

A STUDY OF SELECTED FINANCIAL IMPLICATIONS OF THE FEDERAL
"NO CHILD LEFT BEHIND" (P.L. #107-110) LAW ON KANSAS PUBLIC
SCHOOL DISTRICTS

by

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B.S., Newman University, 1980
M.S., Wichita State University, 1988

AN ABSTRACT OF A DISSERTATION
Submitted in partial fulfillment of the
requirements for the degree

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Department of Educational Leadership
College of Education

KANSAS STATE UNIVERSITY
Manhattan, Kansas

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ABSTRACT

The purpose of this study was to examine selected financial implications of various mandates in the No Child Left Behind Act (P.L. #107-110 popularly known as NCLB) of 2001 on Kansas public school districts. Specific mandates included accountability for student achievement, more educational choices for parents, teaching methods that produce results, emphasis on reading, emphasis on math, hiring highly qualified teachers, and teaching English to all students. Expenditures for these mandates were identified and analyzed to estimate which mandates were perceived as having the greatest financial impact on Kansas school districts' budgets during FY 2006—the fiscal year of record for this study.

A survey research design was utilized for this study. The survey instrument sought opinions about expenditure items categorized according to the selected mandates. A seven-point one-directional intensity scale was used to determine school superintendents' attitudes toward the financial impact of selected mandates on their school districts' budget. Data were analyzed and reported using measures of central tendency, range, inter-quartile analysis, and standard deviation. Narrative responses from respondents were also presented.

Analysis of data revealed that many Kansas public schools are presently experiencing economic and political conditions that could interfere with the state's ability to provide a quality education for all students under NCLB. Such conditions often include: (1) decreasing student enrollment, resulting in consolidation of some school districts; (2) difficulty hiring and retaining highly qualified teachers and administrators; (3) increasing numbers of superintendents with less experience in a position that has become more demanding and complex; (4) increased need to use existing funds to improve the academic performance of economically disadvantaged and special education students; and (5) having to rely on the singular standard of annual assessment of student performance in math and reading to determine accreditation success or failure.

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Major Professor
Dr. David C. Thompson

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CHAPTER ONE INTRODUCTION TO THE STUDY

Introduction

On January 8, 2002, the changes outlined in the No Child Left Behind Act (P. L. #107-110) were signed into law by President George W. Bush. The Act, popularly known as NCLB, represented his administration's plan for education reform in America's public schools. The new law included some of the most significant changes to education policy since enactment of The Elementary and Secondary Education Act of 1965 (ESEA, P. L. #89-10). Under NCLB, all public schools in America were required to begin measuring success based on the academic achievement of all students. The act contained four basic principles of reform:

1. stronger accountability for results;
2. increased flexibility and local control;
3. expanded options for parents; and
4. an emphasis on successful scientific teaching methods.

The passage of NCLB placed unprecedented demands on individual states, with powerful impacts and requirements passed to local boards of education, administrators, teachers, and support personnel. While the intent of NCLB was generally regarded as commendable by many constituencies

throughout the nation, important concerns have arisen, particularly in the context of sufficient financial support and other resources to carry out the NCLB Act.

In order to be acceptable under NCLB as accountable education systems, states were required to create their own performance standards for each grade level in schools and to seek approval for those standards from the federal government. Standards in math and reading had to be developed immediately, while science standards had to be developed by the year 2005 - 2006. Subsequently, states were required to begin assessing student academic progress using an assessment aligned with those same standards. In 2002 -2003 schools were directed to administer achievement tests at least once in grades 3 through 5, grades 6 through 9, and grades 10 through 12. Beginning in the year 2005 - 2006, schools were required to administer tests in reading and math every year in grades 3 through 8, and once in high school, with science assessment scheduled to begin in the year 2007 - 2008.

Under NCLB, every state, school district, and individual school was required to make adequate yearly progress (AYP) toward meeting these standards, with no exception: i.e., academic progress would be measured for all students including those considered economically disadvantaged, having disabilities, having limited English proficiency, and belonging to racial or ethnic majority and minority groups. Performance had to be reported publicly in an annual district and state report card.

Although education reform is periodically mandated by federal law, the primary responsibility for funding public schools has traditionally rested with state and local governments. This places at odds the fact that individual states, and eventually local school boards, are being directly impacted by the federal implementation of NCLB. The problem facing many school districts, therefore, is how to finance the mandates of NCLB with limited and, in some cases, reduced state and local financial resources in the currently longstanding era of fiscal constraint.

Application to the Present Study

Many individual states have already implemented new academic programs designed to help local school districts reach the high standards of NCLB; yet, programs such as summer school, preschool, and extended school days are being simultaneously cut as many states face continued internal budget crises. The relationship between higher student performance standards and adequate funding for schools cannot be ignored by local, state, and federal officials: i.e., higher standards cannot be achieved without appropriate financial resources. Without appropriate resources, schools are more likely to experience an increase in student failures or a lowering of academic and performance standards.

According to the National Conference of State Legislatures (NCSL, 2006), 19 states project structural deficits where expected revenue does not keep pace with anticipated expenditures, causing additional concern among officials in many other states. Nationally on average, one out of every three state dollars goes to K-12 education, making it difficult to leave public schools untouched when it is necessary to balance a state budget. As a result, many school districts across the nation have been forced to make serious budget cuts. In 2002, the Los Angeles Unified School District was forced to cut \$428.5 million from its budget (Gewertz & Reid, 2003). Classroom expenditures took the biggest hit since they accounted for 92% of the overall school district budget, with after-school programs, education for migrant students, and administrative jobs also affected by these cuts. The Minneapolis, Minnesota school district proposed elimination of 289 teaching jobs and increased class sizes as part of an effort to address a projected \$28.6 million gap in its fiscal 2004 budget (Gewertz & Reid). In 2003, the Baltimore, Maryland public schools considered a furlough of all 12,000 employees for several days to offset a projected \$31 million deficit (Gewertz & Reid). The Portland, Oregon school district considered the possibility of eliminating nine days from the 2003 - 2004 school year, while Austin, Texas school officials considered elimination of 450 full-time and part-time teachers and aides to close an anticipated \$59 million hole in its 2003-2004 budget (Gewertz & Reid).

Educators in the state of Kansas are similarly worried about potential budget problems. In the early years of the new millennium, districts faced cuts to budgets, salary freezes, and delayed aid payments from the state. With no deficit spending allowed under Kansas law (K.S.A. 75-3721), current Governor Kathleen Sebelius has experienced difficulty submitting a balanced budget at the beginning of nearly every fiscal year of her term in office. Against these realities the governor recommended a sizable increase in education spending to \$4.69 billion for FY 2006; however, the formula base state aid per pupil (BSAPP) remained stagnant at \$3863 until judicial and legislative intervention resulted in an increase for FY 2007.

Kansas public schools are currently financed under provisions of The School District Finance and Quality Performance Act (SDFQPA, K.S.A. 72-6410), passed by the state legislature in 1992. Under these provisions, state aid to public schools is set by multiplying the formula base state aid per pupil by the adjusted pupil enrollment of a district. Critics have long alleged that the current school finance system is constitutionally flawed: i.e., the state is not putting enough money into the system, and the money going into the system is not distributed fairly. According to critics, districts with higher numbers of challenging students (i.e., students with disabilities, students with limited English proficiency, and students living in poverty), are not receiving adequate funding to meet the challenges now being mandated by NCLB.

This school finance/school quality debate has continued to intensify in Kansas as the result of a district court decision in the case of *Montoy vs. State of Kansas* (2003). The trial court's decision outlined three distinct violations of the state and U.S. Constitutions:

1. the aid formula fails to distribute resources equitably;
2. the aid formula fails to provide the adequate total resources needed to ensure that all Kansas children have a suitable education; and
3. the aid formula adversely affects the learning of the most vulnerable and/or protected Kansas students, including children from poor families, minorities, disabled children, and English language learners.

A wide disparity in per-pupil funding among school districts was also noted by the trial court. For example, in 2004 the Liberal school district received \$5,656 per pupil funding, which at the time was the lowest in the state. At the other extreme, the Nes Tres La Go district received \$16,968 per pupil funding, the highest in the state (Corkins, 2004). Although enrollment size explained some of the difference, the court was not satisfied.

The trial court ordered the state legislature to develop a new education funding formula for Kansas. The legislature failed to do so during its 2004 session. In response to the legislature's inaction, the court ordered Kansas

public schools to close effective June 30, 2004. A stay was requested by the state and was granted by the Kansas Supreme Court, allowing public schools to remain open for the 2004-2005 school year pending high court review of the lower court's ruling.

The state supreme court rendered its decision on January 3, 2005, affirming the district court's holding that the legislature had failed the requirements of Article 6, Section 6 of the Kansas Constitution to make suitable provision for finance of public schools. It was clear that increased state funding would be required; however, the court cautioned that increased funding still might not make the finance formula constitutionally suitable. The fairness with which funds were distributed and knowing the actual costs of education were noted as critical factors for the legislature to consider in achieving a suitable formula for financing education. In summary, the state supreme court's 2005 decision included the following points (KASB, 2005):

- more funding is required to finance public schools;
- the formula must provide more equitable distribution of funding;
- distribution of funds must be based upon actual education costs;
- distribution of funds should not be based on factors not relevant to education;
- the Augenblick and Myers cost study (2000) is a good guide to the proper legislative remedy;

- funding levels for mid-sized and large districts must be increased;
- local option budgets (LOBs) need to return to funding extra services instead of supplanting state support; and
- the low enrollment weighting, special education weighting, bilingual weighting, and at-risk weighting must be adjusted to reflect actual costs experienced in schools.

The state supreme court's decision also established a deadline of April 12, 2005 for the Kansas legislature to find a solution to inadequate funding for public schools. The legislature met its April 12 deadline by creating and submitting House Bill (HB) 2247 to Governor Sebelius. The governor delivered the bill to the Kansas Supreme Court without her signature, claiming that the legislature's plan was irresponsible and jeopardized the state's financial future. Total new appropriations from HB 2247 for Kansas public schools for 2005-2006 were approximately \$142 million.

Critics of the legislature's new plan in HB 2247 claimed the increase in funding was not based on actual costs, i.e., the Augenblick and Myers study commissioned in 2000 by the state itself. Critics also charged that the legislature ignored the warning that a constitutional funding system must address the equity with which school funds are distributed. According to critics, the current system was flawed because it allowed for disparities in funding which were not based on

a cost analysis, but rather on political factors unrelated to education.

On June 3, 2005, the state supreme court spoke again in direct response to HB 2247, unanimously ordering the legislature to increase school funding with yet an additional \$143 million. A special legislative session was scheduled to begin June 22, 2005 at the request of Governor Sebelius. The House and Senate ultimately passed a school finance bill that satisfied the state supreme court's requirements of its June order. Highlights of the eventual school finance bill included (KASB, 2005):

- an increase in at-risk weighting from .10 to .193;
- an increase in bilingual education weighting from .20 to .395;
- an increase in special education funding from 81.7% to 89.3% of excess costs paid by the state;
- an additional \$150 added to BSAPP;
- a reduction in federal impact aid deduction when computing local effort from 75% to 70%;
- a cap of 8 mills on the capital outlay mill rate;
- a correlation weighting for school districts with enrollments of 1,662 or more;
- an increase in the local option budget to 27%;
- a reduction in the local option budget property tax levy; and

- an equalization of the extraordinary declining enrollment provision to the 75th percentile of property wealth.

The passing of the new legislation, however, was only a temporary solution to Kansas's school finance crisis because the state supreme court found the 2000 Augenblick and Myers report to be the only available legitimate cost study analysis and considered it a valid basis for determining the cost of a constitutionally adequate public school education: i.e., the total \$285 million required by the court for the 2005-2006 school year was only one-third of the additional cost determined by the Augenblick study which had called for an increase in excess of \$800 million. The state supreme court indicated that it would order the remaining two-thirds (\$568 million) if the legislature did not demonstrate that the new current spending level was constitutionally adequate.

The 2005 legislature also called for a Legislative Post Audit study to determine the costs of delivering K-12 curriculum, related services, and other programs mandated by state statute in accredited schools. According to the completed post audit report, the state would have to add \$399.3 million to ensure that all districts meet the outcomes required by the Kansas State Board of Education. The results of that study were released at the beginning of the legislative session in January 2006 with the following findings:

- The state should add approximately \$250 million for students based on poverty, and \$75 million for special education.
- The state should add a \$41 million regional cost adjustment based primarily on teacher salaries. Larger districts and those closer to urban areas would receive a positive adjustment, while smaller, rural districts would tend to have a negative adjustment.
- The state should establish a higher base budget per pupil, but reduce the amount of low enrollment weighting and correlation weighting. While all districts would receive an increase in funding for special programs, many could receive less funding for general operating costs through the base budget and readjusted enrollment weightings.

(Kansas Legislative Division of Post Audit, 2005)

Subsequently, in July 2006 the Kansas Supreme Court ruled that the legislature had substantially complied with its previous orders in the *Montoy* school finance lawsuit, thereby dismissing the case. The court concluded that the legislature's efforts of adding a minimum of \$755.6 million for Kansas public schools by the 2008 – 2009 school year would satisfy the court's order. However, it did not rule on whether the new school finance system was constitutional, possibly leading to future legal challenges. The school finance system had been altered so much by the lawsuit that a new trial would be required to determine if the new school finance system was constitutional.

Regardless of this sizable infusion of new money, Kansas public schools continue to face a serious challenge in meeting the mandates associated with the NCLB legislation. Most notable is the requirement that all students must reach proficiency by the year 2014. In order to achieve proficiency, Kansas public schools will likely need additional resources to identify specific learning needs of students, implement research-based programs and instruction, and provide ongoing professional development for teachers.

Statement of the Problem

Although federal funding for public schools is at a record level, both nationally and in Kansas, school administrators are worried that the financial resources necessary to implement the requirements of NCLB will be much higher than anticipated. While it is possible that new federal legislation may provide some new financial relief for states in the future, it is evident that school finance and rising academic performance standards are two major issues that will continue to dominate the public education policy arena. To date, no systematic study of the potential financial impacts of NCLB has been prepared for the state of Kansas.

Purpose and Objectives of the Study

The purpose of this study was to examine selected financial implications of various mandates in the No Child Left Behind Act (P.L. 107-110) on Kansas school districts. More specifically, this study asked the following questions:

1. What are the anticipated financial implications for accountability for improved student performance under NCLB's rules?
2. What are the anticipated financial implications of providing more educational choices for parents as identified in NCLB?
3. What are the anticipated financial implications of using teaching methods advocated by NCLB to produce improved test results?
4. What are the anticipated financial implications of NCLB's increased emphasis on reading and math instruction?
5. What are the anticipated financial implications of hiring highly qualified teachers as defined by NCLB?
6. What are the anticipated financial implications of NCLB's demands for teaching English to all students?
7. What are the anticipated financial implications of NCLB on other budget line items in Kansas school districts?

8. What are Kansas school districts presently doing to address the mandates of NCLB?
9. What type of additional cost-driven services do Kansas school districts foresee in order to achieve AYP as required by NCLB?
10. What financial difficulties do Kansas school districts predict they will face in successfully implementing NCLB?

Significance of the Study

This study was timely because the Kansas State Department of Education (KSDE) has been actively seeking information regarding the cost of educating all students according to the mandates of NCLB. Data gathered from this study could help both state and local education officials in making better informed decisions regarding development of school district budgets. In addition, state legislators and other political decision-makers could gain a better understanding of the need for increased financial resources to help school districts meet the mandates of NCLB.

Limitations of the Study

Several limitations applied to this study. School finance is subject to influence by many factors including, but not limited to, legal, economic, and

political dimensions. Therefore, the accuracy of data may be limited to a specific fiscal year. The data were additionally limited to school districts in Kansas and might not be an accurate reflection of school finance trends across the nation. Although all school districts in Kansas operate under the same school finance formula, each district was known at the time of the present study to have unique financial characteristics: i.e., enrollment, varying at-risk populations, and tax bases, resulting in potentially differential impacts by NCLB. Finally, the data were a reflection of the attitudes and opinions of the superintendents of Kansas school districts who may have developed preconceived attitudes toward the mandates of NCLB and how they should be financed.

Definition of Terms

Accountability System – Under NCLB, each state is responsible for setting the academic standards for every child. Student achievement is measured annually, with results reported to the public.

Achievement Gap - The difference between how well low income and minority students perform on standardized tests compared with their advantaged peers.

Adequate Yearly Progress (AYP) – Under NCLB, states and school districts' annual report on how satisfactorily they are progressing toward meeting performance standards.

Alternative Certification - A vehicle which allows experienced and talented individuals to teach subjects with which they are familiar without having completed a teacher education program in an accredited university.

Assessment - An instrument used to measure academic progress. Beginning in 2002 - 2003, Kansas schools must administer assessments at least once in grades 3 through 5, grades 6 through 9, and grades 10 through 12. Beginning in year 2005 - 2006, assessments must be administered every year in grades 3 through 8 in math and reading. Science assessments were to begin in the year 2007 - 2008.

Base State Aid Per Pupil (BSAPP) – The amount of formula aid money Kansas school districts receive from the state based on student enrollment.

Charter School – An independent school with a curriculum and educational philosophy different from other schools in the system, often freed up from many state requirements. It is typically governed by a group or organization under a contract with the state.

Corrective Action – Under NCLB, a plan that must be implemented when a school or school district does not meet the AYP requirement. Interventions include new resources to improve teaching, administration, or curriculum. State officials have the authority to make any necessary changes if a school or school district continues to be identified as needing improvement.

Disaggregated Data - Test results sorted by groups of students such as economically disadvantaged, racial and ethnic minorities, students with disabilities, and students with limited English fluency. This practice allows parents and educators to see how each group is performing.

Distinguished Schools – Under NCLB, the public recognition of schools that make significant gains in student achievement.

Early Reading First - A nationwide program that supports early language, literacy and pre-reading development of pre-school age children, with particular attention to low-income families.

Elementary and Secondary Education Act (ESEA) - A federal law, P.L. 89-10, affecting K-12 education, first enacted in 1965.

Flexibility – Under NCLB, a new way of funding public education which gives states and school districts authority to use federal education dollars more widely in exchange for increased accountability.

Local Education Agency (LEA) - A public board of education or other public authority which maintains control of elementary or secondary schools in a city, county, township, school district, or other political subdivision of a state.

National Assessment of Educational Progress (NAEP) - A national and continuous assessment of what American students know and can do in various subjects including reading, math, science, writing, U.S. history, geography, civics and the arts.

No Child Left Behind (NCLB) - The most recent reauthorization (P.L. 107-110) of the Elementary and Secondary Education Act (ESEA) of 1965. Signed into law in January 2002 by President George W. Bush.

Public School Choice – Under NCLB, parents of students attending a school identified as ‘in need of improvement’ have the option to transfer the child to a better performing school within the same district. School districts are required to provide transportation. Priority is given to low-income students.

Reading First - A nationwide initiative intended to help every child in the United States become a successful reader.

State Education Agency (SEA) – A state agency charged with responsibility for the supervision of all public schools within that state.

State Flexibility Demonstration Program – Under NCLB, a program that authorizes up to seven State Education Agencies to consolidate federal funds for the purpose of providing required services.

Supplemental Services – Under NCLB, outside tutoring or academic assistance provided to low income families who are attending a school, which has been identified as ‘in need of improvement’ for two years. Parents can choose from a list of services provided by the school district.

Teacher Quality – Under NCLB, innovative programs and incentives that ensure a highly qualified teacher in every classroom.

Title I - The first section of the ESEA of 1965 aimed at America's most disadvantaged children. Still in existence to provide assistance to help students in high poverty schools meet academic standards, particularly in math and reading.

Transferability – Under NCLB, allows states and local educational agencies to transfer a portion of funds from certain federal programs to other programs that address the unique needs of students.

Unsafe School Option Choice – Under NCLB, requires each state receiving funds under the ESEA to establish and implement a statewide policy allowing students attending a persistently dangerous public school to attend a safe public school.

CHAPTER TWO

REVIEW OF SELECTED LITERATURE

Introduction

The federal government has had a significant financial impact on America's public schools since enactment of the Elementary and Secondary Education Act (ESEA, 1965, P. L. #89-10). According to Hill and Johnson (2005), expenditures for public education nation-wide totaled \$388 billion in FY 2003 alone. This represented a \$19 billion increase over expenditures during FY 2002. Approximately \$238 billion was spent on instruction including teacher salaries, benefits, and supplies. Another \$134 billion was expended for a cluster of services that support instruction. Almost \$16 billion was spent on non-instructional services, i.e., building maintenance, administration, transportation, counseling, and health services. Of that total, the federal government's contribution to public education was approximately \$38 billion.

The investment of billions of federal, state, and local dollars and the creation of numerous educational programs, have produced increases in student performance:

- the average reading scores for grades 4 and 8 were 2 points higher in 2005 than in 1992, the first year of assessment;

- the average reading scores for White, Black, Hispanic, and Asian/Pacific Islander students increased between 1992 and 2005;
- between 1990 and 2005, the percentage of fourth grade students performing at or above Basic in math increased by 30 percentage points, while the percentage of eighth grade students performing at or above Basic was 17 percentage points higher; and
- the average math scores for White, Black, and Hispanic students were higher in 2005 than any previous year of assessment.

(U.S. Department of Education, 2006)

Since the highly influential *Nation at Risk* report in 1984, a vigorous national debate has ensued over how to improve both the nation's schools and the achievement level of all students. The years of debate that followed *Nation at Risk* led to eventual passage of *the No Child Left Behind Act* (P.L. 107-110, 2002). NCLB affected nearly every program authorized under the Elementary and Secondary Education Act of 1965 and its subsequent reauthorizations.

The availability of current studies relating to the financial impact of NCLB is minimal, however, as discovered in this current review of literature. Notwithstanding, several key principles of NCLB that are most likely to improve the nation's schools were identified in this survey of literature. The key principles include:

- stronger accountability for results;
 - greater flexibility for states, school districts, and schools in the use of federal funds;
 - more choices for parents of children from disadvantaged backgrounds;
 - an emphasis on teaching methods that produce results;
 - an increased emphasis on reading, especially for young children;
 - enhancing the quality of the nation's teachers; and
 - ensuring that all children in America's schools learn English
- (Executive Summary of the NCLB Act of 2001. ASBO, 2002).

Stronger Accountability for Results

In order to understand how NCLB may affect students, it is important to understand its purpose and evolution. The purpose of the law was “to ensure equal educational opportunity for all children regardless of socioeconomic background, and to close the achievement gap between poor and affluent children by providing additional resources for schools serving disadvantaged students.” (Wenning, Herdman & Smith, 2002, p. 2)

In tracing NCLB’s roots, it is clear that the general intent of ESEA has remained constant since its enactment in 1965, but the means for measuring academic progress under the law have changed since ESEA’s reauthorization in

1988 (P.L. #103-382). At that time a new accountability system was established for Title I schools. Under ESEA, local education agencies (LEAs) were required to identify schools with ineffective Title I programs based on average student gains on annual standardized tests and to provide capacity-building support. School districts were encouraged by the U. S. Department of Education to establish additional student achievement outcomes, to be measured by criterion-referenced tests. Most districts stayed with the historic pattern of reporting average annual gains as reflected on standardized tests.

Reauthorization of ESEA occurred again in 1994 (P. L. #103-382), known as the *Improving America's Schools Act (IASA)*. IASA focused heavily on a national momentum toward standards-based reform. The accountability provisions of IASA included:

- testing at least once in each of the following grade spans: 3 through 5, 6 through 9, and 10 through 12;
- disaggregation of test scores by multiple categories; and
- the removal of federal guidelines for measuring school performance.

Requirements for states to implement systems of standards, assessments, and accountability were the main focus of the 1994 IASA legislation. However, these proved to be very difficult requirements to create and

successfully implement, both politically and economically. Successful implementation depended on the ability of federal and state officials to negotiate a complex set of technical, political, legal, and organizational challenges. More significantly, the 1994 legislation changed the ground rules for school accountability. Schools were required to bring every child's academic performance up to state standards within a defined period of time and to close the achievement gaps that existed on the basis of race, ethnicity, language, and income. Low-performing schools, as well as schools that provided success for only some students, came under considerable pressure to fully address the academic needs of all students.

In 2002, NCLB combined principles of both previous ESEA reauthorizations by strengthening the annual testing obligation of 1988 and by retaining the standards-based accountability approach of 1994. Under new NCLB accountability rules, states were required to administer high quality assessments. In order to be considered high quality, these assessments had to be:

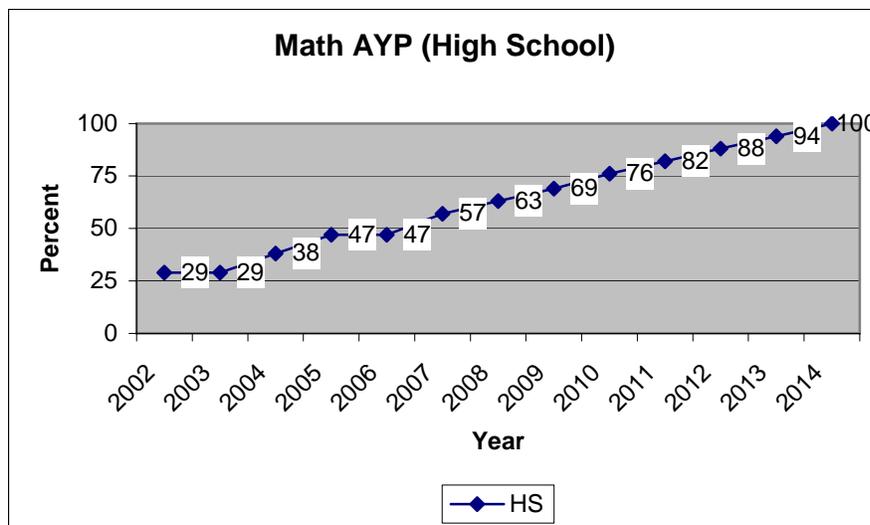
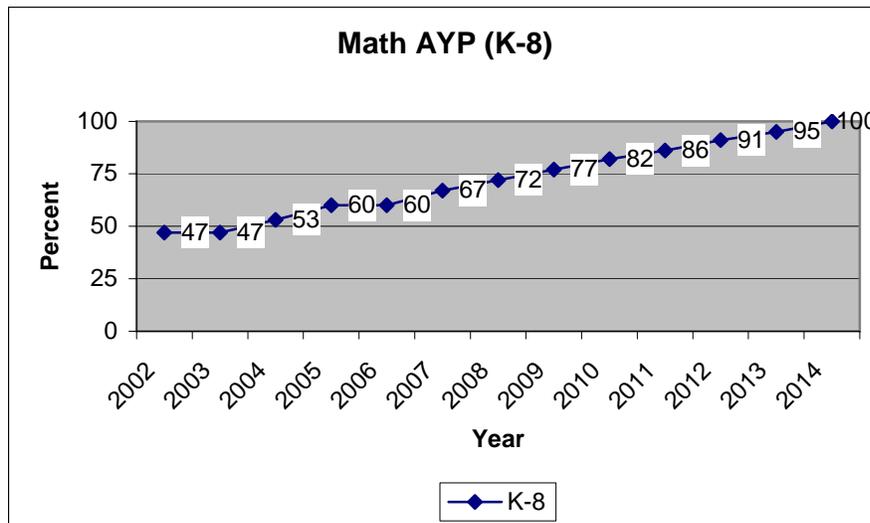
- aligned with recognized standards;
- consistent with nationally recognized professional and technical standards;
- used in a valid and reliable manner; and
- shown to test higher order thinking skills.

Assessments under NCLB were required for all students in grades three through eight in reading and math by the year 2005 - 2006, with science to be added to the annual assessment schedule in the year 2007 - 2008.

One of the major provisions of the new NCLB accountability principle was proof of Adequate Yearly Progress (AYP). The federal draft regulations of NCLB specified that each state must define and demonstrate what constitutes AYP. Although all states were required to ensure that all students reach proficiency by the end of the 2013-2014 school year, each state was permitted to determine what level of student performance is considered proficient. States were required to use proficiency systems having at least three levels: basic, proficient, and advanced.

