

Accountability Left Behind:

**While Children and Schools Face High Stakes Testing,
Tutoring Companies get a Free Ride**

A study by
**The Association of Community Organizations for Reform Now
and The American Institute for Social Justice**



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Executive Summary

When it comes to children and schools, under the No Child Left Behind Act, testing and evaluation is regular and on-going, but testing and evaluation of the private companies receiving public education dollars is virtually non-existent. This report examines the supplemental services system which provides free tutoring to some low income children in Title I schools. As this school year begins, private companies are receiving millions in Title I funds despite their being scant evidence that the services they are providing are increasing academic achievement. This money comes straight out of the Title I funds that school districts could be using for more teachers and educational aides or other programs.

For this report ACORN and AISJ successfully surveyed 91 school districts and 30 state Departments of Education around the country. In these districts over 205,000 students received supplemental services at a cost of between \$200 and \$300 million dollars. Because we did not survey all 50 states and all of the school districts, the total amount spent on supplemental services is much larger than this. Some of these dollars go to school districts and non-profits providing services, but more and more dollars go to for-profit companies where the market for in-school services including supplemental services is estimated to be \$20 billion to \$30 billion.

In order to monitor these expenditures, states are charged under the law with evaluating the success of the supplemental services providers after two (2) years of operation. Despite this requirement, of the 29 states and the District of Columbia that we successfully surveyed of which 24 had been providing supplemental services in their areas for at least 2 years, only 6 or 25% had finished their evaluations of the 2003-04 performance data. States are trying to evaluate the program but are not succeeding with this unfunded mandate. This means that parents are choosing providers for their children right now without being able to tell if the children will be getting real help with their academics.

From our survey and discussion with states and districts, ACORN and AISJ have drawn the following conclusions:

- 1) Between \$200 million and \$300 million have been spent in these 91 districts with almost no scientific evidence that this spending has contributed to academic achievement.
- 2) Even parents who are interesting in enrolling their children in the supplemental services program are being excluded through confusion, too many steps and too much paperwork, a lack of convenient locations and a lack of home computers.
- 3) The programs that got better reviews from districts and states worked closely with the individual schools. This supports ACORN's general position that all schools should have after school programs to help the students.
- 4) States need to be more timely in their evaluation process in order to allow parents to make informed choices.
- 5) States would need added resources and computer support to be able to properly evaluate the programs.
- 6) States need to conduct site visits as part of their evaluation process.

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Section I: What are supplemental services and how are they supposed to be evaluated?

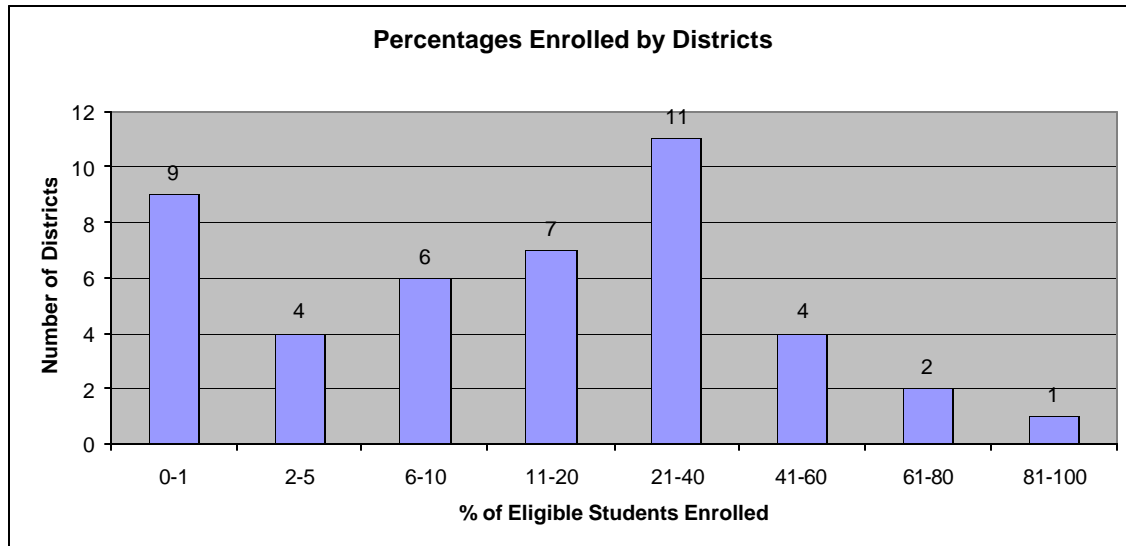
Supplemental Services is a system of free tutoring now offered to some low income children in Title I schools. This report examines if States have completed the required evaluations that would allow for an assessment of the money spent under this program. Under the Elementary and Secondary Education Act of 2001 (ESEA -- often referred to as No Child Left Behind) one of the measures put in place as a help to students in schools receiving Title I funds which have not met Adequate Yearly Progress (AYP) for three years in a row was to require the schools to notify parents that they could sign up their children for tutoring, known as supplemental services.

