

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by SENATOR CHARLIE ANGELL at
Chairperson

1:30 ~~am~~/p.m. on WEDNESDAY, FEBRUARY 8, 1984 in room 254-E of the Capitol.

All members were present except:
Senator Joseph C. Harder, excused
Senator Tom Rehorn, excused

Committee staff present:
Mr. Ben Barrett, Legislative Research Department
Ms. Avis Swartzman, Legislative Revisor's Office
Mrs. Millie Randell, Secretary

Conferees appearing before the committee:

SB 617 - An act concerning school district finance; establishing budget limitations for the 1984-85 school year (Education)

Proponents:

Dr. Jerry Schreiner, Executive Director, United School Administrators
Mr. Kenneth Fisher, Assistant Superintendent of Business, USD 497, Lawrence

Opponents:

Dr. Wade Anderson, Executive Director of LakeLand UniServ District of K-NEA
Mr. Craig Grant, Director of Political Action, K-NEA
Mr. John McDonough, Private citizen, Lenexa
Mr. John Koepke, Executive Director, Kansas Association of School Boards
Mr. Onan Burnett, USD 501, Topeka

The meeting was called to order by Senator Charlie Angell in the absence of the Chairman and Vice-Chairman. Senator Angell called upon Dr. Jerry Schreiner, who explained the United School Administrators' process in developing legislative positions (Attachment 1) and said that testimony regarding SB 617 and SB 626 would be presented by members of U.S.A.'s School Finance Task Force.

SB 617 - Mr. Kenneth Fisher of Lawrence was then recognized by the Chair, and he gave testimony supporting SB 617 on behalf of U.S.A., and his testimony is found in Attachment 2.

Dr. Wade Anderson of LakeLand UniServ District of K-NEA was the first conferee to testify in opposition to SB 617, and his testimony is found in Attachment 3.

Vice-Chairman Gus Bogina recognized Mr. Craig Grant of K-NEA, who testified as the next opponent of SB 617, and his testimony is found in Attachment 4.

The Vice-Chairman then recognized Mr. John McDonough, who testified in opposition to SB 617, and his testimony is found in Attachment 5.

Mr. John Koepke of KASB testified that SB 617 does nothing to bridge the gap between high and low wealth districts in order to maintain or improve the concept of equalization as established by the School District Equalization Act. He maintained that little progress had been made in equalizing opportunity for education statewide since the enactment of the SDEA and stated that KASB opposes the earmarking of funds for specific purposes within the SDEA.

Mr. Onan Burnett testified that the USD 501 Board did not express unanimity for either SB 617 or SB 626 but that it does support the concept of adequate budget authority to take care of its needs and to maintain and acquire quality instructors. He added that USD 501 supports full funding for the excess costs for special education.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

room 254-E, Statehouse, at 1:30 ~~xxx~~ a.m./p.m. on WEDNESDAY, FEBRUARY 8, 19 84

Senator Winter requested that the Attorney General or a member of his staff be invited to appear before the Committee to explain the extent to which the Constitution requires the state to provide equal educational opportunities to Kansas students. The Vice-Chairman acknowledged Senator Winter's request.

The Vice-Chairman adjourned the meeting at 2:30 p.m.

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m.

PLACE: 254-E

DATE: February 8, 1984

GUEST LIST

NAME	ADDRESS	ORGANIZATION
Janie Edwards	Manhattan	USA- KAESP
Terry Tenif	Salina	USD 305
Clyde Wilhoit	Manlyville	USA KASAP USD 364
John McLaughlin	Loneka	citizen of Ks
John Foye	Topeka	KASB
Shelly McLaughlin	Manhattan	KIN
Marian Harner	Lawrence	BWVR
May Ella Dirm	Topeka	Leg. of Women Voters
Craig Grant	Lawrence	H-NEA
Wade Anderson	Junction City	KNEA
Jane Smith	Topeka	K-NEA
Kay Fernandez	Topeka	K-NEA
Orval Pruitt	Topeka	USD 807
Ken Rogg	Paola	SQE
George Brewer, Supt	St. Marys	USD 321
Jan Horak	Delia	USD #321
Ellen Gembrows	Topeka	Ks Action for Children
George July	ESKridge	USD # 330
Bob Wunsch	Kingman	Leg

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m. PLACE: 254-E DATE: February 8, 1984

GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Edison Criswell	Kansas City	Policy Office
Clarence Hadl	Topeka	Gov's Office
Glenn Sewell	Lawrence	Sen. Leborn
M. Hawver	Topeka	Cap. Journal
James Hays	Topeka	Division of the Budget
Don Martin	Wellsville	USD 289
Dennis Denney	Lawrence	Sen Kan
Don C. Lauer	Sabetha	USD #444
Betty Wilkin	Topeka	AAUP
Thomas Shuler	Topeka	USD 437
Norman Marshall	Tecumseh	USD 450
Jerry Schrein	Topeka	USA
Bill Spenswelder	Baldwin	USA 348
Harold Pitter	Topeka	
Ken Fisher	Lawrence	USD 497
Bill Strick	Wichita	USD. 259
Mike Brunning	Topeka	KLDH-TV
John Lloyd	Topeka	K-NEA
My FARR	Wichita	Close-up
Steve Wilbert	" "	" "



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: Senate Education Committee

FROM: Jerry O. Schreiner, Executive Director

SUBJECT: School Finance

In addition to a membership survey and review by the governing bodies of the association, the United School Administrators utilizes a system of committees and special task forces to develop our legislative positions.

Our Task Force on School Finance is composed of members from different size schools and different locations of the state. We realize that there are different needs and priorities among the unified school districts of Kansas. We also know that no one legislative proposal will be agreed to by all administrators or for that matter by all legislators.

However, there are basically two reasons for this process.

First, the association's leadership is striving to provide all members with opportunities to have input into the decision-making process. This is most important since practicing administrators have a clearer perception of how proposed legislation will affect our schools than do association staff that are removed from the day-to-day operations of a district, building, or program.

Secondly, we want to present proposals that are realistic and workable within the constraints of the state's financial situation and the priorities you have placed on funding the state's schools.

USA's testimony on school finance will be presented by members of our School Finance Task Force, practitioners in the field, that are responsible for administering school programs and budgets.

Mr. Kenneth Fisher, Assistant Superintendent of Business, Lawrence, will present USA's positions related to SB 617.

Mr. Ferman Marsh, Superintendent, Shawnee Heights, Tecumseh, will present USA's positions concerning SB 626.

Mr. Howard Shuler, Superintendent, Auburn-Washburn, Topeka, is here to respond to questions from the committee along with Mr. Fisher and Mr. Marsh.

HEARING ON SENATE BILL 617 - FEBRUARY 8, 1984

TO: Senate Education Committee Members

FROM: United School Administrators Special Task Force Committee on
School Finance

Members of this committee would like to state that Senate Bill 617 is basically a good bill for public education in Kansas because:

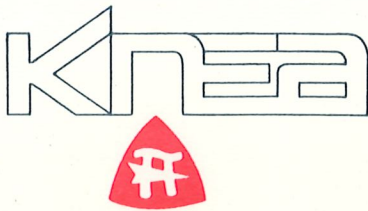
1. it is placing education as one of the states top priorities financially and gives importance to the teachers of Kansas.
2. it is realistic, in that, it can be funded from existing state revenue sources and no new revenue sources will be required.
3. it will not cause local property taxes to increase significantly. (It is estimated local school property taxes will increase about 2.3 mills on the average across the state of Kansas.)
4. it expresses a good balance as we compare what we would like to have with what we can afford for the public schools in Kansas at this time.

However, our committee does wish to recommend the following changes:

1. We recommend that the 4% to 8% budget limitations be raised to 5% and 10% and to remove the 2% "earmarking" feature.
2. The committee also recommends that legislation be enacted to provide additional funding for categorical aid to support teachers' salaries in Special Education.

Our committee makes the above recommended changes because:

1. each school system has different needs and priorities and the "earmarking" of funds takes away the flexibility of solving individual school problems.
2. other staff members such as custodians, secretaries and para-professionals, the lowest paid employees in a school system, are entitled to salary increases comparable to other school employees.
3. special education teachers are paid from the same salary schedule as any other teacher in a school system. Money is needed in the Special Education Fund to increase their salaries to the same degree as a teacher paid from the General Fund.
4. these recommendations cause practically no change in the financing of the bill as it is now written at 54 million dollars. (Forty-seven million dollars will support the 5% to 10% General Fund increases and the additional 7 million dollars will support the categorical aid needed for the Special Education Fund.)



