

Number of Low-Performing Schools by State in Three Categories (CSI, TSI, and ATSI), School Year 2018-19

The Every Student Succeeds Act (ESSA) gives state education agencies more flexibility than previous federal law to determine which schools in their state are low-performing. These determinations matter because school districts must use evidence-based strategies to improve these low-performing schools, and states must provide technical assistance and grant funding help districts and schools with school improvement. The evidence-based requirements of ESSA have presented a new set of responsibilities for both districts and states so the more low-performing schools identified, the greater the demands are on districts and states.

Under ESSA, states now identify three categories of low-performing schools: Comprehensive Support and Improvement (CSI) schools, which have very low overall performance or poor high school graduation rates, and Targeted Support and Improvement (TSI) schools and Additional Targeted Support and Improvement (ATSI), which have been identified due to underperforming subgroups of students. (See the box at end of this paper for fuller descriptions of these categories).

In March and April of 2019, the Center on Education Policy at the George Washington University collected data on the number of CSI, TSI, and ATSI schools from state education agency web sites. In late April, we reached out to state education agencies to verify the numbers we found. This was no easy task so it is important to note that four states (AL, AK, HI, OH) did not respond to our request for verification; one state (OK) indicated that its list of schools would be available in late May; one state (ME) reported that they are in the process of submitting an amendment to their state ESSA plan and has not yet identified schools; and one state (Vermont) will make determinations in late 2019. These caveats reveal that getting firm numbers about how states are identifying low-performing schools is a somewhat of a moving target. Still, CEP feels it is useful for the field to present some kind of “check engine” light on how states are managing this complicated process.

The table below shows state-by-state data on the total number of public schools; the numbers and percentages of CSI, TSI, and ATSI schools; and the total number and percentage of identified schools.

When viewing the numbers in the table, please keep in mind these key points:

- CSI schools must include the lowest-performing 5% of the state’s *Title I schools*¹ (not the lowest-performing 5% of all public schools) AND public high schools that fail to graduate at least two-thirds of their students. Therefore, the number of CSI schools as a percentage of public schools may be more or less than 5%.
- Some states have not yet identified TSI schools because ESSA states that these schools must have one or more subgroups of students that are *consistently* underperforming. Therefore, states that applied their ESSA accountability systems for the first time in SY 2018-19 do not have

¹ Title I schools are those that receive federal funds for educating children from low-income families through Title I of the Elementary and Secondary Education Act, as amended by ESSA.

enough years of comparable data to determine whether subgroups are “consistently underperforming.” Many state ESSA plans indicate that they will begin identifying TSI schools in SY 2019-20 or in SY 2020-21.

- A number of states have not publicly identified ATSI schools (schools in which the performance of any one subgroup of students on its own would lead to the school being identified as a CSI school).
- The total number of public schools in the first column of the table often represents the number of public schools for which accountability determinations could be made, as opposed to all public schools in the state. For example, some states have very small rural schools where the number of students is too small to render a valid accountability determination, so they were not included in the total number of public schools.

Several observations can be drawn from the table:

- **Under ESSA, some states have identified very large proportions of their schools as low-performing or as having low-performing subgroups of students.** For example, Rhode Island has reported information on all three categories and has identified 99% of its schools. States that have identified more than half of their schools include Florida (69%), Louisiana (68%), North Carolina (66%), Idaho (55%), Texas (53%), and Arizona (51%). Among this group of states, only Rhode Island and Idaho have published data on all three categories of schools. The numbers for Arizona, Florida, and Louisiana are only for CSI and TSI schools. North Carolina and Texas numbers represent CSI and ATSI schools.
- **Thirteen states have identified 10% or less of their schools as low-performing or as having low-performing subgroups of students under ESSA.** These include Maryland (3%), Massachusetts (3%), Nebraska (3%), Virginia (4%), Alabama (5%), Connecticut (5%), Delaware (8%), Michigan (8%), New York (8%), North Dakota (8%), Pennsylvania (10%) and South Dakota (10%). Four of these states—Alabama, Maryland, Massachusetts, and Nebraska—have identified just one category, CSI schools. The percentages for Connecticut, Delaware, New York, North Dakota, and South Dakota represent both CSI and TSI schools, while Pennsylvania’s and Virginia’s percentages includes CSI and ATSI. Only Michigan’s percentage is based on all three categories of schools. While the table shows Georgia having identified 5% of its public schools as low-performing, Georgia also identified another category of schools, Promise Schools, which are the lowest performing 10% of schools. When Promise Schools are included, 9% of Georgia’s schools were designated as low-performing.
- **Moving forward, ESSA’s requirements to move non-improving ATSI schools to the CSI category could exacerbate capacity challenges.** ESSA requires that ATSI schools that do not show improvement after a certain number of years (set by the state) will become CSI schools and must take the required improvement steps for the CSI category. This could overwhelm the capacity of both states and school districts to serve a potentially large number of schools. One caveat, though, is that ESSA is set to expire at the end of 2020. If the Congress and White House act to reauthorize ESSA, then ATSI schools may not have enough time to reach the point when they become CSI schools.

