

# KANSAS LEGISLATIVE RESEARCH DEPARTMENT

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January 23, 2015

**To:** House Committee on Appropriations  
**From:** Sharon Wenger, Principal Analyst  
**Re:** At-Risk Programming in Kansas School Districts

At a recent House Appropriations Committee meeting, there were several questions related to at-risk programming in Kansas school districts. Please find responses to those questions below and on the attachments.

Attached is a document titled *Kansas At-Risk Pupil Assistance Program* containing guidelines for the current school year. The document describes the definition of an at-risk student, the types of services provided to at-risk students, and eligible uses of at-risk funding.

A copy of the current school year's income eligibility guidelines for child nutrition programs (free and reduced price eligibility) is attached. To be eligible for the free lunch program, a family of four must have an annual income of less than \$31,005.

A copy of Kansas law (KSA 2014 Supp. 72-6414a) describing authorized uses of at-risk funding is attached. This law requires each school district to submit a report to the State Board of Education annually. In February 2014, Kansas Legislative Research Department staff compiled copies of a selected group of school districts' annual reports. Because this report is quite large, it has not been attached. Instead, attached are two examples of districts' reports. If more detailed information is required, please feel free to let me know.

Related to the question regarding the costs of educating at-risk students, attached are several pages from the *Cost Study Analysis Estimating the Costs of K-12 Education Using Two Approaches* completed by Legislative Post Audit in January 2006. Although the audit was conducted several years ago, the information related to the costs associated with serving at-risk students and the programs Kansas school districts use to provide those services continues to be informative. I will continue to look for research in the area of costs associated with at-risk programming in public schools and will provide research as it is located.

The 2012 Legislature passed a law (2012 SB 155) making changes to the school finance formula related to at-risk students. If a student submits an application for free meals under the National School Lunch Act, and it is later determined the student should not have been eligible, the school district or the State Department of Education must notify the State Board. After the notification, the State Board must recompute the general fund budget of the school district based upon the adjusted enrollment, excluding the at-risk student. The amount of state aid to the affected district is adjusted accordingly.

In addition, if a student became ineligible to receive free meals under the National School Lunch Act for failure to submit, in a timely manner, documentation necessary for verification of eligibility, the district has until January 14 of the school year to submit the student's required documentation and avoid exclusion from the district's at-risk student count.

Finally, the table below shows the numbers of students served in at-risk programs statewide over the past several years. This information was obtained from the Kansas Department of Education.

**Statewide Number of Students Served in At-Risk Programs**

| <b>School Year</b> | <b>Number of Students Served</b> |
|--------------------|----------------------------------|
| 2009-2010          | 193,200                          |
| 2010-2011          | 199,757                          |
| 2011-2012          | 205,245                          |
| 2012-2013          | 211,540                          |
| 2013-2014          | 202,417                          |

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Enclosures

**FOR SPONSOR USE ONLY**  
**Child Nutrition Program Benefits**  
**INCOME ELIGIBILITY GUIDELINES**  
**School Year 2014-2015**

**IMPORTANT:** If the household reports the same frequency for each source of income, total the income and refer to the column for the applicable income frequency.  
 If the household reports multiple income frequencies, annualize all income using the following conversion factors, total the income and refer to the "Annual" column.  
 Annual Income Conversion Factors: Monthly x 12 Twice Per Month x 24 Every Two Weeks x 26 Weekly x 52

**To receive Child Nutrition Program benefits, a household must have gross income that does not exceed the amount shown for each income frequency.**

| Household Size     | FREE    |         |                 |                 |        | REDUCED PRICE |         |                 |                 |        | Household Size     |
|--------------------|---------|---------|-----------------|-----------------|--------|---------------|---------|-----------------|-----------------|--------|--------------------|
|                    | Annual  | Monthly | Twice Per Month | Every Two Weeks | Weekly | Annual        | Monthly | Twice Per Month | Every Two Weeks | Weekly |                    |
|                    | (1200)* | (100)*  | (50)*           | (46)*           | (23)*  | (1200)*       | (100)*  | (50)*           | (46)*           | (23)*  |                    |
| 1                  | 15,171  | 1,265   | 633             | 584             | 292    | 21,590        | 1,800   | 900             | 831             | 416    | 1                  |
| 2                  | 20,449  | 1,705   | 853             | 787             | 394    | 29,101        | 2,426   | 1,213           | 1,120           | 560    | 2                  |
| 3                  | 25,727  | 2,144   | 1,072           | 990             | 495    | 36,612        | 3,051   | 1,526           | 1,409           | 705    | 3                  |
| 4                  | 31,005  | 2,584   | 1,292           | 1,193           | 597    | 44,123        | 3,677   | 1,839           | 1,698           | 849    | 4                  |
| 5                  | 36,283  | 3,024   | 1,512           | 1,396           | 698    | 51,634        | 4,303   | 2,152           | 1,986           | 993    | 5                  |
| 6                  | 41,561  | 3,464   | 1,732           | 1,599           | 800    | 59,145        | 4,929   | 2,465           | 2,275           | 1,138  | 6                  |
| 7                  | 46,839  | 3,904   | 1,952           | 1,802           | 901    | 66,656        | 5,555   | 2,778           | 2,564           | 1,282  | 7                  |
| 8                  | 52,117  | 4,344   | 2,172           | 2,005           | 1,003  | 74,167        | 6,181   | 3,091           | 2,853           | 1,427  | 8                  |
| 9                  | 57,395  | 4,784   | 2,392           | 2,208           | 1,105  | 81,678        | 6,807   | 3,404           | 3,142           | 1,572  | 9                  |
| 10                 | 62,673  | 5,224   | 2,612           | 2,411           | 1,207  | 89,189        | 7,433   | 3,717           | 3,431           | 1,717  | 10                 |
| Each add'l. person | 5,278   | 440     | 220             | 203             | 102    | 7,511         | 626     | 313             | 289             | 145    | Each add'l. person |

\*Error Prone Income Levels – when income is within the indicated margin of the amount shown for the income frequency

# Kansas At-Risk Pupil Assistance Program

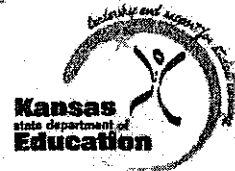
## Guidelines 2014-15

KANSAS STATE DEPARTMENT OF EDUCATION | [www.ksde.org](http://www.ksde.org)

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**1. What is the purpose of the Kansas At-Risk Pupil Assistance program?**

The purpose of the Kansas At-Risk Program is to provide at-risk students with additional educational opportunities and instructional services to assist in closing the achievement gap.

**2. What does the term "additional educational opportunities" mean?**

The intent of the At-Risk Pupil Assistance Program is to provide "additional educational opportunities" which are educational services offered to at-risk students that are above and beyond what is offered to all students.

**3. Does an at-risk student have to be a free-lunch student?**

No, free lunch applications determine the funding while academic needs determine who is identified and served.

**4. What is the definition of an at-risk student and what criteria identify an at-risk student?**

At-risk students can be defined by one or more criteria. Predominantly, a student who is not working on grade level in either reading or mathematics is the major criteria used.

***An at-risk student is one who meets one or more of the following criteria:***

- Is not working on grade level. (i.e. reading and/or mathematics)
- Is not meeting the requirements necessary for promotion to the next grade; is failing subjects or courses of study
- Is not meeting the requirements necessary for graduation from high school. (e.g., potential dropout)
- Has insufficient mastery of skills or is not meeting state standards (e.g., is below "meeting standards" on state assessments)
- Has been retained
- Has a high rate of absenteeism
- Has repeated suspensions or expulsions from school
- Is homeless and/or migrant
- Is identified as an English Language Learner

***\* Students are often at-risk as a result of the following situations:***

- |   |  |
|---|--|
| • Low attachment to or involvement with school                | • Has a drug or alcohol problem              |
| • Continual or persistently inappropriate behavior            | • Is pregnant or is a parent or both         |
| • Repeated discipline infractions                             | • Participates in gang or gang-like activity |
| • A high rate of transition or mobility                       | • Is adjudicated as a juvenile offender      |
| • Living in an environment of poverty                         | • Is a "child in need of care" (CINC)        |
| • Living in an environment of limited educational achievement |  |

**5. May students identified for special education services receive at-risk services?**

Yes, students with disabilities may be served by the at-risk funds if the services are not the same area of service being provided by special education funds as identified on the student's IEP. For example, a student with a disability receiving special education instructional support in the area of reading could receive at-risk instructional support in the area of mathematics, but not in reading.

**6. What are districts to use to identify at-risk students?**

Districts are to use some form of diagnostic assessment and/or evidence-based educational criteria to identify students who are at-risk to determine their needs and to guide their instructional interventions.

**7. What assessments or data can be used to identify at-risk students?**

Some examples of data and assessments that can be used to select and serve at-risk students include:

- a. Records of academic performance demonstrating a lack of growth
- b. State assessment results
- c. Local assessments
- d. Performance based assessments
- e. Norm referenced assessments
- f. Screening assessments
- g. Diagnostic assessments such as:
  - Qualitative Reading Inventory
  - Degrees of Reading Power
  - Gates MacGinitie

**8. What are some examples of how at-risk services can be delivered?**

The primary means of providing additional services that are above and beyond what is offered to all students primarily includes additional time or additional staff hired specifically to work with identified at-risk students. Some examples of appropriate delivery services include:

- |                  |                                 |
|------------------|---------------------------------|
| a. Extended year | e. Extra support within a class |
| b. Before school | f. Tutorial assistance          |
| c. After school  | g. Class within a class         |
| d. Summer school |                                 |

**9. May alternative, virtual and charter schools be funded with at-risk funds?**

Yes, alternative, virtual and charter schools can use at-risk funding to provide educational services to identified at-risk students.

