

Approved: \_\_\_\_\_  
Date

4/28/99

## MINUTES OF THE SENATE EDUCATION COMMITTEE.

The meeting was called to order by Chairperson Senator Barbara Lawrence at 9:00 a.m. on March 18, 1999 in Room 123-S of the Capitol.

All members were present except: Senators Bleeker, Hensley and Umbarger

Committee staff present: Avis Swartzman - Revisor  
Ben Barrett - Legislative Research  
Jackie Breymeyer - Committee Secretary

Conferees appearing before the committee: Jim Yonally, Shawnee Mission School District  
Clark Reinke, Ed.D., Manhattan-Ogden Public Schools  
Dr. Kathy Dale, USD 210, Hugoton  
Stephen D. Bohrer, Ph.D., USD 462, Burden  
Emery Hart, Spt., USD 280, West Graham-Morland  
Fred Kaufman, Superintendent, USD 489, Hays

Others attending: See Attached List

Chairperson Lawrence called the meeting to order and stated the agenda for the meeting was:

### **SB 344 - declining enrollment**

She stated before she began with conferees that she was calling a Friday at 8:00 a.m. to finish work on the higher education savings plan. The room will be announced later. There was also an item on **SB 345** that had not been cleared up. The question is where the committee wants to place adult education. The Chairperson had spoken with Mr. Dennis, KSDE, yesterday and he stated that neither the regents, community colleges or department cared where it was placed, but it has to be kept together. It is up to the committee where it wishes to place it. She will make the amend the bill.

**Senator Oleen moved that when Senator Lawrence amends SB 345 on the floor, the adult education piece be placed with the community colleges. Senator Emert gave a second to the motion. The motion carried.**

The Chairperson thanked the committee for its direction.

The Chairperson called for action on the minutes of February 24, March 3, 4, 8, 9, and 10.

**Senator Downey moved approval of the February 24, March 3, 4, 8, 9, and 10 minutes. Senator Umbarger gave a second to the motion. The motion carried.**

Chairperson Lawrence called on the first conferee, Jim Yonally, to present his testimony.

Mr. Yonally spoke of the problem facing the Shawnee Mission School District, a declining student population. From last year to next year's projection, the districts expects to lose 518 students, or an average of 259 students per year. Since only a handful of students may leave from any one school, the same number of support personnel is needed. There is also the cost of utilities. Districts need a two-year window to deal with this problem. (Attachment 1)

Clark Reinke, Manhattan, spoke in support of the bill and distributed his testimony (Attachment 2) He described the budget planning process and stated he loves seeing the look on people faces when they listen to what the budget planning process entails. He mentioned contract negotiations, the financial impact of the legislative session, student count, and so forth. His testimony pointed out why an extra year to plan makes a lot of sense. Districts impacted by a major university, an army base and a significant poverty level take a great deal of time and planning effort. He asked for careful consideration of the bill.

## CONTINUATION SHEET

MINUTES OF THE SENATE EDUCATION COMMITTEE, Room 123-S Statehouse, at 9:00 a.m. on March 18, 1999.

Dr. Kathy Dale, Hugoton, addressed the committee, stating that in education they experience limited budget forecasting options. The budget process is more reactive than proactive. They need to be able to do proper planning based on trends and options. She asked for favorable passage of the bill that would extend the budget time frame. (Attachment 3) In referring to the last page of the handout, Dr. Dale pointed out the enrollment fluctuation.

The Chairperson stated that it had been only a few years ago that the declining enrollment districts had come to the legislature and asked for an extra year in order to take care of needs. It is two or three years later and another year is being asked for. Is this going to be a trend?

Dr. Dale replied that in looking at the plan in the bill, she believes that it gives them options to do adequate business planning without coming back. Public education is not being funded adequately to address the rising costs of maintenance and operation. This forces them to be reactive. The bill is a proactive plan that gives two years prior or the current year. She does not think that this is something for which they would be coming back every year.

Dr. Dale was asked if she was familiar with the House bill that deals with this same situation. Does she see an advantage to that particular approach?

Dr. Dale responded that she thinks that both Senate and House bills make a valuable attempt to put business planning in education. She does not think the House bill is as focused on declining enrollment. She thinks the compromise that will come from these bills will definitely be to the advantage of public education and the corporation of education that they are trying to run.

Senator Downey asked Dr. Dale about the chart and the unanticipated increases and her referring to increased assessment in each district and asked if that was the special education testing and the new requirements in IDEA.

The response was it was her annual assessment of fees based on the anticipated increase in special education increase, but they do not know this until after the budgeting process nor do the other special education cooperatives. After the budgeting process is finalized they are putting on an average of twenty to twenty-five people per year in paraprofessional positions that were unanticipated needs. Last year her increase was \$43,000; this year \$73,000. She finds this out as she is finalizing her budgeting process in early July. These are unanticipated assessed monies.

The question was put to Dr. Dale about what she thought about the issue of special education testing that will begin soon, where tests will have to be adapted for special education students based on the State Quality Performance Accreditation tests.

Dr. Dale stated she has not figured that in. She said another issue would be the rising cost of health insurance. The districts very rarely know what the assessments for health insurance will be until they come in May or August. It is not only special education costs, but costs for operations and maintenance, special needs, health insurance and other insurance. They are not just talking about pay increases, but about keeping a viable business corporation on its feet in a proactive growing unit.

Stephen Bohrer, Burden, spoke next to the bill (Attachment 4) He stated that Kansas has the largest percentage of students attending rural schools in the nation. He stated that if a district experiences a declining enrollment there are only a few reactions that are available. With salary accounting for seventy percent of a typical budget, it is obvious that staff reductions will probably always be part of the changes to be made. One hundred eighty-nine of the three hundred four Kansas districts experienced a decline in enrollment in the 1998-99 school year. He mentioned the \$16 million dollar cost to the state of this legislation and stated this translates to an additional \$28 BSAPP. If he were asked what he would rather have, base state aid or an additional year, he would say, both are needed. He would prefer the extra year so the money could go to those districts most desperately needing the revenue for survival.

Dr. Bohrer was asked if he anticipated coming back every two or three years to ask for another year.

## CONTINUATION SHEET

MINUTES OF THE SENATE EDUCATION COMMITTEE, Room 123-S Statehouse, at 9:00 a.m. on March 18, 1999.

He responded that this bill will give them sufficient time to make the necessary reactions. He would not anticipate needing to come back. He knows there are districts that have lost a few students for quite some time. This will not address their needs. They will have to have additional help of some kind.

