



# SMALL SCHOOLS DEFINITION REPORT

Submitted to

Wyoming State Legislature

Submitted by

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## Executive Summary

In its 2002 session, the legislature passed the requirement for a small schools study (2002 Session Laws, Chapter 76, Section 10). As part of the study, the State Superintendent

“...shall develop necessary information and procedures for the establishment and application of criteria for defining small schools for purposes of the small school adjustment prescribed by law under W.S. 21-13-318, as amended by section 1 of this act. ...”

As part of this definition effort, the Superintendent requested the statutorily established Data Advisory Committee provide her with recommendations on the definition of small school. Additionally, the JEC CoChairs requested assistance from the Data Advisory Committee to assemble school level data necessary to review the Small School Adjustment.

A significant issue in the definition of school was the question of co-located schools. Co-location refers to a situation where a single building or campus is designated by the school district as two or more schools. The Committee’s discussion of the definition focused on how to resolve the co-location questions. The Committee felt the co-location question was better addressed through a funding solution than a definition. With that in mind, the Committee proposed a generic definition of a “public school” and modifications to the block grant funding model to address co-located schools and other small school issues. The recommendations of the Committee follow.

1. The definition of “School” adopted by the group is that proposed by the National Center for Education Statistics (NCES) with one minor modification, as follows:

A “Public School” is an institution, which provides educational services and has the following characteristics:

- Has one or more grade groups (kindergarten through grade 12) or is ungraded;
- Has one or more teachers to give instructions;
- Is located in one or more buildings or sites;
- Has an assigned administrator;
- Receives public funds as primary support;
- Is operated by an education agency.

2. A school, for funding purposes, should be considered based on the resources needed to provide the instructional services required to deliver the educational basket of goods and services at various grade levels.

3. Costs related to the operation of the building could be driven by factors more closely related to operating the building, such as square footage, age of the building, and total building ADM.
4. MAP should develop multiple prototypes for schools of varying sizes and grade configurations. Building related costs could be handled through a separate funding process, or by developing school prototypes for “stand alone” and “co-located” schools.
5. Because each school would be funded based on a prototype, there would be no need for a separate small school adjustment, and therefore no need for a definition of small school.

Additionally, the Data Advisory Committee, the WDE, Department of Audit, and MAP developed initial standards for tracking and reporting school level expenditures beginning July 1, 2002. This school level data should be available for analysis by MAP and the legislature in the fall of 2003. The Data Advisory Committee and the WDE have also initiated an ongoing process to resolve school level accounting standards and coding consistency questions as they arise. As questions arise, the Data Advisory Committee and the WDE will review the matter and adopt a standard, consistent approach for all districts. The standards will be incorporated into the school district accounting manual and made available to all districts. The Department of Audit is also a working member of the Data Advisory Committee, and auditors will verify districts are following the procedures as outlined in the accounting manual.

The State Superintendent wishes to thank the Data Advisory Committee, and believes the Committee’s work may have significant impact as the legislature and MAP continue with the small schools funding question.

Whether the suggestion of the Data Advisory Committee is accepted or not, the question of a definition of small school may be premature. It is the WDE’s understanding that MAP supports requesting input on the district’s judgment of the appropriate level of resources needed to deliver the basket of educational services at schools of various sizes. The school level accounting effort is progressing well. These two efforts can move forward simultaneously, and results of both can be evaluated together as part of the legislature’s efforts over the next year to develop a funding solution for small schools. That funding solution may, or may not, require a definition of small school.

WDE discussed multiple prototypes for both co-located and stand-alone schools with MAP. MAP’s preliminary thoughts were that while multiple prototypes may be useful, a more significant funding question might be cost

differences between small schools located in small districts and small schools located in large districts.

With the above in mind, the State Superintendent proposes the following recommendations.

1. Acknowledge the efforts of the Data Advisory Committee in proposing an alternate method of funding small schools.
2. Support the continued work of the Data Advisory Committee on school level accounting and coding consistency.
3. Postpone adoption of a definition of small school.
4. Provide funding and direction to MAP to obtain input from districts on resources needed to deliver the basket of educational services at schools of varying sizes.
5. Request MAP evaluate the results of item 4 above in conjunction with school level accounting data, and provide a recommendation on a funding method for small schools.
6. Evaluate the MAP funding recommendations, and if needed, direct the Superintendent to finalize recommendations on a definition of small schools as per Section 10 of the Act.

## Background

On February 23, 2001, the Wyoming Supreme Court issued a ruling indicating the Wyoming Cost Based Block Grant model is capable of supporting a constitutional school finance system. However, the Court found several of the components of the model to be unconstitutional, and required the legislature to correct the problems. One of those components was the Small Schools Adjustment. The legislature contracted with Management Analysis & Planning, Inc. (MAP) to revise the model to comply with the Court's ruling.

Much of the recent concern over the definition of small schools centers around the issue of co-location. Co-location refers to a situation where a single building or campus is designated by the school district as two or more schools. Co-location grew out of the practice of designating elementary grades as an elementary school, middle grades as a middle school, and secondary grades as a high school even though all are located on a single campus or in the same building. Often, the schools share the same administration. This was not a concern until the funding model began providing adjustments to schools with small enrollments.

MAP addressed the definition of school for the Small School Adjustment in its preliminary report to the legislature in July 2001.<sup>1</sup> MAP then expanded its preliminary definition in the small school report issued in January 2002. A primary consideration in MAP's discussion was the issue of co-location of schools.

