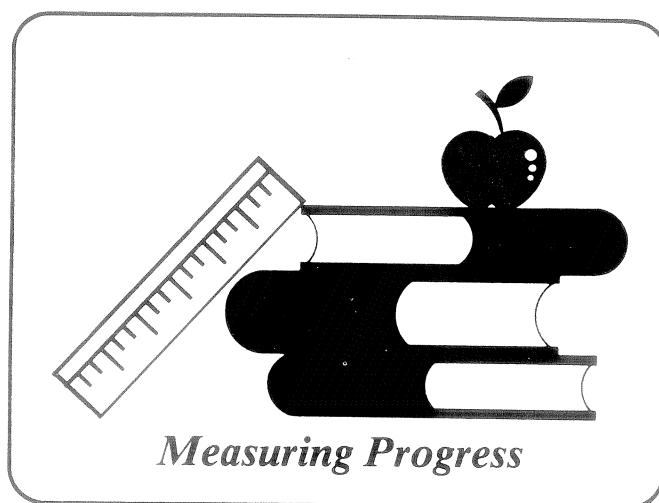


OFFICE OF EDUCATION ACCOUNTABILITY

ANNUAL REPORT



DECEMBER 1993

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**The 1993 assessment results are
"promising and puzzling: promising because some schools
have figured out how to have children succeed at
higher levels, puzzling because others haven't."**

*Dr. Thomas C. Boysen, Commissioner of Education,
September 30, 1993.*

December 1993

INTRODUCTION

The statement from Dr. Thomas Boysen, Commissioner of the Kentucky Department of Education, at the release of the 1993 assessment about the "promising and puzzling" scores, reflects not only the scores themselves, but also the current climate of Kentucky school reform.

Some examples of the "promising" include:

- evidence that systemic reform is occurring in elementary and middle schools;
- improved student achievement by those students using the services of Family Resource and Youth Services Centers; and
- a growing acceptance and understanding of primary programs.

Among the "puzzling" are:

- 12th grade performance on the KIRIS assessment; and
- school districts with less than 50 percent of their schools site-based.

As Ralph Waldo Emerson said, "Society does not like to have any breath of question blown on existing order." Perhaps it is the depth with which the Kentucky Education Reform Act (KERA) questions the existing order that has produced both promising and puzzling results. In 1993, we have seen much of the promise for Kentucky's school children. We must continue our commitment to solve the remaining puzzle.

The 1993 Annual Report, based on available data and staff observations, is intended to serve as a discussion document as we review KERA. I look forward to those discussions and the opportunity to further evaluate KERA's many components.

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EXECUTIVE SUMMARY

The 1993 Annual Report provides evidence of the changes being implemented in local school districts and individual schools across the state and serves as a document for discussion.

Kentucky School Finance. The Support Education Excellence in Kentucky (SEEK) is a "tiered" system composed of three distinct but closely related components: state adjusted base guarantee, Tier I, and Tier II. The state contribution to the state adjusted base guarantee in 1992-93 averaged \$3,084 per pupil, and reflected a positive digression from the relationship between wealth and resources. In 1992-93, 173 of 176 districts participated in Tier I to some degree. The wide disparity of Tier I, particularly the disparity among eligible districts, is something that must be closely monitored. Tier II also reflects wide disparity; however, all participating districts had existing authority. This situation, like others, should be closely monitored over time. This report uses the same framework that was set out in the 1991 Financial Report. Recommendations include the need to address the inequities of the distribution of teacher retirement funds and continuation of the hold harmless provision for the 1994-96 biennium.

Kentucky Education Technology System (KETS). During 1993, the technology initiative was given a great deal of scrutiny. New oversight and direction was provided from the Finance and Administration Cabinet. OEA completed a full review of the KETS project and the master plan was re-affirmed. New leadership at the Kentucky Department of Education was also part of the re-direction of the KETS project. Recommendations include the need to make

the instructional component the top priority and continued oversight of the process by the Finance and Administration Cabinet.

Assessment. In 1992-93, approximately 140,000 students participated in the KIRIS assessment. Students in grades 4 and 8 demonstrated significant progress on the new assessments, while twelfth graders regressed from 1992. The State Board for Elementary and Secondary Education established thresholds for all schools. Additionally, criteria for rewards and sanctions were determined. Recommendations include more detailed technical reports and reviewing the timeline for administering the twelfth grade assessments as well as identifying methods for enhancing student motivation and performance.

Educational Professional Standards Board (EPSB). Issues before the EPSB this year include streamlining certification, completion of the New Teacher Outcomes, minority recruitment and revocation. A director of minority recruitment was hired and a budget request developed. Additionally, real progress was made in resolving the revocation backlog. The Board, utilizing two hearing officers, resolved 85 cases. Recommendations include a continued commitment to the revocation backlog and support for the increased autonomy of the EPSB.

Exceptional Children. As a result of the 1992 OSEP visit, all regulations related to exceptional children were reviewed and, where necessary, amended or revised to assure compliance with federal statutes. Additionally, the Kentucky Department of Education prepared and distributed the State Plan for FY 1994-96. The Plan assures compliance with IDEA. Monitoring visits were conducted in twenty-nine districts. The OEA recommends that the position of

Division Director be established and a monitoring branch be established to work with local districts.

Extended School Services (ESS). During 1992-93, approximately 92,000 students participated in the program. During the regular school year, 79 percent of students participating in ESS improved by one or more letter grades, as compared to 40% in 1991-92. Approximately 44,000 students were served in summer school. Paperwork requirements on the grant applications were streamlined. The average cost of ESS services has leveled off to \$350 per student, a significant reduction from the two previous years. Recommendations include use of KIRIS results to design ESS programs, encouraging pro-active intervention, greater communication with parents regarding student progress in ESS and maintenance of funding levels.

Family Resource/Youth Services Centers (FRYSC). Approximately 638 schools are served by 373 family resource centers. One hundred fifty centers were funded this year. Based on the evaluations conducted by two external evaluators, the FRYSC initiative is considered one of the most successful of the KERA initiatives because it is both efficient and effective (291,360 students have access to a center). Recommendations call for better training for coordinators, regionalization of technical support, retaining the Interagency Task Force and continued refinement of the evaluation process.

Multicultural Education. Multicultural education continues to be a low priority in many districts. A new timeline for implementation of the Multicultural Education Pilot has been developed. Four districts will participate in the three-year project. Recommendations are support for expanded participation by

districts in the pilot and continued monitoring of professional development activities related to multiculturalism.

Preschool Program. During the 1992-93 school year, 12,945 children were served in this program. All districts participated in offering pre-school to eligible students. Significant progress has been made toward full utilization of Head Start dollars. Results from the University of Kentucky evaluation revealed that students in KERA pre-school programs outscored their non-KERA peers in several domains of the Battelle. Recommendations include increased collaborative efforts and NAEYC accreditation for programs.

Primary Program. In school year 1992-93, significant progress has been observed in both the attitudes and practices of stakeholders. Action plans were developed by all 837 elementary schools. The major focus this year is on the development of a continuous assessment instrument (KELP). Recommendations focus on the need for professional development as related to the KELP, meaningful evaluation of the action plans and a public awareness campaign focusing on primary "success" stories.

Professional Development. During the 1992-93 school year, the appropriation for professional development was increased to \$16 per student in ADA. Each school district is part of a consortium and must have a professional development plan. Problems with timely budget reporting from consortia were identified. The optional five days were utilized to some degree in 167 districts with 131 districts using all five days. Recommendations include absorbing small ineffective consortia, strict accounting of all funds and development of quality assurance measures for professional development providers.

Regional Service Centers (RSC's). Concerns still exist as to the effectiveness and efficiency of regional service centers. Because of budget concerns, the eight centers are now served by four directors. The RSC's are working hard to help school districts understand their role and to better utilize their services. Location of the center was a factor in how often districts used their services. Recommendations relate to location, public awareness programs and the need to explore consolidation of the RSC's with consortia.

School-Based Decision Making (SBDM). To date, 661 school councils serve 674 schools with seven operating under an alternative model. Councils are becoming better equipped to transform their schools' instructional program. Councils' role in the budgeting process was an important change for councils this year. In several districts, questions arose as to the relationship between a council's policy and that of the district. Recommendations include resolution of the minority participation issue and increased training for council members.

Superintendent/Principal Training and Assessment. To date, the Kentucky Department of Education has trained 1,062 current principals as assessors. Approximately 286 applicants have been assessed using the NASSP assessment. Several universities have received contracts to provide principal assessment. The Superintendent Training and Testing Program were developed and piloted this year. Sixty-five candidates completed the assessment process for superintendents. All current superintendents must complete their training, testing and assessment prior to June 30, 1994. Contracts have been awarded to four universities to provide assessment services. Recommendations include changing the statute to allow in-state and

out-of-state candidates one year to complete the training and to include the training and assessment in the preparation program.

Superintendent Screening Committee. OEA surveyed 79 school districts with superintendent vacancies. Of the 75 districts responding, only five boards chose not to hire the person recommended by the screening committee. Districts have not had programs implementing the provision of KRS 160.352. Recommendations focus on the need for a procedure to assure minority representation on the screening committee.

Investigations. During 1993, the Division of Investigations resolved thirty-three investigative matters. Among the issues reviewed were nepotism, misappropriation of funds and malfeasance in office. Recommendations include greater scrutiny by school districts of travel expenses, conflicts of interest and competitive bidding of professional services.

RECOMMENDATIONS

Kentucky School Finance

- ◆ A hold harmless provision for funds received through the Support Education Excellence in Kentucky (SEEK) calculation is recommended for each year of the 1994-96 biennium. This provision should be on a per pupil basis rather than on total funds. No district is to receive less per pupil through the SEEK formula than was received in the prior year. However, as the SEEK base is raised the need for this provision will decrease. A goal of reducing the hold harmless to less than \$1 million by 1996 is recommended.
- ◆ Fully fund and provide a 3% increase in the SEEK base for each year of the 1994-96 biennium. Fund the SEEK add-on components (at-risk pupils, exceptional children, home and hospital, transportation) at a 95% minimum of projected cost for each year of the biennium if full funding is not possible.
- ◆ The level of equalization set at 150% of the statewide average of property wealth per pupil should remain constant for both years of the biennium.
- ◆ The five cents levied for FSPK (Facility Support Program Kentucky) should be set aside in the calculation of funds for SEEK. This levy, whether or not it is being used for debt service, should be treated as a separate levy not to be commingled with Tier I levies. The intent of this program is to encourage local districts to meet projected needs for facilities. Thus, the recommendation is to set the FSPK levy aside.

- ◆ The thirty cent effort required of local districts should be for current operating expenses only. Debt service obligations are in addition to the required local effort and should not in any way be obligated to the required local effort.
- ◆ When SEEK was developed, it was proposed that categorical programs and pilot programs should not be funded outside the SEEK formula for more than four years. However, sufficient data to support rolling these programs into SEEK are not currently available. As a result, continued funding outside the SEEK formula at the 1992-94 level for the 1994-96 biennium is proposed.
- ◆ The inequities of the distribution of teacher's retirement funds should be addressed during the 1994 Regular Session. The recommendation to deal with this issue is not meant to correct the situation during the coming biennium, but rather to review new methods of distribution and implement a revised methodology that begins to address the problem in 1996. For example, consideration should be given to capping the state's contribution to teacher retirement by no longer providing the state match on the amount an individual's salary exceeds \$65,000.
- ◆ The transportation recommendations contained in the 1991 Annual Report should be addressed. These recommendations were developed under a legislative mandate to review KRS 157.370 (see 1991 report for a complete listing of recommendations).
- ◆ The methodology for projecting student population should continue to be improved. The joint effort undertaken by the Office of Education and Accountability (OEA) and the Kentucky Department of Education (KDE) to

routinely audit and validate average daily attendance in local school districts should be maintained and enhanced.

Kentucky Education Technology System

- ◆ The instructional component of KETS must be the top priority if full funding is not possible.
- ◆ The Finance and Administration Cabinet should continue to oversee the KETS project.
- ◆ The Kentucky Education Technology System's (KETS) District Administrative System (DAS), Student/School Management System (SSMS), and Statewide Reporting and Information Management System (SRIMS) should move forward as expeditiously as possible in order to enhance accurate and timely reporting. However, this initiative should not be accomplished by delaying KETS' instructional initiative.

Assessment

- ◆ Technical reports are needed that are sufficiently detailed so that readers can determine the quality of the cognitive assessments.
- ◆ The contractor should be given the opportunity to present the technical evidence to support Kentucky Instructional Results Information System (KIRIS) to a panel of measurement specialists for their review and evaluation. This presentation should focus on instrument development, evidence of

reliability and validity, scoring, standard-setting, equating, score reporting, etc.

- ◆ Methods for improving student motivation and performance on the assessments need to be identified.
- ◆ It is recommended that the 12th grade assessments be moved to October-November of the senior year with feedback to students prior to May. Using this timeline, results could be factored into graduation requirements.
- ◆ In view of the high costs of assessment development, administration, and scoring, some attention should be given in 1993-94 to identifying cost saving methods (i.e., expanded use of paper and pencil assessments). The review should factor in costs, time, and psychometric validity associated with any adjustments.

Education Professional Standards Board

- ◆ The budget allocation for Education Professional Standards Board (EPSB) needs to be maintained so as to ensure that the revocation process can continue to move forward, as well as the developmental work of the Board.
- ◆ Efforts must continue to ensure the autonomy of the EPSB. Attention has been given to clarifying their role and budgets, but it continues to be a concern.

- ◆ The EPSB will be an integral part of the transformation of the teacher preparation programs as per the Governor's Teacher Preparation Task Force. Support must be given to the EPSB as it implements these changes.

Exceptional Children

- ◆ The position of Division Director needs to be re-established. This position is critical to meeting the needs of special needs students in Kentucky.
- ◆ A monitoring branch should be established to work with local districts year-round.

Extended School Services

- ◆ KDE should develop training modules for schools to use in developing study skills and test-taking strategies. More collaboration should occur between the Extended School Services (ESS) and curriculum branches to insure that ESS teachers have the proper training in performance assessment.
- ◆ KDE should encourage schools to use KIRIS results in designing ESS programs. Innovative programs around the state have proven this to be an extremely successful strategy with performance assessment activities.
- ◆ KDE should encourage more peer tutoring, especially at the high school level in the more technical subject areas, since teachers for these areas are less readily available. This approach could provide financial and academic rewards for higher achieving students and become part of an interdisciplinary portfolio or personal growth plan for these tutoring students.

- ◆ As this program evolves, KDE should encourage proactive intervention (vs. reactive remediation) with students who have historically been low performing.
- ◆ With the current overload in reporting requirements, KDE should offer incentives to districts who are meeting thresholds (e.g., eliminating program evaluation reports and quarterly financial reports). More latitude in program design could also be offered to these districts.
- ◆ There is a need for increased communication from the school to the parents on student progress in the ESS program.
- ◆ The OEA recommends that the General Assembly continue funding at the current level, that the program funding remain separate from SEEK for another biennium, and that the KIRIS results/School Accountability Index (SAI) carry at least a 25% weight in the funding formula.

Family Resource/Youth Services Centers

- ◆ The data presented suggests that the coordinator is the key to a successful center. Careful consideration must be given to the selection of these officials by local advisory councils. CHR and KDE should make every effort to insure that the coordinators receive the proper training, technical assistance, and necessary support.
- ◆ With the probability of rapid growth, there must be a concerted effort to "regionalize" training and technical support. Work groups of coordinators

who are most successful need to be utilized in the provision of training. Regional Service Centers should be utilized as a "collaboration agent."

- ◆ The original concept of "core" and optional services may no longer be applicable or necessary. Centers should continue to customize their services to meet the homogenous needs of the school population and community within the broad framework of categories of services that now exist.
- ◆ The coordinator may need to "broker" services rather than provide service delivery. With evidence of significant unmet needs that exist in all centers, the coordinators will become overwhelmed and "burned out" if they are required to work the long hours that would be necessary to fulfill these needs.
- ◆ The General Assembly should consider an extension of the "sunset" clause in the law that would dissolve the Interagency Task Force in 1995. This statewide governance agent has demonstrated that exemplary collaboration can occur. Additional representation from other agencies may be helpful in soliciting broader support.
- ◆ The added workload of new centers will require additional program monitoring staff for quality assurance at both the KDE and the CHR.
- ◆ Continued refinement of the evaluation and information management systems is strongly suggested. FRYSC technology should be networked with KETS in all affected classrooms.

- ◆ The wide disparity in center coordinator salaries should be studied and recommendations should be made to the Interagency Task Force for consideration.

Multicultural Education

- ◆ KDE should review each pilot plan for:
 - specific goals and objectives, with implementation timelines for each component of the plan;
 - specific provisions for the infusion of multicultural concepts into each area of the curriculum and into the entire education structure; and
 - improved communications through professional development opportunities, group projects, greater understanding and inclusion at institutes of higher education, and classroom level involvement for true systemic change.
- ◆ KDE needs to support continued development of a thematic multicultural curriculum in non-pilot site districts.
- ◆ OEA needs to continue to monitor KDE to ensure that goals of the multicultural project are achieved.
- ◆ KDE needs to continue monitoring districts to ensure that multiculturalism is a component of school districts' professional development activities.

Preschool Program

- ◆ KDE needs to encourage collaboration so that all resources are utilized.
- ◆ KDE should continue to encourage all programs to become NAEYC (National Association for the Education of Young Children Accreditation) accredited.
- ◆ School districts need to place greater emphasis on the importance of home visits and increased parental involvement.
- ◆ Although the definition of at-risk in the statute is strictly free lunch eligibility by virtue of the National School Lunch Program guidelines, the definition may need to be broadened to include services to more families as identified by Family Resource Centers and school councils.
- ◆ Future third party evaluations should require contractors to provide more timely reports and better quality data. For two consecutive years the contractor has struggled with a variety of issues such as locating control groups large enough to offer statistical significance. Also, the definition of a control group is "a group that has not received the experimental treatment whose performance is compared to subjects who do receive the treatment." In this most recent evaluation, the control group was split as to about 60% who had been involved in some other preschool program, and 40% who had not. This has caused problems when attempting to provide an accurate evaluation of the Kentucky Education Reform Act (KERA) preschool program.

Primary Program

- ◆ The KDE and Regional Service Centers should begin explaining to all teachers the components of the Kentucky Early Learning Profile (KELP), to ensure that the authentic assessment and continuous progress attributes will be understood and implemented. It is imperative that training in the use of KELP be consistent and uniform throughout the state, since this will be the determining factor of successful completion of primary school and fourth grade readiness.
- ◆ The primary continuous assessments, A and B, from Advanced Systems, should mirror the eight KELP performances and be scored against age appropriate standards, not necessarily fourth grade standards, in the interim before KELP is fully implemented.
- ◆ A public awareness campaign to educate the public on the rationale of primary school should be continued. Success stories from parents and teachers would be useful.
- ◆ The KDE staff and Regional Service Center consultants should provide the written evaluations from action plans back to school councils, teachers, and administrators on a timely basis. Consequences for failure of schools to meet exemplary standards should be clearly stated. If recognition is in order, it should be given.
- ◆ KDE should closely monitor all primary schools' interpretation and implementation of proposed 704 KAR 3:285 - Programs for Gifted and

Talented Students - to ensure consistent and uniform identification of students.

Professional Development

- ◆ The small two- and three-district consortia, of which there are nine (excluding Fayette and Jefferson counties), do not appear to be able to produce the variety of professional development experiences and activities needed by their member districts.
- ◆ There should be a strict accounting of all funds sent to consortia and school districts. Consortia should be required to file a budget with the KDE, and a report of income and expenditures for the preceding fiscal year by July 31 of each year. Districts should also file a report of the use of all funds retained by the district or re-routed to the district from the consortia.
- ◆ Policy should be established to address carryover funds. This policy should require an explanation for the carryover and require KDE approval.
- ◆ KDE must continue to develop evaluations so that a list of quality programs may be compiled, leading to the assurance of high levels of training for local district professionals.

Regional Service Centers

- ◆ KDE staff need to explore the feasibility of merging regional service centers with the consortia. Since school districts forward 15 percent of their professional development allocation to their consortia, merger of the two

would allow greater accountability for funds and ensure efficient delivery of services.

- ◆ KDE should review the geographic placement of centers to ensure that all school districts are receiving services.
- ◆ KDE should continue district and public awareness programs regarding RSC's.

School-Based Decision Making

- ◆ The issue of inclusion of minorities on School-Based Decision Making (SBDM) councils should be supported and resolved in the 1994 General Assembly.
- ◆ There is a need for increased training for councils on how to change curriculum in response to assessment scores. Additionally, councils need training in dealing with personnel issues.
- ◆ Districts that have fewer than 50 percent of their schools site-based should work with schools to ensure compliance with the 1996 deadline for entering SBDM.

Superintendent/Principal Training and Assessment

- ◆ Administrator training, testing and assessment should be included in the university preparation program for certification. This would ensure that no

one could receive certification without successful completion of all assessments.

- ◆ KRS 156.111, section 3 should be changed to allow in-state and out-of-state candidates one year from time of employment to complete the training, testing, and assessment process.

Superintendent Screening Committees

- ◆ The OEA supports the intent of 94 RS BR 449 in assuring minority representation on screening committees.
- ◆ The OEA recommends further research into the lack of minority representation on local school boards and the effects of such on diversity in policy-making situations.
- ◆ Consideration should be given to changing the composition of the screening committee to include more input from the community.

Division of Investigations

- ◆ Area of Concern: School District Reimbursement of Travel Expenses.

Recommendation: Statutory or regulatory action causing all school districts to establish policies and procedures for reimbursement of travel expenses. These policies and procedures to be approved by the Kentucky Department of Education prior to being put in place.

- ◆ Area of Concern: KRS 160.180(g) and Banking Matters - Conflicts of Interests - School Board Members.

Recommendation: Amend KRS 160.180(g) to recognize that the mere deposit of school funds in a bank provides a direct or indirect beneficial interest to one who has a significant ownership interest in a bank or is a major officer or director of a bank.

- ◆ Area of Concern: KRS 160.570 - Banking Matters - Appointment of Depository Bank(s).

Recommendation: Consideration should be given to amending KRS 160.570(1) to require that school districts bid all banking services.

- ◆ Area of Concern: KRS 424.260 - Competitive Bidding - "Professional Services."

Recommendation: Amend KRS 424.260 to clearly define and limit "professional services" as they relate to school districts, or in the alternative, cause all services over \$10,000 to be bid.

FINANCE

KENTUCKY SCHOOL FINANCE

OVERVIEW

School reform in Kentucky demonstrates major shifts in policy, practice, and research. In 25 years of court decisions regarding the equity of state school funding formulas, no ruling has been more far reaching in its effect on a state's school system than the Kentucky Supreme Court's ruling in Rose v. Council for Better Education, Inc. (1989). Relying on the education clause in the state constitution, the high court moved beyond plaintiffs' narrower legal challenges regarding the minimum foundation program and declared the state's entire system of elementary and secondary schools to be unconstitutional, including all statutes, regulations, state and local governance structures, funding programs, school construction and maintenance provisions, and teacher certification requirements.

Political response to the Supreme Court's decision was equally dramatic. Within 11 months of the Rose decision, the Kentucky General Assembly enacted House Bill 940, the Kentucky Education Reform Act of 1990 (KERA), reconstituting the state's system of public schools. The omnibus legislation was organized around three major themes of reform: curriculum, governance, and finance.

KERA's finance reforms abolished all existing school funding mechanisms and created a tiered school finance system comprised of three components: the state adjusted based guarantee and two local-options (Tier I and Tier II) that

allow school districts to exceed the state minimum funding per pupil. Adjustments to the base guarantee are made for at-risk students, exceptional children, home and hospital, and transportation. Tier I includes state equalization funds. Tier II includes only local funds. Known as the Support Education Excellence in Kentucky program (SEEK), this new school finance system requires a minimum local tax effort of 30 cents per \$100 of property value, increases support to local schools, and alters the distribution of educational dollars among school districts.

The Facilities Support Program of Kentucky (FSPK) provides equalized aid for capital outlay but requires an additional tax of 5 cents per \$100 of property value. Finance reforms also included new categorical programs that support preschool, extended school services, technology, professional development, school rewards and sanctions, and family resource and youth service centers for students and their families.

Underlying the SEEK funding mechanism was the Commonwealth's commitment to "assure substantially equal public school educational opportunities for those in attendance in the public schools of the Commonwealth . . . [and to] provide for an efficient system of public schools throughout the Commonwealth" (Kentucky, 1990:67). In short, Kentucky backed its school reform with considerable new state and local resources.

The Supreme Court's ruling demanded greater equity and adequacy in school funding. The primary policy tool available to the General Assembly to effect educational change is the budget. Therefore, the reality of school reform in

Kentucky depends first on how school district--and, later school-based decision-making councils--allocate educational reform dollars.

PROGRAM IMPLEMENTATION

This report is a review of the third year of the five-year plan. It continues to build a framework for the study of equity and examines the distribution of state and local funds and how these funds were expended. The report reviews certain components of the funding mechanism. Finally, it is a report that clearly points out the tremendous strides that have been made during the past three years, but with a cautionary note that we "have not arrived." The severe pre-KERA disparities described in Table 1 continue to narrow. However, much work and energy must still be expended if we are to attain the level of equity and adequacy required to fulfill the Court's mandate.

The SEEK program is a "tiered" system composed of three distinct but closely related components. These components are:

- 1. Adjusted Base Guarantee.** The adjusted base guarantee is a guaranteed amount of revenue per pupil to be provided for each school district adjusted by a series of factors that affect the cost of providing services to students. For the 1992-94 biennium, the base amount was adjusted by four factors - exceptional children, transportation, at-risk pupils, and pupils receiving services in a home and/or hospital situation. The following adjustments are a means of directing additional state funds to students and districts with special and varying needs.

TABLE 1
1989-90 PRE-KERA DISPARITIES

	Low	High
Property Wealth Per Pupil	\$39,138	\$341,707
Levied Equivalent Tax Rate	22.9	111.9
Local Revenue Per Pupil	\$80	\$3,716
State Revenue Per Pupil	\$1,750	\$2,753
Av Per Pupil Expenditure		
For Administration	\$31	\$356
For Instruction	\$1,499	\$3,709
For Teaching Supplies	\$8	\$259
Av Administrator Salary	\$32,017	\$56,691
Av Teacher Salary	\$21,718	\$30,379
Av Certified Salary	\$24,102	\$32,268
Staff Per 1000 Pupils		
Classroom Teachers	49.5	84.7
Librarians	0	7.7
Guidance Counselors	0	4.5
Teacher Aides	0	40.7
Total Certified Staff*	60.4	104.1

- A. The adjustment for exceptional children is a weighted calculation that considers the number of identified children with various exceptionalities. For 1992-94, the twelve (12) categories of exceptionality were placed in three groups and assigned weights.
- B. The adjustment for transportation is determined by applying the formula contained in KRS 157.370. This is the same formula that was in existence prior to KERA. Under a legislative mandate, OEA staff reviewed this formula and made a number of recommendations in the 1991 Annual Financial Report (see 1991 report for a complete listing of recommendations). The formula, however, remains unchanged.
- C. The adjustment for at-risk pupils is determined by applying a factor of .15 for each pupil approved for free lunch under the National School Lunch Program.
- D. The adjustment for students who are unable to attend regular school sessions because of short-term health impairments (referred to as Home and Hospital) is determined by applying a formula found in KRS 157.270.

KRS 160.470 requires that each local school district levy a minimum Equivalent Tax Rate (ETR) of 30 cents per \$100 of assessed property value. This Required Local Effort (RLE) is the local contribution to the adjusted base

guarantee. The difference between the RLE and the adjusted base represents the state SEEK contribution to the local school district. The mechanics for arriving at this adjusted base guarantee is illustrated as follows:

Pupils			Exceptional		Home and	Adjusted	Required	State
Base +	At-Risk	+ Transportation +	Children	+ Hospital	= Guarantee	- Local Effort	=	SEEK
\$2,420	\$182	\$320	\$104	\$10	\$3,036	\$328		Aid
								\$2,708

The base amount (\$2,420 in 1992-93) was set by the General Assembly for each year of the biennium and is the only amount in this example that is constant for all districts. Each of the adjustments will vary depending on the needs of the student population in each school district; the RLE will also vary from district to district depending on the property wealth of the district. Additionally, when calculating the SEEK program, all calculations are made on a per pupil basis and the calculated amounts apply to each pupil in the district.

For clarity, consider the at-risk factor. Suppose the district in the previous example has 2,000 students and 1,000 are approved for free lunch. Each student approved for free lunch generates \$363 (\$2,420 times .15) for a total of \$363,000 (\$363 times 1,000 approved students). This \$363,000 is then spread across the entire student population to display an amount per pupil. In this example the at-risk factor is \$182 (\$363,000 divided by 2,000 and rounded). Similar calculations are made for other needs component adjustments.

2. Tier I. Tier I is the second component of SEEK. This is an optional component that allows local school districts to generate additional revenue of up to fifteen percent (15%) of the adjusted base guarantee. School districts whose per pupil property wealth is less than 150% of the statewide average per pupil property wealth (\$280,000 in 1992-93) receive state equalization funds if they choose to levy this additional tax. Districts may participate at any level up to 15% and the state provides equalization funds to guarantee that any district who participates will receive the same revenue per pupil if they make the same tax effort. The tax rate levied by a local school board under Tier I is not subject to the public hearing and recall provisions contained in KRS 160.470. The 1992 General Assembly appropriated \$150 million for the 1992-94 biennium in equalization funds for Tier I. These funds were distributed prorata to the local school districts that levied taxes under Tier I.

3. Tier II. Tier II is the third component of SEEK and is also optional. Tier II allows school districts to generate additional revenue up to thirty percent (30%) of the amount generated by the adjusted base guarantee and Tier I. These funds are not equalized by the state and hearing and recall provisions of KRS 160.470 do apply. Tier II has the effect of placing a cap on the amount of revenue a local school district can raise, thereby maintaining some control over the disparity in per pupil revenues that might be available in local school districts. In districts with similar needs and student population the disparity in revenues will not exceed 49.5% (1.15 times 1.30). HB 940 mandated that no school district would be required to levy an equivalent tax rate lower than the rate levied

during 1989-90. This "grandfathering" does make it possible for a school district to have a tax rate higher than that permissible under Tier II.

The amount of additional funding that can be achieved through Tier II, like Tier I is dependent on the adjusted base guarantee. This provides an incentive for every school district in the state -- not just the less wealthy -- to be vitally concerned about the base level funding established each biennium by the General Assembly. Table 2 illustrates how the SEEK calculation would work in two Kentucky school districts -- one of low per pupil property wealth and one of high per pupil property wealth.

ANALYSIS OF THE EQUITY OF THE FUNDING FORMULA

House Bill 940 provides that the (OEA) shall analyze the level of equity achieved by the SEEK funding mechanism. While national attention has been given to the study of equity, consensus on a definition of the term "equity" remains elusive. A firm definition of equity is not essential to continue exploring the principles of equity. What is important, however, is a solid framework for analysis over time. This section of the report continues the development of such a framework begun in 1991. It also continues the process of providing the General Assembly with information necessary to make decisions about equity in Kentucky and how to insure its delivery. Limitations on available data make it essential for the reader to understand that this report in no way represents a comprehensive equity study.

TABLE 2
EXAMPLE OF SEEK CALCULATION FOR TWO SCHOOL DISTRICTS

District Characteristics	District A	District B
Per Pupil Assessment	\$46,570	\$374,790
Equivalent Tax Rate	54.1	54.1
SEEK		
Base	\$2,420	\$2,420
At-Risk	\$309	\$98
Exceptional Child	\$372	\$368
Transportation	\$241	\$176
Subtotal	\$3,342	\$3,062
Required Local Effort - \$.30	\$140	\$1,124
State Adjusted Base Per Pupil	\$3,202	\$1,938
Tier I State	\$134	0
Tier I Local	\$90	\$684
Total State Aid Per Pupil	\$3,476	\$1,938
Total State and Local Aid Per Pupil	\$3,566	\$3,746

The work of Robert Berne and Leanna Stiefel (1984) will be referred to frequently. Although many authors provide extensive knowledge of education financing and equity, the work of Berne and Stiefel is relative to the kind of evaluation anticipated of Kentucky's system. As outlined in their book, The Measurement of Equity in School Finance, to build an equity framework, one must address certain problems and make value judgments in four areas:

- 1) for whom do you expect to provide equity?
- 2) what services or resources should be distributed fairly for these groups?
- 3) what are the different equity principles, or measures, that can be used to determine whether the distribution is fair?
- 4) how should the degree of equity be measured?

The group for whom equity is to be provided can be any benefactor or contributor to the system: taxpayers, children, teachers, etc. Given the mandate of the Kentucky Supreme Court in Rose v. the Council for Better Education, Inc. and the subsequent action of the 1990 General Assembly, there can be no doubt that Kentucky's funding system for education attempts to provide equity for children. Equity for other groups -- teachers, taxpayers, etc. -- may be important and may be affected by the desire to provide equity for children. Nevertheless, the targeted group for whom equity is to be provided is clearly the children of Kentucky.

Distinguishing what services, resources, or objects are to be distributed is much more difficult to deal with than determining the group for whom equity is to be provided. Services and resources can be categorized as inputs, outputs, and

outcomes. Inputs can be identified as any number of basic resources used to educate children: dollars, price-adjusted dollars, number of teachers and their level of training, course availability and other resources such as the number of library books and the number and quality of textbooks. School facilities can also be included in this group.

Outputs include measures of such things as pupil performance, test scores, and drop-out rates. Outcomes, or the result of the schooling provided to children, can be measured by such things as earning potential, satisfaction with one's status in life, etc. These objects of distribution offer a variety of ways to examine the system. For the purposes of this report, the key object of distribution will be dollars measured by revenues and expenditures.

The determination that the distribution of revenues and/or expenditures (dollars) will provide the framework of study for the equity of Kentucky's funding formula raises a question regarding federal funds. Should federal revenues be addressed when evaluating the equity of the funding system? Many argue for a stronger federal role in the equity issue. Some advocate that the federal government should help achieve equity in the states by providing direct aid. Conversely, there are those who would limit the federal role to one that is much diminished. The impact is greater in Kentucky since this state is one of the highest ranked in the nation in the percentage of federal education funds received.

Federal revenues affect the total revenues and expenditures of districts, and in some this effect is dramatic. However, while these revenues will be

reviewed and observed, for the purpose of analyzing the equity of the system they will not be included. Justification for this lies in the fact that local and state revenues are within the abilities of the General Assembly to control state revenues by direct appropriation and local revenues within the restrictions of state law.

The state, on the other hand, has little or no control over which districts receive federal funds or to what extent. Therefore, the state cannot be responsible for assuring that federal funds are distributed in an equitable manner. To facilitate the decision to concentrate on state and local funds, much of the analysis will deal with the revenues to local districts instead of expenditures. Revenues, as opposed to expenditures, can more easily be identified by source (state, local, or federal).

Another question is what equity principles can be used to determine the fairness of the distribution. Returning to the work of Berne and Stiefel, three equity principles can be applied:

1. equal treatment of equals;
2. unequal treatment of unequals; and,
3. equal opportunity.

Berne and Stiefel (1984) refer to these as horizontal, vertical, and equal opportunity equity. Kentucky's funding formula was designed to deal with each of these principles and the framework of this study will deal with all three.

Each of these three principles offers a different philosophy of equity. Equal treatment of equals, or horizontal equity, would best be represented by a funding system that minimizes the disparity of objects among districts, be it revenue, expenditures or resources. Given the decisions already identified in this report, horizontal equity would provide like amounts of funds for each and every student in the Commonwealth irrespective of pupil need or wealth of the district.

Unequal treatment of unequals, or vertical equity, recognizes that not all students are the same and allows for appropriately unequal treatment. An unequal distribution of objects, or dollars for the purposes of this report, is required under this principle. For example, additional dollars may be mandated for special services/programs for the handicapped. The necessity for the differences to be legitimate and justifiable, not just perceived, cannot be overemphasized. National studies recognize numerous differences that are both legitimate and justifiable. Handicapped and bilingual students are two examples.

Equal opportunity provides for nondiscrimination. There can be no variation among such objects as property wealth per pupil, per-capita income, race or sex. Odden et al. suggest that "this principle would require that there be no relationship between expenditures, resources, programs or outcomes and per pupil wealth or fiscal capacity" (1979:13). Unlike horizontal equity which provides exactly the same object to each and every child, and vertical equity which provides for appropriate differences, equal opportunity equity provides that the education of the child should not depend upon the wealth of the district in which the child resides. This principle gets to the heart of the Kentucky Supreme

Court decision which frequently cited the disparities in funding and opportunity due to the wealth of districts. The relationship between spending and wealth is the cycle which Kentucky's funding formula attempts to break.

The final question addresses how the degree of equity is to be measured. Horizontal equity can be measured by a number of statistical measures including range, restricted range, federal range ratio, variance, coefficient of variation, Gini coefficient and Atkinson's index. As was stated earlier, limitations on the availability of data demand that this study provide limited analysis. For these reasons, most of the analyses in and for this report have been limited to the statistical measures of range and coefficient of variation.

The range, or the difference between the highest and lowest per pupil objects, is provided only for a sense of relative comparison since analysis of the range does not deal with all the pupils. The coefficient of variation, on the other hand, includes all the pupils. This measure is the standard deviation divided by the mean. The closer all the parts are to the mean, the closer the coefficient of variation is to zero, or showing smaller deviations. "One way to interpret the coefficient of variation," according to Dr. John Augenblick in his report, An Evaluation of the Impact of Changes in Kentucky's School Finance System, "is to multiply it by the mean; if the resulting product is added and subtracted from the mean, the difference between the two figures is the approximate range of disparity for two thirds of the pupils in the state" (1991:25).

Measures of vertical equity include the correlation coefficient, simple slope, simple elasticity, and simple adjusted relationship. As data becomes

available over time, each of these measures will be employed. Measures of vertical equity will be particularly important to Kentucky if additional weights are added to the funding formula and the existing weights adjusted.

Equal opportunity measures employ a combination of the horizontal and vertical measures. The correlation coefficient can be used for the analysis of equal opportunity. Dr. Augenblick explains, "The correlation coefficient ranges between 1.00 and -1.00. A strong positive correlation suggests that as one variable increases, the other does also. A strong negative correlation suggests that as one variable increases the other decreases. A correlation near zero suggests that there is no systematic relationship between the two variables" (1991:30).

Equal opportunity is generally expressed as a negative principle, or the absence of a relationship. The Supreme Court decision pointed specifically to the correlation in Kentucky between property wealth and educational opportunities for students; i.e., students in wealthier districts were provided opportunities and inputs not available to students in less wealthy districts. The SEEK program is structured in such a way as to diminish this relationship.

Before the analysis of the funding system is presented, it is important to discuss "wealth" and its definition. The SEEK formula and the mandates of HB 940 require local participation in the funding of Kentucky public education. Although a variety of local taxes are available to support the system, the most substantive and reliable is property taxes. Wealth for the purposes of funding education is defined as property wealth. While property values are used

extensively on the national level, other recognized values are gaining attention. Other means of measuring wealth may at some time be viable in Kentucky. For example, per capita income may have some merit. However, due to the numerous independent districts in Kentucky which lie within county borders, per capita income is not readily accessible data.

To analyze the equity of Kentucky's funding system, it is essential to distinguish each component and deal with these components separately as well as collectively. Vital to the system is the revenue generated through local taxation. For the purposes of funding education, equivalent tax rates (ETR) are computed. KRS 160.470(12)(a) defines equivalent tax rate as "...the rate which results when income collected during the prior year from all taxes levied by the district for school purposes is divided by the total assessed value of property plus the assessment for motor vehicles certified by the Revenue Cabinet."

Accompanying the efforts of the General Assembly in reforming education were the efforts to reform Kentucky property taxes. New statutory provisions include a quadrennial review of all properties in the Commonwealth, a mandate that all properties be assessed at 100% fair market value and rigid performance standards for local Property Valuation Administrators. The disparities noted by the Court in property wealth were compounded by the level of effort of wealthier districts. Not only did these districts have higher property wealth per pupil, but also were taxing at higher rates.

Table 3 shows that in 1989-90 the lowest wealth quintile had an average property wealth per pupil of \$73,100 and an average ETR of 32.92 cents per \$100 of assessed property. The highest wealth quintile had property wealth of \$281,361 per pupil with an average ETR of 68.79 cents per \$100. The coefficient of variation was .436, representing a significant disparity in the effort of the districts. In 1992-93, the lowest wealth quintile increased the average ETR to 55.00 cents, an increase of nearly 67.07%. While the ETR increased in every quintile, the difference between the average of the highest and the lowest wealth quintiles narrowed to 16.72 cents per hundred from the 1989-90 difference of 35.87 cents. The range for the state was 79.5 cents and the coefficient of variation was .220. This represents a narrowing of the disparity in the effort of the districts.

The massive changes mandated in property valuations, while producing increased assessments, also increased the disparity. The range of property wealth per pupil was \$302,569 in 1989-90 with a coefficient of variation of .480. The range in 1992-93 increased to \$416,153, but the coefficient of variation decreased to .432. Decreased disparity in property wealth per pupil is a positive indicator in the analysis of equity. This disparity is beyond the control of the state if it is the result of real economic growth. However, fair assessment is a critical part of assuring equity and should be monitored closely.

The General Assembly provides local school districts with options for types of taxes to be levied, resulting in an equivalent tax rate. Since the ETR is determined, in part, by the total taxes collected in the prior year for school purposes, collection rates are of importance (see Appendix B). If collection

TABLE 3
PUPIL WEIGHTED AVERAGES FOR EQUIVALENT TAX RATES
BY WEALTH QUINTILE

Quintile Characteristics	1989-90					1992-93						
	Lowest	Second	Third	Fourth	Highest	Statewide	Lowest	Second	Thlrd	Fourth	Highest	Statewide
Number of Districts	54	43	40	33	6		52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Equivalent Tax Rates	32.92	35.81	34.99	44.04	68.79	43.60	55.00	51.83	53.22	55.48	71.72	57.58

rates decrease, there are at least two implications for local school districts. First, in the year of collection, revenues do not meet anticipated levels. Secondly, the ETR for the following year may need to be increased to compensate for the reduced revenue. The impact of collection rates on local school districts should be monitored closely.

The SEEK calculation begins with a base amount, \$2,420 per pupil in 1992-93, and is the component which addresses horizontal equity. This amount is guaranteed for every student, irrespective of need or wealth, through a combination of state and local revenue. The base amount is then adjusted for at-risk pupils, exceptional children, home and hospital, and transportation. These components added to the base then comprise the adjusted base guarantee.

An ETR of 30 cents is required of every school district. The revenue generated through this 30 cent required local effort is applied to the adjusted base guarantee, averaging \$553 per pupil in 1992-93. The wide disparity in property wealth per pupil noted above is expressed in dollars in the required local effort. Table 4 shows the lowest wealth quintile raising an average of \$262 per pupil with the 30 cent required local effort. In sharp contrast is the highest wealth quintile showing an average of \$974 per pupil for the same 30 cent effort. The coefficient of variation is .433, an expression of significant disparity.

