

In the Cause of
Kalima Jenkins, et al.

vs.

State of Missouri, et al.

Case No. 77-0420-CV-W-4

Report of the Desegregation Monitoring Committee
for the Period July 1, 1988 - June 30, 1989

Eugene E. Eubanks, General Chairperson

Budget Committee

Kenneth Kraft, Chair
Patricia Jordan
Tom Bixby

Education Committee

Miguel Sancho, Chair
Deborah Neal
Ed Drake

Desegregation Committee

James Oglesby, Chair
Javier Perez, Jr.
Susan Stanton

VIDT Committee

Carl DiCapo, Chair
Agapito Mendoza
Charles James

TABLE OF CONTENTS

<u>ACTIVITY</u>	<u>PAGE</u>
 <u>BUDGET</u>	
Introduction	2
Section I-Year Three Follow-up	4
Section II-Capital Improvements Program.	12
Section III-Monitoring Committee	16
Section IV-KCMSD & State Funding	17
Section V-Year Four Preliminary.	19
Section VI-Commentary.	23
Section VII-Recommendations.	26
 <u>DESEGREGATION</u>	
Total Student Membership	27
Racial Compliance Standard	28
Ninety-Percent Minority Schools.	29
Students in Schools.	30
Time Schedule for CIP Projects	31
Recruitment.	32
Placement.	34
 <u>EDUCATION</u>	
Administration	39
The Board.	40
Administrative Reorganization.	41
Construction & Renovations: The PMT.	43
Infrastructure: Personnel Operation.	45
Infrastructure: Purchasing	47
Infrastructure: Student Recruitment & Assignment to Neighborhood Schools	47
Infrastructure: Transportation	48
Magnet Programs.	49
Effective Schools Program.	51
AAA Implementation, Class Size, Planning Time.	52
Magnet Programs & Themes	53
Student Achievement.	56
Staff Development.	58
 <u>VIDT</u>	 59
 <u>DMC STAFF OPERATIONS</u>	 61

Budget Subcommittee Report
to the Court for Year Four

Contents

Introduction

- Section I** - Year Three Follow-Up
- Section II** - Capital Improvement Program
- Section III** - Monitoring Committee
- Section IV** - KCMSD and State Funding
- Section V** - Year Four Preliminary
- Section VI** - Commentary
- Section VII** - Recommendations

INTRODUCTION

As the end of Year Four of the desegregation plan draws to a close it can be safely said that some progress has been made, especially in the areas of financial services and physical facilities. New leadership in these areas show promise for the future, however, significant change requires the cooperation of persons at all administrative levels. Attitudes and actions must change much more in a positive way if the desegregation plan is to be fully implemented in a cost-effective manner. The jury is still out on the cost-effective use of the funds made available by the court.

It is taking an inordinate length of time for the District to get its administrative house in order and at this time the new organizational structure has not caused positive change in this area. As has been previously reported, the District changed to a modified accrual basis of accounting for year one. It is still going through a process of change in Year Four with no significant improvement in the district's financial reporting functions.

In September 1988, The Hall Family Foundations made a second grant to the district in the amount of \$676,763 to implement the MSA applications programs for nine mainstream subsystems of purchasing, accounts payable and fixed assets, including a management system to control the inventory of moveable equipment. (See Exhibit A.) The implementation of these programs is not scheduled for final completion until November 1989. The effectiveness and efficiency of these new programs will hopefully be evident in Year Five of the plan.

The District has a major problem in that more attention needs to be given to eliminating the significant number of pieces of paper which require processing. The District has lost control over its system of requisition and purchasing. Although this problem is recognized by some persons, it is certainly not true of those persons who are in a real position to affect change. The answer does not lie in the employment of additional personnel.

The financial data presented herein is based on financial data submitted by the District as of March 31, 1989.

SECTION I - YEAR THREE FOLLOW-UP

The report submitted to the Court in July 1988, for Year Three included all expenditures and encumbrances as of April 30, 1988. This report will be presented in two parts: July 1, 1987 through June 30, 1988, and July 1, 1987 through March 31, 1989. The purpose of this presentation is to clearly show how the District has failed to expend the funds allocated for the year in a timely manner; failed to encumber all outstanding obligations as of June 30, 1988, including personnel obligations; and because of the accrual basis of accounting is extending the fiscal year indefinitely.

AAA ACHIEVEMENT

July 1, 1987 through June 30, 1988

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$3,471,033	\$ 3,140,629	\$ 16,593	\$ 313,811
Middle	343,336	75,717	45,544	222,075
Secondary	437,298	404,768	0	32,530
Lib.-Global	916,006	636,589	113,100	166,317
Lib.-School Based	<u>1,124,941</u>	<u>749,901</u>	<u>333,897</u>	<u>41,143</u>
Total	<u>\$6,292,614</u>	<u>\$ 5,007,504</u>	<u>\$ 509,134</u>	<u>\$ 775,876</u>

July 1, 1987 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$3,502,971	\$ 3,132,875	\$ 0	\$ 370,096
Middle	302,868	120,020	5,197	177,651
Secondary	445,828	408,872	0	36,956
Lib.-Global	916,006	780,596	9,163	126,247
Lib.-School Based	<u>1,124,941</u>	<u>1,052,673</u>	<u>27,025</u>	<u>45,243</u>
Total	<u>\$6,292,614</u>	<u>\$ 5,495,036</u>	<u>\$ 41,385</u>	<u>\$ 756,193</u>

Some time between December 1, 1988, and March 31, 1989, the District reallocated the budget allotments for the fiscal year ending June 30, 1988. No reason is given by the District why the budget allotments were changed. It is evident from the figures presented above that the original allocations would not be exceeded. Also, since the end of the fiscal year expenditures and/or encumbrances have been increased \$19,683. In addition, the total budget will be underspent by 12%.

REDUCTION IN ELEMENTARY AND SECONDARY CLASS SIZE

July 1, 1987 through June 30, 1988

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$3,659,747	\$ 2,972,463	\$ 0	\$ 687,284
Jr. High	2,496,994	1,913,489	0	578,505
Sr. High	2,293,394	2,183,637	0	109,757
Total	\$8,450,135	\$ 7,074,589	\$ 0	\$ 1,375,546

July 1, 1987 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$3,659,747	\$ 2,448,800	\$ 0	\$ 1,210,947
Jr. High	2,496,994	1,592,243	0	904,751
Sr. High	2,293,394	1,316,257	0	977,137
Total	\$8,450,135	\$ 5,357,300	\$ 0	\$ 3,092,835

The unreliability of the financial information submitted by the District is again quite evident in the above figures. Since this program component deals only with salaries and benefits for the fiscal year, errors in posting salaries amounting to \$1,717,289 or almost four monthly payrolls is an indictment of the system. The unobligated balance of 36.6% of the budget is also an indictment of the budgeting process.

SUMMER SCHOOL

July 1, 1987 through June 30, 1988

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$ 674,806	\$ 532,199	\$ 4,419	\$ 88,188
Jr. High	355,909	313,217	532	37,160
Sr. High	265,049	263,186	567	<3,704>
Total	<u>\$1,295,764</u>	<u>\$ 1,168,602</u>	<u>\$ 5,518</u>	<u>\$ 121,644</u>

July 1, 1987 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$ 674,806	\$ 598,821	\$ 0	\$ 75,985
Jr. High	355,909	338,318	0	17,591
Sr. High	265,049	276,287	0	<11,238>
Total	<u>\$1,295,764</u>	<u>\$ 1,213,436</u>	<u>\$ 0</u>	<u>\$ 82,338</u>

FULL DAY KINDERGARTEN

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$1,826,964</u>	<u>\$ 1,312,656</u>	<u>\$ 5,938</u>	<u>\$ 508,370</u>

July 1, 1987 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$1,826,964</u>	<u>\$ 1,328,858</u>	<u>\$ 1,251</u>	<u>\$ 496,855</u>

Here is another indication where the expenditures and/or encumbrances were increased by \$11,515 after the close of the fiscal year. The budget for Year Three was increased by \$182,508 over Year Two, the expenditures were \$183,425 less and the unobligated balance is 27.2% as compared to 7.6% for the previous year. With the wide variances questions arise concerning the budget process.

BEFORE AND AFTER SCHOOL TUTORING

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$233,759</u>	<u>\$ 138,034</u>	<u>\$ 1,423</u>	<u>\$ 44,302</u>

July 1, 1987 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$233,759</u>	<u>\$ 138,034</u>	<u>\$ 426</u>	<u>\$ <3,318></u>

Some time between July 1, 1988, and November 30, 1988, the expenditures and/or encumbrances were increased \$25,844. Since December 1, 1988, there has been an additional increase of \$21,777, which has resulted in an overexpenditure of \$3,319. Since the program ends with the fiscal year, these adjustments can only be because of errors. Again, indicative of the unreliability of financial data being submitted by the District.

EARLY CHILDHOOD DEVELOPMENT

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$3,102,178</u>	<u>\$ 2,639,787</u>	<u>\$ 16,370</u>	<u>\$ 446,021</u>

July 1, 1987 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$3,102,178</u>	<u>\$ 2,754,363</u>	<u>\$ 6,071</u>	<u>\$ 341,744</u>

Since July 1, 1988, the District has again shown an increase in expenditures and/or encumbrances of \$103,000. The unobligated balance is over 11%.

Since July 1, 1988, the District has continued to expend funds other than to clear outstanding obligations. The additional expenditures total \$786,152. The unobligated balance is 9.1%.

LONG RANGE MAGNETS

July 1, 1987 through June 30, 1988

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Lincoln				
Middle \$	1,854,325	\$ 1,532,389	\$ 46,595	\$ 275,341
Sch. of the				
Arts	1,336,939	1,107,725	28,012	201,202
Program and				
Admin.	13,946,729	7,168,970	2,065,556	4,712,203
Korte, etal				
Ext. Day	200,000	183,293	24,364	<7,657>
Magnet				
Transp.	<u>0</u>	<u>5,563,035</u>	<u>0</u>	<u><5,563,035></u>
Total	<u>\$17,337,993</u>	<u>\$ 15,555,412</u>	<u>\$ 2,164,527</u>	<u>\$ <381,946></u>

July 1, 1987 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Lincoln				
Middle \$	1,854,325	\$ 1,657,219	\$ <1,405>	\$ 198,511
Sch. of the				
Arts	1,336,939	1,257,656	25,450	53,833
Program and				
Admin.	13,949,328	11,244,535	486,722	2,218,071
Korte, etal				
Ext. Day	200,000	207,515	349	<7,864>
Magnet				
Transp.	<u>4,190,000</u>	<u>5,931,040</u>	<u>0</u>	<u><1,741,040></u>
Total	<u>\$21,530,592</u>	<u>\$ 20,297,965</u>	<u>\$ 511,116</u>	<u>\$ 721,511</u>

It should be noted that unobligated balance of Program and Administration is 15.9%, whereas the Magnet Transportation expenditures reflect a 41.5% overexpenditure.