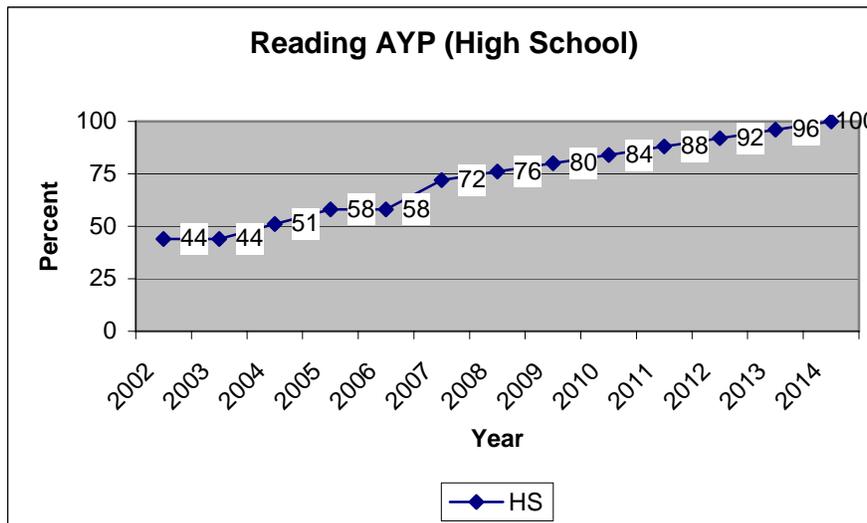
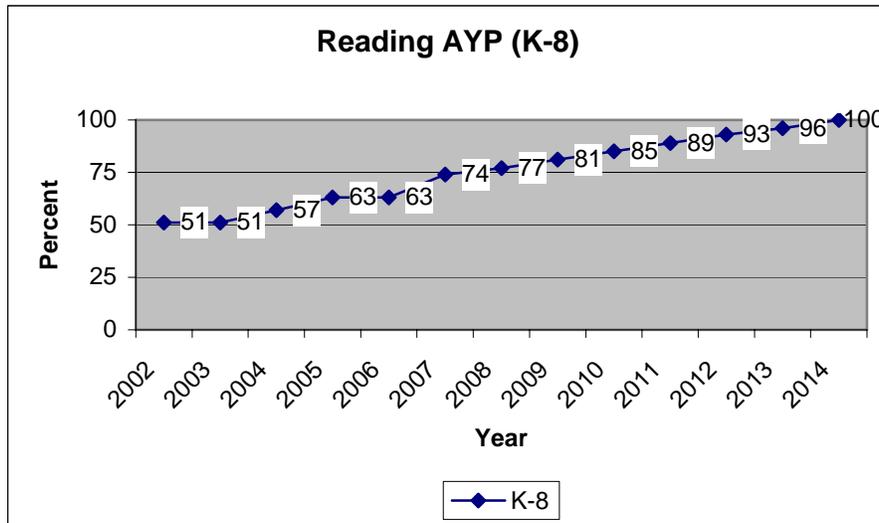
In parallel and in contrast, Quality Performance Accreditation (QPA, 1992) as enacted in the state of Kansas currently measures academic proficiency by the percentage of students who test at each of five different levels: advanced, proficient, satisfactory, basic, and unsatisfactory. In response to NCLB's requirement for proficiency, Kansas relabeled satisfactory as 'proficient'; proficient was relabeled as 'advanced'; and advanced was relabeled as 'exemplary' (KSDE, 2003). The following graphs show the historical profile of proficiency levels under QPA and AYP in math (Figure 2.1) and reading (Figure 2.2) for the state of Kansas. The figures represent the percentage of students who must be in these three categories in order to achieve AYP under NCLB.

Figure 2.1
Math Proficiency Requirements for the State of Kansas



Source: Kansas State Board of Education, Adequate Yearly Progress for Kansas Public Schools, 2006.

Figure 2.2
 Reading Proficiency Requirements for the State of Kansas



Source: Kansas State Board of Education, Adequate Yearly Progress for Kansas Public Schools, 2006.

In an effort to ensure that states set appropriate proficiency levels under NCLB, testing results also had to be validated. The federal law requires every state to participate in the National Assessment of Education Progress (NAEP), a norm-referenced test that assesses a representative sample of students in grades 4, 8, and 12. Students' scores on the NAEP and the state assessment must be publicized. The idea behind publicizing these results is to promote higher standards if discrepancies exist between the NAEP assessment and the state assessment.

Complying with the accountability requirements of NCLB has created a difficult challenge for individual states and schools. Successfully meeting the accountability mandate often requires schools to jump through a series of political and bureaucratic hoops, resulting in the investment of considerable time and energy. Cohen (2003) identified several lessons to help states and school districts meet the accountability requirements of NCLB:

- First, federal legislation pushes all states forward, even if they do not all comply with the letter of the law. In 1993, only a few states were engaged in the process of developing standards and aligning assessments. Now, every state is aggressively organizing its K-12 curriculum around standards-based reform. There is little debate about the appropriateness of the standards-based approach.

- Second, if it cannot be done, it will not be done; states will not be able to implement requirements or meet deadlines that are unworkable, regardless of the force of law. As an example, the 1994 ESEA law required states to establish content and performance standards in reading and math by the 1997-98 school year, with final assessments to have been in place by the 2000-2001 school year. While most states met the deadline for content standards, almost none met the deadline for performance standards.
- Third, if educators do not know how to do NCLB well, it will probably be done poorly, if at all. Again by example, the most disappointing aspect of the implementation of the 1994 ESEA requirements was that states still varied widely with regard to adequate yearly progress and school improvement. States have not had a clear research-based approach to effectively set performance targets for individual schools and districts, as there has been much confusion about technical requirements and the effectiveness of selected approaches.
- Fourth, no one believed the U. S. Department of Education would really enforce accountability requirements. The U.S. Department of Education has not had a strong reputation regarding the monitoring of any ESEA programs, so that with few effective sanctions to apply, there has been a belief at the local level that the government will not

withhold funds, i.e., NCLB's sanctions have not been regarded as ultimately effective.

- Fifth and finally, because individual states have the responsibility to find their own solutions to common challenges, NCLB will increase the attention paid to assessment and accountability in every state and district. As states work to address these issues, they will need the flexibility and financial resources to take advantage of emerging opportunities and to address unpredictable problems created by legislation. In order to secure full implementation and compliance of these new requirements, the U.S. Department of Education must ensure that it does not become an obstacle to reform. While the U. S. Department of Education has the responsibility to see that all states comply with the new requirements, it also has the responsibility to help states find the most effective techniques to improve student performance and close the achievement gaps (Cohen, 2003).

Greater Flexibility for States, School Districts and Schools

In the past, federal education programs typically have been perceived as unfunded federal mandates with rigid bureaucratic procedures and burdensome paperwork, such as the reauthorization of ESEA in 1994 which required states to

regularly test public school students in reading and math. President George H. W. Bush first proposed 'flexibility for accountability' with states during his 1989 education summit with the nation's governors at Charlottesville, Virginia (U.S. Department of Education, 2002). Prior efforts by the federal government to provide flexibility for states consisted mainly of waiving some program requirements. The NCLB Act in 2002 moved well beyond this limited approach by giving states and local school districts unprecedented flexibility in the use of federal education funds in exchange for strong accountability for standardized test results. In essence, decision-making under NCLB was moved away from the nation's capitol and into the hands of individual states and local school districts. The new NCLB law consolidated and streamlined federal education programs and targeted federal resources to programs that serve poor students. As a result, NCLB reduced the total number of ESEA programs from 55 to 45.

At present, the federal government administers four major state grant programs through the U.S. Department of Education: Teacher Quality State Grants (Title II, Sec. 2103), Educational Technology (Title I, Sec. 1308), Innovative Programs (Title V, Sec. 5101), and Safe and Drug-Free Schools (Title IV, Sec. 4003). New flexibility provided by NCLB was meant to allow every school district in America to transfer up to 50% of federal funding between any of these programs, or to Title I. The result was to allow school districts to direct resources into programs that most closely match the needs of the local district.

The new law also included a competitive state flexibility demonstration program. Up to seven states could consolidate administration and activity funds from a variety of ESEA programs that included: the Innovative Programs Block Grant, the state administration components of Title I, Part A Grants (Education for the Disadvantaged), and the state administration and state activities components of Title I Part B (Reading First and Even Start). Participating states had to enter into an agreement with the U.S. Secretary of Education, outlining the use of consolidated funds that were being used for any educational purpose authorized under the ESEA. As part of the plan, states could enter into a maximum of ten local performance agreements. The same level of flexibility provided by the state flexibility demonstration program would be granted.

Schnittger and Valentine (2002) provided several examples describing how the new flexibility provision could benefit some of the largest school districts in the country:

- The Los Angeles, California, Unified School District was scheduled to receive \$309.5 million in FY 2002 Title I funding, which aids disadvantaged students, permitting the district to make spending decisions with up to 50% of its non-Title I funds, an amount totaling \$29 million. The impact meant that the school district could use federal education technology funds to hire more teachers without the approval of the U.S. Department of Education.

- Florida's Dade County school district received \$104.5 million in FY 2002 and was able to transfer \$12 million between non-Title I programs.
- The Rochester school district in New York received \$26.8 million in FY 2002, granting school officials the authority to spend \$2.7 million in non- Title I funding.
- The Detroit school district in Michigan received \$126.2 million in FY 2002 while the Flint school district received \$15.9 million, granting authority to transfer \$13.7 million and \$1.8 million respectively to non-Title I programs.
- The Chicago school district in Illinois received \$169.9 million in FY 2002, creating a transfer authority of \$23.3 million between non-Title I programs.
- The Atlanta city school district in Georgia received \$34.7 million in FY 2002 for Title I funding, authorizing the transfer of \$3.4 million to non-Title I programs.
- In Arizona, the Tucson school district received \$16.8 million in FY 2002 granting the authority to transfer \$2 million between non-Title I programs.

More Choices for Parents

A key intent of the new federal legislation was parent-friendly features. NCLB held that additional testing in the areas of math, reading, and science would help inform parents whether NCLB standards are being met since standards alone are meaningless unless measured and reported in a meaningful way. NCLB required that report cards had to be developed, indicating how individual schools were performing. This information had to be made available to parents to inform them of the performance of their child's school.

Schools failing to meet AYP for two consecutive years had to offer parents the option of attending another school within the district, including attendance at a charter school if available. If all schools in a district failed AYP, parents could send their children to a school in another district at local expense.

After three years of failure to meet AYP, schools would have to continue to provide the school choice option and provide supplemental services to any students remaining in the sending district. Supplemental services would include tutoring, after-school programs, and summer school. A tutor or other service provider could be chosen from a state-approved list. The state had to ensure that all providers on the list have a successful educational reputation. Children would receive these services at no cost to parents. Preferential treatment would be given to the lowest income families requesting supplemental services.

In addition to meeting AYP, schools were required to ensure that students are educated in a safe, non-threatening environment. The Unsafe School Choice Option offered a choice to students and parents in persistently dangerous schools. The same option would be available to any student who had been the victim of a violent crime.

Another option for parents gaining national attention was the development of charter schools. The creation of charter schools began in the early 1990s. Their purpose was to increase parental control, promote innovation, and provide students additional options with the public school system. A steady increase in charter school laws across the nation has been evident. Today, nearly 4,000 charter schools are in existence in forty states serving one million students (The Center for Education Reform, 2006). The Public School Charter Program under NCLB provided financial assistance for the planning, design, or initial implementation of charter schools. Priority was given to states demonstrating progress in increasing the number of high quality charter schools that were held accountable for measuring the educational progress of students. States also were to receive priority for allowing an appeals process for the denial of applications to the charter school.

A survey conducted by the Center for Education Reform (CER, 2005) revealed strong public support for school choice. Americans embraced some of

the most important pillars of the charter school movement. Respondents indicated agreement with several of the key principles that govern charter schools:

- More than three-quarters (78%) of the respondents supported the creation of charter schools that would be held accountable for student results and would be required to meet the same academic standards as other public schools without costing taxpayers any additional money.
- A majority of the respondents (59%) supported the concept of considering student performance when deciding how to compensate teachers and agreed with the idea that a teacher whose students actually perform well would receive a higher salary and additional financial rewards.
- Fully 62% of the respondents were willing to grant schools considerable leeway as long as the school still met the standards set by the state. Schools could select their own education programs based on what was best for students, even if it differed from other schools in their area.
- By a 3:1 margin, respondents supported allowing parents to choose from a number of public schools, instead of the traditional assignment based on where they live.

Additional surveys by PDK/Gallup Poll (2002), the Associated Press (2002), and ABC News (2002), found similar support for school choice. It is evident there is growing support for giving parents, not school systems, control over the individual child's education.

Teaching Methods That Produce Results

Under NCLB, teachers had to be provided with up-to-date information regarding effective teaching methods based on scientific research. NCLB held that for many years, educators had relied on unproven instructional fads and fashions. As a result, many teachers were not prepared to teach using methods from scientific research. According to NCLB, the teacher training system has been slow to offer teachers the skills and tools needed to work in America's classrooms.

NCLB emphasized professional development for teachers through the use of instructional methods based on scientific research. Mehaffey (2001) identified four critical steps to promote instructional success in the classroom: teacher input, guided practice, peer-mediated practice, and independent work.

Teacher input included the identification of tools to be used that will have the greatest impact on student achievement. A clear and concise delivery is developed to enhance student understanding and memory. Several multi-

sensory activities are incorporated into the lesson to address the different learning styles of students. Guided practice included the teacher working directly with students by demonstrating and modeling the concepts to be learned. Whole group instruction helps create a more active learning mode. All students of the whole group have the opportunity to participate actively. The expectation is established for an increase in student involvement and participation. Cooperative learning opportunities, where students work together in small, active learning groups, is the focus of peer-mediated practice. Students are actively engaged in the learning activity, and everyone is encouraged to participate fully. The teacher acts as the 'guide on the side', monitoring each group and offering support where necessary. Finally, students were to be provided the opportunity to work independently. The teacher checks for understanding and monitors individual performance. Individualized feedback is provided based on the students' needs and accomplishments.

According to NCLB, a critical component of effective instructional methods that should not be ignored is assessment. Assessment is something that should not be reserved for the end of a chapter or unit. Ito (2002) suggests that teachers should monitor progress before, during, and after instruction to assess student understanding and adjust instruction as needed. 'Pre-instruction' techniques include sponge activities prompting students to respond; pre-tests to determine student knowledge related to an upcoming concept; and directing students to write what they know and what they want to learn about a specific

topic. 'During instruction' techniques include asking students a variety of questions; student verbalization of the process by which they arrived at an answer; regular journaling of reflections, conclusions, or processes; and teacher observation of emerging skills and new knowledge. 'Post- instruction' techniques include student mastery of a checklist of skills taught, quizzes and tests prepared by the teacher, grouping students' mistakes into categories, and the use of rubrics to measure a set of criteria to determine the level of performance.

Additionally under NCLB, a 'highly qualified' teacher had to be in every classroom by the end of the 2005-2006 school year. A highly qualified teacher was defined as certified or licensed, holding a bachelor's degree, and demonstrating competencies as determined by the state's requirements. NCLB provided for flexible spending by states to ensure a highly qualified teacher in every classroom. To receive this federal funding, states had to develop a local educational improvement plan. Improvement plans would outline exactly what will be done to ensure that all teachers are highly qualified. Plans were required to include research-based professional development activities and measurable objectives. States were required to help districts develop their plans by conducting a needs assessment. Teachers would be required to be involved in developing the needs assessment and the local improvement plan.

Emphasis on Reading

A major focus of the NCLB legislation was an emphasis on reading at the primary level. Decades of scientific research indicated that reading is the key to all learning. Students who failed to read on grade level by the fourth grade were more likely to drop out of school and to experience a lifetime of diminished success (USDE, 2003). The President and Congress recognized the importance of reading by setting aside over \$1 billion in federal money in FY 2003 to help ensure that every child in America could read well by the end of the third grade.

Several national programs have already been put into action to support this initiative. The Reading First Program (2002) was established to ensure that all students know how to read well by the end of the third grade. The program was designed to provide professional development for teachers; to implement effective instructional strategies based on scientifically based reading research; and to ensure accountability. Students are systematically taught five key early reading skills:

1. Phonemic Awareness – the ability to hear and identify individual sounds in spoken words;
2. Phonics – the relationship between the letters of written language and the sounds of spoken language;
3. Fluency – the capacity to read text accurately and quickly;

4. Vocabulary – words students must know to communicate effectively; and
5. Comprehension – the ability to understand and gain meaning from what has been read. (Dorsey, 2002)

The Early Reading First Program (2002) provided competitive grants at the local level to enhance the reading readiness of pre-school age children. Communities having a high concentration of low-income families and showing evidence of children not reading at grade level were targeted for preferential funding. The program supported development of early childhood centers focusing on the development of skills to prepare children for continued school success. Specifically, funds could be used to:

- enhance children’s language, cognitive, and early reading skills through professional development for teachers;
- demonstrate language and reading activities developed from scientifically based reading research;
- provide pre-school age children with cognitive learning opportunities in high quality language and literature rich environments;
- use screening assessments to effectively identify pre-school children who may be at risk for reading failure;
- improve existing early childhood programs by using scientifically based reading research to improve all aspects of the program; and

- support staff and children in childcare, Head Start, school-based and family literacy settings are specific targets of the Early Reading First Program. (Wisconsin Department of Public Instruction, 2002.)

Similarly, the *No Child Left Behind* Summer Reading Achievers Program (2004) was designed to encourage children in grades K-8 to read during the summer months, preventing the loss of reading skills and ability. The program was piloted by the U.S. Department of Education and the Atlanta Public Schools for eventual expansion to schools across the nation. Implementation of the program was scheduled to begin in mid-March 2003. Procedures called for a letter signed by the local superintendent of schools and the U. S. Secretary of Education to be sent to the principals of all public and charter elementary and middle schools. Principals had to estimate the number of students who might participate in the summer reading program.

The summer reading program called for a participating school to have 70% of its students enrolled in the program. Students were expected to read and describe ten age-appropriate books during the summer months. A description of each book was to be completed by filling out a perforated section of an eight-panel brochure. Principals were to send their best entries to the U.S. Department of Education for possible posting on the NCLB website. Certificates would be mailed to each participating school to recognize students who successfully completed the program. The emphasis on reading was meant to force districts to

find additional funds from their budgets to pay for teacher training, support services and materials.

Enhancing the Quality of the Nation's Teachers

NCLB required that all teachers in all schools' core curriculum be highly qualified by the 2005-2006 school year. In order to be considered highly qualified, teachers were required to:

- hold at least a bachelor's degree;
- have full state certification as a teacher or have passed the state licensure exam and hold a license to teach; and
- demonstrate competence in each academic subject in which the teacher teaches. (Rotherham & Mead, 2003)

NCLB specified that highly qualified teachers cannot have state certification or licensure on an emergency, temporary, or provisional basis, making the law more rigorous than many states' own requirements.

The highly qualified teacher provisions of NCLB were not without controversy. Kaplan and Owings (2002) argued that the new law weakened teacher quality by allowing individuals with only subject knowledge, rather than

strong pedagogical training, to begin teaching in public schools. Rotherham and Mead (2003), on the other hand, argued that NCLB enhances teacher quality requirements as states would be expected to pay greater attention to teacher quality and, in some cases, to add rigor to the licensure requirements if staff do not possess specific subject matter expertise at the middle and high school level.

Requiring all teachers to possess strong content knowledge in their subject area was an important step toward the improvement of student achievement, as there was significant evidence to support the effect of certification and subject area training on learning outcomes. Using data from the National Educational Longitudinal Study of 1988, Goldhaber and Brewer (1999) discovered that math students improved one-third of a grade level if their teacher held both bachelor and master degrees in mathematics. Students whose teachers had full certification in mathematics improved almost three-quarters of a grade level. Additional research from the National Assessment of Educational Progress (NAEP) discovered that students whose teachers majored or minored in the subject they taught outperformed their peers by 40 % (Weglinsky, 2000).

There has been considerable disagreement, however, among educators, researchers, and policymakers about how much and what types of pedagogical training, knowledge, and skill teachers must attain to teach students effectively. There has been widespread consensus, however, that teachers' content

knowledge affects student learning (Kaplan & Owings, 2002). Equally compelling evidence, however, has shown that a substantial percentage of students are in fact taught by teachers who lack training or knowledge in the subject they teach. For example, Jerald and Ingersoll (2002) found that nearly one-fourth of core academic classes at the secondary level nationwide are taught by teachers lacking a minor in the subject, a characteristic strikingly more evident in high poverty schools.

Contrasting views, however, have argued that the current teacher certification system in many states is often a deterrent to prospective teachers by requiring a substantial investment of time and money, but without guaranteed acquisition of specific knowledge and skills needed to be an effective teacher. Proponents of certification reform have held that current teacher education lacks consistent standards and has no research-based consensus about what constitutes good training. An emerging irony has been that the current system bars individuals who show promise as teachers, but who lack course requirements for teacher certification.

Hess (2001) proposed a modernized certification process that would open the education profession to a broader pool of prospective teachers; provide greater flexibility and discretion for principals in hiring and professional development; and place greater focus on induction and practical training rather than state prescribed certification coursework. According to Hess, allowing a

wider pool of individuals to apply for a job would not be the same as guaranteeing or even offering employment. The debate over such a plan has often been cast as a contrast between letting anybody teach and retaining the current system. Kaplan and Owings (2002) described the debate in this way:

“Briefly, one cohort believes that quality teachers are those who have content knowledge and have studied instructional ideas and practices that increase student learning. The other faction believes effective teachers only need strong content knowledge; any other criteria required for teaching candidates are burdensome and unnecessary.” (NASSP Bulletin, 2002, p. 22)

Calls to modernize teacher certification support giving schools more flexibility for the development of teacher training, particularly for teachers of older students where pedagogical skills have not been as clearly defined. For example, there is stronger research for the strategies for teaching young children to read than for strategies when teaching high school junior American history. NCLB encouraged different requirements for elementary school teachers, arguing that there are specific pedagogical skills and knowledge in certain areas such as special education, reading, and math that teachers must have to be effective. However, policymakers must resist the pressure to simply manufacture additional

certification requirements. Instead they should revisit existing state certification requirements as they implement NCLB (Rotherham & Mead, 2003).

Ensuring That All Children Learn English

The number of English language learners in the U.S. has increased significantly over the past ten years. Data from Mid-continent Research for Education and Learning (McREL, 2003) indicate that over 4.5 million English language learners were enrolled in public schools as of the 2000-2001 school year, a number that increased by 32% from the 1997-1998 school year.

The challenge of how to meet the needs of these students has become more urgent. New legislation such as NCLB, combined with state budget crunches, has complicated the issue. NCLB described specific requirements that states and districts must meet in educating English language learners. The major goals were to help ensure that limited English-proficient children attain English proficiency, develop high levels of academic competence in English, and meet the same academic content and standards that all children are expected to meet.

States were required under NCLB to develop English language proficiency standards and to implement English language proficiency tests. A state's language proficiency standards had to be linked to the state's academic standards. Linking these standards was intended to help ensure that gains in students' English language proficiency translate into improved understanding of academic content. Given the heavy requirements of NCLB, states are still in the

process of developing new English language proficiency assessments for English language learners, with assessments required to address five domains of language proficiency: speaking, reading, writing, listening, and comprehension.

States were also required to include these students in the state assessment and accountability plans under NCLB. English language learners were expected to meet the same academic standards as the general student population. They were expected to participate in state academic assessments and to meet annual measurable objectives in reading, language arts, mathematics and science. Under NCLB, data collected for English language learners and other subgroups had to be disaggregated in order to show adequate yearly progress. Any subgroup failing to meet adequate yearly progress could result in that school being identified as needing improvement.

NCLB granted states the flexibility to design programs locally believed most appropriate for their communities. Appropriately serving English language learners and meeting the legislative requirements of NCLB could require some unusually creative financial solutions on the parts of states, schools, and districts. Rural schools have been seen to face particular challenges in working to meet the needs of English language learners. Many remote communities, already wrestling with teacher shortages and limited funding, have had to create English as a second language programs from scratch, with recognition that it may be necessary for schools and districts to pool their resources or create partnerships to share knowledge, expertise and financial costs.

Implementing NCLB

NCLB is a very complex piece of educational legislation. Since its passage into law in January 2002, more research has become available regarding the possibility of its success. The Center on Education Policy (CEP, 2003) has initiated a six-year study regarding the implementation of NCLB that is underway at the present time. During the fall and summer of 2002, CEP reviewed plans submitted by states to the federal government, interviewed state administrators in nearly every state, and reviewed the guidance and regulations issued by the federal government. The study found that states are committed to implementing the goals of NCLB and that states are moving faster on elements of the law where they have prior experience such as developing assessments. Aspects of the NCLB law that require the creation of new policies and procedures, such as providing supplemental services and implementing research based teaching strategies, have taken more time to develop. A notable finding by CEP has been that the fiscal crisis currently being experienced by most states, combined with limited federal funding, has been viewed as a major threat to the success and effectiveness of NCLB.

A disturbing finding of CEP's study, however, parallels the implementation of NCLB to the Elementary and Secondary Education Act of 1965. Signed into law by former President Lyndon Johnson, ESEA was meant to improve America's public schools and provide poor children with a better education. New

education programs emerged in almost every school district, new textbooks were purchased, and new research was conducted to find new ways of teaching and learning. There was a great deal of enthusiasm for the ESEA because of its intent and promise. In the end, however, ESEA was not as successful as it could have been and the impact on student learning was not significant. Eventually ESEA lost momentum when federal funding and national attention shifted to the war in Vietnam. Poor children continued to receive additional services, but the administration of these programs became highly bureaucratic. By comparison, President George W. Bush has made similar promises towards successful implementation of NCLB, but the magnitude of reform that must occur in America's public schools has been significantly underestimated. While an increase in federal fiscal appropriations was evident during the first year of NCLB, the second year proposed a much smaller increase in federal funding. Considering the financial crisis that currently exists in many of America's schools, states generally have not been in a financial position to make up the shortfall. Since the signing in 2002 of NCLB into law, CEP suggests the nation's attention and resources have shifted to the war on terrorism and the war in Iraq (CEP, 2003).

At the same time, the original ESEA of 1965 experienced limited success in part because it provided money without accountability. In contrast, NCLB requires strict accountability, but with only limited funding and assistance. This

could suggest that, since the federal government only provides roughly 7% of total average funding for public schools, it may have a difficult time demanding 100% accountability. Regardless of its shortcomings, NCLB is seen by many as too important to America's children to let it fail. Therefore, it will be necessary for educators to implement change and for politicians to commit financial resources to truly 'leave no child behind.'

Financing NCLB

The primary responsibility for financing K-12 public education in the United States rests with the individual states. However, there is also a compelling national interest in the quality of the nation's public schools. Therefore, the federal government historically has provided financial assistance to states in an effort to supplement the increasing expense of public education. According to Hill and Johnson (2005), federal funding for public education has increased from just under \$3 billion in 1980 to more than \$7 billion in 2000 and nearly \$14 billion in 2005. In the 2004-2005 school year, 83 cents out of every dollar spent on education came from state and local governments; 8 cents out of every dollar came from the federal government; and almost 9 cents out of every dollar came from private sources. Federal education officials claim the amount of federal money is adequate to fund federal mandates.

In the past decade, education finance consultants have assisted states to determine the cost of 'proficiency' using four methods (Olson, 2005):

- The 'successful schools' method identifies schools or districts within a state that have met a specific level of student performance, then determines how much those schools or districts spend on average. The model is sometimes refined to focus on sites that achieve the desired results for the lowest cost. The assumption is that the amount spent is adequate to produce the same outcomes in other schools or districts.
- The 'professional judgment' method relies on panels of educators to identify the resources and programs a school would need to produce the desired ends. Resources and programs could include teachers, textbooks, instructional material, facilities, etc.
- The 'evidence based' method relies on research to identify individual strategies or comprehensive school designs that have a chance of producing the desired goals, then, calculates the total cost of implementing those strategies.
- The 'cost function' method uses statistical models to study the relationship between a desired level of student performance and the level of spending within different districts.

Cost studies such as these are frequently required by state legislatures in exchange for funding consideration. They are also being ordered by state courts to identify flaws in the existing educational system.

A new generation of school finance studies estimating the cost of raising test scores for all students has evolved within the last four years. Most of these studies have been based on achieving a particular state's standards as now required by NCLB. A variety of outcomes of these studies is possible since each state determines its own standards; is characterized by its own social and political culture; and has its own level of student needs. A survey of recent studies conducted in several states suggests the potentially massive costs of ensuring that all students pass the mandated tests of NCLB (Mathis, 2003):

- In order to meet the 'commendable' level on state tests, Indiana would have to increase its base spending from \$5,468 to \$7,142 per pupil, a 31% increase. These estimates do not include any added costs for special education students and hard to serve students.
- The cost for Maryland students to meet state standards was calculated at \$12,060 per pupil for elementary schools; \$9,000 for middle schools; and \$9,599 for high schools. A low-income student meeting standards would require an average excess cost of \$7,748 per student. Maryland's legislature increased spending by \$1.3 billion in the spring of 2002 to help schools meet the required standards.

- Montana's 2002 study was sponsored by five education organizations and assisted by the National Conference of State Legislatures. The study found that a base cost between \$6,004 and \$8,041 per pupil was required, while the current base was only \$4,471. Additional special-needs and remedial costs were \$8,000 and \$2,000 per pupil respectively. Depending on location and level of need, an additional 34% to 80% was necessary to meet standards.
- In Nebraska, the State Department of Education, in cooperation with various education organizations, commissioned a study of what it would take to meet current standards under NCLB in 2002-2003. Estimated costs ranged from \$5,845 per pupil in a large K-12 district to \$11,257 in a small, isolated district. At-risk and special-needs students would require an additional \$1,500 to \$12,000 each, depending on the level of need. A 45% increase would be necessary to meet the requirement. NCLB testing and labeling have brought cries of outrage from politicians leading to the state senate's call for full federal funding of the NCLB mandates.
- The New Hampshire School Administrators Association commissioned an analysis of NCLB costs for that state. The study determined that New Hampshire will receive an average of \$77 of new federal money for each of the state's 220,000 students, while the obligations of NCLB

- will cost \$575 per student. The study assumed a 2% increase for special education funding, but included no additional costs of remedial programs for underachieving students.
- A study of New York's needs used a statistical technique focusing on the regional differences in the costs of meeting standards. A median statewide figure of \$7,927 was determined for extra remedial costs, in addition to the regular per-pupil expenditure of \$9,781. New York's Campaign for Fiscal Equity, an advocacy group, has since launched a major study to determine the additional costs of NCLB.
- South Carolina would have to increase its base cost per pupil to \$6,189 to get 85% of its students to perform at the 'basic' level of the state's Palmetto tests, representing a 24% increase. When figures for additional costs of at-risk and special education students are factored, the cost rises to \$9,182 per pupil representing an 84% increase.
- Texas has experienced a large percentage of students passing the state test. However, the state tests were developed at an eighth-grade, basic skills level, a considerably lower standard. A statistical modeling of NCLB costs would require an increase in state aid of 101% or \$6.9 billion of new money. The largest increases would be needed in the districts with very low-income populations and in very large urban districts. Remedial costs would go up significantly if standards are raised as the result of the implementation of a new test.

