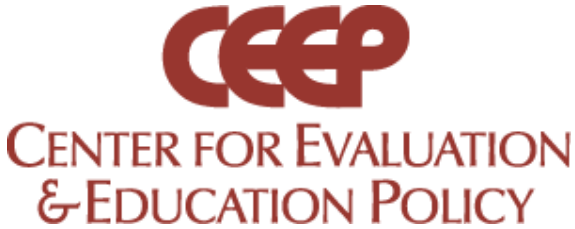
Special Education Service Delivery in Indiana: Year 2 Study

Final Report

March 30, 2007



Jonathan A. Plucker, Ph.D.
Director

509 East Third Street, Bloomington, Indiana 47401
tel: 1.800.511.6575 **fax:** 1.812.856.5890 **web:** ceep.indiana.edu

INDIANA UNIVERSITY

SCHOOL OF EDUCATION

Special Education Service Delivery in Indiana: Year 2 Study

Final Report

March 30, 2007

By:

Jonathan A. Plucker
Robert K. Toutkoushian
John A. Hansen
Rosanne W. Chien
Terry E. Spradlin
Robert S. Michael
Jason S. Zapf
Ben C. Edmonds

Acknowledgements

An in-depth examination of the models of special education governance and the delivery of special education services are described in this report, which reflects the contributions of multiple individuals and organizations. The authors are grateful for the support of the Staff of the Division of Exceptional Learners, Indiana Department of Education (IDOE). In particular, we appreciate the leadership and guidance provided by Dr. Bob Marra, Associate Superintendent; Kristen Schunk, former Associate Director; and Hank Binder, Associate Director, Division of Exceptional Learners. Additionally, Brenda Alyea, Paul Ash, and Nancy Zemaitis from the Division of Exceptional Learners were instrumental in helping the authors obtain needed data for the Year 1 Study analyses. Our appreciation is also extended to Wes Bruce, Assistant Superintendent, Center for Assessment, Research, and Information Technology, IDOE, for providing access to ISTEP+ data for school corporations for the years included in the study. Anne Brinson, Director, IDOE Division of Educational Information Systems and her staff; Jeremy Chenevert and Gary Tatlock in particular, were helpful in providing revenue, salary, and expenditure data to the authors for both studies.

We are extremely grateful to the Special Education Delivery System Study (SEDSS) Advisory Team for sharing their counsel and expertise with the authors in designing the study. The Advisory Team Members included: Kristen Schunk and Hank Binder, IDOE; Denise Bashore, Assistant Director, Northwest Indiana Special Education Cooperative; Gary Collings, Executive Director, Indiana Special Education Administrators' Services; Denny Costerison, Executive Director, Indiana Association of School business Officials; Lisa Tanselle,

Staff Attorney, Indiana School Boards Association; Tammy Ummel, Director, North Central Indiana Special Education Cooperative; Dr. Barbara Underwood, Superintendent, Carmel Clay Schools; and Pam Wright, Director, Johnson County Special Services.

We extend our appreciation to Tracie Curtis and Kay Richardson for their assistance in providing the authors with access to a wealth of data available through the Computerized Data Project (CODA). We thank the following special education directors for their efforts to coordinate focus group discussion sessions or phone interviews conducted by CEEP with personnel from their planning districts: Becky Bowman, Hamilton-Boone-Madison Special Services Cooperative; Dr. Karol Farrell, MSD of Washington Township; Dr. Mary Beth Hamilton, Elkhart County Special Education Cooperative; Patricia Kem, Cooperative School Services; and Mary Jo Sartorius, Elkhart Community Schools. We also acknowledge the contributions of the many directors of special education, superintendents, principals, and teachers in Indiana who either responded to a case study questionnaire, accommodated a site visit, or participated in the focus group discussion sessions held at the 2005 ICASE Fall Conference. The contributions from planning district administrators and educators of special education programs have been tremendous. We greatly appreciate their high level of cooperation and thoughtfulness in providing information.

Finally, the authors acknowledge and express gratitude to Leigh Kupersmith for her dedicated and skillful assistance in assembling and formatting this report.

Executive Summary

The provision of a comprehensive education to students regardless of ability or disability was assured by the passage of milestone state and federal legislation in the late 1960s and mid-1970s. These laws were established to protect the rights and meet the educational needs of students with disabilities and their families. As a result, disabled individuals ages 3 through 21 have an equal opportunity to participate in activities and services that are available to other students. However, the provision of services to meet the needs of students with disabilities varies in Indiana.

Since 1973, special education planning districts have been used as the mechanism to deliver educational services to students with disabilities in Indiana. School corporations can provide services directly, functioning as their own planning district, or they can develop multi-corporation sharing arrangements. Most school corporations have joined together to form planning districts that are commonly referred to as special education cooperatives, or "co-ops." In 2005, the Center for Evaluation & Education Policy (CEEP) was contracted by the Indiana Department of Education's Division of Exceptional Learners to examine the different governance structures and service delivery models in place in Indiana to determine if any particular model is more efficient than others in driving more dollars to instruction rather than administration, while producing greater achievement results.

As a result of this study (referred to as the Year 1 Study), the report *Special Education Service Delivery in Indiana* was issued on May 31, 2006. The report reviewed national literature and research on special education co-ops, provided a description of the options for administrative organization of special education delivery systems in Indiana, included statistical analyses on special education revenue and expenditures for the 2004-05 school year, and examined student achievement outcomes from the Fall 2004 ISTEP+. Additionally, opinions and perspectives of teachers, specialists, and administrators were collected through focus groups, on-site and phone interviews, and questionnaires. These data were summarized to contribute to the formulation of findings and recommendations issued in the Year 1 Study.

Year 1 Study Findings

The Year 1 Study reported that all planning district models were efficient as evidenced by spending at least 92.5 percent of General Fund dollars on classroom instruction (based on the list of identified expenditure accounts). In addition, there were no statistically significant ISTEP+ achievement differences by governance type after controlling for community-level factors (e.g., family income). However, this study did not consider whether the aggregate level of student performance for the planning districts was satisfactory. Based on a snapshot of data for one school year, no single planning district governance model appeared superior to the other models on an efficiency and effectiveness basis. Furthermore, in speaking with practitioners, a broad level of support was evident for maintaining the governance structure flexibility provided by current law. Finally, Indiana's current regulatory environment of special education services was deemed to provide sufficient local control to foster creativity and flexibility in meeting student, personnel, corporation, and planning district needs.

Year 2 Study Objectives

In the Year 2 Study, data were compiled for the five-year period covering the 2000-01 through the 2004-05 school years. Multi-year revenue, expenditure, and performance data were analyzed to consider whether resources are following and benefiting students to the greatest extent possible. Extensive efforts were expended to disentangle further school corporation expenditure reporting and to identify expenditures on special education programs and services. Finally, an in-depth analysis of achievement outcomes by governance model controlled for community-level factors to identify "high performing" planning districts. Qualitative methods were then used to identify administrative and instructional strategies associated with high performance. The findings of the Year 2 Study are summarized here.

Description of the Special Education Governance Structures in Indiana

Of the options provided under state law, four different governance structures were used by the planning districts to provide educational services to more than 174,000 students with disabilities during the 2004-05 school year, including: (1) 18 school corporations that deliver special education services independently as their own planning district; (2) 37 planning districts that operate under the Joint Service and Supply Act; (3) 12 planning districts that operate under the Interlocal Cooperation Act; and (4) one planning district that operates under the Special Education Cooperatives Act. For purposes of the analyses conducted in this study, data for the Northwest Indiana Special Education Cooperative (the one planning district operating under the Special Education Cooperatives Act) were

combined with data for the Interlocal cooperatives due to the similarity of their governance models and service delivery systems.

Special education students were approximately 17 percent (based on the federal unduplicated student count) of the total student population statewide in the 2004-05 school year. This figure increased to 19 percent when using the IDOE additional pupil count data that include counts for secondary conditions, such as communication disorders. A total of 56 percent of special education students in the state of Indiana were served by a Joint Service and Supply (JSS) cooperative, 25 percent by a Single School Corporation (SSC) planning district, and 19 percent of students were served by a Interlocal or a Special Education Cooperative planning district. On average, approximately 59 percent of special education students statewide were classified as having a mild disability for funding purposes, 30 percent of special education students were grouped in the communication/homebound category, and 12 percent of special education students were classified as having a severe disability during the five-year period of study. Finally, of the three governance structures, the Joint Service and Supply and the Interlocal/Special Education Cooperative planning districts had the highest percentage of their students placed in a regular classroom as the students' least restrictive environment (LRE) (over 52 percent each year between 2000-01 and 2004-05). Single School Corporation planning districts, in general, had the lowest percentage of their students (between 43-48 percent) in regular classrooms during that same timeframe.

General Fund Revenue Trend Analysis for Special Education

Chapters 3-7 delineate various quantitative methods used in this study to analyze revenue, expenditure, and student achievement data by planning district type. Key findings (see Table 0.1) from the General Fund revenue trend analysis for special education (Chapter 3) include:

- From 2001 to 2005, the number of children whose disabilities were considered severe increased 26 percent; mild, 11 percent; and communication/homebound, almost 10 percent.
- During the same period, the average daily membership (ADM) for all students increased 2.85 percent, compared to the approximate 12 percent increase for all special education students.
- During this same period, inflation-adjusted target revenue for all regular programs increased about 3.4 percent while inflation-adjusted revenue for all special education programs increased nearly 12.8 percent, due to the increase in number of special education students, and not due to increases in special education funding.

- From Fiscal Year 2001 to 2005, the categorical special education grant funding for children in the severe category increased nearly 39 percent; mild, 52 percent; and communication/homebound, 9 percent. These increases can be attributed to the increase in the number of special education students in each funding category, not an increase in the funding amount per grant category.
- Adjusting for inflation, the categorical special education grant distribution dollars per special education student increased 1.97 percent from Fiscal Year 2001 to 2005, but declined 2.69 percent from 2003 to 2005; this is compared to a 1.78 percent decline for the average regular revenue dollars per special education student from 2003-05.
- Overall, the change in the amount of the inflation-adjusted special education categorical grant distribution per pupil (1.97 percent) increased five times as much from 2001 to 2005 as did the change in regular revenue per pupil (- 0.37 percent).
- The federal pass through dollars for K-12 special education students increased by approximately 85 percent from $575 per pupil in 2001 to $1,063 per pupil in 2005, while federal pass through dollars for special education pre-school pupils declined by about 25 percent.

TABLE 0.1 **Average Revenue per K-12 Special Education Pupil from all Sources, Current Dollars**

Average / Pupil	2001	2002	2003	2004	2005
Target Revenue	4,897	4,997	5,149	5,160	5,265
Sp. Ed. Grant	1,929	2,009	2,095	2,115	2,122
Federal Part B	575	715	833	970	1,085
Overall Current $ (K-12)	7,401	7,721	8,077	8,245	8,472
Overall Inf. Adj. $	7,401	7,580	7,804	7,829	7,909

Special Education Personnel and Compensation Analysis

The primary goal of this component of the study was to calculate the average compensation costs (salary plus estimated benefits) and the respective percentages that are directed to administration, instruction, and direct non-instructional personnel for each of the three planning district models. Key findings (see Table 0.2) from the special education personnel and compensation analysis (Chapter 4) include:

- The number of full-time equivalent (FTE) administrators increased 12 percent during the 2001-05 interval, from 383 positions to 429 positions. The average compensation per FTE administrator in 2001 was $75,249 rising to $80,489 in 2005. Adjusting for inflation the average compensation in 2005 was $74,593, a decrease of 0.87 percent from 2001.

- The number of FTE instructional personnel increased 8.8 percent from 6,996 in 2001 to 7,612 in 2005. The average compensation per FTE special education teacher in 2001 was $54,828 and increased to $60,091 in 2005. In inflation adjusted dollars, the average compensation in 2005 was $55,690, an increase of 1.57 percent from 2001.

- The number of FTE direct non-instructional personnel increased 5.1 percent from 1,055 in 2001 to 1,109 in 2005. The average compensation per FTE non-instructional personnel in 2001 was $62,606 and increased to $69,810 in 2005. In inflation adjusted dollars, the 2005 average compensation was $64,698, an increase of 3.34 percent from 2001.

- Very little change was evident in the percentage of compensation for each personnel category across the five-year interval examined in this study. More specifically, in 2001, 6.02 percent of all compensation went to administrators, 80.17 percent went to teachers, and 13.80 percent went to direct services non-instructional personnel. In 2005 these percentages changed to 6.06 for administration, 80.34 percent for teachers, and 13.60 for non-instructional personnel.

- When examining compensation differences by planning district type, SSC planning districts had the largest average FTE administrator compensation of $81,432, but the smallest percentage of all compensation for administration of the three governance models with an average of nearly 4 percent (compared to over 6 percent for JSS planning districts and 8 percent for Interlocals).

- Single School Corporation planning districts also had the largest average FTE teacher compensation for the five-year interval at $56,997, but had the smallest percentage of all compensation for teachers of the three models at an average of 78 percent (compared to 81 percent for JSS planning districts and Interlocals).

- Single School Corporation planning districts had the largest five-year average FTE non-instruction compensation at $65,214, and also the largest percentage spent on non-instruction at 19 percent. JSS planning districts spent an average of 12 percent and Interlocals spent an average of 10 percent on direct services, non-instruction.

TABLE 0.2 Comparison of FTE Salary by Planning District Type, 2001-05[a]

Category	Administration	Direct Services		Five Year Average
		Non-Instruction	Instruction	
Single School Corp	3.54%	18.83%	77.63%	$155,490,557
Joint Service and Supply	6.49%	12.19%	81.32%	$276,723,031
Interlocals-All Personnel	8.46%	10.18%	81.35%	$91,394,190

[a] Teacher aides and paraprofessionals are not included.

Summary of Special Education Expenditure Comparison by Planning District Type

The analysis in this chapter extends beyond the reporting of only salary and benefits expenditures, as found in Chapter 4, to include all expenditure data associated with the General Fund in accounts for special programs, direct instruction, direct non-instruction and special education administration for calendar year 2000 through 2004. Key findings include:

- Trend data for special education expenditures in the 12000 account series, over the five-year period, revealed differences in per student expenditures over all three funding categories of disabilities (severe, mild, and communication & homebound) between Single School Corporation planning districts and Joint Service and Supply and Interlocal planning districts.

- Overall, Single School Corporations had greater per pupil expenditures in the 12000 account series than both Joint Service and Supply and Interlocal planning districts. Joint Service and Supply and Single School Corporation planning districts also experienced a slight increase in total per student special education expenditures of 3.65 percent and 2.43 percent, respectively. During the same timeframe, per student expenditures in the Interlocal planning districts decreased by 1.02 percent.

- From 2000 to 2004, expenditures for students with severe disabilities in Single School Corporations declined by 7.32 percent, by 6.62 percent for Interlocal planning districts, and by 4.71 percent for Joint Service and Supply planning districts.

Certified Staff Expenditures

- Over the five-year period of study, the trend in per pupil expenditures on certified staff indicated greater expenditures per special education student over all three categories of disability (severe, mild, and communication & homebound) in Single School Corporation planning districts and lower expenditures in Joint Service and Supply and Interlocal planning districts.

- For the same period, expenditures for certified staff increased by 2.28 percent to $2,517 in 2004 for Single School Corporation planning districts, while decreasing by 1.20 percent to $1,833 for Joint Service and Supply planning districts and decreasing 6.12 percent to $1,718 for Interlocal planning districts (in 2000 constant dollars).

Non-Certified Staff Expenditures

- A consistent upward trend in per student expenditures for non-certified staff over all three categories of disability (severe, mild, and communication & homebound) was evident in all three special education service delivery models.

- Interlocal planning districts had an 18.55 percent increase (to $524 in 2004) in per pupil expenditures for non-certified staff, while the same expenditure category for Joint Service and Supply increased by 16.73 percent (to $686) and 14.14 percent (to $642) for Single School Corporation planning districts.

Direct Instruction, Direct Non-Instruction, and Administrative Expenditures

- Expenditures associated with direct instruction, direct non-instruction, and administration are compared by planning district type. This analysis includes expenditures from the following fund series: 010, 060, 130, 150, 520, 525, and 540. In addition, this analysis extends beyond the 12000 account series to include the accounts in the following series: 11000 (Instruction), 12000 (Special Programs), 13000 (Adult/ Continuing Education Programs), 14000 (Summer School Programs), 16000 (Remediation), 21000 (Support Services - Pupils), and 24000 (Support Services - School Administration).

- Single School Corporations expended the greatest amount per student on direct instruction in 2004 at $5,871, a level 10 percent higher than the average of the three planning district types of $5,333.

- On average for the three planning district types over the five years of the study, the greatest proportion of total expenditures per special education student was for direct instruction, 85.12 percent, or $5,342.

- On average, the second greatest proportion of total expenditures per special education student was for direct non-instructional services, 7.48 percent, or $468.

- The smallest percent of total expenditures per special education student was made for administration, 7.40 percent, or $463 (see Table 0.3).

TABLE 0.3 **Comparison of Total Special Education Expenditures per Special Education Students over Three Planning District Models**

Instructional Components	Single School Corporation	Joint Service and Supply	Interlocal	Average
Direct Instruction	85.58%	85.43%	84.36%	85.12%
Direct Non-Instruction	7.20%	7.03%	8.21%	7.48%
Administration	7.21%	7.54%	7.43%	7.40%

- Comparing the three planning district models with respect to percent of total expenditures for direct instruction per special education student over the years of this study, Single School Corporations and Joint Service and Supply planning districts both had expenditures greater than the average of 85.12 percent.
- With respect to percent of the total expenditures for direct non-instructional services per special education student, Interlocal planning districts had expenditures greater than the average of 7.48 percent at 8.21 percent.
- With respect to percent of the total expenditures for administration per special education student over the years of this study, Joint Service and Supply and Interlocal planning districts both had expenditures greater than the average of 7.40 percent, at 7.54 percent and 7.43 percent respectively.
- Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to consistently spend more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-04.

Effects of Delivery of Special Education Services on Student Performance

Chapter 6 investigates the possible influence of community characteristics on the performance of special education students on ISTEP+ at the school corporation level. Multiple regression models were constructed to estimate the strength of the relationship between each of these community characteristics and the percentage of special education students within a corporation who passed ISTEP+. More specifically, data used in this report address two key questions:

1. Do community characteristics, such as the prevalence of families designated as "poor," influence the performance of special education students on ISTEP+?

2. Does the type of special education governance model influence the performance of special education students on ISTEP+?

Key findings from the regression analysis of the effects of community factors and the type of governance model on special education student performance (Chapter 6) include:

- Five community socioeconomic factors were examined for their influence on the variations in ISTEP+ performance among special education students, including: 1) percentage of adults, within the school corporation boundary, with less than a high school education in 2000; 2) percentage of single-parent families; 3) percentage of families, with a dependent child, in poverty in 2000; 4) percentage of students eligible for free lunch; and 5) percentage of students with limited proficiency in English.

- Of the variables examined, the single factor that has the largest effect on academic performance of special education students is the educational attainment level of adults in the community. This factor had a consistently negative influence across all years included in the study. The percentage of single-parent families was the second most influential variable and had a negative influence in four of the five years.

- The degree to which the five community socioeconomic factors, when considered in total, influenced variation in ISTEP+ pass rates across the five years ranged from 27 percent in 2002 to 42 percent in 2005.

- No significant differences on ISTAR performance were found among planning district types for 2005-06 school year results, but these results may be due to the difficulties of using school-level data with a wide range of students participating in ISTAR within each school.

- When controlling for socioeconomic factors, performance differences are not statistically significant among planning district models on a consistent basis (just two of the five years). Since the JSS model appears to have only some inconsistent and limited effects of higher student achievement in certain grade levels, no definitive conclusion can be drawn from this data set.

Case Studies of High Performing Planning Districts

Special education planning districts were examined (Chapter 7) based on two aspects of student performance on ISTEP+: (1) how consistently ISTEP+ English/Language Arts and Mathematics passing rates were above the state average; and (2) how consistently actual performance on ISTEP+ English/Language Arts and Mathematics was higher than predicted performance based on a second regression analysis that controlled for community socioeconomic factors including:

- Educational attainment of persons 25 years of age and older

- Single parent families
- Student eligibility for free lunch
- Student eligibility for reduced lunch

This analysis identified five high performing planning districts whose special education students scored consistently above the state average ISTEP+ passing rate for special education students and whose actual student ISTEP+ performance was consistently higher than predicted student performance on ISTEP+. The five high performing planning districts were: Elkhart Community Schools, Elkhart County Special Education Cooperative, Hamilton-Boone-Madison Special Services, Metropolitan School District of Washington Township, and (Rensselaer Area) Cooperative School Services.

Focus group interviews were conducted with staff in four of the planning districts. For the fifth planning district, a telephone interview was conducted with the district director and written responses were obtained from staff members. These discussions revealed several common features among the five planning districts. For example, all of the planning districts described themselves as decentralized organizations that value collaborative, localized decision making, most often at the school building level. Each also indicated a belief in serving students with disabilities through a partnership between special education and general education personnel and in providing service in the general education classroom in the school of legal settlement. Planning district personnel also indicated that efficiency is not measured on a balance sheet, but is the ability to meet the unique needs of each student with a disability. Special education personnel from the planning districts noted the importance of feeling like valued members of the general education staff and the importance of support from the local corporation administration and planning district administration.

Year 2 Study Conclusions

- Total target revenue dollars as well as special education categorical dollars have increased between 2000-05 due to a greater number of students enrolled in public schools, especially the number of special education students. However, when adjusting for inflation, the per pupil funding amount for all Hoosier students decreased by a minus 0.37 percent and the inflation-adjusted special education categorical funds per special education student increased by 1.97 percent.
- When including a more exhaustive list of expenditure accounts as well as federal funding in the Year 2 Study, all planning district types spent at least 84 percent of all General Fund expenditures on direct instruction, about 7.5 percent on average on direct non-instructional services, and about 7.4 percent on average on administrative expenses.

- Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to spend consistently more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-04.
- ISTEP+ pass rates were the highest in the Joint Service and Supply planning districts, but when controlling for socioeconomic factors, performance differences are not statistically significant between planning district models on a consistent basis (just two of the five years). Since the JSS model appears to have only limited effects on student achievement in certain grade levels compared to the other governance structures, no definitive conclusion can be drawn from this data set.
- These conclusions lead the authors to suggest the current governance structure flexibility that is provided locally should be maintained. ISTEP+ performance data and expenditure analysis do not provide sufficient evidence to move toward a uniform planning district model in Indiana. Based on a five-year analysis, the evidence supports the findings in the Year 1 Study that no single planning district governance model was superior to the other models on an efficiency and effectiveness basis.
- The study also affirms through the qualitative data that Indiana's current regulatory environment for special education services provides sufficient local control to foster creativity and flexibility in meeting student, personnel, corporation, and planning district needs.

Recommendations for Further Study

- Further analysis of planning district data may yield additional insights regarding efficiency and effectiveness. For example, one additional question which could be addressed is whether the percentage of planning districts that exhibit higher ISTEP+ pass rates than estimated are uniform across service delivery models. Furthermore, additional community variables which may impact student ISTEP+ performance could also be examined. Additionally, expenditure data for the high performing planning districts could be examined.
- This study did not include paraprofessional employee counts and salary information in the personnel compensation and certified/non-certified staff analyses due to the reliability of the data and the differences in reporting locally. An analysis of trends related to paraprofessionals would be a topic worthy of an independent study.

- Data for the charter schools' virtual co-op were not included in the analyses for the Joint Service and Supply planning districts because of the limited longitudinal data for this co-op. No data existed for this co-op for the 2000-01 or 2001-02 school years because no charter schools were in operation and the co-op did not exist. A separate study of the charter schools' co-op would be beneficial to inform the IDOE, state education leaders, and policymakers about the efficiency and effectiveness of this cooperative.

Table of Contents

1 Special Education Delivery System Study (SEDSS) Introduction and Overview 1

Introduction 1
Year 1 Study Overview 2
Year 1 Study Findings 3
Year 2 Study Overview 3
Participating Entities 4
References 4

2 Description of the Special Education Governance Structures in Indiana 5

Options for Administrative Organization of Special Education Delivery Systems in Indiana 5
2.1 Joint Service and Supply Act 6
2.2 Interlocal Cooperation Act 7
2.3 Special Education Cooperatives Act 7
2.4 Overview of Descriptive Data 11
2.5 Special Education Student Enrollment 11
2.5.1 Special Education Enrollment by Governance Structure 12
2.5.2 Enrollment by Exceptionality 13
2.5.3 Enrollment by Grade Level 16
2.5.4 Student Placement Patterns 18
2.6 High School Completion Rates for Special Education Students 20
2.7 References 22

3 General Fund Revenue Trend Analysis for Special Education 23

3.1 Executive Summary 23
3.1.1 Questions Examined in this Chapter 23
3.1.2 Finding: Sources of Revenue 23
3.1.3 Finding: Revenue from Indiana's General Fund 24
3.1.4 Finding: Revenue from Indiana's Special Education Grant Distribution 24
3.1.5 Finding: Revenue from Indiana's Local Special Education Pre-School Fund 25
3.1.6 Finding: Revenue from Federal Government 26
3.1.7 Finding: Revenue from All Sources 26
3.2 Introduction 27
3.3 General Fund: State and Local Revenue 28
3.4 Local Revenue: Special Education Pre-School 34
3.5 Federal Revenue for Special Education 36
3.6 Average Revenue Dollars per Special Education Pupil 39

4 Special Education Personnel and Compensation Analysis 41

4.1 Executive Summary 41
4.1.1 Questions Examined in this Chapter 41
4.1.2 Finding: FTE Count and Average Compensation 41
4.1.3 Finding: Percent Change in Compensation for Each Personnel Category 42
4.1.4 Finding: Percentage Change in Compensation for Each Personnel Category 42
4.1.5 Finding: Average Compensation for Each Personnel Category, in Each Governance Model 43
4.2 Introduction 44
4.3 All Governance Types Combined 50
4.4 Percent Change in Compensation by Governance Model 56
4.4.1 Administration 56
4.4.2 Instruction 59
4.4.3 Non-Instruction 62
\ 4.5 Single School Corporation (SSC) 64
4.6 Joint Service and Supply 68
4.7 Interlocals—All Personnel 72
4.8 Interlocals—Corporation Personnel Only 76
4.9 Interlocals—Planning District Only 80
4.10 Values for All Governance Models (Fig. 4.1-4.8) 84
4.11 Values for Single School Corporation Model (Fig. 4.18-4.21) 85
4.12 Values for Joint Service and Supply Model (Fig. 4.22-4.26) 87
4.13 Values for Interlocals—All Personnel (Fig. 4.27-4.31) 89
4.14 Values for Interlocals—Corporation Personnel Only (Fig. 4.32-4.35) 91
4.15 Values for Interlocals—Planning District Only (Fig. 4.27, 4.28-4.31) 92

5 A Comparison of Special Education Expenditures by Planning District Type.....95

5.1 Analysis and Data Sources 95
5.2 Special Program Expenditures in the 12000 Account Series 97
5.3 Certified Salary Special Education Expenditures..... 104
5.4 Non-Certified Salary Special Education Expenditures 109
5.5 Special Program Account 12000 Expenditures: Findings..... 115
5.5.1 2004 Special Education Per Student Expenditures 115
5.5.2 Trends in Special Education Per Student Expenditures: 2000-2004 115
5.6 Direct Instruction, Direct Non-Instruction, and Special Education Administration Expenditures..... 119
5.7 Direct Instruction, Direct Non-Instruction, and Special Education Administration Expenditures: Findings..... 130
5.8 Executive Summary of Expenditure Analysis..... 132
5.8.1 2004 Special Education Per Student Expenditures 132
5.8.2 Trends in Special Education Per Student Expenditures: 2000-2004 132
5.9 Direct Instruction, Direct Non-Instruction, and Special Education Administration Expenditures..... 134

6 Effects of Community and Governance Model on Special Education Student Performance 137

6.1 Executive Summary 137
6.1.1 Questions Addressed in this Chapter 137
6.1.2 Finding: Influence of Community Socioeconomic Characteristics 137
6.1.3 Finding: Influence of Governance Models 138
6.2 Introduction 140
6.3 Data 142
6.4 Data Description 142
6.5 Effects of Socioeconomic Factors on Overall Performance 146
6.6 Effects of Delivery Model on Performance of Special Education Students 152

7 Identification of High Performing Planning Districts 165

7.1 Planning District Community Factors and Student Achievement 165
7.1.1 Community Variables 166
7.2 Planning District Selection Methods 167
7.2.1 Performance Above State Average ISTEP+ Passing Rate 167
7.2.2 Regression Analysis 168
7.3 High Performing Special Education Planning Districts 169
7.3.1 Ranking Planning District Performance 169
7.3.2 Selected Planning Districts 170
7.4 Case Studies of High Performing Planning Districts 171
Planning District #15: Elkhart Community Schools 172
Planning District #16: Elkhart County Special Education Cooperative 174
Planning District #25: Hamilton-Boone-Madison Special Services 176
Planning District #51: (Rensselaer Area) Cooperative School Services 179
Planning District #60: Metropolitan School District of Washington Township 180
7.5 Summary 182

8 Findings and Recommendations 185

Special Education Student Population 185
Key Findings of the Special Education Delivery System Study (SEDSS) 186
General Fund Revenue Trend Analysis for Special Education 186
Special Education Personnel and Compensation Analysis 187
Effects of Delivery of Special Education Services on Student Performance 191
Case Studies of High Performing Planning Districts 192
Year 2 Study Conclusions 193
Recommendations for Further Study 194

9 Appendices 195

9.1 Appendix A
Special Education Cooperatives/Participating School Corporations 195
9.2 Appendix B
Select Expenditure Account Codes 207

9.2 Appendix C
Special Education Delivery System Study
Planning District High Performing Case Study Questionnaire 211

List of Tables

TABLE 2.1 Special Education Planning Districts by Governance Type 9
TABLE 2.2 Special Education as a Percent of Total Governance Structure Enrollment 12
TABLE 2.3 Special Education Enrollment: Percent of Statewide Special Education Enrollment Represented by Governance Structure 13
TABLE 2.4 Single School Corporation Special Education Student Enrollment by Severity of Disability and Grade Cluster 16
TABLE 2.5 Joint Service and Supply Special Education Student Enrollment by Severity of Disability and Grade Cluster 17
TABLE 2.6 Interlocal/SEC Special Education Student Enrollment by Severity of Disability and Grade Cluster 18
TABLE 2.7 Special Education Students by Placement Option and Governance Structure 19
TABLE 3.1 Target Revenue per ADM, 2001-05 24
TABLE 3.2 Special Education Categorical Grant per Special Education Pupil, 2001-05 25
TABLE 3.3 Special Education Pre-School per Special Education Pre-School Pupil, 2001-05 25
TABLE 3.4 Federal Part B IDEA Pass through per Special Education Pupil, 2001-05 26
TABLE 3.5 Federal Special Education Pre-School per Pupil, 2001-05 26
TABLE 3.6 Average Revenue per K-12 Special Education Pupil from all Sources, Current Dollars 27
TABLE 3.7 Average Revenue per Pre-School Special Education Pupil from all Sources, Current Dollars . 27
TABLE 3.8 Special Education Counts 29
TABLE 3.9 Special Education Grant Distribution for 2005 30
TABLE 3.10 ADM and Special Education Counts 30
TABLE 3.11 Target Revenue - Current Dollars 31
TABLE 3.12 Target Revenue - Inflation Adjusted Dollars 31
TABLE 3.13 Special Education Pre-School Counts 35
TABLE 3.14 Special Education Pre-School Revenue 35
TABLE 3.15 Federal Dollars for Special Education, 2001 to 2005 37
TABLE 3.16 Average Revenue per K-12 Special Education Pupil from all Sources, Current Dollars 39
TABLE 3.17 Average Revenue pre Pre-School Special Education Pupil from all Sources, Current Dollars . 40
TABLE 4.1 Comparison of FTE Compensation (Current Dollars) for all Governance Models 45
TABLE 4.2 Personnel Codes for Each Category 47

TABLE 4.3 All Governance Models, Special Education Compensation by Personnel Category, 2000-05 48
TABLE 4.4 Salary by Personnel Category for all Planning Districts in all Governance Models, 2001-2005 84
TABLE 4.5 Single School Corp: Salary by Personnel Category, 2000-01 to 2004-05 86
TABLE 4.6 Joint Service and Supply: Salary by Personnel Category, 2000-01 to 2004-05 87
TABLE 4.7 Interlocals + SEC — All Personnel: Salary by Personnel Category 89
TABLE 4.8 Interlocals + SEC — Corporation Personnel Only: Salary by Service Type 91
TABLE 4.9 Interlocals + SEC — Planning District Only: Salary by Service Type 93
TABLE 5.1 Distribution of Indiana School Corporations in Three Planning District Governance Models 2000 - 2004 96
TABLE 5.2 Special Program Accounts Related to Special Education 97
TABLE 5.3 2004 Comparison of Special Education Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models 98
TABLE 5.4 Special Education Expenditures in the 12000 Account Series per Special Education Student 99
TABLE 5.5 Special Education Expenditures in the 12000 Account Series per Special Education Student by Disability Category 101
TABLE 5.6 2004 Comparison of Certified Salary a Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models 104
TABLE 5.7 Certified Salary Special Education Expenditures in the 12000 Account Series per Special Education Student 105
TABLE 5.8 Special Education Certified Salary Expenditures in the 12000 Account Series per Special Education Student by Disability Category 107
TABLE 5.9 2004 Comparison of Non-Certified Salary a Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models 110
TABLE 5.10 Non-Certified Salary Special Education Expenditures in the 12000 Account Series per Special Education Student 110
TABLE 5.11 Special Education Non-Certified Salary Expenditures in the 12000 Account Series per Special Education Student by Disability Category 112
TABLE 5.12 2004 Single School Corporation Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures 120

TABLE 5.13 2004 Joint Service and Supply Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures 121
TABLE 5.14 2004 Interlocal Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures 122
TABLE 5.15 2004 Comparison of Direct Instruction Expenditures per Special Education Students over Three Planning District Models 123
TABLE 5.16 2004 Comparison of Direct Non-Instruction Expenditures per Special Education Students over Three Planning District Models 125
TABLE 5.17 2004 Comparison of Administration Expenditures per Special Education Students over Three Planning District Models 126
TABLE 5.18 Comparison of Average 2000-2004 Total Special Education Expenditures and Expenditures per Special Education Student over Three Planning District Models 129
TABLE 5.19 Summary of Table 5.18: 2000-2004 Comparison of Total Special Education Expenditures and Expenditures per Special Education Student over Three Planning District Models 135
TABLE 6.1 Strength of Relationship (R2) Between Socioeconomic Factors and ISTEP+ Pass Rates. 138
TABLE 6.2 Statistically Significant Regression Coefficients for Governance Models 139
TABLE 6.3 Descriptive Statistics for Percentage of Adults without High School (NoHS), 2000 143
TABLE 6.4 Descriptive Statistics for Percentage of Single Parent Families (OneP), 2000 143
TABLE 6.5 Descriptive Statistics for Percentage of Families with Income below Poverty Level (Pov), 2000 143
TABLE 6.6 Descriptive Statistics for Percentage of Free Lunch Eligible (FreeL), 2000-2004 144
TABLE 6.7 Descriptive Statistics for Percentage of Limited English Proficient (LEP), 2000-2004 145
TABLE 6.8 Effects of Background Factors on ISTEP+ Pass Rate, All Grades Combined, 2001 to 2005 ... 148
TABLE 6.9 Effects of Background Factors on ISTEP+ Pass Rate, Grade 3, 2001 to 2005 149
TABLE 6.10 Effects of Background Factors on ISTEP+ Pass Rate, Grade 6, 2001 to 2005 150
TABLE 6.11 Effects of Background Factors on ISTEP+ Pass Rate, Grade 8, 2001 to 2005 151
TABLE 6.12 Effects of Background Factors on ISTEP+ Pass Rate, Grade 10, 2001 to 2005 151
TABLE 6.13 Breakdown of School Corporation by Method of Delivering Special Education Services..... 152
TABLE 6.14 Effects of Special Education Delivery on ISTEP+ Pass Rate, All Grades Combined, 2001 to 2002 153
TABLE 6.15 Effects of Special Education Delivery on ISTEP+ Pass Rate, All Grades Combined, 2003 to 2005 154
TABLE 6.16 Percentage of ISTEP+ Pass, 2001, 2003 155

TABLE 6.17 Statistically Significant Regression Coefficients for Governance Models 156
TABLE 6.18 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 3, 2001 to 2002 157
TABLE 6.19 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 3, 2003 to 2005 158
TABLE 6.20 Percentage of Grade 3 ISTEP+ Pass, 2001 158
TABLE 6.21 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 6, 2001 to 2002 159
TABLE 6.22 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 6, 2003 to 2005 160
TABLE 6.23 Percentage of Grade 6 ISTEP+ Pass, 2002 160
TABLE 6.24 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 8, 2001 to 2002 161
TABLE 6.25 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 8, 2003 to 2005 162
TABLE 6.26 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 10, 2001 to 2002 162
TABLE 6.27 Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 10, 2003 to 2005 163
TABLE 6.28 Percentage of Grade 10 ISTEP+ Pass, 2002 164
TABLE 7.1 State Average Planning District ISTEP+ Passing Rates: 2000-01 to 2004-05 167
TABLE 7.2 Variance Accounted for by Community Factors: 2000-01 through 2004-05 169
TABLE 7.3 Selected Special Education Planning Districts 171
TABLE 7.4 Focus Group Participants by Planning District Governance Model 172
TABLE 9.1 Account Codes for Direct Instruction 207
TABLE 9.2 Account Codes for Indirect Instruction and Administration 208

List of Figures

FIGURE 2.1 Planning District Map 8
FIGURE 2.2 Percent of Special Education Students by Exceptionality for All Governance Structures 14
FIGURE 2.3 Percent of Special Education Students with Mild Disabilities 14
FIGURE 2.4 Percent of Special Education Students with Severe Disabilities 15
FIGURE 2.5 Percent of Special Education Student with Communication Disabilities 15
FIGURE 2.6 Special Education Graduation Rates by Governance Structure 21
FIGURE 2.7 Special Education Dropout Rates by Governance Structure 21
FIGURE 3.1 Target Revenue Dollars per ADM, 2001-2005. 32
FIGURE 3.2 Special Education Grant Distribution per Special Education Pupil, 2001-2005 33
FIGURE 3.3 Average Dollars per Special Education Pupil, 2001-2005 34
FIGURE 3.4 Average Dollars per Special Education Pre-School Pupil, 2001-2005 36
FIGURE 3.5 Average Dollars per Federal Part B IDEA Pass Through per Pupil, 2001-2005 38
FIGURE 3.6 Average Dollars per Federal Special Education Pre-School Pupil, 2001-2005 38
FIGURE 3.7 Average Dollars per K-12 Special Education Pupil, 2001-2005 40
FIGURE 4.1 FTE Administration Count, 2001-2005 50
FIGURE 4.2 All Governance Models: Average FTE Administration Compensation, 2001-2005 51
FIGURE 4.3 FTE Teacher Count, 2001-2005 52
FIGURE 4.4 All Governance Models: Average FTE Teacher Compensation, 2001-2005 52
FIGURE 4.5 FTE Non-Instructional Personnel Count, 2001-2005 53
FIGURE 4.6 All Governance Models: Average FTE Non-Instructional Personnel Compensation, 2001-2005 54
FIGURE 4.7 All Governance Models: Compensation Percentage by Personnel Category, 2001-2005 55
FIGURE 4.8 All Governance Models: Percent Change in Compensation by Personnel Category, 2001-2005 ... 56
FIGURE 4.9 Percent Change in Administrative Compensation by Governance Type, 2001-2005 58
FIGURE 4.10 Average FTE Administration Compensation (Inflation Adjusted) by Governance Model, 2001-2005 58
FIGURE 4.11 Percentage FTE Administration inflation adjusted Compensation by Governance Model, 2001-2005 59
FIGURE 4.12 Percent Change in Teacher Compensation by Governance Type, 2001-2005 60
FIGURE 4.13 Average FTE Teacher Compensation (Inflation Adjusted) by Governance Model, 2001-2005. . 61
FIGURE 4.14 Percentage FTE Instruction Compensation by Governance Model, 2001-2005 61

FIGURE 4.15 Percent Change in Direct Services Non-instructional Personnel Compensation by Governance Type, 2001-2005 63
FIGURE 4.16 Average FTE Direct Services Non-Instructional Personnel Compensation (Inflation Adjusted) by Governance Model, 2001-2005 63
FIGURE 4.17 Percentage FTE Non-Instruction Compensation by Governance Model, 2001-2005 64
FIGURE 4.18 SSC Governance Model: Average FTE Administrator Compensation, 2001-2005 66
FIGURE 4.19 SSC Governance Model: Average FTE Teacher Compensation, 2001-2005 66
FIGURE 4.20 SSC Governance Model: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005 67
FIGURE 4.21 SSC Governance Model: Compensation Percentages by Personnel Category 2001-2005....67
FIGURE 4.22 JSS Governance Model: Average FTE Administrator Compensation, 2001-2005 69
FIGURE 4.23 JSS Governance Model: Average FTE Teacher Compensation, 2001-2005 70
FIGURE 4.24 JSS Governance Model: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005 70
FIGURE 4.25 JSS Governance Model: Compensation Percentages by Personnel Category 2001-2005....71
FIGURE 4.26 JSS Governance Model: Percent Change in JSS Compensation, 2001-2005 71
FIGURE 4.27 Interlocal+SEC All Personnel: Average FTE Administrator Compensation, 2001-2005. 73
FIGURE 4.28 Interlocal+SEC All Personnel: Average FTE Teacher Compensation, 2001-2005. 74
FIGURE 4.29 Interlocal+SEC All Personnel: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005. 74
FIGURE 4.30 Interlocal+SEC All Personnel: Compensation Percentages by Personnel Category 2001-2005....75
FIGURE 4.31 Compensation Percent Change in Interlocal + SEC by Personnel Category, 2001-2005....75
FIGURE 4.32 Interlocal+SEC Corp Personnel Only: Average FTE Administration Compensation, 2001-2005. 77
FIGURE 4.33 Interlocal+SEC Corp Personnel Only: Average FTE Teacher Compensation, 2001-2005. 78
FIGURE 4.34 Interlocal Corp Personnel Only: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005. 78
FIGURE 4.35 Interlocal+SEC Corp Personnel Only: Compensation Percentages by Personnel Category, 2001-2005. 79
FIGURE 4.36 Percent Change in Interlocals + Sp. Ed. Cooperative, 2001-2005....79
FIGURE 4.37 Interlocal+SEC Planning Districts Only: Average FTE Administration Compensation, 2001-2005. 81
FIGURE 4.38 Interlocal+SEC Planning District Only: Average FTE Teacher Compensation, 2001-2005....82

FIGURE 4.39 Interlocal+SEC Planning District Only: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005. 82
FIGURE 4.40 Interlocal+SEC Planning District Only: Compensation Percentages by Personnel Category 2001-2005. 83
FIGURE 5.1 2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models 99
FIGURE 5.2 Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Account 12000 Series 100
FIGURE 5.3 2000-04 Special Education Expenditures per Special Education Student - Category: Severe 101
FIGURE 5.4 2000-04 Special Education Expenditures per Special Education Student - Category: Mild 102
FIGURE 5.5 2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound 102
FIGURE 5.6 Change in Total Expenditures per Special Education Student - Calendar Years 2000-2004: Account 12000 Series 103
FIGURE 5.7 2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models 105
FIGURE 5.8 Change in Certified Salary Expenditures per Special Education Student: Calendar Years 2000-2004: Account 12000 Series 106
FIGURE 5.9 2000-04 Special Education Expenditures per Special Education Student - Category: Severe 107
FIGURE 5.10 2000-04 Special Education Expenditures per Special Education Student - Category: Mild 108
FIGURE 5.11 2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound 108
FIGURE 5.12 Change in Certified Salary Expenditures per Special Education Student: Calendar Years 2000-2004: Account 12000 Series 109
FIGURE 5.13 2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models 111
FIGURE 5.14 Change in Non-Certified Salary Expenditures per Special Education Student - Calendar Years 2000-2004: Account 1200 Series 111
FIGURE 5.15 2000-04 Special Education Expenditures per Special Education Student - Category: Severe 113
FIGURE 5.16 2000-04 Special Education Expenditures per Special Education Student - Category: Mild 113
FIGURE 5.17 2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound 114

FIGURE 5.18 Change in Non-Certified Salary Expenditures per Special Education Student - Calendar Years 2000-2004: Account 1200 Series 114
FIGURE 5.19 2000-04 Special Education Expenditures per Special Education Student: Direct Instruction 124
FIGURE 5.20 Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Direct Instruction 124
FIGURE 5.21 2000-04 Special Education Expenditures per Special Education Student: Direct Non-Instruction 125
FIGURE 5.22 Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Direct Non-Instruction 126
FIGURE 5.23 2000-04 Special Education Expenditures per Special Education Student: Administration 127
FIGURE 5.24 Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Administration 128

1 Special Education Delivery System Study (SEDSS) Introduction and Overview

Introduction

Over the past 100 years, the provision of a comprehensive education to students regardless of ability or disability is one of the great success stories of the public education system in the United States. One important milestone established to ensure that all students are provided a free and appropriate public education was the passage of federal legislation, the Education for All Handicapped Children Act (Public Law 94-142) on November 29, 1975 (Wright, 2000). This law was intended to support states and localities in protecting the rights and educational needs of infants, toddlers, children, and adolescents with disabilities and their families (http://www.ed.gov/print/policy/speced/leg/idea/history30.html). In Indiana, state legislation was enacted in 1969 (Chapter 396, Indiana Acts of 1969) requiring all school corporations to develop comprehensive plans specifying the methods by which students with disabilities between the ages of 6 and 18 would receive educational services (Wright, 2000).

Today both state and federal law ensure individuals (ages 3 through 21) with disabilities have an equal opportunity to participate in activities and services that are available to other students (IDOE, 2002). However, the way these services are provided to meet the needs of students with disabilities varies in Indiana. State law permits each school corporation to determine the governance structure and the instructional delivery system it uses to provide educational services to students with disabilities. School corporations can pro-

vide services directly, or they can establish multi-corporation sharing arrangements, known as cooperative agreements. Furthermore, state law allows for the administrative organization of special education planning districts to occur through one of a handful of structures.

School corporations that join together to form a planning district under state law are commonly referred to as "special education co-ops." Although the formation of cooperative agreements and the decision of some school corporations to provide services directly has resulted in 69 planning districts (68 during the period of study) in Indiana that are organizationally, geographically, and demographically unique, co-ops have generally operated with the same basic structure for more than 30 years. During this time, little research or evaluation has occurred within the state to determine the level of efficiency and effectiveness of the different models in producing successful student achievement outcomes. As the state moves forward with its Article 7 revisions to comply with the Individuals With Disabilities Education Improvement Act that was authorized by the U.S. Congress in 2004, the time is right for a careful examination of how special education governance structures are organized and how differences in these structures impact service delivery and student success.

Year 1 Study Overview

In May 2006, a study was completed by the Center for Evaluation & Education Policy (CEEP) for the Indiana Department of Education, Division of Exceptional Learners, to examine whether one planning district model stood above the other models in providing the most efficient and effective services to students with disabilities. In this study, "efficiency" was defined as programs that provide a high percentage of per-pupil special education funding to instructional services for students relative to direct, non-instructional services and administrative expenses. ISTEP+ results were examined to determine whether the type of governance structure impacts student performance. Revenue, personnel salary, expenditure, and student performance data were analyzed for the 2004-05

school year. Opinions and perspectives of stakeholders including teachers and administrators were gathered through focus group discussions, onsite and phone interviews, and questionnaires to contribute to the formulation of findings and recommendations issued in the study.

Year 1 Study Findings

The Year 1 Study determined that all planning district models were highly efficient in spending at least 92.5 percent of general fund dollars on classroom instruction. In addition, based on an analysis of Fall 2004 ISTEP+ results, there were no statistically significant achievement differences by governance type after controlling for community-level factors (e.g., family income). However, this study did not consider whether the aggregate level of student performance for the planning districts was satisfactory. Overall, based on a snapshot of data for one school year, it was determined that no single planning district governance model was superior to the other models on an efficiency and effectiveness basis. Furthermore, in speaking with practitioners, it was evident there was a broad level of support for maintaining the governance structure flexibility provided by current law. Finally, Indiana's current regulatory environment of special education services was deemed to provide sufficient local flexibility to foster creativity and mobility in meeting student, personnel, corporation, and planning district needs.

Year 2 Study Overview

Though a one-year analysis of data is informative, it is essential that longitudinal data be examined to ensure valid and reliable inferences are made about the efficiency and effectiveness of the special education delivery models in Indiana. To test the consistency of the findings from the Year 1 Study, a second study (Year 2 Study) was initiated to examine a broader data set. In the Year 2 Study, data was compiled for five school years, including the 2000-01 school year through the 2004-05 school year. Multi-year revenue, expenditure, and performance data were analyzed to ensure resources were following and benefit-

ting students to the greatest extent possible. Moreover, extensive efforts were undertaken in the Year 2 Study to further disentangle school corporation expenditure reporting and to clearly identify complete expenditures on special education services. Finally, an in-depth analysis of achievement outcomes by governance structure type controlled for community-level factors to identify "high performing" planning districts. Qualitative methods were then used to identify administrative and instructional strategies associated with high performance. The findings of the Year 2 Study are examined in this report.

Participating Entities

The Center for Evaluation & Education Policy (CEEP) at Indiana University conducted the research for the project. A Project Team was established that included faculty associated with the School of Education and CEEP at Indiana University. The Project Team encompassed a cadre of full-time evaluation and research professionals. Additionally, an Advisory Team was established to include external (to Indiana University) special education experts from the state and local levels of K-12 education.

References

Indiana Department of Education, Division of Exceptional Learners. (2002). *Live learn work play: A guide to the education of students with disabilities.* Indianapolis, IN: IDOE.

United States Department of Education, Office of Special Education Programs. (2006). *History of the IDEA: Thirty years of progress in educating children with disabilities through IDEA*. Retrieved January 29, 2006, from http://www.ed.gov/print/policy/speced/leg/idea/history30.html

Wright, P. (2000). *Do co-ops make sense? An examination of special education cooperatives in Indiana.* Unpublished doctoral dissertation. Indiana University, Indiana.

2 Description of the Special Education Governance Structures in Indiana

The delivery of educational services to meet the needs of students with disabilities varies greatly in Indiana. State law permits each school corporation to determine the governance structure and the instructional delivery system it uses to provide educational services to students with disabilities. School corporations can provide services directly, or they can develop multi-corporation sharing arrangements, known as cooperative agreements. Furthermore, state law allows for the administrative organization of special education planning districts to occur in a variety of ways, including but not limited to (511 IAC 7-18-2):

1. An individual school corporation that is a special education planning district under an approved comprehensive plan (referred to as either a Single School Corporation [SSC] planning district or an Individual/Single School Corporation [ISSC] planning district).
2. Two or more school corporations that, together, are a special education planning district under an approved comprehensive plan referencing an agreement authorized by any of the following:
   (A) The Joint Service and Supply Act, IC 20-26-10.
   (B) The Special Education Cooperatives Act, IC 20-35-5.
   (C) The Interlocal Cooperation Act, IC 36-1-7.
   (D) Any other cooperative arrangement permitted by law.
3. A transfer tuition agreement.
4. A contract for certain related services.
5. A contract for certain educational services or related services, or both, for early childhood programs.

During the 2006-07 school year, 69 special education planning districts exist in the state of Indiana; however, during the period of study, there were 68 planning districts. Of the options provided under state law, four governance structure models were used by the planning districts to provide special educational services, including: (1) 18 school corporations that delivered special education services independently as their own planning district; (2) 37 planning districts that operated under the Joint Service and Supply Act (serving a vast majority of school corporations around the state); (3) 12 planning districts that operated under the Interlocal Cooperation Act; and (4) one planning district that operated under the Special Education Cooperatives Act (see Figure 2.1 and Table 2.1 for a comprehensive list of the planning districts). The planning districts operating under the Joint Service and Supply Act, the Interlocal Cooperation Act, and the Special Education Cooperation Act are commonly referred to as special education "co-ops."

2.1 Joint Service and Supply Act

Indiana Code 20-26-10-3 specifies that two (2) or more school corporations acting through their respective governing bodies may engage in joint programs under a written agreement executed by all participating school corporations. The agreement shall, among other things, provide for the organization, administration, support, funding, and termination of the program (Rund, 2005). The planning districts organized under this law have been established with two basic designs: (1) centralized governance and service delivery; and (2) decentralized governance and service delivery. Centralized programs generally cover all special education programs and services and are administered by a central special education office. Decentralized programs generally cover consultation, compliance and reporting issues, and low incidence programs at the joint service level with personnel decisions and the high incidence programs administered by the individual school corporations ("LEA Planning Districts," n.d.). One school corporation, typically the largest school corporation, is designated as the fiscal agent for each planning district.

2.2 Interlocal Cooperation Act

Interlocal planning districts differ from Joint Service and Supply co-ops in that the Interlocal is a legal entity in itself. Indiana Code 36-1-7-3(5) requires program administration through:

(A) a separate legal entity, the nature, organization, composition, and powers of which must be provided; or
(B) a joint board composed of representatives of the entities that are parties to the agreement must be represented (Rund, 2005).

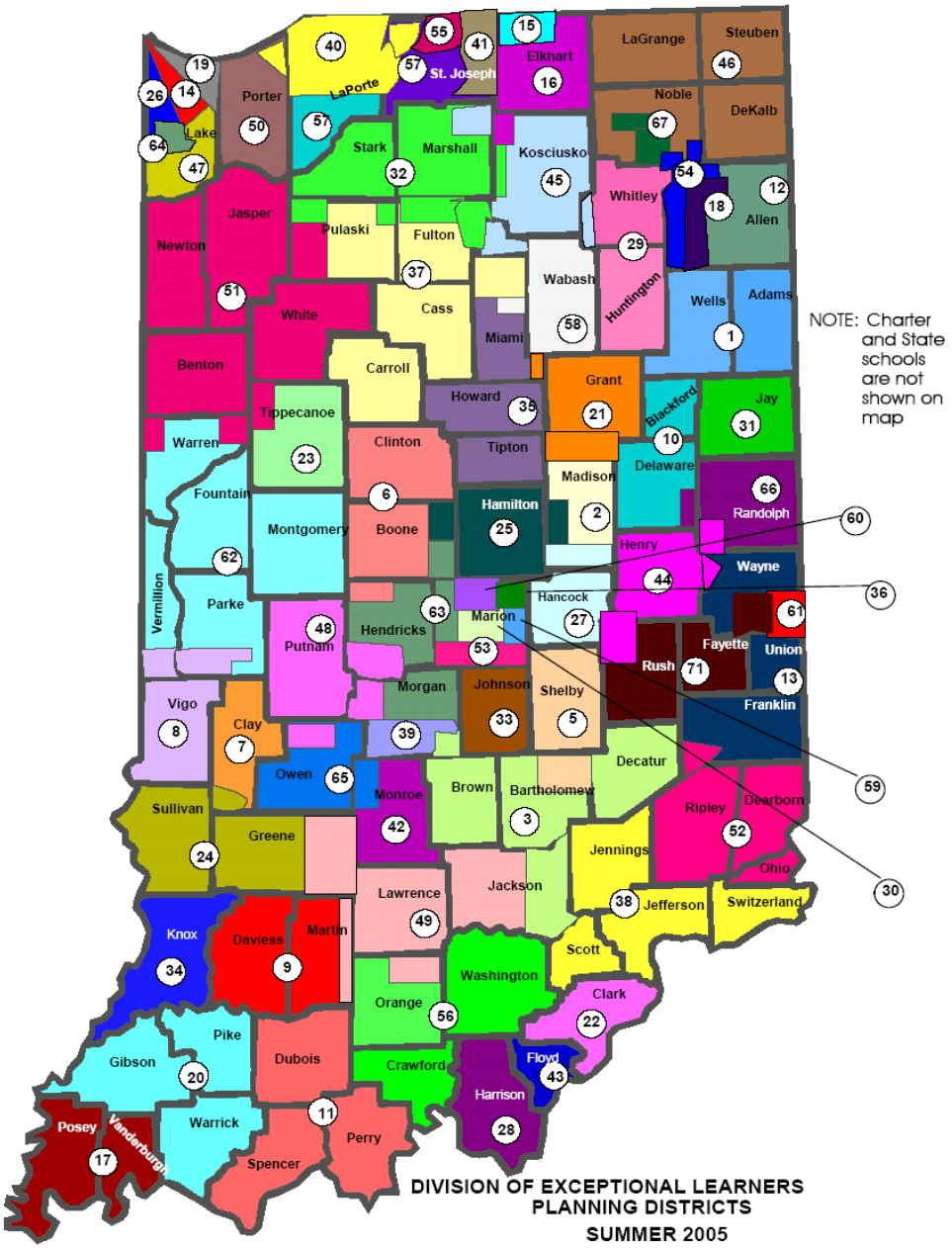
Many of the governance structure and delivery system features of a Joint Service and Supply co-op are found in an Interlocal planning district as well. However, a primary reason for planning districts to utilize this governance model is to relieve the fiscal and administrative burden placed on a single corporation (as with the Joint Service and Supply model).