PUBLIC RELATIONS

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$30,000</u>	<u>\$ 26,986</u>	<u>\$ 0</u>	<u>\$ 3,014</u>

July 1, 1987 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$30,000</u>	<u>\$ 33,321</u>	<u>\$ 0</u>	<u>\$ <3,321></u>

It is assumed that the overexpenditure of \$3,321 will be absorbed in the operating budget.

INTEREST COST

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$957,700</u>	<u>\$ 957,647</u>	<u>\$ 0</u>	<u>\$ 53</u>

The above figures have not been changed over the period July 1, 1988, through March 31, 1989.

RELOCATION COSTS

July 1, 1987 through June 30, 1988

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$454,687</u>	<u>\$ 308,240</u>	<u>\$ 0</u>	<u>\$ 146,447</u>

July 1, 1987 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$454,687</u>	<u>\$ 319,768</u>	<u>\$ <2,110></u>	<u>\$ 137,029</u>

SUMMARY OF YEAR THREE

July 1, 1987 through March 31, 1989

<u>Program</u>	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
AAA	\$ 6,292,614	\$ 5,495,036	\$ 41,385	\$ 756,193
Reduce				
Class Size	8,450,135	5,357,300	0	3,092,835
Summer Sch.	1,295,764	1,213,426	0	82,338
Full Day K	1,826,964	1,328,858	1,251	496,855
B/A Sch.				
Tutoring	233,759	236,651	436	<3,318>
ECE	3,102,178	2,754,363	6,071	341,744
Eff. Schls.	6,555,000	5,866,281	91,203	597,516
86-7 Mags.	12,257,529	11,106,408	32,654	1,118,467
L-R Mags.	21,530,592	20,297,965	511,116	721,511
Pub. Rel.	30,000	33,321	0	<3,321>
Int. Cost	957,700	957,647	0	53
Relocation				
Costs	<u>454,687</u>	<u>319,768</u>	<u><2,110></u>	<u>137,029</u>
Total	<u>\$62,986,922</u>	<u>\$54,967,024</u>	<u>\$681,996</u>	<u>\$7,337,902</u>

Of the total program budget for Year Three, 11.6% remains unobligated as of March 31, 1989.

SECTION II - CAPITAL IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PROGRAM - PHASE V

July 1, 1987 to March 1, 1989

<u>School</u>	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
SE Annex	\$ 899,973	\$ 1,055,414	\$ 155,441
New Faxon	4,145,297	4,217,090	71,792
Long, Phillips			
Meservey	1,269,320	1,540,310	270,990
Melcher	1,482,950	1,390,210	<92,741>
N. Rock Cr./			
Korte	2,027,463	3,285,307	1,257,845
SW High	9,451,793	11,378,024	1,926,232
PMT Costs	<u>886,733</u>	<u>886,733</u>	
Total	<u>\$20,163,529</u>	<u>\$ 23,753,087</u>	<u>\$3,589,558</u>

Included in the above figures are the following costs:

	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
Const.	\$16,420,366	\$ 19,083,719	\$2,663,353
Asbestos			
Abatement	422,683	2,378,855	1,956,173
Soils, Surveys,			
etc.	110,718	109,135	<1,583>
Contingency	934,163	0	<934,163>
Arch. Fees	1,041,272	1,100,261	58,989
Advertising	7,200	9,088	1,888
Furniture	340,396	185,297	<155,099>
PMT Costs	<u>886,733</u>	<u>886,733</u>	<u>0</u>
Total	<u>\$20,163,529</u>	<u>\$ 23,753,087</u>	<u>\$3,589,558</u>

To date, \$9,313,324 is under contract. Of the total anticipated costs, 31% has been expended. The estimated PMT costs are 4.6% of \$19,276,804 (\$20,163,529 less \$886,733). Architect's fees are an average 5.76% of the anticipated construction costs.

CAPITAL IMPROVEMENT PROGRAM - PHASE VI

July 1, 1987 to March 1, 1989

<u>School</u>	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
New Knotts	\$ 4,223,675	\$ 4,597,986	\$ 374,311
New Attucks	4,237,029	4,139,890	<97,140>
King Middle	926,222	916,991	<9,231>
New Pitcher	5,845,389	5,709,562	<132,827>
Garfield	3,618,751	3,744,095	125,343
New SE I Elem.	5,981,045	5,904,650	<76,395>
Nowlin Middle	2,711,391	3,594,138	882,747
Paseo High	14,558,247	17,285,242	2,726,995
Three Trails	1,251,641	1,554,931	303,290
K.C. Tech.	14,129,144	17,307,141	3,177,997
Troost	2,448,123	2,822,617	374,493
Wheatley	1,414,142	2,148,770	734,628
Middle Sch. I	7,494,600	7,340,682	<153,918>
Woodland	4,377,620	4,264,902	<113,051>
Weeks	721,293	909,107	187,814
PMT Costs	<u>3,401,162</u>	<u>3,401,162</u>	<u>0</u>
Total	<u>\$77,339,476</u>	<u>\$ 85,641,866</u>	<u>\$8,302,390</u>

Included in the above figures are the following costs:

	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
Const.	\$61,911,519	\$ 70,122,259	\$8,210,740
Asbestos			
Abatement	945,286	5,044,555	4,099,270
Soils, Testing, etc.	486,181	526,526	40,345
Contingency	3,192,979	0	<3,192,979>
Arch. Fees	3,906,270	3,919,542	13,272
Advertising	18,000	19,262	1,262
Furniture	3,478,079	2,608,559	<869,520>
PMT Costs	<u>3,401,162</u>	<u>3,401,162</u>	<u>0</u>
Total	<u>\$77,339,476</u>	<u>\$ 85,641,866</u>	<u>\$8,302,390</u>

To date, \$12,958,109 is under contract. Of the total anticipated costs, 2.2% has been expended. The estimated PMT costs are 4.6% of \$73,938,314 (\$77,339,476 less \$3,401,162). Architect's fees are an average 5.6% of the anticipated construction costs.

CAPITAL IMPROVEMENT PROGRAM - PHASE VII

July 1, 1987 to March 1, 1989

<u>School</u>	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
East High	\$ 7,496,505	\$ 8,345,455	\$ 848,950
NE Middle	7,711,627	7,988,745	277,118
Richardson	1,467,631	1,694,566	226,935
SE High	6,849,930	9,557,084	2,707,154
Van Horn	6,559,681	8,154,841	1,595,160
Westport Mid.	5,327,597	5,755,126	427,530
Westport High	7,556,023	8,345,288	789,266
Meservey	859,122	902,099	42,977
East High Stadium	470,597	479,584	8,983
SE High Stad.	514,368	517,469	3,101
Linwood	930,566	1,795,414	864,848
Linwood West	1,138,437	1,295,299	156,862
New SE II Elem.	5,080,232	5,147,297	67,064
New SE III Elem.	6,181,788	6,054,844	<126,944>
New Elem. I	4,325,743	4,236,936	<88,807>
New Elem. II	4,325,743	4,236,936	<88,807>
New Elem. III	4,325,743	4,236,936	<88,807>
Norman Admin. Ctr.	3,422,654	3,563,331	140,677
PMT Costs	3,429,023	3,429,023	0
Total	\$77,973,009	\$ 85,363,342	\$7,763,266

Included in the above figures are the following costs:

	<u>Budget</u>	<u>Total Anticipated Costs</u>	<u>Over<Under> Budget</u>
Const.	\$63,292,439	\$ 67,309,006	\$4,016,566
Asbestos Abatement	1,291,739	9,098,443	7,806,704
Soils, Testing, etc.	441,090	438,205	<2,885>
Contingency	3,498,943	0	<3,498,943>
Arch. Fees	4,007,483	3,946,978	<60,505>
Advertising	21,600	21,600	0
Furniture	1,990,692	1,493,019	<497,673>
PMT Costs	3,429,023	3,429,023	0
Total	\$77,973,009	\$ 85,363,342	\$7,763,266

To date, \$3,372,932 is under contract. Of the total anticipated costs, 0% has been expended. The estimated PMT costs are 4.6% of \$74,543,985 (\$77,973,009 less \$3,429,023). Architect's fees are an average 5.7% of the anticipated construction costs.

SECTION III

MONITORING COMMITTEE

The Budget Subcommittee exercised oversight responsibility for the budget of the Monitoring Committee. A report of the financial activities of the DMC will be included in the Executive Secretary's report for Year Four. The DMC contracted with Herman Ray, certified Public Accountant, to audit the DMC records for Years One through Three. There were no discrepancies found in the records or the transactions. The only recommendation was as follows: "We recommend that a general ledger be maintained. This can be accomplished by using the computer that has been leased by the committee. A general ledger provides better control over accounting transactions." The committee is in the process of implementing this recommendation.

In April 1989, the DMC contracted with Robert Knight, Certified Public Accountant, to work for the Budget Subcommittee on a part-time basis. He will be doing the statistical analysis of financial data, implementation of the general ledger system and such other activities as may from time to time be needed. He works under the direction of the Budget Subcommittee.

SECTION IV

KCMSD AND STATE FUNDING - PROGRAMS

The plan developed cooperatively between the State and the KCMSD, by which the State could reimburse the KCMSD for the State's share of the expenditures incurred in the implementation of the desegregation plan for Year Three, was the same as that used for Years One and Two.

It is again noted that the KCMSD did not provide the required semi-monthly drawdown reports in a timely manner, but did, however, continue to make periodic withdrawals from the two bank accounts. Failure by the KCMSD to provide the required reports handicapped both the DMC and the State in carrying out their respective responsibilities in regard to the withdrawal of state funds.

A summary of the KCMSD and State contributions to the desegregation plan by program components for Year Three as of November 30, 1988, is as follows:

<u>Component</u>	<u>Total Expenditures</u>	<u>KCMSD Share</u>	<u>State Share</u>
AAA	\$ 5,510,197	\$ 1,377,549	\$ 4,132,648
Reduced Class Size	5,360,641	1,340,160	4,020,481
Summer School	1,213,426	652,098	561,328
Full Day Kindergarten	1,326,742	331,686	995,056
B/A School Tutoring	214,787	53,697	161,090
Early Childhood Dev.	2,752,151	688,037	2,064,114
Effective Schools	5,815,218	1,453,805	4,361,413
1986-87 Magnets	11,051,201	2,762,800	8,288,401
Long Range Magnets	13,682,397	5,233,393	8,449,004
Magnet Transportation	5,898,288	2,661,538	3,236,750
Public Relations	33,320	10,820	22,500
Interest Cost	957,647	957,647	0
Relocation Cost	319,768	79,942	239,826
Total	<u>\$54,135,783</u>	<u>\$17,603,172</u>	<u>\$36,532,611</u>

An explanation is in order since the above figures were presented as of November 30, 1988. Since December 1, 1988, the District in cooperation with the State changed the procedure for

the monthly bank drawdowns. The District has gone to a daily drawdown instead of the semi-monthly. However, in the process they did away with any regular drawdown reports and use instead a general reconciliation at the end of the month. There is no way the DMC can make heads or tails out of the reconciliation without substantial backup information. Since more than one year is involved it complicates matters. The District has been asked to submit to the DMC and the State the drawdown reports supporting the withdrawals for the months of December through April. We have yet to receive the reports.