Number and Percentage of Schools Identified as CSI, TSI, or ATSI, by State

State	Total number of public schools	Number of CSI schools	CSI schools as a percentage of public schools	Number of TSI schools	TSI schools as a percentage of public schools	Number of ATSI schools	ATSI schools as a percentage of public schools	Total number of identified /notified schools	Total number of identified/notified schools as a percentage of public	Verified by state
Alabama	1,463	76	5%	0	0%	0	0%	76	5%	
Alaska	506	83	16%	24	5%	0	0%	107	21%	
Arizona	1,983	201	10%	820	41%	0	0%	1,021	51%	√
Arkansas	1,046	43	4%	142	14%	0	0%	185	18%	√
California	9,910	781	8%	0	0%	859	9%	1,640	17%	√
Colorado*	1,900	115	6%	113	6%	107	6%	335	18%	√
Connecticut	1,027	36	4%	20	2%	0	0%	56	5%	√
Delaware	213	8	4%	9	4%	0	0%	17	8%	√
Florida	3,642	553	15%	1,952	54%	0	0%	2,505	69%	√
Georgia*	2,303	103	4%	22	1%	0	0%	125	5%	√
Hawaii	292	18	6%	84	29%	11	4%	113	39%	
Idaho	705	70	10%	247	35%	67	10%	384	55%	√
Illinois	3,777	204	5%	561	15%	0	0%	765	20%	√
Indiana	1,856	136	7%	0	0%	247	13%	383	21%	√
Iowa	1,302	34	3%	307	24%	0	0%	341	26%	√
Kansas	1,327	57	4%	82	6%	23	2%	162	12%	√
Kentucky	1,161	51	4%	418	36%	0	0%	469	40%	√
Louisiana	1,413	276	20%	641	47%	0	0%	917	68%	√
Maine*										
Maryland	1,428	43	3%	0	0%	0	0%	43	3%	√
Massachusetts*	1,624	56	3%	0	0%	0	0%	56	3%	√
Michigan	3,405	162	5%	63	2%	60	2%	285	8%	√
Minnesota	2,066	198	10%	159	8%	0	0%	357	17%	√
Mississippi	893	39	4%	44	5%	112	13%	195	22%	√
Missouri	2,207	64	3%	335	15%	0	0%	399	18%	√
Montana	812	39	5%	47	6%	0	0%	86	11%	√
Nebraska	1,004	27	3%	0	0	0	0	27	3%	√
Nevada	722	147	20%	10	1%	103	14%	260	36%	√
New Hampshire	493	20	4%	0	0%	74	15%	94	19%	√
New Jersey	2,516	127	5%	3	.12%	142	6%	272	11%	√
New Mexico	1,017	86	8%	111	11%	0	0%	197	19%	√
New York	4,435	239	5%	125	3%	0	0%	364	8%	√
North Carolina	2,646	109	4%	0	0%	1,634	62%	1,743	66%	√