Wade Anderson Testimony Before
Senate Education Committee
February 8, 1984

Mr. Chairman and Members of the Committee. My name is Wade Anderson. I am the Director of Kansas-NEA's LakeLand UniServ District.

For the past eighteen months, a primary goal of the organization I represent has been to achieve by 1987 full implementation of a comprehensive teacher reform package, The Kansas Plan, consisting of three major components:

- 1) more stringent standards for teacher preservice preparation and certification to be required,
- 2) relevant and quality inservice opportunities to be provided,
- 3) increase the average salary for teachers in Kansas to at least the national average.

K-NEA's commitment to implementation of all three components of this package requires that it oppose proposed school finance legislation that would limit teacher salary increases so as to exclude any real possibility of reaching the national average in the near future.

Before considering projected salary increases, please allow me to share with you a few 1983-84 salary statistics. Two hundred eighty-nine unified school district salary schedules on file with K-NEA have beginning bachelor degree salaries ranging from \$10,200 to \$15,600. The mean (average) starting salary is \$13,683 and the median is \$13,700.

Salary schedule amounts for first-year teachers holding master's degrees range from \$11,167 to \$17,300. The mean amount is \$14,799 and the median is \$14,800. Statistics relating to the maximum figures in the bachelor's and master's column are also reported in the attached exhibit. The median maximum master's degree amount is \$20,372.

KSDE Assistant Commissioner, Dale Dennis, estimates that the 1983-84 U.S. average salary for teachers will be \$21,950. Thus, in the majority of Kansas school districts the maximum salary amount in the master's degree column is at least \$1578 below the U.S. average.

continued

A teacher on the last step of the MS column will typically have 12-20 years of experience.

I have mentioned that the 1983-84 national mean salary for teachers is estimated to be \$21,950 (up 6.5% over 1982-83). The estimate for the Kansas average is \$19,600. The Kansas figure is \$2350 below the U.S. average. What would be sufficient in order that the Kansas average "catch up"? Here are the arithmetic facts which necessitate K-NEA opposition to Senate Bill 617, if the objective of component 3) of The Kansas Plan is to be realized.

Due to the increased national emphasis on education and the great attention that inadequate teacher salaries have been receiving, it is reasonable to expect that the annual growth rate of the U.S. average will be more rapid than last year's 6.5%, at least for the next few years. An 8% improvement nationally certainly seems to be a conservative estimate for next year.

Table I projects the U.S. average through the year 2007 assuming a sustained annual growth rate of 8%. The purposes of comparison, Tables II and III illustrate possibilities for annual growth rates which would allow "catch up" to occur by the 1986-87 school year. Table IV reviews the growth of the Kansas average over the past ten years. For that period the growth rate has been equivalent to annual compounded 8.2% increase. Tables V and VI demonstrate the effects of a 9.5% increase and a 12.5% increase, respectively, in 1984-85 followed by a sustained 8.5% growth rate. Note that under these rather optimistic projections, "catch up" does not occur in Table V until the year 2007 while under the conditions of Table VI the Kansas average overtakes the U.S. average in 2001. In fact, Table VII shows that even with a sustained growth rate of 9.5% it takes nine years to surpass the national average.

Considering K-NEA's commitment to attain the national average within the next three years, the figures presented in this brief analysis, the historical growth pattern of the Kansas average and realistically assessing the likelihood of two successive 13.5% annual increases in teachers' salaries, K-NEA has not choice but to oppose Senate Bill 617.

TEACHER SALARY SCHEDULE DATA
1983-84

	BACHELORS COLUMN	MASTERS COLUMN
MINIMUM		
NUMBER.....	289.....	284
HIGH.....	\$ 15,600.....	\$ 17,300
LOW.....	10,200.....	11,167
MEAN.....	13,683.....	14,799
MEDIAN.....	13,700.....	14,800
MAXIMUM		
NUMBER.....	289.....	284
HIGH.....	\$ 22,050.....	\$ 27,845
LOW.....	12,500.....	13,530
MEAN.....	16,483.....	20,295
MEDIAN.....	16,368.....	20,372