KCMSD AND STATE FUNDING - CAPITAL IMPROVEMENTS

A summary of the KCMSD and State contributions to the support of the desegregation plan for capital improvements for Phases I through VII, as of April 30, 1989, is as follows:

<u>Projects</u>	<u>Total Expenditures</u>	<u>KCMSD Share</u>	<u>State Share</u>
Project Mgmt. Team	\$ 5,577,506	\$ 2,788,753	\$ 2,788,753
Cap. Facility Planners	724,036	362,018	362,018
Phase I & II	36,142,550	18,071,275	18,071,275
Phase III	14,593,974	1,716,644	12,877,330
Phase IV	19,648,336	9,824,168	9,824,168
Jewish Comm. Ctr.	6,693,344	3,346,672	3,346,672
Site Acquisitions -			
IV-VII	428,546	214,273	214,273
LRCIP-IV B	1,422,312	711,156	711,156
LRCIP-CIP Staging	1,772,854	886,427	886,427
LRCIP-Phase V	7,953,632	3,976,816	3,976,816
LRCIP-Phase VI	2,972,716	1,486,358	1,486,358
LRCIP-Phase VII	227,094	113,547	113,547
Asbestos	98,408	98,408	0
Total	<u>\$98,255,308</u>	<u>\$43,596,515</u>	<u>\$54,658,793</u>

SECTION V - YEAR FOUR PRELIMINARY

AAA ACHIEVEMENT

July 1, 1988 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Schools	\$4,182,438	\$ 2,263,740	\$ 0	\$ 1,918,698
Library				
Resources	<u>1,725,860</u>	<u>688,021</u>	<u>299,413</u>	<u>738,426</u>
Total	<u>\$5,908,298</u>	<u>\$ 2,951,761</u>	<u>\$ 299,413</u>	<u>\$ 2,657,124</u>

REDUCED CLASS SIZE

July 1, 1988 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$4,174,159	\$ 1,757,243	\$ 0	\$ 2,416,916
Jr. High	2,024,201	908,571	0	1,115,630
Sr. High	2,588,831	741,218	0	1,847,613
Total	<u>\$8,787,191</u>	<u>\$ 3,407,032</u>	<u>\$ 0</u>	<u>\$ 5,380,159</u>

SUMMER SCHOOL

July 1, 1988 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Elem.	\$ 561,019	\$ 398,187	\$ 0	\$ 162,832
Jr. High	383,815	333,679	0	50,136
Sr. High	304,737	227,435	0	77,302
Total	<u>\$1,249,571</u>	<u>\$ 959,301</u>	<u>\$ 0</u>	<u>\$ 290,270</u>

FULL DAY KINDERGARTEN

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$1,773,185</u>	<u>\$ 820,618</u>	<u>\$ 1,978</u>	<u>\$ 950,589</u>

EXTENDED DAY

July 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$600,000</u>	<u>\$ 262,613</u>	<u>\$ 5,324</u>	<u>\$ 332,063</u>

EARLY CHILDHOOD DEVELOPMENT

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$3,928,807</u>	<u>\$ 1,991,714</u>	<u>\$ 93,015</u>	<u>\$ 1,844,078</u>

EFFECTIVE SCHOOLS

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$6,680,000</u>	<u>\$ 3,463,118</u>	<u>\$ 490,589</u>	<u>\$ 2,726,293</u>

1986-87 MAGNET SCHOOLS

July 1, 1988 through March 31, 1989

	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
Swinney/				
Volker	\$ 3,885,222	\$ 1,855,785	\$ 46,560	\$ 1,982,877
SW Cluster	5,679,325	2,897,030	59,416	2,722,879
Linc. Acdy.	4,677,237	2,328,608	138,898	2,209,731
Total	<u>\$14,241,784</u>	<u>\$ 7,081,423</u>	<u>\$ 244,874</u>	<u>\$ 6,915,487</u>

BASE BUDGETS

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$7,175,498</u>	<u>\$ 2,898,368</u>	<u>\$ 215,975</u>	<u>\$ 4,061,155</u>

LONG RANGE MAGNETS

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$20,132,717</u>	<u>\$ 7,229,124</u>	<u>\$ 1,007,310</u>	<u>\$11,896,283</u>

PUBLIC RELATIONS

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$30,000</u>	<u>\$ 13,624</u>	<u>\$ 0</u>	<u>\$ 16,376</u>

MAGNET TRANSPORTATION

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$4,190,000</u>	<u>\$ 7,294,727</u>	<u>\$ 0</u>	<u>\$ <3,104,727></u>

RESEARCH AND DEVELOPMENT

July 1, 1988 through March 31, 1989

<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
<u>\$89,980</u>	<u>\$ 7,809</u>	<u>\$ 51,270</u>	<u>\$ 30,901</u>

SUMMARY OF YEAR FOUR

July 1, 1988 through March 31, 1989

<u>Program</u>	<u>Budget</u>	<u>Expenditures</u>	<u>Encumbrances</u>	<u>Unobligated Balance</u>
AAA	\$ 8,908,298	\$ 2,951,761	\$ 299,413	\$ 2,657,124
Reduce				
Class Size	8,787,191	3,407,032	0	5,380,159
Summer Sch.	1,249,571	959,301	0	290,270
Full Day K	1,773,185	820,618	1,978	950,589
Ext. Day	600,000	262,613	5,324	332,063
ECE	3,928,807	1,991,714	93,015	1,844,078

Eff. Schls.	6,680,000	3,463,113	490,589	2,726,293
(2) 1986-87				
Magnets	14,241,784	7,081,423	244,374	6,915,487
Base				
Budgets	7,175,498	2,898,368	215,975	4,061,155
L-R Mags.	20,132,717	7,229,124	1,007,310	11,896,283
Pub. Rel.	30,350	13,624	0	16,726
(3) Magnet				
Transp.	4,190,000	7,294,727		<3,104,727>
Research &				
Dev.	<u>39,980</u>	<u>7,809</u>	<u>51,270</u>	<u>30,901</u>
(1)				
Subtotals	<u>\$74,787,381</u>	<u>\$38,381,232</u>	<u>\$2,409,748</u>	<u>\$33,996,401</u>
Int. Cost	884,030	363,132	0	520,898
Debt Serv.	14,923,003	14,925,807	0	<2,804>
Teacher Salary				
Pkg.	5,390,811	3,527,422	0	1,863,389
Maint. Plan	2,240,000	1,547,358	6,678	685,964
Security, DP,				
Receiving	880,280	430,269	3,547	446,464
Spec. Ed.				
Compliance	<u>869,189</u>	<u>436,155</u>	<u>0</u>	<u>433,034</u>
(4)				
Subtotals	<u>\$25,187,313</u>	<u>\$21,230,143</u>	<u>\$10,225</u>	<u>\$3,946,945</u>
Total	<u>\$99,974,694</u>	<u>59,611,375</u>	<u>\$2,419,973</u>	<u>\$37,943,346</u>

(1) The funding of the desegregation plan components not including the 1986-87 Magnet Schools is shared 25% by the KCMSD and 75% by the State.

(2) The funding of the 1986-87 Magnet Schools is shared on an average of 66.1% by the KCMSD and 33.90% by the State.

(3) The magnet school transportation funding is limited to the budgeted amount of \$4,190,000.

(4) The funding is borne solely by the KCMSD.

SECTION VI - COMMENTARY

As previously reported to the Court, the reliability of the financial data provided by the KCMSD in Years One through Three was disappointing and frustrating. Although the situation has improved somewhat, it still leaves much to be desired.

In March 1988, a copy of the KCMSD's Tactical Plan for Financial Systems Integration was presented to the DMC (Exhibit B in DMC report to the Court for Year Three). The plan set forth timetables to complete the various prioritized phases. These were completed in August 1988.

In September 1988, a second Tactical Plan was presented to the DMC, Exhibit A. Periodically the Committee has met with representatives of the KCMSD for a status update., It appears to be progressing on schedule. However, the implementation of the two tactical plans have not resulted in more accurate nor timely submission of financial data.

As in past years, the Budget Subcommittee has relied on independent auditors to audit the reports in a timely manner. The annual review by the State Auditor for Year Three has not been released to the DMC. The KCMSD's independent auditors, Arthur Andersen & Co., have not completed their audit for Year Three, which ended June 30, 1988. We have met with the auditors and they have shared some of their concerns and are frustrated that the audit could not be completed. It now appears that the audit report for June 30, 1988, will not be available until after the close of the fiscal year ending June 30, 1989. Such delays make the reports of little value.

We are still concerned that the KCMSD has not instituted appropriate procedures to expend and use the funds made available by the Court in a timely manner. These concerns have been communicated to the administration. In approving the reorganization of the administrative structure of the district, we were hopeful that the proper direction, guidance and supervision would be given the staff in the utilization of the funds allotted. The lack of follow-through is still apparent. Rhetoric will not get

the job done. It takes positive attitudinal change and action on the part of the top administrators to establish the priorities that will affect change. Until there is such change, the children will continue to be denied the full educational opportunities afford to them under the court order, nor will the desegregative purposes be achieved.

The committee has spent many hours meeting with representatives of the Project Management Team (PMT) and the District regarding the Capital Improvement Plan. It has taken the District a long time to find the proper persons to fill the allocated slots to implement and properly oversee this large undertaking. Concerns have been brought before the committee regarding alleged irregularities taking place with respect to certain projects. These concerns have been shared with the PMT and district personnel with assurances that if true, corrective action will be taken. We have been pleased with the attitudes exhibited by these persons, and with the positive action that we have been assured is taking place. There appears to be a more cooperative working relationship between the PMT and the Oversight Team of the District, in respect to the planning and design phases of a given project, as well as to the construction phases. The District has a much better handle on what is going on in the realm of the PMT, and is in a better position to monitor its activities.

The committee has been frustrated when asked by the District to review its desegregation program and budget proposals. The failure of the District to provide detail information or comparative data as to how the funds have been utilized or will be utilized has made the committee's task impossible. We are amazed how the Board of Education can act in a responsible manner lacking the financial data to support the decision-making process. The committee has been forced to take no exception to the desegregation programs proposed, where appropriate, and take no action on the budgets proposed due to the lack of sufficient financial data, past, present or future, on which intelligent decisions can be based.

