

MINUTES OF THE HOUSE COMMITTEE ON EDUCATIONThe meeting was called to order by Representative Don Crumbaker at  
Chairperson3:30 ~~am~~/p.m. on February 10, 1983 in room 423-S of the Capitol.

All members were present except:

## Committee staff present:

Avis Swartzman, Revisor of Statutes  
Ben Barrett, Legislative Research  
Dale Dennis, State Department of Education  
Richard Ryan, Legislative Research  
JoAnn Mann, Secretary to the Committee

## Conferees appearing before the committee:

James E. Lowther, State Representative  
Charles Johns, Kansas-National Education Association  
Kansas Association of School Boards  
State Board of Education  
United School Administrators  
Schools for Quality Education  
Wichita, USD 259  
Dr. Jack Skillett, Director Center for Educational Research & Service  
Emporia State University  
Steve Holsteen, Governor Carlin's office  
John Koepke, Kansas Association of School Boards  
Dr. Jerry Schreiner, United School Administrators

HB 2080 - Unified School District No. 241, transfer of land to township.

Avis Swartzman, Revisor of Statutes, explained that because the school district number had been transposed, action on the bill would have to be reconsidered and could not be placed on the consent calendar.

Representative Apt made a motion to bring the bill back for reconsideration.  
Representative Moomaw seconded and the motion carried.Representative Laird made a motion to amend to correct the error. Representative Hassler seconded and the motion carried.Representative Fuller moved that HB 2080 be passed favorably as amended.  
Representative Kline seconded and the motion carried.HB 2180 - School district finance, reductions in state aid entitlements.Representative Lowther, author of the bill, stated that in Kansas, our public education system with all its laudable credits, suffers from some chronic maladies: our cost per pupil is too high, our average salary for teachers is too low, and the number of students per teacher is also low, extremely low. A copy of his testimony is attached and made a part of these minutes. (Attachment A)Charles Johns, speaking on behalf of several educational organizations, appeared in opposition to HB 2180. He believed the inclusion of a PPPR factor in the SDEA formula is ill-advised and will result in minimal dollar savings at the expense of sound educational practices. A copy of his testimony is attached. (Attachment B)Dr. Jack Skillett, Director of the Center for Educational Research and Service at Emporia State University, stated there was a dramatic decline in the number of students preparing for teaching. According to a survey conducted by ESU, there was a rapid, and to some degree, "alarming" decline in the number of teachers prepared in Kansas. A copy of his testimony is attached. (Attachment C)

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION,  
room 423-S, Statehouse, at 3:30 ~~xxx~~/p.m. on February 10, 1983

HB 2181 - School districts, transfers to and from general funds thereof.

Steve Holsteen appeared on behalf of Governor Carlin. Mr. Holsteen pointed out that HB 2181 constitutes the second part of the Governor's recommendation on school finance and would give school districts increased opportunity to improve the average salary for Kansas teachers. A copy of his testimony is attached. (Attachment D)

Charles Johns, Kansas-National Education Association, presented testimony prepared by Bruce Goeden who was unable to be present. KNEA supports the concept embodied in HB 2181 which recognized school districts have alternative methods to raise monies for Food Service and Capital Outlay. A copy of his testimony is attached. (Attachment E)

John Koepke, Kansas Association of School Boards, appeared in opposition to HB 2181. He said the transfer issue has been controversial and had been studied extensively in recent years. To date, the result of those studies has been limitations on transfer to capital outlay. Transfers allow school districts flexibility in cash flow. Some non-taxing funds could not exist without transfers and others would require borrowing authority.

Mr. Koepke believed that the present flexibility was wisely conceived and the provisions in HB 2181 would eliminate authority to transfer to capital outlay and food services. Since legislation was passed limiting transfers to capital outlay, amounts transferred have dwindled to less than \$2 million yearly. They did not believe that amount could be considered to be abusive.

Mr. Koepke said the food service transfer authority is essential in many districts if school lunch costs are to remain within reason. For some children, the school lunch is the only balanced nutrition they receive daily. Due to the number of free and reduced lunches in some districts, elimination of transfer authority could mean elimination of food service programs.

Mr. Koepke urged the members of the committee to give serious consideration of the ramifications of changing a system which has served public education well. He felt local boards have used their authority with discretion in the past and will continue to do so in the future.

Jerry Schreiner, United School Administrators, opposed the bill and a copy of his testimony is attached. (Attachment F)

The meeting was adjourned.

TESTIMONY  
TO  
HOUSE EDUCATION COMMITTEE

HB 2180

February 10, 1983

by

REPRESENTATIVE JAMES E. LOWTHER

Mr. Chairman and Members of the Committee:

Some problems just don't go away...and you can blame me today for one of them if you want to...but the problem in our state is out there whether I bring it up or not, as I have done in HB 2180.

In Kansas, yesterday as today, our public education system with all its laudable credits, suffers from some chronic maladies: our cost per pupil is too high, our average salary for teachers is too low, and the number of students per teacher is also low, extremely low.

The facts are: (1) Kansas ranks 18th in cost per pupil--not counting the District of Columbia, 32 states spend less; (2) Kansas slogs away at 38th in average salary paid for classroom teachers--37 pay more and (3) Kansas is 45th in PTR--only six states have fewer pupils per teacher!

Members of the Committee, if I were addressing you as members of a Board of a business corporation, I would be on the spot in telling you that our corporate expenses so far exceeded revenues that emergency measures are needed to keep the operation solvent. Indeed, this has been the scenario as our state's treasury is virtually depleted. Further, I would be forced to admit to you at this time that, while improvement in revenue sources is both possible and probable, the extent of this improvement is still in doubt. It will be a tough FY 1984--even with a new severance tax and what other revenue measures that can be passed. That is why we must try to solve the problems I've outlined.

With this in mind, we recognize that the Governor recommends we take the first of four large steps upward to remedy problem #2, teachers' salaries. Fine...sure they need it. But the question arises can the State and USD's afford it? Or can the State and USD's afford it for as many teachers as we have on board?

Nothing in the system heretofore has been in existence to encourage efficiency as to the number of faculty and staff. For example, parents of "smart" children enjoy it when the school offers some exotic course for only six students. Parents of athletes think it's great when the school offers some particular sport for only a handful of students. Some districts have too many attendance centers with a consequent result of smaller classes.

Now, some people will say cut all the non-basics to the bone and accentuate just the basics, leaving all the enrichment and electives to Vo-Techs, Community Colleges or our Universities. Might be an idea worth considering, but aren't those voices always overruled? We must introduce into the School District Equalization Act a new dimension and start to rectify the three problems that I've mentioned--the high cost per pupil, the low pupil/teacher ratio and the mediocre salary level. If we find the dollars to take the four big steps to parity in teachers' salaries, I certainly would support it and I'm sure that a majority of the Legislature would also. But, we must look at additional ways to achieve the objective. As I mentioned, the problem has been there yesterday, it's there today and unless we take some sort of action other than just simply raising salaries, the problem will be there tomorrow. We must find ways to reduce the cost per pupil and, in the process, this must include increasing the pupil/teacher ratios.

So, you have before you HB 2180. HB 2180 was drawn along the lines contained in 1982 HB 2632 which passed the House twice. I want to underscore the point that it will not impact and can not impact negatively any district that receives no general state aid. I want to underscore the fact that it is designed to phase in,

by the 1985-86 school year, and I also want to underscore that built into the bill in Sub-section 3, starting with lines 145, there is an appeal for extraordinary circumstances. I think those are all three aspects of the bill that need to be brought out. And now, I want to briefly quote the report of the 1981 Task Force on School Finance to the 1982 Legislature on the provisions of this legislation.

FROM: Rankings of the States, 1982, National Education Association

H-10. ESTIMATED CURRENT EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS PER PUPIL IN AVERAGE DAILY ATTENDANCE, 1981-82

1. ALASKA	\$6,015
2. NEW JERSEY	3,837
3. NEW YORK	3,741
4. MASSACHUSETTS	3,645
5. DIST. OF COL.	3,538
6. DELAWARE	3,455
7. OREGON	3,416
8. RHODE ISLAND	3,329
9. MINNESOTA	3,304
10. MICHIGAN	3,282
11. CONNECTICUT	3,280
12. MARYLAND	3,200
13. WISCONSIN	3,043
14. WASHINGTON	3,037
15. ILLINOIS	2,958
16. HAWAII	2,904
17. PENNSYLVANIA	2,865
18. KANSAS	2,858
19. IOWA	2,825
20. NORTH DAKOTA	2,813
21. MONTANA	2,761
22. COLORADO	2,691
UNITED STATES	2,690
23. ARIZONA	2,684
24. NEW MEXICO	2,645
25. NEBRASKA	2,601
26. WYOMING	2,570
27. OKLAHOMA	2,565
28. FLORIDA	2,560
29. VIRGINIA	2,525
30. OHIO	2,496
31. MAINE	2,398
32. NORTH CAROLINA	2,395
33. MISSOURI	2,392
34. INDIANA	2,358
35. CALIFORNIA	2,337
36. LOUISIANA	2,316
37. WEST VIRGINIA	2,274
38. NEW HAMPSHIRE	2,264
39. NEVADA	2,238
40. VERMONT	2,188
41. GEORGIA	2,187
42. TEXAS	2,176
43. SOUTH DAKOTA	2,160
44. KENTUCKY	2,049
45. TENNESSEE	1,997
46. UTAH	1,968
47. IDAHO	1,915
48. ARKANSAS	1,914
49. MISSISSIPPI	1,908
50. SOUTH CAROLINA	1,903
51. ALABAMA	1,432

NEA Research, unpublished data.

