

Estimating the NCLB Cost for States and School Districts

Communities for Quality Education
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- School finance equity & adequacy studies
- Linking school finance to student results
- Bi-partisan work for policymakers
- Teacher quality & teacher compensation



APA's Work on NCLB Costs

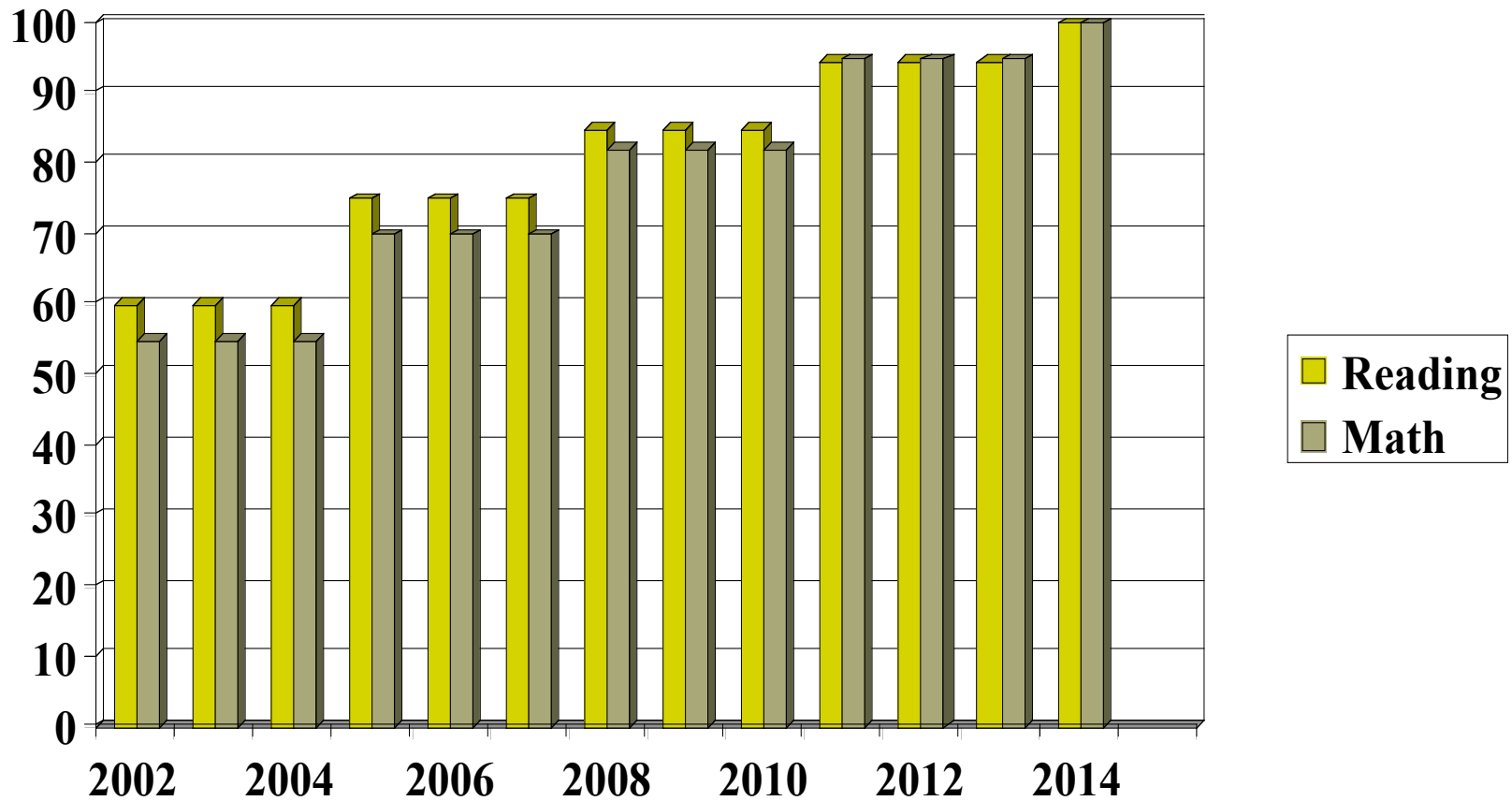
- Examined existing NCLB cost studies
- Estimated NCLB costs for activities associated with the state's approved consolidated plan in Hawaii
 - Based on the consolidated plan, the accountability workbook and implied operational plans
 - Used a tailored version of the templates
 - The estimate was not based on an “adequacy study” methodology
- Worked with the CCSSO NCLB Cost Consortium