- Students in Vermont score between 22 and 32 percentile points above national norms. However, 46.5% of the students fail one of the tests because of Vermont's extremely high standards. Using estimates from adequacy cost studies and the number of students affected by poverty, the state would need an additional \$149.5 million for remediation costs. Testing costs and lost instructional time added \$8.7 million for a total of \$158.2 million in new money. Vermont only receives \$51.6 million in all titles of ESEA combined.
- Data compiled from the Institute for Wisconsin's Future found that adequate funding in Wisconsin would reach \$11,231 per pupil. For high-risk pupils, the cost would be \$27,879. The study determined that overcoming the effects of poverty required interventions beyond the traditional school. Therefore, community clinics, before and after school programs, early childhood intervention, and summer school programs were included in this cost. However, officials have concluded that simply teaching children will have little effect if they return to bad neighborhoods, single-parent homes, foster care, inadequate health care, and a general lack of support.

These representative cost studies were based on improving the academic performance of all students to meet a higher standard. While the studies varied

considerably in methods, assumptions, procedures and analytical approaches, they produced some similar conclusions:

1. providing a standards-based education for all children will require massive new investments in education spending;
2. traditional estimates of the costs of remedial instruction (i.e., Title I, state-funded programs) are underestimated at both the state and federal levels;
3. while the federal government claims that it is fully paying Title I NCLB costs, it is not nearly enough to cover additional bureaucracy, testing requirements, qualified-teacher costs, paraprofessional tests, and other mandates of the law; and
4. states with higher standards will have the highest remedial costs.

Summary

Reaction to NCLB varies widely, ranging from those who view it positively because it holds schools accountable for educating all students, to those who view it as an intrusion by the federal government. Regardless of perspective, concerns continue to be raised about the ability of individual states to implement and finance the significant mandates of NCLB. The concern is compounded because states are having a difficult time predicting the overall financial impact of

implementing NCLB and because they are having a difficult time finding the money in already strapped state budgets. In addition, a controversy exists between states and the federal government over the federal government's unwillingness to increase funding for the continued and accelerated implementation of NCLB. Despite the federal government's laissez-faire approach to such funding concerns, states in general are taking the mandates of the NCLB law seriously and appear to be investing substantially in search of high levels of achievement for all students.

CHAPTER THREE RESEARCH DESIGN

Introduction

The purpose of this study was to examine selected financial implications of various mandates of the *No Child Left Behind Act* (NCLB) on Kansas public schools since its enactment in 2001. The following steps were implemented to carry out the survey research design used in this study:

1. stating the objectives;
2. identifying the study population;
3. developing the survey instrument;
4. addressing survey validity and reliability;
5. collecting the data; and
6. analyzing the data.

Stating the Objectives

The objectives for this study originated from the financial crisis faced by Kansas public schools at the start of the new millennium in tandem with the additional likely financial implications of NCLB. The objectives were stated in the form of research questions to be answered at the conclusion of this study. The questions included:

1. What are the anticipated financial implications for accountability for improved student performance under NCLB's rules?
2. What are the anticipated financial implications of providing more educational choices for parents as required by NCLB?
3. What are the anticipated financial implications of using teaching methods advocated by NCLB to produce improved test results?
4. What are the anticipated financial implications of NCLB's increased emphasis on reading and math instruction?
5. What are the anticipated financial implications of hiring highly qualified teachers as defined by NCLB?
6. What are the anticipated financial implications of NCLB's demands for teaching English to all students?
7. What are the anticipated financial implications of NCLB on overall expenditures by Kansas school districts?
8. What are Kansas school districts presently doing to address the mandates of NCLB?
9. What type of additional services do Kansas school districts plan to provide in order to achieve AYP?
10. What financial difficulties do Kansas school districts predict they will face in successfully implementing NCLB?

Identifying the Study Population

Borg, Gall, and Gall (2003) describe the population of a study as a group or groups having the characteristics that interest the researcher. The population for this survey study included all unified school districts (USDs) in the state of Kansas during the 2006 fiscal school year. Because the total population was easily accessible, all school districts were included in the survey to eliminate the need for sampling techniques and to provide the fullest set of data responses. Written surveys were sent to school district superintendents, asking that the superintendent or his/her designee serve as the district's respondent. School districts' names, USD numbers, and enrollment data were obtained from the Kansas State Department of Education (see Appendix A). Enrollment figures were based on the September 20, 2005 building report sent annually to the state by each district. Names and addresses of school superintendents were obtained from the 2006 Kansas Educational Directory as published by the Kansas State Department of Education (see Appendix B).

Developing the Survey

Survey research includes the use of surveys and interviews as a means to identify the opinions and attitudes of individuals selected by the researcher (Borg, Gall, & Gall, 2003). For this study, a self-administered written survey (see

Appendix C) was developed based upon information drawn from the applicable literature described earlier in Chapter Two. The survey included three parts. Part 1 asked for general information about the individual completing the survey, e.g., position, level of education, number of years in the current position. Part 2 asked for information about the district, e.g., enrollment, total budget, AYP achievement, and general fund expenditure per pupil. Part 3 of the survey asked participants to respond to a series of closed-ended questions on a seven-point one-directional intensity scale (Nardi, 2003) and a series of open-ended questions associated with the financial impact of NCLB (see Appendix C). Respondents were asked to evaluate the financial impact of selected NCLB mandates using a scale of 1 through 7 where 1 equaled 'low impact' and 7 equaled 'high impact'. Respondents were not required to give their names on the survey to assure anonymity and to invite candid responses. Approval to administer the survey was obtained through the Committee for Research Involving Human Subjects at Kansas State University (see Appendix D).

Survey Validity and Reliability

Validity and reliability of the survey instrument were evaluated using the following procedures:

1. District expenditures for each NCLB mandate were judged to be an acceptable proxy for the research found in Chapter Two of this study.

Consequently, these categories were the expenditures accepted as having the most significant financial impact on Kansas public school districts as they seek to implement the mandates of NCLB. Drawing the survey's basis from the literature itself thereby provided a measure of face validity for the present study.

2. A draft of the survey instrument was initially submitted to the business manager, the director of curriculum, the assistant superintendent, and the superintendent of USD 465 (see Appendix E). These persons were asked to review the initial draft instrument and to add any expenditure categories that were not already included in the survey.
3. Based on that same feedback, a revised draft of the survey was juried by superintendents from twelve additional school districts in Kansas (see Appendix F) with instructions (see Appendix G) to evaluate the instrument in regard to its instructions, format, content, wording, and overall clarity. Composition of the jury of evaluators purposively included two superintendents from each of the six enrollment classifications established by the Kansas State High School Activities Association (KSHSAA) to ensure wide representation across all school districts in the state. The survey was then re-administered again to yet another set of twelve superintendents (see Appendix F).

4. Cronbach's alpha was calculated to test the survey instrument for reliability across test administrations to the two expert (superintendent) groups. Cronbach's alpha comprises a number of items that make up a scale designed to measure a single construct and determines the degree to which all the items are measuring the same construct. The closer the score is to 1.00, the more reliable; a score of .7 is a generally accepted threshold. The reliability coefficient for each item measured in the survey instrument used in this present study yielded the following results:

- accountability for student achievement (.758);
- providing educational choices for parents (.721);
- implementing teaching methods advocated by NCLB (.860);
- emphasizing reading (.891);
- emphasizing math (.910);
- hiring highly qualified teachers (.908); and
- teaching English to all students (.966).

Collecting the Data

The survey instrument and accompanying transmittal letter (see Appendix H) explaining the study and requesting districts' participation was mailed in May

2006 to all 300 superintendents of Kansas school districts. The survey was also available for completion online. Superintendents were instructed to choose the individual with the most knowledge about the district's budget to complete and return the survey instrument. It was recognized that in many cases the individual with the most knowledge would be the superintendent, especially among the numerous smaller school districts making up the majority of Kansas' educational organizations. An e-mail message was sent to all superintendents two weeks later to remind them to complete the survey if they had not already done so. Follow-up phone interviews were intended until a participation rate of at least 40% was achieved. The actual rate of participation is reported in Chapter Four of this study, along with results of the survey.

Analyzing the Data

A series of descriptive statistical treatments were used to analyze the data collected in this study. The data were analyzed using SPSS Version 14.0 (2006).

The following statistical procedures were utilized:

- Cross-tabulation;
- Measure of central tendency (Mean);
- Variability (Range, Inter-quartile Analysis, Standard Deviation).

Cross-tabulation

A cross-tabs analysis was used to produce a descriptive report for the following variables as obtained from survey respondents:

- Job title of respondents;
- Years in position of respondents;
- Highest degree earned by respondents;
- K-12 FTE enrollment of respondent districts;
- Annual general fund budget per pupil of respondent districts;
- Annual general fund expenditure per pupil in respondent districts;
- Enrollment trend data in respondent districts; and
- Annual AYP performance as reported by the respondent districts' report cards.

This analysis allowed these data to be ordered, simplified, and reported by general distributions and other descriptive trends.

Measure of Central Tendency: Mean

A mean score was calculated for each expenditure associated with the districts' responses to the following NCLB mandates:

- accountability for student achievement;
- more choices for parents;
- teaching methods that produce results;

- emphasis on reading;
- emphasis on math;
- hiring highly qualified teachers; and
- teaching English to all students.

Means of expenditures having the highest financial impact and lowest financial impact on all school districts and the inter-quartile groupings of school districts were found and reported according to each mandate (see description of inter-quartile analysis in next section below). An overall list of expenditures ranging from highest impact to lowest impact was also reported for all districts and for the inter-quartile analysis.

Variability

In addition to the mean measure of central tendency just described, several other approaches to assessing data variability were used in this study to determine how responses to survey questions varied, thereby aiding in constructing a narrative analysis of the likely financial impact of NCLB on Kansas school districts. Measures of variability included the range, analysis by quartiles (inter-quartile analysis), and standard deviation for selected variables.

Range

The simplest measure of variability is the range. The range is the measurement of the width of an entire distribution of scores. It is found by

calculating the difference between the highest and lowest scores. A limitation of the range is that it is based on the two most extreme scores. The range was found for each school district's responses to survey questions assessing:

- the respondent's years of experience;
- the district's size of enrollment;
- the district's annual operating budget per pupil; and
- the district's annual general fund expenditure per pupil.

Inter-Quartile Analysis

To account for possible influence on survey responses that might have derived from district enrollment size, an inter-quartile analysis was also utilized: (e.g., differential responses from districts such as Prairie Heights USD 295 with only 49 students, and Wichita USD 259 with fully 45,462 students may have affected the nature of data results by failing to represent the 'typical' Kansas school district on the basis of enrollment size). The inter-quartile analysis used only the middle 50% of subjects responding to the survey—i.e., the inter-quartile measure effectively functioned as a highly restricted range measure by ignoring any outliers that may have had an inaccurate effect on the overall set of survey responses. The inter-quartile analysis provided an alternative view of the data in

context of the wide enrollment variability typically found among Kansas public schools. Variables measured by the inter-quartile analysis included:

- accountability for student achievement;
- provision of educational choices for parents;
- effective teaching methods;
- emphasis on reading;
- emphasis on math;
- hiring highly qualified teachers; and
- teaching English to all students.

Standard Deviation

The standard deviation was utilized as a final measure of variability to inform the present study. The standard deviation is a measure indicating how much the scores in a distribution deviate from the mean. The standard deviation was applied to each case where the mean was found in order to have an additional interpretation of the survey responses (i.e., understanding and interpreting the similarities and differences in NCLB's impact on Kansas school district budgeting needs).

Summary

School finance and federal mandates are current pressing concerns facing the Kansas legislature and ultimately local school boards and administrators, and it is likely these issues will continue to be relevant far into the future. At the time of this writing, the Kansas legislature had responded to demands for more money under a state supreme court order and its own Legislative Post Audit study (2006) by adding \$755 million for public schools through the fiscal 2009 school year. Yet the context of the state's inability to raise any significant amount of money without the potentially devastating political impact of increasing taxes in a frequently anti-tax climate have caused these issues to continue to press school districts to simultaneously deliver both low cost services and high student achievement—a heavy load raising specters of failure under the ever increasing accountability demands of NCLB.

CHAPTER FOUR PRESENTATION OF DATA

Introduction

The purpose of this study was to evaluate the financial implications of selected mandates of NCLB on Kansas public schools. Expenditure items were identified for each of the following mandates identified through the review of literature in Chapter 2:

- accountability for student achievement;
- educational choices for parents;
- teaching methods that produce results;
- emphasis on reading;
- emphasis on math;
- hiring highly qualified teachers; and
- teaching English to all students.

A written survey was mailed to all school district superintendents in Kansas in May 2006. Superintendents or their designees responded to the survey items based on the financial impact each survey item was believed to have had on their school district's budget. The survey instrument utilized a one-dimensional scale with 1 indicating 'low impact'; and 7 indicating 'high impact'.

In addition, superintendents were asked to provide narrative responses to the following statements and questions:

- Provide any comments about NCLB's financial impact on your district's accountability for student achievement;
- Provide any comments about NCLB's financial impact on your district's educational choices for parents;
- Provide any comments about NCLB's financial impact on your district's implementation of effective teaching methods;
- Provide any comments about NCLB's financial impact on your district's emphasis on reading;
- Provide any comments about NCLB's financial impact on your district's emphasis on math;
- Provide any comments about NCLB's financial impact on your district's hiring highly qualified teachers;
- Provide any comments about NCLB's financial impact on your district's teaching English to all students;
- How have the mandates of NCLB affected other categories of your district's budget?
- What is your district presently doing to address the mandates of NCLB?

- What type of additional services is your district planning to provide in order to achieve Adequate Yearly Progress?
- What difficulties do you predict you will face in successfully implementing NCLB?

Survey Population and Response Rate

The population for this study included all unified school districts (N=300) in the state of Kansas operating during the fiscal 2006 school year.

Superintendents or their designees were given the option of submitting the survey on-line or via traditional paper/pencil method and returning it by mail using an enclosed postage-paid envelope.

Approximately three weeks after the initial mailing of the survey, an e-mail message was sent to all superintendents encouraging them to complete and return the survey if they had not already done so. The on-line completion of the survey was still an option. A low response rate to the e-mail message prompted a telephone campaign to every superintendent in the state, asking individuals to complete the survey either on paper or by phone interview. While no one consented to a phone interview, some superintendents agreed to complete the survey if they could find it or if it was mailed to them again. The phone campaign continued through the first week of July 2006.

In total, 139 districts completed and returned the survey for a response

rate of 46%. According to Weisberg, Krosnick, and Bowen (1996), response rates for mail survey instruments tend to be between 10% and 50%. Based on this expected response for mail-out surveys, the return rate of 46% for this study was considered adequate.

Presentation and Analysis of Data

The analysis of data obtained by this study is presented in two parts. Part One graphically and narratively presents results of cross-tabs analysis of respondent characteristics and district demographics. Those characteristics and demographics include:

- gender of the responding individual;
- current job title of the responding individual;
- years in current position of the responding individual;
- highest degree earned by the responding individual;
- K-12 enrollment of the responding district;
- annual budget of the responding district;
- general fund expenditure per pupil of the responding district;
- enrollment trend of the responding district; and
- Adequate Yearly Progress (AYP) of the responding district on NCLB mandates.

Part Two of this chapter presents results obtained by this study about the perceived financial impact of NCLB mandates on respondent Kansas school districts. The means for each expenditure associated with the mandates of NCLB are presented and interpreted, along with results of the inter-quartile analysis and reporting of standard deviations.

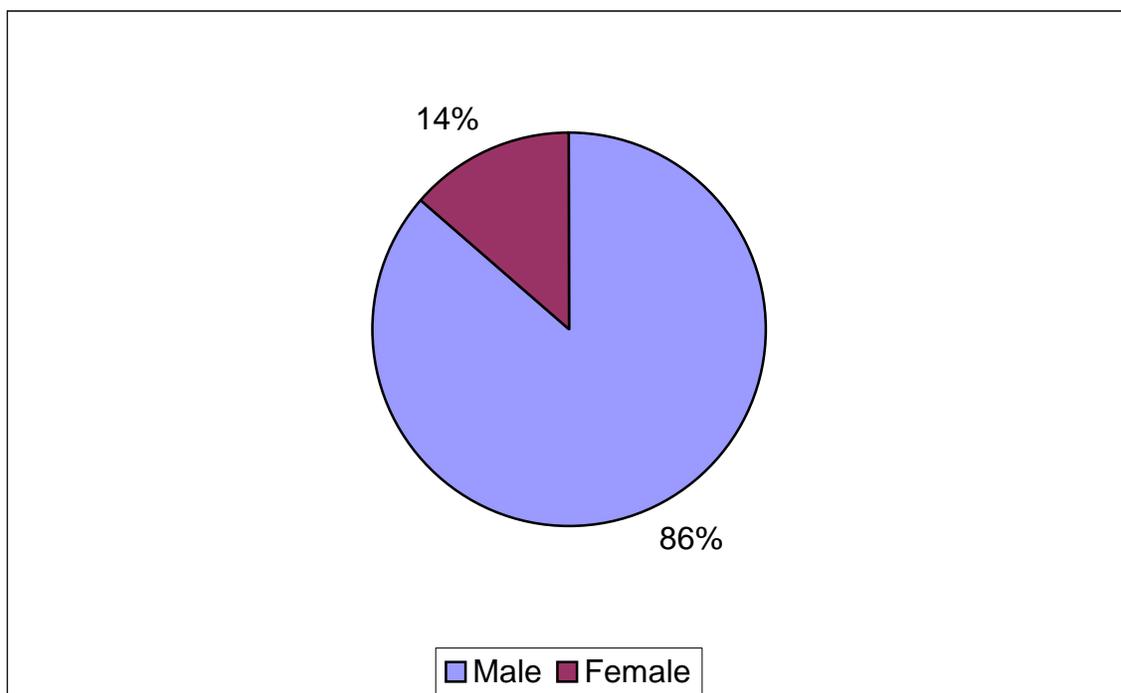
Part One: Respondent Characteristics and District Demographics

Gender Distribution of Survey Respondents

Figure 4.1 illustrates the frequency distribution of survey respondents according to gender. Male respondents made up 86% of the population, while females made up 14% of the population.

Figure 4.1

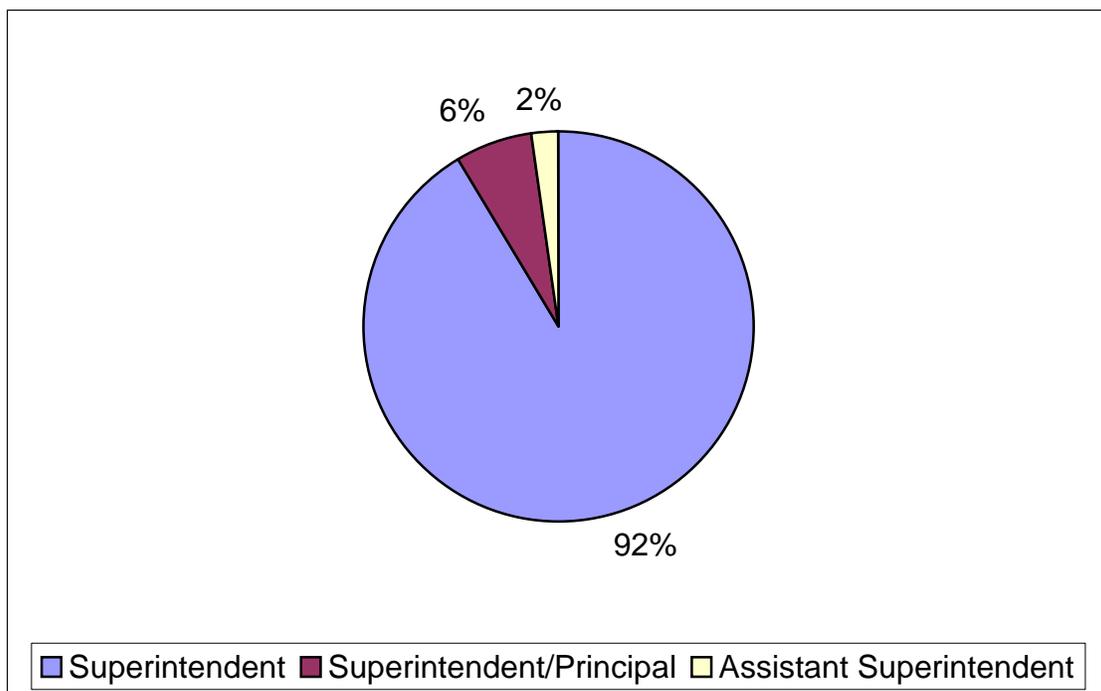
Gender Distribution of Survey Respondents



Current Job Title of Survey Respondents

Figure 4.2 illustrates the distribution of survey respondents by current job title. Superintendents were instructed to have the survey completed by the individual with the most knowledge of the district's budget. Surveys were completed by the superintendent in 92% of cases. In 6% of cases the surveys were completed by individuals with a combination superintendent/principal job title. Only 2% of the surveys were completed by assistant superintendents.

Figure 4.2
Current Job Title of Survey Respondents

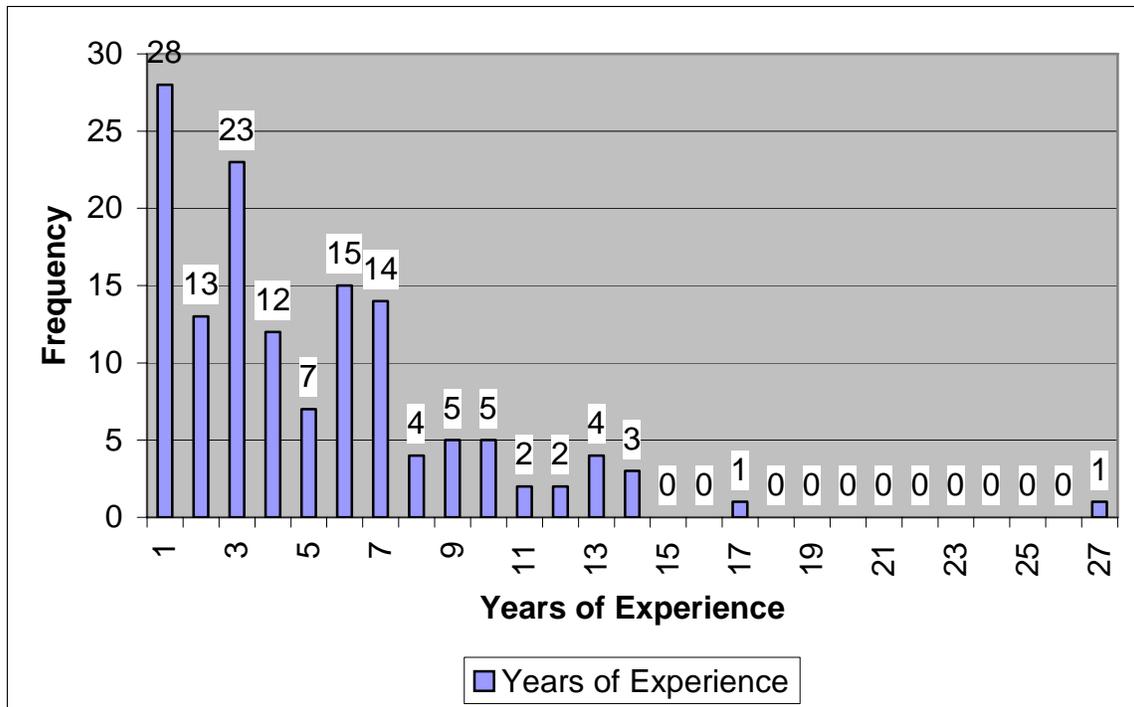


Years in Current Position of Survey Respondents

Figure 4.3 illustrates the frequency of years experience of survey respondents in their current paid position. Years of experience ranged from 1 to 27 years. In approximately 80% of the cases respondents had 1 to 7 years experience in their current position, while approximately 20% had one year's experience in their current position, while approximately 20% had more than 10 years experience in their current position. Only 13% had more than 10 years experience handling school district budgets.

Figure 4.3

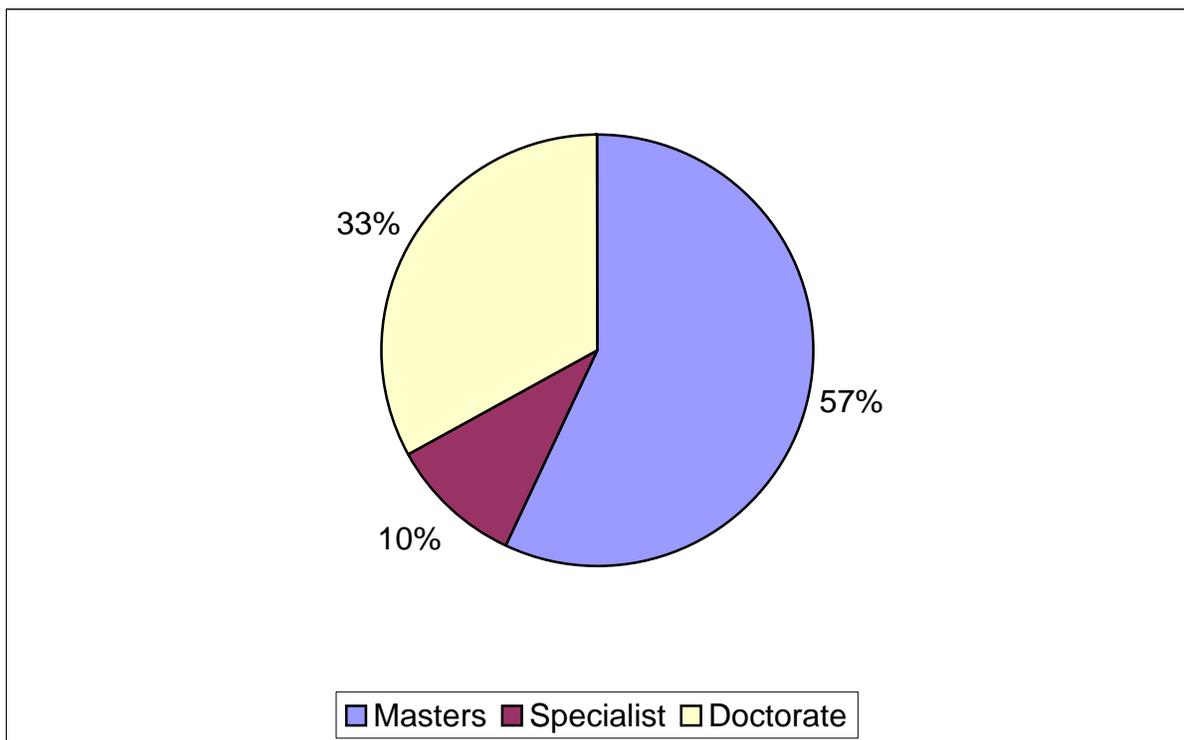
Years in Current Position of Survey Respondents



Highest Degree Earned by Survey Respondents

Figure 4.4 illustrates the highest degree earned by survey respondents. A significant number of respondents (33%) held a doctorate degree. In 57% of cases respondents had earned a master's degree, while 10% held a specialist's degree.

Figure 4.4
Highest Degree Earned by Survey Respondents



District Enrollment of Responding Districts FY 2006

Table 4.1 provides a general overview of the responding districts' enrollment displayed by quartiles, used here to more readily assist in making observations about natural groupings. Overall, there was significant variation in enrollment size of the responding districts as indicated by the smallest enrollment of 60 students to the largest enrollment of 28,000 students. In 75% of cases, responding districts had enrollments of 1,230 students or less. Wide variation existed among the middle 50% of the responding districts, as indicated by a range of 340 students to 1,230 students. Additionally, wide variation existed between the 1st quartile mean (210) and the 4th quartile mean (4,165).