**10. How is funding for at-risk programs determined?**

The method used to identify at-risk students in order to access funds relies on the "free lunch" status associated with the National School Lunch Act. Only those students approved for free meals on the official enrollment count date (September 20) generate at-risk funding.

(continued)

**How is funding for at-risk programs determined? (continued)**

The following formula provides the basis for a Local Educational Agency (LEA) to calculate its at-risk funding:

| 1<br>Number of<br>Free Meal<br>Students | 2<br>At-Risk<br>Weighted<br>Amount<br>(round to<br>nearest 0.1) | 3<br>Weighted<br>FTE | 4<br>General State<br>Aid Per Pupil<br>Amount | 5<br>Estimated<br>State At-Risk<br>Funding | 6<br>2.2%<br>Set Aside | 7<br>2.2% Set Aside<br>for K-3 Reading<br>Activities |
|---|---|----------------------|---|--|------------------------|--|
| X                                       | 0.456   | =                    | X   | 3,852                                      | =                      | 0.022  |

**11. How is the required set aside for helping students' master reading by the end of 3<sup>rd</sup> grade determined?**

The K-3 reading set aside is determined by multiplying the "Estimated State At-Risk Funding" (in column 5) by 0.022. This is calculated on the weighted at-risk funding. It does not include the high-density at-risk funding or the non-proficient at-risk funding.

**12. Are districts required to spend a portion of their at-risk funds on K-3<sup>rd</sup> grade reading instruction?**

Yes, districts are required to spend 2.2% of the at-risk funds generated by the free lunch count to support early reading instruction. Funds may be used for the following:

- Hiring of instructional staff to support reading in K-3<sup>rd</sup> grade
- Supplies and materials to support reading in K-3<sup>rd</sup> grade
- Hiring literacy coach

**13. May the at-risk funds be used to fund a literacy or mathematics coach for K-12?**

Yes, the at-risk funds may be used to hire literacy and mathematics coaches who work with teachers of at-risk students in grades K-12.

**14. How may at-risk funds be used to support direct instruction?**

Funds used to support direct instructional services provided to at-risk students includes the hiring of teachers or paraprofessionals (who are appropriately supervised by licensed staff) to offer additional services to at-risk students.

**15. May at-risk funds be used to support administrative salaries?**

In general, at-risk funds cannot be used to support administrative salaries unless the administrator is providing direct instructional services and/or support services to identified at-risk students beyond their regular contract duties. However, if an administrator is fully employed to serve a school that has 100% of its students identified as at-risk based on the at-risk criteria in question #4, at-risk funds can be used to support the administrator's salary. An alternative school is an example in which this situation might apply.

**16. May at-risk funds be used to support classroom teacher salaries?**

At-risk funds can be used to support classroom teacher salaries to the proportional percent of identified at-risk students. For example, if 90% of the students in a building are identified as at-risk according to the definition and criteria in Question #4 (not free lunch), 90% of the teacher salaries in that building can be allocated from the at-risk funds.

**17. May at-risk funds be used to support counselors or translators salaries?**

At-risk funds can be used to support counselors or translator's salaries if they are providing direct instructional services and/or support services to identified students. The support services provided should directly impact the reason(s) for which the student was identified as at-risk (i.e., Question #4: not working on grade level, not meeting the requirements necessary for promotion to the next grade and so forth).

**18. May at-risk funds be used to support resource officer's salaries?**

At-risk funds cannot be used to support resource officer's salaries.

**19. May at-risk funds be used to support clerical staff salaries?**

If clerical staff are fully employed to serve a school that has 100% of its students identified as at-risk according to the criteria in question #4, at-risk funds can be used to support that person's salary. An alternative school is an example of a school that might meet the 100%.

**20. May funds be used to support professional development activities?**

No, at-risk funds must be spent on additional educational opportunities and instructional services to assist in closing the achievement gap of at-risk students. At-risk funds, however, may pay the salaries of mathematics and/or literacy coaches who work with teachers of at-risk students.

**21. May at-risk funds be used to purchase equipment?**

At-risk funds can be used to purchase equipment that will be used to support at-risk student learning; however, those purchases should be limited to 25% of the total at-risk allocation.

**22. May at-risk funds be used for all day kindergarten?**

Yes, however, only the proportion of time that is extended beyond the typical half-day may be paid with at-risk funds.

**23. Which students may participate in portion of kindergarten paid with at-risk funds?**

Any kindergarten student may attend the portion of kindergarten paid with at-risk funds. These students do not have to meet the at-risk criteria.

**24. May at-risk funds be spent on transportation?**

Yes, funds may only pay for transportation for at-risk students attending after school programs, extended school or summer school.

**25. What student records must be kept for the at-risk program?**

Annual records must be kept at the district on the following:

- List of students served
- Selection criteria including name of assessment and/or evidence-based educational criteria

**26. What information on at-risk must districts report at the end of each school year?**

According to the school finance law, districts must report annually the following information:

- The number of at-risk pupils served or provided assistance
- The number of non-proficient students served or provided assistance
- The type of service(s) provided
- The research (e.g., student assessment data) upon which the district relied in determining the need for the service or assistance existed
- The results (e.g., student impact data) of the service(s) or assistance provided
- Any other information required by the State Board

- 27. May the "non-proficient funds" be spent in the same manner as the regular at-risk funds (free lunch weighting)?**

Yes, the "non-proficient funds" may be spent in the same way as the at-risk funds except the cost of kindergarten may not be paid with the non-proficient funds.

- 28. May the "high density at-risk funds" be spent in the same manner as the regular at-risk funds (free lunch count)?**

Yes, the "high density at-risk funds" may be spent in the same way as the at-risk funds except the cost of kindergarten may not be paid with the high density at-risk funds.

- 29. How is the high density at-risk funding determined?**

*(KSDE's School Finance office will help calculate this.)*

The high density at-risk considers the percent of free meals and applies different percentage points:

- Districts with 50 percent or more free meal students receive an additional weighting of 0.105.
- Districts with a density of 212.1 students per square mile and a free lunch rate of 35.1 percent and above receive an additional weighting of 0.105.
- Districts with more than 35 percent free meals and less than 50 percent free meals will calculate their weighting factor by subtracting 35 percent from their own free lunch percentage and multiplying the difference by 0.7.

###



## 2014 Kansas Statutes

**72-6414a. At-risk education fund; uses of money, unencumbered balance in fund; reports to the state board.** (a) There is hereby established in every district a fund which shall be called the at-risk education fund, which fund shall consist of all moneys deposited therein or transferred thereto according to law. The expenses of a district directly attributable to providing at-risk assistance or programs, including assistance or programs provided to nonproficient pupils, shall be paid from the at-risk education fund.

(b) Any balance remaining in the at-risk education fund at the end of the budget year shall be carried forward into the at-risk education fund for succeeding budget years. Such fund shall not be subject to the provisions of K.S.A. 79-2925 through 79-2937, and amendments thereto. In preparing the budget of such school district, the amounts credited to and the amount on hand in the at-risk education fund, and the amount expended therefrom shall be included in the annual budget for the information of the residents of the school district. Interest earned on the investment of moneys in any such fund shall be credited to that fund.

Any unencumbered balance of moneys remaining in the at-risk education fund of a school district on June 30 of the current school year, may be expended in the school year that immediately succeeds such date by the school district for general operating expenses of the school district as approved by the board of education.

(c) Each year the board of education of each school district shall prepare and submit to the state board a report on the at-risk program or assistance provided by the district. Such report shall include information specifying the number of at-risk pupils and nonproficient pupils who were served or provided assistance, the type of service provided, the research upon which the district relied in determining that a need for service or assistance existed, the results of providing such service or assistance and any other information required by the state board.

(d) In order to achieve uniform reporting of the number of at-risk pupils and nonproficient pupils provided service or assistance by school districts in at-risk programs, districts shall report the number of at-risk pupils and nonproficient pupils served or assisted in the manner required by the state board.

**History:** L. 2005, ch. 152, § 18; L. 2006, ch. 197, § 15; L. 2011, ch. 107, § 6; L. 2012, ch. 155, § 7; L. 2013, ch. 121, § 6; July 1.

# LCP Annual Report



## State At-Risk

District: D0233 - Olathe School Year: 2012-2013 Status: Approved

As a result of legislative reporting requirements, all districts receiving state At-Risk funds must complete this section of the Local Consolidated Plan Annual Report.