States and school districts each have obligations under the law as part of the implementation of supplemental services. The states are required to a) set the AYP standards; b) designate which schools are required to notify parents about supplemental services; c) have a system for identifying and approving the providers who will be able to help students academically and d) evaluate the performance of the providers. School districts are required to a) notify parents that they can sign up their children for the services; and b) help prepare and sign a contract among the district, the provider and the parent. While the districts are not required to evaluate the performance of the providers, it is certainly in their interest to do so.

Section II: How many students are getting supplemental services and what does this cost?

For this report ACORN and AISJ successfully surveyed 91 school districts around the country.ⁱ We asked the districts to give us figures for the 2003-04 school year so that we could see how many students were being served by Supplemental Services. We called 118 school districts plus 30 state Departments of Education plus the District of Columbiaⁱⁱ. Despite repeated calls and e-mails we were not able to get information from 1 state and 31 school districts.

The 59 districts that were required to offer supplemental services reported that approximately 911,818 students were eligible for supplemental services. Of these students, only 205,791 or 23% of students received services. The percentage of students in individual districts receiving services out of those eligible ranged from zero (0%) to 92%.ⁱⁱⁱ The chart below shows that for most districts, a very small percentage of eligible students were enrolled. 58% of the districts enrolled fewer than 20% of the eligible students and a full 82% of the districts enrolled less than 40% of the eligible students.



AISJ and ACORN were not able to determine the exact amount of funds expended on supplemental services in these 91 districts during the last school year. However, it is possible to make a conservative estimate of these expenditures. Each district uses a formula to calculate the maximum amount that can be spent on tutoring per student. Quoting directly from the ESEA:

“The amount that a local educational agency shall make available for supplemental educational services for each child receiving those services under this subsection shall be the lesser of (A) the amount of the agency’s allocation under subpart 2, divided by the number of children from families below the poverty level counted under section 1124(c)(1)(A); or (B) the actual costs of the supplemental educational services received by the child.”

In general this amount ranges from \$900 to \$1700 or more per child. Using a figure of \$1000 paid per child receiving supplemental services, in the 2003-2004 school year, we estimate that these districts have **spent at least \$200 million dollars** on supplemental services. Using a figure of \$1500 per student, the spending is **over \$300 million**. Some of these services were provided by the districts themselves (if they were approved as supplemental service providers by their respective states), but much of this money went to outside providers, many of whom are for-profit companies.

Private companies, Wall Street analysts and other interested in the growth of private enterprise in public school systems have started to take notice of the supplemental services market. As an example, the Baltimore Sun has been closely following this subject since the parent company for Sylvan (Educate, Inc.) is located in Maryland. As reported by the Sun: “‘My guess is that the [in-school services] market is somewhere around \$20 [billion] to \$30 billion – and expanding – a year,’ said Henry Levin, director of the National Center for the Study of Privatization in Education at Columbia University.”^{iv} In another article the paper noted that “Analysts believed that the company [Educate, Inc.] was in for a windfall when President Bush’s landmark legislation to

reform schools was passed in 2001. The money has been slow in materializing, but Educate is finally beginning to feel the effect. No Child Left Behind revenue increased sevenfold the first half of this year, to \$21.3 million from \$2.8 million during the comparable period last year.^{3v} If, as expected, more and more schools in the future will have to offer parents supplemental services, this market will only continue to grow, making any lack accountability a bigger problem.