Table 4.1
Enrollments of Responding Districts, FY2005
Ascending Array by FTE

| 1 st Quartile | 2 nd Quartile | 3 rd Quartile | 4 th Quartile |
|--------------------------|--------------------------|--------------------------|--------------------------|
| 60 | 340 | 595 | 1324 |
| 105 | 341 | 600 | 1408 |
| 106 | 353 | 615 | 1420 |
| 115 | 362 | 627 | 1430 |
| 116 | 375 | 634 | 1470 |
| 120(2) | 379 | 635 | 1556 |
| 132 | 380 | 642 | 1631 |
| 150 | 390 | 668 | 1639 |
| 189 | 395 | 673 | 1660 |
| 200 | 398 | 700 | 1684 |
| 205 | 400(2) | 701 | 1700 |
| 207 | 401 | 711 | 1843 |
| 217 | 402 | 727 | 2000 |
| 219 | 412 | 742 | 2003 |
| 225(2) | 414 | 750(2) | 2116 |
| 234 | 418 | 762 | 2155 |
| 248 | 430(2) | 798 | 2157 |
| 252 | 452 | 820 | 2215 |
| 254 | 453 | 829 | 2351 |
| 256 | 454 | 836 | 2423 |
| 259 | 457 | 838 | 2452 |
| 265 | 459 | 863 | 2558 |
| 268 | 460 | 874 | 2749 |
| 270(2) | 469 | 897(2) | 3008(2) |
| 277 | 480 | 903 | 3700 |
| 283 | 520 | 926 | 4200 |
| 289(3) | 527 | 938 | 4916 |
| 308(2) | 528 | 950 | 5157 |
| 312 | 545 | 1048 | 5300 |
| | 550 | 1058 | 7500 |
| | 571 | 1071 | 14000 |
| | 577 | 1125 | 18877 |
| | 594 | 1230 | 28000 |
| N=35 Mean=210 | N=35 Mean=443 | N=35 Mean=812 | N=34 Mean=4165 |

Annual Operating Budgets of Responding Districts FY 2006

Table 4.2 provides a general overview of the responding districts' annual general fund budgets for the fiscal 2006 school year. Annual operating budget includes the usual operating expenses, i.e., salaries, insurance, transportation, instructional materials, professional development, utilities. Responding districts' annual operating budgets varied greatly, ranging from \$1.1 million to \$380 million. The means of the 1st quartile (\$1,929,714) and 4th quartile (\$40,342,352) provided additional evidence of wide variation in annual operating budgets within the state of Kansas. Regardless of size, effectively managing a school district's annual operating budget requires practical experience and knowledge in the area of school finance because no district's operating budget is an inconsequential sum of money.

Table 4.2
Annual Operating Budgets in Total Dollars for Responding Districts, FY 2006
Ascending Array by Total Dollar Amounts

| 1 st Quartile | 2 nd Quartile | 3 rd Quartile | 4 th Quartile |
|--|--|--|---|
| \$1100000(106) | \$2800000(362) | \$4525191(627) | \$ 9225345(1684) |
| \$1200000(115) | \$2800000(430) | \$4701431(673) | \$10000000(1470) |
| \$1200000(120) | \$2900000(400) | \$4739000(635) | \$10000000(1700) |
| \$1264755(132) | \$2943719(379) | \$4877245(701) | \$10200000(1430) |
| \$1300000(105) | \$2985008(398) | \$4900000(401) | \$10241491(1843) |
| \$1356329(116) | \$3000000(380) | \$4967919(727) | \$10776016(1420) |
| \$1423942(60) | \$3092541(254) | \$4967919(750) | \$10871488(1058) |
| \$1500000(120) | \$3100000(400) | \$4978486(414) | \$11000000(1660) |
| \$1500000(150) | \$3175000(430) | \$5045000(762) | \$11074160(2003) |
| \$1776446(189) | \$3259000(452) | \$5050115(615) | \$11108898(950) |
| \$1813000(200) | \$3306742(402) | \$5185306(711) | \$11772196(838) |
| \$1943746(234) | \$3327000(219) | \$5248030(742) | \$12000000(700) |
| \$1964563(217) | \$3366010(453) | \$5300000(527) | \$12069609(1230) |
| \$2000000(225) | \$3479672(412) | \$5420864(798) | \$12393830(2351) |
| \$2000000(308) | \$3481375(457) | \$5427746(634) | \$13000000(2000) |
| \$2002919(221) | \$3506065(459) | \$5626051(820) | \$13765000(2558) |
| \$2016967(312) | \$3571197(454) | \$5652019(863) | \$14000000(1556) |
| \$2058260(205) | \$3600000(390) | \$5829110(903) | \$14417927(2116) |
| \$2100000(248) | \$3603393(418) | \$5923616(836) | \$16172343(2749) |
| \$2150000(252) | \$3606956(469) | \$6082827(829) | \$16652107(3008) |
| \$2180000(265) | \$3629944(528) | \$6133486(938) | \$16700000(3008) |
| \$2200000(256) | \$3669609(395) | \$6175719(668) | \$16944197(1631) |
| \$2200000(270) | \$3756803(480) | \$6225437(874) | \$18000000(2155) |
| \$2223857(270) | \$3800000(460) | \$6308023(926) | \$21583071(2423) |
| \$2246845(268) | \$3900000(550) | \$6390608(897) | \$24793658(2452) |
| \$2320916(289) | \$3954753(545) | \$6928302(520) | \$26964264(4916) |
| \$2342201(289) | \$3997000(341) | \$6949127(1071) | \$32000000(4200) |
| \$2357763(225) | \$4095587(340) | \$7000000(750) | \$36000000(3700) |
| \$2363061(289) | \$4100000(600) | \$7074708(1048) | \$40000000(5175) |
| \$2500000(207) | \$4200000(595) | \$7191029(642) | \$53252000(5300) |
| \$2500000(259) | \$4220000(571) | \$7204547(1125) | \$66000000(7500) |
| \$2614649(308) | \$4241822(283) | \$7545733(897) | \$155799285(14000) |
| \$2632103(353) | \$4300000(577) | \$7728158(1324) | \$222000000(18877) |
| \$2712459(277) | \$4354485(594) | \$7947393(1408) | \$380000000(28000) |
| \$2761942(375) | | \$9021434(1639) | |
| N=35 Mean=\$1,995,049 Mean=(224) | N=34 Mean=\$3,480,108 Mean=(438) | N=35 Mean=\$6,007,759 Mean=(844) | N=34 Mean=\$80,964,026 Mean=(4,049) |

General Fund Expenditure Per Pupil for Responding Districts FY 2006

In order to reduce the total dollars to a more meaningful expression, Table 4.3 illustrates the general fund expenditure per pupil for all responding districts. The range of general fund expenditure per pupil for all responding districts varied significantly from \$4,000 to \$12,175. Although not as significant, considerable variation is evident when comparing the general fund expenditure mean of the 1st quartile (\$5,724) with the mean of the 4th quartile (\$9,671).

As the general fund expenditure mean increased from the 1st quartile through the 4th quartile, the full time enrollment mean decreased through the 3rd quartile, then increased sharply in the 4th quartile. One possible explanation for this inconsistency is that while the 4th quartile included the largest general fund expenditures, it also included a wide variation of student enrollments ranging from 60 students to 18,877 students. There was also a wide variation in the 1st quartile with a range of 265 students to 28,000 students. As a result, the data do not suggest any type of consistent relationship between student enrollment and general fund expenditure per pupil.

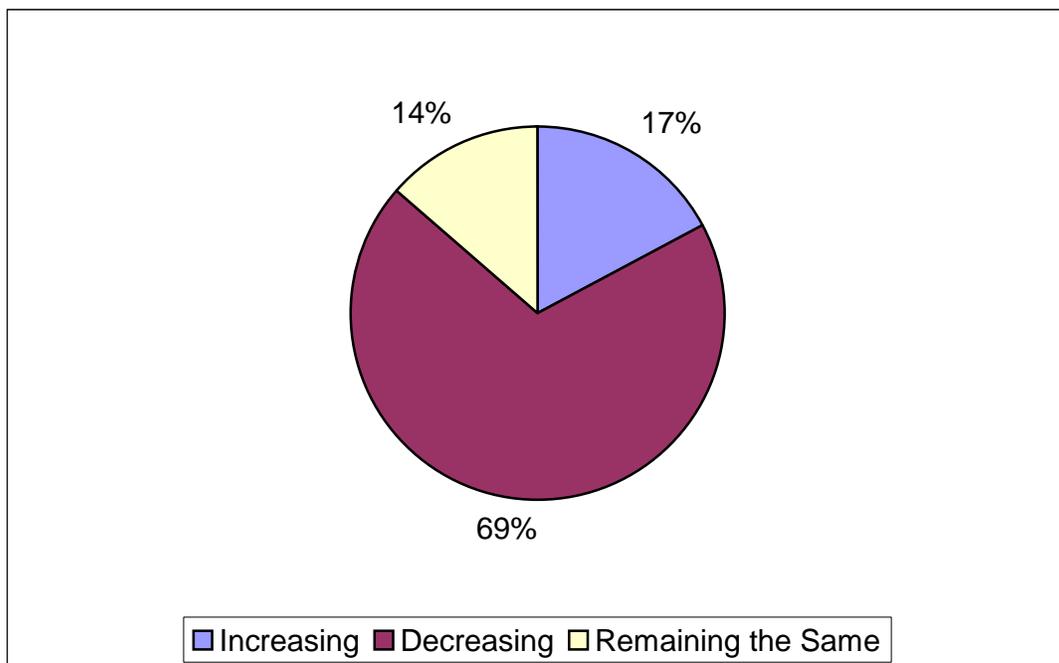
Table 4.3
 General Fund Expenditure Per Pupil for Responding Districts, FY 2006
 Ascending Array By Dollar Amounts

| 1 st Quartile | 2 nd Quartile | 3 rd Quartile | 4 th Quartile |
|-------------------------------------|------------------------------------|------------------------------------|-------------------------------------|
| \$4000(7500) | \$6623(750) | \$7500(105) | \$8613(412) |
| \$4625(1684) | \$6626(1660) | \$7500(398) | \$8650(308) |
| \$4800(1700) | \$6651(750) | \$7500(577) | \$8690(308) |
| \$5117(1430) | \$6745(1048) | \$7539(838) | \$8810(283) |
| \$5270(2351) | \$6785(798) | \$7541(340) | \$8865(452) |
| \$5291(5157) | \$6861(820) | \$7588(1420) | \$8888(225) |
| \$5307(4200) | \$6868(528) | \$7617(457) | \$8905(289) |
| \$5316(2423) | \$6957(701) | \$7638(459) | \$8997(1556) |
| \$5381(2558) | \$6974(634) | \$7647(1058) | \$9000(390) |
| \$5387(1631) | \$6980(673) | \$7670(600) | \$9042(221) |
| \$5447(2116) | \$7000(150) | \$7690(469) | \$9049(205) |
| \$5485(4916) | \$7000(2155) | \$7734(362) | \$9065(200) |
| \$5500(3700) | \$7006(836) | \$7734(395) | \$9399(189) |
| \$5501(1639) | \$7058(595) | \$7767(379) | \$9514(312) |
| \$5512(3008) | \$7072(742) | \$7826(480) | \$9581(132) |
| \$5529(2003) | \$7090(550) | \$7866(454) | \$9700(219) |
| \$5535(3008) | \$7122(874) | \$8000(380) | \$9792(277) |
| \$5555(1843) | \$7200(256) | \$8000(727) | \$9800(120) |
| \$5644(1408) | \$7200(259) | \$8031(289) | \$9801(341) |
| \$5715(1071) | \$7209(627) | \$8050(430) | \$10000(115) |
| \$5833(1324) | \$7250(711) | \$8148(270) | \$10000(120) |
| \$5882(2749) | \$7256(545) | \$8177(289) | \$10000(700) |
| \$6000(1470) | \$7269(668) | \$8200(400) | \$10047(5300) |
| \$6200(28000) | \$7320(594) | \$8204(615) | \$10056(527) |
| \$6330(401) | \$7329(829) | \$8221(270) | \$10111(2452) |
| \$6358(1230) | \$7333(375) | \$8226(402) | \$10478(225) |
| \$6404(1125) | \$7377(414) | \$8260(460) | \$10545(926) |
| \$6456(950) | \$7384(430) | \$8307(234) | \$10641(14000) |
| \$6485(265) | \$7390(571) | \$8368(268) | \$11192(642) |
| \$6500(2000) | \$7400(400) | \$8392(520) | \$11571(60) |
| \$6538(938) | \$7404(418) | \$8407(897) | \$11692(116) |
| \$6542(863) | \$7422(453) | \$8467(248) | \$11760(18877) |
| \$6551(903) | \$7446(353) | \$8475(897) | \$12000(106) |
| \$6620(762) | \$7462(635) | \$8531(252) | \$12077(207) |
| | | \$8582(217) | \$12175(254) |
| | | | |
| N=34 Mean=\$5,724 Mean=(2892) | N=34 Mean=\$7,119 Mean=(671) | N=35 Mean=\$7,982 Mean=(482) | N=35 Mean=\$9,671 Mean=(1459) |

Enrollment Trend of Responding Districts

Figure 4.5 illustrates enrollment trends for the respondent districts. Respondents were asked to describe student enrollment trends as increasing, decreasing, or remaining the same over the past five years. The data revealed that in 69% of cases, Kansas school districts are experiencing a decrease in student enrollment. This trend is consistent with a decreasing student population across the state, possibly due to a steady deterioration of an economy based on agriculture, particularly in western Kansas. In 14% of cases enrollment is increasing, while 17% remain stable. The implication for most Kansas school districts is that they cannot count on more students as a source of additional funding. For many districts it has become difficult to maintain current levels of funding in the face of decreasing student enrollment, and consequently a decrease in state aid.

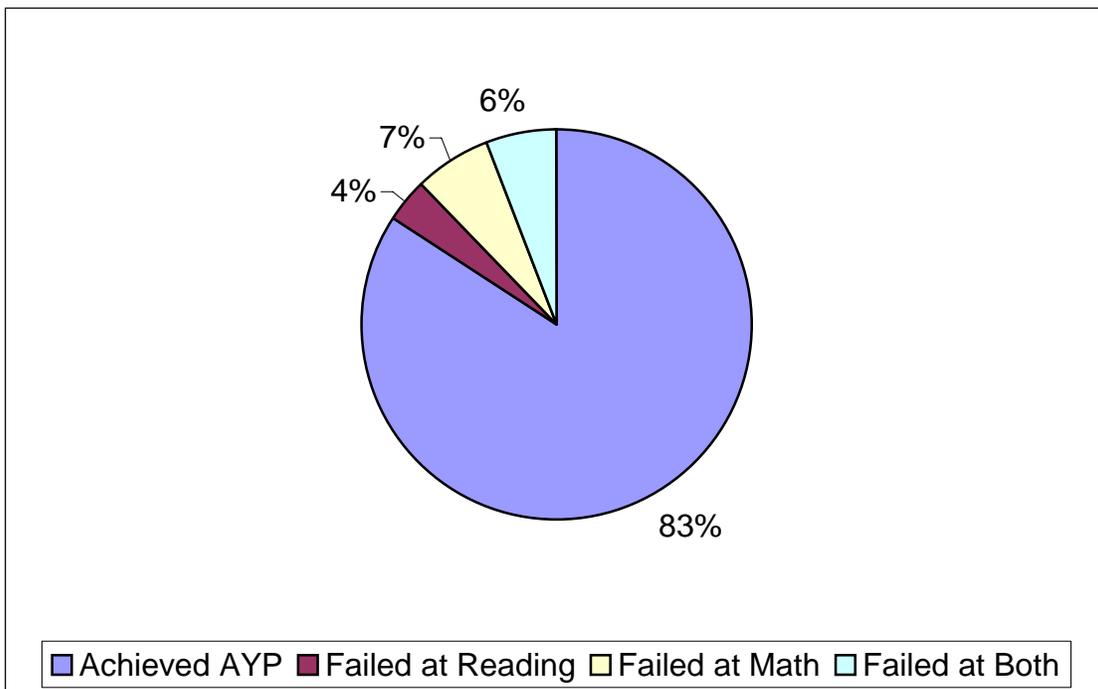
Figure 4.5
Enrollment Trend of Responding Districts



AYP Performance of Responding Districts

Figure 4.6 illustrates the AYP performance of the respondent districts. Superintendents were asked to indicate whether their district had failed to achieve AYP in reading, math, or both. It is evident that Kansas schools are performing well academically in spite of current financial difficulty as 83% of the responding districts reported achieving AYP in math and reading. In 4% of cases, participating districts had failed at reading, 7% had failed at math, and 6% had failed at both reading and math. The general conclusion of the data is that larger districts are experiencing more difficulty meeting AYP, most likely due to large sub-groups of minority students, economically disadvantaged students, and students with disabilities. (see Table 4.4 later for support for this inference)

Figure 4.6
AYP Performance of Responding Districts



Summary of Selected Crosstabs Analysis Results

Table 4.4 provides a broad summary analysis of responses from Kansas school administrators on district demographics. Enrollment data for responding districts revealed wide variation with a range of 60 – 28,000 students comprising representation by extremely small rural districts, mid-sized districts, and large urban districts. In general, districts with larger enrollments tended to have larger annual operating budgets. However, this trend was not as evident for general fund expenditure per pupil. One possible explanation could be due to unknown characteristics of individual districts such as breadth of tax base, at-risk student population, and strength of the local economy. A disturbing trend revealed by the data is the large number of districts experiencing decreasing student enrollment. Implications for a continued trend of decreasing enrollment include less state aid, fear of consolidation, limited curriculum opportunities, and more reliance on local funding. The data also revealed that the larger the district, the greater the chance of failing to achieve adequate yearly progress in math and/or reading. Districts with larger enrollments may be more likely to have challenging sub-groups that include economically disadvantaged students, students with disabilities, and minority students, making it more difficult to achieve adequate yearly progress. The overall conclusion for school leaders is that the demographics of Kansas school districts are changing. It is imperative that school leaders and officials be aware of these changing demographics as they continue their quest to meet the mandates of NCLB.

Table 4.4
Summary of Selected Crosstabs Analysis Results, FY 2006
Ascending Array By FTE

| <u>FTE ENROLLMENT</u> | <u>ANNUAL BUDGET</u> | <u>GFEP</u> | <u>ENROLLMENT TREND</u> | <u>MET AYP</u> | <u>AREA(S) OF DEFICIENCY</u> |
|-----------------------|----------------------|-------------|-------------------------|----------------|------------------------------|
| 60 | 1423942 | 11571 | Decreasing | Yes | |
| 105 | 1300000 | 7500 | Decreasing | Yes | |
| 106 | 1100000 | 12000 | Decreasing | No | Math/Reading |
| 115 | 1200000 | 10000 | Decreasing | Yes | |
| 116 | 1356329 | 11692 | Decreasing | Yes | |
| 120 | 1200000 | 9800 | Decreasing | Yes | |
| 120 | 1500000 | 10000 | Same | Yes | |
| 132 | 1264755 | 9581 | Decreasing | Yes | |
| 150 | 1500000 | 7000 | Decreasing | Yes | |
| 189 | 1776446 | 9399 | Increasing | Yes | |
| 200 | 1813000 | 9065 | Same | Yes | |
| 205 | 2058260 | 9049 | Decreasing | Yes | |
| 207 | 2500000 | 12077 | Decreasing | Yes | |
| 217 | 1964563 | 8582 | Decreasing | No | Math |
| 219 | 3327000 | 9700 | Decreasing | Yes | |
| 221 | 20029919 | 9042 | Decreasing | No | Math/Reading |
| 225 | 2000000 | 8888 | Decreasing | Yes | |
| 225 | 2357763 | 10478 | Decreasing | Yes | |
| 234 | 1943746 | 8307 | Increasing | Yes | |
| 248 | 2100000 | 8467 | Decreasing | Yes | |
| 252 | 2150000 | 8531 | Decreasing | Yes | |
| 254 | 3092541 | 12175 | Decreasing | Yes | |
| 256 | 2200000 | 7200 | Decreasing | Yes | |
| 259 | 2500000 | 7200 | Decreasing | Yes | |
| 265 | 2180000 | 6485 | Decreasing | Yes | |
| 268 | 2246845 | 8368 | Increasing | Yes | |
| 270 | 2223857 | 8221 | Decreasing | Yes | |
| 270 | 2200000 | 8148 | Decreasing | Yes | |
| 277 | 2712459 | 9792 | Decreasing | Yes | |
| 283 | 4241822 | 8810 | Decreasing | Yes | |
| 289 | 2320916 | 8031 | Decreasing | Yes | |
| 289 | 2342201 | 8905 | Decreasing | Yes | |
| 289 | 2363061 | 8177 | Decreasing | Yes | |
| 308 | 2614649 | 8650 | Same | Yes | |
| 308 | 2000000 | 8690 | Decreasing | Yes | |
| 312 | 2016967 | 9514 | Decreasing | Yes | |
| 340 | 4095587 | 7541 | Decreasing | Yes | |

| <u>ENROLLMENT</u> | <u>ANNUAL BUDGET</u> | <u>GFEP</u> | <u>ENROLLMENT TREND</u> | <u>MET AYP</u> | <u>AREA(S) OF DEFICIENCY</u> |
|-------------------|--------------------------|-------------|-----------------------------|----------------|----------------------------------|
| 341 | 3997000 | 9801 | Decreasing | Yes | |
| 353 | 2632103 | 7446 | Same | Yes | |
| 362 | 2800000 | 7734 | Decreasing | Yes | |
| 375 | 2761942 | 7333 | Increasing | Yes | |
| 379 | 2943719 | 7767 | Decreasing | Yes | |
| 380 | 3000000 | 8000 | Decreasing | Yes | |
| 390 | 3600000 | 9000 | Decreasing | No | Math |
| 395 | 3669609 | 7734 | Decreasing | Yes | |
| 398 | 2985008 | 7500 | Decreasing | Yes | |
| 400 | 2900000 | 7400 | Decreasing | Yes | |
| 400 | 3100000 | 8200 | Same | Yes | |
| 401 | 4900000 | 6330 | Decreasing | Yes | |
| 402 | 3306742 | 8226 | Decreasing | Yes | |
| 412 | 3479672 | 8613 | Decreasing | Yes | |
| 414 | 4978486 | 7377 | Decreasing | Yes | |
| 418 | 3603393 | 7404 | Same | Yes | |
| 430 | 3175000 | 8050 | Decreasing | Yes | |
| 430 | 2800000 | 7384 | Same | Yes | |
| 452 | 3259000 | 8865 | Decreasing | Yes | |
| 453 | 3366010 | 7422 | Same | Yes | |
| 454 | 3571197 | 7866 | Decreasing | No | Math |
| 457 | 3481375 | 7617 | Decreasing | Yes | |
| 459 | 3506065 | 7638 | Same | Yes | |
| 460 | 3800000 | 8260 | Decreasing | Yes | |
| 469 | 3606956 | 7690 | Increasing | No | Reading |
| 480 | 3756803 | 7826 | Decreasing | Yes | |
| 520 | 6928302 | 8392 | Increasing | Yes | |
| 527 | 5300000 | 10056 | Increasing | Yes | |
| 528 | 3629944 | 6868 | Increasing | Yes | |
| 545 | 3954753 | 7256 | Decreasing | Yes | |
| 550 | 3900000 | 7090 | Decreasing | Yes | |
| 571 | 4220000 | 7390 | Decreasing | Yes | |
| 577 | 4300000 | 7500 | Decreasing | Yes | |
| 594 | 4354485 | 7320 | Decreasing | Yes | |
| 595 | 4200000 | 7058 | Decreasing | Yes | |
| 600 | 4100000 | 7670 | Same | Yes | |
| 615 | 5050115 | 8204 | Decreasing | Yes | |
| 627 | 4525191 | 7209 | Decreasing | Yes | |
| 634 | 5427746 | 6974 | Increasing | Yes | |
| 635 | 4739000 | 7462 | Decreasing | Yes | |
| 642 | 7191029 | 11192 | Increasing | Yes | |
| 668 | 6175719 | 7269 | Decreasing | Yes | |
| 673 | 4701431 | 6980 | Decreasing | Yes | |

| <u>ENROLLMENT</u> | <u>ANNUAL BUDGET</u> | <u>GFEP</u> | <u>ENROLLMENT TREND</u> | <u>MET AYP</u> | <u>AREA(S) OF DEFICIENCY</u> |
|-------------------|--------------------------|-------------|-----------------------------|----------------|----------------------------------|
| 700 | 12000000 | 10000 | Decreasing | Yes | |
| 701 | 4877245 | 6957 | Decreasing | Yes | |
| 711 | 5185306 | 7250 | Decreasing | Yes | |
| 727 | 4967919 | 8000 | Decreasing | Yes | |
| 742 | 5248030 | 7072 | Decreasing | Yes | |
| 750 | 4967919 | 6623 | Decreasing | Yes | |
| 750 | 7000000 | 6651 | Same | Yes | |
| 762 | 5045000 | 6620 | Decreasing | Yes | |
| 798 | 5420864 | 6785 | Increasing | Yes | |
| 820 | 5626051 | 6861 | Decreasing | Yes | |
| 829 | 6082827 | 7329 | Decreasing | No | Math/Reading |
| 836 | 5923616 | 7006 | Decreasing | Yes | |
| 838 | 11772196 | 7539 | Decreasing | Yes | |
| 863 | 5652019 | 6542 | Decreasing | Yes | |
| 874 | 6225437 | 7122 | Decreasing | Yes | |
| 897 | 6390608 | 8475 | Decreasing | Yes | |
| 897 | 7545733 | 8407 | Decreasing | Yes | |
| 903 | 5829110 | 6551 | Increasing | Yes | |
| 926 | 6308023 | 10545 | Increasing | Yes | |
| 938 | 6133486 | 6538 | Decreasing | Yes | |
| 950 | 11108898 | 6456 | Decreasing | Yes | |
| 1048 | 7074708 | 6745 | Decreasing | Yes | |
| 1058 | 10871488 | 7647 | Decreasing | Yes | |
| 1071 | 6949127 | 5715 | Decreasing | Yes | |
| 1125 | 7204547 | 6404 | Same | Yes | |
| 1230 | 12069609 | 6358 | Same | No | Math/Reading |
| 1324 | 7728158 | 5833 | Increasing | Yes | |
| 1408 | 7947393 | 5644 | Increasing | Yes | |
| 1420 | 10776016 | 7588 | Decreasing | No | Math/Reading |
| 1430 | 10200000 | 5117 | Decreasing | No | Math |
| 1470 | 10000000 | 6000 | Increasing | Yes | |
| 1556 | 14000000 | 8997 | Decreasing | Yes | |
| 1631 | 16944197 | 5387 | Decreasing | No | Math/Reading |
| 1639 | 9021434 | 5501 | Increasing | Yes | |
| 1660 | 11000000 | 6626 | Decreasing | Yes | |
| 1684 | 9225345 | 4625 | Decreasing | Yes | |
| 1700 | 10000000 | 4800 | Increasing | Yes | |
| 1843 | 10241491 | 5555 | Same | Yes | |
| 2000 | 13000000 | 6500 | Increasing | Yes | |
| 2003 | 11074160 | 5529 | Decreasing | Yes | |
| 2116 | 14417927 | 5447 | Same | No | Reading |
| 2155 | 18000000 | 7000 | Increasing | Yes | |

| ENROLLMENT | ANNUAL BUDGET | GFEP | ENROLLMENT TREND | MET AYP | AREA(S) OF DEFICIENCY |
|--------------|-------------------|--------------|---|----------------------|--|
| 2157 | NA. | NA | Same | Yes | |
| 2351 | 12393830 | 5270 | Same | Yes | |
| 2423 | 21583071 | 5316 | Increasing | Yes | |
| 2452 | 24793658 | 10111 | Decreasing | Yes | |
| 2558 | 13765000 | 5381 | Decreasing | No | Reading |
| 2749 | 16172343 | 5882 | Decreasing | No | Math/Reading |
| 3008 | 16700000 | 5512 | Decreasing | No | Math |
| 3008 | 16652107 | 5535 | Decreasing | No | Math |
| 3700 | 36000000 | 5500 | Increasing | Yes | |
| 4200 | 32000000 | 5307 | Same | No | Math |
| 4916 | 26964264 | 5485 | Increasing | Yes | |
| 5157 | 40000000 | 5291 | Increasing | No | Reading |
| 5300 | 53252000 | 10047 | Decreasing | No | Reading |
| 7500 | 66000000 | 4000 | Decreasing | No | Math/Reading |
| 14000 | 155799285 | 10641 | Same | No | Math/Reading |
| 18877 | 222000000 | 11760 | Decreasing | No | Math/Reading |
| <u>28000</u> | <u>380000000</u> | <u>6200</u> | <u>Decreasing</u> | <u>No</u> | <u>Math</u> |
| N=139 | N=138 | N=138 | N=139 | N=139 | N=139 |
| Mean=1383 | Mean=\$23,111,736 | Mean=\$7,624 | Increasing=24 Decreasing=96 Stable=19 | Met=116 Failed=23 | Math Deficiency=18 (13%) Reading Deficiency=15(11%) |

Legend:

ENROLLMENT - number of students enrolled in the district

ANNUAL BUDGET - district's operating budget for the 2005-2006 school year

GFEP – general fund expenditure per pupil

ENROLLMENT TREND – enrollment trend over the past 5 years

MET AYP – failure or achievement of adequate yearly progress in math or reading

AREA(S) OF DEFICIENCY – failure to meet adequate yearly progress in math or reading

Summary

Part One of the data analysis focused on selected demographics and selected fiscal data of Kansas school districts and top school leaders. Analysis of the data by survey respondents revealed the following implications:

- While more females are entering educational administration, district level administration is dominated by the male gender.
- Although most superintendents in Kansas have fewer than eight years experience in their current position, a significant number hold a doctorate degree.
- There is considerable variation in the size of student enrollment within Kansas school districts.
- Annual operating budgets of Kansas school districts are in the millions of dollars requiring practical expertise and knowledge by superintendents in the area of school finance.
- Many school districts in Kansas are experiencing decreasing enrollment, sparking fears of consolidation and less state aid.
- Most school in Kansas are performing well academically, regardless of the current mandates of NCLB.

