Promoting Parental Involvement through the
No Child Left Behind Act

By Caroline Parrish and Dr. Paul Dosal

Abstract: The No Child Left Behind (NCLB) Act of 2001 required states and schools to encourage parents to be actively involved in their child’s education. Despite many laudable efforts to engage parents, the lack of parental involvement remains a critical problem facing our schools. ENLACE FLORIDA fully endorses the goal of increasing parental involvement, but is concerned about the means by which parental involvement is promoted and measured. While limited-income parents, many of them Hispanic and African American, lack the time and resources to participate in organized activities at school, they can be actively engaged as full partners. With the re-authorization of NCLB currently under consideration, the means by which schools promote and measure parental involvement should be reconsidered carefully. Several other proposed bills designed to promote parental involvement should also be considered.

Inside This Edition:
- The NCLB defined parental involvement as “the participation of parents in regular, two-way, and meaningful communication involving student academic learning and other school activities”
- There are different patterns of parental involvement, varying with social-economic status and racial or ethnic identification.
- Florida developed a state plan that recognized that any parental involvement strategy must take into account the different socio-economic and cultural characteristics of parents
- The ENLACE program in New Mexico developed family centers in limited income, predominantly Hispanic middle and high schools.
- Representative Ileana Ros-Lehtinen (R-FL) is co-sponsor of a bill intended to improve the educational, social, and economic advancement of families by providing literacy services

Introduction
On June 19, 2007, the Educational Testing Service (ETS) released the results of a national survey focused on the reauthorization of the No Child Left Behind (NCLB) Act. Of the 1500 adults surveyed, 38% of K-12 parents, 39% of the general public, 53% of administrators and
60% of teachers felt that the biggest problem in our schools was “lack of parental involvement.”¹ This finding comes six years after NCLB mandated new provisions for parental involvement, such as “parental notification requirements, parental selections of educational options, and parental involvement in governance.”²

One of the five essential objectives of the ENLACE movement is to strengthen parental involvement in our public education systems. As demonstrated by successful programs in California, New Mexico, and Florida, engaged parents and families promote college readiness, access, and success. The purpose of this policy brief is to examine national efforts to promote parental involvement as one means of guaranteeing that no student will ever again suffer from “the soft bigotry of low expectations,” as President George W. Bush explained the high ambitions of NCLB. With Congress currently debating the reauthorization of NCLB, our objective is to contribute to the debate by analyzing one component of NCLB—a set of mandates to promote parental involvement in our K-12 system.

The No Child Left Behind Act of 2001

The 2001 NCLB Act, overwhelmingly passed by a bipartisan majority in Congress, is actually a reauthorization of the 1965 Elementary and Secondary Education Act (ESEA), enacted under President Lyndon Johnson. According to the National Education Association (NEA), the objective of Johnson’s ESEA was to provide “targeted resources to help ensure that disadvantaged students have access to a quality public education.” ⁴ ESEA is the first and largest comprehensive federal educational law, mandating professional development for educators, appropriate instructional materials and resources to support programs, as well as the promotion of parental involvement. ESEA undergoes reauthorization every five years, resulting in various name changes under different presidencies.⁵ When George W. Bush signed the reauthorization on January 8, 2002, the act became known as No Child Left Behind.

As NCLB, the reauthorization maintained the focus on increasing academic achievement for disadvantaged or minority students as achievement gaps remained unacceptably wide. As noted by the Education Trust, “the data clearly and consistently show that schools educating the highest proportion low-income and minority students continue to employ a disproportionate number of unqualified, inexperienced and out of field teachers, offer the least rigorous curriculum to their students and get less than their fair share of money and other resources.”⁶

NCLB added a new dimension to the ESEA: much stronger reporting and accountability measures. NCLB included four core mandates, the first of which is that schools must demonstrate Adequate Yearly Progress (AYP) for all students. Schools that fail to meet AYP are labeled schools “in need of improvement” and are supposed to receive additional funds to improve school performance.⁷

Title I, Part A, Section 1118 of NCLB defines parental involvement as “the participation of parents in regular, two-way, and meaningful communication involving student academic learning and other school activities, including ensuring—

