Report to the Joint Legislative Education Oversight Committee on the 2000-01 ABCs Pilot Program

December 2001



State Board of Education

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Results of the 2000-01 ABCs Pilot Program to Test and Evaluate a Revised School Accountability Model for the ABCs Plan

Executive Summary

Section 8.36 of the special provisions in the 1999 Budget required the State Board of Education (SBE) to establish a pilot program in up to five Local Education Agencies (LEAs) "for the purpose of determining whether revisions in the present accountability model are likely to result in more students demonstrating mastery of grade level subject matter and skills." Section 8.36 further specified that the Board should report by October 15, 2001, and annually thereafter, "its findings and recommendations regarding the continued implementation, expansion, and modification of the pilot program." However, the report to the General Assembly was rescheduled for December due to the delay in ABCs reporting as a result of the equating study in mathematics. This report fulfills the requirements for the 2001 report to the General Assembly.

Based on applications submitted pursuant to Section 8.36, five LEAs were selected and participated in the pilot program during the 2000-01 school year. They were: Bladen County Schools (090); Craven County Schools (250); Winston-Salem/Forsyth County Schools (340): Charlotte-Mecklenburg Schools (600); and Elizabeth City-Pasquotank Public Schools (700). Based on analyses of the 2000-01 ABCs data for schools in these Local Education Agencies. 67 of the 212 schools (31.6% of participating schools) received awards for meeting the goals of the pilot program.

The ABCs Pilot program appears to have stimulated some improvement in students' mastery of grade level subject matter and skills. This was evidenced by increases in proficiency, success at meeting ABCs growth standards, and a modest closing of the achievement gap. However, because it was not a randomized research study, the Pilot study does not provide strong proof that revisions in the current accountability model, similar to those used in the Pilot study, would necessarily result in more students demonstrating academic improvement in the future. Nor does the study address whether the Pilot Program model revisions would be the best revisions to include in a future modified accountability model.

Additional research, field testing, input and discussion may be needed to arrive at the best strategy for stimulating increased mastery of grade level subject matter and skills. However, the current study does provide some evidence that can be used as a possible basis for additional discussion and implementation.

Recent legislation in SB 1005 Section 28.30.(a) (G.S. 115c-105.35) modifies the ABCs by requiring that "... beginning school year 2002-2003, the state Board shall include a 'closing the achievement gap' component in its measurement of the educational growth in student performance for each school. The 'closing the achievement gap' component shall measure and compare the performance of each subgroup in a school's population to ensure that all subgroups as identified by the State Board are meeting State Standards."

In light of this legislation and in consideration of the work by the NC Advisory Commission on Raising Achievement and Closing Gaps, the SBE recommends:

1. Due to SB 1005 Section 28.30.(a) (G.S. 115c-105.35) discontinue the ABCs Pilot Program at the conclusion of the 2001-2002 school year, and

2. Use results of this report in combination with the Progress Report of the NC Advisory Commission on Raising Achievement and Closing Gaps to formulate a method to include a "closing the gap" component into the ABCs for the 2002-2003 school year.

Results of the 2000-01 ABCs Pilot Program to Test and Evaluate a Revised School Accountability Model for the ABCs Plan

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Results of the 2000-01 ABCs Pilot Program to Test and Evaluate a Revised School Accountability Model for the ABCs Plan

Background

In Section 8.36 of the special provisions in the 1999 Budget, the General Assembly required the State Board of Education to establish a pilot program in up to five Local Education Agencies (LEAs) "for the purpose of determining whether revisions in the present accountability model are likely to result in more students demonstrating mastery of grade level subject matter and skills." Section 8.36 further specified that the Board should report by October 15, 2001, and annually thereafter, "its findings and recommendations regarding the continued implementation, expansion, and modification of the pilot program." However, the report to the General Assembly was rescheduled for December due to the delay in ABCs reporting as a result of the equating study in mathematics. This report presents school-by-school results for those schools participating in the pilot program during 2000-01 and other findings and recommendations regarding the pilot program.

Selection of Participating School Administrative Units

Under the special provisions, local boards of education could volunteer to participate in the pilot. Each volunteer was required to hold a public meeting and pass a resolution specifically approving the LEA's participation in the pilot program. Participation also required a commitment of local funds (on a 25% matching basis) if the LEA did not qualify for Low-Wealth or Small School supplemental funding.

In January 2000 Superintendents of LEAs and Chief Officers of Charter Schools were formally invited to submit applications to participate in the ABCs Pilot Program required by Section 8.36. They were advised of the legislative requirements and provided a copy of the legislation and the preliminary guidelines for the pilot program. Volunteers were required to submit their applications to the Department of Public Instruction by February 18, 2000 and to include results of their public meeting and a copy of the resolution passed by the local board approving their participation.

Six LEAs submitted applications. They were: Bladen County Schools (090); Craven County Schools (250); Winston-Salem/Forsyth County Schools (340); Roanoke Rapids City Schools (421); Charlotte-Mecklenburg Schools (600); and Elizabeth City-Pasquotank Public Schools (700).

The State Board of Education met March 1-2, 2000 and approved the applications for: Bladen County Schools (090); Craven County Schools (250); Winston-Salem/Forsyth County Schools (340); Charlotte-Mecklenburg Schools (600); and Elizabeth City-Pasquotank Public Schools (700). These LEAs provided good geographic, demographic, rural and urban coverage of the state as prescribed by Section 8.36. The application from Roanoke Rapids City Schools (421) was not selected because of the legislative

restriction to five LEAs and because the small number of schools in the district would add the least statistical information to the pilot study.

