

ECS Policy Analysis, Online Databases, and Publications 2012 Collection



Education Commission
of the **S t a t e s**



2012 Policy analysis and documents

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2011-12 Federal Budget: Department of Education Overview

Provides an overview of the 2011-12 federal education budget. Identifies programs that experienced significant funding changes from last year's budget. Showcases year-over-year differences in appropriations for key federal programs. (Emily Workman, January 2012)

Kindergarten Entrance Ages: Highlights

Updates StateNote originally written in 2011. (Stephanie Rose, January 2012)

12 for 2012

Previews the issues that ECS staff believe will be on state education policy agendas. 12 for 2012 is intended to stimulate thinking around how policymakers can drive change in 2012. (Jennifer Dounay Zinth and Matthew Smith, January 2012)

State Aid to Nonpublic Schools

Identifies state nonpublic school aid other than tax benefits, vouchers, and alternative tuition programs. (Christopher Leahy, March 2012)

Teacher Evaluator Training: Ensuring Quality Classroom Observers

Addresses the use of trained observers in creating high-quality teacher evaluation experiences. Provides examples of state and local approaches to training individuals responsible for observing and evaluating teachers. (Christopher Leahy, March 2012)

2012 State of the State Addresses: Governors' Top Education Issues

Highlights high-priority education issues outlined by governors in their 2012 state of the state addresses. Analyzes policy agendas related to increasing the quality and availability of education across the P-20 spectrum to spur economic growth and uplift citizens' well-being. Top issues include Education Finance, Teaching Quality, Postsecondary Access/Affordability, School Choice, Early Learning (P-3), and Reading and Literacy. (Emily Workman, March 2012)

50-State Mathematics Requirements for the Standard High School Diploma

Analyzes the high school graduation requirements for math. Notes two growing trends in state-set math graduation requirements—the growing number of states requiring four units of math to graduate, and the new trend of states specifying how and when math courses should be taken. (Jennifer Dounay Zinth, March 2012)

Third Grade Literacy Policies: Identification, Intervention, Retention

Examines policies to promote 3rd-grade reading proficiency, including early identification of and intervention for struggling readers, as well as retention as an action of last resort. Outlines case studies in both Florida and New York City, and identifies decisions policymakers must consider as they implement policies around 3rd-grade literacy. (Stephanie Rose and Karen Schimke, March 2012)

End of Course Exams

Identifies the states with current or pending state-level end-of-course assessment (EOC) programs, the subjects in which EOCs are administered in the states, and the EOCs (if any) students must pass to graduate from high school. (Jennifer Dounay Zinth, March 2012)

Service-Learning in the United States: Status of Institutionalization

Finds that inclusion of service-learning in state statute ensures such programs have validity and stability. Concludes that state education law is not enough, however, to guarantee the commitment of district leaders and school leaders and that the varying levels of support for service-learning among district leaders can lead to uneven implementation of these programs. (Ann Rautio, March 2012)

Survey of State Approaches to Suicide Prevention in Schools

Identifies the main policy approaches utilized by states to institute suicide prevention strategies. Offers examples of some of the more rigorous state approaches, programs developed by nonprofits, and evidence-based models. (Christopher Leahy, April 2012)

Reduction in Force Policies

Highlights the primary factors considered in state "reduction in force" policies, in addition to any secondary and tertiary factors that are to be considered thereafter. Draws attention to those states that strictly prohibit the consideration of tenure or seniority in layoff decisions, as well as those that permit tenure and/or seniority to be considered only when a tie-breaker is required for otherwise comparable teachers. (Emily Workman, April 2012)

Choosing Who Delivers: The Impact of Placing Limits on the Delivery of Remedial Education at Four-Year Institutions

Examines state and system policies that limit four-year institutions from delivering developmental education. Considers the potential impacts of these policies on student success. (Matthew Smith, May 2012)

Using State Policies to Ensure Effective Assessment and Placement in Remedial Education

Explores the limitations of commonly-used assessments for placing students into developmental education courses. Examines state and postsecondary system policies that regulate assessment and placement in light of emerging research. Suggests that states and systems could increase the success of underprepared students by supporting a broader suite of evidence-based strategies developed locally by institutions. (Mary Fulton, May 2012)

Service-Learning After Learn and Serve America: How Five States Are Moving Forward

Pinpoints the opportunities and challenges for the service-learning field, in light of the elimination of funding for Learn and Serve America and state budget shortfalls. Highlights how advocates across the country are seizing the opportunity to refocus efforts to deliver high-quality service-learning. Provides a set of case studies of how service-learning experts are designing and implementing agendas to maintain and advance statewide service-learning initiatives with no federal aid and no new state aid. (Molly Ryan, June 2012)

Surfacing the Top Ten Trends from the 2012 Legislative Session

Highlights 10 emerging trends in postsecondary education and workforce policy. Finds that legislatures are developing more policies related to workforce alignment, veterans' education, and adult learners. (Matthew Smith, June 2012)

Legislative Retrospective: College Completion and Workforce Policies from 2011-2012

Analyzes state policies and sorts them into framework categories developed by ECS' Boosting College Completion project. (Matthew Smith, July 2012)

Third Grade Reading Policies

Outlines state policies relating to grade-3 reading proficiency, including identification of, intervention for, and retention of struggling readers in the P-3 grades. Provides a state-by-state policy summary, sample statutory language, and highlights from bills enacted this year. (Stephanie Rose, August 2012)

A Problem Still in Search of a Solution: A State Policy Roadmap for Improving Early Reading Proficiency

Provides a framework to help state leaders and policymakers create more effective policies for improving reading performance of early grade students. (Kathy Christie and Stephanie Rose, September 2012)

Tuition-Setting Authority for Public Colleges and Universities

Finds that postsecondary systems and institutions set tuition in most states. Categorizes tuition-setting authority by entity (e.g., legislature, system, institution) and by postsecondary sector (e.g., two- and four-year institutions). (Matthew Smith, October 2012)

Vouchers, Scholarship Tax Credits, and Individual Tax Credits and Deductions

Provides details on current state policies related to vouchers and tax credits. Presents opposing viewpoints on use and efficacy of these policy mechanisms. Summarizes the existing research concerning these approaches and offers key policy questions for state leaders to consider. (Emily Workman, October 2012)

NCLC Schools of Success Network Shows that Service-Learning Quality Matters

Presents research from the National Center for Learning and Citizenship's Schools of Success program. Concludes that the quality of service-learning matters. Analyzes robust data from 19 schools across the country to show that high-quality service-learning has a significant and positive relationship with students' academic engagement, educational aspirations, acquisition of 21st century skills, and community engagement. (Paul Baumann, November 2012)

Education-Related Ballot Measures: 2012

Summarizes the results from the 35 state ballot initiatives voted upon during the November 2012 election that have either a direct effect on education policy in those states or could have an effect down the road. Includes analysis of enacted legislation requiring public approval and other education referenda. (Emily Workman, November 2012)

2012 Gubernatorial Elections: Outcomes and Education Priorities

Outlines the results from the 11 states and two territories that held gubernatorial elections this year. Presents selected education initiatives and legislation passed by incumbent governors, as well as highlights from newly elected governors' education policy platforms. (Stephanie Rose, November 2012)

The Progress of Education Reform

2012 Issues

Civic Engagement through Digital Citizenship

Examines the characteristics of digital natives and provides a summary of research about digital natives' civic engagement habits. Explores the implications of this research for education policy aimed at promoting digital citizenship for today's youth. (Paul Baumann, February 2012)

Defining College Readiness

Considers potential ways states might define "college readiness." Identifies potential benefits, drawbacks, and key components to consider. (Jennifer Dounay Zinth, March 2012)

Understanding State School Funding

Explains the key aspects of state school funding formula. Concludes that policymakers cannot make more effective allocation decisions without understanding the basics of their state funding system. (Michael Griffith, June 2012)

Technology in Early Education

Outlines trends in digital media use by young children. Examines partnerships between effective teachers and libraries. Provides guidelines for policymakers on building integrated technology platforms for early education. (Lisa Guernsey, New America Foundation, July 2012)

Producing Quality Credentials

Presents emerging research on the value of credentials. Highlights ways that states can use data and new, evidence-based institutional strategies to strengthen the fit between the production of postsecondary credentials and workforce demand (Matthew Smith, October 2012).

Teacher Expectations of Students

Reviews the research on the relationship between teacher expectations and student achievement. Explores how states can leverage policy to improve how schools are evaluating for, monitoring, and providing training to teachers on the potential negative effects of fixed teacher expectations. (Emily Workman, December 2012)

ECS Blogs

Boosting College Completion

Boosting College Completion for a New Economy is a two-year initiative of the Education Commission of the States (ECS) designed to move states from awareness of their college completion challenge to the development, implementation and evaluation of state strategies that increase college attainment rates.

Core Commons

Core Commons is designed by the Education Commission of the States (ECS) to serve as a resource to states, policymakers and the public on the implementation of the Common Core State Standards. ECS tracks state progress on the development and implementation of common core strategies and policies. In addition, ECS explores the critical issues states encounter as they move to full implementation.

ECS Ed Watch

ECS Ed Watch is your source for innovative, ahead-of-the-curve state policy approaches and the best new research with significant implications for education policy.

Every Student a Citizen

Every Student a Citizen is a two-year effort of ECS' National Center for Learning and Citizenship (NCLC). The project fosters the development of state-level policy agendas for civic learning and civic engagement in P-12 schools. Recognizing the critical nature of the civic mission of schools and the opportunities afforded by growing interest in this civic mission, we convened a series of regional meetings (June 2012) and provided ongoing technical assistance to support participants' efforts to propose, enact and implement state-level policies that support high-quality civic learning in P-12 schools.

Getting Past Go

ECS' Getting Past Go project helps education policy leaders align state and system policy to increase the college success of the large percentage of students enrolled at postsecondary institutions and who require developmental education. The Rundown highlights exemplary state policies and institutional strategies.

P-20 Blog

Based on constituent interest in the issue of P-20 alignment, ECS has launched The P-20 Blog—your source for news, policy and research related to state efforts to better align early learning, K-12 and postsecondary education efforts.

Databases

○ ***50-state profiles capturing efforts to reform remedial education policy and practice (Getting Past Go)***

Contains a summary of developmental education policies and strategies in the 50 states and District of Columbia. Provides in-depth information about assessment and placement of students, delivery of remedial education, and the data that states collect to measure student and institutional success.

○ ***State and system policies regarding remedial and developmental education (Getting Past Go)***

Summaries of state policies on developmental education. Sortable by policy level, policy type, year, state, and agency.

○ ***Kindergarten (50 states)***

The information in this database was gathered by conducting statutory reviews across all 50 states and by surveying the kindergarten specialist in each state department of education.

ECS Newsletters

e-Clips

ECS e-Clips gives you the day's top education news, as well as a link to Education Week's extensive daily news roundup.

e-Connection

ECS e-Connection is a weekly e-mail publication with links to key education information.

Citizenship Matters

Citizenship Matters, from the National Center for Learning and Citizenship (NCLC) is a bimonthly newsletter that focuses on ECS' work in improving citizenship education in our nation's schools.

Heads Up

Heads Up comes to you as a complimentary service from the Education Commission of the States (ECS) and the National Conference of State Legislatures (NCSL).

Network News newsletter

Network News, a monthly publication for members of the District Leaders and Schools of Success networks, was created by the National Center for Learning and Citizenship (NCLC) at the Education Commission of the States (ECS). This publication provides practical strategies for K-12 quality service-learning design and implementation, important dates and events, and news of member advocacy efforts in the field.

Pre-K-3

A monthly dissemination of research and policy updates about developments in the Pre-K – 3 field

○ ***The 2012 State Education Policy Tracking Database***

In 2012, ECS added over 2,000 state education policy enactments on over 300 education issues. Staff update the database weekly. In total, this resource now consists of nearly 38,000 records, providing one-of-a-kind trends in education policy enactments since the 1990s. The state education policy tracking database can be accessed by keyword, by year and by state and is freely available anytime, anywhere from www.ecs.org. Monitoring policy changes on a national scale every week allows staff to identify ahead-of-the-curve policy approaches and keep you out front on critical issues confronting your state.

Research Studies Database ~ 2012 Additions

1. *Assessing English Language-Learners' Opportunity to Learn Mathematics: Issues and Limitations*
2. *Algebra: A Challenge at the Crossroads of Policy and Practice*
3. *Effective Teachers for At-Risk or Highly Mobile Students: What are the dispositions and behaviors of award-winning teachers?*
4. *The Long-Term Impacts of Teachers: Teacher Value-Added and Student Outcomes in Adulthood*
5. *Children's Attendance Rates and Quality of Teacher-Child Interactions in At-Risk Preschool Classrooms: Contribution to Children's Expressive Language Growth*
6. *Asian American and Pacific Islander Students: Equity and the Achievement Gap*
7. *Gains and Gaps: Changing Inequality in U.S. College Entry and Completion*
8. *Do High-Stakes Placement Exams Predict College Success?*
9. *College for All: Gaps Between Desirable and Actual P-12 Math Achievement Trajectories for College Readiness*
10. *Sustaining Turnaround at the School and District Levels: The High Reliability Schools Project at Sandfields Secondary School*
11. *Relegation and Reversion: Longitudinal Analysis of School Turnaround and Decline*
12. *Where Should Student Teachers Learn to Teach?: Effects of Field Placement School Characteristics on Teacher Retention and Effectiveness*
13. *A Statistical Approach to Identifying Schools Demonstrating Substantial Improvement in Student Learning*
14. *Shining a Light or Fumbling in the Dark? The Effects of NCLB's Subgroup-Specific Accountability on Student Achievement*
15. *What Is Academic Momentum? And Does It Matter?*
16. *Effects of High School Course-Taking on Secondary and Postsecondary Success*
17. *When Educators Are the Learners: Private Contracting by Public Schools*
18. *Revisiting the Impact of NCLB High-Stakes School Accountability, Capacity, and Resources: State NAEP 1990-2009 Reading and Math Achievement Gaps and Trends*
19. *Community Support for Mayoral Control of Urban School Districts: A Critical Reexamination*
20. *The Association of State Policy Attributes with Teachers' Instructional Alignment*
21. *The Cost of Providing an Adequate Education to English Language Learners: A Review of the Literature*
22. *Does Raising the Bar Level the Playing Field? Mathematics Curricular Intensification and Inequality in American High Schools, 1982-2004*
23. *Development, Discouragement, or Diversion? New Evidence on the Effects of College Remediation*
24. *The Ineffectiveness of High School Graduation Credit Requirement Reforms: A Story of Implementation and Enforcement?*
25. *Varying Teacher Expectations and Standards: Curriculum Differentiation in the Age of Standards-Based Reform*
26. *Turning Around Failing Schools: Policy Insights from the Corporate, Government, and Nonprofit Sectors*
27. *Improving the Targeting of Treatment: Evidence from College Remediation*
28. *Higher Education, Merit-Based Scholarships and Post-Baccalaureate Migration*

RESEARCH STUDIES DATABASE

Algebra: A Challenge at the Crossroads of Policy and Practice

Issue/Topic: Curriculum--Mathematics; Instructional Approaches--Tracking/Ability Grouping

Author(s): Stein, Mary; Hillen, Amy; Sherman, Milan; Kaufman, Julia

Organization(s): University of Pittsburgh; Carnegie Mellon University; Portland State University; Kennesaw State College

Publication: Review of Educational Research

Published On: 12/20/2011

Background:

Viewed as the gateway to higher mathematics, post secondary educational opportunities, and technically skilled jobs, algebra has been identified as a serious equity and civil rights issue. Because access to algebra in eighth grade positions students to enroll in a high school course-taking sequence ending in calculus by twelfth grade, the point at which students gain access is also deemed critical.

Purpose:

To provide an assessment of what we know about selective and "universal algebra" policies, including who is getting access to algebra and at what point in their educational careers. Also assessed is the knowledge base regarding what is taught in the name of algebra and the outcomes associated with different patterns of algebra course taking.

Findings/Results:

U.S. Trends for Who Takes Algebra and When, and What Algebra is Taken

- There has been a significant increase in eighth grade Algebra I enrollment over the past two decades. As a consequence, there have been small declines in the percentage of those students taking Algebra I in the later grades.

2011-12 Federal Budget: Department of Education Overview

By Emily Workman

January 2012

On December 23, 2011, President Obama signed into law the 2011-12 federal education budget. It is important to note that the budget began on October 1, 2011 and continues through September 30, 2012. Total discretionary spending for the Department of Education is set at \$68.3 billion — a 1.4% decrease from last year. Part of the federal budget negotiations included a required reduction of 0.189% across the board.

Many of the department's key programs are set to continue at similar funding levels to last year.

- Title I-A, which provides funding to schools with high numbers of low income students, increased by \$60 million (0.4%).
- The Individuals with Disabilities Act (IDEA), which provides funding to educate children with disabilities, saw a slight increase of \$100 million (0.9%).
- Funding for Pell grants, which provide scholarships to low-income students, received a slight reduction of 0.58%, with a maximum annual level of per student funding set at \$5,550. A limit was placed on the number of full-time Pell grants any individual student may receive in a lifetime to a maximum of six years/12 semesters and requires that students have either received a high school diploma or GED, or have been homeschooled in order to be eligible.
- The Race to the Top (RttT) program saw a reduction of 21% from \$699 million to \$549 million. The budget legislation requires that RttT include a robust early childhood education component this year.

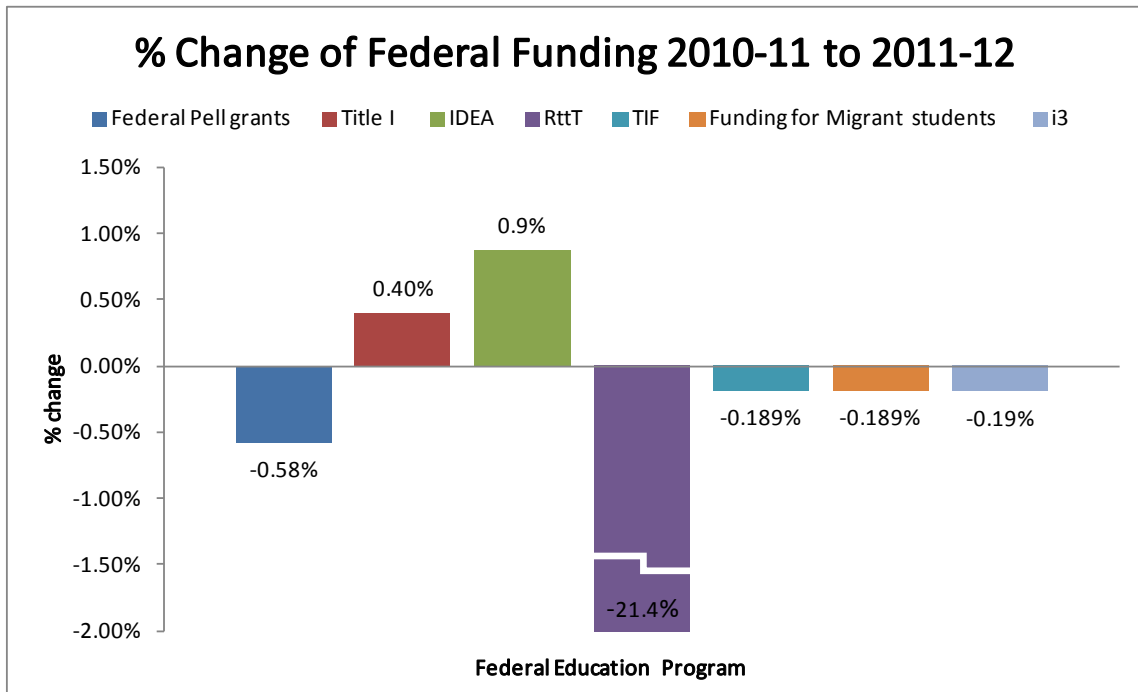
Note: Title I-A, IDEA, and Pell grants alone account for 73% of the total education budget

A number of other programs saw significant changes from last year's budget.

- A new reading initiative, Striving Readers, received \$160 million in funding. The measure creates supplementary literacy programs targeted to children reading below grade level, specifically targeting those in Title I-eligible schools.
- The Promise Neighborhoods program, which provides funding to communities for the development of integrated programs that meet the educational, health and personal needs of children, saw an increase of 100% to \$60 million from \$30 million.
- Other programs such as Foreign Language Assistance and Teacher Incentive Fund (TIF) grants were severely cut, if not completely eliminated.

Key Program	2011 Appropriation	2012 Appropriation	2012 Appropriation Compared to 2011 Appropriation	
			Amount	Percent
Federal Pell grants	\$23 billion	\$22.8 billion	-\$132 million	-0.58%
Title I	\$14.4 billion	\$14.5 billion	\$60 million	0.4%
IDEA	\$11.5 billion	\$11.6 billion	\$100 million	0.9%
Race to the Top (RTTT)	\$699 million	\$549 million	-\$149 million	-21.4%
School Improvement State grants (TIF)	\$535 million	\$534 million	-\$1 million	-0.189%
Funding for Migrant students	\$394 million	\$393 million	-\$745,000	-0.189%
Investing in Innovation (i3)	\$150 million	\$149 million	-\$283,000	-0.19%

Program	2011 Appropriation	2012 Appropriation	2012 Appropriation Compared to 2011 Appropriation	
			Amount	Percent
Notable Gains				
Striving Readers	\$0	\$160 million	\$160 million	100.0%
Promise Neighborhoods	\$30.0 million	\$60.0 million	\$30.0 million	100.4%
Notable Losses				
Foreign Language Assistance	\$26.8 million	\$0	-\$26.8 million	-100.0%
Teaching American History	\$45.9 million	\$0	-\$45.9 million	-100.0%
Voluntary Public School Choice	\$25.8 million	\$0	-\$25.8 million	-100.0%
Mandatory Funds for Upward Bound	\$57.0 million	\$0	-\$57.0 million	-100.0%
Advanced Placement	\$43.3 million	\$26.9 million	-\$16.3 million	-37.7%
Teacher Incentive Fund grants	\$399 million	\$299 million	-\$99.8 million	-25.0%



Emily Workman, Researcher, prepared this StateNote. She can be reached at eworkman@ecs.org.

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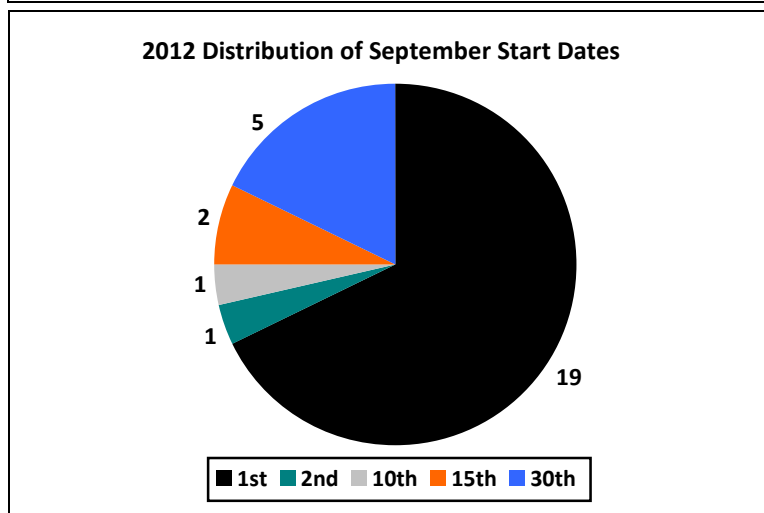
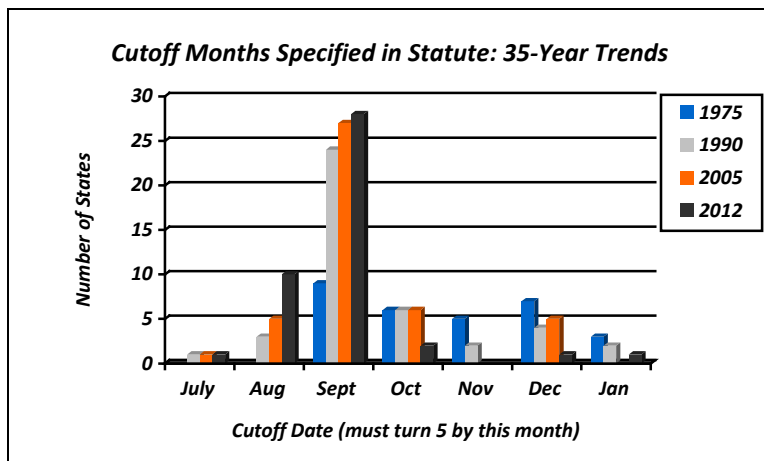
Equipping Education Leaders, Advancing Ideas

Kindergarten Entrance Ages: Highlights

January 2012

Over the past 35 years, state policy has increasingly supported a kindergarten entrance date of September or earlier. The charts below show:

- The 35-year trend for policy adoption by month
- The current popularity of specific cutoff dates within the month of September
- Which states have adopted a September or earlier start date since 1975.





12 for 2012

Issues to Move Education Forward in 2012

January 2012

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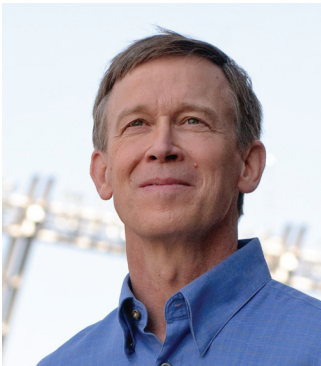
1. **Pre-K: Expanding the focus to P-3**
2. **K-12 finance: Creating and maintaining efficiency and financial accountability without lowering expectations**
3. **Blended learning: Getting moving. Getting it right.**
4. **Common Core State Standards: From talking to doing**
5. **Developing civic engagement in PK-12: State action in the absence of federal funding**
6. **Teaching quality: Fasten your seatbelts!**
7. **Rural: Enhancing the potential of education in rural America**
8. **Data: Access to what teachers and leaders need to improve student outcomes (and the skills to use it)**
9. **Individualized instruction: Faster. Cheaper. Smarter.**
10. **Performance funding: Building a model without a blueprint?**
11. **Remedial education: We know more now than we ever have**
12. **Credentials of value: Some are better than others**

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The mission of the Education Commission of the States is to help states develop effective policy and practice for public education by providing data, research, analysis and leadership; and by facilitating collaboration, the exchange of ideas among the states and long-range strategic thinking.

Education Commission of the States (ECS) is the only nationwide, nonpartisan organization that brings together key leaders — governors, legislators, chief state school officers, higher education officials, business leaders and others — to work side by side to improve education.

ECS was established in 1965, by state leaders for state leaders. For more than 40 years, ECS has been helping policymakers improve public education by facilitating the exchange of information and ideas across states. A nonprofit interstate compact with 350 commissioners from its member states, ECS is the leading nonpartisan source of information, ideas and leadership on education policy. It tracks trends, translates research, provides advice and creates opportunities for state leaders to learn from one another.



ECS 2011–13 Chair
Governor John Hickenlooper, Colorado



ECS President
Roger Sampson



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of the **S t a t e s**



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About this report

12 for 2012 is an ECS “read of the field,” built on our scrutiny of new reports and research, and our analysis of emerging drivers of change. The 12 policy areas do not represent an exhaustive list of the critical issues for the coming year, nor is this report intended to dictate your education policy priorities for 2012. Rather, *12 for 2012* is intended to stimulate thinking around how best to craft the “2.0” of powerful policy across the states.

The 12 policy areas highlighted in this report share certain common themes:

- ◆ P-20 in nature: Holding implications for the way we do business across the education spectrum, from the early years through postsecondary
- ◆ High-leverage
- ◆ Related to one another: Our success in addressing issues in one area (i.e., Common Core State Standards implementation) hold implications for our success in other areas (i.e., teacher evaluation).

For each of the 12 issues identified, four common threads are addressed:

- ◆ Potential power: Are there wide-reaching implications for getting state-level results?
- ◆ Biggest challenges
- ◆ Positive signs
- ◆ Further reading.

Policy areas identified in 12 for 2012:

- ◆ Are grounded by an evidence base or state experience
- ◆ Hold implications not for individual education “silos,” but for the educational system as a whole, P-20
- ◆ Impact schools nationally — not subject to regional or political preferences
- ◆ Hold wide-reaching state-level implications
- ◆ Have potential for an enduring impact on student outcomes and state policymaking — no trend-chasing here
- ◆ Hold broad funding implications.

We hope you find this publication useful. Please feel free to share your feedback with Jennifer Dounay Zinth, *12 for 2012* editor and co-author, at jdounay@ecs.org.

Editors: [Jennifer Dounay Zinth](#) and [Kathy Christie](#)

Authors:

1. Pre-K: Expanding the focus to P-3 ([Karen Schimke](#) and [Jennifer Dounay Zinth](#))
2. K-12 finance: Creating and maintaining efficiency and financial accountability without lowering expectations ([Jennifer Dounay Zinth](#) and [Mike Griffith](#))
3. Blended learning: Getting moving. Getting it right. ([Jennifer Dounay Zinth](#))
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Pre-K: Expanding the focus to P-3

Potential power

- ◆ Smoother transition from “P” to the early grades
- ◆ Greater likelihood that students will be proficient readers by the end of grade 3

Biggest challenges

- ◆ **Changing mindsets**
The most dramatic brain development occurs before children enter formal schooling at age 5 or 6. It took decades for kindergarten to be accepted as the start of formal education. Now another paradigm shift must occur for us to get used to saying that pre-kindergarten is the first year (or the first two years) of school. It is still a perception among some policy leaders and parents that pre-K programs are “taking people’s children away,” and some have strongly held beliefs that pre-K is the responsibility of the family. Yet early education is critical if children are to succeed in school.
- ◆ **Funding**
Over the last years, states have struggled in a very difficult fiscal environment. Often the response is to reduce spending in the earliest years because it is seen as less essential than K-12.
- ◆ **Assuring quality**
Simply having a pre-K classroom available will not guarantee the gains necessary to ensure school readiness and success in subsequent grades. This remains true for P-3, particularly if children are to be proficient readers by end of grade 3.
- ◆ **Instructional leadership**
Optimal learning will occur when principals and early childhood directors are cognizant of the P-3 continuum, and ensure it is high quality and well aligned.
- ◆ **Ensure proficiency without negative approaches**
State initiatives to retain students not reading at grade level by the end of grade 3 may inadvertently punish students who have not received the same quality instruction and curriculum as more-advantaged peers. Research indicates that students who are overage for their grade (including those retained) are more likely to drop out of high school than their peers.

Positive signs

- ◆ States have begun developing literacy plans that incorporate the “P” grades. In addition, in 2011 six states — **Georgia, Louisiana, Montana, Nevada, Pennsylvania** and **Texas** — were awarded federal grants to support birth – grade 12 literacy efforts. Fifteen percent of grant funds must target children ages birth to 5, while 40% of funds must be directed at students in grades K-5.¹
- ◆ **New Jersey** has launched a principal leadership initiative emphasizing early learning content. Lessons learned from New Jersey’s experience can inform efforts nationally.²
- ◆ **Florida** has taken on a comprehensive approach. The Just Read, Florida! initiative, created through executive order in 2002 and sustained through legislation, calls for an array of actions from diverse stakeholders including parents, teachers, principals and reading coaches.³ Statute creates a Just Read, Florida! Office in the department of education to coordinate and oversee program activities.⁴ Legislation also establishes the Florida Center for Reading Research which, along with an outreach center each in central and south Florida, are tasked with numerous activities to support policy and practitioner efforts.⁵

ECS is also seeing leadership from national organizations and research institutions:

- ◆ The Campaign for Grade-Level Reading, supported by dozens of funders nationally, aims to:
 - Close the reading achievement gap between low-income students and their peers

- Raise reading proficiency expectations for all students
- Ensure equal opportunity for all children to meet higher standards.⁶
- ◆ Leading research institutions are seeking to improve P-3, and can help link states with evidence-based best practice. Harvard, for example, is offering technical assistance and other supports to groups nationally on key elements of a P-3 system. The Frank Porter Graham Center (FPG Child Development Institute) at the University of North Carolina has a FirstSchool initiative. “It is a systems-based change process: the FirstSchool team works with schools, districts, communities, states, and institutions of higher education to move toward a seamless approach for children ages 3 to 8. The project is working with four schools in NC and four schools in Michigan to implement the FirstSchool process, and is conducting continued national outreach, dissemination, and professional development.”⁷

Endnotes

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- 2 Cynthia Rice and Vincent Costanza, *Building Early Learning Leaders: New Jersey’s PreK-3rd Leadership Training* (Newark: Advocates for Children of New Jersey, March 2011), <http://fcd-us.org/sites/default/files/NJ%20PreK-3rd%20Leadership%20Training.pdf>, (accessed November 30, 2011).
- 3 Florida Department of Education, *Just Read, Florida!* (n.d.), <http://www.justreadflorida.com/>, (accessed November 30, 2011).
- 4 FLA. STAT. ANN. § 1001.215
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- 6 Annie E. Casey Foundation, *The Campaign for Grade-Level Reading: 3rd Grade Reading Success Matters* (n.d.), <http://www.gradelevelreading.net/>, (accessed November 28, 2011).
- 7 FPG Child Development Institute, University of North Carolina, *FPG Project Summary: FirstSchool Implementation*, http://www.fpg.unc.edu/projects/project_detail.cfm?projectid=557, (accessed November 30, 2011).

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- Mariana Haynes and Jessie Levin, *Promoting Quality in PreK–Grade 3 Classrooms: Findings and Results from NASBE’s Early Childhood Education Network* (Arlington, VA: National Association of State Boards of Education, March 2009), http://nasbe.org/index.php?option=com_zoo&task=item&item_id=196&Itemid=1033. Discusses major themes from efforts in Georgia, Indiana, Missouri, Nebraska, Oregon and Virginia to align early learning programs with early elementary grades.
- Mimi Howard, *Transition and Alignment: Two Keys to Assuring Student Success* (Denver: Education Commission of the States, 2010), <http://www.ecs.org/clearinghouse/84/07/8407.pdf>. Defines transition and alignment, explains their importance and identifies diverse state efforts to improve transition and alignment.
- Kristie Kauerz, *Making the Case for P-3* (Denver: Education Commission of the States, July 2007), <http://www.ecs.org/clearinghouse/75/22/7522.pdf>. Presents a concise and highly operational definition of P-3, outlines key guiding principles and provides a compelling case for “Why P-3 now?”
- Geoff Marietta, *Lessons in Early Learning: Building an Integrated Pre-K-12 System in Montgomery County Public Schools* (Washington, D.C.: PreK Now, August 2010), http://www.pewcenteronthestates.org/uploadedFiles/MCPS_report.pdf?n=8784. What can happen when a school district integrates high-quality early learning across the system as part of a comprehensive pre-K-12 reform plan? Almost 90% of kindergarteners enter 1st grade with essential early literacy skills, nearly 88% of 3rd graders read proficiently, achievement gaps between different racial/ethnic groups across all grade levels decline by double digits, about 90% of 12th graders graduate from high school and about 77% of graduating seniors enroll in college. This report identifies five lessons states and districts can apply from Montgomery County’s success.
- NAESP [National Association of Elementary School Principals] Foundation Task Force on Early Learning, *Building & Supporting an Aligned System: A Vision for Transforming Education Across the Pre-K-Grade Three Years* (Alexandria, VA: National Association of Elementary School Principals, 2011), <http://www.naesp.org/transforming-early-childhood-education-pre-k-grade-3>. Recommends 10 action steps — that address funding, federal and state policy integration, workforce development, and standards and assessments for young children — to guide alignment of early childhood and elementary education.

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K-12 finance: Creating and maintaining efficiency and financial accountability without lowering expectations

Potential power

- ◆ Maximizing scarce resources; using existing resources more efficiently
- ◆ Making budget adjustments without adversely impacting student achievement
- ◆ Scaling up proven success: Implementing across a state or district successful practices that may have existed only at the building or district level
- ◆ Aligning practice with research-based, data-driven approaches

Biggest challenges

- ◆ **Reaching agreement**
Stakeholders may be wedded to a particular demonstrated approach to efficiency that may be incompatible with another stakeholder's preferred approach.
- ◆ **Working across key stakeholders to define what is essential for a high-quality education**
Some may believe that the arts, for example, are "nice but not necessary," while others may feel the arts are the linchpin of a solid education.

Positive signs

- ◆ **Texas** state policy directs the commissioner of education, in consultation with the comptroller, to implement separate district and open-enrollment charter school financial accountability systems. The systems must include uniform indicators to measure district and charter school financial management performance, and are supposed to differentiate districts and charter schools based on financial performance. The financial accountability rating systems must also create greater transparency and enable the commissioner and district and charter school leaders to provide meaningful financial oversight and improvement.¹
- ◆ Texas additionally requires the comptroller to identify districts and campuses whose resource allocation practices contribute to high student achievement and cost-effective operations. Doing so includes integrating accountability and financial data, ranking the results to identify district and campus relative performance, and identifying potential areas for district and campus improvement. In reviewing district and campus resource allocation, the comptroller must ensure resources are being used for instruction.²
- ◆ Texas also directs the Texas Education Agency (TEA) to develop a process to evaluate each district's future financial solvency. Legislation sets forth the specific elements the review must take into account for the preceding, current, and future two school years in determining a district's financial solvency, and directs the TEA to develop an electronic-based program for districts to use in submitting information. Required elements include an alert to notify the agency if (1) a student-to-staff ratio is significantly outside the norm; (2) the district general fund balance shows a rapid depletion; or (3) a significant discrepancy exists between actual budget figures and projected revenues and expenditures.³
- ◆ **Virginia** legislation calls for the department of planning and budget, upon request from a school division, to initiate a review of the division's noninstructional expenditures. This review identifies opportunities to improve operational efficiencies and reduce costs in such areas as overhead, human resources, procurement, facilities use and management, financial management, transportation, technology planning, and energy management. School divisions must pay 25% of the cost of the review in the fiscal year following the completion of the final report.⁴ Once a review is completed, a report clearly stating the district's potential savings is posted to the Virginia Department of Education Web site.⁵

Endnotes

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- 2 TEX. EDUC. CODE ANN. § 39.0821
- 3 TEX. EDUC. CODE ANN. § 39.0822
- 4 VA. CODE ANN. § 2.2-1502.1
- 5 *School Division Efficiency Reviews* (Virginia Department of Education, n.d.), http://www.doe.virginia.gov/school_finance/efficiency_reviews/index.shtml, (accessed January 20, 2012).

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legislation, and recently approved state board rules from across the states. Updated weekly.

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<http://www.nga.org/files/live/sites/NGA/files/pdf/1105GESBRIEFS.PDF;jsessionid=F2333E2D39E597C3BA740CD9BFE80182>, (accessed January 20, 2012).

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practices on increasing states’ “bang for their buck” in education investments.

Rennie Center for Education Research & Policy, *Meeting the Challenge: Fiscal Implications of Dropout Prevention in Massachusetts* (Cambridge, MA: Rennie Center for Education Research & Policy, March 2011),

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Texas Legislative Budget Board, *Methods for Reducing Costs and Maximizing Revenue in Public School Districts* (January 2011),

http://www.lbb.state.tx.us/Perf_Rvw_PubEd/Other/Reducing_Costs_Max_Revenue_Public_%20School_Dist.pdf, (accessed January 20, 2012).

Provides approaches identified in school performance reviews that districts can

use to lower costs and maximize revenues. Methods are grouped into the broad categories of Educational/Organizational, Financial, Operational and Cross-Functional.

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Blended learning: Getting moving. Getting it right.

Potential power

- ◆ Greater personalization of instruction — self-paced progression and immediate interventions targeted at student need
- ◆ Powerful real-world learning opportunities
- ◆ Development of 21st century skills (including critical thinking, problem solving, collaboration with peers)
- ◆ Expansion of learning outside the school day and school year
- ◆ Fiscal efficiencies

Biggest challenges

Simply layering technology onto traditional instructional practices will not harness blended learning’s power. Consequently, one of the greatest challenges may be helping teachers rethink their craft in order to facilitate rather than direct learning. Other big challenges:

- ◆ **Bandwidth and hardware capacity, especially in rural and urban areas**
Rural areas may lack the bandwidth to provide online content to enough students; older buildings in urban areas may not have sufficient connectivity to the Internet.¹
- ◆ **Funding systems that cannot link funding to the course level and that do not provide the level of flexibility necessary to promote frequent use of quality online resources**
- ◆ **Accountability**
Need for digital formative and summative assessments that provide some measure of course quality (largely) and teacher effectiveness (in part) through “student learning data.” Need for mechanisms that “hold schools and providers accountable to achievement and growth.”² This is a significant departure from the current picture of local and state-level accountability.
- ◆ **Teacher preparation and professional development**
The Digital Learning Council (DLC) points to the need for states to offer “alternative certification routes, including online instruction and performance-based certification ... reciprocity for online instructors certified by another state ... [and] the opportunity for multi-location instruction.” Teacher preservice programs should be encouraged to provide “targeted digital instruction training,” and existing teachers should have “professional development or training to better utilize technology before teaching an online or blended learning course.”³

What is blended learning?

- ◆ “A course that combines face-to-face instruction and online instruction.
- ◆ A school that combines some fully face-to-face courses and some fully online courses.
- ◆ A school that offers mostly or entirely blended courses.
- ◆ A student’s coursework, if the student is self-blending by taking à la carte courses from a virtual school while also attending a traditional brick-and-mortar school.”

Source: Evergreen Education Group, *Keeping Pace with K-12 Online Learning: An Annual Review of Policy and Practice* (2010).

Positive signs

Florida now requires that all K-12 students have access to “high-quality digital content, instructional materials, and online and blended learning courses.”⁴ Each district must provide multiple opportunities for students to participate in part- and full-time online instruction through any of several options:

- ◆ School district-operated part-time or full-time virtual instruction programs for K-12 students
- ◆ Florida Virtual School instructional services
- ◆ Blended learning instruction provided by charter schools
- ◆ Full-time virtual charter school instruction
- ◆ Courses delivered in the traditional school setting by personnel providing direct instruction through a virtual environment or through a blended virtual and physical environment
- ◆ Virtual courses offered in the course code directory to students within the school district or to students in other school districts throughout the state.⁵

Endnotes

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- 2 Foundation for Excellence in Education, *Digital Learning Now!* (December 1, 2010), <http://www.excelined.org/Docs/Digital%20Learning%20Now%20Report%20FINAL.pdf>, (accessed November 10, 2011).
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- 4 FLA. STAT. ANN. § 1002.321(2)(e)
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The 5 Ws of blended learning, in just 18 short pages.

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Common Core State Standards: From talking to doing

Potential power

Bringing ever-greater numbers of students to:

- ◆ Demonstrate higher-order thinking skills through rigorous expectations we share as a nation
- ◆ A common expectation of “proficiency”. Student “proficiency” truly will mean proficiency when a student crosses state lines
- ◆ Meet high expectations held by top-performing nations in reading and math
- ◆ College and career readiness.

Biggest challenges

- ◆ **Helping teachers and principals transition to the new standards, and integrating the standards into teacher preparation programs**
Research indicates that content, scope and sequencing in the Common Core State Standards (CCSS) differ from that in most states’ former standards. States that have crosswalked the standards are often finding that topics covered in the CCSS may not be covered (or covered in less depth), or may be reflected in a higher or lower grade level than in former standards.
- ◆ **Adoption of new textbooks and other curricular materials**
The Center on Education Policy (CEP) reported in September 2011 that nearly two-thirds (64%) of districts in the CCSS-adopting states agreed that CCSS implementation will demand “new or substantially revised curriculum materials” in math; 56% felt similarly about curriculum materials in English language arts.¹
- ◆ **Ensuring that teachers are teaching the standards**
Some argue that teachers are not teaching the existing state standards. Why would those same teachers start teaching the CCSS?
- ◆ **Assessment: Who pays after development?**
Annually refreshing new items that are valid and reliable, and that incorporate higher-order thinking skills will not come cheap. A few states could choose to break away from the consortium assessments if they think that they can develop their own at a lower cost.
- ◆ **Recalibrating state accountability systems**
With standards and assessments reflecting more rigorous content, states will need to reconsider their accountability metrics, and that in turn will require recalibrating timelines for consequences. States will also need to maintain ongoing communication with the general public on the meaning of these revised expectations for schools.
- ◆ **Opportunity to learn**
English language learners, students with disabilities and low-income students need access to the general curriculum (i.e., CCSS). If state accountability systems do not continue to ensure that the performance of student subgroups remains measured and transparent — even with potential changes to NCLB — these students could be left behind.
- ◆ **College admissions requirements**
Standards and assessments that are truly college-ready should be reflected in some manner in postsecondary admissions requirements. This will require changes in many states.
- ◆ **Funding**
It goes without saying that implementing new curricula, assessments and training is costly.

Positive signs

- ◆ The CCSS provide an opportunity to develop and leverage high-quality teacher training and professional development programs. With a common set of standards, each state need not create its own preparation and professional development programs from scratch.
- ◆ States are moving ahead on implementation. Below are just a few highlights:
 - **Delaware's** crosswalk of the Delaware State Standards and the CCSS lays the foundation for extensive professional development and supports, including Model Instructional Units and lessons that contain numerous components such as assessment prompts, teaching strategies and assignments to help align instruction with the CCSS.²
 - **North Carolina's** strategy includes a full-court press to prepare educators on the CCSS. This plan of action includes "Tools and training, blending online and face-to-face learning experiences to help educators increase effectiveness and transition to new standards and assessments. Included are the creation of instructional toolkits, ... formative assessment training modules, new standards roll-out, using data to make decisions ..." Summer 2011 institutes across the state addressed content, process and resources. In addition, regional education service agencies host forums every other month, while wikis, chats, blogs and forums provide further support. Supplemental training is also planned for all academic staff at the department of public instruction, principals, central office staff, superintendents and university faculty.³

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- 2 Linda B. Rogers, *Delaware's Implementation of Common Core Standards in English Language Arts and Mathematics* (PowerPoint: Delaware Department of Education, 2011), <http://www.ecs.org/html/meetingsEvents/NF2011/resources//Linda-Rogers-NF2011.pdf>, (accessed November 14, 2011).
- 3 Rebecca Garland, *Implementing the Common Core State Standards in North Carolina* (PowerPoint: North Carolina Department of Public Instruction, 2011), <http://www.ecs.org/html/meetingsEvents/NF2011/resources/CommonCoreStateStandards.pdf>, (accessed November 14, 2011).

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- Nancy Kober and Diane Stark Rentner, *Common Core State Standards: Progress and Challenges in School Districts' Implementation* (Washington, D.C.: Center on Education Policy, September 2011), <http://www.cep-dc.org/displayDocument.cfm?DocumentID=374>, (accessed January 20, 2012).
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- Rennie Center for Education Research & Policy and Policy Analysis for California Education (PACE), *The Road Ahead for State Assessments* (Cambridge, MA: Rennie Center for Education Research & Policy, May 2011), http://renniecenter.issuelab.org/research/listing/road_ahead_for_state_assessments, (accessed January 20, 2012).
Offers a blueprint for strengthening assessment policy, pointing out how new technologies are opening up new possibilities for fairer, more accurate evaluations of what students know and are able to do.
Provides a clear set of assessment-policy recommendations.

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Developing civic engagement in PK-12: State action in the absence of federal funding

Potential power

- ◆ Effective tool for public schools to use to build and sustain a strong democratic society
- ◆ Higher levels of civic engagement and civic participation for students¹
- ◆ May diminish the achievement gap for low-income students
- ◆ Elevates levels of students' school engagement and attachment
- ◆ Increases students' career and educational aspirations
- ◆ Useful intervention to help combat the dropout crisis²

Biggest challenges

- ◆ **Declining levels of civic engagement**
Levels of students' — and generally all Americans' — civic knowledge and civic engagement have been continuously declining since the 1960s.³
- ◆ **Modest levels of investment**
Between 1993 and 2010, Learn and Serve America, a division of the Corporation for National and Community Service, received steady but modest funding.⁴ Grants from Learn and Serve, and not state funds, supported state-level Learn and Serve offices within many states' departments of education.
- ◆ **Elimination of federal funding**
The primary funding stream for most state-level Learn and Serve offices has been eliminated and will not be restored in the foreseeable future. H.R. 1473, passed in April 2011, contained almost \$40 billion in spending cuts, including all funding for Learn and Serve America, and proposals for the 2012 federal budget do not restore this funding.

Positive signs

- ◆ Service-learning advocates in several states are actively developing and implementing agendas for PreK-12 service-learning that do not rely on federal dollars or authorization of new state funding. Rather, these advocates are looking for solutions that are of little or no cost to the state or can fit into existing funding structures. For example, in **Colorado**, stakeholders from the department of education and other private and public organizations have formed the Colorado Service-Learning Council in an effort to maintain and advance service-learning throughout the state.
- ◆ Between 2001 and 2011, the number of state-level policies that institutionalize service-learning in PreK-12 has increased dramatically. Nearly every state has either adopted legislation or board policy that encourages schools to utilize service-learning. Such policies are designed to be of little or no cost to the state. A few examples follow:

Michigan: State Board of Education policy recognizes service-learning as an effective learning strategy for increasing student achievement, civic engagement and workforce readiness.⁵

Florida: Florida statute directs the Florida Department of Education to “develop and adopt elective service-learning courses for inclusion in middle and high school course code directories, which will allow additional opportunities for students to engage in service-learning. Service-learning activities are directly tied to academic curricula, standards, and course, district or state assessments. Service-learning activities foster academic achievement, character development, civic engagement and career exploration, and enable students to apply curriculum content, skills and behaviors taught in the classroom.”⁶

Minnesota: Minnesota statute allows districts to “award up to one credit, or the equivalent, toward graduation for a pupil who completes the youth service requirements of the district.”⁷

- ◆ The Harkins-Enzi proposal for ESEA reauthorization, as passed out of committee in the U.S. Senate, would establish a competitive grant program for civic learning, particularly for underserved populations. While Harkins-Enzi may see little or no further movement forward, the inclusion of this grant program suggests that some federal policymakers are willing to restore some federal investment in civic engagement in PreK-12 schools, and to do so within the U.S. Department of Education.

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- 2 Meyer, S. *Texas Center for Service-Learning: Evaluation of K-12 SCP and CHESP Programs*. (RMC Research Corporation, 2006); Scales, P.C. and Roehlkepartain, E.C. "Can Service-Learning Reduce the Achievement Gap," *Growing to Greatness 2005: The State of Service-Learning Project* (National Youth Leadership Council, 2005); Yamauchi, L., Billig, S.H., Meyer, S. and Hofschire, L. "Student Outcomes Associated with Service-Learning in a Culturally Relevant High School Program," *Journal of Prevention & Intervention in the Community* (2006) pp. 149-164.
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- 4 Federal appropriations for Learn and Serve America were approximately \$30 million in FY 1994-1995 and approximately \$40 million for FY 2009-10.
- 5 *Policies for Affirming Service-Learning* (Michigan State Board of Education, May 9, 2002), http://www.michigan.gov/documents/servicelearning_78797_7.pdf, (accessed December 20, 2010).
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T. Pickeral, T. Lennon and J. Piscatelli, *Service-Learning Policies and Practices: A Research-Based Advocacy Paper* (Education Commission of the States, National Center for Learning and Citizenship, 2008),

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Translates service-learning's research-based evidence for education leaders and identifies best practices and policies.

State Policies for Service-Learning Database (Education Commission of the States, National Center for Learning and Citizenship, 2011),

<http://www.ecs.org/html/issue.asp?issueID=109>.

Allows users to generate individual state profiles of service-learning policies and view 50-state reports on policies for service-learning.

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Teaching Quality: Fasten your seatbelts!

Potential power

- ◆ The quality of the teacher in the classroom is what matters most.
- ◆ Identification of the most effective teachers is the first step to maximizing their value to kids.
- ◆ Taking on tough decisions about the least effective teachers is simply necessary.
- ◆ Identification of effective and ineffective teachers is a critical step in improving the preparation of teachers.

Biggest challenges

- ◆ **Building necessary will, capacity and accountability for evaluators**
Teacher evaluations must be valid, reliable, and above all, do-able. If principals are unable to conduct valid and reliable evaluations or are unwilling to take on the tough decisions necessary, we are wasting our time.
- ◆ **Differentiated assistance**
Teacher professional development — both before and after an unfavorable evaluation — needs to be high-quality and ongoing. Teachers will not improve with “drive-by” professional development.
- ◆ **Getting to the optimal measures, processes and procedures**
Getting the evaluation process right will prove challenging. Evaluation that is based on student performance and that has high stakes will be particularly contentious.

Positive signs

- ◆ In 2011, 18 state legislatures modified some element of their tenure (a.k.a. continuing contract) laws — and many of these amendments made major changes. A growing number of states are beginning to embed teacher performance in decisions to grant tenure or explicitly state the maximum length of contract terms.
- ◆ In 2011, 19 states modified provisions for teacher evaluations. A number of states have set up advisory groups or task forces to recommend specific models or elements of the evaluation process.
- ◆ Since 2009, policies in 10 states (**Arizona, Florida, Idaho, Illinois, Indiana, Michigan, Nevada, New Hampshire, Ohio** and **Utah**) have done away with “last in, first out” reduction-in-force policies — nine of these policy changes were enacted in 2011. In addition, **Arkansas** legislation requires districts to have a written policy on reduction in force based upon objective criteria for a layoff and recall of employees. Likewise, states are increasingly empowering building leaders with the final say in which teachers they accept as staff.
- ◆ The use of unique teacher identifiers within state student information systems is beginning to allow state policymakers in an increasing number of states to identify which state institutions are doing the best (or worst) job of preparing teachers.

Further Reading

Kathy Christie, *Appeal Processes – State Teacher Evaluation Systems* (Denver: Education Commission of the States, November 2011), <http://www.ecs.org/clearinghouse/99/48/9948.pdf>, (accessed January 20, 2012).

Presents excerpts of policies that provide for some level of appeal of a teacher's evaluation and that represent a range of approaches for consideration.

Kathy Christie and Jennifer Dounay Zinth, *Teacher Tenure or Continuing Contract Laws* (Denver: Education Commission of the States, August 2011), <http://www.ecs.org/clearinghouse/94/93/9493.pdf>, (accessed January 20, 2012).

More state legislatures are embedding teacher performance evaluation in decisions to grant tenure or are explicitly stating the terms of contracts. And an increasing number of states are distinguishing between renewal at the end of a teacher's contract and dismissal during the term of a contract.

Jennifer Dounay Zinth, *Teacher Evaluation: New Approaches for a New Decade* (Denver: Education Commission of the States, June 2010), <http://www.ecs.org/clearinghouse/86/21/8621.pdf>, (accessed January 20, 2012).

Categorizes state approaches to incorporating student data in teacher evaluations — from entirely at district discretion, to requiring 50% or more of evaluation to be determined by the students' academic growth.

Education Commission of the States, ed. Research Studies Database, *FAQ: Teaching Quality: What metrics best measure teacher effectiveness?* (n.d.), http://www.ecs.org/rs/SearchEngine/SearchResults.aspx?faq_id=a0870000009ARRsAAO, (accessed January 20, 2012).

Access related research titles from the ECS Research Studies Database. Links embedded in titles will take you to each study's major findings and recommendations.

Michael Griffith, "Teacher Merit Pay: What Do We Know?," *The Progress of Education Reform*, vol 11, no. 3, (Denver: Education Commission of the States, June 2010): 1-4,

<http://www.ecs.org/clearinghouse/86/40/8640.pdf>, (accessed January 20, 2012).

Reviews what we know, and don't know, about teacher merit pay systems.

Barbara Thompson and Paul Baumann, "More on Pay-for-Performance: New developments in the field provide insights for policymaking," *The Progress of Education Reform*, vol 12, no. 5, (Denver: Education Commission of the States, October 2011): 1-6,

<http://www.ecs.org/clearinghouse/97/02/9702.pdf>, (accessed January 20, 2012).

Describes pay-for-performance models and presents research findings and their implications for policy.

National Council on Teacher Quality, *State of the States: Trends and Early Lessons on Teacher Evaluation and Effectiveness Policies* (Washington, D.C.: National Council on Teacher Quality, October 2011),

http://www.nctq.org/p/publications/docs/nctq_stateOfTheStates.pdf, (accessed January 23, 2012).

Provides a 50-state overview of teacher effectiveness policies, and looks more in-depth at the characteristics of the 17 states' and the District of Columbia's Public Schools policies, which are giving student achievement a significant, objective, meaningful and measurable role in how teacher performances is assessed.

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Rural: Enhancing the potential of education in rural America

Potential power

- ◆ Impact nearly one in five of America's public K-12 students¹
- ◆ Revitalize communities that may be experiencing economic decline
- ◆ Increase postsecondary completion rates in rural areas, which have lower attainment rates that in turn may negatively impact economic growth

Biggest challenges

- ◆ **Stretching human capital**
Typically, rural districts lack the resources to apply for local, state, federal and philanthropic grants. With federal grants in particular becoming increasingly competitive rather than formula-based, states need to find ways to help rural districts apply for grants.
- ◆ **Reduced high school career and technical course offerings in some fields**
- ◆ **Insufficient or less than optimal academic course offerings, especially at the high school level**
This may impact students' ability to succeed in entry-level postsecondary courses, or even impact student eligibility for admission to four-year institutions, which may require multiple years of foreign language, advanced math or lab science.
- ◆ **What some have referred to as a "hidden" dropout problem**
- ◆ **Unique funding challenges**
Due to lower per-pupil ratios and more significant transportation costs, cost of services per pupil can run higher in rural districts than in their urban or suburban counterparts. Also, Title I mechanisms fail to adequately reflect the level of need in rural areas.
- ◆ **An increasing English language learner (ELL) population**
From 1998-99 to 2008-09, the ELL population grew by more than 200% in Alabama, Arkansas, Colorado, Georgia, Indiana, Kentucky, North and South Carolina, Tennessee and Virginia, and by 100-200% in many Midwestern states, as well as in Oregon, Mississippi, New Hampshire and Vermont.²
- ◆ **Serving an increasingly poor student population**
Recent federal data indicate that 25% of rural children, and 30% of rural children under age 6, live in poverty. Child poverty rates — both for all children and for children under age 6 — are even higher in the rural South. More than one in three — nearly 36% — of rural children under age 6 in the South live in poverty.³
- ◆ **Recruiting and retaining high-quality teachers and leaders**
- ◆ **Maximizing high-quality professional development by allowing access to it anywhere, anytime**
This challenge might also reflect a lack of interest in online professional development, at least among principals. In a 2007 study, rural high school principals in seven states expressed the lowest preference for "online/self-paced" professional development; "conference/seminar" was the delivery method most preferred by principals in the survey.⁴
- ◆ **Broadband capacity**
The need for broadband often exceeds capacity, is growing and is tied to economic development.

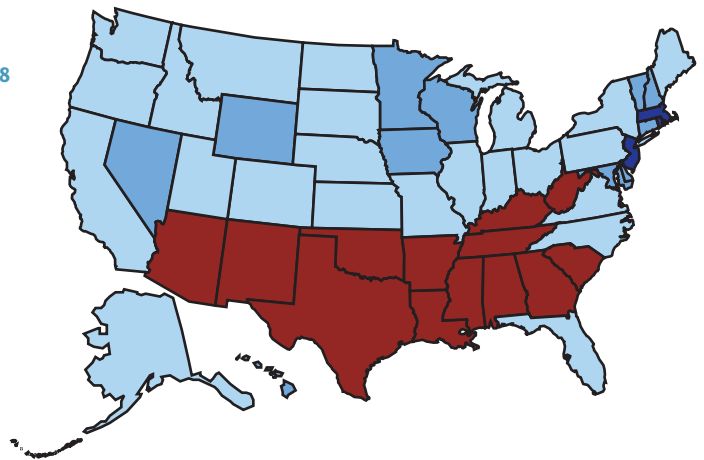
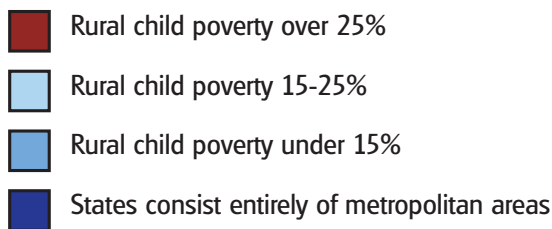
Positive signs

- ◆ **Virginia's** Public-Private Education Facilities and Infrastructure Act permits private entities, with public entity authorization, to develop or operate a "qualifying project." A "qualifying project" includes any technology, equipment or infrastructure designed to deploy wireless broadband services to schools.⁵
- ◆ In **Arkansas'** Delta region, the University Center at Mid-South Community College offers certificate through graduate-level programs via partnerships with four-year institutions in Arkansas and Tennessee. Four-year degree programs are made available "through a combination of live classroom teaching, compressed video, interactive World Wide Web connectivity, and on-demand multimedia technology." Programs are offered not only through a variety of means but via "weekend, on-line, on-demand, and

hybrid delivery of instruction.”⁶ This approach not only provides access to certificate and degree programs otherwise unavailable in the rural Delta area, but produces cost savings across participating institutions in terms of infrastructure and economies of scale (reduced to eliminated need for duplicating facilities across multiple locations for what may be small numbers of learners in each locale).

- ◆ The organization Public Impact has identified ideas that policymakers might use to deploy the most effective teachers in creative ways. Pursuing some or all of these inventive ideas could help leverage the impact of highly effective teachers to broaden their reach beyond the small percentage of students in their traditional classrooms. These approaches include:
 - **“In-Person Reach Extension”** – Top teachers are physically present with students in the classroom, but allocate non-instructional tasks to other adults, lead multiple classrooms, or accept small numbers of children from other classrooms in shifts
 - **“Remote Reach Extension”** – Providing direct student/teacher interaction via technology
 - **“Boundless Reach Extension”** – Offering great teaching (though not direct teacher/student interaction) via video recordings of the best teachers and “Smart software” that confirms and instantly responds to every student’s “level of skill and knowledge.”⁷

Rural Child Poverty in the United States, 2007⁸



Endnotes

- 1 Institute of Education Sciences, National Center for Education Statistics, *2009 Digest of Education Statistics*, Table 89, “Public elementary and secondary students, schools, pupil/teacher ratios, and finances, by type of locale: 2006-07 and 2007-08” (Washington, D.C.: National Center for Education Statistics, 2009), http://nces.ed.gov/programs/digest/d09/tables/dt09_089.asp, (accessed November 30, 2011).
- 2 National Clearinghouse for English Language Acquisition, *The Growing Number of English Learner Students 1998/99 – 2008/09* (Washington, D.C.: National Clearinghouse for English Language Acquisition, n.d.), http://www.nclwa.gwu.edu/files/uploads/9/growingLEP_0809.pdf, (accessed November 30, 2011).
- 3 Marybeth J. Mattingly, Jessica A. Bean, and Andrew Schaefer, *One Million Additional Children in Poverty Since 2009: 2010 Data Reveal Nearly One in Four Southern Children Now Live in Poverty* (Durham, NH: Carsey Institute, University of New Hampshire, Summer 2011), <http://www.carseyinstitute.unh.edu/publications/1B-Bean-Same-Day-Poverty.pdf>, (accessed December 5, 2011).
- 4 Pamela S. Salazar, “The Professional Development Needs of Rural High School Principals: A Seven-state Study,” *The Rural Educator* 28, no. 3, (Spring 2007): 20-27, http://www.ruraleducator.net/archive/28-3/28-3_Salazar.pdf, (accessed November 30, 2011).
- 5 VA. CODE ANN. § 56-575.1
- 6 Mid-South Community College, University Partners. (n.d.) <http://67.20.89.188/index.php?id=55>, (accessed November 30, 2011).
- 7 Bryan C. Hassel and Emily Ayschue Hassel, *Opportunity at the Top: How America’s Best Teachers Could Close the Gaps, Raise the Bar, and Keep Our Nation Great* (Chapel Hill, NC: Public Impact, 2010), http://opportunityculture.org/images/stories/opportunity_report_web.pdf, (accessed November 30, 2011); *3X for All: Extending the Reach of Education’s Best* (Chapel Hill, NC: Public Impact, 2009), http://www.publicimpact.com/images/stories/3x_for_all_2010-final.pdf.
- 8 William P. O’Hare, *The Forgotten Fifth, Child Poverty in Rural America* (Carsey Institute, University of New Hampshire, 2009) p. 8, <http://www.carseyinstitute.unh.edu/publications/Report-OHare-ForgottenFifth.pdf>, (accessed January 18, 2012).

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Data: Access to what teachers and leaders need to improve student outcomes (and the skills to use it)

Potential power

- ◆ Improve instruction, particularly for traditionally disadvantaged students, by helping teachers immediately identify and address areas of student need
- ◆ Save time and money by delivering education more efficiently
- ◆ Reduce student retention and dropout rates through early identification and intervention

Biggest challenges

- ◆ **Giving teachers and principals what they need, how they need it and when they need it**
Making the data that teachers and leaders need most available in usable, accessible formats
- ◆ **Building local capacity**
Training teachers and leaders to accurately interpret and use data to adjust instruction
- ◆ **Ensuring systems support action**
In its *10 State Actions to Ensure Effective Data Use*, the Data Quality Campaign (DQC) notes that only three states' data systems "[i]mplement policies and promote practices, including professional development and credentialing, to ensure educators know how to access, analyze and use data appropriately. To ensure that data is used to inform teaching in the classroom and to promote continuous improvement at the school and district levels, educators must be trained on how to access, analyze and interpret the data. States can develop the capacity of educators to use data by implementing appropriate policies for both pre-service and in-service staff."¹ The DQC also notes, "Every state now has the capacity to empower all stakeholders — from parents to policymakers — with data to inform decisions to improve student achievement. However, no state has implemented all of DQC's *10 State Actions to Support Effective Data Use*."²

Positive signs

- ◆ The DQC indicates that **Oregon** and **New Hampshire** have taken meaningful steps to provide teacher training on using data. Oregon's Direct Access to Achievement (DATA) Project offers two forms of training: one targeted at "instructional professional development;" the other "on technical training for data stewards."³ New Hampshire's Initiative for School Empowerment and Excellence (i4see) provides "information ... to schools to empower teachers, administrators, policy makers, and parents" to raise student achievement.⁴
- ◆ **California** permits K-12 teachers participating in its Mathematics and Reading Professional Development Program, as an option for fulfilling up to 40 of the 80 hours of follow-up training required, to participate in instruction in such areas as data analysis, alignment of assessment and instruction, implication of data analysis and its effect on increasing pupil achievement, impact on pupil success through diagnostic teaching, and statewide and local data management systems. The state policy also permits the superintendent of public instruction to appoint an advisory committee to ensure the quality and effectiveness of any such training. The majority of the committee must be comprised of professionals with expertise in data analysis, the implications regarding management of universal access, providing instruction to pupils while teaching the academic content standards and English language development standards, and experience in using data analysis to increase pupil academic achievement. The program is set to sunset on July 1, 2012.⁵
- ◆ The PARCC and SMARTER Balanced assessments aligned with the Common Core State Standards (CCSS) are expected to include formative assessment components.⁶
- ◆ **Nebraska's** new Teacher & Principal Performance Framework, adopted November 2011, includes data analysis in numerous examples of model teacher and leader professional practice. For example, under teacher "Instructional Strategies," one example

indicator is that the teacher “Modifies, adapts, and differentiates instruction and accommodations based on data analysis, observation, and student needs.” One example indicator for principal “Continuous School Improvement” is that the principal “Makes informed decisions based on student achievement data, research, and best practices to improve teaching and learning;” an example indicator under instructional leadership is that the principal “Uses student performance data from multiple assessments to evaluate the curriculum and instructional program.”⁷

- ◆ **Louisiana, South Carolina and Alabama** have all launched early warning indicator systems. These systems provide teachers and other school staff with ongoing access to student-level data on indicators research identifies as flags that students may be at risk of dropping out of school.⁸

Endnotes

- 1 Data Quality Campaign, “Promote educator professional development and credentialing.” *10 State Actions to Ensure Effective Data Use* (Washington D.C.: Data Quality Campaign, n.d.), <http://www.dataqualitycampaign.org/build/actions/9/>, (accessed January 19, 2012).
- 2 Data Quality Campaign, *Every State Has Capacity But Toughest Issues Remain* (Washington D.C.: Data Quality Campaign, n.d.), <http://dataqualitycampaign.org:8080/>, (accessed January 19, 2012).
- 3 Data Quality Campaign, *Oregon DATA Project – Building Educators’ Capacity to Use Data*, (Washington D.C.: Data Quality Campaign, n.d.), http://www.dataqualitycampaign.org/resources/field_profiles/oregon-data-project-building-educators-capacity-to-use-data, (accessed January 19, 2012).
- 4 New Hampshire Department of Education, *i4see (Initiative for School Empowerment and Excellence)*, (New Hampshire Department of Education, n.d.), <http://www.education.nh.gov/data/i4see.htm>, (accessed January 19, 2012).
- 5 CAL. EDUC. CODE § 992376
- 6 SMARTER Balanced Assessment Consortium, *SMARTER Balanced Assessment Consortium: A Summary of Core Components* (n.d.), <http://www.k12.wa.us/SMARTER/pubdocs/SBACSummary2010.pdf>, (accessed November 29, 2011); Partnership for Assessment of Readiness for College and Careers (PARCC), PARCC Overview PowerPoint, (January 2012), http://www.parcconline.org/sites/parcc/files/PARCC_Overview_January2012.ppt, (accessed January 23, 2012).
- 7 Nebraska Department of Education, *Nebraska Teacher & Principal Performance Framework*, (Lincoln, NE: Nebraska Department of Education, November 2011), <http://www.education.ne.gov/documents/TeacherPrincipalPerformanceFramework11-11.pdf>, (accessed January 19, 2012).
- 8 Molly Ryan, *Early Warning Indicator Systems*, (Denver: Education Commission of the States, July 2011), <http://www.ecs.org/clearinghouse/94/36/9436.pdf>, (accessed January 19, 2012).

Further Reading

Center for Strengthening the Teaching Profession, *Creating a Comprehensive Teacher Data System* (Tacoma, WA: Center for Strengthening the Teaching Profession, May 2008), http://cstp-wa.org/sites/default/files/comprehensive_teacher_data.pdf, (accessed January 23, 2012).

Identifies essential elements of and uses for state-level data systems that include teacher data, and notes key implementation issues.

Data Quality Campaign, *States Could Empower Stakeholders to Make Education Decisions with Data ... but They Haven’t Yet* (2011), <http://dataqualitycampaign.org/files/DFA2011%20Mini%20report%20findings%20Dec1.pdf>, (accessed January 23, 2012).

Outlines state successes and challenges in efforts to empower teachers and leaders to make data-based decisions.

Education Commission of the States, *Recent State Policies/Activities: State Student Info. Systems* (n.d.), <http://www.ecs.org/ecs/ecscat.nsf/WebTopicView?OpenView&count=1&RestrictToCategory=State+Student+Info.+Systems>, (accessed January 23, 2012).

Summaries and links to executive orders, recently enrolled, enacted and vetoed state legislation, and recently approved state board rules from across the states. Updated weekly.

Edgar Sanchez, Diane Kline, and Elizabeth Laird, *Data-Driven Districts: Building the Culture and Capacity to Improve Student Achievement*, (APQC Education and Data Quality Campaign, April 2009), http://www.dataqualitycampaign.org/files/DQCbrief_FINAL-lowres_2_.pdf, (accessed January 23, 2012).

Reports the findings of a benchmarking study of district best practices in data-driven decisionmaking. Holds implications for state-level policy.

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Individualized instruction. Faster. Cheaper. Smarter.

Potential power

- ◆ Serve students with diverse needs:
 - Students below grade level (or at risk of being behind as identified by formative assessments)
 - Students generally performing at grade level but who need deeper learning in one or more key topics or skills
 - Students needing accelerated instruction, including:
 - Gifted students
 - Students who have acquired most or all of the essential knowledge and skills outside the context of seat time and who need a mechanism for demonstrating their knowledge and skills before credit may be awarded
 - Students who have failed a course the first time but who are missing just a few key concepts
- ◆ Increase student engagement and success by targeting individual students’ needs and interests.

Biggest challenges

- ◆ **Few state-level models**
While local approaches are growing more common, with the exception of statewide online learning programs, state-level efforts for other jurisdictions to use as models are not widespread.
- ◆ **Lack of a research base**
Anecdotally, proficiency-based credit, credit recovery and other options appear to be effective means of helping students achieve academic milestones more efficiently, but a solid research base on which approaches are most effective with which students has yet to be created.
- ◆ **Funding**
Although replicating online or computer module instruction across classrooms statewide (or nationally) may be cost effective and allow schools and districts to use their most effective teachers to reach a broader number of students (see Emily Ayscue Hassel and Bryan Hassel’s groundbreaking work on “extension” approaches to expand the reach of the most effective instructors), real or perceived barriers on the cost of implementing such approaches may hamper adoption and implementation.
- ◆ **Broadband or infrastructure issues for online, blended learning and computer-based approaches, particularly for small or underresourced schools.**
- ◆ **Ensuring consistency in student expectations, especially for proficiency-based credit and credit recovery.**
Students earning credit via these options should not be held to more rigorous or less rigorous expectations than their peers completing courses through other means.

What is individualized instruction?

Individualized instruction is instruction delivered tailored to student need.
Approaches include:

- ◆ Online and blended learning
- ◆ Computer-based modules
- ◆ Proficiency-based credit
- ◆ Credit recovery
- ◆ Standards-based instruction (pacing student progression through a course of study based on attainment of standards in lieu of seat time).

Instruction can be delivered in diverse classroom sizes:

- ◆ One-on-one
- ◆ Small group
- ◆ Full classroom

Locations:

- ◆ Traditional brick-and-mortar school
- ◆ Home
- ◆ Blend of traditional and home

Contexts:

- ◆ Full-time instruction
- ◆ Supplemental instruction
- ◆ During regular school day/year
- ◆ As part of extended day/year
- ◆ Through out-of-school learning experiences

Positive signs

- ◆ **New Hampshire** requires every district board to permit high school credit to be earned by demonstrating mastery of required competencies for the course, as approved by school staff. Effective with the 2008-2009 school year, all local school boards were to require high schools to offer competency assessments for all courses offered.¹
- ◆ New Hampshire districts may offer “Extended Learning Opportunities” (ELO), allowing students the opportunity to earn credit for approved nontraditional activities such as private instruction, team sports, apprenticeships, community service, internships, independent study and performing groups. Each participating district’s ELO efforts must be governed by local policies that require each extended learning proposal to meet rigorous standards. ELOs must be available to all students in a participating district, and give students a voice in selecting, organizing and carrying out extended learning activities.² A 2011 evaluation of the 2009-11 ELO initiative found that most participating students believed they learned more from their ELO experience than they would have in a traditional class in the same subject area. Students also by and large believed that their ELO experience had either “greatly” or “moderately” enhanced their “understanding of the skills needed for the future”, their “level of confidence”, their “readiness for work”, and “clarity about their interests and goals”. Participating faculty agreed that ELOs positively impacted students’ academic interest, while “over 90% of teachers and community partners believed students became deeply knowledgeable about a specific topic area and learned new skills through their ELO, and that students were able to explain what they learned through the experience.”³

Endnotes

- 1 N.H. CODE ADMIN. R. ANN. Ed. 306.27(d) AND (i).
- 2 N.H. CODE ADMIN. R. ANN. Ed. 306.27(b)(4); New Hampshire Department of Education, Extended Learning Opportunities. (n.d.), <http://www.education.nh.gov/innovations/elo/index.htm> (accessed January 19, 2012).
- 3 Ivana Zuliani and Steven Ellis, *New Hampshire Extended Learning Opportunities: Final Report of Evaluation Findings* (Hadley, MA: University of Massachusetts Donahue Institute, May 2011), <http://www.education.nh.gov/innovations/elo/documents/evaluation.pdf>, (accessed January 19, 2012).

Further Reading

Emily Ayscue Hassel and Bryan C. Hassel, *3x for All: Extending the Reach of America’s Best* (Chapel Hill: Public Impact, 2009), http://www.publicimpact.com/images/stories/3x_for_all_2010-final.pdf.

Identifies means by which states and districts can expand the “reach” of the top quartile of effective teachers. “By eliminating rote and non-instructional duties from teachers’ schedules, many methods would increase touch and reach simultaneously — especially benefiting students who, because of age or learning needs, learn best with high levels of teacher interaction.”

Jennifer Dounay Zinth, “Credit Recovery and Proficiency-Based Credit: Maintaining high expectations while providing flexibility, *The Progress of Education Reform*, vol. 12, no. 3, (Denver: Education Commission of the States, 2011)

<http://www.ecs.org/clearinghouse/94/23/9423.pdf>.

Identifies the essential policy components and challenges in implementing credit recovery and proficiency-based credit programs.

Mariane Gfroerer, *New Hampshire’s High School Competencies & Extended Learning Opportunities Initiative*, at Education Commission of the States (ECS) Regional Meeting for New England (Boston: The Education Commission of the States, 2009),

<http://www.education.nh.gov/innovations/elo/presentation.htm>.

Describes the process by which New Hampshire developed the Extended Learning Opportunities policy, as well as the “moderation” process to provide checks and balances on competency-based measures across schools.

Kevin Oliver, Tracy Weeks, Michelle Lourcey, *An Analysis of the Unique Needs and Outcomes of Credit Recovery Students in a Virtual School*, at the Virtual School Symposium (VSS), (Glendale, AZ: iNACOL, November 2010),

<http://www.fi.ncsu.edu/project/evaluation-of-nc-virtual-public-schools/presentation/an-analysis-of-the-unique-needs-and-outcomes-of-credit-recovery-students-in-a-virtual-school>.

Evaluates the success of a state-level online credit recovery initiative. Results hold implications for other state efforts.

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Performance funding: Building a model without a blueprint?

Potential power

As states struggle to address their budgets, policymakers have explored rewarding postsecondary institutions based on how efficient they are and how effectively they increase access and success. Performance-based funding is a popular idea because models could:

- ◆ Align state goals and strategies with funding
- ◆ Address attainment gaps by rewarding institutions that enroll, retain and graduate underserved populations
- ◆ Use funding as a lever to spur innovation
- ◆ Provide a more systemic view of how well the postsecondary system is meeting state goals and strategies.

Biggest challenges

When performance funding becomes a reality and not just an idea, the challenges of shifting the funding paradigm become more apparent. The foremost challenge is how to develop the contours of the new funding formula. However, the lack of fully implemented, performance funding systems can make states feel like they are creating a model without a blueprint. Still, specific metrics and mechanisms of performance funding models are available that are evidence-based. Practical challenges include:

- ◆ **Balancing consistency and differentiation**
Any approach should consider institutional mission; however, consistency is also important, because there has to be a way of measuring system productivity.
- ◆ **Meaningfulness of the formula**
One challenge is how to make metrics attainable while also challenging institutions to be more ambitious. Generally, the greater the number of metrics, the greater the likelihood that funding levels will not substantially change, even if the formula does. This is why it is so important to get the metrics right in the first place, in terms of their number and specificity.
- ◆ **Getting buy-in**
Three things will doom new funding models: alleged inequities in funding between like institutions; apprehension/anxiety about how funding levels will change; and, whether adherence to metrics compromises quality of learning. Going over these concerns at first seems obvious but is not always done. State and system policymakers can improve buy-in by developing the outlines of a performance funding formula and soliciting feedback from institutional leaders. Also, the discussion of unintended consequences can improve the quality of the model's implementation.
- ◆ **Considering tipping points**
Policymakers should consider outcomes-based funding levels, both in regards to its percentage of the base allocation and in terms of how the system would fund attainment of each metric. If an institution perceives that the cost of attaining a goal is not met by the incentive benefit, then the institution will not innovate to pursue that goal. Conversely, providing an incentive far greater than the tipping point might induce institutions to fundamentally change their behavior, often in negative ways.
- ◆ **Lack of fully implemented systems**
Lastly, and perhaps most importantly, states do not have a great deal of evidence to draw from about the success of performance funding version 2.0. While no one best model exists, best practices on how to implement performance funding and the components that should be part of the formula are widely disseminated. More than anything, giving institutions a transitional period to implement performance funding is a way to improve overall sustainability of such a project.

Positive signs

In 2011 alone, 12 state legislatures enacted legislation that considers or develops performance funding or outcomes-based metrics. A reading of the enactments shows that states have, on balance:

- ◆ Learned from the pitfalls (e.g., poor communication, uneven implementation, lack of mission differentiation) associated with performance funding efforts of the 1980s and 1990s
- ◆ Studied the incentive funding issue and given systems and institutions two to three years to collect data and implement the funding model
- ◆ Used momentum points to reward institutions both for student progress and degree completion
- ◆ Minimized the winners and losers mentality by benchmarking institutions against their own past performance.

Further Reading

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The brief examines the outcomes-based metrics in the Tennessee performance funding formula. The model differentiates between two- and four-year institutions, and will be phased in over a three-year period, so that the coordinating board can review the model to make necessary adjustments.

Thomas Harnisch, *Performance-based Funding: A Re-Emerging Strategy in Public Higher Education Financing* (American Association of State Colleges and Universities, June 2011), http://www.congressweb.com/aascu/docfiles/Performance_Funding_AASCU_June2011.pdf.

The policy paper gives a good overview of the performance funding landscape, covering funding incentives, formula development and the impact of both on college access and success.

HCM Strategists, *Performance Funding in Indiana: Working Draft.* (August 2011), http://www.hcmstrategists.com/content/Indiana_PFRReport2_8.2.11.pdf.

This working paper, produced on behalf of the Indiana Commission of Higher Education, reports on the status of performance funding in Indiana, and also looks at other examples of model implementation in five other states (e.g., Florida, Ohio, Pennsylvania, Tennessee and Washington).

Travis Reindl, & Ryan Reyna, *From Information to Action: Revamping Higher Education Accountability Systems* (National Governors' Association's Center for Best Practices, July 2011), <http://www.nga.org/cms/home/nga-center-for-best-practices/center-publications/page-edu-publications/col2-content/main-content-list/from-information-to-action-revam.html>.

This piece from the National Governors' Association recommends that states include "efficiency and effectiveness metrics in their accountability systems to help answer four key policy questions." Those questions involve meeting long-term economic goals, increasing postsecondary productivity, measuring states' and students' return on their higher education investments, and reconciling efficiency and quality learning.

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Remedial education: We know more now than we ever have

Potential power

For years, higher education leaders viewed remedial education as a means to compensate for what students did not learn in high school, instead of addressing what they needed to know to receive a college credential. Traditional course-based approaches, while effective for some students, do not always support unique student needs and learning styles. The data bear this out. About 40% of students enter college with remedial needs. Less than 25% of community college students referred to remedial education graduate with a credential within eight years. These data suggest that the system is broken, with too-long remedial sequences, a weak, imprecise assessment system, and little to no focus on degree completion as the ultimate indicator of student success.

In terms of research, we know more about remedial education than we ever have. Education leaders understand the challenges and have developed alternative ways of delivering remedial education that have increased student success. If policymakers work to implement and support some of these innovations, then they could enhance their states' chances of improving degree completion rates.

Scaling institutional innovations statewide could:

- ◆ Provide institutions with the technical expertise to reform remedial education programming
- ◆ Make remedial education a focal point of state education policy by including it in performance funding, accountability and continuous improvement systems
- ◆ Encourage policymakers to adopt common state standards to measure remedial student success.

Biggest challenges

Empirical evidence has shown that most students can complete remedial education in a single semester, so the current system sets up barriers and bottlenecks. Systemic reform is critical to sustain effective new approaches to remedial delivery. Three specific challenges involving system-wide reform are:

- ◆ **Implementation and scaling**
States and postsecondary systems should consider how to support new innovations, while giving institutions a degree of flexibility to implement them. Also, policymakers should assess the effectiveness of specific instructional models and disseminate best practices to support implementation.
- ◆ **Funding**
State should consider how to adapt funding, so that it is more amenable to competency-based, outcome-oriented instruction. Still, the primary challenges are how to reward institutional performance and how to hold institutions accountable to accelerating student success.
- ◆ **Perceived misalignment between new instructional models and current funding approaches**
With modular and accelerated approaches diverging from the traditional course model, it might take a little persuasion by policymakers to adopt new innovations within current funding and accountability structures. However, if alternative approaches increase degree attainment rates for students with remedial needs, then necessary changes should be made to accommodate innovative models.

Positive signs

Regardless of the status of statewide efforts to scale innovations in remedial education, institutions are not delaying the implementation of these models, because they see that the status quo is not working for students. Funding and governance should not impede student success or evidence-based practice in the classroom. The Tennessee Board of Regents and the Virginia Community College System have developed modular models for developmental mathematics. Most of the funding and accountability issues are ameliorated by the systems' relative autonomy to certify alternative approaches and fund accordingly. Still, states with decentralized postsecondary systems like Texas are also considering how to leverage and scale instructional innovations.

Further Reading

Thomas Bailey et. al, *Referral, Enrollment, and Completion in Developmental Education Sequences in Community Colleges* (Community College Research Center, November 2009),

<http://ccrc.tc.columbia.edu/Publication.asp?UID=659>.

Bailey's research finds that students placed into two or more levels of developmental education are at a serious disadvantage when it comes to completing college. The longitudinal data reveal that "more students fail to complete remedial education because they never enroll in their first or a subsequent course than because they drop out of or fail to pass a course in which they are enrolled."

Nikki Edgecombe, *Accelerating the Academic Achievement of Students Referred to Developmental Education*" (Community College Research Center May 2011),

<http://ccrc.tc.columbia.edu/Publication.asp?UID=920>.

The short summary focuses on the obstacles to implementing accelerated instructional models. The author challenges policymakers and practitioners to use the promising evidence on acceleration to reform the delivery of remedial education.

Jobs for the Future, *The Rallying Call: Bringing Game-Changing Results to Developmental Education*, (August 2010),

<http://www.deionline.org/resources/download.aspx?id=cc8ae47d-1963-45aa-92b5-14a8fac16662>.

This paper shows how state legislatures and governing/coordinating boards can play a leadership role in increasing the success of remedial education students. The two main ways to improve outcomes are to identify and scale innovation and support it through funding incentives and a culture of continuous improvement.

Elizabeth Rutschow, & Emily Schneider, *Unlocking the Gate: What We Know about Developmental Education* (MDRC, June 2011),

<http://www.mdr.org/publications/601/execsum.pdf>.

This research paper covers four different interventions that have promise in improving students' remedial success and college-level persistence. The interventions involve early identification of remedial deficits, remedial program acceleration, contextualizing basic skills with occupational or major-specific content, and auxiliary supports, such as tutoring, advisement and mentorship.

Bruce Vandal, *Getting Past Go: Rebuilding the Remedial Education Bridge to College Success* (Denver: Education Commission of the States, May 2010), <http://www.gettingpastgo.org/docs/GPGpaper.pdf>.

This framework document discusses the levers that policymakers and higher education leaders have at their disposal to enhance remedial student outcomes. The levers are: assessment and placement; instructional delivery; accountability and continuous improvement; and data collection and reporting.

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Credentials of value: Some are better than others

Potential power

The college completion narrative is simple and persuasive: by substantially increasing degree attainment rates, state economies grow, tax revenues increase, citizens earn more and industries prosper. However, this narrative does not consider the specific variables that propel economic prosperity in a state. Each state has different labor needs, so policymakers should consider which credentials have value and invest heavily in related programs of study. While more degrees and certificates will propel economic growth and sustainability, credentials that are better-aligned to workforce demand expedite this process.

Increasing the alignment between postsecondary capacity and workforce demand has several benefits:

- ◆ **Informed policymaking**
Using labor data to reveal which careers are in high demand and produce an above-average wage, postsecondary capacity can be adjusted to produce credentials that align with these careers.
- ◆ **Increased responsiveness**
Challenging postsecondary systems and institutions to use the same labor data to make resource allocation decisions. In particular, data can be used to sound alarms when states overproduce credentials in a specific field.
- ◆ **Recognizing not all credentials in the same field are created equal**
Making sure that postsecondary systems do not respond to the need for more healthcare workers, for instance, by increasing production of all healthcare credentials without regard to actual demand. For instance, institutions can produce three- to six-month health certificates more easily than nursing degrees. However, wage data indicate that the relative wage premium for the nursing degree could be as much as 100% of a short-term certificate.¹
- ◆ **Improved transparency**
Articulating the value of a credential gives students more clarity on what to expect in terms of labor market outcomes. The discussion of short-term, intermediate and long-term economic dividends to a college credential can enhance student decisionmaking.

Biggest challenges

Completion of an associate degree has a significant impact on earning for students in some, but not all, programs at community colleges. On balance, workers with college credentials should see a modest wage premium compared to workers without them. However, when examining averages, the full extent of income variance is masked. Degrees in health science, engineering, mathematics and finance produce wage premiums far above that of generic credentials at the same attainment level. In some cases, college graduates in STEM fields can earn 50-80% more than their counterparts who hold less-demanded credentials. The three primary challenges of aligning postsecondary capacity with workforce demand are:

- ◆ The relative value of credentials varies based on state or regional demand, and can change substantially from year to year
- ◆ Postsecondary institutions cannot always react immediately to changes in workforce demand
- ◆ It is hard to manage workforce demand when people, businesses and other economies react to local economic growth.

Positive signs

Several states have used federal funds to create longitudinal data systems to connect education and workforce data. Also, policymakers have recognized the utility of producing more credentials in science, technology and health care. However, the next step is to point out the potential of granularity, because not all credentials or programs of study actually produce a wage premium. In 2012, states will have to move beyond the relative value of certain credential types and explore the specific fields of study that produce in-demand skills.

Further Reading

Anthony Carnevale et. al, *Career Clusters: Forecasting Demand for High School through College Jobs*, Center on Education and the Workforce, November 2011),

<http://www9.georgetown.edu/grad/gppi/hpi/cew/pdfs/clusters-execsum.pdf>.

Carnevale reports on the job prospects of three categories of job seekers: those with a high school diploma or less; those with some college but no degree, with certificates or an associate degree; and, those with a bachelor's degree or better. Evidence shows that a postsecondary credential increases the likelihood that a person will achieve a livable wage.

Anthony Carnevale, Stephen Rose and Ban Cheah, *The College Payoff: Education, Occupations, and Lifetime Earnings*, Center on Education and the Workforce, August 2011),

<http://www9.georgetown.edu/grad/gppi/hpi/cew/pdfs/collegepayoff-summary.pdf>.

The brief focuses on the impact of a college credential on future earnings. The executive summary discusses four fundamental rules. The first is that degree level matters. However, the second rule finds that occupational choice can sometimes mean more than degree level, especially in high-demand fields. Still, within individual occupations, degree level matters. The final rule establishes that gender and race/ethnicity are "wild cards" that can have a significant effect on earnings.

David Altstadt, *Aligning Community Colleges to Their Local Labor Markets*, Jobs for the Future, September 2011,

<http://www.jff.org/publications/workforce/aligning-community-colleges-their-local-/1303>.

Altstadt's report finds that community colleges have taken steps to meet the needs of local businesses, but that their efforts have been diminished by the lack of updated data about economic and workforce demand. The paper finds that analysis of online job advertisements can complement traditional data stores to determine demand.

