

STANDARD  
& POOR'S

# Kansas Education Resource Management Study

Phase III: A Synthesis of Highly Resource-Effective District Strategies



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## Introduction

### Getting to the Goal: the Role of Resource Management in Achieving Higher Standards and Accountability

Across the country, state after state is committing to the compelling vision of higher standards of academic achievement, and of schools being accountable for ensuring that all children are able to meet these standards. Across Kansas, schools and districts are making significant strides in addressing these academic standards and improving student-learning outcomes.

A vital part of achieving higher standards is effective resource management — attention to *what* to spend resources on, how to spend them, and how much to spend. Allocating resources, making trade-offs, investing and directing effort toward student-achievement — at one level, these define the responsibilities of educational leaders. Successful districts are, in one way or another, investing staff or time, programmatic or organizational resources in ways that are producing more effective teaching and increasing student achievement. There is a growing body of success stories, seen by state policymakers as indicators of what is possible, and by district leaders as sources of inspiration in pursuing the achievement of higher standards with the resources available to them.

The precedent-setting Kansas Education Resource Management Study moves beyond individual “success stories.” For Kansas educators, this is not just another compilation of individual school and district success stories (though there are plenty of interesting cases embedded throughout). This report presents more than a broad selection of actions and techniques to use in addressing resource management and student performance goals (though it certainly provides concrete examples of how it is possible to deploy staff effectively or enhance recruitment techniques). Such isolated exercises might have been helpful 10 years ago when district leaders were grappling with the first stages of education reform. However, education reform has evolved, and so has educational management.

This report offers both state policymakers and education leaders in the state a set of guiding principles around district resource allocation. Certainly there is no one magic formula or single path to effective resource management. Yet there are strategies that successful districts share, and principles that can be drawn from looking at the practices of such districts even when they vary in detail.

### New Tools for a New Stage

Over the past decade many Kansas educators have used their extensive experience, as well as all the management tools at their disposal, to marshal resources for the improvement of student learning. Still, public expectations have increased and the stakes have increased with the No Child Left Behind Act (NCLB). Kansas education leaders and their schools and districts have significant challenges ahead to continue to advance levels of learning, to close achievement gaps within and between communities, and to do all this within realistic resource allocations. They want and need to improve student performance further — which means improving their district’s resource management further as well.



## Introduction

Kansas educators need to move to the next level of improvement. They need to do so in the most targeted, effective way possible, not by wasting their precious resources re-inventing the wheel. State policymakers want to achieve one of the most difficult of all tasks — scaling up existing individual successes — as well as to ground future state initiatives and directives in a foundation of what has proven to work. In the current political climate, they want to be able to demonstrate to the public that these new, greater efforts can be achieved with an effective use of resources.

Successful organizations of all kinds pursue breakthroughs in thinking and practice by synthesizing and mining individual effective strategies in specific and rigorous ways to leverage the comparative information and measurable successes they contain. The first stage in this process is to identify the “best” or “effective” practices used by districts that demonstrate success in specific ways. In this context effective practice refers to the ways in which some school systems use their money, staff, time, and instructional programs to more cost-effectively leverage higher student achievement than other demographically similar districts.

In commissioning Standard & Poor’s to conduct the Education Resource Management Study, Governor Kathleen Sebelius has taken steps to help all of Kansas’ educators use a powerful management tool already employed by many leading organizations in other industries and sectors: **benchmarking**. Benchmarking refers to districts comparing processes in specific areas to effective-practice districts, and then replicating the most useful practices, such as the ones identified and analyzed in this study.

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## Executive Summary

### A Summary of Shared Resource Allocation Strategies Among Highly Resource-Effective Districts

Kansas Highly Resource-Effective Districts (KHREDs)<sup>1</sup> use a combination of wise spending and cost avoidance, along with organizational strategies that include the creative deployment of staff, optimal use of time, and implementation of well researched instructional programs. The list below is a summary of resource strategies identified through this study that are common to KHREDs (a more detailed explanation of these strategies is presented later in the report).

#### Kansas Highly Resource-Effective Districts consistently:

1. Engage in **steady, ongoing improvement** of all aspects of the organization by using data on performance outcomes within a cycle of assessment, evaluation, and improvement.
2. Make **pro-active, highly intentional decisions** that are carefully integrated within the overall organizational context.
3. Maintain **shared central office and school authority over major resource decisions**.
4. **Align spending with strategic priorities**, especially student learning and instruction.
5. Establish budgeting and other processes to **ensure effective spending**.
6. **Encourage cost avoidance** through multiple purchasing options and reduction of inefficiencies.
7. **Invest strategically** to optimize the return (i.e., student achievement) on resources.
8. Use **aggressive recruiting techniques** to get the highest quality staff within district means.
9. **Support and enhance classroom teachers' performance** with on-the-ground instructional guidance and assistance.
10. **Assign and group staff flexibly** to meet student needs in cost-effective ways.
11. **Invest in targeted professional development** to ensure return on strategic program investments.
12. Use **teachers as expert resources** for key decisions.

<sup>1</sup> KHREDs are 17 Kansas districts that met Standard & Poor's rigorous criteria to claim this title (see appendix for full criteria).



## Executive Summary

13. Place a **premium on the time students spend learning math and English**.
14. Extend the contract year to **increase teacher development and planning time**.
15. **Focus district and building meetings** on learning and instruction.
16. Consider only **research-substantiated programs** and evaluate them thoroughly.
17. Ensure that district assessment programs generate the **performance data necessary to guide program decisions**, and to feed into the periodic, cyclical review of performance and fit.
18. Make substantial investments in **academic support programs for at-risk populations** in order to narrow or close achievement gaps.

### A Summary of Shared Resource Allocation Distributions Among Highly Resource-Effective Districts

#### ■ *How do KHRED spending patterns differ in relation to Less Resource-Effective Districts (LREDs)<sup>2</sup> and the state average?*

KHREDs spend fewer dollars per student on average (\$6,986) than LREDs (\$7,495) and the state average (\$7,321).<sup>3</sup> As detailed in the following pages and the table below (Figure 1), KHREDs spend less money than LREDs on instruction, central administration (not school administration expenditures, which are the same as those of LREDs), and operations and maintenance, and possibly shifting some of those dollars to instructional support and pupil support. KHREDs spend nearly two percentage points less on instruction than LREDs, nearly one percentage point less on central administration, and fully one percentage point less on operations and maintenance.

**FIGURE 1: SPENDING COMPARISON — 2004**

	KHREDs	LREDs	STATE AVERAGE
Core Spending (\$ Per Student)	\$6,986	\$7,495	\$7,321
Instruction (out of Core Spending)	65.4%	67.3%	66.5%
Instructional Support (out of Core Spending)	4.1%	2.5%	3.5%
Pupil Support (out of Core Spending)	4.0%	2.9%	3.4%
Central Administration (out of Core Spending)	4.9%	5.7%	5.4%
School Administration (out of Core Spending)	7.4%	7.7%	7.0%
Operations & Maintenance (out of Core Spending)	12.6%	13.6%	13.3%
Other (out of Core Spending)	1.5%	0.4%	0.8%

<sup>2</sup> Less Resource-Effective Districts (LREDs) are 20 Kansas districts that met Standard & Poor's criteria for the lowest category of resource-effectiveness (see appendix for full criteria).

<sup>3</sup> These figures represent core spending, which exclude transportation and food service expenses.



## Executive Summary

- *How do KHRED staffing patterns differ in relation to Less Resource-Effective Districts (LREDs) and the state average?*

### *Staff Distributions*

KHRED staffing allocations are consistent with their spending patterns in that they hire more instructional aides (by two percentage points) and fewer regular teachers (also by two percentage points) than LREDs, just as they spend more in instructional support and pupil support. Moreover, KHREDs appear to have made a trade-off by taking on fewer seasoned staff, but more staff with Masters degrees.

### *Compensation*

KHREDs pay their staff differently too. While average salaries are similar, the minimum and maximum salaries for KHRED teachers and principals are higher than the minimum and maximum of all other district responses to a statewide survey.<sup>4</sup> This is especially true for principals, with KHRED starting principal salaries at \$60,659 on average, compared to \$54,910 for all other districts. Similarly, the maximum salary for KHRED principals on average is \$78,241, while all other districts have an average maximum of \$71,474 for principals.

### *Staff Ratios*

KHREDs generally have smaller student teacher ratios than the state average. This is true at all levels, elementary, middle, and high school, though it is most pronounced in middle schools, with 16.1 students per teacher in all districts and 14.5 students per teacher for KHREDs.

### *Professional Development (PD)*

Notably, KHREDs use their own district staff to offer training to staff members at a higher rate (39%) than all other respondents to the Kansas resource allocation survey (28%). For all other respondents, 48% of PD is provided through regional service centers, compared to 37% for KHREDs.

- *How do KHRED time allocations differ in relation to all other district responses to a statewide survey?*<sup>5</sup>

KHREDs spend significantly more time on instruction in core subjects at the elementary level than all other district respondents to the survey, especially in English language arts. KHREDs spend an average of 71 minutes per day on mathematics in elementary schools, versus 61 minutes per day for all the other districts. KHREDs spend an average of 113 minutes per day in reading and writing in elementary schools, versus 91 minutes per day for all the other districts. Likewise, staff members in KHREDs have different schedules than all other respondents. For example, KHRED principals work longer school years on average (217 days elementary, 221 days middle school, 221 days high school) than all other respondents (214 days elementary, 216 days middle school, 218 days high school).

<sup>4</sup> See next section for an explanation of the Kansas Resource Allocation Survey.

<sup>5</sup> Less Resource-Effective District (LRED) data are not available for these items.





## Adding Value: Effective Resource Practice in Kansas Public Education

For Kansas educators and policymakers, then, this systematic study of the most Highly Resource-Effective Districts in the state constitutes the first iteration of a state-specific effective practice database on resource allocation that provides:

- **A set of tools and techniques for resource allocation that have been shown** — within Kansas contexts — **to contribute to higher student achievement**, and
- The outlines of a **new and higher standard of organizational performance** that district leaders can (and need to) aspire to that will help lead to that higher achievement.

Important features of this report, not previously combined in one study, include:

- **The focus on resource-allocation, described both qualitatively and quantitatively.** Standard & Poor's analyzed Kansas school systems to learn how these districts use existing resources — monetary, time, staff, and programmatic — to raise student achievement. Resource allocation processes are described in numbers and in written narrative to provide a fuller explanation of what actually works.
- **The comprehensiveness of the dataset.** Standard & Poor's analyzed information from all Kansas school districts in order to determine resource-effectiveness, and practices that support it, whether these practices had made the conference circuit and local headlines or not.
- **The definition of specific performance measures to determine what is meant by "effective."** Analyzing a *series of performance measures*, including a "Return on Spending" index (dividing Reading and Math Proficiency on state academic assessments by per-student spending), Standard & Poor's identified 17 Kansas districts that are particularly effective in using their resources to raise student learning.
- **Adjustment for economic and demographic status and comparison to district "peer groups."** Crucially, many of the performance measures are also *risk-adjusted* for the percentage of economically disadvantaged students in a district. This is important because factors like student poverty are strongly correlated with student achievement and resource requirements. Yet, despite this general tendency, reading and math proficiency rates still vary widely among schools with the same levels of economically disadvantaged students — providing the opportunity, with risk-adjustment, of identifying districts that outperform for any given profile. The Highly Resource-Effective Districts are also compared to small groups of their most demographically similar districts (called "peer groups" in benchmarking circles) to provide a more meaningful analysis of resource-effectiveness.
- **Analysis of management practices and organizational processes, as well as performance measures.** The study investigated the management practices of a subset of the Highly Resource-Effective districts in more detail, specifically analyzing the decisions and processes for allocating the key resources of money, staff, time, and academic programs.