8891

1. Provide the unduplicated number of students who met the state's at-risk criteria and were, therefore, eligible for services funded with State At-Risk dollars. Do not provide the free lunch count but rather the number of students who met the following criteria:

An at-risk student is one who meets one or more of the following criteria:

- \* Is not working on grade level (i.e., reading and/or mathematics)
- \* Is not meeting the requirements necessary for promotion to the next grade; is failing subjects or courses of study
- \* Is not meeting the requirements necessary for graduation from high school (e.g., potential dropout)
- \* Has been retained
- \* Has a high rate of absenteeism
- \* Has repeated suspensions or expulsions from school
- \* Is homeless and/or migrant
- \* Is identified as an English Language Learner
- \* Is non-proficient on State assessments

2. How many of the identified students in question #1 were served with State At-Risk funds?

8891

### Submitter Comments:

At-risk services were focused on district priorities: English Language Learners; K-3 reading; students needing extra support in reading and math (smaller class sizes to implement MTSS interventions, after school and summer school programs, middle and high school READ 180 teachers) to achieve at expected performance levels; and alternative education programs. These programs all address needs of targeted students identified using the at-risk identification criteria. Program evaluations show gains in achievement that appear to be tied to the instructional focus provided by the at-risk programs.

### KSDE Comments:

# LCP Application

## State At-Risk

District: D0233 - Olathe - School Year: 2012-2013 - Cycle: 2 - Approved

Enter the number of At-Risk students:

| 1<br>Number of<br>Free<br>Lunch<br>Students |   | 2<br>At-Risk<br>Weighted<br>Amount |   | 3<br>Weighted<br>FTE |   | 4<br>General<br>State Aid<br>Per Pupil<br>Amount |   | 5<br>Total<br>Estimated<br>State At-Risk<br>Funding |   | 6<br>2.2%<br>Set Aside |   | 7<br>2.2%<br>Set Aside for<br>K-3 Reading<br>Activities |
|---|---|------------------------------------|---|----------------------|---|--|---|---|---|------------------------|---|---|
| 5570  | X | 0.456                              | = | 2539.9               | X | \$3,838  | = | \$9,748,136   | X | 0.022                  | = | \$214,459   |

|                          | 1000 Instrcn | 2100 Supt<br>Svcs<br>Students | 2200 Supt<br>Svcs Staff | 2300 Supt<br>Svcs Gen<br>Adm | 2400 Supt<br>Svcs Schl<br>Adm | 2500 Oprn<br>Build Svcs | 2700 Vehicle<br>Oprtn Svcs | 3100 Food<br>Svcs Oprtn | Total       |
|--------------------------|--------------|-------------------------------|-------------------------|------------------------------|-------------------------------|-------------------------|----------------------------|-------------------------|-------------|
| 100 Salaries             | \$7,344,950  | \$86,100                      | \$0                     |                              | \$75,350                      | \$0                     | \$0                        | \$0                     | \$7,506,400 |
| 200 Employee Benefits    | \$1,349,836  | \$2,850                       | \$0                     |                              | \$19,850                      | \$0                     | \$0                        | \$0                     | \$1,372,636 |
| 300 Purchased Services   | \$680,200    | \$0                           | \$0                     |                              | \$0                           | \$0                     | \$0                        | \$0                     | \$680,200   |
| 400 Purchased Property   | \$0          | \$0                           | \$0                     |                              | \$0                           | \$1,000                 | \$0                        | \$0                     | \$1,000     |
| 500 Other Purch Services | \$9,750      | \$0                           | \$0                     |                              | \$0                           | \$0                     | \$15,450                   | \$0                     | \$25,200    |
| 600 Supplies / Materials | \$88,000     | \$44,700                      | \$0                     |                              | \$0                           | \$16,500                | \$0                        | \$0                     | \$147,200   |
| 700 Property             | \$15,500     | \$0                           | \$0                     |                              | \$0                           | \$0                     | \$0                        | \$0                     | \$15,500    |
| 800 Other                | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                     | \$0                        | \$0                     | \$0         |
| Total                    | \$9,486,336  | \$133,650                     | \$0                     |                              | \$95,200                      | \$17,500                | \$15,450                   | \$0                     | \$9,748,136 |

### Directions for Required Set Aside for K-3 Reading Activities

Section 72-6414 of the At-Risk Legislation requires districts to expend 2.2% of their At-Risk funding on achieving mastery of basic reading skills by the completion of the third grade.

Designate the amount of Set Aside funds from Column 7 in the funding formula grid for:

|           |   |
|-----------|---|
| \$170,759 | a. Hiring of instructional staff to support reading in the primary grades (K-3)                     |
| \$43,700  | b. Supplies and materials to support reading in the primary grades (K-3)                            |
| \$214,459 | c. Total Set Aside funds (should be equal to or greater than column 7 in the Funding Formula table) |

**FTEs Paid with State At-Risk Funds**

|                              |               |
|------------------------------|---------------|
| Administrators               | 1.00          |
| Guidance/Counseling          | 4.00          |
| Literacy/Mathematics Coaches | 0.00          |
| Paraprofessionals            | 9.00          |
| Pupil Transportation         | 0.00          |
| Teachers                     | 129.00        |
| Translators                  | 0.00          |
| <b>Total FTEs:</b>           | <b>143.00</b> |

**Content Areas**

- ☒ ESOL/Bilingual      ☒ Mathematics      ☒ Science  
☒ Language Arts      ☒ Reading      ☒ Other (Please explain)

If other, please explain:

Social Studies and PE/Health at alternative education sites

**Delivery Systems**

- ☒ Additional 1/2 Day Kindergarten      ☒ During School Day      ☒ Summer School      ☐ Weekends  
☒ Before / After School      ☐ Extended Year      ☒ Support Services Staff (i.e., Counselor)

How much, if any, of the At-Risk funds generated by the free lunch count are for the portion of kindergarten that is not paid by the state?

\$1,050,000

School District Comments:

Support services in columns 2400, 2600 and 2700 and 1000/700 property line provide funds for alternative education sites.

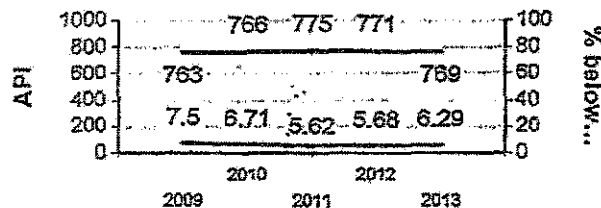
Funds in the 1000/300 line for contracted services support alternative education programs such as the Help Clinic and Credit Recovery.

Mileage expense reimbursement for the homebound teacher and transportation costs for alternative education programs are in line 500.

KSDE Comments:

### Achievement Results

#### 2013 Reading Achievement Results



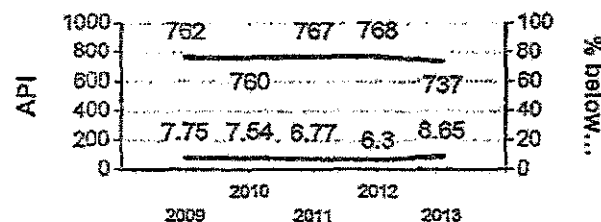
#### READING:

2013 AMO = 776  
2013 API = 769  
2012-2013  
Improvement = -2

#### Reading:

Median  
District  
Growth  
Percentile

#### 2013 Math Achievement Results



#### MATH:

2013 AMO = 775  
2013 API = 737  
2012-2013  
Improvement = -31

#### Math:

Median  
District  
Growth  
Percentile

### Growth Results

56



0 50 100

Distribution of all Districts

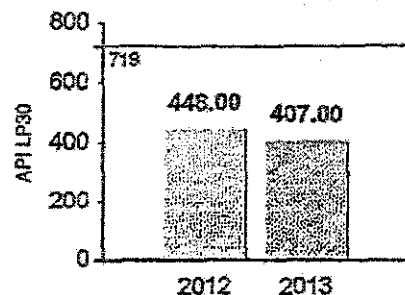
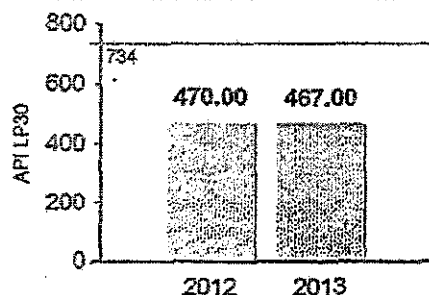
60



0 50 100

Distribution of all Districts

### Gap Reduction Results



#### READING:

2013 AMO = + 22.00 increase over  
2012  
2012 to 2013 LP30 API change = -3.00  
2013 LP30 API = 467.00

(State Benchmark = 734)

#### MATH:

2013 AMO = + 23.00 increase over  
2012  
2012 to 2013 LP30 API change = -  
41.00  
2013 LP30 API = 407.00

(State Benchmark = 719)

### Reducing Non-Proficient

| Subgroup                               | READING         |                           | MATH            |                           |
|--|-----------------|---------------------------|-----------------|---------------------------|
|  | 2013 RNP<br>AMO | 2013 Actual<br>RNP Result | 2013 RNP<br>AMO | 2013 Actual<br>RNP Result |
| All Students                           | ≥0.47           | -0.61                     | ≥0.53           | -2.35                     |
| Free and Reduced<br>Lunch              | ≥1.01           | -0.45                     | ≥1.07           | -4.00                     |
| Students with<br>Disabilities          | ≥1.44           | -1.26                     | ≥1.51           | -3.66                     |
| ELL Students                           | ≥1.35           | -1.09                     | ≥1.02           | -6.16                     |
| African-American<br>Students           | ≥0.81           | -2.48                     | ≥1.11           | -4.23                     |
| Hispanic                               | ≥0.96           | -0.57                     | ≥0.97           | -3.81                     |
| White                                  | ≥0.36           | -0.51                     | ≥0.41           | -1.85                     |
| Asian                                  | ≥0.37           | 0.08                      | ≥0.24           | -1.17                     |
| American Indian or<br>Alaska Native    | ≥0.77           | -3.88                     | ≥0.95           | -13.66                    |
| Multi-Racial                           | ≥0.50           | -0.62                     | ≥0.65           | -2.57                     |
| Native Hawaiian or<br>Pacific Islander | ≥1.02           | 12.20                     | ≥0.81           | -11.67                    |

# LCP Annual Report

State At-Risk

District: D0234 - Fort Scott School Year: 2012-2013 Status: Approved

As a result of legislative reporting requirements, all districts receiving state At-Risk funds must complete this section of the Local Consolidated Plan Annual Report.