Part Two: Descriptive Statistics Report on All Responding Districts

Financial Impact of Accountability for Student Achievement on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.5 illustrates one dimension of NCLB's impact on Kansas school districts-- i.e., fiscal implications of the accountability for student achievement mandate. More specifically, Table 4.5 shows school district leaders believe that NCLB has had a significant financial impact arising from implementation of additional programs and instruction designed for economically disadvantaged students (Q1.4 where M=5.70) and for additional programs and instruction for students with disabilities (Q1.5 where M=5.10). Conversely, a low financial impact was reported for the category of additional programs and instruction for English language learners (Q1.6 where M=3.08). The data would seem to both support and belie common beliefs and assumptions about pupil demographics. On one hand, it was not surprising to discover that significant new resources were being directed toward economically disadvantaged students given the professional literature's interest in the relationship between economic circumstance and educational opportunity and learning outcomes. On the other hand, recent demographic reportings across the nation and state would have led to an initial prediction that language barriers might be having a significant

financial impact in the context of the demanding requirements of NCLB. While such prediction might well portend a future trend, some further thought may suggest that Kansas school districts may not yet be fully impacted by such demographic change, as well as recognizing that sizable English language learner populations in fact are located in several school districts that did not respond to this study. The more generalizable conclusion that can be drawn from these data was that the suspected role of economic status in student achievement-related concerns was confirmed for Kansas school districts and that top school leaders have consciously directed remedial funding to such programs in the hope of improving their school districts' NCLB performance profile.

Table 4.5

Financial Impact of Accountability for Student Achievement
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|--------------------|
| Q1.1 | 130 | 1 | 7 | 4.71 | 1.517 |
| Q1.2 | 130 | 1 | 7 | 4.08 | 1.573 |
| Q1.3 | 130 | 1 | 7 | 4.98 | 1.470 |
| Q1.4 | 130 | 1 | 7 | 5.70 | 1.498 |
| Q1.5 | 130 | 1 | 7 | 5.10 | 1.637 |
| Q1.6 | 130 | 1 | 7 | 3.08 | 2.434 |

Legend:

- Q1.1 Administering high quality assessments
- Q1.2 Disaggregation of data
- Q1.3 Curriculum alignment with state standards
- Q1.4 Additional programs and instruction for economically disadvantaged students
- Q1.5 Additional programs and instruction for students with disabilities
- Q1.6 Additional programs and instruction for English language learners

Financial Impact of Educational Choices for Parents on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.6 illustrates a second dimension of NCLB's impact on all responding Kansas school districts—i.e., the fiscal implications of providing more educational choices for parents mandate. More specifically, Table 4.6 shows school district leaders believe that the greatest financial impact has arisen from implementing summer school (Q2.1 where $M = 4.29$) and for the provision of after-school programs (Q2.3 where $M = 4.26$). Conversely, the lowest financial impact was reported for the category of charter schools (Q2.4 where $M = 1.57$). The data would seem to support the concern school administrators have for providing additional support services for students, particularly economically disadvantaged students and students with disabilities as previously identified in Table 4.5. It is not surprising that school administrators are feeling a sense of urgency to provide such programs as the pressure mounts for all students to meet proficiency as defined by the adequate yearly progress (AYP) mandate. While most Kansas schools are currently meeting the AYP mandate, the trend suggests that in the future more schools will begin to fail without remedial programs in place as the required level of proficiency climbs to 100% in the year 2014. It could also be predicted that parents may become more assertive in their quest for educational choices, meaning that school administrators cannot ignore

programs such as charter schools even though their current financial impact is not significant. The more evident conclusion drawn from these data, however, was that the provision of more educational choices for parents can have a significant financial impact on flexibility and allotment of funds within the budgets of Kansas school districts. School administrators are already facing this challenge as they attempt to improve their school districts' academic performance with limited financial resources.

Table 4.6

Financial Impact of Educational Choices for Parents
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|--------------------|
| Q2.1 | 129 | 1 | 7 | 4.29 | 1.929 |
| Q2.2 | 129 | 1 | 7 | 4.05 | 2.015 |
| Q2.3 | 129 | 1 | 7 | 4.26 | 1.951 |
| Q2.4 | 129 | 1 | 7 | 1.57 | 1.339 |
| Q2.5 | 129 | 1 | 7 | 1.94 | 1.753 |
| Q2.6 | 128 | 1 | 7 | 3.45 | 1.931 |
| Q2.7 | 110 | 1 | 7 | 2.85 | 1.507 |

Legend:

- Q2.1 Summer school
- Q2.2 Pre-school opportunities
- Q2.3 After school programs
- Q2.4 Charter schools
- Q2.5 Sending students to another school district
- Q2.6 Providing tutoring services
- Q2.7 Meeting the requirements of the Safe School Act

Financial Impact of Teaching Methods That Produce Results on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.7 illustrates a third dimension of NCLB's impact on Kansas school districts—i.e., the fiscal implications of teaching methods that produce results mandate. More specifically, Table 4.7 shows school district leaders believe that a heavy financial impact has arisen from the purchase of computer hardware (Q3.4 where $M = 5.75$) and the purchase of computer software (Q3.5 where $M = 5.66$) for the purpose of implementing effective teaching methods. Conversely, a lower financial impact was reported for the category of online instruction (Q3.6 where $M = 3.91$). The data would seem to support the assertion that using effective teaching methods based on scientific research has had a real financial impact on Kansas schools: i.e., a substantial amount of financial support is being directed toward the purchase of new computer hardware and software as Kansas school districts attempt to keep pace with technological advances for the purpose of providing effective results-based instruction and assessment resulting in increased student achievement. Skeptics may contend that it is impossible for schools to compete in the technology race, rendering the reallocation of such funds ineffective by school leaders. The expectation by state school officials, however, would indicate otherwise as school districts are

expected to administer state assessments electronically, which provides immediate feedback and allows for instruction to be adapted for students who fail to score at the proficiency level. Such expectations may also suggest that some Kansas schools have not yet experienced the full financial impact of technology-based teaching methods and assessments. In addition, the expectation of providing real-world experiences for students confirms the need to allocate additional funds toward the purchase of new technology for the purpose of improving student achievement.

Table 4.7
Financial Impact of Teaching Methods That Produce Results
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|--------------------|
| Q3.1 | 129 | 1 | 7 | 5.44 | 1.322 |
| Q3.2 | 129 | 1 | 7 | 4.78 | 1.517 |
| Q3.3 | 129 | 1 | 7 | 5.12 | 1.429 |
| Q3.4 | 129 | 1 | 7 | 5.75 | 1.317 |
| Q3.5 | 129 | 1 | 7 | 5.66 | 1.444 |
| Q3.6 | 129 | 1 | 7 | 3.91 | 1.879 |
| Q3.7 | 129 | 1 | 7 | 4.38 | 1.631 |

Legend:

- Q3.1 Staff development and training
- Q3.2 Developing and administering authentic assessments
- Q3.3 Instructional materials and supplies
- Q3.4 Computer hardware
- Q3.5 Computer software
- Q3.6 Online instruction
- Q3.7 Researching and evaluating scientific based research instructional methods

Financial Impact of Emphasis on Reading on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.8 illustrates a fourth dimension of NCLB's impact on Kansas school districts—i.e., the emphasis on reading mandate. More specifically, Table 4.8 shows school district leaders believe that a significant financial impact has arisen from implementing reading programs (Q4.3 where $M = 5.52$) and for staff training which includes in-service in reading (Q4.5 where $M = 5.33$). Although still meaningful, the lowest financial impact was program evaluation (Q4.4 where $M = 4.37$). Considering the emphasis on reading by the state of Kansas, it is not surprising that school leaders identified all indicators of the reading mandate with a high mean score. Considerable resources have been invested in the implementation and maintenance of a variety of reading programs based on scientific research, i.e.,--Success For All (SFA), Measures of Academic Progress (MAPS), Dynamic Indicators of Basic Early Literacy Skills (DIBELS), Reading Recovery. Results from the state reading assessment and the National Assessment of Education Progress suggest that academic performance for Kansas students is improving. However, considering the implications of the professional literature, one might argue that the reason for improved scores is due to a highly qualified teacher in the classroom instead of an expensive program. While such implications may be supportable, the more confident

conclusion from the data suggests that a research-based reading program combined with the talents and skills of a highly qualified teacher can have a significant impact on student performance in reading. Regardless of the rationale, the challenge remains for school leaders to find additional resources to fund expensive reading programs and a highly qualified teacher for every classroom.

Table 4.8

Financial Impact of Emphasis on Reading
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|--------------------|
| Q4.1 | 129 | 1 | 7 | 5.23 | 1.549 |
| Q4.2 | 129 | 1 | 7 | 4.74 | 1.313 |
| Q4.3 | 129 | 1 | 7 | 5.52 | 1.219 |
| Q4.4 | 129 | 1 | 7 | 4.37 | 1.511 |
| Q4.5 | 129 | 1 | 7 | 5.33 | 1.377 |
| Q4.6 | 112 | 1 | 7 | 5.18 | 1.409 |

Legend:

- Q4.1 Remediation
- Q4.2 Diagnostic testing
- Q4.3 Reading programs
- Q4.4 Program evaluation
- Q4.5 Staff training and in-service
- Q4.6 Instructional supplies and materials

Financial Impact of Emphasis on Math on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.9 illustrates a fifth dimension of NCLB's impact on all responding Kansas school districts—i.e., the fiscal implications of the emphasis on math mandate. More specifically, Table 4.9 shows school district leaders believe that a heavy financial impact has arisen from the implementation of math programs (Q5.3 where $M = 5.22$) and additional training and in-service for staff (Q5.5 where $M = 5.20$). Conversely, a lower financial impact was reported for the category of program evaluation (Q5.4 where $M = 4.26$). The data would seem to support that strong emphasis is being placed on math in Kansas schools. Therefore, it is not surprising that all indicators of the emphasis on math mandate have high mean scores. The emphasis on math at the national level is now reflected at the state and local levels and should lead to a prediction that improving student performance in math will have a significant financial impact on Kansas public school districts, especially since more schools have failed to meet adequate yearly progress in math than reading. While some Kansas schools have improved student performance in math through expensive programs, e.g., Go Figure, Everyday Math, Ramp Up, some further thought may suggest that many Kansas schools may have not yet felt the full impact of the NCLB mandate as the level of required proficiency continues to rise, eventually reaching 100% in 2014.

In sum, finding additional resources to fund a comprehensive K-12 math program and being labeled a failing school for not meeting adequate yearly progress are two of the biggest fears facing Kansas school leaders in their quest to improve student performance in math.

Table 4.9

Financial Impact of Emphasis on Math
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|--------------------|
| Q5.1 | 129 | 1 | 7 | 5.10 | 1.540 |
| Q5.2 | 129 | 1 | 7 | 4.65 | 1.396 |
| Q5.3 | 129 | 1 | 7 | 5.22 | 1.397 |
| Q5.4 | 129 | 1 | 7 | 4.26 | 1.497 |
| Q5.5 | 129 | 1 | 7 | 5.20 | 1.454 |
| Q5.6 | 129 | 1 | 7 | 5.19 | 1.391 |

Legend:

- 5.1 Remediation instruction
- 5.2 Diagnostic testing
- 5.3 Math programs
- 5.4 Program evaluation
- 5.5 Staff training and in-service
- 5.6 Instructional supplies and materials

Financial Impact of Hiring Highly Qualified Teachers on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.10 illustrates a sixth dimension of NCLB's impact on Kansas school districts—i.e., the hiring of highly qualified teachers mandate. More specifically, Table 4.10 shows school district leaders believe that a weighty financial impact has arisen from increasing the teachers salary schedule (Q6.4 where $M = 5.71$) and finding qualified candidates for hard-to-fill positions—i.e., math, science, special education, foreign language. Conversely, a lower financial impact was reported for the category of revising staff manuals and job descriptions (Q6.6 where $M = 3.50$). The data would seem to indicate that Kansas school leaders are concerned about offering competitive salaries to hire highly qualified teachers. Therefore, it comes as no surprise that increasing teachers salaries had a high financial impact. The data would also suggest that the financial impact goes well beyond the initial hiring of a highly qualified teacher. School districts are finding it necessary to expand their recruiting practices overseas and to offer sign-on bonuses in order to compete with other area of the labor market. Once hired, additional expenses are incurred through induction and orientation programs in order to retain highly qualified teachers. Such recruiting practices may appear as acts of desperation, specifically for extremely small rural districts in western Kansas in order to offer a

comprehensive curriculum and avoid consolidation. The challenge of offering competitive salaries for highly qualified teachers is likely to continue to consume the efforts of Kansas school leaders as the current teaching population approaches retirement age and as young teachers continue to exit the profession for higher paying jobs. The overwhelming impact for school leaders will be meeting the NCLB mandate of improving student performance without a highly qualified teacher in every classroom.

Table 4.10

Financial Impact of Hiring Highly Qualified Teachers
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|-----------------------|
| Q6.1 | 129 | 1 | 7 | 4.67 | 1.868 |
| Q6.2 | 129 | 1 | 7 | 4.29 | 1.692 |
| Q6.3 | 129 | 1 | 7 | 5.10 | 1.662 |
| Q6.4 | 129 | 1 | 7 | 5.71 | 1.558 |
| Q6.5 | 128 | 1 | 7 | 5.23 | 1.977 |
| Q6.6 | 112 | 1 | 7 | 3.50 | 1.755 |

Legend:

- Q6.1 Recruitment of new teachers
- Q6.2 Induction/Orientation of new teachers
- Q6.3 Retention of qualified teachers
- Q6.4 Salary schedule
- Q6.5 Hard to fill positions
- Q6.6 Revision of staff manuals and job descriptions

Financial Impact of Teaching English to All Students on All Responding Districts

Based on responses gleaned from the survey of all top school district leaders, Table 4.11 illustrates a seventh dimension of NCLB's impact on Kansas school districts—i.e., the fiscal implications of the teaching English to all students mandate. More specifically, Table 4.11 shows school district leaders believe that a significant financial impact has arisen from hiring additional staff for the purpose of teaching English to all students (Q7.3 where $M = 3.04$) and providing additional training for paraprofessionals and aides (Q7.4 where $M = 2.95$). At first glance of the data, it would appear that Kansas public schools have not yet experienced the full financial impact of teaching English to all students since this category ranked only modestly among all survey respondents. Families with students who need English as a second language, however, tend to settle in large urban districts or the mid-sized districts of western Kansas. Therefore, the data may have missed those non-respondent districts that may be among those who are experiencing the greatest and most costly impact from teaching English to all students. Additional factors affecting the data could include the frequent mobility of such families and the combining of resources by districts to provide services for non-English speaking students, making it difficult to track actual expenses for the mandate. As the population of non-English speaking students continues to increase, Kansas school leaders must be constantly prepared for

the unpredictable influx of these students in their district—with the attendant knowledge that their challenge is compounded by the NCLB mandate that these non-English speaking students are expected to be proficient in the areas of math and reading.

Table 4.11

Financial Impact of Teaching English to All Students
on All Responding Districts, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|-----|---------|---------|------|-----------------------|
| Q7.1 | 129 | 1 | 7 | 2.86 | 1.948 |
| Q7.2 | 129 | 1 | 7 | 2.67 | 1.925 |
| Q7.3 | 129 | 1 | 7 | 3.04 | 2.279 |
| Q7.4 | 129 | 1 | 7 | 2.95 | 2.159 |
| Q7.5 | 129 | 1 | 7 | 2.53 | 2.031 |

Legend:

Q7.1 Development of English language proficiency standards

Q7.2 Development of English language tests

Q7.3 Hiring of additional staff

Q7.4 Providing additional training for paraprofessionals and aides

Q7.5 Translation of documents and language

Financial Impact of Expenditures of All Responding Districts in Descending Order

Table 4.12 was created to provide a quick reference to those expenditures reported as having the highest to lowest financial impact on Kansas public schools. Expenditures were identified from the review of literature in Chapter Two. The list was generated based on the calculated mean for each expenditure and then arrayed in descending order.

Purchasing computer hardware was identified as the expenditure having the highest overall financial impact. Kansas schools are experiencing a financial challenge to compete in the technology race. The expectation to implement the use of technology as an instructional tool and administer state assessments is now the norm rather than the exception.

The expenditure having the second highest overall financial impact was the salary schedule. Kansas schools are finding it more difficult to hire and retain highly qualified teachers, especially those in hard-to-fill positions, i.e., math, science, special education, foreign language. In addition, Kansas is having to compete with other states who lure away qualified teachers with sign-on bonuses and incentive packages.

Providing additional programs and instruction for economically disadvantaged students was the category identified as having the next highest overall financial impact on Kansas public schools. The financial impact of this expenditure brings to light the importance of supplemental programs to help all

students achieve proficiency. Schools are experiencing a need to provide these services in order to meet the AYP requirement of NCLB.

The expenditures having the least financial impact overall were the translation of documents and language for English language learners, sending students to another district, and charter schools. Although these expenditures may have minimal financial impact now, they could have a greater financial impact in the future as Kansas schools experience a growth in non-English speaking students, experience failure to meet AYP, and providing more educational choices for parents such as charter schools.

Table 4.12

Financial Impact of Expenditures of All Responding Districts
in Descending Order, 2006

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|---|
| 1. | 5.75 | Computer hardware |
| 2. | 5.71 | Salary schedule |
| 3. | 5.70 | Additional programs and instruction for economically disadvantaged students |
| 4. | 5.66 | Computer software |
| 5. | 5.52 | Scientific based reading programs |
| 6. | 5.44 | Staff development and training |
| 7. | 5.33 | Staff training and in-service instruction for reading |
| 8. | 5.23 | Reading remediation |
| 9. | 5.23 | Hard to fill positions |
| 10. | 5.22 | Scientific based math programs |
| 11. | 5.20 | Staff training and in-service instruction for math |
| 12. | 5.19 | Instructional supplies and materials for math |
| 13. | 5.18 | Instructional supplies and materials for reading |
| 14. | 5.12 | Instructional supplies and materials for all subjects |
| 15. | 5.10 | Additional programs and instruction for students with disabilities |

Table 4.12 Cont'd

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|--|
| 16. | 5.10 | Math remediation |
| 17. | 5.10 | Retention of qualified teachers |
| 18. | 4.98 | Curriculum alignment with state standards |
| 19. | 4.78 | Developing and administering authentic assessments |
| 20. | 4.74 | Diagnostic testing for reading |
| 21. | 4.71 | Administering high quality assessments |
| 22. | 4.67 | Recruitment of new teachers |
| 23. | 4.65 | Diagnostic testing for math |
| 24. | 4.38 | Researching and evaluating scientific based research instructional methods |
| 25. | 4.37 | Reading program evaluation |
| 26. | 4.29 | Summer school |
| 27. | 4.29 | Induction/Orientation of new teachers |
| 28. | 4.26 | After school programs |
| 29. | 4.26 | Math program evaluation |
| 30. | 4.08 | Disaggregation of data |

Table 4.12 Cont'd

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|---|
| 31. | 4.05 | Pre-school opportunities |
| 32. | 3.91 | Online instruction |
| 33. | 3.50 | Revision of staff manuals and job descriptions |
| 34. | 3.45 | Providing tutoring services |
| 35. | 3.08 | Additional programs and instruction for English language learners |
| 36. | 3.04 | Hiring additional staff for English language learners |
| 37. | 2.95 | Providing additional training for English language learners paraprofessionals and aides |
| 38. | 2.86 | Development of English language proficiency standards |
| 39. | 2.85 | Meeting the requirements of the Safe Schools Act |
| 40. | 2.67 | Development of tests for English language learners |
| 41. | 2.53 | Translation of documents and language for English language learners |
| 42. | 1.94 | Sending students to another district |
| 43. | 1.57 | Charter schools |

Report on Inter-quartile Analysis of Responses

Expanding on the earlier analysis, means and standard deviations were further calculated for the inter-quartile range of respondent districts to acknowledge any influence that enrollment size might have on the survey responses. The inter-quartile analysis used the middle 50% of subjects responding to the survey to ignore extreme differences that typically exist among Kansas public schools. The variables used to calculate the means and standard deviations of the inter-quartile analysis are listed below:

- accountability for student achievement;
- provision of educational choices for parents;
- effective teaching methods;
- emphasis on reading;
- emphasis on math;
- hiring highly qualified teachers; and
- teaching English to all students.

Financial Impact of Accountability for Student Achievement (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.13 illustrates one dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the fiscal implications of the accountability for student achievement mandate. More specifically, Table 4.13 shows that school district leaders believe the greatest financial impact has arisen from implementing additional programs and instruction for economically disadvantaged students (Q1.4 where $M = 5.71$) and for implementing additional programs and instruction for students with disabilities (Q1.5 where $M = 5.10$). Conversely, the lowest financial impact was reported for the category of additional programs and instruction for English language learners (Q1.6 where $M = 2.65$). The data gleaned from the inter-quartile analysis supports the earlier responses from all responding districts in the state of Kansas regarding the impact of the accountability for student achievement mandate. It thus appears the accountability for student achievement mandate is both a blessing and a curse. It is evident the mandate is having a positive effect by holding schools more accountable for student achievement as students in Kansas continue to perform well on state and national assessments. However, the cost of additional programs and services for all students regardless of disability, ethnicity, or economic status is taking a serious financial toll on Kansas school districts.

Although difficult to calculate financially, the level of stress and anxiety on school personnel is being impacted as well. In addition, programs that promote affective skills for students may be receiving less aid and attention due to the emphasis on math and reading. The general conclusion from the data supports the premise that regardless of enrollment size, school leaders in Kansas are experiencing a difficult challenge when holding themselves accountable for improving achievement of all students.

Table 4.13

Financial Impact of Accountability For Student Achievement—
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q1.1 | 70 | 1 | 7 | 4.81 | 1.447 |
| Q1.2 | 70 | 1 | 7 | 3.90 | 1.552 |
| Q1.3 | 70 | 1 | 7 | 4.87 | 1.502 |
| Q1.4 | 70 | 1 | 7 | 5.71 | 1.543 |
| Q1.5 | 70 | 1 | 7 | 5.10 | 1.580 |
| Q1.6 | 70 | 1 | 7 | 2.65 | 2.166 |

Legend:

- Q1.1 Administering high quality assessments
- Q1.2 Disaggregation of data
- Q1.3 Curriculum alignment with state standards
- Q1.4 Additional programs and instruction for economically disadvantaged students
- Q1.5 Additional programs and instruction for students with disabilities
- Q1.6 Additional programs and instruction for English language learners

Financial Impact of Providing Educational Choices for Parents (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.14 illustrates a second dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of providing educational choices for parents. More specifically, Table 4.14 shows school district leaders believe that the greatest financial impact has arisen from the implementation of summer school programs (Q2.1 where $M = 4.44$) and the implementation of after-school programs (Q2.3 where $M = 4.40$). Conversely, the lowest financial impact was reported for the implementation of charter schools (Q2.4 where $M = 1.47$). The indicators identified by the inter-quartile analysis are consistent with the indicators identified earlier by all responding districts. While summer school and after-school programs are not new concepts, they are becoming more popular as a strategy for meeting the educational choices for parents mandate. An added dimension to such programs is an attendance mandate for all students who failed to meet proficiency in math or reading. However, the financial impact for more educational choices for parents does not appear to be as important as other mandates. One possible explanation is because many districts already have programs in place being funded with existing funds within the budget.

Districts that have not planned accordingly may experience a significant

financial impact. While schools could charge tuition or user fees, it would not be enough to fund the necessary personnel and materials. An additional expense that must be considered is the cost of transporting students to and from summer school and after school programs. Some districts have been able to fund programs through state and federal grants. However, once the term of the grant expires, the financial responsibility returns to the local district. Abandoning such programs does not appear to be an option since more schools may fail due to the required increasing levels of proficiency and adequate yearly progress. Providing educational choices for parents therefore has the potential for significant financial impact in the future, one for which school leaders and school boards must be prepared.

Table 4.14
Financial Impact of Providing Educational Choices for Parents--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q2.1 | 69 | 1 | 7 | 4.44 | 1.835 |
| Q2.2 | 69 | 1 | 7 | 3.55 | 1.996 |
| Q2.3 | 69 | 1 | 7 | 4.40 | 1.927 |
| Q2.4 | 69 | 1 | 7 | 1.47 | 1.195 |
| Q2.5 | 69 | 1 | 7 | 1.72 | 1.625 |
| Q2.6 | 68 | 1 | 7 | 3.66 | 1.857 |
| Q2.7 | 61 | 1 | 7 | 2.81 | 1.454 |

Legend:

- Q2.1 Summer school
- Q2.2 Pre-school opportunities
- Q2.3 After school programs
- Q2.4 Charter schools
- Q2.5 Sending students to another school district
- Q2.6 Providing tutoring services
- Q2.7 Meeting the requirements of the Safe School Act

Financial Impact of Teaching Methods That Produce Results (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.15 illustrates a third dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the fiscal implications of teaching methods that produce results. More specifically, Table 4.15 shows school district leaders believe that the greatest financial impact has arisen from the purchase of computer hardware (Q3.4 where $M = 5.69$) and the purchase of computer software (Q3.5 where $M = 5.55$). Conversely, the lowest financial impact was reported for online instruction (Q3.6 where $M = 4.14$). The indicators identified by the inter-quartile analysis as having the greatest and least financial impact are similar to the indicators identified earlier by all responding districts. Considering the emphasis of the use of technology as an instructional tool, it is not surprising that the purchase of computer hardware and software is having a significant financial impact on Kansas public schools. Increased implementation of technology for classroom instruction is a trend that is expected to continue. Although online instruction currently has the least financial impact, such a trend would conclude that Kansas schools may have not yet experienced the full impact and expectation for the use of technology. The expectation of Kansas schools to administer state assessments online will likely exacerbate the financial

impact of technology as a teaching tool as schools try to fund the purchase of additional computers. Kansas schools need to proceed with caution as they plan for future purchases of computer technology. As an instructional tool, technology helps address several student learning styles—i.e., visual, auditory, kinesthetic, tactile, musical. Although not as expensive, some school leaders are relying on research based instructional practices, hiring literacy coaches, and more intense staff training to meet this NCLB mandate and remain fiscally sound.

Table 4.15

Financial Impact of Teaching Methods That Produce Results--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|-----------------------|
| Q3.1 | 69 | 1 | 7 | 5.39 | 1.384 |
| Q3.2 | 69 | 1 | 7 | 4.78 | 1.616 |
| Q3.3 | 69 | 1 | 7 | 5.08 | 1.521 |
| Q3.4 | 69 | 1 | 7 | 5.69 | 1.375 |
| Q3.5 | 69 | 1 | 7 | 5.55 | 1.510 |
| Q3.6 | 69 | 1 | 7 | 4.14 | 1.751 |
| Q3.7 | 69 | 1 | 7 | 4.66 | 1.596 |

Legend:

- Q3.1 Staff development and training
- Q3.2 Developing and administering authentic assessments
- Q3.3 Instructional materials and supplies
- Q3.4 Computer hardware
- Q3.5 Computer software
- Q3.6 Online instruction
- Q3.7 Researching and evaluating scientific based research instructional methods

Financial Impact of Emphasis on Reading (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.16 illustrates a fourth dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the emphasis on reading. More specifically, Table 4.16 shows school district leaders believe that the greatest financial impact has arisen from the implementation of reading programs (Q4.3 where $M = 5.50$) and for staff training and in-service for the purpose of teaching reading (Q4.5 where $M = 5.37$). Conversely, the lowest financial impact was reported for program evaluation (Q4.4 where $M = 4.28$). The inter-quartile indicators identified as having the greatest and least impact are similar to the indicators identified earlier by all school districts. As expected, Kansas districts place great emphasis on reading. The emphasis often comes in the form of canned curriculum programs that are expensive to implement and maintain. It appears this is money well spent as indicated by improved student performance in reading. While school leaders are hopeful this trend in improved reading scores will continue, they must be cautious of an overemphasis on reading at the expense of other curricular programs that help develop a well-rounded student—i.e., art, music, physical education, humanities, foreign language. School leaders are also discovering that such programs are not the solution for all students. As adequate yearly progress expectations continue to rise each year, it can be

predicted that additional funds will need to be allocated for the purpose of remediation and for special education. The more evident conclusion that can be drawn from these data is that school leaders must strike a balance in the allocation of funds for reading without jeopardizing other curricular programs in order to NCLB's mandate to improve the reading performance of all students.

Table 4.16

Financial Impact of Emphasis on Reading--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q4.1 | 69 | 1 | 7 | 5.15 | 1.471 |
| Q4.2 | 69 | 1 | 7 | 4.78 | 1.304 |
| Q4.3 | 69 | 1 | 7 | 5.50 | 1.290 |
| Q4.4 | 69 | 1 | 7 | 4.28 | 1.534 |
| Q4.5 | 69 | 1 | 7 | 5.37 | 1.415 |
| Q4.6 | 63 | 1 | 7 | 5.14 | 1.634 |

Legend:

- Q4.1 Remediation
- Q4.2 Diagnostic testing
- Q4.3 Reading programs
- Q4.4 Program evaluation
- Q4.5 Staff training and in-service
- Q4.6 Instructional supplies and materials

Financial Impact of Emphasis on Math (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.17 illustrates a fifth dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the fiscal implications of the emphasis on math mandate. More specifically, Table 4.17 shows school district leaders believe that the greatest financial impact has arisen from instructional supplies and materials (Q5.6 where $M = 5.27$) and the implementation of math programs (Q5.3 where $M = 5.20$). Conversely, the lowest financial impact was reported for program evaluation (Q5.4 where $M = 4.18$). The inter-quartile data differ slightly from the earlier report on all districts where the top two indicators were implementation of math programs and staff training and in-service respectively. However, regardless of the order, the means of all indicators portend that emphasis on math will have a significant financial impact on Kansas schools. Many school districts began their quest toward school improvement with an emphasis on reading. That focus is now beginning to turn to math as school districts are becoming desperate to improve student performance in math and avoid being labeled a failing school. The conclusion for school leaders is that anticipated costs of meeting the NCLB mandate for math are expected to increase for districts as they implement new programs, provide training for staff, purchase instructional supplies and materials, and hire additional support staff.