Marcie Foster, Julie Strawn and Amy Duke-Benfield, *Beyond Basic Skills: State Strategies to Connect Low-Skilled Students to an Employer-Valued Postsecondary Education*, Center for Law and Social Policy, March 2011,

<http://www.clasp.org/postsecondary/publication?id=0929&list=publications>.

The brief describes the types of state-level innovations and the common themes embedded in them. The authors intended for the report to describe strategies that policymakers could use to strengthen collaboration and curricular alignment between Adult Basic Education and postsecondary education. This pathway could be an effective means of advancing low-skill adults through postsecondary programs that improve job prospects.

Endnotes

- 1 Patrick Kelly, *Realizing Kentucky's Educational Attainment Goal: A Look in the Rear View Mirror and Down the Road Ahead* (NCHEMS, September 2011), <http://cpe.ky.gov/nr/rdonlyres/81ab2e18-9122-4baa-86c1-b6804d2cce9a/0/nchemsrealizingkyscollegeattainmentgoal.pdf> (October 26, 2011).

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Civic Engagement through Digital Citizenship

- ▶ Engaging youth in active, participatory citizenship through digital media

Participatory digital media — broadly defined as media such as the Internet, social network sites and cell phones that allow users to interact — are ubiquitous among today's youth. Among teens ages 12–17, 95% have access to the Internet; 70% go online daily; 80% use social networking sites such as Facebook and Twitter; and 77% have cell phones.¹

Many schools, however, have been reluctant to allow students to use digital participatory media for learning during the school day. Because digital media are so pervasive among youth and offer new avenues for civic participation, schools must rethink how they prepare students for active, participatory citizenship. In short, the civic mission of schools has broadened to include the mission of preparing “digital citizens”³ — those who use digital media to fulfill their civic duty.

This issue of *The Progress of Education Reform* includes a closer look at the characteristics of digital natives and provides a summary of research about digital natives' civic engagement habits and the implications of this research for education policy aimed at promoting digital citizenship for today's youth.

Digital Natives

Overwhelmingly, youth today are “digital natives” — they have never known a life without the Internet and cell phones. The pervasiveness of participatory digital media in their lives has had substantial impact on how digital natives interface with the world.²

What's Inside

- ▶ Who are “digital natives” and how do they perceive civic action?
- ▶ How has digital media provided and shaped opportunities for the civic engagement of digital natives?
- ▶ How can policy better address the civic learning of digital natives?



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Who are “digital natives” and how do they perceive civic action?

Changing Citizen Identity and the Rise of a Participatory Media Culture

W. Lance Bennett, Deen Freelon and Chris Wells, in Lonnie R. Sherrod, Judith Torney-Purta and Constance A. Flanagan (Eds.), *Handbook of Research on Civic Engagement in Youth* (Hoboken, NJ: John Wiley & Sons, Inc., 2010, pp. 393-423).

This study provides a description of how digital natives’ conceptions of civic action and communication differ from those of previous generations. For the majority of the 20th century, “Dutiful Citizenship” reflected the dominant belief that civic engagement is a “matter of duty or obligation.” For digital natives, however, citizenship is not a duty. Their civic actions originate from their “personally expressive politics” and “peer-to-peer relationships that promote engagement.” This search for self-actualization is often referred to as “Actualizing Citizenship.” Table 1 compares differences between previous generations’ ideal of “dutiful citizenship and digital natives’ ideal of “actualizing citizenship.”

Table 1: Dutiful and Actualizing Styles of Civic Action and Communication

	Dutiful Citizenship of Previous Generations	Actualizing Citizenship of Digital Natives
Civic Style	<p>Oriented around citizen input into government or formal public organizations, institutions and campaigns</p> <p>Rooted in responsibility and duty</p> <p>Channeled through membership in defined social groups</p>	<p>Open to many forms of creative civic expression, from government to consumer politics to global activism</p> <p>Rooted in self-actualization through social expression</p> <p>Personal interests channeled through loosely tied networks</p>
Communication Logic	<p>Primarily one-way consumption of managed civic information (from news, partisan organizations and political ads)</p> <p>Individual expression most often aimed at specific institutional targets (contacting elected officials, letters to newspapers)</p>	<p>Lines between content consumption and production blurred</p> <p>Peer or crowd sourced information (e.g., Wikipedia) is authoritative</p> <p>Interactive Content sharing over peer networks that personalize citizen identity and engagement</p>

Adapted from W. Lance Bennett, Deen Freelon and Chris Wells, *Changing Citizen Identity and the Rise of a Participatory Media Culture*, p. 398.

Because digital natives’ conception of civic action is rooted in self-actualization, the types of learning experiences they need to become active, engaged citizens are fundamentally different from the civic learning experiences historically provided by schools. Table 2 describes how four types of civic learning opportunities — knowledge, expression, joining publics and taking action — differ for those who hold dutiful and actualizing conceptions of citizenship.

Table 2: Dutiful and Actualizing Forms of Four Civic Learning Opportunities

Civic Learning Opportunity	General Description	Dutiful Form (appropriate for previous generations)	Actualizing Form (necessary for digital natives)
Knowledge	Information that citizens should know	Information provided by authorities (e.g., teachers, news reports)	Information created and shared by peers
Expression	Training in effective public communication skills	Training for traditional forms of public address (e.g., letters to editors, government officials)	Training for self-produced digital media (e.g., blogs, wikis)
Joining Publics	Learning how to connect to others through networks and groups	Membership in site-defined, structured organizations	Membership in self-defined networks and groups
Taking Action	Actions that engaged citizens can take	Activities defined and offered by authority figures	Activities generated or reported by peers

Adapted from: W. Lance Bennett, Deen Freelon and Chris Wells, *Changing Citizen Identity and the Rise of a Participatory Media Culture*, p. 409.

Skillful Digital Participation Requires Training – For Natives, Too

While digital natives use participatory media extensively, they need formal training to help them use it most effectively. Unfortunately, those who do receive such training are in the minority, leaving this “elite” class of skillful digital citizens to make the majority of contributions to participatory media, and to dominate digital dialogues.

Failing to Reach Digital Natives

While they target digital natives, most civic engagement Web sites do not attend to the actualizing civic ideals of digital natives. The authors reviewed 61 youth engagement Web sites to determine whether or not the Web sites were attempting to engage and educate youth through the older, more traditional “dutiful” or newer “actualizing” conceptions of civic action. Over two-thirds of the Web sites attempted to engage youth through the old lens of dutiful civic action; they didn’t speak through digital natives’ language actualizing citizenship. Of those that were based in actualizing conceptions of civic action, most were from online-only organizations (i.e., the organization produced only online forms of media and held no in-person meetings). The authors conclude that the civic engagement world has not caught up with the realities of digital natives: “an apparently powerful inertia prevent[s] many sponsoring civic organizations from productively deploying social networking and participatory media affordances for youth.”

...the civic engagement world has not caught up with the realities of digital natives

How has digital media provided and shaped opportunities for the civic engagement of digital natives?

Civic Engagement, Pedagogy, and Information Technology on Web Sites for Youth

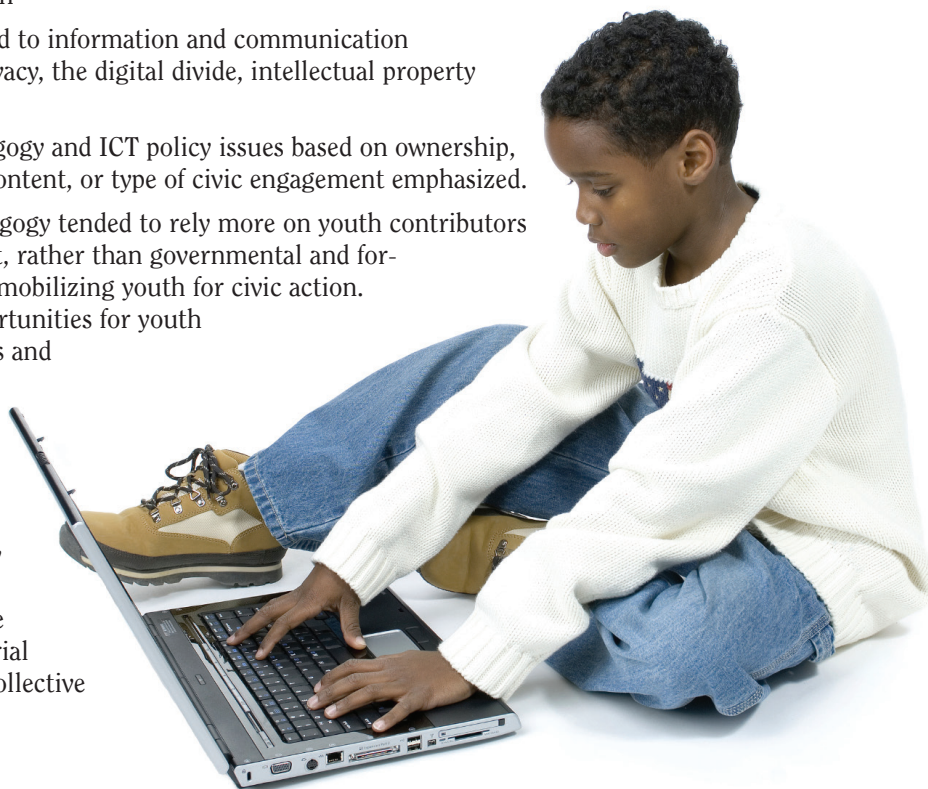
Christine Bachen, Chad Raphael, Kathleen-M. Lynn, Kristen McKee and Jessica Philippi, *Political Communication*, Vol. 25, 2008, pp. 290-310.

The authors of this study reviewed 73 civic youth Web sites in an effort to determine if the sites:

1. Employ active pedagogical techniques that research suggests are effective in civic education
2. Include features that permit interaction
3. Introduce youth to policy issues related to information and communication technology (ICT), such as Internet privacy, the digital divide, intellectual property and censorship
4. Differ in their inclusion of active pedagogy and ICT policy issues based on ownership, age of those responsible for editorial content, or type of civic engagement emphasized.

The authors found that sites using active pedagogy tended to rely more on youth contributors than other sites; tended to belong to nonprofit, rather than governmental and for-profit, organizations; and tended to prioritize mobilizing youth for civic action. Approximately two-thirds of sites offered opportunities for youth interaction, primarily through message boards and listservs. Few sites addressed ICT policy issues or helped prepare youth to engage in civic action around ICT issues.

The authors argue that civic youth Web sites should be a place to link civic action, active pedagogy and examination of ICT policy issues that connect youth with “larger forums for civic discussion and action, allowing ample opportunities for youth to contribute to editorial content, and promoting both individual and collective means to participate in society.”



Digital Media Literacy Education and Online Civic and Political Participation

Joseph Kahne, Jessica Timpany Feezel and Namjin Lee (Youth and Participatory Politics and DML Central, November, 2010), http://dmlcentral.net/sites/dmlcentral/files/resource_files/LiteracyEducationandOnlineParticipation.WORKINGPAPER.pdf.

Youth Online Activities and Exposure to Diverse Perspectives

Joseph Kahne, Ellen Middaugh, Nam-Jin Lee and Jessica Timpany Feezell (Youth & Participatory Politics and DML Central, December, 2010), http://dmlcentral.net/sites/dmlcentral/files/resource_files/YouthOnlineActivityDiverseExposure.WORKINGPAPERS.pdf.

The Civic and Political Significance of Online Participatory Cultures among Youth Transitioning to Adulthood

Joseph Kahne, Nam-Jin Lee and Jessica Timpany Feezell, The Civic and Political Significance of Online Participatory Cultures among Youth Transitioning to Adulthood (Youth & Participatory Politics and DML Central, February, 2011), <http://ypp.dmlcentral.net/sites/all/files/publications/OnlineParticipatoryCultures.WORKINGPAPERS.pdf>.

The authors of these three studies used a common dataset to examine the online civic participation habits of more than 900 high school students in California. They found:

- ▶ While many youth receive digital media literacy education, not all do. A little less than 20% reported never receiving educational opportunities associated with consumption of online civic and political information; fewer than half reported receiving such opportunities “often” or “very often.” Students who received digital media literacy education were more likely to participate in politically driven online activities than those who did not receive such opportunities. This finding suggests that when youth have opportunities to learn how to engage in online political activities, they are more likely to do so.
- ▶ The Internet is not an echo chamber for politically active youth. Rather, those who engage in politically driven online activities tend to interact with those whose views both align with and diverge from their own.
- ▶ Youth who engage in either politically driven and/or nonpolitical interest forms of online activity are more likely to be exposed to diverse perspectives. The authors argue that because most online activity — political or not — seems to provide youth with exposure to diverse perspectives, online contexts can be important tools to reach youth “who lack strong civic and political interests...” Friendship-driven and interest-driven online participation may be a gateway to various forms of online civic and political participation.

***The Internet is not
an echo chamber for
politically active youth.***



How can policy better address the civic learning of digital natives?

Collectively, these studies suggest that the civic mission of schools has indeed broadened to include preparation for digital citizenship and that such participation holds promise for increasing the active civic participation of digital natives. Consequently, these studies' findings should inform the development of policy aimed at promoting digital citizenship:

1. *Digital natives learn and think about citizenship in fundamentally different ways than previous generations.* If schools are to meet their civic mission, education policies and practices need to take digital natives' conceptions of citizenship into account.
2. *Broadband availability, accessibility and affordability are the determining factors separating youth who are digital natives and youth who are not.* If policymakers do not address these factors, non-digital native youth, who are largely poor and largely minority, will continue to be less likely to be civically engaged than their digital native peers.
3. *Policymakers should carefully consider how technology usage policies impact civic learning, as well as potential civic engagement, for digital natives.* While well-intended, policies that forbid student use of Facebook, Twitter, message boards, blogs and texting during the school day effectively close off many suitable and worthwhile opportunities for civic learning, participation and activism for digital natives.
4. *Young citizens, digital natives included, need educational opportunities to prepare them for participation in digital media.* Students do not possess inborn skills for technology and civic participation. These skills must be taught and therefore should be addressed in school standards and curricula.

Conclusion

Digital natives possess fundamentally different conceptions of citizenship and civic action than their predecessors. While digital participatory media provide numerous avenues for digital natives to engage in active citizenship, many schools have not yet implemented policies and practices that capitalize on these opportunities.

ECS Resources

The National Center for Learning and Citizenship

Assists education leaders to promote, support and reward citizenship education and service-learning as essential components of America's education system.

www.ecs.org/nclc

The Progress of Education Reform issues on Service-Learning and Citizenship Education

Provide concise review of other research relevant for civics and civic engagement in general.

<http://www.ecs.org/clearinghouse/84/95/8495.pdf>

<http://www.ecs.org/clearinghouse/87/95/8795.pdf>

Citizenship Education: Online Database

Allows users to generate profiles of the state policies for citizenship education in individual states and view 50-state reports on state policies for citizenship education.

http://www.ecs.org/html/educationIssues/CitizenshipEducation/CitEdDB_intro.asp

Citizenship and Service Learning Issue Sites

Includes links to a rich set of resources from other organizations, states and experts.

<http://www.ecs.org/html/Issue.asp?issueID=19> and <http://www.ecs.org/html/issue.asp?issueid=109&subissueid=0>

Other Resources

The Campaign for the Civic Mission of Schools

The Campaign is a coalition of 40 organizations committed to improving the quality and quantity of civic learning in American schools. The Campaign's goal is to increase and improve civic learning in grades K-12 by working for policies that implement the recommendations of the Civic Mission of Schools report.

www.civicmissionofschools.org

iCivics

iCivics is a Web-based education project designed to teach students civics and inspire them to be active participants in our democracy. iCivics is the vision of Justice Sandra Day O'Connor, who is concerned that students are not getting the information and tools they need for civic participation, and that civics teachers need better materials and support.

<http://www.icivics.org/>

Peter Levine: A Blog for Civic Renewal

Peter Levine is the director of the Center for Information and Research on Civic Learning and Education (CIRCLE) and the research director for the Tisch College of Citizenship and Public Service at Tufts University. He blogs regularly about youth engagement, civic renewal and digital citizenship.

www.peterlevine.ws

Youth and Media

Led by John Palfrey and Urs Gasser, the Youth and Media project at the Berkman Center for Internet & Society at Harvard University encompasses an array of research, advocacy and development initiatives around youth and technology. The project includes a wiki on digital natives (http://youthandmedia.org/wiki/Main_Page) that explores impacts of this generational demarcation between those born with these technologies and those who were not.

<http://youthandmedia.org>

Endnotes

- 1 Amanda Lenhart, Mary Madden, Aaron Smith, Kristen Purcell, Kathryn Zickuhr and Lee Rainie, *Teens, Kindness and Cruelty on Social Network Sites: How American teens navigate the new world of “digital citizenship”* (Pew Internet & American Life Project, November 2011), http://pewinternet.org/-/media/Files/Reports/2011/PIP_Teens_Kindness_Cruelty_SNS_Report_Nov_2011_FINAL_110711.pdf (accessed on Dec. 27, 2011).
- 2 Don Tapscott, *Growing up digital: The rise of the net generation* (New York: McGraw-Hill, 1997); W. Lance Bennett, Deen Freelon and Chris Wells, “Changing Citizen Identity and the Rise of a Participatory Media Culture,” in Lonnie R. Sherrod, Judith Torney-Purta and Constance A. Flanagan (Eds.), *Handbook of Research on Civic Engagement in Youth* (Hoboken, NJ: John Wiley & Sons, Inc. , 2010).
- 3 Karen Mossberger, Caroline J. Tolbert and Ramona S. McNeal, *Digital Citizenship: The Internet, Society and Participation* (Cambridge, MA: MIT Press, 2007).

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GE Foundation

Equipping
Education Leaders,
Advancing Ideas

State Aid to Nonpublic Schools

February 2012

The purpose of this document is to identify state aid to nonpublic schools. Not included, however, are tax benefits, vouchers and other tuition programs. Also excluded is aid provided pursuant to federal programs, such as the National School Lunch Program and Individuals with Disabilities Education Act.

Where state transportation is provided to private school students, there are often times geographic and distance-based requirements that must be satisfied. The provision of textbooks is universally limited to the same texts used by the state schools. Also, funding constraints may render moot some of the state statutes authorizing the provision of textbooks to private schools.

Finally, the “Constitutional Provisions” column in the table identifies what, if any, constitutional restrictions each state has on nonpublic school funding.

SUMMARY:

- 40 states constitutionally prohibit religion funding
- 12 states constitutionally prohibit nonpublic funding
- 9 states constitutionally limit source of funding
- 5 state constitutions are silent on these issues
- 29 states provide for transportation benefits
- 21 states provide for textbook & learning aid benefits

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
Alabama ¹	Religion funding prohibited	None	None	Does provide general state aid to two military academies and several post-secondary institutions for special education purposes
Alaska ²	Religion & non-public school funding prohibited	Yes	None	Non-public students may be allowed to participate in certain public school activities
Arizona ³	Religion funding prohibited	None	None	

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
Arkansas ⁴	Non-public school funding restricted	None	None	
California ⁵	Religion & non-public school funding prohibited	Yes	None	
Colorado ⁶	Religion & non-public school funding prohibited	None	None	
Connecticut ⁷	State "school fund" only for non-public schools	Yes	Loaning authorized	Municipalities may loan money for capital construction to non-public schools
Delaware ⁸	Religion and non-public funding from "Public School Fund" prohibited. Non-public transportation expressly authorized.	Yes	None	
Florida ⁹	Religion funding prohibited	None	Surplus books can be loaned or given to non-public schools	
Georgia ¹⁰	Religion and non-public funding from "School Tax Fund" prohibited; "Public funds" may be used to provide financial assistance to students for all educational purposes.	None	None	

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
Hawaii ¹¹	Religion and non-public prohibited, except special purpose revenue bonds can be used to assist non-religious non-publics.	None	None	
Idaho ¹²	Religion funding prohibited	None	None	
Illinois ¹³	Religion funding prohibited	Yes	Yes – textbook block grant program	
Indiana ¹⁴	Religion funding prohibited	Yes	Yes – financial reimbursement for student costs	
Iowa ¹⁵	Religion funding prohibited	Yes	Yes	
Kansas ¹⁶	Religion funding prohibited	Yes	None	
Kentucky ¹⁷	Religion and “public school fund” funding prohibited	None	None	
Louisiana ¹⁸	Free books for students	Yes	Yes	
Maine ¹⁹		Yes	Yes	
Maryland ²⁰		None	Yes	
Massachusetts ²¹	Religion and nonpublic school funding prohibited.	Yes	None	
Michigan ²²	Religion and nonpublic school funding prohibited, transportation excepted	Yes	None	
Minnesota ²³	Religion funding prohibited	Yes	Yes	

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
Mississippi ²⁴	Religion and “free school” funding prohibited	None	Yes	
Missouri ²⁵	Religion and nonpublic school funding prohibited	None	None	
Montana ²⁶	Religion and nonpublic school funding prohibited	Yes	None	
Nebraska ²⁷	Religion and Nonpublic school funding prohibited, except for handicapped children	Yes	Yes	
Nevada ²⁸	Religion funding prohibited	Yes	None	Use of “public school funds” for nonpublics statutorily prohibited
New Hampshire ²⁹	Religion funding prohibited	Yes	Yes	May fund health and welfare services, disability programs, counseling, educational testing, special ed., driver ed., educational TV services, physical ed. and hot lunch.
New Jersey ³⁰	Transportation aid expressly permitted	Yes	Yes	Certain auxiliary services, English language and special ed. assistance
New Mexico ³¹	Religion and nonpublic school funding prohibited	None	Yes	Some testing is funded.

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
New York ³²	Religion funding prohibited- except transportation expressly authorized	Yes	Yes	Some mandated testing and data collection costs are reimbursed. Some health and welfare services
North Carolina ³³	“School Funds” and “County School Funds” only for public schools	Only for special needs kids placed at state expense in private schools	None	
North Dakota ³⁴	Religion funding prohibited.	Yes	None	
Ohio ³⁵	Religion funding prohibited	Yes	Yes	Some auxiliary services funded including counseling, testing, health and counseling
Oklahoma ³⁶	Religion funding prohibited	None	None	
Oregon ³⁷	Religion funding prohibited	Yes	None	
Pennsylvania ³⁸	Religion funding prohibited,. non-public requires 2/3 vote of legislature	Yes	Yes	Some auxiliary and speech and hearing defects services
Rhode Island ³⁹	Religion funding prohibited	Yes	Yes	
South Carolina ⁴⁰	Religion and nonpublic school funding prohibited	None	None	
South Dakota ⁴¹	Religion funding prohibited	Yes	Yes	
Tennessee		None	None	
Texas ⁴²	Religion funding and “school fund” use for nonpublic school prohibited	None	None	Crossing guards provided and public transportation discounts mandated

<i>State</i>	<i>Constitutional Provisions</i>	<i>Transportation</i>	<i>Textbooks & Learning Aids</i>	<i>Other</i>
Utah ⁴³	Religion funding prohibited	None	None	
Vermont ⁴⁴		Yes	None	
Virginia ⁴⁵	Religion funding prohibited	Yes	None	
Washington ⁴⁶	Religion funding prohibited	Charged cost	Yes-available surplus	
West Virginia ⁴⁷		Yes	Yes	
Wisconsin ⁴⁸	Religion funding prohibited, transportation authorized	Yes	None	
Wyoming ⁴⁹	Religion and nonpublic school funding prohibited	None	None	
Totals	*40 Religion prohibited; 12 nonpublic prohibited; 9 funding source restrictions	*29 Yes	*21 Yes	

This ECS policy analysis was written by Chris Leahy, ECS Researcher, 303.299.3609, cleahy@ecs.org.

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Equipping Education Leaders, Advancing Ideas

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- ¹ ALA. CONST., art. 14, § 263; ALA. CODE 1975 § 16-1-22.
- ² ALASKA CONST., EDUCATION AND WELFARE, art. VII, § 1; ALASKA STAT. § 14.09.020.
- ³ ARIZ. CONST. art. II, §12 & art. IX, §10.
- ⁴ ARK. CONST., art. 14, §2.
- ⁵ CAL.CONST., art. IX, §8; CAL. EDUC. CODE §39808.
- ⁶ COLO. CONST., art. V, §34 & art. IX, §7.
- ⁷ CONN. CONST., art. 8, §4; CONN. GEN. STAT. §§10-277 & 280, 10-228. CONN. GEN STAT. §§7-121 & 10-289.
- ⁸ DEL. CONST., art. 10, §§3,4,5; DEL. CODE ANN. Tit. 14, §2145.
- ⁹ FLA. CONST., art. 1, §3; FLA. STAT. ch. 1002.42 & 1006.41.
- ¹⁰ GA CONST., art. I, §II, art. VIII, §VI, I(b) & §VII.
- ¹¹ HAW. CONST., art. X, §1.
- ¹² IDAHO CONST., art. IX, §5.
- ¹³ ILL. CONST., art. X, §3; 105 ILL. COMP. STAT. §§ 5/2-3.153 & 5/29-4.
- ¹⁴ IND. CONST., art. I, §6; IND. CODE 20-27-11-1; IND. CODE 20-33-5-9.
- ¹⁵ IOWA CONST., art. I, §3; IOWA CODE §285.1(3) & 10.1; IOWA Code.301.1.
- ¹⁶ KAN. CONST., art. 6, §6; KAN. STAT. ANN. §72-8306; KAN. STAT. ANN. §72-4160(selling textbooks at cost)
- ¹⁷ KY CONST., §§184, 186 & 189; KY. REV. STAT. ANN. 157.360(2)
- ¹⁸ LA. CONST., art. VIII, §13; LA. REV. STAT. ANN.. 17:353; 17:158.
- ¹⁹ 30-AME. REV. STAT. ANN. §5724;
- ²⁰ Maryland Nonpublic Student Textbook Program- authorized annually in appropriations language.
- ²¹ MASS. CONST., art. XVIII, §2; MASS. GEN. LAWS ANN, 76 § 1.
- ²² MICH. CONST., art. 8, §2; art. 1, §4; MICH. COMP. LAWS ANN. . 380.1321,1322.
- ²³ MINN. CONST., art. XIII, §2; MINN. STAT. ANN. §123B.86; §123B.42.
- ²⁴ MISS. CONST., art. VIII, §208; MISS. CODE ANN. §37-43-1.
- ²⁵ MO. CONST., art. I, §6; art. III, §38(a); art. IX, §§ 5 & 8.
- ²⁶ MONT. CONST., art. V, §11(5) & art. X, §6; MONT. CODE ANN. §§20-10-123 & 69-11-208(1)(o).
- ²⁷ NEB. CONST., art. VII, §11; NEB. REV. STAT., §§ 79-318, 79-734, 79-601.
- ²⁸ NEV. CONST., art. 11, §10; NEV. REV. STAT. §§ 392.300, 387.045.
- ²⁹ N.H. CONST., Part 2, Art. 83; N.H. REV. STAT. ANN. §§ 189:9, 189:49.
- ³⁰ N.J. CONST., art. 8, §4; N.J. STAT. ANN. §§18A:391, 18A:58-37.1, 18A:6-95.1; 18A:46-14, 46-19 et seq., 18A:51.6, 18A:46A-1, 18A:40-23.
- ³¹ N.M. CONST., art. XII, §3.; N.M. STAT. ANN. 22-15-7(but see Op.Atty. Gen Opinion 10-06 (Dec. 27, 2010).
- ³² N.Y. CONST., art. XI, §3; N.Y.EDUC. LAW §§ 3635.1a-c & 2-a, 701.3 & 4, 712, 912.
- ³³ N.C.CONST., art. II, §6,7; N.C.GEN.STAT. §§115C-242(1) & 115C-409(b).
- ³⁴ N.D. CONST., art. 8, §5; N.D. CENT. CODE §15.1-30-15.
- ³⁵ OHIO CONST., art. VI, §2; OHIO REV. CODE ANN. §§3317.06(A) & 3327.01.
- ³⁶ OKLA. CONST., art. 2, §5.
- ³⁷ OR. CONST., art. 1, §5; OR. REV. STAT. §332.415.
- ³⁸ PA. CONST., art. III, §§ 15 & 30; 24 PA. CONS. STAT. §§6-687, 21-2114, 9-923-A, 9.922.1-A, 5711-5713.
- ³⁹ R.I. CONST., art. I, §3; R.I. GEN. LAWS §§ 16-21-1, 16-21.1-2, 16-7-22 & 16-23-2.
- ⁴⁰ S.C. CONST., art. II, §4.
- ⁴¹ S.D. CONST., art. VIII, §16 & art. VI, §3; S.D. CODIFIED LAWS §§13-34-16.3 & 13-29-1.2.
- ⁴² TEX. CONST., art. I, §7 & art. VII, §5; TEX. REV. CIV. STAT. ANN. 4008b; TEX. GOV'T. CODE Chpt. 343.014.
- ⁴³ UTAH CONST., art. I, §4 & art. X, §9.
- ⁴⁴ VT. STAT. ANN. Tit. 16, §1222.
- ⁴⁵ VA. CONST., art. VIII, §10; VA. CODE ANN. §22.1-176.1.
- ⁴⁶ WASH. CONST., art. I, §11 & art. II, §4; WASH. REV. CODE 28A.335.180
- ⁴⁷ W.VA. CODE 18-5-13(1)(f)(A) & 15-5-21b
- ⁴⁸ WIS. CONST., art. I, §§ 18 & 23; WIS. STAT. §121.54(2)(b).
- ⁴⁹ WYO. CONST., art. VII, §8.



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Teacher Evaluator Training: Ensuring Quality Classroom Observers

Christopher Leahy

March 2012

Introduction

Extensive research tells us that improving teacher quality is the key to improving students' education. As a result of this compelling research and challenges put forward in the federal government's Race to The Top Program, many states are currently revisiting their teacher evaluation efforts. The issues implicated by these efforts are many and varied. For example, more than half the states are actively considering, or already utilizing, student performance on standardized testing as part of the means by which they measure teacher effectiveness. Classroom observation, however, still plays a prominent role in the evaluation of teacher efficacy. Many argue that a credible system of evaluation for teachers, including classroom observation, both demands more accountability from those teachers and provides the feedback necessary to help them improve or share their strengths with others through mentoring and various advanced teacher improvement programs.

Some, however, have raised concerns about the accuracy of observation-based evaluation methods.¹ Additionally, it is not unreasonable for teachers to question the qualifications of their observers to observe, evaluate and pass judgment on their teaching and professionalism. Accordingly, there has been a push at both the state and local levels to improve on the rigor and accountability of the observational component of evaluations.

Teacher Observer Training

One way to improve the quality of teacher observation evaluations is to provide training to the individuals doing the observing, be they administrators, other teachers or outside contractors. To their credit, states and local school agencies are recognizing this need. A number of states have legislation or policies mandating that those evaluating teachers be trained in the best practices of teacher observation and evaluation. How that is accomplished is often left up to local agencies. Other states provide more definition to the training required. Some require completion of an online training course or, in a number of cases, a multi-day training class, in order to be certified to observe and evaluate teachers. Additionally, there are independent consultants who specialize in such training, and a few of the states and school districts are tapping into these private resources. Examples of local and state approaches to teacher evaluator training follow.

Summary of approaches to training teacher evaluators utilized by states and local districts

<ul style="list-style-type: none"> • Five week trainings and testing of “Master Educators” who are hired specifically to train for and conduct teacher evaluations
<ul style="list-style-type: none"> • Three day training and testing of teachers who serve as observers for three years and then return to the teaching ranks so they do not lose their peer qualities as a teacher
<ul style="list-style-type: none"> • Three to four day face to face trainings, with or without tests, for teacher evaluators who may be administrators or other teachers
<ul style="list-style-type: none"> • Online training with and without tests
<ul style="list-style-type: none"> • State contracts with a private consultant to train all observers in the state, or in the alternative, train the trainers of observers
<ul style="list-style-type: none"> • State contracts with a private consultant to advise and assist local districts in crafting and enacting a training program
<ul style="list-style-type: none"> • State has trainers or models for training programs that the local districts, at their option, can consult
<ul style="list-style-type: none"> • State mandates training for all observers, but vests full discretion in the local districts on how to execute that mandate

What States and Districts Are Doing: Some Aggressive Models

The ***District of Columbia Public Schools (DCPS)*** district provides an example of one of the more rigorous evaluator training and preparation programs. The elements of what DCPS calls its Master Educator Program, part of the DCPS Impact evaluation program, are as follows:

- DCPS uses Master Educators hired specifically for the purpose of evaluating teachers. These individuals are not necessarily hired from within the district as DCPS engages in nationwide recruiting efforts. They are paid a generous salary.
- Master Educators typically have at least 6-10 years teaching service, but prerequisites are more than just being a good teacher. A Master Educator specializes in a subject area. There is a rigorous five-step process for choosing applicants. Applicants complete a sample teacher observation scoring activity and go through in-depth content screening before being offered an in-person interview. The interview includes a mock observation debriefing. Applicants then meet with the leadership team for another interview.
- DC is transitioning from an eight-week training program to a five-week program as their data shows the extra weeks are not beneficial to their objectives. The Master Educators now train for three weeks, then spend two weeks in live, informal observations.
- Master Educators are now trained by current or past Master Educators. Extensive testing and calibrating is undertaken through observations of teaching on videotape. Experienced staff reviews this work on a regular basis.

- Each year, Master Educators must complete a week of training and two weeks working with new trainees on live informal observations. Two days a month of continuing education are also required.
- DC is still building their training program for evaluations conducted by their school administrators.¹

Cincinnati Public Schools (CPS) is another example of one of the more rigorous evaluator training and preparation programs. Elements of that program include:

- Teachers are evaluated by a peer evaluator external to the school, in addition to being evaluated by an administrator.
- The peer evaluators are teachers themselves who have been chosen for this duty in part based on their own Teacher Evaluation System (TES) evaluations.
- These teachers serve as full-time evaluators for a three-year term, but then must return to teaching so they do not lose their peer qualities.
- Both these teacher evaluators and administrators must complete an intensive three-day training course and accurately score videotaped teaching examples before being qualified to observe and evaluate.
- The training covers an evaluation rubric designed by Charlotte Danielson, how to avoid bias, what is good and bad evidence, and how to objectively state evidence.
- Practice evaluations are conducted in and out of class and trainers must adequately complete a videotape-based assessment test.
- The trainee must complete a live evaluation with a mentor present who also completes an

evaluation at the same time for comparison purposes.

- The evaluator can begin assessments of teachers, but their evaluations must regularly be checked by the program lead for accuracy and consistency with the protocols taught in training.
- The District uses results of teacher evaluations to either: (1) release the teacher from the evaluation program for a specified time period; (2) select the teacher for the evaluator training program; (3) initiate a teacher improvement plan for that teacher; or (4) terminate the teacher.
- Also, each teacher in the District completes an Effective Teaching program that focuses on how the evaluations will be conducted and the rubric being utilized. It is highly recommended that the evaluators attend this eight-hour course.²

Another example of a teacher evaluator training program is found in **Maryland**. Maryland law requires the state board of education to adopt regulations that establish general standards of performance evaluations for teachers and principals that include observations, clear standards, rigor and claims of evidence of observed instruction.³ Currently, the board has a temporary framework in place as they go through the regulation promulgation process.

Already in place in Maryland, though, is the **Montgomery County Public Schools' (MCPS) Teacher Professional Growth System (TPGS)** aimed at ensuring teaching excellence by placing a premium on constant feedback, analysis and refinement of the quality of teaching. There is a comprehensive system in place to achieve these objectives, one element being a regular schedule of teacher observations. Like Cincinnati, extensive training is required for evaluators and teachers in order to increase accountability, create a common language for the discussion of what good teaching is, and to develop skills of analysis and critique that will make the dialogue a rich and data driven one. Specifically:

- Utilizing MCPS's teacher performance standards, an independent educational consultant group, Research for Better Technologies, Inc. (RBT), provides courses of study for observers and evaluators.
- In-district trainers at the MCPS Center for Skillful Teaching have been trained by RBT and assume most of the evaluator training responsibilities.

- Two six-day, 39-hour courses are required for all individuals engaged in observation and evaluation.
- Observational accountability is further strengthened by elements of the county's Peer Assistance and Review Program (PAR) where certain high-performing, proven teachers who are designated as Consulting Teachers (CT's) are the ones chosen to be trained to conduct observations and mentor teachers in need of assistance.⁴

Other approaches and examples of states or local districts with observer training programs include:

- **Florida:** Florida has contracted with an outside professional, Learning Sciences International (LSI), to provide technical assistance to all districts in their development of teacher evaluation plans consistent with the state's RTTT goals and objectives, including a renewed commitment to effective teacher evaluation. Districts formalize their own evaluation plans. To date, all of them include provisions for training the teacher observers and evaluators, but the specifics of that training is yet to be defined. It is anticipated that more details will be developed with LSI as time permits.⁵
- **Ohio:** Ohio's legislature has directed the state board of education to develop a standards-based state framework for the evaluation of teachers, including observational evaluations.⁶ Currently, the state department of education has a policy in place that requires a three-day face-to-face training followed by an online credentialing system for all prospective evaluators. The credentialing exercise has the potential evaluator observe and evaluate a teacher online and then assess him or her. If they do not assess correctly, then they must train further before being certified. The state is planning to develop an online continuing education requirement. Ohio has contracted with the National Institute for Effectiveness in Teaching (NIET), developers of the System for Teacher and Student Advancement (TAP), to help implement the program and train the trainers of the evaluators. The plan is to codify all of this in a statute, but currently it is only a department of education policy and part of the scope of the state's RTTT contract.

- **Tennessee:** Observers are trained in four-day training sessions directly by expert trainers contracted from the National Institute for Effectiveness in Teaching's (NIET) TAP Program. At the end of the four days, observers must pass a certification test. Additional refresher trainings and support are provided throughout the year.⁷
- **Iowa:** Iowa trains its teacher observer-evaluators through its teacher preparatory programs and an online evaluator course called IEvaluate. Individuals who attend teaching preparatory institutions for Iowa schools engage in an evaluator approval curriculum aligned to the online course. Others must complete the online course. Evaluators are also required to take an online course called Assessing Academic Vigor. Renewal of observer-evaluator training is required every five years.⁸
- **Colorado:** By both Colorado statute and rule, all performance evaluations must be conducted by an individual who has completed a training in evaluation skills that has been approved by the Department of Education. The legislature has directed DOE to develop a process for such approval that, at a minimum, ensures each evaluator training program includes training in the following areas: (a) teaching and learning styles; (b) student performance and student assessment; (c) data collection and documentation; and (d) school district standards and state mandates.⁹
- **New York:** State law requires that teacher evaluators be trained in accordance with regulations of the commissioner of education.¹⁰ While recent agreements between New York and the state teachers' union will necessitate changes to state regulations on teacher evaluations, it does not appear that the state's commitment to a program to train teacher evaluators will be affected. The New York State Education Department has solicited proposals from qualified vendors to plan, design and deliver a training program using a train-the-trainer model to implement new performance evaluations for teachers. The training contractor should be selected and beginning work in early 2012. Most evaluators of teachers will be principals. New York's overall training program will be designed to:
 1. Provide a common language to discuss effective teacher practices and actions
 2. Articulate clear expectations for effective, evidence-based teacher practice, based on the NYS Teaching Standards
 3. Provide highly effective (as determined by specific measurements), and intensive training to teacher evaluator trainers statewide and successive, duplicative trainings for second and third cohorts in the remaining years
 4. Include the initial and on-going calibration among network team members through inter-rater reliability, defined herein as a standard whereby observers accurately assess practice against agreed-upon criteria
 5. Include an aligned set of tools, protocols and processes for teacher performance reviews.¹¹

As noted, there are many other issues implicated in the states' laudable commitment to improving the quality and accountability of teacher evaluation. Either because of the pressing need to address some of these other issues first, funding concerns or emphasis on state policies that defer to the expertise of local districts, a number of states do not provide as much definition as others on how teacher observers should be trained. Approaches among these states vary. Some have legislation or policies that simply recognize the importance of ensuring that teacher evaluators are professionally trained and developed. Some specifically require training of observers to ensure reliability and validity of the evaluation process, leaving it to the discretion of the district to determine how those standards are met. At least one state provides trainers to train the districts' trainers, though the districts are not required to use the state trainers. Another approach by some states is to prepare and offer one or more models of teacher evaluator training that the local school authorities can choose from, or consult in crafting their own model. Still others go a bit further, setting specific standards for districts to follow in implementing teacher evaluation systems and training evaluators. For example, **Kentucky**, by regulation, requires that a teacher's primary evaluator be trained, tested and approved by the state department of education, and that the training include:

1. Skill development in the use of the local evaluation process; each local district is to conduct this training.
2. Skill development in the identification of effective teaching and management practices,

effective observation and conferencing techniques, establishing and assisting with a certified employee professional growth plan, and summative evaluation techniques relative to the academic expectations in [703 KAR 4:060](#). This training is to be conducted by a provider who has been approved by the Kentucky Department of Education as a trainer for the Instructional Leadership Improvement Program.

Additionally, Kentucky requires a minimum of 12 hours of continuing evaluation training to be completed every two years.¹²

Conclusion

In sum, there is currently a diverse array of approaches among the states and school districts because for most, the idea of training and monitoring evaluators is relatively new. As states and local school agencies work to build improved teacher evaluation systems, hopefully this summary of states' approaches will be a helpful source of information.

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State Policymaking

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2012 State of the State Addresses: Governors' Top Education Issues

By Emily Workman

March 2012

The leaders of 43 states and the District of Columbia have come before us to lay out plans for improving their states in the coming year. For many, their focus on education was notably prominent and often led the discussion. Governors explained that increasing the quality and availability of education, from preschool through postsecondary, was essential to recovering from the recession, spurring economic growth, remaining competitive, and to the health and wellbeing of each state's citizens. The following brief provides a summary of the top education issues highlighted in the 2012 state of the state addresses. A summary of each address can be found [here](#).

Top priorities for Governors:

- Finance (K-12 & Postsecondary)
- Teaching Quality
 - Evaluations & Effectiveness
 - Tenure
 - Pay-for-Performance
- Postsecondary Affordability/Access
- School Choice
- Workforce Development
- Early Learning (P-3)
- Reading & Literacy

Finance

Following the 2008 economic crisis, state budgets experienced their worst three-year period since the Great Depression. School district budgets across the country took a hit as they lost funding from both state and local sources. As a result, essential programs like those for low-wealth districts, teacher salaries and employee benefits were cut. It is no surprise, then, that following seven consecutive quarters of revenue growth in most states, at least 20 governors have made restoring funding for public K-12 education and universities a top priority.

Highlights: Finance

Connecticut Governor Dannell Malloy	Called for a funding increase of \$128 million and asked that it be targeted at the state's lowest performing and poorest districts.
Florida Governor Rick Scott	Recommended a \$1 billion increase in new state funding for education.
Georgia Governor Nathan Deal	Proposed appropriation of an additional \$146.6 million to fully fund enrollment growth in K-12 schools, \$55.8 million to fund salary increases for teachers, and \$3.7 million toward funding for school nurses, nutrition programs and transportation.

Idaho Governor Butch Otter	Called on the legislature to fully fund the cost of enrollment growth going forward for universities, colleges, and community colleges.
Illinois Governor Pat Quinn	Asked the legislature to make an investment to upgrade K-12 classrooms with modern labs, smart technology, digital books, high-speed Internet access and 21st century efficiency.
Rhode Island Governor Lincoln Chafee	Proposed devoting \$40 million in additional education funding to cities and towns.
Virginia Governor Bob McDonnell	Proposed a K-12 funding increase of \$438 million over the next two years to: strengthen the Virginia Retirement System for teachers and school employees; increase dollars going to the classroom; hire more teachers in science, technology and math; improve financial literacy; and strengthen Virginia’s diploma requirements.

Teaching Quality

A high-quality education system is dependent on having a highly effective teacher in every classroom. Many state and local leaders have gone to great lengths in trying to ensure they have the best teachers — from overhauling teacher evaluation systems, preparation and professional development programs, tenure and seniority policies, and performance pay. These important issues have remained at the forefront of K-12 education issues, evidenced by their prominence in at least 20 of the state of the state addresses.

“Highly effective teachers in the classroom and principals who are leaders are key to student success.”

~ Washington

Governor Chris Gregoire

Highlights: Teacher Evaluation and Effectiveness

Washington Governor Chris Gregoire	Proposed an overhaul to the state’s teacher evaluation system that would be focused on high-quality instruction, student achievement and growth. Governor Gregoire also plans to create a system that evaluates principal performance based on student achievement.
West Virginia Governor Earl Ray Tomblin	Proposed incorporating student achievement into teacher evaluations and requiring annual evaluations.
South Dakota Governor Dennis Daugaard	Announced he is rolling out the <i>Investing in Teachers</i> initiative that, among other things, will require that the teacher evaluation system consider student growth in test scores as well as classroom observations of evidence-based factors. Governor Daugaard also plans to invest in training administrators on the new evaluation system.
Delaware Governor Jack Markell	By implementing the Delaware Performance Appraisal System (DPAS – II), a statewide educator evaluation system, teachers will be evaluated on their planning and preparation, classroom environment, instruction, professional responsibilities and student improvement.

Highlights: Tenure/Continuing Contracts

Connecticut Governor Dannel Malloy	Proposed tenure reform whereby teachers will be required to earn and re-earn tenure based on student performance, school performance, and parent and peer reviews. In order to retain their tenure status, teachers will need to continue to prove their effectiveness in the classroom throughout their career.
New Jersey Governor Chris Christie	Proposed giving tenure only to teachers with strong evaluations and taking it away from those whose ratings are weak.
South Dakota Governor Dennis Daugaard	Intends to end the availability of tenure, effective July 1.
Virginia Governor Bob McDonnell	Proposed eliminating continuing contracts for teachers and principals and replacing them with annual contracts.

Highlights: Pay-for-Performance

Mississippi Governor Phil Bryant	Recommended compensating teachers based on student attainment and not on subjective evaluations.
New Jersey Governor Chris Christie	Proposed higher pay for teachers who are assigned to a failing school or teach a difficult subject.
Connecticut Governor Dannel Malloy	Proposed leaving the decision to local districts on whether teachers should receive financial incentives for consistently receiving high performance ratings.
South Dakota Governor Dennis Daugaard	Proposed paying every middle and high school math or science teacher a bonus of \$3500 annually beginning in 2013 and rewarding the top 20% best teachers with a bonus of \$5000 annually as of 2014.

Postsecondary Affordability/Access

More than ever, a college education is critical in order to remain competitive in the increasingly global marketplace. Those who leave school with a high school diploma (or below) are severely limited in job prospects, earnings and career progression. Unfortunately, however, tuition expenses continue to increase, leaving postsecondary access out of reach for many students. As a result, at least seven Governors are making college affordability and access a priority for all.

"The American dream becomes more attainable when a college degree is more accessible and affordable."

~ Virginia

Governor Bob McDonnell

Highlights: Postsecondary Affordability/Access

Oregon Governor John Kitzhaber	Recommended expanding the capacity of state universities to accommodate "tens of thousands" of additional graduates.
New York Governor Andrew Cuomo	Plans to expand his NYSUNY2020 Challenge Grants Program to 60 additional universities. The grant winners will, among other things, establish tuition credits and institute fair tuition reform that raise tuition by \$300 annually for five years. In doing so, sudden tuition spikes will be eliminated so that parents and students can better plan for college expenses.

Virginia Governor Bob McDonnell	Asked the legislature to invest \$200 million in new funding for colleges and universities. The Governor also recommended rewarding institutions for increasing the number of degrees, especially in STEM-H fields, improving graduation rates and expanding practical research.
Georgia Governor Nathan Deal	Recommended committing an additional \$20 million to the state's needs-based student loan program.
Alaska Governor Sean Parnell	Proposed investing \$400 million in a fund that will pay for Alaska Performance Scholarships for future generations.
Illinois Governor Pat Quinn	Asked that a significant investment be made in the state MAP scholarship program for this year after noting that last year, the same number of students were denied a scholarship as those that received one.

Charter Schools

Charter schools are public schools but have been freed from some of the rules and regulations that apply to traditional public schools, in exchange for increased accountability. The freedom from bureaucracy has allowed charters to be innovative in their approach to learning. The autonomy granted to charter schools, however, requires that they be held accountable for producing results and concerns have been raised about the degree to which this is being monitored. The state of the state addresses have reflected both the desire to expand the charter school movement by passing new charter school laws or making the approval process easier, and to ensure the schools' performance is properly accounted for. At least 11 governors prioritized discussions on charter schools.

"The way forward is very simple – it is to provide more choices and more opportunities for parents, for families, for children."

~ Louisiana

Governor Bobby Jindal

Highlights: Charter Schools

Missouri Governor Jay Nixon	Proposed an accountability bill that holds charter schools and their sponsors to high standards of academic achievement and financial integrity.
Ohio Governor John Kasich	Asked the legislature to exercise proper oversight over the state's charter schools and if a school continues to fail, to let parents and teachers have the power to take the school over themselves.
New Jersey Governor Chris Christie	Proposed streamlining the charter school authorizing process for the best performers in order to attract the best operators.
Virginia Governor Bob McDonnell	Proposed to expand charter schools, make the approval process and acquisition of property easier, and to require that a portion of state and local share of Standards of Quality student funding follow the child to a charter school.
Mississippi Governor Phil Bryant	Mississippi does not currently have a charter school law but the governor asked the legislature to pass one and begin creating schools across the state.
South Carolina Governor Nikki Haley	Recommended the expansion of charter schools across the state.

Workforce Development

Too many jobs are going unfilled because businesses are unable to find qualified workers to fill open positions. State leaders recognize that this void is negatively affecting their economy's ability to bounce back from the recession. Many are therefore making it a priority to ensure that their schools are producing students qualified to work in the current labor market and that community and technical colleges are available to provide new or additional training to those who need it. Workforce development was mentioned in at least nine addresses.

"Children who have quality early experiences are more likely to graduate from high school, attend college, and contribute positively to the economy."
~ Hawaii Governor Neil Abercrombie

<i>Highlights: Workforce Development</i>	
Washington, D.C. Mayor Vincent Gray	Proposed an overhaul to the city's job training infrastructure so that it equips people with the hard and soft skills necessary to compete for 21 st century jobs.
Georgia Governor Nathan Deal	Launching Go Build, a public-private initiative that will educate young people on the value of learning a trade. The governor is also encouraging community colleges and universities to adapt their programs to meet the needs of local businesses.
Massachusetts Governor Deval Patrick	Asked community colleges to become a fully integrated part of the state's workforce development plan. The Governor also proposed to channel more state workforce training dollars through the community colleges, to streamline the funding and governance of community colleges, to increase overall funding by \$10 million, and challenged the business community to match that new funding with an additional \$10 million.
Mississippi Governor Phil Bryant	Asked the state department of education, the community colleges and the Mississippi Department of Employment Security to come together to implement a dual enrollment process to allow students on the verge of dropping out of school to enroll in a community college workforce training program.
Ohio Governor John Kasich	Called for businesses to forecast the jobs they need to fill, for community colleges to educate people for those jobs, and for the creation of a workforce development training plan.
Washington Governor Chris Gregoire	Proposed funding for community and technical colleges to retrain 2,500 workers for the "jobs of tomorrow."

Early Learning (P-3)

A child's success throughout his/her educational career is heavily dependent on the availability and quality of an early childhood program. Without that, children risk entering elementary school already lagging far behind their peers and often struggle to ever catch up. In recognizing that investments in early childhood education can have the greatest return on investment for a state's economy, finding new ways to improve those systems was a central focus for at least 10 governors.

"Investing in our own human capital will pay huge dividends down the road."
~ Washington, D.C.
Mayor Vincent C. Gray

Highlights: Early Learning (P-3)

Mississippi Governor Phil Bryant	Proposed the development of a Division of Early Childhood Learning under the Department of Human Services to streamline services, monitor the learning opportunities in licensed child care centers and improve the state's ability to identify the quality of programs for early childhood education.
Oregon Governor John Kitzhaber	Recommended streamlining disparate early childhood programs to ensure coordination and accountability, getting programs focused on student outcomes, and measuring program effectiveness. He also emphasized the need to focus on serving more at-risk kids.
Hawaii Governor Neil Abercrombie	Proposed the implementation of an early education plan that will serve as the guide for building a stronger quality early care and education system.
Georgia Governor Nathan Deal	Proposed a funding increase to cover the cost of adding 10 days to the pre-K school year.
Washington Governor Chris Gregoire	Asked the legislature to adopt a bill that creates 'All Start,' a voluntary Washington preschool program that provides early learning opportunities to all 3- and 4-year-olds.
Washington, D.C. Mayor Vincent Gray	Recommended the expansion of access to universal, high-quality infant and toddler care so that children are prepared for the city's universal pre-K program.

Reading/Literacy

Research has shown that children who cannot read by the 3rd grade are likely to struggle throughout their lifetime, and are more likely fail or drop out of school, become socially dependent or enter the criminal justice systems, each severely limiting future prospects. As a result, at least nine state leaders aim to ensure that each child gains this vital skill through literacy campaigns that require early interventions, increased tutoring or retention policies.

"No skill is as fundamental to student achievement as the ability to read."
~ Wisconsin Governor Scott Walker

Highlights: Reading/Literacy

Wisconsin Governor Scott Walker	Proposed to provide funds for screeners to assess every child entering kindergarten so that teachers know each student's reading level and can create plans to get all reading at grade level, to require child care providers to include a new focus on reading skills and implement a more rigorous licensure exam for elementary education programs.
New Mexico Governor Susana Martinez	Called for a \$17 million investment in reading reforms so that teachers assess reading each year in grades K-3 and provide tutoring for students who are struggling, to increase the number of reading coaches in elementary schools and to provide every child with a book following the completion of kindergarten.
Colorado Governor John Hickenlooper	Proposed the development of intervention strategies with parents and teachers to identify failing students before they reach the 3rd grade.
West Virginia Governor Earl Ray Tomblin	Save the Children is partnering with three elementary schools and their administrators in rural McDowell County in order to focus on literacy.
Virginia Governor Bob McDonnell	Called on the legislature to fund policies to ensure that all young people can read proficiently by 3rd grade.

Emily Workman, with the ECS Information Clearinghouse, prepared this report. She can be reached at eworkman@ecs.org.

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End-of-Course Exams

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End-of-Course Exams

By Jennifer Dounay Zinth

March 2012

This report provides information on states that require students enrolled in courses that have an end-of-course (EOC) exam to take the EOC.

EOC by the numbers:

Statewide administration:

- Twenty-two states currently administer one or more EOCs to all students in an EOC course.
 - This number will increase to 26 states over the next decade as EOCs are anticipated to be implemented in Alabama, Connecticut, Hawaii and Ohio.

EOC as exit exam:

- Eight states currently require students to *pass* one or more EOC assessments to graduate from high school.
 - This number will likely increase to 15 states by 2020, with the anticipated implementation of EOCs as exit exams in Alabama, Connecticut, Florida, Louisiana, Ohio, Texas and Washington.

EOC not exit exam:

- Eleven states currently administer EOCs to all students in an EOC course, but do not require students to earn a passing score. These 11 states include California, New Jersey and South Carolina, which use another assessment as the state's exit exam.

Final course grade:

- At least five states — Georgia, Kentucky, North Carolina, South Carolina and Tennessee — require that the score on the EOC be factored into a student's final course grade. A sixth state, Texas, offers districts a deferral of a policy to incorporate EOC scores into students' final course grades, but for the 2011-12 school year only.

This report does not include:

- States such as Iowa and Michigan, which have developed EOCs for optional district-level use
- States such as Pennsylvania and Rhode Island, which allow EOCs to be used as one component of a proficiency demonstration that must accompany Carnegie units for high school graduation
- States such as South Dakota that have developed EOCs expressly for students who wish to exempt themselves from seat-time requirements in fulfilling high school graduation requirements
- States administering American Diploma Project (ADP) end-of-course assessments.

More details on these states' EOC programs available from the author on request.

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
AL	Proposal on transition from existing graduation exam to end-of-course assessments to be presented to the state board at its May 2012 meeting.		Gloria Turner, Alabama State Department of Education
AR	Four: <ul style="list-style-type: none"> English II Algebra I Geometry Biology 	<ul style="list-style-type: none"> Algebra I (current) English II (for 10th graders beginning 2013-14 school year) (Class of 2016) *Students who fail Biology or Geometry EOCs must participate in remediation, but passing score on EOC not required for HS graduation*	Arkansas Rule
CA	16: ¹ <ul style="list-style-type: none"> Algebra I Geometry Algebra II Integrated Math I, II, III Summative HS Math Biology Chemistry Earth Science Physics Integrated Science I, II, III, IV World History 	None *State uses CAHSEE (California High School Exit Examination) for exit purposes*	California Department of Education, Standardized Testing and Reporting Program: Annual Report to the Legislature ; February 2011; Blessing Mupanduki, STAR Office, California Department of Education
CT	Five (to be developed): ² <ul style="list-style-type: none"> Grade 10 English Algebra I Geometry Biology American History 	Effective Class of 2020: <ul style="list-style-type: none"> Grade 10 English Algebra I Geometry Biology American History 	CONN. GEN. STAT. ANN. § 10-221a(c), 10-5e
DE	Five: <ul style="list-style-type: none"> English II Algebra I Integrated Math I³ Biology U.S. History 	None	Delaware Comprehensive Assessment System , Delaware Department of Education News Release , "New test to better track student progress toward college and career readiness debuts in Delaware classrooms," October 11, 2010; Alison Kepner, Delaware Department of Education

¹ California also has end-of-course in CMA (California Modified Assessment) program for students with IEPs. CMA EOCs are available in Algebra I and geometry. STS (Standardized Test in Spanish) program administers EOCs in Algebra I and geometry.

² Legislation directs the department of education to begin development or approval of end-of-course assessments on/after July 1, 2014, and for these assessments to be developed or approved by July 1, 2016.

³ An Algebra II/Integrated Math III EOC is being field-tested in 2011-12 and is anticipated to be

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
FL	Five: <ul style="list-style-type: none"> Algebra I Geometry Biology I U.S. History Civics (for middle grades) 	State currently transitioning to EOC for math/science portion of exit exam: <ul style="list-style-type: none"> Algebra I (eff. students entering grade 9 in 2011-12) Geometry Biology I (both eff. for students entering grade 9 in 2012-13) *State will use Grade 10 FCAT 2.0 Reading as the English language arts portion of the state's exit exam. Eff. 2014-15 school year, students must pass middle grades Civics EOC to be promoted from middle grades.*	FLA. STAT. ANN. § 1003.428(2)(a)(2) and (3), 1008.22(3)(c)(2); Graduation Requirements for Florida's Statewide Assessments
GA	10: <ul style="list-style-type: none"> 9th-Grade Literature and Composition American Literature and Composition Mathematics I: Algebra/Geometry/Statistics Mathematics II: Geometry/Algebra II/Statistics GPS Algebra GPS Geometry Biology Physical Science United States History Economics/Business/Free Enterprise 	None. However, students in a course with an EOC must take the EOC, and the EOC score must count as 15% of the student's final course grade.	GA. COMP. R. & REGS. r. 160-4-2-.13(2)(e); Georgia Department of Education Web site
HI	One: <ul style="list-style-type: none"> Biology (eff. 2012-13) 	None	January 6, 2012 memo from State Superintendent Kathryn Matayoshi
IN	Three: <ul style="list-style-type: none"> English 10 Algebra I Biology I 	<ul style="list-style-type: none"> English 10 Algebra I 	IND. ADMIN. CODE tit. 511, r. 5-2-3(b)(4) and (5)
KY	Four: ⁴ <ul style="list-style-type: none"> English II Algebra II Biology U.S. History 	None. However, teachers must incorporate EOC scores into a student's final grade in the course, in accordance with local board and school-based decision-making council policies. Local boards must provide justification to the Kentucky Department of Education if that percentage factored into student's final grade is below 20%.	KY. REV. STAT. ANN. § 158.860; KDE Frequently Asked Questions: End-of-Course (EOC) Assessments: Edition 1
LA	Six: <ul style="list-style-type: none"> English II English III Algebra I Geometry Biology U.S. History 	Eff. students entering grade 9 in 2010-11 (Class of 2014): <ul style="list-style-type: none"> English II or English III Algebra I or Geometry Biology or American History 	La. Admin Code. tit. 28, pt. XXXIX, § 503(B)(1)(b), La. Admin Code. tit. 28, pt. CXI, § 701, 1801 and ff.
MD	Four: <ul style="list-style-type: none"> English Algebra/Data Analysis Biology Government 	<ul style="list-style-type: none"> English Algebra/Data Analysis Biology Government * Students must either receive a passing score on all four assessments or receive an overall combined score of 1602.*	MD. REGS. CODE tit. 13A, § 03.02.09(B)(3); Section 4, "Scoring Procedures" HSA Technical Report

⁴ Statute also calls for creation of Algebra I and Geometry EOCs, but these have not been developed at this time.

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
MA	Four: <ul style="list-style-type: none"> • Biology • Introductory Physics • Chemistry • Technology/Engineering 	Students must earn passing score on one of the four MCAS Science and Technology/Engineering (STE) tests (at left).	Mass. DOE MCAS Web site
MS	Four: <ul style="list-style-type: none"> • English II • Algebra I • Biology I • U.S. History from 1877 	<ul style="list-style-type: none"> • English II • Algebra I • Biology I • U.S. History from 1877 	SBE Policy 3600 , 3800
MO	Eight: ⁵ <ul style="list-style-type: none"> • English I • English II • Algebra I • Geometry • Algebra II • Biology • Government • American History 	None. However, students in Algebra I, Biology, English II and Government must take those EOCs.	Missouri Department of Elementary & Secondary Education Web site
NJ	One: <ul style="list-style-type: none"> • Biology 	None. However, students in a Biology course must take the Biology Competency Test (EOC). State uses High School Proficiency Assessment (HSPA) for exit purposes.	Measurement Incorporated fact sheet
NY	13: <ul style="list-style-type: none"> • Comprehensive English • Integrated Algebra • Geometry • Algebra 2/Trigonometry • Chemistry • Earth Science • Living Environment • Physics • Global History and Geography • United States History and Government • French • Italian • Spanish 	Five Regents exams, one each in: <ul style="list-style-type: none"> • English • Mathematics (chosen from list at left) • Science (chosen from list at left) • United States History and Government • Global History and Geography 	N.Y. COMP. CODES R. & REGS. tit. 8, § 100.5; New York State Education Department Web site
NC	Three: <ul style="list-style-type: none"> • English I • Algebra I • Biology 	None. However, students in a course with an EOC must take the EOC, and LEAs must make EOC results at least 25% of a student's final course grade. LEAs must adopt policies on the use of EOC assessment results in final grades. A North Carolina Department of Public Instruction document clarifies the courses in which students must take an EOC.	N.C. ADMIN. CODE tit. 16, r. 6D0305; North Carolina Department of Public Instruction Web site
OH	TBD	Statute calls for Ohio Graduation Test (OGT) to be replaced by a two-part "college and work ready assessment system" comprised of: <ol style="list-style-type: none"> 1. A nationally standardized assessment that measures college and career readiness 2. A series of EOCs in English language arts, math, science and social studies. "For each subject area, the state superintendent 	OHIO REV. CODE ANN. § 3301.0712(B)

⁵ Districts must administer EOCs in Algebra I, Biology, English II and Government to students taking those courses. The other four EOCs are made available at no cost to districts, but districts are not required to administer to students enrolled in those courses.

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
		and chancellor shall select multiple assessments that school districts, public schools, and chartered nonpublic schools may use as end-of-course examinations. Those assessments shall include nationally recognized subject area assessments, such as advanced placement examinations, SAT subject tests, international baccalaureate examinations, and other assessments of college and work readiness.”	
		Statute does not specify a timeline for transitioning from the OGT to the college and work ready assessment system.	
OK	Seven: <ul style="list-style-type: none"> • English II • English III • Algebra I • Algebra II • Geometry • Biology I • U.S. History 	<ul style="list-style-type: none"> • English II • Algebra I And two of the five: <ul style="list-style-type: none"> • English III • Algebra II • Geometry • Biology I • U.S. History 	OKLA. STAT. ANN. tit. 70, § 1210.508(A)(6), 1210.523
SC	Four: <ul style="list-style-type: none"> • English 1 • Algebra I/Math for the Technologies 2 • Biology 1/Applied Biology 2 • U.S. History and the Constitution 	None — state uses another assessment for exit purposes. However, students in a course with an EOC exam must take the EOC, and “students are required to pass a high school credit course in science and a course in United States history in which end-of-course examinations are administered to receive the state high school diploma.” The EOC score counts as 20% of the student’s final grade in the course.	S.C. CODE ANN. § 59-18-310(B); 43 S.C. CODE ANN. REGS. 43-262; South Carolina Department of Education Web site
TN	Nine: <ul style="list-style-type: none"> • English I • English II • English III • Algebra I • Geometry • Algebra II • Biology I • Chemistry • Physics • U.S. History 	None. However, students in a course in which an EOC is administered must take the EOC and earn a passing grade in the course. For students entering grade 9 in fall of 2009 and 2010 (Class of 2013 and 2014), scores on EOC exams = 20% of final course grade. For students entering grade 9 in fall of 2011 and thereafter (Class of 2015) EOC exam scores = 25% of final grade.	TENN. COMP. R. & REGS. 0520-01-03.06(2)(d); Tennessee Department of Education Web site
TX	12: ⁶ <ul style="list-style-type: none"> • English I • English II • English III • Algebra I • Geometry • Algebra II • Biology • Chemistry • Physics • World Geography • World History • United States History 	Eff. Class of 2015: Students must take all 12 EOCs, earn a to-be-determined cumulative score on each of the four content areas, and pass the English III and Algebra II EOCs. An exception to the EOC requirement is made for a student who elects into “Minimum” high school curriculum, in which case a student is exempted from EOCs in courses not required by the Minimum curriculum. Statute also requires a student’s score on the EOC assessment to account for 15% of a student’s final course grade. However, a February 2012 letter from the commissioner of education provides districts a deferral of this policy for the 2011-12 school year. Statute requires the end-of-course exams to be used for college placement purposes (students who achieve a certain benchmark on English III or Algebra II EOCs are considered “college-ready”	TEX. EDUC. CODE ANN. § 28.014, 39.023(c), 39.0232, 39.0233, 39.024, 39.025; Texas Education Agency Web site

⁶ Texas also has “modified” and “alternate” EOC assessments for students with disabilities, and EOCs in some subject areas for English language learners.

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
		<p>and do not need to take a placement exam upon entry to a public four-year postsecondary institution in the state). Statute additionally requires the Texas Education Agency to develop EOC questions to identify students “who are likely to succeed in an advanced high school course.”</p> <p>In addition, students who do not meet college readiness standards on a required end-of-course assessment must complete a “college preparatory” course (which has its own end-of-course assessment) in that subject. Statute directed the commissioner of education and commissioner of higher education to recommend for state board adoption “the essential knowledge and skills of courses in college preparatory mathematics, science, social studies, and English language arts[.]” The score on the EOC for the college preparatory course must account for 15% of the student’s final grade for the course.</p>	
UT	<p>11:</p> <ul style="list-style-type: none"> • English 9 • English 10 • English 11 • Pre-Algebra • Algebra I • Geometry • Algebra II • Earth Systems • Biology • Chemistry • Physics 	None	<p>UTAH ADMIN. CODE R277-402(G)(1) and R277-404-3(A)(1); Utah State Office of Education Web site</p>
VA	<p>12:</p> <ul style="list-style-type: none"> • Reading (usually administered grade 11) • Writing • Algebra I • Geometry • Algebra II • Earth Science • Biology • Chemistry • World Geography • Virginia and U.S. History • World History and Geography to 1500 • World History and Geography since 1500 	<p>Six:</p> <ul style="list-style-type: none"> • 2 in English • 1 math • 1 laboratory science • 1 history and social sciences • 1 student-selected 	<p>8 VA. ADMIN. CODE § 20-131-50; Virginia Department of Education Web site</p>

State	Number of end-of-course exams	Those students must pass for HS graduation	Citation
WA	Three: <ul style="list-style-type: none"> Algebra I/Integrated Math I Geometry/Integrated Math II Biology⁷ 	<p>Eff. Class of 2012: No, although all 10th graders must take Biology EOC (even those not enrolled in a biology course), as state is using Biology EOC to fulfill high school science assessment requirement for NCLB accountability.</p> <p>Eff. Class of 2013: Students may use results from either EOC from first year of HS mathematics (i.e., Algebra I or Integrated Math I) or results from a high school mathematics retake assessment to complete math portion of exit exam.</p> <p>Eff. Class of 2015: Students must complete math portion of exit exam requirement via Algebra I/Integrated Math I and Geometry/Integrated Math II (“or results from a high school mathematics retake assessment for the end-of-course assessments in which the student did not meet the standard.”)</p>	<p>WASH. REV. CODE ANN. § 28A.655.066, .068; Washington Office of Superintendent of Public Instruction Web site</p>

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⁷ 2011 legislation establishes legislative intent to develop additional science EOC assessments: “the legislature finds that the financial resources for developing additional end-of-course assessments for high school science are not available in the 2011-2013 biennium. Nevertheless, the legislature intends to revisit this issue in the future and further intends at an appropriate time to direct the superintendent of public instruction to develop one or more end-of-course assessments in additional science subjects.”



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50-State Mathematics Requirements for the Standard High School Diploma

By Jennifer Dounay Zinth

March 2012

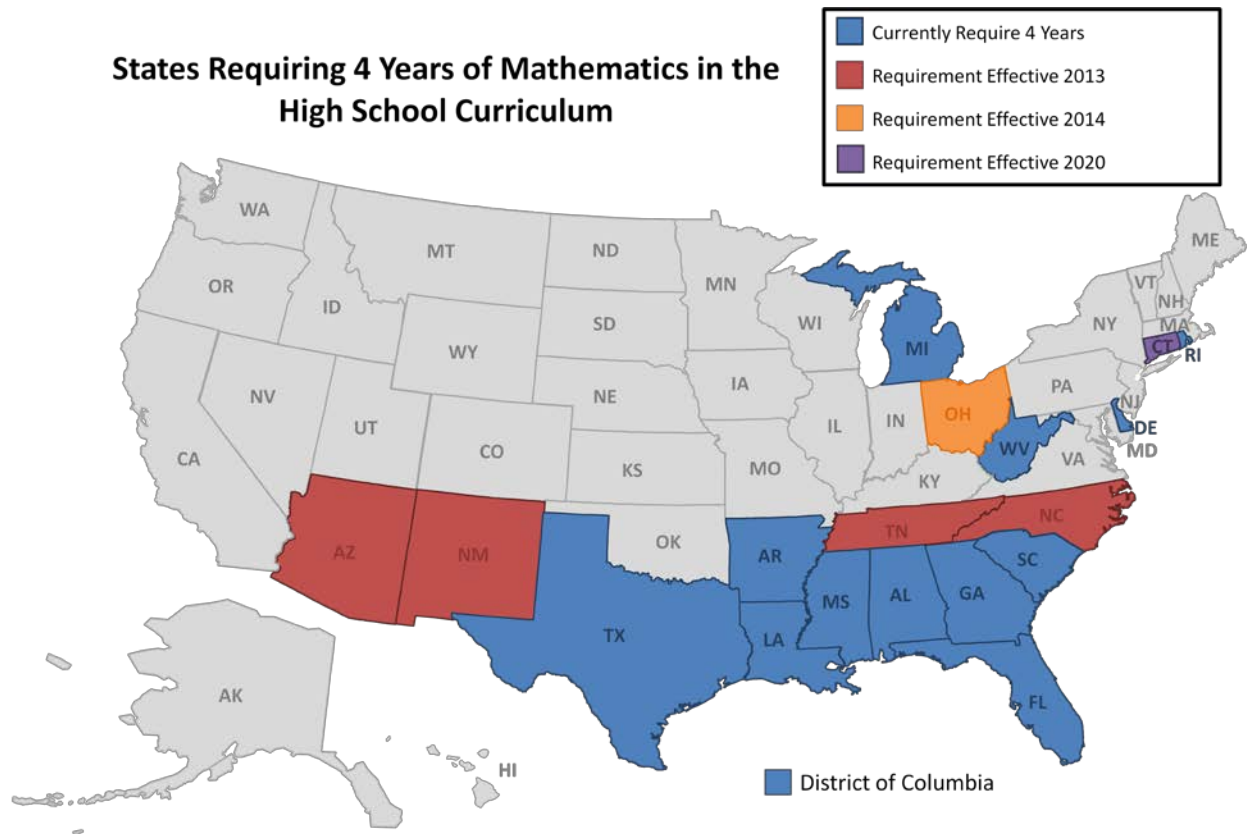
This report identifies the number of Carnegie units or specific courses in mathematics that students must complete to earn the standard high school diploma in their state.

Two trends are clear: states are increasingly requiring students to complete four years of math in high school, and are beginning to require students to complete a math course each year of high school, to ensure students earning high school math credit before grade 9 are engaged in rigorous math content their final year of high school.

Require four Carnegie units in math in 2012	12 states + D.C.
	Alabama Michigan
	Arkansas Mississippi
	Delaware Rhode Island
	District of Columbia South Carolina
	Florida Texas
	Georgia West Virginia
	Louisiana
Require 4 Carnegie units in math for Class of 2013	16 states + D.C.
	Arizona
	New Mexico
	North Carolina
	Tennessee
Require four Carnegie units in math for Class of 2014	17 states + D.C.
	Ohio
Require four Carnegie units in math for Class of 2020	18 states + D.C.
	Connecticut

Require a math course each year of high school, or during senior year	At least three states
	Delaware
	Kentucky
	Tennessee
Require a math course each year of high school, or during senior year for Class of 2016	At least four states
	Indiana

States Requiring 4 Years of Mathematics in the High School Curriculum



Notes:

1.) Four states (DE, IN, KY, TN) specify either that a math course must be completed each year of high school, or that a math course must be completed during the student's senior year. A fifth state (IN) will be effective for the class of 2016.

Note: This table does not include mathematics requirements for advanced diplomas or endorsements. Such requirements are available from the author upon request.

State	Units	Required courses, if specified	Citation
AL	4	One unit each Algebra I, geometry	ALA. ADMIN. CODE R. 290-3-1-.02
	4	Class of 2013: one unit each Algebra I, Geometry, Algebra II with Trigonometry, plus one add'l math credit	
AK	2		ALASKA ADMIN. CODE tit. 4, § 06.075(b)
AZ	3	Course content for at least two courses must include "Number Sense and Operations; Data Analysis, Probability and Discrete Mathematics; Patterns, Algebra and Functions; Geometry and Measurement; and Structure and Logic." Content for third course must include "significant mathematics content."	ARIZ. ADMIN. CODE R7-2-302.01(1)(c), R7-2-302.02(1)(c), R7-2-302.03
	4	Class of 2013: In addition to two courses above, incl. one Algebra II and one math unit that includes "significant mathematics content as determined by the" local board or charter school.	
AR	4	Algebra I, Geometry, Algebra II and unit chosen from "Transitions to College Math, Pre-Calculus, Calculus, Trigonometry, Statistics, Computer Math, Algebra III, or an Advanced Placement math," Students must take a math course in grade 11 or 12.	Ark. Admin. Code 005.15.2-14.0
CA	2		CAL. EDUC. CODE §

State	Units	Required courses, if specified	Citation
			51225.3(a)(1)(B)
CO	n/a ¹		
CT	3		CONN. GEN. STAT. ANN. § 10-221a
	4	Class of 2020: Incl. Algebra I, Geometry, Algebra II or Probability and Statistics	
DE	4	The equivalent of Algebra I, Geometry, Algebra II. Must complete a math course during the senior year. Class of 2016: Must complete Algebra II or Integrated Mathematics III course. Must complete a math course during the senior year.	14 Del. Admin. Code 505
DC	4	Algebra I, Geometry, Algebra II. (Algebra I no later than 9th grade.)	D.C. MUN. REGS. tit. 5, § 2203.2
FL	4 ²	Algebra I, a series of courses equivalent to Algebra I, or a higher-level math course Class of 2014: Also Geometry or equivalent series of courses Class of 2016: Algebra II or equivalent series of courses	FLA. STAT. ANN. § 1003.428(2)(a)(2); 1003.429
GA	4	Algebra I or equivalent, Algebra II or equivalent, Algebra III or equivalent. Additional math credit(s) must be chosen from specified courses.	GA. COMP. R. & REGS. r. 160-4-2-.48(3)(b)(5)(ii)(II)
HI	3	No more than one math unit may be below Algebra I ³	Board Policy 4540 (Class of 2016 here)
	3	Class of 2016: Algebra I, Geometry, or newly developed Common Core State Standards proficiency-based equivalents	
ID	2		IDAPA 08.02.03.105.01(d)
	3	Class of 2013: One Algebra I, one Geometry, and one of student's choice. One unit must be taken in last year of HS.	
IL	3	One Algebra I and one unit that "must include geometry content"	
IN	3	Either Algebra I, Geometry, Algebra II sequence or Integrated Mathematics I, II, III. Students "strongly recommended" to complete math unit during last year of high school. Students must earn one unit of either math or physics during last two years of HS. Class of 2016: Students must complete three units after entering high school, and be enrolled in math or quantitative reasoning course each year of high school.	IND. ADMIN. CODE tit. 511, r. 6-7.1-4 and -5; IND. CODE ANN. § 20-32-4-7 through -10
IA	3		IOWA CODE § 256.7(26)(a);
KS	3	"including algebraic and geometric concepts"	KAN. ADMIN. REGS. 91-31-21(a)(4)

¹ State constitution gives local boards authority over K-12 curriculum, including course requirements for high school graduation.

² State also makes available 3-year diploma option that requires only 3 units of math. However, eff. Class of 2014, 4 units math will be required, and Algebra I, geometry and Algebra II requirements will be implemented in same years as for traditional diploma.

³ http://graduation.k12.hi.us/pdfs/Class_of_2010,2011,2012_WEB.pdf

State	Units	Required courses, if specified	Citation
KY	3	Algebra I, Geometry, Algebra II. "An integrated, applied, interdisciplinary, occupational or technical course that prepares a student for a career path based on the student's individual learning plan may be substituted for a traditional Algebra I, Geometry or Algebra II course on an individual student basis if the course meets the content standards in the Kentucky core academic standards." Math must be taken each year of HS. Pre-algebra may not count towards four but may be counted as elective.	704 KY. ADMIN. REGS 3:305, Section 2
LA	4	One unit each Algebra I (Applied Algebra I, or Algebra I-Pt. 2), geometry or applied geometry, Algebra II and fourth unit chosen from state-determined list.	La. Admin Code. tit. 28, pt. CXV, §§ 2317, 2318 and 2319, pt. XXXIX, § 503
ME	2	"It is highly recommended that all students have exposure to basic algebraic concepts and skills."	ME. REV. STAT. ANN. titl. 20-A, § 4722(2); CODE ME. R. Ch. 127, § 7.02(A)(1)(d)
MD	3	Includes one unit "with instruction in algebra aligned with the Maryland High School Assessment for algebra/data analysis or one or more credits in subsequent mathematics courses for which Algebra I is a prerequisite, and one with instruction in geometry aligned with the content standards for geometry"	MD. REGS. CODE tit. 13A, § 03.02.04((A)(3)
MA	n/a ⁴		
MI	4	Includes Algebra I, Geometry, Algebra II (or a three-unit integrated equivalent), "and an additional mathematics credit, such as trigonometry, statistics, precalculus, calculus, applied math, accounting, business math, a retake of algebra II, a course in financial literacy as described in section 1165. A pupil may complete algebra II over two years with two credits awarded or over 1.5 years with 1.5 credits awarded ... A pupil also may partially or fully fulfill the algebra II requirement by completing a department-approved formal career and technical education program or curriculum that has appropriate embedded mathematics content, such as a program or curriculum in electronics, machining, construction, welding, engineering, or renewable energy."	MICH. COMP. LAWS ANN. § 1278a(1)(a)(i), 1278b(5)
MN	3	"encompassing at least algebra, geometry, statistics, and probability sufficient to satisfy the academic standard" Class of 2015: Students must complete Algebra I by end of 8th grade, and complete Algebra II or equivalent.	MINN. STAT. ANN. § 120B.023, 120B.024(a)(2)
MS	4	Two of the four units must be beyond Algebra I (list of such courses in regs)	MISS. ADMIN. CODE 7-2-1 Appendix A, 7-1-52 Appendix A; MISS. CODE ANN. § 37-16-17(1) and (2)(e)(ii)
MO	3		MO. CODE REGS. ANN. tit. 5, § 20-100.190(1)
MT	2		
NE	n/a	For Classes of 2012 through 2014, graduation requirements set by local districts	Neb. Admin. R. & Regs. Tit. 92, Ch. 10, § 003.05A2
	3	Class of 2015: Three units, "with course content that includes algebraic, geometric, data analysis, and probability concepts."	
NV	3		NEV. ADMIN. CODE ch.

⁴ Most course requirements for high school graduation set at district level.

State	Units	Required courses, if specified	Citation
			389, § 664(1)
NH	3	Includes “algebra credit that can be earned through a sequential, integrated or applied program”	N.H. CODE ADMIN. R. ANN. Ed. 306.27 (Table 306-2)
NJ	3	Includes Algebra I. Districts must encourage students who have met math requirements to complete a unit of math each year of high school, “aimed at preparation for entrance into post-secondary programs or 21st century careers” Class of 2014: Includes geometry or equivalent Class of 2016: Includes a third year of math “that builds on the concepts and skills of algebra and geometry and that prepares students for college and 21st century careers”	N.J. ADMIN. CODE TIT. 6A, § 8-5.1(a)(1)(ii), (b)(1)
NM	3	Includes equivalent of Algebra I or higher	N.M. STAT. ANN. § 22-13-1.1(F)(2), (I)(4)
	4	Class of 2013: Includes the equivalent (or higher) of Algebra II	
NY	3	Students must complete a course/Regents exam in either Integrated Algebra, Geometry, or Algebra 2/Trigonometry	N.Y. COMP. CODES R. & REGS. tit. 8, § 100.5; Regents Diploma Requirements for Mathematics
NC	3 or 4	Students choose between College/University Preparatory Course of Study and Technical Preparation Course of Study. <i>College/University Prep:</i> Four units. Either Algebra I, Geometry, Algebra II and a higher math course for which Algebra II is a prerequisite, or Integrated Mathematics I, II, III and one course beyond Integrated Mathematics III <i>College Technical Prep:</i> Three units. Either (a) Algebra I, Geometry, Algebra II; (b) Algebra I, Technical Mathematics I and II; (c) Integrated Mathematics I, II, III	N.C. ADMIN. CODE tit. 16, r. 6D.0503
	4	Class of 2013: <i>Future-Ready Core Course of Study</i> is default curriculum. Four units, incl. either Algebra I, Geometry, Algebra II, or Integrated Mathematics I, II, III. In either case, fourth unit must be “aligned with the student’s post high school plans.”	
ND	3		N.D. CENTURY CODE § 15.1-21-02.2 and -02.3
OH	3		OHIO REV. CODE ANN. § 3313.603
	4	Class of 2014: Includes one unit Algebra II or equivalent	
OK	3	“limited to Algebra I, Algebra II, Geometry, Trigonometry, Math Analysis, Calculus, Advanced Placement Statistics, or any mathematics course with content and/or rigor above Algebra I and approved for college admission requirements”	OKLA. STAT. ANN. tit. 70, § 11-103.6
OR	3		OR. REV. STAT. § 329.451
PA	n/a ⁵	Class of 2015, students will need to demonstrate proficiency in Algebra I, either via completion of an Algebra I course in which the Keystone Exam serves as 1/3	22 PA. CODE § 4.24

⁵ Course requirements for high school graduation set by local districts

State	Units	Required courses, if specified	Citation
		of the final course grade, or a local equivalent exam, or AP or IB.	
RI	4	Fourth year may be a mathematics-related course	L-6-3.1
SC	4		43 S.C. CODE ANN. REGS 259(I)((A)(1)
SD	3	Includes one unit each Algebra I, Geometry, Algebra II	S.D. ADMIN. R. 24:43:11:01 and :02(3)
TN	3	Must include one of the following: Geometry, Technical Geometry, Algebra II or Integrated Mathematics II.	Tenn. Comp. R. & Regs. 0520-1-3-.06
	4	Class of 2013: Algebra I, Geometry, Algebra II (or the equivalents) and an additional course beyond Algebra I. Students must be enrolled in a math class each year	
TX	4	Algebra I, Geometry, Algebra II; fourth credit chosen from state-determined list	19 TEX. ADMIN. CODE § 74.61(c), 74.62(b)(2), 74.63(b)(2)
UT	3	Algebra I, Geometry, Algebra II. If credit for any of these courses is earned before grade 9, student must still complete three units of math that meet specified criteria.	UTAH ADMIN. CODE R277-700-6(C)(2)
VT	3		VT. CODE R. 7-1-2:2120.8.7(a)(2)(C)
VA	3	Courses must be at or above the level of algebra, including two courses chosen from “Algebra I, Geometry, Algebra II or other mathematics courses above the level of algebra and geometry.” Class of 2015: Must include at least two courses chosen from Algebra I, Geometry, Algebra Functions and Data Analysis, Algebra II, or other mathematics courses above the level of Algebra II.	8 VA. ADMIN. CODE § 20-131-50(B)
WA	2	Must “at minimum align with mathematics grade level expectations for 9th and 10th grade, plus content that is determined by the district.”	WASH. ADMIN. CODE § 180-51-061(1), -066, -067
	3	Class of 2013: Three units must “align with the high school mathematics standards as developed and revised by the office of superintendent of public instruction” and include Algebra I, geometry, Algebra II or Integrated Mathematics I, II, III. Also specifies three units of high school course-taking for student who earned Algebra I or Integrated Mathematics I or Geometry or Integrated Mathematics II credit before grade 9.	
WV	4	State offers “Professional Pathway” and “Skilled Pathway” curriculum options. “It is the intent that students in the professional pathway will take mathematics annually, but must take at least three mathematics classes in grades 9-12.”	W. VA. CODE ST. R. § 126-42-5
WI	2		WIS. STAT. § 118.30(1)(a)(1)
WY	3		W.S.1977 § 21-2-304 (a)(iii)(B)

“Lower-level option available” refers to students in general education programs. States typically specify that for a student with a disability, the IEP team must determine what modifications, if any, to the curriculum are necessary to fulfill the graduation requirements.

State	Lower-level option available
AL	<p>Class of 2013: “Beginning at the end of Grade 8, the choice to opt out [of Advanced Academic Endorsement] can be made at the end of any semester in any grade as long as the student and his or her parent(s) agree. Students who opt out of FIRST CHOICE may pursue an Alabama High School Diploma with a Career and Technical Endorsement or Advanced Career and Technical Endorsement, or the Alabama High School Diploma.”¹</p> <p>Alabama High School Diploma: Same as pre-2013</p> <p>Advanced Career and Technical Endorsement: Four units, incl. one unit each Algebra I, Geometry, Algebra II and math elective (may be embedded/substituted)</p> <p>Career and Technical Endorsement: Four units, incl. one unit each Algebra 1, Geometry, 2 math electives (1 may be embedded/substituted)</p>
AZ	<p>Effective Class of 2013: “Personal curriculum” is available for student who has successfully completed two credits specified for Class of 2012 but whose “development team” (student, parent or guardian, and either school counselor, principal or designee, and other members as principal deems appropriate) determines the student demonstrates a need to modify the Algebra II or equivalent requirement. Personal curriculum may modify only Algebra II requirement. Student may substitute Algebra II for at least one math unit that includes “significant mathematics content as determined by the” local board or charter school, and must complete a math course the student’s senior year. Further details, procedures in ARIZ. ADMIN. CODE R7-2-302.03</p>
AR	<p>Four units, incl. one unit Algebra or equivalent and one unit Geometry or equivalent. “All math units must build on the base of algebra and geometry knowledge and skills.” Parent or guardian may waive student participation from more advanced math requirements.</p>
CT	<p>Effective Class of 2020: Districts must provide students “alternative means ... to complete high school graduation requirements ... if such student is unable to satisfactorily complete any of the required courses” but statute does not specify alternative curriculum.</p>
IN	<p>Upon parental request, student may opt into “general curriculum” option. This curriculum includes two units math, which must be earned after the student enters HS. Must include 1 unit Algebra I or Integrated Mathematics I unless completed before HS entry. One unit must be “from the mathematics area of study”; other unit may be from business technology, family and consumer sciences, technology education, or career-technical course “having predominately mathematics content.”</p>
LA	<p>After a student has been enrolled at least two years in high school, the student and student’s parent or guardian may request the student be exempted from the Louisiana Core 4 default curriculum. Multiple alternatives:</p> <p>Louisiana Basic Core: Four units math, including one unit Algebra I (or Applied Algebra I, or two-unit Algebra I-Pt. 1 and Algebra I-Pt. 2 sequence), Geometry or Applied Geometry and two units chosen from state-determined list.</p> <p>Career diploma: Four units, including one unit Algebra I or Applied Algebra I (or two-unit Algebra I-Pt. 1 and Algebra I-Pt. 2 sequence), and units chosen from: (a) Geometry or Applied Geometry; (b) Technical Math; (c) Medical Math; (d) Applications in Statistics and Probability; (e) Financial Math; (f) Math Essentials; (g) Algebra II; (h) Advanced Math–Pre-Calculus; (i) Discrete Mathematics; or (j) course(s) developed by the LEA and approved by BESE. Prior to choosing this option, student must have written parent or guardian permission after consultation with school guidance counselor or administrator.</p>
MI	<p>A “personal curriculum” may be developed if the student, parent or guardian, subject area teacher in area in which student is seeking exemption (and/or other appropriate school staff member) agree this is the best option. Student with a personal curriculum in math must still complete at least 3½ of math units required in general curriculum. Student must still complete “Algebra I and geometry, and successfully ... at least one mathematics course during his or her final year of high school. The algebra II credit required under that section may be modified as part of a</p>

State	Lower-level option available
	<p>personal curriculum ... if the pupil meets one or more of the following:</p> <ul style="list-style-type: none"> (i) Successfully completes the same content as one semester of algebra II, as determined by the department. (ii) Elects to complete the same content as Algebra II over two years, with a credit awarded for each of those two years, and successfully completes that content. (iii) Enrolls in a formal career and technical education program or curriculum and in that program or curriculum successfully completes the same content as one semester of Algebra II, as determined by the department. (iv) Successfully completes one semester of statistics or functions and data analysis.”
MS	Career diploma: Intended “for students not wishing to pursue a baccalaureate degree.” At least three math units, including Algebra I.
NM	Class of 2013: Parent may submit “written, signed permission for student to complete a lesser mathematics unit” in lieu of Algebra II.
NC	<p>Career Preparation Course of Study (Class of 2012 last class for which this option is available). Three units, including Algebra I. “This requirement may be met with Integrated Mathematics I and II when accompanied with the Algebra I end-of-course (EOC).”</p> <p>Class of 2013: “In the rare instance a principal exempts a student from the Future-Ready Core mathematics sequence, except as limited by N.C.G.S. §115C-81(b), the student will be required to pass:</p> <ul style="list-style-type: none"> (i) Algebra I and Geometry plus either Alternative Mathematics I and Alternative Mathematics II or two application-based mathematics courses as determined by the LEA or (ii) Algebra I and Algebra II plus either Alternative Mathematics I and Alternative Mathematics II or two application-based mathematics courses as determined by the LEA or (iii) Integrated Mathematics I and Integrated Mathematics II plus either Alternative Mathematics I and Alternative Mathematics II or two other application-based mathematics courses as determined by the LEA.”
ND	“If after completing at least two years of high school a student has failed to pass at least one-half unit from three” of seven areas of the curriculum or has a grade point average at or below the 25th percentile of other students in the district who are enrolled in the same grade, the student may request that the student's career advisor, guidance counselor or principal meet with the student and the student's parent to determine if the student should be permitted to pursue an optional high school curriculum, in place of the” standard curriculum. If the parent gives written consent, the student must complete two units of math.
OH	A student entering 9th grade in 2010-11 through 2013-14 school years may opt into a less rigorous curriculum after the student has attended high school for at least two years. Legislation describes process. Such student would be required to complete pre-Class of 2014 graduation requirements.
OK	With written parental/guardian permission, a student may alternatively complete three units or sets of competencies including Algebra I, and two units from specified set.
OR	<p>Statute allows for awarding of “modified diploma ... to students who have demonstrated the inability to meet the full set of academic content standards for a high school diploma with reasonable modifications and accommodations. To be eligible for a modified diploma, a student must:</p> <ul style="list-style-type: none"> (a) Satisfy the requirements for a modified diploma established by the State Board of Education; and (b) Have a documented history of an inability to maintain grade level achievement due to significant learning and instructional barriers or have a documented history of a medical condition that creates a barrier to achievement.” <p>Statute also provides for “extended diploma.”</p>
PA	The secretary of education may grant waivers “on a case-by-case basis for good cause. Waivers will be based upon receipt of a written request from the chief school administrator. Waivers may be granted to accommodate students who experience extenuating circumstances (including serious illness, death in immediate family, family emergency, frequent transfers in schools, or transfer from an out-of-State school in 12th grade).”
SD	In addition to excusals permitted for limited English proficient students, “A student may be excused from taking the required units of Algebra II, geometry, chemistry, or physics to align with a student's personal learning plan if the student's parent or legal guardian and school counselor or administrator agree and the excuse is documented. A student may be excused from Algebra II or geometry but not from both requirements. The student must still

State	Lower-level option available
	complete three units of mathematics and three units of laboratory science.”
TX	Students may opt into the “Minimum High School Program” if the student is at least 16; has completed two credits for graduation in each of the subjects of English language arts, math, science and social studies; or “has failed to be promoted to Grade 10 one or more times as determined by the school district[.]” Minimum program includes three math units, incl. Algebra I, Geometry, and third unit chosen from state-determined list.
UT	“Students may opt out of Algebra 2 with written parent/legal guardian request. If an opt out is requested, the third math credit shall come from the advanced and applied courses on the Board-approved mathematics list.”
WA	Effective Class of 2013: Students may pursue third unit of math other than Algebra II or Integrated Mathematics III if specified procedure is followed.