2.3 Special Education Cooperatives Act

Indiana Code 20-35-5-2 permits two (2) or more school corporations to form a special education cooperative by adopting an agreement (of at least five years) that contains a plan for the organization, administration, and support for the special education cooperative, including the establishment of a board of managers. As its own legal entity, it may acquire sites, buildings, and equipment and employ personnel, including teachers (Rund, 2005). The board of managers for a special education cooperative may designate a school corporation to act as the fiscal agent for the planning district, or it may establish a separate treasury with separate accounts (Rund, 2005).

Regardless of the governance structure and service delivery model, all planning districts are required under 511 IAC 7-18-2 to employ a licensed director of special education to administer and supervise its special education program (Rund, 2005).

FIGURE 2.1 Planning District Map



From 2005-06 Directory for Special Education Administrators Published by Indiana Special Education Administrators' Services, Used with Permission

TABLE 2.1 Special Education Planning Districts by Governance Type

Governance Type	Planning District Map Number
Single School Corporation:	
1. Clay Community Schools	7
2. East Allen County Schools	12
3. East Noble School Corporation	67
4. Elkhart Community Schools	15
5. Fort Wayne Community Schools	18
6. Gary Community School Corporation	19
7. Hammond Public Schools	26
8. Indianapolis Public Schools	30
9. Jay School Corporation	31
10. Michigan City Area Schools	40
11. Monroe County Community School Corporation	42
12. Metropolitan School District of Lawrence Township	36
13. Metropolitan School District of Martinsville	39
14. Metropolitan School District of Warren Township	59
15. Metropolitan School District of Washington Township	60
16. New Albany-Floyd County Consolidated School Corporation	43
17. Richmond Community Schools	61
18. South Bend Community Schools	55
Joint Service and Supply:	
1. Anderson-Alexandria-Elwood-Blue River Valley	2
2. Bartholomew Special Services Cooperative	3
3. Boone-Clinton-Northwest Hendricks Joint Service	6
4. Centerville-Fayette-Rush Special Services for Exceptional Learners	71
5. Clark County Special Education Cooperative	22
6. Cooperative School Services	51
7. Delaware-Blackford Special Education Cooperative	10
8. Dubois-Spencer-Perry Exceptional Children's Cooperative	11
9. East Central Special Services District	13
10. Elkhart County Special Education Cooperative	16
11. Evansville-Vanderburgh-Posey Special Education Cooperative	17
12. Forest Hills Special Education Cooperative	65
13. Grant County Special Education Cooperative	21
14. Greater Lafayette Area Special Services	23
15. Hamilton-Boone-Madison Special Services Cooperative	25

16. Hancock-South Madison Joint Service	27
17. Harrison County Special Education	28
18. Huntington-Whitley Special Education Cooperative	29
19. Knox County Special Education Cooperative	34
20. Kokomo Area Special Education Cooperative	35
21. Logansport Area Joint Special Services Cooperative	37
22. Mishawaka-Penn-Harris-Madison Joint Service	31
23. New Castle Area Program for Exceptional Children	44
24. North Central Indiana Special Education Cooperative	45
25. Northeast Indiana Special Education Cooperative	46
26. Old National Trail Special Education Cooperative	48
27. Orange-Lawrence-Jackson-Martin-Greene Joint Service	49
28. Ripley-Ohio-Dearborn Special Education Cooperative	52
29. Relating Individualization to Special Education (R.I.S.E.)	53
30. School City of East Chicago	14
31. Smith-Green-West Allen Special Education Cooperative	54
32. South LaPorte County Special Education Cooperative	57
33. Wabash-Miami Area Program for Exceptional Children	58
34. West Central Indiana Special Education Cooperative	62
35. West Central Joint Service	63
36. West Lake County Special Education Cooperative	64
37. Virtual Special Education Cooperative	70
Interlocals:	
1. Adams-Wells Special Education Cooperative	1
2. Blue River Special Education Cooperative	5
3. Covered Bridge Special Education Cooperative	8
4. Daviess-Martin Special Education Cooperative	9
5. Gibson-Pike-Warrick Special Education Cooperative	20
6. Greater Randolph Interlocal Cooperative	66
7. Greene-Sullivan Special Education Cooperative	24
8. Johnson County Special Services	33
9. Joint Educational Services in Special Education (JESSE)	32
10. Madison Area Education Special Services Unit	38
11. Porter County Education Services	50
12. South Central Area Special Education Cooperative	56
Special Education Cooperatives:	
1. Northwest Indiana Special Education Cooperative	47

From *2005-06 Directory for Special Education Administrators*, Published by Indiana Special Education Administrators' Services. Used with Permission.

2.4 Overview of Descriptive Data

Descriptive data in a number of areas were obtained for each of the 68 special education planning districts in Indiana. These data included information from the 2000-01 through 2004-05 school years regarding student enrollment, student placement in the least restrictive environment (LRE), and student graduation rate information. The data obtained for this section was provided by the Indiana Department of Education (IDOE), Division of Exceptional Learners. Additional data were obtained from the IDOE Division of School Assessment, and the Computerized Data Project (CODA).

The data presented in this section have been aggregated based on the four governance structures outlined earlier in this document (Single School Corporations, Joint Service and Supply Cooperatives, Interlocals, and Special Education Cooperatives). Only one planning district utilizes the Special Education Cooperative governance model. For the purposes of this study, data from the Special Education Cooperative planning district were included with planning districts utilizing the Interlocal model due to their similar characteristics. A general presentation of the data is given for each variable, followed by a closer comparison of the three governance structures.

2.5 Special Education Student Enrollment

From 2000-01 through 2004-05 there were an average of 165,437 (federal unduplicated count) special education students enrolled each school year in the 68 planning districts throughout the state of Indiana. A total of 174,092 special education students were enrolled in public schools statewide during the 2004-05 school year; however, this figure increases to 191,187 if the IDOE additional pupil count total is used. As previously noted, planning districts are categorized into one of three governance structure types. This section of the report will provide information regarding the distribution of special education student enrollment across the three governance structures. Additionally, it will examine special education student enrollment disaggregated by exceptionality and grade

level. Finally, it will report special education student placement patterns in the LRE by governance structure.

2.5.1 Special Education Enrollment by Governance Structure

During the five-year period under investigation, the percentage of students enrolled in public schools in the state of Indiana served by special education programs increased from 15.7% in the 2000-01 school year to 17.1% in the 2004-05 school year (see Table 2.2). School corporations using a Single School Corporation governance structure had the highest percentage of total students enrolled that are served by special education programs, increasing from 17.1% in the 2000-01 school year to 18.2% in the 2000-01 to 2004-05 school year (see Table 2.2). School corporations using an Interlocal/Special Education Cooperative planning district structure had the lowest percentage of their total enrollment served by special education programs, ranging from 14.9% to 16.7% over this period. However, this governance model had the greatest percentage point change over the five-year period at 1.8%.

TABLE 2.2 Special Education as a Percent of Total Governance Structure Enrollment

	2000-01	2001-02	2002-03	2003-04	2004-05	Pct Point Change
Single School Corporation	17.1%	17.3%	17.6%	17.9%	18.2%	1.1%
Joint Service and Supply	15.5%	15.9%	16.4%	16.7%	16.7%	1.3%
Interlocal/SEC	14.9%	15.3%	15.9%	16.5%	16.7%	1.8%
Total	**15.7%**	**16.1%**	**16.6%**	**16.9%**	**17.1%**	**1.3%**

Special education student enrollment is not evenly distributed across the four planning district governance structures. Joint Service and Supply planning districts accounted for the greatest percentage of the special education student population every year from 2000-01 through 2004-05. In fact, these planning districts served the majority (56%) of special education students in the state of Indiana during this period of time. In contrast, Interlocal/Special Education Cooperative planning districts served the lowest percentage (about 19%) of special education students during this same period (see Table 2.3).

TABLE 2.3 **Special Education Enrollment: Percent of Statewide Special Education Enrollment Represented by Governance Structure**

	2000-01	2001-02	2002-03	2003-04	2004-05	Pct Point Change
Single School Corporation	25.7%	25.7%	25.3%	24.9%	24.9%	-0.8%
Joint Service and Supply	55.8%	55.7%	56.1%	56.2%	56.2%	0.4%
Interlocal/SEC	18.6%	18.6%	18.6%	18.9%	18.9%	0.3%

2.5.2 Enrollment by Exceptionality

Special education students with mild exceptionalities, including learning disabilities, emotional handicaps, developmental delays, mild mental handicaps, and other health impairments, comprised approximately 59% of all special education students in Indiana public schools between the 2000-01 and 2004-05 school years. Students with communication disorders comprised approximately 30% of the population of students with disabilities. Lastly, students with more severe exceptionalities (e.g., multiple handicaps, orthopedic impairment, visual impairment, hearing impairment, emotional handicap full-time (FT), severe mental handicap, dual sensory impairment, autism, or traumatic brain injury) accounted for approximately 12% of special education students during this timeframe.[1] The percentages of special education students with various exceptionalities are comparatively similar across the three planning district governance structures over the period under study (see Figure 2.2).

When broken down by exceptionality, the rate of change over the past five years for the percentage of students classified in the three categories becomes more visible. Figure 2.3 displays the steady trend of students in the mild disability category, while Figures 2.4 and 2.5 demonstrate the changing trends for the severe and communication disability categories.

1. These percentages are based upon federal unduplicated counts of special education students. Subsequent chapters of this report may use state APC student counts which may yield differences in the percentage of students categorized with mild and communication exceptionalities.

FIGURE 2.2 **Percent of Special Education Students by Exceptionality for All Governance Structures**

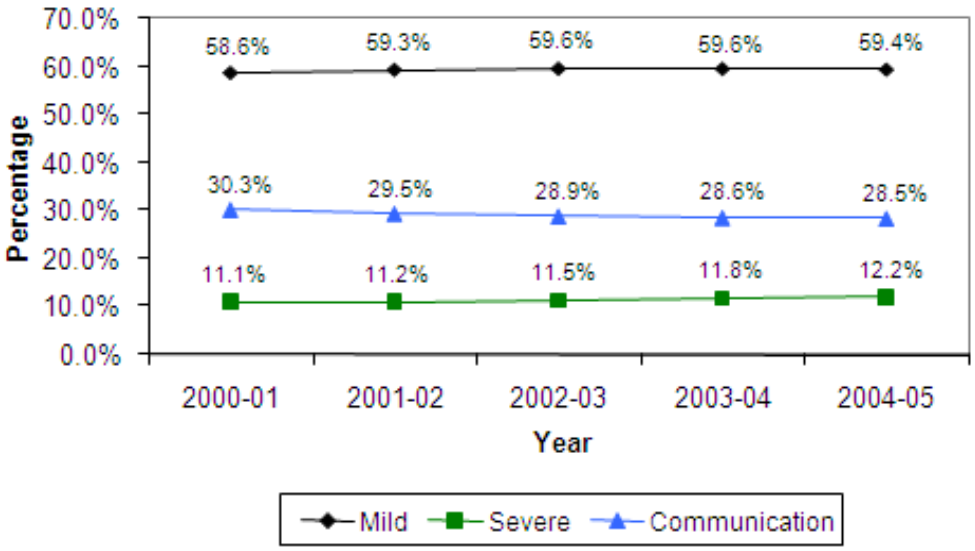


FIGURE 2.3 **Percent of Special Education Students with Mild Disabilities**

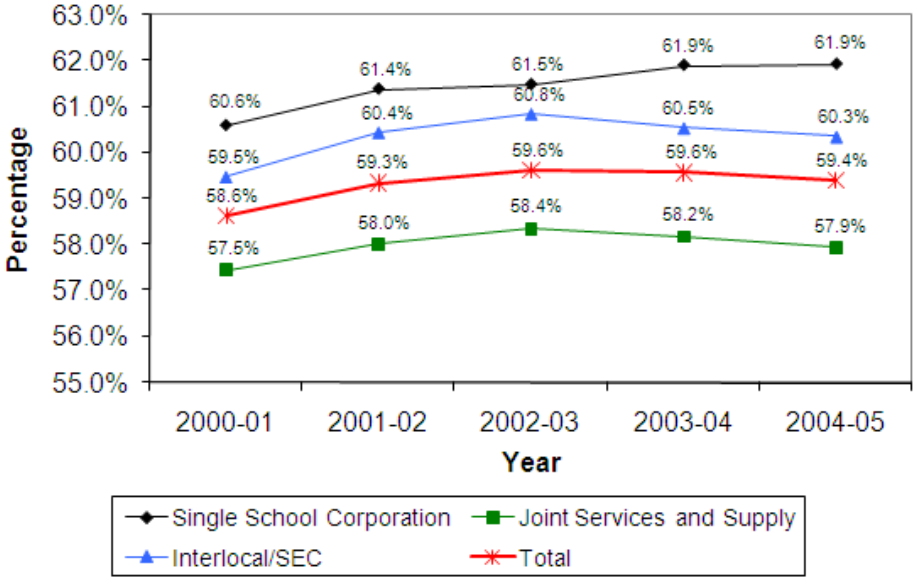


FIGURE 2.4 **Percent of Special Education Students with Severe Disabilities**

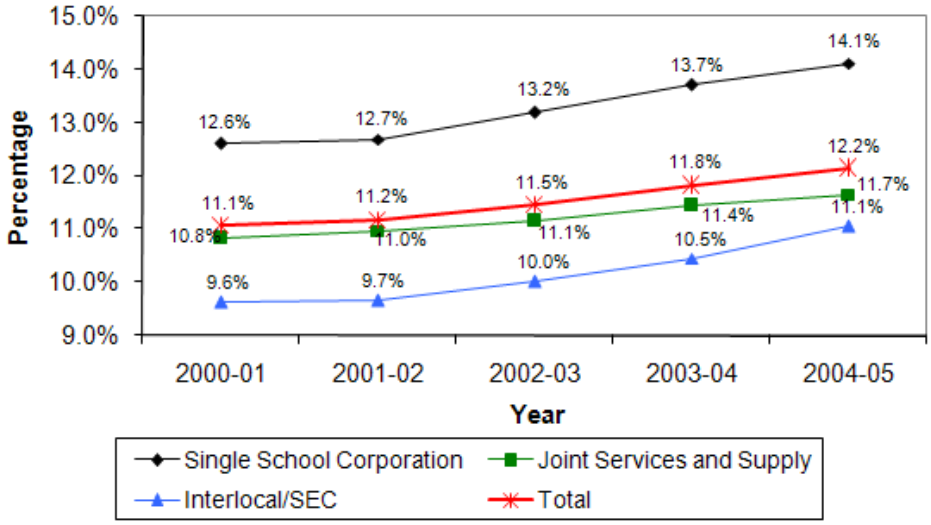
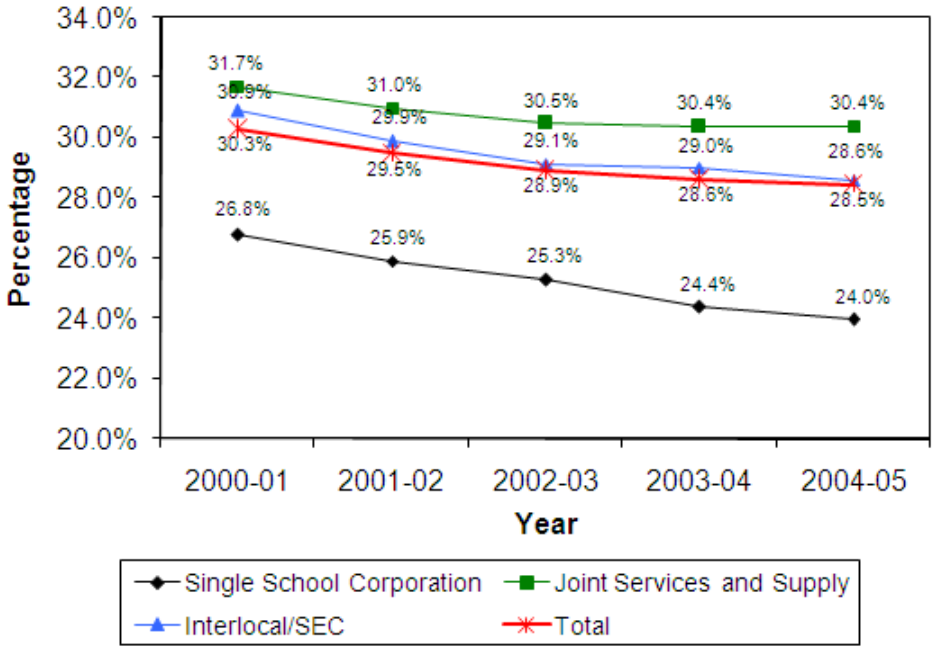


FIGURE 2.5 **Percent of Special Education Student with Communication Disabilities**



2.5.3 Enrollment by Grade Level

The majority of special education students with mild exceptionalities were enrolled in middle school and high school. For those with severe exceptionalities, the distribution of students is slightly higher for middle and high school students (see Tables 2.4 through 2.6). This trend seems to reverse for students with communication disorders, as they decline substantially as students progress though school.

The rapid rise in enrollment of pre-kindergarten students with mild disabilities is partially due to the fact that pre-kindergarten students are identified under less rigorous standards than school-aged students. Pre-kindergarten students can be served as being developmentally delayed, which is included in the mild category. Upon leaving pre-kindergarten, students must meet the more stringent categorical standards in order to continue receiving services.

TABLE 2.4 **Single School Corporation Special Education Student Enrollment by Severity of Disability and Grade Cluster**

		2000-01	2001-02	2002-03	2003-04	2004-05	Percent Change
Mild	Pre-K	532	717	843	963	1,097	106.2%
	Primary	2,263	2,222	2,258	2,272	2,252	-0.5%
	Intermediate	6,706	6,654	6,328	6,066	6,023	-10.2%
	Middle School	7,501	7,939	8,175	8,088	8,102	8.0%
	High School	7,187	7,755	8,292	8,948	9,358	30.2%
Severe	Pre-K	344	363	379	353	348	1.2%
	Primary	754	817	849	904	974	29.2%
	Intermediate	1,165	1,194	1,252	1,273	1,287	10.5%
	Middle School	1,404	1,466	1,591	1,669	1,741	24.0%
	High School	1,364	1,387	1,489	1,637	1,765	29.4%

Communication							
	Pre-K	1,856	1,903	1,860	1,844	1,820	-1.9%
	Primary	4,869	4,936	4,972	4,825	4,964	-1.9%
	Intermediate	3,149	3,035	3,023	2,942	2,890	-8.2%
	Middle School	678	664	662	619	592	-12.7%
	High School	142	137	139	137	110	-22.5%

TABLE 2.5 **Joint Service and Supply Special Education Student Enrollment by Severity of Disability and Grade Cluster**

		2000-01	2001-02	2002-03	2003-04	2004-05	Percent Change
Mild	Pre-K	1,052	1,527	1,906	2,060	2,291	117.8%
	Primary	4,861	4,898	5,038	5,052	5,050	3.9%
	Intermediate	12,914	12,952	13,272	13,506	13,125	1.6%
	Middle School	15,161	16,002	16,548	16,656	16,710	10.2%
	High School	15,840	16,466	17,738	18,580	19,522	23.2%
Severe	Pre-K	613	651	644	662	723	17.9%
	Primary	1,570	1,669	1,779	1,826	1,916	22.0%
	Intermediate	2,131	2,227	2,460	2,576	2,576	20.9%
	Middle School	2,431	2,557	2,586	2,857	2,993	23.1%
	High School	2,648	2,705	2,937	3,065	3,195	20.7%
Communication	Pre-K	4,709	4,708	4,980	5,166	5,062	7.5%
	Primary	13,085	13,115	13,673	14,094	14,412	10.1%
	Intermediate	8,114	8,177	8,041	8,132	8,492	4.7%
	Middle School	1,383	1,460	1,554	1,523	1,548	11.9%
	High School	220	236	236	231	236	7.3%

TABLE 2.6 **Interlocal/SEC Special Education Student Enrollment by Severity of Disability and Grade Cluster**

		2000-01	2001-02	2002-03	2003-04	2004-05	Percent Change
Mild	Pre-K	420	549	641	673	812	93.3%
	Primary	1,658	1,779	1,905	1,969	1,906	15.0%
	Intermediate	4,509	4,648	4,615	4,635	4,555	1.0%
	Middle School	5,160	5,330	5,654	5,810	5,916	14.7%
	High School	5,443	5,725	5,982	6,430	6,679	22.7%
Severe	Pre-K	186	182	189	199	201	8.1%
	Primary	499	519	581	662	661	32.5%
	Intermediate	674	704	757	780	877	30.1%
	Middle School	684	707	795	881	945	38.2%
	High School	737	768	774	848	956	29.7%
Communication	Pre-K	1,343	1,329	1,338	1,380	1,281	-4.6%
	Primary	4,329	4,309	4,377	4,682	4,799	10.9%
	Intermediate	2,669	2,657	2,680	2,649	2,702	1.2%
	Middle School	490	532	503	541	514	4.9%
	High School	100	96	105	103	120	20.0%

2.5.4 Student Placement Patterns

In accordance with current instructional delivery trends in special education, special education students enrolled in public schools in the state of Indiana are increasingly being placed in regular classrooms as their LRE. Conversely, special education students in public schools are placed in a separate class as their LRE less often than they were five years ago. Percentages of students placed in various LREs across the three governance structures are relatively comparable, with the exception of separate classes (see Table 2.7).

Of the three governance structures, Joint Service and Supply and Interlocal/Special Education Cooperative planning districts had the highest percentage of their students in a regular classroom (over 52 percent each year between 2000-01 and 2004-05). Conversely, Single School Corporations in general had the lowest percentage of their students (between 43.3 percent and 48.3 percent) in regular classrooms during that same time-

frame. Single School Corporations also had the highest percentage of their students in separate classes (between 21.3 percent and 26.5 percent). Joint Service and Supply planning districts had the lowest percentage of their students in separate classes (between 11.1 percent and 16.3 percent) between 2000-01 and 2004-05.

TABLE 2.7 Special Education Students by Placement Option and Governance Structure

Single School Corporation						
	2000-01	2001-02	2002-03	2003-04	2004-05	Pct Point Change
Early Childhood*	9.0%	9.4%	9.6%	9.9%	10.3%	1.3%
Regular Class	48.3%	43.3%	44.7%	44.8%	47.8%	-0.5%
Resource Room	15.0%	22.0%	22.0%	20.6%	18.5%	3.5%
Separate Class	26.5%	23.6%	22.0%	22.8%	21.3%	-5.2%
Other	1.2%	1.8%	1.6%	1.8%	2.1%	0.9%
Joint Service and Supply						
	2000-01	2001-02	2002-03	2003-04	2004-05	Pct Point Change
Early Childhood*	9.9%	10.4%	10.8%	11.2%	11.3%	1.4%
Regular Class	54.8%	54.0%	53.7%	55.0%	56.2%	1.4%
Resource Room	17.2%	21.1%	22.2%	20.9%	19.9%	2.6%
Separate Class	16.3%	12.7%	11.6%	11.1%	11.1%	-5.3%
Other	1.7%	1.8%	1.7%	1.8%	1.6%	-0.1%
Interlocal/SEC						
	2000-01	2001-02	2002-03	2003-04	2004-05	Pct Point Change
Early Childhood*	8.6%	9.3%	9.5%	9.7%	9.8%	1.3%
Regular Class	53.5%	55.5%	54.6%	52.7%	54.4%	1.1%
Resource Room	16.8%	20.6%	22.2%	24.2%	22.8%	5.9%
Separate Class	19.3%	13.0%	12.0%	11.6%	11.3%	-8.1%
Other	1.9%	1.7%	1.6%	1.8%	1.7%	-0.2%

* Includes Early Childhood, Early Childhood Special Education, and PT Early Childhood/Early Childhood Special Education.

** Includes Home, Residential Facility, Public and Private Separate Day School, Public and Private Residential Facility, Separate School, and Homebound/Hospital.

2.6 High School Completion Rates for Special Education Students

According to data provided by the Computerized Data Project (CODA), public high school graduation rates for Indiana special education students ranged from 51.5% and 53.6% between 2000-01 and 2004-05. During that same time, between 32.6% and 35.7% of special education students enrolled in public schools dropped out. However, special education graduation and dropout rates vary dramatically based on planning district governance type (see Figures 2.6 and 2.7). Also evident is a slight trend of lower graduation rates over the past five years accompanied by a similarly slight rise in dropout rates.

Joint Service and Supply planning districts consistently graduated the highest percentage of their special education students over the five-year period under examination. During that time, 53.1% of special education students in these planning districts earned a high school diploma in the 2000-01 school year and 54.7% in 2004-05. Conversely, Single School Corporation planning districts graduated the lowest percentage of their special education students. Between 2000-01 and 2004-05, the highest percentage of special education students earning high school diplomas was 50.4% (in 2000-01) for these planning districts, with as few as 43.8% (in 2003-04) of special education students graduating during that same timeframe.

Similarly, Interlocal/Special Education Cooperative planning districts most frequently had the lowest dropout rates for special education students during the 2000-01 through 2004-05 school years. The dropout rate for these planning districts varied between 29.8% and 36.9% for that period. On the contrary, Single School Corporations were consistently the planning districts with the highest special education student dropout rates during the same period. The dropout rate for special education students in these planning districts ranged from 33.7% to 40.8%.

FIGURE 2.6 **Special Education Graduation Rates by Governance Structure**

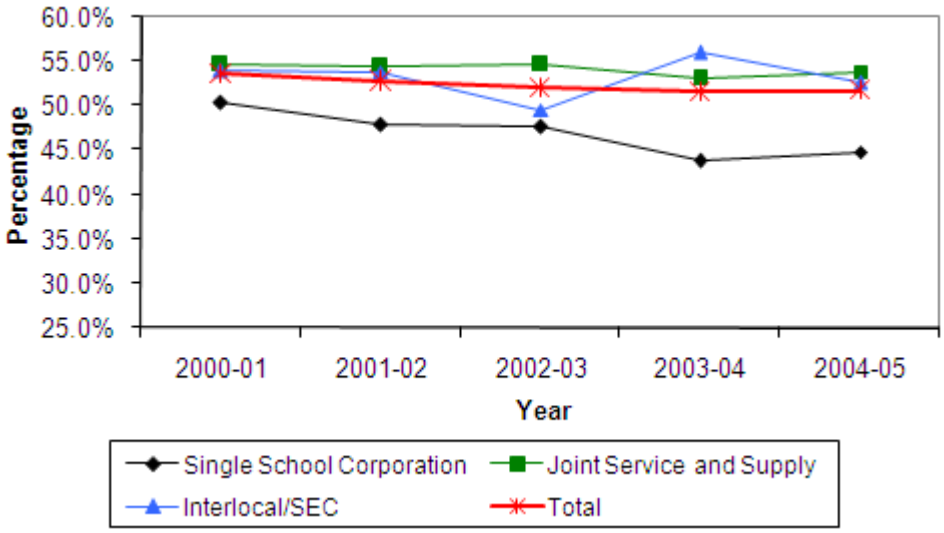
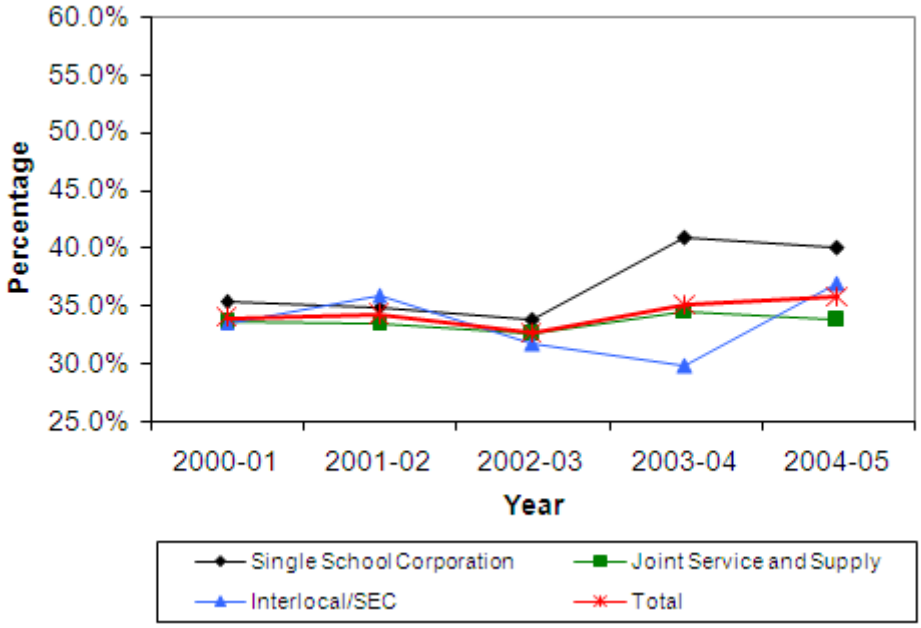


FIGURE 2.7 **Special Education Dropout Rates by Governance Structure**



2.7 References

LEA Planning Districts and Organizational Patterns. (n.d., author unknown, publisher unknown).

Rund, R.W. (2005). *Indiana School Law and Rules 2005-2006*. Thomas/West.

3 General Fund Revenue Trend Analysis for Special Education

3.1 Executive Summary

3.1.1 Questions Examined in this Chapter

1. What are the sources of revenue for special education?
2. How much state and local revenue does Indiana's Foundation Program (aka, "school funding formula") generate for special education?
3. How much revenue does the special education categorical grant program produce?
4. How much revenue is generated by the special education pre-school fund?
5. How much federal revenue for special education flows to Indiana students?
6. What is the total revenue for special education from the preceding sources?

3.1.2 Finding: Sources of Revenue

Special education revenue for Indiana students originates from the following four sources:

1. Indiana's Foundation Program provides a specific amount of General Fund revenue for each student who attends a public school. Special education students are included in the Foundation Program's calculation.
2. Indiana's Foundation Program includes a special education categorical grant program based on the number of special education students and the severity of the disability.

3. Indiana has several funds for specific educational purposes, such as the Transportation Fund, Debt Services Fund, and Capital Fund. One particular fund, known as the Special Education Pre-School fund, generates revenue specifically for special education pre-schoolers.

4. The federal government provides "flow through" funds for special education K-12 and pre-school students.

3.1.3 Finding: Revenue from Indiana's General Fund

Table 3.1 shows the target revenue per average daily membership (ADM). "ADM" is the count of students used in the Foundation Program and special education students are included in this count. "Target revenue" is the amount of state and local revenue the Foundation Program allocates for funding regular education programs. The Foundation Program revenue generated for each regular education student and for each special education student was, on average, $5,265 for the 2004-05 school year. In terms of current dollars, target revenue increased 7.51 percent since 2001, while the inflation adjusted dollars show a decrease of 0.37 percent.

TABLE 3.1 **Target Revenue per ADM, 2001-05.**

	2001	2002	2003	2004	2005	Pct Change
Current Dollars	4,897	4,997	5,149	5,160	5,265	7.51%
Inflation Adjusted	4,897	4,906	4,966	4,879	4,879	-0.37%

3.1.4 Finding: Revenue from Indiana's Special Education Grant Distribution

Categorical grants are additional dollars the Foundation Program allocates to meet needs that are supplemental to a school corporation's regular education program. Prime Time, Honors Diplomas, and Special Education are three examples of categorical grants. The Special Education categorical grant program distributes $8,246 for each special education student identified as "severe," $2,238 for each identified as "mild" or "moderate," and

$531 for each student identified as "communication disordered." The amount allocated per type of special education student did not change from the 2000-01 school year to the 2004-05 school year, although the percent of special education students in each category did. It is this change in the percentage of students in the three categories, not changes in dollars per students, that accounts for the values in the percent change column shown in Table 3.2.

TABLE 3.2 **Special Education Categorical Grant per Special Education Pupil, 2001-05.**

	2001	2002	2003	2004	2005	Pct Change[a]
Current Dollars	1,929	2,009	2,095	2,115	2,122	10.00%
Inflation Adjusted	1,929	1,972	2,020	1,999	1,967	1.99%

a.Grant dollars for each disability funding category remained constant during interval. Change in average dollars due to changes in proportion of students in each disability funding category.

3.1.5 Finding: Revenue from Indiana's Local Special Education Pre-School Fund

Indiana school corporations may levy and collect property taxes not only for the General Fund, but also for the Debt Service fund, the Capital Projects Fund, the Transportation Fund, the Referendum Fund, and the Special Education Pre-School Fund. Table 3.3 shows the revenue generated by the Special Education Pre-School Fund in current and inflation adjusted dollars. Values were not available for 2004-05 when this report was prepared.

TABLE 3.3 **Special Education Pre-School per Special Education Pre-School Pupil, 2001-05.**

	2001	2002	2003	2004	2005
Current Dollars	2,749	2,748	2,748	na	na
Inflation Adjusted	2,749	2,698	2,650	na	na

3.1.6 Finding: Revenue from Federal Government

Federal revenue for special education originates from two separate funds. The first is known as "Federal Part B IDEA Pass Through" and the second is "Federal Pre-School Pass Through." Table 3.4 shows the amounts per special education pupil for the Part B IDEA pass through in current and inflation adjusted dollars. The amount per pupil in current dollars has increased almost 89 percent during 2001-05 interval and almost 85 percent in inflation adjusted values.

TABLE 3.4 **Federal Part B IDEA Pass through per Special Education Pupil, 2001-05.**

	2001	2002	2003	2004	2005	Pct Change
Current Dollars	575	715	833	970	1,085	88.90%
Inflation Adjusted	575	702	818	951	1,063	84.87%

Table 3.5 shows the average amounts per pre-school pupil for the Federal Pre-School Pass Through dollars. The average amounts decrease about 23 percent during the 2001-05 interval in terms of current dollars and about 25 percent in inflation adjusted dollars.

TABLE 3.5 **Federal Special Education Pre-School per Pupil, 2001-05.**

	2001	2002	2003	2004	2005	Pct Change
Current Dollars	811	779	718	685	662	-22.51%
Inflation Adjusted	811	765	705	671	648	-25.15%

3.1.7 Finding: Revenue From All Sources

Table 3.6 lists the average General Fund revenue in current dollars from the three sources of special education revenue for K-12 students. In 2001, the average General Fund revenue, in current dollars, from all sources per K-12 special education pupil was $7,401, increasing to $8,472 in 2005. In terms of inflation adjusted dollars, the average General Fund revenue in 2005 was $7,909. During this five-year interval, the average General Fund revenue per K-12 special education pupil increased about 6.86 percent.

TABLE 3.6 **Average Revenue per K-12 Special Education Pupil from all Sources, Current Dollars**

Average / Pupil	2001	2002	2003	2004	2005
Target Revenue	4,897	4,997	5,149	5,160	5,265
Sp. Ed. Grant	1,929	2,009	2,095	2,115	2,122
Federal Part B	575	715	833	970	1,085
Overall Current $ (K-12)	7,401	7,721	8,077	8,245	8,472
Overall Inf. Adj. $	7,401	7,580	7,804	7,829	7,909

Table 3.7 shows the average revenue per pre-school special education pupil from all sources. Due to lack of data availability, values in 2004 and 2005 for the local Special Education Pre-School Fund are straight-lined using the 2003 value. In 2001, the average revenue per pre-school special education pupil was, in rounded dollars, $3,560. In 2005 the corresponding average was $3,410 and after the inflation adjustment, the average was $3,160, a decrease of 11.23 percent.

TABLE 3.7 **Average Revenue per Pre-School Special Education Pupil from all Sources, Current Dollars**

Average / Pupil	2001	2002	2003	2004	2005
Sp. Ed. Pre-School Fund	2,749	2,748	2,748	2,748	2,748
Federal Pre School	811	779	718	685	662
Overall Current $	3,559	3,527	3,466	3,433	3,410
Overall Inf. Adj. $	3,559	3,462	3,355	3,246	3,160

3.2 Introduction

This chapter reports the amount of state and local General Fund dollars for special education during the 2001-2005 interval, the local dollars from the Special Education Pre-School Fund, and federal revenue for special education.

Revenue dollars generated by Indiana's Foundation Program are based primarily on the number of students (ADM) within a corporation, modified somewhat by the Complexity

Index and formerly the minimum guarantee provision (ended in FY '06). Likewise, dollars from federal sources are based on student counts. Because revenue is determined primarily by the number of students who qualify for special education services, most of the differences in special education revenue received by school corporations within the different governance models (Single School Corporations, Joint Service and Supply, and Interlocal) are attributable to the number of special education students in each. Thus, this chapter presents findings for average revenue per special education student statewide and does not calculate averages separately for each of the three different governance models.

3.3 General Fund: State and Local Revenue

In 1996, at the request of state legislators, the Division of School Finance developed an algorithm to identify the dollars generated by the Foundation Program (i.e., the school funding formula) for special education students. Performed for each corporation, this algorithm consisted of the following steps:

1. Calculate the target revenue (i.e., regular revenue) per pupil,
2. Multiply target revenue per pupil by the number of special education students, and
3. Add the categorical special education grant distribution amount.

In this study some modifications were made to the preceding algorithm in order to accommodate changes in the Foundation Program that have occurred since 1996. First, the 1996 algorithm excluded the at-risk grant from the regular revenue calculation, for at that time the at-risk grant was treated as an external, categorical grant. More recently, the School Funding Issues Group decided to include the at-risk grant for the years 1993 through 2003 as part of the regular revenue calculation, instead of treating it as an external, categorical grant. This change permits cross-year comparisons and despite the discontinuation of the at-risk index and grant in 2004 and replacement with the Complexity Index calculation (which is now an integral part of the target revenue calculation).

Second, the 1996 algorithm includes only the General Fund property tax levy as the tuition support levy (i.e., local share). In this paper, the tuition support levy is the sum of the property tax levy and the General Fund tax levies from auto excise tax, commercial vehicle tax, and financial institution tax.

Third, the 1996 algorithm includes the Prime Time grant as part of the regular revenue calculation. The reason for this inclusion is not clear, for Prime Time is a categorical grant. In the present calculation, the Prime Time grant distribution is not included in the target revenue calculation.

Fourth, in 2005, remediation funding for students who did not pass ISTEP+ is included.

The Foundation Program uses three special education categories for calculation of the categorical special education distribution. Table 3.8 shows the (state APC modified unduplicated) counts for each of these categories for the Fiscal Years 2001-2005.[1] During this period, the student population placed in the severe category increased by about 26.1 percent, the mild category by 11.3 percent, and the communication disorder by 9.8 percent. In contrast, the overall average daily membership (ADM) increased by about 2.9 percent.

TABLE 3.8 Special Education Counts

	2001	2002	2003	2004	2005	Pct Change
Severe	15,792	16,754	17,874	19,004	19,910	26.08%
Mild	89,129	92,431	95,899	98,038	99,205	11.30%
Communication	65,667	67,083	68,999	70,464	72,072	9.75%
Total	170,588	176,268	182,772	187,506	191,187	12.07%

Each of the special education categories is assigned a different dollar amount. For example, in each of the fiscal years from 2003 to 2005, school corporations received $8,246 for

1. All data used in this section were retrieved November 1, 2005, from http://mustang.doe.state.in.us/SAS/sas1.cfm

each student in the severe category, $2,238 for each student in the mild category, and $531 for the communication disorder category. Table 3.9 shows the special education dollars and counts for each category in 2005 along with percentages.

TABLE 3.9 **Special Education Grant Distribution for 2005**

	Dollars per Student	Number Students	Percent of All Sp. Ed. Students	Distribution Dollars for Category	Percent of Distribution
Severe	$8,246	19,910	10.41%	$164,177,860	38.68%
Mild	$2,238	99,205	51.89%	$222,020,790	52.31%
Communication	$531	72,072	37.40%	$38,270,232	9.01%
Total		**191,187**	**100%**	**$424,468,882**	**100%**

Table 3.10 shows the ADM and the total special education (state APC modified undupli-cated) counts for the Fiscal Years 2001-2005. The percent change for the overall special education count was 12.07 percent compared to 2.85 percent for the ADM. The percent change for the special education count was more than four times greater than for average daily membership. The bottom row in Table 3.10 shows for each year the percent of the total public school student population for the state that are special education students.

TABLE 3.10 **ADM and Special Education Counts**

	2001	2002	2003	2004	2005	Pct Change
Sp Ed Count	170,588	176,268	182,772	187,506	191,187	12.07%
ADM	954,120	959,294	968,124	974,711	981,310	2.85%
Pct Sp Ed	17.88%	18.37%	18.88%	19.24%	19.42%	

Table 3.11 shows target revenue dollars for special education students and for all students (ADM). The foundation program calculates for each school corporation the revenue the corporation is estimated to expend for its general educational operations in the upcoming

year. This amount is known as the target revenue and consists of a local share and a state share.

The local share, known as the tuition support levy, is the sum of the local corporation's General Fund property tax levy plus auto excise tax, commercial vehicle tax, and financial institution tax. The remainder, or state share, known as tuition support, consists of the difference between the target revenue and the tuition support levy. Tuition support is the sum of the state share and the at-risk distribution. For the year 2005, the amount a corporation receives for remediation of students who do not pass ISTEP+ is also included.

TABLE 3.11 Target Revenue - Current Dollars

	2001	2002	2003	2004	2005
Sp Ed	844,116,472	875,681,293	941,357,187	989,828,382	1,027,288,714
ADM	4,701,028,734	4,745,172,746	4,968,671,609	5,118,210,825	5,226,754,249

Table 3.12 contains the inflation adjusted target revenue amounts. The first row shows target revenue based on the count of special education students while the second row shows target revenue for average daily membership. During this interval, target revenue for special education students increased about 12.79 percent compared to 3.40 percent for all students. Because the number of students is a primary variable in the foundation program, it is not surprising that the percent change for dollars is about the same as the percent change in number of students (see Table 3.10).

TABLE 3.12 Target Revenue - Inflation Adjusted Dollars

	2001	2002	2003	2004	2005	Pct Change
Sp Ed	844,116,472	859,723,164	907,832,313	935,970,745	952,044,117	12.79%
ADM	4,701,028,734	4,658,698,276	4,791,720,613	4,839,723,418	4,843,916,387	3.40%
Pct Sped	17.96%	18.45%	18.95%	19.34%	19.65%	

Next, we look at the average target revenue per pupil. The upper line of Figure 3.1 shows the mean target revenue per pupil (ADM) in current dollars while the lower line shows the same mean in inflation adjusted dollars. The change in current dollars during this interval was 7.5 percent compared to a minus 0.37 percent for the inflation adjusted dollars.

The foundation program generates the same target revenue dollars per pupil for all students within a corporation. Thus, the averages in Figure 3.1 apply to special education students as well.

FIGURE 3.1 **Target Revenue Dollars per ADM, 2001-2005.**

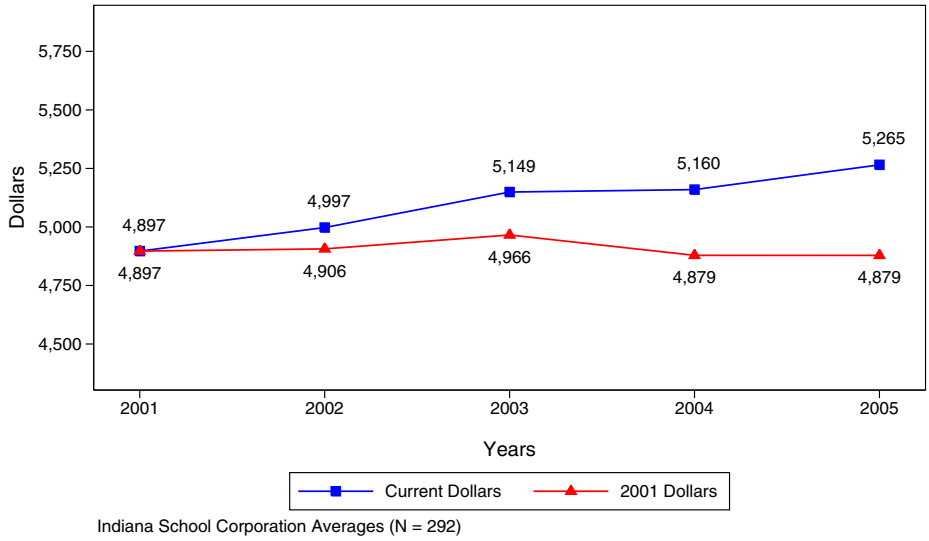
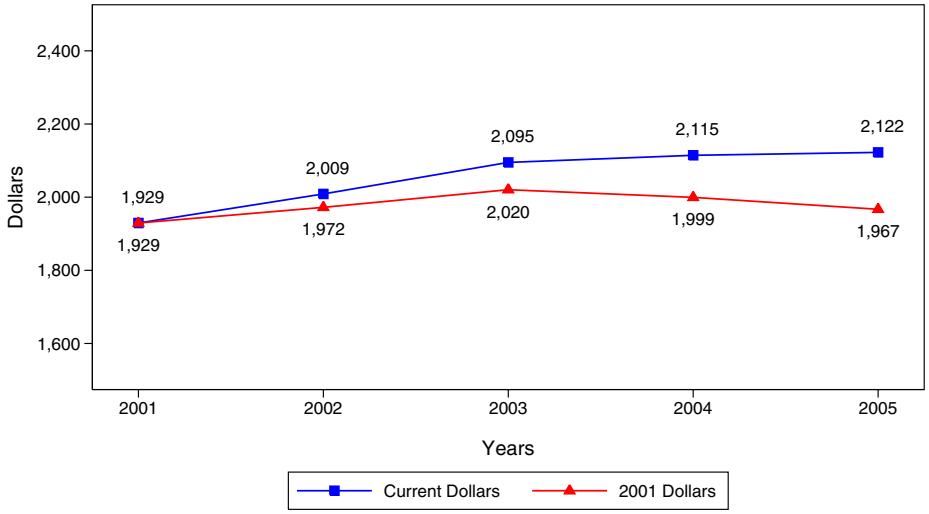


Figure 3.2 shows the average special education grant distribution per pupil in current dollars (upper line) and in inflation adjusted dollars (lower line). During this interval, the percent change in current dollars was 10 percent, compared to 1.97 percent in inflation adjusted dollars.

FIGURE 3.2 **Special Education Grant Distribution per Special Education Pupil, 2001-2005**

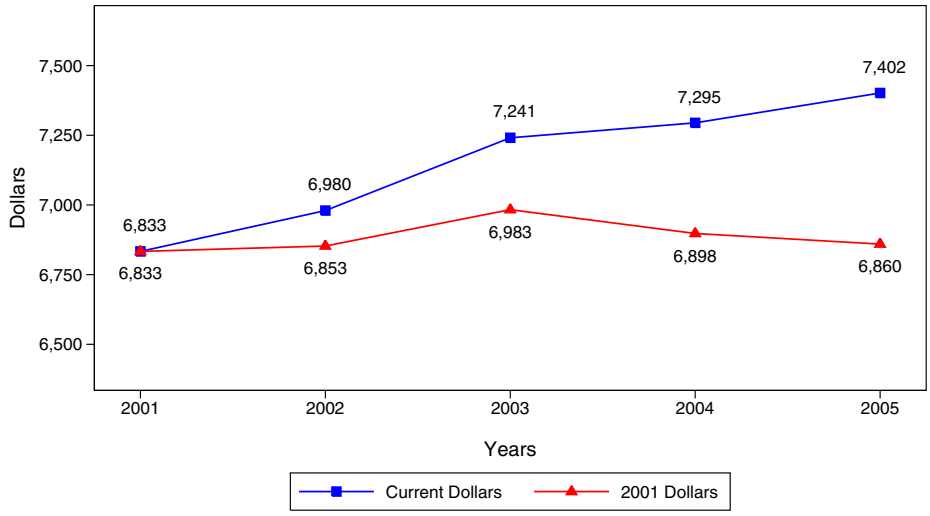


Indiana School Corporation Averages (N = 292)

Comparing Figures 3.1 and 3.2, the percent decline in target revenue per special (and regular) education pupil from 2003 to 2005 is 1.78 percent, while the percent decline in special education grant distribution per special education pupil for the same period is 2.69 percent. The dollar amounts allocated to each special education category remained unchanged during this interval, while the counts of special education students in each of the categories increased (Table 3.8).

Figure 3.3 shows the weighted average of the values in Figures 3.1 and 3.2. This is the average dollars per special education pupil that the foundation program generated each year for each corporation, plus the special education grant distribution for each corporation. In inflation adjusted dollars, this amount averaged $6,833 dollars per special education pupil in 2001 and $6,860 in 2005. This is a change of 0.40 percent, compared to an 8.33 percent change in current dollars.

FIGURE 3.3 **Average Dollars per Special Education Pupil, 2001-2005**



Indiana School Corporation Averages (N = 292)

3.4 Local Revenue: Special Education Pre-School

In addition to dollars generated by the foundation program for the General Fund, one other fund exists that generates local dollars for special education — the Special Education Pre-School Fund. Table 3.13 lists the number of special education preschool counts for 2001-2005 by governance type and the percent increase during the interval. Table 3.14 lists the dollar amounts generated by the Special Education Pre-School Fund for the first three years of this interval. Data for 2004 and 2005 were not available when this report was prepared.

Figure 3.4 shows that the revenue per special education pre-school pupil is, in current dollars, about $2,748 for each of the three years shown, but decreases steadily due to inflation.

TABLE 3.13 Special Education Pre-School Counts[2]

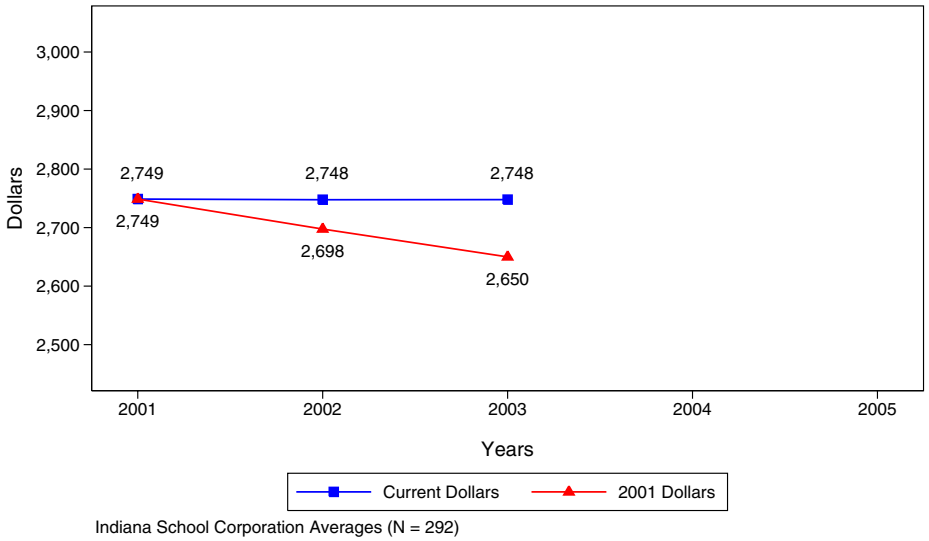
	2001	2002	2003	2004	2005	Pct Change
SSC	2,798	2,920	3,090	3,176	3,323	18.76%
JSS	6,333	6,695	7,383	7,762	8,016	26.56%
Interlocal	1,943	2,011	2,147	2,217	2,281	17.40%
Total	11,074	11,626	12,620	13,155	13,620	22.99%

TABLE 3.14 Special Education Pre-School Revenue[3]

	2001	2002	2003	2004	2005	Pct Change
SSC						
Current Dollars	7,628,500	8,030,000	8,497,500	na	na	
Inf. Adj.	7,628,500	7,883,664	8,346,988	na	na	
JSS						
Current Dollars	17,957,500	18,383,750	20,270,250	na	na	
Inf. Adj.	17,957,500	18,048,731	19,911,214	na	na	
Interlocal						
Current Dollars	4,853,750	5,530,250	5,909,750	na	na	
Inf. Adj.	4,853,750	5,429,469	5,805,074	na	na	
Total						
Current Dollars	30,439,750	31,944,000	34,677,500	na	na	
Inf. Adj.	30,439,750	31,361,863	33,442,518	na	na	

2. Retrieved October 20, 2006, from: http://www.doe.state.in.us/htmls/education.html
3. Statistical Reports issued by Division of Exceptional Learners, Indiana Department of Education, Indianapolis, IN.

FIGURE 3.4 **Average Dollars per Special Education Pre-School Pupil, 2001-2005**



3.5 Federal Revenue for Special Education

Federal revenue for special education consists of two categories. The first is "Federal Part B IDEA Pass Through" and the second is "Federal Pre-School Pass Through." Table 3.15 shows the amounts received for these two categories for each of the three governance models and for each year 2001-2005.

Figure 3.5 shows the average Federal Part B IDEA Pass Through per pupil in current and inflation adjusted dollars. The average per pupil was $575 in 2001, increasing to an average of $1,063 (inflation adjusted) in 2005, an increase of nearly 85 percent.

Figure3.6 shows the average Federal Pre-School Pass Through in current and inflation adjusted dollars. The average Federal Pre-School Pass Through per pre-school special education pupil was $811 in 2001, falling to an average (inflation adjusted) of $648 in 2005, a decrease of 20.10 percent.