Implementation of the Pilot Program

The ABCs Pilot Program was first implemented starting with the 2000-2001 school year. Participation may continue through 2004-05 contingent on funding and evaluation results. Within each selected LEA, all schools containing any of the grades 3-8 participated. (No high schools were involved in the pilot due to the additional complexity of the high school ABCs and because of the anticipated transition to a prediction model for high school accountability in 2000-2001. High schools may be included in the pilot in later years, if feasible.)

Schools in the pilot continue to be subject to standard ABCs requirements and the associated awards and sanctions continue to apply. Awards achieved under the pilot program are in addition to any earned under the standard ABCs program. For each school, additional awards are contingent on meeting growth standards in ten subgroups of students. Subgroups are defined in terms of ethnicity, socioeconomic status, and prior achievement. Additional details are given in the Preliminary Guidelines for implementation of the pilot program (see appendix).

Pilot program LEAs met with DPI staff in conjunction with the 2001 Testing and Accountability Conference. The meeting on January 29, 2001 was used to review activities to that point in time and to discuss data from prior years as they informed potential areas of concentration for pilot efforts.

Method

Both qualitative and quantitative analyses were performed to determine the success of the Pilot program. This report addresses: (a) the implementation of the Pilot program in each participating unit; (b) the student performance achieved by schools participating in the pilot; (c) how the student performance in the pilot program schools compares with the performance in Non-Pilot schools under the ABCs plan; (d) how the student performance by the 10 subgroups in the Pilot program compares with subgroup results in the remainder of the state; (e) how successful the Pilot schools are in closing the achievement gap; and (f) whether the student performance of students who qualify for free or reduced lunch is improved.

Qualitative analyses are provided in the appendix by the Pilot schools to describe how they implemented the program. The data were derived from telephone interviews conducted by staff at the Department of Public Instruction (DPI) to gather information from central office personnel in each participating Pilot school. Central office staff were asked to address the following questions:

1. What information was communicated to schools in the school system regarding participation in the pilot?

- 2. When was this information communicated?
- 3. Were there any district-wide strategies or recommendations implemented during the pilot? If so, what?
- 4. Were there any instructional or administrative strategies that were different than were used with the standard ABCs? If so, what?
- 5. Did you use any data analysis done for schools at the beginning of the pilot? If so, what?
- 6. Compare a school that was successful in meeting its improvement goals for all subgroups versus one that was not. What factors contributed to the differences?
- 7. Did the local school district provide additional awards (salary supplements, special events) to schools meeting achievement goals? If so, what?

Quantitative analyses show to what extent the pilot program schools experienced improvements in the percent of students at grade level and how the pilot program schools' overall performance in the ABCs compares to the performance of the remainder of the state.

In the ABCs, growth is calculated from year to year. However, a new mathematics curriculum and new mathematics tests were implemented in 2000-01. So it was necessary to conduct a special equating study during the summer 2001 to be able to convert the 2nd edition mathematics scale scores to equivalent scores on the old mathematics scale. Once the two series of tests were equated, the existing ABCs growth formulas could continue to be used for the 2000-01 ABCs. (This was true except for 3rd grade where a minor adjustment was made to the growth parameters to reflect the fact that both pre and post tests were on the new mathematics scale.) The equating study also was used to create revised achievement levels for the EOG mathematics tests. (However, these did not impact the Pilot results in any way.)

This report also addresses growth in the following 10 subgroups: (1) American Indian; (2) Asian; (3) Black; (4) Hispanic; (5) White; (6) Other (including Multi-racial); (7) Students eligible for free/reduced price lunches; (8) Students not eligible for free/reduced price lunches; (9) Students whose pretest scores were in achievement Level I/II in reading or mathematics; and (10) Students whose pretest scores were in achievement Level III/IV in reading or mathematics.

Additional analyses were completed to determine if the Pilot schools experienced success in closing the achievement gap in comparison to statewide results and whether or not the Pilot schools' student population was representative of the state student population. Finally, analyses were done to ascertain the academic degrees of certified staff members in Pilot Schools that met the Pilot program goals, compared to the degrees of certified staff members in Pilot schools that did not meet the goals of the Pilot program.

Results

All of the five ABCs Pilot LEAs responded to the telephone interviews by DPI staff. (Their responses are located in the appendix.) The five LEAs informed the schools in their district of Pilot program participation by school board presentations, meetings with principals, and written communication to schools. Charlotte/Mecklenburg was the only Pilot LEA that indicated they had adopted a learning model during implementation of the Pilot program. The remaining four LEAs said they did not implement any district-wide strategies or recommendations during the Pilot process. Three of the Pilot LEAs (Bladen, Craven and Charlotte/Mecklenburg) used instructional and/or administrative strategies during the Pilot program that were different from those used with the standards ABCs. All of the Pilot LEAs relied heavily on disaggregation of data for pilot subgroups at the beginning of the pilot. In fact, the Pilot LEAs indicated that disaggregation of data and principals focused on instruction and high expectations for students and teachers were key in successfully meeting their improvement goals for all subgroups in the pilot. Schools within Pilot LEAs that were not successful in meeting their improvement goals reported that they had higher teacher turnover rates and large pockets of socioeconomic disadvantaged students. Two of the Pilot LEAs offered additional awards to schools that met their achievement goals.

ABCs Pilot analyses were applied as outlined in the pilot program guidelines. Schools' results are shown in the appendix. A list is provided showing, by LEA, each school that participated and the outcomes for each subgroup within the school in the pilot program. An overall status is given for each school indicating whether the school met the overall pilot program requirements (i.e. whether they met growth expectations in all applicable subgroups). Table 1 below shows the number and percentage of schools (by LEA, and in the total pilot program) that met the goals of the pilot program.