The Chairperson asked if his school system was set up for interactive TV. He replied it was not, but they use one-way satellite instruction for advanced classes.

The Chairman was asked by one of the members of the committee if staff could tell them how this issue has been treated within the last six or seven years.

Ben Barrett, Legislative Research, stated that it has gone from no declining enrollment provision; then a provision was added that in effect would allow school districts to recapture half of the loss for the next year; then more recently in the last two or three years, what has been provided is what we now have. The history is from the enactment of the new finance formula; it started with nothing, than half and now one year. The bill is now looking at two.

Emert Hart, Superintendent USD 280, West Graham-Morland, presented his testimony (Attachment 5) Mr. Hart stated that this country has changed its philosophy about family size, therefore schools are faced with the problem of declining enrollment. Whether there are ten students in the classroom or thirty, a classroom must be provided to accommodate students and teachers. Mr. Hart listed several areas where they are working on ways to cut costs and help alleviate the financial situation.

Fred Kaufman, Superintendent, Hays, submitted his testimony (Attachment 6) He stated they had cut three teachers and a principal last year and expect to cut five teachers this year. Their enrollment decline has been accelerated by the expansion of a private school. They lost 50 students, which is well over \$250,000. He would request the best of three years rather than the current best of two. He ended his testimony by stating a formula is needed that would allow the best of three or four years, and then go to an average, or in a formula that would cap the less in FTE at 1/2% per year after three years.

Testimony requesting consideration of the bill was submitted by Drew Harris, Superintendent USD 369, Burrton, (Attachment 7). Testimony by the School Finance Coalition urging favorable recommendation of the bill was submitted and labeled (Attachment 8)

Chairperson Lawrence thanked all the conferees, stated the agenda for tomorrow would be the postsecondary college savings plan, and adjourned the meeting.

# SENATE EDUCATION COMMITTEE GUEST LIST

DATE: March 18, 1999

NAME	REPRESENTING
Prew Rose	USD 457
Ryan Stokes	USD 489
Jennifer Schmeidler	USD 489
Jill Steuber	USD 442
Randy Jones	USD 282
Marcy Homan	USD # 282 - 283 + 286
Richard Hanks	USD # 283
Sinda Adams	USD # 283
Sen. John Vratsis	Dist No. 11
Jack Ewert	USD # 314
Ann Sand	USD 434
Jacob Buxton	USD 314
Gayla Rush	USD 314
Sirley J. (Amberg)	USD # 314



## TESTIMONY REGARDING DECLINING ENROLLMENT

My name is Jim Yonally and I am pleased to speak today regarding a problem facing the Shawnee Mission School District, a declining student population.

We are supporting the position of a coalition of a great many school districts across the state, as well as the position of several regional and state-wide educational organizations. This group includes large and small, east and west, urban and rural districts, but over half of us have the common problem of declining enrollments.

The problem is a common one, but the effect may be somewhat different on different districts. Speaking just for the Shawnee Mission district, we had a modest growth pattern during the early part of this decade. However, since 1994 (with one exception, from '96 to '97) we have experienced a general decline in enrollment, and we expect that to continue into next year, and the foreseeable future.

From last year to next year's projection, we expect to lose 518 students, or an average of 259 students per year. With a general fund budget of approximately \$4,100 per pupil (base aid per pupil plus 25% LOB) that's a total loss, per year, of about \$1,062,000. Even in a budget our size (over 124 million, this year) a million dollars is hard to "find". Since these 259 students don't have the decency to all leave from one school (we have 53 regular attendance centers), or even the same area, it's hard to make cuts in personnel. Typically, school districts spend about 85% of their budget on "people". And since only a handful of students may leave from any one school we still need the same number of classroom teachers, the same number of administrators, the same number of support personnel, secretaries, cooks, custodians, and the same number of auxiliary professionals, nurses, counselors, librarians, etc. In addition, there is no reduction in utility costs to heat and light the buildings even there are a few less students in some of them.

In short, districts need, at least, a two-year "window" to deal with this problem. Incidentally, the coalition proposal is just that, a two-year window. It allows a district to use the current enrollment, last year's, or the year before that, but that still only covers a two year span of time, not three years as some have suggested.

I appreciate this opportunity to address this important issue.

*Senate Education  
Attachment 1  
3-18-99*

**Testimony to the Kansas Senate Educational Committee Regarding: Senate Bill 344**

**March 18, 1999**

**Clark Reinke, Ed. D.  
Associate Superintendent  
Manhattan-Ogden Public Schools**

Greetings Madam Chair and members of the Senate Education Committee. My name is Clark Reinke. I serve as associate superintendent of the Manhattan-Ogden Public Schools, USD #383. I am grateful for this opportunity to speak to you this morning in support of Senate Bill 344. It is my belief and the belief of the Superintendent and Board of Education of the Manhattan-Ogden Public Schools that this bill would greatly enhance our district's ability and that of the 188 other Kansas school districts experiencing declining enrollment, to do a more effective job of planning and continuing to deliver a quality education to each and every child and family we serve.

I love seeing the look on faces of my friends from the private sector or even other public sector organizations when I describe for them the budget planning process that we in the public schools use. You must notify teachers of our intent to issue them a contract in April. You often do not know what the financial impact of the legislative session will be until May. Contract negotiations must get settled with the teachers sometime after the legislative session. Final pieces to the budget must get put into place during the summer based on your best estimates of how many students there will be on the September count day. The Board of Education must certify a budget in August. We count our students in late September, and then you might not even get audited to know how much money you will have to fund your programs until the following spring. This process is not only a tenuous challenge for districts who might be growing, but for the many school districts like Manhattan-Ogden, who are declining, it poses a difficult dilemma for us as we must make reductions in our budgets and develop community consensus for those decisions.

On the surface, coming up with budget solutions for declining enrollment does not seem like such a complex issue. With over 85% of your budget going for personnel costs, as you would expect in a school district, it seems simple, you cut people. But in reality it is not that easy, and I would like to point out some of the reasons why and how having an extra year to plan makes a lot of sense.

- The number of students, which is the basis of a school district budget, may decline, but in most cases unless you close a school your infrastructure needs do not decrease. You still must drive the busses, clean the facilities, staff the office with a secretary, provide required programs, and hire a principal for instructional leadership and management purposes. Planning significant infrastructure changes and building support internally and with the parents and community for these changes goes beyond

*Senate Education  
Attachment 2  
3-18-99*

numbers on a budget. At the core of the Quality Performance Accreditation Act is involvement and support of parents and community of the educational process. To make changes such as closing a school, moving children from one school to another, or even combining two schools with one principal takes much time and effort to garner support to make any plan work.