## Adding Value: Effective Resource Practice in Kansas Public Education

- **Statewide Survey of Resource Allocation Patterns.** Standard & Poor's sent a survey to each of Kansas' 302 school systems to determine if Highly Resource-Effective Districts use their funds, staff, time, and programs differently than all other districts. More than 100 completed surveys were returned; 106 of these were received in time for their responses to be analyzed for this report. Among the 106 surveys analyzed, 14 came from the state's 17 Highly Resource-Effective Districts, thereby providing a representative sample for analysis.

The survey's 128 response items were divided among the following categories:

- District profile (2 items)
- Frequently used cost saving techniques (16 items)
- Monetary resource allocations (63 items)
- Human resource allocations (10 items)
- Time usage (22 items)
- Programmatic characteristics (15 items)

- **Additional quantitative data, using Standard & Poor's SchoolMatters.com website.** This data was used to compare resource allocation patterns of Kansas' 17 Highly Resource-Effective Districts (KHREDs) with those of the Kansas' 20 Less Resource-Effective Districts (LREDs). These two groups represent the subset of districts that fell above, and below, statistical expectations for two consecutive years, where their risk-adjusted academic performance and productivity are concerned.



## Adding Value: Effective Resource Practice in Kansas Public Education

### For District Education Leaders

#### Use this report to:

- **Identify strategies that work.** Standard & Poor's understands that a "cookie-cutter" approach to the adoption of effective practices is overly simplistic. Yet, as mentioned above, rigorous analysis of effective practice is a valuable tool for change. This study provides evidence of *what actually works* in several diverse school districts across the state. By providing transparent information on the districts in which strategies are used, and by identifying common threads across a variety of districts, the intention is to inform district improvement and resource-allocation efforts in more specific and useful ways than in the past.
- **Evaluate the strategies for fit with your district profile.** Compare your district with the Highly Resource-Effective District and peer district demographics and other characteristics to help judge the fit and appropriateness of various strategies. Some strategies will require adaptation, while others may work just as they are in your setting.
- **Identify organizational "achievement gaps" in your own performance.** The term "achievement gap" applies not only to student performance, but to organizational performance as well. Some of the organizational strategies presented here represent a standard for districts to move toward.
- **Take effective practice ideas to the next level.** A district may credit improved performance to "a strong culture," or "a focus on effective teaching" but what do those phrases really mean? Throughout this report, maxims like these are fleshed-out for the Kansas Highly Resource-Effective Districts (KHREDs).

### For State Education Leaders and Policymakers

#### Use this report to:

- **Inform education investment and policy decisions.** This study addresses the "what" and "how" questions around resource allocation at the district level, not *how much* or *how many* resources. As a corollary, this study is designed to inform policy decisions about how to make the best use of existing state resources for education.
- **Support districts in their analysis and adoption of effective practice.** To scale up what works in resource allocation across Kansas, the state can use the results of this study to support districts as they attempt to increase their efficiency and raise student achievement.
- **Identify organizational "achievement gaps" across state districts.** Policymakers and Department of Education officials can determine which, if any, of the resource management practices described in this study could be standardized and applied across the state, especially in school systems with tremendous room for growth.
- **Address the concerns of legislators and the public on the cost-effective utilization of state resources for education.** The findings emerging from this study represent good news: many school systems in Kansas are fine stewards of taxpayer dollars. Moreover, the effective resource practices presented here provide a foundation for making all districts even better stewards of public resources.



## Organizational Attributes

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

### Optimizing Resources to Raise Student Achievement

Standard & Poor's synthesized information from across the Kansas Highly Resource-Effective Districts (KHREDS) in order to distill strategies commonly used within districts that are achieving high student performance considering the resources they use. These strategies are presented here, along with guiding principles and highlights of particularly innovative approaches. Examples from KHREDS are provided in order to illustrate points, but these are not exhaustive. Please refer to the individual district reports to access a full picture of individual district practices. The individual district reports are available on Standard & Poor's School Evaluation Services website, SchoolMatters.com

The strategies are grouped within the four resource allocation lenses used by Standard & Poor's: Monetary, Staff, Time, and Programmatic Resources. There are also, however, a few district practices that defy categorization since their processes are embedded in the entire context of district activities. These broad, "organizational attributes" are vital to understanding the success achieved by the KHREDS.

*While the Kansas Highly Resource-Effective Districts (KHREDS) employ a rich range of resource-allocation practices, as described in the four resource sections of this report, Standard & Poor's found that they all share a smaller number of broader traits that appear to contribute in fundamental ways to their resource-effectiveness. Indeed, the more specific resource management strategies in the subsequent sections should be considered within the wider organizational parameters set by these attributes.*

#### Highly Resource-Effective Organizational Attributes

1. Engaging in **steady, ongoing improvement** of all aspects of the organization by using data on performance outcomes within a cycle of assessment, evaluation, and improvement.
2. Making **pro-active, highly intentional decisions** that are carefully integrated within the overall organizational context.
3. Maintaining **shared central office and school authority over major resource decisions**.

#### 1. Engaging in steady, on-going improvement of all aspects of the organization by using performance data within a cycle of assessment, evaluation, and improvement.

In one important sense, KHREDS begin their management practices at the end — with the measurement of outcomes, or with the end in mind — by setting performance objectives. Both across the resource management areas within a district and across districts, there is a common theme of measuring current outcomes in order to understand issues, identify gaps, and direct the choice of solutions. These districts are increasingly involved in measuring both student performance through academic assessment, and management per-



## Organizational Attributes

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

formance through suitable criteria and comparison with identified best practices. Some of the districts approach this through the use of well-known performance management processes like the Baldrige Education Criteria for Performance Excellence or the Effective Schools approach. Others are using Kansas' own Quality Performance Accreditation process to foster a culture of data use, accountability, and continuous improvement in all areas.

KHREDs require the use of data to determine learning, program, and management needs prior to investment. A district can “do things right” — avoid costs, gain efficiencies, invest in good programs — but if they are not “doing the right things” — i.e. hiring and allocating staff and choosing programs that will help increase their students' learning — they are unlikely to perform well even if they achieve comparative cost advantages. KHREDs achieve superior results relative to their socio-economic peers in part because they generate performance data, both for students and for district activities, and then use it to perform needs analyses to identify gaps and to target the money they invest in their students' futures.

Whether they are employing a formally recognized system or not, the shared attribute is a continual use of performance data to set the target and measure progress, as well as a systematic approach to the implementation and evaluation of change and reform that results from this process.

### **2. Making proactive, highly intentional decisions that are carefully integrated within the overall organizational context.**

KHREDs are nothing if not highly intentional in their actions and decisions. They create clear strategic goals, particularly with regard to the centrality of student learning, and require resource-allocation decisions to support these goals. They institutionalize the consideration of trade-offs and implications when considering courses of action. They require rigorous “due diligence” in the choice of purchasing options and academic programs.

Examples of intentional decisions are striking. Two examples are from Scott County alone. Despite previously stretching their Title I funded services throughout the elementary and middle grades, Scott County leaders at all grade levels agreed to concentrate all Title I resources in the earlier years for a higher educational return. The district also cut back on capital outlay and maintenance in order to fund after school and summer programs in an intentional effort to end social promotion.

Most such decisions involve trade-offs and consequences. Olathe, for example, sometimes hires less experienced (and therefore, less costly) teachers, which allows it to maintain smaller class sizes than its peers, within a comparable budget. To make this happen, Olathe aggressively recruits in five states to select the best teachers they can find, even if they are straight out of college. Vital to the success of this strategy, however, is the district's concurrent emphasis on and investment in academic coaching, mentoring, and other on-the-ground support for these newer and less experienced faculty.



## Organizational Attributes

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

Similarly, Arkansas City pairs fewer instructional staff per student with more student support staff, a balance which serves the needs of that district, but may not prove as effective in other districts. As a district servicing a military base and a large percentage of economically disadvantaged students, Geary is intentional and proactive in the pursuit of discretionary revenue sources, but protects its exposure to the ups and down of such funds by partnering with a range of community agencies to tap money not available to schools alone. This demonstrates the point that districts interested in any particular KHRED strategy mentioned in this report need to be aware of how the practice is integrated within the school and district context.

### 3. Maintaining shared central office and school authority over major resource decisions.

Site-based decision-making has featured prominently in recent education management reform ideas. Indeed, it has been touted by some as a panacea for district management problems. Yet, KHREDs give less unilateral authority to schools than all other district respondents. Instead, they frequently form a partnership with schools to make joint decisions on resource use. Similar to all other responses, KHREDs often make key resource decisions through district central offices, sometimes alone, but more often with schools (see Figure 2A & 2B). In Arkansas City, for example, school staff gather intelligence on specific student learning needs, and provide recommendations for academic programs and instructional resources; but the schools in Arkansas City do not have authority to control any key resources unilaterally. For more detail on this, see the Resource-Decision Making Authority tables in the individual district reports (which are part of Phase II analysis).

**FIGURE 2A: KANSAS HIGHLY RESOURCE-EFFECTIVE DISTRICTS\***

	DISTRICT		SCHOOL		SHARED	
	NUMBER	% OF TOTAL RESPONSES	NUMBER	% OF TOTAL RESPONSES	NUMBER	% OF TOTAL RESPONSES
Determining teacher schedules/work day and year	2	16.7%	4	33.3%	6	50.0%
Determining student schedules/instructional time	1	8.3%	8	66.7%	3	25.0%
Determining staff roles and responsibilities	1	8.3%	7	58.3%	4	33.3%
Allocating non-instructional positions (e.g. librarians, social workers, etc.)	7	58.3%	1	8.3%	4	33.3%
Making hiring decisions for instructional positions (e.g. teachers, aides, etc.)	1	8.3%	5	41.7%	6	50.0%
Determining professional development requirements	1	9.1%	2	18.2%	8	72.7%
Making professional development spending decisions	7	58.3%	1	8.3%	4	33.3%
Making programmatic spending decisions (e.g. SPED, Title I, etc.)	10	83.3%	0	0.0%	2	16.7%
Allocating technology hardware and staff	8	66.7%	0	0.0%	4	33.3%
Assigning instructional materials	2	16.7%	3	25.0%	7	58.3%
Hiring and paying for substitute teachers	5	41.7%	2	16.7%	5	41.7%
Developing the curriculum for mathematics	3	25.0%	2	16.7%	7	58.3%
Developing the curriculum for reading and writing	3	25.0%	2	16.7%	7	58.3%
Offering remedial academic services	1	8.3%	7	58.3%	4	33.3%
Providing food services	11	91.7%	0	0.0%	1	8.3%
Providing special education services	6	54.5%	1	9.1%	4	36.4%
Providing bilingual education services	3	30.0%	4	40.0%	3	30.0%
Hiring and deploying specialist teachers (e.g. art, music, etc.)	0	0.0%	4	33.3%	8	66.7%
Providing transportation to and from school	12	100.0%	0	0.0%	0	0.0%
Conducting school improvement planning	0	0.0%	5	41.7%	7	58.3%

\*Based on responses received from 12 of the 17 districts identified as being highly resource-effective.