State	Total number of public schools	Number of CSI schools	CSI schools as a percentage of public schools	Number of TSI schools	TSI schools as a percentage of public schools	Number of ATSI schools	ATSI schools as a percentage of public schools	Total number of identified /notified schools	Total number of identified/notified schools as a percentage of public	Verified by state
North Dakota	482	14	3%	25	5%	0	0%	39	8%	√
Ohio	3,203	285	9%	582	18%	14	.4%	881	28%	
Oklahoma*										
Oregon	1,247	94	8%	104	8%	0	0%	198	16%	√
Pennsylvania	2,972	97	3%	0	0%	193	6%	290	10%	√
Rhode Island	306	23	8%	147	48%	131	43%	302	99%	√
South Carolina	1,271	41	3%	206	16%	0	0%	247	19%	√
South Dakota	662	20	3%	47	7%	0	0%	67	10%	√
Tennessee	1,822	97	5%	0	0%	102	6%	199	11%	√
Texas	8,759	333	4%	0	0%	4,349	50%	4,682	53%	√
Utah	1,113	35	3%	330	30%	0	0%	365	33%	√
Vermont*										
Virginia	1,853	39	2%	0	0%	39	2%	78	4%	√
Washington	2,380	251	11%	645	27%	0	0%	896	38%	√
West Virginia	633	35	6%	0	0%	257	41%	292	46%	√
Wisconsin	2,114	78	4%	113	5%	62	3%	253	12%	√
Wyoming	355	21	6%	34	10%	0	0%	55	16%	√

Note: The percentages were rounded, so the “Total number of identified/notified schools as a percentage of public schools” column may not be the exact sum of the previous percentages.

*Colorado: The number of identified schools listed for Colorado includes schools newly identified in 2018-19 and well as schools previously identified in 2017-18 that continue to receive support and assistance.

*Georgia: Georgia also includes an additional set of identified schools, Promise Schools, which “when ranked according to their three-year CCRPI average, are among the lowest performing schools that represent greater than 5% to 10% of all schools eligible for identification.” For 2018-19, there were 81 promise schools or 4% of the state’s public schools. With Promise Schools included, the percentage of Georgia’s schools that received an accountability designation is 9%.

*Maine: “The Maine DOE is currently in the process of submitting an amendment to the originally approved state ESSA plan and as a result, has not identified CSI, TSI or ATSI schools. Once Maine has an approved amendment from the US Department of Education, this information will be available.”

*Massachusetts: The state notes the following: “The federal law does not require states to “identify” schools as ATSI, but rather, notify schools with one or more subgroups with performance below that of the 5th percentile Title I school. We fulfilled our notification obligation by directly reaching out to districts, but again, it is not a formal identification.”

*Oklahoma: Correspondence with the state indicated that their ESSA accountability designations would be considered by the state board of education in late April and be made public in late May.

*Vermont: “Implementation of a new accountability system would begin from the time of the plan’s approval. 2017-18 is currently being anticipated as a transition year, where performance measure data would be reported to schools without being used as a part of an accountability determination. 2018-19 is anticipated as being the first year that this revised system is put into practice, with 2018-19 assessment data being used to make accountability determinations in late 2019.”

School Designations Under ESSA

In school year 2018-19, the Every Student Succeeds Act requires states to identify Comprehensive Support and Improvement schools and notify school districts if a school has underperforming subgroups (Targeted Support and Improvement and Additional Targeted Support and Improvement).

- **Comprehensive Support and Improvement (CSI) schools** include a) the lowest performing 5% of schools in the state that receive federal Title I funds and b) high schools that fail to graduate at least two-thirds of their students. School districts and stakeholders work together to determine which actions to take to improve these schools, and the selected activity, strategy, or intervention must meet ESSA's evidence requirements. The SEA approves the school improvement actions and monitors implementation.
- **Targeted Support and Improvement (TSI) schools.** In these schools a subgroup of students is consistently underperforming, as defined by the state. The school and stakeholders work together to determine which actions to take to improve these schools, and the selected activity, strategy, or intervention must meet ESSA's evidence requirements. The school district approves the school improvement action and monitors its implementation.
- **Additional Targeted Support and Improvement (ATSI) schools.** In these schools the performance of any one subgroup of students on its own would lead to the school being identified as a CSI school. The school district approves the school improvement action and monitors its implementation.