- Students do not come in nice neat little bunches of children from the same grade or same school. For example, based on straight line projections we anticipated dropping 100 students, and you would expect we could just reduce four or five teachers. But the problem was the loss of students was spread out over all grade levels and all schools. So we sit with having to reduce our budget \$500,000 and if you look at class size to help you find a place to reduce staff it barely shows up. An extra year would allow us to deal with staff reductions in a way that makes sense educationally, treats people with the respect and dignity they deserve, and helps reduce some of the anxiety that always creates stress in a system downsizing.
- Districts such as ours, impacted by a major university, an army base, and a significant poverty level find it very hard to make year to year projections of enrollment for planning purposes. In fact, one of our principals just reported to me last week that they have had a 50% turnover rate in their school since August. Studying live births just does not provide us with enough data to make short course adjustments. But, what we can do is study longer-range trends and do scenario planning which seems to provide us with better ability to stay focused on our goals and yet make adjustments to the external factors that affect us year to year. If we could combine this type of planning with one more year of financial flexibility, we would be better positioned to help our community stay focused on our learning goals for children without feeling like we have no ability to impact our future. This might even help communities take the time they need to support passing a Local Option Budget to keep programs they do not want to lose as a result of enrollment decline.

The key point is that many more options are possible during times of decline when you engage in creative problem solving processes with the staff and community. Budget reduction decisions will always be difficult, but if they are perceived as hasty and irrational we lose the trust of our public in our public schools. That loss of trust is probably far more costly for our children and our communities than the dollars the State of Kansas would spend providing this declining enrollment provision. Please give Senate Bill 344 careful consideration and invest in a strategy that helps us build and maintain the trust in public schooling that is so critical to the future of Kansas.



# HUGOTON USD #210

205 E. 6th / Hugoton, KS 67951 / Telephone 316-544-4397  
Fax 316-544-7138

## BOARD MEMBERS

Dale Beltz  
Roger James  
Michelle Martin  
Keith Rome  
Mike Schechter  
Kim Schroeder  
Loren Zabel

## CENTRAL OFFICE

Superintendent  
Dr. Kathy Dale  
  
Asst. Superintendent  
Ann Bruemmer  
  
Board Clerk  
Linda Brooks  
  
Payroll Clerk  
Max Williams

Senate Education Committee  
Hearing Testimony, Kathy Dale  
March 17, 1999

Thank you for the opportunity to address the Committee.

In business I experience incentive programs, forecasting, business planning, partnerships, hedging, puts, cooperative alliances, production insurance, and average yield base. Most of these actions and activities are bent on maintaining a positive business structure focused on making a profit and growing. Nearly always my business experience is strongly linked with my partnership with a bank or lending institution in a proactive relationship.

In education, I experience limited budget forecasting options, especially for the size of business that education has become. BSAPP increases that are well meaning, but below accelerating maintenance/operation expenses and spiraling costs in special education --- Reactive budget practices that do not focus on management alliances, incentive programs, or budgeting partnerships.

Education has formed a strong coalition of small to large school districts. As coalitions are generally built during difficult times, so was the education coalition built after the 1992 school finance law. In crisis times, coalitions tend to disintegrate as individuals plans surface and territories are protected.

I ask the Committee to help us sustain this unified effort by supporting adequate funding and planning time for schools.

The Senate Education Committee has an extremely positive alliance with school districts. I ask the Committee to strongly support the enrollment adjustment in SB 344 that:

- Extends the budget time frame from current/prior year planning to that of three years (current and two prior years). This action would level the budgeting process and protect districts against erratic enrollment periods. Effective business plans could be initiated that consider fluctuating enrollments as well as dramatically declining enrollments.

*Senate Education  
Attachment 3  
3-18-99*



## Business Planning for Declining Enrollment

Although Stevens County has had a slight population increase, both schools in the county are in declining enrollment. Young families with children are choosing to move from the area and seek employment elsewhere. The cause stems from (1.) a poor agricultural economy, (2.) reorganization of the gas and oil industry to meet declining production schedules and needs, (3.) increased parental choice in education opportunities for students through private schools.

As early as 1995-96, USD 210 Hugoton realized they would join a growing number of declining enrollment districts in the State. The Board of Education took a proactive approach to planning through development of a Business Plan.

The Business Plan has maintained quality programs for students. The total reduction of staff is 22 1/2 staff positions.

### 5 Year Business Plan

The plan is in its 4th year of implementation. Because the plan is proactively implemented over time, **all staff changes and job elimination have been accomplished through attrition, retirement, and reassignment.**

#### I. Efficiency Planning in Maintenance and Operations

- A. Staff effectiveness analysis.
- B. Analysis of essential duties.
- C. Energy analysis.
- D. Facility analysis.
- E. Resulting Action:
  - (1) Restructured bus routes.
  - (2) Reorganized cook staff between two cafeterias.
  - (2) Reduced secretarial hours and consolidated duties.
  - (3) Reorganized custodial program and combined duties.

\*\*Essential duties can be accomplished with quality and still not be perfect. The Business Plan accepted high quality work, but stopped short of trying to maintain perfection.

#### II. Program Driven Decision Making

- A. Enrollment Projection per grade level (3-5 year).
- B. Program Driven Budgeting and Site Based Budgeting.
- C. Staff assignment according to essential program needs.
- D. Resulting Action:
  - (2) Reduced upper level management (coordinator positions)
  - (2) Reduced teaching staff in declining enrollment areas.
  - (5) Reduced classroom aides.
  - (1) Restructured ESL program, decreasing aides.
  - (11/2) Decreased technical staff and implemented "trainer of trainers" program.
  - (1) Consolidated health services between district buildings.
  - Federal programs stand alone on budget allocations. (Little, if any, direct district financial support.)
  - (2) Middle School and High School student services programs combined in In-school Suspension and Library/Media.
  - Direct district financial support for in-service education reduced. Federal grant support and "trainers of trainers" program sustain in-service.



