

When We Really Believe How Louisiana's St. Tammany Parish School System Is Reconciling IDEIA with the NCLB Mandate

by Maria C. Guilott and Gaylynn Parker

Any genuine teaching will result, if successful, in someone's knowing how to bring about a better condition of things than existed earlier.

—John Dewey

The “all children can learn” call to action made no exceptions when it appeared on the educational landscape, and educators began to shift their thinking to ensure that students with disabilities were challenged in academic achievement. However, at a district level the real impact came when the No Child Left Behind Act (NCLB 2001) made students with disabilities a subgroup that had to meet expectations by 2014. At that point districts began searching for solutions. Two federal mandates, not only No Child Left Behind but also the Individuals with Disabilities Education Improvement Act (IDEIA 2004), have both sought to close the achievement gap for students with disabilities. Two authorities believe that NCLB and IDEIA have “drastically changed the way in which educators and the general public look at outcomes for children with special needs” (Bowen and Rude 2006, p. 2). Since the 1997 amendments to the earlier Individuals with Disabilities Act (IDEA 1997), school districts have been required to provide students with disabilities access to the general education curriculum. Moreover, IDEA requires that students with disabilities participate in assessments in order to measure their progress as outlined on their individualized education plans (IEP). NCLB has eliminated “the final barrier to full participation in the classroom” by holding all students, including students with disabili-

ties, accountable to high standards of academic achievement (Bowen and Rude 2006, p. 3).

However, as districts began searching for solutions, the task seemed daunting. According to West, Whitby, and Schaefer (2008), “significant achievement gaps exist between students with disabilities and their non-disabled peers on general education assessments” (p. 8). What is more, the authors note, the achievement gap increases as students with disabilities progress into higher grade levels. With the advent of No Child Left Behind, which prominently placed students with disabilities in the accountability systems as a viable subgroup, the established, well-intentioned practices of accommodating students “out of learning” changed to finding ways to help those students access and succeed using the general curriculum. The sanctions for failing to attain Adequate Yearly Progress (AYP) in any subgroup prompted a flurry of quick fixes across the nation. This article will seek to examine how programming, district issues, curriculum, instruction, professional development, and focused interventions contribute to narrowing the achievement gap for students with disabilities, as demonstrated by one district’s improvements on state test results meeting NCLB requirements.

The recent legislation signals a national concern with improving the methods of meeting the educational needs of students with disabilities. As a result, schools have moved toward placing students with disabilities into “inclusive general education settings” (Ryndak et al. 2007, p. 2). Further, the authors describe states seeking to include students with disabilities (including severe disabilities) in districtwide assessments or alternative assessments. In fact, one of the prevalent themes in the literature concerning students with disabilities speaks to the effectiveness of creating inclusive learning environments for students with learning disabilities (LD) (p. 21). Research is beginning to establish the “long-term positive effects” of inclusion for students with disabilities. Moreover, research also indicates that students without disabilities suffer no adverse effects from receiving instruction in an inclusive classroom environment (Ryndak et al. 2007, p. 3; Hanushek, Kain, and Rivkin 2002).

Implementing IDEA and NCLB in St. Tammany Parish Public Schools in Louisiana coincided with rolling out a district strategic plan. A vital component of the district plan was writing a “Guaranteed” curriculum completely online that ensured equal access for all 33,000 students in the district. At the point of a click, teachers can access a full pre-K–10 language arts and math curriculum that includes goals, standards, assessments, strategies, differentiation, integration, and a wealth of resources. To prevent the curriculum from becoming a book

that gathers dust on the shelf, the district implemented a process for updating it at the district level every week, using input gathered from teachers in the field. It is the weekly update that makes the online curriculum a “living document.” Following is a tool provided online to capture teacher input and to ensure that students’ true understanding of content would prevail:

Grade Level _____	Content Area _____	Topic _____
Name of Best Practice _____		
Briefly describe what you were trying to accomplish; how it was implemented; and what evidence you have that it worked. _____ _____		
Describe how this best practice promotes student engagement. _____		
Describe the problem(s) or need(s) you addressed with this practice. _____ _____		
Briefly describe the essential human, material, and financial resources needed to implement this practice. _____ _____		
Identify any research you are aware of that supports this practice. (Optional) _____ _____		
Describe your next steps in implementing this practice. _____ _____		
*Artifacts for the best practice may be submitted for posting, such as digital photos or podcasts.		
School Name _____		
Teacher Name _____		
E-mail Address _____		

Figure 1

The Starting Point

A historical perspective set the context for the unfolding of strategic-improvement initiatives. In 2003 the district served 33,500 students. The high-stakes test grades at that point were fourth, eighth, and tenth for the Louisiana Educational Assessment Program (LEAP), structured to meet the NCLB requirements in English language arts and math. As the school district took stock and examined its current status, district leaders knew that to begin closing the achievement gap between regular education students and students with disabilities, the school system would have to undertake a novel and inclusive approach to innovation and improvement. Regular and special education staff in the district determined that a multipronged approach was necessary to raise achievement levels for students with disabilities. Before 2003, the district had begun laying the foundation for inclusion, thereby creating structures and practices that would support achievement gains for students with disabilities.

Thus, like other districts searching for answers, this district chose to use the NCLB/IDEA legislation as a catalyst and as an opportunity for improvement across the school system. By popular mandate, curriculum in English language arts and mathematics drew upon *Understanding by Design*, originated by Wiggins and McTighe (2005), as the curricular framework. The district based the units on the Louisiana Standards and Benchmarks and Grade Level Expectations. That “disruptive innovation,” to borrow a term used in the health industry as well as in education, became a key mechanism in catapulting improvement efforts.

Improving Results

To set a performance baseline for students with disabilities in the district, an explanation of the state’s testing program is necessary. The State of Louisiana uses LEAP and the Graduation Exit Exam, both part of the criterion-referenced testing program. Those are aligned with the Louisiana content standards, and by law the test items must be as rigorous as those of the National Assessment of Educational Progress (NAEP). Beginning in 1999, those tests became high stakes for students. Louisiana students in grades four, eight, and ten must pass the state test to be promoted to the next grade or to graduate from high school. (Further information on LEAP can be found at <<http://www.louisianaschools.net/lde/uploads/1703.pdf>>.)

An unexpected event that impacted and completely changed the district’s history was Hurricane Katrina, which made its direct hit in 2005, just as the district rolled out its curriculum. The devastation that followed was characterized by entire communities lost, flooded

schools, a sudden influx of homeless population, a huge number of displaced students seeking refuge from the City of New Orleans and St. Bernard Parish, and six thousand fewer students when schools reopened a month after the storm made landfall. A clear indicator of the changes that have taken place is the percentage of students who qualify for free and reduced lunches. In 2003 the percentage of qualifying students was 30.6 percent; by 2010 the percentage had reached 43.3 percent.

According to the Louisiana Department of Education Web site, the following definitions are in place for the LEAP, the required state testing program.

Table 1

Achievement Level	Definition
Advanced	A student at this level has demonstrated superior performance beyond the proficient level of mastery.
Mastery	A student at this level has demonstrated competency over challenging subject matter and is ready for the next level of schooling.
Basic	A student at this level has demonstrated only the fundamental knowledge and skills needed for the next level of schooling.
Approaching Basic	A student at this level has only partially demonstrated the fundamental knowledge and skills needed for the next level of schooling.
Unsatisfactory	A student at this level has not demonstrated the fundamental knowledge and skills needed for the next level of schooling.

Longitudinal research data provided by Superintendent Gayle Sloan and compiled by J. P. Beaudoin in *Research in Action* are reflected in the following tables for the years 2004–2009.

