

NLWJC - Kagan

DPC - Box 022 - Folder 009

Education - Title I

Educ - Title I

Education Q&A
March 1, 1999

Q: What is the Title I Report being released today?

A: Today, the Department of Education is releasing a Congressionally mandated report on Title I. The Title I program provides funds to high-poverty schools to give extra help to disadvantaged students - those with the highest risk of low academic performance. Prior assessments of the program found that low-income students were often given watered-down curricula and held to lower academic standards than other students. As a result of the 1994 reauthorization of the Elementary and Secondary Education Act, states now hold low-income students to the same high standards set for other students. The report generally finds that although the latest changes in Title I are improving achievement in high-poverty schools, there is still a substantial gap between these schools and others. The need to close this gap provides a strong reason for pushing hard for the President's accountability proposals in the next ESEA reauthorization.

Q: What are the major findings of the National Assessment?

A: Improved achievement in high-poverty schools. The National Assessments shows that we are seeing an increase in academic achievement for students in high-poverty schools, as states and districts begin to implement reforms to hold students to high standards. In reviewing how students in high-poverty schools perform on the 4th grade math and reading National Assessment of Education Progress (NAEP) tests, the Assessment found:

- National Reading Scores. Since 1992, reading scores for 9 year-olds in the highest poverty public schools has improved, reversing a downward trend and bringing scores back to late 1980s levels. An examination of the scores of the lowest-achieving 4th graders -- those most likely to be served by Title I -- showed that there were fairly substantial improvements in reading between 1994 and 1998.
- National Math Scores. Since 1992, math scores have improved for 9 year olds in the highest-poverty schools by almost one grade level. The lowest-achieving 4th grade students also showed substantial improvements in math scores.
- State and Local Scores. Data reported by states and local districts show progress over three years in the percent of students in the highest-poverty schools that meet state and local standards in reading and math.

Substantial gap in performance between high-poverty and low-poverty schools. The Assessment also points out that while the performance of students in high-poverty school is improving, the percentage of these students meeting basic standards in reading and math still lags far behind their peers. In 1998, the percent of high-poverty 4th grade students who met the "basic" performance level on the NAEP reading tests was about half the national rate. The Assessment also shows that schools with high concentrations

Educ - Title I

UNITED STATES
DEPARTMENT OF EDUCATION

NEWS

FOR RELEASE
March 1, 1999Contact: Melinda Kitchell Malico
(202) 401-1008**1994 TITLE I CHANGES PRODUCED HIGHER STANDARDS,
TARGETED FUNDS AND IMPROVEMENTS IN STUDENT LEARNING**

The impact of standards-based reform – supported by Title I, the federal government's largest elementary and secondary education program – is evident in improved achievement among poor and low-achieving students, the U.S. Department of Education reported today in *Promising Results, Continuing Challenges: Findings from the National Assessment of Title I*.

"Poverty places children at a severe educational disadvantage," said U.S. Secretary of Education Richard W. Riley. "Prior to 1994, Title I was a separate remedial program that condoned low standards and low expectations for its students. At-risk children need and deserve the very best teachers, the most enriching curriculum, extra time to learn and the challenge of high expectations. Today we see evidence of higher student achievement in districts and states that have set challenging standards. Title I is helping forge strong partnerships between states and local districts to raise standards for *all* students."

The 1994 reauthorization of Title I was designed to transform the program by aligning it with the best efforts of state and local school systems to improve teaching and learning for children at risk of school failure. Congress mandated this independent assessment under the 1994 reauthorization. The final report of the assessment draws from multiple studies of the program's implementation and impact and the expertise of a Congressionally mandated independent review panel of researchers and state and local representatives.

"Title I should be used as a lever for change, designed to support what states and districts are doing," Riley said. "Federal funds under Title I – fully 99 percent of which go directly to local school districts – deliver extra help to disadvantaged children by offering schools flexibility to craft

-MORE-

their own strategies to improve learning while targeting additional resources to the most needy schools.”

Improved Achievement

According to the report, the impact of standards-based reform is beginning to be seen in improved achievement among low-performing students and those in high-poverty schools, the very students Title I is designed to help. Among the findings:

- Since 1992, reading performance on NAEP (the National Assessment of Educational Progress) improved for 9-year-olds in the highest-poverty public schools (those with 75 percent or more low-income children) regaining ground lost in the late 80s. Also, the lowest-achieving 4th graders showed fairly substantial gains between 1994-98 on NAEP.
- Since reauthorization, math achievement on NAEP has improved for 9-year-olds, especially among students in the highest-poverty public schools. The lowest-performing 4th-graders – those most typically targeted for Title I services – also showed substantial improvements in math.
- State assessments revealed substantial progress. Only six states were able to provide three years of achievement data broken out by school poverty. Five of six states showed progress in reading and four of five states reported improvement in math. In Connecticut, Maryland, North Carolina and Texas, scores went up in both reading and math.
- Ten of 13 large urban districts surveyed showed progress in the proportion of elementary students in the highest-poverty schools who met district or state proficiency standards in math or reading. Six districts, including Houston, Miami-Dade County, New York, Philadelphia, San Antonio and San Francisco made progress in both subjects.

As the largest single federal investment in schooling for more than 30 years, Title I of the Elementary and Secondary Education Act (ESEA) provides nearly \$8 billion per year to improve education for some 11 million children who attend 45,000 schools with high concentrations of poverty. Despite its size, Title I provides less than 3 percent of national spending on elementary and secondary education. Its flexible funding allows schools to provide professional development for teachers; support teacher salaries; upgrade curriculum; purchase computers; and extend learning time – all aimed at raising student achievement.

Implementation of Standards and Assessments

Significant changes to the Title I program, implemented under the 1994 reauthorization of ESEA, required states to develop and implement challenging standards and assessments for all

-MORE-

students and to ensure that those high standards apply to schools and students participating in Title I. States also used Goals 2000 support to accomplish this goal. According to the report, Chapter 1, Title I's predecessor, had not kept pace with the growing national movement toward higher standards and reinforced low expectations for students served by providing mostly remedial instruction, holding Chapter 1 students to lower standards.

The changes Congress made to address the dual system that existed under Chapter 1 are in progress across the states, as 48 have developed the required challenging content standards that spell out what students at various grade levels should know and be able to do. Performance standards, which are critical to knowing how well students are achieving, have been adopted by 21 states. States are required to develop both, as well as aligned assessments, by the 2000-01 school year.

Improving Instruction

More than 90 percent of Title I funds go directly for teaching and instruction at the local level – much higher than the 62 percent of all state and local funds that go for instruction. To improve teaching and learning, schools focus on upgrading curriculum, accelerating instruction and adequately training teachers to teach to high standards. The report found:

- ◆ Significant professional development for teachers appears to pay off, as teachers who received quality, content-based training report that the challenging standards help guide instruction. The report found that Title I students learn to read better when taught by teachers who rated themselves well-prepared to assess students' existing skills; able to teach in smaller, more individualized groups; and knowledgeable about how to teach reading and language together with other content areas.
- ◆ Far too many disadvantaged children are being taught by "paraprofessionals," or teachers' aides, who are often ill-equipped to handle the challenges of teaching students who need the most extra help. Almost three-quarters of Title I aides spend some time teaching without a teacher present, and one-third say that at least half the time they spend teaching students is on their own. Just 10 percent of aides in the highest-poverty schools have a bachelor's degree. An area where teachers' aides could perhaps make a difference -- working with parents -- is underutilized. Fewer than half of aides work with parents.

The report also found that while up from a low 10 percent prior to reauthorization, now 41 percent of Title I schools offer extended learning time (after-school and summer school).

-MORE-

Flexibility Coupled with Accountability

Providing flexibility with accountability is the centerpiece of efforts to improve teaching and learning under Title I. The program seeks to build on and support growing state and local efforts to advance the pace of reform, the report notes.

- The 1994 legislation gave schools with at least 50 percent low-income children freedom to serve all students rather than providing extra help to a limited number of students. Research shows that the education of all students – regardless of family income – is affected by concentrated poverty.
- More schools now offer such “schoolwide” programs, more than tripling the number of such programs from about 5,000 in 1995 to about 16,000 in 1997.
- States are making progress in implementing the accountability provisions of Title I such as identifying schools that are in need of improvement based on progress on state standards. The report notes that states need more support to help schools that need improvement.

Targeting

Federal funds are targeted much more heavily on poor communities than are state funds, the report found. Among the findings related to funding:

- Title I provides critical help to strengthen school improvement and capacity, especially in the areas of instructional technology, after-school programs and professional development.
- Increased funds for Title I, coupled with a shift away from funding low-poverty schools, added more high-poverty schools to the program.
- Since reauthorization, 95 percent of the highest-poverty schools receive support, up from fewer than 80 percent in 1993-94.
- Nearly all (93 percent) of the highest-poverty secondary schools received Title I funds in 1997-98, up from 61 percent in 1993-94.

Stronger Parental and Community Involvement

Title I emphasizes the importance of engaging parents as partners in their children’s learning – consistent with three decades of research that bolsters that need. Most Title I schools report they have taken steps to improve the quality and frequency of their interactions with parents,

-MORE-

but challenges remain, Riley noted.

Informing the 1999 Reauthorization

Testifying before Congress recently, Riley noted that standards are making for improved student achievement and called for progress in moving standards into all classrooms. He said the administration's 1999 ESEA reauthorization proposal will build on the report's findings by recommending stronger accountability measures to accelerate school reform. President Clinton announced a series of accountability measures in the State of the Union, including a proposal to require states to identify the schools with the lowest achievement levels and least improvement and take corrective action to turn them around, as well as the development of school report cards. The \$200 million requested in the FY2000 budget for this effort would complement school improvement efforts under Title I.

Riley also has underscored the critical need to make sure that all children are taught by the highest-quality teachers. In addition to the administration's teacher quality initiative, Riley has called for phasing in a set-aside within Title I for professional development aligned to standards. He called for a halt in the use of teachers' aides as Title I instructors, but encouraged aides to earn teaching credentials through state and local career ladder programs. "One thing is clear," Riley said. "In too many classrooms, teachers' aides are doing the teaching. How can we possibly expect improved achievement when 90 percent of teachers' aides in the highest-poverty classrooms lack even a college degree? The use of aides who lack teaching credentials and proper training in instruction must be phased out."

###

NOTE TO EDITORS: The report will be available by calling 1-877-ED-PUBS. To access the executive summary, visit ED's web site at www.ed.gov.