- III. Staffing Solutions that made reductions, but considered the human element our industry is built around. .
- A. Attrition.
  - B. Retirement
  - C. Reassignment
  - D. Non-renewal (Non-tenured)
- IV. Educating BOE, Staff, and Community in issues of declining enrollment and proactive budgeting measures.
- V. Collaborating and planning with County, City, and School governments.
- VI. What will cause this plan or any business plan to be unsuccessful? Unexpected costs.
- A. Unanticipated increases
    - Increasing expenses for special need students attending State schools.
    - Increase in assessment to each district. (Possible 33% increase anticipated in 99-2000).
    - Operations and maintenance rising costs.
    - Health insurance.
  - B. Time: Business planning must have time to implement a thoughtful and reflective program built on attrition, retirement, and reassignment. Unanticipated events such as increased declining enrollment and special education mandates throw the timing of planning off and cause reactive decision-making.

		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
		+-----1989-90 THRU 1998-99 FTE ENROLLMENTS -----+											%
COUNTY NAME	#											DIFF	INCR/
DISTRICT NAME	#	9-20-89	9-20-90	9-20-91	9-20-92	9-20-93	9-20-94	9-20-95	9-20-96	9-20-97	9-20-98	(10 - 1)	DECR
*****													
SEDGWICK	087												
MAIZE	D0266	2,197.3	2,468.5	2,803.2	3,215.1	3,542.4	3,805.2	4,117.7	4,459.3	4,679.3	4,895.0	2,697.7	122.77
RENWICK	D0267	1,374.0	1,394.5	1,414.5	1,453.1	1,469.0	1,517.1	1,559.0	1,647.5	1,747.5	1,807.0	433.0	31.51
CHENEY	D0268	527.2	551.6	574.1	616.0	666.2	687.6	703.0	690.0	706.5	709.6	182.4	34.60
SEWARD	088												
LIBERAL	D0480	3,400.6	3,493.1	3,534.6	3,628.9	3,803.8	3,978.5	4,041.6	4,142.5	4,096.3	4,065.0	664.4	19.54
KISMET-PLAINS	D0483	567.5	580.5	598.0	605.0	613.5	631.3	670.5	686.1	696.3	693.5	126.0	22.20
SHAWNEE	089												
SEAMAN	D0345	3,247.7	3,271.0	3,293.5	3,339.8	3,379.5	3,399.3	3,415.3	3,335.7	3,230.1	3,181.7	-66.0	-2.03
SILVER LAKE	D0372	605.5	585.5	610.5	642.5	660.1	658.5	671.0	680.5	686.6	696.8	91.3	15.08
AUBURN WASHBURN	D0437	3,749.3	3,892.8	4,235.5	4,472.5	4,690.7	4,860.9	4,904.6	4,988.5	4,975.8	4,967.0	1,217.7	32.48
SHAWNEE HEIGHTS	D0450	3,303.1	3,353.4	3,357.5	3,392.0	3,380.5	3,395.9	3,393.7	3,419.5	3,420.3	3,385.3	82.2	2.49
TOPEKA PUBLIC S	D0501	14,095.2	14,310.3	14,166.0	14,051.3	13,955.1	13,649.4	13,430.5	13,375.2	13,469.7	13,586.0	-509.2	-3.61
SHERIDAN	090												
HOXIE COMMUNITY	D0412	527.0	512.5	511.5	493.0	492.5	480.0	464.5	477.8	467.0	446.5	-80.5	-15.28
SHERMAN	091												
GOODLAND	D0352	1,206.0	1,169.5	1,172.0	1,208.3	1,195.1	1,207.1	1,214.5	1,201.2	1,176.0	1,156.8	-49.2	-4.08
SMITH	092												
SMITH CENTER	D0237	637.9	616.4	622.5	624.0	631.5	636.3	612.5	604.4	620.5	585.5	-52.4	-8.21
WEST SMITH COUN	D0238	213.0	197.5	195.0	202.0	191.5	201.5	206.1	197.5	198.5	195.5	-17.5	-8.22
STAFFORD	093												
STAFFORD	D0349	272.5	285.0	281.6	293.0	316.5	329.2	325.5	332.5	330.0	337.8	65.3	23.96
ST JOHN-HUDSON	D0350	426.0	439.5	452.0	465.1	472.5	471.0	487.8	505.0	468.0	443.0	17.0	3.99
MACKSVILLE	D0351	284.5	289.0	284.5	289.3	278.5	286.0	317.0	311.2	309.5	295.0	10.5	3.69
STANTON	094												
STANTON COUNTY	D0452	521.5	524.8	538.5	521.5	537.8	548.4	531.7	522.3	523.8	539.5	18.0	3.45
STEVENS	095												
MOSCOW PUBLIC S	D0209	159.0	139.5	160.1	168.0	180.5	200.0	197.5	216.7	206.6	193.1	34.1	21.45
HUGOTON PUBLIC	D0210	890.0	936.5	990.1	1,026.5	976.5	1,008.5	1,024.3	979.8	1,000.0	963.5	73.5	8.26
SUMNER	096												
WELLINGTON	D0353	1,910.5	1,942.4	2,031.3	2,043.0	2,028.4	2,013.2	2,034.2	2,024.9	1,996.0	1,971.7	61.2	3.20
CONWAY SPRINGS	D0356	448.1	470.4	452.8	458.4	485.2	480.7	510.4	503.7	536.9	553.3	105.2	23.48
BELLE PLAINE	D0357	709.0	720.0	743.0	746.6	773.5	802.7	789.0	793.3	799.0	836.5	127.5	17.98
OXFORD	D0358	424.0	435.0	454.0	443.0	465.5	430.0	471.0	463.5	499.0	457.0	33.0	7.78
ARGONIA PUBLIC	D0359	224.0	220.5	215.0	227.0	243.0	257.5	253.0	245.0	239.5	270.0	46.0	20.54
CALDWELL	D0360	329.0	317.5	311.5	327.0	337.5	346.0	341.0	328.0	336.5	344.0	15.0	4.56
SOUTH HAVEN	D0509	233.0	223.5	227.5	227.0	237.5	241.5	243.5	252.0	260.5	263.5	30.5	13.09

Statement of

Stephen D. Bohrer, PhD

Superintendent of Schools  
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Education Committee  
Kansas Senate

Hearing on: SB 344

School District Finance: Revising Definition of Enrollment  
"Effects of Declining Enrollment on Kansas Schools"

March 18, 1999, 9:00 AM  
Room 123, Kansas State Capital  
Topeka, Kansas

*Senate Education  
Attachment 4  
3-18-99*

1 It is a pleasure and honor to be granted the opportunity to visit with you  
2 today about the improvements taking place in our small school district in  
3 Cowley County and the catastrophic impact declining enrollment could have  
4 on the district under current school finance regulations.