## Organizational Attributes

Effective Strategies Drawn from Kansas Highly Resource-Effective Districts

**FIGURE 2B: ALL OTHER KANSAS DISTRICTS\*\***

	DISTRICT		SCHOOL		SHARED	
	NUMBER	% OF TOTAL RESPONSES	NUMBER	% OF TOTAL RESPONSES	NUMBER	% OF TOTAL RESPONSES
Determining teacher schedules/work day and year	33	37.9%	14	16.1%	40	46.0%
Determining student schedules/instructional time	2	2.3%	70	80.5%	15	17.2%
Determining staff roles and responsibilities	19	21.8%	26	29.9%	42	48.3%
Allocating non-instructional positions (e.g. librarians, social workers, etc.)	43	50.0%	9	10.5%	34	39.5%
Making hiring decisions for instructional positions (e.g. teachers, aides, etc.)	21	23.9%	20	22.7%	47	53.4%
Determining professional development requirements	18	20.5%	20	22.7%	50	56.8%
Making professional development spending decisions	37	42.5%	11	12.6%	39	44.8%
Making programmatic spending decisions (e.g. SPED, Title I, etc.)	60	68.2%	6	6.8%	22	25.0%
Allocating technology hardware and staff	30	34.1%	7	8.0%	51	58.0%
Assigning instructional materials	6	6.8%	49	55.7%	33	37.5%
Hiring and paying for substitute teachers	49	55.7%	14	15.9%	25	28.4%
Developing the curriculum for mathematics	7	8.0%	35	39.8%	46	52.3%
Developing the curriculum for reading and writing	7	8.0%	35	39.8%	46	52.3%
Offering remedial academic services	9	10.2%	49	55.7%	30	34.1%
Providing food services	76	86.4%	6	6.8%	6	6.8%
Providing special education services	54	61.4%	11	12.5%	23	26.1%
Providing bilingual education services	34	53.1%	9	14.1%	21	32.8%
Hiring and deploying specialist teachers (e.g. art, music, etc.)	41	47.7%	10	11.6%	35	40.7%
Providing transportation to and from school	79	91.9%	1	1.2%	6	7.0%
Conducting school improvement planning	6	6.9%	21	24.1%	60	69.0%

\*\*Based on responses received from 92 of the remaining 247 districts in Kansas not identified as being highly resource-effective.





## Monetary Resources

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

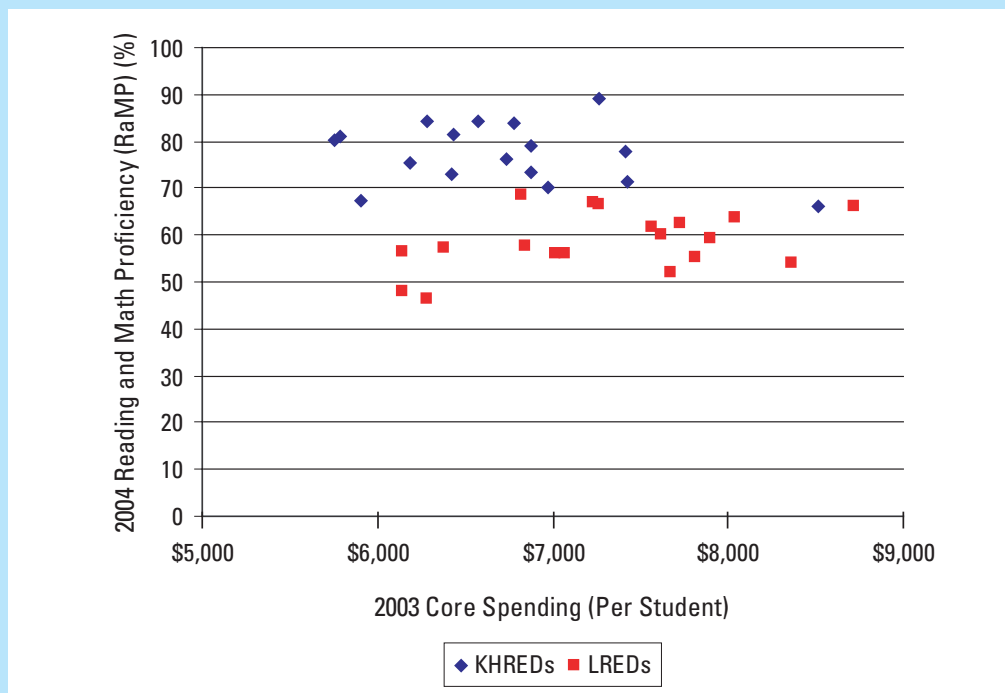
*The overall goal for monetary resource allocation is to maximize student performance through the strategic use of financial resources. The Kansas Highly Resource-Effective Districts (KHREDs) demonstrate a clear capacity to increase efficiencies through a combination of wise spending and cost avoidance in a variety of both long-term and short-term ways. This enables the districts to invest where needed to achieve their strategic goals. The real story is not just about minimizing spending, but also about maximizing returns related to student learning.*

### How do KHRED spending patterns differ in relation to Less Resource-Effective Districts (LREDs) and the state average?

KHREDs demonstrate that it is possible to achieve at high levels, even to outperform most other Kansas districts, without a commensurate level of high expenditure. KHREDs spend fewer dollars per student on average (\$6,986) than LREDs (\$7,495) and the state (\$7,321).<sup>6</sup>

KHREDs achieve their student results efficiently, despite having similar concentrations of economically disadvantaged students. On average, KHREDs have 35% of students eligible for free and reduced price lunch, while LREDs have 34%. The disparities in spending and performance between Highly Resource-Effective Districts and Less Resource-Effective Districts are graphically illustrated below (Figure 3).

**FIGURE 3: COMPARITIVE SPENDING AND PERFORMANCE**  
**Kansas Highly Resource-Effective Districts (KHREDs) and Less Resource-Effective Districts (LREDs)**



<sup>6</sup> These figures represent core spending, which exclude transportation and food service expenses.





## Monetary Resources

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

KHREDs also spend available monetary resources differently than LREDs, as itemized in the next section.

### *Areas where KHREDs spend less than LREDs:*

- KHREDs spend **less** (65.35%) on *instruction* than LREDs (67.31%) and the state (66.46%).
- KHREDs spend **less** (4.88%) on *central administration* than LREDs (5.71%) and the state (5.42%).
- KHREDs spend **less** (12.64%) on *operations and maintenance* than LREDs (13.57%) and the state (13.3%).

### *Areas where KHREDs spend more than LREDs:*

- KHREDs spend **more** (4.13%) on *instructional support* than LREDs (2.45%) and the state (3.51%).
- KHREDs spend **more** (4.04%) on *pupil support* than LREDs (2.85%) and the state (3.45%).
- KHREDs spend **more** (1.53%) on a category called *other* than LREDs (0.43%) and the state (0.84%).
- KHREDs spend **more** (11.22%) on *staff benefits* than LREDs (10.74%) and the state (10.79%).

### *Areas where KHREDs spend the same as LREDs:*

- KHREDs spend **approximately the same** (7.42%) on *school administration* as LREDs (7.67%) and the state (7.03%).
- KHREDs spend **approximately the same** (69.88%) on *staff salaries* as LREDs (69.22%) and the state (69.17%).

KHREDs spend less money than LREDs on instruction, central administration (not school administration expenditures, which are the same as those of LREDs), and operations and maintenance, and possibly shifting some of those dollars to instructional support and pupil support. KHREDs spend nearly two percentage points less on instruction than LREDs, nearly one percentage point less on central administration, and one full percentage point less on operations and maintenance.

As part of the statewide survey, districts were asked which “frequently used cost-savers” they had used from among a list of 16 techniques. KHREDs use the 16 frequently used cost savers at higher rates in general than all other responses in the state, including these practices: *eliminating or combining bus routes, using bigger busses or passenger vans, outsourcing custodial and facilities management, granting early retirement options, outsourcing instruction of non-academic subjects, and investing in technology to reduce clerical staff and increase productivity*. The table below (Figure 4) shows all 16 cost savers from the survey and the full set of percentages for both KHREDs and for all other responses.



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**FIGURE 4: FREQUENTLY USED COST SAVERS**

	KANSAS HIGHLY RESOURCE-EFFECTIVE DISTRICTS*		ALL OTHER KANSAS DISTRICTS**	
	NUMBER	% OF TOTAL RESPONSES	NUMBER	% OF TOTAL RESPONSES
1. Eliminating or combining bus routes	12	85.7%	70	76.1%
2. Using bigger buses or passenger vans	10	71.4%	41	44.6%
3. Outsourcing food/cafeteria services	0	0.0%	3	3.3%
4. Outsourcing transportation services	3	21.4%	10	10.9%
5. Outsourcing custodial and facilities management	2	14.3%	7	7.6%
6. Reducing the use of outside agencies for special-education services	2	14.3%	15	16.3%
7. Increasing the use of outside agencies for special-education services	3	21.4%	19	20.7%
8. Creating annual budgets using a zero-based budgeting approach	2	14.3%	18	19.6%
9. Using energy management systems to reduce utility expenses	10	71.4%	64	69.6%
10. Early retirement options	8	57.1%	48	52.2%
11. Outsourcing instruction of academic subjects	4	28.6%	23	25.0%
12. Outsourcing instruction of non-academic subjects	3	21.4%	12	13.0%
13. Using part-time staff	9	64.3%	66	71.7%
14. Raising class sizes in some or all subjects	6	42.9%	41	44.6%
15. Investing in technology to reduce clerical staff and increase productivity	8	57.1%	46	50.0%
16. Reducing staffing levels for any category of employees	6	42.9%	56	60.9%

\* Based on responses received from 12 of the 17 districts identified as being highly resource-effective.

\*\* Based on responses received from 92 of the remaining 247 districts in Kansas not identified as being highly resource-effective.

### How do KHREDs manage monetary resources?

#### Highly Resource-Effective Strategies for Managing Money

1. **Aligning spending with strategic priorities**, especially student learning and instruction.
2. Establishing budgeting and other processes to ensure **effective spending**.
3. **Encouraging cost avoidance** through multiple purchasing options and reduction of inefficiencies.
4. **Investing strategically** to optimize the return (i.e., student achievement) on resources.

#### 1. Aligning spending with strategic priorities, especially student learning and instruction.

The most fundamental of the KHRED resource management strategies is not to spend as little as possible, as some might think (for example, Geary County USD's spending of \$7,534 per student is above, not below, the state average of \$7,321). Instead, the fundamental strategy is to ensure that monetary resource allocations, whether they are high or low, are aligned with strategic priorities. The distinction, as one of the district leaders put it, is between the pressure not to spend at all and the pressure to spend in a deliberate, focused manner. These districts concentrate on learning.



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### What works:

- **Creating a performance culture to align with student learning.** Several of the KHREDs require that all significant spending decisions must be shown to support the district strategic plan. Where such directives have been implemented for a length of time, staff begin to think in more tightly-focused terms. The accumulated benefit of individually aligned decisions contributes to the overall goal of maximizing student performance and focuses everyone on adding value toward this goal.

### 2. Establishing budgeting and other processes to ensure effective spending.

In order to ensure effective use of monetary resources, KHREDs have found that they need to allocate decision-making authority carefully and establish processes that keep district needs for both improved learning and cost-effectiveness to the fore.