TABLE 3.15 Federal Dollars for Special Education, 2001 to 2005

	SSC	JSS	Interlocal	Statewide
2004-05				
Federal Part B IDEA Pass Through	54,665,733	113,564,151	37,347,615	207,457,964
Inf. Adj. Federal Part B IDEA Pass Through	53,576,873	111,302,122	36,603,706	203,325,709
Federal Pre-School Pass Through	2,202,937	5,214,101	1,515,976	9,011,043
Inf. Adj. Federal Pre-School Pass Through	2,159,058	5,110,244	1,485,780	8,831,556
2003-04				
Federal Part B IDEA Pass Through	48,254,327	96,595,958	32,560,074	181,993,984
Inf. Adj. Federal Part B IDEA Pass Through	47,313,758	94,713,118	31,925,830	178,446,572
Federal Pre-School Pass Through	2,213,869	5,050,319	1,499,181	9,004,642
Inf. Adj. Federal Pre-School Pass Through	2,170,716	4,951,879	1,469,959	8,829,124
2002-2003				
Federal Part B IDEA Pass Through	40,438,332	83,105,246	28,551,583	152,193,955
Inf. Adj. Federal Part B IDEA Pass Through	39,722,070	81,633,248	28,045,864	149,498,226
Federal Pre-School Pass Through	2,237,223	5,225,834	1,594,909	9,057,966
Inf. Adj. Federal Pre-School Pass Through	2,197,296	5,133,272	1,566,659	8,897,527
2001-2002				
Federal Part B IDEA Pass Through	33,459,834	68,903,462	23,676,975	126,040,271
Inf. Adj. Federal Part B IDEA Pass Through	32,850,073	67,647,788	23,245,494	123,743,354
Federal Pre-School Pass Through	2,249,149	5,212,031	1,596,398	9,057,578
Inf. Adj. Federal Pre-School Pass Through	2,208,161	5,117,049	1,567,306	8,892,516
2000-2001				
Federal Part B IDEA Pass Through	25,753,270	57,002,139	16,281,921	98,144,538
Inf. Adj. Federal Part B IDEA Pass Through	25,753,270	57,002,139	16,281,921	98,144,538
Federal Pre-School Pass Through	2,238,807	5,388,225	1,429,018	8,975,962
Inf. Adj. Federal Pre-School Pass Through	2,238,807	5,388,225	1,429,018	8,975,962

FIGURE 3.5 **Average Dollars per Federal Part B IDEA Pass Through per Pupil, 2001-2005**

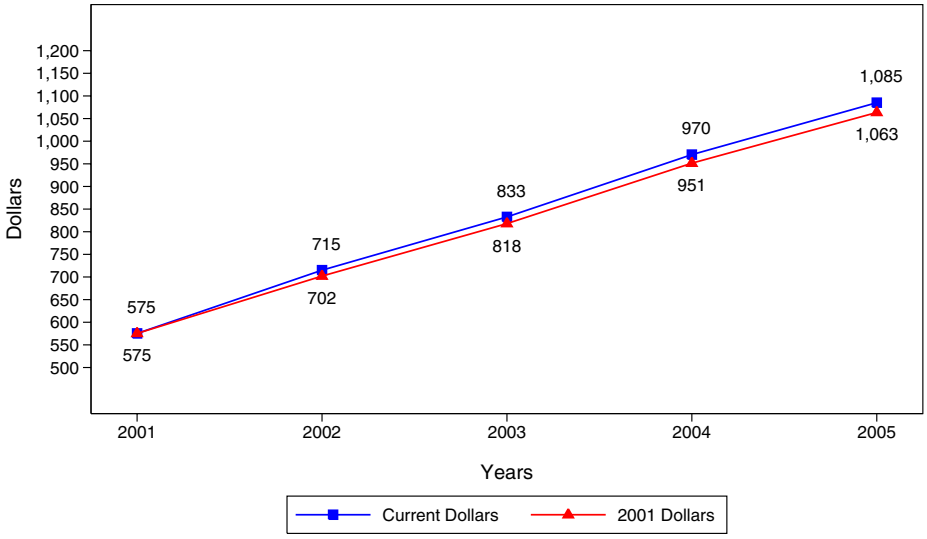
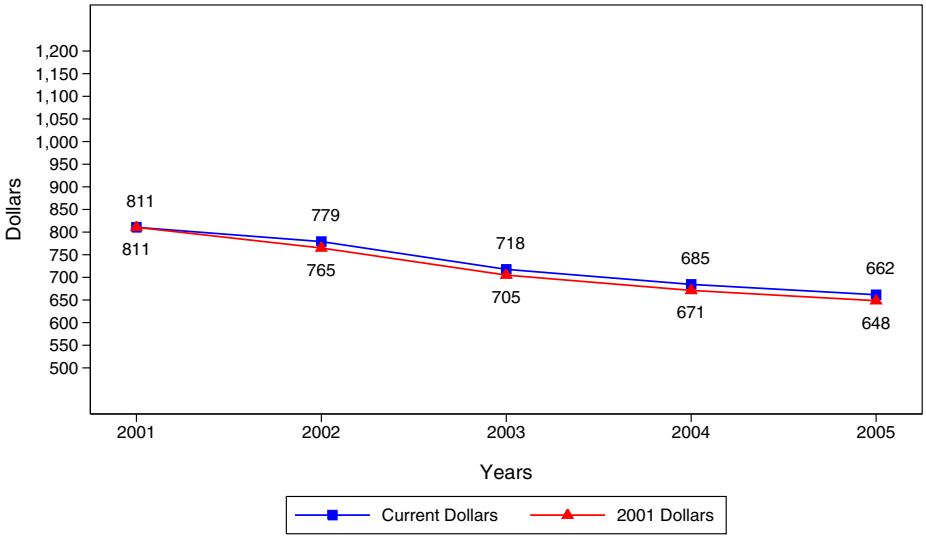


FIGURE 3.6 **Average Dollars per Federal Special Education Pre-School Pupil, 2001-2005**



3.6 Average Revenue Dollars per Special Education Pupil

Table 3.16 lists the average revenue in current dollars from the five sources discussed in the preceding paragraphs. Note that, due to limited data availability, values in 2004 and 2005 for the local Special Education Pre-School Fund are simply straight-lined from 2003. In 2001, the average revenue per pre-school special education student was $3,560 and this amount decreased to $3,410 in 2005. In 2001, the overall amount per K-12 student averaged $7,402, which increased to $8,472 in 2005, an increase of 14.47 percent, or 6.86 percent compared to the inflation adjusted value in 2005, which is an average of $7,909. Figure 3.7 shows the overall averages for K-12 special education pupils.

TABLE 3.16 **Average Revenue per K-12 Special Education Pupil from all Sources, Current Dollars**

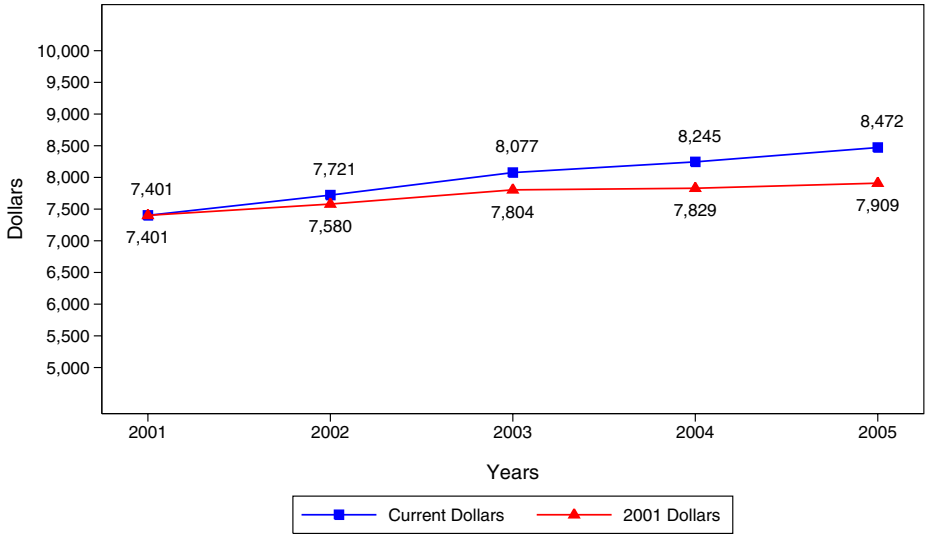
Average / Pupil	2001	2002	2003	2004	2005
Target Revenue	4,897	4,997	5,149	5,160	5,265
Sp. Ed. Grant	1,929	2,009	2,095	2,115	2,122
Federal Part B	575	715	833	970	1,085
Overall Current $ (K-12)	7,401	7,721	8,077	8,245	8,472
Overall Inf. Adj. $	7,401	7,580	7,804	7,829	7,909

Table 3.17 shows the average revenue per pre-school special education pupil from all sources. Due to lack of data availability, values in 2004 and 2005 for the local Special Education Pre-School Fund are straight-lined using the 2003 value. In 2001, the average revenue per pre-school special education pupil was, in rounded dollars, $3,560. In 2005 the corresponding average was $3,410 and after the inflation adjustment, the average was $3,160, a decrease of 11.23 percent.

TABLE 3.17 **Average Revenue pre Pre-School Special Education Pupil from all Sources, Current Dollars**

Average / Pupil	2001	2002	2003	2004	2005
Sp. Ed. Pre-School Fund	2,749	2,748	2,748	2,748	2,748
Federal Pre School	811	779	718	685	662
Overall Current $	3,559	3,527	3,466	3,433	3,410
Overall Inf. Adj. $	3,559	3,462	3,355	3,246	3,160

FIGURE 3.7 **Average Dollars per K-12 Special Education Pupil, 2001-2005**



4 Special Education Personnel and Compensation Analysis

4.1 Executive Summary

4.1.1 Questions Examined in This Chapter

1. What is the average compensation (salary plus estimated benefits) and what is the number of full-time-equivalent (FTE) counts for all administrators, instructional, and non-instructional personnel, regardless of governance category?

2. What percentage of compensation is directed to administration, instruction, and non-instructional personnel?

3. What is the percent change in compensation during the 2001-2005 interval for administrators, instructional, and non-instructional personnel?

4. What is the average compensation for each personnel category for each type of governance model?

4.1.2 Finding: FTE Count and Average Compensation

- *Administrators* —
  - The number of FTE administrators (see Table 4.2 for definition) increased 12 percent during the 2001-2005 interval, from 383 in 2001 to 429 in 2005. The ratio of FTE administrators to special education students was 1 to 445 in 2001, and 1 to 446 in 2005. The ratio of FTE administrators to instructional plus non-instructional personnel was 1 to 21 in 2001 and 1 to 20 in 2005.

  - The average compensation per FTE administrator in 2001 was $75,249 rising to $80,489 in 2005, expressed in current dollars, an increase of 6.96 percent. In terms of inflation adjusted dollars, average compensation in 2005 was $74,593, a decrease of 0.87 percent.

- *Instruction* —
  - The number of FTE instruction personnel (see Table 4.2 for definition) increased 8.8 percent from 6,996 in 2001 to 7,612 in 2005. The ratio of FTE instruction personnel to special education students was 1 to 24 in 2001, and 1 to 25 in 2005.
  - The average compensation per FTE special education teacher in 2001 was $54,828 increasing to $60,091 in current dollars, an increase of 9.6 percent. Stated as inflation adjusted dollars, the average compensation in 2005 was $55,690, an increase of 1.57 percent.
- *Non-instruction* —
  - The number of FTE non-instruction personnel (see Table 4.2 for definition) increased 5.1 percent from 1,055 in 2001 to 1,109 in 2005. The ratio of FTE non-instruction personnel to special education students was 1 to 162 in 2001, and 1 to 172 in 2005.
  - The average compensation per FTE non-instructional personnel in 2001 was $62,606 increasing to $69,810 in current dollars. This is an increase of 11.5 percent. In terms of 2001 dollars, the 2005 average compensation was $64,698, an increase of 3.34 percent.

4.1.3 Finding: Percent Change in Compensation for Each Personnel Category

During the 2001-2005 interval, the average inflation adjusted FTE compensation:

- *Decreased* 0.87 percent for administration.
- Increased 1.6 percent for instruction.
- Increased 3.34 percent for non-instruction.

4.1.4 Finding: Percentage Change in Compensation for Each Personnel Category

Very little change was evident in the percentage of compensation for each personnel category across the five-year interval examined in this study:

- *Administration*. In 2001, 6.02 percent of all compensation went to administrators, and in 2005 this percentage was 6.06 (an increase of 0.04 percentage points).
- *Instruction*. In 2001, 80.17 percent of all compensation was for instructional personnel, and in 2005 the percentage was 80.34 (an increase in 0.17 percentage points).

- *Non-instruction.* In 2001, 13.80 percent of compensation went to non-instruction personnel and in 2005 the percentage was 13.60 (a decrease of 0.20 percentage points).

4.1.5 Finding: Average Compensation for Each Personnel Category, in Each Governance Model

- *Administrators* —
  - The average FTE administrator compensation in Single School Corporations (SSC) was consistently the highest of the three governance models during the five-year interval. The five-year average for SSC FTE administrators was $81,432. This is $6,031 higher than the five-year average for all governance models ($75,401).
  - The average administrator compensation in Interlocals was consistently the lowest of the three governance models during the five-year interval. The five-year average for Interlocal FTE administrators was $70,771. This is $4,629 less than the five-year average for all governance models ($75,401).
  - The average FTE administrator compensation in Joint Service and Supply (JSS) follows the average for all governance models very closely. The average for JSS administrators was $76,002, which is $603 above the average for all governance models.
  - While SSC have the largest average FTE administration compensation ($81,432), the percentage SSC spent on administration is the smallest — an average of 4 percent for 2001-2005.
  - Interlocals have the smallest average FTE administration compensation ($70,771) but spend the largest percentage on administration — 8 percent.
- *Instruction* —
  - The average FTE instruction compensation in Single School Corporations (SSC) was consistently the highest of the three governance models during the five-year interval. The five-year average for SSC instructors was $56,997. This is $1,722 higher than the five-year average for all governance models ($55,275).
  - The average instruction compensation in Interlocals was consistently the lowest of the three governance models during the five-year interval. The five-year average for Interlocal instructors was $54,271. This is $1,004 less than the five-year average for all governance models ($55,275).
  - The average FTE instructor compensation in Joint Service and Supply (JSS) is closest to the average for all governance models. The five-year average for JSS instructors was $54,594, which is $681 below the average for all governance models.

- While SSC have the largest average FTE instruction compensation ($56,997), the percentage SSC spend on instruction is the smallest — an average of 78 percent for 2001-2005.
- Interlocals have the smallest average FTE instruction compensation ($54,271) but spend the largest percentage — 82 percent.

- *Non-instruction* —
  - The average FTE non-instruction compensation in Single School Corporations (SSC) was consistently the highest of the three governance models during the five-year interval. The five-year average for SSC non-instruction personnel was $65,214. This is $3,966 higher than the five-year average for all governance models ($63,547).
  - The average non-instruction compensation in Interlocals was consistently the lowest of the three governance models during the five-year interval. The five-year average for Interlocal non-instruction personnel was $60,738. This is $2,810 less than the five-year average for all governance models ($63,547).
  - The average JSS FTE non-instruction personnel compensation is closest to the average for Interlocals. The five-year average for JSS instructors was $61,348, which is $2,200 below the average for all governance models.
  - SSC have the largest average FTE non-instruction compensation ($65,214) and the largest percentage spent on non-instruction — an average of 19 percent for 2001-2005.
  - Interlocals have the smallest average FTE non-instruction compensation ($60,738) and spend the smallest percentage — 10 percent.

4.2 Introduction

The primary goal of this chapter is to report the dollars expended on salaries and benefits for instructional and administrative services for each of the three delivery models, namely: Single School Corporations (SSC), Joint Service and Supply Co-ops (JSS), and Interlocals,[1] and to look at changes during a five-year interval. The largest proportion of all dollars directed toward instruction and administration are for personnel. Hence, the data for the following analysis are based on the "Certified Personnel" data file for the 2000-2005

1. The Special Education Cooperative that was a separate category in the previous report is included in the Interlocal category.

school years provided by the Indiana Department of Education (IDOE).[2] This data set contains full-time equivalency, salary, and other information for most, if not all, certified teachers and administrators in the state. Data for fringe benefits were not available. Based on a suggestion from IDOE personnel, salaries were increased by one third (33 percent) to reflect the fringe benefits component.

Table 4.1 summarizes special education administration compensation versus direct services personnel compensation for each year from 2004-05 backward to 2000-01 for each type of governance model. Compensation for teacher aides and paraprofessionals is not included. This table shows that the percentage of dollars directed toward administration compensation is quite stable over the five-year period with Interlocals—All Personnel administration compensation accounting for between 8 and 9 percent (rounded) of all compensation; JSS administration compensation between 6 and 7 percent; and SSC administration compensation between 3 and 4 percent.

In three of the five years, Interlocals (all personnel) expended the largest percentage of salaries on instruction, ranging between 80 and 81 percent (rounded). For two of the five years, the percentage of compensation for instruction was largest for JSS, ranging between 80 and 81 percent. The percentage for SSC was slightly lower each year, ranging from 76 to 79 percent.

TABLE 4.1 Comparison of FTE Compensation (Current Dollars) for all Governance Models[a]

	Category	Administration	Direct Services		Total
			Non-Instruction	Instruction	
2004-05					
	Single School Corp	3.74%	18.70%	77.56%	$170,096,836
	Joint Service and Supply	6.60%	11.80%	81.60%	$297,779,016

2. Received September 15, 2005, and August 10, 2006. The specific data tables and account/object codes used to populate the Certified Personnel data file are not known at this time.

	Category	Administration	Direct Services		Total
			Non-Instruction	Instruction	
	Interlocals-All Personnel	8.41%	10.27%	81.32%	$100,078,765
	• Interlocals-Corporation Personnel Only	6.29%	7.12%	86.59%	$31,603,258
	• Interlocals-Planning Districts Only	9.38%	11.73%	78.89%	$68,475,508
2003-04					
	Single School Corp	3.52%	17.85%	78.63%	$166,119,979
	Joint Service and Supply	6.29%	12.84%	80.86%	$290,545,534
	Interlocals-All Personnel	8.35%	10.49%	81.16%	$93,865,944
	• Interlocals-Corporation Personnel Only	6.27%	7.17%	86.55%	$30,077,547
	• Interlocals-Planning Districts Only	9.33%	12.05%	78.62%	$63,788,397
2002-03					
	Single School Corp	3.70%	18.50%	77.80%	$153,363,807
	Joint Service and Supply	6.49%	12.23%	81.29%	$277,922,609
	Interlocals-All Personnel	8.83%	10.32%	80.85%	$90,948,789
	• Interlocals-Corporation Personnel Only	6.44%	7.08%	86.48%	$29,618,932
	• Interlocals-Planning Districts Only	9.98%	11.88%	78.14%	$61,329,856
2001-02					
	Single School Corp	3.46%	19.56%	76.98%	$146,536,455
	Joint Service and Supply	6.32%	12.29%	81.39%	$265,865,352
	Interlocals-All Personnel	8.17%	10.32%	81.51%	$87,128,731
	• Interlocals-Corporation Personnel Only	5.36%	7.55%	87.09%	$27,722,802
	• Interlocals-Planning Districts Only	9.49%	11.60%	78.91%	$59,405,929
2000-01					
	Single School Corp	3.22%	19.75%	77.03%	$141,335,707
	Joint Service and Supply	6.76%	11.76%	81.48%	$251,502,641
	Interlocals-All Personnel	8.57%	9.47%	81.96%	$84,948,720

	Category	Administration	Direct Services		Total
			Non-Instruction	Instruction	
	• Interlocals-Corporation Personnel Only	6.33%	5.85%	87.83%	$25,577,467
	• Interlocals-Planning Districts Only	9.53%	11.03%	79.44%	$59,371,253

[a] Teacher aides and paraprofessionals are not included.

For each of the five years, SSC expended the largest compensation percentage for non-instructional direct services, ranging between 17 and 20 percent (rounded); JSS expended between 11 and 13 percent; and Interlocals (all personnel) expended the lowest percentage of compensation, ranging between 9 and 11 percent. Table 4.1 contains the exact percentage and total amounts for each governance model and year.

The following table (Table 4.2) contains subject descriptions and shows how records were categorized as administration, non-instructional services, and instructional services:

TABLE 4.2 Personnel Codes for Each Category

Category	CP Code	Subject Description
Administration		
	74	Director of Special Services
	192	Special Education
Direct Services: Non Instructional		
	82	Educational Audiologist
	90	Occupational Therapist
	94	Other Certified Employee - Special Services
	96	Other Therapist (Not Speech, Hearing, Language)
	98	Physical Therapist
	100	Psychologist
	102	Psychometrist
Direct Services: Instructional		
	6099	Department Chair (Sp. Ed.)
	6000	Communication Disorder
	6002	Hearing Impairment
	6004	Learning Disability

Category	CP Code	Subject Description
	6006	Mild Mental Disability
	6008	Moderate Mental Disability
	6010	Severe Mental Disability
	6012	Multiple Disabilities
	6014	Orthopedic Impairment
	6016	Emotional Disability - Full Time
	6018	Visual Impairment
	6020	Combined Class
	6024	Emotional Disability - All Other
	6026	Dual Sensory Impairment
	6028	Autism Spectrum Disorder
	6030	Traumatic Brain Injury
	6032	Other Health Impairment
	6034	Developmental Delay (Ages 3-5A only)

Table 4.3 shows, for special education positions only, how the total compensation dollars were distributed among administration, and instruction and non-instruction direct services, regardless of governance type. Expenditures for teacher aides and paraprofessionals are not included.

The percentage of compensation expenditures is largest for instruction, rising from 80.17 percent in 2000-01 to 80.34 percent in 2004-05. The percentage for administration was 6.02 percent in 2000-01, increasing to 6.06 percent in 2004-05. Non-instruction compensation expenditures were 13.80 percent in 2000-01 and 13.60 percent in 2004-05.

TABLE 4.3 All Governance Models, Special Education Compensation by Personnel Category, 2000-05.

		Positions	FTE	Compensation[a]	Percent[b]
2004-05	Administration	482	429	$34,529,769	6.06%
	Direct Services				
	Non-Instruction	1,399	1,109	$77,420,393	13.60%
	Instruction	11,193	7,612	$457,412,690	80.34%
	Total	**13,074**	**9,150**	**$569,362,852**	
2003-04	Administration	450	405	$32,179,065	5.83%
	Direct Services				

		Positions	FTE	Compensation[a]	Percent[b]
	Non-Instruction	1,468	1,137	$76,920,875	13.94%
	Instruction	10,819	7,545	$442,635,156	80.23%
	Total	**12,737**	**9,087**	**$551,735,096**	
2002-03	Administration	448	398	$31,736,053	6.07%
	Direct Services				
	Non-Instruction	1,387	1,089	$71,836,234	13.75%
	Instruction	10,547	7,300	$418,916,794	80.18%
	Total	**12,382**	**8,787**	**$522,489,081**	
2001-02	Administration	429	377	$28,999,533	5.80%
	Direct Services				
	Non-Instruction	1,373	1,104	$70,667,870	14.13%
	Instruction	10,377	7,181	$400,359,538	80.07%
	Total	**12,179**	**8,662**	**$500,026,941**	
2000-01	Administration	434	383	$28,820,109	6.02%
	Direct Services				
	Non-Instruction	1,348	1,055	$66,048,828	13.80%
	Instruction	10,021	6,996	$383,576,459	80.17%
	Total	**11,803**	**8,434**	**$478,445,397**	

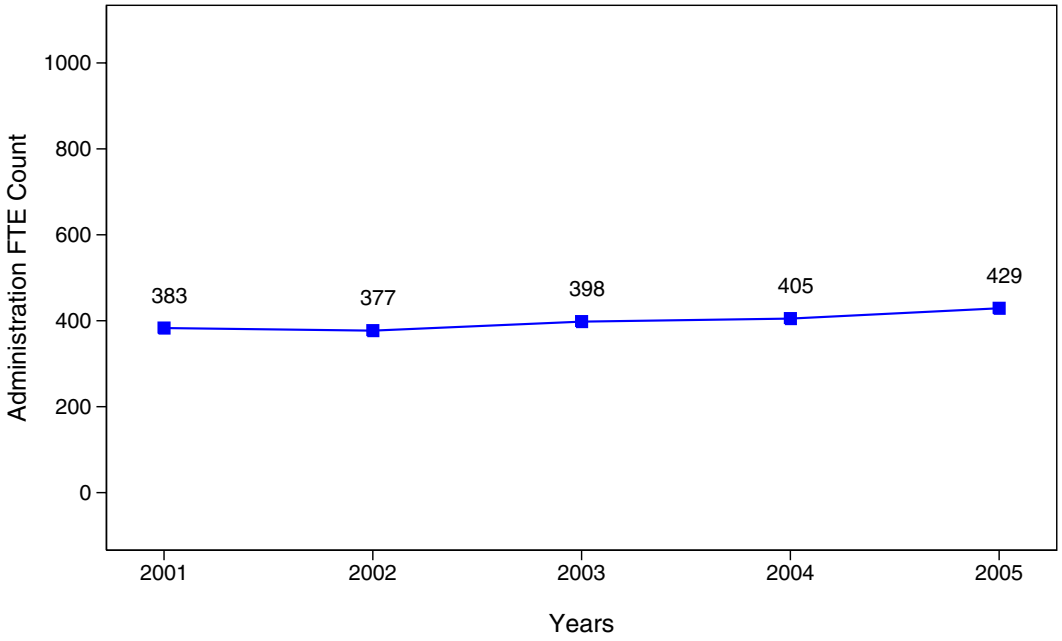
a. Salary plus estimated fringe benefits (33%) in current dollars.
b. Percentage of total special education compensation.

The numbers in these tables may be difficult to compare, so the following figures display the compensation numbers separately for administration, instruction, and non-instruction. The first set of figures present the average amount of compensation for all FTE positions, regardless of governance type. A preview (Section 1.4) of the remaining sections is offered by comparing the percent change in average compensation from 2000-01 to 2004-05 for each type of governance model. Section 1.5 presents the same information for the SSC governance type only. Section 1.6 is for the JSS and Section 1.7 is for the Interlocals—All Personnel. Section 1.8 shows the Interlocals — Corporation Personnel Only, and the last section (Section 1.9) shows the Interlocals — Planning Districts Only.

4.3 All Governance Types Combined

The following figures display administration counts and compensation per full-time-equivalent (FTE) for each year from 2001 to 2005, both in current dollars and in inflation-adjusted dollars.[3] Figure 4.1 shows the number of FTE administrators for each year of the interval. In 2001, there were 383 administrators and this number increased to 429 in 2005. Figure 4.2 shows that in terms of current dollars average FTE administration compensation increased from $75,249 in 2000-01 to $80,489 in 2004-05, an increase of 6.96 percent. However, after adjusting for inflation, the average administration compensation in 2004-05 is $74,593, a decrease of about 0.87 percent since 2000-01.

FIGURE 4.1 **FTE Administration Count, 2001-2005.**



3. Deflators retrieved from the U.S. Budget Office: http://www.gpoaccess.gov/usbudget/fy06/hist.html

FIGURE 4.2 **All Governance Models: Average FTE Administration Compensation, 2001-2005.**

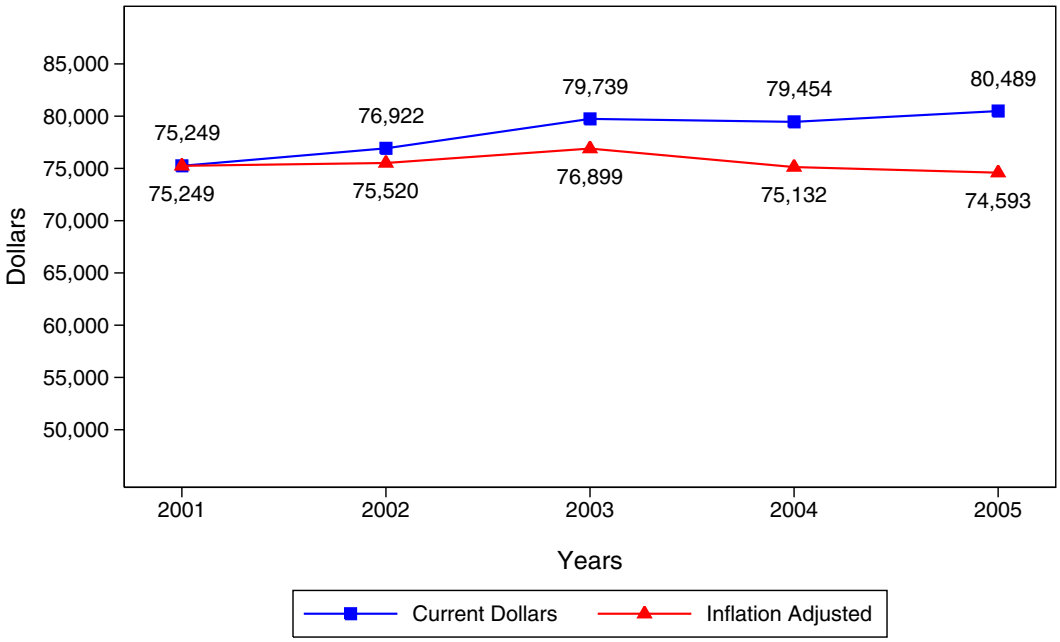


Figure 4.3 shows the FTE instructional personnel count. In 2001 there were 6,996 teachers and this number increased to 7,612 in 2005. Figure 4.4 shows that in current dollars average teacher compensation increased from $54,828 in 2000-01 to $60,091 in 2004-05, an increase of 9.6 percent, based on current dollars. However, after adjusting for inflation, the average instructor salary in 2004-05 is $55,690, an increase of about 1.57 percent since 2000-01.

FIGURE 4.3 **FTE Teacher Count, 2001-2005.**

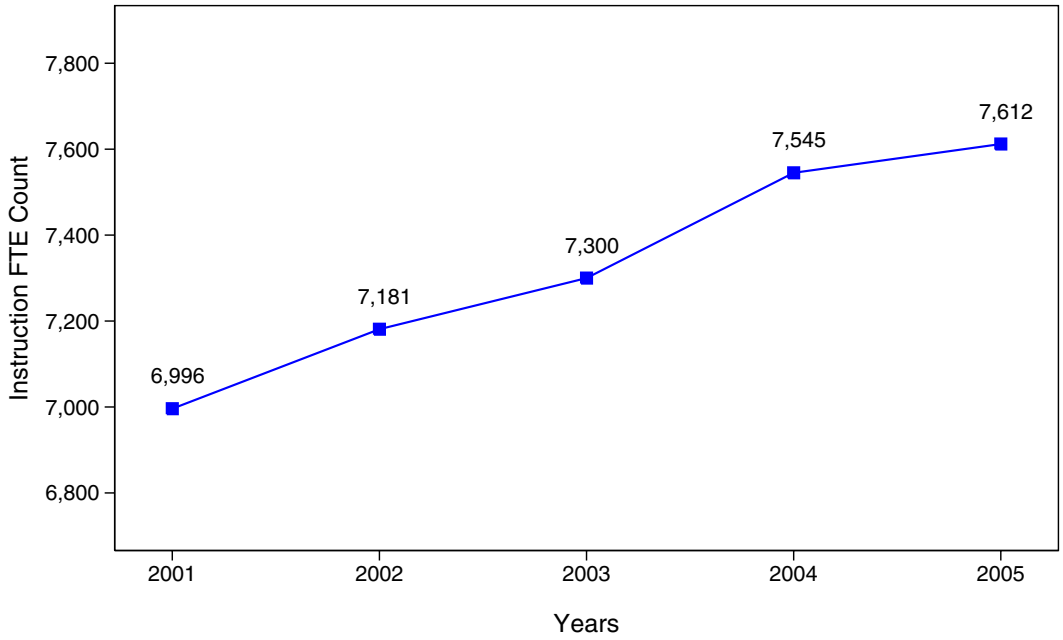


FIGURE 4.4 **All Governance Models: Average FTE Teacher Compensation, 2001-2005.**

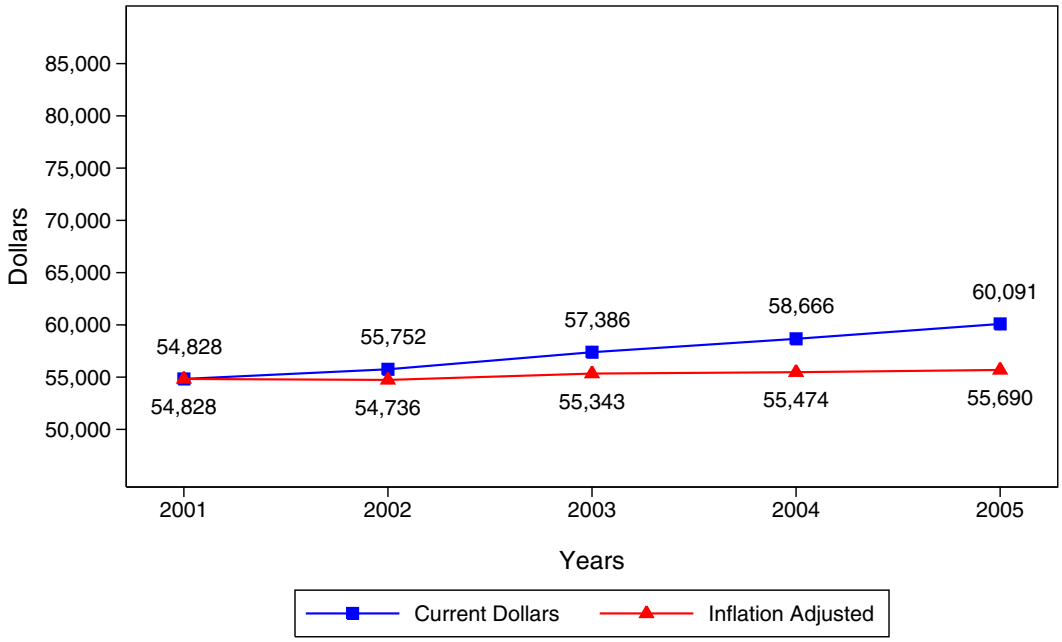


Figure 4.5 shows the number of FTE direct services non-instructional personnel increased from 1,055 in 2001 to 1,109 in 2005. In Figure 4.6 the average FTE non-instruction compensation in current dollars increased from $62,606 in 2000-01 to $69,810 in 2004-05, an increase of 11.51 percent based on current dollars. However, after adjusting for inflation, the average instructor compensation in 2004-05 is $64,698, an increase of about 3.34 percent since 2000-01.

FIGURE 4.5 **FTE Non-Instructional Personnel Count, 2001-2005.**

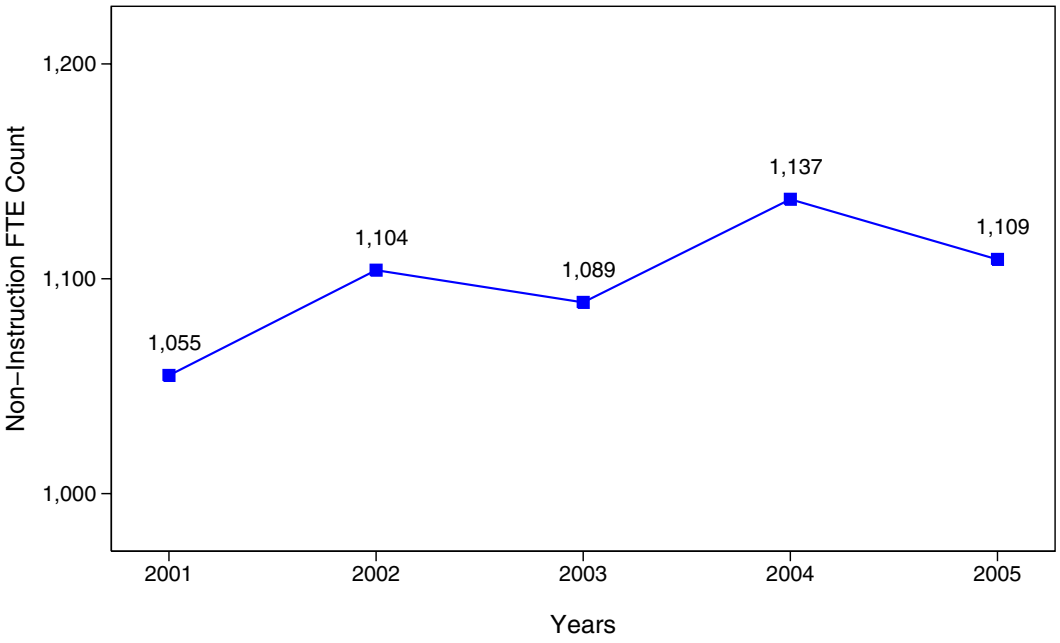


FIGURE 4.6 **All Governance Models: Average FTE Non-Instructional Personnel Compensation, 2001-2005.**

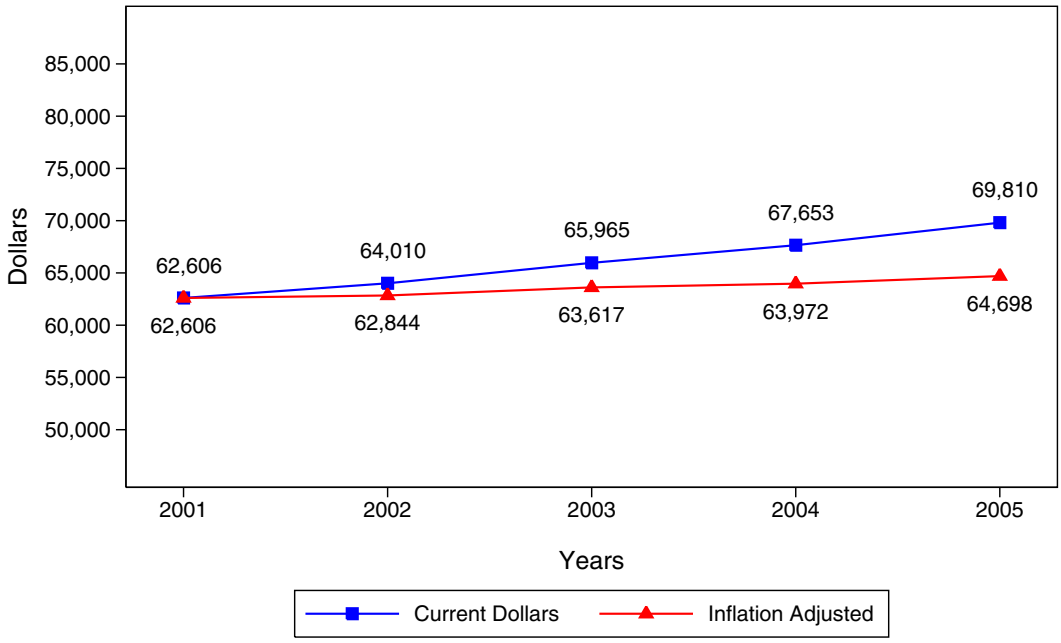


Figure 4.7 shows the percentage of compensation for each personnel category from 2001 to 2005. For teachers, compensation rises from 80.17 percent in 2001 to 80.34 percent in 2005, a percent change of 0.21 percent. For direct services non-instructional personnel, compensation decreased from 13.80 percent in 2001 to 13.60 in 2005, a percent change of -1.45 percent. The percentage of compensation for administration increased from 6.02 percent in 2001 to 6.06 in 2005, a percent change of 0.7 percent.

FIGURE 4.7 **All Governance Models: Compensation Percentage by Personnel Category, 2001-2005.**

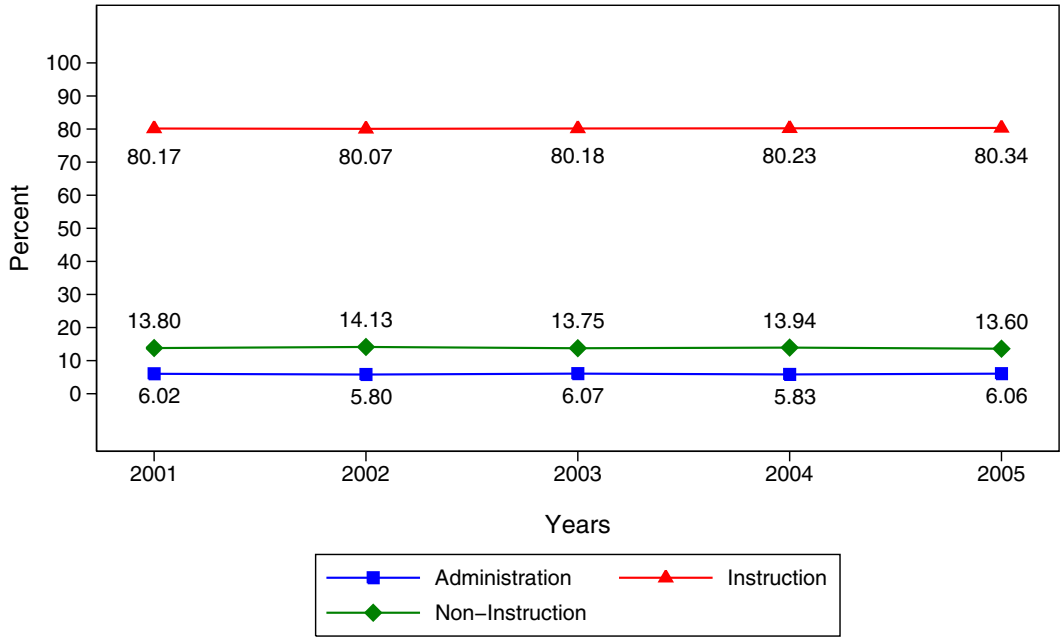
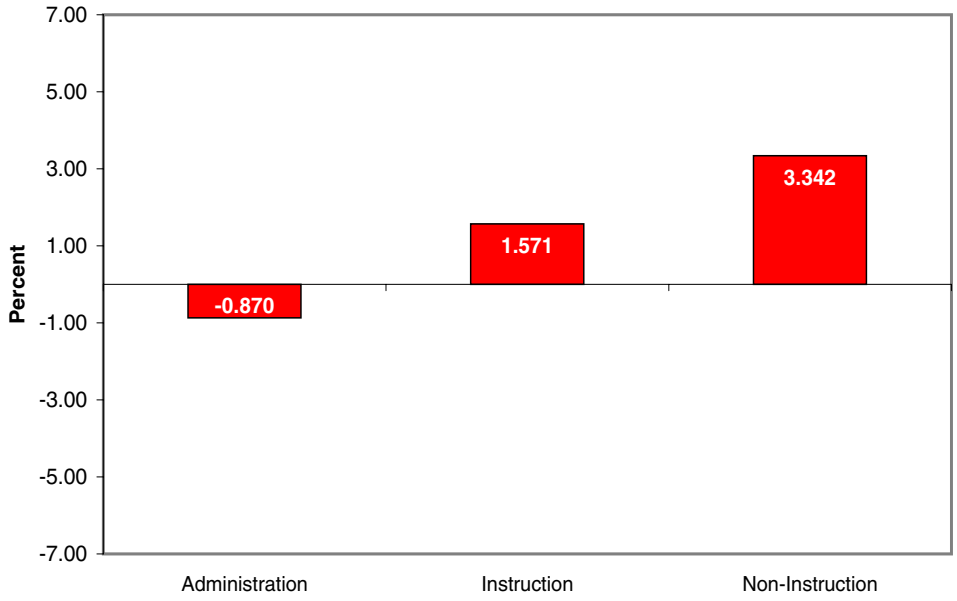


Figure 4.8 shows the percent change from 2000-01 to 2004-05 in administration, instructional, and non-instructional compensation dollars, as contrasted with percentages of compensation as shown in the previous figure. During this interval, administration compensation decreased 0.87 percent, instructional compensation increased 1.57 percent, and non-instructional compensation increased 3.34 percent.

FIGURE 4.8 **All Governance Models: Percent Change in Compensation by Personnel Category, 2001-2005**



This concludes the reporting of the FTE and compensation for all personnel categories combined.

4.4 Percent Change in Compensation by Governance Model

Before looking at the figures that show the yearly numbers specific to each governance model, we present figures that summarize the percent change in compensation for the three personnel categories during the five-year interval.

4.4.1 Administration

Figure 4.9 shows that administrative compensation in the JSS governance model rose 0.95 percent during this five-year interval while the average administrative compensation decreased 5 percent under the SSC governance model, and also decreased for Interlocals by about 1.54 percent.

Figure 4.10 shows the inflation adjusted average FTE administration compensation by governance model for each year of the interval. The average FTE administrator compensation in Single School Corporations (SSC) is consistently the highest of the three governance models during the five-year interval. The five-year average for SSC administrators is $81,432. This is $6,031 higher than the five-year average for all governance models ($75,401). The five-year average administration compensation in Interlocals is consistently the lowest of the three governance models. In comparison, the five-year average for Interlocal administrators is $70,771. This is $4,629 less than the five-year average for all governance models ($75,401). The five-year average FTE administration compensation in Joint Service and Supply (JSS) follows the average for all governance models very closely. The five-year average for JSS administrators was $76,002, which is only $603 above the average for all governance models.

Figure 4.11 illustrates that while SSC have the largest five-year average FTE administration compensation ($81,432), the percentage SSC spent on administration is the smallest — an average of 4 percent for 2001-2005. In contrast, Interlocals have the smallest average FTE administration compensation ($70,771) but spent the largest percentage — 8 percent.

FIGURE 4.9 **Percent Change in Administrative Compensation by Governance Type, 2001-2005**

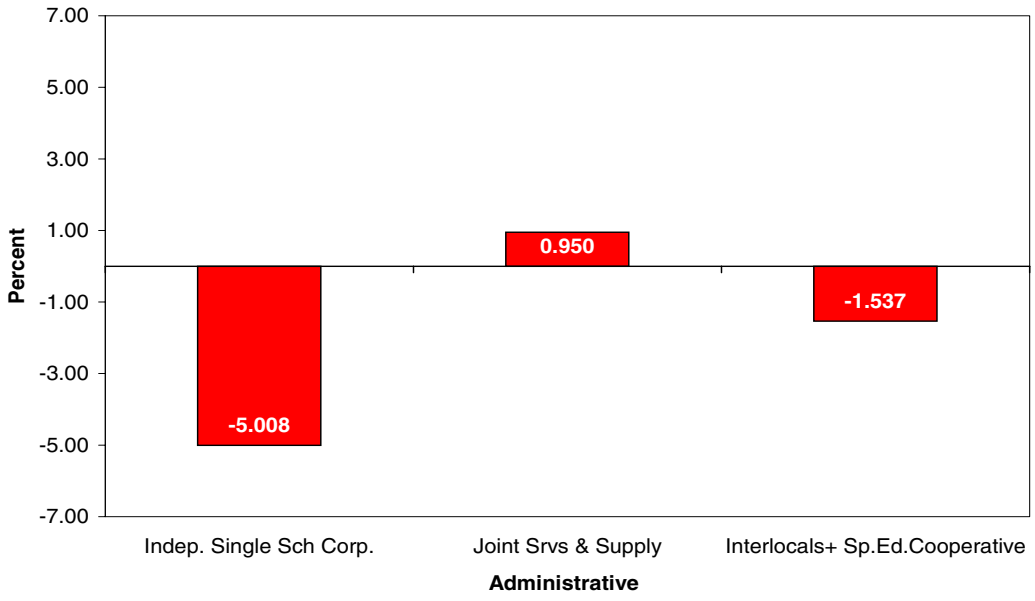


FIGURE 4.10 **Average FTE Administration Compensation (Inflation Adjusted) by Governance Model, 2001-2005.**

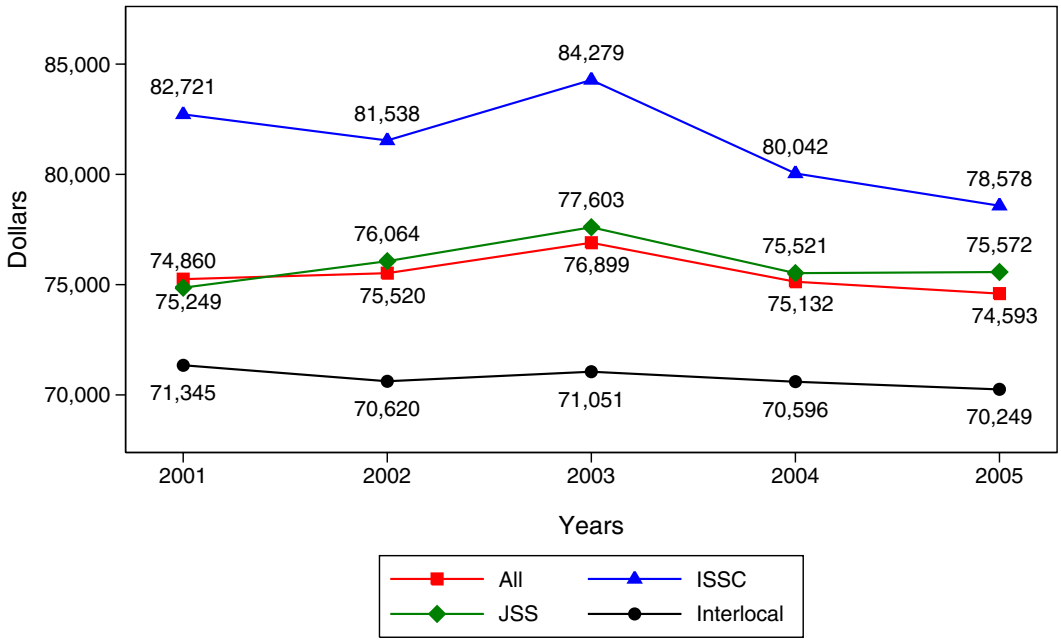
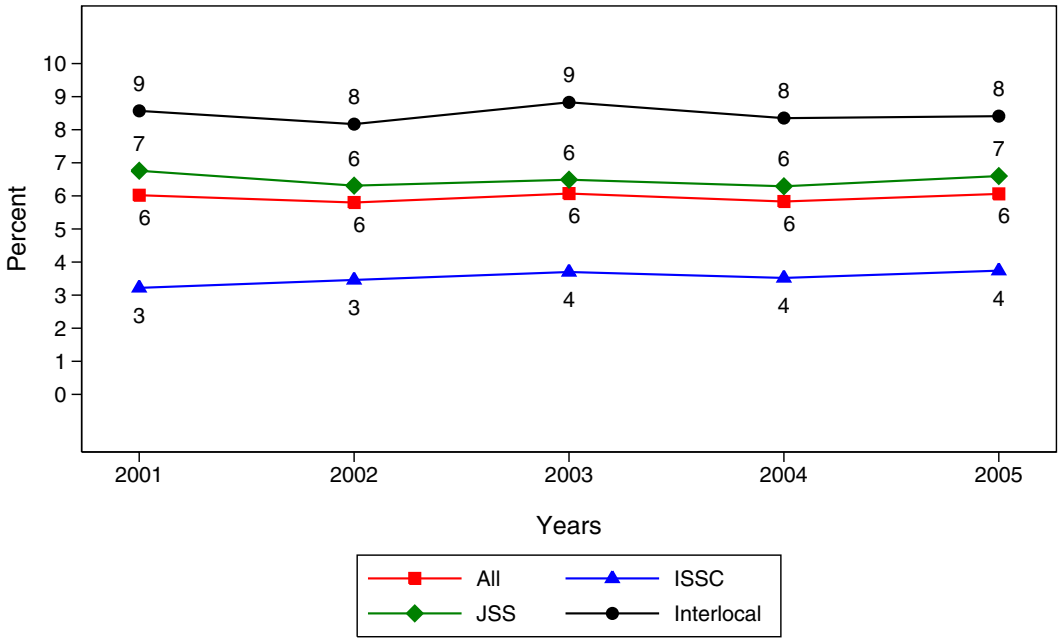


FIGURE 4.11 **Percentage FTE Administration inflation adjusted Compensation by Governance Model, 2001-2005.**



4.4.2 Instruction

Figure 4.12 shows the average teacher compensation increased the most (3.41 percent) in the SSC governance model, a little more than three-fourths of one percent in JSS, and four-fifths of one percent in Interlocals.

Figure 4.13 illustrates that the average FTE teacher compensation in Single School Corporations (SSC) was consistently the highest of the three governance models during the five-year interval. The five-year average for SSC teachers was $56,997. This is $1,722 higher than the five-year average for all governance models ($55,275). The average teacher compensation in Interlocals was consistently the lowest of the three governance models during the five-year interval. The five-year average for Interlocal teachers was $54,271. This is $1,004 less than the five-year average for all governance models ($55,275). The average FTE teacher compensation in Joint Service and Supply is closest to the average for all

governance models. The five-year average for JSS teachers was $54,594, which is $681 below the five-year average for all governance models.

Figure 4.14 shows that although SSC have the largest average FTE instruction compensation ($56,997), the percentage SSC spent on instruction is the smallest — an average of 78 percent for 2001-2005. Interlocals have the smallest average FTE instruction compensation ($54,271) but spend the largest percentage — 82 percent.

FIGURE 4.12 **Percent Change in Teacher Compensation by Governance Type, 2001-2005**

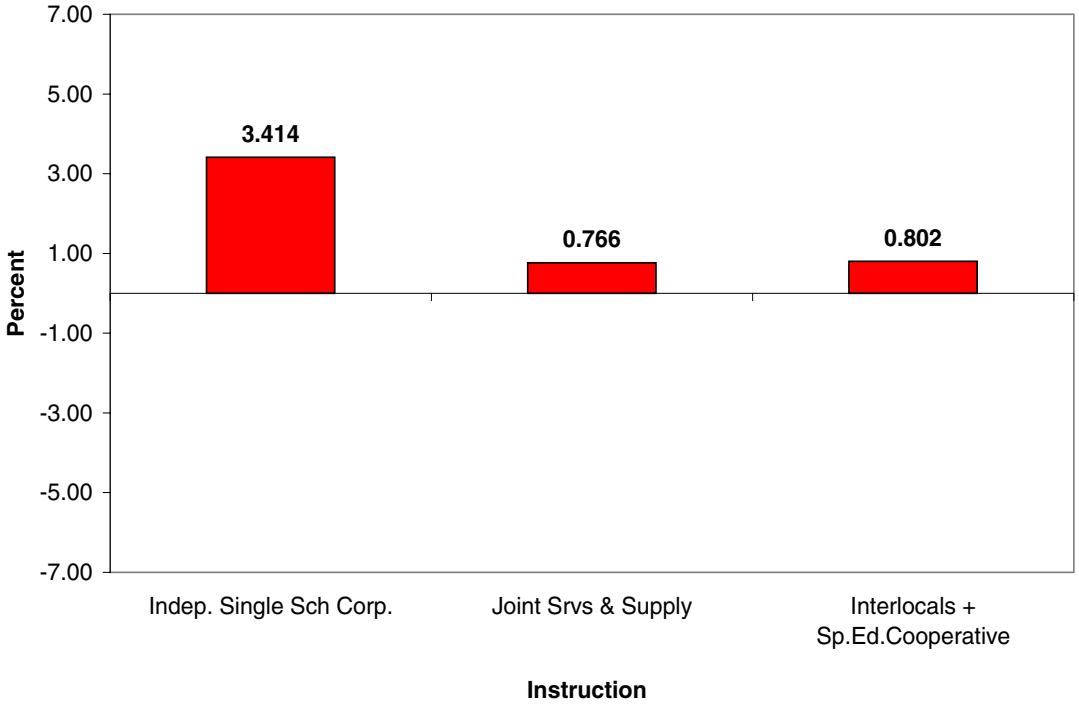


FIGURE 4.13 **Average FTE Teacher Compensation (Inflation Adjusted) by Governance Model, 2001-2005.**

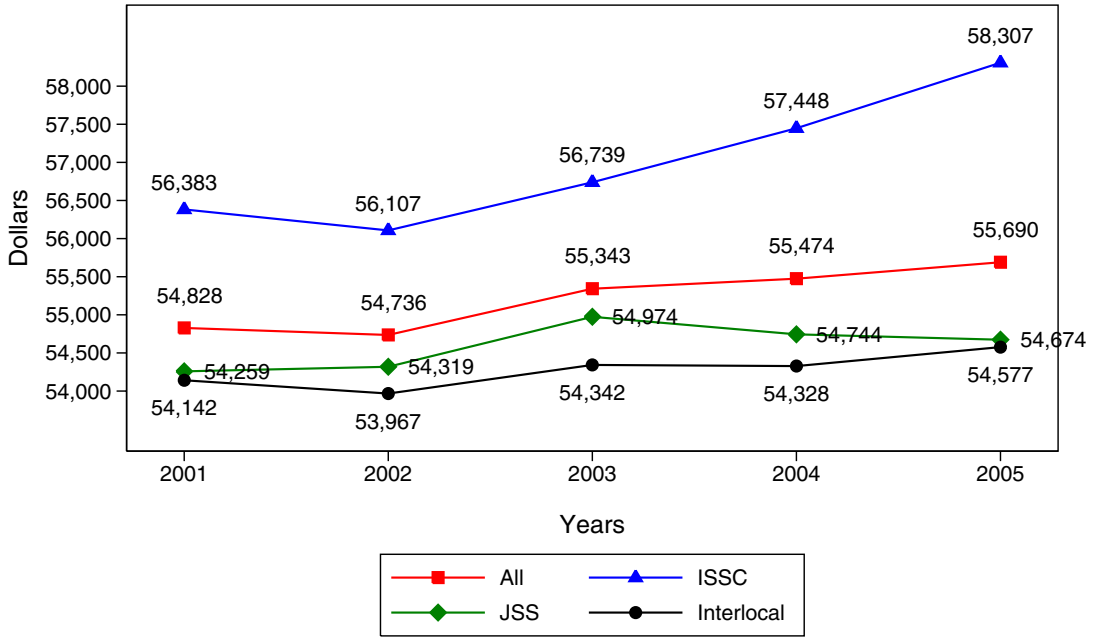
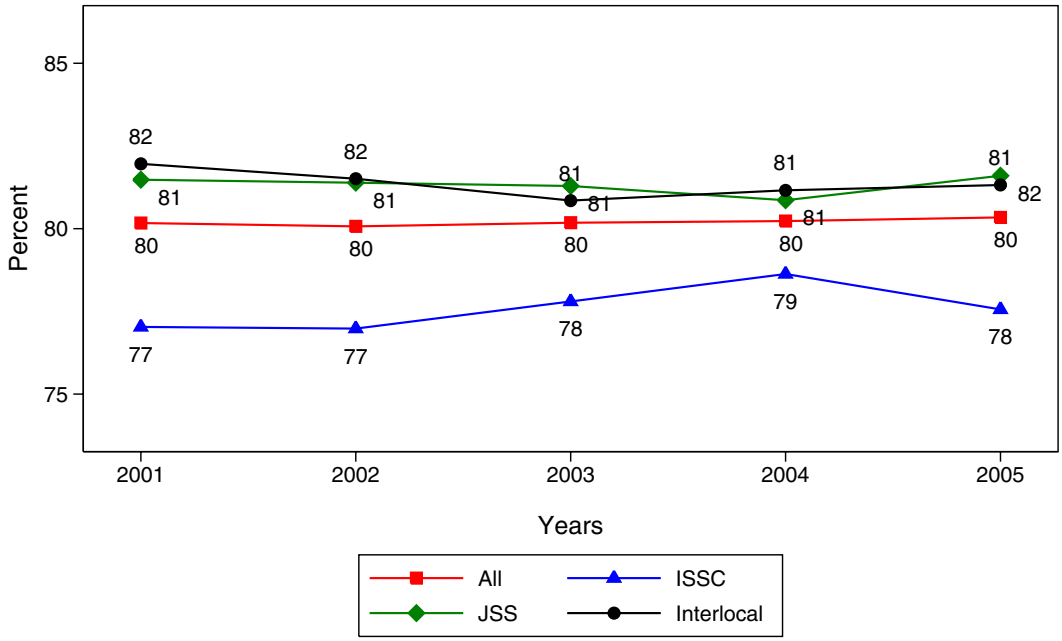


FIGURE 4.14 **Percentage FTE Instruction Compensation by Governance Model, 2001-2005.**



4.4.3 Non-Instruction

Figure 4.15 shows average direct services non-instructional personnel compensation increased 6.85 percent under the SSC governance model, 2.37 percent for Interlocals, and about nine-tenths of one percent for the JSS governance model.