### 5 ***Background of Central District***

6 Our district is rural with many of the students living on farms and cattle  
7 ranches where agriculture provides their families' primary income. While  
8 some drive an hour to Wichita to work at the aircraft plants, just as many  
9 ride a horse, in order to make a living.

10 Central Elementary School<sup>1</sup> has 235 students. Central Jr./Sr. High  
11 School<sup>2</sup> has 205 students and graduates about 33 seniors each year. About  
12 two-thirds go on to post-secondary education. Unfortunately, too many of the  
13 graduates from the four communities (Atlanta, Burden, Cambridge, and  
14 Grenola) in the 308 square mile district (like rural students all over the  
15 nation) graduate and leave for college or jobs outside the district, never to  
16 return (Nachtigal, 1992b).

17 Such an exodus would contribute to a decline in the quality of rural life.  
18 This is why our district has formed several partnerships to enhance  
19 economic development in the area. We are involved with area chambers of  
20 commerce and work closely with economic development groups. In  
21 addition, the high school teaches an entrepreneurship course with a rural  
22 culture component in order to teach students the skills and give them the  
23 confidence that they could one day be occupationally successful in a small  
24 town or rural area. These actions show recognition that rural school's  
25 survival depends on students whose presence is only possible when their  
26 parents have jobs (Bohrer, 1996).

27 With 37 teachers and 440 students, I am superintendent of a small  
28 district similar to half of the districts in Kansas<sup>3</sup>. Using the federal  
29 government's definition of rural, Kansas has the largest percentage of  
30 students attending rural schools of any state (Stern, 1992).

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<sup>1</sup> presently in Atlanta, but moving to a new building in Burden this summer

<sup>2</sup> in Burden

<sup>3</sup> the median for all KS districts is 600 students

1 To better prepare students for the future our district is involved in  
2 tremendous efforts to increase student performance through research of  
3 "what works" and data driven interventions. We have chosen to prepare for  
4 the future through study and resolve, applying the tenacity of our ancestral  
5 pioneers to solve problems in a methodical proven process called Outcomes  
6 To Excellence (OTE) to help all district employees understand and ascribe  
7 to the district's mission statement, "All students will learn well."

8 The teachers are empowered through a Leadership Team (LT) to direct a  
9 continual improvement process resulting in compliance with the Kansas  
10 Legislature's mandated Quality Performance Accreditation (QPA). The LT is  
11 an internal oversight and control group that directs the school improvement  
12 process in our district utilizing what has been learned through OTE and  
13 applying it to achieve QPA. Teachers from each building apply to me as  
14 superintendent to be on the LT. From the applicants, I select the most  
15 appropriate individuals and from this group of eight teachers the entire staff  
16 selects a chairperson. Also on the LT are the two building principals and me.  
17 The LT operates under locally developed bylaws to assure continuity and  
18 order in its work. Also involved in school improvement are the elected  
19 members of our Board of Education and site-council volunteers at each  
20 building representing staff, business persons, and parents.

21 The LT also serves as the district's Professional Development Council  
22 (PDC) which functions as a clearing house of ideas for in-service training to  
23 provide in district or send individuals to attend in order to achieve "results  
24 based staff development." The PDC selects training opportunities that can  
25 best help meet individual employee's professional goals as well as  
26 established building and district goals. Each professional staff member has  
27 an Individual Development Plan (IDP) which serves as a guide for their  
28 professional growth.

29 Staff members at both schools have established building goals after  
30 reviewing data from state developed program tests (KS Assessments) and  
31 the Iowa Test of Basic Skills (ITBS). The teachers are currently developing  
32 Criterion Reference Tests (CRT) to measure individual student achievement  
33 of locally developed outcomes. Together, these three means (KS  
34 Assessments, ITBS, and CRT) provide accurate measures of student



1 achievement trends and can be compared with other schools in order to  
2 assure accountability.

3 The staff has completed about 70% of a multi-year project of curriculum  
4 objective writing and K-12 course alignment. Participation in the school  
5 improvement efforts offered by the Greenbush service center assists our  
6 performance improvement process and QPA work.

### 7 ***Declining Enrollment***

8 This brings me to the reason I was invited to speak today. I trust my  
9 lengthy introduction explains who we are and demonstrates our resolve to  
10 increase student achievement with the financial and human resources  
11 available.

12 The school improvement initiatives described above, as well as the  
13 instituted school services like food service, transportation, special education  
14 services, student sports and activities, as well as required and elective  
15 classes all rely on a sufficient and stable revenue stream. Annual budgets,  
16 potential raises in salaries, and improvement in services and programs are  
17 annually subject to the vicissitudes of the legislature. This condition is  
18 exacerbated by an ever present potential loss of students from one year to  
19 the next and that phenomenon's associated loss of revenue and until  
20 recently the obligation to set the next year's budget months before knowing  
21 the year's actual revenue.

22 For two years now districts have been able to use the greater full time  
23 equivalent (FTE) student count of the present year or the previous one. This  
24 allows a district to survive a down spike in students without loss of revenue  
25 while providing nearly two years for a district to react to a loss and decide if  
26 it were a freak occurrence or a downward trend necessitating reduction in  
27 staff and programs in order to remain solvent.

28 Table 1 shows two hypothetical districts that over the past ten years each  
29 average 430 students. District B benefits each year by being able to select the  
30 prior year over the current one. District A would be better off some years with  
31 the current year and some years by selecting the prior FTE for budget  
32 purposes. District B would benefit by being allowed to reach back two, three,  
33 or even four years for as the table shows, the district has lost students each of

- 1 the previous ten years. District A would be making a different choice each year
- 2 to access the largest budget possible.