"...the existence of co-located schools has complicated the determination of what constitutes a school for the purposes of the small school adjustment. At the present time, despite the probability that co-located schools do not suffer from the same diseconomies as do schools that are truly free-standing schools, the state's current formula provides an adjustment for small school regardless of co-location."<sup>2</sup>

Aside from the co-location question, other concerns with the Small School Adjustment were raised. The legislature's Joint Education Committee reviewed the small school question several times, both prior to and during the legislative session. The Committee included a study of the Small School Adjustment in its school finance recommendations to the full legislature. Additional discussions on the Hold Harmless provisions of the school finance amendments led to further refinements of the study and an extension of the Hold Harmless period to two years.

The legislature included the special study dealing with small schools in Section 10 of Chapter 76 of the 2002 Session Laws. This section requires the Superintendent of Public Instruction to develop recommendations for the definition of school for purposes of the small school adjustment. Following receipt of recommendations from the Superintendent, a joint interim legislative committee is to review the Small School Adjustment and report its findings to the Management Council. The language from Chapter 76 is as follows:

**Section 10. [SMALL SCHOOL STUDY]**

(a) The state superintendent shall develop necessary information and procedures for the establishment and application of criteria for defining small schools for purposes of the small school adjustment prescribed by law under W.S. 21-13-318, as amended by section 1 of this act. The state superintendent shall give consideration to recommendations provided by the consultant performing the January 2002 cost of education studies pertaining to small schools, specifically the recommendation for basing a definition upon buildings and facilities

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<sup>1</sup> Smith, J, Hayward, G. Wyoming Education Finance: Implementation Issues. Davis, CA: Management Analysis & Planning, Inc., July 2001.

<sup>2</sup> Picus, L, Hayward, G, and Ehlers, J (2002). Wyoming Education Finance: Small Schools Report. Davis, CA: Management Analysis & Planning, Inc. (Report submitted to the Wyoming Legislature January 17, 2002.)

comprising a school. The state superintendent shall assemble a report on information and findings developed under this section and on or before November 1, 2002, submit the report together with recommendations to the joint education interim committee.

(b) Based upon information and recommendations reported by the state superintendent under subsection (a) this section, a joint interim committee of the legislature shall study the small school adjustment contained within the education resource block grant model. The committee shall report study findings to the management council and to the joint education interim committee on or before December 15, 2002.

(c) A joint interim committee of the legislature shall include in the study of the necessary small school adjustment conducted in accordance with subsection (b) of this section, further analysis and review of the components comprising the small school adjustment. The analysis and review shall include consideration of the ability of the adjustment components to provide students attending Wyoming public schools with the educational program required by law. Economy-of-scale issues and funding implications related to the analysis and review undertaken under this subsection shall involve Wyoming school districts and their data.

The Superintendent requested the statutorily established Data Advisory Committee to provide her with recommendations on the definition of small school.<sup>3</sup> Additionally, the JEC CoChairs requested assistance from the Data Advisory Committee to assemble school level data necessary to review the Small School Adjustment. The JEC CoChairs also requested school level data be reported for school year 2002-2003 to enable further analysis of the Adjustment, and that the Department of Audit verify the accuracy of the reporting. The Data Advisory Committee began the process by recommending a definition of school to the Superintendent, establishing standards for school level reporting across all districts, and resolving any coding consistency questions as they arose.

The Data Advisory Committee met on several occasions during the summer and fall of 2002 to address the definition of small school and school level accounting standards. The remainder of this report will cover the history of the small school definition and the recommendations of the Data Advisory Committee and the Superintendent on the definition of school for the Small School Adjustment.

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<sup>3</sup> See WS 21-2-203(d). Appendix A of this report contains a list of Committee members.

## History of the Definition of School for the Small School Adjustment

The Wyoming Cost Based Block Grant model for funding K-12 public education has, since 1997, contained an adjustment for diseconomies of scale experienced by necessary small schools. In its report to the legislature in 1997, Management Analysis & Planning, Inc. (MAP) proposed a definition of a necessary small school which accounted for school population, student transportation time, and geographic proximity as follows:

An elementary or middle school with 200 or fewer ADM enrolled in kindergarten through grade eight such that a majority of its enrolled students would otherwise have to be transported for more than one hour daily for elementary, and 90 minutes for middle school students. A "school" is further defined as all of grades kindergarten through eight with the same building or multiple buildings located within a quarter mile radius.

A high school with 400 or fewer ADM enrolled in grades nine through twelve such that a majority of its enrolled students would have to be transported more than 2 hours daily. A school is further defined as all grades existing within the same building or multiple buildings located within a quarter mile radius.<sup>4</sup>

The legislature, in its 1997 Special Session, codified a definition of necessary small school in 21-103-101(b), containing both enrollment and geographic criteria, as follows:

(b) "Necessary small school" means either a necessary small elementary school or a necessary small high school. A "necessary small elementary school" means any school with a total of two hundred (200) or fewer ADM, with all ADM in the school enrolled only in kindergarten through grade eight (8) or any combination of grades within this range. A "necessary small high school" means any school with a total of four hundred (400) or fewer ADM, with all ADM in the school enrolled only in grades (9) through twelve (12) or any combination of grades within this range. For the purpose of this subsection, "school," means an area, not more than one-fourth (1/4) mile in radius on which facilities are located where students receive a majority of the educational programs provided to them by their school district. If a grade level is provided in more than one (1) school in a district within an area consisting of the boundary of a municipality and the area within five (5) miles of the boundary of that municipality, those

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<sup>4</sup> Guthrie, J, Hayward, G, Smith, J, et.al. A Proposed Cost Based Block Grant Model for Wyoming School Finance. Davis, CA: Management, Analysis, and Planning Associates, L.L.C., April 1997.



schools shall be treated as a single school for the purpose of determining whether the school is a necessary small school.