The state contribution to the adjusted base guarantee in 1992-93 averaged \$3,084 per pupil as shown on Table 4. The SEEK formula was designed to provide more state assistance to districts with lower property assessments and less state aid to those with the ability to raise more locally due

TABLE 4
1992-93 PUPIL WEIGHTED AVERAGES
FOR SELECTED SEEK COMPONENTS

	1992-93					
	Lowest	Second	Third	Fourth	Highest	Statewide
Quintile Characteristics						
Number of Districts	52	50	36	34	4	
Average Daily Attendance	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Required Local Effort (.30)	\$262	\$378	\$484	\$647	\$974	\$553
Coeff. of Var.	.201	.070	.079	.151	.160	.433
State Adjusted SEEK Base	\$3,201	\$3,095	\$3,042	\$2,984	\$3,096	\$3,084
Coeff. of Var.	.053	.037	.037	.038	.057	.050
Local Tier I	\$130	\$151	\$209	\$323	\$464	\$257
Coeff. of Var.	.292	.421	.326	.218	.058	.506
State Tier I	\$282	\$182	\$147	\$92	\$0	\$139
Coeff. of Var.	.281	.425	.330	.521	.000	.546
Local Tier II	\$25	\$38	\$51	\$94	\$671	\$180
Coeff. of Var.	1.64	1.90	1.39	1.20	1.01	2.55
State Total SEEK	\$3,163	\$2,852	\$2,663	\$2,428	\$2,257	\$2,669
Coeff. of Var.	.071	.052	.049	.069	.090	.118

to higher property values. The lowest wealth quintile received an average of \$3,201 per pupil from the state for the adjusted base guarantee, while the highest wealth quintile received an average of \$3,096. This clearly represents a positive digression from the relationship between wealth and resources.

The second level of funding provided by SEEK, Tier I, permits districts to generate additional revenue of up to 15% of the adjusted base guarantee. In 1992-93, 173 of Kentucky's 176 districts participated to some degree in Tier I. The state appropriation of \$81.1 million, was distributed pro-rata to eligible districts. State funds averaged \$139 per pupil. This \$139 is a significant increase over the 1991-92 average of \$44 per pupil. However, it is important to keep in mind that not all districts were eligible for state funds due to property wealth. The pro-rata distribution amounted to 96.08% of the total needed. Local funds generated under Tier I averaged \$257 per pupil, ranging from \$0 to \$464 per pupil. It is important to note that while state Tier I funds were distributed pro-rata, local districts received the full amount of local revenue generated by the Tier I levy.

Table 4 shows average revenues for Tier I for both state and local effort by wealth quintile. As would be expected, the lowest quintile only generated an average of \$130 per pupil locally while the highest quintile shows an average of \$464. Conversely, state revenue for Tier I averaged \$282 in the lowest quintile, \$181 in the second, \$147 in the third, and \$92 in the fourth, with no Tier I state revenue in the highest quintile. The coefficient of variation for state Tier I funds is .546, showing a disparity as would be expected since some districts are not eligible for Tier I and others may choose to participate at any level.

The third level of SEEK is Tier II. No state funds are provided in this level, but local districts are permitted to raise additional revenue up to 30% of the total of the adjusted base and Tier I. One hundred twenty-five (125) districts participated in Tier II in 1992-93 and those districts raised \$180 per pupil on average. It is important to note that none of the 125 districts in Tier II participated due to a vote of the people, but rather participated due to an existing taxing authority.

Table 4 shows the wide disparity in Tier II with a coefficient of variation of 2.55. The fact that the highest wealth quintile participated at an average of \$671 per pupil with the lowest quintile raising only \$25 per pupil in Tier II causes concern for the continued effect of this disparity over time. However, since all the participating districts had existing authority, and the education reform effort in Kentucky sought to bring all districts to a higher level and not level downward those making the highest effort, the situation does not warrant addressing at this time, but will be continually monitored.

Table 5 demonstrates that the lowest wealth quintile received on average \$3,843 per pupil in state funds through the SEEK formula, including Tier I. The highest wealth quintile averaged \$3,096 per pupil in state revenues from SEEK. The range was \$1,196. This compares to a range of \$256 in 1989-90. This indicates very favorably that the system performed as designed and has begun to address the problems which created the situation prompting the court case.

TABLE 5
1992-93 PUPIL WEIGHTED AVERAGES
SEEK PERFORMANCE CHARACTERISTICS

	1992-93					
	Lowest	Second	Third	Fourth	Highest	Statewide
Quintile Characteristics						
Number of Districts	52	50	36	34	4	
Average Daily Attendance	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
State Adjusted Base Plus Tier I	\$3,483	\$3,276	\$3,189	\$3,076	\$3,096	\$3,223

As an accompaniment to the SEEK program, KERA established the Facilities Support Program of Kentucky (FSPK). This program is to provide additional fiscal support for school construction and has as its goal the more equitable distribution of school facilities among the school districts. The program works in conjunction with the School Facilities Construction Commission (SFCC) which has been in operation for the past eight (8) years. The SFCC assists local school districts in school construction projects by providing a portion of the debt service. The amount of debt service provided by the state through this program is determined by the needs of the individual district and, of course, the level of appropriation by the General Assembly.

The FSPK requires that local school districts levy an equivalent tax rate of at least five cents in order to participate in FSPK and SFCC. The five cent levy (levied in addition to the local required effort of thirty cents) is equalized at 150% of the average per pupil property wealth (the same level of equalization as Tier I). Like Tier I, FSPK is designed to guarantee that districts receive the same revenue (combined state and local) for a similar levy - - without regard for the property wealth of the district. Once the local school district commits the five cent FSPK levy to debt service, it is equalized by the state. Districts may levy this five cents and not commit it to debt service. In this situation, no state equalization is provided.

During 1992-93, all local school districts levied the five cents required by FSPK. Of this number, 145 received equalization funding. The 1992-93 state appropriation of \$13.5 million was distributed by a pro-rata formula. The pro-rata distribution was approximately 48.7% of the calculated amount.

Still at issue are the categorical programs outside the SEEK calculation. Currently, the extended school services program, the pre-school program, family resource centers, youth service centers, gifted and talented and other categoricals remain outside the funding formula. Categorical programs generally adversely affect the equity of a system. Therefore, Augenblick (1991) recommended that categorical and/or pilot programs remain as such for no more than four (4) years. After this period of time, he suggested that these programs should become a part of the SEEK program calculation or be eliminated.

The total state funds available to local school districts are comprised of the SEEK adjusted base guarantee, Tier I, and the categorical programs. Table 6 provides a review of these totals for 1989-90 compared to 1992-93 by wealth quintile. However, the difference between the lowest and highest wealth quintiles is narrower than it should be because of the hold harmless provision. This provision artificially increases state revenue to the highest wealth quintile. The average state revenue increased from \$2,228 to \$2,936 per pupil as did the coefficient of variation which increased from .061 to .123. These indicators provide a positive view of the performance of the funding system in the third year. As stated earlier, the essence of the new system is to provide more state dollars per pupil to the least wealthy districts, actually increasing the disparity in the distribution of state funds.

Table 6 also shows positive results when comparing combined state and local resources. The difference between the lowest and highest wealth quintiles in 1989-90 was \$1,468, compared to \$884 in 1992-93. The reduction in the

TABLE 6
PUPIL WEIGHTED AVERAGES FOR REVENUE
BY WEALTH QUINTILE

Quintile Characteristics	1989-90					1992-93						
	Lowest	Second	Third	Fourth	Highest	Statewide	Lowest	Second	Third	Fourth	Highest	Statewide
Number of Districts	54	43	40	33	6		52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Local Revenue Per Pupil	\$290	\$436	\$587	\$895	\$1,985	\$851	\$512	\$717	\$906	\$1,263	\$2,402	\$1,171
Coeff. of Var.	.525	.376	.328	.299	.167	.779	.271	.267	.196	.202	.441	.575
State Revenue Per Pupil	\$2,352	\$2,270	\$2,221	\$2,176	\$2,125	\$2,228	\$3,478	\$3,136	\$2,929	\$2,686	\$2,472	\$2,936
Coeff. of Var.	.056	.048	.045	.050	.048	.061	.075	.064	.061	.092	.091	.123
Local-State Per Pupil	\$2,642	\$2,706	\$2,808	\$3,070	\$4,110	\$3,079	\$3,990	\$3,853	\$3,834	\$3,949	\$4,874	\$4,107
Coeff. of Var.	.079	.083	.072	.099	.086	.200	.061	.069	.065	.084	.232	.094
Federal Revenue Per Pupil	\$545	\$394	\$321	\$289	\$276	\$365	\$693	\$531	\$461	\$351	\$497	\$507
Coeff. of Var.	.287	.261	.289	.538	.173	.420	.424	.310	.294	.518	.637	.444
Total Revenue Per Pupil	\$3,187	\$3,099	\$3,129	\$3,359	\$4,386	\$3,444	\$4,683	\$4,384	\$4,295	\$4,300	\$5,371	\$4,614
Coeff. of Var.	.081	.083	.067	.119	.088	.170	.093	.078	.075	.103	.209	.105

coefficient of variation from .200 to .094 shows that the disparity in total state and local dollars narrowed, a goal of the funding system.

Federal funds, while not controlled by the funding formula and not considered in Kentucky's equity framework, do effect the total resources of the districts. Table 6 shows that in 1989-90 the lowest wealth quintiles received more federal funds, on average, than the higher wealth quintiles, narrowing the disparity between the quintiles in total resources from \$1,468 to \$1,199. However, federal funds do not follow the same pattern for 1992-93. The average for the highest quintile increased significantly from \$276 per pupil to \$497 per pupil. Nonetheless, the difference between the highest and lowest wealth quintiles also narrowed to \$689 compared to the \$1,199 for combined state and local sources. The coefficient of variation for total revenue was reduced from .170 in 1989-90 to .105 in 1992-93. Efforts at continuing to reduce the disparity will ensure a more equitable financing system in the future.

The previous discussion of total funds speaks to funds which either flow to local districts from the state or funds generated locally. A third source of funds not yet addressed are those funds provided by the state for local school districts, i.e. teacher's retirement, health insurance, and debt service for school construction. Health insurance is available for all certified personnel and all noncertified personnel who are employed for eighty (80) or more hours per month. In 1992-93, the state paid health insurance premiums for approximately 82,000 certified and noncertified employees. The state does not control the number of these employees, leaving that decision to the local districts. The implications for equity, or inequity, are apparent.

Teacher's retirement presents an even greater problem. The employer contribution is paid in total by the state for all certified employees. The equity issue lies in the fact that this contribution is paid regardless of the number of employees of a district and regardless of the salary paid. Table 7 shows the seriousness of the disparity. While the state is contributing an average of \$319 per pupil in the lowest wealth quintile, it is contributing \$347 in the highest quintile. This relationship is inverse to the desirable relationship established by the SEEK formula. It is recommended that a detailed study of the issue of fringe benefits be conducted.

SPENDING IN LOCAL SCHOOL DISTRICTS

A cornerstone of KERA was the return of significant decision making to local schools and school districts, including to a great extent how money is spent. This section of the report provides an overview of spending patterns for 1989-90 and 1992-93 with particular attention to personnel expenditures.

Table 8 indicates over \$2.7 million was distributed to or for local school districts in 1992-93, an increase of 32.1% over 1989-90. Reviewing expenditures of districts is best facilitated by narrowing the scope of the review to current operating expenses. Current operating expenses best demonstrate spending patterns in districts during a particular year, such as administration, instruction, transportation, maintenance, etc. Other expenditures will be reviewed separately.

TABLE 7
1992-93 PUPIL WEIGHTED AVERAGES TEACHER'S RETIREMENT

	1992-93					
	Lowest	Second	Third	Fourth	Highest	Statewide
Quintile Characteristics						
Number of Districts	52	50	36	34	4	
Average Daily Attendance	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Employers' Match Teacher's Retirement	\$319	\$311	\$297	\$298	\$347	\$314
Coeff. of Var.	.102	.101	.076	.103	.124	.102

TABLE 8
STATE AND LOCAL REVENUE (IN THOUSANDS) PROVIDED
FOR KENTUCKY SCHOOL DISTRICTS IN 1989-90 AND 1992-93

REVENUE SOURCE	<u>1989-90</u>	<u>1992-93</u>	CHANGE	
			<u>AMOUNT</u>	<u>PERCENT</u>
STATE SOURCES				
Formula	\$1,179,143	\$1,495,506	\$316,363	26.8%
Capital/Debt*	\$56,091	\$71,705	\$15,614	27.8%
Grant Programs**	\$33,681	\$120,119	\$86,518	256.9%
Health/Life Ins.	\$84,689	\$136,961	\$52,272	61.7%
Teacher Retirement	\$168,398	\$185,400	\$17,002	10.1%
Escrow Accounts*** (Rewards,Technology)		\$10,000	\$10,000	100.0%
School Facilities Construction Comm.	\$39,293	\$52,710	\$13,417	34.1%
Total (All State)	\$1,561,295	\$2,072,401	\$511,186	32.7%
Local Sources Total	\$484,475	\$629,997	\$145,522	30.0%
State and Local Total	\$2,045,770	\$2,702,398	\$656,628	32.1%

*Includes capital outlay allotment plus Facilities Support Program of Kentucky funds.

**Grant programs in FY1989-90 include such programs as gifted/talented, remediation, in-service training, writing grants, etc. Grant programs for FY1992-93 include those continued from FY1989-90 plus new programs such as extended school services and pre-school. Funds for the operation of Kentucky Department of Education, the Kentucky School for the Deaf, the Kentucky School for the Blind or Kentucky Educational Television are not included in either year.

***Funds appropriated in 1989-90, 1990-91, and 1991-92 for rewards and education technology that are in the escrow account are not included in the amount.

The patterns of spending for the years 1989-90 and 1992-93 are displayed by wealth quintile in Table 9. The significance of the amount of new money is apparent in that the statewide average for total current expenses rose from \$2,898 per pupil in 1989-90 to \$3,759 in 1992-93. Significant dollar changes are noted in instruction, with the lowest wealth quintile spending \$1,894 per pupil in 1989-90 and \$2,699 in 1992-93. Statewide average expenditures for maintenance increased by more than 19.0%, from an average of \$105 to \$124. Transportation also increased dramatically, from \$200 in 1989-90 to \$252 in 1992-93, or 26.5%.

These additional dollars can be represented differently by reviewing the percent of total current expenses for each spending category for 1989-90 and 1992-93 (see Figure 1). These pie charts show that although many additional dollars were pumped into the system, spending patterns did not change very much. For example, administration increased from 2.96% to 3.03%, and instruction rose slightly from 74.20% to 74.28%. Increases in the percentage of total current expenses for the categories of other and fixed charges are also noted.

Since salaries for personnel comprise more than 65% of local districts budgets, it is important to take a closer look at the changes in this category in the third year of KERA. Average teacher salaries were addressed by the Supreme Court as being disparate. Table 10 shows average 185 day and total salaries for certified personnel. Total salaries include additional pay for extended service as well as additional duty. The difference between the highest and lowest wealth

TABLE 9
PUPIL WEIGHTED AVERAGES FOR EXPENDITURES
BY WEALTH QUINTILE

	1989-90					1992-93						
	Lowest	Second	Third	Fourth	Highest	Statewide	Lowest	Second	Third	Fourth	Highest	Statewide
Quintile Characteristics												
Number of Districts	54	43	40	33	6		52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Administration	\$86	\$79	\$70	\$77	\$118	\$86	\$121	\$114	\$93	\$106	\$137	\$114
Instruction	\$1,894	\$1,933	\$1,992	\$2,158	\$2,714	\$2,145	\$2,699	\$2,658	\$2,642	\$2,702	\$3,233	\$2,791
Attendance	\$24	\$24	\$21	\$20	\$24	\$23	\$28	\$28	\$26	\$21	\$27	\$26
Health	\$5	\$3	\$3	\$3	\$5	\$4	\$37	\$21	\$16	\$17	\$21	\$23
Transportation	\$211	\$195	\$194	\$169	\$226	\$200	\$280	\$251	\$246	\$219	\$262	\$252
Operation of Plant	\$190	\$194	\$201	\$218	\$340	\$230	\$249	\$239	\$233	\$248	\$366	\$268
Maintenance	\$87	\$91	\$90	\$109	\$152	\$105	\$123	\$128	\$124	\$117	\$128	\$124
Fixed Charges	\$100	\$86	\$99	\$98	\$145	\$106	\$169	\$152	\$159	\$150	\$176	\$161
Total Current Expenditures	\$2,592	\$2,604	\$2,670	\$2,847	\$3,723	\$2,898	\$3,706	\$3,591	\$3,539	\$3,580	\$4,350	\$3,759

FIGURE 1
CURRENT EXPENSE BY CATEGORY

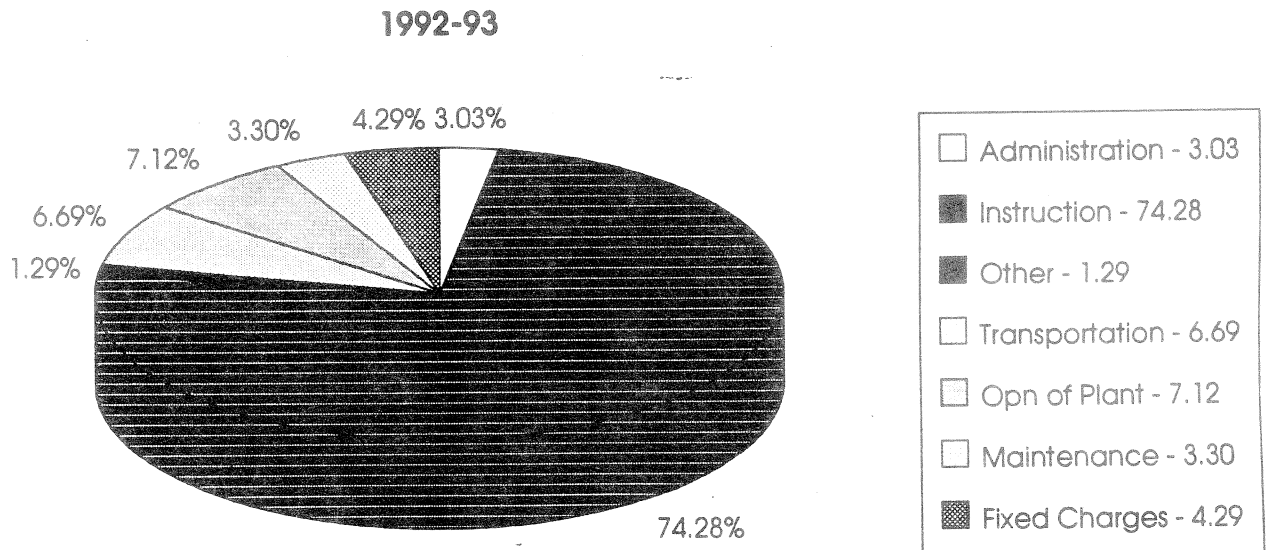
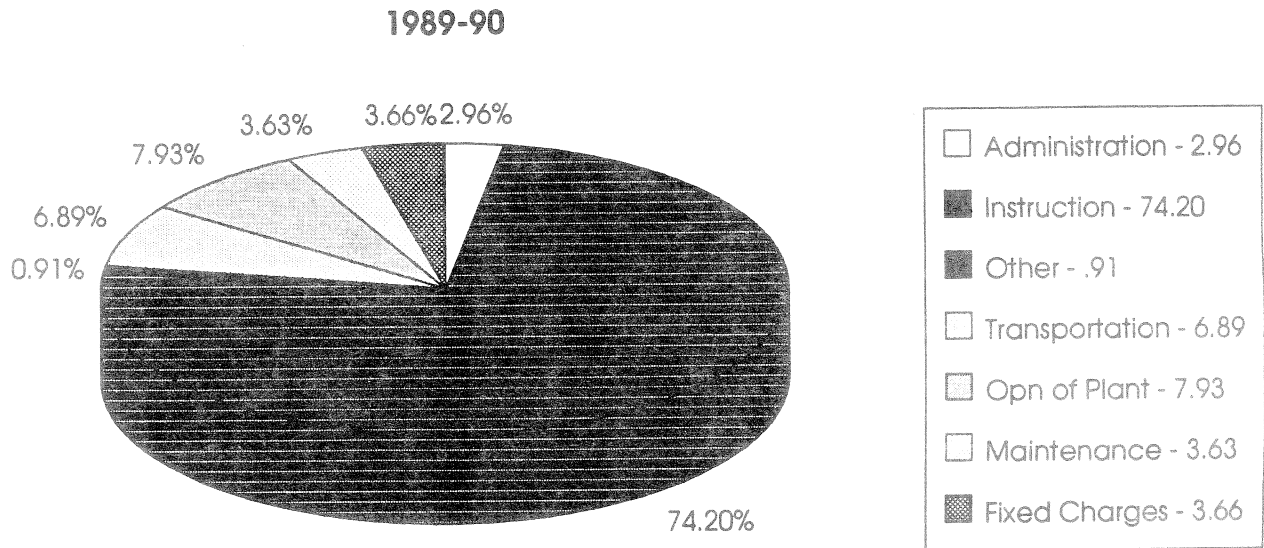


TABLE 10
PUPIL WEIGHTED AVERAGES FOR CERTIFIED PERSONNEL CHARACTERISTICS
BY WEALTH QUINTILE

Quintile Characteristics	1989-90					1992-93						
	Lowest	Second	Thlrd	Fourth	Highest	Statewide	Lowest	Second	Third	Fourth	Highest	Statewide
Number of Districts	54	43	40	33	6		52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Average Salary	\$24,530	\$24,899	\$25,483	\$26,071	\$29,230	\$26,078	\$29,509	\$29,400	\$29,679	\$29,979	\$32,946	\$30,323
Average Total Salary	\$26,115	\$26,563	\$27,188	\$27,895	\$31,239	\$27,837	\$31,916	\$31,920	\$32,063	\$32,334	\$35,304	\$32,741
Rank 1	34.3%	34.2%	34.2%	32.1%	28.8%	32.7%	34.4%	35.8%	34.4%	33.2%	30.5%	33.7%
Rank 2	41.9%	44.3%	46.6%	48.4%	53.0%	46.9%	42.7%	44.4%	47.0%	49.8%	53.6%	47.5%
Rank 3	23.0%	20.6%	18.6%	18.9%	16.8%	19.6%	22.8%	19.6%	18.5%	17.0%	15.7%	18.7%

quintiles in 1989-90 was \$4,700 for average 185 day salaries. This difference was reduced to \$3,437 in 1992-93.

The difference between the lowest and highest wealth quintiles in 1989-90 for total salaries was \$5,124, compared to the \$4,700 difference in 185 day salaries (see Table 10). The disparity in total salaries in 1992-93 was reduced to \$3,388. Although the reduced disparity is a positive outcome of the efforts of SEEK to equalize spending, the disparity remains significant.

Also, Table 10 contains data relative to the rank of certified personnel by wealth quintile. Rank 3 personnel are those with an approved four-year college degree, Rank 2 requires a master's degree, while Rank 1 consists of those personnel with a master's degree plus an additional thirty hours of approved graduate work. While disparities do exist among the quintiles, it is interesting to note that the highest wealth quintile has the lowest percentage of Rank 1 personnel at 30.5%. Inverse relationships exist between the lowest and highest wealth quintiles when comparing Rank 2 and Rank 3 personnel. Certified personnel in the highest wealth quintile are comprised of 53.6% Rank 2 and 15.7% Rank 3 while the lowest quintile has a lesser percentage of Rank 2 than the highest wealth quintile, 42.7%, and a greater percentage of Rank 3 than the highest wealth quintile at 22.8%.

Table 11 shows that in addition to increasing the salaries for certified personnel, the average number of certified personnel also increased. The average number of school administrators increased slightly from 3.00 to 3.07 per thousand students. Each of the other categories, however, showed more

TABLE 11
PUPIL WEIGHTED AVERAGES FOR CERTIFIED PERSONNEL PER 1000 PUPILS
BY WEALTH QUINTILE

		1989-90				1992-93							
		Lowest	Second	Third	Fourth	Highest	Statewide	Lowest	Second	Third	Fourth	Highest	Statewide
Quintile Characteristics													
Number of Districts	54	43	40	33	6			52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454		115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814		\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
School													
Administrators	3.26	3.00	2.97	2.95	2.86	3.00		3.32	3.28	3.06	2.96	2.74	3.07
School Guidance Counselors	1.46	1.63	1.67	1.82	2.52	1.83		1.68	1.81	2.00	2.17	2.57	2.07
Librarians	2.06	2.02	1.93	1.93	1.88	1.96		2.10	2.09	1.89	1.88	1.83	2.00
Central Office Staff	3.19	2.91	2.61	2.50	3.65	2.99		4.45	3.95	3.41	2.99	3.65	3.69
Teachers	63.80	62.00	60.97	62.87	66.3	63.20		66.35	64.79	62.50	62.34	65.10	64.24
TOTAL	73.80	71.50	70.10	72.10	77.20	73.00		77.90	75.92	72.86	72.34	75.89	75.07

significant increases: school guidance counselors increase from 1.83 to 2.07 per thousand; librarians from 1.96 to 2.00; central office staff from 2.99 to 3.69; and, teachers increased from 63.2 to 64.24.

It is important to understand that for Table 11, school administrators are defined as principals and assistant principals. Guidance counselors are defined as those who actually are assigned to a particular school. This is somewhat different than how guidance counselors are presented in other documentation in Kentucky. However, it was determined that particular attention should be given to the number of "school" guidance counselors. Librarians are also those assigned to schools. This table refers to Central Office Staff, which is a category comprised of a number of different personnel, but who are all actually assigned to a central office. These personnel include superintendents, assistant superintendents, directors of transportation, coordinators, supervisors, and numerous other certified personnel.

While the average number of personnel in each category is higher, other significant information can be gleaned from Table 11. In the category of school administrators, the lowest quintile has the highest average at 3.32 per thousand pupils in 1992-93, while the highest quintile has the lowest average, 2.74. Part of this difference can be attributed to the fact that the lowest wealth quintile has 52 school districts in 1992-93 while the highest wealth quintile has only 4 districts.

School guidance counselors increase from left to right, or from the lowest wealth quintile to the highest. But perhaps more significant is the fact that the

highest quintile showed almost no gain in guidance counselors while the lower four all showed relatively significant increases. Librarians decrease from lowest to highest quintile, but comparing 1989-90 to 1992-93 show consistent gains throughout the quintiles. Teachers per thousand pupils declined slightly in the highest quintile but made considerable gains in each of the other four.

Salaries of classified personnel are not presented as a part of this report. However, changes in the numbers of classified personnel in selected categories are shown in Table 12. Aides include aides to teachers, nurses, librarians and administrators. Lunchroom personnel include managers and workers. The custodians/maintenance category includes custodians, maids, maintenance personnel and school plant supervisors/operators. Finally, transportation includes bus maintenance, drivers and transportation supervisors. This table indicates that the average number of classified personnel per thousand pupils increased in nearly every category statewide and in nearly every category by quintile.

Total salaries for certified and classified personnel combined are found in Table 13 by expenditure category. Average salaries increased by 30% from 1989-1990 to 1992-93, with administrative and instructional salaries increasing at about the statewide average. The significant increase of 557% in health services can most likely be attributed to the emphasis placed on this area by KERA. More significantly; however, is that of the state and local revenue made available to local districts in 1992-93, salaries for certified and classified staff consumed over 64% of the money.

TABLE 12
PUPIL WEIGHTED AVERAGES OF SELECTED CLASSIFIED PERSONNEL PER 1000 PUPILS
BY WEALTH QUINTILE

Quintile Characteristics	1989-90					1992-93						
	Lowest	Second	Third	Fourth	Highest	Statewide	Lowest	Second	Third	Fourth	Highest	Statewide
Number of Districts	54	43	40	33	6		52	50	36	34	4	
Average Daily Attendance	113,817	116,108	112,657	106,026	120,846	569,454	115,975	116,562	112,531	116,281	120,705	582,054
Property Wealth Per Pupil	\$73,100	\$107,837	\$140,804	\$180,740	\$281,361	\$157,814	\$87,359	\$126,068	\$161,312	\$215,672	\$324,663	\$184,253
Aides	10.3	10.6	9.6	10.1	15.3	11.3	16.7	16.4	16.1	13.4	18.2	16.2
Secretaries	5.5	5.3	5.5	5.9	9.6	6.4	6.3	6.0	6.5	6.4	10.4	7.1
Lunchroom Personnel	13.8	13.4	11.9	12.7	8.8	12.1	14.4	13.3	12.0	12.3	8.5	12.1
Custodians/Maintenance	9.3	7.8	7.7	8.4	10.0	8.7	9.9	8.7	7.8	8.7	9.5	9.0
Transportation	14.8	13.7	12.5	10.7	8.5	12.0	15.4	14.9	12.0	11.3	8.4	12.4
Other	0.7	1.0	1.0	1.3	4.7	1.8	2.3	2.8	2.9	3.3	5.9	3.5
TOTAL	54.5	51.8	48.3	49.0	56.8	52.2	65.0	62.1	57.3	55.4	60.9	60.3

TABLE 13
TOTAL SALARIES BY EXPENDITURE CATEGORY
1989-90 AND 1992-93

	<u>1989-90</u>	<u>1992-93</u>	% Change
Administration	\$36,565,075	\$47,369,921	30.00%
Instruction	\$1,160,471,233	\$1,502,294,219	29.00%
Attendance	\$11,981,500	\$13,880,217	16.00%
Maintenance	\$23,329,190	\$28,232,161	21.00%
Health Services	\$1,381,241	\$9,072,677	557.00%
Transportation	\$59,003,190	\$82,863,170	40.00%
Operation of Plant	\$56,963,562	\$68,720,095	21.00%
TOTAL SALARIES	\$1,349,694,991	\$1,752,432,460	30.00%

SEEK REPORT

House Bill 940, as amended by the 1992 General Assembly, required the Office of Education Accountability (OEA) to review the concept of establishing pupil weights. Pupil weights are merely ratios relating an amount budgeted for one student's program to a base dollar amount. In October 1993, the OEA released a report that describes costing students through the grade levels or courses available in Kentucky's elementary and secondary schools.

A costing procedure was the primary tool used in this study. It is a process that is concerned with the collection and determination of costs associated with producing a particular product or providing a particular service. In this study, this method was used to determine the cost of academic courses, programs, and services.

Over three months, the Division of Finance staff traveled to eight representative school districts to collect data for this study. In these eight districts, the financial records of the central office and each individual school were examined. As prescribed by the costing procedure, all expenditures were assigned to a set or subset within a major cost category and a cost classification code. Next, a series of derivatives of the costing procedure's primary equation were used to answer these research questions:

1. What is the per grade level or course costs in Kentucky's elementary and secondary schools?
2. What is the per-student per grade level or course costs in Kentucky's elementary and secondary schools?

This study provided comprehensive data on the eight representative school districts. The results of this study should help in ascertaining the suitability of using pupil weights to make the allocation of state aid sensitive to the relatively higher costs of providing certain services. A copy of the SEEK Report can be obtained from the OEA.

RECOMMENDATIONS

1. A hold harmless provision for funds received through the SEEK calculation is recommended for each year of the 1994-96 biennium. This provision should be on a per pupil basis rather than on total funds. No district is to receive less per pupil through the SEEK formula than was received in the prior year. However, as the SEEK base is raised the need for this provision will decrease. A goal of reducing the hold harmless to less than \$1 million by 1996 is recommended.
2. Fully fund and provide a 3% increase in the SEEK base for each year of the 1994-96 biennium. Fund the SEEK add-on components (at-risk pupils, exceptional children, home and hospital, transportation) at a 95% minimum of projected cost for each year of the biennium if full funding is not possible.
3. The level of equalization set at 150% of the statewide average of property wealth per pupil should remain constant for both years of the biennium.

4. The five cents levied for FSPK (Facility Support Program Kentucky) should be set aside in the calculation of funds for SEEK. This levy, whether or not it is being used for debt service, should be treated as a separate levy not to be commingled with Tier I levies. The intent of this program is to encourage local districts to meet projected needs for facilities. Thus, the recommendation is to set the FSPK levy aside.
5. The thirty cent effort required of local districts should be for current operating expenses only. Debt service obligations are in addition to the required local effort and should not in any way be obligated to the required local effort.
6. When SEEK was developed, it was proposed that categorical programs and pilot programs should not be funded outside the SEEK formula for more than four years. However, sufficient data to support rolling these programs into SEEK are not currently available. As a result, continued funding outside the SEEK formula at the 1992-94 level for the 1994-96 biennium is proposed.
7. The inequities of the distribution of teacher's retirement funds should be addressed during the 1994 Regular Session. The recommendation to deal with this issue is not meant to correct the situation during the coming biennium, but rather to review new methods of distribution and implement a revised methodology that begins to address the problem in 1996. For example, consideration should be given to capping the state's contribution to teacher retirement by no longer providing the state match on the amount an individual's salary exceeds \$65,000.

8. The transportation recommendations contained in the 1991 Annual Report should be addressed. These recommendations were developed under a legislative mandate to review KRS 157.370 (see 1991 report for a complete listing of recommendations).
9. The methodology for projecting student population should continue to be improved. The joint effort undertaken by OEA and KDE to routinely audit and validate average daily attendance in local school districts should be maintained and enhanced.

KENTUCKY EDUCATION TECHNOLOGY SYSTEM

OVERVIEW

If we dream of the best for our children -- at their schools, in their future jobs, and throughout their lives -- we must help them aspire to and achieve more academically. The Kentucky Supreme Court issued a decision in 1989 stating that the use of local property taxes to finance schools deprived students in the poorer counties of their right to an equal education. The Court not only ruled in the plaintiff's favor, but also declared the entire state school system unconstitutional. The Kentucky Education Reform Act (KERA) of 1990 instituted a wide range of new educational programs and services. One of these new programs was the Kentucky Education Technology System (KETS).

In 1990, the General Assembly of the Commonwealth of Kentucky recognized that technology would play an important role in enlarging and enriching the school experiences of students and would be vital to an efficient public school system. Consequently, KETS was viewed as a critical component of KERA. This decision relied upon the findings of the Curriculum Committee of the Task Force on Education Reform (1989) that technology must be a centerpiece in Kentucky's effort to have the best school system in the country. KERA's enabling legislation determined that KETS should provide comprehensive, current, accurate, and accessible information centered in the Kentucky Department of Education (KDE) related to district level management, finance, operations, instruction, and student programs. KERA intended that the system would be operational by the beginning of the 1991-92 school year.

Legislative concern for KETS culminated with the passage of House Bill 1 during the First Extraordinary Session of 1993. Specifically, House Bill 1 required the Office of Education Accountability (OEA) to do the following:

- Evaluate the development of KETS;
- Monitor the implementation of KETS;
- Review the existing agreement between the Commonwealth and Digital Equipment Corporation (DEC) for compliance with specified tasks, specified price, and penalty provisions; and,
- Review the appropriateness of expenditures authorized by the Finance and Administration Cabinet (FAC) for technical support and implementation services.

In July 1993, the OEA released a report concerning KETS. Technical consultants were retained by OEA from the private sector to thoroughly examine and review the KETS project. The consultants identified nine critical questions:

- What single component of KETS has the capability of significantly impacting the overall success or failure of the project?
- What entities or individuals have been responsible for the implementation of KETS?

- What are the ramifications of implementing the major KETS administrative software components as separate entities rather than one highly integrated package?
- What are KERA's stated technology objectives and what strategy did KDE use to achieve these objectives?
- Was the original Information Systems Service Provider (ISSP) selection process fair and proper?
- What has been DEC's intended role in the KETS Project?
- Has DEC satisfactorily met all of its obligations in Phase I and II of the KETS Project?
- Should the KETS Project be abandoned entirely or halted and started anew?
- What technical concerns should be reviewed and addressed?

The charge to the technical consultants was to evaluate performance, identify notable problems, and recommend solutions. As a result, the consultants identified the following:

- A critical need before purchasing more hardware, is to identify and select the application software and curriculum delivery methods which will directly affect learner outcomes.
- Management responsibility and authority for KETS has been moved from KDE to FAC. Tighter control over the project has been implemented and a new contract with DEC is being finalized. However, there is an urgent need to clearly define who is ultimately responsible for the success or failure of KETS and what is the chain of command.
- The KETS Administrative system should be developed in the same timeframe and released as a single RFP.
- During the review, no evidence was found of fraud, collusion, or improper influence in the selection of the Phase II ISSP and the subsequent award of contract.
- It was difficult to determine whether DEC was to serve as a "consultant" or "systems integrator" during Phase II of the project. DEC's role needs to be clarified by contract.
- A need for the current KETS Project Director to establish a "window" (e.g., 45-60 days) to convene a conference that would thoroughly review the existing KETS vision, Master Plan, and Implementation Plan and prepare any revisions. Discussions should focus on (at least) the following technical recommendations:

- Value engineer (conduct a cost benefit analysis) all major system components.
- Determine if the proposed strategy for KETS will satisfy the intent of KERA's learner outcomes.
- Change the procurement process from an RFP driven system to one in which the Commonwealth works closely with vendors to achieve the desired design and then procure it by competitive bid.
- Re-evaluate the need for a Wide Area Network (WAN).
- Re-evaluate the district technology planning function.
- Re-evaluate the integration of the administrative and instructional components of KETS.
- Re-evaluate the building wiring specifications document for possible errors and safety concerns.
- Review what other states are doing with statewide technology systems.

- Insist the consultant provide on a monthly basis a usable, readable, and understandable report to the KETS project director.
- Determine if KETS will proceed as a Commonwealth managed implementation project with technical and management consultant assistance.
- KDE should begin recruiting qualified candidates and utilizing their services during the implementation of KETS.
- The KETS Project Director should begin assessing immediately which tasks can be accomplished by using appropriately qualified but lower cost ISSP's to implement KETS projects.

A copy of this report is available. Also, the OEA will release a second KETS report in December 1993.

RECOMMENDATIONS

1. The instructional component of KETS must be the top priority if full funding is not possible.
2. The Finance and Administration Cabinet should continue to oversee the KETS project.

3. The Kentucky Education Technology System's (KETS) District Administrative System (DAS), Student/School Management System (SSMS), and Statewide Reporting and Information Management System (SRIMS) should move forward as expeditiously as possible in order to enhance accurate and timely reporting. However, this initiative should not be accomplished by delaying KETS' instructional initiative.

*K.E.R.A.
INITIATIVES*

ASSESSMENT

OVERVIEW

In this first year of full-scale assessment against the baseline scores that were established in 1991-1992, results indicated that change was occurring at grades four and eight. However, at grade twelve, results denoted regression.

The grade four statewide performance summary on the transitional test showed positive growth from the baseline in reading and math (53% and 15% respectively) and were fairly static in science and social studies (-2% and 0% growth respectively). The grade eight summary indicated significant positive growth in reading, math, and science (10%, 8%, and 25% respectively) with a drop of 7% in social studies. Kentucky Instructional Results Information System (KIRIS) grade twelve transitional test results showed substantial regression in reading and social studies (-17% and -26% respectively) and lesser regression in math and science (-1% and -6% respectively).

The drop in grade twelve scores has been attributed largely to "senioritis," or twelfth graders taking the tests less seriously since they were not subject to any consequences for poor performance. This is the first indication that the assessment scores may need to be reflected in students' overall achievement record as shown by grades and other twelfth grade exit performance indicators. Another factor contributing to lower scores at the twelfth grade may be that high schools are more "fragmented" by their very nature and have not yet embraced the integrated/interdisciplinary approach that is necessary for systemic reform to occur. The implementation of the statewide curriculum frameworks will require

much more collaboration and cooperation across the high school curriculum as the sample demonstrations and assessment strategies are presented in an interdisciplinary and integrated fashion.

In addition to the transitional tests, students in the school accountability grades of four, eight, and twelve were also administered performance events and portfolios as additional indicators of school success. Scores from these assessments will not be released until January 1994, when they are merged with other non-cognitive indicators and released. At this time schools will be given their completed School Accountability Index (SAI) for the first year of the biennium.

In December 1992, the State Board for Elementary and Secondary Education (SBESE) adopted 703 KAR 4:010, requiring schools to meet the threshold on an annual basis and the results then can be averaged in a weighted fashion over the two years of the biennium to establish growth toward the threshold. This regulation sets out the consequences for Rewards and Sanctions and establishes the level of each. Schools are given cash rewards if they score one point above their threshold on the biennium average. This reward would equal 50% of the maximum reward available. If a school reaches an index equal to the threshold plus one point, plus the difference between the baseline and threshold, additionally, they would qualify for 100% of the maximum reward as set by the 1994 General Assembly. Reward levels are calibrated in 51 increments between 50% and 100% reward levels.

Schools not meeting their established threshold at the end of the biennium would fall into one of three levels of sanctions. Preliminary data from

the 1992-1993 results indicated that approximately 225 schools would be sanctioned either through writing a school improvement plan and applying for school improvement funds, or having a Distinguished Educator placed at the school. More serious consequences would await about 100 additional schools who appear to have regressed more than 5 points from the baseline unless drastic improvement is achieved this year. These consequences include placing all certified staff on probation and parents having the option to transfer their children to a "successful" school. The regulation did make provisions for schools who met the threshold in the second year of the biennium but did not make the weighted average over the two years, to be exempt from sanctions. An additional requirement for rewards was that schools must move at least 10% of their novice students on the average across the content areas to apprentice or higher in order to be eligible for rewards.

Overall, the year was one of adaptation for schools as they began meeting their thresholds. However, many stakeholders complain that the timelines for taking corrective action in their schools to meet thresholds were too short, with only one month between releasing scores and new assessments beginning for twelfth graders and three months for fourth and eighth graders.

Other concerns include the alignment of curriculum with assessment and the professional development requirements entailed in making the paradigm shift from assessing students on "what they know" to "what they can do with what they know" as it relates to the six learning goals and seventy-five learner outcomes.

ADMINISTRATIVE REGULATIONS

704 KAR 4:010. *The Formula for Determining Successful Schools.* This regulation was adopted by the SBESE in December 1992, and sets out the parameters for establishment of all cognitive and non-cognitive measures and the process for arriving at the School Accountability Index, baselines and thresholds.

703 KAR 3:060. *Procedures for Determining Rewards and Sanctions.* This regulation was adopted by the SBESE in August 1993 and defines what conditions must occur within schools for rewards to be given and likewise sets the criteria for sanctions and their varying consequences.

PROGRAM REVIEWS

No. 93-OCAA-101, June 11, 1993. *Formula for Determining Successful Schools.* This advisory was to prepare Superintendents and Assessment Coordinators for upcoming regional meetings for an update on the formula and other KIRIS information.

No. 93-PRIM-103, February 3, 1993. *Training on Interim Methods for Verifying Successful Completion of the Primary Program.* This advisory set out the schedule of training's for primary teachers in becoming acquainted with measures of assessment to be used for determining fourth grade readiness.

No. OCAA-93-104, February 9, 1993. *Procedures for Inclusion of Students in KIRIS Interim Student Assessment.* This advisory set out the 1993

revised procedures in assessment for students with disabilities, students whose primary language is not English and students who are receiving instruction in homebound programs or in the hospital.