Year	District A	District B	USD 462
1989-90	412	461	362
1990-91	425	457	364
1991-92	415	447	368
1992-93	435	443	413
1993-94	436	441	366
1994-95	421	431	389
1995-96	438	415	409
1996-97	445	410	409
1997-98	433	407	413
1998-99	452	388	407
average	430	430	393

Table 1: Two Hypothetical Districts with the Same Average FTE & USD 462

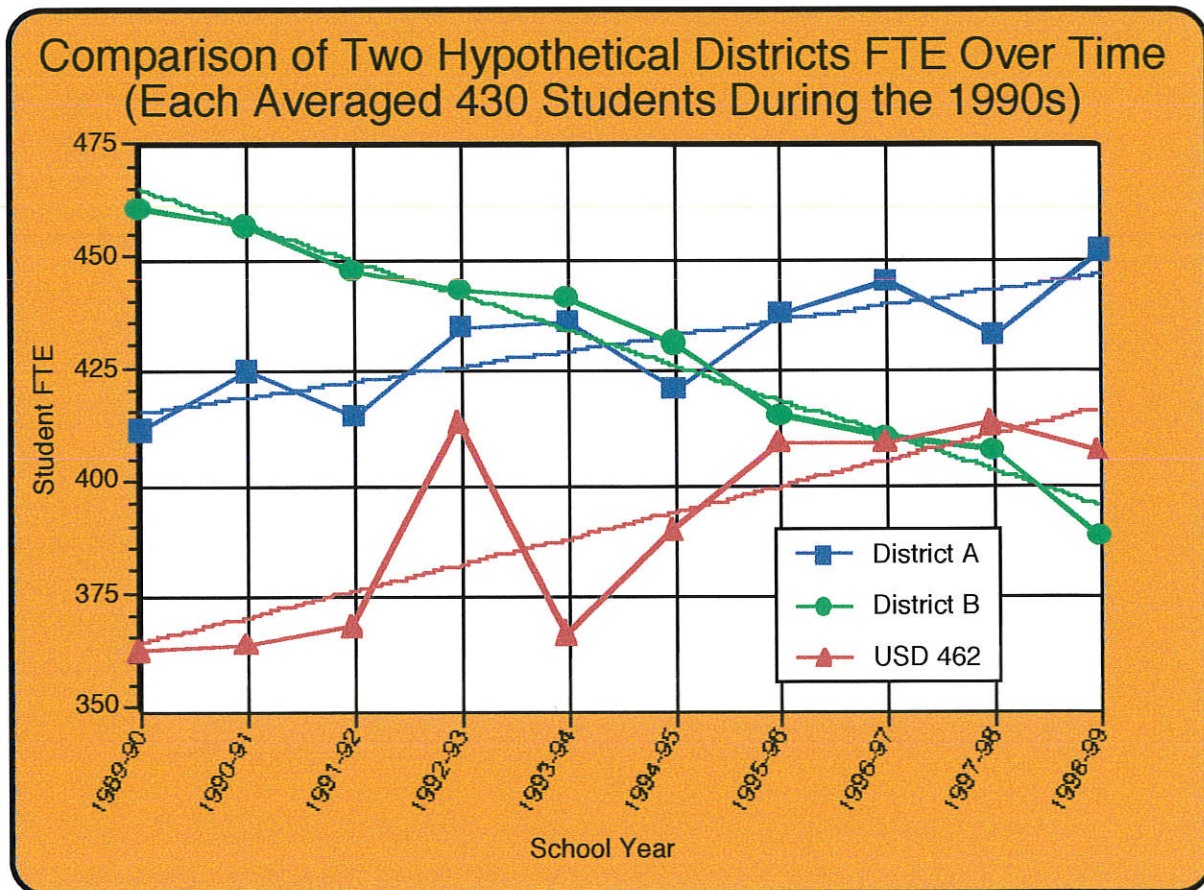


Chart 1: Three District's FTE Over Time

1 Key to this possible scenario is whether District B can survive long term  
 2 without massive changes in its operations, even if reaching back another  
 3 year is made available for budget purposes. For this hypothetical example,  
 4 Chart 1 pictorially documents a long term exodus has been underway in  
 5 District B for ten years resulting in an 18% reduction in students while  
 6 District A has increased by 9% during the same decade. The practical  
 7 effective change in the two districts' fortunes are enormous. At today's  
 8 BSBPP, District B in 1989 would have had a maximum budget about \$90,000  
 9 larger than District A. In the most recent year of this example, District A  
 10 could outspend District B by \$222,000.

11 Both districts would probably operate two sections of each elementary  
 12 grade with a PTR of less than twenty, yet District A now has a tremendous  
 13 advantage in meeting its program needs that will only grow greater the years  
 14 to follow should nothing stop the evident trends.

15 Central USD 462 shows what is probably more typical in that there are  
 16 wide unexplainable swings from one year to the next along with periods of  
 17 relative stability.

### 18 ***Reactions to a Declining Enrollment***

19 If a district experiences a declining enrollment<sup>4</sup> there are only a few  
 20 reactions available. With salary accounting for 70% or more of a typical  
 21 budget it is obvious that staff reductions will probably always be part of the  
 22 changes to be made. Classified personnel: custodians, bus drivers, cooks, and  
 23 secretaries are already staffed at a minimum rate, leaving teaching personnel  
 24 the most vulnerable.

25 Additional reactions a district experiencing a decline would probably  
 26 include: reducing the availability of elective courses at the secondary level,  
 27 restricting authorized travel, lessening inservice opportunities, postponing  
 28 textbook purchases; reducing classroom supply budgets; postponement of  
 29 vehicle rotation(accepting the increased repair bills); cutting back summer  
 30 maintenance; elimination of summer school, increasing charges for meals,  
 31 book fees, participation in clubs, course fees, etc.; and postponement of

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<sup>4</sup> 189 of the 304 KS districts experienced a decline in enrollment in the 1998-99 school year

1 needed capital outlay expenditures for computers and other technology  
2 equipment, office machines, and copiers.

3 I predict such actions would not only lower the morale of staff, but also of  
4 students. I suspect some employees<sup>5</sup> would leave and even some families  
5 would bolt to other, more stable districts in order to retain the quality  
6 education they believe their children deserve. These results would  
7 exacerbate the already negative situation.

### 8 ***Part Time Teachers***

9 Our district currently has several full time teachers with some small class  
10 sizes (3 to 8). As the legislature continues to under fund our district's ability  
11 to pay even minimal pay increases and provide program improvements  
12 without the use of an increasing local optional budget (LOB) it is becoming  
13 harder to retain the full time staff. In order to react to a declining budget a  
14 couple of these positions could be cut to 5/7ths or less, but would the  
15 present individuals elect to remain at the partial salary that would result?  
16 Would a qualified part time person be available and willing to move to our  
17 small town for a proportional salary? How long would it take to find someone  
18 and how would the students be served while searching for such a person?  
19 The declining enrollment enhancement being discussed might negate the  
20 need or at least finance the additional time needed to conduct the necessary  
21 search.

### 22 ***Local Option Budget***

23 For some districts the impact of a declining enrollment can be avoided by  
24 adopting or increasing an LOB. But what if this has been proposed, but  
25 denied by the voters or is already at the maximum of 25% of the general  
26 fund?