TABLE I

SCHOOL YEAR	U.S. AVE TCHR SAL	INCR OVER PREV YEAR
1983-84	\$21,950	6.5%
1984-85	23,706	8.0%
1985-86	25,602	8.0%
1986-87	27,651	8.0%
1987-88	29,863	8.0%
1988-89	32,252	8.0%
1989-90	34,832	8.0%
1990-91	37,618	8.0%
1991-92	40,628	8.0%
1992-93	43,878	8.0%
1993-94	47,388	8.0%
1994-95	51,179	8.0%
1995-96	55,274	8.0%
1996-97	59,669	8.0%
1997-98	64,471	8.0%
1998-99	69,629	8.0%
1999-2000	75,199	8.0%
2000-01	81,215	8.0%
2001-02	87,713	8.0%
2002-03	94,730	8.0%
2003-04	102,308	8.0%
2004-05	110,493	8.0%
2005-06	119,332	8.0%
2006-07	128,879	8.0%

TABLE II

SCHOOL YEAR	KS. AVE. TCHR SAL	INCR OVER PREV YEAR
1983-84	\$19,600	7.4%
1984-85	21,462	9.5%
1985-86	24,359	13.5%
1986-87	27,648	13.5%

TABLE III

SCHOOL YEAR	KS. AVE TCHR SAL	INCR OVER PREV YEAR
1983-84	\$19,600	7.4%
1984-85	22,050	12.5%
1985-86	24,696	12.0%
1986-87	27,660	12.0%

TABLE V

SCHOOL YEAR	KS. AVE. TCHR SAL	INCR OVER PREV YEAR
1983-84	\$19,600	7.4%
1984-85	21,426	9.5%
1985-86	23,286	8.5%
1986-87	25,266	8.5%
1987-88	27,413	8.5%
1988-89	29,743	8.5%
1989-90	32,271	8.5%
1990-91	35,015	8.5%
1991-92	37,991	8.5%
1992-93	41,220	8.5%
1993-94	44,724	8.5%
1994-95	48,525	8.5%
1995-96	52,650	8.5%
1996-97	57,125	8.5%
1997-98	61,981	8.5%
1998-99	67,249	8.5%
99-2000	72,965	8.5%
2000-01	79,167	8.5%
2001-02	85,897	8.5%
2002-03	93,198	8.5%
2003-04	101,120	8.5%
2004-05	109,715	8.5%
2005-06	119,040	8.5%
2006-07	129,159	8.5%

TABLE IV

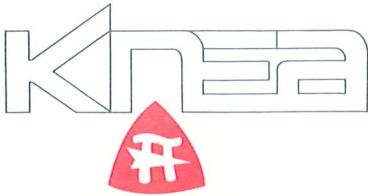
SCHOOL YEAR	KS. AVE. TCHR SAL	INCR OVER PREV YEAR
1973-74	\$ 8,910	----
1974-75	9,556	7.25%
1975-76	10,559	10.5 %
1976-77	11,293	6.95%
1977-78	12,033	6.62%
1978-79	12,746	5.92%
1979-80	13,690	7.41%
1980-81	15,252	11.41%
1981-82	16,685	9.40%
1982-83	18,250	9.27%
1983-84	19,600	7.40%

TABLE VI

SCHOOL YEAR	KS. AVE. TCHR SAL	INCR OVER PREV YEAR
1983-84	\$19,600	7.4%
1984-85	22,050	12.5%
1985-86	23,924	8.5%
1986-87	25,958	8.5%
1987-88	28,164	8.5%
1988-89	30,558	8.5%
1989-90	33,156	8.5%
1990-91	35,974	8.5%
1991-92	39,032	8.5%
1992-93	42,349	8.5%
1993-94	45,949	8.5%
1994-95	49,856	8.5%
1995-96	54,092	8.5%
1996-97	58,690	8.5%
1997-98	63,679	8.5%
1998-99	69,092	8.5%
1999-2000	74,964	8.5%
2000-01	81,336	8.5%

TABLE VII

SCHOOL YEAR	KS. AVE. TCHR SAL	INCR OVER PREV YEAR
1983-84	\$19,600	7.4%
1984-85	21,462	9.5%
1985-86	23,501	9.5%
1986-87	25,733	9.5%
1987-88	28,178	9.5%
1988-89	30,855	9.5%
1989-90	33,786	9.5%
1990-91	36,996	9.5%
1991-92	40,511	9.5%
1992-93	44,359	9.5%



Craig Grant Testimony Before
Senate Education Committee
February 8, 1984

Thank you, Mr. Chairman. Members of the committee, my name is Craig Grant and I am representing Kansas-NEA. I appreciate the opportunity to speak to SB 617 and SB 626.