Simultaneously, school leaders must continue to fund programs already implemented from the emphasis on reading mandate toward the goal of continuous school improvement.

Table 4.17

Financial Impact of Emphasis on Math--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q5.1 | 69 | 1 | 7 | 5.01 | 1.480 |
| Q5.2 | 69 | 1 | 7 | 4.60 | 1.457 |
| Q5.3 | 69 | 1 | 7 | 5.20 | 1.539 |
| Q5.4 | 69 | 1 | 7 | 4.18 | 1.565 |
| Q5.5 | 69 | 1 | 7 | 5.18 | 1.507 |
| Q5.6 | 69 | 1 | 7 | 5.27 | 1.484 |

Legend:

Q5.1 Remediation instruction

Q5.2 Diagnostic testing

Q5.3 Math programs

Q5.4 Program evaluation

Q5.5 Staff training and in-service

Q5.6 Instructional supplies and materials

Financial Impact of Hiring Highly Qualified Teachers (Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.18 illustrates a sixth dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the mandate to hire highly qualified teachers. More specifically, Table 4.18 shows school district leaders believe that the greatest financial impact has arisen from establishing a competitive salary schedule (Q6.4 where $M = 5.52$) and retention of qualified teachers (Q6.3 where $M = 5.07$). Conversely, the lowest financial impact was reported for revision of staff manuals and job descriptions (Q6.6 where $M = 3.61$). The inter-quartile data differ slightly from the earlier responses by all school districts where hard to fill positions was identified as the indicator having the second highest financial impact. Further analysis would lead one to conclude that small rural districts and large urban districts have more difficulty finding highly qualified teachers for hard to fill positions such as math, science, special education, vocational education, and foreign language. It is therefore not surprising that establishing a competitive salary schedule was identified as the indicator having the greatest financial impact by both groups, as Kansas school districts are being forced to become more creative and assertive in their quest to hire highly qualified teachers. In addition, Kansas is having to compete with other states who try to attract highly qualified teachers by offering new employee sign-on bonuses and higher

salaries. Once hired, additional expense is incurred to retain highly qualified teachers. More school districts are offering continuous induction and orientation programs to retain highly qualified teachers. A disturbing reality for school leaders in Kansas is that attractive salaries and fringe benefit packages are of no value if there is not a large enough pool from which to hire highly qualified teachers. This problem goes beyond the control of K-12 public school officials and must be addressed with the assistance of state legislators and public school officials.

Table 4.18

Financial Impact of Hiring Highly Qualified Teachers--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q6.1 | 69 | 1 | 7 | 4.47 | 1.974 |
| Q6.2 | 69 | 1 | 7 | 4.34 | 1.780 |
| Q6.3 | 69 | 1 | 7 | 5.07 | 1.768 |
| Q6.4 | 69 | 1 | 7 | 5.52 | 1.676 |
| Q6.5 | 69 | 1 | 7 | 4.98 | 2.061 |
| Q6.6 | 63 | 1 | 7 | 3.61 | 1.904 |

Legend:

- Q6.1 Recruitment of new teachers
- Q6.2 Induction/Orientation of new teachers
- Q6.3 Retention of qualified teachers
- Q6.4 Salary schedule
- Q6.5 Hard to fill positions
- Q6.6 Revision of staff manuals and job descriptions

Financial Impact of Teaching English to All Students(Inter-quartile Analysis)

Based on responses gleaned from the survey of top school district leaders, Table 4.19 illustrates a seventh dimension of NCLB's impact on Kansas school districts—i.e., inter-quartile analysis of the fiscal implications of teaching English to all students mandate. More specifically, Table 4.19 shows school district leaders believe that the greatest financial impact has arisen from providing additional training for paraprofessionals and aides (Q7.4 where $M = 2.66$) and hiring additional staff (Q7.3 where $M = 2.65$). Conversely, the lowest financial impact was reported for translation of documents and language (Q7.5 where $M = 2.26$). The results for inter-quartile analysis were similar to earlier reports regarding all districts. The only exception was that all districts earlier reported hiring additional staff as having the greatest financial impact, followed by providing additional training for paraprofessionals and aides. In contrast, considering only the inter-quartile groupings led to the conclusion that most Kansas districts are not experiencing a significant financial impact from teaching English to all students as indicated by the low mean scores on all indicators—a likely wrong conclusion when speculating about large urban schools and mid-sized schools in western Kansas which have experienced the greatest influx of non-English speaking students. The most serious implication for school leaders, therefore, is preparing these students for state assessments with existing funds,

since they are expected to be proficient in math and reading. ELL services are provided as long as the student demonstrates a need. Districts assess students' level of proficiency at the beginning of the academic year to establish learning outcomes. These districts have faced a number of financial challenges in order to meet the needs of students who need English as a second language. Many districts are encouraging general education teachers to pursue an ESOL endorsement to provide NCLB's mandated services for English language learners.

Table 4.19

Financial Impact of Teaching English to All Students--
Inter-quartile Analysis, 2006

| | N | Minimum | Maximum | Mean | Standard Deviation |
|------|----|---------|---------|------|--------------------|
| Q7.1 | 69 | 1 | 7 | 2.49 | 1.859 |
| Q7.2 | 69 | 1 | 7 | 2.31 | 1.843 |
| Q7.3 | 69 | 1 | 7 | 2.65 | 2.070 |
| Q7.4 | 69 | 1 | 7 | 2.66 | 2.026 |
| Q7.5 | 69 | 1 | 7 | 2.26 | 1.914 |

Legend:

- Q7.1 Development of English language proficiency standards
- Q7.2 Development of English language tests
- Q7.3 Hiring of additional staff
- Q7.4 Providing additional training for paraprofessionals and aides
- Q7.5 Translation of documents and language

Summary Financial Impact of Expenditures (Inter-quartile Analysis) in
Descending Order

Table 4.20 was created to provide a summary reference to those expenditures having the highest to lowest financial impact on Kansas school districts using the lens of inter-quartile analysis. Expenditures were identified from the review of literature in Chapter Two. The list was generated based on the calculated mean of each expenditure and listed in descending order within the parameters of ignoring the tails of the distribution (i.e., inter-quartile analysis of the middle 50% of districts). A comparison of the expenditures for all districts (see Table 4.12 earlier) indicates that (when comparing the earlier all-districts analysis to the present inter-quartile-analysis) the primary differences are a shifting of additional programs and instruction for economically disadvantaged students into the highest impact position overall, along with some diminishing of salary schedule importance in the overall scheme of fiscal impacts.

Table 4.20

Financial Impact of Expenditures (Inter-quartile Analysis)
in Descending Order

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|---|
| 1. | 5.71 | Additional programs and instruction for economically disadvantaged students |
| 2. | 5.69 | Computer hardware |
| 3. | 5.55 | Computer software |
| 4. | 5.52 | Salary schedule |
| 5. | 5.50 | Scientific based reading programs |
| 6. | 5.39 | Staff development and training for all subjects |
| 7. | 5.37 | Staff training and in-service instruction for reading |
| 8. | 5.27 | Instructional materials and supplies for math |
| 9. | 5.20 | Scientific based math programs |
| 10. | 5.18 | Staff training and in-service instruction for math |
| 11. | 5.15 | Remediation for reading |
| 12. | 5.14 | Instructional materials and supplies for reading |
| 13. | 5.10 | Additional programs and instruction for students with disabilities |
| 14. | 5.08 | Instructional materials and supplies for all curriculum |
| 15. | 5.07 | Retention of qualified teachers |

Table 4.20 cont'd

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|--|
| 16. | 5.01 | Remediation for math |
| 17. | 4.98 | Hard to fill positions |
| 18. | 4.87 | Curriculum alignment with state standards |
| 19. | 4.81 | Administering high quality assessments |
| 20. | 4.78 | Developing and administering authentic assessments |
| 21. | 4.78 | Diagnostic testing for reading |
| 22. | 4.66 | Researching and evaluating scientific based research instructional methods |
| 23. | 4.60 | Diagnostic testing for math |
| 24. | 4.47 | Recruitment of new teachers |
| 25. | 4.44 | Summer school |
| 26. | 4.40 | After school programs |
| 27. | 4.34 | Induction/Orientation of new teachers |
| 28. | 4.28 | Reading program evaluation |
| 29. | 4.18 | Math program evaluation |
| 30. | 4.14 | Online instruction |

Table 4.20 cont'd

| <u>Rank</u> | <u>Mean</u> | <u>Expenditure</u> |
|-------------|-------------|---|
| 31. | 3.90 | Disaggregation of data |
| 32. | 3.66 | Providing tutoring services |
| 33. | 3.61 | Revision of staff manuals and job descriptions |
| 34. | 3.55 | Pre-school opportunities |
| 35. | 2.81 | Meeting the requirements of the Safe Schools Act |
| 36. | 2.66 | Providing additional training for ELL paraprofessionals and aides |
| 37. | 2.65 | Additional programs and instruction for English language learners |
| 38. | 2.65 | Hiring additional staff for ELL students |
| 39. | 2.49 | Development of English language proficiency standards |
| 40. | 2.31 | Development of English language tests |
| 41. | 2.26 | Translation of ELL documents and language |
| 42. | 1.72 | Sending students to another district |
| 43. | 1.47 | Charter schools |

Summary

The analysis of data carried out in this study was designed to provide a statistical and narrative profile of the financial impacts of the NCLB mandates on Kansas public schools. Chapter Four presented an analysis of the data collected for this study in two parts. Part One presented a graphic and narrative analysis of the respondents' gender, current job title, years in current position, and highest degree earned; and school district enrollment, annual operating budget, general fund expenditure per pupil, enrollment trend, and adequate yearly progress. An important conclusion to be drawn from this analysis is that all districts, regardless of leadership, professional experience, and size of budget are faced with important issues attached to NCLB accountability.

Part Two presented results obtained from the study about the perceived financial impact of NCLB mandates on respondent Kansas school districts. The means for each expenditure associated with the mandates of NCLB were presented for all responding districts and for the middle 50% of responding districts. An important conclusion to be drawn from this analysis is that all districts, regardless of size or wealth or pupil demographics, are being driven to new financial patterns as a consequence of NCLB's mandates.

CHAPTER FIVE FINDINGS, OBSERVATIONS, AND RECOMMENDATIONS

Introduction

This chapter contains a summary of the study, including its principal findings, recommendations for further study, and overall reflections.

School superintendents are constantly challenged to increase salaries for staff, provide for research-based instructional materials, and fund effective supplemental programs for students. These challenges have been compounded by the mandates of NCLB. Accordingly, the purpose of this study was to evaluate various financial implications of selected NCLB mandates on budgetary behavior and resultant expenditures among Kansas school districts.

Three major activities were required to accomplish the objectives of this study. First, a thorough review of literature was conducted in order to identify those mandates most likely to affect Kansas school districts. Expenditures related to those mandates were also identified. Second, a survey instrument sought to collect data and opinions from all school superintendents in the state of Kansas for the purpose of assessing the financial impact of NCLB mandates on those districts' budgets. Third, survey results were analyzed for selected groups of school districts including:

- all districts responding to the survey;
- the 50 middle-sized districts responding to the survey.

Narrative responses by school superintendents to the mandates of NCLB were also fully reported (see Appendix I).

To conduct this study, a 43-item survey instrument was developed based on the NCLB mandates, and related expenditures were identified from an extensive review of applicable literature. Using a seven-point one-directional intensity scale, Kansas superintendents were asked indicate the financial impact each NCLB mandate had on the related expenditures. Superintendents were also encouraged to provide any narrative comments. Of the total 300 Kansas school districts, 139 (46%) responded to the survey.

Principal Findings and Observations

The principal findings of this study are set forth briefly in the following statements:

1. The data suggest that the school superintendency remains a male-dominated field. In 86% of cases, the superintendent was of the male gender. A wide range of professional experience exists among Kansas superintendents, ranging from 1-27 years on the job. In 20% of cases, responding superintendents had one year of experience, while 80% had

seven or fewer years of experience. Kansas superintendents are well educated, with 43% having earned a degree beyond the required master's.

2. A wide range of enrollment exists among Kansas school districts, making it more difficult to distribute state funds equitably and adequately. The smallest responding district had an enrollment of only 60 students, while the largest responding district had an enrollment of over 28,000 students. Annual operating budgets reflected similar variance, ranging from \$1.1 million to \$380 million as did the general fund expenditure per pupil ranging from \$4,000 to \$12,175. Many school districts in Kansas are experiencing enrollment trends that are at worst decreasing or at best remaining stable-- a trend that could jeopardize the continued existence of some districts because state aid is tied so closely to enrollment size. Although challenged by limited financial resources, Kansas school districts continue to perform well academically, with 83% of responding districts fully meeting NCLB's AYP requirements.
3. The expenditure category perceived as having the greatest overall financial impact on budgets of all school districts in the state was

'purchasing computer hardware', with a mean of 5.75 (see analysis earlier in Chapter Four). However, the expenditure category with the greatest financial impact on the budgets of the inter-quartile (middle 50%) school districts in the state was 'providing additional programs and instruction for economically disadvantaged students' with a mean value of 5.71. This observation suggests the importance of how such realities may affect individual districts—an important reason for having carried out the inter-quartile analysis.

4. The expenditure category perceived as having the least financial impact on the budgets of all school districts in the state was 'implementing charter schools' with a mean value of 1.57. Likewise, the perceived expenditure category having the least overall financial impact on the budgets of the middle 50% of school districts in the state was 'implementing charter schools', with a mean value of 1.47.
5. Relative to the burden of NCLB, the mandates having the greatest overall financial impact on all school districts was 'emphasis on reading' with a mean value of 5.09, followed closely by 'teaching methods that produce results' with a mean value of 5.02. Nearly identical results were found for

the middle 50% of districts, with 'teaching methods that produce results' reporting a mean value of 5.04 and 'emphasis on reading' yielding a mean of 5.03.

6. The NCLB mandates having the least overall financial impact on all districts was 'teaching English to all students' with a mean value of 2.80 and 'providing more educational choices for parents' with a mean value of 3.23. The middlemost group of districts produced similar results, identifying 'teaching English to all students' with a mean value of 2.47 and 'providing more educational choices for parents' with a mean value of 3.15.

7. Narrative comments from surveys indicated that NCLB has had a significant impact on school districts' accountability for student achievement. Notably, while student achievement has improved in math and reading, other disciplines such as social studies and science have not experienced similar achievement gains, i.e., it is becoming increasingly difficult to produce a well-rounded student with experiences in a variety of subject areas. The cost of accountability has surfaced noticeably through increased financing of at-risk programs such as tutoring, after-school programs, summer school, creating high quality assessments, aligning the

curriculum, and special education. Other resources such as time, staff morale, and abandonment of existing programs are also being affected by the accountability mandate.

8. Narrative comments from surveys indicated that many districts were already providing educational choices for parents prior to NCLB's enactment in 2001. Such choices included after-school remediation and tutoring, summer school, pre-K programs, diploma completion programs, and charter schools. Much of the funding for these programs historically has come through grants. However, these programs may be jeopardized if grant money disappears, leaving continued funding of such programs to the local districts. Districts noted that additional staff to facilitate additional programs is a significant expense when attempting to satisfy this mandate.

9. Survey responses suggested that NCLB has accelerated the creation of more meaningful staff development aimed at implementing teaching methods that produce results. Increased use of technology in the classroom also has had a significant financial impact on school district budgets. Respondents further indicated they are relying more on educational consultants and literacy coaches to assist teachers with the

implementation of more effective teaching methods and data analysis.

Additionally, respondents indicated funding authentic assessments would be a better use of money than the current once-a-year state assessments.

10. Surveys indicated that reading is now a major and costly emphasis of Kansas school districts. A variety of programs are being implemented such as KALL, Reading Recovery, SFA, MAPS, and DIBELS which require a significant amount of resources. Supplemental reading expenses include remediation, tutoring, updating materials and staff training. However, Kansas superintendents remain committed to funding reading programs due to reading's influence on success in other subject areas.

11. Surveys indicated that many Kansas school districts, which had first focused on improving student achievement in reading, are now beginning to place more emphasis on math. The expected costs of instructional materials, teacher training, remediation, and additional staff were seen to meaningfully accelerate the costs of funding the NCLB math mandate. In addition to a variety of canned curriculum math programs, districts are also spending significant money to create new remediation math courses, emphasize more technology-rich instruction, and hire literacy math coaches to help teachers improve instruction.

12. Surveys indicated that Kansas superintendents anticipate that hiring highly qualified teachers will become even more difficult and expensive in the near future. The most difficult positions to fill include math, science, foreign language, special education, and library media specialists. The competition for highly qualified teachers has led many districts to invest more money into induction programs and to offer hiring incentives. Some districts are resorting to overseas recruitment to find highly qualified teachers.

13. Surveys indicated that many Kansas districts do not have a large ELL population; therefore those districts have not been significantly affected by the teaching English to all students mandate, while those districts having large ELL populations have already built funding into their normal budgets. However, districts newly experiencing an increase in ELL students are finding it difficult to serve these students with no additional funding, a problem worsened by the fact that ELL students are often more mobile, thereby making it difficult for districts to budget for stable programs and services and to effectively prepare these students for the state assessments.

14. Surveys indicated that the mandates of NCLB have had repercussions on other categories of Kansas school districts' budgets: primarily, money normally allocated to other expenditures is now being reallocated to fund the emphasis placed on math and reading. The affective areas of the curriculum such as fine arts, physical education, foreign language and vocational education appear to be frequent targets of budget cuts in order to fund NCLB mandates. NCLB mandates have also contributed to considerable costs for staff training and analyzing student data. Additional stress on staff caused by the mandates is also having a financial impact, as qualified teachers and administrators are seen in some cases to exiting the field of education.

15. Surveys indicated that Kansas school districts are implementing a variety of strategies and interventions to address the mandates of NCLB. The most common strategies and interventions are emphasis on standards, extending the school day and year, additional math and reading classes, all-day kindergarten, diagnostic testing at the elementary level, intense professional development for staff, implementing teaching methods based on scientific research, creating authentic assessments, hiring more paraprofessionals and teacher aides, investing in technology software and hardware, and establishing early childhood programs. Some school

districts are relying on grants to fund such strategies and interventions, but will have to terminate or fund those programs locally when the grant expires.

16. Surveys indicated that Kansas school districts are developing a variety of additional services to assist them with the achievement of AYP. Such services include Spanish/English versions of textbooks for ELL students, technology-assisted instruction and diagnostic testing, development of an Individual Growth Model to monitor student progress, and implementing constructivist teaching methodologies based on research on learning and the human brain.

17. Surveys indicated that Kansas school districts face many difficulties as they continue efforts to achieve AYP. The biggest fear appears to be being labeled a failing school if they do not meet AYP. Difficulties identified by superintendents included hiring and retaining highly qualified teachers, having to raise local taxes to fund required NCLB mandates while dealing with declining enrollment, low staff morale and burn-out as a result of the pressure to meet AYP, improving the performance of special education students, garnering parent and community support for non-traditional instruction and programs, raising the expectations of teachers

while dealing with negotiated contracts, teacher tenure laws, teachers' union and so forth, and the deemphasizing of the elective curriculum that is said to promote responsible, productive life-long learners.

Recommendations for Further Study

The following recommendations for further study are suggested as a result of this study:

1. The demographic composition of Kansas school superintendents is changing. The majority of superintendents in Kansas have less than seven years experience. Demands on superintendents have never been greater, especially in the areas of fiscal responsibility and effective leadership. The success of any school district is a meaningful reflection of the superintendent's skills and leadership abilities. This trend will accelerate as the current population of superintendents moves rapidly toward retirement. Therefore, a study should be initiated to identify the characteristics of successful modern school superintendents. These characteristics should be reflected in training programs for future school superintendents.

2. Kansas school superintendents identified additional programs and instruction for economically disadvantaged students as having the greatest financial impact on school district budgets. While school districts are desperately trying to meet this mandate through a variety of expensive math and reading programs, the effectiveness of such programs cannot be determined until a significant amount of time, energy, and money has already been invested. As a consequence, the state and individual school districts are at significant risk when deciding to adopt any new reading and math programs. Therefore, concerted study is needed to identify and profile the most effective programs, with estimated costs and benefits made clear to all districts in the state.

3. Students in the state of Kansas have long demonstrated excellent performance on state and national assessments. However, through this present research Kansas superintendents identified many current and unresolved concerns about the difficulties they face in order to achieve AYP for all students: specifically, the fear of being labeled a failing school, operating with limited resources, and hiring highly qualified teachers. Therefore, intensive new research should be conducted on the resolution of these concerns, with detailed recommendations submitted to state officials and the state legislature.

Reflections on the Study

Every public school in Kansas is subject to the mandates contained in the federal NCLB Act of 2001. While some educators argue that the mandates have improved both student and school performance, those arguments are often countered with considerable anxiety and controversy. Public schools are trying to meet these new mandates on modest financial increases from the federal government, leaving the bulk of new funding to fall on state governments and local school boards. The burden on local school boards to meet numerous federal and state mandates without appropriate funding has been so intense over time that a group of Kansas school districts from has sued its own state legislature. Despite increased funding for public schools resulting from that lawsuit, unstable economic and political conditions continue to exist, making the state of Kansas a logical venue for a “Perfect Storm” i.e.,-- creating the conditions for hostile and volatile arguments about the way the state’s public schools are funded and governed. Due to lack of adequate money and enormous pressures for accountability, the storm rages today with no end in sight. Current conditions leading up to the perfect storm include:

- the continuous interjection by the federal government of stringent mandates that are passed down to individual states without additional funding, forcing local districts to cut or limit existing programs.

- the potential for a severe shortage of highly qualified teachers to satisfy those mandates, particularly in the areas of math, science, and special education: a condition compounded by salaries and benefits that compete poorly with other fields of employment, tempting qualified teachers to leave education or retire early.
- A state board of education that—by some accounts—has not adequately pushed for significant new funding for public schools.
- a state supreme court case that ruled current public school funding unconstitutional, forcing the state legislature to provide more money for Kansas schools.
- recent studies ordered by the state legislature supporting the need for additional funds for public schools.
- by some accounts, inadequate funding by the state legislature which offers the potential for more lawsuits, thereby further exacerbating the economic and political climate in Kansas.
- special interest groups that are more focused on negotiated agreements and teacher tenure laws than improving student achievement--actions that can pit teachers, administrators, politicians, and the general public against one another instead of focusing on the quality of education in Kansas.

In sum, this study profiled the expressed needs, concerns, and actions of multiple school leaders who are seen to be working under difficult conditions to satisfy NCLB and to serve all children well. If Kansas schools are to meet all these complex demands, educators and politicians must work together through understanding and compromise. Only in this way can the state of Kansas continue its quest for educational excellence and weather this potentially dangerous perfect storm.

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Appendix A
Enrollment Figures by District 2005

| District Name | USD # | Enrollment |
|-------------------|-------|------------|
| Prairie Heights | 295 | 49 |
| West Solomon | 213 | 65 |
| Hanston | 228 | 88 |
| Triplains | 275 | 102 |
| Healy | 468 | 110 |
| Hamilton | 390 | 115 |
| North Central | 221 | 120 |
| Hillcrest | 455 | 122 |
| Mullinville | 424 | 125 |
| Attica | 511 | 126 |
| Weskan | 242 | 127 |
| Lewis | 502 | 129 |
| White Rock | 104 | 130 |
| Grinnell | 291 | 133 |
| Copeland | 476 | 139 |
| Brewster | 314 | 141 |
| Cheylin | 103 | 144 |
| Eastern Heights | 324 | 145 |
| Paradise | 399 | 145 |
| Palco | 269 | 150 |
| Sylvan Grove | 299 | 150 |
| Chase-Raymond | 401 | 156 |
| Western Plains | 106 | 158 |
| Fowler | 225 | 165 |
| Haviland | 474 | 165 |
| Cedar Vale | 285 | 174 |
| Wheatland | 292 | 175 |
| Northern Valley | 212 | 179 |
| Jewell | 279 | 183 |
| West Smith County | 238 | 190 |
| Golden Plains | 316 | 190 |
| Logan | 326 | 191 |
| Pawnee Heights | 496 | 195 |
| Elk Valley | 283 | 200 |
| Dexter | 471 | 209 |
| Mankato | 278 | 210 |
| Wallace County | 241 | 215 |
| Argonia | 359 | 216 |
| Otis-Bison | 403 | 216 |
| Midway | 433 | 216 |
| Rolla | 217 | 220 |
| South Haven | 509 | 221 |
| Ashland | 220 | 226 |
| B & B | 451 | 230 |
| Southern Cloud | 334 | 237 |
| Blue Valley | 384 | 240 |
| Altoona-Midway | 387 | 241 |
| Crest | 479 | 245 |
| Cunningham | 332 | 246 |
| Moscow | 209 | 247 |
| Pike Valley | 426 | 249 |

| District Name | USD # | Enrollment |
|-------------------------------|-------|------------|
| Marais Des Cygnes | 456 | 250 |
| Dighton | 482 | 250 |
| Montezuma | 371 | 254 |
| Centre | 397 | 254 |
| Burrton | 369 | 256 |
| Ingalls | 477 | 260 |
| Bucklin | 459 | 264 |
| Ness City | 303 | 268 |
| Minneola | 219 | 270 |
| South Barber | 255 | 270 |
| Madison-Virgil | 386 | 270 |
| Little River | 444 | 275 |
| Caldwell | 360 | 278 |
| Highland | 425 | 278 |
| Victoria | 432 | 279 |
| Jetmore | 227 | 281 |
| Leroy-Gridley | 245 | 281 |
| Comanche County | 300 | 281 |
| Goessel | 411 | 281 |
| Greeley County | 200 | 286 |
| Chetopa | 505 | 290 |
| Clafin | 354 | 299 |
| Macksville | 351 | 304 |
| Pretty Prairie | 311 | 306 |
| Greensburg | 422 | 308 |
| Hoxie | 412 | 310 |
| Clifton-Clyde | 224 | 311 |
| Deerfield | 216 | 312 |
| Axtell | 488 | 313 |
| Stafford | 349 | 318 |
| Kinsley-Offerle | 347 | 320 |
| Central | 462 | 323 |
| Lacrosse | 395 | 326 |
| Flinthills | 492 | 326 |
| Waconda | 272 | 327 |
| St. Francis | 297 | 328 |
| Washington | 222 | 343 |
| Ellis | 388 | 346 |
| Spearville | 381 | 349 |
| Burlingame | 454 | 350 |
| Rawlins County | 105 | 355 |
| Stockton | 271 | 355 |
| Elwood | 486 | 355 |
| Marmaton Valley | 256 | 357 |
| Barnes | 223 | 360 |
| Quinter | 293 | 360 |
| Plainville | 270 | 364 |
| Onaga-Havensville- Wheaton | 322 | 364 |
| Lincoln | 298 | 365 |
| Udall | 463 | 368 |

| District Name | USD # | Enrollment |
|----------------------|-------|------------|
| Valley Heights | 498 | 370 |
| Wakeeney | 208 | 374 |
| Wathena | 406 | 375 |
| Osborne County | 392 | 378 |
| Oxford | 358 | 379 |
| Fairfield | 310 | 384 |
| Troy | 429 | 384 |
| Satanta | 507 | 391 |
| Pleasanton | 344 | 400 |
| Hill City | 281 | 405 |
| Solomon | 393 | 408 |
| North Jackson | 335 | 409 |
| St. John-Hudson | 350 | 415 |
| Peabody-Burns | 398 | 415 |
| Moundridge | 423 | 415 |
| Canton-Galva | 419 | 419 |
| Rural Vista | 481 | 419 |
| Oakley | 274 | 420 |
| Skyline | 438 | 420 |
| Valley Falls | 338 | 423 |
| Lyndon | 421 | 424 |
| Oberlin | 294 | 431 |
| Inman | 448 | 433 |
| Chautauqua County | 286 | 437 |
| Lorraine | 328 | 440 |
| West Elk | 282 | 442 |
| Ell-Saline | 307 | 450 |
| Republic County | 427 | 450 |
| Chase County | 284 | 460 |
| Uniontown | 235 | 462 |
| Smith Center | 237 | 464 |
| Stanton County | 452 | 468 |
| Sublette | 374 | 478 |
| Leoti | 467 | 479 |
| Syracuse | 494 | 482 |
| Mill Creek Valley | 329 | 485 |
| Nemaha Valley | 442 | 485 |
| Mission Valley | 330 | 486 |
| Jefferson North | 339 | 492 |
| Ellinwood | 355 | 495 |
| Meade | 226 | 500 |
| Sterling | 376 | 500 |
| Herington | 487 | 500 |
| Woodson | 366 | 509 |
| Sedgwick | 439 | 510 |
| Oswego | 504 | 519 |
| Humboldt | 258 | 520 |
| Vermillion | 380 | 526 |
| Remington-Whitewater | 206 | 527 |

