at the middle and high school levels, because large numbers of school districts have only one middle school or high school. Eligible high school students also apparently had fewer Title I supplemental service options: In a subsample of districts, providers were less likely to offer services for secondary school students and participation rates were lower.

- In a subsample of large urban districts with available data, the average achievement of the schools chosen by students using the Title I school choice option were consistently higher than the average achievement of the schools they came from, and their parents were largely satisfied with the new schools.

- Title I supplemental service options expanded rapidly between 2003 and 2005 with the number of approved providers tripling. The majority of providers were private (nonprofit and for-profit)

[1] Title I schools are schools that operate programs funded under Title I of the *Elementary and Secondary Education Act of 1965 (ESEA)*, the largest federal program supporting elementary and secondary education. Title I, Part A, includes the two parental choice options that are the subject of this paper. The *No Child Left Behind Act of 2001* is the most recent reauthorization of *ESEA*.

[2] Supplemental service participation rates could not be determined for 2004–05 because surveys were administered in the middle of the school year and not all supplemental service enrollments for the year had yet taken place. The Consolidated State Performance Reports for 2004–05 indicated that 19 percent of students participated in supplemental services in that year (50 states and the District of Columbia).

organizations, and private providers served the majority of students. In a subsample of eight districts, most parents of students participating in supplemental services were satisfied with the services.

- Low participation rates in Title I school choice and supplemental educational services may be related to problems communicating with parents. Most school districts did not notify parents of their school choice options before the start of the school year, and many eligible parents in the eight-district subsample reported that they had not received information about Title I school choice or supplemental service options.

- As of 2004–05, most states were working to develop and implement standards for the monitoring and evaluation of Title I supplemental service providers; only a small number of states had statewide databases incorporating participation and achievement information that would permit rigorous evaluations of providers' effects. Meanwhile, providers' communication with school staff and coordination with school academic programs varied substantially.

EVALUATION QUESTIONS AND DATA SOURCES FOR THIS REPORT

This report addresses three broad areas in evaluating the Title I provisions for providing school choice and supplemental services for students in low-performing schools:

1. Who is eligible to participate in parental school choice and supplemental educational services under Title I of *NCLB*, what choices are made available, and who participates?
2. How are states, districts and schools providing information to make parents aware of their options? What information do parents have and use to make decisions about their school choice and supplemental service options?
3. How do states, districts, and schools support, monitor, and collaborate in the implementation of supplemental educational services under Title I?

One chapter of this report is devoted to each of these areas. Another report[3] addresses a fourth evaluation question:

4. What are the effects of the Title I parental choice provisions on the achievement of participating students?

OVERVIEW OF THE PARENTAL CHOICE PROVISIONS OF *NCLB*

Increased choice for parents of children in persistently low-achieving schools is one of the key principles of *NCLB*.[4] Title I schools that do not meet state goals for "adequate yearly progress" (AYP) for two consecutive years are identified for improvement. *NCLB* requires that parents of students in Title I schools that are identified for improvement be given the option to transfer their children to another public school that has not been identified for improvement, with transportation provided by the district.

Access to supplemental educational services is an additional parental choice available under Title I of *NCLB*. Students from low-income families in schools that have been identified for improvement are eligible to receive supplemental services from a provider selected by parents if the school falls short of AYP for a third time before exiting improvement status. These services are to be free to parents and

[3] Zimmer, Gill, Razquin, Booker and Lockwood, 2007.
[4] *No Child Left Behind Act of 2001*, Sec. 1116, para. (1)(E) and (5)(A).

students; must be provided outside the regular school day; and may include tutoring, after-school services, and summer school. Supplemental services may be provided by a variety of state-approved organizations, including for-profit and nonprofit organizations, faith-based organizations, school districts, and public or private schools. Each state is responsible for developing criteria for approving providers and for providing school districts with a list of available, approved providers in their geographic locations, and for monitoring and evaluating the performance of providers.

Parents are permitted to select a supplemental service provider from a list of providers that have been approved by the state. School districts, in consultation with parents and providers, must develop specific educational goals for each participating student and enter into contracts with providers to serve individual students. Title I supplemental service providers are responsible for measuring students' progress and reporting regularly on that progress to teachers and parents. States are responsible for monitoring and evaluating provider performance.

These parental choice options are closely linked to the accountability provisions of *NCLB* that give parents information on which schools in their communities are succeeding and which are not. Districts are required to notify parents of eligible students of choice options in a timely manner and to provide parents with the information needed to make informed decisions. The choice provisions are intended to provide better options to individual students in low-performing schools, improve outcomes for students who transfer or receive supplemental services, and pressure low-performing schools to improve. The law thereby aims to improve outcomes for all students.

ELIGIBILITY, AVAILABILITY AND PARTICIPATION

In 2004–05, nearly 6.2 million students were eligible for Title I school choice and as many as 1.8 million students were eligible for supplemental services.[5]

In 2004–05, 18 percent of Title I schools were identified for improvement, with the consequence that their students were eligible for school choice. Some of these schools—8 percent of all Title I schools—were in the second year of improvement status or beyond, making their students also eligible for Title I supplemental services.

One-fourth (26 percent) of K–12 students in Title I schools were eligible for Title I school choice and 8 percent were potentially eligible to receive Title I supplemental services. The number of students eligible for choice options grew substantially from 2002–03 to 2004–05.

High-poverty, high-minority, and urban Title I schools were more likely to have students who were eligible for Title I school choice and supplemental services. Thirty-seven percent of high-poverty Title I schools (schools with 75 percent or more of students receiving free or reduced-price lunches) had students eligible for school choice, compared with 5 percent of low-poverty Title I schools (schools with less than 35 percent of students receiving free or reduced-price lunches). Similarly, 18 percent of high-poverty Title I schools had students eligible for supplemental services, compared with 2 percent of low-poverty Title I schools. High-minority and urban schools likewise comprised a disproportionate share of those required to offer Title I choice and supplemental services.

[5] The 1.8 million students eligible for Title I supplemental services represent a maximum number of students potentially eligible, estimated from the number of students receiving free or reduced-price lunches in Title I schools that must offer supplemental services. If resources were insufficient to serve all such students, then districts were permitted to offer services only to low-achieving students among the population.

Nationally, the participation rate for Title I supplemental educational services was substantially higher than for Title I school choice, but in both instances, most eligible students did not participate.

In 2003–04, 233,000 students received Title I supplemental services while 45,000 students used the Title I school choice option to transfer to a school not identified for improvement (in 2004–05).[6] Both of these numbers represented substantial increases from 2002–03 when 18,000 students used Title I school choice and 42,000 used supplemental services. School choice participants under Title I represented about 1 percent of eligible students in 2004–05, a participation rate that was comparable to that of the previous year. Supplemental service participants represented 17 percent of the total number of students estimated to be eligible. In the nine-district subsample, participation rates in Title I supplemental services were highest in elementary grades.

In a subsample of nine large, urban districts, students who participated in Title I supplemental educational services had lower scores than the eligible student population had. Students who participated in Title I school choice had scores nearly identical to those of the eligible student population.

Overall, average prior test scores for reading and math of students participating in supplemental services were 0.12 of a standard deviation lower than those of the eligible population. However, there were no statistically significant differences in prior reading and math test scores for students participating in the school choice option relative to the eligible population. Average test scores of students eligible for supplemental services and school choice were similar because these populations largely overlap.

Most districts required to offer Title I school choice reported offering eligible students school choice options; however, districts were more likely to provide options at the elementary level than at the middle and high school levels.

At the elementary level, 70 percent of districts with one or more elementary schools identified for improvement reported offering parents in those schools the option to transfer their child to another school (see Exhibit S.1). By contrast, approximately two-thirds of districts with middle or high schools identified for improvement were not offering school choice at those grade levels because all the schools at that grade level were identified for improvement; indeed, a large proportion of these districts operate only one middle school and one high school. As a consequence, the school choice option was much less frequently available in secondary grades. At the middle school level, only 20 percent of affected districts reported offering the school choice option to parents, while the comparable figure for the high school level was 17 percent. Among districts offering school choice to eligible students, 40 percent reported that at least one student actually transferred schools in 2004–05.

[6] The 233,000 students using Title I supplemental services may include an unknown number of students not eligible for such services under the law because some districts notified a larger pool of students than the law required. Supplemental service participation rates could not be determined for 2004–05 because surveys were administered in the middle of the school year; not all supplemental service enrollments for the year had yet taken place. Data from the Consolidated State Performance Reports for 2004–05 indicate that 446,000 eligible students participated in Title I supplemental services that year (based on 50 states, the District of Columbia, and Puerto Rico).

Exhibit S.1
Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice)

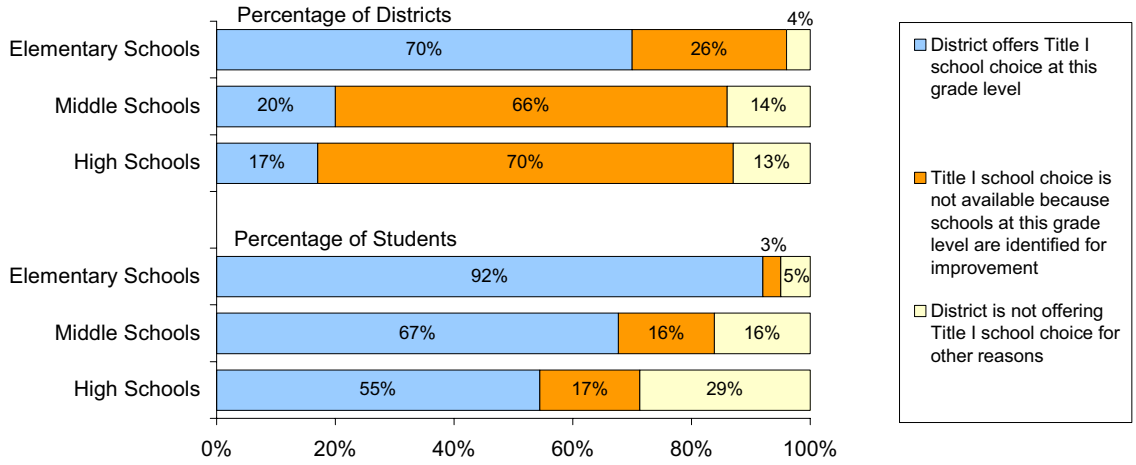

Exhibit reads: Seventy percent of districts required to offer school choice at the elementary level reported they were offering school choice at that grade level. Ninety-two percent of students in districts required to offer choice were located in these districts.

Source: NLS-*NCLB*, District Survey; SSI-*NCLB,* National AYP and Identification Database (n=124, 107, 72 districts, respectively, for elementary, middle, and high schools).

In nine large, urban districts, students who used the Title I school choice option transferred to higher-performing schools.

Students using school choice moved from schools with below-average achievement levels to schools with above-average achievement levels in every one of the nine districts. In several of the districts, the difference in achievement levels between chosen schools and former schools exceeded half a standard deviation. Across the nine districts, average achievement levels in the chosen schools exceeded average achievement levels in the schools left behind by nearly four-tenths of a standard deviation.

In 2004–05, most districts required to offer Title I supplemental educational services reported offering these services to eligible elementary and middle school students; One-third of districts did so for eligible high school students.

Most districts with eligible high school students did not offer Title I supplemental services in 2004–05, in part because providers were themselves far less likely to offer services to high school students than to elementary and middle school students (at least in a subsample of 16 districts where providers were surveyed).

A majority of districts required to offer Title I supplemental educational services reported that parents could choose from multiple providers, and most had at least one student participate in 2003–04.

A majority of districts (63 percent) reported that parents could choose from at least three Title I supplemental service providers, and 38 percent reported they could choose among five or more providers. Among districts required to offer supplemental services, 88 percent reported that at least one student participated in 2003–04.

From May 2003 to May 2005, the number of state-approved Title I supplemental educational service providers in the nation tripled.

The total number of supplemental educational service providers increased from 997 in May 2003 to 2,734 in May 2005. The largest increase occurred among private providers. Private providers accounted for 60 percent of all state-approved providers in May 2003 and 76 percent in May 2005. Meanwhile, school districts and public schools declined in their proportion of all providers, from 33 percent in May 2003 to 17 percent in May 2005. Although districts and public schools, institutions of higher education, and other types of non-private providers accounted for a smaller proportion of the total number of providers in May 2005 than they did three years earlier, all types of providers increased substantially in number over the three years.

Private providers served 58 percent of students participating in Title I supplemental educational services in 2003–04 and another 34 percent of students received supplemental services from districts or public schools.

National for-profit companies, which served 39 percent of participating students, served the largest proportion of students served by private providers. The remainder of students received supplemental services from faith-based and community-based providers, from colleges and universities, or through distance learning.

Title I supplemental educational service providers reported providing an average of 57 hours of services per student per year.

Providers reported an average of 3.5 sessions per week and 84 minutes per session, suggesting a weekly average dose of nearly five hours. They also reported an average of 41 sessions provided to students annually, suggesting an average duration of services of 12 weeks. Parents reported a similar intensity of weekly services as that reported by providers.

Nine out of ten parents of students participating in Title I supplemental educational services were satisfied with the services; half of such parents were very satisfied. More than 8 out of 10 parents who participated in Title I school choice were satisfied with that decision.

A large majority (91 percent) of responding parents of supplemental service participants in the subsample of eight urban districts reported satisfaction with the services; 53 percent were very satisfied. Among parents who transferred a child to a non-identified school, half reported that they were "very satisfied" with their decision and another third were "satisfied."

COMMUNICATION WITH PARENTS

Most districts required to offer Title I school choice and supplemental educational services reported notifying eligible parents of their options; however, most eligible parents in a sample of eight urban districts said they had not been notified—despite the fact that all eight districts offered these choice options and produced notification letters.

Sixty-two percent of the districts required to offer Title I school choice and 97 percent of districts required to offer supplemental educational services reported that they notified parents of the options available to their children. Most of the districts that did not notify parents of their eligibility for school choice were not offering school choice.

In a sample of eight urban districts, however, two-thirds of parents of students eligible for school choice indicated they had not been notified of their option to move their child to another school—despite the fact that all eight districts reported that they had offered choice to such parents (and provided copies of the parent information letter that they had sent out). Fifty-three percent of eligible parents said they were not notified of the Title I supplemental services option—again, despite the fact that all eight districts said they had notified parents of their options. Only about a quarter of parents of students in schools identified for improvement knew that the schools were so identified.

In 2004–05, less than one-third (29 percent) of districts required to offer school choice notified parents of eligible students before the beginning of the school year.

About half (49 percent) of the districts required to offer Title I school choice reported that they notified parents of the availability of this option after the first day of school and those districts notified parents an average of five weeks after the beginning of the school year. One reason for the late notice to parents may be that many states did not release school AYP lists to districts until late in the summer or early in the fall. Seven states provided districts with preliminary school identification results before August. Twenty-four more states provided preliminary results in August, leaving little or no time before the start of the school year, and 19 states and Puerto Rico provided preliminary results later than August, often after school had already begun.

Districts that notified parents about Title I school choice before the first day of school had higher participation rates than districts that notified parents on or after the first day of school.

In districts where parents were notified about the Title I school choice before the start of the school year, 2.9 percent of eligible students participated. In contrast, in the districts that did not notify eligible parents until after school started, the participation rate was 0.2 percent. This result is consistent with the result of parent survey data, which show that in a sample of eight urban districts, parents who took advantage of the school choice option were substantially more likely to have been informed before the start of the school year (62 percent) than were parents who kept their children in identified schools (38 percent).

The most frequent reasons parents gave for deciding to move their child to a school not identified for improvement were the better quality of teaching and good discipline and safety at the new school (reported by 52 and 49 percent of parents who used the school choice option, respectively).

Another related reason that parents gave for using the choice option was that their child's old school was not meeting his or her needs (47 percent).

IMPLEMENTING AND MONITORING SUPPLEMENTAL EDUCATIONAL SERVICES

As of early 2005, most states were working to develop and implement systems for monitoring and evaluating Title I supplemental educational service provider effectiveness, but very few had databases that would permit statewide examination of the achievement results of participating students.

States with evaluation standards planned to use a variety of measures of effectiveness. Seventeen states said they will evaluate provider effectiveness based on student achievement on state assessments, although only one of these planned to use a matched control group. Twelve states and Puerto Rico reported that they planned to allow the use of provider-developed tests, and ten states intended to use other measures, such as student grades, homework completion, or school- or teacher-administered tests. Seventeen states said they planned to measure parent or student satisfaction with the services.

Although *NCLB* does not give districts a formal role in the monitoring and evaluation of Title I supplemental educational services, providers reported higher frequencies of monitoring by districts than by states.

Three-quarters of providers in a subsample of 16 districts reported that student attendance rates at supplemental services were tracked by districts at least a few times per year, while only 35 percent reported a similar frequency of monitoring by states. Nearly half of providers reported that districts tracked student attendance rates for supplemental services monthly. Observations of Title I supplemental service sessions were the next most common method of monitoring by districts, reported by half of providers as occurring at least a few times per year. Ten percent of providers reported that they were not monitored by the state in any way, although less than 1 percent reported that they had received no monitoring from either the district or state.

Some district contracts required that a certified teacher supervise supplemental service sessions and some imposed caps on the number of students served by a given provider.

Districts reported spending an average of $875 per participating pupil on Title I supplemental educational services in 2003–04.

Total spending on Title I supplemental educational services was estimated to be $192 million in 2003–04.

Most providers reported that they communicated with the regular classroom teachers of their students, but one in five never did so.

Seventy percent of Title I supplemental educational service providers reported that they communicated with the classroom teachers of their students at least a few times per year. However, a non-negligible minority of providers (19 percent) reported no contact with classroom teachers.

CONCLUSIONS

Most districts reported that they offered Title I school choice and supplemental educational services if they were required to do so, and the number of students participating in both options (especially supplemental services) increased substantially from the initial implementation of *NCLB* to the most recent year with available data. Nonetheless, only a small proportion of eligible students actually participated in the choice options available to them. Three notable issues may have contributed to reduce participation:

1. **Absence of available options.** A substantial number of districts—usually small districts with few schools—had no non-identified schools to which students in identified schools could transfer. An absence of non-identified schools is especially common at the middle and high school levels. With respect to supplemental services, providers were far less likely to offer services to high school students than to younger students.
2. **Timing of notification.** Less than one-third of districts required to offer Title I school choice notified parents of eligible students before the beginning of the school year.
3. **Problems with communication.** While almost all of the districts offering Title I school choice and supplemental educational services reported that they notified parents of the options available to their children, many parents were not aware of their options.

For families that participated in Title I school choice, there are signs of promise. Parents who took advantage of Title I school choice were very satisfied with the new schools—which have substantially higher average student achievement than did the schools departed by the transfer students (at least in nine large, urban districts subsampled), as intended by *NCLB*. Moreover, students using the school choice option had lower than average levels of prior achievement.

Parents were likewise satisfied with Title I supplemental educational services. The availability of supplemental services has grown rapidly over the past several years contributing to the rise in participation. Participating students—who also tend to be low-achieving and apparently in need of the services—received an average of 57 hours of additional instructional time. But systems for monitoring providers and evaluating their effectiveness are only in their infancy.

In short, states, districts, and providers were working to implement Title I school choice and supplemental educational services, but whether they will meet the expectations envisioned in the law of providing a range of educational options to parents of students in persistently low-performing Title I school is not yet clear.

I. INTRODUCTION

A key aim of the federal *No Child Left Behind Act of 2001 (NCLB)* is to provide new educational options to parents whose children attend Title I schools[7] that are identified for improvement, corrective action, or restructuring because the schools have not made adequate yearly progress (AYP) toward meeting state standards for two or more years. The first of these options is the opportunity for parents to transfer their children to another school in the district that has not been identified. The second option is the opportunity for parents to enroll their children in supplemental educational services—such as tutoring, remediation, or other academic instruction—that are offered by a state-approved provider and are in addition to instruction provided during the school day. This option is available to low-income families whose children attend a Title I school that is in Year 2 (or a later year) of identified for improvement status.

This report presents findings on the implementation of the Title I school choice and supplemental educational service options from the National Longitudinal Study of *No Child Left Behind* (NLS-*NCLB*) and the Study of State Implementation of Accountability and Teacher Quality Under *No Child Left Behind* (SSI-*NCLB*). Together, these two studies aim to provide an integrated longitudinal evaluation of the implementation of key *NCLB* provisions by states, districts and schools, focusing primarily on the following four areas: accountability, teacher quality, parental choice and supplemental educational services, and targeting and resource allocation. Using state reports, extant data on student and school outcomes, and interviews with state-level administrators, the SSI-*NCLB* is analyzing implementation in each of the 50 states, the District of Columbia, and Puerto Rico in 2004–05 and 2006–07. During the same two years, the NLS-*NCLB* is tracking implementation in a nationally representative sample of districts and schools through surveys of district administrators, principals, and teachers; as well as surveys of parents in eight districts, surveys of supplemental service providers in 16 districts, and analysis of student-level demographic and achievement data in nine districts.[8] Data in this report are based on the 2004–05 data collection cycle for both studies and on a national database of the 2003–04 adequate yearly progress (AYP) status of all schools and of schools identified for improvement in 2004–05.

Two companion reports, also based on these studies, will address *NCLB* implementation and progress in the areas of accountability and teacher quality, and a fourth report will examine resource targeting and allocation under Title I and certain other federal education programs.

OVERVIEW OF THE PARENTAL CHOICE PROVISIONS OF *NCLB*

Increased choice for parents of children from disadvantaged backgrounds is one of the key principles of *NCLB*.[9] Title I schools that do not meet state goals for AYP for two consecutive years are identified as being in need of improvement. *NCLB* requires that parents of students in Title I schools that are identified for improvement be given the option to transfer their children to another public school in the district that has not been identified for improvement, with transportation provided by the district. Priority is to be given to low-achieving, low-income students requesting transfers, and local education

[7] Title I schools are schools that operate programs funded under Title I of the *Elementary and Secondary Education Act of 1965 (ESEA)*, the largest federal program supporting elementary and secondary education. Title I, Part A, includes the two parental choice options that are the subject of this paper. The *No Child Left Behind Act of 2001* is the most recent reauthorization of *ESEA*.

[8] The parent survey was intended to be conducted in the same nine districts as the student-level achievement analysis, but one of the districts did not provide the data needed to draw a sample of parents so the parent survey was conducted in eight of the nine districts.

[9] *No Child Left Behind Act of 2001*, Sec. 1116, para. (1)(E) and (5)(A).

agencies must offer more than one choice to eligible students. Students may stay in the new school until they complete that school's highest grade, but local education agencies are not required to provide transportation to these students once their school of origin is no longer identified for improvement.

Access to supplemental educational services is an additional parental choice available under Title I of *NCLB*. Students from low-income families in schools that have been identified for improvement are eligible to receive supplemental services from a provider selected by parents if the school falls short of AYP for a third time before exiting improvement status. These services are free to parents and students; must be provided outside the regular school day; and may include tutoring, after-school services, and summer school. Parents are permitted to select a supplemental service provider from a list of providers that have been approved by the state to offer services. School districts, in consultation with parents and providers, must develop specific educational goals for each participating student. Supplemental service providers are responsible for measuring students' progress and reporting regularly on that progress to teachers and parents.

Supplemental educational services may be provided by a variety of organizations, including approved for-profit and nonprofit organizations, school districts, faith-based organizations, and public or private schools. Each state is responsible for developing criteria for approving providers and for providing school districts with a list of available approved providers in their geographic locations.

Districts with students eligible for school choice and supplemental educational services are required to allocate at least 20 percent of their Title I, Part A, allocations for supplemental services and for transportation for students using school choice. Although all low-income students who attend Title I schools that are in the second year of improvement and beyond are eligible to receive supplemental services, the district must give priority to the lowest-achieving eligible students if district funds are not sufficient to provide services to all eligible students.

These parental choice options are closely linked to the accountability provisions of *NCLB* that give parents information on which schools in their communities are succeeding and which are not. Indeed, districts are also required to notify parents of eligible students of all available choice options in a timely manner and must provide parents with the information needed to make informed decisions. The choice provisions are intended to provide better options to individual students in low-performing schools, improve outcomes for students who transfer or receive supplemental services, and pressure low-performing schools to improve. The law thereby aims to improve outcomes for all students.

EVALUATION QUESTIONS AND DATA SOURCES FOR THIS REPORT

This report addresses three broad areas of inquiry about the Title I provisions for providing school choice and supplemental services for students in low-performing schools:

1. Who is eligible to participate in parental school choice and supplemental educational services under Title I of *NCLB*, what choices are made available, and who participates?
2. How are states, districts, and schools providing information to make parents aware of their options? What information do parents have and use to make decisions about their school choice and supplemental service options?
3. How do states, districts, and schools support, monitor, and collaborate in the implementation of supplemental educational services under Title I?