PROGRAM IMPLEMENTATION

KRS 158.6453 required the SBESE to create and implement a statewide performance-based student assessment and school accountability system to ensure the achievement of the six learning goals. The program was to be implemented as early as the 1993-94 school year, but no later than the 1995-96 school year. The Board was also responsible for administering an interim testing program to assess student skills in reading, mathematics, science, and social studies in grades four, eight, and twelve (the accountability grades). In 1991 the Council on School Performance Standards completed a report that outlined the six learning goals and the subsequent seventy-five learner outcomes that became the basis for the assessments.

In 1991, Advanced Systems in Measurement and Evaluation, Inc. (ASME) of Dover, New Hampshire, was awarded a \$29.5 million contract for the development and administration of the assessment program. One hundred and forty thousand (140,000) students in grades four, eight, and twelve were administered the tests in 1991 to establish the baseline for school accountability. In the 1992-93 school year, an additional 140,000 students in the accountability grades were administered similar tests to determine movement toward established school thresholds. This year, 1993-94, students in the accountability grades will again be assessed to determine if thresholds have been met and schools will receive rewards or sanctions accordingly.

Fourth grade results in reading and math, showing a 53% and 15% gain respectively, should make a strong statement for the efficacy of the primary program currently being implemented. Although the program was not yet mandated for full implementation in 92-93, most schools were well on their way with whole language curriculum and developmentally appropriate practices.

Eighth grade science showed dramatic improvement at 25% over the baseline year with reading and math also showing significant improvements. Math scores for Kentucky eighth graders also improved on the National Assessment of Educational Progress (NAEP) test from 1990 to 1992 by about four points which would corroborate the KIRIS score gains. Hence, the transitional test may be truly "NAEP like" as required by the law. These scores provide strong evidence that the systemic change that was anticipated with all phases of the Kentucky Education Reform Act (KERA) working together is changing the way that students learn.

Twelfth grade results on a statewide average showed a dramatic decline in reading and social studies and a somewhat lesser decline in science and math. Only 20 of 256 high schools made progress on the transitional test.

Table 14 shows how each of the accountability grades performed statewide on the transitional tests from the 91-92 to 92-93 school year.

Table 14.

STATEWIDE PERFORMANCE SUMMARY

*KIRIS Cognitive Index 1991-92 - 1992-93

GRADE	READING			MATHEMATICS			SCIENCE			SOCIAL STUDIES		
	91-92	92-93	% Change	91-92	92-93	% Change	91-92	92-93	% Change	91-92	92-93	% Change
4	21.0	32.2	+53%	18.8	21.6	+15%	20.2	19.8	-2%	27.8	27.8	0%
8	35.6	39.0	+10%	23.4	25.2	+8%	15.4	19.2	+25%	28.6	26.6	-7%
12	28.4	23.6	-17%	28.0	27.6	-1%	28.4	26.6	-6%	29.0	21.4	-26%

* Does not yet include results for performance events or writing portfolios.

The statewide performance summary indicates that grades four and eight had substantial overall growth. The most consistent content area with low performance in all grades was social studies.

The transitional test is the most heavily weighted assessment in KIRIS and includes multiple-choice and short essay questions. These account for about 80% of the total content area cognitive index in these four subjects, with performance events comprising the remainder.

Kentucky's assessment initiative has been labeled in such terms as "most ambitious" and "most intriguing" by national scholars. It is unequivocally the most extensive effort to date among all the states.

The statewide curriculum frameworks adopted by the SBESE were designed to mirror the seventy-five learner outcomes and six learning goals established by the Council of School Performance Standards. The merger of the Office of Curriculum with the Office of Assessment and Accountability clearly indicates that performance assessment must be embedded in all classroom activities for schools to be successful.

These changes in policy and practice represent a paradigm shift that has required a professional development retrofit for the teacher work force.

PRE-KERA	POST-KERA
Standardized norm-referenced multiple-choice tests comparing students to the rest of the country.	Performance-based criterion-referenced comparing students to a standard.

This shift represents a major transformation of the instructional process whereby outcomes require higher order thinking skills. Responses are measured in a qualitative manner and communication skills are essential.

This notion of assessing students on "what they can do with what they know" as compared to the traditional assessments which measured "rote memory" abilities has caused classroom transformation. Traditional methods utilized a direct style of instruction whereby teachers imparted facts and knowledge. In the "reformed" classroom, teachers must create a learning environment where students are required to integrate a variety of thinking/manipulative processes and access several sources of information to arrive at a conclusion and then communicate that conclusion.

The Office of Education Accountability (OEA) staff in visits to over 100 schools in 35 districts have observed the following:

Portfolios. The portfolio, as a measure of students' ability and progress, is becoming widely accepted among teachers and administrators as a credible approach to the documentation of learning. Teachers are more comfortable now than a year ago on how to administer and score these. There is some concern that the present system encourages fragmentation and that the move to a single interdisciplinary portfolio, especially at the high school level, would require all teachers to gain a better understanding of the K-12 developmental process.

Currently the inconsistency in scores from district to district has prompted the auditing of about 120 schools for possible inaccurate scoring of writing

portfolios. The potential for inflating scores warrants closer scrutiny at the school, district and state level.

The OEA compared eighth grade preliminary writing portfolio cognitive indexes in 31 randomly selected schools to the average cumulative content area cognitive index on the transitional test in reading, math, science, and social studies in those same 31 schools. The hypotheses for this comparison was that since the writing process had been emphasized in Kentucky schools for the past few years then writing portfolio scores should be slightly higher.

Table 15 shows 1992-93 school year cognitive index in preliminary writing portfolios and a cumulative average of the four other content areas on the transitional test also administered in 92-93. The results are somewhat surprising in that the writing portfolio scores average surpassed the other content areas by only 6.8%. Overall, 15 of the 31 schools had higher portfolio scores with the other 16 having higher content area scores. At least two schools in this cohort made massive gains (200-300%) in writing portfolios over the other content areas. Of course, gains of this magnitude will prompt further review by ASME of portfolio scoring in those schools. If these two schools are removed from the cohort, the other content areas surpass writing in those 29 schools by 2.4% (writing portfolio 26.78, compared to other content areas average 27.42.).

Table 15.

**PRELIMINARY WRITING PORTFOLIO COGNITIVE INDEX
COMPARED TO
READING, MATH, SCIENCE, SOCIAL STUDIES COGNITIVE INDEX**

	WRITING PORTFOLIO	READING	MATH	SCIENCE	SOCIAL STUDIES	*AVERAGE
021010 Austin Tracy	14.4	35	16.4	16.8	20.2	22.10
042065 Bowling Green	32.2	38.8	29.8	19.6	23.4	27.90
071025 Hebron	20.2	37.0	25.0	20.6	33.6	27.90
105130 East Carter	33.6	31.6	12.8	10.0	17.2	17.90
125095 Clay County	10.8	28.0	15.6	13.0	13.0	17.40
146020 Dawson Springs	27.6	38.4	21.0	19.2	29.0	26.90
165065 Leestown Middle	14.4	34.2	25.6	18.4	25.8	26.00
175070 Auxier	36.8	39.4	13.8	14.0	16.6	20.95
181015 Bondurant Middle	31.6	46.0	32.6	23.2	27.0	32.20
205200 Wingo	25.8	38.2	28.2	17.8	28.0	28.05
235340 Hall	12.6	39.0	18.6	15.0	20.2	23.20
265060 Dalton	22.4	48.0	47.4	29.4	33.8	39.65
275077 Westport	33.2	37.8	29.0	18.8	26.4	28.00
275340 Meyzeek	34.4	43.6	34.4	23.0	27.2	32.05
285270 Meade Memorial	54.2	36.2	8.4	15.6	19.4	19.90
295255 Jones Fork	6.4	38.4	32.6	15.6	22.8	27.40
311200 North Laurel	21.4	35.6	16.0	12.8	17.6	20.50
331125 Beckam Bates	9.6	32.6	12.2	15.6	20.2	20.15

341070 Hustonville	28.8	50.2	46.2	24.6	37.8	39.70
365020 Madison Middle	26.6	36.0	23.8	21.4	28.4	27.40
395055 Heath	37.8	40.2	30.0	18.4	25.4	28.50
425090 Summer Shade	39.0	49.8	40.8	26.0	40.2	39.20
446030 Murray Middle	54.8	48.0	39.6	26.4	37.6	37.90
472125 Owensboro Mid.	38.2	41.6	22.0	18.8	23.4	26.45
485890 Viper	36.6	43.0	20.0	16.4	18.8	24.55
491890 Millard	13.0	36.8	10.4	13.6	18.6	19.85
501395 Northern Jr.	20.0	33.6	18.4	13.8	17.6	20.85
524010 Science Hill	34.8	47.6	37.6	25.8	31.0	35.50
565055 Union County	26.4	36.0	21.4	18.0	23.8	24.80
585050 Dixon	79.2	47.6	40.0	25.4	34.2	36.80
607300 Mahassey	33.2	46.8	28.6	21.2	28.2	31.20
TOTAL	910.0					852.00

*Average - Reading, Math, Science, and Social Studies on the 92-93 transitional test.

AVERAGE WRITING COGNITIVE INDEX = 29.35 AVERAGE CONTENT AREA COGNITIVE INDEX = 27.48
DIFFERENCE = 6.8% HIGHER WRITING PORTFOLIO

Performance events. While reliability is still a concern with performance events, their inclusion is necessary in any performance assessment system. Generally, the concern has been that more training is needed for facilitators administering the events testing. There is also concern that Advanced Systems kits are overpriced and that not enough creativity occurs at the school level in item development

Transitional tests. The primary concern cited was that since this assessment requires over eight hours of testing time, it should be more prescriptive in reporting results for teachers (i.e., identifying areas of student deficiency). Also, the technical issues of consistency in difficulty level across different test years, validity, reliability, bias, fairness, generalizeability, cost, content coverage, and consequences have raised concern.

The Kentucky Department of Education (KDE) has implemented a bias review process to ensure sensitivity to Kentucky's diverse populations. The committee's suggestions are forwarded to Advanced Systems test development staff where changes are recommended and forwarded back to KDE for final approval. As of August 1993, KDE had received one formal complaint about one item used at a non-accountability grade. The complaint was reviewed and found to have merit, and subsequently that item was invalidated.

The OEA in consultation with Dr. Ronald Hambleton, assessment specialist from the University of Massachusetts, is conducting a review of KIRIS. This review to date has consisted of two days of field visits to school districts in Kentucky and interviews with over 25 professionals including assessment coordinators, superintendents, professional development providers, teachers, and parents. These findings also reflect an assessment symposium conducted by OEA in September 1993.

In this review the following areas, needing further review, have been identified:

Technical Quality of the Cognitive Assessments. There are three components of the cognitive assessment system in KIRIS; transitional tests, performance events, and portfolios. Many states are currently considering similar assessment programs, and there are many states implementing assessment components similar to those in Kentucky (e.g., Vermont, California, Maryland). But few states, perhaps none, are as far along in their planning and implementation as Kentucky. As the front-runner in the implementation of educational reform, obviously KIRIS is going to be scrutinized. This is to be expected because the cognitive assessment system is not supported by a well-established set of technical principles, methods, or procedures, and the assessment results are used in rewarding and sanctioning of schools. The contractor and the state are "breaking new ground" in the production and evaluation of the cognitive assessment system. KDE/ASME should be commended for their progress to date, while at the same time, the assessment system itself must be carefully monitored and evaluated both because of the innovativeness of the system and the central role that it plays in judging the quality of education in Kentucky.

The 1991-92 Technical Report (and Appendices) produced by ASME and KDE provides the technical information on the first year assessment. However, the Technical Report provides relatively little information for technical specialists to review and determine the technical quality of the first year of cognitive assessments. While the level of technical information is appropriate for some audiences (policy makers, school administrators, and school district researchers), it is not sufficient for a full technical review by measurement experts.

In the Technical Report two areas need expanding. First, standard-setting methods for non-objective item formats are not well developed in the measurement literature. A recent report from the National Academy of Education suggests that even the most popular of the standard setting methods, the Angoff method, may be inadequate. The situation is especially problematic with performance assessment material and is exacerbated by Kentucky's need to set three standards not just one as is the usual case in testing practice. Additionally Kentucky reviewers were required to look at profiles of scores across performance tasks and rate the profiles in terms of their level of demonstrated proficiency. For these reasons, the standard-setting methods must be evaluated very carefully for their validity in the context of KIRIS. The choice of reviewers, appropriateness of their training, the standard-setting process itself, and the reliability and validity of the resulting standards need to be examined carefully.

Also, there were questions regarding the assumptions made in the setting of standards on both the matrix-sampled questions and the performance events. It is possible that these assumptions were made for reasons of expediency and cost saving but their impact on the 1991-92 results must be understood because these results provide the baseline for the rewards and sanctions. It is anticipated that these original standards will be used again in 1992-93. Therefore, the need to review the technical merits is especially important.

The only evidence offered in the Technical Report to support the standards was that the committees were pleased with the results and that many persons around the state found the results credible. While face validity is important, there is no evidence that these observations were collected in any

systematic way. Also, we note that such evidence falls short of the validity measures to which the NAEP standards are held. The point is not that what was done in setting standards was poor, only that the technical evidence to support both the process and the results was not presented in the Technical Report nor in the supplement. Since the number of students at each grade level in each proficiency category is directly influenced by the choice of standards, and the evaluation of the Kentucky educational system depends completely on these standards, every effort must be made to document the suitability of the performance standards that have been adopted.

The second area of the Technical Report requiring additional review is test development. A technical report provides the specifics associated with assessment development, field-testing, evaluation, and final selection. In the Kentucky report this section contains some very useful material on the curriculum frameworks, persons who were involved in the process, and some of the philosophy involved in determining the cognitive levels at which assessments will be made; however, very little statistical evidence to support the assessment is provided.

In summary, based upon the review of the 1991-92 Technical Report, it is recommended that this report be revised to address the many technical components of assessment development and validation.

Student Motivation Problems at Grade 12. During the last year, Dr. Hambleton and the OEA have met with a number of administrators and teachers to discuss the KIRIS assessment. The problem of assessing grade 12 students always arose. There appears to be a belief among some educators that grade

12 students are not always motivated to perform to the best of their abilities. There is evidence that the problem existed with grade 12 students on the National Assessment of Educational Progress (see the recent work by McNeil and others at UCLA) where assessment time is approximately one hour. In KIRIS, the assessment time required exceeds eight hours. This is an extensive amount of time for a student to stay on task for an assessment where there are no consequences for the student. On its face, it seems unreasonable to think that students "for the good of their school and community" will put forward their best effort.

OEA believes that grade 12 students need to be assessed; after all, these are the students who have been in school 12 years, and who, upon graduation, are ready to join the work force or go on to higher education. How well prepared are grade 12 students in mathematics, English, science, and social studies? What areas are they deficient in? It seems highly desirable that the focus of an educational accountability system should be grade 12 students. Therefore, to solve the motivation problems, scores need to be reported to students before graduation, and most importantly, these results need to be factored into graduation requirements.

Scope of the Assessment Methods in KIRIS. The widely held belief today is that the form of assessment used by the KDE will drive the way teachers teach and assess their own students. From this perspective, performance assessments should be the predominant mode of assessment used by the state. While good in theory, in practice, performance assessments are time consuming and expensive to develop, administer, score, and the technical standards for performance assessments are difficult to achieve. The practical question at this

time is, would a balance of assessment formats, both performance and non-performance, achieve much the same goals as desired by the KDE, but with greater efficiency of time and funds?

RECOMMENDATIONS

1. Technical reports are needed that are sufficiently detailed so that readers can determine the quality of the cognitive assessments.
2. The contractor should be given the opportunity to present the technical evidence to support KIRIS to a panel of measurement specialists for their review and evaluation. This presentation should focus on instrument development, evidence of reliability and validity, scoring, standard-setting, equating, score reporting, etc.
3. Methods for improving student motivation and performance on the assessments need to be identified.
4. It is recommended that the 12th grade assessments be moved to October-November of the senior year with feedback to students prior to May. Using this timeline, results could be factored into graduation requirements.
5. In view of the high costs of assessment development, administration, and scoring, some attention should be given in 1993-94 to identifying cost saving methods (i.e., expanded use of paper and pencil assessments). The review should factor in costs, time, and psychometric validity associated with any adjustments.

EDUCATION PROFESSIONAL STANDARDS BOARD

OVERVIEW

During the last year, the Educational Professional Standards Board (EPSB) has focused on fulfilling several of its mandates, most notably, identifying new teacher standards, minority recruitment and certificate revocation. On November 1, 1993, several new members assumed four-year terms and Daniel Greene replaced Dr. Janice Weaver as Chair of the Board. Additionally, Dr. Roland Goddu was hired in the position of Executive Secretary to the Board, replacing Dr. Traci Bliss who resigned.

CERTIFICATION

The EPSB committee on New Teacher Outcomes is completing their work and will meet the June 30, 1994, deadline. This committee is coordinating the identification of outcomes with the intern teacher program to insure that new teachers both understand and demonstrate the desired outcomes.

Efforts continue toward streamlining the certification process. Currently, the Birth-5 Certificate proposal is before the Administrative Regulation Review Committee. Additionally, regulations regarding middle and high school certification, as well as special education, are being drafted and will be brought before the EPSB this fiscal year.

In July, Governor Brereton Jones created a Task Force on Teacher Preparation. The focus for this group is to review and revise the current

Kentucky teacher certification procedures. The Task Force mandate is to ensure that every teacher graduating from a higher education preparation program is ready to become a successful KERA teacher. The work of this Task Force will be completed by November 15, 1993. The expectation is that the 1994 General Assembly will enact a Kentucky Teacher Education Reform Act resolution. Further, the EPSB continues its work toward performance-based certification with assessment activities for teachers and administrators.

MINORITY RECRUITMENT

In July, Katherine Wallace was hired as Director of Minority Recruitment. This personnel action, along with a budget request of approximately \$6 million, is part of EPSB's commitment to fulfill the mandates of SB 346.

REVOCATION

During 1993, the EPSB began to make significant progress in resolving the revocation backlog. To date, 85 cases have been handled. Although approximately 100 cases remain, the EPSB has initiated procedures that can handle cases in a timely fashion. Approximately 7 new cases a month are referred. Currently, the staff consists of two contract investigators, one full-time attorney, one part-time attorney and two hearing officers. With this staff and new procedures, the Board resolves 15-20 cases monthly.

RECOMMENDATIONS

1. The budget allocation for EPSB needs to be maintained so as to ensure that the revocation process can continue to move forward, as well as the developmental work of the Board.
2. Efforts must continue to ensure the autonomy of the EPSB. Attention has been given to clarifying their role and budgets, but it continues to be a concern.
3. The EPSB will be an integral part of the transformation of the teacher preparation programs as per the Governor's Teacher Preparation Task Force. Support must be given to the EPSB as it implements these changes.

EXCEPTIONAL CHILDREN

OVERVIEW

The Division of Exceptional Children of the Kentucky Department of Education (KDE) is responsible for administering the special education programs addressed in KRS 157.200 through KRS 157.290. The staff's responsibility is to oversee the administration and implementation of all state and federal requirements for the education of exceptional children. The State Board for Elementary and Secondary Education has approved regulations 707 KAR 1:015 through 707 KAR 1:260 to set the standards for fulfilling this responsibility.

In February 1992, the United States Department of Education (USDE), Office of Special Education Programs (OSEP), conducted an on-site compliance review of the KDE's Division of Exceptional Children. The purpose of the review was to determine whether KDE was fulfilling its responsibility to ensure that the State's public educational agency programs for children with disabilities are being administered in a manner fully consistent with the requirements of (1) Part B of the Individuals with Disabilities Education Act (IDEA) and its implementing regulations, and (2) the Education Department General Administrative Regulations (EDGAR). As a result of this visit, THE KDE Division of Exceptional Children has spent much of 1993 preparing responses to this report.

ADMINISTRATIVE REGULATIONS

As a result of the OSEP visit, most regulations related to the KDE Office of Special Instructional Services were repealed and replaced with regulations

that conform to USDE standards. The revised regulations were reviewed by the Administrative Regulation Subcommittee on September 3, 1993. Four (4) of the regulations (**707 KAR 1:170-Identification of Children and Youth with Disabilities**, **707 KAR 1:180-Due Process Procedures**, **707 KAR 1:190-Evaluation**, and **707 KAR 1:200-Eligibility of Children and Youth with Disabilities**) were found to be deficient, in that they do not meet legislative intent. These will expire at the end of the next regular session of the legislature, unless they are revised prior to that time.

PROGRAM REVIEWS

No. 93-DECS-106, February 9, 1993. *New Statute, Regulation and Technical Assistance Manual for identification of students with emotional-behavioral disabilities (EBD).* The purpose of this program advisory is to provide written notification of changes in the statute KRS 157.200 and administrative regulation 707 KAR 1:054 regarding terminology, definition, assessment, and procedures for identification of students with EBD. These changes clarify the characteristics of students who are so disabled by their emotional or behavioral problems that they require special education and related services under the IDEA (P.L. 101-476). The changes are effective now. Districts will be monitored in accordance with these revisions.

No. 93-SBDM-119, June 15, 1993. *Best Practices/Recommendations regarding School-Based Decision Making and Exceptional Children Services.* The purpose of this program advisory is to provide non-binding clarification about the role school-based decision making councils may have with regard to special education students and programs. This document provides a question

and answer format to assist councils in understanding that special education programs are different, and that the legal status of these programs often differs from regular education programs.

PROGRAM IMPLEMENTATION

The Division of Exceptional Children has spent most of 1993 implementing changes required by the USDE report, resulting from their visit in February 1992. The Division has prepared a report responding to each deficiency. The report includes timelines, implementers, and if necessary, rationale for deviation from the OSEP deadline. One area was that of checking policies and procedures of local school districts to verify that these policies and procedures are in compliance with the (IDEA) Part B application. To facilitate this, the Division prepared a checklist with numbers that generally correspond to the numbering system of the OSEP system. The checklist provided for changes in federal and Kentucky statutes and regulations.

The Division conducted 29 on-site monitoring visits to school districts during the 1992-93 year. The visits were scheduled in response to the fact that the Division's prior monitoring system was too paper oriented. Each district received a written report on each item monitored. If there were deficiencies, the district was required to file a plan and appropriate timeline for correction. During 1993-94, the Division will do an in-depth visit to the five (5) districts visited by OSEP to monitor for compliance. In addition, the Division will do ten (10) fiscal audits of districts, adding others as time and staff permit. The Division plans to do on-site visits in 1994-95 of the 30 school districts doing self-studies in 1993-94.

The Division Director developed a plan of 31 initiatives to be accomplished by June 1993. Many of these were completed or have schedules for completion. The Division has established six (6) objectives as a 1993-94 Action Plan. Item D addresses the statewide issue of under-identification of EBD students. KDE numbers indicate 31 districts have no students identified, while 61 have only one or two. This plan is designed to provide technical assistance in identification and services to these districts. The director that formulated these plans has left KDE. The director's position has been abolished and the duties assumed by the Associate Commissioner for the Office of Special Instructional Services.

KDE prepared and distributed its State Plan encompassing fiscal 1994 through 1996 in April 1993. Kentucky's State Plan under Part B of the IDEA, P.L. 101-476, is the plan for the provision of special education services to children and youth with disabilities. This plan covers three years: Fiscal Year (FY) 1994 (school year 1993-94); FY 1995 (school year 1994-95); and FY 1996 (school year 1995-96). The writing of this plan is a requirement of the IDEA. The plan documents Kentucky's compliance with the IDEA through 1) the citation and/or establishment of policies and procedures consistent with federal requirements, 2) the description of activities to be carried out using the IDEA Part B funds, and 3) the description of activities planned by the KDE to expand and improve programs for children and youth with disabilities through administrative, direct, and support services.

The information contained in the plan is based on federal regulations under the IDEA and an outline supplied to the states by the OSEP, U.S. Department of Education. The plan must be submitted to and approved by the

OSEP. Kentucky's receipt of funds under the IDEA is contingent upon this federal approval. The majority of these funds will flow through to local school districts to assist them in paying for the excess costs involved in providing special education and related services to children and youth with disabilities.

The waiver process established for 1992-93 was successful in that it allowed KDE staff to significantly reduce the amount of time needed to supply answers to local districts. This improvement allowed districts to then take whatever action the decision called for and proceed with educational programs.

KDE staff conducted a workshop for principals to better equip them to serve as School-Based Admissions and Release Committee chairpersons. One workshop was conducted during 1992-93 training, 25 persons. There is one additional workshop scheduled for 1993-94. After this time, it is the plan of the KDE to use a "train the trainer" model to equip more principals for this task.

RECOMMENDATIONS

1. The position of Division Director needs to be re-established. This position is critical to meeting the needs of special needs students in Kentucky.
2. A monitoring branch should be established to work with local districts year-round.

EXTENDED SCHOOL SERVICES

OVERVIEW

The KERA Extended School Services (ESS) initiative has become an integral part of "systemic change." As an extra resource for students who are at-risk of failure, its continued existence is imperative to schools' success. Preliminary assessment results for 1992-93 indicate that about one-fourth of Kentucky's 1,377 schools will fall into at least one of the levels of sanctions identified in 703 KAR 3:060. The impetus for these schools who are at-risk of sanctions is to concentrate on the lower achieving students and to move those students from the novice level.

During the 92-93 school year, approximately 92,000 students participated in this program. Analysis of grades of students who participated revealed that 84% previously received D's or F's on their report card in a primary subject area. At the end of the school year, this percentage was reduced to only 27% of those students receiving D's or F's. Approximately 43,000 students were identified as needing assistance in a second subject. At the time of referral, 81% of those were reported to have D's or F's in that subject. At the end of the year, only 28% were reported to be receiving D's or F's. Approximately 22,000 students were identified as having difficulty with a third subject area. At the time of referral, 78% were reported to have a D or F. This number was reduced to 51% at the end of the school year. Overall 79% of the 69,000 students in the regular school term improved by one or more letter grades, compared to the 1991-92 school year, when 40% improved by one or more letter grades.

Approximately 44,000 students were served in June, July, and August summer schools throughout the state. Districts were allowed to use 92-93 funds for a June summer school; any carryover funds could be used in July or August. A portion of the FY 94 ESS grant could also be expended in a July, August summer school.

Regulatory changes for the program included a change from using CTBS scores to KIRIS results for the FY 94 grant amounts. This affected 16.67% of the total grant and gave special weight in the funding formula to districts whose KIRIS cognitive indices were in the lower ranges. Statewide, this allowed 102 districts to receive more funds, while 75 received less and 3 districts showed no change.

Paperwork requirements on the grant application this year (1993-94) were streamlined. Most important, the average cost has leveled off at approximately \$300 per student, a significant reduction.

ADMINISTRATIVE REGULATIONS

704 KAR 3:390. *Extended School Services.* Funding formula guidelines adopted by State Board for Elementary and Secondary Education in January 1993.

PROGRAM IMPLEMENTATION

This initiative is finally becoming what lawmakers in 1990 envisioned it to be. With 92,000 students, or 15% of the total school population, participating in

primarily after school tutoring programs, the results have been a significant positive impact in overall student academic achievement and school success. Several conclusions will be drawn about the success of this program, but two major factors can be attributed to its overall success. First, the Kentucky Department of Education (KDE) recognized in 1991 that the program was loosely administered, with little or no accountability on the school districts' part in reporting results or outcomes. After the 91-92 school year, the program accountability was tightened and school districts were required to become more results oriented. Secondly, this initiative coincided with the first round of KIRIS assessment results, which revealed that about 90% of students in the state were at the novice or apprentice level. District administrators began to re-evaluate and place heavy emphasis on using ESS resources efficiently and effectively toward the expected outcomes. Data from the following studies indicates that this program has made significant progress toward improving operational results.

Last year KDE developed, through a memorandum of agreement with UK, a plan for a total program evaluation that would provide substantive data for policy makers.

This evaluation included the following:

- detailed student data for the 92-93 school year;
- quality assurance monitoring visits to 18 school districts; and
- case studies on 180 randomly selected ESS students, including entry and exit grades; student interviews that gathered information on attitudes and attendance; and parent interviews. These students will continue to be tracked for longitudinal data.

The results of these studies provide a comprehensive view of the ESS program, which includes the following:

- Approximately 92,000 students received ESS during this time period.
- ESS is having a positive impact on student achievement.
- Students, parents, and district faculty have very positive feelings about the availability and impact of ESS.
- School districts have made great strides in implementing the basic ESS program and are continually improving their programs as they learn more about the most effective strategies.
- At an average cost of approximately \$300 per student, ESS represents a very cost-efficient means of helping students meet their expected outcomes.

The following synopsis of the 92-93 Regular School Year Program provides documentation of the impact of ESS in its third year of implementation.

I. ESS Student Data for the 1992-93 Regular School Term

At the end of the 1992-93 school term, optical scanning sheets were sent to all school districts to gather information regarding gender, race, type of service model, additional special programs, level of achievement, type of assistance provided, type of goal, and probability of continued need for service for each student participating in an ESS program. A quantitative analysis of the data was conducted at the district and state level.

As has been noted in the past, male students served by ESS programs outnumbered female students overall (see Table 16). Males were in the majority

at the elementary and middle school level. However, female students outnumbered male students at the secondary level.

Table 16.

SEX OF ESS STUDENTS	
SEX	PERCENTAGE OF STUDENTS
MALE	56
FEMALE	44

SOURCE: KDE

Consistent with the racial composition of all students throughout the state, Caucasian students constituted the majority of ESS students (see Table 17). African-American students constituted the largest minority population served, followed by Hispanic, Asian, and other minority groups. Caucasian students were much more highly represented in rural school districts. Minority students comprised a higher percentage of ESS students in several large urban school districts.

Table 17.

ETHNIC STATUS OF ESS STUDENTS	
RACE	PERCENTAGE
WHITE	86
BLACK	13
HISPANIC	<1
ASIAN	<1
OTHER	<1

SOURCE: KDE

As in the past, after school programs continue to be the predominant service delivery model throughout the state (see Table 18). This appears largely due to school, student, and parent preferences and to transportation difficulties. Before school, Saturday and evening programs continue to be utilized. These alternatives appear to be gaining in popularity at the secondary level, where student employment and extracurricular activities (sports, band, and clubs) tend to interfere with after-school programs.

Table 18.

TYPE OF SERVICE DELIVERY MODEL	
TYPE OF SERVICE MODEL	PERCENTAGE OF STUDENTS
AFTER SCHOOL	92
BEFORE SCHOOL	5
SATURDAY	2
EVENING	1

SOURCE: KDE

Data on the number of days students attend ESS programs would seem to reflect a fairly open admissions and release policy for most programs, which is intended to meet both short- and long-term needs. Forty-three percent of students were reported to have attended programs for more than sixteen days. Since most programs meet two days per week, this would seem to indicate that these students were in programs for at least eight weeks. Fifty-seven percent of students were reported to attend programs from one to fifteen days. This would seem to indicate that programs are also geared towards meeting the short-term needs of students.

Student data also indicates that approximately ten percent of the ESS students dropped out of the program. Interviews with school personnel indicated that this occurred with greatest frequency at the secondary level.

An additional two percent of students were removed from ESS programs. This occurred in districts where students were referred but did not consistently attend the program, and in districts with an established waiting list. However, it was also noted during district site visits that most districts had a strong outreach policy, in which several attempts were made to contact the student and his/her family prior to removing the student from the program (see Table 19).

Table 19.

LEVEL OF ATTENDANCE FOR ESS STUDENTS	
LEVEL OF ATTENDANCE	PERCENTAGE OF STUDENTS
0-5 DAYS	29
6-15 DAYS	28
16-25 DAYS	16
26-40 DAYS	14
40+ DAYS	13
DROPPED OUT	10
REMOVED	2

SOURCE: KDE

Data on the grade level of students served by ESS programs indicates that the programs are distributed evenly across all grade levels (see Table 20). As has been the case in the past, students in grades K-6 represent slightly over 50% of all students served. Students in grades 7-9 represent approximately

27% of all students served. Students in grades 10-12 account for approximately 21% of all students served. These percentages are consistent with a trend of serving a greater number of secondary students. District ESS personnel indicated that this increase reflects the ability of secondary programs to better adapt to the needs of students than before and students' increased willingness to accept and seek assistance. A total of 91,780 students were served during the regular school year. Because of checks for duplicated students by the ESS teachers, school-level coordinators, district coordinators and KDE staff, it is reasonable to assume that this number represents an unduplicated count of different students. Reducing the data collection from a semester to an annual basis also minimizes the potential for counting a student more than once.

Table 20.

GRADE LEVEL OF ESS STUDENTS	
GRADE LEVEL	NUMBER OF STUDENTS
*PM	8088 (8.8%)
**OU	1204 (1.3%)
K	508 (.05%)
1	3559 (3.8%)
2	3886 (4.2%)
3	4025 (4.3%)
4	9655 (10.5%)
5	8358 (9.1%)
6	8963 (9.7%)
7	8610 (9.4%)
8	7614 (8.3%)
9	8380 (9.1%)
10	8202 (8.9%)
11	6355 (6.9%)
12	4373 (4.8%)
TOTAL	91780

SOURCE: KDE

*Primary

**Other Ungraded, such as TMH

In order to determine what subject areas ESS programs were serving, the student data form identified the predominant and secondary academic areas addressed for each student. Subject 1 refers to the student's primary area addressed by the ESS program. Subject 2 is the second priority served by the ESS program, while Subject 3 is a third area. Reading, math, and written language constituted the majority of subject areas (see Table 21).

Table 21.

SUBJECT AREAS OF ESS STUDENTS			
SUBJECT	Subject 1	Subject 2	Subject 3
READING	27710 (39)*	5489 (13)	2551 (10)
MATHEMATICS	23252 (33)	21312 (50)	3547 (14)
WRITTEN LANGUAGE	8429 (12)	8101 (19)	9455 (39)
SCIENCE	5445 (8)	3889 (9)	2823 (11)
SOCIAL STUDIES	3264 (5)	2710 (6)	3701 (15)
FOREIGN LANGUAGE	565 (<1)	204 (<1)	570 (2)
OTHER	2518 (3)	1154 (3)	1938 (8)

SOURCE: KDE

*Parenthetical numbers represent percentages.

An analysis of students' grades in those subject areas of the ESS program at the time of referral and at the end of the school year was also conducted. As Table 22 indicates, of the nearly 69,000 students for whom this data was gathered, 84% had previously received D's or F's on their report cards for Subject 1. At the end of the school year, this percentage was reduced to only 27% of the students receiving D's or F's. Approximately 22,000 students were identified with a third subject area. At the time of referral, 78% were reported to

have received a D or F. This number was reduced to 51% at the end of the school year. This smaller percentage of improvement for the third subject area may be related to the greater time and attention devoted to the primary and secondary subjects. Figure 2 portrays these percentages graphically.

Table 22.

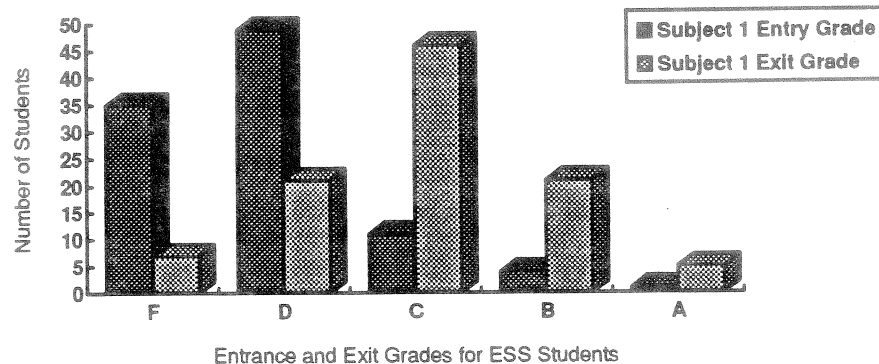
ENTRY AND EXIT GRADES FOR ESS STUDENTS					
	F	D	C	B	A
Subject 1 Entry Grade	35*	49	11	4	1
Subject 1 Exit Grade	7	21	46	21	5
Subject 2 Entry Grade	30	51	12	5	2
Subject 2 Exit Grade	7	21	49	20	3
Subject 3 Entry Grade	28	50	14	6	2
Subject 3 Exit Grade	13	38	8	35	6

Source: KDE

* Numbers represent percentages of students receiving grade.

Figure 2.

ENTRY AND EXIT GRADES BY BAR GRAPH FOR SUBJECT 1 ONLY.



SOURCE: KDE

In order to further distinguish the impact of ESS programs on student grades in the three subject areas, further analyses were conducted. In the primary area addressed by ESS programs (Subject 1), 79% of the students were reported to have improved one or more letter grades (see Table 23). This was fairly consistent in the other two subject areas, with 78% improving one or more letter grades in the second subject area and 75% improving one or more letter grades in the third subject area.

The grade change data also indicates that 19%, 20%, and 22%, respectively, in the three subject areas maintained their level of performance. It should be noted that previous research indicates that student performance for many "at risk" students continues to decline, without intervention. Therefore, maintenance of performance in terms of grades is a valid goal of ESS programs. (However, it should also be noted that this maintenance percentage also reflects those students who could have maintained a D or F in the three subject areas.) An analysis of the data also indicates that only 1-2% of the students were reported to have dropped one or more letter grades in the three subject areas.

Table 23.

GRADE SCORE CHANGES FOR ESS STUDENTS.

	SUBJECT 1	SUBJECT 2	SUBJECT 3
IMPROVED 3 LG	5*	3	3
IMPROVED 2 LG	22	19	19
IMPROVED 1 LG	52	56	53
MAINTAINED LG	19	20	22
DROPPED 1 LG	1	1	2
DROPPED 2 OR MORE LG	<1	<1	<1

SOURCE: KDE

* Numbers represent percentages of students.

Additional data was gathered regarding the impact of ESS programs on grade retention, graduation, and other non-academic indicators. Teachers reported that 38% were completing more assignments, 24% had increased class participation, and 8% had improved attendance. An additional 18% of students were reported by their teachers to have been promoted or graduated as a direct result of participation in an ESS program (see Table 24).

Table 24.

OTHER GOALS ACHIEVED BY ESS STUDENTS.	
TYPE OF GOAL	PERCENT OF STUDENTS
1. Completing more assignments	38%
2. Increased class participation	24%
3. Improved attendance	8%
4. Promoted/Graduated (Reported to be as a result of ESS)	18%

SOURCE: KDE

II. ESS Summary of Findings from Quality Assurance Visits to 18 Districts by KDE

The major purpose of quality assurance visits is to determine those districts which are implementing effective ESS programs in a cost-efficient manner. Other purposes are to: (1) identify essential elements of an effective program, (2) identify promising practices for replication across the state, (3) identify the future focus of technical assistance by ESS branch (both Frankfort-based and in Regional Service Centers), and (4) collect data for analysis and overall evaluation of ESS.

The following districts were chosen for quality assurance visits in 1992-93 for two reasons: (1) they represent the major geographic areas of the state and (2) they represent a range of socio-economic levels, as well as urban, suburban, and rural settings.

Ashland Independent	Madison County
Boyd County	McCracken County
Covington Independent	Mercer County
Daviess County	Owensboro Independent
Harlan County	Paducah Independent
Hazard Independent	Perry County
Hopkins County	Scott County
Jessamine County	Todd County
Kenton County	Warren County

Elements of Visits. Review of accounting and attendance records; interviews with administrators, teachers, and students; surveys from teachers and students; student records review; and observation of ESS classes. Each district received a report which listed the strengths of the programs, as well as recommendations.

Findings Based on 18 Sample Districts. The findings were generally observed in a majority of the 18 school districts, unless otherwise indicated.

Procedures for fiscal accounting, student referral, and student data collection are well designed and documented. Most districts have developed administrative procedures for ESS which are efficient and accountable.

ESS programs at the elementary level are more likely to use experiential learning strategies which focus on individual needs of the students. The classes are stimulating and use a variety of manipulative materials and hands-on experiences. Cooperative learning and student workstations are widely used at this level. Portfolio development, especially in writing, is also gaining popularity.

The use of building level coordinators (usually teachers or counselors) is a strategy which is being used extensively in sample districts. Thus, allowing for more coordination of the program at the school level and often provides school representation for district-wide planning of ESS programs.

ESS district staff are dedicated to helping the students in the program. Many expressed an interest in learning more effective techniques for working with the diverse learning needs of the ESS population. The majority of ESS teachers were working with students other than their own.

In ESS, teachers may legitimately work with ESS students without concern about subject area/level of certification, unless credit hours are involved. In the sample districts, this practice was more often observed at the elementary and middle school levels. ESS teachers were often specialty teachers, such as music, art, special education, and Chapter 1. This practice appeared to be acceptable at the elementary level, although some inconveniences were seen relating to classroom space and the availability of adequate and appropriate materials for the students.

At the secondary level, the practice of teaching out-of-field was not so prevalent. Administrators/teachers/students were wary of the practice,

especially in such fields as geometry and physics. Lack of sufficient teachers to teach ESS in these fields was often voiced. A few high schools were utilizing supervised peer tutors or cross-aged tutors as a means of alleviating this problem.

Approximately one-third of sample districts are providing daily transportation in ESS. These districts indicated that transportation is essential for full student attendance. Those districts which do not provide transportation voiced a concern about perceived costs. It was observed that frequent communication between ESS coordinators and transportation directors enables this service to be coordinated in a cost-efficient way.

A majority of the students interviewed/surveyed indicated that the ESS program helped them a "great deal." The students generally had good things to say about ESS, although some thought the programs were too long. A few indicated they would like a greater choice of teachers in ESS.

Several of the sample districts are allocating ESS funds to individual schools, according to a simple formula based on each school's total enrollment (minus costs for administration and transportation). This method appears to be useful for overall planning. However, the districts expressed an interest in the development of other strategies which would take into account the greater need of some schools for ESS (especially in meeting KIRIS thresholds).

A significant proportion of the ESS programs at the secondary level (middle and high school) use a study hall model in which students may be

completing homework or missed assignments in multiple subject areas. Individualized assistance is usually minimal.

Another model used at the high school level is confined to a single subject area. If that area is mathematics, students from all "math" programs attend the session, with a student-teacher ratio of 15 or more to 1. The provision of individual assistance to such students is difficult. One teacher suggested that the provision of more instructors or student tutors would permit greater individual assistance and would reduce the frustration of the students.

Goal-setting for individual students was minimal in the districts observed. Students were often referred for ESS on the basis of a general problem in a subject area. Specific goals, expectations, or timelines with which to guide ESS instruction for individual students were often lacking.

Generally, communication between ESS teachers and regular classroom teachers is insufficient to focus on specific aspects of student progress. ESS teachers received little regular feedback to guide them in designing instruction for individual students. Some schools are beginning to use a daily assignment sheet from the regular teacher as one way to address this need.

The remediation model is much more widely used in the sample districts than the intervention model. This is observed especially in the early months of school. Many districts delay the start of the ESS fall program until October or later to allow teachers at least one grading period to identify ESS students. Students' past performance, as a method of early identification, is often overlooked.

Observed Trends in the Sample and Other Districts. Summer programs are increasing in number, especially at the high school level. This model has become a popular strategy to ensure that high school students can meet their credit requirements in order to be promoted or graduate with their peer group. It is also used for younger students, who normally fall behind during the summer months. Maintenance of performance and provision of enriching activities are often the focus of the summer programs.

