

Approved 5/1/92  
Date

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by SENATOR JOSEPH C. HARDER at  
Chairperson

1:00 ~~xxx~~ p.m. on Tuesday, March 24, 1992 in room 313-S of the Capitol.

All members were present except:

Committee staff present:

Mr. Ben Barrett, Legislative Research Department  
Mr. Chris Courtwright, Legislative Research Department  
Ms. Avis Swartzman, Revisor of Statutes  
Mr. Don Hayward, Revisor of Statutes Mrs. Millie Randell, Secy.  
Mr. Dale Dennis, Assistant Commissioner of Education  
Conferees appearing before the committee:

HB 2892 - School district finance act.

Proponents:

Representative Rick Bowden, Chairman, House Education Committee  
Ms. Gloria Timmer, Director of the Budget, State of Kansas  
Ms. Jennifer Saunders, Student Council member, representing the student  
body at Parsons High School  
Mr. Calvin Thomas, Parsons, businessman  
Mr. Mark Tallman, Coordinator of Governmental Relations, Kansas Association  
of School Boards  
Mr. George Rogers, member of the Newton USD 373 Board of Education, repre-  
senting six school districts involved in the lawsuit vs. the State.  
Dr. Gary Livingston, Superintendent, USD 501, Topeka  
Mr. Craig Grant, Director of Political Action, Kansas National Education  
Association  
Mr. Bill Medley, Superintendent, USD 465, Winfield; representing SEEK,  
Schools for Equalization of Education in Kansas  
Ms. Robin Nichols, Supervisor, Intergovernmental Affairs, USD 259, Wichita  
Representative Georgia W. Bradford, Wichita  
Mr. Bernie Koch, Wichita Area Chamber of Commerce  
Mr. Ron Holt, Vice-Chairman, Business Education Success Team, Wichita  
Mr. Greg Jones, President, Wichita Federation of Teachers  
Dr. Sandra J. Terril, Superintendent, USD 203, Piper  
Mr. Gerald W. Henderson, Executive Director, United School Administrators  
of Kansas  
Mr. Paul E. Fleener, Director, Public Affairs Division, Kansas Farm Bureau  
(written testimony only)  
Mr. Tim Emert, Chairman, State Board of Education (written testimony only)

After calling the meeting to order, Chairman Joseph C. Harder announced that in order to accomodate the large number of conferees who wish to testify today, he is requesting that conferees' remarks be limited to five minutes. He then recognized Representative Rick Bowden, Chairman, House Education Committee, as the first proponent of HB 2892.

Representative Bowden explained that he felt it was appropriate that he testify on HB 2892 due to the uniqueness of the situation and the dramatically different approach taken by the House for funding schools. He emphasized that the bill had not been devised in haste and explained how it had been formulated over a long period of time and contains many provisions developed by the Governor's School Finance Task Force. He related that school finance experts from out of State also had advised the group regarding options the Committee might take in order to address the concerns expressed by Judge Terry Bullock last fall. The main focus of HB 2892, he said, is to try to address the Judge's principal concern, as he understands it, and that is to provide an equal educational opportunity

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MINUTES OF THE SENATE COMMITTEE ON EDUCATION

room 313-S, Statehouse, at 1:00 ~~xxx~~ p.m. on Tuesday, March 24, 1992

to every child in the state irregardless of where the child lives. This focus, he said, is the reason for the paramount shift away from the current formula which distributes money back to a district based on the wealth of the district.

Representative Bowden acknowledged that the bill needs to undergo some modifications, and he made reference to: timing for the protest petition and Tier III of the Local Enhancement Budget provisions.

Representative Bowden said the tax package in HB 2892 raises \$452 million to fund the bill which imposes a 29-mill statewide levy. Most of the money raised, he explained, addresses the property tax burden. He pointed out that the bill dramatically rebalances the sales, income, and property tax to approximately one third each and thus shifts the burden of financing state government away from the property tax.

The House Chairman noted that the bill had passed the House with 82 votes with projected verbal commitments from others.

The Chair recognized Ms. Gloria Timmer, Director, Division of the Budget, who stated that she is speaking on behalf of the Governor. She stated that the Governor endorses a statewide mill levy of no more than 29.0 mills and the distribution formula concepts contained in the bill. (Attachment 1)

Ms. Jennifer Saunders, representing the student body at Parsons High School, likened the present system for financing public education to "the monumental case of Brown vs. the Board of Education of Topeka" which held that separate but equal schools are unconstitutional. (Attachment 2)

Mr. Calvin Thomas, a Parsons businessman, maintained that Kansas' strong reliance on the property tax has created an inequitable form of taxation. (Attachment 3)

The Coordinator of Governmental Relations for the Kansas Association of School Boards, Mr. Mark Tallman, stated that HB 2892 creates immediate equalization. He strongly endorsed the outcomes-based education standards contained in the bill but had some concerns regarding the bill as amended by the House. (page 3, Attachment 4)

Mr. George Rogers, Newton, representing six school districts involved in a lawsuit against the State, urged passage of HB 2892 after correcting the distribution formula based on size alone. (Attachment 5)

Superintendent Gary Livingston, USD 501, Topeka, stated support for the basic concept of statewide property tax assessment as an equitable method of distributing the costs of education and state aid to schools. (Attachment 6)

Kansas National Education Association spokesman, Mr. Craig Grant, said KNEA believes that HB 2892, coupled with HB 2835, should meet the criteria established by Judge Bullock. (Attachment 7)

Superintendent Bill Medley, USD 465, Winfield, stated strong support for the uniform mill levy and the funding provided in HB 2892 but cautioned members regarding a continuation of determining budgets and aid on the basis of enrollment categories. (Attachment 8)

Ms. Robin Nichols, representing USD 259, Wichita, requested support for the distribution and reform portions of HB 2892 as the school finance bill which most most adequately addresses her district's needs. (Attachment 9)

Representative Georgia W. Bradford stated support for the concept of equal use of property tax, sales tax, and income tax to fund public schools but expressed concerns which she felt need to be addressed. (Attachment 10)

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MINUTES OF THE SENATE COMMITTEE ON EDUCATION,  
room 313-S, Statehouse, at 1:00 ~~xxx~~/xxx p.m. on Tuesday, March 24, 1992

A representative of the Wichita Area Chamber of Commerce, Mr. Bernie Koch, stating support for the concepts of HB 2892, urged the Committee to strengthen the portion of the bill relating to education reform and restructuring so that Kansas children can compete better with challenges from abroad. (Attachment 11)

Mr. Ron Holt, Vice-Chairman of the Business Education Success Team in Wichita, explained that his testimony today addresses the issue of school reform only and urged the establishment, in all districts, of a process for identifying specific cognitive goals that students must achieve. (Attachment 12)

President Greg Jones of the Wichita Federation of Teachers also urged that special consideration be given to the school reform issue when he spoke in support of HB 2892. (Attachment 13)

Dr. Sandra Terril, Superintendent of USD 203, Piper, stated that HB 2892 provides adequate funding to meet the educational needs of Kansas children. (Attachment 14)

Mr. Gerald W. Henderson, Executive Director, United School Administrators of Kansas, stated that the provisions of HB 2892 address all three of his organization's primary belief statements. (Attachment 15)

Written testimony only was submitted by Mr. Paul Fleener, Director of the Public Affairs Division, Kansas Farm Bureau (Attachment 16); and Mr. Tim Emert, Chairman, State Board of Education (Attachment 17).

The Chair announced that the hearing for proponents of HB 2892 is concluded and that the Committee would be meeting tomorrow in room 123-S beginning at 1 p.m. He then adjourned the meeting.

SENATE EDUCATION COMMITTEE

TIME: 1:00 p.m. PLACE: 313-S DATE: Tuesday, March 24, 1992

GUEST LIST

NAME ADDRESS ORGANIZATION

NAME	ADDRESS	ORGANIZATION
James A. Tolwood	P.O. Box 1037	City of Parsons
Lonie R. ADDIS	240 Iowa Oswego, Mo. 67356	LAFLETTE COUNTY Commission
RICHARD BRANSTRATOR	1000 SECOND - DODGE CITY	U.S.D. 443
Randall O. Barnes	606 N. Chawton - Kingman, KA	Medical Home Health
E. J. Monday	1313 Washington Parsons, KS.	Sr. Citizen
Ronald Burgess	P.O. Box 685 Tonganoxie, KS	USD 464
Tim Ken	P.O. Box 4 Parsons, KS.	Minister
Wanda Hull	3118 Crawford Parsons, KS	City of Parsons <sup>school</sup> 506
Ruth Grigg	1233 Kimball Parsons	Sr. Citizen
Jim Grigg	1233 Kimball Parsons	Sr. Citizen
Norothy Treeberg	R.R. 4 Parsons Kansas	Sr. Citizen
Virgil Treeberg	R.R. 4 Parsons Kansas	Sr. Citizen
Janet Braun	1606 Clairmont Fort Scott, KS <sup>66701</sup>	USD 234
Margaret Titus	1223 S Crawford Fort Scott, KS <sup>66701</sup>	USD 234
Gary Lynn Cartwright	747 1/2 S. National " " " Fort Scott Area Chamber of Commerce	
Jayne Hudiburg	R.R. 4, Box 2A Fort Scott, KS	U.S.D. 234
Janet Iruen	124 N. Eddy, Fort Scott	USD 234
Linda Jackson	107 N. Crawford, Ft. Scott, KS	USD 234
Mene O'Brien	Box 217 St. Paul, KS	USD 101
Willis Krupp	111 Archer Ft. Scott, KS	USD 234
Josephine Krupp	111 Archer Ft. Scott, KS	USD 234
Janet [unclear]	418 South 18th Parsons, KS	USD 503
Amy Story	2430 Appleton Parsons, KS	USD 503
Beverly Wood	300 Merdock Parsons, KS	USD 503