INTERNAL DOCUMENT

Qs and A's re: the National Assessment of Title I

1. What are the major messages or chief findings of this report?

- The changes made to Title I in 1994 to link Title I to standards-based reform efforts in States and districts were the right way to go and where standards-based reforms are being implemented we are seeing improved achievement by low performing students and students in high-poverty schools—the very students Title I is designed to help.
- Achievement gains are being seen in reading and math by high poverty students nationally on the National Assessment of Educational Progress, and at the State and local level State and district assessments.

Specifically:

- Among the lowest achieving public school 4th graders—those most likely to be served by Title I—there were fairly substantial improvements (nearly one whole grade level) in reading between 1994 and 1998. Additionally, since 1992, national reading performance on NAEP has improved for public school 9-year-olds in the highest-poverty schools, bringing scores back up to their 1988 to 1990 levels.
- Math achievement on NAEP has improved nationally for 9 year olds, since reauthorization, especially among students in the highest poverty public schools. Math scores also improved substantially (also one grade level) among public 4th grade students in the lowest percentiles of performance—those most typically targeted for Title I services.
- Three-year trends reported by states and districts show continual progress in the percent of students in the highest-poverty schools meeting state and local standards for proficiency in math and reading.

However,

There is still work to do in addressing Congress' intent that all children meet high standards.

- Despite gains among students in high-poverty public schools, a substantial achievement gap remains between students in the highest and lowest poverty schools in both reading and math.
- Capacity to help schools most in need of assistance is limited.
- Some Title I schools are doing what they did before, for example some schools are still providing pull-out services for Title I students and not fully integrating Title I students into the curriculum designed for all students.

- 2. In spite of the vast amount of dollars spent through Title I, people continue to say that it is not working. Indeed, your conclusion that Title I is working seems to rest on student performance on a relatively few number of States and districts. How do you explain this apparent contradiction?**
- First, it is inaccurate to say that Title I has not worked over the years
 - A 1994 Rand Corporation report pointed out that between the 1970s and 1990s the existence of programs such as Title I contributed to the reduction in the achievement gap between minority and white students during that time period.
 - However, times changed and the findings of the last national Assessment demonstrated that Title I had to change if it was going to meet the needs of students in high poverty schools today. The 1994 reauthorization responded to those earlier finding promoting high expectation for all children, and especially children in high -poverty schools.
 - Second, unlike the situation prior to the last reauthorization where student achievement scores were not increasing, the data at the national, state, and district levels shows that student achievement is going up in the places making the most progress in implementing standards-based reform
 - Remember, Title I is directly linked to, and supports, State and district reform efforts, so its progress is directly tied to the progress of States and districts in implementing school reform overall.
- 3. Given the challenges which States are facing in implementing the program, why shouldn't Title I be simplified and all the money just given to the states?**
- Title I is already a flexible authority States and districts can use Title I to support their standards-based school reform with 93 percent of funds going to teaching and learning at the local level.
 - States and districts are dealing with the challenges of improving schools independently of Title I. Title I's role is to support those State and local reform efforts and provide a tool that can be used to help students in high poverty schools benefit from those reforms
- 4. How do the findings of the National Assessment relate to the Department's ESEA reauthorization proposal?**

- Data that was collected for the National Assessment was also used to inform the reauthorization process. For example, the finding that teachers do not feel very well prepared in to use standards in the classroom informed the decision to propose set aside for professional development. Findings that less than one half of the schools identified as being in need of improvement in the 1997-98 school year informed the decision in the FY 2000 budget to include dedicated funds for improving low performing schools.
 - The basic finding that student achievement is going up in places where standards-based reform has been most fully implemented also informed reauthorization by identifying areas where changes ARE NOT needed such as continuing to link Title I to State and local standards-based reform efforts.
5. **Two years ago the Department released the Prospect's report which said that Title I was not working, and now, just two years later you are saying that it looks like Title I is working. What changed in the last two years that led you to believe that Title I is in fact working?**
- Although the Prospects report was released in 1997, its finding are based on data on Chapter 1, prior to the 1994 reauthorization, not the current Title I statute.
 - Indeed, many of the changes made in 1994 were based on data from Prospects
 - The report we are releasing today reflects Title I operation since the 1994 reauthorization.
6. **Title I serves a large proportion of students with limited English proficiency. How do you know whether their needs are met?**
- Issues regarding the assessment of special populations, such as LEP students are among the greatest challenges reported by states in developing their assessment systems—clearly an area where more work is needed.
7. **How can States implement the interventions and corrective actions the President is proposing, if, as the National Assessment of Title I reports, State accountability systems are not yet in place?**
- It is true that States are still developing their final accountability systems. However, all States have implemented transitional measures and have been identifying schools that need improvement. Interventions and corrective actions must be implemented in those schools that are lowest performing – some of which have been on improvement lists for years – as soon as possible.

Final systems will provide greater targeting, more tailored incentive systems, and clearer accountability, but States already know which schools have the very greatest needs. We cannot afford to neglect these schools any longer.

8. **How do the President's accountability proposals respond to issues raised in the National Assessment?**
 - The President's accountability proposals address key areas identified in the National Assessment concerning the need for improved teacher quality, the need for public reporting of information on schools, and the severe shortage of resources to intervene in failing schools.
9. **What connections are there between the findings of the National Assessment and the President's social promotion proposal?**
 - The President's proposal to end social promotion and support the types of early help that enable children who need extra help to achieve to high standards reinforces the objectives of Title I.
10. **Have there been any gains in student achievement by Title I students in reading and math that go beyond where we started?**
 - Yes, the math scores for 9 years olds in the highest poverty schools has increased significantly from the 1992 level. Scores for lowest performing 4th graders improved by 8 point (which is nearly an entire grade-level).
 - NAEP reading scores for 9 year olds in the highest poverty school increased close to a grade level between 1992 and 1998. While some may argue that this increase resulted in only bringing scores back to their 1990 level, the fact hat the trend line is now going up with is positive news.

Reauthorization Questions based on Findings of National Assessment

- 1) **The National Assessment recommends phasing-out paraprofessionals as instructors in Title I schools and your reauthorization proposal echoes that recommendation. Who will teach the students in high poverty schools if paraprofessionals are not allowed to do so? How can you get this type of change implemented in a reasonable period of time?**
 - The proposal to phase out the use of paraprofessionals for academic instruction will be phased in over time. During the phase out period, career ladder programs could be established for those paraprofessionals seeking to become teachers. Additionally, the President's proposal to reduce class size allows school systems

to use up to 15 percent those funds to recruit and train better teachers. The President's budget also contains an increase in funding for teacher recruitment programs including in last year's Higher Education Act, a program that provides scholarships to prospective teachers who commit to teach in high poverty communities.

FY2000 Question on \$200 Million for Title I Accountability

- 1) **Title I already gives States authority to intervene in failing schools. How will the \$200 million which is just a drop in the bucket, make any difference?**
 - The National Assessment found that States and districts do not have the capacity to help all the schools in need of improvement. The \$200 million gives States more funds than are currently available through Title I. Right now, States may reserve .5 percent of their Title I funds for helping schools in need of improvement, a significantly smaller amount of funds. States have reported that they are severely under-funded for meeting the needs of their low-performing schools. These funds are intended to help build their capacity to turn around schools.
 - Additionally, the current Title I law also prohibits States and districts from undertaking the stronger interventions in Title I schools that are consistently not doing well until final assessments are in place. The President is requesting that these restrictions be removed so that stronger corrective actions can be supported with Title I funds in the lowest performing schools.

Prepublication copy

Promising Results, Continuing Challenges:

The Final Report of the
National Assessment of Title I

Executive Summary

U.S. Department of Education
Office of the Under Secretary
Planning and Evaluation Service

1999



U.S. Department of Education

Richard W. Riley

Secretary

Marshall S. Smith

Under Secretary

Planning and Evaluation Service

Alan Ginsburg

Director

Elementary and Secondary Education Division

Valena Plisko

Director

Joanne Bogart

Project Director



Promising Results, Continuing Challenges: Final Report of the National Assessment of Title I — Executive Summary —

Context for Title I

TITLE I—HELPING DISADVANTAGED CHILDREN MEET HIGH STANDARDS **“SEC. 1001. DECLARATION OF POLICY AND STATEMENT OF PURPOSE.**

“(a)(1) The Congress declares it to be the policy of the United States that a high-quality education for all individuals and a fair and equal opportunity to obtain that education are a societal good, are a moral imperative, and improve the life of every individual, because the quality of our lives ultimately depends on the quality of the lives of others.”

First enacted in 1965 as a “War on Poverty” program, Title I of the Elementary and Secondary Education Act (ESEA) [P.L. 103-382] now provides over \$8 billion¹ per year to fund system-wide supports and additional resources for schools to improve learning for students at risk of educational failure. The program’s central objective is to support state and local efforts to ensure that all children reach challenging standards by providing additional resources for schools and students who have farthest to go in achieving the goal.

Title I is intended to help address the greater educational challenges facing high-poverty communities by targeting extra resources to school districts and schools with the highest concentrations of poverty, where academic performance tends to be low and the obstacles to raising performance are the greatest. Ninety-five percent of the nation’s highest poverty schools (those with 75 percent or more students eligible for free- or reduced price lunch) participate in Title I. While the highest poverty schools make up almost 15 percent of schools nationwide, they account for 46 percent of Title I spending. About three-fourths (73) percent of Title I funds go to schools with 50 percent or more students eligible for free- or reduced price lunch.²

Fully 99 percent of Title I dollars go to the local level. School districts use 90 to 93 percent of their Title I funds for instruction and instructional support—most often in reading and math. Although Title I accounts for a relatively small percentage of total funding for elementary and secondary education (just under 3 percent), the program plays a significant role in supporting local education improvement efforts. It provides flexible funding that may be used for supplementary instruction, professional development, new computers, after-school or other extended-time programs, and other strategies for raising student achievement.

Title I also provides supplemental assistance to children who face unique educational barriers. These include children who come from families with low literacy, the children of migrant agricultural workers, and children who are neglected or delinquent. The children of parents with poor literacy skills are less likely to receive early literacy training at home or to be enrolled in a preschool program, which increases the risk of school failure. Migrant children have families who move frequently to pursue agricultural work—and thus must change schools frequently—which has a detrimental effect on their achievement. Neglected or delinquent students are extremely educationally disadvantaged; most are incarcerated in state juvenile and adult correctional facilities and have experienced numerous disruptions in their education.