• that parents play an integral role in assisting their child’s learning;
• that parents are encouraged to be actively involved in their child’s education at school;
• that parents are full partners in their child’s education and are included, as appropriate, in decision-making and on advisory committees to assist in the education of their child; and
• that other activities are carried out, such as those described in section 1118 of the ESEA (Parental Involvement). (Section 9101(32), ESEA)⁸

Title I funds are targeted to schools with the highest concentrations of poverty to help ensure that all children meet challenging state academic standards.⁹ The Title I, Part A program, as amended by NCLB, is categorized as ‘Improving Basic Programs Operated by Local Educational Agencies.’ Under Title I, Part A, “a minimum of one percent of each school’s Title I allocation must be expended for Parent Involvement annually.” ¹⁰

As specified in Section 1118, “Parental Involvement” of the NCLB, each school that receives Title I, Part A funds must:

• Develop a written parental involvement policy with parental input
• Provide information to parents in a language the parents can understand


² Florida’s State Education Agency (SEA) Title I Parent Involvement Plan No Child Left Behind (NCLB) Act of 2001 Title I, Part A. Florida Department of Education, August 2006.


⁵ Ibid.


¹⁰ Title 1 Parent Involvement Spending Parameters—rev. 3/2/05. Retrieved April 2, 2007, from
• Offer flexible meetings
• Develop a school-parent compact that outlines how parents and the school share responsibility for improved student academic achievement
• Assist parents in understanding such topics as state standards, student academic achievement standards, assessment, and how to monitor child’s progress and work
• Provide materials and training to help parents with literacy and technology
• Assist parents and parental organization by informing... of the existence and purpose of Parental Information and Resource Centers (PIRCs).  

To comply with these requirements, schools will have to dedicate additional funds and resources for things such as literacy training, transportation services, and staffing PIRCs. While the federal government claims that it has provided adequate funding for NCLB, critics charge that NCLB has been an unfunded mandate since its inception.

Figure 1: Funding Gap: No Child Left Behind  

FUNDING GAP: No Child Left Behind  
Funding Promised in the Law vs. Funding Actually Received, FY 2002-08

According to the U.S. Department of Education, total federal funding for NCLB rose by 34% and total federal funding for Title I schools rose 45% between 2001 and 2006. However, the National Education Association points out that “no funds have been provided for the School Improvement grants program authorized under Title I” since the enactment of NCLB. As illustrated in Figure 1, the NEA claims that the NCLB has been under-funded.

The Value of Parental Involvement
ENLACE FLORIDA endorses the general objective of increasing parental involvement in our schools because it is an efficient and desirable means of promoting academic achievement. It is also consistent with the general proposition that the primary responsibility for our children’s welfare lies with the parents.” The critical issue is how to engage parents and families with limited incomes, many of them racial or ethnic minorities. Parental involvement programs have successfully engaged white, middle-class parents and families, partly because they have the motivation and capacity to participate in and respond to school demands and have no language barriers.” Children raised in limited-income families demonstrate “lower levels of academic achievement and are less likely to benefit from parental guidance regarding post-secondary education.”

There are different patterns of parental involvement, varying with social-economic status and racial or ethnic identification. The relative absence of parental involvement (at least as traditionally measured) for minority students constitutes a long-standing and significant barrier to academic achievement. A College Board National Task Force on Minority High Achievement reported in 1999 that “how families and communities support their children’s academic development” is a factor in group achievement gaps and has a “major impact on the under representation of minorities among top students.”

For the full text of NCLB, go to: http://www.ed.gov/policy/elsec/leg/esea02/index.html
For more information, contact Tom Zembar at 202.822.7794 or TZembar@nea.org. Retrieved June 21, 2007.

11 For the full text of NCLB, go to: http://www.ed.gov/policy/elsec/leg/esea02/index.html
academic/taskforce/taskforce.html
accessing college knowledge for their children.”18 These parents do care about their children, “but may be intimidated by the schools, do not understand the consequences of the decisions being made for their children, and do not know how to guide their course-taking patterns, preparation for college, financial planning, and so on.”19 Other major issues relating to the parental involvement of Hispanics and other underrepresented groups include literacy, cultural diversity, socio-economic status, educational background and school attitude.