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¹ Alabama State Department of Education, *First Choice Brochure*, (2009), http://www.alsde.edu/general/Firstchoicebrochure_2009.pdf, (accessed March 8, 2012).

Third Grade Literacy Policies: Identification, Intervention, Retention

By Stephanie Rose and Karen Schimke
Education Commission of the States
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Introduction

Students not reading proficiently by the end of 3rd grade are four times more likely than proficient readers to drop out of high school.¹ This fact and other recent research on the importance of early literacy skills have culminated in an intense focus on improving 3rd-grade reading proficiency. The challenges of improving literacy are, in turn, causing more state leaders to confront the difficult question: *Should students who do not have the requisite knowledge and reading skills to succeed in the next grade be retained?*

The growing number of state initiatives aimed at addressing 3rd-grade reading proficiency include three elements:

- 1) Early identification of reading difficulties
- 2) Interventions that occur as close to the point of need as possible
- 3) Retention.

While states such as Florida and major cities such as New York City have enacted so-called “promotion gates” in the past decade, it is the less-contentious aspects of their policies — early assessments to identify reading difficulties and the provision of “whatever-it-takes” interventions for struggling students — that are the most effective drivers of achievement. That said, proponents of retention credit the threat of retention as the mechanism that helps to ensure that reading difficulties are identified and interventions do occur.

Research asserting that birth to age 5 are critical years for brain development is also encouraging a growing number of state leaders to target literacy development in the earliest years as well as the early grades. We address here the strategy that is causing the most angst across the states: retention. We also stress the importance of and need for early identification and intervention strategies. To illustrate, we describe the experiences of both Florida and New York City. Finally, we outline strategies to help ensure that a far greater number of young readers leave the early grades at a proficient level of knowledge and skills.



Background on Grade Retention

Research is mixed on the efficacy of grade retention, mirroring the mixed opinions of educators and parents. While some researchers have found that retained students “can significantly improve their grade-level skills during their repeated year,” others have found that less than half of retained students meet promotion standards after attending summer school and repeating a grade.^{2,3} Some research points to other negative effects, including a greater likelihood of bullying and victim behavior, or dropping out of high school.^{4,5}

On the other hand, promoting students who don’t have the requisite skills to succeed leaves students at risk of failure. And while many fear children will be worse off if they are promoted to the next grade without the needed knowledge and skills, others contend that retention can damage children’s self-esteem and force them to repeat programs that are not meeting their needs. Concerns about damaging students’ early feelings toward school and their attitudes toward their own abilities are especially pertinent, as most children are held back in grades K-3, the majority in kindergarten or 1st grade.⁶

Further concern about grade retention policies stems from the fact that retention disproportionately affects disadvantaged students. While nationally about 10% of K-8 students are retained for one or more years, the figure ranges from just 5% for non-poor children to nearly 25% for poor children.⁷ Further, retained students are more likely to be male, minority and of lower socioeconomic status (SES).^{8,9} This raises serious questions about equity and the potential for prejudicing teachers’ attitudes toward the academic capabilities of retained students. Given these disparities, some view grade retention as punishing disadvantaged students who also may not have received the same quality of instruction as their more advantaged peers.



Photo courtesy of Pew Center on the States

Finally, grade retention is not without cost. Assessment and identification costs aside, retaining a child costs an average of \$10,297 per year.¹⁰ In a school district of 1,000 students, if 10% of all students were retained in a year (100 students in total) it would produce a cost of almost \$1.3 million. In addition to the direct costs to school districts, the Organization for Economic Cooperation and Development (OECD) has found that student retention creates another cost to our society — that of a delayed entrance into the labor market. Each year that students are retained in school is a year that they are not participating in our labor force.

In a meta-analysis of studies of student retention policies, the RAND Corporation found that the most successful retention policies, as measured by student outcomes, are characterized by early assessments and numerous interventions.

In a recent report, OECD notes that retention rates vary widely by country, with 13 out of 65 OECD countries and OECD partners listing 97% or more of their students as never having repeated a grade (primary through upper-secondary) but 12 of 65 countries reporting that over 30% of students repeated at least one grade. The United States falls in between with a K-8 retention rate of about 10% (see **Appendix B** for a full list of countries). OECD researchers point out that countries with low retention rates use other strategies to deal with struggling students, such as granting schools more autonomy to establish student-assessment policies, deciding which courses are offered, designing course content and choosing textbooks.¹¹

When coupled with strong identification and intervention components, grade retention policies can have positive effects on student achievement. In a meta-analysis of studies of student retention policies, the RAND Corporation found that the most successful retention policies, as measured by student outcomes, are characterized by early assessments and numerous interventions. Where outcomes were most positive for students, remediation often included individualized education plans, continuous evaluation of academic performance, low student-teacher ratios and other intensive interventions. This analysis suggests that while retention policies may generate public interest and a sense of urgency for improving early reading proficiency, similar improvements in student achievement might well be achieved through identification and intervention — without the need for retention.

Current Policies and Future Initiatives (State of the Nation)

Some states (such as Ohio) have had laws in place for years that require that no pupils be promoted without reaching 3rd-grade-level reading skills, while others (such as Iowa, Wisconsin and New Mexico) are proposing similar initiatives in 2012. Florida is the most cited model of a strict 3rd-grade retention policy but Florida retains students as a last resort and only after identification of difficulties and provision of interventions for struggling readers. In addition, Florida statute also includes “good cause” exemptions.

Based on the Rand research cited earlier, provisions for early identification of difficulties and numerous interventions should form the basis of effective state policy. ECS staff have identified 22 states and the District of Columbia that have policies centered on 3rd-grade reading and that have at least one of these policy elements. The following section summarizes details embedded within these two key elements and in the more controversial “sister” element — student retention.

Early Identification

Decisions states need to make:

- ✦ Identify at which levels children should be assessed: Pre-kindergarten, kindergarten through grade 3, or just grades 1-3.
- ✦ Decide who will select key assessments. The legislature might require the state board to select a single assessment or to put together a “bank” of recommended assessments from which local schools could choose.
 - Utah, for example, directs the state board to determine the appropriate state tests and to set the standard for mastery. Utah law even requires that the selected test must be downloadable to portable technology devices.
 - In a number of other states, the assessments are a mix of state-mandated and locally-determined approaches.
 - An important question is, who pays?
- ✦ Assessments could be formative or summative in nature, or a mix of both.
- ✦ Consider how often and when evaluations should be administered, and whether they are required or simply recommended.
 - Four states, for example, require annual reading assessments for all students grades K-3, and one of those states, Arizona, also includes preschool.

Early Intervention

Decisions states need to make:

- ✦ Interventions should add to instructional time. Some states target after-school hours or intercessions or the summer months.
 - Ten states require or recommend participation in summer school for students with reading deficiencies
 - An additional eight states specify additional instructional time outside of the regular school day (after school) or extending the school year to provide supplemental instruction.
- ✦ Consider how to ensure implementation of multiple, evidence-based, effective interventions.
 - Six states require the development of individualized instruction plans for struggling readers.
 - Also consider whether schools or districts should be required to adopt plans for implementation.
- ✦ Consider how the most effective language and reading teachers or tutors (those with evidence of success) will be assigned to struggling readers.



Photo courtesy of Pew Center on the States

Nine states explicitly require parental notification of their child's difficulties, the interventions that are planned and the potential for retention.

- ✦ Decide whether students will be required to attend after-school programs, Saturday or summer interventions. Consider mechanisms to hold parents accountable for student attendance.
- ✦ Think about the point at which parents need to be notified of their child's reading difficulties and what influence they should be granted over interventions, or retention.
 - Nine states explicitly require parental notification of their child's difficulties, the interventions that are planned and the potential for retention.
 - Arizona allows parents to select an intervention strategy.
 - Indiana requires schools to provide parents with strategies to assist their children.
 - Colorado requires parents to agree to implement a home reading program.
- ✦ Determine whether the state will provide additional funding for interventions and whether funding will vary by level of student need.



Photo courtesy of Pew Center on the States

Retention

Decisions states need to make:

- ✦ Decide whether students whose scores do not meet expectations will be retained in grade.
 - Nine states require students to meet a literacy benchmark through traditional or alternative assessment in order to be promoted to the 4th grade.
 - Colorado currently retains 3rd-grade students only in reading, allowing students proficient in other subjects to move ahead with their peers in those areas, but pending 2012 legislation would fully retain students in grade.¹²
- ✦ Decide whether parents can override retention decisions. Expect broad resistance if parents are not provided a voice in retention decisions.
- ✦ Determine whether or not student promotion should hinge solely on a test score. Stakeholders are likely to push back if it does. Consider specifying what constitutes a rich body of evidence to be used for making such retention decisions.
- ✦ Consider whether full participation and a level of improvement in interventions should reduce the likelihood that a student will be retained.
 - Five states require that students either meet a literacy benchmark or that they participate in remediation or an individual improvement plan before moving on to the 4th grade.
 - Two states explicitly authorize retention but allow promotion if students participate in remediation and improve their performance.
- ✦ Define "good cause" exemptions.
 - Of the states that list specific potential exemptions from retention, four allow students to be promoted based on alternative assessments or portfolios, or if a principal and reading teacher otherwise agree that a student is prepared for the next grade.
 - Five states exempt students with disabilities, English language learners (ELLs), or students with other "good cause" exemptions similar to Florida's (see **Appendix A**).
 - Several states allow promotion of students whose skills remain below grade level standards but who have previously been retained for two years and received intensive remediation.
 - At least one state explicitly allows for parental appeals, which are then reviewed by a grade placement committee who will determine if a child is academically prepared to advance to the next grade.

Florida: A Case Study in Early Identification, Intervention and 3rd-Grade Retention

In 2002, the Florida state legislature passed S.B. 20E. This law required 3rd-grade students to attain a score of level 2 (of 5) on the Florida Comprehensive Achievement Test (FCAT) before being promoted to 4th grade.

Though labeled by most as a 3rd-grade retention policy, it is important to note that this law also sets clear requirements for early identification and intervention for struggling readers in kindergarten to 3rd grade. Once a student's difficulties are identified, schools are required to develop academic improvement plans that describe the specific areas of reading deficiency, desired levels of performance in these areas and necessary support services. Next, schools are required to detail for parents of struggling readers the steps they are taking to help the student, what intervention is proposed and the consequences of continued poor performance (3rd-grade retention). Notably, if students are retained, the law is explicit in requiring that they must be provided with an intensive program that is different from the previous year's program and that takes into account the student's individual learning style.

Florida also offers flexibility through six clear "good cause" exemptions from retention such as disabilities, limited English proficiency, or performance demonstrated via alternative assessments or portfolios. While the state uses a benchmark score of 2 or above on the FCAT for promotion to 4th grade, teachers and principals have an array of options for promoting students who are able to demonstrate reading proficiency by alternate means such as locally determined assessments and portfolios of student work. See **Appendix A** for a full list of exemptions. It is important to note that the state of Florida has assessed student achievement for over 40 years, and has a database of student data upon which to base its FCAT test and retention threshold.

Since implementation, the Florida 3rd-grade retention policy has been studied by a number of researchers seeking to measure the impacts on students in terms of K-3 retention rates, academic gains and future performance. The Florida Legislature's Office of Program Policy Analysis and Government Accountability (OPPAGA) has produced two reports, and researchers at the University of Alabama examined the impact of Florida's policy in a series of reports published by the Manhattan Institute.



Takeaways from studies of Florida's retention policy include:

- ✦ **Florida experienced a large jump in retention rates in the first year of implementation, followed by a gradual decrease in the percentage of students retained.**
OPPAGA researchers found that in 2003, the 3rd-grade retention rate rose from 3.3% pre-policy to 14.4% post-implementation. By the 2006-07 school year, the percentage of students retained was down to 8.1%.¹³ Researchers also found an increase in the number of children retained in grades K-2 (from approximately 29,500 children in 2001-02 to 40,000 in 2003-04).¹⁴
- ✦ **Since the retention policy went into effect, 3rd-grade FCAT Reading scores have increased steadily.**
In the 2001-02 school year, 27% of 3rd graders scored a level 1 (at risk for retention) and 59% scored a 3 or above (proficient), according to a 2008 OPPAGA study.¹⁵ In the 2007-08 school year only 16% of children scored below the level 2 benchmark, with 72% achieving FCAT proficiency.
- ✦ **Most students who were retained in the 3rd grade improved in their 4th-grade year.**
OPPAGA's 2006 comprehensive study of Florida's 3rd-grade retention policy found that 62% of students who were retained in 3rd grade after scoring at level 1 on the FCAT improved their performance to a level 2 or higher in 4th grade.¹⁶
- ✦ **Students who were retained under Florida's 3rd-grade retention policy outperformed similar students who were "socially promoted" in earlier years.**
University of Alabama researchers found that low-performing students subject to the retention policy made gains in reading greater than those of similar students not subject to the policy promoted in earlier years.¹⁷ They also found that students made significant reading gains relative to socially promoted students two years after being subject to the policy. Benefits in reading grew substantially from the first to the second year after retention.¹⁸
- ✦ **Students promoted on the basis of a good cause exemption outperformed students who were promoted despite scoring a 1 on the FCAT before the retention policy went into effect.**
This suggests that students receiving "good cause" exemptions were better prepared for 4th grade than socially promoted students. Of pre-policy 3rd graders who were promoted despite scoring a level 1 on the FCAT, only 29% improved to a level 2 or above in 4th grade, versus 44% of "good cause" exempted 3rd graders in year one of Florida's retention policy.
- ✦ **Students with exemptions based on alternate assessments/portfolios outperformed students who received other types of exemptions (70% scored at/above level 2 in 4th grade in 2003-04).**
This suggests that students who demonstrate proficiency despite scoring a 1 on the FCAT are ready for 4th grade regardless of their difficulties with the assessment. Providing this type of exemption is important for students who have difficulties with standardized tests.

- ✦ **The use of portfolios and alternative assessments increased over time, as educators became more familiar with the policy.**
The percentage of children scoring at level 1 but receiving a good cause exemption for promotion based on alternative assessments or a student portfolio increased in year two of policy implementation.¹⁹
- ✦ **Schools reported providing earlier assessments and remediation after the retention policy was adopted.**
Schools often reported assessing students beginning in kindergarten as well as providing more intensive reading instruction than they had before the policy went into effect.²⁰ Researchers also found that schools were adopting technology aids (such as reading software capable of tracking student progress) and that 90-minute reading blocks were established in many classrooms.
- ✦ **Strong leadership led to improved outcomes for students under Florida's 3rd-grade retention policy.**
OPPAGA researchers found that the schools that were most successful in improving the performance of retained 3rd graders set higher academic expectations for all students and had stronger instructional leadership than less successful schools. Florida schools did better in remediating 3rd graders if leaders clearly communicated goals, ensured learning strategies were implemented and set a climate of high expectations.²¹

Lessons learned from Florida:

- ✦ Strong early identification and intervention are a crucial component of any retention policy.
- ✦ States can expect a jump in K-3 retention rates in the first years of policy implementation.
- ✦ As the benefits of early identification and intervention are felt, test scores are likely to improve, and retention rates likely to decline.
- ✦ A mandated retention policy with identification and intervention guidelines provides urgency around 3rd grade reading and leads to earlier assessment and intervention.
- ✦ Good-cause exemptions allowing students to demonstrate proficiency through alternative assessments and/or portfolios appear to adequately screen for children who would benefit from promotion, despite low scores on statewide assessments.
- ✦ Strong school leadership is important to the success of an early identification, intervention and retention policy. Particularly helpful are setting high expectations for children, communicating goals and processes clearly to teachers, and providing adequate support to staff.

New York City: A Case Study in Early Identification, Intervention and Retention

In 2003, New York City (NYC) adopted promotion and retention guidelines for 3rd graders (followed by 5th graders in 2003, 7th graders in 2005 and 8th graders in 2008).²² NYC requires students to be retained if they score at level 1 of 4 (signifying “serious academic difficulties”) on the New York State assessment of English Language Arts (ELA) or mathematics. The policy also has strong identification and intervention components, emphasizing early identification, additional instructional time and continuous assessment of student progress. Schools identify students needing services at the beginning of each year, based on teacher or principal recommendations, previous test results and/or in-class assessments. Students identified as struggling in one of the tested subjects are ensured access to Academic Intervention Services (AIS), including differentiated instruction in the classroom, small-group instruction, small class sizes and summer school. NYC’s retention policy applies only to general education students and offers students opportunities to be promoted based on a portfolio of student work, summer standardized assessment or an appeals process.

Takeaways from studies of NYC’s retention policy include:²³

- ✦ **Intervention services were offered to all students identified as struggling, as well as stronger readers who requested AIS.**
RAND Corporation found that schools served not only Level 1 students needing remediation, but also extended services to students scoring at Level 2 and Level 3 (not at risk of retention) as space permitted.²⁴ Most schools relied mainly on reading and mathematics specialists and AIS leaders to provide intervention services.
- ✦ **Schools varied in the type and intensity of interventions offered to students.**
Nearly all schools provided small group tutoring during the school day and provided after-school programming (37.5 minutes of small-group instruction). More than two thirds of schools provided one-on-one tutoring. Less than half provided instruction during school

breaks, with most schools offering services two or more times per week. Many different people were involved in providing AIS, including coaches, administrators, aides and parent volunteers.

- ✦ **School leaders utilized additional strategies to improve student performance.**
Schools studied by RAND provided professional development to teachers on differentiated instruction and using assessment data to guide instruction in order to better serve struggling readers. Some principals also required teachers to use highly structured curricula with detailed daily plans, and/or use materials that teach test-taking strategies.²⁵
- ✦ **The overwhelming majority of principals and AIS leaders felt that interventions enhanced student performance.**
Over 95% of principals and AIS leaders rated small group and one-on-one tutoring as moderately or very effective in improving student performance. Over 90% of principals felt that Saturday school programs improved student reading, mathematics and test-taking skills.
- ✦ **5th-grade students who were identified for intervention and retained under NYC’s policy improved their skills, even two years later.**
Researchers found that retained students outperformed the comparison group on 7th-grade assessments and would be expected to score a Level 2 and be promoted to 8th grade. (Note: RAND focused on interventions and results of New York City’s 5th-grade retention policy.)
- ✦ **Researchers found few differences in socio-emotional well-being between students who were retained and those who were promoted.**
Comparing at-risk students who were promoted to retained students, researchers found student attitudes toward reading and mathematics generally comparable. Retained students, however, reported a “greater sense of school connectedness” than at-risk promoted students and not-at-risk students, even four years after the retention decision.

Lessons learned from New York City:

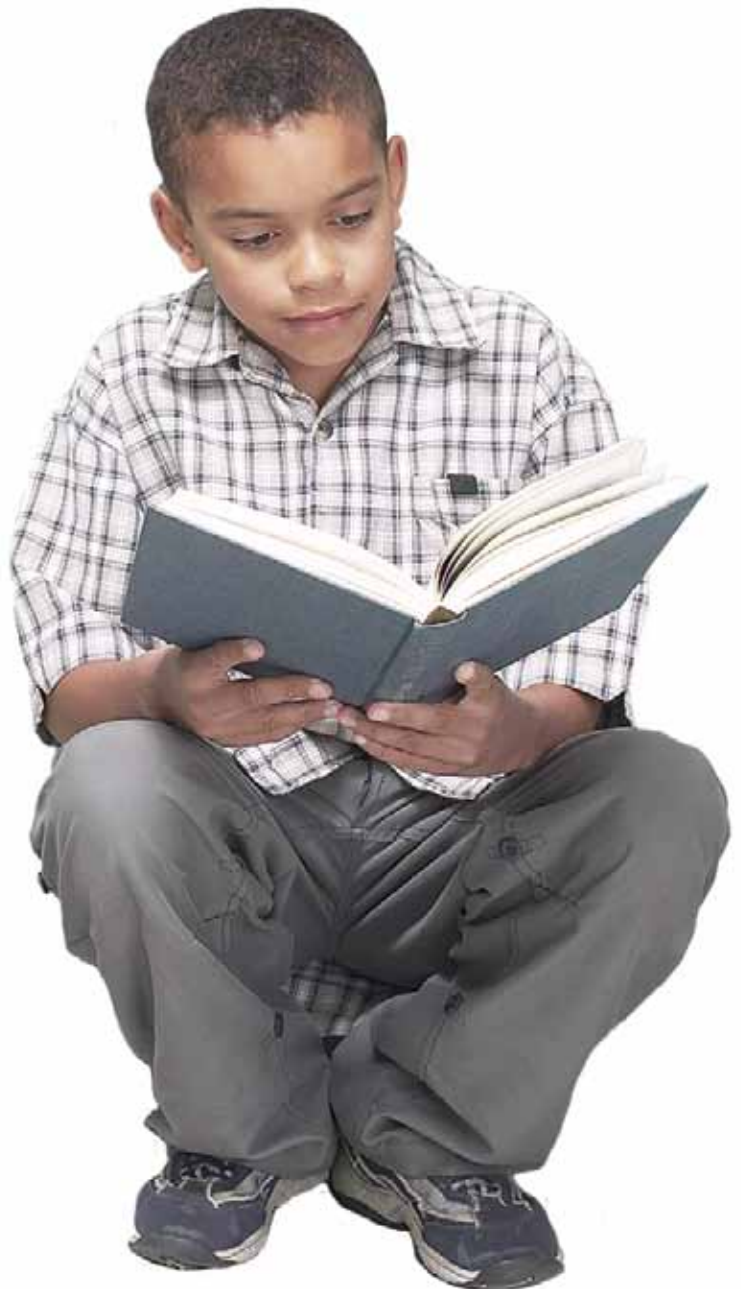
- ✦ Intensive remediation such as small group and one-on-one tutoring as well as Saturday and summer school can improve students’ reading skills for many subsequent years.
- ✦ Interventions can also be useful to students scoring in the mid-range on state-wide assessments, though they are not at immediate risk of being retained.
- ✦ Professional development for teachers in the areas of differentiated instruction and teaching test-taking strategies can help teachers better identify and intervene with struggling readers.

Moving Forward

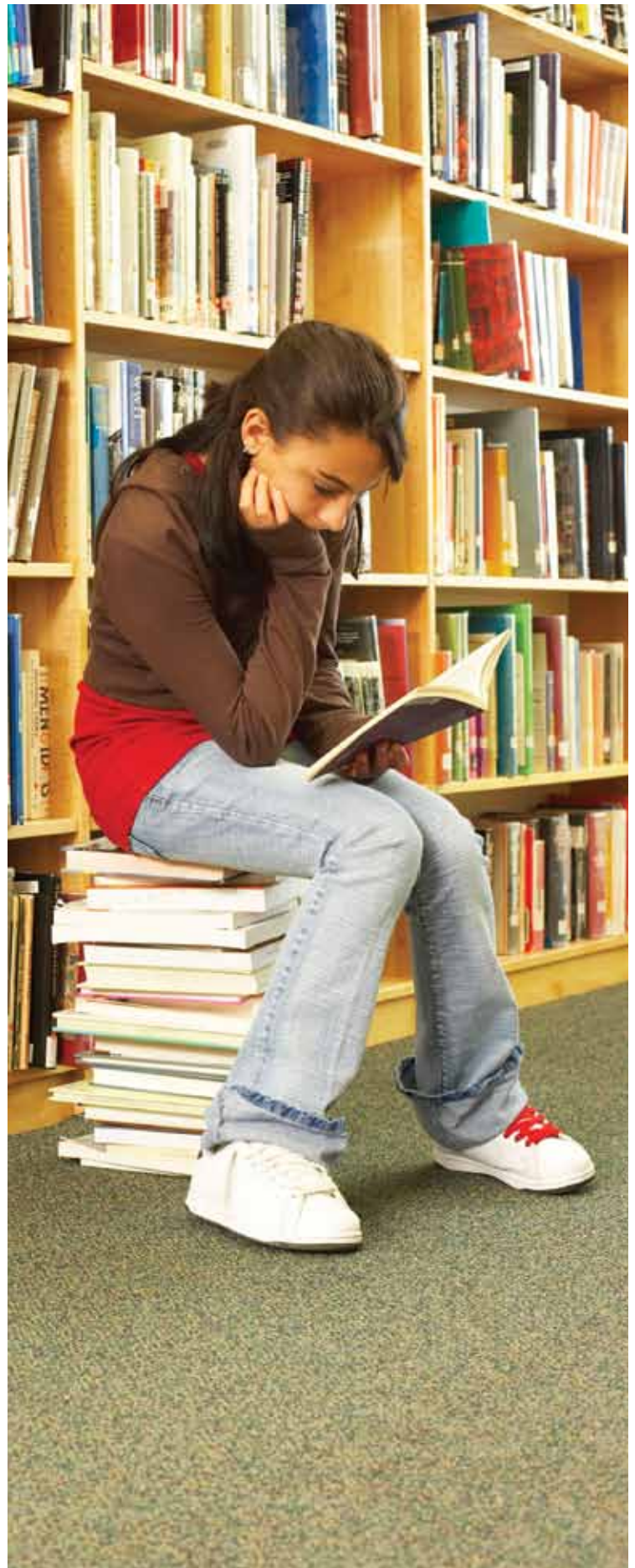
In this document, we have discussed various actions that states are taking to ensure students have adequate literacy skills by 3rd grade. Below are guidelines for states to follow as they work toward improving 3rd-grade reading proficiency.

1. Create a sense of urgency around 3rd-grade reading, emphasizing the benefits of early identification and intervention. While implementing a 3rd-grade retention policy is one way to do this, consider alternatives:
 - a. Set annual goals for improvement and publicly report on how well those goals are met.
 - b. Publicize evidence-based literacy resources, including best practices for parents and educators to improve early reading skills (pre-K-3).
 - c. Initiate a statewide campaign for grade-level reading proficiency that includes what early literacy looks like and empowers parents and educators to help young students acquire reading skills.
2. Expand access to quality pre-K and full-day kindergarten programs to give young learners ample opportunities and assistance to develop literacy skills. Providing low-cost or needs-based programs also speaks to equity concerns, as low-income and minority children are disproportionately retained.
3. Ensure all early learning opportunities are built around language-rich, rigorous and engaging curricula to develop students' knowledge, vocabulary and skills. Require selection only of materials, systems and programs for which independently reviewed impact data is available. Selection and implementation of any components should be limited to those that allow for frequent and ongoing review for whether they are resulting in student growth.
4. Assess knowledge and reading as early as possible (pre-K or kindergarten), and provide numerous avenues for identifying struggling readers. Teacher recommendations and a mix of local and state assessments will cast a wide net. Utilize Early Warning Systems to make use of data to keep students on track to 3rd-grade reading proficiency.²⁶
5. Require immediate, evidence-based interventions in K-3 for struggling readers. Ensure that remediation is targeted and personalized, and that students are getting additional instruction, versus redistributing class time. Develop a body of information on research-based intervention strategies proven to enhance student achievement. Require impact analyses that identify where interventions are getting results and where they are not. While intensive interventions may be costly, the cost of providing remediation to a student is lower than that of having him/her repeat a grade.

While intensive interventions may be costly, the cost of providing remediation to a student is lower than that of having him/her repeat a grade.



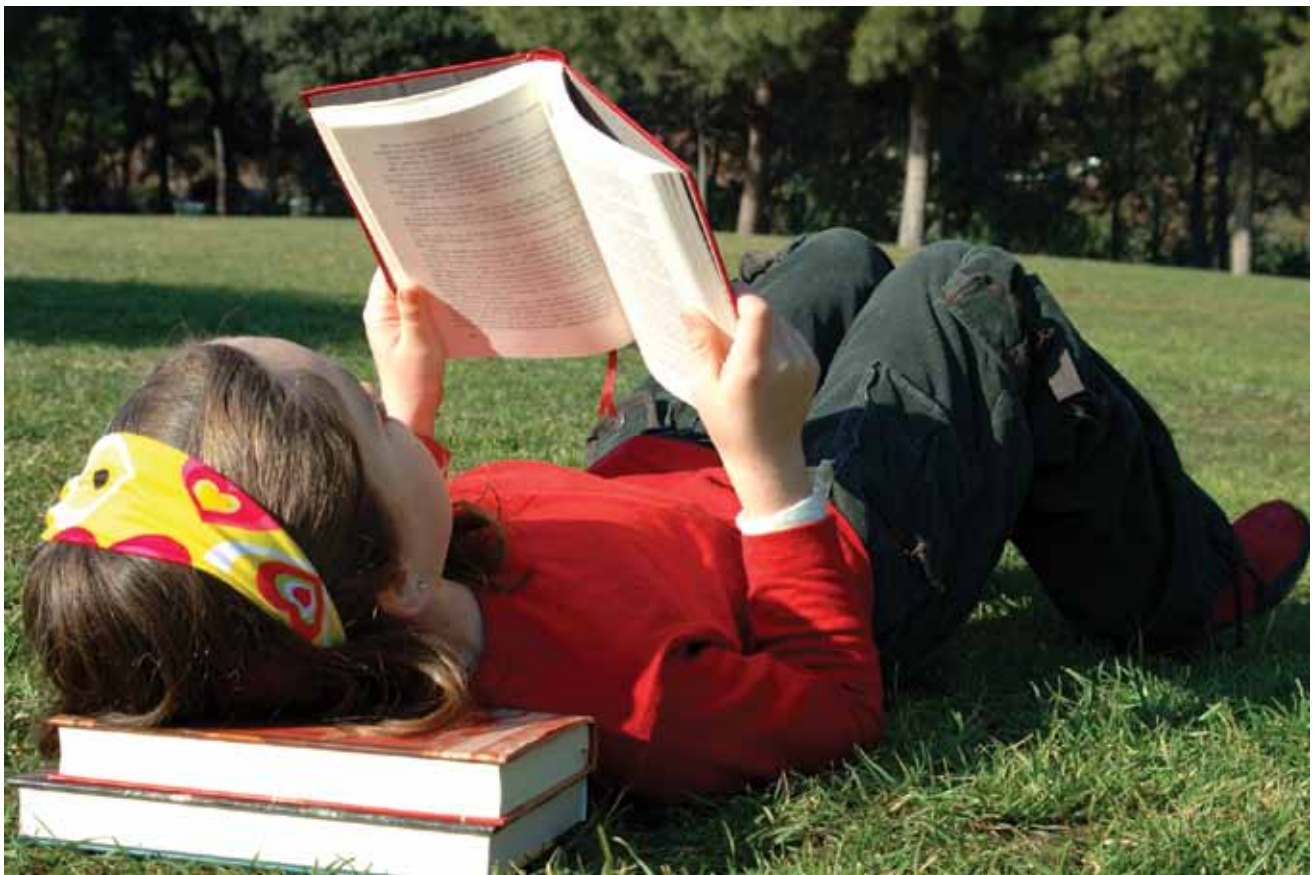
6. Implement strategies to strengthen human capital:
 - a. Require assurance that teacher preparation programs include robust development of oral language and vocabulary.
 - b. Take advantage of Common Core State Standards to provide all teachers (including content teachers) with professional development in teaching reading to world-class benchmarks of content and performance, differentiating instruction and using assessments to guide instruction.
 - c. Identify those teachers who are most successful at teaching reading and leverage their talents in multiple ways, such as teaching reading to children from multiple classrooms.
7. Involve parents and communities in improving reading proficiency
 - a. Make sure parents are well-informed if their child is a struggling reader. Provide information on intervention strategies, help them to develop a home literacy plan and be sure they are aware of any retention policy in place.
 - b. Parents should receive information about how to work with teachers to find classroom accommodations for their children. Provide information on intervention strategies, help them to develop a home literacy plan and be sure they are aware of any retention policy in place.
 - c. Promote partnerships with families that are focused on language and learning. Inform parents of the importance of early literacy, and arm them with strategies and resources to help their children learn to read.
 - d. Partnering with local media outlets, states could create a website and establish an aggressive communications campaign aimed at parents. Such a resource could provide research on early literacy, book recommendations, links to vocabulary building exercises and other research-based interventions.
8. Provide professional development opportunities for school leaders, including training on how best to identify and intervene with struggling students, and how to successfully evaluate reading teachers. Emphasize the importance of early identification and intervention, setting high expectations for children, and communicating with and supporting teachers.



Conclusion

While retention policies are receiving a lot of attention due to a push to improve 3rd-grade reading, early identification and intervention are more likely to improve student performance. Mandates from 3rd-grade retention policies in both Florida and NYC appear to have motivated school leaders and teachers to intervene earlier and more intensively, but states might be able to achieve a similar sense of urgency without implementing promotion gates. Given the potential negative effects of holding children back, grade retention is not a policy to be entered into lightly, especially without strong early identification and intervention initiatives in place. Both Florida and New York City provide good examples of assessment and remediation programs that can help students improve their early literacy skills. Retention is one means of creating a sense of urgency around 3rd-grade reading; policymakers should consider others as well.

What is clear from the examples of Florida and NYC is that retention should not be the first or only step taken to improve the skills of struggling readers. The earlier children are identified for services and receive specialized attention, the more likely they are to improve their knowledge and skills. Given the importance of birth to age 5 in brain development, and research surrounding the positive effects of quality pre-K, it follows that successful 3rd-grade literacy initiatives should expand access to quality pre-K and promote programs that include rich, rigorous bodies of content. Strong leadership, professional development for teachers and parental involvement are also important in helping educators identify and successfully intervene with struggling students.



Appendix A

Florida's "Good Cause" Exemptions for students scoring below a 2 on the FCAT (Florida Comprehensive Assessment Test):

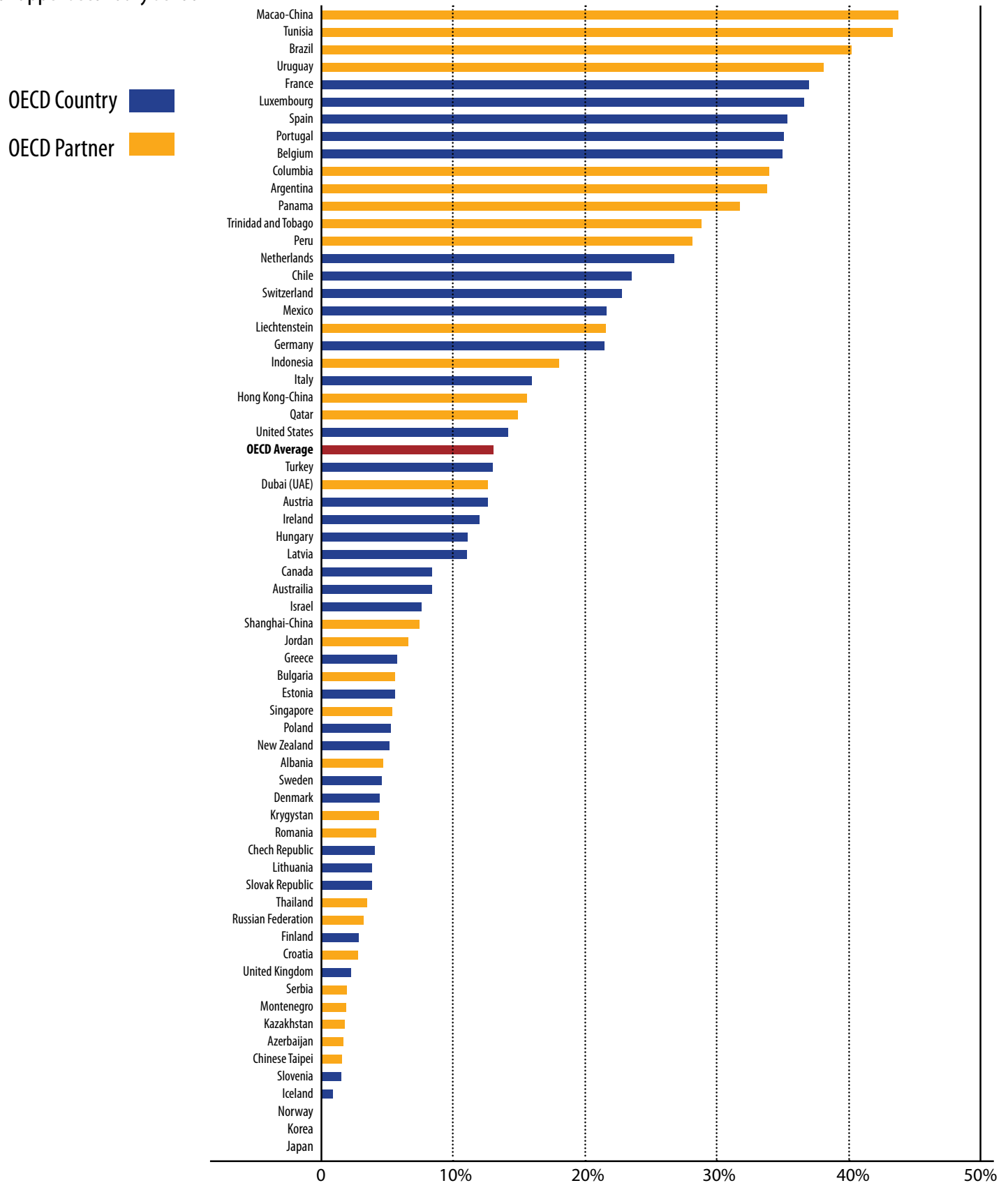
1. Limited English Proficient students who have had less than two years of instruction in an English for Speakers of Other Languages program
2. Those with disabilities whose individual education plan (IEP) indicates that participation in the statewide assessments is not appropriate
3. Those who demonstrate an acceptable level of performance on an alternative standardized reading assessment approved by the State Board of Education
4. Those who demonstrate, through a student portfolio, the mastery of the Sunshine State Standards in reading equal to a Level 2 performance on the FCAT
5. Students with disabilities who were previously retained in kindergarten, 1st or 2nd grade, who participate in the FCAT and whose IEP or 504 plan shows a remaining deficiency after intensive remediation in reading for more than two years
6. Students who have received the intensive remediation in reading for two or more years but still demonstrate a deficiency or who were previously retained in kindergarten, 1st or 2nd grade for a total of two years.



Photo courtesy of Pew Center on the States

Appendix B

Percentage of students in OECD countries reporting that they have repeated a grade at least once in primary, lower secondary or upper secondary school ²⁷



Source: OECD, PISA 2009 Database, Table IV.3.1.

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Service-Learning

Status of Institutionalization

Education Commission of the States

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Service-Learning in the United States: Status of Institutionalization

By Ann Rautio

March 2012

Service-learning takes students beyond the traditional classroom by integrating service to the community into the academic curriculum. In forming new connections to their communities, students experience an increase in academic achievement, career orientation, social development and civic response. They acquire a sense of efficacy, learn 21st century skills such as teamwork and problem solving, and engage in the broader world of their community and the society of their future. In 2000, the Education Commission of the States (ECS) conducted the first 50-state (and the District of Columbia) policy scan on service-learning, seeking to determine the status of institutionalization of service-learning in the states.

*"It is better to light one
small candle than it is to
curse the darkness."
~ Chinese proverb*

The 2000 scan only included review of state statutes, codes or regulations, and state board of education policies. It focused solely on the term *service-learning*, excluding terms like *community service*, which can be more broadly defined and often is tied to restitution and the justice system. The results were displayed simply, in a table showing each state and any relevant policies.

Analysis

In 2010 and 2011, the National Center for Learning and Citizenship (NCLC) at ECS conducted a new 50-state policy scan on service-learning and community service. Again, our intent was to capture all legislation relating to service-learning and community service, so we looked for state statute and code as well as state board of education policies. Wondering if service-learning was included in state standards or frameworks, we reviewed each state's Department of Education website.

The information relating to standards and frameworks is not all-inclusive, but rather a sample of how a state's standards and/or frameworks include service-learning and community service.

The terms *service-learning*, *community service* and *student service* are included in the 2010 scan for two reasons. First, many states use the terms *community service* and *student service*, instead of *service-learning*, to describe an activity that links classroom lessons to service in the community. Second, community service, even broadly defined, often is tied to a learning experience and thus implicitly helps facilitate, promote and support service-learning. In conducting this scan, ECS reviewed all policies dealing with service-learning, as well as community service and student service when they are connected to education.

Results of the 2010 policy scan for each state are organized according to the following categories (all related information can be accessed via the [NCLC database](#)):

- Statewide high school service requirement
- Credit toward graduation for service-learning and community service
- Districts explicitly permitted to adopt a service requirement for high school graduation
- Service-learning and community service included in standards or curriculum frameworks
- Service-learning and community service identified as an instructional strategy to increase student academic achievement
- Service-learning and community service identified as a strategy to increase student civic engagement
- Policies that support, encourage or require service-learning professional development for teachers or for administrators
- Funding provided by the state for service-learning and community service
- Funding provided by the Corporation for National and Community Service (CNCS)
- Service-learning and community service identified as a means of preparing students for the workplace.

Inclusion in state statute and code gives service-learning validity and stability, and ensures that it is not subject to the varying interests and priorities of specific leaders. The commitment of district and school leaders is important, though the priorities of and support from superintendents can differ. As the ECS StateNote on the 2000 scan noted, “Without supportive public policies and the large-scale, long-term changes they can bring, funding could be taken away from service-learning programs, thus terminating them, whereas the institutionalization of a state statute or policy legitimizes the program through the law.”

It is encouraging to see how much progress has been made in institutionalizing service-learning through inclusion in state statute, code and board policy. In 2000, service-learning began to come into its own in terms of implementation. Teachers, principals and district superintendents started to see the merits of this teaching method. Service-learning could be found in some state statutes and codes.

The 2010 policy scan differs dramatically from the previous scan due to the increase in state legislation relating to service-learning and community service.

- In 2000, 27 states had some mention of service-learning in state policy; by 2011, that number jumped to 42 states
- Currently, 18 states award credit toward graduation for service-learning or community service, up from seven states in 2000
- In addition, service-learning or community service is included in benchmarks and instructional strategies in many states’ standards and/or frameworks
- Both the District of Columbia and Maryland allow high school service for graduation, although, strictly speaking, the D.C. requirement has no stated education connection, merely requiring “volunteer community service.” Maryland uses the term *student service* and requires that it include “preparation, action and reflection components,” all elements of the definition of service-learning.

OTHER HIGHLIGHTS

<p>Twenty-one states employ policies stating that student engagement is positively affected by participation in service-learning</p>	<p>Alabama, California, Delaware, Florida, Idaho, Illinois, Kentucky, Michigan, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Jersey, Oregon, Rhode Island, South Dakota, Tennessee, Utah, Virginia, Washington D.C.</p>
<p>Eighteen states tie service-learning/ community service to student achievement</p>	<p>Alabama, California, Colorado, Delaware, Florida, Georgia, Indiana, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New York, Ohio, Rhode Island, Tennessee, Utah, West Virginia</p>

Six states allow a stand-alone, credit-bearing service-learning course	Georgia, Florida, Hawaii, Ohio, Mississippi, Tennessee
Thirty states identify service-learning or community service as a means of preparing students for the workplace	Alabama, California, Colorado, Connecticut, Florida, Georgia, Kansas, Kentucky, Louisiana, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, Texas, Washington, West Virginia, Wyoming
In seven states, districts are explicitly authorized to adopt a service requirement for graduation	Colorado, Iowa, Minnesota, Missouri, Rhode Island, Tennessee, Wisconsin
Nine states include service-learning as a valuable strategy for at-risk students (dropout and suicide prevention programs)	Arkansas, Colorado, Kentucky, Missouri, Nebraska, New Hampshire, North Carolina, Pennsylvania, Rhode Island

Summary

Despite the remarkable progress states have made in institutionalizing service-learning via policy, much service-learning is still practitioner dependent. State policies that institutionalize service-learning can strengthen and sustain it. Service-learning in policy can impact:

- **Hiring.** Newly hired teachers with service-learning experience come into the school ready to “hit the ground running.”
- **Curriculum.** Although a natural fit, service-learning doesn’t have to be taught only in social studies classes. Cross-curricular service-learning projects expand teaching and learning options.
- **Community partners.** Relationships can be strengthened between existing partners and the school, and a strong service-learning program is more appealing to potential community partners.

Service-learning is at a critical point right now. It is more important than ever to have policies in place that support and reward service-learning as an effective pedagogy leading to positive student academic and civic outcomes.

NCLC has developed a database of state policies to support service-learning for K-12 students. From this database, you can generate profiles of the policies for service-learning in individual states and view 50-state reports on policies for service-learning. To access reports from the database, visit:

www.ecs.org/html/educationIssues/ServiceLearning/SLDB_intro_sf.asp

For more information, contact: Brady Delander, 303.299.3622 or bdelander@ecs.org.

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Survey of State Approaches to Suicide Prevention in Schools

By Christopher Leahy

March 2012

Introduction

Suicide is the third leading cause of death among youth in the United States according to the Center for Disease Control and Prevention, with some states reporting it as their second leading cause. The number of unsuccessful attempts and suicidal thoughts is even greater.¹ While suicide is present at alarming rates even in the younger ages, a nationwide survey of high school students found that 15% of respondents reported seriously considering suicide, 11% reported creating a plan and 7% reported trying to take their own life in the 12 months preceding the survey. At emergency departments across the United States, approximately 149,000 youth between the ages of 10 and 24 receive medical care each year for self-inflicted injuries.² Research and practice demonstrate, however, that suicide is preventable. Accordingly, if the states commit to proven suicide reduction programs, the number of unnecessary suicide attempts and deaths can be reduced significantly.

"Suicide is the third leading cause of death among youth in the United States."

For various reasons, most states have not been aggressive in enacting school specific suicide legislation, though the issue of suicide among youth and schools can be part of broader state-sponsored programs. When states do specifically address suicide in schools, often times those efforts are limited to mandating some sort of teacher training or authorizing pilot suicide prevention programs where funding is available. There is room for more rigorous action.

"The number of unnecessary suicide attempts and deaths can be reduced significantly."

For one, suicide prevention programs typically are not mandated, but only encouraged. Moreover, one of the more common approaches to youth suicide prevention is to utilize what are called "gatekeeper" programs where adults are trained to be a safety net for vulnerable youth and for students seeking help for their friends. Research shows these gatekeeper programs, which are aimed at identifying and referring suicidal individuals, may not be enough.³ Research also has shown that suicidal youth are usually reticent to seek adult help and that adolescents typically seek help through their peer friendships.⁴

This paper briefly identifies the main policy approaches used by states. It then offers examples of some of the more rigorous state approaches, programs developed by nonprofits, and approaches evaluated as successful through research or practice.

What States Are Doing

Typical approaches legislated at state level

Training:

- “State Department of Education *shall require that local school districts conduct in-service training on suicide prevention education* for all licensed teachers and principals. The Mississippi Department of Health will be responsible for development of the content of the training and determining the appropriate amount of time that should be allotted for the training.” (MISS. CODE ANN. §37-3-101)
- “Any candidate in a program of teacher preparation ... shall complete a school violence, bullying, and suicide prevention program.” (Conn. Gen. Stat. Ann. §10-145a)
- “Beginning teachers ... shall satisfactorily complete instructional modules ... [on] the prevention of and response to youth suicide.” (CONN. GEN STAT. ANN. §10-145o)
- In-service training must be provided for all teachers on prevention of and response to youth suicide. (CONN. GEN. STAT. ANN. §10-220a)
- Two hours of in-service suicide awareness and prevention training is required. (ARK. CODE ANN. §6-17-708)
- Training is required with no time limits prescribed. (122 ILL. COMP. STAT. §34-18.7)
- School district *may* provide training to teachers on suicide prevention, not to exceed two hours. (CAL. EDUC. CODE §41533)
- Schools *are encouraged* to provide suicide prevention training to each school counselor at least one time while employed as a counselor. (CAL. EDUC. CODE §49604.)

Informing Parents:

- *School staff must inform parents* where staff member has reason to believe a student is at risk of suicide. (VA. CODE ANN. §22.1-272.1)

Task Force:

- *Task force of students, teachers and other staff is created* to address suicide related issues. (ARK. CODE ANN. §6-17-708)

Programs, Projects and Plans:

- Department of Education *must develop and prescribe a suicide awareness and prevention program*. (R.I. Stat. Ann. §16-22-14, ME. REV. STAT. ANN. §3007, N.J. STAT. ANN §30:9A-13)
Office of Superintendent of Public Instruction “*shall*” work with state agency and community partners to develop pilot projects to assist schools in implementing suicide prevention activities. (WASH REV. CODE §28A.300.288)
- Grant program authorized to fund establishment or expansion of student suicide prevention programs *based upon legislative appropriation*. (MO. CODE REGS. ANN. tit. 5 § 20-200.270)
- Department of Public Health, in coordination with the state education agency, shall provide list of programs that schools *may* choose to implement to train adults on suicide prevention and response. The programs must include certain statutorily enumerated elements pertaining to recognition and intervention. The board of trustees of each school district also is *authorized* to adopt a suicide policy that addresses recognition, prevention, reporting and counseling provisions. (TEX. HEALTH & SAFETY CODE ANN. §161.325)
- Board of Education *must prescribe rules and regulations necessary for a statewide youth suicide prevention plan*. (LA. REV. STAT. ANN. §282.4)

Anti-Bullying and Harassment:

- Suicide prevention and response is addressed in a number of states’ anti-bullying and school harassment related laws. In addition to linking harassment and bullying to suicide, the suicide related provisions of these statutes may include elements similar to ones identified above. (ALA. CODE §12.28B-1 et seq.; CONN. GEN. STAT. ANN. §10-222j; N.J. STAT. ANN. §18A:37-13.1)

As noted, states might have suicide prevention and awareness policies or programs in place that were developed by their health and welfare agencies. These typically do not, however, provide the rigor in school settings that school-specific programs can offer. Wisconsin and Maryland are illustrative of states that have gone farther than most others in their commitment to school-based suicide prevention. The following is a description of the Wisconsin Department of Public Instruction's and Maryland State Department of Education's approaches to suicide prevention.

The traditional model of identifying students who are already suicidal does not change school culture in ways that can be proactive in preventing suicidal problems.

Wisconsin

Wisconsin state law establishes that schools must address suicide prevention with students, not just teachers and other adults. Prevention efforts must focus on causation, signs and services available in local communities.

Specifically:

- Wis. STAT. §118.01 requires each school board to provide an instructional program designed to give pupils: *"the skills needed to make sound decisions, knowledge of the conditions which may cause and the signs of suicidal tendencies, knowledge of the relationship between youth suicide and the use of alcohol and controlled substances ... and knowledge of the available community youth suicide prevention and intervention services. Instruction shall be designed to help prevent suicides by pupils by promoting the positive emotional development of pupils."*
- Suicide prevention instruction must take place in the health curriculum.
- Wis. STAT. 115.365 requires the Department of Public Instruction (DPI) to develop and conduct training programs in suicide prevention for the professional staff of public and private schools and county departments. The programs must include information on: *"...how to assist minors in the positive emotional development which will help prevent suicidal tendencies; the detection, by minors, school staff and parents, of conditions which indicate suicidal tendencies; the proper action to take when there is reason to believe that a minor has suicidal tendencies or is contemplating suicide; and the coordination of school suicide prevention programs and activities with the suicide prevention and intervention programs and activities of other state and local agencies."*
- DPI must also provide consultation and technical assistance to public and private schools for the development and implementation of suicide prevention programs and the coordination of those programs with the suicide prevention and intervention programs of other state and local agencies.
- Staff of each school board and private school must be informed annually by their board or governing body of the resources available from DPI and other agencies and organizations. DPI must provide the school boards annually with a model notice, describing the suicide prevention services it has developed and how staff may access those services.
- State law exempts from civil liability any staff who in good faith attempts to prevent a suicide.⁵
- Help hotlines, guides and "toolkits are provided."⁶

Maryland

Maryland also has committed to reaching out to all students in a proactive manner. This approach of working directly with students is more aggressive than only training adults or responding to suicidal issues and signs as they arise. The Maryland program establishes a shared responsibility between educational programs at the state and local levels, and community suicide prevention and crisis center agencies.⁷ The statewide program includes:⁸

- Education of the students about warning signs and suicide prevention strategies
- Maryland Youth Crisis Hotline and local suicide and crisis hotlines
- Suicide intervention and postvention:
 - Intervention includes detection, supervision of at-risk students, notification of at-risk students' parents, assessment of severity of risk, referral to appropriate assistance and follow-up evaluations and monitoring.

- Postvention is post-suicide support for all affected by a completed suicide. Recommended postvention for Wisconsin schools includes planning in advance, training crisis teams, verifying suicide, school procedures, communication with students, staff and parents, counseling, not formally memorializing the event, honesty and stepping up prevention.
- Data collection of information relating to suicide, mental health, prevention and postvention
- Teacher training.

Promising Suicide Prevention Approaches

For states and education agencies struggling with how to develop effective suicide prevention programs, there are a number of resources to refer to beyond what other states are doing.

Suicide prevention approaches with promising results

Non-Profit Programs:

1. *Sources of Strength* has been utilized in schools in New York, North Dakota, Georgia and other states. Unlike most existing school-based approaches that are oriented by a medical model of identifying and treating students who are already suicidal, this program strives to create an environment, culture and communication network that is more proactive in preventing suicide. It aims to break down walls between students and adults so that students are more likely to communicate issues with adults and report suicidal tendencies. Using students called peer leaders, the program seeks to change norms around codes of silence and seeking help. Peer leaders are trained to identify “trusted adults” and encourage other students to also identify, trust and open up to these adults. Peer leaders reinforce the benefits of communication and reduce the stigma of reaching out for help. In short, the program aims to increase help-seeking behaviors and connections between peers and caring adults by making all individuals involved more comfortable communicating with each other.⁹

The hope is that by decreasing isolation of youth, risk factors such as the opportunity to dwell on suicide or plan for it are lowered. Study results have shown that trained peer leaders in larger schools were four times as likely as were untrained peer leaders to refer a suicidal friend to an adult. The training and intervention increased perceptions among students of adult support for suicidal youths and the acceptability of seeking help. Perception of adult support increased most in students with a history of suicidal ideation — the process of thinking about ending one’s life. Research indicates significant reductions in suicide attempts and ideation as a result of implementation of this program.¹⁰

2. *Signs of Suicide* is a suicide prevention program offered through the nonprofit Screening for Mental Health organization. It has been utilized by schools in Ohio, Hawaii, Kentucky and other states. The program incorporates peer intervention concepts as part of its implementation strategy based on research indicating adolescents are more likely to turn to peers than adults when facing a suicidal crisis. The hallmarks of the program include training of the students, in addition to staff, and maintaining constant awareness among students. The program trains students to recognize the signs of depression, self-injury and suicide, and empowers them to intervene when confronted with a friend who is exhibiting these symptoms. There is some empirical evidence that this program is effective in decreasing suicide and suicide ideation.¹¹
3. *Coping and Support Training (CAST)* is a high school-based suicide prevention program that targets young people ages 14-18 in grades 9-12. It is for students who evidence multiple risk factors and few protective factors for suicide and depression. Accordingly, it is not a school-wide program that would affect all students. CAST is a small group skills training intervention designed to enhance personal competencies and social support resources. The CAST program goals are to decrease suicide risk and emotional distress, drug involvement and school problems. CAST members must choose to participate.

The CAST groups meet twice a week for six weeks on a rotating basis through the students’ school schedule. The 55-minute sessions incorporate skills-training activities within the context of adult and peer support. The CAST curriculum has been aligned with the CDC’s School Health Education Resources national Health Standards. The CAST program participants have shown significantly greater declines relative to usual care youth (those receiving one 30-minute one-on-one session with a school counselor) in two of the four suicide risk factors: declines in positive attitudes toward suicide and in suicidal ideation.¹²

University Resources:

*The University of South Florida Youth Suicide Prevention School Based Guide*¹³ provides a framework for schools to assess their existing or proposed suicide prevention efforts through a series of checklists. The guide provides resources and information to build and enhance suicide awareness and prevention programs.

Federal Resources & Programs:

*The U.S. Surgeon General's National Strategy for Suicide Prevention (NSSP)*¹⁴ presents a framework to guide nationwide suicide prevention strategies and services and to transform social attitudes toward suicide and policies. This framework includes specific guidelines for how schools should be involved in this national effort.

In conjunction with the NSSP, Facebook recently implemented a program with a designated link people can use to report a suicidal comment they see posted by a friend to Facebook. The person who posted the suicidal link will then immediately receive an email from Facebook encouraging them to call the National Suicide Prevention Lifeline or to click on a link to begin a confidential chat session with a crisis worker.

Military Approach:

United States Air Force Program: Florida's legislatively created Statewide Office for Suicide Prevention has utilized an approach based on the U.S. Air Force's program that saw a significant reduction in suicide within the force after its implementation.¹⁵ The 11-element program uses policy and education focused on reducing suicide through early identification and treatment. As with other successful programs, leaders are used as role models and informal advisors.¹⁶

Conclusion

To date, many of the states' approaches to suicide in schools has been to recommend or require some statutory minimum amount of hours of training for staff and, in some cases, to make provisions for securing funding for pilot suicide awareness and prevention programs in the schools. The evidence indicates, however, that stronger intervention and more proactive, community and behavioral health-based programs can help reduce suicide and suicide ideation. Accordingly, stronger mandates and commitments to suicide prevention programs are needed to limit youth suicide in school communities.

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Equipping Education Leaders, Advancing Ideas

¹ Centers for Disease Control and Prevention, http://www.cdc.gov/ViolencePrevention/pub/youth_suicide.html (accessed March 16, 2012).

² Ibid.

³ P. Wyman, C. Brown, J. Inman, W. Cross and K. Schmeelk-Cone, "Randomized trial of a gatekeeper program for suicide prevention: 1-year impact on secondary school staff," *Journal of Consulting and Clinical Psychology*, 76(1):104-115 (Feb. 2008).

⁴ Ibid.

⁵ Wis. STAT. §118.295.

⁶ Wisconsin Department of Public Instruction: Youth Suicide Prevention Strategies, <http://www.dpi.wi.gov/sspw/suicideprevstrategies.html> (accessed March 29, 2012).

⁷ MD. CODE ANN. EDUC. §7-503.

⁸ Maryland State Department of Education: Youth Suicide Prevention Program, http://www.msde.maryland.gov/MSDE/divisions/studentschoolsvcs/student_services_alt/suicide/ (accessed March 29, 2012).

⁹ Sources of Strength: Connecting peers and caring adults..., <http://www.sourcesofstrength.org/> (accessed March 16, 2012).

¹⁰ P. Wyman, C.H. Brown, M. LoMurray, K. Schmeelk-Cone and M. Petrova, "An Outcome Evaluation of the Sources of Strength Suicide Prevention Program Delivered by Adolescent Peer Leaders High Schools," *American Journal of Public Health*, Vol. 100, No.9 (September 2010), 1653-1661. (doi: 10.2105/AJPH.2009.190025.)

¹¹ Screening for Mental Health: Signs of Suicide Prevention Program, <http://www.mentalhealthscreening.org/programs/youth-prevention-programs/sos/> (accessed March 28, 2012); and R. Aseltine, A. James, E. Schilling, and J. Glanovsky, "Evaluating the SOS suicide prevention program: a replication and extension", *BMC Public Health*, 7:161 (2007). (doi: 10.1186/1471-2458-7-161).

¹² NREPP SAMHSA's National Registry of Evidence-based Programs and Practices: Coping and Support Training, <http://www.nrepp.samhsa.gov/ViewIntervention.aspx?id=51> (accessed March 30, 2012).

¹³ The University of South Florida Youth Suicide Prevention School Based Guide, <http://theguide.fmhi.usf.edu/> (accessed March 16, 2012).

¹⁴ U.S. Surgeon General's National Strategy for Suicide Prevention, <http://www.sprc.org/sites/sprc.org/files/library/nssp.pdf> (accessed March 12, 2012).

¹⁵ K. Knox, S. Pflanz, G. Talcott, R. Campise and J. Lavigne, "The US Air Force Suicide Prevention Program: Implications for Public Health Policy," *American Journal of Public Health*, 100(12):2457, December, 2010, http://www.preparedpatientforum.org/research/support_052510.pdf (accessed March 16, 2012).

¹⁶ United States Air Force Suicide Prevention Program, http://afspp.afms.mil/idc/groups/public/documents/webcontent/knowledgejunction.hcst?functionalarea=AFSuicidePreventionPrgm&doctype=subpage&docname=CTB_018094&incbanner=0 (accessed March 12, 2012).



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Reduction in Force Policies

By Emily Workman

March 2012

During tough economic times, some states and districts are forced to cut teaching positions to balance budgets. The process for determining which staff will be “let go” (reduction in force) is highly contentious, particularly when young or less-experienced teachers are the first staff to be cut, even though they might be higher performing than their more experienced peers.

For many years, having attained tenure or a degree of seniority was the sole determinant in most “reduction in force” policies. Seniority, which is directly linked to the tenure status of teachers, is a key component of most fair employment and dismissal policies, and as such, it has traditionally been listed as a basis for making decisions on who to dismiss when staffing must be reduced. This has resulted in reduction in force policies that are often referred to as “last in, first out.”

Of great concern to many policymakers is that neither tenure nor seniority represents a sound estimate of a teacher’s effectiveness in the classroom. Without taking the quality of teaching into consideration during layoffs, it is likely that districts could lose non-tenured and less-experienced personnel who are more effective in the classroom than their more experienced peers. As a result, some states have revised their “reduction in force” policies to include performance evaluation results in decision making, while others have gone one-step further to strictly prohibit the consideration of tenure or seniority in layoff decisions.

The following table highlights the primary factor to be considered in state “reduction in force” policies, in addition to any secondary and tertiary factors that are to be considered thereafter. It also draws attention to those states that strictly prohibit the consideration of tenure or seniority in layoff decisions, as well as those that permit tenure and/or seniority to be considered only when a tie-breaker is required for otherwise comparable teachers.

- **36 states have policies that guide “reduction in force” decisions.**
- **12 of these states require that evaluations be considered, ten of which require the evaluations to be the primary determinant.**
- **Five states strictly prohibit tenure and/or seniority from being considered.**
- **Five states permit tenure and/or seniority to be used as a tie-breaker.**

STATE	Factors Considered/Prohibited			SENIORITY/ TENURE TIE-BREAKER	NOTES
	TENURE	SENIORITY	EVALUATION		
Alabama ALA. CODE § 6-1-33					Must be based on objective data
Alaska ALASKA STAT. § 14.20.177	Primary factor				
Arizona ARIZ. REV. STAT. § 15-503	Prohibited	Prohibited			
Arkansas ARK. CODE ANN. § 6-17-2407					Must be based on objective data
California CAL. EDUC. CODE § 44955	Primary factor	Primary factor			
Colorado COLO. REV. STAT. § 22-63-202	Secondary factor	Secondary factor	Primary factor	X	
Connecticut CONN. GEN. STAT. § 10-151	Primary factor				
Delaware DEL. CODE ANN. tit. 14 § 1410					At discretion of board
Florida FLA. STAT. ANN § 1012.33		Prohibited	Primary factor		District need also considered
Georgia GA. CODE ANN. § 20-2-942	Primary factor				
Hawaii HAW. REV. STAT. §302A-609		Primary factor			
Idaho IDAHO CODE § 33-522	Prohibited	Prohibited			
Illinois 105 ILL. COMP. STAT. ILCS 5/24-12 ¹			Primary factor	X	
Indiana IND. CODE § 20-28-7.5; 20-28-9-1		Secondary factor	Primary factor	X	
Iowa					Dependent on collective bargaining agreements ²

STATE	Factors Considered/Prohibited			SENIORITY/ TENURE TIE-BREAKER	NOTES
	TENURE	SENIORITY	EVALUATION		
Kansas					Dependent on collective bargaining agreements ³
Kentucky KY. REV. STAT. ANN. § 161.011; 161.800	Primary factor	Primary factor			
Louisiana LA. REV. STAT. ANN. § 17:81.4 ⁴	Primary factor	Primary factor			School board may include other considerations as well
Maine ME. REV. STAT. ANN. tit. 20A §13201		Permitted to consider seniority			Dependent on collective bargaining agreements
Maryland					Dependent on collective bargaining agreements ⁵
Massachusetts MASS. GEN. LAWS ch. 71 § 42	Primary factor				
Michigan 2011 Mich. Pub. Acts 201	Prohibited	Prohibited	Primary factor ⁶	X	
Minnesota MINN. STAT. § 122A.40	Primary factor	Primary factor			
Mississippi					Not in statute/no documentation found
Missouri MO. REV. STAT. § 168.124. 1.	Primary factor	Tertiary factor	Secondary factor		
Montana					Not in statute/no documentation found
Nebraska NEB. REV. STAT. § 79-846	Primary factor		Evaluations permitted as a factor but not required		
Nevada NEV. REV. STAT. 288.151		Must not be based <i>solely</i> on seniority and may include consideration of a number of other factors ⁷			
New Hampshire N.H. REV. STAT. ANN. § 189:14A		Must not be based <i>solely</i> on seniority			
New Jersey N.J. STAT. ANN. § 18A:28-10.		Primary factor			

STATE	Factors Considered/Prohibited			SENIORITY/ TENURE TIE-BREAKER	NOTES
	TENURE	SENIORITY	EVALUATION		
New Mexico N.M. ADMIN. CODE tit. 6.67.3.8					At discretion of board
New York N.Y. EDUC. LAW. § 3013		Primary factor			
North Carolina N.C. Sess. Laws 2011- 145, Section 7.23(a)(2)			Primary factor		
North Dakota N.D. CENT. CODE §15.1-15-05 (2b)					At discretion of board
Ohio OHIO REV. CODE ANN. § 3319.17	Primary factor		Secondary factor	X	
Oklahoma OKLA. STAT. tit. 70 § 6- 101.31			Primary factor		
Oregon OR. REV. STAT. § 342.934		Primary factor (along with licensure status)			The district may retain a less senior teacher if they can determine that the teacher being retained has more 'competence and merit'
Pennsylvania PA. CONS. STAT. 24 § 11- 1125.1		Primary factor			
Rhode Island R.I. GEN. LAWS. § 16-13-6		Primary factor			
South Carolina					Not in Statute/no documentation found
South Dakota					Not in Statute/no documentation found
Tennessee TENN. CODE ANN. § 49-5- 511			Primary factor ⁸		
Texas TEX. EDUC. CODE ANN. § 21.157			Primary factor		
Utah UTAH CODE ANN. § 53A- 8-107		Prohibited	Primary factor		School needs also considered
Vermont					Not in Statute/no documentation found
Virginia					At discretion of board ⁹
Washington					Not in statute/no documentation found
West Virginia W. VA. CODE § 18A-4-7A		Primary factor			
Wisconsin WIS. STAT. § 118.23		Primary factor			
Wyoming					At discretion of board ¹⁰

¹ Refers only to districts with less than 500,000 inhabitants.

² Confirmed by Jean Hessburg, Iowa State Education Association.

³ Confirmed by David Schauner, Kansas Education Association.

⁴ HB 974 (2012) has passed the house and is currently being considered by the senate. If enacted, reduction-in-force decisions will be based solely upon demand, performance, and effectiveness, as determined by performance evaluations. The bill prohibits tenure and seniority to be included as a primary criterion to be considered.

⁵ Confirmed by Saurabh Gupta, Maryland State Education Association.

⁶ Individual performance must be the majority factor in making the decision, and must consist of but not be limited to, evidence of student growth; demonstrated pedagogical skills, management of the classroom, manner and efficacy of disciplining pupils, rapport with parents and other teachers, and ability to withstand the strain of teaching; and the teacher's attendance and disciplinary record. Other considerations should include significant, relevant accomplishments, and contributions and relevant special training.

⁷ Other factors used for consideration may include: employed in a position which is hard to fill; national board certification; performance evaluations; disciplinary record; criminal record; type of licensure held; type of degree attained; and whether the degree is in a subject area that is related to his or her position.

⁸ Evaluation should be of teacher's competence, compatibility, and suitability to properly discharge the duties required for the vacant position considered in the light of the best interest of the students in the school where the vacancy exists. The teacher's most recent evaluations may be a factor in such determination.

⁹ Confirmed by Dena Rosenkrantz, Virginia Education Association.

¹⁰ Confirmed by Kathy Scheurman, Wyoming Education Association.

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Equipping Education Leaders, Advancing Ideas

Defining College Readiness

► Where are we now, and where do we need to be?

Multiple catalysts are fueling states' increased urgency to establish a definition of "college readiness:"

- **Common Core:** Forty-six states and the District of Columbia have adopted the Common Core State Standards, which are "aligned with college and work expectations."¹ Assessments measuring student performance against these standards are under development by two assessment consortia. Twenty-three states and the District of Columbia plan to administer the PARCC (Partnership for Assessment of Readiness for College and Careers) assessment, while 28 states have agreed to administer the Smarter Balanced Assessment.²
- **NCLB waivers:** States seeking waivers from No Child Left Behind (NCLB) Act mandates must, among other requirements, adopt "college- and career-ready standards" in reading and math for all students, and develop and administer "annual, statewide, aligned, high-quality assessments, and corresponding academic achievement standards, that measure student growth in at least grades 3-8 and at least once in high school."³
- **Race to the Top:** Funds are intended to "encourage and reward States that are ... ensuring student preparation for success in college and careers ... and implementing ambitious plans in four core education reform areas," including adoption of "internationally-benchmarked standards and assessments that prepare students for success in college and the workplace[.]" Phase 2 state applications were required to demonstrate how funds would "increase the rates at which students graduate from high school prepared for college and careers."⁴
- **High postsecondary remediation rates:** Complete College America (CCA) recently reported remediation rates at two- and four-year postsecondary institutions in 33 states. For students enrolling in higher education directly out of high school, the remediation rate was 53.8% at two-year institutions for the 27 states providing data, and 20.4% at four-year institutions for the 25 data-providing states. This is particularly sobering considering CCA and other data confirm that students requiring developmental coursework are significantly less likely to finish college.⁵
- **Interest in, demand for postsecondary completion:** Numerous recent surveys indicate that the vast majority of high school students expect they will earn a college degree. Projections by the Bureau of Labor Statistics bear out the value of these aspirations, noting a 15.6% increase in job openings requiring a bachelor's degree between 2010 and 2020.⁶

Some states are creating a "college readiness" definition that describes what a student will know and be able to do in such core academic courses as English language arts and math, and that identifies items or benchmarks on state assessments that demonstrate attainment of those skills and knowledge. Other states have adopted what might be considered the opposite approach, identifying a score on a national or state assessment that demonstrates a student has the knowledge and skills to succeed in college.

This issue of *The Progress of Education Reform* considers potential ways states might define "college readiness," identifying for each approach:

- Potential benefits
- Potential drawbacks
- Key components to consider.

What's Inside

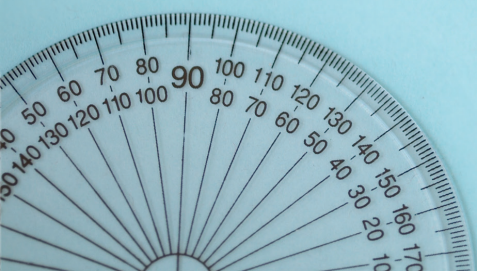
- Three options for states to define "college readiness"
- Critical elements to consider for each approach
- Further reading on defining "college readiness"

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Option 1: Align Performance Expectations with State Standards

Some states have developed performance standards that describe what a student who is “college-ready” should know and be able to do in English language arts and math. These include states that have adopted the Common Core State Standards, as well as states such as Virginia and Texas, which have created their own standards and performance expectations.

Potential benefits of using performance expectations aligned with state standards:

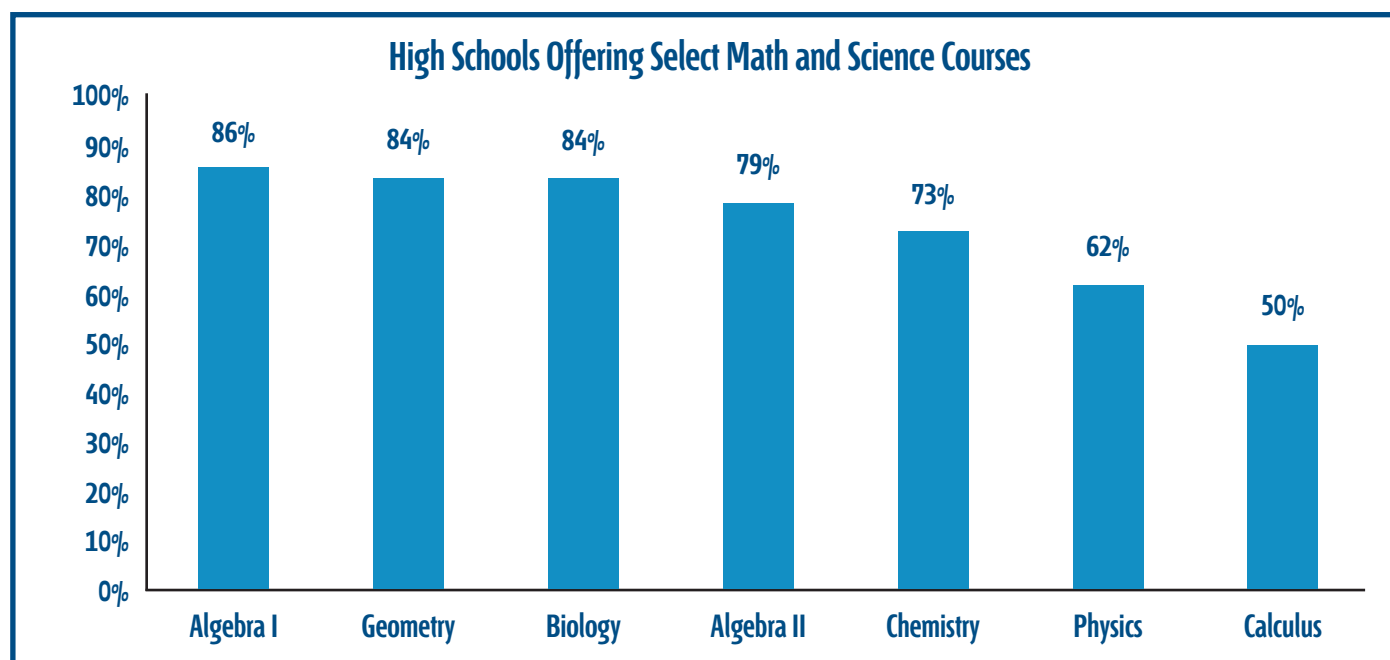
- ▶ *Potential to create ongoing instructional focus on college-readiness.* Well-honed performance expectations can help high school teachers target instruction and assignments to make college-readiness an ongoing focus, day after day throughout the academic year.
- ▶ *Backmapping to the middle grades.* Performance expectations can also help middle grades teachers understand what expectations lie ahead for their students when they enter high school, and help students be ready to take on those expectations.
- ▶ *Bringing all stakeholders to the table.* The process of articulating performance expectations can bring in the stakeholders who need to be at the table — high school and postsecondary instructors and state leadership, and potentially others (business leaders, for instance).

Potential drawbacks of using performance expectations aligned with state standards:

- ▶ Vague expectations or those not linked to an agreed-upon, standard measuring stick are a waste of everyone’s time. Performance expectations might just as well not exist if they are either:
 1. Not reflected in a common, statewide assessment instrument or other standard means of measuring whether students have attained the measure
 2. Not worded clearly enough to ensure all teachers, students and parents know what is expected of students.

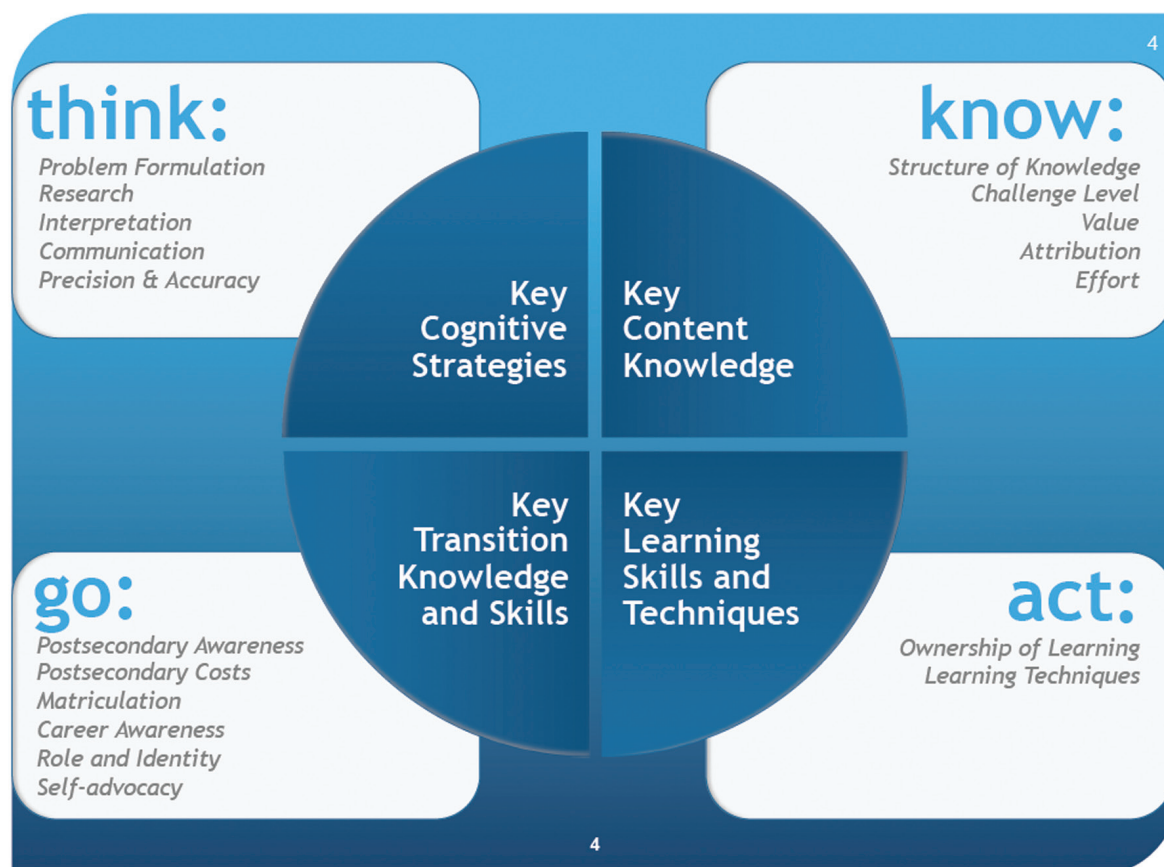
Key policy considerations:

- ▶ *Ensure that students have a common means to demonstrate attainment of skills.* This may be through standards-based online assessments scattered across the high school grades and curriculum, or end-of-course exams, or standardized assessments administered in grades 9, 10 or 11. For instance, Colorado legislation enacted in 2008 directed the state board and the commission on higher education to “negotiate a consensus and adopt a description of postsecondary and workforce readiness.” The state board and commission must then “adopt one or more postsecondary and workforce planning assessments, postsecondary and workforce preparation assessments, and postsecondary and workforce readiness assessments” aligned with the description.⁷



Source: *Civil Rights Data Collection*, (Washington D.C.: Office for Civil Rights, U.S. Department of Education, March 2012), page 6, <http://www2.ed.gov/about/offices/list/ocr/docs/crdc-2012-data-summary.pdf> (accessed March 9, 2012).

- ▶ **Identify skill subsets.** Consider identifying subsets of skills that fall under the larger subjects of English language arts and math. For example, Virginia’s College and Career Ready English Performance Expectations specify 51 skills students need “to be academically prepared for success in entry-level, credit-bearing English courses in college or career training.” Reading, writing and communicating are articulated as three components, with subsets of skills identified for each of the three areas. Under writing, for instance, there are two “Documentation and Ethics” skills articulating that students should be able to use a standard method of documentation, and be able to define plagiarism and cite sources ethically.⁸ Similarly, Virginia’s College and Career Ready Mathematics Performance Expectations set forth 36 mathematical functions and skills, grouped under “four interacting and overlapping strands that include content in the areas of algebra and functions, statistics, geometry, mathematical analysis, and trigonometry.”⁹
- ▶ **Ensure teachers “get” the expectations.** Knowledge, skills and performance expectations for them should be thoroughly interwoven into secondary-level teacher preparation programs, and ongoing professional development and evaluation. Online tools such as diagnostic and formative assessments, classroom activities, assignments, etc. should be available to help teachers help students work towards achieving the standards, starting in grade 9.
- ▶ **Ensure remediation (if necessary) prior to high school graduation.** Texas, for example, has integrated college-ready standards into end-of-course assessments, and requires high school seniors who fall short of college readiness standards on an end-of-course exam to “enroll in a corresponding content-area college preparatory course[.]”¹⁰ Legislation directs the commissioner of education and the commissioner of higher education to jointly develop essential knowledge and skills for college preparatory courses in English language arts, math, science and social studies, as well as end-of-course assessments for each college preparatory course.¹¹
- ▶ **Include “behaviors.”** College-ready knowledge and skills, and performance expectations for them, should express not just academic knowledge and skills, but also David Conley’s other “dimensions of college and career readiness” — such as “contextual skills and awareness”, “academic behaviors” and “key cognitive strategies” — that are so critical to college success.¹² For example, Colorado’s Postsecondary and Workforce Readiness Description includes “Learning and Behavior Skills” in nine areas. One of these areas, “Work Ethic,” includes seven skills, such as “Manage time effectively” and “Plan and prioritize goals.”¹³



Source: David T. Conley, Educational Policy Improvement Center (EPIC), “What Does It Mean to Be College and Career Ready,” at *Architecture for Implementing the Common Core Standards: Strategies, Partnerships, and Progress*, slide 4 (Louisville, KY, 2012), https://www.epiconline.org/files/pdf/20120228_SHEEO_ConleyHumphreys.pdf, (accessed March 8, 2012).

Option 2: Establish ambitious cut scores on state assessments

Such scores on state assessments could reflect a level of competence that indicates a high likelihood of success in college-level coursework.

Potential benefits of setting ambitious cut scores on state assessments:

- ▶ *(Presumably) testing what students have been taught.* State assessments are aligned to state standards and in the majority of states, will be aligned to the Common Core. Identifying college-ready students using a measure of what students should be exposed to in the curriculum makes sense.
- ▶ *Encouraging students to take state tests seriously.* Since the advent of statewide assessment and accountability systems in the 1990s — and perhaps since the advent of computer-scored testing — reports have eddied about students not taking assessments seriously. Sending the message that state assessments “count” as a determinant of whether a person is college-ready may make high school students take state assessments more seriously.
- ▶ *One test, multiple purposes.* States are already administering assessments to all students for purposes of state and federal accountability. Using such tests as a gauge of whether students are prepared for college creates efficiencies in terms of time *and* money.
- ▶ *Support from research.* Saul Geiser of UC Berkeley’s Center for Studies in Higher Education cites in his 2008 analysis of nearly 125,000 University of California entrants between 1996 and 2001 multiple advantages of using state assessments to “signal” college readiness, over use of an assessment such as the SAT, which is intended to predict students’ likelihood of postsecondary success:
 - *Achievement tests help reinforce the teaching and learning of a rigorous academic curriculum.*
 - *Achievement tests serve an important diagnostic function ... [providing] feedback on the specific areas of the curriculum where the student is strongest and weakest.*
 - *Most important is the message that achievement tests convey to students. A low SAT score sends the message to students that their performance reflects a lack of ability, rather than factors such as unequal access to good schools and well-trained teachers. ... A low score on an achievement test means simply that the student has not mastered the specific content. This may be due to any number of factors, including inadequate instructional resources, inferior teaching – or lack of hard work on the part of the student. Achievement tests focus attention on determinants of performance that are alterable, in principle, and are thus better suited to the needs of educational improvement and reform.¹⁴*

Students have high expectations for college, and these expectations have increased over the past two decades. In 1988, 57% of middle and high school students said it was very likely they would go to college. By 1997, this level had increased to 67%. Today, 75% say it is very likely they will go to college.

Source: *The MetLife Survey of the American Teacher: Preparing Students for College and Careers*. (May 2011). Accessed March 8, 2012, from http://www.metlife.com/assets/cao/contributions/foundation/american-teacher/MetLife_Teacher_Survey_2010.pdf.

Potential drawbacks of setting ambitious cut scores on state assessments:

- ▶ *Benchmarking to high standards essential.* Assessments not fully benchmarked to world-class expectations might provide a false sense of competence.
- ▶ *A test taken once shouldn’t create a make-or-break situation.* State assessments are a single snapshot in time, and everybody has an off day.

Key policy considerations:

- ▶ *Timing is everything.* Pre-college remediation is critical. Assessments should be administered early enough in high school that ample time is available to provide sufficient remediation to students in need. Florida has set thresholds on the reading portion of the grade 10 FCAT and on the Algebra I and geometry end-of-course assessments that are required for high school graduation. High schools are required to evaluate every student’s college readiness using results from the corresponding component of the common placement test, or from an equivalent test identified by the state board. High schools must then use the test results to identify and require students needing remediation to “complete appropriate postsecondary preparatory instruction prior to high school graduation.”¹⁵

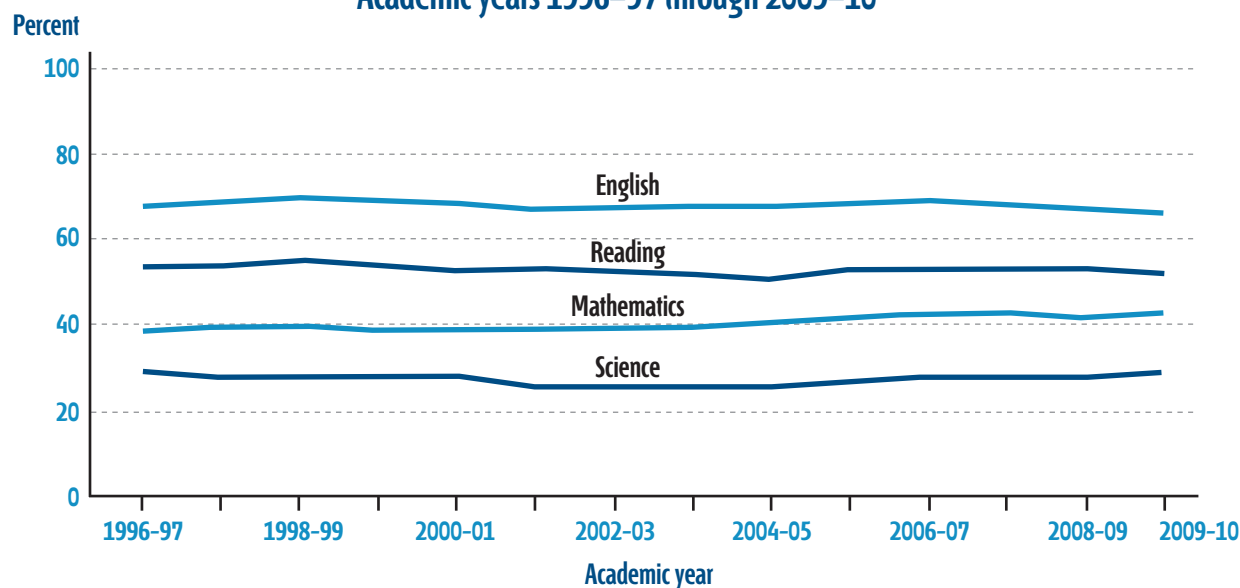
Option 3: Use traditional college admissions or placement tests

Setting a “college-ready” cut score on the English or math subsections of the ACT or SAT, or on national or state-developed college placement exams, is one approach states have taken to define college-readiness. Cut scores on college placement exams are almost universally used by two- and four-year postsecondary institutions to identify students in need of developmental education, but have been criticized by many observers as a tripwire unknown to the vast majority of college entrants, who are unaware that low scores on such exams could require them to complete (and pay for) remedial education before enrollment in credit-bearing coursework.