The English language arts scores in grades four, eight, and ten were the following for the years noted. The last year before implementing the Guaranteed Curriculum proposed in the district strategic plan was 2004; the last year for which the district has scores is 2009. A Louisiana student is proficient if he or she scores at basic or higher.

St. Tammany Public Schools Data

Table 2

Year Tested	Number of students with disabilities tested in English language arts	Percent proficient (students with disabilities) in English language arts (LEAP—Grades 4-8-10)
2004	298	29.3%
2009	791	45.5%

Similar results were derived from implementing the English language arts curriculum at the *district level*.

Table 3

Year Tested	Total number of students tested at the district level in English language arts	Percent proficient in English language arts (LEAP—Grades 4-8-10)
2004	5,445	73.6%
2009	5,884	77.5%

Next, to comply with the NCLB requirement that all students receive testing beginning in third grade, the state implemented the *i*LEAP test for grades three, five, six, seven, and nine. The *i*LEAP in English language arts and math “consists of norm-referenced components supplemented with items to align with the Louisiana Grade Level Expectations,” which constitute the criterion-referenced portion of the tests (<http://www.louisianaschools.net/lde/uploads/11494.pdf>). To further iterate the impact of the districtwide adoption of the “living” curriculum implementation, the *i*LEAP results on the English language arts subtest in St. Tammany Parish for 2006 and 2009 follow:

Table 4

Year Tested	Total number of students with disabilities tested in English language arts on the <i>i</i> LEAP	Percent proficient (students with disabilities) on the <i>i</i> LEAP in English language arts
2006	677	37.7%
2009	791	46.4%

The Mathematics *i*LEAP subtest results for grades 3-5-6-7-9 were these:

Table 5

Year Tested	Total number of students with disabilities tested	Percentage proficient (students with disabilities)
2006	754	42.3%
2009	923	54.1%

District results on the *i*LEAP mathematics subtest are the following:

Table 6

Year Tested	Total number tested on the <i>i</i> LEAP mathematics subtest	Percent proficient on the <i>i</i> LEAP mathematics subtest
2006	9,635	74.0%
2009	10,252	78.8%

As noted, improvements across the board have been consistent and steady. The district's goals were to close the achievement gap and to make adequate yearly progress as outlined in NCLB. So how did the district achieve such progress in spite of the devastating influence of Hurricane Katrina?

One noteworthy element was the inclusive nature of the special education program as a whole in all aspects of the instructional program. Indeed, several scholars (Putnam 1993; Rea, McLaughlin, and Walther-Thomas 2002; Ryndak et al. 2007; Tiegerman-Farber and Radziewicz 1998) speak to the benefits of creating inclusive learning environments for students with disabilities. One authority says that students with disabilities who are "removed from the general classes for instruction are known to fall further and further behind their peers in the general class" (Putnam 1993, p. 7). School districts are increasingly aware of the detrimental effects of preventing students with disabilities from experiencing the district's core curriculum. Students in pullout programs tend to: a) experience a decrease in self-esteem and motivation; b) sometimes fail to incorporate students' strengths; c) receive few opportunities to learn from peers; and d) decrease in academic performance (Putnam 1993, p. 6).

More Specific: An *Understanding by Design*-Guaranteed Curriculum

The direction the district set for itself in the improvement process driven by a district strategic plan included a "Guaranteed Curriculum" to ensure that students in all fifty-two district schools had access to a high-quality curriculum. To that end, the district contracted with Dr. Grant Wiggins to support curricular development using the *Understanding by Design* (Wiggins and McTighe 2005) framework. After receiving intensive training in curriculum writing, teachers developed a written curriculum that could be delivered online and updated regularly. The district adopted and adapted in its framework the three stages of *Understanding by Design*. Stage I included standards, goals, grade-level expectations, objectives, enduring understandings, and essential questions. Stage II determined the evidence that Stage I was in place and included a performance task along with other evidence (tests, quizzes, teacher assessments, etc.). Stage III focused on the activities that would make students successful in Stages I and II. Consequently, much discussion concerned building differentiation for students with disabilities into the curriculum from the beginning. One absolute that emerged was that Stage I would remain the same for

everyone and be required for all students. Differentiation would be most intense in Stage III and available in Stage II as needed.