Definition of NCLB Cost

- How comprehensive is the definition of accountability?
 - Is the definition tightly focused on AYP and NCLB accountability or does it include the state's broader accountability system?
- What time period is under investigation?
 - 2002 through 2007: implies costs of operational plans
 - 2009 through 2014: implies cost of getting students to proficiency
- States have committed to helping all students reach proficiency by 2014, they vary in how quickly they have committed to get there.

Typical AYP Elementary Performance Objectives: % Proficient





Definition of NCLB Cost (cont.)

- How should pre-existing state accountability and intervention investments be treated in the cost determination?
- How should federal funds be treated in the cost determination? Should the accountability (and consequences) components encompass all federal funds, only federal titles included in the NCLB act or just the parts of those titles requiring new tasks or activities?
- Should current efforts to prevent school / student failure be included?
- How much NCLB related work did the state complete in response to the ESEA/IASA 1994 requirements?



Definitions of NCLB Costing

NCLB accountability requirements described in the state's Approved Consolidated Plan (ACP)

NCLB accountability requirements plus new ESEA aspects in the state's ACP

NCLB accountability requirements plus new aspects in the state's ACP plus the administration of all NCLB.

The Cost of an Adequate Plan to help all students reach proficiency on AYP, including prevention

The Cost of an Adequate Plan to help all students reach proficiency on AYP and state standards, including prevention



Implications of NCLB Cost Studies

- APA's study of NCLB Cost Studies summarized the major studies before March, 2004.
- The approaches vary in terms of:
 - specific aspects covered;
 - focus on revenues vs. spending;
 - what is actually done vs. what should be done;
 - which years were covered;
 - whether they included local costs or not.
- APA concluded that the studies:
 - differed so much that they could not be compared
 - did not provide much methodological guidance.

Overview of NCLB Cost Studies

<i>Study</i>	<i>Does Study Address the Seven Major NCLB Cost Categories of APA Template?</i>							<i>Other Criteria</i>			
	<i>Standards & Assessment</i>	<i>Acct. & AYP</i>	<i>School Improve</i>	<i>Safe Schools</i>	<i>Supp. Services</i>	<i>HQ Staff</i>	<i>NCLB Data Management</i>	<i>Basis of Study Calculations?</i>	<i>Calculations Transparent?</i>	<i>LEA Costs?</i>	<i>Calculates Out-Years?</i>
State-Initiated Studies											
CT	α	α	α	α	α	α	α	State Plan	Yes	Yes	to 2007
MN	α	α	α	α	α	α	α	State Plan	Yes	Yes	to 2006, -14
OH	α	α				α		+/- Adeq	Yes	No	Total Costs
SC							α	State Plan	No	No	Years 1 & 2
UT	α					α		+/- Adeq	No	No	Ongoing
WV	α	α	α		α	α		State Plan	Yes	Some	Some

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Other Studies That Focus on a Single State											
CT/ MacDonald					α			State.Plan	Yes	Yes	No
NH/ NHSAA	α	α				α	α	State Plan	Few	Some	'02-03 +
NH/ A.Works [a]	α					α	α	NCLB	Yes	No	'02-03, 03-04
VT/ Mathis [a]	α	α			α			Adeq +	Some	No	No

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<i>Study</i>	<i>Does Study Address the Seven Major NCLB Cost Categories of APA Template?</i>							<i>Other Criteria</i>			
	<i>Standards & Assess.</i>	<i>Acct. & AYP</i>	<i>School Improvement</i>	<i>Safe Schools</i>	<i>Supp. Service</i>	<i>HQ Staff</i>	<i>NCLB Data Management</i>	<i>Basis of Estimate</i>	<i>Transparent Calculation</i>	<i>LEA Costs?</i>	<i>Calculates Out-Years?</i>
LEA Studies											
Jordan, UT						α	α	+/- Adeq	Yes	N/A	No
Omaha, NE	α							State Plan	Most	Yes	No
Unnamed City			α		α	α	α	+/- Adeq	Yes	N/A	No