Potential benefits of using ACT and SAT scores:

- ▶ **Well-known.** ACT and SAT are “known quantities” on which acceptable scores signal “college-readiness.” Defining college readiness by cut scores on well-known assessments that most four-year college applicants (and some two-year applicants) already take eliminates the “gotcha” factor that placement exams can create.
- ▶ **More students taking ACT, SAT.** States are increasingly requiring all students to take the ACT or SAT, thereby eliminating the possibility that less well-informed students (or students who intend to enroll in a community college) will choose not to take these exams. At least 12 states require all high school juniors to take the ACT or SAT, with additional states piloting district-level efforts or anticipated to adopt ACT/SAT-for-all.
- ▶ **Opportunity to remediate early.** Assessments administered well before college entry, such as SAT’s PSAT or ACT’s EXPLORE in 8th and 9th grade, and PLAN in 10th grade, can identify students at risk of not meeting college-readiness benchmarks while there’s still time to provide remediation before students sit for the ACT or SAT in 11th or 12th grade.

Percentage of ACT test-taking population meeting college readiness benchmark scores, by subject: Academic years 1996–97 through 2009–10



Note: College readiness benchmark scores are based on the actual performance of approximately 90,000 college students from a nationally representative sample of 98 institutions and represent the level of achievement required for students to have a 50 percent chance of obtaining a B or higher or about a 75 percent chance of obtaining a C or higher in corresponding credit-bearing first-year college courses. These college courses include English Composition, College Algebra, an introductory social science course, and Biology. The Benchmarks are median course placement values for these institutions and as such represent a typical set of expectations. The benchmark scores, out of a total possible score of 36, are 18 for English, 21 for Reading, 22 for Mathematics, and 24 for Science. Estimates are based on all students who took the ACT assessment during their sophomore, junior, or senior year and who graduated from high school in the spring of the respective year shown. Beginning in 2001–02, some states mandated participation in ACT testing for all high school seniors. Prior to that year, the test would have been taken primarily by those students who planned on attending college.

Source: American College Testing Program, *ACT National Scores Report*, 1996–2010.

Table Source: S. Aud, A. KewalRamani and L. Frohlich, *America’s Youth: Transitions to Adulthood* (NCES 2012-026). (U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, 2011), page 45, <http://nces.ed.gov/pubs2012/2012026.pdf> (accessed March 8, 2012).

Potential drawbacks of using ACT and SAT scores:

- ▶ *Senior year without rigorous English and math may negate scores.* Many students take the ACT or SAT in 11th grade. Those who earn “college-ready” scores at that time but who do not take rigorous English or math coursework during their senior year of high school may have forgotten too much to be successful in entry-level courses by the time they reach their first semester of college.
- ▶ *Not all ACT subtests have equal predictive power, some research suggests.* Some research has drawn into question the ACT Reading subtest’s ability to predict college success. The authors of a 2011 study posit, “In fact ... Reading and Science [subtest scores] provide essentially no predictive power regarding college outcomes.” (The same study found the ACT English and Mathematics subtests to be “highly predictive of positive college outcomes[.]”)¹⁶
- ▶ *SAT may have greater negative impact on low-income and students of color.* SAT critics cite research that the test — intended to “predict” students’ likelihood of college success based on measures of capacity to learn, rather than test students’ knowledge of academic subjects — is less predictive of the success of low-income and minority students. Geiser notes, “As an admissions criterion, the SAT has a more adverse impact on poor and minority applicants than high-school grades, class rank, and other measures of academic achievement; admissions criteria that emphasize demonstrated achievement over potential ability are more likely to promote educational equity.”¹⁷

Key policy considerations:

- ▶ *Consider subtest scores rather than composite score.* While most public universities use ACT or SAT composite scores in making admissions determinations, composite scores can mask low scores in English or math that indicate a lack of college-readiness.
- ▶ *Include the Writing section of either ACT or SAT.*
- ▶ *Consider differential cut scores.* For example, Kentucky’s college readiness indicators define cut scores on ACT, SAT, COMPASS and KYOTE (Kentucky Online Testing) math subtests. However, the state sets differential college-ready scores based on whether students are entering liberal arts courses, college algebra or calculus.¹⁸
- ▶ *Require four years of math, including math during senior year of high school.* As noted earlier, students who perform well on an assessment but who do not enroll in challenging coursework in that subject the following academic year may not be truly “college-ready” by the time they reach college. States are increasingly raising graduation requirements to include four years of math, and more states are beginning to specify that a math course must be taken each year of high school, to close loopholes for students who earn high school math credit before grade 9.
- ▶ *Require remediation for students who do not meet college-readiness thresholds.* Kentucky’s graduation requirements note, “If a student does not meet the college readiness benchmarks for mathematics ... the student shall take a mathematics transitional course or intervention, which is monitored to address remediation needs, before exiting high school[.]”¹⁹
- ▶ *Set an expiration date on using assessment results.* Kentucky provides, “A COMPASS or KYOTE placement test score will be guaranteed as an indicator of college readiness for 12 months from the date the placement exam is administered.”

Conclusion

This short report by no means addresses all the possible means to ensure students’ college-readiness, and is not intended to provide an exhaustive set of benefits, drawbacks and policy considerations for each approach. Yet a few key points are clear:

- ▶ *We’re not there yet.* Many states are still working to define college readiness.
- ▶ *It’s a work in progress.* States that have established college readiness definitions should regularly revisit them to ensure the highest rigor, feasibility and fidelity to implementation.

ECS Resources

Recent State Policies/Activities: College-Readiness

Summaries and links to newly enrolled or enacted legislation and recently approved state board rules from across the states. Updated weekly.

<http://www.ecs.org/ecs/ecscat.nsf/WebTopicView?OpenView&count=1&RestrictToCategory=High+School+College+Readiness>

P-20 Blog

ECS’ P-20 blog reports on state policy activity and research on improving student transitions across the P-20 pipeline, including improving college readiness.

<http://p-20matters.blogspot.com/>

At ECS’ 2012 National Forum on Education Policy!

The author of this issue of *The Progress of Education Reform* will lead the July 11 session, “Defining College Readiness: Where Are We Now? Where Do We Go from Here?” and will provide the current landscape of state-level college-readiness definitions, discuss potential benefits and challenges of various aspects of definitions, and propose next steps for states to ensure greater numbers of students complete high school ready for postsecondary education.

<http://www.ecs.org/html/meetings.asp>

Other Recommended Resources

Reaching the Goal: The Applicability and Importance of the Common Core State Standards to College and Career Readiness

Examines the degree to which the knowledge and skills contained in the Common Core State Standards are applicable to and important for postsecondary readiness.

<https://www.epiconline.org/files/pdf/ReachingtheGoal-FullReport.pdf>

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Choosing Who Delivers:

The Impact of Placing Limits on the Delivery of Remedial Education at Four-Year Institutions

Getting Past Go Project

Education Commission of the States (ECS)

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May, 2012

Getting Past Go project staff examined state and system policies that limit four-year institutions from delivering developmental education and considered the potential impacts of these policies on student success. While, in general, few states have categorical prohibitions against remedial course delivery at four-year institutions, we found the nature of the limits and the varied institutional responses to them place added pressure on the postsecondary system, which could negatively impact student success.

Remedial Limits: Penny Wise and Pound Foolish?

State policymakers are looking for creative ways to stretch postsecondary dollars. To that end, some states are charging public community colleges with being the primary, if not sole, provider of remedial education by either prohibiting four-year institutions from delivering remedial education or by allowing remedial education under very specific institutional or financial conditions. At first glance, having community colleges be the primary, if not exclusive provider of remedial education makes sense, when one considers the sector's lower instructional costs and open-access mission. Nevertheless, states should evaluate whether this attempt to reduce costs and maintain mission differentiation is detrimental to student success before instituting policies that restrict the role of four-year institutions in developmental education.

This policy brief will explore:

- Current policies that limit remedial course delivery at four-year institutions
- Institutional responses to policy limits and their potential impact on student success
- The pressure that limits could place on other components of the postsecondary system
- A set of companion policies or strategies that could alleviate system pressures created by institutional limits, and improve student outcomes.

State & System Strategies

We identified 21 states and systems that either prohibit remedial coursework at four-year institutions or strongly discourage programs by eliminating funding for developmental education. The policies appear below in one of five categories.¹ We distinguished policies according to the level of flexibility and institutional choice they provide. While the main objective of these state policies is to shift remedial coursework to two-year colleges, at least seven states have defined extenuating circumstances in which some four-year institutions can deliver remedial courses.

No remedial courses, ever: Four states and systems have adopted approaches that prohibit course-based remediation at all four-year institutions, regardless of selectivity, student need, or institutional capacity.

Ex. Indiana, New York (CUNY), South Carolina, Tennessee

Funding limits: Seven states or systems restrict or eliminate funding for remedial courses at some or all four-year institutions. These policies do not prohibit remediation, but produce strong disincentives, because institutions must fund courses through tuition and fees alone.

All four-year institutions: South Dakota

Some but not all four-year institutions: Colorado, Missouri, Nevada, Ohio, Oklahoma, Utah

Minimum admissions standards: States or systems restrict student admissibility or enrollment at four-year institutions for students with remedial needs. The four state university systems below deny students admission, until they can prove their readiness for college-level math or English—either through retaking a placement exam or succeeding in remedial courses delivered at community colleges.

Ex. Georgia, Louisiana, Mississippi, Oregon

Two-year sector should be primary provider: State or system policy recommends that developmental education courses be delivered at two-year institutions, but does not overtly prohibit remedial education at four-year institutions.

Ex. Montana, Nebraska, North Carolina, Virginia

Conditional exemptions: Six states have created provisions that limit remedial instruction but provide exceptions for four-year institutions who meet certain criteria. These strategies allow course-based remediation, if:

- A four-year institution is open-access or moderately selective (Oklahoma, Texas, Utah)
- Community colleges are not present in a given geographic area (Louisiana, Oklahoma)
- The state or system defines the four-year institution as a minority-serving institution (Florida)
- Remedial courses were delivered by the institution before a given date and, therefore, are grandfathered in as being eligible to offer remedial education (Florida)
- Program costs do not surpass that of a given year (Arkansas)
- Student remedial needs at the college exceed the state community college average (Florida).

Six Institutional Responses to Policy Limits

While some policies prescribe approaches to help institutions manage the delivery of developmental education, most responses are initiated, formally or informally, by the institutions themselves. The question is whether the institutional responses facilitate the adoption of practices that increase student success or create additional barriers to college completion. Typical institutional responses include:

Referral

Policymakers can mandate or institutions may decide that students who apply to four-year institutions and are assessed as needing developmental education be referred to a community college to receive developmental education. Students are not admissible to the four-year institution until they have at least completed their remedial education sequence. In this instance, students must apply for transfer once they complete their developmental coursework.

Outsourcing

Outsourcing allows four-year institutions to partner or contract with community colleges to deliver developmental education. States either prescribe outsourcing through formal contractual arrangements or encourage institutions to partner as a way of accommodating four-year limits. Depending on the agreement, students may co-enroll at the community college and four-year institution, or gain full admission to the four-year institution, receiving developmental education from community college instructors at the two-year college tuition rate and state funding levels. Nonselective four-year institutions might be reluctant to partner with community colleges that they perceive as a competitor for students.

Pre-enrollment options

A growing number of four-year institutions, especially those serving a substantial number of underprepared students, offer remedial services outside of the traditional academic year, often in compressed, four-to-six week summer programs. Elisabeth Barnett presented [research](#) on the impact of summer bridge programs at eight Texas institutions. She found that participation in the bridge program

accelerated students' progress through remedial education, but that the programs did not significantly change enrollment patterns or the number of college credits accumulated.²

Offering course-based remediation without state support

In situations where states have cut funding for remedial education at four-year institutions but have not prohibited it outright, institutions may choose to offer remedial courses without state support. Students either pay a higher tuition rate or institutions assume the additional cost while holding tuition constant. Given that remedial education is often less expensive to offer than college-level courses, remedial education could still be delivered at a reasonable cost, even without a state subsidy. While funding restrictions remove the economic incentive to enroll more students and place them into remediation, the temptation might be to pass the cost onto students or compromise instructional quality.

Supplemental, noncourse options

In this approach, four-year institutions still deliver remedial content, just not in a course-based setting. Institutions create fee-based labs or other academic supports that are aligned with college-level courses. Students receive structured learning assistance (SLA) while enrolled in the college-level course. [Austin Peay University](#) responded to course-based prohibitions by developing enhanced gateway math courses, which require students to attend two hours of weekly lab. Passage rates for students who enrolled in these enhanced, non-algebra and college statistics courses were significantly higher than under the old sequence of two pre-requisite remedial education courses.³ In a thorough study of student outcomes in the Virginia Community College System, researchers found that students who ignored placement recommendations performed as well as students who enrolled in developmental courses, suggesting that many students who are placed into remedial courses could be successful in college-level courses.⁴ As a result, four-year institutions should consider enhanced gateway courses, rather than referral to community colleges, as the preferred strategy for complying with limits on instructional delivery.

Mainstreaming

Institutions may forgo course-based remediation or supplemental options and admit students directly into college-level courses without formal interventions. Institutions rely on faculty to provide remedial support in college-level courses on an informal, case-by-case basis, often referring students to existing tutoring or academic support systems without aligning the services with course content. The challenge with this approach is that it can drive remedial instruction 'underground,' making it difficult for institutions or states to monitor or measure effectiveness. Also, this model could be counterproductive for open access, four-year institutions that rely on underprepared students to meet enrollment goals.

State and System Assumptions

Both the policies limiting four-year institutions from delivering remedial education and the subsequent institutional responses depend on certain assumptions about existing institutional capacity to execute the policy objectives. The assumptions implied in the policies and strategies are as follows:

- **Placement exams** are an effective measure of student readiness for college-level work.
- The current system of **assessment and placement** accurately refers students and provides assurances that students will receive a placement that maximizes their chances for success.
- The **quality** of remedial education delivered at two-year institutions is of a higher quality and more cost effective than when delivered at four-year institutions.
- **Transfer** mechanisms are well articulated and can successfully transition students to four-year institutions once they complete their remedial courses.
- **Students** are undeterred by being placed at community colleges to complete remedial education and continue to be motivated to pursue a postsecondary credential.

Unfortunately, there is little research that indicates that these assumptions are true on many campuses. For example, research has found that:

- Assessment and placement practices often result in students being misplaced into developmental education courses.⁵
- Existing models of separate remedial education sequences are ineffective due to high attrition rates from remedial courses and low completion rates in college gateway courses.⁶
- Students receive little information about the high-stakes nature of the placement process, their prospects for success in postsecondary education based on exam results, and the various academic options available based on their skills.⁷
- Resources for advising and mechanisms for transfer are often insufficient in facilitating student success.

Because of recent research revealing the failures of the current system of remedial education, a policy placing limits on four-year institutions could be akin to shuffling deck chairs on the Titanic. In fact, institutional limits could exacerbate the existing weaknesses of the system if they are not addressed in the policy implementation process. Instead, institutional limits should be couched within a more comprehensive overhaul of remedial policy and practice, where the foremost objective is propelling underprepared students toward a college credential. In the next section, we describe the potential implications of institutional limits on the larger postsecondary system.

System Pressure Points

Policy limits on the delivery of remedial education could place additional pressure on already strained institutional pressure points on many four-year campuses. If these pressure points lack integrity, then the entire system could ultimately fail students. We have identified the following four pressure points that could be compromised by placing limits on which institutions can deliver developmental education:

Assessment and Placement

If placement exams determine placement in remedial courses and, as a result, restrict access to four-year institutions, the policy would further amplify the high-stakes nature of assessment systems. If those assessments are ineffective, then there is a strong probability that thousands of students could be referred to community colleges unnecessarily. Referring students to community colleges could stunt their progress and undermine state college completion goals.

To avoid this unintended consequence, institutions should use multiple measures to determine placement in or out of developmental education. According to recent research by the Community College Research Center, high school GPA combined with a placement exam is far more effective than the singular placement exam.⁸

Remedial Education Instruction

Requiring students to receive remedial instruction from community colleges puts additional pressure on that sector to absorb additional students and serve them effectively.

With many successful models to choose from, systems should encourage institutions to adopt instructional models that decrease, or altogether eliminate, the time students spend in developmental education. One specific strategy, which was highlighted above, would be for four-year institutions to admit more students into college-level courses and provide additional supplemental instruction for those who need it. With evidence to suggest that this can actually increase students' chances of passing gateway courses, it should be the default strategy for four-year institutions in complying with institutional policy limits.

Transfer and Articulation

Transfer and articulation processes could be strained when systems and institutions rely on community colleges to deliver remedial education. States should assess whether transfer systems will impede students who complete their remediation at a community college. Without some assurance that students can efficiently transfer back to the four-year institution, some students may not ever make it back to the four-year institution where they originally intended to enroll.

To avoid transfer and articulation challenges, four-year institutions should provide guaranteed transfer to students who successfully complete their remedial education at the community college. As mentioned earlier, institutions could allow students to co-enroll in both community colleges and four-year institutions. In addition, allowing community colleges to deliver remedial education on the four-

year campus while students enroll in other college courses would address the potential problems associated with transfer and the potential stigma of taking remedial instruction.

Student Support Services

Finally, remedial limits could put pressure on student support services that may or may not align well with the needs of underprepared students. Students who have an expectation of four-year enrollment but are referred to community colleges can stretch already lean student support resources. With evidence suggesting that stronger student support services are critical to early college success, providing these services is all the more important for students placed into developmental education courses.

If it is the case that students find themselves referred to community colleges, special effort should be made to provide students with a full range of information about their academic options given their placement. In many cases, students may find that they can achieve their academic goals at the community college. Conversely, students need to be made aware of the data on the success of students who had similar academic goals and skill levels when entering postsecondary education. The bottom line is that students should be given honest and transparent counseling so that they can make an informed choice about how to best achieve their academic goals.

Policymakers should consider institutional limits in a systemic way. Merely shifting students from one institution to another, in the interests of cost and mission, could undermine state goals to increase college completion rates. Surveying these pressure points provides an opportunity for states and systems to adapt institutional limits as the first step in overhauling developmental education.

Instituting Comprehensive Developmental Education Reform

States committed to a policy where developmental education is delivered exclusively or predominantly by community colleges should do so with a vision beyond simply reducing costs and creating greater mission differentiation. Instead, policy limits should be predicated on increasing student success at a reasonable cost. We propose the following policy options that improve the likelihood that policy limits will produce a positive impact on student success:

- Develop a more **reliable assessment and placement process** that is tested for validity and transparent to students.
- Use **multiple measures** for assessing and placing students in remedial courses or college-level courses to ensure that students are not unnecessarily referred to community colleges.
- Implement **supplemental instructional models** at four-year institutions where students receive additional academic support while enrolled in college-level courses.
- Direct institutions to **advise students** whose academic skills are below college level about all options that are available for earning a college credential valued in the workforce and provide opportunities for them to address their academic needs as part of a program of study.
- If students do require more extensive remediation, guarantee that they can immediately **transfer** to a four-year institution upon completion of developmental education.

- **Reward** institutions that show meaningful, annual improvement in the number of academically underprepared students who reach certain credit hour thresholds, transfer to a four-year college, or complete a postsecondary credential.

Opportunity for change

The national completion agenda and state budget constraints have created urgency around the issue of college attainment. As an intermediate step, states should evaluate current or proposed policy to ensure they promote college access and success for underprepared students. There is evidence that certain practices can increase student success while keeping remedial costs low. While a more comprehensive remedial policy for four-year institutions is not a panacea to completion challenges, it would represent a giant leap forward in achieving completion and workforce goals.

¹ For the complete list of policies, with summaries and links, please visit the [Getting Past Go Policy Database](#).

² Elisabeth Barnett, *Developmental Summer Bridge Programs and College Readiness Partnerships* (New York: Community College Research Center, 2012), <http://ccrc.tc.columbia.edu/Publication.asp?uid=1053>.

³ *Developmental Studies Redesign Initiative—Austin Peay University* (Saratoga Springs: National Center for Academic Transformation, 2009), http://www.thencat.org/States/TN/Abstracts/APSU%20Algebra_Abstract.htm.

⁴ Davis Jenkins, Shanna Smith Jaggars, Josipa Roksa, Matthew Zeidenberg, and Sung-Woo Cho, *Strategies for Promoting Gatekeeper Course Success Among Students Needing Remediation: Research Report for the Virginia Community College System* (New York: Community College Research Center, 2009), <http://ccrc.tc.columbia.edu/Publication.asp?uid=714>.

⁵ Judith Scott-Clayton, *Do High-Stakes Placement Exams Predict College Success?* (New York: Community College Research Center, 2012), <http://ccrc.tc.columbia.edu/Publication.asp?UID=1026>.

⁶ Thomas Bailey, Dong Wook Jeong, and Sung-Woo Cho, *Referral, Enrollment, and Completion in Developmental Education Sequences in Community Colleges* (New York: Community College Research Center, 2009), <http://ccrc.tc.columbia.edu/Publication.asp?uid=659>.

⁷ Andrea Venezia, Kathy Bracco, and Thad Nodine, *One-Shot Deal? Students' Perceptions of Assessment and Course Placement in California's Community Colleges* (San Francisco: WestEd, 2010), http://wested.org/online_pubs/OneShotDeal.pdf.

⁸ Clive Belfield and Peter Crosta, *Predicting Success in College: The Importance of Placement Tests and High School Transcripts (CCRC Working Paper No. 42)* (New York: Community College Research Center, 2012), <http://ccrc.tc.columbia.edu/Publication.asp?UID=1030>.



Using State Policies to Ensure Effective Assessment and Placement in Remedial Education

Getting Past Go Project

Education Commission of the States (ECS)

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May, 2012

The staggering number of college students who require at least one remedial course—40% overall and 58% at community colleges¹—coupled with low college success rates for remedial students threaten to undermine national and state efforts to significantly increase postsecondary attainment rates. These realities have prompted a wave of innovation in remedial instruction that is focused on accelerating the entry of unprepared students into college-level coursework and their programs of study, and onto earning a credential.

While improvements in instruction are needed, recent research has revealed that the problems in developmental education can largely be attributed to weak assessment and placement policies and practices that often result in many students being placed in remedial instruction they don't need. Consequently, these policies and practices must be rethought and revised to complement advancements in instructional delivery, resulting in a necessary systemic overhaul of remedial education systems in states.

The following brief will examine current state and postsecondary system policies that regulate assessment and placement in light of the new research revealing the current failings of these practices on many college campuses.

Assessment and Placement 101

At the beginning of every term, thousands of students across the nation enroll in colleges with the hope of earning a postsecondary credential. Before taking their first class, however, most students are asked to take a test that could determine their postsecondary fate. The test, known as a placement exam, assesses student skills in reading, writing, and mathematics. Depending on their performance, students can either be given the go-ahead to enroll in college-level courses or may be placed in one, two, three, or more semesters worth of developmental courses that don't accumulate credit toward a degree. Under this system, somewhere between 40% and 60%² of all students at an institution are placed into developmental instruction.

Given the high-stakes nature of placement decisions, one would expect that state and postsecondary system policies would require institutions to take steps to ensure that tests are valid measures of student skills, that students are fully aware of the implications of the exam, and that campuses provide resources that will help them prepare for the assessment. In most cases, however, the policies are largely silent on these matters. Instead, the policies do little more than identify the exams and cut scores that campuses can use to sort students into remedial or college-level courses.

New research is demonstrating that the common approach for assessment and placement often fails to effectively distinguish between students who would benefit from remediation and those who could succeed in college-level classes with additional support. At a time when there is tremendous innovation happening with instructional delivery in developmental education, it may be time for a Manhattan Project to redesign assessment and placement practices across the nation.

Evaluating the Effectiveness of Assessments

Nearly every postsecondary institution uses standardized tests to determine students' readiness for college-level work, and typically requires those who do not meet specified cut scores to enroll in one or more semesters of remedial courses.

Several states maintain standardized policies to oversee this process by approving particular assessments and setting cut scores for course placement. Some states leave most—if not all—of these decisions to postsecondary systems or institutions. Still, other states try to strike a balance between these two approaches.

A preliminary review conducted by the Education Commission of the States found that 13 states and 17 postsecondary systems—typically for community colleges—have policies that establish guidelines for placement assessments (See Appendix A). For the most part, these policies articulate which assessments and cut scores institutions can use to assign students to college-level or remedial courses.

In several cases, institutions can select among a list of approved assessments or accept another exam in lieu of the primary one, but the cut scores are usually set by the state or system. Some states allow institutions to set higher standards beyond the established minimum cut score. A handful of community or technical college systems allow their campuses to choose cut scores within a designated range on approved assessments, typically to direct students into different developmental course levels. While states and systems articulate the cut scores, few explain in their policies how these cut scores were derived or the academic competencies that student performance on the assessments represent. Regardless of whether states, postsecondary systems, or individual institutions select the assessments or cut scores, course placement decisions are primarily driven by a single exam and standard.

With few exceptions, states and postsecondary systems select among the most commonly used, standardized assessments to determine the courses in which students should be placed. The ACT and SAT, which are administered by ACT, Inc. and the College Board, respectively, are typically used by four-year institutions for admissions and course placement. Community colleges often accept scores from these tests, but most often use two computer-based exams: College Board's ACCUPLACER and the COMPASS, developed by ACT, Inc. The ASSET assessment also is administered by several two-year institutions, especially if computer access is not available.

Recent research, however, is raising questions as to whether commonly used assessments are the most effective—and only—means to determine which courses are most appropriate for students.

A couple of studies from the Community College Research Center (CCRC), *Assessing Developmental Assessment in Community Colleges*³ and *Do High-Stakes Placement Exams Predict College Success?*⁴ found that the most commonly used placement exams at two-year institutions are not particularly good predictors of which students should be referred to remedial education. In addition, the working papers note that the assessments often resulted in misplacements of students who are unprepared for college courses and those who are over-prepared for remediation.

The findings are based, to a great degree, on an analysis of the predictive validity of the ACCUPLACER and COMPASS assessments. While the authors found the exams to be reasonably good predictors of how well students will perform in college-level courses, they found significant error rates in terms of placement into college-level vs. developmental education courses. Yet, at most institutions, scores on the assessments are the only measure used to assign students to remedial courses.

While it might be easy to conclude from the recent studies that institutions are using flawed assessments, the researchers assert that it is not the instruments that are the problem, but how they are being used. Specifically, institutions do not conduct the necessary validity testing to ensure that the assessments measure student knowledge of the academic skills the institution requires to be ready for college-level work. While such reviews can be time consuming and costly, the research suggests that if institutions insist on using the assessments to make high-stakes decisions based on the results, then they should regularly test their validity against college-level skills and expectations.

Despite the research showing limits on the predictive validity of existing exams, we found only three states with policies requiring regular reviews of the sanctioned assessments either by examining the cut scores and/or the exams themselves. None of the policies explicitly indicate that the evaluations should include a validity test to determine if the assessments accurately measure student readiness for college-level work. We also identified examples of states or postsecondary systems conducting one-time reviews of placement exams or cut scores, typically when they have undergone changes to their assessment systems or explored the need to do so.

A Minnesota State Colleges and Universities system policy requires an established committee to periodically review testing instruments and provide recommendations regarding the assessments, cut scores, policies and procedures, and other items needed to address consistency of assessment and placement practices. Our review uncovered only two state policies that call for a regular evaluation of the cut scores, but not of the actual assessment instruments. The Oklahoma State Regents annually review their ACT minimum cut scores and the Tennessee Board of Regents will conduct biannual evaluations of college readiness benchmarks based, in part, on ACT recommended scores. Neither policy, however, spells out how the agencies should conduct the reviews.⁵

Given the research on the validity of placement exams and the dearth of policies articulating the need to review placement exams, it appears that setting expectations for validity testing could be an area of policy development in most states.

Moving Toward More Precise and Multiple Measures

With recent research confirming that single assessments are not effective at placing students in appropriate coursework, there is a growing recognition that institutions should use multiple measures to determine college readiness and placement. Those measures might include: high school grade point average (GPA), high school transcripts, more precise diagnostic tools that identify specific student deficiencies, or tools that measure non-cognitive variables like student motivation and effort.

In the report *Assessing Developmental Assessment in Community College*⁶, the authors suggest that the use of multiple measures could result in course placement and interventions that better meet students' individual needs. The additional research done by CCRC in two studies, *Do High-Stakes Placement Exams Predict College Success?*⁷ and *Predicting Success in College: The Importance of Placement Tests and High School Transcripts*⁸, confirms this finding by concluding that multiple measures are far more effective at placing students into the appropriate developmental or college-level course. The working papers found that a student's high school GPA turns out to be a more accurate and consistent measure for course placement and a better indicator of performance in college-level classes than scores on the common placement assessments.

An examination of state and system policies, however, reveals that few require measures beyond the traditional college placement tool. These policies fall into two basic categories: multiple measures and diagnostic assessments.

Multiple Measures

California is one state that has required multiple measures be used for course placement. In an effort to create a common system of assessments and cut scores, Assembly Bill 743 enacted in 2011 expands the current requirements for multiple measures and directs the California Community College system to use the following information for course placement and advising: the common placement exam, all available K-12 assessment data, and other data or student transcript information. Students and advisors will have access to this information through a central data warehouse, which should lead to more efficient and informed placement decisions.

The Minnesota State Colleges and Universities system policy for assessment and course placement indicates that institutions may require additional measures (e.g., computer literacy, study skills inventories, or occupational-related tests) for advising and placement purposes. In Mississippi, institutions can consider high school performance, ACT scores (if available), placement testing, special interests and skills, as well as other non-cognitive factors for course placement of students who do not meet the full admissions standards. Oklahoma's entry-level assessment and placement policy directs institutions to conduct additional testing for students who score below the minimum ACT standards to determine their appropriate course placement. The institutional assessment programs should include an evaluation of past academic performance, educational readiness (such as mental, physical, and emotional), educational goals, study skills, values, self-concept, and motivation.⁹ Colorado is expected to enact legislation this session that will direct institutions to consider multiple measures for course placement and admission decisions.

Diagnostic Assessments

While less than a handful of states or postsecondary systems appear to incorporate multiple measures for course placement, the movement toward diagnostic assessments is beginning to pick up steam. Both ACT and the College Board developed—and are continuing to refine—diagnostics that are designed to pinpoint students' strengths and weaknesses in content areas and even for specific skills, such as sentence structure and linear equations. The assessments, which can be coupled with the COMPASS and ACCUPLACER placement exams, are intended to more precisely identify students' deficiencies and the remedial instructional approaches that would be most appropriate to get them up to speed as quickly as possible.

Florida, with the assistance of McCann and Associates, launched the Postsecondary Education Readiness Test (PERT), a state-specific, customized assessment that will be used to place most students into remedial or college-level courses. The PERT is tied to the Florida Postsecondary Readiness Competencies that faculty members identified as necessary for entry-level, credit-bearing classes. The competencies also have been aligned with the Common Core State Standards in English/language arts and mathematics. Florida has set placement ranges for math, reading, and writing, as well as a statewide cut score for placement into college-level courses.

Florida faculty also developed common competencies for developmental education that were divided into higher and lower levels of instruction. Cut score ranges have been set for both levels. The upper-level courses are the basis for postsecondary preparation classes in high schools, which are designed to reduce the need for remediation before students arrive on campus. The PERT system also includes a diagnostic

exam for students who do not meet the college-level cut score. Faculty can use the test results to tailor student's instruction and the remedial education competencies to gauge their readiness for progressing into college-level coursework.

Virginia's community college system also has contracted with McCann and Associates to develop diagnostic exams that support redesigned remedial math and English courses. The courses are based on competencies and the curriculum is broken into modules that students complete in a self-paced manner. The diagnostics will help identify the students' academic deficits and the appropriate module in which students should begin their coursework. North Carolina community colleges have a similar redesign initiative underway and are in the process of adopting diagnostic exams. Community colleges in Colorado and Indiana are heading in the same direction as part of their efforts to reform developmental education instruction.

Tennessee is pursuing a statewide redesign strategy that incorporates curriculum modules, college-level competencies, and diagnostic exams. Institutions are expected to employ a self-selected diagnostic assessment as part of the assessment and placement process. At this point, however, the state has not developed or required campuses to use a specific diagnostic. The initiative is designed to give students the opportunity to complete remediation in one semester and will offer developmental education exit points based on the academic requirements of students' chosen program of study.

In 2011, Texas enacted Senate Bill 162 that directs the Higher Education Coordinating Board to develop a statewide developmental education plan. Among the provisions is a requirement to include diagnostic assessments to determine students' specific educational needs and to drive appropriate instruction. The legislation also requires the board to assess various developmental education delivery methods, including through the use of technology and modular course materials.¹⁰

Lastly, the final report by the California Student Success Task Force¹¹, which was endorsed by the Board of Governors and will be presented to the legislature, calls for the community colleges to develop and implement a common, centralized assessment system—which is in line with Assembly Bill 743, mentioned previously. The task force, however, was more specific and recommends that the colleges should adopt an assessment that can provide diagnostic information for course placement and to inform curriculum. Over time, the task force envisions that the assessment system will be aligned with the Common Core standards and assessments.

Diagnostic assessments hold the promise to more precisely identify students' academic skill deficits and help identify the most appropriate instructional delivery approach or intervention. But the exams are relatively new and not widely administered, and therefore have not been evaluated on a large scale. State and system policy should ensure that diagnostic exams are tightly aligned to the curriculum and that they facilitate more effective placement of students, ideally to either eliminate or significantly reduce the time students spend in developmental courses.

A Confusing and Poorly Communicated Student Assessment Intake Process

Even if states and postsecondary systems base course placement and intervention decisions on more precise and multiple measures, students still could get tripped up by an assessment intake process that is confusing, inconsistent, and poorly-communicated. Not only are the procedures frustrating for students, they—along with the inappropriate use of the placement assessments—could be contributing to higher than necessary remediation rates.

The problems are of particular concern at community colleges—where the vast majority of remediation takes place—since many students enroll soon before classes begin and often aren't required to take the placement assessments until they register.

Two reports highlight the short comings of assessment and placement intake practices and the realities that students encounter when they arrive on campus. *One-Shot Deal? Students' Perceptions of Assessment and Course Placement in California's Community Colleges*¹² and *Case Studies of Three Community Colleges*¹³ describe a far too common situation whereby students are unaware of and unprepared for placement exams; rarely are given opportunities to refresh their skills; don't fully understand the consequences of the assessments; and don't pursue possible options for challenging their scores or retaking tests. As a result, the assessments become a one-day event, but with long-term implications. The authors of *One Shot Deal* also point out that many students don't view the placement exams as part of the "college preparation process" that begins in high school—or before—and continues through their postsecondary career.

Most institutions post requirements for placement assessments on their websites, and some offer online practice tests or mention that students can retake the tests a second time. The notices typically indicate, however, that students "can't fail" the exams and that the results will be used for placing students in appropriate courses. But the consequences of the tests and placements are far from clear.

Despite—or maybe because of—the findings in *One Shot Deal*, community college students in California may soon become more informed consumers. The central data warehouse required under Assembly Bill 743, enacted in 2011, will eventually be part of a web portal that provides: a complete student assessment and placement data profile; an online practice test for students; and an advisement tool that indicates the importance of the placement assessment results and the success rates of remedial education students. While the data warehouse and web portal have yet to be implemented and evaluated, California at least recognizes and is attempting to remedy the counterproductive intake policies and practices that can set up barriers to students' success before their postsecondary career gets underway. Based on our policy reviews, we are unaware of any other state or postsecondary system that is trying to address the intake process in such an explicit or comprehensive manner.

Assessment and Placement Policies that States and Postsecondary Systems Should Consider

The research highlighted in this policy brief challenges the traditional view that high participation rates in remedial education are due solely to students being poorly prepared for college in high school. It is increasingly clear that the high-stakes nature of placement exams, combined with assessments that have not been validity tested, results in a higher percentage of students being placed in remedial courses than is necessary.

While institutions push forward with innovative and promising instructional delivery methods—many of which are supported by a growing body of evidence—they must contend with out-dated and inadequate assessment models. In general, it has been easier to identify the problems with assessment and placement than the solutions. Still, based on the research findings and anecdotal examples, the following policies related to developing stronger assessment and placement systems might make sense.

Require Regular Validity Evaluations of Assessments

Postsecondary systems or institutions should be required to regularly test the validity of their placement assessments to ensure that they are effective measures for student placement and, as a result, facilitate student success in college-level courses. Examples of policies might include:

- Articulate criteria for systems or institutions to regularly evaluate vendor contracts with assessment companies, which would include validity testing.
- Require institutions that choose to change assessment providers to establish a clear system and process for testing the validity of the new exams.
- Require systems or institutions to articulate the content required for enrollment in credit-bearing courses and ensure that placement exams effectively assess student knowledge in those content areas.
- Make public the results of validity testing or the methodology used to set cut scores for placement into remedial education courses.

Incorporate More Precise and Multiple Assessments

States and systems should require the use of multiple and more precise measures when making placement decisions. Measures, whenever possible, should be based on available evidence of their effectiveness at placing students in appropriate courses or other academic interventions. Examples of policies might include:

- For recent high school graduates, use a combination of high school GPA and placement exam results to refer students to courses and interventions.
- For returning adults, add questions to placement exams that measure student motivation and efficacy to perform in college-level courses. Questions might address comfort level with their math, reading, and writing skills; academic goals; timeline for completion of a degree, etc.

- Require that institutions use a diagnostic exam that is aligned with institutionally defined college-ready competencies to more accurately pinpoint students' skill levels.
- Require that postsecondary systems and institutions periodically evaluate the effectiveness of the multiple measures and diagnostics to adequately serve students and increase their success in remedial interventions, college-level courses, and in completing a credential.

Develop More Effective Systems for Transitioning Students into Postsecondary Programs

For students to effectively transition into postsecondary programs and ultimately earn a credential, they must be fully aware of assessment and placement processes, have opportunities to adequately prepare for required exams, and receive proper advising on their postsecondary options based on the results. Examples of policies that institutions or systems could employ to meet these objectives include:

- Require that information about the assessment and placement process, including the possible implications the outcomes may have on students' degree completion prospects, is accessible either online, in the course catalogue, or as part of student orientation.
- Ask students to complete a disclosure statement indicating that they fully understand the assessment and placement process and its consequences.
- Communicate the availability of resources for students to prepare for the assessment process, including: tutoring, test prep programs offered by the institution or outside providers, practice exams, and other self-instructive tools.
- Require all students to attend short "refresher courses" before taking the placement exam.
- Advise all students on their options based on the assessment results, including required developmental coursework that is aligned to their desired program of study. Students also should be provided data on the success rates of students in various academic programs based on their assessment results.
- Track data on the impact of various intake practices on the placement process and overall student success, especially for those referred to remediation.
- Articulate the intake process in policy, regularly evaluate institutional practices, and build institutional accountability systems around the effective implementation of these policies and practices.

Concluding Comments

States and postsecondary systems will not be able to successfully move more students toward degree completion without more effective and reasonable assessment and placement policies and practices. To be sure, there are examples of progress across the country. Most policies and practices, however, are falling short and students often pay the price through time, money, and results. The incremental and isolated improvements that have emerged will not suffice. ECS, through the Getting Past Go initiative, will be promoting the policies proposed in this paper and other strategies with states in the coming months. It is our belief that thoughtful implementation of a comprehensive range of evidence-based strategies will result in higher success rates for all students who are not optimally prepared for postsecondary education.

Appendix A

State and Postsecondary System Assessment and Placement Policies

The following chart indicates the states and/or postsecondary systems that have policies for any of the categories that were highlighted in the paper:

- *Common Assessment and Common Cut Scores*: policies through which states or systems select assessments and/or cut scores (See the Notes section below the table).
- *Assessment and/or Cut Score Reviews*: policies that require states and/or systems to regularly evaluate the current assessments and/or cut scores
- *Multiple Measures*: states or postsecondary systems that incorporate measures in addition to assessments for placement
- *Intake Process Advising/Review*: Our preliminary review identified California as the only state that has a comprehensive and explicit policy to address the student intake process for assessment and placement.

Note: For the first two columns, we have indicated whether the policy is at the state and/or postsecondary system level. Our preliminary review found that 13 states and 17 systems— typically for community colleges— have policies that establish guidelines for placement assessments and/or cut scores.

X (S) = state policy; X (PS) = postsecondary system policy

Getting Past Go has created state profiles that include summaries of and links to remedial education policies. The profiles can be accessed directly from the links below or from the GPG website and the State Sites drop down list on the right side bar. <http://gettingpastgo.org/>

State	Common Assessment	Common Cut Scores	Assessment/Cut Score Reviews	Multiple Measures	Intake Process Advising/Review
Alabama	X(PS)	X (PS)			
Alaska					
Arizona					
Arkansas	X(S)	X (S)			
California	X (PS)*			X	X
Colorado	X (S)	X (S)			
Connecticut	X (PS)	X (PS)			
Delaware	X (PS)	X (PS)			
District of Columbia	X (PS)	X (PS)			
Florida	X (S)	X (S)			
Georgia	X (PS)*	X (PS)			
Hawaii	X (PS)	X (PS)			
Idaho					

Illinois					
Indiana	X (PS)	X (PS)			
Iowa					
Kansas					
Kentucky	X (S)*	X (S)(PS)			
Louisiana	X (S)	X (S)			
Maine					
Maryland	X (PS)	X (PS)			
Massachusetts	X (S)	X (S)			
Michigan					
Minnesota	X (PS)	X (PS)	X	X	
Mississippi	X (S)*	X (S) (PS)		X	
Missouri					
Montana	X (PS)*	X (PS)			
Nebraska					
Nevada	X (S)	X (S)			
New Hampshire					
New Jersey	X (PS)	X (PS)			
New Mexico					
New York	X (PS)*	X (PS)			
North Carolina	X (PS)	X (PS)			
North Dakota	X (S)	X (S)			
Ohio					
Oklahoma	X (S)*	X (S)	X	X	
Oregon					
Pennsylvania					
Rhode Island					
South Carolina	X (PS)*				
South Dakota	X (S)	X (S)			
Tennessee	X (PS)	X (PS)	X		
Texas	X (S)	X (S)			
Utah					
Vermont					
Virginia	X (PS)	X (PS)			
Washington					
West Virginia	X (S)	X (S)			
Wisconsin					
Wyoming					

***Notes for Common Assessments and Cut Score Policies**

California: California State University (CSU) system uses a common, system-developed assessment, but allows campuses to select cut scores.

Georgia: The university system selects assessments and minimum cut scores for its institutions. The technical college system selects assessments, but test scores are set by individual programs of study.

Kentucky: State sets ACT scores for all institutions, but allows community colleges to set scores on additional, approved tests.

Mississippi and Montana: State sets ACT scores for all institutions, but allows community colleges to select other tests and set scores if ACT scores are unavailable.

New York: City University of New York (CUNY) selects assessments and cut scores for its campuses.

Oklahoma: State selects the primary test (ACT) and sets cut scores, but allows institutions to select secondary assessments and cut scores.

South Carolina: Community college system selects exams, but allows campuses to select cut scores.

Endnotes

¹Paul Attewell, et al., "New Evidence on College Remediation," *The Journal of Higher Education*, vol. 77, no. 5, (September/October 2006): 897-898.

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³Katherine L. Hughes and Judith Scott-Clayton, *Assessing Developmental Assessment in Community Colleges* (CCRC Working Paper No. 19) (New York: Community College Research Center, Teachers College, Columbia University, 2011),

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⁴Judith Scott-Clayton, *Do High-Stakes Placement Exams Predict College Success?* (CCRC Working Paper No. 41) (New York: Community College Research Center, Teachers College, Columbia University, 2012).

<http://ccrc.tc.columbia.edu/Publication.asp?UID=1026>, (accessed on February 21, 2012).

⁵For the complete list of policies, with summaries and links, please visit the [Getting Past Go Policy Database](#).

⁶Hughes, p. 20-25.

⁷Judith Scott-Clayton, *Do High-Stakes Placement Exams Predict College Success?* (CCRC Working Paper No. 41) (New York: Community College Research Center, Teachers College, Columbia University, 2012).

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⁹For the complete list of policies, with summaries and links, please visit the [Getting Past Go Policy Database](#).

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¹³Stephanie Safran and Mary G. Visher, *Case Studies of Three Community Colleges: The Policy and Practice of Assessing and Placing Students in Developmental Education Courses* (New York: National Center for Postsecondary Research, 2010),

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Understanding State School Funding

▶ The first step toward quality reforms

Finance policies must be linked specifically to quality improvements (in education).¹

What's Inside

- ▶ How do funding formulas really work?
- ▶ How do states go about counting students?
- ▶ How are high-need students funded?
- ▶ What is not included in the state's primary funding formula?

This quote, taken from a piece written by the Education Commission of the States (ECS) nearly 30 years ago, demonstrates that researchers have long recognized the relationship between quality education reform and the structure of a state's school funding system. However, many policymakers continue to view their state's school funding formula not as a tool for reform but as a barrier to change. Policymakers tend to view the way that their state funds schools as a byzantine system of rules, regulations, and formulas that is only comprehensible to a handful of people. This perception scares many policymakers away from even trying to grasp how their funding formula works. When policymakers don't understand the basics of their state's funding system, it is difficult for them to determine what changes are needed to encourage innovation.

This issue of *The Progress of Education Reform* sets out to ease some of the confusion by helping readers better understand these complex systems, with the hope that this knowledge will be used to help support education reform in the states.



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THE PROGRESS OF
Education Reform



Why school funding stopped being simple

A 1969 study from the Council of Chief State School Officers provides a detailed history of how and why state funding formulas became more complex.² It describes how the amount of state funding for education increased from \$44 million in 1900 to \$372 million by 1930—a seven-fold increase. By 1960, states were expending \$5.7 billion on public education—14 times that of 1930 levels. Such large increases in spending exacerbated issues related to the state formulas.

During the early 1900s, for example, states distributed funds to school districts based on “flat grants” that provided one basic dollar amount per student to each district regardless of its wealth or need. Because each enrolled student received the same dollar amount from the state, districts with greater needs and/or lower wealth (ability to raise local revenues) often were on unequal footing. However, flat grants were easy for the public, parents, and school administrators to understand. Conversely, more affluent districts received the same amount from the state, even though their communities generated greater local revenues for schools and might have had fewer low-income or high-need students to serve. This created funding inequities among districts. As state education funding levels began to dramatically increase, recognition of these variations ultimately pushed state leaders to revise their funding systems to take into account both a district’s need and relative wealth.

In the 1920s, states began to make use of a new education funding system known as “foundation formulas,” whereby funding is provided to districts on a sliding scale based on their relative wealth. In the 1930s, states began to further adjust these formulas to address the extra costs associated with student populations that required a higher level of resources based on their needs, including those considered “at-risk” of failing, students with disabilities, and students for whom English was not their primary language.

Starting in the 1960s, states began further adjusting their funding formulas with the goal of creating greater equity in funding among districts. In the 1980s, and continuing to today, there has been a movement to adjust funding formulas further for such things as regional costs, district size, and performance incentives. Each of the changes made since 1900 was designed to improve the educational experience of students, especially those from disadvantaged socioeconomic backgrounds. As a consequence, each brought with it a new level of complexity to state funding systems. Now, instead of receiving a set dollar amount per student as they did prior to the 1920s, districts receive funding from the state based on a series of complex and overlapping formulas.

Understanding State Education Funding Systems

While each of the 50 states uses a different system, there are more similarities than one might expect. If you understand these similarities—and know where to look for them in the formula—you will be better equipped to understand what your state’s formula is capable or incapable of doing.



Two Basic Ways to Fund Schools

States fund public education either by 1) providing a school district/charter school with a set amount of funding per pupil or 2) by funding a number of positions (teachers, principals, counselors, librarians, etc.) per school. A study of school funding systems by ECS found that 42 states fund schools based on dollar amounts per pupil while seven states make use of systems that fund based on the number of positions. (The state of Hawaii operates as a single school district so it does not require a funding system that distributes dollars to school districts.)

This of *The Progress of Education Reform* concentrates on the first model of state funding and explains how state systems that provide funding on a per-pupil basis function. A separate companion piece will review systems that base their funding on the number of positions per school.

Step 1: Starting with a foundation

There are many names for funding systems that provide a dollar amount per student, the most common of which is “foundation funding.” A foundation formula begins with a per-pupil funding amount that is deemed sufficient to educate a general education student to state standards (also known as the “foundation” or “base” funding amount). Some states like Arkansas, Maryland, and Wyoming make use of a foundation amount that has been determined through studies conducted by outside organizations. In most states, however, the legislature sets a foundation amount based on the available funding at that time.

Step 2: Counting the kids

Each state needs to have a system to determine how it will count students for funding purposes. The following represent the variations across states:

- ▶ **Single day counts (13 states):** Students are counted on a single day each year.
 - **Positives:** Easy to administer.
 - **Negatives:** Potential unwarranted district penalties and potential unwarranted district rewards.
 - If students are not in attendance for that single day, the school district does not receive funding from the state.
 - If students transfer during the year, districts continue to receive full funding for those students.
- ▶ **Multiple single-count days (seven states):** Students are counted on a single day during multiple times throughout the year, often one day in the fall and one day in the spring. The state then funds the average of these two counts.
 - **Positives:** Relatively easy to administer; attempts to take into account shifting student populations.
 - **Negatives:** Puts a great deal of pressure on districts to have their students attend on the count days; districts lose an incentive to ensure students attend on other dates.
- ▶ **Counting Periods (six states):** Some states count students during longer or multiple periods during the school year. Systems range in states from a single-week count period (Washington) to 40 days (New Mexico and Wyoming).
 - **Positives:** Provides a clearer picture of student attendance than single-count day systems.
 - **Negatives:** Counting periods might not align with shifts in student populations. For instance, if the counting period does not take place during the late fall or early spring, it might not take into account students who migrate to new communities during farming season.
- ▶ **Average Daily Membership (16 states):** Students are counted for funding purposes if they are enrolled in the district for all—or in some cases, almost all—of the school year.
 - **Positives:** Takes into account student enrollment during the whole school year.
 - **Negatives:** This system only counts students who are enrolled in the districts—not necessarily those students who are actually attending classes on a daily basis, which eliminates financial incentives for encouraging students to attend school.
- ▶ **Average Daily Attendance (seven states):** Attendance is taken each day—or in some states on the majority of school days—and the district’s annual student count is the average of these daily attendance numbers. Most states that use this system have some provisions to take into account excused absence for legitimate reasons such as student illnesses.
 - **Positives:** The most accurate way to measure student attendance.
 - **Negatives:** Many state and/or district data systems might not be capable of capturing daily student counts.

The Colorado Children’s Campaign has collected and summarized how each state counts students for funding purposes. Access the paper on their [website](#).

Step 3: Weighting the Students

Most states recognize that certain student populations require additional funding to meet state achievement expectations or standards. A recent study by Deborah Verstegen found that 49 states provide additional funding for special education students, 37 provide funding for English Language Learners (ELLs), and 34 for compensatory/at-risk students.³ Many states choose to supply districts with this additional funding by providing these needier students with additional weights in the funding formula. For example, if a state determines that it would cost districts 20% more to educate an English Language Learner, the formula would provide ELL students with an additional weight of 0.2. Some states determine the additional weights for high-needs students through studies either run by the state or through third parties. However, most states establish their weights through the political process based on the availability of funding.

What is “Compound Weighting”?

Let’s say a state provides an additional weight of 0.3 for “At-Risk” students and 0.2 for “ELL” students. What happens to an At-Risk student who qualifies for ELL services? Does he/she receive only one of the additional weights or both? In some states a student can only have one additional weight—usually the higher of the two (i.e., the At-Risk factor funding weight). However, some states allow for students to have both the additional weights for At-Risk and ELL—thus providing them with a total additional weight of 0.5 (or 50% more than a general education student). When states allow students to qualify for both weights, this is known as “compound weighting.” There is little research on this, and the decision whether to use compound weighting tends to rest on internal political decisions and available funding.

The Weighted Student Count

When states add the weights to the student count number, they get the “weighted student count” (WSC) for each school district. It’s easier to understand this with an example: Let’s say there’s a school district that has 1,000 students—200 of whom are at-risk, 100 who require ELL services, and 20 who are special education students. The state provides an additional weight of 0.30 for at-risk, 0.20 for ELL, and 1.0 for special education. In this case the WSC would be calculated in the following way:

Classification	Students	Weight	Total
General Education	1,000	1.0	1,000
At-Risk	200	0.3	60
ELL	100	0.2	20
Special Education	20	1.0	20
Weighted Student Count for Funding Purposes (WSC)			1,100

Special Education - Texas

Texas has one of the most robust systems for funding special education. The following are the different categories of special education that Texas recognizes and the weights that they provide to them in the funding formula:

Instructional Arrangement	Weight
Homebound students	5.0
Speech therapy	5.0
Residential care and treatment	4.0
Hospital class	3.0
Resource room	3.0
Self-contained mild/ moderate	3.0
Self-contained severe	3.0
State schools	2.8
Off home campus	2.7
Vocational adjustment class	2.3
Nonpublic contracts	1.7
Mainstream	1.1

Step 4: Determining the total foundation amount

This is an easy step: to determine the total foundation amount you simply multiply the per-pupil foundation amount by the “Weighted Student Count.” So, if the state’s per-pupil foundation amount is \$5,000 and the WSC is 1,100 students (like the example above), the total foundation amount would be \$5.5 million.

Step 5: Adding Up the tab & splitting the costs

One point that tends to confuse the media and the general public is who pays the tab for the total foundation amount. Very often people assume that if the total foundation amount equals \$5.5 million (like the above example), it represents the amount of funding that the district can expect to receive from the state. However, that is not the case. States split the cost of the total foundation amount between state education funding coffers (themselves) and the local districts, based on each district’s relative wealth. In theory, a mid-level wealth school district could expect to get 50% of the total foundation amount from the state and they would have to fund the other 50% through local revenues. As a district’s wealth increases, it is expected to pay a higher percentage of the total foundation amount. Conversely, lower-wealth districts could expect to receive a higher percentage from the state.

What makes a district wealthy?

Most states measure a district’s wealth based on its taxable property value per student. However, some states like Maryland look at both the property value and the amount of personal income in a district. This latter option can be beneficial to those school districts that have a high amount of property wealth but their residents have below average incomes. This is often the case in seaside vacation towns. Some states have found that it is unfair to label these districts as “wealthy,” so they attempt to adjust the wealth number by taking income into account.

What if a district wants to spend more?

Most states allow school districts to spend above the foundation amount set by the state. However, all states now have some cap or restraint in place to limit how much a district can expend above the foundation amount (see a list of [each state’s restrictions](#)).

Funding outside the formula

While the majority of state education funding flows through the state’s primary formula, there are other pockets of money that flow from the state to school districts. These additional funding sources are referred to as “categorical funds.” Categorical funds are often used to fund particular student groups (when not included in the primary formula), school functions (transportation, building construction, food services), or regions of the state (rural districts, isolated schools). Most states make use of a half dozen to a dozen different categorical funding programs, and these programs tend to account for only a small percentage of total education spending. However, some states—like California, which makes use of over 60 different categorical programs—are more reliant on this type of funding. No research exists on what number of categorical programs is optimal. The only real problem that policymakers should watch for is creating so many categorical programs that they make the funding formula unnecessarily complex and confusing.

Why are transportation costs paid for outside the formula?

The cost of transporting a student varies greatly from state-to-state and from district-to-district. Transportation costs are impacted by the number of students per square mile, the location of schools (i.e., isolated), various rules and regulations set by the state, and even by certain state court rulings. The difference in transportation spending per pupil can be stark. According to the [National Center for Education Statistics](#), Delaware spends \$777 per student, more than three times that of Oklahoma (\$245), which is the lowest spending state. In almost every state, policymakers have found that it is easier to deal with transportation costs separately from other educational costs. That is why transportation funding often has a funding formula all its own.

Adjusting for Special Circumstances

Some states adjust their districts’ foundation amounts to take into account certain high-cost circumstances. The most common are:

- Differences in regional costs
- Disproportionately large or small districts
- High poverty areas
- Isolated school districts

[\(Click on any of the above topics to learn more.\)](#)

Connecting school funding and education reform

State policymakers need to recognize that it is essential to consider their state funding formula when making decisions on policy changes. They need to understand not only the cost of the new reform, but how that cost can and will be accommodated in the current formula. For example, advocates of digital learning assert that until funding can be targeted and tracked to the course level, growth in access to online courses will be difficult.

For better or worse, meaningful education reform hinges on a state's school funding system...

An older report from the Consortium for Policy Research in Education can help policymakers understand and plan for the cost implications to education reform. [How Schools Can Reallocate Resources to Boost Student Achievement](#)⁴ provides information on how schools can find "... sufficient resources (through reallocation) to implement a wide variety of comprehensive school improvement strategies, including all the specific comprehensive school designs developed by the New American Schools, as well as several others." Included is an interactive tool that district and state level policymakers can use to determine the cost implications of these new school improvement strategies. Such tools are helpful when considering changes to a state's education system. However, understanding the formula for allocating state dollars is critical. Without such an understanding, one cannot successfully change the formula—the ultimate driver that will cause policies to fail or help them succeed.

ECS Resources

ECS state policy tracking database on funding formulas

<http://www.ecs.org/ecs/ecscat.nsf/WebTopicView?OpenView&count=-1&RestrictToCategory=Finance--Funding+Formulas>

ECS issue site on State Funding Formulas:

<http://www.ecs.org/html/issue.asp?issueid=48&issubID=43>

Endnotes

- 1 Alan Odden, *School Finance Reform: Past, Present and Future* (Denver, Colorado: Education Commission of the States, 1983) p. 5.
- 2 Edgar Fuller and Jim B. Pearson, *Education in the States: Nationwide Development Since 1900* (Washington, D.C.: Council of Chief State School Officers, 1969) p. 180-192.
- 3 D. A. Verstegen, "Public education finance systems in the United States and funding policies for populations with special educational needs," *Education Policy Analysis Archives*, 19 (21), 2011, <http://epaa.asu.edu/ojs/article/view/769> (Accessed April 30, 2012).
- 4 Alan Odden, Lawrence O. Picus, "School Finance Redesign Reports," (Madison, Wisconsin: Consortium for Public Research in Education – University of Wisconsin), <http://cpre.wceruw.org/finance/reports.php> (Accessed May 15, 2012).

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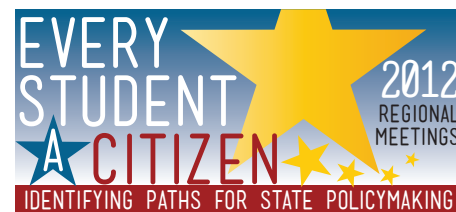
Service-Learning After Learn and Serve America: How Five States Are Moving Forward

Molly Ryan, Education Commission of the States, June 2012



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“Service-learning is a teaching and learning strategy integrating meaningful community service with instruction and reflection to enrich the learning experience, teach civic responsibility and strengthen communities.”

EXECUTIVE SUMMARY

The field of service-learning has made impressive strides in recent decades, and has evolved from a pedagogy in a few schools around the country to a national movement engaging between four million and five million students each year.¹ In 2011, 42 states mentioned service-learning in state policy compared to 27 states in 2000.² A significant setback occurred in April 2011 however, when Congress passed the fiscal year 2011 budget and eliminated funding for Learn and Serve America (LSA), the sole federal funding stream dedicated to service-learning in PK-12 schools.³ Moreover, LSA funding likely will not be restored in the near future; President Obama’s fiscal year 2013 budget fails to call for even a compromise appropriation for LSA.⁴

The loss of federal support coupled with state budget shortfalls has prompted a transition period for the service-learning field.⁵ Advocates across the country are choosing to move beyond the devastating budget cut and seize the opportunity to refocus efforts to expand high-quality service-learning. This set of case studies aims to highlight policy and practice in several states where service-learning experts are designing and implementing agendas to maintain and advance statewide service-learning initiatives with no federal aid and no new state aid.



SERVICE-LEARNING DEFINITION AND OUTCOMES

Service-learning is an educational model that is supported by a growing body of research. The National Service-Learning Clearinghouse defines *service-learning* as a teaching and learning strategy integrating meaningful community service with instruction and reflection to enrich the learning experience, teach civic responsibility, and strengthen communities.⁶ High-quality service-learning requires: (1) meaningful service, (2) intentional link to curriculum, (3) reflection, (4) diversity among participants, (5) youth and parental engagement and decision-making, (6) mutually beneficial partnerships, (7) ongoing progress monitoring, and (8) appropriate duration and intensity to meet community needs and outcomes.⁷

In recent years, the intended outcomes of most service-learning have expanded to include not only community engagement but also 21st century skills and academic achievement.⁸ Students engaged in high-quality service-learning learn to collaborate, think critically, and problem solve. Teachers engaged in high-quality service-learning implement the components that research has identified as effective instructional practices.⁹ Research has also documented student and long-term outcomes of high-quality service-learning, as illustrated in the following tables:

Student Outcomes of High-Quality Service-Learning ¹⁰	
Strengthens academic engagement	Helps students to answer the question “Why am I learning this?” and prompts students to exhibit more positive academic behaviors
Increases school attendance	Excites students about learning so they persist in education and gain skills needed to contribute to society
Connects students to their communities	Empowers students to believe they can make a difference in their community
Reduces risky behaviors	Prevents school violence and dropout

Long-Term Outcomes of High-Quality Service-Learning ¹¹	
Civic engagement	Students engaged in service-learning are more likely to vote and be involved in community organizations
Career preparedness	Students engaged in service-learning exhibit more positive attitudes toward work and better-developed job skills
Healthy school climate	Students and teachers engaged in service-learning trust each other more and are more likely to collaborate among peers and across grade levels
Public engagement in education	Community partners engaged in service-learning are more likely to develop positive perceptions of the students they work with

SERVICE-LEARNING IN STATE POLICY

In 2000 and 2011, the National Center for Learning and Citizenship (NCLC) at the Education Commission of the States (ECS) conducted state policy scans on service-learning to determine the degree in which service-learning has been institutionalized in the states. By the end of 2011, almost every state had either passed legislation or adopted state board of education policy that encourages local schools to use service-learning. Specifically, the 2011 scan found that:

- ✦ 18 states award credit toward graduation for service-learning, up from seven in 2000
- ✦ 21 states have adopted policy stating that student engagement is positively affected by participation in service-learning
- ✦ Six states allow schools to offer a stand-alone, credit-bearing service-learning course
- ✦ 18 states tie service-learning/community service to student achievement
- ✦ Nine states include service-learning as a valuable strategy for at-risk students

Many states include service-learning/community service in benchmarks and instructional strategies in state standards and/or frameworks.¹²

The federal government demonstrated its support of service-learning in 1993, when Congress passed the National and Community Service Trust Act.¹³ This bipartisan legislation created the Corporation for National and Community Service (the Corporation). Until its recent defunding, LSA was the grant-making arm of the Corporation for PK-12 service-learning (and higher education), and invested approximately \$40 million in service-learning efforts each year.¹⁴ Although modest, this appropriation provided steady funding to state LSA offices and its absence threatens to breakdown the state-level infrastructure that service-learning experts and advocates have established over the past 15 years.

CASE STUDY INTERVIEWS

The intent of these case studies is to highlight how service-learning leaders in five states are negotiating the loss of federal support and working to sustain the state-level infrastructure necessary to continue and advance statewide service-learning.

NCLC staff conducted interviews with former state LSA program officers and state service-learning experts in Arizona, Colorado, Minnesota, North Carolina, and Wisconsin. Five components of service-learning policy and practice are recognized as fundamental to institutionalizing high-quality programs and guided the selection of interview questions. Those five components are: (1) Leadership, (2) Continuous Improvement, (3) Professional Development, (4) Curriculum and Assessment, and (5) Community Partnerships.¹⁵ NCLC staff designed case study interview questions to elicit study participants' descriptions of models and lessons learned for advancing statewide service-learning with no federal aid and little to no state aid.

5 Components Necessary to Institutionalize High-Quality Service-Learning:

1. Leadership
2. Continuous Improvement
3. Professional Development
4. Curriculum and Assessment
5. Community Partnerships.



CONSISTENT THEMES

Despite geographic, demographic, state and local infrastructure, and policy differences across the five states, NCLC staff found consistent themes throughout the interviews on the elimination of LSA and service-learning in general. Such themes are detailed in the graph below.

Loss of LSA funding:	AZ	CO	MN	NC	WI
Eliminates the only state-level service-learning position	✓	✓	✓		✓
Eliminates service-learning professional development offered at the state level	✓	✓	✓		✓
Makes state infrastructure even more essential	✓	✓	✓	✓	✓
Compels advocates to regroup and reframe service-learning at the state level	✓	✓	✓	✓	✓



RECOMMENDATIONS AND CHALLENGES

At a time when the service-learning field is in transition, the findings from these case studies may have implications not only for state service-learning leaders struggling with next steps, but also national service-learning leaders anticipating and working toward the next generation of federal service-learning policy.

Key recommendations include:

1. **Build state capacity** – Form a coalition of service-learning leaders from across the state to create a state presence for service-learning and fill the void that the defunding of LSA created at the state level. Model states: Colorado and North Carolina.
2. **Leverage support of other state reform efforts** – Find other statewide initiatives as vehicles for service-learning, such as 21st Century Community Learning Center programs and Dropout Prevention and Student Engagement programs. Model states: Arizona, Colorado, Minnesota, and Wisconsin.
3. **Leverage effective expertise of community partners** – Collaborate with local nonprofits and other organizations already finding creative ways to support service-learning in districts. Model state: North Carolina.
4. **Advocate for state and federal policy** – Refocus state efforts around clear messaging to ensure policymakers are informed as to what high-quality service-learning is and is not. Work towards federal support for service-learning under the Department of Education.

Among the challenges faced by states, three consistently stand out:

1. **Sustainability and Infrastructure**, perennial issues for the service-learning field, have been exacerbated by the defunding of LSA and the loss of dedicated service-learning positions at the state level. Research shows that *high-quality* service-learning has positive impacts on student outcomes. State departments of education, local school districts, and schools cannot support and provide high-quality service-learning without infrastructure to support it.
2. **Professional development** is one of the components of service-learning policy and practice recognized as fundamental to institutionalizing high-quality programs. LSA funds allowed state departments of education to provide service-learning professional development and collaboration among teachers. States are not able to provide the training and professional development necessary for high-quality implementation of this complex pedagogy.
3. The elimination of LSA has illuminated the fact that the **definition of service-learning is still unclear**. In general, state and federal policymakers continue to be unclear on what high-quality service-learning is and is not. This uncertainty in the field may have contributed to LSA funding being an easy target for elimination. Similarly, despite the fact that most states have enacted either legislation or policy encouraging school districts to use service-learning, stronger state policy is necessary for service-learning to be fully utilized as a strategy to reform education, close the achievement gap, and engage citizens in American democracy.

CURRENT STATE OF LEARN AND SERVE AMERICA

LSA historically has been the sole federal appropriation for service-learning and the primary source for state-level funding of service-learning. This caused concerns for many in the service-learning field over the years. The National Youth Leadership Council’s annual publication *Growing to Greatness: The State of Service-Learning* reported in 2008 that many state education agencies expressed a concern over lack of state funding to sustain programs funded by LSA and statewide service-learning in general.¹⁶ The report further found that in numerous states funds are not available to “monitor [service-learning] programs, coordinate and network activities statewide, or provide professional development and training to practitioners.”¹⁷ State programs (other than health care) are highly unlikely to see any increase in funding if weak economic growth continues to force state policymakers to cut budgets.¹⁸

Congress eliminated LSA funding for 2011, 2012 and for the foreseeable future.¹⁹ These cuts have compromised the service-learning infrastructure and been a significant setback to the field of service-learning. Moreover, after almost two decades of modest but steady federal support to state LSA offices, the defunding of LSA emphasizes the federal budget’s “slow retreat from engaging students and youth as leaders and active contributors through their own education.”²⁰

Service-learning is a bipartisan issue, as evidenced by its legislative history. Two senators from Minnesota, one Democrat and one Republican, collaborated with then-Senator Ted Kennedy to sponsor the first iteration of LSA through the National and Community Service Act.²¹ Subsequent federal service-learning legislation also has received bipartisan support. The table below summarizes the history of federal service-learning policy.

History of Federal Service-Learning Policy	
1990	The National and Community Service Act: Provided the first federal funds for service-learning programs and created the Commission on National and Community Service (the Commission). ²²
1993	The National and Community Service Trust Act: Converted the Commission into the Corporation for National and Community Service (the Corporation) and designated the Corporation as the central organization for AmeriCorps, Senior Corps, and Learn and Serve America (formerly known as Serve America). Most states utilized LSA funds to support state-level LSA offices, typically located within the state department of education. ²³
2009	The Edward M. Kennedy Serve America Act: Reauthorized and expanded national service programs administered by the Corporation. ²⁴

In April 2011, Congress passed a budget that cut the Corporation budget by \$74.6 million. This cut included a \$40 million reduction of LSA funding, which effectively eliminated LSA.²⁵ Although the Obama administration requested \$39.5 million for LSA in fiscal year 2012,²⁶ this request was not funded and the President’s fiscal year 2013 proposal fails to ask Congress for even a compromise amount of LSA appropriation.²⁷ Consequently, when the remaining forward-funded grants are fulfilled this year there will be no programs at the Corporation that aim to engage students under age 17 in national service.²⁸

LSA has supported service-learning through formula and competitive grants to state education agencies (SEAs) and other entities, professional development and technical assistance, collaboration and celebration through state conferences and regional meetings, and national leadership. Federal policy also requires LSA to provide and maintain the National Service-Learning Clearinghouse (NSLC). NSLC is the country’s most comprehensive service-learning resource and exists primarily to collect and disseminate information and research on service-learning to educators, students, parents, and community partners.²⁹ NSLC also provides networking opportunities to practitioners and researchers.³⁰ Just a few of the impacts of the elimination of LSA are detailed in the table on the following page.

What the Elimination of LSA Means for Students, Teachers, Schools and Communities:	
Students	Approximately one million students will lose the chance to obtain essential academic and workplace skills.
Schools	Almost 600 individual schools, 450 school districts, 985 community colleges, and 240 colleges and universities will lose more than \$25 million in funding.
Teachers	More than 35,000 K-12 teachers and higher education faculty will lose millions in direct funding to provide real-world, hands-on instruction for their students.
Communities	Nearly 16,000 community-based organizations will lose more than 14 million volunteer service hours contributed by students. Communities will lose access to student volunteers who provide services valued at up to \$310 million. ³¹

The use of service-learning is widespread in part because of federal legislation that supported its implementation and funding in the states. LSA has promoted a climate of accountability for its service-learning programs at the national, state/grantee, and local/subgrantee levels. The elimination of LSA, lack of state funding, and ongoing fiscal challenges in the states put the future of service-learning in doubt. In this paper NCLC will examine how this future might look without federal aid and the measures states are taking to ensure that service-learning continues to produce positive outcomes for students and the community.

RESEARCH RATIONALE

NCLC embarked on these case studies to:

- ✦ Learn how the loss of LSA funds is effecting states around the country
- ✦ Identify challenges and obstacles facing state service-learning leaders
- ✦ Describe the best practices and models state service-learning leaders are using to sustain state-level infrastructure and advance service-learning programs.

PURPOSE STATEMENT

The purpose of these case studies is to identify how five states are moving forward with service-learning in the year immediately following the elimination of the major funding stream for most states' service-learning programs.

WARRANT STATEMENT

These case studies are warranted because service-learning is at a critical juncture. Whether service-learning remains as a viable and widely used pedagogy is dependent on how policymakers and practitioners proceed at this moment. Through these case studies, NCLC aims to offer examples to policymakers and practitioners as to how they might proceed in ways that are productive and establish a solid foundation for further growth of service-learning in PK-12 schools.

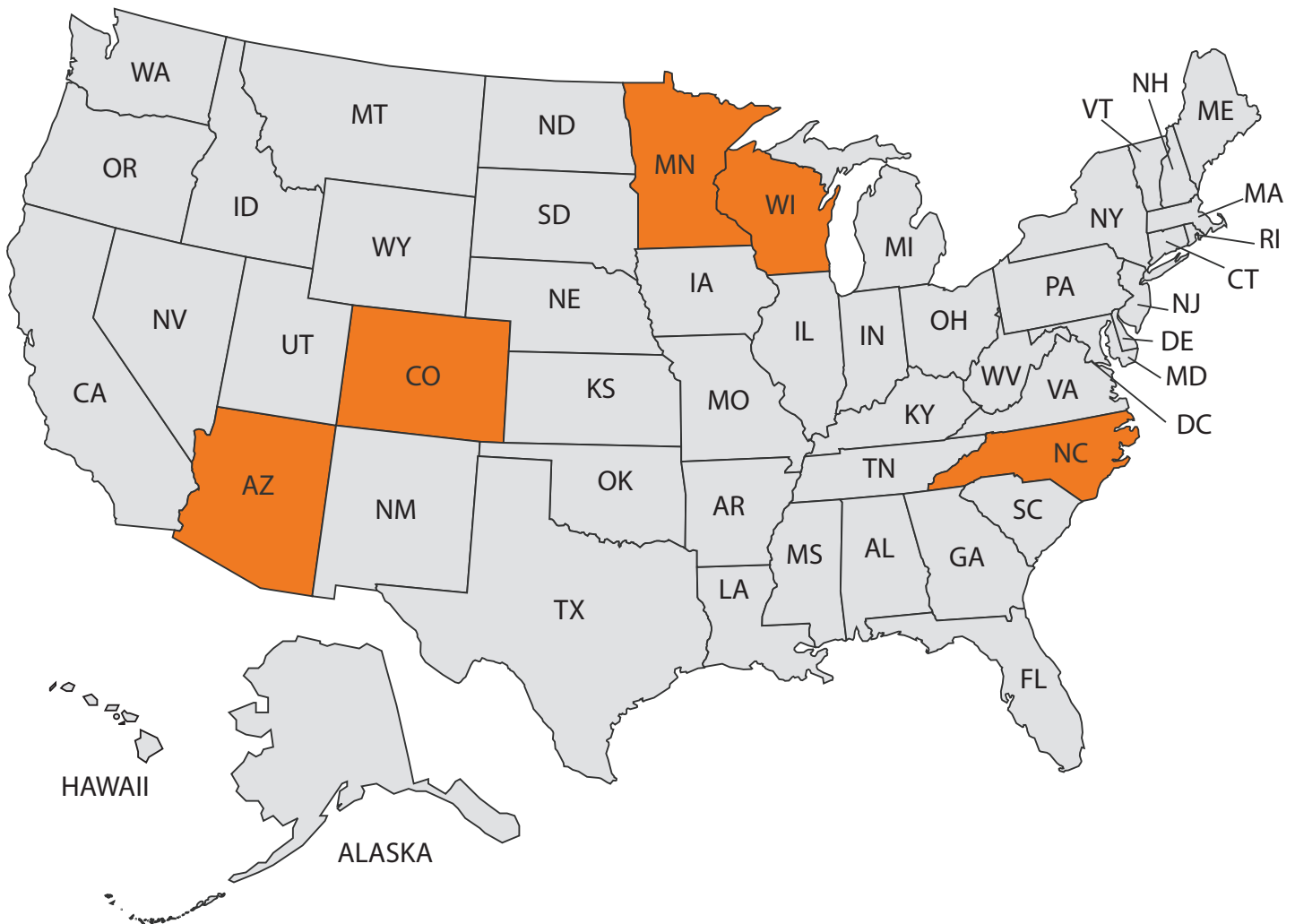


CASE STUDY STATES

NCLC staff selected five states to participate in the “Service-Learning After Learn and Serve America” case studies: Arizona, Colorado, Minnesota, North Carolina, and Wisconsin.³² The states are diverse not only geographically, demographically, and politically, but also reflect variety in-state approaches to service-learning. The five states appear to be united by their confidence in high-quality service-learning as a critical pedagogy for student academic, civic, social, emotional and career development, and the motivation to promote service-learning as an essential component of their state’s education system. NCLC staff interviewed the former Learn and Serve America (LSA) program officer in each state, as well as other state service-learning leaders, about how the elimination of LSA affects service-learning in their state and what steps they are taking to sustain and advance their service-learning programs without federal support.

The common themes echoed across the case study states include: (1) collaborating with state service-learning leaders from different sectors is key to building state capacity; (2) creative leveraging of existing resources may keep service-learning alive through other state education reforms; and (3) viewing the loss of federal funding as an opportunity to refocus service-learning programs rather than as an end to them. However, the loss of LSA funds did not affect any two states in exactly the same way, nor were any two states identical in their approaches to sustaining their service-learning programs.

In the following pages, NCLC reports on how the five states are moving forward in service-learning despite the defunding of LSA and how other states might employ similar models.



ANALYSIS OF CASE STUDY STATES

ARIZONA

Learn and Serve Arizona

For nearly 12 years, Learn and Serve America (LSA) has been the main source of funding for service-learning in Arizona. Although LSA granted the Arizona Department of Education (ADE) its first formula grants in 1993, this allotment was minimal and it was not until 2000 that the state received its full funding allotment.³³ LSA funds flow through ADE to school districts, which typically employ the strategy of funding one school before expanding a successful program district-wide.

Since 1993, approximately 20,000 Arizona students each year have been engaged in service-learning through Learn and Serve Arizona (out of 1,077,831 students enrolled in 2009).³⁴ One of the many successful Arizona LSA programs is the Arizona Education Professions program (EP). EP began in the late 1990s in one school district as a service-learning project called Future Teachers Academy (FTA). By the early 2000s, FTA grew into EP, a state wide Career and Technical Education (CTE) program, and continues to be a collaborative effort of multiple units within ADE. EP is a credit-bearing class with a strong service-learning component and post secondary dual enrollment opportunities. Through the program, now in approximately 100 Arizona high schools, students may earn up to six credits in education in several local community colleges' teacher education programs.³⁵

Until the defunding of LSA, grant funds also supported one full-time Arizona Learn and Serve staff position at ADE and contributed to the salary of the Arizona Learn and Serve director. Learn and Serve Arizona staff generally offer three one-day service-learning training opportunities throughout the year to give educators the tools necessary to guide students to effectively determine and respond to the needs of their communities through service-learning. The spring training culminates with a celebration of service-learning in the state. In 2004, to further assist teachers engaged in service-learning and to provide accountability for the practice, ADE designed a Service-Learning Curriculum Framework.³⁶ The framework clarifies how teachers can connect service-learning to academic standards at each grade level.

Arizona Learn and Serve staff convened the inaugural Statewide K-12 Academic Service-Learning Conference on May 1, 2012. The conference consisted of 24 professional development sessions on service-learning for teachers and addressed such topics as service-learning and the common core standards, service-learning best practices, and building community partnerships.³⁷ State Superintendent John Huppenthal delivered the keynote address. Arizona Learn and Serve staff anticipate the conference publicity will expose more state policymakers to the positive student outcomes of service-learning so the pedagogy can move beyond LSA grantees to all schools across the state.



ADOE Initiatives Using Service-Learning:

21st Century Community Learning Centers

Academic Achievement

Bullying Prevention

Career and Technical Education

Character Education

Dropout Prevention

Early Childhood Education

Education and Career Action Plan

Honors Programs

Nutrition Programs

School Improvement

**Special Education/
High School Transition**

STEM

Teen Pregnancy Prevention

State Policy

In 2003, State Senator Mark Anderson worked with state service-learning advocates to draft a bill identifying how service-learning could be used as a means to meet the state’s academic content standards. The bill passed and directs the state board of education to “[a]dopt guidelines to encourage pupils in grades nine, ten, eleven and twelve to volunteer for twenty hours of community service before graduation from high school.”³⁸ The statute also provides that community service may include service-learning.³⁹ This policy led ADE to develop the Service-Learning Curriculum Framework previously mentioned.

What the Elimination of LSA Means for Arizona

According to Arizona Learn and Serve staff, at the end of the current LSA grant period Arizona will have *no formal service-learning initiative at the state level*.

- ✦ The state infrastructure for service-learning is severely compromised because the only position at ADE dedicated to service-learning will be gone.
- ✦ ADE has no plans to continue service-learning professional development and training for teachers.
- ✦ Service-learning likely will not spread beyond the districts and schools currently employing it.

Arizona Learn and Serve staff report that collaboration and momentum in service-learning was swelling when the federal funding was cut. They hoped the first statewide conference would expose more state education leaders to service-learning and generally create a service-learning “buzz” around the state. Also, Learn and Serve staff were planning to change the LSA subgrant structure from school grants to district-wide grants in an effort to expand the program and encourage sustainability within districts. To provide more accountability, this plan included benchmarks the districts would be required to meet for each year of the grant.



State Solutions

Model: Leverage Support of Other State Reform Efforts

In the time they have left with Arizona Learn and Serve, staff intend to:

- ✦ Leverage support of other state reform efforts, such as career and technical education, to find ways to incorporate service-learning
- ✦ Revise the Service-Learning Curriculum Framework so teachers will have access to up-to-date information
- ✦ Move the Arizona Learn and Serve website to the ADE website with the expectation that an ADE employee may be able to periodically update it
- ✦ Work with the available state service-learning data to illustrate the positive student outcomes that the service-learning program has realized, such as improvement of reading levels.

ANALYSIS OF CASE STUDY STATES

COLORADO

Learn and Serve Colorado

Since the early 1990s, Learn and Serve America (LSA) has been the primary consistent source of funding for service-learning in Colorado. LSA funds flow to the Colorado Department of Education (CDE) where over the years they have been subgranted to schools, regional service-learning offices, and community agencies. The federal funds also have contributed to securing a full-time position at CDE and enabled nearly 26,000 Colorado students to engage in service-learning in the 2004-05 school year (out of 780,708 students enrolled in 2005).⁴⁰

Throughout the 1990s, Learn and Serve Colorado, through CDE, awarded approximately 60 small LSA grants per year to teachers to implement service-learning programs in their classrooms. These grants enabled a middle school teacher from Colorado Springs to connect service-learning to state middle school reform efforts, which helped to foster the expansion of service-learning across the state.

In 2000, Learn and Serve Colorado shifted its focus to building a regional infrastructure for service-learning to make training and technical assistance more accessible to local schools and communities. LSA grants, supplemented with some private money, funded the development of four service-learning regions. Each region had a full-time service-learning coordinator and three full-time AmeriCorps Volunteers in Service to America (VISTAs). The regional offices also partnered with service-learning centers at local colleges or universities. These initiatives produced significant outcomes. For instance, in 2000:

- ✦ Colorado students provided over 200,000 hours of service, connected to 60,000 hours of classroom instruction linking service-learning to state and local content standards
- ✦ Regional service-learning offices offered five trainings throughout the year and established support for service-learning at their respective school and district levels.

From 1993 to 2003, Learn and Serve Colorado merged community- and school-based service-learning through management of LSA Community-Based Grants. Learn and Serve Colorado granted LSA funds to community agencies, such as the Denver Zoo, that worked directly with schools to help teachers and administrators align service-learning with content standards and state assessments. State evaluation results documented the success of these efforts, which showed that students engaged in service-learning programs linked to state standards had higher grade point averages and performed “significantly higher” on the state high-stakes assessment than students who did not participate in the program.⁴¹

Similarly, Learn and Serve Colorado contracted with RMC Research Corporation in 2004 to evaluate the effectiveness of LSA grantee service-learning programs. The evaluation documented that students engaged in high-quality service-learning programs were more likely to: (1) value school, (2) be academically and civically engaged, (3) feel civically influential, (4) have positive civic dispositions, and (5) possess civic skills.⁴²

Learn and Serve Colorado and other Colorado service-learning leaders have partnered with state implementers of the No Child Left Behind Act (NCLB) as well as the leaders of state character education, English-language learners, and School-to-Work programs to explore methods of incorporating service-learning into other state reform initiatives. CDE has also annually convened educators and students engaged in service-learning at a state service-learning conference. Since 1992, the conference has provided Learn and Serve Colorado with the opportunity to recognize leadership in service-learning and students and educators the opportunity to learn from each other.

Mission of the Colorado Service-Learning Council:
To promote, advance, and institutionalize high-quality service-learning through innovative collaboration among K-12, higher educational institutions, government agencies, nonprofit agencies, and the private sector throughout Colorado.

CDOE Regional Service-Learning Infrastructure:
Four regions throughout Colorado
One full-time service-learning coordinator per region
Three full-time AmeriCorps VISTAs per region
Partners with local college or university service-learning center

For the current and last LSA grant cycle, Learn and Serve Colorado has focused on dropout prevention and student reengagement. Learn and Serve Colorado awarded school-based grants to advance high-quality service-learning in schools with high populations of disadvantaged youth to improve retention and graduation. To encourage sustainability at the school and district levels, Learn and Serve Colorado has partnered with existing prevention programs in the grantee's district.

State Policy

Colorado state statute explicitly permits school districts to adopt a service requirement for high school graduation.⁴³ The statute provides that “[e]ach school district shall consider and, if the school district board of education deems it appropriate, adopt a policy to encourage students to engage in community service or service-learning and to recognize students’ contributions to their communities through community service or service-learning The policy should specify the manner in which recognition of service may be reflected on a student’s diploma or transcript as an indication of the student’s commitment to service within the community.”⁴⁴

State policy further:

- ✦ Identifies service-learning as an instructional strategy to increase student achievement
- ✦ Supports service-learning professional development for teachers and administrators
- ✦ Identifies service-learning as a means of preparing students for the workplace
- ✦ Requires CDE to consider, in awarding grants for the dropout prevention activity program, whether the activity program demonstrates a connection with the community and provides a benefit to the community.⁴⁵

What the Elimination of LSA Means for Colorado

According to Colorado Learn and Serve staff, at the end of the current LSA grant period the currently healthy state infrastructure for service-learning will be in jeopardy.

- ✦ CDE will no longer have a position dedicated to service-learning
- ✦ The future of the regional service-learning offices is threatened because they will lack funding
- ✦ The frequent state-level service-learning professional development and training for teachers and administrators will cease
- ✦ Research on the state’s service-learning programs likely will not continue
- ✦ Districts will unlikely have the funds to expand service-learning beyond the schools currently employing it.

State Solutions

Models: Build State Capacity; Leverage Support of Other State Reform Efforts

CDE staff and representatives from state and national private and public organizations have come together to form the Colorado Service-Learning Council (the Council). The Council has been meeting regularly since summer 2011, and intends to pick up where Learn and Serve Colorado left off and become the statewide hub for service-learning.

Specifically, the Council plans to:

- ✦ Sustain and solidify the state infrastructure for service-learning
- ✦ Support and expand current school and district service-learning programs
- ✦ Provide a website with a wealth of resources on high-quality service-learning for students, educators and community organizations.

In the time they have left with Colorado Learn and Serve, staff intend to:

- ✦ Provide a final service-learning professional development opportunity for teachers through a spring 2012 conference
- ✦ Find ways to incorporate service-learning into other state reform efforts, such as the Colorado 21st Century Grant Program, Colorado Graduation Pathways, and the Dropout Prevention and Student Engagement Program
- ✦ Transition into a new position at CDE in the Office of Dropout Prevention and Student Engagement and work to incorporate service-learning in this initiative.

MINNESOTA

Learn and Serve Minnesota



State policymakers in Minnesota were exploring ways to advance statewide service and service-learning before Congress created Learn and Serve America (LSA). In 1984, the National Youth Leadership Council (NYLC), headquartered in Saint Paul, first assembled leaders from education, community organizations, businesses, and government to promote service-learning across the state. Subsequently, Minnesota governors appointed a succession of commissions tasked with developing youth service.⁴⁶

After the state adopted legislation supporting service-learning, detailed in the next section, Minnesota Senators Dave Durenberger and Paul Wellstone introduced Minnesota’s successful approach to service-learning at the federal level and, along with then-Senator Ted Kennedy, sponsored the National and Community Service Act.⁴⁷ Since then, more than 15,000 Minnesota students have been engaged in service-learning through LSA funding (out of 837,053 students enrolled in 2009).⁴⁸

Similar to most states, LSA allots K-12 grant funds to the Minnesota Department of Education (MDE). MDE then awards subgrants to support school-, district-, and community-based service-learning programs. Through LSA funds, MDE has also been able to dedicate one full-time position, known as the Service-Learning Specialist, to coordinate state service-learning initiatives and provide training and professional development to educators. To encourage service-learning training, MDE allows teachers to count service-learning professional development as training hours toward licensure renewal.⁴⁹

In 1993, MDE, through Learn and Serve Minnesota, established a network of service-learning peer consultants—educators responsible for providing training and technical assistance across the state. MDE paired each consultant with one LSA grantee school. To further foster sustainability for service learning, in 2005 MDE adopted a state definition of service-learning: “Service-learning is a form of experimental learning whereby students apply content knowledge, critical thinking and good judgment to address genuine community needs.”⁵⁰ Learn and Serve Minnesota also requires grantee school districts to consider ways to sustain service-learning programs in district schools.

MDE adopted K-12 Service-Learning Standards for Quality Practice and encourages all school and district service-learning programs across the state to adhere to the standards. In 2006, Learn and Serve Minnesota published a handbook to provide teachers tangible examples of how service can be linked to state academic standards.⁵¹

MDE staff have recognized service-learning as a valuable pedagogy in state reform efforts. Service-learning is one of 10 key strategies identified as part of MDE’s Dropout Prevention, Retention and Graduation Initiative. MDE’s Out-of-School Time Program employs service-learning as a means to “bridge” school time and after-school time. Out-of-School Time staff explain that during the school day, teachers may only “go so deep” in certain curricular concepts; however, the afterschool program often has the capacity to leverage resources of community partners to delve deeper into a certain subject through service-learning.⁵² Community partners involved in district after-school initiatives are invited to curriculum meetings in an effort to ensure that after school service-learning programs meet the definition of service-learning.

“Service-learning is a form of experimental learning whereby students apply content knowledge, critical thinking and good judgment to address genuine community needs.”

State Policy

Minnesota is the only state where the state legislature has passed legislation authorizing local school districts to levy one dollar per capita for community-based youth development/youth service programs including service-learning.⁵³ Many districts have used this levy to employ a district service-learning coordinator.

State statute also permits school districts to adopt a service requirement for high school graduation. Specifically, statute provides that a school board “may award up to one credit, or the equivalent, toward graduation for a pupil who completes the youth service requirements of the district.”⁵⁴ State policy further:

- ✦ Identifies service-learning as an instructional strategy to increase student achievement
- ✦ Directs the Governor’s Workforce Development Council and the Commissioner of Education to study the alignment among community service, service-learning and work-based learning
- ✦ Names service-learning as a strategy to increase civic engagement
- ✦ Identifies service-learning as a means of preparing students for the workplace
- ✦ Supports service-learning professional development for teachers.⁵⁵

What the Elimination of LSA Means for Minnesota

According to Minnesota Learn and Serve staff, at the end of the current LSA grant period, the robust state infrastructure for service-learning will be in jeopardy. Staff stress that “incredible things” are happening right now in service-learning throughout the state, but the defunding of LSA threatens stagnation and reversion in service-learning programs.⁵⁶

- ✦ MDE will no longer have a position dedicated to service-learning.
- ✦ The consistent state-level service-learning professional development and training for teachers and administrators will come to an end. Staff stress that professional development is extremely important to ensure high-quality service-learning because teacher preparation programs generally do not provide instruction on how to integrate service-learning.
- ✦ Regional service-learning offices will unlikely have the funds to continue to assist schools at the same level.
- ✦ MDE no longer will provide grantee school districts programmatic and fiscal assistance through the state Program Monitoring and Risk System.