741

1. Provide the unduplicated number of students who met the state's at-risk criteria and were, therefore, eligible for services funded with State At-Risk dollars. Do not provide the free lunch count but rather the number of students who met the following criteria:

An at-risk student is one who meets one or more of the following criteria:

- \* Is not working on grade level (i.e., reading and/or mathematics)
- \* Is not meeting the requirements necessary for promotion to the next grade; is failing subjects or courses of study
- \* Is not meeting the requirements necessary for graduation from high school (e.g., potential dropout)
- \* Has been retained
- \* Has a high rate of absenteeism
- \* Has repeated suspensions or expulsions from school
- \* Is homeless and/or migrant
- \* Is identified as an English Language Learner
- \* Is non-proficient on State assessments

2. How many of the identified students in question #1 were served with State At-Risk funds?

741

## Submitter Comments:

Funds from At-Risk were used to pay salaries for interventionists at the elementary level — providing the schools with a way to individualize instruction as much as possible to fill the gaps and accelerate learning for students primarily in the area of reading, but also allowed for the initial development of math groups and interventions — utilizing MTSS. Portions of salaries of staff used to provide interventions for at-risk students were also paid from at-risk funds. Again, the idea is to individual teaching and learning to address each student's needs.

A portion of at-risk funds also go to providing resources, supplies and materials to effectively deliver individualized instruction to students.

The results are that many of our students identified as at-risk and receiving services are moving to higher levels of performance as revealed in our Kansas State Assessments (Reducing Number of Non-Proficient Students AMO), NWEA MAPs, and AimsWeb test results.

## KSDE Comments:

# LCP Application

State At-Risk

District: D0234 - Fort Scott - School Year: 2012-2013 - Cycle: 2 - Approved

Enter the number of At-Risk students:

| 1<br>Number of<br>Free<br>Lunch<br>Students |   | 2<br>At-Risk<br>Weighted<br>Amount |   | 3<br>Weighted<br>FTE |   | 4<br>General<br>State Aid<br>Per Pupil<br>Amount |   | 5<br>Total<br>Estimated<br>State At-Risk<br>Funding |   | 6<br>2.2%<br>Set Aside |   | 7<br>2.2%<br>Set Aside for<br>K-3 Reading<br>Activities |
|---|---|------------------------------------|---|----------------------|---|--|---|---|---|------------------------|---|---|
| 1025  | X | 0.456                              | = | 467.4                | X | \$3,838  | = | \$1,793,881   | X | 0.022                  | = | \$39,465  |

|                                | 1000 Instrcn | 2100 Supt<br>Svcs<br>Students | 2200 Supt<br>Svcs Staff | 2300 Supt<br>Svcs Gen<br>Adm | 2400 Supt<br>Svcs Schl<br>Adm | 2600 Oprn<br>Bldg Svcs | 2700 Vehicle<br>Oprn Svcs | 3100 Food<br>Svcs Oprn | Total       |
|--------------------------------|--------------|-------------------------------|-------------------------|------------------------------|-------------------------------|------------------------|---------------------------|------------------------|-------------|
| 100 Salaries                   | \$1,476,662  | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$1,476,662 |
| 200 Employee<br>Benefits       | \$300,539    | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$300,539   |
| 300 Purchased<br>Services      | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$0         |
| 400 Purchased<br>Property      | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$0         |
| 500 Other<br>Purch<br>Services | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$0         |
| 600 Supplies /<br>Materials    | \$16,680     | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$16,680    |
| 700 Property                   | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$0         |
| 800 Other                      | \$0          | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$0         |
| Total                          | \$1,793,881  | \$0                           | \$0                     |                              | \$0                           | \$0                    | \$0                       | \$0                    | \$1,793,881 |

## Directions for Required Set Aside for K-3 Reading Activities

Section 72-6414 of the At-Risk Legislation requires districts to expend 2.2% of their At-Risk funding on achieving mastery of basic reading skills by the completion of the third grade.

Designate the amount of Set Aside funds from Column 7 in the funding formula grid for:

|          |   |
|----------|---|
| \$39,465 | a. Hiring of instructional staff to support reading in the primary grades (K-3)                     |
| \$0      | b. Supplies and materials to support reading in the primary grades (K-3)                            |
| \$39,465 | c. Total Set Aside funds (should be equal to or greater than column 7 in the Funding Formula table) |

**FTEs Paid with State At-Risk Funds**

|                              |              |
|------------------------------|--------------|
| Administrators               | 0.00         |
| Guidance/Counseling          | 0.00         |
| Literacy/Mathematics Coaches | 0.00         |
| Paraprofessionals            | 9.00         |
| Pupil Transportation         | 0.00         |
| Teachers                     | 30.14        |
| Translators                  | 0.00         |
| <b>Total FTEs:</b>           | <b>39.14</b> |

**Content Areas**

- ☐ ESOL/Bilingual      ☒ Mathematics      ☐ Science  
☒ Language Arts      ☒ Reading      ☐ Other (Please explain)

If other, please explain:

**Delivery Systems**

- ☒ Additional 1/2 Day Kindergarten      ☒ During School Day      ☐ Summer School      ☐ Weekends  
☐ Before / After School      ☐ Extended Year      ☐ Support Services Staff (i.e., Counselor)

How much, if any, of the At-Risk funds generated by the free lunch count are for the portion of kindergarten that is not paid by the state?

\$167,013

School District Comments:

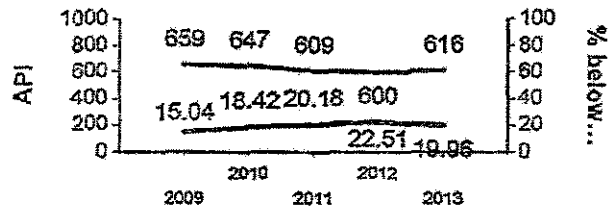
KSDE Comments:

Please correct the FTE. One FTE would not be equal to the amount in salary.  
 10/18/2012 Tate Toedman ttoedman@ksde.org 785-296-6714.  
 corrected 10/23/12 TT



## Achievement Results

## 2013 Reading Achievement Results



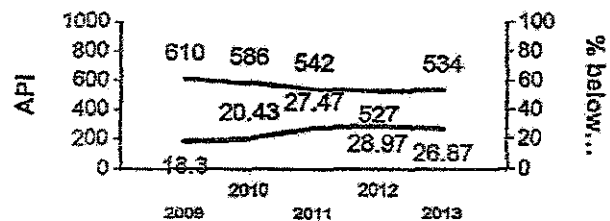
## READING:

2013 AMO = 615

2013 API = 616

2012-2013  
Improvement = 16

## 2013 Math Achievement Results



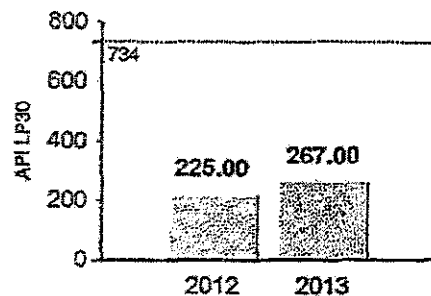
## MATH:

2013 AMO = 542

2013 API = 534

2012-2013  
Improvement = 7

## Gap Reduction Results



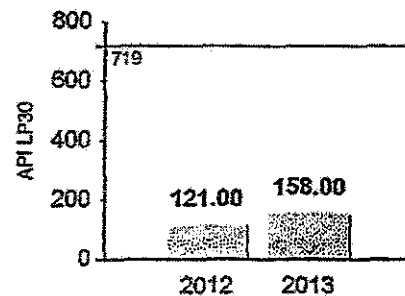
## READING:

2013 AMO = + 41.00 increase over  
2012

2012 to 2013 LP30 API change = 42.00

2013 LP30 API = 267.00

(State Benchmark = 734)



## MATH:

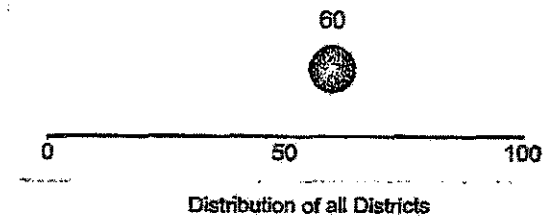
2013 AMO = + 48.00 increase over  
20122012 to 2013 LP30 API change =  
37.00