C-11. ESTIMATED AVERAGE SALARIES OF PUBLIC SCHOOL TEACHERS, 1981-82

1. ALASKA	\$31,924
2. DIST. OF COL.	24,265
3. HAWAII	23,261
4. NEW YORK	22,826
5. CALIFORNIA	22,755
6. MICHIGAN	22,351
7. WASHINGTON	22,332
8. WYOMING	22,153
9. RHODE ISLAND	21,494
10. MARYLAND	21,120
11. ILLINOIS	21,002
12. OREGON	20,305
13. NEVADA	20,105
14. MINNESOTA	19,903
15. MASSACHUSETTS	19,875
16. NEW JERSEY	19,706
17. COLORADO	19,577
18. WISCONSIN	19,387
19. PENNSYLVANIA	19,307
20. DELAWARE	19,290
UNITED STATES	19,064
21. INDIANA	18,966
22. NEW MEXICO	18,905
23. LOUISIANA	18,500
24. CONNECTICUT	18,317
25. UTAH	18,169
26. OHIO	18,116
27. ARIZONA	18,014
28. IOWA	17,989
29. NORTH DAKOTA	17,686
30. MONTANA	17,625
31. TEXAS	17,485
32. KENTUCKY	17,200
33. WEST VIRGINIA	17,127
34. VIRGINIA	17,090
35. OKLAHOMA	17,020
36. NORTH CAROLINA	16,947
37. FLORIDA	16,907
38. KANSAS	16,712
39. NEBRASKA	16,570
40. MISSOURI	16,499
41. IDAHO	16,388
42. GEORGIA	16,363
43. TENNESSEE	16,175
44. ALABAMA	15,494
45. SOUTH CAROLINA	15,490
46. MAINE	15,105
47. SOUTH DAKOTA	14,717
48. VERMONT	14,715
49. NEW HAMPSHIRE	14,701
50. ARKANSAS	14,223
51. MISSISSIPPI	14,141

NEA Research, unpublished data.

C-5. PUPILS ENROLLED PER TEACHER IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, FALL 1981

1. UTAH	24.79
2. CALIFORNIA	23.61
3. MICHIGAN	23.22
4. WASHINGTON	21.10
5. NEVADA	21.07
6. TENNESSEE	20.80
7. IDAHO	20.27
8. HAWAII	20.26
9. NORTH CAROLINA	20.08
10. KENTUCKY	19.88
11. INDIANA	19.49
FLORIDA	19.49
13. OHIO	19.16
14. SOUTH CAROLINA	19.12
15. ARIZONA	19.07
16. NEW MEXICO	18.97
17. ALABAMA	18.84
18. ARKANSAS	18.61
19. DIST. OF COL.	18.51
20. COLORADO	18.47
UNITED STATES	18.44
21. MISSISSIPPI	18.33
22. LOUISIANA	18.22
23. MARYLAND	18.15
24. OREGON	18.04
25. ILLINOIS	17.79
26. MAINE	17.69
27. GEORGIA	17.63
28. TEXAS	17.55
29. DELAWARE	17.52
30. PENNSYLVANIA	17.44
31. WEST VIRGINIA	17.22
32. MISSOURI	17.14
33. VIRGINIA	17.07
34. NEW YORK	16.95
35. OKLAHOMA	16.76
36. MINNESOTA	16.68
37. MONTANA	16.63
38. NEW HAMPSHIRE	16.55
39. ALASKA	16.32
40. NEBRASKA	16.28
41. CONNECTICUT	16.12
42. NEW JERSEY	15.93
43. IOWA	15.87
44. SOUTH DAKOTA	15.72
45. KANSAS	15.66
46. RHODE ISLAND	15.63
47. NORTH DAKOTA	15.43
48. WISCONSIN	15.16
49. VERMONT	14.72
50. MASSACHUSETTS	14.69
51. WYOMING	13.94

Computed from NEA Research, unpublished data.

Selected States in the Plains States Region

Estimated Current Expenditures  
for Public Elementary and Secondary  
Schools Per Pupil in Average Daily  
Attendance, 1981-82

---

1. Minnesota	\$3,304
2. Kansas	2,858
3. Iowa	2,825
4. North Dakota	2,813
5. Colorado	2,691
6. Nebraska	2,601
7. Oklahoma	2,565
8. Missouri	2,392
9. South Dakota	2,160

Estimated Average Salaries of  
Public School Teachers, 1981-82

---

1. Minnesota	\$19,903
2. Colorado	19,577
3. Iowa	17,989
4. North Dakota	17,686
5. Oklahoma	17,020
6. Kansas	16,712
7. Nebraska	16,570
8. Missouri	16,499
9. South Dakota	14,717

Pupils Enrolled Per Teacher in  
Public Elementary and Secondary  
Schools, Fall 1981

---

1. Colorado	18.47
2. Missouri	17.14
3. Oklahoma	16.76
4. Minnesota	16.68
5. Nebraska	16.28
6. Iowa	15.87
7. South Dakota	15.72
8. Kansas	15.66
9. North Dakota	15.43

UNIFIED SCHOOL DISTRICTS -- SELECTED FINANCIAL DATA, ENROLLMENT, AND CERTIFICATED EMPLOYEES

Dollars in Thousands

	1972-73*	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Estimated 1982-83**	Increase, 1972-73 to 1982-83	
												Amount	Percent
<b>School Dist. Equalization Act</b>													
General State Aid	\$ 98,562	\$154,622	\$175,060	\$197,328	\$211,511	\$216,211	\$245,407	\$279,777	\$312,269	\$325,915	\$347,624	\$249,062	252.7
Income Tax Rebate	—	2,017 <sup>a</sup>	13,972	26,040	38,138	36,764	38,812	58,812	63,079	78,371	83,241	83,241	—
Subtotal	98,562	156,639	189,032	223,368	249,649	252,975	284,219	338,589	375,348	404,286	430,865	332,303	337.2
Transportation Aid	6,000	11,554	12,801	14,533	15,840	17,543	22,036	24,844	29,959	33,433	37,000	31,000	516.7
Total	104,562	168,193	201,833	237,901	265,489	270,518	306,255	363,433	405,307	437,719	467,865	363,303	347.5
Incr. Over Prior Year		63,631	33,640	36,068	27,588	5,029	35,737	57,178	41,874	32,412	30,146		
<b>Budgets</b>													
General Fund <sup>1</sup>	386,217	425,990	465,154	523,005	573,259	614,963	670,965	725,061	809,144	873,436	955,500	569,283	147.4
Incr. Over Prior Year		39,773	39,164	57,851	50,254	41,704	56,002	54,096	84,083	64,292	82,064		
Budget Controls		5-15%	7-15%	10-15%	7-15%	5-15%	6-15%	6-16%	9-19%	5-15%	6.25%- 12.50%		
<b>Tax Levies - General Fund</b>													
Property Tax - General Fund and Levies now Part of General Fund <sup>2,3</sup>	257,902	222,385	273,668	294,043	317,967	363,815	375,161	368,965	384,062	434,161	453,383	195,481	75.8
Motor Vehicle Dealers' Stamp Tax	—	—	—	—	—	—	400 <sup>b</sup>	578	551	700 <sup>d</sup>	585	585	—
Motor Vehicle Tax	—	—	—	—	—	—	—	—	12,526 <sup>c</sup>	43,316 <sup>d</sup>	44,934	44,934	—
Total	257,902	222,385	273,668	294,043	317,967	363,815	375,561	369,543	397,139	478,177	498,902	241,000	93.5
Incr. Over Prior Year		(35,517)	51,283	20,375	23,924	45,848	11,746	(6,018)	27,596	81,038	20,725		
<b>Other State Aids<sup>4</sup></b>													
KPERS-School	14,937	15,785	20,126	24,587	34,733	37,668	34,830	37,051	36,305	35,481	36,475	21,538	144.2
Special Education	4,183	5,481	9,475	12,088	14,322	18,402	22,327	32,112	39,415	46,613	58,464	54,281	1,297.7
Driver Education	900	900	1,200	1,200	1,200	1,300	1,400	1,534	1,428	1,291	1,380	480	53.3
Vocational Education	255	341	396	438	479	503	597	639	683	752	794	539	211.4
Ft. Leavenworth USD	510	683	687	692	676	690	638	667	705	755	762	252	49.4
Food Assistance	—	833	898	1,317	1,447	1,845	2,021	2,162	2,267	2,458	2,443	2,443	—
Adult Basic Education	—	—	26	32	38	46	43	40	39	52	60	60	—
Bilingual Education	—	—	—	—	—	—	—	235	477	446	547	547	—
Motorcycle Safety	—	—	—	—	—	—	—	—	—	—	22	22	—
Local Ad Valorem Tax Reduction	10,700	2,500	—	—	—	—	—	—	—	—	—	(10,700)	(100.0)
Total	31,485	26,523	32,808	40,354	52,895	60,454	61,856	74,440	81,319	87,848	100,947	69,462	220.6
Incr. Over Prior Year		(4,962)	6,285	7,546	12,541	7,559	1,402	12,584	6,879	6,529	13,099		
<b>Total State Aid</b>													
State General Fund	135,147	193,816	233,441	277,055	317,184	329,672	366,711	436,339	485,198	524,276	567,410	432,263	319.8
Incr. Over Prior Year		58,669	39,625	43,614	40,129	12,488	37,039	69,628	48,859	39,078	43,134		
State Safety Fund	900	900	1,200	1,200	1,200	1,300	1,400	1,534	1,428	1,291	1,380	480	53.3
Motorcycle Safety Fund	—	—	—	—	—	—	—	—	—	—	22	22	—
Total	136,047	194,716	234,641	278,255	318,384	330,972	368,111	437,873	486,626	525,567	568,812	432,765	318.1
Incr. Over Prior Year		58,669	39,925	43,614	40,129	12,588	37,139	69,762	48,753	38,941	43,245		