SENATE EDUCATION COMMITTEE

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<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
James J. Jackson	2323 Main	Parsons, Kansas
Jim McCarty	1715 Plaza	Parsons, Ks.
Larry R. Alloway	1906 Main	Parsons, Ks.
Ron Holt	P.O. Box 208 Wichita	BEST, WISE Partnership for Growth Inc.
Bernie Koch	Wichita	Wichita Chamber
Sharon Brandenburg	Parsons, KS	Citizens group for tax relief
Bridget Brandenburg	601 N 30th, Parsons	" "
Paula Smart	Wichita	WIBA
Mona England	P.O. Box 546, Oleanore	Commercial Bank
Co. Good	ARI, Dennis, Ks.	Commercial Bank, Parsons
Robert E. Brandenburg	601 N 30 Parsons	citizen group for schools
Mary Gick	3215 Belmont Parsons	Commercial Bank
Michael Simon	Rt. #2, Box 125, McCune	Commercial Bank
Mesle Tree	Topeka	KACC
Bill Melley	Windsor	915 D465
Ken Kuhn	Topeka	4th Enrollment USD's
Clark Whites	Newton	USD 373 et al
George Royce	Newton	USD 373
John Eubank	1431 Grand Parsons, Ks.	
Nancy Eubank	1431 Grand Parsons	
Margaret Meyer	3105 Durin, Parsons 67357	USD # 503
Dorinda J. MacDonald	1404 Morgan, Parsons 67357	
Janet J. Seaton	611 Quail Creek K Rd Parsons 67357	SUBS. Inc
Kel Redford	744 Box 249 PARSONS, Ks 67357	
Greg Jones	11230 W. 13th Ct WICHITA, KS 67202	WICHITA FEDERATION OF TEACHERS

SENATE EDUCATION COMMITTEE

TIME: 1:00 p.m. PLACE: 313-S DATE: Tuesday, March 24, 1992

GUEST LIST

NAME	ADDRESS	ORGANIZATION
Beel R. Moore	214 Reed Parsons	
Shirley Mese	214 Reed Parsons	
Ralph Farran	321 Stone Parsons	
Doris Farran	321 Stone Parsons	
Katherine A. Tridolph	1524 Briggs Parsons	
Walter L. Littlejohn	" " "	
KEED W. VAUIS	Topoka	KDOT
Dick Neg	1715 Grand Parsons	USD # 503
Lewis Devel	RR 4 Box 257, Parsons	USD # 503
Betty Almetel	3037 Stowers Parsons	for lower property tax lower taxes (property) & equal dist. of school fund
Lina Bakstman	64 Creek Parsons	
Alge Moore	303 Crestview Parsons	
Linda Dougherty	Parsons	4510 503
Suzanne Bradford	Rt 1 Box 26 Mound Valley	USD 503
Ruby Johns	2779 Wilson, Parsons	USD 505
Charles Johns	" "	"
Barbara J. Cassias	2118 W. 48 Terr., Westwood Hills Ks	USD 512
Victoria P. Cannon	5419 Canterbury Fairway, Ks 66205	USD 512
Corrine Ervin	3010 Grand Parsons, Ks 67357	USD 503
Julie Hale	P.O. Box 344 PARSONS, Ks, 67357	" "
Jiglo Beane	1708 KENNEDY PARSONS 67357	
Jerry O. Carson	3404 Div., Parsons, K 67357	
John Kenneth Charles	PO Box 836 Parsons Ks 67357	
Robert Wood	PO Box 933 Parsons, Ks 67357	

SENATE EDUCATION COMMITTEE

TIME: 1:00 p.m. PLACE: 313-S DATE: Tuesday, March 24, 1992

GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Dee Jack	206 Country Club, Parsons, Ks.	<del>Parsons</del> USD 503
Therese Flynn	1401 Grand	Parsons taxpayer
Lori Bigler	1301 Morgan, Parsons, KS	Parsons Chamber of Commerce
Meriel Saunders	804 South 29th, Parsons, Ks.	mother of high school student
Jennifer Saunders	804 South 29th Parsons, Ks.	Parsons Student Council
Malvin Thomas	3000 Winston Rd Parsons, Ks.	Parsons Chamber of Commerce
JERRY Kempf	HAYS, Ks. 67601	SUNFLOWER
John Chapman	12036 Leav. Rd KCK66109	USD 203
Jandra Terrell	12036 Leavenworth Rd. K.C. Ks 66109	USD 203
Gerald Henderson	Topeka	USA of KS
Harriet Lange	Topeka	KAB
Jaquie Dakes	Topeka	SQE
Ledislado M Hernandez	Topeka	Gov. office
Mark Tallman	Topeka	KASB
Linda Aldridge	87 Main, Winchestr, KS 66061	USD 339
Robert Gault	Box Q Winchestr, Ks	USD 339
Dan McNamee	TOPEKA	NR

STATE OF KANSAS



DIVISION OF THE BUDGET

Room 152-E  
State Capitol Building  
Topeka, Kansas 66612-1578

(913) 296-2436  
FAX (913) 296-0231

JOAN FINNEY, GOVERNOR

GLORIA M. TIMMER, Director

M E M O R A N D U M

TO: Senate Committee on Education  
FROM: Gloria M. Timmer, Director of the Budget  
DATE: March 24, 1992  
SUBJECT: Testimony on House Bill 2892

Good afternoon, I am Gloria Timmer representing the Governor on HB 2892.

House Bill 2892 contains many provisions for a revised school finance formula which the Governor's Task Force on School Finance developed and which are endorsed by the Governor. Specifically, the proposed statewide mill levy, the concept of base funding per pupil and the provision of varying levels of spending for rational differences in cost through a weighting formula are consistent with the Task Force report and the Governor's position. In addition, the concept of limited local option budget authority to address needs identified by the local school boards is endorsed as a measure to retain local involvement. The Governor also supports provisions of the bill that allow direct citizen involvement in local school funding decisions through protest petition and direct election.

The Governor strongly supports the concept of a statewide mill levy to support local school districts. Further, the Governor supports the efforts of the House of Representatives to set this levy at 29.0 mills to deliver necessary property tax relief to a vast majority of Kansans. This property tax levy contained in HB 2892 would reduce mill levies in 297 of the 304 school districts in the state. A 29.0 mill statewide property tax levy represents over a 50 percent decrease from the current average levy of 58.7. I emphasize again Governor Finney's concern that the replacement revenue necessary to fund the remainder of any school finance distribution package must come from sources that do not increase the tax burden on lower and middle income Kansans.

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As you are aware, the Governor's number one priority for the 1992 Legislative Session remains significant, meaningful property tax relief. This relief needs to be accomplished in a structural, fundamental manner in order to control the property tax burden on the citizens and small businesses of the state in the foreseeable future. Kansas ranks 14ths nationally in its reliance on the property tax to finance state and local government. Among the states in the region only Nebraska depends more heavily than Kansas on the property tax as a revenue source. School funding is recommended as a vehicle to reduce this reliance because education is the largest consumer of tax revenues. In FY 1991, just over 53 percent of the \$1.7 billion of property taxes levied was used to fund local schools.

In addition to the reduction in the overall amount of government services financed by property tax relief, a uniform statewide levy also addresses the fairness of the property tax burden for citizens across the state. Current judicial interpretations of school financing, as well as common sense judgment, maintain that access to education opportunity should be equal for all students in Kansas. If taxpayers and parents are, then, to expect equal services, should they not expect to pay more equally for these services? The current system, creating property tax levy disparities between 9.12 and 97.69 mills for essentially the same services, cannot be maintained. More dramatically, the above levies create property taxes of \$273.60 and \$2,930.70 on comparable pieces of commercial property appraised at \$100,000 each; based solely on business location.

Regardless of the final school finance formula enacted, it is clear that additional state resources will be necessary to adequately fund local schools. These resources are necessary to supplement the revenues generated from the statewide property tax. Even maintenance of current spending levels for local schools, when coupled with a 29.0 mill property tax levy, will require just under \$400 million in additional State General Fund support. These resources must be from sources that do not add to the tax burden of average or low income Kansans. The Governor continues to believe that expansion of the sales tax base remains the most acceptable way to generate these resources. Elimination of all sales tax exemptions would generate just over \$350 million in FY 1993 and almost \$500 million annually. This revenue source is more than sufficient to provide resources to achieve the proposed mill levy when combined with the resources available from revenue accelerators, reductions in the State General Fund ending balance requirements, and implementation of the video lottery.

It must be made clear that any proposal to raise the necessary replacement revenue will be acceptable only if the burden on lower income and middle income taxpayers is not increased. We do, however, recognize the difficulty facing the

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Legislature in removing existing sales tax exemptions. If the number of exemptions repealed by the House cannot be increased, additional revenues or reduced expenditures are necessary to maintain the 29.0 mill levy. The Governor strongly encourages you to consider reductions in expenditures from the plan passed by the House. This bill is estimated to increase local school spending by over \$200 million or 10.5 percent. Obviously, the reduction of expenditures to a more reasonable increase will reduce the state resources necessary to achieve the 29.0 statewide mill levy.

Another major benefit of the statewide mill levy is the increased stability in property taxes that would result from the House plan with the addition of the resources mentioned previously. This can be seen by the out-year effects of the proposed system as shown on the attached table. Clearly, this level of stability will be a major improvement over recent years. Such a stable tax environment will encourage business investment in Kansas to further strengthen our economy. As is apparent from the table, with control of expenditure growth, the mill levy will remain at the reduced level assuming moderate growth in tax receipts. This demonstrates that movement to a statewide levy does indeed provide structural and long-term property tax reductions. It should be noted again that resources in addition to those contained in House Bill 2892 are necessary to maintain the reduced mill levy in future years.

Kansans cannot continue to accept the property tax burden, instability and inequities that occur under the current school finance system. Of equal importance, access to educational opportunity focused at the student level is necessary to change the current system which allows inordinate discrepancies in spending by different districts. The Governor asks that you recommend the statewide levy at no more than 29.0 mills and the distribution formula concepts contained in the bill favorably for passage. Additionally, the resources necessary to achieve this level of property tax relief must not come from the pockets of below average or average income Kansans. We appreciate the opportunity to testify on this bill and stand ready to work with you for the benefit of all of the people in the state.