An increasing number of districts are utilizing computer assisted instruction (CAI) as one strategy in working with ESS students. This number is growing as districts are able to purchase more technology.* The practice allows for diverse groups of students to receive individualized intervention with support staff.

More districts are beginning to measure the perceived effectiveness of the ESS program through surveys of the teaching faculty and/or parents. The surveys ask questions which relate to changes in students' attitudes or feelings of self-worth, progress in subject areas, perceived strengths, and concerns related to the program. A few districts voiced an interest in expanding the strategy to include student surveys and a review of individual student progress.

Collaboration between ESS and the Family Resource/Youth Services Centers continues to increase. Combined after school child care/tutoring programs and parent training/involvement classes are two of the most popular ways of integrating the programs.

* The FY 94 Innovative grant funds are also supporting several projects which focus on the use of technology in ESS.

A growing trend at the high school level provides flexible scheduling before and after school. This model is provided for students who have received a failing grade or an "Incomplete" in a course needed for graduation or promotion. The students may be responsible for completing a series of pre-designed independent assignments in order to receive the credit. As a means to ensure high standards of programming, school faculty indicate the independent assignments are designed directly from the school's regular curriculum and require that the students receive a passing grade in the same tests taken by all students. They also indicate that the model provides additional instructional time rather than replacing the regular program. One coordinator expressed concern over the costs of this model.

To lessen the chances for teacher/student burnout in ESS, many teachers and schools are exploring a variety of scheduling and program models in ESS. Some of these models include study skills programs; short-term tutoring assistance, with a small student-instructor ratio; subject-specific ESS classrooms, using peer tutors; homework completion labs; diagnostic/prescriptive computer programs; and direct instruction in unmet learning goals, which are identified early in the term, as a means of intervention.

III. Quality Assurance (Q.A.) Case Studies

In addition to gathering data by means of the student data form, the KDE collected data on ESS students enrolled in the 18 districts participating in the quality assurance visits.

As part of the data gathering process, 180 students were randomly selected (3 elementary, 3 middle, and 4 high school students from three schools in each district). In order to determine the impact of the ESS program, data was gathered regarding the students' 1992 final grades in subject areas in which they had been referred for ESS services during the 1992-93 school year. These grades were then compared to their final grades for the 1992-93 school year in that subject. Attendance data for the 1991-92 and 1992-93 school years was also gathered. In order to investigate the impact of ESS programs on students' non-cognitive variables (e.g., attitude toward school, motivation, self-efficacy, self-concept, and anxiety), questionnaires were also administered to students, their parents, and their regular classroom teachers.

QA Student Data from 1992-93 Regular School Term. Although 180 students were originally selected for review, only 171 students are included in these results, due to such student mobility. Table 25 indicates that results for the case study students are very similar to those results obtained for the overall ESS population. In the primary subject area, 37% of the students were noted to have received a D or F during the prior school year (1991-92). However, at the end of the 1992-93 school year, this number was reduced to 31%. Similar reductions were noted for Subjects 2 and 3.

Table 25.

1991-92 AND 1992-93 FINAL GRADES FOR QA ESS STUDENTS

	F	D	C	B	A
Subject 1 1992 Final Grade n=171	24 14%	40 23%	73 43%	29 17%	5 #5
Subject 1 1993 Final Grade n=171	8 5%	45 26%	71 42%	43 25%	4 2%
Subject 2 1992 Final Grade n=101	14 14%	36 35%	36 35%	14 14%	1 1%
Subject 2 1993 Final Grade n=101	6 6%	28 27%	47 46%	16 16%	2 2%
Subject 3 1992 Final Grade n=30	8 27%	13 43%	7 23%	2 7%	
Subject 3 1993 Final Grade n=30	2 7%	7 23%	16 53%	4 13%	1 4%

SOURCE: KDE

Table 26.

GAIN SCORES FOR ESS SUBJECT AREAS

	Mean GPA for 91-92	Mean GPA for 92-93
SUBJECT 1	1.71	1.94
SUBJECT 2	1.52	1.80
SUBJECT 3	1.10	1.82

SOURCE: KDE

As can be seen from Table 26, student grade point averages for each subject area improved an average of from .23 to .72 of a letter grade across all three subject areas. This is consistent with data gathered since the beginning of the program.

As was noted with the overall ESS population, 37%, 36%, and 54% of the case study students improved one or more letter grades in the three subjects of focus. Approximately 45% of the students maintained their grade performance

from 1991-92 to 1992-93 in all three of the subject areas (see Table 27). In addition to change in grade score, the 171 students also improved their attendance an average of .27 days from '91-'92 school year to the '92-'93 school year.

Table 27.

GRADE SCORE CHANGES FOR ESS STUDENTS			
	SUBJECT 1	SUBJECT 2	SUBJECT 3
IMPROVED 3 LG	2 (1.2) *		2 (6.9)
IMPROVED 2 LG	13 (7.6)	8 (8.1)	4 (13.8)
IMPROVED 1 LG	48 (28.1)	28 (28.3)	10 (34.5)
MAINTAINED LG	72 (42.1)	48 (48.5)	11 (44.8)
DROPPED 1 LG	31 (21.1)	13 (13.1)	1 (3.5)
DROPPED 2 LG	5 (2.9)	2 (2.0)	1 (3.5)

SOURCE: KDE

* Parenthetical numbers represent percentages.

Results of Student Questionnaire. The majority of the students expressed a positive attitude toward school (83%) and toward the ESS program (95%). The responses revealed that the two greatest areas of impact were related to passing a subject which might have been failed (56%) and feeling better and more confident about doing their school work (47%). Other areas of benefit were passing to the next grade (32%), graduating on time (20%), and getting along better at home (11%).

Students also concluded that they were now more likely to seek assistance when they needed it and were more likely to pay attention in class.

Students indicated that the small group atmosphere and the use of more interesting teaching techniques, along with an emphasis on study skills, were all ways that ESS contributed to their improved ability to learn.

Long-term histories of failure have threatened the confidence of many of these students. Overcoming this handicap will require extended periods of student success. Also, the majority of students expressed the belief that they would not do well in most subject areas despite their effort. Many students also noted that they were likely to give up when problems become extremely difficult. Problems with anxiety related to test-taking and starting new subjects were also noted by a significant percentage of the case study students. All these findings would seem to suggest that ESS programs and school systems in general need to address study skill instruction and test-taking strategies, as well as counseling and other confidence building activities to help reduce student barriers to learning.

Results of Parent Survey. Parent surveys were sent to all 180 of the QA students' families. Of those 180 surveys, 92 were returned completed. The majority of these parents expressed a high regard for education, with 93% indicating that they would like their son or daughter to attend college. However, only 75% felt that their child would actually attend college, due to such reasons as financial difficulties (19%) or lack of ability (5%).

In regard to the amount of effort their child put into school, 61% of the parents felt that their child was making his/her best effort in school. Seventy percent of these parents also indicated that they felt their child's regular classroom teacher was doing all he/she could to help their child in school.

These same parents expressed an even more favorable attitude towards their child's ESS teacher, with 87% indicating they felt their child's ESS teacher was doing all he/she could to help their child in school.

As to the impact of the program, 82% of the parents felt that the ESS program would help students feel better and more confident in doing their school work, 57% felt ESS would help students to pass a subject they might otherwise fail, 43% felt the program would help students graduate on time or be promoted, and 17% indicated that the ESS program would help students get along better at home.

The greatest area of concern noted by parents surveyed involved parent participation and school communication with the home. In regards to setting goals for students, 55% of parents indicated that they were not involved at all or were simply notified by the school as to what goals students would work on in their ESS programs. Seventy-two percent of these parents also indicated that they were notified of their child's progress only at report card time or not at all.

Results of Regular Classroom Teacher Survey. Surveys were sent to the referring teacher of each of the 180 students, to determine the impact of ESS programs on regular classroom settings. The most significant impacts were in completing more assignments (59%), grade improvement (61%), and asking for assistance when needing help (57%). In addition, these 171 students were reported to be participating more in class (48%), getting along better with their peers (48%), attending class more often (50%), and appearing to like school better (49%). These results would seem to suggest that ESS programs, combined with other KERA initiatives, are beginning to meet KERA's stated

goals of making students more independent, self-sufficient learners, and are helping eliminate barriers to learning.

A further analysis of item responses was conducted to determine if any significant differences were noted on the survey items based on the level at which the teacher was teaching (i.e., elementary school, middle school, or high school). Significant differences were noted on two items ("Appearing To Like School Better" and "If I really try hard as a teacher, I can get through to even the most difficult or unmotivated students"). Although many individuals expressed a concern about the ability of ESS programs to meet the needs of secondary students, a higher number of teachers reported that high school students appear to like school better as a result of ESS. This would seem to suggest that some of the stigma attached to academic assistance programs has been overcome by the positive nature of ESS programs at the secondary level. At the same time, these same secondary teachers expressed a great deal of concern about how to better meet the diverse needs of their students.

Summary. All indications are that this program has made a significant difference in assisting students at-risk of failure; at-risk of falling behind and being retained; and at-risk of failing to graduate on time and to meet the expected outcomes. The continued existence of ESS is imperative for schools in their quest for "proficiency" for all students.

In addition to dramatic letter grade improvement by participating students, the research shows the other attitudinal and behavioral changes that were thought to have been occurring, have occurred, and have contributed positively to students' self-concept and self-esteem and ultimate readiness to learn.

OEA program oversight staff have closely monitored this initiative and found that among all the components of KERA, this program has received unanimous endorsement as the "most effective."

Along with the recommendation for continued full funding, the following are offered:

RECOMMENDATIONS

1. KDE should develop training modules for schools to use in developing study skills and test-taking strategies. More collaboration should occur between the ESS and curriculum branches to insure that ESS teachers have the proper training in performance assessment.
2. KDE should encourage schools to use KIRIS results in designing ESS programs. Innovative programs around the state have proven this to be an extremely successful strategy with performance assessment activities.
3. KDE should encourage more peer tutoring, especially at the high school level in the more technical subject areas, since teachers for these areas are less readily available. This approach could provide financial and academic rewards for higher achieving students and become part of an interdisciplinary portfolio or personal growth plan for these tutoring students.
4. As this program evolves, KDE should encourage proactive intervention (vs. reactive remediation) with students who have historically been low performing.

5. With the current overload in reporting requirements, KDE should offer incentives to districts who are meeting thresholds (e.g., eliminating program evaluation reports and quarterly financial reports). More latitude in program design could also be offered to these districts.
6. There is a need for increased communication from the school to the parents on student progress in the ESS program is needed.
7. The OEA recommends that the General Assembly continue funding at the current level, that the program funding remain separate from SEEK for another biennium, and that the KIRIS results/School Accountability Index (SAI) carry at least a 25% weight in the funding formula.

FAMILY RESOURCE/YOUTH SERVICES CENTERS

OVERVIEW

The Family Resource and Youth Services Centers (FRYSC) program is a \$26 million initiative currently serving 638 schools with a total population of 291,360, or about one-half the total school population of the state. One hundred fifty new centers were funded for Fiscal Year 1993-1994, bringing the total number of centers to 373. Currently there are 1,104 schools eligible to apply under the current guidelines (20% student enrollment eligible for the federal free and reduced lunch program).

The Prichard Committee has completed a second-year assessment of the centers and has made qualitative comparisons on the efficacy of the centers over the last two years. The sample selected in the Prichard report was chosen to reflect growth over the two years and to meet a geographic and demographic mix. The committee has concluded that the Family Resource Center program is a well-designed component of the total education reform package and the policy is being implemented effectively.

The Cabinet for Human Resources (CHR) contracted with Dr. Robert Ilback and Dr. John Kalafat to conduct qualitative and formative evaluations of FRYSC's over the past school year. They concluded that the FRYSC's were meeting the objectives of the legislature by addressing each center's homogenous needs. The Ilback/Kalafat studies chose the sample to reflect standards in exemplary centers.

Currently, the OEA is conducting a longitudinal study that will compare achievement of students who have been served by a Family Resource Center to that of students in comparable schools who have not used an FRYSC. Results from the first three years of this study will be available in the 1994 OEA Annual Report.

PROGRAM IMPLEMENTATION

At the beginning of the second year of operation all FRYSC's were provided a computerized information management software package that linked them to a centralized mainframe at the CHR. The software was designed to document who was being served, what services were being delivered, and what outcomes were associated with participation in the program

As of October 15, 1993, 201 of 222 centers that were in operation in the 92-93 school year had reported a total of 18,912 families and 21,270 students being directly served by these FRYSC's. The following narrative and tables include excerpts from Dr. Ilbeck's evaluation of the FRYSC's, as reported by centers through their computerized program management system .

Demographic information describing these families and students reveals great diversity in terms of primary caregiver characteristics (e.g., marital status, parent education), family income, race, and language. The population being served reflects program goals, including relatively high levels of undereducated and economically disadvantaged persons. Seventy-three percent of the participants are judged to be living in poverty, with almost half of 18,912 families

having a total family income of less than \$10,000 annually. Only 4.4 percent of participants had family incomes of \$35,000 or over.

A high level of classroom/center coordination is reflected, as more than half of the referrals to centers were prompted by school personnel. Parent referrals consist of about five (5) percent of overall referrals. An encouraging finding is that one-fourth of all referrals are made by the students themselves, indicating the high visibility and user-friendly nature of the program. Both sexes are equally represented in this cohort, as is grade level representation, preschool through twelfth grade. These figures seem to suggest that the program is broad-based and oriented toward the full range of child and family problems.

The 21,270 students in the study were shown to have a multitude of diverse and interrelated difficulties with health, behavior, emotional and learning problems. Health problems present the major risk factor among these, constituting 21% of the total, as seen in Table 28, followed closely by behavior and emotional problems, at 20.4% and 18.4%, respectively. Learning problems were cited by the teachers as 15.3% of the risk factors in reason for referral.

Table 28.

PRESENTING CHILD/YOUTH RISK FACTORS

Health problems	21.0%
Behavior problems	20.4%
Emotional problems	18.4%
Learning problems	15.3%
Drop-out risk	13.1%
School attendance	12.2%
School discipline	12.0%
Peer problems	9.1%
Possible retention	5.6%
Depression	5.3%
Disabilities	3.2%
Chemical dependency	2.3%
Teen-age pregnancy	2.2%
Suicide risk	1.8%

Source: Formative Evaluation of Kentucky's
FRYSC's, Robert Ilback, Psy.D.

This data reflects a balance of home, school, and community difficulties experienced by participants and speaks to the breadth and complexity of the problems faced by these individuals. The pattern which has evolved indicates that participants experience a number of problems concurrently and these problems collectively diminish the quality of life for their families and children.

Family or habitat risk factors are numerous and complex, including financial problems, social isolation, inadequate clothing, food, and child care, family conflict, family crises, divorce, and unemployment. The stresses inherent in these problems have a direct negative impact on the students' school performance. With the program primarily designed to reduce barriers to learning through school-based family support and parent involvement initiatives, it is grounded in an effort to overcome the pervasive effects of poverty. Broad-based community concern and support, through FRYSC's, may help reduce or

eliminate difficulties faced by students. Table 29 presents the family risk factors in order of occurrence, as indicated by referrals.

Table 29.

PRESENTING FAMILY/SETTING RISK FACTORS	
Financial problems	25.6%
Family income below poverty level	25.5%
Clothing	21.8%
Divorce between natural parents	14.8%
Family conflict	14.0%
Single parent	11.6%
Unemployment	10.7%
Food	10.6%
Family crisis	9.9%
Parental unemployment	9.3%
Child care	7.4%
Negative peer influence	5.2%
Family violence (child/spouse abuse)	5.0%
Lack of appropriate housing	4.6%
Family chemical dependency	3.6%
Transition to adulthood	3.2%
Neglect	2.9%
Parental disability	2.6%
Family mental illness	2.5%
Physical abuse	2.3%
Teen-age parent	2.1%
Death of parent	2.0%
Sexual abuse	1.9%
Parental abandonment	1.8%
Homelessness	1.5%
Parent incarcerated	1.3%
Other	14.5%

Source: Formative Evaluation of Kentucky's FRYSC's, Robert Ilback, Psy.D.

Agency involvement resulting from FRYSC referrals appears to be all inclusive, front-line services, such as school counseling, financial assistance (e.g., AFDC), and primary health care.

Notably, almost half of the nineteen thousand families received one or more of the optional services (i.e., a service not listed in the original legislation as a core component). An indicator that the program is meeting its objectives is that the centers themselves, as opposed to other community providers, are providing the bulk of the services. They are filling existing service delivery gaps. Despite extensive program efforts, Dr. Ilbeck reports, unmet needs remain including health care services, housing, education, parenting skills, recreational services, and employment needs. One conclusion this data might suggest is that center coordinators may need to become "brokers" rather than providers.

Table 30 is a breakdown of agency involvement, as referred by FRYSC's.

Table 30.

AGENCY INVOLVEMENT	
School counseling	23.1%
Health department	19.4%
Social insurance	18.9%
Social services	12.4%
Special education/related services	11.1%
Extended school services	11.0%
Chapter 1	10.7%
Mental health center	7.5%
Employment services	3.7%
Student assist. program	3.5%
Social security	3.4%
JTPA	3.3%
Juvenile court/court worker	3.2%
Child support services	2.5%
Law enforcement	1.4%
Migrant education	1.0%
Veterans administration	0.2%
Other	10.2%

Source: Formative Evaluation of Kentucky's FRYSC's, Robert Ilbeck, Psy.D.

Table 31.

EDUCATION OUTCOMES

Total students:	1,992	INTAKE %	POST INTERVENTION %
School Attendance:			
95-100%		57.7	57.4
90-94%		18.4	19.6
85-89%		7.6	7.8
80-84%		4.9	4.5
75-74%		2.4	3.5
70-74%		0.9	2.0
Below 70%		6.1	3.4
Unknown		2.1	1.9
Classroom performance:		<u>Yes</u>	<u>Yes</u>
Complete classwork?		60.2	68.6
Complete homework?		50.5	56.5
Attend regularly?		76.1	80.4
Follow directions?		61.9	69.2
Obey school rules?		67.3	72.3
Remain on task?		52.2	60.1
Achievement:			
Above grade level		8.1	11.0
At grade level		41.5	43.6
Below grade level		48.1	42.6
Unknown		2.3	2.8
Grades:			
A (Well above average)		5.8	7.4
B (Above average)		17.5	17.9
C (Average)		30.6	35.9
D (Below average)		30.1	24.0
F (Well below average)		9.9	9.2
Unknown		6.2	5.5
Peer relations - other students:		<u>Yes</u>	<u>Yes</u>
Relate properly?		64.0	71.0
Have friends?		79.2	88.2
Participate in activities?		75.2	83.6
Cooperate with others?		75.8	75.8
Drop Out - at risk?:		<u>Yes</u>	<u>Yes</u>
		45.7	45.2
Reasons for at-risk:			
Poor attendance		42.0	37.4
Family problems		65.8	66.6
Teenage pregnancy		4.7	3.9
Need to work		7.5	6.9
Suspension/expulsion		14.6	11.2
Chemical dependency		4.2	4.8
Emotional problems		46.9	42.7
Unmotivated		58.3	54.2

Source: Formative Evaluation of Kentucky's FRYSC's, Robert Ilback, Psy.D.

Preliminary outcome data for a sub sample of 1,992 children within the cohort and their families who have completed program participation suggests that improvements in classroom performance (as rated by teachers) are seen, particularly in such attitudinal/behavioral areas as completing classwork, following directions, and remaining on task. Table 31 includes an analysis of these variables as observed and rated by teachers.

According to Ilback, this data reveals that descriptive differences are not noted in school attendance, but a number of positive differences are seen in classroom performance, including classwork, homework, following directions, obeying school rules, and remaining on task. With the exception of cooperation, there appears to be positive change in peer relations, maintaining friendships, and participation in activities. The drop-out risk does not appear to be altered at this early juncture in program implementation.

In summary, the FRYSC evaluations conducted by Dr. Ilback and Dr. Kalafat, funded by the Annie Casey Foundation; Dr. Roeder, through the Prichard Committee; and reviews by the Office of Education Accountability reveal that the program is well on its way toward achieving its objectives. The FRYSC's have become an integral component of the systemic change that is occurring in many of the 638 schools affected by these centers.

RECOMMENDATIONS

As a result of these encouraging findings, the OEA recommends the continued full and unqualified support of the Kentucky General Assembly in fully funding this initiative in its 1994 session to reach all eligible schools.

Because of the rapid growth inherent in this effort, the OEA urges caution to insure the quality of the programs. In light of these conclusions, the following recommendations are offered:

1. The data presented suggests that the coordinator is the key to a successful center. Careful consideration must be given to the selection of these officials by local advisory councils. CHR and KDE should make every effort to insure that the coordinators receive the proper training, technical assistance, and necessary support.
2. With the probability of rapid growth, there must be a concerted effort to "regionalize" training and technical support. Work groups of coordinators who are most successful need to be utilized in the provision of training. Regional Service Centers should be utilized as a "collaboration agent."
3. The original concept of "core" and optional services may no longer be applicable or necessary. Centers should continue to customize their services to meet the homogenous needs of the school population and community within the broad framework of categories of services that now exist.
4. The coordinator may need to "broker" services rather than provide service delivery. With evidence of significant unmet needs that exist in all centers, the coordinators will become overwhelmed and "burned out" if they are required to work the long hours that would be necessary to fulfill these needs.
5. The General Assembly should consider an extension of the "sunset" clause in the law that would dissolve the Interagency Task Force in 1995. This

statewide governance agent has demonstrated that exemplary collaboration can occur. Additional representation from other agencies may be helpful in soliciting broader support.

6. The added workload of new centers will require additional program monitoring staff for quality assurance at both the KDE and the CHR.
7. Continued refinement of the evaluation and information management systems is strongly suggested. FRYSC technology should be networked with KETS in all affected classrooms.
8. The wide disparity in center coordinator salaries should be studied and recommendations should be made to the Interagency Task Force for consideration.

MULTICULTURAL EDUCATION

OVERVIEW

In the fall of 1993, during an interview with OEA Division of Program Review staff, a well-informed district superintendent was asked to describe the district's multicultural effort. The superintendent just smiled and said that in that rural district, it was a low priority.

Every district, regardless of the lack of ethnic or racial diversity, has an obligation to multicultural education. Inclusion of multiculturalism in KERA ensures exposure to different cultures, world perspectives, governmental structures, business opportunities, and economies. Multicultural concepts woven into the entire curriculum create the basis for tolerance and acceptance in an extremely diverse global society. In urban and rural districts of the Commonwealth, thematic units are being created for a better understanding of life in China, Brazil, Japan, Australia, France, and other countries. This is a positive step toward a multicultural program. It is, however, discouraging to see and hear resistance to addressing the "touchy" subjects of racism, bigotry, anti-Semitism, and gender equity.

PROGRAM IMPLEMENTATION

The following statutes address the role of multiculturalism in reform:

KRS 156.095. *Professional Development/Teaching Students of Diverse Cultures.* "...Professional development shall focus on the following areas for the

1990-1991 and 1991-1992 school years: Effective awareness and sensitivity training so teachers can motivate and nurture students of diverse cultures...."

KRS 156.410. *Selection of Textbooks.* "...Criteria shall require that textbooks include the significance of the diverse ethnic contributors to society...."

KRS 156.500. *Appointments to Reflect Reasonable Minority Representation.* "The General Assembly directs that appointments made by the appointing authority to every board, commission, council or other type of advisory or decision-making body... reflect reasonable minority representation of the membership and that active minority participation at every level of implementation be continually encouraged."

KRS 160.380. *School Employees - Restrictions on Appointment.* "(d) When a vacancy occurs in a local district, the superintendent shall conduct a search to locate minority teachers to be considered for the position."

KRS 161.028. *Education Professional Standards Board; Authority to Promulgate Administrative Regulations.* "(1)(d)...The Board shall study the problem of the declining pool of minority teachers in the Commonwealth and submit recommendations for increasing the number of minority teachers to the 1992 regular session of the General Assembly...."

In December 1992, the OEA annual report stated that "Following the Statewide Conference on Multicultural Education in November 1992, a number of schools and/or districts will be chosen for participation in design and implementation of model multicultural education programs."

In the document Multicultural Education Pilot Program, prepared by staff at the Kentucky Department of Education in April 1993, a new timeline is presented.

Phase One: Orientation and Awareness, and Strategic Planning. During the month of August 1993, the Multicultural Education Coalition Team (MECT) will meet for an intensive four day retreat... and for strategic planning to map out an accurate timetable for the entire program.

Phase Two: School Selection and Continued Team Training. During the 1993-94 school year, training will continue on a regular basis for the MECT and pilot schools will be selected.

Phase Three: Preparation and Application. During the summer of 1994, representatives of the pilot schools, faculty, staff... will participate in training with MECT. Each school will create a multicultural education plan based on training received.

Phase Four: Implementation and Management. During the 94-95 school year, each school's multicultural education plan will be implemented...

Phase Five: Evaluation and Assessment. During a follow-up retreat during the summer of 1995, representatives of the school sites will meet with MECT to review and evaluate the program and plan for the expansion of the program to other districts.

The timeline for this project has been significantly altered from the original proposal. If training had begun in 92-93, pilot sites could have been in place for 93-94, which would reduce the delay. While OEA is critical of the extended timeline for designation and implementation of the pilot districts, the expanded effort by KDE is a significant undertaking.

Four districts, Daviess, Fayette, Hopkins, and Jefferson, will participate in the three-year Kentucky Multicultural Pilot Program. The actual school sites will be selected following the planning and request for proposal (RFP) training held in November 1993. The five interrelated components of the pilot program are:

1. A Perspective for Multicultural Education: Understanding Diversity Through Commonalties. An inclusive and comprehensive introduction to multiculturalism, based on Dr. Gladys Busch's Grawmeyer work on sociocybernetics, this component will present multicultural issues through an evolutionary systems perspective. Approaching multicultural education through patterns of similarities will:
 - provide trainers and teachers a concrete perspective for dealing with issues of diversity both inside and outside the classroom;
 - establish a common medium of communication between teachers of different subject areas;
 - focus on commonalties, with consequent diminishing barriers, in inter group perceptions and relationships; and
 - promote an appreciation of diversity as a product of our common symbolic nature.

2. Curriculum Infusion: Instructional Models for Multicultural Education. A core group from the Higher Education Subcommittee on Multicultural Education, along with selected public school and KDE staff, will develop in-service workshops and curriculum models for training for trainers in multicultural teaching and learning. The long-term purpose of these efforts is to:

- develop a network of educators through the state to support multicultural education and curriculum education and curriculum development in the public schools;
- support the development of pilot schools that will model infusion of multicultural education in the curriculum; and
- change teacher education and school leadership patterns and programs in Kentucky's universities and colleges to integrate principles of multicultural education in certification programs.

3. Establishment of a Kentucky SEED (Seeking Educational Equity and Diversity) Project. The establishment of a Kentucky SEED project will be the first statewide program in the nation supported by a reform act. It will:

- include immersion training of the pilot site faculties and establishment of in-school self-study programs which will run monthly discussions on gender equity and related issues;
- focus on self-directed study and bottom-up change, a necessary component to the mandated reforms;
- provide K-12 teachers an opportunity to renew their teaching skills and consider what gender-inclusive and multicultural curriculums might look like;

- engage teachers in curricular/systemic change by bringing issues of gender, race, class, and ethnicity into their classrooms; and
- immerse participants in recent scholarship on inclusive education, model teaching strategies to link content and pedagogy, and are grounded in the experiences of participants.

4. Multicultural Arts Initiative. This component will establish a new program for teachers which provides professional development, classroom practicum, and direct experience, with preparation and follow-up for student attendance at fully-staged performances. Special emphasis will be given to multiculturalism and to the diversity inherent in the arts. Goals include:

- increasing participants' knowledge of a variety of artistic and cultural expressions and their applicability across the curriculum;
- through the arts, increasing participants' understanding of and appreciation for beliefs, accomplishments, and concerns of their own and other cultural groups, and enabling participants to assist students in addressing issues of difference;
- bringing about an infusion of the curriculum with the arts and multicultural, non-sexist content, including the viewpoints of minorities, females, the aged, and the handicapped;
- building understanding of self and others as cultural beings acting with a cultural context; and
- providing opportunities for students and teachers to see themselves and others equitably represented in the arts and to value the cultural pluralism of arts experiences.

5. Mediation Training. The Mediation Training Staff of the Council on Peacemaking will train pilot site faculty and students in basic mediation training through a 30-hour program which prepares the participants to serve as mediators in their school settings. The training is highly interactive and highly experiential. Special attention will be given to multicultural aspects of both communication skills and conflict resolution. Goals of the training are:

- learning conflict resolution principles and skills;
- gaining insight into one's own communication and conflict management styles;
- developing problem solving skills helpful in mediating one's own disputes or the disputes of others in conflict; and
- understanding the ethical and legal issues facing mediators and the professional standards of practice.

School-site staff, along with district administrators, must take responsibility for their professional development needs, in all areas, including multiculturalism. Site-based councils must increase their awareness of opportunities in designing curriculum, purchasing materials, and making personnel recommendations to support and advance the principles of multicultural education.

RECOMMENDATIONS

1. The Kentucky Department of Education should review each pilot plan for:
 - a. specific goals and objectives, with implementation timelines for each component of the plan;

- b. specific provisions for the infusion of multicultural concepts into each area of the curriculum and into the entire education structure; and
 - c. improved communications through professional development opportunities, group projects, greater understanding and inclusion at institutes of higher education, and classroom level involvement for true systemic change.
2. The Kentucky Department of Education needs to support continued development of a thematic multicultural curriculum in non-pilot site districts.
 3. OEA needs to continue to monitor KDE to ensure that goals of the multicultural project are achieved.
 4. The Kentucky Department of Education needs to continue monitoring districts to ensure that multiculturalism is a component of school districts' professional development activities.

PRESCHOOL PROGRAM

OVERVIEW

During the 1992-1993 school year the KERA preschool programs served a total of 12,945 children at a cost of \$32,477,000. KRS 157.3175 requires school districts to assure that preschool services are available to all four-year-old children whose families meet income guidelines for free lunch under the National School Lunch Program. KRS 157.226 requires school districts to make available a free, appropriate preschool education and related services to all three- and four-year-old children with disabilities, regardless of family income.

Major Requirements for Districts:

- Districts are allowed and encouraged to serve other four-year-old children as placements are available. However, federal, local, or private sources should be used, since state funding is not available for children who are not eligible due to income or disability.
- In designing the program, districts must work with existing preschool programs to avoid duplication of programs and services, to avoid supplanting federal funds, and to maximize Head Start funds, in order to serve as many four-year-old children as possible.
- Programs may be operated directly by the district or through a non-public school preschool agency by contract with the district.

- By June 1 each year, districts must submit an annual proposal for state preschool funding. The application is disseminated in April, along with a tentative budget, which is based on the district's December 1 KERA Preschool enrollment count.

Significant progress has been made in the area of collaboration to ensure full utilization of Head Start dollars. Total Head Start enrollment for the 1992-1993 school year was 11,647. Head Start directors in 17 school districts had reported that Head Start programs in their area were not being fully utilized in the fall of 1992. Prior to the release of KERA preschool funds all of these school districts had submitted a corrective action plan developed with Head Start to attempt to fully utilize federal Head Start dollars prior to expenditure of state dollars.

The University of Kentucky KERA Evaluation Program indicates that participants in KERA preschool programs outscored their non-KERA peers in several domains of the Battelle Developmental Screening administered in the spring of 1993. However, about 60% of the control group selected for non-KERA peers had participated in another preschool program (i.e. Head Start, private, etc.)

ADMINISTRATIVE REGULATIONS

704 KAR 3:410 - *Preschool Education for Four-Year-Old Children.* The SBESE adopted this regulation establishing standards for school districts to meet in student, program, service, and operational performance.

707 KAR 1:150 - *Preschool Education Program for Children with Disabilities.* This regulation sets out the administrative supervision, eligibility, and personnel requirements for programs to follow in serving children with disabilities.

702 KAR 3:250 - *Preschool Grant Allocations.* This regulation sets out the parameters for determining the preschool grant amount for each school district.

702 KAR 5:150 - *Transportation of Preschool Children.* This regulation establishes standards and criteria for school districts to follow in transporting preschool children.

PROGRAM REVIEWS

No. 92-PRES-013, April 15, 1992. *"Amendments to Preschool Law Regarding Collaboration Between Head Start and Local School Districts, Effective for the 1992-1993 School Year."* This advisory clarified the new statutory requirements for collaboration between Head Start and local school districts.

PROGRAM IMPLEMENTATION

Program Models. The educational component of the preschool program consists of developmentally appropriate experiences in a classroom setting for a minimum half-day. Local districts may operate on a four- or five-day classroom

model, with the fifth day reserved for services to children and families outside the classroom setting (e.g., home visits).

Four-year-old children with disabilities are expected to be in classes with other four-year-olds, unless the child's individual education program (IEP) mandates otherwise. In addition to inclusion in the mainstreamed setting, options for three- and four-year-old children with disabilities include: settings where the majority of children have disabilities, home settings (parent-child programs), and itinerant services, where the child is already receiving other services (e.g., day care, hospital, private placement).

In the classroom setting, the maximum number of children is 20, with at least 2 adults (1:10 adult-child ratio), although smaller group sizes and use of additional adults are encouraged. When children with disabilities are included in the mainstreamed setting, the IEP team is to review the group size and adult-child ratio to assure that the needs of the child are met. Classes in which more than half of the children have disabilities are required to be significantly smaller, with a much higher staff-child ratio.

Number of Students Served by Number of Districts:

Total KERA Count:	12,945
At-risk 4s without disabilities:	6,990
At-risk 4s with disabilities:	2,583
Other 3s-4s with disabilities:	<u>3,372</u>
	12,945
Total at-risk 4s (with and without disabilities):	9,573
Total disabled (at-risk 4s and all other 3s-4s):	5,955

In addition, school districts served 1,850 preschoolers who were not eligible for KERA (or Head Start), as part of the requirement to serve other four-

year-olds as placements are available. These children were funded through other sources, such as tuition, local funds, and Chapter 1.

Total Enrollment: 14,795

KERA eligible/KERA funded:	12,945
Non-KERA eligible/non-KERA funded: (13% of total enrollment)	1,850

On December 1, 1992, Head Start programs provided an enrollment report by district, showing the number of children funded through Head Start in the same data format as the KERA count, plus the other non-KERA eligible children in Head Start (primarily three-year-olds without disabilities).

Total Head Start Enrollment: 11,647

KERA-eligible funded by Head Start:	8,601	(74% of enrollment)
Disabled 3s-4s funded by Head Start:	2,130	(18% of enrollment)
1992-1993 total 4s funded by Head Start:	8,006	
4s funded by Head Start:	7,660	
98% of pre-KERA baseline/target number of 7,859 for Head Start funding of 4s		
4s funded jointly by Head Start/KERA:	320	
"KERA Enhancement" (double-count)		
4s without disabilities:	216	
4s with disabilities:	104	

In the fall of 1992, Head Start directors reported 17 districts as not fully utilizing Head Start. Prior to release of the 1992-1993 KERA Preschool funds, all of these 17 districts submitted a corrective action plan developed with Head Start. Based on the December 1 Head Start enrollment report, 4 of these 17 districts actually met the target. All districts which did not meet the target in 1992-1993 are required to present information in their 1993-1994 KERA Preschool proposal to address this matter.

Categories of Services. All children funded through KERA Preschool funds received the following services, outlined in state preschool regulations:

- an educational component (minimum of a half-day developmentally appropriate program);
- complementary parent education (minimum of two home visits, plus opportunities for other involvement);
- a nutritional component (minimum of one meal and developmentally appropriate information regarding nutrition);
- health screening (minimum of hearing, vision, immunization status, growth, and general health screening) and developmentally appropriate information about health as an integral part of program activities;
- developmental screening (minimum of cognitive, communication, self-help, motor and social-emotional skills screening); and
- coordination with medical, health, mental health, and social service agencies to meet the comprehensive needs of children.

In addition, the 1993-1994 KERA Preschool proposals include data on: length of sessions (half-day and longer); types of parent outreach activities offered; types of coordination of wrap-around child care for full-day, full-year services; membership of local interagency groups; and numbers of teachers by credential level.

Program Options: Contracted, Blended, Directly Operated.

a. *59 school districts contracted with other agencies.* "Contract" means that KERA Preschool funds were paid to another agency for placements for one or more KERA children:

Outside program operates total program:	28 districts
Combination contract and direct provision:	31 districts

b. *95 districts have some type of blended arrangement.* "Blended" means that children from various funding sources are mixed in classrooms with the following stipulations: (1) costs are prorated to KERA Preschool and the other sources, as appropriate; and (2) the classroom operation meets the highest program standard, if the fund source requirements are different. Blending can occur regardless of administrative structure: across different district programs or with external agencies, by contract or through cost-share.

"Cost-share" means that a school district and Head Start program jointly operate one or more classes serving KERA-funded and Head Start-funded children, by sharing proportional costs without any exchange of funds (i.e., each pays certain costs for the total operation).

Blended in a contracted setting (Head Start/other):	59 districts
Blended in a cost-share with external Head Start:	19 districts or more
Blended in a cost-share with internal Head Start:	17 districts
District grantees (out of 14):	11
District delegates (out of 8):	6

c. *144 districts directly operated all or part of the KERA Preschool program.* In four districts all KERA-eligible children were served through Head Start funding (no state funds used): Elliott County, Green County, Paintsville Independent (Head Start delegate), and Trimble County (Head Start grantee).

Districts without any KERA-funded children:	4
Districts with total program contracted:	<u>28</u>
Total districts without direct operation:	32
 Districts with some or all direct operation:	 144
Districts with some joint operation:	67 or more
Combination contract and direct:	31
Cost-share with Head Start:	36
Districts directly operating only:	<u>77 or fewer</u>
	144

The 1993-1994 KERA Preschool proposal is designed to collect more specific data on the funding sources which support the other children in the classrooms where KERA-funded children are placed.

The National Association for the Education of Young Children (NAEYC) Accreditation.

a. *24 programs in Kentucky are NAEYC accredited:*

Stand-alone KERA programs: (Anderson, Berea, Covington)	3
KERA/Head Start blended programs: (Graves, Marshall, Mayfield, Murray through Murray Head Start)	4
Stand-alone Head Start Programs: (Breckinridge-Grayson, Audubon Area/ Christian Co. Center, WKU Head Start)	3
University lab programs: (KSU, ECU, UK, plus WKU Head Start)	3
Military base: (Ft. Knox:	1
Private programs:	10

b. *58 Kentucky Preschool Resource Classrooms.* 58
teachers/classrooms from 28 districts (5 KERA/Head Start blended sites), plus

one private and two university lab preschool programs have met high standards of developmentally appropriate practice, by scoring 246 or higher on the Early Childhood Environment Rating Scale, as validated by Department staff.

Types of Curriculum. All KERA Preschool programs are required to arrange rooms as learning centers and use curriculum resources to provide child-initiated, developmentally appropriate experiences through a balance of activities. The most commonly used curriculum is High/Scope, followed by Chapel Hill, the Creative Curriculum and Montessori. Most programs are "eclectic" in that they combine resources and use such specialty sources as: Chef Combo (nutrition), PANDA (substance abuse), Catalyst (creativity), the Carolina curriculum, and HELP (developmental skills).

Types of Developmental Screening. The most commonly used comprehensive screening tools are the DIAL-R, the Battelle, and the LAP screening instruments. Developmental screening includes gross and fine motor skills, cognitive functioning, communication skills, self-help skills, and social-emotional skills. Screening for children already in preschool or child care settings can be accomplished through systematic observation in the classroom or program. In addition, many districts screen and conduct parent interviews at shopping malls and other public places. As a result of this screening and the follow-up multidisciplinary assessment for those children who fail screening, 7.5% (8,058 out of 108,000) of all three- and four-year-old children in Kentucky received preschool services based on an IEP. Of these children, 75% were served through KERA funding and 25% through Head Start funding.

Transportation Component. Transportation is required as a related service, if needed for a child with disabilities, and is an optional service for at-risk four-year-olds. Only nine school districts failed to offer the option to at-risk four-year-olds:

Total KERA Enrollment:	12,945
Transportation not made available:	- 99
KERA-funded children transported:	12,846
Head Start-funded children transported by districts:	3,846
Total KERA and Head Start children transported by districts:	16,756

Head Start does not require programs to transport children, nor to provide transportation in all Head Start areas served. As part of collaborative efforts, 70 districts transported Head Start-funded children as of December 1, 1992. State regulations permit reimbursement to districts for these children, up to the amount per child set for transportation in the KERA Preschool program. However, funds were not available for this purpose, since all KERA Preschool funds were utilized to provide services to the KERA children not funded through Head Start.

Research. The University of Kentucky has been the prime contractor for evaluation of the preschool program since its inception in 1991. The following is a description of current research and includes excerpts from the Third Party Evaluation of the KERA preschool programs by the University of Kentucky.

Overview of the History, Purpose and Goals of the Third Party Evaluation

In December of 1991, the Kentucky Department of Education awarded the University of Kentucky a contract to evaluate the Kentucky Education Reform Act Preschool Programs. At that time, it was decided that it was too late in the school year to do a pre-post evaluation of the programs. Therefore, a post-test only design was used. Thirty-six districts were selected through a stratified random sampling procedure to participate in the project. Within each of the 36 districts, two sites were identified at which children would be tested. Four hundred and thirty-two children attending the KERA Preschool Programs at the time were tested. Although an attempt was made to

locate a group of control children who were eligible for but not attending the Preschool Programs, only eight children were identified. Two additional groups of children were tested. One group included children who were in kindergarten at the time who had attended the Preschool Programs during the previous year. A second group of kindergartners who had not attended the Preschool Programs the previous year were tested as a control group for the kindergartners who had attended the Programs.

In January of 1993, the Kentucky Department of Education awarded the University of Kentucky a second contract to continue the evaluation of the KERA Preschool Programs. Since the contract was not awarded until January, it was too late in the school year to conduct a pre-post analysis. There were five primary goals for the second year of the evaluation:

1. To identify a new cohort of children attending the KERA Preschool Programs and a group of 100 control children who were eligible for but not attending the KERA Preschool Programs during the 1992-93 school year.
2. The second goal was to locate the children who had been tested the previous year in order to test a sample of those children, and to locate a group of control children for the children who had been in the KERA Preschool Programs the previous year.
3. The third goal was to study the parent involvement component to determine the nature and extent of implementation.

During the 1992 evaluation, it was determined through focus groups that the parent involvement component was not being fully implemented. Many teachers and administrators reported that although it was a priority, there was not enough time or staff to involve parents more extensively. Two strategies were used for obtaining information on the parent involvement component of the KERA Preschool Programs. First, a parent questionnaire was developed that asked parents about the effectiveness of the programs with respect to their children, the type of parent involvement activities that were offered to them by their child's program, the types of activities in which they participated, and factors that prevented them from being more involved. This questionnaire was sent to the parents of all children in the 72 Preschool Programs in which we tested children. Second, a questionnaire was developed that addressed teacher issues related to families. This survey asked teachers what types of parent involvement activities they offered to their parents, what prevented them from offering more services, and the extent to which they referred parents to community agencies when the parent was in need of services. Several copies of these questionnaires were sent to the preschool coordinators in every district and, the coordinators were asked to distribute them to their preschool teachers. All questionnaires for parents and teachers included a self-addressed stamped envelope in which they could be mailed directly back to our office.