State Solutions

Model: Leverage Support of Other State Reform Efforts

Prior to the elimination of LSA, most MDE departments were already collaborating on the department’s high school dropout initiative funded by a five-year federal dropout prevention grant. MDE department specialists, including the Service-Learning Specialist, met monthly to identify issues students are struggling with and look for solutions to these issues.

Out of this collaboration the Service-Learning Specialist formed a voluntary ad hoc committee/informal professional learning community with other MDE staff who work with hands-on, project-based activities. The Service-Learning Specialist anticipates that through the power of networking within MDE, this group will find ways to incorporate service-learning in MDE’s broad-based strategies to better engage students.

ANALYSIS OF CASE STUDY STATES

NORTH CAROLINA

Learn and Serve North Carolina



Similar to the other case study states, Learn and Serve America (LSA) has been the principal source of funding for North Carolina service-learning programs since the 1990s. In the early stages of Learn and Serve North Carolina, LSA funds flowed through the North Carolina Department of Public Instruction (NCDPI) to individual teachers to implement small project grants.⁵⁷ NCDPI gradually changed its subgrant structure to support comprehensive proposals from school districts. In the 1999-2000 school year, the Corporation for National & Community Service designated 24 North Carolina grantees as National Service-Learning Leader Schools.⁵⁸ More than 13,000 North Carolina students were engaged in service-learning in the 2008-09 school year (out of 1,483,397 total students enrolled in 2009).⁵⁹

In the late 2000s, NCDPI explored the possibility of transitioning Learn and Serve North Carolina to a statewide nonprofit organization. NCDPI collaborated with Communities in Schools of North Carolina (CISNC) on this effort and in the 2009-10 school year, CISNC began administration of Learn and Serve North Carolina.⁶⁰ CISNC currently supports service-learning programs in 42 counties (out of 100) and at 430 sites.⁶¹

CISNC uses LSA funds to support service-learning projects in schools and districts that address three goals: (1) participant development, (2) strengthening communities, and (3) fostering civic engagement.⁶² CISNC targets schools and districts where the majority of the student population is at risk of dropping out.⁶³ CISNC maintains that 98% of potential student dropouts have stayed in school in part because of CIS-supported programs; including service-learning.⁶⁴

Guilford County Schools, a district of 71,000 students, is one of CISNC's star grantees. Guilford County has partnered with the National Youth Leadership Council (NYLC) in addition to CISNC, to offer students academically rigorous service-learning experiences. Through the district's Character Development Initiative, which addresses one of the district's strategic plan goals of providing students "the tools and motivation necessary to positively impact [the] world," students may earn a Service-Learning Diploma and a Service-Learning Exemplary Award.⁶⁵ School administrators will award the Service-Learning Diploma for the first time in 2012 to students who complete 250 hours of service-learning throughout their high school career.⁶⁶ School administrators will also award the Service-Learning Exemplary Award to students who complete 100 hours of service-learning before high school graduation.⁶⁷

Mission of The North Carolina Service-Learning Coalition:

To develop actively engaged and globally aware citizens by promoting, advancing, and supporting high quality service-learning

Communities in Schools North Carolina:

Brings together all sectors of the community – from businesses and other nonprofits to government agencies and faith-based organizations – to make sure students are graduating on time, prepared for college, career and life.

Through the Character Development Initiative Guilford County administrators and educators have committed to service-learning as an instructional strategy.⁶⁸ In the first year of the program, the 2010-11 school year, nearly 100 teachers received two days of professional development in service-learning.⁶⁹ This school year, a second group of teachers will participate in the training.⁷⁰ The district's goal is to have service-learning teacher leaders at all levels, with at least one in each school.⁷¹

State Policy

State statute encourages local boards of education, as a part of the Basic Education Program, to include instruction on “service to others” by incorporating service-learning into the board’s standard curriculum or “involving a classroom of students or some other group of students in one or more hands-on community-service projects.”⁷² The statute goes on to encourage all schools to “provide opportunities for student involvement in community service or service-learning projects.”⁷³ State policy also:

- ✦ Includes service-learning as a valuable strategy for at-risk students (through dropout prevention and suicide prevention programs)
- ✦ Encourages service-learning as a teaching strategy through The Student Citizen Act of 2001
- ✦ Recommends service-learning as a work-based strategy for courses in the Family and Consumer Science program of study.⁷⁴

What the Elimination of LSA Means for North Carolina

Before the elimination of LSA, CISNC staff realized that one person was not enough to coordinate the state’s service-learning effort.⁷⁵ The loss of federal funding has intensified this issue. Many local school districts’ service-learning programs are not as advanced as Guilford County and support from the state is essential. Moreover, the state does not allocate any funds to support service-learning.

- ✦ CISNC will continue to provide service-learning, but with the loss of the federal aid it will become the only source of statewide funding for service-learning.
- ✦ Service-learning professional development and training for teachers will not be as consistent.
- ✦ Without additional funds, high-quality service-learning may not expand beyond the districts and schools currently using it.

State Solutions

Model: Build State Capacity; Leverage Effective Expertise of Community Partners

CISNC staff and representatives from state and national private and public organizations have recently joined forces to form The North Carolina Service-Learning Coalition (the Coalition). Similar to the Colorado Service-Learning Council, the Coalition aims to pick up where Learn and Serve North Carolina left off, and become the state hub for service-learning. The mission of the Coalition is “to develop actively engaged and globally aware citizens by promoting, advancing, and supporting high quality service-learning.”⁷⁶ The Coalition convened the inaugural State-wide Service-Learning Summit in May 2012 in Greensboro, North Carolina.

Specifically, the Coalition plans to:

- ✦ Sustain and strengthen the state infrastructure for service-learning by supporting and expanding current school and district service-learning programs and by making resources on high-quality service-learning accessible for students, teachers, and community organizations
- ✦ Ensure that schools and districts understand what high-quality service-learning is and is not (misconceptions about service-learning continue to persist throughout the state)

ANALYSIS OF CASE STUDY STATES

WISCONSIN



Learn and Serve America (LSA) funds have been the Wisconsin Department of Public Instruction's (WDPI) primary means of supporting school district service-learning programs since 1992. Since 2006, WDPI has focused on building district infrastructure to sustain service-learning and granted up to \$20,000 to districts to support service-learning programs. The impact of the district grants has been substantial; more than 13,000 Wisconsin students were engaged in LSA service-learning programs in the 2010-11 school year (out of 1,224,689 total students enrolled).⁷⁷

LSA funding enabled WDPI to support one dedicated staff position, a service-learning consultant. The service-learning consultant developed and provided resources for teachers to support high-quality service-learning practice based on current research, convened state service-learning conferences, and provided technical assistance, facilitation and professional development opportunities for educators.

To further foster sustainability, WDPI required each school within a grantee district to identify a "teacher leader" in service-learning.⁷⁸ The teacher leaders from each school formed a district leader team that worked with the service-learning consultant on institutionalization of district wide service-learning implementation. For several years, WDPI also partnered with the Wisconsin Campus Compact to convene the annual State Superintendent's PK-16 Institute on Service-Learning and Citizenship.⁷⁹ The aim of this conference was to expand educators' service-learning skills.⁸⁰

WDPI has recognized service-learning as a priority state initiative, and incorporated the practice into many state programs, such as 21st Century Skills, career and technical education, STEM initiatives, family and consumer economics, and character education. In addition, WDPI recently published a service-learning implementation guide titled *High Quality Instruction that Transforms: A Guide to Implementing Quality Academic Service-Learning*.⁸¹

State Policy

Although Wisconsin state policy does not require service-learning to count toward graduation requirements, state statute does permit a school board to "require a pupil to participate in community service activities in order to receive a high school diploma."⁸² State administrative code defines service-learning as a pedagogy where "pupils learn and develop through active participation in thoughtfully organized services that meet the needs of the community."⁸³ Historically, elected state superintendents of public instruction also have supported service-learning and citizenship education.



"Service-learning encourages students to use their academic skills to make a difference in the world."

*~ Former State Superintendent
Elizabeth Burmaster*

What the Elimination of LSA Means for Wisconsin

According to Wisconsin Learn and Serve staff, at the end of the current LSA grant period there will be a void at the state level for service-learning. Staff stress that it “felt like we were right on the cusp” of advancing and sustaining high-quality service-learning when funding was cut.⁸⁴ WDPI staff further explain that schools want to do service-learning, but it is nearly impossible to maintain fidelity to quality with no support at the state level.⁸⁵

- ✦ WDPI will no longer have a position dedicated to service-learning.
- ✦ The thorough and ongoing service-learning professional development and training that has been based on a cascade model to expand to educators throughout the state will cease.
- ✦ Districts will unlikely have the funds to expand service-learning beyond the schools currently employing it.
- ✦ The gains in service-learning made over time likely will fade as teachers supporting it retire.
- ✦ Fidelity to quality may decrease without ongoing support, professional development, and the creation of new resources based on current research.



State Solutions

Models: Leverage Support of Other State Reform Efforts

WDPI staff have presented to WDPI leadership specifically how service-learning can transition into other department efforts. They hope that the unique elements of service-learning as not only an instructional strategy but also a project- and inquiry-based learning experience will make it easily incorporated into other state initiatives, such as career and technical education. Similarly, as a pedagogy that resonates with effective instructional practices, service-learning could be a key component of teacher quality efforts. Staff anticipate that because service-learning is a universal strategy, it could be incorporated into WDPI’s statewide reform efforts: *Response to Intervention, and Positive Behavioral Interventions and Supports*.⁸⁶

CONCLUSION

Service-learning is at a critical juncture. After almost two decades of steady progress, the recent elimination of Learn and Serve America (LSA), the lack of state funding, and the fiscal crisis across the states have placed the future of service-learning in jeopardy. Whether service-learning remains as a viable and widely-utilized practice is dependent on how policymakers and practitioners proceed at this point in time.

Thanks to the state LSA officers and service-learning advocates and experts in Arizona, Colorado, Minnesota, North Carolina, and Wisconsin, NCLC was able to compose these case studies to offer examples to policymakers and practitioners as to how they might continue to advance service-learning without federal funding. NCLC sought to determine how the elimination of LSA is affecting states around the country, identify the challenges and obstacles facing state service-learning leaders, and provide best practices and models state leaders are using to sustain the service-learning infrastructure at the state level. NCLC also intended that these case studies build upon previous NCLC service-learning initiatives that promote service-learning as a critical pedagogy for student academic, civic, social, emotional, and career development.

At this time of transition for the field of service-learning, the findings from these case studies may have implications not only for state service-learning leaders grappling with next steps, but also national service-learning leaders working toward the next generation of federal service-learning policy. Despite substantial differences in geography, demography, infrastructure, and policy, case study interviews found that the five participating states share many of the same challenges in dealing with elimination of LSA and service-learning implementation in general. Similarly, the five states also offer consistent recommendations and best practices with regard to sustaining service-learning without new funding.



CHALLENGES

Among the many challenges states are facing because of the defunding of LSA, three consistently stand out:

1. Sustainability and Infrastructure

- ✦ Congress's original decision to grant the power of allocation of LSA funds to State Education Agencies (SEAs) was elemental in sustaining and advancing service-learning within the states. SEAs became the central resource for expanding service-learning programs and provided technical assistance and state leadership. The elimination of LSA funding has fractured the state-level infrastructure of service-learning in each of the five case-study states. In Arizona and Wisconsin, the defunding of LSA has devastated state infrastructure.
- ✦ Research has shown that service-learning must be of high-quality to positively impact student outcomes, and SEAs, local school districts, and schools cannot provide high-quality service-learning without the infrastructure to support it. Sustainability and infrastructure is not only about funding; state policy and collaboration of service-learning practitioners is also vital. However, funds are necessary in the beginning to intermediate stages of infrastructure building, which is the stage of most states today.

2. Professional Development

- ✦ Professional development is one of the essential components of high-quality service-learning. LSA funds allowed SEAs to provide training and professional development in service-learning and collaboration among teachers. Specifically, many SEAs used LSA funds to transport teachers from across the state to a training location and to pay for the required substitute teacher. With the loss of LSA funding, states are not able to provide the training and professional development necessary, and it is up to teachers to seek their own training.

3. Inconsistent Messaging

- ✦ The elimination of LSA has illuminated what many service-learning experts already knew—that the definition of service-learning is still unclear. In general, state and federal policymakers continue to be unclear on what high-quality service-learning is and is not. While the service-learning field has embraced a set of research-based standards for high-quality practice, the standards are not yet universally and consistently applied to implementation efforts. This uncertainty in the field may have contributed to LSA funding being an easy target to cut.
- ✦ Despite the fact that most states have enacted either legislation or policy encouraging school districts to use service-learning, stronger state policy is necessary for service-learning to be fully utilized as a strategy to reform education, close the achievement gap, and engage citizens in American democracy. Service-learning requires changes in how instruction is delivered; thus it is essential that state policy target the requisite changes to instructional practices and school climate efforts in order to fully create schools that embrace service-learning. The infrastructure and professional development concerns caused by the defunding of LSA make service-learning policy even more necessary.

RECOMMENDATIONS AND BEST PRACTICES

Among the recommendations and best practices found in case study states, four stand out as consistent and significant.

Key recommendations include:

1. Build State Capacity

Colorado and North Carolina are finding success through a coalition of service-learning leaders from across the state. Such a coalition will create a state presence for service-learning and fill the void that the defunding of LSA created at the state level. The Colorado Council is in the process of designing a website to provide the necessary resources and networking capabilities that the National Service-Learning Clearinghouse and SEA websites have provided. Similarly, the North Carolina Coalition aims to become the hub for service-learning in the state.

2. Leverage Support of Other State-Reform Efforts

Arizona, Colorado, and Minnesota are identifying other statewide initiatives as vehicles for service-learning, such as 21st Century Community Learning Centers programs and Dropout Prevention and Student Engagement programs. Minnesota also is seeing progress through an ad hoc collaboration of SEA staff who work on project-based initiatives.

3. Leverage Effective Expertise of Community Partners

North Carolina is the one state in the case studies whose LSA was administered by a nonprofit, Communities in Schools North Carolina (CISNC), rather than the SEA. While the loss of federal funds still has a significant impact on the support that CISNC will be able to provide, because CISNC is involved, North Carolina is better situated to maintain momentum in light of the elimination of LSA. Thus, collaborating with local nonprofits and other organizations already engaged in finding creative ways to support service-learning in districts may be essential.

4. Advocate for State and Federal Policy

State service-learning advocates in Wisconsin currently are refocusing efforts on clear messaging to ensure that policymakers are informed as to what high-quality service-learning is and is not. The advocates anticipate introduction of service-learning policy at the state level and also will work toward rebuilding federal support for service-learning under the U.S. Department of Education (ED). LSA has had few connections to the ED, because it was housed under the Corporation and thus concentrated more on the service part of service-learning. Advocates in Wisconsin and other states believe the time is right to move service-learning beyond the federal service and volunteerism agenda into the education agenda. Many believe that the reauthorization of The Elementary and Secondary Education Act and implementation of the Common Core State Standards will provide opportunities to “grow” active learning approaches, such as service-learning.

While the end of LSA is unquestionably a blow to service-learning, it is not the end of the road for the field. Students, educators, and advocates who are engaged in service-learning are passionate about the pedagogy because they know its power. Service-learning teaches students how to collaborate, think critically, and problem solve. Each of these 21st century skills is critical to a student’s success.

A growing body of research documents the student outcomes produced by service-learning: strengthening academic engagement, increasing school attendance, connecting to community, and reducing risky behaviors, such as dropping out of school. The long term outcomes produced by service-learning include: civic engagement, career preparedness, healthy school climate, and public engagement in education.

Arizona, Colorado, Minnesota, North Carolina, and Wisconsin represent positive models of how to progress at this critical point in time. These states are designing and implementing agendas to maintain and advance statewide service-learning initiatives with no federal aid and no new state aid. They are committed to service-learning because they know it works.

APPENDIX A: INTERVIEW QUESTIONS

Early Stages of Service-Learning

- ✦ How did service-learning originate in your state?
- ✦ Who/what groups organized the statewide effort?
- ✦ What were the original goals?
- ✦ What roles did the various state institutions play?
- ✦ What motivated the institutions to participate in the early stages?
- ✦ How coordinated were the early efforts?
- ✦ What challenges and obstacles existed in the early stages?

Accountability

- ✦ Were there any evaluations early on or studies of effectiveness?
- ✦ Is a process for evaluating statewide service-learning efforts spelled out?
 - ✦ Describe the criteria for evaluation.
 - ✦ Who assesses?
 - ✦ Who monitors progress?

Sustainability

- ✦ Has service-learning become institutionalized? How? State Board of Education policy?
- ✦ What other school reforms are taking place?
- ✦ How is service-learning integrated into the curriculum?
- ✦ What organizational structures exist to promote and communicate a service-learning agenda statewide (for example, a service-learning council, education-sponsored forum, etc.)?
 - ✦ Which organizations are involved and who represents them?
 - ✦ Are there other organizations not now involved that should be? Explain.
 - ✦ Describe the goals and functions of the PK-12 organizational structure(s).
 - ✦ To what extent is PK-12 considered an integral part of PK-12 and postsecondary education activities?

State Policy Environment

- ✦ In your (or the department's) view, what are the current education policy priorities for state leaders?
- ✦ What is the relationship of these policy priorities to the state's service-learning agenda and goals?
- ✦ What roles have state leaders played in establishing and promoting a statewide PK-12 agenda? (Outline the specific roles and actions of the governor's office, legislature, state department of education, state higher education agency, business, other) Any champions of service-learning?
- ✦ What motivates or compels each of the state leaders mentioned to participate in the PK-12 agenda in the state?
- ✦ Is there a statewide/legislative/departmental commitment to civic responsibility?

State Funding

- ✦ How are PK-12 activities funded in your state?
- ✦ Does the state have a special allocation focused on service-learning?

Current State of Service-Learning

- ✦ What has been accomplished thus far?

Challenges to Implementation

- ✦ Have you identified any unforeseen challenges to achieving better cooperation, alignment, or effectiveness?
- ✦ Other than funding, what are the challenges and obstacles in advancing service-learning?
- ✦ What are your strategies for overcoming obstacles?



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State	State Solution
Michigan	<i>Reaching out to subgrantees</i> through The Michigan Community Service Commission blog, asking “What can we do to help you sustain service-learning without this funding? What are the critical elements of the program that we need to sustain? How can we work together to maintain our momentum in the field?”
Pennsylvania	<i>Building state capacity</i> through the Pennsylvania Service-Learning Alliance, made up of PennSERVE, The Institute for Global Education and Service-Learning, and The Philadelphia Higher Education Network for Neighborhood Development.

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Surfacing the Top Ten Trends from the 2012 Legislative Session

1. Veterans' Education
2. State Authorization
3. Career Pathways for Adult Learners
4. Tools & Strategies for Awarding Prior Learning
5. Increased Use of Program Pilots, Competitive Grants
6. Creation of High-Need Degree Programs
7. Promotion of Industry-Recognized Certifications
8. Student Debt, Earnings Reports
9. Early Graduation Scholarships
10. Replication of Remedial Instructional Models

The Boosting College Completion for a New Economy is a project of the Education Commission of the States and is funded by the Bill and Melinda Gates Foundation.

Trends in Context

Trend	Intended Outcome	States	Policy Example
Veterans' Education	Improve persistence and degree completion rates for veterans	AL, CO, FL, HI, ID, LA, OK, OR, SD, TN, VA	Hawaii S.B. 2639: Awards credit for military service. Requires development of learning assessment to determine college-level learning.
State Authorization	Regulate operations, finances, marketing of nonpublic institutions, especially for-profits	CO, IN, IA, KY, MD, MO, OR, SD	Iowa S.F. 2267: Requires disclosure of all costs and establishes licensing, regulation procedures for online and virtual programs.
Career Pathways	Increase access to postsecondary programs for adults	FL, IA, KY, LA, ME, MS, NE, WI	Nebraska L.B. 1079: Provides grants for education bridge programs, which coordinate ABE and postsecondary resources for low-income adults.
Awarding Prior Learning	Decrease time-to-degree and recognize worth of non-credit experiences	CO, FL, HI, ME, OK, OR, VA, WI	Oklahoma S.B. 1056: Authorizes institutions to apply academic credit to prior learning gained through military service using ACE framework.
Program Pilots, Competitive Grants	Study programs and strategies for statewide replication	CO, FL, KS, MS, NE, OK, OR, WV	Mississippi S.B. 2792: Creates pilot where recent dropouts receive a diploma while pursuing a career-ready certificate.
High-Need Degree Programs	Improve student access to high-demand, high-wage careers	CO, FL, HI, KY, MN, WA, WV	Washington H.B. 2156: Develop and implement aerospace and advanced manufacturing degree programs to meet local employer demand.
Industry-Recognized Certifications	Increase employability, especially in conjunction with postsecondary credential	IA, KY, MS, NE, OK, UT, VA	Kentucky S.B. 38: Directs the community college system to develop evidence-based models for adults to obtain a diploma and an industry-recognized credential concurrently.
Student Performance, Debt & Earnings Reports	Increase transparency on expected student debt and earnings, by program of study	CO, CT, FL, VA, WA	Florida H.B. 7135: Requires universities to provide students with electronic access to top 25% and bottom 10% of degrees in terms of job placement and earnings.
Early Graduation Scholarships	Accelerate college entry for the most ready students	AZ, FL, ID, MN	Arizona S.B. 1254/1255: Creates competency-based, alternative diploma pathways. Ties pathways to early graduation scholarship.
Innovative Remedial Models	Improve completion rates for underprepared students	CO, CT, GA, MO	Connecticut S.B. 40: Allows all students open access to entry-level courses. Direct institutions to offer embedded remediation and intensive summer programs by 2014.

For a view of all 2012 policies in the Boosting College Completion database, please visit

<https://boostingcollegecompletion.socrata.com/Education/2012-Policies/6rah-s4cx>



Education Commission
of the **S t a t e s**

Legislative Retrospective
College Completion and Workforce Policies
2011-2012

Project Description

Through the Boosting College Completion for a New Economy initiative, ECS has worked with legislators and postsecondary leaders to develop strategies for improving economic growth by increasing state educational attainment. With over 60% of jobs requiring some postsecondary education, it is critical for legislators to invest in strategies that will ensure their residents have the skills they need to access these jobs and earn a family-sustaining wage.

The project informs and empowers legislative education chairs by:

- Surfacing innovative postsecondary models and strategies to increase degree completion
- Analyzing state postsecondary policies and data to improve legislative impact in achieving state goals
- Convening legislative chairs to develop new legislation, sharpen messaging, and communicate lessons learned.

Policy Database

Collecting and analyzing state policies is one of ECS' core competencies. Currently, the Boosting College Completion Policy Database houses over 750 legislative policies related to higher education and workforce alignment. In this legislative retrospective, you will find state policies from the 2011 and 2012 legislative sessions. We have highlighted legislation from states that are attending the workshop.

To explore the database and even create personalized views of policies, visit

<http://boostingcollegecompletion.socrata.com>.

Also, if you want a tutorial on how to use the database, please contact Matthew Smith at msmith@ecs.org. He would be happy to walk through the database with you.

Accountability

Assessment of Student Learning Outcomes

Texas Senate Bill 1726 (2011)

The Legislature directs each institution of higher education to develop measurable learning outcomes for undergraduate courses to foster a transparent learning environment and facilitate universal articulation of courses.

Sponsors: Representative Daniel Branch & Senator Judith Zaffirini

<http://www.capitol.state.tx.us/tlodocs/82R/billtext/pdf/SB01726f.pdf>

Data Systems

Delaware House Bill 213 (2011)

The General Assembly allows the Department of Education to promulgate regulations to govern the collection and use of educational records, including those in the longitudinal database.

Sponsor: Senator David Sokola

[http://legis.delaware.gov/LIS/lis146.nsf/vwLegislation/HB+213/\\$file/legis.html?open](http://legis.delaware.gov/LIS/lis146.nsf/vwLegislation/HB+213/$file/legis.html?open)

Performance Metrics & State Goals

Oregon Senate Bill 1581 (2012)

The Legislative Assembly requires the Oregon University System and community college districts to enter into achievement compacts with the Oregon Education Investment Board. Compacts must identify institutional targets for achievement of specific outcomes. Plans also must provide projections on how institutions will reach state goals and validate workforce relevance of postsecondary programs.

Sponsor: President of the Senate, at the request of Governor Kitzhaber

<http://www.leg.state.or.us/12reg/measpdf/sb1500.dir/sb1581.en.pdf>

Policy Directives

Indiana House Bill 1220 (2012)

The General Assembly sets credit hour caps for associate and bachelor's degrees, and directs public postsecondary institutions to provide justification for those programs that exceed said caps. Programs of study that require excess credits for accreditation or licensure purposes should be exempt from caps.

Sponsors: Representatives Behning & Rhoads; Senators Banks & Kruse

<http://www.in.gov/legislative/bills/2012/PDF/HE/HE1220.1.pdf>

Iowa Senate File 2284 (2012)

The General Assembly directs the Iowa Board of Regents to develop a program for implementing continuous improvement plans for each undergraduate course. Regents must use results from student outcomes assessments to inform new course methods and curricula.

Sponsor: Senate Education Committee

<http://coolice.legis.iowa.gov/linc/84/external/govbills/SF2284.pdf>

State Authorization

Several state legislatures— including Indiana (HB 1270), Iowa (SF 2267), Kentucky (HB 308), Missouri (HB 1042), Oregon (SB 1538), and South Dakota (SB 191)—enacted policies related to regulation of for-profit institutions. An example appears below.

South Dakota Senate Bill 191 (2012)

The Legislature provides that no postsecondary institution may operate without a state-issued certificate of authorization. Clarifies that authorization is continuous unless institution loses accreditation or the Division of Consumer Protection suspends the certificate based on deceptive marketing practices or student complaints.

Sponsor: Senate Education Committee

<http://legis.state.sd.us/sessions/2012/Bills/SB191ENR.pdf>

Strategic Planning & Goal Setting

Wisconsin Executive Order 56 (2012)

The Governor establishes the College & Career Readiness Council and charges body with recommending policies and programs to (1) reduce dropout and remediation rates; (2) increase the overall number of degrees and certificates awarded; (3) expand dual credit opportunities; (4) design shorter, less costly degree programs aimed at filling high-need positions while promoting and supporting CTE pathways; and, (5) ease transitions between systems and institutions, specifically through the transfer of credits and the awarding of credit for prior learning.

http://dwd.wisconsin.gov/dwd/newsreleases/2012/120113_readiness_council_eo_56.pdf

Transparency & Student Choice

Texas House Bill 736 (2011)

The legislature directs the higher education coordinating board to make available on its website a search tool allowing for comparisons of postsecondary institutions that meet certain criteria selected by the user, including offering a particular major or program of study.

Sponsor: Representative Daniel Branch

<http://www.capitol.state.tx.us/tlodocs/82R/billtext/pdf/HB00736f.pdf>

Affordability

Financial Aid Reporting

Connecticut Senate Bill 43 (2012)

The General Assembly requires each postsecondary institution receiving student financial aid funds to report on students' cumulative grade point average, expected date of graduation, expected family contribution, and breakdown of aid from other sources. Stipulates that noncompliance will result in institution losing eligibility to receive student aid funds.

Sponsor: Senator Beth Bye

<http://www.cga.ct.gov/2012/ACT/PA/2012PA-00094-ROOSB-00043-PA.htm>

Fixed Tuition Programs

Texas House Bill 2999 (2011)

The Legislature allows a four-year, state institution to develop a fixed tuition rate program for students who agree to transfer within 12 months of successfully earning an associate degree. Institutions that participate in the program must guarantee transfer admission to students who complete an associate degree and meet prescribed program eligibility requirements. Tuition rate would be discounted based on when student initially began postsecondary study.

Sponsors: Representative Tyron Lewis & Senator Judith Zaffirini

<http://www.capitol.state.tx.us/tlodocs/82R/billtext/pdf/HB02999F.pdf>

Special Scholarships

Hawai'i Senate Bill 2648 (2012)

The Legislature allows political campaigns to give scholarships and stipulates awarding rules.

Sponsors: Senators Kim, Dela Cruz, and Espero

http://www.capitol.hawaii.gov/session2012/bills/SB2648_HD1_.htm

Idaho House Bill 386 (2012)

The Legislature provides a full scholarship (including tuition, books, housing, and subsistence) to any spouse or child of a military member who was killed in action, confirmed as a POW or MIA, or who was permanently disabled as a result of injuries sustained in action.

Sponsor: House Education Committee

<http://legislature.idaho.gov/legislation/2012/H0386.pdf>

Illinois Senate Bill 2818 (2012)

The General Assembly extends scholarship eligibility to foster youth who aged out of care at age 18 or older. Existing law only allowed students currently under care or guardianship to receive the grant. New language extends scholarships to those who have earned a high school diploma or Certificate of General Education Development (GED).

Sponsors: Senators Hunter & Lightford

<http://www.ilga.gov/legislation/97/SB/PDF/09700SB2818enr.pdf>

Student Loans

Kentucky House Bill 362 (2012)

The General Assembly creates the Asset Resolution Corporation to promote higher education opportunities by providing debt resolution services for student loan obligations.

Sponsors: Representatives Smart & Gregory

<http://www.lrc.ky.gov/record/12RS/HB362/bill.doc>

Textbooks

Oregon House Bill 4058 (2012)

The Legislative Assembly calls on the Higher Education Coordinating Commission to convene a work group to recommend the adoption of strategies for making textbooks more affordable for students at all Oregon postsecondary institutions. The legislation offers several potential strategies, including interstate procurement agreements, direct purchasing, and the use of open-source materials.

Sponsor: House Interim Committee on Higher Education

<http://www.leg.state.or.us/12reg/measpdf/hb4000.dir/hb4058.en.pdf>

Tuition Residency

Several state legislatures— including Idaho (HB 384), Oklahoma (HB 2689), and South Dakota (SB 80)— enacted policies related to granting in-state tuition to members of the military, their spouses, and dependents.

Economic and Workforce Development

Creation or Consideration of High-Demand Programs of Study

Hawai'i House Concurrent Resolution 107 (2012)

The Legislature asks the governor to convene an exploratory committee to examine the feasibility for establishing an aviation training center and degree program at the University of Hawai'i at Hilo.

Sponsor: Representative Herkes

[http://www.capitol.hawaii.gov/session2012/bills/HCR107 .pdf](http://www.capitol.hawaii.gov/session2012/bills/HCR107.pdf)

Kentucky Senate Bill 131 (2012)

The General Assembly authorizes each of Kentucky's six comprehensive universities to seek approval for new doctoral programs in education and nursing, as long as the combined number of programs does not exceed 18 for all institutions.

Sponsor: Senator Givens

<http://www.lrc.ky.gov/record/12rs/SB131/bill.doc>

Postsecondary Programs with Workforce Charges

Iowa Senate File 2321 (2012)

The General Assembly requires the Department of Workforce Development to issue a quarterly report identifying Iowa industries with a shortage of skilled workers. The department must use the national career readiness certificate and the skills certification system endorsed by the National Association of Manufacturers. Five million dollars is provided for Skilled Workforce Shortage Tuition Grants.

Sponsor: Senate Committee on Appropriations

<http://coolice.legis.iowa.gov/linc/84/external/govbills/SF2321.pdf>

Oregon House Bill 4141 (2012)

The Legislative Assembly creates an advisory committee to propose legislation for 2013 session, which would improve job creation, industry competitiveness, individual skill development, and movement along career pathways. Potential legislation must achieve state goals through a set of workforce metrics.

Sponsor: Representative Michael Dembrow

<http://www.leg.state.or.us/12reg/measpdf/hb4100.dir/hb4141.en.pdf>

Recruitment & Retention Strategies

Connecticut Senate Bill 78 (2012)

The General Assembly amends the eligibility rules for the Learn Here, Live Here Initiative. Students earning degrees from private colleges and health care training schools are now eligible for the program, which

assists in-state college graduates buy their first house.

Sponsor: Joint Commerce Committee

<http://www.cga.ct.gov/2012/ACT/PA/2012PA-00075-R00SB-00078-PA.htm>

South Dakota House Bill 1234 (2012)

The Legislature establishes a scholarship program to encourage South Dakota's high school graduates to obtain their postsecondary education in South Dakota for teaching, to remain in the state upon completion of their education, and to contribute to the state and its citizens by working in a critical need teaching area. Program set to begin in the 2013-14 academic year.

Sponsor: House Education Committee

<http://legis.state.sd.us/sessions/2012/Bills/HB1234ENR.pdf>

South Dakota Senate Bill 177 (2012)

The Legislature amends community eligibility standards for a rural economic development program. The program assists rural communities in recruiting certain health care professionals.

Sponsor: Senate Health & Human Services Committee

<http://legis.state.sd.us/sessions/2012/Bills/SB177ENR.pdf>

Finance

Performance Funding

Arkansas Senate Bill 766 (2011)

The General Assembly creates an outcomes-based performance funding system. Beginning in the 2012-13 academic year, the state will phase in incentive funding at 5% annually until it constitutes 25% of total state appropriations in 2018. Performance metrics include student retention, progression toward credential completion, number of credentials awarded, student transfer activity and number of graduates from underserved populations. The new formula must account for workforce demands.

Sponsors: Representative Johnnie Roebuck & Senator Gilbert Baker

<http://www.arkleg.state.ar.us/assembly/2011/2011R/Acts/Act1203.pdf>

Nevada Senate Bill 374 (2011)

The Senate and Assembly creates the Committee to Study the Funding of Higher Education and charges the committee with: 1) comparing the existing funding model to methods used in other states; 2) reviewing the funding of remediation in context of instructional delivery models; and 3) considering funding based on course completions and pre-defined goals for graduating students.

Sponsor: Senator Barbara Cegavske

http://leg.state.nv.us/Session/76th2011/Bills/SB/SB374_EN.pdf

Texas House Bill 9 (2011)

The Legislature intends to strengthen the alignment between funding policy and state postsecondary and workforce goals by considering incentive funding. The legislation recommends increasing the degree completion rate for at-risk students and in specific "critical fields" (e.g., engineering, computer and physical science, math, and allied health/nursing) through a new funding formula. For two-year institutions and Texas State campuses, additional performance metrics proposed for developmental education.

Sponsor: Representative Daniel Branch

<http://www.capitol.state.tx.us/tlodocs/82R/billtext/pdf/HB00009F.pdf>

Program Funding

Illinois House Joint Resolution 79 (2012)

The General Assembly charges a task force with studying funding for career and technical education programs and authorizes members to consider new legislation to modify funding amounts.

Sponsors: Representatives Dugan & Moffitt

<http://www.ilga.gov/legislation/97/HJR/PDF/09700HJ0079lv.pdf>

State Postsecondary Funding

North Dakota House Bill 1033 (2011)

The Legislative Assembly directs the legislative management chairman to appoint an interim higher education committee to study issues affecting higher education funding and budget methods.

Sponsor: Legislative Management, Higher Education Committee

<http://www.legis.nd.gov/assembly/62-2011/documents/11-0272-05000.pdf>

Rhode Island House Resolution 5193 (2011)

The General Assembly establishes a House Commission to study public higher education affordability and accessibility. Charges commission with: 1) making a comprehensive study of administrative, academic decisions at institutional and system levels; 2) examining other states' best practices; 3) exploring outcomes-based funding; and 4) providing recommendations regarding actions to take to enhance affordability.

Sponsor: Speaker of the House Gordon Fox

<http://www.rilin.state.ri.us/BillText11/HouseText11/H5193.pdf>

Tuition & Fees Policy

Illinois House Bill 3810 (2012)

The General Assembly creates a task force to evaluate tuition and fee waiver programs offered by public postsecondary institutions.

Sponsor: Representative Naomi Jakobsson

<http://www.ilga.gov/legislation/97/HB/PDF/09700HB3810lv.pdf>

Nevada Senate Bill 449 (2011)

The Legislature authorizes the Board of Regents of the University of Nevada to adjust the amount of tuition based on the demand for or the costs of providing an academic program or major. The bill also directs the Regents to create scholarships and reduced fee schedules for disadvantaged students. Every odd-numbered year, the Regents must report on the enrollment, completion, and time-in-program data for each major.

Sponsor: Senate Committee on Finance

http://www.leg.state.nv.us/Session/76th2011/Bills/SB/SB449_EN.pdf

Postsecondary Remediation

Best Practices/Institutional Replication

Missouri House Bill 1042 (2012)

The General Assembly requires all public, postsecondary institutions to adopt best practices in remediation identified by the coordinating board. Charges coordinating board with identifying methods that have been found to be ineffective in preparing or retaining students or that delay students in enrollment in college-level courses.

Sponsor: Representative Mike Thomson

<http://www.house.mo.gov/billtracking/bills121/billpdf/truly/HB1042T.PDF>

North Dakota House Bill 1036 (2011)

The Legislative Assembly requires a study to review the number of students requiring remediation and the reasons for this need; efforts to reduce the number of remedial students at higher education institutions; and best instructional practices for alleviating need for developmental education.

Sponsor: Legislative Management, Higher Education Committee

<http://www.legis.nd.gov/assembly/62-2011/documents/11-0245-03000.pdf>

Instruction/Student Support

Connecticut Senate Bill 40 (2012)

The General Assembly allows all students open access to entry-level courses in a college-level program, prohibiting public postsecondary institutions from forcing students to enroll in a remedial course. The

General Assembly directs postsecondary institutions, no later than fall 2014, to offer embedded support for students who are likely to succeed in college-level courses and intensive college readiness programs before the academic year for students who need an accelerated refresher.

Sponsors: Senator Beth Bye & the Higher Education & Employment Advancement Committee

<http://cga.ct.gov/2012/ACT/PA/2012PA-00040-R00SB-00040-PA.htm>

Texas Senate Bill 162 (2011)

The Legislature directs the Texas Higher Education Coordinating Board (THECB) to develop a statewide developmental education plan that assigns primary responsibility for developmental education to two-year institutions and the Texas State University System, and incorporates technology into instruction. Provides that the board should assess various instructional methods to see which, if any, should be implemented statewide. The plan must include the following elements: technological delivery, diagnostic assessments, modular course materials, exit exams, and a program evaluation system.

Sponsors: Representative Daniel Branch & Senator Florence Shapiro

<http://www.capitol.state.tx.us/tlodocs/82R/billtext/pdf/SB00162F.pdf>

Postsecondary Transitions

Accelerated Learning Options

Iowa Senate File 2284 (2012)

The General Assembly permits high school districts and accredited, nonpublic schools to award credit based on demonstrated competency on a subject-area assessment. The bill convenes a task force to convert Carnegie units into competencies.

Sponsor: Senate Education Committee

http://coolice.legis.iowa.gov/linc/84/external/SF2284_Enrolled.pdf

Oregon House Bill 4013 (2012)

The Legislative Assembly directs the state superintendent to assist school districts in increasing access to accelerated learning options, including dual credit, concurrent enrollment, advanced placement, and district-community college partnerships.

Sponsor: House Interim Committee on Higher Education

<http://www.leg.state.or.us/12reg/measpdf/hb4000.dir/hb4013.en.pdf>

Career and Technical Education

Arkansas House Bill 1063 (2012)

The General Assembly appropriates \$300,000 each fiscal year for eligible entities approved by the State Board of Career Education, in order to expand the vocational education and training opportunities available to area citizens in need of adult educational training or retraining due to changing technology.

Sponsor: Joint Budget Committee

<http://www.arkleg.state.ar.us/assembly/2011/2012F/Bills/HB1063.pdf>

Kentucky Senate Bill 38 (2012)

The General Assembly directs the Kentucky Community and Technical College System (KCTCS) to recommend evidence-based models for at-risk students and adults to obtain a high school diploma or an industry-recognized credential. The bill also establishes the "career and technical education accessibility fund," which would create secondary career academies that offer high-demand industry certificates.

Sponsors: Senators Westwood & Wilson

<http://www.lrc.ky.gov/record/12rs/SB38.htm>

Rhode Island General Laws 16-60-1 to 16-60-4 (2012)

These laws direct the Department of Education to ensure that career-preparation programs align with and promote workforce and economic development in the state.

<http://sos.ri.gov/documents/archives/regdocs/released/pdf/DESE/6665.pdf>

Oklahoma Senate Bill 1056 (2012)

The Legislature authorize the establishment of pilot programs at technology center school districts to increase the number of students taking industry certification exams and obtaining trade-specific industry certifications and licenses.

Sponsors: Representatives Ownbey & Cannaday; Senator Simpson

<https://www.sos.ok.gov/documents/legislation/53rd/2012/2R/SB/1056.pdf>

College & Career Readiness Strategies

Arkansas House Bill 2050 (2011)

The General Assembly amends minimum admissions standards. Beginning 2012-13 academic year, students who score below 15 on the ACT but who have a GED or high school diploma may receive conditional admission to a two- or four-year public institution. However, institutions must place them in specific programs until the student can demonstrate a level of academic proficiency that would predict college success.

Sponsor: Representative Johnnie Roebuck

<http://www.arkleg.state.ar.us/assembly/2011/2011R/Acts/Act1184.pdf>

Georgia House Bill 713 (2012)

The General Assembly requires school districts to identify grade-10 students who require postsecondary readiness assistance, and requires those students to take such courses. The legislation also details the statewide process for determining how completion of courses will guarantee students have met college readiness standards.

Sponsor: Senator Earl "Buddy" Carter

<http://www.legis.ga.gov/Legislation/20112012/127601.pdf>

Dual & Concurrent Enrollment

Idaho House Bill 426 (2012)

The Legislature creates a statewide dual enrollment program for students in grades 7 through 12, which allows students to earn up to two years of postsecondary credit while still in high school.

Sponsor: House Education Committee

<http://www.legislature.idaho.gov/legislation/2012/H0426Bookmark.htm>

Idaho Senate Bill 1328 (2012)

The Legislature amends dual credit provisions related to math requirements and completion of courses prior to high school graduation.

Sponsor: Senate Education Committee

<http://legislature.idaho.gov/legislation/2012/S1328.pdf>

STEM

Oregon House Bill 4056 (2012)

The Legislative Assembly creates a task force to study obstacles to access and success in STEM fields, especially for low-income, underrepresented populations. The legislature charges the task force with developing specific recommendations on how to improve college and career transitions in STEM.

Sponsor: House Interim Committee on Higher Education

<http://www.leg.state.or.us/12reg/measpdf/hb4000.dir/hb4056.en.pdf>

Transfer and Articulation

Common General Education Core & Course Numbering

Connecticut House Bill 5030 (2012)

The General Assembly requires the development of a common core of courses, totaling at least 30 credit hours. The general education core would be transferable among all state postsecondary institutions.

Sponsor: Joint Higher Education and Employment Advancement Committee

<http://www.cga.ct.gov/2012/ACT/PA/2012PA-00031-R00HB-05030-PA.htm>

Indiana Senate Bill 182 (2012)

The General Assembly requires the Commission for Higher Education to create a statewide common course numbering system and transfer core. The bill guarantees transferability of the transfer core for students completing an associate degree program.

Sponsors: Senators Banks & Kruse

<http://www.in.gov/legislative/bills/2012/PDF/SE/SE0182.1.pdf>

Missouri House Bill 1042 (2012)

The General Assembly requires by July 2014 the creation of a statewide core transfer library of at least 25 general education courses that are transferable among all postsecondary institutions.

Sponsor: Representative Mike Thomson

<http://www.house.mo.gov/billtracking/bills121/billpdf/truly/HB1042T.PDF>

Credit for Prior Learning

Several state legislatures—including Hawai'i (HB 2639), Idaho (SB 1299), Indiana (HB 1116), Oklahoma (SB 1863), and Oregon (HB 4059)—enacted policies related to awarding credit for prior learning, military service, or work experience. An example appears below.

Oregon House Bill 4059 (2012)

The Legislative Assembly charges Higher Education Coordinating Commission, in collaboration with other state agencies and postsecondary institutions, with carrying other several goals: increasing number of students receiving academic credit for prior learning and high-quality, course-level competencies; developing clear, transparent prior learning policies; improving prior learning assessments; developing prior learning credit articulation agreements; and developing outcome measures for prior learning.

Sponsor: House Interim Committee on Higher Education

<http://www.leg.state.or.us/12reg/measpdf/hb4000.dir/hb4059.en.pdf>

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Technology in Early Education

► Building Platforms for Connections and Content that Strengthen Families and Promote Success in School

Touch-screen technologies, on-demand multimedia, and mobile devices are prompting a rethinking of education. In a world of increasing fiscal constraints, state leaders are under pressure to capitalize on these new technologies to improve productivity and help students excel. The task is daunting across the education spectrum, but for those in early education (birth through 3rd grade), it is harder still. Until recently, most educators envisioned early learning as story time and hands-on activities with no technology in sight. Yet electronic media use among young children is growing, as are new digital divides between rich and poor, rural, and urban. Tech-savvy educators are incorporating technology in early learning lessons and experimenting with new channels of communication between parents and colleagues.

A red-hot ed-tech marketplace is also creating a feeling of urgency among decisionmakers in state agencies and local school districts who are at risk of spending public dollars on products that sit unused, lock districts into specific brands or platforms, or get in the way of promoting the positive, face-to-face interactions with adults that young children need.

How to ensure thoughtful adoption? State leaders will need to encourage collaboration across many sectors that typically sit in silos, including school districts, early learning programs, libraries, museums, afterschool programs, adult education, and health services. Research centers and post-secondary institutions will need to provide insights and expertise to support this collaboration while also preparing a next-generation workforce to execute it. This issue of *The Progress of Education Reform* looks at technology and how it has an essential role to play as a connector and content disseminator in the service of these collaborations—and ultimately in service of the families who are setting the foundation for their children's success in school and life.

What's Inside

- Trends in digital media use by young children
- Where to focus: effective teachers & libraries as partners
- Building integrated technology platforms for early education



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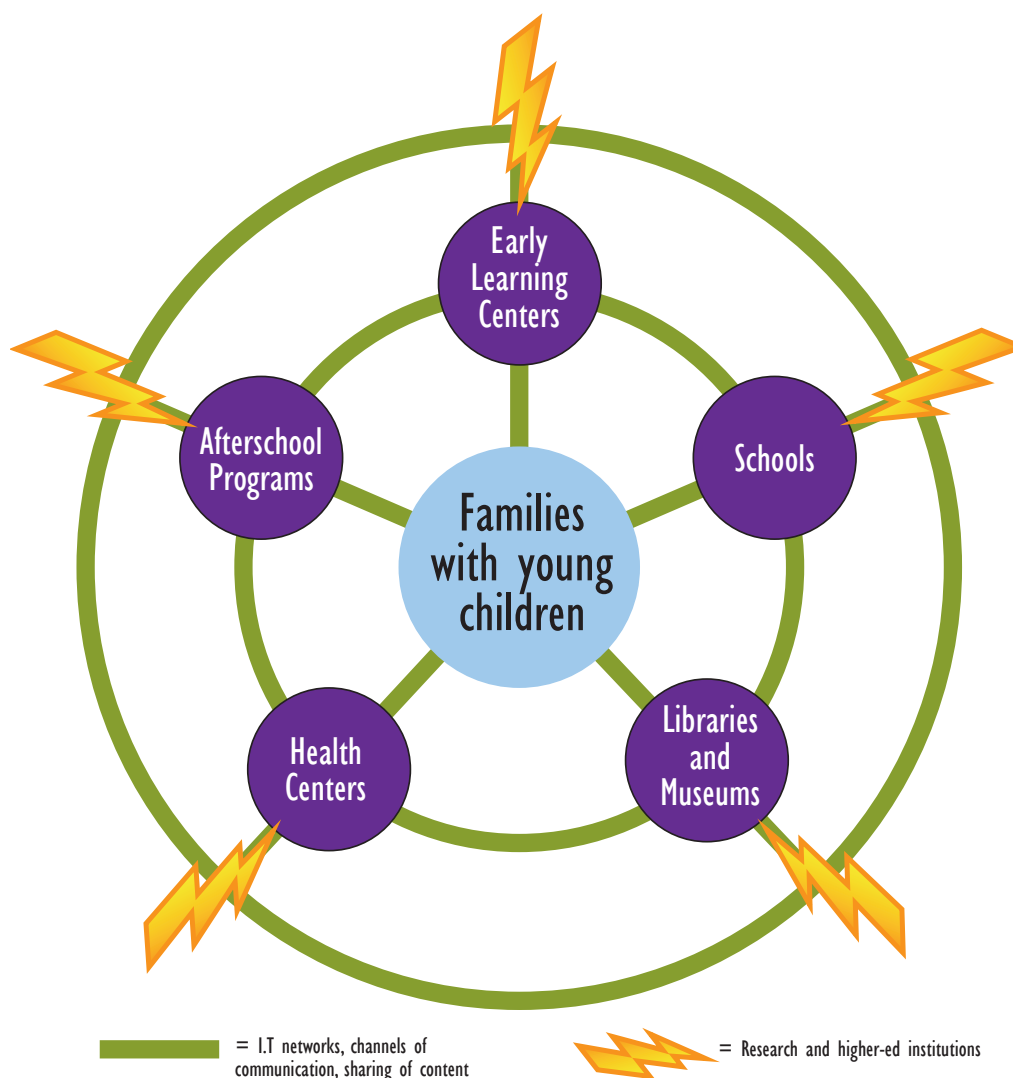


Education Commission
of the States

Integrated Networks Supporting Learning for Families and Their Kids

A framework for leveraging technology to:

- ▶ Create channels for communication and sharing
- ▶ Provide open access to learning-rich content (books, interactive media, etc.)



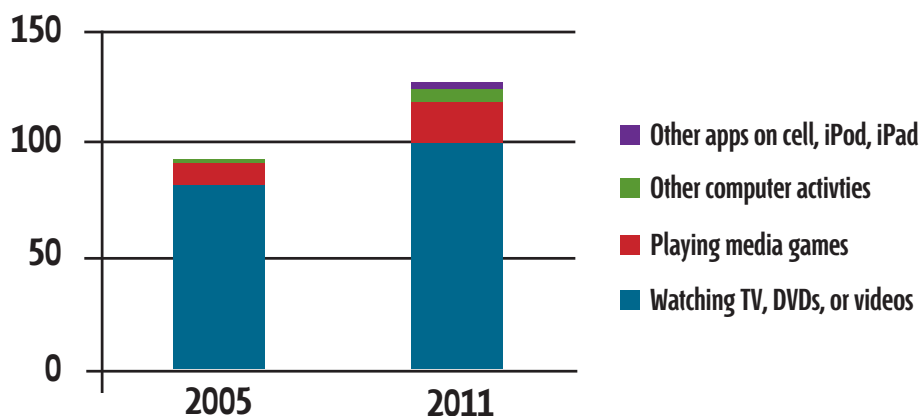
Trends in digital media use by young children

Digital media and interactive technologies are becoming an integral part of young children's daily lives.

- ▶ **Mobile devices are the rage.** Fifty-two percent of young children (0 to 8) have access to a smartphone, video iPod, or tablet such as an iPad or Android device.¹
- ▶ **Television is still king.** Young children watch TV on average an hour and 44 minutes each day compared to less than 30 minutes with computers and videogames.²
- ▶ **Families are big consumers of technology.** Two-thirds of homes with children (0 to 11) have computers and Internet access, more than half have some type of videogame system, and a large majority have cell phones.³

A national survey by Common Sense Media in 2011 showed that children are spending increasing amounts of time with screen media compared to 2005.

Minutes Spent per Day with Screen-Based Media Increased from 2005 to 2011 among 6-month to 6-year-olds



Source: Common Sense Media, 2011; Kaiser Family Foundation, 2005.

Note: Questions in this survey differed slightly between years. In 2005, apps did not exist. In 2011, questions about watching videos, playing games, and doing other computer activities included references to apps and tablets such as iPads.

Some child advocates worry that screen time is substituting for activities children need for their physical, social, and cognitive development. The American Academy of Pediatrics recommends limiting screen time to fewer than two hours a day among children over 2 and no screen time for those under 2.⁴ Research is mixed on whether screen-based technology has a negative impact, and the answer often depends on context, content, and the child's age and needs.⁵ For example, experimental studies have shown that children's interactions with their parents—and by extension their chances to practice talking with them—are reduced when parents are in a room where the TV is always on,⁶ but several studies have also shown that child-directed educational media is associated with gains in language development.⁷ And simply keeping media away from children may not automatically lead to positive interactions, particularly if the adults in a child's life are stressed, depressed, or occupied with other responsibilities (not to mention being engrossed in their own devices and screen-based activities).

Digital Divides

The Challenges (2011 Data)

- **Uneven Internet access:** 68% of households in the United States have access to broadband Internet networks; lower-income families, people with less education, those with disabilities, blacks, Hispanics, and rural residents are less likely to have access.⁸
- **Preschools ineligible for e-rate discounts:** The federal government provides 'e-rate' discounts to schools and libraries for Internet service, but many publicly funded pre-K programs, including Head Start centers, are not included in the program, and no discounts are available for centers that serve children under the age of 3.⁹
- **The 'app gap':** 10% of children from low-income households have a parent with a smartphone, compared to 34% of those in upper-income households. In spring 2011, 14% of lower-income parents had downloaded apps for their children to use, compared to 47% of higher-income parents.¹⁰

Seeking Signs of Shifts

- **Smart-phone adoption across income levels:** Disparities in access to smart phones may change with upcoming generations of parents: Among low-income young adults (18-29), there is no divide: 39% own smartphones, on par with the national average.¹¹
- **Assessing tech disparities in early learning centers:** Researchers at Northwestern University and the Fred Rogers Center for Early Learning and Children's Media are surveying pre-K programs to determine the extent of teachers' access to digital learning tools.

Where to focus?

The time is overdue for thinking about the communication technologies and interactive media that could support early education efforts in states and localities. But how? Here are two starting points:

Teacher effectiveness

The best ways to embed interactive media into preschool or elementary school lessons are not always obvious. Nor are educators well-versed in how to use social media and mobile technology to share resources with parents and colleagues. Professionals who do not have computers in their workplaces and are not regular computer users at home may be especially challenged, especially when asked to use systems for tracking children's progress, meet with mentors via video chats, search curricular materials by state standards, or simply lend e-books.

All of this will require educators to gain knowledge about where, when, and if various forms of digital media can play a role in children's learning. Concerted efforts to improve teacher preparation and training are already underway in states around the country,¹² but it's not clear how many are including any technology-focused training.

Fortunately, new resources have emerged in the past two years. In 2010, the Corporation for Public Broadcasting issued grants in six states to public television stations that partner with state departments of education to spur the integration of multimedia materials (such clips from the literacy show, *The Adventures of SuperWhy!*) into standards-based curricula used by early learning centers.¹³ In a landmark report in 2011, the Joan Ganz Cooney Center and Stanford University recommended several steps toward helping teachers integrate media into their teaching practices, expanding the use of public media as a resource for teachers, and eliminating disparities in access to technology infrastructure in schools and communities.¹⁴ In 2012, two new centers opened to provide ed-tech resources to adults who work with young children: the TEC Center at Erikson Institute in Chicago and the Early Learning Environment established by the Fred Rogers Center at Saint Vincent College in Latrobe, Pennsylvania.¹⁵

States are in a unique position to push for sustained, in-depth training because of their power to set standards for higher education institutions, develop licensing systems for educators, create or enhance scholarship programs and alternative certification routes for renewing the workforce, and encourage in-service professional development throughout school districts and state-funded pre-kindergarten programs.¹⁶

Helping Families to Use Technology Wisely

A source of guidance: Librarians, health professionals and teachers could become resources for parents and caregivers seeking advice on how to find educational media or set limits on TV watching or gaming.

Becoming better communicators: Educators could use technology tools to "make and strengthen home-school connections," as noted in the recent position statement from the National Association for the Education of Young Children.



Library partnerships

Public libraries have a long history of providing early learning opportunities, from weekly story-time sessions to workshops for parents on child development. They also provide digital media resources and other electronic media such as videos and audio books, as well as computers with high-speed Internet access. But elementary schools, pre-kindergarten programs, and child care centers are often not designed to take advantage of those services, nor are public librarians typically asked to share in professional development opportunities with principals, directors of early learning centers, teachers, or school media specialists.

By integrating emerging digital technologies into education and lifelong learning for all professionals, beginning with teachers of children aged 3 through 8, we can establish a cost-effective and productive pathway for learning in the 21st century.

Take a Giant Step, 2011.

Raising awareness of what libraries can offer

- The Office for the Administration for Children and Families in the U.S. Department of Health and Human Services recently issued a memorandum to Head Start and child care agencies encouraging them to “connect with the public library in your community.”¹⁷
- The Institute for Museum and Library Services is committing \$2 million of its federal grants over two years to early learning partnerships that match the goals of the Campaign for Grade-Level Reading.¹⁸

States have the power to ensure that library agencies and the multiple libraries under their charge—including school media centers—are reaching families with young children. State agencies provide financial support for Internet workstations in libraries where parents log in to access email—information portals for low-income parents who do not have access at home. Just under half of all state library agencies pay for Internet access in public libraries and 29 provide equipment for Internet access.¹⁹ Yet libraries are not always included in early education conversations. For example, many early childhood advisory councils do not include a representative from the library community.²⁰

States Harnessing Technology for Early Learning

Some states are piloting technology-assisted interventions using dollars won in federal grant competitions. Two examples:

- Massachusetts is developing a “digital hub” for early learning as part of its 2011 Race to the Top-Early Learning Challenge grant. The hub will provide resources for parents and educators, as well as research-based digital videos, games, and activities for children.²¹
- Pennsylvania has prioritized “infusing digital technology and Universal Design for Learning (UDL)” in its birth-through-12th-grade plan for its 2010 Striving Readers Comprehensive Literacy grant. UDL is an approach used throughout the country, in and out of education settings, to make materials and tools available to all, including those with special needs and disabilities.²²

Resources

Technology and Interactive Media as Tools in Early Childhood Programs Serving Children from Birth through Age 8

Washington, D.C.: National Association for the Education of Young Children and the Fred Rogers Center for Early Learning and Children’s Media at Saint Vincent College, March 2012.

<http://www.naeyc.org/content/technology-and-young-children>

Take a Giant Step: A Blueprint for Teaching Young Children in a Digital Age

Brigid Barron et al., New York: The Joan Ganz Cooney Center at Sesame Workshop and Stanford University, 2011.

<http://joanganzcooneycenter.org/Reports-31.html>

Families Matter: Designing Media for a Digital Age

Lori Takeuchi, New York: The Joan Ganz Cooney Center at Sesame Workshop, May 2011.

<http://joanganzcooneycenter.org/Reports-29.html>

Always Connected: The New Digital Media Habits of Young Children

Aviva Lucan Gutnick et al., New York: The Joan Ganz Cooney Center at Sesame Workshop, March 2011.

<http://joanganzcooneycenter.org/Reports-28.html>

Zero to Eight: Children’s Media Use in America

Los Angeles: Common Sense Media, October 2011.

<http://www.commonsensemedia.org/research/zero-eight-childrens-media-use-america>

Screen Time: How Electronic Media – From Baby Videos to Educational Software – Affects Your Young Child

Lisa Guernsey, New York: Basic Books, 2012.

<http://www.screentimebook.com>

Exploring the Digital Nation: Computer and Internet Use at Home

Economics and Statistics Administration and the National Telecommunications and Information Administration, Nov. 2011.

<http://www.esa.doc.gov/Reports/exploring-digital-nation-computer-and-internet-use-home>

Sampling of Public Libraries & Various Possible Benefits to Early Childhood Programs and the Children & Families They Serve

Information memorandum published jointly by the Office of Head Start and Office of Child Care within the Administration for Children and Families, 2012.

http://www.acf.hhs.gov/programs/ccb/law/guidance/current/im2012-01/im2012-01_a.pdf

Findings from Ready to Learn, 2005–2010

Washington, DC: Corporation for Public Broadcasting and PBS Raising Readers, 2011.

<http://www.cpb.org/rtl/>

Building integrated technology platforms for early education

Policymakers should situate parents and educators— not the technology— as the most important element in a child’s environment. Technology should be a conduit for strengthening communication channels and bringing learning-rich resources to parents.

States are at different stages in developing coordinated systems of birth-to-age-5 programs and in creating seamless connections to elementary schools, but the following actions should be relevant to most states as they plan strategically for the use of technology in early education. State leaders should:

- ▶ **Take advantage of early childhood advisory councils**
 - Set statewide goals for improving outcomes for children’s learning and development, then craft a plan for how and where technology can assist.
 - Include librarians and elementary school representatives in council membership.
- ▶ **Take stock of where and how technology is being used**
 - Audits and needs assessments: To what extent are state agencies, local school districts, and state-funded early learning programs already harnessing technology to improve sharing and communication? Where is improvement needed?
 - Accessibility surveys: Do families have access to broadband Internet at home? Do educators have access in their classrooms or learning centers? What are their entry points— texts on cell phones, social media networks?
 - Outreach: What types of technology are used to reach parents and provide resources to educators and health professionals who work with young children, birth to 3rd grade? Are resources accessible to families who rely on mobile phones more than computers or printed materials?
- ▶ **Focus on library partnerships and professional development for educators**
 - Embed educational technology training in teacher training programs
 - Develop training programs that help educators see how to better integrate digital media and interactive tools in classroom activities in developmentally informed ways, when it makes sense to do so.
 - Promote the sharing of resources among libraries, schools, and birth-to-5 programs such as parenting playgroups and preschools.
- ▶ **Recognize the power of open access to communications technology and media.**
 - When approving publishers for curricular materials or vendors for technology products, favor companies that will expand families’ and educators’ access to materials and allow for easy sharing and re-use.
 - Get involved in national efforts to improve broadband connectivity and digital literacy in disadvantaged areas at a local and state level, including initiatives to expand utilization of the wireless radio spectrum.
 - Leverage public media assets: Are early education programs taking advantage of free materials provided by public broadcasting stations and being strategic about integrating them into curricula?
 - Enable routine but responsible sharing of child-level data between schools, early learning centers, libraries, afterschool programs, and other learning locations.

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- 8 *Exploring the Digital Nation: Computer and Internet Use at Home* (Economics and Statistics Administration and the National Telecommunications and Information Administration, U.S. Department of Commerce, November 2011) p. v.
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Third Grade Reading Policies

By Stephanie Rose

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In 2012, 14 states passed legislation geared toward improving 3rd-grade literacy through identification, intervention, and/or retention initiatives. Today, a total of 32 states and the District of Columbia have policies in statute aimed at improving 3rd-grade reading proficiency. The majority of these states require early assessment and intervention, often as early as kindergarten. Fourteen states and the District of Columbia require retention of students on the basis of reading proficiency, most which require assessment and remediation for students in all K-3 grades.

This paper identifies statutory provisions regarding identification of, intervention for, and retention of struggling readers in the P-3 grades. A state-by-state policy summary is included in **Appendix A**. For examples of statutory language, see **Appendix B**. Examples of notable changes made this year are included in **Appendix C**. Note: for state responses to improving 3rd-grade reading proficiency, see the March 2012 ECS report [Third Grade Literacy Policies: Identification, Intervention, Retention](#). For recent trends in reading/literacy policy activity, see the [ECS State Policy Database](#).

The following states require identification of, intervention for, and/or retention of struggling readers in the P-3 grades:

Identification		
#	States	What's Required
32 + DC	AZ, AR, CA, CO, CT, DE, DC, FL, GA, ID, IA, KY, LA, MD, MN, MO, NM, NY, NC, ND, OH, OK, RI, SC, TN, TX, UT, VT, VA, WA, WV, WI, WY	Reading assessment or diagnosis of reading deficiency in at least one grade, P-3. The assessments are a mix of state-mandated and locally determined approaches, with most states administering a criterion-referenced reading test in grade 3.
2	AZ, FL	<p>Annual reading assessments for students in:</p> <ul style="list-style-type: none"> • Pre-K-3
17 + DC	AR, CO, CT, DC, GA, IA, LA, KY, MN, NC, NM, ND, OK, TX, UT, WA ¹ , WI, WY	<ul style="list-style-type: none"> • Grades K-3
3	ID, OH, SC	<ul style="list-style-type: none"> • Grades 1-3
1	CA	<ul style="list-style-type: none"> • Grades 2-3
9	DE, MD, MO, NY, RI, TN, VT, VA, WV	<ul style="list-style-type: none"> • Grade 3
2	NY, RI	Screening of students prior to, or upon, their first entry to school

1. Washington currently has a voluntary pilot program for 2nd-grade reading assessments. As the state phases in full-day kindergarten, districts are instructed to use the state's Kindergarten Inventory of Developing Skills.

Intervention				
#	States		What's Required	
29 + DC	AZ, AR, CA, CO, CT, DE, DC, FL, GA, ID, IA, KY, LA, MD, MN, MO, NM, NY, NC, ND, OH, OK, RI, TN, TX, UT, VA, WV, WI, WY		Districts offer some type of intervention or remediation for struggling readers in a P-3 grade. Some states require specific interventions, while others let districts choose from a list of suggested interventions.	
21 + DC	AZ, AR, CA, CO, CT, DE, DC, FL, GA, IA, MN, MO, NY, NC, OH, OK, TX, UT, VT, VA, WA, WI		Parental notification of a student's reading deficiency, interventions in place, and (if applicable) the possibility a student may be retained.	
19 + DC	AZ, AR, CO, CT, DC, FL, GA, ID, IA, KY, LA, MN, NY, NC, ND, OK, RI, TX, WI, WY		Interventions provided for struggling readers in:	
2	OH, UT		<ul style="list-style-type: none"> Grades K-3 	
1	CA		<ul style="list-style-type: none"> Grades 1-3 Grades 2-3 	
6	DE, MD, MO, TN, VA, WV		<ul style="list-style-type: none"> Grade 3 	
#	Require	#	Recommend	Type of Intervention
15	AR, CO, CT, FL, IA, KY, MD, NC, OH, OK, RI, TX, VT, WV, WI	3	GA, MN, VA	Supplemental instruction during regular school hours
6	AZ, CT, FL, IA, MO, NC	11 + DC	CA, CO, DE, DC, MN, ND, OH, OK, TX, UT, VA, WV	Summer school
5	AZ, ID, MO, NC, WV	13 + DC	CA, CT, DE, DC, FL, IA, MN, NC, NM, OH, OK, TX, UT, VA	Instruction outside of regular school hours, including after school and Saturday school
11	AR, CO, CT, DE, FL, MO, NM, NC, OH, OK, WY	0		Academic improvement plans (AIPs) for struggling readers
4	AZ, CO, DE, OH	DC	DC	Parents are involved in choosing an intervention strategy or developing an AIP
5	CO, IA, NC, OH, UT	6	AZ, CT, FL, OK, VT, WV	Information, support, and/or strategies for parents to work with students at home (a "home reading program," HRP)
1	NC	11 + DC	CT, DE, DC, FL, IA, MN, NC, ND, OH, OK, UT, VA	Individual or group tutoring
8	AR, CO, FL, KY, NC, NY, OK, UT	2 + DC	DC, GA, IA	Instruction tailored specifically to students' deficiencies/needs
1	AZ	3	OK, UT, VA	Online or computer-based instruction
2	CT, ND	2	OK, VA	Involvement of a reading specialist
3	AZ, NC, FL	1 + DC	DC, OH	Assignment to a different teacher if retained

Retention		
#	States	What's Required
14 + DC	AZ, AR, CA, CT, DE, DC, FL, GA, IA, MD, MO, NC, OH, OK, TN	Third grade students must be proficient in reading, attain a specific score on a state-wide reading exam, or otherwise meet a defined literacy benchmark in order to be promoted to 4th grade.
7	AR, CT, DE, IA, MD, TN, WV	Retention permitted only if a student does not participate in an intervention before starting 4th grade, such as mandatory summer school.
2	OK, MO	Allow teachers to make retention contingent upon participating in an intervention, but do not require it.
1	OH	Permits a student to be promoted to 4th grade if he/she receives remediation in the 4th grade.
1	CT	Permits retention of students in 1st, 2nd, and 3rd grade.
1	CA	Makes reading proficiency the primary basis for retention in both 2nd and 3rd grades
1	MO	Requires second year of retention (in 4th grade) if the student is reading below 3rd-grade level after completing 4th grade and summer school.
1	CO	For 3rd-grade students with <i>significant</i> reading deficiencies, parents, teachers, and other personnel must meet and consider retention as an intervention strategy and determine whether the student should advance to 4th grade. The decision is subject to approval by the district superintendent, who can require that a student be retained.
1	WV	Allows students to be retained in grades 3 and 8 if they are identified for additional academic help and fail to attend summer school.
1	TX	Students in grades 5 and 8 must be retained if they do not perform satisfactorily on statewide reading or mathematics exams. State statute <i>previously</i> required that 3rd-grade students be retained if they did not perform satisfactorily on the 3rd-grade reading exam.
Exemptions from Retention		
#	State	States Exempt Students Who:
8	CT, DE, FL, IA, NC, OH, OK, TX	Are deemed proficient on the basis of an alternative assessment or portfolio of student work, or whose principal and reading teacher agree are prepared for the next grade
11	AZ, AR, CO, FL, IA, MD, MO, NC, OK, TN, WV	Receive special education services, have disabilities, are intellectually limited, or have been assigned an Individualized Education Plan (IEP)
7	AZ, CO, FL, IA, MO, NC, OK	Are English Language Learners (ELL) or have limited English proficiency. States often clarify that this exemption applies to students with less than two years of instruction in an ELL program.
5	DE, CO, IA, MD, MO	Have previously been retained solely on the basis of a reading deficiency
3	FL, NC, OK	Have been retained twice solely on the basis of a reading deficiency
4	CA, CT, OH, OK	Receive a principal or teacher recommendation
1	GA	Receive a parental appeal, which is reviewed by a placement committee and includes indicators of academic achievement

Appendix A: State Policies Dealing with Identification, Intervention, and Retention of P-3 Students based on Literacy Assessments

I. Identification of Struggling Readers

	Statute	P-3 Grades Tested ¹	State or Local Assessment ²	Assessment Timing
Arizona	S.B. 1258 (2012), §15-701, §15-704	Pre-K-3	State	Ongoing
Arkansas	§6-15-2009, §6-15-433	K-3	Local: K-2 State: 3	-
California	§48070.5, §60642.5	2-3	State	Annual
Colorado	H.B. 12-1238 (2012), §22-7-504	K-3	Local	Ongoing
Connecticut ³	S.B. 458 (2012), §10-221h, §10-265g, §10-265l	K-3	State or Local	Ongoing
Delaware	§14.1-§151, §14.1-§153	3 ⁴	State	Twice a year
District of Columbia	B19-0648 (2012), §38-1803.11, §38-1803.21, Rule: 5-E2200.9	K-3	Local	Annual
Florida	H.B. 5101 (2012), §1008.25	Pre-K-3	Local: Pre-K-3 State: 3	At least annually
Georgia	§20-2-153, §20-2-283	K-3	Local: K-2 State: 3	-
Idaho	§33-1614, §33-1615	1,2,3	State	Twice a year
Iowa	S.F. 2284 (2012)	K-3	Local or State	Beginning of year
Kentucky	H.B. 69 (2012), §158.791, §158.840	K-3	Local	-
Louisiana	LAC 28: CXV §2307	K-3	Local	-
Maryland	§7-202	3	Local	-
Minnesota	§120B.12, §120B.30	K-3	Local: K-2 State: 3	By end of year
Missouri	§167.645, §162.1100	3	Local	End of year
New Mexico	§22-13-1, §22-13-1.3, §22-2C-4	K-3	Local: K-2 State: 3	Ongoing
New York	CR 117.3, §3208, §3602-e, §3211-a	Pre-K-3 ⁵	Local: K-2 State: 3	Ongoing

	Statute	P-3 Grades Tested	State or Local Assessment	Assessment Timing
North Carolina	H.B. 950 (2012) , §115C-105.41 , §115C-81.2 , §115C-105.27 , §115C-174.11	K-3	State	Annual
North Dakota	§15.1-07 , §15.1-21-08	K-3	Local: K-2 State: 3	Twice a year ⁶
Ohio	S.B. 316 (2012) , §3313.608 , §3301.0710	K-3	State	Beginning of year
Oklahoma ⁷	H.B. 2516 (2012) , §70-1210.508C , §70-1210.508E	K-3	Local: K-2 State: 3	Ongoing
Rhode Island	§16-67-2	K-3 ⁸	Local: K-2 State: 3	-
South Carolina	§59-18-310	1-3	Local: 1,2 State: 3	Ongoing
Tennessee	S.B. 2156 (2012) , §49-6-3115 , §49-6-6002 , §49-6-702	3 ⁹	State	Annual
Texas	§28.006 , §28.0211	K-3	Local: K-2 State: 3	-
Utah	§53A-1-606.5-7 , §53A-17a-150	K-3	State	Beginning, middle, end
Vermont	16 V.S.A. §2903 , 16 V.S.A. §164	3	State	-
Virginia ¹⁰	H.B. 1181 (2012) , §22.1-253.13:1	3	State	-
Washington	§28A.300.310 , §28A.300.320 , §28A.150.315	K, 2 ¹¹	State	-
West Virginia	§18-2E-10	3	Local	Ongoing ¹²
Wisconsin	S.B. 461 (2012) , §118.016 , §121.02	K-3	Local: K-2 State: 3	Annual
Wyoming	S.F. 52 (2012) , §21-3-401	K-3	Local	Annual

Note: “-” = Not specified.

1. Many states test reading after grade 3. Only the assessments through grade 3 are included here.
2. Many states with local assessments require districts to pick from a state-developed list of approved assessments or mandate that local assessments must be approved by the state.
3. Specific identification, intervention and retention policies are laid out in statute for priority school districts only. S.B. 453 requires that an intensive reading program be piloted in five elementary schools for the 2013-14 school year.
4. Delaware [H.B. 317](#) (2012) requires the state to adopt a kindergarten readiness assessment by 2015 that includes a language and literacy development component.

5. New York requires diagnostic screening of all new entrants and students with low test scores. Pre-K providers are required to administer an assessment of the development of language.
6. In North Dakota, schools must administer interim assessments for students in grades 2-10.
7. Oklahoma passed numerous bills in 2012 pertaining to reading assessments and interventions, including [S.B. 1565](#), [H.B. 2511](#), and [H.B. 2676](#).
8. In Rhode Island, all districts that provide elementary education are required to screen all children prior to, or upon, their first entry to school to determine their level of educational readiness. Third graders take the New England Common Assessment Program ([NECAP](#)).
9. Tennessee statute prohibits state-mandated tests earlier than grade 3, except for when the 1st- and 2nd-grade tests provided for in Acts 1997, ch. 434, § 7 are available.
10. Virginia statute requires local school boards to implement early identification, diagnosis, and assistance for students with reading problems and provide instructional strategies that benefit the development of reading skills for all students.
11. As Washington phases in Full-Day Kindergarten, districts are instructed to use the state's Kindergarten Inventory of Developing Skills. The state superintendent is to develop 2nd-grade assessments and passages for districts to choose from to assess oral reading accuracy and fluency skills. Washington currently has a voluntary pilot program for 2nd-grade reading assessments.
12. West Virginia requires every school to establish a student assistance team that reviews student academic needs that have persisted despite being addressed by instruction and intervention.

II. Interventions for Struggling Readers

Interventions Include:

AIP: Assignment to an Academic Improvement Program **DT:** Assignment to a different teacher
HRP: Implementation of a Home Reading Program **OI:** Online or computer-based instruction
OS: Instruction outside of school hours including after school and Saturday school instruction
RS: Involvement of a Reading Specialist **SI:** Supplemental Instruction (during school hours)
SS: Summer School or summer reading program **T:** Individual or group tutoring
TI: Instruction tailored specifically to students' deficiencies/needs

	Statute	Grades Intervention Provided	Required Interventions	Suggested Interventions	Notification of Parent / Guardian
Arizona	S.B. 1258 (2012), §15-701, §15-704	K-3	Choose one: SS, OS, OI, DT	HRP	Yes
Arkansas	§6-15-2009, §6-15-433	K-12	AIP, SI, TI	-	Yes
California	§48070.5, §60642.5	2-5, 6, 8	-	SS, OS	Yes
Colorado	H.B. 12-1238 (2012), §22-7-504	K-3	AIP, SI, TI, HRP	SS	Yes
Connecticut ¹	S.B. 458 (2012), §10-221h, §10-265g, §10-265l	K-3	AIP, RS, SI, SS	T, OS, HRP	Yes
Delaware	§14.1-§151, §14.1-§153	3	AIP ²	SS, OS, T	Yes
District of Columbia	B19-0648 (2012), §38-1803.11, §38-1803.21, Rule: 5-E2200.9	K-12	-	T, OS, SS, TI, DT	Yes
Florida	HB 5101 (2012), §1008.25	K-5 ³	AIP, SI, TI, DT, SS ⁴	HRP, OS, T ⁵	Yes
Georgia	§20-2-153, §20-2-283	K-5	-	SI, TI	Yes
Idaho	§33-1614, §33-1615	K-3	OS	-	-
Iowa	S.F. 2284 (2012)	K-3	HRP, SI, SS	OS, T, TI	Yes
Kentucky	H.B. 69 (2012), §158.791, §158.840	K-3	SI, TI	-	-
Louisiana	LAC 28: CXV §2307	K-3	-	-	-
Maryland	§7-202	3	SI	-	-
Minnesota	§120B.12, §120B.30	K-3	-	SI, SS, OS, T	Yes

	Statute	Grades Intervention Provided	Required Interventions	Suggested Interventions	Notification of Parent / Guardian
Missouri	§167.645, §162.1100	3	AIP, OS, SS	-	Yes
New Mexico	§22-13-1, §22-13-1.3, §22-2C-4	-	AIP	OS	-
New York	CR 117.3, §3208, §3602-e, §3211-a	K-12	TI	-	Yes
North Carolina	H.B. 950 (2012), §115C-105.41, §115C-81.2, §115C-105.27, §115C-174.11	K-3	AIP, HRP ⁶ , DT, SI, SS ⁷ , TI	OS, T	Yes
North Dakota	§15.1-07, §15.1-21-08	K-3	Performance Strategist ⁸	T, SS (K-8)	-
Ohio	S.B. 316 (2012), §3313.608, §3301.0710	K-4	AIP, SI, HRP ⁹	DT, OS, SS, T	Yes
Oklahoma ¹⁰	H.B. 2516 (2012), §70-1210.508C, §70-1210.508E	K-3	AIP, SI, TI	OS, SS, T, OI, HRP, RS	Yes
Rhode Island	§16-67-2	K-12	SI	-	-
South Carolina	§59-18-310	-	-	-	-
Tennessee	S.B. 2156 (2012), §49-6-3115, §49-6-6002, §49-6-702	3	Locally Determined	-	-
Texas	§28.006, §28.0211	K-8	SI	OS, SS	Yes
Utah	§53A-1-606.5-7, §53A-17a-150	1-3	TI, HRP	T, OS, SS, OI	Yes
Vermont	16 V.S.A. §2903, 16 V.S.A. §164	4-12	SI	HRP	Yes
Virginia ¹¹	H.B. 1181 (2012), §22.1-253.13:1	3-8	Locally Determined	RS, T, OI, SI, OS, SS	Yes
Washington	§28A.300.310, §28A.300.320, §28A.150.315	-	-	-	Yes
West Virginia	§18-2E-10	3, 8	SI, OS	SS, HRP	-
Wisconsin	S.B. 461 (2012), §118.016, §121.02	K-4	SI	-	Yes
Wyoming	S.F. 52 (2012), §21-3-401	K-3	AIP	-	-

Note: “-” = Not specified.

1. Specific identification, intervention and retention policies are laid out in statute for priority school districts only. S.B. 453 requires that an intensive reading program be piloted in five elementary schools for the 2013-14 school year.
2. Delaware specifies that a student's AIP must be developed with input from a parent or guardian.
3. Florida [HB 5101](#) also provides for additional reading instruction for students in grades K-12 in each school district that has one or more of the 100 lowest-performing elementary schools based on the state reading assessment.
4. In Florida, 3rd grade students who score below the cutoff on the state reading exam (FCAT) are required to attend their district's summer reading camp (SS). If the student can demonstrate proficiency upon completion of camp, he/she may be promoted to 4th grade. FL statute [§1011.62\(9\)\(c\)\(5\)](#) permits funding for summer reading camps for all K-2 students who demonstrate a reading deficiency, as well as students in grades 3-5 who score at Level 1 on FCAT Reading in each school district that has one or more of the 100 lowest-performing elementary schools based on the state reading assessment.
5. Florida statute [§1008.25\(7\)\(b\)](#) requires and recommends intensive interventions for students who are retained in the third grade including assistance to parents of retained students (HRP), assignment to a high-performing teacher (DT), a mentor or tutor with specialized reading training (T) and tutoring outside of school hours (OS).
6. North Carolina requires parents of retained students to be provided with a plan for reading at home, including participation in shared and guided reading workshops for the parent or guardian, and outlined in a parental or guardian contract.
7. North Carolina requires 3rd grade students who do not demonstrate reading proficiency to attend a summer reading camp. Students who do not demonstrate reading proficiency after completion of camp will be retained.
8. North Dakota requires school districts to employ one performance strategist for every 400 students in grades K-3, whose duties include tutoring students and providing instructional coaching to teachers.
9. Ohio specifies that parents of 3rd-grade students must be involved in choosing an intervention strategy.
10. Oklahoma passed numerous bills in 2012 pertaining to reading assessments and interventions including [S.B. 1565](#), [H.B. 2511](#), and [H.B. 2676](#).
11. Virginia statute requires local school boards to implement early identification, diagnosis, and assistance for students with reading problems, and provide instructional strategies that benefit the development of reading skills for all students.

III. Reading-Based Retention

	Statute	Require, Recommend or Allow	Grades Students are Retained	May be Promoted if Participate in Intervention	Promotion based on Alternative Assessment /Portfolios?	Exemptions Included ¹
Arizona	S.B. 1258 (2012), §15-701, §15-704	Require	3	No	No	ELL, Special Education
Arkansas	§6-15-2009, §6-15-433	Require	3	Yes	No	Special Education
California	§48070.5, §60642.5	Require	2, 3	Yes	-	Teacher Rec.
Colorado	H.B. 12-1238 (2012), §22-7-504	Recommend ²	3	No	No	2x, ELL, Special Education
Connecticut ³	S.B. 458 (2012), §10-221h, §10-265g, §10-265l	Require	1,2,3	Yes	Yes	Principal Rec ⁴
Delaware	§14.1-§151, §14.1-§153	Require	3	Yes	Yes ⁵	2x
District of Columbia	B19-0648 (2012), §38-1803.11, §38-1803.21, Rule: 5-E2200.9	Require	3 ⁶	-	-	-
Florida	H.B. 5101 (2012), §1008.25	Require	3	No	Yes	2x, ELL, Special Education
Georgia	§20-2-153, §20-2-283	Require	3	No	No	Parental Appeal
Idaho	§33-1614, §33-1615	-	-	-	-	-
Iowa	S.F. 2284 (2012)	Require	3	Yes	Yes	2x, ELL, Special Education
Kentucky	H.B. 69 (2012), §158.791, §158.840	-	-	-	-	-
Louisiana	LAC 28: CXV §2307	-	-	-	-	-
Maryland	§7-202	Require	3	Yes	-	2x, Special Education
Minnesota	§120B.12, §120B.30	-	-	-	-	-
Missouri	§167.645, §162.1100	Require	3, 4	Allowed in grade 3 only	No	2x, ELL, Special Education
New Mexico	§22-13-1, §22-13-1.3, §22-2C-4	-	-	-	-	-
New York	CR 117.3, §3208, §3602-e, §3211-a	-	-	-	-	-

	Statute	Require, Recommend or Allow	Grades Students are Retained	May be Promoted if Participate in Intervention	Promotion based on Alternative Assessment /Portfolios?	Exemptions Included
North Carolina	H.B. 950 (2012), §115C-105.41, §115C-81.2, §115C-105.27, §115C-174.11	Require	3	No	Yes	3x, ELL, Disabilities
North Dakota	§15.1-07, §15.1-21-08	-	-	-	-	-
Ohio	S.B. 316 (2012), §3313.608, §3301.0710	Require	3	Yes ⁷	Yes	2x, ELL, Special Education
Oklahoma	H.B. 2516 (2012), §70-1210.508C, §70-1210.508E	Require	3	Allowed ⁸	Yes	3x, ELL, Principal Rec., Special Education
Rhode Island	§16-67-2	-	-	-	-	-
South Carolina	§59-18-310	-	-	-	-	-
Tennessee	S.B. 2156 (2012), §49-6-3115, §49-6-6002, §49-6-702	Require	Grades 3 & 8	Yes	-	Special Education
Texas	§28.006, §28.0211	Require	Grades 5 & 8	Yes	Yes	Parental Appeal
Utah	§53A-1-606.5-7, §53A-17a-150	-	-	-	-	-
Vermont	16 V.S.A. §2903, 16 V.S.A. §164	-	-	-	-	-
Virginia	H.B. 1181 (2012), §22.1-253.13:1	-	-	-	-	-
Washington	§28A.300.310, §28A.300.320, §28A.150.315	-	-	-	-	-
West Virginia	18-2E-10	Allow	Grades 3 & 8	Yes	-	Special Education
Wisconsin	S.B. 461 (2012), §118.016, §121.02	-	-	-	-	-
Wyoming	S.F. 52 (2012), §21-3-401	-	-	-	-	-

Note: “-” = Not specified.

1. Exemptions from retention policies include:

- a. 2x – students may not be retained twice solely on the basis of a reading deficiency, so students who have been previously retained in grade may not be retained again (some states specify that the student must have been held back due to a reading deficiency).

- b. 3x – students who have been previously held back two times may not be retained three times solely on the basis of a reading deficiency (some states specify that the student must have been held back due to a reading deficiency).
 - c. ELL – students with limited English proficiency or who are English Language Learners are exempt from retention. This provision often applies only to students who have had less than two years of instruction in English.
 - d. Parental Appeal – students may be promoted if parents appeal the retention decision and a placement committee finds the student's academic achievement sufficient for promotion.
 - e. Principal Rec. – students may be promoted based upon a recommendation from their principal.
 - f. Special Education – students who are assigned to Special Education or receive Special Education services, who have an Individualized Education Plan (IEP), have a disability, or are intellectually limited are not subject to retention.
 - g. Teacher Rec. – students may be promoted based upon a recommendation from their teacher.
2. Colorado H.B. 12-1238 requires that, for any student with a significant reading deficiency at the end of 3rd grade, the parent, the student's teacher, and other personnel of the local education provider are required to meet and consider retention as an intervention strategy and determine whether the student is able to maintain adequate academic progress at the next grade level.
 3. Specific identification, intervention and retention policies are laid out in statute for priority school districts only. S.B. 453 requires that an intensive reading program be piloted in five elementary schools for the 2013-14 school year.
 4. The superintendent of schools may exempt an individual student from having to attend summer school in order to be promoted, upon the recommendation of the school principal, based on the student's progress with the student's personal reading plan.
 5. A student may advance to the next grade level without attending summer school if an academic review committee determines that the student has demonstrated proficient performance using evidence from other indicators.
 6. The Superintendent must establish promotion gates for mathematics, reading, and writing, for not less than one grade level from kindergarten through grade 4, including at least grade 4.
 7. Ohio statute specifies that a 3rd-grade child without a passing score on the state reading assessment may be retained in 3rd grade, promoted to 4th grade based on principal/reading teacher agreement that the student is prepared, or promoted to 4th grade with intensive intervention services (in grade 4). S.B. 316 changes the state's policy such that, beginning in 2013, no student with a failing score may be promoted unless he or she demonstrates proficiency on an alternate assessment, or is a limited English proficient student or child with a disability.
 8. Oklahoma's 2012 House Bill 2516 changed the retention provision such that a teacher *may* recommend promotion contingent upon a student's participation in intervention, but does not have to.

Appendix B: Sample Statutory Language from some of the more established/comprehensive 3rd-grade reading policies

Identification

- Arizona – [§15-701](#)
 - “The state board of education shall ... provide for universal screening of pupils in preschool programs, kindergarten programs and grades one through three that is designed to identify pupils who have reading deficiencies.”
- Arizona – [§15-704](#)
 - “Each school district or charter school that provides instruction in kindergarten programs and grades one through three shall select and administer screening, ongoing diagnostic and classroom based instructional reading assessments, including a motivational assessment, as defined by the state board of education, to monitor student progress. Each school shall use the diagnostic information to plan appropriate and effective intervention.”

Intervention

- Oklahoma – [H.B. 2516](#) (2012)
 - “Beginning with the 2011-2012 school year, each school district shall establish a Reading Enhancement and Acceleration Development (READ) Initiative. The focus of the READ Initiative shall be to prevent the retention of third-grade students by offering intensive accelerated reading instruction to third-grade students who failed to meet standards for promotion to fourth grade and to kindergarten through third-grade students who are exhibiting a reading deficiency. The READ Initiative shall:
 1. Be provided to all kindergarten through third-grade students at risk of retention as identified by the assessments administered pursuant to the Reading Sufficiency Act. The assessment used shall measure phonemic awareness, phonics, fluency, vocabulary, and comprehension;
 2. Be provided during regular school hours in addition to the regular reading instruction; and
 3. Provide a state-approved reading curriculum that, at a minimum, meets the following specifications:
 - Assists students assessed as exhibiting a reading deficiency in developing the ability to read at grade level,
 - Provides skill development in phonemic awareness, phonics, fluency, vocabulary, and comprehension,
 - Provides scientifically a scientific-research-based and reliable assessment,
 - Provides initial and ongoing analysis of the reading progress of each student,
 - Is implemented during regular school hours,
 - Provides a curriculum in core academic subjects to assist the student in maintaining or meeting proficiency levels for the appropriate grade in all academic subjects,
 - Establishes at each school, where applicable, an Intensive Acceleration Class for retained third-grade students who subsequently score at the unsatisfactory level on the reading portion of the statewide criterion-referenced tests. The focus of the Intensive Acceleration Class shall be to increase the reading level of a child at least two grade levels in one (1) school year.”
 - “Any student who is assessed and found not to be reading at the appropriate grade level shall be provided a program of reading instruction designed to enable the student to acquire the appropriate grade level reading skills. Beginning with students entering the first grade in the 2011-2012 school

year, the program of reading instruction shall include provisions of the READ Initiative adopted by the school district ... The program of reading instruction ... shall align with the PASS, shall include provisions of the READ Initiative adopted by the school district ... beginning with students entering the first grade in the 2011-2012 school year and may include, but is not limited to:

1. Sufficient additional in-school instructional time for the acquisition of phonological awareness, phonics, spelling, reading fluency, vocabulary, and comprehension
 2. If necessary, tutorial instruction after regular school hours, on Saturdays and during summer
 3. Assessments identified for diagnostic purposes and periodic monitoring to measure the acquisition of reading skills including, but not limited to, phonological awareness, phonics, spelling, reading fluency, vocabulary, and comprehension, as identified in the student's program of reading instruction.
 4. The program of reading instruction shall continue until the student is determined by the results of approved reading assessments to be reading on grade level."
- "Beginning with the 2011-2012 school year, each school district shall ... Provide to students *who have been retained* ... with intensive interventions in reading, intensive instructional services and supports to remediate the identified areas of reading deficiency, including a minimum of ninety (90) minutes of daily, uninterrupted, scientific-research-based reading instruction. Retained students shall be provided other strategies prescribed by the school district, which may include, but are not limited to:
 1. Small group instruction,
 2. Reduced teacher-student ratios,
 3. More frequent progress monitoring,
 4. Tutoring or mentoring,
 5. Transition classes containing third- and fourth-grade students,
 6. Extended school day, week, or year, and
 7. Summer reading academies"
 - "In addition to required reading enhancement and acceleration strategies, provide students who are retained with at least one of the following instructional options:
 1. Supplemental tutoring in scientific-research-based reading services in addition to the regular reading block, including tutoring before or after school,
 2. A parent-guided "Read at Home" assistance plan, as developed by the State Department of Education, the purpose of which is to encourage parent-guided home reading, or
 3. A mentor or tutor with specialized reading training"
 - "School districts may approve an option for students who are unable to attend a summer academy. The optional program may include, but is not limited to, an approved private provider of instruction, approved computer- or Internet-based instruction, or an approved program of reading instruction monitored by the parent or guardian. School districts shall not be required to pay for the optional program, but shall clearly communicate to the parent or guardian the expectations of the program and any costs that may be involved."