Table 1. Number and Percent of Pilot Schools Meeting ABCs Pilot Requirements

Pilot Requirements

		N	/let	Not	Met	To	otal
_LEA	Name	N	<u>%</u>	N	%	N	%
090	Bladen County Schools	- 1	8.3	11	91.7	12	100.0
250	Craven County Schools	7	36.8	12	63.2	19	100.0
340	Winston-Salem/Forsyth County Schools	16	30.2	37	69.8	53	100.0
600	Charlotte-Mecklenburg Schools	37	31.4	81	68.6	118	100.0
700	Elizabeth City- Pasquotank Public Schools	6	60.0	4	40.0	10	100.0
Total		67	31.6	145	68.4	212	100.0

The mean pretest scale scores shown in Table 2 indicate that the Pilot schools scored lower in reading and mathematics (except at grade 3) than the Non-Pilot schools. Thus, in terms of average performance the two groups of schools were not similar at the beginning of the study.

Table 2. Pilot and Non-Pilot Schools' Pretest Mean Scale Scores by Grade Level

Reading Mathematics

											- 2	
		Pilot		Non-Pilot		Pilot			Non-Pilot			
Grade	N	Mean	S.D	Ņ	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.
3	152	139.0	3.3	1113	138.6	2.8	152	236.0	3.7	1113	235.9	3.1
4	152	145.8	3.8	1110	146.5	3.6	152	142.5	4.7	1110	143.7	4.2
5	154	148.8	4.2	1108	149.6	3.6	154	151.4	4.4	1108	152.8	4.1
6	61	153.5	4.5	604	154.1	4.3	61	157.9	4.2	604	158.2	4.9
7	62	154.2	4.9	554	155.5	4.4	62	162.5	5.4	554	164.3	5.3
8	62	158.0	4.3	552	159.3	4.0	62	168.3	6.1	552	170.1	5.7

Note. S.D. is used as an abbreviation for standard deviation.

Table 3 shows that the Pilots and the Non-Pilots were not similar in terms of proficiency at the beginning of the study except for grade 3. The Non-Pilots had more students scoring at or above achievement Level III.

Table 3. Pilot and Non-Pilot Schools' Pretest Percent Proficiency

Pilot Non-Pilot Reading and Reading and Reading Math Math Reading Math Math 3 71.4 78.5 64.7 71.5 79.8 64.8 4 72.6 69.2 62.8 76.2 74.5 66.7 5 69.1 81.0 66.2 73.2 85.9 70.4 6 74.3 79.2 69.4 78.3 83.3 73.9 7 65.9 76.0 61.7 71.4 83.3 68.0 8 71.5 76.0 65.7 77.1 82.8 72.4 All 70.8 76.6 65.1 74.6 81.6 69.3

The Pilot schools had a higher proportion of black student representation and lower proportion of white student representation than Non-Pilot schools (Table 4). Among other ethnic groups, the Pilot schools' student population was not representative of the statewide student population. This information suggests that the Pilot schools are not comparable to the Non-Pilot schools in terms of ethnic group composition. This is not surprising in that LEAs volunteered for this study and that doesn't guarantee statewide representations. Still the Pilot LEAs were representative of geographical areas of the state, including urban and rural areas, as required in the legislation.

Table 4. Number and Percent of Students for Pilot and Non-Pilot Schools by Ethnicity

		Pilot	Nor	n-Pilot	State		
_	N	%	N	%	, N	%	
American Indian	329	0.4	8,905	1.6	9,234	1.5	
Asian	2,396	2.8	8,962	1.7	11,358	1.8	
Black	35,582	42.0	154,928	28.6	190,510	30.4	
Hispanic	4,830	5.7	23,867	4.4	28,697	4.6	
Multi-Racial	924	1.1	7,506	1.4	8,430	1.3	
White	40,671	48.0	337,791	62.3	378,462	60.4	
Total	84,732	100.0	541,959	100.0	626,691	100.0	

Table 5 shows the student composition within the Pilot Schools who either met or did not meet the Pilot program goals. Within schools that met pilot goals, there were higher percentages of white students and lower percentages of other ethnic groups than was the case within schools that did not meet the pilot goals.

Table 5. Number and Percent of Students by Ethnicity Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

_		Met	Not	Met
_	N	%	N	%
American Indian	65	0.3	264	0.4
Asian	608	2.7	1,788	2.9
Black	9,021	40.4	26,561	42.6
Hispanic	937	4.2	3,893	6.2
Multi-Racial	272	1.2	652	1.0
White	11,416	51.2	29,255	46.9
Total	22,319	100.0	62,413	100.0

Table 6 shows that the Pilots and the Non-Pilots were not similar in terms of proficiency at the end of the 2000-2001 school year. The data in Table 6 indicate that both Pilot and Non-Pilot schools had increases in proficiency in comparison to the proficiency of the same students at the beginning of the study in Table 3. The Non-Pilot schools again had more students scoring at or above achievement Level III.

Non-Pilot

82.3

72.1

Table 6. Pilot and Non-Pilot Schools' Posttest Percent Proficiency

Pilot

ΑII

74.8

78.7

	Reading	Math	Reading and Math	Reading	Math	Reading and Math		
3	74.9	70.5	65.2	76.7	74.1	67.5		
4	72.5	84.2	70.3	74.9	87.2	72.6		
5	82.0	85.1	77.6	82.8	86.9	78.6		
6	67.0	79.5	63.7	71.1	83.4	68.2		
7	72.2	77.5	66.7	75.8	81.8	70.9		
8	80.3	75.1	69.9	83.8	80.1	75.0		

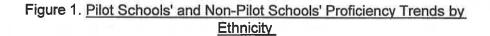
77.4

68.9

The pretest and posttest percent proficient results in Tables 3, 4, 5 and 6 are based on the same matched students in each school. This provides the ability to look at differences in proficiency in reading and mathematics by subtracting the pretest results from the posttest results. Data presented in Table 7 show declines in reading proficiency at grades 4 and 6 for both Pilots and Non-Pilot schools. There was also a decline in mathematics proficiency at grades 3 and 8 for the Pilots and grades 3, 7 and 8 for the Non-Pilots. The Pilot schools had a higher overall reading and math difference (3.8) than the Non-Pilots (2.8). This means between the pretest and the posttest the Pilot schools improved the proficiency of students more than the Non-Pilot schools. However, the difference in improvement was relatively small (1.0%).