Despite the current amount of services provided, states and local school districts reported a variety of concerns and problems which they believed kept them from providing services to as many students as they could have even at existing funding levels. A number of districts reported that many more parents were interested in signing their children up for the program than finally finished the enrollment process. They stated that this was true due to transportation, trust and paperwork hurdles. The problems most often mentioned by districts and states were:

- a) Transportation – the districts reported that where the programs were not offered at local schools, parents were not able to provide the needed transportation to get students to the programs, some of which were only located in more affluent parts of town.
- b) Programs new to parents – some districts reported that parents were suspicious of programs new to the district which were not meeting directly at the schools. One school district found that their parents distrusted the outside providers so much that they believe that the district itself should apply to be a provider so that students will have the opportunity to get this extra tutoring.
- c) Competition with existing programs – in calling some districts we were told that parents did not sign up their students due to existing after school and tutoring programs, mostly run by the districts.
- d) Attendance – Districts and states reported that there were problems in getting some students to attend the programs regularly and through the entire course of the program. This problem varied greatly from provider to provider.
- e) Pricing for services – districts found the providers sometime tried to increase their prices to use up the money available, making contract negotiations difficult.
- f) Internet access – in some cases the only providers were internet providers and the parents of the students most in need did not have internet access at home.
- g) Inadequate enrollment – Some providers, even though approved by the state, would only provide services if at least a minimum number of students signed up with them, which was not always the case.

Section III: Do we know if the supplemental services expenditures have been effective in improving academic performance?

ACORN and AISJ found that most states and many districts have failed to evaluate the supplemental service providers so that they would know whether or not the supplemental services provided during the 2003-2004 school year increased academic achievement in time for parents to choose their providers for the current school year. The states under

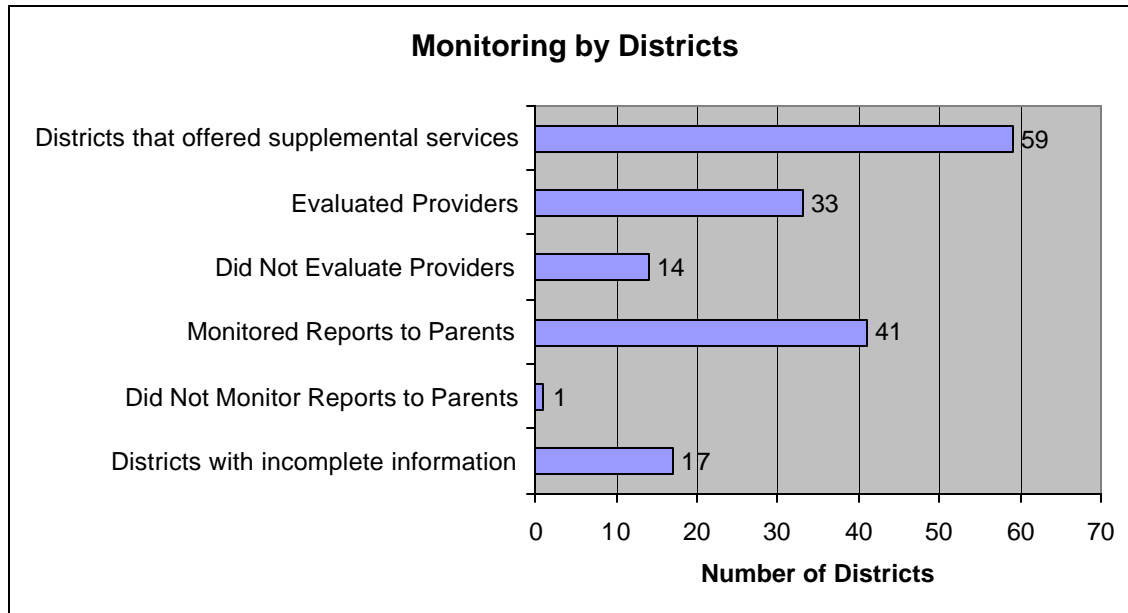
the ESEA have the obligation to evaluate the providers of services after 2 years of service provision. In Section 1116(e)(4)(D) of the ESEA it states that state education agencies are to

“develop, implement, and publicly report on standards and techniques for monitoring the quality and effectiveness of the services offered by approved providers under this subsection, and for withdrawing approval from providers that fail, for 2 consecutive years, to contribute to increasing the academic proficiency of students...”