One chapter of this report is devoted to each of these areas. Another report[10] addresses a fourth evaluation question:

4. What are the effects of the Title I parental choice provisions on the achievement of participating students?

The SSI-*NCLB* and the NLS-*NCLB*, which provide the data to address the above questions, are part of the congressionally mandated National Assessment of Title I being conducted by the U.S. Department of Education. The SSI-*NCLB* examines state implementation of *NCLB* in the areas of accountability and teacher quality through analysis of school performance data and state documents (including state Web sites and consolidated applications and reports) and telephone interviews with state officials responsible for implementation of the accountability, teacher quality, and Title III and supplemental educational services requirements of *NCLB*.

For this report on Title I parental choice options, the SSI-*NCLB* survey data primarily include information about state monitoring and evaluation of supplemental educational services. The state interviews were conducted in fall 2004 and winter 2005; a second wave of data collection will ensue in fall 2006. The response rate for the first wave of state interviews was 100 percent. The SSI-*NCLB* also collected state lists of schools identified for improvement, which were used to estimate the number of students eligible for the school choice and supplemental service options. The resulting National Database of School AYP and Identification was merged with National Center for Education Statistics (NCES) data on school poverty, size, grades served, and urbanicity from the Common Core of Data for 2002–03 in order to examine how eligibility and participation vary by school demographic characteristics.

The NLS-*NCLB* includes nationally representative samples of districts, principals, and teachers, as well as samples of parents and supplemental service providers in a subsample of 8 and 16 districts, respectively. Student-level demographic and achievement data was also collected in the same subsample of districts used for parent surveys, plus one additional district. The sample includes a national representation of 300 districts within which is a sample of 1,483 schools, including a mix of elementary, middle and high schools. The school sample includes 557 schools that were identified for improvement under *NCLB*. In each school, six teachers were randomly selected: at the elementary school level, one teacher in each grade; at the secondary school level, three English teachers and three math teachers. In total, the NLS-*NCLB* surveyed 4,772 elementary teachers, 2,081 secondary English language arts teachers, and 1,938 secondary mathematics teachers. In addition, 1,483 principals, 300 district administrators, 1,408 special education teachers and 950 Title I paraprofessionals (teacher aides) were surveyed. Response rates ranged from 82 to 96 percent.

This report focuses on the Title I parental choice provisions, which only districts with Title I schools identified for improvement are required to offer; therefore, fewer respondents were eligible to answer these sections. The surveys asked district administrators and principals about Title I school choice in 2003–04 and 2004–05 and about supplemental educational services in 2003–04.[11] The teacher surveys also included questions about supplemental services. For the school choice sections, 156 district administrators and 355 principals responded for the 2003–04 school year and 125 district administrators and 278 principals responded for the 2004–05 school year. Respondents to questions about

[10] See Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

[11] This report does not address supplemental services provided in 2004–05, because in many districts, services may only have started when the NLS-*NCLB* district survey was in the field in the winter of 2004–05.

supplemental services in 2003–04 comprised 102 district administrators, 220 principals, and 2,503 teachers.

For the parent survey, a stratified random sample was drawn from a subset of eight large urban school districts with substantial numbers of participants in the two Title I choice options.[12] Four groups of parents were surveyed, based on district identification of parent eligibility and participation in school choice and supplemental services: parents of students in schools that were not identified for improvement under *NCLB*, parents of students in schools identified for improvement who used supplemental services, parents of students in schools identified for improvement who did not use supplemental services, and parents who used the Title I school option to transfer their child to a non-identified school. One parent per student was surveyed. A total of 1,863 parents completed surveys for a response rate of 61 percent.

For the supplemental service provider survey, a random sample of 150 state-approved providers were surveyed in 16 districts, including the same eight districts used for the parent survey and eight additional districts selected to ensure variation in geographic regions, district size, and urbanicity. Surveys were completed by 103 providers for a response rate of 82 percent. Eighty-five percent of these providers were private providers, as compared with 84 percent of providers nationally. Five percent of the responding providers were school districts, compared with 14 percent nationally. More details are provided in Appendix A.

In addition to the survey data, the report uses administrative data and documents gathered under the NLS-*NCLB*. Documents were collected in a purposive sample of 25 school districts (including the districts in which the parent and provider surveys were conducted). Samples of documents relevant to *NCLB* were collected in each district, including district and school improvement plans and report cards and parental notifications about choice options, teacher qualifications, and achievement test scores of children.

Taken together, the purpose of these two studies is to provide an integrated longitudinal evaluation of the implementation of *NCLB* at the state, district, and school levels, with particular focus in four areas: (1) accountability, (2) teacher quality, (3) Title I school choice and supplemental educational services, and (4) resource allocation and targeting. This report focuses on the third of these areas, while companion reports will address the others.

Technical Note

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-value 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 critical values for t.

[12] One of the districts did not provide the data needed to draw a sample of parents, so that the parent data is based on eight districts.

II. ELIGIBILITY, AVAILABILITY AND PARTICIPATION

No Child Left Behind aims to make additional educational options, including the option to choose another school and the option to receive supplemental service choices, available to the parents of students in Title I schools identified for improvement. This chapter describes the students eligible for these choices and the schools in which they are enrolled; the availability of the options offered to their parents, including the characteristics of supplemental service providers; and rates of participation in the options.

Key Findings

- **In 2004–05, nearly 6.2 million students were eligible for Title I school choice and as many as 1.8 million students were eligible for supplemental educational services.**
- **The participation rate for Title I supplemental educational services (17 percent) was substantially higher than for Title I school choice (1 percent), but in both instances, most eligible students did not participate.**
- **In a subsample of nine large, urban districts, both Title I choice options were reaching disadvantaged students.** Students who participated in supplemental educational services had lower achievement than did all eligible students, while school choice participants had similar test scores as the eligible student population. African-American students had above-average participation rates in both Title I choice options; Hispanic students had above-average participation rates for supplemental services but below-average participation rates for school choice.
- **Title I choice options were less likely to be offered at the middle and high school levels.** Less than one-fourth of districts required to offer Title I school choice at the middle and high school levels reported doing so (20 percent and 17 percent, respectively), compared with 70 percent at the elementary level. Most districts required to offer supplemental educational services reported doing so for elementary and middle school students, but only 44 percent of districts did so for eligible high school students.
- **In nine large, urban districts, students who used the Title I school choice option transferred to higher-performing schools.**
- **From May 2003 to May 2005, the number of state-approved Title I supplemental educational service providers in the nation more than tripled from 997 to 2,734.** The largest increase occurred among private providers.
- **Private providers served a majority of students (58 percent) participating in Title I supplemental educational services in 2003–04.** Most of the remaining participants (34 percent) received supplemental educational services from districts or public schools.
- **Supplemental educational service providers reported providing an average of 57 hours of services per student per year**. Most parents of students participating in supplemental educational services in a subsample of urban districts reported that the students received supplemental services at their own schools, in a group with other students and the tutor.

ELIGIBILITY FOR PARENTAL CHOICE

In 2004–05, nearly 6.2 million students were eligible for Title I school choice and as many as 1.8 million students were eligible for supplemental educational services.

Over one-fourth (26 percent) of K–12 students in Title I schools were eligible for Title I school choice and 8 percent were potentially eligible to receive supplemental educational services (see Exhibit 1).

Most districts were not required to offer parental choice options in 2004–05, because most Title I schools were not identified for improvement. In 2004–05, 18 percent of Title I schools were identified for improvement, with the consequence that their students were eligible for school choice. Some of these schools—8 percent of all Title I schools—were in the second year of improvement status or beyond, making their students also eligible for supplemental services (see Exhibit 1).[13]

Exhibit 1
Number and Percentage of Students Eligible for Title I School Choice and Supplemental Educational Services and of Title I Schools with Eligible Students, 2002–03 Through 2004–05

	School Choice			Supplemental Educational Services		
	2002–03	2003–04	2004–05	2002–03	2003–04	2004–05
Students eligible						
Number of students	1,535,000	3,946,000	6,185,000	592,000	1,377,000[a]	1,828,000[a]
Percentage of students in Title I schools	6%	16%	26%	2%	6%	8%
Title I schools						
Number of Title I schools	6,094	5,944	8,873	1,300	3,191	3,851
Percentage of Title I schools	12%	12%	18%	2%	6%	8%

Exhibit reads: In 2002–03, 1,535,000 students were eligible for Title I school choice representing 6 percent of all students in Title I schools. In 2002–03, 6,094 schools, 12 percent of all Title I schools, had students eligible for school choice.

[a] The number of students eligible for supplemental services is the maximum number of students potentially eligible, estimated from the number of students receiving free or reduced-price lunches in Title I schools that must offer supplemental services.

Sources: U.S. Department of Education (2006) (for 2002–03); SSI-*NCLB,* National AYP and Identification Database (for 2003–04 and 2004–05, based on data reported by 50 states and the District of Columbia for 50,731 Title I schools).

Some states and districts have expanded eligibility for parental choice options beyond the students that *NCLB* requires they serve. Idaho and New Mexico required non-Title I schools that have been identified for improvement to offer school choice and Tennessee required non-Title I schools in corrective action to offer choice. These three states also required districts to offer supplemental services in non-Title I identified schools. (Exhibit 1, however, includes only Title I schools.) Among districts required to offer supplemental services in 2004–05, 35 percent reported that they also offered supplemental services to students in schools in the first year of improvement.

[13] These findings are in line with the most recent report issued by the Center on Education Policy (CEP) (2006), which found that in 2005–06, 12 percent of districts were required to offer supplemental services.

The number of students eligible for Title I school choice and supplemental services grew substantially from 2002–03 to 2004–05, as did the number of schools and districts with such students (see Exhibit 1).[14] The number of students eligible for school choice grew to over six million in 2004–05, while the number of students eligible for supplemental services rose from nearly 600,000 to 1.8 million from 2002–03 to 2004–05. This increase in eligibility for school choice represents a jump from 6 percent of students in Title I schools being eligible in 2002–03 to 26 percent in 2004–05; the corresponding increase for those eligible for supplemental services was from 2 percent to 8 percent.

High-poverty, high-minority, and urban Title I schools were more likely to have students eligible for Title I school choice and supplemental educational services.

In 2004–05, 37 percent of high-poverty Title I schools (schools with 75 percent or more of students receiving free or reduced-price lunches) had students eligible for school choice, compared with 5 percent of low-poverty Title I schools (schools with less than 35 percent of students receiving free or reduced-price lunches) (see Exhibit 2). Similarly, 18 percent of high-poverty Title I schools had students eligible for supplemental services, compared with 2 percent of low-poverty Title I schools.

Exhibit 2
Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by Poverty and Minority Status, 2004–05

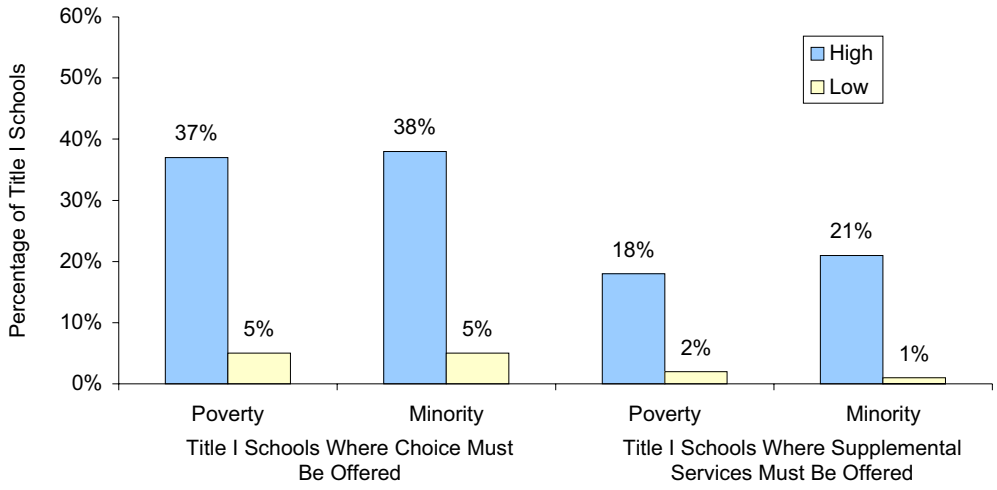

Exhibit reads: In 2004–05, 37 percent of high-poverty Title I schools had students eligible for school choice, compared with 5 percent of low-poverty Title I schools.

Source: SSI-*NCLB,* National AYP and Identification Database (based on data reported by 50 states and the District of Columbia for 48,761 Title I schools).

[14] The U.S. Department of Education's 2006 report on the implementation of Title I (TASSIE), suggests that the seemingly inconsistent doubling of the number of students eligible for school choice from 2002–03 to 2003–04 while the number of schools with such students declined may be because *NCLB* led to the identification of an increasing proportion of large schools.

Schools with high concentrations of minority students (75 percent or more) were much more likely to have students eligible for the two Title I choice options in 2004–05 than were schools with low concentrations of minority students (less than 25 percent). Specifically, 38 percent of high-minority Title I schools had students eligible for school choice and 21 percent had students eligible for supplemental services, compared with 5 percent and 1 percent, respectively, of low-minority schools.

Urban schools were more likely than suburban and rural schools to have students eligible for the Title I choice options. In 2004–05, 31 percent of urban Title I schools had students eligible for school choice, compared with 15 percent of suburban Title I schools and 9 percent of rural Title I schools (see Exhibit 3). This pattern held for supplemental services as well.[15]

Exhibit 3
Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by Urbanicity, 2004–05

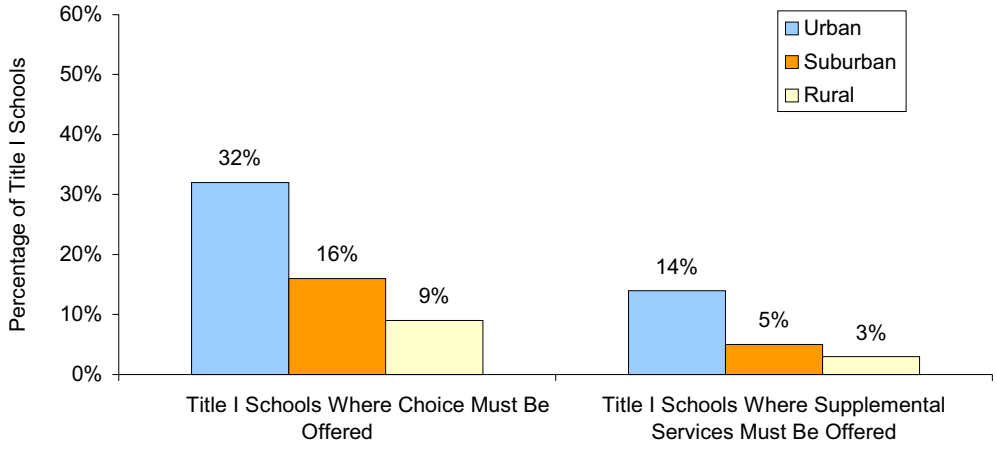

Exhibit reads: In 2004–05, 32 percent of urban Title I schools with students eligible for school choice, compared with 16 percent of suburban and 9 percent of rural Title I schools.

Source: SSI-*NCLB,* National AYP and Identification Database (based on data reported by 50 states and the District of Columbia for 48,761 Title I schools).

Secondary students were more likely to be eligible for school choice and supplemental services than were elementary students, because secondary Title I schools, particularly middle schools, were more likely to be identified for improvement. While students in 15 percent of Title I elementary schools were eligible for school choice, students in 31 percent of Title I middle schools and 24 percent of Title I high schools were eligible. Similarly, students in 6 percent of Title I elementary schools were eligible for supplemental services compared with students in 12 percent of Title I middle schools and 7 percent of Title I high schools (see Exhibit 4).

[15] The CEP (2006) report likewise found that urban districts were most likely to be required to offer supplemental services, with rural districts least likely to be in the same situation.

PARTICIPATION IN TITLE I CHOICE OPTIONS

The number of students participating in Title I school choice and supplemental educational services increased substantially from 2002–03 to subsequent years.

Both school choice and supplemental services showed increases in the number of students participating. Nationally, school choice participation increased from 18,000 in 2002–03 to 38,000 in 2003–04 and 45,000 in 2004–05. Participation in supplemental educational services grew more rapidly, from 42,000 in 2002–03 to 233,000 in 2003–04.[16]

Exhibit 4
Percentage of Title I Schools with Students Eligible for Title I School Choice and Supplemental Educational Services, by School Level, 2004–05

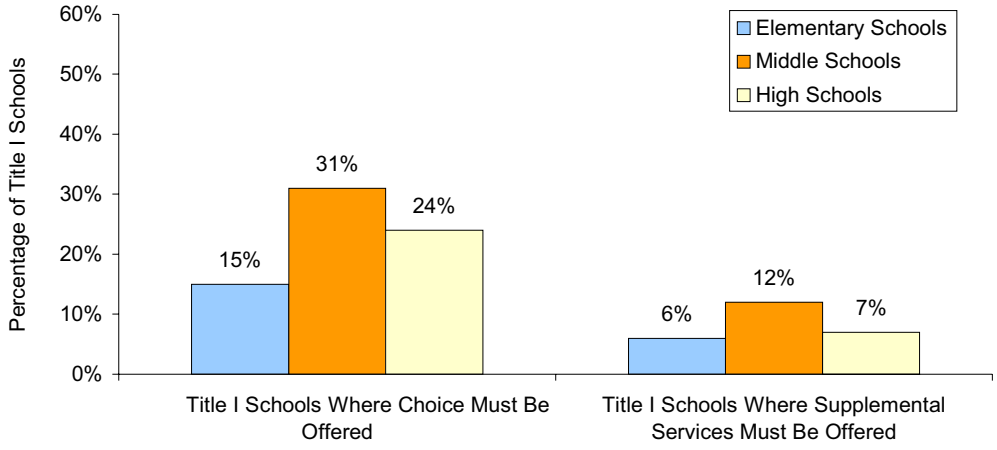

Exhibit reads: In 2004–05, 15 percent of elementary Title I schools had students eligible for school choice, compared with 31 percent of Title I middle schools and 24 percent of Title I high schools.

Source: SSI-*NCLB,* National AYP and Identification Database (based on data reported by 50 states and the District of Columbia for 48,761 Title I schools).

Nationally, the participation rate for Title I supplemental educational services was substantially higher than for Title I school choice, but in both instances, most eligible students did not participate.

Students participating in Title I school choice represented about 1 percent of eligible and 1 percent of notified students, a participation rate that was comparable to that of the previous year, while students participating in supplemental services represented about 17 percent of the number of students estimated to be eligible for these services nationally in 2003–04 (see Exhibit 5).

[16] Participation in supplemental services could not be determined for 2004–05 because surveys were administered in the middle of the school year and not all supplemental service enrollments for the year had yet taken place. Data from the Consolidated State Performance Reports for 2004–05 indicate that 446,000 eligible students participated in Title I supplemental services that year (based on 50 states, the District of Columbia, and Puerto Rico).

Exhibit 5
Notification, Application, and Participation in Title I School Choice and Supplemental Educational Services, 2003–04 and 2004–05 (as Reported by Districts)

	Supplemental Educational Services 2003–04 (n=80)		School Choice 2003–04 (n=109)		School Choice 2004–05 (n=121)	
	Estimated Number of Students	Percentage of Eligible Students	Estimated Number of Students	Percentage of Eligible Students	Estimated Number of Students	Percentage of Eligible Students
Eligible[a]	1,380,000	N/A	3,850,000	NA	6,526,000	NA
Notified	1,714,000	124%	3,269,000	85%	4,175,000	64%
Applied	265,000	19%	68,000	2%	82,000	1%
Participated[b]	233,000	17%	38,000	1%	45,000	1%

Exhibit reads: In 2003–04, 1,380,000 students were eligible for Title I supplemental educational services.

[a] The number of eligible students in this exhibit differs slightly from the number of eligible students noted in Exhibit 1 because they are based on different sources. Exhibit 5 estimates of eligible students for the Title I parental choice were based on responses from the NLS-NCLB sample of districts whereas Exhibit 1 estimates were based on administrative records.

[b] The 233,000 students participating in supplemental services may include students that districts were not required to offer these services to, under the law; some districts notified a larger pool of students than the law required.

Note: The percentage of eligible students was estimated based on two different sources of data—the estimated number of students notified, taken from district survey responses, and actual national counts of students eligible for choice and supplemental services. NA means not applicable.

Source: NLS-*NCLB,* District Survey; SSI-*NCLB,* National AYP and Identification Database.

These participation rates are similar to those estimated by the Center on Education Policy (2006) study, which reported that about 1 percent of eligible students were using the Title I school choice option during the 2004–05 school year and about 18 percent of eligible students were using *NCLB*-related supplemental services during the 2004–05 school year. The Government Accountability Office (2006) counted 245,000 students participating in supplemental educational services in 2003–04, a result similar to the one reported here.

Participation rates in Title I supplemental educational services were lower in secondary schools than in elementary schools.

Elementary principals of schools with eligible students reported participation numbers in supplemental educational services for 2003–04 that indicated an average rate of 17 percent of eligible students. Middle school principals, by contrast, reported participation numbers that indicated that only 5 percent of eligible students were participating in supplemental services. Too few high school principals responded

with knowledge of the number of their students participating to permit an accurate estimate of the national participation rate for high school students.[17]

Student-level administrative data on the participation in Title I supplemental services were provided by a subsample of nine large, urban districts: Baltimore, Chicago, Denver, Long Beach, Los Angeles, Palm Beach, Philadelphia, San Diego, and Washington, D.C. Average participation rates in those districts were generally consistent with the national survey results: they were consistently highest in elementary grades ranging from 16 to 23 percent and lowest in high school grades ranging from 2 to 4 percent (see Exhibit 6).

Exhibit 6
Percentage of Eligible Students Participating in Title I Supplemental Educational Services and School Choice, by Grade Level in Nine Districts, 2004–05

Grade	Number of Districts Reporting Participation	Percentage of Eligible Students Participating in Supplemental Services	Percentage of Eligible Students Participating in School Choice
K	2	1.2%	4.1%
1	5	16.4%	0.9%
2	7	23.8%	0.6%
3	9	28.3%	1.0%
4	9	27.5%	0.7%
5	9	25.1%	0.6%
6	8	15.6%	1.5%
7	9	12.8%	0.6%
8	9	12.0%	0.4%
9	6	3.4%	0.4%
10	6	4.0%	0.4%
11	4	2.8%	0.2%
12	3	2.4%	0.4%

Exhibit reads: In two districts for which information on kindergarten students was available, 1.2 percent of kindergarten students participated in Title I supplemental services and 4.1 percent participated in the school choice option.

Note: Data for one of the nine districts are for 2003–04.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

For Title I school choice, average student participation rates across the subsample of nine urban districts were below 1 percent in each of grades one through five and seven through twelve.[18] The second-highest average participation rate (1.5 percent) was in sixth grade, perhaps because many students were moving from elementary to middle school at that point. Similarly, ninth grade showed higher transfer rates than the adjoining grades in four of the five districts reporting school choice participation data for grades eight through ten. School choice participation was not included in the data for kindergarten, the other grade level that might be expected to show higher-than-average participation.

[17] Forty percent of high school principals in schools with eligible students indicated that they did not know how many of their students were participating, and a substantial additional proportion did not answer the question.
[18] See Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

Of particular interest is whether disadvantaged students and students with low levels of prior achievement were taking advantage of the Tile I choice options. This is an important question, given that these disadvantaged students are the primary focus of *NCLB*.

In a subsample of nine large, urban districts, African-American students had the highest rates of participation, compared with other racial or ethnic groups, in Title I supplemental educational services, and an above-average participation rate in school choice.

For supplemental educational services, eligible African-American and Hispanic students had higher participation rates (16.9 percent and 11.6 percent, respectively) than did eligible white students (10.1 percent). Above-average participation rates were also found for students with disabilities (14.6 percent) and LEP students (13.1 percent) (see Exhibit 7).

Exhibit 7
Percentage of Eligible Students Participating in Title I Supplemental Educational Services and School Choice in Nine Large, Urban Districts, by Demographic Categories, 2004–05

Demographic Characteristic	Supplemental Educational Services	School Choice
White	10.1%	1.1%
African-American	16.9%	0.9%
Hispanic	11.6%	0.4%
LEP students	13.1%	0.3%
Students with disabilities	14.6%	0.4%

Exhibit reads: For the 2004–05 school year, 10.1 percent of eligible white students participated in Title I supplemental educational services.

Note: Data for one district are for 2003–04.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

For school choice, eligible African-American students again had an above-average participation rate (0.9 percent), but eligible Hispanic students were less likely to participate (0.4 percent). White students had an above-average participation rate (1.1 percent). LEP students and students with disabilities had relatively low participation rates (0.3 percent and 0.4 percent, respectively).