4. The fourth goal was to determine the number and type of referral to Social Services.

During the focus groups conducted for the 1992 evaluation, many community agencies indicated that they had little contact with the teachers and staff of the KERA Preschool Programs. We developed a questionnaire that was sent to agencies that would potentially receive referrals from KERA Preschool Programs. This questionnaire was designed to obtain information on whether the agencies had

received referrals from the Preschool Programs, who initiated contacts with these agencies, the extent to which the referrals have placed a strain on the resources of the agencies, and an evaluation of their relationship to the Preschool Programs.

5. The fifth goal was to determine the extent to which the needs of children with disabilities were being met.

During the 1992 evaluation, several issues were raised related to services for children with disabilities. The primary concerns were: 1) are the instruments we are using sensitive enough to be used with children with more severe disabilities, and b) are children with disabilities receiving instructional services in the classrooms. In order to begin to answer these questions, items related to how services are being provided to children with disabilities were added to the teacher surveys.

Purposes of Third Party Evaluation

The first major purpose of this evaluation was to determine whether participation in the KERA Preschool Program had beneficial educational effects on the children who participated when compared to a control group of peers who had not participated in the program. We were interested in assessing and comparing their achievement in several areas: their attainment of developmental milestones in social, motor, and cognitive domains; their social skills in the classroom as judged by their teachers; and their oral and written language skills.

Since this was the second year of the evaluation, our second major purpose was to follow the progress of children who had been tested during the first year of the evaluation, including both those who were former KERA preschool participants and those non-KERA participants who had been in the control groups. This included both first year primary students who had been 1991-92 participants and second year primary students who had been 1990-91 and their controls. As a result, we tested 351 first year primary students who had been in the KERA preschool and their 141 controls as well as 153 second year primary students who had been KERA participants and their 52 controls.

Additionally, we picked up a new cohort of 467 children who were currently in the KERA Preschool Program in 1992-93 and 118 control children who had been identified as eligible for the program but whose parents had decided not to enter them in the program.

The preschool control children were recruited from preschool programs, Head Start waiting lists, and districts lists of children who were eligible but voluntarily not attending the KERA Preschool Programs. The control children for the first year primary children were randomly selected from the classrooms of the program children we tested. The control children for the second year primary children had been tested during the previous year's evaluation and had been selected from the same classrooms as the program children.

We identified the type of preschool experience that the control children had during the year that the program children were attending KERA Preschool Programs. Of the preschool control children who were tested, 57% were enrolled in some type of preschool or childcare program, while 43% were not involved in any type of program.

Of the first year primary control children tested, 59% had attended some type of preschool or childcare program during the previous school year; whereas, 41% had attended no program. In terms of the controls for the second year primary children, 58% had been in some other preschool or childcare program and 42% had been in no program.

A total of 1,283 children were tested with 643 males and 640 females. The ethnic composition of the group was 1,088 White, 146 Black, 5 Asian, 10 Other, and 34 Unknown. Due to incomplete data on some children, analyses were conducted only on 1,167 children.

Methodology

The children selected for the sample were given the Battelle Developmental Screening Instrument which consists of a subset of 96 items from the total Battelle Developmental Inventory. These items tap seven domains: Personal/Social, Adaptive, Gross Motor, Fine Motor, Expressive Communication, Receptive Communication, and Cognitive. Procedures involve direct testing of the child, interviews with caregivers, and observations of the child in the classroom. Administration time is 30 to 40 minutes. The instrument has adaptations for children with disabilities, such as visual, motor, speech, or hearing impairment; emotional disturbance; or multiple disabilities.

The children were also given the Pictorial Scale of Perceived Competence and Social Acceptance for Young Children. This 24 item instrument assesses a child's sense of competence and acceptance by others. The administration time is about 10 minutes.

Additionally, three other measures designed to tap children's knowledge of oral and written language were given: the Sentence Repetition Test, the Letter Recognition Test, and the Book Handling Knowledge Test. The Sentence Repetition Test consists of 21 sentences of increasing syntactic complexity that the children are asked to repeat after the examiner. The Letter Recognition Test involves asking the children to name and write the upper and lower case letters of the alphabet. The Book Handling Knowledge involves having the child point out many aspects of a book, including print concepts such as letters, word, left-to-right, front and back of a book, and title and author of the book. Each of the three measures requires 10 to 15 minutes of administration time.

Results for Three- and Four-Year Old Children

Results on the Battelle Developmental Screening Instrument

Let us look first at the scores of the three- and four-year olds on the Battelle which is designed to test the children's attainment of developmental milestones in seven domains. Our purpose here was to determine whether children currently enrolled in KERA Preschool Programs were achieving at a higher level than a group of their peers who had been identified as eligible for the program but did not attend the program.

We looked at the children's scores by their designation in the program: At-Risk, Speech Only, and Children with Disabilities. We are presenting the means for all three

types of children, although we were only able to run tests of significance for the At-Risk group because of the small number of children in the control groups for the Speech Only and Children with Disabilities.

Encouraging results were found (see Table 32 Battelle Scores for Three- and Four-Year Olds). Let's focus first on the At-Risk group as they are the only ones for whom the data enabled tests of significance. First, on the Total Battelle, the KERA program participants scored significantly higher than their non-KERA peers. Looking at the individual domains reveal that the KERA participants also scored significantly higher on five of the seven domains: Personal/Social, Adaptive, Fine Motor, Receptive Communication, and Cognitive.

Table 32.

Battelle Scores For Three- And Four-Year Olds

BATTELLE DOMAIN		AT RISK N=320 KERA N=106 Controls	SPEECH ONLY N=59 KERA N=3 Controls	OTHER N=24 KERA N=3 Controls
Personal/Social	KERA	*35.49	32.86	31.71
	Controls	33.48	30.00	27.67
Adaptive	KERA	*32.67	29.81	28.00
	Controls	31.22	25.33	26.67
Gross Motor	KERA	13.89	12.59	12.17
	Controls	13.60	13.00	11.67
Fine Motor	KERA	*15.48	14.32	14.33
	Controls	14.48	13.00	14.25
Express Communication	KERA	12.25	11.34	11.16
	Controls	12.22	9.33	11.33
Receptive Communication	KERA	*12.37	11.36	12.33
	Controls	11.93	9.67	11.42
Cognitive	KERA	*27.16	24.61	24.29
	Controls	26.16	18.67	21.67
TOTAL BATTELLE	KERA	*149.32	136.90	134.00
	Controls	143.95	119.00	124.70

SOURCE: UK Third Party Evaluation of Preschool Programs

These seem particularly important in terms of children's later success in school. Improved social and adaptive skills should enable the children to gain acceptance and to participate successfully in the social life of the school. Their improved receptive communication and cognitive abilities should facilitate their listening in a school setting. Their fine motor skills should lead to improved performance in such tasks as handwriting, coloring, cutting, pasting, drawing, and painting.

Overall results for the At-Risk group indicate that participation in the KERA Preschool Program is having positive effects on the development of school related abilities.

As a whole, the children in the Speech Only group scored lower than the At-Risk group. The means of the Speech Only children in the KERA Preschool Program are much higher than the children in the control group, but because there were only three Speech Only control children, it is not legitimate to compare their scores statistically.

A look at the scores of the Children with Disabilities indicate that their scores are slightly lower than the scores for the KERA Speech Only and several points lower than for the At-Risk children. The KERA Program Children with Disabilities outscored the control Children with Disabilities in most domains and overall; however, the limited number of controls prohibits a statistical test of significance.

In summary, in almost all instances KERA Preschool participants are making higher scores on the domains of the Battelle Developmental Screening Inventory than their non-KERA peers. When the number of control children was large enough to permit statistical tests of significance as in the At-Risk group, many of these differences were significant. These results are encouraging in light of the fact that success in the areas of the Battelle indicate the presence of skills necessary for success in schools.

Results for the Oral and Written Language Measures

On the Sentence Repetition Test, the At-Risk KERA Preschool Children scored higher, but not significantly higher than the non-KERA At-Risk children (see Table 33 Means on Emerging Literacy Measures).

Table 33.

Means on Emerging Literacy Measure for At-Risk KERA Preschool Program Children and Control Children

EMERGING LITERACY MEASURES	Preschool	Preschool Control	Primary 1	Primary 1 Control	Primary 2	Primary 2 Control
	1992-93 Preschool	1992-93 Control	1991-92 Preschool	New Control	1990-91 Preschool	1991-92 Control
	N=81	N=14	N=83	N=21	N=48	N=11
Sentence Repetition	14.25	12.07	19.93	18.00	22.65	21.73
Letter Recognition	28.67	15.57	81.12	77.95	101.40	80.82
Book Handling	14.80	13.57	17.17	17.24	17.79	14.18

SOURCE: UK Third Party Evaluation of Preschool Programs

On the Letter Recognition Test, the KERA children scored slightly but not significantly higher than their non-KERA peers.

On the Book Handling Knowledge Test, the KERA children scored higher, but not significantly higher.

In summary, there were few differences between the scores of the KERA and non-KERA first year primary students on the oral and written language measures. It is encouraging that the KERA participants are doing similarly to a random sample of their peers who have had a wide range of preschool experiences, including preschool and childcare programs and no program experience.

Results for First Year Primary Students (Kindergartners)

Results on the Battelle Developmental Screening Instrument

Again, we will organize our discuss around the three type of children served in the KERA Preschool Programs: At-Risk, Speech Only, and Children with Disabilities. Because of the small numbers of children in the Speech Only Controls and Children with Disabilities Controls, we will present means for them but will be unable to conduct tests of significance comparing their performance to KERA children.

When we examine the results of the Battelle for the At-Risk first year primary students, they reveal few differences between the children who were participants in the 1991-92 KERA Preschool Program and their non-KERA peers. Remember that the control group consisted of some children (59%) who had attended some other type of childcare or preschool program and some (41%) who had attended no other program. Therefore, the control group represented a broad range of preschool experiences. This eliminates the possibility that the differences were due only to the fact that one group had a program and the other had not.

An examination of the scores in Table 34 Results of the Battelle for First Year Primary Students indicates that in four of the seven domains, the scores of the At-Risk KERA children are slightly higher; whereas, in the other three domains, the scores of the non-KERA children are slightly higher. Overall, the Total Battelle scores for the two groups are almost identical (168.3 for KERA; 167.1 for non-KERA). This indicates that the former KERA participants are doing as well as random group of their peers, some of whom had been in a variety of other types of preschool and childcare programs and some who had no previous program experience.

Table 34.

Battelle Scores for All First Year Primary Students

BATTELLE DOMAIN		AT RISK N=268 KERA N=82 Controls	SPEECH ONLY N=47 KERA N=12 Controls	OTHER N=22 KERA N=2 Controls
Personal/Social	KERA	36.82	35.70	33.23
	Controls	36.15	34.17	24.50
Adaptive	KERA	35.90	34.15	31.12
	Controls	35.91	35.25	27.50
Gross Motor	KERA	16.07	15.09	13.23
	Controls	16.04	16.00	12.50
Fine Motor	KERA	19.33	17.87	16.46

	Controls	19.00	18.75	14.00
Express Communication	KERA	14.91	13.49	12.69
	Controls	15.02	12.67	10.50
Receptive Communication	KERA	15.10	13.36	13.00
	Controls	15.12	13.67	10.00
Cognitive	KERA	30.16	28.47	26.54
	Controls	29.83	28.5	27.5
TOTAL BATTLELLE	KERA	168.29	158.13	146.27
	Controls	167.07	159.01	126.50

SOURCE: UK Third Party Evaluation of Preschool Programs

Looking next at the Speech Only group of first year primary students reveals that their scores are consistently lower than those of the At-Risk children. Furthermore, the scores of the KERA Program children were mixed when compared to their controls. In two domains, they scored higher; and in five domains, they scored lower. Overall, their Total Battelle scores were slightly lower (158.1 to 159.0). Again, the limited number of controls prohibits a test of significance for these slight differences.

Finally, let's look at the Children with Disabilities. Again, they scored less well than their At-Risk and Speech Only counterparts. Within this group, the KERA Program children scored considerably higher than their non-KERA peers. However, with only two children in the non-KERA control group, we were unable to test these differences for significance.

Results for Second Year Primary Students (First Graders)

Results on the Battelle Developmental Screening Instrument

We also followed a group of children who had participated in the first year of the KERA Preschool Programs in 1990-91. We had tested these children last year when they were in first year primary (kindergarten) and found that in the Adaptive domain, in Total Communication, and in the Total Battelle, they had outscored a random sample of their non-KERA peers, 58% who had been in some kind of preschool or childcare program and 42% who had not.

During the current round of testing, the At-Risk KERA children compared to the same control group of At-Risk peers maintained their significant advantage in Expressive Communication, but on the Total Battelle and in five other domains, their scores were higher but not significantly so (see Table 35 Battelle Scores for Second Year Primary Students).

Table 35.

Battelle Scores for All Second Year Primary Students

BATTELLE DOMAIN		AT RISK N=119 KERA N=30 Controls	SPEECH ONLY N=24 KERA N=7 Controls	OTHER N=11 KERA N=13 Controls
Personal/Social	KERA	37.03	35.71	34.36
	Controls	36.03	33.86	33.39
Adaptive	KERA	36.81	35.38	31.91
	Controls	36.87	34.57	33.08
Gross Motor	KERA	17.09	16.54	15.73
	Controls	17.17	15.43	16.46
Fine Motor	KERA	20.97	20.29	19.18
	Controls	20.83	20.57	19.46
Express Communication	KERA	*16.20	14.96	12.27
	Controls	15.50	15.43	15.08
Receptive Communication	KERA	16.34	15.58	12.18
	Controls	15.90	15.00	15.15
Cognitive	KERA	32.87	31.46	28.00
	Controls	32.60	33.14	29.15
TOTAL BATTELLE	KERA	177.31	169.92	153.60
	Controls	174.90	168.00	161.80

SOURCE: UK Third Party Evaluation of Preschool Programs

A look at the Speech Only children in the Second Year Primary reveals a pattern similar to that in the other two age groups. Both KERA children and their non-KERA peers score lower than their At-Risk counterparts. When KERA participants are compared to non-KERA participants, the results are mixed in the various domains, although the Overall Battelle is slightly higher. No tests of significance were possible with the small number of non-KERA controls.

Looking last at the Battelle scores of the Children with Disabilities in second year primary, we again find, not surprisingly, that these children score lower than their At-Risk and Speech Only peers. Unlike the other two groups, however, the non-KERA children outscored the KERA children slightly, but the significance of the differences could not be tested because of low numbers of students.

Summary and Conclusions of the Third Party Evaluation of the Kentucky Education Reform Act Preschool Programs

During the 1992-93 school year, 1,283 children at three levels (Preschool, Primary 1, and Primary 2) were tested to determine whether participation in the KERA Preschool Programs had beneficial educational effects. Overall, the following conclusions can be drawn.

1. In most of the individual domains and overall scores on the Battelle Developmental Screening Instrument, the KERA participants outscored their non-KERA peers. Although these differences were not always large enough to be significant, they indicated that the KERA program children were scoring as well or better than their controls.
2. Results were particularly encouraging at the Preschool level, as KERA participants in the At-Risk group significantly outscored a control group of children who were eligible for the program but whose parents had chosen not to send them. KERA children scored significantly better on the Total Battelle and on four of the seven domains: Personal/Social, Adaptive, Fine Motor, and Cognitive. On the three measures of oral and written language, the KERA children scored higher, but the difference did not quite reach significance.
3. At the first year primary level, KERA children scored as well or better on all domains of the Battelle and on the oral and written language tests when compared to a group of controls randomly selected from their peers. Approximately 60% of the controls had been in another preschool or daycare program the previous year, 40% had no program experience.
4. At the second year primary level, KERA children scored as well or better than their peers on the Total Battelle and on most of the domains of the Battelle. They scored significantly better in Expressive Communication and on the Letter Recognition Test and the Book Handling Knowledge Test.
5. For first and second year primary students on the Social Skills Questionnaire, teachers rated KERA former preschool participants significantly higher in the area of academic competence than their non-KERA peers. This finding suggests that as KERA preschool children enter the early years of the primary program, teachers notice that they have better overall academic performance, more overall motivation to succeed academically, higher intellectual functioning, and more parental encouragement to succeed than do children who did not attend KERA preschool program.
6. On the Pictorial Scale of Perceived Competence and Social Acceptance, the KERA preschool children perceived themselves to be significantly more accepted by peers and more competent on cognitive tasks than did the children who were not in the KERA preschool.
7. In terms of teachers' views of the Parent Involvement Component, they report that the most frequently offered activities are home visits, phone calls, helping in class, field trips, home activities, conferences, and parent newsletters. Over half of the teachers feel that the offerings are adequate. About 40% said they would do more if they had more time.
8. In terms of parents' views of the Parent Involvement Component, parents report that the activities that are more frequently offered are conferences, field trips, parent meetings, opportunities to help in class, home visits, and home activities. The percentage of parents participating in these activities range from 9% who said they participated in home visits to 72% who participated in conferences. The most frequent obstacle to their participation was scheduling conflicts.

9. Both parents and teachers rated the value of the Preschool Program highly for the children and for the families of the children. Teachers' ratings were 1.22 for value to children and 1.58 for value to parents. Parents' ratings were 1.22 and 1.57 respectively. (The ratings were on a five point scale with one being high.) Parents said they would not change anything about the program except to make it available to more children.
10. Both teachers and community agencies report that families are being referred to the agencies by preschool personnel. The most frequent referrals are to the county health department, dentists, family resource centers, Head Start, daycare, and adult literacy. Although a low percentage of parents (27% and below) say they use the various services when referred, they say that when they are not using them, it is because they don't think they need them.
11. When asked to rate their working relationship with the KERA Preschool Programs, community agencies reported a rating of 2.32 on a five point scale with one being high. Several teachers also commented that they were unaware of many community services.
12. When discussing their efforts to meet the needs of children with disabilities, teachers report that they do have children with disabilities in their classrooms, that they sometimes serve on teams to develop their IEP's, and that most of the children's IEP's are being implemented in the classroom or in the classroom and in therapy. Most teachers indicated that they generally had the assistance necessary to have children with disabilities in their classes, although some needed more help. Of greatest concern was the request of some teachers for time to work one-on-one with the children, thus indicating a lack of understanding of activity-based programming with children with severe disabilities.

In summary, the OEA endorses continued, full support of the preschool program as a vital element of systemic reform. School districts have unilaterally embraced early childhood intervention programs for at-risk and disabled children as the key to successful school readiness.

Data from the UK study provides evidence that the KERA preschool experience contributes to student success when compared to students in non-KERA programs.

RECOMMENDATIONS

Based on these findings, the OEA recommends the following:

1. KDE needs to encourage collaboration so that all resources are utilized.
2. KDE should continue to encourage all programs to become NAEYC accredited.
3. School districts need to place greater emphasis on the importance of home visits and increased parental involvement.
4. Although the definition of at-risk in the statute is strictly free lunch eligibility by virtue of the National School Lunch Program guidelines, the definition may need to be broadened to include services to more families as identified by Family Resource Centers and school councils.
5. Future third party evaluations should require contractors to provide more timely reports and better quality data. For two consecutive years the contractor has struggled with a variety of issues such as locating control groups large enough to offer statistical significance. Also, the definition of a control group is "a group that has not received the experimental treatment whose performance is compared to subjects who do receive the treatment." In this most recent evaluation, the control group was split as to about 60% who had been involved in some other preschool program, and 40% who had not. This has caused problems when attempting to provide an accurate evaluation of the KERA preschool program.

PRIMARY PROGRAM

OVERVIEW

The 1992-93 school year became the year of preparation as schools began the move toward full implementation of the critical attributes of primary school, as defined by KRS 158.030. Senate Bill 420, enacted in the 1992 Regular Session of the General Assembly, amended KRS 156.060 and required that all schools implement the program in its entirety by the beginning of the 1993-94 school year. It further provided for greater in arrangements for half-day kindergarten students.

Significant progress has been observed in this effort, both in the attitudes and practices of stakeholders. Prior to February 1993, when the State Board for Elementary and Secondary Education adopted the State Regulations and Best Practices for Kentucky's Primary Program, a major concern was the multi-age requirement for five-year-olds. This document alleviated much of the concern, as it permitted some flexibility at the school level in decision-making. As tension emerged, positive attitudes prevailed and student outcomes became the focus. Kentucky Department of Education (KDE) staff have noted concern that this flexibility may have caused some schools to reduce the five-year-old involvement in multi-age groups. This flexibility will need re-evaluation as implementation progresses.

Primary Schools' contribution to KERA's *systemic change* is becoming obvious as the 1992-93 fourth grade Kentucky Instructional Results Information System (KIRIS) results have been released. These indicate that the primary

school concept of the "whole child focus" is contributing to improved student learning.

ADMINISTRATIVE REGULATIONS

703 KAR 4:040. *Interim methods for verifying successful completion of Primary School.* This regulation set out the measures of assessment for primary teachers to use in the interim before Kentucky Early Learning Profile (KELP) is fully implemented, to determine successful completion of primary school and fourth grade readiness.

PROGRAM REVIEWS

No. 93 PRIM-102. *From Dr. Boysen to Superintendents. Recommendation for Superintendents to convene Primary School local district summits before March 1.* This advisory complimented the work of teachers to date and provided encouragement and a framework for continued movement toward full implementation through district level summit meetings.

No. 93 PRIM-111. *From Dr. Boysen to Superintendents. Recommendation for Superintendents to convene follow-up Primary School local district summits before May 12.* This advisory complimented districts for the successful summits held in early spring and recommended follow-up meetings to reinforce the positive momentum and share successful strategies.

No. 93-PRIM-112. *From Dr. Boysen to Superintendents. Encouraging parents of entering five-year-olds to become partners with teachers in the*

Primary Program. This advisory provided 16 tips for school leaders to consider as they welcome parents of incoming five-year-olds to the primary school program, and an example of the text for a brochure that schools could adopt in this endeavor.

No. 93-PRIM-103. *From Dr. Boysen to Superintendents. Announcement for upcoming training for primary teachers in interim methods for verifying successful completion of Primary School.* This provided a statewide schedule of trainings for primary teachers in becoming acquainted with measures of assessment to be used for determining fourth grade readiness.

PROGRAM IMPLEMENTATION

All 837 elementary schools developed action plans at the beginning of the 92-93 school year and had those approved by the KDE. These plans identified strategies for full implementation and meeting the seven critical attributes. At the end of the 92-93 school year all schools were required to submit to KDE evaluation/improvement plans to set the course for full implementation in the fall of 93-94.

Teachers now understand the concepts and the rationale behind the critical attributes, and are asking "How can you help me do this?" rather than "Why are we doing this?" Anecdotal notes from field visits reveal many more success stories and requests for specific training than a year ago. Administrators and teachers have come to realize that there is not one prescription for primary school, but that every school has specific characteristics

that can be integrated into the overall framework and still meet the accountability expectations.

The Appalachian Regional Laboratory recently conducted a study of 40 classrooms and found that the of change toward more developmentally appropriate practices was phenomenal. All schools are recognize that the continuous progress and authentic assessment attributes are vital to reporting accurately on the students' achievement. The notion of separating basic skills in reading, writing, math, science, and social studies has bothered some teachers who have not embraced the whole language concept. A major hurdle to overcome is the de-linking of curriculum and learning expectations from the number of years the child has been in school or his/her age.

The following includes excerpts from the KDE report to the Office of Education Accountability (OEA).

The KELP is the primary assessment document being developed by Advanced Systems in Measurement and Evaluation (ASME), in collaboration with KDE and the Primary Assessment Advisory Committee (PAAC). It is envisioned that this document will serve as the continuous assessment instrument for all primary students in the 94-95 school year and determine their readiness for fourth grade. A pilot study with 56 teachers occurred during the 1993 spring term. Currently the field study phase is being conducted in 95 school districts with 341 teachers. Twenty of the participating schools participating have all of their primary teachers participating. All eight regions are represented, with fairly even geographic distribution. The majority of teachers who participated in the pilot phase of KELP, or in the Commonwealth Institute for

Teachers training and utilization of the California Learning Record (CLR), are also in the field test.

The term "portfolio" is being used as part of the KIRIS Assessment for Accountability to describe a collection of best pieces. In an effort to be consistent, "portfolio" is not used to reference a primary assessment tool, because the definition is inconsistent with the primary philosophies, critical attributes and the way the tool will be used. Instead the word "profile" is used because it is consistent with the KELP profile. These purposes of the profile are:

- verify the successful completion of the primary program;
- document student learning, growth, and development throughout the primary program;
- support a staff development program on gathering, interpreting and using authentic assessment data;
- communicate with and involve parents; and
- support appropriate curriculum and instruction in the primary program.

The instrument must also be aligned with the Primary Program Critical Attributes and the KERA Learning Goals and Capacities.

The PAAC has become an instrumental part of primary assessment. This group identified the qualities and characteristics needed in the instrument, examined existing models of primary assessment, and offered suggestions concerning the components to be included in the first version of the KELP. This group also offered suggestions for pilot teacher selection, pilot teacher training,

pilot teacher support, the use and validity of the KERP, and continuous evaluation of the process, the training, and the instrument.

This group created four subcommittees to work on development of action research, a reporting tool, a Widely-held Expectations document, and Phase I evaluation. The evaluation subcommittee has completed its work but the other three subcommittees are on-going and provide Advanced Systems and KDE direction for developing the field study instrument. An ad hoc committee on scales was planned, as an outgrowth of the Widely-held Expectations; however, the Office of Curriculum, Assessment and Accountability has asked that existing scales be used in the Field Study.

Due to time and budgetary constraints the PAAC suggested a pilot form of the KERP that could be expanded into a tool that meets all prescribed goals for the Field Study. Several instruments were investigated for use as the primary instrument. It was determined that no tool was sufficient for use in Kentucky's assessment document but that the California Learning Record (CLR) had merit - especially for conferencing with parents and for anecdotal record keeping with a matrix for charting social context. These two sections of the CLR, along with the CLR's reflection section, were adapted to match Kentucky's primary program. It was decided that a section must be added to these three reflecting the integration of curriculum and aligning with the six KERA Learning Goals. The result became "Types of Performances," which outlined eight broad-based performances primary students needed to be able to complete. Outcomes, content, and skills are addressed through this component.

The pilot-phase instrument includes the following:

Parent/Teacher Conversations and Student/Teacher Conversations. One of the Primary Critical Attributes is "Positive Parent Involvement." This section focuses on making the parent/teacher conversation a positive one. The teacher's role becomes that of a listener and the parent leads the conversation. When parents feel they are being listened to and respected as their child's first teacher, they become more comfortable working with the teacher/school. This component provides teachers with information and a positive connection to parents.

The same is used to conduct the child/teacher conversation. Teachers are encouraged to find a 15-minute period when they can give the child their undivided attention. Children respond positively to being put in the role of giving information to the teacher.

Anecdotal Record Keeping. Two pages were provided for teachers to record observations through anecdotal notes and to chart the social context in which learning occurred. This section was adapted from the CLR to include a matrix reflecting learning context in all domains and multiple intelligences. Teachers were asked to use this section as they thought it best served their needs. There were no set number of observations or notes to be kept. We are looking carefully at the results of the interviews to see how this section can be used most effectively.

Types of Performances. This section was specifically designed to align with the six KERA Learning Goals, the seven Primary Critical Attributes, the five domains of learning and the multiple intelligences. This section consists of eight

broad-based performances integrated with subject matter which could be completed by students of all ages and abilities. The performances are:

1. Pose a question and research to get an answer.
2. Demonstrate the ability to communicate through oral, written, and/or an alternative form of language, e.g., Braille, sign language, etc.
3. Demonstrate the ability to solve a real-life problem using computation and problem solving skills.
4. Complete and present a long-term project which integrates subject matter.
5. Communicate through an aesthetic project, performance, or reflection of appreciation.
6. Develop a "lifetime," representing and reflecting personal growth.
7. Participate in performing and reporting a group project.
8. Develop a personal growth plan.

Teachers were asked to use the first performance, "Pose a question and research to get an answer," with all designated students. Each student was to select two other performances to complete, for a total of three performances per student. All children, regardless of age, were asked to complete the same

performances -- the results/expectations would vary for students of differing abilities.

Reflection. This section allows a child and/or teacher to thoughtfully examine a student's product, the process of development, and ways to plan for future improvement. This was to be completed with the teacher and child focusing together on one of the three completed performances. The student chose the performance he/she wanted to think about/reflect upon.

Pilot teachers were asked to use the KERP with at least five students in their classroom. There were no specifications for selecting students for the pilot but it was recommended that teachers choose students who varied in age, ability, and race/gender in so that the final instrument would be flexible enough to use with all of Kentucky's primary students.

Teachers were asked to have a conversation with each participating student and the student's parent(s), to make anecdotal notes and use the matrix to denote the learning and social context of the observations, to have the students complete the first performance research question and two other performances, and to complete a reflection on one of the performances included in the KERP. Teachers were asked to keep the original KERPs with the students' records and to make copies of all profiles and projects to give to Advanced Systems at the final pilot meeting in May 1993.

In summary, the KERP pilot teachers responded positively to the instrument. Most thought it matched their district's expectations of teachers and guided appropriate instruction and curriculum. Teachers indicated that the

instrument had adequate length and detail, but should have an additional closing conference as well as a tool for reporting to parents. They wanted the instrument to be all-inclusive rather than as an addition to other reports, believing that if the complete instrument was used, all evidence of a child's growth and development could be collected and reported.

In addition, the KELP pilot teachers found that training focusing on strategies and examples was most beneficial in getting started and gaining confidence. Time was identified as the most common problem in effective use of the KELP, followed closely by the need for built-in conference days, an instructional aide, and planning/recording time.

The pilot teachers understood the KERA Learning Goals and Capacities, and the seven Primary Critical Attributes -- they saw the whole picture. Most teachers indicated they could discuss a child's development in reading, writing, and math with the evidence gathered through anecdotal records and the completion of the performances. The desire was for integrated information, with the option of extracting specific information for reporting purposes.

Teachers reported that parents who participated in the conferences, who were made aware of the KELP, and who visited classrooms were pleased with what was happening and the information the KELP provided them. Parents felt as though they knew more about their child than in previous school year(s).

Research studies. The following is a synopsis of two major studies that have been conducted during the past 12 months describing primary school implementation. The Appalachian Educational Lab report highlights some of the

major developments in the implementation of the KERA primary program in four rural Kentucky school districts. The following are their major findings:

1. Seven critical attributes (listed below) have been identified by the state as essential to successful implementation of the primary program. Six of them are being implemented to some degree in most primary classrooms. Our observations suggest that the most complex (continuous progress) is more problematic.

- *Developmentally appropriate instructional practices* are more extensively and enthusiastically implemented by teachers than any of the other critical attribute. In nearly every primary classroom we visited, students are engaging in hands-on activities, writing, interactive whole group instruction, and small group activities. They are doing less textbook work, drill, seat work, and rote memorization than in the past, according to teachers, students, and parents.
- *Multi-age, multi-ability classrooms* have been created in all schools, in a wide variety of arrangements. The time allocated to such groupings ranges from full-time to one hour per week. However, most teachers have continued to categorize students by grade level, and flexible regrouping of students seems to be occurring in only a few classrooms.
- *Authentic assessment*, although time-consuming, is being incorporated to some degree. Teachers observe and write anecdotal records of student progress, keep logs, compile student portfolios, collect work samples and journals, and hold conferences with parents. However, many are not sure

that these strategies will give them adequate information about student skills levels.

- *Qualitative reporting methods* have generally replaced traditional report cards. Teachers send home progress reports in the form of checklists and/or narrative reports at least four times a year. Traditional grades (A-F) are no longer used.
 - *Professional teamwork* is increasing. Primary teachers report that they communicate with one another more than in the past, some joint planning is occurring, and special education teachers are collaborating with primary teachers within the regular classroom.
 - Most primary teachers we observed are communicating with parents more frequently than they did prior to implementing the primary program (according to both teachers and parents), and actual parent involvement in the program appears to have increased at some, but not all, schools we visited.
 - One attribute, continuous progress, appears to be least successfully implemented.
2. Primary teachers report they are under great stress and need more assistance with and time for professional development, materials preparation, student assessment, planning, and collaborating with other teachers.

3. Principal leadership appears to be critical in implementing the program. Principals determine the amount of training and preparation teachers have, whether or not teachers have common planning periods, how actively parents are involved, and the overall level of support within the school for the primary program.

The Prichard Committee for Academic Excellence in Kentucky has undertaken a second-year evaluation of primary school implementation. The following is a synopsis of the report, "Principal Findings Related to Questions Posed by the Researchers," by James Rath and John Fanning.

What progress has been made in complying with the primary program mandate?

A great deal of progress was observed over the 12 months but the rate of change for each of the critical attributes was erratic. Teachers had a better understanding of the primary program philosophy and were more "pro KERA." They also reported that they were working harder and longer than before KERA, but not as hard as last year.

The increased confidence on the part of teachers can be partly attributed to an increased amount of training from persons "who had been there" and the increased availability of resources for instructional materials.

What problems persist and seem not to yield to well-intentioned attempts of teachers, parents and administration to solve them?

Seven problems have persisted over the year, including:

Parent Involvement: In many of the schools there seemed to be an absence of significant, active parent involvement. Various reasons were given, including teachers believing there was a general lack of parent interest, event scheduling that did not accommodate parents who work or have difficulty with transportation, and teachers unsure about their new professional roles in the primary programs who were concerned about criticism from parents.

Integration of five-year-olds: The logistics of including five-year-old half-day students was reported to be a problem. As a result, in many schools the inclusion of those children was closer to the letter of the law than its spirit, mixing five-year-old children with older students for 15 minutes a day, two or three times each week. In addition, many teachers reported their belief that it was impossible to teach a class that

includes readers and non-readers. In contrast, other teachers enthusiastically grouped readers and non-readers in the same classroom with dramatic, exciting, and positive results.

"Slipping through the cracks:" There was general concern on the part of parents and teachers that as a result of the shift from structured, skill-based programs to a hands-on, cooperative, whole language process, that less verbal or outgoing children might slip through the cracks.

Problematic grouping patterns: Teachers and parents expressed the belief that having three or four age ranges in one classroom was problematic because the older children might not be challenged enough. In addition, the inclusion of half-day five-year-olds created logistical problems and concerns for meaningful and productive activities. Most preferred grouping patterns of two age groups.

Reporting student progress to parents: Teachers are making diligent efforts to communicate effectively with parents through conferences, narrative reports, and portfolios. This was not sufficient for parents who wanted to understand the relative progress their child was making compared to other children, which they believed they understood with traditional letter grades.

The Law (KERA): In spite of the heroic efforts on the part of the KDE to disseminate information about KERA to teachers and school administrators, there is still misunderstanding and confusion about the law.

Authentic Assessment: Teachers were unsure about the scale and scope of authentic assessment and whether they could use traditional assessment measures.

What differences have the newly implemented mandates had on students?

Teachers report children are writing a great deal more, are better informed than their pre-KERA cohorts, are more ready to learn, and are more able to use what they learn. Children are less isolated by age groups and are more likely to strike up friendships and work together in groups. In addition, children are more enthusiastic about learning and absent much less than before KERA was enacted.

What are the planning processes in place for meeting the mandates that must be implemented by fall, 1993?

In the spring, each school's plan, submitted to the KDE, was returned with suggestions which were being used to fine tune individual plans for fall. Teachers were widely engaged in this process. Parents were not. In addition, faculty members were fully cognizant of their school's accountability index and threshold. Planning was carried out with those goals well in mind.

What are the attitudes of teachers and parents toward the primary program mandates? Have they changed? Are they strengthened?

As teachers became more knowledgeable about the elements that comprise the Primary Program and as they become more experienced in implementing the changes,

their attitudes toward KERA and the critical attributes were more positive. However, the questions about multi-age grouping remain.

Less information was available about parents. Those with whom we spoke demonstrated four patterns of thought. The first group had a disposition to "trust the teachers" and if they believe it's good, then it's all right with them, and if the teachers are hostile or indifferent to the changes, parents follow suit. The second group was "gung-ho" for KERA and pleased with the progress of their own children. The third group was concerned about old-fashioned academic standards, phonics and grading procedures, and the fourth group was concerned about social engineering and asked if their children were being used as "guinea pigs."

What resources still elude teachers in their efforts to comply with the mandates?

There was an observed improvement in the resources available to teachers with regard to instructional supplies and books. Teachers appreciated the additional availability of materials, but did feel that more were needed and continued to spend their own money for classroom supplies. In a few cases, teachers held on to the belief that reading was learned best through specific skills in specific order and had lobbied to keep basic textbooks, which precluded their ability to purchase other badly needed materials.

Teachers still reported a need for time to prepare and to work with other teachers. However, teachers did not report being bogged down with paperwork and reported the increased writing of narrative reports was useful. Teachers identified the use of aides as one solution to the time problem.

How have schools and teachers coped with the problems presented by half-day kindergarten students (five-year-olds) in implementing the ideals of the KERA primary program mandates?

In some schools five-year-old students were included with older children in music or PE classes but not in academic areas. In other schools, five-year-olds were involved with theme time, calendar time, and "show and tell" activities, but again, not in any academic areas. Some districts adopted a full-day kindergarten program and children were grouped in multi-age classes all day. Other districts with half-day programs mixed age groups for half of the day, with a new group joining in the afternoon. A final group of districts had done nothing to integrate the five-year-old children into the primary program.

What are some commonalties shared by schools which are making significant progress toward complying successfully with the KERA primary program mandates?

Common attributes of successful schools included grade groupings that did not overlap, such as K-1 and 2-3, rather than K-1, 1-2, and 2-3, because of the perception that older children in those groups were being disadvantaged; parental commitment to the program, spurred by informed community leaders; dedicated, supportive principals; teachers who had participated, for the most part voluntarily, in training programs on whole language, cooperative learning, and "hands on" teaching; an acceptance on the

part of teachers that successful reading could be taught without step by step reading skills; a willingness on the part of teachers to spend their own money to purchase materials and use their own time for planning; the availability of extra help in the classroom by aides, parents, or student teachers; a willingness to collapse special education into the regular classrooms; and the adoption of writing as a process."

Recommendations (from the Prichard Committee Report)

- Develop a district or statewide written curriculum that could provide continuity for children who move frequently and reassurance for teachers who fear a mismatch between topics taught and the new KIRIS assessments.
- Assist teachers in acquiring computers to help with clerical tasks, such as narrative reports and authentic assessments.
- Develop creative ways to allow teachers essential planning time.
- Continue to increase funding for instructional supplies and materials.
- Calibrate the KIRIS assessment data with standardized tests, so Kentucky citizens have a sense that the newer standards are "anchored" to the older measures.
- Help teachers understand how changes in the various KIRIS indices would allow them to reach their thresholds.
- Review the mandate for inclusion of five-year-old children in the primary program.
- Create financial incentives for including Chapter II and special education students in regular classrooms and for including five-year-old students in multi-age classrooms.
- Provide guidance for teachers in the use of standardized and teacher-made tests, assessment profiles, and authentic assessments.
- Make clear the intent of the law and the consequences for failure to avoid a superficial, minimal approach to implementation of the primary program.
- Recognize the sources of discontent of older teachers who have experienced success, and harness their abilities, talents, and energies to transform Kentucky classrooms.
- Engage in less "selling" and listen more carefully to resistant teachers.
- Study schools that are out of compliance in all but the bare minimums with the KERA mandates, to gain insight into the change process and provide direction for new approaches to change strategies:

In summary, evidence exists that the choice of an ungraded primary school concept by Kentucky lawmakers in the passage of HB 940 was a good decision, embedded in the theory that the focus on the "whole child" and educational outcomes

was superior to a fragmented and piecemeal approach that focused on skills and rote-learning.

Interviews with parents of primary age students by OEA has revealed that children come home after school with highly inquisitive minds and a burning desire to learn and to express themselves. Teachers report that children are writing a great deal more, are better informed than their pre-KERA cohorts, are more ready to learn, and are more able to apply what they learn. Children are less isolated by age groups and are more likely to strike up new friendships and learn cooperatively. Teachers interviewed also demonstrate pride in the fact that children are more enthusiastic about learning and are less likely to be absent than before primary school was implemented.

Along with the progress noted, some areas of concern include more time for teacher planning, continued training on authentic assessment and continuous progress, and continued state financial support for materials and supplies.

RECOMMENDATIONS

1. The KDE and Regional Service Centers should begin explaining to all teachers the components of the KERP, to ensure that the authentic assessment and continuous progress attributes will be understood and implemented. It is imperative that training in the use of KERP be consistent and uniform throughout the state, since this will be the determining factor of successful completion of primary school and fourth grade readiness.
2. The primary continuous assessments, A and B, from Advanced Systems, should mirror the eight KERP performances and be scored against age appropriate standards, not necessarily fourth grade standards, in the interim before KERP is fully implemented.
3. A public awareness campaign to educate the public on the rationale of primary school should be continued. Success stories from parents and teachers would be useful.

4. The KDE staff and Regional Service Center consultants should provide the written evaluations from action plans back to school councils, teachers, and administrators on a timely basis. Consequences for failure of schools to meet exemplary standards should be clearly stated. If recognition is in order, it should be given.
5. KDE should closely monitor all primary schools' interpretation and implementation of proposed 704 KAR 3:285 - Programs for Gifted and Talented Students - to ensure consistent and uniform identification of students.

PROFESSIONAL DEVELOPMENT

OVERVIEW

The Professional Development initiative (KRS 156.095) provides that each district will have a professional development coordinator who receives annual training by the Kentucky Department of Education (KDE). During 1990-1991 and 1991-1992, the KDE provided professional development for all certified personnel, focusing on the Kentucky Education Reform Act (KERA), school-based decision making, performance-based student assessment, ungraded primary, research-based instructional practices, effective uses of technology, and effective awareness and sensitivity training to enable teachers to motivate and nurture students of diverse cultures. Professional development was funded for 1990-1991 at \$1 per student, and for 1991-1992 at \$5 per student in average daily attendance (ADA). House Joint Resolution 87, passed during the 1992 Regular Session, raised this appropriation to \$16 per student in ADA for 1992-1993 and 1993-1994.

Further, KRS 156.0951 provides that school districts shall join a consortium with at least one other district to plan for professional development activities through 1994-1995. Each district is directed to present a plan for professional development during this time frame. Consortium plans may replace individual district professional development plans once the consortium is fully operational, with funding generated by the local districts' professional development dollars.

Four professional development days are built into each school calendar, as provided for by KRS 158.070. House Bill 596, enacted during the 1992 Regular Session, amended KRS 158.070 to allow for up to five instructional days, as approved by the local board, to be used for additional professional development during 1992-93 and 1993-94. During these two years, school districts have a maximum of nine days available for professional development activities.