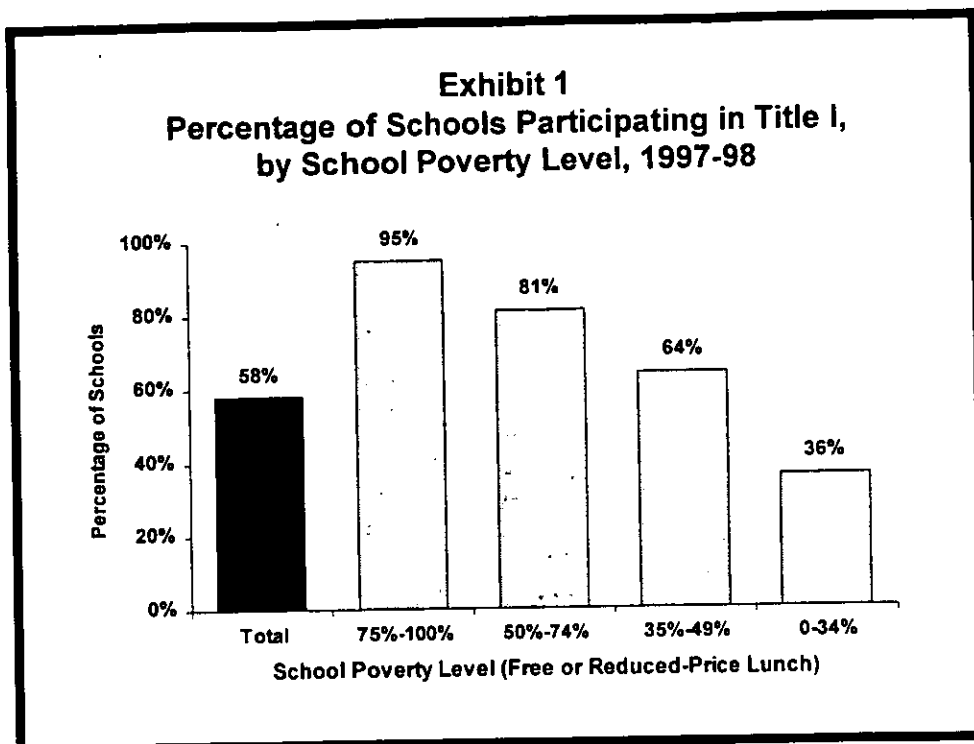


Exhibit reads: Almost all of the highest-poverty schools (95 percent) receive Title I funds, compared with 36 percent of the lowest-poverty schools.
Source: U.S. Department of Education, unpublished tabulations from the *Follow-Up Survey of Education Reform*.

Title I reaches over 11 million students enrolled in both public and private schools—about two-thirds of whom are in elementary grades 1-6. The percent of students in middle and secondary schools remains a small proportion of those served overall.³ Minority students participate at rates higher than their proportion of the student population. African American students represent 28 percent of Title I participants, 30 percent are Hispanic, 36 percent are non-Hispanic white, and the remaining 5 percent are from other ethnic/racial groups.⁴ Among those served by the Title I Part A program (local education agency program) are about 167,000 private school children, close to 300,000 migrant children, and over 200,000 children identified as homeless. Title I services are also available to about 2 million students with limited English proficiency, almost one fifth of all students served and growing in number, and 1 million students with disabilities.⁵ In 1996-97, Even Start served (Part B) some 48,000 children and almost 36,000 adults. Over 580,000 migrant children were served under the Migrant Education Program (Part C), and 200,000 neglected or delinquent youth were served in the Title I Part D program for neglected or delinquent youth.⁶

The 1994 Reauthorization of Title I of the Elementary and Secondary Education Act

The 1994 reauthorization of ESEA, along with the Goals 2000: Educate America Act, introduced a new federal approach built around a framework of standards-driven reform. Challenging

standards for all students would promote excellence and equity, and better link Title I along with other federally-supported programs to state and local reform efforts. As the largest single federal investment in elementary and secondary education, the reauthorized Title I adopted each of the key principles outlined in the legislation:

- Support states in setting high standards for all children—with the elements of education aligned, so that they are working in concert to help all students reach those standards
- Focus on teaching and learning, through upgrading curriculum, accelerating instruction, and providing teachers with professional development to teach to high standards
- Provide flexibility to stimulate school-based and district initiatives, coupled with responsibility for student performance
- Create links among schools, parents, and communities
- Target resources to where the needs are greatest

Six years ago, the U.S. Department of Education reported to Congress on the effectiveness of the program as it operated as Chapter 1. That report, *Reinventing Chapter 1: The Current Chapter 1 Program and New Directions*, which drew from the *Prospects* longitudinal study, concluded that in order for the program to effectively support all students in meeting challenging standards, fundamental change was required. Indeed, as the prior National Assessment of Chapter 1 found, Chapter 1 programs reinforced low expectations of the students they served by providing students with remedial instruction and holding them to lower academic standards than other students.⁷

- Different expectations were clearly evident for students in high- and low-poverty schools. Indeed, when measured against a common test, an “A” student in a high-poverty school would be about a “C” student in a low-poverty school.⁸
- Program-supported services pulled most Chapter 1 students out of their regular classrooms for program-supported services, adding an average of only 10 minutes of instructional time per day, and often failing to relate to the rest of the student’s educational experience.⁹
- Chapter 1 did not contribute to high-quality instruction, and often relied on teachers’ aides who lacked educational credentials required to deliver high-quality instruction.¹⁰
- Chapter 1 had not kept pace with the growing movement, across the country, toward the establishment of challenging standards and assessments. Therefore, weaknesses in instruction were compounded by minimum competency assessments that tested primarily low-level skills.¹¹

The reauthorized Title I legislation coupled flexibility in the use of resources with attention to accountability for results. Providing flexibility in tandem with performance accountability is the centerpiece of Title I, and an overall focus of the National Assessment of Title I. The National Assessment also examines the implementation of key Title I provisions at the state, district and school levels.

The Mandate for a National Assessment of Title I

The final report of the National Assessment of Title I responds to Congress' mandate to examine the progress of students served by the program and implementation of key provisions, and suggests strategies for improved policies or changes in statutory requirements.

Key issues addressed include:

- The performance of students in high-poverty schools and low-performing students, the prime beneficiaries of Title I services
- The implementation of systems designed to support schools in helping students meet high standards, including the establishment of systems of challenging standards and assessments, the role of Title I in holding schools accountable for results, and targeting of Title I funds and the allocation and use of resources in states, districts and schools
- The implementation of Title I services at the school level, including strategies for providing challenging curriculum and instruction in high-poverty Title I schools, uses of schoolwide and targeted assistance approaches for providing services in Title I schools, qualifications of and support for staff (including aides) in Title I high-poverty schools, and Title I support for partnerships with families
- The implementation of additional Title I services targeted at special populations, including Part A Services to Students Enrolled in Private Schools, Even Start (Part B), Migrant Education Program (Part C), and Services to Neglected or Delinquent Children (Part D)

The National Assessment of Title I also reports progress on key indicators identified for the Title I program in response to the Government Performance and Results Act of 1993 (GPRA) [P.L. 103-62], which requires that agencies establish performance goals and track indicators for every program. These indicators address improved achievement for students enrolled in high-poverty schools, increases in the number of Title I schools using standards-based reform and effective strategies to enable all children to reach challenging standards, and accelerated state and local reform efforts and assistance to Title I schools.

The National Assessment of Title I benefited from the involvement of an Independent Review Panel composed of representatives of state and local education agencies and private schools, school-level staff, parent representatives, education researchers, and policy experts. The Panel, mandated under Sections 1501 and 14701 of the ESEA, has met three to four times a year since May 1995. It has defined issues for the National Assessment of Title I and the companion *Report on the Impact of Federal Education Legislation Enacted in 1994* to address. Panel members have also participated in reviews of study plans, data analysis, and draft text for both reports.

KEY FINDINGS

Progress in the Performance of Students in High-Poverty Schools

The impact of standards-based reform is beginning to be seen in improved achievement among students in high-poverty schools and among low-performing students—who are the primary recipients of Title I services.

Performance on National Assessments of Reading

Since 1992, prior to the reauthorization of Title I, national reading performance has improved for 9-year-olds in the highest-poverty public schools, (those with 75 percent of more low-income children) regaining ground lost in the late 1980s and early 1990s. Scores on the long-term trend assessment of the National Assessment of Educational Progress (NAEP) of 9-year olds in high-poverty public schools increased 8 points (close to one grade level) between 1992 and 1998 (Exhibit 2).

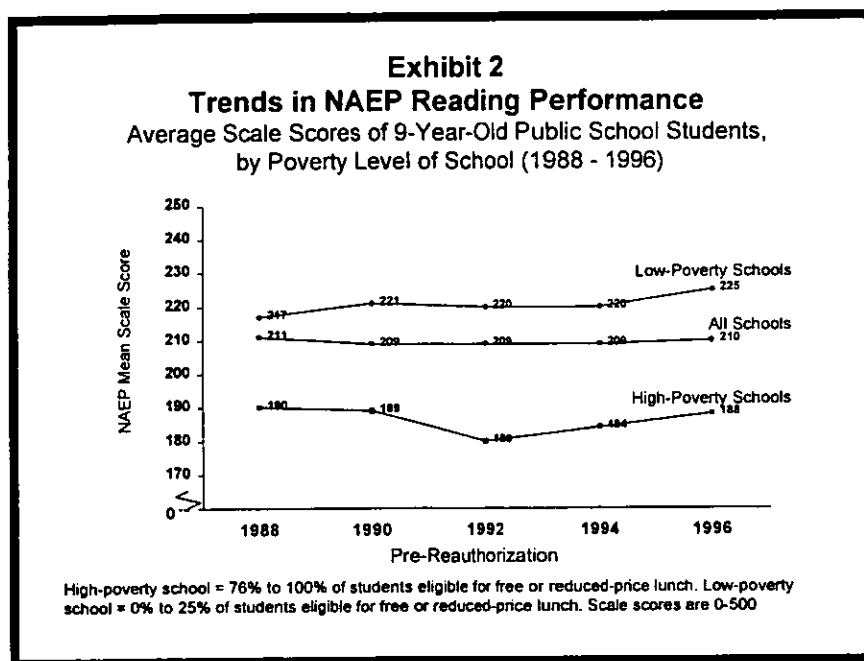


Exhibit reads: The average reading scale scores of 9-year-old students in high-poverty schools dropped in 1992 but have increased since then.