Overview of NCLB Cost Studies

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	<i>Stand. & Assess.</i>	<i>Acct & AYP</i>	<i>School Improve</i>	<i>Safe</i>	<i>Sup. Serv ices</i>	<i>HQ Staff</i>	<i>NCLB Data MGT.</i>	<i>Basis of Estimate</i>	<i>Transparent Calculations</i>	<i>LEA Costs?</i>	<i>Calculates Out-Years?</i>
Other Studies That Weigh NCLB Costs More Globally											
NASBE	α							Test Costs	Most	No	to 2007-08
A.Works [b]	α							Varied	Most	No	to 2007-08
GAO	α							Survey etc	Yes	No	FY 02-08
Mathis [b]	α	α	α	α	α	α	α	Adeq +	NA	NA	Total Costs
Mathis [c]	α	α	α	α	α	α	α	Adeq +	NA	NA	On-going
A.Works [c]	α	α	α		α	α	α	Natl. Data	Yes	Some	2002-03
Peyser & Costrell	α	α	α		α	α		Varied	Most	No	No



Hawaii Results

- Ongoing costs = about \$150 per student, or 2% of average per student spending
- Developmental costs = \$24,607,900, of which \$14.6 million were for NCLB data management and \$8.9 million were for technical assistance related to title programs



CCSSO Cost Consortium

- ❑ Spring 2004-12 states started the process
- ❑ Consortium determined Cost Definition
- ❑ Templates were created and refined
- ❑ Some states complete State cost analysis
- ❑ Some states complete state and local analysis
- ❑ Some states do not complete the analysis



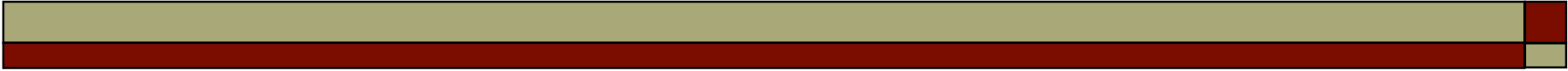
The Study Process: “Activities-Based”

- ❑ Designed to cost out the resources people thought necessary to accomplish activities associated with the state’s federally-approved Consolidated Plan and Accountability Workbook
- ❑ Data collection at the state and local levels
- ❑ Activities are actions, products or events such as holding a meeting, managing a contract, developing a data collection procedure, preparing a report, informing parents, training teachers, and so on
- ❑ Activities are organized into components, areas, and tasks.



The Study Process: “Activities-Based”

- Seven components:
 1. Standards and Assessments;
 2. Accountability;
 3. NCLB Related Assistance;
 4. Choice and Supplemental Education Services;
 5. High Quality Educators;
 6. NCLB Data Management; and
 7. Federal Title Programs



The Study Process: State Accountability

- Area 1B-A: Create a comprehensive NCLB accountability system
 - Task 1B-A(1) – Create accountability system
 - Task 1B-A(2) – Evaluate accountability system
- Area 1B-B: Create and disseminate AYP accountability reports
 - Task 1B-B(1) – Generate school report cards
 - Task 1B-B(2) – Generate LEA report cards
 - Task 1B-B(3) – Generate state report card
 - Task 1B-B(4) – Respond to AYP questions and inquiries
- Area 1B-C: Determine annual AYP status of schools, districts, and state
 - Task 1B-C(1) – Determine status
 - Task 1B-C(2) – Notify districts of school and LEA status
 - Task 1B-C(3) – Notify parents
 - Task 1B-C(4) – Respond to questions and administer appeals
- Area 1B-D: Train district and school staff to interpret AYP data
 - Task 1B-D(1) – Provide AYP training
- Area 1B-E: Administer Component 1B
 - Task 1B-E(1) – Administer Component 1B
 - Task 1B-E(2) – Communications 1B