	1972-73*	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Estimated 1982-83**	Increase, 1972-73 to 1982-83		
												Amount	Percent	
<u>Enrollment, - K-12</u>														
F.T.E., Sept. 15	474,747	459,059	446,993	441,504	435,771	426,983	414,536	404,289	396,368	391,052	388,094 <sup>e</sup>	(86,653)	(18.3)	
Change From Prior Year		(15,688)	(12,066)	(5,489)	(5,733)	(8,788)	(12,447)	(10,247)	(7,921)	(5,316)	(2,958)			
<u>Certificated Employees<sup>5</sup></u>	29,542	29,547	29,862	30,389	30,586	30,565	30,755	30,703	30,899	30,631	30,639	1,097	3.7	
Change From Prior Year		5	315	527	197	(21)	190	(52)	196	(268)	8			

\* The year before the School District Equalization Act took effect.

\*\* Based on legislation enacted in 1982, adjusted to incorporate the 4 percent reduction of school equalization, special education, vocational education, food service, and bilingual education aid as well as the revised consensus estimate of income tax receipts.

1. For the years 1972-73 through 1977-78, includes special fund tax levies eliminated in 1978 in order to make the budget data comparable to that for the years after 1977-78.
2. Includes Ft. Leavenworth. School District Equalization Act aid, general fund budgets, enrollments and certificated employees do not include Ft. Leavenworth.
3. In 1978 six special tax levies were eliminated and, in effect, were made part of the general fund levy.
4. Employer contribution paid by the state to the Kansas Public Employees Retirement System on behalf of school districts, community colleges, and area vocational schools.
5. Does not include employees of special education cooperatives or interlocal agreements (separate legal entities).
  - a) The first of three distributions to be made each school year was paid in May 1974.
  - b) The first distributions were made in calendar year 1979.
  - c) The first distributions were made in calendar year 1981. Due to difficulties associated with implementation of this program, receipts in this year were smaller than anticipated.
  - d) Distributions in this year are expected to be greater than otherwise would be anticipated due to distributions made after July 1, 1981, that normally would have occurred earlier. (See (c) above.)
  - e) Unaudited.

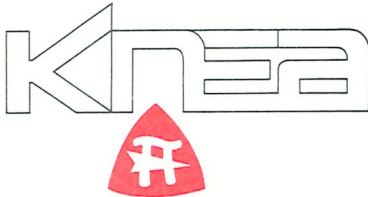
Prepared by Kansas Legislative Research Department  
Revised: February, 24, 1983

TESTIMONY BEFORE THE  
HOUSE EDUCATION COMMITTEE

on HB 2180 of 1983 Session

February 10, 1983

by Charles W. Johns, Director of Governmental Relations  
Kansas-National Education Association



Mr. Chairman and members of the Committee, my name is Charles W. Johns, speaking today on behalf of several groups: The Kansas Association of School Boards, State Board of Education, United School Administrators, Schools for Quality Education, and Wichita, USD 259.

We thank you for the opportunity to express the composite views of the above education organizations, state and local education agencies.

We believe the inclusion of a pupil:professional personnel ratio (PPPR) factor in the SDEA formula is ill-advised and will result in minimal dollar savings at the expense of sound educational practice.

Our opinion is based on these facts:

1. This approach was considered in depth by the 1982 Legislature and dropped as non-workable from a political standpoint and self-defeating from an educational soundness view. Instead, the Legislature wisely chose to give school districts greater authority to close attendance centers. School boards have had less than a year to use that authority. The Legislature also is using its post audit studies to gain greater understanding and facts on the PPPR issue. Those studies thus far have emphasized the great disparity among the districts in geography, population, pupil trends, property valuation, and local standards.
2. The purpose of this bill must be merely to save dollars since it applies only to certain districts and goes against the overwhelming research on the relation of class size to educational quality.

If equal educational opportunity were its purpose, no district would be excluded, certainly not on the basis of its local property value. We would be most interested to see an analysis of the projected savings by this backdoor approach to avoiding legislative responsibility to mandate administratively and economically effective districts.

And the bill obviously ignores the factor of local decision as to the quality of education the patrons want and the PIR standard they feel should be applied. (continued)

This bill says "Let them pay out of local taxes for the quality if they want it so badly." But the small districts affected by this bill have one strong advantage in educational quality to offset the greater breadth and depth of offerings possible in large districts. That advantage is a low pupil:teacher ratio.

3. The primary effect of a PPPR factor would be to control and constrict curriculum while most of this nation's international competitors require much greater depth in science, mathematics and languages. The only way small districts can achieve greater efficiency would be to drop subjects or to find teachers prepared to teach several subjects. The latter answer is becoming less an option each year, as administrators have told you again and again.
4. To leave the responsibility to the State Board of Education to determine the "extraordinary circumstances" which would exclude a district from the penalties of this bill would be both an administrative and fairness nightmare.
5. The use of median figures to set up the penalty table automatically puts a large percentage of districts in non-compliance — 50% at first. To start penalizing in 1985 would give districts just one year to get in compliance.
6. Legislators who do not work closely with school finance and do not understand the complexities of any formula which applies in blanket fashion to the disparate 306 districts in this state are usually the ones who come up with a simplistic proposal such as a PPPR penalty and bonus. This committee and the Senate Education Committee last year both voted to drop this concept only, in the case of the House, to have the issue reinstated on the floor, and in the case of the Senate, by the Ways and Means Committee. Of course, the conference committees finally had to quit playing games and relegate the idea to the oblivion we think it merits.

The school groups for which I speak today trust this committee not only will repeat its actions of last year, but hopefully do a better education job with fellow legislators so this unwise approach will not keep clouding the real issues of educational need which must be debated and decided this year in Kansas.

Thank you again for the opportunity to make these comments.



Kansas Higher Education Institutions Report A Dramatic Decline  
Of Students Preparing For Teaching

by

Jack D. Skillett, Director  
Center for Educational Research and Service

Bill Scofield, Associate Professor  
Emporia State University ,

If there ever was any doubt that the number of teachers prepared by both public and private institutions in Kansas has declined dramatically since 1972, it can be dispelled by the review of recent data. This fact is clearly documented in a study recently completed by the Center for Educational Research and Service at Emporia State University. This is a report of the findings of the study and some reflections on the significance of the fact that we have a rapid and, to some degree, "alarming" decline in the number of teachers prepared in Kansas.

Methodology

Specifically, the Center for Educational Research and Service requested from each of (1) the six Regents' Institutions and (2) the seventeen four-year private institutions the number of students completing preparation for teaching certificates for the first time during the period of 1972-82. Respondents were asked to provide data on a calendar year basis, (January 1 - December 31), to assure a common data base for each of the years in the eleven-year span covered by the study.

Analysis of the Data - Regents' Institutions

As reflected in Table 1, the number of students completing programs, for teaching certificates, at the Regents' Institutions has declined from 3,501 in 1972 to an estimated 1,563 in 1982. This represents a decrease of



1,939 students prepared by the major public higher education institutions in Kansas, a 55.3 percent decline.

Table 1 (Insert here)

Moreover, as illustrated in Chart 1, the data reveal that the largest decline in the number of teachers prepared occurred between 1972 - 1976. During this four-year period a decline of 39.2 percent was observed. A more gradual yet significant decline, of 28.3 percent was observed for the period of 1977 - 1982. Additionally, the data show that the number of teachers prepared each year may have reached a plateau during the last three years.

Chart 1 (Insert here)

#### Analysis of the Data - Private Four-Year Institutions

With regard to the number of teachers prepared by the private four-year institutions in Kansas, the data in Table 2 show 914 in 1972 while only 519 were prepared in 1982. This decline, though not as significant as was reported for the Regents' Institutions, represents a 43.2 percent decrease. A graphic illustration of the data may be found in Chart 2.

Table 2 (Insert here)

Chart 2 (Insert here)

#### Reflections

It is clear that the number of teachers prepared by four-year institutions in Kansas has declined substantially. Some would say, "Oh well, the market for teachers in Kansas was glutted and the adjustment is long overdue. Hence, let the market place dictate the supply of teachers'." Though we agree that market conditions should be a significant factor we must keep

in mind that, unlike the production of goods, institutions cannot "gear up" in a six-month period of time to produce more teachers.