Since a year has not gone by in which all of the funds requested by the District and approved by the Court have been fully utilized, it appears that a more careful and responsible budgeting process should be taking place. In some of the programs not all of the funds will be used as requested. The budget requests seem to reflect building upon previous year requests without considering the realities of the utilization of the funds in those previous years. AAA Achievement, Reduced Class Size, Full Day Kindergarten, Effective Schools, and 1986-87 Magnet Schools, are some of the programs which might undergo the financial reviews to determine if a reduction in those budgets might be appropriate. As long as the District adopts the attitude that what it cannot fund under its Court responsibility the State will, there may be little incentive to realistically control the desegregation plan costs and, therefore, the Budget Committee suggests it is appropriate for the Court to cause some examination of the budgeting and subsequent expenditures from the operating budget of the KCMSD. This examination of the operating budget should provide an opportunity to examine the question of the appropriateness of the expenditures by the KCMSD on matters such as whether changes in the expenditure pattern in the operating budget support or impede the implementation of the desegregation plan, whether supplanting of resources is occurring, and whether resources are available in the operating budget to support the programs ordered in the desegregation plan.

SECTION VII

RECOMMENDATIONS

1. The KCMSD should be required to provide detail comparative financial data on each desegregation plan program component to support its future budget requests.
2. The KCMSD should be required to encumber funds for the current fiscal year no less than 45 days prior to June 30th of that year.
3. The KCMSD should be required to clear all outstanding obligations of record on June 30 of each fiscal year, within 120 days subsequent to that date.
4. The KCMSD should be required to take action to provide for much greater internal auditing to protect against possible waste, abuse and fraud in expending resources provided by the Court. Resources targeted to address constitutional violations must be used in a more effective and efficient manner by the KCMSD.

THE HALL FAMILY FOUNDATIONS

PO BOX 419580
KANSAS CITY, MISSOURI 64141

September 7, 1988

Mr. Robert Barrett
School District of Kansas City, Missouri
1211 McGee
Kansas City, MO 64106

Dear Bob:

On behalf of the late Joyce and Elizabeth Hall, we are pleased to inform you that a grant up to the amount of \$676,763 has been approved to implement the MSA Applications programs for nine mainstream subsystems of purchasing, accounts payable, and fixed assets and to develop and implement a management system to control the inventory of moveable equipment currently owned and to be purchased in the future. It is our understanding that this money will be used by the District to contract for services from Bowker-Williams and Associates and other contract services as necessary.

While the full \$676,763 has been approved, we will review the progress of the District and the consultants in each of seven different phases. If the implementation has not proceeded correctly or has not occurred in a timely manner, based on the schedule below, we reserve the right to withdraw our support. We understand that measuring the inventory of fixed assets (\$150,000) will proceed concurrently with Phase I. The schedule:

<u>Description</u>	<u>Schedule</u>		<u>Elapsed Time</u>	<u>Cost</u>
	<u>Start</u>	<u>Complete</u>		
Phase I:	09/88	12/88	4 months	\$155,223
. Fixed Assets				
. Travel Advances				
. Utilities				
. Cafeteria Invoices				
Phase II:	01/89	02/89	2 months	70,110
. Equipment				
. Furniture				
. Supplies				
Phase III:	03/89	05/89	3 months	112,667
. Textbook Ordering				
Phase IV:	06/89	07/89	2 months	62,921
. Payroll Deductions				
. Health Insurance				

<u>Description</u>	<u>Schedule</u>		<u>Elapsed Time</u>	<u>Cost</u>
	<u>Start</u>	<u>Complete</u>		
Phase V: . Facilities Purchases	08/89	10/89	3 months	91,447
Phase VI: . Commodity Inventory Items	05/89	07/89	3 months	*N/A
Phase VII: . Post Implementation Review	11/89	11/89	1 month	34,395
TOTALS	09/88	11/89	<u>15 months</u>	<u>\$526,763</u>

NOTE: * Phase VI is concurrent with Phase III and Phase IV, therefore the cost projections have previously been stated.

Our commitment to this project is contingent upon the following factors:

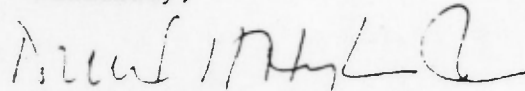
- . The approval and support of both the Board of Education and the Superintendent. This support would include: providing the facilities and employees for a centralized warehouse; regraded positions in the data processing and financial services division; five additional people (one programmer, three to accounts payable and one to purchasing).
- . Demonstrated progress in the transfer of knowledge from Bowker-Williams to District staff to ensure the District's ability to manage the MSA financial systems in the future. We are hopeful that you will make every effort to use the consultants on a part-time basis as soon as possible.
- . With the discontinuation of the Oversight Committee, we have relied heavily upon the input and advice of Ron Pursel in assessing the project. We will continue to do so; should he conclude at any time that the project is not being properly implemented or receiving the necessary District support, we reserve the right to withdraw our support.

We will plan to pay the grant at selected intervals during the phases outlined above. The payments will be based upon Ron Pursel's review of the project and copies of billings and expenses incurred to date.

Bob, this is another enormous undertaking which has the potential to greatly improve the District's business operations. We very much appreciate your tremendous efforts to date. This continued grant is based largely upon your current involvement. If for some reason you are no longer involved, we would need to assess your successor and his role, if changed, before deciding if or how we will proceed.

Again, we commend you on the real progress you are making at the District. We are pleased to be able to lend our support to your efforts.

Sincerely,

A handwritten signature in dark ink, appearing to read "David H. Hughes, Jr.", with a stylized flourish at the end.

David H. Hughes, Jr.

gg

cc: Dr. George Garcia

DESEGREGATION SUBCOMMITTEE REPORT

SUMMARY OF YEAR FOUR

One of the primary features of the desegregation orders issued by the Court is to bring about physical desegregation in the KCMSD. In examining the data on the progress or lack of progress of the KCMSD to effect physical desegregation, the Desegregation Subcommittee examined four major factors as noted below:

- 1) Changes in racial make-up of student population in the KCMSD.
- 2) Changes in racial make-up of 90% or more minority schools.
- 3) Compliance of KCMSD with the desegregation requirements at magnet schools where the goal is 60% minority and 40% majority.
- 4) Compliance of KCMSD with the desegregation requirements at magnet schools where the goal is to reduce the percent of minority students attending the school by at least 2% per year.

TOTAL STUDENT MEMBERSHIP

	<u>Majority Students</u>	<u>Minority Students</u>	<u>Total Students</u>	<u>% Minority Students</u>
1987-88	9,172	26,257	35,429	74.1%
1988-89	9,148	25,974	35,122	74.0%

The progress toward an overall reduction in the percent of minority students in the KCMSD was at best minimal.

In fact, overall less than a 1% reduction in the percentage of minority students in the KCMSD was achieved, with 50% of the grade levels showing increases in the percentage of minority students and 50% showing a reduction in the percentage of minority students. This reduction certainly is not adequate if

the goals of the desegregation plan are to be realized and equitably afford students and parents, particularly minority parents and students, a voluntary choice of desegregated magnet schools. It is clear that the efforts and outcomes of the KCMSD to increase non-minority students in the district must become more pronounced and effective if the goals of desegregation and equity are to be achieved.

*
RACIAL COMPLIANCE STANDARD

Programs Requiring 60% Majority/
40% Minority Student Enrollment

Programs Requiring 2 Percentage
Points Reduction in Minority
Enrollment

	<u>Standard</u>		<u>Compliance</u>	
	<u>Met</u>	<u>Not Met</u>	<u>Met</u>	<u>Not Met</u>
High School Programs	2	N/A	1	1
Middle School Programs	1	1	1	2
Elem. School Programs	<u>9</u>	<u>2</u>	<u>3</u>	<u>4</u>
TOTALS	12	3	5	7

- * 60/40 schools are newly established schools under the Long-Range Magnet Plan and any school already having a minority population less than 60% as of the previous school year. Two percent schools are indicated by entering the 2% standard used, based on the school's racial standing as of the previous year.

The KCMSD is obligated to establish magnet programs that satisfy a 60% minority/40% majority standard or programs which reduce the percentage of minority students in a program by at least 2 percentage points per year. These goals are achievable if and only if the KCMSD offers quality magnet programs and

further designs and implements an effective recruitment program.

Unfortunately, although some solid and good magnet programs have been introduced in the KCMSD, the recruitment program, both effort and outcome, as of June 1, 1989 was a major disaster area.

This failure in recruitment by the KCMSD was a major cause in the failure of the district to meet desegregation standards in 3 (20%) of the 60/40 magnet programs and in 7 (58%) of the 2 percentage points reduction magnet schools.

90% MINORITY SCHOOLS

	<u>Elementary</u>	<u>Secondary</u>	<u>Total</u>
1987-88	20	5	25
1988-89	16	5	21

The number of 90% minority schools was reduced from 25 to 21 during the 1988-89 school year. This reduction although minimal is progress. As additional magnet schools come on board, and when and if a VIT program with schools outside of the KCMSD becomes a reality, the KCMSD should be in a much better position to make greater progress in reducing the number of schools at which 90% or more of the students are minority.

During this interim period in which the magnet program is not fully implemented, it is recommended that the KCMSD make a much greater effort to make available additional local resources at these remaining racially isolated schools. Of particular assistance would be action by the KCMSD to fully fund base budgets at non-magnet schools. Another promising possibility is to further reduce the size of classes which enroll a high proportion of low-achieving students at these schools. The above might be accomplished through the use of operating budget funds and/or use of effective schools funds for this purpose.

One of the measures used by the Court in assessing the status of segregation and the need for remedy was the number of schools with 90% or more minority enrollment, and the funding of the Effective Schools component reflects resources intended to assist in addressing the ills of segregated schools. Another significant factor which might be considered involves the number and percentage of students attending 90% or more minority schools. Overall for the 1988-89 school year, the percent of minority students attending these 90% or more minority schools declined from 48% to 42%. The elementary and middle schools showed a reduction in the number of minority students in the 90% or more minority schools, and the senior high schools showed a small increase (1%) of students in 90% or more minority schools. This progress toward reducing the number of students attending these racially isolated schools is commendable. The KCMSD, within the parameters of the Desegregation Order, should pursue all available options for further reduction in the number of students attending these low-income segregated schools. The most viable options for accomplishing the above is an effective recruitment plan and the implementation of a voluntary inter-district transfer plan which would permit minority students to seek options for education external to the KCMSD.

*
STUDENTS IN SCHOOLS

	<u>1987-88</u>	<u>1988-89</u>
Traditional	26,750	19,976
Magnet	8,177	13,031
Total	34,927	33,007

* Includes students enrolled in KCMSD regular elementary and secondary schools

The primary vehicles for stable desegregation within the KCMSD are magnet schools which have specific racial goals year by year. So if desegregation is to increase, a greater number of minorities will have to be placed in desegregated settings in magnet schools. Comparisons of the number of students in magnets during 1987-88 with 1988-89 showed 8,177 were in magnets in 1987-88; this number increased to 13,031 in 1988-89. Unfortunately, because the KCMSD failed to satisfy the goals for desegregation in all of the magnet schools, one must be cautious in using the above measure as a yardstick for success or lack of success in desegregation. Nevertheless, it must be noted that the advent of these additional magnets during 1988-89 provided some additional viable options for desegregated education for students in the KCMSD which was not afforded in the past.