Source: Sections 1111 (d) and (c) of the Elementary and Secondary Education Act as amended by ESSA

Data Sources

State	Source for number of public schools	Source for CSI, TSI, ATSI schools
Alabama	http://www.alsde.edu/sec/comm/Quick%20Facts/QF-2019-Online.pdf	http://www.alsde.edu/dept/data/AAA%20Tabbed/AAA%20Failing%20School%20List%20January%202019.pdf
Alaska	https://education.alaska.gov/Reporting/Home/AccountabilityAllSchools	https://education.alaska.gov/Reporting/Home/AccountabilityAllSchools
Arizona	https://azreportcards.azed.gov/	https://azreportcards.azed.gov/state-reports
Arkansas	https://adedata.arkansas.gov/Ark12	http://www.arkansased.gov/divisions/public-school-accountability/school-performance/archived-school-performance-information
California	Correspondence with state education agency officials	https://www.cde.ca.gov/sp/sw/t1/csi.asp
Colorado	https://www.cde.state.co.us/communications/20190311edfactsandfigures	https://www.cde.state.co.us/fedprograms/essa_csi_tsi
Connecticut	Correspondence with state education agency officials	http://edsight.ct.gov/relatedreports/School%20Categories_2017-18.xlsx
Delaware	https://www.doe.k12.de.us/site/default.aspx?PageType=3&DomainID=4&ModuleInStanceID=20&ViewID=6446EE88-D30C-497E-9316-3F8874B3E108&RenderLoc=0&FlexDataID=22649&PageID=1	https://www.doe.k12.de.us/cms/lib/DE01922744/Centricity/Domain/4/CSITSIschools.pdf
Florida	http://www.fldoe.org/accountability/data-sys/edu-info-accountability-services/pk-12-public-school-data-pubs-reports/school/index.shtml	http://www.fldoe.org/academics/essa.shtml
Georgia	https://issuu.com/georgiadoe/docs/gadoe_annual_report_2019	http://www.gadoe.org/External-Affairs-and-Policy/communications/Documents/2018-2019%20CSI%20Schools.pdf#search=csi%20list http://www.gadoe.org/External-Affairs-and-Policy/communications/Documents/2018-2019%20TSI%20Schools.pdf http://arch.k12.hi.us/PDFs/strivehi/2018/999ES SARpt.pdf
Hawaii	http://www.hawaiipublicschools.org/ConnectWithUs/MediaRoom/PressReleases/Pages/SY2018-19-Enrollment.aspx	http://www.hawaiipublicschools.org/VisionForSuccess/AdvancingEducation/StriveHIPerformanceSystem/Pages/ESSA-amendment.aspx

State	Source for number of public schools	Source for CSI, TSI, ATSI schools
Idaho	https://idahoschools.org/	<p>http://www.sde.idaho.gov/assessment/accountability/files/accountability-results/2018/Schools-identified-for-comprehensive-support-and-improvement.xls</p> <p>http://www.sde.idaho.gov/assessment/accountability/files/accountability-results/2018/2018-Targeted-Support-and-Improvement-Summary.pdf</p> <p>http://www.sde.idaho.gov/assessment/accountability/files/accountability-results/2018/2018-ATSI-Summary.pdf</p>
Illinois	https://www.isbe.net/Documents/2018-Designation-Descriptive-Statistics.pdf	https://www.isbe.net/Documents/2018-Designation-Descriptive-Statistics.pdf
Indiana	Correspondence with state education agency officials	Correspondence with state education agency officials
Iowa	https://www.iaschoolperformance.gov/StateDistrictSchool/StateSummary?y=2018	<p>https://www.iaschoolperformance.gov/StateDistrictSchool/StateDetails?DetailType=Comprehensive&y=2018</p> <p>https://www.iaschoolperformance.gov/StateDistrictSchool/StateDetails?DetailType=Comprehensive&y=2018#targetedlist (1)</p>
Kansas	Correspondence with state education agency officials	<p>https://www.ksde.org/Portals/0/ECSETS/ESEA/ESEA-CSI.pdf (2)</p> <p>https://www.ksde.org/Portals/0/ECSETS/ESEA/ESEA-CSI-graduation.pdf</p> <p>https://www.ksde.org/Portals/0/ECSETS/ESEA/ESEA-TSI.pdf</p> <p>https://www.ksde.org/Portals/0/ECSETS/ESEA/ESEA-ATS.pdf</p>
Kentucky	Correspondence with state education agency officials	https://education.ky.gov/comm/news/Documents/R18-146%20202017-18%20Accountability%20Results_final.pdf
Louisiana	Correspondence with state education agency officials	https://www.louisianabelieves.com/resources/library/school-improvement
Maryland	http://www.marylandpublicschools.org/stateboard/Documents/12042018/TabK-ESSAUpdate.pdf	<p>Correspondence with state education agency officials</p> <p>http://marylandpublicschools.org/about/Pages/DSFSS/TitleI/index.aspx</p>
Massachusetts	Correspondence with state education agency officials	http://profiles.doe.mass.edu/statereport/accountability.aspx