ADMINISTRATIVE REGULATIONS

704 KAR 3:305. *Annual Professional Development Plan.* Relates to KRS 156.095, 156.0951, 158.070; Statutory Authority, 156.070, 156.095, 158.070. Each school, local district, and consortium shall have on file a district professional development plan, mandated by 704 KAR 3:035. This plan must address the following: identified needs from the districts' needs assessment, a statement of their professional development objectives, planning process, districts' instructional improvement goals, a description of specific professional development experiences, and a description of how the master plan will be evaluated. The professional development plan shall address any local district instructional improvement or training needs for compliance with KERA. The plan shall be related to teachers' instructional assignments and administrators' responsibilities.

Section 8 of this regulation has been changed to provide that up to 15% (down from 25%) of their funds may be used for administrative purposes.

KDE has issued a planning guide, "Planning Professional Development with a focus on KERA: the Development and Approval Process for School Districts and Consortia," to assist districts in fulfilling their obligations as defined under 704 KAR 3:035. This guide sets forth the expectations for the plan and the relationship of the plan to the 42 hours of leadership training required for administrators. The guide provides an outline and process for the development of the plan and standards for evaluation of the plan. For 1994-1995 the guide provides indicators that should provide direction for determining quality programs. This data can then be collected and reviewed by the KDE staff to more clearly ascertain the quality of programs being presented. Further, the KDE staff is planning a limited number of on-site visits to examine the quality of professional development programs being provided. The quality issue still remains a major task of the local district professional development coordinator. Data is collected from participants each session, compiled, and provided to KDE annually. KDE staff will then review these responses to determine the short- and long-term effectiveness of the programs.

PROGRAM REVIEWS

No. 92-DPDE-029, September 24, 1992. *Use of Flexible Professional Development Training.* This advisory clarifies the use of flexible in-service training for any professional development days so designated on a local district calendar. The advisory points out the following: flexible in-service must be an option provided by the local district; the district is obligated to provide professional development for teachers on the days so designated in the calendar, if teachers request the training; and a site-based council decision concerning the use of professional development must comply with statutory,

regulatory, and local school board policy. The advisory points out that the KDE is very supportive of the use of flexible professional development training.

PROGRAM IMPLEMENTATION

Professional development plans for each school district have been approved and are on file with the Regional Service Centers. A sampling of these plans reveals that districts and consortia have followed the KDE guidelines and are addressing such KERA-related issues as ungraded primary, technology, and school-based decision making. District plans address the results of their needs assessment and the question of what experiences are being provided to meet these needs, such as portfolio training performance assessments, integrating curriculum, instructional strategies, whole language, thematic teaching, and collaboration.

KDE staff developed the following objectives for 1992-1993. These are as follows:

1. By June 30, 1993, the KDE-designed series of exemplary integrated programs will be fully implemented for the preschool, primary, intermediate, middle, and high school levels in each region.
2. By June 30, 1993, a system of professional development standards will be implemented across every division of the KDE.
3. By June 30, 1993, the five-day professional development program will be fully implemented.

4. By September 1, 1993, the Division of Professional Development will have administered the four-day professional development program, meeting the requirements of the statute and providing leadership in effective professional development.
5. By June 30, 1993, the Division of Professional Development will have successfully met the requirements of the following programs:
 - Superintendent Assessment and Training Program
 - Principal Assessment Program
 - Effective Instructional Leadership Training Program
 - Certified Personnel Evaluation Program
6. By July 1, 1993, we will provide assistance to the Division of KIRIS in the development and implementation of the Kentucky Mathematics Acceleration Project (KMAP).

All but the last of these has been achieved.

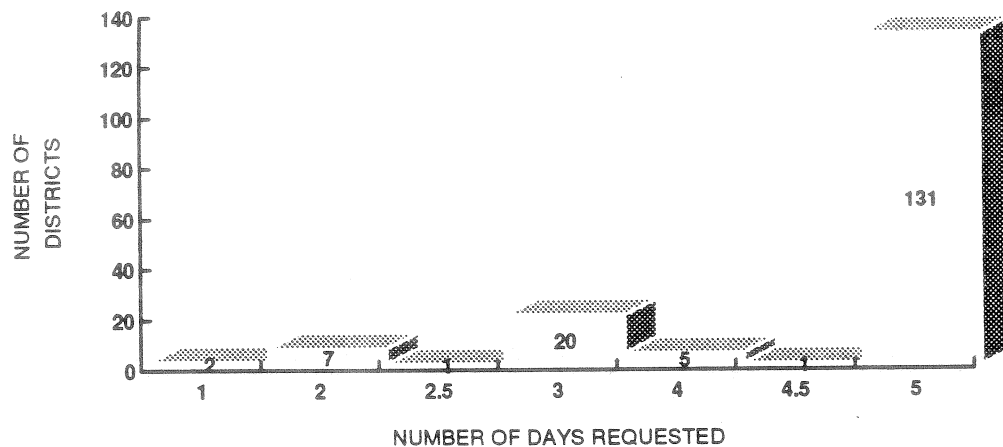
Nineteen consortia have been formed, as required by KRS 156.0951, ranging in membership from 2 to 30 school districts, excluding Fayette and Jefferson Counties. These consortia are to locate and provide professional development programs to meet the needs of their members and gather data to provide an evaluation of these experiences and programs. Consortia were to report expenditures to the KDE by September 1, 1993. Eight were on time, five were late, and six have yet to file a report. There are plans to require more detailed reporting of expenditures for 1993-94 of funds from the consortia. The

question of how to deal with carryover funds is being examined by the Division of Finance of the KDE. KDE staff has initiated quarterly meetings with consortia professional development coordinators to open communication concerning programs and related issues.

The optional five instructional days are being utilized to some degree in 167 local school districts for the 1993-1994 school year (see Figure 3). The professional development programs presented on these days are selected from a list approved by the KDE staff.

Figure 3.

**167 DISTRICTS REQUESTING ADDITIONAL DAYS
IN 1993-94**



RECOMMENDATIONS

1. The small two- and three-district consortia, of which there are nine (excluding Fayette and Jefferson counties), do not appear to be able to produce the variety of professional development experiences and activities needed by their member districts.
2. There should be a strict accounting of all funds sent to consortia and school districts. Consortia should be required to file a budget with the KDE, and a report of income and expenditures for the preceding fiscal year by July 31 of each year. Districts should also file a report of the use of all funds retained by the district or re-routed to the district from the consortia.
3. Policy should be established to address carryover funds. This policy should require an explanation for the carryover and require KDE approval.
4. KDE must continue to develop evaluations so that a list of quality programs may be compiled, leading to the assurance of high levels of training for local district professionals.

REGIONAL SERVICE CENTERS

OVERVIEW

Regional Service Centers (RSC's) are beginning to gain credibility with school districts and some view them as a valuable resource. All districts surveyed were aware of the existence of RSC's, a change from 1992. The role of the RSC's is still not totally clear to every district. While Kentucky Department of Education (KDE) has initiated an extensive effort to emphasize RSC's role with districts, the delineation between Frankfort-based KDE staff, consortia personnel, and RSC consultants is still not clear.

Locating six of the eight RSC's at state universities appears to have contributed to some of the confusion. The question arises as to what is the RSC's role at the university as opposed to the university's role as a service provider.

During September and October 1993, KDE held sixteen "KERA Sharing Evenings" at two different locations in each of the eight RSC regions. These well-attended, informational meetings were coordinated by RSC staff and local districts. These meetings, in addition to supporting KERA and providing a forum for sharing best practice programs, were an excellent opportunity for showcasing the RSC's.

By design, RSC's are to work in conjunction with district consortia across the state. The general focus of the RSC is technical assistance, identification of professional developments needs, and identifying strategies for systemic change

within each district. Additionally, RSC offices serve as the direct local link to the KDE in Frankfort whereas consortia work for and through school districts. Feedback indicates that the RSC concept is good and that staff is trying to be helpful. There appears to be a direct correlation between geographic proximity to the RSC office and the level of service delivery. Districts close to an RSC had more interaction and assistance while those districts further away from the RSC were less aware of the availability of services and did not fully utilize the RSC.

Of particular concern to district administrators is the inability of RSC consultants to deal with issues outside their specific area of expertise, especially in areas such as technology. Personnel training is ongoing by KDE to help consultants obtain the expertise necessary to provide effective technical assistance "across the board." District contacts for each KERA initiative have been identified to work in focus groups with the RSC Advisory Committees.

RSC Mission Statement. "The mission of the Office of Regional Service Centers is to enable schools, school districts, and other partners to maximize quality opportunities for professional growth by building capacity and nurturing change that leads to successful learning opportunities for all students throughout the Commonwealth."

Objectives:

1. Eighty percent (80%) of schools will have met their threshold scores on the assessment measures for the 1993-94 school year. This objective will be measured in the fall of 1994, when KIRIS threshold results are released. All activities in the 1993-94 plan relate to the attainment of this objective.

2. By June 30, 1994, participation satisfaction will have increased by 10% over baseline established in June 1993 on major professional development initiatives coordinated by each Regional Service Center with affiliate partners.
3. By June 30, 1994, all Regional Service Centers will have provided technical assistance to 100% of local school districts and schools requesting service related to the development and implementation of specific KERA strands.
4. By June 30, 1994, all Regional Service Centers will have provided assistance to 100% of districts requesting service in the development of quality plans to implement KERA.

In the summer of 1993 the KDE initiated a new program, designed to broaden the scope and further understanding of the RSC's mission, the RSC Associate Program. The goal of this program is to train selected educators to develop and utilize capacity building competencies, to process new information in the larger context of school restructuring and collaboration, and to facilitate adult training. As the flow of new information on school restructuring increases, this professional development will be an essential long-term capacity in each school, district, and Regional Service Center.

OEA believes that a well-implemented RSC Associate Program will assist schools and districts with the actual "hands on" assistance that is the nuts and bolts of education reform.

RECOMMENDATIONS

1. KDE staff need to explore the feasibility of merging Regional Service Centers with the consortia. Since school districts forward 15 percent of their professional development allocation to their consortia, merger of the two would allow greater accountability for funds and ensure efficient delivery of services.
2. The Kentucky Department of Education should review the geographic placement of centers to ensure that all school districts are receiving services.
3. The Kentucky Department of Education should continue district and public awareness programs regarding RSC's.

REGIONAL SERVICE CENTERS

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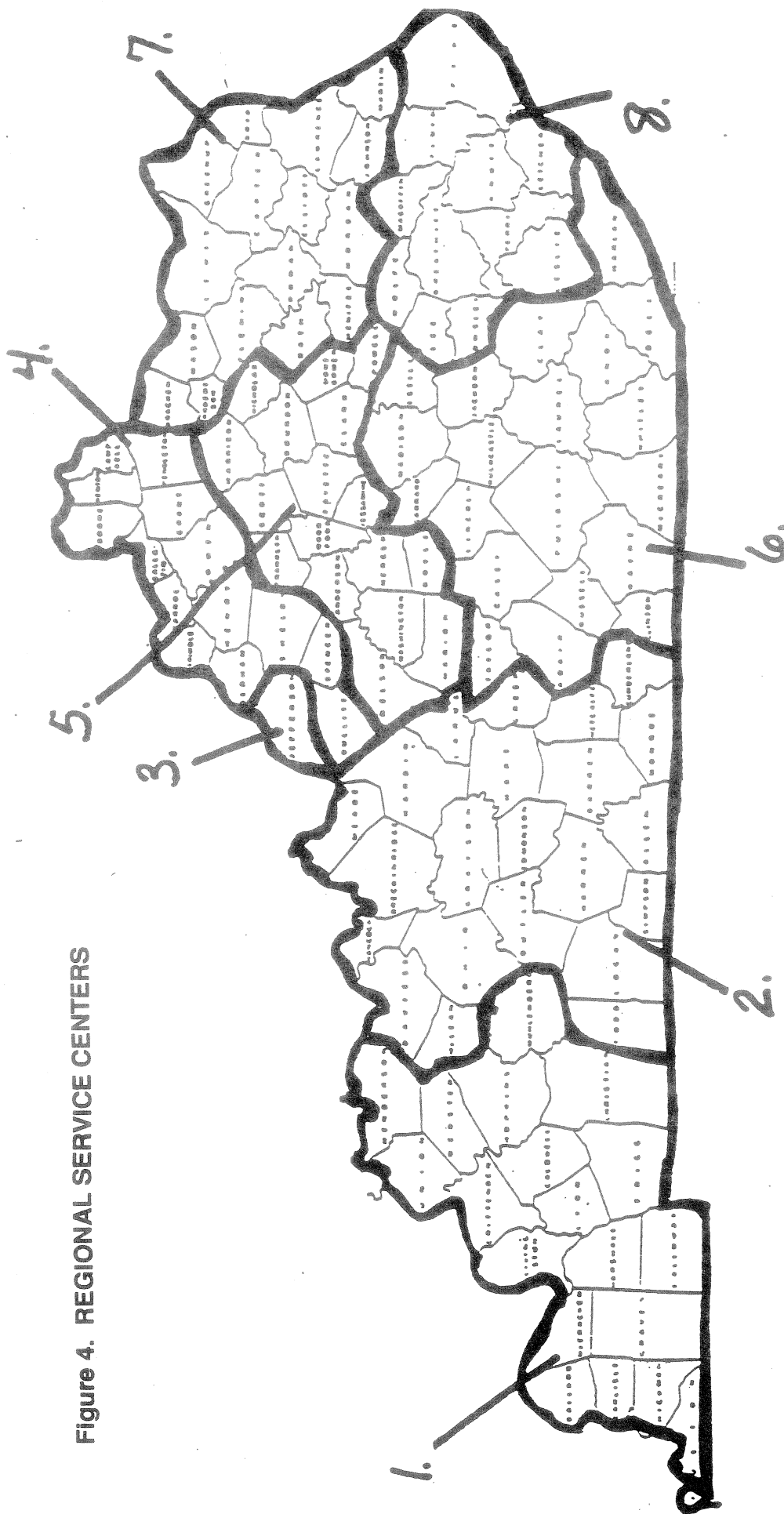
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Figure 4. REGIONAL SERVICE CENTERS



SCHOOL-BASED DECISION MAKING

OVERVIEW

As of September 28, 1993, there were 661 school-based decision making councils serving 674 schools in Kentucky; 7 of those were operating under an alternative model approved by the State Board for Elementary and Secondary Education (SBESE). All schools are to implement school-based decision making (SBDM) by July 1, 1996, except the following: districts with only one school in the district; and, schools that are performing above their threshold level whose staff have voted to be exempt from SBDM. With the release of the 1993 assessment scores, curriculum frameworks, and the further development of other Kentucky Education Reform Act (KERA) initiatives, SBDM councils are becoming better equipped to transform their schools and ensure student success.

ADMINISTRATIVE REGULATIONS

704 KAR 7:110. *School Council Policy Rejection; Appeal Procedure.* Councils are to develop policies consistent with board policy; however, councils may develop policies which are generally not subject to approval or rejection by a local board in the following areas:

- | | |
|--------------------------------|---------------------------|
| *curriculum | *instructional practices |
| *assignment of staff; students | *discipline |
| *scheduling | *extracurricular programs |
| *school space | |

Local boards may reject a council policy dealing with one of these areas only if the policy is inconsistent with state or federal statutes; concerns for health, safety, liability; available financial resources; or, contractual obligations. If a council policy is rejected by a local board, the council may make corrective policy or appeal the decision to the SBESE.

702 KAR 3:245. School Council Allocation Formula. Local school districts are to provide to school councils an allocation for the following budget year by March 1. In calculating the allocations, local districts are to exclude district-wide expenditures such as administration, health services, transportation, maintenance, fringe benefits, food services, capital outlay, and debt service.

In addition, local boards must establish a certified staffing policy to determine the allocation of certified staff to local schools. Funds are to be allocated based on the previous year's actual 185-day salary and associated fringe benefits (except leave) adjusted by changes in rank, years of experience, and the district's salary schedule. Funds for new and vacant certified staff positions are based on a minimum of 95% of the district's average 185-day certified salary and fringe benefits (except leave) adjusted for changes in the district's salary schedule. If the actual salary of the new certified employee is less than 95% of the district average, the difference reverts back to the district budget for possible reallocation. The same allocation principal applies to classified staff and the local board is also required to develop a classified staffing policy.

Councils will receive an allocation for instructional supplies, materials, travel, and equipment based on the prior year district average expenditure adjusted by the current year's percent change in SEEK.

701 KAR 5:085. *Hearing Process For SBDM Complaints.* This regulation establishes a hearing process for complaints referred by the Office of Education Accountability (OEA) to the State Board for Elementary and Secondary Education regarding intentional patterns of practice by local board members, superintendents, and school district employees which are detrimental to the successful implementation of or circumvent the intent of school-based decision making.

A hearing officer shall review the complaint and submit to the State Board a recording of all the testimony taken, any exhibits filed, findings of fact, conclusions of law, and a recommended order. The State Board may accept or reject the hearing officers report, may return the matter to the hearing officer for further proceedings, or may have the parties appear before the State Board.

701 KAR 5:080 and 701 KAR 5:100 establish the application process and guidelines for the development of alternative models for school-based decision making.

PROGRAM REVIEWS

No. 93-SBDM-119, June 15, 1993. Best Practices/Recommendations Regarding School-Based Decision Making And Exceptional Children Services. The purpose of this Program Review is to provide nonbinding clarification about

the role SBDM councils may have with regard to special education students and programs.

No. 93-SBDM-120, August 3, 1993. Increasing Minority Participation On School Councils. The purpose of this Program Review, issued by the Kentucky Department of Education (KDE) Division of School-Based Decision Making, is to call to the attention of those involved at the local level the current status of minority participation on SBDM councils and to encourage strong minority participation. Several strategies are suggested to accomplish this goal.

ATTORNEY GENERAL OPINIONS

OAG 93-5. Accessibility Of Confidential Student Records. The Family Educational Rights and Privacy Act (FERPA) protects a student's privacy interests in education records. Parental consent is not required for records disclosure to school officials who have a legitimate educational interest. In order to carry out their statutory duties, all members of the SBDM council may be considered "school officials" for purposes of FERPA. Committees, however, are only advisory and do not have ultimate decision making authority; therefore, the OAG does not recommend that parent members of a committee be considered "school officials" and entitled to access to confidential student records.

OAG 93-35. Clarification Of OAG 93-5. OAG 93-5 was solely advisory and the final arbiter of who is considered a "school official" is the Federal Department of Education. Allowing unauthorized individuals to review confidential student records could jeopardize the receipt of federal funding. Due to this risk, the OAG advises that parent members of school councils not be

included in the definition of "school officials" until the issue is resolved by the Federal Department of Education.

OAG 93-49. *School Council Elections.* A teacher may cast a vote for the teacher representatives at his or her school and also cast a vote for the parent representatives at another school where his or her child is enrolled. Additionally, if the teacher has been assigned to the same school where his or her child is enrolled then the teacher may vote for the teacher representatives and the parent representatives.

OAG 93-50. *Conflict Of Interest Involving An SBDM Member.* The determination of a conflict of interest is a factual matter; each case must be reviewed based on its specific factual situation. Even if a council member does not have a legal disqualification, we believe that allowing a school council member to cast a vote to select her son as principal violates the spirit of KERA and has the appearance of impropriety.

OAG 93-52. *Election Of Council Chair By SBDM Councils.* A school may apply to be exempt from the SBDM administrative structure to allow the SBDM council to elect any member as a chair by submitting an administrative model through the appropriate channels to the Chief State School Officer and the SBESE.

OAG 93-55. *Assignment Of Staff Time.* It is the duty of the principal to handle the day-to-day administration of the school and to follow the policies adopted by the school council. The Attorney General opined that this division of power between the policy-making and the administrative branches of the school

In the second year of a five-year study of school-based decision making, Dr. Jane David, consultant to the Prichard Committee, reiterates many of the observations made by the OEA and other sources. Council members have voiced their preference for staggered, two-year terms and for more in-depth training showing the connection of KERA's learner outcomes with council decisions. Dr. David also found that the budget allocation process went smoothly. In addition, councils still believe that selecting the principal is their most important decision-making function. In reviewing OEA's records, it appears that the majority of problems experienced by councils fall into four main areas: poor communication, power struggles, the removal of mandates, and the lack of knowledge regarding SBDM law and KERA. Survey data elected by the KDE regarding the implementation of SBDM were not available for release at the time of publication of this report.

RECOMMENDATIONS

1. The issue of inclusion of minorities on SBDM councils should be supported and resolved in the 1994 General Assembly.
2. There is a need for increased training for councils on how to change curriculum in response to assessment scores. Additionally, councils need training in dealing with personnel issues.
3. Districts that have fewer than 50 percent of their schools site-based should work with schools to ensure compliance with the 1996 deadline for entering SBDM.

SUPERINTENDENT/PRINCIPAL TRAINING AND ASSESSMENT

OVERVIEW

The Principals' Assessment Center program (KRS 156.105) provides that "... to be qualified and eligible for initial or continued employment as a school principal effective July 1, 1994, the principal or applicant must have successfully completed the assessment center process." The assessment center model was adapted from business and industry in an attempt to eliminate unqualified or potentially unsuccessful candidates from principal positions. The statute further provides that any person relocating from outside Kentucky has one (1) year to complete the assessment center process to retain their position. In addition, principals are required by KRS 161.027 to successfully complete a test to demonstrate an acceptable level of communication skills, general knowledge, and professional education concepts related to instructional leadership, management, and supervisory skills. A second test must be completed to determine their knowledge of current instructional and administrative practices in Kentucky. Further, each candidate is required by KRS 161.027(5) to serve a one-year internship prior to receiving principal certification.

The Superintendent Training and Assessment program (KRS 156.111) requires superintendents to successfully complete the superintendent assessment center process and training program comprising core concepts of management, school-based decision making, school law, finance, curriculum and assessment. After training, examinations must be successfully completed for each area. All current superintendents must complete this process as of July 1, 1994, to maintain eligibility for their position. In addition, the statute

requires that anyone employed after July 1, 1992, as a first-time superintendent shall complete the assessment center process within the first year of employment. The State Board for Elementary and Secondary Education is required to establish a continuing professional development program for all superintendents effective July 1, 1994.

ADMINISTRATIVE REGULATIONS

704 KAR 20:460. *Examination Prerequisites for Principal Certification.* Relates to KRS 161.020, 161.027, 161.030; Statutory Authority, KRS 156.070 and 161.027. This regulation sets the acceptable cut-off scores for the National Teachers Exam (NTE) subject areas required to fulfill the mandates of KRS 161.027(3)(a). In addition, the regulation defines the successful completion of the specialty exam as eighty-five percent (85%) correct responses.

704 KAR 20:470. *Principal Intern Program.* Relates to KRS 161.020, 161.027, 161.030; Statutory Authority, KRS 156.070 and 161.027. This regulation defines eligibility requirements of the program, minimum acceptable length of program, and the members of an internship committee to supervise the intern during this experience.

704 KAR 3:405. *Superintendent Training Program and Assessment Process.* Relates to KRS 156.111, 160.350. Statutory authority, KRS 156.111. This regulation provides for the establishment of the Superintendent Training and Assessment Center to serve as a clearing house for all assessment, training, and examinations. The center shall serve as reporter of scores and

repository of assessment reports, and be responsible to report same to the Division of Certification. This regulation became effective December 9, 1992.

PROGRAM IMPLEMENTATION

A contract has been awarded for administrator assessment in the amount of \$101,000, to the National Association of Secondary School Principals (NASSP). Kentucky will use their assessment program to evaluate problem analysis skills, judgment, organizational ability, decisiveness, leadership, sensitivity, stress tolerance, oral and written communication, range of interest, personal motivation and educational values.

To date, KDE has identified and trained 1,062 current principals who will serve as assessors through the 1993-1994 school year utilizing this process. Utilizing the NASSP assessment, approximately 286 applicants have been evaluated. Thus, more than 80% of the principals in Kentucky have completed the assessor or assessment process. The remaining principals are scheduled to complete the process by June 30, 1994. To complete this, KDE has awarded contracts to the University of Louisville (\$35,337.60), Northern Kentucky University (\$47,668.80), Murray State University (\$17,668.80), Eastern Kentucky University (\$35,337.60), and Western Kentucky University (\$35,337.60) to provide principal assessment centers. Further, Eastern Kentucky University has a contract (\$8,721) to provide a principal assessor training.

The Kentucky Specialty Test of Instructional and Administrative Practices has been administered to 211 principal candidates from March through August

of 1993. One hundred and seventy (81%) have achieved the required 85% score.

The internship program, served during the initial year of employment, is a another component of Kentucky's process. For the 1993-1994 school year, there are 87 principals serving an internship. The Kentucky Department of Education has contracted to provide training for intern committee members with Murray State University, Eastern Kentucky University, Western Kentucky University, and the University of Louisville Research Foundation, at a cost of \$9,000.00 per site.

The Superintendent Training and Testing program and assessment process were developed and piloted in the 1992-1993 school year. Twenty-five (25) superintendents successfully completed the training and testing during 1992-1993. Eighty percent has been established as the required score for each of the five modules of training. Sixty-five persons have completed the assessment center process for superintendents during 1992-1993. All present superintendents are scheduled to have completed the training, testing, and assessment prior to June 30, 1994. In pursuit of this, the Kentucky Department of Education has awarded contracts to Eastern Kentucky University (\$76,800), Western Kentucky University (\$87,200), Murray State University (\$25,600), and Northern Kentucky University (\$25,600) to provide Superintendent Assessment Centers.

RECOMMENDATIONS

1. Administrator training, testing and assessment should be included in the university preparation program for certification. This would ensure that no one could receive certification without successful completion of all assessments.
2. KRS 156.111, section 3 should be changed to allow in-state and out-of-state candidates one year from time of employment to complete the training, testing, and assessment process.

SUPERINTENDENT SCREENING COMMITTEES

OVERVIEW

KRS 160.352 states that each board of education is to appoint a superintendent after considering the recommendations of a screening committee composed of two teachers, one board of education member, one principal, and one parent. OAG 91-3 states that the screening committee cannot be expanded to include additional members. It is this opinion which has caused great concern among classified staff and minority groups who believe they are being omitted from the process by not being formally represented on the committee. Prior to appointing a new superintendent, the board is to consider the committee's recommendations but is not bound by them.

PROGRAM IMPLEMENTATION

The Office of Education Accountability (OEA) has surveyed 79 school districts affected by KRS 160.352 since July 13, 1990. Of the 75 districts responding, only 5 local boards chose not to hire a person recommended by the screening committee. Contrary to previous years, the allegations of undue influence on the screening committee to hire a particular candidate have decreased. The most pressing issue seems to be evident in the limitation of screening committee members to only those specified by statute.

The problems created by the exclusion of additional members to the screening committee has been most evident in the Fayette County selection process. Since minorities are not reflected on the local board of education, the

responsibility to assure minority representation on the screening committee was shifted to the parents, teachers, and principals. African-American children make up 22% of Fayette County's school population.

The Fayette County School Board has decided to add a non-voting minority member. In addition, a bill has been prefiled which provides for the election of a minority representative by minority parents should the teachers, principals, and parents not elect a minority in districts where the minority population is 8% or higher.

RECOMMENDATIONS

1. The OEA supports the intent of 94 RS BR 449 in assuring minority representation on screening committees.
2. The OEA recommends further research into the lack of minority representation on local school boards and the effects of such on diversity in policy-making situations.
3. Consideration should be given to changing the composition of the screening committee to include more input from the community.

INVESTIGATIONS

DIVISION OF INVESTIGATIONS

OVERVIEW

During the current reporting period, approximately thirty new investigative files have been opened. Numerous other matters have been resolved without the necessity of opening a full investigative inquiry. Thirty-three investigative matters opened in the previous and current reporting period have been closed as resolved. Approximately fifteen inquiries were resolved during this period when investigation on-site or inquiry by correspondence proved the allegations to be unfounded, inaccurate, or in some few cases, fabricated. Since the Office of Education Accountability (OEA) began its investigative operation, over 120 separate files have been opened for some investigative action.

A second filing system is maintained for miscellaneous issues, limited inquiries, programmatic tracking, etc. This system currently has approximately seventy separate titles. There is also an independent administrative filing system. All active files are reviewed and updated through the use of a diary or "tickler" system. All files are tracked or indexed by computer. A new, improved and more comprehensive indexing program is to be activated in the near term.

OEA investigation activities during the past year have resulted in charges being placed by the Commissioner of Education against eight board members in three school districts and one district superintendent. Seven of these board members resigned and one was removed by the State Board for Elementary and Secondary Education. (This does not include removals and resignations obtained following the Kentucky Supreme Court decision in the case styled

Virginia Chapman, et al v. Chris Gorman et al). The superintendent who was charged resigned his position prior to a removal hearing before the State Board for Elementary and Secondary Education.

Limited inquiries in several districts confirmed that certain board members were holding their office in violation of KRS 61.080 and/or KRS 160.180. These statutes address incompatible offices and/or employment resulting in conflicts of interest. In two of these districts board members resigned their board membership when the conflict or incompatibility was pointed out by OEA. In the third case, the newly elected school board member resigned his previously held conflicting position before taking the oath of office in his district.

In last year's report, we indicated that the findings of two OEA investigations had been referred to the Kentucky State Police and had resulted in criminal indictments of five individuals for crimes involving school district funds. Three of these matters are still in the criminal justice system, but have not yet been brought to resolution.

The two remaining indictments resulted in felony convictions of two former principals. One of these principals pleaded guilty to eight counts of 2nd Degree Forgery and was sentenced to five years probated on the condition that he pay the school district \$12,245.57 in restitution. The second principal pleaded guilty to one count of theft and was also given five years probated on the condition that he pay the district \$21,810.50 in restitution.

It is noted that prior to OEA's entry into this matter, the school district had simply accepted resignations of these two principals on discovery of the various

fiscal irregularities. No investigation of any magnitude was undertaken by the district to determine the amount of loss and no effort to recover funds had been undertaken. No report had been made to the Education Professional Standards Board. These two felons would have been able to easily obtain employment in another district and perhaps commit the same crimes causing additional losses of taxpayer funds.

Approximately \$34,000 in district funds would not have been recovered by this district. Immediately following the two convictions, the appropriate reports were made to the Education Professional Standards Board. It is expected that both of these individuals will be subject to certificate suspension or revocation.

Since the last report, OEA Investigative Division has made referrals to appropriate Law Enforcement Agencies in five different investigations where possible criminal activity was found or strongly suspected. All of these matters are currently being investigated by the agency to which they were referred. It is likely that some indictments will be forthcoming.

IMPLEMENTATION

Investigative Assistance Rendered

In five districts, superintendents, boards or other administrative personnel requested investigative assistance in reviewing irregularities that they had discovered. The assistance rendered in these five situations ranged from offering advice to the district personnel who were charged with the responsibility

of conducting the review, up to actually conducting the investigation and providing the findings to them for appropriate action.

Following the investigation in one of these districts, the superintendent terminated a principal and referred a criminal matter to the Kentucky State Police which has instituted its own criminal investigation. It appears that this will result in two indictments charging felony theft of district funds.

In the second district, the requested investigation produced information that caused the superintendent to terminate two employees and take other disciplinary action against a third. In the third district, a preliminary inquiry was conducted and the entire matter was then referred to the Kentucky State Police, who are conducting a criminal investigation. In the last two districts of the five mentioned above, the investigations are continuing.

Social Services Division of the Cabinet for Human Resources has requested OEA assistance in sexual abuse cases involving district employees in two school districts. Our assistance in these situations is largely procedural. After review of the Social Services Division investigative findings, a close monitoring of the action of the district is conducted. Steps are taken to assure that all parties of interest in the situation have all of the information available in order that a fair and appropriate disciplinary decision can be rendered in the district. In both of these cases, sexual abuse of students was substantiated by the Social Services Division investigations. Superintendents in both of these districts, armed with full and accurate information, deemed the proven abuse sufficiently serious to justify termination of a principal in one case, and a teacher in the other. Each superintendent then made the statutorily required referral to

the Education Professional Standards Board for hearings regarding the status of the certificates of these individuals.

Nepotism Matters

Immediately after the Kentucky Supreme Court decision in the previously mentioned Chapman case, OEA arranged a meeting of appropriate officials of the Kentucky Department of Education, the Office of the Attorney General, the Kentucky School Board Association and the Office of Education Accountability. The purpose of the meeting was to establish a cooperative procedure for identifying board members then holding office in violation of KRS 160.180 (2)(i) and KRS 160.380 (2)(f). A procedure was established and designed to address this problem with the least amount of disruption and controversy. The Kentucky School Board Association agreed to notify by letter all of its member school boards and advise them that the board nepotism provisions of KERA were found to be constitutional and that they should identify those in violation and advise them that they should resign by a date certain. They were also to advise the Kentucky Department of Education so that letters requesting resignations could be sent to the board members identified.

In the event of a refusal to resign or a denial of a nepotistic situation, OEA was to determine the facts and report to the Kentucky Department of Education and the Office of the Attorney General. If the facts bore out the nepotism, a second request to resign could be made and if that failed to produce a resignation, the Office of the Attorney General would be asked by the Kentucky Department of Education to proceed with an ouster action. About eighteen nepotistic situations were identified and addressed. All but three were resolved

by resignation or cessation of the nepotistic situation. In three cases it was necessary for the Office of the Attorney General to institute ouster proceedings.

All except the three ouster cases were resolved within three months and before the swearing in of new board members in January 1993. All of the ouster cases have been resolved by removal.

Identification of both superintendent related and board related nepotistic situations has been simplified by the adoption of 701 KAR 5:075 by the State Board for Elementary and Secondary Education . This regulation requires that the superintendent of each district file an annual October 1 certification to the Department of Education affirming the absence of nepotistic situations or report those identified and the district's plan to immediately correct them.

Comment on Annual Audits of School Districts

Initially, this office had serious concerns with the then existing procedures for school district audits. On numerous occasions, our reviews of recently audited districts would reveal irregularities that we thought should have been discovered in the annual school district audit. These concerns have been, to a great degree, dispelled by the action taken by the State Committee for School District Audits. During 1993, a new Procedures for Auditing Local School District's Fiscal Records manual was issued by the committee and sent to the districts. This new procedure is more comprehensive than in the past and should result in an audit product that is more complete, meaningful and useful to the various districts. This office will assess the results achieved by this improvement and make suggestions as necessary.

Liaison with Other Agencies/Organizations

Over the past two and one-half years, OEA Investigative Division has developed close working relationships with several agencies of state and federal government, as well as, education related organizations. These agencies and organizations include, but are not limited to: the Office of the Attorney General; the Auditor of Public Accounts; the Kentucky State Police; the Social Services Division of the Human Resource Cabinet; the Kentucky State Board of Accountancy; the Kentucky Education Association and the Kentucky School Board Association. These agencies and organizations have been of assistance to this office both in accessing necessary information and accepting numerous referrals where appropriate.

Staffing Matters

OEA's current investigative staff includes two full-time employees, both of whom are attorneys licensed to practice law in the Commonwealth of Kentucky. Support staff remains at two full-time employees; one administrative assistant and one secretary. Last year's addition of a contract Certified Public Accountant has improved our ability to accurately and swiftly conduct audits and financial reviews at little additional expense. This year we have added one permanent part-time investigator to the previous compliment of four. This was done to expand geographical coverage and to enable this office to respond to a larger number of valid complaints. The new investigator's credentials are similar to those investigators previously hired in that he is an experienced, mature, retired Federal investigator with more than 25 years experience. He holds a Bachelor

of Science Degree, Master of Science Degree and a Law Degree. With careful prioritization of work, this small staff has, in the past, and should continue to meet our duties and responsibilities in a efficient and cost effective manner.

RECOMMENDATIONS

Area of Concern: School District Reimbursement of Travel Expenses.

Recommendation: Statutory or regulatory action causing all school districts to establish policies and procedures for reimbursement of travel expenses. These policies and procedures to be approved by the Kentucky Department of Education prior to being put in place.

This office has encountered numerous inadvertent and intentional abuses of travel funds in several districts throughout the Commonwealth. One of these abuses lead to a felony conviction of a former principal. That particular situation could not have occurred if the district had a procedure in place that provided for accountability and followed acceptable accounting practices.

Currently many districts have fully acceptable policies and procedures in place and closely adhere to them. Others have procedures in place, but they do not work due to flaws in the procedures or poor staffing practices. Still others simply pay expenses on the traveler's presentation of a figure without documentation.

In the interests of accountability and to protect the taxpayers' interests, OEA again recommends some statutory or regulatory action in this field.

Area of Concern: KRS 160.180(g) and Banking Matters - Conflicts of Interests
- School Board Members.

Recommendation: Amend KRS 160.180(g) to recognize that the mere deposit of school funds in a bank provides a direct or indirect beneficial interest to one who has a significant ownership interest in a bank or is a major officer or director of a bank.

In various districts OEA has encountered the situation wherein a member of the school board is married to an owner or major officer or director of a bank that is being used as a depository of some or all of the district's funds.

Traditionally this issue has been ruled to be non-violative of KRS 160.180(g) unless the bank was collecting fees or charging the district for various services, that is to say that the mere deposit of funds did not convey a direct or indirect beneficial interest to the bank, its owners, or their spouses. This view ignores the fact that banks take in money paying a certain interest rate and lend out that same money at a higher interest rate thus making a profit, which is certainly of direct or indirect beneficial interest to the owner of the bank.

OEA recommends that KRS 160.180(g) be amended to clearly define this situation as being a conflict and an immediately disqualifying circumstance for the board member that is not stayed or cured by simply changing the depository bank.

This matter was also addressed in a previous report, but is repeated here as it presents a situation where there is a clear and continuing conflict for a board member and under current law, court decisions and opinions of the Attorney General nothing can be done to resolve the conflict.

Area of Concern: KRS 160.570 - Banking Matters - Appointment of Depository Bank(s).

Recommendation: Consideration should be given to amending KRS 160.570(1) to require that school districts bid all banking services.

OEA has expressed its concerns and made this recommendation previously. It has been revisited because of the belief of this office that large amounts of money could be both earned and saved if banks were to bid for the highly desirable business of school districts. School districts in many areas of the state are among the largest depositors available to a bank. Good business practice would dictate that school districts take advantage of that situation to minimize expenses and maximize earnings.

Area of Concern: KRS 424.260 - Competitive Bidding - "Professional Services"

Recommendation: Amend KRS 424.260 to clearly define and limit "professional services" as they relate to school districts, or in the alternative, cause all services over \$10,000 to be bid.

Since this matter has been highlighted in previous recommendations, we will state simply that the current vague definition of "professional services"

presents an "open door" to the exercise of political influence and favoritism at the school district level. We believe that the legislature should consider redefining the term "professional services", as it relates to school districts, to certain specific fields and exclude all other services. Consideration might also be given to eliminating the "professional services" exemption and require bidding all services in excess of \$10,000.

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APPENDIX A

1989-90 WEALTH QUINTILES

QUINTILE 1	QUINTILE 2	QUINTILE 3	QUINTILE 4
AUGUSTA IND BATH CO BELL CO BREATHITT CO BUTLER CO CARTER CO CLAY CO CLINTON CO CLOVERPORT IND DAWSON SPRINGS IND DAYTON IND EAST BERNSTADT IND EDMONSON CO ELLIOTT CO ESTILL CO FLOYD CO HARLAN CO HARLAN IND HART CO JACKSON CO JACKSON IND JENKINS IND JOHNSON CO JOYNT CO JOX CO LAWRENCE CO LEE CO LESLIE CO LETCHER CO LEWIS CO LINGOLN CO LUDLOW IND MAGOFFIN CO MC CREARY CO MENIFEE CO METCALFE CO MONROE CO MONTICELLO IND MORGAN CO NEWPORT IND OWSLEY CO PENDLETON CO PINEVILLE IND POWELL CO PROVIDENCE IND ROCKCASTLE CO SCIENCE HILL IND SILVER GROVE IND WALTON VERONA IND WAYNE CO WEST POINT IND WHITLEY CO WILLIAMSBURG IND WOLF CO	ADAIR CO ALLEN CO BARBOURVILLE IND BEREA IND BRACKEN CO BULLITT CO CALDWELL CO CAMPBELLSVILLE IND CARLISLE CO CASEY CO CAVERNA IND CHRISTIAN CO CORBIN IND COVINGTON IND CRITTENDEN CO CUMBERLAND CO FAIRVIEW IND FULTON CO FULTON IND GRANT CO GRAYSON CO GREEN CO GREENUP CO HAZARD IND LARUE CO LAUREL CO MARION CO MEADE CO MIDDLESBORO IND MONTGOMERY CO NICHOLAS CO OWEN CO PARIS IND PERRY CO PIKE CO PULASKI CO ROBERTSON CO ROWAN CO RUSSELL CO RUSSELLVILLE IND SPENCER CO TAYLOR CO TODD CO	BALLARD CO BARREN CO BELLEVUE IND BOURBON CO BOYLE CO BRECKINRIDGE CO CALLOWAY CO ELIZABETHTOWN IND EMINENCE IND FLEMING CO GALLATIN CO GARRARD CO GLASGOW IND GRAVES CO HANCOCK CO HARDIN CO HARRISON CO HARRODSBURG IND HENRY CO HICKMAN CO HOPKINS CO LOGAN CO MADISON CO MARTIN CO MAYFIELD IND MCCRACKEN CO MCLEAN CO MERCER CO MUHLENBERG CO NELSON CO OHIO CO PAINTSVILLE IND RACELAND IND SIMPSON CO TRIGG CO UNION CO WARREN CO WASHINGTON CO WEBSTER CO WILLIAMSTOWN IND	ANDERSON CO ASHLAND IND BARDSTOWN IND BOWLING GREEN IND BOYD CO BURGIN IND CAMPBELL CO CARROLL CO CLARK CO DANVILLE IND DAVISS CO ERLANGER-ELSMERE IND FT THOMAS IND FRANKFORT IND FRANKLIN CO HENDERSON CO JESSAMINE CO KENTON CO LIVINGSTON CO LYON CO MARSHALL CO MASON CO/MAYSVILLE MURRAY IND OLDHAM CO OWENSBORO IND PADUCAH IND PIKEVILLE IND RUSSELL IND SCOTT CO SHELBY CO SOMERSET IND SOUTHGATE IND TRIMBLE CO
			QUINTILE 5
			ANCHORAGE IND BEECHWOOD IND BOONE CO FAYETTE CO JEFFERSON CO WOODFORD CO

1992-93 WEALTH QUINTILES

QUINTILE 1	QUINTILE 2	QUINTILE 3	QUINTILE 4
<p>BARBOURVILLE BATH CO. BELL CO. BREATHITT CO. BUTLER CO. CARTER CO. CLAY CO. CLOVERPORT DAWSON SPRINGS DAYTON EAST BERNSTADT EDMONSON CO. ELLIOTT CO. ESTILL CO. FAIRVIEW FLOYD CO. GREENUP CO. HARLAN HARLAN CO. JACKSON JACKSON CO. JENKINS JOHNSON CO. KNOTT CO. KNOX CO. LAWRENCE CO. LEE CO. LETCHER CO. LEWIS CO. LINCOLN CO. LUDLOW MAGOFFIN CO. McCREARY CO. MEADE CO. MENIFEE CO. MONROE CO. MONTICELLO MORGAN CO. NEWPORT OWSLEY CO. PERRY CO. PINEVILLE POWELL CO. PROVIDENCE ROCKCASTLE CO. SCIENCE HILL SILVER GROVE WAYNE CO. WEST POINT WHITLEY CO. WILLIAMSBURG WOLFE CO.</p>	<p>ADAIR CO. ALLEN CO. AUGUSTA BEREA BRACKEN CO. CAMPBELLSVILLE CARLISLE CO. CASEY CO. CAVERNA IND. CHRISTIAN CO. CLINTON CO. CORBIN CRITTENDEN CO. CUMBERLAND CO. EMINENCE FLEMING CO. FULTON FULTON CO. GRANT CO. GRAVES CO. GRAYSON CO. GREEN CO. HARRISON CO. HART CO. HAZARD LARUE CO. LAUREL CO. LESLIE CO. MARION CO. MARTIN CO. MAYFIELD METCALFE CO. MIDDLESBORO MONTGOMERY CO. MUHLENBURG CO. NICHOLAS CO. OHIO CO. OWEN CO. PARIS PENDLETON CO. PIKE CO. RACELAND ROBERTSON CO. ROWAN CO. RUSSELL CO. RUSSELLVILLE SPENCER CO. TAYLOR CO. TODD CO. WALTON-VERONA</p>	<p>ASHLAND BALLARD CO. BARREN CO. BELLEVUE BOURBON CO. BRECKINRIDGE CO. BULLITT CO. CALDWELL CO. CALLOWAY CO. CLARK CO. COVINGTON ELIZABETHTOWN GALLATIN CO. GARRARD CO. GLASGOW IND. HANCOCK CO. HARDIN CO. HARRODSBURG HENRY CO. HICKMAN CO. HOPKINS CO. LOGAN CO. MADISON CO. McCRACKEN CO. McLEAN CO. MERCER CO. NELSON CO. PAINTSVILLE PIKEVILLE PULASKI CO. SIMPSON CO. SOMERSET TRIGG CO. UNION CO. WASHINGTON CO. WILLIAMSTOWN</p>	<p>ANDERSON CO. BARDSTOWN BEECHWOOD BOWLING GREEN BOYD CO. BOYLE CO. BURGIN CAMPBELL CO. CARROLL CO. DANVILLE DAVISS CO. ERLANGER FRANKFORT FRANKLIN CO. FT. THOMAS HENDERSON CO. JESSAMINE CO. KENTON CO. LIVINGSTON CO. LYON CO. MARSHALL CO. MASON CO. MURRAY OLDHAM CO. OWENSBORO PADUCAH RUSSELL SCOTT CO. SHELBY CO. SOUTHGATE TRIMBLE CO. WARREN CO. WEBSTER CO. WOODFORD CO.</p>
			<p>QUINTILE 5</p> <p>ANCHORAGE BOONE CO. FAYETTE CO. JEFFERSON CO.</p>

APPENDIX B

<p align="center">COLLECTION RATES FOR REAL AND TANGIBLE PROPERTY</p>
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<u>DISTRICT</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
ADAIR CO	97.7%	97.5%	97.4%	97.2%
ALLEN CO	97.8%	98.1%	98.5%	N/A
ANDERSON CO	98.2%	98.2%	98.4%	98.6%
BALLARD CO	97.4%	98.4%	99.0%	98.5%
BARREN CO	97.9%	97.5%	98.8%	N/A
BATH CO	96.1%	96.0%	96.6%	96.9%
BELL CO	95.1%	94.5%	95.4%	N/A
BOONE CO	97.6%	97.9%	97.9%	98.5%
BOURBON CO	97.8%	98.2%	97.7%	98.5%
BOYD CO	96.8%	96.8%	97.0%	97.5%
BOYLE CO	98.6%	97.2%	98.4%	98.8%
BRACKEN CO	98.8%	98.2%	98.7%	99.2%
BREATHITT CO	80.9%	90.1%	88.2%	N/A
BRECKINRIDGE CO	98.1%	98.3%	98.5%	98.2%
BULLITT CO	96.4%	96.4%	97.1%	97.0%
BUTLER CO	97.9%	97.5%	97.9%	98.1%
CALDWELL CO	97.7%	97.8%	98.3%	97.2%
CALLOWAY CO	98.6%	98.1%	98.5%	98.4%
CAMPBELL CO	95.8%	96.3%	95.5%	96.3%
CARLISLE CO	97.5%	97.6%	98.8%	98.8%
CARROLL CO	99.1%	99.5%	99.5%	99.9%
CARTER CO	93.1%	92.7%	93.4%	N/A
CASEY CO	97.6%	98.6%	98.1%	98.3%
CHRISTIAN CO	97.7%	96.5%	97.7%	98.2%
CLARK CO	97.8%	98.1%	98.5%	98.9%
CLAY CO	91.1%	90.6%	95.8%	N/A
CLINTON CO	94.7%	94.8%	92.6%	93.3%
CRITTENDEN CO	98.9%	98.7%	98.9%	99.3%
CUMBERLAND CO	94.2%	95.0%	95.0%	95.5%
DAVIESS CO	99.3%	99.3%	99.2%	99.3%
EDMONSON CO	96.7%	96.3%	96.7%	96.9%
ELLIOTT CO	87.5%	91.9%	93.2%	N/A
ESTILL CO	95.1%	94.7%	94.6%	94.4%
FAYETTE CO	97.2%	96.5%	94.8%	98.0%
FLEMING CO	99.1%	98.9%	98.9%	99.3%
FLOYD CO	92.1%	89.0%	89.5%	92.3%
FRANKLIN CO	96.7%	97.2%	97.8%	97.8%
FULTON CO	97.8%	97.2%	98.0%	98.2%
GALLATIN CO	94.5%	96.2%	95.0%	96.8%
GARRARD CO	97.4%	97.3%	97.4%	97.5%
GRANT CO	98.3%	97.7%	98.1%	98.1%
GRAVES CO	96.6%	96.9%	98.1%	98.1%
GRAYSON CO	96.5%	97.2%	96.7%	97.6%

<p align="center">COLLECTION RATES FOR REAL AND TANGIBLE PROPERTY</p>
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<u>DISTRICT</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
GREEN CO	98.5%	98.3%	98.3%	98.3%
GREENUP CO	92.4%	93.1%	93.9%	91.9%
HANCOCK CO	99.6%	99.6%	99.5%	99.6%
HARDIN CO	97.1%	96.8%	97.4%	98.4%
HARLAN CO	80.1%	87.8%	89.5%	N/A
HARRISON CO	98.5%	98.8%	99.0%	99.3%
HART CO	98.6%	98.6%	98.8%	98.8%
HENDERSON CO	96.8%	96.4%	97.3%	98.1%
HENRY CO	97.8%	97.5%	97.7%	96.5%
HICKMAN CO	98.0%	97.7%	98.0%	98.8%
HOPKINS CO	95.8%	96.9%	97.1%	97.4%
JACKSON CO	93.8%	93.6%	92.9%	93.8%
JEFFERSON CO	96.3%	96.3%	97.3%	97.5%
JESSAMINE CO	96.4%	95.8%	95.7%	96.5%
JOHNSON CO	88.8%	85.0%	85.0%	N/A
KENTON CO	97.9%	97.4%	97.0%	97.6%
KNOTT CO	93.2%	94.9%	91.6%	N/A
KNOX CO	87.6%	89.2%	89.6%	N/A
LARUE CO	99.3%	99.2%	98.7%	99.2%
LAUREL CO	92.1%	92.6%	93.2%	N/A
LAWRENCE CO	93.7%	93.9%	93.9%	N/A
LEE CO	89.3%	92.4%	89.1%	N/A
LESLIE CO	80.0%	95.2%	93.9%	N/A
LETCHER CO	91.9%	86.1%	90.3%	N/A
LEWIS CO	96.0%	95.9%	95.8%	96.2%
LINCOLN CO	97.9%	97.6%	97.9%	97.4%
LIVINGSTON CO	96.2%	97.4%	99.3%	97.6%
LOGAN CO	98.4%	98.4%	98.7%	98.9%
LYON CO	97.8%	98.4%	98.1%	98.4%
MADISON CO	95.6%	96.9%	96.9%	96.7%
MAGOFFIN CO	90.4%	90.2%	88.2%	N/A
MARION CO	97.3%	97.8%	97.8%	98.3%
MARSHALL CO	97.4%	97.8%	98.3%	98.6%
MARTIN CO	94.0%	96.7%	96.8%	96.7%
MASON CO	99.2%	99.0%	99.6%	99.6%
MCCRACKEN CO	96.2%	96.3%	97.4%	97.4%
MCCREARY CO	88.5%	88.9%	89.9%	N/A
MCLEAN CO	98.7%	98.7%	98.3%	96.9%
MEADE CO	96.5%	98.0%	98.2%	98.0%
MENIFEE CO	87.0%	86.9%	88.1%	88.8%
MERCER CO	96.0%	96.7%	97.2%	97.8%
METCALFE CO	97.8%	97.9%	97.2%	97.6%
MONROE CO	97.4%	97.8%	97.9%	N/A

COLLECTION RATES FOR REAL AND TANGIBLE PROPERTY
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<u>DISTRICT</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
MONTGOMERY CO	97.4%	97.1%	97.7%	98.1%
MORGAN CO	90.5%	91.7%	90.2%	N/A
MUHLENBERG CO	96.5%	95.8%	96.0%	95.9%
NELSON CO	99.0%	98.9%	98.9%	99.0%
NICHOLAS CO	98.2%	98.3%	98.0%	97.9%
OHIO CO	97.9%	97.4%	97.4%	96.9%
OLDHAM CO	98.8%	99.0%	99.1%	98.2%
OWEN CO	96.6%	96.7%	96.7%	96.9%
OWSLEY CO	91.6%	84.6%	90.8%	93.4%
PENDLETON CO	98.3%	98.2%	98.6%	98.1%
PERRY CO	95.9%	93.9%	87.9%	N/A
PIKE CO	87.1%	85.1%	86.1%	86.7%
POWELL CO	89.5%	90.7%	89.7%	N/A
PULASKI CO	96.8%	97.5%	97.5%	97.5%
ROBERTSON CO	98.9%	98.3%	98.6%	98.2%
ROCKCASTLE CO	96.1%	95.9%	96.8%	96.6%
ROWAN CO	95.4%	94.8%	94.4%	N/A
RUSSELL CO	97.6%	94.6%	97.6%	96.8%
SCOTT CO	97.3%	97.4%	96.6%	98.1%
SHELBY CO	96.3%	96.7%	97.2%	97.6%
SIMPSON CO	99.3%	98.7%	98.7%	99.1%
SPENCER CO	96.9%	96.5%	97.4%	97.8%
TAYLOR CO	98.5%	99.3%	99.4%	99.3%
TODD CO	97.3%	94.7%	97.7%	98.3%
TRIGG CO	96.8%	97.8%	98.0%	98.1%
TRIMBLE CO	99.1%	99.1%	98.8%	99.0%
UNION CO	99.0%	98.7%	98.6%	98.1%
WARREN CO	97.0%	97.0%	98.2%	N/A
WASHINGTON CO	99.3%	99.0%	99.3%	99.3%
WAYNE CO	97.4%	96.9%	98.1%	N/A
WEBSTER CO	96.0%	97.9%	95.4%	95.6%
WHITLEY CO	91.2%	91.5%	93.8%	N/A
WOLFE CO	91.9%	89.3%	93.6%	94.2%
WOODFORD CO	98.4%	98.6%	98.5%	98.9%
TOTALS	95.7%	95.9%	96.2%	97.4%

SOURCE:

Information was obtained from the Revenue Cabinet.

APPENDIX C

STATE AND LOCAL REVENUE

DISTRICT NAME	1989-90		1992-93		% CHANGE	1989-90		1992-93		% CHANGE	1989-90		1992-93		% CHANGE
	LOCAL REVENUE	LOCAL REVENUE	LOCAL REVENUE	LOCAL REVENUE		STATE REVENUE	STATE REVENUE	STATE REVENUE	STATE REVENUE		STATE & LOCAL REVENUE	STATE & LOCAL REVENUE	STATE & LOCAL REVENUE	STATE & LOCAL REVENUE	
Adair	\$739,517	\$1,734,500		\$5,507,229	134.5%	\$7,956,664		\$6,246,746		44.5%	\$9,691,164		\$9,691,164		55.1%
Allen	\$1,165,296	\$1,257,240		\$5,708,942	7.9%	\$7,642,733		\$6,874,238		33.9%	\$8,899,973		\$8,899,973		29.5%
Anderson	\$1,201,351	\$2,703,860		\$5,427,444	125.1%	\$7,503,366		\$6,628,795		38.2%	\$10,207,226		\$10,207,226		54.0%
Ballard Co.	\$873,429	\$1,115,195		\$3,417,082	27.7%	\$4,347,652		\$4,290,511		27.2%	\$5,462,847		\$5,462,847		27.3%
Barren Co.	\$1,154,266	\$2,401,369		\$6,442,263	108.0%	\$8,687,103		\$7,596,529		34.8%	\$11,088,472		\$11,088,472		46.0%
Cavema Ind.	\$602,882	\$725,600		\$2,160,777	20.4%	\$3,122,408		\$2,763,659		44.5%	\$3,848,008		\$3,848,008		39.2%
Glasgow Ind.	\$1,662,920	\$1,953,586		\$4,789,608	17.5%	\$5,864,878		\$6,452,529		22.5%	\$7,818,464		\$7,818,464		21.2%
Bath	\$464,599	\$862,688		\$3,970,159	85.7%	\$5,979,399		\$4,434,758		50.6%	\$6,842,067		\$6,842,067		54.3%
Bell	\$803,426	\$1,790,226		\$8,778,606	122.8%	\$12,678,365		\$9,582,032		44.4%	\$14,468,591		\$14,468,591		51.0%
Middlesboro Ind.	\$1,118,655	\$1,644,311		\$4,214,021	47.0%	\$5,828,790		\$5,332,675		38.3%	\$7,473,101		\$7,473,101		40.1%
Pineville Ind.	\$265,150	\$265,671		\$1,083,758	0.2%	\$1,506,303		\$1,348,908		39.0%	\$1,771,974		\$1,771,974		31.4%
Boone Co.	\$9,873,372	\$17,075,730		\$16,940,803	72.9%	\$21,064,064		\$26,814,175		24.3%	\$38,139,794		\$38,139,794		42.2%
Walton Verona Ind	\$901,270	\$1,119,354		\$1,816,075	24.2%	\$2,579,947		\$2,717,346		42.1%	\$3,699,301		\$3,699,301		36.1%
Bourbon Co.	\$1,181,019	\$2,509,383		\$5,449,206	112.5%	\$7,642,033		\$6,630,225		40.2%	\$10,151,416		\$10,151,416		53.1%
Paris Ind.	\$743,047	\$948,869		\$2,322,332	27.7%	\$2,692,033		\$3,065,379		15.9%	\$3,640,902		\$3,640,902		18.8%
Boyd Co.	\$2,492,958	\$4,297,064		\$9,164,239	72.4%	\$10,674,794		\$11,657,197		16.5%	\$14,971,858		\$14,971,858		28.4%
Ashland Ind.	\$2,971,689	\$4,261,350		\$6,976,356	43.4%	\$9,402,804		\$9,948,045		34.8%	\$13,664,154		\$13,664,154		37.4%
Fairview Ind.	\$499,926	\$546,736		\$1,573,390	9.4%	\$2,100,402		\$2,073,316		33.5%	\$2,647,138		\$2,647,138		27.7%
Boyle	\$1,634,903	\$2,504,256		\$5,249,158	53.2%	\$6,949,255		\$6,884,062		32.4%	\$9,453,511		\$9,453,511		37.3%
Danville Ind	\$2,049,116	\$2,452,159		\$3,787,676	19.7%	\$5,323,755		\$5,836,792		40.6%	\$7,775,914		\$7,775,914		33.2%
Bracken Co.	\$451,621	\$497,971		\$2,479,948	10.3%	\$3,079,193		\$2,931,569		24.2%	\$3,577,164		\$3,577,164		22.0%
Augusta Ind.	\$128,531	\$152,734		\$638,388	18.8%	\$892,213		\$766,919		39.8%	\$1,045,047		\$1,045,047		36.3%
Breathitt	\$856,756	\$1,273,029		\$6,407,860	48.6%	\$9,239,020		\$7,264,616		44.2%	\$10,512,049		\$10,512,049		44.7%
Jackson Ind.	\$120,520	\$134,830		\$689,923	11.9%	\$1,114,295		\$790,443		66.3%	\$1,249,125		\$1,249,125		58.0%
Breckinridge	\$1,209,309	\$1,935,729		\$5,482,624	60.1%	\$7,719,869		\$6,691,933		40.8%	\$9,655,598		\$9,655,598		44.3%
Cloverport	\$118,526	\$110,313		\$812,743	-6.9%	\$1,133,203		\$931,269		39.4%	\$1,243,516		\$1,243,516		33.5%
Bullitt Co.	\$3,289,724	\$5,580,586		\$19,733,245	69.6%	\$26,049,798		\$23,022,970		32.0%	\$31,630,384		\$31,630,384		37.4%
Builer	\$720,201	\$1,027,449		\$4,825,751	42.7%	\$6,471,505		\$5,545,952		34.1%	\$7,498,954		\$7,498,954		35.2%
Caldwell	\$915,169	\$1,583,199		\$4,794,111	73.0%	\$6,396,757		\$5,709,279		33.4%	\$7,979,956		\$7,979,956		39.8%
Murray	\$1,300,014	\$2,663,015		\$6,437,993	104.8%	\$8,762,121		\$7,738,007		36.1%	\$11,425,136		\$11,425,136		47.6%
Calloway	\$1,403,666	\$1,637,683		\$2,608,351	16.7%	\$3,195,847		\$4,012,018		22.5%	\$4,833,530		\$4,833,530		20.5%
Campbell	\$3,839,259	\$6,298,442		\$8,026,611	64.1%	\$9,892,450		\$11,865,870		23.2%	\$16,190,902		\$16,190,902		36.4%
Bellevue Ind.	\$812,581	\$987,305		\$1,753,149	21.5%	\$2,396,013		\$2,565,730		36.7%	\$3,383,318		\$3,383,318		31.9%
Dayton Ind.	\$445,923	\$609,005		\$2,904,546	36.6%	\$4,518,260		\$3,350,469		55.6%	\$5,127,265		\$5,127,265		53.0%
Ft Thomas Ind.	\$2,830,886	\$3,714,717		\$3,796,716	31.2%	\$4,539,001		\$6,627,602		19.6%	\$8,253,718		\$8,253,718		24.5%
Newport Ind.	\$2,361,253	\$2,654,437		\$6,928,553	12.4%	\$9,406,831		\$9,289,806		35.8%	\$12,061,268		\$12,061,268		29.8%

STATE AND LOCAL REVENUE

DISTRICT NAME	1989-90			1992-93			1989-90			1992-93			1989-90			1992-93			1989-90			1992-93		
	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE
Silver Grove Ind.	\$183,577	\$244,250	29.5%	\$622,494	\$836,792	34.4%	\$811,071	\$1,081,042	33.3%	\$811,071	\$1,081,042	33.3%	\$811,071	\$1,081,042	33.3%	\$811,071	\$1,081,042	33.3%	\$811,071	\$1,081,042	33.3%	\$811,071	\$1,081,042	33.3%
Southgate Ind.	\$199,905	\$299,632	49.9%	\$437,665	\$546,563	24.9%	\$637,570	\$846,215	32.7%	\$637,570	\$846,215	32.7%	\$637,570	\$846,215	32.7%	\$637,570	\$846,215	32.7%	\$637,570	\$846,215	32.7%	\$637,570	\$846,215	32.7%
Carlisle	\$289,819	\$493,087	70.1%	\$2,086,316	\$2,511,277	20.4%	\$2,376,135	\$3,004,364	26.4%	\$2,376,135	\$3,004,364	26.4%	\$2,376,135	\$3,004,364	26.4%	\$2,376,135	\$3,004,364	26.4%	\$2,376,135	\$3,004,364	26.4%	\$2,376,135	\$3,004,364	26.4%
Carroll	\$1,561,163	\$2,292,342	46.8%	\$3,649,817	\$4,561,976	25.0%	\$5,210,980	\$6,854,318	31.5%	\$5,210,980	\$6,854,318	31.5%	\$5,210,980	\$6,854,318	31.5%	\$5,210,980	\$6,854,318	31.5%	\$5,210,980	\$6,854,318	31.5%	\$5,210,980	\$6,854,318	31.5%
Carter	\$1,191,876	\$2,289,774	92.1%	\$11,340,544	\$15,742,305	38.8%	\$12,532,420	\$18,032,079	43.9%	\$12,532,420	\$18,032,079	43.9%	\$12,532,420	\$18,032,079	43.9%	\$12,532,420	\$18,032,079	43.9%	\$12,532,420	\$18,032,079	43.9%	\$12,532,420	\$18,032,079	43.9%
Casey	\$678,473	\$1,485,676	119.0%	\$5,241,822	\$8,082,223	54.2%	\$5,920,295	\$9,567,899	61.6%	\$5,920,295	\$9,567,899	61.6%	\$5,920,295	\$9,567,899	61.6%	\$5,920,295	\$9,567,899	61.6%	\$5,920,295	\$9,567,899	61.6%	\$5,920,295	\$9,567,899	61.6%
Christian	\$3,286,598	\$5,015,181	52.6%	\$18,398,501	\$25,467,349	38.4%	\$21,685,198	\$30,482,530	40.6%	\$21,685,198	\$30,482,530	40.6%	\$21,685,198	\$30,482,530	40.6%	\$21,685,198	\$30,482,530	40.6%	\$21,685,198	\$30,482,530	40.6%	\$21,685,198	\$30,482,530	40.6%
Clark	\$3,053,670	\$4,719,734	54.6%	\$9,959,301	\$13,443,280	35.0%	\$13,012,971	\$18,163,014	39.6%	\$13,012,971	\$18,163,014	39.6%	\$13,012,971	\$18,163,014	39.6%	\$13,012,971	\$18,163,014	39.6%	\$13,012,971	\$18,163,014	39.6%	\$13,012,971	\$18,163,014	39.6%
Clay	\$850,956	\$1,371,702	61.2%	\$10,242,646	\$15,192,554	48.3%	\$11,093,602	\$16,564,256	49.3%	\$11,093,602	\$16,564,256	49.3%	\$11,093,602	\$16,564,256	49.3%	\$11,093,602	\$16,564,256	49.3%	\$11,093,602	\$16,564,256	49.3%	\$11,093,602	\$16,564,256	49.3%
Clinton	\$291,282	\$692,349	137.7%	\$3,806,615	\$5,256,816	38.1%	\$4,087,897	\$5,949,165	45.2%	\$4,087,897	\$5,949,165	45.2%	\$4,087,897	\$5,949,165	45.2%	\$4,087,897	\$5,949,165	45.2%	\$4,087,897	\$5,949,165	45.2%	\$4,087,897	\$5,949,165	45.2%
Crittenden	\$472,723	\$1,066,959	125.7%	\$3,288,280	\$4,490,600	36.6%	\$3,761,003	\$5,557,559	47.8%	\$3,761,003	\$5,557,559	47.8%	\$3,761,003	\$5,557,559	47.8%	\$3,761,003	\$5,557,559	47.8%	\$3,761,003	\$5,557,559	47.8%	\$3,761,003	\$5,557,559	47.8%
Cumberland	\$341,641	\$596,963	74.7%	\$2,573,754	\$3,499,275	36.0%	\$2,915,394	\$4,096,238	40.5%	\$2,915,394	\$4,096,238	40.5%	\$2,915,394	\$4,096,238	40.5%	\$2,915,394	\$4,096,238	40.5%	\$2,915,394	\$4,096,238	40.5%	\$2,915,394	\$4,096,238	40.5%
Davies	\$6,472,049	\$8,287,741	28.1%	\$18,780,536	\$24,729,400	31.7%	\$25,252,585	\$33,017,141	30.7%	\$25,252,585	\$33,017,141	30.7%	\$25,252,585	\$33,017,141	30.7%	\$25,252,585	\$33,017,141	30.7%	\$25,252,585	\$33,017,141	30.7%	\$25,252,585	\$33,017,141	30.7%
Owensboro Ind.	\$6,115,158	\$6,704,644	9.6%	\$9,567,971	\$11,917,365	24.6%	\$15,683,129	\$18,622,009	18.7%	\$15,683,129	\$18,622,009	18.7%	\$15,683,129	\$18,622,009	18.7%	\$15,683,129	\$18,622,009	18.7%	\$15,683,129	\$18,622,009	18.7%	\$15,683,129	\$18,622,009	18.7%
Edmonson	\$488,089	\$766,991	57.1%	\$4,380,541	\$4,793,815	9.4%	\$4,868,630	\$6,976,842	43.3%	\$4,868,630	\$6,976,842	43.3%	\$4,868,630	\$6,976,842	43.3%	\$4,868,630	\$6,976,842	43.3%	\$4,868,630	\$6,976,842	43.3%	\$4,868,630	\$6,976,842	43.3%
Elliott	\$98,566	\$668,147	780.8%	\$3,041,435	\$9,088,731	197.4%	\$3,140,001	\$5,661,962	80.3%	\$3,140,001	\$5,661,962	80.3%	\$3,140,001	\$5,661,962	80.3%	\$3,140,001	\$5,661,962	80.3%	\$3,140,001	\$5,661,962	80.3%	\$3,140,001	\$5,661,962	80.3%
Estill	\$722,051	\$1,250,107	73.1%	\$6,165,774	\$6,550,265	6.3%	\$6,887,825	\$10,338,838	50.1%	\$6,887,825	\$10,338,838	50.1%	\$6,887,825	\$10,338,838	50.1%	\$6,887,825	\$10,338,838	50.1%	\$6,887,825	\$10,338,838	50.1%	\$6,887,825	\$10,338,838	50.1%
Fayette	\$61,971,176	\$76,829,318	24.0%	\$55,020,265	\$65,654,881	19.3%	\$116,991,440	\$142,484,199	21.8%	\$116,991,440	\$142,484,199	21.8%	\$116,991,440	\$142,484,199	21.8%	\$116,991,440	\$142,484,199	21.8%	\$116,991,440	\$142,484,199	21.8%	\$116,991,440	\$142,484,199	21.8%
Fleming	\$865,547	\$1,401,362	61.9%	\$5,213,613	\$7,146,930	37.1%	\$6,079,160	\$8,548,292	40.6%	\$6,079,160	\$8,548,292	40.6%	\$6,079,160	\$8,548,292	40.6%	\$6,079,160	\$8,548,292	40.6%	\$6,079,160	\$8,548,292	40.6%	\$6,079,160	\$8,548,292	40.6%
Floyd	\$1,829,587	\$4,444,313	142.9%	\$17,448,716	\$26,011,842	49.1%	\$19,278,303	\$30,456,155	58.0%	\$19,278,303	\$30,456,155	58.0%	\$19,278,303	\$30,456,155	58.0%	\$19,278,303	\$30,456,155	58.0%	\$19,278,303	\$30,456,155	58.0%	\$19,278,303	\$30,456,155	58.0%
Franklin	\$4,460,875	\$7,365,967	65.1%	\$12,432,701	\$15,077,697	21.3%	\$16,893,576	\$22,443,664	32.9%	\$16,893,576	\$22,443,664	32.9%	\$16,893,576	\$22,443,664	32.9%	\$16,893,576	\$22,443,664	32.9%	\$16,893,576	\$22,443,664	32.9%	\$16,893,576	\$22,443,664	32.9%
Frankfort Ind.	\$1,011,383	\$1,363,036	34.8%	\$1,880,597	\$2,530,521	34.6%	\$2,891,981	\$3,893,557	34.6%	\$2,891,981	\$3,893,557	34.6%	\$2,891,981	\$3,893,557	34.6%	\$2,891,981	\$3,893,557	34.6%	\$2,891,981	\$3,893,557	34.6%	\$2,891,981	\$3,893,557	34.6%
Fulton	\$347,617	\$601,750	73.1%	\$2,036,474	\$2,752,305	35.2%	\$2,384,090	\$3,354,055	40.7%	\$2,384,090	\$3,354,055	40.7%	\$2,384,090	\$3,354,055	40.7%	\$2,384,090	\$3,354,055	40.7%	\$2,384,090	\$3,354,055	40.7%	\$2,384,090	\$3,354,055	40.7%
Fulton Ind.	\$612,551	\$704,555	15.0%	\$1,268,545	\$2,041,164	60.9%	\$1,881,096	\$2,745,719	46.0%	\$1,881,096	\$2,745,719	46.0%	\$1,881,096	\$2,745,719	46.0%	\$1,881,096	\$2,745,719	46.0%	\$1,881,096	\$2,745,719	46.0%	\$1,881,096	\$2,745,719	46.0%
Gallatin	\$486,643	\$884,255	81.7%	\$2,060,940	\$2,944,904	42.9%	\$2,547,583	\$3,829,159	50.3%	\$2,547,583	\$3,829,159	50.3%	\$2,547,583	\$3,829,159	50.3%	\$2,547,583	\$3,829,159	50.3%	\$2,547,583	\$3,829,159	50.3%	\$2,547,583	\$3,829,159	50.3%
Garrard	\$896,652	\$1,792,199	99.9%	\$4,007,058	\$5,446,921	35.9%	\$4,903,710	\$7,239,120	47.6%	\$4,903,710	\$7,239,120	47.6%	\$4,903,710	\$7,239,120	47.6%	\$4,903,710	\$7,239,120	47.6%	\$4,903,710	\$7,239,120	47.6%	\$4,903,710	\$7,239,120	47.6%
Grant	\$1,213,355	\$1,914,736	57.8%	\$5,542,939	\$8,370,549	51.0%	\$6,756,294	\$10,285,285	52.2%	\$6,756,294	\$10,285,285	52.2%	\$6,756,294	\$10,285,285	52.2%	\$6,756,294	\$10,285,285	52.2%	\$6,756,294	\$10,285,285	52.2%	\$6,756,294	\$10,285,285	52.2%
Williamstown Ind.	\$510,686	\$671,226	31.4%	\$1,217,093	\$1,788,078	46.9%	\$1,727,780	\$2,459,304	42.3%	\$1,727,780	\$2,459,304	42.3%	\$1,727,780	\$2,459,304	42.3%	\$1,727,780	\$2,459,304	42.3%	\$1,727,780	\$2,459,304	42.3%	\$1,727,780	\$2,459,304	42.3%
Graves	\$1,731,066	\$2,132,967	23.2%	\$8,445,194	\$10,818,445	28.1%	\$10,176,260	\$12,951,412	27.3%	\$10,176,260	\$12,951,412	27.3%	\$10,176,260	\$12,951,412	27.3%	\$10,176,260	\$12,951,412	27.3%	\$10,176,260	\$12,951,412	27.3%	\$10,176,260	\$12,951,412	27.3%
Mayfield Ind.	\$1,588,368	\$1,665,661	4.9%	\$3,020,336	\$4,222,118	39.8%	\$4,608,694	\$5,887,779	27.8%	\$4,608,694	\$5,887,779	27.8%	\$4,608,694	\$5,887,779	27.8%	\$4,608,694	\$5,887,779	27.8%	\$4,608,694	\$5,887,779	27.8%	\$4,608,694	\$5,887,779	27.8%
Grayson	\$1,117,326	\$1,828,913	63.7%	\$8,261,732	\$11,272,007	36.4%	\$9,115,364	\$12,527,776	36.4%	\$9,115,364	\$12,527,776	36.4%	\$9,115,364	\$12,527,776	36.4%	\$9,115,364	\$12,527,776	36.4%	\$9,115,364	\$12,527,776	36.4%	\$9,115,364	\$12,527,776	36.4%
Green	\$523,272	\$1,033,627	97.5%	\$3,592,091	\$4,815,372	34.1%	\$4,815,372	\$6,416,058	33.9%	\$4,815,372	\$6,416,058	33.9%	\$4,815,372	\$6,416,058	33.9%	\$4,815,372	\$6,416,058	33.9%	\$4,815,372	\$6,416,058	33.9%	\$4,815,372	\$6,416,058	33.9%
Greenup	\$1,295,259	\$1,919,847	48.2%	\$7,889,125	\$10,607,929	34.5%	\$9,184,384	\$12,527,776	36.4%	\$9,184,384	\$12,527,776	36.4%	\$9,184,384	\$12,527,776	36.4%	\$9,184,384	\$12,527,776	36.4%	\$9,184,384	\$12,527,776	36.4%	\$9,184,384	\$12,527,776	36.4%
Raceland Ind.	\$782,784	\$800,115	2.2%	\$1,790,684	\$2,416,058	34.9%	\$2,573,468	\$3,216,173	25.0%	\$2,573,468	\$3,216,173	25.0%	\$2,573,468	\$3,216,173	25.0%	\$2,573,468	\$3,216,173	25.0%	\$2,573,468	\$3,216,173	25.0%	\$2,573,468	\$3,216,173	25.0%
Russell Ind.	\$2,025,532	\$2,635,761	30.1%	\$4,756,568	\$5,641,871	18.6%	\$6,782,100	\$8,277,632	22.1%	\$6,782,100	\$8,277,632	22.1%	\$6,782,100	\$8,277,632	22.1%	\$6,782,100	\$8,277,632	22.1%	\$6,782,100	\$8,277,632	22.1%	\$6,782,100	\$8,277,632	22.1%
Hancock	\$1,629,173	\$1,755,615	7.8%	\$3,369,317	\$4,125,215	22.4%	\$4,998,490	\$5,880,830	17.7%	\$4,998,490	\$5,880,830	17.7%	\$4,998,490	\$5,880,830	17.7%	\$4,998,490	\$5,880,830	17.7%	\$4,998,490	\$5,880,830	17.7%	\$4,998,490	\$5,880,830	17.7%

STATE AND LOCAL REVENUE

DISTRICT NAME	1989-90			1992-93			1989-90			1992-93			1989-90			1992-93		
	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE
Hardin	\$4,744,265	\$10,360,492	118.4%	\$24,166,000	\$36,386,767	50.6%	\$28,910,265	\$46,747,259	61.7%	\$28,910,265	\$46,747,259	61.7%	\$28,910,265	\$46,747,259	61.7%	\$28,910,265	\$46,747,259	61.7%
Elizabethtown	\$1,818,133	\$1,984,641	9.2%	\$4,067,050	\$5,335,632	31.2%	\$5,885,182	\$7,320,273	24.4%	\$5,885,182	\$7,320,273	24.4%	\$5,885,182	\$7,320,273	24.4%	\$5,885,182	\$7,320,273	24.4%
West Point Ind.	\$123,127	\$151,019	22.7%	\$600,849	\$895,647	49.1%	\$723,976	\$1,046,666	44.6%	\$723,976	\$1,046,666	44.6%	\$723,976	\$1,046,666	44.6%	\$723,976	\$1,046,666	44.6%
Harlan	\$2,051,118	\$2,527,389	23.2%	\$13,355,155	\$20,211,177	51.3%	\$15,406,273	\$22,738,566	47.6%	\$15,406,273	\$22,738,566	47.6%	\$15,406,273	\$22,738,566	47.6%	\$15,406,273	\$22,738,566	47.6%
Harlan Ind.	\$501,075	\$503,477	0.5%	\$2,173,152	\$3,008,147	38.4%	\$2,674,227	\$3,511,624	31.3%	\$2,674,227	\$3,511,624	31.3%	\$2,674,227	\$3,511,624	31.3%	\$2,674,227	\$3,511,624	31.3%
Harrison	\$1,351,053	\$2,143,915	58.7%	\$6,270,319	\$8,981,091	43.2%	\$7,621,373	\$11,125,006	46.0%	\$7,621,373	\$11,125,006	46.0%	\$7,621,373	\$11,125,006	46.0%	\$7,621,373	\$11,125,006	46.0%
Hart	\$602,887	\$1,287,479	113.6%	\$5,271,451	\$6,988,629	32.6%	\$5,874,338	\$8,276,108	40.9%	\$5,874,338	\$8,276,108	40.9%	\$5,874,338	\$8,276,108	40.9%	\$5,874,338	\$8,276,108	40.9%
Henderson	\$5,721,005	\$7,823,827	36.8%	\$14,684,327	\$19,683,054	34.0%	\$20,405,332	\$27,506,881	34.8%	\$20,405,332	\$27,506,881	34.8%	\$20,405,332	\$27,506,881	34.8%	\$20,405,332	\$27,506,881	34.8%
Henry	\$1,128,469	\$1,648,184	46.1%	\$3,866,916	\$5,641,706	45.9%	\$4,995,385	\$7,289,890	45.9%	\$4,995,385	\$7,289,890	45.9%	\$4,995,385	\$7,289,890	45.9%	\$4,995,385	\$7,289,890	45.9%
Eminence Ind.	\$390,935	\$458,373	17.3%	\$1,164,514	\$1,524,548	30.9%	\$1,555,449	\$1,982,921	27.5%	\$1,555,449	\$1,982,921	27.5%	\$1,555,449	\$1,982,921	27.5%	\$1,555,449	\$1,982,921	27.5%
Hickman	\$423,245	\$712,301	68.3%	\$2,053,017	\$2,566,011	25.0%	\$2,476,261	\$3,278,312	32.4%	\$2,476,261	\$3,278,312	32.4%	\$2,476,261	\$3,278,312	32.4%	\$2,476,261	\$3,278,312	32.4%
Hopkins	\$5,174,701	\$6,710,471	29.7%	\$15,784,113	\$20,648,705	30.8%	\$20,958,814	\$27,359,176	30.5%	\$20,958,814	\$27,359,176	30.5%	\$20,958,814	\$27,359,176	30.5%	\$20,958,814	\$27,359,176	30.5%
Dawson Springs In	\$385,775	\$426,474	10.5%	\$1,395,416	\$2,050,181	46.9%	\$1,781,192	\$2,476,655	39.0%	\$1,781,192	\$2,476,655	39.0%	\$1,781,192	\$2,476,655	39.0%	\$1,781,192	\$2,476,655	39.0%
Jackson	\$327,784	\$848,570	158.9%	\$5,182,361	\$8,297,879	60.1%	\$5,510,144	\$9,146,449	66.0%	\$5,510,144	\$9,146,449	66.0%	\$5,510,144	\$9,146,449	66.0%	\$5,510,144	\$9,146,449	66.0%
Jefferson	\$162,686,137	\$194,055,905	19.3%	\$176,102,326	\$210,937,347	19.8%	\$338,788,464	\$404,993,252	19.5%	\$338,788,464	\$404,993,252	19.5%	\$338,788,464	\$404,993,252	19.5%	\$338,788,464	\$404,993,252	19.5%
Anchorage Ind.	\$1,352,835	\$1,920,376	42.0%	\$637,249	\$747,783	17.3%	\$1,990,083	\$2,668,159	34.1%	\$1,990,083	\$2,668,159	34.1%	\$1,990,083	\$2,668,159	34.1%	\$1,990,083	\$2,668,159	34.1%
Jessamine	\$3,345,096	\$5,809,877	73.7%	\$10,608,655	\$14,642,925	38.0%	\$13,953,752	\$20,452,802	46.6%	\$13,953,752	\$20,452,802	46.6%	\$13,953,752	\$20,452,802	46.6%	\$13,953,752	\$20,452,802	46.6%
Johnson	\$1,013,774	\$1,494,948	47.5%	\$8,841,469	\$13,548,919	53.2%	\$9,855,243	\$15,043,867	52.6%	\$9,855,243	\$15,043,867	52.6%	\$9,855,243	\$15,043,867	52.6%	\$9,855,243	\$15,043,867	52.6%
Paintsville Ind.	\$905,774	\$953,552	5.3%	\$1,728,723	\$2,279,018	31.8%	\$2,634,497	\$3,232,570	22.7%	\$2,634,497	\$3,232,570	22.7%	\$2,634,497	\$3,232,570	22.7%	\$2,634,497	\$3,232,570	22.7%
Kenton	\$10,158,481	\$15,467,908	52.3%	\$20,827,730	\$25,954,784	24.6%	\$30,986,212	\$41,422,692	33.7%	\$30,986,212	\$41,422,692	33.7%	\$30,986,212	\$41,422,692	33.7%	\$30,986,212	\$41,422,692	33.7%
Beechwood Ind.	\$1,252,500	\$1,584,194	26.5%	\$1,319,094	\$1,787,558	35.5%	\$2,571,594	\$3,371,752	31.1%	\$2,571,594	\$3,371,752	31.1%	\$2,571,594	\$3,371,752	31.1%	\$2,571,594	\$3,371,752	31.1%
Covington Ind.	\$4,826,741	\$6,240,258	29.3%	\$11,989,044	\$16,372,809	36.6%	\$16,815,785	\$22,613,067	34.5%	\$16,815,785	\$22,613,067	34.5%	\$16,815,785	\$22,613,067	34.5%	\$16,815,785	\$22,613,067	34.5%
Erlanger-Elsmere	\$2,393,418	\$2,961,314	23.7%	\$4,282,380	\$5,177,551	20.9%	\$6,675,797	\$8,138,865	21.9%	\$6,675,797	\$8,138,865	21.9%	\$6,675,797	\$8,138,865	21.9%	\$6,675,797	\$8,138,865	21.9%
Ludlow Ind.	\$655,101	\$764,495	16.7%	\$1,832,655	\$2,904,982	58.5%	\$2,487,756	\$3,669,477	47.5%	\$2,487,756	\$3,669,477	47.5%	\$2,487,756	\$3,669,477	47.5%	\$2,487,756	\$3,669,477	47.5%
Knott	\$720,891	\$1,648,075	128.6%	\$7,704,335	\$10,906,508	41.6%	\$8,425,226	\$12,554,583	49.0%	\$8,425,226	\$12,554,583	49.0%	\$8,425,226	\$12,554,583	49.0%	\$8,425,226	\$12,554,583	49.0%
Knox	\$981,492	\$2,511,338	155.9%	\$10,562,125	\$16,111,136	52.5%	\$11,543,617	\$18,622,474	61.3%	\$11,543,617	\$18,622,474	61.3%	\$11,543,617	\$18,622,474	61.3%	\$11,543,617	\$18,622,474	61.3%
Barbourville Ind.	\$325,441	\$373,007	14.6%	\$935,700	\$1,987,648	112.4%	\$1,261,141	\$2,360,655	87.2%	\$1,261,141	\$2,360,655	87.2%	\$1,261,141	\$2,360,655	87.2%	\$1,261,141	\$2,360,655	87.2%
Larue	\$675,580	\$1,401,350	107.4%	\$4,382,855	\$6,468,689	47.6%	\$5,058,435	\$7,870,039	55.6%	\$5,058,435	\$7,870,039	55.6%	\$5,058,435	\$7,870,039	55.6%	\$5,058,435	\$7,870,039	55.6%
Laurel	\$2,500,247	\$5,665,887	126.6%	\$15,629,726	\$24,266,826	55.3%	\$18,129,973	\$29,932,713	65.1%	\$18,129,973	\$29,932,713	65.1%	\$18,129,973	\$29,932,713	65.1%	\$18,129,973	\$29,932,713	65.1%
East Bernstadt In	\$47,238	\$132,657	180.8%	\$762,679	\$1,276,194	67.3%	\$809,917	\$1,408,851	74.0%	\$809,917	\$1,408,851	74.0%	\$809,917	\$1,408,851	74.0%	\$809,917	\$1,408,851	74.0%
Lawrence	\$783,052	\$1,060,816	35.5%	\$6,293,770	\$8,281,058	31.6%	\$7,076,822	\$9,341,874	32.0%	\$7,076,822	\$9,341,874	32.0%	\$7,076,822	\$9,341,874	32.0%	\$7,076,822	\$9,341,874	32.0%
Lee	\$411,151	\$664,687	61.7%	\$3,056,152	\$4,770,944	56.1%	\$3,467,303	\$5,435,631	56.8%	\$3,467,303	\$5,435,631	56.8%	\$3,467,303	\$5,435,631	56.8%	\$3,467,303	\$5,435,631	56.8%
Leslie	\$715,638	\$1,461,828	104.3%	\$6,000,279	\$9,184,910	53.1%	\$6,715,918	\$10,646,738	58.5%	\$6,715,918	\$10,646,738	58.5%	\$6,715,918	\$10,646,738	58.5%	\$6,715,918	\$10,646,738	58.5%
Leitcher	\$973,671	\$1,944,347	99.7%	\$9,816,525	\$15,039,066	53.2%	\$10,790,196	\$16,983,413	57.4%	\$10,790,196	\$16,983,413	57.4%	\$10,790,196	\$16,983,413	57.4%	\$10,790,196	\$16,983,413	57.4%
Jenkins Ind.	\$421,517	\$470,378	11.6%	\$1,955,101	\$3,086,203	57.9%	\$2,376,618	\$3,556,581	49.6%	\$2,376,618	\$3,556,581	49.6%	\$2,376,618	\$3,556,581	49.6%	\$2,376,618	\$3,556,581	49.6%
Lewis	\$680,640	\$1,065,034	56.5%	\$6,051,757	\$8,156,743	34.8%	\$6,732,397	\$9,221,777	37.0%	\$6,732,397	\$9,221,777	37.0%	\$6,732,397	\$9,221,777	37.0%	\$6,732,397	\$9,221,777	37.0%

