

Approved: _____
Date

B. Lawrence

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by Chairperson Barbara Lawrence at 9:00 a.m. on February 19, 1997 in Room 123-S of the Capitol.

All members were present except:

Committee staff present: Ben Barrett, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Avis Swartzman, Revisor of Statutes
Jackie Breymeyer, Committee Secretary

Conferees appearing before the committee: Helen Stephens, Kansas Sheriffs Association and
Kansas Peace Officers Association
Diane Gjerstad, Wichita Public Schools
Gerald Henderson, United School Administrators

Others attending: See attached list

Chairperson Lawrence called the meeting to order and welcomed conferees who were present to testify on **SB 182--affecting determination of certain weightings**

Helen Stephens, KSA and KPOA, stated that the at-risk component of the bill, although an increase, is too little to make a difference with additional at-risk classes and/or at least one alternative school in each district. At-risk weighting should be increased to give the troublesome students throughout the state a better chance at receiving some special classes without taking from the regular students. (Attachment 1)

Ms. Stephens mentioned the cost of housing a child at a youth center, detention center or with a community corrections day program with monitoring and ended her testimony by urging the Committee to give favorable consideration to raising the at-risk weighting factor to 0.1 over two years, and putting additional money in at-risk to bring it up to .075 at omnibus time.

Mr. Dennis, Deputy Education Commissioner, was asked to bring to the Committee some monetary guidelines for free lunch and/or reduced lunch. He commented that the 5% weighting determines the pot of money; the State Board defines the definition which is more inclusive. It is used for program qualification.

One of the Committee told of a news article wherein a 20 year old that she had taught was in trouble with the law. This young man is an example of why at-risk children need to be helped early.

The Chairperson commented that under the governor's bill, each at-risk child will get \$219 per year per child. This is not insignificant and a good effort.

Ms. Stephens commented that the sheriff's program in Dodge City is only handling the expelled, short-term suspension kids; this program costs \$80,000 a year. To put programs such as this in place, the .06 is not enough money for school districts to address the problem at the elementary level, middle school level and high school level and also have alternative schools.

Diane Gjerstad, Wichita Public Schools, stated that Wichita controls the variables for the success of its students - curriculum, teaching, time on task, but the legislature holds a key piece - the financial means for the district to achieve its goals. The realization that they cannot treat unequals as equals is there. For example, buildings with 86% free and reduced lunch students have different needs than a building with 20% free and reduced lunch.

Ms. Gjerstad would also encourage the Committee to consider inclusion of the interim Committee's declining enrollment provision, where a district could use the full-time equivalent enrollment of the preceding or current school year. She showed the Committee a map that indicated all the school districts in Kansas that have at least 25% poor students; some districts have 50%. Poverty, and the issues associated with it, is not an urban issue.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON EDUCATION, ROOM 123-S-Statehouse, at 9:00 a.m. on February 19, 1997.

Ms. Gjerstad drew attention to her attachment which showed two graphs and stated that school enrollment matches very closely Boeings employment cycle. She ended her testimony by stating that budgets have been reduced dramatically; there is not more room to take money away. (Attachment 2)

In reply to a question about the Gateway program and the metro schools, Ms. Gjerstad said that they try to direct the children toward a diploma over the GED, but some children are not capable of achieving a diploma.

Gerald Henderson, USA, spoke as an opponent of the bill. (Attachment 3) and stated that he appreciated the fact that the governor recognizes that schools need additional support and that the governor scheduled the Summit in the fall in Wichita to discuss and focus on education. The concern expressed by USA is that the state wants to increase the basic state aid per pupil by \$22. (a six tenths of one percent increase). After giving a brief review of recent history of what happened following the 1992 School Finance and Quality Act, he said that since that time there has been insignificant increases to the base. Many districts have as an item for discussion this year a decrease in the number of teacher/student contact days and a measure which would allow Kansas districts to transport children in vans larger than ten passenger, which are not equipped as school buses. At the Summit, the governor called attention to the positive aspects of introducing technology to the classroom, but there was no indication in the governor's budget that monies should be spent for technology. Most districts now are keeping up with technology either through LOB's or by passing bond issues, but keeping up with technology is an ongoing process.