Source: U.S. Department of Education, National Center for Education Statistics, National Assessment of Educational Progress, NAEP Reading Trends, unpublished tabulations, 1998.

Among the lowest achieving public school 4th graders—those most likely to be served by Title I—there were fairly substantial improvements in reading between 1994 and 1998. Results of the Main NAEP reading assessment showing substantial gains for low achievers—9 points among the bottom 10 percent and 5 points among the bottom 25 percent—compared to the stable performance of other percentile groups, suggest that it was the performance of the lowest achievers that raised the national average of all fourth graders.

Performance on National Assessments of Mathematics

Math achievement has improved nationally, especially among students in the highest-poverty public schools. NAEP scores on the long-term trend assessment show an increase of about 10 points for all 9-year olds from 1986 through 1992 (Exhibit 3).

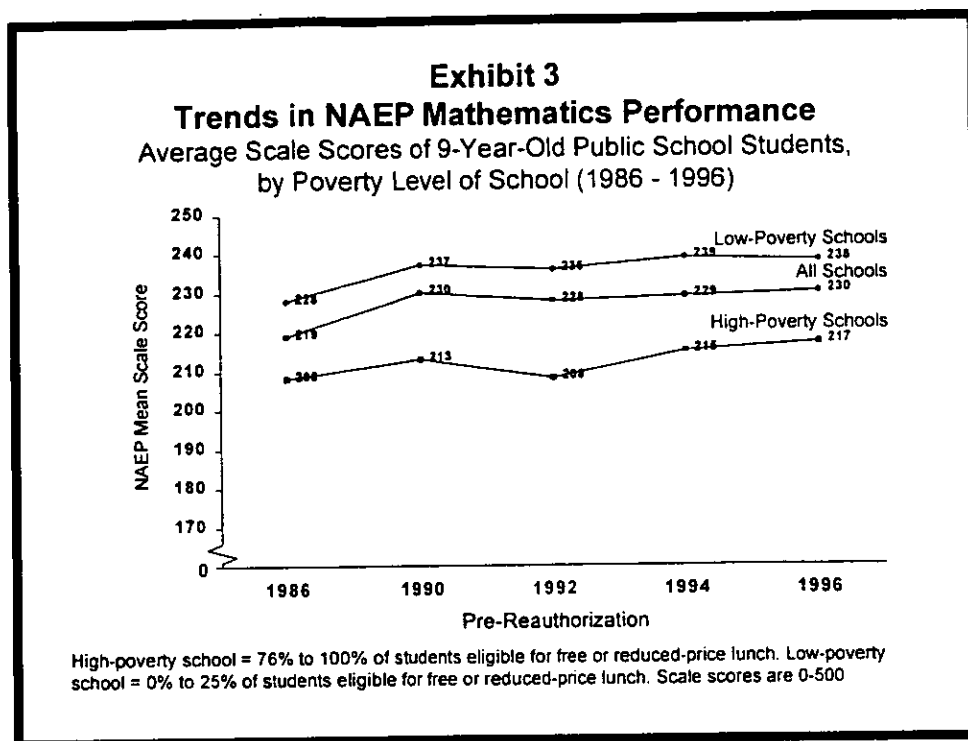
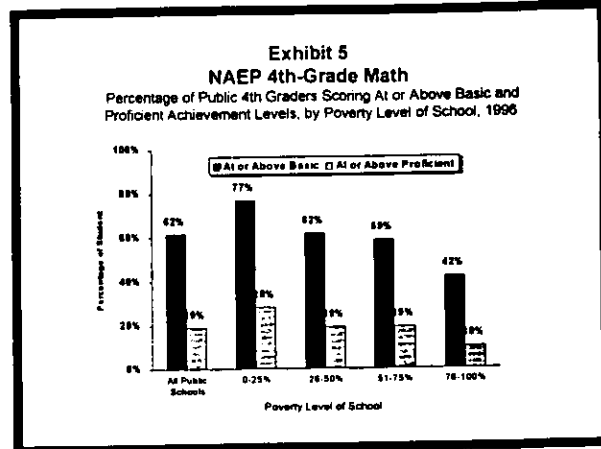
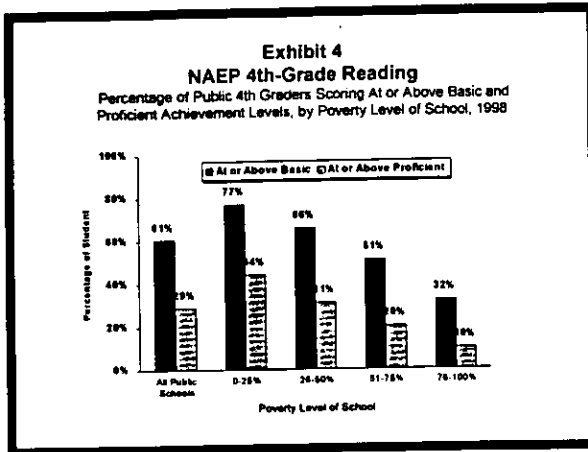


Exhibit reads: The average mathematics scale scores of 9-year-old students in the highest-poverty schools dropped in 1992 but have increased since then.

Source: U.S. Department of Education, National Center for Education Statistics, National Assessment of Educational Progress, NAEP Mathematics Trends, unpublished tabulations, 1998.

Math scores from the main NAEP assessment also improved substantially among public 4th grade students in the lowest percentiles of performance—those most typically targeted for Title I services. The main NAEP assessment shows that from 1990 to 1996, the average performance of the lowest achieving students improved steadily. NAEP scores of the lowest 25 percent improved by 8 points.

However, a substantial achievement gap remains between students in the highest and lowest poverty schools. In 1998, 32 percent of students in the highest-poverty schools met or exceeded the NAEP *Basic* level in reading, about half the rate nationally of students in public schools. In math, 42 percent of students in the highest poverty schools scored at or above the NAEP *Basic* level in 1996, compared with 62 percent in all public schools (Exhibits 4 and 5).

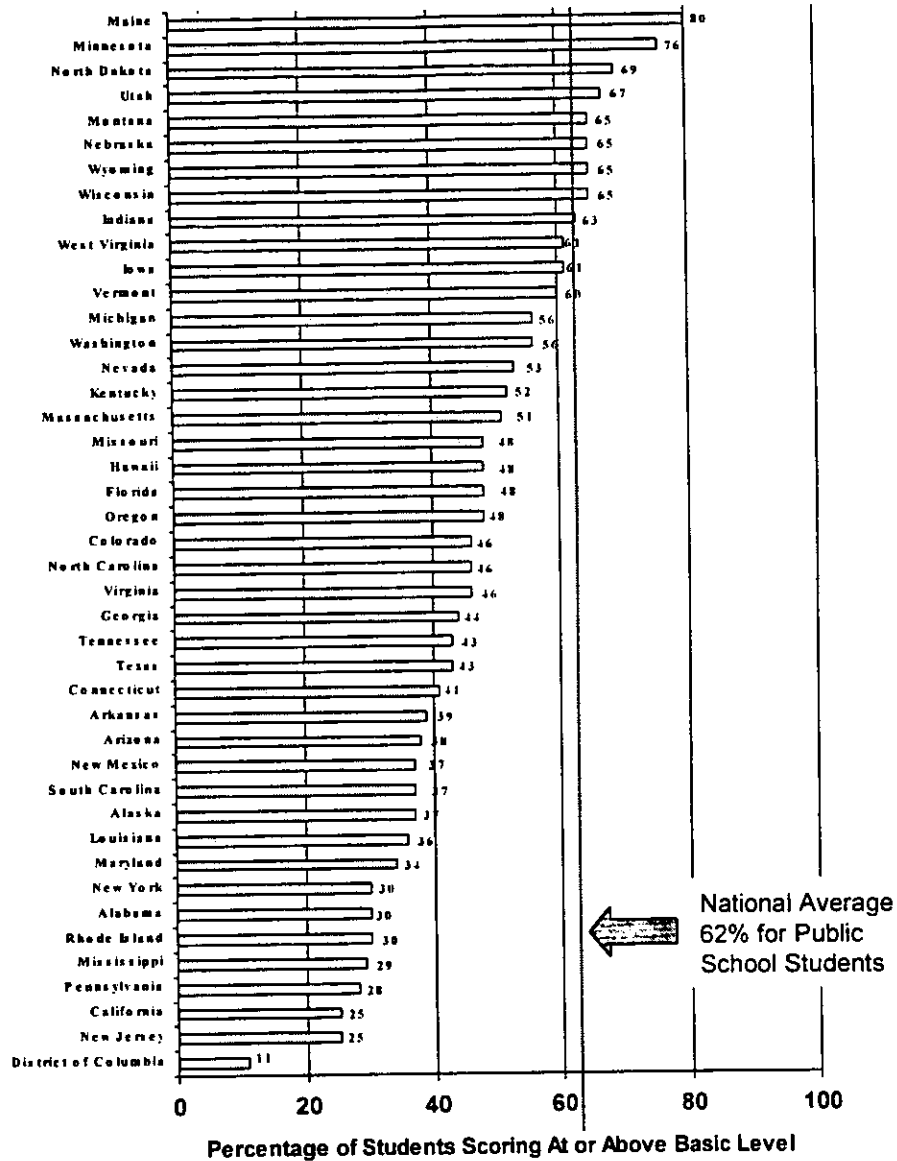


Exhibits read: In 1998, 761 percent of students attending public schools performed at or above the *Basic* level in reading and in 1996, 62 percent of all 4th-graders scored at or above the *Basic* level in math.

Source: U.S. Department of Education, National Center for Education Statistics, National Assessment of Educational Progress, Main NAEP Reading and Mathematics, unpublished tabulations, 1999.

Despite the nationwide gap in performance, the percent of fourth-grade students enrolled in highest-poverty public schools achieving at or above the *Basic* level exceeded the national average in 9 states—indicating that it is possible to bring these students to high levels of achievement.

Exhibit 6
State NAEP 4th-Grade Mathematics, 1996
Percentage of Students in the Highest-Poverty Public Schools
Performing At or Above Basic Level, by State



Highest-poverty school = 76% to 100% of students eligible for free or reduced-price lunch.

Exhibit reads: In Maine 80 percent of 4th graders who attended the highest-poverty schools scored at or above the *Basic* level in math.
 Source: U.S. Department of Education, National Center for Education Statistics, National Assessment of Education Progress, State NAEP Mathematics, unpublished tabulations, 1998.