State	Source for number of public schools	Source for CSI, TSI, ATSI schools
Michigan	Correspondence with state education agency officials	https://www.michigan.gov/documents/mde/2016-17_Accountability_Master_Results_618881_7.xlsx https://www.michigan.gov/documents/mde/2017-18_Accountability_Master_Results_647762_7.xlsx
Minnesota	http://w20.education.state.mn.us/MDEAnalytics/Summary.jsp	http://w20.education.state.mn.us/MDEAnalytics/DataTopic.jsp?TOPICID=450
Mississippi	https://www.mdek12.org/OPR/Reporting/Accountability/2018	https://www.mdek12.org/sites/default/files/Offices/MDE/OAE/OSI/CSI/CSI%20Schools%20for%20Webpage%20-%20Revised%2011_05_18.pdf https://www.mdek12.org/sites/default/files/Offices/MDE/OAE/OSI/CSI/2018-TSI-Schools-for-Webpage-(003).pdf https://www.mdek12.org/sites/default/files/Offices/MDE/OAE/OSI/CSI/ATSI%20Identified%20Schools%20for%20Webpage%20-%20Revised%2011-01-18.pdf
Missouri	https://dese.mo.gov/sites/default/files/targeted-schools-v3-02-04-19.pdf	https://dese.mo.gov/sites/default/files/comprehensive-schools-v3-02-04-19.pdf https://dese.mo.gov/sites/default/files/targeted-schools-v3-02-04-19.pdf Correspondence with state education agency officials
Montana	Correspondence with state education agency officials	http://opi.mt.gov/Leadership/Academic-Success/Every-Student-Succeeds-Act-ESSA/Targeted-Support
Nebraska	http://nep.education.ne.gov/statedata.html	Correspondence with state education agency officials
Nevada	Correspondence with state education agency officials	http://www.doe.nv.gov/uploadedFiles/ndedoe.nvgov/content/News_Media/Press_Releases/2018docs/2018_Rising_Stars_Schoolscsi.pdf Correspondence with state education agency officials
New Hampshire	https://www.education.nh.gov/data/attendance.htm	https://www.education.nh.gov/essa/index.htm
New Jersey	Correspondence with state education agency officials	https://rc.doe.state.nj.us/ReportsDatabase.aspx