Table 7. Difference in Pretest/Posttest Proficiency for Pilot and Non-Pilot Schools

		Pilot		Non-Pilot				
	Reading Difference	Math Difference	Reading and Math Difference	Reading Difference	Math Difference	Reading and Math Difference		
3	3.5	-8.0	0.5	5.2	-5.7	2.7		
4	-0.1	15.0	7.5	-1.3	12.7	5.9		
5	12.9	4.1	11.4	9.6	1.0	8.2		
6	-7.3	0.3	-5.7	-7.2	0.1	-5.7		
7	6.3	1.5	5.0	4.4	-1.5	2.9		
8	8.8	-0.9	4.2	6.7	-2.7	2.6		
All	4.0	2.1	3.8	2.8	0.7	2.8		



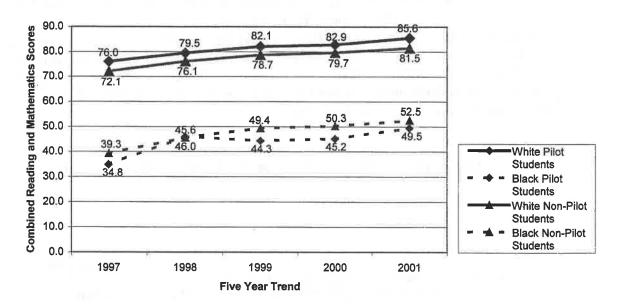


Figure 1 represents achievement data for percentages of students scoring at or above achievement level III from 1997-2001 for black and white students attending Pilot and Non-Pilot schools. White students attending Pilot schools tend to score higher in reading and mathematics than white students attending Non-Pilot schools. Black students attending Pilot schools scored lower but had higher gains than black students attending Non-Pilot schools over the five-year period. The Pilot schools and the Non-Pilot schools have both improved achievement among black students; however, the data suggest that Pilot schools, after a decline during 1999-2000, narrowed the achievement gap more during the 2000-2001 school year than the Non-Pilot schools. However, the Pilot schools' apparent relative success at closing the proficiency gap could be due to the fact that lower performing students tend to grow faster. A method is needed to adjust for the students' initial performance and the following ABCs results provide such evidence.

Table 8 shows that adjusting for achievement in both groups, (i.e., incorporating growth in terms of ABCs growth expectations into calculations) the Pilot Schools exceeded the Non-Pilot schools in meeting expected growth. Pilots also met the pilot program goals more frequently than the Non-Pilots would have if the pilot program growth goals had been applied to the Non-Pilots. These results suggest that the Pilot program stimulated more growth in the Pilot schools both in the overall student population as well as in the student subgroups than occurred in the Non-Pilot schools.

Table 8. Number and Percent of Pilot and Non-Pilot Schools Meeting Expected Growth

		Pilot		Non-Pilot			
·-	Met	Not Met	Total	Met	Not Met	Total	
Standard ABCs							
N	139	73	212	881	671	1552	
%	65.6	34.4	100.0	56.8	43.2	100.0	
ABCs Pilot							
N	67	145	212	374	1178	1552	
%	31.6	68.4	100.0	24.1	75.9	100.0	

The data in Table 9 show that the Pilot schools were more successful in meeting the pilot program goals in all ethnic groups than the Non-Pilot schools. There was only one Pilot school with sufficient American Indian student representation in comparison to the 107 Non-Pilot schools with American Indian student representation.

Table 9. Number and Percent of Pilot and Non-Pilot Schools Attaining Growth Expectations
by Ethnic Group

Ethnicity

		American Asian Indian					Hisp	Multi- Hispanic Racial			W	White	
		Met	Not Met	Met	Not Met	Met	Not Met	Met	Not Met	Met	Not Met	Met	Not Met
Pilot	N	64	21	*	*	104	105	65	40	22	10	152	42
	%	75.3	24.7	*	*	49.8	50.2	61.9	38.1	68.8	31.3	78.4	21.6
Non- Pilot	N	184	79	44	63	474	799	337	269	144	96	953	507
	%	70.0	30.0	41.1	58.9	37.2	62.8	55.6	44.4	60.0	40.0	65.3	34.7

Note. The asterisk indicates that there was only one Pilot school with sufficient American Indian representation.

In Table 10, the Pilot LEAs had a higher percentage of schools (57.2%) that met growth expectations with students in achievement Level III/IV than was the case among the Non-Pilot LEAs (48.2%). The data could suggest that the Pilot schools focused on Level III/IV achievement more than the Non-Pilot schools.

Table 10. Number and Percent of Pilot and Non-Pilot Schools by Achievement Level

Achievement Level

		Le	Levels I-II		els III-IV
		Met	Not Met	Met	Not Met
Pilot	N	159	48	119	89
	%	76.8	23.2	57.2	42.8
Non-Pilot	N	1108	432	738	794
	%	71.0	28.1	48.2	51.8

<u>Note</u>. It is important to note that the scores used in this report were based on the modified achievement levels that were a result of the equating study.