TIME SCHEDULE FOR CIP PROJECTS

Number of Construction
Projects on Schedule

12

Number of Projects Greater
than One Year in Delay

23

In order for the desegregation plan to be fully implemented, among the factors necessary to permit optimal instruction to occur are: hiring and training of staff, development of curriculum, recruitment of students, efficient, safe and effective transportation of students, and the completion of facilities. It is clear that the KCMSD shows clear deficiencies in all of the above listed areas as reported in this year-end report by the DMC. This section is intended to provide some information on the significant delay in the construction schedule as noted above. The KCMSD lists 35 projects in Phases V-VII (See Appendix A) and the data show 23 (66%) of these schools' construction initiatives will not be available for students during the semester initially planned for occupancy and, in many

cases, the buildings will not be available for use by students until years later than scheduled.

The process used to select sites, secure approval of the Court, acquire property, and complete construction is time consuming. It is recommended that the parties pursue a process through the Court to reduce the time period required to complete projects which are a part of the Capital Improvements Program. Continued delays in construction projects are leading to overcrowded programs, additional costs and, in some cases, only limited implementation of magnet themes at sites. Certainly it is in the best interest of all parties, given the above factors, to work together to improve the process for approval and completion of construction projects. We encourage and recommend said cooperation as it serves the best interest of all parties.

RECRUITMENT

Recruitment, a most key factor for desegregation and the subsequent placement of minority students at specialty schools, was purported to have the highest priority by the top administrators of the KCMSD. In fact, the superintendent stated to the Desegregation Committee that "recruitment for magnet schools was the highest priority in the district." Failure to successfully adhere to this commitment by the KCMSD and its top administrators has jeopardized this desegregation plan and opportunities for a desegregated educational experience for countless non-minority students and a much greater number of minority students.

Discussions relative to planning and implementing an aggressive marketing and recruitment plan for 1988-89 school year started early in 1988, long before the beginning of the 1988-89 school year. A semblance of a plan was developed in April 1988, and was presented to a task force to review according to District personnel. However, in late August 1988, the tentative plan had not been developed further, a full complement of recruiters had not been hired, and the training complement had not been suffici-

ently organized. Throughout the Fall of 1988, no meaningful schedule was set forth for implementation of a plan, nor was a completed plan presented until December 1988, although the DMC and representative of the plaintiffs on a continual basis raised the issue and the importance and need for an aggressive and effective recruitment program for the KCMSD.

The shortcoming in planning, organizing, coordination, communication and implementation, although evident to even the least able, was not dealt with by the administration in the KCMSD. During the 1988-89 school year, the District had no clear line of authority with regard to magnet recruiting. Various lines of authority were established throughout the year that did not afford consistent guidance, direction and supervision for recruiters. Authority for recruitment during 1988-89 was shifted from a coordinator of recruitment to the five area superintendents, who were not adequately knowledgeable or positioned to effect a meaningful recruitment program. In recent weeks, this authority and responsibility has reverted to a coordinator position for recruitment, but the 1988-89 school year for recruitment may have been lost.

Training of recruiters was at best sporadic and often concurrent with recruitment efforts. The scheduling did not allow for successful participation on the part of recruiters in any aspect of the plan. The budget for recruitment was divided between the magnet office and the communications department. Coordination, cooperation and consistent planning are keys to the appropriate expenditures of budgeted funds, and the KCMSD failed in these areas. Very often, District personnel expressed a lack of knowledge regarding budgets and expenditures. Without a clear understanding of the resources available for recruiting/marketing efforts, one must surmise that needed and meaningful opportunities for recruitment for magnet programs were not considered or missed altogether.

Further, the lack of a meaningful recruitment plan being developed in a timely manner, lack of an effective implementation schedule, ineffective patterns of training for recruiters, and

minimal coordination and understanding of the budgeted resources available for recruitment resulted in a poor recruitment effort that has probably at most led to less than 300 new non-minority students being recruited to the KCMSD as of June 14, 1989. The factors set forth grossly undermined the expressed commitment of the KCMSD to hold recruitment in high priority as the District continuously failed to demonstrate a clear understanding of the relative importance of recruitment to the success of the desegregation plan.

RECOMMENDATION: The KCMSD administration is guilty of gross mismanagement in the implementation of an effective recruitment program during 1988-89. The KCMSD should be directed to produce a comprehensive, well-developed recruitment plan for 1990-91 by November 1, 1989, and in the event the plan prepared is insufficient or not implemented, the Court should consider imposing the strongest sanction on responsible parties in the KCMSD.

PLACEMENT

As of 5/31/89, the KCMSD reported that it had program capacity for the 1989-90 school year of 20,028 students at its magnet schools. The KCMSD further reported an expected enrollment of 15,820 students and a waiting list of 8,733^{*} for these magnet schools. Of these 8,733 on the waiting list for more than 25 schools, 7,507 (85.9%) were minorities. There is no question that some minorities will be denied an opportunity to attend these magnet schools because of a lack of space and/or failure on the part of the KCMSD to effectively recruit non-minorities for the magnet schools.

(The issue of affording these students a desegregated education is even more compromised because of a lack of a voluntary interdistrict transfer program which could afford minority students a desegregated education in the suburbs.)

* These 8,733 represent all students and their request for placement at magnet programs.

COURT ORDER
9/15/87

CONSTRUCTION PHASE
(DATE OF COMPLETION)

PRESENT
COMPLETION DATE

Phase V

Southeast Annex (Fall, 1988)	October 7, 1988
Longfellow (Fall, 1988)	September 2, 1988
Melcher (Fall, 1988)	December 30, 1988
Meservey (Fall, 1988)	September 2, 1988
N. Rock Creek/Korte (Fall, 1988)	July 1, 1990
Phillips (Fall, 1988)	September 2, 1988
Southwest Senior High (Fall, 1989)	March 1, 1990 ✓
New Faxon Elementary (Fall, 1989)	June 27, 1991 ✓

Phase VI

New Knotts Elementary (Fall, 1989)	April 18, 1991 ✓
New Attucks Elementary (Fall, 1989)	No information <i>SITE & Program</i>
King Middle (Fall, 1989)	November 1, 1989
New Pitcher Elementary (Fall, 1988)	July 1, 1990 ✓
New Northeast Elementary/Garfield (Fall, 1989)	June 1, 1990 ✓
New Southeast 1 Elementary (Fall, 1989)	May 9, 1991 ✓
Nowlin Middle (Fall, 1989)	August 23, 1989
Paseo High (Fall, 1989)	June 6, 1992 ✓
Three Trails (Fall, 1989)	January 24, 1990 ✓
K.C. Tech (Fall, 1990)	October 1, 1991 ✓
Troost (Fall, 1989)	December 14, 1990 ✓
Wheatley (Fall, 1989)	January 5, 1990 ✓
Middle School 1 (Spring, 1990)	1992 ✓
Garfield (Fall, 1989)	November 15, 1989
Weeks (Fall, 1989)	November 29, 1989

Phase VII

New Southeast II Elementary (Fall, 1990)	November 1, 1990
New Southeast III Elementary (Fall, 1990)	No information
New Elementary I (Fall, 1990)	No information
New Elementary II (Fall, 1990)	No information
New Elementary III (Fall, 1990)	No information
East High (Fall, 1990)	February 6, 1991 ✓
Northeast Middle (Fall, 1990)	No information <i>Theme switch pending</i>
Richardson (Fall, 1990)	August 28, 1990
Southeast High (Fall, 1990)	February 6, 1991 ✓

NOTE - must schedule impacts come from
Site & Program issues.

Construction Phase
(Date of Completion)

Present
Completion Date

Phase VII (Cont.)

Van Horn High (Fall, 1990)
Westport Middle (Fall, 1990)
Westport High (Fall, 1990)
Meservey (Fall, 1990)

March 15, 1991 ✓
No information } '91
No information }
August 29, 1990

Phase VII (Other Facilities)

East Stadium (Fall, 1990)
Southeast High - Stadium and
Arena (Fall, 1990)
Linwood (Fall, 1990)
Linwood West (Office Space)
(Fall, 1990)
Norman Administrative Center
(Fall, 1990)

August 22, 1989
August 12, 1989
September 1, 1990

Not applicable

Not applicable

To be replaced
By Purchased
Building FALL 1989

EDUCATION SUBCOMMITTEE REPORT

SUMMARY OF YEAR FOUR

The desegregation plan ordered by the Court in July 1985 rested on four major concepts: Improved education opportunities at all schools in the KCMSD, magnet schools, capital improvements, and voluntary interdistrict transfers (VIDT). Increased participation of non-minority children in the district was to be achieved by the raising of the quality of the schools to a level comparable with the private schools competing with the district in Kansas City and especially with the contiguous suburban schools. The magnet schools were to go beyond comparability by offering special programs not available in the competing schools or school districts.

It is not news that many of the District's schools serve a student population in which students carrying burdens of difficult family circumstances and very limited economic means are overrepresented in comparison with the populations of suburban school districts. The correlations between this fact and lowered educational aspirations and lower academic achievement are the subject of too many studies. The consequences for the district have been that the educational climate in many schools and the "culture" of many of the district's schools have been set by this condition due to the unconstitutional segregation for decades in the KCMSD. The type and intensity of the programs offered, the expectations of school administrators and teachers, the level of participation by parent and community groups in the life of the school have been perceived to be significantly different from those of the schools and families (minority and non-minority) using private and suburban schools. In a number of cases the perceptions are correct. None of this is news to observers of inner-city segregated school districts.

The special challenge confronting the KCMSD under this desegregation plan has been that it must produce the schools and programs attractive enough to draw back non-minority and minority students who have abandoned the district, while providing

improved educational services for the present core of students and the communities in which they live.


The tension arising from trying to meet both needs, as mandated by the desegregation plan, at times has complicated the attainment of the goal to raise the achievement levels within the district while instituting a magnet plan attractive to families who have abandoned the district's schools or who have other options.

Unfortunately this tension is sometimes perceived as a dichotomy between excellence and access, between a broad-based and an "elitist" program. Advocates of the "access" think that no or minimal admissions criteria for admission to magnet programs and courses within the programs will best serve the district's (current) student body. They tend to argue against audition requirements for the Fine Arts magnet schools, against admission to Lincoln Academy based on grade point and achievement test ranking, and against special admission provision to the Greek Academy High School for students of proven special athletic ability. Put in the most positive light, this group emphasizes a broad front improvement in the educational lot of the large majority of students traditionally served by the KCMSD, even at the cost of failing to meet the special needs of students with special talents.