Mr. Henderson said that his organization would like to see the declining enrollment provision that the interim committee recommended included in the bill. He also stated that children will be served in some way, either through the school system, penal system or some other system. He mentioned the Crossroads program in Cherokee County and how it is making a difference for problem children. There is a lower dropout rate and a higher graduation rate than before Crossroads came into existence.

Chairperson Lawrence stated that testimony by Jacque Oakes, School For Quality Education, who was unable to be present at the hearing, had been distributed. (Attachment 4). She closed the hearing on the bill and commented on the issue of declining enrollment as something the summer interim committee recommended as adopting a policy for; this is contained in **SB 4**.

Senator Lawrence moved to conceptually amend SB 182 on page 2, by striking language on line 32 "by adding one-half the number" and striking the language down to line 36 after 4%; then inserting the words, "on the basis of the enrollment of the preceding school year." Senator Oleen gave a second to the motion. There is a fiscal note of \$6 million dollars.

A member of the Committee stated that she would like to vote on this amendment, but would like to see what the other amendments are.

A staff member went through the bill and gave all the proposals which included declining enrollment, at risk, .075 from .06 interim recommendation, changes in the LOB and the provision that relates to Public Law 874, instead of .25 weighting to .33 weighting, cost \$1.2 million and affects Blue Valley and Olathe school districts. Eliminate the special appeal provision for additional taxing and spending authority for new facilities for the future. There is also a provision to increase the contingency reserve fund from 4% to 7 1/2 %.

With regard to the LOB itself there is a provision that allows school districts to adopt a resolution for the LOB in the future and they will have an option of whether to provide for termination of that LOB authority and resolution or just have authorization in perpetuity. Staff said the thing one has to remember in connection with that provision is in order to do that for the first time, the school district will have to publish the resolution and will be subject to protest petition. If the district is successful in getting the LOB approved under that provision it would be possible they would not have to seek renewal as is the current practice. In addition, the bill has the new local state partnership, a baby LOB, just like a LOB except it is limited to 5% base and for expenditures for special ed purposes only. It does not require a protest petition. The two LOB type provisions working together could not exceed the 25% max that currently applies to the LOB in present law.

The Chairperson stated the meeting would continue tomorrow. She withdrew her conceptual motion, with Senator Oleen withdrawing her second.

The Committee might meet Friday at 9:00 a.m. since the Senate session is not until noon.

The minutes of February 3, at the rail 3, 4, 5 and 6 were approved on a motion by Senator Emert with a second by Senator Umbarger.

The meeting was adjourned.

The next meeting is scheduled for February 20, 1997.

SENATE EDUCATION COMMITTEE GUEST LIST

DATE: February 19, 1997

NAME	REPRESENTING
Helen Stephens	KPOA/KSA
Jim Yonally	SM #512
Ken Behr	KACC
Craig Grant	KNEA
Bob Vancum	Blue Valley, USD 229
Robin Lehman	Olathe USD 233
Katharine Weickert	USA
Bruce Goeden	Kansas NEA
Dorothy DeBellefleur	LOWV
Gerald Muldrew	USNS/KS
Hershel Boor	Cit
Bernie Koch	Wichita Area Chamber of Commerce
Ashley Sheard	Orcelord Park Chamber
Hattie Sparks	DB

KANSAS SHERIFFS ASSOCIATION
and
KANSAS PEACE OFFICERS ASSOCIATION

February 18, 1997
Senate Education Committee
Senate Bill 182

Mr. Chairman and Members of the Committee:

I am Helen Stephens, representing the Kansas Sheriffs Association (KSA) and Kansas Peace Officers Association (KPOA).

We support the governor's proposal to increase funding for schools, except for the at risk component. Per SB 182, at-risk weighting will be increased to .06, from .05; taken from an increased base of \$3,670 per child.

Taking the 1996 base of \$3,648, at .05, each free lunch student "received" approximately \$0.9806 for each day of a 186-day school year. The increase in SB 182 will take this daily amount to approximately **\$1.183**; an increase of about **\$0.202** per day per student. Although an increase, we believe it is too little to make a difference with additional at-risk classes and/or at least one alternative school in each district(s).