2013 LP30 API = 158.00

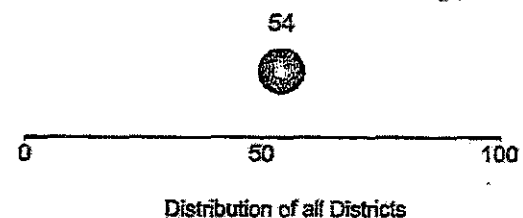
(State Benchmark = 719)

## Growth Results

## Reading:

Median  
District  
Growth  
Percentile

## Math:

Median  
District  
Growth  
Percentile

## Reducing Non-Proficient

| Subgroup                            | READING      |                        | MATH         |                        |
|-------------------------------------|--------------|------------------------|--------------|------------------------|
|                                     | 2013 RNP AMO | 2013 Actual RNP Result | 2013 RNP AMO | 2013 Actual RNP Result |
| All Students                        | ≥1.88        | 2.55                   | ≥2.41        | 2.10                   |
| Free and Reduced Lunch              | ≥2.34        | 1.87                   | ≥3.00        | 2.28                   |
| Students with Disabilities          | ≥3.51        | 2.82                   | ≥4.61        | 4.73                   |
| ELL Students                        | N/A          | < 30                   | N/A          | < 30                   |
| African-American Students           | ≥1.91        | -0.38                  | ≥3.36        | 10.32                  |
| Hispanic                            | N/A          | < 30                   | N/A          | < 30                   |
| White                               | ≥1.88        | 3.47                   | ≥2.44        | 3.06                   |
| Asian                               | N/A          | < 30                   | N/A          | < 30                   |
| American Indian or Alaska Native    | N/A          | < 30                   | N/A          | < 30                   |
| Multi-Racial                        | ≥3.68        | 1.62                   | ≥5.15        | 6.76                   |
| Native Hawaiian or Pacific Islander | N/A          | < 30                   | N/A          | < 30                   |

## QUESTION 1: What Are the Estimated Costs for K-12 Public Education in Kansas, and How Do Those Estimates Compare with Current State Funding Levels?

**ANSWER IN BRIEF:** The cost studies we conducted were designed to identify the estimated costs for K-12 public education in the following areas:

- base-level costs for regular education using two different approaches: an input-based approach and an outcomes-based approach
- the enrollment weights associated with small and large districts
- the additional costs (and weights) for special needs students (at-risk, bilingual, and Special Education students)
- two of the other costs funded as part of State funding formula (Vocational Education and transportation)
- regional variations in costs (primarily because of differences in teacher salaries across the State)

*Figure 1-1* on the next page presents the results of our work in each area compared with the State's current school finance formula. The work we did was based on historical expenditures through either 2003-04 or 2004-05, depending on the availability of the information at the time we were doing our analyses. The figure shows our estimates inflated to both the current funding year (2005-06) and the next funding year (2006-07).

Our estimates were derived using both an input-based approach, an outcomes-based approach, and other reviews and analyses performed by Legislative Post Audit staff. Those results are summarized very briefly below. Sections 1.1 through 1.6, which follow this Answer in Brief, provide a more detailed discussion and rationale for each cost estimate. Section 1.7 shows the results of our cost studies compared with current State and local funding levels.

- **Estimated base-level costs for regular education: input-based approach.** We developed this estimate using a modified resource-oriented approach, where we built prototype districts of various sizes, then estimated the resources needed to provide what's mandated by statute or necessary to run a district operating at an above-average level of efficiency. Under this approach, the estimated base-level costs per student using three different class-size models are higher than the current Base State Aid Per Pupil in both years. (Section 1.1)
- **Estimated base-level costs for regular education: outcomes-based approach.** We hired consultants to perform the sophisticated statistical techniques involved in a cost function analysis that would estimate the cost of meeting the performance outcome standards adopted by the State Board of Education. Under this approach, the estimated base-level cost per student is less than the current Base State Aid Per Pupil for 2005-06. In part, that's because the standards are relatively low for that year. For 2006-07, the estimated base-level cost per student for regular education under the outcomes-based approach is higher than the current Base State Aid Per Pupil. That's partly because of inflation, but also because the standards are higher in 2006-07. Those standards will continue to increase in future years. (Section 1.2)
- **Low-enrollment and correlation (high-enrollment) weights.** These enrollment weights are a function of the base-level cost estimates produced by the input-based and outcomes-based approaches. Under all cost study approaches, enrollment weights generally were lower than under the current weights. (Sections 1.1 and 1.2)

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### COST STUDY ANALYSIS

*Elementary and Secondary Education in Kansas: Estimating the Costs of K-12 Education Using Two Approaches*  
January 2006

Figure 1-1  
Comparing Cost Study Results to the  
Current State Funding Formula  
2005-06 and 2006-07

|   | Current<br>Funding<br>Formula        | Input-Based Approach (Using 3 Class-Size Models) |  |  | Outcomes-<br>Based<br>Approach     |
|---|--------------------------------------|--|--|--|------------------------------------|
|   |                                      | Average 25<br>students/class                     | Average 18/23<br>students/class                | Average 20<br>students/class                   |                                    |
| Base-level costs per<br>FTE student   | 05-06 = \$4,257<br>06-07 = \$4,257   | 05-06 = \$4,375<br>06-07 = \$4,519               | 05-06 = \$4,748<br>06-07 = \$4,904             | 05-06 = \$4,943<br>06-07 = \$5,105             | 05-06 = \$4,167<br>06-07 = \$4,659 |
| Low-enrollment weight<br>(to 3 decimals)  | range:<br>1.014-0.021                | range:<br>1.122-0.000                            | range:<br>0.956-0.000                          | range:<br>0.879-0.000                          | range:<br>0.773-0.008              |
| Correlation (high-<br>enrollment) weight<br>(to 3 decimals)   | 0.021 for<br>districts<br>≥ 1,662    | range:<br>0.000-0.028 for<br>districts ≥ 2,000   | range:<br>0.000-0.029 for<br>districts ≥ 2,000 | range:<br>0.000-0.024 for<br>districts ≥ 2,000 | 0.008 for<br>districts > 1,700     |
| At-Risk (poverty) weight<br>(per free-lunch student)  | 0.193                                | 0.484  |  |  |                                    |
| Additional Urban-<br>Poverty weight (per<br>free-lunch student)   | ---                                  | 0.726  |  |  |                                    |
| Bilingual weight<br>(two different bases)   | 0.395 per FTE<br>bilingual student   | 0.100 per headcount<br>bilingual student         |  |  |                                    |
| Additional cost per FTE<br>Special Education<br>student   | 05-06 = \$10,736<br>06-07 = \$12,185 | 05-06 = \$14,232<br>06-07 = \$15,159             |  |  |                                    |
| Additional cost per FTE<br>Vocational Education<br>student  | 05-06 = \$2,129<br>06-07 = \$2,129   | 05-06 = \$1,375<br>06-07 = \$1,420               |  |  |                                    |
| Additional cost per<br>student transported<br>> 2.5 miles   | 05-06 = \$594<br>06-07 = \$613       | 05-06 = \$491<br>06-07 = \$507                   |  |  |                                    |
| Regional cost<br>adjustment (applied to<br>teacher salaries)  | ---                                  | range:<br>-2% to +5% of costs                    |  |  |                                    |
| Given above cost<br>estimates, additional<br>amount needed to<br>provide "foundation-level"<br>funding compared with<br>current funding levels<br>(in millions) | ---                                  | 06-07 = \$316.2                                  | 06-07 = \$519.5                                | 06-07 = \$623.7                                | 06-07 = \$399.3                    |
| "Hold-harmless" provision<br>so no district would<br>receive less than under<br>the current funding<br>formula (in millions)                                    | ---                                  | 06-07 = \$35.1                                   | 06-07 = \$7.0                                  | 06-07 = \$0.7                                  | 06-07 = \$9.4                      |

Source: LPA analysis of school district and Department of Education data.