Retention

- Georgia – [§20-2-283](#)
 - "No student shall be promoted, except as provided in this section, to:
 1. The fourth grade program to which the student would otherwise be assigned if the student does not achieve grade level as defined by the Office of Student Achievement ... on the third grade criterion-referenced reading assessment ... and meet the promotional standards and

criteria established by the State Board of Education and by the local school board for the school that the student attends.”

Exemptions from Retention

- Florida – [§1008.25](#)
 - “The district school board may only exempt students from mandatory retention ... for good cause. Good cause exemptions shall be limited to the following:
 1. Limited English proficient students who have had less than 2 years of instruction in an English for Speakers of Other Languages program.
 2. Students with disabilities whose individual education plan indicates that participation in the statewide assessment program is not appropriate, consistent with the requirements of State Board of Education rule.
 3. Students who demonstrate an acceptable level of performance on an alternative standardized reading assessment approved by the State Board of Education.
 4. Students who demonstrate, through a student portfolio, that the student is reading on grade level as evidenced by demonstration of mastery of the Sunshine State Standards in reading equal to at least a Level 2 performance on the FCAT.
 5. Students with disabilities who participate in the FCAT and who have an individual education plan or a Section 504 plan that reflects that the student has received intensive remediation in reading for more than 2 years but still demonstrates a deficiency in reading and was previously retained in kindergarten, grade 1, grade 2, or grade 3.
 6. Students who have received intensive remediation in reading for 2 or more years but still demonstrate a deficiency in reading and who were previously retained in kindergarten, grade 1, grade 2, or grade 3 for a total of 2 years. Intensive reading instruction for students so promoted must include an altered instructional day that includes specialized diagnostic information and specific reading strategies for each student. The district school board shall assist schools and teachers to implement reading strategies that research has shown to be successful in improving reading among low-performing readers.”

Appendix C: Notable 2012 Policy Changes

- [Iowa](#) created a new section in their Early Childhood Literacy statutes to require school districts to assess all students in K-3 for reading or reading readiness, and provide intensive reading instruction to any student who exhibits a substantial deficiency. S.F. 2284 also requires that students must be retained in 3rd grade if their reading deficiencies are not remedied unless they attend an intensive summer reading institute.
- [Connecticut](#)'s S.B. 458 requires all certified teachers and administrators working in K-3 to take a state board-approved reading instruction practice exam, and teachers with a comprehensive special education or remedial reading and language arts endorsement to pass the exam starting July 1, 2013. Connecticut will also establish a professional development program in reading instruction and identify mentor teachers who will train teachers in reading instruction.
- [Colorado](#) added a number of provisions related to reading, including one requiring a student's parent, teacher and other school personnel to meet to decide whether a student should advance to 4th grade despite having a significant reading deficiency. [Arizona](#) now requires that a student's parent or guardian choose a remediation strategy for their child if he/she is deficient in reading.
- [Oklahoma](#) revised its 3rd-grade reading retention policy to allow principals to promote students with reading deficiencies to 4th grade based on alternative assessments or a portfolio of student work. Conversely, [Arizona](#) removed a similar provision from its statutes, such that a 3rd-grade student may no longer be exempt from retention on the basis of an alternative assessment, having been previously retained twice in grade or a parental request for exemption.
- Other notable changes to current reading statutes were passed in [Florida](#), [Kentucky](#), [North Carolina](#), [Ohio](#), [Tennessee](#), [Virginia](#), [Washington, D.C.](#), [Wisconsin](#), and [Wyoming](#).

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Equipping Education Leaders, Advancing Ideas

A Problem Still in Search of a Solution

A State Policy Roadmap for Improving Early Reading Proficiency



By Kathy Christie and Stephanie Rose
September 2012



Education Commission
of the States

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Executive Summary

Roadmap for Improving Early Reading Proficiency

Policy Standards for System and Practice	
System Framework and Superstructure	Schools and Classroom
<p>Program design and implementation</p> <ul style="list-style-type: none"> ✦ <i>Ambitious goals</i> ✦ <i>Sustained sense of urgency</i> ✦ <i>Alignment of components</i> ✦ <i>Linkage and alignment of systems</i> ✦ <i>Continuous improvement</i> 	<p>Ongoing assessment of children and settings</p> <ul style="list-style-type: none"> ✦ <i>Early, accurate, effective diagnosis</i> ✦ <i>Timely, accurate measurement of progress</i> ✦ <i>Accessible status reporting</i> ✦ <i>Inclusion of pre-K settings</i> ✦ <i>Targeted review</i> ✦ <i>Review against state goals</i>
<p>System oversight</p> <ul style="list-style-type: none"> ✦ <i>Independent monitoring</i> ✦ <i>Regular, public reports</i> ✦ <i>Focus on “fixes”</i> 	<p>Redefined adult-capacity building</p> <ul style="list-style-type: none"> ✦ <i>Evidence-based program approval</i> ✦ <i>Data- and evidence-informed credentialing</i> ✦ <i>Evidence/standards-based professional development</i> ✦ <i>Skills and strategies</i> ✦ <i>Evidence-based interventionist selection, assignment</i> ✦ <i>Systemic review of adult capacity</i>
<p>Effective, immediate intervention</p> <ul style="list-style-type: none"> ✦ <i>Data informed</i> ✦ <i>Strategic</i> ✦ <i>Evidence based</i> ✦ <i>Measured, revamped until effective</i> 	<p>Language-rich, rigorous curricula</p> <ul style="list-style-type: none"> ✦ <i>Birth-age 9 focus</i> ✦ <i>Language and vocabulary heavy</i> ✦ <i>Evidence-based status</i> ✦ <i>Aligned</i> ✦ <i>World-class expectations, knowledge</i>
	<p>Partnerships with families</p> <ul style="list-style-type: none"> ✦ <i>Birth-9</i> ✦ <i>Knowledge-building strategies & resources</i> ✦ <i>Accessible supports, knowledge</i> ✦ <i>Respectfully, consistently in the loop</i>

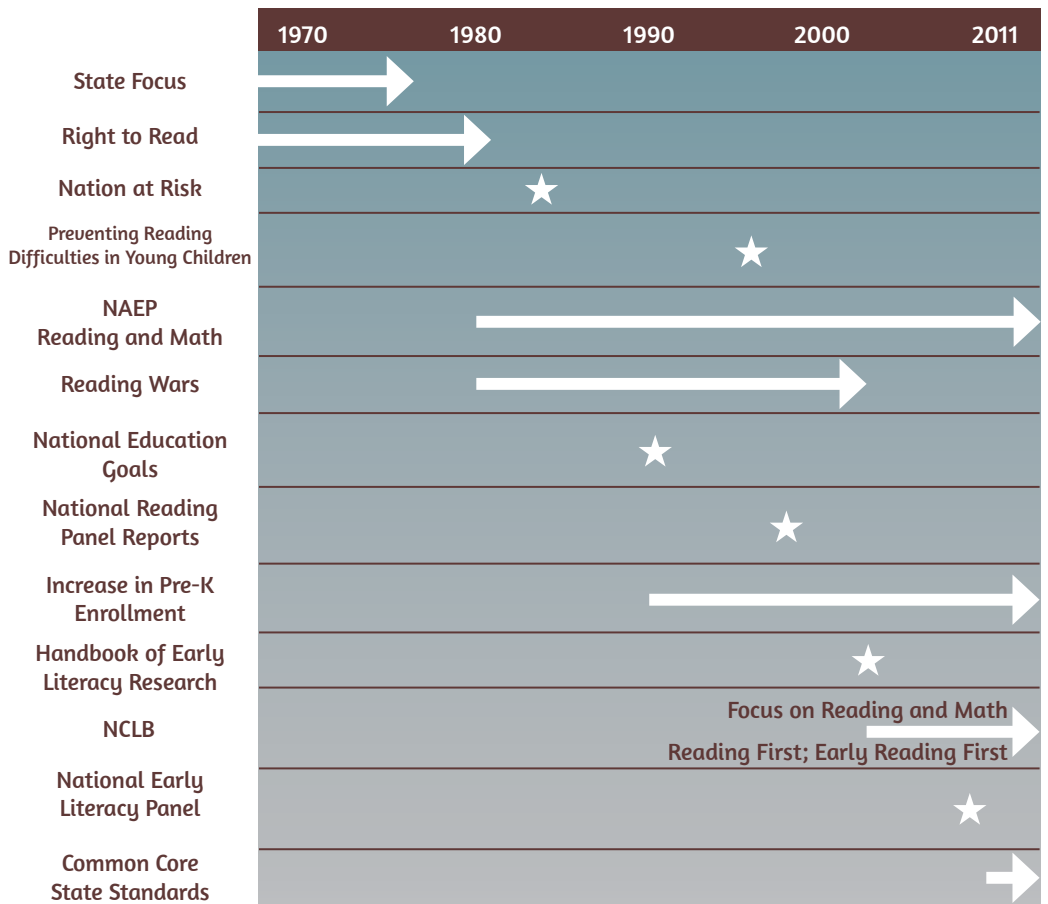
None of these stands alone or is sufficient. The first goal of effective policy is to identify the critical aspects that are most relevant to implementation. Those critical elements then work hand-in-glove to address what it is that individuals care about (foster motivation) and to inspire teamwork among policymakers, practitioners, and students.

Introduction

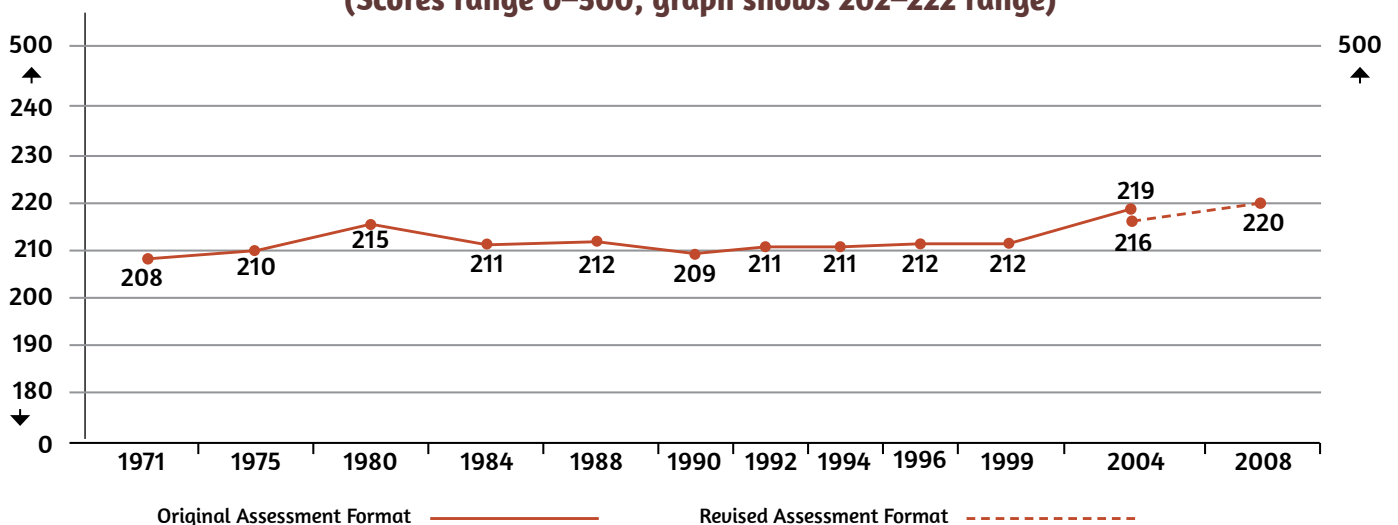
Reading words and developing larger vocabularies are critical parts of reading proficiency, but these checkpoints do not have significance until young students grasp the meaning behind words. While teachers and the school culture can improve early reading proficiency, legislatures and state education agencies can support such efforts by implementing systemic, replicable models for schools to use.

Forty years of well-meaning state and national reading initiatives have not produced significantly higher student mastery, as the two graphics that follow illustrate. States have developed systemic plans to improve early reading proficiency, but translating these plans into actionable strategies has proven to be the real challenge.

Seminal Moments in U.S. Literacy



4th Grade NAEP Scores (Scores range 0–500; graph shows 202–222 range)



Source: *Trend in NAEP reading average scores for 9-year-old students*, http://nationsreportcard.gov/ltr_2008/ltr0003.asp.

From 1970 to 2011, the average reading scores for 9-year-olds remained relatively flat, increasing by just 12 points on a 500-point scale (National Assessment of Educational Progress). Over the past decade, the goal of significantly improving reading scores has pushed policy leaders to focus on evidence-based instructional strategies. Solid advice provided by the National Reading Panel, the National Early Literacy Panel, the Handbook of Early Literacy Research and other reports and major initiatives such as the No Child Left Behind Act have led this charge.

The graph on the previous page (4th Grade NAEP Scores) demonstrates that over the past decade we have made progress in increasing the number of students who achieve at least a low level of proficiency (basic—as defined and measured by NAEP). These gains are significant, particularly for Black and Hispanic students. However, these successes—while necessary—have not been sufficient. Whether that is because teachers are being exposed to evidence-based instructional strategies in preparation and professional development and simply aren't applying that knowledge (or applying it well or often enough) in their day-to-day instruction, or because of other factors, nowhere near enough youngsters are where they need to be. With two of every three 4th graders scoring, on average, below proficiency, the states have considerable work to do.

This paper provides a first-of-its-kind state policy roadmap. Such a roadmap, when combined with authoritative state leadership, can:

- ✦ *Drive effective program design and implementation*
- ✦ *Improve practice by strengthening classroom instruction, student assessments, and alternative interventions*
- ✦ *Strengthen curricular alignment across the P-3 spectrum*
- ✦ *Create systemic solutions, not just results*
- ✦ *Engage stakeholders, including state leaders, teacher prep institutions, educators, students, and families in continuous improvement.*

The first goal of effective policy is to identify the critical aspects that are most relevant to implementation. Those critical levers then work hand in glove to address what it is that individuals care about (foster motivation) and to inspire teamwork among policymakers, practitioners and students. State policy has the potential to create convergence between system and practice. Systems framework elements include:

- ✦ *Program design & implementation*
- ✦ *System oversight*
- ✦ *Effective, immediate intervention.*

School and classroom practice components include:

- ✦ *Ongoing assessment of children and settings*
- ✦ *Redefined adult capacity-building*
- ✦ *Language-rich, rigorous curricula*
- ✦ *Partnerships with families.*

The roadmap is not intended to be a straight “Begin here-End here” pathway. Instead, the suggested policy standards are a means of auditing your system framework and superstructure and the ways in which that system strengthens or inhibits schools and classrooms.

This state policy roadmap uses data, research, and state policy examples to illustrate the importance of both system supports and the culture of schools and classrooms—and how each complements and relies on the other.

We recognize that most states have already journeyed down this road—or are currently traveling down the road—but improving reading performance is one of those problems for which solutions will never be perfect, nor work for everyone. This is a tool to help review and revise policies that will make the journey more successful.



Section I: System Framework and Superstructure



1.1 Program Design & Implementation

The purpose of strong program design and implementation is to ensure that goals are ambitious; to bring a statewide focus and urgency to bear on achieving those goals; to strengthen alignment; and to promote continuous improvement.

Effective policy strengthens:

- ✦ *Grade-level expectations based on world-class standards and benchmarks*
- ✦ *A sustained sense of urgency, such as implementation of a statewide campaign to improve reading proficiency*
- ✦ *Alignment of standards, curricula, teaching practices, and assessments*
- ✦ *Linkage and alignment of pre-K and K-3 systems*
- ✦ *A system of continuous improvement that:*
 - *Sets annual targets for local and statewide improvement*
 - *Supports communication and data sharing*
 - *Requires ongoing data collection and analysis*
 - *Allocates funds to be used for ongoing impact analyses*
 - *Implements a system-wide analysis of whether low educator performance is being addressed and top performers are being retained (at school, district, and state levels)*
 - *Encourages high-level practices such as reassignment of teachers whose evaluations document a track record (2-3 years) of flat or downward trends in student reading performance*
 - *Puts public spotlight (media and state) on successful interventions*
 - *Rewards programs that continuously refine services and get results.*



What it looks like in policy

Ambitious goals

Some states, including **Connecticut**, require that reading instruction be aligned with the Common Core State Standards (CCSS). In **Louisiana**, the literacy division of the department of education has been tasked with meeting five critical goals:

- ✦ *Students enter kindergarten **ready to learn***
- ✦ *Students are literate by the end of 3rd grade*
- ✦ *Students enter 4th grade on time*
- ✦ *Students perform at or above grade level in English Language Arts by the end of 8th grade*
- ✦ *Achieve all Critical Goals, regardless of race or class.*

Statewide focus and urgency

In **Colorado**, local education providers must report to the state education department the number of early-grade students with significant reading deficiencies, based on the state board's definition. **Florida** law created the Florida Center for Reading Research (FCRR) at the Florida State University. The center has two geographically-based outreach centers, which provide technical assistance in evidence-based literacy instruction, assessments, programs, and professional development.

To provide focus and a sense of urgency, 13 states and D.C. prohibit social promotion of students not proficient in reading. For states taking or considering this approach, it is critical to ensure that intensive interventions and the other components addressed in this paper are in place.

Continuous improvement (set annual targets)

Beginning in 2014, **Connecticut** will provide incentives for schools that increase the number of students who meet or exceed the statewide goal level in reading by 10% or more. **Florida** requires each board to annually publish data in the local newspaper and to report in writing to the state department. Data include:

- ✦ *The local board's policies and procedures on student retention and promotion; the number and percentage of students performing at the two lowest levels on state reading assessments, by grade (3-10)*
- ✦ *The number and percentage of all students retained, by grade (3-10)*
- ✦ *Total number of students promoted for good cause, by each category of good cause; and any revisions to local board policy on student retention and promotion from the prior year.*

Alignment (Pre-K with K-3)

Connecticut requires the development of a system to publicly share information regarding children's oral language and pre-literacy proficiency. The legislature also requires a state plan that aligns reading standards, instruction and assessments for K-3 students.



1.2 Oversight

The purpose of oversight is to instill a system of continuous improvement; to measure progress against the goals; and to make progress (or lack of it) transparent to all.

Effective policy ensures:

- ✦ Designation of an independent entity or entities to monitor (with a goal of continuous improvement) how well schools are implementing early identification, providing immediate tiered support, and communicating with parents
- ✦ An annual public report, comparing actual literacy outcomes to state-based annual targets
- ✦ A focus on just-in-time “fixes,” not compliance.

What it looks like in policy

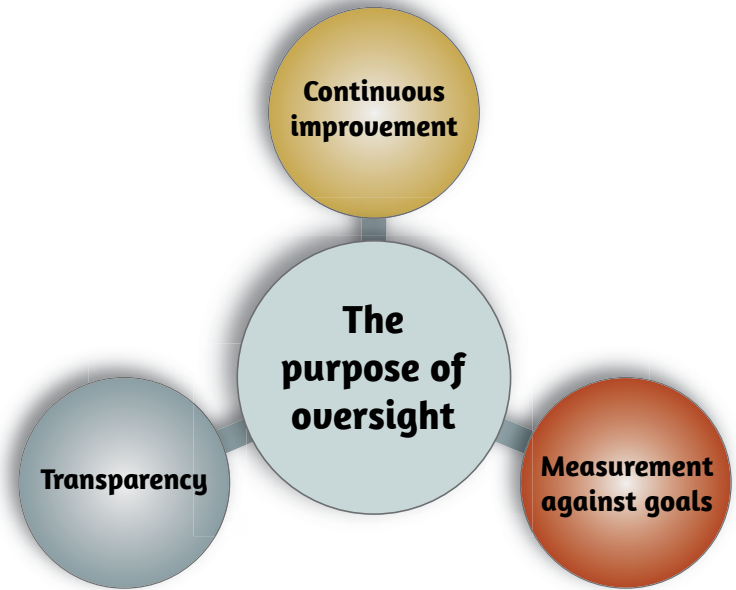
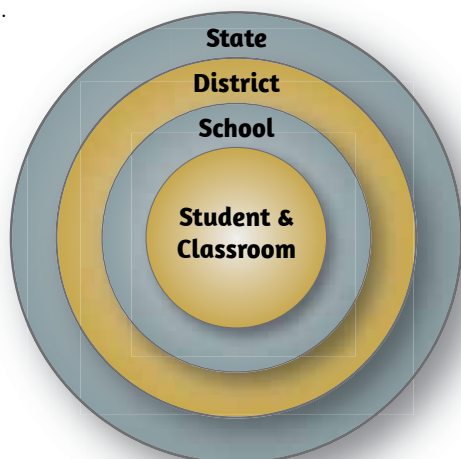
Continuous improvement

Florida requires weekly progress monitoring for students retained and assigned to intensive acceleration classes. Florida’s Department of Education also monitors and tracks implementation of district plans, including conducting site visits and collecting specific data on expenditures and reading.

Washington tested its assessment approach via a pilot, Washington Kindergarten Inventory of Developing Skills (WaKIDS), and has evaluated that pilot. (Read the [evaluation](#).)

Continuous improvement at the school and district level is necessary but is strengthened by a complementary system of continuous improvement at the state system level.

In other words, a comprehensive, state and local system of continuous improvement would anticipate the challenges associated with program redesign and implementation.



Measurement against goals

Arizona requires review of reading programs if more than 20% of students at the school or district level do not meet standards.

Transparency

Minnesota expanded the Reading Corps program to include comprehensive, scientifically-based reading instruction for children age 3 to 8. Minnesota also requires a biennial report that records and evaluates data to determine efficacy of the program.

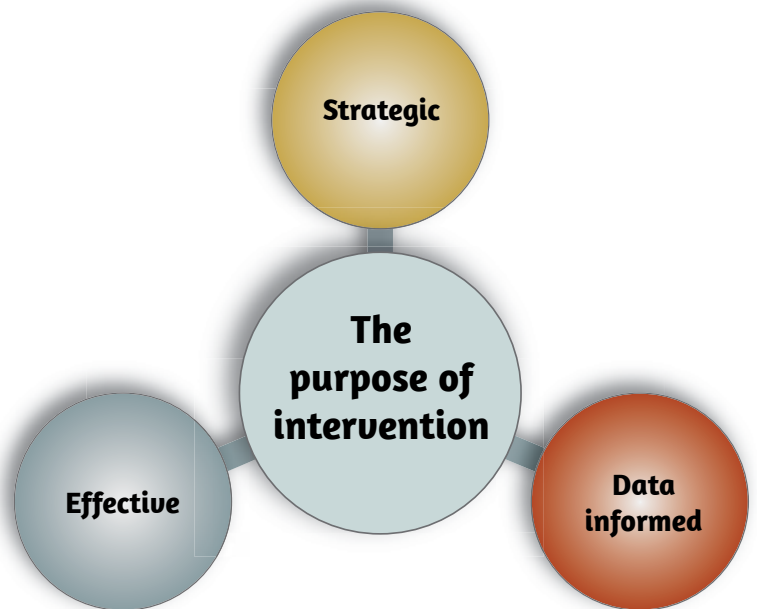
Florida requires each local entity to publish annual data on performance in reading, the number and percentage of students retained in grade, and of those who did not meet grade-level standards but were promoted for good cause.

1.3 Effective, immediate intervention

The purpose of effective, immediate intervention is to strategically target struggling students; to use data to accurately and quickly identify the needs of such students; and to ensure that interventions are effective or where they are not, to quickly develop a different plan of action.

Effective policy sustains:

- ✦ Robust use of data and evidence-based research to inform intervention strategies
- ✦ Tiered support that includes development of alternative learning plans and alternative interventions
- ✦ Strategies that maximize the number of minutes per day of additional, intensive reading instruction (not redistributing class time)
- ✦ Mandatory attendance for extended day, Saturday and summer school instruction, where applicable
- ✦ Strategies that maximize structured use of trained mentors and tutors
- ✦ Development and maintenance of open online access resources
- ✦ Public celebration or reward of exemplary school-level or classroom-level results
- ✦ Intentional assignment of highest quality reading teachers (e.g., identified via prior reading results) to students at risk of not meeting grade level expectations
- ✦ Vetted, language-rich, rigorous and engaging grade-level curricular materials for educators and parents to access and use
- ✦ Exemplary instruction and/or lessons tied to world-class benchmarks—including comprehension and vocabulary-building strategies for all subject areas
- ✦ Interventions that are structured differently than previous classroom experience and that do not cause students to repeat subjects where they have demonstrated proficiency.



What it looks like in policy:

Data informed

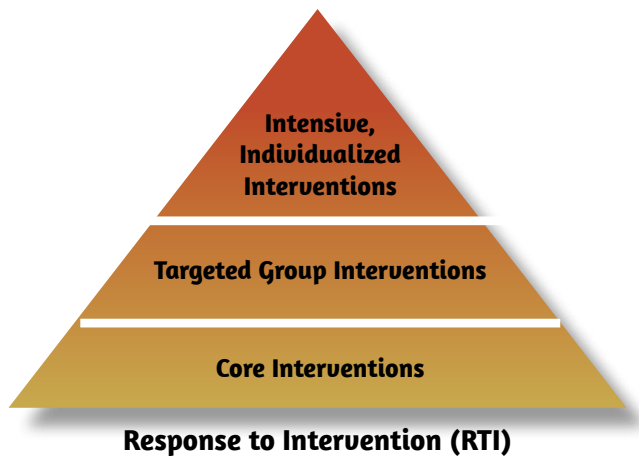
In 2012, **Florida** added a policy provision that requires funds to be used to support teachers in making instructional decisions based on student data, and improve teacher delivery of effective reading instruction, intervention, and reading in the content areas based on student need.

The policy also creates a Comprehensive Student Progression Plan that includes a number of requirements, such as specific criteria for mid-year promotion of a retained student.

New York requires monitoring of students' abilities and skills and student-tailored instruction for those making substandard progress.

Strategic

A number of states specify afterschool and summer interventions and make attendance mandatory. In **Kentucky**, state law requires districtwide use of a K-3 response-to-intervention (RTI) system that includes a tiered continuum of interventions with varying levels of intensity and duration. Districts must implement interventions with fidelity to scientifically-based research. **Montana** also supports use of an RTI model.



Evidence based

Florida adds an additional hour per day of intensive reading instruction to students in the 100 lowest-performing elementary schools, and stipulates that the required additional hour of reading instruction be:

- ✦ *Research based*
- ✦ *Differentiated based on student assessment data*

And include:

- ✦ *Explicit and systematic reading development in phonemic awareness, phonics, fluency, vocabulary, and comprehension, with more extensive opportunities for guided practice, error correction, and feedback*
- ✦ *The integration of social studies, science, and mathematics-text reading, text discussion, and writing in response to reading.*

In addition, **Florida** requires that struggling students be assigned to a separate reading teacher. **Oklahoma** specifies 90 minutes of additional reading instruction be provided daily for students who have been retained.

The **Rhode Island** state department provides guidance for the development of personal literacy plans (PLPs). Each plan addresses a cycle of student support that:

- ✦ *Diagnoses, analyzes, and validates need(s)*
- ✦ *Designs and implements an intervention plan*
- ✦ *Monitors and reviews progress*
- ✦ *Uses assessments to determine discontinuation or need for new intervention*
- ✦ *Revises and implements new supports based on assessments, progress data.*

Effective

In **Arizona**, state policy requires the department to post best practice examples of reading intervention and remedial reading strategies used in schools and districts.

Colorado requires student plans to include programs from an “advised” list and that address the areas of phonemic awareness, phonics, vocabulary development, and reading fluency, including oral skills and reading comprehension.

West Virginia requires a team to review the needs of students who continue to struggle despite interventions.

Key Takeaways — System Framework and Superstructure

Design & Implementation

Ambitious goals
Sustained sense of urgency
Alignment of components
Linkage and alignment of systems
Continuous improvement

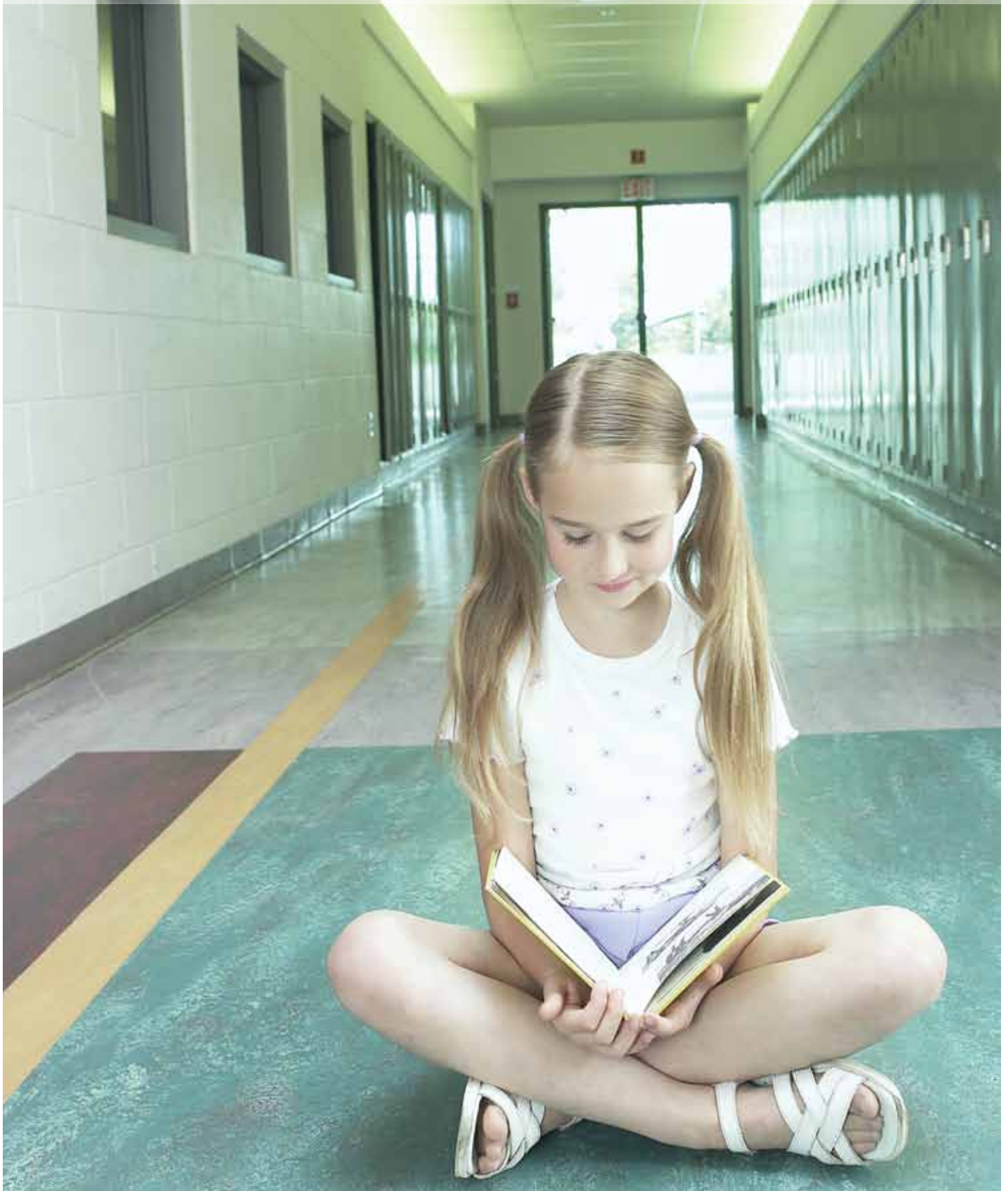
System Oversight

Independent monitoring, continuous improvement
Regular, public reports against goals
Focus on “fixes” not compliance

Interventions

Data informed
Strategic
Evidence based
Measured, revamped until effective

Section II: School & Classroom Policy Standards

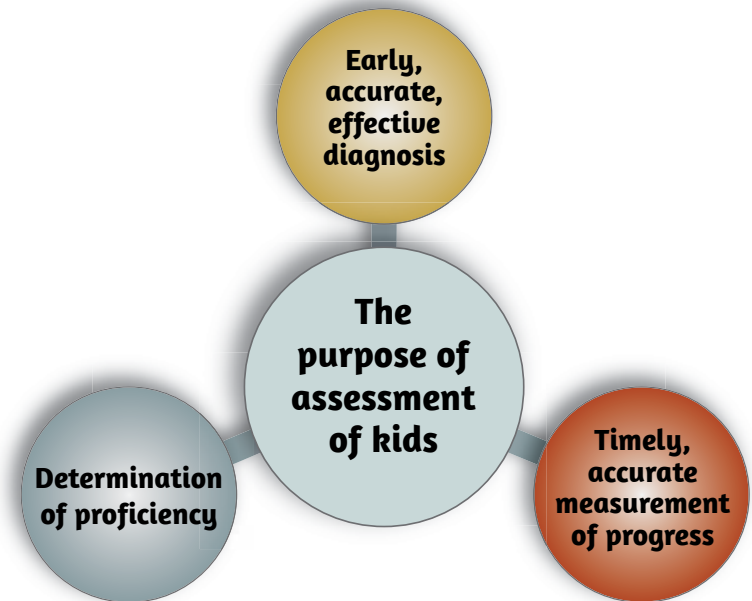


2.1 Ongoing Assessment

The purpose of assessment of children is to ensure early, accurate, and effective diagnosis of literacy issues; timely, accurate measurement of progress; and to determine proficiency.

Effective policy on assessment of children maximizes:

- ✦ *Screening, formative and summative assessment tools*
- ✦ *Evidence-based, diagnostic or screening assessments with accurate, rapid results, administered with appropriate timing and locations to ensure reliability and validity*
- ✦ *Inclusion of teachers' analysis as a means of casting a wider net of identification*
- ✦ *Timely notice to parents*
- ✦ *Efficient processes for parent support*
- ✦ *Connection to a robust data system that maximizes use of early warning indicators, which provides easily accessible reports that support teacher/leader use of data, and that minimizes bureaucratic requirements for teachers*
- ✦ *Assessment of early education and care settings, as well as PK-3 classrooms.*



What the Research Says

Data from assessments of children should not be reported without data on the programs that serve them.

Reporting on program quality should highlight attributes of classroom quality, instructional practices, and teacher-child interactions that are most highly correlated with enhancing children's progress in learning and development

Reporting on child assessments should highlight children's progress over time (or the "value-added" contributions of programs) as well as their end-of-program status.

Source: Thomas Schultz and Sharon Lynn Kagan, *Taking Stock: Assessing and Improving Early Childhood Learning and Program Quality*, The Report of the National Early Childhood Accountability Task Force, 2007.

What it looks like in policy

Early, accurate, effective diagnosis

The **Iowa** General Assembly established a Cross-Agency Assessment Instrument Planning Group to study and select one standard, multi-domain assessment for implementation by all districts for purposes of kindergarten assessments. **Idaho** requires a statewide test to assess K-3 students' skills twice annually. The state allows students in the lowest 25% of performance to be tested more frequently.

Timely, accurate measurement of progress

Oklahoma requires that the screening instrument used be "accompanied by a data management system that provides profiles for students, class, grade level and school building" and that such profiles identify each student's instructional point of need and reading achievement level.

Determination of proficiency

Nearly all states administer a statewide test to determine whether students are meeting level reading standards in 3rd grade. Twenty-one states assess reading proficiency prior to grade 3 and 14 states and D.C. require students to be retained if they do not reach grade-level proficiency by the end of 3rd grade (click [here](#) for more details).

See [Appendix B](#) for sample tools (page 34).

Recommendations

"When assessment systems result in high-stress experiences for our children or purposeless additions to professionals' plates, we can all be concerned. However, by neglecting to regularly evaluate our young children's language and early reading skills, we have done more harm than good. We need to put our efforts into selecting multiple measures and interpreting their results in appropriate ways to promote student success. It is how assessments are used - and with whom and how the results are interpreted and used - that can be positive or negative, accurate or inaccurate. When used in accurate and ethical ways, assessments can be the critical difference between a child receiving the help he needs or struggling in reading."

Source: *Turning the Page: Refocusing Massachusetts for Reading Success*, 2010.

What the Research Says

"In terms of the amount of information per unit of test administration time or teachers' time, computerized adaptive tests in general, and STAR Early Literacy in particular (a computerized adaptive test of early literacy skills), are attractive options for early reading assessment.

The data support the usefulness and cost-effectiveness of computerized adaptive tests, as an alternative to traditional group- or teacher-administered assessments of early reading skills. STAR Early Literacy's average administration time is less than 10 minutes, and scoring, record-keeping, and report preparation are all automated.

In contrast, group-administered test batteries like Group Reading Assessment Diagnostic Evaluation typically require at least a full-class period to administer. Individually administered assessments like Dynamic Indicators of Basic Early Literacy and Texas Primary Reading Inventory, although nominally shorter, require a great deal more of the teacher's time for test administration, scoring, recording, and reporting."

Source: *Linking Reading Coaches and Student Achievement: Evidence From Florida Middle Schools*, Rand Corporation; 2010.

Effective policy on assessment of P-3 settings maximizes:

- ✦ Observation that is frequent, of duration, and that includes feedback¹
- ✦ Regular review of classroom, school, and district results against state goals
- ✦ Prioritizing use of P-3 review tools in the neediest classrooms (tools such as **CLASS**, **QRIS**, *Assessment of Practices in Early Elementary Classrooms (APEEC)*).

What it looks like in policy

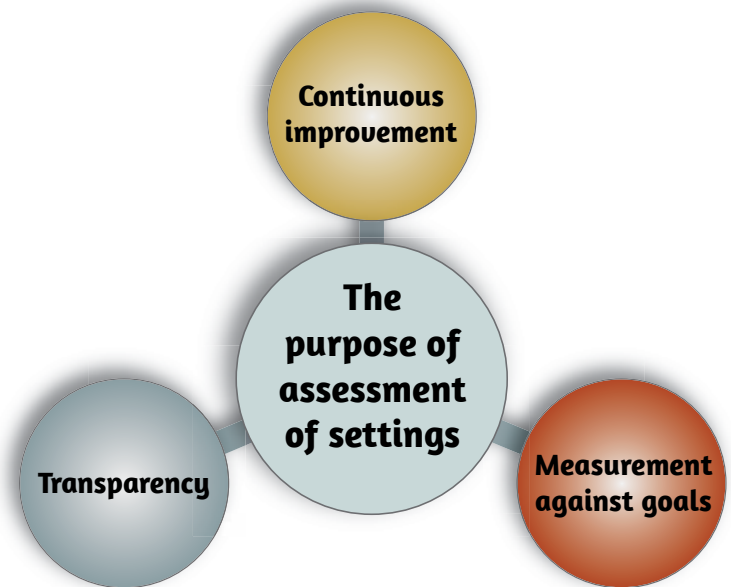
Continuous improvement

A 2012 **Florida** policy directs the department to monitor implementation of each district plan, including conducting site visits and collecting specified data, and to report its findings annually to the legislature. In addition, any Intensive Acceleration Class for retained 3rd-grade students who subsequently score at the lowest level on state assessments must be monitored weekly and progress reports made to the state board.

A number of states are using the Early Childhood Quality Rating and Improvement System (QRIS), although how broadly varies widely by state. **Connecticut** is developing a tiered Early Childhood Quality Rating and Improvement System (T-QRIS) and policy requires the development of an incentive program for schools that increase by 10% the number of students who meet or exceed the statewide goal level in reading.

Measurement against goals

Arizona sets a performance threshold beneath which the governing body must conduct a review of its reading program that includes curriculum and professional development in light of current, scientifically based reading research.



Transparency

Effective July 1, 2012, **Connecticut** is requiring the Department of Education to collaborate with the Governor's Early Care and Education Cabinet on the development of a system for sharing information between preschool and school readiness programs and kindergarten (regarding children's oral language and pre-literacy proficiency). Additionally, an increasing number of states require that annual public reports include the number and percentage of a school's students meeting grade-level standards in reading.

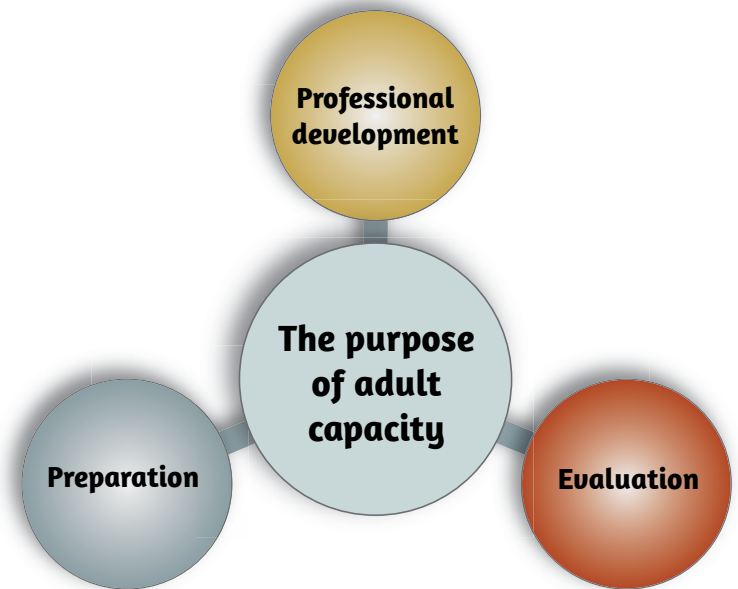
1 Robert C. Pianta, *Implementing Observation Protocols – Lessons for K-12 Education from the Field of Early Childhood*, May 2012, http://www.americanprogress.org/issues/2012/05/pdf/observation_protocols.pdf.

2.2 Redefined Adult Capacity-building Models

The purpose of addressing adult capacity is to strengthen the preparation and professional development of all adults who work with children and to evaluate the success of such individuals in helping children become successful readers. The four essential areas of adult capacity-building include: 1) teacher preparation and certification; 2) principal and superintendent preparation; 3) professional development; and 4) teacher and principal evaluation.

1: Teacher preparation and certification – Effective policy ensures:

- ✦ *Teacher preparation program approval based on evidence that relevant programs effectively address reading instruction and develop teacher candidates' skills in oral language and vocabulary*
- ✦ *Early intervention for teacher candidates at risk of not meeting instructional expectations for reading*
- ✦ *Sufficient pre-service time with highly effective and qualified master teachers to deepen knowledge of instruction and intervention*
- ✦ *Internationally benchmarked entrance/exit requirements*
- ✦ *Rigorous, stand-alone program exit assessments calibrated to internationally benchmarked teaching standards.*
- ✦ *Certification or licensure based on demonstration that a world-class benchmark of knowledge, skills, and dispositions has been met.*



What it looks like in policy

Preparation

Connecticut requires a practice-based, pre-literacy course for early childhood teacher candidates. Teacher preparation programs must require candidates complete four semesters of classroom clinical, field, or student teaching experience.

Florida does not approve teacher prep programs without proof that programs cover the required competencies. The Just Read, Florida! program requires the development and monitoring of reading competencies that must be demonstrated for teacher licensure, reading endorsement, and certifications. **Wisconsin** requires the department to use Massachusetts' current assessment of teacher candidates and to set the passing cut score no lower than the level recommended by the test developers.

2: Professional development – Effective policy sustains:

- ✦ *Using Common Core State Standards for in-service professional development seminars*
- ✦ *Creating a sequential pathway that ensures educators know and can apply necessary skills and strategies. In other words, instead of giving educators a fighter jet, train them to fly.*
- ✦ *State-supported, high-quality summer reading academies for teachers and workshops for principals*
- ✦ *Proficiency standards for literacy interventionists*
- ✦ *Allocating professional development funds contingent on commitment to quantitative evaluation of such programs.*

What it looks like in policy

Professional development

In **South Carolina**, the Reading Achievement Systemic Initiative Panel (2011) made several recommendations to expand the knowledge base of principals and instructional leaders, such as:

- ✦ *Requiring attendance at a series of statewide workshops*
- ✦ *Conducting site visits to audit literacy practices and offer suggestions for moving classrooms toward High Progress Literacy Classrooms*
- ✦ *Extending virtual support via seminars, workshops, and webinars.*

A new **Connecticut** policy directs the education commissioner to review annually the continuing education required for teachers holding early learning professional certificates or elementary school endorsements and holding jobs requiring such endorsements. **Connecticut** policy meets the majority of the goals for ensuring adult capacity (see Appendix for language). The **Kentucky** Department of Education offers [online resources](#) for educators in an easily-accessible, engaging format.

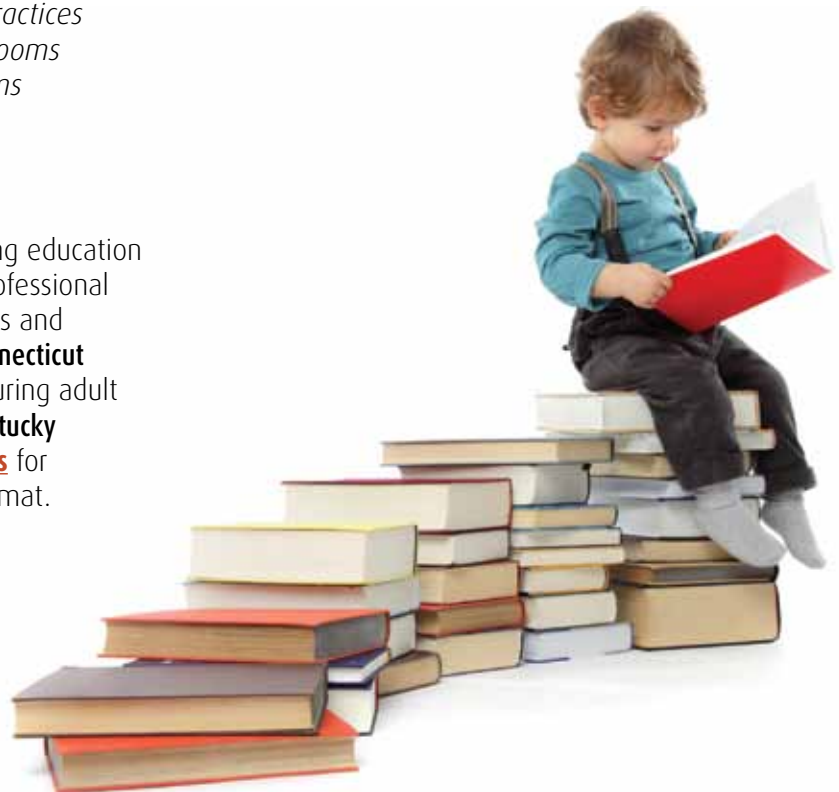
3: Principal & superintendent preparation – Effective policy supports:

- ✦ *High-level practices in preparation and licensure that include evaluation and coaching of adults*
- ✦ *Preparation that requires skills mastery related to the foundations of quality early childhood programs, effective learning environments for young children, and practices for engaging families and communities*
- ✦ *Use of data for principals and superintendents to develop early identification and intervention strategies and to discuss classroom and school performance with teachers*
- ✦ *Development of the type of skills and strategies that leaders need to help teachers effectively implement what they have learned in their preparation or professional development programs.*

What it looks like in policy

Preparation

In **Connecticut**, state law requires that professional development inform principals on how to evaluate classrooms and teacher performance in scientifically based reading research and instruction.



4: Teacher and principal evaluation – Effective policy sustains:

- ✦ Evaluation using multiple measures, including student achievement
- ✦ Use of evaluations in assigning teachers to students, especially struggling students
- ✦ Systemic review of data on reading improvement and sufficiency of adult capacity, e.g. state-level review or district evaluation of data, such as the number of teachers not renewed for performance and the number in the lowest two performance categories.

What it looks like in policy

Multiple measures used for evaluation

Wisconsin is among a number of states where 50% of the total evaluation be based on measures of student performance. Principal evaluations are based on the degree to which practice meets the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards. **Arizona** law directs the school board to review school or district programs if more than 20% of 3rd-grade students do not meet standards.

Florida state law specifies that reading coaches support teachers in making instructional decisions based on student data and improve teacher delivery of effective reading instruction, intervention, and reading. It also insists that students who are struggling readers are not assigned the same teacher. Additionally, a 2012 policy (H.B. 5101) requires that for the 2012-13 and 2013-14 school years, each district with one or more of the 100 lowest-performing elementary schools must provide an additional hour of intensive reading instruction beyond the normal school day each day of the school year. This hour of instruction may only be provided by teachers or reading specialists who are effective in teaching reading.



What the Research Says

“Despite the availability of training, school leaders across the Organisation for Economic Cooperation and Development (OECD) countries have often reported that they felt they had not been adequately trained to assume their posts. Although most candidates for school-leadership positions have a teaching background, they are not necessarily competent in pedagogical innovation.”

Source: *Preparing Teachers and Developing School Leaders for the 21st Century: Lessons from Around the World*, 2012, edited by Andreas Schleicher.

2.3 Language-rich, Rigorous, and Engaging Curricula

The purpose of ensuring language-rich, rigorous, and engaging curricula is to strengthen early vocabulary development (birth to 9); to improve alignment of family, child care, pre-K, and early grades (P-3); to maximize use of evidence-based materials and programs; to build and enrich children's knowledge of the world around them; and to engage children in that learning by making learning exciting, meaningful and enjoyable.

Effective policy strengthens:

- ★ *Focus on language development (i.e., written and oral literacy) from birth to age 9, and adoption of rigorous and coherent curricula that leverage evidence for early acquisition of literacy*
- ★ *Grade- and age-level expectations benchmarked to world-class standards*
- ★ *Implementing evidence-based curricula on statewide basis, or locally based on school performance*
- ★ *State role in publicizing and encouraging use of programs identified by the What Works Clearinghouse, Best Evidence Encyclopedia or similar evidence-based resources*
- ★ *Inclusion of language-rich, rigorous, engaging curricula in all early education and care settings, as well as PK-3 classrooms*
- ★ *Taking full advantage of complementary drivers such as the Common Core State Standards initiative to maximize professional development in reading (see Publisher's Criteria in resource box on next page).*



What it looks like in policy

Early development birth-9

The **Arizona** Literacy Plan addresses elements such as kindergarten transition, early oral language development, and emphasizes text comprehension. A **Massachusetts** law tasks the new early reading council with developing a number of recommendations and benchmarks for the birth-to-age-5 school readiness plans that districts and schools are required to develop. This includes literacy plans for entering students and their families.

Evidence based

Oklahoma's READ initiative is required by law to provide a state-approved reading curriculum. While not directly tied to curricula, the importance of this is elevated in **Indiana**, where an elementary teacher candidate may not be granted licensure until he/she has demonstrated proficiency in comprehensive *scientifically based* reading instruction skills, including:

- (A) *Phonemic awareness*
- (B) *Phonics instruction*
- (C) *Fluency*
- (D) *Vocabulary*
- (E) *Comprehension.*

Such scientifically based proficiency should help teachers ensure language-rich and rigorous curricula.

Vocabulary development supports knowledge building

Another means of elevating the importance of vocabulary is to stress it in teacher preparation. **Massachusetts** state regulations specify aspects that the Foundations of Reading test for teachers is required to include, among others: development of listening, speaking and reading vocabulary, theories of language acquisition and knowledge of significant theories, practices, and programs for developing reading skills and reading comprehension.

From the Research

From the Best Evidence Encyclopedia:
http://www.bestevidence.org/reading/elem_read/elem_read.htm

From the What Works Clearinghouse:
<http://ies.ed.gov/ncee/wwc/topic.aspx?sid=8>

and

<http://ies.ed.gov/ncee/wwc/FindWhatWorks.aspx?o=6&n=Reading/Writing&r=1>

Publisher's Criteria for the Common Core State Standards in English Language Arts and Literacy, Grades K-2

http://www.corestandards.org/assets/Publishers_Criteria_for_K-2.pdf

Other resources

CASTL Research Brief: Long-Term Effects of Print Referencing

<http://curry.virginia.edu/resource-library/castl-research-brief-long-term-effects-of-print-referencing>

Early Literacy Assessment Systems: Essential Elements, ETS (2003)

<http://www.ets.org/Media/Research/pdf/PICEARLYLIT.pdf>

“A large vocabulary is, on average, the best single predictor of job competence and life changes. And a large vocabulary can only be gained by acquiring broad general knowledge, not by studying words. Nor can a large vocabulary be gained by practicing reading strategies and thinking skills—those dominant topics in our elementary schools.

Broad substantive knowledge, not formal technique, is the key to achievement and equity.”

~ E.D. Hirsch, recipient of ECS' 2012 James Bryant Conant Award, acceptance speech, 2012 ECS National Forum on Education Policy, Atlanta, Georgia, July 2012.

2.4 Partnerships With Families Focused on Language & Learning

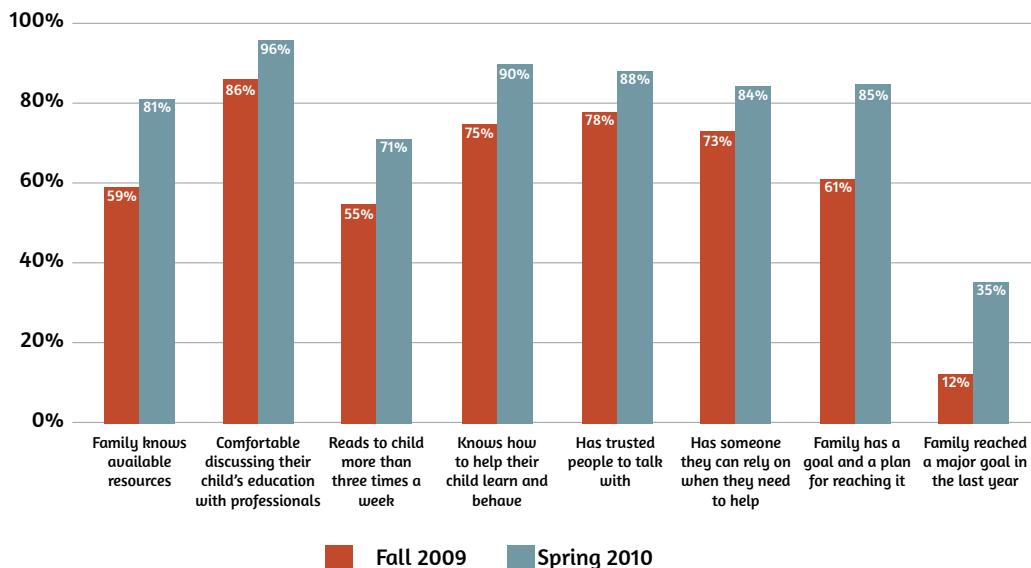
The purpose of partnerships with families who are focused on language and learning is to strengthen and align the family's and child care providers' knowledge with the goals for literacy; to respectfully and consistently keep families informed about their children; and to make learning resources and tools easily accessible to all families so they can improve their own knowledge about how to better help their children become proficient readers.

Effective policy supports:

- ✦ *Developing and promoting strategies and resources for families that strengthen their capacity to support literacy. Parental notification and education systems can inform parents, particularly low-income families.*
- ✦ *Connecting families to diverse supports (e.g., resource directories, lists of parent rights and responsibilities, online and open-access resources)*
- ✦ *Programs to facilitate smooth transitions to school by helping families understand school processes and making children and parents feel comfortable and welcome*
- ✦ *Creating and disseminating new technology such as mobile "apps" for parents and early care givers*
- ✦ *Ongoing parental notification of reading difficulties*
- ✦ *Parental inclusion in high-stakes decisions and in development of individual learning plans.*



How Washington state holds itself accountable for meeting family needs



Source: Washington education dashboard 05-15-12: Does ECEAP strengthen families and help them support early learning?, <http://performance.wa.gov/EDUCATION/ED051215/Pages/Default.aspx> (accessed August 14, 2012).

What it looks like in policy

Birth-9 alignment, beginning with parents

Idaho provides a [brochure](#) for parents that makes suggestions for how they can support their child's reading and vocabulary development. While this action is not policy related, it cites the state law on the Idaho Reading Indicator as the basis for the publication. The **Arizona** Literacy Plan addresses elements such as kindergarten transition, early oral language development and emphasizes text comprehension. **Florida** law also requires "Strategies for parents to use in helping their child succeed in reading proficiency."

In 2010, the **Colorado** State Library launched www.storyblocks.org, an online collection of one-minute songs and rhymes in English and Spanish to help build early language and literacy in babies and young children. Three separate sections help parents access content best suited to babies, toddlers, and preschoolers. **Utah's** legislatively-established UPSTART pilot program offers an online, individualized, research-based preschool curriculum in reading, math, and science, with an emphasis on reading. According to an [external evaluation](#), UPSTART participants scored nearly 18 points higher in reading than kindergarten entrants who did not take part in the program, and 19 points higher in the middle of kindergarten than UPSTART non-participants.

Respectfully, consistently in the loop

Florida policy includes language requiring notification and involvement of parents throughout the process of identifying and intervening with struggling readers.

Knowledge building

Florida requires that parents be provided with strategies to use in helping their child succeed.

Key Takeaways — School & Classroom

Ongoing assessment of children and settings

- Early, accurate, effective diagnosis and review*
- Timely, accurate measurement of progress*
- Accessible status reporting*
- Inclusion of pre-kindergarten settings*
- Targeted review*
- Review against state goals*

Adult capacity

- Evidence-based program approval*
- Data and evidence-informed credentialing*
- Evidence/standards-based professional development*
- Skills and strategies*
- Evidence-based interventionist selection, assignment*
- Systemic review of adult capacity*

Language-rich, rigorous, and engaging curricula

- Birth-age-9 focus*
- Language and vocabulary heavy*
- Evidence-based status determined by fact, not anecdote or market*
- Aligned*
- World-class expectations, knowledge*

Partnerships with families

- Birth-9*
- Knowledge-building strategies and resources*
- Accessible supports, knowledge*
- Respectfully, consistently in the loop*

Conclusion

Sound state early literacy policy requires a framework that supports a system approach, and that successfully implements these models at the school and classroom level. The goal of a state policy is to strengthen P-3 linkages, provide transparency, and improve school and classroom practice. It needs to engage state leaders, teacher preparation institutions, educators, students and families in continuous improvement—concentrating first on drivers that foster motivation of teachers and students.

The track record of states (and as the states go, so goes the nation) is not good. This roadmap of standards for policy should evolve with input from every domain it touches (e.g., state leaders, state agencies, practitioners, and parents).

Progress will require a review of assumptions, ongoing investigations to identify unintended consequences and a commitment to continuous improvement.

“If you expect people to improve or change practice, you must provide a sequential pathway with support along the way.”

~ Roger Sampson, President, ECS
(Excerpted from “Five Things I’ve Learned,” Pearson Foundation, 2012)

Other ECS Resources

Third Grade Reading Policies: (August 2012)

<http://www.ecs.org/clearinghouse/01/03/47/10347.pdf>

Third Grade Literacy Policies: Identification, Intervention, Retention (March 2012)

<http://www.ecs.org/clearinghouse/01/01/54/10154.pdf>

The Progress of Education Reform: Pre-K-12 Literacy (December 2011)

<http://www.ecs.org/clearinghouse/99/82/9982.pdf>

The Road to High-Quality Early Education (December 2011)

<http://www.ecs.org/clearinghouse/99/71/9971.pdf>

ECS Research Studies Database (see Frequently Asked Questions)

<http://www.ecs.org/rs>

ECS Policy Tracking, Reading/Literacy

<http://www.ecs.org/ecs/ecscat.nsf/WebTopicView?OpenView&count=-1&RestrictToCategory=Reading/Literacy>

The Progress of Education Reform: Early Care and Education (February 2008)

<http://www.ecs.org/clearinghouse/77/68/7768.pdf>

Transition and Alignment: Two Keys to Assuring Student Success (2010)

<http://www.ecs.org/clearinghouse/84/07/8407.pdf>

2012 State of the State Addresses that targeted reading:

<http://www.ecs.org/ecs/ecscat.nsf/WebStateofStateTopic2012?OpenView&Start=1&Count=1000&Expand=78#78>

Resources

Center for Advanced Study of Teaching and Learning, Charlottesville, Virginia: University of Virginia. *Measuring and Improving Teacher-Student Interactions in PK-12 Settings to Enhance Students' Learning*, 2011.

<http://www.teachstone.org/wp-content/uploads/2011/05/class-mtp-pk-12-brief.pdf>.

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University of Washington: Joseph, Cevasco, Lee, Stull. *WaKIDS Pilot Preliminary Report*, Fall 2010.

http://www-test.ospi.k12.wa.us/WaKIDS/pubdocs/WaKIDS_UW%202010PreliminaryReport.pdf [Accessed August 1, 2012].

Pianta, Robert C. *Implementing Observation Protocols – Lessons for K-12 Education from the Field of Early Childhood*, May 2012.

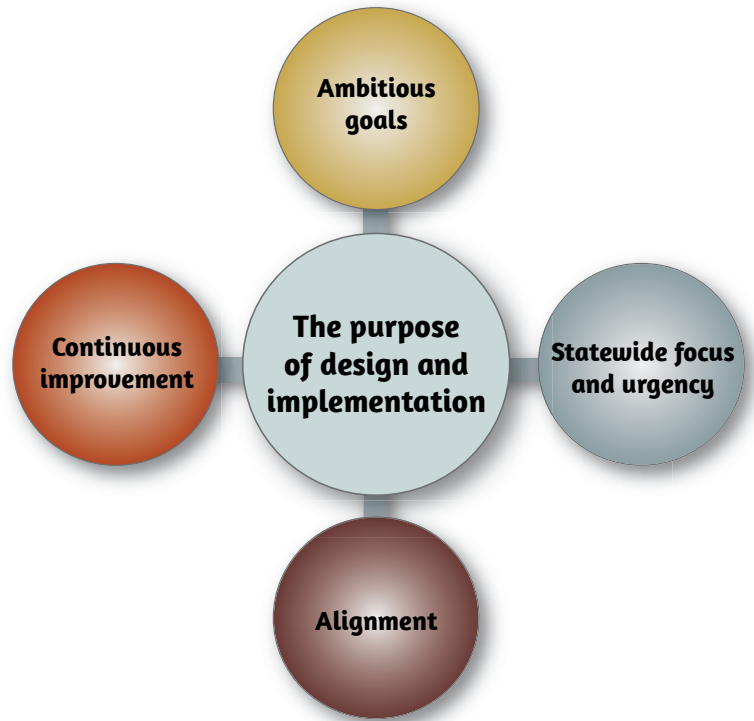
http://www.americanprogress.org/issues/2012/05/pdf/observation_protocols.pdf [Accessed August 1, 2012].



Appendix A: State Policy Excerpts

“On or before July 1, 2014, the Commissioner of Education shall establish, within available appropriations, an incentive program for schools that (1) increase by ten per cent the number of students who meet or exceed the state-wide goal level in reading on the state-wide examination ... and (2) demonstrated the methodology and instruction used by the school to improve student reading skills and scores on such state-wide examination. Such incentive program may, at the commissioner’s discretion, include public recognition, financial awards, and enhanced autonomy or operational flexibility. The Department of Education may accept private donations for the purpose of this section.”

~ **Connecticut**
Sec. 94, S.B. 458 (2012)



“The Department of Education, in collaboration with the Governor’s Early Care and Education Cabinet, shall develop a system for the sharing of information between preschool and school readiness programs and kindergarten regarding children’s oral language and preliteracy proficiency.”

~ **Connecticut**
Sec. 96, S.B. 458 (2012)

“The Department of Education shall prominently post on the website maintained by the Department best practice examples of reading intervention and remedial reading strategies used in school districts and charter schools in this state.”

~ **Arizona**
S.B. 1258 (2012)

“Establish at each school, where applicable, an Intensive Acceleration Class for retained grade 3 students who subsequently score at Level 1 on the reading portion of the FCAT. The focus of the Intensive Acceleration Class shall be to increase a child’s reading level at least two grade levels in 1 school year. The Intensive Acceleration Class shall ... Include weekly progress monitoring measures to ensure progress is being made ... Report to the Department of Education, in the manner described by the department, the progress of students

in the class at the end of the first semester ... Report to the State Board of Education, as requested, on the specific intensive reading interventions and supports implemented at the school district level. [emphasis added] The Commissioner of Education shall annually prescribe the required components of requested reports.”

~ **Florida**
§1008.25

“The [Connecticut] state plan must include:

1. The alignment of reading standards, instruction, and assessments for K-3rd students
2. Teachers use of student progress data to adjust and differentiate instruction
3. The collection of information about each student’s reading background, level, and progress for teachers to use to assist in a student’s transition to the next grade level
4. An intervention for each student who is not making adequate reading progress to help the student read at the appropriate grade level
5. Enhanced reading instruction for students reading at or above their grade level
6. Reading instruction coordination between parents, students, teachers, and administrators at home and school
7. School district reading plans
8. Parental involvement by providing parents and guardians with opportunities to help teachers and school administrators to (a) create an optimal learning environment and (b) receive updates on their student’s reading progress
9. Teacher training and reading performance tests to be aligned with teacher preparation courses and professional development activities
10. Incentives for schools that demonstrate significant student reading improvement
11. Research-based literacy training for early childhood care and education providers and instructors working with children birth to age five
12. Reading instruction alignment with the common core state standards that the state board sets.”

**~ Connecticut
S.B. 458 (2012)**

“If more than twenty percent of students in grade three at either the individual school level or at the school district level do not meet the standards, the governing board or governing body shall conduct a review of its reading program that includes curriculum and professional development in light of current, scientifically based reading research.”

**~ Arizona
§15-704**

“Beginning with the 2011-2012 school year, each school district shall establish a Reading Enhancement and Acceleration Development (READ) Initiative. The focus of the READ Initiative shall be to prevent the retention of third-grade students by offering intensive accelerated reading instruction to third-grade students who failed to meet standards for promotion to fourth grade and to kindergarten through third-grade students who are exhibiting a reading deficiency ...

“The READ Initiative shall: ... Provide a state-approved reading curriculum ... provide scientifically based and reliable assessment ... provide initial and ongoing analysis of the reading progress of each student.”

**—Oklahoma
§70-1210.508C**

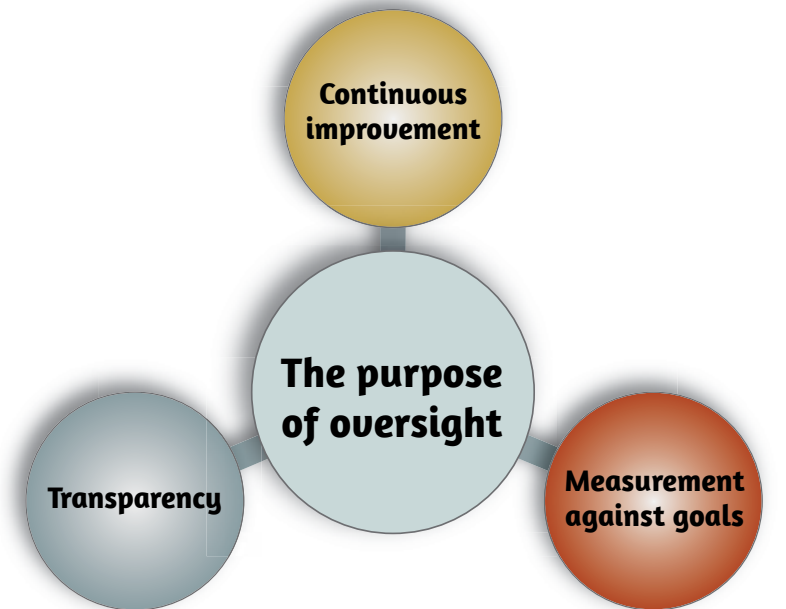
“Creates the Florida Center for Reading Research (FCRR) at the Florida State University. The center shall include two outreach centers, one at a central Florida community college and one at a south Florida state university. The center and the outreach centers, under the center’s leadership, will: (1) Provide Technical assistance and support to all school districts and schools in this state in the implementation of evidence-based literacy instruction, assessments, programs, and professional development. (2) Conduct applied research that will have an immediate impact on policy and practices related to literacy instruction and assessment with an emphasis on struggling readers and reading in the content area strategies and methods for secondary teacher. (3) Conduct basic research on reading, reading growth, reading assessment, and reading instruction which will contribute to scientific knowledge about reading. (4) Collaborate with the Just Read! Florida Office and school districts in the development of frameworks for comprehensive reading intervention courses for possible use in middle schools and secondary schools. (5) Collaborate with the Just Read! Florida Office and school districts in the development of frameworks for professional development activities. (6) Disseminate information about research-based practices related to literacy instruction, assessment from screening, progress monitoring, and outcome assessments through the Florida Progress Monitoring and Reporting Network.”

**—Florida
Sec. 1004.99**

“Each district school board must annually publish in the local newspaper, and report in writing to the State Board of Education by September 1 of each year, the following information on the prior school year:

1. The provisions of this section relating to public school student progression and the district school board’s policies and procedures on student retention and promotion.
2. By grade, the number and percentage of all students in grades 3 through 10 performing at Levels 1 and 2 on the reading portion of the FCAT.
3. By grade, the number and percentage of all students retained in grades 3 through 10.
4. Information on the total number of students who were promoted for good cause, by each category of good cause as specified in paragraph (6)(b).
5. Any revisions to the district school board’s policy on student retention and promotion from the prior year.
6. ... The Department of Education shall establish a uniform format for school districts to report the information [above]. The format shall be developed with input from district school boards and shall be provided not later than 90 days prior to the annual due date. The department shall annually compile the information ... along with state-level summary information, and report such information to the Governor, the President of the Senate, and the Speaker of the House of Representatives.”

~ **Florida**
§1008.25



“A summer academy reading program shall be a program that incorporates the content of a scientifically research-based professional development program administered by the Oklahoma Commission for Teacher Preparation or a scientifically based reading program administered by the State Board of Education and is taught by teachers who have successfully completed professional development in the reading program or who are certified as reading specialists.”

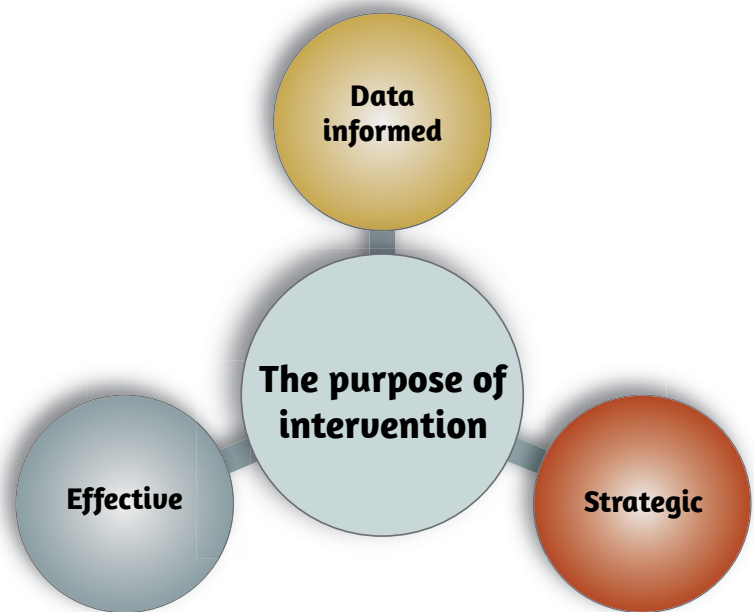
~ **Oklahoma**
§70-1210.508C

“Beginning with the 2011-2012 school year, each school district shall establish a Reading Enhancement and Acceleration Development (READ) Initiative. The focus of the READ Initiative shall be to prevent the retention of third-grade students by offering intensive accelerated reading instruction to third-grade students who failed to meet standards for promotion to fourth grade and to kindergarten through third-grade students who are exhibiting a reading deficiency ... The READ Initiative shall: ... Provide a state-approved reading curriculum ... provide scientifically based and reliable assessment ... provide initial and ongoing analysis of the reading progress of each student.”

~ **Oklahoma**
§70-1210.508C

“Provide written notification to the parent of any student who is retained that his or her child has not met the proficiency level required for promotion and the reasons the child is not eligible for a good cause exemption. *The notification must include a description of proposed interventions and supports that will be provided to the child to remediate the identified areas of reading deficiency.*” [emphasis added]

~ **Florida**
§1008.25



State board policy requires every school to establish “a student assistance team that reviews student academic needs that have persisted despite being addressed by instruction and intervention and requires every school to implement, in an equitable manner, programs during and after the instructional day at the appropriate instructional levels that contribute to the success of students ...

The state board shall provide for ... encouraging and assisting county boards in establishing and operating critical skills instructional support programs during and after the instructional day and during the summer for students in grades three and eight who, in the judgment of the student assistance team or the student’s classroom teacher, are not mastering the content and skills in reading, language arts and mathematics adequately for success at the next grade level and who are recommended by the student assistance team or the student’s classroom teacher for additional academic help through the programs.”

~ **West Virginia**
§18-2E-10

“Each READ plan shall include, at a minimum: (a) The student’s specific, diagnosed reading skill deficiencies that need to be remediated in order for the student to attain competency; (b) the goals and benchmarks for the student’s growth in attaining reading competency; (c) the type of additional instructional services and interventions the student will receive in reading; (d) the scientifically based or evidence-based reading instructional programming the teacher will use to provide to the student daily reading approaches, strategies, interventions, and instruction, which programs at a minimum shall address the areas of phonemic awareness, phonics, vocabulary development, reading fluency, including oral skills and reading comprehension. The local education provider may choose to select the programs from among those included on the advisory list prepared by the department ...; (e) the manner in which the local education provider will monitor and evaluate the student’s progress; (f) the strategies the student’s parent is encouraged to use in assisting the student to achieve reading competency that are designed to supplement the programming described in paragraph (d) ...; and (g) any additional services the teacher deems available and appropriate to accelerate the student’s reading skill development.”

~ **Colorado**
H.B. 12-1238 (2012)

“All public school students in kindergarten and grades one (1), two (2) and three (3) shall have their reading skills assessed. For purposes of this assessment, the state board approved and research-based “Idaho Comprehensive Literacy Plan” shall be the reference document. The kindergarten assessment shall include reading readiness and phonological awareness. Grades one (1), two (2) and three (3) shall test for fluency and accuracy of the student’s reading. The assessment shall be by a single statewide test specified by the state board of education, and the state department of education shall ensure that testing shall take place not less than two (2) times per year in the relevant grades. Additional assessments may be administered for students in the lowest twenty-five percent (25%) of reading progress.”

~ **Idaho**
§33-1614

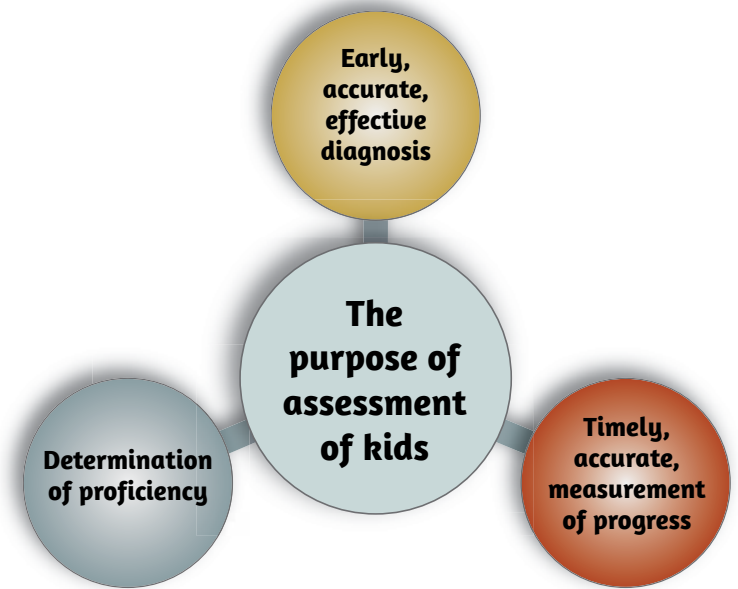
Oklahoma H.B. 2511 (2012) requires that the screening instrument be “accompanied by a data management system that provides profiles for students, class, grade level and school building. The profiles shall identify each student’s instructional point of need and reading achievement level.”

~ **Oklahoma**
H.B. 2511 (2012)



“Sec. 35. CROSS-AGENCY ASSESSMENT INSTRUMENT PLANNING GROUP. The department of education and the early childhood iowa state board shall collaborate to form a cross-agency planning group. Members of the planning group shall include teachers and school leaders, and representatives from the departments of public health, human services, and education, the iowa early childhood state and area boards, the state board of regents, applicable nonprofit groups, and experts in early childhood assessment and educational assessment. The planning group shall study and select one standard, multidomain assessment instrument for implementation by all school districts ... 1. The instrument shall align with agreed upon state and national curriculum standards. The planning group shall study all costs associated with implementing a universal assessment instrument ...”

~ Iowa
S.F. 2284 (2012)



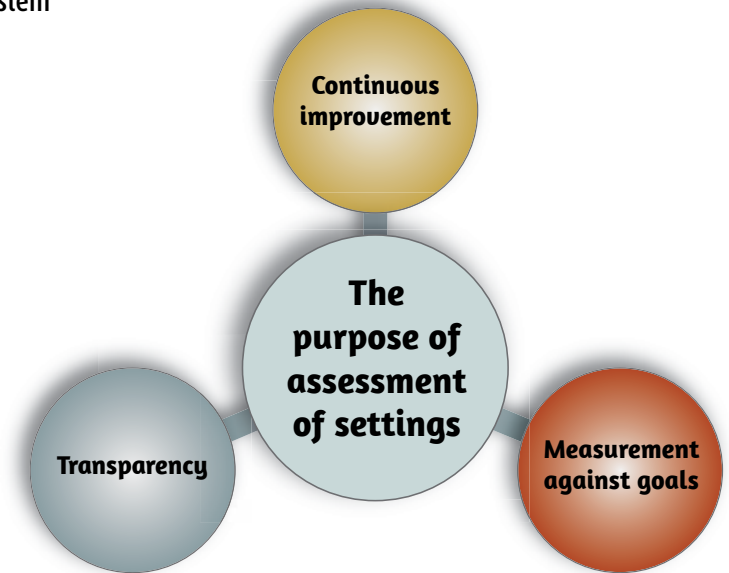
Connecticut —Early Childhood Quality Rating and Improvement System

The program must:

- Count towards professional development requirements established under the bill*
- Be based on student reading assessment data*
- Provide differentiated and intensified training in teacher reading instruction*
- Be used to identify mentor teachers who will train teachers in reading instruction*
- Outline how model classrooms for reading instruction will be established in schools*
- Inform principals on how to evaluate classrooms and teacher performance in scientifically-based reading research and instruction*
- Be job-embedded and local whenever possible.*

The bill also requires the Commissioner to annually review the professional development and to assess whether the professional development meets state goals for student academic achievement through (1) state board-adopted common core state standards, (2) research-based interventions, and (3) federal special education law. The Commissioner is required to submit his review to the Education Committee.

~ Connecticut
Bill analysis for S.B. 458 (2012)

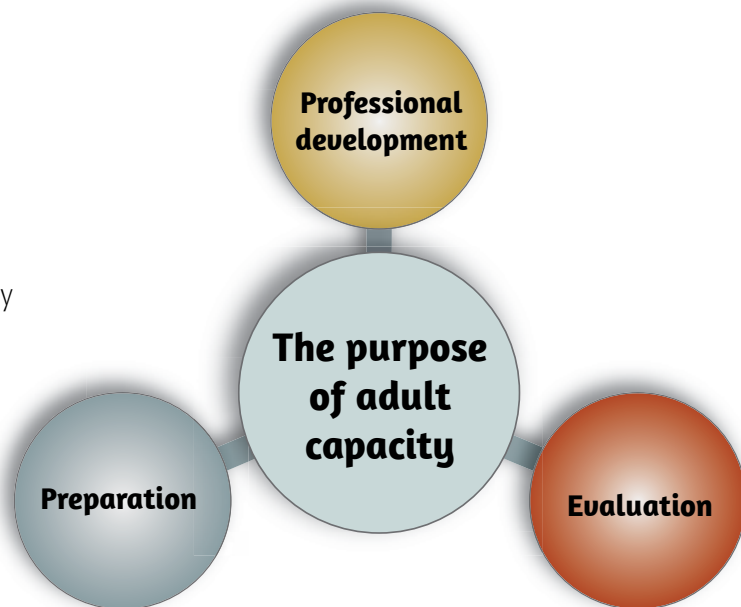


“If more than twenty percent of students in grade three at either the individual school level or at the school district level do not meet the standards, the governing board or governing body shall conduct a review of its reading program that includes curriculum and professional development in light of current, scientifically based reading research.”

~ Arizona
§15-704

“(b) The department may not grant an initial practitioner license to an individual unless the individual has demonstrated proficiency in the following areas on a written examination or through other procedures prescribed by the department:

1. Basic reading, writing, and mathematics.
2. Pedagogy.
3. Knowledge of the areas in which the individual is required to have a license to teach.
4. If the individual is seeking to be licensed as an elementary school teacher, comprehensive scientifically based reading instruction skills, including:
 - (A) phonemic awareness;
 - (B) phonics instruction;
 - (C) fluency;
 - (D) vocabulary; and
 - (E) comprehension.”



~ **Indiana**

IC 20-28-5-12

“The department may not issue an initial teaching license that authorizes the holder to teach in grades kindergarten to 5 or in special education, an initial license as a reading teacher, or an initial license as a reading specialist, unless the applicant has passed an examination identical to the Foundations of Reading test administered in 2012 as part of the Massachusetts Tests for Educator Licensure. The department shall set the passing cut score on the examination at a level no lower than the level recommended by the developer of the test, based on this state’s standards.”

~ **Wisconsin**

S.B. 461 (2012)

“Not later than July 1, 2013, the Department of Education, in consultation with the Board of Regents for Higher Education, shall design and approve a preliteracy course to be included in a bachelor’s degree program with a concentration in early childhood education ... from an institution of higher education accredited by the Board of Governors of Higher Education. Such course shall be practice-based and specific to the developmentally appropriate instruction of preliteracy and language skills for teachers of early childhood education.”

~ **Connecticut**

S.B. 458 (2012)

“The department shall develop an educator effectiveness evaluation system according to the following framework:

1. Fifty percent of the total evaluation score assigned to a teacher or principal shall be based upon measures of student performance, including performance on state assessments, district-wide assessments, student learning objectives, school-wide reading at the elementary and middle-school levels, and graduation rates at the high school level.
2. Fifty percent of the total evaluation score assigned to a teacher or principal shall be based upon one of the following:
 - For a teacher, the extent to which the teacher’s practice meets the core teaching standards adopted by the 2011 Interstate Teacher Assessment and Support Consortium.
 - For a principal, the extent to which the principal’s practice meets the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards.”

~ **Wisconsin**

S.B. 461 (2012)

§ 6 (S.B 458)

“Beginning July 1, 2014 and each following school year, all certified employees (i.e., teachers and administrators) working in grades K-3 are required to take a practice version of a state-board approved reading instruction exam. Each local and regional board of education is required to annually report the results to the Department of Education.

This bill also requires all certified employees who hold a certificate with an early childhood nursery through grade three or an elementary endorsement and are employed in a position requiring such an endorsement in kindergarten to grade three, inclusive, to do the same.”

§ 7 – Professional Development in Reading

“By July 1, 2013 the bill requires the education commissioner to establish a professional development program in reading instruction for teachers.

“Such programs of professional development shall:

1. count towards professional development requirements ...
2. be based on data collected from student reading assessment data
3. provide differentiated and intensified training in reading instruction for teachers
4. outline how mentor teachers be identified and will train teachers in reading instruction
5. outline how model classrooms will be established in schools for reading instruction; and
6. inform principals on how to evaluate classrooms and teacher performance in scientifically-based reading research and instruction, and
7. be job-embedded and local whenever possible.”

~ **Connecticut**
S.B. 458 (2012)

“Regulations for Educator Licensure and Preparation Program Approval

... (5) Early Childhood: Teacher of Students With and Without Disabilities (Levels: PreK-2)

(a) The following topics will be addressed on the Foundations of Reading test:

- 1) Reading theory, research, and practice.
 - a) Knowledge of the significant theories, approaches, practices, and programs for developing reading skills and reading comprehension.
 - b) Phonemic awareness and phonics: principles, knowledge, and instructional practices.
 - c) Diagnosis and assessment of reading skills using standardized, criterion-referenced, and informal assessment instruments.
- 2) Development of a listening, speaking and reading vocabulary.
- 3) Theories on the relationships between beginning writing and reading.
- 4) Theories of first and second language acquisition and development. ...

(7) Elementary (Levels: 1-6)

(a) The following topics will be addressed on the Foundations of Reading test:

- 1) Reading theory, research, and practice.
 - a) Knowledge of the significant theories, practices, and programs for developing reading skills and reading comprehension.
 - a) Phonemic awareness and phonics: principles, knowledge, and instructional practices.
 - a) Diagnosis and assessment of reading skills using standardized, criterion-referenced, and informal assessment instruments.
- 2) Development of a listening, speaking, and reading vocabulary.
 - a) Theories on the relationships between beginning writing and reading.
 - a) Theories of first and second language acquisition and development.”

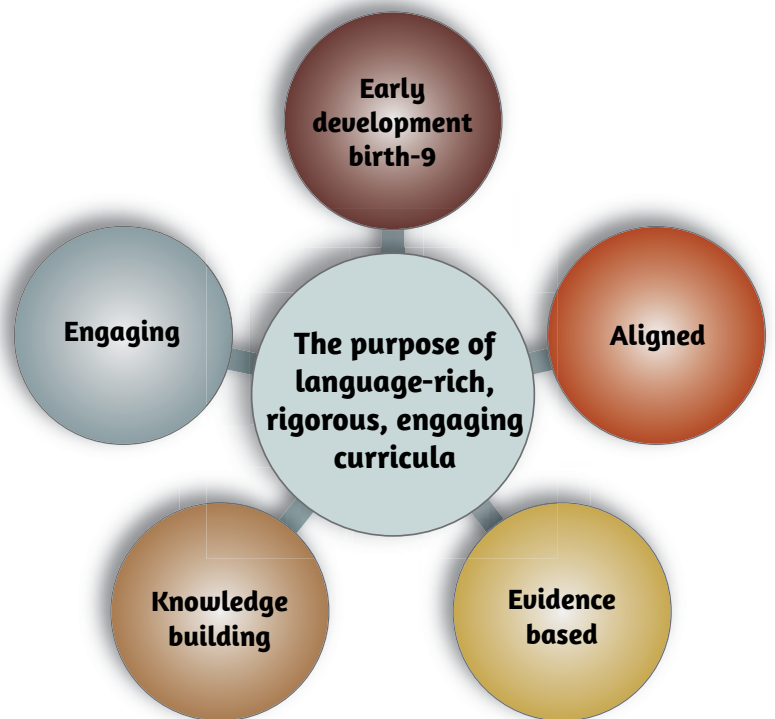
~ **Massachusetts**
603 CMR 7.00

“There shall be an Early Literacy Expert Panel to develop recommendations to 1 have all students in the commonwealth reading proficiently by the end of third grade ...

Requires the panel to advise the departments of early education and care, elementary and secondary education and higher education and the executive office of education on the refinement and implementation of plans for early literacy development on the following:

- 1) comprehensive curricula on language and literacy development for children in early education and care programs and grades pre-kindergarten to third grade
- 2) effective instructional practices to promote children’s language and literacy development in early education and care programs and grades pre-kindergarten to third grade
- 3) pre-service and in-service professional development and training for educators on language and literacy development, the administration of screenings and assessments, and the analysis of data gained through screenings and assessments to make instructional decisions
- 4) developmentally appropriate screening and assessment to monitor and report on children’s progress toward achieving benchmarks in language and literacy development across educational levels prior to third grade and measuring school readiness and children’s reading proficiency from pre-kindergarten to third grade
- 5) family partnership strategies for improving the quality, frequency, and efficacy of home-school interactions to support children’s literacy and language development, as well as for building community capacity to support family literacy practices.”

~ **Massachusetts**
H.B. 4243 (2012)



“The READ Initiative shall: ... Provide a state-approved reading curriculum ... provide scientifically based and reliable assessment ... provide initial and ongoing analysis of the reading progress of each student.”

~ **Oklahoma**
§70-1210.508C

“The parent of any student who exhibits a substantial deficiency in reading must be notified in writing of the following:

That his or her child has been identified as having a substantial deficiency in reading.

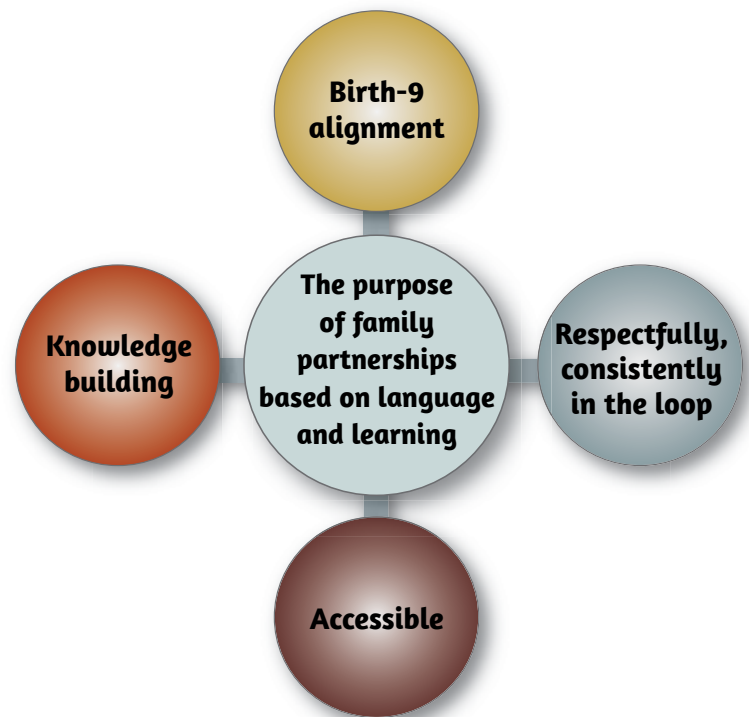
A description of the current services that are provided to the child.

A description of the proposed supplemental instructional services and supports that will be provided to the child that are designed to remediate the identified area of reading deficiency.