In its 1998 session, the legislature repealed the definition of a necessary small school as outlined above, and created WS 21-13-318 and 21-13-319 providing a revised definition and describing a method of funding for unusually small schools. The definition retained the ¼ mile geographic criteria, added definitions of unusually small elementary and high schools, and included average enrollment criteria for the two previous school years as well as a consecutive grade enrollment requirement. Some of the more pertinent parts of the definition are as shown below. A complete listing of the statutes is found in the Session Laws of Wyoming, 1998, Chapter 2.

21-13-318 (a)(ii) "School area" means an area, not more than one-fourth (1/4) mile in radius on which facilities are located where students receive a majority of the educational programs provided to them by their school district. Not more than one (1) necessary small elementary school and one (1) necessary small high school shall exist within the same school area;

(iii) "Unusually small elementary school" means a necessary small elementary school with thirty (30) or fewer ADM;

(iv) "Unusually small high school " means a necessary small high school with forty-eight (48) or fewer ADM.

(b) A school is a necessary small elementary school if it is qualified under subsection (f) of this section or if it meets the following qualifications:

(i) There is a total of two hundred (200) or fewer ADM in kindergarten through grade eight (8) enrolled in the school;

(ii) The average ADM enrolled in kindergarten through grade eight (8) within the same school area for the current school year and the two (2) preceding school years is two hundred (200) or fewer ADM;

(iii) If any students in grades nine (9) through twelve (12) are enrolled within the same school area, the elementary school shall have students enrolled in at least three (3) consecutive grades within kindergarten through grade eight (8) to qualify as a necessary small school. This paragraph does not apply to any school located in a school area where the total ADM for all schools in that school area is fewer than fifty (50);

(c) A school is a necessary small high school if it is qualified under subsection (f) of this section or if it meets the following qualifications:

(i) There is a total of four hundred (400) or fewer ADM in grades nine (9) through twelve (12) enrolled in the school;

(ii) The average ADM enrolled in grades nine (9) through twelve (12) within the same school area for the current school year and the two (2) preceding school years is four hundred (400) or fewer ADM;

(iii) The high school shall have students enrolled in at least three (3) consecutive grades within grades nine (9) through twelve (12) to qualify as a necessary small school;

WS 21-13-318 (d) included provisions requiring the Superintendent to determine which schools qualified for the Small School Adjustment based on the ADM and consecutive enrollment criteria. This section also required districts to obtain prior approval from the Superintendent for a grade reconfiguration change to be eligible for the adjustment.

WS21-13-318 (e) contained provisions for dealing with small schools experiencing a decline in enrollment.

In addition to the above criteria, the school had to meet provisions of WS 21-13-318(f). Subsection (f) applied to schools established on or after July 1, 1998, and provided additional restrictions on qualification for the small school adjustment. The additional restrictions were as follows:

21-13-318(f)(ii) The proposed necessary small school is not being created for the purpose of increasing revenues to be made available to the district under the school foundation program;

(iii) At least one of the following apply:

(A) There is no more cost effective way to provide adequate education services to students expected to be enrolled in the school, within or outside the district; or

(B) There exist extraordinary circumstances related to the safe and efficient delivery of educational services to students which make the establishment of a necessary small school the most reasonable alternative; or

(C) Establishment of the proposed school is to prevent students from spending excessive time in transportation to and from school.

In the 1999 session, the legislature created WS 21-13-327. This new section initiated a three-year phase out of the ¼ mile criteria and other limitations. The statute required the Superintendent to recompute the small school adjustment using the new criteria specified in WS 21-13-327.

For the recomputation, the ¼ mile restrictions were phased out in three equal installments beginning in school year 1999-2000 and ending in school year 2001-2002. Additionally, schools established on or after July 1, 1998 were deemed to meet the criteria of 21-13-318(f). The consecutive grade enrollment criterion was not included in the recomputation. For all small schools, the qualifying criteria was streamlined, as follows:

21-13-327(b) For the purpose of implementing this section, the state superintendent shall annually recompute the amount for each district under W.S. 21-13-309(p) with the adjustment for small schools under W.S. 21-13-318 and 21-13-319 computed subject to the following:

(i) A school is a necessary small elementary school if:

(A) The school was established as an elementary, middle, or junior high school on or after July 1, 1998, it qualifies under W.S. 21-13-318(f); or

(B) If the school was established before July 1, 1998, the school was designated by the district as an elementary, middle, or junior high school before July 1, 1998, and:

(I) There was a total of two hundred (200) or fewer ADM in kindergarten through grade eight (8) enrolled in the school during the preceding school year;

(II) The average ADM enrolled in kindergarten through grade eight (8) within the school for the current year and the two (2) preceding school years was two hundred (200) or fewer ADM; and

(III) The school has not been disqualified as a necessary small school under W.S. 21-13-318(d), for change of grade configuration, or W.S. 21-13-318(e) for loss of ADM.