Attachment

1525

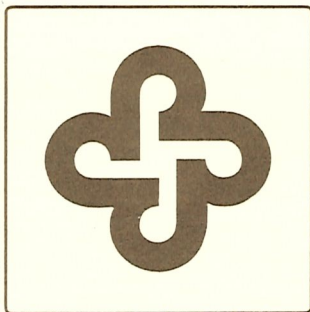
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Mill Levy Determination (HB 2892 with proposed additional resources)

	<u>FY 1993</u>	<u>FY 1994</u>	<u>FY 1995</u>	<u>FY 1996</u>	<u>FY 1997</u>	<u>FY 1998</u>	<u>FY 1999</u>	<u>FY 2000</u>
Local School Operating Budgets	\$1,986,777	\$2,066,248	\$2,148,898	\$2,234,854	\$2,324,248	\$2,417,218	\$2,513,907	\$2,614,463
Local Effort								
Cash on Hand	\$179,308	\$274,766	\$245,704	\$172,219	\$104,158	\$47,806	\$13,253	\$0
Property Tax in Process	255,000	153,006	159,126	168,345	178,046	191,340	208,622	223,996
Motor Vehicle Property Tax Receipts	125,000	114,000	70,000	72,800	75,712	78,740	81,890	85,165
Local Option Levy (4.30 Average)	64,820	67,413	70,110	72,914	75,831	78,864	82,018	85,299
Public Law 874 Federal Fund Receipts	12,000	12,480	12,979	13,498	14,038	14,600	15,184	15,791
Mineral Production/IRB Payments	6,000	6,240	6,490	6,749	7,019	7,300	7,592	7,896
Subtotal - Local Effort	\$642,128	\$627,905	\$564,409	\$506,525	\$454,804	\$418,649	\$408,559	\$418,147
Current General State Aid	776,922	807,999	840,319	873,932	908,889	945,244	983,054	1,022,376
Additional State Revenue	558,339	580,528	603,749	627,899	653,015	679,136	706,301	734,553
Total - Other Revenue	\$1,977,389	\$2,016,432	\$2,008,477	\$2,008,356	\$2,016,708	\$2,043,029	\$2,097,914	\$2,175,077
Uniform Tax Revenue Necessary	9,388	49,816	140,421	226,498	307,540	374,189	415,992	439,386
Amount of Uniform Tax Levied	437,160	454,647	480,985	508,703	546,686	596,064	639,988	675,979
Amount per Mill	15,074	15,677	16,305	16,957	17,635	18,340	19,074	19,837
Uniform Levy Necessary	29.00	29.00	29.50	30.00	31.00	32.50	33.55	34.08

Notes: Additional state revenues include reduced SGF balances, revenue accelerators and video lottery.  
 Removes special education, inservice and capital outlay from the local school operating budgets.  
 Assumes a four percent growth in school expenditures and all revenue sources except motor vehicle taxes.  
 Utilization of 55 percent use of the ten percent local option is estimated.  
 The Local Option Levy will be reduced by approximately 0.5 mills in FY 1995 as a result of motor vehicle receipts to these local funds.

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 Division of the Budget



PARSONS CHAMBER OF COMMERCE  
P.O. BOX 737, PARSONS, KANSAS 67357. (316) 421-6500

Senate Education Hearing  
March 24, 1992

Jennifer Saunders  
Parsons, Kansas

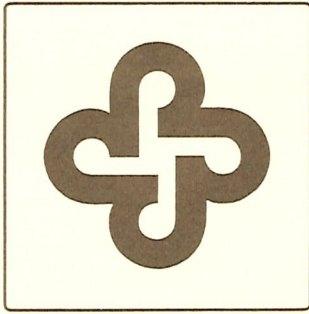
I ask that you consider Judge Bullock's comments when he stated your duty is not to the school districts, not to the schools, not to the voters, and not even to your constituents. Your duty, according to the constitutions, is to me and to every other student in Kansas. You have in your hands the ability to respond to that duty, if you only choose to do so.

In 1954 the supreme court ruled in the monumental case of Brown vs. the Board of Education of Topeka that separate but equal schools are unconstitutional. Unfortunately, once again we are hiding behind the slogan of Separate But Equal, except this time on a financial level. It is the mindset that separate formulas and budgets for each school district are providing an equal quality of education for all students. But you and I both know that this is not true, and is as much of an injustice as the racial segregation that occurred here in the 1950's.

As a debater, I have traveled to many schools across the state of Kansas, and I have seen the disparity in the quality of education being provided from city to city as a result of differing monies available. In my own town, my fellow students and I have had to cope with old textbooks and outdated equipment. Students are facing crippling cutbacks in extracurricular activities as well. All of these problems combined are making learning for the students, and teaching for the staff of my high school more of a struggle than a rewarding experience.

If there is any group that can alleviate these statewide difficulties, I believe it is you. It is in this legislature's power to establish, maintain, and finance an equal education for every student in this state. Not only that, but it is also your duty. I ask you to accept the responsibility to which you were elected.

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PARSONS CHAMBER OF COMMERCE  
P.O. BOX 737, PARSONS, KANSAS 67357. (316) 421-6500

Senate Education Hearing  
March 24, 1992

Calvin Thomas  
Parson, Kansas

Equal funding for education is why we are here. The economics of equal funding is what makes it so important for everyone. Our strong reliance on property tax has created an inequitable form of taxation. This over-reliance on property tax has become outdated. We have forced Kansas citizens to choose alternative housing, to own property in adjoining states, and are adversely affected by major tax abatements. In today's tough economy, the combination of low income and high property taxes has left a segment of our citizens unable to qualify for a home loan. In the past this dream was possible for most Kansas families, and these are just a small part of the economics of equality.

Because the property valuation is so low in the Parson School District 503 our mill levy for educational funding is the highest in the state. Since we do have this distinction, we feel it is our responsibility to let you know we strongly support the equalization of educational funding.

Over 500 people have come to Topeka today to emphasize equal funding for education. These are Kansas citizens from across the state showing concern for Kansas education and the equal funding of education for all the children of Kansas.

We are not asking for special treatment. We are asking for equal treatment. A family living in Parsons pays over \$1000 in property taxes, inflated by a school tax that is nearly double the average in the state. In spite of this, our children receive \$536 less in educational funding per student than the average school child in the state.

Your job is a difficult one, and there will be those who will be angered by any change. We know some of us will pay more in total taxes to equalize the education funding and some will pay less. Some economic benefit may come to some families as a secondary spin-off of this reform. Your job is clearly defined, and it gives you a chance to bring about reform that will benefit today's students and the future leaders of Kansas. Equal funding for education is our goal.

We are not here to support any specific taxing combination. We desire property tax relief and that the funding for education be on an equal basis for all Kansas taxpayers and Kansas students.

Thank you..

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KANSAS  
ASSOCIATION



OF  
SCHOOL  
BOARDS



5401 S. W. 7th Avenue Topeka, Kansas 66606  
913-273-3600

Testimony on H.B. 2892  
before the  
Senate Committee on Education

by

Mark Tallman, Coordinator of Governmental Relations  
Kansas Association of School Boards

March 24, 1992

Mr. Chairman and members of the Committee:

KASB supports the major elements of the school finance plan contained in H.B. 2892. This plan is consistent with the school finance policies and resolutions adopted by the KASB Delegate Assembly. It is an improvement upon the current system of school finance, upon Governor Finney's original recommendations, and upon the original House Committee plan.

We believe that H.B. 2982 would satisfy the constitutional requirements for public school funding. However, our policies were not developed to satisfy any court ruling. These are the same policies that guided our positions on school finance last session. We believe the Legislature should adopt these principles whether court cases are pending or not.

KASB believes that every child in Kansas should have an educational opportunity equal to that of every other child. Public education should mean that a child's opportunity is not dependent upon the wealth of the child's family. School finance should mean that a child's opportunity is not dependent upon the wealth of the child's school district.

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The maintenance of the School District Equalization Act for nearly 20 years implies that the state shares this commitment. The SDEA was designed to equalize "over time;" but it has failed to end significant variation in school spending per pupil, and has allowed even more significant variations in tax burden. Too often, lower spending districts have the highest taxes, which limits their ability to fund competitive budgets.

Equalization can be approached in two ways. First, resources can be shifted from high spending districts to low spending districts without new funding, which was Governor Finney's original proposal. Second, additional resources can be provided to low spending districts to "catch up" to the norm, which is proposed in H.B. 2892. Some alternative proposals, which retain features of the SDEA, attempt to achieve the second approach "over time" at lower immediate cost. We are extremely skeptical that the state will maintain "over time" the commitment of new resources and budget controls needed to make the SDEA work. The failure to do so is why the SDEA has not, in fact, worked.

Therefore, we are prepared to embrace H.B. 2892 as a way to immediately provide an equal base level of financial support for each child. At the same time, we believe that districts must have the local discretion to enhance their budget, provided that every district can do the same at an equal local effort. The Local Option Budget and Local Enhancement Budget provide this discretion. We do not believe this provision of H.B. 2892 significantly differs from current budget controls, which both limit district spending authority and provide a greater range of authority to low spending districts. However, the LOB/LEB impose a maximum range of 25% in spending per pupil.

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We would note that this range is achieved by providing a base budget per pupil within 25% of the budget per pupil of almost all high spending districts. In fact, the base would be within 10% of the overwhelming majority of districts. Any reduction in the cost of this approach requires either a wider, less equal, range in spending, or forces reductions in high spending district budgets.

In summary, H.B. 2892 creates immediate equalization instead of attempting equalization over time; it provides a wide range of local discretion but imposes a maximum range of spending; and provides equalized funding mechanisms for local option authority.

We would register one serious concern about the bill as amended by the House. We oppose the protest petition procedures attached to the LOB and the referendum requirement attached to the LEB. We believe the decision to use these options should be made by the Board of Education, which is elected by, and accountable to, the voters. The timing required for a special election would make it very difficult to use this authority. Finally, being subjected to these requirements each year would make the commitment of this authority for salaries and long-term programs very difficult.

Our final comment would be a strong endorsement of the outcomes based education standards included in the bill. KASB supports the Quality Performance Accreditation plan from which these outcomes are drawn. We support meaningful sanctions for districts which fail to meet appropriate standards. We believe school improvement must accompany school finance reform.

Thank you for your consideration.