That if the child’s reading deficiency is not remediated by the end of grade 3, the child must be retained unless he or she is exempt from mandatory retention for good cause.

Strategies for parents to use in helping their child succeed in reading proficiency.

That the Florida Comprehensive Assessment Test (FCAT) is not the sole determiner of promotion and that additional evaluations, portfolio reviews, and assessments are available to the child to assist parents and the school district in knowing when a child is reading at or above grade level and ready for grade promotion.



The district’s specific criteria and policies for midyear promotion. Midyear promotion means promotion of a retained student at any time during the year of retention once the student has demonstrated ability to read at grade level.”

~ Florida §1008.25



Appendix B: Sample Tools for Screening and Progress Monitoring

PK-3 Reading Assessments

Screening Tools

Assessment	Age/Grade Range	Skills
Ages and Stages (ASQ)	1 months – 5.5 years	Communication Fine Motor Gross Motor Personal-Social Problem-Solving
Ages and Stages Social-Emotional Questionnaire (ASQ-SE)	3 months – 5.5 years	Social-Emotional
Battelle Developmental Inventory (BDI)	0-7 years	Adaptive Cognitive Communication Motor Personal-Social
Bayley Scales of Infant and Toddler Development (Bayley)	1-42 months	Cognitive Language Motor
Developmental Assessment of Young Children (DAYC)	0-5 years	Adaptive Cognition Communication Physical Social-Emotional
Developmental Indicators for the Assessment of Learning (DIAL)	3-6 years	Concepts Language Motor Self-Help Social
Peabody Picture Vocabulary Test IV (PPVT)*	2.5 years-Adult	Vocabulary
Phonological Awareness Literacy Screening (PALS-PreK, K, and 1-3)*	PreK-3	Print and Word Awareness (Pre-K) Nursery Rhyme Awareness (Pre-K) Name Writing (Pre-K) Rhyme Awareness (Pre-K, K) Beginning Sound Awareness (Pre-K, K) Alphabet Recognition (Pre-K, K, 1) Letter Sounds (Pre-K, K, 1) Concept of Word (Pre-K, K, 1) Blending (K, 1) Sound-to-Letter (K, 1) Spelling/Phonics (K, 1) Word Recognition in Isolation (K, 1) Oral Reading in Context (1)
Predictive Assessment of Reading (PAR)	K-3	Fluency Phonemic Awareness Single Word Reading Vocabulary
Early Screening Inventory – Revised 2008 edition (ESI-R)	(ESI-Preschool) 3-4:5 years (ESI-K) K-1	Visual Motor/Adaptive Language and Cognition Gross Motor Skills
Brigance Early Childhood Screens	0-35 months; 3-5 years K-1	Language Motor Self-help Social-Emotional Cognitive skills

* These screening instruments may also be used for progress monitoring.

PK-3 Reading Assessments

Progress Monitoring Tools

Assessment	Age/Grade Range	Skills
AIMSweb	K-3 (Universal Screening) Any Age/Grade (Progress Monitoring)	Oral Reading Test of early Literacy - Letter Naming Fluency Test of Early Literacy - Letter Sound Fluency Test of Early Literacy - Nonsense Word Fluency Test of Early Literacy - Phonemic Segmentation Fluency Math Test of Early Numeracy - Missing Number Test of Early Numeracy - Number ID Test of Early Numeracy - Oral Counting Test of Early Numeracy - Quantity Discrimination
Brigance Early Childhood Assessments (Developmental Inventory)	Birth-7 years	Language Development Literacy Math and Science Social and Emotional Development Physical Health and Development
Child Observation Record (COR) [High/scope]	2½-6 years [Infant-Toddler COR 6 W-3 years]	Initiative Social Relations Creative Representation Movement and Music Language and Literacy Mathematics and Science
Developmental Continuum [Creative Curriculum/ Teaching Strategies GOLD]	3-5 years	Cognitive Language Physical Social-Emotional
Dynamic Indicators of Basic Early Literacy Skills (DIBELS)	K-3	Initial Sound Fluency Nonsense Word Fluency Oral Reading Fluency Phonemic Segmentation Fluency Word Use Fluency
mCLASS: Math	K-3 (Universal Screening and Progress Monitoring)	Computation Concepts Oral Counting Missing Number Next Number Number Facts Number Identification Quantity Discrimination
Peabody Picture Vocabulary Test (PPVT)*	2.5 years-adult	Vocabulary
Phonological Awareness Literacy Screening (PALS)	PreK-3	Print and Word Awareness (Pre-K) Nursery Rhyme Awareness (Pre-K) Name Writing (Pre-K) Rhyme Awareness (Pre-K, K) Beginning Sound Awareness (Pre-K, K) Alphabet Recognition (Pre-K, K, 1) Letter Sounds (Pre-K, K, 1) Concept of Word (Pre-K, K, 1) Blending (K, 1) Sound-to-Letter (K, 1) Spelling/Phonics (K, 1) Word Recognition in Isolation (K, 1) Oral Reading in Context (1)
Running Records [Fountas and Pinnell]	K-3	Literacy
The Work Sampling System [Meisels, Marsden, Jablon, Dorfman & Dichtelmiller]	PreK-6	Literacy Mathematics
Yearly ProgressPro	Grades 1-3	Mathematics Reading/Language Arts Reading Maze Fluency



Education Commission
o f t h e **S t a t e s**

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Producing Quality Credentials

► Why data and analytics matter

Countless media reports point to the mismatch between workers' skills and employers' needs. Education and employment data bear out this fact. Using data from the National Survey of Student Engagement (NSSE) and other sources, an influential 2011 report found that a substantial percentage of recent college graduates lack core competencies critical to career success.¹

In this environment, producing more college credentials is essential, but not as much as ensuring that degrees and certificates are of a high quality and provide graduates with the specific skills for high-wage jobs currently going unfilled. While completion and wage data describe the extent of the problem, they do not generate systemic solutions for producing valuable, high-wage credentials. Most state and postsecondary system leaders have the tools necessary to measure institutional achievement of state goals and to identify the soundest approaches and investments. These leaders simply have to take advantage of already-vetted and proven institutional models and strategies.

However, education and wage data often come in waves and torrents, threatening to inundate rather than aid policymakers. Fundamentally, data should contribute to our understanding of how states realize their education and workforce goals. The increased focus on career readiness provides a great opportunity for states and systems to explore models and strategies that leverage data and improve credential productivity and quality.

This issue of *The Progress of Education Reform* presents emerging research on the value of credentials and highlights ways that states can leverage data and accompanying strategies to strengthen the fit between the production of postsecondary credentials and workforce demand. In addition, this issue:

- Features research on student and workforce outcomes
- Explores how policymakers can use data to make state goals more actionable and attainable
- Highlights replicable institutional models and strategies that could increase degree production and quality.



What's Inside

- Emerging research on the relationship between jobs and degrees
- Recent legislation that serves as exemplars for policy action
- Institutional platforms that provide immediate data feedback

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OCTOBER
Vol. 13, No. 5

THE PROGRESS OF
Education Reform



Education Commission
of the States

Data and Research Highlights

1. Strong link between degree attainment and higher wages

- ▶ Low college completion rates have a far-reaching and negative effect on students, families, taxpayers, and the government. A more educated workforce provides higher median wages for residents and greater tax revenues for states and the federal government.²
- ▶ The wage gap between college and high school graduates has widened, with college degree holders earning, on average, almost twice as much as workers with just a high school diploma.³

2. Not all college credentials created equal

- ▶ Not all college credentials produce an earnings boost above that of a high school diploma.⁴
- ▶ Field of study matters. Degrees and certificates in health care, STEM, and business fields usually produce income premiums, compared to other credentials at similar levels.⁵
- ▶ Credential level matters, but some two-year degree and certificate holders earn more than working adults holding bachelor's degrees. Roughly 28% of workers with an associate degree earn more than their colleagues with bachelor's degrees.⁶
- ▶ Local and regional demand for certain skills can influence earnings.⁷

3. What's the cost of not pursuing postsecondary education?

- ▶ Of the 46.8 million jobs created by new openings and retirements by 2018, only 36% will be filled by working adults with no exposure to postsecondary education.⁸
- ▶ The unemployment rate for adults with no degree is twice that of those who hold a postsecondary credential.⁹

4. Workers with some college at significant disadvantage

- ▶ Over time, personal incomes for working adults with some college credit but no degree have decreased.¹⁰
- ▶ Conversely, completing a college credential significantly impacts earnings, especially for middle-aged workers.¹¹

5. Degree and certificate program choice matters

- ▶ The length of a degree program and expected college costs are powerful drivers of whether students enroll in college, especially for low-to-middle academic achievers.¹²
- ▶ With a significant number of programs producing credentials in low-wage, low-demand areas, however, it is critical for states to use data to identify these programs.



Data Point by Point

Each of the research statements on the previous page presents a policy opportunity or challenge. The research and economic data are clear on the state and individual returns from postsecondary education. What is less clear, however, is how these data can be leveraged by state leaders to identify which programs and approaches best achieve education and workforce goals. The table below takes those research statements and translates them so states can make data and accompanying strategies actionable.

Legislation is from 2012, unless otherwise noted.

Making Data Actionable: A Policy Matrix			
Intended Outcome	Data & Research	Policy	State or System Example
Provide greater guarantees that credentials produce an earnings premium.	Some credentials do not provide a significant income boost.	Review programs of study. Increase transparency on which programs produce low-quality or low-demand credentials.	West Virginia SB 436: Directs institutions to use appropriations to expand student access to high-demand programs of study.
Increase access to and completion rates for high-demand programs of study.	Field of study matters and wage data bear this out.	Configure financial aid, student supports, and instruction to improve completion rates and decrease time-to-degree.	California AB 2385 (2010): Provides pilot grants for nursing programs to use technology, coordinated student services, and expanded financial aid assistance to improve degree completion.
Recognize workforce need when making investment and capacity decisions.	Local variations in credential demand are important.	Direct institutions to work with local businesses to determine which credentials are in demand.	Colorado HB 1061: Requires agencies to produce an annual report regarding workforce projections and degree needs.
Increase the number of adult “near-completers” who finish a degree or certificate.	Incomes for workers with some college but no degree are static.	Improve re-enrollment rates for adults by giving them a clear and articulated path toward program completion.	Florida HB 5201: Creates a program to recruit adults to finish programs in high-demand fields. Requires use of competency-based tools to reduce time-to-degree for adult near completers.
Increase enrollment and completion rates for low-income students and adults.	Program length and cost are critical enrollment drivers.	Create a pilot program to reward institutions that recruit and graduate low-income students and working adults for in-demand associate degree and certificate programs.	Kansas HB 2435: Establishes a grant of \$1000 per program term (maximum of two program terms) for eligible students enrolled in an in-demand associate degree or certificate program.

Creating a Culture of Institutional Improvement

State policymakers and postsecondary system leaders can support institutional models that enhance program completion rates and degree quality. New approaches have integrated technology and data analytics to provide immediate feedback to instructors, students, and departments on how well degree and certificate programs are preparing graduates for viable careers. These strategies, if implemented across a state postsecondary system, have the potential to increase the number of students who receive high-quality credentials.

Course and Program Level:

A new **Iowa law** directs the Board of Regents to develop a program for implementing *continuous improvement plans* for each undergraduate course. High-enrollment courses will receive first attention. The plan requires analysis of student assessment data and other course completion data.

Purdue University has implemented an *online-based, student-centered platform* called Course Signals.¹³ Based on descriptive data added to the system and research-based predictive modeling, the program assigns students to a “risk group,” which corresponds to stoplights: green, yellow, and red. Missing classes, failing to turn in homework, and low exam scores can trigger intervention e-mails. On a course level, the data also provide information on the rigor of exams and how well skills are being acquired by students. According to Purdue’s data, the distribution of students receiving grades of A or B have improved by 28% in some courses.

Texas House Bill 3025 (2011) requires *student degree plans*, which state the course requirements that an undergraduate must complete to be awarded a degree or certificate. Students must file a degree plan with their institutions, and must provide notification to the institution when courses taken are inconsistent with the degree plan. Institutions may set up program advisement systems that enable counselors and faculty to approve course registration.

Program Spotlight: Washington’s Student Achievement Initiative

Five years ago, the Washington State Board of Community and Technical Colleges launched the Student Achievement Initiative. The system created performance metrics based on evidence of which benchmarks promote student success. Each of the 34 system colleges collects data along these metrics. Systems supplement these data and reporting mechanisms with technical assistance resources. When the system office provides models and strategies for improving programs and student services, institutions can increase the career readiness of graduates. While the Washington example does incorporate financial incentives, institutional programs have become internally accountable to their institution and to their students.



Institutional Level

State policymakers in several states, including California, Minnesota, and Texas, have directed postsecondary institutions to review student outcomes based on their program of study. While these state policies detail metrics for institutions to consider, the same data collection could be leveraged to identify programs of study that perform below the institutional median on performance metrics. For entrepreneurial institutional staff, demographic and performance data could be matched to conduct quasi-experimental analyses of programs to measure the relative impact of certain interventions and investments.

State and System Level

Traditionally, state systems of higher education serve in an advisory and oversight role. Since these institutional models are implemented voluntarily, the system's role is slightly different. The state should ensure that workforce needs are met by the totality of postsecondary institutions; supporting local innovation and systematizing these approaches statewide is essential to increasing student access to high-demand, high-quality credentials. By supporting the wider use of proven approaches, states could achieve the improbable: a system where colleges and universities institutionalize effective models and hold themselves accountable—to students, citizens, and the state economy.

Conclusion

Completion and wage data do not provide a solution; rather, they define a problem. While degree completion challenges are significant, most states are equipped with the student and program data necessary to drive improvement.

Policymakers, by leveraging existing models, can do much to bring about systemic change. Though seemingly simplistic, supporting local implementation of technology, data-informed models can improve credential quality and postsecondary-workforce alignment.



ECS Resources

Revving the Education Engine

This ECS publication created a policy framework for understanding the linkages between postsecondary education and the workforce. In particular, the brief introduces three strategies for improving workforce alignment—all of which appear in this Progress of Education Reform: assessing and validating in-demand skills, aligning data, and developing models to leverage these data.

www.ecs.org/docs/RevvingEdEngine.pdf

ECS State Policy Database for Economic and Workforce Development

Summaries and links to recently enacted legislation related to economic and workforce development.

<http://www.ecs.org/ecs/ecscat.nsf/WebTopicView?OpenView&count=-1&RestrictToCategory=Economic/Workforce+Development>

Boosting College Completion Blogs

Boosting College Completion for a New Economy is an ECS initiative funded by the Bill & Melinda Gates Foundation. Two recent blogs relate to the use of workforce data and responding to workforce demand.

The most recent post discusses the use of employment and wage records. Education and wage data matches have the potential to change the policy conversation by indicating which state postsecondary investments might reap the highest return on state investment.

www.boostingcollegecompletion.org/2012/08/policy-in-perspective-using-workforce-data-to-study-postsecondary-productivity/

The second post explores how state legislators have set the groundwork for workforce alignment by examining workforce trends, measuring postsecondary system capacity, and tailoring state investments to workforce needs.

www.boostingcollegecompletion.org/2012/04/policy-blog-workforce-alignment/

Other Resources

State Return on Investment Indicator

This policy brief and instrument, created by the National Center for Higher Management Systems, allows policymakers to estimate the state return on its education expenditures, in terms of tax revenue.

www.clasp.org/admin/site/publications/files/Full-Paper-The-Credential-Differential.pdf

HR Policy Association Blueprint for Jobs in the 21st Century

The framework document contains observations from the Fortune 300's Chief Human Resource Officers. One of their conclusions is that employers, educators, and state entities must work more closely if they wish to achieve economic growth.

www.hrpolicy.org/downloads/blueprint/Blueprint%20for%20Jobs%20--%20Executive%20Summary.pdf

College Pays 2010

This College Board publication, published once every three years, examines the benefits of a postsecondary education and the expected economic returns for credentials, both across disciplines and geographies.

trends.collegeboard.org/education_pays

Endnotes

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- 12 David Demming and Susan Dynarski, *Into College, Out of Poverty? Policies to Increase the Postsecondary Attainment of the Poor* (Cambridge: National Bureau of Economic Research, 2009), 4-6, <http://www.nber.org/papers/w15387.pdf> (accessed Sept. 2012).
- 13 For more information on Course Signals, please visit <http://www.itap.purdue.edu/learning/tools/signals/>.

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GE Foundation

Equipping
Education Leaders,
Advancing Ideas

Tuition-Setting Authority for Public Colleges and Universities

By Kyle Zinth and Matthew Smith

October 2012

Introduction

Who sets tuition? Regardless of the state in question, the answer lies in complex governance arrangements set by state constitutions, session law, and tradition. As appropriations to public postsecondary institutions continue to decline, state and higher education leaders have considered the tuition-setting question. As the summary table shows, a majority of state policies vest tuition-setting authority in local institutional boards.

The table categorizes tuition-setting authority by entity (e.g., legislature, system, institution) and by postsecondary sector (e.g., two- and four-year institutions). Following the table is a narrative for each state. State and system-level policy citations are for general, in-state tuition, and do not cover the authority to set tuition for non-resident students.

	Four-Year Institutions					Community/Technical Colleges			
	State Legislature	State Board of Education	State Systems or Boards of Higher Education	Multi-Campus Boards	Single Campus Boards	State Legislature	State Board of Education	State Systems or Boards of Higher Education	Local Community College Boards
Alabama				X	X		X		
Alaska			X					X	
Arizona			X						X
Arkansas ¹				X	X				X
California			X			X			
Colorado ²				X	X			X	
Connecticut			X		X			X	
Delaware					X				X
Florida	X					X			
Georgia			X					X	
Hawaii			X					X	
Idaho		X							X
Illinois				X	X				X
Indiana ³				X	X				X
Iowa			X						X
Kansas			X						X
Kentucky			X					X	
Louisiana	X					X			

¹ While local governing boards have the authority to set tuition, any increases in tuition can be offset by decreases in state appropriations.

² After the 2015-16 academic year, the Colorado Commission of Higher Education will establish tuition policies based on institutional mission.

³ The Indiana Commission for Higher Education recommends nonbinding tuition and fee increase targets for each institution.

	Four-Year Institutions					Community/Technical Colleges			
	State Legislature	State Board of Education	State Systems or Boards of Higher Education	Multi-Campus Boards	Single Campus Boards	State Legislature	State Board of Education	State Systems or Boards of Higher Education	Local Community College Boards
Maine				X				X	
Maryland				X	X				X
Massachusetts			X					X	
Michigan				X	X				X
Minnesota			X					X	
Mississippi			X					X	
Missouri				X	X				X
Montana			X						X
Nebraska				X	X				X
Nevada			X					X	
New Hampshire			X						X
New Jersey				X	X				X
New Mexico				X	X				X
New York			X					X	
North Carolina			X					X	
North Dakota			X					X	
Ohio				X	X				X
Oklahoma			X					X	
Oregon			X						X
Pennsylvania			X		X				X
Rhode Island ⁴									
South Carolina				X	X			X	
South Dakota			X					X	
Tennessee			X					X	
Texas			X		X				X
Utah			X					X	
Vermont			X		X			X	
Virginia					X			X	
Washington				X	X			X	
West Virginia					X				X
Wisconsin			X					X	
Wyoming					X			X	
Total	2	1	27	16	22	3	1	24	21

Alabama

Four-Year Institutions

Universities set in-state tuition rates.

Source: ALA. CODE § 16-33C-17

Community and Technical Colleges

The State Board of Education sets in-state tuition for community and technical colleges.

Source: ALA. COMMUNITY COLLEGE SYSTEM POLICY 803.01

Alaska

All Institutions

The Regents of the University of Alaska set tuition for system universities and community colleges.

Source: ALASKA STAT. § 14.40.170(B)(3)

⁴ Rhode Island House Bill 7323, Substitute A (2012) eliminated the Board of Governors for Higher Education. It is unclear which state entity will set tuition in the future.

Arizona

Four-Year Institutions

The Arizona Board of Regents sets tuition and fees at the state's three universities.

Source: ARIZ. REV. STAT. ANN. § 15-1626(5)

Community Colleges

Local community college district boards set tuition and fees.

Source: ARIZ. REV. STAT. ANN. § 15-1445(3)

Arkansas

Four-Year Institutions

University boards of trustees set tuition and fees.

Source: ARK. CODE ANN. § 6-65-105, § 6-65-212, § 6-66-102(d)(3), § 6-67-103, ARK. CONSTIT. AMD 33

Community Colleges

Local community college boards determine student tuition and fees.

ARK. CODE ANN. § 6-61-523

State Level Coordinating Board

While local boards set tuition, the legislature can offset increases by decreasing state appropriations.

Source: ARK. CODE ANN. § 6-61-228(M)(2)(B)

California

System-Level Boards

The University of California's Board of Regents sets tuition based on the president's recommendations; California State University's chancellor determines the tuition and student service fee schedules.

Source: UC REGENTS POLICY 3101 (11/10/2010); CODE REGS. TIT. 5, § 4180

Community Colleges

The legislature sets student fee schedules for all community college districts.

Source: CAL. EDUC. CODE ANN. § 76300

Colorado

Four-Year Institutions

Until 2015-16, local boards shall set tuition rates, as long as the amount does not exceed 9% annually.

Source: COLO. REV. STAT. § 23-5-130.5

Community Colleges

The state board for community colleges and occupational education sets tuition.

Source: COLO. REV. STAT. § 23-1-104(1)(b)(I); § 23-60-202

Commission on Higher Education

After July 1, 2016, institutional boards will set tuition according to commission policies.

Source: COLO. REV. STAT. § 23-1-108(12)(b)

Connecticut

State-Level Board

The Board of Regents sets tuition for all state institutions, except the University of Connecticut.

Source: CONN. GEN. STAT. ANN. § 10a-6

Delaware

All Institutions

The Boards of Trustees for the University of Delaware, Delaware State University, and Delaware Technical Community College set tuition rates.

Sources: DEL. CODE ANN. TIT. 14, § 5106; DEL. CODE ANN. TIT. 14, § 6505; DEL. CODE ANN. TIT. 14, § 9105

Florida

All Institutions

Since 2008, the legislature sets tuition. Unless otherwise provided, tuition increases at the rate of inflation.

Source: FLA. STAT. ANN. § 1009.23 & § 1009.24

Georgia

All Four-Year Institutions & Community Colleges

The Georgia Board of Regents sets tuition for all universities and community colleges.

Source: BOARD OF REGENTS POLICY MANUAL 7.3.1

Technical Colleges

The State Board of the Technical College System of Georgia sets tuition and fees rates.

Source: GA. CODE ANN. § 20-4-11

Hawaii

All Institutions

The Board of Regents of the University of Hawaii sets tuition and fees for all public institutions.

Source: HAW. REV. STAT. TIT. 18 § 304A-403, § 304A-1102; University of Hawaii Board of Regents, Policies and Bylaws, Sec. 6-1

Idaho

Four-Year Institutions

The Idaho State Board of Education sets tuition based on institutional recommendations.

Source: Board of Education, *Governing Policies and Procedures Section V: Financial Affairs Subsection R*

Community Colleges

Local boards of trustees may set tuition, as long as the increase does not exceed 10% annually.

Source: IDAHO CODE § 33-2110.

Illinois

Four-Year Institutions

Boards of Trustees of each public four-year institution have the power to set and collect tuition fees.

Sources: ILL. REV. STAT. CHS. 110, § 305/7(a), § 520/8(5), § 660/5-45(5), § 665/10-45(5), § 670/15-45(5), § 675/20-45(5), § 680/25-45(5), § 685/30-45(5), § 690/35-45(5)

Community Colleges

Each Illinois community college district will establish in-district and in-state tuition rates.

Source: ILL. REV. STAT. CH. 110, § 805/6-4, ILL. ADMIN. CODE TIT. 23, § 1501.505

Indiana

All Institutions

Local board of trustees may set the tuition and fees biennially. After tuition and fees are set, institutions may adjust the tuition and fee rates only if appropriations are reduced or withheld.

Source: IND. CODE ANN. § 21-14-2-1

State-Level Coordinating Board

The commission for higher education recommends nonbinding tuition increase targets for each institution.

Source: IND. CODE ANN. § 21-14-2-12.5

Iowa

Four-Year Institutions

The Iowa Board of Regents has the authority to establish tuition rates at the state's three universities.

Source: IOWA CODE ANN. § 262.9, IOWA ADMIN CODE § 681-9.6

Community Colleges

Local boards set tuition, as long as the amount does not exceed that of public, four-year institutions.

Source: IOWA CODE ANN. § 260C.14

Kansas

Four-Year Institutions

The Kansas Board of Regents sets tuition, fees and charges for each public four-year institution.

Source: KAN. STAT. ANN. § 76-719

Community Colleges

Local boards of trustees establish per credit-hour tuition rates.

Source: KAN. STAT. ANN. § 71-301

Kentucky

All Institutions

The Council on Postsecondary Education, a state-level coordinating board, determines tuition.

Source: KY. REV. STAT. ANN. § 164.020

Louisiana

State Legislature

The general assembly sets tuition. Institutions, however, may raise tuition rates by up to 10% annually, in exchange for achieving certain performance objectives.

Source: LA. REV. STAT. ANN. § 17.3351

Maine

The University of Maine

The Board of Trustees approves tuition rates for the University of Maine and its branch campuses.

Source: University of Maine, Board of Trustees [Policy Manual - Section 703 Tuition and Fees](#)

Community College System

The Maine Community College Board of Trustees set in-state tuition rates.

Source: ME. REV. STAT. ANN. TIT. 20-A, § 12706

Maryland

All Institutions

The local governing boards of public institutions set in-state tuition rates.

Source: MD. CODE § 10-101, § 10-208, § 12-109, § 14-104; MD. CODE § 16-103, § 16-505, § 16-606

Massachusetts

All Institutions

The Massachusetts Board of Higher Education, a state-level coordinating board, sets tuition rates based on recommendations from the University of Massachusetts and community college boards.

Source: MASS. GEN. LAWS ANN. CH. 75, § 1A, [Tuition and Fee Rates: Ten-Year History](#)

Michigan

All Institutions

Local governing boards of four-year institutions shall determine tuition and fees rates.

Sources: University of Michigan Regents, Bylaws Chapter X. Sec. 10.01; Michigan State Trustees Bylaws, Article 8; MICH. STAT. ANN. § 390.154, § 390.352, § 390.355, § 390.394, § 390.554, § 390.645, § 390.715, § 390.803, § 390.843; MICH. STAT. ANN. § 389.123

Minnesota

State Systems of Higher Education

Two system boards—one for the University of Minnesota, the other for the Minnesota State Colleges and Universities— set tuition. Tuition may vary by program or cost of instruction.

Source: MINN. STAT. ANN. § 135A.04, § 136F.06, § 136F.70

Mississippi

All Institutions

The Board of Trustees for the Institutions of Higher Learning (IHL) set tuition.

Source: IHL Policies and Bylaws, *702 Tuition, Fees, and Other Student Charges*

Missouri

All Institutions

Local boards set tuition. However, institutions exceeding the state average tuition must either remit 5% of their state appropriations or request a waiver from the Commissioner of Higher Education.

Source: MO. REV. STAT. § 173.1003; Missouri Department of Higher Education, [Tuition and Fees](#)

Montana

Four-Year Institutions Board of Regents of Higher Education

The Board of Regents sets tuition rates at four-year institutions in the Montana University System.

Source: MONT. CODE ANN. § 20-25-421

Community Colleges

Local district board of trustees sets tuition rates, upon approval of the Montana Board of Regents.

Source: MONT. CODE ANN. § 20-15-105

Nebraska

All Institutions

Local governing boards may set tuition and other fees to be paid by in-state students.

Source: NEB. REV. STAT. § 85-503; NEB. REV. STAT. § 85-1511

Nevada

All Institutions

The Board of Regents of the Nevada System of Higher Education sets tuition and fees. In-state residents are exempt from tuition, but they must pay credit-hour fees. Fees vary by institution.

Source: NEV. REV. STAT. § 396.540, Nevada System of Higher Education, [NSHE Tuition & Fees FAQ](#)

New Hampshire

University of New Hampshire System

The Board of Trustees of the University of New Hampshire System has the authority to establish tuition.

Source: N.H. REV. STAT. § 187-A:16

Community College System of New Hampshire

The community college board of trustees has the authority to establish tuition and fees amounts

Source: N.H. REV. STAT. § 188-F:6

New Jersey

Institutional governing boards have the authority to set and determine tuition rates and other fees.

Source: N.J. REV. STAT. § 18A:3B-6, § 18A:64-6, § 18A:64-13 (state colleges); § 18A:64A-12, § 18A:64A-57 (community colleges)

New Mexico

All Institutions

Local boards of each state postsecondary institution set tuition rates.

Source: N.M. REV. STAT. § 21-1-2; N.M. REV. STAT. § 21-13-10, § 21-13-24.1

New York

State Systems of Higher Education

The system boards for the State and City Universities of New York have the authority to set tuition rates.

Source: N.Y. EDUC. CODE LAW § 6007, (SUNY); N.Y. EDUC. CODE LAW § 6206 (CUNY)

North Carolina

Four-Year Institutions

The Board of Governors of the University of North Carolina set tuition rates for 17 system universities.

Source: N.C. GEN. STAT. § 116-11

Community Colleges

The State Board of Community Colleges sets tuition rates for each two-year system institution.

Source: N.C. ADMIN. CODE TIT. 21, R. 2D.0201

North Dakota

All Institutions

The North Dakota Board of Higher Education sets tuition and fees for all public institutions.

Source: N.D. CENT. CODE § 15-10-17, (SB 2351—2011)

Ohio

All Institutions

Local boards set tuition rates. The legislature determines the maximum allowable fee increases.

Source: OHIO REV. CODE § 3354.09, § 3358.08; § 3357.09

Oklahoma

All Institutions

The Oklahoma State Regents for Higher Education sets tuition at all public institutions.

Source: OKLA. STAT. ANN. TIT. 70, § 3218.8

Oregon

Oregon University System

The State Board of Higher Education may set tuition for each institution under its control.

Source: OR. REV. STAT. § 351.070

Community Colleges

Community colleges may prescribe tuition, consistent with rules set by the State Board of Education.

Source: OR. REV. STAT. § 341.290

Pennsylvania

State System of Higher Education

The Pennsylvania State System of Higher Education (PASSHE) sets tuition for its 14 institutions.

Source: Pennsylvania State System of Higher Education Board of Governors, [POLICY 1999-02-A: TUITION](#)

State-Related Universities & Community Colleges

The local boards of Lincoln University, Pennsylvania State University, Temple University, the University of Pittsburgh, and all community colleges set tuition rates.

Source: 22 PA. CODE § 40.23; 22 PA. CODE § 35.29

Rhode Island

Rhode Island House Bill 7323, Substitute A (2012) eliminated the Board of Governors for Higher Education and created a consolidated P-20 board. The budget bill does not indicate whether this board will set tuition.

South Carolina

Four-Year Institutions and Community Colleges

Local institutional governing boards set tuition rates.

Technical Colleges

The State Board Technical and Comprehensive Education sets tuition at the state's 16 technical colleges.

Source: S.C. CODE ANN. § 59-112-10

South Dakota

All Institutions

The state board of regents sets in-state tuition rates.

Source: S.D. CODE ANN. § 13-53-6, BOARD OF REGENTS Policy Manual, [Tuition and Fees: General Procedures](#)

Tennessee

State Systems of Higher Education

The Tennessee Board of Regents sets tuition for its six senior institutions and 13 community colleges. The University of Tennessee System sets tuition for its three universities and one medical campus.

Source: TN. CODES ANN. § 49-8-104, 49-8-203; 49-9-105, 49-209

Texas

All Institutions

Local or system governing boards set tuition and fees.

Source: TEX. EDUC. CODE § 54.0513 (Four-year colleges); TEX. EDUC. CODE § 130.084 (Two-year colleges)

Utah

All Institutions

The Utah Board of Regents may set the tuition, fees and charges for each postsecondary institution.

Source: UTAH CODE ANN. § 53B-7-101

Vermont

Vermont State Colleges

The State Colleges' Board of Trustees sets tuition rates for all Vermont postsecondary institutions except the University of Vermont, whose board of trustees sets tuition rates.

Source: VT. STAT. ANN. § 2174

Virginia

State Universities

The local governing boards of the 15 state universities set tuition rates.

Source: VA. CODE ANN. § 23-45, § 23-49.18, § 23-49.29, § 23-50.11, § 23-91.21, § 23-91.30, § 23-91.41, § 23-128, § 23-135.13, § 23-135.18, § 23-155.8, § 23-164.7, § 23-165.7, § 23-174.7, § 23-189

Community Colleges

The State Board for Community Colleges has the authority to set tuition fees and charges.

Source: VA. CODE ANN. § 23-218

Washington

All Institutions

University boards and the State Board of Community and Technical Colleges have the authority to set tuition rates. After 2014-15, each board can only raise tuition if it does not exceed that of institutional peers.

Source: WASH. REV. CODE § 28B.15.067

West Virginia

All Institutions

Each university or community college governing board is responsible for setting tuition and other fees.

Source: W. VA. CODE § 18B-10-1, § 18B-2A-1

Wisconsin

State Systems of Higher Education

Two system boards (University of Wisconsin and the Wisconsin Technical Colleges) set tuition.

Source: WIS. STAT. § 36.27; WIS. STAT. § 38.24

Wyoming

University of Wyoming

The University Board of Trustees may set tuition rates.

Source: WYO. STAT. § 21-17-203

Community Colleges

The Community College Commission sets tuition rates for the state's seven community colleges.

Source: WYO. STAT. § 21-18-202(a)(ii)

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Equipping Education Leaders, Advancing Ideas

Vouchers, Scholarship Tax Credits, and Individual Tax Credits and Deductions

By Emily Workman

October 2012

Parental choice of schools is one of today's more controversial education issues. The term "choice" encompasses a range of options and arguably the most contentious of them allow for the use of public money to attend private and parochial schools, usually through a voucher, scholarship tax credit, or individual tax credit and deduction. For supporters, these options provide greater educational opportunities for students and, by introducing competition into the system, ultimately lead to the improvement of public schools. For opponents, however, these options are seen as violating the separation of church and state established in the First Amendment and siphoning money away from the public education system, thereby threatening the very existence of public education.

Whatever one's position on vouchers, scholarship tax credits, and individual tax credits and deductions, it is clear these options continue to gain traction in statehouses across the country and are a highly contentious issue between political parties at the state and federal level. In 2011 alone, 42 states¹ introduced legislation to expand school voucher or tax-credit programs, seven new private school choice programs were launched, and 11 existing programs were expanded². This analysis provides a national picture with a summary of the existing voucher, scholarship tax credit, and individual tax credit and deduction policies in the states, presents opposing viewpoints about them, briefly summarizes the existing research concerning these policies, and offers key policy questions for state leaders to consider.

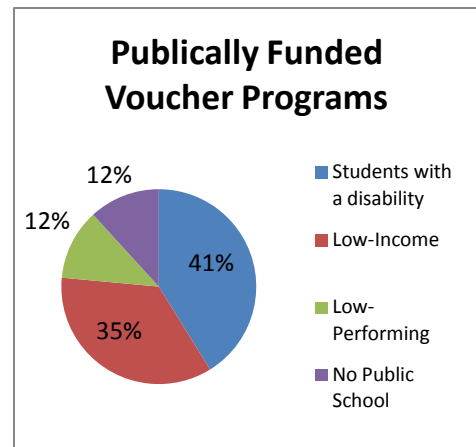
Definitions

- **Publicly funded voucher** – payment the government makes to a parent, or an institution on a parent's behalf, to be used for a child's education expenses.
- **Scholarship tax credit** – reductions to a corporation or individual's tax liability for donations to a Scholarship Granting Organization that distributes scholarships to eligible students.
- **Individual tax credit** – provides direct reductions to an individual's tax liability based on personal educational expenses incurred for household dependents. For example, Jack owes \$1,000 in income taxes. He is eligible, however, for a given state's \$500 tax credit. He subtracts the \$500 tax credit from the \$1,000 tax liability and now owes \$500 in income taxes.
- **Individual tax deduction** – reduction in taxable income made prior to the calculation of tax liability based on personal educational expenses incurred for household dependents. For instance, Jill has a taxable income of \$100,000. She, however, is eligible for a given state's \$1,500 tax deduction. She subtracts the \$1,500 from her income of \$100,000, and now has \$98,500 in taxable income.
- **Education savings account** – a private savings account managed by a parent who receives a deposit from the government, to be used for a child's education expenses.

Overview

Vouchers – 11 states and D.C. offer a total of 16 publicly funded voucher programs to eligible students.

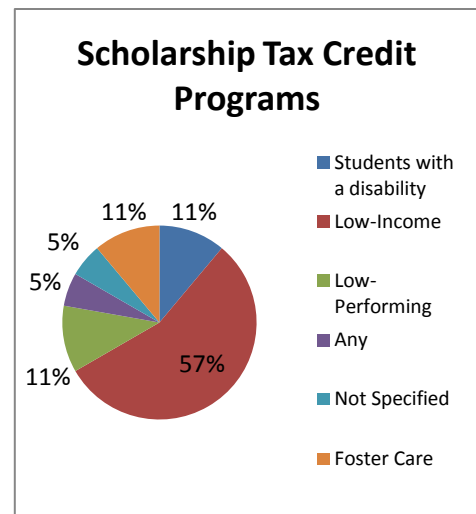
- Six states/seven programs offer vouchers to students with a disability.
- Five states/six programs offer vouchers to low-income students.
- Two states offer vouchers to students from low-performing schools.
- Two states offer vouchers to students residing in a school district that does not have a public school.



Education Savings Account – one state offers an education savings account.

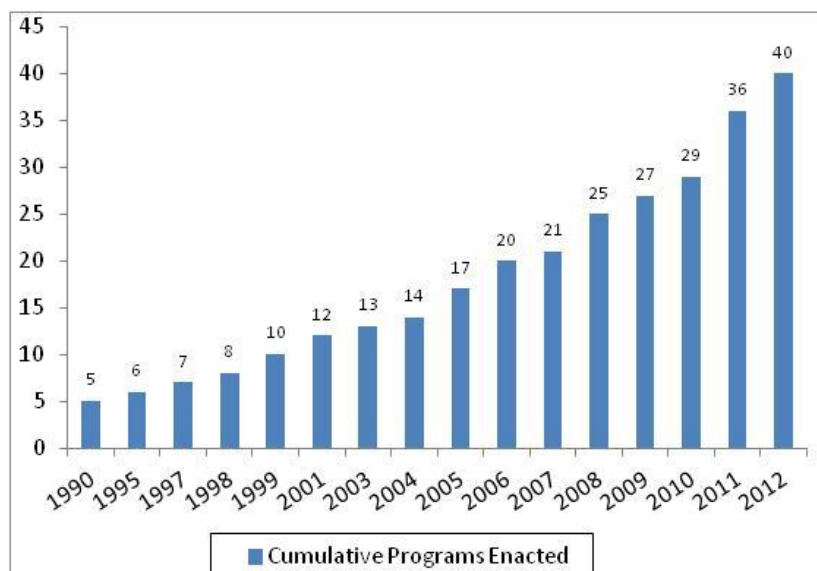
Scholarship Tax Credits – 11 states offer a total of 14 tax credits to individuals and/or corporations.

- Ten states/11 programs offer vouchers via tax credits to low-income students.
- Two states offer vouchers via tax credits to special education students.
- Two states offer vouchers to students from low-performing schools.
- Two states offer vouchers to students in foster care
- One state offers vouchers to all residents.
- One state does not specify eligibility.



Individual Tax Credits/Deductions – Six states offer a total of nine individual tax credits and deductions.

Voucher, Scholarship Tax Credit, and Individual Tax Credit and Deduction



Publicly Funded Vouchers

The following table provides information on the 16 publicly-funded voucher programs currently available to students in 11 states and Washington, D.C. Every voucher is targeted at either students with a disability, low-income students, students attending a low-performing school/district, or two or more of these eligibility requirements. There are also town tuitioning programs in Maine and Vermont that offer scholarships to students who live in towns that do not have a public school.

Enrollment Cap: A total of four states currently have an annual enrollment cap set. Many of the policy changes to programs in 2011 expanded or eliminated enrollment caps, such as the Ohio Educational Choice Scholarship Program and the Milwaukee Parental Choice Program.

Scholarship Cap: Every program includes a scholarship cap which limits the amount of funding granted to a student. Most states require that scholarships are the lesser of state per pupil expenditure allocation, private school tuition, and a set dollar amount. Some states provide a smaller proportion of the total available funding to student's whose household family income is above a specified level.

Testing Requirements: Central to the school voucher debate is whether private schools are being held accountable for student results. In order to increase accountability to the public, six states and nine programs require private schools to administer statewide assessments to all students enrolled in private schools receiving voucher funds. One state requires a nationally norm-referenced test to be administered to scholarship students, and two states permit parents to request that their child be included in statewide testing.

PUBLICLY FUNDED VOUCHER PROGRAMS								
STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
D.C. [D.C. CODE ANN. § 38-1853]	DC Opportunity Scholarship Program	Household income cannot exceed 185% of the poverty level as defined by the Office of Management and Budget ¹			N/A	2011-12 school year – Grades K-8: \$8,000 Grades 9-12:\$12,000 *Rates adjusted for inflation each year thereafter	School required to administer a nationally norm-referenced test	
Florida [FLA. STAT. ch. 1002.39]	The John M. McKay Scholarships for Students with Disabilities Program		Individual Education Plan (IEP) or a 504 Accommodation Plan		N/A	Cost of educating the student in originating district, or tuition of private school, whichever is less	Parental request	

¹ For students who held a scholarship the previous year (returning students), household income cannot exceed 300% of the poverty level. In addition, priority is given to students from a school identified for improvement, corrective action, or restructuring.

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Georgia [GA. CODE. ANN. § 20-2-2110]	Georgia Special Needs Scholarship Program		Individual Education Plan (IEP)		N/A	Cost of educating the student in originating district, or tuition of private school, whichever is less	Parental request However, school is required to administer pre- and post assessments	
Indiana [IND. CODE ANN. § 20-51-4; S.B. 296 (2012)]	Choice Scholarship Program	Household annual income must not exceed 200% of the amount required to qualify for F/R lunch			July 2012–June 2013: 15,000 scholarships No cap indicated thereafter	The lesser of: 1. Private school tuition; 2. An amount equal to: a. 90% of the state tuition for F/R lunch students b. 50% of the state tuition for household annual income of not more than 150% of amount required to qualify for F/R lunch 3. \$4,500 for grades 1–8	School required to administer Indiana Statewide Testing for Educational Progress (ISTEP)	
Louisiana [LA. REV. STAT. ANN. § 17:4011; H.B. 976 (2012)]	Student Scholarships for Educational Excellence Program	Household annual income cannot exceed 250% of the federal poverty guidelines		Must have been enrolled in or be entering kindergarten in a public school that was labeled “C,” “D” or “F” for the most recent year ²	N/A	Amount must be equivalent to the amount allocated per pupil to the local school system, considering all student characteristics.	School required to administer all examinations required pursuant to the school and district accountability system	Public schools rated “A” or “B” may participate
Louisiana [LA. REV. STAT. ANN. § 17:4031/ HB 911 (2012)]	The School Choice Program for Certain Students with Exceptionalities		Individual Education Plan (IEP), excluding those deemed gifted or talented		N/A	Amount must be equivalent to 50% of the per pupil allocation of state funds but not exceed the amount of tuition of private school	N/A	

² Priority given to those students attending a public school that received a letter grade of “D” or “F.”

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Ohio [OHIO REV. CODE ANN. § 3310.02]	Educational Choice Scholarship Pilot Program			Must have been enrolled in a school declared in a state of academic emergency or academic watch on at least two of three most recent ratings, received a score on the performance index in the lowest 10%, or the district was not declared to be excellent or effective in the most recent rating ³	60,000 students	The lesser of: 1. Private school tuition; 2. An amount equal to a. Grades K-8 - \$4,250 b. Grades 9-12 - \$5,000	School required to administer all statewide assessments	
Ohio [OHIO REV. CODE ANN. § 3313.974]	Pilot Project Scholarship Program – (Cleveland)	Priority granted to household annual income less than 200% of the poverty level			N/A	The lesser of: 1. Private school tuition; 2. An amount equal to a. Grades K-8 - \$4,250 b. Grades 9-12 - \$5,000 Family income at or above 200% of the poverty level qualify for 75% of scholarship amount Family income below 200% of the poverty level qualify for 90% of the scholarship amount.	School required to administer all statewide assessments	Adjacent school districts may participate
Ohio [OHIO REV. CODE ANN. § 3310.52]	Jon Peterson Special Needs Scholarship Program		Individual Education Plan (IEP)		Scholarships awarded annually cannot exceed 5% of the total number of students with a disability residing in the state	The lesser of: 1. Private school tuition 2. Base per student state aid plus weights based on disability 3. \$20,000	School required to administer all statewide assessments, unless the student is excused under federal law or the student's IEP	Alternative public provider may participate

³ Priority granted to students with a household annual income of less than 200% of the poverty level.

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Ohio [OHIO REV. CODE ANN. § 3310.41]	Autism Scholarship Program		Identified as autistic and have Individual Education Plan (IEP)		N/A	\$20,000 or private school tuition, whichever is less	N/A	
Oklahoma [OKLA. STAT. tit. 13 §101.1]	Lindsey Nicole Henry Scholarships for Students with Disabilities Program		Individual Education Plan (IEP)		N/A	Total state aid multiplied by the grade and disability weights or private school tuition, whichever is less, (minus up to 2.5% retained for administrative services)	N/A	
Utah [UTAH CODE ANN. § 53A-1a-701]	Carson Smith Scholarships for Students with Special Needs Act		Individual Education Plan (IEP) or an assessment team is able to determine that the student has a disability		N/A	The lesser of: 1. a. For students averaging 3+ hours per day in special education – weighted per pupil unit multiplied by 2.5 b. For students averaging less than 3 hours per day in special education – weighted per pupil unit multiplied by 1.5 c. For students enrolled in a half-day kindergarten – the amount specified in 1. a or b multiplied by .55. 2. Private school tuition	Required to administer annual assessment	
Wisconsin [WIS. STAT. § 119.23]	Milwaukee Parental Choice Program	Household income cannot exceed an amount equal to 300% of the poverty level			N/A	\$6,442 or private school tuition, whichever is less	School required to administer all statewide assessments, including a 3rd-grade reading test	

PUBLICLY FUNDED VOUCHER PROGRAMS								
STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Wisconsin [WIS. STAT. § 118.6]	Parental Private School Choice Program (Racine)	Household income cannot exceed an amount equal to 300% of the poverty level			2012-13 – 500 students Cap eliminated thereafter	\$6,442 or private school tuition, whichever is less *Private school can charge some tuition to students in grades 9-12 with a household income that exceeds an amount equal to 220% of the poverty level	School required to administer all statewide assessments, including a 3rd-grade reading test	

PUBLICLY FUNDED VOUCHER PROGRAMS – TOWN TUITIONING						
STATE	TITLE	STUDENT ELIGIBILITY	ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
Maine [ME. REV. STAT. ANN. tit. 20-A § 5203]	Town Tuitioning	Identified sending town that does not have a public school	N/A	Elementary public schools – receiving school's per student cost Elementary private schools – average statewide per student cost in all public elementary schools Public high schools – receiving school's per student cost or average statewide per student cost, whichever is less Private high school – average state per student cost plus an insured value factor	Any school that enrolls 60% or more publicly funded students must administer statewide assessments	Public schools within and outside of state may participate as well
Vermont [VT. STAT. ANN. tit. 21 § 16-821]	Town Tuitioning	Identified sending town that does not have a public school	N/A	Whichever is less: 1. The statewide average per pupil amount 2. The average per-pupil amount the district pays for its other resident elementary pupils enrolled in a private school 3. Private school tuition	N/A	

Education Savings Account

Arizona is the only state that offers an education savings account to students. While Arizona's school voucher program was found unconstitutional in 2009 for disbursing public funds to private and religious schools, the education savings account, while still facing legal challenges in court, has thus far been considered constitutional because the use of public funds can take place within or outside of the public sector. Every parent granted an education savings account is required to provide written agreement that he/she *does not* intend to enroll the child in a public school, but *will* ensure that that child receives an education.

EDUCATION SAVINGS ACCOUNT						
STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP CAP	ENROLLMENT CAP	DURATION	PERMITTED EXPENSES
Arizona [ARIZ. REV. STAT. § 15-2401]	Arizona Empowerment Scholarship	Either: 1. Identified as having a disability 2. Attending a school assigned a letter grade of D or F 3. Previous recipient of a scholarship issued pursuant to § 15-891 or this section. 4. A child of a guardian who is on active duty in the military 5. A ward of the juvenile court	90% of per student funding	N/A	Account closed following: 1. Graduation from a postsecondary institution or 2. After any period of four consecutive years after high school graduation	Nongovernmental school tuition, including postsecondary, therapy, tutoring, extracurricular services, textbooks, and curriculum

Scholarship Tax Credits

The following table provides information on the 14 scholarship tax-credit programs currently available to students in 11 states. Unlike voucher programs, where public funding goes directly to parents for private school tuition, these scholarships are funded via donations made by taxpayers in exchange for a tax credit. The donations are made to a nonprofit entity called a scholarship granting organization that is required to allocate between 80-95% of its revenues to scholarship recipients.

Student eligibility: The most common student eligibility requirement is low household income, although some states also include and/or prioritize students from low performing schools, or those in foster care placement. Georgia is the only state that opens eligibility to all state residents.

Scholarship cap: Every program includes a scholarship cap which limits the amount of funding granted to a student. Most states require that scholarships are the lesser of state per pupil expenditure allocation (or a proportion thereof), private school tuition, or a set dollar amount. Some states provide a smaller proportion of the total available funding to students whose household family income is above a specified level.

Taxpayer limit: For taxpayers, almost all states set a cap on the total contribution permitted annually.

Statewide cap: The large majority of programs set a statewide cap on the dollar amount of tax credits permitted per year; however these vary significantly with the lowest being \$1 million annually and the highest capped at \$229 million. Two programs do not set a cap.

Testing requirements: Two states require the administration of statewide assessments, one state permits parents to elect for their child to take the statewide test, and two require the state to administer a nationally norm-referenced test.

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Arizona [ARIZ. REV. STAT. § 43-1089; 43-1602]	Individual School Tuition Organization Tax Credit	N/A	Allocate at least 90% of revenues to scholarships	N/A	\$500 – individual \$1000 – couple	N/A	N/A
Arizona [ARIZ. REV. STAT. § 43-1183; 43-1504]	Corporate School Tuition Organization Tax Credit	Family income must not exceed 185% of the amount required to qualify for F/R lunch	Allocate at least 90% of revenues to scholarships	FY2012 – \$4,800 for K-8 students and \$6,100 for 9-12 The limitation amount is increased by \$100 every year	No limit, but amount must be preapproved by department of revenue	\$10 million - 2006 20% increase each year beginning 2007-08	N/A

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Arizona [ARIZ. REV. STAT. § 43-1184; 43-1505]	Corporate Scholarship Tax Credit Program for Disabled Children and Foster Children (Lexie's Law)	Student with a disability <i>or</i> Student placed in foster care	Allocate at least 90% of revenues to scholarships	90% of the amount of state aid allocated to originating district or tuition of private school, whichever is less	No limit, but amount must be preapproved by department of revenue	\$5 million	N/A
Florida [FLA. STAT. ch. § 220.187; 1002.395]	Corporate Tax Credit Scholarship Program	Qualify for F/R lunch and entering school in grade K-5 ⁴ <i>or</i> Placed in foster care	N/A	2012-13 – \$4,335. Adjusted annually Annual limit reduced by 25% if household income is equal to or greater than 200%, but less than 215% of the federal poverty level Annual limit reduced by 50% if household income level is equal to or greater than 215% but equal to or less than 230% of the federal poverty level	N/A	2012-13 – \$229 million Starting 2013-14 – increase by 25% in any year which the annual tax credit amount for the prior state fiscal year is equal to or greater than 90% of the tax credit cap	Parent request Required to either administer a nationally norm-referenced test identified by the Department of Education or the statewide assessment to students in grades 3-10
Georgia [GA. CODE. ANN. § 48-7-29.16; 20-20A]	Georgia Private School Tax Credit	Georgia resident	Allocate at least 90% of revenues to scholarships	N/A	Single individual – \$1,000 Married couple – \$2,500 A corporation or other entity – 75% of the corporation's income tax liability	\$50 million per tax year, adjusted for inflation annually until January 1, 2018	N/A

⁴ For students who held scholarship the previous year (returning students) – household income level no more than 230% of the federal poverty level

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Indiana [IND. CODE ANN. § 6-3.1-30.5]	School Scholarship Tax Credit Program	Household annual income must not exceed 200% of the amount required to qualify for F/R lunch	N/A	The lesser of: 1. Private school tuition; 2. An amount equal to a. 90% of the state tuition for students who qualify for F/R lunch b. 50% of the state tuition for students from a household with an annual income of not more than 150% of the amount required to qualify for F/R lunch 3. \$4500 for grades 1-8	Credit is equal to 50% of the amount of the contribution made	\$5 million July 2012 – June 2013 – Maximum 15,000 scholarships awarded	School required to administer Indiana Statewide Testing for Educational Progress (ISTEP)
Iowa [IA. CODE. § 422.11S]	School Tuition Organization Tax Credit	Household annual income must not exceed 300% of the federal poverty guidelines	Allocate at least 90% of revenues to scholarships	N/A	Credit is equal to 65% of the amount of the contribution made	\$8,750,000	N/A
Louisiana HB 969 (2012)	Tax Credit for Donations to School Tuition Organizations	Household annual income cannot exceed 250% of the federal poverty guidelines	Allocate at least 95% of revenues to scholarships	Grades K-8 – private school tuition or 80% of the state average per pupil funding, whichever is less Grades 9-12 – private school tuition or 90% of the state average per pupil funding, whichever is less	N/A	N/A	Annually administer the state test associated with the school and district accountability system

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
New Hampshire [N.H. REV. STAT. ANN. § RS 77 G:1]	Corporate Education Tax Credit ⁵	Household income less than or equal to 300% of the federal poverty guidelines At least 40% of scholarships must go to students qualified for F/R lunch	Allocate at least 90% of revenues to scholarships	2013-14 – \$2,500, adjusted annually for inflation thereafter Minimum value granted to a student receiving special education services must be 175% of the maximum average scholarship	Credit is equal to 65% of the amount of the contribution made	\$3,400,000 for the first program year and \$5,100,000 for the second program year	N/A
Oklahoma [OKLA. STAT. tit. 68 § 2357.206]	Oklahoma Equal Opportunity Education Scholarship Act	Household annual income amount less than or equal to 300% of the income standard used to qualify for F/R lunch <i>or</i> student's assigned public school identified for school improvement	Allocate at least 90% of revenues to scholarships	General education student – \$5,000, or 80% of the average per-pupil expenditure in the school district where the recipient student resides, whichever is greater Special needs student (w/ IEP) – \$25,000	Single individual – \$1,000 A corporation or other entity – \$100,000 Credit is equal to 50% of the amount of the contribution made, but increases to 75% if commitment given to contribute same amount for two additional consecutive years	Single/married individuals – \$1,750,000 annually Corporation or other entity – \$1,750,000 annually	N/A
Pennsylvania [PA. STAT. ANN. tit. 72 § 8701-F]	Educational Improvement Tax Credit	Household annual income of not more than \$60,000, plus income allowance of \$12,000 per child in household (additional support level factor included for students with disabilities)	Allocate at least 80% of revenues to scholarships *Two orgs: 1. General scholarship organizations and 2. Pre-k scholarship organizations	Private school tuition	2012-13 – \$400,000 annually 2013-14 – \$750,000 annually General Scholarship org – Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years Pre-K Scholarship org – Credit is equal to 100% of the first \$10,000 and up to 90% of the remaining amount contributed, up to a maximum credit of \$200,000 annually.	Total tax credits – \$44,666,667 Pre-K scholarship orgs – \$10 million	N/A

⁵ Program implementation in 2013.

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Pennsylvania [PA. STAT. ANN. tit. 72 § 8701-G.1]	Educational Opportunity Scholarship Tax Credit	Household annual income of not more than \$60,000, plus income allowance of \$12,000 per child (plus additional support level factor for students with disabilities) ⁶ <i>and</i> Attends a low achieving public school ⁷	Allocate at least 80% of revenues to scholarships	\$8,500 – student without a disability \$15,000 – with a disability	2012-13 – \$400,000 annually 2013-14 and each fiscal year thereafter – \$750,000 annually Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years	\$50 million	N/A
Rhode Island [R.I. GEN. LAWS § 44-62-1]	Tax Credits for Contributions to Scholarship Organizations	Household annual income cannot exceed 250% of the federal poverty guidelines	Allocate at least 90% of revenues to scholarships	N/A	\$100,000 annually Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years	\$1 million	N/A
Virginia [VA CODE ANN. § 58.1-439.26]	Education Improvement Scholarships Tax Credits.	Household annual income cannot exceed 300% of the current poverty guidelines <i>or</i> students with a disability	Allocate at least 90% of revenues to scholarships	the lesser of private school tuition or 100% of the per-pupil amount distributed to the local school division	Credit is equal to 65% of the amount of the contribution made Individual/Couple – Minimum \$500/Maximum \$50,000 annually Corporation – No limit	\$25 million	Must administer a national norm-referenced test

⁶ Beginning 2013-2014 – Total household income requirements to increase to \$75,000/\$15,000.

⁷ Priority given to applicants with a household income that does not exceed 185% of the federal poverty level; and who resides within specified districts. Specified district includes: (i) a first class school district; (ii) a school district with an average daily membership greater than 7,500 and that receives an advance of its basic education subsidy at any time; or (iii) a school district that receives an advance of its basic education subsidy at any time and is either subject to a declaration of financial distress or engaged in litigation against the commonwealth in which the school district seeks financial assistance from the commonwealth to allow the school district to continue to operate.

Individual Tax Credits/Deductions

The following table provides information on the nine programs currently available in six states to taxpayers with dependents. The most significant difference with these programs is that taxpayers are responsible upfront for expenditures incurred and must wait until their tax return is processed to receive the benefit of an earned tax credit or deduction. Consequently, this option is inaccessible for some low-income families who do not have disposable income for education-related costs, or families whose income is so low that they are not required to file a tax return.

Permitted expenses vary slightly by state, but generally include tuition, textbooks, and curricula or other instructional materials. North Carolina is the only state that limits its tax credit to families that have a child with a disability.

INDIVIDUAL TAX CREDITS/DEDUCTIONS			
STATE	TITLE	TAX CREDIT	PURPOSE
Indiana [IND. CODE ANN. § 6-3-2-22]	Education Tax Deduction	Up to \$1,000	Tuition, fees, computer software, textbooks, workbooks, curricula, school supplies, other written materials
Iowa [IA. CODE. § 422.12]	Education Tax Credit	25% of first \$1,000 per dependent	Tuition, textbooks
Iowa [IA. CODE. § 422.12C]	Early Childhood Development Tax Credit	25% of first \$1,000 per dependent	For ages 3-5 – Preschool, books, instructional materials, lesson plans and curricula, other educational activities
Illinois [35 ILL COMP. STAT. 5/21]	Education Tax Credit	25% up to \$500 but no less than \$250	Tuition, book fees, lab fees
Louisiana [LA. REV. STAT. ANN. § 47:297.10]	Education Tax Deduction	Up to \$5,000 per dependent	School uniforms, instructional materials, supplies
Louisiana [LA. REV. STAT. ANN. § 47: 297.11]	Education Tax Deduction - Homeschooling	50%, up to \$5,000 per dependent	Textbooks and curricula
Minnesota [MINN. STAT. ANN § 290.0674]	Education Tax Credit	75%, up to \$1,000 per dependent for household incomes less than \$33,500 The maximum credit for families with one child is reduced by \$1 for each \$4 of household income over \$33,500. The maximum credit for families with two or more children is reduced by \$2 for each \$4 of household income over \$33,500.	Tuition and fees, instructional materials, personal computer hardware (<\$200), transportation
Minnesota [MINN. STAT. ANN § 290.01]	Education Tax Deduction	Grades K-6 – up to \$1,625 Grades 7-12 – up to \$2,500	Tuition, textbooks, transportation
North Carolina [N.C. GEN. STAT. § 105-151.33]	Education Expense Credit	100%, up to \$3,000 per semester	For students with a disability – tuition and special education and related services

Legal Challenges

The controversy surrounding state vouchers, scholarship tax credits, and individual tax credits and deductions often centers around a debate on whether religiously-affiliated private schools are permitted under the U.S. and individual states' Constitution to receive public funding. The First Amendment's Establishment Clause of the U.S. Constitution states that "Congress shall make no law respecting an establishment of religion or prohibiting the free exercise thereof," which has been widely interpreted to mean that a clear separation should exist between church and state. Opponents of publicly funded voucher and tax credits claim that these programs are funneling public money into the hands of sectarian institutions, thereby graying the boundary the First Amendment serves to protect. They offer further that the Blaine Amendment, which is included in the constitution of 37 states, prohibits the use of state funds at sectarian schools. As a result, many private school choice programs have faced challenges of constitutional violation in court at the state and federal level. The rulings have tilted towards supporters, with the majority of programs surviving. However, many cases pass through one court only to be taken on by another by moving from local district, to state, to federal court.

STATE	PROGRAM	COURT	RULING
AZ	Corporate School Tuition Organization Tax Credit	Local Superior Court (3/2007)	Constitutional
		Arizona Supreme Court (10/2009)	Refused to hear legal challenge
AZ	Individual School Tuition Organization Tax Credit	Arizona Supreme Court (1/1999)	Constitutional
		U.S. Supreme Court (4/2011)	Dismissed legal challenge
AZ	Special Education Voucher Program	Arizona Supreme Court (3/2009)	Unconstitutional
CO	Colorado School Voucher Program	State Trial Court (12/2003)	Unconstitutional
		Colorado Supreme Court (6/2004)	Unconstitutional
CO	Douglas County School Voucher Program	Local District Court (8/2011)	Unconstitutional
FL	Opportunity Scholarship Program	District Court of Appeals (11/2004)	Unconstitutional
		Florida Supreme Court (1/2006)	Unconstitutional

STATE	PROGRAM	COURT	RULING
LA	Student Scholarships for Educational Excellence Program	Louisiana Supreme Court (8/2012)	State permitted to launch program. Case still pending
ME	Town Tuitioning	Maine Supreme Court (1999)	Unconstitutional to include religious schools
		Maine Supreme Court (2006)	Unconstitutional to include religious schools
MN	Education Tax Credit/Deduction	U.S. Supreme Court (1983)	Constitutional
OH	Pilot Project Scholarship Program - (Cleveland)	Ohio Supreme Court (5/1999)	Constitutional
		U.S. District Court (12/2000)	Unconstitutional
		U.S. Supreme Court (6/2002)	Constitutional
OK	Lindsey Nicole Henry Scholarships for Students with Disabilities Program	Local District Court (3/2012)	Unconstitutional, but law remains intact until appeals process
		Oklahoma Supreme Court (6/2012)	Pending
Puerto Rico	Pilot Voucher Program	Puerto Rico Supreme Court (1994)	Unconstitutional

STATE	PROGRAM	COURT	RULING
IL	Education Tax Credit	Local Circuit Court (12/1999 & 4/2000)	Constitutional
		Local District Court (12/2001 & 4/2001)	Constitutional
		Illinois Supreme Court (6/2001 & 7/2001)	Constitutional
IN	Education Tax Credit	Local Circuit Court (12/1999)	Constitutional
IA	Individual Tax Deduction	Federal District Court (1992)	Constitutional

STATE	PROGRAM	COURT	RULING
VT	Town Tuitioning	Vermont Supreme Court (1994)	Constitutional to include religious schools
		Vermont Supreme Court (1999)	Unconstitutional to include religious schools
WI	Milwaukee Parental Choice Program	Wisconsin Supreme Court (6/1998)	Constitutional
		U.S Department of Justice	Pending

Viewpoints

State vouchers, scholarship tax credits, and individual tax credits and deductions are arguably some of the most contentious issues in education policy in the United States. Positions are often grounded in ideological viewpoints surrounding market-based versus government-regulated reforms, accountability, use of public money, religion, race and class. Significantly more so than other issues, these perspectives generally run along party lines, which serves to further magnify the debate. It is important to note, however, that support for these programs has received more bipartisan support within the past few years than ever before. Support tends to be stronger when the programs are narrowly defined, and student eligibility is limited to high-needs groups such as students with disabilities or those with household incomes close to the poverty line.

Proponents claim programs:	Opponents claim programs:
Empower parents with the personal choice of where their child receives an education	Funnel public dollars away from public school, often leaving low-income and special education students behind in under-funded schools
Enable more families to take advantage of a wide range of education opportunities, especially through policies targeted to students with learning disabilities, students in low-performing schools, or from low-income families	Divert public dollars from publicly accountable schools to self-regulated private and parochial schools that offer limited transparency and are not required to meet state accountability standards
Encourage free-market competition among public, private, and parochial schools, leading to an increase in quality across the board	Lower the quality of public education by increasing the segregation of the public, private and parochial schools along socioeconomic lines
Increase the demand, as well as the revenues, for private and parochial schools, allowing financially struggling schools to remain open and leading to the establishment of new schools	Force the state to inappropriately endorse one religion over another and unduly cross the tenuous lines separating church and state within the federal and state constitutions
In the case of tax credits and tax deductions, lower taxes for parents of school-age children, letting them keep more of their own money to spend as they see fit	In the case of tax credits and tax deductions that require families to pay the private or parochial school tuition before they are reimbursed (via the tax credit and/or tax deduction) on their next tax return, help wealthy families more than low-income families

Program Effects on Students Achievement

There is little information available about the effects of individual tax credits and tax deductions. A number of studies, however, have examined the effects of vouchers on an array of student outcomes. Unfortunately, the results are often conflicting thereby further magnifying the debate surrounding their costs and benefits to students' achievement and the system of public education. Examples follow:

Positive – In the University of Arkansas's evaluation of the Milwaukee Parental Choice Program (MPCP), researchers found that students participating in the program were more successful in math and similarly successful in reading as their public school counterparts, and were 4-7% more likely to graduate from high school and enroll in and persist in a four-year college. Further findings indicate that student achievement in public schools has increased since the voucher program took effect.³

Negative – Carnoy et al studied the effects of competition brought about by MPCP on the student achievement in Milwaukee Public Schools (MPS) and found no indication that the availability of school choice improved student achievement in the public school system.⁴

Positive – Peterson et al evaluated the Cleveland Scholarship Program two years after implementation and found statistically significant gains in reading and math scores among scholarship students.⁵

Negative – The Cowen Institute found that in the 2010-11 school year, Louisiana students participating in the Scholarships for Educational Excellence Pilot Program scored lower in almost every grade and subject than students in neighboring failing public schools.⁶

Positive/Negative – In the Institute of Education Statistics' evaluations of the DC Opportunity Scholarship Program (OSP) after three years of implementation, researchers found a statistically significant impact on reading achievement, but found that students coming from schools *not* designated as "in need of improvement" did significantly better than those students coming from low-performing schools.⁷

Positive/Negative – Using data from 1998-2004, the Center for Evaluation and Education Policy evaluated the effectiveness of the Cleveland Scholarship Program and found that scholarship students significantly outperformed their public school counterparts in 6th-grade language arts, science, and social studies. However, no statistically significant difference was found when looking at overall performance.⁸

Key Policy Questions for State Leaders

In debating vouchers, scholarship tax credits and tax credit and deduction programs, state leaders may want to consider the following policy questions:

- Who will receive the voucher, scholarship tax credit, or tax credit/deduction? Is the program serving the students it is intended to serve?
- Will every student, regardless of income level, learning ability, and current school setting receive the same benefit?
- Will there be a scholarship cap and, if so, how will it be set?
- If there are more applicants than open seats, will the state require participating schools to use a lottery to determine student admission? Will private and parochial schools be allowed to deny admission to a student for certain reasons, such as discipline problems?

- How will equity issues, such as racial balance and special education, be addressed in voucher, tax credit or tax deduction program?
- How will receiving schools be held accountable for student performance?
- How will low-performing private schools that receive scholarship students be penalized?
- How does the program affect the relationship between church and state?
- Who will administer the program? Who will evaluate the program? Where will the funds originate from for the administration and evaluation of the program?
- How will competition affect public schools?

Conclusion

When the U.S. Supreme Court ruled in favor of the voucher program in Cleveland, Ohio in June 2002, it cleared away a federal constitutional cloud that had hovered over voucher debates for a long time. While uncertainties remain about whether voucher, scholarship tax credit, and individual tax credit and deduction programs will pass muster with some state constitutions, the debate over these programs in state capitals is growing at a remarkable speed, is ever-changing, and warrants our full attention.

Still, significant questions about these programs remain unanswered. As an increasing number of states and districts move forward with implementation of the programs, many hope that clear and consistent answers emerge around the following questions: Under what circumstances are these programs constitutional? Do these programs increase the number of educational opportunities available to children? Do these programs improve student achievement both within and outside of the program? How are public schools affected by these programs?

Notwithstanding the current absence of clarity on the effects of vouchers, scholarship tax credits and tax credits and deductions, the heated debate around these options is forcing states and communities to reexamine how to fulfill the American dream of ensuring that *every* child, regardless of race, class, or ability, receives a high-quality, equitable education.

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This analysis builds on a brief originally written by Todd Ziebarth.

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Equipping Education Leaders, Advancing Ideas

¹ American Federation for Children, *The Year of School Choice: 42 States Consider School Vouchers, Scholarship Tax Credits in 2011* (Washington, DC: American Federation for Children, June 16, 2011) <http://www.federationforchildren.org/articles/373>.

² Patrick J. Wolf, "The Comprehensive Longitudinal Evaluation of the Milwaukee Parental Choice Program: Summary of Final Reports," *SCDP Milwaukee Evaluation Report, no. 36 (Feb2012):1-24*, http://www.uaedreform.org/SCDP/Milwaukee_Eval/Report_36.pdf, (accessed September 23, 2012).

³ Patrick J. Wolf, "The Comprehensive Longitudinal Evaluation of the Milwaukee Parental Choice Program: Summary of Final Reports", *SCDP Milwaukee Evaluation Report, no. 36 (Feb2012):1-24*, http://www.uaedreform.org/SCDP/Milwaukee_Eval/Report_36.pdf, (accessed September 23, 2012).

⁴ M. Carnoy, F. Adamson, A. Chudgar, T.F. Luschei, and J.F. Witte, *Vouchers and Public School Performance* (Washington, DC: Economic Policy Institute, October 2007) http://www.epi.org/publication/book_vouchers/.

⁵ P. Peterson, W. Howell, and J. Greene, *An Evaluation of the Cleveland Voucher Program After Two Years* (Cambridge, MA: Program on Education Policy and Governance, June 1999) <http://www.hks.harvard.edu/pepg/PDF/Papers/clev2ex.pdf>.

⁶ Cowen Institute, *Private Schools and Choice: The Student Scholarships for Education Excellence Pilot Program in Orleans Parish* (New Orleans, LA: Cowen Institute for Public Education Initiatives, April 2012) <http://www.coweninstitute.com/wp-content/uploads/2012/04/Private-Schools-and-Choice-April-20121.pdf>.

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⁸ J. Plucker, P. Muller, J. Hansen, R. Ravert, and M. Makel, *Evaluation of the Cleveland Scholarship and Tutoring Program Technical Report 1998-2004* (Bloomington, IN: Center for Evaluation and Education Policy, February 2009) http://ceep.indiana.edu/projects/PDF/200602_Clev_Tech_Final.pdf.



Service-Learning

Schools of Success Evaluation Update

Education Commission of the States

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NCLC Schools of Success Network Shows that Service-Learning Quality Matters

By Paul Baumann

October 2012

INTRODUCTION

In 2010, the National Center for Learning and Citizenship (NCLC) established the Schools of Success, a national network of 19 schools that use service-learning as an instructional strategy.¹ Thanks to funding from the State Farm Companies Foundation and Learn and Serve America, the schools were part of a three-year project to examine how the elements of service-learning enhance student performance on key outcomes. Through this project, the NCLC has gathered robust data to support the notion that high-quality service-learning has a statistically significant and positive relationship with students' academic engagement, educational aspirations, acquisition of 21st century skills, and community engagement.

Key Findings:

- Student participation in high-quality service-learning is positively related to gains in the following key outcomes at statistically significant levels:
 - Academic engagement
 - Educational aspirations
 - Acquisition of 21st century skills
 - Community engagement.

- Teachers, administrators, and policymakers should to pay close attention to the *K-12 Service-Learning Standards for Quality Practice*² when creating and implementing service-learning programs; these standards appear to offer critical guidance in the “how to” of service-learning, particularly when student outcomes are a key concern.



National Center for Learning and Citizenship

BACKGROUND

The NCLC selected participating schools for the Schools of Success network based on their support of five elements critical to the successful, school-based integration of service-learning shown to lead to student achievement and success:

- 1) Vision and leadership
- 2) Curriculum and assessment
- 3) Professional development
- 4) Community-school partnerships
- 5) Continuous improvement.³

Each school received funding over three years (\$5,000 per year), on- and off-site professional development opportunities, and ongoing technical assistance to expand and deepen existing service-learning initiatives and build greater capacity within their school and district. In return, the NCLC asked schools to test and learn from leadership strategies that integrate and sustain quality service-learning for all students to succeed in school and in their communities.

The Schools of Success network had two funders—the State Farm Companies Foundation and the Corporation for National and Community Service/Learn and Serve America. Both required their own evaluation, so each year the NCLC completed two separate evaluations of the participating schools in the program, according to the funder for that school (see Table 1, below). State Farm-funded schools included 10 schools that ranged from preschool to high school. These schools could implement service-learning in any school subject area. Learn and Serve-funded schools included nine middle schools, all of which were designated as Title I schools (high poverty) during the time of this program. In addition, service-learning projects in the Learn and Serve-funded schools required a STEM focus.⁴

Exhibit 1: Schools of Success Network Participating Schools, by Funder

State Farm Funded (service-learning in any subject area)			Learn and Serve Funded (STEM-focused service-learning)		
duPont Manual High School	Louisville, KY	9-12 Magnate High School	Christian County Middle School	Hopkinsville, KY	6-8 Middle School
Grant's Lick Elementary School	Alexandria, KY	K-5 Elementary School	Detroit Edison Public School Academy	Detroit, MI	P-10 Public Charter School (only grades 6-8 participated)
Greendale Middle School	Greendale, WI	6-8 Middle School	Hopkinsville Middle School	Hopkinsville, KY	6-8 Middle School
Liberty High School	Louisville, KY	9-12 Alternative High School	MS 442	Brooklyn, NY	6-8 Middle School
Malcolm Shabazz City High School	Madison, WI	9-12 Alternative High School	New Foundations Charter School	Philadelphia, PA	P-10 Public Charter School (only grades 6-8 participated)
Montpelier High School	Montpelier, VT	9-12 High School	North Drive Middle School	Hopkinsville, KY	6-8 Middle School
Park Forest Elementary School	State College, PA	K-5 Elementary School	School for Global Leaders	New York, NY	6-8 Middle School
Patriot Academy	Madison, AL	9-12 Alternative High School	Sutter Middle School	Fowler, CA	6-8 Middle School
Raymond School District	Franksville, WI	K-8 School	Tupelo Middle School	Tupelo, MS	6-8 Middle School
Waterford High School	Waterford, CT	9-12 High School			

RESEARCH METHODS

The NCLC contracted with RMC Research Denver⁵ to examine the Schools of Success program’s effects on schools, community conditions, and students’ academic and civic engagement. While the evaluation was wide ranging, here we report on a subset of data gathered from a quasi-experimental assessment of the relationship between service-learning and key student outcomes. Participating students (those in classes that took part in service-learning activities) and matched-comparison students (those in classes that did not take part in service-learning activities) took surveys at the beginning and end of the school year. The results reported below are based on data gathered from these pre- and posttest surveys administered during the 2010-11 and 2011-12 school years.

RMC Research Denver developed two sets of pre- and posttest surveys: one for students in grades 3-5 and another for students in grades 6-12. The grades 6-12 survey included measures that are parallel to those in the grades 3-5 version. Measures included subscales with high reliabilities that assessed students’ academic engagement, acquisition of 21st century skills, and community engagement. In addition to these common measures, the grades 6-12 student survey included educational aspirations, and the survey administered to Learn and Serve-funded schools included STEM skills and interest. All items in the subscales were measured on a four-point scale with the following response categories: 1 = strongly disagree, 2 = disagree, 3 = agree, and 4 = strongly agree. Exhibit 2 provides sample survey items for the measures we discuss in this analysis.

Exhibit 2: Definition of Survey Measures for Student Outcomes

Measure	Definition	Sample Item(s) from Grades 6-12 survey	Number of Items in Grades 6-12 survey
Academic engagement	Affective, behavioral, and cognitive engagement in classes and schoolwork	* I feel that the schoolwork I am assigned is meaningful and important. * My classes are interesting to me.	9
Educational aspirations	Aspirations for graduation and postsecondary education / career	* I am likely to graduate from high school. * I am likely to continue my education beyond high school.	6
Acquisition of 21st century skills	Problem-solving skills, decision-making skills, ability to work on teams, communication skills, and leadership skills	* I am good at working as part of a team. * I am good at taking on different roles and responsibilities.	14
Community engagement	Awareness of community issues, involvement in the community, encouraging others to be involved in their community	* I am aware of the important needs in my neighborhood or community. * I talk with my friends about my neighborhood or community.	6

Participating students’ posttest surveys also included questions that allowed RMC to generate a measure of quality for the service-learning projects in which participating students engaged. RMC used the National Youth Leadership Council’s *K-12 Service-Learning Standards for Quality Practice*⁶ as the basis for its construction of student survey items related to service-learning quality. In a series of questions, students were asked to assess the extent to which their service-learning experiences: (1) provided opportunities for students to engage in meaningful service; (2) were explicitly linked to the curriculum; (3) provided multiple opportunities for student reflection; (4) promoted understanding of diversity and mutual respect; (5) emphasized youth voice in planning, implementation, and evaluation; (6) included partnerships between the school and community; (7) included ongoing progress monitoring; and (8) had sufficient duration and intensity.

RMC then used these student ratings of service-learning quality to separate the participating students into a group that participated in “higher-quality” service-learning and a group that participated in “lower-quality” service-learning.⁷ Throughout the course of ongoing conversations, technical assistance, and site visits, NCLC staff members noted the varying extent to which the participating schools were implementing service-learning according to the *K-12 Service-Learning Standards for Quality Practice*. RMC’s classification of students’ service-learning experience according to quality helps to account for this variation in implementation. The classification also allows for more fine-grained analysis between the pre- and posttest scores of various groups of students, including:

- Participant (service-learning) and comparison (no service-learning)
- Higher-quality service-learning and lower-quality service-learning
- Higher-quality service-learning and comparison (no service-learning).

RESULTS: ACADEMIC ENGAGEMENT⁸

As shown in Exhibits 3, 4, 5, and 6, service-learning is related positively at statistically significant levels with students' academic engagement.

- Exhibit 3 shows an instance in which participant students' academic engagement scores went up while comparison students' academic engagement scores declined.

Exhibit 3: Student Differences over Time on Academic Engagement for Service-Learning and Comparison Groups

	Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded							
SY 2011-12	414	2.96	3.00	160	2.96	2.90	.047*
Grades 6-12							

* $p \leq .05$

Note: For all questions, responses were rated on a four-point scale, where 1 = Strongly Disagree, 2 = Disagree, 3 = Agree, and 4 = Strongly Agree.

- Exhibits 4 and 5 show academic engagement score changes over time for two sets of higher-quality and lower-quality service-learning students. In Exhibit 4, higher-quality service-learning students experienced a gain in academic engagement while lower-quality service-learning students experienced a drop in academic engagement. Although all students represented in Exhibit 5 experienced a drop in academic engagement, students who participated in higher-quality service-learning experienced a much smaller drop than did students who experienced lower-quality service-learning.

Exhibit 4: Service-Learning Quality as a Moderator for Academic Engagement
(Learn & Serve Funded, SY 2010-11, Grades 6-8)

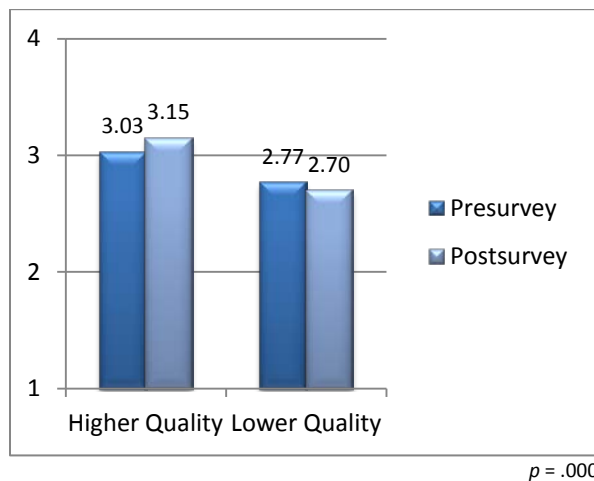
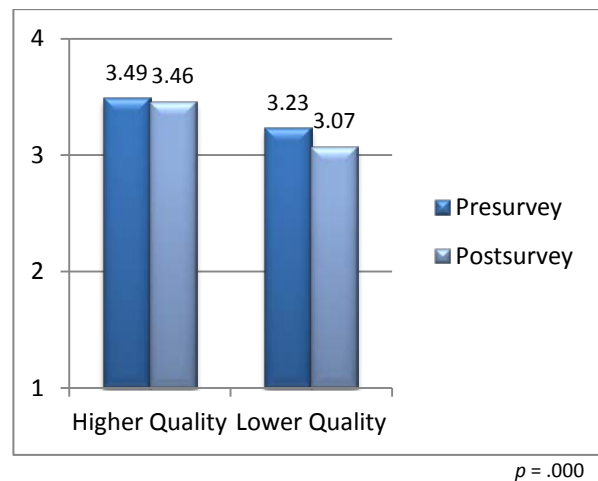


Exhibit 5: Service-Learning Quality as a Moderator for Academic Engagement
(State Farm Funded, SY 2011-12, Grades 3-5)



- Exhibit 6 shows difference between two groups of higher-quality service-learning students' and comparison (no service-learning) students' pre- and posttest scores for academic engagement. In both instances shown, higher-quality service-learning students experience a gain in academic engagement while comparison students experience a decline in academic engagement, all at statistically significant levels.

Exhibit 6: *Group Differences over Time on Academic Engagement When Comparing Students in High-Quality Programs with Comparison Students*

	High-Quality Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded SY 2010-11 Grades 6-12	245	3.09	3.13	166	2.95	2.89	.028*
State Farm Funded SY 2011-12 Grades 6-12	205	3.12	3.19	160	3.04	2.94	.002**

* $p \leq .05$, ** $p \leq .01$

RESULTS: EDUCATIONAL ASPIRATIONS

Exhibits 7 and 8 display evidence demonstrating that service-learning is positively correlated to students' gain in educational aspirations at statistically significant levels.

- Exhibit 7 shows the differences in pre- and posttest scores for a set of service-learning and comparison (no service-learning) students.

Exhibit 7: *Student Differences over Time on Educational Aspirations for Service-Learning and Comparison Groups*

	Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded							
SY 2010-11	505	3.72	3.76	166	3.73	3.70	.05*
Grades 6-12							

* $p \leq .05$

- Exhibit 8 shows this difference for a set of higher-quality service-learning and comparison students.

EXHIBIT 8: *Group Differences over Time on Educational Aspirations When Comparing Students in High-Quality Programs to Comparison Students*

	High-Quality Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
Learn & Serve Funded							
SY 2010-11	203	3.69	3.78	142	3.72	3.68	.017*
Grades 6-8							

* $p \leq .05$

In both instances, those students who participated service-learning/higher-quality service-learning showed an increase in educational aspirations while comparison students showed a decrease in educational aspirations.

RESULTS: 21st CENTURY SKILLS

The data arrayed in Exhibits 9, 10, 11, and 12 demonstrate that participation in service-learning is positively correlated at statistically significant levels with students' acquisition of 21st century skills.

- As shown in Exhibits 9, 10, and 11, students who participated in higher-quality service-learning experienced a gain in acquisition of 21st century skills while students who participated in lower-quality service-learning experienced a slight decline in acquisition of 21st century skills.

Exhibit 9: Service-Learning Quality as a Moderator for Acquisition of 21st Century Skills
(State Farm Funded, SY 2010-11, Grades 3-5)

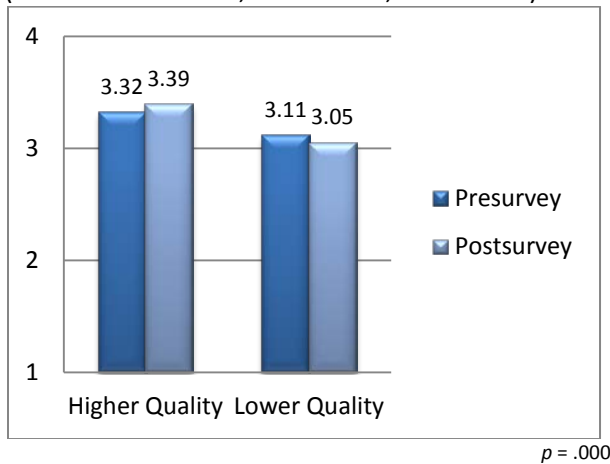


Exhibit 10: Service-Learning Quality as a Moderator for 21st Century Skills
(Learn & Serve Funded, SY 2010-11, Grades 6-8)

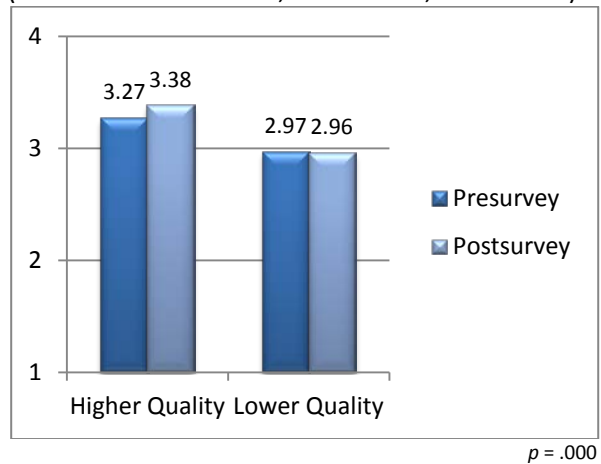
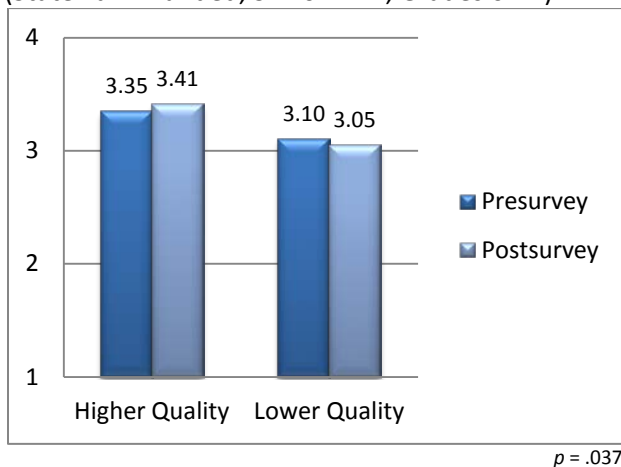


Exhibit 11: Service-Learning Quality as a Moderator for 21st Century Skills
(State Farm Funded, SY 2011-12, Grades 6-12)



- Exhibit 12 shows difference between two groups of higher-quality service-learning students' and comparison (no service-learning) students' pre- and posttest scores for acquisition of 21st century skills.

Exhibit 12: *Group Differences over Time on Acquisition of 21st Century Skills When Comparing Student in High-Quality Programs with Comparison Students*

	High-Quality Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded SY 2011-12 Grades 3-5	105	3.38	3.40	154	3.31	3.17	.015*
State Farm Funded SY 2011-12 Grades 6-12	202	3.35	3.41	160	3.25	3.22	.048*

* $p \leq .05$

In all instances shown, high-quality service-learning students show a gain in acquisition of 21st century skills while comparison students show a decline in acquisition of 21st century skills, both at statistically significant levels.

RESULTS: COMMUNITY ENGAGEMENT

Exhibits 13, 14, 15, and 16 show that students' participation in service-learning has a positive influence on their level of community engagement at statistically significant levels.

- Exhibit 13 shows an instance in which the mean of both service-learning and comparison (no service-learning) students declined in community engagement over the course of a year. The decline for service-learning students, however, was far less severe (.07) than for comparison students (.24).

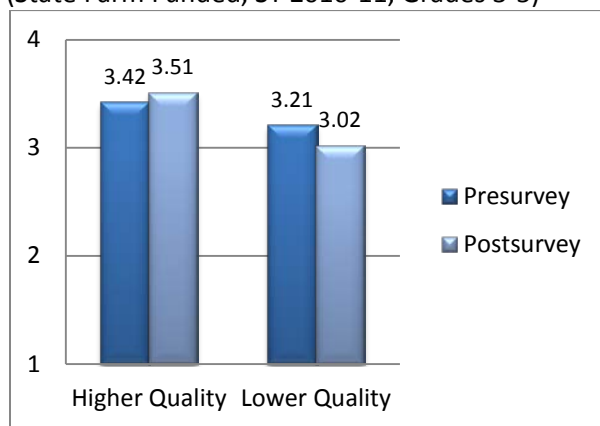
Exhibit 13: Student differences on Community Engagement for Service-Learning and Comparison Groups

	Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded SY 2011-12 Grades 6-12	401	2.70	2.63	149	2.80	2.56	.003*

* $p \leq .05$

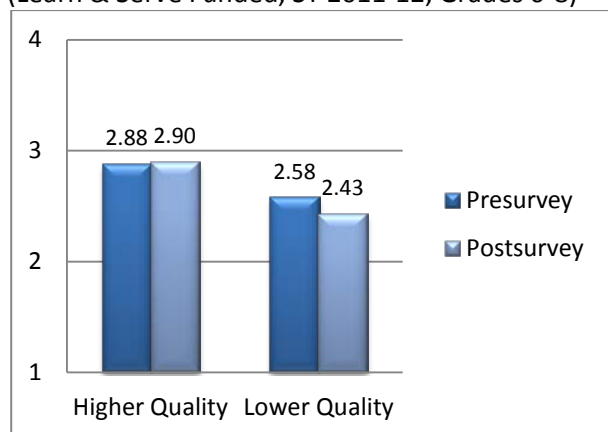
- Exhibits 14, 15, and 16 show a number of instances in which the levels of community engagement increased for students participating in high-quality service-learning while community engagement scores for students participating in lower-quality service-learning or no service-learning simultaneously declined, all at statistically significant levels.