This may be a reasonable educational and political stance and has some broad support. It may, however, reduce the viability of certain magnet programs, especially those which require a critical mass of committed and talented students - minority and non-minority - for success. Music ensembles, athletic teams, foreign language groups, and programs for the academically gifted, for example, are cohort dependent.

Even where special admission criteria is not suggested, a student body made up of a large number of lower-achieving students can make full implementation of magnet programs difficult. The testing data continue to confirm this distribution of achievement. It is expensive and hard to justify upper level magnet courses for a handful of students, and these are the


very kinds of specialized courses which are not offered in schools competing with the KCMSD for students and which will attract new students to magnet schools. A number of such courses did not have sufficient enrollment to be offered though mandated in the long-range plan for specific magnet schools. Again, the curricula at magnet schools can be, and has in at least one case been, skewed in the direction of lower level, basic skills offerings to meet the needs of the present student body. To the extent that this occurs, the ability of a magnet school to draw middle-class non-minority and minority students back to the KCMSD will be compromised.



A process for resolving the above listed problem would be effective implementation and use of transition classes and extended day programs, as mandated in the magnet school plan. Unfortunately, there is little evidence to suggest the KCMSD has systematically used these strategies in an intervention mode.

The voluntary interdistrict transfer aspect of the desegregation plan is characterized as one of the three legs upon which the effort rested since it addressed these predicted circumstances. The movement of a sizable fraction of the current students to suburban schools and voluntary participation of significant numbers of middle-class suburban students under a projected VIDT would have been a factor advancing the educational validity and success of the magnet school program since their initial stages, apart from the obvious desegregative impact such a process would have had on the district. Unfortunately, success at recruitment for magnet programs and a VIDT program is yet to be realized.

The attempt, in absence of success in recruitment and VIDT, to adequately serve a current student population while reaching out to a second group thus has a potential impact on the integrity of the magnet programs. At the same time the energy and attention being put into implementation of the magnet theme at a school can contribute to lowering the intensity of the effort to implement special educational approaches for lower achieving students, some ordered by the Court. Three interven-



tion programs designed for such students may have been affected as principals and resource persons for the programs have attended to magnet tasks. The SWAS program, the STEPS program, and the Reading program require changes in teaching style with some changes in teaching materials for those participating in the program. These changes are in addition to magnet theme infusions and concerns. A solid educational leader and dedicated teachers would be stretched to accomplish all the school, curricular, and classroom transformations at once.

As stated above the KCMSD faces a special challenge in serving one population while putting in place programs and facilities to attract another.

RECOMMENDATION: The KCMSD should review and evaluate the admission criteria for magnet schools in order to determine the value of correlating admission to magnet themes based upon expressed interest or achievement in the magnet theme.

RECOMMENDATION: The KCMSD should increase the resources currently allocated to the intervention programs which target the lowest achieving student.

Another aspect of the dichotomy facing the district in serving its current educational community and reaching beyond the community to achieve desegregation has found expression in the staffing. The community served by the KCMSD has ties to present schools, administrators and teachers. There has been a natural tendency to hire and promote either from within or to find people already known to the Board or the administration. At the time the plan was first presented, it was anticipated that meaningful national searches for the best staff would be conducted. In the best case participants would be drawn by strong competent credible leaders to solid programs to be with people of similar interests regardless of ethnic background or area of residence. The more local tendency too often has prevailed. The district has served its proximate, traditional community not taking full advantage of the resources provided to secure the best staff for implementation of the program.

The real and perceived need by KCMSD to move in two directions at once: to serve a present constituency, and to attract a new one, has been a factor in the tortious progress to recruit the best staff.

Supporting real magnet programs with unique features, theme knowledgeable administrators and committed teachers and administrators bolstered by a well known articulate superintendent will attract new students and patrons to the district and compensate for the costs involved in attending non-neighborhood schools.

ADMINISTRATION.

Many observers of the administrative apparatus of the KCMSD for good reason are no longer willing to consider its relative newness or grant it space for inexperience. Clearly the fact that the District has ended the fourth year of the desegregation plan and that the "excuse of inexperience" has been invoked so often in the past makes it hard to accept this argument. Still there is some merit in pointing out these conditions which may play some role in the inadequate implementation of the desegregation plan by KCMSD during this year.

This is the second year in office of a new superintendent; new to the position of top administrator of a large urban district and new to magnet school implementation. This is the first year of operating the district under his reorganized structure. It is the first year in the district for three of the five area assistant superintendents directly responsible for supporting the operation of the schools, the first year for key financial personnel, for the director of public relations, for a director of personnel, and for important staff in the curriculum office. One lower level administrator put the matter plainly when stating that "training the boss" was one of the major tasks of the year. There have been a great many bosses to train.

Having made the point concerning the newness of the administration, a second observation has to be made. It appears

implementation of the desegregation plan.

While it is most desirable for all individuals in the local community to participate fully in all aspects of the desegregation effort under the Court Order, there is only one priority for the board and administration, and that is the advancement of desegregated education of quality comparable to the surrounding districts for the plaintiff children of the KCMSD.

The DMC's July 26, 1988 Report to the Court indicated that the administration may have been subject to pressure from the board to act in the manner described above with regard to hiring and purchasing. In a number of specific instances this year the DMC has strongly questioned personnel decisions it could not rationalize with the effective implementation of the Court Order. Notwithstanding, the administration of the district has chosen to go forward with such appointments and the board has supported the administration.

RECOMMENDATION: In cases where personnel or purchasing or contracting decisions made under the Desegregation Order are determined by the DMC to be contrary to the effective and efficient implementation of the Order, the Court should consider termination of funding for that position or aspect of the program and require the KCMSD to show cause why they should not be held in contempt by the Court for the failure of the KCMSD to implement the Order of the Court in an effective and efficient manner.

ADMINISTRATIVE REORGANIZATION.

The superintendent's reorganization plan approved by the Court took effect during the 1988-89 academic year. As mentioned above, the majority of appointees to the key position of area assistant superintendent were new to the Kansas City metropolitan area and had limited experience in magnet themes.

While the acquisition of personnel from many parts of the country, to help revitalize the district, was encouraged by the long-range plan, giving substantial magnet responsibility to

people unfamiliar with the content of magnet themes was not. A majority of those appointed to these assistant superintendent levels had no background or experience in the magnet themes taught in the schools for which they were responsible and this problem was compounded by the appointment of principals who had no or most limited knowledge or background in the magnet theme. This was a factor in the difficulties experienced in the planning for some of the magnet schools projected to open in September 1989. Conversely, some of the most successful and promising planning and implementation was done by assistant superintendents and principals with a grounding in the corresponding magnet theme.

Another one of the difficulties associated with performing in this position of assistant superintendent was the sheer size and variety of tasks to be performed while, as far as the DMC could see, no clear priority or basis for evaluation of performance for the assistant superintendent had been established at the beginning of the year. Recruitment of instructional personnel for the schools, recruitment of students for the magnet schools, supervision of task forces for the development of new magnet themes, aiding in the solution of numerous day-to-day problems at the school level, participation in budget development and supervision, review of design for new construction in their area, and coordination of curricula for schools vied for the attention of these administrators. Their superior, the deputy superintendent for instruction was, if anything, even more heavily burdened. If not every task was accomplished equally well there is little wonder.

The DMC believes the quality and commitment of the individuals assigned to this level of administration and to the office of the deputy have proved at least as important as the organizational structure in which they have functioned. Although it increasingly has become evident that the organizational structure of the KCMSD is flawed in relationship to planning, communication, coordination, evaluation, etc. Since two of these key assistant superintendent positions will have to be filled

before the start of the 1989-90 school year, discontinuities can be expected.

The reorganization called for what was in effect a demotion for district magnet theme coordinators. As a group, these comprised the best prepared and most dedicated of administrators responsible for the magnet education. It is to their credit that almost all of them have remained with the district under the revised conditions of their employment which included a loss of rank and salary. As shock troops for the magnet themes, they have represented the educational interest of the theme to area assistant superintendents (already described as likely to be innocent of preparation of the theme), school administrators who are also frequently lacking in theme background, and representatives of the Project Management Team (PMT) responsible for design and construction of educational facilities which house the magnet programs.

RECOMMENDATION: In making appointments to the position of assistant area superintendents, a greater emphasis should be put on the candidates' background in the magnet theme(s) and previous magnet school experience.

CONSTRUCTION AND RENOVATION - The Project Management Team.

When first proposed, the expenses due to the employment of a PMT were to have been covered by savings realized through "value engineering." This was presented as a cost-cutting technique based on minor design changes, design changes which would not reduce but if anything enhance the educational effectiveness of the construction. The PMT has often given assurances that all construction and renovation projects would be driven by the educational program. There is reason to believe that some weakening of this resolve has occurred. There has been a tendency for cost saving to be projected at the expense of educational programs. Notably, a significant addition at Melcher Foreign Language Elementary was designed with state of the art language lab facilities. Air conditioning needed for the summer

school operation was removed from the design after it had been initially included. This summer and for the foreseeable future foreign language enrichment will occur at an air-conditioned facility not designed for foreign language instruction. Cost and inadequate planning, not the educational program, had driven this decision.

RECOMMENDATION: The District should retain highly qualified educational planners sensitive to programatic needs. The PMT should review its application of the concept of value engineering with a view to fulfilling the commitment to program driven construction.

The dislocations associated with construction and renovation are having a serious impact on the educational program and by extension on recruitment. In two of the first schools, or clusters, to become magnets, the program has been described by the KCMSD's evaluators as being housed in three different buildings since the beginning of implementation: the original building, a different building during construction, and finally the renovated building. The temporary site for one school was a location with inadequate space to hold a school population of the size needed. The facility was clearly not designed to support the program located there. Where there has not been a total shift to a different building during renovation of the home structure, the educational program too often has been conducted in less than ideal conditions while work continues at the same site. Beyond the gross construction, furnishing the finished building has caused delays in the implementation of programs. Proper installation of electrical wiring and outlets have delayed use of computers even in schools housing computer associated themes. Provision of ordinary furniture, tables and chairs have been a problem and this has had impact on the educational program.

By and large the principals and teachers and parents have set their minds to making do and putting a positive face on what are temporary situations. It is to their credit that the programs have gone forward at all under these very difficult

conditions.

However, the expectations for early success in the implementation of the program must be tempered by these facts. It is also true that the end products of the construction are attractive and educationally appropriate environments.

It is easier to describe this problem of inadequate space than to solve it. Given the condition of the building stock available to the district, and the time frame set out for the construction, the non-positive impact of the construction programs on the educational programs for the near future will continue in different parts of the district.

INFRASTRUCTURE: Personnel Operation.