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NEWTON UNIFIED SCHOOL DISTRICT 373  
HAYS UNIFIED SCHOOL DISTRICT 489  
DODGE CITY UNIFIED SCHOOL DISTRICT 443  
WINFIELD UNIFIED SCHOOL DISTRICT 465  
PITTSBURG UNIFIED SCHOOL DISTRICT 250  
ARK CITY UNIFIED SCHOOL DISTRICT 470

SCHOOL FINANCE INFORMATION

PRESENTED TO

SENATE EDUCATION COMMITTEE

MARCH 24, 1992

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Senator Harder and Members of the Senate Education Committee:

I am George Rogers, a member of the Newton U.S.D. 373 Board of Education. I appreciate the opportunity to appear before you today to express our views on House Bill 2892.

This legislation addresses many of our concerns in a bold and forthright fashion.

We stated, in a position paper filed with Judge Bullock, that the quality of education should not be determined by the financial resources of the district, and any financing formula should be wealth neutral and uniform in burden. The uniform mill levy provision in HB 2892 meets that standard. The funding stipulated in the bill would be very beneficial to Kansas children.

In the same position paper, we listed a requirement that a student needs-based distribution system should be utilized to establish budgets. This legislation speaks to that issue in part. The pupil-weighting proposal for at-risk students, bi-lingual children, and for vocational education are quite acceptable.

We do have serious reservations about the weighting formula utilized to determine the budget per pupil for districts with an enrollment of less than 2,000 students. Economy of scale in conjunction with student population density may be necessary. Our stance is that any distribution formula must provide for a significant reduction in the range in amounts allowed for budgets per pupil in the 304 districts and the elimination of that disparity entirely where no rational educational explanation for the differential exists.

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This bill essentially removes the differential between Category IV and Category V schools. However, for the most part, it does not remove the vast disparity with the lower enrollment districts, and in some instances, it increases that inequity. The adjusted operating budgets per pupil would range from \$3,702 to \$8,424, a figure which is almost 230% of the lowest amount. A study shows that in counties containing Category IV districts and other smaller districts that the disparity has increased during the years and that the proposed legislation does not effectively solve that problem. It is our firm belief that the use of enrollment categories to provide additional funding on the basis of size alone has been one of the major factors in creating the current inequities and that its continued use will result in eroding the positive effects provided by HB 2892.

We urge you to pass legislation containing the positive elements of House Bill 2892, but not before correcting the distribution formula based on size alone.

This is a monumental task to provide an equal educational opportunity for every pupil, and we wish you the strength and perseverance necessary for that task.

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The attached table shows the comparisons of the Category IV (Fourth Enrollment) district budgets per pupil to those of the other enrollment category districts in the same county:

Column Explanation:

- Column I - Name of Category IV District
- Column II - The differential in BPP, in percent for the school year 1981-82. Source of Original Data: USD Report on Enrollments and General Fund Budget Per Pupil 1981-82: Kansas State Department of Education.
- Column III - The differential in BPP in 1989-90  
Source of Original Data: Report on Enrollments and General Fund Budget Per Pupil 1989-90: Kansas State Department of Education.
- Column IV - The difference in BPP was derived from data provided by printout (L 9278) for House Bill 2892.

Notes:

1. The school year 1981-82 was the fiscal year prior to adding an enrollment category for the four highest enrollment Districts.
2. The school year 1989-90 was included as it was the year that Newton USD 373 et al initiated litigation.
3. The information has little or no significance in those counties which contain several Category IV and/or Category V districts.

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BUDGET PER PUPIL COMPARISONS IN PERCENT  
CATEGORY IV DISTRICTS TO OTHER DISTRICTS IN HOME COUNTY

I	II	III	IV
DISTRICT	1981-82	1989-90	AMENDED HB2892
Great Bend	*39.5	52.2	47.8
Fort Scott	11.9	40.2	59.9
Augusta	15.1	29.4	28.9
El Dorado	20.8	27.1	22.1
Winfield	29.2	49.4	65.0
Ark City	32.1	48.5	62.8
Pittsburg	21.9	33.9	42.7
Lawrence	17.8	21.6	36.3
Hays	17.6	55.1	57.4
Garden City	23.7	57.6	42.1
Dodge City	55.4	42.0	61.5
Ottawa	21.1	44.1	49.4
Newton	30.9	51.5	47.2
Blue Valley	-10	-9	1
Leavenworth	16.4	26.5	22.4
Emporia	28.1	39.6	48.9
McPherson	30.3	41.6	50.7
Coffeyville	18.7	42.3	42.1
Independence	17.1	52.4	43.8
Chanute	22.1	26.0	32.5
Hutchinson	16.8	31.9	36.2
Buhler	24.9	33.9	30.6
Manhattan	32.9	42.1	58.1
Salina	23.0	59.2	60.6
Derby	1	7.6	4.2
Haysville	10.7	14	1.1
Valley Center	4.1	12.4	2.3
Goddard	2.3	7.6	1.4
Maize	-4.5	9.3	.7
Liberal	31.3	32.0	56.7
Seaman	11.9	9.3	.5
Auburn-Washburn	7.2	13.6	-.1
Shawnee Heights	9	17.2	-.3
Wellington	22.0	36.3	57.2
Turner	-5.6	2.9	3
Bonner Springs	-5.7	.1	2.2

\*In 1981-82 the average of the budget per pupil in the lower enrollment category districts in Barton County was 39.5% higher than that of Great Bend USD 428. By 1989-90 the differential was 52.2%, and in HB 2892 it is estimated to be 47.8% higher.

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## **TESTIMONY ON SCHOOL FINANCE MARCH 1992**

Mr. Chairman and members of the committee, my name is Gary Livingston. I am superintendent of the Topeka Public Schools. I appreciate the opportunity to visit with you today on behalf of USD 501.

The decisions made in this legislative session will have far-reaching effects on the future of this state--its economic growth and well-being, because this legislative body has been called to restructure our future--our system of funding public education, which IS the future of this state.

It is imperative that the decisions made look beyond the provincial to the greater good of the entire State.

We in the Topeka Public Schools see the basic concept of statewide property tax assessment as an equitable method of distributing the costs of education and state aid to schools. We agree with Judge Bullock that all children deserve an opportunity for an equitable education and that some children cost more to educate if they are indeed going to receive an equal opportunity at receiving an education. Some disadvantages show readily when a child comes to the school house door---a child in a wheel chair or one who is blind. But there are other children that we serve whose disabilities are not as visible--children who come to school having spent the night listening to drunken fights, children whose last meal was the lunch they had at school the day before, others who know school as the only safe, secure

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place in their lives. These children are as at risk--maybe more at risk than the child in the wheel chair. They also need additional support, particularly in the social and counseling areas, if they are going to have a chance to succeed in school.

Please do not forget the needs of the at-risk child in your deliberations. We believe special consideration should be given to weighting for the additional costs required for these special at-risk needs. Otherwise, we create unequal opportunities for these students.

Those children currently served by our special education programs also have very diverse needs--some need almost one-on-one attention, others can be served with only an hour a day in a specialized setting. Please consider these varying costs of different categories of special education exceptionalities. In fact, we believe the present categorical approach provides for equitably meeting the needs of handicapped children.

Equity is also a concern with regard to the present formula for paying for student transportation. Walking a mile along a country road--with limited if any crossings--I think you will agree is very different from walking a mile through the center of a city like Topeka, crossing major thoroughfares and four lanes of traffic. We therefore recommend that the safety of children in heavily populated areas be a consideration in the formula, with transportation paid by the state at the one-mile level for elementary and one and one-half mile level for secondary. Who truly believes equity only begins in excess of two and one-half miles?

Capital outlay funding is a very serious issue. Capital outlay funds must be

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available for repair and maintenance as well as building new facilities. Older buildings--whether in urban or rural areas--need almost daily repair. In the Topeka school district, our summer repair and maintenance projects, which are predominantly related to safety and health issues, amount to between \$1.8 and \$2 million. In addition, we spend an average \$300,000 during the year to keep schools repaired. We recommend that the 4 mill local option levy remain as proposed in House Bill 2892. In addition to capital outlay funds, much of this maintenance is accomplished with earned interest, and present budget conversations would drastically limit funds available. We also support the recently passed House Bill 2835 equalizing the opportunity for modernization and replacement of school facilities. The average age of our buildings is approximately 40 years with the oldest being in excess of 60 years.

Finally, we are pleased that the legislature recognizes the vital role that vocational education is and will be playing in the economic growth of our state. We support legislation to fully fund vocational education. More and more companies are taking advantage of the customized training programs available through our area vocational-technical schools. In Topeka, between January 1990 and January 1992, the Kaw Area Technical School has provided customized training for 52 companies and served 2,770 employees of those companies. Based on current commitments for 1993, we expect to serve 5,900 employees in customized training programs. This training ranges from total quality management procedures to diesel mechanics. This increased demand for training comes at a time when the

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post-secondary aid appropriations for area vocational-technical schools have been virtually frozen for the past two years. We would ask that the legislature fully fund the post-secondary aid appropriations for area vocational-technical schools this year. This is not just an education issue. It is an economic development issue. Increased training is going to be an economic necessity for Kansas companies to compete in tomorrow's market place.

Your task is a difficult one--maybe impossible. Be assured, we in Topeka understand compromises must and will be made. However, while equity is the critical issue posed by Judge Bullock, in your deliberations please don't ignore quality. As a patron informed us recently in a public forum on our budget: "We can't get by with a discount educational system. The discount store model will not work for our children!"

Thank you for your time, and I wish you well in this most important task on behalf of our state. I would be happy to answer questions.

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KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

Craig Grant Testimony Before  
Senate Education Committee  
Tuesday, March 24, 1992

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas-NEA. I appreciate this opportunity to speak in favor of HB 2892.

Since last October 14, Kansas-NEA has been on record agreeing with Judge Terry Bullock that the emphasis in school finance needs to be directed toward the student and what resources are needed to provide each student in Kansas with an equal and "suitable" education opportunity. The plan before us today appears to address equality in a major way and attempts to deal with suitability.

K-NEA has long believed and stated that it is time to move away from the political approach of "tinkering" with school finance to the needs approach of determining what it takes to meet the needs of students. It is precisely the needs of students which have not been the focus. The focus or bottom line for years has been what the property tax increase would be for each school district within a legislator's district. HB 2892 takes us to a much higher plane.