### What works:

- **Controlling spending through nimble, goal-justified budget processes.** Retaining shared district and school control over major spending decisions, mentioned in the over-all attributes of KHREDs, plays an important role here. Because this control is shared, it is also important to build controls into the annual and longer-term budgeting processes. Some districts require explicit, documented justification of budgeted expenditures in terms of the objectives of the strategic plan; some also require specific statements on trade-offs, alternatives, and implications. The key is rigor, not rigidity: rapidly-growing Olathe incorporates such rigorous elements, but introduces the flexibility it needs within a budget year by making allocations in two phases.
- **Requiring due diligence on purchasing options.** KHREDs also ensure optimal benefit from funds spent by requiring careful study of options and benefits prior to decisions. Frugality is encouraged for the purchase of necessary commodities and services (see strategy 3 below for the purchasing options used), and suitability for purpose is stressed for program and staffing expenditures that contribute more directly to student performance (see programmatic and staffing sections).
- **Applying sophisticated financial and management understanding to spending and saving options that may have greater risks attached.** KHREDs also pursue a range of effective spending/cost avoidance strategies that gain short-term savings by deferring expenditures, or otherwise involve calculated risks. These strategies can contribute significantly to resource-effectiveness and to the ability to move through critical stages in increasing student performance. Their potential downsides must, however, be thoroughly understood and managed. Examples of such strategies include the deferring of capital outlay, maintenance and other operating expenditures; cutting of personnel costs by decreasing employee benefits and raising insurance deductibles; searching for low-interest loan refinancing and interest-extended payments for capital purchases; and shifting of appropriate costs from operating to capital budgets. The KHREDs have been able to use these strategies to their advantage as part of their deliberate and carefully monitored financial management.



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### 3. Encouraging cost avoidance through multiple purchasing options and reduction of inefficiencies.

Several of the KHREDS excel at both short and longer-term cost avoidance. Much of this cost reduction is achieved through strategic decisions on purchasing, as well as improved efficiency in day-to-day operations. Stewardship of funds is encouraged throughout KHRED management teams.

#### What works:

- **Introducing structured cost-avoidance initiatives.** While all of the KHREDS pay attention to cost avoidance, Olathe has a particularly deliberate and systematized cost avoidance initiative. When first introduced the initiative was backed by an incentive under which a percentage of the realized savings was returned to the school or cost center responsible.
- **Making strategic decisions on purchasing options.** By applying the due diligence mentioned above, KHREDS make careful, strategic decisions on how to purchase different categories of goods and services. The districts investigate the potential advantages and disadvantages of bids, centralized management, group purchase, cooperative, and consortia arrangements, outsourcing, and in-sourcing. Geary County, for example, intentionally outsources custodial management, maintenance projects, and physical therapy, while providing in-district custodial staff and food services. Decisions on whether to out-source or in-source a particular service vary from district to district as well. The important principle is that KHREDS analyze the options and choose the ones that work effectively for them.
- **Reducing inefficiencies in school and district operations.** KHREDS not only aim to increase efficiencies, but also commonly pay attention to the reduction of inefficiencies in their day-to-day operations. Several districts leverage more out of their bus services, doubling or merging bus routes, using larger buses (or in the case of Scott County's rural routes with declining populations, replacing larger buses with more efficient vans and minibuses). Taking steps to ensure energy efficiency through efficient equipment, retrofitting, new construction, and employee habits also pays dividends. Scott County has taken advantage of the Kansas Facilities Conservation Improvement Program to secure tax exempt financing with good interest rates to improve efficiencies in lighting, heating, and cooling.

### 4. Investing strategically to optimize the “return” (i.e., student achievement) on resources.

The point of all this cost avoidance and efficiency, of course, is to enable a district to invest where needed to achieve its strategic goals. In order to optimize their “return on resources” the KHREDS invest financial resources to raise student achievement. Primary among the targets for these investments are professional development and major program purchases. The first of these is explored in further detail in the section on staff resources, and the second in the section on programmatic resources. There are, however, a few strategic elements that underpin or link all these investments.

#### What works:

- **Protecting funds invested with corollary investment.** As explored in more detail in the staff and programmatic resources sections, KHREDS' monetary investment in major new recruitment or academic programs is supported with financial and time investment for the professional development to make



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sure it works. This course of action prevents the possible inefficiency and added cost of having to abandon programs and start over, and at the same time achieves the greatest return possible for students and districts.

- **Increasing productivity through smart or innovative investment in technology.** KHREDs are investing in technology in various ways that increase productivity, reduce inefficiencies, or simply provide services that help boost student learning. These range from technology to increase efficiencies in administrative functions, to online and distance learning classes for professional development, to online classes and computer-aided instruction for students. Scott County has begun an innovative program using radio-signal hand-held assessment devices that allow teachers to optimize student engagement, improve feedback time, and adjust teaching in a faster and more efficient assessment loop than previously achievable.



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*High quality teaching staff is one of the most important inputs to improvement in student performance, so strategic investment in recruiting and professional development is vital to this goal. Personnel is also, however, the largest cost items in any district budget. The Kansas Highly Resource-Effective Districts (KHREDs) utilize creative and effective methods to recruit and support the best quality teachers they can obtain within their means. They also leverage cost efficiencies and attention to student needs through creative configurations and flexible deployment of staff.*

### **How do KHRED staffing patterns differ in relation to Less Resource-Effective Districts (LREDs) and the state average?**

#### *Staff Distributions*

KHRED staffing allocations are consistent with KHRED spending patterns. KHREDs hire more instructional aides and fewer regular teachers than LREDs, just as they spend more in instructional support and pupil support. Moreover, KHREDs appear to have made a trade-off by taking on less seasoned staff, but more staff with advanced credentials. Specifically, KHREDs have:

- A *lower* percentage (88%) of regular fulltime teachers out of total instructional staff than LREDs (90%).
- A *higher* percentage (12%) of instructional aides out of total instructional staff than LREDs (10%).
- A *higher* percentage (35%) of teachers with Masters degrees than LREDs (32%), but similar percentage as the state (35%).
- A teaching force that is *less* experienced (with 14 years on average) than LREDs (15 years) and the state (15 years).

#### *Compensation*

KHREDs pay their staff differently too. While average salaries are similar, the minimum and maximum salaries for KHRED teachers and principals are higher than all districts on average. This is especially true for principals, with KHRED starting principal salaries at \$60,659 on average, compared to \$54,910 for all other district responses. Similarly, the maximum salary for KHRED principals on average is \$78,241, while all other responses have an average maximum of \$71,474 for principals.

#### *Staff Ratios*

KHREDs generally have smaller classes than all districts in the state. This is true at all levels, elementary, middle, and high school, though it is most pronounced in middle schools, with 16.1 students per teacher in all districts and 14.5 students per teacher for KHREDs.

#### *Professional Development (PD)*

Notably, KHREDs use their own district staff to offer training to staff members at a higher rate (39%) than all other responses to the survey (28%). For all other responses, 48% of PD is provided through regional service centers, compared to 37% for KHREDs. Using district staff for training is a possible cost saver for KHREDs since salaries are already paid for the district staff delivering the professional development. At the same



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time, costs could be higher in the instances where KHREDS are investing in the internal capacity to deliver training in the form of fulltime staff dedicated exclusively to supporting and training other staff. Arkansas City and Olathe both have fulltime academic coaches in such a role.

### How do KHREDS manage staff resources?

#### Highly Resource-Effective Strategies for Employing and Deploying Staff

1. Using **aggressive recruiting techniques** to get the highest quality staff within district means.
2. **Supporting and enhancing classroom teachers' performance** with on-the-ground instructional guidance and assistance.
3. **Assigning and grouping staff flexibly** to meet student needs in cost-effective ways.
4. **Investing in targeted professional development** to ensure return on strategic program investments.
5. Using **teachers as expert resources** for key decisions.

#### 1. Using aggressive recruiting techniques to get the highest quality staff within district means.

Like many districts, KHREDS aim to hire the most qualified people for the job. The teacher recruitment strategies used by these districts are far-reaching, yet are generally achievable for budget-conscious administration teams. Some of the techniques and approaches are common among these districts and destined to become commonplace statewide. Others are targeted to needs or obstacles specific to the district. *The underlying principle behind all of them is to be proactive* in defining the kind of people needed, and then in seeking them out wherever they are. "Post it and let them come" is not a philosophy adhered to by any of these districts.

#### What works:

- **Engaging in multi-state recruiting activities.** In order to attract the highest quality teachers they can afford, KHREDS increasingly cast their nets of recruiting events and interviews over a wide area. These can take the form of university visits (Olathe's screening team makes more than 40 visits a year to interview prospective faculty on university campuses in five states) or attendance at job fairs (Geary's multi-state strategy focuses on these events).
- **Claiming strategic advantage through the convenience and timing of the application processes.** Online applications offer convenience to candidates and increase the pool of candidates comfortable with the use of technology. District websites also contribute to the recruiting process by helping to "sell" KHREDS to the right candidates by providing information on their educational approach. It is





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also possible to gain advantage by paying attention to the timing of application stages. Olathe realized that if it interviewed in the fall, it could attract candidates that might otherwise go elsewhere.

- **Creating a pipeline for new teachers through student-teaching opportunities.** The use of student teachers and other interns can be an economical means of supporting mainstream classroom teachers in their work. But it can also serve as an indispensable resource for the recruiting of permanent staff who are already trained in the ways of the school, and who have had an “interview” process like no other school districts could possibly afford. Olathe hosts significant numbers of student teachers and lab observers in its school each semester with just such an outcome — which may help to explain how the district is able to recruit its faculty with starting salaries somewhat less competitive than those of peer districts.
- **Screening for philosophy and fit, particularly if the district faces unusual challenges.** While there are some up-front costs, one KHRED has found it worth employing a screening process to improve the identification of suitable candidates and increase teacher retention rates. Geary uses a proprietary, diagnostic process to target candidates more likely to work effectively with low-income students and to thrive in a culture within which an active military base looms large.

**2. Supporting and enhancing classroom teachers’ performance with on-the-ground instructional guidance and assistance.** Several of the KHREDs achieve their impressive student performance through the efforts of teachers who have fewer years of experience than those in their peer districts and the state as a whole. (This, in fact, contributes to their resource-effectiveness, as these teachers also tend to have lower salaries.) They achieve these results, in part, through proactive recruiting (previously cited) and targeted professional development (explained below). Moreover, the less experienced teachers are also provided with greater levels of support on the ground, day-to-day in their instructional work, especially in their first few years. Instructional guidance and tools in core subject areas are extended to all teachers.

### What works:

- **Using academic coaches and mentors to provide teacher support and quality control.** Most of the KHREDs provide support to classroom teachers for a range of proficiencies they need to do their jobs well. Content specialists provide guidance on subject content, mentors provide support to new teachers, and coaches model good instruction and assist teachers with data analysis and curriculum development. While these supports improve all teachers’ effectiveness and help optimize student learning, they can be particularly important in making sure that new and inexperienced teachers remain on track. District leaders in Olathe think of their Instructional Resource Teachers as “quality controllers” for newer staff.
- **Introducing additional on-the-ground instructional supports.** Regular principal and/or district leader classroom visits (or “walk-throughs” as they are referred to sometimes) can provide additional on-the-ground feedback and direction. “Performance management” tools are also starting to play a part. In the private sector these accessible coaching materials, ranging from wall charts to electronic data-





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bases, are sometimes termed “just in time/just in place” training and development. Olathe provides its schools with “What Works” school improvement wall charts that enable teachers to access at a glance advice for common instructional situations.