Figure 4.16 shows the average FTE non-instruction compensation in SSCs was consistently the highest of the three governance models during the five-year interval. The five-year average for SSC direct services non-instructional personnel is $67,513. This is $3,966 higher than the five-year average for all governance models ($63,547). The average non-instruction compensation in Interlocals was consistently the lowest of the three governance models during the five-year interval. The five-year average for Interlocal direct services non-instruction personnel was $60,738. This is $2,809 less than the five-year average for all governance models ($63,548). The five-year average FTE direct services non-instructional personnel compensation for Joint Service and Supply is close to the average for Interlocals. The average for JSS teachers was $61,348, which is $2,199 below the five-year average for all governance models.

Figure 4.17, in conjunction with Figure 4.16, shows that SSC have the largest average FTE direct services non-instructional personnel compensation ($67,513) and the largest percentage spent on non-instructional personnel — an average of 19 percent for 2001-2005. Interlocals have the smallest average FTE direct services non-instructional personnel compensation ($60,738) and spend the smallest percentage — 10 percent.

FIGURE 4.15 **Percent Change in Direct Services Non-instructional Personnel Compensation by Governance Type, 2001-2005**

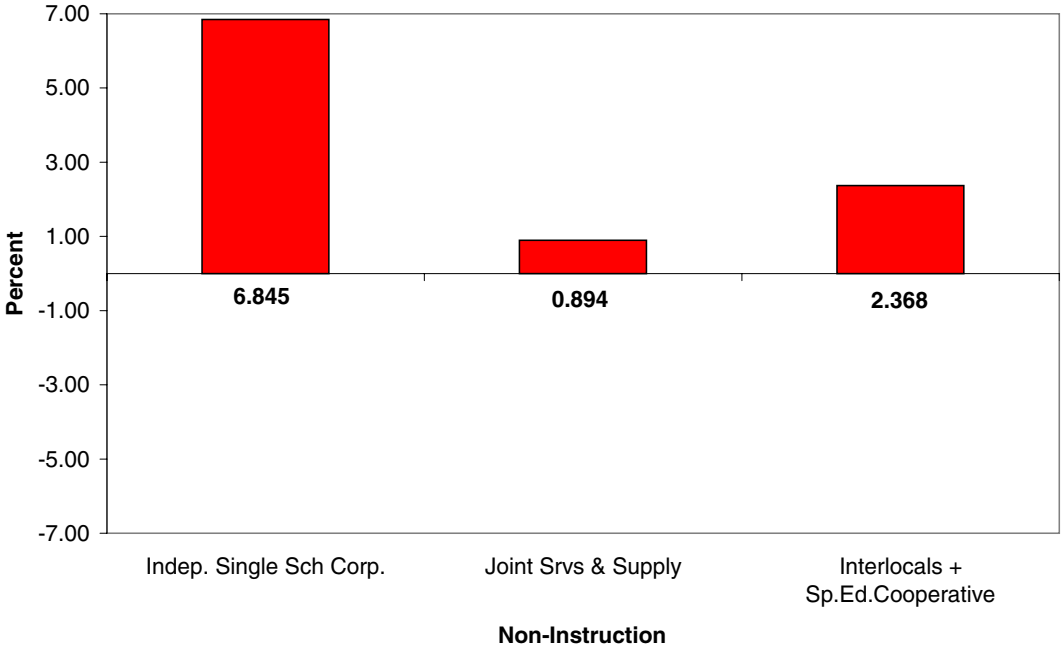


FIGURE 4.16 **Average FTE Direct Services Non-Instructional Personnel Compensation (Inflation Adjusted) by Governance Model, 2001-2005.**

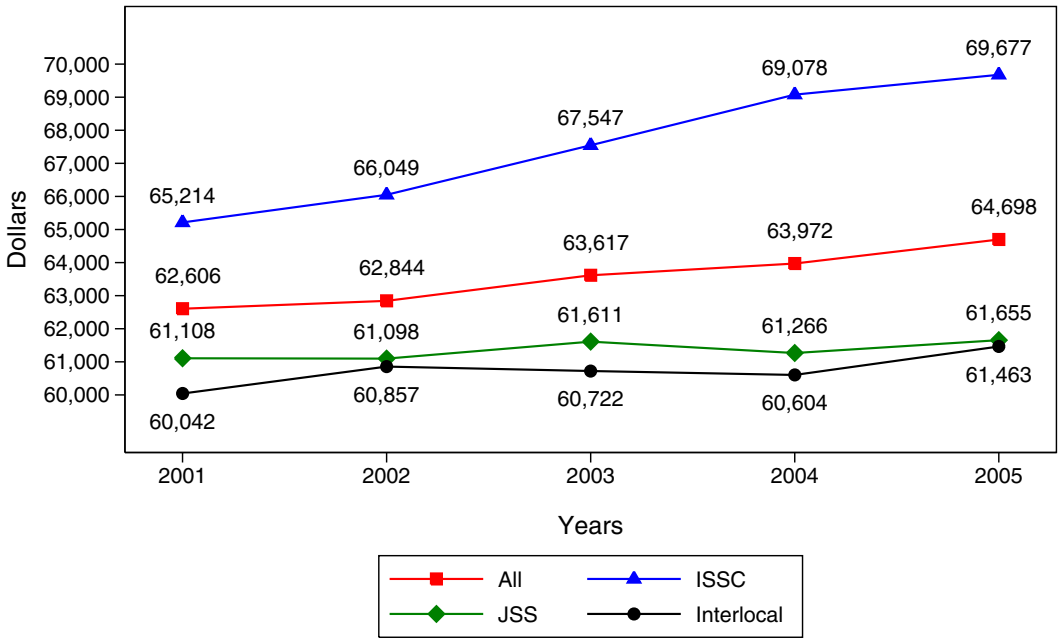
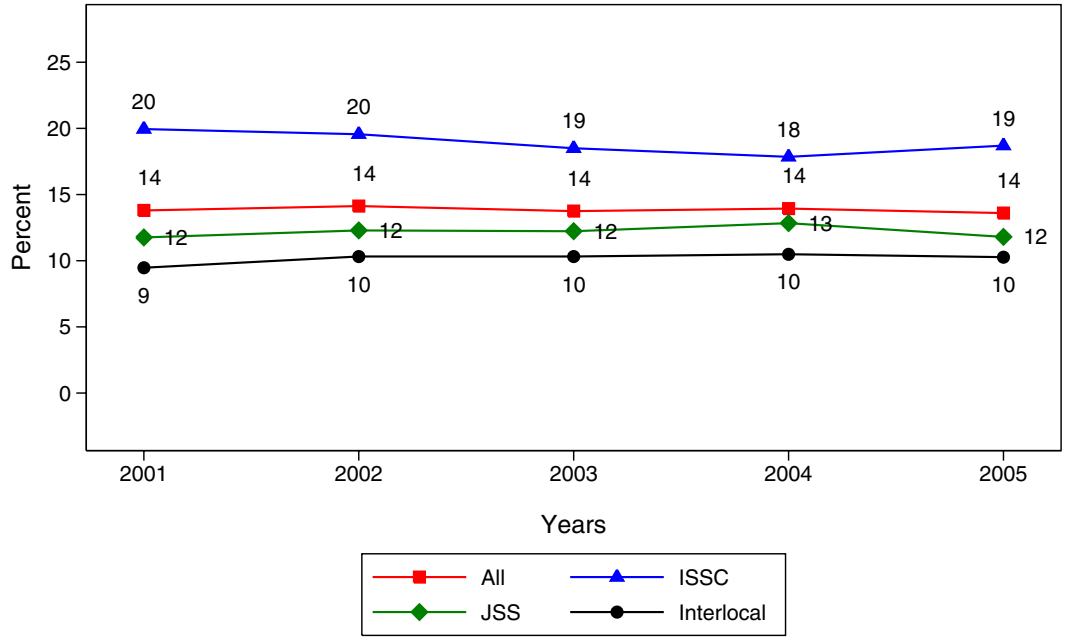


FIGURE 4.17 **Percentage FTE Non-Instruction Compensation by Governance Model, 2001-2005.**



4.5 Single School Corporations (SSC)

The following figures display administration compensation per FTE for each year from 2001 to 2005, in current dollars and in inflation-adjusted dollars. Figure 4.18 shows that in terms of current dollars average administration compensation increased from $82,721 in 2000-01 to $87,788 in 2004-05, an increase of 2.50 percent. However, after adjusting for inflation, the average administration compensation in 2004-05 is $78,578, a *decrease* of about 5 percent since 2000-01.

Figure 4.19 shows that in current dollars average FTE teacher compensation increased from $56,383 in 2000-01 to $62,916 in 2004-05, an increase of 11.59 percent based on current dollars. However, after adjusting for inflation, the average teacher salary in 2004-05 is $58,307, an increase of about 3.41 percent since 2000-01.

In Figure 4.20 the average FTE direct services non-instructional personnel compensation in current dollars increased from $65,214 in 2000-01 to $75,185 in 2004-05, an increase of 15.29 percent based on current dollars. However, after adjusting for inflation, the average FTE direct services non-instructional personnel compensation in 2004-05 is $69,677, an increase of about 6.84 percent since 2000-01.

Figure 4.21 shows the percentage of compensation for each personnel category from 2001 to 2005. The percentage for teachers rises from 77.03 percent in 2001 to 77.56 percent in 2005, a percent increase of 0.69 percent during this interval. The percentage of direct services non-instructional personnel compensation decreased from 19.75 percent in 2001 to 18.70 in 2005, a percent change of -5.30 percent during these five years. The percentage of compensation for administration increased from 3.22 percent in 2001 to 3.74 in 2005, a percent increase of 16.15 percent.

As discussed in Section 1.4.1, Figure 4.9 shows the percent change from the 2000-01 school year to the 2004-05 school year in average FTE administration compensation dollars, Figure 4.12 in Section 1.4.2 shows the change in average FTE teacher compensation dollars, and Figure 4.15 in Section 1.4.3 shows the change in average FTE direct services non-instructional personnel compensation dollars.

FIGURE 4.18 **SSC Governance Model: Average FTE Administrator Compensation, 2001-2005.**

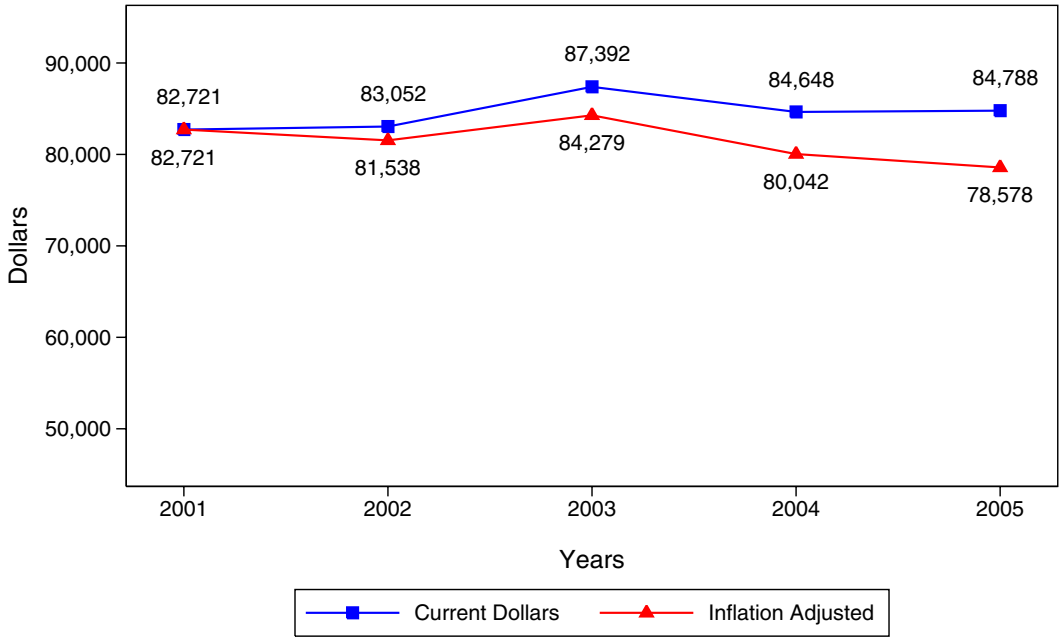


FIGURE 4.19 **SSC Governance Model: Average FTE Teacher Compensation, 2001-2005.**

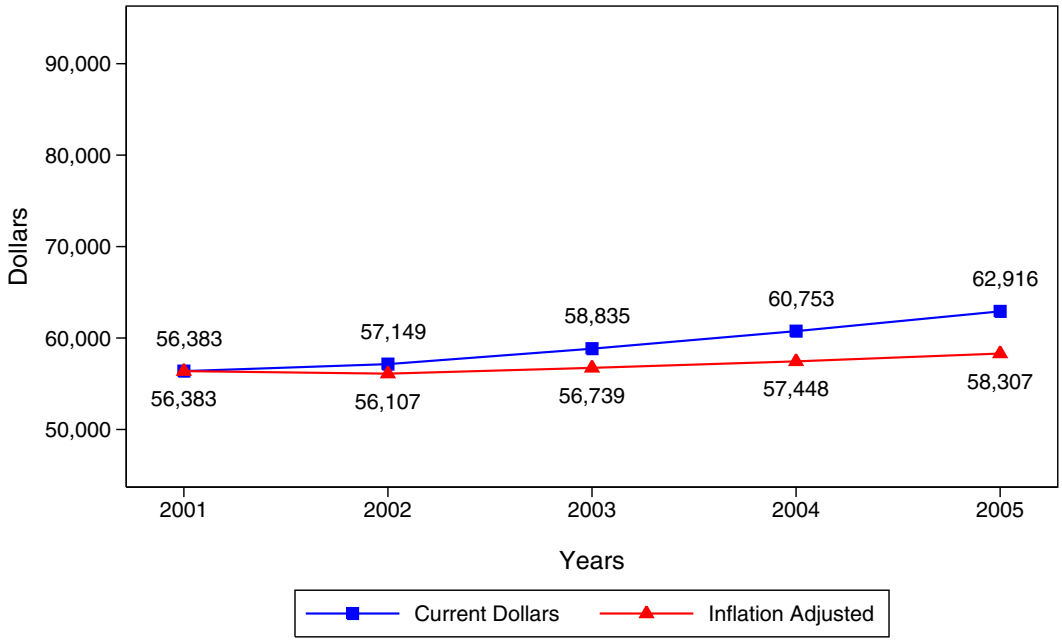


FIGURE 4.20 **SSC Governance Model: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005.**

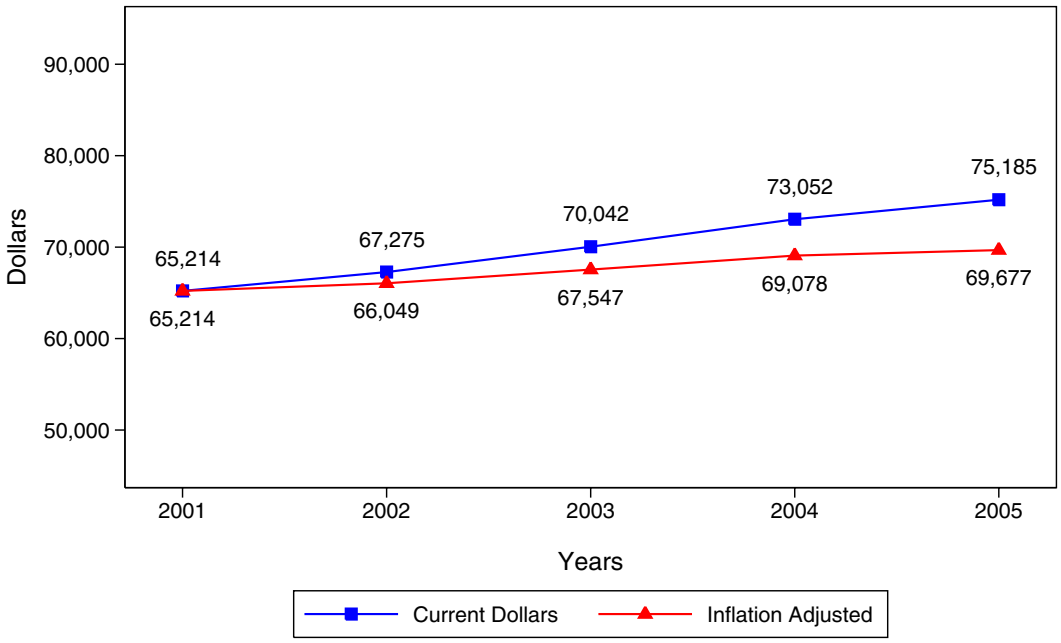
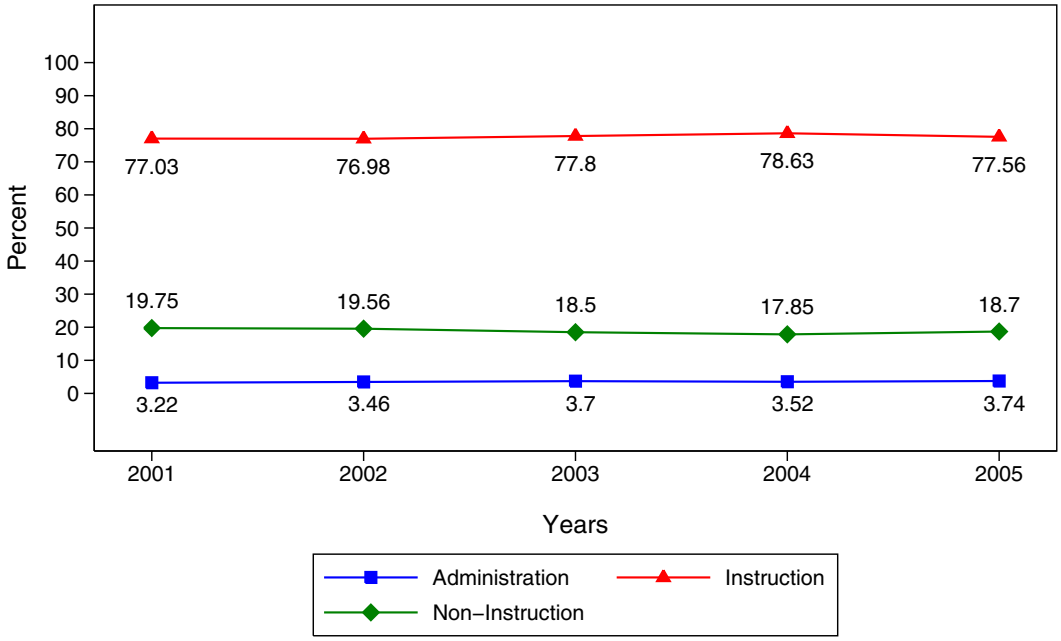


FIGURE 4.21 **SSC Governance Model: Compensation Percentages by Personnel Category 2001-2005.**



4.6 Joint Service and Supply

The following figures display administration salary per full-time-equivalent (FTE) for each year from the 2000-01 school year to the 2005-05 school year, both in current dollars and in inflation-adjusted dollars. Figure 4.22 shows that in terms of current dollars average administration compensation increased from $74,860 in 2000-01 to $81,544 in 2004-05, an increase of 8.93 percent. However, after adjusting for inflation, average FTE administration compensation in 2004-05 is $75,572, an increase of about 0.95 percent since 2000-01.

Figure 4.23 shows that in current dollars average FTE teacher compensation increased from $54,259 in 2000-01 to $58,995 in 2004-05, an increase of 8.73 percent based on current dollars. However, after adjusting for inflation, average FTE teacher compensation in 2004-05 is $54,674, an increase of about 0.76 percent since 2000-01.

In Figure 4.24 the average direct services non-instructional personnel compensation in current dollars increased from $61,108 in 2000-01 to $66,528 in 2004-05, an increase of 8.87 percent based on current dollars. However, after adjusting for inflation, average FTE instruction compensation in 2004-05 is $61,655, an increase of about 0.89 percent since 2000-01.

Figure 4.25 shows the percentage compensation for each personnel category from the 2000-01 school year to the 2004-05 school year. The percentage for instruction rises from 81.48 percent in 2001 to 81.60 percent in 2005, a percent increase of 0.15 during this interval. The percentage of direct services non-instructional personnel compensation increased from 11.76 percent in 2001 to 11.80 in 2005, a percent change of 0.34 percent during these five years. The percentage of compensation for administration *decreased* from 6.76 percent in 2001 to 6.60 in 2005, a percent decrease of 2.37 percent.

The changes reported in the above paragraphs are shown as bar graphs in Figure 4.26.

As discussed in Section 1.4.1, Figure 4.9 shows the percent change from 2000-01 to 2004-05 in average FTE teacher compensation dollars, Figure 4.12 in Section 1.4.2 shows the change in average FTE teacher compensation dollars, and Figure 4.15 in Section 1.4.3 shows the change in average FTE direct services non-instructional personnel compensation dollars.

FIGURE 4.22 **JSS Governance Model: Average FTE Administrator Compensation, 2001-2005.**

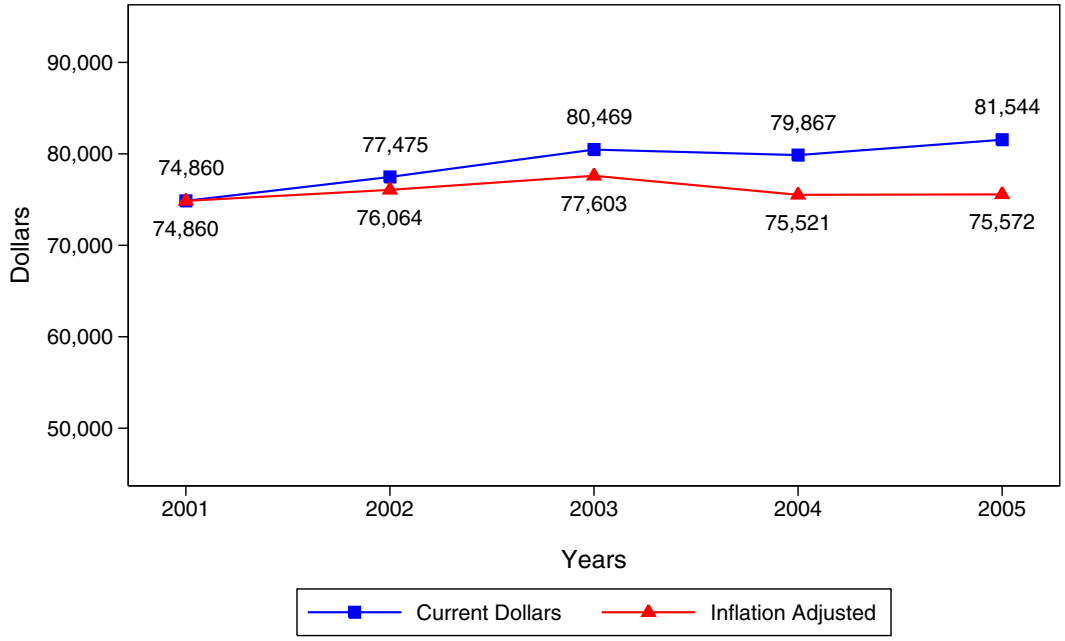


FIGURE 4.23 **JSS Governance Model: Average FTE Teacher Compensation, 2001-2005.**

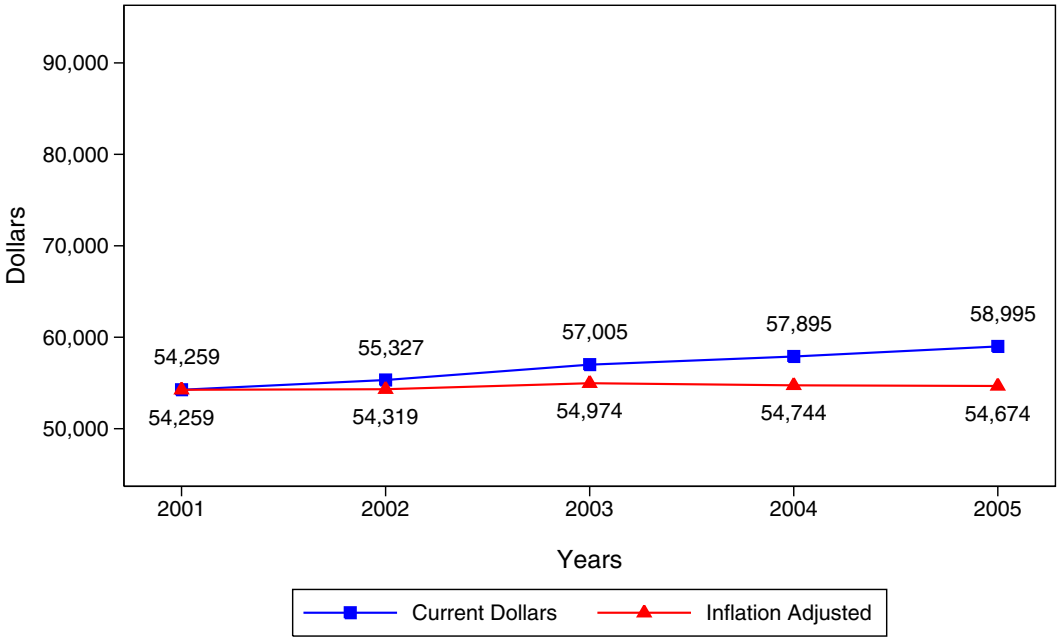


FIGURE 4.24 **JSS Governance Model: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005.**

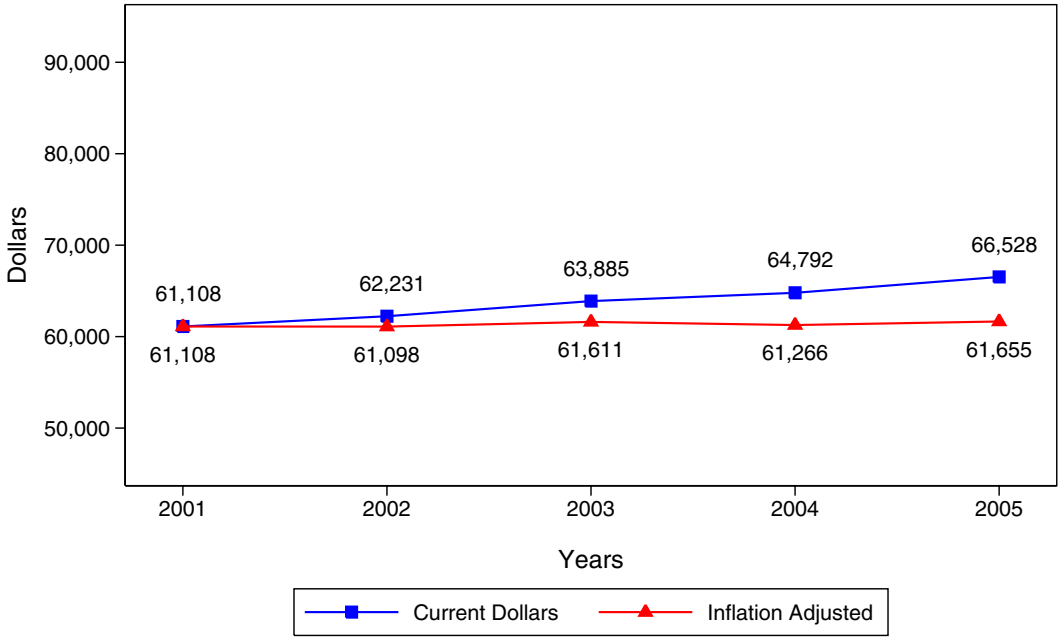


FIGURE 4.25 **JSS Governance Model: Compensation Percentages by Personnel Category 2001-2005.**

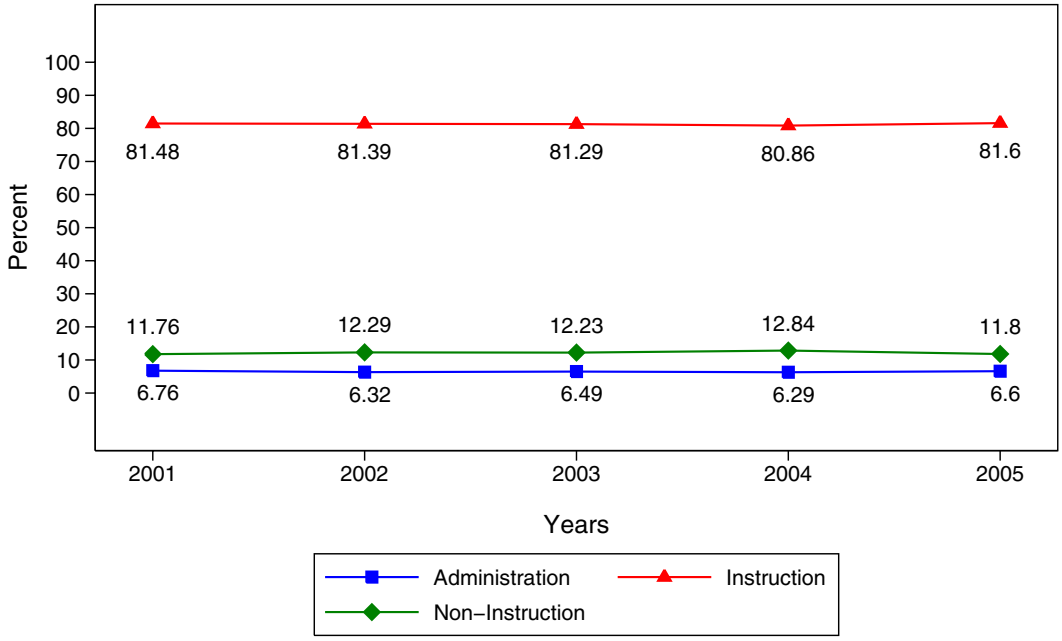
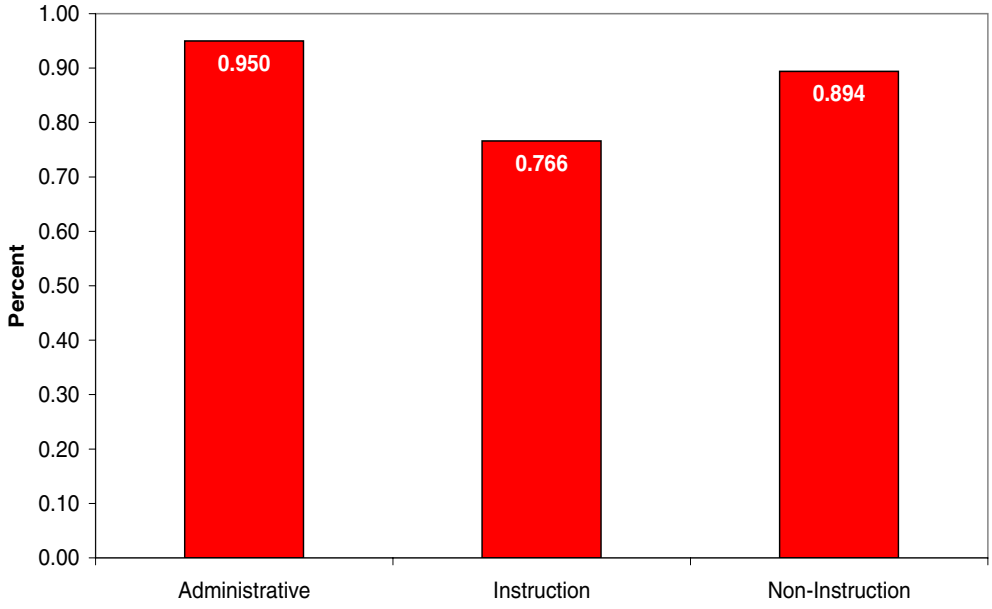


FIGURE 4.26 **JSS Governance Model: Percent Change in JSS Compensation, 2001-2005**



4.7 Interlocals—All Personnel

The following figures display average FTE administration compensation for each school year from 2000-01 to 2004-05, both in current dollars and in inflation-adjusted dollars. Figure 4.27 shows that in terms of current dollars average FTE administration compensation increased from $71,345 in 2000-01 to $75,802 in 2004-05, an increase of 6.25 percent. However, after adjusting for inflation, the average FTE administration compensation in 2004-05 is $70,249, a *decrease* of about 1.54 percent since 2000-01.

Figure 4.28 shows that in current dollars average FTE teacher compensation increased from $54,142 in 2000-01 to $58,890 in 2004-05, an increase of 8.77 percent based on current dollars. However, after adjusting for inflation, the average FTE instruction compensation in 2004-05 is $54,577, an increase of about 0.80 percent since 2000-01.

In Figure 4.29 the average FTE direct services non-instructional personnel compensation in current dollars increased from $60,042 in 2000-01 to $66,320 in 2004-05, an increase of 10.46 percent based on current dollars. However, after adjusting for inflation, the average FTE instructor compensation in 2004-05 is $61,463, an increase of about 2.37 percent since 2000-01.

Figure 4.30 shows the percentage of compensation for each personnel category from 2001 to 2005. The percentage for instruction rises from 81.96 percent in 2001 to 81.32 percent in 2005, a percent decrease of 0.78 during this interval. The percentage of direct services non-instructional personnel compensation increased from 9.47 percent in 2001 to 10.27 in 2005, a percent change of 8.45 during these five years. The percentage of compensation for administration decreased from 8.57 percent in 2001 to 8.41 in 2005, a decrease of 1.87 percent.

The changes reported in the above paragraphs are shown as bar graphs in Figure 4.31.

As discussed in Section 4.4.1, Figure 4.9 shows the percent change from 2000-01 to 2004-05 in average FTE administration compensation dollars, Figure 4.12 in Section 4.4.2 shows the change in average FTE teacher compensation dollars, and Figure 4.15 in Section 4.4.3 shows the change in average FTE direct services non-instructional personnel compensation dollars.

FIGURE 4.27 **Interlocal+SEC All Personnel: Average FTE Administrator Compensation, 2001-2005.**

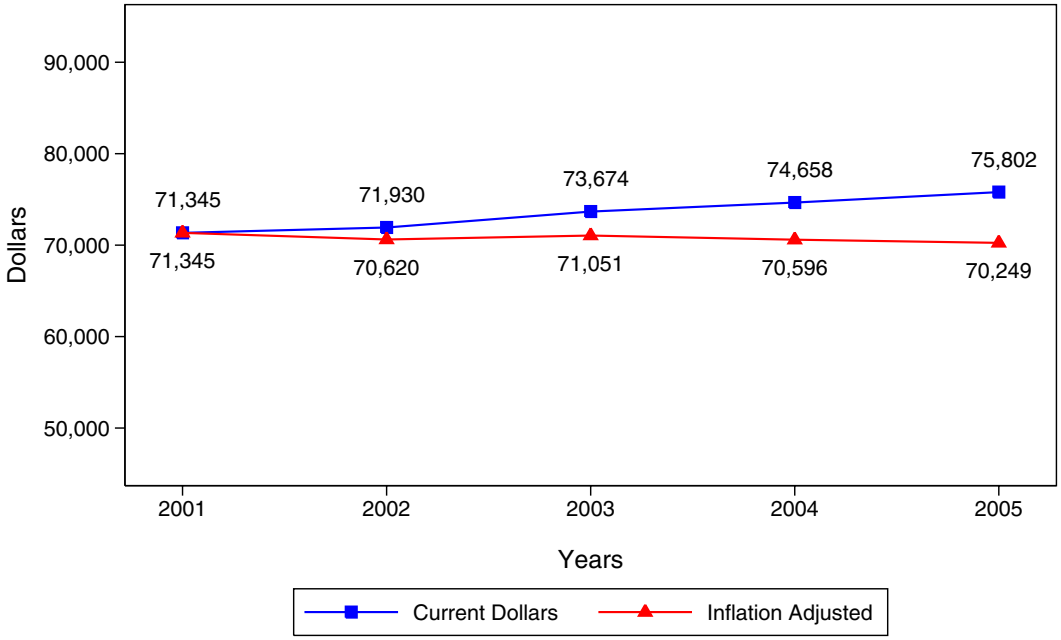


FIGURE 4.28 **Interlocal+SEC All Personnel: Average FTE Teacher Compensation, 2001-2005.**

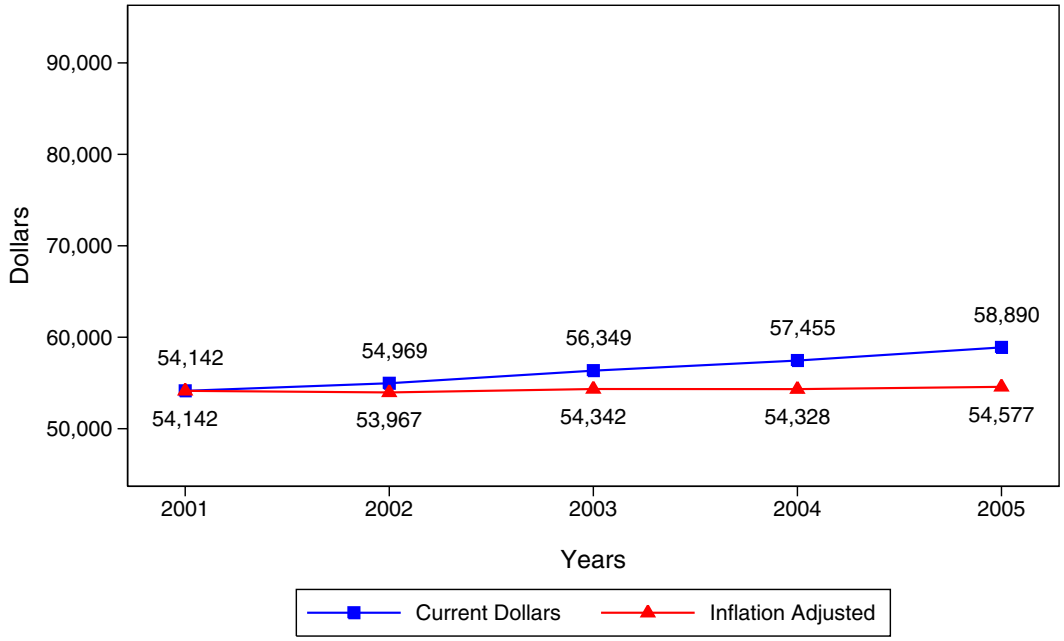


FIGURE 4.29 **Interlocal+SEC All Personnel: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005.**

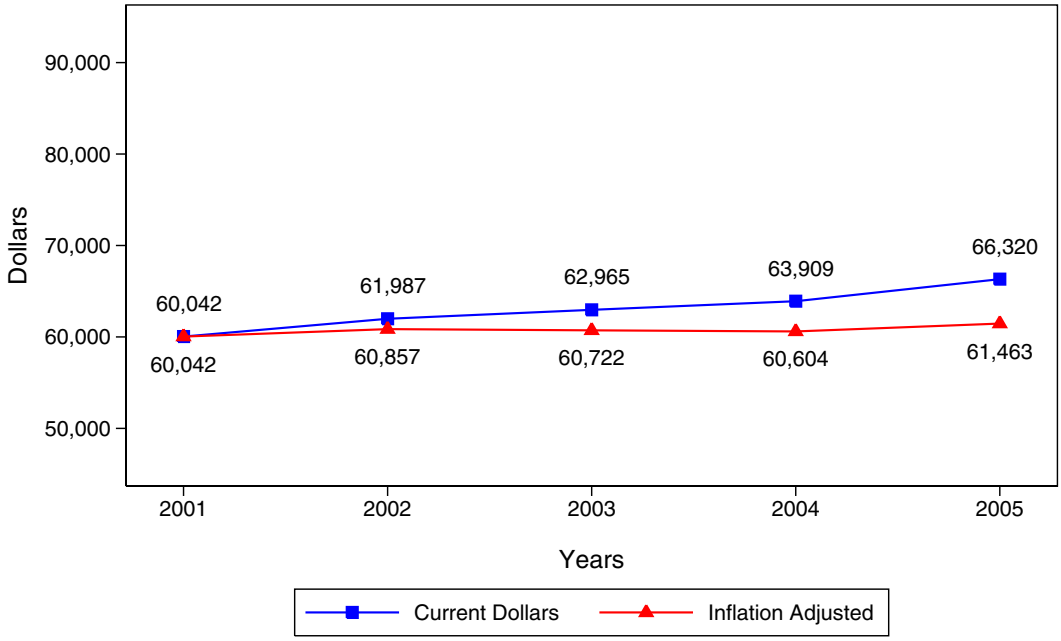


FIGURE 4.30 **Interlocal+SEC All Personnel: Compensation Percentages by Personnel Category 2001-2005.**

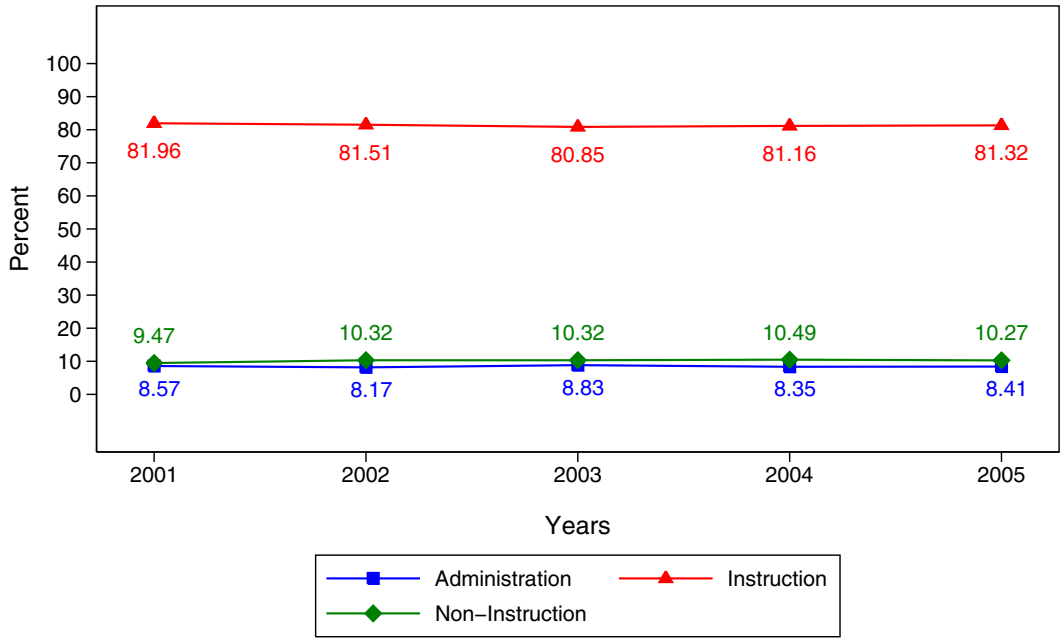
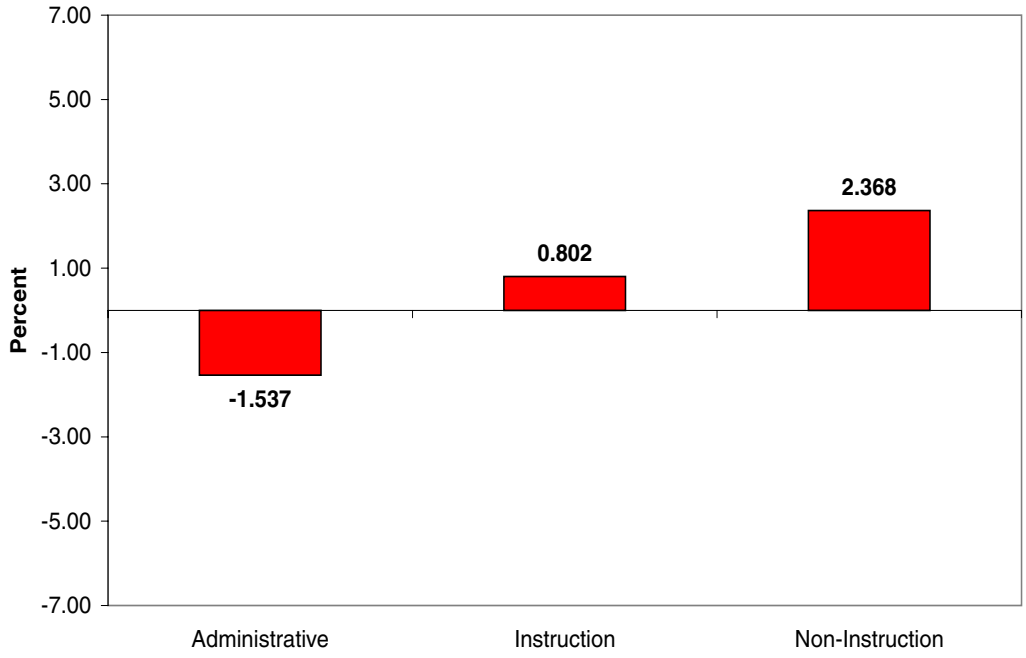


FIGURE 4.31 **Compensation Percent Change in Interlocal + SEC by Personnel Category, 2001-2005.**



4.8 Interlocals—Corporation Personnel Only

The following figures display administration compensation per full-time-equivalent (FTE) for each school year from 2000-01 to 2004-05, both in current dollars and in inflation-adjusted dollars. Figure 4.32 shows that in terms of current dollars average FTE administration compensation increased from $62,224 in 2000-01 to $66,258 in 2004-05, an increase of 6.48 percent. However, after adjusting for inflation, average FTE administration compensation in 2004-05 is $61,405, a decrease of about 1.32 percent since 2000-01.

Figure 4.33 shows that in current dollars average FTE teacher compensation increased from $55,194 in 2000-01 to $60,274 in 2004-05, an increase of 9.20 percent based on current dollars. However, after adjusting for inflation, average FTE teacher compensation in 2004-05 is $55,860, an increase of about 1.21 percent since 2000-01.

In Figure 4.34 the average FTE direct services non-instructional personnel compensation in current dollars increased from $55,392 in 2000-01 to $59,232 in 2004-05, an increase of 6.93 percent based on current dollars. However, after adjusting for inflation, average FTE direct services non-instructional personnel compensation in 2004-05 is $55,893, a decrease of about 0.90 percent since 2000-01.

Figure 4.35 shows the percentage of compensation for each personnel category from 2001 to 2005. The percentage for teacher salary falls from 87.83 percent in 2001 to 86.59 percent in 2005, a decrease of 1.41 percent during this interval. The percentage of direct services non-instructional personnel compensation increased from 5.85 percent in 2001 to 7.12 in 2005, a change of 21.71 percent during these five years. The percentage of compensation for administration decreased from 6.33 percent in 2001 to 6.29 in 2005, a decrease of 0.63 percent.

The changes reported in the above paragraphs are shown as bar graphs in Figure 4.36.

As discussed in Section 4.4.1, Figure 4.9 shows the percent change from 2000-01 to 2004-05 in average FTE administration compensation dollars, Figure 4.12 in Section 4.4.2 shows the change in average FTE teacher compensation dollars, and Figure 4.15 in Section 4.4.3 shows the change in average FTE direct services non-instructional personnel compensation dollars.

FIGURE 4.32 **Interlocal+SEC Corp Personnel Only: Average FTE Administration Compensation, 2001-2005.**

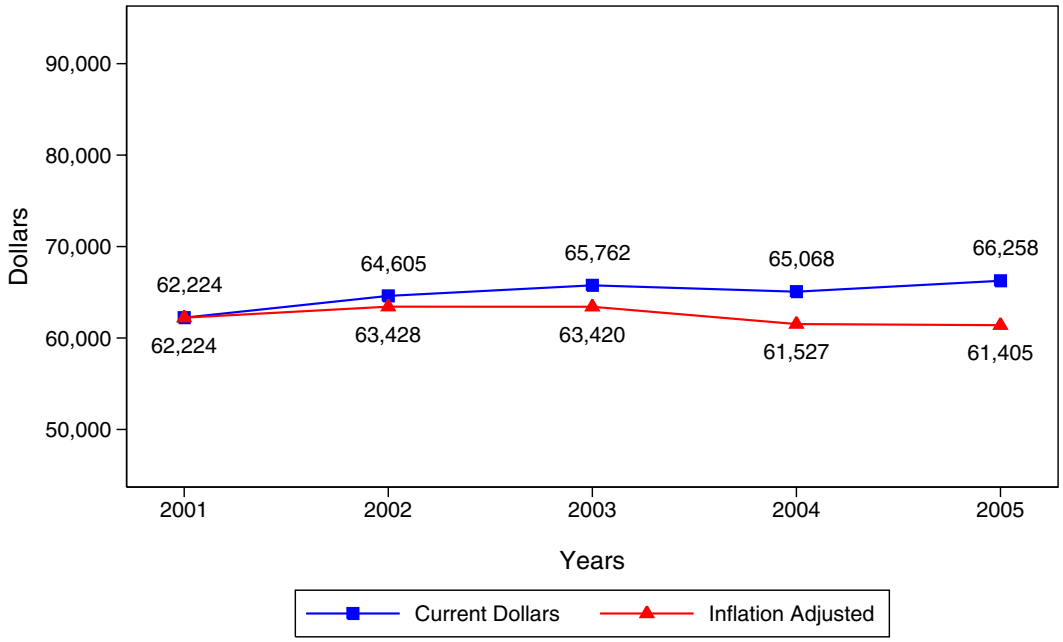


FIGURE 4.33 **Interlocal+SEC Corp Personnel Only: Average FTE Teacher Compensation, 2001-2005.**

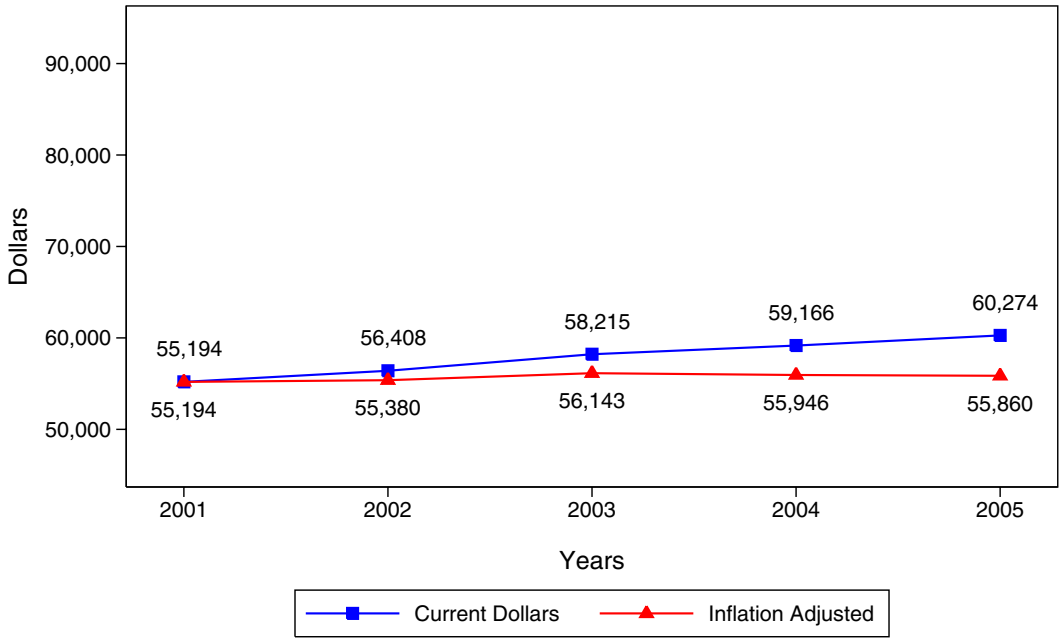


FIGURE 4.34 **Interlocal Corp Personnel Only: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005.**

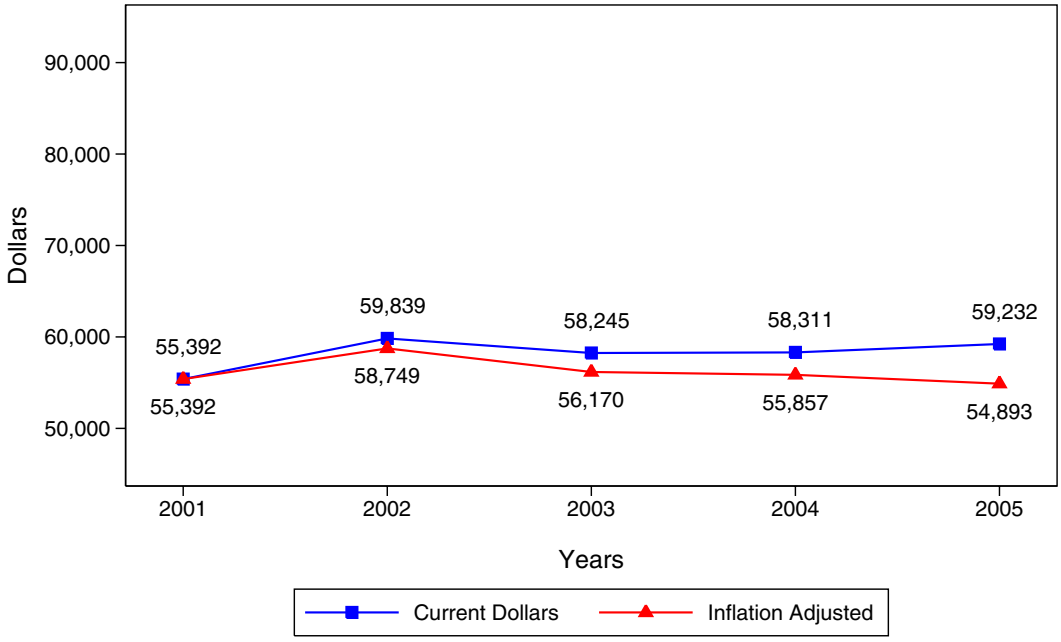


FIGURE 4.35 **Interlocal+SEC Corp Personnel Only: Compensation Percentages by Personnel Category, 2001-2005.**

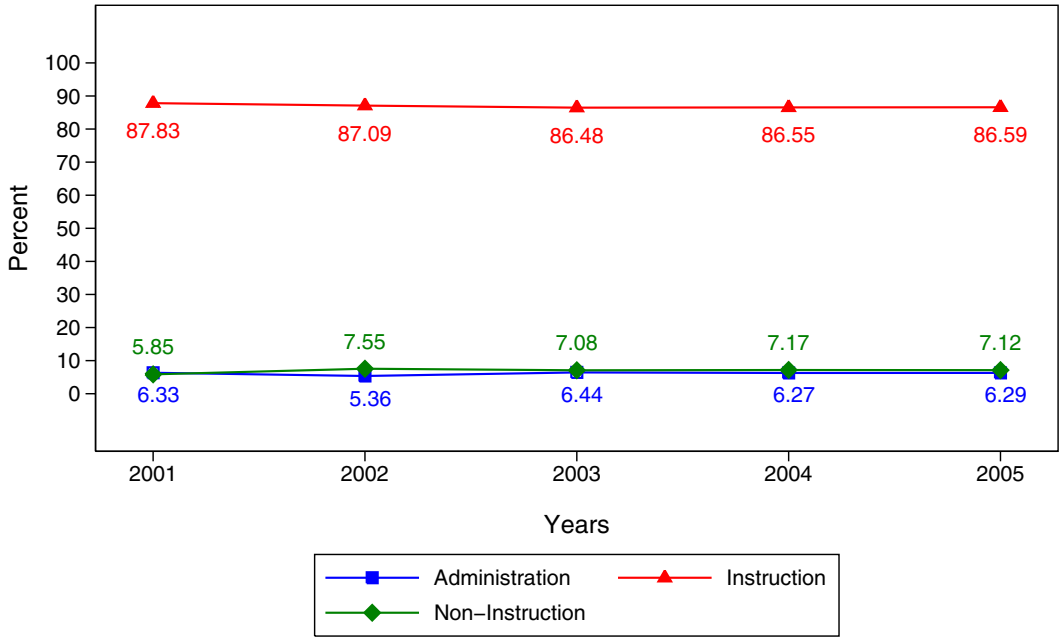
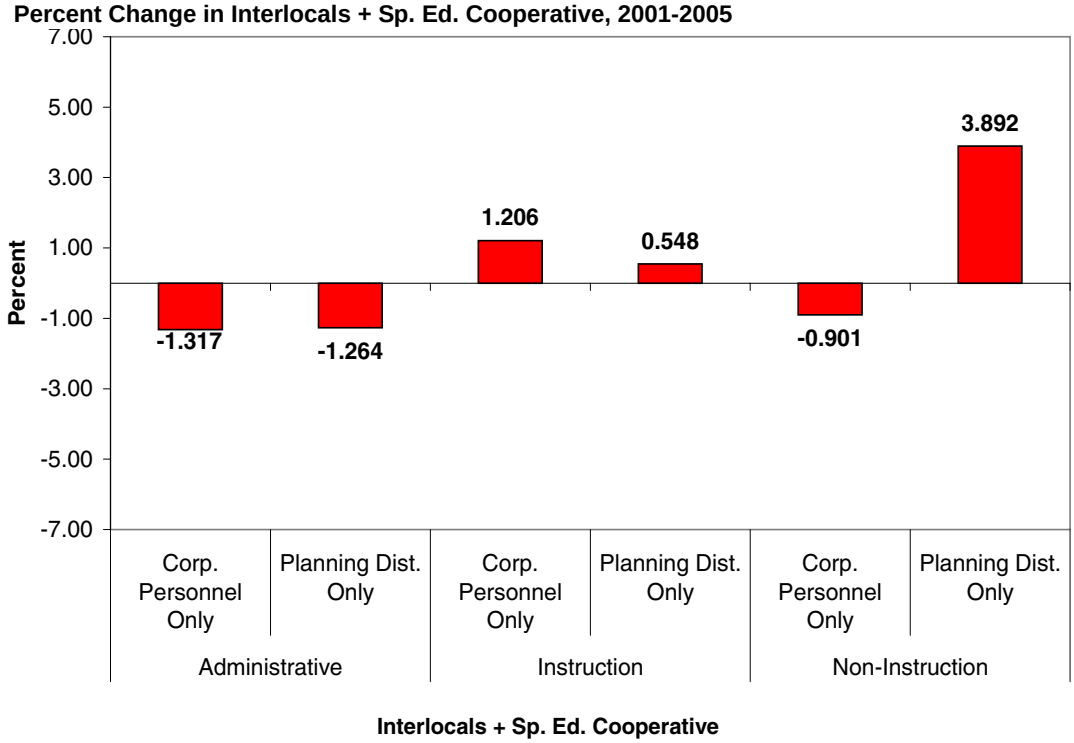


FIGURE 4.36 **Percent Change in Interlocals + Sp. Ed. Cooperative, 2001-2005**



4.9 Interlocals—Planning District Only

The following figures display administration compensation per FTE for each school year from 2000-01 to 2004-05, both in current dollars and in inflation-adjusted dollars. Figure 4.37 shows that in terms of current dollars average FTE administration compensation increased from $74,467 in 2000-01 to $79,336 in 2004-05, an increase of 6.54 percent. However, after adjusting for inflation, average FTE administration compensation in 2004-05 is $73,525, a decrease of about 1.26 percent since 2000-01.

Figure 4.38 shows that in current dollars average FTE teacher compensation increased from $53,654 in 2000-01 to $58,211 in 2004-05, an increase of 8.50 percent based on current dollars. However, after adjusting for inflation, average teacher compensation in 2004-05 is $53,947, an increase of about 0.55 percent since 2000-01.

In Figure 4.39 the average FTE direct services non-instructional personnel compensation in current dollars increased from $61,215 in 2000-01 to $68,623 in 2004-05, an increase of 12.10 percent based on current dollars. However, after adjusting for inflation, average FTE direct services non-instructional personnel compensation in 2004-05 is $63,597, an increase of about 3.89 percent since 2000-01.

Figure 4.40 shows the percentage of compensation for each personnel category from 2001 to 2005. The percentage for teacher salary falls from 79.44 percent in 2001 to 78.89 percent in 2005, a decrease of 0.69 percent during this interval. The percentage of direct services non-instructional personnel compensation increased from 11.03 percent in 2001 to 11.73 in 2005, a change of 6.35 percent during these five years. The percentage of compensation for administration fell from 9.53 percent in 2001 to 9.38 in 2005, a decrease of 1.57 percent.

The changes reported in the above paragraphs are also shown as bar graphs in Figure 4.36.

As discussed in Section 4.4.1, Figure 4.9 shows the percent change from 2000-01 to 2004-05 in average FTE administration compensation dollars, Figure 4.12 in Section 4.4.2 shows the change in average FTE teacher compensation dollars, and Figure 4.15 in Section 4.4.3 shows the change in average FTE direct services non-instructional personnel compensation dollars.

FIGURE 4.37 **Interlocal+SEC Planning Districts Only: Average FTE Administration Compensation, 2001-2005.**

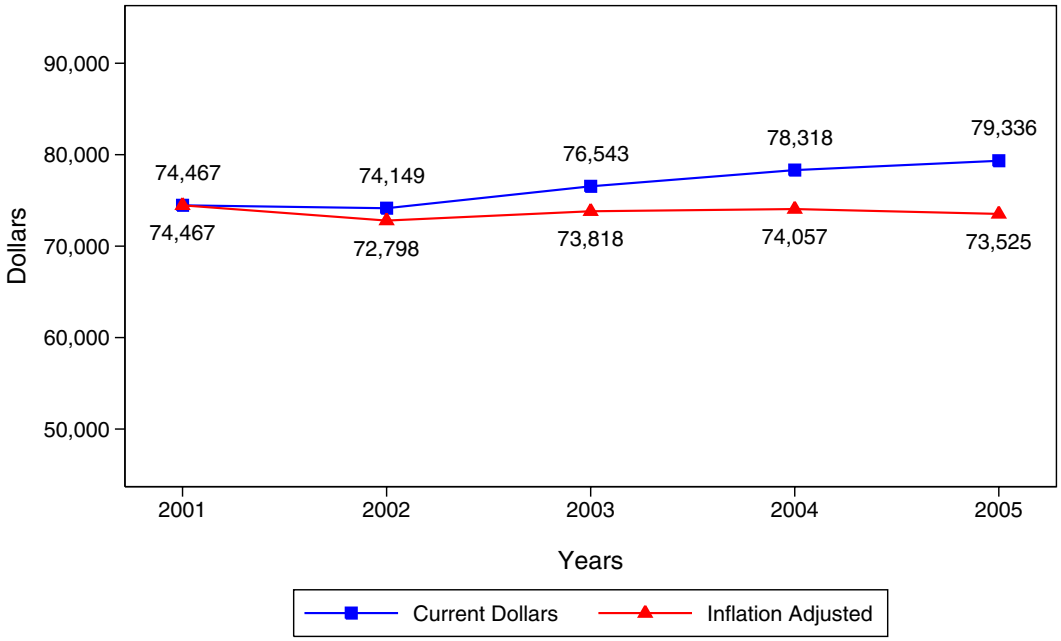


FIGURE 4.38 **Interlocal+SEC Planning District Only: Average FTE Teacher Compensation, 2001-2005.**

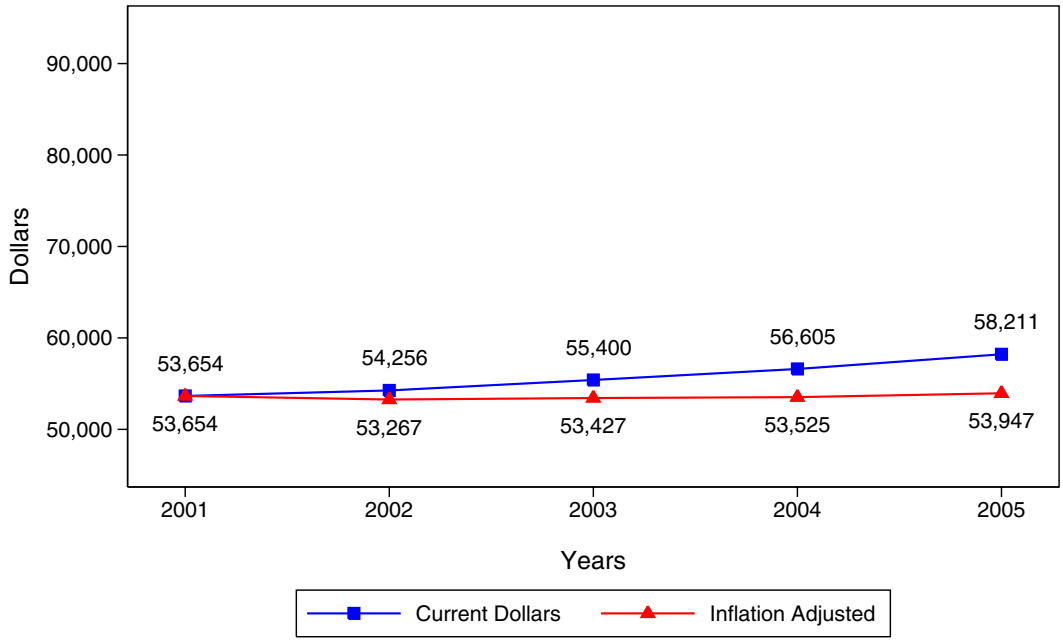


FIGURE 4.39 **Interlocal+SEC Planning District Only: Average FTE Direct Services Non-Instructional Personnel Compensation, 2001-2005.**

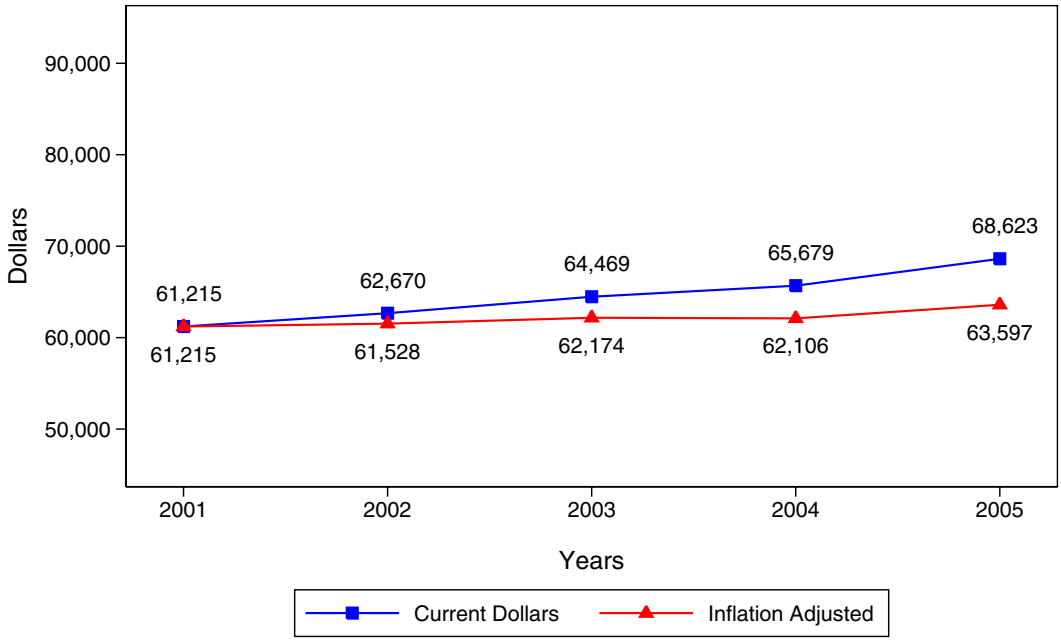
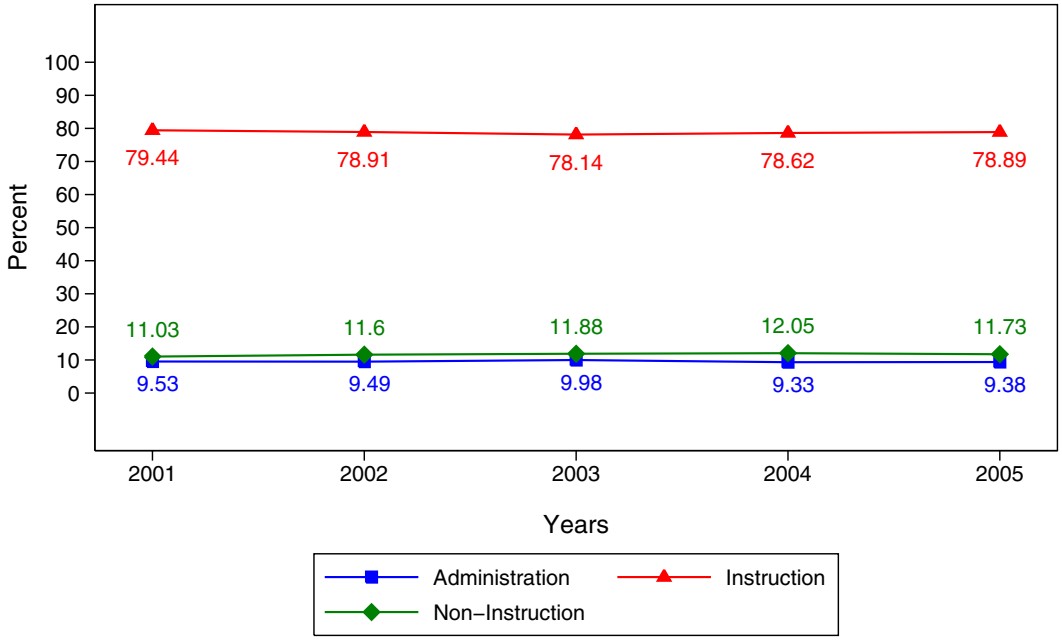


FIGURE 4.40 **Interlocal+SEC Planning District Only: Compensation Percentages by Personnel Category 2001-2005.**



4.10 Values for All Governance Models (Fig. 4.1-4.8)

Table 4.4 shows the values used to generate Figures 4.1 - 4.8 for All Governance Models. The salary values are increased by 33 percent for the compensation values displayed in the figures to include an estimate of fringe benefits. The values in the following table enable the interested reader to reproduce the findings in this chapter.

TABLE 4.4 Salary by Personnel Category for all Planning Districts in all Governance Models, 2001-2005.

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	482	11,193	1,399	13,074
	FTE	429	7,612	1,109	9,150
	Avg. Yrs. Exp.	21	19	20	19
	Salary	$25,962,232	$343,919,316	$58,210,822	$428,092,370
	Inf. Adj. Salary	$24,060,606	$318,728,658	$53,947,122	$396,736,386
	Percent	6.06%	80.34%	13.60%	100.00%
	Pct. Change[a]	11.036%	10.515%	8.631%	10.268%
	Avg. Salary	$60,518	$45,181	$52,489	$46,786
	Inf. Adj. Avg. Salary	$56,085	$41,872	$48,645	$43,359
	Pct Change[b]	-0.870%	1.571%	3.342%	1.656%
2003-04					
	Positions	450	10,819	1,468	12,737
	FTE	405	7,545	1,137	9,087
	Avg. Yrs. Exp.	22	19	20	19
	Salary	$24,194,786	$332,808,388	$57,835,244	$414,838,418
	Inf. Adj. Salary	$22,878,322	$314,699,935	$54,688,367	$392,266,624
	Percent	5.83%	80.23%	13.94%	100.00%
	Avg. Salary	$59,740	$44,110	$50,867	$45,652
	Inf. Adj. Avg. Salary	$56,490	$41,710	$48,099	$43,168
2002-03					
	Positions	448	10,547	1,387	12,382
	FTE	398	7,300	1,089	8,787
	Avg. Yrs. Exp.	22	18	20	19
	Salary	$23,861,694	$314,975,033	$54,012,206	$392,848,933
	Inf. Adj. Salary	$23,011,898	$303,757,706	$52,088,649	$378,858,253
	Percent	6.07%	80.18%	13.75%	100.00%

		Admin	Teacher	Non-Instructional	All
	Avg. Salary	$59,954	$43,147	$49,598	$44,708
	Inf. Adj. Avg. Salary	$57,819	$41,611	$47,832	$43,116
2001-02					
	Positions	429	10,377	1,373	12,179
	FTE	377	7,181	1,104	8,662
	Avg. Yrs. Exp.	21	18	19	18
	Salary	$21,804,160	$301,022,209	$53,133,737	$375,960,106
	Inf. Adj. Salary	$21,406,808	$295,536,473	$52,165,444	$369,108,725
	Percent	5.80%	80.07%	14.13%	100.00%
	Avg. Salary	$57,836	$41,919	$48,128	$43,403
	Inf. Adj. Avg. Salary	$56,782	$41,155	$47,251	$42,612
2000-01					
	Positions	434	10,021	1,348	11,803
	FTE	383	6,996	1,055	8,434
	Avg. Yrs. Exp.	21	18	19	18
	Salary	$21,669,255	$288,403,353	$49,660,773	$359,733,381
	Inf. Adj. Salary	$21,669,255	$288,403,353	$49,660,773	$359,733,381
	Percent	6.02%	80.17%	13.80%	100.00%
	Avg. Salary	$56,578	$41,224	$47,072	$42,653
	Inf. Adj. Avg. Salary	$56,578	$41,224	$47,072	$42,653

a. Percent change from 2000-01.
b. Percent change from 2000-01.

4.11 Values for Single School Corporation Model (Fig. 4.18-4.21)

Table 4.5 shows the same variables as Table 4.4, but includes only corporations that belong to the Single School Corporation governance category. For this governance category, all personnel are associated with school corporations. Teacher aides and paraprofessionals are not included in Table 4.5. Salary values are increased by 33 percent (fringe benefits) for the compensation values that appear in the figures.

TABLE 4.5 Single School Corp: Salary by Personnel Category, 2000-01 to 2004-05

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	93	3,149	566	3,808
	FTE	75	2,097	423	2,595
	Avg. Yrs. Exp.	27	20	23	21
	Salary	$4,781,287	$99,199,017	$23,912,055	$127,892,359
	Inf. Adj. Salary	$4,431,078	$91,933,102	$22,160,596	$118,524,776
	Percent	3.74%	77.56%	18.70%	100.00%
	Avg. Salary	$63,750	$47,305	$56,530	$49,284
	Inf. Adj. Avg. Salary	$59,081	$43,840	$52,389	$45,674
	Pct Change[a]	-5.008%	-3.414%	-6.845%	-3.755%
2003-04					
	Positions	83	2,994	583	3,660
	FTE	69	2,150	406	2,625
	Avg. Yrs. Exp.	27	19	24	20
	Salary	$4,391,522	$98,210,626	$22,300,092	$124,902,240
	Inf. Adj. Salary	$4,152,575	$92,866,883	$21,086,721	$118,106,179
	Percent	3.52%	78.63%	17.85%	100.00%
	Avg. Salary	$63,645	$45,679	$54,926	$47,582
	Inf. Adj. Avg. Salary	$60,182	$43,194	$51,938	$44,993
2002-03					
	Positions	79	2,836	571	3,486
	FTE	65	2,028	405	2,498
	Avg. Yrs. Exp.	25	18	23	19
	Salary	$4,271,050	$89,711,635	$21,328,448	$115,311,133
	Inf. Adj. Salary	$4,118,944	$86,516,700	$20,568,870	$111,204,514
	Percent	3.70%	77.80%	18.50%	100.00%
	Avg. Salary	$65,708	$44,237	$52,663	$46,161
	Inf. Adj. Avg. Salary	$63,368	$42,661	$50,787	$44,517
2001-02					
	Positions	74	2,801	558	3,433
	FTE	61	1,974	426	2,461
	Avg. Yrs. Exp.	25	18	21	19
	Salary	$3,809,160	$84,820,270	$21,548,356	$110,177,786
	Inf. Adj. Salary	$3,739,743	$83,274,531	$21,155,665	$108,169,939
	Percent	3.46%	76.98%	19.56%	100.00%

		Admin	Teacher	Non-Instructional	All
	Avg. Salary	$62,445	$42,969	$50,583	$44,770
	Inf. Adj. Avg. Salary	$61,307	$42,186	$49,661	$43,954
2000-01					
	Positions	66	2,743	578	3,387
	FTE	55	1,931	428	2,414
	Avg. Yrs. Exp.	25	18	21	19
	Salary	$3,420,762	$81,860,697	$20,985,990	$106,267,449
	Inf. Adj. Salary	$3,420,762	$81,860,697	$20,985,990	$106,267,449
	Percent	3.22%	77.03%	19.75%	100.00%
	Avg. Salary	$62,196	$42,393	$49,033	$44,021
	Inf. Adj. Avg. Salary	$62,196	$42,393	$49,033	$44,021

a. Percent change from 2000-01.

4.12 Values for Joint Service and Supply Model (Fig. 4.22-4.26)

Table 4.6 reports the same information for the Joint Service and Supply governance model. All of the records represented by the summary statistics in this table are associated with school corporations. Teacher aides and paraprofessionals are not included in Table 4.6.

in Table 4.6.

TABLE 4.6 Joint Service and Supply: Salary by Personnel Category, 2000-01 to 2004-05

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	270	6,282	654	7,206
	FTE	241	4,119	528	4,888
	Avg. Yrs. Exp.	20	19	18	19
	Salary	$14,776,031	$182,706,849	$26,411,117	$223,893,997
	Inf. Adj. Salary	$13,693,749	$169,324,334	$24,476,613	$207,494,696
	Percent	6.60%	81.60%	11.80%	100.00%
	Avg. Salary	$61,311	$44,357	$50,021	$45,805

		Admin	Teacher	Non-Instructional	All
	Inf. Adj. Avg. Salary	$56,821	$41,108	$46,357	$42,450
	Pct Change[a]	0.95%	0.77%	0.89%	0.75%
2003-04					
	Positions	253	6,174	703	7,130
	FTE	229	4,058	576	4,863
	Avg. Yrs. Exp.	21	19	18	19
	Salary	$13,751,424	$176,643,575	$28,060,290	$218,455,289
	Inf. Adj. Salary	$13,003,195	$167,032,213	$26,533,501	$206,568,909
	Percent	6.29%	80.86%	12.84%	100.00%
	Avg. Salary	$60,050	$43,530	$48,716	$44,922
	Inf. Adj. Avg. Salary	$56,783	$41,161	$46,065	$42,478
2002-03					
	Positions	251	5,856	638	6,745
	FTE	224	3,963	532	4,719
	Avg. Yrs. Exp.	22	18	18	18
	Salary	$13,552,660	$169,857,534	$25,554,174	$208,964,368
	Inf. Adj. Salary	$13,070,004	$163,808,332	$24,644,104	$201,522,440
	Percent	6.49%	81.29%	12.23%	100.00%
	Avg. Salary	$60,503	$42,861	$48,034	$44,281
	Inf. Adj. Avg. Salary	$58,348	$41,334	$46,324	$42,704
2001-02					
	Positions	243	5,823	636	6,702
	FTE	217	3,911	525	4,653
	Avg. Yrs. Exp.	20	18	17	18
	Salary	$12,640,737	$162,693,058	$24,564,966	$199,898,761
	Inf. Adj. Salary	$12,410,376	$159,728,190	$24,117,301	$196,255,867
	Percent	6.32%	81.39%	12.29%	100.00%
	Avg. Salary	$58,252	$41,599	$46,760	$42,961
	Inf. Adj. Avg. Salary	$57,191	$40,841	$45,938	$42,178
2000-01					
	Positions	257	5,485	597	6,339
	FTE	227	3,777	484	4,488
	Avg. Yrs. Exp.	20	17	18	17
	Salary	$12,776,867	$154,084,859	$22,238,004	$189,099,730
	Inf. Adj. Salary	$12,776,867	$154,084,859	$22,238,004	$189,099,730
	Percent	6.76%	81.48%	11.76%	100.00%

		Admin	Teacher	Non-Instructional	All
	Avg. Salary	$56,286	$40,796	$45,946	$42,135
	Inf. Adj. Avg. Salary	$56,286	$40,796	$45,946	$42,135

a. Percent change from 2000-01.

4.13 Values for Interlocals—All Personnel (Fig. 4.27-4.31)

Table 4.7 shows the values for the Interlocals—All Personnel governance model. Values for the Special Education Cooperative are included. Teacher aides and paraprofessionals not included in Table 4.7. Salary values are increased by 33 percent to include an estimate of the fringe benefits in the compensation values that appear in the figures.

TABLE 4.7 Interlocals + SEC — All Personnel: Salary by Personnel Category.

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	116	1,748	177	2,041
	FTE	111	1,382	155	1,648
	Avg. Yrs. Exp.	20	19	20	19
	Salary	$6,326,296	$61,191,791	$7,729,105	$75,247,192
	Inf. Adj. Salary	$5,862,921	$56,709,747	$7,162,980	$69,735,648
	Percent	8.41%	81.32%	10.27%	100%
	Avg. Salary	$56,994	$44,278	$49,865	$45,660
	Inf. Adj. Avg. Salary	$52,819	$41,035	$46,213	$42,315
	Pct Change[a]	-1.537	2.368	0.802	0.834
2003-04					
	Positions	111	1,639	181	1,931
	FTE	105	1,326	154	1,931
	Avg. Yrs. Exp.	20	18	20	18
	Salary	$5,894,086	$57,281,824	$7,399,988	$70,575,898
	Inf. Adj. Salary	$5,573,383	$54,165,060	$7,017,347	$66,755,790
	Percent	8.35%	81.16%	10.49%	100%
	Avg. Salary	$56,134	$43,199	$48,052	$44,527

		Admin	Teacher	Non-Instructional	All
	Inf. Adj. Avg. Salary	$53,080	$40,848	$45,567	$42,117
2002-03					
	Positions	118	1,852	173	2,143
	FTE	109	1,305	149	1,563
	Avg. Yrs. Exp.	20	19	19	19
	Salary	$6,037,983	$55,290,536	$7,054,029	$68,382
	Inf. Adj. Salary	$5,822,950	$53,321,452	$6,802,811	$65,947,213
	Percent	8.83%	80.85%	10.32%	100%
	Avg. Salary	$55,394	$42,368	$47,342	$43,751
	Inf. Adj. Avg. Salary	$53,422	$40,859	$45,656	$42,193
2001-02					
	Positions	112	1,750	169	2,031
	FTE	99	1,292	145	1,536
	Avg. Yrs. Exp.	21	19	20	19
	Salary	$5,354,264	$53,398,117	$6,757,943	$65,510,324
	Inf. Adj. Salary	$5,256,689	$52,425,006	$6,634,797	$64,316,492
	Percent	8.17%	81.51%	10.32%	100%
	Avg. Salary	$54,083	$41,330	$46,607	$42,650
	Inf. Adj. Avg. Salary	$53,098	$40,577	$45,757	$41,873
2000-01					
	Positions	111	1,790	160	2,061
	FTE	102	1,286	134	1,522
	Avg. Yrs. Exp.	24	19	20	19
	Salary	$5,471,626	$52,350,336	$6,049,256	$63,871,218
	Inf. Adj. Salary	$5,471,626	$52,350,336	$6,049,256	$63,871,218
	Percent	8.57%	81.96%	9.47%	100%
	Avg. Salary	$53,643	$40,708	$45,144	$41,965
	Inf. Adj. Avg. Salary	$53,643	$40,708	$45,144	$41,965

a. Percent change from 2000-01.

4.14 Values for Interlocals—Corporation Personnel Only (Fig. 4.32-4.35)

Table 4.8 shows the values for the Interlocals — Corporation Personnel Only model. Values for the Special Education Cooperative are included. Teacher aides and paraprofessionals are not included in Table 4.8. Salary values are increased by 33 percent to include an estimate of the fringe benefits in the compensation values that appear in the figures.

TABLE 4.8 Interlocals + SEC — Corporation Personnel Only: Salary by Service Type

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	32	734	56	822
	FTE	30	454	38	522
	Avg. Yrs. Exp.	15	25	23	24
	Salary	$1,494,544	$20,574,973	$1,692,331	$23,761,848
	Inf. Adj. Salary	$1,385,075	$19,067,942	$1,568,375	$22,021,392
	Percent	6.29%	86.59%	7.12%	100.00%
	Avg. Salary	$49,818	$45,319	$44,535	$45,521
	Inf. Adj. Avg. Salary	$46,169	$42,000	$41,273	$42,187
	Pct Change[a]	-1.317%	-1.206%	-0.901%	-0.908%
2003-04					
	Positions	29	680	59	768
	FTE	29	440	37	506
	Avg. Yrs. Exp.	15	22	25	22
	Salary	$1,418,764	$19,573,753	$1,622,180	$22,614,697
	Inf. Adj. Salary	$1,341,568	$18,508,724	$1,553,916	$21,404,208
	Percent	6.27%	86.55%	7.17%	100.00%
	Avg. Salary	$48,923	$44,486	$43,843	$44,693
	Inf. Adj. Avg. Salary	$46,261	$42,065	$41,998	$42,301
2002-03					
	Positions	31	750	57	838
	FTE	29	440	36	505
	Avg. Yrs. Exp.	14	23	25	23
	Salary	$1,433,892	$19,259,439	$1,576,543	$22,269,874
	Inf. Adj. Salary	$1,382,826	$18,573,545	$1,520,397	$21,476,768
	Percent	6.44%	86.48%	7.08%	100.00%

		Admin	Teacher	Non-Instructional	All
	Avg. Salary	$49,445	$43,771	$43,793	$44,099
	Inf. Adj. Avg. Salary	$47,684	$42,213	$42,233	$42,528
2001-02					
	Positions	28	764	57	849
	FTE	23	428	35	486
	Avg. Yrs. Exp.	15	24	26	24
	Salary	$1,117,225	$18,152,278	$1,574,709	$20,844,212
	Inf. Adj. Salary	$1,096,865	$17,821,476	$1,546,012	$20,464,353
	Percent	5.36%	87.09%	7.55%	100.00%
	Avg. Salary	$48,575	$42,412	$44,992	$42,889
	Inf. Adj. Avg. Salary	$47,690	$41,639	$44,172	$42,108
2000-01					
	Positions	28	720	50	798
	FTE	26	407	27	460
	Avg. Yrs. Exp.	28	24	29	25
	Salary	$1,216,417	$16,890,263	$1,124,498	$19,231,178
	Inf. Adj. Salary	$1,216,417	$16,890,263	$1,124,498	$19,231,178
	Percent	6.33%	87.83%	5.85%	100.00%
	Avg. Salary	$46,785	$41,499	$41,648	$41,807
	Inf. Adj. Avg. Salary	$46,785	$41,499	$41,648	$41,807

a. Percent change from 2000-01.

4.15 Values for Interlocals—Planning District Only (Fig. 4.27, 4.28-4.31)

Table 4.9 shows the values for the Interlocals—Planning District Only model. Values for the Special Education Cooperative are included. Teacher aides and paraprofessionals are not included in Table 4.9. Salary values are increased by 33 percent to include an estimate of the fringe benefits in the compensation values that appear in the figures.

TABLE 4.9 Interlocals + SEC — Planning District Only: Salary by Service Type

		Admin	Teacher	Non-Instructional	All
2004-05					
	Positions	84	1,014	121	1,219
	FTE	81	928	117	1,126
	Avg. Yrs. Exp.	22	14	18	15
	Salary	$4,831,752	$40,616,818	$6,036,774	$51,485,344
	Inf. Adj. Salary	$4,477,846	$37,641,805	$5,594,605	$47,714,256
	Percent	9.38%	11.73%	78.89%	100%
	Avg. Salary	$59,651	$43,768	$51,596	$45,724
	Inf. Adj. Avg. Salary	$55,282	$40,562	$47,817	$42,375
	Pct Change[a]	-1.264	0.548	3.892	0.811
2003-04					
	Positions	82	122	959	1,163
	FTE	76	117	886	1,079
	Avg. Yrs. Exp.	22	14	17	15
	Salary	$4,475,322	$37,708,071	$5,777,808	$47,961,201
	Inf. Adj. Salary	$4,231,815	$35,656,336	$5,463,431	$45,351,582
	Percent	9.33%	78.62%	12.05%	100%
	Avg. Salary	$58,886	$42,560	$49,383	$44,450
	Inf. Adj. Avg. Salary	$55,682	$40,244	$46,696	$42,031
2002-03					
	Positions	87	1,102	116	1,305
	FTE	80	865	113	1,058
	Avg. Yrs. Exp.	22	16	17	16
	Salary	$4,604,091	$36,031,097	$5,477,486	$46,112,674
	Inf. Adj. Salary	$4,440,124	$34,747,907	$5,282,414	$44,470,445
	Percent	22%	16%	17%	16%
	Avg. Salary	$57,551	$41,654	$48,473	$43,585
	Inf. Adj. Avg. Salary	$55,502	$40,171	$46,747	$42,033
2001-02					
	Positions	84	986	112	1,182
	FTE	76	864	110	1,050
	Avg. Yrs. Exp.	23	14	17	15
	Salary	$4,237,039	$35,245,839	$5,183,234	$44,666,112
	Inf. Adj. Salary	$4,159,824	$34,603,530	$5,088,785	$43,852,139
	Percent	9.49%	78.91%	11.60%	100%

		Admin	Teacher	Non-Instructional	All
	Avg. Salary	$55,751	$40,794	$47,120	$42,539
	Inf. Adj. Avg. Salary	$54,735	$40,050	$46,262	$41,764
2000-01					
	Positions	83	1,070	110	1,263
	FTE	76	879	107	1,062
	Avg. Yrs. Exp.	22	15	16	16
	Salary	$4,255,209	$35,460,073	$4,924,758	$44,640,040
	Inf. Adj. Salary	$4,255,209	$35,460,073	$4,924,758	$44,640,040
	Percent	9.53%	79.44%	11.03%	100%
	Avg. Salary	$55,990	$40,341	$46,026	$42,034
	Inf. Adj. Avg. Salary	$55,990	$40,341	$46,026	$42,034

a. Percent change from 2000-01.

5 A Comparison of Special Education Expenditures by Planning District Type

5.1 Analysis and Data Sources

The analysis in this chapter differs from the analysis found in previous chapters in that it includes not just salary, but all expenditure data associated with accounts designated for special programs, direct instruction, direct non-instruction, and special education administration over a five-year period, calendar year 2000 through 2004. These data, termed special education expenditures in this study, include only expenditures from the General Fund (010), Special Education Preschool Fund (060), Joint Service and Supply — Special Education Cooperative Fund series (130-139), Joint Service and Supply — Other Fund series (150-159), Individuals with Disabilities Education Act (IDEA), Public Law 101-476 and (IDEA, part B) Local Education Agency (LEA) Capacity Building (Silver) Grants, Public Law 105-17 Fund series (520-529) and Federal Assistance Educational Preschool Handicapped Public Law 99-457 Fund series (540-549).[1] These data do not include expenditures associated with the Capitol Projects Fund (035), Debt Service Fund (020), School Bus Replacement Fund (042), School Transportation Fund (041), or the Referendum Fund (016). Due to these limitations, the reader should note that this analysis does not represent an exhaustive expenditure analysis, but rather it is a comparison of major special education expenditures by planning district type.

1. Data received in the following fund series (130-139, 150-159, 520-529, 540-549) included a small proportion of negative expenditure values, 0.002 percent of total expenditures for accounts used in this report. These values represent corrections to previously submitted reports and are dropped from this analysis.

These analyses compare expenditure totals as well as expenditure totals per special needs students by planning district model (see Table 5.1).[2, 3] All dollar values are reported as inflation adjusted 2000 dollars except where noted in the text. Expenditure data are reported by calendar year. Average daily membership (ADM) and special education counts are reported by school year. .

TABLE 5.1 **Distribution of Indiana School Corporations in Three Planning District Governance Models 2000 - 2004**

Delivery Model	Frequency	Number of Corporations	Percent
Single School Corporation	18	18	5.90%
Joint Service and Supply[a]	36	194	63.51%
Interlocal[b]	13	93	30.92%
Total	**67**	**305**	**100.00%**

a. The Virtual Special Education Cooperative for charter schools was not included in the totals for the Joint Service and Supply model. All of the 292 traditional school corporations represented in these totals have some special education students. However, in these totals and in all subsequent tables in this chapter, special education expenditures are reported by less than 292 of the traditional school corporations. This difference may be accounted for by the account/object code combinations used by the remaining school corporations that differ from those used in these analyses.

b. School corporations, Interlocals, and Special Education Cooperatives are included in the count of number of corporations.

Three models of special education delivery are compared in terms of expenditures that reach students with disabilities and how these expenditures are proportioned among direct instruction, direct non-instruction, and administration services. The data for the Interlocal planning districts and the one planning district operating as a Special Education Cooperative are combined for purposes of this study. Planning districts' data were provided by the Computerized Data Project (CODA).[4] Expenditure data were provided by

2. Data for funds 010 and 060 were received December 12, 2005. Data for funds 130-139, 150-159, 520-529, 540-549 were received November 27, 2006. Both of these data sets were provided by the Division of School Finance, Indiana Department of Education.
3. Average daily membership counts were retrieved from the Indiana Department of Education (IDOE) Web site (http://mustang.doe.state.in.us/SAS/sas1.cfm) on November 1, 2005. Special education student counts were retrieved from CODA on September 1, 2006.
4. CODA is an integrated electronic management system operated under the auspices of the Division of Exceptional Learners.

the Division of School Finance and the Division of Educational Information Systems, Indiana Department of Education.

5.2 Special Education Expenditures in the 12000 Account Series

The first analysis in this chapter includes expenditure data aggregated across the 17 accounts directly related to special education (see Table 5.2).

TABLE 5.2 Special Program Accounts Related to Special Education

Account	Description	Needs Classification[a]
12210	Mild Mental Handicap	Mild
12220	Moderate Mental Handicap	Mild
12230	Mental Handicap	Severe
12310	Orthopedic Impairment	Severe
12320	Multiple Handicap	Severe
12330	Visual Impairment	Severe
12340	Hearing Impairment	Severe
12350	Homebound	Communication and Homebound
12350	Emotional Handicap - Full-Time	Severe
12410	Emotional Handicap - All Others	Mild
12420	Communication Disorders	Communication and Homebound
12510	Compensatory	-
12520	Learning Disability - Full-Time	Mild
12620	Learning Disability - All Others	Mild
12710	Equal Opportunity At Risk	-
12810	Special Education Preschool	-
12900	Other Special Programs	-

a. Needs classification is based on the 2003-04 Computerized Data Project (CODA) report. Compensatory, Equal Opportunity At Risk, Special Education Preschool, and Other Special Programs are not included in this classification.

The State Board of Accounts maintains the complete set of account numbers and object codes for all public school expenditures. All 799 fund, account, and object codes are listed in the *Accounting and Uniform Compliance Guidelines Manual for Indiana Public School Corporations.*[5] The following analysis examines special education expenditures for corporations

summed within planning districts, and then again summed within the three models of special education service delivery. Dollar totals were normalized as the ratio of total dollars spent per special education student. The count of special education students is the sum of students classified under the three categories: severe, mild, and communication/homebound (C&H). The special education count is the unduplicated count of students 3 - 21 years old enrolled in public schools. Comparisons across the three models are made based on these expenditure per student ratios (Table 5.3).

TABLE 5.3 2004 Comparison of Special Education Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models [a]

Delivery Model	Frequency	Total Corps Reporting	Total ADM [b]	Total Special Needs Students [b]	Total Spending [c]	Expenditure per Special Needs Student
Single School Corp	18	18	230,271	43,323	$145,335,109	$3,355
Joint Service and Supply [d]	36	186	555,335	97,324[b]	$263,002,558	$2,702
Interlocal [e]	13	90	190,795	32,924	$79,601,076	$2,418
Total	**67**	**294**	**976,401**	**173,571**	**$487,938,743**	**-**

a. All accounting object codes are included in these totals.
b. Aggregated by governance model type.
c. Total spending as reported by corporations reporting.
d. The Virtual Special Education Cooperative for charter schools, with 523 special education students, was not included in the totals for the Joint Service and Supply model. All of the 292 traditional school corporations represented in these totals have some special education students. However, in these totals and in all subsequent tables in this chapter, special education expenditures are reported by less than 292 of the traditional school corporations. This difference may be accounted for by the account/object code combinations used by the remaining school corporations that differ from those used in these analyses.
e. School corporations, Interlocals, and Special Education Cooperatives are included in the count of total corps reporting.

5. Available from the State Board of Account's website: http://www.in.gov/sboa/publications/manuals

These expenditures, from the 12000 series, per special education student over time are presented in Table 5.4.

TABLE 5.4 **Special Education Expenditures in the 12000 Account Series per Special Education Student**

Year	Single School Corporation	Joint Service and Supply	Interlocal
2000	$3,237	$2,638	$2,443
2001	$3,307	$2,559	$2,513
2002	$3,241	$2,622	$2,459
2003	$3,250	$2,634	$2,403
2004	$3,355	$2,702	$2,418

A graphical representation of special education expenditures in the 12000 series per special education student between the three special education delivery models over 2000-04 is provided in Figure 5.1.

FIGURE 5.1 **2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models, Total 12000 Series**

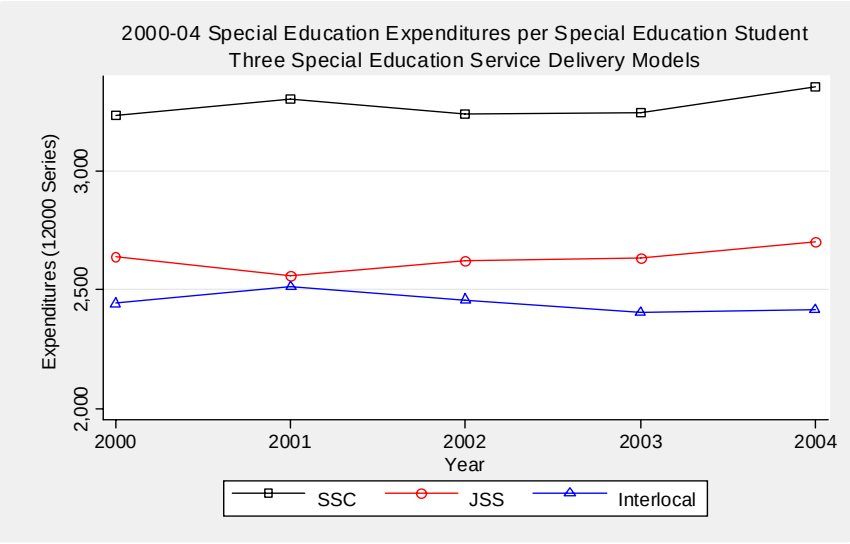


Figure 5.1 illustrates total special education expenditure per special education student trends over the five years in this study. A slight decrease is found for Interlocal planning districts. Slight increases are found for Single School Corporations and Joint Service and Supply planning districts.

A graphical representation of the percent change over the five years of analysis is provided in Figure 5.2.

FIGURE 5.2 **Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Account 12000 Series**

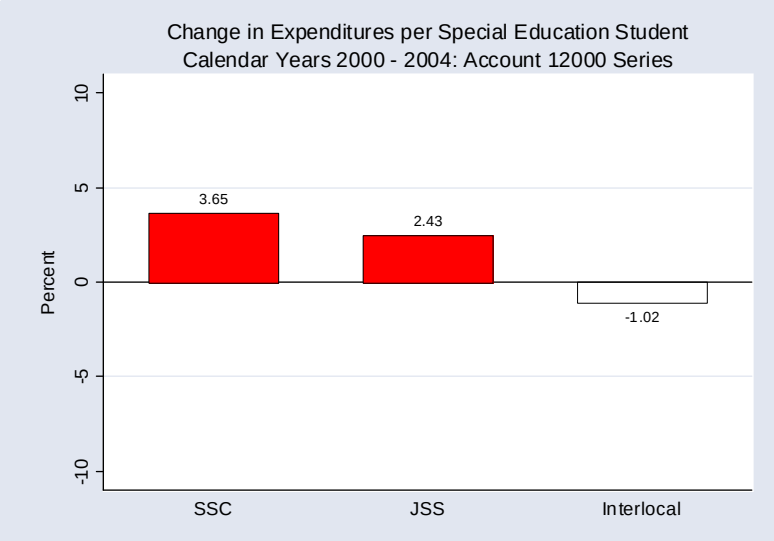


Figure 5.2. illustrates change in total special education expenditure per special education student over the five years in this study. A slight increase is found with Single School Corporations and Joint Service and Supply, with a slight decrease found in the Interlocal planning district model.

Total special education expenditures can be further analyzed by comparing total expenditure per special education student by funding category of disability. The Computerized Data Project (CODA) 2003-04 report includes classifications for 13 of the 17 special education account codes presented in Table 5.2. These classifications group account expenditures into the three levels of special education needs: severe, mild, and communication and homebound. Recorded in Table 5.5 are all expenditures by special education classification for 2000-04 for each of the three planning district models. Note, in the same way that one cannot sum fractions with different denominators, taking the sum of spending per special education students over the categories Severe, Mild, and C&H will not equal the expenditures per special education students reported in Table 5.4, as within each category, dollars expended is divided among only those special education students in that category.

TABLE 5.5 **Special Education Expenditures in the 12000 Account Series per Special Education Student by Disability Category [a]**

Year	Single School Corporation			Joint Service and Supply			Interlocal		
	Severe	Mild	C&H	Severe	Mild	C&H	Severe	Mild	C&H
2000	$6,288	$2,516	$720	$4,526	$2,487	$519	$4,590	$2,335	$484
2001	$6,474	$2,533	$751	$4,223	$2,379	$512	$4,861	$2,349	$517
2002	$6,181	$2,538	$735	$4,480	$2,400	$515	$4,741	$2,272	$516
2003	$5,862	$2,543	$753	$4,276	$2,447	$511	$4,442	$2,236	$506
2004	$5,828	$2,630	$772	$4,313	$2,508	$493	$4,286	$2,277	$527

a. Values do not include expenditures associated with accounts: 12500 (Compensatory), 12710 (Equal Opportunity At Risk), 12810 (Special Education Preschool), and 12900 (Other Special Programs). These 12000 series accounts were not included because the CODA 2003-04 report does not include classifications for these accounts by level of disability (severe, mild, communication and homebound) (see Table 5.2). The omitted accounts may include the following categories which are designated severe disabilities: dual sensory impaired, autistic, and traumatic brain injury.

Figures 5.3, 5.4, and 5.5 illustrate the expenditures by special education category over the 2000-04 time period.

FIGURE 5.3 **2000-04 Special Education Expenditures per Special Education Student - Category: Severe, Total 12000 Series**

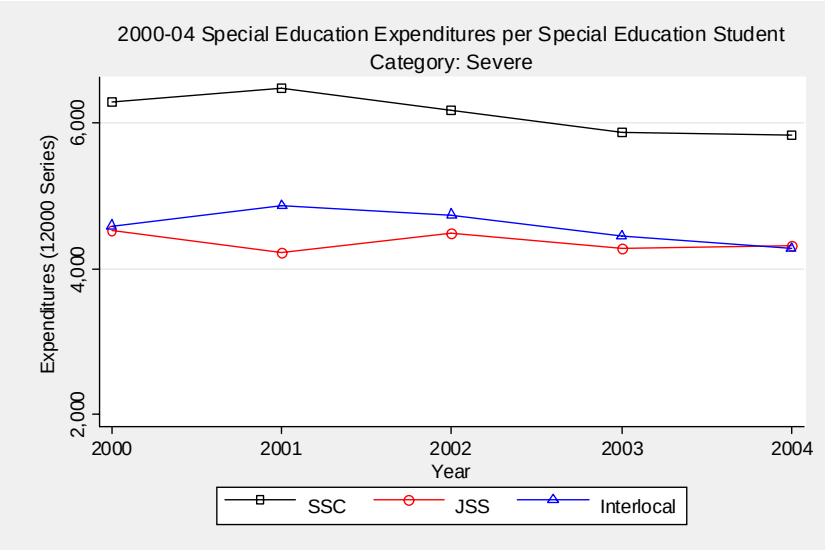


Figure 5.3 illustrates slight decreasing trends for Single School Corporations and Interlocal planning district models, while a nearly constant trend for expenditures is found in Joint Service and Supply planning district models in accounts associated with special education students in the category of severe disability.

FIGURE 5.4 **2000-04 Special Education Expenditures per Special Education Student - Category: Mild, Total 12000 Series**

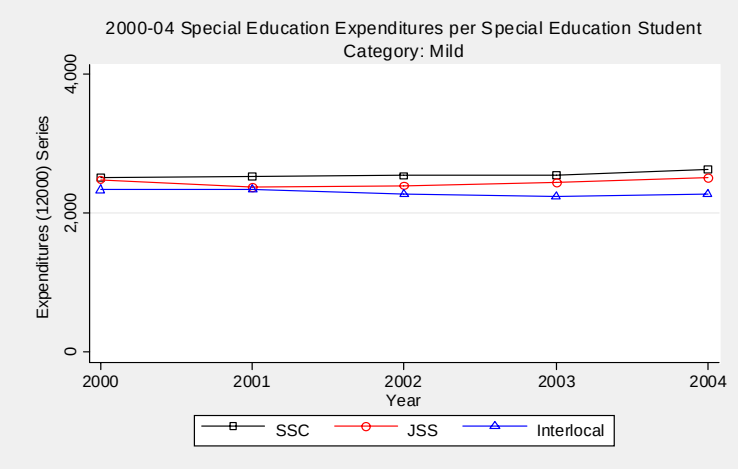


Figure 5.4 illustrates similar trends of nearly constant expenditures for all three planning district models, Single School Corporations, Joint Service and Supply, and Interlocal, associated with special education accounts in the category of mild disability.

FIGURE 5.5 **2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound, Total 12000 Series**

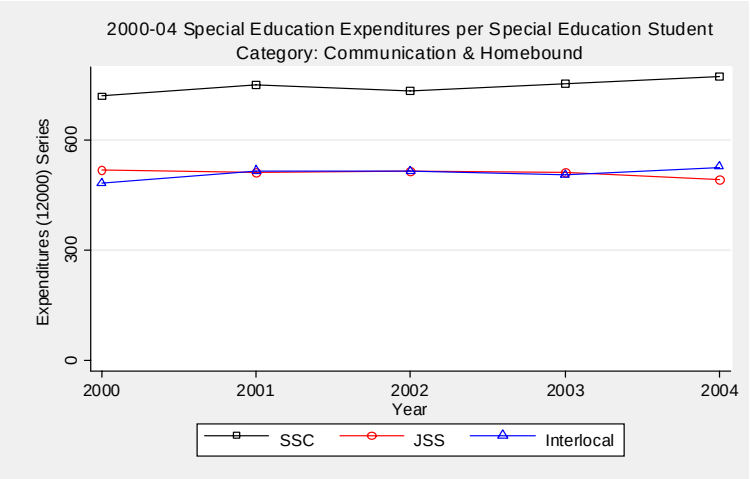


Figure 5.5 illustrates similar trends of nearly constant expenditures for the three planning district models in total expenditures associated with special education accounts in the category of communication and homebound disability.

A graphical representation of the percent change in total expenditure per special education student by disability classification over the five years of analysis is provided in Figure 5.6.

FIGURE 5.6 **Change in Total Expenditures per Special Education Student - Calendar Years 2000-2004: Account 12000 Series by Disability Category**

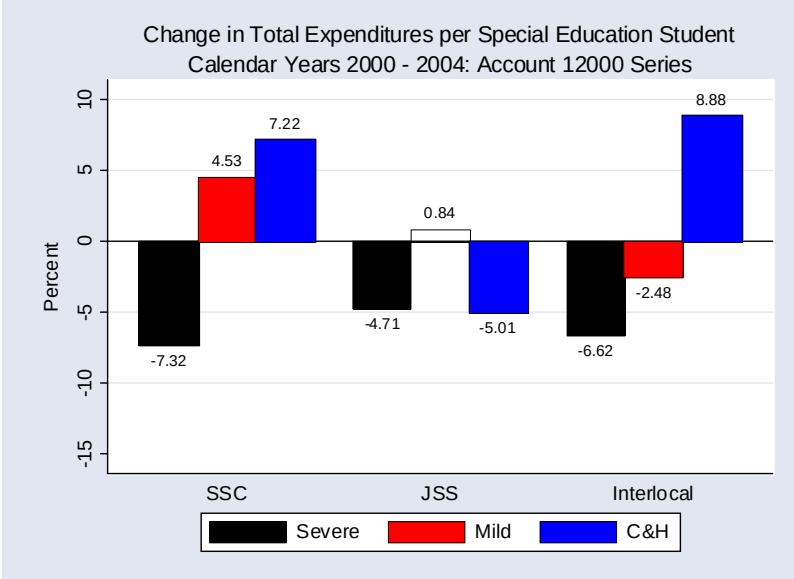


Figure5. 6 illustrates percent change for the three planning district models over the five years of this study. Total expenditures include those in the 12000 account series associated with special education accounts in the disability categories of severe, mild, and communication and homebound.

This analysis is carried a step further, breaking down the aggregate of account expenditures in the 12000 series into object codes for certified and non-certified salaries (object codes 110 and 120, respectively). The following two analyses were conducted using the same techniques as the initial expenditure in the 12000 series analysis but include only expenditures associated with certified and non-certified salaries.

5.3 Certified Salary Special Education Expenditures

Table 5.6 presents the comparison of expenditures from Funds listed at the beginning of this chapter associated with the 12000 account series and with the object code 110, certified salary. This differs from the analysis presented in Chapter 4 in that the expenditures being compared here are those associated with certified salaries in only the 12000 account series. Certified salaries are amounts paid to employees who are required to be certified by the Division of Professional Standards, Indiana Department of Education (IDOE), in order to engage in a contractual agreement with the school corporation. Administrative staff and instructional staff salaries are included. These salary expenditures are only those dollars associated with accounts in the 12000 series and do not include compensation such as retirement, social security, or health care, which IDOE personnel estimate to be approximately 33 percent of salary.

TABLE 5.6 2004 Comparison of Certified Salary [a] Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models

Delivery Model	Frequency	Total Corps Reporting	Total ADM[b]	Total Special Needs Students[b]	Total Spending[c]	Expenditure per Special Needs Student
Single School Corp	18	18	230,271	43,323	$109,051,143	$2,517
Joint Service and Supply[d]	36	179	555,335	97,324[d]	$184,282,179	$1,893
Interlocal[e]	13	79	190,795	32,924	$56,565,784	$1,718
Total	**67**	**276**	**976,401**	**173,571**	**$349,899,106**	**-**

a. Accounting object code 110 is used to compute these totals.
b. Aggregated by governance model type.
c. Total spending as reported by corporations reporting.
d. The Virtual Special Education Cooperative for charter schools, with 523 special education students, was not included in the totals for the Joint Service and Supply model. All of the 292 traditional school corporations represented in these totals have some special education students. However, in these totals and in all subsequent tables in this chapter, special education expenditures are reported by less than 292 of the traditional school corporations. This difference may be accounted for by the account/object code combinations used by the remaining school corporations that differ from those used in these analyses.
e. School corporations, Interlocals, and Special Education Cooperatives are included in the count of total corporations reporting.

These certified salary expenditures per special education student over time are presented in Table 5.7.

TABLE 5.7 **Certified Salary Special Education Expenditures in the 12000 Account Series per Special Education Student**

Year	Single School Corporation	Joint Service and Supply	Interlocal
2000	$2,461	$1,916	$1,830
2001	$2,487	$1,839	$1,849
2002	$2,458	$1,877	$1,786
2003	$2,468	$1,873	$1,727
2004	$2,517	$1,893	$1,718

A graphical representation of certified salary expenditures per special education student across the three special education delivery models over 2000-04 is provided in Figure 5.7.

FIGURE 5.7 **2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models, Certified Salary 12000 Series**

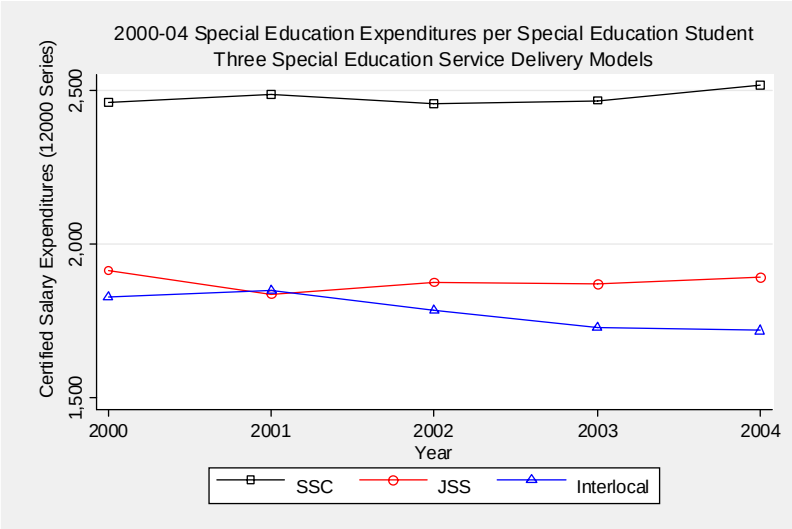


Figure 5.7 illustrates certified salary expenditure per special education student trends over the five years in this study. A slight decreasing trend is found for the Interlocal planning district model while the trends for Single School Corporations and Joint Service and Supply planning districts remain fairly constant.

A graphical representation of the percent change over the five years of analysis is provided in Figure 5.8.

FIGURE 5.8 **Change in Certified Salary Expenditures per Special Education Student: Calendar Years 2000-2004: Account 12000 Series**

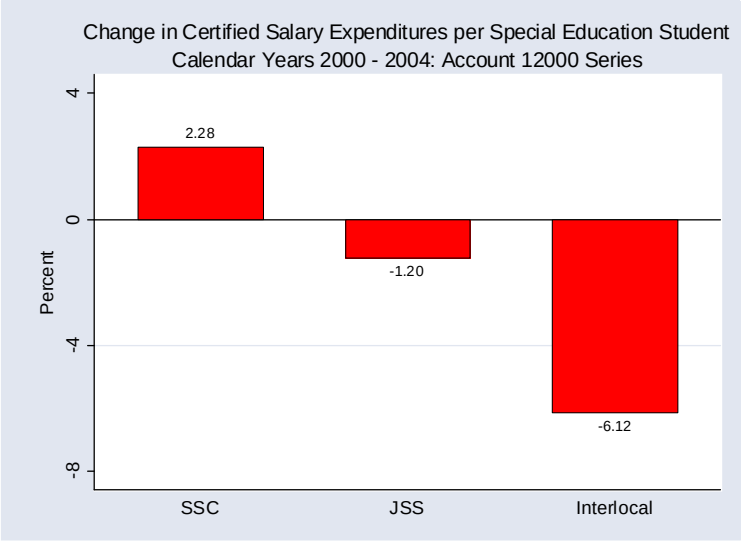


Figure 5.8 illustrates change in certified salary expenditure per special education student over the five years in this study. The greatest change found is the decrease in expenditures associated with the Interlocal planning district model.

Special education certified salary expenditures can be further analyzed by category of disability. The Computerized Data Project (CODA) 2003-04 report includes classifications for 13 of the 17 special education account codes presented in (Table 5.2). These classifications group account expenditures into the three levels of special education needs: severe, mild, and communication and homebound. For each of the three planning district models, Table 5.8 details expenditures associated with certified salaries by special education classification over the time period 2000-04. Note, in the same way that one cannot sum fractions with different denominators, taking the sum of spending per special education students over the categories Severe, Mild, and C&H will not equal the totals reported in Table 5.7, as within each category, dollars expended is divided among only those special education students in that given category.

TABLE 5.8 **Special Education Certified Salary Expenditures in the 12000 Account Series per Special Education Student by Disability Category [a]**

Year	Single School Corporation			Joint Service and Supply			Interlocal		
	Severe	Mild	C&H	Severe	Mild	C&H	Severe	Mild	C&H
2000	$4,519	$2,081	$631	$3,018	$1,945	$485	$3,028	$1,918	$415
2001	$4,572	$2,124	$653	$2,774	$1,843	$484	$3,086	$1,904	$436
2002	$4,316	$2,132	$627	$2,959	$1,842	$487	$3,024	$1,824	$422
2003	$4,116	$2,131	$646	$2,787	$1,865	$478	$2,782	$1,788	$422
2004	$3,965	$2,204	$669	$2,846	$1,891	$458	$2,655	$1,804	$440

a. Values do not include expenditures associated with accounts: 12500 (Compensatory), 12710 (Equal Opportunity At Risk), 12810 (Special Education Preschool), and 12900 (Other Special Programs). These 12000 series accounts were not included because the CODA 2003-04 report does not include classifications for these accounts by level of disability (severe, mild, communication and homebound) (see Table 5.2). The omitted accounts may include the following categories which are designated severe disabilities: dual sensory impaired, autistic, and traumatic brain injury.

Figures 5.9, 5.10, and 5.11 illustrate the expenditures by special education category over the 2000-04 time period.

FIGURE 5.9 **2000-04 Special Education Expenditures per Special Education Student - Category: Severe, Certified Salary 12000 Series**

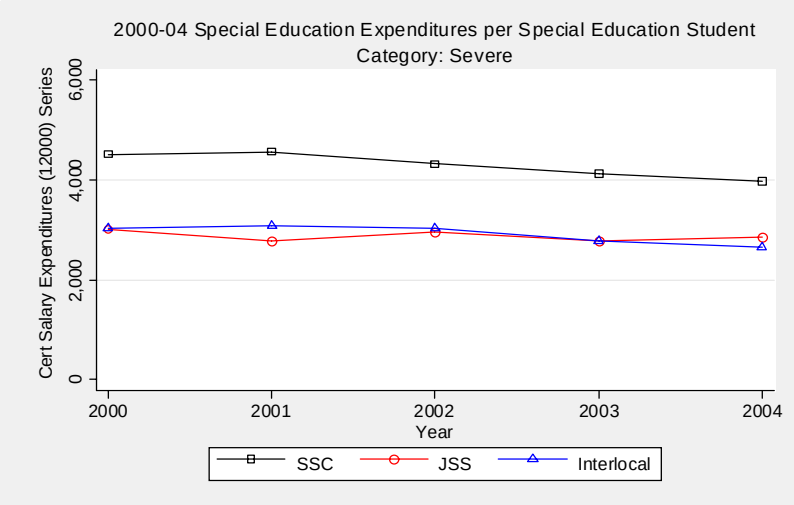


Figure 5.9 illustrates similar trends of slightly decreasing expenditures for the three planning district models reporting. Overall, Single School Corporation planning districts have the greatest expenditure level on certified salaries per special education students associated with special education accounts in the category of severe disability.

FIGURE 5.10 **2000-04 Special Education Expenditures per Special Education Student - Category: Mild, Certified Salary 12000 Series**

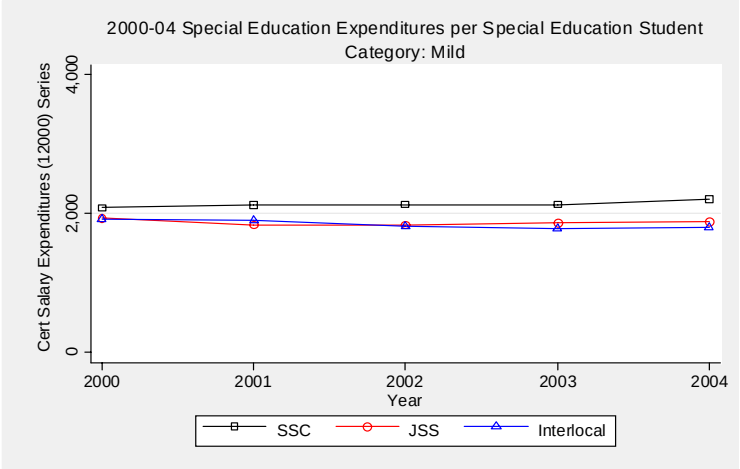


Figure 5.10 illustrates similar trends of nearly constant expenditures for the three planning district models as associated with certified salaries in the category of mild disability.

FIGURE 5.11 **2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound, Certified Salary 12000 Series**

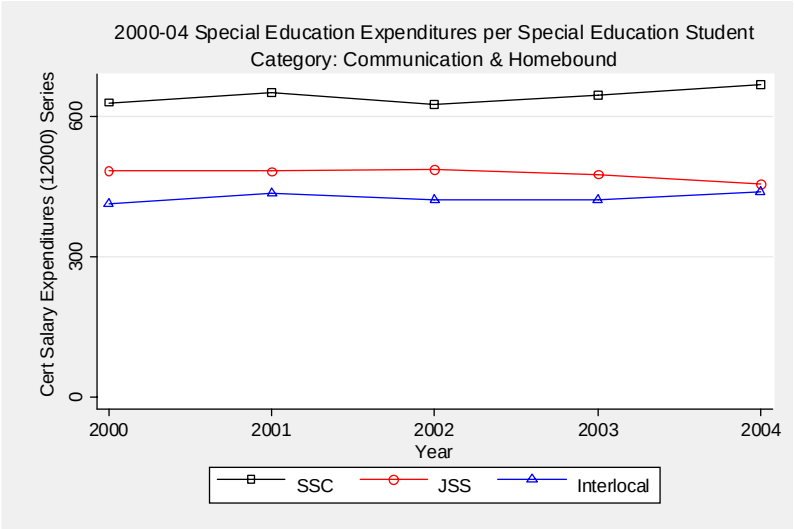


Figure 5.11 illustrates similar trends of nearly constant expenditures for the three planning district models as associated with certified salaries in the category of communication and homebound disability.

A graphical representation of the percent change in certified salary expenditure per special education student by disability classification over the five years of analysis is provided in Figure 5.12.

FIGURE 5.12 **Change in Certified Salary Expenditures per Special Education Student: Calendar Years 2000-2004: Account 12000 Series by Disability Category**

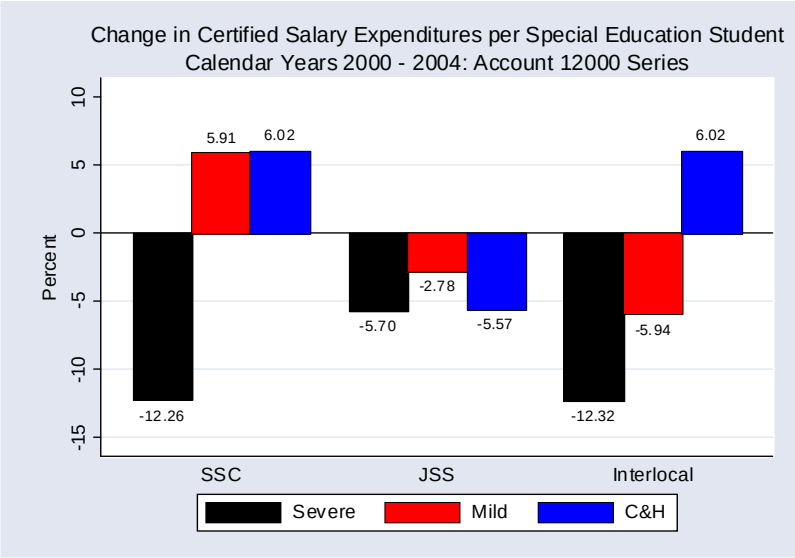


Figure 5.12 illustrates percent change for the three planning district models over the five years of this study. Certified salary expenditures include those in the 12000 account series associated with special education accounts in the disability categories of severe, mild, and communication and homebound.

5.4 Non-certified Salary Special Education Expenditures

Table 5.9 presents the comparison of general fund special education account expenditures associated with the object code 120, non-certified salary. Amounts paid to employees of the school corporation who are classified as non-certified include those employees who are not required to be certified as teachers by the Indiana Department of Education. Included are the salaries of teacher aides, aides to librarians, related-services personnel, custodians, maintenance personnel, bus drivers, secretaries, clerks, mechanics, etc. These

non-certified salary expenditures do not include benefits such as medical or social security, which IDOE personnel estimate to be approximately 33 percent of salary.

TABLE 5.9 **2004 Comparison of Non-Certified Salary [a] Expenditures in the 12000 Account Series: Three Models of Special Education Services Delivery Models**

Delivery Model	Frequency	Total Corps Reporting	Total ADM [b]	Total Special Needs Students [b]	Total Spending [c]	Expenditure per Special Needs Student
Single School Corp	18	18	230,271	43,323	$29,723,333	$686
Joint Service and Supply [d]	36	168	555,335	97,324[d]	$62,509,712	$642
Interlocal [e]	13	61	190,795	32,924	$17,246,502	$524
Total	**67**	**247**	**976,401**	**173,571**	**$109,479,547**	**-**

a. Accounting object code 120 is used for the computation of these totals.
c. Total spending as reported by corporations reporting.
d. The Virtual Special Education Cooperative for charter schools, with 523 special education students, was not included in the totals for the Joint Service and Supply model. All of the 292 traditional school corporations represented in these totals have some special education students. However, in these totals and in all subsequent tables in this chapter, special education expenditures are reported by less than 292 of the traditional school corporations. This difference may be accounted for by the account/object code combinations used by the remaining school corporations that differ from those used in these analyses.
e. School corporations, Interlocals and Special Education Cooperatives are included in the count of total corporations reporting.

TABLE 5.10 **Non-Certified Salary Special Education Expenditures in the 12000 Account Series per Special Education Student**

Year	Single School Corporation	Joint Service and Supply	Interlocal
2000	$601	$550	$442
2001	$619	$556	$483
2002	$628	$582	$505
2003	$645	$608	$503
2004	$686	$642	$524

A graphical representation of total special education expenditures per special education student between the three special education delivery models over 2000-04 is provided in Figure 5.13.

FIGURE 5.13 **2000-04 Special Education Expenditures per Special Education Student: Three Special Education Service Delivery Models, Non-Certified Salary 12000 Series**

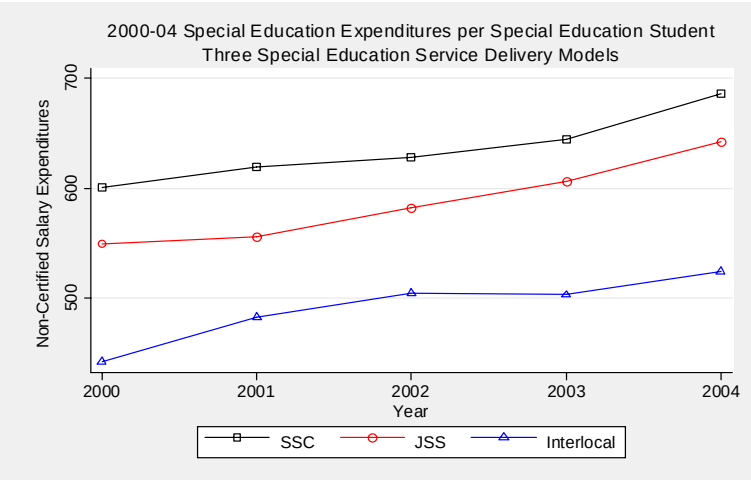


Figure 5.13 illustrates non-certified salary expenditure per special education student trends over the five years in this study. An increasing trend is found for all three planning district models.

A graphical representation of the percent change over the five years of analysis is provided in Figure 5.14.

FIGURE 5.14 **Change in Non-Certified Salary Expenditures per Special Education Student - Calendar Years 2000-2004: Account 1200 Series**

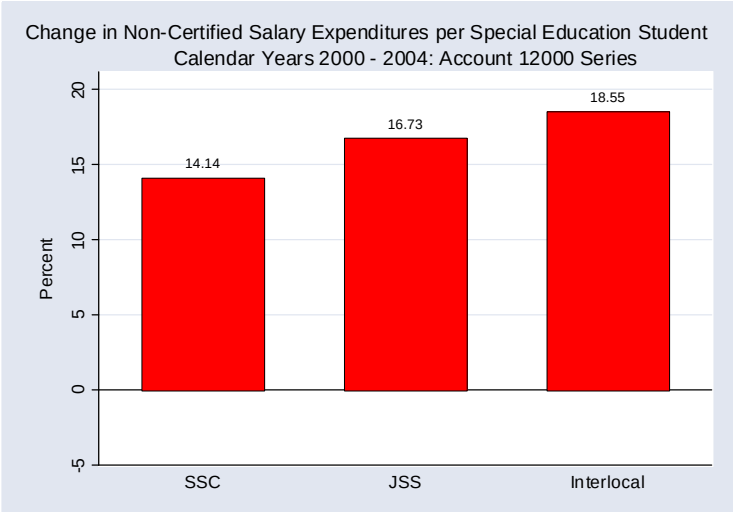


Figure 5.14 illustrates change in certified salary expenditure per special education student over the five years in this study. The greatest increase in these expenditures is found in the Interlocal planning district model.

Special education non-certified salary expenditures can be further analyzed by category of disability. The Computerized Data Project (CODA) 2003-04 report includes classifications for 13 of the 17 special education account codes presented in Table 5.2. These classifications group account expenditures into the three levels of special education needs: severe, mild, and communication and homebound. For each of the three planning district service delivery models, Table 5.11 details expenditures associated with non-certified salaries by special education classification over the time period 2000-04. Note, in the same way that one cannot sum fractions with different denominators, taking the sum of spending per special education students over the categories Severe, Mild, and C&H will not equal the totals reported in Table 5.10, as within each category, dollars expended is divided among only those special education students in that given category.

TABLE 5.11 Special Education Non-Certified Salary Expenditures in the 12000 Account Series per Special Education Student by Disability Category [a]

Year	Single School Corporation			Joint Service and Supply			Interlocal		
	Severe	Mild	C&H	Severe	Mild	C&H	Severe	Mild	C&H
2000	$1,493	$398	$64	$1,201	$480	$8	$1,186	$345	$35
2001	$1,677	$379	$64	$1,160	$484	$7	$1,277	$371	$44
2002	$1,616	$379	$69	$1,191	$508	$7	$1,274	$382	$60
2003	$1,545	$387	$72	$1,181	$533	$10	$1,230	$381	$57
2004	$1,665	$408	$79	$1,183	$565	$15	$1,183	$408	$56

a. Values do not include expenditures associated with accounts: 12500 (Compensatory), 12710 (Equal Opportunity At Risk), 12810 (Special Education Preschool), and 12900 (Other Special Programs). These 12000 series accounts were not included because the CODA 2003-04 report does not include classifications for these accounts by level of disability (severe, mild, communication and homebound), see Table 5.2. The omitted accounts may include the following categories which are designated severe disabilities: dual sensory impaired, autistic, and traumatic brain injury.

Figures 5.15, 5.16, and 5.17 illustrate the expenditures by special education category over the 2000-04 time period.

FIGURE 5.15 **2000-04 Special Education Expenditures per Special Education Student - Category: Severe, Non-Certified Salary 12000 Series**

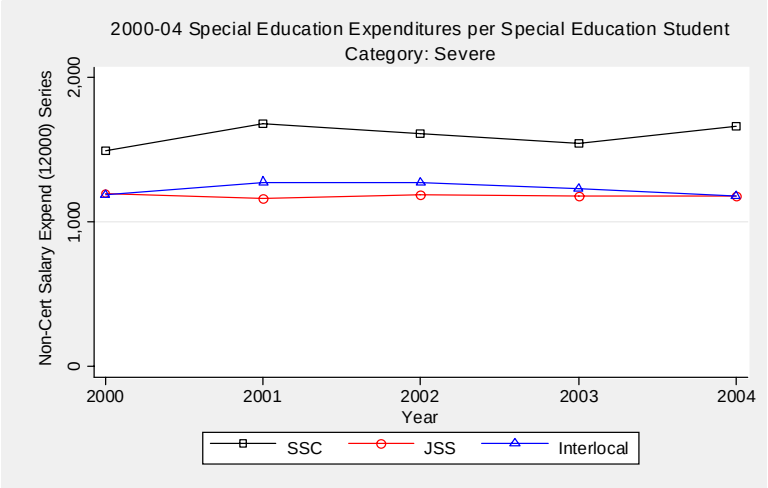


Figure 5.15 illustrates a fairly constant expenditure rate for each of the three planning district models over the five years in this study.

FIGURE 5.16 **2000-04 Special Education Expenditures per Special Education Student - Category: Mild, Non-Certified Salary 12000 Series**

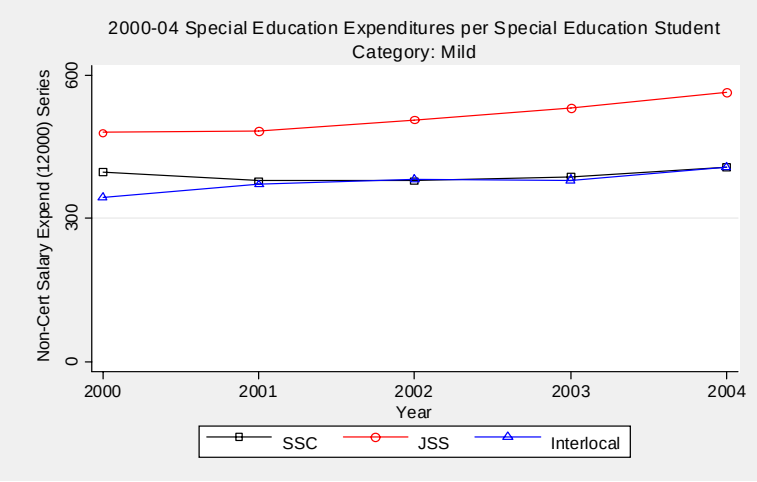


Figure 5.16 illustrates a slight increasing trend for the Interlocal and Joint Service and Supply planning districts and a nearly constant trend for Single School Corporations with respect to non-certified salary expenditures per special education students on accounts associated with the classification of mild disability.

FIGURE 5.17 **2000-04 Special Education Expenditures per Special Education Student - Category: Communication & Homebound, Non-Certified Salary 12000 Series**

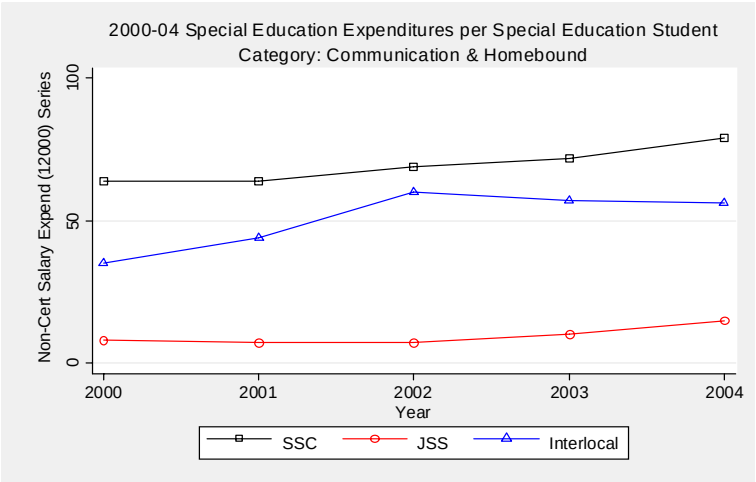


Figure 5.17 illustrates a slight increasing trend for all three types of planning district models in expenditures relating to accounts associated with the impairment category communication and homebound.

A graphical representation of the percent change in non-certified salary expenditure per special education student by disability classification over the five years of analysis is provided in Figure 5.18.

FIGURE 5.18 **Change in Non-Certified Salary Expenditures per Special Education Student - Calendar Years 2000-2004: Account 1200 Series by Disability Category**

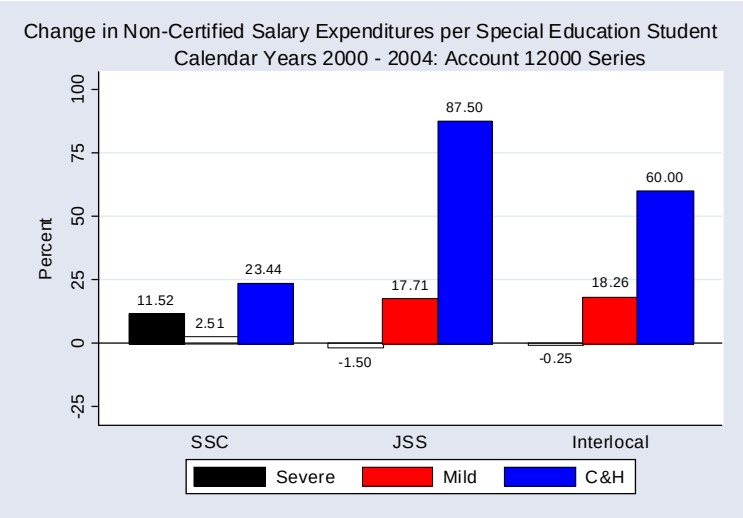


Figure 5.18 illustrates percent change for the three planning district models over the five years of this study. Non-certified salary expenditures include those in the 12000 account series associated with special education accounts in the disability categories of severe, mild, and communication and homebound.

5.5 Special Program Account 12000 Expenditures: Findings

5.5.1 2004 Special Education Per Student Expenditures

The 2004 per student expenditure data suggest similarity across the three special education service delivery models regarding special education expenditures in the 12000 account series, certified personnel expenditures, and non-certified personnel expenditures. Single School Corporations had the highest per student expenditures at $3,355 per student (Table 5.3), compared with $2,702 for Joint Service and Supply and $2,418 for Interlocal planning districts. With regard to certified staff expenditures (Table 5.6), Single School Corporations spent the most at $2,517 per special education student which was $799 greater than the lowest level of expenditures, $1,718 (Interlocal) per student expenditures. Joint Service and Supply planning districts had corresponding expenditures of $1,893. Per student expenditures for non-certified staff (Table 5.9) were also consistent among the three service delivery models, ranging from $686 per student in Single School Corporation planning districts to $524 per student in Interlocal planning districts. Joint Service and Supply planning districts had corresponding expenditures of $642.

5.5.2 Trends in Special Education Per Student Expenditures: 2000-2004

Total Special Education Expenditures

Trend data for special education expenditures in the 12000 account series, over a five-year period including 2000 through 2004, revealed differences in per student expenditures over all three categories of disability (severe, mild, and communication and homebound) between Single School Corporation planning districts and Joint Service and Supply and Interlocal planning districts (Figure 5.1). Overall, Single School Corporations had greater per pupil expenditures than both Joint Service and Supply and Interlocal planning districts. Joint Service and Supply and Single School Corporation planning districts also experienced a slight increase in total per student special education expenditures of 3.65

percent and 2.43 percent, respectively. During that same timeframe, per student expenditures in Interlocal planning districts decreased by 1.02 percent (Figure 5.2).

Expenditure data for students with severe disabilities indicated that per student expenditures declined by 7.32 percent for Single School Corporation, by 6.62 percent for Interlocal planning districts, and by 4.71 percent for Joint Service and Supply planning districts between 2000 and 2004 (Figure 5.6). The greatest difference between planning district models occurred in 2001 with Single School Corporations spending $2,251 per special education student more than the Joint Service and Supply planning district model (Table 5.5). Per student expenditures for students with mild disabilities were generally consistent with slight increases for Single School Corporation and Joint Service and Supply planning districts, and a slight decrease for Interlocal planning districts between 2000 and 2004 (Figure 5.4). Differences in per student expenditures for students with mild disabilities were still present, but were not as great as those for students with severe disabilities. Single School Corporations had greater expenditures per special education students classified with communication and homebound disabilities ($772 in 2004) than Joint Service and Supply ($493) or Interlocal planning districts ($527). Over the 2000-04 time period, both Interlocal and Single School Corporation planning districts experienced an increase (8.88 percent, 7.22 percent, respectively) and Joint Service and Supply planning districts experiencing a slight decrease (5.01 percent) in expenditures (Figure 5.6).

Certified Staff Expenditures

Trends in per pupil expenditures on certified staff indicated a trend toward greater expenditures per special education student over all three categories of disability (severe, mild, and communication and homebound) in Single School Corporation planning districts and lower expenditures in Joint Service and Supply and Interlocal planning districts (Figure 5.7). Expenditures for certified staff increased by 2.28 percent to $2,517 in 2004 for Single School Corporation planning districts, while decreasing by 1.20 percent to $1,883 for

Joint Service and Supply planning districts and decreasing 6.12 percent to $1,718 for Interlocal planning districts (Table 5.6, Figure 5.8).

Differences in certified staff per pupil expenditures existed based on the category of students with severe disabilities. Between 2000 and 2004, Single School Corporation planning districts had a higher level of expenditures ($3,965 in 2004) per student than Joint Service and Supply and Interlocal planning districts ($2,846 and $2,655, respectively) (Table 5.8). Single School Corporations, Joint Service and Supply, and Interlocal planning districts all experienced a downward trend (12.26 percent, 5.70 percent, and 12.32 percent, respectively) in per pupil expenditures (Figure 5.12).

Certified staff salary expenditures for students with mild disabilities were different between the three service delivery models as well, again with Single School Corporation planning districts spending a greater amount per student than either Joint Service and Supply or Interlocal planning districts, $2,204, $1,891 and $1,804 respectively in 2004 (Table 5.8). Only Single School Corporation planning districts experienced an increase (5.91 percent) in per pupil expenditures between 2000 and 2004 (Figure 5.12). Certified staff per pupil expenditures for communication and homebound special education students was consistent between planning districts during 2000 through 2004, ranging from $669 to $415 over all three of the planning district models. Planning districts experienced small changes in spending during that time, with Joint Service and Supply planning districts reducing per pupil spending by 5.57 percent, and Single School Corporation and Interlocal planning districts both increasing per pupil spending by 6.02 percent (Figure 5.12).

Non-Certified Staff Expenditures

A consistent upward trend in per student expenditures for non-certified staff over all three categories of disability (severe, mild, and communication and homebound) was experienced by all three special education service delivery models. Interlocal planning districts had an 18.55 percent increase (to $524 in 2004) in per pupil expenditures, highest

among the three service delivery models. Joint Service and Supply and Single School Corporation planning districts showed a 16.73 percent increase (to $686) and a 14.14 percent increase (to $642) in expenditures, respectively (Table 5.10, Figure 5.14).

Non-certified staff per student expenditures for special education students with severe disabilities remained relatively consistent between 2000 and 2004 (Figure 5.15). During this time, Single School Corporation planning districts consistently had higher per pupil expenditures for non-certified staff ($1,665 in 2004) than either Joint Service and Supply ($1,183 in 2004) or Interlocal planning districts ($1,183 in 2004) (Table 5.11). Single School Corporation planning districts also experienced an 11.52 percent increase in per pupil spending on non-certified staff for students with severe disabilities, while expenditures in Joint Service and Supply and Interlocal planning districts decreased by 1.50 percent and 0.25 percent, respectively (Figure 5.18).

Non-certified staff per student expenditures for special education students with mild disabilities had slight increasing trends in per student expenditures for non-certified staff between 2000 and 2004 for all three service delivery models (Figure 5.16). Interlocal planning districts had the greatest percentage increase at 18.26 percent to $408 in 2004. Joint Service and Supply planning districts also experienced a sizeable percentage increase of 17.71 percent to $565 in 2004. Single School Corporation planning districts experienced a more modest gain of 2.51 percent to $408 per student in 2004 (Table 5.11, Figure 5.18). Per student expenditures on non-certified staff for communication and homebound special education students in Joint Service and Supply and Interlocal planning districts increased by 87.50 percent to $15 and 60.00 percent to $56 in 2004, respectively. Per pupil expenditures in Single School Corporations increased 23.44 percent to $79 in 2004. Single School Corporations had the greatest expenditures per special education student of the three service delivery models ($79 in 2004). However, of these planning districts Single School Corporations increased the least during the period under examination (23.44 percent) (Table 5.11, Figure 5.18).

5.6 Direct Instruction, Direct Non-Instruction, and Special Education Administration Expenditures

Expanding our analysis from account codes in the 12000 series to accounts 11000, 12000, 13000, 14000, 16000, 21000, and 24000, this analysis compares special education expenditures related to direct instruction, direct non-instruction, and administration across the three planning district models (see Appendix B for specific account codes). As with the previous section of this report, all dollar values are reported as inflation adjusted 2000 dollars except where noted in the text. Represented in these data are 292 corporations as well as 13 Interlocal corporations.

The following three tables present data related to special education expenditures for direct instruction, direct non-instruction, and administration for each of the three planning district models (see Tables 5.12, 5.13, and 5.14). The decision to include accounts in these three categories is based on the 1996 Special Education Budgeting model, proposed by Patty Bond[6] and established in response to legislative requests. Counts for the number of school corporations reporting expenditure values are provided to facilitate the interpretation of these summary statistics. The table referencing Interlocals includes counts of school corporations and the legal entities of Interlocals and the Special Education Cooperative with their associated expenditures.

6. Patty S. Bond, Director of the Indiana Division of School Finance.

TABLE 5.12 **2004 Single School Corporation Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures**

Direct Instruction	Total Corps Reporting	Total ADM	Total Special Needs Students	Ratio for Special Needs Spending	Total Spending	Total Spending Special Needs
Regular Programs	18	230,271	43,323	0.1881	$555,378,790	$104,466,750
Special Programs	18	230,271	43,323	1.0000	$145,335,109	$145,335,109
Adult/Continuing Education	17	230,271	43,323	0.1881	$7,649,348	$1,438,842
Summer School	17	230,271	43,323	0.1881	$4,634,042	$871,663
Remediation	18	230,271	43,323	0.1881	$11,982,777	$2,253,960
Total					**$724,980,066**	**$254,366,325**
Direct Non-Instruction						
Support Services	18	230,271	43,323	0.1881	$39,963,091	$7,517,057
Psychological Services	18	230,271	43,323	1.0000	$7,593,210	$7,593,210
Speech Pathology and Audiology	13	230,271	43,323	1.0000	$6,373,420	$6,373,420
Other Student Services	1	230,271	43,323	1.0000	$65,218	$65,218
Total					**$52,994,939**	**$52,994,939**
Administration						
Special Education Administration	18	230,271	43,323	1.0000	$7,837,024	$7,837,024
Other Administration	18	230,271	43,323	0.1881	$74,090,014	$13,936,332
Total					**$81,927,038**	**$21,773,356**
Direct Instruction					$724,980,066	$254,366,325
Direct Non-Instruction					$53,994,939	$21,548,905
Administration					$81,927,038	$21,773,356
Grand Total					**$860,902,043**	**$297,688,586**

Note: Total spending for students with special needs is computed by multiplying total spending by the ratio of special needs students to ADM. This ratio is 1.0000 for those accounts where all expenditures are targeted for students with special needs. Regular program accounts 11100-11920. Special program accounts 12210-12900. All expenditure account codes and respective ratio designation are listed in Appendix B.

TABLE 5.13 **2004 Joint Service and Supply Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures**

Direct Instruction	Total Corps Reporting	Total ADM	Total Special Needs Students	Ratio for Special Needs Spending	Total Spending	Total Spending Special Needs
Regular Programs	194	555,335	97,324	0.1753	$1,356,149,146	$237,732,945
Special Programs	174	555,335	97,324	1.0000	$263,002,558	$263,002,558
Adult/Continuing Education	64	555,335	97,324	0.1753	$4,294,963	$752,907
Summer School	184	555,335	97,324	0.1753	$12,446,308	$#2,181,838
Remediation	191	555,335	97,324	0.1753	$19,951.905	$3,497,569
Total					**$1,655,844,880**	**$507,167,817**
Direct Non-Instruction						
Support Services	194	555,335	97,324	0.1753	$80,885,578	$14,179,242
Psychological Services	79	555,335	97,324	1.0000	$14,957,560	$14,957,560
Speech Pathology and Audiology	71	555,335	97,324	1.0000	$11,959,356	$11,959,356
Other Student Services	12	555,335	97,324	1.0000	$284,145	$284,145
Total					**$108,086,639**	**$41,380,303**
Administration						
Special Education Administration	62	555,335	97,324	1.0000	$15,632,805	$15,632,805
Other Administration	194	555,335	97,324	0.1753	$169,938,149	$29,790,158
Total					**$185,570,954**	**$45,422,963**
Direct Instruction					$1,655,844,880	$507,167,817
Direct Non-Instruction					$108,086,639	$41,380,303
Administration					$185,570,954	$45,422,963
Grand Total					**$1,949,502,473**	**$593,971,082**

Note: Total spending for students with special needs is computed by multiplying total spending by the ratio of special needs students to ADM. This ratio is 1.0000 for those accounts where all expenditures are targeted for students with special needs. Regular program accounts 11100-11920. Special program accounts 12210-12900. All expenditure account codes and respective ratio designation are listed in Appendix B. The Virtual Special Education Cooperative for charter schools, with 523 special education students, was not included in the totals for the Joint Service and Supply model.

TABLE 5.14 **2004 Interlocal Delivery Model: Direct Instruction, Direct Non-Instruction and Administration Expenditures**

Direct Instruction	Total Corps Reporting	Total ADM	Total Special Needs Students	Ratio for Special Needs Spending	Total Spending	Total Spending Special Needs
Regular Programs	85	190,795	32,924	0.1726	$464,790,464	$80,222,834
Special Programs	90	190,795	32,924	1.0000	$79,601,076	$79,601,076
Adult/Continuing Education	24	190,795	32,924	0.1726	$1,680,338	$290,026
Summer School	79	190,795	32,924	0.1726	$3,938,490	$679,783
Remediation	80	190,795	32,924	0.1726	$6,159,223	$1,063,082
Total					**$556,169,591**	**$161,856,802**
Direct Non-Instruction						
Support Services	91	190,795	32,924	0.1726	$25,513,290	$4,403,594
Psychological Services	19	190,795	32,924	1.0000	$6,634,920	$6,634,920
Speech Pathology and Audiology	19	190,795	32,924	1.0000	$4,833,671	$4,833,671
Other Student Services	1	190,795	32,924	1.0000	$462	$462
Total					**$36,982,343**	**$15,872,647**
Administration						
Special Education Administration	13	190,795	32,924	1.0000	$2,128,293	$2,128,293
Other Administration	81	190,795	32,924	0.1726	$55,436,646	$9,568,365
Total					**$57,564,939**	**$11,696,658**
Direct Instruction					$556,169,591	$161,856,802
Direct Non-Instruction					$36,982,343	$15,872,647
Administration					$57,564,939	$11,696,658
Grand Total					**$650,716,873**	**$189,426,107**

Note. Total spending for students with special needs is computed by multiplying total spending by the ratio of special needs students to ADM. This ratio is 1.0000 for those accounts where all expenditures are targeted for students with special needs. Regular program accounts 11100-11920. Special program accounts 12210-12900. All expenditure account codes and respective ratio designation are listed in Appendix B.

Although the breakdown of direct instruction, direct non-instruction, and administrative expenditures provides some sense for how the proportion of Fund dollars (noted at the beginning of the chapter) are being allocated to students with special needs, it begs the question of how these proportions of expenditures compare between planning district models on a per student basis. This comparison was made and is presented in the following tables, Table 5.15 through Table 5.18.

TABLE 5.15 2004 Comparison of Direct Instruction Expenditures per Special Education Students over Three Planning District Models

Direct Instruction	SSC	JSS	Interlocal	Average
Regular Programs	$2,411	$2,443	$2,436	$2,430
Special Programs	$3,355	$2,702	$2,418	$2,825
Adult/Continuing Education	$33	$8	$9	$17
Summer School	$20	$22	$21	$21
Remediation	$52	$36	$32	$40
Total	**$5,871**	**$5,211**	**$4,916**	**$5,333**

On average, in 2004, for each special education student in Indiana, dollars spent for regular programs was $2,430. The average expenditures per special education student related to special programs in Indiana was $2,825. Those school corporations providing services independently had expenditures greater than this average, and those corporations in Joint Service and Supply planning districts and Interlocals had expenditures slightly less than this average. Overall, the average expenditures related to direct instruction was $5,333 per special education student. Single School Corporations expended slightly greater than this average, $5,871, and Joint Service and Supply and Interlocals expended less than the average, $5,211 and $4,916 per special education student, respectively. The following figure compares planning district model expenditures related to direct instruction over the five years of this study.

FIGURE 5.19 **2000-04 Special Education Expenditures per Special Education Student: Direct Instruction**

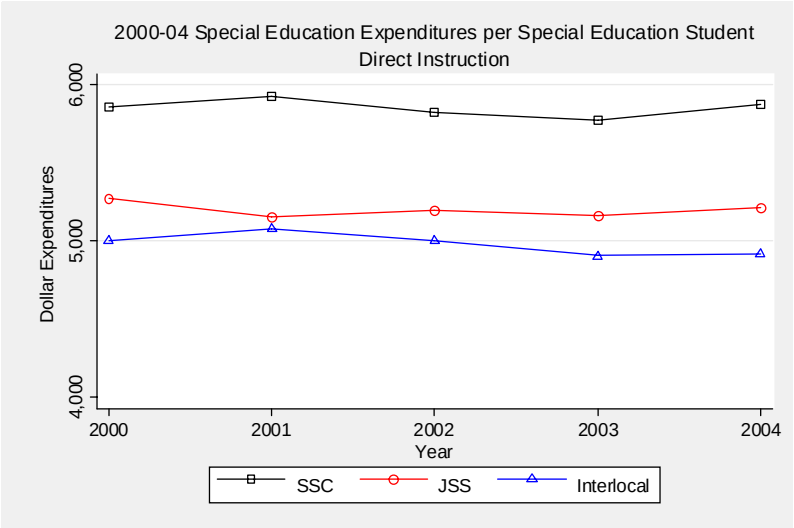


Figure 5.19 illustrates a nearly constant trend for expenditures per special education student related to direct instruction across all three planning district models.

The change in direct instruction expenditures per special education student over the calendar years 2000-2004 is presented in the figure below.

FIGURE 5.20 **Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Direct Instruction**

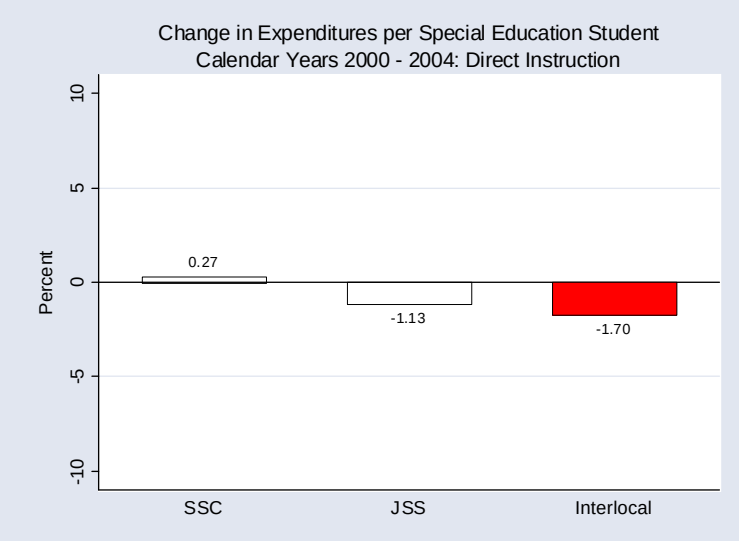


Figure 5.20 illustrates the slight decrease in expenditures for Joint Service and Supply as well as Interlocal planning district models. Nearly constant expenditures were found for Single School Corporations over the five-year period for this study.

TABLE 5.16 **2004 Comparison of Direct Non-Instruction Expenditures per Special Education Students over Three Planning District Models**

Direct Non Instruction	SSC	JSS	Interlocal	Average
Support Services	$174	$146	$134	**$151**
Psychological Services	$175	$154	$202	**$177**
Speech Pathology and Audiology	$147	$123	$147	**$139**
Other Student Services	$2	$3	$0	**$2**
Total	**$498**	**$426**	**$483**	**$469**

With respect to direct non-instruction, school corporations providing services independently were found to spend the most on accounts associated with direct non-instruction, $498 per special needs student. Interlocals also spent more than the average, $469, at $483. Joint Service and Supply planning districts spent the least at $426 per special education student. The following figure compares planning district model expenditures related to direct non-instruction over the five years of this study.

FIGURE 5.21 **2000-04 Special Education Expenditures per Special Education Student: Direct Non-Instruction**

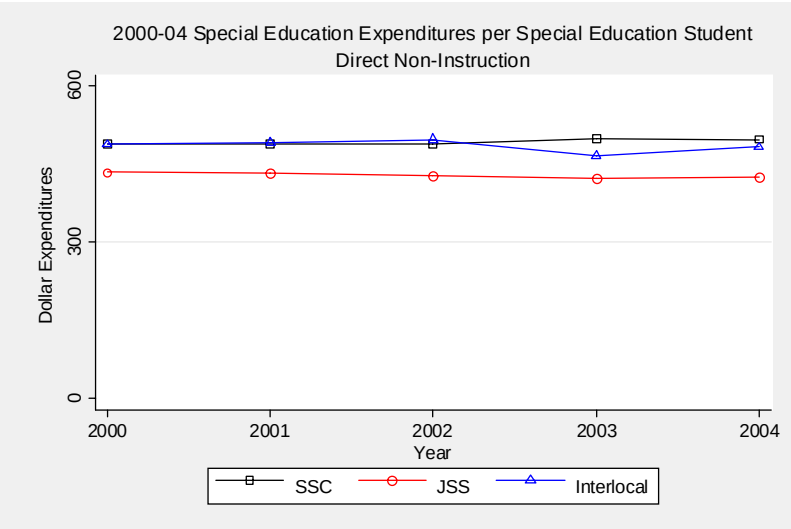


Figure 5.21 illustrates a nearly constant rate of expenditures for all three planning district models over the five years of this study.

The change in direct non-instruction expenditures per special education student over the calendar years 2000-2004 is presented in the figure below.

FIGURE 5.22 Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Direct Non-Instruction

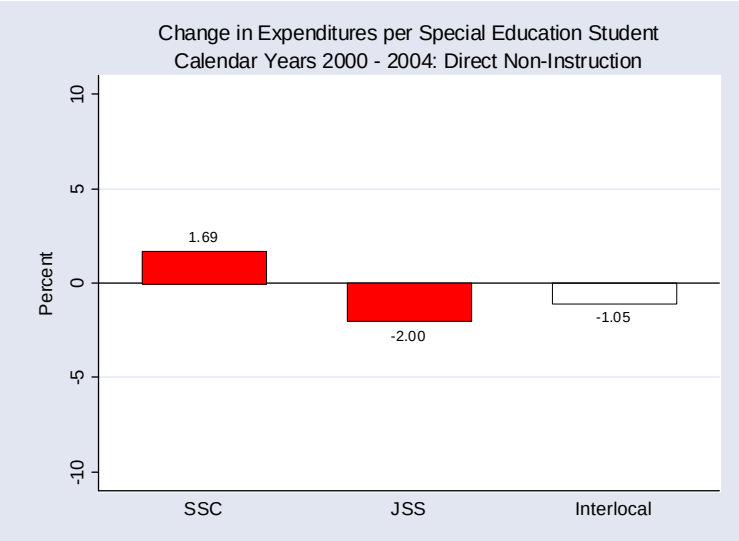


Figure 5.22 illustrates an increase for expenditures in Single School Corporations and a slight decrease in expenditures for Joint Service and Supply and Interlocals planning district models.

TABLE 5.17 2004 Comparison of Administration Expenditures per Special Education Students over Three Planning District Models

Administration	SSC	JSS	Interlocal	Average
Special Education Administration	$181	$161	$155	**$166**
Other Administration	$322	$306	$291	**$306**
Total	**$503**	**$467**	**$446**	**$472**

The average expenditures associated with special education administration were found to be $472 per special education student over the three planning district models. Expenditures related to special education administration were the greatest for Single School Corporation planning districts at $503 per special education student. Joint Services and Supply and Interlocal planning districts both spent less than the average, $472, at $467 and $466 per special education student, respectively. The following figure compares planning district model expenditures related to administration over the five years of this study.

FIGURE 5.23 2000-04 Special Education Expenditures per Special Education Student: Administration

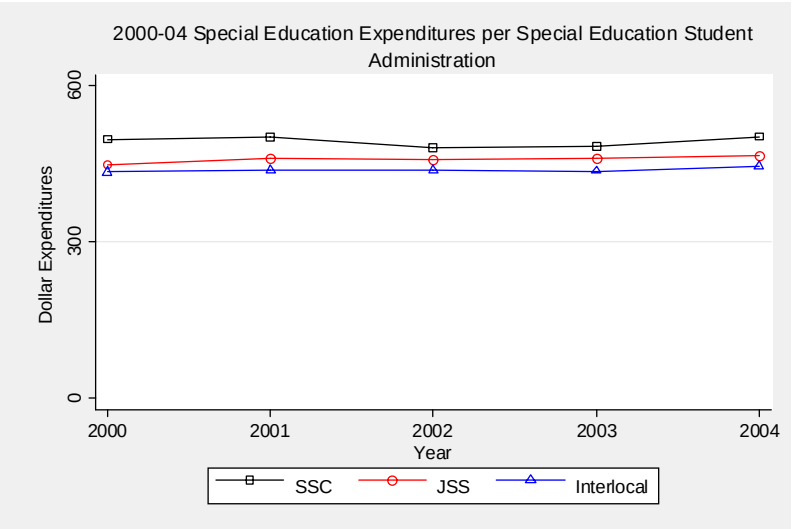


Figure 5.23 illustrates a nearly constant rate of expenditures per special education student for the three planning district models over the five years.

Change in administration expenditures per special education student over the calendar years 2000-2004 is presented in the figure below.

FIGURE 5.24 **Change in Expenditures per Special Education Student - Calendar Years 2000-2004: Administration**

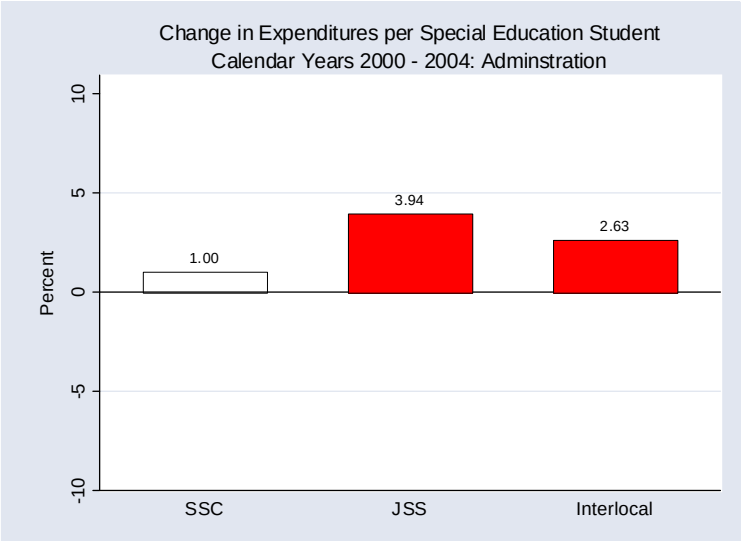


Figure 5.24 illustrates an small positive change of expenditures for all three planning district models over the five years of this study.

Aggregating all three expenditure groups — direct instruction, direct non-instruction, and administration — the following table compares the average 2000-2004 expenditures, expenditures per special education student, and percent of total expenditures over the three planning district models.

TABLE 5.18 **Comparison of Average 2000-2004 Total Special Education Expenditures and Expenditures per Special Education Student over Three Planning District Models**

	SSC	JSS	Interlocal	Average
Direct Instruction				
Total Spending	$248,514,489	$475,669,860	$155,025,419	**$293,069,923**
Number of Special Education Students	42,483	91,527	31,143	**-**
Category Expenditures per S.E. Student	$5,850	$5,197	$4,978	**$5,342**
% Total Expenditures per S.E. Student	85.58%	85.43%	84.36%	**85.12%**
Direct Non-Instruction				
Total Spending	$20,909,040	$39,154,445	$15,088,480	**$25,050,655**
Number of Special Education Students	42,483	91,527	31,143	**-**
Category Expenditures per S.E. Student	$492	$428	$484	**$468**
% Total Expenditures per S.E. Student	7.20%	7.03%	8.21%	**7.485**
Administration				
Total Spending	$20,949,836	$41,996,856	$13,656,636	**$25,534,443**
Number of Special Education Students	42,483	91,527	31,143	**-**
Category Expenditures per S.E. Student	$493	$459	$439	**$463**
% Total Expenditures per S.E. Student	7.21%	7.54%	7.43%	**7.40%**
Total Expenditures per Special Education Student	$6,835	$6,084	$5,901	**$6,273**

Over the five years of this study, the percent of total special education expenditures to direct instruction, direct non-instruction, and administrative costs were compared (see Table 5.18). By far, the greatest percent of expended dollars went to direct instruction, with an average across the three models being 85.12 percent. All three of the planning district models had percent direct instruction expenditures within one percent of this average. Similarly, all three planning district models reported one percent or less difference from the average percent of total expenditures for direct non-instruction, 7.48 percent.

The average percents of total expenditures related to administration was 7.40 percent. Again, all three planning district models reported less than one percent difference from the average percent of total expenditures for direct instruction, direct non-instruction, and administration.

5.7 Direct Instruction, Direct Non-Instruction, and Special Education Administrative Expenditures: Findings

For 2004, comparing across the three governance models, we find similar expenditures per special education student for accounts associated with direct instruction, direct non-instruction, and administration. Over these three categories, the greatest positive deviation from average in expenditures per special education student is made by Single School Corporations' expenditures for direct instruction. This expenditure level of $5,871 was 10 percent above the average expenditure per special education students of $5,333. The greatest negative deviation from average in expenditure dollars per special education student is made by Joint Service and Supply planning districts for direct non-instruction. This expenditure level of $426 was 9 percent below the average expenditure per special education students of $469.

On average, over the years of this study 2000-2004, the greatest proportion of total expenditures per special education student was made for direct instruction, 85.12 percent, or $5,342. The second greatest proportion of expenditures was for direct non-instruction, 7.48 percent, or $468. The smallest percent of total expenditures per special education student was made for administration, 7.40 percent, or $463.

Comparing the three planning district models with respect to percent of total expenditures for direct instruction per special education student over the years of this study, 2000-2004, Single School Corporation and Joint Service and Supply planning districts both had expenditures greater than the average of 85.12 percent.

Comparing the three planning district models with respect to percent of total expenditures for direct non-instruction per special education student over the years of this study, 2000-2004, Interlocal planning districts had expenditures greater than the average of 7.48 percent.

Comparing the three planning district models with respect to percent of total expenditures for administration per special education student over the years of this study, 2000-2004, Joint Service and Supply and Interlocal planning districts both had expenditures greater than the average of 7.40 percent.

Comparing the three planning district models with respect to percent of total expenditures (direct instruction, direct non-instruction, and administration) per special education student over the years of this study, 2000-2004, Single School Corporation planning districts had per special education expenditures of $6,835, 9 percent greater than the average of $6,273. Joint Service and Supply and Interlocal planning districts both had total expenditures 3 percent and 6 percent less than the average, respectively.