Limited literacy skills may impede some parents’ ability to support their child’s education. Although there are curricula focused on developing parental skills, often times these materials “rely heavily on the passing of information provided by specialists, which may require reading and writing skills that many Hispanic parents do not have.”20 In addition, fear of their children discovering their lack of literacy skills can lead to feelings of inadequacy for many parents, which results in diminished parental involvement. The language barrier is also burdensome. Without interpretation services at school functions, many parents who speak only their native tongue may feel neglected.21

Cultural characteristics also shape the way Hispanic parents interact with schools. In some Latin American countries, it is considered rude for a parent to become involved in school. School administrators and teachers may misinterpret this reserve as uncaring. Hispanic parents may prefer to interact through informal, personal ways rather than institutionalized and formalized school settings found here in the United States. Other Hispanic parents may believe that it is their responsibility to nurture children and the school’s responsibility to educate them. As Teresa Nesman, of the Florida Mental Health Institute, points out, “parents can also lose hope when the school does not fulfill the responsibility they expect it to fulfill in educating their children while they see their responsibility as that of working to provide for their children.”22

Higher levels of parental involvement are more likely to occur for families of limited-income status when there is support for the unique issues these families face, such as arranging for transportation, translations, and child care.23 Scheduling activities for parents also requires flexibility, given that evening meetings might conflict with work schedules. Parents of underrepresented students may be less involved, according to Jung-Sook Lee and Natasha K. Bowen, because “they feel less confident about communicating with school staff due to lack of knowledge about the school system . . . or their own negative educational experiences.”24

Some evidence suggests that school teachers and administrators may actually be reluctant to engage limited-income parents. A recent study of parental involvement in an inner-city school district found that educators may be resistant to “outsider participation” simply because of “perceived challenges to professional prerogatives.” Furthermore, because of their personal levels of educational attainment, school personnel have “definitions of appropriate behavior and communication” that may conflict with those of people living in lower socioeconomic circumstances.25

Despite the many barriers to engaging parents in a meaningful way, the evidence clearly shows that “higher levels of family involvement during the elementary school years are associated with a decreased probability of high school dropout and an increased probability of on-time high school completion.”26 Thus, by promoting parental involvement, educators will complement other efforts to improve high school graduation rates, which show significant disparities based on race, ethnicity, income and languages, as shown in Figure 2.

Figure 2: Florida High School Graduation Rates, 2004-2005 27

<table>
<thead>
<tr>
<th>Race/Ethnicity</th>
<th>2004-2005 Graduation Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Black</td>
<td>52.9%</td>
</tr>
<tr>
<td>Economically Disadvantaged</td>
<td>54.3%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>62.1%</td>
</tr>
<tr>
<td>Limited English Proficient</td>
<td>47.2%</td>
</tr>
<tr>
<td>Migrant</td>
<td>43.9%</td>
</tr>
<tr>
<td>White</td>
<td>78.3%</td>
</tr>
</tbody>
</table>

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18 Ibid.
Latino parents care about their children’s education and can play a greater role in the schools, provided that education stakeholders are sensitive to their unique cultural perspectives and the constraints on their time imposed by economic necessity. A National Household Education Survey, completed by parents of over 12,000 children in kindergarten through grade 12, revealed that Hispanic parental involvement tends to differ substantially from White and African American parents. As shown in Figure 3, Hispanic parents are less likely to volunteer at school but they are actively engaged in education.

Figure 3: Parental Involvement through Interaction (Meetings) by Ethnicity

Hispanic and Black parents tend to prefer one-on-one meetings with teachers, confirming cultural characteristics for personal, informal communication. The low rates of participation as volunteers may be attributable to barriers faced by limited-income families, such as child care or transportation. The relative absence of Hispanic parents at organized school activities does not reflect the lack of interest in their children’s education. As shown in Figure 4, in fact, Hispanic and African American parents are more engaged than White parents in assisting students with their homework.