The nine districts in the subsample also provided information about the achievement levels of students in the year prior to participation in the Title I choice options. Exhibit 8 shows average achievement results across the nine districts for participants and all eligible students for both school choice and supplemental educational services. For this analysis, test results were converted to standardized z-scores to permit comparison and averaging across districts with different tests. A value below zero indicates an average score below the district average while a score above zero indicates it is above the district average.

Exhibit 8
Prior Achievement Levels (Measured in Z-Scores) of Students Participating and Eligible for Title I Choice Options in Nine Large, Urban Districts, 2004–05

Demographic Characteristic	Supplemental Educational Services		School Choice	
	Participating Students	Eligible Students	Participating Students	Eligible Students
Prior year reading z-score	-0.35[a]	-0.23	-0.19	-0.21
Prior year math z-score	-0.31[a]	-0.19	-0.19	-0.19

Exhibit reads: For the 2004–05 school year, students participating in Title I supplemental educational services had, on average, prior reading achievement scores of 0.35 of a standard deviation below the districtwide mean score, while students eligible for supplemental services had, on average, reading prior achievement scores of 0.23 of a standard deviation below the districtwide mean.

[a] Indicates that the prior test scores of participants were significantly different from prior test scores of eligible students at the 5 percent level.

Notes: Data for one district are for 2003–04. Values less than 0 are below the districtwide averages while values greater than 0 are above districtwide averages.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

In a subsample of nine large, urban districts, students who participated in Title I supplemental educational services had lower scores than the eligible student population had. Students who participated in Title I school choice had scores nearly identical to those of the eligible student population.

Overall, average prior test scores for reading and math of students participating in supplemental services were 0.12 of a standard deviation lower than those of the eligible population. However, there were no statistically significant differences in prior reading and math test scores for students participating in the school choice option relative to the eligible population. Average test scores of students eligible for supplemental services and school choice were similar because these populations largely overlap.

OPTIONS OFFERED BY DISTRICTS

School Choice Options

Most districts that were required to offer Title I school choice reported offering school choice options to eligible students; however, districts were more likely to provide options at the elementary level than at the middle and high school levels.

At the elementary level, 70 percent of districts with one or more elementary schools identified for improvement reported offering students in those schools the option to transfer to another school (see Exhibit 9). At the middle school level, 20 percent of affected districts reported offering the school choice option, while the comparable figure for the high school level was 17 percent. Approximately two-thirds of districts with middle or high schools that were identified for improvement were not offering school choice at those grade levels because all the schools at that grade level were identified for improvement. Typically, districts have fewer middle and high schools than elementary schools. Across

the country, 77 percent of school districts with high schools have only one high school, 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.[19]

Among districts offering school choice to eligible students, 40 percent reported at least one student actually transferred schools in 2004–05.

Nationwide, greater percentages of students are being offered Title I school choice than the above numbers suggest, because large districts are more likely to be offering choice to at least some of their students. Among elementary students eligible for choice, 92 percent attended school in a district that reported offering choice, while 67 and 55 percent of eligible middle and high school students attended school in a district that reported offering choice (see Exhibit 9).

Exhibit 9
Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice)

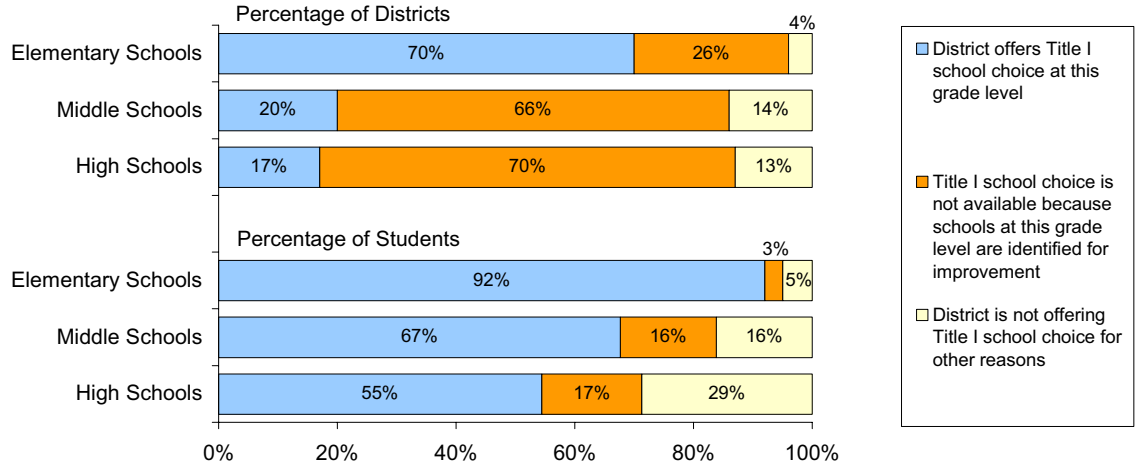

Exhibit reads: Seventy percent of districts required to offer school choice at the elementary level reported they were offering school choice at that grade level. Ninety-two percent of students in districts required to offer choice were located in these districts.

Source: NLS-*NCLB*, District Survey; SSI-*NCLB,* National AYP and Identification Database (n=124, 109, and 72 districts, respectively, for elementary, middle and high schools).

[19] U.S. Department of Education, National Center for Education Statistics, *Common Core of Data, 2002–03*. Special tabulation done for NLS-*NCLB*.

Districts that offered Title I school choice typically offered parents of eligible elementary students multiple alternate schools to choose from; parents of eligible middle and high school students were typically offered fewer options.

In 2004–05, the median number of alternate schools that districts reported offering parents of students eligible for school choice, was two at the elementary level and one at the middle and high school levels. However, the range was quite wide (e.g., 0 to 39 for elementary schools). More than three-fourths of districts required to offer choice at the elementary level in 2004–05 offered two or more alternate schools, but this was less common at the middle and high school levels (30 percent and 20 percent, respectively) (see Exhibit 10).

Exhibit 10
Percentage of Districts Required to Offer Title I School Choice That Offered Parents of Eligible Students Two or More Alternate Schools, by School Level, 2004–05

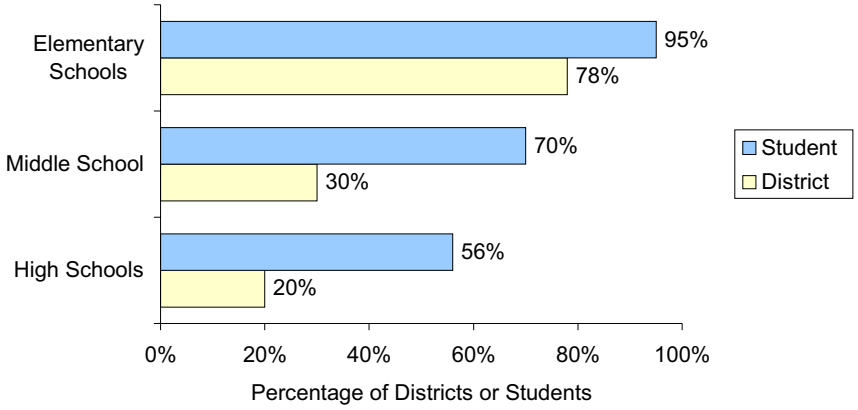

Exhibit reads: In 2004–05, 56 percent of students attended schools in districts that offered choice at the high school level and that reported they offered parents of students eligible for school choice at least two alternate schools. Twenty percent of districts that offered choice at the high school level reported that they offered parents of students eligible for school choice at least two alternate schools.

Source: NLS-*NCLB*, District Survey (n=67, 106, and 108 districts, respectively, for high, middle, and elementary schools).

The proportion of eligible students for Title I school choice who were offered at least two options of alternate schools, was substantially higher than the proportion of districts able to offer such options, because eligible students are disproportionately located in large districts. Ninety-five percent of eligible elementary students had at least two schools from which to choose from, as did 70 percent of middle school students and 56 percent of high school students.

Districts in the subsample of eight large, urban districts in which parents were surveyed, reported offering parents of eligible students an average of seven elementary schools from which to choose, while parents in these districts reported being offered an average of four schools. Sixty-nine percent of parents taking advantage of the Title I school choice, reported they had been allowed to transfer their child to

their first-choice alternate school. Non-choosing parents did not report being offered fewer choices than choosing parents.

More than 8 out of 10 parents who took advantage of the Title I school choice option were satisfied with their decision.

Among parents who transferred their child to a non-identified school, one-half reported that they were "very satisfied" with their decision and another third were "satisfied."

In nine large, urban districts, students who used the Title I school choice option transferred to higher-performing schools.

Students using school choice moved from schools with below-average achievement levels to schools with above-average achievement levels in every one of the nine districts (see Exhibit 11). In several of the districts, the difference in achievement levels between chosen schools and former schools exceeded half a standard deviation. Across the nine districts, average achievement levels in the chosen schools exceeded average achievement levels in the schools left behind by nearly four-tenths of a standard deviation.

Exhibit 11
Average Student Achievement in Schools That Students Participating in Title I School Choice Left and to Which They Transferred, Relative to Average District Achievement, 2003–04 and 2004–05

	Reading Z-Score			Math Z-Score		
District	n	Schools Students Left	Schools to Which Students Transferred	n	Schools Students Left	Schools to Which Students Transferred
A	436	-0.12	0.06	436	-0.13	0.12
B	449	-0.14	0.01	373	-0.08	0.02
C	147	-0.25	0.34	147	-0.33	0.27
D	830	-0.23	0.11	710	-0.25	0.11
E	553	-0.33	0.36	553	-0.25	0.35
F	18	-0.42	0.08	18	-0.30	0.05
G	673	-0.20	0.17	673	-0.20	0.14
H	5	-0.62	0.30	5	-0.45	0.30
I	29	-0.11	0.60	29	-0.21	0.66
Total	**3,140**	**-0.21**	**0.16**	**2,944**	**-0.20**	**0.17**

Exhibit reads: In District A, the 436 students using Title I school choice in 2004–05 left schools that had reading scores (2003–04) that were 0.12 standard deviations below the districtwide average and entered schools (2004–05) that were 0.06 standard deviations above the districtwide average.

Note: Results for one district are for 2003–04. In all instances, the average student achievement for schools students left and schools to which students transferred were significantly different from the average student achievement in their respective districts.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

Nonidentified schools could see declines in their own proficiency levels (and an increase in the probability that they will miss AYP) as a result of receiving students who transfer under the Title I school choice provision. On average, such schools have above-average achievement levels (0.16 and 0.17) of a standard deviation above districtwide averages in reading and math, as shown in Exhibit 11), but they are accepting students with below-average achievement levels (0.19 of a standard deviation below districtwide averages in reading and math, as shown in Exhibit 8). Therefore, their overall proficiency rates may decline with the acceptance of transfer students. However, few schools are likely to be substantially affected by transfers because the number of students actually transferring to schools is generally small.

Supplemental Educational Service Options

In 2004–05, most districts required to offer Title I supplemental educational services reported offering these services to eligible elementary and middle school students; One-third of districts did so for eligible high school students.

Ninety percent of districts with eligible elementary students and 96 percent of districts with eligible middle school students offered supplemental services to these students in 2004–05 while one-third of districts did so for eligible high school students. As discussed below, one reason is that providers of supplemental services were significantly less likely to provide services to high school students than they were to provide services to elementary and middle school students.

From May 2003 to May 2006, the number of state-approved Title I supplemental educational service providers in the nation more than tripled.

The number of supplemental educational service providers increased from 997 in May 2003 to 2,734 in May 2005.[20] The largest increase occurred among private providers. Private providers accounted for 76 percent of all state-approved providers in May 2005, up from 60 percent in May 2003. In 2005, these included 249 faith-based private providers (9 percent of all approved providers), an increase from 18 authorized faith-based providers in May 2003. Meanwhile, the proportion of all providers that were school districts or public schools decreased from 33 percent in May 2003 to 17 percent in May 2005. Although districts and public schools, institutions of higher education, and other types of non-private providers accounted for a smaller proportion of the total number of providers in May 2005 than they did two years earlier, all types of providers increased substantially in number over the three-year period.

Private providers served 58 percent of students participating in Title I supplemental educational services in 2003–04 while 34 percent received supplemental services from districts or public schools.

In 2003–04, most students were served by private providers, but in slightly lower proportions than the number of private providers would indicate. Public schools and districts, by contrast, served more students than their numbers would indicate. Faith-based providers were typically small, and they served less than 1 percent of all participating students (see Exhibit 12).

[20] Policy and Program Studies Service review of State Education Agency Web sites (2005).

Exhibit 12
Percentage of Title I Supplemental Educational Service Providers and of Participating Students, by Provider Type

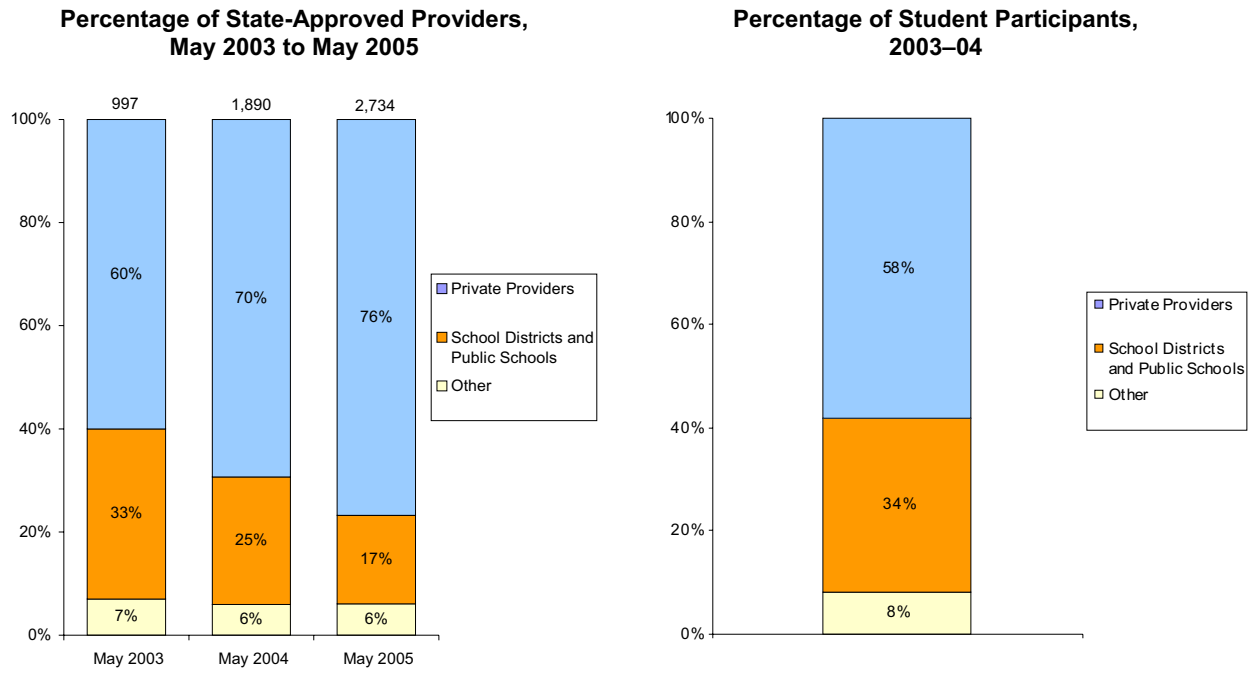

Exhibit reads: In May 2003, 60 percent of state-approved providers were private providers, 33 percent were school districts and public schools, and 7 percent were other types of providers. In the 2003–04 school year, 58 percent of students were served by private providers, 34 percent were served by school districts and public schools, and 8 percent were served by other types of providers.

Note: Individual items may not add to 100 percent because of rounding.

Sources: Policy and Program Studies Services review of State Educational Agency Web sites; NLS-*NCLB*, District Survey. Percentages of providers are based on data reported by 50 states, the District of Columbia and Puerto Rico. Percentages of participating students are based on 71 districts in 2003–04.

In 2003–04, approximately one-third of districts that offered supplemented services reported that parents of eligible students had one or two supplemental service providers from which to choose, while 26 percent of districts reported that parents could choose from between three or four providers, and 38 percent reported that parents had five or more providers from which to choose (Exhibit 13).

Supplemental service providers operating in a subsample of 16 geographically diverse districts in 2004–05 served varying numbers of districts.[21] Forty-two percent of all providers served only one school district, while 23 percent served two to five districts, and 34 percent served more than five districts.

[21] Providers were surveyed in eight large, urban districts where parents were also surveyed and achievement data were collected, and in eight other rural, suburban, and mid-sized urban districts representing a range of geographic regions. Sampling of providers is described in more detail in Appendix A.

Exhibit 13
Percentage of Districts, by Number of Title I Supplemental Educational Service Providers Available to Students, 2003–04

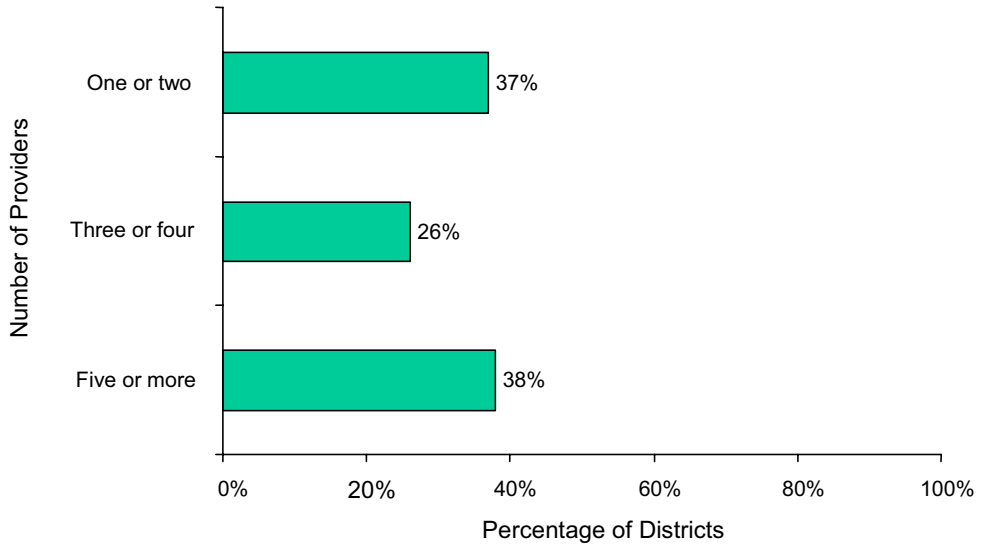

Exhibit reads: Thirty-seven percent of districts that offered students supplemental services in 2003–04 reported that parents had an average of one or two supplemental service providers from which to choose.

Source: NLS-*NCLB*, District Survey (n=75 districts).

Most surveyed providers in the 16-district subsample concentrated their services on students in the elementary and middle grades, and primarily on mathematics and reading. Although more than 85 percent of providers offered services in reading in elementary and middle grades, only about half the providers offered services in reading to high school students (see Exhibit 14). Similarly, 84 percent of providers offered services in mathematics for elementary students, 81 percent for middle school students, and 46 percent for high school students. Writing was the next most-common subject for which services were offered, while less than one provider in five offered services in science and social studies or history, at any grade level.

Most service providers operating in the subsample of 16 districts reported that they were able to meet parental demand and student needs. Seventy-eight percent of providers reported being able to serve all students they were asked to serve. Also, a majority of providers reported that they provided services to special populations: Ninety-eight percent of providers served students performing below grade level, 89 percent served students with disabilities, and 74 percent served students with limited English proficiency.

Exhibit 14
Percentage of Title I Supplemental Educational Service Providers, by Service Provided and Grades Served, 2004–05

Service Provided	Served Grades K–5	Served Grades 6–8	Served Grades 9–12
Reading (n=98)	91%	88%	49%
Mathematics (n=98)	84%	81%	46%
Writing (n=98)	49%	46%	21%
Social studies or history (n=98)	17%	15%	11%
Science (n=98)	17%	14%	10%
Other (n=98)	4%	6%	4%
Offering services in any subject (n=101)	91%	89%	51%

Exhibit reads: In a sample of 16 geographically diverse districts, 91 percent of providers offered services in reading for students in grades K–5.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

The amount of supplemental educational services that a student may receive is not specified in the *NCLB* statute and can vary across districts and providers. Half of districts offering supplemental educational services reported that students received one or two hours of supplemental educational services per week in 2003–04. About 47 percent of districts reported that students received services for three or four hours per week; and 2 percent reported that students received services for five or more hours per week (see Exhibit 15).

Exhibit 15
Percentage of Districts, by Number of Hours of Title I Supplemental Educational Services Students Received per Week, 2003–04

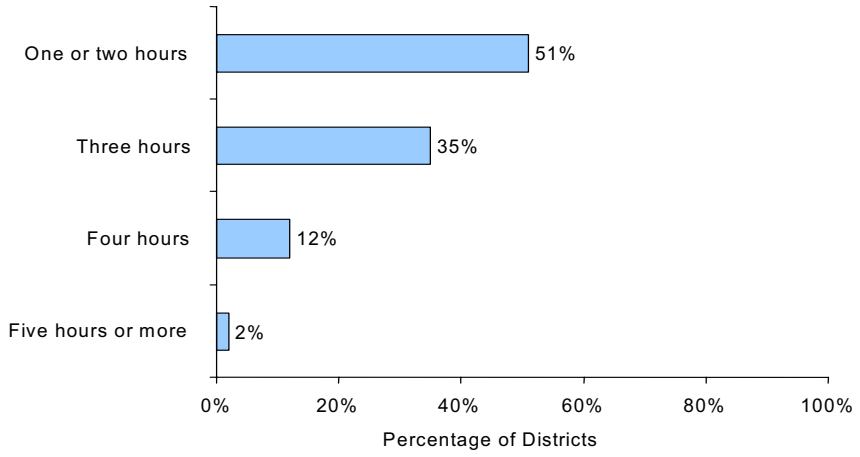

Exhibit reads: In 2003–04, 51 percent of districts offering supplemental services reported that students received one or two hours of supplemental services per week.

Source: NLS-*NCLB*, District Survey (n=83 districts).

Title I supplemental educational service providers reported providing an average of 57 hours of services per student annually.

Parents and supplemental educational service providers surveyed in a subsample of 16 districts reported a somewhat higher intensity of supplemental services than the districts reported nationally. Providers reported an average of 3.5 sessions per week and 84 minutes per session, suggesting a weekly average dose of nearly five hours (see Exhibit 16). They also reported an average of 41 sessions provided to students annually, suggesting an average duration of services of 12 weeks. Parents reported a similar intensity of weekly services as that reported by providers.[22] Providers reported an average rate of absenteeism of about 20 percent.

Exhibit 16
Average Duration and Frequency of Title I Supplemental Educational Services Sessions, 2004–05

Duration or Frequency	Average Duration or Frequency	Shortest Duration or Frequency	Longest Duration or Frequency
Number of minutes (n=95)	84	30	200
Number of sessions per week (n=98)	3	1	25
Number of sessions per year (n=93)	41	9	130

Exhibit reads: In a subsample of 16 districts, supplemental educational service providers reported that their average supplemental service session lasted 84 minutes.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

A 2005 U.S. Department of Education report involving case studies of supplemental service providers found a range of 18–120 hours per student, with an average of 60 hours (U.S. Department of Education, 2005a). Another analysis of a separate survey of providers across the country found that about 50 percent of providers offer between 31–60 hours of instruction per student (AIR and EIA, 2005).

Providers in the 16-district subsample reported that student attendance rates for supplemental services averaged 78 percent in 2004–05, ranging from a low of 10 percent reported by one provider, to a high of 100 percent reported by another. The average student-to-tutor ratio was 5 to 1, ranging from one-to-one to 20-to-1.

Most Title I supplemental educational service providers reported serving students at their own schools and often provided these services one-on-one.

According to supplemental service provider reports, 61 percent provided services at the schools of students served either often or always, while services were less likely to be given at public buildings or the local offices of the provider (see Exhibit 17). A recent report of a national survey of supplemental

[22] Parents reported that children received an average of six hours of services per week and six months per year, but their reports do not distinguish *NCLB*-related supplemental educational services from similar services that may be offered at other points in the year.

service providers likewise found that the school was the most common site for services, followed by community-based sites and students' homes (AIR and EIA, 2005).

Twenty-nine percent of providers reported that they always provided services one-on-one, and another 23 percent reported doing so often. More than one-half provided services in small groups either often or always, and one-third reported always or often providing services in large groups (see Exhibit 17).

Exhibit 17
Percentage of Title I Supplemental Educational Service Providers, by Location and Grouping of Students for Delivery of Services, 2004–05

Location and Student Grouping	Never	Sometimes	Often	Always
Location where supplemental services are provided (n=92)				
At the schools of served students	33%	6%	14%	47%
At other schools or administrative buildings in the district	79%	16%	3%	2%
At a public building, i.e., a library or community center	59%	22%	8%	11%
At the local office of the provider	69%	5%	4%	22%
On the internet	85%	3%	3%	8%
Student grouping for delivery of supplemental services (n=97)				
In large groups	39%	27%	21%	13%
In small groups	26%	19%	38%	17%
One-on-one	18%	30%	23%	29%

Exhibit reads: In a subsample of 16 districts, 33 percent of supplemental service providers reported that they never provided services at the schools of the students they served.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Nine out of ten parents of students participating in Title I supplemental educational services were satisfied with the services; half of such parents were very satisfied.