What HB 2892 does is the following:

1. It reduces dramatically the range in budget per pupil throughout Kansas. Currently, the range in budget per pupil is from \$2,720.28 to \$10,483.50. In essence, HB 2892 reduces the range in budget per pupil to a low of \$3,625 to a high of \$4,531.25, a difference of only \$906.25.
2. It utilizes a weighting formula to account for differences in expenditures for vocational education, for bilingual education, for sparsity in transportation, and for low enrollment or economy of Educ

scale. We believe these are the "rational education reasons" which Judge Bullock was talking about in his discussion last October.

3. It reduces the wide range in mill levies throughout the state. The current range of 9.12 mills to 97.69 is reduced, based on projected usage of Tier II, to a range of 29.00 to 41.84.
4. It allows a great deal of local discretion (local control) in Tier II and Tier III. This 25% local option is greater than we have had in recent years.
5. It creates a scenario which has only two school districts, Mullinville (\$111,164) and Satanta (\$78,834), to be losers after Tier III is utilized. After the 100% funding of special education, which hopefully will be attached to the package through the funding bill, these numbers will be reduced even more.
6. It allows, with projected usage of Tier II, 294 districts to lower their mill levy. Last year we had 249 districts increase their levy, one as high as 26 mills.

As in any bill, we believe some improvements could always be made. The provision in HB 2892 for an election in Tier III is a problem we believe. The cost and effort of going through an election each and every year to utilize these eight reasons should not be required. School boards will think long and hard before utilizing this tier. We would project that less than a dozen will need to utilize the provision. They will need to utilize it for these reasons. School boards are responsive to the patrons and will make sure that a great deal of input is received before voting to use this provision. A protest petition might be a safeguard, but we are not sure even that would be needed.

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Coupled with HB 2835, which equalizes bond and interest payments, Kansas-NEA believes that HB 2982 should meet the criteria established by Judge Bullock. We further believe that both equal and suitable education opportunities are dealt with in the bill.

Kansas-NEA believes that the education of all of the youth in our state is so important that a statewide perspective must be maintained. HB 2892 and HB 2835 could be the school finance structure which will serve the needs of Kansas education for years to come.

We thank you for your hard work and thought on this topic and for listening to the concerns of our members.

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Senator Harder and Members of the Senate Education Committee

I am Bill Medley, Superintendent Winfield USD 465 and Chairman of S.E.E.K. (Schools for Equalization of Education in Kansas) an organization made up of the superintendents of twenty-eight of the thirty-four category IV USD's.

I appreciate the opportunity to appear before you this afternoon to support some aspects of HE 2892 and to call to your attention some concerns.

The uniform mill levy and the funding provided in this bill is strongly supported.

We support pupil-weighting for at-risk students, for those who are learning English as a "new language", for vocational students and for transportation.

We support categorical funding for special education and encourage funding at 95 percent of excess cost or higher.

We strongly oppose the proposed weighting system for districts under 2000 students. We accept that economy of scale in conjunction with student population density must be considered. However, such formula shall not be used to reward or encourage the establishment or maintenance of low enrollment attendance centers except for justifiable educational reasons. It is our belief that to qualify for such relief a district must have a sufficiently large geographic area to create a special need.

The proposal is a continuation, in form, of the current method of determining budgets and aid on the basis of enrollment categories. This is the very concept which contributed so greatly to the current unjustified, and probably illegal, disparity in per pupil expenditures which exists today. The arbitrary use of size alone to distribute additional financial resources does not meet the criteria required for a rational educational explanation for the differential.

We do not have available at this time a solution to this concern. We do, however, suggest that you consider some adjustment to the linear transition to equalize the percentage of "new budget authority" for USD's above and below 2,000 FTE.

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Public Affairs

**Testimony Before the Senate Education Committee  
In Support of House Bill 2892  
As Amended By the House Committee of the Whole  
By Robin Nichols, Wichita Public Schools  
March 24, 1992**

Mr. Chairman, Members of the Committee:

My name is Robin Nichols. I thank you for the opportunity to come before you today to represent the approximately 50,000 children in the Wichita Public Schools. We request your support for the distribution and reform portions of HB 2892 as the school finance bill which most adequately addresses our needs.

As each new school finance plan has emerged we have tested it against specific questions based on our lawsuit, Judge Bullock's guidelines and reform issues which we believe are important by asking, "Does this plan:

- more fairly and rationally distribute funding to Kansas' students?
- strengthen school reform?
- provide local control for education issues?
- recognize the varying needs of students in Kansas?; and the acid test,
- narrow the disparities in spending from school child to school child across the state?

While we are all dazzled by the prospects of major property tax relief, I would like to ask you to focus for a moment on the children you see in the Capitol every day. Some of those children have over \$10,000 a year spent on their schooling while others receive less than \$3,000 for theirs, simply because of where they live and no other reason.

Last year, when the tax package did not survive to adequately fund the new finance law, wealthy school districts with local tax stability had little stake in fighting for adequate state revenues for schools, while the fates of students residing in poor school districts were at the mercy of "no-new-taxes" politics affecting state aid. When the cuts came last fall, education continued as usual in wealthy districts, while others suddenly experienced classrooms of 35-45 students; and, lost equipment, programs, nurses, librarians, and counselors. Please remember the children as you review the attached chart which compares the major school finance plans which have been offered this session.

If the quality of education in Kansas is going to be driven by current or reduced levels of spending as tax considerations, then please say so. During the school finance debates of the past several weeks, some school districts have raised fears they will be forced down to spending levels which result in mediocre education. The levels they fear are the current spending levels of the Wichita Public Schools. We invite those who say this level is unacceptable to define what adequate funding for Kansas children is; to correlate that funding level to student performance expectations; and, to ensure that adequate funding is available for all Kansas children to meet those proven outcomes.

Every child in Kansas should be afforded the best educational opportunity we can give them to compete with students of other states and nations. Funding and resources should be equal to the needs our children face. Making a commitment to adequate funding of education for all children, not just for some, in Kansas, is the right thing to do. And, according to one district court judge it is the legislature's duty to do so. We ask for your support for HB 2892 as the first step toward that duty.

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### Spending Disparities Compared

The chart below gives an overview of spending disparities of current law, the first Senate SDEA Alternative plan, HB 2892 and two versions of the House Alternative School Finance Plan (SDEA). For each emerging plan it is helpful to compare the spending level available to Mulvane (the lowest) and to Mullinville (the highest: see Kiowa County) to discern the disparity range in spending.<sup>1</sup> Please remember that **no amount of money pumped through SDEA appears to sufficiently narrow the gap in spending disparities**, the subject of our lawsuit currently under judicial review. In fact, 2892 by design includes a rational education explanation for disparities in spending. As can be seen in two versions of the House Alternative SDEA plan, increasing funding only provides property tax relief, and does not address the disparities in spending which are greater than current law with no explanation.

<u>Plan</u>	<u>Spending Disparity</u>		<u>Disparity Range</u>	<u>Provides Educational Explanation For Disparity?</u>
	<u>Low</u>	<u>High</u>		
2892:	\$3,900 To	\$8,207	52.4%	Y
Senate SDEA Alternative #1:	\$3,152 To	\$10,483	69.9%	N
Current Law:	\$2,720 To	\$10,483	74.0%	N
House SDEA Alternative W/ \$50 Million:	\$2,802 To	\$11,011	74.5%	N
House SDEA Alternative W/ \$100 Million <sup>2</sup> :	\$2,802 To	\$11,011	74.5%	N

**\*NOTE:** New \$ in House SDEA Alternative **reduce property taxes** only (from a high of 91.59 mills at \$50 million down to 73.88 mills at \$100 million) - but **does not change spending or spending disparity**.

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<sup>1</sup> Divide each district's projected operating budget by its projected enrollment, subtract the low from the high, and divide the remainder by the high to determine the disparity range percentage in each plan.

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GEORGIA WALTON BRADFORD

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TOPEKA

HOUSE OF  
REPRESENTATIVES

COMMITTEE ASSIGNMENTS

MEMBER: ECONOMIC DEVELOPMENT  
LOCAL GOVERNMENT  
LEGISLATIVE EDUCATION PLANNING

TESTIMONY BEFORE THE SENATE EDUCATION COMMITTEE  
HOUSE BILL 2892  
REPRESENTATIVE GEORGIA W. BRADFORD  
94TH DISTRICT, WICHITA, KANSAS  
MARCH 24, 1992

Mr. Chairman, and Members of the Committee, I appear in support of House Bill 2892. I fully support the concept of equal use of PROPERTY TAX, SALES TAX, AND INCOME TAX to fund public schools. This concept was written about in . . .

Gold, Steven D. REFORMING STATE TAX SYSTEMS. Published by National Council of State Legislatures. 1986.

(Please note the chapter entitled, "Characteristics of a Balanced and Moderate State/Local Revenue System."

Quoted by Dr. Glen Fisher, a Regents professor at The Wichita State University and an expert on use of property taxes and by Dr. Ed Flentje in Kansas Policy Choices, I recommend the book which I will lend you.

The Tenth Amendment to the United States Constitution makes education a function of the state. Financing it is also a state function for the same reason.

Property tax in Kansas was a stable source of income in the 1920s when public education was originally funded. However, district property valuations range from wealthy to poor; appraised value of property is not consistent with market value; and, the discrepancies in districts of lower valuation must continue to be offset by state general fund dollars. More than that, more and more state dollars are required to fund schools.

While I rise in support of the basic concept for equal reliance on property, sales, and income tax, I have some serious questions which I hope you will address:

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1. When and if you subscribe to the uniform mill levy, I hope that you will address the possibility of setting consistent appraisal standards for property. Now, property is appraised by comparing properties within a county; but, with an uniform mill levy, property will need to be comparable from county to county. I am concerned that the school formula could be declared unconstitutional just on the basis of the differentials in value of property or on current appraisal practices.

2. When and if you subscribe to the elimination of exemptions in the package, I hope that you will address the excess money which amounts to approximately \$17 million which local units of government will collect. One suggestion might be further property tax relief.