27 In my opinion, there are even some constitutional problems with the LOB  
28 because it was allowed "to float" up in dollars produced even for those  
29 districts using the full 25% as the BSBPP slowly increases. This action, as  
30 well as the inability of some districts to establish an LOB, allows back the  
31 spending disparities that Judge Bullock objected too in 1991 prompting the

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<sup>5</sup> the best employees I suspect would leave first



1 legislature to enact the present finance law. As the spending disparity grows  
2 the likelihood of another court fight looms.

3 The continual use of an LOB just to keep up with the loss brought on by a  
4 declining enrollment seems to me to be only a stop gap measure rife with  
5 future problems.

### 6 ***Rural Population Shift***

7 In one of numerous studies that drew the same conclusion, Williams  
8 (1993) showed that 77 of our state's 105 counties will end this century<sup>6</sup> with  
9 fewer inhabitants than they had in 1900. Among other things, the study  
10 revealed that those counties which will increase population are mainly urban  
11 counties or ones adjacent to them, while the decline is most severe in the  
12 least populated counties in western Kansas and those bordering Nebraska.

13 These population trends translate into proportionally more urban  
14 students and fewer rural ones. While the distance between towns will not  
15 change, the distance between families with school aged children may  
16 increase significantly. The ratio of rural students to urban will decline  
17 precipitously. With an aging population and another baby-boom not likely  
18 there will be more people in their upper years and relatively fewer children  
19 being born and readied for school (Dychtwald & Flower, 1989).

20 This situation means that additional districts will experience declining  
21 enrollment and that further decline in many districts is inevitable.

### 22 ***Hard Choice***

23 The declining enrollment feature under consideration has an estimated  
24 cost to the state of \$16,000,000. This amount could also translate into an  
25 additional \$28 to the BSBPP. Asked which I would rather have 1) an  
26 additional year to use for calculation purposes, or 2) \$28 added to the base  
27 is difficult to answer. We need both!

28 While the \$28 would equally benefit all districts and I would prefer to  
29 have the money spent to make the additional year available so the money  
30 goes to those districts most desperately needing the revenue for survival.

---

<sup>6</sup> just nine months away



## 1 **Educational Effectiveness**

2 Research shows that small schools are generally more effective than large  
3 schools (Barker & Gump, 1964; Berlin & Cienkus, 1989; Fowler & Walberg, 1991;  
4 Hare, 1990; Horn, 1991; Howley, 1994; Lutz, 1990; Muse, Smith, & Barker, 1987;  
5 Nachtigal, 1992a; Webb, 1989). This body of work emphatically establishes this  
6 even when problematic areas of race, socio-economic status, or family  
7 structure are factored in.

8 There is no doubt small districts are financially less efficient. A new roof,  
9 a new flag for the school flag pole, or a new bus costs the same regardless of  
10 the district's size. In fact a larger district may benefit from discounts for  
11 multiple purchases and salesman's incentives that small districts are not  
12 offered. Thus small districts are not only less efficient they are sometimes  
13 penalized for being small.

14 To let the smallest of our state's schools lose their ability to function  
15 because of declining enrollment would be a tragedy in light of their proven  
16 ability to effectively educate their students. Regardless of their financial  
17 efficiency.

## 18 **Conclusion**

19 From a policy perspective, former Kansas State University professor Jerry  
20 Horn (1991) suggested that, like the nation subsidizes urban transportation;  
21 urban renewal; education for the handicapped, disadvantaged, and gifted;  
22 medical services for the aged; and a multitude of other worthwhile  
23 programs, our society should simply accept that it will cost more to educate  
24 students in sparsely populated areas and quit worrying so much about  
25 efficiency.

26 Being able to reach back two, or three or even four years, may be only a  
27 Band-Aid solution, it can be quickly enacted and easily audited. I encourage  
28 the Kansas Legislature to enact the proposed change to the school finance  
29 formula.

30 I also ask that the Kansas Legislature, or the Kansas State Department of  
31 Education, direct the issue of declining enrollment be studied further in an  
32 attempt to originate a long term less-reactionary solution.

1 **Bibliography**

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U.S.D. 280  
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TO: Senate Education Committee

From: Emery Hart Superintendent of School West Graham-Morland

I would like to thank you for giving me the opportunity to speak to you about a serious crisis we have in our public school systems in the State of Kansas. This crisis is not the fault of anyone. Our country has changed its philosophy about family size, therefore; our schools are faced with the problem of declining enrollment.

Regardless whether there are ten students or thirty in a classroom, a classroom must be provided to accommodate the students and teachers. The cost of living and educating our students is sky rocketing. At the present time in the State of Kansas, we have 189 out of 304 school districts that are experiencing declining enrollment. This is what brings me in front of you today. I would like to explain to you what we are doing at U.S.D. #280 Morland to try to help solve our situation. This problem can't be solved without the help from you--The State Legislature. Thank you for your time and efforts.

Sincerely,

Emery Hart, Supt.

*Senate Education  
Attachment 5*



**We are in the business of getting better at teaching and learning.**

Unified School District #280 does not discriminate on the basis of sex, race, color, national origin, disability, or age in admission or access to, or treatment or employment in, its programs or activities. Any questions regarding the Board's compliance with Title VI, Title IX, or Section 504 may be directed to the Title IX Coordinator, who can be reached at (913)296-2424, 120 Southeast 10th Avenue, Topeka, Kansas 66612-1182, or to the Assistant Secretary for Civil Rights, U.S. Department of Education. If any questions, contact Emery Hart at (913)627-5151.

3-18-99

# U.S.D. 280 West Graham-Morland

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October 12, 1998, Board Meeting

Board, I have been working on ways to cut costs for the future school year and years to come. I have researched our financial situation and it is going to be very difficult to keep our heads above water. The areas I believe we need to trim are as follows:

**First Area:** **Bus Routes** - I believe we can save several thousand dollars by paying mileage to patrons where it is feasible. In some cases, we will need to pick up the students because of the inconvenience to the parents. I have driven and studied the bus routes and I believe we can reduce the number of routes to three. Another option at the present time, is to run two buses and a van on the third route.

### **Example:**

We would have a south route centered around the St. Peter area. Most of these families live within a mile or two of St. Peter. At the present time, this is one plan I feel would work. I do want the bus driver's input after you have had a chance to study these plans.