(ii) A school is a necessary small high school if:

(A) The school was established as a high school on or after July 1, 1998, it qualifies under W.S. 21-13-318(f); or

(B) If the school was established before July 1, 1998, the school was designated by the district as a high school before July 1, 1998, and:

(I) There was a total of four hundred (400) or fewer ADM in grades nine (9) through grade twelve (12) enrolled in the school;

(II) The average ADM enrolled in grades nine (9) through twelve (12) within the high school for the current school year and the two (2) preceding school years was four hundred (400) or fewer ADM;

(II) The school has not been disqualified as a necessary small school under W.S. 21-13-318(d), for change of grade configuration, or W.S. 21-13-318(e) for loss of ADM.

In the 2000 session, the legislature added footnote 5 to Section 205 of the Appropriations Act that limited the creation of new small schools. This provision was effective July 1, 2000 and expired June 30, 2002. The language was as follows:

5. (a) For funding public schools during July 1, 2000, through July 1, 2002, and notwithstanding W.S. 21-13-318, for the purpose of computing foundation program amounts under W.S. 21-13-309(p) for all school districts, the small school adjustment shall not be allowed for a school that otherwise qualifies for that adjustment unless:

(i) The school was established as a separate school within the district before January 1, 2000; and

(ii) The school met the ADM criteria under W.S. 21-13-318 for a small school based upon the ADM for that school for the first sixty days of the 1999-2000 school year. The qualification in this paragraph does not apply to a school where the reduction in ADM at the school resulted solely from a decrease in students in the geographic area and was not related to reconfiguration of grades in the school.

(b) The purpose of this footnote is to limit the creation of new small schools during the FY 2001-2002 biennium except where the small school results from loss of students in the area the school serves.

Following the Supreme Court decision of February 2001, the legislature contracted with MAP to recalibrate the funding model and identify options to address various model components which the Court identified as failing to

meet constitutional tests. The Small Schools Adjustment was one of those components. In its report on the Small School Adjustment, MAP recommended the legislature adopt the following definition of school for purposes of the Small School Adjustment:

A school, for funding purposes, is one or more buildings that contain one or more grades and at least three of the following facilities that are not shared with another school: (1) library, (2) cafeteria, (3) administrative office, (4) heating and ventilations system. School districts may not reduce the size or scope of any of these facilities for the purpose of qualifying for a small school adjustment. Elementary and middle school programs with 30 or fewer ADM and high school programs with 48 or fewer ADM may, with the permission of the State Board of Education, qualify as a school even when they contain fewer than three of the above criteria.<sup>5</sup>

In the 2002 session, the legislature substantially modified WS 21-13-318 and repealed both WS 21-13-319 and 21-13-327. In WS 21-13-318, the subsections defining school area, unusually small elementary school, and unusually small high school were repealed. Also in WS 21-13-318, the sections specifying the ADM criteria for small elementary schools and small high schools were repealed.

The new legislation added sections (g) and (h) to WS 21-13-318. Section (g) defines the ADM criteria for small elementary schools, small middle schools and small high schools. Previous legislation defined the grade span for the small elementary school as K – 8, and the high school as 9 – 12. This legislation adds the middle school category.

The new section (h) prescribes the small school adjustment shall be computed as outlined in the block grant model. Sections (g) and (h) are as follows:

(g) A school is a necessary small school if it is qualified under subsection (f) of this section or it meets the following qualifications:

(i) If an elementary school, the ADM for the prior school year is two hundred sixty-three (263) or less;

(ii) If a middle school, the ADM for the prior school year is two hundred ninety-nine (299) or less;

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<sup>5</sup> Picus, L, Hayward, G, and Ehlers, J (2002). Wyoming Education Finance: Small Schools Report. Davis, CA: Management Analysis & Planning, Inc. (Report submitted to the Wyoming Legislature January 17, 2002.)

(iii) If a high school, the ADM for the prior school year is five hundred ninety-nine (599) or less.

(h) As provided by W.S. 21-13-309(n)(iii), there shall be an adjustment for necessary small schools qualifying under subsections (f) or (g) of this section. The adjustment shall be computed as prescribed by the education resource block grant model, which provides adjustments for teacher compensation, utility costs and student activities.

The current version of the criteria for the Small School Adjustment has been streamlined from previous years relying primarily on ADM by grade span. However, the previous criteria in 21-13-318 (d) and (e) dealing with grade reconfigurations and declining enrollment are still in place.

Current statutes do not address the co location question. Each district determines school configurations, and files that information with the WDE. The funding model uses the school configuration as identified by the district when processing the Small Schools Adjustment.

## Data Advisory Committee Process and Recommendations

Following the passage of the School Finance Amendments, the State Superintendent requested the Data Advisory Committee to suggest possible definitions of school for her review and recommendations to the Joint Education Interim Committee.

The Data Advisory Committee met initially on June 17 and 18, 2002 in Sheridan. The two primary topics on the agenda were school level accounting, and definition of “school”. While the activities related to the definition of school moved forward, the school level accounting activities proved more troublesome. With that in mind, the Committee asked Dick Gross of the Policy Consensus Initiative to mediate its next meeting.

On the school definition project, handouts were provided to the Committee on the legislation, the MAP definition of school, and other states’ definitions of school. The question of collocation of schools drove the discussion. The Committee generally discussed the project, and expressed the following:

- The definition of school should be kept separate from the definition of building.
- How should the definition handle modular buildings and other separate buildings?
- Utilities and activities may be tied to a building rather than a school.
- The number of students in the “school” is a key element.