3. When and if you subscribe to the additional funding in the package, I hope that you will address these suggestions:

a. Reform methodology which will assure that Kansas students will be skills efficient upon graduation: knowledgeable in statistics, probability, logic, and measurement systems; competent in use of resources such as time, money, material resources, and human resources; competent in interpersonal skills, use of information, use of systems, and use of technology. Students must have basic and thinking skills; they must have personal qualities of responsibility and integrity.

b. Restructuring of schools methodology which ties money spent on public education to not only the acquisition of skills but to excellence in performance. There are two things business and industry will not give up: monitoring of performance and accountability of performance. It is time to demand accountability for the expenditure of public money in public schools.

My colleagues and I want community involvement. We want enthusiastic support teams working with children. We want collaboration among teachers, administrators, and parents/community members. We want student learning needs addressed in building-based plans. We want to see teachers (those closest to children) sharing decision-making and assisting with planning, evaluations, and curriculum. We want a variety of student assessments. We want to see non-performing personnel (both teachers and administrators) phased out. We want professional personnel contracts specifically tied to quality performance standards. We want continuous collaborative monitoring of performance. We want funding tied to achievement. We want full understandable budget disclosure. We want a system which makes Kansas students competitive in the global economy - one we can celebrate!

Let us develop a clear and direct path toward the 21st Century to insure the success of Kansas students wherever they go. Thank you.

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TESTIMONY ON H.B. 2892  
SENATE EDUCATION COMMITTEE  
March 24, 1992

Bernie Koch  
Wichita Area Chamber of Commerce

Mr. Chairman, members of the committee, I'm Bernie Koch with the Wichita Area Chamber of Commerce. Thank you for the opportunity to appear today.

Our business community has been following this issue with a keen interest stemming not only from concern about property taxes and revenue sources, but an awareness of the funding needs of our schools and a four year involvement with the promotion of reform and restructuring in education.

Because of the nature of our economy in the Wichita/Sedgwick County area, a well educated work force is essential. Manufacturing, much of it highly technical in nature, is the engine that drives our economy. In an era when American auto manufacturers are laying off thousands of workers, when Japanese government officials are criticizing U.S. workers as being lazy and non-productive, and when manufacturing jobs are declining all across this country, we are bucking the trend.

The percentage of the Sedgwick County work force engaged in manufacturing for the first ten months of 1991 was 26.5%. That's higher than Japan, where the figure was 24.5% for the same period.

Our employers are looking for people who have good math skills, can communicate, work together, and solve problems.

Although work force considerations are our prime motivator, we also recognize the need to prepare our children to deal with life, not only in terms of a job, but the ability to be good citizens, equipped with the intellectual tools necessary for the pursuit of happiness.

We support the basic direction of House Bill 2892 as a means to achieving that end. Our position is based on Judge Bullock's guidelines, and the recommendations of the Governor's School Finance Task Force Report on Public School Financing.

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We support the concept of a uniform statewide mill levy to replace much of the current local mill levy funding for K through 12 public education, the concept of a state-set base distribution amount, and the idea of a minimum number of clearly extraordinary per pupil costs factored as weights.

We prefer this approach over attempts to narrow the gap in per pupil spending by trying to massage the current SDEA.

As this committee looks at 2892, we urge you to strengthen the portion of the bill having to do with education reform and restructuring. We would like this bill to include a procedure for state set uniform minimum goals for all students in all school districts.

We believe the state should set these specific goals and clearly define the outcomes desired, while allowing local school districts the flexibility to determine how to achieve those goals.

Our problem as a business community is this: We don't know what a Kansas high school diploma means. It could mean 304 different levels of achievement in 304 different school districts. We have employers who prefer to hire workers with a G.E.D. because they know what a G.E.D. means, no matter where in Kansas or the rest of the country that G.E.D. was received.

The work place has changed dramatically over the past several years. Education has struggled to keep up with those changes while also struggling to deal with the changes in society that make educating young people more difficult. Restructuring education has become not only a financial issue, but a social and economic issue as well.

The economic competition from the rest of the world is fierce. If we are to avoid becoming a second class nation economically, we have to be willing to restructure our schools so our children have the intellectual tools necessary to contend with challenges from abroad.

Thank you for the opportunity to testify today.

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TO: Senate Education Committee

FROM: Ron Holt, Vice-Chairman  
Business Education Success Team (BEST)  
WI/SE Partnership for Growth, Inc.

DATE: March 24, 1992

RE: School Finance Bill

Good afternoon. I am Ron Holt from Wichita, Sedgwick County. Thank you for this opportunity to offer testimony regarding the School Finance Bill.

I am here today representing BEST (The Business Education Success Team), an initiative of the WI/SE Partnership for Growth, Inc. BEST was established in the fall of 1988 and is an alliance between business and education in Sedgwick County. The mission of BEST is to contribute to the health and growth of the community by improving the quality and supply of human resources through collaborative efforts of business and education. BEST is governed by an Executive Committee with representatives from: The Wichita Area Chamber of Commerce, NEA-Wichita, WFT, business and industry, USD 259, other Sedgwick County Schools and the Wichita Catholic Schools, higher education, Sedgwick County Commission, community based organizations and a state legislator. In addition, our Advisory Council consists of over 30 diverse and committed educators, parents and business people.

My personal and professional background includes: an under-graduate degree from Friends University and an MBA from Wichita State. I am a parent of three children who are products of the Wichita Public School System. I am employed as the Manager of Human Resources for the Kansas Gas and Electric Company. My community activities involving education are; USD 259 School Desegregation Committee, recent finalist but unsuccessful candidate of the USD 259 School Board, Project Freedom, Big Brothers and Sisters of Sedgwick County and Boys and Girls Clubs of Wichita.

BEST is fully aware that the School Finance Bill before you has numerous parts dealing with school reform, taxation and funding distribution issues. Although individual members of BEST (i.e., The Chamber, Teacher Unions, USD 259, etc.) have positions on many if not all of the issues covered by this bill, BEST does not. I am here today to address on behalf of BEST the school reform issue only. As such, BEST believes that the Kansas Legislature, as a part of education finance reform, should establish a process for the identification of specific cognitive goals for students, to be achieved by all school districts, with appropriate procedures for assessing the achievement of those education goals, and with appropriate deadlines and incentives.

Parents, teachers, school administrators, business people, local, state and national government representatives, the general public -- we're all failing our kids. The U.S. Education System, including schools in Kansas and Wichita/Sedgwick County, is not doing an adequate job in preparing our young people for the future.

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During the past few years, BEST, along with numerous other individuals and organizations, has become increasingly frustrated at the apathy displayed by a substantial percentage of the public regarding the ability of our students to be successful in a global environment. We have watched as a significant percentage of our high school students graduate ill prepared to either enter the work force or pursue additional education. We have listened as employers voice concern at the increasing number of job applicants who fail to pass simple entry-level tests or complete an application free of misspelling and incomplete sentences. We have grimaced as our colleges and universities spend larger and larger amounts of money on additional remedial classes and struggle with the issue of how to deal with students who are functioning at the eighth- and ninth-grade levels.

During all of this, international tests continue to reflect that our kids are falling further and further behind their counterparts in other countries. American businesses are being forced to import workers from outside the United States, increase the amount they spend on in-house training, move their manufacturing facilities to other countries or simply give up and close their doors. At the same time, we see the number of illiterate adults increasing, and rapidly changing technology causing a major shift in the types of available jobs and the skills needed by workers to access these jobs.

What is the end result of all this? The fact that the gap between the haves and the have-nots in this country is widening and will continue to widen until we, the public, get serious about how we treat and educate our children.

BEST believes that we can no longer ignore the situation with our schools. We can no longer wait to act. The truth is, we've talked around the problem for years. It's time we face the facts no matter how unsettling they may be.

In light of these concerns, in closing, let me say again: BEST believes that the Kansas Legislature, as a part of education finance reform, should establish a process for the identification of specific cognitive goals for students, to be achieved by all school districts, with appropriate procedures for assessing the achievement of those education goals, and with appropriate deadlines and incentives.

Thank you very much for allowing me this time and for your consideration of our proposal.

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# Wichita Federation of Teachers

Local 725, American Federation of Teachers, AFL-CIO



## TESTIMONY IN SUPPORT OF HOUSE BILL 2892

I'm Greg Jones, President of the Wichita Federation of Teachers. I appreciate the opportunity to speak in support of House bill 2892.

I'm a product of the Wichita public schools and proud to say that I am a lifelong resident of Wichita. My city however, is beginning to experience higher levels of many of the problems that afflict urban communities throughout the country. Gang activity, students living below the poverty level, dysfunctional families, homeless children and non-English speaking children are but a few of the problems most Wichita teachers deal with daily. While Wichita has seen a significant increase in these problems we have not seen a proportional increase in state financial aid. In order to bridge this gap, our School Board has had to increase property taxes to a level that has become intolerable.

At the beginning of the current school year, despite a sizeable increase in the mill levy, 180 teaching positions in Wichita were cut. This left many schools with unacceptable choices such as cancelling library services, nursing coverage or promising at-risk intervention programs. These positions aren't luxuries -- they are necessities.

The Wichita Public Schools educate a significant percentage of our future workers. To allow a continuation of a financial policy which increases the chances of an intolerable number of people on public assistance and industries looking elsewhere for adequate labor supplies is not wise public policy.

The teachers of Wichita feel they are in a boat which is taking on water which is the flood of big city problems our students bring to our classes daily. By supporting H.B. 2892 the legislature would, in effect, be giving us a bucket to begin to bail with. Hopefully, after passage of H.B. 2892 we can begin the process of reforming our schools to meet the needs of the future.

I urge you to support H.B. 2892

Greg Jones  
WFT President

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TESTIMONY BEFORE THE KANSAS SENATE

IN SUPPORT OF H.B.2892

TUESDAY, MARCH 24, 1992

Dr. Sandra J. Terril, Superintendent, Piper USD #203

We as educators -- parents, teachers, school board members and administrators -- have joined hands through our separate organizations such as KASB, KNEA, USA and through grass roots efforts to form a community of support around and for our children.