The Study Process: Determining Cost

- State and local staff are asked to identify the resources needed to complete activities associated with each task
- Resources include personnel time, supplies and materials, travel, contracts, and so on
- Cost of people's time is based on hours/days/weeks of people with different job titles (such as "resource teacher") and the average salaries for each job title

Results: Example

	1) Dissemination of standards to parents, teachers and the public		2) Training for teachers	
	Ongoing		Ongoing	
Standards - Math				
Personnel Costs (specify in days, hours or FTE)				
Superintendent	1 day	\$439		
Asst. Superintendent	1 day	\$439		
Director				
Education Officer	3 day	\$1,317	19 day	\$8,339
Resource Teacher	1 day	\$312	186 day	\$58,013
Clerical			5 day	\$671
Other Staff 1	1 day	\$134	29 day	\$3,894
Other Staff 2				
Other Costs (usually a \$ amount)				
Contracted Work				
- Contract 1			\$85,840	\$85,840
- Contract 2				
Supplies or Materials			\$8,195	\$8,195
Postage				
Meetings				
- Preparation				
- Transportation			\$52,640	\$52,640
Facility			\$1,775	\$1,775

Results: Example

Standards - Math	1) Dissemination of standards to parents, teachers and the public		2) Training for teachers	
	Ongoing		Ongoing	
Supplies or Materials			\$8,195	\$8,195
Postage				
Meetings				
- Preparation				
- Transportation			\$52,640	\$52,640
- Facility			\$1,775	\$1,775
- Participants				
Meals			17,335	\$17,335
- % of total ongoing in 2004-05		110%		120%
- % of total ongoing in 2005-06		110%		120%
- % of total ongoing in 2006-07		100%		125%
- % of total ongoing in 2007-08		100%		125%



NCLB Costing Definition Matters

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in the state's Approved Consolidated Plan (ACP)

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plus new ESEA aspects in the state's ACP

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state's ACP plus the administration of all NCLB.

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Connecticut Results

NCLB REVENUES VS STATE-LEVEL COSTS

(All figures are rounded to the nearest \$10,000. Assumes level funding from FY05-FY08.)

	01/02 -06/03	FY04	FY05	FY06	FY07	FY08	TOTAL
Federal revenues to CSDE for administration	12,390,000	11,070,000	11,780,000	11,780,000	11,780,000	11,780,000	70,580,000
State-level NCLB costs (Components 1-7)	10,400,000	11,200,000	16,225,000	20,140,000	24,990,000	29,230,000	112,185,000
Funding difference	1,990,000	(130,000)	(4,445,000)	(8,360,000)	(13,210,000)	(17,450,000)	(41,605,000)

New Mexico

Combined State and Local Cost Estimate

	07/02 - 06/03	07/03 - 06/04	07/04 - 06/05
State Level Cost Per Student	\$32	\$43	\$39
District Level Cost Per Student	\$358	\$447	\$445
Combined State and Local Cost Per Student	\$390	\$490	\$484

Estimates by VA School Division

	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008
Albemarle County	\$96	\$106	\$123	\$133	\$138
Fairfax County	\$154	\$174	\$209	\$219	\$252
Fredericksburg City	\$221	\$376	\$387	\$398	\$409
Halifax County	\$295	\$344	\$358	\$372	\$387
Henrico County	\$91	\$98	\$103	\$105	\$107
Norfolk City	\$304	\$218	\$214	\$209	\$213
Roanoke County	\$1,169	\$858	\$1,297	\$1,645	\$1,723
Washington County	\$61	\$60	\$60	\$57	\$56

VA Statewide Local Cost Estimate

	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008
Estimated Statewide Average Local NCLB Cost Per Pupil	\$204	\$207	\$210	\$214	\$219
Predicted Statewide ADM	1,167,747	1,175,734	1,192,624	1,205,686	1,219,051
Estimated Statewide Total NCLB Cost	\$238,220,000	\$243,377,000	\$250,451,000	\$258,017,000	\$266,972,000

Virginia Overall Results (per pupil)

	03-04	04-05	05-06	06-07	07-08
Local Costs Per pupil	\$204	\$207	\$210	\$214	\$219
State Costs Per pupil		\$21	\$22	\$24	\$25
Total Costs Per pupil		\$228	\$232	\$238	\$244



Questions and Comments