Weakness in the personnel department and in the quality of many of the personnel given positions under the magnet plan have seriously hampered implementation of the plan. The turnover in the personnel department this year reached from the highest level to the third level of administration. At one point a single employee at or one step above the clerical level remained to represent the personnel department in answering questions on personnel from the DMC. A new personnel director inherited an administrative apparatus which has been termed structurally disfunctional by her successor. The executive on loan to the KCMSD has indicated he is now in the process of implementing a more functional administrative structure for the personnel department.

The original intention of the desegregation plan was that the best and brightest administrators and teachers would be drawn to Kansas City to implement one of the most far reaching educational reform efforts in the country. From the first it was clear that that commitment was not fully shared by senior administration and personnel department as constituted at that time. For example, there has been a perception that knowledge or training in the magnet theme was not an especially important qualification for the position of principal in magnet schools.

This attitude is present at senior administrative levels in the central office and certainly an expectation among old district hands in the schools. As a result, too many magnet schools, especially at the secondary level, have been headed by individuals whose attention was directed to other than magnet school emphases.

The condition of the personnel department also impacted on the administration of the TTAP and teacher tuition reimbursement programs. The first of these programs was designed to support bright students at nationally recognized schools in exchange for their participation in the KCMSD as teachers after graduation. In practice the emphasis has been on students from local and regional schools and relatively few of them have been contracted so far. Of the \$500,000 allocated for TTAP, according to the Budget Office of the KCMSD, less than \$40,000 has been spent or encumbered.

The teacher tuition reimbursement program was intended to increase the competence of current classroom teachers in magnet themes presented at the school at which they teach. In its first year a significant portion was spent on individuals increasing their administrative skills for what appeared to be career advancement instead. This emphasis has been somewhat shifted back to the original educational intent of the program this year.

The school year ended with a number of teaching positions plus additional key positions still unfilled. After four years no suitable candidate has been identified for the principalships at the Advanced Vocational and Technical Studies High School or for the New Paseo Performing Arts High School. Educational planners and magnet theme resource personnel for the schools, to name a few, have not been hired though the positions were to have been filled by the end of the last academic year at the latest.

A number of reasons have been presented for this failure. It might be that the salaries offered are not sufficient to attract well-prepared individuals to the district. Although the cost of living in the Kansas City metropolitan area is lower and may compensate for the lower wage scale generally conceded to

exist here as compared to national levels. The face difference in salary might, nevertheless, be an important factor in the personnel patterns which exist. The DMC will be contracting for a study to determine the impact of salaries on recruiting and maintaining the best personnel.

INFRASTRUCTURE: Purchasing.

There is still a considerable inefficiency in the process of getting educational supplies and materials to the schools. In fact, much publicity was given to the fact that as late as November 1988, there were schools in the KCMSD with an inadequate supply of text books. District evaluators and reports gathered by members of the DMC speak of negative impact on all educational programs due to delays in supplying the schools. The dislocation and physical movement of schools from one site to another to accommodate construction and renovation adds to the time period between the writing of the requisitions and the use of the material in the classrooms. This has been an ongoing frequently mentioned problem in the KCMSD's infrastructure.

INFRASTRUCTURE: Student Recruitment and Assignment to Neighborhood Schools.

The KCMSD has lessened the complexity of the application process to the magnet schools. Nevertheless, there is a gap between the effectiveness of the recruitment effort, the habits of many parents, and the need for early choice in the magnet schools. This is one factor leading to delay in establishing final student assignments to both magnet and non-magnet schools.

A second factor is technical. Technical difficulties in the running of the student assignments computer programs resulted in very late final assignments of students to schools. In many cases enrollment lists were not available at schools for over a week after the opening of school. The impact of the last final student assignment was widespread and severe. Transportation problems were multiplied, classroom assignments had to be

improvised then revised, and sometimes revised again due to re-organization in early October, and books and materials were not available to all students at the beginning of school. Administrative energies are absorbed in attempts to cope with problems associated with a messy school opening and away from the other tasks needed to bring new magnet programs on line.

A disorderly process in opening of schools results in diminished effective teaching time in both magnet and non-magnet schools. Pupil placement in classes appropriate to the individual becomes extremely problematic under the conditions described above. All of this must be considered as factors in the achievement patterns of students in the district.

Unfortunately, the outlook for school opening in September of this year may also be less than promising. The recruitment effort, clearly inadequate at this point, will be continuing into the summer months with the probability of late student assignments occurring again this year.

Further, an adherence to the ethnic/racial quotas of the long-range plan has the potential of causing actual enrollments at magnet schools to fall substantially below the capacity of school buildings and programs. Shifts of students from waiting lists for magnet schools to last minute, makeshift spaces housing traditional school programs bodes very ill for the quality of education of the students across the district. Most disturbing is the fact that the burden of unfilled racial/ethnic quotas will fall heavily on the minority students.

INFRASTRUCTURE: Transportation.

The ragged opening of school described above had a great impact on the transportation component required by the magnet school concept. The individual schools and parents reported long delays, confusion, and large expenditures of energy in the first few weeks of the school year before the transportation system was brought to acceptable performance levels. The situation led a number of non-minority and minority parents new to the district

to return to the ranks of those who had left the district's schools.

Educationally, the impact of the transportation difficulty early in the year occurred in the persistent tardiness and absences of students from first period class. Inevitably students lost instructional time and classes were disrupted. Unless the transportation problem can be brought under control, some adjustments in the first period class schedule might need to be initiated.

MAGNET PROGRAMS.

The Long-Range Magnet Plan described a planning process for magnet schools which involved a year of planning. At the secondary level, a planning principal with no other duties was charged with this task; at the elementary level the task was to be led by a planning principal usually having other duties. The planning at each proposed magnet school was to be supported by a task force of parents and teachers, support personnel designated for magnets, central office administrators, and a district-wide planning task force was to provide coordination and further support.

The actual practice has varied somewhat and the results have varied a great deal. In a number of cases no planning principal was named until well into or even after the planning year. Most notably the High School of the Arts and Advanced Vocational and Technical School (AVATS) were without a planning principal during the entire process of planning (and, as of this writing, are without principals for the opening of the program in September.) It must be noted that occasionally in the absence of a planning principal, the task forces, headed by an area superintendent with an interest and background in the Arts, has come forward with a credible plan and an enthusiastic group of teachers are prepared to put it into effect.

In other cases weak principals, non-knowledgeable assistant superintendents, and task forces have so compromised the planning process that the Court, upon evidence and recommendations by the DMC, has delayed the implementation of the magnet programs at schools, thereby denying children the benefit of the desegregation plan.

The difficulty in planning exists on two levels. First, the quality of the personnel responsible must be assured and then monitoring by the district and DMC must occur. Second, the task force system, especially at the building level, needs to be continuously assessed and where weaknesses exist, strengthened early in the planning process. The DMC observed task forces in operation constituted by well-meaning but inexperienced teams of parents and teachers incapable of articulating a coherent concept for their magnet much less likely to successfully plan and implement the program.

The District has attempted to deal with these shortcomings in two ways. Administrators and resource personnel already committed to other assignments have been called in at the last minute to shore up the effort. In one case a Math-Science resource person was among those drafted to help with a Latin Grammar theme. What good that might have been done to the Latin Grammar magnet must be balanced by the loss to the Math-Science magnets. The second approach was to suggest that parallel district task forces could cover the planning for weak building task forces. Unfortunately, this led to little ownership of a magnet curriculum or plan by a principal or teacher group which did not participate in its formulation.

Under these circumstances, the successful implementation of magnet programs must be compromised. The ability of such a team to "sell" the school and theme to prospective parents must be questioned. The timely preparation of facilities and acquisition of materials, and the orderly launching of a credible magnet school must be put seriously in doubt. Both the educational values and the desegregative attractiveness at poorly planned

magnet schools are compromised. Under such conditions there is little reason to go forward with the funding and opening of the program, as was the case at Martin Luther King, AVATS and the Southeast Elementary School.

RECOMMENDATION: The highest levels of the central office administration should establish clear timelines and quality criteria for the planning and opening of new magnet schools.

RECOMMENDATION: The DMC should continue to review the planning process and results, and where necessary, recommend delay of implementation of programs and sanctions against the KCMSD where appropriate.

EFFECTIVE SCHOOLS PROGRAM.

The implementation of the Effective Schools program continues its slow but steady improvement. The District's administrator responsible for this program has moved forward with the process of regularization of criteria and improvement in the process in planning at the school level. A number of site plans, however, still reflect the apparent intention of planners to use the Effective Schools funds as general slush funds at the building level to promote projects which, however worthy, fall far short of targeted goals: improving standardized test scores for Reading and Math. In addition, the Effective Schools plans all too often reflect inadequate parent participation, limited monitoring criteria, and no evaluation criteria. That is, the ideal of bottom-up planning can fall short of expectations without appropriate and adequate support personnel.

RECOMMENDATION: Continued and intensified training of personnel involved in formulating site plans for effective schools funding at the building level should be supported and this should be reflected in the commitment of local resources to this program at least at the level the program was supported through operating funds in 1984-85.

There is also a tendency in the district to use Effective Schools funds to replace monies no longer available from other

sources to support activities not always directly related to Reading and Math score improvement. This action on the part of the KCMSD will require much closer monitoring by the KCMSD and the DMC.

The District anticipates undertaking a study which will correlate activities undertaken with Effective Schools funds with real changes in the Math and Reading scores. Both coordinator and this effort should be supported.

AAA IMPLEMENTATION, CLASS SIZE, PLANNING TIME.

The District retained the AAA rating from the State of Missouri which it had achieved last year, with certain cautions from the AAA review board. The DMC noted adherence to the court-ordered class size limitation, especially after the period of the opening of school and the October reorganization had occurred.

RECOMMENDATION: The KCMSD should give greater consideration to even further reduction in class size for students with low achievement.

EARLY CHILDHOOD.

The Early Childhood program continued to meet its goals in terms of numbers screened and served. There was a negative impact on the program due to the reduction in the amount allowed by the Court to pay for screening. In some cases instructors in the Early Childhood Education program were called upon to interrupt their teaching activities to perform the screening function. Difference in perceived qualification and availability of personnel may account for the difference of the KCMSD screening cost from the statewide, especially St. Louis area costs. The District is evolving toward a system which will minimize the loss of teaching time due to screening activities on the part of instructors.

MAGNET PROGRAMS AND THEMES.

A number of magnet programs open their doors as ordered by the Court although the readiness and attractiveness of the newly opened programs showed considerable variation. In almost every case, some aspect of the program was lacking at the point of opening. For example, the Latin Grammar magnet was without Latin instruction during the beginning of the program, employing both court-ordered Latin teachers towards the middle of spring. One Fine Arts elementary magnet did not initiate the guest artist program until quite late in the year and important instructional pianos were lacking at another. The Computers Unlimited Middle School and High School were without computers for a good part of the year. Laboratory spaces, equipment, and a science library were not available to students beginning in the science-math high school.

Dislocations at the beginning of new programs might be expected, but by the middle of the year most of the major difficulties major had been brought under control and many of the new magnets can be considered modestly successful operations.