The majority of us who support our children as the most important resource our state has also support H.B. 2892. This bill provides adequate funding to meet the educational needs of all children. It brings up the level of educational opportunity for the large majority of children in our state and allows others to maintain the levels already established. H.B. 2892 prevents any child in our state from being held hostage by the wealth of the community in which he lives. The property tax relief of this bill is welcome to taxpayers. The bill provides for a more equitable system of financing education.

Each person in this room knows the direct correlation between the lack of educational success and the increased chances for that child who fails to achieve a high school diploma to become a welfare recipient or a prison inmate. The yearly cost of that child's education under H.B. 2892 and the far greater cost of welfare or prison should leave the legislature of Kansas with little choice but to strive to educate all of our children. We cannot afford to lose a single child because we have inadequate dollars to prepare that child to enter school or to prevent that child from dropping out. If we lose that child, the cost to the taxpayers will increase substantially through SRS or correctional programs.

The education provided for our children in Piper is as important as that provided for any child in our state. More crucially, the future of our children in any school district is affected by the education provided for every other child in this state.

School board members, administrators and teachers make daily decisions about our children's educational opportunities. We accept the responsibility to be accountable for their success or failure. We welcome the opportunity to demonstrate this accountability through the Kansas QPA. We are asking members of the Senate to accept that same responsibility, as members of the Kansas House of Representatives have, to be accountable to our children and to provide adequate dollars for their educational success.

It is essential to change the way we do the business of education in Kansas--to raise up the level of educational funding for children, to accept the responsibility at the state level for funding adequately our regular and special education programs.

We should take guidance from Jonathan Kozol in Savage Inequalities:

"One is struck by the sheer beauty of this country, of its goodness and unrealized goodness, of the limitless potential that it holds to render life rewarding and the spirit clean. Surely there is enough for everyone in this country. It is a tragedy that these good things are not more widely shared. All our children ought to be allowed a stake in the enormous richness of America."

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## HB 2892

March 24, 1992

Testimony presented before the Senate Committee on Education  
by Gerald W. Henderson, Executive Director  
United School Administrators of Kansas

Mister Chairman and Members of the Committee:

United School Administrators of Kansas appreciates this opportunity to speak in support of the provisions of **HB 2892**. With the exception of some general comments at the beginning of our testimony, we will confine our statement to the distribution and school reform provisions of the bill.

In October of 1980 a group of 13 Kansas superintendents formed an ad-hoc committee to study the role of the state and local districts in the support of public education. That "Coordinating Committee" as they called themselves, included superintendents from schools as small as Hillsboro, Goodland and Cheney, and as large as Wichita, Shawnee Mission, and Kansas City. Some of the individuals whose names you may recognize were Arzell Ball, Jack Hobbs, Carl Knox, Al Morris, O.L. Plucker, Chuck Stuart, and Mel Winters.

This ad-hoc group produced a report which included such statements as:

1. The state (not local districts) is responsible for establishing and maintaining public schools for the education of its citizens.
2. Although students with different needs may well be treated differently, ...the state must treat its citizens equitably and that includes children with respect to the provision of educational opportunity.
3. A system of taxation of citizens of the state must be devised for the funding of education so as to treat taxpayers equitably.

During the summer of 1987 USA and KASA, the superintendent group under the USA umbrella, again formed an ad-hoc committee to study school finance, and to report those findings to a special committee of the legislature. Dr. O.L. Plucker of Kansas City chaired this committee as he did the group mentioned earlier. In the testimony Dr. Plucker made to the interim committee in October of 1988, he made the following statements:

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1. Education or "schooling" of the children of the state of Kansas is the responsibility of the state as a whole.
2. The state has an obligation to assure equitable educational opportunity for each child regardless of whether the child is the product of the "golden ghetto," an isolated ranch, an urban slum or a roadside village.

During the summer of 1991, the USA Task Force on School Finance, a group of superintendents, school business officials and special education directors from all sizes of school districts and from all corners of the state, met to prepare in-put to an interim Committee on School Finance. Following Judge Bullock's opinion in October of 1991, this same USA Task Force developed testimony to the Governor's Task Force on School Finance. In our testimony before the Governor's Task Force, we included the following belief statements:

1. Education is a function of the state of Kansas as a whole.
2. All Kansas children have a right to an equal opportunity for a suitable education.
3. Suitable and equal opportunity should be provided with similar effort by Kansas taxpayers regardless of location within the state.

The Committee will note that except for the use of the word "suitable" as extracted from the Kansas Constitution by Judge Bullock, our statements have not changed much since 1980. Some of my members would say that we are grateful to the judge for calling the state's attention to our beliefs.

In our judgement, **HB 2892** addresses all three of our primary belief statements in a positive manner. The establishment of the base state aid per pupil (BSAPP) provides that only those differences in expenditures per pupil which can be explained with defensible rationale such as program weighting are allowed. We further believe that the items included under program weighting are appropriate. The exclusion of Special Education from those programs weighted under the new plan is likewise appropriate. Funding special education on the basis of FTE might indeed drive bad policy. Two legislative post audits have shown no demonstrated problems with the funding of special education as a separate category.

We support the concepts identified in the bill as local effort. Changing from an 18 month to a 12 month budget causes many of my members to worry about cash flow, but the **Contingency Reserve Fund** contained in the bill should speak adequately to this concern.

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We understand the concerns expressed by members of the legislature aimed at unexpended and unencumbered balances remaining in school district general funds. It must be understood that districts underspend budgets for only one reason, to control the mill levy. **HB 2892** removes the need to control the mill levy, and dictates that the decisions on spending be based on demonstrated needs of students rather than on the mill levy. Districts with unencumbered balances have those balance because they held back on what was believed necessary and what was in fact authorized by the legislature. Again, this action was taken to control the local mill levy. In short, schools should be spending authorized budgets for the education of children, not underspending them to control mill levies.

We support the Local Option Budget and the Local Enhancement Budget provisions of the bill as an effort to allow equalized added spending for those districts who need to do so rather than cut existing programs. Our one concern is that the protest petition of LOB and the mandatory election of LEB will cause the programs to be so cumbersome that no district will use them.

We support the provisions of **HB 2892** which tie school funding to accountability. The Quality Performance Accreditation system will over time provide the measurable outcomes required to provide such accountability. Administrators and teachers in Kansas are working hard to ensure that the QPA project works. Tying school finance to demonstrated performance will further enhance the success of QPA.



# PUBLIC POLICY STATEMENT

SENATE COMMITTEE ON EDUCATION

RE: **School Finance -- H.B. 2892**

March 25<sup>th</sup>, 1992  
Topeka, Kansas

Presented by:  
Paul E. Fleener, Director  
Public Affairs Division  
Kansas Farm Bureau

**Mr. Chairman and Members of the Committee:**

We appreciate the opportunity to discuss with you today the important topic ... **School Finance**. Our farmers and ranchers have long supported equitable, balanced, appropriate funding for our elementary and secondary schools. We have long supported an appropriate state aid mechanism for our Unified School Districts. We continue to be proponents of equity and balance in revenue investment for the important state responsibility ... funding, maintaining elementary and secondary schools in this state.

For the record, my name is Paul E. Fleener. I am the Director of Public Affairs for Kansas Farm Bureau. We represent farmers and ranchers in 105 counties ... farmers and ranchers whose strong interest in adequate and equitable funding of elementary and secondary schools was heightened on October 14, 1991. That, of course, is the date Judge Terry Bullock set forth his views on school finance.

Mr. Chairman, and members of the Committee, nowhere in Judge Bullock's opinion does he call for a uniform mill levy. He does plow some new ground by indicating and expressing his personal view that

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revenues from any source used to fund elementary and secondary schools should be considered state monies. His view may not necessarily reflect your view ... you, the Legislators whose constitutional responsibility it is to devise the equitable, adequate, suitable financing for education. But, for most of this year we have heard about uniform mill levies. H.B. 2892 continues the thought, though at a significantly lower rate than was in the legislation when it was introduced. And a significantly lower rate than proposed by the Governor. Our view is that a minimum effort on both **property and income** may be appropriate. A modest, minimum mill levy and a modest and equal multiplier times income should be available to every school district. Beyond that you should devise an equalization formula or restructure the one we have to "power equalize" and make the suitable provision that the SDEA has made for years prior to all the tinkering with it.

There have been study groups within the Legislative body, study groups outside of Legislative circles for many, many years. Most have reached these conclusions:

- \* There should be a reduced reliance on the property tax to fund elementary and secondary schools!
- \* School should be funded from a balanced **group of revenue sources.**
- \* There should continue to be recognition of the various expenditure levels among school districts large and small.
- \* The state should support the basics of education for all 304 Unified School Districts.
- \* School boards and school districts should be able to go beyond the basics to provide what students and patrons want and are willing to pay for.

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Mr. Chairman and members of the Committee, our farmers and ranchers took a very close look at school finance again in 1991. As previously mentioned much of the focus on it came after October 14, 1991. That was in plenty of time for our Annual Meeting which was November 21 - 23, 1991.

At our Annual Meeting the farmers and ranchers who served as voting delegates for the 105 County Farm Bureaus adopted the attached policy position. Some of it is brand new this year. Some of it continues the thought or ideas expressed in previous policy positions adopted by other voting delegates. We make these points from the resolution and share them with you as you seek to develop a balanced, equitable school finance proposal ... the kind of proposal for which all of us in Kansas could be proponents. These items listed below are taken directly from our policy position, the full text of which is appended to our statement.

**We continue to believe state aid, or school finance legislation, should provide for:**

- 1) Minimal reliance on the property tax for support of our elementary and secondary schools;
- 2) Creation of a "school district income tax," collected and returned by the state to the school district of origin ... the district of residence of the individual taxpayer; and
- 3) Increased reliance on the state sales tax for financing elementary and secondary education in order to reduce reliance on property taxes now levied for school finance.

New language adopted by our members at the November 1991 Annual Meeting included these sentences:

We have opposed in the past, and we continue to oppose efforts to establish a statewide property tax levy. We oppose any efforts to

abolish the taxing autonomy of school districts and any efforts to place all spending control with the state. We believe school district finances should remain under local authority.