Performance on State and District Assessments

Trends in student performance based on the assessments of individual states and districts provide an additional perspective for measuring the progress of students in high-poverty areas.

Three year trends reported by states and districts show progress in the percentage of students in the highest-poverty schools meeting state and local standards for proficiency in mathematics and reading. Among states and large urban districts that provided three-year trend data for students in high-poverty schools, progress overall is positive. Due to changes in state assessment systems to comply with Title I legislation, few states can currently provide three-year trend data on students in high-poverty schools. Results from 13 large urban districts are presented to show trends in student performance in areas in which poverty and educational challenges are most highly concentrated. Districts profiled are among the largest in the country; have student populations that are at least 35 percent minority and 50 percent eligible for free/reduced price lunch; serve high concentrations of limited English proficient students; are geographically diverse; and have at least three years of achievement data on the same assessment in reading and math for elementary and middle school students. As with states, these are among those that provided data (which were available in fall/early winter 1998).

- The achievement of elementary school students in the highest-poverty schools improved in 5 of 6 states reporting three year trends in reading and in 4 of 5 states reporting trends in mathematics. Students in Connecticut, Maryland, North Carolina, and Texas made progress in both subjects.¹²
- Ten of 13 large urban districts showed increases in the percentage of elementary students in the highest-poverty schools who met district or state proficiency standards in reading or math. Six districts, including Houston, Miami-Dade County, New York, Philadelphia, San Antonio and San Francisco made progress in both subjects.

Title I Support for Systems Designed to Support Schools in Helping Students Meet High Standards

Development of Standards and Assessments and the Role of Title I

Challenging standards of learning and assessments that ensure shared expectations for all children are key policy drivers in Title I. Indeed, support for the establishment of systems of standards and assessments under Title I, as well as the Goals 2000: Educate America Act, are consistent with a key purpose of the program, as outlined in the statute: “to enable schools to provide opportunities for children served to acquire the knowledge and skills contained in the challenging State content standards and to meet the challenging State performance standards developed for all children.”

In addition to requiring states to establish and use systems of standards and aligned assessments to guide expectations for what children should be expected to know and do, Title I has required that states develop criteria for tracking the student performance of schools and districts participating in the program. By the 1997-98 school year, each state was to have adopted challenging content standards, in at least reading and math, that specify what all children are expected to know and be able to do, and challenging performances standards that describe

students' mastery of the content standards. By the year 2000-2001, states are also to adopt or develop student assessment systems that are aligned with standards in at least reading/language arts and math.

States are making significant progress in developing content standards, but progress is considerably slower with respect to developing performance standards according to the timeline set forth in the statute.

- Forty-eight states, the District of Columbia, and Puerto Rico have met the requirement for developing content standards in the core subjects of reading and math. One remaining state is approving its districts' standards; the other state has a waiver to extend the deadline to develop state standards. Federal assistance is credited with providing financial incentives and support that helped states adopt standards (Exhibit 7).
- Less than half the states had approved performance standards by 1998. Variability in the rigor of standards is a concern, given the lack of evidence that states have benchmarked standards against common criteria, such as NAEP (Exhibit 8).

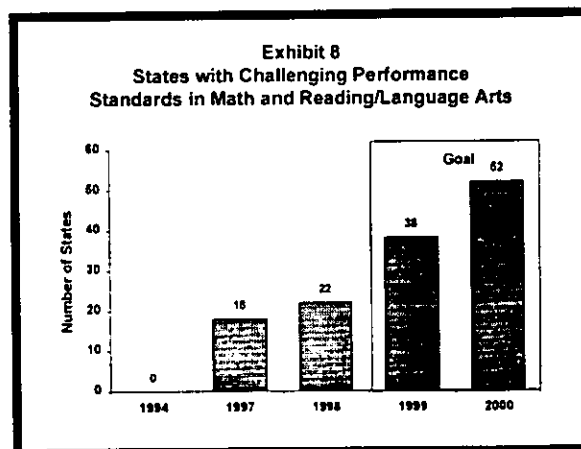
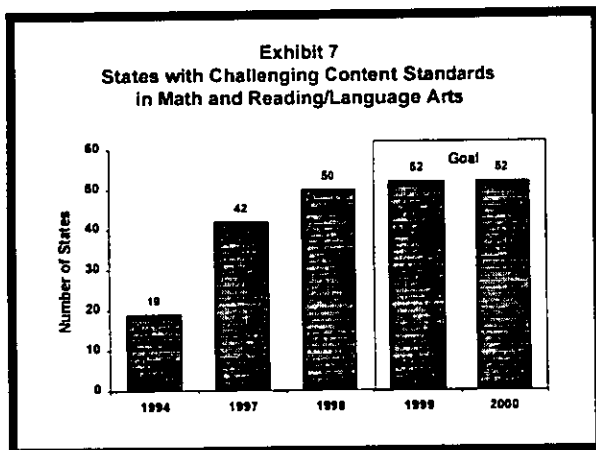


Exhibit reads: In 1994, 19 states reported having challenging content standards in reading and math.

Source: Council of Chief State School Officers, Status Report: State Systemic Education Improvements (Washington, DC: Council of Chief State School Officers, August 1995); U.S. Department of Education, unpublished analysis of state plans required under Sec. 1111.

States are not required to have assessment systems (which reflect standards) and include all students until 2000-2001. However, progress in their development is worth noting.

- According to an independent review of state plans submitted to the U.S. Department of Education in 1997, 14 states had in place transitional assessment systems linked to state content standards.¹³
- Additionally, a sizeable number report student achievement based on state assessment data according to categories established in the statute. For the 1996-97 school year, of the 48 states, plus DC and Puerto Rico, that reported student achievement data through the Title I Performance Report, 21 disaggregated results by school poverty levels, 12 reported results for low-income students, 19 provided data for limited English proficient students, and 16 reported achievement of migrant students.¹⁴

Issues regarding assessment of special populations are among the greatest challenges reported by states in developing their assessment systems. The review of state practices in determining school and district progress found that most states (43) had at least partially developed policies or procedures for assessing all students but only 28 provided some evidence that these policies or procedures were being implemented.¹⁵

The Role of Title I in Holding Schools Accountable for Performance and Supporting Improvement Efforts

Title I is intended to be linked to state accountability so that states will hold Title I schools to the same high standards for performance expected for all schools. Under Title I each state is required to develop criteria for determining a standard of adequate yearly progress for districts and schools participating in Title I based on the state assessment and other measures. Title I schools and districts that fail to make adequate yearly progress are to be identified for improvement. Schools identified for improvement are to receive support and assistance from states and districts. Those schools and districts that continue to fail to make progress are subject to corrective actions. The performance of districts and schools under Title I is to be publicly reported and widely shared.

States are making progress in implementing the accountability provisions of Title I, although full implementation of accountability under Title I is not required until final assessments are in place in the 2000-2001 school year. But states are also facing real challenges as they transform their educational systems into higher performing, results-based systems.

- States have developed transitional measures for defining school and district progress under Title I, but there are concerns about the rigor of the measures. An independent review of state plans documented that only half of all states have set standards for measuring progress based on students reaching a proficient level of performance, rather than only a minimum level of competency. Most states do not have a specified timeline for having all students meet expectations.¹⁶
- There is considerable variation across states in the identification of Title I schools in need of improvement. In Texas, only 1 percent of Title I schools were identified for improvement in 1996-97. In New Mexico and Washington D.C., over 80 percent of Title I schools were identified for improvement.¹⁷
- Although there is variation in the number and percentage of Title I schools identified for improvement across the states, evidence suggests that states are identifying their neediest schools. Schools identified for improvement tend to serve a greater proportion of poor students and have a larger minority enrollment.
- A recent study of accountability in large urban districts finds that Title I has been a “model and an instigator” for standards-based reform and efforts to track student progress and improve schools.¹⁸ Nationally, 14 percent of districts report that Title I is driving reform in their districts as a whole to a great extent. Fifty percent of small poor districts and 47 percent of large poor districts report that Title I is driving reform to a great extent.¹⁹

A key concern is the extent to which identification of schools for improvement under Title I is integrated with the accountability systems states are putting in place for all schools.

- While there is considerable overlap between schools identified for improvement under Title I and other state or local mechanisms, states report that they are having difficulty integrating the Title I requirements with their own systems. Parallel systems are operating in many states, with only 23 state Title I directors reporting that the same accountability system is used for Title I as for schools in their state.
- Research shows that state accountability systems that are “closer to home” are of greater value to educators and have more immediate consequences to schools and districts.

Recent findings suggest that state and Title I accountability requirements are helping states, districts, and schools focus more on the use of data for school improvement.

- Research on accountability in 12 states and 14 districts found a remarkably high level of attention paid to using data to inform decisionmaking. The study found that while outcome data was being required to be used for school improvement planning, many districts were going beyond requirements of the law to use this performance data to identify and develop strategies for staff development and curriculum improvement that address gaps in performance.²⁰

The capacity of state school support teams to assist schools in need of improvement under Title I is a major concern.

- The State Improvement Grants that would have provided additional resources for the operation of school support teams were not funded in reauthorization. Although the main task for state school support teams has been to assist schoolwide programs, their charge also includes providing assistance to schools in need of improvement. In 1998, only 8 states reported that school support teams have been able to serve the majority of schools identified as in need of improvement. In 24 states, Title I directors reported more schools in need of assistance from school support teams than Title I could assist.²¹
- Among schools that reported in 1997-98 that they had been identified as in need of improvement, less than half (47 percent) reported that they had received additional professional development or assistance as a result.²²

Targeting Title I Resources to Districts and Schools Where the Needs are Greatest

Historically, Title I funds were spread thinly to most districts and a large majority of schools, undermining the program’s capacity to meet the high expectations set by policymakers. The previous Chapter 1 formula and within-district allocation provisions spread funds to virtually all counties, 93 percent of all school districts, and 66 percent of all public schools, yet left many of the nation’s poorest schools unserved. The 1994 reauthorization changed the allocation provisions in an effort to improve the targeting of Title I funds on the neediest districts and schools. In addition, Congress has recently increased the proportion of Title I funds appropriated for Concentration Grants in an effort to direct a greater share of the funds to higher-poverty districts and schools.