The fact does remain, and is clearly documented, that a teacher shortage currently exists in selected secondary disciplines and special education. Moreover, might the shortage reach the critical state in the next five years if: (1) the economy should move in a more positive direction, thus providing additional employment alternatives for teachers in the private sector; (2) the "baby boomlet," which is indeed on its way, causes a substantial number of teachers to be added at the primary level; and (3) school districts stabilize the number of teachers on their current staff due to less implementation of reduction-in-force policies and the stabilization of their enrollments?

Certainly, we might remember the period of the mid-1960's when we searched and scrambled for teachers. Indeed, might the mid-1980's be the same? At the very least we need to continue to carefully monitor the supply and demand of teachers.



Table 1

Number of Students Completing Preparation for Teaching Certificates  
for the First Time at the Regents' Institutions.

---



---

1972	3501	1977	2180
1973	3233	1978	1959
1974	2949	1979	1798
1975	2548	1980	1624
1976	2128	1981	1618
	1982 (Est.)	1563	

---



---

Chart 1

Composite Of The Number of Students Completing Preparation  
For Teaching Certificates For The First Time  
At All Regents' Institutions

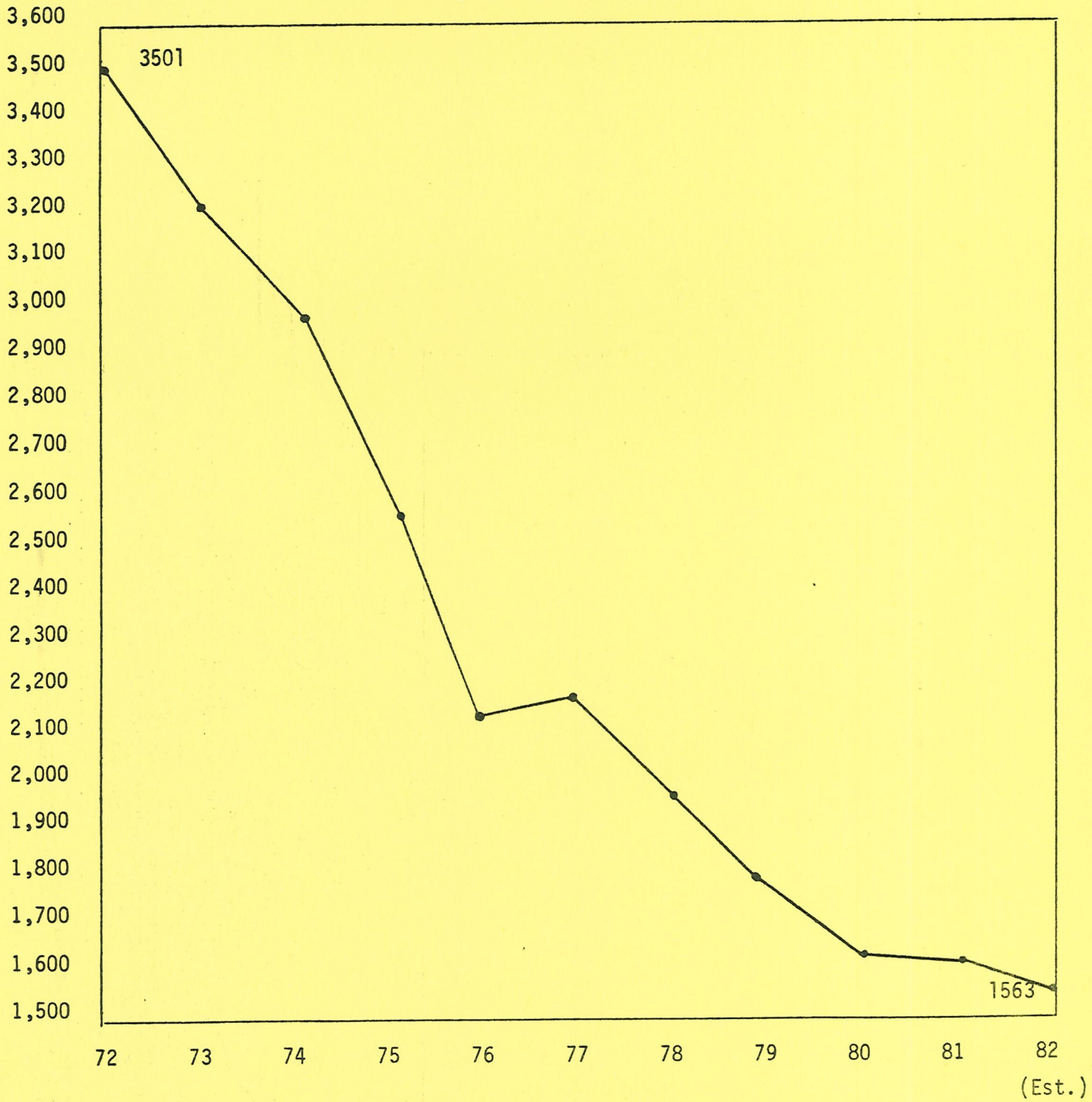




Table 2

Number of Students Completing Preparation for Teaching Certificates  
for the First Time at Kansas Four-Year Private Institutions

---



---

1972	914	1977	626
1973	899	1978	606
1974	789	1979	601
1975	734	1980	557
1976	653	1981	558
	1982 (Est.)	519	