- **Shifting the role of instructional aides from basic support to direct instruction.** When classroom and special education aides share classrooms with teachers, they can often do more than provide basic support. Some KHREDS use models that divide students into groups for many activities, enabling the aides to get involved in direct instruction and allowing the classroom teacher to work with smaller numbers of children at a time.

### **3. Assigning and grouping staff flexibly to meet student needs in cost-effective ways.**

One of the most powerful strategies utilized by the KHREDS involves hiring and configuring staff in ways that address identified needs, and therefore use the district’s human resources in an effective way. At the highest level, this might involve a re-balancing of the proportion of administrative, instructional, and student support staff. Or it might mean rethinking how teachers and instructional aides work together. There is no one formula for all districts.

#### **What works:**

- **Assigning staff in the best interests of the students.** Even districts that devote serious efforts to becoming performance-driven often pursue this goal within preexisting staffing parameters, not allowing much flexibility. The KHREDS are both more intentional and more flexible in defining staff roles and assigning staff to address student needs. This includes practices such as:
  - Placing the most experienced teachers with the lowest-performing students.
  - Reducing student-teacher ratios in grade levels where this has the greatest impact. While some KHREDS earn their student achievement results with higher student-to-instructional staff ratios across the board (like Arkansas City — but see their staffing approach in the last point of this list), others like Scott County maintain lower student-teacher ratios in lower grade levels where they are believed to have the most impact.
  - Reassigning or removing staff in the best interests of the students. Teachers who are not contributing to student achievement can sometimes increase in effectiveness when reassigned to positions that emphasize their strengths. When it is clear that retaining staff is not in the best interest of students, many KHRED districts will take the time and effort necessary to follow through in making staff changes.
  - Reducing or increasing the percentage of time worked by part-time staff as needs vary.
  - Prioritizing staffing in ways that address particular district needs. Arkansas City earns impressive student achievement results for its demographics with fewer instructional staff per student population at all grade levels. At the same time, however, Ark City employs relatively more support staff (like elementary guidance counselors and other student support services personnel), and ensures that its administrative staff is heavily involved in instructional leadership.



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- Grouping students and staffing flexibly for differentiation of instruction. Attention to student learning as the bottom-line (rather than attending only to teaching) is leading to increasing efforts to differentiate instruction for individuals and groups of students. Staff groupings including regular and special education teachers can enable schools to implement small group instruction that differentiates learning within the same classroom. Scott County has managed to create six student groupings at the elementary and middle school levels to provide students with the style and pace of instruction they need to learn the content.
- Re-formulating administrative positions in creative ways. Flexibility and creativity in the configuration of KHREDS' staff extends beyond teachers to administrators. Geary County, for instance, not only shares principal positions across schools, but has ensured the effectiveness of this configuration by creating a (lower cost) Student Support Monitor position for discipline follow up within such schools.

### **4. Investing in targeted professional development to ensure return on strategic program investments.**

School districts across Kansas are investing in their teachers by making professional development a priority. KHREDS ensure they are targeting this investment by spending their professional development dollars on core objectives. In general, this means developing their teachers along paths identified by academic assessments, as well as in support of specific program investments, which are also guided by student learning needs.

#### **What works:**

- **Creating professional development systems that ensure alignment and cascading.** Alignment to core objectives and embedding of professional development into district culture and practice do not just happen. KHREDS have committees and processes that ensure alignment with district goals, as well as the cascading of training and development into day-to-day teaching practice. Arkansas City's three-tier professional development process ties together input from outside experts, principal- and coach-level data analysis and modeling work, and the practice of new skills and approaches during common planning time.
- **Embedding most professional development into district activities and culture.** Like most Kansas districts, the KHREDS bring trainers and outside experts into their district to provide or facilitate group learning within the district context. But more often than most districts they use internal staff, and also attempt to broaden and embed teacher development through additional collaborative learning opportunities such as professional book study groups and professional learning communities. These experiences provide avenues for individual learning, but also create common vocabularies for the learning dialogue taking place within the districts. Geary County's Professional Leadership Academy leverages individual leadership development by requiring participants to pursue their learning through action research on district issues.



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- **Creating an avenue for picking up new ideas, and learning from others.** While KHREDs focus on collaborative district development, they also look outward to ensure the injection of new and innovative ideas and to learn from best practice in the rest of the state, nation, and world. Many achieve this goal by sending teachers to select conferences with structured ways to bring back promising practices and disseminate them within the district. Others provide financial incentives for teachers to pursue their Masters' degrees. Geary County participates in a Council for Public School Improvement with other districts and educational researchers from Kansas State University.

### **5. Using teachers as expert resources for key decisions.**

While strategic involvement of outside experts in key district decisions is certainly appropriate in its place, KHREDs demonstrate the value of also using to the full extent resources that exist within their district. Not only will extensive involvement of teachers in curriculum and learning decisions improve those decisions, create buy-in, and ease the implementation of reforms, it can also help develop district human resources further.

#### **What works:**

- **Involving teachers in curriculum development.** The most common form of teacher involvement is in curriculum articulation, curriculum material choice and adoption, and other elements of curriculum development.
- **Requiring peer critiques of school improvement planning.** Peer-to-peer learning, evaluation, and support are starting to make their appearance in the KHREDs. Geary County's unusual and demanding school improvement planning process illustrates some of the advantages of this approach. Every other year, each school is provided with structured feedback on its school improvement plan from other schools in the district. Feedback comes from others who understand local obstacles and opportunities. Best practice can be shared, and the receiving school has the opportunity to reflect on and improve its plan.



## Time Resources

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

*Findings from the Kansas Highly Resource-Effective Districts (KHREDS) on use of time are clear: successful districts allocate their time according to strategic priorities right down the line. For administrators and teachers, this means focusing on improving student learning rather than administrative issues. For students and teachers it means emphasizing learning time specifically devoted to math and English, whether that be classroom time for students, or professional development hours for teachers.*

### How do KHRED time allocations differ in relation to the state average?<sup>7</sup>

KHREDS spend significantly more time on instruction in core subjects at the elementary level than all other district responses to the survey. KHREDS spend an average of 71 minutes per day in mathematics in elementary schools, versus 61 minutes per day for all other responses. KHREDS spend an average of 113 minutes per day in reading and writing in elementary schools, versus 91 minutes per day for all other responses.

Staff members in KHREDS have different schedules than all other responses too. KHRED teachers work slightly longer school years on average (187 days elementary, 187 days middle school, 187 days high school) than all other district responses (186 days elementary, 186 days middle school, 185 days high school). KHRED principals work longer school years on average (217 days elementary, 221 days middle school, 221 days high school) than the average of all other responses (214 days elementary, 216 days middle school, 218 days high school).

### How do KHREDS manage time resources?

#### 1. Placing a premium on the time students spend learning math and English.

##### Highly Resource-Effective Strategies for Using Time

1. Placing a **premium on the time students spend learning math and English.**
2. Extending the contract year to **increase teacher development and planning time.**
3. **Focusing district and building meetings** on learning and instruction.

Like many districts, the KHREDS have increased the time that their students spend learning core subjects, particularly math, reading, writing, and other language arts. While this can extend beyond the school day for some students, the emphasis is on the allocation of in-school time, despite the trade-offs in terms of the time available for other subjects.

#### What works:

- **Increasing regularly scheduled minutes per day on math and English instruction.** Arkansas City reallocated time in its school schedules, resulting in a 100% increase in the time students spend learning math and reading. The district's elementary students now spend 210 minutes a day on these

<sup>7</sup> Less Resource-Effective District (LRED) data are not available for these items.



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subjects — 90 minutes on math, 90 on reading, and 30 on writing. Middle schools and high school students across the KHREDs also spend significant time focusing on these core subject areas.

- **Extending the school day when necessary.** Mandatory after-school tutoring and summer school programs extend the time on core subjects even further for struggling students. Scott County provides mandatory after-school sessions for all grade levels.

### 2. Extending the contract year to increase teacher development and planning time.

Time for teacher development and planning is crucial to the data-driven, student-performance-focused, proactive teaching approach taken by the KHREDs. In order to minimize the trade-off of time away from students, these districts have worked with their unions to include substantial additional days for staff to undertake vital development and planning activities.

#### What works:

- **Increasing teacher contract days for professional development and collaborative planning.** KHREDs have negotiated contract coverage for up to 15 days beyond those required for student contact. Most provide the same number of days for all teachers; Olathe provides even more for new educators (9-10 for veteran staff, 12-13 for new educators).
- **Paying attention to what these extra days are spent on and how.** Geary County's leadership estimate that 40% of its professional development and planning time is spent on math and 40% on English. Olathe leverages the time spent on professional activities by following a collaborative approach that allows its staff to work in teams, develop local solutions, and learn from each other as well.

### 3. Focusing district and building meetings on learning and instruction.

Administrators in the KHREDs tend to focus their professional time on teaching and student learning, not just the inevitable administrative detail and general oversight required to manage schools. In particular, all these districts take deliberate steps to make building and district meetings count by addressing strategic objectives and expecting tangible outcomes from them.

#### What works:

- **Reserving the bulk of scheduled meetings to address issues directly related to learning and instruction.** Faculty and district meetings are largely focused on the implications of student achievement data or presentations on instructional improvement, with administrative details addressed through email or other more efficient means.
- **Structuring planning time so teachers can work together to address instruction.** The presentation of achievement data or instructional techniques within faculty or building meetings is supplemented with planning time for teachers to work together to apply new techniques or knowledge within grade levels or subject areas.



## Programmatic Resources

*Effective Strategies Drawn from Kansas Highly Resource-Effective Districts*

*Program resource allocation in the Kansas Highly Resource-Effective Districts (KHREDs) is an intentional, data-driven process. Given the priority assigned to raising student achievement, academic programs are, of necessity, a major target of strategic new investment. Decisions to adopt, modify, or discontinue academic programs are made with deliberate and careful consideration of student and district needs, program characteristics, and district resources. They are subject to continual review.*

### How do KHREDs manage programmatic resources?

#### Highly Resource-Effective Strategies for Selecting and Implementing Academic Programs

1. Considering only **research-substantiated programs**, and evaluating them thoroughly.
2. Ensuring that district assessment programs generate the **performance data necessary to guide initial program decisions**, as well as periodic reviews of performance and fit.
3. Making substantial investment in **academic support programs for at-risk populations**, in order to narrow or close achievement gaps.

#### 1. Considering only research-substantiated programs, and evaluating them thoroughly.

The KHREDs extensively research academic program options before they adopt them. Some additionally require that only research-based programs — those whose outcomes are substantiated by academic or professional studies — be considered.

#### What works:

- **Sticking to research-based programs.** Considering only research-based academic programs increases the chances that program resources will be effectively invested, as well as ensuring that the content will be aligned with the state curriculum standards.
- **Doing “due diligence” on programs before making decisions.** KHREDs investigate even research-based programs thoroughly before they buy, seeking out best practices in the area. In Geary County, the process includes visits to current implementation sites, piloting of possible solutions, and widespread teacher involvement in evaluation.
- **Considering efficient solutions.** Not all new programs need to involve major customized development. Some KHREDs have adopted off-the-shelf research-based programs, even for whole-school reform, and adapted them over time to meet the districts’ needs. Attention to the efficiency and effectiveness of programmatic solutions has also resulted in streamlining the total number of programs implemented within a district or within a school.