Much about the services has not been evaluated.

- ?? Of the 29 states and the District of Columbia that we successfully surveyed, 24 had supplemental services in their areas for at least 2 years, but only 6, or 25%, had finished their evaluations of the 2003-2004 performance data.
- ?? Of the 59 districts that provided supplemental services during 2003-04 that were surveyed, only 33 or a little more than half had reported doing any kind of evaluations and most of those evaluations were based on the pre- and post- tests done by the providers themselves, not on any evidence that students receiving the services were doing better on the state mandated tests.
- ?? Only 3 states told us that they had taken any kind of action against providers who were not delivering the promised services.
- ?? 41 of the 59 districts providing services (68%) reported monitored if the providers were sending reports home to the parents. A number of these districts reported that the providers were not consistent in sending home the information necessary to help parents be active participants in their child's learning.

The chart below shows the number of districts who are monitoring the programs.



None of the states or districts said that they had evaluated the cost of providing the services compared to the academic increases the students made. This is a particularly disturbing fact given the amount of money spent on these programs. We have gathered a couple of comments which show how little is known about the cost providing supplemental services. A staff person for the state of North Carolina reported that based on the figures submitted to her by the providers 48 students had received 56 hours of service during the 2002-2003 school year at a cost of \$37,455 or \$674 an hour. Students did make a 50 point gain on their tests, but the cost per hour was extremely high. In a story published on July 4, 2004 the Philadelphia Inquirer reported that “According to the district, state-approved private tutoring companies charge the district \$1,815 per student for 36 to 40 hours of tutoring. The district’s extended-day program, which uses curriculum developed by state-approved providers, costs \$300 per student for 160 hours of help.” This again shows that the supplemental services program overall may not be very cost efficient. Unfortunately there does not seem to be any good data to use in making an informed judgment.

For parents this means that they do not have adequate information on which to base their choice of a supplemental service provider. For taxpayers, this means we have no way of knowing if our money has been well spent or not. So even though the law talks about providers and programs having to be “research based” the results are not being subject to this same standard.

In talking to states and districts about the problems encountered in administering this program and evaluating the results, ACORN and AISJ heard a variety of problems. Below are a sample of comments and concerns that were expressed to our survey takers:

- a) Many districts left all of the evaluation work up to the states.

- b) Some districts were unable to complete their evaluations since they had not gotten all of the reports from the providers as late as the end of the summer.
- c) Some districts wanted to do their own oversight and evaluation but felt that they did not have the personnel or financial resources to do this.
- d) One district reported that they had a per child allocation of \$1440 and that the providers tried to raise their rates to get that full amount with a lower number of hours.
- e) Some districts were pleased with the help students were getting, although the districts generally relied on anecdotal evidence.
- f) Some districts reported that the programs went better when the programs were run directly in the schools.
- g) In some programs many of the students who started the program did not complete the program.
- h) The best state and district monitoring programs involved on site visits.
- i) Many states and districts reported that they are trying to run and monitor this program with the same amount of staff as they had before supplemental services came along and do not feel that they are able to properly monitor and evaluate the program.
- j) The providers varied widely on how well, if at all, they communicated with parents.

Section IV: Conclusions

- 1) Between \$200 million and \$300 million have been spent in these 91 districts with almost no scientific evidence that this spending has contributed to academic achievement.
- 2) Even parents who are interesting in enrolling their children in the supplemental services program are being excluded through confusion, too many steps and too much paperwork, a lack of convenient locations and a lack of home computers.
- 3) The programs that got better reviews from districts and state worked closely with the individual schools. This supports ACORN's general position that all schools should have after school programs to help the students in those schools.
- 4) States need to be more timely in their evaluation process in order to allow parents to make informed choices.
- 5) States would need added resources and computer support to be able to properly evaluate the programs.
- 6) States need to conduct site visits as part of their evaluation process.

Methodology:

This report investigates the implementation of the supplemental services provision under the Elementary and Secondary Education Act of 2001, commonly known as No Child Left Behind. The study reports on 30 states plus the District of Columbia and 91 school districts. The states and districts were chosen based on the location of ACORN neighborhood groups.