State	Source for number of public schools	Source for CSI, TSI, ATSI schools
New Mexico	http://webed.ped.state.nm.us/sites/schooldirectory/Lists/2017%20NM%20Schools/AllItems.aspx	https://webnew.ped.state.nm.us/wp-content/uploads/2018/02/CSI-AllSchools.pdf https://webnew.ped.state.nm.us/information/essa-new-mexico/mri-csi-tsi-and-dss-schools/
New York	https://data.nysed.gov/	http://www.nysed.gov/accountability/essa-accountability-designation http://www.nysed.gov/news/2019/state-education-department-announces-new-school-accountability-determinations
North Carolina	http://www.ncpublicschools.org/fbs/accounting/data/	http://www.ncpublicschools.org/docs/accountability/reporting/2018/reports/csi-tsi-list-report.xlsx
North Dakota	https://www.nd.gov/dpi/data/directory/schoollistings/	https://insights.nd.gov//Education/State/AccountabilityReportCard
Ohio	https://oeds.ode.state.oh.us/DataExtract	http://education.ohio.gov/Topics/District-and-School-Continuous-Improvement/Federal-Programs/Elementary-and-Secondary-Education-Act/ESEA-Support-Schools-and-Districts/Priority-Schools http://education.ohio.gov/Topics/District-and-School-Continuous-Improvement/Federal-Programs/Elementary-and-Secondary-Education-Act/ESEA-Support-Schools-and-Districts/Focus-Schools http://education.ohio.gov/Topics/District-and-School-Continuous-Improvement/Federal-Programs/Elementary-and-Secondary-Education-Act/ESEA-Support-Schools-and-Districts/Focus-Schools
Oregon	https://www.oregon.gov/ode/about-us/Documents/Combined%20Directory%20April%202019.pdf	Correspondence with state education agency officials
Pennsylvania	Correspondence with state education agency officials	https://www.education.pa.gov/Documents/K-12/ESSA/CSI%20Schools.xlsx https://www.education.pa.gov/K-12/ESSA/ESSAReportCard/AMD/Pages/A-TSI-Schools.aspx
Rhode Island	http://infoworks.ride.ri.gov/state/ri	https://reportcard.ride.ri.gov/Researcher
South Carolina	https://ed.sc.gov/districts-schools/schools/school-directory/?activetab=trad	https://ed.sc.gov/districts-schools/school-improvement/school-improvement-programs/csi/csi-schools-listing/ https://ed.sc.gov/districts-schools/school-improvement/school-improvement-programs/tsi/tsi-schools-listing/

State	Source for number of public schools	Source for CSI, TSI, ATSI schools
South Dakota	Correspondence with state education agency officials	https://doe.sd.gov/reportcard/
Tennessee	https://k-12.education.tn.gov/sde/CreateSchoolList.asp?status=A&schtype=000,003	https://www.tn.gov/content/tn/education/data/accountability/2018-school-accountability.html
Texas	https://rptsvr1.tea.texas.gov/adhocrpt/adste.html	https://rptsvr1.tea.texas.gov/perfreport/account/2018/state_overall.xlsx
Utah	https://www.schools.utah.gov/schoolsdir/ectory	https://www.schools.utah.gov/file/0c5c3da6-150f-4df6-a91c-649ae266fdff https://www.schools.utah.gov/file/9c8ea7adc6bb-4230-9ac5-b4875c692942
Virginia	http://www.doe.virginia.gov/statistics_reports/enrollment/index.shtml	http://www.doe.virginia.gov/statistics_reports/accreditation_federal_reports/federal_accountability/reports/2018-19/essa-support-schools-2018-2019.xlsx
Washington	Correspondence with state education agency officials	Correspondence with state education agency officials
West Virginia	Correspondence with state education agency officials	https://wveis.k12.wv.us/essa/essa_csi.html https://wveis.k12.wv.us/essa/essa_ats.html
Wisconsin	Correspondence with state education agency officials	https://dpi.wi.gov/sites/default/files/imce/priority-schools/pdf/wisconsin_priority_schools.pdf
Wyoming	https://reporting.edu.wyo.gov/ibi_apps/r.un.bip?BIP_REQUEST_TYPE=BIP_LAUNCH&BIP_folder=IBFS%253A%252FWFC%252FRepository%252FESSA_Report_Card_New%252FState%252F&BIP_item=State_Page.htm	https://reporting.edu.wyo.gov/ibi_apps/WFServlet.ibfs?IBIF_webapp=/ibi_apps&IBIC_server=EDASERVE&IBIMR_drill=IBFS,RUNFEX,IBIF_ex,true&IBIF_ex=IBFS:/WFC/Repository/ESSA_Report_Card_New/State/ESSA_Schools_In_CSI.fex&CLICKED_ON=&

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