Changes in the allocation formula and procedures, enacted in the 1994 amendments, have had little effect on targeting at the state, county, and district levels, but substantial impact on within-in district targeting. Almost all (95 percent) of the highest-poverty schools (75 percent or more poverty) received Title I funds in 1997-98, up from 79 percent in 1993-94. Funding for low-poverty schools (less than 35 percent poverty) declined from 49 percent to

36 percent over the same period. Nearly all (93 percent) highest-poverty secondary schools received Title I funds in 1997-98, up from 61 percent in 1993-94 (Exhibit 9).

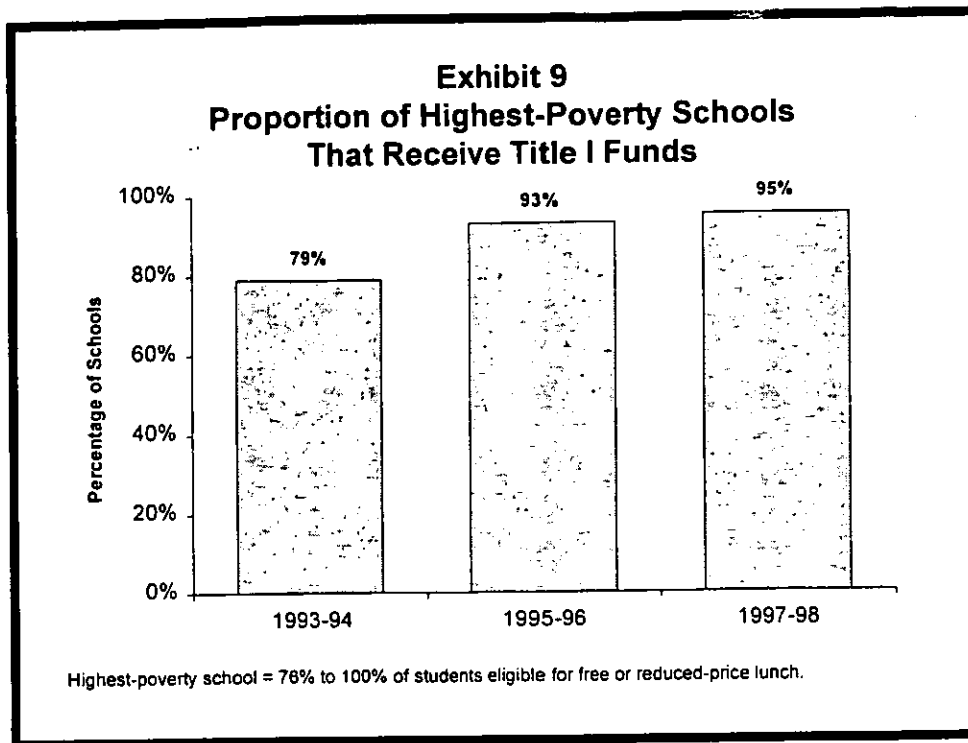


Exhibit reads: The percentage of highest-poverty schools receiving Title I funding rose from 79 percent in 1993-94 to 95 percent in 1997-98.

Source: U.S. Department of Education, *Study of Title I Within-District Targeting* (forthcoming).

Nearly all Title I funds are allocated to local school districts. States distribute 99 percent of their Title I funds to school districts and retain only 1 percent for administration, leadership, and technical assistance to districts and schools.²³ Over 90 percent of Title I funds are used for instruction and instructional support—much higher than the percentage of state and local funds (62 percent).²⁴

Although Title I accounts for a relatively small percentage of total funding for elementary and secondary education (about 3 percent), the program plays a significant role in supporting local education improvement efforts. It provides flexible funding that may be used for supplementary instruction, professional development, new computers, after-school or other extended-time programs, and other strategies for raising student achievement. For example, Title I funds used for technology amounted to roughly \$240 million (about 37 percent of total federal support for technology). Title I funds used for professional development amounted to approximately \$200 million in 1997-98 (about 29 percent of total federal support for professional development).²⁵

Title I funds may help equalize resources for high- and low-poverty schools. Title I provides additional support in districts and schools with greater needs, which often receive fewer resources from state and local sources. For example, Title I funds purchased an average of 3.3 computers in high-poverty schools in 1997-98 (27 percent of the new computers), compared to 0.6 computers in low-poverty schools. High-poverty schools' use of Title I funds for technology helped to

compensate for the fact that they received fewer computers from state or local funds (4.8 computers, versus 12.4 in low-poverty schools).²⁶

Despite increases in the number of high-poverty schools served, however, the average size of a school's allocation remains unchanged (at about \$470 per low-income pupil), indicating that increasing funds and the shift away from low-poverty schools did not result in increasing available resources.

Title I Services at the School Level

The Context for Standards-Based Reform

There is evidence of progress for students in high-poverty schools where staff members focus on challenging standards and strategies that help students achieve them. Preliminary findings from the *Longitudinal Evaluation of School Change and Performance* (LESCP), a study of instructional practices in 71 high poverty schools found that—

- Fourth-graders were likely to make better progress in reading if their teacher gave them more total exposure to reading in the content areas and opportunities to talk in small groups about what they had read.
- Additionally, teachers who used a curriculum that reflected National Council of Teachers of Mathematics (NCTM) standards had students with higher gains in mathematics.
- Students who started the year as low achievers could be helped to gain more skill in problem solving in mathematics when their teachers deliberately emphasized understanding and problem solving with them.

Principals are reporting an increased use of content standards to guide curriculum and instruction in their schools. The proportion of Title I principals who reported using content standards to guide curriculum and instruction to a great extent increased substantially from approximately half in 1995-96 to approximately three-quarters in 1997-98. Recent findings from a study of high-performing, high-poverty schools carry this relationship one step further, finding that implementing such reforms is associated with higher student performance. The study found that in high-performing, high-poverty schools, 80 percent of principals reported using standards extensively to design curriculum and instruction and 94 percent reported using standards to assess student progress.²⁷

However, most teachers do not feel very well-prepared to use standards in the classroom. In 1998, only 37 percent of teachers in schools with 60 percent poverty or greater reported that they felt very well prepared to implement state or district curriculum and performance standards. This sense of preparedness is a key factor in predicting student outcomes, according to the LESC study of 71 high-poverty Title I schools. The LESC found that teachers' reported preparedness in both subject matter and instructional strategies had a positive relationship with student growth.²⁸ The LESC also found that district reform policy had an influence on teachers' familiarity with standards-based reform and their implementation of such reform in their classrooms. Teachers in higher-reform districts were more likely than their peers in lower-reform districts to be familiar with content and performance standards and assessments and their curriculum was more likely to reflect the standards.

Another factor that may contribute to a teacher's sense of preparedness is professional development. **In 1998, public school teachers, regardless of the poverty level of their school,**

spent a limited amount of time in professional development, although they did focus on topics that supported standards-based reform. Most teachers are not participating in intensive or sustained training—two essential characteristics of effective professional development. Given the relationship found between teacher preparedness and student achievement, this is a troubling finding. Over half (55 percent) of all teachers in high-poverty schools reported spending less than 9 hours per year on training in the content areas. Over two-thirds (70%) of teachers in high-poverty schools reported receiving less than 9 hours per year of professional development related to content and performance standards.²⁹

Title I Support for Standards-Based Reform

Schools are making better use of delivery models that integrate Title I with the regular academic program. Reliance on the pull-out model (instruction outside of the regular classroom) has decreased, while in-class models (instruction in the regular classroom), schoolwide programs, and extended-time instruction have all increased. Use of the in-class model has increased dramatically since the years prior to reauthorization. In 1991-92, for example, 58 percent of Title I schools used the in-class model³⁰ and its use increased to 83 percent in the 1997-98 school year.³¹ In 1991-92, 74 percent of Title I schools used a pull-out model³² and 68 percent did in 1997-98.³³ However, in 1997-98, over half (57 percent) reported using both of these approaches.³⁴

Title I paraprofessionals are widely used, particularly to provide instruction. In the 1997-98 school year, 84 percent of principals in high-poverty schools reported using aides, as contrasted with 54 percent in low-poverty schools.³⁵ Although very few aides had the educational background necessary to teach students, almost all (98 percent) were either teaching or helping to teach students.³⁶ Over three-fourths of aides (76 percent) spent at least some of this time teaching without a teacher present.³⁷

Schoolwide programs have the potential to help integrate Title I resources in standards-based reform at the school level. Recent findings show that schoolwide programs are more likely to use a strategic plan and to use models of service delivery that better integrate Title I into the larger educational program. Strategic plans allow Title I services to be considered within the broader context of a school's reform goals, and can provide a framework for better integration of Title I within the regular academic program. In addition, principals in schoolwide programs reported less use of the pull-out model than targeted assistance programs, as would be expected. They were also more likely to report using extended time programs.

Less than half of Title I schools offer extended learning time programs, although the percentage of schools offering extended time has increased from 9 to 41 percent since the last reauthorization. However, few students participate in these programs. In all the high-poverty schools offering before- and after-school and weekend instructional programs, an average of 16 percent of students participate. In all Title I schools offering such programs, an average of 12 percent of students participate.³⁸ In high-poverty schools offering summer programs, 16 percent of students participate and in all Title I schools offering summer programs, 25 percent of students participate.³⁹

Recent research on effective schools has found that such schools use extended time learning in reading and mathematics to improve learning and achievement.⁴⁰ In a recent study of higher-success and lower-success elementary schools in Maryland, researchers found that the more successful schools were seeing consistent academic gains as a result of extended day

programs.⁴¹ In another study of high-performing, high-poverty schools, 86 percent of the schools extended time for reading and 66 percent extended instructional time in mathematics.⁴²

Recent evidence indicates that secondary schools are making progress in implementing service delivery models that are less stigmatizing and better integrated with the regular academic program. Secondary students are still served in pull-out settings, but not as commonly as elementary students. Moreover, in the schools that do provide pull-out services, it appears to be one of several models of service delivery. In addition to improving Title I delivery strategies, secondary schools are making progress in implementing standards-based reform. Title I services in secondary schools provide supplementary services in support of schools' efforts to enable students to achieve high standards. Most secondary school principals reported using content standards to a great extent in reading (75 percent at the middle school level and 62 percent at the high school level) and mathematics (72 percent at the middle level and 65 percent at the high school level).⁴³ Case studies of 18 secondary schools engaged in school improvement suggest that state and local accountability systems are prompting reform, and that Title I generally serves to support these reform efforts. In states and districts with high-stakes accountability systems, both core academic instruction and supplementary assistance provided through Title I are often geared toward preparing students to pass state or district assessments.⁴⁴

Title I Support for Partnerships with Families, Schools and Communities to Support Learning

Title I supports for parent involvement and family literacy. The federal role in supporting parent involvement can be catalytic, focusing schools on engaging parents to support learning and participate in school activities and decisions. Principals and teachers identify the lack of parent involvement as a significant barrier to improvement and see the need to engage parents to achieve reform, especially in high-poverty schools. The new Title I school-parent compacts can bring schools and parents together around their shared responsibilities, but they need sustained support. Although the percent of Title I schools with school-parent compacts rose from 20 percent in 1994 to about 75 percent in 1998, there remain 25 percent with no parent agreements. A substantial majority of schools—especially those serving high concentrations of low-income children—do find compacts helpful in promoting parent involvement, especially higher poverty schools, but principals continue to identify lack of parent involvement as one of their major reform barriers.⁴⁵

Additionally, the Even Start family literacy program has shown results in working with very needy families, but it needs to strengthen the intensity and quality of services to achieve better performance.