The overwhelming majority (91 percent) of responding parents of students participating in supplemental services reported satisfaction with the services provided; 53 percent were very satisfied. These levels of satisfaction are consistent with the reports of parents enrolled in other varieties of (non-*NCLB*-related) supplemental services.[23]

[23] Source: NLS-*NCLB*, Parent Survey. The comparison is based on survey results from parents whose children were receiving supplemental services but were not listed by districts as participating in *NCLB*-related services.

DISCUSSION

The number of students eligible for Title I school choice quadrupled between 2002–03 and 2004–05, while the number of students eligible for supplemental educational services tripled. As eligibility for Title I school choice and supplemental services increased, most districts required to offer the options reported that they were in fact doing so. In the case of school choice, however, the availability of options varied substantially by grade level, with two-thirds of districts required to offer choice actually doing so at the elementary level versus less than one-fifth of districts at the middle and high school levels. At the middle and high school levels, choice was most often constrained by a lack of non-identified schools within the district; in many cases, the school identified for improvement was the only school in the district serving those grade levels.

Although the supply of providers nationally has grown rapidly—to about 2,800 by spring 2005—many providers did not offer services for high school students. This is surely an important reason that fewer than half of districts with eligible high school students offered supplemental services at the high school level in 2004–05, while nearly all districts with eligible students reported offering supplemental services in the elementary and middle grades.

Although the number of students participating in school choice and supplemental educational services has grown, participation rates have remained low, at 1 percent of eligible students for school choice (in 2004–05) and at 17 percent for supplemental services (in 2003–04). Nonetheless, both options were succeeding in enrolling the low-achieving students who are the intended beneficiaries. Also, parents of participating students (in a subsample of eight urban districts) were quite satisfied with both supplemental services and school choice.

Reports from supplemental service providers in 16 districts suggest that services averaged about 57 hours per pupil over the course of the school year. An absenteeism rate of around 20 percent (also reported by providers), suggests that the average "dose" of supplemental services received by students would be somewhat less than 57 hours.

III. COMMUNICATION WITH PARENTS

When students are eligible for school choice or supplemental educational services under *NCLB*, the statute gives school districts the responsibility of notifying parents of their children's eligibility, and of providing them with information about the schools and supplemental service providers available to them. In addition to the written notification required, school districts may use a variety of additional methods to communicate with parents, including relying to some extent on principals and teachers at individual school sites. For school choice, notification is expected to occur before the beginning of the school year. For supplemental services, communication is expected to include a negotiated agreement among parent, provider, and school district about the goals for the individual child.

Key Findings

- **Most districts required to offer Title I school choice and supplemental educational services reported notifying eligible parents of their options; however, many eligible parents in a sample of eight urban districts reported they had not been notified—despite the fact that all eight districts offered these choice options and produced notification letters.**
- **In a sample of eight urban districts, only about a quarter of parents of students in schools identified for improvement knew that the schools had been identified as low-performing.**
- **In 2004-05, less than one-third of districts required to offer Title I school choice notified parents of eligible students before the beginning of the school year.** Many states released school identification status data too late to permit districts to notify parents before the start of the 2004-05 school year.
- **Districts that notified parents about the Title I school choice option before the first day of school had higher participation rates than districts that notified parents on or after the first day of school.**
- **Although some district notification letters were clear and direct, others were confusing, misleading, or biased in favor of district-provided services.** The majority of a collected sample of 21 notification letters did not provide all of the information required by the U.S. Department of Education.
- **About 40 percent of teachers in schools in which students were eligible for supplemental educational services reported talking with parents about supplemental services.**
- **The most frequent reasons parents gave for deciding to move their child to a school not identified for improvement were the better quality of teaching and good discipline and safety at the new school.**

NOTIFICATION OF OPTIONS

Most districts required to offer Title I school choice and supplemental educational services reported notifying eligible parents of their options; however, most eligible parents in a sample of eight urban districts said they had not been notified—despite the fact that all eight districts offered these choice options and produced notification letters.

Sixty-two percent of the districts required to offer Title I school choice and 97 percent of districts required to offer supplemental educational services reported that they notified parents of the options available to their children. Most of the districts that did not notify parents of their eligibility for school choice were not offering school choice.

In a subsample of eight urban districts, however, three-quarters of parents of students who were eligible for school choice indicated they had *not* been notified of the option to transfer their child to another school—despite the fact that all eight districts reported that they had offered choice options to such parents (and provided copies of the parent information letters that they had sent out) (see Exhibit 18).

Exhibit 18
Percentage of Districts That Notified Parents of Title I Choice and Supplemental Educational Service Options and Percentage of Parents That Reported They Were Notified, 2004–05

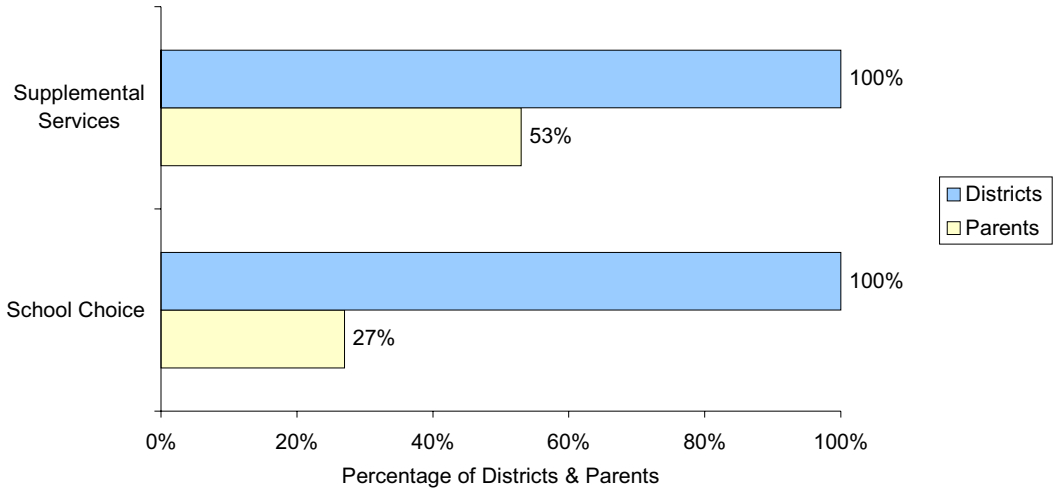

Exhibit reads: In a sample of eight urban districts, all of the districts reported notifying parents of eligible students of their Title I school choice and supplemental educational services options, but only 53 percent of these parents said they were notified about the supplemental services option and only 27 percent of these parents said they were notified about the school choice option.

Sources: NLS-*NCLB*, District and Parent Surveys (n=8 districts, 779 parents for supplemental services, and 932 parents for school choice).

Similarly, all eight urban districts reported that they notified parents of the supplemental educational service options available to their children.[24] Also similarly, many parents in those districts reported they were not given the chance to receive supplemental services. About half of the parents (53 percent) of students eligible for supplemental services reported that they had been notified of their child's eligibility, while 40 percent said they had not been told and 7 percent were not sure (see Exhibit 19). Parents of eligible students who used supplemental services were more likely to report having been notified (two-thirds) than those who did not (one-half). It is unclear why 25 percent of the parents of students who were using supplemental services according to district records reported that they had not been notified of their eligibility. These parents may be confused about what supplemental services are.

Exhibit 19
Percentage of Parents That Reported They Were Notified of Their Child's Eligibility for Title I Supplemental Educational Services, by Choice Decision, 2004–05

Parents Were Notified	Percentage of Parents of Eligible Students (Including Participating and Non-Participating Students) (n=779)	Percentage of Parents of Participating Students (n=493)	Percentage of Parents of Non-Participating Students (n=286)
Yes	53%	66%	51%
No	40%	25%	42%
Not sure	7%	9%	7%

Exhibit reads: In a sample of eight urban districts, 53 percent of all parents of students eligible for supplemental services reported that they were told that their child was eligible to receive these services.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

In a sample of eight urban districts, only about a quarter of parents of students in schools identified for improvement knew that the schools were so identified.

Meanwhile, substantial numbers of parents were unsure of whether their child's school was identified for improvement under *NCLB*. Half of parents who took advantage of the school choice option knew that their child's previous school had been identified, but less than 25 percent of parents who kept their children in identified schools were aware of their children's school status. Moreover, among parents of students in schools identified for improvement—all of whose children should have been eligible for Title I school choice—only 40 percent were aware of the Title I school choice provision of *NCLB*.

[24] Districts were asked whether they had notified parents in writing either this year or last year because, in some districts, supplemental services for the current year may not have been fully underway at the time of the survey. It is therefore possible that some districts may have been responding regarding the previous year. Nevertheless, most parent surveys were completed several months after the administration of the district surveys, late in the school year, by which time most required notifications should have been sent.

Timing of Parental Notification for School Choice

Many states released school identification status data too late to permit districts to notify parents before the start of the 2004–05 school year. In order for districts to notify parents of eligible students about Title I parental choice options, the districts must first receive information from their states about schools' identification status. Only seven states provided districts with preliminary school identification results before August 2004 (see Exhibit 20). Twenty-four more states provided preliminary results in August, leaving little or no time before the start of the school year, and 19 states and Puerto Rico provided preliminary results later than August, often after school had already begun. Final results came even later.

Exhibit 20
Number of States, by Month of States' Release of School Identification Results to Districts, 2004

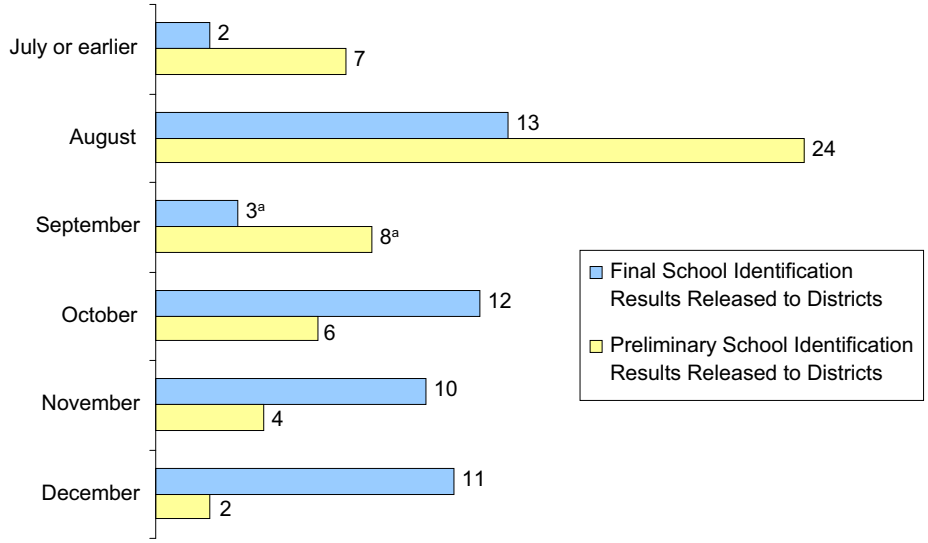

Exhibit reads: Two states released final 2004 school identification results to districts in July or earlier, and seven states released preliminary results during that timeframe.

[a] Includes Puerto Rico.

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

In 2004–05, less than one-third of districts required to offer Title I school choice notified parents of eligible students before the beginning of the school year.

Because of the delay in states' reports of school identification to districts, they, in turn, were often unable to notify parents of their options in a timely manner. About half of the districts required to offer choice reported that they notified eligible parents of the availability of this option after the first day of school, and those districts notified parents an average of five weeks after the beginning of the school year. The timing of parental notification did not substantially improve between 2003–04 and 2004–05 (see Exhibit 21). The Government Accountability Office (2006) similarly found that in 2005–06, 58 percent

of districts did not notify parents of their supplemental services option prior to the start of the school year.

Exhibit 21
Timing of Parent Notification About Title I School Choice as Reported By Districts, 2003–04 and 2004–05

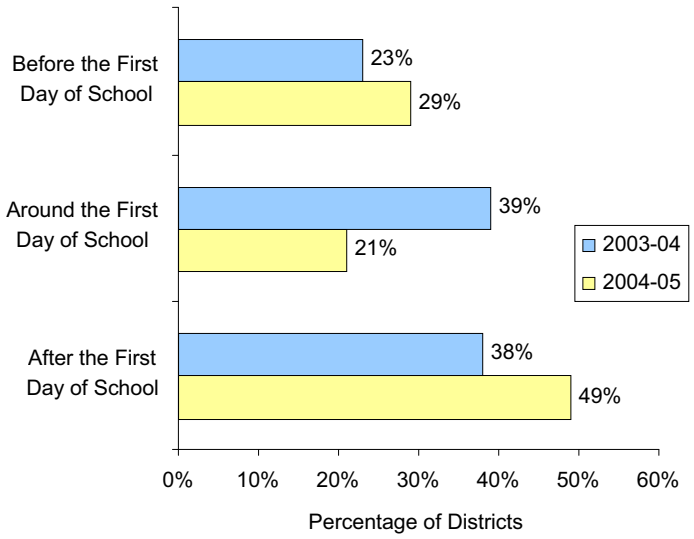

Exhibit reads: In 2003–04, 23 percent of districts required to offer Title I school choice notified eligible parents before the first day of school.

Source: NLS-*NCLB*, District Survey (n=104 districts in 2003–04 and 181 districts in 2004–05).

The timing of the release of state data was correlated with the timing of districts' parental notifications about Title I school choice. In the 34 states that notified districts about the identification status of schools before Labor Day (which is around the start of the school year in many states and districts), 58 percent of the districts notified eligible parents about Title I school choice before the first day of school. In contrast, in Puerto Rico and the 20 states that released school identification data after Labor Day, 20 percent of the districts notified eligible parents about Title I school choice before the first day of school. (Those districts presumably used information from the prior year to identify schools that would be identified for improvement regardless of their current achievement results.)

Districts that notified parents about the Title I school choice before the first day of school had higher participation rates than districts that notified parents on or after the first day of school.

In districts where parents were notified about Title I school choice before the start of the school year, 3.2 percent of eligible students participated in 2003–04 and 2.9 percent participated in 2004–05 (see Exhibit 22). In contrast, in the districts that did not notify eligible parents until after school started, the participation rates were only 0.4 in 2003–04 and 0.2 percent in 2004–05.

Exhibit 22
Percentage of Eligible Students Transferring Schools, by When District First Notified Parents About Their Title I School Choice, 2003–04 and 2004–05

Parent Notified	Percentage of Students Transferring Schools in 2003–04 (n=118)	Percentage of Students Transferring Schools in 2004–05 (n=159)
Before the first day of the 2004–05 school year	3.2%	2.9%
On or about the first day of the 2004–05 school year	1.6%	1.8%
After the first day of the 2004–05 school year	0.4%	0.2%
Total	1.0%	0.9%

Exhibit reads: In 2003–04, in districts that reported notifying parents of Title I school choice before the first day of the school year, 3.2 percent of students eligible for Title I school choice actually transferred schools.

Source: NLS-*NCLB*, District Survey.

This finding is consistent with the parent reports in a subsample of eight large, urban districts. Sixty-two percent of parents who took advantage of the Title I school choice option reported having been informed before the start of the school year, compared to 38 percent of parents who kept their children in identified schools (see Exhibit 23).

Exhibit 23
Percentage of Parents of Eligible Students Notified of Title I School Choice, by When First Notified and Choice Decision, 2004–05

Parent Notified	Percentage of Parents of Eligible Students (Including Both Participating and Non-Participating Students) (n=612)	Percentage of Parents of Non-Participating Students (n=231)	Percentage of Parents of Participating Students (n=381)
Before the first day of the 2004–05 school year	53%	38%	62%
On or about the first day of the 2004–05 school year	7%	11%	4%
After the first day of the 2004–05 school year	16%	28%	9%
Not sure	24%	22%	25%

Exhibit reads: Among parents of all eligible students in identified schools, 39 percent said they were notified of their school choice options before the start of the school year.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

METHODS OF COMMUNICATION WITH PARENTS

According to the U.S. Department of Education's non-regulatory guidance on the Title I school choice option, school districts must "provide an explanation of the choice option to all parents of students enrolled in Title I schools that have been identified for school improvement, corrective action, or restructuring" and "must be in a comprehensive, easy-to-understand format." At a minimum, the notification must (1) inform parents of their child's eligibility to attend another school because the current school is identified for improvement; (2) name the specific public schools available for choice; and (3) include information on student achievement in the schools available for choice.

Similarly, school districts must "provide notice to the parents of each eligible student regarding the availability of supplemental educational services." At a minimum, the notice must (1) identify each approved provider; (2) describe each provider's services, qualifications, and effectiveness; (3) describe the process by which parents may select and enroll with a provider; and (4) be easily available and understandable, in languages other than English if necessary and practicable.

Districts used various methods to notify parents regarding Title I school choice and supplemental services; written communication was the most frequently used means of notification. More than 90 percent of districts used written communication in English to notify parents of their children's eligibility for supplemental services and more than two-thirds of districts did so for school choice (see Exhibit 24). (Ninety-seven percent of the districts that did not use written communication to notify parents of school-choice or supplemental service options did not use any method to notify parents.) Approximately half of districts also reported providing written materials in languages other than English (47 percent for school choice and 53 percent for supplemental services). They frequently also used individual meetings with interested parents and placed notices in district or school newsletters. Districts were less likely to hold enrollment fairs or open houses, place notices in public newspapers or make public service announcements.

A letter from the district was the most common method of notification mentioned by 70 percent of parents who were notified of their child's school choice and 80 percent of parents who were notified of the supplemental service options.

Although some district notification letters were clear and direct, others were confusing, misleading, or biased in favor of district-provided services. Most did not provide all of the information required by the U.S. Department of Education.

Notification letters were collected in a geographically diverse subsample of 25 school districts. Among 21 letters used to notify parents of school choice options, all informed parents of their child's eligibility for school choice, but only ten identified each public school available for selection, and only five included information on academic achievement in the schools available for choice. More than half of the letters did not offer any advice to parents for how to choose a school that is best for their child. The majority of the school-choice letters did include information about transportation to alternate schools and some included details on charter and online school alternatives.

Of a sample of 20 letters collected notifying parents of supplemental services, only half identified each approved provider, four described the services and qualifications of providers, and 13 described procedures for selection and enrollment. Few letters were "easily understandable." As measured by the Flesch-Kincaid Grade Level Indicator, the average parent notification letter regarding supplemental services was written above the 11th-grade level. In contrast, a sample letter provided by the U.S.

Department of Education with the June 13, 2005 guidance, was written at the 8th-grade level. Only seven letters defined supplemental services as "free tutoring," a wording that makes letters more easily understood by parents.

Exhibit 24
Percentage of Districts Communicating With Parents About Title I School Choice and Supplemental Educational Services and of Eligible Students in These Districts, by Method of Communication, 2004–05

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

Exhibit reads: Sixty-eight percent of districts that were required to offer Title I school choice reported notifying parents about their choice options through written materials; 88 percent of students in districts required to offer school choice were located in these districts.

Source: NLS-*NCLB*, District Survey.

While nearly all letters included information about where and when services would be provided, most did not include any supporting information, such as contact information for providers, whether providers could serve students with disabilities or LEP, nor suggestions for selecting a provider.

One example of a clear and direct parental notification letter on supplemental services from a school district began, "Your child may be eligible to participate in a free tutorial program designed to improve his/her achievement in math and/or reading." By defining supplemental services as a "free tutorial program" upfront, the message in this district's letter is easy to understand and likely to appeal to parents.

In contrast, the letter from another district lacked similar clarity. The letter did not define supplemental services as free tutoring and began with a lengthy explanation of the legislation:

> Your child's school is in need of improvement, even though the school may have made Adequate Yearly Progress this past year, and as a result your child may be eligible to participate in Supplemental Education Services (supplemental services) for the current school year. (In order to exit School Improvement Status, a school needs to make Adequate Yearly Progress for two consecutive years.) Supplemental services programs provide your child additional instruction in math, reading, and language arts. Supplemental services programs are authorized under the federal *No Child Left Behind* Act to provide additional educational choice to parents and pupils.

> We give this annual notice of availability of Supplemental Education Services in compliance with Section 1116(e) of the *No Child Left Behind* Act.

In meetings with parents, the Public Education Network (2004) found that parents reported that much of the information they received about their schools' performance and their options under *NCLB* often arrived in a letter that is "written in jargon," arrived late without enough time to reply, and lacked clear enough detail on which parents could take action.

Another aspect of the parental notification letters that demonstrates substantial differences is the way in which available options were described to parents. The parental notification letter on supplemental services from one school, for example, put a highly favorable spin on the supplemental services program offered by their district. The paragraph began, "I'm also delighted to inform you that again this fall, the school district will implement *an exciting and educationally innovative after-school program with funding provided by "No Child Left Behind*," (emphasis in the original letter) and continues with a positive description of the program. It is not until the end of the paragraph that the letter reveals that parents have other options: "Please note that you may also choose to have your child attend a similar type of supplemental program at another school or site in [the school district], but transportation to and from the site you select will not be provided and will be your responsibility to provide." The letter provides no further description of any of these programs.

The discouragement of choice options other than supplemental services offered at the child's own school is also evident in the following letter's discussion about the school choice options:

> Also, although the students in the elementary grades at [this school] have made tremendous strides toward meeting the high standards the state has set in language arts literacy and mathematics, you still have the option of school choice. Please note, however, all of [the district's] elementary schools are very crowded and available space is severely limited. Any requests that are received for these limited openings will be ranked according to the seriousness of each applicant's academic problems, as well as his/her financial status as determined by the family's application for free/reduced-price school meals. In addition, if a parent or guardian requests school choice, he or she may not also place his/her child in the district's after-school program. If you are interested in school choice, please call to make an appointment to speak with me.

In contrast to this very negative language, the letter used by another school district to inform parents of school choice was more neutral, beginning:

> Your child's school has been identified as being in School Improvement Status for the 2003–04 school year under the *No Child Left Behind* Act of 2001 ("*NCLB*"). As a parent, you have the option under *NCLB* to apply to transfer your child from his or her current School Improvement school to another District school or a charter school that has not been identified as in need of improvement.

The letter continues to present clearly, in a series of bullets, the steps that parents need to take if they decide to take the transfer option. Furthermore, attached to the letter is a detailed description of each of the schools available to receive transferring students.

Although notification to parents of students eligible for supplemental services is a district responsibility, schools and teachers sometimes also communicated with parents about their choices. A recent report on supplemental services found that parents "paid careful attention to teacher and principal

recommendations in deciding to sign their child up for services and in choosing a provider" (U.S. Department of Education, 2005a, p. 55).

About 40 percent of teachers in schools in which students were eligible for Title I supplemental educational services reported talking with parents about such services.

Elementary school teachers were more likely than teachers in middle and high schools to talk to parents about supplemental services (53 percent of teachers in elementary schools with eligible students, compared with 38 percent of middle school teachers and 12 percent of high school teachers).

The most common topic of such communication was encouraging parents to apply, which was reported by 27 percent of teachers (in schools with eligible students), including 39 percent of elementary teachers, 27 percent of middle school teachers, and 6 percent of high school teachers (see Exhibit 25). Fifteen percent of teachers also provided advice to parents on selecting supplemental service providers. Just over one-tenth of teachers reported that parents contacted them regarding supplemental service options.

Exhibit 25
Percentage of Teachers Communicating with Parents About Title I Supplemental Educational Services, by Type of Communication and School Level, 2003–04 (Among Teachers in Schools with Students Eligible for Supplemental Services)

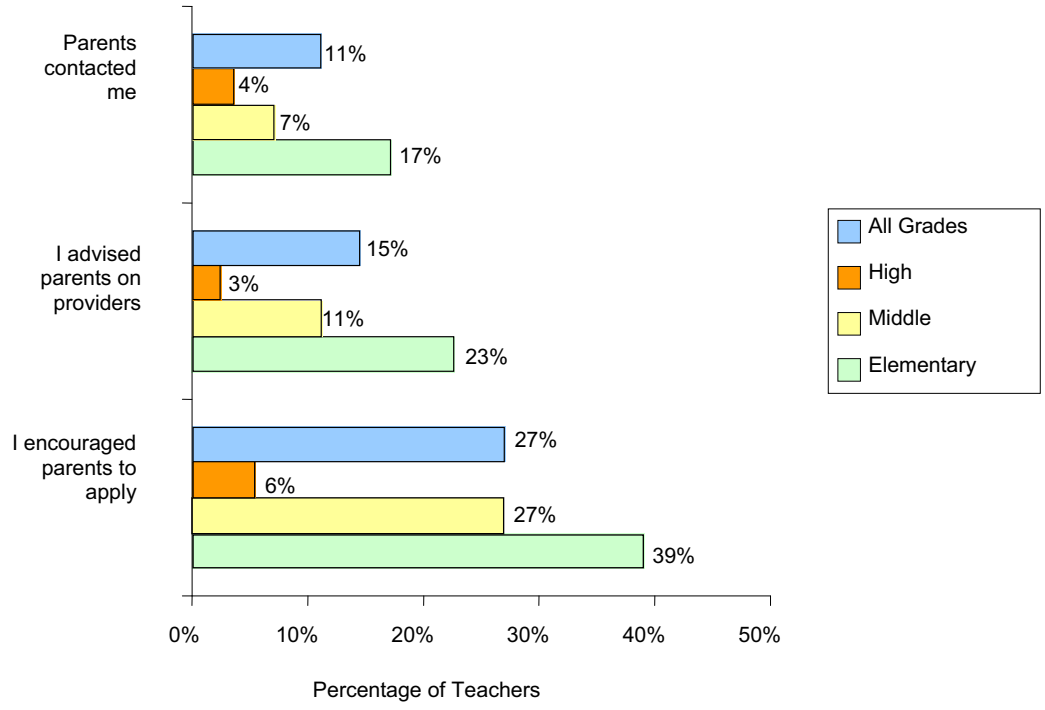

Exhibit reads: Among all teachers in schools with students eligible for supplemental services in 2003–04, 11 percent reported that parents had contacted them about supplemental services.

Source: NLS-*NCLB*, Teacher Survey (n=376, 255 and 746 teachers, respectively, for high, middle and elementary schools).

SUPPLEMENTAL SERVICE PROVIDERS' COMMUNICATION WITH PARENTS

Seventy-seven percent of supplemental service providers in the subsample of 16 districts reported that they communicated with the parents of participating students at least a few times monthly. Meanwhile, 71 percent of the parents of supplemental service participating students in eight urban districts reported that they (or another adult in the household) discussed their child's learning needs with the provider (although parents were not asked about the frequency of contact with providers).

Providers reported that they communicated with parents about a variety of topics. Student attendance and student progress related to supplemental service activities were the most frequently discussed topics. They were discussed often or always by 84 percent and 82 percent of providers, respectively (see Exhibit 26).

Exhibit 26
Percentage of Providers Communicating Often or Always With the Parents of Students Participating in Title I Supplemental Educational Services, by Topic, 2004–05

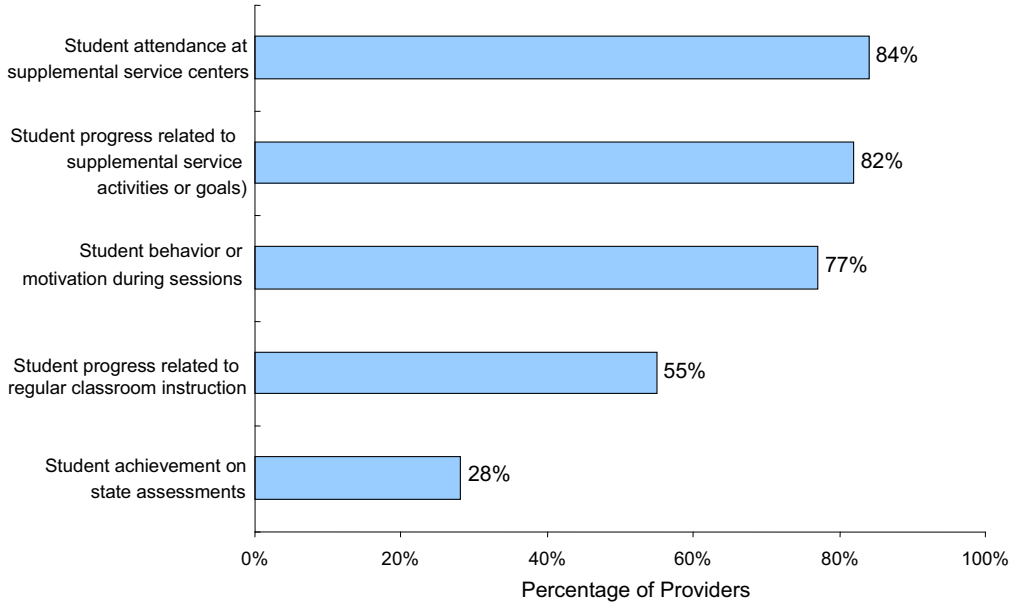

Exhibit reads: Eighty-four percent of supplemental service providers in 16 districts reported discussing student attendance at supplemental services centers with the parents of students they served often or always.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (n=84 to 97 providers in 16 districts).

REASONS FOR PARTICIPATION IN SCHOOL CHOICE AND SUPPLEMENTAL EDUCATIONAL SERVICES

The most frequent reasons parents gave for deciding to move their child to a school not identified for improvement were the better quality of teaching and good discipline and safety at the new school.

Among parents with students participating in the Title I school choice in the eight urban districts subsample, the most frequent reasons for doing so were "the quality of teaching is better at the new school" (mentioned by 52 percent of choosing parents); and "the new school has good discipline, safety, and order" (49 percent). A third related reason was that the previous school was not meeting their child's needs (47 percent) (see Exhibit 27).

Exhibit 27
Percentage of Parents of Students Participating in Title I School Choice, by Reason for Participating, 2004–05

Reason	Percentage of Parents of Students Participating in School Choice (n=356)
The quality of teaching at the new school is better	52%
There is good discipline, safety, and order at the new school	49%
My child's old school was not meeting his/her needs	47%
My child got transportation to the new school	35%
The new school is located in a place that is easy to get to	34%
There are different academic programs at the new school	29%
My child wanted to change schools	25%
There are activities after school and sports teams at the new school	20%
There is free tutoring or other extra help with schoolwork at the new school	19%
My child had been getting bad grades	17%
There are services for children with disabilities at the new school	11%
My child's old teacher thought he/she should move	10%
There are services at the school for children whose first language is not English	5%

Exhibit reads: Among parents choosing to move their child to a school not identified for improvement, 52 percent reported that one reason for their decision was that the quality of teaching at their child's new school was better.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Among parents of eligible students for Title I school choice who chose to keep their child in their current school, the reason mentioned most often (by three-fourths of parents) was that their child's school was conveniently located. The next-most-frequent reason, mentioned by half of parents, was that their child wanted to stay in the current school (see Exhibit 28). The decision not to use the choice option did not necessarily indicate satisfaction with the child's current school; less than half of parents (47 percent) said that a reason for remaining in the current school was that they were satisfied with the quality of teaching at the school. Some parents gave reasons suggesting that they might have moved their children under different circumstances: Twenty-three percent said they did not have enough information about the schools they could choose from, 18 percent said the district did not offer

transportation to alternate schools, and 17 percent said they were not given enough time to make a decision.[25]

Exhibit 28
Percentage of Parents of Eligible Students Not Participating in Title I School Choice, by Reason for Not Participating, 2004–05

Reason	Percentage of Parents of Eligible Students Not Participating in School Choice (n=217)
My child's school is located in a place that is easy to get to.	75%
My child wanted to stay.	50%
I was satisfied with the quality of teaching at my child's school.	47%
My child was getting good grades at the current school.	47%
I didn't want to disrupt my child.	42%
There is good discipline, safety, and order at my child's school.	34%
There are activities after school and sports teams at my child's school.	27%
There is free tutoring or other extra help with schoolwork at my child's school.	26%
I didn't have enough information about the schools from which I could choose.	23%
There are different academic programs at my child's school.	22%
There are services at my child's school for children with disabilities.	20%
The district did not have transportation to any of the new schools from which I could choose.	18%
I was not given enough time to make the decision to move my child to another school.	17%
There are services at my child's school for children whose first language is not English.	9%

Exhibit reads: Among parents of students in schools identified for improvement, 75 percent chose to keep their child in their current school because the school is located in a place that is easy to get to.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Parents who enrolled their children in Title I supplemental educational services most often reported that they did so because tutoring was offered in a subject in which their child needed extra help, because tutoring was free, or because the child's teacher thought the child should get this extra help (see Exhibit 29).

[25] *The No Child Left Behind Act* specifies that if a school does not make adequate yearly progress (AYP) for two consecutive years, the LEA must provide all students enrolled in the school with the option to transfer to another public school served by the LEA that is not identified for improvement no later than the first day of the school year following its identification.

Exhibit 29
Percentage of Parents of Students Participating in Title I Supplemental Educational Services, by Reason for Participating, 2004–05

Reason	Percentage of Parents of Students Participating in Supplemental Services (n=260)
There is tutoring in the subject area(s) in which my child needs extra help.	60%
Tutoring is free.	58%
My child's teacher thought he/she should get this extra help.	52%
Tutoring is given at a place that is easy to get to.	47%
My child wanted to get this extra help.	43%
My child had been getting bad grades.	37%
My child got a low score on a yearly achievement test.	33%
My child's school is not meeting his/her needs.	18%
I needed after-school care.	12%
There is tutoring for children with disabilities.	11%
There is tutoring for children whose first language is not English.	6%

Exhibit reads: Sixty percent of parents of students using supplemental services reported that one of the reasons they decided to have their child use these services was that tutoring was available in the subject area(s) in which their child needed help.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Among parents who had declined the offer of supplemental educational services for their child, the most common reason stated (by nearly half of responding parents in the eight-district subsample) was that tutoring was given "at times that are not good for my family" (see Exhibit 30). Twenty-eight percent of parents reported that they did not use supplemental services because their child did not need help. Other reasons were cited by 12 percent of parents or less.

DISCUSSION

A majority of states did not notify districts about the identification status of their schools before the beginning of the 2004–05 school year. As a result, just one-quarter of districts were able to notify parents of their eligibility for school choice prior to the beginning of the school year, surely contributing to the low participation rate for school choice reported in the previous chapter. Parents who were notified of their eligibility for school choice prior to the beginning of the school year were more likely to have transferred their child to a non-identified school than parents who were notified later.

Exhibit 30
Percentage of Parents of Eligible Students Not Participating in Title I Supplemental Educational Services, by Reason for Not Participating, 2004–05

Reason	Percentage of Parents of Eligible Students Not Participating in Supplemental Services (n=52)
Tutoring is given at times that are not good for my family.	46%
My child doesn't need help.	28%
Tutoring is given at a place that is not easy to get to.	12%
My child did not want to get this extra help.	12%
There is no tutoring at my child's grade level.	5%
There is no tutoring in the subject areas in which my child needs extra help.	5%
Tutoring does not meet the needs of children with disabilities.	5%
Tutoring does not meet the needs of children whose first language is not English.	<1%

Exhibit reads: Among parents of eligible students deciding not to have their child use supplemental services, 46 percent reported that they did not use them because tutoring was given at times that were not good for their family.

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Nearly all districts reported that they eventually notified parents of their eligibility for choice or supplemental services. Nevertheless, in the eight large, urban districts where parents were surveyed—all of which reported that they had notified parents of their eligibility for school choice and provided copies of the notification letters that they sent out—two-thirds of parents reported *not* having been notified of their eligibility. Similarly, only one-fourth of parents of students in identified schools were aware that the schools were on the list of schools identified for improvement, bringing into question the effectiveness of the notification strategies used by districts.

Written notifications were the most common method that districts used to inform parents about their Title I school choice, but in a sample of 21 notification letters, most letters did not contain all the information required by *NCLB* and lacked information needed to make an informed decision. Moreover, notification letters were often unclear or misleading.

Parents surveyed in eight urban districts indicated that the main reason for participating in either the Title I school choice or supplemental service option was to better meet the educational needs of their child. Among parents who transferred their child to a new school, 52 percent thought the quality of teaching at the new school was better and 47 percent said the previous school was not meeting their child's needs. Similarly, among parents who chose to participate in Title I supplemental services, 60 percent said it was because their child needed extra help. In contrast, among parents who chose not to participate, parents more commonly reported reasons of convenience rather than satisfaction with their child's current school or academic performance.

IV. IMPLEMENTING AND MONITORING SUPPLEMENTAL EDUCATIONAL SERVICES

No Child Left Behind gives states and districts different responsibilities in implementing the supplemental educational services provisions of the law. It mandates that states must develop, apply, and publicly report objective criteria for approving supplemental service providers. Once providers are operating, states are expected to monitor them and evaluate their performance. States are also expected to provide technical assistance to districts. Districts, meanwhile, are responsible for contracting with the providers for services and paying for services. In addition, individual schools may work with providers in various ways, from providing space to communicating with providers about students' academic needs, objectives, and progress.

Key Findings

- **As of early 2005, most states were working to develop and implement systems for monitoring and evaluating Title I supplemental educational service providers effectiveness, but very few had databases that would permit statewide examination of the achievement results of participating students.**
- **As of early 2005, half of the states had established some standards for evaluating provider effectiveness, although none had finalized their evaluation standards.**
- **Although *NCLB* does not give districts a formal role in the monitoring and evaluation of Title I supplemental educational services, providers reported higher frequencies of monitoring by districts than by states.**
- **Districts reported spending an average of $875 per participating pupil on Title I supplemental educational services in 2003–04.** Total spending on supplemental educational services was estimated at $192 million.
- **Over 40 percent of the principals of schools with students eligible for Title I supplemental educational services did not know how well these services were aligned with their school academic content standards in 2004–05.**
- **Most providers reported that they communicated with the regular classroom teachers of their students, but one in five never did so.**

STATES' APPROVAL OF SUPPLEMENTAL EDUCATIONAL SERVICE PROVIDERS

NCLB requires that states must ensure that each approved supplemental educational service provider

- has a demonstrated record of effectiveness in increasing student academic achievement;
- uses instructional strategies that are high quality, based on research, and designed to increase student academic achievement;
- provides services that are consistent with the instructional program of the local education agency and with state academic content and achievement standards;

- is financially sound;
- provides supplemental educational services consistent with applicable federal, state, and local health, safety, and civil rights laws;
- provides instruction and content that are secular, neutral, and non-ideological; and
- provides services in addition to instruction provided during the regular school day.

State applications for Title I supplemental educational service providers focused most closely on the first four of the above criteria, with the majority of states requiring potential providers to include a narrative description of how the criteria would be met (see Exhibit 31). States were less demanding of providers with respect to the requirement to *provide services consistent with applicable federal, state, and local health, safety, and civil rights laws* and the requirement to *provide instruction and content provided are secular, neutral, and non-ideological*, with most states requiring a signed checklist but not a narrative of how the criteria would be met. The requirement to *provide services in addition to instruction provided during the school day* received the least attention in states' provider application forms.

NCLB requires that states withdraw from the approved list any provider that fails to contribute to increased student proficiency relative to state academic content and achievement standards for two consecutive years. States are also expected to remove providers that fail to provide supplemental services consistent with applicable health, safety, and civil rights requirements at any time.

As of 2004–05, only about 1 percent of approved providers (29 providers in 16 states) had their state approvals withdrawn.

States that removed providers from the approved list did so for a variety of reasons: the providers had failed to deliver services, engaged in illegal or unethical activities, lacked capacity to provide services, went bankrupt, or were unresponsive to the state. In addition, a few district providers became ineligible to offer services when the districts became identified for improvement. Only eight states had official standards in place for withdrawing service providers from state-approved lists.[26]

MONITORING AND EVALUATION OF PROVIDER PERFORMANCE

As of early 2005, most states were working to develop and implement systems for monitoring and evaluating Title I supplemental educational service provider effectiveness, but very few had databases that would permit statewide examination of the achievement results of participating students.

States reported that they were working to develop and implement systems for monitoring the performance of Title I supplemental service providers, but as of early 2005, 15 states had not yet established any monitoring processes and 21 states had not finalized their monitoring processes. Even among the 16 states that had documented monitoring standards, officials often reported that they were still fine-tuning the way in which they monitored providers. As a typical state official explained, "We're just getting into [developing monitoring standards] because this will be our first year for numbers of schools to be required to offer supplemental services . . . so this is our first year to really get into the process." Rural states with small numbers of students participating in Title I supplemental services were particularly likely to be just beginning to establish monitoring processes.

[26] Source: SSI-*NCLB* Interviews. Data were available from 49 states.

Exhibit 31
Number of States Requiring a Narrative or Checklist in Providers' Title I Supplemental Educational Service Application to Show They Meet the *NCLB* Requirements, 2004–05

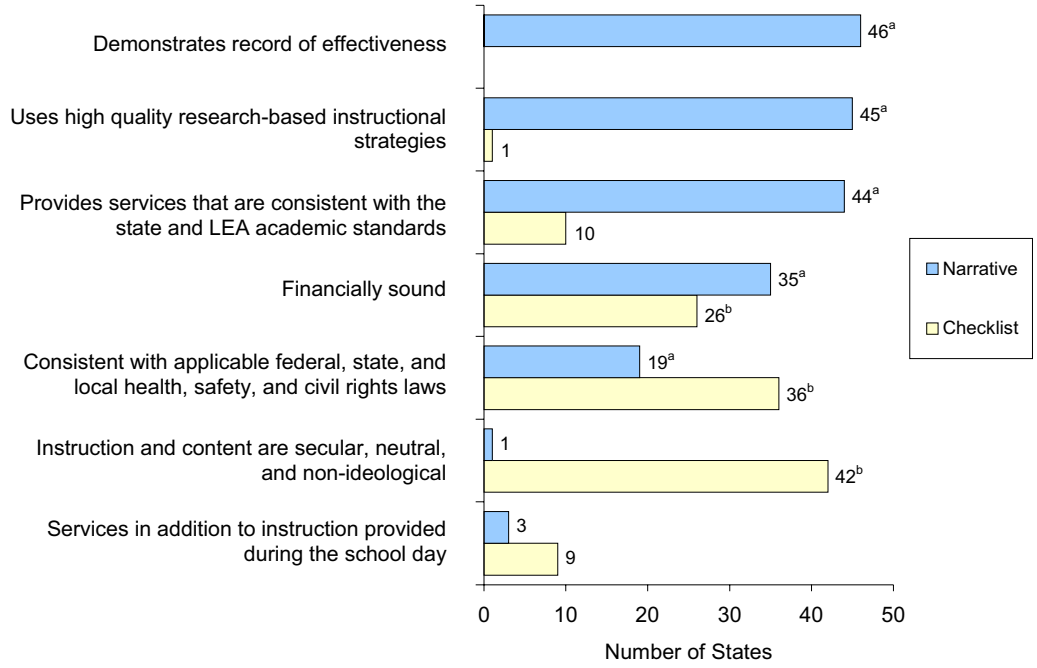

Exhibit reads: Among the 46 states for which data were available on their use of NCLB criteria for approving supplemental service providers, all require providers to include in their application a narrative describing how they meet the requirement to have a demonstrated record of effectiveness.

[a] Includes the District of Columbia and Puerto Rico.

[b] Includes the District of Columbia.

Notes: Six states (Iowa, New Mexico, North Carolina, Ohio, Oregon, and Wyoming) did not provide copies of their application forms for this analysis.

Source: SSI-*NCLB*, State Application Forms (n=44 states, the District of Columbia and Puerto Rico).

The most common approaches that states have implemented to monitor providers included surveying the districts about provider effectiveness (25 states) and using providers' reports on student progress (18 states). The Government Accountability Office (2006) reached a similar conclusion. Fewer states reported conducting on-site monitoring (14 states) or having districts report student-level data to the state (nine states).

As of early 2005, three states (Louisiana, Maryland, and New Jersey) had databases containing student achievement and participation information that would permit rigorous evaluations of achievement effects of providers on a statewide basis. Four more states (Colorado, Florida, Oklahoma, and Tennessee) had plans to create such databases.

Nearly all state respondents were developing strategies to manage monitoring tasks, but staff capacity was a constraint. Said one, "the reality of life is the feds don't pay us enough to have monitors for all the providers." State officials with responsibility for supplemental educational services often have multiple

roles: In one state, the key staff member for supplemental services was primarily the "HIV/Sexuality specialist." About 10 states had opted to hire outside consultants or experts to develop and implement a monitoring process. In a few cases, however, this was a limited role; as one state explained, "We've got a graduate student who's doing some calling around to states to find out what they're doing to see if there are some good models out there that we could follow." A similar number of states sought assistance from districts to gather data to inform the monitoring process. Few states indicated that they intended to hire new staff for the supplemental educational service role, but one noted, "We are in the process of hiring a new full-time person who can [focus] more closely on the monitoring."[27]

As of early 2005, half of the states had established some standards for evaluating provider effectiveness, although none had finalized its evaluation standards.

The 25 states with standards for evaluating provider effectiveness in place by early 2005 planned to use a variety of measures. Seventeen states said they will evaluate provider effectiveness based on student achievement on state assessments though, as noted above, only seven states have plans for statewide databases integrating participation and achievement data. Thirteen states reported that they planned to allow the use of provider-developed tests, and 10 states planned to use other measures, such as student grades, homework completion, or school- or teacher-administered tests. Seventeen states said they planned to measure parent or student satisfaction with the services. The Government Accountability Office (2006) likewise found that very few states had developed rigorous evaluation methods.

According to supplemental service providers in 16 geographically diverse districts, the most frequent forms of state monitoring of their services were reviews of student attendance, meetings with provider organizations to discuss implementation and exchange feedback, and observation of supplemental service sessions (see Exhibit 32). Tracking the academic success of participating students occurred less frequently, although more than 60 percent of providers reported that states monitored state achievement test results of participating students once per year, and nearly half of providers reported that states monitored some other form of academic success of participating students.

Although *NCLB* does not give districts a formal role in the monitoring and evaluation of Title I supplemental educational services, providers reported higher frequencies of monitoring by districts than by states.

For example, three-quarters of providers reported that districts tracked student attendance rates, at least a few times per year, compared with 35 percent of states reporting a similar frequency of monitoring (see Exhibit 32). Similarly, nearly two-thirds of providers reported that districts met with them at least a few times per year to discuss implementation, while 42 percent reported that states did so. Districts observed supplemental service sessions likewise more often than did states, with more than twice as many providers reporting district monitoring (51 percent) than state monitoring (22 percent).

[27] Other research has indicated that states are finding their responsibility for monitoring and evaluating providers to be a challenge. The Center on Education Policy (2006) found that 40 states said that it is a moderate or serious challenge to determine whether providers' instructional strategies are effective in raising student achievement.

Exhibit 32
Percentage of Title I Supplemental Educational Service Providers, by State and District Monitoring Mechanisms They Experienced at Least a Few Times During The Year, 2004–05

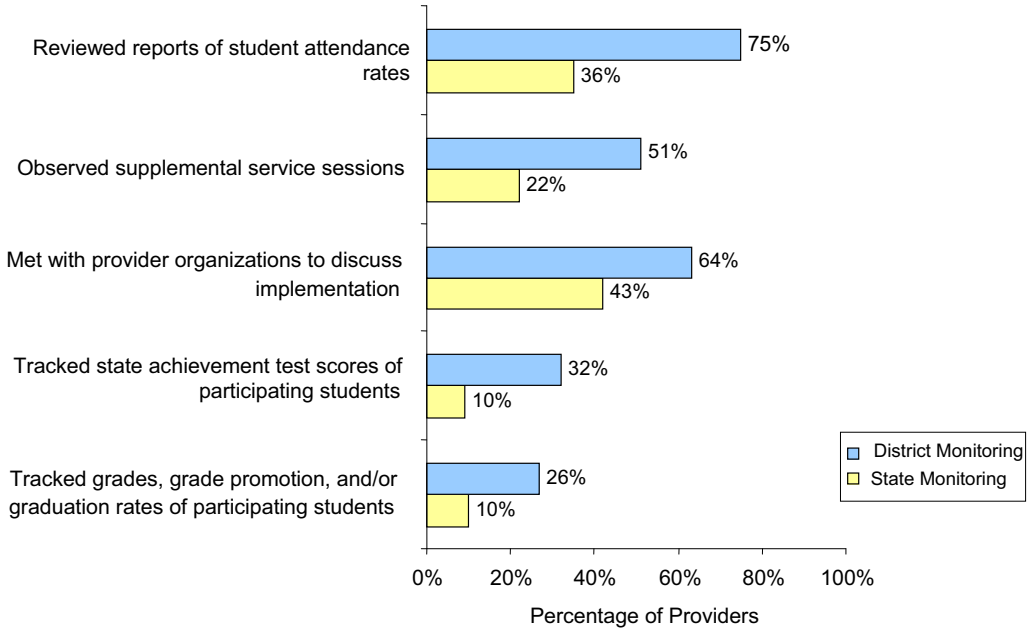

Exhibit reads: Seventy-five percent of providers reported that districts reviewed reports of student attendance rates at least a few times per year, whereas 35 percent of providers reported that states did so.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (n=89 to 95 providers in 16 districts).