The data in Table 11 illustrate the success of schools in meeting growth expectations with students in the free/reduced lunch category and the no free/reduced lunch category for Pilot and Non-Pilot schools. The percentage of Pilot schools meeting the Pilot program goals with students in the free/reduced lunch category was 45.9% in comparison to the Non-Pilot schools (37.9%). Pilot schools met the Pilot program goal with students who received no free/reduced lunch by (75.4%) in comparison to the Non-Pilot schools (68.2%).

Table 11. Number and Percent of Pilot Schools and Non-Pilot Schools by Free/Reduced Lunch and No Free/Reduced Lunch

		Free/Reduced Lunch			e/Reduced unch		
		Met	Not Met	Met	Not Met		
Pilot	N %	95 45.9	112 54.1	153 75.4	50 24.6		
Non-Pilot	N %	561 37.9	919 62.1	998 68.2	465 31.8		

Table 12 shows that among the Pilot schools that met program goals, the majority of students (52.5%) were not eligible for free/reduced lunch. Among Pilot schools that did not meet the program goals, 45.1% of the students were eligible for free/reduced lunch.

Table 12. Number and Percent of Students Eligible for Free/Reduced Lunch Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

VIII TO	Student Not Eligible	Free/Reduced Lunch	Information Not Available	Total
N	11,550	8,676	1,769	21,995
%	52.5	39.5	8.0	100.0
N	25,592	27,269	7,511	60,372
%	42.4	45.1	12.4	99.9
	% N	Not Eligible N 11,550 % 52.5 N 25,592	Not Lunch Eligible N 11,550 8,676 % 52.5 39.5 N 25,592 27,269	Not Eligible Lunch Available Not Available N 11,550 8,676 1,769 % 52.5 39.5 8.0 N 25,592 27,269 7,511

Note. Percents may not add to 100% due to rounding.

Most students within the Pilot schools (60,352) were not identified as Exceptional Children (EC) students. There were 23,763 students within the Pilot schools who had an exceptionality status (Table 13). Schools that met the Pilot goals had a slightly higher percentage of AIG students and a slightly lower overall percentage of students who were not identified as EC students.

Table 13. Number and Percent of Students by Exceptional Children Status Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

	Me	t	Not	Met
Exceptional Children Status	N	%	N	%
Not Identified as EC AIG BEH	15,700 3,570	70.7 16.1	44,652 9,225	72.12 14.9
Hearing Impaired EMH	204 32 415	0.9 0.1 1.9	877 96 1,245	1.4 0.2 2.0
Specific LD Speech-Language Impaired Visually Impaired	1,527 387 *	6.9 1.7 *	4,312 541	6.9 0.9
Other Health Impaired Orthopedically Impaired Traumatic Brain Injured	223	1.0	559 57	0.9 0.1
Autistic Severe/Profound Mentally Disabled	57 *	0.3	105	0.2
Multi-handicapped Deaf-Blind	0	*	37	0.1
Trainable Mentally Disabled Total	46 22,204	0.2	142 61,911	0.2
Grand Total	8	4,115		

<u>Note</u>. The asterisk indicates that the number of students in that cell was less than 15. However, the value for the cell was included in the Total column. Full precision though not shown here, is carried throughout all calculations.

Among schools meeting the goals of the Pilot program, students more frequently came from families with higher parental education as evidenced by the fact that 32.5% of students had parents with a four year college degree (Table 14). In Pilot schools that did not meet the pilot program goals, only 28.7% of the students had parents with a four year college degree.

Table 14. Number and Percent of Students by Parent Education Level Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

	M	et	Not	Met
Parent Education Level				
	N	%	N	%
Did not finish high school	1,543	7.0	4,849	7.9
High School graduate	7,973	36.1	25,315	41.3
Trade or Business School	1,048	4.8	2,709	4.4
Community, Technical or Junior College	2,752	12.5	7,096	11.6
Four Year College Degree	7,179	32.5	17,573	28.7
Graduate School Degree	1,576	7.1	3,723	6.1
Total	22,071	100.0	61,265	100.0
Grand Total		83,336		

Note. Not all parents provided information for their level of education.

Among Pilot schools that met the pilot goals, a higher percentage of teachers (29.4%) hold masters degrees (Table 15). (The six Pilot school teachers without a bachelors degree were employed in three Pilot schools that had a 6-12 grade configuration.) College/University degrees of administrative and support staff are located in the appendix.

Table 15. Number and Percent of Teachers by College/University Degree Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

College/University Degree	Me	et	Not	Met
College/University Degree	. N	%	N	%
No Bachelors	0		6	0.1
Bachelors	1,740	69.9	4,045	71.5
Masters	733	29.4	1,553	27.5
Sixth Year Degree	13	0.5	35	0.6
Doctorate	3	0.1	15	0.3
Total	2,489	99.9	5,654	100

Note. Percents may not add to 100% due to rounding.

Summary

How was the Pilot program implemented? The Pilot LEAs indicated that disaggregation of data and principals focused on instruction and high expectations for students and teachers were key factors in successfully meeting their improvement goals for all subgroups in the pilot. Schools within Pilot LEAs that were not successful in meeting their improvement goals said they had higher teacher turnover rates and large pockets of socioeconomically disadvantaged students.

What was the performance of the Pilot schools in terms of student achievement? During the 2000-01 school year 67 of 212 schools, or 31.6% of the schools participating in the pilot program, met the pilot program goals by attaining growth expectations in all applicable subgroups. There were 145 schools that did not meet the goals of the Pilot program (68.4%).

The Pilot schools had a higher proportion of black student representation and lower proportion of white student representation than Non-Pilot schools. Among other ethnic groups, the Pilot schools' student population was not representative of the statewide student population.