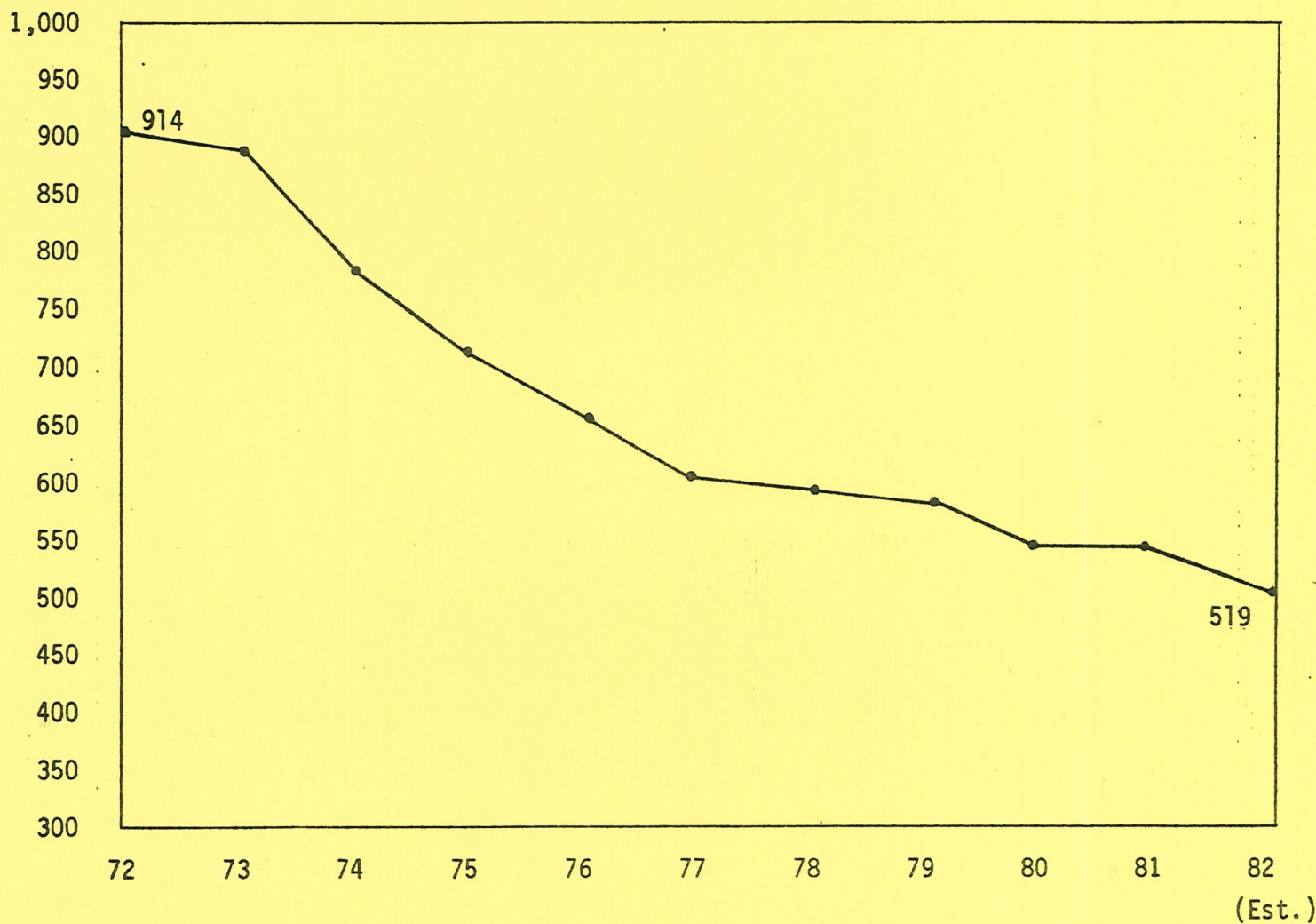
---



---

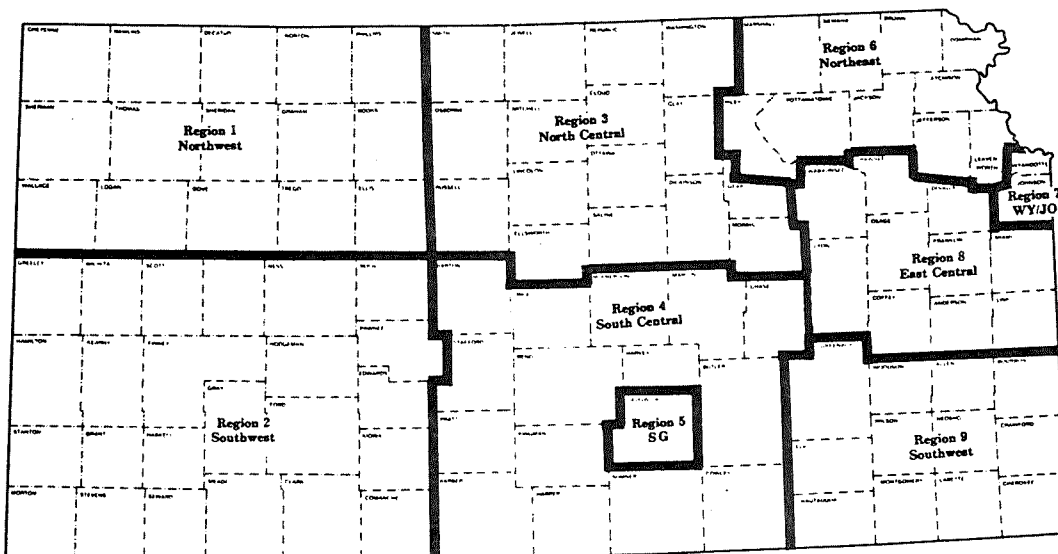
Chart 2

Composite Of The Number of Students Completing Preparation  
For Teaching Certificates For The First Time  
At Kansas Four-Year Private Institutions



# TEACHER SUPPLY AND DEMAND IN KANSAS PUBLIC SCHOOLS

## Fourth Annual Survey



**CENTER FOR EDUCATIONAL RESEARCH AND SERVICE**  
**School of Education and Psychology**  
**Emporia State University**

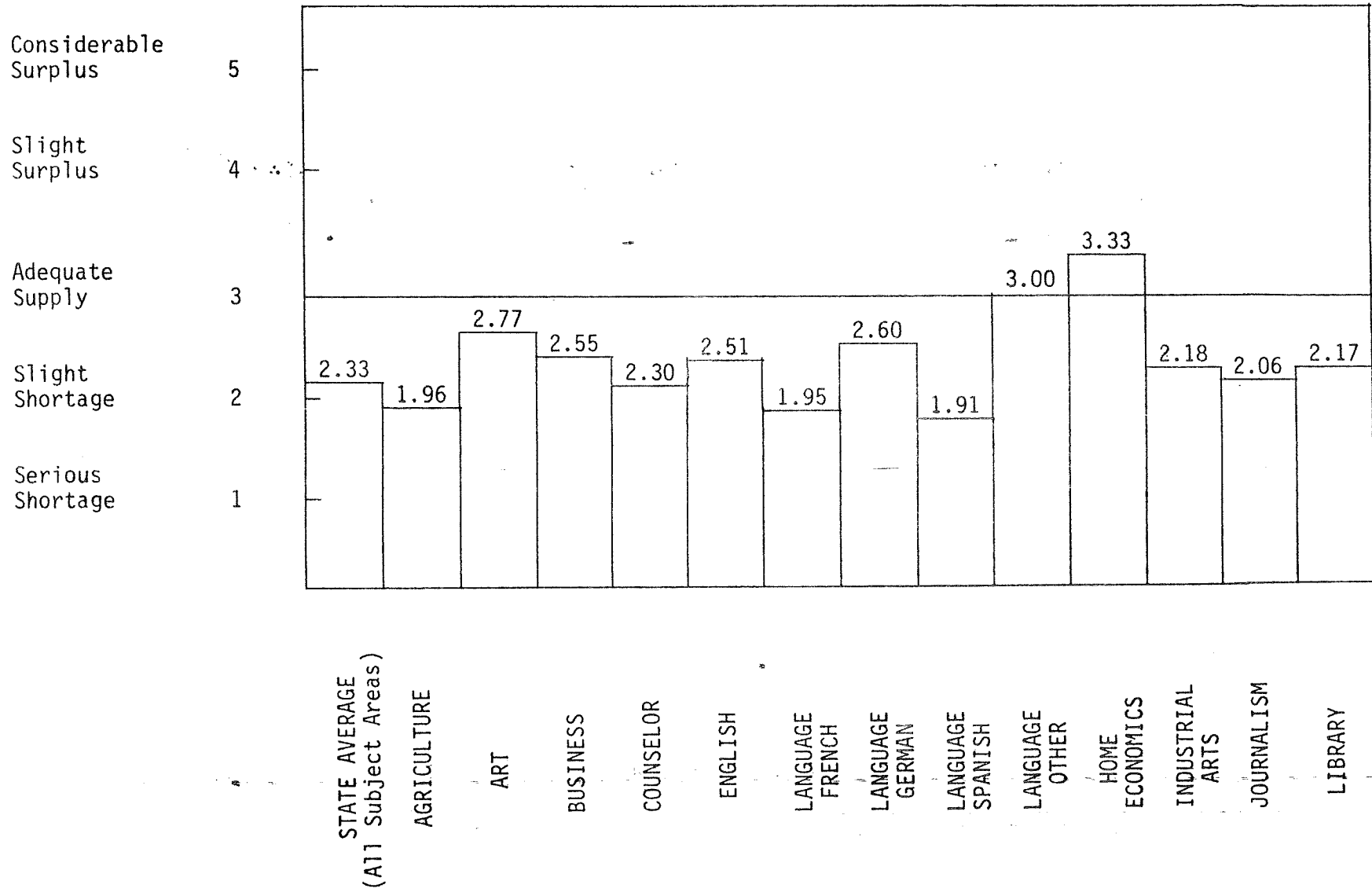
**January, 1983**

TEACHER VACANCIES AT THE SECONDARY LEVEL  
AS REPORTED BY KANSAS SUPERINTENDENTS IN 1982

AREA	STATE OF KS TOTAL VACANCIES	REGION									SIZE OF UNIFIED DISTRICT		
		1 NW	2 SW	3 NC	4 SC	5 SEDG.	6 NE	7 WY/JO	8 EC	9 SE	0-399	400-1499	1500-Over.
Agriculture	2.00	1.00	0	0	0	0	0	0	1.00	0	0	2.00	0
Art	3.50	0	0	1.00	0	1.00	0	1.00	.50	0	0	2.50	1.00
Business	2.00	0	0	0	0	0	0	2.00	0	0	0	0	2.00
Counselor	7.50	2.00	1.00	2.00	.50	1.00	0	0	0	1.00	3.50	2.00	2.00
English	14.60	1.00	1.00	2.00	0	0	0	8.00	2.60	0	2.00	4.00	8.60
Language-French	4.00	0	1.00	0	.50	0	0	2.00	0	.50	1.00	1.00	2.00
Language-German	0	0	0	0	0	0	0	0	0	0	0	0	0
Language-Spanish	4.00	0	0	0	.50	0	0	3.00	0	.50	.50	.50	3.00
Language-Other	.90	0	0	0	0	.90	0	0	0	0	0	0	.90
Home Economics	6.00	0	0	2.00	0	0	0	4.00	0	0	2.00	0	4.00
Industrial Arts	7.50	1.00	0	2.00	.50	0	0	4.00	0	0	1.00	2.50	4.00
Journalism	3.00	1.00	0	0	0	0	0	1.00	0	1.00	0	2.00	1.00
Library	3.50	0	0	.50	1.50	0	.50	1.00	0	0	1.50	.50	1.50
Mathematics	19.00	0	1.00	4.00	2.00	3.00	0	9.00	0	0	2.00	7.00	10.00
Music-Instr	7.50	1.00	1.00	1.00	.50	0	0	3.00	1.00	0	2.00	2.50	3.00
Music-Vocal	5.00	0	.50	1.00	1.50	0	0	1.00	1.00	0	1.50	.50	3.00
Physical Ed	4.00	0	0	1.00	0	0	0	2.00	1.00	0	.50	.50	3.00
Reading	1.00	0	0	0	0	0	0	0	1.00	0	0	0	1.00