- **Additional costs for serving at-risk students.** At-risk and urban-poverty weights were developed as part of the consultants' cost function analysis. (We apply them to both cost study approaches because they measure what it would take for students in poverty to achieve the same level of performance as other students achieve.) The at-risk weight is higher than the current weight. The urban-poverty weight isn't in the current school finance formula. It's an estimate of the significantly higher costs incurred by high-poverty, inner-city school districts. It applies only to Kansas City, Kansas City-Turner, Topeka, and Wichita. (Section 1.2)
- **Additional costs for serving bilingual students.** The bilingual weight also was developed as part of the cost function analysis, and was applied to both cost study approaches for the same reasons cited above. This weight isn't comparable to the bilingual weight under the current formula. The current formula uses student contact hours with a "bilingual-endorsed" teacher only, which significantly understates the number of bilingual students in a district. Because of the strong correlation between free-lunch and bilingual students, it's possible that some of the additional costs for serving bilingual students were picked up by the at-risk weight. The data available regarding the number of bilingual students also may be incomplete. (Section 1.2)
- **Additional costs for serving Special Education students.** We developed this cost estimate based on a detailed review of 19 sample districts and the eight cooperatives or interlocals that served them. It was based largely on districts' actual expenditures for Special Education that were above and beyond the cost of regular education, and were not covered by federal funding. Our estimated cost is higher than the current funding levels per FTE Special Education student in both years. Based on our analyses, we concluded that having students in Special Education doesn't reduce districts' regular education costs by nearly as much as the current formula reduces them (the current formula assumes a 1:1 reduction in regular education costs for each FTE student in Special Education). (Section 1.3)
- **Additional costs for serving Vocational Education students.** We developed this cost estimate based on a detailed review of 21 sample districts that offer approved Vocational Education programs. Vocational Education classes are part of a district's regular education curriculum. Our estimate was based largely on districts' actual expenditures for Vocational Education that were above and beyond the cost of other regular education classes. Our estimated cost is less than the current funding levels per FTE Vocational Education student in both years. (Section 1.4)
- **Additional costs for transporting students 2.5 miles or more.** We developed this cost estimate based on our review and analysis of the current transportation funding formula. Our estimated cost is less than the funding levels would be under the current formula. That's primarily because the current formula over-allocates total transportation costs to students who live 2.5 miles or more from school—the ones the State is helping to pay for. (Section 1.5)
- **Regional variations in teacher salaries.** We used sophisticated statistical techniques to establish the costs of a comparable teacher in each district, controlling for such factors as teacher education and experience, community cost of living, school working conditions, and district efficiency. Because teacher salaries and benefits make up half of districts' costs, we applied our results to only 50% of each district's costs. Districts with the largest increases are high-poverty urban districts and districts in the Johnson County suburbs. There's no regional cost adjustment in the current formula; the Legislature added a cost-of-living provision in 2005, but the Kansas Supreme Court stayed that provision. (Section 1.6)
- **Results of our cost studies compared with State and local funding levels.** Given the estimates developed as part of the cost studies, the additional amount needed to provide a foundation-level of funding for 2006-07 would be at least \$316 million under the input-based approach, and would be

\$399 million under the outcomes-based approach. Under any of the cost study approaches, the additional foundation-level funding could come from the State, from an increase in the mandatory 20-mill property tax levy, or from a combination of the two.

If any of these estimates are adopted, the State's supplemental equalization aid and its contribution to KPERS on behalf of school districts also could increase significantly. (Section 1.7)

## QUESTION 2: Which Special Needs Students Receive Services, and What Services Are Available to Them?

**ANSWER IN BRIEF:** Under this question, we were asked to determine whether there was a significant relationship between the students counted for State funding purposes and the students who actually receive those services. For the at-risk program, we found that there's little consistency in which students districts identify as at-risk, or the kinds of services districts classify as at-risk. We also found that the State's method for funding at-risk services has little relationship to the students actually served. For the bilingual program, we found that the number of students counted for funding the program is much lower than the total number of bilingual students districts report serving, and that the State's basis for funding doesn't link funding with need. Under this question, we also provide information regarding the types and variety of services provided to at-risk, bilingual, and Special Education students.

The programs and services discussed under this question are organized as follows:

- 2.1 At-Risk Programs and Services
- 2.2 Bilingual Programs and Services
- 2.3 Special Education Programs and Services

### 2.1: AT-RISK PROGRAMS AND SERVICES

State at-risk funding is part of a broad effort to provide additional services to students who aren't performing adequately in school. The intent is to help close the achievement gap for these students. Funding for such programs can come from any of the following:

- **State at-risk weighting under the school finance formula.** This source provides funding for additional educational services for students who have been identified as underperforming. Some of the money must be spent on reading programs.
- **Federal Title I.** This source provides funding to improve the quality of education in high-poverty schools, or to give extra help to struggling students. Funding can be used to serve individual students, or for activities that upgrade an entire school (if at least 40% of the students in the school are low-income). In addition, some money must be spent on parent activities and for professional development for teachers and paraprofessionals.
- **Various federal programs and grants.** These typically provide funding for specific academic initiatives—such as reading—or for services to particular groups of students. For example, Emporia received a federal 21st century community learning center grant, which it used to fund a program called QUEST. This program provided tutoring and other academic support to at-risk students after school.

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#### COST STUDY ANALYSIS

Elementary and Secondary Education in Kansas: Estimating the Costs of K-12 Education Using Two Approaches  
January 2006

## **BACKGROUND: AT-RISK PROGRAM REQUIREMENTS**

**Statutory requirements.** Current State law requires districts to use 5.2% of their State at-risk funding for services to help students master basic reading skills by the end of the 3rd grade.

**Kansas Department of Education guidelines.** These guidelines indicate that State at-risk money must be spent on services for **identified at-risk students**. The Department has provided districts with a list of indicators for identifying students who are eligible for at-risk services. Those indicators include:

- not meeting the requirements necessary for promotion to the next grade
- not meeting the requirements necessary for graduation from high school
- not working at grade level (for example, a student in 6th grade performing at a 5th grade level)
- being held over in the same grade

These indicators are presented as guidance only; school districts are allowed to develop their own criteria for identifying at-risk students. Beginning with the 2005-06 school year, the Department's guidelines also require districts to use some form of diagnostic assessment or evidence-based educational criteria to identify at-risk students. These could be things such as results of State or local assessment tests, or records of academic performance. In addition, Special Education students became eligible that year for at-risk services, so long as those services are not the same services being funded with Special Education funds.

State at-risk funding also can be spent only for **services that are above and beyond what is offered to all students**. For example, a district that offers all-day kindergarten (instead of the half day that's required) could use State at-risk funding only for the additional half day, and then only for those students in the class who are identified as at-risk. The remainder of program expenses would have to be paid from other sources.

Within those guidelines, districts can design their programs based on the needs of at-risk students and the resources available. For example, a district could offer services as varied as before- or after-school tutoring programs in math; elementary school reading programs; or an alternative high school.

**Department oversight.** The Department audits districts' reported at-risk expenditures each year to ensure that they spent at least as much money on approved at-risk services as they received in State at-risk funding. Occasionally the Department conducts "on-site" reviews at a few districts, checking for whether the district:

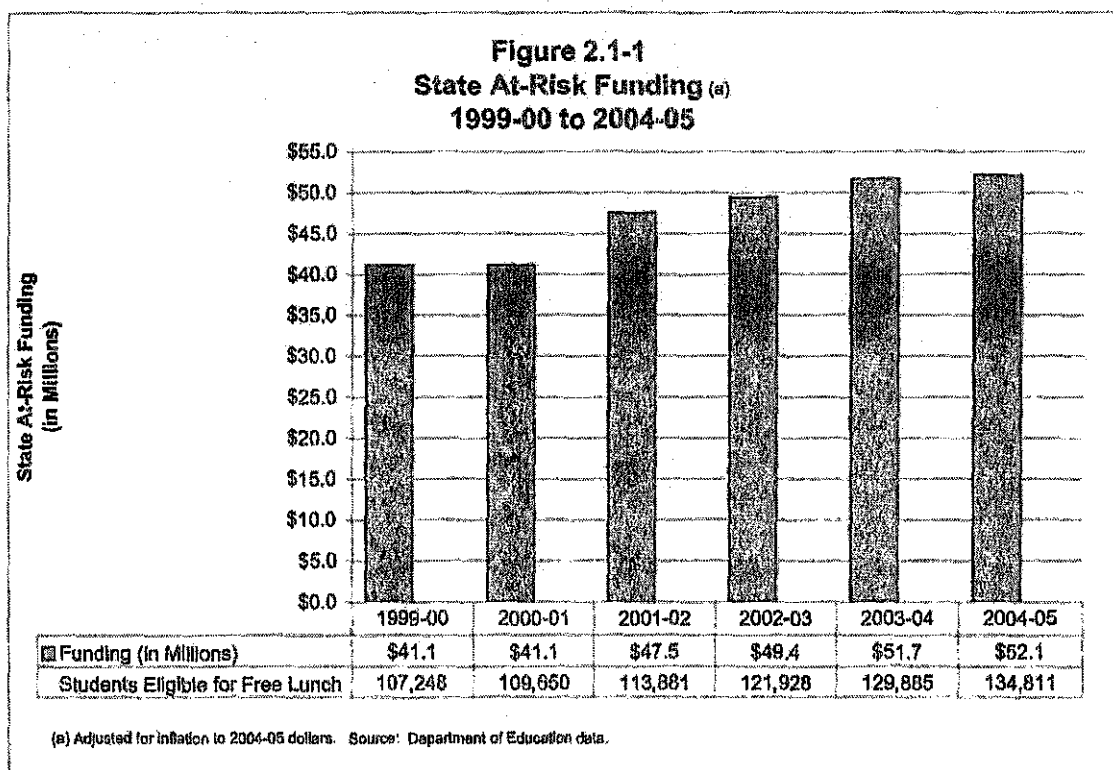
- has documented the criteria for determining students' eligibility for at-risk services
- can provide a list of students receiving at-risk services
- has spent 5.2% of State at-risk funding to help students master basic reading skills by the end of the 3rd grade

## BACKGROUND: NUMBER OF STUDENTS FUNDED FOR AT-RISK PROGRAMS AND SERVICES

State funding for at-risk programs is provided through a separate weight in the State education funding formula. Under the current formula, for each student who is eligible for free lunches under the National School Lunch Act, the State pays districts an additional 19.3% of the Base State Aid Per Pupil (BSAPP). For the 2005-06 school year, this weight generated an additional \$822 in State funding for each free-lunch student.