The Pilot LEAs were generally representative of the state in terms of geographical distribution, urban and rural areas as required in the legislation. However, the mean scale scores indicate that the Pilot schools were not comparable to the Non-Pilot schools at the beginning of the study. Also, the Pilot schools and the Non-Pilot schools were not similar in relation to proficiency in reading and mathematics, or ethnic composition at the beginning of the study. (Note: It was not a legislative requirement that they be similar on all of these variables.)

How did student performance in the Pilot program compare with student performance in the Non-Pilot schools? How successful were the Pilot schools in closing the achievement gap? The Pilot schools did show promising improvement in the overall proficiency of their students. This contributed toward a moderate reduction in the achievement gap. However, the Pilot schools' apparent relative success at closing the proficiency gap was not consistent throughout all subgroups. They were less successful with black students than with other ethnic groups. However, they were more successful with black students than the Non-Pilots were in making higher achievement gains from year to year. The Pilot schools exceeded the Non-Pilot schools in meeting expected growth, both in the standard ABCs and among subgroups as required by the Pilot program.

How did student performance by the 10 subgroups in the Pilot program compare with subgroup results in the Non-Pilot schools? The Pilot schools were more successful than the Non-Pilot schools in meeting the pilot program goals in all ethnic groups (with the exception of American Indians for which there was only one Pilot school with sufficient data.) The Pilot schools met the Pilot program goals for free/reduced lunch by (45.9%) in comparison to the Non-Pilot schools at (37.9%). However, the majority (52.5%) of

students in the Pilot schools that met the program goals were not eligible for free/reduced lunch.

Most students within the Pilot schools (60,352) were not identified as Exceptional Children (EC) students. Schools that met the Pilot goals had a slightly higher percentage of AIG students and a slightly lower overall percentage of students who were not identified as EC students. Among Pilot schools that met the pilot goals, a higher percentage of teachers (29.4%) hold masters degrees.

Are revisions in the current accountability model warranted? The ABCs Pilot program appears to have stimulated some improvement in students' mastery of grade level subject matter and skills. This was evidenced by increases in proficiency, success at meeting ABCs growth standards, and a modest closing of the achievement gap. However, because it was not a randomized research study, the Pilot study does not provide strong proof that revisions in the current accountability model, similar to those used in the Pilot study, would necessarily result in more students demonstrating academic improvement in the future. Nor does the study address whether the Pilot Program model revisions would be the best revisions to include in a future modified accountability model.

Additional research, field testing, input and discussion may be needed to arrive at the best strategy for stimulating increased mastery of grade level subject matter and skills. However, the current study does provide some evidence that can be used as a possible basis for additional discussion and implementation.

Recommendations

Recent legislation in SB 1005 Section 28.30.(a) (G.S. 115C-105.35) modifies the ABCs by requiring that "... beginning school year 2002-2003, the state Board shall include a 'closing the achievement gap' component in its measurement of the educational growth in student performance for each school. The 'closing the achievement gap' component shall measure and compare the performance of each subgroup in a school's population to ensure that all subgroups as identified by the State Board are meeting State Standards."

In light of this legislation and in consideration of the work by the NC Advisory Commission on Raising Achievement and Closing Gaps, the SBE recommends:

- 1. Due to SB 1005 Section 28.30.(a) (G.S. 115c-105.35) discontinue the ABCs Pilot Program at the conclusion of the 2001-2002 school year, and
- 2. Use results of this report in combination with the Progress Report of the NC Advisory Commission on Raising Achievement and Closing Gaps to formulate a method to include a "closing the gap" component into the ABCs for the 2002-2003 school year.

Appendix

Pilot Program to Test and Evaluate a Revised School Accountability Model for the ABCs Plan

Preliminary Guidelines

Legislative requirements include:

- 1. Statewide, no more than five LEAs will be selected to participate in the pilot
- 2. The LEA must hold a public hearing and the local Board of Education must approve participation in the event the LEA is selected
- 3. The LEA must submit an application to the State Board of Education
- 4. The LEA must contribute 25% matching funds, if not qualified for Low-Wealth or Small School supplemental funding.
- 5. The pilot program will be implemented starting with the 2000-2001 school year and could continue through 2004-2005

Administrative requirements:

- 1. Within each selected LEA, all schools containing any of the grades 3-8 shall participate
- 2. Standard ABCs requirements, awards and sanctions will continue to apply to schools in the participating LEAs
- 3. The pilot will be restricted to grades 3-8. (No high schools will be involved in the pilot due to the additional complexity of the high school ABCs and because of the anticipated transition to a prediction model for high school accountability in 2000-2001. High schools may be included in the pilot in later years, if feasible.)
- 4. Awards achieved under the pilot program are in addition to any earned under the standard ABCs program
- 5. Additional awards under the pilot will be based on growth in the following subgroups:
 - 5.1. American Indian
 - 5.2. Asian
 - 5.3. Black
 - 5.4. Hispanic
 - 5.5. White
 - 5.6. Other (including multi-racial)
 - 5.7. Students eligible for free/reduced price lunches
 - 5.8. Students not eligible for free/reduced price lunches
 - 5.9. Students whose pretest scores were in Level I/II in reading or mathematics
 - 5.10. Students whose pretest scores were in Level III/TV in reading or mathematics
- 6. Pilot awards may be up to \$750 for each teacher and certified personnel and up to \$325 for each teacher assistant (to be determined by the SBE)