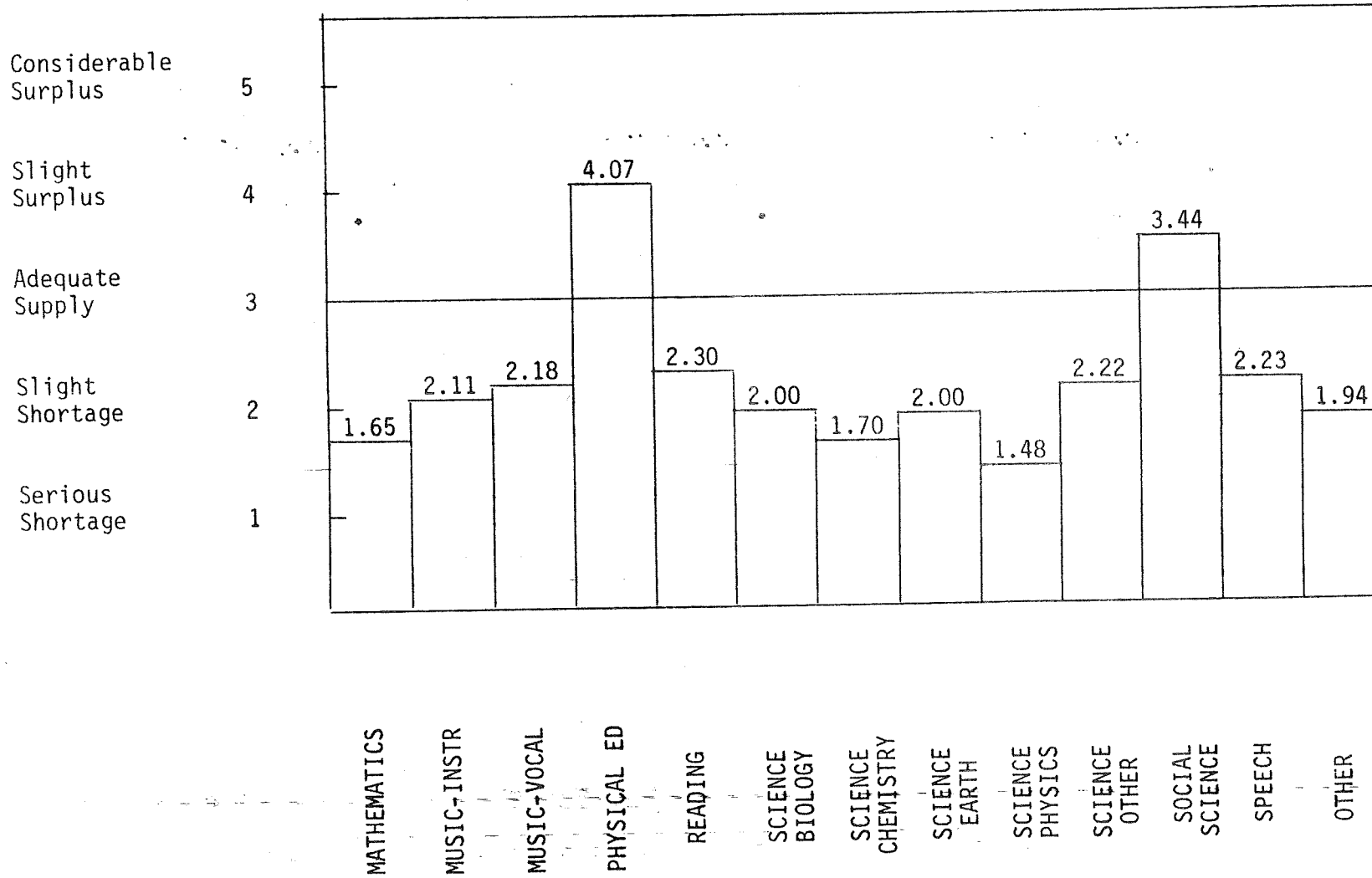
Science-Biology	8.50	1.00	0	1.50	0	1.00	0	5.00	0	0	0	2.50	6.00
Science-Chemistry	2.00	0	0	1.50	0	0	0	.50	0	0	0	1.50	.50
Science-Earth	2.00	0	0	0	0	0	0	1.00	1.00	0	0	0	2.00
Science-Physics	3.00	1.00	0	1.00	0	1.00	0	0	0	0	1.00	2.00	0
Science-Other	1.00	0	0	0	0	1.00	0	0	0	0	0	1.00	0
Social Science	3.00	0	1.00	1.00	0	.0	0	1.00	0	0	0	2.00	1.00
Speech	6.00	1.00	0	1.00	0	1.00	0	1.00	1.00	1.00	0	4.00	2.00
Other Secondary	5.50	1.00	0	0	0	0	0	3.00	1.50	0	0	1.50	4.00
Totals	126.00	11.00	6.50	22.50	7.50	9.90	.50	52.50	11.60	4.00	18.50	42.00	65.50

TEACHER SUPPLY AT THE SECONDARY LEVEL AS  
 PERCEIVED BY KANSAS SUPERINTENDENTS IN 1982



TEACHER SUPPLY AT THE SECONDARY LEVEL AS  
 PERCEIVED BY KANSAS SUPERINTENDENTS IN 1982

(CONT.)



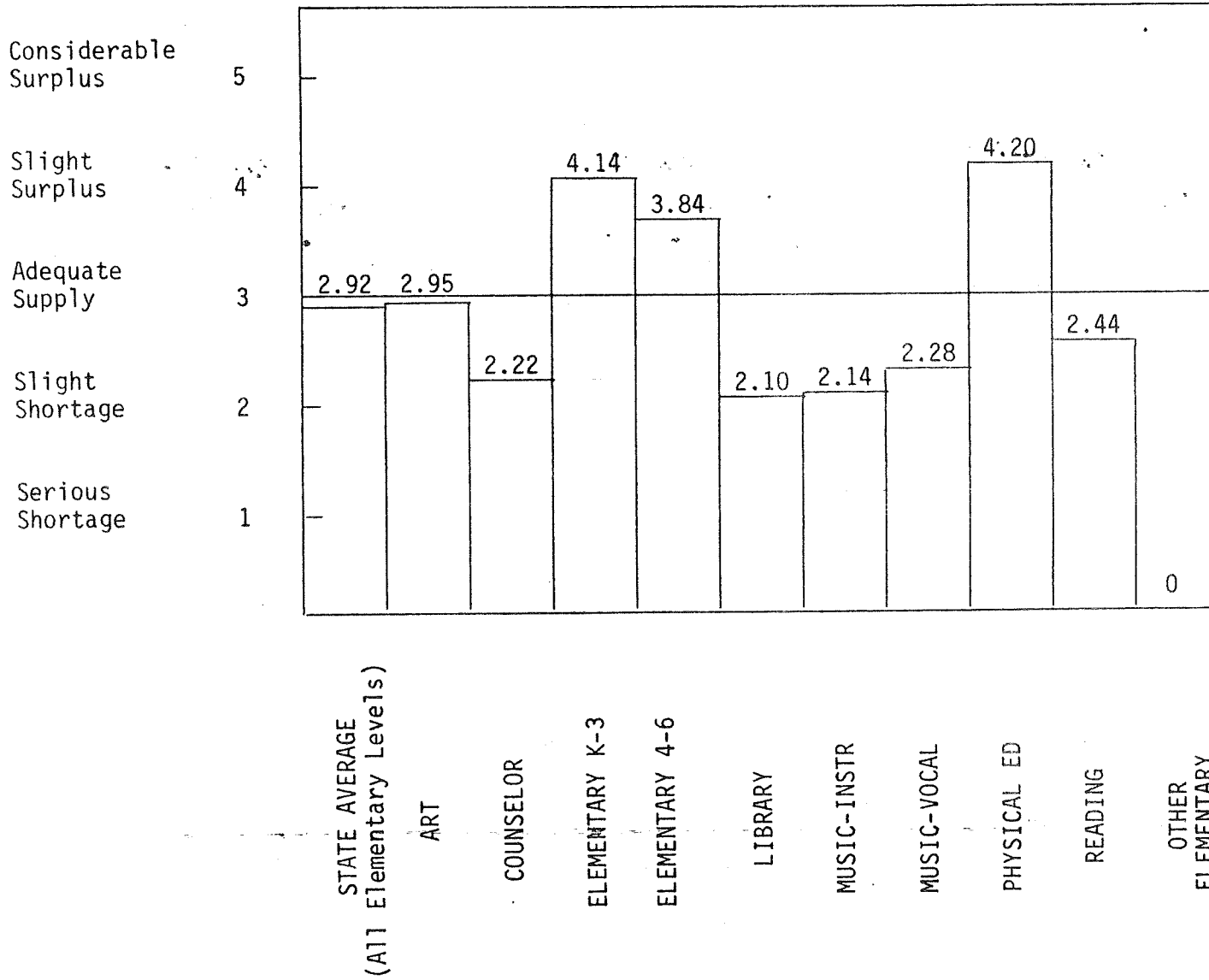
TEACHER SUPPLY AT THE SECONDARY LEVEL AS  
PERCEIVED BY KANSAS SUPERINTENDENTS IN 1982