The study was compiled from the U.S. Department of Education website, state department of education websites and local school district websites as well as telephone calls. We looked at the use of supplemental services and the evaluation of providers only for the 2003-2004 school year. Calls were made to the state education departments between August 10, 2004 and September 22, 2004. Calls were made to district offices between August 31, 2004 and September 24, 2004.

Endnotes:

ⁱ For a complete list of districts reached please see Attachment B.

ⁱⁱ For a complete list of states called please see Attachment A.

ⁱⁱⁱ The figures given by districts for the number of student eligible were not consistent. Some districts clearly gave estimates of the total number of students in the schools which had to let parents know about the supplemental services option. Other districts gave the number of students they identified as eligible on some basis of income and test scores. Other districts didn't know this number. And some districts gave the number they would have the ability to provide services to based on the financial formula in the law.

^{iv} The Baltimore Sun, Business Section, September 24, 2004

^v The Baltimore Sun, Business Section, September 22, 2004

ATTACHMENT A: State Evaluation of Supplemental Service Providers

State	Did they finish their evaluation for 2003-2004	What is the status of the evaluation	What analysis was / will be done based on academic performance?	Other	Were any actions taken against providers who were not performing?
AR	No	Forms sent out to collect data			They did remove some providers who weren't being selected by parents
AZ	Yes	In process		Did on-site evaluations and standardized contracts between the district and the providers in Spanish and English	
CA	No	In process	Only measured by the providers internal tests	Met with some providers, are trying to get more providers	No, providers may be removed until June 2005
CO	No	Only got the number of children served	No, working on this (since the providers tests are all different and not aligned to the curriculum)		
CT	No	Surveys sent out		They have a new staff person coming on to help with the evaluations	
DC	No	In the process of developing instruments	Will include quantitative analyses of student achievement.		
DE	NA	04-05is their first year to have SES	NA	NA	NA
FL	NA	04-05is their first year to have SES	NA	NA	NA

State	Did they finish their evaluation for 2003-2004	What is the status of the evaluation	What analysis was / will be done based on academic performance?	Other	Were any actions taken against providers who were not performing?
GA	Yes		Last year's data doesn't have academic progress	They want to add academic progress to reports, did over 100 on-site visits, hired a second person to help in the department	
HI	No	They have started to develop their evaluation tool.			
IL	No	The data is being analyzed.	Got evidence in prior year based on provider tests	In June 2004 the state board approved a monitoring instrument	Did remove one provider from the list for not providing good service
IN	No	They are just starting the process since they want to capture data from the summer	Based on provider tests		
KY	No	Developing their evaluation tool to do their first full evaluation after the end of the 2004-05 school year		Did site visits to all but one provider	
LA	Yes		They now have a web site linking the students getting SES and their test scores	Did site visits and were very strict on the diagnostics and methodologies the providers had to use	

State	Did they finish their evaluation for 2003-2004	What is the status of the evaluation	What analysis was / will be done based on academic performance?	Other	Were any actions taken against providers who were not performing?
MD	Yes	Will release this next week to the Title I offices	Collected pre and post test information but because these are based on a variety of tests the data are hard to compare and are not reliable		
MA	Yes		Based on provider tests	Did do site visits and gave the providers feedback	
MI	No	They are starting their process now.		New staff person in place	
MN	NA	They only have 1 year of data since 2003-04 was their first year of providing services		Starting to meet with districts	
MO	NA	They only have 1 year of data since 2003-04 was their first year of providing services			They might make some adjustments during the school year
NV	No	Developing their review form		The state coordinator was in touch with the 17 district Title I coordinators to iron out problems	
NM	No	Information being compiled now		Going to use 03-04 as a baseline year and then compare	
NJ	No	Collecting the information	Academic information is		

State	Did they finish their evaluation for 2003-2004	What is the status of the evaluation	What analysis was / will be done based on academic performance?	Other	Were any actions taken against providers who were not performing?
		now	included in the survey and using the student #s		
NY	No	Being prepared now	They are not yet able to use the state test data	Did one for 02-03	
NC	No	Being prepared now	This will be included	Did one for 02-03 and mid year 03-04	
OH	No	Being tabulated now	This will be included	If no progress for two years is shown they will be terminated	
OR	No	Being finished now	Unclear		
PA	No			They are monitoring things through the school districts, will have an evaluator track scores over the next 2 years	Did remove one provider
RI	NA	They only have 1 year of data since 2003-04 was their first year of providing services			NA
TX	NA	They have had no schools which provided services for 2 years.			NA
WA	Yes		All data provided by providers	Only 6 to 10 out of 25 providers actually signed district contracts	
VA	Unknown			We were not able to get any information from VA.	