- 7. Pilot awards will be based on:
 - 7.1. Expected growth composites calculated for each subgroup,
 - 7.2. using the same formula used in the standard ABCs, including weighting the components if done for the standard ABCs,
 - 7.3. restricted to reading and mathematics only (writing will not be included),
 - 7.4. across all applicable grades 3-8 in the school
- 8. To receive awards under the pilot, schools must make the growth expectation in all subgroups that meet the following conditions:
 - 8.1. There must be at least 15 students contributing to the composite (i.e., across all grades/subjects) in each subgroup for it to count
 - 8.2. Subgroups with less than 15 students contributing to the composite will be dropped from the pilot accountability requirements for that school (i.e., if there are less than 15 Asian students, then the school must meet the remaining nine subgroup goals)
- 9. All of the above requirements are subject to change, pending further developments or additional information

Results of the 2000-01 ABCs Pilot Program

2000-2001 ABCs Pilot Program Results

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2000-2001 ABCs Pilot Program Results

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2000-2001 ABCs Pilot Program Results

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	SCHOOL NAME	STEELE CREEK ELEM	STERLING ELEM	THOMASBORO ELEM	TUCKASEEGEE ELEM	UNIV PARK CREAT ARTS	UNIV MEADOWS ELEM	VILLA HEIGHTS ELEM	WESTERLY HILLS ELEM	J T WILLIAMS MID	WILSON MID	WINDING SPRINGS ELEM	WINDSOR PARK ELEM	WINTERFIELD ELEM	CENTRAL ELEM	ELIZABETH CITY MID	H L TRIGG COMM	NORTHSIDE ELEM	J C SAWYER ELEM	PASQUOTANK ELEM	P W MOORE ELEM	RIVER ROAD MID	SHEEP-HARNEY ELEM	WEEKSVILLE ELEM	
	SCHOOL	549	220	553	295	265	266	571	211	581	585	586	287	589	306	308	310	314	316	318	320	322	324	328	
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North Carolina Department of Public Instruction Division of School Improvement Closing the Gap Section

Telephone Interview Results of ABCs Pilot LEAs

1. What information was communicated to schools in the school system regarding participation in the pilot?

Bladen County:

The school system received one letter from Dr. Ward, Dr. Johnson and Dr. Leak.

Forsyth County:

Superintendent of Forsyth County Schools, talked to principals and the LEA management team about the parameters of the pilot.

Elizabeth City/Pasquotank:

Prior to the decision to apply for participation, central office staff met with the principals to discuss the program. After listing and discussing advantages and disadvantages to participation, the principals took the information back to their schools for discussion with faculties. At a second principals' meeting, the group voted (not unanimously) to proceed.

Once selected, the schools were informed of the LEA participation in the pilot. Participation was not mentioned from the central office again.

Craven County:

Presentation to principals at end of month. Presentation to community and board.

Charlotte/Mecklenburg:

A complete history of the Closing the Achievement Gap component of the ABCs Accountability Model combined with the CMS LAB P model was presented to both the local School Board and to the participating schools. Participants were informed that the state program was a volunteer program and would become part of the local CMS Closing the Achievement Gap model which was already in place. Nineteen schools were included in the pilot, but 42 schools are included for 2001-2002.

2. When and how was this information communicated?

Bladen County:

A general letter describing the components was sent out to all the K-8 schools.

Forsyth County:

The information was communicated at the time the system applied to be a pilot and after notice of being selected. This communication occurred during a board meeting and a principals' briefing.

Elizabeth City/Pasquotank:

When schools were informed the system would be participating in the pilot program, the basic communication was as follows:

- We do business as usual.
- We've always stressed success for all children.
- Teach the standard course of study.
- Provide quality, challenging and satisfying work for all children.
- Teach every child.
- We believe we can do this.

Craven County:

Announcement within month of due date of decision.

Charlotte/Mecklenburg:

A presentation was made to the school board in the spring of 2000. Then a similar presentation was given to the schools in the fall of 2000.

3. Were there any district-wide strategies or recommendations implemented during the pilot? If so, what?

Bladen County:

No

Forsyth County:

The system did not initiate nor recommend any district-wide strategies to implement the pilot. It chose to maintain the strategies that had been put in place to address achievement gap issues prior to being selected as a pilot. Reduction of class size, tutoring before and after school, data disaggregation, and focused intervention for students are examples of the strategies used.

Elizabeth City/Pasquotank:

No. All of the things mentioned in question two were the on-going focus prior to participation in the pilot program.

Question 3 continued...

Craven:

Not really. Look at any child who is not scoring up to standard.

- Mastery learning program vs. after school tutoring.
- □ School wide/grade wise rather than teacher tutoring
- Curriculum alignment
- Global approach

Charlotte/Mecklenburg:

A local CMS model (LAB P) was adapted from a model used in Brazosport Consolidated Schools, Brazoria County, Texas. CMS believes they have improved the Brazosport model. This new CMS LAB P model was combined with an A+ model already in place in CMS.

4. Were there any instructional or administrative strategies used that were different than were used with the standard ABCs? If so, what?

Bladen County:

The only noted difference was the analytical use of test data. This information provided useful input in helping school personnel focus on the subgroups. PEP's are written for all Level I/II students.

Forsyth County:

There were no additional instructional or administrative strategies used because the superintendent has always had a focus on closing the achievement gap for all students including students performing at Levels III and IV.

Elizabeth City/Pasquotank:

No.

Craven:

Implemented School Improvement Plan, Baldrige School Improvement, (TQM) approach

Charlotte/Mecklenburg:

The CMS LAB P model included some pacing of instruction and maintenance transparencies that were different from previous years, but for the most part instruction remained comparable to other years since CMS has been concentrating on reaching all students for several years.

5. Did you use any data-analysis done for schools at the beginning of the pilot? If so, what?

Bladen County:

We used data analysis to pinpoint achievement gaps among students.