AREA	STATE OF KANSAS AVERAGE	REGION									SIZE OF UNIFIED DISTRICT		
		1 NW	2 SW	3 NC	4 SC	5 SEDG.	6 NE	7 WY/JO	8 EC	9 SE	0-399	400-1499	1500-Over
Agriculture	1.96	2.33	1.75	2.00	2.00	0	1.80	0	2.33	1.00	1.60	2.14	1.83
Art	2.77	3.00	2.00	2.67	2.43	3.00	3.14	3.00	2.75	2.67	2.00	2.86	2.82
Business	2.55	2.75	2.50	2.20	2.25	3.00	3.00	2.50	2.25	2.50	2.13	2.85	2.50
Counselor	2.30	1.67	2.33	2.00	2.56	3.00	2.50	3.00	2.00	2.00	2.33	1.92	2.67
English	2.51	2.57	2.29	2.44	2.59	2.50	2.81	3.00	2.63	2.22	2.13	2.65	2.65
Language-French	1.95	1.00	0	4.00	1.20	0	2.67	2.75	2.00	1.25	0	1.50	2.44
Language-German	2.60	0	0	0	2.50	0	2.00	4.00	0	2.00	0	2.00	2.75
Language-Spanish	1.91	1.00	1.00	2.67	1.75	0	2.00	2.33	2.00	1.50	1.75	1.86	2.25
Language-Other	3.00	0	0	0	0	0	0	4.00	3.00	2.00	0	0	3.00
Home Economics	3.33	0	3.25	3.40	3.20	3.00	3.86	3.50	3.00	3.17	3.54	3.27	3.18
Industrial Arts	2.18	3.50	2.00	2.43	1.60	2.25	2.00	1.67	2.00	2.17	2.23	2.22	2.07
Journalism	2.06	1.67	0	0	3.00	2.25	2.50	1.00	1.00	2.00	2.00	2.00	2.10
Library	2.17	1.50	2.00	1.75	2.67	2.33	1.86	2.00	3.00	2.00	1.56	2.13	2.62
Mathematics	1.65	1.86	1.63	1.67	1.88	1.80	1.44	1.57	1.36	1.67	2.04	1.48	1.64
Music-Instr	2.11	2.00	1.79	2.08	2.41	2.00	2.21	2.67	1.83	2.29	2.03	2.17	2.19
Music-Vocal	2.18	2.00	2.00	1.75	2.22	3.00	2.15	3.00	2.11	2.80	2.03	2.11	2.64
Physical Ed	4.07	4.00	4.29	4.00	4.21	4.50	4.20	3.75	3.00	3.67	3.91	4.00	4.28
Reading	2.30	0	0	3.00	2.25	2.00	2.00	0	2.50	2.00	0	2.33	2.7



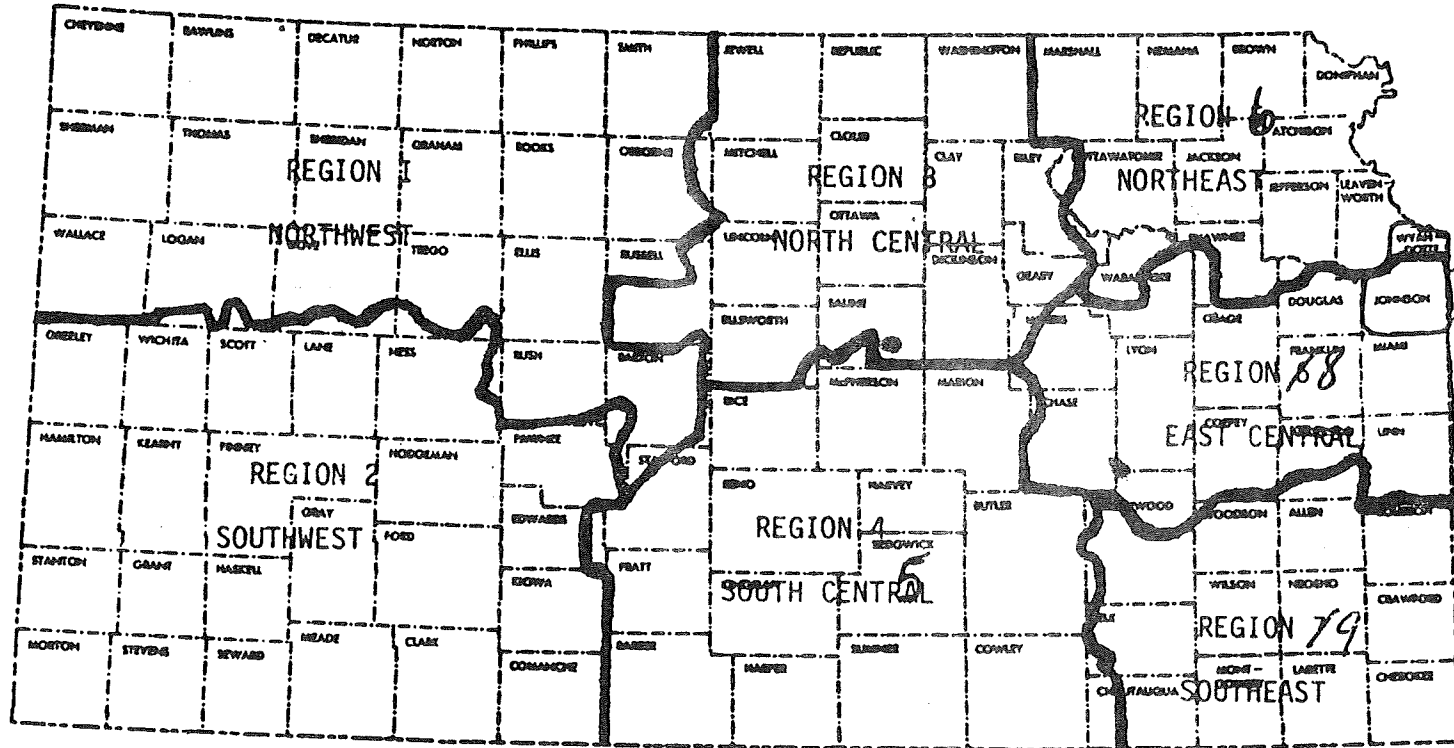
Science-Biology	2.00	1.57	2.50	2.00	2.10	2.20	2.33	2.00	2.25	1.40	1.50	2.04	2.36
Science-Chemistry	1.70	1.60	1.00	2.40	1.80	2.00	1.50	1.00	2.00	1.00	2.20	1.67	1.54
Science-Earth	2.00	2.00	1.00	2.33	3.00	2.33	2.00	1.50	2.00	1.00	2.00	1.50	2.20
Science-Physics	1.48	1.00	1.33	1.33	2.00	1.67	1.67	0	1.50	1.00	1.25	1.50	1.56
Science-Other	2.22	3.00	1.50	2.00	2.60	2.00	2.00	2.00	2.67	2.00	1.75	2.33	2.30
Social Science	3.44	3.00	3.27	2.90	3.47	3.40	3.58	4.00	3.80	3.64	3.25	3.30	3.83
Speech	2.23	2.25	1.33	2.25	2.20	3.00	2.25	2.00	2.00	2.80	2.33	2.25	2.11
Other Secondary	1.94	2.00	3.00	1.50	1.00	2.33	2.50	1.50	1.75	2.00	3.00	1.71	1.88
Mean Average	2.33	2.15	2.08	2.38	2.35	2.54	2.39	2.51	2.26	2.07	1.87	2.23	2.45

TEACHER SUPPLY AT THE ELEMENTARY LEVEL AS  
 PERCEIVED BY KANSAS SUPERINTENDENTS IN 1982



STATE OF KANSAS  
GEOGRAPHIC REGIONS

SPECIAL EDUCATION



TEACHER VACANCIES IN SPECIAL EDUCATION AS REPORTED BY KANSAS  
SUPERINTENDENTS AND SPECIAL EDUCATION COOPERATIVE DIRECTORS IN 1982

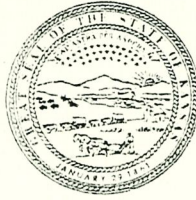
SUBJECT AREA	STATE OF KANSAS TOTAL VACANCIES	REGION						
		1 NW	2 SW	3 NC	4 SC	5 SEDG.	6 NE	7 WY/JO
Semi-Independent(EMR)	3.00	0	0	0	0	3.00	0	0
Semi-Dependent(TMR)	1.00	0	0	0	0	1.00	0	0
Early Childhood	1.00	0	1.00	0	0	0	0	0
Learning Disabilities	16.50	4.00	0	0	8.50	2.00	1.00	1.00
Hearing Impaired	1.00	0	0	0	0	1.00	0	0
Physically Impaired	0	0	0	0	0	0	0	0
Gifted	30.00	6.00	1.00	4.00	5.50	8.00	2.50	3.00
Personal & Social Adjustment	23.00	7.00	1.00	1.00	6.00	5.00	1.00	2.00
Visually Impaired	1.00	0	0	0	1.00	0	0	0
Severely Multiply Handicapped	2.00	0	0	0	0	0	0	2.00
Audiology	0	0	0	0	0	0	0	0
Inter-Related	4.50	1.00	0	0	1.50	1.00	1.00	0
Adaptive Physical Education	0	0	0	0	0	0	0	0
School Psychological	6.00	0	1.00	1.00	3.00	1.00	0	0
School Social Work	3.00	1.00	1.00	0	1.00	0	0	0

Speech	11.00	3.00	2.00	2.00	0	3.00	1.00	0
Special Ed. Instructional Materials	0	0	0	0	0	0	0	0
Homebound	2.00	0	0	1.00	0	.50	0	.50
Other(Not Categorized)	2.00	0	1.00	0	0	1.00	0	0
Counselors(Special Educ.)	1.00	1.00	0	0	0	0	0	0
Occupational Therapy	3.20	0	0	0	0	3.00	0	.20
Physical Therapy	4.65	0	1.00	.20	.25	1.00	2.00	.20
Nurse	2.00	0	2.00	0	0	0	0	0
Total	117.85	23.00	11.00	9.20	26.75	30.50	8.50	8.90

RANK ORDER BY NUMBER OF VACANCIES AND RATIO OF NUMBER OF  
 VACANCIES TO TOTAL FULL-TIME STUDENT EQUIVALENCY IN 1982

RANK ORDER BY NUMBER OF TEACHER VACANCIES			RANK ORDER BY RATIO OF TEACHER VACANCIES TO FULL-TIME STUDENTS				
RANK ORDER	REGION	NUMBER OF VACANCIES	RANK ORDER	REGION	NUMBER OF VACANCIES	NUMBER OF FULL-TIME STUDENTS	NUMBER OF F/T STUDENTS PER VACANCY
1	REGION 5 - NORTHEAST	30.5	1	REGION 1 - NORTHWEST	23.0	24,724	1,075
2	REGION 4 - SOUTH CENTRAL	26.8	2	REGION 2 - SOUTHWEST	11.0	28,466	2,588
3	REGION 1 - NORTHWEST	23.0	3	REGION 5 - NORTHEAST	30.5	86,240	2,828
4	REGION 2 - SOUTHWEST	11.0	4	REGION 3 - NORTH CENTRAL	9.2	37,564	4,083
5	REGION 3 - NORTH CENTRAL	9.2	5	REGION 7 - SOUTHEAST	8.9	36,518	4,103
6	REGION 7 - SOUTHEAST	8.9	6	REGION 4 - SOUTH CENTRAL	26.8	113,521	4,236
7	REGION 6 - EAST CENTRAL	8.5	7	REGION 6 - EAST CENTRAL	8.5	81,024	8,532

STATE OF KANSAS



---

OFFICE OF THE GOVERNOR  
State Capitol  
Topeka 66612

John Carlin Governor

Testimony To  
House Education Committee

By  
Stephen E. Holsteen

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to appear on behalf of Governor Carlin regarding House Bill No. 2181. This bill constitutes the second part of the Governor's recommendation on school finance and would give school districts increased opportunity to improve the average salary for Kansas teachers. The testimony I presented to this committee on February 4, 1983, outlined for you why the Governor believes this must be done.

The thrust of HB 2181 would be to prohibit any future transfers of money from school district General Funds to either the Capital Outlay Fund or the food service fund. Such an amendment in the School District Equalization Act would free-up an additional sum of money which could be used to enrich teacher salaries. I was encouraged by testimony presented by representatives from all facets of the educational arena on Wednesday which supported the need to increase Kansas teachers' salaries.

Statewide, these two funds are very healthy. For the 1982-83 school year, school districts over the State have budgeted transfers from their General Funds totalling \$1,867,143 for Capital Outlay and \$5,656,297 for Food Service.

Prohibiting these two transfers would make available \$7,523,440 to local districts to increase teacher salaries. This sum, alone, could provide a \$300 increase for the approximately 25,000 classroom teachers in the State.

Capital Outlay and Food Service Funds are only two of some dozen special funds into which local boards may legally transfer monies from their General Fund.

Such transfers budgeted statewide for the 1982-83 school year amount to \$78,290,266 for all twelve funds. This amount, bear in mind, is for the present school year, only. The \$16,063,000 which has accumulated in the Food

Service Fund in previous years and the \$108,877,000 in the Capital Outlay funds statewide would not, under this bill, be disturbed.

These two amounts represent the unencumbered cash balance as of July 1, 1982.

It is, perhaps, appropriate here to point out the advantages to local school boards of the features in the SDEA which allow for transfers from their General Funds to the various special funds.

Legal transfers from the General Funds of school districts for the most part, along with direct expenditures from the General Fund for school programs, become a part of operating expenses and are, thus, subject to state aid. Such unused funds are also available for deposit in interest-drawing accounts. The unencumbered cash amount, statewide, lying in the Capital Outlay and Food Service Funds, at an average 8 percent interest return, could have earned school districts \$9,995,200 in interest, alone. The total amount budgeted for interest in the coming school year is \$30.6 million from all idle funds.

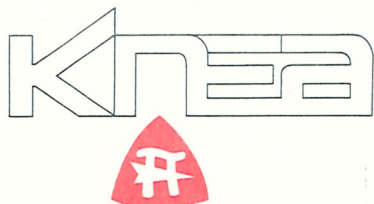
The Governor is supportive of efforts to keep the cost of school lunches down in local school districts. The Governor would recommend and it is his belief that districts would be strongly encouraged under this bill to deposit interest income in the School Food Service Fund in order to forestall increases in the price of school lunches. The elimination of transfer authority to the Capital Outlay Fund from the General Fund is long overdue. The practice of permitting unutilized money in an operating budget to be deposited in a capital improvements account is probably the last thing the Legislature would permit agencies to do.



TESTIMONY  
TO  
HOUSE EDUCATION COMMITTEE

House Bill 2181

February 10, 1983



Mr. Chairman and Members of the Committee:

My name is Bruce Goeden, Assistant Executive Director of the Kansas-National Education Association. I thank you for the opportunity to present the Kansas-NEA views on House Bill 2181. I apologize for not being present because of other out of town responsibilities which were scheduled at the same time.

Kansas-NEA supports the concept embodied in this bill which recognizes school districts have alternative methods to raise monies for Food Service and Capital Outlay.

Some of these other resources are interest on idle funds, increasing the price of school lunches, direct expenditures from the General Fund for some Capital Outlay items, and for a short term the districts could begin to decrease the size of the carry over balances in these two funds.

In addition, the legislature has the power to add to these alternatives. This could be accomplished by actually raising the amount of aid for the lunch programs directly rather than filtering the money through the General Fund. Another option is to allow districts to have a mill levy for Capital Outlay at a higher rate than the current maximum of 4 mills.

It has been and will be argued these changes to the law will cause districts tremendous problems because of the lack of flexibility they will have. If that argument has any merit at all, I would suggest to you another way of increasing the flexibility of districts.

This law could be changed to allow districts to transfer funds back to the General Fund in subsequent years to their having been transferred out of the General Fund.

This might also be acceptable to the other groups interested in this bill. If not, I suggest the argument of flexibility is only a smoke screen.

In conclusion, K-NEA supports this bill and certainly would support any attempt to cause changes which would allow reverse transfers to take place.

Thank you for the opportunity to present the views of Kansas-NEA.

Submitted in writing by Charles Johns, Kansas-NEA.



# UNITED SCHOOL ADMINISTRATORS OF KANSAS

1906 EAST 29TH

TOPEKA, KANSAS 66605

913-267-1471

**JERRY O. SCHREINER**  
EXECUTIVE DIRECTOR

**M.D. "MAC" MCKENNEY**  
ASSOCIATE EXECUTIVE DIRECTOR

TO: House Education Committee  
FROM: Jerry O. Schreiner, Executive Director  
DATE: February 10, 1983  
SUBJECT: HB 2181 -- Prohibiting Transfers to Capital Outlay and Food Service Funds

The United School Administrators opposes HB 2181 for the following reasons:

#### A. Capital Outlay

1. Not every unified school district has a capital outlay fund levy because of the high mill levy that already exists for the general fund. In such districts, school boards may be able to budget for capital outlay in the general fund budget and plan to transfer funds over a period of years as they foresee the need to repair or remodel facilities or purchase needed equipment.
2. Limits are already in existence.
3. Passage of HB 2181 could have the effect of forcing some districts to spend capital outlay funds from the general fund budget before the expenditure is actually required. For example, a board may determine that a roof will need to be replaced, but that the replacement can wait until next fiscal year. Thus, HB 2181 could force the expenditure of funds in anticipation of the needed repair.
4. School districts are not transferring huge sums of money to the capital outlay fund. You have already received information from staff concerning the amounts transferred. You will recall that the amount budgeted to be transferred to capital outlay in 1982-83 is \$1,867,143.

## B. Food Service

1. The school lunch program provides a direct service to students. Administrators believe that funding of the program and determining the costs to parents are local decisions. They also consider the school lunch program necessary to the success of the student in the educational program.
2. Many administrators believe that transfers to food service represent a contribution from the total district that assists those students in need and keeps the price of meals as reasonable as possible.
3. With the cutback in federal funds, many districts have already increased the price of meals. In some districts where this occurred, participation dropped, thus causing the cost per meal to increase. In order for the school lunch program to be totally self-sufficient, some school districts would have to increase costs to students to over \$2.50 per meal.
4. The committee is aware that the transfer to food service budget in 1982-83 is \$5,656,297. Local school districts have determined that this is the amount needed to offer this service in their individual communities.

The suggestion has been made that school districts could use interest revenue to offset the loss of transfers to the school lunch program. This suggestion ignores the fact that depending on an unknown amount of revenue to fund the school lunch program or any other ongoing program is not an appropriate management practice to be forced upon public schools.

Mr. Chairman and members of the committee, we urge you to report the bill adversely.