Figure 4: Parental Involvement through Helping with Homework by Ethnicity

If schools continue to measure parental involvement by parental participation in organized school activities, it is likely that Hispanic and African-American parents will be undervalued. Parental involvement takes many different forms. If evaluative methods measure only the number of parents who show up at PTA meetings, inaccurate characterizations of Black or Hispanic parents as uncaring or uninvolved may result. Parents who provide safe housing, proper nutrition, and an environment conducive to learning are as effective advocates for education as are the parents who show up at PTA meetings.

The State of Florida and Parental Involvement

The Florida Department of Education, in response to the mandates of the NCLB, convened a Title I Parent Involvement Plan Committee to develop a state Parent Involvement Plan (PIP). This plan recognized that any parental involvement strategy must take into account the different socio-economic and cultural characteristics of parents and families. The committee, composed of parents, teachers, administrators and community representatives, then drafted a plan in 2006 that sets goals, strategies, and activities to assist schools, parents, and communities to promote student academic achievement. The goals and strategies included:

1. empowering families to use appropriate parenting skills by disseminating information on adult education, GED, and ESL classes;
2. developing stronger two-way communication between schools and families, by developing internet-based resources, encouraging schools to appoint parent liaisons, and providing translation services as needed;
3. supporting academic achievement success at home with scientifically-based research activities by disseminating information on best practices and encouraging interactive homework trainings;
4. creating partnerships that involve parents and family members in the decision-making process that affects children, families, and school communities.

The same committee which drafted the state PIP is also responsible for reviewing the parent involvement plans drafted by school districts to be sure they are in compliance with Section 1118 of NCLB. To facilitate the development of those plans, the state plan included a sample worksheet that identified specific goals, suggested strategies, and suggested activities that school districts and schools could incorporate into their plans. Toward the same end, the Florida Department of Education also developed templates for Parental Involvement Policies and sample School-Parent Compacts to facilitate the adoption of appropriate policies in

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29 ibid.

30 For the complete Title I Parent Involvement Plan, go to: http://www.fldoe.org/family/title1/pdf/seapi-plan.pdf
Florida School Districts and Parental Involvement

A closer look at one school’s effort to promote parent involvement reveals the challenges schools face to meet NCLB and state mandates. One Title I school in South Florida, responding to and guided by the state PIP template, developed a plan to promote parent involvement. This plan included: 1) translating weekly/bi-weekly/monthly parent letters, invitations, school reports and classroom correspondence in a format and language that parents could understand; 2) conducting in-home conferences and visits; 3) providing an Open House; 4) holding Student Advisory Council (SAC), Parent Advisory Council (PAC) and Parent-Teacher-Student Association (PTSA) meetings; 5) hosting a Boo Hoo Breakfast (where parents can have a good cry after their child is dropped off for the first day of school); 6) providing parent training; 7) parent involvement nights; 8) scheduling parent conference nights; 9) increasing opportunities to volunteer; 10) offering a teach-in day; 11) organizing a field trip day; and 12) participating in American Education Week.

Although these goals are admirable, they appear to be overwhelming both the school and the parents. The PIP reports that the school received a very poor response to their parent involvement measure instrument; in fact, the objective for 2007 was to increase the number of parent responses to the measure instrument from 6 (in 2006) to 40. The measure instrument may require re-evaluation. Perhaps fewer activities at school and more emphasis on facilitating communication through translation and parent training in technology and literacy, with transportation and child care provided, would be a more practical approach to increasing parental involvement. Once again, it appears parental involvement is being measured according to attendance rather than differing styles.

Many School-Parent compacts call for parents volunteering in the classroom and/or participating in or observing their child’s class. Clearly, transportation and childcare must be facilitated for economically disadvantaged parents in order to provide them an opportunity to volunteer, participate and observe. Many schools apparently use some of their Title 1 funds for childcare, although few requests are made for transportation assistance. Apparently, too few Title I schools employ a Parent Involvement Liaison, a full-time employee charged with facilitating parental involvement. Parent Involvement Liaisons, where they are in use, act as a link between the parents and the school; facilitate and promote interaction by providing transportation and childcare services; and secure appropriate homework assistance. They also supervise and coordinate the work of parent volunteers and conduct some of the in-home visits suggested by many school districts. The parent liaison also documents parental concerns putting this person in an ideal position to assess the school parental involvement plans.