Our statement today would not be complete, Mr. Chairman, if we did not share with you the strong belief that all federally and state mandated programs should be fully funded! Mandated programs should be fully funded by whichever unit of government imposes the mandate! And by the way, simply for information purposes, you will find attached to our statement a list ... by no means exhaustive ... of state and federal mandates on education programs in Kansas. We're not asking you to remove the mandates. We simply provide this as a bit of information. But we make the point as strongly as possible that if a program is mandated it should be funded by either the federal or state government, whichever mandates it. If there are questions, we would be pleased to respond to them at this time.

# KANSAS FARM BUREAU Resolutions . . . 1992

Addendum . . . Public Policy Statement on School Finance . . . H.B. 2892

March 25, 1992

## School Finance

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We believe the Kansas Legislature should develop a school finance formula which will assist in funding a "basic education" for every child enrolled in the public schools in Kansas. A "basic education" should consist only of those courses required by the State Board of Education to be successfully completed during the K-12 education years in an accredited Kansas Unified School District.

In order to facilitate timely preparation of budgets by Unified School Districts in Kansas, we urge the Legislature to set and to meet an appropriate early deadline for passing school finance legislation.

We continue to believe state aid, or school finance legislation, should provide for:

- 1) Minimal reliance on the property tax for support of our elementary and secondary schools;
- 2) Creation of a "school district income tax," collected and returned by the state to the school district of origin . . . the district of residence of the individual taxpayer; and
- 3) Increased reliance on the state sales tax for financing elementary and secondary education in order to reduce reliance on property taxes now levied for school finance.

We believe that federally and state-mandated programs should be fully funded by the federal or state government, whichever mandates a given program.

We will oppose the application or use of a local income or earnings tax by any other local unit of government.

We have opposed in the past, and we continue to oppose efforts to establish a statewide property tax levy. We oppose any efforts to abolish the taxing autonomy of school districts and any efforts to place all spending control with the state. We believe school district finances should remain under local authority.

## Property Taxes: Abatement, Exemptions, and In-Lieu-Of Taxes

AT-2

We support legislation to require an in-lieu-of tax payment on property that is developed through the use of Industrial Revenue Bond financing. In-lieu-of tax payment should be equal to the tax money required if the property was on the tax rolls.

## Sales Tax

AT-3

Kansas has appropriately created justifiable sales tax exemptions for agriculture, business, industry, and many not-for-profit groups. This has been done to assist economic development and state competitiveness with our neighbors. We believe existing exemptions should remain in place.

The sales tax should not be imposed on services. Those who provide the service would not pay the tax. Those of us who use the service would pay.

In agriculture we cannot pass our taxes on to someone else. Grain prices are disastrously low, while our costs — particularly for fuel and petroleum-based inputs — are soaring. We oppose taxing inputs or raw agricultural products, whether by removal of sales tax exemptions or by the imposition of an excise tax, a value-added tax or a transaction tax.

All citizens are consumers of food and are uniformly taxed on the food they purchase. We oppose legislation to exempt food from the state sales tax.

Kansas should require out-of-state mail order companies to collect and remit to Kansas the sales or use taxes applicable within Kansas.

## State and Local Governmental Budgeting, Spending and Taxation

AT-4

It is time in Kansas to write a basic tax policy of taxing people for services to people, and taxing property for services to property. We strongly support reducing the reliance on the property tax, and we likewise support increasing reliance on sales and income taxes for the support of state and local governmental units.

Expenditures by the State of Kansas and by local units of government in Kansas in any fiscal year should never exceed projected revenue receipts for that fiscal year.

Zero-based budgeting is essential to fiscal planning and should be required for all state agencies as well as all local units of government.

We support property tax replacement revenues for our elementary and secondary schools through a school district income tax and additional state aid.

We support adequate funding for agricultural programs in Kansas which have been underfunded in the past.

The State General Fund should have adequate balances or reserves.

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## STATE AND FEDERAL MANDATES

S--State Programs      F--Federal Programs      B--Both State and Federal Programs

(30) Units of credit (grades 9-12) (S)  
Age discrimination in employment act (B)  
Appointment of Superintendent (S)  
Appointment of Clerk (S)  
Appointment of Treasurer (S)  
Appointment of Principal (B)  
Asbestos (tightening of EPA regulations) (F)  
Bilingual education (F)  
Boiler inspections (S)  
Budget limitations (general fund) (S)  
Budgeting process (S)  
Cash basis law (S)  
Certified teachers (S)  
Closing of attendance centers (S)  
Commercial driver's license (F)  
Competitive bidding for goods, materials, wares, and construction (S)  
Competitive bidding for food service procurement (S)  
Compulsory school attendance law (S)  
Continuing contract law (S)  
Deductions from compensations (B)  
Drug Education (F)  
Due process for teachers (S)  
Equal pay act - discrimination in pay, etc., based on sex (F)  
Equal employment opportunity (B)  
Exceeding bond limitation (S)  
Family education rights and privacy act (F)  
Filing of selected reports (S)  
Fire Marshall inspections (S)  
Flying state and national flags (B)  
Food service inspections (S)  
Free and reduced price meals (F)  
Free textbooks (S)  
Gifted education (S)  
Graduation requirements (S)  
Hazardous communications rule (F)  
Health and safety standards (B)  
Health inspections (S)  
Hearing screening for students (S)  
Human Sexuality/AIDS (S)  
Immunizations (S)  
Independent school audits (S)  
Kansas open records act (S)  
Kansas acts against discrimination (S)  
Kansas Public Employee Retirement System (S)  
Lettering on school vehicles (S)  
Mandated transportation for students over 2.5 miles (S)  
Mill levy limitations (S)  
Minimum wage law (B)

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Minimum required number of grades (grades 1-12) (S)  
Negotiations law (S)  
Notification of student test scores (S)  
Open meetings law (S)  
Patriotic observances (S)  
Precertification testing (S)  
Professional teaching practices commission (S)  
Protective eyeglasses for students (B)  
Public notices (S)  
Record retention (S)  
Required subjects in elementary schools (S)  
Right of privacy act (nondisclosure of personally identifiable information) (S)  
School bus driver qualifications (S)  
School administrators professional standards advisory board (S)  
School district elections (S)  
School year requirements (S)  
School employee health certificates (B)  
Section 504 of Handicapped Act (F)  
Security of deposit (S)  
Sickle cell anemia information (S)  
Smoking policy (S)  
Social security payment and withholding (B)  
Special assessments (S)  
Special education (B)  
Special education due process (B)  
State income tax withholding (S)  
State advisory council for special education (B)  
State advisory council for vocational education (B)  
Student suspension and expulsion (S)  
Supplemental contracts (S)  
Teacher evaluations (S)  
Title IX discrimination based on sex in federally assisted programs (F)  
Title VI civil rights act 1964--non-discrimination federally (F)  
Tornado and fire drills (S)  
Tuition to an area vocational-technical school (S)  
Underground storage (F)  
Unemployment insurance (B)  
Use of driver education cars (S)  
Vision screening for students (S)  
Water closets (S)  
Withdrawing from special education cooperative agreements (S)  
Workmen's compensation (S)

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# Kansas State Board of Education

120 S.E. 10th Avenue, Topeka, Kansas 66612-1182

March 24, 1992

TO: Senate Education Committee  
FROM: State Board of Education  
SUBJECT: House Bill 2892 and House Bill 2835

My name is Tim Emert, Chairman of the State Board of Education. I regret that I am unable to appear before this Committee on behalf of the State Board but wish to submit this written testimony for your consideration.

The State Board of Education is a strong advocate of implementing an outcomes based accreditation system. Such a system will provide for accountability. However, if education is going to become accountable, it will be necessary to consider it as an evolving process requiring constant monitoring and improvement. Also, adequate funding must be provided to support the reforms that must take place.

The State Board of Education supports the following educational programs and goals.

- \* School district improvement plans -- developed through local community and school involvement.
- \* Accountability system -- partially in place at this time with the math and reading assessment programs and the proposed communication assessment to be implemented in fiscal year 1993.
- \* Student preparation for entering school -- accomplished through adequate parent education programs and preschool programs such as Head Start.
- \* Student competencies -- currently implementing programs of this nature through the outcomes based accreditation system.
- \* Training and retraining of the work force -- require increased achievement in math and science courses as well as in skilled training. This is particularly true as it relates to technology as a result of rapid changes in industry.
- \* Community involvement -- includes the school district working with the community in developing plans, goals, and school improvement plans as outlined in the quality performance accreditation system.
- \* Family involvement in student education -- parent support of the school and the student. We look at school as a cooperative venture between the community, the student, and the state. Parent support in this area is essential.

Dale M. Dennis  
Deputy/Assistant Commissioner  
Division of Fiscal Services and Quality Control  
(913) 296-3871

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- \* Increased graduation rates and reduced dropouts -- the state can no longer afford for students to drop out of school. Their likelihood of success in the world of work is remote. It is essential that we make every effort that students have the math and reading skills as well as the technical skills to meet the needs of business and industry or additional postsecondary training.

The State Board of Education believes increased funding is necessary to meet these needs as outlined by legislative interim study committees as well as the State Board. We likewise support a reduction in the state property tax and the opportunity for all unified school districts to have competitive teacher salaries.

The State Board believes it is essential that the equalized school finance formula include appropriate weightings and uniform statewide mill levy which are adjusted to meet student needs. This is an opportunity for all of us to work together for all students and to come up with an equalized formula.

Under House Bill 2892, special education would continue to be funded as a categorical aid program. The State Board supports this concept, provided excess costs are funded at 100 percent. We think such action is essential to provide equal educational opportunities for special education children.

House Bill 2892 provides for the implementation of the State Board's plan for quality performance accreditation. We believe that outcomes based education is essential if we are to meet the needs of students in the future. We support including that concept in the bill.

We also support the concept of House Bill 2835. We feel it most appropriate for each local board of education to determine its building needs and to have the state share in capital improvements costs in an equitable manner.

We believe a funding system as prescribed in these two bills will allow Kansas to be progressive and to move forward in a manner that is fair and appropriate for all Kansas children. We realize such a funding system may require an increase in revenue from the sales or income tax. The State Board would support such an increase to provide all Kansas students with a quality educational system.

In summary, the State Board of Education recommends that this Committee report House Bills 2892 and 2835 favorably for passage. We consider both bills important and part of an overall funding package.

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