Tools inside the Online Guaranteed Curriculum

From the onset and “by design,” the district included special education teachers to develop companion lessons that supported the same Stage I goals and were designed to meet the individual student needs. Those lessons were tagged under a “detail button” to enable teachers to jump-start differentiation. Additionally, another feature the district developed to support regular and special education teachers was the Correlation Map, which identified the “anchor grade” and projected lower grade requirements from the Louisiana Grade Level Expectations according to the individual units planned in the curriculum. See the diagram on pages 239–240, taken from the online curriculum, that provides teachers a ready visual of the alignment work to which they must adhere, particularly as they attempt to differentiate.

To facilitate the work for teachers, the district writers included a link to differentiation in every unit that clarifies how meeting individual needs can best be accomplished in the regular, included, or self-contained classroom.

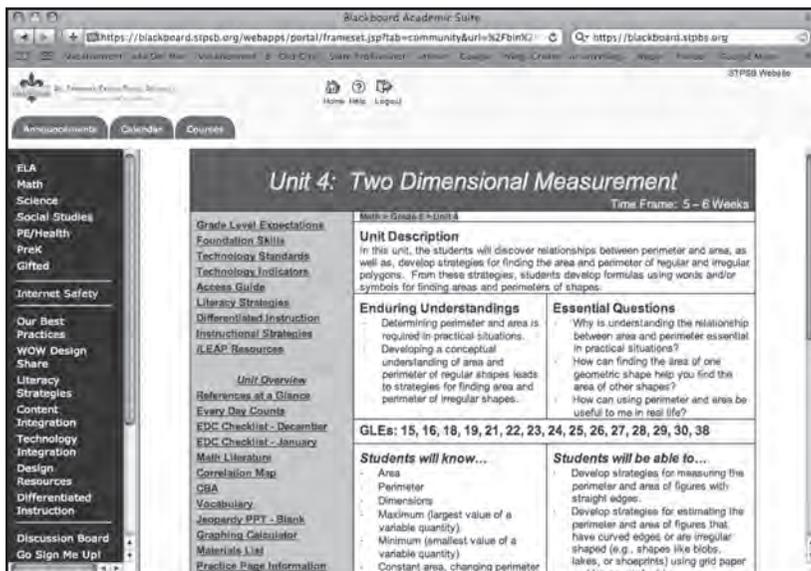


Figure 2

Table 7

NR=Number Relations; A=Algebra; M=Measurement; G=Geometry; D=Data; P=Patterns

4th Grade	Unit 1	P - 43		NR - 1,2,5	A - 15,16			NR - 1,2,5 A - 19 P - 43	
	Unit 2	NR - 3,4 A - 17			A - 15,16,17			NR - 3,4,10,13 A - 19	
	Unit 3	P - 44	D - 34,35,36, 37,39		D - 34,35,36,37				D - 34,36,37 P - 39,40,41
	Unit 4	NR - 6,7,8,9		NR - 5,6,7,8,9				NR - 5,6,7,8,9	
	Unit 5	P - 43	D - 34		A - 15 M - 20,22,25,26 G - 29,30,31,32 D - 34	G - 28,29,30,31,32		M - 20 P - 43	
5th Grade	Unit 1	P - 33		NR - 2,5				NR - 9 P - 33	
	Unit 2	NR - 1 A - 12		NR - 4	A - 13			NR - 1,9,11 A - 12	
	Unit 3	NR -			M - 21 G - 25,26	M - 21 G - 24,25,26,27		NR - 11	
	Unit 4	NR - 1,2		NR - 5				NR - 1,2,3,4,5,6,11	
	Unit 5	NR - 2 A - 12 D - 31	D - 28,29,30,31		D - 28,29,30,31			NR - 2,4 A - 12,14	D - 28,29,30,31,32
Unit 6				M - 15,18			NR - 9 M - 15,18		

In the bank of resources for differentiation, teachers have ready access to a document developed to support teachers working on individualization and accommodations for learning. The screen captured below indicates the portal for those resources.