Special Title I Services

Title I Services to Students Attending Private Schools

Reauthorization and recent court rulings have affected the participation of private school students in Title I. Federal law requires that students in private schools be afforded an opportunity to participate in Title I equal to students in public schools, and the services provided to them must also be equitable. Reauthorization in 1994 changed the allocation of Title I resources for these services, linking it to the number of low-income students residing in attendance areas instead of the level of educational need. The overturning of the *Aguilar v. Felton* decision in June 1997 (*Felton* had restricted service locations for students in religiously-affiliated

schools) adds considerable flexibility to districts' options for providing Title I services to eligible students enrolled in private schools.

- Surveys have shown that the number of private school participants has declined by about 6 percent since the 1994 reauthorization, from 177,000 in 1993-94 to 167,000 in 1996-97.

Most Title I administrators and private school representatives agree that they have established positive working relationships, but report differently about who is actually involved in consultation and about the topics that are discussed. For example, Title I administrators in at least 80 percent of districts say that they consulted with either a private school principal or representative of a private school organization on most issues, but substantially fewer private school representatives report such consultation.

Almost all districts that serve eligible private school students provide them with supplementary academic instruction. A preliminary review of the experiences of nine large urban districts indicates that they are taking advantage of the opportunity to provide instructional services on religiously affiliated school premises. However, Title I administrators in these districts also report that they continue to provide at least some of the instructional services in neutral sites on or near the school grounds, with several of the districts relying more heavily on these facilities than others.

Title I, Part B, Even Start Family Literacy Program

The Even Start program (Title I, Part B) provides support to states and local grantees for family literacy programs intended to break the cycle of poverty and illiteracy in low-income families. The program is designed to support high-quality, intensive instructional programs of adult education, parenting education, and early childhood education.

The national evaluation has documented that Even Start projects successfully target services toward families who are most in need, and that participating families consistently make gains on measures of literacy.

- At least 90 percent of families participating in 1996-97 had incomes at or below the federal poverty level and 85 percent of the adults had not earned a high school diploma or GED.
- In 1995-96, the gap between scores of Even Start children and those for a national norms group was reduced by two-thirds in one year.
- Adult participants also made gains on tests of adult literacy. Parents also showed moderate gains on a measure of the home environment for literacy, gains not found in a control group of parents in a study of the Comprehensive Child Development Program.

Working with such needy families poses challenges to providing intensive services and engaging families over an extended period of time. Research has shown that service intensity and duration can contribute to better outcomes. While Even Start projects have increased the amount of instruction they have offered in all core service areas over time, only about 25 percent of all projects meet or exceed the Department's performance indicator for the number of service hours offered in the three core instructional components.

Title I, Part C, Migrant Education Program

The (Title I, Part C) Migrant Education Program (MEP) provides formula grants to states for supplemental education and support services for the children of migrant agricultural workers and fishers. Reauthorization established a priority for services for migratory children whose education has been interrupted during the school year and who are failing, or at risk of failing, to meet their states' content and performance standards. According to 80 percent of principals of schoolwide programs, migrant students who fail to meet their state's performance standards have the highest priority for instructional services.

MEP summer-term and extended-time projects play an important role in the education of migrant students. Summer projects provide continuity of instruction for migrant students, who experience a great deal of educational disruption. Over the last decade, summer projects have grown faster than the regular program, and they now serve approximately 60 percent of the number of students served during the regular-term. The number of summer participants increased from 220,800 in the 1995-96 school year to over 283,000 in 1996-97.

Effective coordination at the state level can increase the efficiency and effectiveness of services to migrant children. Consortia arrangements designed to reduce administrative costs and increase information sharing across states have grown since reauthorization.

- As of August 1998, the Department had approved consortium arrangements involving 32 states, an increase from 15 states in FY 1995.
- Two years after the elimination of the Migrant Student Records Transfer System, most states and school districts rely on mail, telephone, and fax to transfer records for migrant students.

Title I, Part D, Prevention and Intervention Programs for Children and Youth Who are Neglected, Delinquent, or At Risk of Dropping Out

The Title I, Part D program is intended to serve neglected and delinquent children and youth, often in juvenile and adult correctional facilities. The 1994 reauthorization made several major changes to the Title I, Part D program. One change was increasing the number of hours each week for instruction to help enable students to meet challenging academic standards. The reauthorized program also offered institutions the option of operating institutionwide programs, modeled after Title I schoolwide programs, to help ensure that students' needs are being met in a coherent and coordinated manner.

Although states report that they are building facilities' capacity to implement institutionwide programs, few facilities have implemented them. More than half of the states provided technical assistance on whole school improvement, yet only 9 percent of N or D facilities are institutionwide programs. Moreover, states and institutions need to work on collecting appropriate data and using it to inform program improvement. Institutions are generally unable to collect comprehensive data on students' educational experiences and transition to further education or employment.

FUTURE OPTIONS FOR TITLE I

Stay the Course: Maintain an Emphasis on Challenging Standards for All Students

Positive trends in the performance of students in the nation's highest poverty schools, coupled with evidence that aligning instruction with challenging standards can substantially increase student achievement, points to the need to stay the present course of focusing instruction on challenging standards for all students. Though there has clearly been progress in implementing standards at all levels, full implementation in classrooms across the country has yet to be accomplished. States, districts, and schools need to continue to implement standards that challenge all students to achieve at high levels, and to align curriculum, teaching, and assessments with those standards. Reauthorization should address the continuing challenges that limit Title I's capacity to be a stimulus and support for better results for our nation's at-risk students.

Focus on the Highest Poverty Schools with 'Achieving High-performance Grants'

The continuing weak performance of the highest poverty schools, those with poverty in excess of 75 percent, remains as one of America's most pressing educational problems. Although all Title I schools need additional resources and assistance, the highest poverty schools are the neediest not only in terms of their populations served, but also in terms of the progress they must make to improve their current performance.

Reauthorization should focus on the extraordinary needs of the highest-poverty schools to improve teaching and learning for our most at-risk students, while holding these schools accountable for continuous improvement in student results. If these grants were to target an additional \$1.2 billion, or about 15 percent of current Title I funds, they would be sufficient when combined with current Title I funds and a 25 percent local match to enable the highest-poverty schools to:

- Support a schoolwide model program of their choosing that is backed by evaluation evidence of effectiveness.
- Within three years, achieve a ratio of modern multimedia computers to students of 5:1, a long-term national target and a goal that is especially important in high poverty communities where children lack the home access to computers available in higher income areas.
- Provide a high-quality after-school instructional program for 50 percent of all students, up from the current 9 percent.
- Carry out intensive programs aimed at improving early reading as in the Reading Excellence Act program, run a program to start their middle school students thinking about college and planning for their futures as in GEAR UP, or a combination of such approaches.
- Reduce class size in the early grades to the national goal of 21 students per teacher.

In turn,

- **Recipient schools would commit to continued progress in improving student outcomes as defined through annual outcome and service improvement targets. These would be described in a peer-reviewed schoolwide plan.** Schools would annually report progress against outcome and service performance objectives with the plan and reports.
- **States and districts would need to commit to assisting their highest poverty schools.** States and districts would work with their schools to identify resources from all sources that could be combined for meaningful, concerted school reform. Districts would review their schools' planning and implementation and offer peer reviewers to work with the schools on a sustained basis. They would also share performance data, research on effective approaches, and information across schools engaged in reform.
- **The highest poverty schools would also be the highest priority for assistance from all federally supported technical assistance providers.** Comprehensive regional assistance centers and other technical assistance providers would place these schools at the head of the line for support, concentrating their efforts where they could do the most good.

These monies would raise the average amount of Title I funds that the highest-poverty schools receive annually by 50 percent to an estimated \$336,000 for each school. These new monies could go out under the current formulas to states and districts for their schools with poverty rates of 75 percent or higher. If states lack schools in the highest poverty category, they would receive a minimum grant to be spent on their most impoverished schools.

The resources to support the "High-Performance School Grants" would come from increases in Title I funding overtime and an off-the-top setaside for these schools in related federal programs of 21st Century Schools, Reading Excellence Act, Gear UP and class size reduction. A setaside of one-third of the FY 2000 monies from these four programs for these highest poverty schools would provide about \$900 million under the Administration's FY 2000 budget request. The remainder to bring the total to \$1.2 billion could come from channeling the \$320 million proposed increase in Title I funding to these new grants.

Targeting additional funds based on high poverty has advantages over targeting on low performance. *First, high-performing, high-poverty schools should not be penalized for their progress.* Nor should low-performing schools be rewarded for a lack of effort. High-performing schools need support, recognition, and encouragement to sustain their gains. In addition, targeting funds on the basis of poverty is consistent with the process for allocating funds currently and would not require a different mechanism.

Strengthen Instruction

Progress in using Title I to support improved instructional practices at the school-level remains limited by the continued use of paraprofessionals who provide instruction—particularly in the highest poverty Title I schools. Paraprofessionals in high-poverty schools tend to have less formal education than those in low-poverty schools, and they are often assigned to teach—sometimes without a teacher present. While many paraprofessionals have invested large amounts of time and effort working in Title I schools, and are an important part of the school community, it is imperative that priorities for their services be based solely on the needs of

students. **Phasing out** their use in instruction and promoting their use as parent liaisons or in administrative functions should be a priority.

Reauthorization should also support the establishment of career ladder programs for paraprofessionals, so that those desiring to become credentialed would be supported in doing so. These programs could include what some districts are doing already, based on recent survey data.