STATE AND LOCAL REVENUE

DISTRICT NAME	1989-90			1992-93			1989-90			1992-93			1989-90			1992-93			1989-90			1992-93		
	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	LOCAL REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE	STATE REVENUE	STATE REVENUE	% CHANGE
Lincoln	\$955,869	\$2,249,924	135.4%	\$8,059,413	\$11,796,916	46.4%	\$9,015,282	\$14,046,840	55.8%	\$9,015,282	\$14,046,840	55.8%	\$9,015,282	\$14,046,840	55.8%	\$9,015,282	\$14,046,840	55.8%	\$9,015,282	\$14,046,840	55.8%	\$9,015,282	\$14,046,840	55.8%
Livingston	\$653,672	\$1,292,617	97.7%	\$3,217,123	\$3,917,869	21.8%	\$3,870,795	\$5,210,486	34.6%	\$3,870,795	\$5,210,486	34.6%	\$3,870,795	\$5,210,486	34.6%	\$3,870,795	\$5,210,486	34.6%	\$3,870,795	\$5,210,486	34.6%	\$3,870,795	\$5,210,486	34.6%
Logan	\$1,401,208	\$2,169,379	54.8%	\$6,175,293	\$8,408,575	36.2%	\$7,576,491	\$10,577,954	39.6%	\$7,576,491	\$10,577,954	39.6%	\$7,576,491	\$10,577,954	39.6%	\$7,576,491	\$10,577,954	39.6%	\$7,576,491	\$10,577,954	39.6%	\$7,576,491	\$10,577,954	39.6%
Russellville Ind.	\$1,134,562	\$1,480,000	30.4%	\$3,181,439	\$4,501,707	41.5%	\$4,316,001	\$5,981,707	38.6%	\$4,316,001	\$5,981,707	38.6%	\$4,316,001	\$5,981,707	38.6%	\$4,316,001	\$5,981,707	38.6%	\$4,316,001	\$5,981,707	38.6%	\$4,316,001	\$5,981,707	38.6%
Lyon	\$450,223	\$955,071	112.1%	\$1,736,097	\$2,147,963	23.7%	\$2,186,319	\$3,103,034	41.9%	\$2,186,319	\$3,103,034	41.9%	\$2,186,319	\$3,103,034	41.9%	\$2,186,319	\$3,103,034	41.9%	\$2,186,319	\$3,103,034	41.9%	\$2,186,319	\$3,103,034	41.9%
Madison	\$3,499,824	\$7,468,542	113.4%	\$16,283,233	\$24,001,495	47.4%	\$19,788,057	\$31,470,037	59.0%	\$19,788,057	\$31,470,037	59.0%	\$19,788,057	\$31,470,037	59.0%	\$19,788,057	\$31,470,037	59.0%	\$19,788,057	\$31,470,037	59.0%	\$19,788,057	\$31,470,037	59.0%
Berea Ind.	\$658,748	\$927,124	40.7%	\$2,122,649	\$2,877,891	35.6%	\$2,781,397	\$3,805,015	36.8%	\$2,781,397	\$3,805,015	36.8%	\$2,781,397	\$3,805,015	36.8%	\$2,781,397	\$3,805,015	36.8%	\$2,781,397	\$3,805,015	36.8%	\$2,781,397	\$3,805,015	36.8%
Magoffin	\$392,983	\$967,364	146.2%	\$6,950,727	\$10,966,745	57.8%	\$7,343,709	\$11,934,109	62.5%	\$7,343,709	\$11,934,109	62.5%	\$7,343,709	\$11,934,109	62.5%	\$7,343,709	\$11,934,109	62.5%	\$7,343,709	\$11,934,109	62.5%	\$7,343,709	\$11,934,109	62.5%
Marion	\$1,136,460	\$2,175,967	91.5%	\$6,252,465	\$8,596,365	37.5%	\$7,388,925	\$10,772,332	45.8%	\$7,388,925	\$10,772,332	45.8%	\$7,388,925	\$10,772,332	45.8%	\$7,388,925	\$10,772,332	45.8%	\$7,388,925	\$10,772,332	45.8%	\$7,388,925	\$10,772,332	45.8%
Marshall	\$2,316,904	\$3,793,508	63.7%	\$9,264,532	\$11,767,968	27.0%	\$11,581,436	\$15,561,476	34.4%	\$11,581,436	\$15,561,476	34.4%	\$11,581,436	\$15,561,476	34.4%	\$11,581,436	\$15,561,476	34.4%	\$11,581,436	\$15,561,476	34.4%	\$11,581,436	\$15,561,476	34.4%
Martin	\$1,110,990	\$1,381,383	24.3%	\$5,941,749	\$8,070,890	35.8%	\$7,052,739	\$9,452,273	34.0%	\$7,052,739	\$9,452,273	34.0%	\$7,052,739	\$9,452,273	34.0%	\$7,052,739	\$9,452,273	34.0%	\$7,052,739	\$9,452,273	34.0%	\$7,052,739	\$9,452,273	34.0%
Mason/Maysville	\$2,052,504	\$3,487,666	69.9%	\$5,726,645	\$7,177,775	25.3%	\$7,779,149	\$10,665,441	37.1%	\$7,779,149	\$10,665,441	37.1%	\$7,779,149	\$10,665,441	37.1%	\$7,779,149	\$10,665,441	37.1%	\$7,779,149	\$10,665,441	37.1%	\$7,779,149	\$10,665,441	37.1%
McCracken	\$3,022,979	\$5,297,725	75.2%	\$12,894,624	\$16,151,652	25.3%	\$15,917,603	\$21,449,377	34.8%	\$15,917,603	\$21,449,377	34.8%	\$15,917,603	\$21,449,377	34.8%	\$15,917,603	\$21,449,377	34.8%	\$15,917,603	\$21,449,377	34.8%	\$15,917,603	\$21,449,377	34.8%
Paducah Ind.	\$4,509,663	\$5,376,166	19.2%	\$8,136,906	\$10,084,292	24.1%	\$12,646,569	\$15,470,458	22.3%	\$12,646,569	\$15,470,458	22.3%	\$12,646,569	\$15,470,458	22.3%	\$12,646,569	\$15,470,458	22.3%	\$12,646,569	\$15,470,458	22.3%	\$12,646,569	\$15,470,458	22.3%
McCreary	\$565,745	\$914,529	61.7%	\$8,004,985	\$12,262,212	53.2%	\$8,570,730	\$13,176,741	53.7%	\$8,570,730	\$13,176,741	53.7%	\$8,570,730	\$13,176,741	53.7%	\$8,570,730	\$13,176,741	53.7%	\$8,570,730	\$13,176,741	53.7%	\$8,570,730	\$13,176,741	53.7%
McLean	\$668,924	\$1,067,519	59.6%	\$3,833,103	\$4,390,736	14.5%	\$4,502,026	\$5,458,255	21.2%	\$4,502,026	\$5,458,255	21.2%	\$4,502,026	\$5,458,255	21.2%	\$4,502,026	\$5,458,255	21.2%	\$4,502,026	\$5,458,255	21.2%	\$4,502,026	\$5,458,255	21.2%
Meade	\$1,655,790	\$2,216,136	33.8%	\$7,331,975	\$11,346,365	54.8%	\$8,987,765	\$13,562,501	50.9%	\$8,987,765	\$13,562,501	50.9%	\$8,987,765	\$13,562,501	50.9%	\$8,987,765	\$13,562,501	50.9%	\$8,987,765	\$13,562,501	50.9%	\$8,987,765	\$13,562,501	50.9%
Menifee	\$165,475	\$429,847	159.8%	\$2,034,883	\$2,800,490	37.5%	\$2,200,357	\$3,230,337	46.8%	\$2,200,357	\$3,230,337	46.8%	\$2,200,357	\$3,230,337	46.8%	\$2,200,357	\$3,230,337	46.8%	\$2,200,357	\$3,230,337	46.8%	\$2,200,357	\$3,230,337	46.8%
Mercer	\$1,049,612	\$1,527,542	45.5%	\$4,076,530	\$5,337,342	30.9%	\$5,126,142	\$6,864,884	33.9%	\$5,126,142	\$6,864,884	33.9%	\$5,126,142	\$6,864,884	33.9%	\$5,126,142	\$6,864,884	33.9%	\$5,126,142	\$6,864,884	33.9%	\$5,126,142	\$6,864,884	33.9%
Burgin Ind.	\$282,909	\$435,101	53.8%	\$797,712	\$964,475	20.9%	\$1,080,621	\$1,399,576	29.5%	\$1,080,621	\$1,399,576	29.5%	\$1,080,621	\$1,399,576	29.5%	\$1,080,621	\$1,399,576	29.5%	\$1,080,621	\$1,399,576	29.5%	\$1,080,621	\$1,399,576	29.5%
Harrodsburg Ind.	\$555,098	\$742,707	33.8%	\$2,037,247	\$2,641,659	29.7%	\$2,592,344	\$3,384,366	30.6%	\$2,592,344	\$3,384,366	30.6%	\$2,592,344	\$3,384,366	30.6%	\$2,592,344	\$3,384,366	30.6%	\$2,592,344	\$3,384,366	30.6%	\$2,592,344	\$3,384,366	30.6%
Metcalfe	\$420,163	\$1,063,348	153.1%	\$3,896,881	\$4,951,002	27.1%	\$4,317,044	\$6,014,350	39.3%	\$4,317,044	\$6,014,350	39.3%	\$4,317,044	\$6,014,350	39.3%	\$4,317,044	\$6,014,350	39.3%	\$4,317,044	\$6,014,350	39.3%	\$4,317,044	\$6,014,350	39.3%
Monroe	\$1,034,271	\$1,319,437	27.6%	\$4,684,501	\$7,012,184	49.7%	\$5,718,771	\$8,331,621	45.7%	\$5,718,771	\$8,331,621	45.7%	\$5,718,771	\$8,331,621	45.7%	\$5,718,771	\$8,331,621	45.7%	\$5,718,771	\$8,331,621	45.7%	\$5,718,771	\$8,331,621	45.7%
Montgomery	\$1,875,364	\$2,359,370	25.8%	\$9,086,933	\$11,890,620	30.7%	\$10,972,297	\$14,249,990	29.9%	\$10,972,297	\$14,249,990	29.9%	\$10,972,297	\$14,249,990	29.9%	\$10,972,297	\$14,249,990	29.9%	\$10,972,297	\$14,249,990	29.9%	\$10,972,297	\$14,249,990	29.9%
Morgan	\$433,078	\$1,019,781	135.5%	\$5,407,030	\$8,018,930	48.3%	\$5,840,108	\$9,038,711	54.8%	\$5,840,108	\$9,038,711	54.8%	\$5,840,108	\$9,038,711	54.8%	\$5,840,108	\$9,038,711	54.8%	\$5,840,108	\$9,038,711	54.8%	\$5,840,108	\$9,038,711	54.8%
Muhlenberg	\$5,302,596	\$6,013,744	13.4%	\$11,618,321	\$14,843,122	27.8%	\$16,920,918	\$20,856,866	23.3%	\$16,920,918	\$20,856,866	23.3%	\$16,920,918	\$20,856,866	23.3%	\$16,920,918	\$20,856,866	23.3%	\$16,920,918	\$20,856,866	23.3%	\$16,920,918	\$20,856,866	23.3%
Nelson	\$1,683,082	\$3,318,939	97.2%	\$7,753,873	\$10,447,229	34.7%	\$9,436,954	\$13,766,168	45.9%	\$9,436,954	\$13,766,168	45.9%	\$9,436,954	\$13,766,168	45.9%	\$9,436,954	\$13,766,168	45.9%	\$9,436,954	\$13,766,168	45.9%	\$9,436,954	\$13,766,168	45.9%
Bardonia Ind.	\$1,336,431	\$2,141,297	60.2%	\$2,958,395	\$3,695,853	24.9%	\$4,294,826	\$5,837,160	35.9%	\$4,294,826	\$5,837,160	35.9%	\$4,294,826	\$5,837,160	35.9%	\$4,294,826	\$5,837,160	35.9%	\$4,294,826	\$5,837,160	35.9%	\$4,294,826	\$5,837,160	35.9%
Nicholas	\$424,516	\$801,220	88.7%	\$2,667,928	\$3,850,432	44.3%	\$3,092,443	\$4,651,652	50.4%	\$3,092,443	\$4,651,652	50.4%	\$3,092,443	\$4,651,652	50.4%	\$3,092,443	\$4,651,652	50.4%	\$3,092,443	\$4,651,652	50.4%	\$3,092,443	\$4,651,652	50.4%
Ohio	\$1,523,177	\$2,427,493	59.4%	\$8,430,757	\$11,282,861	33.8%	\$9,953,934	\$13,710,354	37.7%	\$9,953,934	\$13,710,354	37.7%	\$9,953,934	\$13,710,354	37.7%	\$9,953,934	\$13,710,354	37.7%	\$9,953,934	\$13,710,354	37.7%	\$9,953,934	\$13,710,354	37.7%
Oldham	\$6,103,424	\$7,930,745	29.9%	\$13,222,311	\$16,967,864	28.3%	\$19,325,736	\$24,898,609	28.8%	\$19,325,736	\$24,898,609	28.8%	\$19,325,736	\$24,898,609	28.8%	\$19,325,736	\$24,898,609	28.8%	\$19,325,736	\$24,898,609	28.8%	\$19,325,736	\$24,898,609	28.8%
Owen	\$840,435	\$1,210,596	44.0%	\$3,673,841	\$5,535,141	50.7%	\$4,514,277	\$6,745,737	49.4%	\$4,514,277	\$6,745,737	49.4%	\$4,514,277	\$6,745,737	49.4%	\$4,514,277	\$6,745,737	49.4%	\$4,514,277	\$6,745,737	49.4%	\$4,514,277	\$6,745,737	49.4%
Owsley	\$225,912	\$382,432	69.3%	\$2,252,264	\$3,699,218	64.2%	\$2,478,175	\$4,081,650	64.7%	\$2,478,175	\$4,081,650	64.7%	\$2,478,175	\$4,081,650	64.7%	\$2,478,175	\$4,081,650	64.7%	\$2,478,175	\$4,081,650	64.7%	\$2,478,175	\$4,081,650	64.7%
Pendleton	\$855,694	\$1,436,692	67.9%	\$4,984,472	\$7,065,586	41.8%	\$5,840,167	\$8,502,478	45.6%	\$5,840,167	\$8,502,478	45.6%	\$5,840,167	\$8,502,478	45.6%	\$5,840,167	\$8,502,478	45.6%	\$5,840,167	\$8,502,478	45.6%	\$5,840,167	\$8,502,478	45.6%
Perry	\$1,356,302	\$3,138,223	131.4%	\$11,419,080	\$18,146,016	58.9%	\$12,775,381	\$21,284,239	66.6%	\$12,775,381	\$21,284,239	66.6%	\$12,775,381	\$21,284,239	66.6%	\$12,775,381	\$21,284,239	66.6%	\$12,775,381	\$21,284,239	66.6%	\$12,775,381	\$21,284,239	66.6%
Hazard Ind.	\$756,971	\$926,733	22.4%	\$2,377,068	\$3,554,357	49.5%	\$3,134,039	\$4,481,090	43.0%	\$3,134,039	\$4,481,090	43.0%	\$3,134,039	\$4,481,090	43.0%	\$3,134,039	\$4,481,090	43.0%	\$3,134,039	\$4,481,090	43.0%	\$3,134,039	\$4,481,090	43.0%

STATE AND LOCAL REVENUE

DISTRICT NAME	1989-90			1992-93			1989-90			1992-93			1989-90			1992-93		
	LOCAL REVENUE	% CHANGE	STATE REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE	LOCAL REVENUE	% CHANGE	STATE REVENUE
Pike	\$4,774,464		\$8,520,212		78.5%	\$28,208,757	\$39,501,388		40.0%	\$32,983,222		\$48,021,600	\$32,983,222		\$48,021,600	\$48,021,600		45.6%
Pikeville Ind.	\$1,745,978		\$1,924,377		10.2%	\$2,554,047	\$3,419,219		33.9%	\$4,300,025		\$5,343,596	\$4,300,025		\$5,343,596	\$5,343,596		24.3%
Powell	\$609,726		\$1,067,184		75.0%	\$5,440,799	\$8,054,144		48.0%	\$6,050,525		\$9,121,328	\$6,050,525		\$9,121,328	\$9,121,328		50.8%
Pulaski	\$2,272,794		\$5,100,239		124.4%	\$13,859,044	\$19,372,745		44.1%	\$16,131,838		\$25,072,984	\$16,131,838		\$25,072,984	\$25,072,984		55.4%
Science Hill Ind.	\$99,864		\$189,620		89.9%	\$535,388	\$1,079,105		101.6%	\$635,252		\$1,268,725	\$635,252		\$1,268,725	\$1,268,725		99.7%
Somerset Ind.	\$1,561,112		\$1,920,142		23.0%	\$4,020,331	\$5,221,810		29.9%	\$5,581,444		\$7,141,752	\$5,581,444		\$7,141,752	\$7,141,752		28.0%
Robertson	\$137,550		\$299,407		117.7%	\$886,101	\$1,061,860		19.8%	\$1,023,651		\$1,361,267	\$1,023,651		\$1,361,267	\$1,361,267		33.0%
Rockcastle	\$683,714		\$1,500,163		119.4%	\$5,901,550	\$9,537,049		61.6%	\$6,585,285		\$11,037,212	\$6,585,285		\$11,037,212	\$11,037,212		67.6%
Rowan	\$1,303,763		\$2,337,424		79.3%	\$6,373,418	\$9,487,460		48.9%	\$7,677,181		\$11,824,884	\$7,677,181		\$11,824,884	\$11,824,884		54.0%
Russell	\$668,610		\$2,013,847		201.2%	\$5,361,418	\$7,635,666		42.4%	\$6,030,028		\$9,649,513	\$6,030,028		\$9,649,513	\$9,649,513		60.0%
Scott	\$3,027,078		\$6,252,992		106.6%	\$8,963,246	\$12,262,197		36.8%	\$11,990,324		\$18,515,189	\$11,990,324		\$18,515,189	\$18,515,189		54.4%
Shelby	\$2,209,894		\$5,770,603		161.1%	\$8,623,798	\$11,973,770		38.8%	\$10,833,693		\$17,744,373	\$10,833,693		\$17,744,373	\$17,744,373		63.8%
Simpson	\$1,572,266		\$2,613,614		66.2%	\$5,944,633	\$7,645,690		28.6%	\$7,516,899		\$10,259,304	\$7,516,899		\$10,259,304	\$10,259,304		36.5%
Spencer	\$529,866		\$1,013,085		91.2%	\$3,037,212	\$4,357,024		43.5%	\$3,567,079		\$5,370,109	\$3,567,079		\$5,370,109	\$5,370,109		50.5%
Taylor	\$690,009		\$1,842,882		167.1%	\$4,915,967	\$6,724,487		36.8%	\$5,605,976		\$8,567,369	\$5,605,976		\$8,567,369	\$8,567,369		52.8%
Campbellsville In	\$682,699		\$1,052,325		54.1%	\$2,919,354	\$4,119,764		41.1%	\$3,602,052		\$5,172,089	\$3,602,052		\$5,172,089	\$5,172,089		43.6%
Todd	\$580,957		\$757,656		30.4%	\$4,145,873	\$5,608,913		35.3%	\$4,726,829		\$6,366,569	\$4,726,829		\$6,366,569	\$6,366,569		34.7%
Trigg	\$737,041		\$1,146,886		55.6%	\$3,948,384	\$4,743,878		20.1%	\$4,685,424		\$5,890,764	\$4,685,424		\$5,890,764	\$5,890,764		25.7%
Trimble	\$923,315		\$1,284,005		39.1%	\$2,435,435	\$3,056,374		25.5%	\$3,358,750		\$4,340,379	\$3,358,750		\$4,340,379	\$4,340,379		29.2%
Union	\$1,451,215		\$2,799,334		92.9%	\$6,576,811	\$8,042,891		22.3%	\$8,028,027		\$10,842,225	\$8,028,027		\$10,842,225	\$10,842,225		35.1%
Warren	\$6,509,073		\$9,575,263		47.1%	\$19,015,843	\$25,603,566		34.6%	\$25,524,916		\$35,178,829	\$25,524,916		\$35,178,829	\$35,178,829		37.8%
Bowling Green Ind	\$4,383,624		\$5,046,318		15.1%	\$7,376,501	\$8,709,769		18.1%	\$11,760,126		\$13,756,087	\$11,760,126		\$13,756,087	\$13,756,087		17.0%
Washington	\$701,497		\$1,393,597		98.7%	\$3,746,069	\$4,880,812		30.3%	\$4,447,566		\$6,274,409	\$4,447,566		\$6,274,409	\$6,274,409		41.1%
Wayne	\$589,886		\$1,284,657		117.6%	\$5,606,098	\$8,500,129		51.6%	\$6,195,994		\$9,784,986	\$6,195,994		\$9,784,986	\$9,784,986		57.9%
Monticello Ind.	\$156,842		\$289,040		84.3%	\$1,725,783	\$2,717,586		57.5%	\$1,882,625		\$3,006,626	\$1,882,625		\$3,006,626	\$3,006,626		59.7%
Webster	\$1,033,632		\$1,941,376		87.8%	\$4,689,215	\$5,674,969		21.0%	\$5,722,847		\$7,616,345	\$5,722,847		\$7,616,345	\$7,616,345		33.1%
Providence Ind.	\$225,399		\$283,219		25.7%	\$1,210,649	\$1,860,226		53.7%	\$1,436,048		\$2,143,445	\$1,436,048		\$2,143,445	\$2,143,445		49.3%
Whitley	\$797,237		\$2,019,423		153.3%	\$8,679,267	\$13,915,709		60.3%	\$9,476,504		\$15,935,132	\$9,476,504		\$15,935,132	\$15,935,132		68.2%
Corbin	\$1,118,014		\$1,604,911		43.6%	\$4,096,352	\$5,625,681		37.3%	\$5,214,367		\$7,230,592	\$5,214,367		\$7,230,592	\$7,230,592		38.7%
Williamsburg Ind.	\$364,341		\$606,002		66.3%	\$2,084,041	\$2,965,877		42.3%	\$2,448,382		\$3,571,879	\$2,448,382		\$3,571,879	\$3,571,879		45.9%
Wolfe	\$241,551		\$465,769		92.8%	\$3,466,796	\$5,534,221		59.6%	\$3,708,347		\$5,999,990	\$3,708,347		\$5,999,990	\$5,999,990		61.8%
Woodford	\$2,705,772		\$5,362,798		96.2%	\$6,786,264	\$8,003,745		17.9%	\$9,492,036		\$13,366,543	\$9,492,036		\$13,366,543	\$13,366,543		40.8%
	\$484,474,510		\$681,583,553		40.7%	\$1,268,915,122	\$1,709,196,329		34.7%	\$1,753,389,632		\$2,390,779,882	\$1,753,389,632		\$2,390,779,882	\$2,390,779,882		36.4%

APPENDIX D

HIGHER EDUCATION AND KERA

Kentucky's eight higher education institutions continue to provide services to school districts and the profession through professional development, teacher and administrator preparation, as well as technology training and assistance. Several universities continue to receive funding from the Kentucky Department of Education for evaluation of specific KERA programs.

CURRENT UNIVERSITY RESEARCH TOPICS RELATED TO KERA

Eastern Kentucky University

- Teacher attitudes toward the ungraded primary
- Teacher attitudes toward corporal punishment in Kentucky schools
- Parent attitudes toward the ungraded primary
- Drug and alcohol abuse prevention

Kentucky State University

- Multi-discipline instruction for four-year-olds (1991-92)
- Professional development needs of local district personnel

Morehead State University

- Staff development needs regarding ungraded primary school
- Family/youth service centers and school health needs
- Incorporation of higher order thinking into math instruction
- Poetry and whole language instruction in the elementary school
- Teaching of writing

- Gender differences in using writing to learn in mathematics
- Action research projects in cooperation with the public schools

Murray State University

- Low, medium, and high ability students' attitudes toward school and academic achievement as they participate in ungraded instructional programs
- Action research regarding cooperative learning, teaching strategies, and mainstreaming exceptional children

Northern Kentucky University

- Implications of school reform for special education and teacher training
- The effects of a fitness curriculum on fitness behaviors in a local high school

University of Kentucky

- The relationship of teacher preparation to program quality and long-term child outcomes for four-year-olds in KERA preschool programs
- Assessment of KERA's effects on school finance, funding inequality, and cost effectiveness in rural and urban areas of Kentucky
- Study of teacher education program faculty regarding preparation of future teachers and the implications for KERA
- Parents as the key partners in the education of children
- Current public opinion of KERA
- Meeting KERA goals and outcomes through environmental education
- Valued outcomes for individuals in special education
- Status of Kentucky families and children

- Exploration and inculcation of cultural awareness within the primary school instructional program
- SEEK formula funding and revenue equalization
- Identifying mental health barriers to learning in KERA primary school programs
- Video-based networking for math teachers
- Family/youth service centers
- The role of media coverage in legislative decision-making and the passage of KERA
- Evaluation of extended school services
- Attitudes toward school-based decision making in central Kentucky
- Evaluation of the four-year-old program
- Parent, teacher, and principal involvement in school-based decision making
- The manner in which teachers implement the seven critical attributes of the primary program
- Cultural diversity
- The Kentucky Department of Education
- State-legislated restructuring
- Performance assessment
- Team working and at-risk students
- Systems change and services for children with emotional/behavioral disabilities
- Investigative elementary science
- K-4 mathematics
- Reform and the unions

University of Louisville

- Ungraded primary program
- performance-based assessment
- Research-based instruction
- School-based decision making
- Family/youth service center
- Multicultural education
- Technology

Western Kentucky University

- Teacher preparation regarding implementation of the ungraded primary school program
- Test data and at-risk students
- Family/youth service centers
- Chairing school-based decision making councils
- Site-based management
- Effective processes for a school to achieve threshold
- Restructuring reform regarding middle/high school curricula
- Kentucky beginning principal interns assessment of instructional leadership
- Evaluation of principal interns
- Engineering cooperation between practitioners and professors
- Teaching in high percentage at-risk school districts
- Initiation behavior and legislated restructuring
- Effective educational administrator preparation assessment programs
- Teachers and principals in relation to school governance
- Values and beliefs of future principals

- School counselors and family/youth service centers
- Using performance assessment to enhance learning opportunities for all students
- Integrating technology into teacher education
- Interdisciplinary thematic units for middle schools
- Using technology to develop creative thinking
- Interdisciplinary preparation of social work, psychology, and speech/communications disorders students for early intervention
- Preparing educators to assume roles in early intervention
- Restructuring primary gifted education
- Mathematics preparation of preservice elementary and middle school teachers
- Making connections in math and science
- Music education and KERA

University Faculty Teaching K-12 School Finance - 1993-94

Eastern Kentucky University
Ernest White

Morehead State University
John Duncan
Mariam Williams
William Moore

Murray State University
Garth Petrie

Northern Kentucky University
Taught by UK Faculty

University of Kentucky
Richard Donelan
James Rinehard

University of Louisville
Gloria Murray
Fred Lunenburg

Western Kentucky University
Robert Pickett
Jianliang Wang

APPENDIX E

HIGH SCHOOL RESTRUCTURING

OVERVIEW

In July 1992, the State Board for Elementary and Secondary Education (SBESE) asked the Kentucky Department of Education (KDE) to appoint and manage a High School Restructuring Task Force, composed of citizens and stakeholders, to recommend:

- new paradigms for restructured high school education so that the graduation rate is increased and all students make a successful transition to work, military service, or post-secondary education; and
- minimum requirements for high school graduation in light of expected outcomes for students and schools.

In August 1992, Dr. Thomas Boysen appointed a Task Force of 36 persons to review the structure of high school education in Kentucky. The charge to this Task Force was twofold: re-examine Kentucky high school graduation requirements to determine their alignment with education reform's 75 learner outcomes, and suggest alternative ways of structuring and organizing high school education. The leadership for this project was provided by Dr. John Thompson, KDE Chief of Staff, and Gary Pack, Kentucky Distinguished Educator. In addition to the 36 persons appointed to the Task Force, other professional educators and KDE staff were assigned to provide assistance for this project as needed. The Task Force met from August 1992 through June 1993. The Task Force was divided into three subcommittees: Restructuring,

chaired by Marilyn Hohmann; Student Motivation and Support, chaired by Tim Moore; and Graduation Requirements, chaired by Gary Dodd. These subcommittees were charged to examine the following issues:

High School Graduation Requirements:

1. What relationship do the current minimum graduation requirements have to the expected student and school outcomes (KRS 158.6451) and to the 12th grade assessment and vice versa?
2. What does a high school diploma actually mean as a result of the valued outcomes? What should students know and be able to do? How do we verify it?
3. Are there alternative methods of demonstrating mastery that reduce the student dropout rate and increase the graduation rate?
4. What alternatives to Carnegie Units exist for organizing high school time graduation requirements? What has been the experience of other states and countries?
5. Should the Carnegie Unit structure be retained as the basic unit for organizing the use of time and graduation credit? If not, what should replace the Carnegie Unit structure?
6. If schools are permitted by a waiver to use alternative graduation requirements, what approval process should be employed?

7. How would new graduation requirements affect the college admission and placement process?
8. What is the optimum sequence and time schedule to implement changes in high school graduation requirements?
9. What can we learn from the exit criteria for the Primary School Program as a model for exit criteria for the secondary school program?

Student Motivation and Support:

1. What is the role of parents in the restructuring of the high schools? How can parent involvement and support be encouraged and expanded?
2. What are the physical and mental health and safety impediments to learning that must be reduced in order to ensure that all students will be successful in school?
3. What strategies are effective in promoting sex equity in academic achievement?
4. What is the role of the community in high school reform? How can the high schools improve community support and involve the community in school programs? What is the role of the student in the community?

5. How will educators' skills and roles change in order to meet the needs of students? What teaching and learning methods are best at improving student motivation and reducing student dropouts?
6. What will be the role of the counselor in high school reform? What counseling activities are most effective at improving student motivation?
7. How can the concept of continuous progress toward graduation requirements increase student motivation?
8. What is the role of students in designing their own education?

Restructuring:

1. What should be the organizational structure of the high school? What models of school organization have been proven to be effective in increasing students successful transition to work, the military, and/or post-secondary education and in reducing student dropouts?
2. What should be the role of school-based decision making in restructuring? How do we make the council work in the high school?
3. What will be the changing role of professional development in a restructured high school?

4. To what degree have school change models been implemented in the high schools in Kentucky? How can we best replicate these models in other schools?
5. What are the financial implications of restructuring?
6. How can collaborative work among teachers be encouraged?

Transitions to Work, Military, and Post-Secondary Education:

All committees will consider the report of the 1992 Transition to Work, Military and Post-secondary Education Task Force.

As these subcommittees met to deal with these issues, the KDE staff conducted 11 regional hearings during October 1992, to receive input from the general public on high school restructuring. These hearings attracted approximately 800 persons. The information from this public comment was given to the Task Force for their review and possible inclusion.

The Task Force prepared a preliminary document in February 1993. This document was disseminated to high schools across the state for review. KDE staff next held 17 regional hearings during March and April 1993, for public comment on this draft. These meetings were attended by approximately 2,300 persons. The comments from these hearings were then reviewed by the Task Force and a final draft was prepared in June 1993. This draft was presented to the SBESE in July 1993.

The Task Force recommended five major components for high school graduation. They are as follows:

1. *Individual Graduation Plan.* Prior to entering high school, with the guidance of parents and appropriate school personnel, each student shall develop an Individual Graduation Plan that documents an academic program for achieving the 6 KERA Learning Goals and the 75 Learner Outcomes. Every school council/district will adopt policies for ensuring that academic programs of study based upon 6 KERA Learning Goals and 75 Learner Outcomes will be available to each student for his/her Individual Graduation Plan. As part of the plan, students shall indicate a specific program that enables them to complete high school and be eligible for each of the following: college, vocational/technical school, the work force (or home as a workplace), and the military or community service.

The plan will include specific academic courses, requirements for the Integrated Academic Portfolio, projected school sponsored or approved activities, and provisions for including the student-initiated culminating project. The academic program of study may include familiar course designations (English, Mathematics, Science, Social Studies, etc.) or new and broadly integrated designs such as: Inquiry and Expression; Ethics, Logic, and Creativity; Computation, Statistics, and Data Use; or Secondary Math I, II, III, IV. Service learning activities should be project oriented and student centered and infused into all curriculum areas. Districts will adopt standards to determine levels of student proficiency.

A copy of the plan shall be kept on file at the school and shall be subject to changes as the student's goals and interests change. The plan, and any changes incorporated therein, must be reviewed annually and approved by the student, the student's parent/guardian and the school official designated by council policy.

School Councils/Districts will develop strategies for accommodating students with profound learning disabilities. Individual Graduation Plans shall honor student differences and specialness without lowering standards.

2. *Integrated Academic Portfolio.* The student shall maintain a required Integrated Academic Portfolio for the years he/she is enrolled in high school. Work contained in this portfolio will demonstrate the 6 KERA Learning Goals and the 75 Learner Outcomes. The portfolio shall be submitted by the student to the appropriate teacher or educator panel determined by each school council/district. This means a student would assemble a single portfolio from all courses and experiences throughout high school. Evidence for the KIRIS portfolio assessments can be drawn from the Integrated Academic Portfolio.

The Academic Portfolio includes a table of contents, a letter to the reader; a transcript; a resume; appropriate test data (such as ACT, SAT, etc.); KIRIS assessment results; recommendations from educators and employers; certificates and awards; print and non-print examples of performance, demonstrations and/or exhibitions; documentation of satisfactory participation in school sponsored and approved activities and the culminating project.

3. *Student-initiated Culminating Project and Panel Presentation.* During the review process of the Individual Graduation Plan, prior to the anticipated final year of high school, the student shall design a significant culminating project. The Culminating Project will include a major written component supported by appropriate documentation, references and research; and an oral or visual performance, demonstration, exhibition or presentation. School councils/districts will establish a process for approving the Culminating Project and timeline, determining the criteria for success of the Project, and designing the procedures for selecting the panel. In addition to submitting the written component of the project to their panel, the student shall perform, exhibit, demonstrate or present the project to his/her panel. Assessment by the panel of the written and performance-based components of the Culminating Project will be based on criteria established by the school council/district. Documentation of successful completion of the project shall be submitted by the student as part of the final review of his/her Individual Graduation Plan.

4. *Required School Sponsored and Approved Activities.* The student shall actively participate in at least one school sponsored or approved activity during each year he/she is enrolled in high school. School sponsored and approved activities must be designated as such by the school council and/or the district board of education. School councils/districts should be given the freedom to determine the range of opportunities available in each school, the possibility of using out-of-school sites to fulfill this requirement, and the procedure for awarding credit for completion of this component. Documentation of satisfactory participation shall be verified by the appropriate sponsor and submitted by the student as part of the final review of his/her Individual Graduation Plan.

In addition, during the years he/she is enrolled in high school, the student shall actively participate in any two of the following activities:

- service learning--meaningful activity that benefits the community;
- school service--a meaningful activity that benefits the school, school personnel and/or other learners;
- work-based learning--a work program, internship or simulation with predetermined learning goals, at an approved place of employment and in compliance with applicable youth employment laws; and
- student-initiated enrichment--a personally enriching activity or experience that complements the student's graduation plan.

The student may engage in these activities independently or with other students. Guidelines for acceptable activities and policies related to overlapping activities shall be developed by the school council/district. Choice of activities shall be included in the graduation plan and be approved by the student's parent/guardian and by the school official designated by council policy. Documentation of successful participation in two approved activities shall be submitted by the student as part of the final review of the student's Individual Graduation Plan.

5. *Exit Review.* The components required for high school graduation will be verified by the school official designated by council policy. The verification

will document student achievement of the 6 KERA Learning Goals and the 75 Learner Outcomes.

The 12th grade KIRIS assessments shall be administered and student scores returned to individual schools in sufficient time that students can include the results as a required component of their Integrated Academic Portfolio. Students shall seriously and responsibly complete the KIRIS assessments with the expectation of meeting Learning Goal #4.

The KDE shall develop by 1999 a plan to ensure reliability and validity of the KIRIS assessments for the measure of individual student progress and accountability.

Expectations. The school council/district will develop policies and procedures to individualize the graduation requirements for students who have transferred to the school district, changed schools inside a district, been placed on homebound instruction for medical reasons, or who have special needs or extenuating circumstances.

This process was carried out in response to the legislative mandate contained in KRS 156.160 (1)(c) "The minimum requirements for high school graduation. Prior to the beginning of the 1994-1995 school year, the State Board for Elementary and Secondary Education shall review graduation requirements in light of the expected outcomes for students and schools set fourth in KRS 138.6451(4)."

PROGRAM IMPLEMENTATION

The Task Force recommended the following timeline for implementation of changes for high school graduation requirements:

Summer 1993 The KDE develops criteria for Model sites to pilot Performance-Based Graduation Requirements and issues RFP to high schools.

1993-1994 The KDE receives proposals for Model sites and makes awards. Funding provided. Critical friends network established between all Kentucky high schools (see model sites recommendation).

1994-1995 First Year for piloting Model sites. Results to be disseminated to all schools. Second year model sites funded. Kentucky colleges and universities work with Model sites to pilot use of new graduation requirements as admissions evidence.

1995-1996 Second Year for piloting Model sites. Results to be disseminated to all schools.

1996-1997 SBESE considers Model sites Results and develops guidelines for new graduation requirements by February in collaboration with the KDE and the Council on Higher Education.

<u>April 1997</u>	Eighth Graders develop Individual Graduation Plans based on new guidelines.
<u>1997-1998</u>	First class enters high school under new graduation requirements.
<u>2001</u>	First class completes high school under new graduation requirements (assuming four-year timeline).

Item one has been completed and item two is in the process, with proposals due to the KDE on October 22, 1993.

The KDE has contracted with the Gheens Center in Jefferson County to manage the program. The center conducted eight regional institutes during July and August 1993, to prepare schools to deal with restructuring.

RECOMMENDATIONS

The timeline presented should be adhered to, in that it provides opportunity for testing what will and will not work. The work of this Task Force has shown the need for a division of secondary education at the KDE which could serve as a clearinghouse for all matters dealing with high schools.

Further, it should be noted that there are several areas that surfaced in the regional hearings that are not addressed in the report. Student mobility is a concern of many districts in a state bordered by seven other states. The final product should contain universal features, so that it accommodates all students.

This product should recognize that students bring a wide background of values to the high school setting and that these must be acknowledged. As high schools expand, they need to open lines of communication to address this need. Further, the resultant new graduation requirements should reflect their research base to establish the quality of each requirement.

APPENDIX F

OEA EDUCATION HOTLINE

The Office of Education Accountability (OEA) maintains two toll-free Education Hotlines to receive public comment and suggestions from teachers, parents, administrators, and citizens. Staff are also available to answer questions regarding the Kentucky Education Reform Act (KERA) and/or refer individuals to the appropriate contact in the Kentucky Department of Education or other appropriate agency. The second hotline was added in the spring of 1992, to allow for greater accessibility to the OEA's services.

Since the creation of the office the hotline has taken 1,975 calls, with a total of 843 since January 1, 1993. Statistics indicate that the majority of calls taken are from Eastern Kentucky. With the public becoming more interested in the changes involving the education system of our state, there is a great demand for KERA information including copies of the Citizen's Handbook, OEA's Annual Report, and KERA videos.

The staff person receiving hotline calls must possess extensive knowledge in all areas of KERA to answer questions and determine whether or not the concern should be addressed by local officials, the KDE, other state agencies, or by the OEA. Many times, habitual callers rely on the expertise of staff for direction and advice in resolving their concerns. Also, OEA staff provide an avenue for individuals to be heard and will spend any amount of time needed in order to assure the caller that his or her concern has not "fallen on deaf ears."

If possible, the hotline staff will try to identify the school district, name of the school, position and name of caller, along with specific information relevant

to the complaint and the names of all parties involved. A majority of the callers choose to remain anonymous; however, staff stresses that OEA will protect their information with strict confidentiality if they do choose to release their identity. If staff is unable to answer questions presented, the caller is referred to the appropriate agency and given a specific name and number.

When the problem is a local district issue, the caller is advised on what steps need to be taken to resolve the matter; i.e., working with the teacher, principal, administrator, superintendent, or board member.

When the issue involves wrongdoing at the state or district level, the caller is advised to place their concerns in writing to OEA for review and resolution. Staff indicates to the caller that upon review of the written information provided, Dr. Sanders decides if and what action to take in resolving the concerns. If the person chooses to release their identity, then OEA continually corresponds with that individual to advise them of the disposition of their concern. Many times when the information provided is anonymous, the only means of continuing communication is via the hotline.

Since January 1, 1993, seven investigative cases within OEA have developed from information reported via the hotline and then followed up with written documentation. Some of the irregularities reported were nepotism, school-based decision making, special education, bidding procedures, governance issues, conflicts of interest of board members, mishandling of funds, overstaffing at the district level, inadequacy of educational programs, and various problems involving local district policies.

The OEA, when assisted by public comment, suggestions and concerns via the Education Hotline and through maintaining a high degree of confidentiality, is able to monitor change across the Commonwealth.

APPENDIX G

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