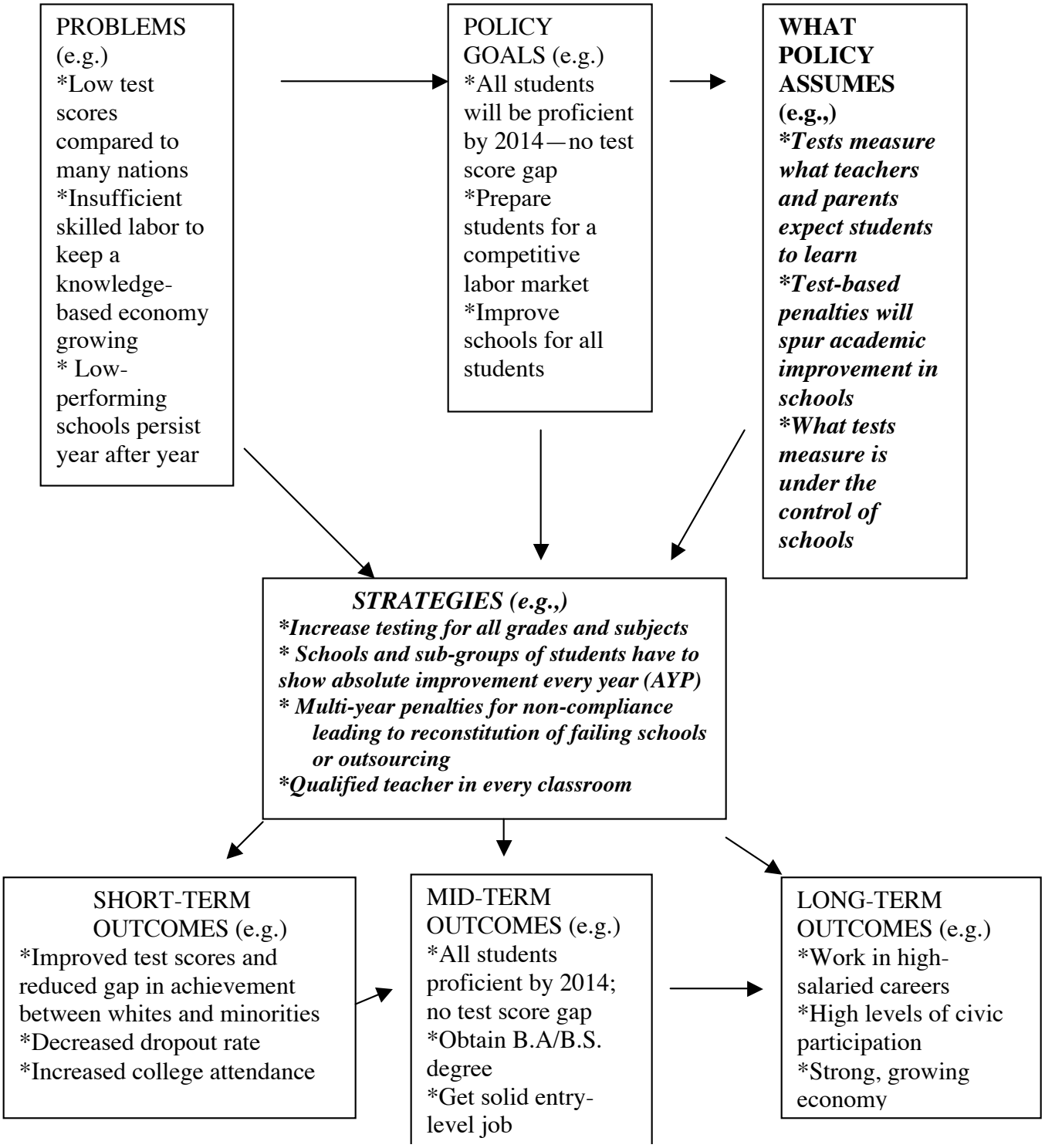Policy Logic of No Child Left Behind