Consumer guide on effective practices. Schools are moving toward adopting curriculum and whole school reform models to frame their improvement efforts. However little independent research has been conducted to evaluate the efficacy of comprehensive school reform models and better understand the conditions under which they can succeed. The federal government should make such research and evaluation of comprehensive model programs a priority through systematic study and annual reporting in a consumer guide. To ensure the integrity and independence of model appraisal, a quasi-governmental agency might be established to oversee the integrity of the evaluation process and reporting of results. This information would enable schools to become better-educated consumers in selecting and implementing models most likely to fit their circumstances and contribute to improved results.

Focus on Assistance

Technical assistance through the states was intended to support schools in need of improvement to analyze their needs and help them learn effective practices, but it has not been forthcoming to any large degree. Staff surveys, although self-reports on their own needs, still demonstrate that many staff and school leaders need help in implementing reform, know it, and want extra assistance. While professional development is shifting to support their reform needs, they are not receiving much of it and it is often not school-wide.

Schools are moving toward adopting curriculum and whole school reform models to frame their improvement efforts. However little independent research has been conducted to evaluate the efficacy of comprehensive school reform models and better understand the conditions under which they can succeed. The federal government should make such research and evaluation a priority. This information would enable schools to become better-educated consumers in selecting and implementing models most likely to fit their circumstances and contribute to improved results.

Strengthen Parent Involvement

The general direction of Title I parent involvement policies and compacts on supporting learning is consistent with research, but options that would strengthen implementation include:

- Having schools report annually on measurable indicators of the effectiveness of parent involvement, as reflected in their own policies and compacts.
- Consolidating or coordinating parent involvement provisions across all elementary and secondary programs that have them to form one uniform parent provision. Such programs include Title I; Even Start Family Literacy; Education of Migratory Children; Parental Information and Resource Centers; Impact Aid; Education for Homeless Children and Youth; Magnet Schools; 21st Century Community Learning Centers; Indian Education; Technology for Education; and Safe and Drug-Free Schools and Communities.

- Strengthening parent involvement activities in the early elementary grades in the areas of supporting reading and family literacy and in the middle and high school grades to encourage students to take challenging courses.

Focus on Accountability

The use of school profiles designed to report school results and progress has been shown to be a powerful tool for accountability and school improvement. However, profiles often do not effectively reach parents and community members. They tend to be difficult to read, even for the well-educated parent. They are also limited in their scope of information, with few school report cards presenting information on teacher quality or student rates of progress. Also schools are limited by a lack of comparable statewide or national information on what they are able to accomplish. The federal government should facilitate state and local school district efforts to provide coherent, comparative information on school progress to their communities.

The reauthorization should also ensure that accountability provisions identify schools in need of improvement based on the best measures available to states and districts—regardless of whether their final assessment systems are in place. Schools already identified for improvement, should remain so; time should not be lost as a result of reauthorization in identifying and reaching schools with the greatest needs.

Finally, Congress and those responsible for implementing and supporting Title I programs should recognize that state and local systems of standards, assessments and accountability are in flux and are likely to keep changing over time. Even established systems such as those in Kentucky and Kansas, which were forerunners in the development of aligned systems of standards and assessments, have revised their efforts to reflect priorities of their state legislatures and boards. The law should recognize this and offer states and districts the flexibility to continue to implement measures of school accountability under these conditions.

Summary

This National Assessment of Title I has examined the program in the context of the burgeoning standards-based reform movement in states and school districts. Though there has clearly been progress in implementing standards at all levels, full implementation in classrooms across the country has yet to be accomplished. The new directions proposed for reauthorization are designed to help speed up standards implementation, to help all children achieve at high levels. Reauthorization should address the continuing challenges that limit Title I's capacity to be a stimulus and support for better results for our nation's at-risk students.

-
- ¹ The FY 99 appropriation for Title I (Parts A-E) totaled \$8.357 billion.
- ² U.S. Department of Education, Unpublished tabulations from the *Study of Education Resources and Federal Funding*.
- ³ U.S. Department of Education, Unpublished tabulations from the *1996-97 Title I Performance Report*, draft.
- ⁴ U.S. Department of Education, *1996-97 Title I Performance Report*
- ⁵ U.S. Department of Education, *1996-97 Title I Performance Report*
- ⁶ U.S. Department of Education, *1996-97 Title I Performance Report*
- ⁷ U.S. Department of Education, *Prospects: Student Outcomes Final Report* (Washington, DC: U.S. Department of Education, 1997) 12.
- ⁸ U.S. Department of Education, *Prospects*, 18.
- ⁹ U.S. Department of Education, *Reinventing Chapter 1*, 78-82.
- ¹⁰ U.S. Department of Education, *Reinventing Chapter 1*, 94-98.
- ¹¹ U.S. Department of Education, *Reinventing Chapter 1*, 156-162.
- ¹² States reported are among those from which data were made available through the *U.S. Department of Education's Title I Performance Report* and subsequent reports made through late fall/early winter 1998-99. More information will be available in the spring of 1999.
- ¹³ Schenck and Carlson, draft
- ¹⁴ Rolf Blank, Jennifer Manise, Barbara Braithwaite and Doreen Langesen, *State Education Indicators with a Focus on Title I: 1998* (Washington, DC: Council of Chief State School Officers, February 1999).
- ¹⁵ Schenck and Carlson, draft
- ¹⁶ Schenck and Carlson, draft
- ¹⁷ U.S. Department of Education, *1996-97 Title I Performance Report*, draft
- ¹⁸ McKenzie, draft
- ¹⁹ Follow-up District Survey
- ²⁰ Goertz and Chung, CPRE
- ²¹ U.S. Department of Education, *Follow-Up Survey*.
- ²² U.S. Department of Education, *Follow-Up Survey*.
- ²³ U.S. Department of Education, *The Use of Federal Funds for Administrative Costs* (Washington, DC: U.S. Department of Education, 1998), iii.
- ²⁴ U.S. Department of Education, *Administrative Costs* iii.
- ²⁵ U.S. Department of Education, *Study of Education Resources and Federal Funding*.
- ²⁶ U.S. Department of Education, *Study of Education Resources*.
- ²⁷ The Education Trust, Inc., in collaboration with the Council of Chief State School Officers, "Dispelling the Myth: High Poverty Schools Exceeding Expectations," draft, 1998, 4.
- ²⁸ U.S. Department of Education, *Longitudinal Evaluation*.
- ²⁹ U.S. Department of Education, *Teacher Quality: a Report on the Preparation and Qualifications of Public School Teachers* (Washington, DC: U.S. Department of Education, 1999) B-23.
- ³⁰ U.S. Department of Education, *Chapter 1 Implementation Study 2-3*.
- ³¹ U.S. Department of Education, unpublished tabulations from *the Follow-Up Survey of Education Reform*.
- ³² U.S. Department of Education, *Chapter 1 Implementation Study 2-3*.
- ³³ U.S. Department of Education, *Follow-Up Survey*.
- ³⁴ U.S. Department of Education, *Follow-Up Survey*.
- ³⁵ U.S. Department of Education, *Follow-Up Survey*.
- ³⁶ U.S. Department of Education, *Study of Education Resources*.
- ³⁷ U.S. Department of Education *Study of Education Resources*.
- ³⁸ U.S. Department of Education, *Study of Education Resources*.
- ³⁹ U.S. Department of Education, *Study of Education Resources*.
- ⁴⁰ The Education Trust 6; Hawley et al.
- ⁴¹ Hawley et al.
- ⁴² The Education Trust 6.
- ⁴³ U.S. Department of Education, *Follow-Up Survey*.
- ⁴⁴ U.S. Department of Education, *Case Studies of Title I*.
- ⁴⁵ U.S. Department of Education, *Title I School-Parent Compacts: Supporting Partnerships to Improve*

Learning, (Washington, DC: U.S. Department of Education, 1998).

Independent Review Panel

Christopher Cross
Chair of the Independent Review Panel
President, Council for Basic Education

Joyce Benjamin
Vice-Chair of the Independent Review Panel
Associate Superintendent
Oregon Department of Education

Eva Baker
Co-Director, Center for Research on
Evaluation, Standards and Student
Testing (CRESST)
University of California at Los Angeles

Rolf Blank
Director, Education Indicators
Council of Chief State School Officers

David Cohen
Professor
University of Michigan

George Corwell
Director of Education
New Jersey Catholic Conference

Sharon Darling
President
National Center for Family Literacy

Bill Demmert
Associate Professor
Western Washington University

Joyce Epstein
Director, Center on School, Family and
Community Partnerships
Johns Hopkins University

Susan Fuhrman
Dean, Graduate School of Education
University of Pennsylvania

Jack Jennings
Director
Center on Education Policy

Joseph Johnson
Director, Collaboratives for School Improvement
University of Texas at Austin

Diana Lam
(Former) Superintendent
San Antonio Independent School District

Wayne Martin
Director, State Education Assessment Center
Council of Chief State School Officers

Phyllis McClure
Independent Consultant on Education & Equity

Jessie Montano
Manager, Learner Option Division
Minnesota Department of Children,
Families & Learning

Jennifer O'Day
Assistant Professor
University of Wisconsin at Madison

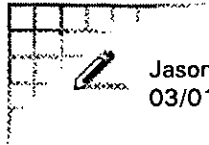
Edward Reidy
Program Officer of Education Programs
The Pew Charitable Trusts

Linda Rodriguez
Supervisor of Title I
Pasco (FL) County School Board

Richard Ruiz
Professor
University of Arizona

Ramsay Selden
Director,
Education Statistical Services Institute
American Institutes for Research

Maris Vinovskis
Professor
University of Michigan



Jason H. Schechter
03/01/99 04:34:14 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Statement by the President: Title I

THE WHITE HOUSE

Office of the Press Secretary
(Park City, Utah)

For Immediate Release

March 1, 1999

STATEMENT BY THE PRESIDENT ON TITLE I

Today's news of improvement in achievement for students in high-poverty schools is welcome, but we must not rest until all students meet the challenging standards we set for them. That is why I urge Senators in both parties not only to support this week's vote to put 100,000 new, well-prepared teachers in the classroom, but also to enact my Education Accountability Act. This Act will help move our education system forward by ensuring that states and school districts end social promotion, phase-out the use of unqualified teachers, turn around low-performing schools, provide parents with report cards on schools, and implement effective discipline policies. While our education reform efforts are clearly headed in the right direction, we must take these important steps to close the gap between students and increase the pace of reform.

30-30-30

Message Sent To:
