

2011

Policy Analysis In Practice: Lessons From Researching And Writing A “Statenote” For Education Commission Of The States

Dinah J. Frey
SIT Graduate Institute

Follow this and additional works at: <https://digitalcollections.sit.edu/capstones>



Part of the [Politics and Social Change Commons](#)

Recommended Citation

Frey, Dinah J., "Policy Analysis In Practice: Lessons From Researching And Writing A “Statenote” For Education Commission Of The States" (2011). *Capstone Collection*. 2425.
<https://digitalcollections.sit.edu/capstones/2425>

This Thesis (Open Access) is brought to you for free and open access by the SIT Graduate Institute at SIT Digital Collections. It has been accepted for inclusion in Capstone Collection by an authorized administrator of SIT Digital Collections. For more information, please contact digitalcollections@sit.edu.

POLICY ANALYSIS IN PRACTICE:
LESSONS FROM RESEARCHING AND WRITING A “STATENOTE” FOR EDUCATION
COMMISSION OF THE STATES

Dinah J. Frey

PIM 69

A Capstone Paper submitted in partial fulfillment of the requirements for a Master of
Sustainable Development at the

SIT Graduate Institute in Brattleboro, Vermont, USA.

May 27, 2011

Advisor: Jeff Unsicker

Copyright Page

Student Name: Dinah Frey

The author, Dinah Frey hereby **grants** the SIT Graduate Institute permission to reproduce and distribute this paper, in whole or in part, in either electronic or in print format.

Author's Signature: _____

Date: May 27, 2011

©Dinah Frey, 2011. All Rights Reserved.

Acknowledgements

I would like to thank the following people:

Kathy Christie for her support, knowledge and editing skills which helped me write the StateNote, *Kentucky Full-Service Schools: Twenty Years Later*;

Michael Griffith for supervising me in my intern position with Education Commission of the States;

Jeff Unsicker for helping me sort through and organize ideas as well as repeatedly read and edit my capstone;

Heather Davis, Zachariah Frey, Jennifer Freitas and Abby Isaacson for their editing skills with this capstone;

The twelve anonymous StateNote evaluators, you know who you are and

My mom who took on more work while I completed my internship and wrote this capstone.

Table of Contents

Acknowledgements.....	ii
List of Tables and Figures.....	iii
Abbreviations.....	iv
Abstract.....	1
Introduction.....	2
The Role of Education Commission of the States In Policy	3
My Role.....	7
StateNotes.....	7
ECS Writing Process	8
Methodology	9
Literature Review	9
What is Policy Analysis?	9
Policy Change Methodology	11
Policy Analysis Process.....	13
Policy Writing Methods and Strategies	16
Policy Brief Requirements.....	20
My StateNote Process.....	22
Editor Evaluation	25
Kentucky Full-Service Schools: Twenty Years Later StateNote	27
Evaluation of StateNote.....	34
End User Feedback.....	34
Graduate Student Group Evaluation Results.....	38
Policy Analysts Group Evaluation Results.....	38
Education Workers Group Evaluation Results.....	39

Parent Group Evaluation Results	39
Strongest Aspects of StateNote	39
Weakest Aspects of StateNote	41
A Next Step for ECS	43
Questionable Statements of Evaluation	44
Lessons Learned	45
Policy Analysis, Writing and Research.....	45
Survey Design and Implementation	47
Suggested Books for Policy Analysis and Writing	47
Conclusion	49
References	50
Appendices	54
Appendix A: StateNote Evaluation Form	54
Appendix B: Group Disaggregation of Evaluation Results	56

List of Tables and Figures

Figure 1: ECS StateNote Guidelines	9
Table 1: Policy Analysis Theories	12
Table 2: Policy Analysis Models	14
Figure 2: Policy Cycle Diagram	16
Table 3: Policy Paper Descriptions.....	18
Table 4: StateNote Evaluator Groups	36
Table 5: Aggregate Content Evaluation Results.....	37
Table 6: Aggregate Writing and Presentation Evaluation Results.....	38
Table B1: Graduate Students Content Evaluation Results	56
Table B2: Graduate Students Writing and Presentation Evaluation Results.....	56
Table B3: Policy Analysts Content Evaluation Results	57
Table B4: Policy Analysts Writing and Presentation Evaluation Results	57
Table B5: Education Workers Content Evaluation Results	58
Table B6: Education Workers Writing and Presentation Evaluation Results	58
Table B7: Parents Content Evaluation Results.....	59
Table B8: Parent Writing and Presentation Evaluation Results	59

List of Abbreviations

CHFS: Cabinet for Health and Family Services

DFRCVS: Division of Family Resource and Community Volunteerism Service

ECS: Education Commission of the States

FRYSC: Family Resources and Youth Service Centers

FRCs: Family Resource Centers

KERA: Kentucky Education Reform Act

KRS: Kentucky Revised Statutes

NAEP: National Assessment of Educational Progress

NCES: National Center for Educational Statistics

T.C.A.: Tennessee Code Annotated

ABSTRACT

This capstone will shed light on the various aspects of policy analysis, policy papers and policy change. The focus of this capstone paper is a five-page policy brief, or StateNote, which analyzes one element of Kentucky's major educational policy reform of 1990. The paper will follow the guidelines of the Policy Advocacy course-linked capstones that focus on a personal contribution to some aspect of policy change. Renowned policy specialists such as Eugene Bardach and Carl V. Patton's work provide steps to follow to write a policy paper and the pieces to include within the paper.

The action of policy analysis is undertaken with the purpose of changing current social situations (policy change) at the local, state or federal level. Policy papers are an accepted and useful way to develop policy or promote policy change. Kentucky Full-Service Schools: Twenty Years Later, a policy paper written for Education Commission of the States, will be used to illustrate the policy paper development process. Following the StateNote there is an evaluation of the StateNote with both personal and user-end feedback. The capstone will end with practical advice which can be employed to write any policy paper with a goal of policy change.

Introduction

As an intern for Education Commission of the States (ECS), I researched and wrote policy briefs, in addition to completing various tasks designed to fulfill the organization's mission to improve US state-level education policy. The focus of this capstone paper is my five-page policy brief, or StateNote, which analyzes one element of Kentucky's major educational policy reform. The paper will follow the guidelines of the Policy Advocacy course-linked capstones that focus on a personal contribution to some aspect of policy change. To provide context, the paper will first discuss the background and framework of ECS. A discussion of policy change, including the role of policy analysis and policy papers, will follow. Next, the paper will describe the methods I used to research and write the StateNote. The actual StateNote, *Kentucky School-Based Family Support: Twenty Years Later*, is the next segment. The evaluations of the StateNote by ECS editors and users of the StateNote are the subject of the subsequent section. General lessons about policy analysis and policy paper writing conclude the paper.

For the purpose of this paper, three policy terms, to include; policy change, policy analysis and policy paper, must be defined. These definitions, as given by policy and advocacy professor J. Unsicker, can be referred to as needed throughout the paper.

- First, *policy analysis* has two meanings. The first definition is a verb that includes the actions taken to determine whether a specific policy is effective. For this process, research is employed to determine the problem, goal and alternatives to alleviate the problem. The second definition of policy analysis is a noun. In this case, a policy analysis is the outcome of the policy analysis process in the form of a policy paper or discussion. The in-depth policy analysis product may also be referred to as a policy study.

- The second policy term, *policy paper*, a noun, is a document that is the result of a policy analysis. A policy paper may record and/or communicate the analysis to policy makers and stakeholders. This mode of communication is meant for a specific audience to influence political thought and decisions. A policy brief is one type of policy paper.
- The third policy term, *policy change*, is the goal of policy analysis and policy papers. As a result of communicated policy analysis, policy makers may change an unsuccessful policy or add a new policy (personal communication April 7, 2011).

Numerous books and frameworks are available to help the policy analyst in effective policy analysis and policy paper writing. Most authors emphasize that these models are providing general guidelines and that they should not be rigidly followed in all cases.

The Role of Education Commission of the States in Policy

Education Commission of the States was co-founded by three education advocates, James Bryant Conant, Terry Sanford and John W. Gardner. Conant expressed the need for a counterbalance to the federal role of education to advance state-level education policy and policymaking in his *Shaping Education Policy*, published in 1964. This became the foundational framework for ECS. The ECS History (Education Commission of the States [ECS], 1967) states,

There is no study in depth of the experience of the different states in this matter. There is no way in which a state now considering the subject can obtain reliable and complete information from other states that have had many years of experience. We ought to have a mechanism by which each state knows exactly what the other states have done in each education area, and the arguments pro and con. We ought to have a way by

which the states could rapidly exchange information and plans in all education matters from kindergarten to the university graduate schools (paragraph 3).

A nation-wide compact was then drafted by the men. Conant claimed in the ECS History (ECS, 1967) that this "Interstate Commission for Planning a Nationwide Educational Policy" would:

- Give voice to the diverse interests, needs and traditions of states
- Enable them to cooperate and communicate with one another
- Promote their working together to focus national attention on the pressing education issues of the day (paragraph two).

The founders work established Education Commission of the States, the non-partisan operating arm of the Congress-approved 1967 [Compact for Education](#). The Compact for Education (ECS, 1967) was officially instituted to:

1. Establish and maintain close cooperation and understanding among executive, legislative, professional educational and lay leadership on a nationwide basis at the state and local levels.
2. Provide a forum for the discussion, development, crystallization and recommendation of public policy alternatives in the field of education.
3. Provide a clearinghouse of information on matters relating to education problems and how they are being met in different places throughout the nation, so that the executive and legislative branches of state government and of local communities may have ready access to the experience and records of the entire country, and so that both lay and professional groups in the field of education may have additional avenues for the

sharing of experience and the interchange of ideas in the formation of public policy in education.

4. Facilitate the improvement of state and local education systems so that all of them will be able to meet adequate and desirable goals in a society that requires continuous qualitative and quantitative advance in educational opportunities, methods and facilities (Article I).

It is through the Compact, containing both the Commission and compact organization (operating arm), that ECS was created. The Commission provides governance and includes the Steering Committee, the Executive Committee, the “Commission” (comprised of seven members of each represented state) and the Standing Committees. Operations consists of four divisions including; the Executive, Communications, Internal Business Operations and Information Management including ECS Clearinghouse, which does the policy research and analysis. The Commission uses the information provided by the Information Management and ECS Clearinghouse division to inform local, state and federal policymakers on education policy concepts, trends, successes and failures throughout the country and around the globe.

Specifically, the Compact for Education (ECS, 1967) states that:

The Commission may provide information and make recommendations to any executive or legislative agency or officer of the federal government concerning the common education policies of the states, and may advise with any such agencies or officers concerning any matter of mutual interest (Article V, section B).

Both the Commission and the operations unit inform policymakers, but their roles are different. The Commission members vote on the direction of the ECS mission. The operations arm is comprised of employees that do not vote or make decisions as to the direction of the ECS mission (except for the President of ECS), but they produce products for the Commission and reply to their specific inquiries. These two parts of ECS make the Compact for Education viable.

Current ECS membership includes forty-nine states, three territories and the District of Columbia. The state leaders representing member states receive services and products/information that they need to make informed education policy decisions. The state leaders that interact regularly with ECS as members of the Commission or recipients of ECS products include; governors, legislators, chief state school officers, state and local school board members, superintendents, higher education officials and business leaders. To meet the needs of state leaders, the ECS staff is comprised of educators, policy analysts, communications and technology experts, lawyers, researchers and support staff.

Originally derived from the collaboration of the three education advocates and built on the nonpartisan, interstate compact for public education advancement, ECS has expanded its mission (ECS, 2008) to include “facilitating collaboration” (among education leaders):

... To help states develop effective policy and practice for public education by providing data, research, analysis and leadership; and by facilitating collaboration, the exchange of ideas among the states and long-range strategic thinking (paragraph 1).

To achieve this mission, ECS provides: education news and information; policy research and analysis; state, regional and national policy conferences; customized technical assistance;

publications; networks and partnerships. All of the ECS analysis products and research are available to the public online for free.

My Role

My internship role with ECS was as a researcher and writer. Specifically, I researched and analyzed education policy and state education practices, wrote StateNotes (policy briefs), wrote ECS Alerts and summarized journal articles and research studies for the information clearinghouse division. Most of my time was spent on research and writing the various StateNotes. Before I wrote any StateNotes, I had to learn what they are and what they include.

StateNotes

Kentucky School-Based Family Support: Twenty Years Later is a StateNote for ECS. Others will call this policy paper a policy brief, but for ECS guidelines, it is a StateNote. The goal of this particular StateNote is to inform state legislators and other state policy makers of a successful alternative policy to lower the achievement gap accomplished in Kentucky. This particular StateNote is a case study of social policy. This is further explained by Einbinder (2010) when she stated, “Case studies involve the systematic and detailed description and analysis of the formation, implementation, and evaluation of specific social policies” (p. 534). This StateNote explores only one policy and program without comparison to other alternatives, as Kentucky is the only state with a comprehensive, or state-wide, policy mandating such a resource.

Policy papers are used as secondary sources of information for ECS to respond to information and research requests. The secondary sources (analysis of primary sources) provide a link to primary sources. When the requesting constituent does not have the time to research,

read and analyze the primary sources, ECS does the work for the constituent. In addition, the papers help ECS develop the Annual National Forum on Education Policy where ECS constituents are informed of and are able to discuss current education trends and topics.

First, it is best to explain the purpose of ECS StateNotes. Since ECS is non-partisan, the products and information provided are not affiliated with a particular political party or objective. All work done at ECS is an attempt to provide facts and evidence to help policy makers decide what is best for their constituents.

ECS Writing Process

ECS keeps track of education news and distributes it to constituents through its daily e-clips and weekly e-connection. The monitoring of national education news keeps ECS abreast of “hot topics” and issues in education. Records are also kept for the information requests which ECS fields from constituents, including: national, state and local policy makers; news media and parents. When it becomes apparent that an education policy is up for debate in several arenas, the ECS clearinghouse begins research and wide-spread discussion to determine the need for a StateNote or Policy Brief.

A Policy Brief or StateNote may be completed by clearinghouse staff or a project team member, depending on the topic. The project teams include; Early Learning, High School Policy Center, Postsecondary Education and Workforce Development Institute, Teaching Quality and Leadership Institute and the National Center for Learning and Citizenship. Each team has its own specialists. While the project specialists may have more explicit experience or knowledge, they do not always have the time to write policy papers given their other tasks. Consequently, the clearinghouse specialists and generalists spend their time writing and researching to help

the project teams. In addition, the clearinghouse members typically have more qualifications in the actual writing of policy papers than the project or institute team members who are out working with constituents doing more hands-on work. In such a case, a clearinghouse member may write a policy paper with the project managers or institute directors acting as content editors.

Once a topic is identified and assigned to a researcher or policy analyst at ECS, the work becomes more individual. The researcher compiles research, checks facts, writes and edits before providing a copy for the Chief of Staff to edit and approve for content and grammar.

Once revisions are made, a copy is sent to the proofer, who checks style and grammar. The original researcher takes one final read and then passes it back to the proofer who will then publish the work with a final clearance from the Chief of Staff. The only divergence from the process is for an intern, who shares ideas with a supervisor as well as periodic drafts part-way through the work.

When a paper is published for ECS, it is put into PDF format and uploaded to the ECS website for public use. The paper is shared with constituents via e-connection, e-clips, Facebook and Twitter. All papers uploaded to the website are archived and available for future reference. At the end of each calendar year, a

StateNote Guidelines
<ul style="list-style-type: none"> • Is it absolutely, 100% factually accurate? • Has it captured the important aspects of the policy? • Does it provide enough detail, but not so much that it's overwhelming? • Are the citations accurate and in line with Blue Book guidance? • Does it reflect an understanding of the subtleties of the issue? • Does it reflect an understanding of the problem the policy is meant to address? • Is it organized in a manner that contributes to quick understanding? • Does it provide a quick snapshot of the issue? • Does it summarize the components of policy? • Has it captured the very latest policies in each state? • Has it minimized verbiage and yet captured essential elements?

Figure 1: Guidelines for ECS StateNotes. This figure is taken from ECS StateNote and Policy Brief Guidelines in-house handout and provides the requirements for StateNotes.

compilation of all the policy work throughout the year is published, archived and sent to constituents on the mailing list. It is available for order as well.

Methodology

Literature Review

Policy change, analysis and papers are presented through the work of many policy analysts. Since policy analysis is used to bring policy change and develop policy papers, policy analysis text books and guidebooks are used for this research compilation. The sections of the literature review include overviews of policy analysis, policy change methodology, policy analysis process, policy writing methods and strategies and policy brief requirements. Of the myriad of policy analysis books available, these particular authors and books were chosen for their practicality and for their coverage of policy papers.

What Is Policy Analysis?

When it comes to defining policy analysis, even the experts differ on the semantics. One accepted definition of policy analysis, given by Carl V. Patton and David S. Sawicki (1993) is, “The process through which we identify and evaluate alternative policies or programs that are intended to lessen or resolve social, economic, or physical problems” (p. 21). Weimer and Vining (1992) define policy analysis as “Client-oriented advice relevant to public decisions and informed by social values” (p. 1). Shultz (2003) says policy analysis “is about common sense, breaking down public issues into a sequence of questions that allows us to think clearly about them” (p. 83). Segal and Brzuzy (1998) define policy analysis as “the investigation and inquiry into the causes and consequences of public policies” (p. 60). Young and Quinn (2002) claim analysis “must be driven and targeted on the search for a practical, implementable and

comprehensive outcome” and includes “the ability to convince your audience of the suitability of your policy recommendations” (p. 10). Finally, Ukeles (1977) states that, “the systematic investigation of alternative policy options and the assembly and integration of the evidence for and against each option” (p. 223).

Each definition includes “examine” or a synonym for “examine,” which creates an implication for the most important aspect of policy analysis. Policy must be dissected, researched and interpreted fully to obtain a clear understanding of the topic that is addressed. Without the thorough research involved in policy analysis, it is not possible to provide alternatives or recommendations, as is suggested by Patton, Sawicki, Young, Quinn and Ukeles. This assemblage of definitions highlights the social and public welfare aspect that drives the examination of policy.

Policy Change Methodology

Policy change uses both qualitative and quantitative methods of research. However, Einbinder holds that “Policy analysis has no epistemology or methodology of its own; it is a hybrid field, defined by the objects of study rather than by any theory or method of inquiry” (par. 17). While policy change methods do exist, it is agreed that these methods are not an automatic solution to policy analysis, nor are they comprehensive. The following theories of policy change, rationalism, incrementalism, window of opportunity, street-level bureaucracy and Implementation are described by Segal and Brzuzy (1998) in figure 2 on the next page.

Table 1: Policy Analysis Theories (Segal and Brzuzy, p. 60-64)*Policy Analysis Theories*

Theory	Definition	Further Description
Rationalism	Problem definition leads to identification and evaluation of alternatives, which is followed by implementation (Patton, p. 20).	"Rational policy-making requires knowledge of the values of all segments of society, all possible policy alternatives, the consequences of those alternatives, and the costs and benefits" (p. 61).
Incrementalism	Public policy is developed through small changes to existing policies.	Charles Lindblom wrote "The Science of Muddling Through", introducing incrementalism as an alternative to rationalism. His theory suggests that there is not enough time to complete all the necessary research nor is there availability of all information necessary to make an informed decision on all options in developing new policy. It is therefore easier and more "rational" to make small changes on existing policies.
Window of Opportunity	Three elements must be present to give opportunity for a policy to be accepted: <ol style="list-style-type: none"> 1. Compelling public problem 2. Solution 3. Political support 	Political and social events or a change in personnel can open the way for an opportunity, and advocates stand ready with their ideas.
Street-Level Bureaucracy	Implementation of policy by "street-level bureaucrats" may alter the design of the intended policy.	Michael Lipsky focuses not on the policy creation, but the effects of the policy implementation by workers. Policy that was developed and approved may not be what is delivered.
Implementation	Implementation of public policy is an evolutionary process and policy changes when it is implemented.	Those who actually put policy into practice are not the originators of the policy, which allows for different interpretations and values.

Until more recently, rationalism, which is also found in other fields in addition to policy analysis, had been the guiding theory in policy analysis. One criticism of rationalism is the need to understand all policies and all alternatives about everything involved in a policy decision before a decision is made. This is an unrealistic standard and cannot be realized in an unstable, time-constrained world. All of the analysts with policy analysis processes in the next section report a lack of time to fully delve into each of the steps as comprehensively as would be ideal. Allowing mobility within the policy process would reduce the ill-effects of time constraints by providing revisions and backtracking as needed.

Rationalism focuses on policy analysis for policy change, but other theories, such as window of opportunity and street-level bureaucracy, also bring to light outside forces that go beyond rational policy analysis to bring about policy change. In the window of opportunity theory, political support is a necessary part of accepting a policy analysis. Street-level bureaucrats help implement a new policy and are therefore outside forces that affect policy analysis in that they may make changes in implementation not intended by the policy analysts or policy makers.

Policy Analysis Process

The policy analysis process includes five to eight elements which are necessary to complete the task, depending on how the process is conceptualized. Many of the elements are similar for each process, further promoting the idea that an official policy process is not necessary or beneficial, so long as the process and product are comprehensive and meet the policy goal. A look at several policy processes outlined in Table 2 reveal the commonalities which are also found in the rational theory.

Similar to the ideal, rational, decision-making process of other fields (sociology, business management, psychology, etc.), these policy analysis approaches include the problem, alternatives and implementation. Each of the processes described begins with identifying or defining the problem. Aside from beginning with the problem, the sequence of the steps can be rearranged or repeated as needed with new information or further analysis. While in the process, the problem (or any other step) may be changed, causing all the steps to be repeated. Eisenhardt and Zbaracki (1992) found that even in strategic decision-making, all decisions have “unique patterns of solution” (p. 21). They also found that “steps in a rational strategic decision

process actually shift, branch, cycle and recycle” (p. 22). In a newer variation of the rational model for decision-making, Mintzberg, et. al. (1976) found that the identification, development and selection phases did not have a sequence which must be followed.