When the "Nation at Risk" report was released in April of 1983, many states were forced to scramble in order to find a program geared to meet the deficiencies expressed in the report. The National Commission had pointed out many areas that needed improvement in our schools. I am proud that Kansas did not need to do that scrambling. Kansas had already developed an educational reform package to answer many of the points outlined.

That plan would provide for:

1. Increased admission requirements into schools of education;
2. A certification examination for beginning teachers;
3. An intern year teaching program whereby first year teachers would be screened and helped by a panel of experienced educators;
4. An upgraded continuing education program in which teachers could enhance their skills through inservice programs; and
5. Improved teachers' salaries so that Kansas teachers would reach at least the national average in salary by the 1986-87 school year.

This long range set of goals was in place four months before the reports started emerging and teachers, administrators, board members and parents have been working for its implementation.

Now we are in the 1984 session attempting to put the pieces of the jigsaw together. It is apparent that strides will be made in the first four areas this year; however, it is equally apparent that teacher salary increases of 8 or 9% this year will not move teachers toward the goal. Wade Anderson pointed out the statistics which lead us to this conclusion. In fact, with states such as Mississippi, South Carolina, Idaho and New Mexico--which rank below Kansas in average teacher salaries--attempting to provide major salary increases, Kansas is running the risk of slipping even lower than our 36th ranking. I do not believe that anyone wants that to happen.

continued

Kansas-NEA believes that if we are to make strides toward the national average salary, teachers will need to receive increases in the 12-12.5% range each year for the next three years. Moneys allocated for education must be translated into salary dollars in a greater proportion than in the past. If the salary increases are not forthcoming, we will find even fewer entrants into our schools of education and more teachers exiting into other fields. We will not feel the impact of this in the short term--but our children and grandchildren will suffer from the subsequent loss of quality educators.

Kansas-NEA believes that this is the year for significant strides to be made in teacher salaries. The "Nation at Risk" indicated that "state and local officials have the primary responsibility for financing and governing the schools, and should incorporate the reforms.....in their education policies and fiscal planning." Kansas-NEA calls on this legislature, school boards, and the patrons of Kansas to "take the risks" necessary to move this important agenda. We are confident that you will respond to these opportunities in a positive way.

Thank you, Mr. Chairman and members of the committee, for listening to the concerns of teachers.

PRESENTATION TO SENATE EDUCATION COMMITTEE

Topeka, Kansas

February 8, 1984

By: John McDonough
8530 Bradshaw, Lenexa, Ks.

Thank you for this opportunity to register my viewpoint against this proposal to raise taxes to spend still more of the family budget on free public education. The average family already pays about \$1,300 per year, and much of the spending 100% subsidizes families well-off-enough to pay their own way in part and in whole.

This is my third effort to help state finance. On August 5, 1981, I explained to the Task Force On School Finance that users' charges for public school families having the ability to pay could save Kansas \$300 million per year -- and \$30 billion for the U.S.A. I called for changing the state constitution so that the present plan would cease harming the truly needy, unmet state and local services and public employees, and the overburdened taxpayers.

On February 8, 1983, I supplemented the users' charge approach by suggesting to the Senate Education Committee that at least the free-for-all public school financing method should be amended to include paying the tax on the amount of benefits given away. I pointed out that this is the case with another popular welfare plan, where the entitlements have also grown out of sight, Social Security---and now such efforts are being

considered in other areas, e.g. taxing employees for health benefits received from employers.

Today, I am here to present you data which specifies the outrageous length to which the typical public school family is already into the public trough. This study, which I am passing out to you shows, in summary, that with two children we give them \$104,000 worth of benefits over 19 years, on which they pay only \$100,000 in school taxes over 50 years-- not even paying back the principal--and sticking us with \$3.1 million interest at 10% by the time they quit paying taxes.

I'd like to recommend that (and if you will direct your eyes to Column 9 on my handout) before you award them still further free benefits under this bill you are considering, on the backs of the truly needy, public services and employees and the taxpayers you so heavily struck in your last legislative session--that instead you ask more of the public school beneficiaries themselves.

Thank you for your consideration.