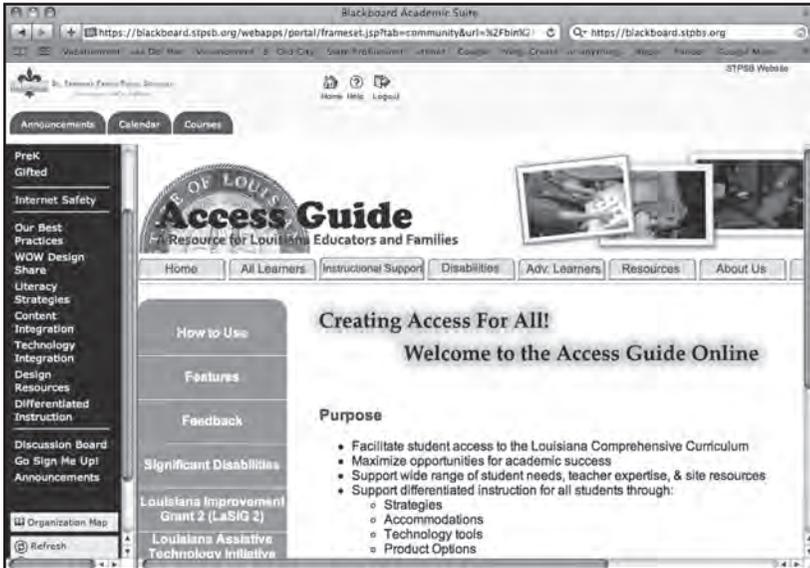


Figure 3

Since the mid-1980s, school districts have been rethinking the delivery system of special education. Reform efforts for special education in the mid-1980s may be attributed to the “lack of satisfactory academic performance by students with disabilities” coupled with the increasing “demands for social equity and civil rights” (Rea, McLaughlin, and Walther-Thomas 2002, p. 203). Referencing available research, the same work contends that the “data on pullout special education programs for students with LD revealed results that were not satisfactory in terms of school achievement or long-term benefits.” Further research indicates that the achievement barriers for students with learning disabilities in pullout programs include “lower expectations, uninspiring and restricted curricula focused on rote or irrelevant tasks, disjointedness from general education curricula, and negative student attitudes resulting from school failure and stigmatizing segregation” (Rea, McLaughlin, and Walther-Thomas 2002, p. 204).

The research on academic achievement and learning outcomes for students with learning disabilities is somewhat limited and outdated. The question scholars and practitioners continue to ask is,



“How do we best educate these students?” (Rea, McLaughlin, and Walther-Thomas 2002, p. 204). As a result, Rea, McLaughlin, and Walther-Thomas comparatively analyze academic achievement among middle school students with LD who receive instruction in an inclusive classroom and a comparable group of students who receive instructional delivery through a pullout program. The results of the study indicate that students with learning disabilities who were taught in inclusive classrooms fared better on a number of measures than their counterparts in pullout programs. “First, students with LD served in inclusive classrooms achieved higher course grades in language, arts, mathematics, science, and social studies. . . . Second, students with LD achieved higher scores on language and mathematics ITBS subtests than did students with LD in pullout programs” (Rea, McLaughlin, and Walther-Thomas 2002, p. 219).

Further, the research indicates no differences between students in inclusive programs and pullout programs regarding in-school suspensions and out-of-school suspensions. However, students in inclusive programs had better attendance records than did students in pullout programs (Rea, McLaughlin, and Walther-Thomas 2002, p. 219). Additionally, the study provides a number of significant implications for informing inclusive program practices including: a) the need for collaborative problem solving, b) collaborative structures (e.g., team meetings and co-teaching), and c) initial and ongoing professional development for teachers (Rea, McLaughlin, and Walther-Thomas 2002, p. 220).