Table 2: Policy Analysis Models

<i>Policy Analysis Models</i>	
Analyst	Process Elements
Bardach	<ol style="list-style-type: none"> 1. Define the Problem[†] 2. Assemble some Evidence 3. Construct the Alternative[‡] 4. Select the Criteria 5. Project the Outcomes 6. Confront the Trade-offs 7. Decide! 8. Tell Your Story
MacRae & Wilde	<ol style="list-style-type: none"> 1. Definition of the problem[†] 2. Determining the criteria for making a choice among alternatives 3. Generating a range of alternative policies[‡] 4. Choosing a course of action that will cause the policy option to be implemented 5. Evaluating the policy after it is in effect
Mintzberg	<ol style="list-style-type: none"> 1. Identification (decision recognition and diagnosis[†]) 2. Development (search and design[‡]) 3. Selection (screen, evaluation-choice, authorization)
Miser & Quade	<ol style="list-style-type: none"> 1. Problem[†] formulation 2. Searching for alternative[‡] 3. Forecasting the future environment 4. Modeling the impacts of alternative 5. Evaluating the alternatives
Patton & Sawicki	<ol style="list-style-type: none"> 1. Verify, Define, and Detail the Problem[†] 2. Establish Evaluation Criteria 3. Identify Alternative[‡] Policies 4. Evaluate Alternative[‡] Policies 5. Display and Distinguish among Alternative Policies 6. Monitor the Implemented Policy
Segal & Brzuzy	<ol style="list-style-type: none"> 1. Investigation of the social issue or problem[†] 2. Formulate general goals to solve the problem[‡] 3. Analyze or create policy/legislation 4. Program Implementation <ol style="list-style-type: none"> A. Affected populations B. Intended impact C. Actual impact

<i>Policy Analysis Models</i>	
Analyst	Process Elements
Stokey & Zeckhauser	<ol style="list-style-type: none"> 1. Determine the underlying problem[†] and objectives 2. Lay out possible alternative[‡] courses of action 3. Predict the consequences of each alternative 4. Determine the criteria for measuring the achievement of alternatives 5. Indicate the preferred choice of action
Urban Institute	<ol style="list-style-type: none"> 1. Define the problem[†] 2. Identify relevant objectives 3. Select evaluation criteria 4. Specify the client group 5. Identify alternatives[‡] 6. Estimate the costs of each alternative 7. Determine the effectiveness of each alternative 8. Present findings
Weimer & Vining	<ol style="list-style-type: none"> 1. Problem[†] analysis <ol style="list-style-type: none"> A. Understanding the problem B. Choosing and explaining relevant goals and constraints C. Choosing a solution method 2. Solution analysis <ol style="list-style-type: none"> A. Choosing evaluation criteria B. Specifying policy alternative[‡] C. Evaluating alternatives in terms of criteria D. Recommending actions

[†] Problem

[‡] Alternatives

The Policy Cycle, as described by Young and Quinn and shown in Figure 2, is a guide to policy analysis and change. Built upon the work of Bardach and Patton, it is the most known and followed process. The policy cycle only informs the context in which the policy analyst completes the work, since the model is not flexible and the leading experts agree that the process of policy analysis should be fluid and flexible. The six steps of the policy cycle are interactive, revolving as needed and include all the stakeholders of the policy problem.

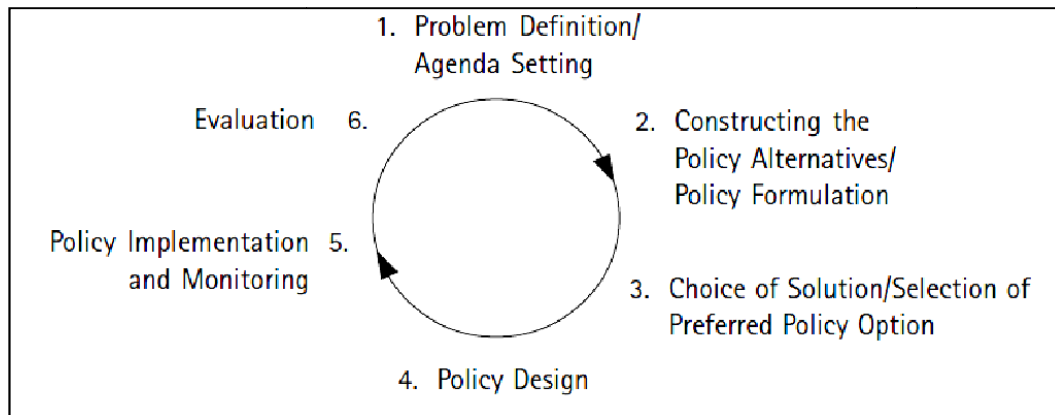


Figure 2: Policy cycle diagram. This figure diagrams the policy cycle from step one through step six. (Young and Quinn, p. 12)

Policy Cycle Steps:

1. Identify the problem and make it a high priority issue on the political agenda.
This includes making a complete and convincing argument including the causes, effects and extent of the problem.
2. Construct the policy alternatives/policy formulation. During this step, the alternatives are developed. The alternatives should be feasible and realistic.
3. Select solution of the preferred policy option. Evaluation criteria are used to identify the preferred alternative. Criteria include; effectiveness, efficiency, equity, feasibility/implementability and flexibility/improvability.
4. Policy design. Government agencies that are in charge of implementation must decide on a policy instrument mix and a delivery organization mix to follow the outlined policy.
5. Policy implementation and monitoring, which is done by the government (local, state or federal). Implementation must be continually monitored for quality of outcomes and alignment to the adopted policy.

6. Step six is evaluation. The evaluation will determine the policy effectiveness by measuring the objectives and the actual cost (financial and resource).

Following step six, the policy cycle may continue to improve the current policy or it may move on to a new social need.

Policy Writing Methods and Strategies

The primary purpose of policy analysis, in the words of Norman Beckman (Ukeles, 1977) is “to facilitate the reaching of sound policy”(p. 1). The action of policy analysis is undertaken with the purpose of changing current social situations (policy change) at the local, state or federal level. Policy papers are an accepted and useful way to develop policy or promote policy change. The outcome of a policy analysis can be communicated to different audiences through at least three different types of policy papers, identified as Policy Study, Policy Brief and Policy Memo. For a description of the policy types, see Table 3 below. Each type of policy paper is listed across the top. Under each paper is the intended audience, focus of the paper, purpose, methodology, ideas/language and length. Policy Briefs are the main focus of this paper and are therefore the term to be thought of when policy papers are mentioned.

The process of writing a policy brief or doing policy research follows the policy cycle. Policy analysis can influence all steps one through six. Step six is the policy evaluation element of policy analysis, which is advocated to policy makers. Generally, policy briefs and memos are employed to either communicate policy analysis to policy makers who are choosing and designing a policy option (steps three and four), a policy evaluation (step six) or a policy monitoring exercise (step five). In order to write a policy brief or memo, a minimal policy

analysis through steps one and two is necessary. However, the actual written policy products can influence any of the steps of the policy cycle as a whole.

Table 3: Policy Paper Descriptions (Adapted from Belgrade Open School seminar, *Writing Effective Policy Papers to Influence Decision-Making*)

<i>Differentiating Between Policy Papers</i>			
<i>Type of Policy Paper→</i> <i>Areas of Difference↓</i>	<i>Policy Study (A Analysis)</i>	<i>Policy Brief/StateNote</i>	<i>Policy Memo</i>
Audience	Targets other policy specialists	Targets decision-makers	Targets a broad audience of stakeholders
Focus	Issue-driven: Broad recommendations and analysis or policy issues	Audience-driven: Specific policy message designed to convince key stakeholders	Audience-driven: Specific policy message designed to convince key stakeholders
Context of Use	Dissemination and debate on results of policy research, informs the policy brief	Used for advocating and lobbying purposes	Used for advocacy and lobbying and to encourage stakeholders to read further (e.g. policy brief)
Methodology	Can include much primary research Systematic study of the nature, causes and effects of alternative public policies	Rarely includes primary research May research one policy, compare two or more policies or model the future implications of policy changes and alternatives	Rarely includes primary research Focus on a policy recommendation
Ideas/Language Used	Can be quite discipline specific/technical	Must be very clear and simple	Must be very clear and simple
Length	Up to 60 pages	Between 6 and 15 pages	Up to 4 pages

As per the Maryland School of Public Policy, guidelines for writing begin with considering the audience, pacing the process and distinguishing among information, findings, conclusions and recommendations. To effectively write, the Maryland School of Public Policy

Guidelines provide steps to lead writers through the drafting, editing and formatting stages of writing.

Drafting Steps:

- Plan (free write, research, brainstorm)
- Research
- Outline
- Introductions and leads
- First draft
- Reorganize
- Add assertions and facts
- Add graphic support
- Conclusions
- Appendices (p. 2-4)

Before one begins writing a policy brief or even beginning analysis, Young and Quinn (2002) suggest that writers “consider the policy-making process that you are involved in” (p. 16) and answer the following questions:

- Which stage(s) in the policy-making process are you trying to influence through your policy paper?
- Which stakeholders have been/are involved at each stage of the policy-making process?
- Have you identified a clear problem to address? Can you summarize it in two sentences?

- Do you have sufficiently comprehensive evidence to support your claim that a problem exists?
- Have you outlined and evaluated the possible policy options that could solve this problem? What evaluation criteria did you use?
- Have you decide on a preferred alternative?
- Do you have sufficient evidence to effectively argue for your chosen policy alternative over the others?

Once the writing begins, Bardach recommends beginning with the problem and conclusion, the bottom line. He also suggests short, simple, clear communication with good subheadings and graphics. Based on the intended audience, a logical flow should be employed. When presenting policy alternatives, use a framework for each alternative such that you include probable outcomes, the likelihood of the outcomes in regards to a specific causal model and related evidence and a summary of alternative outcomes and their trade-offs.

Policy Brief Requirements

Throughout every aspect of a policy brief, it is imperative that the writer focus on the purpose of the policy brief. Since a policy brief by definition is brief, there is no room for inconsequential words or data. Every word and sentence must be necessary to meet the purpose of the policy brief. Bardach (1992) presents the following rough list of the parts of a written policy-analytic report:

- Describe the problem that needs to be mitigated or solved in a coherent, narrative style.
- Lay out alternative courses of action that might be taken.

- Attach a set of projected outcomes that the client or audience would care about and suggest the evidentiary grounds for projections to each course of action.
- If no alternative dominates all other alternatives, with respect to all the evaluative criteria of interest, indicate the nature and magnitude of the trade-offs implicit in different policy choices.
- Depending on the client's expectations, one may state your personal recommendation as to which alternative should be chosen (p. xviii).

Young and Quinn (2002) approach the policy paper with a direct sequence to include:

- Defining and detailing an urgent policy issue within the current policy framework which needs to be addressed;
- Outlining the possible ways (policy alternatives) in which this issue can be addressed;
- Providing an evaluation of the probable outcomes of these options based on an outlined framework of analysis and the evidence from the current policy framework;
- Choosing a preferred alternative (policy recommendation) and providing a strong argument to establish why your choice is the best possible policy option (p. 18).

The problem, as addressed in a policy brief, must include context that details the history and results of the problem. Policy issues directly related to the problem must be included as well. Conversely, an excess of background will cause the reader to lose sight of the policy brief purpose.

Alternatives presented to address the problem must include several elements. A limited number of alternatives will make the policy brief easier to follow and therefore more effective.

Each alternative description should include assumptions, possible outcomes, feasibility, cost, benefits, and evaluation plan. When the alternatives have been clearly presented, a preferred alternative may be identified. When a particular alternative is chosen, it is necessary to include explanation regarding its advantage over the other alternatives.

Bias is a unwelcome, yet influential factor in policy analysis. During the writing process, it is important to minimize bias which may develop through assumptions. Patton and Sawicki (1993) suggest that for policy recommendations, analysts need to identify assumptions, document all research, triangulate data and use proven methods. These steps will help validate authentic, pure recommendations and bring transparency to the analysis.

My StateNote Process

After ECS received a few information requests regarding the Kentucky full-service schools, it was decided that a StateNote on issue was needed. The topic interested me, so I volunteered to write the StateNote. Immediately, I met with my supervisor and discussed the purpose of the StateNote before beginning research. We decided it would be best to focus on the difference between the Kentucky program and other similar initiatives and programs. Mainly, Kentucky is different because it is the only statewide program of full-service schools. As well, the program reaches students in grades kindergarten through high school. Following the decision to focus on the difference in legislated policy found in Kentucky, I began to research the policy.

During the 1980's a lawsuit in the state supreme court was filed and won against the State of Kentucky for providing an inadequate, unconstitutional education. The Kentucky Education Reform Act of 1990 (KERA), which restructured the state education system, was

enacted in response to the lawsuit. A \$1.3 billion tax increase was used to pay for the various initiatives within KERA, including Family Resource and Youth Services Centers (FRYSCs). These centers, mandated and not just allowed, are what make Kentucky schools full-service schools.

In order to fully understand the restructured Kentucky education system, I read and outlined the KERA. There were many innovative aspects of KERA that I had to look past in order to stay focused on the FRYSCs because when writing policy papers, staying focused is of extreme importance so as to keep the paper brief. This is something that I had to continually remind myself of while researching. What are the key facts and details which must be included? All else should be omitted.

After gaining an understanding of KERA, I spent time studying the FRYSCs, including their origins, depth of policy, services and results. The compilation of FRYSC services and history was not difficult to gather; however, the FRYSC results/outcomes were much harder to come by as the FRYSC evaluations found to date do not incorporate many firm results.

My first results-oriented thought was that if students are gaining a better education because their needs are provided for, there must be more students graduating or at least doing better in high school. I began a search for graduation rates and Advanced Placement (AP) exam results. The results and growth I found were amazing! I thought I had hit the jackpot, but as my research continued, it came to my attention that Kentucky had received two important grants. The first came in 2005, a federal grant to improve graduation rates. The second grant (private, federal and state combination) came in 2007 in coordination with the AdvanceKentucky initiative (AdvanceKentucky, n.d.), “Dedicated to helping Kentucky’s student reach new heights

in rigorous academic achievement” (Our Mission box). Both of these grants made it impossible to link the positive graduation and AP data with the FRYSCs.

My search for data had to continue, so I went to the National Center for Educational Statistics (NCES) website to find the history of Kentucky National Assessment of Educational Progress (NAEP) test results. The NCES website is accessible to anyone and provides state-by-state national test results for fourth, eighth and twelfth grades through the NAEP data explorer. With the data explorer, I chose each subject (math, reading and science), for each grade and each available year from 1990 to the most recent and compared the Kentucky results to the national results. The variable I chose to look at was the National School Lunch Program eligibility, since the FRYSCs are intended to aid students who qualify for free or reduced-price lunch. I wanted to see if the intended students showed academic growth with the added services. Even with this national collection of data, the years for testing among the varying subjects differ as a result of changed programs and requirements. Some years the free and reduced-price lunch variable was not available, so I could not complete long-term comparison. Even so, upon scrutiny of the available test data, it was clear that Kentucky had made considerable growth as an individual state and in comparison to national data.

With all my data and research in hand, I set to writing an outline for the proposed StateNote. I decided to provide background/context, FRYSC organization and development, financial considerations, and results. My original draft incorporating these pieces was over eight pages in length, so non-essential details had to be removed.

In the end, the paper was comprehensive enough, but needed work on brevity. Through four drafts with my supervisor, we reduced the StateNote to five pages plus the sources. One

way in which I was able to shorten the paper was to reduce charts and include only the most notable test results. As well, I limited the background information about KERA and the previous education system in Kentucky. We also decided not to include the conclusion, but to leave the reader with the results and therefore the implied policy recommendation.

A second policy analyst with the information clearing house also read my paper and made a few word choice and grammar changes when my supervisor and I were finished making the major edits. After the paper was cut and edited, I had to check that my paper aligned with the explicit format guidelines for ECS policy papers (font, spacing, titles, etc.). The ECS web designer also checked my work for formatting before getting a final approval from the Chief of Staff and Director of Information Management. The next day I was a published policy analyst.

Editor Evaluation

My working editor for this StateNote was one of the co-directors of the clearinghouse, Kathy Christie. While she helped with word choice and clarity, she appreciated the flow and the charts. Ms. Christie commented on how much the charts improved the quality and understanding of the StateNote, giving relevance to the FRYSC results. One aspect of the StateNote which did not require Christie's input was the different sections of the paper. She said this was a strong suit and aided the comprehensiveness of the note as a whole.

During the writing process, Christie did ask me to work on clarifying key points, such as the services provided by the FRYSCs and the state allocation of funds towards the FRYSCs. Before the StateNote could be published by ECS, I had to strengthen these areas.

A second editor which I had the opportunity to use was, Michael Denney, the head of CHFS\DFRCVS\ FRYSCs in Kentucky. Following the completion of the StateNote, but before

publication, I gave a copy of the paper to Mr. Denney to evaluate. While he did not have many comments, he did ask that I update two details which had in the course of time been changed in Kentucky. Denney asked also that I make one last change, due to symantics. He was appreciative that I asked for his help and felt the StateNote did in fact represent the important features of the Kentucky school-based family support system.

StateNote

The Kentucky FRYSC StateNote can be found on pages 27-33.



StateNotes

Student Supports— Integrated Services

Education Commission of the States • 700 Broadway, Suite 810 • Denver, CO 80203-3442 • 303.299.3600 • Fax: 303.296.8332 • www.ecs.org

Kentucky School-Based Family Support: Twenty Years Later

By Dinah Frey

November 2010

Background

The Kentucky Education Reform Act of 1990 (KERA) was a total legislative rewrite and restructuring of the state's system of education. One piece of this education act established Family Resource and Youth Services Centers ([FRYSC](#)), entities that coordinate a network of resources for students and families in neighborhoods where 20% or more of the students qualify for federal free- and reduced-price meals. A state-level partnership between the Kentucky Department of Education and the Cabinet for Health and Family Services was developed to implement and sustain the centers.

The FRYSC's mission is "to help academically at-risk students succeed in school by helping to minimize or eliminate noncognitive barriers to learning." Based on the needs and resources of the community, the centers provide a variety of services, referrals and programs. Design and delivery of services at each center are influenced by the center coordinator and a local advisory council that includes parents, school district personnel and community members.

Family Resource Centers (FRCs) serve children birth through elementary school. Youth Services Centers serve students in middle and high schools. Generally, the centers are separate, but they may be joined together to better fit the community or school needs. *Core components* for each center include the following:

Family Resource Centers

- Full-time preschool/child care for children 2 and 3 years of age
- After-school child day care (ages 4-12), full-time care for summer and no school days
 - *Support and Training for Child Day Care Providers* component removed
- "Families in Training" program for new and expectant parents
- Family literacy services (brought back after having been removed in 2000)
- Health services and/or referrals

Youth Services Centers

- Referrals to health and social services
- Career exploration and development
- Summer and part-time job development for high school students
- Substance abuse education and counseling
- Family crisis and mental health counseling

Core components are met by a network of services within the community. FRYSCs are the bridge between the people in need and those agencies. **FRYSCs primarily provide referrals and arrange contracts for services, only providing direct service when it is the necessary option.** Service delivery for child care, for example, might incorporate any of the following activities:

- Refer to Child Care Resource & Referral Agency in the community
- Organize and facilitate supervised play groups
- Refer to local programs such as Even Start, Head Start, Early Head Start, preschools
- Provide on-site care.

How does Kentucky financially maintain support?

The initial \$1 billion tax increase that covered KERA has now been exhausted, yet funding for FRYSC has increased overall in the 18 years of the program. To offset the costs incurred by KERA, the legislature increased taxes on construction machinery, motor vehicles and U-Drive-It permits, and raised corporate taxes (KRS 139.320). This additional revenue goes directly to KERA programs, including the FRYSCs. Funds for the centers come from budgets of the Cabinet for Health and Family Services (which maintains funding authority) and the Kentucky Department of Education, as well as public and private grants and donations.

A funding formula, \$189.25 per free-lunch-eligible child, is used to determine the funds allocated yearly to each center (calculation based on a minimum of 165 students to a maximum of 450 students) through a contract between the Cabinet for Health and Family Services and each participating local board of education. Schools with FRYSCs that drop below the threshold of 20% of students qualifying for free- or reduced-price lunch are eligible to receive funding for five additional years. The district must maintain compliance with the contract to receive the quarterly payments. The salary schedule of the local board of education determines personnel and other fixed costs. District coordination with the FRYSC coordinator is accounted for at the state level as an in-kind donation and does not provide for nor allow budget provisions for such necessary work. As additional in-kind donations, school districts provide the center space, utilities, bookkeeping services, and maintenance and custodial services.

State allocation of funds may not be sufficient, so a district or local advisory committee may need to search for supplemental funds to meet center costs. Supplemental fundraising has provided as much as \$44,932,749 (2005).¹ It might include:

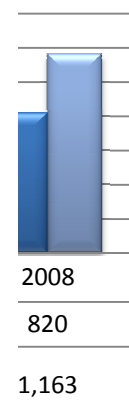
- Solicitation of in-kind services or materials
- Monetary donations
- Fundraising activities
- Program income based on fees charged for services and/or activities
- Supplemental grants.²

Kentucky has made the FRYSCs a priority by including provisions for them in state law and by providing a limited amount of core funding. Other states, including California, [Connecticut](#), [Florida](#), [Rhode Island](#) and [Tennessee](#), have versions of school-based family resource centers similar to those in Kentucky. Yet, in a report prepared by the Office of School-based Support Services in the Office of Early Learning Tennessee Department of Education, "T.C.A. § 49-2-115 authorizes the development of school-administered Family Resource Centers, however, school revenue constraints have restricted Local Education Agencies (LEAs) from developing FRCs without funding assistance."³ To meet the Kentucky state mandate, FRYSC coordinators, schools and local advisory committees have solicited the communities and generated the necessary funding to make FRYSCs productive.

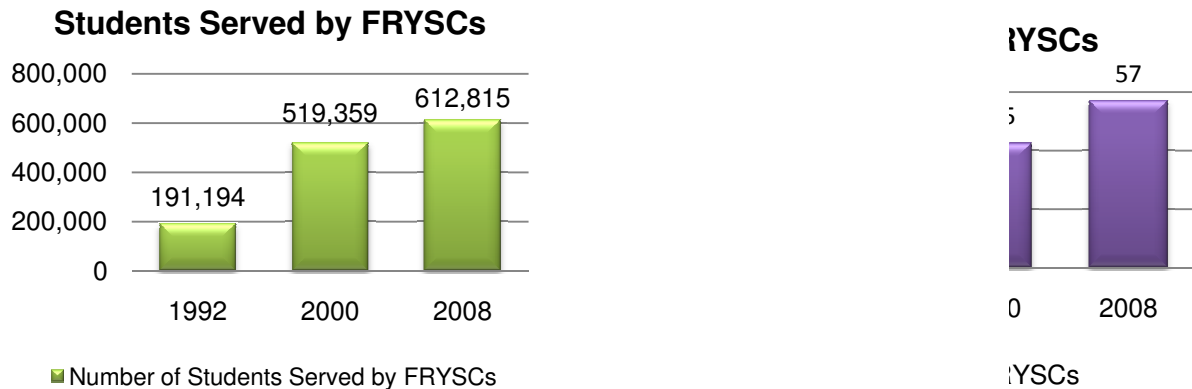
Longitudinal growth

The number of schools served by FRYSCs has grown nearly 500% between the program's launch in 1991 and the latest evaluation in 2008. More schools, families and students are served every year. Only 1% of qualifying schools remain without an FRYSC.

Source: Kentucky's
Family Resource and
Youth Services Center
[History and Mission](#)
[2008](#)⁴

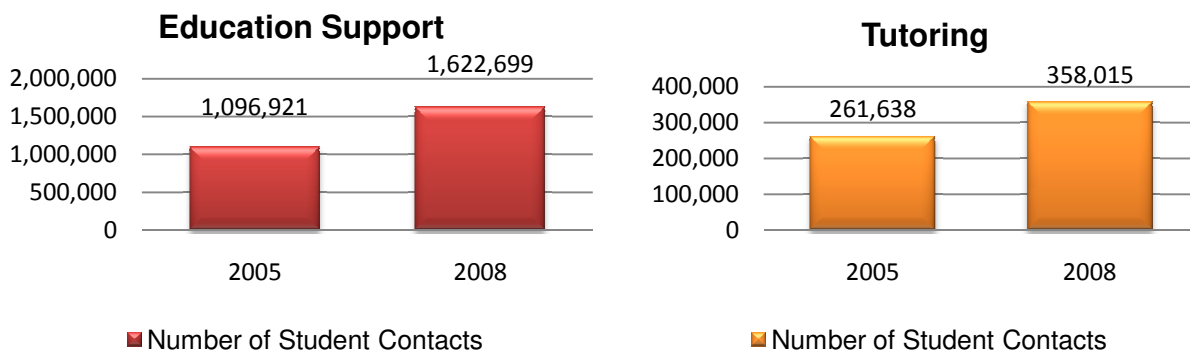


The funding also has increased exponentially since initiation of the centers. Kentucky has continued to make the FRYSCs a priority, even during economically challenging fiscal years.



Source: Kentucky's Family Resource and Youth Services Center [History and Mission 2008](#)

Each year, more students receive education support and tutoring both during and outside of school hours. In 2008 alone, 397,787 students benefitted from education support provided by the FRYSCs.⁵ Education support may include character education, peer mediation, conflict resolution, in-school reading programs or mentoring.



Source: Kentucky's Family Resource and Youth Services Center [FY 08 Reporting](#)⁶ and [FY 05 Reporting](#)⁷

Results

While one cannot directly correlate the growth in FRYSCs to student achievement, Kentucky assessment results from the National Assessment of Educational Progress ([NAEP](#)) show an improvement in the achievement gap, overall state scale scores and national comparisons since 1992.⁸ In 1992, Kentucky scored below the national average in most student subgroups of the 4th- and 8th-grade reading and math assessments. As of 2009, Kentucky scored higher than the national average scale score in 4th- and 8th-grade reading. Fourth grade

math is in line with the national average, and 8th-grade math is three points below the national average. Kentucky has improved the scale score more than the national average change in all three subject areas of reading, math and science.

Reading Scale Scores Over Time

Note: *Free- and Reduced-Price Lunch* is a marker used to differentiate socio-economic status throughout the United States and will be used as a stand-in for the achievement gap.

	1992		2009		Scale Score Change	
	Kentucky	Nation	Kentucky	Nation	Kentucky	Nation
4th Grade	Overall Score: 213	Overall Score: 215	Overall Score: 226	Overall Score: 220	Overall Score: +13	Overall Score: +5
			Free/Reduced Lunch: 215	Free/Reduced Lunch: 206		
8th Grade	Overall Score: 262	Overall Score: 261	Overall Score: 267	Overall Score: 262	Overall Score: +5	Overall Score: +1
	Free/Reduced Lunch: 251	Free/Reduced Lunch: 246	Free/Reduced Lunch: 257	Free/Reduced Lunch: 249	Free/Reduced Lunch: +6	Free/Reduced Lunch: +3

Eighth-grade students who were eligible for free- or reduced-price lunch scored eight points higher than their national average counterparts in 2009. Low-income 4th-grade students scored nine points above the national average for low-income students.

Math Scale Scores Over Time

	1992		2009		Scale Score Change	
	Kentucky	Nation	Kentucky	Nation	Kentucky	Nation
4th Grade	Overall Score: 215	Overall Score: 219	Overall Score: 239	Overall Score: 239	Overall Score: +24	Overall Score: +20
			Free/Reduced Lunch: 229	Free/Reduced Lunch: 228		
8th Grade	Overall Score: 262	Overall Score: 267	Overall Score: 279	Overall Score: 282	Overall Score: +17	Overall Score: +15
			Free/Reduced Lunch: 266	Free/Reduced Lunch: 268		

Fourth-grade students who were eligible for free- or reduced-price lunch were one point above the national average for the same category in 2009. Math achievement for low-income Kentucky 8th-graders was two points below the national average, but two points ahead overall.

Science Scale Scores Over Time

	2000		2005		Scale Score Change	
	Kentucky	Nation	Kentucky	Nation	Kentucky	Nation
4th Grade	Overall Score: 152	Overall Score: 148	Overall Score: 158	Overall Score: 149	Overall Score: +6	Overall Score: +1
	Free/Reduced Lunch: 142	Free/Reduced Lunch: 129	Free/Reduced Lunch: 151	Free/Reduced Lunch: 135	Free/Reduced Lunch: +9	Free/Reduced Lunch: +6
8th Grade	1996		2005		Overall Score: +6 Free/Reduced Lunch: +10	Overall Score: -1 Free/Reduced Lunch: -3
	Overall Score: 147	Overall Score: 148	Overall Score: 153	Overall Score: 147		
	Free/Reduced Lunch: 135	Free/Reduced Lunch: 133	Free/Reduced Lunch: 145	Free/Reduced Lunch: 130		

Fourth-grade students who were eligible for free- or reduced-price lunch outscored their national average counterparts by nine points in 2005. African American students who were eligible for free- or reduced-price lunch were 13 points higher than their national average counterparts in 2005. Also in 2005, 8th-grade students who were eligible for free- or reduced-price lunch scored 15 points more than the average score of students with similar backgrounds.

Statutes Referenced:

KY. REV. STAT. ANN. §§ 156.496 to 156.497, 157.330 to 157.360

TENN. CODE ANN. §§ 49-2-115

Dinah Frey, Intern for ECS Clearinghouse prepared this note.

© 2010 by the Education Commission of the States (ECS). All rights reserved. ECS is the only nationwide, nonpartisan interstate compact devoted to education.

ECS encourages its readers to share our information with others. To request permission to reprint or excerpt some of our material, please contact the ECS Information Clearinghouse at 303.299.3675 or e-mail ecs@ecs.org.

Equipping Education Leaders, Advancing Ideas

¹ Cabinet for Health and Family Services, *Family Resource and Youth Service Centers: FY 08 Reporting Compilation Charts and Graphs* PowerPoint, slide 26 (Kentucky: Cabinet for Health and Family Services, 2008), chfs.ky.gov/NR/rdonlyres/FE9FDC9D-B89C-47DE-AD34-5C33004A67CD/0/PPTReporting08Slideshow.pps, (accessed October 26, 2010).

²Division for Family Resource and Youth Services Centers, *FRYSC School Administrator's Guidebook*(Kentucky: Division for Family Resource and Youth Services Centers, 2010), chfs.ky.gov/NR/rdonlyres/AF50C7AD-F321-43F0-AB9A-4A6987135B80/0/ADMINGUIDBOOK8_10.doc, (accessed October 15, 2010).

³ Tennessee Department of Education, *Tennessee's School-Based Family Resource Centers* (Tennessee: Tennessee Department of Education, 2008), www.tennessee.gov/education/earlylearning/doc/OEL_FRC_Report_0607.doc (accessed November 8, 2010).

⁴ Cabinet for Health and Family Services, *History and Mission: Kentucky's Family Resource and Youth Service Centers* PowerPoint, slide 13 (Kentucky: Cabinet for Health and Family Services, 2008), chfs.ky.gov/nr/rdonlyres/6ca8e214-68d2-4d68-9bd6-7aa462d3a046/0/ppthistoryandmission08.ppt, (accessed October 26, 2010).

⁵ *FY 08 Reporting Compilation Charts and Graphs* PowerPoint, slide 6.

⁶ Ibid., slide 6.

⁷ Cabinet for Health and Family Services, *Family Resource and Youth Service Centers: FY 05 Reporting Charts and Graphs* PowerPoint, slide 7 (Kentucky: Cabinet for Health and Family Services, 2005), chfs.ky.gov/NR/rdonlyres/5C6008F2-2C01-4342-8D97-FDFA1A08F7AD/0/PPTReporting05.ppt, (accessed November 8, 2010).

⁸ Institute of Educational Sciences National Center for Educational Statistics, NAEP Data Explorer (Washington, DC: United States Department of Education), nces.ed.gov/nationsreportcard/naepdata/dataset.aspx, (accessed October 28, 2010).

Evaluation of StateNote

End User Feedback

ECS StateNotes are meant to inform state-level policy makers and other education proponents. As such, I asked policy analysts, superintendents, principals, school board members, teachers, parents, a lawyer and graduate students to evaluate the published StateNote using an evaluation tool I created. Twelve evaluations were returned from four graduate students, two parents, a school bond lawyer, a principal, a school board member, a former teacher and two education policy analysts. Changes to the paper cannot be made now, but the evaluations will help with future writing.

The evaluation tool was designed to evaluate all the pieces of a policy brief as described by Bardach and Young and Quinn. Because the Kentucky StateNote is not exactly the same as a policy brief, there are pieces not included in the StateNote which are used in a typical policy brief. I chose to include questions about those pieces to see how this StateNote does compare to a policy brief.

The evaluation (see Appendix A) includes two sections, *Content of StateNote* and *Writing and Presentation of StateNote*. For each section, the evaluator is asked to rate each statement on a scale of 1-5 as follows:

- 1- Strongly disagree,
- 2- Disagree,
- 3- Neither agree nor disagree,
- 4- Agree, and
- 5- Strongly agree.

Aggregate evaluation results can be found in Tables 5 and 6. Evaluator Rate gives the number of evaluators who gave each of the 1 to 5 rates. To calculate a score for each of the statements, the rates were given corresponding points. A one was given negative two points, a two was given negative one point, a three was given zero points, a four was given one point and a five was given two points. The scores were then used to determine the highest and lowest scoring statements, i.e., the strongest and weakest pieces of the StateNote. The strongest areas included the FRYSC impacts, language used, flow and succinctness. The weakest areas included the alternative policies, feasibility and emotional response. Overall, there were higher ratings in the writing and presentation than in the content. One outlier, Graduate Student Three, amounted to an overall score of -1 (range of -34 to +34 points), with all the remaining evaluators giving overall scores from 10 to 32 points with no more than five points between scores. In the last comments, Graduate Student Three also commented about evaluating the FRYSCs themselves more than the StateNote, which may account for the lower score. Weaknesses and strengths of the StateNote as well as actual evaluation statements will be discussed in the sections following.

Evaluation results are first given in aggregate form (Tables 5 and 6) with all the evaluators in one group. Disaggregated results found in Appendix B reveal results from four groups, Graduate Students, Policy Analysts, Education Workers and Parents. Further description of the evaluators and the evaluator groups can be found in Table 4 on the following page.

Table 4- StateNote Evaluator Groups*StateNote Evaluator Groups*

Evaluator Group	Title	Description
Graduate Students	Graduate Student One	SIT- SIT- Intercultural Service, Leadership and Management degree including Policy and Advocacy class
	Graduate Student Two	SIT- Sustainable Development degree including Policy and Advocacy class; HIV Behavioral Surveillance Study Coordinator
	Graduate Student Three	SIT- Intercultural Service, Leadership and Management degree including Policy and Advocacy class; Grant Writer
	Graduate Student Four	SIT-Management degree; Non-Profit Manager
Policy Analysts	Policy Analyst One	ECS Project Manager; former President and CEO of Schuyler Center for Analysis and Advocacy
	Policy Analyst Two	ECS Project Leader; former teacher
Education Workers	School Board Member	California urban school district; architect
	Lawyer	School bond lawyer in Colorado
	Principal	California Elementary principal, former middle school vice-principal
	Teacher	Former Florida teacher of resource students
Parents	Parent One	Home school parent of two children; former psychologist
	Parent Two	First time parent; store manager

Scores for the evaluation statements may be followed by an asterisk (*) to show poor/negative results, a dagger (†) to show low scores and a double dagger (‡) to show high scores. To define the poor/negative, low and high scores, I followed a simple method. Poor/negative labels are any scores with zero or fewer points (50% or lower of the possible points), indicating an average rating of neither agree nor disagree, disagree or strongly

disagree. Low labels were any scores which received between 51% and 69% of the possible points available. High labels were given when the scores received approximately 85% or more of the possible points available. The aggregate data shows one poor score for Content statement eight and poor scores for both Content statement four and Writing and Presentation statement six. Six statements received high scores.

Table 5: Aggregate Content Evaluation Results

<i>Evaluation Results: Content</i>						
Content:	Evaluator Rate					Score: -24 to +24
	1	2	3	4	5	
1. The context is clearly explained.		1	1	4	6	15
2. The reason for FRYSC development is clearly defined.		1	2	3	6	14
3. Kentucky FRYSC impacts are stated.				4	8	20‡
4. Positive and negative aspects of feasibility are included.		2	3	7		5†
5. Evaluation criteria are given for the FRYSC impacts.		1		6	5	15
6. Delivery of the FRYSC interventions is clearly explained.				7	5	17‡
7. Cost/benefit analysis is thorough.			5	5	2	9†
8. Alternative policy options are provided.		4	6	1	1	-1*
9. Research is sufficient to support the FRYSC policy recommendation.		1	3	6	2	9†

*- Poor Score

†- Low Score

‡- High Score

Table 6: Aggregate Writing and Presentation Evaluation Results

<i>Evaluation Results: Writing and Presentation</i>						
Writing and Presentation:	Evaluator Rate					Score: -24 to +24
	1	2	3	4	5	
1. The purpose of the StateNote is clear.		2	1	2	7	14
2. The StateNote follows a logical sequence.				5	7	19‡
3. The StateNote is precise and succinct.				5	7	19‡
4. The language of the StateNoe is easy to understand.				4	8	20‡
5. The StateNote is thorough.			1	7	4	15
6. The StateNote evokes strong emotions as you read.		4	3	2	4	6†
7. The StateNote provides policy implications.		1	1	6	4	13
8. The Charts and figures enhance the StateNote.		1	1	1	9	18‡

*- Poor Score

†- Low Score

‡- High Score

Graduate Student Evaluation Results

The Graduate Student data provided in Appendix Tables B1 and B2 show one poor score matching that of the aggregate data. However, their scores differ from the aggregate in that there are eight low scores and only five high scores given by the graduate student evaluations. Writing and Presentation fared better than the Content section of the evaluation. Of all the groups, the Graduate Student Data shows the lowest overall scores. One example is in Content statement two and Writing and Presentation statement one, where the Graduate Students group gives low scores, while all the other groups give high scores for both statements.

Policy Analysts Evaluation Results

The Policy Analysts group, with results shown in Appendix Tables B3 and B4, has four low scores, which matches the aggregate results. However, ten of the scores are high, as opposed to the aggregate's six high scores. Both sections of the evaluation scored equally for

the policy analysts. Policy analysts as a group were the only group not to have a poor score on Content statement eight.

Education Workers Evaluation Results

Education Workers evaluation results revealed in Appendix Tables B5 and B6 also match the poor score of the aggregate on Content statement four. Additionally, education workers gave low scores for cost/benefit analysis and did not feel the StateNote elicited strong emotions. Ten statements were given high scores, the majority being in the Writing and Presentation section.

Parents Evaluation Results

Overall, the Parents group gave higher scores than the other three groups (see Appendix Tables B7 and B8), with 12 high scores, two low scores and one poor score. These scores may show that either the parents fully understood the StateNote, had difficulty using the rating system of the evaluation tool or did not have enough background on policy papers to effectively evaluate the StateNote.

Strongest Aspects of the StateNote

The data used to show FRYSC success was very telling and thorough. This “proof” that the FRYSCs positively impact low socio-economic students is an encouragement for Kentucky and for those policy makers who want to implement a similar program in their state. As it was difficult to find and correlate relevant data, the outcome was successful and rewarding.

I found the StateNote to be comprehensive in background and the explanation of FRYSCs, which brought a clear understanding for the readers. Within the content section of the evaluation, the Kentucky FRYSC impacts, including the delivery and evaluation of said impacts,

received the most positive ratings. Statement one, “The context is clearly explained” also scored high. However, two of the evaluators wanted to have more information as to why Kentucky performed a total rewrite of education policy. More history on the Kentucky rewrite was not necessary as it would not aid in a policy change decision; rather, it would distract from the purpose of the StateNote.

In the writing and presentation section, the language, succinctness and sequence were the highest ratings, with scores of 20, 19 and 19 respectively. With these high scores, however, four evaluators (both Policy Analysts, Graduate Student Three and the School Bond Lawyer) suggested a conclusion/recommendation remark rather than ending with the FRYSC results. While the recommendation was implied, it was not apparent to all the evaluators. The School Board Member appreciated, “The reader doesn’t need a dictionary or a lawyer sitting next to them in order to understand.”

“The charts and figures enhance the StateNote” (statement eight of writing and presentation) statement also received a high score of 18. Policy Analyst One was the only one who did not give a positive score and felt, “Content was good, but format made it hard to read,” while most agreed with Graduate Student Two who said the charts were “Very nice. Clear and not overly filled-up.” Information within the charts enhanced the policy brief by providing easily accessible data pertinent to making a policy change decision.

Overall, the Principal said, “It is nice to see data that shows students who receive interventions will have increased academic scores or learning. I believe it is also appropriate to show that specific family training and after school support could lead to great gains as well.” The purpose of the StateNote, to showcase a viable alternative to help low socio-economic

students overcome barriers to education, was met, whether or not all the pieces and details were included.

Weakest Aspects of the StateNote

A policy brief must have a problem to be addressed, alternatives to alleviate the problem and an evaluation of the probable outcomes/impacts. The problem must have clear context so that the reader fully understands what the problem is, why there is a problem and to what extent the problem affects others.

Alternatives to the policy problem are key to any policy paper. A policy maker needs to spend time on a policy note which provides alternatives to consider. The point of a policy brief or StateNote is to provide the research and alternatives for the policy makers in an explicit, succinct manner. The Content section, statement eight, “Alternative policy options are provided” was the lowest scoring on the evaluation with a rating of -1 on a scale of -24 to +24. There are two sides to this result. First, no other options besides the Kentucky FRYSCs were given in the StateNote. A comparison of alternate options may have enhanced the StateNote. During the development of the evaluation tool, I knew this question would have a low score, so I debated removing the question. However, the fact that all the policy experts support inclusion of alternatives in a policy paper impacted my decision to leave the statement in the evaluation.

The second side of the result stems from the assignment I was given by ECS. The purpose of this StateNote was to highlight the previously chosen alternative, fulfilling Patton’s Step Five: Display and Distinguish among Alternative Policies. Kentucky FRYSCs were the chosen alternative to distinguish (also fits Bardach’s Step Seven, Decide). Other programs/alternatives which I had referenced were cut so that I could incorporate more information on the Kentucky

FRYSCs. So while this low score is warranted, I am unsure whether or not a second or third alternative would have strengthened this StateNote, as the School Bond Lawyer commented, “Alternatives [were] not deeply explored, but that didn’t seem to be the point.”

The second lowest score of the evaluation came in the Content section, statement four, “Positive and negative aspects of feasibility are included, with a score of five. As noted by Parent Two, “Possible negative aspect is difficulty in raising supplementary funds, as seen in Tennessee.” However, the school bond lawyer commented that the piece about Tennessee seemed out of place and needed more explanation. The implied feasibility was also made apparent to Graduate StudentTwo, who said, “It wasn’t separated out, but through reading and looking at the charts it was clear.” While many of the evaluators were able to identify the positive and negative aspects of feasibility, I was not direct and clear with them, leaving some of the evaluators wondering about the feasibility.

The third lowest score was in the Writing section, statement six, “The StateNote evokes strong emotions as you read,” with a score of six. As encouraged by Aaker and Smith in the *Dragonfly Effect*, to inspire action and spur change, one must “Include accessible and specific details about the person or cause you’re trying to help. Give someone a reason to care,” (p. 6). For this reason, I included the statement on eliciting emotions to verify the StateNote will inspire others to get involved with full-service schools. Graduate Student One said, “It did not feel emotional or persuasive, in a good way.” Graduate Student Four commented, “Yes, [it evokes strong emotions] especially reading about the change in test scores.” The statement left some evaluators wondering whether they should have felt more emotions, while Graduate Student Three felt,

I think it's the nature of the StateNote to be mostly facts and figures, instead of stories or qualitative analysis, but for me this policy discussion lacks a human face. I can't get a sense of who the students and families are who access services at the FRYSCs, or the impact on their lives. I guess policy makers might want to get to the bottom line—how much will it cost to support one student and is their improvement worth this expense? But for me, hearing stories would make a big difference in whether I think the FRYSCs are effective or not.

For this particular StateNote, I included the cost/benefit analysis as that is a prominent argument against school-based social support. Policy makers will always want to know cost/benefit and feasibility analysis. An issues with cost/benefit analysis within this program is the lack of baseline data and many immeasurable benefits. This statement scored a nine, with five evaluators who did not have an opinion about the included cost/benefit analysis. Parent Two stated in regard to the cost/benefit analysis, "Very strong case, although it is hard to link improvement to program only." This seemed to be a concern for many evaluators. Graduate Student One wanted to see "explicit per dollar or per point improvement type ratios."

A Next Step For ECS?

After reading the final StateNote product, I believe there is a need for a second StateNote on the FRYSCs. A separate StateNote could go deeper into the policy implications and develop next steps to bring a full-service school program to other states. The current StateNote is the right length and content for a policy brief; any more information would overwhelm the reader. It shares a new alternative and provides evidence of a successful program. The first

StateNote prepares the reader for the next steps, to include policy change and implementation, which could be addressed in a future StateNote.

Questionable Statements

Three statements in the evaluation seemed to mislead the evaluators. In the content section, statement six, “Alternative policy options are provided” implied to the evaluators that there were or should have been more than one policy option given. Consequently, only two evaluators rated the StateNote as having sufficient policy options. In the writing and presentation section the two statements which may have confused the evaluators were, statement one, “The purpose of the StateNote is clear” and statement six, “The StateNote evokes strong emotions as you read.” Statement one meant that the StateNote was about FRYSCs to some evaluators while others thought about the purpose of all StateNotes and still others commented on not knowing what the purpose was. Statement six made several evaluators feel they were missing a piece of the puzzle because they did not have strong feelings about the FRYSCs, when my intention was simply to see if this particular StateNote would provoke the readers into action one way or the other.

With these three statements, it is difficult to know whether they should or should not be included in the analysis of the StateNote. Evaluator comments on these statements did generate useful information despite them not aligning to my intentions. Because they did receive relevant comments, I left them in the evaluation.

Lessons Learned

Policy Analysis, Writing and Research

Through writing and evaluating the Kentucky policy paper, I learned a great deal about policy analysis and writing. Beginning with the audience and moving through to completion of a policy paper, I have six suggestions to keep in mind.

To begin, the analyst must know the intended audience or client, sometimes known as the target audience. Both content and style should be affected by the intended audience. Know the language, intent, desires and expectations of the target audience. The primary audience or client is the direct constituent the analysis is given to. A secondary audience includes all others aside from the primary constituent who may also read the given policy analysis. Audience does not include those who will be affected by a policy change unless they also read and make decisions based on the policy analysis.

A second action before beginning policy analysis is to analyze your ethical stance in regards to the particular policy. Dunn (1983) says, "The aims of policy analysis include but go beyond the production of facts: policy analysts also seek to produce information about values and their attainment through reflective action" (p. 1). Policy analysts make decisions about what to include or exclude in a policy paper, what alternatives to recommend and which method with which to research and write the policy paper. All of these decisions are affected by biases/preferences and thus involve values.

Once the initial decisions or thoughts are made with regards to the audience and ethics, it is important to plan the research. Research from primary sources such as government documents, state codes, interviews, raw research data, recordings of events or official records

and the like should guide the analysis, the analysis should not guide the research. Be sure to include enough information, as Shultz says, to be credible but not overwhelm the audience. Provide research that includes facts and comparisons to the current situation as well as to the alternatives. Leave room for the reader to draw conclusions on the research provided.

When the time to write the policy paper comes, adequate time and content should be given to explain the problem and its context. Here again, be sure to include enough information that the reader becomes fully aware and knowledgeable of the problem including the background, reach and current situation. The difficult part here is determining the amount of information to include. Both the background of the problem and the current policy situation of the problem should be covered.

When giving alternatives for policy change, be sure to present them as options, not the solution. Clarify the trade-offs between outcomes of each alternative and provide that information in the paper. The criteria used to measure trade-offs and outcomes must be relative among the differing alternatives. Policy makers will still need to decide which alternative fits best for their constituents and system.

Finally, be explicit in the recommendations and conclusions. Tie the research together with the alternatives and recommendations. While the audience will make decisions and draw conclusions, it is important to explain how the current policy situation can be changed or left alone and what the results are in similar situations. Take the information provided in the policy paper and summarize or tie it all together for a last note that will leave a strong impression on the audience.

Survey Design and Implementation

It was necessary to design an evaluation instrument specific to the Kentucky StateNote in order to receive authentic feedback. Evaluation design is often an iterative process that develops evaluation questions through clarification and focus. Questions or statements to be included must relate to each of the parts of a policy paper including the problem, alternatives, outcomes, costs and recommendations.

To make a policy paper evaluation instrument, begin with a deep analysis of the paper itself. What are the purpose and intentions of the paper? Use the answers to this question to guide question development. Each question or statement on the instrument should go back to the purpose or intention of the policy paper.

Evaluation goals are also key in the development of evaluative questions and statements. Such goals may include usefulness of the paper, impact on the audience, changes in knowledge or opinions, impact on policy and comparison of other policy papers or alternatives. When phrasing the questions or statements, be sure they will garner outcomes of the paper and not feelings of the evaluators.

Suggested Books for Policy Analysis and Writing

For further reading on policy analysis and change, I recommend four books below. These books are for beginner policy analysts and provide many helpful insights into the history, models, methods and practical tips of policy analysis.

A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving

Eugene Bardach

The Eightfold Path developed by Bardach is a structured approach to policy analysis intended to remind the analyst of the various tasks and choices necessary in policy analysis. Bardach first leads the reader through eight steps of the policy analysis process from defining the problem to telling your story. He then gives direction on research collection and sources. Bardach ends his book with tips on doing “best practices research.” Through each of the sections, Bardach emphasizes the role of politics in policy analysis. The book concludes with four appendices which contain a policy analysis, ideas for policy action within specific government tasks, public and non-profit organization and strategic advice for political support.

Basic Methods of Policy Analysis and Planning

Carl V. Patton and David S. Sawicki

This book, which reads more like a text book than Bardach’s book, includes methods, rationale, process and cases of policy analysis. The authors ascribe the book “for students and analysts who seek to learn quick, basic methods that can be applied to a range of policy problems.” I found the history of policy analysis as well as the inclusion of many different methods of policy analysis very interesting and helpful. As well, the section on practical principles for beginning analysts was straightforward and easily applicable.

Policy Analysis: Concepts and Practice

Weimer, D.L. and Vining, A.R.

This book can be used as a teaching tool or reference for policy analysis. The five sections of the book underline that policy analysis is client-oriented and raises ethical issues; provides rationales for public policy; gives practical advice about implementing policy analysis;

presents several examples illustrating how analysts have approached policy problems and the differences that their efforts have made; and summarizes the role and work of the analyst with encouragement to both “do-well and do-good.”

Writing Effective Public Policy Papers: A Guide for Policy Advisers in Central and Eastern Europe

Eoin Young and Lisa Quinn

While this is not a book, it is a very helpful guide to the writing process of policy analysis. Young and Quinn focus on applicable skills and suggestions to plan, write and publish a policy paper. The role and context of a policy paper are covered along with the policy cycle. Intended for policy advisors in Central and Eastern Europe, there are sections of the paper more applicable to non-native English speakers.

Conclusion

To ensure a thorough policy analysis which leads to policy change through a policy paper, it is imperative to begin with comprehensive research of the problem, history and intended audience. While the means to which an analyst develops and writes a policy paper may vary slightly from other analysts, key steps including research, problem development, alternatives investigation and presentation and evaluation are always necessary. The actual writing of a policy paper can be tweaked as necessary, but the research base must first support the paper. When the difficult work of research is done properly to begin with, the other steps of policy analysis and writing will be easier to accomplish.

References

- Aaker, J. & Smith, A. (2010). *The Dragonfly effect*. San Francisco, CA: Jossey-Bass.
- AdvanceKentucky. (n.d.). *Home*. Retrieved October 25, 2010 from
<http://advancekentucky.com/Default.aspx>.
- Bardach, Eugene (2009). *A Practical guide for policy analysis: The Eightfold path to more effective problem solving* (3rd ed.). Washington, D.C.: CQ Press.
- Beckman, Norman. (1975) *Issues in implementing policy analysis guidelines for public administration*, paper prepared for NASPAA Annual Conference, April 3-6, 1975, Chicago, Illinois.
- Belgrade Open School, Friedrich Ebert Stiftung & Serbian Government EU Integration Office.
“Syllabus.” *Writing Effective Policy Papers to Influence Decision-Making* [Seminar].
Zlatibor, Serbia. 23-26 Mar. 2006.
- Dunn, William N. (1983). *Values, ethics, and the practice of policy analysis*. Lexington, MA: Lexington Books.
- Education Commission of the States. (1967, December). *Compact for Education*. Retrieved October 20, 2010, from <http://www.ecs.org/clearinghouse/27/37/2737.htm>
- Education Commission of the States. (1967, December). *History*. Retrieved March 20, 2011 from
<http://www.ecs.org/ecsmain.asp?page=/html/aboutECS/ECShistory.htm>
- Education Commission of the States. (2008). *Mission*. Retrieved October 20, 2010 from
<http://www.ecs.org/ecsmain.asp?page=/html/aboutECS/ECShistory.htm>
- Einbinder, S.D. (2010). “Policy Analysis” in B. Thyer, Editor, *The Handbook of Social Work*

Research Methods, 2nd Edition. Thousand Oaks, CA: Sage, 527-546.

Eisenhardt, K. & Zbaracki, M. (Winter 1992). *Strategic decision making*. Strategic Management Journal, 13 (S2), 17-37.

Institute of Educational Sciences National Center for Educational Statistics. (n.p.). *NAEP Data Explorer* (Washington, DC: United States Department of Education). Retrieved October 28, 2010, from nces.ed.gov/nationsreportcard/naepdata/dataset.aspx

J. Unsicker, personal communication, April 7, 2011.

Kentucky: Cabinet for Health and Family Services. (2005). *Family Resource and Youth Service Centers: FY 05 Reporting Charts and Graphs* PowerPoint, slide 7. Retrieved November 8, 2010, from chfs.ky.gov/NR/rdonlyres/5C6008F2-2C01-4342-8D97-FDFA1A08F7AD/0/PPTReporting05.ppt

Kentucky: Cabinet for Health and Family Services. (2005). *Family Resource and Youth Service Centers: FY 05 Reporting Charts and Graphs* PowerPoint, slide 7. Retrieved November 8, 2010, from chfs.ky.gov/NR/rdonlyres/5C6008F2-2C01-4342-8D97-FDFA1A08F7AD/0/PPTReporting05.ppt

Kentucky: Cabinet for Health and Family Services. (2008). *History and Mission: Kentucky's Family Resource and Youth Service Centers* PowerPoint, slide 13. Retrieved October 26, 2010, from chfs.ky.gov/nr/rdonlyres/6ca8e214-68d2-4d68-9bd6-7aa462d3a046/0/ppthistoryandmission08.ppt

Kentucky: Cabinet for Health and Family Services. (2008). *Family Resource and Youth Service*

Centers: FY 08 Reporting Compilation Charts and Graphs PowerPoint, slide 26. Retrieved October 26, 2010, from chfs.ky.gov/NR/rdonlyres/FE9FDC9D-B89C-47DE-AD34-5C33004A67CD/0/PPTReporting08Slideshow.pps

Kentucky: Division for Family Resource and Youth Services Centers. (2010). *FRYSC School Administrator's Guidebook*. Retrieved October 15, 2010, from chfs.ky.gov/NR/rdonlyres/AF50C7AD-F321-43F0-AB9A-4A6987135B80/0/ADMINGUIDBOOK8_10.doc

Maryland School of Public Policy. (2010). *Draft Writing Guidelines for Students*. Retrieved March 5, 2011, from <http://www.publicpolicy.umd.edu/files.php/writing/MSP%20Writing%20Guidelines%201.3.8%20082410%20JRVLHJ.pdf>

Mintzberg, H., D. Raisinghani and A. Theoret (1976). *The structure of 'unstructured' decision processes*, Administrative Science Quarterly, 21, pp. 246-275.

National Center for Educational Statistics (NCES) website. (n.p.). *About Us*. Retrieved May 3, 2011, from, <http://nces.ed.gov/about/>

Patton, Carl V. & Sawicki, David S. (1993). *Basic Methods of Policy Analysis and Planning* (3rd ed.). New Jersey: Prentice Hall.

Shultz, Jim. (2003). *The Democracy owners' manual: A Practical guide to changing the world*. New Jersey: Rutgers University Press.

Segal, Elizabeth A. & Brzuzy, Setphanie (1998). *Social welfare policy, programs, and practice*. Itasca, Illinois: F.E. Peacock Publishers, Inc.

Tennessee Department of Education. (2008). *Tennessee's School-Based Family Resource*

Centers. Retrieved November 8, 2010, from

www.tennessee.gov/education/earlylearning/doc/OEL_FRC_Report_0607.doc

Ukeles, J. B. (1977). *POLICY ANALYSIS: MYTH OR REALITY?*. *Public Administration Review*, 37(3), 223-228. Retrieved from EBSCOhost.

Weimer, D.L., & Vining, A.R. (1992). *Policy analysis: Concepts and practice* (2nd ed.). Englewood Cliffs, NJ: Prentice Hall.

Young, Eoin & Quinn, Lisa (2002). *Writing effective public policy papers: A Guide for policy advisers in Central and Eastern Europe*. New York:Open society Institute.

Appendix A

StateNote Evaluation Form for *Kentucky School-Based Family Support: Twenty Years Later*

Instructions: After reading the *Kentucky School-Based Family Support: Twenty Years Later* StateNote, please complete this short evaluation and make comments as needed on the lines following each statement.

Name:

Occupation:

Place of Residence:

Use the scale of 1-5 below to rate each statement and **highlight in green** the corresponding number.

1-Strongly disagree

2- Disagree

3- Neither agree nor disagree

4- Agree

5- Strongly agree

Content of StateNote:

1. The context (background) is clearly explained.	1	2	3	4	5
Comments:					
2. The reason for FRYSC development is clearly defined.	1	2	3	4	5
Comments:					
3. Kentucky FRYSC impacts are stated.	1	2	3	4	5
Comments:					
4. Positive and negative aspects of feasibility are included.	1	2	3	4	5
Comments:					
5. Evaluation criteria are given for the FRYSC impacts.	1	2	3	4	5
Comments:					
6. Delivery of the FRYSC interventions is clearly explained.	1	2	3	4	5
Comments:					
7. Cost/benefit analysis is thorough.	1	2	3	4	5
Comments:					
8. Alternative policy options are provided.	1	2	3	4	5
Comments:					
9. Research is sufficient to support the FRYSC policy recommendation.	1	2	3	4	5
Comments:					

Writing and Presentation of StateNote:

1. The purpose of the StateNote is clear.	1	2	3	4	5
Comments:					
2. The StateNote follows a logical sequence.	1	2	3	4	5
Comments:					
3. The StateNote is precise and succinct.	1	2	3	4	5
Comments:					
4. The language of the StateNote is easy to understand.	1	2	3	4	5
Comments:					
5. The StateNote is thorough.	1	2	3	4	5
Comments:					
6. The StateNote evokes strong emotions as you read.	1	2	3	4	5
Comments:					
7. The StateNote provides policy implications.	1	2	3	4	5
Comments:					
8. The charts and figures enhance the StateNote.	1	2	3	4	5
Comments:					

Other Information:

Please answer the following questions.

1. Did you know about the FRYSCs before you read this StateNote?
 - a. If yes, how much did you know about FRYSCs before you read this StateNote?
2. What new information on FRYSCs has this StateNote provided for you?
3. What other comments do you have?

Appendix B- Group Disaggregation of Evaluation Results

Table B1: Graduate Students Content Evaluation Results

Content: Graduate Students	Evaluator Rate					Score: -8 to +8
	1	2	3	4	5	
1. The context is clearly explained.		1	1		2	3†
2. The reason for FRYSC development is clearly defined.		1	2		1	1†
3. Kentucky FRYSC impacts are stated.				1	3	7‡
4. Positive and negative aspects of feasibility are included.		1	1	2		1†
5. Evaluation criteria are given for the FRYSC impacts.		1		1	2	4
6. Delivery of the FRYSC interventions is clearly explained.				3	1	5‡
7. Cost/benefit analysis is thorough.			2	1	1	3†
8. Alternative policy options are provided.		2	1	1		-1*
9. Research is sufficient to support the FRYSC policy recommendation.		1	1	2		1†

*- Poor Score

†- Low Score

‡- High Score

Table B2: Graduate Students Writing and Presentation Evaluation Results

Writing and Presentation: Graduate Students	Evaluator Rate					Score: -8 to +8
	1	2	3	4	5	
1. The purpose of the StateNote is clear.		2			2	2†
2. The StateNote follows a logical sequence.				1	3	7‡
3. The StateNote is precise and succinct.				2	2	6‡
4. The language of the StateNoe is easy to understand.				2	2	6‡
5. The StateNote is thorough.			1	2	1	4
6. The StateNote evokes strong emotions as you read.		2			2	2†
7. The StateNote provides policy implications.		1		1	2	2†
8. The Charts and figures enhance the StateNote.			1	2	1	4

*- Poor Score

†- Low Score

‡- High Score

Table B3: Policy Analysts Content Evaluation Results

Content: Policy Analysts	Evaluator Rate					Score: -4 to +4
	1	2	3	4	5	
1. The context is clearly explained.				1	1	3‡
2. The reason for FRYSC development is clearly defined.				1	1	3‡
3. Kentucky FRYSC impacts are stated.					2	4‡
4. Positive and negative aspects of feasibility are included.			1	1		1†
5. Evaluation criteria are given for the FRYSC impacts.					2	4‡
6. Delivery of the FRYSC interventions is clearly explained.				1	1	3‡
7. Cost/benefit analysis is thorough.			1		1	2
8. Alternative policy options are provided.		1			1	1†
9. Research is sufficient to support the FRYSC policy recommendation.			1		1	2

*- Poor Score

†- Low Score

‡- High Score

Table B4: Policy Analysts Writing and Presentation Evaluation Results

Writing and Presentation: Policy Analysts	Evaluator Rate					Score: -4 to +4
	1	2	3	4	5	
1. The purpose of the StateNote is clear.				1	1	3‡
2. The StateNote follows a logical sequence.				1	1	3‡
3. The StateNote is precise and succinct.				1	1	3‡
4. The language of the StateNoe is easy to understand.				1	1	3‡
5. The StateNote is thorough.				1	1	3‡
6. The StateNote evokes strong emotions as you read.			1	1		1†
7. The StateNote provides policy implications.			1		1	2
8. The Charts and figures enhance the StateNote.		1			1	1†

*- Poor Score

†- Low Score

‡- High Score

Table B5: Education Workers Content Evaluation Results

Content: School Board Member, Principal, Teacher, School Bond Lawer	Evaluator Rate					Score: -8 to +8
	1	2	3	4	5	
1. The context is clearly explained.				2	2	6‡
2. The reason for FRYSC development is clearly defined.				2	2	6‡
3. Kentucky FRYSC impacts are stated.				1	3	7‡
4. Positive and negative aspects of feasibility are included.			1	3		3+
5. Evaluation criteria are given for the FRYSC impacts.				4		4
6. Delivery of the FRYSC interventions is clearly explained.				2	2	6‡
7. Cost/benefit analysis is thorough.			2	2		2+
8. Alternative policy options are provided.		1	3			-1*
9. Research is sufficient to support the FRYSC policy recommendation.			1	3		3+

*- Poor Score

†- Low Score

‡- High Score

Table B6: Education Workers Writing and Presentation Evaluation Results

Writing and Presentation: School Board Member, Principal, Teacher, School Bond Lawer	Evaluator Rate					Score: -8 to +8
	1	2	3	4	5	
1. The purpose of the StateNote is clear.			1	1	2	5‡
2. The StateNote follows a logical sequence.				2	2	6‡
3. The StateNote is precise and succinct.				1	3	7‡
4. The language of the StateNoe is easy to understand.					4	8‡
5. The StateNote is thorough.				3	1	5‡
6. The StateNote evokes strong emotions as you read.		1	2		1	1†
7. The StateNote provides policy implications.				4		4
8. The Charts and figures enhance the StateNote.					4	8‡

*- Poor Score

†- Low Score

‡- High Score

Table B7: Parents Content Evaluation Results

Content: Parents	Evaluator Rate					Score: -4 to +4
	1	2	3	4	5	
1. The context is clearly explained.				1	1	3‡
2. The reason for FRYSC development is clearly defined.					2	4‡
3. Kentucky FRYSC impacts are stated.				1	1	3‡
4. Positive and negative aspects of feasibility are included.		1		1		1†
5. Evaluation criteria are given for the FRYSC impacts.				2		2
6. Delivery of the FRYSC interventions is clearly explained.					2	4‡
7. Cost/benefit analysis is thorough.				2		2
8. Alternative policy options are provided.			2			0*
9. Research is sufficient to support the FRYSC policy recommendation.					2	4‡

*- Poor Score

†- Low Score

‡- High Score

Table B8: Parent Writing and Presentation Evaluation Results

Writing and Presentation: Parents	Evaluator Rate					Score: -4 to +4
	1	2	3	4	5	
1. The purpose of the StateNote is clear.					2	4‡
2. The StateNote follows a logical sequence.				1	1	3‡
3. The StateNote is precise and succinct.				1	1	3‡
4. The language of the StateNoe is easy to understand.				1	1	3‡
5. The StateNote is thorough.				1	1	3‡
6. The StateNote evokes strong emotions as you read.		1			1	1†
7. The StateNote provides policy implications.				1	1	3‡
8. The Charts and figures enhance the StateNote.					2	4‡

*- Poor Score

†- Low Score

‡- High Score