## Programmatic Resources

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### **2. Ensuring that district assessment programs generate the performance data necessary to guide initial program decisions, as well as periodic reviews of performance and fit.**

The KHREDS use student performance data to define student needs, and therefore what they expect academic programs to address. The most “effective” research-based program available is not going to provide effective results if it does not address the learning needs of a district’s population.

#### **What works:**

- **Instituting a comprehensive district assessment program.** Some of the KHREDS have developed their own criterion-referenced pre- and post-tests to measure overall student progress and programmatic effectiveness. Others use state and national standardized tests almost exclusively. Scott County also draws from Kan-ed, the new state-sponsored assessment bank that is aligned to state academic standards.
- **Reviewing student performance and identifying gaps to help define program needs.** The search for a solution to student learning needs starts with careful identification of those needs. Close analysis of student assessment results on a section-by-section or item-by-item basis can be required in order to help define which programs to consider. Teachers, subject matter coaches, and building administrators all play a part in KHRED data analysis.
- **Repeating assessments in order to evaluate program effectiveness.** Student performance assessment must be repeated at appropriate intervals to allow teachers and district leaders to judge how programs are working, and to make necessary adjustments to improve learning and performance.

### **3. Making substantial investment in academic support programs for at-risk populations in order to narrow or close achievement gaps.**

Several of the KHREDS focus on “high return on investment” programs, defined in terms of educational impact for resources expended. This usually means prioritizing program resources to target improvement for those in greatest need. It almost always includes a focus on early intervention.

#### **What works:**

- **Emphasizing early childhood education.** When districts aim to obtain the greatest long-term impact for their program resource allocations, investing in early childhood education is the place to begin. KHREDS target parenting, early reading, pre-Kindergarten, and Kindergarten programs. Scott County, for instance, offers Kinder-Prep for students five years old by the time school starts, but not developmentally ready to begin Kindergarten.
- **Investing in students who have not reached proficiency.** Additional resources are allocated to reducing or closing achievement gaps by targeting students who have not yet reached proficiency in core subjects, particularly in high schools. Geary County leadership cites its strong investment in academic intervention and support programs as a key element of its success in improving graduation rates. Scott County uses student intervention teams to identify, serve, and monitor at-risk students in order to cut down on social promotion.





## Appendix

### Improvement on the Continuum of Resource-Effectiveness

Most school districts do many things well; at the same time, all districts can improve in some respect. The most effective districts are managed by the same principle used to teach their students — the principle of steady, ongoing improvement. Inevitably, some districts reach improved levels of resource-effectiveness before others do. By distinguishing between different categories of effectiveness, promising practices can be identified and shared. Toward that end, this study divides the continuum of resource-effectiveness into three categories of school districts:

- Kansas' Highly Resource-Effective Districts (KHREDs)
- Kansas' Moderately Resource-Effective Districts
- Kansas' Less Resource-Effective Districts (LREDs)

These categories are applied to the state's 264 school districts that serve at least 200 students in grades K-12.

#### KHREDs

Districts in the *highest* category of resource-effectiveness meet the following criteria:

1. For two consecutive years, the district's overall proficiency rate on state reading and math tests has exceeded statistical expectations given the district's enrollment rate of economically disadvantaged students, and the statewide correlation between poverty and proficiency. This is captured in a measure called **risk-adjusted student performance**.
2. For two consecutive years, the district's return on spending (the ratio of its overall proficiency rate to its per-pupil spending) has exceeded statistical expectations, given the district's enrollment rate of disadvantaged students and the statewide correlation between student poverty and the return on spending. This is captured in a measure called **risk-adjusted district productivity**.
3. The district has made Adequate Yearly Progress (AYP) under the No Child Left Behind Act (NCLB).





## Appendix

The following table shows the risk-adjusted performance and productivity scores for each of the state's 17 school districts identified as KHREds, along with important contextual information, including the reason for recognition.

**FIGURE 5: KANSAS' HIGHLY RESOURCE-EFFECTIVE DISTRICTS** (*recognized for their risk-adjusted performance and productivity in 2003 and 2004*)

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES		REASON FOR RECOGNITION
				2004	2003	2004	2003	
Arkansas City	Cowley	3,012	56.3	0.89	0.71	2.33	2.60	Top Performing in Class - High Student Poverty
Baldwin City	Douglas	1,376	17.9	1.37	0.65	1.69	1.22	Top Performing in Class - Low Student Poverty
Geary County Schools	Geary	6,354	54.7	1.18	0.89	1.33	1.06	Top Performing in Class - High Student Poverty
Halstead	Harvey	732	34.8	1.45	0.73	1.10	1.08	Top Performing in Class - Low-Medium Student Poverty
Hays	Ellis	3,200	30.8	0.77	1.24	0.98	1.14	Top Performing in Class - Low-Medium Student Poverty
Hesston	Harvey	823	19.2	1.38	1.12	0.70	0.59	Top Performing in Class - Low Student Poverty
Lincoln	Lincoln	386	45.6	1.79	1.74	0.73	1.33	Top Performing in Class - Medium-High Student Poverty
Macksville	Stafford	318	56.0	1.42	1.95	3.06	3.75	Top Performing Statewide
Nickerson	Reno	1,158	45.7	1.13	1.68	1.40	2.16	Top Performing Statewide
Olathe	Johnson	22,794	13.2	0.77	0.32	1.54	0.53	Top Performing in Class - Large Districts
Renwick	Sedgwick	2,070	16.5	0.83	0.61	1.60	1.65	Top Performing in Class - Low Student Poverty
Rock Creek	Pottawatomie	762	27.3	1.80	1.69	1.37	1.63	Top Performing Statewide
Scott County	Scott	948	34.8	0.66	0.91	0.79	1.24	Top Performing in Class - Low-Medium Student Poverty
Spearville	Ford	355	23.9	0.54	0.88	0.63	0.65	Top Performing in Class - Low Student Poverty
Stafford	Stafford	338	56.5	0.75	0.56	1.79	2.00	Top Performing in Class - High Student Poverty
Vermillion	Marshall	583	31.9	2.67	3.04	1.39	2.35	Top Performing Statewide
Wamego	Pottawatomie	1,366	28.3	1.29	1.64	2.30	2.78	Top Performing Statewide

### Notes on reasons for recognition:

- **Top Performing Statewide** — to be recognized as such, districts must have achieved risk-adjusted performance and risk-adjusted productivity scores of +1.0 or greater in each of the years examined. Five districts met this criteria — Macksville, Nickerson, Rock Creek, Vermillion, and Wamego.
- **Top Performing in Class** — to be recognized as such, districts must have achieved risk-adjusted performance and risk-adjusted productivity scores of +0.5 or greater in each of the years examined. In addition, the districts must have a risk-adjusted productivity score for 2004 that is among the top five in their class.
- **“Class” categories** were assigned based on student poverty by dividing Kansas districts into quartiles based on their percentage of students that are economically disadvantaged. The remainder of the 17 highly resource-effective districts were recognized based on their status as “best in class.”
- **One important note:** to ensure that the districts were as representative of the state as possible, a secondary analysis based on district size was conducted, producing a similar list of districts. The one



## Appendix

addition based on size was Olathe, which represents the state's largest school districts (districts with more than 10,000 students). For this district, three of the four risk-adjusted scores exceeded +0.5, with both of the most recent scores (for 2004) meeting these criteria as required. No other large district met these same criteria.

### LREDS

Districts in this category of resource-effectiveness meet the following criteria:

1. For two consecutive years, the district's overall proficiency rate on state reading and math tests has been lower than statistically expected, given the district's enrollment rate of disadvantaged students and the statewide correlation between poverty and proficiency. This is captured in a measure called **risk-adjusted student performance**. To be identified, the district's risk-adjusted performance must be less than  $-0.5$  for each of the two years analyzed.
2. For two consecutive years, the district's return on spending (the ratio of its overall reading and math proficiency rate to its per-pupil spending on core operating activities) has been lower than statistically expected, given the district's enrollment rate of disadvantaged students and the statewide correlation between student poverty and the return on spending. This is captured in a measure called **risk-adjusted district productivity**. To be identified, the district's risk-adjusted productivity must be less than  $-0.5$  for each of the two years analyzed.
3. To mitigate the possibility that districts be identified as less resource-effective due to high proportions of students with special needs not addressed directly by the for risk-adjusted analysis, an additional filter has been applied to remove districts with particularly high proportions of students with disabilities or English language learners. The resulting group has very similar student characteristics to the KHREDS.
4. AYP has not been considered as part of the determination of LRED status.



## Appendix

The following table shows the risk-adjusted performance and productivity scores for each of the state's 20 school districts identified as LREs, along with important contextual information.

**FIGURE 6: KANSAS' LESS RESOURCE-EFFECTIVE DISTRICTS**  
(based on their risk-adjusted performance and productivity in 2003 and 2004)

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
				2004	2003	2004	2003
Blue Valley	Riley	246	23.6	-0.83	-0.62	-1.74	-1.34
Bonner Springs	Wyandotte	2,294	31.4	-1.68	-2.12	-0.83	-1.41
Central	Cowley	363	39.4	-0.59	-1.57	-0.86	-1.58
Central Heights	Franklin	649	32.4	-1.73	-1.35	-0.60	-0.80
Easton	Leavenworth	736	17.9	-2.51	-1.19	-1.53	-0.62
Elkhart	Morton	696	27.9	-0.98	-1.84	-1.84	-2.14
Galena	Cherokee	792	65.2	-0.75	-1.35	-0.77	-1.31
Goodland	Sherman	1,021	39.2	-1.22	-0.56	-0.64	-0.70
Kinsley-Offerle	Edwards	358	51.1	-1.17	-0.95	-1.48	-1.60
LeRoy-Gridley	Coffey	304	33.2	-1.87	-1.04	-2.22	-1.84
McLouth	Jefferson	565	20.7	-0.94	-1.45	-1.20	-1.35
Perry Public Schools	Jefferson	1,026	27.0	-0.57	-0.83	-0.69	-0.57
Piper-Kansas City	Wyandotte	1,320	6.4	-1.32	-1.52	-1.80	-1.68
Plainville	Rooks	413	37.5	-1.13	-0.69	-1.33	-1.19
Pleasanton	Linn	423	45.6	-1.15	-1.25	-0.67	-0.83
South Haven	Sumner	226	37.6	-1.53	-1.13	-0.87	-0.56
Turner-Kansas City	Wyandotte	3,856	46.7	-2.22	-1.82	-0.66	-1.11
Wabaunsee East	Wabaunsee	508	28.3	-1.23	-1.00	-1.33	-1.75
Wellington	Sumner	1,775	46.5	-2.45	-1.21	-0.95	-0.55
Wellsville	Franklin	812	18.8	-1.88	-1.67	-1.81	-1.84

### Important Considerations

It is important to keep in mind that a school district's resource-effectiveness can be influenced by factors that are both within and outside of its control. Therefore, the purpose of categorizing school districts in this study is not to pass critical judgment, but to provide them with an understanding of their relative position, and to heighten the attention given to those factors that are within their control. By accounting for different enrollment levels of economically disadvantaged students, and for geographic differences in the purchasing power of the dollar, this study creates a more level playing field for making constructive comparisons among districts. The ways in which resource allocation patterns vary between districts in the highest and lowest categories are described in this study to better understand their attributes.