Figure 2.1-1 shows how the count of free-lunch students has changed over the past six years, and the amount of State funding districts have received based on this student count. As the figure shows, for the 2004-05 school year the State distributed \$52 million in at-risk funding to school districts. Every district received at least some State funding, ranging from \$4,249 for Nes Tre La Go to \$10.1 million in Wichita.

The 2005 Legislature increased the at-risk weight from .10 to .193. Under the revised weight for 2005-06, districts will receive an estimated \$111.2 million, or more than double the previous year's amount.



### COST STUDY ANALYSIS

Elementary and Secondary Education in Kansas: Estimating the Costs of K-12 Education Using Two Approaches  
January 2006



## **BACKGROUND: REPORTED AT-RISK PROGRAM EXPENDITURES**

Until 2005-06, there was no separate accounting fund for districts to deposit their at-risk funding or record their at-risk expenditures. As a result, uniform historical accounting information for districts' at-risk programs is not available.

Each year, however, districts are required to report the amount they spend on at-risk programs and services to the Department on a document called the "local consolidated plan." That information is supposed to include all actual at-risk expenditures, and the Department uses this information to report summary statistics. Districts reported that they spent \$61.5 million on at-risk programs in 2003-04, the most recent year for which those data were available.

## **RESULTS: COMPARING STUDENTS COUNTED FOR FUNDING PURPOSES WITH THE STUDENTS WHO ACTUALLY RECEIVED AT-RISK SERVICES**

To make these comparisons, and to get a better handle on district services and expenditures for at-risk programs, we selected 11 districts to review in detail. Our selection was based on an analysis of the expenditure, student count, and other data districts had reported to the Department of Education for 2003-04. Our sample included districts that had reported a large population of students who were either at-risk or eligible for free lunches, or had reported very high costs per at-risk student served. Our sample districts are shown on *Figure 2.1-2*.

We visited all 11 districts, and obtained and analyzed detailed student count, activity, and expenditure information for each one. The results of our work are summarized below:

### **1. NUMBER OF STUDENTS SERVED**

Districts have not reported this number on a uniform, consistent basis. In 2003-04, the latest school year for which information was available, districts reported to the Department of Education that they served nearly 143,000 at-risk students. However, testwork in our sample districts showed they don't report the number consistently. Some reported the number of students eligible for free lunches, others reported students participating in State-funded at-risk programs only, and others reported students participating in all at-risk programs. These reported figures also aren't audited by the Department.

Districts' definitions of which students actually qualify for at-risk services also varies widely across the State, which can impact their reported number of at-risk students. Although all districts in our sample listed a number of "academic delay" measures as criteria that would make a student eligible for at-risk services, each also had their own mix of social characteristics that they used to identify at-risk students, such as socioeconomic status (qualifying for free or reduced-price lunches), juvenile offender status, having a single parent, being re-

ferred by SRS, having certain medical conditions, and being a bilingual or migrant student. And as noted earlier, districts decide which activities they count as at-risk services.

## 2. **RELATIONSHIP BETWEEN FUNDING AND SERVICES**

The State's basis for funding at-risk services has little relationship to the number of students who receive at-risk services. Poverty serves as the basis for funding the at-risk program, but lack of academic progress is the basis for receiving services under the program. During 2003-04, 129,885 students were eligible for free lunches, compared with the nearly 143,000 at-risk students districts reported they served. On their face, these numbers seem fairly similar.

To determine whether there is a significant relationship between the students counted for funding purposes and the students who receive at-risk services, we asked our sample districts for lists of students who qualified for free lunches, and of students who had received at-risk services during the 2004-05 school year. We asked them to report students who participated in any at-risk program offered by the districts, not just the State-funded programs, because we found that a district's decision about which programs to fund with different funding sources is largely just an accounting issue.

We compared these lists of students in two ways:

- total headcount of free-lunch students to total headcount of students receiving at-risk services
- names of free-lunch students to names of students receiving at-risk services

*Figure 2.1-2* shows the results of our comparisons. The fact that districts define who is eligible for services, as well as which activities they count as at-risk services, makes it difficult to make meaningful comparisons among districts. Nonetheless, two points stood out clearly:

- The small districts in our sample provided at-risk services to far fewer students than the number of students counted for funding purposes, and they tended not to be the same students. Under "Comparison 1: Headcounts" on the figure, for example, Stafford provided at-risk services to 73 students, but the district had 147 free-lunch students who served as the basis for funding purposes. Under "Comparison 2: Names," we found that only 57 of these 147 students (39%) both qualified for free lunches AND received at-risk services.
- Several of the larger districts identified all students who qualify for free lunches as being eligible for and receiving at-risk services. This resulted in a large number of students being reported as receiving at-risk services. The larger districts had a more difficult time providing us with lists of specific at-risk students who had received services, generally because they provide school-wide services—such as reducing class size—in their high-poverty schools.

## 2.1: At-Risk Programs and Services

Figure 2.1-2  
Comparing Students Receiving At Risk Services  
To Students Counted for At-Risk Funding  
2004-05

| District #, Name   | # Students eligible for Free Lunches 9/20/2004 | Comparison 1: Headcounts of Students Receiving At-Risk Services with Free-Lunch Students |  | Comparison 2: Names of Students Receiving At-Risk Services with Free-Lunch Students |             |
|--------------------|--|--|--|---|-------------|
|                    |  | # Students receiving At-Risk Services  | Difference (# served minus # free lunches) | Students who got At-Risk services AND free lunches                                  | % match (a) |
| 326 Logan          | 63   | 47   | 16 fewer                                   | 13  | 21%         |
| 217 Rolla          | 94   | 59   | 35 fewer                                   | 28  | 30%         |
| 349 Stafford       | 147  | 73   | 74 fewer                                   | 57  | 39%         |
| 404 Riverton       | 255  | 39   | 216 fewer                                  | 13  | 5%          |
| 253 Emporia        | 2,279  | 1,876  | 403 fewer                                  | 1,134   | 50%         |
| 480 Liberal        | 2,593  | 2,949  | 356 more                                   | 2,593   | 100% (b)    |
| 457 Garden City    | 3,511  | 4,770  | 1,259 more                                 | 1,756   | 50%         |
| 512 Sh. Mission    | 3,654  | 6,609  | 2,955 more                                 | 2,205   | 60%         |
| 443 Dodge City (c) | 4,004  | 4,976  | 972 more                                   | 4,004   | 100% (b)    |
| 500 Kansas City    | 12,593   | 17,708   | 5,115 more                                 | 12,593  | 100% (b)    |
| 259 Wichita        | 25,389   | 39,290   | 13,901 more                                | 25,389  | 100% (b)    |

Source: LPA analysis of data reported by sample districts.

(a) Percent of students eligible for free lunches who also received at-risk services.

(b) These districts say that all free-lunch students are at risk, and all of them receive at-risk services.(c)

(c) Excludes 4-year-old At-Risk program (124 students)

## OTHER RESULTS: SERVICES AND EXPENDITURES

### 3. VARIATIONS IN AT-RISK SERVICES PROVIDED

The most common types of at-risk services for specific students included after-school activities, special reading and math programs, alternative school settings, and counseling services. These are described below:

- **After school activities, such as tutoring in reading or math** - Nine of 11 districts in our sample reported they provided this type of service, which typically involves regular education teachers as an extra duty. For example, Emporia provides an "Extended Learning" program focused on math and reading, and students referred to the program are required to attend.
- **Special reading and math programs offered during regular school hours** - Nine of our 11 sample districts reported offering these services, which generally made use of specialized teachers or paraprofessionals. For example, officials at the elementary school level in Kansas City offer a program called "Reading Is Fundamental."

- **Alternative school settings (mainly high schools)** - Eight of our sample districts reported operating or sharing in the cost of an alternative school. Enrollment levels for the districts we visited ranged from about 40 students to about 200 students. These schools generally made extensive use of computers, had small class sizes, and were largely self-paced for the students. For example, in cooperation with three neighboring school districts, Riverton shares costs for an alternative high school called Cornerstone. If needed, Riverton can refer up to 12 students to this alternative school.
- **Counseling services** - Eight sample districts offered these services, which address a variety of needs, including academic, social, nutritional, and family issues. Often these services were offered in a group setting, and weren't limited to students identified as at-risk.

We also saw at-risk services that were unique among our sample districts. Examples of some of those services include:

- **Therapeutic education center** - Dodge City is one of 14 districts belonging to a cooperative that provides a mental health day school to serve at-risk students before and after a stay at Larned State Hospital.
- **Kid Zone** - Kansas City offers this program before and after school for kids who have no safe place to go. The program provides academic supplies and recreation.
- **Transportation** - Kansas City provides transportation for migrant students to and from after-school programs held at El Centro, a community organization providing services to migrant families.
- **Free lunch during summer** - Stafford provides lunch for children (ages one to 18) in the summer, whether or not they are enrolled in school.
- **Junior ROTC** - Officials in Wichita describe this program as a character-building and leadership program that's intended to help students connect with their school, and that involves community service activities.