The Faxon Montessori program proved as attractive as had been predicted. The program benefits from a committed and knowledgeable staff, their cramped quarters not limiting their efforts.

The new Latin Grammar magnet is successful; improved standardized test scores are recorded for this program. Despite the slow beginning of Latin language instruction, both instructors were present by the end of the year and seemed qualified and committed. The principal's leadership in maintaining the disciplined instructional environment contributes to the success of this program.

By and large the Fine Arts elementary schools are implementing credible programs under the Long-Range Magnet Plan. The District's evaluation office reports a slower beginning at one Fine Arts elementary. Lack of experience in the magnet theme on the part of building leadership may be a contributing factor.

The new environmental elementary, though hampered by a mid-year building shift, did put together an educationally valuable, fully desegregated field trip experience. This trip, which received positive press coverage, moved the quality of the program toward suburban school standards.

The language magnets added two new successful elementary schools. These schools opened with few problems beyond the common transportation difficulties and continues to present, with the other foreign language magnets, and educational experience unique to schools in the area.

Retention of the non-U.S. citizen foreign language teachers is clearly a challenge. The District reports a 40% turnover in this group of teachers. While a trained foreign language teacher, acculturated and acclimatized to the KCMSD is a great asset to the program, the recruitment, acquisition of visas and staff development necessary to bring a teacher to that stage is an energy consuming and costly process.

The standardized test scores for English language skills reported for total and partial immersion elementary students were, as expected, below national norms. At the inception of the program this was an expectation. Close monitoring of the results of future test results will be necessary to determine the success of the program.

By and large the elementary magnets present a positive aspect in the implementation of the Court Order.

Middle school magnets confront a double task: the implementation of the district's shift to middle school structure and implementation of the magnet theme. These schools' populations still primarily reflect the neighborhood which fed the school before conversion to a magnet school. A small minority of the principals have background in the theme. In some cases, delays in staffing have left the school administration effectively innocent of people knowledgeable in the theme. The science middle schools, in particular, will need additional curricular emphasis and flexibility to serve students who are truly talented

or committed to a math-science education.

The Central Middle Computers Unlimited Magnet was affected by the lack of sufficient computers to implement the theme, especially at the beginning of the year. This magnet theme could not offer the upper level courses in Logic and Mathematics due to the need to first reinforce basic math skills.

High schools, although the schools were provided with planning principals for a year, have experienced a good deal of difficulty.

The Computers Unlimited theme began without computers at Central High. The presence of equipment (the computers did arrive in the fall) alone could not guarantee full implementation of the theme. Computers Unlimited calls upon substantial changes in teaching style, changes which will occur as staff development activities change approaches long in use. Implementation of the plan allowed teachers already at Central to opt to continue after initiation of the magnet theme. Like a number of the student body, the staff might have elected to remain at the school, for reasons other than the theme's attractiveness.

Southwest High was forced to open its science-math theme at two sites, 20 minutes apart by car, to accommodate construction. The ongoing construction, lateness of finalizing student assignments at the school, poor recruitment of students, and the need to reduce staff after the beginning of the school year made for a chaotic fall semester at Southwest. Nevertheless, a number of new special magnet courses were opened. This magnet school is working toward developing a well planned curriculum serving all levels of ability and interest in math and science. The completion of the construction work, including the planetarium, will make it a unique facility in this subject matter. However, better coordination with the middle school math-science magnets, special provision for students gifted in these areas at both middle and high school level, completion of the physical plan, recruitment of students, and appointment of a well qualified knowledgeable principal will be needed before this theme meets

its full potential.

STUDENT ACHIEVEMENT.

The results of the standardized tests taken by the students of the KCMSD paint a varying picture. The least heartening aspect of the results is that the results for the district remain below national averages after four years of the desegregation plan. The results of the Missouri Mastery and Achievement Tests (MMAT) indicate gains. According to the data presented by the District's educational testing office, there were gains in every subtest in each grade tested except for two instances. However, the vast majority of the changes both in the positive and negative direction were less than the 25 points considered significant. The District was reported to have improved significantly in grade three Science and Social Studies tests, grade eight Science and grade ten Reading/Language Arts. No pattern other than lower performance as the student progresses through the upper grades seems to emerge. These MMAT tests were new to the district and the results suggest that curricula are being adjusted to match the subject matter covered on the test. This may be especially true in the case of the Science subtest.

Comparison of test scores for magnet schools to non-magnet schools by achievement performance may somewhat undermine the contention that the traditional or non-magnet schools are necessarily giving second quality education to their students. Two non-magnet elementary schools still are among the highest achieving elementary schools, and a number of magnet elementary schools fell significantly below the state averages in achievement. More non-magnet elementary schools were at the low end of the achievement scale than magnet schools.

Though the third grade is perhaps a little early to expect large differences due to magnet theme to appear in testing, the Pinkerton Latin Grammar magnet did significantly better than the district averages. Pinkerton stresses basic skills and structure.

At the middle school level the sixth grade results were abysmal; in fact, the test scores for KCMSD in some subtests were below the average for big city schools based on 1973 ITBS norms. Only the Lincoln College Preparatory magnet was above the state averages in all subtests on the MMAT and the differences were significant. Lincoln has an entrance requirement based on academic achievement, therefore, the results are not surprising.

More surprising was the very strong showing of the Middle School of the Arts. Though a school with an arts emphasis, achievement levels were second highest among the district's middle schools on all tests, including Math and Science. This contrasts with one of the math-science middle magnets which did not show a significant difference from the lowest achieving middle schools and these are non-magnet schools at this point.

At the high school level, Lincoln College Prep presented a parallel picture on the MMAT at the tenth grade level, as it did on the middle school level. The next highest scoring high school was Northeast which had one of its two magnet themes in operation this year. However, the other two magnetized high schools in the KCMSD were at the same level of achievement on this test at this grade level as the non-magnet high schools. This being the first year of implementation of the themes at these schools, radical improvements or higher scores in the theme (math-science and computers unlimited) might not have been expected yet.

The results of the tenth grade of the Law and Public Service magnet high school on the MMAT Social Studies test are somewhat higher than the district average. In addition, this school's MMAT test scores are higher than the Southwest High math-science magnet scores on other tests at this level, including Math and Science. The presence of the magnet theme does not, as yet, correlate with achievement as measured on particular tests.

There is some indication from preliminary comparisons of magnet and non-magnet school data that science achievement scores on the ITBS are improved in science related magnet schools.

It is noted the attractiveness of KCMSD schools to new patrons depends in part on the perception of educational quality;

the latest scores indicate that there is still work to be done.

RECOMMENDATION: Clearly, the most striking shortcoming in achievement scores in the KCMSD remains at the middle and high school level and a meaningful intervention initiative being provided by the KCMSD is the Reading Cognition Program and the SWAS program. If the KCMSD is to address the abysmal performance at the secondary level, prompt and meaningful implementation of the Reading Cognition and SWAS programs should occur in the KCMSD.

STAFF DEVELOPMENT.

At present most of the staff development activity is generated at the school building level. These can be quite different in quality. Special efforts at staff development are called for where magnet programs are established in school in which a large proportion of the staff have the option to remain and elect to do so. Full commitment to the magnet theme and new techniques of teaching needed to address the theme will develop only with a carefully crafted staff development scheme. The district-wide effort in staff development being developed by the KCMSD will require a commitment of adequate resources including stipend dollars early in the budget process and these resources should be provided and supported by the district's operating funds.

VIDT SUBCOMMITTEE REPORT

SUMMARY OF YEAR FOUR

As stated in previous reports, the VIDT program is a most crucial element in the desegregation plan. In absence of implementation of this component, a number of minority children will probably remain in segregated schools in the immediate future.

The VIDT Subcommittee has sought input from the State of Missouri and other parties, as well as the suburban school districts (SSD's), to formulate a voluntary interdistrict transfer plan to accommodate the desegregative emphasis of the Court Order. The VIDT Subcommittee has repeatedly requested documentation from the State regarding meetings and/or communications with the SSD's to which no or inadequate response has been forwarded.

The committee held a meeting in November 1988 at which time eight of the SSD's were present. There was no substantive exchange of ideas at that meeting. However, one school district (Independence) did present a copy of an elaborate plan which, at the very least, offered some basis for dialogue with the district.

The committee held separate meetings with the Plaintiffs, the State Commissioner of Education, and the teacher's union representative and gained some insight as to the position of those entities represented. However, overall efforts to garner information and input from the various parties and non-parties at this juncture to move the VIDT component forward have not been overly successful.

The VIDT Subcommittee in the spring of 1988 met with the Court and indicated a willingness to formulate a plan to be submitted to the Court. This proposal was submitted on June 21, 1989, and constitutes viable options for the Court to consider in order to bring about a VIDT program as ordered by the Court more than four years ago.

In addition, the VIDT Committee notes the lack of effective magnet school recruitment efforts by the KCMSD has sorely undermined the ability of the district to meet its desegregative obligations. An aggressive, well-organized magnet recruitment plan and implementation thereof, is vital and required to complement any effort of involvement with the SSD's and other schools and programs relative to a voluntary interdistrict transfer program.

DMC STAFF OPERATIONS

During fiscal year 1983-89, the members of the DMC spent a record number of hours being responsive to the monitoring process. A total of 2,066.50 hours were spent in meetings and school visits. In addition, the members reported 2,617.50+ hours in preparation and responding to issues generated from patrons, data from parties, and independent research.

The DMC contracted with a financial consultant to assist the Budget Committee with the analysis of district financial and budget data. In addition, the DMC engaged independent consultants to audit the financial records of the DMC, to complete an audit review of the teacher tuition and reimbursement components, and to assist with the development of a voluntary interdistrict transfer plan. These consultants were compensated on a contractual basis.

The independent auditor reviewing the DMC records suggested computerizing financial data of the committee. The office has purchased software for that purpose which will be installed relatively soon.

The budget and expenditures for the committee are as follows:

	<u>Budget</u>	<u>Expenditure</u>	<u>Balance</u>
Per Diem	\$ 78,000.00	\$ 71,612.50	\$ 6,387.50
Research	39,200.00	6,550.00	32,650.00
Operations	32,193.72	23,249.86	8,943.86
Financial Specialist	37,980.00	2,129.33	35,850.67
Compensation	<u>79,481.00</u>	<u>79,481.00</u>	<u>-0-</u>
TOTAL	<u>\$266,854.72</u>	<u>\$183,022.69</u>	<u>\$83,832.03</u>

The DMC members participated in greater than 200 school visitations during FY88-89. The visits were made to gather general information about the progress of the education program components, to investigate issues initiated by patrons, or to monitor the status of capital improvements projects.

The terms of all DMC members expired on June 30, 1989. The Order dated July 5, 1989, reappointed all members with the exception of two. The new appointees are Derek Holland and John Cozad, whose terms are effective July 1, 1989 through June 30, 1991.