| District Name | USD # | Enrollment |
|--------------------------|-------|------------|
| Southern Lyon County | 252 | 534 |
| North Ottawa County | 239 | 536 |
| McLouth | 342 | 541 |
| Northeast | 246 | 545 |
| Conway Springs | 356 | 561 |
| Barber County | 254 | 588 |
| North Lyon County | 251 | 590 |
| Phillipsburg | 325 | 597 |
| Jayhawk | 346 | 598 |
| Twin Valley | 240 | 600 |
| Lebo-Waverly | 243 | 600 |
| South Brown County | 430 | 605 |
| Ellsworth | 327 | 610 |
| Cherryvale | 447 | 610 |
| Marion-Florence | 408 | 630 |
| Central Heights | 288 | 632 |
| Cimarron-Ensign | 102 | 640 |
| Riley County | 378 | 640 |
| Durham-Hillsoboro-Lehigh | 410 | 640 |
| Hoisington | 431 | 640 |
| Elkhart | 218 | 645 |
| Oskaloosa | 341 | 646 |
| Norton | 211 | 665 |
| Southeast of Saline | 306 | 665 |
| Lakin | 215 | 676 |
| Eureka | 389 | 689 |
| Beloit | 273 | 700 |
| Halstead | 440 | 700 |
| Atchison County | 377 | 710 |
| Easton | 449 | 710 |
| Osage City | 420 | 712 |
| Kismet-Plains | 483 | 716 |
| Silver Lake | 372 | 720 |
| Fredonia | 484 | 720 |
| Rock Creek | 323 | 736 |
| Bluestem | 205 | 740 |
| Cheney | 268 | 740 |
| Galena | 499 | 745 |
| Frontenac | 249 | 746 |
| Marysville | 364 | 755 |
| Neodesha | 461 | 770 |
| Hesston | 460 | 785 |
| Wellsville | 289 | 790 |
| Riverton | 404 | 807 |
| Cherokee | 247 | 813 |
| Belle Plaine | 357 | 817 |
| Burlington | 244 | 826 |
| Baxter Springs | 508 | 835 |
| Douglass | 396 | 840 |

| District Name | USD # | Enrollment |
|-------------------|-------|------------|
| Lyons | 405 | 852 |
| Holcomb | 363 | 866 |
| Scott County | 466 | 866 |
| Ft. Larned | 495 | 867 |
| Morris County | 417 | 887 |
| Caney Valley | 436 | 887 |
| Goodland | 352 | 893 |
| Royal Valley | 337 | 905 |
| Sabetha | 441 | 914 |
| West Franklin | 287 | 915 |
| Hiawatha | 415 | 918 |
| Chapman | 473 | 920 |
| Smoky Valley | 400 | 921 |
| Jefferson West | 340 | 926 |
| Anthony-Harper | 361 | 928 |
| Colby | 315 | 960 |
| Prairie View | 362 | 970 |
| Russell County | 407 | 979 |
| Perry | 343 | 980 |
| Hugoton | 210 | 1025 |
| Kaw Valley | 321 | 1025 |
| Erie-St.Paul | 101 | 1032 |
| Girard | 248 | 1040 |
| Garnett | 365 | 1065 |
| Concordia | 333 | 1075 |
| Haven | 312 | 1102 |
| Holton | 336 | 1115 |
| Pratt | 382 | 1115 |
| Nickerson | 309 | 1130 |
| Kingman-Norwich | 331 | 1170 |
| Osawatomie | 367 | 1190 |
| Eudora | 491 | 1220 |
| Santa Fe Trail | 434 | 1223 |
| Clearwater | 264 | 1224 |
| Columbus | 493 | 1276 |
| Piper-Kansas City | 203 | 1300 |
| Baldwin City | 348 | 1300 |
| Wamego | 320 | 1311 |
| Clay Center | 379 | 1407 |
| Iola | 257 | 1415 |
| Abilene | 435 | 1415 |
| Louisburg | 416 | 1423 |
| Circle | 375 | 1500 |
| Tonganoxie | 464 | 1525 |
| Parsons | 503 | 1530 |
| Spring Hill | 230 | 1580 |
| Atchison | 409 | 1600 |
| Labelle County | 506 | 1650 |
| Wellington | 353 | 1684 |
| Ulysses | 214 | 1739 |
| Ft. Leavenworth | 207 | 1795 |

| District Name | USD # | Enrollment |
|--------------------|-------|------------|
| Rose Hill | 394 | 1825 |
| Chanute | 413 | 1840 |
| Coffeyville | 445 | 1854 |
| Mulvane | 263 | 1925 |
| Independence | 446 | 1940 |
| Fort Scott | 234 | 1946 |
| Lansing | 469 | 2009 |
| Renwick | 267 | 2036 |
| Basehor-Linwood | 458 | 2049 |
| Paola | 368 | 2050 |
| Augusta | 402 | 2065 |
| El Dorado | 490 | 2109 |
| Buhler | 313 | 2127 |
| Bonner Springs | 204 | 2236 |
| Valley Center | 262 | 2303 |
| McPherson | 418 | 2395 |
| Ottawa | 290 | 2422 |
| Pittsburg | 250 | 2467 |
| Winfield | 465 | 2523 |
| Arkansas City | 470 | 2873 |
| Hays | 489 | 2928 |
| Great Bend | 428 | 3034 |
| Seaman | 345 | 3280 |
| Shawnee Heights | 450 | 3333 |
| Gardner Edgerton | 231 | 3434 |
| Newton | 373 | 3493 |
| Andover | 385 | 3504 |
| Turner-Kansas City | 202 | 3613 |
| Leavenworth | 453 | 4021 |
| Goddard | 265 | 4100 |
| Liberal | 480 | 4250 |
| Hutchinson | 308 | 4536 |
| Haysville | 261 | 4550 |
| De Soto | 232 | 4620 |
| Emporia | 253 | 4650 |
| Auburn-Washburn | 437 | 4911 |
| Manhattan | 383 | 5028 |
| Dodge City | 443 | 5703 |
| Maize | 266 | 5752 |
| Geary County | 475 | 6175 |
| Derby | 260 | 6400 |
| Garden City | 457 | 7058 |
| Salina | 305 | 7230 |
| Lawrence | 497 | 9475 |
| Topeka | 501 | 13494 |
| Blue Valley | 229 | 18482 |
| Kansas City | 500 | 19348 |
| Olathe | 233 | 22240 |
| Shawnee Mission | 512 | 27689 |
| Wichita | 259 | 45462 |

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Mr. Brian Spencer
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Mr. Rustin Clark
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Mr. Michael Newman
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Mr. Ken Jones
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Satanta KS 67870

Mr. Dennis Burke
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Dr. Marjorie Kaplan
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Shawnee Mission KS 66204

Appendix C

Survey Instrument

**AN ASSESSMENT OF THE FINANCIAL IMPACT OF NCLB ON
KANSAS PUBLIC SCHOOLS**

INFORMED CONSENT

The data collected from this survey is for research purposes only. While you are encouraged to complete the survey, your participation is strictly voluntary and all responses will remain confidential. If you have questions or need additional information, please contact Dr. Rick Scheidt, IRB Chair, 203 Fairchild, Kansas State University, Manhattan, KS 66506 (785/532-3224) or Dennis Gerber, 605 East 33rd, Winfield, KS 67156 (620/221-5130).

Part 1: Individual Information

Please mark or write in your response as it relates to you and your position.

Gender: Male Female

Current Job Title: _____

Years in Current Position: _____

Highest Degree Earned:

High School Associates Bachelor's
 Master's Doctorate

Part 2: District Information

Please mark or write in your response as it relates to your district.

K-12

Enrollment: _____ (Based on September 20, 2005 Building Report)

Annual Budget without LOB: _____

General Fund Expenditure Per Student without LOB: _____

Describe your current enrollment trend over the past 5 years.

Increasing Decreasing Remaining the same

Has any school in your district failed to meet Adequate Yearly Progress?

Yes No

If yes, what area?

Reading Math Both

Part 3: Closed and Open Responses
Accountability for Student Achievement

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Accountability for Student Achievement”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Administering high quality assessments:

1 2 3 4 5 6 7

2. Disaggregation of data:

1 2 3 4 5 6 7

3. Curriculum alignment with state standards:

1 2 3 4 5 6 7

4. Additional programs and instruction for economically disadvantaged students:

1 2 3 4 5 6 7

5. Additional programs and instruction for students with disabilities:

1 2 3 4 5 6 7

6. Additional programs and instruction for English language learners:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s accountability for student achievement:

Educational Choices for Parents

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Educational Choices for Parents”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Summer School:

1 2 3 4 5 6 7

2. Pre-school opportunities:

1 2 3 4 5 6 7

3. After School Programs:

1 2 3 4 5 6 7

4. Charter Schools:

1 2 3 4 5 6 7

5. Sending students to another district:

1 2 3 4 5 6 7

6. Providing tutoring services:

1 2 3 4 5 6 7

7. Meeting the requirements of the Safe Schools Act:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district regarding educational choices for parents:

Teaching Methods

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Teaching Methods Advocated by NCLB”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Staff development and training:

1 2 3 4 5 6 7

2. Developing and administering authentic assessments:

1 2 3 4 5 6 7

3. Instructional materials and supplies:

1 2 3 4 5 6 7

4. Computer hardware:

1 2 3 4 5 6 7

5. Computer software:

1 2 3 4 5 6 7

6. Online instruction:

1 2 3 4 5 6 7

7. Researching and evaluating scientific based research instructional methods:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s implementation of effective teaching methods.

Emphasis on Reading

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Emphasis on Reading”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Remediation:

1 2 3 4 5 6 7

2. Diagnostic testing:

1 2 3 4 5 6 7

3. Reading programs:

1 2 3 4 5 6 7

4. Program evaluation:

1 2 3 4 5 6 7

5. Staff training and in-service:

1 2 3 4 5 6 7

6. Instructional supplies and materials:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s emphasis on reading.

Emphasis on Math

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Emphasis on Math”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Remediation:

1 2 3 4 5 6 7

2. Diagnostic testing:

1 2 3 4 5 6 7

3. Math programs:

1 2 3 4 5 6 7

4. Program evaluation:

1 2 3 4 5 6 7

5. Staff training and in-service:

1 2 3 4 5 6 7

6. Instructional supplies and materials:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s emphasis on math.

Hiring Highly Qualified Teachers

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Hiring Highly Qualified Teachers”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Recruitment of new teachers:

1 2 3 4 5 6 7

2. Induction/Orientation of new teachers:

1 2 3 4 5 6 7

3. Retention of qualified teachers:

1 2 3 4 5 6 7

4. Salary schedule:

1 2 3 4 5 6 7

5. Hard to fill positions:

1 2 3 4 5 6 7

6. Revision of staff manuals and job descriptions:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s ability to hire and retain highly qualified teachers:

Teaching English to All Students

Circle the number that best represents the financial impact of NCLB on each of the following budget expenditures as they relate to “Teaching English to All Students”. A ‘1’ represents a low financial impact; a ‘7’ represents a high financial impact.

1. Development of English language proficiency standards:

1 2 3 4 5 6 7

2. Development of English language tests:

1 2 3 4 5 6 7

3. Hiring of additional staff:

1 2 3 4 5 6 7

4. Providing additional training for paraprofessionals and aides:

1 2 3 4 5 6 7

5. Translation of documents and language:

1 2 3 4 5 6 7

Please provide any comments about NCLB’s financial impact on your district’s ability to teach English to all students:

How have the mandates of NCLB affected other categories of your district's budget?

What is your district presently doing to address the mandates of NCLB?

What type of additional services is your district planning to provide in order to achieve Adequate Yearly Progress?

What difficulties do you predict you will face in successfully implementing NCLB?

Appendix D
Rights of Human Subjects
Permission Form

Human Subjects Research Protocol Application Form

The KSU IRB is required by law to ensure that all research involving human subjects is adequately reviewed for specific information and is approved prior to inception of any proposed activity. Consequently, it is important that you answer all questions accurately. If you need help or have questions about how to complete this application, please call the Research Compliance Office at 532-3224, or e-mail us at comply@ksu.edu.

Principal Investigator: **Dr. David Thompson**
Project Title: **A Study of Selected Financial Implications of the Federal “No Child Left Behind” (P.L. #107-110) Law on Kansas Public Schools.**
Date: **January 31, 2006**

- I. BACKGROUND: (concise narrative review of the literature and basis for the study):
A review of the literature identified several mandates of the No Child Left Behind (NCLB) Law that could have significant financial impact on Kansas public schools. Reaction to NCLB varies from those who view it positively because it holds schools accountable for educating all students; to those who view it as an intrusion by the federal government. Regardless of the perspective, concerns are being raised about the ability of individual states to implement and finance the mandates of NCLB. The concern is compounded because states are having a difficult time predicting the overall financial impact of implementing NCLB and finding the money in already strapped budgets. A controversy exists between states and the federal government over the federal government’s unwillingness to increase funding for the implementation of NCLB.
- II. PROJECT/STUDY DESCRIPTION: (please provide a concise narrative description of the proposed activity in terms that will allow the IRB or other interested parties to clearly understand what it is that you propose to do that involve human subjects. This description must be in enough detail so that IRB members can make an informed decision about the proposal).
A survey and transmittal letter explaining the study and seeking participation will be mailed to all school superintendents in Kansas. The superintendent was instructed to select the individual with the most knowledge about the district’s budget to complete and return the survey. Districts not responding to the original invitation within four weeks will be sent a second request. Districts not responding to the second request will be consider non-participating districts. Respondents will be asked to reply to a series of closed and open ended questions. Respondents will not be required to include their name on the survey to assure anonymity.
- III. OBJECTIVE: (briefly state the objective – what you hope to learn from the study):
The objective of the study is to examine the financial implications of NCLB on Kansas public schools. The analysis of the data will provide a series of statistics and an attitudinal profile of school districts in Kansas toward No Child Left Behind.
- IV. DESIGN AND PROCEDURES: (succinctly outline formal plan for study):
- A. Location of study: **Kansas Public Schools**
 - B. Variables to be studies:**accountability for student performance; more choices for parents; teaching methods; emphasis on reading and math; quality teachers; and teaching English to all students.**
 - C. Data collection methods: (surveys, instruments, etc.- please attach) **Survey**
 - D. List any factors that might lead to a subject dropping out or withdrawing from a study. These might include, but are not limited to emotional or physical stress, pain, inconvenience, etc.:
Lack of time
Availability of information

E. List all biological samples taken: (if any)

None

F. Debriefing procedures for participants:

Respondents will not be required to give their name on the survey to protect anonymity. There will be no way to identify the respondent to the survey. The surveys will be destroyed after completion of the study.

V. RESEARCH SUBJECTS:

A. Source: **Kansas Public School Districts**

B. Number: **300**

C. Characteristics: (list any unique qualifiers desirable for research subject participation:

Knowledge of district's budget/school finance

D. Recruitment procedures: (Explain how you plan to recruit your subjects. Attach any fliers, posters, etc. used in recruitment. If you plan to use any inducements, i.e., cash, gifts, prizes, etc., please list them here):

Letter via U.S. Mail

VI. RISK-PROTECTION-BENEFITS: The answers for the three questions below are central to human subjects research. You must demonstrate a reasonable balance between anticipated risks to research participants, protection strategies, and anticipated benefits to participants or others.

A. Risks for Subjects: (Identify any reasonably foreseeable physical, psychological, or social risks for participants. State that there are "no known risks" if appropriate.)

None

B. Minimizing Risk: (Describe specific measures used to minimize or protect subjects from anticipated risks.)

Individual responses will be confidential

C. Benefits: (Describe any reasonably expected benefits for research participants, a class of participants, or to society as a whole.)

A better understanding of the financial impact of No Child Left Behind on Kansas school districts.

In your opinion, does the research involve more than minimal risk to subjects? ("Minimal risk" means that "the risks of harm anticipated in the proposed research are not greater, considering probability and magnitude, than those ordinarily encountered in daily life or during the performance of routine physical or psychological examinations or tests.")

_____ Yes X No

VII. CONFIDENTIALITY: Confidentiality is the formal treatment of information that an individual has disclosed to you in a relationship of trust and with the expectation that it will not be divulged to others without permission in ways that are inconsistent with the understanding of the original disclosure. Consequently, it is your responsibility to protect information that you gather from human research subjects in a way that is consistent with your agreement with the volunteer and with their expectations. If possible, it is best if research subjects' identity and linkage to information or data remains unknown.

Explain how you are going to protect confidentiality of research subjects and/or data or records. Include plans for maintaining records after completion

The participant's identity will remain confidential to the researcher only and in no way will be linked to the data collected. The surveys will be destroyed after the study is completed.

VIII. **INFORMED CONSENT:** Informed consent is a critical component of human subjects research—it is your responsibility to make sure that any potential subject knows exactly what the project that you are planning is about, and what his/her potential role is. (There may be projects where some forms of “deception” of the subject is necessary for the execution of the study, but it must be carefully justified to and approved by the IRB). A schematic for determining when a waiver or alteration of informed consent may be considered by the IRB is found at <http://www.ksu.edu/research/comply/irb/images/slide1.jpg> and at <http://ohrp.osophs.dhhs.gov/humansubjects/guidance/45cfr46.htm#46.116>. Even if your proposed activity does qualify for a waiver of informed consent, you must still provide potential participants with basic information that informs them of their rights as subjects, i.e. explanation that the project is research and the purpose of the research, length of study, study procedures, debriefing issues to include anticipated benefits, study and administrative contact information, confidentiality strategy, and the fact that participation is entirely voluntary and can be terminated at any time without penalty, etc. Even if your potential subjects are completely anonymous, you are obliged to provide them (and the IRB) with basic information about your project. See informed consent example on the URCO website at: <http://www.ksu.edu/research/comply/irb/app.html>). It is a federal requirement to maintain informed consent forms for 3 years after the study completion.

Answer the following questions about the informed consent procedures.

- a. Are you using a written informed consent form? If “yes,” include a copy with this application. If “no” see b.
 Yes No
- b. In accordance with guidance in 45 CFR 46, I am requesting a waiver or alteration of informed consent elements (See Section VII above). If “yes,” provide a basis and/or justification for your request.
 Yes No
 The only source of data for this study is a survey. Completion of the survey is voluntary. Return of the survey will indicate the school district’s consent to participate in the study.
- c. Are you using the online Consent Form Template provided by the URCO? If “no,” does your Informed Consent document have all the minimum required elements of informed consent found in the Consent Form Template? (Please explain)
- d. Are your research subjects anonymous? If they are anonymous, you will not have access to any information that will allow you to determine the identify of the research subjects in your study, or to link research data to a specific individual in any way. Anonymity is a powerful protection for potential research subjects. (An anonymous subject is one whose identity is unknown even to the researcher, or the data or information collected cannot be linked in any way to a specific person). If no, explain why and describe how you will protect the identity of subjects.
 Yes No
- e. Are subjects debriefed about the purposes, consequences, and benefits of the research? Debriefing refers to a mechanism for informing the research subjects of the results or conclusions, after the data is collected and analyzed, and the study is over. (If “no” explain why.)
 Yes No

*It is a requirement that you maintain all signed copies of informed consent documents for at least 3 years following the completion of your study. These documents must be available for examination and review by federal compliance officials.

X. PROJECT INFORMATION: (If you answer yes to any of the questions below, you should explain them in one of the paragraphs above.)

- | | | |
|-----|----|---|
| Yes | No | Does the project involve any of the following? |
| | X | a. Deception of subjects |
| | X | b. Shock or other forms of punishment |
| | X | c. Sexually explicit materials or questions about sexual orientation, sexual experience or sexual abuse |
| | X | d. Handling of money or other valuable commodities |
| | X | e. Extraction or use of blood, other bodily fluids, or tissues |
| | X | f. Questions about any kind of illegal or illicit activity |
| | X | g. Purposeful creation of anxiety |
| | X | h. Any procedure that might be viewed as invasion of privacy |
| | X | i. Physical exercise or stress |
| | X | j. Administration of substances (food, drugs, etc.) to subjects |
| | X | k. Any procedure that might place subjects at risk |
| | X | l. Any form of potential abuse; i.e., psychological, physical, sexual |
| X | | m. Use of surveys or questionnaires for data collection |
- If YES, PLEASE ATTACH!!!

IX. SUBJECT INFORMATION: (If you answer yes to any of the questions below, you should explain them in one of the paragraphs above.)

- | | | |
|-----|----|--|
| Yes | No | Does the research involve subjects from any of the following categories? |
| | X | a. Under 18 years of age (these subjects require parental or guardian consent) |
| | X | b. Over 65 years of age |
| | X | c. Physically or mentally disabled |
| | X | d. Economically or educationally disadvantaged |
| | X | e. Unable to provide their own legal informed consent |
| | X | f. Pregnant females as target population |
| | X | g. Victims |
| | X | h. Subjects in institutions (e.g., prisons, nursing homes, halfway houses) |
| | X | i. Are research subjects in this activity students recruited from university classes or volunteer pools? If so, do you have a reasonable alternative(s) to participation as a research subject in your project, i.e., another activity such as writing or reading that would serve to protect students from unfair pressure or coercion to participate in this project? If you answered this question "Yes," explain any alternatives options for class credit for potential human subject volunteers in your study. |

X. CONFLICT OF INTEREST: Concerns have been growing that financial interests in research may threaten the safety and rights of human research subjects. Financial interests are not in themselves prohibited and may well be appropriate and legitimate. Not all financial interest cause Conflict of Interest (COI) or harm to human subjects. However, to the extent that financial interest may affect the welfare of human subjects in research, IRB's, institutions, and investigators must consider what actions regarding financial interests may be necessary to protect human subjects. Please answer the following questions:

- | | | |
|-----|----|---|
| Yes | No | |
| | X | a. Do you or the institution have any proprietary interest in a potential product of this research, including patents, trademarks, copyrights, or licensing agreements? |
| | X | b. Do you have an equity interest in the research sponsor (publicly held or a non-publicly held company)? |
| | X | c. Do you receive significant payments of other sorts, e.g., grants, equipment, retainers for consultation and/or honoraria from the sponsor of this research? |
| | X | d. Do you receive payment per participant or incentive payments? |
| | X | e. If you answered yes on any of the above questions, please provide adequate explanatory information so the IRB can assess any potential COI indicated above. |

XII. PROJECT COLLABORATORS:

- A. KSU Collaborators-anyone who is collecting or analyzing data: (list all collaborators on the project, including undergraduate and graduate students)

| Name: | Department: | Campus Phone: |
|-------|-------------|---------------|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

- B. Non-KSU Collaborators: (KSU has negotiated an Assurance with the Office for Human Research Protections (OHRP), the federal office responsible for oversight of research involving human subjects. When research involving human subjects includes collaborators who are not employees or agents of KSU the activities of those unaffiliated individuals may be covered under the KSU Assurance only in accordance with a formal, written agreement of commitment to relevant human subject protection policies and IRB oversight. The Unaffiliated Investigators Agreement can be found and downloaded at (<http://www.ksu.edu/research/human/invagree.pdf>). The URCO must have a copy of the Unaffiliated Investigator Agreement on file for each non-KSU collaborator who is not covered by their own IRB and assurance with OHRP. Consequently, it is critical that you identify non-KSU collaborators, and initiate any coordination and/or approval process early, to minimize delays caused by administrative requirements.)

| Name: | Organization: | Phone: |
|-------|---------------|--------|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

Does your non-KSU collaborator's organization have an Assurance with OHRP? (for Federal wide Assurance and Multiple Project Assurance (MPA) listings of their institutions, please reference the OHRP website under Assurance Information at : <http://ohrp.osophs.dhhs.gov/polasur.htm>).

No
 Yes If yes, Collaborator's FWA or MPA # _____

Is your non-KSU collaborator's IRB reviewing this proposal?

No
 Yes If yes, IRB approval # _____

- C. Exempt Projects: 45 CFR 46 identifies six categories of research involving human subjects that may be exempt from IRB review. The categories for exemption are listed on the KSU research involving human subjects home page at <http://www.ksu.edu/research/human/exempt.htm>. If you believe that your project qualifies for exemption, please indicate which exemption category applies (1-6). Please remember that only the IRB can make the final determination whether a project is exempt from IRB review, or not.

Exemption Category: _____

- XIII. CLINICAL TRIAL Yes No
(If so, please give product)

If you have questions, please call the University Research Compliance Office (URCO) at 532-3224, or comply@ksu.edu

INVESTIGATOR ASSURANCE FOR RESEARCH INVOLVING HUMAN SUBJECTS

P.I. Name: **Dr. David Thompson**

Title of Project: **A Study of Selected Financial Implications of the Federal “No Child Left Behind” (P.L. #107-110) Law on Kansas Public School Districts.**

- XI. ASSURANCES: As the Principal Investigator on this protocol, I provide assurances for following:
- A. Research Involving Human Subjects: This project will be performed in the manner described in this proposal, and in accordance with the Federalwide Assurance FWA00000865 approved for Kansas State University available at <http://ohrp.osophs.dhhs.gov/polasur.htm#FWA>, applicable laws, regulations, and guidelines. Any proposed deviation or modification from the procedures detailed herein must be submitted to the IRB, and be approved by the Committee for Research Involving Human Subjects (IRB) prior to implementation.
 - B. Training: I assure that all personnel working with human subjects described in this protocol are technically competent and have completed the required IRB training modules found at: (<http://www.ksu.edu/research/human/modules/index.htm>). I understand that no proposals will receive final IRB approval until the URCO has documentation of completion of training by all appropriate personnel.
 - C. Extramural Funding: If funded by an extramural source, I assure that his application accurately reflects all procedures involving human subjects as described in the grant/contract proposal to the funding agency. I also assure that I will notify the IRB/URCO, the KSU PreAward Services, and the funding/contract entity if there are modifications or changes made to the protocol after the initial submission to the funding agency.
 - D. Study Duration: I understand that it is the responsibility of the Committee for Research Involving Human Subjects (IRB) to perform continuing reviews of human subjects research as necessary. I also understand that as continuing reviews are conducted, it is my responsibility to provide timely and accurate review or update information when requested, to include notification of the IRB/URCO when my study is changed or completed.

Appendix E
Team of Contributors to the
Survey Instrument

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Appendix F
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Survey Instrument

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Appendix G
Transmittal Letter to Jury of Evaluators

March 1, 2006

Dear

You have been selected to serve as a member of a jury of evaluators to review part of the work I am doing towards my doctoral dissertation at Kansas State University under the supervision of Dr. David Thompson. The purpose of my dissertation is to determine the financial impact of selected mandates of The No Child Left Behind Act on Kansas public schools.

Enclosed you will find a copy of the survey instrument I will be using to collect my data. The budget expenditure items were identified from the review of the literature and from central office administrators within my own district, USD 465 Winfield. Please review the survey instrument with regard to its form, clarity and validity. Feel free to add any budget expenditures affected by The No Child Left Behind Act that are not listed. You are also encouraged to respond to the survey instrument, comment freely, and make any suggestions that will make the survey more valid and reliable.

I understand the demands on your time, however, your timely response will be greatly appreciated. In addition, the results of a valid survey instrument will help us all as we face the financial challenges of running our districts. Again, thank you for your assistance with my research project.

Sincerely,

Dennis Gerber, Principal
Winfield Middle School

Appendix H
Transmittal Letter to School Superintendents

May 6, 2006

Dear Superintendent of Schools,

As part of my doctoral work at Kansas State University, I am conducting a study to determine the financial implications of the No Child Left Behind law on Kansas school districts. All school districts in the state of Kansas are being asked to participate in the study. I would appreciate your response to the enclosed questionnaire and forwarding it to me in the enclosed pre-addressed, stamped envelope. You may designate someone with appropriate knowledge of your district's budget to complete the survey.

If you prefer, you may complete the questionnaire on line by going to **usd465.com/~dennis_gerber**. Enter the username: **superintendent** and the password: **survey**.

I know your schedule is busy this time of year, however, your response is extremely important to the success of my study. Your prompt response to the survey by May 22nd would be greatly appreciated.

Thank you in advance for your assistance and cooperation with this study.

Sincerely,

Dennis Gerber, Principal
Winfield Middle School

APPENDIX I
NARRATIVE SURVEY RESPONSES
GROUPED BY NCLB VARIABLES

Accountability for Student Achievement

- The money put into at-risk such as after school programs, remediation instruction, and summer school has depleted our general fund.
- High quality assessments are expensive.
- Thousands of hours have been invested on the alignment of curriculum with state standards.
- Special education is chronically under funded.
- NCLB has had a favorable impact on student learning.
- Implementation of programs for student achievement is expensive and time consuming.
- Significantly increased services for at-risk and non-proficient students.
- We have invested twenty-six days administering, practicing and preparing students to take assessments.
- The greatest impact of NCLB on our district has been in research based programs, added personnel to manage and deliver the programs, training for personnel, curricular alignment with state standards, support for students who are below the proficiency level, and support programs to provide more time for students below proficiency. Other resources such as time, personal energy, and loss of focus on other necessary programs is also a cost that must be calculated. Many programs have been abandoned or reduced to find the money, time and energy required of the NCLB initiative. This drain on other critical education programs will continue as long as NCLB is under funded by the federal government.