The Committee identified a number of factors that should be in the definition of school, as follows:

- The school should have either a full time or part time assigned administrator.
- The current accreditation and funding definitions should be carried forward consistently in the new definition,
- Some components of the adjustment could be tied to a building, while others might be tied to the ADM count by grade span. For example, utilities might be tied to a building, while teachers and activities might be tied to the ADM count.

The Committee, WDE personnel, and a representative from MAP met with Dick Gross on July 22<sup>nd</sup> and 23<sup>rd</sup> in Casper to continue work on school level accounting and the definition of school. As before the school level accounting standards was the more difficult issue, but The Committee reached agreement. The school definition was easier to resolve.

As before, the Committee's discussion focused on how to resolve the co-location questions. The Committee felt the co-location question was better addressed through a funding solution than a definition. With that in mind, the Committee proposed a generic definition of a "public school" and modifications to the block grant funding model to address co-located schools and other small school issues.

The definition of "School" adopted by the group is that proposed by the National Center for Education Statistics (NCES) with one minor modification, as follows:

A "Public School" is an institution, which provides educational services and has the following characteristics:

- Has one or more grade groups (kindergarten through grade 12) or is ungraded;
- Has one or more teachers to give instructions;
- Is located in one or more buildings or sites;
- Has an assigned administrator;
- Receives public funds as primary support;
- Is operated by an education agency.

The original NCES definition included pre-kindergarten in its grade groups.

In addition, the Committee defined co-located schools as follows:

"Co-located Schools" means more than one school in a single building.

The Committee felt that co-location should be addressed through the funding model, perhaps with the development of multiple prototypical models. The Committee's discussion centered on distinguishing a school from a building. A school, for funding purposes, should be considered the resources needed to provide the instructional services required to deliver the educational basket of goods and services at various grade levels. These costs would include, for example, teachers, aides, librarians, other instructional support, administrative and administrative support activities, etc. These costs would be driven primarily by ADM and grade level.

Costs related to the operation of the building would be items such as custodial services, maintenance, and utilities. These costs could be driven by factors more closely related to operating the building, such as square footage, age of the building, and total building ADM.

To accomplish these objectives, the Committee recommended MAP develop multiple prototypes for schools of varying sizes and grade configurations. Building related costs could be handled through a separate funding process, or by developing school prototypes for "stand alone" and "co-located" schools.

Each school would be funded based on the prototype model that most closely matches its characteristics of ADM and grade configuration. These prototypes would include an adjustment for the economies of scale at the varying levels of enrollment and grade span. Building level funding would be provided either by a separate funding process or by building prototypes that distinguished between stand-alone and co-located schools. Because each school would be funded based on a prototype, there would be no need for a separate small school adjustment, and therefore no need for a definition of small school.

This process has the potential to add significant complexity to the model. Consider, for example, the number of school level prototypes needed to support the various school level enrollments in Wyoming. Schools vary in size from 1 or 2 ADM in the smallest schools to nearly 1,525 ADM in the largest schools. Prototypical funding would then be determined at the school level rather than the district level. Appendix B provides a list of all schools with their ADM for the 2001-2002 school year.



## State Superintendent's Recommendations

Section 10 of Chapter 76 of the 2002 Session Laws requires the Superintendent to complete several tasks:

1. Develop necessary information and procedures for the establishment and application of criteria for defining small schools for purposes of the small school adjustment.
2. Give consideration to recommendations provided by the consultant performing the January 2002 cost of education studies pertaining to small schools, specifically the recommendation for basing a definition upon buildings and facilities comprising a school.
3. Assemble a report on information and findings developed under this section and on or before November 1, 2002, submit the report together with recommendations to the joint education interim committee.

The Superintendent requested assistance from the Data Advisory Committee in developing options and making recommendations on the first task. The efforts of the Data Advisory Committee are very much appreciated, and may have significant impact as the legislature and MAP continue their work on the small schools funding question.

In response to the first task, the Data Advisory Committee, the WDE, Department of Audit, and MAP developed initial standards for tracking and reporting school level expenditures beginning July 1, 2002. This school level data should be available for analysis by MAP and the legislature in the fall of 2003. Additionally, the Data Advisory Committee and the WDE have initiated an ongoing process to resolve school level accounting standards and coding consistency questions as they arise. As questions arise, the Data Advisory Committee and the WDE will review the matter and adopt a standard, consistent approach for all districts. The standards will be incorporated into the school district accounting manual and made available to all districts. The Department of Audit is also a working member of the Data Advisory Committee, and auditors will verify districts are following the procedures as outlined in the accounting manual.

The Data Advisory Committee has recommended an alternative funding method, rather than a definition, to address the small school question. The Committee recommended development of multiple school prototypes, each addressing a range of ADM. The funding provided in each of these prototypes would account for the differences in economies of scale as ADM changes. If different prototypes were adopted for co-located and stand-alone schools, the co-location question could be addressed with prototypes as well. This process would eliminate the need for defining small schools.

Whether the suggestion of the Data Advisory Committee is accepted or not, the question of a definition of small school may be premature. It is our understanding that MAP supports requesting input on the district's judgment of the appropriate level of resources needed to deliver the basket of educational services at schools of various sizes. The school level accounting effort is progressing well. These two efforts can progress simultaneously, and results of both can be evaluated together as part of the legislature's efforts over the next year to develop a funding solution for small schools. That funding solution may, or may not, require a definition of small school.