A minority (10 percent) of providers reported that they were not monitored by the state in any way, and less than 1 percent reported that they had received no monitoring from either the district or state.

Although districts are often in a better position to monitor providers than are states, one-third of those required to offer supplemental services were themselves approved providers, in direct competition with private providers. This may create a conflict of interest. A district that would prefer to have students enroll in its own services may be tempted to use the monitoring function to create undue burdens for the private providers it is competing against. The NLS surveys provide no direct evidence that this is occurring, but the U.S. Department of Education's regulatory guidance recognizes it as a potential problem, and encourages state education agencies not to rely too extensively on local districts for monitoring, especially when the district is acting as a competing provider.[28]

[28] The U.S. Department of Education's guidance on the role of local districts reads as follows: "An SEA might request assistance from its LEAs [local education agencies] in gathering information to help the SEA monitor the quality and effectiveness of the services offered by providers. However, an SEA is ultimately responsible for monitoring providers and should request assistance from its LEAs only in collecting data from providers, not in evaluating the effectiveness of providers. Additionally, if some LEAs in a State are approved providers, an SEA should recognize that an LEA's status as a provider may create a conflict of interest in providing information to the SEA on the quality of competing providers' services. In such situations, the SEA should consider not involving such LEAs in the monitoring process at all" (U.S. Department of Education, 2005b).

STATE-PROVIDED TECHNICAL ASSISTANCE FOR SUPPLEMENTAL EDUCATIONAL SERVICES

The majority of states (40 and the District of Columbia) provided districts with general information about the Title I supplemental service provisions of *NCLB* in 2004–05. Nineteen states assisted districts with the notification and communication with parents, and 13 states assisted districts with developing contracts with providers (see Exhibit 33).

Exhibit 33
Number of States That Provided Districts with Technical Assistance to Implement Title I Supplemental Educational Services, by Type of Assistance, 2004–05

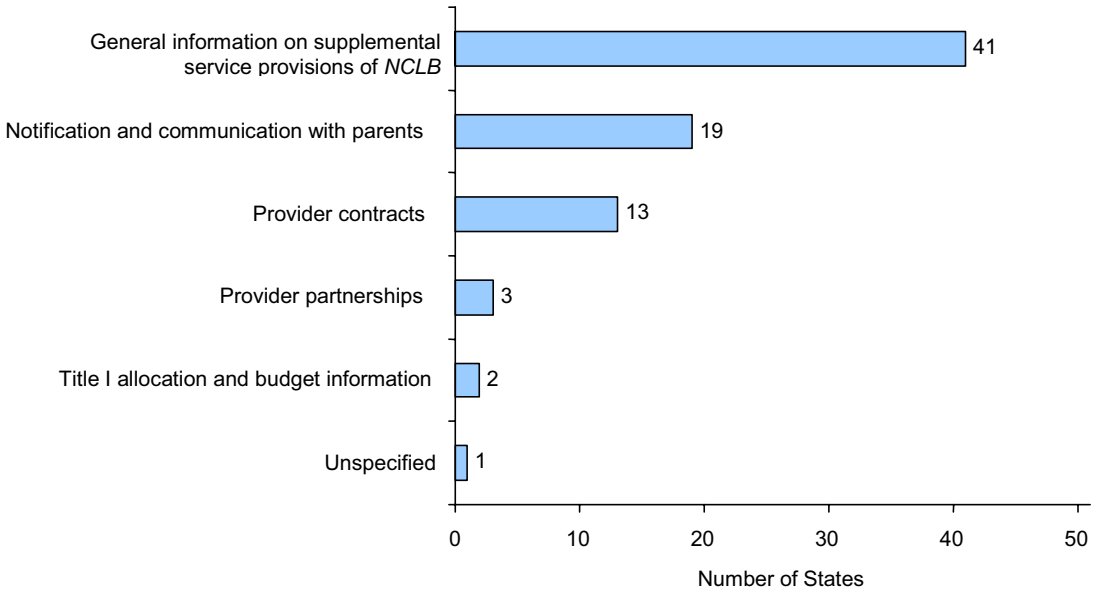

Exhibit reads: Forty-one states provided districts with general information about supplemental service legislation in 2004–05.

Source: SSI-*NCLB*, Supplemental Services Interviews.

States most commonly targeted this technical assistance to Title I administrators in districts with schools identified for improvement (33 states and the District of Columbia). Some states also provided assistance directly to schools (12 states), supplemental service providers (10), and, less commonly, to district superintendents (five) or parents (four).

DISTRICT CONTRACTS WITH SUPPLEMENTAL EDUCATIONAL SERVICE PROVIDERS

Among the statutory requirements for school districts is the obligation to establish contracts with providers. *NCLB* identifies seven specific elements of these formal agreements:

1. specific achievement goals for the student, which must be developed in consultation with the student's parents [Section 1116(e)(3)(A)];

2. a description of how the student's progress will be measured and how the student's parents and teachers will be regularly informed of that progress [Section 1116(e)(3)(A) and (B)];

3. a timetable for improving the student's achievement [Section 1116(e)(3)(A);

4. a provision for termination of the agreement if the provider fails to meet student progress goals and timetables [Section 1116(e)(3)(C)];

5. provisions governing payment for the services, which may include provisions addressing missed sessions [Section 1116(e)(3)(D)];

6. a provision prohibiting the provider from disclosing to the public the identity of any student eligible for or receiving supplemental educational services without the written permission of the student's parents [Section 1116(e)(3)(E)]; and

7. an assurance that supplemental educational services will be provided consistent with applicable health, safety, and civil rights laws [Section 1116(e)(5(C)].

According to districts, other provisions beyond those explicitly required by the law are often included in their contract with providers. Four-fifths of districts required providers to submit regular reports to parents and teachers. Half of districts reported that they offered providers the use of district facilities for free, while one-fourth said they offered district facilities for a fee. One-fourth of districts required all providers to use the same standardized form for reporting on student learning goals and progress toward those goals. Over one-third of districts reported that their provider contracts required services to be supervised by certified teachers. One-tenth of districts reported that they imposed caps on the number of students a provider could serve (see Exhibit 34).

Exhibit 34
Percentage of Districts, by Type of Provision They Included in Contracts With Title I Supplemental Educational Service Providers, 2004–05

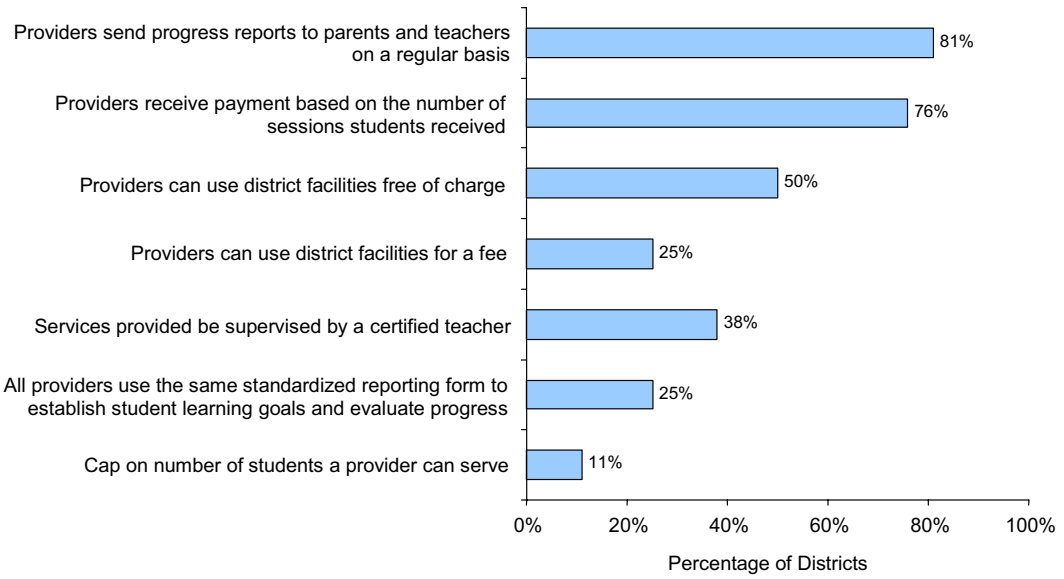

Exhibit reads: Among districts that had contracts with supplemental service providers in 2004–05, 81 percent included in those contracts a requirement that providers send progress reports to parents and teachers on a regular basis.

Source: NLS-*NCLB*, District Survey (n=94 districts).

In a subsample of 16 districts, most supplemental service providers described contractual provisions that were consistent with those described by the districts (see Exhibit 35). However, they were more likely than districts to report they could use district facilities for a fee instead of free of charge. They were also more likely than districts to report having a cap on the number of students they could serve.

Districts reported spending an average of $875 per participating pupil on Title I supplemental educational services in 2003–04, about 30 percent less than the maximum ($1,225) per-child amount they reported allocating for such services.

Half of the districts reported spending between $385 and $1,234 per student for supplemental services in 2003–04.[29] The average maximum amount that districts reported allocating per pupil for *NCLB* supplemental services increased by 17 percent from 2003–04 ($1,225) to 2004–05 ($1,434). Total spending on Title I supplemental educational services was estimated to be $192 million in 2003–04.

According to 86 providers of all types in the 16-district subsample, the average rate charged to districts for services was $38 per student per hour.

[29] Source: NLS-*NCLB* District Survey. Based on $38 per student per hour, the estimated average amount spent by providers in the 16-district subsample was $1,732 per student, twice the national average reported by districts. The difference between the two estimates may be because the 16-district subsample is dominated by large urban districts where providers may be charging relatively more.

Exhibit 35
Percentage of Title I Supplemental Educational Service Providers, by Type of Provisions Included in Contracts with Districts, 2004–05

Provision Included in Contract	Percentage of Providers
Provision that your organization will receive payment based on the number of sessions of tutoring that students attend (n=92)	95%
Requirement that your organization send progress reports to parents and/or teachers on a regular basis (n=91)	94%
Agreement that your organization can use district facilities free of charge (n=92)	16%
Agreement that your organization can use district facilities for a fee (n=91)	42%
Requirement that services provided to students be supervised or attended by certified teacher (n=91)	48%
Cap on the number of students your organization can serve (n=90)	39%

Exhibit reads: Forty percent of supplemental service providers in a subsample of 16 districts reported that their contracts included an agreement that they could use district facilities for a fee.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

SCHOOLS' RELATIONSHIP WITH SUPPLEMENTAL EDUCATIONAL SERVICE PROVIDERS

Principal and Teacher Knowledge of Supplemental Services

The *No Child Left Behind Act* says little about the roles of principals and teachers with respect to Title I supplemental educational services, but there are a variety of ways they may become engaged with service providers. However, principals were only occasionally informed about the content of supplemental services provided to their students.

Over 40 percent of principals of schools with students eligible for Title I supplemental educational services did not know how well these services were aligned with school academic content standards.

Less than one-third of the principals reported that the services provided to their students were well aligned with school academic content standards in mathematics and reading (see Exhibit 36).[30]

[30] Although schools do not generally have their own unique academic content standards, the survey question asked about the school's standards to avoid potential confusion between state standards and district standards. The phrasing was intended to allow principals to report on the content standards in use in their schools, regardless of the source of those standards.

Exhibit 36
Percentage of Principals at Schools With Students Eligible for Title I Supplemental Educational Services, by Degree of Alignment of Services With School Academic Content Standards and Subject Area, 2003–04

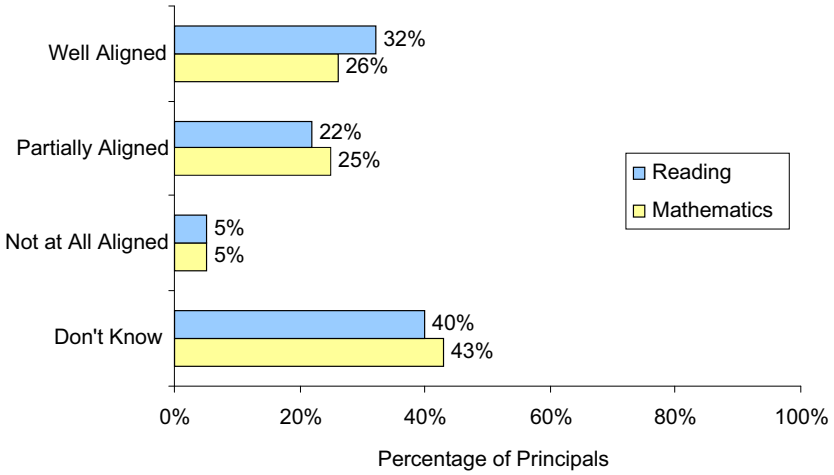

Exhibit reads: In 2003–04, 32 percent of the principals at schools with students eligible for supplemental services said the services were well aligned with school academic content standards in reading.

Source: NLS-*NCLB*, Principal Survey (n=206 and 204 principals, respectively, for reading and mathematics).

A similar lack of knowledge about supplemental services offered to students at their schools was evident among teachers. In schools with students eligible for Title I supplemental services, 30 percent of teachers did not know whether students in their schools were actually being offered supplemental services. Secondary teachers were more likely than elementary teachers to say they did not know whether their district students were receiving these services (55 percent in high schools and 28 percent in middle schools, compared with 23 percent in elementary schools). This absence of teachers' knowledge about availability of supplemental services may be partly due to the fact that many districts started supplemental services late in the school year—in some instances perhaps after the administration of the NLS-*NCLB* surveys.

Among teachers who were aware that students in their schools were participating in supplemental services, the majority (96 percent) knew whether their own students were participating, and as discussed earlier, many of these teachers communicated with parents about their supplemental services options (see Chapter III).

Provider Communication with Principals and Teachers

Most providers reported that they communicated with the regular classroom teachers of their students, but one in five never did so.

In a sample of 16 districts, 70 percent of Title I supplemental educational service providers reported that their staff communicated with the classroom teachers of their students at least a few times per year. However, nearly one-fifth (19 percent) reported no contact with classroom teachers. The Government

Accountability Office (2006) likewise reported that many providers were not connected with teachers, finding that some providers had no contact with teachers in 40 percent of districts.

Providers reported that the most common topics of their communication with teachers included student academic progress (related to supplemental service goals or to regular classroom instruction), coordination of curriculum and instruction, and student attendance at sessions. Student achievement on state assessments was less frequently discussed (see Exhibit 37).

Exhibit 37
Percentage of Title I Supplemental Educational Service Providers and of Teachers Reporting Communicating With Each Other, by Type of Communication, 2004–05

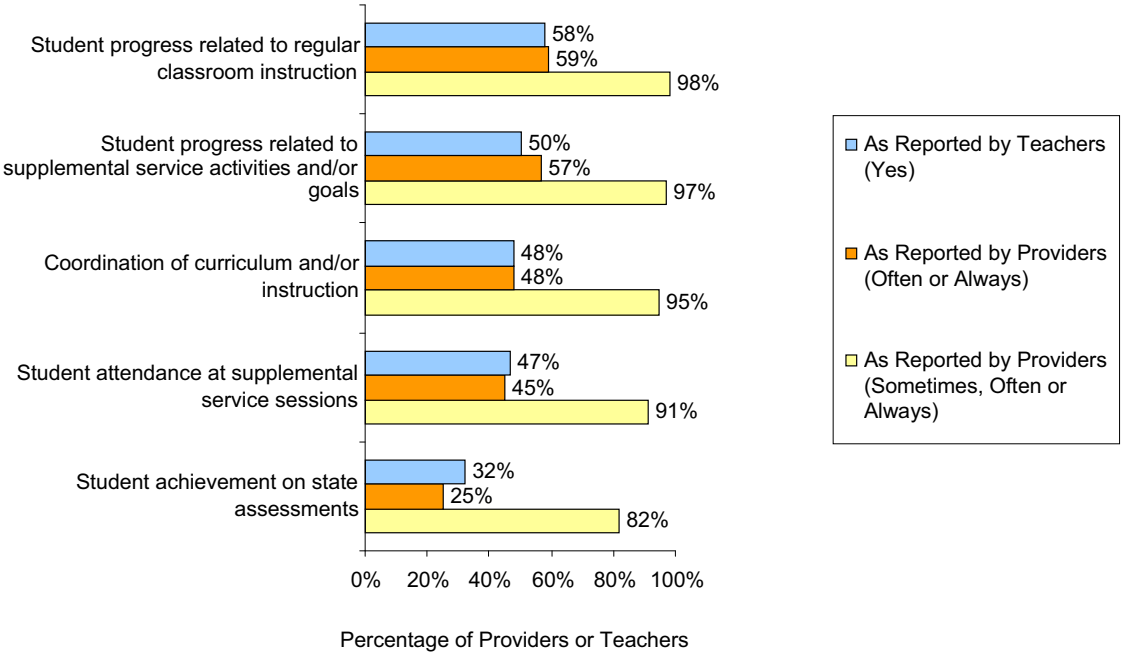

Exhibit reads: Fifty-eight percent of teachers reported that they communicated with the supplemental service providers serving their students regarding student progress related to regular classroom instruction, while 59 percent of providers (in a sample of 16 districts) reported that they often or always communicated with teachers regarding student progress related to regular classroom instruction.

Note: Teacher survey responses are from a nationally representative sample, while providers were surveyed only in a subsample of 16 districts.

Sources: NLS-*NCLB*, Teacher Survey and Supplemental Service Provider Survey (n=67 to 75 providers in 16 districts and 524 teachers).

Among teachers who knew their own students were receiving supplemental services, over half in elementary and middle schools and nearly half in high schools said they had communicated with supplemental service providers on student progress related to regular instruction. Regardless of grade level, about half of these teachers communicated with providers about their students' progress, students' attendance, and coordination of curriculum and instruction (see Exhibit 37). About one-third of these teachers reported discussing student achievement on state tests with providers of supplemental services.

Providers in the 16-district subsample reported higher rates of communication with teachers than did teachers in the national sample, as suggested by Exhibit 37. But the percentages of providers reporting communicating with teachers "often" or "always" on particular topics were quite consistent with the percentages of teachers (in the national sample) who reported contact with providers on the same issues.

Providers in the 16-district subsample indicated that they had regular contact about the progress of individual students with parents, principals, and district officials as well as teachers. Providers reported on student progress most frequently to parents (see Exhibit 38). One-fifth of providers said that they reported to parents following each session of supplemental services, while another 31 percent said that they gave reports to parents a few times monthly. Providers also reported back to principals and district officials with some regularity: About half of providers indicated that they reported to principals and to district officials at least a few times per semester or per year. Providers reported to the state less frequently: Half reported once annually and one-third never reported to the state about the progress of individual students.

Exhibit 38
Percentage of Title I Supplemental Educational Service Providers Reporting on the Progress of Individual Students, by Type of Recipient and Frequency, 2004–05

Recipient	Frequency of Reporting					
	After Every Session	Few Times Per Month	Few Times Per Semester	Few Times Per Year	Once Per Year	Never
Parents (n=99)	20%	32%	30%	16%	1%	1%
Principals (n=97)	4%	12%	33%	20%	8%	22%
District officials (n=96)	3%	10%	37%	25%	19%	7%
The state (n=92)	3%	1%	7%	7%	48%	34%

Exhibit reads: Twenty percent of supplemental service providers reported that they reported to parents of students they served after every session.

Note: Totals may not sum to 100 percent due to rounding.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

PROVIDERS AND STUDENT ASSESSMENT

Providers often received little or no information on the students they served prior to beginning services. Slightly more than half of providers reported receiving any one of various kinds of information about their students' academic performance prior to the initiation of services (see Exhibit 39). Student scores on state assessment tests were received by 41 percent of providers, while individualized education programs (IEPs) and report card grades were given to about one-fourth of providers. Nearly half of providers reported that they received none of the various types of information about their students prior to the start of services.

Exhibit 39
Percentage of Title I Supplemental Educational Service Providers, by Type of Information Received on Individual Students Prior to Providing Supplemental Services, 2004–05

Type of Information Received on Students	Percentage of Providers Receiving Information Prior to Providing Services
Scores on state assessment tests (n=95)	41%
Scores on other standardized tests (n=94)	36%
Report card grades (n=94)	26%
Examples of student work (n=94)	18%
IEPs for students we are serving (n=93)	27%
Received at least one type of information (n=95)	54%

Exhibit reads: Forty percent of supplemental service providers reported that they received student scores on state assessment tests prior to providing supplemental services.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Although most providers did not receive many types of information about students' academic backgrounds, 9 out of 10 providers surveyed reported formally assessing students prior to providing supplemental services. Providers reported using a variety of instruments to assess the progress of students they were serving (see Exhibit 40). Most commonly, providers used assignments completed by students during sessions: Over half did so after every session. Forty percent of providers also used assignments completed outside of sessions at least a few times per month, although half of providers never assessed students in this manner. Meanwhile, over 40 percent of providers used tests developed by their organization at least a few times per month. Smaller numbers of providers used district-based assessments, state practice tests, or student portfolios.

Exhibit 40
Percentage of Title I Supplemental Educational Service Providers Assessing Students, by Type of Measure and Frequency, 2004–05

Measure	Frequency of Assessment					
	After Every Session	Few Times Per Month	Few Times Per Semester	Few Times Per Year	Once Per Year	Never
Tests developed by your organization (n=79)	13%	30%	20%	23%	1%	13%
Tests aligned with regular classroom instruction (n=84)	5%	29%	17%	20%	4%	25%
District-developed assessments or benchmark tests (n=84)	4%	13%	11%	16%	2%	55%
Practice tests for state assessments (n=86)	6%	19%	11%	10%	2%	52%
Assignments completed by students during sessions with your organization (n=86)	55%	23%	4%	9%	0%	9%
Assignments completed by students outside of sessions with your organization (n=83)	25%	16%	2%	8%	2%	47%
Student portfolios (n=84)	19%	11%	11%	6%	3%	50%

Exhibit reads: Fourteen percent of supplemental service providers reported using tests developed by their own organization to assess students after every session.

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

DISCUSSION

As of 2004–05, virtually all states had established approval criteria for supplemental service providers, but they were much slower in setting up monitoring processes and standards for evaluating provider effectiveness. Very few states had any systematic way to assess the effects of supplemental services on student achievement. Local school districts were to some extent stepping into the breach: Providers reported more frequent monitoring by districts than by states, despite the fact that *NCLB* does not give districts a formal role in the monitoring and evaluation of supplemental services, and despite the fact that one-third of districts were themselves approved providers, creating a potential conflict of interest.

NCLB expects parents, providers, and school districts to reach an agreement on the learning goals for each child, and district contracts with providers often require them to communicate regularly with classroom teachers. In practice, the evidence suggests uneven levels of provider communication with school staff and inconsistent integration of supplemental services with school academic programs. Over 40 percent of the principals of schools with students eligible to participate in supplemental services did not know how well services offered to their students were aligned with their school academic content standards in 2004–05. Less than one-third of the principals reported that the services provided to their students were well aligned with school academic content standards in mathematics or reading. Most providers reported that they communicated with the regular classroom teachers of their students, but one in five never did so.

CONCLUSIONS

In 2004–05, about 6.2 million students were eligible for Title I school choice and as many as 1.8 million students were eligible for Title I supplemental educational services. Although the number of students participating in school choice and supplemental services grew substantially from previous years, most eligible students did not participate. One percent of eligible students participated in school choice and 17 percent of eligible students received supplemental educational services, according to the most recent nationally representative data available. Three notable issues may have affected participation:

1. **Absence of available options.** About one-third of districts—usually small districts with few schools—had no non-identified schools to which students in identified schools could transfer. All of their schools at the relevant grade levels were identified for improvement (which is not unusual in small districts that have only a few schools.) An absence of non-identified schools is especially common at the middle and high school levels. With respect to supplemental services, providers were far less likely to offer services to high school students than to elementary and middle school students, despite the fact that, across the country, these students were more likely to be eligible for services than were elementary students.
2. **Timing of notification.** Many districts did not receive information on the improvement status of their schools from their states until late summer or early fall, reducing their ability to inform parents about Title I school choice before the start of the school year. Less than one-third of districts required to offer school choice notified parents of eligible students before the beginning of the school year. Districts that notified parents prior to the beginning of the school year had higher participation rates than did those that notified parents after school had started.
3. **Problems with communication.** While almost all of the districts offering Title I school choice and supplemental educational services reported that they notified parents of the options available to their children, many parents were not aware of their options. For example, in the eight urban districts subsampled for additional study, three-quarters of parents of elementary students who were eligible for school choice indicated they had not been notified of the option to move their child to another school—despite the fact that all eight districts provided copies of parent information letters that they reported were sent to eligible parents. Many (but fewer) parents likewise reported they were not notified about the availability of supplemental educational services.

For families that participated in Title I choice options, there are signs of promise. Parents who took advantage of Title I school choice were very satisfied with the new schools—which had substantially higher levels of average student achievement than did the schools departed by the transfer students (at least in nine large, urban districts that were subsampled), as intended by *NCLB*. Moreover, students using the school choice option had lower-than-average levels of prior achievement.