KPOA and KSA believe the state should increase at-risk weighting to 0.1, at least, over a 2-year period to give the troublesome students throughout the state a better chance at receiving some special classes - without taking so much from "regular" students. Raising the at-risk weighting to 0.1 would "give" each at-risk child \$2.366 per day. The cost to the state in dollars is approximately \$8M to go to .75 this year and an additional \$8M in 1998 to raise the weighting to 0.1

What is the daily figure for housing a child at a youth center, detention center, or with a community corrections day program with monitoring? We know it is more than \$2.366 per day. We believe a good number of the "bad" kids could be turned - to do better in school and to stay in school.

How could the state go wrong in investing in today's troubled youth? This increase to 0.1 would give at-risk children better programs and would leave more money in the pot for the "regular" child.

This committee has taken the first important step; the policy statement that the compulsory attendance age is 18 (16 with parents consent). Now is the time to back up that policy statement and to help the school districts and teachers be prepared to "handle" these young adults; and to start at-risk programs as early as possible in our elementary schools. Changing the attitude is never easy, but the state needs to act now so programs can be in place in two years.

We urge you to give favorable consideration to raising the at-risk weighting factor to 0.1 over two years; and continue the process by putting additional money in at-risk to bring it up to .75 come Omnibus time

We believe the money is there and we believe the taxpayers of Kansas would like to give these kids a chance to succeed in school rather than in a detention center or on welfare.

Thank you for this opportunity. I would stand for questions.

Senate Education
2 - 19 - 97
Attachment 1



Senate Education Committee
Senator Barbara Lawrence, chairperson

February 18, 1997
Diane Gjerstad

Madam Chair, members of the committee:

The Wichita Public Schools rises in support of the Governor's formula adjustments contained in SB 182. The increase in base, two years of correlation weighting and enhancement in the at risk weighting are areas of great concern for the state's largest school district.

Wichita is deep in assessment, curriculum and instruction, not school finance. What the many publics of our school system demand requires and adequately funded system. School finance is a necessary variable for a district who's mission is *learning for all, whatever it takes*.

Back in Wichita we control the variables for success of our students—curriculum, teaching, time on task. The legislature also holds a key piece—the financial means for the district to achieve our goals, one student at a time.

“ . . . money is the raw material from which we build our lives, whether we like it or not.”
Sarah Ban Breathnach, Simple Abundance

Wichita has the good fortune of having a leader, superintendent Larry R. Vaughn, who is capable of energizing an organization to accept the mission of learning for all. He is able to recognize the barriers and obstacles which prohibit systemic improvement. In doing so we quickly realize that we can not treat unequals as equals within the district. For example, buildings with 86% free and reduced lunch students have different needs than a building with 20%.

The same premise holds true for the school finance formula. Districts with increasing numbers of students coming into our doors with great needs should be aided by the formula. It simply takes more resources to fulfill our mission. These students are clustered in a few districts making the sense of urgency less of a political issue but it remains a moral issue.

I would encourage the committee to consider inclusion of the interim's declining enrollment provision, where a district could use the full-time equivalent enrollment of the preceding or current school year. Boards of education adopt budgets and let employment contracts well before the school doors open and the count is taken on September 20. This policy issue is a management issue. The attached 15 year enrollment chart for Wichita illustrates that enrollment will ebb and flow with the employment cycle of aircraft manufacturing.