ATTACHMENT B: District Evaluation of Supplemental Service Providers

State	City	School District	2003-04 # of schools that have to offer SES	2003-04 # of eligible students	2003-04 # students enrolled in SES	% of eligible students enrolled in SES	Did the district do a analysis of academic progress?	Did the district monitor if reports were provided to parents?
AR	Little Rock	Little Rock	7	3,000	90	3	yes	yes
AZ	Glendale	Cartwright	2	1,000	0	0	na	na
AZ	Glendale	Glendale Elementary	8	3,000	0	0	na	na
AZ	Glendale	Glendale Union	0	na	na	na	na	na
AZ	Mesa	Mesa	1	1,000	0	0	na	na
AZ	Phoenix	Phoenix Union	10	24,000	0	0	na	na
AZ	Phoenix	Roosevelt	5	2,500	225	9	yes	unknown
AZ	Tucson	Tuscon	11	4,800	0	0	na	na
CA	Contra Costa	Mt. Diablo	0	na	na	na	na	na
CA	Contra Costa	Pittsburg Unified	4	2,600	100	4	yes	yes
CA	Contra Costa	Antioch Unified	0	na	na	na	na	na
CA	Contra Costa	West County Unified	11	1,744	1,600	92	unknown	unknown
CA	Fresno	Fresno Unified	25	21,362	123	1	no	yes
CA	Los Angeles	Los Angeles	106	186,000	18,500	10	no	yes
CA	Oakland	Oakland Unified	18	8,800	2,300	26	yes	unknown
CA	Sacramento	Sacramento City	5	2,823	1,202	43	yes	yes
CA	San Diego	San Diego City	25	10,000	274	3	unknown	unknown
CA	San Francisco	San Fran Unified	13	1,000	800	80	yes	yes
CA	San Jose	Alum Rock	1	530	160	30	unknown	yes
CO	Denver	Denver Public	32	12,000	1,200	10	yes	yes
CT	Bridgeport	Brideport Public	2	1,100	212	19	yes	yes
CT	Hartford	Hartford Public	3	1,500	434	29	no	no
CT	Waterbury	Waterbury	0	na	na	na	na	na
DC	Washington	DC Public Schools	15	9,000	2,600	29	yes	yes

State	City	School District	2003-04 # of schools that have to offer SES	2003-04 # of eligible students	2003-04 # students enrolled in SES	% of eligible students enrolled in SES	Did the district do a analysis of academic progress?	Did the district monitor if reports were provided to parents?
DE	Wilmington	Christiana	2	unknown	12	---	no	yes
DE	Wilmington	Brandywine	0	na	na	na	na	na
FL	Ft. Lauderdale	Broward	0	na	na	na	na	na
FL	Jacksonville	Duval	0	na	na	na	na	na
FL	Miami	Dade	0	na	na	na	na	na
FL	Orlando	Orange	0	na	na	na	na	na
FL	Palm Beach Cnty	Palm Beach	0	na	na	na	na	na
FL	St. Petersburg	Pinnelas	0	na	na	na	na	na
FL	Tampa	Hillsborough	0	na	na	na	na	na
GA	Atlanta	Atlanta	40	4,249	2,430	57	yes	yes
HI	Honolulu	Hawaii (one district)	81	1,406	unknown	---	--- (see state)	---- (see state)
IL	Chicago	Chicago	219	133,000	64,474	48	no	unknown
IN	Indianapolis	Indianapolis Public	4	1,199	544	45	yes	yes
KY	Louisville	Jefferson County	4	1,863	350	19	yes	yes
LA	Baton Rouge	East Baton Rouge	1	524	341	65	yes	yes
LA	Lake Charles	Calcasieu Parish	0	na	na	na	na	na
LA	New Orleans	New Orleans	16	30,000	1,500	5	yes	yes
MA	Boston	Boston Public	42	15,744	4,238	27	yes	unknown
MD	Baltimore	Baltimore City	60	21,360	5,568	26	yes	yes
MI	Detroit	Detroit Public	108	60,000	6,859	11	yes	yes
MN	Minneapolis	Minneapolis	10	2,000	1,415	71	no	unknown
MN	St. Paul	St. Paul	3	2,000	125	6	yes	unknown
MO	Kansas City	Kansas City	5	1,828	300	16	yes	yes
MO	St. Louis	St. Louis Public	12	4,100	807	20	yes	yes
IL	East St. Louis	Madison	3	750	0	0	na	na
IL	East St. Louis	Venice	2	210	85	40	unknown	unknown

State	City	School District	2003-04 # of schools that have to offer SES	2003-04 # of eligible students	2003-04 # students enrolled in SES	% of eligible students enrolled in SES	Did the district do a analysis of academic progress?	Did the district monitor if reports were provided to parents?
NC	Charlotte	Charlotte Mecklenburg	0	na	na	na	na	na
NV	Las Vegas	Clark County Schools	4	2,000	226	11	yes	yes
NJ	Jersey City	Jersey City	18	9,773	2,115	22	yes	yes
NJ	Newark	Newark	35	3,500	2,004	57	yes	yes
NJ	Paterson	Paterson	16	11,000	1,717	16	yes	yes
NJ	Trenton	Trenton	12	1,011	12	1	yes	yes
NJ	Passaic	Passaic	6	763	400	52	no	yes
NJ	Perth Amboy	Perth Amboy	2	1,400	100	7	yes	yes
NM	Albuquerque	Albuquerque	19	11,000	1,500	14	yes	yes
NY	Bronx/Brooklyn	NYC Dept of Ed	263	212,000	65,000	31	no	yes
NY	Buffalo	Buffalo	19	8,905	1,875	21	unknown	unknown
NY	Hempstead	Elmont	0	na	na	na	na	na
NY	Hempstead	Wyandanch	3	2,500	60	2	yes	yes
NY	Hempstead	Westbury	0	na	na	na	na	na
NY	Hempstead	Roosevelt	1	900	80	9	yes	yes
OH	Cincinnati	Cincinnati	19	4,959	680	14	no	yes
OH	Cleveland	Cleveland	15	9,000	300	3	no	unknown
OH	Columbus	Columbus	22	3,700	900	24	yes	yes
OH	Toledo	Toledo	11	1,800	579	32	yes	yes
OR	Portland	Reynolds	0	na	na	na	na	na
OR	Portland	Portland Centennial	0	na	na	na	na	na
OR	Portland	Portland	4	1,810	385	21	no	yes
PA	Allentown	Allentown	0	na	na	na	na	na
PA	Philadelphia	Philadelphia	162	40,000	7,625	19	no	yes
PA	Pittsburgh	Pittsburgh	0	na	na	na	na	na
RI	Woonsocket	Woonsocket	1	265	2	1	no	yes

State	City	School District	2003-04 # of schools that have to offer SES	2003-04 # of eligible students	2003-04 # students enrolled in SES	% of eligible students enrolled in SES	Did the district do a analysis of academic progress?	Did the district monitor if reports were provided to parents?
RI	Providence	Providence	11	5,400	1,200	22	yes	yes
TX	Arlington	Arlington ISD	0	na	na	na	na	na
TX	Dallas	Dallas ISD	0	na	na	na	na	na
TX	El Paso	Socorro ISD	0	na	na	na	na	na
TX	Ft. Worth	Fort Worth ISD	0	na	na	na	na	na
TX	Houston	Houston ISD	0	na	na	na	na	na
TX	Irving	Irving ISD	0	na	na	na	na	na
TX	San Antonio	Edgewood ISD	0	na	na	na	na	na
TX	San Antonio	Harlandale ISD	0	na	na	na	na	na
WA	Seattle	Highline	2	750	46	6	unknown	unknown
VA	Tidewater area	Norfolk	0	na	na	na	na	na
VA	Tidewater area	Portsmouth	3	1,390	117	8	yes	yes
VA	Tidewater area	Virginia Beach	0	na	na	na	na	na
VA	Tidewater area	Hampton city	0	na	na	na	na	na
VA	Tidewater area	Suffolk	0	na	na	na	na	na
TOTALS				911,818	205,791	23		