Parent, provider, and district reports suggest that many students who participated in Title I supplemental educational services received a substantial amount of additional instructional time. Providers reported serving students an average of 57 hours per year. Given the low levels of prior achievement of supplemental educational service participants, that additional time was appropriately directed to students who needed it. Parents reported high levels of satisfaction with supplemental services as well.

The availability and use of Title I supplemental educational services has grown rapidly over the past several years, but systems for monitoring providers and evaluating their effectiveness are only in their infancy. Most states did not yet have clear standards or methods for evaluating providers, and provider

reports suggest that districts were often taking on evaluation roles, despite the fact that the law designates this responsibility to states. Moreover, although *NCLB* requires that providers, districts, and parents work together to identify academic goals for each student, communication channels among these three partners appeared to be uneven. Although most providers reported some communication with schools and parents, one-fifth of providers acknowledged that they never communicated with classroom teachers about student progress.

In short, states, districts, and providers were working to implement Title I school choice and supplemental educational services, but whether they will meet the expectations envisioned in the law of providing a range of educational options to parents of students in persistently low-performing Title I schools is not yet clear.

REFERENCES

American Institutes for Research (AIR) and Education Industry Association (EIA). (2005). *The Promise and Challenge of Supplemental Educational Services: The Providers' Perspective*, Washington, D.C.: AIR.

Center on Education Policy. (2006). *From the Capital to the Classroom: Year 4 of the* No Child Left Behind Act, Washington, D.C. Available on CEP Web site: www.cep-dc.org/nclb/Year4/CEP-NCLB-Report-4.pdf (accessed Sept. 8, 2006).

Government Accountability Office. (2006). *Education Actions Needed to Improve Local Implementation and State Evaluation of Supplemental Services*. GAO-06-758. Washington, D.C.

Howell, W. (2004). "Worcester: Thunderous Clouds, No Rain," in Frederick M. Hess and Chester E. Finn, eds., *Leaving No Child Behind?: Options for Kids in Failing Schools*, New York: Palgrave Macmillan, pp. 239–263.

The No Child Left Behind Act of 2001, Public Law 107-110, 107th Congress, 2nd Session, Jan. 8, 2002.

Public Education Network. (2004). *Open to the Public: Speaking Out on* No Child Left Behind. *Summary of Nine Hearings*. Washington, D.C.

U.S. Department of Education. (2004). "Overview: Four Pillars of *NCLB*." Available on Department of Education Web site: www.ed.gov/nclb/overview/intro/4pillars.html (accessed Aug. 24, 2006).

U.S. Department of Education. (2005a). *Case Studies of Supplemental Services Under the* No Child Left Behind Act: *Findings from 2003–04*, Washington, D.C. Available on Department of Education Web site: www.ed.gov/rschstat/eval/disadv/supplementalyear2/final-year2.pdf (accessed Aug. 25, 2006).

U.S. Department of Education. (2005b). *Supplemental Educational Services: Non-Regulatory Guidance*, Washington, D.C. Available on Department of Education Web site: www.ed.gov/policy/elsec/guid/suppsucsguid.doc (accessed Aug. 25, 2006).

U.S. Department of Education. (2006). *Title I Accountability and School Improvement from 2001 to 2004*, Washington, D.C.: U.S. Department of Education.

Zimmer, R., B. Gill, P. Razquin, K. Booker, and J.R. Lockwood. (2007). *State and Local Implementation of the* No Child Left Behind Act*, Volume I—Title I School Choice, Supplemental Educational Services, and Student Achievement.* Available on Department of Education Web site: www.ed.gov/rschstat/eval/choice/implementation/achievementanalysis.pdf (accessed Jan. 30, 2008).

APPENDIX A
DESCRIPTION OF NLS-*NCLB* AND SSI-*NCLB* METHODOLOGIES

The purpose of the NLS-*NCLB* and SSI-*NCLB* is to provide an integrated longitudinal evaluation of the implementation of *No Child Left Behind* by states, districts and schools, focusing primarily on *NCLB* provisions in the following four areas: accountability, teacher quality, parental choice and supplemental educational services, and targeting and resource allocation.

Data collection for NLS-*NCLB* and SSI-*NCLB* was coordinated to ensure coverage of the same set of questions as well as questions pertinent to each state, district and school levels. Taken together, the linked dataset on state policies, district policies, school strategies, teacher qualifications, parental choice activities, provision of supplemental services, resource allocation, and student achievement that were developed provide a unique resource for understanding the implementation of the key provisions of *No Child Left Behind*, including in Title I and non-Title I schools.

Sample and Response Rates

The nationally representative sample selected for NLS-*NCLB* includes 300 districts. The sampling frame included all districts with at least one public and regular school in the 2001 National Center for Education Statistics (NCES) Common Core of Data (CCD) school database. The sample was selected using a probability proportional to size (PPS) scheme in which the measure of size was district enrollment; 36 very large districts were selected with certainty. In order to ensure sufficient sample sizes of schools identified for improvement under Title I, the study over-sampled high-poverty districts, defined as those in the highest poverty quartile. District poverty quartiles were based on Census Bureau estimates of the number of school-age children and poor children living in each district (2002 Small-Area Income and Poverty Estimates). The poverty quartiles were created by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles that each contains 25 percent of the school-age children.

The school sample included 1,483 schools randomly sampled from strata within sampled districts. Title I schools, high-poverty schools, and elementary schools with Comprehensive School Reform (CSR) programs were over-sampled. Title I status and the percentage of students eligible for free or reduced-price lunches in schools were taken from the Common Core of Data maintained by the National Center for Education Statistics. The eligibility threshold for the subsidized lunch program is lower than the official poverty definition. Elementary CSR schools were identified through the Southwest Educational Development Laboratory database on CSR schools. he sample of schools was designed so that on average two non-CSR schools, one CSR, one middle school, and one high school were selected from each district.

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

Of the 300 districts in the sample, all but three agreed to participate in the study. These three districts were replaced, 289 responded by returning completed surveys yielding a response rate of 96 percent. Of the 1,483 schools in the sample, 36 refused to participate and were replaced. The response rate for principal surveys in sampled schools was 89 percent. Among teachers, response rates were highest for elementary teachers at 86 percent, while English and mathematics teachers responded at a rate of 82 percent.

Exhibit A.1
Sample Sizes and Survey Completion Rates for National Longitudinal Study of *NCLB* Surveys, 2004–05

	Sample Size	Completed Surveys	Completion Rate
Districts	300	289	96%
Schools	1,483	1,315	89%
Elementary teachers	4,772	4,089	86%
English teachers	2,081	1,707	82%
Mathematics teachers	1,938	1,598	82%
Special education teachers	1,408	1,191	85%
Paraprofessionals	950	828	87%

The following table presents characteristics of the district and school samples compared with the universe of districts and schools based on CCD data. As intended, the sample contains higher proportions of high-poverty districts and schools compared with the universe.

Exhibit A.2
Characteristics of National Longitudinal Study of *NCLB* District and School Samples Compared with the Universe of Districts and Schools

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

Source: Sample and universe based on 2001–2002 CCD.

In addition, a subsample of nine large, urban districts was selected for additional data collection focused on student-level demographic and achievement data as well as a survey of parents. The nine districts were selected based on availability of the necessary longitudinal individual student achievement data as well as sufficient numbers of students participating in the Title I school choice and supplemental services options to enable sampling of 100 parents in each district who had children participating in the Title I school choice option and an additional 100 parents with children receiving Title I supplemental services. As a result, these districts are all large urban districts and do not reflect the diversity of Title I districts.

A stratified simple random sample of about 400 parents was selected in each of eight districts (one district did not provide the data needed to select a parent sample). In each district, four sampling strata were created for use in sampling parents. The four strata included parents of children who transferred under *NCLB*, received supplemental services, were eligible to transfer or receive supplemental services but chose not to participate, and children who were in schools not identified for improvement.

Sample sizes of 100 were randomly selected with equal probabilities from each of the four strata within each district. Districts generally fell short of the 100 sample size within the transfers stratum, and thus the total sample size in some districts was under 400. One district did not distinguish transfers under *NCLB* from other transfers in their district and thus had a sample equally distributed within strata 2, 3, and 4 (i.e., with 133 parents in each of the three strata). A total of 3,094 parents were sampled and 1,866 completed surveys for a response rate of 61 percent. Response rates for each of the strata varied from 55 percent to 67 percent. Response rates in six of the eight districts were above 60 percent, while one

district had a response rate of 52 percent and one district (which refused to permit telephone follow-ups) had a response rate of 36 percent.

Exhibit A.3
Sample Sizes and Completion Rates
for National Longitudinal Study of *NCLB* Parent Surveys

	Sample Size	Completed Surveys	Completion Rate
Parents of children who transferred under *NCLB*	602	403	67%
Parents of children who received supplemental services	839	493	58%
Parents of children who were eligible to transfer or receive supplemental services but chose not to participate	798	439	55%
Parents of children who were in schools not identified for improvement	855	531	63%
All parents	3,094	1,866	61%

Supplemental educational service providers were surveyed in these eight districts as well as an additional eight districts where supplemental services were being offered. The additional eight districts were randomly selected from high-poverty districts distributed across regions and across mid-sized cities and suburban and rural areas. Ten supplemental service providers were randomly chosen in each of the 16 districts, except in districts with fewer than ten providers, where all providers were surveyed. In five districts, the district itself was providing supplemental services and in those cases the district was surveyed in addition to the ten other providers. A total of 125 providers were surveyed (out of a universe of 226 providers operating in the 16 districts) and 103 completed surveys for a response rate of 82 percent.

In the above 16 districts, plus 9 additional districts, again randomly selected from the study sample of districts, various documents were collected, including district improvement plans, district report cards, parental choice notification letters, and school improvement plans for selected schools. All of these districts cooperated with the document collection activities.

Across all survey items, nonresponse was generally low. That is, respondents tended to answer all questions in the surveys. Survey items with item nonresponse rates greater than 10 percent are generally not included in the report. When items with high nonresponse are reported, the nonresponse rate is reported and discussed in the text. No item-level imputations for missing data were made for this report.

The interview sample for the SSI-*NCLB* was straightforward, including all 50 states plus the District of Columbia and Puerto Rico. The response rate for all four types of interviews (accountability, teacher quality, supplemental educational services, and Title III) was 100 percent. However, responses for some specific variables were occasionally less than 100 percent, if respondents did not respond to the interview question, or if data were absent from state documentation.

Data Collection

NLS-*NCLB* data used in this report were gathered using instruments that included mail surveys of district federal program coordinators, school principals, classroom teachers, Title I paraprofessionals,

parents, and supplemental educational services providers. In some instances parents were surveyed by telephone. Survey administration began in October 2004 and was completed in March 2005, except for the parent and supplemental service provider surveys that began in early 2005 and extended into October 2005. A second complete wave of data collection will be conducted in the 2006–07 school year. Topics covered in the survey questionnaires included accountability systems, AYP and school and district identification for improvement, technical assistance, improvement strategies, use of assessment results, Title I school choice and supplemental educational services, teacher quality, and professional development.

In addition, NLS-*NCLB* gathered pertinent documents, including district and school improvement plans and school report cards, and parental notifications about choice options, teacher qualifications, and achievement test scores of children.

The SSI-*NCLB* relied on interviews with state education officials and extant data. Interviews were conducted between September 2004 and February 2005 with state officials who had primary responsibility for accountability, teacher quality, supplemental educational services, and Title III implementation. A second wave of interviews will be conducted in the 2006–07 school year. The interview protocols addressed topics including assessments, AYP definitions, state support for schools identified for improvement, sanctions for schools in corrective action and restructuring, state data systems, state definitions of highly qualified teachers, professional development, technical assistance for teacher quality, monitoring supplemental educational service providers, and state approaches to the implementation of *NCLB* provisions related to English language proficiency. Each interview included a short section of survey questions to which state officials responded in writing (these were referred to as "Introductory Materials") and a document request, if necessary.

States are required to submit much documentation to the U.S. Department of Education, and the SSI-*NCLB* collected documents such as the Consolidated State Applications under *NCLB* (primarily the state accountability workbooks) as well as the annual Consolidated State Performance Reports (CSPRs). In addition, state education agency Web sites were an important source of data on topics including high objective uniform state standard of evaluation (HOUSSE) policies, assessment systems, and technical assistance.

A national database of the 2003–04 AYP status of all schools and of schools identified for improvement in 2004–05 was created from data on state education agency Web sites and the CSPRs. In some cases, state education officials provided the necessary data files, requested during the interview process. The resulting database contains 88,160 schools (including both Title I and non-Title I schools) in 50 states and the District of Columbia. It does not include 2,529 schools for which states reported AYP as "not determined," and about 4,000 schools that were not included in state-provided data files or Web sites.

Sample Weights for NLS-*NCLB* Survey Data

Survey data were weighted to adjust for differences between the composition of the sample and the composition of the population of interest. These differences arose partly by design—for example, differential sampling rates for high- and low-poverty districts. However, differences between the composition of the sample and that of the population also arose because of differences in cooperation rates. Not every district, school, or teacher agreed to participate in the survey, and members of some groups cooperated at higher rates than members of other groups. Differences between the composition of the sample and that of the universe may also arise because of various forms of under-coverage. Weights were used to compensate for all of these differences between samples and populations.

Two sets of weights were created for districts and schools: A-weights and B-weights. The A-weights were used to compute enrollment weighted estimates (i.e., the percentage of students enrolled in districts or schools that have specific features); and the B-weights were used to compute estimates of the percentage of districts or schools. The calculation methods for the sets of weights for districts, schools, and teachers are described below.

District Weights

1. Base weights were computed as the reciprocal of the inclusion probability, corresponding to the original sample of 300. The frame included all districts with at least one public and regular school in the 2001 NCES CCD school database. The sample was selected using a PPS scheme, where the measure of size was district enrollment; however, 36 very large districts were selected with certainty.

2. After substitution for three non-cooperating districts, revised base weights corresponding to the expanded sample of 303 districts were computed.

3. Non-cooperation-adjusted weights were computed. Because there were only three non-cooperating districts, response rates approached 100 percent. The non-cooperating cells were defined by crossing district certainty status (certainty, non-certainty) by region (NE, MW, S, W) and poverty status (high, low). As all certainty districts responded, no nonresponse adjustment was made to them.

4. A second adjustment was made for nonresponse, accounting for 11 cooperating districts that did not complete and return the district questionnaire. Similar to the non-cooperation adjustment in Step 3, response rates approached 100 percent. The non-responding cells were defined by crossing district certainty status (certainty, non-certainty) by region (NE, MW, S, W) and poverty status (high, low). As all certainty districts responded, no nonresponse adjustment was made to them.

5. A Winsorization adjustment was applied to four district outlier weights.

6. The weights were raked to district totals on three dimensions: district size (four categories), region by poverty strata (eight categories), and Metropolitan Status Code 2001 (three categories). With a tolerance level set at 0.001, convergence was satisfied after six iterations. It should be noted that raking of district weights was applied only to the non-certainty districts. The certainty districts maintained their original final weights as described above.

7. Three districts had a raked weight under 1.00. The raked weight was reset to 1.00 for these three districts to produce the final raked B-weights for districts.

8. The final raked weights were then multiplied by district enrollment.

9. Finally, those weights were raked to enrollment totals on three dimensions: district size (four categories), region by poverty strata (eight categories), and Metropolitan Status Code 2001 (three categories). With a tolerance level set at 0.001, convergence was satisfied after eight iterations. These raked weights are the final raked district A-weights.

School Weights

1. School weights began with the Step 3 district weights.

2. The conditional school base weight was computed as the reciprocal of the school inclusion probability after allowing for replacement schools, mergers, splits, and any other status changes.

3. School base weights were computed by multiplying the district weights (Step 1) by the Step 2 school conditional weights.

4. A Winsorization adjustment was applied to four outliers.

5. The conditional school base weight was computed as the reciprocal of the school inclusion probability after allowing for replacement schools, mergers, splits, and any other status changes.

6. The school base weight was computed by multiplying the Step 4 school weights by the Step 5 school conditional weights.

7. Schools that were closed were given a weight of zero.

8. A nonresponse adjustment was made to the weights for the remaining (open) schools, accounting for non-cooperating schools.

9. Using the non-cooperating-adjusted school weight from Step 8, a second nonresponse adjustment was made for open schools, accounting for 168 missing principal questionnaires.

10. A Winsorization adjustment was made for seven extreme school weights. The result is called the preliminary B-weights.

11. These weights were raked to school totals on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after seven iterations. The result is called the preliminary raked B-weight.

12. Within the smallest school size category (less than 400 students enrolled), two cases had weights Winsorized. The result is called outlier adjusted raked B-weight.

13. Finally, 10 schools had a raked weight under 1.00. They were reset to 1.00, while the rest of the school sample maintained its weights from Step 11. The result is the final raked school B-weights.

14. These raked B-weights were multiplied by school enrollment (obtained from the school-level CCD file).

15. A Winsorization adjustment was made for seven extreme weights. The result is called the preliminary A-weights.

16. Finally, these weights were raked to school enrollment on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after eight iterations. The resulting weights are the final raked school A-weights.

Teacher Weights

1. Teacher weights began with Step 8 school weights.

2. A Winsorization adjustment was applied to seven extreme school weights within size categories.

3. Those weights were then raked to school totals on four dimensions: school size (four categories), region by poverty strata (eight categories), Metropolitan Status Code 2001 (three categories), and school type (four categories). With a tolerance level set at 0.001, convergence was satisfied after six iterations.

4. Within the smallest school size category (less than 400 students enrolled), two cases had weights Winsorized.

5. Finally, 15 schools had a raked weight under 1.00. These weights were reset to 1.00, while the rest of the school sample maintained the weight from Step 4.

6. The conditional teacher base weight was computed as the reciprocal of the teacher probability of selection.

7. The teacher base weight was calculated by multiplying the Step 5 weight by the Step 6 conditional weight.

8. Teachers determined to be ineligible or out of scope (assuming no permanent replacement teacher was available) were given a weight of zero.

9. A nonresponse adjustment was made for teachers who refused to complete the questionnaire and a proportion of the teachers with unknown eligibility. Nonresponse adjustment cells were defined by crossing region by poverty stratum (eight categories) by teacher stratum (14 categories), with the collapsing of a few small cells (those with fewer than 30 cases). Collapsing of small cells involved cells for sixth-grade classroom teachers, seventh and eighth grade mathematics teachers, and seventh and eighth grade ELA teachers.

10. The nonresponse adjusted weights were then outlier adjusted. Outliers were defined to be any weights that were at or above the 99.5 percentile within nonresponse adjustment cell. Fifty-one outliers were flagged and Winsorized.

Standard Errors

Calculation of standard errors adjusted for the complex sampling design using SAS statistical software that makes use of the Taylor expansion method for calculating standard errors.

The standard errors provide an indicator of the reliability of each estimate. For example, if all possible samples of the same size were surveyed under identical conditions, an interval calculated by adding and subtracting 1.96 times the standard error from a particular estimate would include the population value in approximately 95 percent of the samples.

Statistical Tests and Modeling

National Longitudinal Study of *NCLB* Survey Data

Analyses of survey data presented in this report are mostly descriptive and involve comparisons of means or ratios between groups or over time. Survey-based comparisons discussed in the text of the report have been tested for statistical significance. Tests of significance for these analyses were conducted 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 critical values for t. The following formula can be used to compute the t statistic for the difference between estimates for subgroups:

$$t = \frac{\overline{x_1} - \overline{x_2}}{\sqrt{SE_1^2 + SE_2^2}}$$

Where $\overline{x_1}$ and $\overline{x_2}$ are the estimated means or ratios being compared and SE_1 and SE_2 are their corresponding standard errors.

Multivariate Analysis

A multivariate logistic model was used to measure the net effect of different variables on an outcome, such as designation of a school as being in need of improvement, that is, the effect of a particular factor on that outcome, while controlling for the effects of other variables. Empirically, the outcome is summarized by a dichotomous dependent variable.

The logistic regression model is an appropriate choice for the functional form, because it restricts the value of the predicted probability to between 0 and 1. The model relates the occurrence of an event for the i th case, Y_i, to a vector of characteristics for that case, X_i.

$$P_i = E(Y_i = 1 | X_i) = 1/(1 + e^{-(\beta_0 + \Sigma \beta_j X_{ij})})$$

where

P_i = probability of occurrence of an outcome for case i,

X_{ij} = values of the explanatory variable j for case i,

β_j = estimated coefficients for the X_j, and

β_0 = estimated constant term.

APPENDIX B
STANDARD ERROR EXHIBITS

Exhibit B.1
Notification, Application, and Participation in Title I School Choice and Supplemental Educational Services, 2003–04 and 2004–05 (as Reported by Districts)

	Supplemental Educational Services 2003–04 (n=80)		Title I School Choice 2003–04 (n=109)		Title I School Choice 2004–05 (n=121)	
	Estimated Number	Percentage of Eligible Students	Estimated Number	Percentage of Eligible Students	Estimated Number	Percentage of Eligible Students
Eligible	1,380,000 (101,885)	N/A	3,850,000 (269,713)	N/A	6,526,000 (373,560)	N/A
Notified	1,714,000 (89,237)	124.3%	3,269,000 (274,279)	84.9%	4,175,000 (303,227)	64.0%
Applied	265,000 (15,650)	19.2%	68,000 (6,624)	1.8%	82,000 (12,936)	1.3%
Participated	233,000 (15,515)	16.9%	38,000 (6,248)	1.0%	45,000 (8,870)	0.7%

Source: NLS-*NCLB*, District Survey; SSI-*NCLB,* National AYP and Identification Database.

Exhibit B.2
Prior Year Achievement Levels (Measured in Z-Scores) of Students Participating and Eligible for Title I Choice Options in Nine Large, Urban Districts, 2004–05

	Supplemental Educational Services		School Choice	
	Participating Students	Eligible Students	Participating Students	Eligible Students
Prior year reading score	–0.35[a] (0.004)	–0.23[b] (0.001)	–0.19 (0.02)	–0.21[b] (0.001)
Prior year math score	–0.31[a] (0.004)	–0.19[b] (0.001)	–0.19 (0.02)	–0.19[b] (0.001)

Exhibit reads: Among Title I school choice participating students in nine urban districts, average standardized reading scores were below the district average by 0.19 of a standard deviation.

[a] Indicates a significant difference between participating students and nonparticipating students at the 5 percent level.
[b] Indicates a significant difference between eligible and ineligible students at the 5 percent level.

Notes: Scores are expressed as z-scores. Figures are based on 2004–05 data in eight districts and on 2003–04 data for the ninth district.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

Exhibit B.3
Percentage of Districts and of Students in These Districts Reporting Availability of Title I School Choice Option, by School Level, 2004–05 (Among Districts Required to Offer Choice)

	Elementary Schools		Middle Schools		High Schools	
	Percentage of Districts (n=129)	Percentage of Students	Percentage of Districts (n=112)	Percentage of Students	Percentage of Districts (n=73)	Percentage of Students
District offers Title I school choice at this grade level	70.1 (12.4)	92.1 (1.9)	19.8 (5.1)	67.3 (4.7)	16.8 (5.7)	54.7 (5.5)
Title I school choice not available because all schools at this grade level are identified for improvement	26.3 (12.4)	3.4 (1.3)	66.4 (8.4)	16.5 (3.3)	69.9 (8.8)	16.5 (2.6)
District is not offering Title I school choice for other reasons	3.6 (1.9)	4.5 (1.5)	13.7 (5.1)	16.3 (4.7)	13.3 (6.8)	28.8 (4.9)

Source: NLS-*NCLB*, District Survey; SSI-*NCLB* National Database of School AYP and Identification.

Exhibit B.4
Percentage of Districts Required to Offer Title I School Choice That Offered Parents of Eligible Students Two or More Alternate Schools, by School Level, 2004–05

	Elementary Schools	Middle Schools	High Schools
Districts offering two ore more alternate schools	77.9 (8.9)	30.2 (7.8)	19.8 (8.4)
Students in districts offering two ore more alternate schools	95.3 (1.5)	69.9 (5.3)	55.7 (6.4)

Source: NLS-*NCLB*, District Survey.