Exhibit 14: Service-Learning Quality as a Moderator for Community Engagement (State Farm Funded, SY 2010-11, Grades 3-5)



$p = .000$

Exhibit 15: Service-Learning Quality as a Moderator for Community Engagement (Learn & Serve Funded, SY 2011-12, Grades 6-8)



$p = .024$

Exhibit 16. Group Differences over Time on Community Engagement When Comparing Students in High-Quality Programs with Comparison Students

	High-Quality Service-Learning			Comparison			Significance
	N	Pretest Mean	Posttest Mean	N	Pretest Mean	Posttest Mean	
State Farm Funded SY 2010-2011 Grades 3-5	115	3.43	3.51	35	3.20	2.97	.006**
State Farm Funded SY 2010-2011 Grades 6-12	238	2.88	3.01	150	2.63	2.60	.010**
State Farm Funded SY 2011-2012 Grades 3-5	105	3.38	3.40	154	3.31	3.17	.015*
State Farm Funded SY 2011-2012 Grades 6-12	198	2.88	3.09	149	2.67	2.60	.000**

* $p \leq .05$, ** $p \leq .01$

CONCLUSIONS AND NEXT STEPS

The evaluation findings presented in this analysis show that service-learning has a clear, positive, and statistically significant relationship with students' academic engagement, educational aspirations, acquisition of 21st century skills, and community engagement. The findings of this evaluation clearly point to at least one cross-cutting implication: *quality matters*.

When RMC divided site-level implementation of service-learning into "higher quality" and "lower quality," those students who indicated that they participated in higher-quality service-learning experienced greater gains at higher levels of statistical significance on most key outcomes than did students who participated in lower-quality service-learning or no service-learning. Because RMC used the National Youth Leadership Council's *K-12 Service-Learning Standards for Quality Practice* as the basis for its construction of student survey items related to assessment of quality, these results suggest that teachers, administrators, and policymakers need to pay close attention to the quality standards when creating and implementing service-learning programs. These standards appear to offer critical guidance in the "how to" of service-learning, particularly when student outcomes are a key concern.

Further, the results presented here suggest that students may actually be harmed when service-learning is implemented poorly. The outcome scores for students that participated in lower-quality service-learning didn't remain constant from pretest to posttest. These scores typically declined. In many instances, this decline was actually *larger* than the gain students received from participating in high-quality service-learning.

Nevertheless, the benefits from service-learning may appear to be minor given the small (though consistent) increases service-learning students gained on most outcome measures. (Most gains were less than .25 on a four-point scale, and many were less than .10.) In interpreting these apparently small increases, consideration of the length of the evaluation period (one academic year, or approximately nine months), and how increases may accumulate over time is necessary. For example, a student who participates in several consecutive school years of service-learning may very well accumulate these increases over time (e.g., a .12 gain for a single year may be a much larger gain over four years). As a next step in this line of research, longitudinal studies will be necessary to confirm whether or not this is the case. In addition, analysis of aggregated data from across similar service-learning programs is necessary to further solidify the findings of NCLC's own evaluations.

ENDNOTES

¹ The Schools of Success network was part of a larger evaluation study conducted by RMC Research Denver that used a set of common measures across a cluster of Learn and Serve states (Arizona, Hawaii, Louisiana, Michigan, Minnesota, Missouri, Ohio, and Wisconsin) and national programs (e.g., Youth Service America's STEMester of Service).

² *K-12 Service-Learning Standards for Quality Practice* (Saint Paul, MN: National Youth Leadership Council, 2009).

³ T. Pickeral, T. Lennon, and J. Piscatelli, *Service-Learning Policies and Practices: A Research-Based Advocacy Paper* (Denver, CO: Education Commission of the States, 2008).

⁴ While we did assess the relationship between service-learning and student outcomes related to STEM coursework, we do not provide these data here. Additional reports that address our findings on STEM and service-learning will be forthcoming.

⁵ RMC also conducted evaluations of other states and national programs in our Learn and Serve cluster.

⁶ *K-12 Service-Learning Standards for Quality Practice* (Saint Paul, MN: National Youth Leadership Council, 2009).

⁷ A median split was conducted on the student-rated service-learning program quality subscale. Two categories were created from the split (higher-quality and lower-quality programs).

⁸ In an effort to keep this issue brief concise, we do not provide all evaluation results here. Please contact Paul Baumann, NCLC Director at pbaumann@ecs.org if you wish to receive copies of the complete evaluations.

ACKNOWLEDGEMENTS

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Equipping Education Leaders, Advancing Ideas

Vouchers, Scholarship Tax Credits, and Individual Tax Credits and Deductions

By Emily Workman

October 2012

Parental choice of schools is one of today's more controversial education issues. The term "choice" encompasses a range of options and arguably the most contentious of them allow for the use of public money to attend private and parochial schools, usually through a voucher, scholarship tax credit, or individual tax credit and deduction. For supporters, these options provide greater educational opportunities for students and, by introducing competition into the system, ultimately lead to the improvement of public schools. For opponents, however, these options are seen as violating the separation of church and state established in the First Amendment and siphoning money away from the public education system, thereby threatening the very existence of public education.

Whatever one's position on vouchers, scholarship tax credits, and individual tax credits and deductions, it is clear these options continue to gain traction in statehouses across the country and are a highly contentious issue between political parties at the state and federal level. In 2011 alone, 42 states¹ introduced legislation to expand school voucher or tax-credit programs, seven new private school choice programs were launched, and 11 existing programs were expanded². This analysis provides a national picture with a summary of the existing voucher, scholarship tax credit, and individual tax credit and deduction policies in the states, presents opposing viewpoints about them, briefly summarizes the existing research concerning these policies, and offers key policy questions for state leaders to consider.

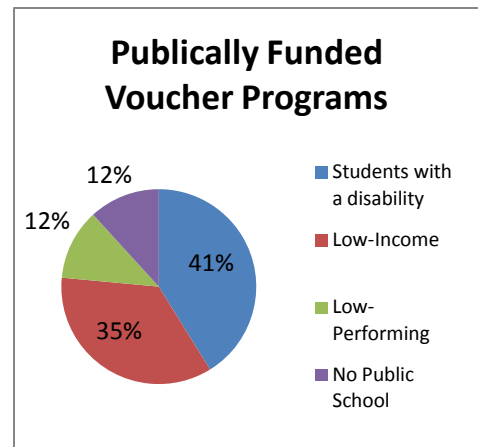
Definitions

- **Publicly funded voucher** – payment the government makes to a parent, or an institution on a parent's behalf, to be used for a child's education expenses.
- **Scholarship tax credit** – reductions to a corporation or individual's tax liability for donations to a Scholarship Granting Organization that distributes scholarships to eligible students.
- **Individual tax credit** – provides direct reductions to an individual's tax liability based on personal educational expenses incurred for household dependents. For example, Jack owes \$1,000 in income taxes. He is eligible, however, for a given state's \$500 tax credit. He subtracts the \$500 tax credit from the \$1,000 tax liability and now owes \$500 in income taxes.
- **Individual tax deduction** – reduction in taxable income made prior to the calculation of tax liability based on personal educational expenses incurred for household dependents. For instance, Jill has a taxable income of \$100,000. She, however, is eligible for a given state's \$1,500 tax deduction. She subtracts the \$1,500 from her income of \$100,000, and now has \$98,500 in taxable income.
- **Education savings account** – a private savings account managed by a parent who receives a deposit from the government, to be used for a child's education expenses.

Overview

Vouchers – 11 states and D.C. offer a total of 16 publicly funded voucher programs to eligible students.

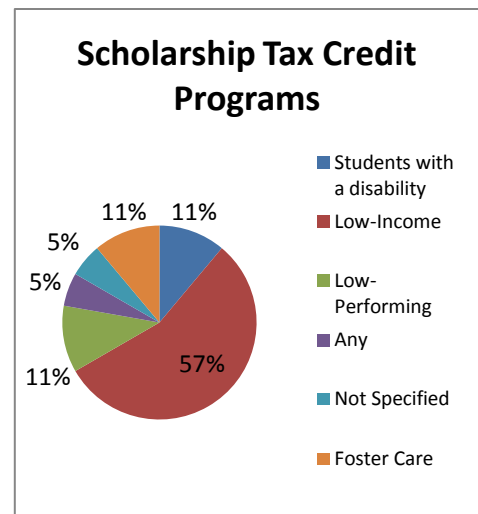
- Six states/seven programs offer vouchers to students with a disability.
- Five states/six programs offer vouchers to low-income students.
- Two states offer vouchers to students from low-performing schools.
- Two states offer vouchers to students residing in a school district that does not have a public school.



Education Savings Account – one state offers an education savings account.

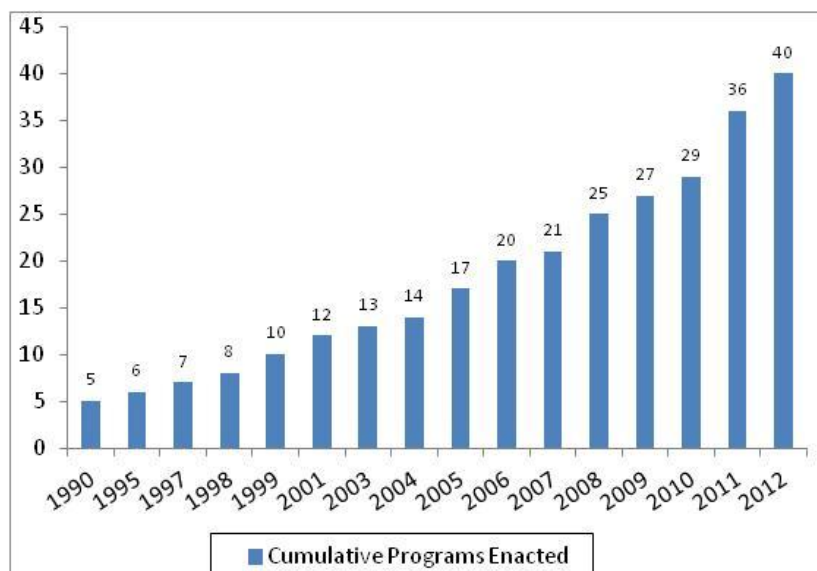
Scholarship Tax Credits – 11 states offer a total of 14 tax credits to individuals and/or corporations.

- Ten states/11 programs offer vouchers via tax credits to low-income students.
- Two states offer vouchers via tax credits to special education students.
- Two states offer vouchers to students from low-performing schools.
- Two states offer vouchers to students in foster care
- One state offers vouchers to all residents.
- One state does not specify eligibility.



Individual Tax Credits/Deductions – Six states offer a total of nine individual tax credits and deductions.

Voucher, Scholarship Tax Credit, and Individual Tax Credit and Deduction



Publicly Funded Vouchers

The following table provides information on the 16 publicly-funded voucher programs currently available to students in 11 states and Washington, D.C. Every voucher is targeted at either students with a disability, low-income students, students attending a low-performing school/district, or two or more of these eligibility requirements. There are also town tuitioning programs in Maine and Vermont that offer scholarships to students who live in towns that do not have a public school.

Enrollment Cap: A total of four states currently have an annual enrollment cap set. Many of the policy changes to programs in 2011 expanded or eliminated enrollment caps, such as the Ohio Educational Choice Scholarship Program and the Milwaukee Parental Choice Program.

Scholarship Cap: Every program includes a scholarship cap which limits the amount of funding granted to a student. Most states require that scholarships are the lesser of state per pupil expenditure allocation, private school tuition, and a set dollar amount. Some states provide a smaller proportion of the total available funding to student's whose household family income is above a specified level.

Testing Requirements: Central to the school voucher debate is whether private schools are being held accountable for student results. In order to increase accountability to the public, six states and nine programs require private schools to administer statewide assessments to all students enrolled in private schools receiving voucher funds. One state requires a nationally norm-referenced test to be administered to scholarship students, and two states permit parents to request that their child be included in statewide testing.

PUBLICLY FUNDED VOUCHER PROGRAMS								
STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
D.C. [D.C. CODE ANN. § 38-1853]	DC Opportunity Scholarship Program	Household income cannot exceed 185% of the poverty level as defined by the Office of Management and Budget ¹			N/A	2011-12 school year – Grades K-8: \$8,000 Grades 9-12:\$12,000 *Rates adjusted for inflation each year thereafter	School required to administer a nationally norm-referenced test	
Florida [FLA. STAT. ch. 1002.39]	The John M. McKay Scholarships for Students with Disabilities Program		Individual Education Plan (IEP) or a 504 Accommodation Plan		N/A	Cost of educating the student in originating district, or tuition of private school, whichever is less	Parental request	

¹ For students who held a scholarship the previous year (returning students), household income cannot exceed 300% of the poverty level. In addition, priority is given to students from a school identified for improvement, corrective action, or restructuring.

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Georgia [GA. CODE. ANN. § 20-2-2110]	Georgia Special Needs Scholarship Program		Individual Education Plan (IEP)		N/A	Cost of educating the student in originating district, or tuition of private school, whichever is less	Parental request However, school is required to administer pre- and post assessments	
Indiana [IND. CODE ANN. § 20-51-4; S.B. 296 (2012)]	Choice Scholarship Program	Household annual income must not exceed 200% of the amount required to qualify for F/R lunch			July 2012–June 2013: 15,000 scholarships No cap indicated thereafter	The lesser of: 1. Private school tuition; 2. An amount equal to: a. 90% of the state tuition for F/R lunch students b. 50% of the state tuition for household annual income of not more than 150% of amount required to qualify for F/R lunch 3. \$4,500 for grades 1–8	School required to administer Indiana Statewide Testing for Educational Progress (ISTEP)	
Louisiana [LA. REV. STAT. ANN. § 17:4011; H.B. 976 (2012)]	Student Scholarships for Educational Excellence Program	Household annual income cannot exceed 250% of the federal poverty guidelines		Must have been enrolled in or be entering kindergarten in a public school that was labeled “C,” “D” or “F” for the most recent year ²	N/A	Amount must be equivalent to the amount allocated per pupil to the local school system, considering all student characteristics.	School required to administer all examinations required pursuant to the school and district accountability system	Public schools rated “A” or “B” may participate
Louisiana [LA. REV. STAT. ANN. § 17:4031/ HB 911 (2012)]	The School Choice Program for Certain Students with Exceptionalities		Individual Education Plan (IEP), excluding those deemed gifted or talented		N/A	Amount must be equivalent to 50% of the per pupil allocation of state funds but not exceed the amount of tuition of private school	N/A	

² Priority given to those students attending a public school that received a letter grade of “D” or “F.”

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Ohio [OHIO REV. CODE ANN. § 3310.02]	Educational Choice Scholarship Pilot Program			Must have been enrolled in a school declared in a state of academic emergency or academic watch on at least two of three most recent ratings, received a score on the performance index in the lowest 10%, or the district was not declared to be excellent or effective in the most recent rating ³	60,000 students	The lesser of: 1. Private school tuition; 2. An amount equal to a. Grades K-8 - \$4,250 b. Grades 9-12 - \$5,000	School required to administer all statewide assessments	
Ohio [OHIO REV. CODE ANN. § 3313.974]	Pilot Project Scholarship Program – (Cleveland)	Priority granted to household annual income less than 200% of the poverty level			N/A	The lesser of: 1. Private school tuition; 2. An amount equal to a. Grades K-8 - \$4,250 b. Grades 9-12 - \$5,000 Family income at or above 200% of the poverty level qualify for 75% of scholarship amount Family income below 200% of the poverty level qualify for 90% of the scholarship amount.	School required to administer all statewide assessments	Adjacent school districts may participate
Ohio [OHIO REV. CODE ANN. § 3310.52]	Jon Peterson Special Needs Scholarship Program		Individual Education Plan (IEP)		Scholarships awarded annually cannot exceed 5% of the total number of students with a disability residing in the state	The lesser of: 1. Private school tuition 2. Base per student state aid plus weights based on disability 3. \$20,000	School required to administer all statewide assessments, unless the student is excused under federal law or the student's IEP	Alternative public provider may participate

³ Priority granted to students with a household annual income of less than 200% of the poverty level.

PUBLICLY FUNDED VOUCHER PROGRAMS

STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Ohio [OHIO REV. CODE ANN. § 3310.41]	Autism Scholarship Program		Identified as autistic and have Individual Education Plan (IEP)		N/A	\$20,000 or private school tuition, whichever is less	N/A	
Oklahoma [OKLA. STAT. tit. 13 §101.1]	Lindsey Nicole Henry Scholarships for Students with Disabilities Program		Individual Education Plan (IEP)		N/A	Total state aid multiplied by the grade and disability weights or private school tuition, whichever is less, (minus up to 2.5% retained for administrative services)	N/A	
Utah [UTAH CODE ANN. § 53A-1a-701]	Carson Smith Scholarships for Students with Special Needs Act		Individual Education Plan (IEP) or an assessment team is able to determine that the student has a disability		N/A	The lesser of: 1. a. For students averaging 3+ hours per day in special education – weighted per pupil unit multiplied by 2.5 b. For students averaging less than 3 hours per day in special education – weighted per pupil unit multiplied by 1.5 c. For students enrolled in a half-day kindergarten – the amount specified in 1. a or b multiplied by .55. 2. Private school tuition	Required to administer annual assessment	
Wisconsin [WIS. STAT. § 119.23]	Milwaukee Parental Choice Program	Household income cannot exceed an amount equal to 300% of the poverty level			N/A	\$6,442 or private school tuition, whichever is less	School required to administer all statewide assessments, including a 3rd-grade reading test	

PUBLICLY FUNDED VOUCHER PROGRAMS								
STATE	TITLE	STUDENT ELIGIBILITY			ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
		Low-Income	Special Education	Low-Performing School/District				
Wisconsin [WIS. STAT. § 118.6]	Parental Private School Choice Program (Racine)	Household income cannot exceed an amount equal to 300% of the poverty level			2012-13 – 500 students Cap eliminated thereafter	\$6,442 or private school tuition, whichever is less *Private school can charge some tuition to students in grades 9-12 with a household income that exceeds an amount equal to 220% of the poverty level	School required to administer all statewide assessments, including a 3rd-grade reading test	

PUBLICLY FUNDED VOUCHER PROGRAMS – TOWN TUITIONING						
STATE	TITLE	STUDENT ELIGIBILITY	ENROLLMENT CAP	SCHOLARSHIP CAP	TESTING REQUIREMENTS	OTHER
Maine [ME. REV. STAT. ANN. tit. 20-A § 5203]	Town Tuitioning	Identified sending town that does not have a public school	N/A	Elementary public schools – receiving school's per student cost Elementary private schools – average statewide per student cost in all public elementary schools Public high schools – receiving school's per student cost or average statewide per student cost, whichever is less Private high school – average state per student cost plus an insured value factor	Any school that enrolls 60% or more publicly funded students must administer statewide assessments	Public schools within and outside of state may participate as well
Vermont [VT. STAT. ANN. tit. 21 § 16-821]	Town Tuitioning	Identified sending town that does not have a public school	N/A	Whichever is less: 1. The statewide average per pupil amount 2. The average per-pupil amount the district pays for its other resident elementary pupils enrolled in a private school 3. Private school tuition	N/A	

Education Savings Account

Arizona is the only state that offers an education savings account to students. While Arizona's school voucher program was found unconstitutional in 2009 for disbursing public funds to private and religious schools, the education savings account, while still facing legal challenges in court, has thus far been considered constitutional because the use of public funds can take place within or outside of the public sector. Every parent granted an education savings account is required to provide written agreement that he/she *does not* intend to enroll the child in a public school, but *will* ensure that that child receives an education.

EDUCATION SAVINGS ACCOUNT						
STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP CAP	ENROLLMENT CAP	DURATION	PERMITTED EXPENSES
Arizona [ARIZ. REV. STAT. § 15-2401]	Arizona Empowerment Scholarship	Either: 1. Identified as having a disability 2. Attending a school assigned a letter grade of D or F 3. Previous recipient of a scholarship issued pursuant to § 15-891 or this section. 4. A child of a guardian who is on active duty in the military 5. A ward of the juvenile court	90% of per student funding	N/A	Account closed following: 1. Graduation from a postsecondary institution or 2. After any period of four consecutive years after high school graduation	Nongovernmental school tuition, including postsecondary, therapy, tutoring, extracurricular services, textbooks, and curriculum

Scholarship Tax Credits

The following table provides information on the 14 scholarship tax-credit programs currently available to students in 11 states. Unlike voucher programs, where public funding goes directly to parents for private school tuition, these scholarships are funded via donations made by taxpayers in exchange for a tax credit. The donations are made to a nonprofit entity called a scholarship granting organization that is required to allocate between 80-95% of its revenues to scholarship recipients.

Student eligibility: The most common student eligibility requirement is low household income, although some states also include and/or prioritize students from low performing schools, or those in foster care placement. Georgia is the only state that opens eligibility to all state residents.

Scholarship cap: Every program includes a scholarship cap which limits the amount of funding granted to a student. Most states require that scholarships are the lesser of state per pupil expenditure allocation (or a proportion thereof), private school tuition, or a set dollar amount. Some states provide a smaller proportion of the total available funding to students whose household family income is above a specified level.

Taxpayer limit: For taxpayers, almost all states set a cap on the total contribution permitted annually.

Statewide cap: The large majority of programs set a statewide cap on the dollar amount of tax credits permitted per year; however these vary significantly with the lowest being \$1 million annually and the highest capped at \$229 million. Two programs do not set a cap.

Testing requirements: Two states require the administration of statewide assessments, one state permits parents to elect for their child to take the statewide test, and two require the state to administer a nationally norm-referenced test.

SCHOLARSHIP TAX CREDITS							
STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Arizona [ARIZ. REV. STAT. § 43-1089; 43-1602]	Individual School Tuition Organization Tax Credit	N/A	Allocate at least 90% of revenues to scholarships	N/A	\$500 – individual \$1000 – couple	N/A	N/A
Arizona [ARIZ. REV. STAT. § 43-1183; 43-1504]	Corporate School Tuition Organization Tax Credit	Family income must not exceed 185% of the amount required to qualify for F/R lunch	Allocate at least 90% of revenues to scholarships	FY2012 – \$4,800 for K-8 students and \$6,100 for 9-12 The limitation amount is increased by \$100 every year	No limit, but amount must be preapproved by department of revenue	\$10 million - 2006 20% increase each year beginning 2007-08	N/A

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Arizona [ARIZ. REV. STAT. § 43-1184; 43-1505]	Corporate Scholarship Tax Credit Program for Disabled Children and Foster Children (Lexie's Law)	Student with a disability <i>or</i> Student placed in foster care	Allocate at least 90% of revenues to scholarships	90% of the amount of state aid allocated to originating district or tuition of private school, whichever is less	No limit, but amount must be preapproved by department of revenue	\$5 million	N/A
Florida [FLA. STAT. ch. § 220.187; 1002.395]	Corporate Tax Credit Scholarship Program	Qualify for F/R lunch and entering school in grade K-5 ⁴ <i>or</i> Placed in foster care	N/A	2012-13 – \$4,335. Adjusted annually Annual limit reduced by 25% if household income is equal to or greater than 200%, but less than 215% of the federal poverty level Annual limit reduced by 50% if household income level is equal to or greater than 215% but equal to or less than 230% of the federal poverty level	N/A	2012-13 – \$229 million Starting 2013-14 – increase by 25% in any year which the annual tax credit amount for the prior state fiscal year is equal to or greater than 90% of the tax credit cap	Parent request Required to either administer a nationally norm-referenced test identified by the Department of Education or the statewide assessment to students in grades 3-10
Georgia [GA. CODE. ANN. § 48-7-29.16; 20-20A]	Georgia Private School Tax Credit	Georgia resident	Allocate at least 90% of revenues to scholarships	N/A	Single individual – \$1,000 Married couple – \$2,500 A corporation or other entity – 75% of the corporation's income tax liability	\$50 million per tax year, adjusted for inflation annually until January 1, 2018	N/A

⁴ For students who held scholarship the previous year (returning students) – household income level no more than 230% of the federal poverty level

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Indiana [IND. CODE ANN. § 6-3.1-30.5]	School Scholarship Tax Credit Program	Household annual income must not exceed 200% of the amount required to qualify for F/R lunch	N/A	The lesser of: 1. Private school tuition; 2. An amount equal to a. 90% of the state tuition for students who qualify for F/R lunch b. 50% of the state tuition for students from a household with an annual income of not more than 150% of the amount required to qualify for F/R lunch 3. \$4500 for grades 1-8	Credit is equal to 50% of the amount of the contribution made	\$5 million July 2012 – June 2013 – Maximum 15,000 scholarships awarded	School required to administer Indiana Statewide Testing for Educational Progress (ISTEP)
Iowa [IA. CODE. § 422.11S]	School Tuition Organization Tax Credit	Household annual income must not exceed 300% of the federal poverty guidelines	Allocate at least 90% of revenues to scholarships	N/A	Credit is equal to 65% of the amount of the contribution made	\$8,750,000	N/A
Louisiana HB 969 (2012)	Tax Credit for Donations to School Tuition Organizations	Household annual income cannot exceed 250% of the federal poverty guidelines	Allocate at least 95% of revenues to scholarships	Grades K-8 – private school tuition or 80% of the state average per pupil funding, whichever is less Grades 9-12 – private school tuition or 90% of the state average per pupil funding, whichever is less	N/A	N/A	Annually administer the state test associated with the school and district accountability system

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
New Hampshire [N.H. REV. STAT. ANN. § RS 77 G:1]	Corporate Education Tax Credit ⁵	Household income less than or equal to 300% of the federal poverty guidelines At least 40% of scholarships must go to students qualified for F/R lunch	Allocate at least 90% of revenues to scholarships	2013-14 – \$2,500, adjusted annually for inflation thereafter Minimum value granted to a student receiving special education services must be 175% of the maximum average scholarship	Credit is equal to 65% of the amount of the contribution made	\$3,400,000 for the first program year and \$5,100,000 for the second program year	N/A
Oklahoma [OKLA. STAT. tit. 68 § 2357.206]	Oklahoma Equal Opportunity Education Scholarship Act	Household annual income amount less than or equal to 300% of the income standard used to qualify for F/R lunch <i>or</i> student's assigned public school identified for school improvement	Allocate at least 90% of revenues to scholarships	General education student – \$5,000, or 80% of the average per-pupil expenditure in the school district where the recipient student resides, whichever is greater Special needs student (w/ IEP) – \$25,000	Single individual – \$1,000 A corporation or other entity – \$100,000 Credit is equal to 50% of the amount of the contribution made, but increases to 75% if commitment given to contribute same amount for two additional consecutive years	Single/married individuals – \$1,750,000 annually Corporation or other entity – \$1,750,000 annually	N/A
Pennsylvania [PA. STAT. ANN. tit. 72 § 8701-F]	Educational Improvement Tax Credit	Household annual income of not more than \$60,000, plus income allowance of \$12,000 per child in household (additional support level factor included for students with disabilities)	Allocate at least 80% of revenues to scholarships *Two orgs: 1. General scholarship organizations and 2. Pre-k scholarship organizations	Private school tuition	2012-13 – \$400,000 annually 2013-14 – \$750,000 annually General Scholarship org – Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years Pre-K Scholarship org – Credit is equal to 100% of the first \$10,000 and up to 90% of the remaining amount contributed, up to a maximum credit of \$200,000 annually.	Total tax credits – \$44,666,667 Pre-K scholarship orgs – \$10 million	N/A

⁵ Program implementation in 2013.

SCHOLARSHIP TAX CREDITS

STATE	TITLE	STUDENT ELIGIBILITY	SCHOLARSHIP GRANTING ORGANIZATION REQUIREMENT	SCHOLARSHIP CAP	CREDIT LIMIT		TESTING REQUIREMENT
					Taxpayer Limit	Statewide Cap	
Pennsylvania [PA. STAT. ANN. tit. 72 § 8701-G.1]	Educational Opportunity Scholarship Tax Credit	Household annual income of not more than \$60,000, plus income allowance of \$12,000 per child (plus additional support level factor for students with disabilities) ⁶ <i>and</i> Attends a low achieving public school ⁷	Allocate at least 80% of revenues to scholarships	\$8,500 – student without a disability \$15,000 – with a disability	2012-13 – \$400,000 annually 2013-14 and each fiscal year thereafter – \$750,000 annually Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years	\$50 million	N/A
Rhode Island [R.I. GEN. LAWS § 44-62-1]	Tax Credits for Contributions to Scholarship Organizations	Household annual income cannot exceed 250% of the federal poverty guidelines	Allocate at least 90% of revenues to scholarships	N/A	\$100,000 annually Credit is equal to 75% of the amount of the contribution made, but increases to 90% if commitment given to contribute same amount for two additional consecutive years	\$1 million	N/A
Virginia [VA CODE ANN. § 58.1-439.26]	Education Improvement Scholarships Tax Credits.	Household annual income cannot exceed 300% of the current poverty guidelines <i>or</i> students with a disability	Allocate at least 90% of revenues to scholarships	the lesser of private school tuition or 100% of the per-pupil amount distributed to the local school division	Credit is equal to 65% of the amount of the contribution made Individual/Couple – Minimum \$500/Maximum \$50,000 annually Corporation – No limit	\$25 million	Must administer a national norm-referenced test

⁶ Beginning 2013-2014 – Total household income requirements to increase to \$75,000/\$15,000.

⁷ Priority given to applicants with a household income that does not exceed 185% of the federal poverty level; and who resides within specified districts. Specified district includes: (i) a first class school district; (ii) a school district with an average daily membership greater than 7,500 and that receives an advance of its basic education subsidy at any time; or (iii) a school district that receives an advance of its basic education subsidy at any time and is either subject to a declaration of financial distress or engaged in litigation against the commonwealth in which the school district seeks financial assistance from the commonwealth to allow the school district to continue to operate.

Individual Tax Credits/Deductions

The following table provides information on the nine programs currently available in six states to taxpayers with dependents. The most significant difference with these programs is that taxpayers are responsible upfront for expenditures incurred and must wait until their tax return is processed to receive the benefit of an earned tax credit or deduction. Consequently, this option is inaccessible for some low-income families who do not have disposable income for education-related costs, or families whose income is so low that they are not required to file a tax return.

Permitted expenses vary slightly by state, but generally include tuition, textbooks, and curricula or other instructional materials. North Carolina is the only state that limits its tax credit to families that have a child with a disability.

INDIVIDUAL TAX CREDITS/DEDUCTIONS			
STATE	TITLE	TAX CREDIT	PURPOSE
Indiana [IND. CODE ANN. § 6-3-2-22]	Education Tax Deduction	Up to \$1,000	Tuition, fees, computer software, textbooks, workbooks, curricula, school supplies, other written materials
Iowa [IA. CODE. § 422.12]	Education Tax Credit	25% of first \$1,000 per dependent	Tuition, textbooks
Iowa [IA. CODE. § 422.12C]	Early Childhood Development Tax Credit	25% of first \$1,000 per dependent	For ages 3-5 – Preschool, books, instructional materials, lesson plans and curricula, other educational activities
Illinois [35 ILL COMP. STAT. 5/21]	Education Tax Credit	25% up to \$500 but no less than \$250	Tuition, book fees, lab fees
Louisiana [LA. REV. STAT. ANN. § 47:297.10]	Education Tax Deduction	Up to \$5,000 per dependent	School uniforms, instructional materials, supplies
Louisiana [LA. REV. STAT. ANN. § 47: 297.11]	Education Tax Deduction - Homeschooling	50%, up to \$5,000 per dependent	Textbooks and curricula
Minnesota [MINN. STAT. ANN § 290.0674]	Education Tax Credit	75%, up to \$1,000 per dependent for household incomes less than \$33,500 The maximum credit for families with one child is reduced by \$1 for each \$4 of household income over \$33,500. The maximum credit for families with two or more children is reduced by \$2 for each \$4 of household income over \$33,500.	Tuition and fees, instructional materials, personal computer hardware (<\$200), transportation
Minnesota [MINN. STAT. ANN § 290.01]	Education Tax Deduction	Grades K-6 – up to \$1,625 Grades 7-12 – up to \$2,500	Tuition, textbooks, transportation
North Carolina [N.C. GEN. STAT. § 105-151.33]	Education Expense Credit	100%, up to \$3,000 per semester	For students with a disability – tuition and special education and related services

Legal Challenges

The controversy surrounding state vouchers, scholarship tax credits, and individual tax credits and deductions often centers around a debate on whether religiously-affiliated private schools are permitted under the U.S. and individual states' Constitution to receive public funding. The First Amendment's Establishment Clause of the U.S. Constitution states that "Congress shall make no law respecting an establishment of religion or prohibiting the free exercise thereof," which has been widely interpreted to mean that a clear separation should exist between church and state. Opponents of publicly funded voucher and tax credits claim that these programs are funneling public money into the hands of sectarian institutions, thereby graying the boundary the First Amendment serves to protect. They offer further that the Blaine Amendment, which is included in the constitution of 37 states, prohibits the use of state funds at sectarian schools. As a result, many private school choice programs have faced challenges of constitutional violation in court at the state and federal level. The rulings have tilted towards supporters, with the majority of programs surviving. However, many cases pass through one court only to be taken on by another by moving from local district, to state, to federal court.

STATE	PROGRAM	COURT	RULING
AZ	Corporate School Tuition Organization Tax Credit	Local Superior Court (3/2007)	Constitutional
		Arizona Supreme Court (10/2009)	Refused to hear legal challenge
AZ	Individual School Tuition Organization Tax Credit	Arizona Supreme Court (1/1999)	Constitutional
		U.S. Supreme Court (4/2011)	Dismissed legal challenge
AZ	Special Education Voucher Program	Arizona Supreme Court (3/2009)	Unconstitutional
CO	Colorado School Voucher Program	State Trial Court (12/2003)	Unconstitutional
		Colorado Supreme Court (6/2004)	Unconstitutional
CO	Douglas County School Voucher Program	Local District Court (8/2011)	Unconstitutional
FL	Opportunity Scholarship Program	District Court of Appeals (11/2004)	Unconstitutional
		Florida Supreme Court (1/2006)	Unconstitutional

STATE	PROGRAM	COURT	RULING
LA	Student Scholarships for Educational Excellence Program	Louisiana Supreme Court (8/2012)	State permitted to launch program. Case still pending
ME	Town Tuitioning	Maine Supreme Court (1999)	Unconstitutional to include religious schools
		Maine Supreme Court (2006)	Unconstitutional to include religious schools
MN	Education Tax Credit/Deduction	U.S. Supreme Court (1983)	Constitutional
OH	Pilot Project Scholarship Program - (Cleveland)	Ohio Supreme Court (5/1999)	Constitutional
		U.S. District Court (12/2000)	Unconstitutional
		U.S. Supreme Court (6/2002)	Constitutional
OK	Lindsey Nicole Henry Scholarships for Students with Disabilities Program	Local District Court (3/2012)	Unconstitutional, but law remains intact until appeals process
		Oklahoma Supreme Court (6/2012)	Pending
Puerto Rico	Pilot Voucher Program	Puerto Rico Supreme Court (1994)	Unconstitutional

STATE	PROGRAM	COURT	RULING
IL	Education Tax Credit	Local Circuit Court (12/1999 & 4/2000)	Constitutional
		Local District Court (12/2001 & 4/2001)	Constitutional
		Illinois Supreme Court (6/2001 & 7/2001)	Constitutional
IN	Education Tax Credit	Local Circuit Court (12/1999)	Constitutional
IA	Individual Tax Deduction	Federal District Court (1992)	Constitutional

STATE	PROGRAM	COURT	RULING
VT	Town Tuitioning	Vermont Supreme Court (1994)	Constitutional to include religious schools
		Vermont Supreme Court (1999)	Unconstitutional to include religious schools
WI	Milwaukee Parental Choice Program	Wisconsin Supreme Court (6/1998)	Constitutional
		U.S Department of Justice	Pending

Viewpoints

State vouchers, scholarship tax credits, and individual tax credits and deductions are arguably some of the most contentious issues in education policy in the United States. Positions are often grounded in ideological viewpoints surrounding market-based versus government-regulated reforms, accountability, use of public money, religion, race and class. Significantly more so than other issues, these perspectives generally run along party lines, which serve to further magnify the debate. It is important to note, however, that support for these programs has received more bipartisan support within the past few years than ever before. Support tends to be stronger when the programs are narrowly defined, and student eligibility is limited to high-needs groups such as students with disabilities or those with household incomes close to the poverty line.

Proponents claim programs:	Opponents claim programs:
Empower parents with the personal choice of where their child receives an education	Funnel public dollars away from public school, often leaving low-income and special education students behind in under-funded schools
Enable more families to take advantage of a wide range of education opportunities, especially through policies targeted to students with learning disabilities, students in low-performing schools, or from low-income families	Divert public dollars from publicly accountable schools to self-regulated private and parochial schools that offer limited transparency and are not required to meet state accountability standards
Encourage free-market competition among public, private, and parochial schools, leading to an increase in quality across the board	Lower the quality of public education by increasing the segregation of the public, private and parochial schools along socioeconomic lines
Increase the demand, as well as the revenues, for private and parochial schools, allowing financially struggling schools to remain open and leading to the establishment of new schools	Force the state to inappropriately endorse one religion over another and unduly cross the tenuous lines separating church and state within the federal and state constitutions
In the case of tax credits and tax deductions, lower taxes for parents of school-age children, letting them keep more of their own money to spend as they see fit	In the case of tax credits and tax deductions that require families to pay the private or parochial school tuition before they are reimbursed (via the tax credit and/or tax deduction) on their next tax return, help wealthy families more than low-income families

Program Effects on Students Achievement

There is little information available about the effects of individual tax credits and tax deductions. A number of studies, however, have examined the effects of vouchers on an array of student outcomes. Unfortunately, the results are often conflicting thereby further magnifying the debate surrounding their costs and benefits to students' achievement and the system of public education. Examples follow:

Positive – In the University of Arkansas's evaluation of the Milwaukee Parental Choice Program (MPCP), researchers found that students participating in the program were more successful in math and similarly successful in reading as their public school counterparts, and were 4-7% more likely to graduate from high school and enroll in and persist in a four-year college. Further findings indicate that student achievement in public schools has increased since the voucher program took effect.³

Negative – Carnoy et al studied the effects of competition brought about by MPCP on the student achievement in Milwaukee Public Schools (MPS) and found no indication that the availability of school choice improved student achievement in the public school system.⁴

Positive – Peterson et al evaluated the Cleveland Scholarship Program two years after implementation and found statistically significant gains in reading and math scores among scholarship students.⁵

Negative – The Cowen Institute found that in the 2010-11 school year, Louisiana students participating in the Scholarships for Educational Excellence Pilot Program scored lower in almost every grade and subject than students in neighboring failing public schools.⁶

Positive/Negative – In the Institute of Education Statistics' evaluations of the DC Opportunity Scholarship Program (OSP) after three years of implementation, researchers found a statistically significant impact on reading achievement, but found that students coming from schools *not* designated as "in need of improvement" did significantly better than those students coming from low-performing schools.⁷

Positive/Negative – Using data from 1998-2004, the Center for Evaluation and Education Policy evaluated the effectiveness of the Cleveland Scholarship Program and found that scholarship students significantly outperformed their public school counterparts in 6th-grade language arts, science, and social studies. However, no statistically significant difference was found when looking at overall performance.⁸

Key Policy Questions for State Leaders

In debating vouchers, scholarship tax credits and tax credit and deduction programs, state leaders may want to consider the following policy questions:

- Who will receive the voucher, scholarship tax credit, or tax credit/deduction? Is the program serving the students it is intended to serve?
- Will every student, regardless of income level, learning ability, and current school setting receive the same benefit?
- Will there be a scholarship cap and, if so, how will it be set?
- If there are more applicants than open seats, will the state require participating schools to use a lottery to determine student admission? Will private and parochial schools be allowed to deny admission to a student for certain reasons, such as discipline problems?

- How will equity issues, such as racial balance and special education, be addressed in voucher, tax credit or tax deduction program?
- How will receiving schools be held accountable for student performance?
- How will low-performing private schools that receive scholarship students be penalized?
- How does the program affect the relationship between church and state?
- Who will administer the program? Who will evaluate the program? Where will the funds originate from for the administration and evaluation of the program?
- How will competition affect public schools?

Conclusion

When the U.S. Supreme Court ruled in favor of the voucher program in Cleveland, Ohio in June 2002, it cleared away a federal constitutional cloud that had hovered over voucher debates for a long time. While uncertainties remain about whether voucher, scholarship tax credit, and individual tax credit and deduction programs will pass muster with some state constitutions, the debate over these programs in state capitals is growing at a remarkable speed, is ever-changing, and warrants our full attention.

Still, significant questions about these programs remain unanswered. As an increasing number of states and districts move forward with implementation of the programs, many hope that clear and consistent answers emerge around the following questions: Under what circumstances are these programs constitutional? Do these programs increase the number of educational opportunities available to children? Do these programs improve student achievement both within and outside of the program? How are public schools affected by these programs?

Notwithstanding the current absence of clarity on the effects of vouchers, scholarship tax credits and tax credits and deductions, the heated debate around these options is forcing states and communities to reexamine how to fulfill the American dream of ensuring that every child, regardless of race, class, or ability, receives a high-quality, equitable education.

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Equipping Education Leaders, Advancing Ideas

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Ballot Measures

State Policymaking

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Education-Related Ballot Measures: 2012

By Emily Workman

November 2012

On November 6, 2012, 188 measures were on the ballot in 38 states. Thirty-five initiatives either immediately impact education policy or could have an effect down the road (e.g.: banning new taxes on personal income can reduce future local revenues that could be spent on education).

The initiatives listed include enacted legislation being presented to the public for approval and initiatives placed on the ballot through the petition process.

Summary of this report:

- Civil rights/Equity: 2 initiatives
- School choice: 3 initiatives
- Postsecondary: 6 initiatives
- Teacher issues: 8 initiatives
- Finance – Taxes/Revenues: 16 initiatives

Selected Highlights

- Nine initiatives in seven states that limit, ban, or provide exemptions from specified taxes were approved by voters.
- **California** is the only state whose voters approved a tax increase for education.
- **Maryland** approved legislation that guarantees in-state tuition to certain undocumented immigrants
- Conversely, **Montana** voters approved a measure that will require proof of citizenship in order to receive aid for university students.
- Unions saw big wins in **Idaho**, **South Dakota**, and **California**.
 - Idaho – voters rejected initiatives that would eliminate renewable contracts, limit negotiable items, and provide merit pay based on student test scores.
 - South Dakota – voters repealed a law that would have, among other things, provided bonuses to select teachers, mandated evaluations, and banned tenure.
 - California – voters rejected an initiative that would ban certain union contributions to be used for politics.
- Conversely, **Michigan** voters rejected a measure that would have made collective bargaining a constitutional right.

Civil Rights/Equity

STATE	INITIATIVE	PURPOSE	RESULT
Alabama	Amendment 4	Removes segregationist language from the state Constitution about separating schools by race ** Does not remove the following language: "nothing in this Constitution shall be construed as creating or recognizing any right to education or training at public expense"	✗
Oklahoma	State Question 759	Bans affirmative action programs in the state through an amendment to the state Constitution	✓

School Choice

STATE	INITIATIVE	PURPOSE	RESULT
Florida	Amendment 8	Repeals ban of public dollars for public funding of religious institutions in state constitution (Blaine Amendment)	✗
Georgia	Amendment 1	Gives the state legislature the authority to create charter schools	✓
Washington	Initiative 1240	Allows for the creation of 40 public charter schools over five years	Too close to call

Postsecondary

STATE	INITIATIVE	PURPOSE	RESULT
Florida	Amendment 12	Revises selection process for student member of Board of Governors of State University System	✗
Maine	Question 2	Authorizes the state to issue bonds in an amount not to exceed \$11.3 million to expand the state's community college system	Too close to call
Maryland	Question 4	Approves legislation that guarantees in-state tuition to certain illegal immigrants	✓
Montana	LR-121	Requires proof of citizenship in order to receive state aid for university students	✓
Rhode Island	Question 3	Authorizes the state government to issue general bonds of no more than \$50 million for renovations and modernization of academic buildings at Rhode Island College	✓
Washington	SJR 8223	Provides authority to state research universities to invest funds through an amendment of the state Constitution	✗

Teacher Issues

STATE	INITIATIVE	PURPOSE	RESULT
Alabama	Amendment 7	Allows for the use of secret ballots in union votes through an amendment of the state Constitution	✓
California	Proposition 32	Bans union contributions to state and local candidates and bans automatic deductions by unions of employees' wages to be used for politics	✗

STATE	INITIATIVE	PURPOSE	RESULT
Idaho	Proposition 1	Limits negotiated agreements between teachers and local school boards and ends the practice of issuing renewable contracts	X
Idaho	Proposition 2	Provides for teacher performance pay based on state-mandated test scores, student performance, hard-to-fill positions, and leadership	X
Idaho	Proposition 3	Amends school district funding and requires distribution of funds for provision of computing devices and online courses for high school graduation	X
Illinois	HJRCA 49	Requires a 3/5 vote from any governing body to change pension benefits for its public employees through an amendment of the state Constitution	X
Michigan	Proposal 2	Makes collective bargaining a right for public and private workers through an amendment of the state Constitution	X
South Dakota	Referred Law 16	Establishes a scholarship for prospective teachers, provides bonuses to select teachers, mandates educator evaluations, and bans tenure	X

Finance – Taxes/Revenues

STATE	INITIATIVE	PURPOSE	RESULT
Arizona	Proposition 117	Sets a limit on the annual percentage increase in property values through an amendment to the state Constitution	✓
Arizona	Proposition 204	Renews the sales tax increase approved in 2010	X
California	Proposition 30	Increases tax for education	✓
California	Proposition 38	Increases state income tax for education	X
Florida	Amendment 10	Provides an exemption from <i>ad valorem</i> taxes levied by local governments on tangible personal property valued between \$25,000 and \$50,000 through an amendment to the state Constitution	X
Missouri	Proposition B	Imposes an additional \$1 tax on each package of cigarettes to create and fund the Health and Education Trust Fund	X
Michigan	Proposal 5	Requires increase in state taxes to be approved by 2/3 majority in Legislature or statewide vote through an amendment to the state Constitution	X
New Hampshire	CACR 13	Bans new taxes on personal income through an amendment to the state Constitution	✓
New Jersey	Public Question 1	Allows state to borrow \$750 million for upgrades at state colleges	✓
New Mexico	Bond Question B	Authorizes sale of bonds to make capital expenditures for public library resource acquisitions	✓

STATE	INITIATIVE	PURPOSE	RESULT
New Mexico	Bond Question C	Authorizes the sale of bonds to make capital expenditures for certain higher education improvements	✓
Oklahoma	State Question 766	Exempts intangible personal property from <i>ad valorem</i> property taxation	✓
Oklahoma	State Question 758	Prevents annual increases in property taxes through an amendment to the state Constitution	✓
Oregon	Measure 85	Allocates unanticipated corporate income tax revenue to education	✓
South Dakota	Initiated Measure 15	Implements a 1% sales tax increase for education and Medicaid funding	✗
Washington	Initiative 1185	Requires two-thirds vote of legislature to raise taxes	✓

Ballot Language

Alabama

[Amendment 4](#): Proposes an amendment to the Constitution of Alabama of 1901, to repeal portions of Section 256 and Amendment 111, now appearing as Section 256 of the Official Recompilation of the Constitution of Alabama of 1901, as amended, relating to separation of schools by race and to repeal Section 259, Amendment 90, and Amendment 109, relating to the poll tax.

Rejected by voters (unofficial) ✗

[Amendment 7](#): Proposes an amendment to the Constitution of Alabama of 1901, to amend Amendment 579 to the Constitution of Alabama of 1901, now appearing as Section 177 of the Official Recompilation of the Constitution of Alabama of 1901, as amended, to provide that the right of individuals to vote for public office, public votes on referenda, or voters on employee representation by secret ballot is fundamental.

Approved by voters (unofficial) ✓

Arizona

[Proposition 117](#): Proposes to amend the Arizona Constitution to cap the annual increase in the value of real property used to calculate property taxes to 5% over the value of the property for the previous year, beginning with the 2015 tax year. Currently, there is no limit on full cash value. This limitation would apply to property values used in determining all property taxes on the real property.

Approved by voters (unofficial) ✓

[Proposition 204](#): Renews the one-cent sales tax, which will provide dedicated funding linked to performance and accountability for students of all ages and prevent legislators from cutting K-12 funding. Scholarships will ensure that universities and community colleges remain affordable. Investment in vocational education will allow students to graduate ready to work.

Rejected by voters (unofficial) ✗

California

[Proposition 30](#): Increases taxes on earnings over \$250,000 for seven years and sales taxes by one-fourth cent for four years, to fund schools.

Approved by voters (unofficial) ✓

[Proposition 32](#): Prohibits unions from using payroll-deducted funds for political purposes. Prohibits union and corporate contributions to candidates and their committees.

Rejected by voters (unofficial) ✗

[Proposition 38](#): Increases taxes on earnings using sliding scale, for 12 years. Revenues go to K–12 schools and early childhood programs and for four years to repaying state debt. Increased state tax revenues for 12 years expected to be roughly \$10 billion annually in initial years, tending to grow over time.

Rejected by voters (unofficial) ✗

Florida

[Amendment 8](#): Proposes an amendment to the State Constitution providing that no individual or entity may be denied, on the basis of religious identity or belief, governmental benefits, funding, or other support, except as required by the First Amendment of the United States Constitution, and deleting the prohibition against using revenues from the public treasury directly or indirectly in aid of any church, sect, or religious denomination, or in aid of any sectarian institution.

Rejected by voters (unofficial) ✗

[Amendment 10](#): Proposes an amendment to the State Constitution to provide an exemption from ad valorem taxes levied by counties, municipalities, school districts, and other local governments on tangible personal property if the assessed value of an owner's tangible personal property is greater than \$25,000 but less than \$50,000.

Rejected by voters (unofficial) ✗

[Amendment 12](#): Proposing an amendment to the State Constitution to replace the president of the Florida Student Association with the chair of the council of state university student body presidents as the student member of the Board of Governors of the State University System and to require that the Board of Governors organize such council of state university student body presidents.

Rejected by voters (unofficial) ✗

Georgia

[Amendment 1](#): Authorizes the General Assembly to provide by law for the creation of public state charter schools, which would operate under the terms of charters between the State Board of Education and charter petitioners, while preserving the authority of local boards of education to establish local charter schools.

Approved by voters (unofficial) ✓

Idaho

[Proposition 1](#): Repeals a newly passed law that revises the annual written evaluation process for professional staff; phases out renewable individual contracts; provides that professional staff employed after January 31, 2011 will not be entitled to a formal review of decisions for not being reemployed;

allows school boards to change the length of terms stated in current contracts and reduce the salaries of certificated staff with renewable contracts without due process proceedings; requires school districts to disclose to employees a list of professional liability insurance providers; eliminates education support program for school districts experiencing enrollment decreases greater than 1%; eliminates teacher early retirement incentives; restricts the scope of negotiated agreements between school boards and professional staff to compensation and the duration of negotiated agreements to one year; and eliminates provisions for fact finding in professional negotiations.

Rejected by voters (unofficial) ✘

[Proposition 2](#): Provides and distributes in fiscal year 2013 state share-based pay for performance bonuses to certificated instructional staff based on a school's median student growth percentiles on state achievement tests and a school's median standardized score on state achievement tests and local share-based pay for performance based on student test scores, graduation rates, dropout rates, percent of graduates attending postsecondary education or entering military service, meeting federal "adequate yearly progress," number of students successfully completing dual credit or advanced placement classes; percent of students in extracurricular activities, class projects, portfolios, successful completion of special student assignments, parental involvement, teacher-assigned grades, and/or student attendance rates, and, in fiscal year 2014 and thereafter, in addition to the aforementioned bonuses, provide incentives for certificated instructional staff in hard-to-fill positions and leadership awards for certificated instructional staff who assume one or more of the following additional duties: instructional staff mentoring, content leadership, lead teacher, peer coaching, content specialist, remedial instructor, curriculum development, assessment development, data analysis, grant writing, special program coordinator, research project, professional development instructor, service on education committees, educational leadership and earning national board certification.

Rejected by voters (unofficial) ✘

[Proposition 3](#): Repeals, amends, and adds to existing law relating to education to provide provisions relating to public school technology and online courses; to revise provisions relating to the Educational Support Program; to revise provisions relating to staff allowances; to revise provisions relating to the experience and education multiplier; and to revise provisions relating to obligations to PERSI and Social Security.

Rejected by voters (unofficial) ✘

Illinois

[HJRCA 49](#): Adds a new section to the General Provisions Article of the Illinois Constitution. The new section would require a three-fifths majority vote of each chamber of the General Assembly or the governing body of a unit of local government, school district, or pension or retirement system, in order to increase a benefit under any public pension or retirement system.

Rejected by voters (unofficial) ✘

Maine

[Question 2](#): Proposes an \$11,300,000 bond issue to provide funds for capital to build a diagnostic facility for the University of Maine System; for capital improvements and equipment, including machine tool technology, for the Maine Community College System; and for capital improvements and equipment at the Maine Maritime Academy.

Maryland

[Question 4](#): Establishes that individuals, including undocumented immigrants, are eligible to pay in-state tuition rates at community colleges in Maryland, provided the student meets certain conditions relating to attendance and graduation from a Maryland high school, filing of income taxes, intent to apply for permanent residency, and registration with the selective service system (if required); makes such students eligible to pay in-state tuition rates at a four-year public college or university if the student has first completed 60 credit hours or graduated from a community college in Maryland; provides that students qualifying for in-state tuition rates by this method will not be counted as in-state students for purposes of counting undergraduate enrollment; and extends the time in which honorably discharged veterans may qualify for in-state tuition rates.

Approved by voters (unofficial) ✓

Michigan

[Proposal 2](#): Proposes an amendment to the State Constitution that grants public and private employees the constitutional right to organize and bargain collectively through labor unions; invalidates existing or future state or local laws that limit the ability to join unions and bargain collectively, and to negotiate and enforce collective bargaining agreements, including employees' financial support of their labor unions; permits laws to be enacted to prohibit public employees from striking; and overrides state laws that regulate hours and conditions of employment to the extent that those laws conflict with collective bargaining agreements.

Rejected by voters (unofficial) ✗

[Proposal 5](#): Requires a 2/3 majority vote of the State House and the State Senate, or a statewide vote of the people at a November election, in order for the State of Michigan to impose new or additional taxes on taxpayers or expand the base of taxation or increasing the rate of taxation.

Rejected by voters (unofficial) ✗

Missouri

[Proposition B](#): Imposes a tax of \$0.0365 per cigarette and 25% of the manufacturer's invoice price for roll-your-own tobacco and 15% for other tobacco products to create the Health and Education Trust Fund; uses Fund proceeds to reduce and prevent tobacco use and for elementary, secondary, college, and university public school funding; and increases the amount that certain tobacco product manufacturers must maintain in their escrow accounts, to pay judgments or settlements, before any funds in escrow can be refunded to the tobacco product manufacturer and create bonding requirements for these manufacturers.

Rejected by voters (unofficial) ✗

Montana

[LR-121](#): Prohibits providing state services to people who are not U.S. citizens and who have unlawfully entered or unlawfully remained in the United States. Under LR-121, every individual seeking a state service, such as applying for any state licenses, state employment, unemployment or disability benefits, or aid for university students, must provide evidence of U.S. citizenship or lawful alien status, and/or have their status verified through federal databases.

Approved by voters (unofficial) ✓

New Hampshire

[CACR 13](#): Removes the power and authority of the general court to impose and levy any assessment, rate, or tax upon income earned by any natural person.

Approved by voters (unofficial) ✓

New Jersey

[Public Question 1](#): Authorizes the state to issue bonds in the aggregate principal of \$750 million to provide matching grants to New Jersey's colleges and universities. Money from the grants will be used to build, equip, and expand higher education facilities for the purpose of increasing academic capacity.

Approved by voters (unofficial) ✓

New Mexico

[Bond Question B](#): Authorizes the issuance and sale of library acquisition and construction bonds in an amount not to exceed \$9,830,000 to make capital expenditures for academic, public school, tribal, and public library resource acquisitions and construction and provide for a general property tax imposition and levy for the payment of principal of, interest on, and expenses incurred in connection with the issuance of the bonds and the collection of the tax as permitted by law.

Approved by voters (unofficial) ✓

[Bond Question C](#): Authorizes the issuance and sale of higher education and special schools capital improvement and acquisition bonds in an amount not to exceed \$120 million to make capital expenditures for certain higher education and special school capital improvements and acquisitions and provide for a general property tax imposition and levy for the payment of principal of, interest on, and expenses incurred in connection with the issuance of the bonds and the collection of the tax as permitted by law.

Approved by voters (unofficial) ✓

Oklahoma

[State Question 758](#): Deals with ad valorem taxes. Changes the limits on increases in fair cash value from increases limited to 5% of fair cash value in any taxable year to increases to 3% for some property. The 3% cap would apply to homestead exempted property. The cap would also apply to agricultural land.

Approved by voters (unofficial) ✓

[State Question 759](#): Proposes a Constitutional amendment that prohibits affirmative action programs in employment, education, and contracting. The measure permits affirmative action in three instances:

- When gender is a bonafide qualification
- Existing court orders and consent decrees that require preferred treatment will continue and can be followed
- When needed to keep or obtain federal funds. The measure applies to the State and its agencies. It applies to counties, cities, and towns. It applies to school districts. It applies to other State subdivisions.

Approved by voters (unofficial) ✓

[State Question 766](#): Exempts all intangible personal property from ad valorem property taxation.

Intangible Personal Property which is still currently taxed but would not be taxed if the measure is adopted, includes items such as: patents, inventions, formulas, designs, and trade secrets; licenses, franchise, and contracts; land leases, mineral interests, and insurance policies; custom computer software; and trademarks, trade names, and brand names.

Approved by voters (unofficial) ✓

Oregon

[Measure 85](#): Allocates the corporate income and excise tax "kicker" refund to the General Fund to provide additional funding for K–12 public education.

Approved by voters (unofficial) ✓

Rhode Island

[Question 3](#): Allows the State of Rhode Island to issue general obligation bonds, refunding bonds, and temporary notes in an amount not to exceed \$50 million for renovations and modernization of academic buildings at Rhode Island College including renovation, upgrade, and expansion of health and nursing facilities on the campus of Rhode Island College.

Approved by voters (unofficial) ✓

South Dakota

[Referred Law 16](#): Establishes a teacher scholarship program; creates a program for math and science teacher bonuses; creates a program for teacher merit bonuses; mandates a uniform teacher and principal evaluation system; and eliminates state requirements for teacher tenure.

Rejected by voters (unofficial) ✗

[Initiated Measure 15](#): Initiates a measure to increase the state general sales and use tax rate from 4% to 5%. The additional tax revenue will be split evenly between K–12 public education and Medicaid. The education funds will be provided to school districts based on enrollment, to be spent on improving education as school boards determine.

Rejected by voters (unofficial) ✗

Washington

[Initiative 1185](#): Provides that any action or combination of actions by the legislature that raises taxes may be taken only if approved by a two-thirds vote in both the House of Representatives and the Senate or be referred to the voters for their approval or rejection at an election.

Approved by voters (unofficial) ✓

[Initiative 1240](#): Authorizes up to 40 publicly-funded charter schools open to all students, operated through approved, nonreligious, nonprofit organizations, with government oversight; and modify certain laws applicable to them as public schools.

[SJR 8223](#): Creates an exception to constitutional restrictions on investing public funds by allowing these universities to invest specified public funds as authorized by the legislature, including in private companies or stock.

Rejected by voters (unofficial) ✗

Sources

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- Ballotpedia: http://ballotpedia.org/wiki/index.php/Education_initiatives
- Initiative and Referendum Institute: <http://www.iandrinstitute.org/BW%202012-3%20Election%20results%20v1.pdf>
- State Secretary of State websites

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State Policymaking

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2012 Gubernatorial Elections: Outcomes and Education Priorities

By Stephanie Rose

November 7, 2012

In 2012, 11 states and two territories held gubernatorial elections. In six states and Puerto Rico, incumbents ran for re-election. In two states and American Samoa, the sitting governor was term-limited, forcing a gubernatorial election. Three incumbent governors chose not to run for re-election:

- John Lynch (D – New Hampshire) announced he would retire after this term rather than run for reelection. Lynch has served as governor since January 2005.
- Bev Purdue (D – North Carolina) announced her decision not to run for reelection after one term.
- Chris Gregoire (D – Washington) chose not to run after serving as governor since 2005.

In the 11 states, seven Democrats and four Republicans were elected. Prior to the elections, Republicans controlled 29 governorships, Democrats held 20, and one was controlled by an Independent. Due to the party change in one state (North Carolina), in 2013 Republicans will control governorships in one additional state, Democrats will control 19 instead of 20, and one state (Rhode Island) will continue to have an Independent governor. As of the morning after the election, results were not yet available in Puerto Rico and American Samoa. In Washington, only 55% of votes have been counted, but the polls show Jay Inslee (D) in the lead.

State <i>Current Governor</i>	Candidates	Elected Governor	Results
Delaware <i>Jack Markell (D)</i>	Jack Markell (D, Incumbent) Jeff Cragg (R)	Jack Markell (D)	Markell 69% Cragg 29% [96% reporting]
Indiana <i>Mitch Daniels (R)</i>	John R. Gregg (D) Mike Pence (R) Rupert Boneham (L)	Mike Pence (R)	Pence 50% Gregg 46% [93% reporting]
Missouri <i>Jay Nixon (D)</i>	Jay Nixon (D, Incumbent) Dave Spence (R)	Jay Nixon (D)	Nixon 55% Spence 43% [93% reporting]

Montana <i>Brian Schweitzer (D)</i>	Steve Bullock (D) Rick Hill (R)	Steve Bullock (D)	Bullock 49% Hill 47% [90% reporting]
New Hampshire <i>John Lynch (D)</i>	Maggie Hassan (D) Ovide Lamontagne (R)	Maggie Hassan (D)	Hassan 55% Lamontagne 43% [85% reporting]
North Carolina <i>Bev Perdue (D)</i>	Walter Dalton (D) Pat McCrory (R)	McCrory (R)	McCrory 55% Dalton 43% [98% reporting]
North Dakota <i>Jack Dalrymple (R)</i>	Ryan Taylor (D) Jack Dalrymple (R, Incumbent)	Jack Dalrymple (R)	Dalrymple 63% Taylor 34% [92% reporting]
Utah <i>Gary R. Herbert (R)</i>	Peter Cooke (D) Gary R. Herbert (R, Incumbent)	Gary R. Herbert (R)	Herbert 68% Cooke 28% [87% reporting]
Vermont <i>Peter Shumlin (D)</i>	Peter Shumlin (D, Incumbent) Randy Brock (R)	Peter Shumlin (D)	Shumlin 58% Brock 38% [84% reporting]
Washington <i>Chris Gregoire (D)</i>	Jay Inslee (D) Rob McKenna (R)	Too Close to Call	Inslee 51% McKenna 49% [55% Reporting]
West Virginia <i>Earl Ray Tomblin (D)</i>	Earl Ray Tomblin (D, Incumbent) Bill Maloney (R)	Earl Ray Tomblin (D)	Tomblin 50% Maloney 46% [92% reporting]

Territory <i>Current Governor</i>	Candidates	Elected Governor	Results
American Samoa <i>Togiola Tulafono (D)</i>	Faoa A. Sunia (D) Afoa Moega Lutu (I) Lolo Letalu Matalasi Moliga (I)	TBD	NA
Puerto Rico <i>Luis G. Fortuño (R)</i>	Alejandro Garcia Padilla (D) Luis G. Fortuño (R, Incumbent) Juan Dalmau Ramirez (I)	TBD	NA

Where do Incumbent Governors Stand on Education?

Voters re-elected all six incumbent governors. The following table summarizes significant actions taken by these governors in education policy in 2012. Early childhood education (P-3) and improving teaching quality were top priorities for incumbents in 2012. For details, see [highlights](#) from the 2012 State of the State Addresses, or a [summary](#) of each governor's address.

Incumbent	Selected 2012 Initiatives/Legislation Enacted
<p>Delaware Jack Markell (D) (Jan 2009 – present)</p>	<p>H.B. 317: Establishes a statewide Kindergarten Readiness Assessment S.B. 193: Calls for the development of a statewide cyberbullying policy S.B. 233: Creates a formal statewide framework for comprehensive school safety plans</p> <p>Governor’s World Language Expansion Initiative: Creates a K-8 dual language immersion program in which students will receive 50% instruction in English, 50% in a world language</p> <p>Won Race to the Top - Early Learning Challenge (previously received RTTT grant)</p>
<p>Missouri Jay Nixon (D) (Jan 2009 – present)</p>	<p>H.B. 1042: Requires public higher education institutions to identify and use best practices in remediation, and to identify a core transfer library of courses transferable among all public higher education institutions S.B. 576: Requires charter school sponsors to undergo approval and evaluation processes with DESE, requires sponsors to develop performance frameworks for oversight and evaluation, and enter into legally-binding performance contracts (academic and financial) with their chartered schools</p>
<p>North Dakota Jack Dalrymple (R) (Dec 2010 – present)</p>	<p>No Regular 2012 Legislative Session. Governor recommendations for 2013 include:</p> <ol style="list-style-type: none"> 1. Increase the Energy Impact Grant Fund, in part, to develop affordable housing to attract and retain quality teachers in oil-producing counties 2. Enhance state support for schools facing rapid growth in student enrollments: <ol style="list-style-type: none"> a. Setting aside \$200 million in the Strategic Investment and Improvement Fund to provide low-interest loans to qualified school districts throughout the state for the construction of new schools or for improvements or expansions to existing school buildings b. Forming an advisory group of western school superintendents, teachers, counselors, and school board members to keep state officials informed of actual school enrollments and immediate challenges
<p>Utah Gary R. Herbert (R) (Aug 2009 – present)</p>	<p>H.B. 513: Creates an early intervention program to provide funds for applicant school districts to offer an enhanced kindergarten program targeted to at-risk students S.B. 64: Requires school and district administrators to be evaluated annually, and evaluations to be publically reported, ties administrator pay to evaluations, and prescribes other requirements to increase educator accountability S.B. 178: Modifies provisions related to the Statewide Online Education Program</p>
<p>Vermont Peter Shumlin (D) (Jan 2011 – present)</p>	<p>S.B. 113: Creates a working group to review and evaluate how the state currently allocates financial and other resources and how the system may be improved to promote high quality, equitable educational opportunities for students throughout the state and how impediments to opportunity, such as poverty and substance abuse, may be mitigated.</p> <p>Announced plans to make Algebra I and Geometry required high school coursework Received a Statewide Longitudinal Data Systems (SLDS) grant from the Institute of Education Sciences (U.S. Department of Education)</p>
<p>West Virginia Earl Ray Tomblin (D) (Nov 2010 – present)</p>	<p>H.B. 4236: Establishes a new system of performance evaluations for teachers and school leaders which incorporates student achievement and requires annual evaluations S.B. 186: Provides salary equity supplement payments to teachers and service personnel in order to achieve salary equity among counties S.B. 221: Provides professional development for educators on warning signs and resources to assist in suicide prevention</p>

Newly Elected Governors: Education Platforms

Five new governors—two Republicans and three Democrats—were elected this year. The office of the governor retained its party affiliation in all but one state, North Carolina, which elected Republican Pat McCrory to replace Bev Purdue. The candidates focused on a wide range of education issues in their platforms. Teacher recruitment and retention, CTE, and STEM education were common threads.

Governor Elect	Education Platform
<p>Indiana Mike Pence (R) U.S. House of Representatives (2001-present)</p>	<p>Two of Pence’s six areas of focus relate to education:</p> <ol style="list-style-type: none"> 1. Improve the math and reading skills of elementary students 2. Increase graduation rates. <p>Pence’s goals also include making college more affordable and accessible, and enhancing career, technical and vocational pathways</p> <p>Proposed policy actions include:</p> <ul style="list-style-type: none"> • Support quality, community pre-K initiatives and opportunities to increase pre-K access for underprivileged children • Fund excellence by increasing rewards for great schools and great teachers • Address the dropout and remediation crisis.
<p>Montana Steve Bullock (D) Attorney General of Montana (Jan 2009 – present)</p>	<p>Bullock’s vision for Montana includes:</p> <ul style="list-style-type: none"> • Lead the country in educational innovation, opportunity, and achievement • Enable students to graduate from college without tens of thousands of dollars of debt. <p>His jobs plan includes the following actions:</p> <ul style="list-style-type: none"> • Better prepare a 21st Century workforce and to attract businesses to expand in or relocate to Montana • Support workers and improve the workforce by investing in education.
<p>New Hampshire Maggie Hassan (D) Former Majority Leader of the New Hampshire Senate (2008–10)</p>	<p>Education is one of Hassan’s nine key issues:</p> <ul style="list-style-type: none"> • As a State Senator, Hassan worked to expand educational opportunity by passing universal kindergarten, raising the dropout age, improving and protecting education funding, and investing in the state’s community colleges and university system. • As governor, she will work to make New Hampshire’s workforce the best in the country by aligning the state’s education system with the needs of 21st century businesses by coordinating with universities, community colleges, vocational and technology colleges and the K-12 system.
<p>North Carolina Pat McCrory (R) Mayor of Charlotte (1995 – present)</p>	<p>K-12 and higher education represent two of nine key issues for McCrory.</p> <p>Policy proposals include:</p> <ul style="list-style-type: none"> • Give Families and Students Educational Choices: <ul style="list-style-type: none"> ○ Two diploma pathways, one to certify a student college ready and the second diploma to certify a student career ready ○ Offer greater access and more flexibility to local school systems and to students with a wide range of for-credit, on-line courses

- Set high expectations:
 - End 3rd-grade social promotion for students who cannot demonstrate reading skills, and provide aggressive remediation
 - Test every entering 9th grader for proficiency in basic reading and mathematics. Provide intense remedial courses for any student not able to pass the test
- Reform the teacher pay system to reward teachers for the impact they have on students
- Hold schools accountable by grading schools on the percentage of students scoring at or above grade level in reading and math (50%), and the percentage of students who made progress in reading and math from the prior year (50%)
- Provide more aggressive community college career counseling
- Expand partnerships between higher education and economic development
- Promote enrollment in high-demand fields and require curricular input from employment decision makers
- Provide financial incentives to students who finish their degree program early while meeting a minimum grade level
- Encourage students transferring from community college to a university to first complete an associate's degree
- Integrate resources across campuses and expand use of technology to improve educational quality and drive down costs

**Washington
Jay Inslee (D)**
U.S. House of
Representatives
(1989-95; 1999 – present)

Education is one of Inslee's eight [key issues](#):

- In Congress, Inslee supported measures to increase innovation in the classroom, lower class sizes, and provide funding to states to prevent teacher layoffs
- As governor, Inslee will support new, innovative classrooms that will prepare students of today for the jobs of tomorrow, including an increased emphasis on STEM (science, technology, education, and math) graduates.

Additional highlights from Inslee's [Education Platform](#) include:

- Invest in early learning opportunities and access for more children
- Recruit more teachers who reflect the cultural diversity in the state's schools
- Help every student develop a career plan that includes coursework, internships, apprenticeships, college visits, enrichment programs, and courses

Gubernatorial Races in the Territories

The results of gubernatorial races in Puerto Rico and American Samoa are not available as of this writing. The candidates' education platforms, as well as selected 2012 policy actions for incumbent governor Luis G. Fortuño of Puerto Rico, are summarized on the following page.

Territories	Education Platform or Selected 2012 Policy Actions
<p>American Samoa Faao A. Sunia (D) Lieutenant Governor of American Samoa (2003 – present)</p>	<p>Sunia’s education policy goals include:</p> <ul style="list-style-type: none"> • Improve teacher training in community college • Review, restructure, and refocus vocational education • Increase parental involvement • Build sports arenas or centers and pools • Devise a structure to teach Samoan studies in schools • Address truancy and issues with student behavior.
<p>American Samoa Afoa Moega Lutu (I) Lawyer</p>	<p>Lutu’s plans devote equal attention to all governmental services, including education, health, and public safety.</p>
<p>American Samoa Lolo Letalu Matalasi Moliga (I) Former President, Development Bank, American Samoa Government</p>	<p>Moliga’s education policy goals include:</p> <ul style="list-style-type: none"> • Increase standards for education and quality-based incentives for teachers • Secure additional funds to ensure sufficient materials and supplies and for facilities repairs and improvements • Increase merit scholarships for high school students • Increase teacher’s wages based on qualifications, experience, and merit
<p>Puerto Rico Luis G. Fortuño (R, Incumbent) Governor of Puerto Rico (Jan 2009 – present)</p>	<p>Signed into law legislation including:</p> <ul style="list-style-type: none"> • Created an academic scholarship for students with disabilities • Created a program for schools and community integration that seeks to integrate the school community in evaluating and improving schools • Integrated the “Your Values Count” program permanently into the Department of Education teaching trustworthiness, respect, responsibility, justice, kindness, and civility • Strengthened alternative education in order to prevent dropouts, and motivate young people who have left school to return and complete their academic studies
<p>Puerto Rico Alejandro Garcia Padilla (D) Leader of the Popular Democratic Party (Oct 2011 – present)</p>	<p>Education is listed as one of six priorities for Padilla. Action items include:</p> <ul style="list-style-type: none"> • Address absenteeism, retention, lack of adequate security in schools, and inadequate books, materials, and services • Work with parents, teachers, administrators, the government, nonprofit organizations, the community, and businesses to devise a comprehensive education agenda • Ensure students arrive at school ready to learn by providing parents and caregivers of children under 5 training for teaching the skills and attitudes children need to succeed • Utilize information technology to create a more individualized educational experience for students • Support the best teachers and principals • Create a culture of success and high expectations • Create a preschool though postsecondary curriculum • Foster parental involvement and cut down on truancy and drop-outs by assigning staff to visit families and communities

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Equipping Education Leaders, Advancing Ideas

Teacher Expectations of Students

▶ A self-fulfilling prophecy?

Teachers are the single most important in-school factor that affects student achievement. As a result, over the last decade state leaders have taken aim at increasing educator effectiveness, including requiring the implementation of new teacher evaluation systems. Such systems are intended to better identify high- or low-quality teaching using objective student data and observational rubrics that assess critical skills. As new evaluation systems begin to be implemented, researchers continue to call attention to the slight nuances in teacher behavior—rarely identified during classroom observations—that can significantly influence students' learning progress and achievement.

A growing body of research suggests that the expectations a teacher sets for an individual student can significantly affect the student's performance. Teacher expectations can, for example, be based on student characteristics such as race, ethnicity, and family income level, or indicators of past performance. These expectations can cause teachers to differentiate their behavior towards individual students, such that teachers set lower expectations for some students, provide briefer (or no) feedback on student errors—and less positive feedback after correct answers—and grant students less time to answer questions. All of these teacher behaviors, when repeated day in, day out, over the course of

a year or multiple school years, can negatively impact student performance and ultimately perpetuate the achievement gaps that plague the American education system. While varied expectations for students are rarely developed out of malice, teachers need to be aware of the consequences of different student expectations and understand how to correct them.

This issue of *The Progress of Education Reform* provides a review of the research on the relationship between teacher expectations and student achievement. It also explores how policy can be used to improve the way schools are evaluating for, monitoring, and providing training to teachers on the potential negative effects of rigid teacher expectations.

What's Inside

- ▶ Learn how expectations can become a self-fulfilling prophecy
- ▶ Research on the relationship between teacher expectations and student achievement
- ▶ How policies can be used to minimize negative effects of teacher expectations



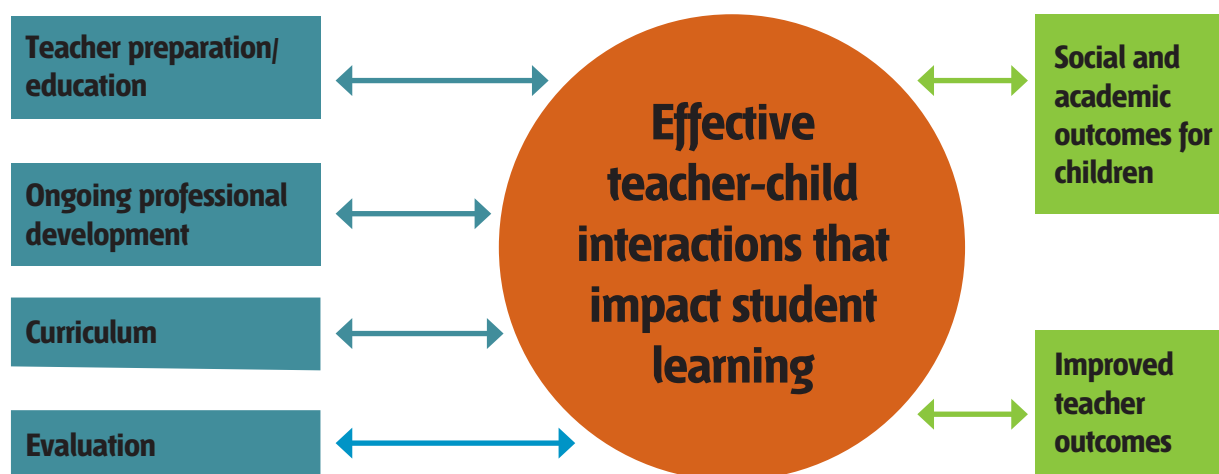
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THE PROGRESS OF
Education Reform



Education Commission
of the States

The Role of Effective Interactions in Creating Opportunities to Improve Children's Outcomes



Source: Center for Advanced Study of Teaching and Learning, *Measuring and Improving Teacher-Student Interactions in PK-12 Settings to Enhance Students' Learning* (Charlottesville, Virginia: Center for Advanced Study of Teaching and Learning, 2011).

Teachers reveal their expectations in the learning opportunities they provide

It is human nature to form instant impressions, perceptions, and expectations of those with whom we come into contact. At the beginning of each school year, teachers must quickly gauge academic expectations for a classroom full of students they have only just met, in order to ensure that each child's interests, strengths, and weaknesses are accounted for and effectively addressed throughout the year.

However, teachers run the risk of setting inappropriate expectations of some students, which can negatively influence their attitudes and behavior towards those learners. Without realizing it, teachers reveal expectations in learning opportunities provided. A teacher might set lower standards for historically low-achieving students or he/she might perceive various student's behaviors differently. A delayed response from a non-minority, more affluent student might be perceived as thoughtful consideration, while the same delayed response from a minority, lower-income student might be considered as a lack of understanding. These differences in teacher behavior convey expectations to students, which can significantly affect their own behavior in ways that impede academic achievement. These negative teacher effects are estimated to account for 5-10% of the variance in student achievement.¹

While the percentile is relatively small, the effects on individual students, especially minorities and low-income, can be great and therefore warrant the attention of policymakers and education leaders. Furthermore, with the current implementation of the rigorous Common Core State Standards in 46 states, education leaders should be cognizant that the high expectations reflected in the standards will not be realized if teachers don't believe all students can meet the standards.

In 1968, Rosenthal and Jacobson released an influential study, *Pygmalion in the Classroom*, one of the first to provide overwhelming evidence that teacher expectations can significantly affect student achievement. The researchers gave teachers false information about the IQ results of select students and indicated that those students were on the brink of rapid intellectual growth. The findings were startling. Those students whom teachers expected to perform well showed significantly higher gains in intellectual growth than their classmates at the end of the year.² Many subsequent studies have since supported the general findings of the original 1968 study.

Selected Research

Expecting the Best for Students: Teacher Expectations and Academic Outcomes

(Christine Rubie-Davies, John Hattie, and Richard Hamilton, *British Journal of Educational Psychology*, Vol. 76, No. 3, 2006, pp. 429-444.)

Aim: To explore the relationship between varying teacher expectations for students from four ethnic groups (Maori, Pacific Island, Asian, and New Zealand European) and student reading achievement.

Findings:

- ▶ Teacher expectations of Maori students were significantly lower. Maori students are often perceived to be low-performing and to come from families where education is not valued.
- ▶ Teacher expectations were higher than actual student performance for Pacific Island, Asian, and New Zealand European.
- ▶ Although all groups scored similarly on the pre-test taken at the beginning of the year, by the end of the year, Maori students made the smallest gains, and their achievement had fallen significantly below the Asian and New Zealand European students.
- ▶ Because Maori and Pacific Island students are from the same social class and commonly perform at similar levels, these results suggest that teacher expectations had more to do with ethnicity than any other factor.

Are Teachers' Expectations Different for Racial Minority Than for European American Students?: A Meta-Analysis

(Harriet Tenenbaum and Martin Ruck, *Journal of Educational Psychology*, Vol. 99, No. 2, 2007, pp. 253-273.)

Aims: To examine whether teachers' expectations, referrals, positive and neutral speech, and negative speech differ toward ethnic minority students (African American, Asian American, and Latino/a) as compared with European American students.

Findings:

- ▶ Three of four meta-analyses conducted found "small but significant effects suggesting that teachers held more positive expectations, made more positive referrals and fewer negative referrals, and provided more positive and neutral speech for European American children than for African American and Latino/a children. Furthermore, teachers held higher expectations for Asian American students compared with all other groups of children."
- ▶ Teacher expectations can translate into behaviors that affect student performance and contribute to a classroom climate in which equality can be significantly compromised.

Teacher expectations can translate into behaviors that affect student performance and contribute to a classroom climate in which equality can be significantly compromised.

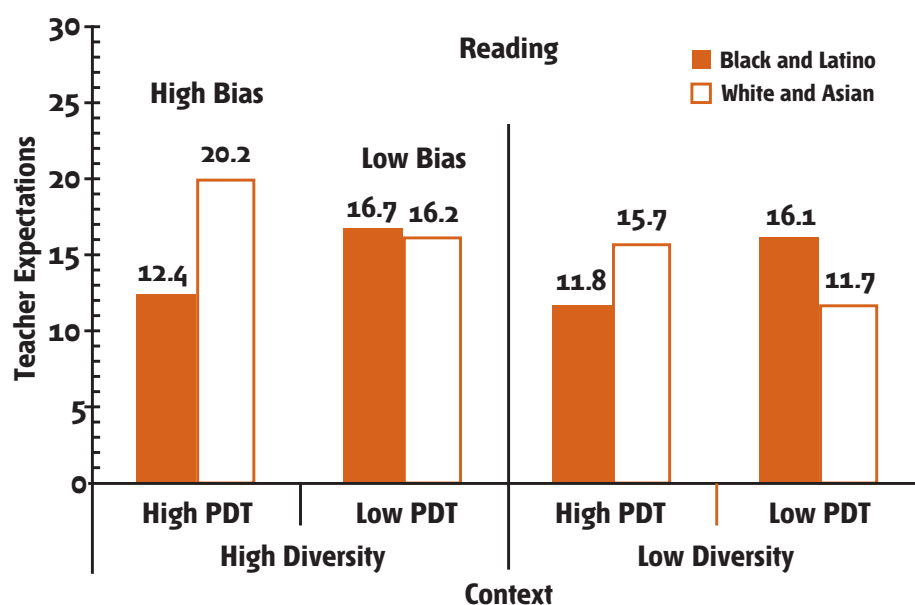
Teacher Expectations, Classroom Context, and the Achievement Gap

(Clark McKown and Rhona Weinstein, *Journal of School Psychology*, Vol. 46, No. 3, 2008, pp. 235-261.)

Aim: To examine the role of classroom context in diminishing the relationship between child ethnicity and teacher expectations, and to estimate the contribution of teacher expectations to the year-end ethnic achievement gap in high- and low-bias classrooms.

Findings:

- ▶ There was a statistically significant difference in teacher expectations of ethnically diverse pupils in classrooms where students perceived high differential treatment (PDT) by teachers toward students (i.e., students clearly recognized that they and their classmates were or were not expected to perform well). In a highly diverse classroom, teachers ranked European American and Asian American students seven points higher on a 30-point reading hierarchy and more than eight points higher on a 30-point hierarchy than equally achieving African American and Latino students.
- ▶ Furthermore, in those classrooms, teacher differential treatment of ethnically diverse students with identical prior achievement levels was shown to have a statistically significant effect on the overall year-end achievement gap.



Source: *Teacher Expectations, Classroom Context, and the Achievement Gap*, Clark McKown and Rhona Weinstein

The Implicit Prejudiced Attitudes of Teachers: Relations to Teacher Expectations and the Ethnic Achievement Gap

(Linda van den Bergh, Eddie Denessen, Lisette Hornstra, Mrinus Voeten, and Rob W. Holland, *American Educational Research Journal*, Vol. 47, No. 2, 2010, pp. 497-527.)

Aim: To examine whether classroom differences are a result of differential teacher expectations, and to identify the prejudiced attitudes that possibly underlie these expectations.

The study found that:

- ▶ In classrooms where teachers held implicit negative attitudes towards certain ethnic groups, students from those groups performed poorly compared to their peers in other classes.
- ▶ Furthermore, in those teachers' classrooms the achievement gaps were significantly larger between minority and nonminority students than achievement gaps in other classes.

Considerations for policymakers and education leaders

These research findings have clear implications for a number of ongoing and emerging reform initiatives. The following section explores areas of policy related to educator effectiveness that could benefit from the consideration of how teacher expectations can affect student achievement.

Teacher Preparation – Ensure the right applicants are entering the teaching profession

Teacher preparation may be the ideal time to identify and weed out those 5–10%³ of teachers whose perceptions of student ability keep them from providing an equitable and highly demanding education for all. To do this, faculty must first be knowledgeable about the potential impact of teacher expectations on student achievement and know how to identify inflexible perceptions among teacher candidates. Research indicates that implicit attitude assessments can successfully identify these prejudiced attitudes.⁴ Second, schools of education can educate teacher candidates about the risks of inequitable expectations, offer training in recognizing and amending negative attitudes based on student backgrounds, and counsel those who are not appropriate teaching candidates to other professions.

Teacher Professional Development – Raise teacher awareness so behavior can be changed

It cannot be overstated—high-quality teacher professional development is essential to great teaching. Too few programs, however, emphasize strengthening student/teacher interactions and/or help raise teacher awareness of their own biases so that they are able to develop higher expectations and change negative behaviors. There are a number of ways to provide teachers with development opportunities, but researchers insist that to be successful, such opportunities must offer adequate time for collaboration and support amongst colleagues.⁵ The following are two examples of well-known programs that ensure time for collaboration and support:

- ▶ **Teacher Expectations Student Achievement (TESA)** – Research-based staff development that focuses on maintaining high expectations for all students.
 - Helps teachers track and understand their interactions with students in order to help them increase the quality of those interactions.
 - Focuses on 15 interactions that improve three critical areas of teaching behaviors: questioning, feedback, and student self-esteem.
- ▶ **Classroom Assessment Scoring System (CLASS)** – Research-based approach to defining and measuring effective interactions in early childhood and elementary classrooms.
 - Assesses three broad domains of effective interactions—Emotional Support, Classroom Organization, and Instructional Support—that are essential to children’s classroom experiences in the pre-K-3 grades.⁶
 - Research on CLASS has shown that establishing teachers’ skills in these areas are associated with higher student achievement.⁷

Teacher Evaluation Systems – Use measures that identify implicit teacher beliefs

New teacher evaluation systems are currently being built, piloted, or are in place in over 30 states around the country. Although each system’s attributes vary, most are moving towards, if not already using, a combination of objective student data and observational rubrics to evaluate teacher effectiveness. The evaluation rubrics consist of teacher qualities that are easily observed in a 15-30 minute period, such as the skills needed to properly plan for a lesson, to quickly discern student signals of misunderstanding, and to maintain an organized and well-managed classroom. However, teacher observation rubrics are not in many cases calibrated to detect or measure teachers’ differentiated expectations and perceptions of students, and will require an alternative component of an evaluation system. Because research has found that student perception of differential teacher treatment is correlated to student achievement, one measure states might consider incorporating into teacher evaluation systems is a carefully crafted survey of student attitudes or perceptions.

Common Core or other state standards – Ensure teachers match expectations to high standards

Setting new higher standards and creating high-quality curricula are insufficient. While standards are intended to promote rigorous common expectations, this aim can be compromised when teacher expectations inhibit students' opportunities to learn. Drawing on teacher interviews and survey data, a 2012 study found that learning opportunities for students in five middle schools—committed to a schoolwide model built on high standards and rigorous expectations—were perpetually stratified due to teacher expectations of their students and standards.⁸ States' diligent efforts to provide teacher training on the new Common Core State Standards will be compromised unless training emphasizes the potentially significant negative impact of teacher expectations on student success, and measures whether teachers are actually implementing the standards for all students.

Conclusion

In order to shrink the achievement gap in our nation's schools and reclaim America's status as the world's leading education system, states need to ensure that every classroom has a high-quality teacher who sets high expectations for all of his/her students. While the impact of reduced teacher expectations is not considered pervasive, it can have a significant impact on the trajectory of some students' learning outcomes. Teachers are often unaware of the differential expectations they have set for their students, not recognizing the minor behavioral cues that can negatively affect their students' achievement levels. Education leaders are strongly encouraged to ensure that teacher preparation and professional development programs help teachers recognize their own biases and learn how to engage in teacher-student interactions that help all students achieve high expectations.

ECS Resources

Teacher Quality: What Preparation and Practices Matter?

From the ECS Research Studies Database, explore what teacher practices negatively and/or positively affect student achievement.

http://www.ecs.org/rs/SearchEngine/SearchResults.aspx?faq_id=a0870000005ledoAAA

Other Resources

Expectations and Student Outcomes

This 'oldie but goodie' provides a useful definition on various effects that teacher expectations can have on student performance. Also included is a lengthy list of relevant research studies and their findings.

educationnorthwest.org/webfm_send/562

Teachers' Expectations Can Influence How Students Perform

From the Morning Edition on NPR. Via interviews with Robert Rosenthal and Robert Pianta of the Curry School of Education at the University of Virginia, the broadcaster explores how teacher expectations can affect the performance of the children they teach.

<http://www.npr.org/blogs/health/2012/09/18/161159263/teachers-expectations-can-influence-how-students-perform>



Endnotes

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- 2 R. Rosenthal and L. Jacobson, *Pygmalion in the Classroom* (New York: Holt, Rinehart & Winston, 1968).
- 3 Ibid, Brophy p. 634.
- 4 Linda Van den Bergh, Eddie Denessen, Lisette Hornstra, Marinus Voeten, Rob W. Holland, "The Implicit Prejudiced Attitudes of Teachers: Relations to Teacher Expectations and the Ethnic Achievement Gap," *American Educational Research Journal*, Vol. 47, No. 2 (2010): 497-527.
- 5 Rhona S. Weinstein, Sybil M. Madison, and Margaret R. Kuklinski, "Raising Expectations in Schooling: Obstacles and Opportunities for Change," *American Education Research Journal*, Vol. 32, No. 1 (1995): 121-159.
- 6 Robert C. Pianta, *Effective Teacher-Student Interactions: Measuring and Improving Classroom Practice* (New York, New York: Foundation for Child Development, 2009).
- 7 Center for Advanced Study of Teaching and Learning, *Measuring and Improving Teacher-Student Interactions in PK-12 Settings to Enhance Students' Learning*, (Charlottesville, Virginia: Center for Advanced Study of Teaching and Learning, 2011).
- 6 Donna Harris, "Varying Teacher Expectations and Standards: Curriculum Differentiation in the Age of Standards-Based Reform," *Education and Urban Society*, Vol. 44, No. 2 (2012): 128-150.

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