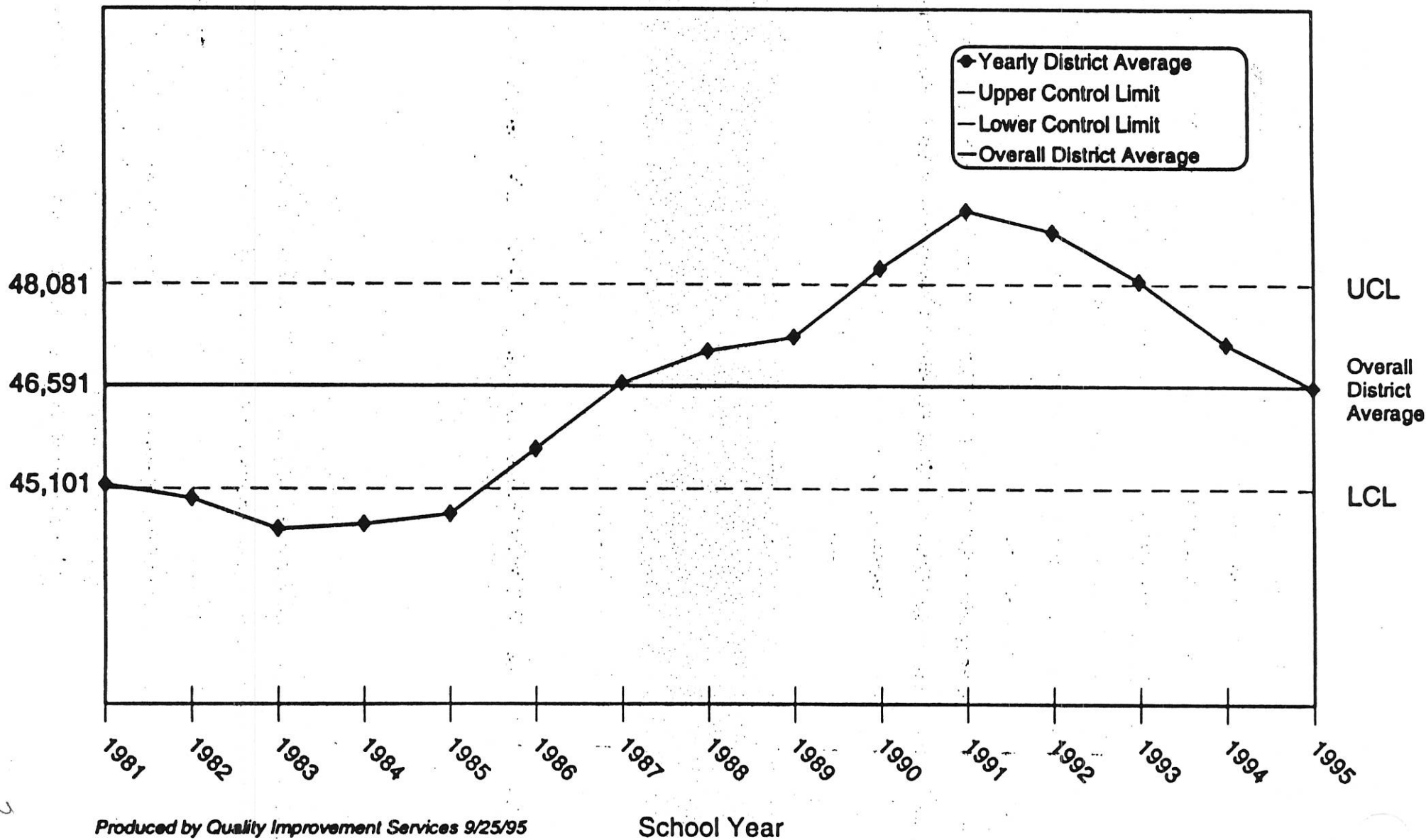
Thank you for your consideration of our concerns.

*Senate Education
2-19-97
Attachment 2*

Wichita Public Schools Fall Enrollment

Individual X Control Chart - 15 Year Trend

Enrollment



Produced by Quality Improvement Services 9/25/95

School Year

2-2

Boeing Wichita Headcounts

as of July for the years 1965 — 1992

Number of People Employed



2
6



SB 182

Testimony presented before the Senate Committee on Education
by Gerald W. Henderson, Executive Director
United School Administrators of Kansas
February 18, 1997

Madam Chairman and Members of the Committee:

I am taking a bit of a risk this morning by asking that I be listed as an opponent to **SB 182**, the governor's proposal for school finance. My members appreciate the recognition by the governor that if Kansas schools are to continue to demonstrate that they are better today than they were yesterday, additional support will be needed. We appreciated the governor's efforts at the Summit held this fall in Wichita, during which evidence was presented of the improvements in Kansas schools. My concern is that at the very time when Kansas public schools are beginning to show progress in our quest to be better today than we were yesterday and to be better tomorrow than we are today, the state wants to increase the BSAPP by \$22.00 (a six tenths of one percent increase).