The second task in Section 10 requires consideration of the MAP definition of small school that included criteria related to buildings and facilities. The Data Advisory Committee considered the MAP definition in its review, but felt the co-location question was best addressed using multiple prototypes. Depending upon how the funding solution is approached, a facilities-based definition may or may not be needed.

WDE discussed multiple prototypes for both co-located and stand-alone schools with MAP. MAP's preliminary thoughts were that while multiple prototypes may be useful, there might be a more significant funding question than co-located versus stand-alone schools.

MAP felt there are significant cost differences between small schools located in small districts and small schools located in large districts. Large districts may be able to more fully utilize staff and other resources by sharing those resources across multiple schools. Multiple prototypes differing by size of district may be more appropriate.

The final task requires the submission of a report and recommendations. To summarize, the Superintendent's recommendations are as follows:

1. Acknowledge the efforts of the Data Advisory Committee in proposing an alternate method of funding small schools.
2. Support the continued work of the Data Advisory Committee on school level accounting and coding consistency.
3. Postpone adoption of a definition of small school.
4. Provide funding and direction to MAP to obtain input from districts on resources needed to deliver the basket of educational services at schools of varying sizes.
5. Request MAP evaluate the results of item 4 above in conjunction with school level accounting data, and provide a recommendation on a funding method for small schools.
6. Evaluate the MAP funding recommendations, and if needed, direct the Superintendent to finalize recommendations on a definition of small schools as per Section 10 of the Act.

## APPENDIX A

### Wyoming Department of Education Data Advisory Committee

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#### CPA

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#### LSO

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#### Department of Audit

Pam Robinson	307-777-7367	PROBIN.inetpo.inet
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## Appendix B

### Total ADM by School School Year 2001-2002

<u>School Name</u>	<u>Total ADM</u>	<u>ADM Span</u>	<u># of Schools</u>
Sibylee Elementary	1.686		
Wagonhound Elementary	2.000		
Willow Creek Elementary	2.000		
Thoman Ranch Elementary	2.000		
Valley Elementary	2.990		
Cozy Hollow Elementary	3.000		
Nachtman Elementary	3.000		
Boxelder Elementary	3.000		
Slack Elementary	3.588		
Clawson Elementary	3.875		
River Bridge Elementary	4.000		
Shawnee Elementary	4.286		
Dry Creek Elementary	5.000		
Lance Creek Elementary	5.000		
Bairoil Elementary	5.229		
Red Creek Elementary	5.257		
Crowheart Elementary	5.956		
Hyattville Elementary	6.000		
Prairie Center School	7.000		
Beckton Elementary	7.000		
Powder River Elementary	7.207		
Shoshone Learning Center	7.610		
Jeffrey City Elementary	8.389		
Billy Creek Elementary	8.795		
Bondurant Elementary	9.433		
Valley View Elementary	9.954	0 - 9	26
Willadsen Elementary	10.344		
McKinnon Elementary	12.362		
Alcova Elementary	13.068		
Moss Agate Elementary	13.217		
Arvada Elementary	14.000		
Glendo Junior High School	15.250		
Arvada-Clearmont Junior High	15.304		
White Elementary	16.394		
Granger Elementary	17.784		
Cooperative School	18.053		
Medicine Bow Elementary	19.023		
Ten Sleep Middle School	19.475		

Moran Elementary	19.776		
Clark Elementary	19.777	10 – 19	14
Chugwater Junior High School	20.176		
Little Powder Elementary	21.000		
Rock River Junior High School	22.166		
Bear Lodge High School	22.268		
Story Elementary	22.721		
Centennial Elementary	23.617		
La Grange Elementary	23.822		
The Wright Place	24.217		
Swift Creek Learning Center	25.119		
Encampment Junior High School	25.143		
Elk Mountain Elementary	25.532		
Desert Middle School	26.713		
Kaycee Junior High School	27.000		
Kitty Moats Elementary	27.012		
Sinclair Elementary	27.600		
Superior Elementary	29.806		
Recluse School	29.869	20 - 29	17
Glendo High School	30.284		
Superior Academy	32.713		
H.E.M. Junior High	34.194		
Wapiti Elementary	35.090		
Farson-Eden Middle School	35.497		
Clearmont Elementary	35.553		
Rock River Elementary	36.196		
Western Wyoming High School	37.717		
Manderson Elementary	39.514	30 - 39	9
Expedition Academy	40.573		
Glendo Elementary	41.420		
Arvada-Clearmont High School	42.946		
Hulett Junior High School	43.080		
Whiting High School	43.148		
4-J Elementary School	43.251		
Ten Sleep High School	43.389		
Shoshoni Junior High School	43.440		
Guernsey-Sunrise Junior High	43.684		
Desert Elementary	43.877		
Ft Washakie Middle School	44.657		
Encampment High School	44.680		
Harmony Elementary	44.972		
Farson-Eden Elementary	46.287		
Kelly Elementary	46.601		
Ten Sleep Elementary	47.034		
Burlington Junior High School	47.600		
Farson-Eden High School	48.637		
Alta Elementary	49.532	40 - 49	19
Chugwater Elementary	50.284		