Policy Implications

The NCLB included ambitious and laudable goals for engaging parents and families to improve educational achievement for their children. At the same time, it also imposed difficult accountability standards on states, school districts, schools, and teachers, in a topic for which there are few accurate measurements. The result is an exceptional amount of time spent on producing plans that may not necessarily reflect progress toward the end sought by all educators and policy-makers: parents and families fully involved in their children’s education.

A limited-income, single parent has little or no time to attend school functions or arrange a meeting with a teacher. Their absence from school activities, however, does not mean that parents of limited-income students are not involved in their child’s education. Engaged parents do not always show up in the surveys or volunteer rosters that bureaucrats use to measure progress.

The experience of other states demonstrates that Hispanic parents, when given the opportunity to participate in their children’s education will do so. The ENLACE program in New Mexico, for example, developed family centers in limited income, predominantly Hispanic middle and high schools. At these centers—located on the school grounds—parents and college student volunteers provide valuable support services to students, whether it is a hot meal, translation services, or help with homework. The family centers became a comfortable place where students and parents could work with schools to promote the academic achievement of their students. The success of these ENLACE family centers led the state of New Mexico to pass the Family Youth Resource Act (FYRA) in 2003. Through FYRA, the state made available grants for schools to create and staff Family Centers based on the ENLACE model. The purpose of these centers was “to provide an intermediary for students and their families at public schools to access social and health care services.” Any school in which 80% of the students were eligible for the federal Free and Reduced-fee Lunch Program would be eligible to apply for a created or to create a resource center. Governor Bill Richardson, a strong supporter of ENLACE, pledged to put one family resource center at every school.

It is possible to bring parents and families to the schools to promote the academic achievement of under-represented students, but it requires more than just inspiring rhetoric. It requires adequate funding to comply with federal or state mandates. As the United States Congress debates the reauthorization of the NCLB, two bills dealing specifically with parental involvement provide funding to promote parental in-

32 For a copy of the Family Youth Resource Act, go to New Mexico statutes: http://www.conwaygreene.com/nmsu/lpext.dll?f=templates&fn=main-hit-h.htm&2.0
volvement. The Keeping Parents and Communities Engaged (Keeping PACE) Act (S. 1302), sponsored by Senators Edward Kennedy and John Kerry of Massachusetts, authorizes $130 million to place parent and community outreach coordinators in Title I schools. This coordinator would work with families to ensure that they become an integral part of the school climate and culture.34

The Families Learning and Understanding English Together Act of 2007 (H.R. 1794), introduced by Representative Raúl Grijalva (D-AZ) and co-sponsored by Representative Ileana Ros-Lehtinen (R-FL) is intended “to improve the educational, social, and economic advancement of families with limited English proficient individuals in need of literacy skills by expanding and enhancing family literacy services for such families.” The bill provides $50 million per year in grants to provide parent literacy training that leads to economic self-sufficiency.35 Research demonstrates that adult literacy is a critical barrier to parental involvement in our educational system.

While an increase in educational funding is not the exclusive answer to the challenges facing our educational system, the promotion of meaningful parental involvement in our K-12 system—particularly among Hispanic and African American parents—will be difficult without a substantial allocation of funds. Limited income parents, with limited English proficiency and child care responsibilities at home, require assistance with transportation, child care, translations, and access to computers and the internet. Parent or family centers can produce significant results, as demonstrated by the ENLACE Family Centers in New Mexico, but they cannot be established or staffed without funds. Without funding to assist states, districts, and schools in their efforts to comply with the federal mandates of the NCLB, the promise of ending the “soft bigotry of low expectations” is no more than rhetoric. ENLACE FLORIDA encourages education stakeholders at all levels to take an active interest in the reauthorization of the NCLB, an ambitious educational reform that will have a significant impact on the quality of education in our public schools.