Forsyth County:

Data disaggregation of cohort groups was done for the schools at a board/principal briefing.

Elizabeth City/Pasquotank:

The use of data analysis was part of the district's school improvement plan process for at least five years prior to participation in the pilot. All school plans must include extensive data analysis as the basis for decisions being made. School improvement plans must include disaggregated data on student subgroups. The data analysis component of school improvement plans is supported and expected by the local school board. To facilitate use of data analysis, the school board annually allocates a \$500 supplement to a person at each school who serves as the school's data analyst. The data analysts are trained by central office personnel. As part of their responsibilities, data analysts must include answers to specific questions generated at the LEA administrative level as well as any other questions from the school level.

The Director of Testing/Accountability feels the data analysis component is the driving force behind progress being made in the Elizabeth City/Pasquotank School System. The data analysis includes (but is not limited to): analysis of growth rates and performance rates for every subgroup in the school, discipline referrals, student and staff attendance, and results of staff, student, and parent satisfaction surveys.

The Director of Testing/Accountability again emphasized, "These are not new initiatives but part of our ongoing approach to school improvement."

Craven:

- Disaggregated data
- Quarterly data aligned to schools
- Quarterly visit to schools and look at school improvement and how it is aligned/working
- □ Share data results at principal's meeting
- Services to teachers. Go to schools and present data/strategies.

Question 5 continued...

Charlotte/Mecklenburg:

Yes, schools were told where they fit into the model from disaggregated data. The different number of cohort groups were considered in the expectations. Data was disaggregated by at least five cohort groups.

6. Compare a school that was successful in meeting its improvement goals for all subgroups versus one that was not. What factors contributed to the difference?

Bladen County:

Five K-8 schools in our district participated in the Pilot program. Our most populated school met their benchmarks.

Forsyth County:

Two of the schools that were successful had state assistance teams (mandated and voluntary). Other schools that were successful relied more heavily on data disaggregation and a strong focus to the task.

Elizabeth City/Pasquotank:

Improvement was seen in schools with principals who are strong instructional leaders. These principals are focused on instruction and have high expectations for students, teachers, and their schools.

Principals in successful schools use data analysis, monitor the data on an ongoing basis and talk with teachers about the data.

Elizabeth City/Pasquotank Schools have a system-wide emphasis on "growing all students." The superintendent also monitors the progress of schools in the district. He conducts two "walk throughs" in each school in the district every year. On each of his visits he visits every classroom and has a conference with the principal to discuss the school and answer the following questions: 1. What does the data show? 2. Is everybody learning? 3. How do I know (everybody is learning)? This process is also duplicated and supported by other central office specialists.

The Director of Testing/Accountability made the following additional comments about schools in Elizabeth City/Pasquotank:

- "I could have predicted which schools in the district would not meet the (pilot program) goals."
- "Faculty turnover was highest in one of the schools (not meeting the goals). The school also had a new principal."

Question 6 continued...

- "The differences between the schools who met goals and those not meeting goals are not demographic differences. Two of the highest poverty schools did very well."
- "Principals must be willing to follow through with tough and/or unpopular decisions when quality instruction is being compromised."

Craven:

- □ Leadership of principals and effective school improvement plan and committee implementation.
- Schools look at themselves as a system that looks at all components for teaching students.
- Strong reliance on data to make
- Frequent monitoring for and aligned curriculum
- □ Vision of student learning. "Keep main thing main thing."

Charlotte/Mecklenburg:

In the schools that did not make their goals, it was the free/reduced lunch cohort that kept them from making it. This caused schools to realize that they had to look at more than racial cohorts and consider the poor white children in their population. The free/reduced lunch

students were the most challenging, however, some schools that had 90% free/reduced lunch students did very well, including Highland Elementary and Thomasboro Elementary.

7. Did the local school district provide additional awards (salary, supplements, special events) to schools meeting achievement goals? If so, what?

Bladen County:

Our teachers were grateful for the monetary award.

Forsyth County:

The system did not offer any further incentives to schools meeting achievement goals. Forsyth County does offer incentives to teachers who agree to work in Equity Plus schools.

Elizabeth City/Pasquotank:

No.

Craven:

No.

Model-adds value to what is important.

Question 7 continued...

Charlotte/Mecklenburg:

The highest local bonus plus a state bonus was given to the school personnel who met their goals for each cohort group. A second level, partial bonus was given to schools that made exemplary growth and 75% of their cohorts met their goals. A third partial bonus was given to schools where 75% of cohorts met their goals but the school failed to meet exemplary growth expectations over-all.

NOTE: The Assistant Superintendent of Instruction/Accountability stated that CMS was very excited about reaching their goals this year and felt that 95% of their schools would be on target for closing the achievement gap in five years, rather than ten years as the Commission suggested.

Table 16. Number and Percent of Administrators by College/University Degree Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

Teacher Certification	M	let	Not	Met
reacher Certification	N	%	N	%
No Bachelors	0		0	
Bachelors	0	0.0	1	0.3
Masters	117	78.5	267	78.5
Sixth Year Degree	24	16.1	47	13.8
Doctorate	8	5.4	25	7.4
Total	149	100.0	340	100

Table 17. Number and Percent of Support Staff by College/University Degree Within Pilot Schools That Met Or Did Not Meet Pilot Program Goals

Tanahar Cartification	M	let	Not	Met
Teacher Certification	N	%	N	%
No Bachelors	0		0	
Bachelors	24	9.5	56	10.2
Masters	160	63.2	338	61.7
Sixth Year Degree	65	25.7	143	26.1
Doctorate	4	1.6	11	2.0
Total	253	100.0	548	100