Encampment Elementary	51.124		
La Barge Elementary	54.062		
Fort Mackenzie	54.668		
Chugwater High School	54.836		
Albin Jr/Sr High School	54.941		
Pathfinder Learning Center	55.994		
Deaver Frannie Elementary	57.101		
Kaycee High School	58.901		
Rock River High School	58.919		
Byron Elementary	59.907		
Moorcroft Junior High School	62.257		
Albin Elementary	64.317		
Burlington High School	67.819		
Upton Middle School	68.365		
Sundance Junior High School	69.143	50 - 69	16
Southeast Middle School	71.594		
Lingle-Ft. Laramie Middle School	75.353		
Carpenter Elementary	75.788		
Reliance Elementary	77.631		
Cowley Elementary	78.794		
Clear Creek Elementary	79.836		
Cloud Peak Middle School	81.135		
Cokeville Elementary	81.705		
H.E.M. Senior High	83.999		
Saratoga Middle School	84.800		
Guernsey-Sunrise High School	85.599		
Kaycee Elementary	90.046		
Upton Elementary	91.367		
Miller Elementary	91.881		
Hulett High School	91.937		
Lingle-Ft Laramie High School	95.377		
Casper Classical Academy	96.919		
Hanna Elementary	99.000		
Lyman Elementary	99.365		
Lusk Middle School	99.823	70 - 99	20
Southeast High School	100.440		
Upton High School	104.080		
Big Horn Middle School	106.345		
Glenrock Middle School	106.457		
Dubois High School	106.650		
Kinder Campus	107.197		
Lucerne Elementary	107.569		
Rock Springs Alternative High	109.111		
Shoshoni High School	111.040		
Rocky Mountain Middle School	111.457		
Southeast Elementary	111.845		
Laura Irwin Elementary	112.622		
Riverside High School	113.881		

Greybull Middle School	114.588		
Westwood High School	117.194		
Cokeville High School	121.034		
Saratoga High School	124.281		
Fort Bridger Elementary	125.217		
Sundance High School	128.794		
Guernsey-Sunrise Elementary	129.147		
Churchill Elementary	129.559		
Lingle-Ft. Laramie Elementary	132.371		
Rawhide Elementary	133.166		
Gilchrist Elementary	134.291		
Saratoga Elementary	135.154		
Hulett Elementary	135.199		
Glenrock Intermediate School	136.034		
North Casper Elementary	136.670		
Jefferson Elementary	137.057		
Tongue River Middle School	138.797		
Burgoon Elementary	138.798		
Midwest School	141.285		
Garfield Elementary	143.789		
Wind River Elementary	144.468		
Mountain View Elementary	145.121		
Niobrara County High School	146.715		
Meeteetse School	146.909		
Corlett Elementary	147.576		
Shoshoni Elementary	147.650		
Big Horn High School	148.581		
West Elementary	149.869	100 - 149	41
Woods Learning Center	150.142		
Big Horn Elementary	150.730		
Walnut Elementary	151.984		
Rossman Elementary	154.341		
Lovell Middle School	155.713		
Pinedale Middle School	156.005		
Gertrude Burns Early Childhood	157.461		
Tongue River High School	157.824		
Wyoming Indian High School	157.954		
Willard Elementary	159.120		
Pershing Elementary	159.949		
Greybull High School	161.220		
Rocky Mountain High School	161.805		
Kemmerer Elementary	161.988		
Bar Nunn Elementary	162.250		
Mountain View Middle School	162.348		
Washington Elementary	162.509		
Gertrude Burns Intermediate	163.787		
Westwood Elementary	165.210		
Big Piney Middle School	165.789		

Tongue River Elementary	166.527		
Wyoming Indian Middle School	167.087		
Burlington Elementary	167.957		
Little Snake River Valley School	168.715		
Pine Bluffs Jr/Sr High School	170.064		
Lusk Elementary	170.441		
Kemmerer Middle School	170.533		
Poison Spider Elementary	171.159		
Moorcroft High School	171.429		
Lyman Middle School	174.040		
Thermopolis Middle School	176.082		
Pine Bluffs Elementary	178.151		
Big Piney Elementary	178.428		
Big Piney High School	178.554		
Dubois Elementary/Middle School	178.884		
Hebard Elementary	179.057		
West Side Elementary	182.972		
Fairdale Elementary	184.391		
Wheatland Junior High School	184.886		
Sundance Elementary	185.428		
East Side Elementary	186.305		
Mills Elementary	189.994		
Pinedale High School	190.000		
Woodland Park Elementary	190.504		
Metcalfe Elementary	192.324		
Grant Elementary	193.875		
Lebhart Elementary	196.396		
Ralph Witters Elementary	197.435	150 - 199	48
Beitel Elementary	200.486		
Newcastle Middle School	202.319		
Cottonwood Elementary	206.052		
UW Laboratory School	207.308		
Wilson Elementary	207.531		
South Side Elementary	209.129		
Lincoln Elementary	210.029		
Greybull Elementary	212.102		
Fairview Elementary	212.615		
Moorcroft Elementary	217.691		
McKinley Elementary	219.739		
Deming Elementary	219.864		
Thayer Elementary	219.972		
Lovell High School	221.646		
Southside Elementary	223.612		
Burns Jr/Sr High School	226.482		
Urie Elementary	227.143		
Pineview Elementary	228.545		
Coffeen Elementary	232.103		
Westside Elementary	232.874		