- NCLB has made a positive impact on reading and math, but has had a negative impact on social science and science. I don't feel our students are the well-rounded students we had before NCLB. With most mandates, they should be funded at 100%, which NCLB is not. It takes a lot of time and effort to jump through all the hoops and many of them are not necessary. We have good teachers leaving the profession because of the pressure associated with NCLB.
- Some of the requirements are not the most feasible in terms of how the data is expected to be presented, but this is data we need to be collecting.
- Hired more aides to assist with record keeping.
- We have purchased NWEA assessments tools and K-8 Compass Learning that takes the data from NWEA and translates it into a prescription for each students' learning needs.
- Implemented a new testing program from NWEA.
- The financial impact of NCLB is significant. The time required to make sure that we make AYP is huge. It has driven us to focus on the core subjects more, and thus we have had to make sure that the other areas are not neglected. Instructional time and staff time required for compliance with NCLB has changed the way we do business.
- Our district is experiencing an increase in many sub-group areas. So far, we have been able to meet AYP with some grade levels making "Standard of Excellence", but staying ahead of the required AYP levels is becoming a concern and will require more funded resources. Examples: Our regular

student population is decreasing, while our special education population increases, our free and reduced population has increased to where we are now sixty percent in our K-8 schools. Three years ago we did not have migrant or ESL students, now we have fifteen to twenty.

Educational Choices for Parents

- Additional staff will have a financial impact on our district.
- Remedial instruction for non-proficient students is expensive. Instruction is not always based on ability, but maturity and motivation.
- Offering after school tutoring four days per week.
- Summer school for students who did not score above “basic” on the state assessment.
- The impact has been positive by requiring summer school for at-risk students.
- The major impact in this category has been to maintain the high graduation rate. We were forced to maintain our diploma completion program and a charter school for potential high school dropouts and middle school students who were showing such tendencies. We had to cut our after school program due to loss of funding from the 21st century grant about four years ago. We have not been able to regenerate that program since. It would be an effective support program but we have not yet funded all that needs to be done during the school day and will not, therefore, fund it until we have adequate reading and math programs in place for all students. Our district has funded all day kindergarten for several years. We will pursue funding additional four year old programs as funding becomes available. Again, we must first fund the needs of K-12

education. Since we have not been subject to the penalty side of NCLB, we have not had to fund any of the consequences.

- Providing after school and summer school programs with or without NCLB.
- We currently have a 21st Century Grant that helps fund an after school program and summer school.
- These are areas that do not affect us that much in that we are already providing these services prior to NCLB.
- Schools do not operate in a vacuum where they can control all of the factors that influence student learning. It is essential that all players be involved and participate in the process. NCLB has helped to motivate schools to get better and that is a positive result. Improved results come with a price, but even money won't solve some of the issues that affect student achievement.

Teaching Methods That Produce Results

- NCLB and its mandates are not a cheap endeavor; anything new and/or different will take additional funds.
- Movement on salary schedule for PDC points is expensive.
- We spent a great deal of money to purchase computers to administer online tests.
- Implemented an IDL classroom so students can take college courses online.
- These areas have all been very expensive to support and carry out the mandates of NCLB. We should be spending more money on authentic assessments. We are considering going to online instruction for alternative school, however, those students tend to need social skills and therefore, social interaction as part of their education program. We have used online courses to recover some credits for regular education students but the students pay the fees and it is not yet a school-wide program. Online courses are not widely usable at the K-6 level so its use is restricted to 7-12.
- This is an area that tends to be the most costly and least recognized. Neither the state, nor federal government has an authentic assessment. We spend way too much money on “one day, in one way” tests.
- Have hired education consultants through the service center to assist staff with instruction and data analysis.

- Spending more money for staff development and hiring reading and math literacy coaches to provide daily support in grades K-5.
- NCLB has accelerated the implementation of good staff development for certified staff, as well as raise the level of concern.

Emphasis on Reading

- Created a K-3 reading position to help 'at-risk' students.
- Developed secondary at-risk courses to improve reading.
- Reading has always been a costly program. Main expense has been the addition of remediation at the junior high level.
- Putting significant investment in KALL and Reading Recovery.
- Our NCLB efforts go almost entirely to remediation. The various reading groups in the SFA program tend to be equalized no matter the student's abilities. However, the tutoring and facilitator salary cost are focused on remediation. We have focused on growth measuring software (MAPS and DIBELS). Combined with the results of the state assessments, that has become the center of our diagnostic efforts. Teacher observation has also been a valuable source of information for diagnosing student learning difficulties and discovering program weaknesses. Reading has been our main focus and therefore, our greatest investment. Reading well enhances math performance given the nature of the state math test. Staff training and materials are really canned programs that are accomplished by the SFA program in Baltimore, MD. We meet and share locally and learn through application and the company does send representatives on site for consultation, continued training, and problem solving. All of this is very expensive and therefore, absorbs many school dollars.

- We support instructional coaches at the elementary level and assist teachers with reading.
- We continue to update materials and instruction based on research for our reading programs.
- It is costly, but necessary to address the individual needs of students.
- Implemented a new guided reading program by Scholastic.
- Hired a reading literacy coach at the start of the 2004-2005 school year to provide training for teachers and paras, and coordinate a district guided reading program for all K-5 students.

Emphasis on Math

- Implemented an internal tutor/teacher for students who are not meeting state standards at the middle school and high school.
- Created three new math courses to remediate math learning deficiencies of at-risk students.
- Have purchased a considerable amount of supplies and equipment.
- Math has always been an expensive program.
- Purchasing a new math series.
- The costs for math are below those of reading simply because we have emphasized solving reading program problems first. We are completing the installation of SFA reading this year that has taken almost all of our available funds. Once that is in place, the funding for math programs will increase dramatically. The anticipated costs of program material, remediation, teacher training, technology support, and other factors will accelerate the costs of meeting the NCLB mandates for math. We have committed to the Everyday Math program and a functional math program call “Go Figure”. Math and science will be our next two major emphases. If we accomplish the same in math and science as we have in reading, we would add a number of personnel to remediate and to expand program teaching and support. This would be enormously expensive. We have recently committed to fourteen district wide tutors at a cost of about

\$240,000. Add to this the cost of reading facilitators at a cost of \$160,000.

We do see our reading scores rising due to past investments in staff, material, and training. We hope to see a similar increase in math and science scores but it will be very expensive if reading is any indication.

- Investigating more non-traditional methods for teaching math.
- Implementing a tech-rich classroom.
- We need to think about the amount of math (Algebra II in particular) that is essential to be competitive in today's society.
- Adopted new math textbooks for the 2006-2007 school year.
- Implemented new Saxon math program.
- Hired a literacy math coach at the beginning of the 2005-2006 school year to provide instructional leadership to improve math instruction.

Hiring Highly Qualified Teachers

- A large percent of our general fund goes to teachers salaries.
- We have implemented a comprehensive new teacher mentor program that is effective, but very costly.
- Difficult to fill important positions and to retain the best teachers.
- Salaries are lagging behind, making it difficult to find enough teachers, let alone highly qualified teachers.
- The hardest areas to fill have been reading specialist, library, media, math, science, and foreign language.
- The recruitment costs have not increased substantially, however, as we find fewer and fewer quality math and science teachers, we will have to look internationally and that may increase recruitment costs. We are already making contacts with Costa Rica and Mexico to find high quality teachers who are fluent in English. This next year, we will embark on an induction program for beginning and new teachers to the district and profession. Prior to this year, we had a one day induction for all new teachers. We are initiating this program to better prepare new teachers and to boost the salaries of brand new teachers. Currently, we are losing teachers to other states and wealthier districts within our state. Our salary schedule is lower than most schools our size and so we are at a disadvantage in retaining quality teachers. We have begun to pay more for

certain “hard to fill” positions such as math, science, language arts, music, agriculture education, and special education. Expectations are increasing for all teachers and it will require a change in all documents but especially the evaluation documents.

- We are behind in pay scale and health plans. Implementing a new health plan at a cost of \$80,000.
- The cost is monumental, but in many cases it will not matter how much money we spend if there are no candidates.
- Highly qualified teachers are hard to find at the high school level.
- Teacher shortages in math are critical when trying to meet the highly qualified mandate.

Teaching English to All Students

- Have already implemented strategies so there has been no increase in this budget expenditure.
- Anticipating the need to employ a half-time ELL teacher.
- We do not have a large ELL population. At one time we had a large influx of Thai residents who were first generation and required a great deal of school and community support. The second generation of students has been assimilated into the English speaking population and require less support. We have slowly reduced our support for ELL students and maintain a minimal program currently. We have a sizeable Hispanic population in a neighboring community. They are currently employed by a meat packing plant and have a population of about one-hundred-fifty children in the public school in that community. We have not benefited from that population enrolling in our schools and it has, therefore, not affected our ELL needs. Our current program is limited to elementary school, middle school, and high school. We may have a need in our newly formed intermediate school, but we do not anticipate a large need there. We have had translators on call at our last two enrollments. Only one or two families have required such assistance and so we anticipate not changing that status in the future. The state assessments used to determine the NCLB proficiency goals have not indicated low scores in our ELL population.

- We have experienced a dramatic increase in the number of ELL students over the past six years.
- It is difficult to provide services for a few ELL students when no money is generated.
- We currently do not have any ELL students, however, we know we must provide services in the event that we gain ELL students.
- A large Hispanic population has had a tremendous impact. Although many are successful, some return to Mexico for an extended period of time, then return just in time for state assessments, leaving little time to prepare for the state assessments, much less learning the English language.
- We had our first ELL student last year. Next year we are expecting four.

Effects on Other Categories of the Budget

- Restricted the purchase of computers to do online assessments.
- The purchase of outside services for assistance with data analysis, staff training, and hiring highly qualified teachers has been limited.
- Have re-allocated the general fund budget to provide resources for remediation and support programs to extend regular instruction.
- Funds are limited to implement student improvement teams.
- Have cut some expendable programs because the budget has tightened. Have had to make adjustments to the budget to protect the Fine Arts program.
- More money is going to math and reading instruction.
- Experiencing an overall increase in support services, staff training, and equipment district-wide.
- Additional employee expenses were necessary for the KIDS Individual Student Database.
- The stress level of staff has increased. Anticipating a tremendous shortage of teachers in western Kansas.
- Additional expense for in service training for supplemental services.
- All expenditures have increased with no additional funding.
- Busing for after school and summer school tutoring has been an additional expense.

- NCLB is costing our district more money in almost every area.
- NCLB has forced us to reduce expenditures in other areas.
- Designated specific staff member who's sole responsibility is the management of school improvement.
- Requires more spending for at-risk students and programs.
- It has restricted how we allocate funds for all programs. NCLB has increased the costs of all programs.
- The mandates have caused us to spend more time and money on at-risk programs, ELL programs, and after school care and tutoring. It has also forced us into the process of implementing all day kindergarten. We are choosing to do this to have the opportunity to help catch students who now come from a different society where the parents are not as active in the student's life as they once were.
- Caused additional training for administrators, counselors, and test coordinators.
- Several grants have helped defray the cost.
- The budget is not as big of a problem as stress.
- Increases toward meeting NCLB mandates have caused a reduction in other areas of the budget.
- Forced budgets to remain steady or reduced.
- Has caused reductions in some areas as NCLB needs have increased.

- Placed more money toward math and reading programs and staff development.
- We have made a considerable investment in technology to better support remediation especially at the K-6 level. Reading has been so very expensive that we have not had money available for curriculum review and updating of materials in other curricular areas. For example, it has been five years since we have had a review and purchase of curricular materials in the major, basic curricular areas other than replacing books and materials that were totally worn beyond use. We have shifted support staff positions from those who assist teachers to those who tutor children. The next year, we will shift our emphasis from teachers who engage in tutoring to retired teachers and qualified aides who will carry the burden of directly tutoring children. Providing increased tutoring and conferencing areas rather than total commitment to classrooms has impacted our newly constructed facilities. Administration has been impacted by the requirements of the NCLB program that requires oversight and supervision, especially higher expectations of teachers, programs, and tutors. Facilitators for the SFA program are simply assistant administrators who specialize in administrating that particular program. If we have to do the same for math, we will be spending a tremendously huge amount for personnel and administration just on those two programs. The effect of trying to meet the mandates of NCLB is that other programs get reduced

funding and therefore may diminish in effectiveness. Programs such as fine arts, physical education, and vocational education begin to suffer because of transferred funding. We may get criticized for those programs not being quality or competitive, however, our accreditation and NCLB sanctions are not threatened if those programs are not proficient.

- The lost instructional time for testing has been significant.
- If we get to the stage of needing to provide choice, our transportation costs will be greatly impacted.
- Additional expense for technology has been significant since all students take assessments via the computer.
- Resources are focused almost entirely on test scores rather than quality programming.
- NCLB has forced our district to fund programs and instruction in areas not previously funded.
- The fiscal demands for staff development have been dramatic.
- The mandates have forced us to look more critically at where our money is spent.
- Title and at-risk funds are now almost completely absorbed on activities surrounding state NCLB testing.
- There is a much larger allocation of the budget toward at-risk and remediation.

- We are moving toward full implementation of Virtual Prescriptive Learning to help design remedial programs.
- Have made a total district commitment to NCLB at the expense of other curriculum issues.
- The primary expense associated with meeting NCLB requirements is associated with staffing. You can make significant progress if you have highly qualified staff to provide quality intervention programs. Staffing is expensive, but it reaps quality results.
- We have to spend a great deal of money on at-risk and special education students at the risk of high achieving students.
- It has taken money away from other expenditures to pay for unfunded mandates.
- It has forced us to shift resources to have competitive salaries and new programs.
- Spending more money on district in-service and testing.
- Additional expense for technology updates and hardware to support the required testing and assist students who fall below proficient.
- There is no room in the budget to expand programs that are not related to assessment or remediation.
- Additional after school and remediation programs have increased busing and transportation costs.

- The mandate has placed a new sense of urgency on the teachers to become more proficient at preparing and delivering curriculum. More of our resources are going toward the training of certified staff to write, deliver, and assess curriculum.
- We have been unable to finance textbook rotation. Our district operates with a minimal classified staff. Cannot afford to keep maintenance of all district buildings repaired as needed. Superintendent may become a principal to save money for other needs.
- We are more focused on the needs of at-risk students and students with disabilities.
- All of our budget is focused on improving student achievement. This is partially a result of NCLB, but has always been the purpose of our organization.
- The cost of NCLB have put a strain on the other areas of our operating budget.
- It has limited the purchase of textbooks and instructional supplies.

Addressing the Mandates of NCLB

- Placing more emphasis on standards.
- Emphasizing the QPA school improvement process.
- Continually looking for ways to improve learning, especially for ELL and at-risk students.
- Use at-risk funds provided by state legislature to help meet NCLB requirements.
- Incentives to encourage tenured staff to attain highly qualified standards.
- Implementing programs that address the instructional needs of at-risk students.
- Promoting continuous improvement to develop successful learners.
- Extended school day.
- Seminar sessions focusing on math and reading.
- Remedial classes for students not successful in math and reading.
- Increased diagnostic testing of students in elementary school.
- All day kindergarten.
- Guided Reading.
- Accelerated Math.
- Increased computer assisted instruction.
- Frequent monitoring of student progress.

- More emphasis on standards.
- More focused professional development for staff.
- Continue to offer additional help for non-proficient students.
- Hired curriculum specialist to revise math and reading curriculum and assist teachers with the interpretation of data.
- Provide more time for practicing and preparing for assessments (state, NWEA, Pass-Key).
- Added summer school and after school tutoring.
- Implementation of SFA reading program.
- Trying to increase salaries to hire and retain highly qualified teachers.
- Created a standards class for students who failed to score proficient on the state assessment the previous year.
- All sixth, seventh and eighth grade students have two math and two English classes.
- Implementing research based interventions and strategies.
- Focusing on the creation of authentic assessments and the development of local assessments.
- Hiring more paraprofessionals.
- Using area service center to align curriculum and develop new teaching strategies.
- Lowered class size, provided tutoring, purchased additional materials, and more staff development.

- Investing time analyzing data and working with individual teachers about ways to help students be more successful.
- Added more personnel, paraprofessionals; implemented programs before and after school; implementing more technology hardware, software, and training.
- We have spent time and funds in developing local assessments to help us meet the requirements of growth for each of the grade levels. We are spending more on transportation to get students home from the after school programs. If we do not do this we will not be able to have the participation needed. We have written for grants to improve and establish at-risk programs. When the grants run out, we have had to modify the programs or stop the program due to the additional costs.
- Established Professional Learning Teams, early release of students at 2:00 every Wednesday for staff development and more emphasis on math and reading.
- Have made summer school mandatory.
- Using a matrix to identify at-risk students and focusing staff development on standards.
- Implemented new assessment (MAPS) with frequent reviews and reports.
- Implementing early warning assessment (developing, administering, analyzing); developing data times; defining essential curriculum.

- Trying to meet requirements with present resources; incorporating LOB to assist with funding.
- Establishing more remedial programs and computer driven instruction.
- Increasing use of formative assessments.
- Developing new support programs for students not performing at the proficiency level.
- Focusing on early childhood; extending learning day and year; establishing more structured professional development program.
- Using data to drive decisions on curriculum development and staff training.
- Continuing research of new innovative methods and programs.
- We are investing heavily in reading and math programs at the expense of many other areas of the budget including other curricular areas. Our scores have improved, but we now only work hard to ensure that all students improve reading, writing, and math skills, but we also ensure that students are not disadvantaged when taking the state assessments. We do spend considerable time and effort ensuring that students practice taking the assessments. We are concerned that students who are not close to proficient are being given less time by teachers than those students who are close to the cut scores and will boost the teacher's classroom and principal's building proficiency score. Students not close to proficient, special education, ELL, and students who are struggling

learners are in danger of being treated as undesirable students to have in class because they will not help improve your percent of proficient or greater. Although we do not encourage such treatment, the NCLB requirements themselves make some student groups less desirable to have in your school than others. I have certainly received complaints in my district where there are multiple buildings at a certain level. The same is true of students who want to go to another district yet lack the academic skills to already be proficient or better.

- Implementing state assessment awareness activities, school assemblies, and awards ceremonies.
- We have developed an aligned curriculum, determined essential outcomes and created common assessments for reading at the elementary level and all core subjects at the secondary level. Elementary math is on the radar for the coming year. We hired a learning coach for each of our nine schools to facilitate the implementation of Professional Learning Communities.
- Evaluating programs for students with disabilities and students at-risk.
- Creating several remedial and coaching type positions.
- Implementing a new reading program.
- We have quality curriculum being offered by quality teachers. We emphasize reading K-12, and integrate reading into all subject areas. If students are proficient readers, they can be life-long learners, and do well

on achievement tests. We feel most achievement tests assess reading proficiency first and content proficiency second. Along with an emphasis on reading proficiency, we have taken great effort to align curriculum with state standards and monitor the delivery of these standards. We also have well defined interventions program that we provide for students who need assistance.

- We have aligned our curriculum with the state curriculum and put additional focus on math and reading.
- In most cases, NCLB mandates what we should already be doing. The main struggle with the legislation is that authentic assessments are even more time consuming and costly than the assessments currently used.
- Aligning curriculum, hiring highly qualified teachers, providing professional development and tutoring.
- Making certain that teachers are highly qualified, standards training, more remediation, and the creation of new classes for students who do not make proficiency.
- Providing alternative methods and materials for students demonstrating difficulty with standards. Requiring summer school, tutoring before and after school, Friday and Saturday school.
- Developing local quarterly assessments in all subjects in grades two through twelve.

- Adding data to student data management system to track achievement and progress.
- Adding staff to reduce class size at the elementary level.
- Adding online education programming for improving student achievement scores and proficiency levels.
- Delivering a state and district aligned curriculum. Demanding higher levels of performance from students and staff.
- Implementing Measures of Academic Progress (MAPS) in grades three through twelve.
- We offer summer school, after school tutoring, hire aides to help with struggling learners, offer a credit recovery online program, purchased Academy of Reading, and pay teachers to serve on committees.
- Our district has tried to focus on analyzing individual and group student achievement. We have invested significant dollars in-servicing staff on standards and effective teaching strategies. Time is inadequate to address the requirements of NCLB and time is money.
- We have instituted school-wide reading programs in our elementary schools. These are very expensive programs in terms of staff development and instructional supplies. We have instituted the “Ramp Up” math program for secondary students who are having difficulties in regular math. We are increasing our efforts to meet the ‘highly qualified’ mandate through more recruiting efforts and offer higher salaries.

- We are currently aligning our curriculum to the state standards and assessments. Updating our testing procedures with NWEA, giving us data within twenty-four hours to make necessary adjustments in the classroom.

Additional Services

- Continued updating of how to address needs of at-risk students.
- Continued focus on staff development.
- Test preparation for students.
- Summer school.
- More paraprofessionals in classrooms.
- Providing Spanish/English versions of textbooks for ELL students.
- Limiting class size to ten to fifteen students.
- After school tutoring services.
- Hiring more aides to work with students during school.
- Virtual Prescriptive learning for remediation in grades seven through twelve.
- Learning labs for students struggling to meet AYP.
- After school and summer school programs that target at-risk students.
- Technology assisted instruction to enhance student achievement.
- Considering additional supplemental services if AYP is not achieved.
- Increasing at-risk services.
- Remedial instruction.
- Additional staff and computer software for one-on-one instruction.
- Portable laptops in grades three through eight and a Reading Counts program in grades K-12.

- Hiring more ELL teachers.
- Moving towards computerized diagnostic tools and the development of an Individual Growth Model.
- Plan to hire more paras and develop a more comprehensive after school program.
- Dual courses in math and reading for some students.
- Improving our ELL program; adding all day kindergarten; adding additional software and equipment to assist students with the educational process.
- Pre-school program.
- Adding a part time coach for math students.
- Additional tutoring and instruction for students and classes not meeting AYP.
- Reduced electives for student not making AYP and added staff for at-risk secondary students.
- Purchased new software for remediation and summer school programs.
- Hired literacy coaches.
- Added Reading Recovery at the primary grades.
- New reading program for junior high level.
- Added Literacy First and SFA reading programs.
- Constructivist methodologies.
- We would like to provide an extended day program, a more effective

extended year program, a pre-K program that truly prepares students for success at the kindergarten level and beyond, a parent support program that involves parents in the education of their children, and a strong teacher quality program that encourages innovative/effective teaching and truly rewards teachers for teaching quality. Making AYP is a matter of setting high expectations and then supporting students, parents, and teachers in achieving those high expectations and standards. Reducing K-6 class size is also a way in which we can have a greater affect on making AYP. It is however, the commitment of the teacher and support faculty that are the most important factors in achieving AYP.

- Curriculum mapping in line with state standards.
- NWEA evaluations.
- We hope to work on creating mechanisms for monitoring individual students to track progress. Our goal is to show growth for every student. That may not translate to a classification of proficiency for every student but growth is our goal.
- We believe extended day learning opportunities are the key to going to the next level. Our struggling students need additional time with highly qualified teachers to overcome their deficiencies.
- Spending additional time and money on at-risk and special education students.

- We are coming from a different angle. We contend the key lies in providing more engaging education and using truly authentic assessments of progress and learning.
- Literacy coaches and technology integration specialists.
- Developing in service training that allows time to review test results, time to work with other staff members, time to implement new programs, and time to assess and evaluate existing programs.
- Mandatory classes before and after school for students who are not proficient or behind academically.
- Expanding at-risk services, summer school and after school opportunities, and staff development to provide an outstanding program that applies the variable of time to our students and allows a level playing field for learning to occur.
- Offering summer school, before and after school tutoring, smaller class sizes, and review of data and assessments.
- We've added an at-risk math instructor to assist with the instruction of math in the middle school and the after school tutoring program.
- We will continue to monitor and identify students who need extended learning opportunities. We will continue to evaluate and revise our curriculum to ensure that we are teaching the curriculum which will be evaluated in the NCLB process. We have always invested in training our staff but this will become even more necessary as we move toward the goal of 100% proficiency. At some point all schools will have to look at the

structure of the school calendar and see if there is a different calendar which will enhance student retention of information and knowledge.

Predicted Difficulties Meeting AYP

- The graduation rate has been our toughest area to meet the requirements of NCLB.
- Fear of being labeled a “failing school” around year ten of the AYP scale.
- Finding highly qualified teachers, specifically at the middle school level and secondary special education.
- Increasing achievement for all students.
- Declining enrollment resulting in less funds.
- Inability to recruit and retain highly qualified teachers.
- Lack of resources to employ para educators to support instruction and reduce teacher/pupil ratios.
- Maintaining AYP as the cut scores increase and student achievement levels off.
- Achieving 100% proficiency.
- Dealing with an accelerating shortage of teachers.
- Finding more funding for teachers’ salaries and math and reading programs.
- Low staff morale.
- Increased diversity of student population making it more difficult to reach 100% proficiency.

- Subgroups i.e., ELL, will have a difficult time meeting AYP in math; students cannot comprehend word story problems.
- Quality teachers leaving the profession.
- Enrollment indicates the possibility of ten different sub-groups in the future making it highly unlikely that we will make AYP.
- Finding personnel willing to do the additional tasks and funding.
- The largest problem we will face in the process is the finances and availability of teachers. Currently we are having to continue to raise local taxes to fund the educational process while declining in enrollment. We lost several teachers this year, not because of being unsatisfied with our district, but with the fact that they can make more money in other places. The struggles of finding teachers qualified for the position is difficult. It also means that we will find time as a problem for continuing to improve. We will need more time for the teachers to become more adequate in their fields. The expense of this time will have to be off duty costs or during contract costs that take time away from the students which has its own problem with striving to succeed.
- No amount of money will guarantee 100% proficiency.
- Getting all students of the same age, to the same finish line, at the same time.
- Time and money; would like for the state to mandate longer school year; we cannot afford to add days according to the bargaining unit.
- Staff burn out and meeting proficiency by 2014 is not realistic.

- We experience an average of 60% annual student turnover. Each year we have about 6 months to assess and work with students before they take the tests. This will become more difficult each year.
- Students are over assessed. Motivation to do well seems to decrease.
- Some secondary mandates in curriculum need to be removed, i.e., wellness programs, health instruction, or at least reconsidered.
- The performance of special needs students impacts the school's overall performance. Their affect on the school's AYP performance needs to be reconsidered.
- Lack of funds to meet required level of student performance.
- We will fail to meet AYP at some point. In the meantime, we use these expectations to set goals and improve existing programs.
- Getting parent and community support for non-traditional instruction and programs.
- Maintaining all programs currently in place.
- Meeting all the provisions of NCLB will be very difficult. Getting all teachers, students, and parents convinced that it can be done is also very difficult. If achieving the mandates of NCLB was the sum of the public education process, it could be done very quickly. Requiring all of the other facets of educating children to be done well has to some extent been overlooked or forgotten by the framers of NCLB. There is tremendous leverage on school administrators and boards of education, however,

there is very little serious pressure on classroom teachers to perform at a high standard of excellence. Such things as negotiated contracts, teacher tenure laws, teacher unions, and teacher advocates who exist to protect teachers, good or bad. These laws must be changed if there is to be accountability of teachers and schools. It sounds as though I am blaming other sources of input into a child's education but we must also find a way to hold parents more accountable for their support (or lack thereof) for their child's education.

- It is inevitable that our schools will begin to fall behind, beginning with high school, followed by the middle school, and then the elementary schools. The difficulty will be in convincing our public that our schools are not failing.
- Federal funding continues to decrease in our district making it difficult to support students and train teachers.
- Teacher tenure is a challenge when trying to implement school improvement plans and guide instruction toward state standards.
- We feel there will always be some children who fail to meet AYP. We are striving to minimize the number of students, but feel it is highly unlikely that all students will reach a level of proficiency that is defined by NCLB.
- We will need additional time and money to address the needs of all students. We will not be able to meet the 100% proficiency requirement.

- Money will become more of a concern since our enrollment is declining. We will have a difficult time meeting salary demands and having the necessary staff to meet the needs of students.
- Lack of time, trying to motivate students, and gaining help from parents.
- Meeting the unrealistic expectations mandated by NCLB. Money is not necessarily the answer. Making more realistic expectations by NCLB is the bottom line.
- When the bar is raised and it becomes impossible to reach AYP.
- Teacher burn out; financial burdens; finding qualified and certified teachers; having principals available to go into classrooms to observe and help teachers do a better job.
- Every year educators have to be more creative in meeting the needs of students in order for them to have the necessary skills to do well on the state assessments. The pressure on educators to keep up with NCLB standards can lead to burn out and the exodus of highly qualified teachers from the profession. Replacement of these professionals is getting harder and harder every year.
- We have lost the real emphasis and that is to develop a good citizen who can think and stand on his or her own. Now we develop good test takers.
- The challenges of meeting the NCLB requirements will become greater as the proficiency requirements increase. Consideration will need to be given to whether it is realistic to expect 100% proficiency. If that is the goal, then substantial increases will be required in the amount of money available to

address the needs of those students who are not meeting the goal. A danger of NCLB is that those talented and gifted students get left out and thus, do not reach their potential because the focus is on the students at the other end. This model is not unlike the old state model where you try to get students to reach a minimum standards. A better model might be a growth model where every student is expected to grow regardless of the level of proficiency. Another challenge in Kansas may be the State Board of Education, the Commissioner of Education who sometimes does not understand the importance of public school instruction of an educationally accepted curriculum. If the commissioner continues to promote charter/private school instruction at public expense, then those who receive the public funds should be required to accept all students and be held accountable to the same standards.

- Finding highly qualified teachers and making AYP.
- Communication with voters and patrons.