## Appendix

### Moderately Resource-Effective Districts

Districts in the middle category of moderate resource-effectiveness are those that do not meet the criteria of either the highest or lowest category.

The following table shows the risk-adjusted performance and productivity scores for each of the state's 227 school districts identified as MREDs, along with important contextual information.

**FIGURE 7: KANSAS' MODERATELY RESOURCE-EFFECTIVE DISTRICTS**  
(based on their risk-adjusted performance and productivity in 2003 and 2004)

DISTRICT NAME	COUNTY NAME	ENROLLMENT 2004	ECONOMICALLY DISADVANTAGED (%) 2004	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
				2004	2003	2004	2003
Abilene	Dickinson	1,478	37.4	-0.29	-0.47	0.53	0.77
Altoona-Midway	Wilson	259	49.4	0.25	0.21	-0.38	0.10
Andover	Butler	3,520	11.5	0.53	0.49	1.38	0.68
Anthony-Harper	Harper	999	45.8	0.00	-0.59	-0.13	-0.05
Argonia Public Schools	Sumner	223	44.8	2.23	0.10	1.15	-0.82
Ashland	Clark	233	51.9	2.52	1.60	0.24	0.19
Atchison County Community Schools	Atchison	759	35.7	-1.41	-0.35	-1.25	-0.40
Atchison Public Schools	Atchison	1,676	56.0	1.71	0.02	0.97	-0.41
Auburn Washburn	Shawnee	5,159	20.3	0.06	0.28	0.80	0.99
Augusta	Butler	2,171	27.8	-0.06	-0.24	1.50	1.47
Axtell	Marshall	338	28.7	-0.53	-0.12	-0.98	-1.19
B & B	Nemaha	246	32.9	2.02	2.42	0.02	0.69
Barber County North	Barber	635	32.1	-0.05	-1.00	-0.32	-1.00
Barnes	Washington	468	37.4	1.23	1.21	-1.01	-0.70
Basehor-Linwood	Leavenworth	2,102	8.5	-1.02	-1.93	0.92	-0.27
Baxter Springs	Cherokee	899	52.3	1.15	-1.47	0.42	-1.33
Belle Plaine	Sumner	850	35.8	0.94	1.01	0.33	1.07
Beloit	Mitchell	779	28.2	-0.90	-0.32	-0.45	-1.46
Blue Valley	Johnson	18,906	2.7	0.26	0.54	0.31	0.17
Bluestem	Butler	748	28.1	0.38	-0.88	0.32	-0.53
Bucklin	Ford	279	38.4	0.98	0.90	-0.10	1.02
Buhler	Reno	2,227	28.4	-0.27	0.58	-0.11	1.72
Burlingame Public School	Osage	377	32.1	-0.30	0.34	0.10	0.67
Burlington	Coffey	886	30.8	0.13	0.56	-0.76	-0.83
Burrton	Harvey	265	46.4	-0.50	0.03	-0.75	-0.68
Caldwell	Sumner	308	49.4	0.20	0.11	-0.37	0.09
Caney Valley	Montgomery	943	40.3	-1.06	-2.03	-0.46	-1.53
Canton-Galva	Mcpherson	433	26.1	0.43	0.69	-0.54	0.08
Centre	Marion	266	34.2	0.52	0.14	-1.04	-0.70
Chanute Public Schools	Neosho	1,934	47.4	0.23	0.53	0.72	1.57
Chapman	Dickinson	1,031	33.3	-0.45	0.43	-0.13	0.65
Chase County	Chase	479	40.9	0.00	0.94	-0.91	-0.27
Chautauqua County Community	Chautauqua	449	51.7	-1.59	0.64	-1.02	0.31
Cheney	Sedgwick	791	16.7	0.59	0.45	-0.21	0.16
Cherokee	Crawford	846	43.5	-1.09	-0.60	-0.64	-0.16



## Appendix

**FIGURE 7: KANSAS' MODERATELY RESOURCE-EFFECTIVE DISTRICTS (continued)**  
*(based on their risk-adjusted performance and productivity in 2003 and 2004)*

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
				2004	2003	2004	2003
Cherryvale	Montgomery	645	51.3	0.34	-0.16	-0.59	-0.87
Chetopa	Labette	302	74.8	-0.02	3.06	-0.56	1.77
Cimarron-Ensign	Gray	696	31.8	0.11	-0.53	0.95	0.61
Circle	Butler	1,537	26.8	-0.11	0.27	0.24	1.03
Claflin	Barton	331	29.3	0.16	0.83	-0.44	0.01
Clay Center	Clay	1,481	35.4	0.42	0.33	2.50	2.21
Clearwater	Sedgwick	1,280	18.2	-2.86	-1.54	-0.98	-0.46
Clifton-Clyde	Washington	338	38.2	0.47	1.00	-0.17	0.21
Coffeyville	Montgomery	1,966	58.6	-1.30	-0.75	-0.41	0.06
Colby Public Schools	Thomas	1,057	31.9	-0.51	0.12	-0.07	-0.12
Columbus	Cherokee	1,337	46.4	-1.01	-0.39	-0.46	0.23
Comanche County	Comanche	309	30.4	-0.11	-0.13	-0.89	-1.13
Concordia	Cloud	1,164	48.3	0.40	1.16	1.29	2.14
Conway Springs	Sumner	708	22.5	-0.08	-0.77	-0.49	-1.13
Crest	Anderson	250	44.0	0.56	0.58	-0.63	-0.63
Cunningham	Kingman	265	39.6	-0.03	1.07	-1.03	-0.11
De Soto	Johnson	4,491	12.4	-0.59	-0.51	0.23	-0.17
Deerfield	Kearny	341	51.3	-2.21	-2.18	-1.71	-2.31
Derby	Sedgwick	6,694	30.0	-0.89	-0.27	0.67	0.87
Dighton	Lane	264	40.9	1.14	2.31	-0.04	1.03
Dodge City	Ford	5,960	65.6	-1.19	-0.13	0.14	1.37
Douglass Public Schools	Butler	892	28.5	-0.80	-0.28	-0.03	0.46
Durham-Hillsboro-Lehigh	Marion	683	29.9	1.30	1.69	0.52	1.24
El Dorado	Butler	2,198	36.6	-1.73	-1.44	1.00	0.31
Elk Valley	Elk	211	74.9	-1.50	-0.82	-1.02	-0.68
Ellinwood Public Schools	Barton	579	38.9	0.11	0.51	-0.75	-0.05
Ellis	Ellis	383	30.3	0.93	0.77	-0.68	-0.67
Ell-Saline	Saline	463	30.2	-0.72	0.58	-1.56	-0.58
Ellsworth	Ellsworth	645	27.3	0.20	0.57	0.02	0.10
Elwood	Doniphan	365	48.8	-0.82	-1.98	-0.40	-1.14
Emporia	Lyon	4,920	54.0	-0.51	-0.20	0.81	0.41
Erie-St. Paul	Neosho	1,079	44.3	0.44	1.15	-0.03	0.98
Eudora	Douglas	1,263	24.9	-0.29	0.21	0.50	1.07
Eureka	Greenwood	716	43.9	0.13	-0.27	-0.16	-0.71
Fairfield	Reno	395	53.7	0.13	-0.01	-0.35	-0.87
Flinthills	Butler	333	23.4	1.58	1.34	0.09	0.11
Fort Scott	Bourbon	2,046	48.8	0.28	0.10	1.45	1.10
Fredonia	Wilson	758	49.3	-0.30	-1.09	-0.39	-0.66
Frontenac Public Schools	Crawford	767	32.5	0.09	-0.83	0.28	-0.22
Ft. Larned	Pawnee	936	42.3	-0.90	-0.97	-0.05	-1.92
Garden City	Finney	7,670	54.9	-0.23	-0.35	0.36	-0.33
Gardner Edgerton	Johnson	3,401	20.3	0.33	-0.14	1.50	0.09
Garnett	Anderson	1,125	43.4	-1.04	-0.64	-0.39	0.03
Girard	Crawford	1,105	34.8	0.91	0.95	0.63	0.55
Goddard	Sedgwick	4,065	15.8	0.12	0.14	1.57	1.88



## Appendix

**FIGURE 7: KANSAS' MODERATELY RESOURCE-EFFECTIVE DISTRICTS (continued)**  
*(based on their risk-adjusted performance and productivity in 2003 and 2004)*

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
				2004	2003	2004	2003
Goessel	Marion	296	21.3	1.18	1.49	-0.27	0.80
Great Bend	Barton	3,237	50.1	0.99	-0.19	1.97	0.42
Greeley County Schools	Greeley	297	42.1	0.15	0.01	-0.14	-0.15
Greensburg	Kiowa	320	35.6	1.20	0.82	0.13	0.47
Haven Public Schools	Reno	1,166	37.2	1.18	1.38	0.34	1.18
Haysville	Sedgwick	4,690	36.0	-0.98	-0.90	0.42	-0.26
Herington	Dickinson	527	36.8	-0.05	-0.20	-0.22	-0.37
Hiawatha	Brown	1,006	41.6	-0.10	0.10	0.01	0.61
Highland	Doniphan	281	34.2	0.30	0.85	-0.80	-0.58
Hill City	Graham	439	41.0	0.36	-0.38	-0.41	-0.73
Hoisington	Barton	675	48.0	-0.24	-0.07	-0.49	-0.88
Holcomb	Finney	904	40.4	1.31	-0.09	0.36	-0.40
Holton	Jackson	1,145	25.7	-0.70	-0.42	0.98	0.63
Hoxie Community Schools	Sheridan	347	19.3	0.24	-0.17	-1.07	-2.13
Hugoton Public Schools	Stevens	1,100	43.3	-1.37	0.23	-0.87	0.56
Humboldt	Allen	550	39.8	-0.05	0.14	-0.81	-0.41
Hutchinson Public Schools	Reno	4,890	49.0	0.47	-0.72	1.41	-0.51
Independence	Montgomery	2,036	48.1	-0.35	-0.74	0.58	0.30
Ingalls	Gray	266	39.8	-1.24	-1.59	-1.13	-1.40
Inman	Mcperson	450	19.8	-0.85	0.02	-0.42	-0.36
Iola	Allen	1,513	49.0	0.04	-0.05	0.44	0.27
Jayhawk	Linn	618	40.8	-0.75	-0.12	-0.64	-0.11
Jefferson County North	Jefferson	509	25.0	-0.25	-1.22	-0.21	-0.66
Jefferson West	Jefferson	977	21.2	0.61	-0.73	0.28	-0.27
Jetmore	Hodgeman	306	33.0	-0.16	-1.16	-0.81	-1.21
Kansas City	Wyandotte	20,868	75.0	-1.29	-1.48	0.36	-0.22
Kaw Valley	Pottawatomie	1,090	28.3	0.31	1.38	-0.58	0.25
Kingman-Norwich	Kingman	1,262	39.5	0.26	0.48	1.15	1.40
Kismet-Plains	Seward	790	62.3	-0.35	-0.48	0.96	0.78
Labette County	Labette	1,709	36.9	-0.26	-0.14	0.58	0.89
LaCrosse	Rush	358	41.1	-2.58	-0.15	-2.07	-0.84
Lakin	Kearny	729	37.6	0.36	-0.06	-0.20	-0.03
Lansing	Leavenworth	2,065	7.7	-0.27	0.08	1.35	1.35
Lawrence	Douglas	10,022	29.4	0.06	0.15	0.31	-0.09
Leavenworth	Leavenworth	4,252	46.4	-1.03	-1.54	1.27	0.08
Lebo-Waverly	Coffey	591	31.1	-0.20	0.71	0.02	0.63
Leoti	Wichita	505	34.1	2.37	0.65	1.96	0.40
Liberal	Seward	4,483	61.1	-1.75	-1.48	-0.12	-0.72
Little River	Rice	291	24.1	0.38	2.85	-1.38	0.94
Lorraine	Ellsworth	484	51.0	0.72	1.46	0.16	0.48
Louisburg	Miami	1,449	12.9	-1.13	-1.45	-0.45	-0.30
Lyndon	Osage	464	26.5	0.00	-0.38	0.08	-0.22
Lyons	Rice	928	60.2	0.78	0.37	1.81	0.90
Madison-Virgil	Greenwood	281	46.3	0.18	-1.06	-0.77	-1.27
Maize	Sedgwick	5,815	7.9	-0.36	-0.19	0.95	1.13