**St. Peter Route:** 17 students per day - Bus  
 $75 \text{ miles} \times \$0.50 \text{ per mile} = \$32.50 \text{ per day} \times 170 \text{ days} = \$6,375.00$

**Penokee Route:** 24 students per day - Bus  
 $35 \text{ miles} \times 2 = 70 \times \$0.50 \text{ per mile} = \$35.00 \text{ per day} \times 170 = \$5,950.00$

**Studley Route:** 10 students per day - Van or Bus  
 $35 \text{ miles} \times 2 = 70 \times \$0.50 \text{ per mile} = \$35.00 \text{ per day} \times 170$



1  
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5-2

= \$5,950.00

Total cost of the 3 bus routes would be \$18,275.00

The Bus Radio Monitor position could be eliminated and this position incorporated into the bus supervisor's position. This would result in an estimated savings of about \$4000.00. Total Salaries now is around \$44,446.00, savings would be around \$24,000.00, plus the cost of bus upkeep, gas, insurance and maintenance costs. Estimated savings of about \$5,000.00.

**Second Area:** **Custodial Salaries** - In checking with other schools, they impose a cap of 50 hours per week, per janitor. As of right now, as in the past, we have let the head custodian put in 60 to 70 hours per week. I feel paying that much overtime is costing us dearly. As it sets right now, we pay overtime on custodial, activity bus trips and on bus supervisor hours worked by the head custodian. I feel during the summer we need to hold total custodial hours per custodian to no more than 45 hours per week. At the present time the head custodian is making \$8.31 per hour for 40 hours worked with time and one half for all hours over 40 or \$12.47 per overtime hour. If the custodian works 70 hours per week it is costing us \$249.40 per week for hours over 50 or \$997.60 extra per month. This does not include wages for activity trips and substitute teaching. If we evaluate this position, I think we could save another \$12,000.00.

**Third Area:** **School Activities** - I am looking at cutting back on school activities with consideration being given to a four day school week. This could save about \$50,000.00. This saving would be comparable to what Cheylin has estimated their past savings to be.

**Fourth Area:** **E-Rate** - If E-Rate comes through and it sounds like it will around the last of October, this could save us another 8-10 thousand dollars per year. I am not fully convinced this will happen but we are still hoping.



**Final Area:**

**Lobbying** - We superintendents of small schools are bonding together to lobby in favor of having the legislature let us count the previous or highest of the last three years enrollment. This would help stabilize our budgets so the loss would not be so great in any one year. Example: the legislative in 1998 let us count the highest enrollment of the last two years. We are forming our own group to confront them about the serious crises we are having in our school systems. We are asking them to extend this to three years or even longer to help us with declining enrollment problems. If this would happen this could very easily help solve some of our problems.

With all these areas of saving measures put together we can still continue to give our students a viable education. These suggestions are subject to change and food for thought. The way things are now, we need to make big cuts without hurting our children's education. I estimate the total savings to be around \$136,600.00

Mr. Hart

**Senate Education Committee  
Senate Bill 344  
Testimony of Fred Kaufman  
March 18, 1999**

I am Fred Kaufman, superintendent of schools in Unified School District 489, Hays. I am here this morning to ask you to carefully consider the powerful impact that declining enrollment will have on the finances of the majority of the school districts in Kansas.

According to our calculations, if Senate Bill 171 becomes law as written, even with a \$50 increase in the base and an adjustment in correlation weighting, we will have \$44,000 more to spend next year than we did this year. \$44,000 more in a school district where a 1% salary increase for all employees costs \$161,000 and the adoption of a new language arts series costs \$151,000.

We were anticipating a slow enrollment decrease and we could deal with that. We cut three teachers and a principal last year and expect to cut five teachers this year.

Our enrollment decline was greatly accelerated by the expansion of the private school. A new facility enabled them to expand existing programs and move into new grade levels.

We lost 50 students, in our case well over \$250,000. Fifty elementary students when you have 81 sections has no impact--there is no reduction in the needs of transportation, technology or other operational costs. We are just \$250,000 short.

I am requesting that we be able to use the best of three years rather than the current best of two that will give us immediate relief.

We need to search for a long term solution in a formula that would allow the best of three or four years, and then go to an average, or in a formula that would cap the loss in f.t.e. at 1/2% per year after three years.

Thank you for your time.

*Senate Education  
Attachment 6  
3-18-99*

# Burrton U.S.D. No. 369



105 East Lincoln, PO Box 448, Burrton, Kansas 67020-0448  
 Phone: 316-463-3840 - Fax: 316-463-2636  
 E-mail: burrton@southwind.net

DREW HARRIS  
 Superintendent

March 17, 1999

Members of the Senate Education Committee:

My school district is one of 188 districts in Kansas that had an enrollment decline last year. In fact, in the last six years, our enrollment has declined just over 50 students which represents over a 15% decline. Certainly we have taken measures to reduce our budget by cutting spending and staff.

I am excited to say that we finally seem to be leveling out number wise. We are also implementing programs to try to boost our enrollment, but it does take time. Being able to use the previous year's enrollment is certainly a benefit, but it is still short term.

In our situation, as with others, we will be forced to make budgetary cuts in the form of reducing staff which we very well might have to replace the following year. Giving us an opportunity to use the higher of the two previous years' enrollment will allow us to make conscientious decisions that provide for the long-term well being of our district, not cuts based on short-term needs. To that end, I request your consideration on S.B. 344. Allow us a means to plan wisely, rather than react hastily to our wounds.

Sincerely,

Drew Harris,  
 Superintendent

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Building lifelong learners

*Senate Education  
 Attachment 7  
 3-18-99*

## School Finance Coalition

TO: Senate Committee on Education  
FROM: Mark Tallman, Assistant Executive Director, Kansas Association of School Boards  
DATE: March 17, 1999

**RE: Written Testimony on S.B. 344 - Declining Enrollment**

Madam Chairman, Members of the Committee:

Earlier this session, the School Finance Coalition presented to this committee our priorities for the 1999 session in testimony on S.B. 171. One of those priorities is a new declining enrollment feature. Unfortunately, such a provision was not included in S.B. 171. Because S.B. 344 does contain that feature, we strongly support this bill.

We are submitting this testimony in writing because we have previously discussed this concern with you and know that you have a number of conferees who will explain the issue in detail. We want to stress our firm conviction that providing additional relief for districts losing enrollment is critically important.

We urge this committee to recommend S.B. 344 favorably for passage. Thank you for your consideration.

*Senate Education  
Attachment 8  
3-18-99*