Some districts also used at-risk moneys for global programs intended to serve all students in school buildings with a significant number of students considered to be at-risk. Examples of such programs include:

- **Class-size reduction** - Generally, additional teachers are hired to reduce the number of students in each class. Of the districts included in our sample, Emporia, Kansas City, Liberal, Riverton, and Wichita each reported using class-size reduction as a method to provide services to at-risk students.
- **Full-day kindergarten** - State law requires half-day kindergarten, but some districts have chosen to provide full-day kindergarten for all kindergarten-aged students. Districts in our sample providing all-day kindergarten included Dodge City, Emporia, Riverton, Shawnee Mission, Stafford, and Wichita.

#### 4. EXPENDITURES FOR AT-RISK PROGRAMS

In providing at-risk services, our sample districts spent much more than they received in State at-risk funding. Before the current school year, all at-risk moneys districts received from the State were deposited into each district's General Fund, which made accounting for at-risk expenditures difficult. Beginning with the 2005-06 school year, districts are required to place all moneys they receive for at-risk plans or programs, regardless of source, into a newly created At-Risk Education Fund. In addition, all expenses for providing at-risk programs and services are required to be paid from this Fund.

We asked our sample districts to report all expenditures they made to provide at-risk services, regardless of funding source. We reviewed those expenditures to ensure they were reasonably related to the at-risk program, and represented direct costs of the programs. We removed indirect costs (such as allocations of administrative salaries or utilities) when we were able to identify them, but we did not review detailed expenditure documentation.

As shown in *Figure 2.1-3*, districts reported spending far more on at-risk services than they received in State at-risk funding. Our expenditure reviews showed that, in addition to

Figure 2.1-3  
State At-Risk Funding and Total Spending Reported  
2004-05

| District #, Name    | State At-Risk Funding | Expenditures districts reported to us... |  |                           |                 |
|---------------------|-----------------------|--|--|---------------------------|-----------------|
|                     |                       | Total Expenditures for at-risk services  | At-Risk State Funding as a % of Total Expenditures | expenditures made from... |                 |
|                     |                       |  |  | General Fund              | All Other Funds |
| 326 Logan           | \$ 25,496             | \$ 68,361                                | 37%  | \$ 51,462                 | \$ 16,899       |
| 217 Rolla           | \$ 36,699             | \$ 79,956                                | 46%  | \$ 36,699                 | \$ 43,257       |
| 349 Stafford        | \$ 56,786             | \$ 172,980                               | 33%  | \$ 100,019                | \$ 72,961       |
| 404 Riverton        | \$ 110,096            | \$ 192,935                               | 57%  | \$ 106,751                | \$ 86,184       |
| 253 Emporia         | \$ 888,876            | \$ 3,438,096                             | 26%  | \$ 1,292,232              | \$ 2,145,864    |
| 480 Liberal         | \$ 973,090            | \$ 3,336,437                             | 29%  | \$ 991,079                | \$ 2,345,358    |
| 512 Sh. Mission     | \$ 1,292,560          | \$ 10,697,741                            | 12%  | \$ 7,939,608              | \$ 2,758,133    |
| 443 Dodge City      | \$ 1,316,510          | \$ 6,760,166                             | 19%  | \$ 2,051,031              | \$ 4,709,135    |
| 457 Garden City (a) | \$ 1,346,642          | \$ 1,376,963                             | 98%  | \$ 1,376,963              | n/a             |
| 500 Kansas City (a) | \$ 4,894,807          | \$ 5,544,000                             | 88%  | \$ 5,544,000              | n/a             |
| 259 Wichita         | \$ 10,139,216         | \$35,091,000                             | 29%  | \$ 12,644,863             | \$ 22,446,137   |
| TOTALS              | \$ 21,080,778         | \$ 66,758,635                            | 32%  | \$ 32,134,707             | \$ 34,623,928   |

Source: LPA analysis of data reported by sample districts.  
(a) These districts reported it would be difficult to determine exactly how much they spent from other funds to provide at-risk services.

the types of programs described on the previous page, some districts included programmatic activities that weren't educational in nature or didn't involve one-on-one services to students. For example:

- Wichita reported nearly \$600,000 in security officer salaries as an at-risk expense
- Shawnee Mission reported salary costs of about \$830,000 for staff who meet weekly to discuss and make plans for at-risk students and programs

Sources for the additional spending districts reported included federal grant moneys (most commonly from Title I), other gifts and grants (for example, a grant to one district from the Kansas Alliance of Black School Educators), and the districts' General Funds. For the districts that reported expenditures from other funds, State at-risk aid accounted for only about 30% of their total at-risk expenditures.

About 93% of at-risk expenditures our sample districts reported to the Department were for salaries and benefits. This reflects only a portion of their total expenditures, because most of these districts only reported how they spent their State at-risk moneys. During our visits to districts, officials told us they use at-risk moneys (from all sources) for salaries and benefits for full-time teachers and paraprofessionals dedicated to at-risk services (such as for special reading programs), as well as for the following:

- salaries for regular teachers providing at-risk services after hours (such as for tutoring)
- summer school teachers
- teachers and staff for alternative high schools
- materials and supplies (often for specialized reading programs like Fast ForWord)
- training staff in specialized programs

Most of our sample districts said they would spend the additional at-risk funding they received in 2005-06 to initiate or expand at-risk services. State at-risk funding will more than double for the 2005-06 school year as a result of actions by the Legislature during the 2005 special legislative session. As noted earlier, districts are projected to receive \$111.2 million total in State at-risk funding, compared to the \$52 million they received for 2004-05. *Figure 2.1-4* shows the ways in which districts told us they plan to spend the increased funding.

2.1: At-Risk Programs and Services

| <p>Figure 2.1-4<br/>How Districts Intend to Spend the Additional At-Risk Funding<br/>They Received for 2005-06</p> |            |                   |                   |                     |                             |                      |               |                     |
|--|------------|-------------------|-------------------|---------------------|-----------------------------|----------------------|---------------|---------------------|
| USD #, District  | Hire Staff | Increase Salaries | Purchase Supplies | Replace Funding (a) | Begin or expand programs... |                      |               |                     |
|  |            |                   |                   |                     | After School Programs       | All-Day Kindergarten | Summer School | Counseling Services |
| 326 Logan  |            |                   | x                 | x                   | Expand                      |                      |               |                     |
| 217 Rolla  |            | x                 | x                 |                     |                             |                      |               |                     |
| 349 Stafford   |            |                   | x                 |                     | Expand                      |                      |               | Expand              |
| 404 Riverton   |            |                   |                   |                     | Expand                      |                      |               |                     |
| 253 Emporia  |            |                   |                   |                     |                             | Expand               | Expand        | Expand              |
| 480 Liberal  | x          |                   |                   |                     |                             |                      |               | Expand              |
| 443 Dodge City   |            |                   | x                 | x                   |                             | Expand               | Expand        |                     |
| 512 Sh. Mission  | x          |                   |                   |                     |                             |                      |               |                     |
| 457 Garden City  |            |                   |                   |                     | Begin                       | Begin                | Expand        |                     |
| 500 Kansas City  |            | x                 |                   |                     |                             |                      |               |                     |
| 259 Wichita  | x          | x                 | x                 |                     |                             | Expand               |               |                     |
| Total reporting this choice:   | 3          | 3                 | 6                 | 2                   | 4                           | 4                    | 3             | 3                   |
| (a) "Replace funding" means reducing reliance on funding from other sources.                                       |            |                   |                   |                     |                             |                      |               |                     |
| Source: District responses to LPA survey   |            |                   |                   |                     |                             |                      |               |                     |

## 2.2: BILINGUAL PROGRAMS AND SERVICES

State and federal laws require school districts to provide language-support services to students who aren't proficient in English based on the results of a standardized language assessment. Most recently, the No Child Left Behind Act has required states to establish standards and benchmarks for raising English proficiency. Districts may receive both State and federal funds to provide services to students with limited English proficiency, as follows:

**State bilingual funding.** Districts that operate a State-approved bilingual program (described below) are eligible for State funding for the time students spend with "bilingual-endorsed" teachers.

**Federal Title III.** Districts are eligible if they can show they have enough bilingual students to qualify for \$10,000 in aid from this federal program. (At the current rate, it would take about 110 students.) To reach that minimum, districts can enter into cooperative agreements with other districts.

**Other sources.** Districts that receive federal funding for migrant and refugee programs can use some of these moneys for language services. In addition, some districts have received special federal grants for specific programs.

During 2004-05, a total of 81 districts received State bilingual education funding, and estimated that they provided services to 24,524 students. According to the most recent Department of Education data, the most common first language spoken was Spanish, accounting for 82% of the students reported. The next most common languages were Vietnamese and Low German, each of which accounted for about 3% of the students. In all, Kansas districts reported 132 different first languages.

Many names and acronyms are used in referring to these students and the services they receive. For example, students sometimes are referred to as English Language Learners (ELLs) or as being Limited English Proficient (LEP). Services are sometimes called English as a Second Language (ESL) or English for Speakers of Other Languages (ESOL) services. Because the State's program and the participating students historically have been referred to as "bilingual," we are using that term in this report to encompass all these names and acronyms.

### BACKGROUND: BILINGUAL PROGRAM REQUIREMENTS

To have a State-approved program and be eligible for State bilingual funding, districts must do the following:

**Identify and assess students.** Kansas Board of Education procedures require districts to give students a questionnaire to determine what language is spoken in the student's home and what the student's first language is. If the answer to either of these isn't English, the student's English proficiency must be assessed.