A Focus on Literacy

Using inclusion structures as much as possible, St. Tammany Parish Public Schools followed a precise process for scheduling students. In the first place, a student entering high school and still “reading aloud” as an accommodation had to take reading in high school until “read aloud” as an accommodation was removed from his or her IEP. Of course, that presented problems at the high school level. It was difficult to find highly qualified high school teachers certified in both reading and special education. However, because it was a district priority, teachers were supported in their efforts to take care of the reading deficits through a literacy initiative that opened everyone’s eyes to performance issues. Across the board, administrators and teachers alike recognized that a large percentage of students in their classrooms at any given time could read the words on the page but could not understand what they read. To simplify and help demystify the literacy problems in pre-K–12, the district generated a process for understanding which students were

at which level at any given time. The process was organized in the following manner:

- R-1 readers were students who had trouble with sounds and symbols
- R-2 readers were students who had trouble with words
- R-3 readers were students who could read the words fluently but did not understand what they had read
- R-4 readers were students who could read fluently and understand most of what they read

As a result, teachers and administrators began to realize how at any given moment, depending on the text, any student can fluctuate from one level to the next. Given a document from a mechanics' manual, a student unfamiliar with the material and previously operating at a twelfth-grade equivalency in reading will probably revert from confident R-4 reader status to R-3 or even R-2. That tagging system created a quick way for administrators and teachers to find ways to support students with unfamiliar text. Regular and special education teachers joined hands in their efforts to make literacy a priority in the district.

Using Data to Facilitate/Improve Using District Structures and Processes

To address the problem, the district threaded best practices from special education into the entire program of studies. Specifically, there were a few key logistical steps on the special education side. All special education teachers completed a data-collection form and a schedule form for each student who would be taking the state accountability tests. Some of the questions that teachers researched were the following:

1. What does the current evaluation say about the student?
2. What does two years of standardized testing data tell us about this student?
3. What informal assessment has been used and what does it tell us?
4. How many special education minutes does this student receive?
5. Do the formal and informal assessments correlate?
6. Is the student making progress?
7. Do the minutes the student is receiving for language arts and math match the needs presented by the data?

8. If the student's scores indicate that he or she is functioning two or more years below grade level in reading, is the student receiving the appropriate number of minutes?
9. Is the committee recommending a possible re-evaluation based on the data available? Are there some students who do not need as much special education support as they are currently getting?

Once those data elements were thoroughly researched and available, the school's special education team members together reviewed the data to make determinations concerning student scheduling and teachers' professional development needs. School teams were reminded that scheduling students with disabilities to meet their needs was essential. It was not about ability grouping; it was about meeting the needs presented in the data. A constant word of caution was attention to *least-restrictive environment* issues and the use of inclusion wherever possible. Some points of consideration included matching student performance with available programming. For example, students reading below the fiftieth percentile were considered for additional support and scheduled into specific programs that were tracked for effectiveness from one year to the next. The shift to data-driven scheduling and instruction paid off for students with disabilities required to take the accountability tests and mandated to follow the general curriculum. A similar approach was followed for students taking the alternative assessments.

Once the school's special education team had gathered its data and formulated draft schedules that matched the needs of students, the district's special education facilitators conferred with the team and worked through problematic areas on the schedule. Without hiring additional staff, the IEP process that followed was informative, and it became the natural outgrowth of the data gathering and school planning. District special education staff designed a chart to help the school teams with their plans. By taking into account the percentage that was proficient on the one hand and the mandated district programming for regular education on the other, teachers were able to assign the appropriate number of instructional minutes on the IEP based on student needs. The district labeled this process the FRAME (Foundations for Reading and Mathematics Education). Special education teachers were guided by the plan presented by the district. The number of minutes in each category would depend on the students. However, all categories had to be included in a teacher's plan. A similar schematic was used for English language arts at all grade levels. The Guaranteed Curriculum offered a suggested pacing chart to help teachers estimate the time needed for

each topic that should be addressed in the regular classrooms. Following is an example.