For More Information on Parental Involvement:

California ENLACE:
http://sac.edu/community/partnerships/enlace/index.htm

enFAMILIA, Inc.:
www.enfamiliamiami.org/newsite2007/index2.php

ENLACE New Mexico:
http://enlacenm.unm.edu/site/

Hispanic Services Council, Inc:
http://www.hispanicservicescouncil.org/

National Coalition for parent Involvement in Education:
www.ncpie.org/

National Council of La Raza: http://www.nclr.org/

National Education Association: www.nea.org

National Parent Teacher Association: www.pta.org

Padres Brillantes: www.padresbrillantes.com/

United States Department of Education: www.ed.gov/parents/

To learn more about college readiness, access, and success:

College Board AP Central, http://apcentral.collegeboard.com/apc/Controller.jpf

The Education Trust, http://www2.edtrust.org/edtrust


Florida Department of Education, Office of Equity and Access, http://www.firn.edu/doe/eeop/

W.K. Kellogg Foundation, ENLACE (Engaging Latino Communities for Education), http://www.wkkf.org/


Southern Regional Education Board, http://www.sreb.org/

The Tomás Rivera Policy Institute, http://www.trpi.org/

34 For more on this and other proposed amendments to NCLB, go to http://www.nea.org/lac/esea/07nclb.html
35 For a copy of the text, go to: http://thomas.loc.gov/cgi-bin/bdquery/D?d110:8./temp/~bdU9ky::
¡ENLACE FLORIDA! MISSION:
to promote college readiness, access, and success
for Latinos and other underrepresented students in the state.

ENLACE (ENGaging LATino Communities for EDucation), derived from the Spanish enlazar, builds partnerships among universities, community colleges, K-12 schools, community-based organizations, students, and parents.

¡ENLACE FLORIDA! was formed in 2006 by USF, FAU, FIU, and UCF, funded by a $1.4 million grant from the W.K. Kellogg Foundation and managed by the National Council for Community and Education Partnerships (NCCEP):

- USF, UCF, FAU, and FIU account for over 75% of Latino enrollment in the State University System;
- 5 community colleges in south and central Florida account for 80% of Latino community college enrollment;
- School districts in south & central Florida account for 90% of Latino membership in the K-12 system.

¡ENLACE FLORIDA! is composed of four clusters led by a member university, in partnership with community colleges, school districts, community organizations, students, and parents.

¡ENLACE FLORIDA! is closely aligned with the Governor’s Access and Diversity Initiative which is intended “to improve higher education access and success for students from previously under-served populations.”

RATIONALE:
- Florida’s Hispanic population is projected to increase from 2.6 million in 2000 to 6.3 million in 2030;
- Florida’s African American population is projected to increase from 2.3 million in 2000 to 4.2 million in 2030;
- By 2030, Latinos and African-Americans will constitute 42% of Florida’s population;
- In the 25 year period from 1977 to 2003, Hispanic public K-12 enrollment increased over 462% and African-American enrollment increased 77%;
- By 2014, blacks and Hispanics will account for 50% of Florida’s high school graduates.

READINESS/ACCESS FOR UNDERREPRESENTED GROUPS
¡ENLACE FLORIDA! is working closely with the Florida Department of Education and the Board of Governors to:

- Identify barriers to access and diversity within the K-20 System
- Identify best practices to determine where efficiencies can be gained
- Analyze patterns and trends regarding access and diversity as measured by student enrollment, progression, and graduation data
- Convene statewide conferences to review progress in the area of access and diversity
- Develop highly focused recommendations for systemic action

About the authors:
Caroline V. Parrish is a research assistant with ENLACE FLORIDA. She is completing a M.A.T. in Social Studies Secondary Education at the University of South Florida. Born in the Dominican Republic, Caroline is interested in ESOL issues, as well as technology in the classroom.

Paul J. Dosal received his Ph.D. in History from Tulane University in 1987. A professor of Latin American history at the University of South Florida, he specializes in the history of Cuba, Central America, and Latinos in the United States. He has published four books and dozens of articles and reviews in scholarly journals. Prior to his appointment as Executive Director of ENLACE FLORIDA, he worked on diversity issues as the Faculty Coordinator for the College of Arts and Sciences. Born and raised in Tampa, he is a 4th generation descendant of Cuban cigar workers who settled Ybor City in the late 19th Century.