Overall, for the time period of this study, while the Single School Corporation planning district model had total expenditures per special education student approximately 9 percent greater than the average, $6,273, on a percent of total expenditures per special education student basis, this planning district model only exceeds the average in one category, direct instruction.

Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to consistently spend more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-2004.

5.8 Executive Summary of Expenditure Analysis

5.8.1 2004 Special Education Per Student Expenditures

The 2004 per student expenditure data suggest similarity across the three special education service delivery models regarding special education expenditures in the 12000 account series, certified personnel expenditures, and non-certified personnel expenditures.

Single School Corporations had the highest per student expenditures in the 12000 account series at $3,355 per student, compared with $2,702 for Joint Service and Supply and $2,418 for Interlocal planning districts.

With regard to certified staff expenditures in the 12000 account series, Single School Corporations spent the most at $2,517 per special education student, which was $799 greater than the lowest level of expenditures, $1,718 (Interlocal) per student expenditures.

Per student expenditures for non-certified staff in the 12000 series were also consistent among the three service delivery models, ranging from a maximum of $686 per student in Single School Corporation planning districts to a minimum of $524 per student in Interlocal planning districts.

5.8.2 Trends in Special Education Per Student Expenditures: 2000-2004

Total Special Education Expenditures

Over a five-year period including 2000 through 2004, Single School Corporations had greater per pupil expenditures than both Joint Service and Supply and Interlocal planning districts.

For the same five-year time period, Joint Service and Supply and Single School Corporation planning districts experienced a slight increase in total per student special education expenditures of 3.65 percent and 2.43 percent, respectively, while expenditures in Interlocal planning districts decreased by 1.02 percent.

Over the 2000-2004 calendar years of this study, expenditure data for students with severe disabilities declined by 7.32 percent for Single School Corporation, by 6.62 percent for Interlocal planning districts, and by 4.71 percent for Joint Service and Supply planning districts.

Certified Staff Expenditures

For the 2000-2004 period, trends in per pupil expenditures on certified staff indicated greater expenditures per special education student over all three categories of disability (severe, mild, and communication and homebound) in Single School Corporation planning districts and lower expenditures in Joint Service and Supply and Interlocal planning districts.

For the same time period, expenditures for certified staff increased by 2.28 percent to $2,517 in 2004 for Single School Corporation planning districts, while decreasing by 1.20 percent to $1,883 for Joint Service and Supply planning districts and decreasing 6.12 percent to $1,718 for Interlocal planning districts.

Non-Certified Staff Expenditures

During the 2000-2004 time period, a consistent upward trend in per student expenditures for non-certified staff over all three categories of disability (severe, mild, and communication and homebound) was experienced by all three special education service delivery models.

Over these five years, Interlocal planning districts had a 18.55 percent increase (to $524 in 2004) in per pupil expenditures. Joint Service and Supply and Single School Corporation planning districts showed a 16.73 percent increase (to $686) and a 14.14 percent increase (to $642) in expenditures, respectively.

5.9 Direct Instruction, Direct Non-Instruction and Administration Expenditures

For 2004, comparing across the three governance models, we find similar expenditures per special education student for accounts associated with direct instruction, direct non-instruction, and administration.

Over the three categories of direct instruction, direct non-instruction, and administration, the greatest positive deviation from average in expenditures per special education student is made by Single School Corporations, with an expenditure for direct instruction of $5,871, which was 10 percent above the average expenditure per special education students of $5,333.

The greatest negative deviation from average was an expenditure of $426 dollars per special education student, made by Joint Service and Supply planning districts for direct non-instruction. This expenditure was 9 percent below the average expenditure per special education students of $469.

On average, over the years of this study, 2000-2004, the greatest proportion of total expenditures per special education student was made for direct instruction, 85.12 percent, or $5,342. The second greatest proportion of expenditures was for direct non-instruction,

7.48 percent, or $468. The smallest percent of total expenditures per special education student was made for administration, 7.40 percent, or $463 (Table 5.19).

TABLE 5.19 Summary of Table 5.18: 2000-2004 Comparison of Total Special Education Expenditures and Expenditures per Special Education Student over Three Planning District Models

Instructional Components	SSC	JSS	Interlocal	Average
Direct Instruction	85.58%	85.43%	84.36%	85.12%
Direct Non-Instruction	7.20%	7.03%	8.21%	7.48%
Administration	7.21%	7.54%	7.43%	7.40%

Comparing the three planning district models with respect to percent of total expenditures for direct instruction per special education student over the years of this study, 2000-2004, Single School Corporation and Joint Service and Supply planning districts both had expenditures greater than the average of 85.12 percent.

Comparing the three planning district models with respect to percent of total expenditures for direct non-instruction per special education student over the years of this study, 2000-2004, Interlocal planning districts had expenditures greater than the average of 7.48 percent.

Comparing the three planning district models with respect to percent of total expenditures for administration per special education student over the years of this study, 2000-2004, Joint Service and Supply and Interlocal planning districts both had expenditures greater than the average of 7.40 percent.

Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to consistently spend more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-2004.

6 Effects of Community and Governance Model on Special Education Student Performance

6.1 Executive Summary

6.1.1 Questions Addressed in this Chapter

1. Do community characteristics such as the prevalence of families designated as "poor" influence the performance of special education students on ISTEP+?

2. Does the type of special education governance model influence performance of special education students on ISTEP+?

6.1.2 Finding: Influence of Community Socioeconomic Characteristics

Socioeconomic characteristics do have some influence on the variations in ISTEP+ performance among special education students. The socioeconomic characteristics examined in this report include the percentage of:

- adults without a high school education,
- single parent households,
- families with dependent children and income below the federally established poverty line,
- students eligible for free lunch, and
- students identified as limited English proficiency.

These socioeconomic characteristics were used as the predictors in a multiple regression equation. The performance (outcome) variable in this regression equation is the percentage of special education students passing either the English/Language Arts or Math sections of ISTEP+.

In 2001 about 31 percent of the variation in special education ISTEP+ pass rates is related to socioeconomic factors and increases to about 42 percent in 2005 (Table 6.1). For comparison, in 2004 about 69 percent of the variation in regular education ISTEP+ pass rates is related to socioeconomic factors. The relationship between socioeconomic factors and ISTEP+ pass rates is weaker for special education students but, nonetheless, a relationship does exist. This finding suggests that the influence of these socioeconomic factors does need to be adjusted mathematically when we investigate the potential impact of the different governance models on special education ISTEP+ performance.

TABLE 6.1 **Strength of Relationship (R^2) Between Socioeconomic Factors and ISTEP+ Pass Rates.**

	2001	2002	2003	2004	2005
All Grades	31%	27%	37%	38%	42%
Grade 3	7	8	13	14	21
Grade 6	10	10	19	18	20
Grade 8	18	12	23	24	21
Grade 10	10	10	19	18	20

6.1.3 Finding: Influence of Governance Models

Subtracting the effect of the socioeconomic factors is accomplished by using the same multiple regression used for the previous finding and adding two additional variables to investigate relationships between governance model and performance. The additional variables included in the model are categorical variables, which indicate only "yes" or "no" (1 or 0 in the model). These variables allow the model to account for the type of governance model used by each school district (SSC, JSS, or Interlocal). The first variable

indicates whether a school corporation uses the Single School Corporation (SSC) governance model. A second variable indicates whether a school corporation uses the Joint Service and Supply (JSS) governance model. All other school corporations that are not SSC or JSS belong to the Interlocal category. Data for the one planning district operating under the Special Education Cooperatives model have been combined with the data for the Interlocal planning districts, due to their similarity in governance. Because SSC, JSS, and Interlocal governance models are mutually exclusive and exhaustive, there is no need for a third variable for Interlocals. A "no" (or zero) for both SSC and JSS represents Interlocals in the model. The category not identified explicitly is called the reference group and in a simple regression equation the estimated value for the reference group is simply the constant term in the model. Keep in mind that the comparison of governance models occurs *after* the effects of the socioeconomic factors are nullified.

Is the SSC governance model related to variations in special education ISTEP+ performance?

In a word, "No." The top rows of Table 6.2 show the results of regression equations used to answer this question. The answer is affirmative only for one of the 25 cells — the Grade 6 in 2002. That cell contains "Stat. Sig.," signifying that the relationship is unlikely to be attributable to chance variation. Empty cells signify that the coefficient for SSC did not reach statistical significance after subtracting the effects of the socioeconomic factors. The SSC governance model is not related to variations in ISTEP+ performance.

TABLE 6.2 **Statistically Significant Regression Coefficients for Governance Models**

	2001	2002	2003	2004	2005
SSC					
Overall					
Grade 3					
Grade 6		Stat. Sig.			
Grade 8					
Grade 10					

	2001	2002	2003	2004	2005
JSS					
Overall	Stat. Sig.		Stat. Sig.		
Grade 3	Stat. Sig.				
Grade 6		Stat. Sig.			
Grade 8					
Grade 10		Stat. Sig.			

Are either of the other two governance models (JSS or Interlocal) related to variations in special education ISTEP+ performance?

This question is answered by the lower half of Table 6.2. Here we see that the JSS governance model, after subtracting the effect of the socioeconomic variables, reaches statistical significance (p = .05) five out of a possible 25 times. This is an inconsistent effect — clearly not sufficient to serve as the foundation for policy decisions.

What about the Interlocal group? Might it have an effect? Recall that the Interlocal group was not explicitly specified in the regression equation and serves as the reference group. Regression coefficients for SSC and JSS can be either positive or negative, indicating whether either of these groups perform better or worse compared to the reference group. If there were a sufficient number of cells filled in Table 6.2 to permit the inference that a particular governance model was related consistently to variations in student performance, then we could take the next step — estimating the degree of impact a particular governance model has on performance relative to the reference governance model. However, because the effects of governance models are inconsistent, we lack justification for this step.

6.2 Introduction

A number of alternative governance models currently exist that could be used by school corporations for delivering special education services to students. These range from a governance model in which the school corporation is responsible for all services, to the

opposite; namely, several school corporations form cooperative governance arrangements to deliver services. Which governance model is most suitable for a particular school corporation depends both on the cost of delivering services as well as the effectiveness of the differing governance models. Unfortunately, very little evidence is available to school corporations for determining the different impacts governance models may have on students. One of the central questions to be addressed in the area of special education governance and delivery is whether the governance model for the delivery of special education services has an impact on the subsequent academic performance of students.

In the Year 1 Study, we provided some analyses of the effects of four alternative governance models for delivering special education services on the performance of special education students. In this report we identify the following three governance models for inclusion in this analysis:

- School corporation administers special education services on their own (SSC)
- School corporation engages with other school corporations in jointly supplying special education services (JSS)
- School corporation joins with other school corporations to form an Interlocal co-op for delivering special education services (Interlocal).

In the Year 1 Study we also identified one Special Education Cooperative which we combined with the Interlocal governance model in this report.

We use data from the state of Indiana in this report to address two questions:

1. Is the overall school corporation performance of special education students on the ISTEP+ test influenced by socioeconomic factors?

2. Does the method used for delivering special education services (Single School Corporation, Joint Service and Supply, or Interlocal) influence the academic performance of special education students on ISTEP+?

We show that a relationship does exist between some of the background factors and the pass rates of special education students on ISTEP+. We also show that after the effects of

the background factors are nullified mathematically, the type of governance model appears to have only some inconsistent and limited effect in certain grade levels.

6.3 Data

The data used in this study are school corporation-level data for the 2000-01 through 2004-05 school years. The ISTEP+ pass rates for special education students were received from the IDOE September 21, 2006. Three community background variables (*NoHS*, *OneP*, and *Pov*) are from the 2000 U. S. Census, and the remaining two (*FreeL and LEP*) are from individual school corporations and are updated yearly. The variables are defined as follows:

- *NoHS* = percentage of adults, within the school corporation boundary, with less than a high school education in 2000,
- *OneP* = percentage of single-parent families within the school corporation boundary in 2000,
- *Pov* = percentage of families, with a dependent child, in poverty in 2000,
- *FreeL* = percentage of students eligible for free lunch (year specific values used for 2000-2004), and
- *LEP* = percentage of students with limited proficiency in English (year specific values used for 2000-2004).

Data for *FreeL* and *LEP* were received from the State Budget Agency in June 2005.

6.4 Data Description

Descriptive statistics for these variables are presented first. In Tables 6.3 - 6.5 we present descriptive statistics for *NoHS*, *OneP*, and *Pov* from the 2000 U.S. Census. The median percentage of *NoHS* is almost identical for the Single School Corporations and the Interlocals, while the median for JSS corporations is about two percentage points lower (Table 6.3). Nonetheless, the range of *NoHS* is largest for the JSS governance model.

TABLE 6.3 **Descriptive Statistics for Percentage of Adults without High School (NoHS), 2000**

Governance Model	N	Median	Average	Standard Deviation	Minimum Percent	Maximum Percent
SSC	18	19.85%	19.11%	5.69%	7.60%	28.30%
JSS	192	17.65%	17.72%	6.64%	2.90%	61.40%
Interlocals	70	19.60%	20.13%	6.75%	6.80%	38.00%
All Corporations	289	18.40%	18.41%	6.68%	2.90%	61.40%

The median percentage of single parent families (Table 6.4) is about the same for JSS (21.0 percent) and Interlocals (22.66 percent), while the median for SSC is about ten percentage points higher (32.88 percent).

TABLE 6.4 **Descriptive Statistics for Percentage of Single Parent Families (OneP), 2000**

Governance Model	N	Median	Average	Standard Deviation	Minimum Percent	Maximum Percent
SSC	18	32.88%	33.35%	11.17%	21.09%	64.16%
JSS	192	21.00%	22.01%	7.16%	8.90%	51.11%
Interlocals	70	22.66%	21.95%	5.29%	10.34%	32.96%
All Corporations	289	22.08%	22.85%	7.62%	8.90%	64.16%

The pattern observed for *OneP* (Table 6.4) holds for the percentage of families with a dependent child and income below the poverty level (Table 6.5). JSS has the lowest median percentage (6.5 percent), Interlocals are next (9.25 percent), and SSC have the highest median percentage (11.15 percent).

TABLE 6.5 **Descriptive Statistics for Percentage of Families with Income below Poverty Level (Pov), 2000**

Governance Model	N	Median	Average	Standard Deviation	Minimum Percent	Maximum Percent
SSC	18	11.15%	12.93%	6.83%	5.80%	32.10%
JSS	192	6.50%	7.43%	4.36%	1.10%	30.80%
Interlocals	70	9.25%	9.93%	4.64%	2.50%	23.6.%
All Corporations	289	7.40%	8.40%	4.91%	1.10%	32.10%

Table 6.6 presents descriptive statistics for *FreeL* for each of the governance models from 1999-2000 to 2003-2004. In the state's Foundation Program, the *FreeL* and *LEP* values are from the preceding year. For example, in the 2001 Foundation Program, *FreeL* and *LEP* values from 2000 are used. We follow this convention in our analysis.

Across all years the JSS governance model has the lowest median percentage of students eligible for free lunch and also the largest range of percentages. The SSC governance model has, consistently, the highest median percentage of *FreeL*, and the median percentage for Interlocals falls in between.

TABLE 6.6 **Descriptive Statistics for Percentage of Free Lunch Eligible (FreeL), 2000-2004**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2000					
	Median	24.73	13.54	17.24	14.92
	Mean	28.73	15.24	17.67	16.85
	Std Dev	13.14	9.03	8.2	10.02
	Min	12.44	1.26	3.98	1.26
	Max	60.43	71.33	41.06	71.33
2001					
	Median	25.23	13.55	17.05	15.20
	Mean	29.45	15.45	17.81	17.09
	Std Dev	14.62	9.3	7.99	10.31
	Min	10.28	1.37	4.33	1.37
	Max	62.49	72.0	42.55	72.18
2002					
	Median	22.94	16.05	18.48	16.99
	Mean	28.23	16.9	19.75	18.49
	Std Dev	13.67	9.11	8.03	10.02
	Min	16.99	1.36	4.69	1.36
	Max	62.98	67.95	36.05	67.95
2003					
	Median	27.54	16.5	21.33	18.1
	Mean	33.98	18.4	20.47	20.08
	Std Dev	15.07	10.07	8.89	11.1
	Min	16.31	1.92	5.3	1.92

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
	Max	67.26	76.43	46.22	76.43
2004					
	Median	27.54	16.5	21.33	18.1
	Mean	33.98	18.39	20.47	20.08
	Std Dev	15.07	10.07	8.9	11.1
	Min	16.31	1.92	5.3	1.92
	Max	67.26	76.43	46.22	76.43

Table 6.7 shows the descriptive statistics for limited English proficiency from 2000 to 2004 for each of the governance models. The SSC governance model consistently has the largest median percentage, followed by the JSS model, and then the Interlocals.

TABLE 6.7 **Descriptive Statistics for Percentage of Limited English Proficient (LEP), 2000-2004**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2000					
	Median	1.11	.18	.13	.19
	Mean	1.9	.92	.49	.94
	Std Dev	2.47	2.22	1.43	2.24
	Min	.02	0	0	0
	Max	8.57	17.15	11.1	17.15
2001					
	Median	1.62	.26	.22	.26
	Mean	2.51	1.2	.63	1.21
	Std Dev	2.95	2.82	1.67	2.79
	Min	.09	0	0	0
	Max	10.39	20.78	12.18	20.78
2002					
	Median	1.59	.25	.15	.27
	Mean	3.04	1.3	.62	1.35
	Std Dev	3.56	2.98	1.57	3.08
	Min	.17	0	0	0
	Max	11.77	21.32	11.32	21.32
2003					
	Median	2.18	.27	.19	.28
	Mean	3.42	1.4	.56	1.42

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
	Std Dev	3.81	3.08	1.29	3.1
	Min	.02	0	0	0
	Max	14.2	21.58	7.51	21.58
2004					
	Median	2.57	.34	.24	.35
	Mean	4.07	1.73	.75	1.72
	Std Dev	4.36	3.57	1.49	3.49
	Min	.11	0	0	0
	Max	16.31	22.4	8.96	22.4

Inspection of the preceding tables shows the differences among the background variables for school corporations within each governance model. If students in higher socioeconomic communities perform better than students in lower socioeconomic communities, then are the observed differences in performance associated with the differing socioeconomic status or with the differing forms of governance? One advantage of multiple regression is that the impact of the socioeconomic background factors are nullified mathematically. Thus, with the impact of background factors nullified, any observed differences in performance associated with differences in governance models can be determined.

6.5 Effects of Socioeconomic Factors on Overall Performance

To determine whether either the socioeconomic factors or the type of governance model has an effect on the performance of special education students, we estimated several multiple regression models of the following general form:

Model 1. $ISTEP\text{-}SE = \beta_0 + \beta_1 NoHS + \beta_2 OneP + \beta_3 Pov + \beta_4 FreeL + \beta_5 LEP + e$

where:

- *ISTEP-SE* = percentage of special education students in grade *x* who pass ISTEP+ in 2004-05,

- *NoHS* = percentage of adults, within the school corporation boundary, with less than a high school education in 2000,
- *OneP* = percentage of single-parent families within the school corporation boundary in 2000,
- *Pov* = percentage of families, with a dependent child, in poverty in 2000,
- *FreeL* = percentage of students eligible for free lunch (year specific values used for 2000-2004), and
- *LEP* = percentage of students with limited proficiency in English (year specific values used for 2000-2004).

We include these socioeconomic variables (aka, "background factors") in the equation because previous research shows that regular education student performance tends to be associated with characteristics of the wealth, education level, and structures of families.[1] If special education student performance is also influenced by these background factors, then the results reported for a particular governance model, which consists of student performance from multiple school corporations, will also be connected to these same background factors. For example, if students from higher-income families tend to perform better than students from lower-income families, then school corporations located in higher-income areas are also likely to perform better than school corporations in lower-income areas. Such patterns are important for policymakers to understand because school corporations are required to provide educational services to students within specific geographic areas.

Table 6.8 presents results for the background factors. The R^2 (row 7) shows the degree to which variation observed in ISTEP+ pass rates is associated with the background factors included in the model (rows 1-5). The degree to which variation in ISTEP+ pass rates is associated with these factors varies across the years, ranging from 27 percent in 2002 to 42 percent in 2005.

1. e.g., See Coleman, James. (1966). *Equality of Educational Opportunity.* Washington, D.C.: U. S. Office of Health, Education, and Welfare.

TABLE 6.8 **Effects of Background Factors on ISTEP+ Pass Rate, All Grades Combined, 2001 to 2005**

		2001	2002	2003	2004	2005
1	**NoHS**	-0.55** (5.82)	-0.44** (4.40)	-0.67** (6.68)	-0.38** (3.87)	-0.51** (5.42)
2	**OneP**	-0.44** (4.38)	-0.35** (3.16)	-0.34** (3.31)	-0.38** (3.35)	-0.05 (0.51)
3	**Pov**	0.03 (0.13)	0.30 (1.53)	0.10 (.56)	0.16 (0.85)	0.02 (0.09)
4	**FreeL**	0.02 (0.18)	-0.22 (1.92)	-0.17 (1.74)	-0.31** (3.03)	-0.40** (4.07)
5	**LEP**	0.44 (1.86)	0.52** (2.64)	0.37* (2.10)	0.23 (1.26)	0.09 (0.55)
6	**Intercept**	41.98**	41.59**	50.13**	53.78**	53.64**
7	**R^2**	0.31	0.27	0.37	0.38	0.42

*p <=.05
**p <=.01

The percent of adults, within a school corporation's boundaries, without a high school education is inversely related to ISTEP+ pass rates. For example, the *NoHS* regression coefficient in 2005 is -0.51. This model estimates that for each one percent increase in adults without a high school education, ISTEP+ pass rates decrease by about one half of one percent. Likewise in 2005, for each one percent increase in students eligible for *FreeL*, ISTEP+ pass rates are estimated to decrease by about four-tenths of one percent. Each of the other statistically significant regression coefficients may be interpreted similarly. Overall, Table 6.8 suggests that *NoHS* has a consistently negative influence across all years, *OneP* has a negative influence for four of the five years, and the influence of *FreeL* is statistically significant only for the last two years. The coefficients for *Pov* are not statistically significant for any of these years but note that *Pov* is strongly correlated ($r = 0.85$) with *FreeL*). The *LEP* regression coefficient is statistically significant for two of the five years.

Table 6.9 shows the effect of the background factors on the variation in the Grade 3 ISTEP+ pass rates for special education students. *NoHS* is the one background factor that is consistently related to variations in Grade 3 ISTEP+ pass rates. The proportion of variation in ISTEP+ pass rates (R^2) associated with these background factors is noticeably smaller than for all grades grouped together (Table 6.8).

TABLE 6.9 **Effects of Background Factors on ISTEP+ Pass Rate, Grade 3, 2001 to 2005**

		2001	2002	2003	2004	2005
1	**NoHS**	-0.41* (2.22)	-0.52** (2.82)	-0.82** (4.23)	-0.24 (1.32)	-0.51** (2.92)
2	**OneP**	-0.48** (2.46)	-0.14 (0.69)	-0.35 (1.74)	-0.93 (0.19)	-0.19 (0.93)
3	**Pov**	0.02 (0.06)	0.29 (0.80)	0.20 (.58)	0.39 (0.13)	-0.28 (0.84)
4	**FreeL**	0.07 (0.36)	-0.27 (1.26)	-0.11 (.59)	-0.34 (1.80)	-0.24 (1.30)
5	**LEP**	0.44 (0.98)	0.58 (1.57)	0.52 (1.51)	0.39 (1.16)	-0.26 (0.90)
6	**Intercept**	47.01**	49.33**	59.38**	61.33**	69.32**
7	**R^2**	0.07	0.08	0.13	.14	.21

*p <=.05
**p <=.01

Table 6.10 shows the regression coefficients for Grader 6 special education students. The coefficients for *NoHS* and *OneP* are statistically significant for almost all of the years. Of the remaining factors, only *LEP* shows statistical significance in 2001.

TABLE 6.10 **Effects of Background Factors on ISTEP+ Pass Rate, Grade 6, 2001 to 2005**

		2001	2002	2003	2004	2005
1	**NoHS**	-0.28* (1.96)	-0.28* (2.21)	-0.70** (4.16)	-0.52** (3.42)	-0.34* (2.29)
2	**OneP**	-0.36* (2.37)	-0.29* (2.09)	-0.41* (2.36)	-0.52** (2.96)	-0.12 (0.70)
3	**Pov**	0.14 (0.50)	0.03 (0.12)	0.18 (0.59)	0.09 (0.29)	0.07 (0.25)
4	**FreeL**	-0.10 (0.62)	-0.07 (0.46)	-0.19 (1.14)	-0.05 (0.32)	-0.40 (0.55)
5	**LEP**	0.24* (0.67)	0.28 (1.10)	0.39 (1.29)	0.01 (0.02)	0.13 (0.50)
6	**Intercept**	30.45**	29.66**	51.61**	54.83**	54.16**
7	**R^2**	0.10	0.10	0.19	0.18	0.20

*p <=.05
**p <=.01

In Table 6.11 the regression coefficients for Grade 8 show that *NoHS* is statistically significant for most of the years and generally has greater impact compared to the regression coefficients for the other background variables. *FreeL* is statistically significant for three of the five years. Neither *OneP* nor *Pov* is statistically significant for any year and *LEP* is statistically significant only in 2002.

TABLE 6.11 **Effects of Background Factors on ISTEP+ Pass Rate, Grade 8, 2001 to 2005**

		2001	2002	2003	2004	2005
1	**NoHS**	-0.67** (4.55)	-0.23 (1.52)	-0.66** (5.07)	-0.45** (3.37)	-0.49** (3.49)
2	**OneP**	-0.22 (1.42)	-0.15 (0.90)	-0.09 (0.66)	-0.14 (0.94)	-0.03 (0.19)
3	**Pov**	-0.16 (0.56)	0.17 (0.57)	0.15 (0.64)	0.04 (0.17)	0.02 (0.06)
4	**FreeL**	-0.01 (0.07)	-0.37* (2.11)	-0.16 (1.27)	-0.35** (2.49)	-0.36* (2.38)
5	**LEP**	0.21 (0.58)	0.58* (1.93)	0.42 (1.82)	0.17 (0.69)	0.12 (0.49)
6	**Intercept**	37.51**	33.59**	37.84**	43.24**	44.5**
7	**R^2**	0.18	0.12	0.23	0.24	0.21

*p <=.05
**p <=.01

For Grade 10 (Table 6.12), the pattern of statistically significant regression coefficients is similar to those for the eighth graders. The proportion of variation in Grade 10 ISTEP+ pass rates (R^2) is very close to that for Grade 8. For Grade 10 *NoHS* and *OneP* are statistically significant for four of the five years; *FreeL* and *LEP* are each statistically significant for one year; *Pov* does not reach statistical significance.

TABLE 6.12 **Effects of Background Factors on ISTEP+ Pass Rate, Grade 10, 2001 to 2005**

		2001	2002	2003	2004	2005
1	**NoHS**	-0.79** (4.81)	-0.62** (4.04)	-0.57** (3.39)	-0.16 (1.06)	-0.83** (5.10)
2	**OneP**	-0.42* (2.41)	-0.42* (2.44)	-0.55** (3.20)	-0.46** (2.59)	-0.02 (0.10)
3	**Pov**	0.03 (0.10)	0.10 (0.33)	0.27 (0.89)	0.02 (0.07)	0.01 (0.02)

		2001	2002	2003	2004	2005
4	**FreeL**	0.02 (0.11)	-0.09 (0.52)	-0.08 (0.51)	-0.33* (2.00)	-0.30 (1.77)
5	**LEP**	0.52 (1.29)	0.50 (1.61)	0.37 (1.25)	0.43 (1.51)	0.71** (2.67)
6	**Intercept**	47.06**	43.61**	46.47**	46.45**	43.41**
7	**R^2**	0.18	0.17	0.15	0.21	.22

*p <=.05
**p <=.01

The background factors included in this model do appear to be related to the variation in ISTEP+ pass rates.

Overall, pass rates for special education students appear to be influenced more by the parental factors (*NoHS* and *OneP*) than by the poverty (*Pov* and *FreeL*) or English proficiency (*LEP*) factors.

6.6 Effects of Delivery Model on Performance of Special Education Students

We now turn to the question of whether the way in which a corporation delivers special education services has an impact on the academic performance of its special education students. Table 6.13 shows the breakdown of school corporations by how they deliver special education services:

TABLE 6.13 Breakdown of School Corporation by Method of Delivering Special Education Services

Delivery Method	Num. Corps.	Percentage of Total School Corps.
SSC	18	6.43%
JSS	192	68.57%
Interlocal	70	25.00%
Total	**280**	**100%**

From Table 6.13, it can be seen that approximately two out of three school corporations rely on the JSS model for administering special education, a quarter are Interlocals, and less than ten percent are SSC. To determine whether the method used has an effect on the performance of special education students, we used the following multiple regression models:

Model 2. $ISTEP3\text{-}SE = \beta_0 + \beta_1 NoHS + \beta_2 OneP + \beta_3 Pov + \beta_4 FreeL + \beta_5 LEP + \beta_6 SSC + e$

Model 3. $ISTEP4\text{-}SE = \beta_0 + \beta_1 NoHS + \beta_2 OneP + \beta_3 Pov + \beta_4 FreeL + \beta_5 LEP + \beta + \beta_7 JSS + e$

In Model 2, we estimated whether special education students in corporations using the SSC model perform better or worse than special education students in other corporations, after controlling for the possible effects of socioeconomic factors on student performance. In Model 3, we expand the list of options to also include JSS, and thus the coefficients represent the effects of these two delivery models relative to the Interlocal model. Note that the dependent variable in these models is the ISTEP+ pass rate for special education students, and not all students in the corporation. The results from this analysis are shown in Tables 6.14 and 6.15.

TABLE 6.14 **Effects of Special Education Delivery on ISTEP+ Pass Rate, All Grades Combined, 2001 to 2002**

		Overall 2001		Overall 2002	
		SSC	SSC, JSS	SSC	SSC, JSS
1	**NoHS**	-0.56** (5.75)	-0.56** (5.70)	-0.43** (4.26)	-0.42** (4.20)
2	**OneP**	-0.44** (4.29)	-0.46** (4.50)	-0.36** (3.20)	-0.38** (3.38)
3	**Pov**	0.02 (0.13)	0.08 (0.43)	0.30 (1.53)	0.36 (1.83)
4	**FreeL**	0.02 (0.18)	0.02 (0.21)	-0.22 (1.96)	-0.23* (1.99)

		Overall 2001			Overall 2002	
		SSC	SSC, JSS		SSC	SSC, JSS
5	**LEP**	0.44 (1.86)	0.40 (1.69)		0.51** (2.60)	0.49* (2.49)
6	**SSC**	-0.15 (0.07)	1.46 (0.66)		1.16 (0.52)	2.77 (1.17)
7	**JSS**	—	2.30* (2.10)		—	2.27 (1.94)
8	**Intercept**	41.98**	40.20**		41.68**	39.92**
9	**R^2**	0.31	0.32		0.27	0.28

*p <=.05
**p <=.01

In Tables 6.14 and 6.15 the two most influential factors impacting the percentage of special education students passing the ISTEP+ exam are the educational attainment of adults in the community (*NoHS*) and the percentage of single parent households (*OneP*). Collectively, the factors used in the models explain no more than 38 percent (R^2) of overall variation in the performance of special education students.

TABLE 6.15 **Effects of Special Education Delivery on ISTEP+ Pass Rate, All Grades Combined, 2003 to 2005**

		Overall 2003			Overall 2004			Overall 2005	
		SSC	SSC, JSS		SSC	SSC, JSS		SSC	SSC, JSS
1	**NoHS**	-0.68** (6.66)	-0.67** (6.63)		-0.37** (3.75)	-0.37** (3.69)		-0.51** (5.38)	-0.51** (5.34)
2	**OneP**	-0.34** (3.14)	-0.36** (3.36)		-0.38** (3.37)	-0.39** (3.44)		-0.05 (0.47)	-0.06 (0.54)
3	**Pov**	0.11 (0.58)	0.16 (0.86)		0.16 (0.85)	0.19 (1.00)		0.02 (0.09)	0.05 (0.25)
4	**FreeL**	0.17 (1.73)	-0.16 (1.66)		-0.32** (3.05)	-0.32** (3.07)		-0.40** (4.01)	-0.40** (4.02)

		Overall 2003		Overall 2004		Overall 2005	
		SSC	SSC, JSS	SSC	SSC, JSS	SSC	SSC, JSS
5	**LEP**	0.38* (2.13)	0.35* (1.98)	0.22 (1.22)	0.21 (1.15)	0.09 (0.57)	0.08 (0.50)
6	**SSC**	-0.86 (0.39)	0.91 (0.39)	0.94 (0.41)	1.75 (0.72)	-0.60 (0.27)	0.08 (0.04)
7	**JSS**	—	2.55* (2.13)	—	1.13 (0.94)	—	0.96 (0.83)
8	**Intercept**	50.02**	48.03**	53.85**	52.95**	53.59**	52.84**
9	**R^2**	0.37	0.38	0.38	0.38	0.42	0.43

*p <=.05
**p <=.01

After adjusting for the effects of the background factors in the regression model on the performance of these students, the governance model used in the delivery of special education services appears to have a mixed effect on their performance. The SSC model is not statistically significant for any year. This model does not appear to have a significant impact on student performance.

The JSS model, in contrast, reaches statistical significance in 2001 and 2003, suggesting that student performance in JSS planning districts differs from student performance in other planning districts for these two years. Table 6.16 shows the pass rates for those years. Because this difference is not consistent across all five years, caution in drawing conclusions is warranted.

TABLE 6.16 **Percentage of ISTEP+ Pass, 2001, 2003**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2001					
	Median	25.28	32.14	27.35	30.00
	Mean	27.43	32.04	27.16	30.26
	Std Dev	10.28	16.57	14.62	15.98
	Min	11.73	0.00	0.00	0.00

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
	Max	45.74	100.00	60.87	100.00
2003					
	Median	24.14	28.66	24.43	26.57
	Mean	22.81	29.69	25.39	28.03
	Std Dev	7.78	10.97	10.02	10.58
	Min	5.98	7.11	8.33	5.98
	Max	35.03	65.22	59.87	65.22

We summarize the results of these models in the following table (Table 6.17). "Stat. Sig." in a cell indicates the regression coefficient for the governance model was statistically significant. The SSC governance model was statistically significant in 2002 for Grade 6 only, and the model explains a relatively small proportion of overall variation in the performance of special education students.

TABLE 6.17 **Statistically Significant Regression Coefficients for Governance Models**

	2001	2002	2003	2004	2005
SSC					
Overall					
Grade 3					
Grade 6		Stat. Sig.			
Grade 8					
Grade 10					
JSS					
Overall	Stat. Sig.		Stat. Sig.		
Grade 3	Stat. Sig.				
Grade 6		Stat. Sig.			
Grade 8					
Grade 10		Stat. Sig.			

The JSS governance model was statistically significant for all grade levels combined in 2001 and 2003, for Grade 3 in 2001, Grade 6 in 2002, and Grade 10 in 2002. JSS regression coefficients were statistically significant in only 20 percent of the regression equations. At no time did a regression equation for an individual grade level have an R^2

(representing the relationship) greater than 19 percent. While the results for the JSS governance model are suggestive, data from subsequent years are needed to confirm the consistency of the findings. The remaining tables in this chapter contain the regression coefficients for each grade tested. Descriptive statistics are displayed when statistical significance is present.

TABLE 6.18 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 3, 2001 to 2002**

		Overall 2001			Overall 2002	
		SSC	SSC, JSS		SSC	SSC, JSS
1	**NoHS**	-0.40* (2.13)	-0.39* (2.06)		-0.50** (2.70)	-0.50** (2.65)
2	**OneP**	-0.49* (2.48)	-0.54** (2.73)		-0.16* (0.77)	-0.19 (0.90)
3	**Pov**	0.02 (0.07)	0.16 (0.42)		0.29 (0.80)	0.37 (1.02)
4	**FreeL**	0.07 (0.32)	0.06 (0.31)		-0.28 (1.31)	-0.28 (1.32)
5	**LEP**	0.43 (0.95)	0.36 (0.81)		0.57 (1.52)	0.53 (1.42)
6	**SSC**	1.50 (0.36)	4.95 (1.13)		2.44 (0.58)	4.48 (1.00)
7	**JSS**	—	4.91* (2.29)		—	2.93 (1.32)
8	**Intercept**	47.13**	43.40**		49.53**	47.29**
9	**R^2**	0.07	0.09		0.08	0.09

*p <=.05, **p <=.01

TABLE 6.19 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 3, 2003 to 2005**

		Overall 2003		Overall 2004		Overall 2005	
		SSC	SSC, JSS	SSC	SSC, JSS	SSC	SSC, JSS
1	**NoHS**	-0.81** (4.15)	-0.80** (4.13)	-0.23 (1.27)	-0.23 (1.23)	-0.50** (2.82)	-0.51** (2.88)
2	**OneP**	-0.37 (1.78)	-0.39 (4.13)	-0.20 (0.96)	-0.21 (1.02)	-0.20 (0.98)	-0.17 (0.86)
3	**Pov**	0.19 (0.55)	0.24 (0.67)	-0.13 (0.39)	-0.09 (0.25)	-0.28 (0.84)	-0.36 (1.05)
4	**FreeL**	-0.11 (0.59)	-0.10 (0.55)	-0.34 (1.81)	-0.35 (1.82)	-0.25 (1.34)	-0.24 (1.32)
5	**LEP**	0.51 (1.46)	0.49 (1.40)	0.38 (1.13)	0.36 (1.08)	-0.27 (0.93)	-0.24 (0.83)
6	**SSC**	1.76 (0.40)	2.99 (0.64)	0.97 (0.23)	2.11 (0.47)	-1.66 (0.41)	-0.27 (0.06)
7	**JSS**	—	1.76 (0.75)	—	1.60 (0.73)	—	-2.70 (1.26)
8	**Intercept**	59.58**	58.28**	61.41**	60.15	69.45**	71.52**
9	**R^2**	0.13	0.14	0.14	0.14	0.21	0.21

*p <=.05
**p <=.01

TABLE 6.20 **Percentage of Grade 3 ISTEP+ Pass, 2001**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2001					
	Median	25.28	32.14	27.35	30.00
	Mean	27.43	32.04	27.16	30.26
	Std Dev	10.28	16.57	14.62	15.98

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
	Min	11.73	0.00	0.00	0.00
	Max	45.75	100.00	60.87	100.00

TABLE 6.21 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 6, 2001 to 2002**

		Overall 2001			Overall 2002	
		SSC	SSC, JSS		SSC	SSC, JSS
1	**NoHS**	-0.28 (1.92)	-0.27 (1.86)		-0.26* (2.01)	-0.24 (1.92)
2	**OneP**	-0.37* (2.36)	-0.39** (2.50)		-0.32* (2.25)	-0.36** (2.56)
3	**Pov**	0.14 (0.50)	0.21 (0.75)		0.03 (0.12)	0.14 (0.59)
4	**FreeL**	-0.10 (0.63)	-0.10 (0.65)		-0.08 (0.57)	-0.08 (0.59)
5	**LEP**	(0.23) (0.66)	0.20 (0.57)		0.26 (1.01)	0.21 (0.84)
6	**SSC**	0.35 (0.11)	2.10 (0.61)		3.43 (1.20)	6.28* (2.08)
7	**JSS**	—	2.49 (1.46)		—	4.04** (2.72)
8	**Intercept**	30.45**	28.58**		29.93**	26.88**
9	**R^2**	0.10	0.11		0.10	0.13

*p <=.05
**p <=.01

TABLE 6.22 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 6, 2003 to 2005**

		Overall 2003		Overall 2004		Overall 2005	
		SSC		SSC	SSC, JSS	SSC	SSC, JSS
1	**NoHS**	-0.71** (4.15)	-0.70** (4.12)	-0.53** (3.40)	-0.52** (3.34)	-0.33* (2.20)	-0.33* (2.19)
2	**OneP**	-0.40* (2.24)	-0.45** (2.49)	-0.51** (2.90)	-0.54** (3.03)	-0.13 (0.74)	-0.13 (0.76)
3	**Pov**	0.19 (0.61)	0.28 (0.91)	0.09 (0.29)	0.17 (0.56)	0.07 (0.25)	0.08 (0.28)
4	**FreeL**	-0.19 (1.14)	-0.17 (1.06)	-0.05 (0.30)	-0.05 (0.33)	-0.41** (2.57)	-0.41** (2.57)
5	**LEP**	0.40 (1.30)	0.36 (1.17)	0.01 (0.03)	-0.02 (0.07)	-0.14 (0.57)	-0.15 (0.59)
6	**SSC**	-1.09 (0.28)	1.63 (0.40)	-0.68 (0.19)	1.30 (0.34)	1.15 (0.33)	1.45 (0.39)
7	**JSS**	—	3.86 (1.91)	—	2.77 (1.48)	—	0.42 (0.23)
8	**Intercept**	51.49	48.66**	54.78**	52.65**	54.25**	53.93**
9	**R^2**	0.19	0.20	0.18	0.18	0.20	0.21

*p <=.05
**p <=.01

TABLE 6.23 **Percentage of Grade 6 ISTEP+ Pass, 2002**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2002					
	Median	14.85	16.74	14.14	15.79
	Mean	16.55	18.80	14.29	17.38
	Std Dev	9.25	11.69	10.48	11.31
	Min	1.87	0.00	0.00	0
	Max	35.71	57.14	36.36	57.14

TABLE 6.24 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 8, 2001 to 2002**

		Overall 2001			Overall 2002	
		SSC	SSC, JSS		SSC	SSC, JSS
1	**NoHS**	-0.67** (4.49)	-0.66** (4.45)		-0.24 (1.54)	-0.23 (1.47)
2	**OneP**	-0.22 (1.40)	-0.24 (1.50)		-0.15 (0.85)	-0.17 (1.01)
3	**Pov**	-0.16 (0.56)	-0.11 (0.38)		0.17 (0.57)	0.25 (0.83)
4	**FreeL**	-0.01 (0.07)	-0.01 (0.07)		-0.36* (2.08)	-0.37* (2.10)
5	**LEP**	0.21 (0.58)	0.18 (0.49)		0.59* 1.94	0.56 (1.84)
6	**SSC**	-0.11 (0.03)	1.23 (0.35)		-0.81 (0.24)	1.40 (0.38)
7	**JSS**	—	1.91 (1.11)		—	3.12 (1.72)
8	**Intercept**	37.50**	36.04**		33.53**	31.13**
9	**R^2**	0.18	0.18		0.12	0.13

*p <=.05
**p <=.01

TABLE 6.25 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 8, 2003 to 2005**

		Overall 2003		Overall 2004		Overall 2005	
		SSC		SSC	SSC, JSS	SSC	SSC, JSS
1	**NoHS**	-0.67** (5.14)	-0.67** (5.13)	-0.43** (3.19)	-0.43** (3.14)	-0.50** (3.47)	-0.49** (3.40)
2	**OneP**	-0.06 (0.46)	-0.07 (0.47)	-0.16 (1.05)	-0.17 (1.11)	-0.03 (0.16)	-0.05 (0.31)
3	**Pov**	-0.14 (0.61)	-0.14 (0.57)	0.04 (0.17)	0.08 (0.30)	-0.20 (0.06)	0.07 (0.24)
4	**FreeL**	-0.16 (1.26)	-0.16 (1.25)	-0.36** (2.57)	-0.37** (2.59)	-0.35* (2.35)	-0.36* (2.38)
5	**LEP**	0.44 (1.90)	0.43 (1.88)	0.15 (0.61)	0.14 (0.56)	0.12 (0.51)	0.09 (0.37)
6	**SSC**	-2.53 (0.87)	-2.34 (0.76)	2.75 (0.88)	3.66 (1.10)	-0.59 (0.18)	1.34 (0.38)
7	**JSS**	—	0.27 (0.17)	—	1.26 (0.77)	—	2.73 (1.57)
8	**Intercept**	37.55**	37.35**	43.45**	42.47**	44.91**	42.79**
9	**R^2**	0.23	0.23	0.24	0.24	0.21	0.22

*p <=.05
**p <=.01

TABLE 6.26 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 10, 2001 to 2002**

		Overall 2001		Overall 2002	
		SSC	SSC, JSS	SSC	SSC, JSS
1	**NoHS**	-0.82** (4.92)	-0.81** (4.87)	-0.63** (4.05)	-0.62** (3.99)
2	**OneP**	-0.39* (2.21)	-0.41* (2.33)	-0.45** (2.58)	-0.45** (2.58)

		Overall 2001			Overall 2002	
		SSC	SSC, JSS		SSC	SSC, JSS
3	**Pov**	0.03 (0.10)	0.10 (0.31)		0.10 (0.33)	0.21 (0.69)
4	**FreeL**	0.04 (0.22)	0.04 (0.21)		-0.84 (0.48)	-0.09 (0.49)
5	**LEP**	0.56 (1.38)	0.53 (1.30)		0.51 (1.63)	0.46 (1.50)
6	**SSC**	-3.96 (1.07)	-2.35 (0.60)		-1.34 (0.38)	1.33 (0.36)
7	**JSS**	—	2.29 (1.19)		—	3.79* (20.7)
8	**Intercept**	46.75**	45.00**		43.50**	40.67**
9	**R^2**	0.18	0.18		0.17	0.19

*p <=.05
**p <=.01

TABLE 6.27 **Effects of Special Education Delivery on ISTEP+ Pass Rate, Grade 10, 2003 to 2005**

		Overall 2003			Overall 2004			Overall 2005	
		SSC			SSC	SSC, JSS		SSC	
1	**NoHS**	-0.57** (3.39)	-0.57** (3.37)		-0.16 (1.03)	-0.16 (1.02)		-0.85** (5.19)	-0.84** (5.14)
2	**OneP**	-0.55** (3.08)	-0.58** (3.28)		-0.46** (2.58)	-0.47** (2.57)		0.01 (0.03)	-0.01 (0.05)
3	**Pov**	0.28 (0.37)	0.35 (1.13)		0.02 (0.07)	-0.02 (0.08)		0.01 (0.03)	0.06 (0.18)
4	**FreeL**	-0.08 (0.51)	-0.07 (0.43)		-0.33* (2.00)	-0.33* (2.00)		-0.29 (1.66)	-0.29 (1.68)
5	**LEP**	0.38 (1.26)	0.34 (1.15)		0.43 (1.49)	0.43 (1.48)		0.74** (2.75)	0.72** (2.67)
6	**SSC**	-0.72 (0.19)	1.64 (0.41)		0.46 (0.13)	0.54 (0.14)		-3.64 (0.96)	-2.42 (0.60)

		Overall 2003			Overall 2004			Overall 2005	
		SSC			SSC	SSC, JSS		SSC	
7	**JSS**	—	3.35 (1.69)		—	0.12 (.06)		—	1.71 (0.86)
8	**Intercept**	46.38**	43.93**		46.48**	46.39**		43.13**	41.82**
9	**R^2**	0.15	0.16		0.21	0.21		0.22	0.22

*p <=.05
**p <=.01

TABLE 6.28 **Percentage of Grade 10 ISTEP+ Pass, 2002**

		SSC (%)	JSS (%)	Interlocal (%)	All (%)
2002					
	Median	15.57	21.43	19.05	20.50
	Mean	16.55	24.35	19.52	22.44
	Std Dev	10.71	14.39	15.11	14.44
	Min	0.00	0.00	0.00	0.00
	Max	39.22	83.33	75.00	83.33

7 Identification of High Performing Planning Districts

As part of the study of special education service delivery in Indiana, CEEP researchers sought to identify high performing planning districts in Indiana and outline effective strategies and best practices in special education service delivery deployed in these high performing planning districts. Analyses were conducted on special education student performance data on the Indiana Statewide Testing for Educational Progress-Plus (ISTEP+) in Grades 3, 6, 8, and 10 over a five-year period including the 2000-01 through 2004-05 school years. Additionally, community factor data were obtained and used to control for socio-economic variables impacting student performance on the ISTEP+ test. The data were used to identify consistently high performing planning districts based on a comparison of estimated performance on English/Language Arts and Mathematics sections of the ISTEP+ test obtained through a regression analysis with actual special education student performance on those sections of the ISTEP+ during the five-year period under examination.

7.1 Planning District Community Factors and Student Achievement

For the purposes of this study, the performance of special education planning districts was evaluated based on special education students' performance on the English/Language Arts and Mathematics sections of the ISTEP+ test. ISTEP+ data for all special education students tested in English/Language Arts and Mathematics during Grades 3, 6, 8, and 10

for a five-year period including the 2000-01 through 2004-05 school years were obtained from the Division of Educational Information Systems within the Center for Assessment, Research, and Information Technology at the Indiana Department of Education. These data were aggregated from the school corporation level to the planning district level for 67 planning districts, and passing percentages for the English/Language Arts and Mathematics sections of the ISTEP+ were calculated for each planning district. Centerville-Fayette-Rush Special Services was not formed until the 2003-04 school year, thus, data for all five years were not available. Therefore, it was excluded from this analysis.

7.1.1 Community Variables

Community data were obtained for each school corporation including: (1) the number of persons 25 years of age and older who had not completed high school (*NoHS*) (2000 Census); (2) the number of single parent families (*OneP*) (2000 Census); and, (3) the number of students eligible for free lunch (*FreeL*) and the number of students eligible for reduced lunch (*ReduL*) at each school in Indiana for the 2000-01 through 2004-05 school years (IDOE ASAP Web site).

These community factors, aside from students eligible for reduced lunch, are components of the Complexity Index that is incorporated into the Indiana school funding formula. Data for the community factors were aggregated to the planning district level and percentages were calculated for each variable for the 66 planning districts. Community factor data were not available for the Virtual Special Education Cooperative, and Centerville-Fayette-Rush was excluded for the reason outlined above. These community factors data sets were used in the procedure outlined below to identify high performing special education planning districts.

7.2 Planning District Selection Methods

The performance of individual planning districts on the ISTEP+ was compared to the state average passing percentage on the English/Language Arts and Mathematics sections of the ISTEP+ test to identify planning districts that were consistently performing at or above the state average over the five-year period. Additionally, ISTEP+ and community factors data for the special education planning districts were analyzed and used to determine which planning districts were the highest performers. These data sets were used to complete a regression analysis to calculate estimated passing percentages for both the English/Language Arts and Mathematics sections of the ISTEP+ test for Grades 3, 6, 8, and 10 in the 2000-01 through 2004-05 school years.

7.2.1 Performance Above State Average ISTEP+ Passing Rate

The ISTEP+ English/Language Arts and Mathematics passing percentages for each special education planning district were used to determine whether students performed above or below the state average in Grades 3, 6, 8, and 10 for each of the five years. Statewide average passing percentages were calculated for English/Language Arts and Mathematics sections for each of the four grades (3, 6, 8, and 10) in each of the five years. Passing percentages calculated for each grade level and year for each planning district were compared against the state average passing percentages for the English/Language Arts and Mathematics sections at each grade level in each of the five years (see Table 7.1 for statewide average ISTEP+ special education student passing rates for each grade and year).

TABLE 7.1 State Average Planning District ISTEP+ Passing Rates: 2000-01 to 2004-05

	Grade 3		Grade 6		Grade 8		Grade 10	
Year	E/LA	Math	E/LA	Math	E/LA	Math	E/LA	Math
2000-01	26.1%	37.0%	9.6%	20.3%	17.1%	19.2%	19.5%	24.2%
2001-02	32.5%	41.8%	10.8%	22.5%	18.0%	22.3%	19.0%	23.7%
2002-03	38.0%	40.6%	23.4%	28.7%	16.7%	22.3%	20.3%	26.8%
2003-04	43.9%	46.9%	27.0%	35.5%	20.0%	28.8%	22.6%	27.4%
2004-05	46.7%	49.5%	29.0%	40.7%	23.0%	30.6%	20.8%	23.1%

The total number of times each planning district met or exceeded the state average passing percentage for the English/Language Arts and Mathematics sections of ISTEP+ were summed for the five-year period. These totals were divided by the total number of ISTEP+ English/Language Arts and Mathematics tests given (40) in Grades 3, 6, 8, and 10 over the five-year period to calculate a percentage for each planning district. The overall average percentage of planning districts meeting or exceeding the state average ISTEP+ passing percentage for the five-year period was 34 percent. Only planning districts meeting or exceeding the state average of 34 percent over the five-year period were considered in the final identification of high performing planning districts.

7.2.2 Regression Analysis

The ISTEP+ and Community Factors data obtained from the Indiana Department of Education and the Census Bureau were used to complete a regression analysis to obtain estimated passing percentages on the English/Language Arts and Mathematics sections of the ISTEP+ for Grades 3, 6, 8, and 10 for the 2000-01 through 2004-05 school years. This statistical procedure controlled for the effects of community factor variables on students' ISTEP+ performance. The regression equation used to calculate estimated ISTEP+ English/Language Arts and Mathematics passing percentages controlling for these four community factor variables was as follows:

$$\text{ISTEP-SE} = \beta_0 + \beta_1 FreeL + \beta_2 ReduL + \beta_3 NoHS + \beta_4 OneP + e$$

Over the five-year period under examination, these community variables accounted for between 29 percent ($R^2 = 0.29$) and 62 percent ($R^2 = 0.62$) of the variance for Grades 3, 6, 8, and 10 special education students' performance on the English/Language Arts and Mathematics sections of the ISTEP+ test (see Table 7.2).[1] While this is a considerable

1. Variance reported in this model differs from variances reported in other chapters due to the inclusion of different predictor variables in the respective regression analyses.

amount, it should be noted that between 38 percent and 71 percent of the variance in student performance is accounted for by factors not included in this analysis.

TABLE 7.2 Variance Accounted for by Community Factors: 2000-01 through 2004-05

	Grade 3		Grade 6		Grade 8		Grade 10	
Year	E/LA	Math	E/LA	Math	E/LA	Math	E/LA	Math
2000-01	39%	39%	36%	29%	54%	48%	49%	41%
2001-02	44%	24%	32%	26%	40%	50%	43%	44%
2002-03	40%	28%	50%	43%	46%	59%	50%	52%
2003-04	45%	33%	48%	28%	54%	62%	52%	49%
2004-05	45%	42%	45%	43%	43%	49%	36%	49%

The above regression equation was used to calculate estimated passing rates on the English/Language Arts and Mathematics sections of ISTEP+ for 66 planning districts in the state of Indiana. As noted, two planning districts, the Virtual Special Education Cooperative and Centerville-Fayette-Rush Special Services were omitted from this analysis. Tables summarizing the effects of the community factor variables on the English/Language Arts and Mathematics sections of ISTEP+ for Grades 3, 6, 8, and 10 for the five-year period under examination are available upon request.

7.3 High Performing Special Education Planning Districts

7.3.1 Ranking Planning District Performance

Planning districts were ranked based on the difference found between the estimated passing percentage resulting from the regression calculation and the actual passing percentage of students on the English/Language Arts and Mathematics sections of the ISTEP+ test in Grades 3, 6, 8, and 10 in the 2000-01 through 2004-05 school years. Differences in estimated versus actual performance were calculated for each test and grade during the five-year period.

For each of the five years, planning districts were ranked from 1 to 66 (with 1 being the planning district with the greatest positive difference between actual and estimated performance on the ISTEP+ test) for each test and grade. Rank totals were calculated for each planning district for each of the five years and, ultimately, summed to calculate a five-year total rank score. Lower five-year total rank scores reflected those planning districts whose actual ISTEP+ passing percentages had consistently been higher than their estimated ISTEP+ passing percentages.

In order to ensure that the highest performing planning districts were selected for examination in this study, a second level of performance criteria were applied to planning district rankings. As described above, a percentage reflecting the frequency each planning district's performance had met or exceeded the state average passing percentage on the English/Language Arts and Mathematics sections of ISTEP+ was calculated. The average frequency of met standards was calculated for the five-year total. Only the five-year regression rank scores for 29 planning districts meeting or exceeding this average were considered in the final ranking of high performing planning districts.