A brief look at recent history is in order. Following the 1992 School Finance and Quality Performance Act, a majority of Kansas school districts did two things in preparation for doing business focused on student performance. They negotiated more contact days between students and teachers, and they increased expenditures on staff development. The legislature facilitated these efforts both in statute and through the appropriations process. The result has been, as we have said before, that we are beginning to demonstrate continuous improvement, being better today than we were yesterday. As a result of the failure of the state to "suitably" fund schools since 1992, many districts have as an item for negotiations this year a decrease in the number of teacher/student contact days and their staff development budgets have been slashed. In addition, other interesting things have been proposed which do not appear to be focused on improved learning experiences or conditions for children. One is the measure which will allow Kansas districts to transport children in vans larger than ten passenger which are not equipped as school buses. This in spite of the federal regulation which prohibits dealers from selling such vehicles for such purposes.

Senate Education
2-19-97
Attachment 3

Ignoring or sidestepping regulations designed for the safety of children in order to save a few dollars is not focusing on kids. Reducing contact days and staff development budgets is not focusing on kids. Without revenues to fund salary schedules and staff development programs, districts are finding themselves faced with choices which could well reverse the trend in demonstrated student performance.

We were impressed with the governor's efforts at the summit to call attention to the positive affects of technology in the learning of children. We are disappointed that his budget does not allow for spending increases which might provide technology advances for all Kansas children. Under current conditions, advances in technology are most often tied to LOB's and bond issues, hardly focusing on **all** children. We are similarly disappointed that the governor did not speak to the potential crisis caused by increased dependence of Local Option Budgets. We all know that solving this problem will be expensive and will take the thinking of all of us.

We had hoped that the governor might see the wisdom of the interim committee and include funding for the declining enrollment provision included in the special committee report. We would encourage this committee to amend **SB 182** to include that provision.

In our judgement, the governor is correct in his belief that if Kansas is to address the needs of **all** children, adjustments have to be made in the funding available for children at risk of failing to be successful in some educational endeavor. The problem again is that the alternative programs needed to provide these successes are expensive. For one district the increase from five to six percent would provide about \$180.00 per year for each at-risk child served. I wonder what new alternative programs can be purchased for \$1.00 a day. Often lost in the discussion of at-risk programs is the fact that for most districts, the funding mechanism (free and reduced lunch numbers) does not provide the funding required to serve the children identified as being at risk of failure. Money is either transferred from the general fund or the children are not adequately served.

Contrary to what some may believe, the costs of doing business in schools is affected by the same forces as all other businesses. Utility companies charge schools the same as other businesses, as do all other providers of goods and services. The cost of fuel for heating

buildings or for running vehicles increased from 12% to 35% in the past year depending on location and quantity. Private business can pass these increased costs on to the consumer or can choose to go out of business. Schools can do neither. We are dependent on the legislature for "suitable" support.

Again, we appreciate the fact that the governor recognizes the need for added support for Kansas schools. We only wish that the pressure for investing in children could somehow be as great as that for cutting taxes. We encourage the committee to amend **SB 182** to more accurately reflect the needs of an educational system which has responded to your call to get better, but which is now waiting for the support required to keep the continuous improvement model moving forward.



Schools for Quality Education

Bluemont Hall Manhattan, KS 66506 (913) 532-5886

February 18, 1997

TO: SENATE EDUCATION COMMITTEE

SUBJECT: SB 182--SCHOOL DISTRICT FINANCE; REVISING CERTAIN DEFINITIONS; AFFECTING DETERMINATION OF CERTAIN WEIGHTINGS

FROM: SCHOOLS FOR QUALITY EDUCATION

Madam Chair and Members of the Committee:

I am Jacque Oakes representing Schools For Quality Education, an organization of 111 small school districts.

We appear in favor of SB 182 which would raise base state aid \$22 to \$3,670, fund two years of correlation weight in one year, and change the at risk weight from .05 to .06.

The Governor certainly made education one of his priorities, and we are most appreciative that he recommended the needed increases.

However, we do believe that two of his recommendations should be expanded. There should be a long range state plan for additional funding annually on the base state aid so that districts would know for the future how to formulate their budget plans. The at risk weight at the recommended .06 is still very low particularly when compared to other states. The Interim Special School Finance Committee recommended .075, and we would indicate that .075 would better meet the needs of the at risk students.

Thank you for your time and consideration.

"Rural is Quality"

*Senate Education
2-19-97
Attachment 4*