University Park Elementary	233.090		
Wind River Secondary School	234.278		
Libbey Elementary	234.330		
Cole Elementary	234.729		
Kemmerer High School	239.293		
Holdaway Elementary	239.728		
Desert View Elementary	239.848		
Mountain View Elementary	242.075		
Ft Washakie Elementary	242.252		
Meadowlark Elementary	243.679		
Mountain View Elementary	245.017		
Parkside Elementary	245.206		
Meadowlark Elementary	248.286	200 - 249	33
Washington Elementary	250.637		
Mountain View High School	251.994		
Lincoln Elementary	254.222		
Glenrock High School	255.387		
Jackson Elementary	258.866		
Roosevelt High School	260.193		
Stocktrail Elementary	261.434		
Jackson Elementary	262.720		
Wright Jr./Sr. High School	265.697		
Ashgrove Elementary	266.056		
Southridge Elementary	266.256		
Hot Springs County High School	270.628		
Pinedale Elementary	273.148		
Evansville Elementary	273.909		
Clear Creek Middle School	275.356		
Lyman High School	276.228		
Lincoln Elementary	276.327		
Jefferson Elementary	277.194		
Spring Creek Elementary	277.624		
Sunset Elementary	281.140		
West Elementary	281.211		
Overland Elementary	282.268		
North Elementary	285.240		
Manor Heights Elementary	287.205		
Arapahoe Elementary	287.514		
Sagewood Elementary	287.953		
Indian Paintbrush Elementary	289.156		
Glenn Livingston Elementary	289.810		
Trail Elementary	290.737		
Triumph High School	291.757		
Starrett Junior High School	291.960		
South Elementary	292.497		
Park Elementary	293.045		
Buffalo Ridge Elementary	295.226		
Truman Elementary	295.491		

Yellowstone Elementary	295.930		
Monroe Middle School	296.409		
Osmond Elementary	296.502		
Grant Elementary	296.954		
Harrison Elementary	299.620	250 - 299	40
Lakeview Elementary	303.377		
Wyoming Indian Elementary	304.709		
Baggs Elementary	305.836		
Highland Hills Elementary	306.520		
Clark Elementary	310.966		
Davis Elementary	312.559		
Jessup Elementary	313.298		
Arp Elementary	314.993		
Lovell Elementary	316.551		
Newcastle High School	320.461		
Hillcrest Elementary	320.990		
Oregon Trail Elementary	321.392		
Northpark Elementary	321.959		
North Evanston Elementary	322.240		
Wheatland High School	324.347		
Henderson Elementary	330.487		
Alta Vista Elementary	331.875		
Goins Elementary	332.079		
Aspen Elementary	332.199		
West Elementary	332.625		
Douglas Primary School	335.246		
Lincoln Middle School	336.257		
Conestoga Elementary	339.337		
Slade Elementary	339.497		
Rozet Elementary	339.662		
Worland Middle School	342.237		
Douglas Intermediate School	347.234		
Eastside Elementary	347.780	300 - 349	28
Sagebrush Elementary	351.297		
Buffalo High School	351.930		
Torrington Middle School	352.995		
Velma Linford Elementary	357.319		
Afton Elementary	360.197		
Highland Park Elementary	364.411		
Star Valley Junior High School	365.429		
Evanston Middle School	365.726		
Meadowlark Elementary	371.315		
Rawlins Middle School	384.011		
Paintbrush Elementary	384.033		
Wagonwheel Elementary	384.989		
Bain Elementary	385.057		
Douglas Middle School	386.743		
Ft Caspar Academy	387.551		

Paradise Valley Elementary	387.785		
Crest Hill Elementary	393.797	350 - 399	17
Westridge Elementary	402.180		
Powell Middle School	405.183		
Uinta Meadows Elementary	409.761		
East Junior High School	414.245		
Sunflower Elementary	418.748		
Anderson Elementary	421.616		
Pronghorn Elementary	428.269		
Torrington High School	430.063		
Davis Middle School	436.183		
Hobbs Elementary	457.079		
Verda James Elementary	458.422		
Worland High School	468.288		
Sheridan Junior High School	471.394		
Pioneer Park Elementary	479.209		
Central Middle School	479.297		
White Mountain Junior High	488.462	400 - 499	16
Dildine Elementary	502.735		
Rock Springs East Junior High	508.596		
Rawlins High School	514.903		
Powell High School	522.875		
Cody Middle School	534.250		
Afflerbach Elementary	539.050		
Douglas High School	539.428		
Rendezvous Campus	547.028		
Jackson Hole Middle School	547.063		
Riverton Middle School	576.537		
Centennial Junior High School	595.754	500 - 599	11
Jackson Hole High School	619.364		
Star Valley High School	688.394		
C Y Junior High School	694.022		
Lander Valley High School	697.755		
Sheridan High School	758.445		
Laramie Junior High School	776.120	600 - 799	6
Cody High School	802.820		
Riverton High School	813.011		
Laramie High School	817.332		
Twin Spruce Junior High School	821.663		
Rock Springs High School	832.935		
Sage Valley Junior High School	844.205		
Johnson Junior High School	853.220		
Dean Morgan Junior High School	874.766		
Green River High School	940.702		
Evanston High School	984.240	800 - 999	10
Kelly Walsh High School	1,009.623		
Carey Junior High School	1,098.305		
McCormick Junior High School	1,110.678		

Central High School	1,191.164	1000 - 1199	4
Natrona County High School	1,428.526		
East High School	1,519.582		
Campbell County High School	<u>1,524.817</u>	over 1200	3
Total	86,818.930		

# # of Schools by ADM