7.3.2 Selected Planning Districts

Based on the method outlined above, five special education planning districts were selected. Each of these planning districts consistently met or exceeded the average passing percentage for special education students on the ISTEP+ English/Language Arts and Mathematics sections between 2000-01 and 2004-05. Furthermore, these planning districts most consistently had a greater actual than estimated passing percentage on the English/Language Arts and Mathematics sections of ISTEP+ during the five-year period under examination. Table 7.3 outlines the planning districts that were identified as high performing special education planning districts, as well as the percent of tests (of the 40 tests between 2000-01 and 2004-05) where their students outperformed the state average for special education students and the five-year regression rank total.

TABLE 7.3 Selected Special Education Planning Districts

Planning District	Percent Met/ Exceeded ISTEP+ Average[1]	Five-Year Regression Rank Sum Total[2]	Overall Rank
Elkhart County Special Education Cooperative	60%	214	1
Hamilton-Boone Madison Special Services	75%	226	2
Elkhart Community Schools	40%	228	3
Metropolitan School District of Washington Township	75%	422	4
Rensselaer Cooperative School Services	63%	433	5

[1] Range of 0% to 75%
[2] Range of 214 to 2,434

7.4 Case Studies of High Performing Planning Districts

After identifying the high performing planning districts, the CEEP research team gathered information on best practices and effective strategies in special education service delivery. The Year 1 Study gathered similar information via telephone interviews with special education planning district directors. For the Year 2 Study, the Advisory Team suggested that data be gathered using focus groups consisting of a variety of planning district personnel (see Table 7.4). The script of questions (see Appendix C) used in the focus groups was adapted from a questionnaire used in the Year 1 Study, with minor revisions based on input provided by the Advisory Team. The questions examined issues of administration, leadership, and instructional strategies. Focus groups were held with four of the five planning districts. Due to scheduling complications, data were collected from the fifth planning district via a telephone interview with the director and written responses from other planning district personnel. Summaries of the data collected in the focus groups and the telephone interview follow.

TABLE 7.4 **Focus Group Participants by Planning District Governance Model**

Position	Single School Corporation*	Joint Service and Supply [a]
Director/Asst. Director of special Education	2	6
Coordinator/Supervisor of Special Education	2	2
Special Education Teacher	4	4
Superintendent/Asst. Superintendent	2	2
Principal/Asst. Principal	2	3
Teacher	3	2
Other	2	2
Total	**17**	**21**

[a] Of the five participating planning districts, two employ the Single School Corporation model of service delivery and three use the Joint Service and Supply model

Planning District #15: Elkhart Community Schools

The nine participants in the focus group for Elkhart Community Schools characterized this Single School Corporation planning district as a decentralized governance model in the delivery of special education programs. Elkhart Community Schools served approximately 2,124 special education students per school year during the period of study. Though most "big" decisions are ultimately made at the central office, they viewed their service delivery model as highly supportive and collaborative. Staff attributed this positive environment to the level of input that is sought before final decisions are made. They felt that special education is not viewed as a separate department, but rather, special education personnel are part of the student services department. The special education staff reported feeling pleased about being integrated with curriculum and student accounting as this affirms they are an integral part of the district.

Elkhart Community Schools has made a commitment to the inclusion of special education students in the general education classroom. Here, the district is moving away from the practice of placing students in separate classrooms and, instead, is serving more students

in the general education classroom. The special education program is driven by the general curriculum, where it is understood that students with disabilities will participate to the fullest extent possible in the general curriculum. By utilizing this method for teaching, building leadership has been shown to play an important role in creating a more inclusive environment.

According to the focus group, the primary advantage of a Single School Corporation is the feeling of belonging that special education staff experience. Building principals play an important role in making the special education staff feel accepted and valued as fellow professionals. In addition, the focus group stated a belief that their delivery model allows for greater collaboration with the general education staff and better communication with administrative staff. This team approach allows for greater flexibility in meeting the needs of students. They also attributed the high level of collaboration to a common instructional philosophy. Finally, the group stated that the Single School Corporation facilitates a higher level of staff ownership of student success.

Elkhart Community Schools attributes much of its effectiveness to the teachers as they are encouraged to be risk takers when it comes to finding new ways to help students succeed. Effectiveness is also evident in the teamwork that exists, exemplified in the creative schedule put in place at Memorial High School. A "success period" provides students with the opportunity to meet with their special education teachers, resulting in better services to students with disabilities. Likewise, the district's effectiveness is revealed through the dedication and loyalty shared by its staff.

The availability of data upon which to base curricular decisions, the blending of resources to provide necessary services for students, and the absence of time spent on administrative chores such as transportation and food services are three reasons given for the greater efficiency of Elkhart Community Schools. This planning district takes pride in the

fact that they have never had an impartial due process hearing, something they attribute to their efficiency and their practice of putting students first.

The only disadvantage to the Single School Corporation approach mentioned by the focus group was the lack of administrative personnel. They believe that cooperatives tend to employ greater numbers of administrative personnel, which supplies the planning district with the resources to provide support and training.

Planning District #16: Elkhart County Special Education Cooperative

The Elkhart County Special Education Cooperative (ECSEC) is a planning district that is organized under the Joint Service and Supply Act to provide services to an average of 3,124 students with disabilities per school year during the period of study. Eleven education professionals representing the ECSEC and three of the six school corporations that comprise the planning district participated in the focus group. The group characterized their planning district as being both centralized and decentralized. Services for students with severe disabilities are provided in the centralized approach to service delivery. Staff are hired and evaluated by the ECSEC for students with low incidence disabilities. In addition, each local corporation has its own special education coordinator where special education personnel are hired by each of the local corporations to work with their students with mild disabilities. Although the ultimate decisions regarding personnel are made by the employing entity, input on hiring decisions is gathered from all stakeholders whenever possible. Students with disabilities receive similar services throughout the planning district largely because all local corporations share a common mission where students receive consistent service. This is made possible since all special education teachers participate in joint staff development, resulting in the use of common strategies across the entire planning district.

All the local corporations within the ECSEC are committed to educating students with disabilities in the least restrictive environment (LRE); student placement is based on the degree of need and not on their disability. The focus group stated a view that accountability measures required under the provisions of No Child Left Behind (NCLB), and Indiana's increased graduation requirements, have made it more difficult to educate students with disabilities in the general education classroom. This is apparent at the middle school and high school levels where many of the general education courses in which students with disabilities were successful are being removed. Consequently, special education classes now teach subject matter once taught in general education classes. However, placement data from the Computerized Data Project (CODA) suggest that the planning district is more inclusive than the group might think. The aggregate percentage of students placed in regular education classes for the past five years is 60.5 percent and the aggregate percentage for special class placement is 13.0 percent. The annual percentages indicate a relatively steady trend for both placement options over the past five years.

The Elkhart County Special Education Cooperative's approach to service delivery provides several advantages. First, specialists are available to provide expert assistance. Here, individuals are given the opportunity to develop expertise in very specific areas, which would not be possible if they were responsible for the entire district. Second, the use of local K-12 coordinators enables administrators to work together to better provide service and address areas of need. Lastly, there exists a broad range of professionals from which to gather ideas when problems are encountered. This provides the ECSEC with the ability to best utilize their cooperative approach to service delivery to meet the needs of their students.

Effectiveness of the ECSEC is believed to result from the integration of the special and general education staff throughout the planning district. This integration is evident in the collaborative way staff development is provided, the collaborative lesson planning that takes place, and the inclusion of special education personnel on textbook adoption com-

mittees. By working with general education personnel, special education personnel become more aware of what is necessary to better enable their students to succeed in a general education classroom. In addition, staff development has become more focused on student achievement due to accountability measures.

The ECSEC focus group indicated ways in which their planning district demonstrated efficiency. By using common Individualized Education Program (IEP) forms and providing accessibility to all necessary paperwork throughout the cooperative, the confusion that occurs when students move between local corporations is eliminated. This provides a strong communication network throughout the planning district. In addition, special education coordinators attend superintendent meetings and principal meetings, allowing them to stay abreast of what is happening throughout the planning district. This relationship among the local corporations and the ECSEC also allows emergency decisions to be made in a timely manner, thereby further indicating the efficiency of the ECSEC's service delivery approach.

The focus group identified some disadvantages to this model of service delivery. Serving multiple school corporations has placed greater demands on staff and is perceived to limit their effectiveness. They were also concerned that the cooperative and local corporations must spend a great deal of energy working to prevent an "us versus them" mentality from developing. They noted that working under multiple administrative procedures can be frustrating for the teaching staff and that it takes longer to build meaningful relationships with visiting staff and non-resident students. Lastly, they pointed to the time students spend on buses as a detriment to the cooperative model of service delivery.

Planning District #25: Hamilton-Boone-Madison Special Services

The focus group representing the Hamilton-Boone-Madison (HBM) Joint Service and Supply planning district was comprised of six individuals and five of the seven school cor-

porations that are members of the planning district. The HBM cooperative served approximately 5,961 special education students per school year during the period of study. The planning district is considered largely decentralized since services for the majority of the students with disabilities, including students with mild disabilities, are provided by the local school corporations. Services for students with moderate and severe disabilities are typically provided through the cooperative. Decentralizing the services for the students with mild disabilities has led to a more collaborative environment for the special education personnel. Previously, the relationship between the special education personnel and the general education personnel was characterized as an "us versus them" relationship. Currently, though, a collaborative environment with open communication exists in all buildings, although some are further advanced in the collaborative model than others.

The school corporations served by the HBM cooperative are committed to providing services in the LRE. The placement of students with disabilities starts in the general education classroom and moves outside of the classroom only when it is deemed necessary for that student, as there exists a strong commitment to inclusion. The planning district's focus on inclusion is supported by the data available: 69.3 percent of students with disabilities were served in the regular classroom, 10.6 percent were served in a resource room, and only 6.1 percent were served in special classes (12.3 percent were in early childhood programs and 1.7 percent fell into the "other" category).

The cooperative's role is to help its local school corporations meet the needs of individual students with disabilities. In turn, the local corporations view the HBM staff as accessible, responsive, and well-qualified to assist them in this endeavor. In addition, the use of a cooperative approach provides a full range of services for students with disabilities. The ability to provide such services can put a heavy financial burden on a single district, especially for smaller districts. However, the HBM cooperative encourages the collaboration and involvement of multiple districts to help prevent such problems from occurring. This

is made possible since collaboration is facilitated by the placement of a local special education director in each local corporation.

The governance structure of the HBM cooperative was viewed as effective by discussants. They are able to provide a range of services that they otherwise could not provide on an individual basis. Such services provided by the cooperative are high quality and based on best practices and the latest research. Here they are viewed as effective partly because the cooperative manages the administrative details of special education which allows principals and teachers to focus on the needs of the students.

Likewise, the governance structure of the HBM cooperative has also been shown to be efficient. The focus group stressed that efficiency centers on how well they are able provide services to students with disabilities, rather than on how funds are being spent. However, efficiency concerning funds becomes important when a local corporation is deciding whether or not to pursue a due process hearing. One group member noted, "we're doing more with less — that's efficient."

The focus group acknowledged potential disadvantages to the cooperative approach that the HBM planning district employs. First, there exists the challenge of bringing seven independent school corporations together. It can be very difficult to find someone who has the political savvy to accomplish such a feat, especially if that person is not already familiar with the inner workings of the school corporations within the cooperative. Second, without communication and collaboration among all of those in leadership positions, the entire cooperative suffers. Lastly, the cooperative must constantly adjust its services to all member corporations due to the rapid growth of several (2-3) member school corporations.

Planning District #51: (Rensselaer Area) Cooperative School Services

The focus group for the (Rensselaer Area) Cooperative School Services was conducted differently due to scheduling conflicts which prevented the group from meeting. Instead, three individuals provided written responses to the focus group questions, and the planning district director participated in a telephone interview. Eight school corporations comprise this planning district, which provided services to an average of 2,351 students per school year during the period of study. All four respondents characterized the Cooperative School Services (CSS) planning district, which is organized under the Joint Service and Supply Act, as decentralized. This classification is in part because teachers and paraprofessionals are hired and supervised by the local corporations. In addition, the cooperative does not provide direct instructional classroom services for any school-aged children, but instead, offers services such as supervision, psychological services, and occupational therapy. Because the planning district covers five counties in two time zones, it is nearly impossible to provide centralized services.

Strong leadership at the local school corporation and the planning district levels ensure that the principle of providing the LRE is followed. The small school environment that is apparent throughout the planning district is also credited with fostering the creativity needed to meet the individual needs of students with disabilities.

The effectiveness of the CSS cooperative is attributed in part to the strong administrative support in meeting the needs of individual students. The effectiveness of the cooperative was also associated with the high quality training they provide for teachers throughout the planning district, which has helped teachers stay abreast of best practices in the areas of legal compliance, management of challenging behaviors, and the use of standards-based IEPs.

To remain efficient, the CSS cooperative addresses money, classroom environment, students, and teachers. Administrative costs are kept to a minimum in the planning district,

with instruction and other direct services getting priority. Localized decision-making provides a supportive environment for teachers and the needs of the classroom. Schedules and services are built around the needs of students.

Providing services to eight local corporations in five different counties can be challenging. The decentralization of services has led to some administrative inconsistencies throughout the planning district. Building principals are sometimes put in positions where they must quickly make special education decisions without the benefit of input from the cooperative. Teachers are frustrated when they get conflicting messages from local administrators and the administration of the cooperative. In addition, principals are, on occasion, reluctant to accept advice from the cooperative, viewing it as an outside agency trying to run their building.

Planning District #60: Metropolitan School District of Washington Township

Metropolitan School District (MSD) of Washington Township is a Single School Corporation planning district that served approximately 1,454 special education students per year during the period of study. The eight individuals who participated in the focus group characterized their planning district as a decentralized planning district whose primary goal is to serve the needs of each individual child.

Two major themes emerged from the discussion held in the focus group: (1) the inclusion of students with disabilities in the general curriculum, and (2) the integration of the special education department into the operation of the school corporation. The first theme focused on the planning district's goal of exposing students with disabilities to the general curriculum. MSD of Washington Township accomplishes this by placing students with disabilities in the general education classroom where they receive specialized instruction according to their individual needs. This allows students with disabilities to participate in the general education program offered by the school and have access to all of the pro-

grams and services available to the student population, including specialized reading programs or other remedial instruction programs. This strategy enables MSD of Washington Township to educate their students with disabilities in the general classroom 61.9 percent of the time over the past five years, higher than the state aggregate of 45.8 percent for Single School Corporations (2000-05 data from CODA).

The second theme that emerged from the focus group discussion concerned the integration of the special education department into the overall operation of the school corporation. From the special education teacher to the director of special education, there exists a feeling of acceptance with their general education peers and members of the school community. Membership on grade level teams, team teaching, and a place on the superintendent's cabinet are three examples of how special education personnel are integral to the educational process of MSD of Washington Township. This approach to involvement of the special education department provides special education teachers greater access to administrative personnel. Here, teachers have reported experiencing minimal bureaucracy when requesting and securing needed supplies and equipment. They also applauded the responsiveness of the administrative staff to their requests for professional support.

The focus group participants identified several advantages to the Single School Corporation model when it comes to educating students with disabilities. First, they pointed to the clean and clear accountability path as each school corporation serves as its own planning district. Teachers in this corporation are aware of student expectations, even when students progress through the grades. This is because students stay within the school corporation, thereby enabling teachers to provide better transitions as they can work directly with the students' receiving teachers. The second advantage focused on benefits for the general education student. As the district has responded to the requirements of NCLB, the special education intervention model has been applied in the general education classroom for students struggling to pass the ISTEP+. The focus group also cited students spending less time riding a bus, the clarity of the administrative chain of command, and excellent

parent participation as advantages. A clear chain of command is credited with eliminating much of the politics that could take place when multiple corporations are involved in decision making. In addition, the focus group participants reported that over 90 percent of the MSD of Washington Township parents participate in annual case conferences for their children with disabilities.

MSD of Washington Township believes that the Single School Corporation approach to special education service delivery is efficient due to the fact that special education personnel do not have to concern themselves with tasks such as taking bids on school buses, replacing roofs, or counting lunch money. Instead, they spend their time focusing on instructional programming for students with disabilities.

When asked about disadvantages of a Single School Corporation planning district, the group indicated that they are unable to blame others when things go wrong. They quickly agreed that this "disadvantage" is really an advantage as not having someone else to blame motivates the Single School Corporation to perform better.

7.5 Summary

There are several features that these five high performing planning districts have in common. All of the planning districts described themselves as decentralized organizations that value collaborative decision making at the lowest level possible. They believe the best way to serve students with disabilities is through a partnership between special education and general education personnel and the best place to provide the service is ideally the general education classroom in the school of legal settlement. Efficiency is not measured on a balance sheet. Rather, efficiency is seen as the ability to meet the unique needs of each student with a disability. The special education personnel from the planning districts reported feeling like valued members of the general education staff and emphasized the

importance of support from the local corporation administration and the planning district administration.

8 Findings and Recommendations

Though a one-year analysis of data is informative, it is essential that longitudinal data be examined to ensure valid and reliable inferences are made about the efficiency and effectiveness of the special education delivery models in Indiana. To test the consistency of the findings from the Year 1 Study, a second study (Year 2 Study) was initiated to examine a broader data set. In the Year 2 Study, data was compiled for five school years, including the 2000-01 school year through the 2004-05 school year. Multi-year revenue, expenditure, and performance data were analyzed to ensure resources were following and benefitting students to the greatest extent possible. Moreover, extensive efforts were undertaken in the Year 2 Study to further disentangle school corporation expenditure reporting and to clearly identify complete expenditures on special education services. Finally, an in-depth analysis of achievement outcomes by governance structure type controlled for community-level factors to identify "high performing" planning districts. Qualitative methods were then used to identify administrative and instructional strategies associated with high performance. The findings of the Year 2 Study are examined in this report.

Special Education Student Population

1. Special education students were approximately 17 percent (based on the federal unduplicated student count) of the total student population statewide in the 2004-05 school year.

2. This figure increased to 19 percent when using the IDOE additional pupil count data that include counts for secondary conditions, such as communication disorders.

3. A total of 56 percent of special education students in the state of Indiana were served by a Joint Service and Supply (JSS) cooperative, 25 percent by a Single School Corporation (SSC) planning district, and 19 percent of students were served by a Interlocal or a Special Education Cooperative planning district.

4. On average, approximately 59 percent of special education students statewide were classified as having a mild disability for funding purposes, 30 percent of special education students were grouped in the communication/homebound category, and 12 percent of special education students were classified as having a severe disability during the five-year period of study.

5. Finally, of the three governance structures, the Joint Service and Supply and the Interlocal/Special Education Cooperative planning districts had the highest percentage of their students placed in a regular classroom as the students' least restrictive environment (LRE) (over 52 percent each year between 2000-01 and 2004-05). Single School Corporation planning districts, in general, had the lowest percentage of their students (between 43-48 percent) in regular classrooms during that same timeframe.

Key Findings of the Special Education Delivery System Study (SEDSS):

General Fund Revenue Trend Analysis for Special Education

Chapters 3-7 delineate various quantitative methods used in this study to analyze revenue, expenditure, and student achievement data by planning district type. Key findings (see Table 0.1) from the General Fund revenue trend analysis for special education (Chapter 3) include:

6. From 2001 to 2005, the number of children whose disabilities were considered severe increased 26 percent; mild, 11 percent; and communication/homebound, almost 10 percent.

7. During the same period, the average daily membership (ADM) for all students increased 2.85 percent, compared to the approximate 12 percent increase for all special education students.

8. During this same period, inflation-adjusted target revenue for all regular programs increased about 3.4 percent while inflation-adjusted revenue for all special educa-

tion programs increased nearly 12.8 percent, due to the increase in number of special education students, and not due to increases in special education funding.

9. From Fiscal Year 2001 to 2005, the categorical special education grant funding for children in the severe category increased nearly 39 percent; mild, 52 percent; and communication/homebound, 9 percent. These increases can be attributed to the increase in the number of special education students in each funding category, not an increase in the funding amount per grant category.

10. Adjusting for inflation, the categorical special education grant distribution dollars per special education student increased 1.97 percent from Fiscal Year 2001 to 2005, but declined 2.69 percent from 2003 to 2005; this is compared to a 1.78 percent decline for the average regular revenue dollars per special education student from 2003-05.

11. Overall, the change in the amount of the inflation-adjusted special education categorical grant distribution per pupil (1.97 percent) increased five times as much from 2001 to 2005 as did the change in regular revenue per pupil (- 0.37 percent).

12. The federal pass through dollars for K-12 special education students increased by approximately 85 percent from $575 per pupil in 2001 to $1,063 per pupil in 2005, while federal pass through dollars for special education pre-school pupils declined by about 25 percent.

Special Education Personnel and Compensation Analysis

The primary goal of this component of the study was to calculate the average compensation costs (salary plus estimated benefits) and the respective percentages that are directed to administration, instruction, and direct non-instructional personnel for each of the three planning district models. Key findings (see Table 0.2) from the special education personnel and compensation analysis (Chapter 4) include:

13. The number of full-time equivalent (FTE) administrators increased 12 percent during the 2001-05 interval, from 383 positions to 429 positions. The average compensation per FTE administrator in 2001 was $75,249 rising to $80,489 in 2005. Adjusting for inflation the average compensation in 2005 was $74,593, a decrease of 0.87 percent from 2001.

14. The number of FTE instructional personnel increased 8.8 percent from 6,996 in 2001 to 7,612 in 2005. The average compensation per FTE special education

teacher in 2001 was $54,828 and increased to $60,091 in 2005. In inflation adjusted dollars, the average compensation in 2005 was $55,690, an increase of 1.57 percent from 2001.

15. The number of FTE direct non-instructional personnel increased 5.1 percent from 1,055 in 2001 to 1,109 in 2005. The average compensation per FTE non-instructional personnel in 2001 was $62,606 and increased to $69,810 in 2005. In inflation adjusted dollars, the 2005 average compensation was $64,698, an increase of 3.34 percent from 2001.

16. Very little change was evident in the percentage of compensation for each personnel category across the five-year interval examined in this study. More specifically, in 2001, 6.02 percent of all compensation went to administrators, 80.17 percent went to teachers, and 13.80 percent went to direct services non-instructional personnel. In 2005 these percentages changed to 6.06 for administration, 80.34 percent for teachers, and 13.60 for non-instructional personnel.

17. When examining compensation differences by planning district type, SSC planning districts had the largest average FTE administrator compensation of $81,432, but the smallest percentage of all compensation for administration of the three governance models with an average of nearly 4 percent (compared to over 6 percent for JSS planning districts and 8 percent for Interlocals).

18. Single School Corporation planning districts also had the largest average FTE teacher compensation for the five-year interval at $56,997, but had the smallest percentage of all compensation for teachers of the three models at an average of 78 percent (compared to 81 percent for JSS planning districts and Interlocals).

19. Single School Corporation planning districts had the largest five-year average FTE non-instruction compensation at $65,214, and also the largest percentage spent on non-instruction at 19 percent. JSS planning districts spent an average of 12 percent and Interlocals spent an average of 10 percent on direct services, non-instruction.

The analysis in this chapter extends beyond the reporting of only salary and benefits expenditures, as found in Chapter 4, to include all expenditure data associated with the General Fund in accounts for special programs, direct instruction, direct non-instruction and special education administration for calendar year 2000 through 2004. Key findings include:

20. Trend data for special education expenditures in the 12000 account series, over the five-year period, revealed differences in per student expenditures over all three

funding categories of disabilities (severe, mild, and communication & homebound) between Single School Corporation planning districts and Joint Service and Supply and Interlocal planning districts.

21. Overall, Single School Corporations had greater per pupil expenditures in the 12000 account series than both Joint Service and Supply and Interlocal planning districts. Joint Service and Supply and Single School Corporation planning districts also experienced a slight increase in total per student special education expenditures of 3.65 percent and 2.43 percent, respectively. During the same timeframe, per student expenditures in the Interlocal planning districts decreased by 1.02 percent.

22. From 2000 to 2004, expenditures for students with severe disabilities in Single School Corporations declined by 7.32 percent, by 6.62 percent for Interlocal planning districts, and by 4.71 percent for Joint Service and Supply planning districts.

Certified Staff Expenditures

23. Over the five-year period of study, the trend in per pupil expenditures on certified staff indicated greater expenditures per special education student over all three categories of disability (severe, mild, and communication & homebound) in Single School Corporation planning districts and lower expenditures in Joint Service and Supply and Interlocal planning districts.

24. For the same period, expenditures for certified staff increased by 2.28 percent to $2,517 in 2004 for Single School Corporation planning districts, while decreasing by 1.20 percent to $1,833 for Joint Service and Supply planning districts and decreasing 6.12 percent to $1,718 for Interlocal planning districts (in 2000 constant dollars).

Non-Certified Staff Expenditures

25. A consistent upward trend in per student expenditures for non-certified staff over all three categories of disability (severe, mild, and communication & homebound) was evident in all three special education service delivery models.

26. Interlocal planning districts had an 18.55 percent increase (to $524 in 2004) in per pupil expenditures for non-certified staff, while the same expenditure category for Joint Service and Supply increased by 16.73 percent (to $686) and 14.14 percent (to $642) for Single School Corporation planning districts.

Direct Instruction, Direct Non-Instruction, and Administrative Expenditures

27. Expenditures associated with direct instruction, direct non-instruction, and administration are compared by planning district type. This analysis includes expenditures

from the following fund series: 010, 060, 130, 150, 520, 525, and 540. In addition, this analysis extends beyond the 12000 account series to include the accounts in the following series: 11000 (Instruction), 12000 (Special Programs), 13000 (Adult/ Continuing Education Programs), 14000 (Summer School Programs), 16000 (Remediation), 21000 (Support Services - Pupils), and 24000 (Support Services - School Administration).

28. Single School Corporations expended the greatest amount per student on direct instruction in 2004 at $5,871, a level 10 percent higher than the average of the three planning district types of $5,333.

29. On average for the three planning district types over the five years of the study, the greatest proportion of total expenditures per special education student was for direct instruction, 85.12 percent, or $5,342.

30. On average, the second greatest proportion of total expenditures per special education student was for direct non-instructional services, 7.48 percent, or $468.

31. The smallest percent of total expenditures per special education student was made for administration, 7.40 percent, or $463 (see Table 0.3).

32. Comparing the three planning district models with respect to percent of total expenditures for direct instruction per special education student over the years of this study, Single School Corporations and Joint Service and Supply planning districts both had expenditures greater than the average of 85.12 percent.

33. With respect to percent of the total expenditures for direct non-instructional services per special education student, Interlocal planning districts had expenditures greater than the average of 7.48 percent at 8.21 percent.

34. With respect to percent of the total expenditures for administration per special education student over the years of this study, Joint Service and Supply and Interlocal planning districts both had expenditures greater than the average of 7.40 percent, at 7.54 percent and 7.43 percent respectively.

35. Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to consistently spend more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-04.

Effects of Delivery of Special Education Services on Student Performance

Chapter 6 investigates the possible influence of community characteristics on the performance of special education students on ISTEP+ at the school corporation level. Multiple regression models were constructed to estimate the strength of the relationship between each of these community characteristics and the percentage of special education students within a corporation who passed ISTEP+. More specifically, data used in this report address two key questions:

36. Do community characteristics, such as the prevalence of families designated as "poor," influence the performance of special education students on ISTEP+?

37. Does the type of special education governance model influence the performance of special education students on ISTEP+?

Key findings from the regression analysis of the effects of community factors and the type of governance model on special education student performance (Chapter 6) include:

38. Five community socioeconomic factors were examined for their influence on the variations in ISTEP+ performance among special education students, including: 1) percentage of adults, within the school corporation boundary, with less than a high school education in 2000; 2) percentage of single-parent families; 3) percentage of families, with a dependent child, in poverty in 2000; 4) percentage of students eligible for free lunch; and 5) percentage of students with limited proficiency in English.

39. Of the variables examined, the single factor that has the largest effect on academic performance of special education students is the educational attainment level of adults in the community. This factor had a consistently negative influence across all years included in the study. The percentage of single-parent families was the second most influential variable and had a negative influence in four of the five years.

40. The degree to which the five community socioeconomic factors, when considered in total, influenced variation in ISTEP+ pass rates across the five years ranged from 27 percent in 2002 to 42 percent in 2005.

41. No significant differences on ISTAR performance were found among planning district types for 2005-06 school year results, but these results may be due to the difficulties of using school-level data with a wide range of students participating in ISTAR within each school.

42. When controlling for socioeconomic factors, performance differences are not statistically significant among planning district models on a consistent basis (just two of the five years). Since the JSS model appears to have only some inconsistent and limited effects of higher student achievement in certain grade levels, no definitive conclusion can be drawn from this data set.

Case Studies of High Performing Planning Districts

Special education planning districts were examined (Chapter 7) based on two aspects of student performance on ISTEP+: (1) how consistently ISTEP+ English/Language Arts and Mathematics passing rates were above the state average; and (2) how consistently actual performance on ISTEP+ English/Language Arts and Mathematics was higher than predicted performance based on a second regression analysis that controlled for community socioeconomic factors including:

- Educational attainment of persons 25 years of age and older
- Single parent families
- Student eligibility for free lunch
- Student eligibility for reduced lunch

This analysis identified five high performing planning districts whose special education students scored consistently above the state average ISTEP+ passing rate for special education students and whose actual student ISTEP+ performance was consistently higher than predicted student performance on ISTEP+. The five high performing planning districts were: Elkhart Community Schools, Elkhart County Special Education Cooperative, Hamilton-Boone-Madison Special Services, Metropolitan School District of Washington Township, and (Rensselaer Area) Cooperative School Services.

Focus group interviews were conducted with staff in four of the planning districts. For the fifth planning district, a telephone interview was conducted with the district director and written responses were obtained from staff members. These discussions revealed several common features among the five planning districts. For example, all of the planning districts described themselves as decentralized organizations that value collaborative,

localized decision making, most often at the school building level. Each also indicated a belief in serving students with disabilities through a partnership between special education and general education personnel and in providing service in the general education classroom in the school of legal settlement. Planning district personnel also indicated that efficiency is not measured on a balance sheet, but is the ability to meet the unique needs of each student with a disability. Special education personnel from the planning districts noted the importance of feeling like valued members of the general education staff and the importance of support from the local corporation administration and planning district administration.

Year 2 Study Conclusions

- Total target revenue dollars as well as special education categorical dollars have increased between 2000-05 due to a greater number of students enrolled in public schools, especially the number of special education students. However, when adjusting for inflation, the per pupil funding amount for all Hoosier students decreased by a minus 0.37 percent and the inflation-adjusted special education categorical funds per special education student increased by 1.97 percent.
- When including a more exhaustive list of expenditure accounts as well as federal funding in the Year 2 Study, all planning district types spent at least 84 percent of all General Fund expenditures on direct instruction, about 7.5 percent on average on direct non-instructional services, and about 7.4 percent on average on administrative expenses.
- Given that across the three categories of spending (direct instruction, direct non-instruction, and administration) none of the three planning district models were found to spend consistently more or less than the average, these data suggest that the three planning district models investigated have similar proportions of expenditures per special education student for the calendar years 2000-04.
- ISTEP+ pass rates were the highest in the Joint Service and Supply planning districts, but when controlling for socioeconomic factors, performance differences are not statistically significant between planning district models on a consistent basis (just two of the five years). Since the JSS model appears to have only some inconsistent and limited effects of higher student achievement in certain grade levels compared to the other governance structures, no definitive conclusion can be drawn from this data set.

- These conclusions lead the authors to suggest the current governance structure flexibility that is provided locally should be maintained. ISTEP+ performance data and expenditure analysis do not provide sufficient evidence to move toward a uniform planning district model in Indiana. Based on a five-year analysis, the evidence supports the findings in the Year 1 Study that no single planning district governance model was superior to the other models on an efficiency and effectiveness basis.
- The study also affirms through the qualitative data that Indiana's current regulatory environment of special education services provides sufficient local control to foster creativity and flexibility in meeting student, personnel, corporation, and planning district needs.

Recommendations for Further Study

- Further analysis of planning district data may yield additional insights regarding efficiency and effectiveness. For example, one additional question which could be addressed is whether the percentage of planning districts that exhibit higher ISTEP+ pass rates than estimated are uniform across service delivery models. Furthermore, additional community variables which may impact student ISTEP+ performance could also be examined. Additionally, expenditure data for the high performing planning districts could be examined.
- This study did not include paraprofessional employee counts and salary information in the personnel compensation and certified/non-certified staff analyses due to the reliability of the data and the differences in reporting locally. An analysis of trends related to paraprofessionals would be a topic worthy of an independent study.
- Data for the charter schools' virtual co-op were not included in the analyses for the Joint Service and Supply planning districts because of the limited longitudinal data for this co-op. No data existed for this co-op for the 2000-01 or 2001-02 school years because no charter schools were in operation and the co-op did not exist. A separate study of the charter schools' co-op would be beneficial to inform the IDOE, state education leaders, and policymakers about the efficiency and effectiveness of this cooperative.

9 Appendices

9.1 Appendix A

SPECIAL EDUCATION COOPERATIVES/PARTICIPATING SCHOOL CORPORATIONS

From 2005-06 Directory for Special Education Administrators
Published by Indiana Special Education Administrators' Services, Used with Permission

01 ADAMS-WELLS SPECIAL SERVICES 8455

- 0015 Adams Central Community Schools
- 8445 Bluffton-Harrison (MSD of)
- 0025 North Adams Community Schools
- 8435 Northern Wells Community Schools
- 0035 South Adams Community Schools
- 8425 Southern Wells Community Schools

02 ANDERSON COMMUNITY SPECIAL EDUCATION COOPERATIVE

- 5265 Alexandria Community School Corporation
- 5275 Anderson Community School Corporation
- 3405 Blue River Valley Schools
- 5280 Elwood Community School Corporation

03 BARTHOLOMEW SPECIAL EDUCATION COOPERATIVE

- 0365 Bartholomew Consolidated School Corporation
- 0670 Brown County School Corporation
- 3710 Crothersville Community Schools
- 1655 Decatur County Community Schools

- 1730 Greensburg Community Schools
- 3675 Seymour Community Schools

04 (NO PLANNING DISTRICT)

05 BLUE RIVER SPECIAL EDUCATION COOPERATIVE 7355

- 0370 Flat Rock-Hawcreek School Corporation
- 7350 Northwestern Consolidated School Corporation
- 7285 Shelby Eastern Schools
- 7365 Shelbyville Central Schools
- 7360 Southwestern Consolidated School Corporation of Shelby County

06 BOONE-CLINTON NORTH WEST HENDRICKS JOINT SERVICE

- 1150 Clinton Central Community School Corporation
- 1160 Clinton Prairie Community School Corporation
- 1170 Community Schools of Frankfort
- 0665 Lebanon Community Schools
- 3295 North West Hendricks Schools
- 1180 Rossville Consolidated School District
- 0615 Western Boone County Community School District

07 CLAY COMMUNITY SCHOOLS

- 1125 Clay Community Schools

08 COVERED BRIDGE SPECIAL EDUCATION DISTRICT 8035

- 6300 Rockville Community School Corporation
- 8020 South Vermillion Community School Corporation
- 6260 Southwest Parke Community School Corporation
- 8030 Vigo County School Corporation

09 DAVIESS-MARTIN SPECIAL EDUCATION COOPERATIVE 1440

- 1315 Barr-Reeve Community Schools, Inc.
- 5525 Loogootee Community School Corporation
- 1375 North Daviess County Schools
- 1405 Washington Community Schools, Inc.

10 DELAWARE-BLACKFORD SPECIAL EDUCATION COOPERATIVE

- 0515 Blackford County Schools
- 1900 Cowan Community School Corporation
- 1940 Daleville Community Schools
- 1875 Delaware Community School Corporation
- 1885 Wes-Del Community Schools
- 1910 Mount Pleasant Township Community School Corporation
- 1970 Muncie Community Schools

11 DUBOIS-SPENCER-PERRY EXCEPTIONAL CHILDREN'S COOPERATIVE

- 6340 Cannelton City Schools
- 2120 Greater Jasper Consolidated Schools
- 7385 North Spencer County School Corporation
- 2040 Northeast Dubois County Schools
- 6325 Perry Central Community School Corporation
- 7445 South Spencer County School Corporation
- 2100 Southeast Dubois County School Corporation
- 2110 Southwest Dubois County School Corporation
- 6350 Tell City-Troy Township School Corporation

12 EAST ALLEN INDIANA COUNTY SCHOOLS

- 0255 East Allen County Schools

13 EAST CENTRAL SPECIAL SERVICES

- 2475 Franklin County Community School Corporation
- 8375 Northeastern Wayne County Schools
- 7950 Union County - College Corner Joint School District
- 8355 Western Wayne Schools

14 EAST CHICAGO SPECIAL EDUCATION COOPERATIVE

- 4670 School City of East Chicago
- 4760 School City of Whiting

15 ELKHART COMMUNITY SCHOOLS

- 2305 Elkhart Community Schools

16 ELKHART COUNTY SPECIAL EDUCATION COOPERATIVE

- 2260 Baugo Community Schools

- 2270 Concord Community Schools
- 2155 Fairfield Community Schools
- 2315 Goshen Community Schools
- 2275 Middlebury Community Schools
- 2285 WaNee Community Schools

17 EVANSVILLE-VANDERBURGH-POSEY COUNTY SPECIAL EDUCATION COOPERATIVE

- 7995 Evansville-Vanderburgh School Corporation
- 6590 Mount Vernon (MSD of)
- 6610 New Harmony Town and Township Consolidated Schools
- 6600 North Posey (MSD of)

18 FORT WAYNE COMMUNITY SCHOOLS

- 0235 Fort Wayne Community Schools

19 GARY COMMUNITY SCHOOL CORPORATION

- 4690 Gary Community School Corporation

20 GIBSON-PIKE-WARRICK SPECIAL EDUCATION COOPERATIVE 2695

- 2725 East Gibson School Corporation
- 2735 North Gibson School Corporation
- 6445 Pike County School Corporation
- 2765 South Gibson School Corporation
- 8130 Warrick County School Corporation

21 GRANT COUNTY SPECIAL EDUCATION COOPERATIVE

- 2815 Eastbrook Community School Corporation
- 2825 Madison-Grant United School Corporation
- 2865 Marion Community Schools
- 2855 Mississinewa Community School Corporation
- 5625 Oak Hill United School District

22 CLARK COUNTY SPECIAL EDUCATION COOPERATIVE

- 1000 Clarksville Community School Corporation
- 1010 Greater Clark County Schools
- 0940 West Clark Community Schools

23 GREATER LAFAYETTE AREA SPECIAL SERVICES

- 7855 Lafayette School Corporation
- 7865 Tippecanoe School Corporation
- 7875 West Lafayette Community School Corporation

24 GREENE-SULLIVAN SPECIAL EDUCATION COOPERATIVE 2990

- 2920 Bloomfield School District
- 2950 Linton-Stockton School Corporation
- 7645 Northeast School Corporation
- 2960 Shakamak (MSD of)
- 7715 Southwest School Corporation
- 2980 White River Valley School District

25 HAMILTON-BOONE-MADISON SPECIAL SERVICES

- 3060 Carmel-Clay Schools
- 5245 Frankton-Lapel Community Schools
- 3025 Hamilton Heights School Corporation
- 3005 Hamilton Southeastern Schools
- 3055 Marion-Adams Schools
- 3070 Noblesville Schools
- 3030 Westfield-Washington Schools

26 SCHOOL CITY OF HAMMOND

- 4710 School City of Hammond

27 HANCOCK-SOUTH MADISON JOINT SERVICE

- 3145 Eastern Hancock County Community School Corporation
- 3125 Greenfield-Central Community Schools
- 3135 Mount Vernon Community School Corporation
- 5255 South Madison Community School Corporation
- 3115 Southern Hancock County School Corporation

28 HARRISON COUNTY SPECIAL SERVICES

- 3160 Lanesville Community School Corporation
- 3180 North Harrison Community School Corporation
- 3190 South Harrison Community Schools

29 HUNTINGTON-WHITLEY SPECIAL SERVICES

- 3625 Huntington County Community School Corporation
- 8665 Whitley County Consolidated Schools

30 INDIANAPOLIS PUBLIC SCHOOLS

- 5385 Indianapolis Public Schools

31 JAY SCHOOL CORPORATION

- 3945 Jay School Corporation

32 JOINT EDUCATIONAL SERVICES IN SPECIAL EDUCATION (JESSE) 5450

- 5470 Argos Community Schools
- 5455 Culver Community School Corporation
- 7150 John Glenn Community School Corporation
- 7525 Knox Community School Corporation
- 7515 North Judson-San Pierre School Corporation
- 7495 Oregon-Davis School Corporation
- 5485 Plymouth Community School Corporation
- 2645 Rochester Community School Corporation
- 5495 Triton School Corporation
- 7215 Union-North United School Corporation

33 JOHNSON COUNTY SPECIAL SERVICES 4135

- 4205 Center-Grove Community School Corporation
- 4145 Clark-Pleasant Community School Corporation
- 4215 Edinburgh Community School Corporation
- 4225 Franklin Community School Corporation
- 4245 Greenwood Community School Corporation
- 4255 Nineveh-Hensley-Jackson United School Corporation

34 KNOX COUNTY SPECIAL EDUCATION COOPERATIVE

- 4315 North Knox School Corporation
- 4325 South Knox School Corporation
- 4335 Vincennes Community School Corporation

35 KOKOMO AREA SPECIAL EDUCATION COOPERATIVE

- 3480 Eastern Howard Community Schools
- 3500 Kokomo-Center Township Consolidated School Corporation

- 5615 Maconaquah School Corporation
- 7935 Northern Community School Corporation of Tipton County
- 3470 Northwestern School Corporation
- 3460 Taylor Community School Corporation
- 7945 Tipton Community School Corporation
- 3490 Western School Corporation

36 LAWRENCE TOWNSHIP (MSD OF)

- 5330 Lawrence Township (MSD of)

37 LOGANSPORT AREA SPECIAL EDUCATION COOPERATIVE

- 0750 Carroll Consolidated School Corporation
- 2650 Caston School Corporation
- 0755 Delphi Community School Corporation
- 6620 Eastern Pulaski Community School Corporation
- 0875 Logansport Community School Corporation
- 5620 North Miami Community Schools
- 8515 North White School Corporation
- 0775 Pioneer Regional School Corporation
- 0815 Southeastern School Corporation
- 8565 Twin Lakes School Corporation
- 6530 Union Township Schools

38 MADISON AREA EDUCATIONAL SPECIAL SERVICES UNIT 4005

- 4015 Jennings County Schools
- 3995 Madison Consolidated Schools
- 7230 Scott County School District #1
- 7255 Scott County School District #2
- 4000 Southwestern-Jefferson Consolidated School District
- 7775 Switzerland County School Corporation

39 MARTINSVILLE (MSD OF)

- 5925 Martinsville (MSD of)

40 MICHIGAN CITY AREA SCHOOLS

- 4925 Michigan City Area Schools

41 MISHAWAKA-PENN-HARRIS-MADISON JOINT SERVICE

- 7175 Penn-Harris-Madison School Corporation
- 7200 School City of Mishawaka

42 MONROE COUNTY SPECIAL EDUCATION COOPERATIVE

- 5740 Monroe County Community School Corporation

43 NEW ALBANY-FLOYD COUNTY CONSOLIDATED SCHOOL CORPORATION

- 2400 New Albany-Floyd County Consolidated School Corporation

44 NEW CASTLE AREA PROGRAMS FOR EXCEPTIONAL CHILDREN

- 3455 CA Beard Memorial School Corporation
- 8305 Nettle Creek School Corporation
- 3445 New Castle Community School Corporation
- 3435 Shenandoah School Corporation
- 3415 South Henry School Corporation
- 6795 Union School Corporation (Randolph County)

45 NORTH CENTRAL INDIANA SPECIAL EDUCATION COOPERATIVE

- 5480 Bremen Public Schools
- 4445 Tippecanoe Valley School Corporation
- 4415 Warsaw Community Schools
- 4345 Wawasee Community School Corporation
- 4455 Whitko Community School Corporation

46 NORTHEAST INDIANA SPECIAL EDUCATION COOPERATIVE

- 6055 Central Noble Community School Corporation
- 1835 DeKalb County Central United School District
- 1805 DeKalb County Eastern Community School District
- 7605 Fremont Community Schools
- 1820 Garrett-Keyser-Butler Community Schools
- 7610 Hamilton Community Schools
- 4535 Lakeland School Corporation
- 4515 Prairie Heights Community School Corporation
- 7615 Steuben County (MSD of)
- 6065 West Noble School Corporation
- 4525 Westview School Corporation

47 NORTHWEST INDIANA SPECIAL EDUCATION COOPERATIVE 4570

- 4660 Crown Point Community School Corporation
- 4700 Griffith Public Schools
- 4580 Hanover Community School Corporation
- 4720 School Town of Highland
- 4730 School City of Hobart
- 4650 Lake Ridge Schools
- 4680 Lake Station Community Schools
- 4600 Merrillville Community Schools
- 4590 River Forest Community School Corporation
- 4645 Tri-Creek School Corporation

48 OLD NATIONAL TRAIL SPECIAL EDUCATION COOPERATIVE

- 6750 Cloverdale Community Schools
- 5910 Eminence Consolidated School Corporation
- 6755 Greencastle Community School Corporation
- 3335 Mill Creek Community Schools
- 6715 North Putnam Community Schools
- 6705 South Putnam Community Schools

49 ORANGE-LAWRENCE-JACKSON-MARTIN-GREENE JOINT SERVICE

- 2940 Eastern Greene Schools
- 3695 Brownstown Central Community School Corporation
- 3640 Medora Community School Corporation
- 5085 Mitchell Community Schools
- 5075 North Lawrence Community Schools
- 6145 Orleans Community Schools
- 5520 Shoals Community School Corporation

50 PORTER COUNTY EDUCATION SERVICES 6455

- 6460 MSD of Boone Township
- 6470 Duneland School Corporation
- 6510 East Porter County School Corporation
- 6550 Portage Township Schools
- 6520 Porter Township School Corporation
- 6530 Union Township School Corporation
- 6560 Valparaiso Community Schools

51(RENSSELAER AREA) COOPERATIVE SCHOOL SERVICES

- 0395 Benton Community School Corporation
- 8525 Frontier School Corporation
- 3785 Kankakee Valley School Corporation
- 5945 North Newton School Corporation
- 3815 Rensselaer Central School Corporation
- 5995 South Newton School Corporation
- 8535 Tri-County School Corporation
- 6630 West Central School Corporation

52 RIPLEY-OHIO-DEARBORN SPECIAL EDUCATION COOPERATIVE

- 6895 Batesville Community School Corporation
- 6900 Jac-Cen-Del Community School Corporation
- 1620 Lawrenceburg Community School Corporation
- 6910 Milan Community Schools
- 6080 Rising Sun-Ohio County Community School Corporation
- 1600 South Dearborn Community School Corporation
- 6865 South Ripley Community School Corporation
- 1560 Sunman-Dearborn Community School Corporation

53 RISE SPECIAL SERVICES

- 5380 Beech Grove City Schools
- 5300 Decatur Township (MSD of)
- 5310 Franklin Township Community Schools
- 5340 Perry Township (MSD of)

54 SMITH-GREEN-WEST ALLEN SPECIAL EDUCATION COOPERATIVE

- 0225 Northwest Allen County Schools
- 8625 Smith-Green Community Schools
- 0125 Southwest Allen County (MSD of)

55 SOUTH BEND COMMUNITY SCHOOL CORPORATION

- 7205 South Bend Community School Corporation

56 SOUTH CENTRAL AREA SPECIAL EDUCATION COOPERATIVE 8225

- 1300 Crawford County Community School Corporation
- 8215 East Washington School Corporation
- 6155 Paoli Community School Corporation
- 8205 Salem Community Schools

- 6160 Springs Valley Community School Corporation
- 8220 West Washington Community School Corporation

57 SOUTH LAPORTE COUNTY SPECIAL EDUCATION COOPERATIVE

- 4770 Cass Township Schools
- 4790 Dewey Township Schools
- 4945 LaPorte Community School Corporation
- 4860 New Durham Township (MSD of)
- 4805 New Prairie United School Corporation
- 4880 Prairie Township Schools
- 4940 South Central Community School Corporation

58 WABASH-MIAMI PROGRAMS FOR EXCEPTIONAL CHILDREN

- 8045 Manchester Community Schools
- 5635 Peru Community Schools
- 8060 Wabash City Schools
- 8050 Wabash County (MSD of)

59 WARREN TOWNSHIP (MSD OF)

- 5360 Warren Township (MSD of)

60 WASHINGTON TOWNSHIP (MSD OF)

- 5370 Washington Township (MSD of)

61 WAYNE COUNTY

- 8385 Richmond Community School Corporation

62 WEST CENTRAL INDIANA SPECIAL EDUCATION COOPERATIVE

- 2435 Attica Consolidated School Corporation
- 2440 Covington Community School Corporation
- 5855 Crawfordsville Community Schools
- 5835 North Montgomery Community School Corporation
- 8010 North Vermillion Community School Corporation
- 5845 South Montgomery Community Schools
- 2455 Southeast Fountain School Corporation
- 6310 Turkey Run Community Schools
- 8115 Warren County (MSD of)

63 WEST CENTRAL JOINT SERVICE

- 3315 Avon Community School Corporation
- 3305 Brownsburg Community School Corporation
- 3325 Danville Community School Corporation
- 0630 Zionsville Community Schools
- 5900 Monroe-Gregg School District
- 5930 Mooresville Consolidated School Corporation
- 5350 Pike Township (MSD of)
- 3330 Plainfield Community School Corporation
- 5400 School Town of Speedway
- 5375 Wayne Township (MSD of)

64 WEST LAKE SPECIAL EDUCATION COOPERATIVE

- 4615 Lake Central School Corporation
- 4740 School Town of Munster

65 FOREST HILLS SPECIAL EDUCATION COOPERATIVE

- 5705 Richland-Beanblossom Community School Corporation
- 6195 Spencer-Owen Community Schools

66 GREATER RANDOLPH INTERLOCAL COOPERATIVE 6845

- 1895 Liberty-Perry Community School Corporation
- 6820 Monroe Central School Corporation
- 6825 Randolph Central School Corporation
- 6835 Randolph Eastern School Corporation
- 6805 Randolph Southern School Corporation

67 EAST NOBLE SCHOOL CORPORATION

- 6060 East Noble School Corporation

68(NO PLANNING DISTRICT)

69(NO PLANNING DISTRICT)

70 VIRTUAL SPECIAL EDUCATION COOPERATIVE

- 9300 Campagna Academy Charter School
- 9310 Charter School of the Dunes

9.2 Appendix B

Select Expenditure Account Codes

TABLE 9.1 Account Codes for Direct Instruction

DIRECT INSTRUCTION - REGULAR PROGRAMS ratio%
Account 11100 Elementary
Account 11200 Middle/Junior High
Account 11300 High School
Account 11400 Vocational
Account 11410 Agriculture A
Account 11420 Agriculture B
Account 11430 Distributive Education
Account 11440 Health Occupations
Account 11450 Consumer and Homemaking
Account 11460 Occupational Home Economics
Account 11470 Business Education
Account 11480 Industrial Education A
Account 11490 Industrial Education B
Account 11500 Vocational Education
Account 11510 Cooperative Education
Account 11520 Area School Participation
Account 11590 Other Vocational Education Programs
Account 11600 Alternative Education Programs
Account 11610 Elementary
Account 11620 Middle/Junior High School
Account 11630 High School
Account 11900 Other Regular Programs
Account 11910 Competency Testing
Account 11920 Project 4R
DIRECT INSTRUCTION - SPECIAL PROGRAMS 100%
Account 12210 Mild Mental Handicap
Account 12220 Moderate Mental Handicap
Account 12230 Mental Handicap
Account 12310 Orthopedic Impairment
Account 12320 Multiple Handicap
Account 12330 Visual Impairment

Account 12340 Hearing Impairment
Account 12350 Homebound
Account 12410 Emotional Handicap - Full Time
Account 12420 Emotional Handicap - All Others
Account 12510 Communication Disorders
Account 12520 Compensatory
Account 12610 Learning Disability - Full Time
Account 12620 Learning Disability - All Others
Account 12710 Equal Opportunity At Risk
Account 12810 Special Education Preschool
Account 12900 Other Special Programs
DIRECT INSTRUCTION - ADULT/CONTINUING EDUCATION ratio%
Account 13100 Adult Basic Education
Account 13200 Advanced Adult Education
Account 13300 Occupational Programs
Account 13600 Special Interest Programs
Account 13900 Other Adult/Continuing Education Program
DIRECT INSTRUCTION - SUMMER SCHOOL ratio%
Account 14100 Elementary
Account 14200 Middle/Junior High School
Account 14300 High School
DIRECT INSTRUCTION - REMEDIATION ratio%
Account 16100 Remediation Testing
Account 16200 Preventive Remediation

TABLE 9.2 Account Codes for Indirect Instruction and Administration

DIRECT NON-INSTRUCTION - SUPPORT SERVICES ratio%
Account 21000 Support Services - Pupils
Account 21100 Attendance and Social Work Services
Account 21110 Service Area Direction
Account 21120 Attendance Services
Account 21130 Social Work Services
Account 21140 Pupil Accounting
Account 21190 Other Attendance and Social Work Services
Account 21200 Guidance Services
Account 21210 Service Area Direction
Account 21220 Counseling Services

Account 21230 Appraisal Services
Account 21240 Information Services
Account 21250 Records Maintenance
Account 21290 Other Guidance Services
Account 21300 Health Services
Account 21310 Service Area Direction
Account 21320 Medical Services
Account 21330 Dental Services
Account 21340 Nurse Services
Account 21390 Other Health Services
DIRECT NON-INSTRUCTION - PSYCHOLOGICAL SERVICES 100%
Account 21410 Service Area Direction
Account 21420 Psychological Testing
Account 21430 Psychological Counseling
Account 21490 Other Psychological Services
DIRECT NON-INSTRUCTION - SPEECH PATHOLOGY AND AUDIOLOGY SERVICES 100%
Account 21510 Service Area Direction
Account 21520 Speech Pathology Services
Account 21530 Audiology Services
Account 21590 Other Speech Pathology and Audiology Services
DIRECT NON-INSTRUCTION - OTHER STUDENT SERVICES 100%
Account 21710 Service Area Direction
Account 21790 Other Student Services
ADMINISTRATION - SPECIAL EDUCATION ADMINISTRATION 100%
Account 21610 Service Area Direction
Account 21690 Other Special Education Administration
ADMINISTRATION - ADMINISTRATION OTHER ratio%
Account 24100 Office of the Principal Services
Account 24900 Other Support Services - School Administration

9.3 Appendix C

Special Education Delivery System Study

Planning District High Performing Case Study Questionnaire

Special Education Delivery System Study

Planning District High Performing Case Study Questionnaire

Conducted by the Center for Evaluation & Education Policy

December XX, 2006

Interview Information:

Interview Date: 12/XX/06 Interview Time: XX:00 p.m.

Interviewer: Terry Spradlin

Background Information:

1) Name:

2) Position/Title:

- ☐ Director of Special Education
- ☐ Superintendent
- ☐ Principal
- ☐ Teacher
- ☐ Special Education Teacher
- ☐ School Psychologist

3) PD:

4) Governance Structure:

- ☐ Individual (Single) School Corporation
- ☐ Joint Services and Supply
- ☐ Interlocal
- ☐ Special Education Cooperative

5) School Corporation:

6) School:

7) Phone #:

8) E-mail:

Questions concerning delivery of special education services:

*(*Disclaimer - we would like to use direct quotes from this survey)*

1) Would you describe your planning district as:
   - ☐ A decentralized district where a vast majority of services and administrative decisions are made at the school corporation level, or
   - ☐ As a centralized model with many services and administrative decisions made at the planning district level?

2) How does the service delivery model differ among special educations students with mild disabilities, severe disabilities, or communication disabilities?

   (e.g., resource centers, general education classrooms, special education classrooms, etc.)

3) How does the governance structure of your planning district ensure the opportunity for instruction to occur in the least restrictive environment?

4) What are the advantages of your planning district's governance structure?

5) What makes your delivery of services to special education students effective (i.e. student outcomes)?

6) What makes your delivery of services to special education students efficient?

7) Are the delivery of programs and services consistent or uniform throughout all schools in the school corporation/planning district?

8) What are the disadvantages of your planning district's governance structure?