## Appendix

**FIGURE 7: KANSAS' MODERATELY RESOURCE-EFFECTIVE DISTRICTS (continued)**  
*(based on their risk-adjusted performance and productivity in 2003 and 2004)*

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)	RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
				2004	2003	2004	2003
Manhattan	Riley	5,376	30.0	0.73	0.49	0.18	-0.18
Mankato	Jewell	222	46.4	-0.20	-1.11	-1.14	-1.74
Marais Des Cygnes Valley	Osage	276	54.7	-1.87	-1.98	-0.82	-0.88
Marion-Florence	Marion	663	35.1	0.24	0.93	0.39	1.27
Marmaton Valley	Allen	381	47.5	1.35	-1.14	0.90	-0.37
Marysville	Marshall	827	30.0	1.23	-1.02	1.45	-0.55
McPherson	Mcpherson	2,559	23.4	0.78	-0.01	2.41	1.08
Meade	Meade	527	35.9	1.38	0.47	0.61	0.06
Midway Schools	Doniphan	222	38.3	0.49	-0.29	-0.49	-1.12
Mill Creek Valley	Wabaunsee	486	22.2	-0.20	0.48	-1.27	0.06
Minneola	Clark	279	38.4	0.66	0.99	-0.23	-0.07
Montezuma	Gray	257	40.5	-0.13	0.46	-1.54	-0.91
Morris County	Morris	954	39.0	-0.88	-0.21	-0.83	0.47
Moscow Public Schools	Stevens	287	33.8	-1.21	0.18	-2.26	-1.74
Moundridge	Mcpherson	427	19.9	0.38	-0.73	1.80	-0.83
Mulvane	Sedgwick	1,937	22.8	-0.64	-0.62	1.59	1.03
Nemaha Valley Schools	Nemaha	519	22.7	0.65	0.45	0.05	-0.18
Neodesha	Wilson	825	43.9	1.56	-0.16	0.27	-0.54
Ness City	Ness	299	20.1	-0.75	0.21	-1.72	-0.56
Newton	Harvey	3,765	44.1	0.66	0.21	2.88	1.73
North Jackson	Jackson	444	32.4	0.15	1.30	0.21	1.02
North Lyon County	Lyon	645	35.5	0.60	0.46	0.31	0.46
North Ottawa County	Ottawa	577	36.6	0.18	0.62	-0.23	0.51
Northeast	Crawford	571	57.4	-0.25	1.36	-0.22	0.80
Norton Community Schools	Norton	713	34.4	-0.50	0.55	-0.36	0.40
Oakley	Logan	490	38.0	0.39	0.78	-0.52	-0.10
Oberlin	Decatur	465	34.4	-0.08	1.54	-1.76	0.16
Onaga-Havensville-Wheaton	Pottawatomie	373	28.2	-0.57	0.03	-0.56	-0.50
Osage City	Osage	769	36.5	-0.69	-0.77	0.65	0.60
Osawatomie	Miami	1,238	48.1	0.09	-0.38	0.74	0.45
Osborne County	Osborne	414	47.6	2.27	1.61	0.99	1.31
Oskaloosa Public Schools	Jefferson	696	37.9	-0.09	-0.29	-0.22	-0.39
Oswego	Labette	545	52.3	1.99	0.68	1.46	0.26
Otis-Bison	Rush	238	43.3	-0.10	0.14	-1.41	-0.86
Ottawa	Franklin	2,472	34.9	-0.76	-0.28	0.59	0.63
Oxford	Sumner	404	26.5	0.57	-1.88	0.19	-1.62
Paola	Miami	2,167	24.1	-0.62	-0.83	1.64	0.96
Parsons	Labette	1,619	57.1	-0.04	0.00	0.61	1.04
Peabody-Burns	Marion	445	35.3	-0.27	0.46	-0.80	0.54
Phillipsburg	Phillips	641	35.4	1.74	-0.26	0.53	-0.83
Pike Valley	Republic	271	46.1	0.69	1.25	-0.26	-0.17
Pittsburg	Crawford	2,599	52.5	-0.49	0.37	0.23	1.21
Prairie View	Linn	999	28.7	-0.01	0.38	-0.99	-0.41
Pratt	Pratt	1,208	37.9	-0.03	-0.28	-0.22	-0.11
Pretty Prairie	Reno	322	29.2	1.30	0.85	-0.17	-0.12
Quinter Public Schools	Gove	363	29.8	0.24	-0.42	-0.86	-1.75
Remington-Whitewater	Butler	543	23.6	-0.69	-0.29	-1.20	-0.83
Republic County	Republic	495	34.3	-0.11	0.84	-0.35	0.10
Riley County	Riley	661	26.3	-0.07	0.34	0.16	0.46



## Appendix

**FIGURE 7: KANSAS' MODERATELY RESOURCE-EFFECTIVE DISTRICTS (continued)**  
*(based on their risk-adjusted performance and productivity in 2003 and 2004)*

DISTRICT NAME	COUNTY NAME	ENROLLMENT	ECONOMICALLY DISADVANTAGED (%)		RISK-ADJUSTED PERFORMANCE SCORES		RISK-ADJUSTED PRODUCTIVITY SCORES	
			2004	2004	2004	2003	2004	2003
Riverton	Cherokee	848	47.8	-0.14	-1.19	-0.49	-0.96	
Rolla	Morton	224	52.7	0.91	1.28	-0.69	-0.32	
Rose Hill Public Schools	Butler	1,878	16.1	-0.59	-1.36	0.74	0.00	
Royal Valley	Jackson	941	37.1	-0.98	-0.48	-0.68	-0.24	
Rural Vista	Dickinson	427	41.9	-0.48	-1.13	-0.44	-1.07	
Russell County	Russell	1,028	39.2	0.37	-0.81	0.20	-0.87	
Sabetha	Nemaha	985	24.8	0.53	1.10	-0.28	0.34	
Salina	Saline	7,594	43.7	0.20	0.23	0.07	-0.15	
Santa Fe Trail	Osage	1,282	33.6	-0.08	-0.20	0.90	0.52	
Satanta	Haskell	411	48.7	-2.18	-0.47	-1.65	-0.65	
Seaman	Shawnee	3,404	21.1	0.15	-0.25	1.26	0.48	
Sedgwick Public Schools	Harvey	526	23.6	0.08	0.82	0.83	1.21	
Shawnee Heights	Shawnee	3,448	20.8	-0.34	-0.22	0.39	0.34	
Shawnee Mission Public School	Johnson	29,389	14.2	0.38	0.53	0.99	0.87	
Silver Lake	Shawnee	751	10.9	1.27	1.08	0.14	-0.17	
Skyline Schools	Pratt	461	30.6	1.23	0.53	0.79	0.28	
Smith Center	Smith	490	40.2	-0.52	0.86	-1.12	0.01	
Smoky Valley	Mcpheerson	969	18.7	0.25	-0.29	0.09	0.45	
Solomon	Dickinson	421	39.7	-0.08	-0.99	-0.89	-1.52	
South Barber	Barber	285	44.9	1.93	0.71	0.33	-0.07	
South Brown County	Brown	651	53.0	0.17	1.01	-0.26	0.62	
Southeast of Saline	Saline	700	19.9	-0.91	0.51	-1.25	-0.52	
Southern Cloud	Cloud	245	46.9	1.91	-2.33	-0.40	-2.74	
Southern Lyon County	Lyon	623	32.1	0.69	0.01	0.20	-0.11	
Spring Hill	Johnson	1,598	12.7	-0.02	0.02	0.54	0.20	
St. Francis Community School	Cheyenne	365	41.4	0.99	0.39	0.64	0.21	
St. John-Hudson	Stafford	440	46.6	-0.81	-1.03	1.61	0.84	
Stanton County	Stanton	532	45.7	-1.12	-1.46	-0.72	-1.02	
Sterling	Rice	522	39.3	0.97	1.09	-0.35	0.20	
Stockton	Rooks	385	36.1	-1.33	-0.09	-1.16	-0.23	
Sublette	Haskell	510	42.5	-0.02	0.57	-0.33	0.17	
Syracuse	Hamilton	516	53.7	-1.37	-2.73	-1.18	-2.09	
Tonganoxie	Leavenworth	1,558	18.4	-0.28	-0.82	1.17	0.53	
Topeka Public Schools	Shawnee	14,049	58.8	-0.07	-0.89	0.11	-0.54	
Troy Public Schools	Doniphan	400	36.8	0.08	-0.73	-0.41	-1.33	
Twin Valley	Ottawa	659	27.8	-0.42	-0.78	-0.73	-0.88	
Udall	Cowley	396	37.4	0.31	1.62	-0.43	1.44	
Ulysses	Grant	1,833	46.0	-0.52	-0.64	0.32	0.39	
Uniontown	Bourbon	477	51.4	0.19	0.97	-0.29	0.23	
Valley Center Public School	Sedgwick	2,394	20.5	-0.91	-1.46	1.66	0.97	
Valley Falls	Jefferson	454	26.9	-0.36	-0.07	-0.97	-0.64	
Valley Heights	Marshall	406	43.8	1.00	0.76	-0.75	0.04	
Victoria	Ellis	292	17.1	0.50	-0.48	-1.66	-1.89	
Waconda	Mitchell	375	41.1	2.43	1.14	0.78	0.30	
Wakeeney	Trego	405	31.6	0.14	1.61	-0.89	-0.08	
Wallace County Schools	Wallace	237	45.6	-0.01	-0.07	-1.13	-1.42	
Washington Schools	Washington	361	39.6	2.02	1.66	-0.66	-0.55	
Wathena	Doniphan	387	18.6	-1.49	0.16	-1.60	0.24	
West Elk	Elk	471	50.7	1.31	0.81	2.49	0.46	
West Franklin	Franklin	957	37.7	-0.82	-0.26	-0.42	0.51	
Wichita	Sedgwick	48,760	63.9	-0.46	-0.60	0.34	0.03	
Winfield	Cowley	2,679	42.4	-0.24	-0.81	1.21	0.42	
Woodson	Woodson	553	44.3	0.15	-0.16	-0.05	-0.01	