Example: Frame for Math Instruction in Grades K–3

Unit 1: Factors and Multiples, 18 Days, August 7–September 2

iLEAP LEAP Scores	Mastery Advanced	Basic	Approaching Basic	Unsatisfactory
Review Everyday Math Counts	X minutes	X minutes	X minutes	X minutes
Overview	X minutes	X minutes	X minutes	X minutes
Direct Instruction	X minutes	X minutes	X minutes	X minutes
Guided Practice	X minutes	X minutes	X minutes	X minutes
Independent Practice	X minutes	X minutes	X minutes	X minutes
Application Reflection	X minutes	X minutes	X minutes	X minutes
Total Math Minutes	86 minutes	86 minutes appropriate	86 minutes + 30 as appropriate	86 minutes + 30 as appropriate
Student Support	Enrichment	Enrichment and tutorials	30 minutes of concept development and skill practice	30 minutes of concept development and skill practice
Service Delivery Setting	Reg. Ed., Special Ed., Consult	Reg. Ed., Title 1 Inclusion	Reg. Ed., Title 1 Inclusion, Resource	Inclusion, Resource, Self-cont. Special Ed.
Strategies	General Access Guides, Math Solutions, Modifications, Thinking Maps	General Access Guides, Math Solutions, Modifications, Thinking Maps	General Access Guides, Math Solutions, Modifications, Thinking Maps	General Access Guides, Math Solutions, Modifications, Thinking Maps

Table 8

Professional Development

In preparation for the changes, structures, and processes, the district put in place a number of professional development opportunities but limited the number of days that any teacher could leave the classroom for professional development. Online opportunities flourished. Much to everyone’s surprise, a week-long summer institute with voluntary attendance became a popular vehicle for professional development because it was developed and delivered by teachers for teachers in regular and special education. Topics centered on the Guaranteed Curriculum and its delivery. Appropriate

follow-up was central to the success of the professional development sessions: teachers could work in collaborative groups online at the school level, use protocols for examining student work, and seek district support as necessary. The common practice that only teachers attend designated professional development sessions ceased. In fact, before any professional development session was offered to teachers, the administrators had to obtain training in the material first. In an effort to expand leadership capacity, the district deliberately encouraged principals to send different teachers to professional learning rather than limit it to the same few professional development regulars.

A major shift in the way in which the district viewed professional development evolved from the data reviewed at the School Improvement Process sessions and from the Learning Walks that attended to meaningful engagement and transfer. Learning Walks were group classroom-observation episodes, led by an administrator, that focused on student engagement and transfer of learning. Everyone on the Learning Walks was a learner, and the professional development needs that emerged became the school's focus for professional growth. Throughout those offerings, regular and special educators worked together, thereby developing relationships that had a spillover effect in the school.

Results show that improvement continues to be gradual and steady. There are no quick fixes. There was a change in how the district viewed its resources. Using data to facilitate change became common, and a common terminology emerged that helped regular and special educators work together toward a common goal. Moreover, a focus on continuous improvement at all levels of the organization had educators continuously asking, "Are students 'getting it'?" and realizing that old and new practices must be vetted to determine their effectiveness in the classroom. Certainly, the St. Tammany Parish School District realized the words of John Dewey, "Any genuine teaching will result, if successful, in someone's knowing how to bring about a better condition of things than existed earlier." Teachers learning together with the blended goal of increased student achievement through a student-centered Guaranteed Curriculum certainly brought about improved conditions for eventually eliminating the achievement gap for special education students. Oliver Wendell Holmes stated, "Man's mind, once stretched by a new idea, never regains its original dimensions." It is the authors' opinion that this district's personnel are living proof of what can happen "when we *really* believe" that "all students can learn."

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