Exhibit B.5
Average Student Achievement in Schools That Students Participating in the Title I School Choice Left and to Which They Transferred Relative to Average District Achievement, 2003–04 and 2004–05

District	Reading Z-Score			Math Z-Score		
	n	Schools Students Left	Schools to Which Students Transferred	n	Schools Students Left	Schools to Which Students Transferred
A	436	-0.12 (0.02)[a]	0.06 (0.01)[a]	436	-0.13 (0.02)[a]	0.12 (0.01)[a]
B	449	-0.14 (0.02)[a]	0.01 (0.02)[a]	373	-0.08 (0.02)[a]	0.02 (0.02)[a]
C	147	-0.25 (0.02)[a]	0.34 (0.03)[a]	147	-0.33 (0.02)[a]	0.27 (0.03)[a]
D	830	-0.23 (0.01)[a]	0.11 (0.02)[a]	710	-0.25 (0.01)[a]	0.11 (0.02)[a]
E	553	-0.33 (0.01)[a]	0.36 (0.01)[a]	553	-0.25 (0.01)[a]	0.35 (0.01)[a]
F	18	-0.42 (0.04)[a]	0.08 (0.11)[a]	18	-0.30 (0.06)[a]	0.05 (0.10)[a]
G	673	-0.20 (0.01)[a]	0.17 (0.01)[a]	673	-0.20 (0.01)[a]	0.14 (0.01)[a]
H	5	-0.62 (0.09)[a]	0.30 (0.28)[a]	5	-0.45 (0.10)[a]	0.30 (0.28)[a]
I	28	-0.10 (0.07)[a]	0.57 (0.08)[a]	28	-0.21 (0.07)[a]	0.64 (0.09)[a]
All	**3,140**	**-0.21 (0.01)[a]**	**0.16 (0.01)[a]**	**2,944**	**-0.20 (0.01)[a]**	**0.17 (0.01)[a]**

Exhibit reads: In District A, the 436 students using Title I school choice in 2004–05 left schools that had reading scores (2003–04) that were 0.12 standard deviations below the districtwide average and entered schools (2004–05) that were .06 standardized deviations above the districtwide average**.**

[a] Indicates that the results for exiting and entering schools are statistically distinguishable at the 5 percent level.

Notes: Results for District D are for 2003–04.

Source: Zimmer, Gill, Razquin, Booker and Lockwood, 2007.

Exhibit B.6
Percentage of Title I Supplemental Educational Service Providers and of Participating Students, by Provider Type, 2003–04

Provider Type	Percentage of Approved Providers	Percentage of Participating Students
All private providers	58.7 (9.2)	58.1 (5.4)
Faith-based providers	0.5 (0.2)	1.1 (0.1)
Districts and public schools	32.5(10.3)	33.8 (4.3)
Colleges and universities	8.3 (6.11)	7.0 (5.3)

Sources: NLS-*NCLB*, District Survey (n=71 districts).

Exhibit B.7
Percentage of Districts, by Number of Title I Supplemental Educational Service Providers Available to Students, 2003–04

Number of Providers	Percentage of Districts (n=75)
One or two providers	37.0 (12.1)
Three or four providers	25.7 (14.0)
Five or more providers	38.4 (9.6)

Source: NLS-*NCLB*, District Survey.

Exhibit B.8
Percentage of Title I Supplemental Educational Service Providers, by Service Provided and Grades Served, 2004–05

Service Provided	Grades K–5	Grades 6–8	Grades 9–12
Reading (n=98)	89.8 (2.7)	86.3 (4.3)	49.3 (6.0)
Mathematics (n=98)	81.5 (3.9)	77.9 (5.0)	44.8 (5.9)
Writing (n=98)	48.1 (6.1)	46.1 (6.1)	21.9 (4.5)
Social studies or history (n=98)	16.0 (6.1)	14.6 (6.1)	10.5 (3.1)
Science (n=98)	16.6 (6.1)	13.8 (6.1)	9.7 (3.1)
Other (n=98)	3.9 (1.7)	5.9 (2.1)	3.7 (1.7)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.9
Percentage of Districts, by Number of Hours of Supplemental Educational Services Participating Students Received per Week, 2003–04

Number of Hours	Percentage of Districts (n=83)
One or two hours	50.9 (11.2)
Three hours	35.4 (11.3)
Four hours	12.0 (4.3)
Five hours or more	1.7 (.9)

Source: NLS-*NCLB*, District Survey.

Exhibit B.10
Average Duration and Frequency of Title I Supplemental Educational Services Sessions, 2004–05

Duration or Frequency	Average Duration or Frequency
Average number of minutes (n=95)	83.8 (3.4)
Average sessions per week (n=98)	3.5 (0.5)
Average sessions per year (n=93)	41.2 (3.2)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.11
Percentage of Title I Supplemental Educational Services Providers, by Location and Grouping of Students for Delivery of Services, 2004–05

Location and Student Grouping	Never	Sometimes	Often	Always
Location where supplemental services are provided (n=92)				
At the schools of served students	32.5 (5.7)	6.1 (2.4)	14.1 (3.6)	47.2 (6.2)
At other schools or administrative buildings in the district	78.7 (6.3)	15.8 (6.3)	3.4 (2.0)	2.2 (1.3)
At a public building, i.e., a library or community center	59.4 (6.5)	21.7 (6.4)	8.2 (3.0)	10.6 (4.3)
At the local office of the provider	69.2 (5.3)	4.9 (2.1)	3.6 (1.7)	22.3 (4.7)
On the internet	85.4 (4.1)	3.3 (2.0)	2.8 (2.0)	8.5 (3.2)
Student grouping for delivery of supplemental services (n=97)				
In large groups	39.2 (6.4)	26.6 (5.5)	21.0 (4.4)	13.3 (3.6)
In small groups	25.8 (6.4)	18.8 (4.2)	37.9 (5.9)	17.5 (3.9)
One-on-one	17.9 (4.1)	30.3 (5.1)	22.7 (5.1)	29.1 (6.4)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.12
Percentage of Parents That Reported They Were Notified of Title I School Choice, 2004–05

	Parents of Students Eligible for School Choice (n=932)	Parents of Students Eligible for Supplemental Services (n=779)
Yes	26.8 (2.7)	52.8 (3.8)
No	66.5 (2.9)	40.2 (3.80)
Not sure	7.2 (1.5)	7.0 (1.9)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.13
Percentage of Parents That Reported They Were Notified of Their Child's Eligibility for Title I Supplemental Educational Services, by Choice Decision, 2004–05

	Percentage of Parents of Eligible Students (Including Participating and Non-Participating Students) (n=779)	Percentage of Parents of Eligible Non-Participating Students (n=286)	Percentage of Parents of Participating Students (n=493)
Yes	52.9 (3.8)	50.7 (4.4)	66.1 (2.5)
No	40.2 (3.8)	42.5 (4.4)	25.3 (2.3)
Not sure	7.0 (1.9)	6.8 (2.1)	8.6 (1.4)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.14
Timing of Parent Notification About Title I School Choice Option as Reported by Districts, 2003–04 and 2004–05

Parent Notified	2003–04 (n=104)	2004–05 (n=131)
Before the first day of school	23.1 (9.9)	29.5 (8.9)
On or about the first day of school	38.7 (19.4)	21.2 (14.8)
After the first day of school	38.2 (12.4)	49.4 (12.1)

Source: NLS-*NCLB*, District Survey.

Exhibit B.15
Percentage of Eligible Students Transferring Schools, by When District First Notified Parents About Their Title I School Choice, 2003–04 and 2004–05

Parent Notified	Percentage of Students Transferring Schools in 2003–04 (n=118)	Percentage of Students Transferring Schools in 2004–05 (n=159)
Before the first day of the 2004–05 school year	3.2 (.008)	2.9 (.004)
On or about the first day of the 2004–05 school year	1.6 (.0002)	1.8 (.009)
After the first day of the 2004–05 school year	0.4 (.002)	0.2 (.0002)
Total	1.0 (0.003)	0.9 (0.003)

Source: NLS-*NCLB*, District Survey.

Exhibit B.16
Percentage of Parents of Eligible Students Notified of Title I School Choice, by When First Notified and Choice Decision, 2004–05

Parent Notified	Percentage of Parents of Eligible Students (n=612)	Percentage of Parents of Eligible Non-Participating Students (n=231)	Percentage of Parents of Participating Students (n=381)
Before the first day of the 2004–05 school year	53.3 (4.2)	38.6 (6.0)	61.7 (3.1)
On or about the first day of the 2004–05 school year	6.6 (2.2)	11.4 (3.9)	3.9 (1.2)
After the first day of the 2004–05 school year	16.2 (3.2)	28.2 (5.4)	9.0 (1.8)
Not sure	23.9 (3.5)	22.2 (4.7)	25.4 (2.8)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.17
Percentage of Districts Communicating With Parents About Title I School Choice and Supplemental Educational Services and of Eligible Students in These Districts, by Method of Communication, 2004–05

Method of Communication	School Choice (n=156)		Supplemental Services (n=109)	
	Percent of Districts	Percent of Students	Percent of Districts	Percent of Students
Written notification in English	67.9 (9.9)	87.9 (<1.0)	94.0 (<3.1)	94.2 (<0.9)
Written notification in language(s) other than English	47.0 (9.6)	63.9 (1.7)	52.9 (10.0)	71.6 (1.9)
Enrollment fairs or open houses to provide information about alternate schools and providers	19.2 (5.2)	41.7 (1.9)	51.4 (10.3)	70.8 (1.8)
Individual meetings with interested parents	51.7 (9.2)	67.8 (1.6)	78.3 (6.9)	78.7 (1.7)
Notices in district or school newsletters	39.7 (8.6)	58.7 (1.7)	64.2 (8.5)	71.7 (1.8)
Public service announcements	10.0 (<3.3)	31.7 (1.8)	19.1 (5.8)	40.6 (2.4)
Worked with a local community partner (e.g., Parent Information & Resource Center)	10.1 (<4.0)	20.1 (1.6)	16.2 (6.8)	40.4 (2.5)
Notices in public newspapers	26.0 (7.4)	45.0 (1.9)	23.4 (8.0)	48.2 (2.4)
Other	11.8 (<4.1)	22.0 (1.7)	26.0 (7.8)	30.5 (2.1)

Source: NLS-*NCLB*, District Survey.

Exhibit B.18
Percentage of Teachers Communicating With Parents About Title I Supplemental Educational Services, by Type of Communication and School Level, 2003–04 (Among Teachers Who Knew Their Students Were Eligible for Supplemental Services)

Type of Communication	All Grades (n=1,377)	Elementary School (n=746)	Middle School (n=255)	High School (n=376)
I encouraged parents to apply	58.9 (3.3)	66.7 (4.0)	52.4 (4.7)	29.6 (8.6)
I advised parents on providers	31.7 (3.4)	38.8 (4.6)	21.9 (4.4)	13.8 (4.9)
Parents contacted me	24.4 (3.2)	29.5 (4.3)	14.0 (3.0)	20.0 (13.1)
Other	17.4 (1.9)	17.0 (2.5)	18.0 (3.1)	18.5 (6.2)
I have not communicated with parents	19.0 (2.4)	12.7 (2.1)	26.7 (4.2)	36.5 (12.8)

Source: NLS-*NCLB*, Teacher Survey (in eight districts).

Exhibit B.19
Percentage of Providers Communicating With the Parents of Students Participating in Title I Supplemental Educational Services, by Topic and Frequency, 2004–05

Topic	Never	Sometimes	Often	Always
Student attendance at supplemental service centers (n=95)	0.9 (0.9)	15.3 (4.9)	36.5 (5.4)	47.1 (5.7)
Student progress related to regular classroom instruction (n=96)	8.2 (2.8)	20.7 (5.2)	37.8 (5.4)	33.2 (5.2)
Student progress related to supplemental service activities and/or goals (n=97)	0.9 (0.9)	17.3 (5.1)	33.6 (5.1)	48.2 (5.6)
Student achievement on state achievement tests (n=84)	17.5 (4.2)	53.0 (6.1)	16.2 (4.5)	13.3 (3.9)
Student behavior and / or motivation during sessions (n=94)	0.9 (0.9)	22.2 (5.3)	34.8 (5.3)	42.1 (5.6)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.20
Percentage of Parents of Students Participating In Title I School Choice, by Reason for Participating, 2004–05

Reason	Percentage of Parents of Students Participating in School Choice (n=356)
The quality of teaching at the new school was better	52.2 (3.2)
There is good discipline, safety, and order at the new school	49.4 (3.2)
My child's old school was not meeting his/her needs	47.1 (3.2)
My child got transportation to the new school	34.8 (2.8)
The new school is located in a place that is easy to get to	33.7 (3.2)
There are different academic programs at the new school	28.6 (2.8)
My child wanted to change schools	25.3 (2.7)
There are activities after school and sports teams at the new school	19.8 (2.4)
There is free tutoring or other extra help with schoolwork at the new school	18.9 (2.4)
My child had been getting bad grades	17.1 (2.1)
There are services for children with disabilities at the new school	11.0 (1.9)
My child's old teacher thought he/she should move	9.6 (1.4)
There are services at the school for children whose first language is not English	4.8 (1.3)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.21
Percentage of Parents of Eligible Students Not Participating in Title I School Choice, by Reason for Not Participating, 2004–05

Reason	Percentage of Parents of Eligible Students Not Participating in School Choice (n=217)
My child's school is located in a place that is easy to get to	75.2 (5.4)
My child wanted to stay	49.6 (6.2)
I was satisfied with the quality of teaching at my child's school	46.7 (6.2)
My child was getting good grades at the current school	47.4 (6.2)
I didn't want to disrupt my child	42.1 (6.2)
There is good discipline, safety, and order at my child's school	33.9 (6.0)
There are activities after school and sports teams at my child's school	27.4 (5.5)
There is free tutoring or other extra help with schoolwork at my child's school	26.5 (5.3)
I didn't have enough information about the schools I could choose from	22.9 (5.0)
There are different academic programs at my child's school	21.6 (5.3)
There are services at my child's school for children with disabilities	19.7 (4.9)
The district did not have transportation to any of the new schools I could choose from	18.4 (5.0)
I was not given enough time to make the decision to move my child to another school	17.2 (5.2)
There are services at my child's school for children whose first language is not English	9.2 (3.3)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.22
Percentage of Parents of Students Participating in Title I Supplemental Educational Services, by Reason for Participating, 2004–05

Reason	Percentage of Parents of Students Participating in Supplemental Services (n=260)
There is tutoring in the subject area(s) in which my child needs extra help	60.3 (3.5)
Tutoring is free	57.9 (3.5)
My child's teacher thought he/she should get this extra help	51.7 (3.6)
Tutoring is given at a place that is easy to get to	47.0 (3.6)
My child wanted to get this extra help	43.1 (3.5)
My child had been getting bad grades	26.9 (3.2)
My child got a low score on a yearly achievement test	33.2 (3.4)
My child's school is not meeting his/her needs	18.3 (2.8)
I needed after-school care	11.6 (2.4)
There is tutoring for children with disabilities	10.9 (2.3)
There is tutoring for children whose first language is not English	6.3 (1.8)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.23
Percentage of Parents of Eligible Students Not Participating in Title I Supplemental Educational Services, by Reason for Not Participating, 2004–05

Reason	Parents of Eligible Students Not Participating in Supplemental Services (n=52)
Tutoring is given at times that are not good for my family	46.5 (10.2)
My child doesn't need help	27.6 (7.2)
Tutoring is given at a place that is not easy to get to	12.1 (7.2)
My child did not want to get this extra help	11.8 (7.0)
There is no tutoring at my child's grade level	5.2 (3.3)
There is no tutoring in the subject areas where my child needs extra help	4.8 (2.9)
Tutoring does not meet the needs of children with disabilities	5.3 (4.5)
Tutoring does not meet the needs of children whose first language is not English	<1 (.)

Source: NLS-*NCLB*, Parent Survey (in eight districts).

Exhibit B.24
Percentage of Title I Supplemental Educational Service Providers Reporting State Monitoring of Their Services, by Monitoring Mechanism and Frequency, 2004–05

State Monitoring Mechanism	Monthly	A Few Times Per Year	Once Per Year	Every Two Years	Never
Reviewed reports of student attendance rates at supplemental service sessions (n=93)	19.1 (6.7)	16.2 (4.0)	35.1 (5.9)	0	29.5 (5.2)
Observed supplemental service sessions (n=95)	11.1 (6.5)	10.6 (3.3)	20.1 (4.3)	0.6 (0.6)	57.5 (6.6)
Met with provider organizations to discuss implementation (n=96)	1.4 (1.0)	41.8 (6.6)	28.9 (5.1)	0.6 (0.6)	27.4 (5.1)
Tracked the state achievement test scores of participating students (n=89)	1.5 (7.1)	8.1 (2.9)	60.4 (6.0)	2.7 (1.6)	27.4 (5.2)
Tracked the academic success of participating students in terms of grades, promotion, and/or graduation (n=90)	1.5 (1.0)	9.0 (3.1)	47.9 (6.6)	4.4 (2.3)	37.6 (5.9)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.25
Percentage of Title I Supplemental Educational Service Providers Reporting District Monitoring of Their Services, by Monitoring Mechanism and Frequency, 2004–05

District Monitoring Mechanism	Monthly	A Few Times Per Year	Once Per Year	Every Two Years	Never
Reviewed reports of student attendance rates at supplemental service sessions (n=96)	48.3 (6.3)	27.1 (5.1)	18.0 (4.9)	0.0 (0)	6.6 (2.4)
Observed supplemental service sessions (n=95)	22.8 (6.6)	27.7 (5.5)	14.1 (3.4)	0.0 (0)	35.3 (5.7)
Conducted meetings with provider organizations to discuss implementation (n=94)	6.7 (2.7)	57.0 (6.0)	26.3 (5.9)	0.0 (0)	10.0 (3.4)
Tracked the academic success of participating students in terms of grades, promotion, or graduation (n=87)	8.6 (3.2)	25.6 (6.9)	41.5 (6.4)	1.8 (1.8)	22.6 (4.9)
Tracked the state achievement test scores of participating students (n=87)	4.2 (2.3)	22.0 (6.9)	58.8 (6.8)	0.0 (0)	15.0 (3.9)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.26
Percentage of Districts, by Type of Provision Included in Contracts With Title I Supplemental Educational Service Providers, 2004–05

Provision Included in Contract	Percentage of Districts (n=94)
Providers send progress reports to parents and teachers on a regular basis	81.1 (7.1)
Providers receive payment based on the number of sessions students received	75.3 (9.1)
Providers can use district facilities free of charge	49.8 (10.1)
Providers can use district facilities for a fee	25.4 (7.7)
Services provided be supervised by a certified teacher	37.8 (9.2)
All providers use the same standardized reporting form to establish student learning goals and evaluate progress	25.3 (7.3)
Cap on number of students a provider can serve	11.4 (4.6)

Source: NLS-*NCLB*, District Survey.

Exhibit B.27
Percentage of Title I Supplemental Educational Service Providers, by Type of Provision Included in Contract With Districts, 2004–05

Provision Included in Contract	Percentage of Providers
Agreement that your organization can use district facilities for a fee (n=91)	41.7 (6.0)
Requirement that your organization send progress reports to parents and/or teachers on a regular basis (n=91)	93.8 (2.6)
Requirement that services provided to students be supervised or attended by certified teacher (n=91)	47.9 (6.5)
Agreement that your organization can use district facilities free-of-charge (n=91)	16.4 (4.0)
Cap on the number of students your organization can serve (n=90)	38.9 (6.0)
Provision that your organization will receive payment based on the number of sessions of tutoring that students attend (n=92)	94.5 (2.4)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.28
Percentage of Principals at Schools With Students Eligible for Title I Supplemental Educational Services, by Degree of Alignment of Services With School Academic Content Standards and Subject Area, 2003–04

Aligned With Content Standards	Reading (n=206)	Mathematics (n=204)
Not at all aligned	5.0 (1.1)	4.9 (1.0)
Partially aligned	22.1 (5.0)	24.7 (5.4)
Well aligned	32.3 (4.6)	26.3 (3.6)
Don't know	40.5 (6.5)	43.1 (6.5)

Source: NLS-*NCLB*, Principal Survey.

Exhibit B.29
Percentage of Title I Supplemental Educational Service Providers Communicating With the Regular Classroom Teachers of Students Receiving Their Services, by Type and Frequency of Communication, 2004–05

Type of Communication	Never	Sometimes	Often	Always
Student attendance at supplemental service centers (n=75)	8.5 (3.3)	45.9 (7.7)	31.7 (6.2)	13.9 (4.1)
Student progress related to regular classroom instruction (n=75)	2.2 (1.6)	39.3 (8.1)	38.1 (6.6)	21.4 (5.3)
Student progress related to supplemental service activities and/or goals (n=76)	2.2 (1.6)	40.4 (7.9)	31.7 (6.1)	25.7 (5.7)
Student achievement on state assessments (n=67)	17.1 (4.5)	55.9 (7.4)	18.9 (4.9)	8.1 (3.7)
Coordination of curriculum and/or instruction (n=72)	5.7 (2.7)	45.6 (7.7)	30.4 (6.1)	18.3 (4.8)
Student behavior and / or motivation during sessions (n=73)	4.4 (2.4)	39.7 (8.9)	40.0 (6.8)	15.9 (4.7)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.30
Percentage of Teachers Communicating With Title I Supplemental Educational Service Providers, by Type of Communication and School Level, 2004–05

Type of Communication	All Grades	Elementary School	Middle School	High School
Student progress related to regular instruction	58.0 (4.1)	59.8 (5.0)	57.4 (6.2)	46.2 (19.6)
Student progress related to supplemental services activities and/or goals	49.8 (4.2)	50.8 (5.2)	48.8 (6.1)	44.5 (19.6)
Student attendance at supplemental service sessions	47.3 (4.1)	49.4 (5.2)	50.4 (6.1)	22.7 (10.4)
Coordination of curriculum and/or instruction	47.6 (4.2)	47.9 (5.1)	48.2 (6.1)	44.0 (19.6)
Student achievement on state assessments	31.7 (3.5)	30.7 (4.3)	40.1 (5.8)	17.1 (8.2)

Source: NLS-*NCLB*, Teacher Survey (n=524 teachers).

Exhibit B.31
Percentage of Title I Supplemental Educational Service Providers Reporting on the Progress of Individual Students, by Type of Recipient and Frequency, 2004–05

	After Every Session	A Few Times Per Month	A Few Times Per Semester	A Few Times Per Year	Once Per Year	Never
Parents (n=99)	20.4 (6.4)	32.3 (5.6)	30.1 (5.0)	15.6 (4.0)	0.8 (0.8)	0.8 (0.8)
Principals (n=97)	4.2 (2.2)	12.3 (3.8)	33.4 (6.5)	20.1 (4.3)	7.6 (2.8)	21.9 (5.1)
District officials (n=96)	2.5 (1.8)	9.9 (4.3)	37.0 (6.5)	24.6 (4.8)	19.1 (4.1)	6.9 (2.7)
The state (n=92)	2.6 (1.9)	1.2 (1.2)	6.6 (2.0)	7.2 (2.8)	48.1 (6.5)	34.3 (6.0)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.32
Percentage of Title I Supplemental Educational Service Providers, by Types of Information Received on Individual Students Prior to Providing Services, 2004–05

Type of Information Received on Students	Percentage of Providers Receiving Information Prior to Providing Services
Scores on state assessment tests (n=95)	40.6 (5.9)
Scores on other standardized tests (n=94)	36.1 (5.7)
Report card grades (n=94)	26.5 (5.1)
Examples of student work (n=94)	18.2 (4.1)
Individualized Education Programs (IEPs) for students we are serving (n=93)	27.0 (5.1)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

Exhibit B.33
Percentage of Title I Supplemental Educational Service Providers Assessing Students, by Type of Measure and Frequency, 2004–05

Measure	After Every Session	A Few Times Per Month	A Few Times Per Semester	A Few Times Per Year	Once Per Year	Never
Tests developed by your organization (n=79)	13.2 (4.0)	29.7 (7.8)	20.3 (4.9)	22.8 (5.1)	1.3 (1.3)	12.7 (3.7)
Tests aligned with regular classroom instruction (n=84)	4.7 (2.5)	29.2 (7.6)	16.9 (4.7)	20.3 (4.7)	4.1 (2.2)	24.3 (5.1)
District-developed assessments or benchmark tests (n=84)	3.6 (2.2)	13.2 (7.1)	10.7 (4.8)	15.5 (4.2)	2.4 (1.8)	54.6 (7.0)
Practice tests for state assessments (n=86)	5.7 (2.7)	19.1 (7.6)	11.1 (3.4)	10.4 (3.5)	1.9 (1.9)	51.8 (6.8)
Assignments completed by students during sessions with your organization (n=86)	54.6 (6.6)	22.7 (5.7)	4.3 (1.8)	9.3 (3.2)	0.0 (0)	9.2 (3.3)
Assignments completed by students outside of sessions with your organization (n=83)	25.0 (7.2)	16.1 (5.4)	2.4 (2.0)	7.5 (2.6)	1.3 (1.5)	47.4 (6.7)
Student portfolios (n=84)	18.9 (4.5)	11.2 (3.8)	11.1 (5.3)	5.8 (2.5)	3.4 (2.4)	49.5 (6.1)

Source: NLS-*NCLB*, Supplemental Service Provider Survey (in 16 districts).

The Department of Education's mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

www.ed.gov